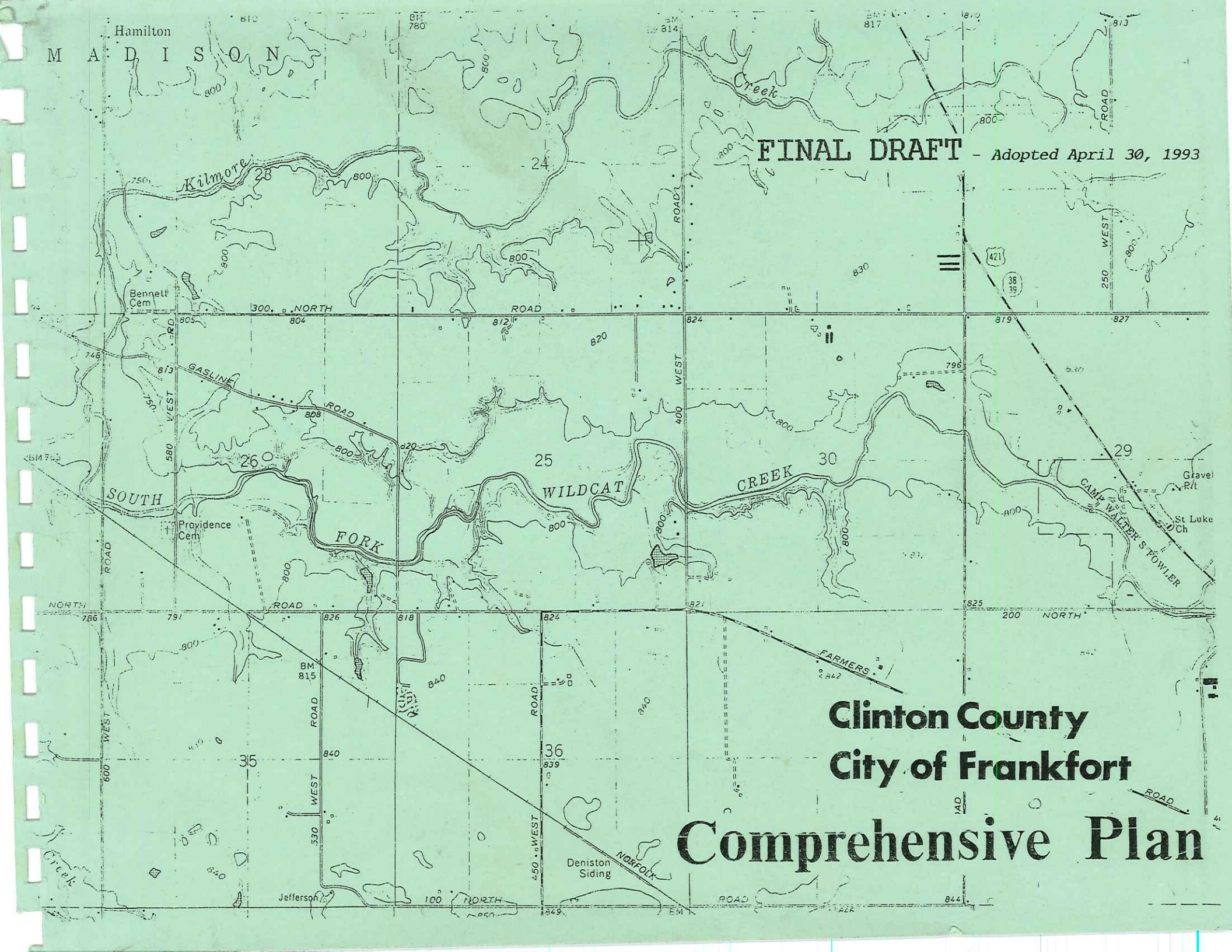
FINAL DRAFT - Adopted April 30, 1993
Clinton County
City of Frankfort
Comprehensive Plan
Hamilton
MADISON
Kilmore
Creek
Bennett Cem
300 NORTH ROAD
GASLINE ROAD
SOUTH FORK
WILDCAT CREEK
Providence Cem
CAMP WALTER S TOWLER
Gravel Pit
St Luke Ch
FARMERS
Deniston Siding
NORFOLK
Jefferson
200 NORTH
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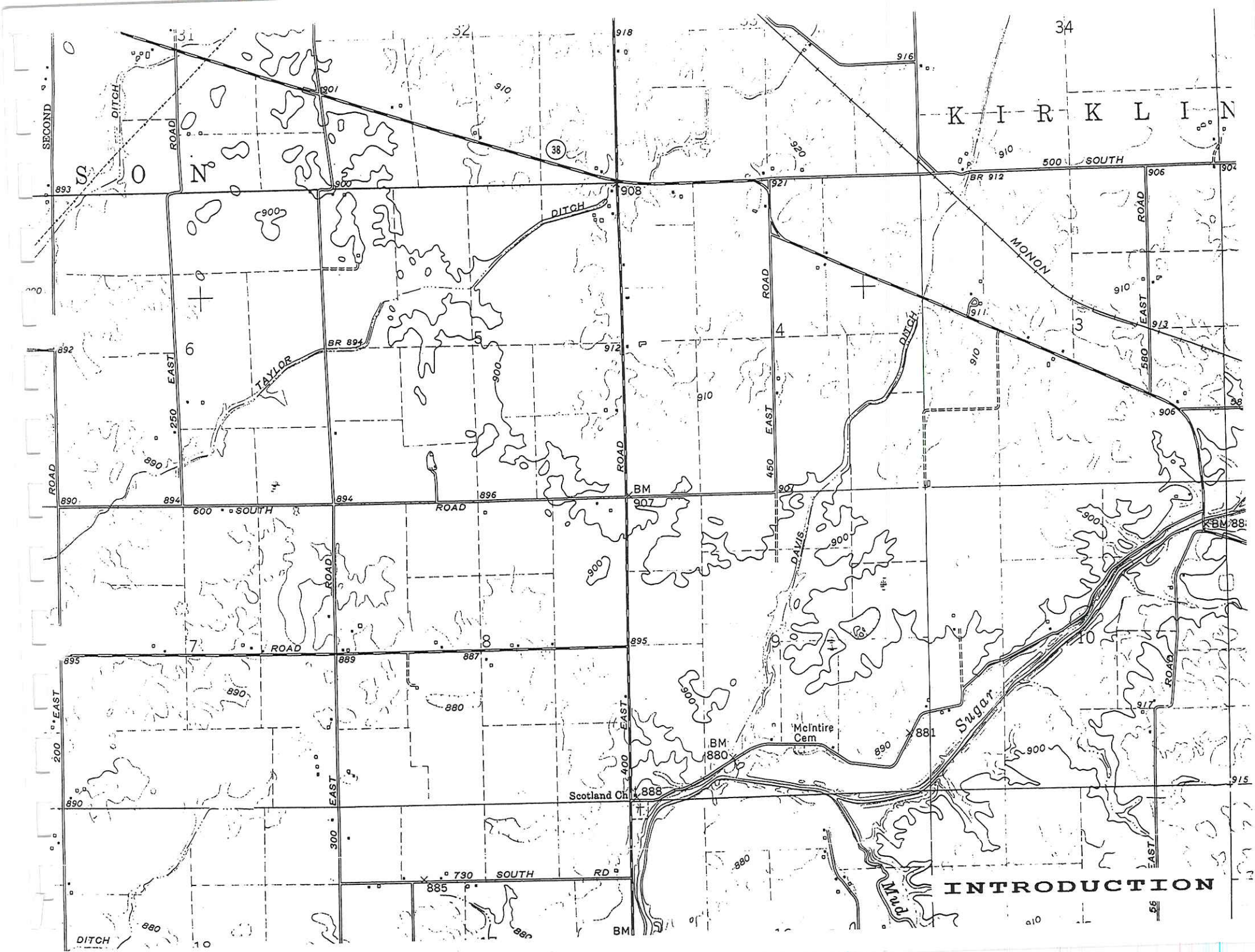
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Mud
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INTRODUCTION

INTRODUCTION

PURPOSE OF THE PLAN

Change is inevitable in every community, whether it is growing or declining. However, while change is inevitable, it is also controllable. The purpose of this Comprehensive Plan is to provide local government officials and citizens of Frankfort and Clinton County an opportunity to anticipate and to deal constructively with changes occurring within the county. When adopted, the proposals contained in this Comprehensive Plan will become guidelines for making decisions that will shape future change and development in Clinton County.

This document is a joint City/County plan between the City of Frankfort, Clinton County and the incorporated towns of Colfax, Kirklin, Michigantown, Mulberry, and Rossville. In 1988, the Clinton County Area Plan Commission determined that a joint plan would be advantageous for coordinated planning in the future in the county. A City/County Planning Executive Committee was formed to pursue this goal. The preparation of this plan is the first step toward eventual adoptation of a Unified Zoning Ordinance and merger of the city and county plan commissions.

GUIDING PRINCIPLE OF THE PLAN

The Clinton County Comprehensive Plan has one guiding principle upon which all of the recommendations contained in the plan will be based. This guiding principle is as follows:

TO ACHIEVE SOUND PHYSICAL AND ECONOMIC DEVELOPMENT OF FRANKFORT AND CLINTON COUNTY SO AS TO ENSURE THE PROVISION OF ADEQUATE COMMUNITY FACILITIES AND SERVICES, A HIGH QUALITY OF LIFE AND THE MAINTENANCE OF A HEALTHY, SAFE, ORDERLY AND HARMONIOUS ENVIORNMENT.

AUTHORITY FOR THE PLAN

Section 36-7-4-501 of the Indiana Code states that a Plan Commission shall prepare a Comprehensive Plan:

"... for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development."

The Clinton County Comprehensive Plan was prepared under this authority.

PLAN METHODOLOGY

The Clinton County Comprehensive Plan is comprised of two parts: "Community Inventory" and "Policies for the Future."

Part I, the Community Inventory, consists of the plans introduction and the background studies about Clinton County's natural resources, population, economy, existing land use, housing, transportation and community facilities. This background data provides the factual and analytical basis for the Comprehensive Plan. Emphasis is placed on those factors that may have a significant impact on the rate and nature of growth of the county.

Part II contains the county's goals and policies as well as several specialized plans. These specialized plans include the Future Land Use Plan, the Transportation Plan, and the Facilities Plan. Additional plans may be added later by the county as needed. Also discussed are methods of implementation which are available to Clinton County and Frankfort officials to ensure that the Comprehensive Plan is implemented. The implementation methods include zoning and subdivision regulations and capital improvement programs.

PLAN PROCESS

Planning is a decision making process. It includes the gathering of facts, the development of goals and objectives and the determination of what courses of action shall be taken by what methods and at what costs in order to achieve desired goals and policies.

The term "process" implies a continuous, ongoing activity and not simply a one-time, short term event. **Figure 1** presents a visual representation of the Comprehensive Plan process. This figure depicts all of the factors that are essential in developing a Comprehensive Plan for Clinton County. Of primary importance is citizen input, which is essential at various stages of the planning process.

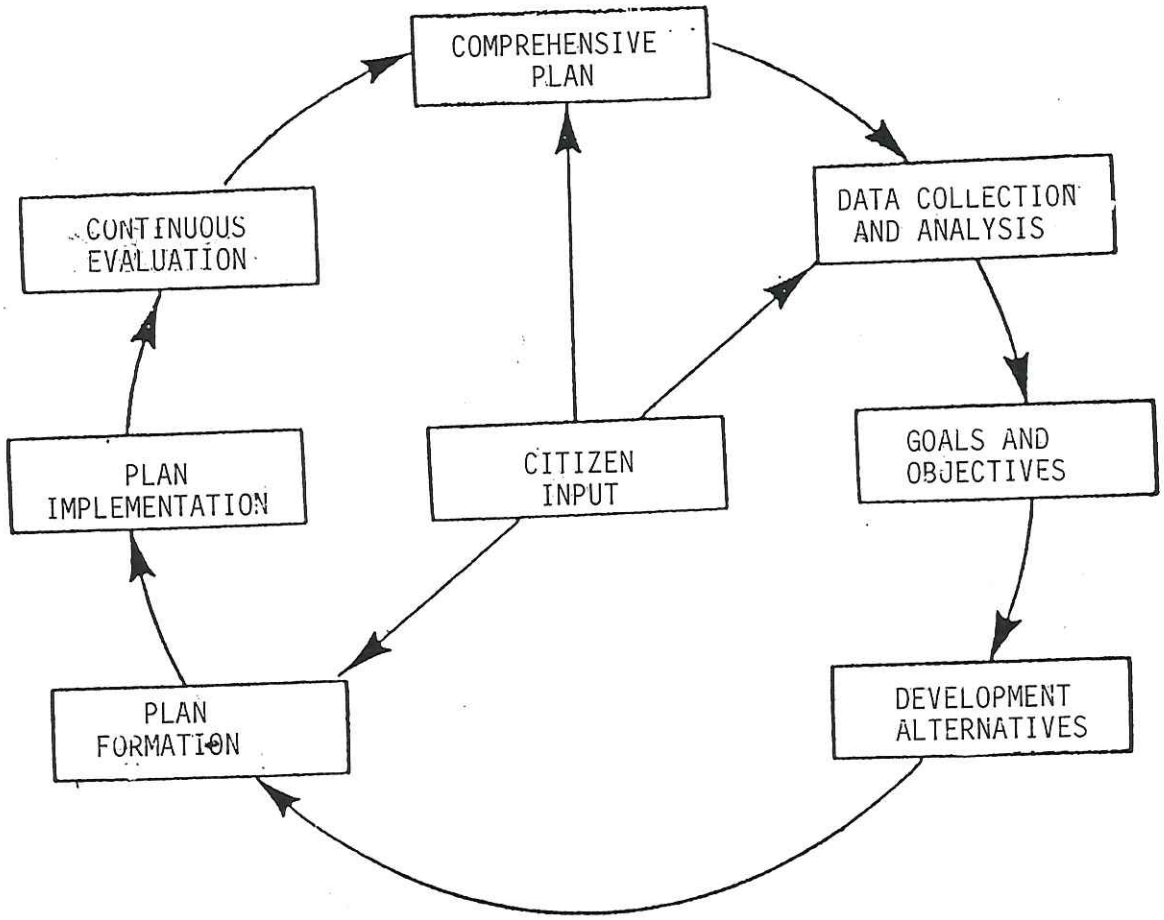
TIME PERIOD OF THE PLAN

The time period of the plan is 1991 to the year 2000. However, in the Facilities Plan and the Transportation Plan, shorter term proposals (generally five years, 1992-1996) are made. These shorter time periods are necessary in order to provide for capital improvement planning, if desired.

FIGURE 1

COMPREHENSIVE PLAN

A CONTINUOUS PROCESS



PART I
COMMUNITY INVENTORY

INTRODUCTION

There are many factors which contribute to the development of community. In order to guide future growth and change, the factors which influenced Frankfort and Clinton County's past and which are expected to influence their future must be examined and evaluated. Knowledge of city and county history and existing land use pattern must be obtained. Clinton County's natural resources must be studied. The city and county's community facilities and services must be evaluated in terms of expected future needs. Population, economic and housing data must be compiled. Future population, employment and housing needs must also be projected. All of this information is contained within the Community Inventory Section of the Plan.

LOCATION

Clinton County is located in central Indiana about fifty miles northwest of Indianapolis. Clinton County has fourteen townships: Center, Forest, Jackson, Johnson, Kirklin, Madison, Michigan, Owen, Perry, Ross, Sugar Creek, Union, Warren, and Washington. There are five incorporated towns: Colfax, Kirklin, Michigantown, Mulberry, and Rossville, in the county as well as the City of Frankfort, the county seat community.

Clinton County has 407 square miles or 260,480 acres. The county is bordered by Carroll County (north), Howard County (northeast), Tipton County (east), Hamilton County (southeast), Boone County (south), Montgomery County (southwest), and Tippecanoe County (west).

Highways go in all directions across Clinton County including State Roads 29, 39, and 75 (north/south), State Roads 26 and 28 (east/west) and State Road 38, and U.S. Highways 52 and 421 (southeast/northwest). Interstate 65 runs across the county parallel to U.S. 52.

CLIMATE

Clinton County's climate can be classified as humid continental. This climate is characterized by cold winters and hot summers caused by generally eastward moving masses of cold polar air from the north, meeting with warm gulf air from the south. The prevailing winds are from the southwest. The sun shines about 70 percent of the time in summer and 45 percent of the time in winter.

In summer the average temperature is 72 degrees, and the average daily maximum temperature is 82 degrees. The highest recorded temperature is 102 degrees. In winter the average temperature is 28 degrees, and the average daily minimum is 19 degrees. The lowest temperature on record is -23 degrees. The average humidity is about 65 percent.

The total annual precipitation is about 39 inches. About 62 percent of this amount usually falls in April through September. Tornadoes and thunderstorms occur occasionally. The average seasonal snowfall is about 25 inches. The greatest snow depth at one time on record is 16 inches. On the average, 17 days of the year have at least one inch of snow on the ground though this varies greatly year to year.

HISTORICAL PERSPECTIVE

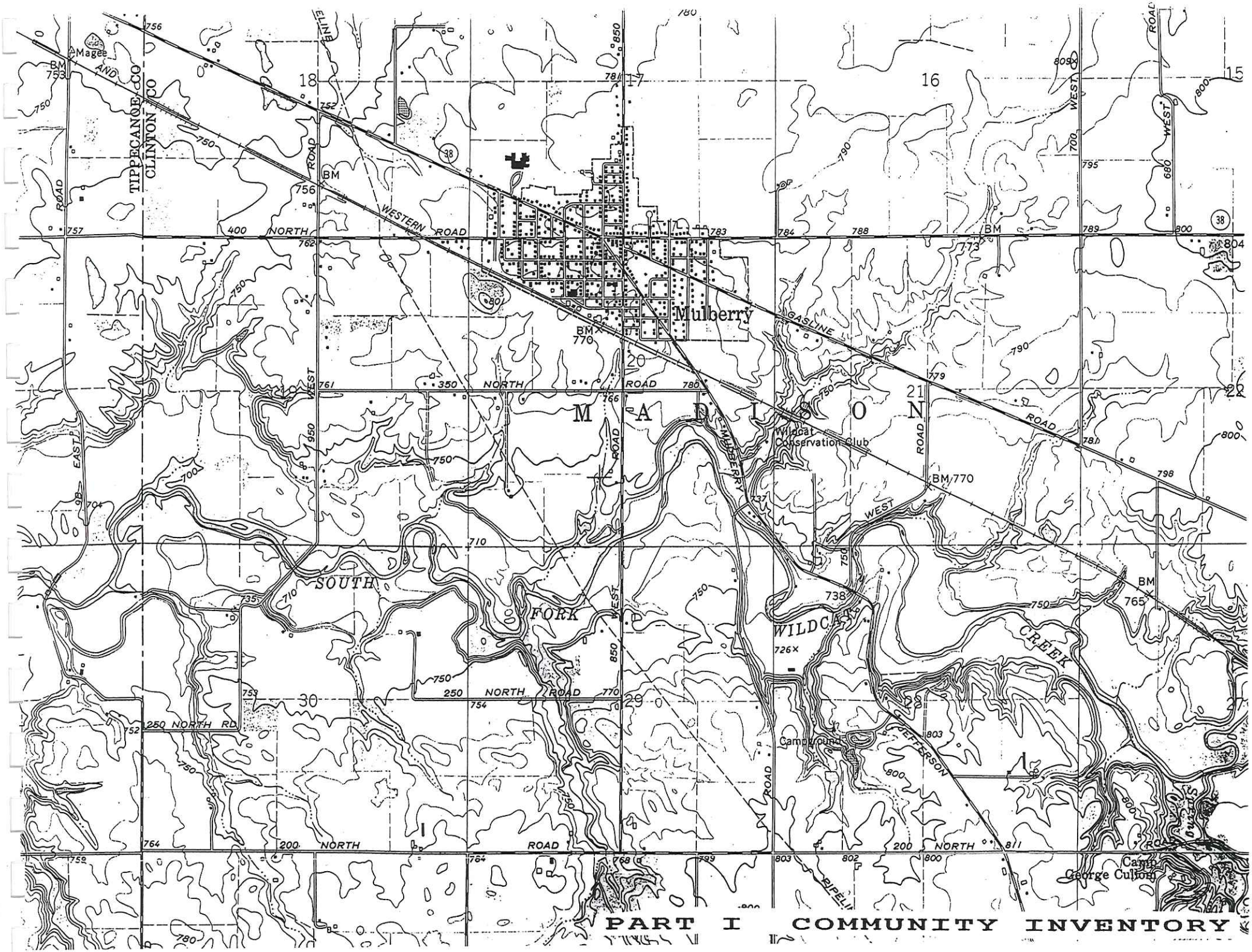
In order to plan for the future it is necessary to understand past growth and development trends. This historical account will discuss those historical factors which contributed to the present land use and transportation pattern of Clinton County. Economic development trends which influenced the county's growth will also be discussed.

History of Clinton County, like most places, has been determined by geography. Clinton County was generally settled west to east by early pioneers moving east from the Wabash River Valley. From the first early settlements around Jefferson in 1826 and a smaller one near Kirklin, settlers spread throughout the county in a twenty year period. This development was assisted by transportation improvements, first the Indian trails which evolved into early wagon roads, then for the Michigan Road and other early roads, then for the railroads and highways and now even for air travel. These transportation facilities which provided access to the abundant farmland of the area, led to the county's development as we know it today.

The railroad especially contributed to the land use arrangement of the county. Early communities grew or died because of access to, or lack of access to, railroads. Examples include Mulberry which prospered while the community of Hamilton declined, Scircleville which grew while Berlin ceased to exist and Frankfort which grew into the county center with nine railroads radiating outward in all directions.

Indian Inhabitants

Before the coming of the Indians or settlers, most of Clinton County was covered by a dense forest. The woodlands were comprised of poplar, walnut, maple, oak, hickory, ash and elm trees. However, scattered areas of the county were not covered by timber, but rather by


Magee
TIPPECANOE CO
CLINTON CO
WESTERN ROAD
Mulberry
GASLINE
MADISON
Wildcat Conservation Club
SOUTH FORK WILDCAT CREEK
Campground
JEFFERSON
Camp George Culton
PIPELI
400 NORTH ROAD
350 NORTH ROAD
250 NORTH ROAD
200 NORTH ROAD
250 NORTH RD
EAST
WEST
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BM 753
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prairie. In south central Clinton County was what became known as Twelve Mile Prairie. In eastern Clinton County was a large marshy area which previously had been a lake and was known as Indian Prairie (see Map 1).

The first people in Clinton County were likely prehistoric Indians beginning as early as 10,000 B.C. following the retreat of the last glacier. These Indians may be divided into six groups:

1) Paleo-Indians: Who were migrant hunters and lived 13,000-8,000 B.C.
2) Archaic Indians: Who were also primarily hunters and lived 8,000-1,000 B.C.
3) Early Woodland Indians: Who were hunters and lived 1,000 B.C.- 2,000 A.D and who included the Adenas and those who built the Anderson Mounds.
4) Middle Woodland Indians: Who cultivated corn but were still primarily hunters and who lived 200 A.D.- 600 A.D. This group included the Hopewell Culture and those who built the mounds in Tippecanoe County.
5) Late Woodland Indians: Who lived from 600 A.D. to the historical period.
6) Mississippian Culture Indians: Who developed during the Late Woodland period in areas south of the Ohio River and who are characterized by extensive farming. They had a lot of influence on the Late Woodland cultures to the north.

It is quite likely that one or more of these groups may have passed through or settled in what is now Clinton County in the centuries following the last glacier, however, no evidence exists (See the Natural Resource Analysis for discussion on the glaciers).

Between 1000 and 1600 A.D. saw marked increase in agriculture and other gradual changes that characterized the Indians when settlers came in contact with them. By the 1600's many Indians of the late Woodland and Mississippian cultures inhabited Indiana. However in the mid to late 1600's, in the years just prior to European settlement most of the Indians in Indiana had been driven westward by the more powerful Iroquois from Eastern America during the Iroquois wars of that century.

However, following the Montreal Peace treaty of 1701, the Iroquois allowed the resettlement of the Great Lakes area. Consequently, many Indians began to migrate back into the state during the 1700's, almost simultaneously with the arrival of the Europeans.

All of Indiana, south of the Wabash, including Clinton County, was in possession of the Miamis of the Algonquin family. The Miamis were likely descendants of the Archaic-Early Woodland people and who probably lived in Indiana before the Iroquois wars drove them away.

The Miamis were predominantly sedentary people, though they did move about periodically. The Miamis consisted of six bands, one of which were the Weas, who resettled along the Wabash River in Tippecanoe County in the early 1700's. Other groups also migrated back and located along the Wabash River and at Fort Wayne. Miami Villages included Kokomo, Kawasikka (Thorntown), Kenapacomaqua (near Logansport), and at Ouiatenon in Tippecanoe County.

However, in the years immediately preceding settlement there were no known permanent Indian villages in Clinton County, though many temporary camping sites were likely and there were many Indian trails through the dense forest. Many of these trails evolved into modern day roads including the Michigan Road.

First Europeans

The rivers and trails also served as the main transportation routes for the first Europeans. When the first white man set foot in Clinton County is a matter of conjecture. However, from the mid-1600's French missionaries and traders called "Couer des bois" or "Forest vagabonds" explored and traveled through Indiana, and one or more of these men may have traveled through Clinton County. The territory that became Clinton County, like all of the Midwest, was claimed by France at that time.

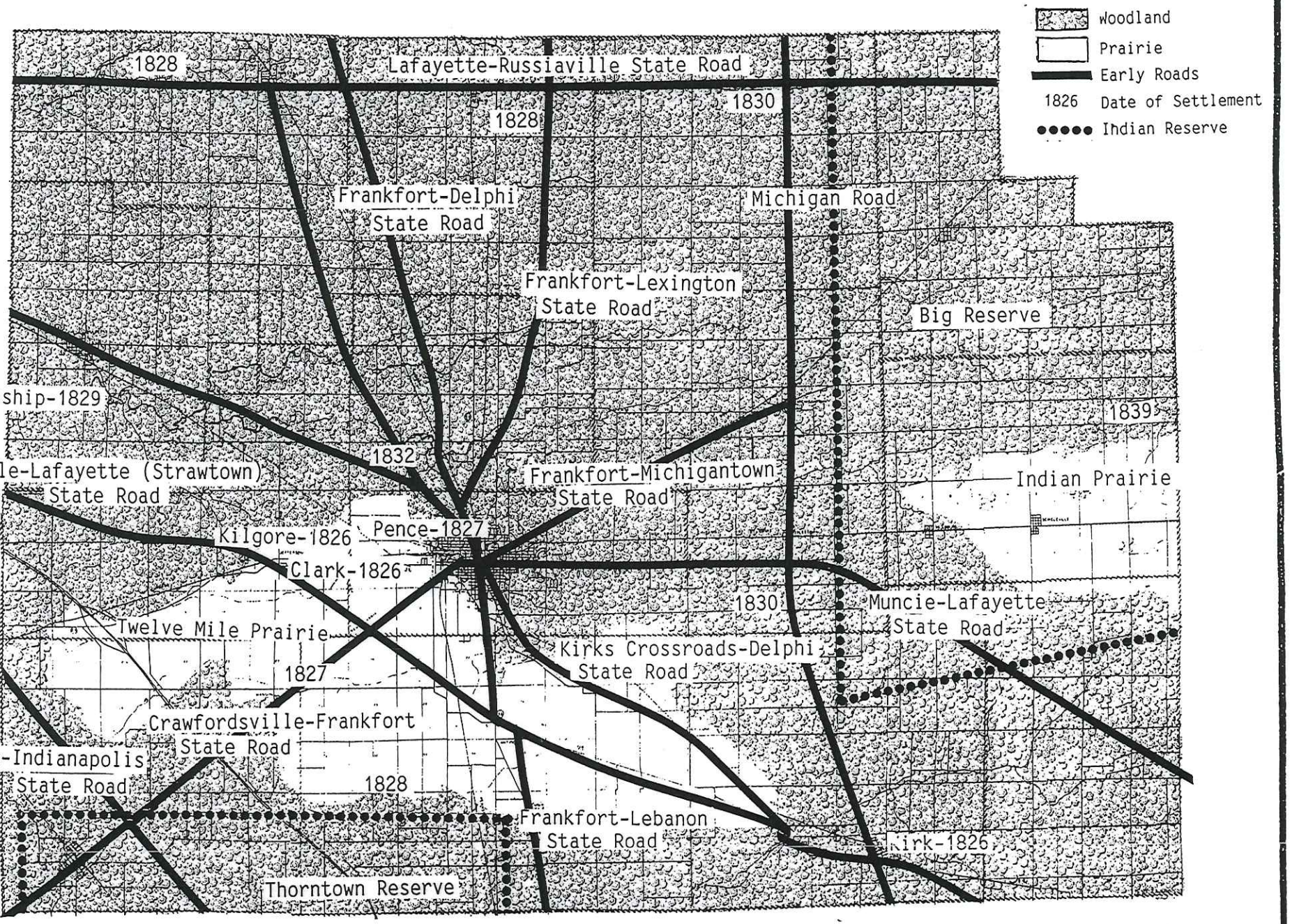
Robert Cavalier De LaSalle was the first European to visit Indiana. He entered the state by the St. Joseph River near modern day South Bend in 1697 and claimed the area for France. There are some accounts, however, that he first stepped foot in Indiana while traveling the Ohio River in 1669. There are also other accounts that Jesuit missionaries were in the Vincennes area even earlier than this.

Early on the French built three forts in Indiana, each placed to guard the strategic Maumee-Wabash route. Forts were built just west of Clinton County at Ouiatenon near Lafayette in 1717, at Fort St.-Phillippe, now Fort Wayne, soon afterward, and at Fort Vincennes in 1732. These forts were part of a whole network of French forts in the Midwest.

Clinton County and Indiana remained part of New France for 84 years after LaSalle's original claim. However, France lost control of the area following a series of wars with England starting in 1689. The last war was the French and Indian War which was concluded in 1763 by the Treaty of Paris. France lost almost all of her North American lands to England including Indiana and Clinton County by this settlement.

MAP 1

Early History



Indian Wars

The Indians did not like the English as well as the French because they were not generous traders and because England more often settled the land rather than simply pass through. This animosity led to Pontiac's War in 1763. Pontiac was a great Ottawa leader who captured Fort Miamis, as Fort Wayne was then called, and Fort Ouiatenon, was well as other British posts. The British soon restored peace by forbidding settlement west of the Appalachians. This proclamation, however, was not effective in preventing settlement. Nor were the British long to be in control of what is now Indiana and Clinton County.

Following the Revolutionary War, the 1783 Treaty of Paris, made Indiana and all of the Northwest Territory a part of the free United States of America. Again the Indians did not like the British giving away their lands anymore than they liked the French doing so, so a series of small Indian wars resulted throughout the Northwest Territory. Tribes loosely Cooperating under Chief Little Turtle of the Miami Indians raided numerous settlements along the Ohio and defeated American forces in battle near Fort Wayne and at Fort Recovery, along the Ohio and Indiana line.

In August 1794, General Anthony Wayne at the Battle of Fallen Timbers in Ohio decisively defeated the Indians. By the 1795 Treaty of Greenville, the Indians ceded much of Ohio and part of Indiana to the U.S. Government. The American garrison of Fort Wayne was also permanently established at this time.

Yet at the dawn of the 19th Century most of Indiana and Clinton County was still in possession of Indians. Except for Fort Wayne, Vincennes and areas along the Ohio, Indians still claimed most of the state. The white population which numbered 2,500 was still mostly French. Yet the slow stream westward by settlers was becoming more and more a river, which would forever alter the landscape of what became Clinton County. It was inevitable that further Indian conflicts would first occur. A major outbreak occurred in 1811. Two Shawnee brothers, Tecumseh and Tenskwatawa, known as the Prophet, rightly viewed the encroachment of settlers as threatening the Indian's existence. These Indian leaders, along with British support from Canada, organized a loose Indian Confederation and denounced the Indian treaties. Governor William Henry Harrison set out from Vincennes, the territorial capital at that time, and arrived at the Indian base at Prophet's Town which is now Battle Ground, Indiana, just west of Clinton County. The Indians attacked and both sides lost heavily. Prophet's Town was burned and the battle put an end to the Indian Confederacy.

Indian Treaties

With the military defeat of the Indians, permanent settlement was now possible so through a series of Indian treaties, legitimacy was given to the white land rush in Indiana. The first of the treaties was concluded with the Delaware Indians in 1818 and the last was finalized by 1840, when most Indians had relinquished all land rights except for a few small reservations.

In the Treaty of St. Mary's in 1818, the Miamis ceded large areas of land in Indiana. This area was commonly called the "New Purchase". Included in the New Purchase was most of Clinton County except for two areas **(Again, See Map 1)**.

The first area was the Big or Miami Reserve which consisted of 930,000 acres and included eastern Clinton County as well as parts of Wabash, Grant, Madison, Tipton, Miami, and Cass Counties as well as all of Howard County. In Clinton County the Big Reserve's west boundary was one mile west of the present day Johnson Township line. The reserve's southwest corner was just north of the Town of Kirklin and the reserve's south line ran northeast from that point.

The second area was the Thorntown Reserve which included a twenty mile strip in southwest Clinton County. It included the south part of Perry and Jackson Township. The whole reserve consisted of a ten mile square around Thorntown.

In 1834, a strip seven miles wide was sold from the western side of the Big Reserve, including all land in Clinton County. Interestingly, between 1826 and 1834, the Indians of the Reserve and the early settlers mingled freely in Clinton County. In 1840, all remaining Miami land in Indiana was ceded.

First Settlers/Clearing of the Land

As the Indians gave up their land rights, Indiana and Clinton County were opened to pioneer settlement. Before 1826, there were no settlements in Clinton County even though there were some settlers along the Wabash River as far north as Logansport. Most of Clinton County's early settlers came east from the Wabash Valley stopping at the west end of the Twelve Mile Prairie.

William Clark was the first settler in Clinton County, coming in 1826 and settling at the west end of the prairie in what is now the Jefferson area **(Again, See Map 1)**. About the same time, Nathan Kirk Settled at the eastern end of the same prairie in the Michigan Road. Kirk

built a cabin and traded with Indians and white travelers along the Michigan Road. He was also near the boundary of the Big Reserve though at that time no one knew exactly where the boundary lines were.

The Twelve Mile Prairie was named because that was the distance between the Clark and Kirk homesteads. David Kilgore also arrived in 1826, settling in Section 12 near Jefferson. He was the first to bring a family. During 1827, 1828, and 1829 many more arrived. Since much of the county was wooded, they settled at the edge of the prairie, particularly in the Jefferson area.

Creation of Clinton County

In 1820, the Indiana General Assembly had divided the "New Purchase" into Delaware and Wabash counties. The second Principal Meridian was the dividing line. New counties were subsequently organized. In 1828, what became Clinton County was made a part of Tippecanoe County which had been organized in 1826. The Tippecanoe County Commissioners in 1829 designated Clinton County as Washington Township.

By that year, there were more than 1,000 residents in the new township (1,423 by the 1830 Census) which was sufficient population for creation of a new county. A petition was circulated amongst the settlers and on January 29, 1830 the Indiana General Assembly decreed the formation of Clinton County from the eastern portion of Tippecanoe County. The County was named for Dewitt Clinton, the Governor of New York.

The county was originally rectangular in shape 24 miles by 17 1/2 miles. Clinton County initially included Honey Creek Township which was organized in 1841, but which in 1850 became a part of Howard County (this is the Russiaville Area). A one half mile strip along the south boundary line was also added to the county in that time period.

The Clinton County Commissioners held their first meeting in Jefferson in May 1830 to organize the local government. One of the first orders of business was to establish a county seat. Both Jefferson and land in present day Frankfort was considered. John Pence and his two brothers who owned the Frankfort location offered to donate 60 acres and $100 if the courthouse was located on his farm. Because Frankfort site was more centrally located, that offer was accepted and Frankfort grew while Jefferson remained small throughout the years.

The first courthouse was a one room building constructed on the south side of the present day square in 1830. The second courthouse was two stories and was built in 1837-1838 on the square. It was used for 44 years until it was torn down for construction of the third (the present) in 1882, also on the square.

Establishment of Townships/Growth of Towns

The Commissioners also early on had to organize townships. The following is brief historical discussion of each of Clinton County's 14 townships in the order of their establishment. Each township had one or more small farming communities develop and growth of these are also discussed. Interestingly, several towns were established but are no longer there or never did grow. These include: Wilmington, Prairieville, Berlin, Burgets Corner, Mortonsville, Taylorsville, Cheadle, and Hamilton, which still exists but is much smaller than at earlier times. Whether the communities grew or declined depended upon whether or not they were located on a railroad.

Washington Township: Washington Township was one of the first three townships organized in Clinton County in 1830. It originally included Perry township and part of Madison Township. The township derived its name from "Washington Territory", as all of Clinton County was known at that time.

Washington Township was primarily woods at that time, except for the southeast part of the township which was prairie. The township was generally flat except for the north which is rolling. It is drained by the South Fork of the Wildcat and by the Kilmore Creek watersheds.

Washington Township was the site of the county's first settler - William Clark - who located in Section 12 in 1826 near what became Jefferson. Many others soon arrived and by 1829 the first store was opened in Clinton County in Jefferson. Jefferson was laid out in 1829 and soon became thriving little village and was for a time the most thickly settled place in the county. The first post office opened in 1830. The first state highway - the New Castle Road - ran through Jefferson **(Again, See map 1)**. A hotel was soon opened on the New Castle Road. The county's first school opened in 1829 and by 1832 Jefferson was even the site of a college.

The township's first grist mill, which was also one of the county's first industries was opened in 1830. This mill - Spring Mill - was located at the northeast corner of what became 200N and 500W in Section 25.

Ross Township/Rossville: Ross Township was also one of the first three townships organized in 1830. Ross Township is gently rolling and was primarily woodland. It is drained by the Middle Fork of the Wildcat Creek. The township was named for John Ross, one of the first judges in the county.

The township's first settler was Solomon Miller who settled in March 1828 in Section 21.

The next settler followed in 1829. The first mill in the township was at Edna Mills.

The Rossville area was settled in 1832 by Thomas Ewing and Harland Carter. The village was laid out in 1834 and was incorporated in 1870. The railroad arrived in 1883 which ensured its future growth.

Jackson Township: Jackson Township was the third of the original townships formed in 1830 and originally included the eastern two-thirds of the county. The township is quite flat and contained the greater part of the Twelve Mile Prairie and because of that has extensive artificial drainage. It is drained by tributaries of Sugar Creek.

The first settlers were Walter and Anthony Leek in 1828 in Section 4. By 1829 there were numerous other residents farming on the prairie.

Frankfort was originally within Jackson Township but became part of Center Township in 1872. The only other communities were Antioch and Cyclone. Antioch was originally the location of the New Lights Church which located along the New Castle Road which ran diagonally across the township. Cyclone was named an 1880 tornado which hit the newly formed community on the Monon Railroad.

Michigan Township: Michigan Township was organized in 1831. It is flat and was primarily woodland. The township is drained by the South Fork and Kilmore branches of Wildcat Creek. The township was named after the Michigan Road, which crossed the township north to south.

The first settlers were Mahlon Shinn and Robert Edwards who settled in 1830 in Section 14. Others soon arrived and cleared the native forests.

Michigantown village was laid out in 1830 by Joseph Hill and Robert Edwards. The first store opened in the community in 1833. In 1874, the Frankfort and Kokomo Railroad opened through the town. Michigantown was incorporated in 1875.

Boyleston village was laid out in 1875 on the Lake Erie and Western Railroad by Lewis Boyle. Given the community's location at the intersection of a major road and railroad, it is surprising that it did not grow larger than what it is today.

Perry Township/Colfax: Perry Township was established in 1834 and was named for Commodore Perry. The township is nearly level and was originally a dense forest except in the eastern part which was part of the Twelve Mile Prairie. Perry Township is primarily drained by tributaries of Sugar Creek. The first settler was Elijah Rogers who located in the township

in 1827 in Section 25.

The Town of Colfax was laid out in 1849 by Montgomery Stroud on the Lafayette and Indianapolis Railroad. The community was originally called Midway but was later named for Schuyler Colfax, a Vice-President of the United States. In 1870 the Terre Haute and Logansport Railroad intersected the first railroad in the town. Colfax was incorporated in 1869.

The only other settlement was Manson Village, which was laid out in 1874 on the Terre Haute Railroad. Prairieville Village was also laid out the Lafayette State Road five miles west of Manson, but there is no trace of it today.

Warren Township: Warren Township was organized in 1834. It was named for Commodore Warren. The township is gently rolling and was originally a dense forest, drained by the Middle Fork of the Wildcat and by tributaries of Kilmore Creek. The first settler was A.F. Whiteman who settled in 1830 in Section 23.

The only village is Middle Fork, which was never platted, but had the first store in the township. Because Middle Fork never acquired a railroad, growth was very limited.

Kirklin Township/Kirklin: Kirklin Township was established in 1837 and was named in honor of Nathan Kirk. The township is generally flat consisting of much of the Twelve Mile Prairie. Nathan Kirk settled in Section 12 in 1826 and was the first white settler in eastern Clinton County.

As early as 1830, Kirk opened a tavern at the crossing of the New Castle and Michigan State roads. By 1831, Kirk had built a sawmill on Sugar Creek. Also in 1830, Old Brinkley tavern was built one mile north of Kirklin on the Michigan Road.

The Town of Kirklin was originally called Kirk Crossroads. The town was incorporated in 1878. The Monon Railroad arrived in 1883. An east-west railroad was also planned but never built. Main Street was paved in 1913 and public water and sewers were provided about the same time. In 1914 electricity arrived.

Kirklin Township also had the small village of Wilmington located one half mile south of Kirklin.

Madison Township/Mulberry: Madison Township was organized in 1839 and was named for James Madison. The township was primarily woodland and is gently rolling with good drainage to the South Fork of the Wildcat.

The first settlers were Win Winship, Jacob Sutter, Charles Probst and James Taylor, all of whom settled in 1829. As elsewhere in the county, forests were cleared and the first mill was originally built by Winship in 1829 on the south Fork of the Wildcat, southeast of Mulberry.

A post office was located in Winship Mills in 1851 but was relocated to the new village of Mulberry in 1860. Mulberry had been laid out in 1858 by W.S. Perrin on land owned by Nicholas Buck who had settled there in 1832. The Lake Erie and Western Railroad arrived in 1875, ensuring the town's growth. By 1885, there were 14 merchants and a large flouring mill. Mulberry was originally called "Glicksburg" but was changed to Mulberry because of the large tree which grew at that point.

Mulberry grew at the expense of not only Winship Mills, but also the small community of Hamilton. Hamilton had been laid out in 1842 and land settled by the Elliots in 1829. A store had been at the site as early as 1830. Hamilton was named after Alexander Hamilton. Before the railroad arrived in Madison Township, Hamilton was larger than Mulberry. It had 50 residents and numerous merchants. There was also a toll house because what is now State Road 38, was a toll road.

Sugar Creek Township: Sugar Creek Township was organized in 1841 from a part of Kirklin Township. The northern part of the township was part of the Big Reserve until 1838 and much of the township was originally quite wet. The township is drained by Sugar Creek.

The first settler was William Harris, who was a hunter and fisherman who settled in 1828. Albert Dunn was the first farmer who settled in 1832. There were no other settlers until 1835, but then the township grew rapidly. The west part was quite settled, while the eastern part was still forests and the northern part was still inhabited by Indians.

The only village in the township was Pickards Mill, which was laid out by James Ward in 1844. Jacob Pickard had established a sawmill at the site in 1839. By 1900, Pickard had a hotel, two doctors and many other businesses. The community never got a railroad, so growth was limited.

Johnson Township: Johnson Township was organized in 1843 and was named for Col. Richard Johnson who was believed to have killed Tecumseh. The township was originally part of the Miami Reserve and part of the seven mile trip purchased in 1838. The township consisted of much of the Indian Prairie and was quite marshy and was actually the remnants of an old lake. Because of this wetness, the township was originally thought to be useless except for grazing and was one of the last areas settled in the county.

The first settlers were George, William and Charles Thomas, three brothers who arrived in 1839. They and other settlers soon drained the low land and it became some of the best farmland in the county. The township is in the watershed of the South Fork of the Wildcat.

Johnson Township has numerous villages. Scircleville was laid out in 1873 by George Addison Scircle on the Lake Erie and Western Railroad. The first store in the township had been located at the site. By 1886 Scircleville had 13 merchants and also an elevator.

Hillisburg village was also laid out on the Lake Erie and Western Railroad in 1874. It was named for John Hillis. By 1886 it had 11 merchants and also an elevator.

Scircleville and Hillisburg grew because they were on a railroad. However, the township was the home of several other early villages which disappeared because they were not on a railroad. These included Berlin, which was laid out in 1847 on the Indian Prairie (where State Road 28 and 1380E intersect) and was the township's first post office; Burgets Corner, which was founded in 1860 two and a half miles north of Scircleville; Taylorsville, which was located at 100N and 975E and Cheadle, which was located at 300N and 1250E.

Owen Township: Owen Township was organized in 1843 and was originally part of Jackson Township. The township was named for Robert Dale Owen of New Harmony. Owen Township is generally flat and is watered in the north by Middle Fork and in the south by Kilmore Creek. The first settler was Elihu Short who came in 1828.

The township has several railroad villages including: Moran, which was laid out in 1873 on the Vandalia line; Sedalia, which was also laid out the same year several miles north of Moran; and Cambria, which was laid out on the Monon Railroad.

Center Township: Center Township was part of Jackson Township prior to March 1872. It was named for it's location in the county. It is generally level with the southwest part of the township including a portion of the Twelve Mile Prairie with the remaining area being woodland. The township is drained by Prairie Creek.

It was first settled in the Fall of 1827 by George Michaels in Section 5. Several other soon followed including John Pence who settled in the Frankfort area in 1829. He gave a part of his land to the county in 1830 for use as the courthouse site.

Forest Township: Forest Township is the second youngest township in the county, being created in 1882 following petition of residents. It was created from parts of Wayne and Johnson Townships. It was originally part of the Big Reserve and was late in settlement due

to the area's wetness and dense woods. After settlement, there was extensive drainage for the wetlands. The township is drained by the Middle Fork of the Wildcat in the north and by Kilmore Creek in the south.

Forest village was laid out and platted in 1874 just prior to the construction of the Frankfort and Kokomo Railroad. The town was in a forest when laid out. It is the largest unincorporated community in the county.

The township also was the location of Mortonsville located at 500N and 1000E. It had a post office but was destroyed by fire in 1879, when it was still part of Jackson Township. By that time nearby Forest had been platted so Mortonsville never rebuilt.

Union Township: Union Township is the youngest township in Clinton County. It was organized in 1889, originally being part of Jackson Township until 1872 and then part of Center Township until 1889. The township was created because of dissatisfaction of residents with Center Township's donation of money to obtain the Cloverleaf Railroad Shops. The northern part of the township came from Owen Township so the name of the township derived its name from the union of parts of two other townships. The township was originally woodland and is well drained by the South Fork of the Wildcat and by Kilmore Creek.

The first settler was William Douglass who settled in Section 32 in 1828. The township was the location of several mills along the Wild Cat and Kilmore Creek. The township was crossed by the Terre Haute and Logansport Railroad in 1871 and by the Monon Railroad in 1883.

The Town of Kilmore was laid out in 1854. It's name was originally called Penceville. With the arrival of the railroad, the community has experienced some growth over the years.

Access to the World

The most serious difficulty with which all of central Indiana had to contend with in early times was the lack of cheap transportation. However, first roads, then the canals, followed by the railroad and now even air travel provided access to the world.

Roads: The first Clinton County Highways were Indian trials. Early pioneers followed these narrow trails or "traces" as they were called through the woodland and prairie. Later these trails evolved into wagon cartways but still remained very rough and crude. Trees were simply cleared enough for wagons to pass and often times the wagons barley cleared the stumps. There were few bridges and most streams had to be forded.

Beginning in the 1830's the growth of Clinton County was assisted by the arrival of the

Michigan Road, which was the second official state road. The Treaty of 1826 provided for the opening of a road 100 feet wide extending from the Ohio River at Madison to Lake Michigan. A section of land for mile of the road was granted for construction of the road.

The Michigan Road was approved by the General Assembly in 1828. The U.S. Government encouraged the building of roads and granted to the states a certain percent of all public land sold for the purpose of road building. This was called the "three percent fund" and the local commissioners in each county were charged with building the road. The road was surveyed in 1828. The road was originally to go in a generally straight line from Indianapolis to Michigan City, but because of the English Swamp along the Kankakee River, the Michigan Road eventually went northeast from Logansport to South Bend and then to Michigan City to avoid the swamp. The work of cutting down trees began in 1828. A lane 100 feet wide was cut through the forest. The road followed an old Indian trail.

By 1830, the road had reached Clinton County, by 1832 to Logansport, by 1834 to Rochester, and by 1838 to South Bend and Lake Michigan. The road was originally simply a lane with stumps left standing. There was no grading and only the swamps were filled with logs. Yet it was passible for wheeled vehicles while most Indian trails were not. The road was 24 feet wide and in some parts were corduroy roads which consisted of long seasoned oak timber, covered with dirt.

The Michigan Road served as one of the most valuable improvements of the day, more significant to the 19th Century than the interstate highways are to today. The Michigan Road was over 200 miles long and much of the future population of Michigan, Wisconsin, Indiana, and Illinois used it. In Clinton County U.S. 421, south of State Road 28, and State Road 29, north of State Road 28 follows the route of the Michigan Road. Until after the Civil War, the Michigan Road remained a major north-south transportation route.

There were also many other state roads opened and improved using "three percent funds" through Clinton County shortly thereafter **(Again, See Map 1)**. These roads included:

1) The New Castle to Lafayette Road, also called the Strawtown Road, running through Kirklin, across the Twelve Mile Prairie to Jefferson, then on west. This was the first official state highway, and today State Road 38 generally follows this route.
2) The Crawfordsville-Frankfort State Road.
3) The Kirks Crossroad-Delphi State Road.
4) The Muncie to Lafayette State Road, which ran through the center of the county in 1838.

5) The Lafayette to Indianapolis State Road, which U.S. 52 generally follows today.
6) The Frankfort to Lebanon State Road, which State Road 39 generally follows today.
7) The Frankfort to Michigantown State Road.
8) The Lafayette to Russiaville State Road, which State Road 26 generally follows today.

Other local roads soon branched out from the Michigan and other state roads. Early on the county commissioners principal business was the laying out of roads that led into the state roads. In just one of their first sessions in July 1830 the following roads were authorized:

1) A road from the east end of Jefferson to the new county seat, which State Road 28 generally follows today.
2) Another road from Jefferson to Frankfort, which County Road 0 generally follows now.
3) A road from Frankfort northwest to the Tippecanoe County Line.
4) A road from Frankfort to Winship Mills to Tippecanoe County.

Soon the county was fairly well laid out with roads. Many of the old originally Indian trails were straightened and new roads were built through the townships in the mid to lat 1800's on many section lines **(See Map 2, which is an 1876 county road map)**. Nearly every farmer had a public road running in front of his house. However, the roads were primarily dirt or mud even at this time period, particularly in the southern part of the county. However, after 1870, roads were continuously improved through "planking" or graveling.

In the latter half of the 19th Century, many of the roads became plank roads. Under the state Plank Road Act, plank road companies were formed to build the roads, including much of the Michigan Road. Plank roads were simply timber laid side by side. Roads planked or partially planked included:

1) Berlin to Tipton, which State Road 28 now follows.
2) Cicero to Kirklin, which State Road 38 now follows.
3) Frankfort to Lafayette.
4) Delphi to Frankfort.

Tolls were generally charged.

The next kind of road improvement was gravel roads, which were considered quite an improvement from the 1880's to the early 1900's. By 1913, 900 of the county's 1,000 miles

of road were improved with gravel or crushed stone. Interestingly, in 1913 most of ne county debt was gravel road bonds. In that year, there was over $552,000 in outstanding gravel road bonds.

The next improvement was the establishment of the state and Federal highway systems as we know them today, which occurred during the 1920's and 1930's. While most state highways followed old county roads, some new roads were built. In Clinton County, these routes include two Federal highways - U.S. 52 and U.S. 421 - and six state numbered highways - State Road 26, 28, 29, 38, 39 and 75. During the early 1970's, Interstate 65 opened in southwest Clinton County, providing new development potential.

Wabash and Erie Canal: Beginning in 1849, another system of transportation was available to Clinton County residents. In that year, Wabash and Erie Canal opened along the Wabash River. The canal provided a good market to Clinton County farmers at Lafayette and Delphi. Prior to that time farmers had to haul their crops to Chicago or Michigan City. With the canal, it only required a one or two day trip. The canal was used until about 1870, when it had been replaced by an even better means of transportation -the railroad.

Railroads: Railroads more than anything else determined the shape of Clinton County. Some communities grew because they were on railroads, other declined because they were not. Railroads were usually built in sections and were then consolidated into larger systems, a trend which is still continuing today. However, today, many of the railroads have been abandoned, creating transportation problems for many rural communities.

The first train in America was the Dewitt Clinton Train. The first railroad in America was the Baltimore-Washington line built in 1830.

The first railroad in Indiana opened in 1847 and ran from Madison to Indianapolis. Three years later there was over 200 miles of tracks in Indiana.

The first railroad in Clinton County was the Lafayette and Indianapolis Railroad (See Map 3). This railroad ran between these two cities crossing southwest Clinton County with a stop in Colfax. It opened in December 1852. It later became part of the Big Four System[1]. The line was abandoned in the 1980's.

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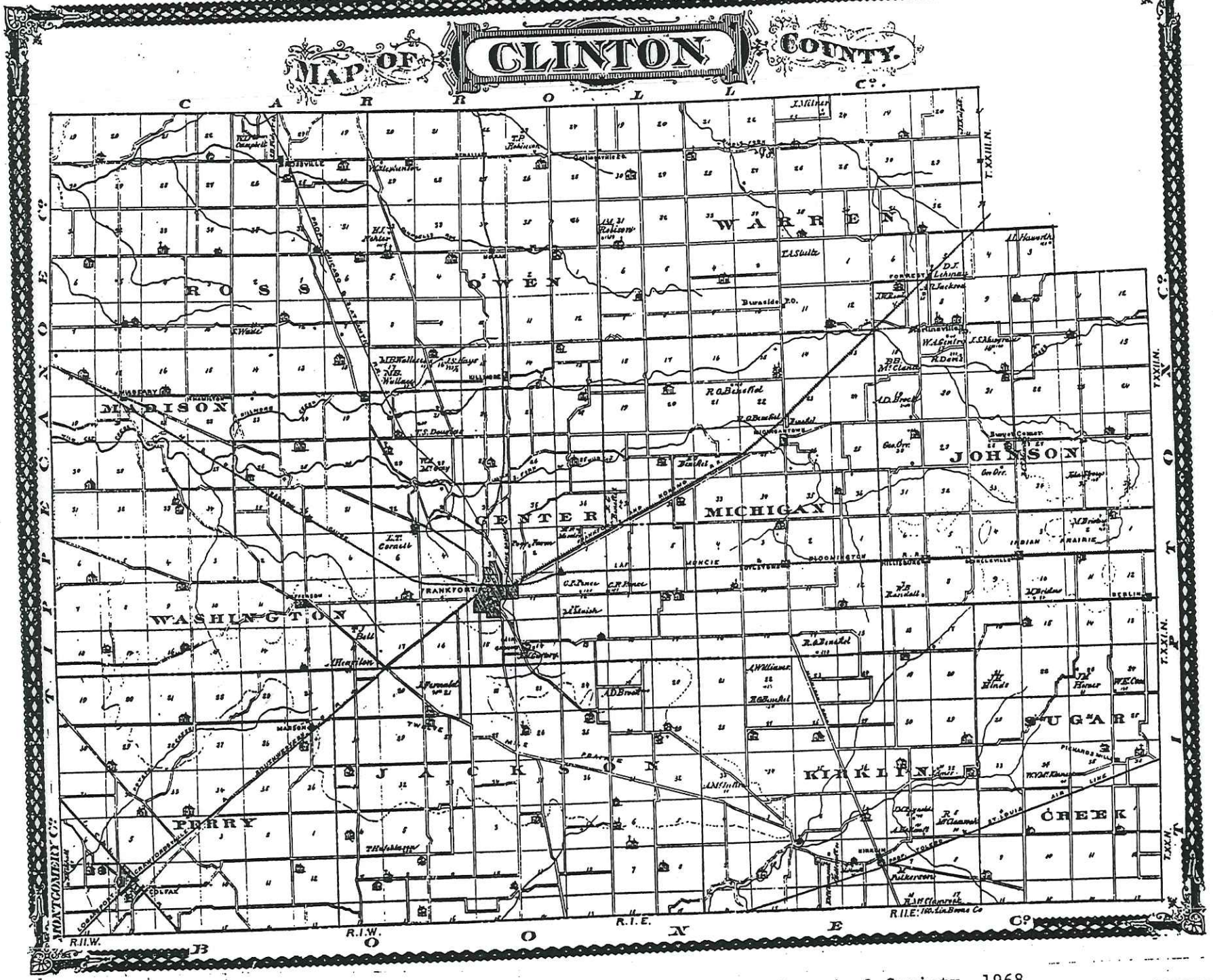
[1]The Big Four was the popular name for the Cleveland, Cincinnati, Chicago and St. Louis Railroad company which merged with the New York Central in the 1930's and subsequently became part of Penn Central and Conrail systems.

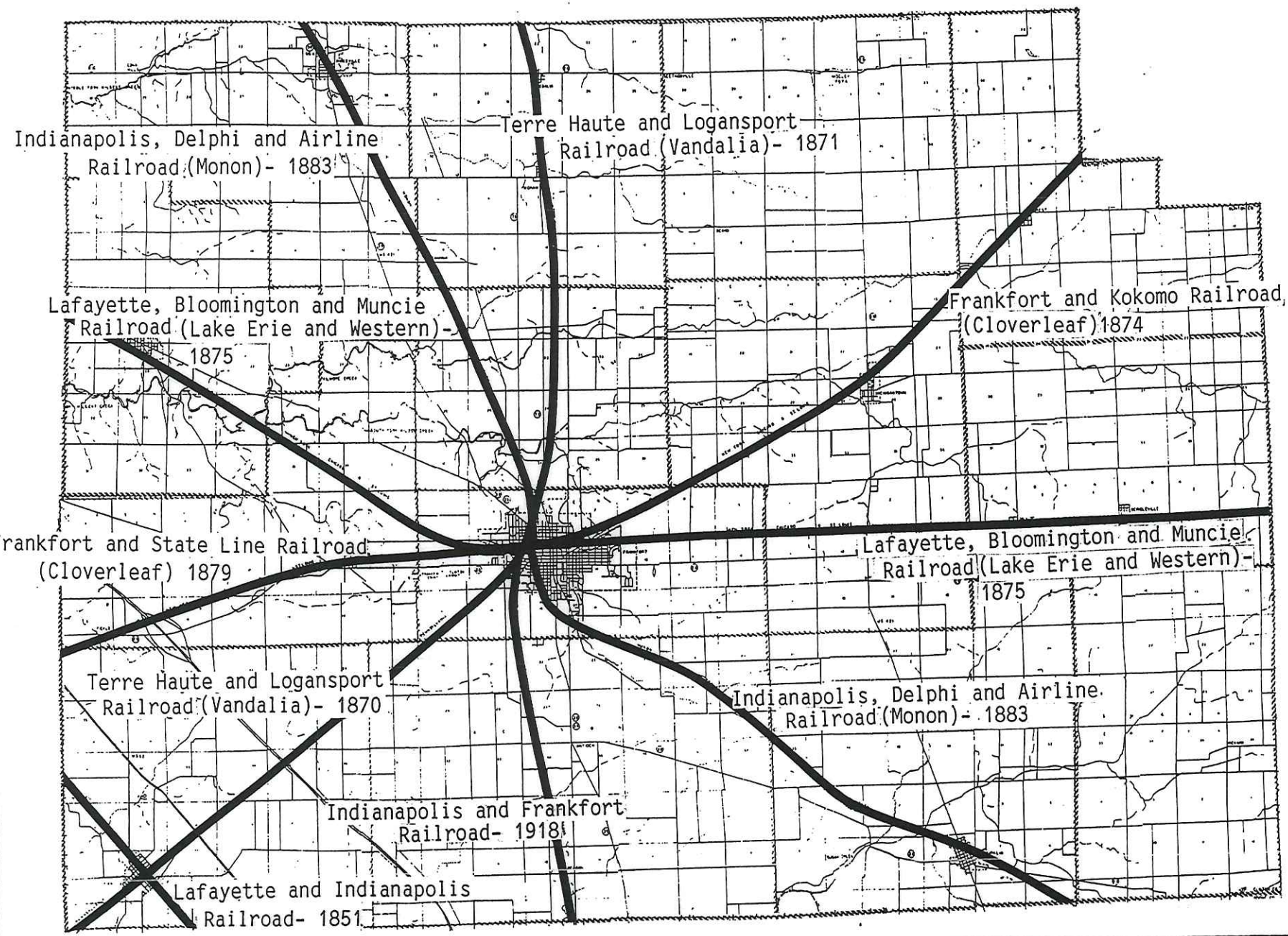
MAP 2



Source: Maps of Indiana Counties in 1876, republished by the Indiana Historical Society, 1968.

MAP 3

Railroads



The second railroad in Clinton County was the Terre Haute and Logansport Railroad. This line was originally established as the Frankfort Branch Railroad by the legislature in 1849 to connect the county with the Lafayette and Indianapolis Railroad in Colfax. This railroad was swallowed up by the Crawfordsville, Frankfort, Kokomo and Fort Wayne Railroad before much work was done. Work started in 1854 but the Panic of 1857 stopped construction for a decade. In 1869, three local railroad companies were reorganized-the Rockville/Crawfordsville, the Crawfordsville/Frankfort and the Frankfort/Logansport Railroads. All of these were subsequently consolidated under the name Terre Haute and Logansport Railroad. The railroad was completed from Colfax to Frankfort in 1870 and onto Logansport in 1871. The first train ran into Frankfort on October 14, 1870. The railroad became part of the newly created Vandalia Railroad[2] in 1905 and was operated as part of the Michigan Division of that railroad. The line then became part of the Panhandle Railroad[3] in 1916 and the Pennsylvania system in 1921. The line was subsequently operated by the Penn Central and Conrail. Passenger service on the railroad was discontinued in the 1970's. The portion of the line from Frankfort to Colfax and on west was abandoned during the 1960's. Interestingly, it was one of the first railroads built in the county and the first abandoned. The passenger station is still located on West Morrison Street in Frankfort.

The third railroad in Clinton County was the Lafayette, Bloomington and Muncie Railroad. It was organized in 1869 and work began in 1871. The railroad was completed in 1875. It was extended on to Sandusky, Ohio in 1881 and was reorganized as the Lake Erie and Western. It became part of the Cloverleaf Railroad[4], then part of the Nickel Plate Railroad[5], and then

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[2]The Vandalia Railroad Company was formed with the consolidation in 1905 of all of the lines owned by the Terre Haute and Indianapolis Railroad including the Terre Haute and Logansport Railroad.

[3]The Panhandle Railroad was the trade name of the Pittsburg, Cincinnati, Chicago and St. Louis Railroad. It was formed in 1916 with the consolidation of the Vandalia and some smaller lines with the consolidation of the Vandalia and some smaller lines with the P.C.C. and S.L. Railroad. In 1921, the Panhandle was leased to the Pennsylvania Railroad for 999 years.

[4]The Cloverleaf was the popular name for the Toledo, St. Louis and Kansas City Railroad. However, since the railroad was never extended to Kansas City, the name was changed in 1900 to the Toledo, St. Louis and Western Railroad.

part of Norfolk and Western Railroad[6]. It is now a main line for the Norfolk Southern Railroad and remains the only through rail line in the county (all the others are spur lines). The railroad serves Scircleville, Hillisburg, Boyleston, Frankfort and Mulberry.

The fourth railroad was the Frankfort and Kokomo Railroad. It was organized in 1872 and opened in 1874 between Frankfort and Kokomo. It was originally a narrow gauge railroad and was built in anticipation of becoming part of a larger St. Louis to Toledo Railroad. The railroad was consolidated into the Cloverleaf Railroad in 1886 and subsequently became part of the Nickel Plate in 1922 and finally became a part of the Norfolk and Western/Norfolk Southern Railroads. Interestingly this railroad is the one exception to the consolidation rule. In 1988, it became a part of the Central Railroad of Indianapolis, a short haul line centered in Kokomo. The railroad serves Frankfort, Michigantown and Forest.

The fifth railroad was the Frankfort and State Line Railroad. It was organized in 1875 and completed in 1879. It was originally a narrow gauge railroad. In 1886 the company was sold to the Cloverleaf and in 1889 was made a broad gauge. In 1922 it was acquired by the Nickel Plate and in 1964 became part of the Norfolk and Western/Norfolk Southern system. The railroad was abandoned and tracks removed in 1989. Interestingly, in 1889, Frankfort citizens bought 100 acres of land and gave the Cloverleaf 20 acres for a yard and shop. By 1913 it employed over 350 workers.

The sixth railroad was the Indianapolis, Delphi and Air Line Railroad. It was also organized in 1869 to connect Indianapolis to Chicago by way of Frankfort and Delphi. The railroad was completed as far south as Delphi before having financial troubles. The Monon Railroad[7]

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[5]The Nickel Plate was the popular name for the New York, Chicago and St. Louis Railroad and was formed in 1922 by a consolidation of the Sandusky-Peoria Railroad (formerly the Lake Erie and Western) and the Cloverleaf Railroad, as well as a couple of smaller lines owned by the Lake Erie and Western.

[6]The Nickel Plate and Wabash Railroads were merged into the Norfolk and Western Railroad in 1964. The N & W subsequently became the Norfolk Southern System with its merger with the Southern Railroad in 1982.

[7]The Monon was the trade name for the Louisville, New Albany and Chicago Railroad.

bought and completed the line in 1883. The railroad was acquired by the Louisville and Nashville line during the 1960's and was subsequently acquired by the CSX System during the 1980's. The railroad was abandoned south of Frankfort during the 1980's. The depot still stands on West Walnut Street in Frankfort.

The seventh and last railroad was the Indianapolis and Frankfort. It was incorporated in 1913 by the Pennsylvania Company to build a line from Indianapolis to connect with the Terre Haute and Logansport line in Frankfort. Construction started in 1916 and was completed in 1918. The line became part of the Penn Central and then Conrail systems.

Other railroads were planned but were never built such as the Toledo, Thorntown and St. Louis Air Line through Kirklin. It was to rival the Frankfort and Kokomo Railroad. It was surveyed but never built.

It should be noted that most of the railroads that were built received financial incentives from the county and/or towwnship through which they passed. This is interesting because government involvement in private enterprises is more thought of to be a 20th Century occurrence. This should illustrate the importance of railroads on the early development of Clinton County. In all, Clinton County gave $650,000 in public and private railroad donations. The modern day parallel to the railroad assistance of the 19th Century, would be the participation of local government in the construction of an airport or industrial park.

Clinton County also had two interurban lines in the early 1900's when these smaller electric railroads were popular throughout Indiana. These were:

1) The Terre Haute, Indianapolis and Eastern Railroad which passed through Madison, Washington, Center and Jackson Townships parallel to the Lake Erie and Western Railroad for part of the way. It went down Main Street in Frankfort and had a station at the southeast corner of Main Street and Morrison Street. It stopped operating in 1930.

2) The Indiana Railways and Light Company Railroad which ran parallel with the Cloverleaf Railroad through Center, Michigan and Forest Townships, connecting Frankfort with Kokomo. It was built in 1912.

Air Travel: Clinton County entered the air age on July 14, 1914 when the first airplane - a Columbia Bi-Plane - presented an exhibition in the county. The county's first airport was

Lockwood Field which was built south of Frankfort on State Road 39 during the 1920's. It was the home of a Civil Air Patrol during World War II. The airport closed around 1950.

The current Frankfort Municipal Airport on State Road 28 West, was built in 1960 by private interests. It originally had a 3000 foot runway. In 1971 the city purchased the airport and in 1985 a 4000 foot east-west runway was constructed. It is as important an asset to current economic development needs as were the railroads in their day.

Population Growth Trends

The county grew rapidly from the opening of settlement in the 1830's through 1900 **(See Table 1)**. Clinton County's first census in 1830 showed 1,423 people. This number more than tripled to 7,508 in 1840 and increased by over 50 percent to 11,869 in 1850. Population continued to increase through the turn of the Century though at a slower rate than in the earliest years.

Since 1900, population has remained generally stable in number, showing a total increase of about 10 percent between 1900 and 1980. During the first decade of the century, during the 1920's, during the 1960's and during the 1980's, population decreased. During the other decades there were slight increases. The reason for the lack of population growth during this century is because all of the agricultural land in the county was settled by 1900 and the industrial economy which provided for a new kind of growth - manufacturing - did not provide a replacement until later and many of the manufacturing jobs simply replaced lost agricultural employment due to farm consolidation.

Interestingly, between 1970 and 1980, the population increased to an all time high of 31,545. Growth during the 1970's was due to expansion of service, and to a lesser extent, manufacturing jobs. During the national recessions of the early 1980's, however, the population declined. The county current population and economic trends are discussed in more detail in the population and economic analyses of the plan.

Population growth in Frankfort and the towns is similar to Clinton County with several notable exceptions **(See Table 2)**. Population generally increased rapidly through 1900 and then remained relatively stable in number since then. The exceptions are Frankfort, which grew steadily through 1950 before leveling off, and Rossville, which experienced significant growth during the 1970's, and a lesser extent during the 1980's.

Characteristics of the Early Settlers

What were the early settlers like? The 1840 Census counted 1,069 out of 1,245 employed

Table 1
Historical Population
Townships/Clinton County
1830-1990

Yr	Center Township	Forest Township	Jackson Township	Johnson Township	Kirklin Township	Madison Township	Michigan Township	Owen Township	Perry Township	Ross Township	Sugar Creek Township	Union Township	Warren Township	Washington Township	Clinton County	State of Indiana
30	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	1,423	343,031
40	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	7,508	685,866
50	1/	2/	2,642	777	740	694	992	634	893	1,235	477	3/	779	1,024	11,8694/	988,416
60	1/	2/	3,355	1,521	955	673	1,523	801	1,036	1,547	719	3/	1,235	1,140	14,505	1,350,428
70	1/	2/	3,932	1,666	1,266	865	1,732	1,118	1,220	1,741	964	3/	1,692	1,134	17,330	1,680,637
80	4,598	2/	1,545	2,278	1,713	1,313	2,214	1,540	1,920	1,870	1,410	3/	1,843	1,228	23,472	1,978,301
90	6,922	1,608	1,551	1,588	2,219	1,442	2,177	1,170	1,999	1,856	1,545	854	1,252	1,187	27,370	2,192,404
00	8,662	1,377	1,452	1,492	1,949	1,428	2,034	1,230	2,077	1,754	1,503	843	1,269	1,132	28,202	2,516,462
10	9,314	1,180	1,241	1,174	1,774	1,480	1,800	1,127	1,861	1,683	1,171	746	1,203	920	26,674	2,700,876
20	12,194	1,153	1,149	1,099	1,604	1,405	1,458	1,061	1,686	1,527	938	680	974	809	27,737	2,930,390
30	12,969	1,088	1,090	878	1,421	1,393	1,405	904	1,509	1,492	787	677	928	788	27,329	3,238,503
40	14,505	998	1,054	862	1,462	1,481	1,361	881	1,448	1,389	715	629	889	737	28,411	3,427,796
50	15,786	1,025	953	880	1,476	1,520	1,378	921	1,407	1,537	642	605	859	745	29,734	3,934,224
60	16,450	993	1,226	838	1,441	1,701	1,410	903	1,330	1,711	567	607	790	798	30,765	4,662,498
70	16,210	953	1,231	765	1,377	1,837	1,403	855	1,312	1,779	535	643	701	946	30,547	5,195,392
80	16,338	935	1,200	679	1,279	1,847	1,585	886	1,462	2,182	508	850	722	1,072	31,545	5,490,224
90	15,845	890	1,199	641	1,314	1,938	1,566	838	1,396	2,217	485	905	689	1,051	30,974	5,544,159

1/ Center Township was part of Jackson Township until 1872.
2/ Forest Township was part of Johnson and Warren Townships until 1882.
3/ Union Township was part of Center and Owen Townships until 1889.
4/ 1850 also included 892 in Honey Creek Township, now a part of Howard County.

Source: U.S. Census

Table 2
Historical Population
Frankfort/Towns
1830-1990

Year	Frankfort	Colfax	Kirklin	Michigantown	Mulberry	Rossville
1830	NA	NA	NA	NA	NA	NA
1840	NA	NA	NA	NA	NA	NA
1850	582	NA	59	148	NA	160
1860	773	NA	NA	NA	NA	329
1870	1,300	187	141	315	NA	389
1880	2,803	638	252	342	229	471
1890	5,919	730	550	298	529	594
1900	7,100	767	624	417	NA	598
1910	8,634	801	699	395	NA	677
1920	11,585	793	695	430	NA	595
1930	12,196	690	644	419	NA	626
1940	13,706	717	712	417	NA	627
1950	15,028	725	734	443	950	739
1960	15,302	725	767	513	1,062	831
1970	14,956	633	736	457	1,075	830
1980	15,168	823	662	453	1,225	1,148
1990	14,754	727	707	472	1,262	1,175

Source: U.S. Census

persons engaged in agriculture. 138 persons were employed in manufacturing, 14 were employed in commerce and 24 were professionals. Obviously there were very few, if any, females employed outside the home. The 1840 Census however, provided very little information other than the above.

The 1850 Census, fortunately, provided a good profile of a year in the early life of Clinton County. In 1850 (actually July 1, 1849 - June 30, 1850) there were:

385 Births
96 Deaths
98 Marriages
2,001 Families
2,001 Dwellings (Obviously no homeless families)
11,869 People (Of whom 1,994 were under age 5; 7,148 were under age 20 and 6,075 were male)
75 Schools
75 Teachers
4,710 Pupils
$4,750 School Budget
1,061 Illiterate adults (Probably less than 20 percent)
165,757 Acres of land in farms
710,973 Bushels of corn produced
3,804 Milk cows
4,559 Cattle
28,350 Hogs
4,400 Pounds of tobacco produced

Development of Frankfort

Frankfort's early growth and development was the result of it's selection as the courthouse for the newly formed Clinton County. With the arrival of the railroad starting in 1870, long term growth was assured **(Again, See Table 2)**.

The site that became Frankfort was originally part of the Pence homestead. John Pence offered to the county in 1830, 60 acres of the 320 acres which he and two brothers owned. The Pence homestead had been settled in 1827. The county accepted the offer and surveyed the original plat of the city in May 1830. The original plat consisted of eight blocks around what is now the square.

In September of 1830 the county commissioners ordered the clearing of the public square and surrounding streets. The city was named for Frankfurt-am-der-Main, Germany, John Pence's father's hometown.

The first building in Frankfort was the Pence homestead which was built in 1827 and which was a log cabin at what is now the intersection of Main Street and Barner Street. The first house built after the laying out of the city was in 1830 at the southwest corner of the square. The first church was built in 1835.

Lots in the original plat sold well but subsequent additions did not fill as quickly. Early growth was only modest compared to the overall county growth rate, but with the arrival of the railroads in the 1870's, development increased. Frankfort became a "railroad city" and the railroad contributed significantly to the land use arrangement apparent today. While the Courthouse area developed as the retail center of both Frankfort and the county, industries generally located along the railroads. The Cloverleaf railroad yard was one major earoy industry. Residential areas located first immediately adjacent to the square, but soon spread in all directions.

The organization of early city government was a struggle. The City was incorporated four times. Frankfort was first incorporated in 1846 but the city government became inactive. A second incorporation occurred in 1859, a third in 1866 and the final incorporation in 1875.

Another notable event which influenced modern land use was the establishment of an 85 acre park in northeast Frankfort in 1910 by the Traveling Men's Protection Association. Frankfort also had a manmade lake - Lake Alhambra - which was located south of Prairie Creek between Clay Street and Alhambra Avenue. It was originally built as a reserve water supply. It was later used as landfill and was completely filled in by the 1940's for use as a residential addition.

In later years commercial development spread along State Road 28 east and west at the edge of the city, while industrial development was encouraged along State Road 28 west of the corporate limits. Wesley Manor was located north of the city, becoming a major land use in the area.

Frankfort still retains many older historic residential areas which should be maintained in the future. Frankfort's participation in the "Mainstreet program should help maintain the downtown's historic character.

C. eation of an Economic Base

Agriculture was largely self-sufficient in Clinton County's formative years. There was no market for any surplus products. the first farms were small. Each farm had a variety of livestock and grew small amounts of corn, wheat, oats, hay and even some tobacco (See Table 3)

This system changed with improved roads and the arrival of railroads starting the the 1850's. Small trade communities were established along the railroads. Nearly every township had a "grain elevator" village from which farmers could transport produce out and receive supplies in.

Much of the county was originally marshy. Drainage and tiling from early times onward, however, reclaimed most of the wetland. High prices for agricultural products made the early drainage expenses practical.

Over the years, agriculture changed. With improved transportation, improved seeds and fertilizers and new technology and machinery, the farmer was able to farm more and more acres. Farms were consolidated and many farmsteads were abandoned, a trend still apparent today. Farms also became more specialized. More corn and soybeans were grown over the years and less wheat, oats and hay were produced. Hogs became the predominant livestock (again, see Table 3).

Industries were also present in Clinton County from the earliest settlement. There were many sawmills throughout the county as the forests were cleared. The first mill was built by David Underbill on the Middle Fork of the Wildcat in 1830. Spring Mill, in Washington Township, was the first grist mill. Winship's Mill, in Madison Township, was also another important mill. By 1884, there were 14 mills in Clinton County, though by 1913, there were only three left.

During the early years Clinton County industries generally made use of locally produced materials. In later years, as transportation improved, Clinton County became part of the national market and supplies were acquired and products were distributed worldwide. Manufacturing and services became equally important as agriculture to Clinton county as a source of jobs and income.

Table 3
Farm Land Use
Clinton County
1886 - 1987

Acres Harvested	1886	1987
Corn	54,169	99,789
Soybeans	-0-	88,602
Wheat	56,699	5,323
Oats	6,778	433
Hay	54,029	2,957
Inventory		
Cattle	16,541	6,263
Hogs	42,070	193,591
Milk Cows	7,163	208
Sheep	8,258	1,177
Timberland (Acres)	44,381	9,422

Source: 1886 Census of Agriculture and 1987 Census of Agriculture

Historical Implications for Planning

Today Clinton County has the opportunity to plan successfully for the 21st Century with its telecommunications emphasis and changing technological needs. The first newspaper came to the county in 1839, the first radio station in 1953 and the first cable television system in 1976. History has shown that Clinton County has always changed as technology has changed, as has most places.

The purpose of the Comprehensive Plan is to recognize change and to identify proper courses of action in dealing with this change. While it is not good to dwell on the past, there is much from the past to be learned and used in the future.

NATURAL RESOURCES ANALYSIS

The shape and composition of Clinton County's land and natural resources have had a significant effect on the county's development. In the past, much development in Clinton County has occurred in disregard to natural features. In the future, the characteristics of the land will continue to influence the county's growth. Natural features will, to a great extent, determine the location and type of future development and, in some cases, limit this development. This section of the Plan will discuss the county's topography, geology, surface deposits, landforms, surface water, groundwater, soils, flood hazards and other natural features.

Topography/Elevation

The surface of Clinton County is that of a glaciated plain, broken by small creeks, streams and drainageways. The northwestern part of the county is rolling while the remaining part of the county is nearly level. There are few abrupt changes in topography or areas of steep slope.

The elevation of the county gently slopes westward to the Wabash River Valley (See Map 4). The highest point in Clinton County is 940 feet above sea level which occurs in southeast Clinton County in Section 15 of Sugar Creek Township adjacent to Boone County. The lowest point in Clinton County is 620 feet above sea level which occurs in northwest Clinton County in Ross Township where the Middle Fork of the Wildcat leaves the county.

Geology

Lying beneath the surface of Clinton County are numerous layers of bedrock consisting mostly of limestone and dolomite. Clinton County's bedrock was formed during the Paleozoic Era hundreds of millions of years ago. At the beginning of this era, the surface of what is now the State of Indiana, including Clinton County, was covered by the Great Inner Paleozoic Sea. This shallow inland ocean at its peak inundated the entire central portion of the North American continent. The floor of this ocean was originally composed of the uppermost layers of the pre-Cambrian or Cryptozoic rocks, the oldest known rock formations, which were deposited more than 600 million years ago. The combination of the eroded particles of this ancient rock with the various materials contained in the water of the sea formed the raw material for the bedrock formations which today lie beneath the surface of Clinton County.

The Paleozoic Era lasted approximately 315 million years. During this time fine grains of Pre-Cambrian rock ere continuously eroded from the sea's bottom and shores, mixed with other elements in the sea water, and deposited in layers on the floor of the sea. As each layer was formed, its weight and the tremendous weight of the sea water above pressed the lower

deposits into solid layers of rock. Various types of rock were formed depending on the materials of which they were composed. Layers of limestone and dolomite were formed by the mixture of eroded rock particles with the remains of the prehistoric creatures that inhabited the sea; sandstone was formed through the mixture of these particles with sand; and shale resulted from the mixing of rock particles with mud. The layers of rocks were deposited and hardened, one atop another for millions of years, until the entire surface of what is now Indiana was above sea level. As the layers grew, the water over Clinton County was completely displaced by rock, causing the sea to recede to the north.

Today, five different bedrock formations underlie Clinton County **(See Map 5)**. The southeast and northeast portions of the county are underlain by rocks of the Lower and Middle Silurian and the Salina Formation, formed during the Silurian period of the Paleozoic Era, approximately 320 million years ago. These rocks are predominantly limestone and dolomite.

The Silurian rocks are covered by a layer of Middle Devonian and New Albany shales in the western and north central portion of the county. These Devonian formations are composed chiefly of limestone, dolomite or shale which were laid down during the Devonian period, more than 260 million years ago.

In the extreme southwest portion of the county, another formation covers the others. The predominant rocks are Borden and Rockford limestones, deposited during the Mississippian geologic period, between 240 and 260 million years ago.

The relief and form of the buried bedrock is largely the result of pre-glacier erosion of ancient rock by stream action. When the Paleozoic Sea was filled, the surface of what is now Clinton County was left as a barren rock plain. From this time until the first glacier appeared less than one half million years ago, the forces of erosion, both water and wind, acted upon the surface, granulating the rocks to form the county's first soil. Rivers and streams cut into the rocks to form valleys and carried the resulting gravel and silt along their courses. This outwash material was deposited along the banks of the streams and in their beds.

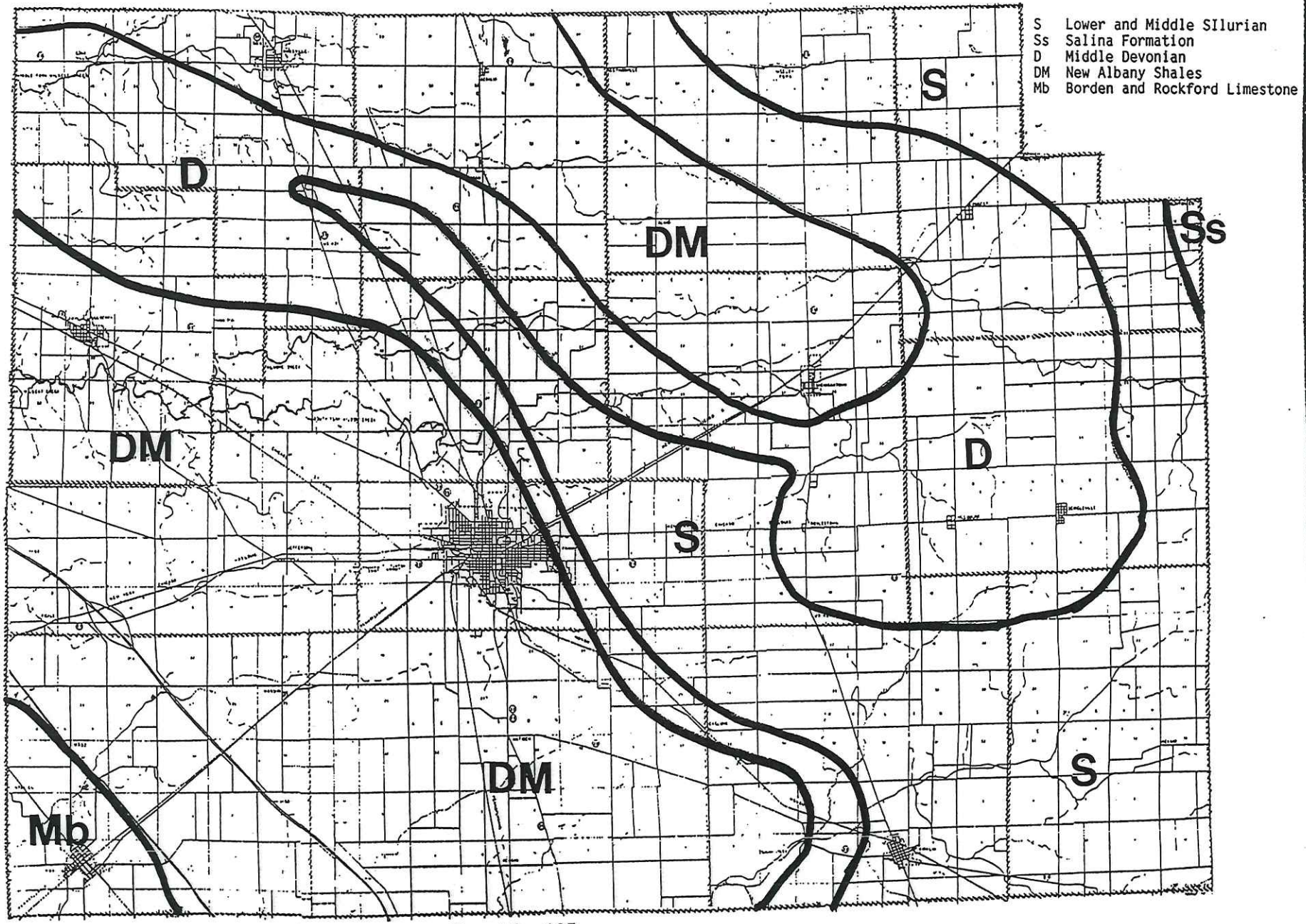
Clinton County's bedrock surface now varies from 500 feet above sea level in the western portions of the county to 700 feet in the northeast part of the county **(See Map 6)**. It is unlikely that any of the limestone or dolomite in the bedrock could ever be quarried in Clinton County because of it's depth.

Surface Deposits

The surface deposits which blanket the top of the bedrock in Clinton County resulted from glaciers. The entire surface of the county was covered by glacial ice three times during

MAP 5

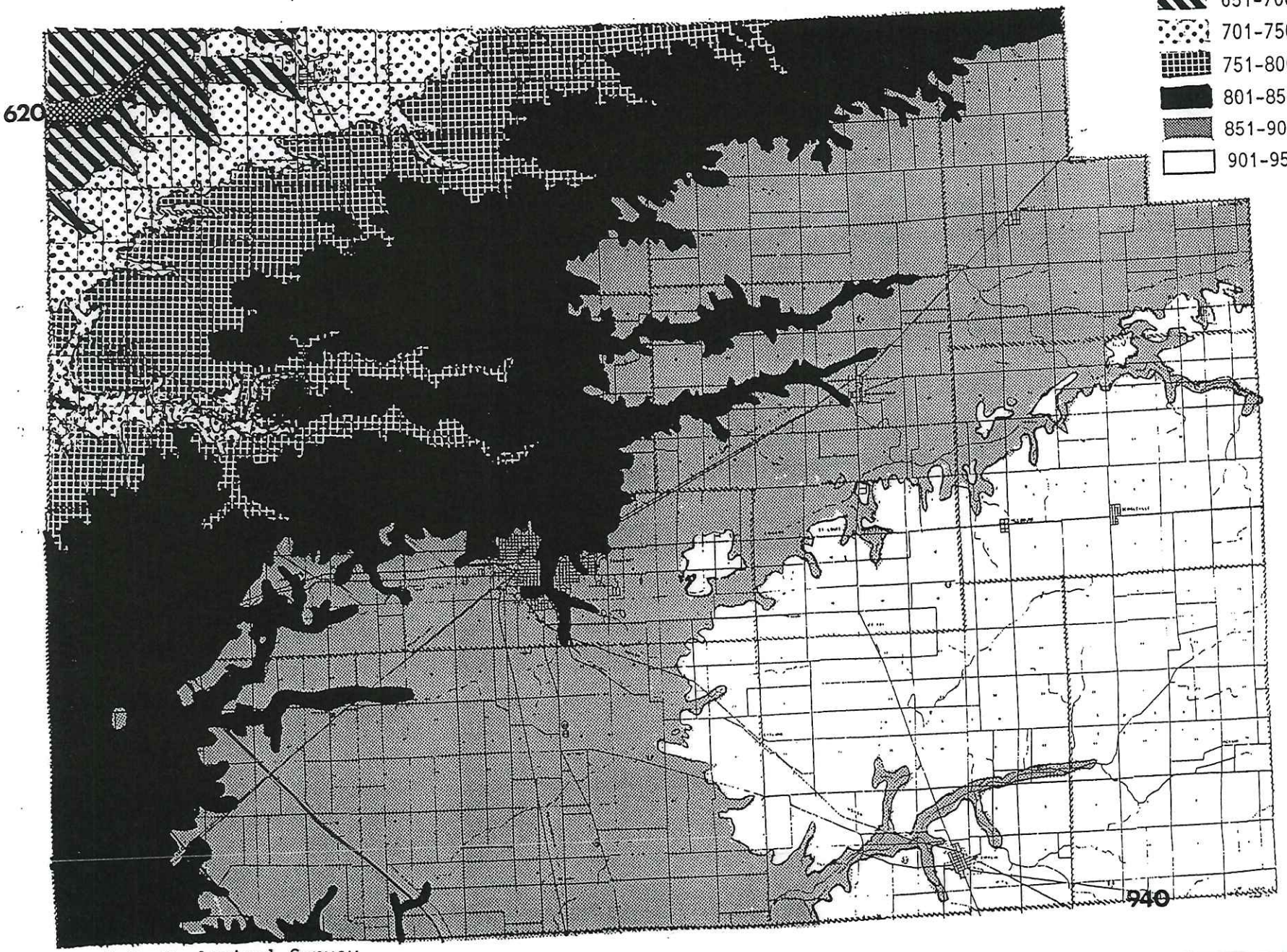
Bedrock



Source: Department of Natural Resources, Map 16, 1970.

MAP 4

Topography/Elevation



Source: U.S. Geological Survey

three separate glacial ages. The first of these ages, the Kansan age, began approximately 400,000 years ago. The second, or Illinoian age, began about 125,000 years ago, while the last glacier, the Wisconsin glacier, first appeared only 20,000 years ago. During these glacial ages, the thickness of the ice is believed to have reached 700 feet over what is now Clinton County. Ice from the Wisconsin glacier remained in Indiana as recently as 15,000 years ago.

During the glacial ages, great changes were made in the landscape of Clinton County. As the glaciers formed in Canada and moved southward, they scraped the preglacial soils from the bedrock and carried then along. Huge boulders were sheared from the bedrock and were crushed to fine particles by the tremendous weight of the glaciers. When the ice receded, these deposits, or glacial drift, were left behind. Many pre-glacial valley were filled by this drift.

Between the three glacial ages, there occurred two long warm periods during which all iced melted and temperatures reached levels much like those of today. These were the Yarmouth and Sangamon Interglacial Ages. The longer of the two was the Yarmouth age, which is believed to have lasted for nearly 200,000 years. During each of these periods, soil was formed and vegetation and small animal life grew and developed only to be eliminated by the following glacier.

In the 15,000 ensuing years since the glaciers receded, further erosion by wind and water has worked upon this drift forming the soils of Clinton County. The streams of the county, originally formed by the melting ice, have also helped to form its present topography by cutting valleys into glacial drift and depositing the drift along their banks and in their flood plains.

Surface deposits today may be generally categorized three ways:

Outwash deposits which are sand and gravel deposits along streams.

Till deposits or moraine deposits which are deposits left as the ice receded.

Mixed drift deposits which are till deposits left by the wind.

Most of Clinton County consists of loam till of the Trafalgar Formation **(See Map 7)**. However, in north central Clinton County is an area of mixed drift and along some Clinton County streams are sand and gravel outwash deposits of the Atherton Formation.

The thickness or depth of the surface deposits vary in thickness according to the preglacial topography. The surface deposits are as much as 400 feet deep in southeast Clinton County,

while they are only 100 feet deep in southwest Clinton County **(See Map 8)**.

Within the surface deposits, there are only limited mineral resources of commercial quality. Sand and gravel has been extracted to a limited extent in central, western and northwest portions of the county. A small part of the Trenton oil field of central Indiana lies in extreme southeast Clinton County. This field was at one time one of the largest gas producing field in America, though now it is depleted.

Landforms/Physiography

Another, more general way, to look at Clinton County's natural resources is to study the landforms or physiographic arrangement **(See Map 9)**. Physiography shows areas in which several topographic and geologic conditions are similar such as rock type, but in which one or more of these conditions differ significantly form other adjoining units. Physiography is much more general than the topographic or geologic conditions discussed previously. Clinton County lies totally within the Tipton Till Plain physiography region of Indiana.

Water Resources

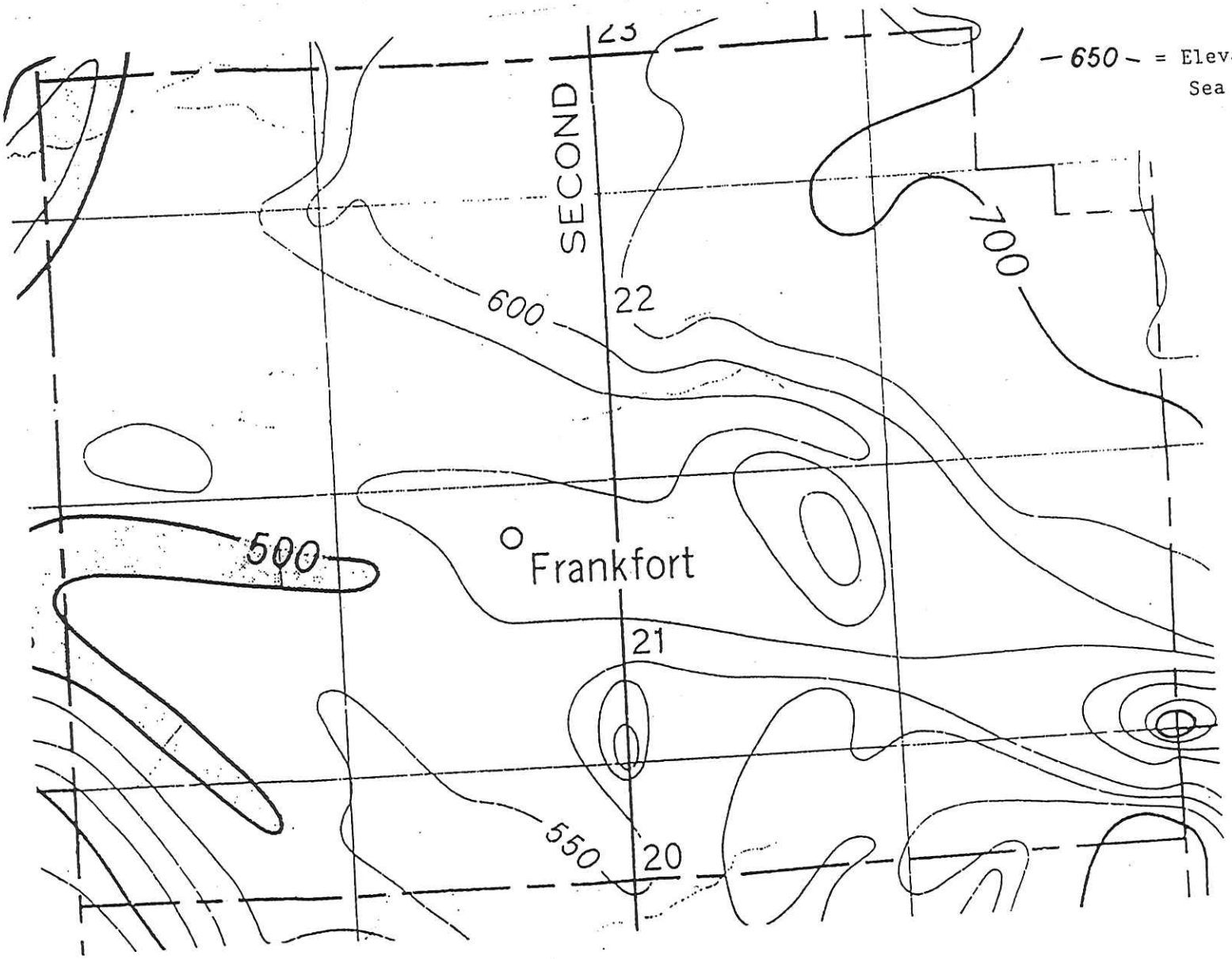
Water, both surface and groundwater, is the most important of the basic elements necessary for man's survival. In the past, the development of Clinton County has been influenced by the quantity, quality and location of available water resources. The future development of the county will also hinge on the availability of sufficient water supplies. In fact, with shortages of water already now occurring in some areas of the country, the availability of water in Clinton County, as well as in most areas of Indiana, is a tremendous benefit to future economic development of the area.

Surface Water/Drainage: Clinton County is drained by the Middle Fork of the Wildcat, the South Fork of the Wildcat and Sugar Creek **(See Map 10)**. All are tributaries of the Wabash River. Smaller streams include Kilmore Creek, Potato Creek and the North Fork of the Wildcat.

The eastern part of Clinton County after the glacial age was a vast shallow lake. Most county streams took their rise from this lake. This lake over time became a series of small lakes which later became known as swamps. The last remnants of this lake to be drained was known as Swamp Creek and was located in Forest Township.

There are numerous areas in Clinton County which have poor drainage created in part by the types of soil, the relative flatness and numerous manmade impediments. Drainage problems

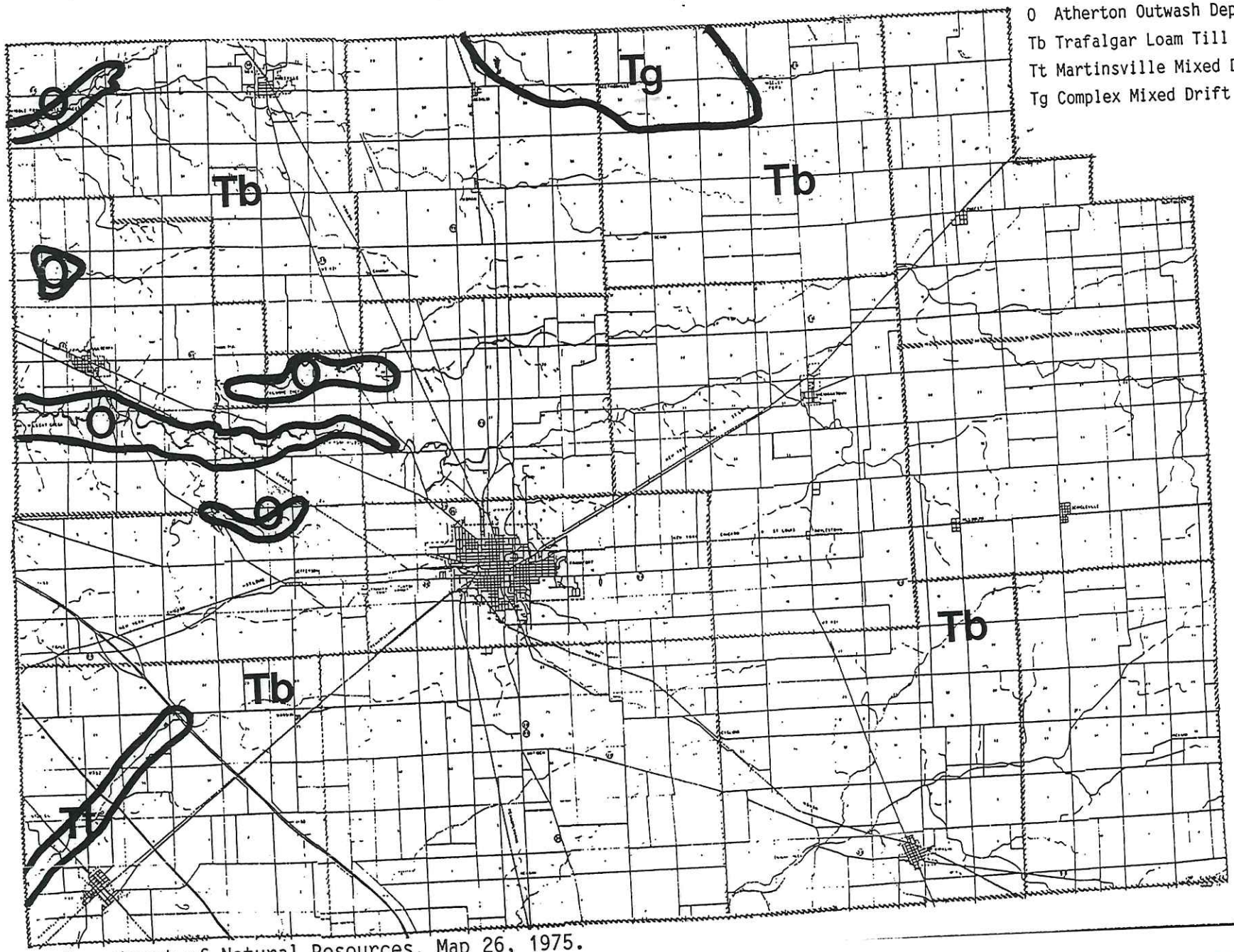
Bedrock Topography



Source: Department of Natural Resources, Map 35, 1982.

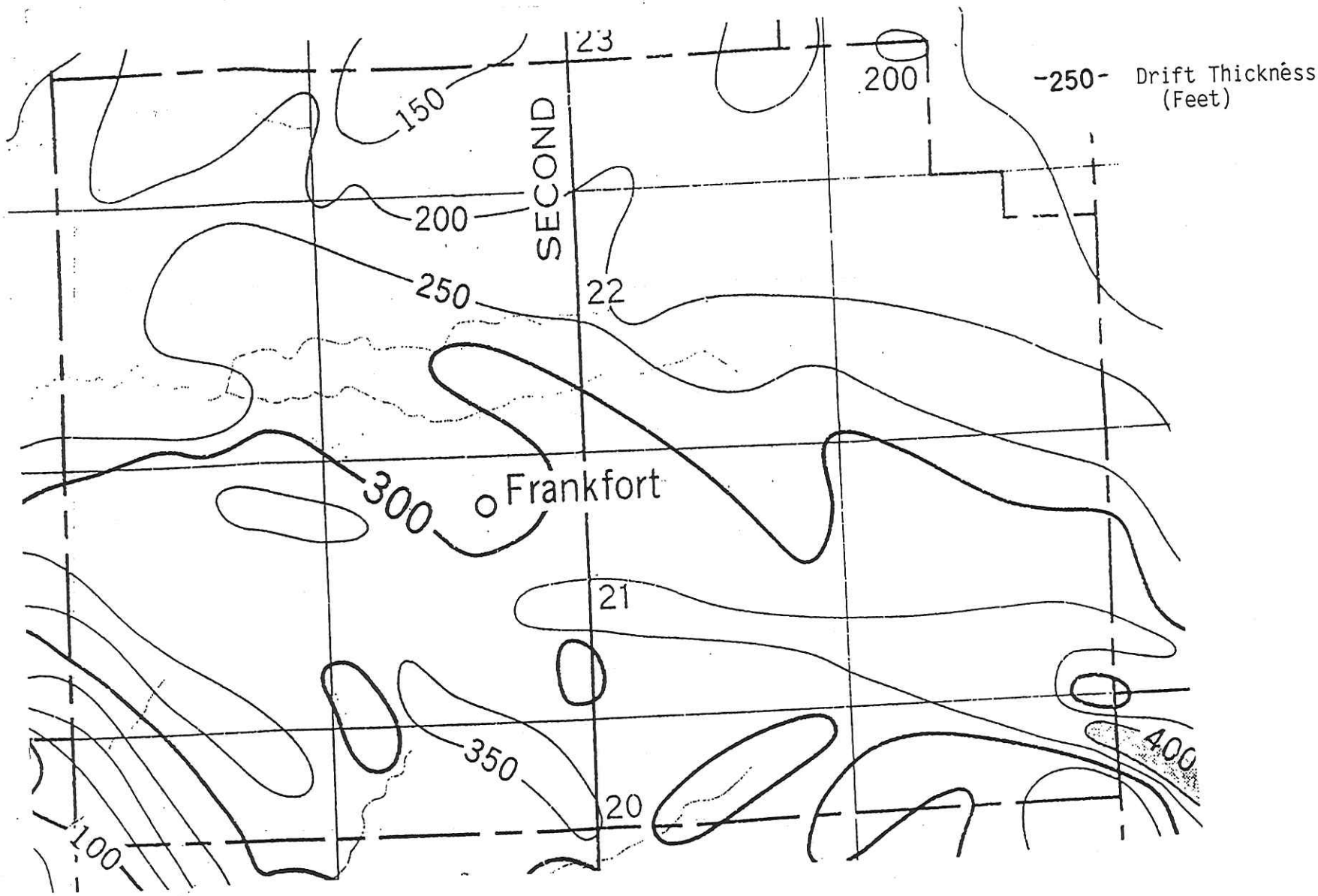
MAP 7

Surface Deposits



Source: Department of Natural Resources, Map 26, 1975.

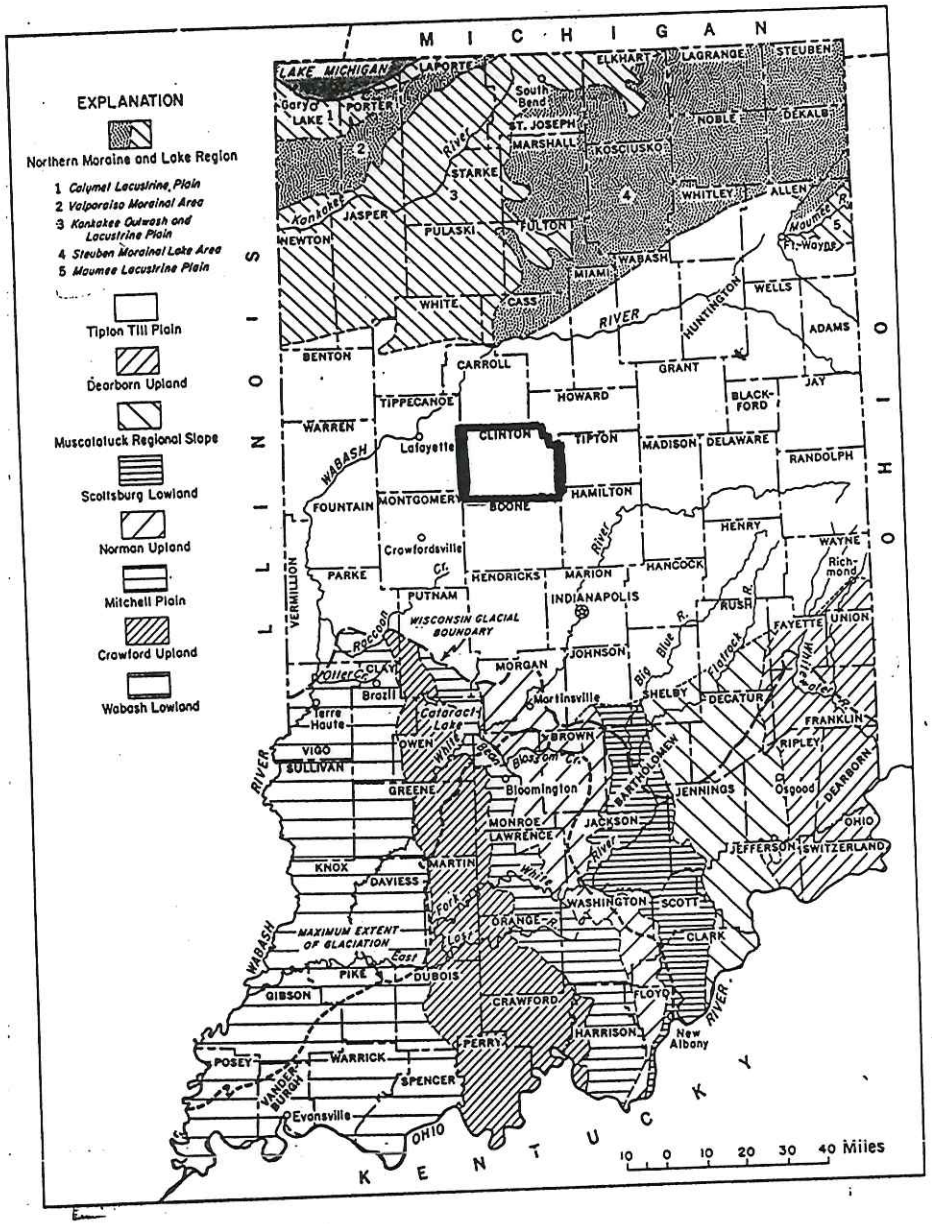
Drift Thickness



Source: Department of Natural Resources, Map 37, 1983.

MAP 9

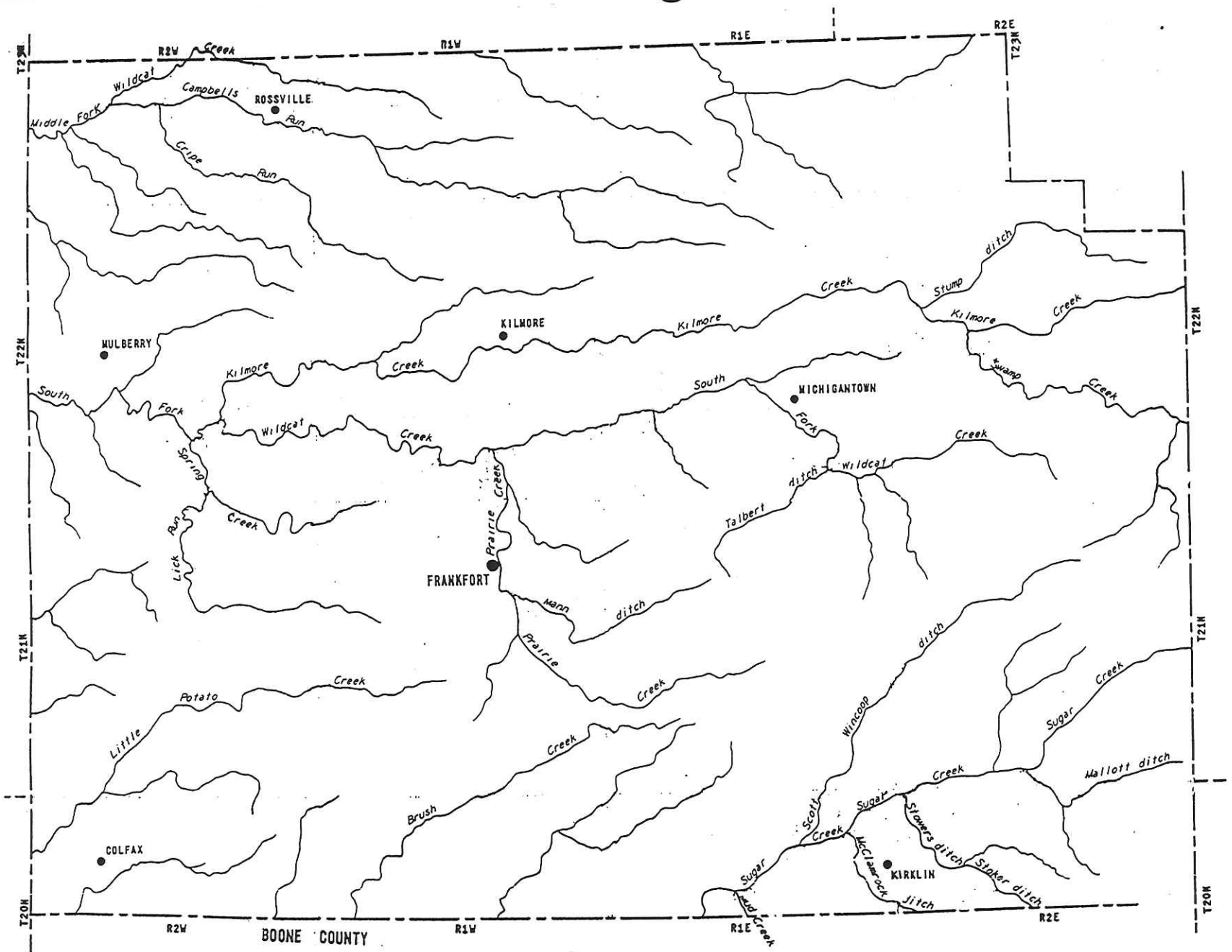
Landforms



Source: Natural Features of Indiana.

MAP 10

Drainage



are especially apparent in east and southwest Frankfort.

Ditches have been constructed to improve drainage conditions in rural areas throughout the county. Many streams have been dredged. Clinton County also has many miles of regulated drains and underground tile. Without the existing number of man-made drains and natural drains, the county would have limited areas for agricultural production and for development.

Groundwater: In Clinton County, groundwater is available from unconsolidated surface deposits. These deposits contain permeable zones of sand and gravel which act as storage reservoirs for large amounts of water. The groundwater supply in Clinton County is good (See Map 11). The thick surface deposits yield water in most areas of the county at the rate of 200 gallons per minute upward to 600 gallons per minute. High yield aquifers are located in northwest Clinton County and west of Frankfort, while a moderate yield aquifer is located along Sugar Creek west of Kirklin.

As development continues in Clinton County, more demands will be placed on the use of groundwater for residential, agricultural and industrial use. Therefore, it becomes critical that measures be taken to monitor and control it use as well as planning development so as not to destroy those areas which recharge the groundwater. Measures must also be taken to prevent groundwater pollution from landfills and other similar activities.

Flood Hazards

Clinton County has numerous flood plains along its drainageways (See Map 12). There are also areas in Clinton County, particularly in Frankfort, which flood primarily due to lack of adequate storm water drainage facilities as discussed earlier.

Flood plain information has been published for Clinton County by the Federal Emergency Management Agency (FEMA) in 1978. The purpose of this study was to investigate the severity of flood hazards in the county and to aid in the administration of the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973. Flood plain maps were prepared for Frankfort about the same time, but the city never implemented the flood plain management program.

Development should be limited in flood plains in Clinton County and Frankfort in the future. This may be accomplished by having standards in the zoning ordinance and subdivision control ordinance. Flooding caused by inadequate drainage can be alleviated over time through enforcement of the county drainage ordinance and installation of improved storm water facilities. In addition more detailed flood plain maps should be prepared for the county, as well as Frankfort and the towns, with all communities actively participating in the flood insurance program.

Wetlands

Clinton County's wetlands are part of a most delicately balanced ecological system. Much of the county was originally quite wet. Wetlands today are located primarily in the remaining woodland in Clinton County. The 1989 National Wetlands Inventory further show in detail Clinton County wetlands. A complete set of the wetlands maps are available at the Soil Conservation Service (SCS) office in Frankfort and should be considered a part of this Plan. In order to develop or alter these remaining wetlands, approval is necessary from the U.S. Corps of Engineers as required by Federal Law.

Wetlands are essential to the water cycle and provide needed areas for certain wildlife species. Wetlands also act as the regeneration point of the ground water supply and storage area for excess surface water. The water table reaches the surface in the wetland areas which requires that development be limited in wetlands.

Woodlands

As the Historical Perspective described, Clinton County was heavily forested before settlement in the first half of the 1800's, with the exception of the Twelve Mile Prairie and the Indian Prairie. The woodlands were primarily of the Beech-Maple Association. In this association beech was the most abundant canopy tree with maple less predominant.

Most of the original woodlands have been cleared in Clinton County **(See Map 13)**. Between 1964 and 1987 the acres of woodland in Clinton County declined by two-thirds from 14,974 acres to 9,422 acres **(See Table 47 in the Economic Analysis)**. This trend is still continuing today.

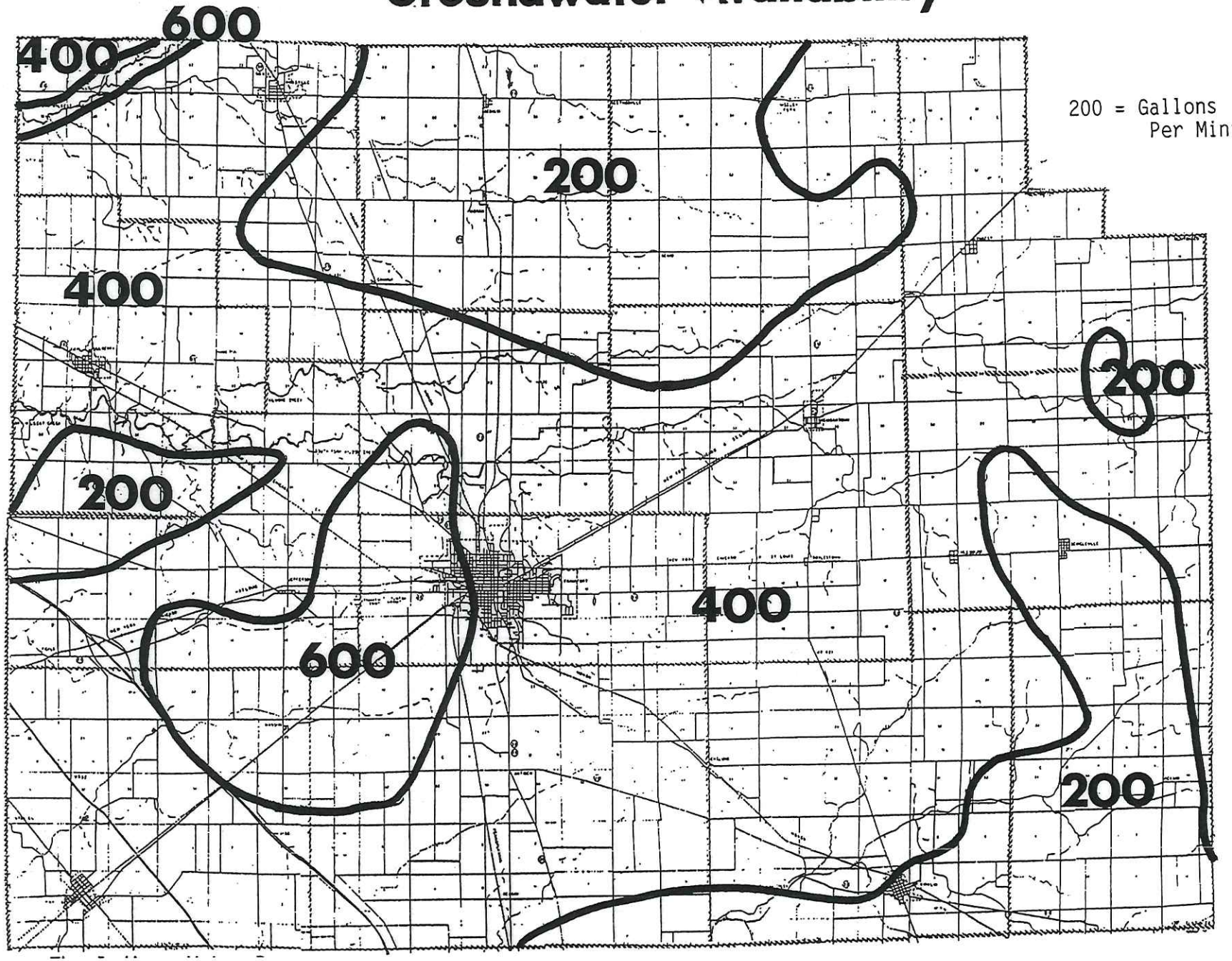
Woodlands act to improve micro climate and have a major balancing effect upon the water cycle by diminishing erosion and sedimentation. The scenic and recreational role of woodland is also important. Woodlands also serve as a habitat for wildlife. Woodland and other areas of natural vegetation should be preserved as much as possible in future development in the city and county. Street trees should also be replaced along the street in Frankfort and towns so that future generations may have the benefit provided by trees and woodlands.

Soils

Perhaps more than any other natural resource, soils affect the land use capabilities of a community. Consequently, soils must be looked at in terms of their suitability for agriculture and development. By analyzing the data available from the United States Department of Agriculture (USDA), it is possible to identify the best agricultural areas in

MAP 11

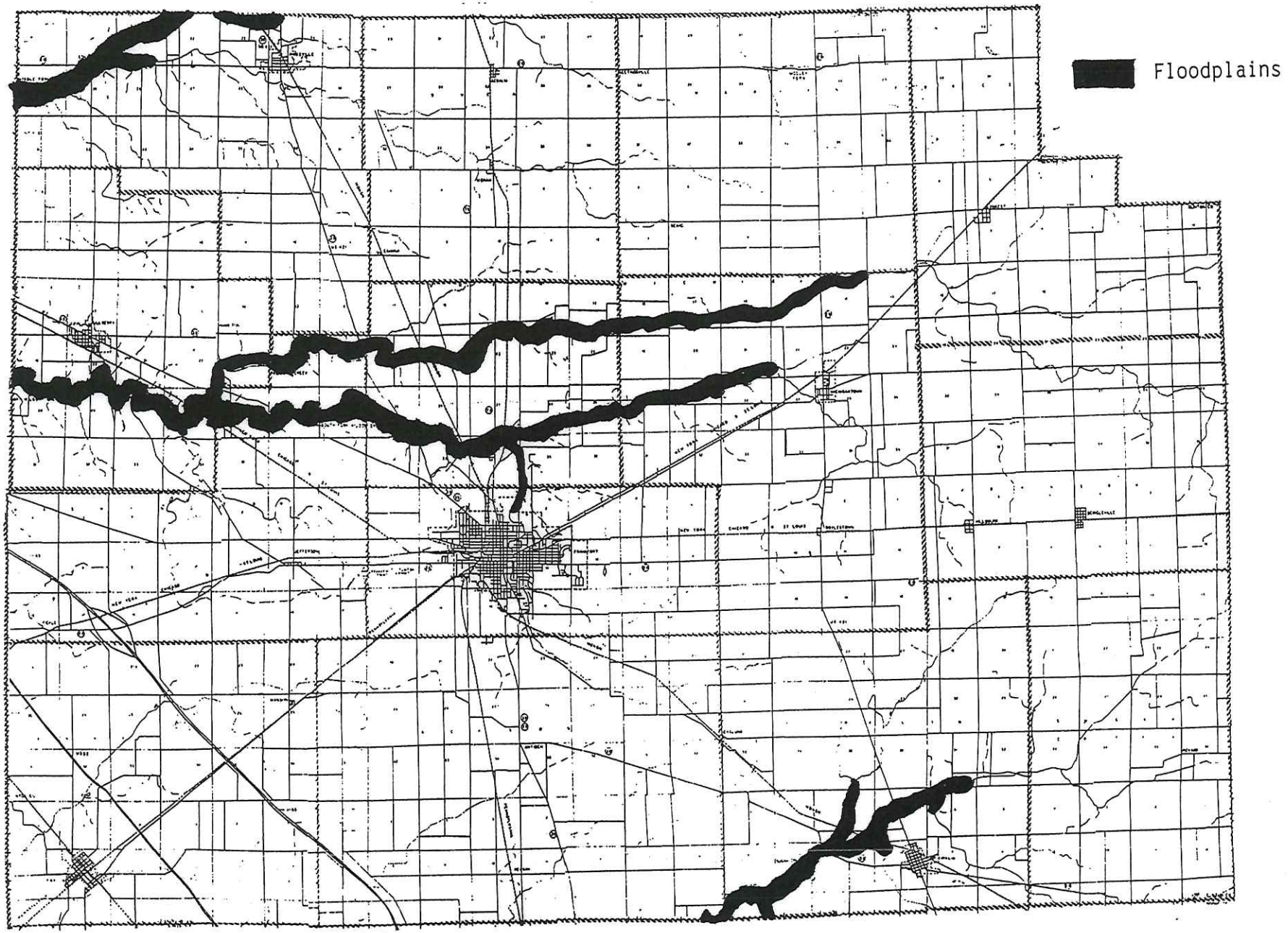
Groundwater Availability



200 = Gallons
Per Minute

MAP 12

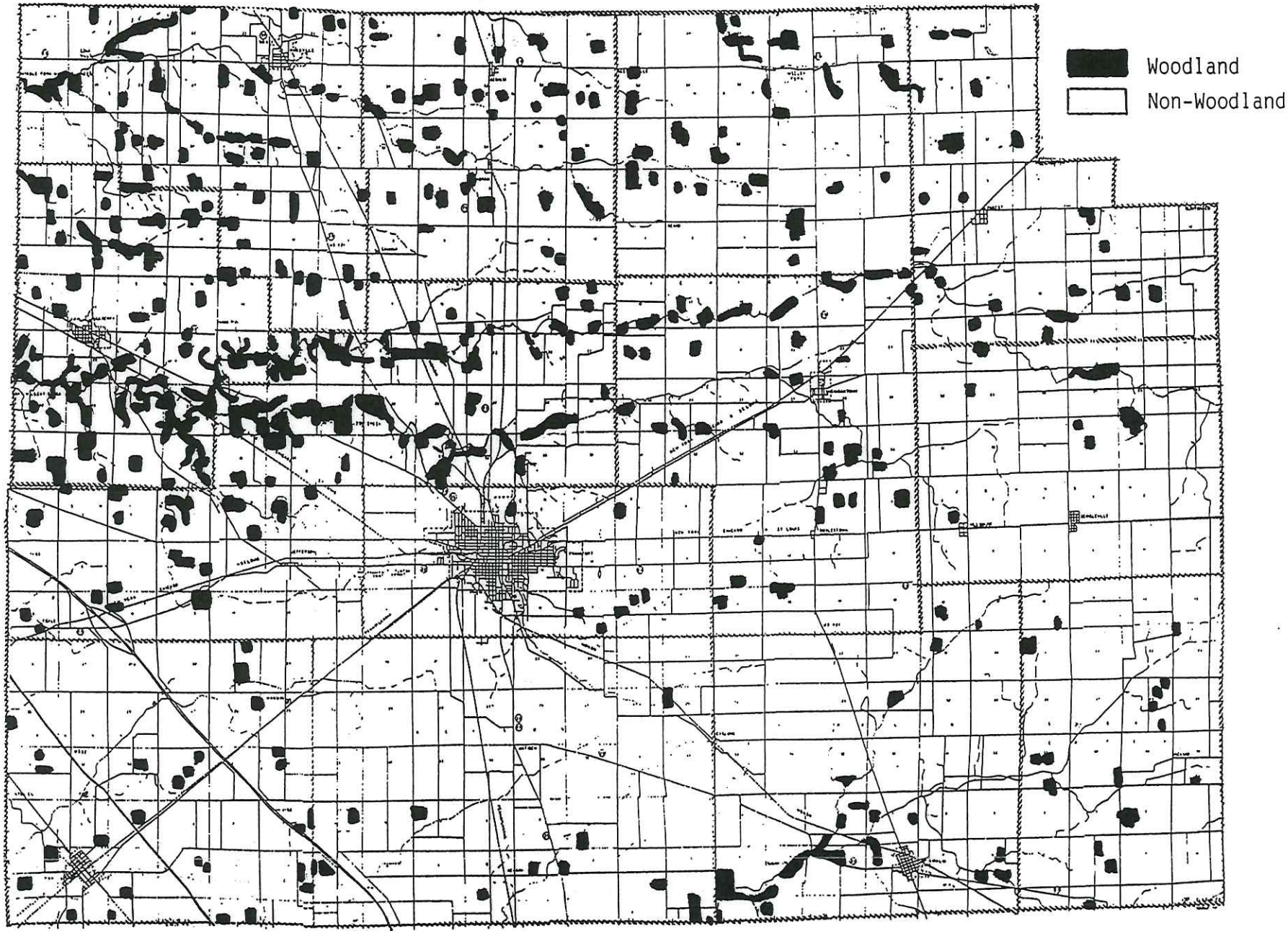
Flood Plains



Source: Federal Emergency Management Agency.

MAP 13

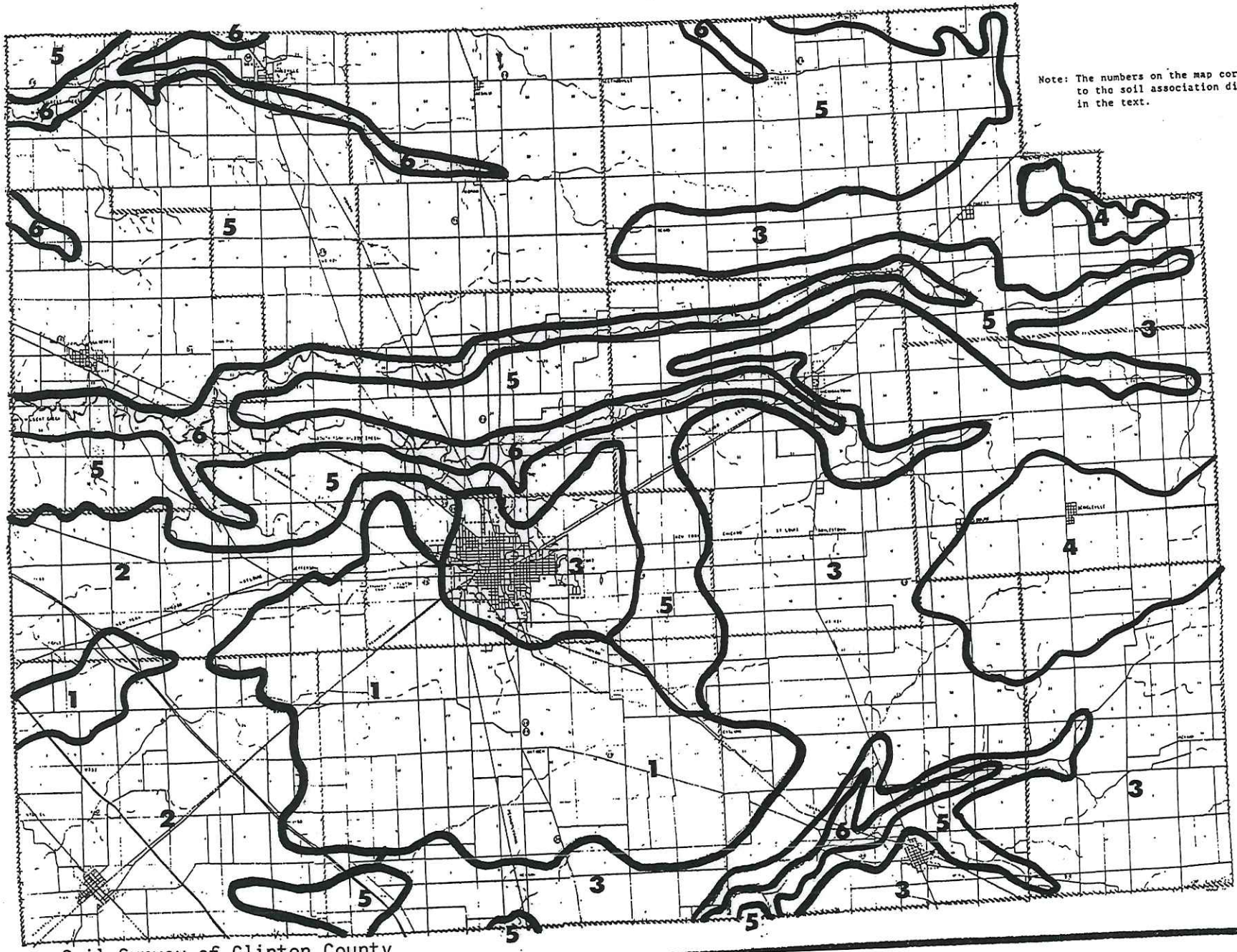
Woodlands



Source: U.S. Geological Survey, 1984.

MAP 14

Soils

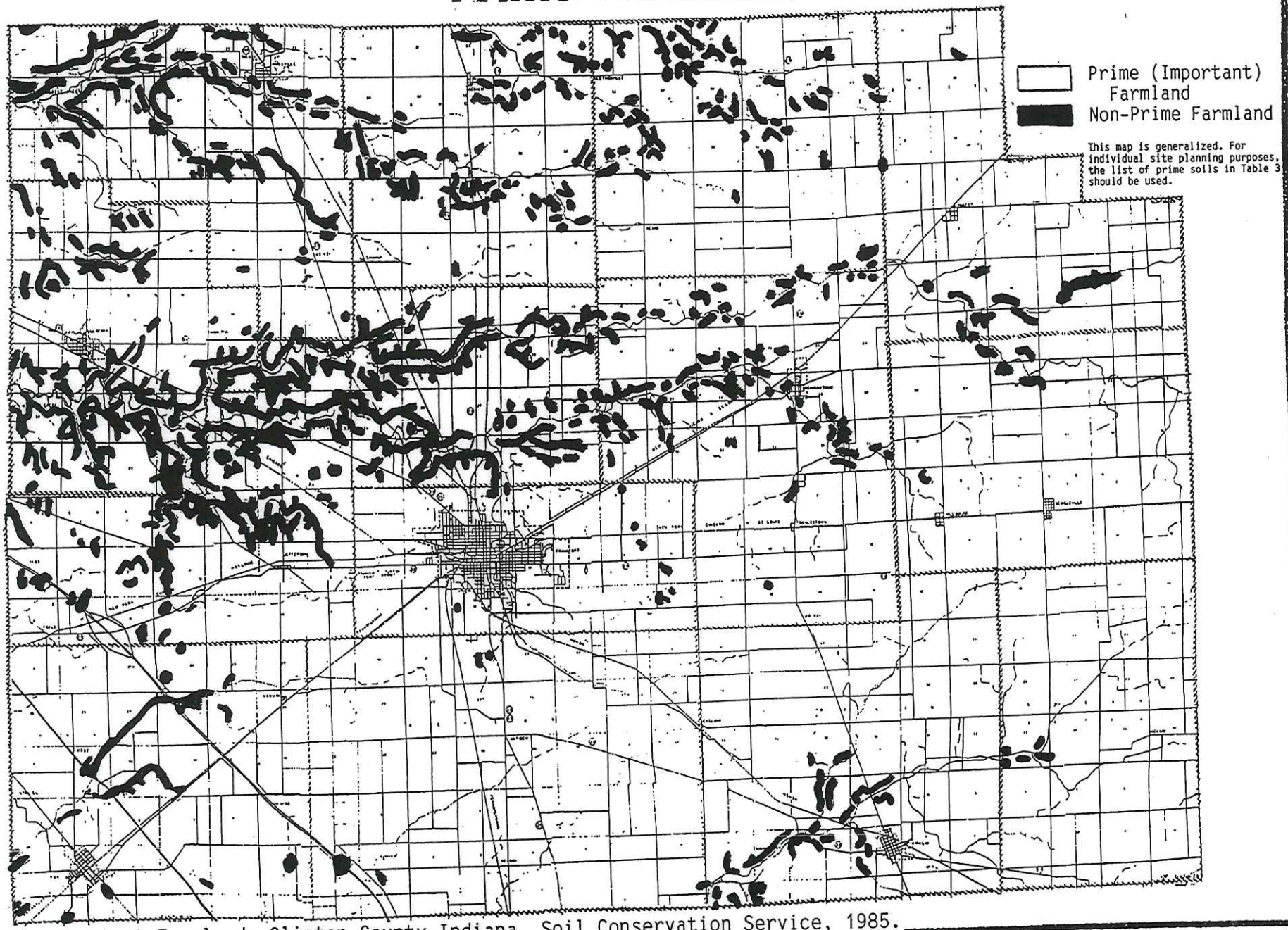


Note: The numbers on the map correspond to the soil association discussion in the text.

Source: Soil Survey of Clinton County.

MAP 15

Prime Farmland



Source: Important Farmland- Clinton County Indiana, Soil Conservation Service, 1985.

the county, as well as those areas best suited for development.

The Soil Survey of Clinton County, published by the USDA in December 1980, provides an in-depth report on each soil type and its uses and limitations. This information can be used to effectively plan the use and management of soils for agriculture, conservation, development and sanitary facilities.

There are 49 soil types in the county which have been grouped into six units, or associations, each with unique characteristics **(See Map 14 and Table 3)**. Each of these associations are discussed below:

1) Drummer-Raub Association - These are nearly level, poorly drained and somewhat poorly drained silty soils. They compose nine percent of the county and re located primarily in south central Clinton County. Drummer soils are in the broad depressions and swales while Raub soils are on the rises. While the soils are wet, they have been made suitable for farm crops because of manmade drainage improvements. However, they are not suitable for sanitary facilities and building development.

2) Ragsdale-Fincastle Association - These are nearly level, very poorly drained and somewhat poorly drained silty soils. They comprise ten percent of the county and are located in west central Clinton County, generally along the State Road 28 corridor. Ragsdale soils are in the broad depressions and swales while the Fincastle soils are on the rise. Due to wetness, the soils have limitations for farming unless drained. The soils are also poorly suited for sanitary facilities and building development.

3) Cyclone-Fincastle-Crosby Association - These are nearly level to gently sloping and somewhat poorly drained soils. They comprise 29 percent of the county and are located primarily in eastern Clinton County. Cyclone soils are in the broad depressions and swales while Fincastle and Crosby soils are on the rises. Soil wetness is a problem for farming and the soils are poorly suited for sanitary facilities and for building development.

4) Sable-Drummer Association - These are nearly level, poorly drained silty soils. They comprise five percent of the county and are located in Forest and Johnson Townships. They are generally suitable for farm crops, but are poorly suited for sanitary facilities and building development due to wetness.

5) Miami-Crosby-Fincastle Association - These are strongly sloping, well drained and somewhat poorly drained silty and loamy soils. They cover the largest

land area in Clinton County, comprising 42 percent of the county and are located primarily in northwest and north central Clinton County. Erosion and wetness are the main limitations for farming, but if drained, are generally suitable for farm crops. All of the soils in this association are unsuitable for sanitary facilities and building development except for Miami soils, which are suitable for building development.

6) Ceresco-Ockley Association - These are nearly level to gently sloping, somewhat poorly drained, and well-drained loamy and silty soils. They comprise five percent of the county and are located in the flood plains along the Middle and South Forks of the Wildcat, Kilmore Creek and Sugar Creek. Ceresco soils are in the floodplain while Ockley soils are on the terraces adjacent to the floodplains. Flooding is the main limitation for farming. Ockley soils are well suited for sanitary facilities, while Ceresco soils are generally unsuited for this use because of flooding.

Soil Wetness: Soil wetness is a major soil problem on about 80 percent of the crop and pastureland in Clinton County. Most of the poorly drained soils are artificially drained for farm use. According to the Soil Survey, associations 1,2,3 and 4 are well suited for corn and soybean crops only if adequately drained. Associations 5 and 6 have fair potential for farming, if drained. Artificial drainage is needed on most soils for maximum production, but the cost is usually justified by the yields obtained. Most soils being farmed are drained and a high level of land management is used. There are a few areas in low-lying depressions which cannot be ecomonically drained. In developing areas around Frankfort, the wet soils have contributed to drainage problems.

Land Capability: The Clinton County Soil Survey also classifies all soils into land capability classifications. Land capability classifications show, in a general way, the suitability of soils for most kinds of field crops. Land capability classifications may also be used for land use planning purposes in the classification of prime agricultural areas.

There are eight land capability classifications - I through VIII. Class I soils have slight limitations that restrict their use while Class VIII have limitations to the extent that commercial crop production is not easily possible. All other classes range in between. Most of Clinton County is in Class II **(Again, See Table 3)**. Class II soils have moderate limitations that require moderate conservation practices. Within each capability class are subclasses which designates the main limitation of the soil including subclass "e" which indicates the main limitation is erosion potential while "w" indicates that wetness is the major problem.

Table 4
Soils
Clinton County

Symbol	Soil Name	Acres	Percent	Capability Class	Prime Farmland	Septic Tank Moderate/Severe Limitations	Building Development Moderate/Severe Limitations
Be	Brenton silt loam	433	0.2	I	X WD	X	X
Cba	Camden Variant silt loam, 0 to 2 percent slopes	3,118	1.2	I	X		X
Ce	Ceresco loam	7,050	2.7	IIIw	X WD	X	X
Cy	Cyclone silt loam	30,435	11.7	IIw	X WD	X	X
DaA	Dana silt loam, 0 to 2 percent slopes	1,039	0.4	I	X	X	X
DaB	Dana silt loam, 2 to 6 percent slopes	458	0.2	IIe	X	X	X
Dr	Drummer silty clay loam	10,547	4.0	IIw	X WD	X	X
FeA	Fincastle silt loam, 0 to 2 percent slopes	13,102	5.0	IIw	X WD	X	X
FdA	Fincastle-Crosby silt loams, 0 to 3 percent slopes	63,266	24.3	IIw	X WD	X	X
FsB	Fox silt loam, 2 to 6 percent slopes	480	0.2	IIe	X	X	X
FsC	Fox loam, 6 to 15 percent slopes	330	0.1	IIIe		X	X
Gn	Genesee silt loam, sandy substratum	1,245	0.5	IIw	X NF	X	X
HeF	Hennepin silt loam, 18 to 50 percent slopes	1,647	0.6	VIIe		X	X
Ho	Houghton muck, undrained	247	0.1	Vw		X	X
La	Landes fine sandy loam	764	0.3	IIIs	X	X	X
Ma	Mahalasville silty clay loam	6,335	2.4	IIw	X WD		X
McA	Martinsville silt loam, 0 to 2 percent slopes	814	0.3	I	X		X
McB2	Martinsville silt loam, 2 to 6 percent slopes, eroded	890	0.3	IIe	X		X
MnC	Miami silt loam, 6 to 12 percent slopes	1,630	0.6	IIIe		X	X
MnD	Miami silt loam, 12 to 18 percent slopes	227	0.1	IVe		X	X
MsC3	Miami clay loam, 6 to 12 percent slopes, severely eroded	3,126	1.2	IVe		X	X
MsD3	Miami clay loam, 12 to 18 percent slopes, severely eroded	623	0.2	VIe		X	X
MtB	Miami-Crosby silt loams, 2 to 6 percent slopes	40,889	15.7	IIe	X	X P	X
MwA	Miami-Martinsville silt loams, 0 to 2 percent slopes	492	0.2	I	X	X	X
Mx	Milford silty clay loam	2,453	0.9	IIw	X WD		X
OcA	Ockley silt loam, 0 to 2 percent slopes	1,942	0.7	I	X		X
OcB	Ockley silt loam, 2 to 6 percent slopes	647	0.2	IIe	X		X
Pc	Palms muck, undrained	194	0.1	Vw		X	X
PgB	Parr silt loam, 1 to 5 percent slopes	689	0.3	IIe	X	X	X
Pn	Patton silty clay loam	4,228	1.6	IIw	X WD		
Pr	Pits, gravel	130				X	X
PtA	Proctor silt loam, 0 to 3 percent slopes	472	0.2	I	X	X	X
Ra	Ragsdale silt loam	12,424	4.8	IIw	X WD	X	X
RdA	Raub silt loam, 0 to 2 percent slopes	8,025	3.1	IIw	X WD	X	X
Re	Reesville silt loam	1,270	0.5	IIw	X WD	X	
RuB	Russell silt loam, 2 to 6 percent slopes	1,130	0.4	IIe	X	X	X
Sa	Sable silty clay loam	321	0.1	IIw	X WD	X	X
Sc	Sable-Drummer silty clay loams	9,364	3.6	IIw	X WD	X	X
Sd	Saranac silty clay loam	234	0.1	IIIw	X WD	X	X
St	Sleeth silt loam	496	0.2	IIw	X WD	X	X
Su	Sloan silt loam	1,372	0.5	IIIw	X NF	X	X
Sx	Starks silt loam	6,595	2.5	IIw	X WD	X	X
Ty	Treaty silt loam	14,489	5.6	IIw	X WD	X	X
Ud	Udorthents loamy	367	0.1	VIII			X
Wa	Wallkill silt loam	353	0.1	IIIw		X	X
We	Westland Silty Clay loam	773	0.3	IIw	X WD	X	X
Wh	Whitaker silt loam	1,870	0.7	IIw	X WD	X	X
XeA	Xenia silt loan, 0 to 2 percent slopes	1,071	0.4	I	X	X	X
Xeb	Xenia silt loam, 2 to 6 percent slopes	384	0.1	IIe	X	X	
	Total	260,480	100.0				

Source: Clinton County Soil Survey

w - wetness
e - erosion
WD - where drained

Prime Farmland: Prime farmland, as defined by USDA, is the land that has the soil quality, growing season and moisture supply needed to produce a sustained high yield of crops when it is treated and managed with acceptable farming methods. Prime farmland produces highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment. In Clinton County, prime farmland includes all capability classes I and II, if it is drained **(Again, See Table 3)**.

The Soil Conservation Service also has a broader classification of farmland called "Important Farmland". This classification includes all of the prime farmland plus remaining Class II soils and any Class III soils which require only minor management practices to overcome soil limitations.

For the purposes of this Comprehensive Plan, the "Important Farmland" classification is used for determining prime farmland. By this measurement, almost all of Clinton County is prime farmland **(See Map 15)**. The only areas that are not considered prime farmland are areas of steeper slope along county drainageways.

Because of this large amount of prime farmland, Clinton County may want to consider adopting exclusive agricultural land preservation regulations in a revised zoning ordinance. There are several ways which this may be done including:

1) Large Lot Zoning - This method set a large minimum lot size in the agricultural zone in order to prevent high density development in those areas.
2) Agricultural Exclusive Zones - This method prohibits any non-farm uses in the agricultural zone.
3) LESA Program - LESA stands for "Land Evaluation and Site Analysis". This system was devised by the Soil Conservation Service for use in rural counties to better evaluate the capabilities of the land to handle development looking at such things as soil conditions and expected affect on surrounding farms. It does not totally prohibit development, but rather encourages development to locate on sites most appropriate.
4) Density Regulations - There are a variety of these regulations which in most cases limit the number of sell-offs which can occur from a parcel of land.

These alternatives are discussed further in the Land Use Plan in Part II.

Development Potential: It is important that development occurs only in areas which have adequate soils. According to the Soil Survey, 41 of Clinton County's 49 soil types have severe limitations for septic systems, primarily due to ponding and wetness **(Again, See Table 3)**. All but two soils have severe or moderate limitations for building development, also due to the ponding and wetness. Soils are considered severe if the soil properties or site

features are so unfavorable or so difficult to overcome that special design, significant increases in construction cost and possibly increased maintenance are required.

Most development should be encouraged to locate in areas where sanitary sewage facilities can be provided. Soil Survey information is valuable and should be used to review development in Clinton County as part of the zoning process.

Soil Erosion: Another soil concern which in recent years has become quite apparent is erosion. According to the Indiana Water Resource, much of northwest and north central Clinton County has moderate soil potential **(See Map 16)**. According to the soil survey, soil erosion is a major problem on about 13 percent of Clinton County's crop and pastureland, and that if the slope is more than 20 percent there is a hazard. In 1991, the Soil Conservation Service will be releasing a detailed soil erosion study for Clinton County and all of northwest Indiana.

Erosion leads to decreased productivity and income and increased sedimentation, particularly in Clinton County streams and roadside ditches and drainageways.

To address the erosion problem, the State of Indiana has established a program called T-2000, which is a strategy of dealing with soil erosion and sedimentation statewide. The Clinton County Soil and Water Conservation Board is involved in the program. The goal of T-2000 is to reduce erosion on each acre of land to its tolerable level (T) or below by the year 2000 and to control all off-site sedimentation using the best practical technology.

The Federal government has also recognized soil erosion as a major problem. Through the 1985 Farm Bill, farmers, in order to remain eligible for Federal farm benefit programs, had to have an approved conservation plan by January 1, 1990 and have it implemented by January 1, 1995.

A goal of the Comprehensive Plan should be to encourage and support erosion and sedimentation conservation practices. Clinton County should also consider adopting a soil erosion ordinance and include erosion control practices in the revised zoning and subdivision ordinances.

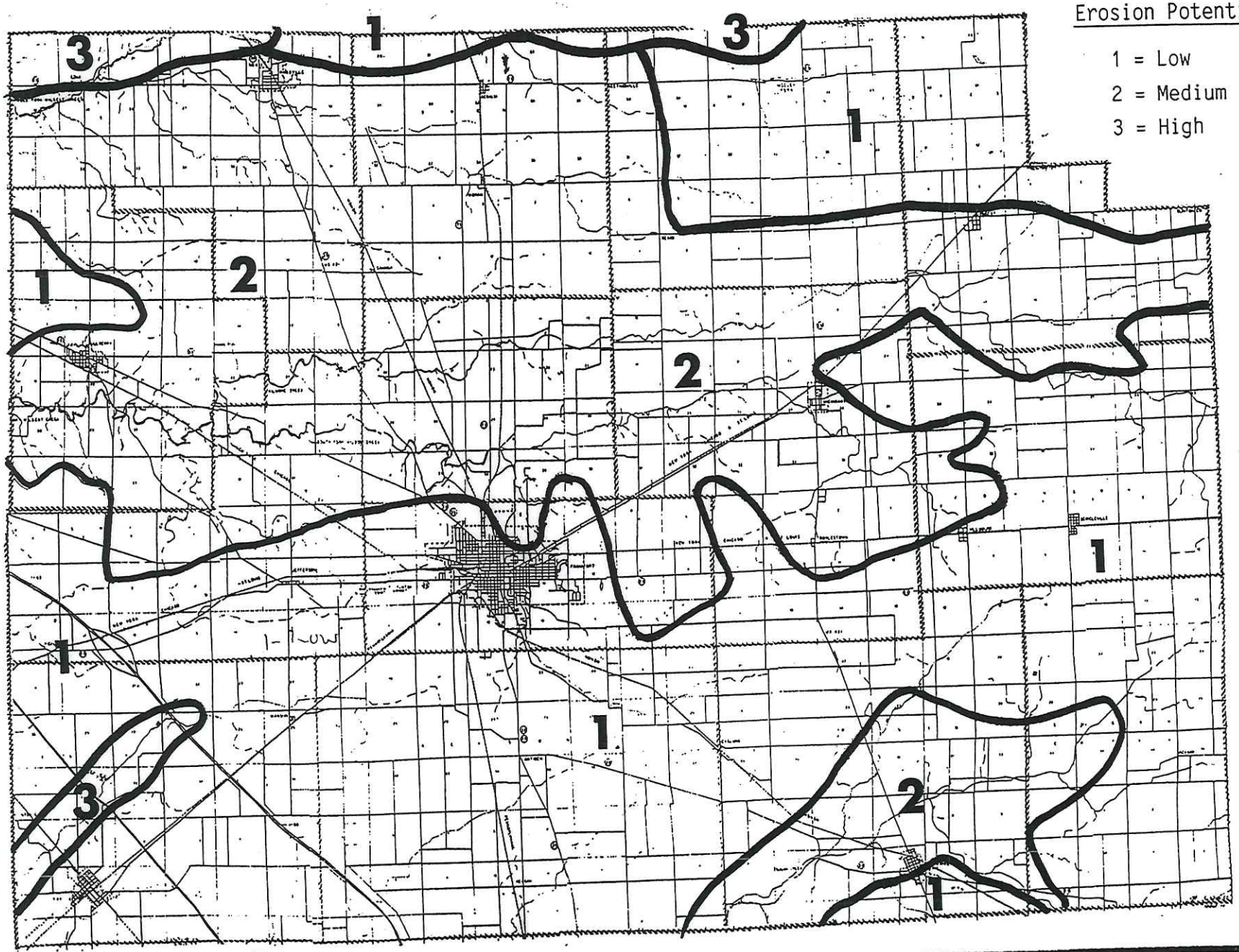
Natural Resources Implications for Planning

Land use planning and zoning must consider the natural limitations of the land to accommodate development. Unfortunately, in most instances, traditional planning and zoning has failed to protect the environment. In fact, traditional zoning has generally not even prevented strip development or unwanted scattered development from occurring in rural areas.

"Traditional" zoning often times even prohibits needed business services and support industries for the farming community.

There is now a new concept of planning and zoning emerging called "performance zoning". It replaces traditional zoning and all its associated problems in rural areas. Performance zoning has been developed to correct the failures of conventional zoning. Unlike the traditional approach, it does not organize land uses into hierarchy which is then used to protect "higher" (or preferred) uses from "lower" (or undesirable) ones. Rather, it imposes minimum levels of performance by setting standards in the ordinance which must be met by each land use. For instance, many zoning ordinances do not allow agricultural chemical dealers in agricultural zones. Performance zoning would not necessarily exclude them provided there would be no negative impact on neighboring properties. Likewise, houses in the agricultural zone would not be prohibited but certain performance standards would have to be met to ensure the environment would not be harmed. The SCS LESA program discussed earlier provides excellent standards to evaluate residential development. This and other performance-type zoning standards should be considered for the revised city and county zoning ordinance.

Soil Erosion



Source: The Indiana Water Resource.

POPULATION ANALYSIS

An analysis of a community's population provides the background information necessary to determine future land use, transportation, housing, public facilities and human service needs. This section of the Comprehensive Plan will discuss Clinton County's past growth trends and present population characteristics. Future population projections will be discussed in the Future Outlook section.

This population analysis provides extensive detailed data. Hopefully, these statistics will not only serve as background information for the Comprehensive Plan, but also as a community data source for many purposes and will be periodically updated in the future.

This analysis uses U.S. Census data, both the "100 Percent" census counts and the sample counts, in some instances, as the primary data source. In this section, the most reliable and recent population estimates are used in the absence of census data, whenever possible.

Past Population Trends

As discussed in the Historical Perspective, population grew rapidly through 1890 in Clinton County. Since then, population has remained relatively stable in number, varying between approximately 26,600 and 31,500 persons **(Again, see Table 1 in the Historical Perspective)**. During the last forty years, in particular (1950-1990), Clinton County has experienced either a slight population increase or a slight population decrease by ten year census intervals. This relative stability is in marked contrast to most surrounding counties which showed significant population increases during this time period **(See Table 5)**. Generally speaking, only Tipton County grew at lesser rates than Clinton County in most ten year intervals during this period.

The number of people in Frankfort has also been relatively stable between 1950 and 1990. Population has remained within 300 persons on either side of 15,000 during the entire period. During the 1980's, population decreased slightly. However, in late 1989, Frankfort annexed two areas into the city (South Williams Road area and Michigantown Road area) with an estimated 220 persons. Unfortunately, these were not included in the 1990 Census totals.

Population change in any community is the result of both natural increase and migration. Natural increase, which is the difference between the number of births and the number of deaths during any time period, usually results in population growth. Migration, which is

the difference between actual population change and natural increase, may result in either positive or negative change.

Natural increase and migration can be calculated for the 1970's and 1980's using birth and death records and U.S. Census information. Between 1970 and 1980, Clinton County had a natural increase of 1,535 people (See Table 6). However, even though population increased slightly during the 1970's, over 500 people migrated out of the county (See Table 7).

Between 1980 and 1990 population declined in Clinton County, even though there was a natural increase of 1,075 people (Again, see Table 6). This is because an additional 1,646 people left Clinton County during the 1980's resulting in the decreased population in 1990 (Again, see Table 7). In other words, the outmigration between 1980 and 1990 equalled all of the population growth caused by natural increase plus an additional 571 people. Much of Indiana and the Midwest experienced this out-migration during the 1980's. Expansion of job opportunities is needed to reverse this outward migration.

Table 5

Past Population Trends
Clinton County, Adjacent Counties, State
1950-1990

	1950	1960	Percent Change	1970	Percent Change	1980	Percent Change	1990	Percent Change
Clinton County	29,734	30,765	3.5	30,547	-0.7	31,545	3.3	30,974	-1.8
Boone County	23,993	27,543	14.8	30,870	12.1	35,446	18.1	38,147	4.7
Montgomery County	29,122	32,089	10.2	33,930	5.7	35,501	4.6	34,436	-3.0
Tippecanoe County	74,473	89,122	19.7	109,378	22.7	121,702	11.3	130,598	7.3
Carroll County	16,010	16,934	5.8	17,734	4.7	19,722	11.2	18,809	-4.6
Howard County	54,498	69,509	27.5	83,198	19.7	86,896	4.4	80,827	-7.0
Tipton County	15,566	15,856	1.9	16,650	5.0	16,819	1.0	16,119	-4.2
Hamilton County	28,491	40,132	40.9	54,532	35.9	82,027	50.4	108,936	32.8
City of Frankfort	15,028	15,302	1.8	14,956	-2.3	15,168	1.4	14,754	-2.7
State of Indiana	3,934,244	4,662,498	18.5	5,195,610	11.4	5,490,224	5.7	5,544,159	1.0

Source: U.S. Census

Table 6

Natural Increase
1970-1990
Clinton County

Year	Births	Rate[1]	Deaths	Rate[1]	Natural Increase
1970	562	18.4	388	12.7	----------
1971	536	17.6	410	13.4	----------
1972	531	17.3	332	10.8	----------
1973	499	15.9	368	11.8	----------
1974	536	17.4	391	12.7	----------
1975	520	17.2	379	12.5	----------
1976	495	16.3	366	12.0	----------
1977	530	17.3	341	11.1	----------
1978	498	16.7	350	11.7	----------
1979	517	17.5	364	12.3	----------
Total	5,224	17.2	3,689	12.1	1,535[2]
1980	484	15.3	376	11.9	----------
1981	476	15.3	382	12.2	----------
1982	502	16.1	357	11.4	----------
1983	442	13.9	401	12.6	----------
1984	460	14.4	320	10.0	----------
1985	456	14.6	336	10.7	----------
1986	453	14.6	347	11.2	----------
1987	429	13.7	378	12.0	----------
1988	456	14.3	336	10.6	----------
1989	478	NA	328	NA	----------
Total	4,636	NA	3,561	NA	1,075[2]

Source: Indiana Vital Statistics, Indiana State Board of Health.

[1]Number per 1,000 estimated population by place of residence.

[2]This is for the period January 1, 1970 - December 31, 1979 and January 1, 1980 - December 31, 1989, while the Census time period is April 1, 1970 - April 1, 1980 and April 1, 1980 - April 1, 1990, respectfully, so the data is not exactly comparable.

Table 7

Migration
1970-1990
Clinton County

1970 Census (April 1970)	30,547
1980 Census (April 1980)	31,545
1970-1980 Population Change	998
1970-1980 Natural Increase	1,535
1970-1980 Net Migration	-537
1980 Census (April 1980)	31,545
1990 Census (April 1990)	30,974
1980-1990 Population Change	-571
1980-1990 Natural Increase	1,075
1980-1990 Net Migration	-1,646

Source: U.S. Census
Vital Statistics, Indiana State Board of Health

Population Age Characteristics

There are several significant trends in the age of Clinton County's population between 1960 and 1990 (See Table 8). Statistics show that the county's population has grown generally older between these years.

The percentage of children and youth (0 to 14 year olds) decreased from 29.7 percent of the total population in 1960 to 23.1 percent of the total population in 1990. The actual number of children and youth also decreased from 9,156 to 7,139 during the time period. Fewer people in this age category will result in need for less school space and possibly other youth-oriented facilities.

The percentage of persons aged 35 to 55 decreased from 23.3 percent to 21.1 percent between 1960 and 1980, however, this percentage increased to 24.2 percent by 1990. In addition, while the number of persons in this age group decreased from 7,190 in 1960 to 6,660 in 1980, the number increased to 7,481 in 1990 primarily due to the aging of the "baby boomers" who were born in the fifteen years or so after World War II. This statistic is particularly good because people in this age group are generally the more financially productive, often times family rearing age group and provide a certain stability in a community. This age group usually accounts for much of a community's income and purchasing power.

However, the percentage of persons between 15 to 34 increased from 24.2 percent (7,448 people) to 28.4 percent (8,788 people). This growth in the younger adult category also includes younger "baby boomers".

Table 8

Age Trends
1960-1990
Clinton County

	1960				1970			
Age	Male	Female	Total	Percent	Male	Female	Total	Percent
0-4	1,566	1,555	3,121	10.1	1,271	1,234	2,505	8.2
5-9	1,580	1,494	3,074	10.0	1,511	1,400	2,911	9.5
10-14	1,495	1,466	2,961	9.6	1,557	1,507	3,064	10.0
15-19	1,184	1,117	2,301	7.5	1,390	1,358	2,748	9.0
20-24	782	904	1,686	5.5	845	1,104	1,949	6.4
25-29	785	880	1,665	5.4	915	921	1,836	6.0
30-34	883	913	1,796	5.8	823	825	1,648	5.4
35-39	904	1,018	1,922	6.2	786	879	1,665	5.5
40-44	939	960	1,899	6.2	872	868	1,740	5.7
45-49	866	867	1,733	5.6	849	947	1,796	5.9
50-54	809	827	1,636	5.3	818	890	1,708	5.6
55-59	709	767	1,476	4.8	760	790	1,550	5.1
60-64	710	800	1,510	4.9	675	748	1,423	4.7
65-69	639	740	1,379	4.5	500	687	1,187	3.9
70-74	491	568	1,059	3.4	443	647	1,090	3.6
75-79	396	474	870	2.8	328	506	834	2.7
80-84	181	222	403	1.3	179	348	527	1.7
85 +	105	169	274	0.9	109	257	366	1.2
Total	15,024	15,741	30,765	100.0	14,631	15,916	30,547	100.0

	1980				1990			
Age	Male	Female	Total	Percent	Male	Female	Total	Percent
0-4	1,247	1,231	2,478	7.9	1,166	1,129	2,295	7.4
5-9	1,315	1,198	2,513	8.0	1,306	1,096	2,402	7.8
10-14	1,277	1,231	2,508	8.0	1,230	1,212	2,442	7.9
15-19	1,373	1,294	2,667	8.5	1,154	1,048	2,202	7.1
20-24	1,227	1,260	2,487	7.9	901	915	1,816	5.9
25-29	1,246	1,263	2,509	8.0	1,163	1,166	2,329	7.5
30-34	1,054	1,073	2,127	6.7	1,186	1,252	2,438	7.9
35-39	891	924	1,815	5.8	1,183	1,170	2,353	7.6
40-44	791	843	1,634	5.2	954	1,063	2,017	6.5
45-49	780	828	1,608	5.1	807	831	1,638	5.3
50-54	781	822	1,603	5.1	721	752	1,473	4.8
55-59	750	851	1,601	5.1	665	739	1,404	4.5
60-64	684	836	1,520	4.8	650	710	1,360	4.4
65-69	582	666	1,248	4.0	588	790	1,378	4.4
70-74	443	653	1,096	3.5	503	710	1,213	3.9
75-79	303	565	868	2.8	368	551	919	3.0
80-84	205	479	684	2.2	219	429	648	2.1
85 +	160	419	579	1.8	185	462	647	2.1
Total	15,109	16,436	31,545	100.0	14,949	16,025	30,974	100.0

Even though there are increases in "baby boomers" age categories, many did leave Clinton County for jobs elsewhere as other sections explain.

Another trend is the increase in the percentage and number of citizens over 55 in Clinton County. 22.6 percent (6,971 people) of Clinton County's residents were in this age category in 1960. By 1990 this had increased to 24.4 percent (7,569 people). An increasing number of older and elderly persons creates special demands for services upon a community. Adequate medical care and emergency services are major concerns of people in this age group. Appropriate recreational opportunities would also be desirable for older citizens. Since many in this age group are on fixed incomes, the county should be concerned that basic needs of all senior citizens are met.

The City of Frankfort had somewhat similar age trends with those under 15 and between 35 to 54 decreasing in number and percentage and those between 15 and 34 and those over 55 increasing in number and percentage **(See Table 9)**.

Educational Attainment

Educational levels have increased in Clinton County **(See Table 10)**. The percentage of people with at least a high school diploma increased from 45.7 percent in 1960 to 76.1 percent in 1990. The percentage of people with eight years or less of school decreased from 33.6 percent in 1960 to 8.1 percent in 1990. The percentage of people with at least some college increased from 12.1 percent in 1960 to 26.9 percent in 1990.

Similar trends are also apparent in Frankfort **(Again, see Table 10)**. Both the percentage of high school and college graduates increased significantly between 1960 and 1980.

Educational opportunity and technical training must be available for Clinton County residents. Necessary skills must be taught for today's industry. A well-trained work force is important for economic development.

Households

Even though population changed little in number between 1960 and 1990, the number of households in Clinton County increased from 9,839 in 1960 to 11,450 in 1990 **(See Table 11)**. The number of households, rather than population, is what determines housing demand.

While the number of households increased, the number of persons in each household decreased

Table 9

Age Trends
1960-1990
Frankfort

	1960				1970			
Age	Male	Female	Total	Percent	Male	Female	Total	Percent
0-4	788	814	1,602	10.5	605	587	1,192	8.0
5-9	744	725	1,469	9.6	648	661	1,309	8.8
10-14	709	710	1,419	9.3	694	702	1,396	9.3
15-19	513	569	1,082	7.1	645	662	1,307	8.7
20-24	403	501	904	5.9	465	591	1,056	7.1
25-29	435	469	904	5.9	466	447	913	6.1
30-34	445	486	931	6.1	363	378	741	5.0
35-39	437	514	951	6.2	368	394	762	5.1
40-44	455	436	891	5.8	416	445	861	5.8
45-49	412	448	860	5.6	386	475	861	5.8
50-54	407	418	825	5.4	392	427	819	5.5
55-59	353	401	754	4.9	358	423	781	5.2
60-64	347	419	766	5.0	343	407	750	5.0
65-69	305	373	678	4.4	242	390	632	4.2
70-74	213	301	514	3.4	219	372	591	4.0
75-79	182	243	425	2.8	154	301	455	3.0
80-84	74	119	193	1.3	89	218	307	2.1
85 +	44	90	134	0.9	58	165	223	1.5
Total	7,266	8,036	15,302	100.0	6,911	8,045	14,956	100.0

	1980				1990			
Age	Male	Female	Total	Percent	Male	Female	Total	Percent
0-4	631	623	1,254	8.3	549	577	1,126	7.6
5-9	576	588	1,164	7.7	584	509	1,093	7.4
10-14	543	518	1,061	7.0	551	529	1,080	7.3
15-19	607	651	1,258	8.3	535	515	1,050	7.1
20-24	636	668	1,304	8.6	456	487	943	6.4
25-29	612	637	1,249	8.2	608	585	1,193	8.1
30-34	472	470	942	6.2	537	569	1,106	7.5
35-39	368	396	764	5.0	523	531	1,054	7.1
40-44	325	375	700	4.6	431	484	915	6.2
45-49	359	380	739	4.9	325	374	699	4.7
50-54	369	420	789	5.2	308	329	637	4.3
55-59	325	447	772	5.1	279	335	614	4.2
60-64	315	402	717	4.7	302	374	676	4.6
65-69	285	369	654	4.3	262	441	703	4.8
70-74	236	376	612	4.0	244	358	602	4.1
75-79	153	333	486	3.2	198	317	515	3.5
80-84	95	279	374	2.5	117	258	375	2.5
85 +	81	248	329	2.2	104	269	373	2.5
Total	6,988	8,180	15,168	100.0	6,913	7,841	14,754	100.0

Source: U.S. Census

Table 10

Educational Attainment
1960-1990
Clinton County/Frankfort

Years of School Completed	1960		1970		1980		1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Clinton County								
No Elementary Years Completed	74	0.4	131	0.8	NA	0.0	NA	0.0
Elementary								
1 to 4 years	386	2.2	255	1.5	360	1.9	NA	0.
5 to 7 years	1,679	9.6	1,153	6.6	961	5.1	NA	0.0
8 years	3,754	21.4	2,840	16.4	1,834	9.7	1,609	8.1
High School								
1 to 3 years	3,661	20.8	3,813	22.0	3,407	18.0	3,129	15.7
4 years	5,899	33.6	7,082	40.8	8,711	46.1	9,185	46.2
College								
1 to 3 years	1,153	6.6	1,053	6.1	1,861	9.8	3,760	18.9
4 years or more	975	5.5	1,035	6.0	1,741	9.3	2,192	11.0
Total persons of 25 years old and over	17,581	100.0	17,362	100.0	18,898	100.0	19,875	100.0
Frankfort								
No Elementary Years Completed	52	0.6	82	0.9	NA	0.0	NA	0.0
Elementary								
1 to 4 years	242	2.7	158	1.8	239	2.6	NA	0.
5 to 7 years	794	9.0	692	8.0	596	6.5	NA	0.0
8 years	1,875	21.3	1,519	17.5	1,030	11.3	955	10.0
High School								
1 to 3 years	1,967	22.3	2,062	23.7	1,794	19.6	1,749	18.4
4 years	2,803	31.8	2,970	34.2	3,710	40.6	4,250	44.7
College								
1 to 3 years	552	6.3	641	7.4	844	9.2	1,550	16.3
4 years or more	524	5.9	572	6.6	920	10.1	1,008	10.6
Total persons of 25 years old or older	8,809	100.0	8,696	100.0	9,133	100.0	9,512	100.0

Source: U.S. Census

Table 11

Households[1]
1960-1990
Clinton County/Frankfort

	1960		1970		1980		1990	
	Clinton County	Frankfort	Clinton County	Frankfort	Clinton County	Frankfort	Clinton County	Frankfort
Households	9,839	5,107	10,159	5,240	11,325	5,691	11,450	5,768
Population in Households	30,434	15,133	30,149	14,643	30,861	14,699	30,326	14,358
Persons Per Household (PPH)	3.09	2.96	2.97	2.79	2.73	2.58	2.65	2.49

Source: U.S. Census

between 1960 and 1990, probably because of the recent trend of families having fewer children, a higher divorce rate and the increasing number of people who remain single. The number of persons per household in Clinton County decreased from 3.09 in 1960 to 2.65 in 1990.

The number of households also increased in Frankfort between 1960 and 1990. In 1960, there were 5,107 households and in 1990 there were 5,768 households. However, the number of persons per household in Frankfort has been somewhat lower than Clinton County throughout the time period, decreasing from 2.96 in 1960 to 2.49 in 1990.

Household Characteristics

Approximately 64 percent of Clinton County's households were comprised of "traditional" husband/wife families in 1990, down somewhat from 1980 (See Table 12). Over 22 percent were single person households in 1990. There were 966 (8.4 percent) female-headed households without a husband present in 1990. Female-headed households sometimes create special social needs in the community, particularly in the area of child care.

Frankfort had a lower percentage of husband/wife households and a higher percentage of female-headed and non-

[1]A household is defined by the Bureau of the Census as all persons who occupy a single housing unit, which includes husband and wife families as well as boarding or group housing arrangements of up to six people. "Families" are those households with two or more individuals related by blood or marriage.

family households than the county as a whole (again, see Table 12).

Table 12

Household Type
1980-1990
Clinton County/Frankfort

Household Type	1980				1990			
	Clinton County	%	Frankfort	%	Clinton County	%	Frankfort	%
Family Households[2]	8,684	76.7	4,069	71.5	8,610	75.2	3,995	69.3
Married couple family (husband and wife both present)	7,695	67.9	3,406	59.8	7,359	64.3	3,206	55.6
Male head of household (no wife present)	205	1.8	118	2.1	285	2.5	168	2.9
Female head of household (no husband present)	784	6.9	545	9.6	966	8.4	621	10.8
Non-family Households[3]	2,641	23.3	1,622	28.5	2,840	24.8	1,773	30.7
Male head of households	872	7.7	486	8.5	1,095	9.6	647	11.2
Female head of household	1,769	15.6	1,136	20.0	1,745	15.2	1,126	19.5
Single person head of household	NA	NA	NA	NA	2,528	22.1	1,584	27.5
Over 65	NA	NA	NA	NA	1,326	11.6	839	14.5
Total Households	11,325	100.0	5,691	100.0	11,450	100.0	5,768	100.0

Source: U.S. Census

[2]A family household is defined as two or more people related by blood or marriage living in the same dwelling unit.

[3]This includes households with only one person or two or more persons not related by blood or marriage.

Marital Status

The proportion of married people to single/divorced/widowed people has decreased somewhat between 1960 and 1990 in Clinton County **(See Table 13)**. Over sixty percent of both males and females over the age of 16 in the county were married in 1990.

In Frankfort, the percentage of married people also decreased, though in all years, the percentage was lower in the city than in the county as a whole. It is also significant to note the percentage of widowed people in Frankfort, which is above the county average. The higher percentage is partially due to the location of Wesley Manor within the city.

Township's Population Characteristics

While Clinton County as a whole declined in population between 1980 and 1990, four of the county's townships increased in number - Kirklin, Madison, Ross and Union **(See Table 14)**. Owen, Perry, Johnson, and Union have the largest percentages of persons under the age of 18. On the other hand, Madison, Center and Ross Townships have the largest percentage of persons over age 65, though Jackson and Warren Townships have the oldest median age of all county townships. Owen and Union Townships have the most persons per household while Owen and Jackson Townships have the highest percentage of high school graduates.

Town Population Characteristics

Four of Clinton County's five towns increased in population between 1980 and 1990 **(See Table 15)**. Generally speaking, of the five towns, Colfax has the greater percentage of younger population while Rossville and Mulberry have the oldest population. Mulberry has the highest percentage of married couple households as well as the highest percentage of high school graduates **(See Table 16)**.

Future Outlook

In order to plan properly for the future, it is necessary to know how many people there will be in Clinton County and Frankfort. The 1990 Census provides the most recent, accurate population data. However, it is still necessary to rely on population estimates or projections to obtain more current data than 1990.

Four different organizations have either estimated or projected Clinton County's population in recent years or in coming years. A population estimate is a calculated figure for a past or present year while a projection is a calculation for a future year. Each of these population estimates or projections will be discussed.

Table 13

Martial Status
1960-1990
Clinton County/Frankfort

Marital Status (Over 15 Years of Age)[1]	Clinton County				Frankfort			
	1960				1960			
	Male	Percent	Female	Percent	Male	Percent	Female	Percent
Single	2,109	19.8	1,742	15.2	930	18.1	883	15.0
Married	7,833	73.7	7,890	68.9	3,842	74.8	3,883	65.9
Separated	51	0.5	76	0.7	35	0.7	53	0.9
Widowed	469	4.4	1,545	13.5	219	4.3	915	15.5
Divorced	218	2.1	282	2.5	142	2.8	209	3.5
Total	10,629	100.0	11,459	100.0	5,133	100.0	5,890	100.0
	1970				1970			
Single	2,332	22.0	2,051	17.0	1,113	21.8	1,002	16.1
Married	7,655	72.1	7,736	64.1	3,649	71.3	3,721	59.9
Separated	88	0.8	123	1.0	58	1.1	96	1.5
Widowed	343	3.2	1,852	15.4	166	3.2	1,187	19.1
Divorced	283	2.7	422	3.5	187	3.7	307	4.9
Total	10,613	100.0	12,061	100.0	5,115	100.0	6,217	100.0
	1980				1980			
Single	2,370	21.0	1,920	15.0	1,091	20.8	992	15.4
Married	7,898	70.1	7,896	61.8	3,533	67.4	3,532	54.8
Separated	78	0.7	112	0.9	55	1.1	78	1.2
Widowed	332	2.9	2,003	15.7	180	3.4	1,241	19.2
Divorced	592	5.3	845	6.6	379	7.2	608	9.4
Total	11,270	100.0	12,776	100.0	5,238	100.0	6,451	100.0
	1990				1990			
Single	2,382	21.2	1,925	15.3	1,174	22.5	992	15.9
Married	7,585	67.4	7,594	60.3	3,324	63.6	3,329	53.4
Separated	109	1.0	161	1.3	62	1.2	116	1.9
Widowed	325	2.9	1,837	14.6	182	3.5	1,087	17.5
Divorced	846	7.5	1,071	8.5	484	9.3	705	11.3
Total	11,247	100.0	12,588	100.0	5,226	100.0	6,229	100.0

Source: U.S. Census

[1] 1960 and 1970 figures include all persons over 14 years of age.

Table 14
Population Characteristics
1980-1990
Townships

	Total Population		Percent Change	Percent Under Age 18		Age 65 and over		Median Age	
	1980	1990	1980 - 1990	1980	1990	1980	1990	1980	1990
Center Township	16,338	15,845	-3.0	28.0	26.9	16.0	17.1	31.8	34.2
Forest Township	935	890	-4.8	31.9	27.6	9.9	11.8	29.7	33.9
Jackson Township	1,200	1,199	-0.1	28.2	26.6	11.5	13.9	33.5	35.2
Johnson Township	679	641	-5.6	33.9	30.6	9.0	9.7	28.6	31.9
Kirklin Township	1,279	1,314	+2.7	27.3	28.1	13.4	14.0	32.1	32.8
Madison Township	1,847	1,938	+4.9	29.2	26.3	15.5	18.8	31.6	35.9
Michigan Township	1,585	1,566	-1.2	31.2	28.8	10.9	11.9	30.6	33.5
Owen Township	886	868	-2.0	33.1	31.1	10.7	13.4	29.0	32.7
Perry Township	1,462	1,396	-4.5	31.2	30.6	11.8	12.4	30.2	32.4
Ross Township	2,182	2,217	+1.6	29.5	27.6	16.1	16.7	31.9	34.7
Sugar Creek Township	508	485	-4.5	33.3	28.9	10.8	13.6	28.8	34.4
Union Township	850	905	+6.5	31.5	29.7	7.5	9.6	30.8	34.3
Warren Township	722	689	-4.6	28.9	27.1	12.3	14.2	31.7	34.8
Washington Township	1,072	1,051	-2.0	29.4	28.4	10.4	12.0	32.4	33.3
Clinton County	31,545	30,974	-1.8	29.1	27.6	14.2	15.5	31.4	34.1

	Households		Person/Household		Percent High[1] School Graduate		Civilian Labor Force	
	1980	1990	1980	1990	1980	1990	1980	1990
Center Township	6,105	6,146	2.60	2.51	60.9	72.4	7,571	7,645
Forest Township	323	327	2.89	2.72	76.4	77.3	429	448
Jackson Township	428	429	2.80	2.79	80.8	89.1	605	541
Johnson Township	224	220	3.03	2.91	64.0	76.0	276	346
Kirklin Township	470	489	2.72	2.69	65.7	70.1	603	590
Madison Township	615	648	2.85	2.77	69.1	77.6	851	910
Michigan Township	552	547	2.87	2.86	69.4	82.6	746	761
Owen Township	291	281	3.04	2.98	71.0	91.1	396	417
Perry Township	495	476	2.95	2.93	68.8	78.7	650	611
Ross Township	739	781	2.83	2.74	67.9	77.5	934	1,077
Sugar Creek Township	170	173	2.99	2.80	61.0	83.0	206	213
Union Township	274	305	3.10	2.97	68.7	87.9	433	458
Warren Township	256	244	2.82	2.82	72.2	83.3	358	323
Washington Township	383	384	2.80	2.74	72.1	79.3	530	465
Clinton County	11,325	11,450	2.73	2.65	65.3	76.2	14,588	14,805

Source: U.S. Census

[1]Percent of persons 25 years and older.

Table 15

Age Characteristics[1]
1980-1990
Clinton County Towns

	Colfax				Kirklin				Michigantown			
	1980		1990		1980		1990		1980		1990	
Age	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0-4	75	9.3	46	6.3	27	4.0	58	8.2	14	3.1	26	5.5
5-14	141	17.5	133	18.3	93	13.7	108	15.3	103	22.8	83	17.6
15-24	159	19.7	99	13.6	119	17.5	103	14.6	67	14.8	71	15.0
25-34	117	14.5	116	16.0	79	11.6	130	18.4	62	13.7	62	13.1
35-44	75	9.3	85	11.7	81	11.9	78	11.0	39	8.6	72	15.3
45-54	61	7.6	84	11.6	79	11.6	57	8.1	29	6.4	45	9.5
55-64	86	10.7	70	9.6	84	12.4	64	9.1	76	16.8	37	7.8
65 +	92	11.4	94	12.9	117	17.2	109	15.4	62	13.7	76	16.1
	806	100.0	727	100.0	679	100.0	707	100.0	452	100.0	472	100.0

	Mulberry				Rossville			
	1980		1990		1980		1990	
Age	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0-4	94	7.7	76	6.0	78	6.8	83	7.1
5-14	195	15.9	190	15.1	169	14.7	178	15.1
15-24	190	15.5	143	11.3	170	14.8	142	12.1
25-34	181	14.8	190	15.1	152	13.2	176	15.0
35-44	128	10.4	154	12.2	115	10.0	147	12.5
45-54	105	8.6	115	9.1	94	8.2	109	9.3
55-64	115	9.4	110	8.7	109	9.5	86	7.3
65 +	217	17.7	284	22.5	261	22.7	254	21.6
	1,225	100.0	1,262	100.0	1,148	100.0	1,175	100.0

Source: U.S. Census

[1]This information is from the "sample" census data and may not correspond to other "100 percent count" census data.

Table 16

Social Characteristics[1]
1980-1990
Clinton County Towns

	Colfax				Kirklin				Michigantown			
	1980		1990		1980		1990		1980		1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Family Household	219	80.8	202	80.2	187	68.2	196	71.0	121	74.2	129	75.4
Married couple household	203	74.9	175	69.4	162	59.1	169	61.2	109	66.9	109	63.7
Female head of household	9	3.3	20	7.9	15	5.5	19	6.9	10	6.1	18	10.5
Other family household	7	2.6	7	2.8	10	3.6	8	2.9	2	1.2	2	1.2
Other households	52	19.2	50	19.8	87	31.8	80	29.0	42	25.8	42	24.6
Total households	271	100.0	252	100.0	274	100.0	276	100.0	163	100.0	171	100.0
Number of school years completed												
0 - 8 years	76	17.6	33	7.7	91	20.7	52	11.7	45	16.8	10	3.6
9 - 11 years	98	22.7	76	17.7	103	23.4	99	22.2	46	17.2	56	20.4
12 years	215	49.9	226	52.6	182	41.4	194	43.5	134	50.0	117	42.5
13 - 15 years	20	4.6	69	16.0	24	5.5	84	18.8	23	8.6	63	22.9
16 or more years	22	5.1	26	6.0	40	9.1	17	3.8	20	7.5	29	10.5
Total persons Age 25 years or more	431	100.0	430	100.0	440	100.0	446	100.0	268	100.0	275	100.0

	Mulberry				Rossville			
	1980		1990		1980		1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Family Household	330	83.8	333	80.2	324	78.1	322	75.6
Married couple household	307	77.9	298	71.8	287	69.2	264	62.0
Female head of household	20	5.1	26	6.3	36	8.7	44	10.3
Other family household	3	0.8	9	2.2	1	0.2	14	3.3
Other households	64	16.2	82	19.8	91	21.9	104	24.4
Total households	394	100.0	415	100.0	415	100.0	426	100.0
Number of school years completed								
0 - 8 years	124	16.6	73	8.6	131	17.9	80	10.1
9 - 11 years	136	18.2	121	14.3	134	18.3	130	16.4
12 years	328	44.0	385	45.6	344	47.1	336	42.5
13 - 15 years	103	13.8	206	24.4	67	9.2	187	23.6
16 or more years	55	7.4	60	7.1	55	7.5	58	7.3
Total persons Age 25 years of more	746	100.0	845	100.0	731	100.0	791	100.0

Source: U.S. Census

[1]This information is from the "sample" census data and may not correspond to other "100 percent count" census data.

U.S. Census Estimate: The U.S. Census provides yearly county population estimates, usually with a two year lag time. The methodology for the Census estimate is complex but is based upon Federal income tax data, birth and death statistics and Medicare records. While the most recent census estimate predates the 1990 Census, it is useful to include this data anyway so that a method of comparison between the actual census and estimates is possible, as well as having this data source noted on the Plan so that it may be updated in the future. The Census estimated that Clinton County had 31,800 people in 1988 **(See Table 17)**. This was an increase of 255 people from 1980. The Census also estimated population for Frankfort **(Again, see Table 17)** and for the towns and townships **(See Table 18)**. The Census estimated that Frankfort had 15,490 people in 1988. Three of Clinton County's five towns were estimated to have increased in population, though, in all but five townships, population was estimated to have declined between 1980 and 1988. The 1990 Census showed that the Census estimates were slightly high in many instances, particularly for the county as a whole and the City of Frankfort.

Sales and Marketing and Management (SM&M): This is a private population projection source which provides valuable county population and market data. SM&M publishes both estimates and projections, with the estimates being used in this study. SM&M estimated that the county's population was 31,400 on December 31, 1987. This figure was slightly higher than the actual 1990 population count.

Editor and Publisher (E&P) Marketguide: This is another market oriented population projection source which is prepared yearly and is used principally by the media, though it is useful to planners as well. E&P shows Clinton County's population to be increasing during the 1990's. It estimates the county to have 31,665 people in 1991. E&P also shows a slight increase in population for Frankfort, with an estimate of 14,984 in 1991.

Indiana University School of Business: These population projections were prepared by Indiana University in 1988 for the Indiana Board of Health. They provide detailed age and sex projections for 1985 to 2020 and could be considered the "official" projections for the state. These projections are based upon the fertility, mortality and migration experiences of each county in recent years. They will likely be updated following the release of all 1990 Census data so this section of the Plan should likewise be updated at that time.

Table 17

Population Projections
1980-2000
Clinton County/Frankfort

Year	Estimate/Projection		Percent Change from 1980		Source
	Clinton County	Frankfort	Clinton County	Frankfort	
1980	31,545	15,168	NA	NA	1980 U.S. Census
1985	31,300	NA	-0.8	NA	Indiana University
1988	31,800	15,490	+0.8	-2.1	U.S. Census estimate
1989 (Dec 31)	31,400	NA	-0.5	NA	Sales Marketing and Management
1990	31,050	NA	-1.6	NA	Indiana University
1990	30,974	14,754	-1.8	-2.7	1990 U.S. Census
1991	31,665	14,984	+0.4	-1.2	Editor and Publisher
2000	30,700	NA	-2.7	NA	Indiana University

Sources: U.S. Census, Local Population Estimates, P-26 Series, April 1990.
1991 Editor and Publisher Marketguide, December 1990.
The Survey of Buying Power, 1990, Sales and Marketing Management.
Indiana County Population Projections, School of Business, Indiana University for the Indiana State Board of Health, 1988.

Table 18

Population Estimates
1988
Townships/Frankfort/Towns

Community	1980	1988	Percent Change
Center Township	16,338	16,690	+ 2.2
Forest Township	935	860	- 8.0
Jackson Township	1,200	1,270	+ 5.8
Johnson Township	679	540	-20.5
Kirklin Township	1,279	1,340	+ 4.8
Madison Township	1,847	1,810	- 2.0
Michigan Township	1,585	1,760	+11.0
Owen Township	886	900	+ 1.6
Perry Township	1,462	1,460	- 0.1
Ross Township	2,182	2,060	- 5.6
Sugar Creek Township	508	510	+ 0.4
Union Township	850	840	- 1.2
Warren Township	722	680	- 5.8
Washington Township	1,072	1,100	2.6
City of Frankfort	15,168	15,490	+ 2.1
Town of Colfax	823	870	+ 5.7
Town of Kirklin	662	720	+ 8.8
Town of Michigantown	453	500	+10.4
Town of Mulberry	1,225	1,200	- 2.4
Town of Rossville	1,148	1,040	- 9.4

Source: U.S. Census, Local Population Estimates, P-26 Series, April 1990.

These projections indicate that while outmigration will continue through the end of the Century, it will be at lower levels each year (See Table 19). The projections also indicate that in general, there will be fewer younger people and more people in their 40's and 50's, again the baby boom influence. Those over 65 are projected to decline slightly in number. There will also be less natural increase over time due to a population getting older.

While Indiana University's projections are for the longest time period and are the most detailed, they have a serious fallacy. These projections are linked with the past and assume that past conditions will not change for the projection period. If the goals of this Comprehensive Plan area achieved, past conditions will change and the projections will become obsolete.

Projection Summary: While all four projections differ somewhat, a trend is possible to discern. All four indicate a generally stable number of people for the planning period. Population is not expected to be too much above or below the 1980 or 1990 count. Interestingly, the 1974 Clinton County Comprehensive Plan also forecasted declining population through the end of the Century, though the slight population increase in 1980 was not foreseen. Also interesting to note is that detailed analysis of the projections suggest that during the early 1980's, population decreased much more rapidly than later in the decade. If this continues into the 1990's, there may be modest population growth, contrary to present projections which in large part are based upon past trends.

It is also important to note that the population should become older as time goes on. Even though population is not expected to increase given present conditions, the distribution of the population throughout the county may change. "Decentralization" or dispersal of people away from Frankfort may be expected. This is already apparent due to population increases in the Kirklin, Madison, Ross and Union Townships during the 1980's. (Again, see Table 14). However, with proper planning, development can be encouraged in those areas most appropriate for growth. This will be discussed more in the Land Use Analysis of the Plan.

Table 19
Age Projections
1990-2000
Clinton County

Age	1990		1995		2000	
	Number	Percent	Number	Percent	Number	Percent
0-4	1,980	6.4	1,920	6.2	1,870	6.1
5-9	2,180	7.0	1,980	6.4	1,920	6.3
10-14	2,450	7.9	2,160	7.0	1,960	6.4
15-19	2,270	7.3	2,290	7.4	2,030	6.6
20-24	2,090	6.7	2,140	6.9	2,180	7.1
25-29	2,460	7.9	2,090	6.8	2,150	7.0
30-34	2,540	8.2	2,490	8.1	2,120	6.9
35-39	2,560	8.2	2,530	8.2	2,470	8.0
40-44	2,110	6.8	2,530	8.2	2,500	8.1
45-49	1,750	5.6	2,060	6.7	2,480	8.1
50-54	1,510	4.9	1,690	5.5	1,980	6.4
55-59	1,430	4.6	1,410	4.6	1,600	5.2
60-64	1,310	4.2	1,280	4.1	1,270	4.1
65-69	1,180	3.8	1,100	3.6	1,090	3.6
70-74	1,060	3.4	1,000	3.2	940	3.1
75-79	840	2.7	850	2.8	800	2.6
80-84	610	2.0	590	1.9	600	2.0
85 +	720	2.3	740	2.4	740	2.4
Total	31,050	100.0	30,850	100.0	30,700	100.0
Median Age	34.1		35.7		37.3	
Projected Births	1,980		1,920		1,870	
Projected Deaths	1,680		1,670		1,680	
Projected Natural Increases	300		250		190	
Projected Net Migration	-500		-400		-300	
Projected Change	-200		-150		-110	

Source: Indiana County Population Projections, School of Business, Indiana University for the Indiana State Board of Health, 1988.

ECONOMIC ANALYSIS

The economy of a county is the foundation upon which the community is built. Knowledge of the economy provides information necessary to predict future economic trends. This section of the Plan will first discuss the general economic trends of recent times including labor force, employment and income data and will then discuss various industrial sectors of the economy including manufacturing, agriculture and trade.

Clinton County's early economy was dominated by agriculture and agricultural-related industries and services. Historically, most products were "exported" to other areas of the country and world, bringing in income from the outside.

Today, agriculture is now joined by manufacturing, trade and services as sources of jobs and income. Unfortunately, the number of jobs has been less than needed to provide work for the existing Clinton County labor force, let alone to provide for future growth. Many of Clinton County's residents commute to work outside the county. At the same time, the supporting employment sector must be expanded to provide goods and services needed by county citizens.

Like the population analysis, this section provides extensive detailed data, which hopefully will not only serve as background information for the Comprehensive Plan, but also as a community data source for many purposes. It should be periodically updated in the future.

Also like the population analysis, this section of the Plan was written as the 1990 Census was being conducted. Consequently, upon release of the 1990 data, this section should be updated to reflect new information, particularly since this analysis relies upon past Census data to a great extent.

Labor Force

Clinton County's labor force[1] has been increasing even though population has remained relatively stable in number. Between 1950 and 1980, the civilian labor force[2] in Clinton County increased from 11,130 persons to 14,601 **(See Table 20)**. All of this increase is due

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[1]The labor force as defined by the Census is all employed or unemployed persons including the millitary.

[2]The civilian labor force, as defined by the Census, is all persons in the labor force except for military personnel.

to more females in the labor force. Between 1950 and 1990, the number of females in the labor force increased from 2,472 to 6,578. Interestingly, males in the county labor force actually decreased from 8,658 to 8,229 during this thirty year period, though between 1970 and 1980 the male labor force increased, probably due to the "baby boom" effect.

Table 20

Labor Force
1950-1990
Clinton County

	1950	1960	1970	1980	1990
Total Population 16 Years and Older[1]	22,179	22,088	21,233	23,524	23,376
Labor Force	11,130	11,989	12,613	14,601	14,807
Percent	50.2	54.3	59.4	62.1	63.3
Civilian Labor Force	11,123	11,971	12,605	14,588	14,805
Employed	10,937	11,434	12,220	13,497	13,916
Percent Unemployed	1.7	4.5	3.1	7.5	6.0
Not in Labor Force	11,409	10,099	8,620	8,923	8,569
Total Males 16 Years and Older[1]	10,757	10,629	9,882	10,994	11,033
Labor Force	8,658	8,301	7,820	8,520	8,229
Percent	80.5	78.1	79.1	77.5	74.6
Civilian Labor Force	8,651	8,283	7,812	8,507	8,229
Employed	8,495	7,983	7,603	7,890	7,807
Not in Labor Force	2,099	2,328	2,062	2,474	2,804
Total Females 16 Years and Older[1]	11,422	11,459	11,351	12,530	12,343
Labor Force	2,472	3,688	4,793	6,081	6,578
Percent	21.6	32.2	42.2	48.5	53.3
Civilian Labor Force	2,472	3,688	4,793	6,081	6,576
Employed	2,442	3,451	4,617	5,607	6,109
Not in Labor Force	8,950	7,771	6,558	6,449	5,765

Source: U.S. Census

[1] 14 years and older in 1950 and 1960.

While the Census provides the most accurate labor force data, labor force estimates are available on a monthly and yearly basis for counties, as provided by the Indiana Department of Workforce Development. During the 1980's, the labor force varied from an estimated low of 14,875 in 1983 to an all-time high of 16,220 in 1992 **(See Table 21)**.

Labor force trends in Frankfort are similar to Clinton County. Between 1950 and 1990, the labor force increased from 5,944 to 7,056 **(See Table 22)**. All of this increase was due to increased female participation in the labor force.

Unemployment

Unemployment has been historically of moderate levels in Clinton County **(Again, see Tables 20 and 22)**. However, during the recession of the early 1980's, unemployment reached an annual average of 11.1 percent in 1982, which was below the State average, but above the National average. By 1990, fortunately, this rate has decreased significantly to 5.7 percent while during this same year, the number in the county labor force was at or near record level. During the early 1990's, though unemployment once again increased, though it remained at or near State and National levels.

Employment by Place of Residence

The total number of Clinton County residents who were employed increased from 10,937 in 1950 to 13,916 in 1990 **(See Table 23)**. This data is by place of residence so some of these jobs were not in the county.

Agricultural employment decreased from 2,280 (20.8 percent) in 1950 to 925 (6.9 percent) in 1980 though it increased slightly in 1990 to 980 (7.0 percent). This decline in agricultural employment was due to the consolidation of farms and the mechanization of agriculture.

Throughout the period, manufacturing provided the most jobs for Clinton County residents. Manufacturing employment increased from 2,298 (21.0 percent) in 1950 to 4,689 (34.7 percent) in 1980 though it decreased to 4,331 (31.1 percent) in 1990.

There have also been significant increases in service and trade employment throughout the period. Service employment increased from 1,430 (13.1 percent) in 1950 to 3,510 (25.2 percent) in 1990 while trade employment increased from 1,840 (16.8 percent) in 1950 to 2,573 (18.5 percent) in 1990.

Similar trends were apparent in Frankfort except for agricultural workers where there were very few at any time between 1950 and 1980 **(See Table 24)**. However, because of lesser agricultural employment in Frankfort, manufacturing and most other categories had higher percentages each year than Clinton County as a whole.

Table 21

Labor Force Annual Averages[1]
1980-1991
Clinton County

	1980	1981	1982	1983	1984	1985
Civilian Labor Force	14,950	15,200	15,525	14,875	14,925	15,425
Total Employment	13,625	13,825	13,800	13,375	13,600	13,975
Unemployed	1,325	1,375	1,725	1,500	1,325	1,450
Percent Unemployed	8.8	9.1	11.1	10.1	8.8	9.3
Indiana Percent Unemployed	9.6	10.0	12.0	11.1	8.6	7.9
U.S. Percent Unemployed	7.1	7.6	9.7	9.6	7.5	7.2

	1986	1987	1988	1989	1990	1991	July Preliminary 1992
Civilian Labor Force	15,300	15,290	15,580	15,690	15,580	15,700	16,220
Total Employment	14,200	14,370	14,840	14,900	14,710	14,750	15,190
Unemployed	1,100	920	740	790	870	950	1,030
Percent Unemployed	7.2	6.0	4.8	5.0	5.6	6.0	6.3
Indiana Percent Unemployed	6.7	6.4	5.3	4.7	5.3	5.9	6.1
U.S. Percent Unemployed	7.0	6.2	5.5	5.3	5.5	6.7	7.6

Source: Labor Force Estimates, Indiana Department of Workforce Development.

[1]The "benchmark" year to which the figures are adjusted vary from year to year so exact comparison is not possible. However, general trends may be discerned and comparison within each year is possible.

Table 22

Labor Force
1950-1990
Frankfort

	1950	1960	1970	1980	1990
Total Population 16 Years and Older[1]	11,387	11,023	10,661	11,455	11,221
Labor Force	5,944	6,109	6,367	7,014	7,056
Percent	52.2	55.4	59.7	61.2	62.9
Civilian Labor Force	5,939	6,095	6,367	7,007	7,056
Employed	5,813	5,823	6,222	6,356	6,497
Percent Unemployed	2.1	4.5	2.3	9.3	7.9
Not in Labor Force	5,443	4,914	4,294	4,441	4,165
Total Males 16 Years and Older[1]	5,384	5,133	4,758	5,125	5,098
Labor Force	4,318	4,039	3,737	3,922	3,749
Percent	80.2	78.7	78.5	76.5	73.5
Civilian Labor Force	4,313	4,025	3,737	3,915	3,749
Employed	4,210	3,873	3,592	3,532	3,476
Not in Labor Force	1,066	1,094	1,021	1,203	1,349
Total Females 16 Years and Older[1]	6,003	5,890	5,903	6,330	6,123
Labor Force	1,626	2,070	2,630	3,092	3,307
Percent	27.1	35.1	44.6	48.8	54.0
Civilian Labor Force	1,626	2,070	2,630	3,092	3,307
Employed	1,603	1,950	2,502	2,824	3,021
Not in Labor Force	4,377	3,820	3,273	3,238	2,816

Source: U.S. Census

[1] 14 years and older 1950 and 1960.

Table 23

Employment by Industry
1950-1990
Clinton County

Industry	1950		1960		1970	
	Number of Persons	Percent of Total	Number of Persons	Percent of Total	Number of Persons	Percent of Total
Agriculture, Forestry and Fishing	2,280	20.8	1,537	13.4	935	7.7
Mining	6	0.1	13	0.1	34	0.3
Construction	592	5.4	511	4.5	800	6.5
Manufacturing	2,298	21.0	3,297	28.8	4,343	35.5
Transportation, Communication and Public Utilities	1,711	15.6	1,224	10.7	822	6.7
Wholesale and Retail Trade	1,840	16.8	1,953	17.1	2,206	18.1
Finance, Insurance and Real Estate	272	2.5	446	3.9	392	3.2
Professional, Personal and Other Services	1,430	13.1	1,701	14.9	2,390	19.6
Public Administration	275	2.5	287	2.5	298	2.4
Other Industries	233	2.1	465	4.1	0	0.0
Total Employed	10,937	100.0	11,434	100.0	12,220	100.0

Industry	1980		1990	
	Number of Persons	Percent of Total	Number of Persons	Percent of Total
Agriculture, Forestry and Fishing	925	6.9	980	7.0
Mining	22	0.2	12	0.1
Construction	797	5.9	990	7.1
Manufacturing	4,689	34.7	4,331	31.1
Transportation, Communication and Public Utilities	778	5.8	583	4.2
Wholesale and Retail Trade	2,324	17.2	2,573	18.5
Finance, Insurance and Real Estate	595	4.4	621	4.5
Professional, Personal and Other Services	2,981	22.1	3,510	25.2
Public Administration	386	2.9	316	2.3
Other Industries	0	0.0	0	0.0
Total Employed	13,497	100.0	13,916	100.0

Source: U.S. Census

Table 24

Employment by Industry
1950-1990
Frankfort

Industry	1950 Number of Persons	1950 Percent of Total	1960 Number of Persons	1960 Percent of Total	1970 Number of Persons	1970 Percent of Total
Agriculture, Forestry and Fishing	88	1.5	76	1.3	43	0.7
Mining	2	0.0	0	0.0	10	0.2
Construction	258	4.4	226	3.9	355	5.8
Manufacturing	1,472	25.3	1,926	32.1	2,442	40.1
Transportation, Communication and Utilities	1,369	23.6	838	14.4	503	8.3
Wholesale and Retail Trade	1,241	21.3	1,094	18.8	1,188	19.5
Finance, Insurance and Real Estate	191	3.3	233	4.0	164	2.7
Professional, Personal and Other Services	918	15.8	952	16.3	1,279	21.1
Public Administration	188	3.2	184	3.2	110	1.8
Other Industries	86	1.5	294	5.0	0	0.0
Total Employed	5,813	100.0	5,823	100.0	6,094	100.0

Industry	1980 Number of Persons	1980 Percent of Total	1990 Number of Persons	1990 Percent of Total
Agriculture, Forestry and Fishing	70	1.1	161	2.5
Mining	0	0.0	0	0.0
Construction	358	5.6	487	7.5
Manufacturing	2,465	38.8	2,272	35.0
Transportation, Communication and Utilities	419	6.6	257	4.0
Wholesale and Retail Trade	1,111	17.5	1,294	19.9
Finance, Insurance and Real Estate	267	4.2	302	4.6
Professional, Personal and Other Services	1,424	22.4	1,550	23.9
Public Administration	242	3.8	174	2.7
Other Industries	0	0.0	0	0.0
Total Employed	6,356	100.0	6,497	100.0

Source: U.S. Census

Occupation by Place of Residence

Employment data by occupation is also available for Clinton County and Frankfort. This is also by place of residence, not job site.

Between 1950 and 1970, the percentage of Clinton County workers in farm occupations decreased from 20.4 percent to 7.3 percent **(See Table 25)**. Operators, service workers, clerks and craftsmen had the greatest increases in percentages between 1950 and 1970.

Similar trends were apparent in Frankfort, though farm occupations were significantly less in all years as a whole **(See Table 26)**.

It is not easy to determine if these trends continued through 1980 because the 1980 and 1990 Censuses did not use the same occupation categories as the earlier censuses and thus cannot be easily compared **(See Table 27)**. However, one general conclusion may still be made from 1990 occupation data. Precision production, craft and repair; administrative support and machine operators remained predominant occupations in the county and Frankfort.

Place of Employment

Many Clinton County residents do not work in the county. In 1980, 3,005 people or over 24 percent of all workers commuted to jobs outside of the county **(See Table 28 and Map 17)**.

Clinton County has to a limited extent become a "bedroom" community. Tippecanoe County, Howard County and to a lesser extent Marion County, provide the most jobs for Clinton County residents who commute. While over 3,000 residents drove out of the county, only about 400 residents of other counties drove into Clinton County for jobs.

Employment by Place of Work

Until now, employment has been discussed by place of residence. Information by place of work is also available. This data, updated yearly by the Indiana Department of Employment and Training Services allows detailed study of employment that is within Clinton County.

Manufacturing provides the most jobs of all industrial sectors in Clinton County **(See Table 29)**. Manufacturing accounted for 3,593 jobs in 1988. This equals over one-third of all jobs in the county. Manufacturing employment was followed by retail trade (19.6 percent) and government (14.9 percent) as sources of jobs in Clinton County. These three sectors provide over seventy percent of all employment within the county.

Table 25

Employment by Occupation
1950-1970
Clinton County

	1950		1960		1970	
	Number	Percent	Number	Percent	Number	Percent
Professional, Technical and Kindred Workers	653	6.0	817	7.1	1,052	8.6
Farmers, Farm Laborers and Farm Managers	2,234	20.4	1,492	13.0	895	7.3
Managers, Proprietors and Administrators	819	7.5	887	7.8	921	7.5
Clerical and Kindred Workers	980	9.0	1,210	10.6	1,482	12.1
Sales Workers	711	6.5	672	5.9	653	5.3
Craftsmen, Foremen and Kindred Workers	1,505	13.8	1,653	14.5	2,016	16.5
Operatives and Kindred Workers	2,235	20.4	2,623	22.9	3,133	25.6
Private Household and Service Workers	855	7.8	1,015	8.9	1,530	12.5
Laborers	735	6.7	499	4.4	538	4.4
Occupations Not Reported	210	1.9	566	5.0	0	0.0
Total Employed 16 Years and Older[1]	10,937	100.0	11,434	100.0	12,220	100.0

Source: U.S. Census

[1] 14 years in 1950 and 1960.

Table 26
Employment by Occupation
1950-1970
Frankfort

	1950		1960		1970	
	Number	Percent	Number	Percent	Number	Percent
Professional, Technical and Kindred Workers	396	6.8	430	7.4	557	9.1
Farmers, Farm Laborers and Farm Managers	69	1.2	59	1.0	28	0.5
Managers, Proprietors and Administrators	582	10.0	550	9.4	509	8.4
Clerical and Kindred Workers	674	11.6	661	11.4	730	12.0
Sales Workers	515	8.9	423	7.3	330	5.4
Craftsmen, Foremen and Kindred Workers	962	16.5	897	15.4	1,028	16.9
Operatives and Kindred Workers	1,541	26.5	1,552	26.7	1,818	29.8
Private Household and Service Workers	583	10.1	607	10.5	824	13.5
Laborers	399	6.9	292	5.0	270	4.4
Occupations Not Reported	92	1.6	352	6.0	0	0.0
Total Employed 16 Years and Older[1]	5,813	100.0	5,823	100.0	6,094	100.0

Source: U.S. Census

[1] 14 years in 1950 and 1960.

Table 27

Employment by Occupation
1980-1990
Clinton County/Frankfort

Occupation	1980				1990			
	Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional Specialty								
Executive, Administrative, Managerial	916	6.8	506	8.0	1,216	8.7	554	8.5
Professional Specialty	1,133	8.4	539	8.5	1,201	8.6	476	7.3
Technical, Sales, Administrative Support								
Technicians	232	1.7	94	1.5	326	2.3	140	2.2
Sales	993	7.4	487	7.7	1,212	8.7	610	9.4
Administrative Support Including Clerical	1,829	13.6	848	13.3	1,912	13.7	899	13.8
Service								
Food Service	633	4.7	312	4.9	[1]	[1]	[1]	[1]
Protective Service	153	1.1	104	1.6	103	0.7	70	1.1
Cleaning and Building Service	379	2.8	213	3.4	[1]	[1]	[1]	[1]
Other Services	634	4.7	308	4.8	1,649	11.8	863	13.3
Farming, Forestry and Fishing	858	6.4	67	1.1	767	5.5	89	1.4
Precision Production, Craft and Repair	2,012	14.9	923	14.5	2,168	15.6	1,025	15.8
Operators, Fabricators and Laborers								
Machine Operators	1,547	11.5	833	13.1	1,916	13.8	1,093	16.8
Fabricators and Assemblers	828	6.1	416	6.5	[2]	[2]	[2]	[2]
Transportation and Material Movers	652	4.8	276	4.3	603	4.3	244	3.8
Handlers, Equipment Cleaners,								
Helpers and Laborers	698	5.2	430	6.8	843	6.1	434	6.7
Total Employed Persons 16 Years and Older	13,497	100.0	6,356	100.0	13,916	100.0	6,497	100.0

Source: U.S. Census

[1] In 1990, food service, cleaning and building services are included in "Other Services" category.

[2] In 1990, machine operators, fabricators and assemblers are grouped in one category.

Table 28

Place of Work
1980-1990
Clinton County

Place of Work	1980 Number	1980 Percent	1990 Number	1990 Percent
Clinton County	8,850	68.4		
Outside of Clinton County	3,005	23.2		
Tippecanoe County	1,532	11.8		
Howard County	625	4.8	(Available 1992/1993)	
Marion County	280	2.2		
Boone County	152	1.2		
Other	416	3.2		
Not Reported	1,090	8.4		
Total	12,945[1]	100.0		

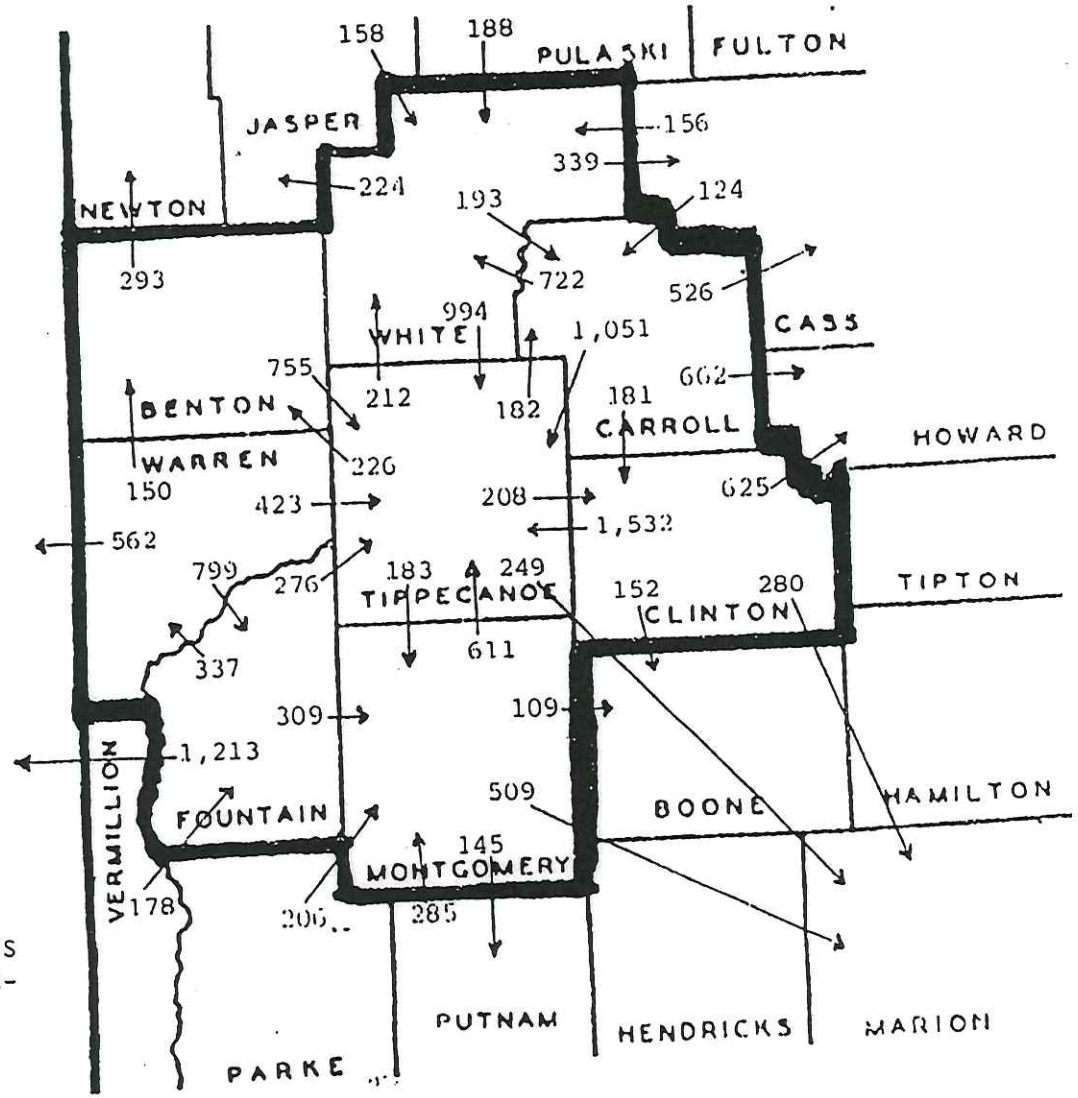
Source: Commuting Patterns in the Tecumseh Area Partnership Service Delivery Area, Indiana Employment Security Division, undated.

It should be noted that while there were nearly 1,000 more jobs in Clinton County in 1988 than in 1981, half of these new jobs were in the relatively low-paying retail/wholesale trade sector. There has been little increase in total manufacturing jobs in the county between 1981 and 1988.

Though not totally comparable, some conclusions may be made when comparing Table 29 (Employment by Place of Work) with Table 23 (Employment by Place of Residence). In all but one industry (government), Clinton County residents must commute out of the county for some jobs. For instance, Clinton County had 3,474 manufacturing jobs within the county in 1981, but 4,689 residents worked in manufacturing in 1980. In 1988 Clinton County had 3,593 manufacturing jobs within the county while 4,331 residents worked in manufacturing in 1990. This means that over 1,200 Clinton County manufacturing workers commuted out of county to work in the early 1980's while approximately 800 still did during the late 1980's. It should also be pointed out that most of those workers engaged in agriculture also do not have to drive out of county to work, but Table 29 does not include those self-employed in farming so it is impossible to statistically verify this.

[1]This is obtained from the 1980 Census by the Indiana Employment Security Division, so the number of employed does not equal exactly the other employment tables.

Commuting Patterns



Note: Commuting components of less than 100, or those from out-of-state, are not shown.

Source: Commuting Patterns in the Tecumseh Area Partnership Service Delivery Area, Labor Market Information and Statistical Services, Indiana Employment Security Division (now Indiana Department of Employment and Training Services).

Table 29

Employment in County
1981-1988
Clinton County

Industry	1981	1982	1983	1984	1985	1986	1987	1988	1988 Percent
Agriculture	NA	NA	NA	NA	NA	NA	NA	NA	NA
Mining	0	0	0	0	0	0	0	0	0.0
Construction	451	394	381	368	404	459	525	535	5.6
Manufacturing	3,474	3,249	3,064	3,331	3,169	3,032	3,358	3,593	37.3
Transportation, Communication and Utilities	130	135	126	117	124	132	142	146	1.5
Wholesale Trade	336	329	326	333	369	379	386	429	4.5
Retail Trade	1,484	1,516	1,545	1,578	1,588	1,756	1,788	1,886	19.6
Finance	346	334	334	327	335	351	337	341	3.5
Services	1,036	1,123	1,093	1,171	1,181	1,210	1,252	1,265	13.1
Government	1,382	1,391	1,382	1,375	1,317	1,333	1,395	1,430	14.9
Total Covered Employment[1]	8,638	8,470	8,253	8,599	8,489	8,655	9,183	9,625	100.0

Source: County Employment Patterns, 1981 to 1988, Department of Employment and Training Services, Labor Market Statistics.

Town Economic Characteristics

Economic data is also available on a limited basis for the towns. In Colfax, Kirklin, Michigantown, and Mulberry, manufacturing provides the most jobs for town residents (See Table 30). In Rossville, services provide the most employment.

In Colfax, Mulberry, and Rossville technical sales and administrative support is the largest occupation category (See Table 31). In Kirklin and Michigantown, operators and fabricators is the predominant category.

In all towns, a large percentage of workers commute to work out of the county (Again, see Table 31). in Mulberry, a majority of all workers drive out of county.

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[1]This includes the employment of firms covered by the Employment Security Act (about 89 percent of all employment but does not include most agricultural workers).

Table 30

Employment By Industry1
1980-1990
Clinton County Towns

Industry	Colfax 1980 Number	Colfax 1980 Percent	Colfax 1990 Number	Colfax 1990 Percent	Kirklin 1980 Number	Kirklin 1980 Percent	Kirklin 1990 Number	Kirklin 1990 Percent	Michigantown 1980 Number	Michigantown 1980 Percent	Michigantown 1990 Number	Michigantown 1990 Percent
Agriculture, Forestry, and Mining	4	1.3	7	2.2	4	1.4	9	2.8	17	9.3	6	3.0
Construction	21	6.6	17	5.4	33	11.6	40	12.7	7	3.8	10	5.1
Manufacturing	127	39.7	101	32.2	108	37.9	84	26.6	37	20.2	75	37.9
Wholesale Trade	20	6.3	4	1.3	6	2.1	11	3.5	7	3.8	3	1.5
Retail Trade	63	19.7	66	21.0	34	11.9	45	14.2	32	17.5	20	10.1
Transportation, Communication and Utilities	17	5.3	24	7.6	14	4.9	25	7.9	7	3.8	16	8.1
Finance, Insurance and Real Estate	13	4.1	17	5.4	13	4.6	19	6.0	8	4.4	10	5.1
Services	49	15.3	68	21.7	64	22.5	74	23.4	66	36.1	54	27.3
Government	6	1.9	10	3.2	9	3.2	9	2.8	2	1.1	4	2.0
Total Employment	320	100.0	314	100.0	285	100.0	316	100.0	183	100.0	198	100.0

Industry	Mulberry 1980 Number	Mulberry 1980 Percent	Mulberry 1990 Number	Mulberry 1990 Percent	Rossville 1980 Number	Rossville 1980 Percent	Rossville 1990 Number	Rossville 1990 Percent
Agriculture, Forestry, and Mining	13	2.5	10	1.8	9	1.9	19	3.6
Construction	26	5.0	42	7.5	20	4.2	35	6.7
Manufacturing	148	28.4	150	26.8	166	34.9	133	25.3
Wholesale Trade	18	3.5	18	3.2	12	2.5	13	2.5
Retail Trade	106	20.3	74	13.2	75	15.8	75	14.3
Transportation, Communicat and Utilities	43	8.3	33	5.9	13	2.7	32	6.1
Finance, Insurance and Real Estate	32	6.1	27	4.8	8	1.7	20	3.8
Services	135	25.9	194	34.6	170	35.8	197	37.5
Government	0	0.0	12	2.1	2	0.4	2	0.4
Total Employment	521	100.0	560	100.0	475	100.0	526	100.0

Source: U.S. Census

[1]This information is from the "sample" census data and may not correspond to other "100 Percent Count" census data.

Employment by Occupation[1]
1980-1990
Clinton County Towns

Occupation	Colfax				Kirklin				Michigantown			
	1980		1990		1980		1990		1980		1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional	23	7.2	23	7.3	25	8.8	22	7.0	28	15.3	24	12.1
Technical Sales and Administrative Support	76	23.8	98	31.2	61	21.4	53	16.8	29	15.8	45	22.7
Service Occupations	57	17.8	55	17.5	41	14.4	57	18.0	40	21.9	35	17.7
Farming and Forestry	0	0.0	5	1.6	0	0.0	7	2.2	17	9.3	6	3.0
Precision Production, Craft and Repair	37	11.6	46	14.6	63	22.1	77	24.4	19	10.4	21	10.6
Operators, Fabricators and Laborers	127	39.7	87	27.7	95	33.3	100	31.6	50	27.3	67	33.8
Total Employed Persons	320	100.0	314	100.0	285	100.0	316	100.0	183	100.0	198	100.0
Worked in County	160	50.0			152	53.3			127	69.4		
Worked outside of County	128	40.0	2		116	40.7	2		37	20.2	2	
Not Reported	32	10.0			19	6.0			19	10.4		
Total	320	100.0			285	100.0			183	100.0		

Occupation	Mulberry				Rossville			
	1980		1990		1980		1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional	58	11.1	92	16.4	57	12.0	103	19.6
Technical Sales and Administrative Support	134	25.7	155	27.7	112	23.6	135	25.7
Service Occupations	91	17.5	87	15.5	91	19.2	78	14.8
Farming and Forestry	6	1.2	10	1.8	12	2.5	15	2.9
Precision Production, Craft and Repair	102	19.6	97	17.3	77	16.2	109	20.7
Operators, Fabricators and Laborers	130	25.0	119	21.3	126	26.5	86	16.3
Total Employed Persons	521	100.0	560	100.0	475	100.0	526	100.0
Worked in County	184	35.3			209	44.0		
Worked outside of County	297	57.0	2		228	48.0	2	
Not Reported	40	7.7			38	8.0		
Total	521	100.0			475	100.0		

[1]This information is from the "sample" census data and may not correspond to other "100 percent Count" census data.

[2]1990 Census figures available late 1992/1993.

Income

Income is an important measure of local economic vitality - possibly even more important than employment. In this section, income is looked at in several ways.

Household Income: Household incomes in Clinton County are generally rising. In 1989, 21.9 percent of Clinton County's households made between $15,000 and $25,000 (See Table 32) down from 29.6 percent in 1979. However, 37.7 percent made between $25,000 and $50,000 in 1989, up from 21.6 percent in 1979. 10.9 percent made more than $50,000 in 1989, up from under three percent in 1979. However, nearly 15 percent made less than $10,000 in 1989.

Frankfort, in comparison had fewer upper income households and more lower income households than the county as a whole.

Table 32

Household Income
1979-1989
Clinton County/Frankfort

	1979				1989			
	Clinton County		Frankfort		Clinton County		Frankfort	
Personal Income	Households	Percent	Households	Percent	Households	Percent	Households	Percent
Less than $4,999	1,287	11.4	801	14.1	524	4.5	335	5.7
5,000 - 7,499	992	8.8	618	10.9	[1]	[1]	[1]	[1]
7,500 - 9,999	1,011	8.9	595	10.5	1,182	10.2	808	13.8
10,000 - 14,999	1,905	16.9	1,009	17.8	1,236	10.7	774	13.2
15,000 - 19,999	1,799	15.9	921	16.2	[2]	[2]	[2]	[2]
20,000 - 24,999	1,551	13.7	697	12.3	2,526	21.9	1,394	23.8
25,000 - 34,999	1,724	15.3	645	11.4	2,061	17.9	929	15.9
35,000 - 49,999	712	6.3	266	4.7	2,284	19.8	980	16.7
50,000 or more	316	2.8	122	2.2	1,720	14.9	641	10.9
Total Households	11,297	100.0	5,674	100.0	11,533	100.0	5,861	100.0

Source: U.S. Census

Poverty: The extent of lower income households in the county and Frankfort is a concern. This is especially apparent since 7.5 percent of Clinton County's families and 10.4 percent of Frankfort's families were below the poverty line in 1989 (See Table 33). Approximately two-thirds of these families had children.

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[1] In 1990, this category was grouped as 5,000 - 9,999.

[2] In 1990, this category was grouped as 15,000 - 24,999.

Table 33

Poverty
1969-1989
Clinton County/Frankfort

	1969				1979				1989			
	Clinton County		Frankfort		Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent[1]	Number	Percent[1]
Total Families	8,091	100.0	3,912	100.0	8,718	100.0	4,091	100.0	8,711	100.0	4,077	100.0
Above Poverty Line	7,541	93.2	3,632	92.8	8,069	92.6	3,734	91.3	8,062	92.5	3,654	89.6
Below Poverty Line	550	6.8	280	7.2	649	7.4	357	8.7	649	7.5	423	10.4
Family Head Over 65	NA	NA	NA	NA	67	NA	36	NA	NA	NA	NA	NA
Families With Children	276	NA	141	NA	491	NA	266	NA	464	10.5	320	15.4
Female Headed Household	102	NA	73	NA	195	NA	138	NA	256	28.6	221	35.5
Persons Below Poverty Line	2,827	9.4	1,531	10.5	2,940	9.5	1,645	11.2	2,835	9.4	1,738	12.2
Children Under 18	795	NA	354	NA	1,094	NA	613	NA	952	11.4	603	15.6
Persons 65 and Over	958	NA	556	NA	413	NA	206	NA	454	10.7	240	10.9

Source: U.S. Census

What is even more disturbing is that the percent of families in poverty in both Clinton County and Frankfort increased between 1979 and 1989. Based upon more recent social welfare statistics, poverty may have decreased during the 1980's. Between 1983 and 1988, the number of families and/or individuals receiving Aid for Dependent Children (AFDC) and Food Stamps decreased **(See Table 34)**.

[1]Percent of total number in that category.

Table 34

Social Welfare Statistics
1983-1988
Clinton County

	1983	1988
Aid to Families With Dependent Children (AFDC)[1]		
Children	526	450
Adults	262	206
Families	269	229
Average Monthly Payment Per Family	$209.20	$264.35
Food Stamps[2]		
Households	775	542
Persons	2,426	1,576
Percent of Population	7.78	5.0
July-December Food STamps Issued (Dollars)	$654,652	$440,808
Medicaid Expenditures[3]	$1,420,415	$2,295,007
Supplemental Security Income[4]		
Aged	NA	46
Blind and Disabled	NA	148
Children	NA	28
Total Persons	NA	222

Source: 1985 Indiana Factbook, Indiana Business Research Center, School of Business, Indiana University
1989 Indiana Factbook Supplement
Indiana Department of Public Welfare

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[1]Monthly Average Number of Recipients July-December.

[2]Recipients - December

[3]July - December amount

[4]1987 Total

Personal Income: Personal income is the sum of all income made by Clinton County citizens based upon state payroll taxes. In 1989, Clinton County had a total personal income of 482.8 million dollars **(See Table 35)**. During the mid 1980's, personal income did not rise too much in the county, though from 1987 to 1989 personal income rose significantly.

Another way of looking at personal income is by adjusted gross personal income taken from state income tax returns **(See Table 36)**. Adjusted gross personal income data shows findings similar to **Table 32**. Over one-third of Clinton County income tax returns in 1986 reported income of less than $10,000. Only six percent reported income of over $50,000.

Table 35

Personal Income
1984-1989
Clinton County

Year	Personal Income[1]	Percent Change	Per Capita Personal Income
1984	372,125		11,850
1985	374,593	+ 0.7	12,000
1986	391,814	+ 4.6	12,459
1987	418,049	+ 6.7	13,187
1988	441,172	+ 5.5	13,865
1989	482,803	+ 9.4	15,040

Source: Local Area Personal Income, 1984-1989, Great Lakes Region, Bureau of Economic Analysis (BEA).

[1]Millions of dollars.

Table 36

Adjusted Gross Personal Income
1982-1986
Clinton County

Income	1982[1] Number	1982[1] Percent	1986[1] Number	1986[1] Percent
Less than $0	220	1.8	152	1.2
$ 0 - $ 9,999	4,498	37.2	4,512	36.2
10,000 - 19,999	3,153	26.1	2,801	22.4
20,000 - 29,999	2,235	18.5	2,001	16.0
30,000 - 39,999	1,213	10.0	1,474	11.8
40,000 - 49,999	431	3.6	818	6.6
50,000 - 74,999	239	2.0	569	4.6
Over $75,000	91	0.8	155	1.2
Total	12,080	100.0	12,486	100.0

Source: 1985 Indiana Factbook, Indiana Business Research Center, Indiana University, taken from unpublished Indiana Department of Revenue sources.

Income by Industry: Income data is also available by industry group (See Table 37). As may be expected, manufacturing was the greatest source of income in 1989 for Clinton County residents with 36.5 percent. Government (12.8 percent), services (12.4 percent), agriculture (10.6 percent) and retail Trade (9.1 percent were the next highest. This data is by place of work, but also includes in its totals the earnings of Clinton County citizens by place of residence.

Between 1984 and 1989, services had the largest increases in income (53.9 percent). Wholesale trade (45.1 percent), manufacturing (42.0 percent), and construction (40.6 percent) had the largest increases in income between 1984 and 1989.

[1]Number of returns.

Table 37

Income by Industry
1984-1989
Clinton County

Industry	1984 Income[1]	1984 Percent	1989 Income[1]	1989 Percent	Percent Change 1984-1989
Agriculture, Forestry and Mining[2]	26,512	13.9	26,921	10.6	+ 1.5
Construction	13,702	7.2	19,260	7.6	+ 40.6
Manufacturing	65,254	34.1	92,681	36.5	+ 42.0
Transportation and Utilities	11,043	5.8	10,668	4.2	- 3.4
Retail Trade	17,962	9.4	23,042	9.1	+ 28.3
Wholesale Trade	7,042	3.7	10,218	4.0	+ 45.1
Finance, Insurance and Real Estate	5,816	3.0	7,093	2.8	+ 22.0
Services	20,545	10.7	31,620	12.4	+ 53.9
Government	23,392	12.2	32,529	12.8	+ 39.1
Total	191,268	100.0	254,032	100.0	+ 32.8

Source: Local Area Personal Income, 1984-1989, Great Lakes Region, Bureau of Economic Analysis (BEA), U.S. Department of Commerce

Income by Township: Income data is also available by township (See Table 38). There is some disparity of income between townships. Perry and Jackson Townships have the highest per capita income, while Union and Jackson have the highest median household income. Sugar Creek and Owen Townships, on the other hand, have the lowest per capita income, while Center and Kirklin Townships have the lowest median household income as well as the highest percentage of persons below the poverty level.

Income by Town: Income data is also available for towns. Mulberry and Rossville had the highest median household incomes of all Clinton County towns in 1989 (See Table 39). However, Mulberry and Michigantown had the highest per capita income.

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[1] In $1,000's.

[2] Included farming and agricultural services.

Table 38

Income Statistics
1979-1989
Townships/Clinton County

	Per Capita			Median Household Income		Percent Below Poverty Line	
	1979	1989	Change	1979	1989	1979	1989
Center Township	6,692	10,666	53.2	14,562	22,582	10.9	12.3
Forest Township	7,080	10,536	48.8	18,056	28,125	9.0	1.3
Jackson Township	7,804	11,347	45.4	20,130	39,643	7.5	5.6
Johnson Township	6,200	9,539	53.9	16,875	26,719	13.3	8.3
Kirklin Township	6,947	11,263	62.1	15,848	23,583	12.2	13.1
Madison Township	6,664	9,894	48.5	18,495	31,958	10.0	2.0
Michigan Township	6,829	10,149	48.6	17,443	29,500	6.8	2.7
Owen Township	6,286	9,059	44.1	17,396	30,966	8.2	5.6
Perry Township	7,373	11,706	58.8	18,864	30,806	5.0	9.2
Ross Township	6,554	9,588	46.3	16,939	28,421	7.1	7.7
Sugar Creek Township	6,747	8,911	32.1	18,125	34,792	5.1	7.9
Union Township	7,659	10,235	33.6	22,554	41,597	7.4	9.3
Warren Township	7,146	10,256	43.5	18,312	28,456	6.1	5.8
Washington Township	7,321	10,844	48.1	19,125	26,055	7.8	7.3
Frankfort	6,784	10,387	53.1	NA	21,887	NA	12.2
Clinton County	6,960	10,515	51.1	16,150	26,148	9.5	9.4

Source: U.S. Census, Local Population Estimates, P-26, April 1990.

Table 39

Income[1]
1979-1989
Clinton County Towns

	Colfax				Kirklin				Michigantown			
	1979		1989		1979		1989		1979		1989	
Income	Household	Percent	Household	Percent	Household	Percent	Household	Percent	Household	Percent	Household	Percent
Less Than $10,000	69	25.5	29	12.2	98	35.8	68	24.1	46	28.2	16	10.2
10,000 to 14,999	NA	NA	20	8.4	NA	NA	33	11.7	NA	NA	17	10.8
15,000 to 24,999	NA	NA	63	26.5	NA	NA	62	22.0	NA	NA	48	30.6
25,000 to 34,999	NA	NA	52	21.8	NA	NA	53	18.8	NA	NA	34	21.7
35,000 to 49,999	NA	NA	44	18.5	NA	NA	30	10.6	NA	NA	16	10.2
50,000 or more	4	1.5	30	12.6	6	2.2	36	12.8	2	1.2	26	16.6
Total Households	271	100.0	238	100.0	274	100.0	282	100.0	163	100.0	157	100.0
Median Household Income	16,648	NA	26,591	NA	15,000	NA	20,750	NA	13,359	NA	24,479	NA
Mean Household Income	18,070	NA	NA	NA	17,793	NA	NA	NA	16,421	NA	NA	NA
Per Capita Income	6,043	NA	9,923	NA	7,228	NA	10,072	NA	5,832	NA	12,001	NA
Percent Below Poverty Line	NA	NA	9.5	NA	NA	NA	11.1	NA	NA	NA	4.3	NA

	Mulberry				Rossville			
	1979		1989		1979		1989	
Income	Household	Percent	Household	Percent	Household	Percent	Household	Percent
Less Than $10,000	80	20.3	31	7.5	123	29.6	47	10.9
10,000 to 14,999	NA	NA	36	8.7	NA	NA	36	8.3
15,000 to 24,999	NA	NA	75	18.1	NA	NA	95	22.0
25,000 to 34,999	NA	NA	92	22.2	NA	NA	104	24.1
35,000 to 49,999	NA	NA	106	25.6	NA	NA	111	25.7
50,000 or more	4	1.0	74	17.9	7	1.7	39	9.0
Total Households	394	100.0	414	100.0	415	100.0	432	100.0
Median Household Income	18,618	NA	31,974	NA	15,159	NA	28,289	NA
Mean Household Income	19,373	NA	NA	NA	16,520	NA	NA	NA
Per Capita Income	6,343	NA	12,164	NA	5,999	NA	10,995	NA
Percent Below Poverty Line	NA	NA	2.4	NA	NA	NA	7.7	NA

Source: U.S. Census
U.S. Local Population Estimate, P-26, April 1990.

[1]This information is from the "sample" census data and may not correspond to other "100 percent Count" census data.

Effective Buying Power: While income is an important measure, the buying power derived from that income is also very significant. The Effective Buying Income (EBI) of Clinton County totaled over $385,754 million in 1991 **(See Table 40)**. EBI, developed by Sales Marketing and Management is personal income less taxes. EBI is a measurement of market potential. Median household EBI is estimated to be $28,060, somewhat less than the state average of $30,516.

Table 40

Effective Buying Income
1991
Clinton County

	Clinton County	Indiana
Total Effective Buying Income ($1,000's)	385,754	75,280,996
Median Household Effective Buying Income	28,060	30,516
Percent of Households by Effective Buying Income Groups		
$10,000 - 19,999	20.8	18.1
20,000 - 34,999	29.6	27.5
35,000 - 49,999	21.4	20.7
50,000 and over	15.9	21.5

Source: Survey of Buying Power, Sales and Marketing Management, August 24, 1992.

Industry Sector Analysis

Certain industry sectors will now be discussed in greater detail. Industries will be discussed in the order of their importance based upon the number of employment.

Economic activity in any community can generally be divided into two categories. The first may be referred to as "primary", or "basic" and includes all economic activity that brings money or income into the community. The other, referred to as "secondary" or "non-basic", includes the exchange of goods and services within the community. While it is impossible to measure exactly, agriculture and manufacturing are "basic" economic activities in Clinton County while trade, services and government and all other industries are "non-basic" activities.

Manufacturing: Manufacturing is the primary employment and income industrial sector in the county. There were 3,593 jobs in 1988 (37.3 percent) **(Again, see Table 29)** which generated over $85 million dollars in income in 1988 (37.0 percent) **(Again, see Table 37).**

The number of manufacturing establishments and employees increased during the 1960's and 1970's, peaking at 4,100 employees in 1977 **(See Table 41).** During the early 1980's however, manufacturing employment decreased significantly to 2,700 in 1982. By 1987, fortunately the number employed in manufacturing increased to 3,700.

Over one half of all manufacturing employment in Clinton County is for food and related products (34.0 percent) or for electrical and electronic equipment (20.2 percent) **(See Table 42).** Rubber and related products (plastics) are third (16.3 percent). Frito Lay (860 employees), Mallory Controls (500 employees), Federal Mogul (496 employees), Exide (283 employees) and Zachary Confections (262 employees) are the largest manufacturing employees in Clinton County **(See Table 43).**

Trade: Retail and wholesale trade accounted for 24.1 percent of Clinton County's employment in 1988 **(Again, see Table 29)** and 13.8 percent of income in 1988 **(Again, see Table 37).** There was not a clear trend and little change in the number of retail and wholesale establishments between 1963 and 1982 **(See Table 44).** However, between 1982 and 1987 there was a significant decrease in the number of retail establishments probably due to the recession, no increase in population during this time period and the location of several larger stores in the county which led to the closing of smaller stores. Nonetheless, sales, payroll and employees have generally increased throughout the period. More than half of the trade establishments have historically been located in Frankfort with most of the remaining ones being in the county's smaller towns.

Table 41

Manufacturing
1963-1987
Clinton County/Frankfort

Clinton County	1963	1967	1972	1977	1982	1987
Number of Establishments	41	28	43	46	43	45
Number of Employees (1,000's)	2.3	2.8	3.9	4.1	2.7 [1]	3.6
Payroll (Millions of dollars)	9.9	14.3	26.6	39.2	39.4	67.0
Value Added by Manufacturing (Millions of dollars)	19.9	30.3	65.4	88.8	97.0	310.6

City of Frankfort	1963	1967	1972	1977	1982	1987
Number of Establishments	29	21	32	32	27	28
Number of Employees (1,000's)	1.5	1.0	3.6	2.1	1.9	2.8
Payroll (Millions of dollars)	6.6	4.9	24.0	19.3	27.4	51.2
Value Added by Manufacturing (Millions of dollars)	16.0	9.5	60.8	59.2	76.9	275.6

Source: U.S. Census of Manufacturers

[1] This figure is somewhat less than the figure in Table 25, but data gathering methodology was different for the two tables, and 1982 was a recessionary year where there may have been differences month to month.

Table 42

Manufacturing Type
1990
Clinton County

SIC Code[1]		Employment	Percent
20	Food and Kindred Products	1,393	34.0
21	Tobacco Products	65	1.6
24	Lumber and Wood Products	300	7.3
26	Paper and Allied Products	21	0.5
27	Printing and Publishing	64	1.6
28	Chemical and Allied Products	155	3.8
30	Rubber and Miscellaneous Products	666	16.3
32	Stone, Clay, Glass and Concrete Products	12	0.3
34	Fabricated Metals, Except Machinery and Transportation Equipment	227	5.5
35	Machinery, Except Electrical	233	5.7
36	Electrical and Electronic Machinery	827	20.2
37	Transportation Equipment	95	2.3
39	Miscellaneous Manufacturing	19	0.5
73	Business Services	14	0.3
76	Miscellaneous Repair Services	2	0.0
Total Employment		4,093[2]	100.0

Source: Harris 1992 Indiana Industrial Directory

[1]Standard Industrial Classification Code, a nationally recognized classification system.

[2]This total is somewhat higher than manufacturing employment in Table 28, however, the definition of manufacturing varies between the two sources and there probably was some employment growth between 1988 (Table 28) and 1990 (Table 41).

Table 43

Principal Manufacturing Firms[1]
1992
Clinton County

Firm	Employment	Location
Frito Lay Inc.	860	Frankfort
Mallory Controls	500	Frankfort
Federal Mogul Corporation	496	Frankfort
Exide Corporation	283	Frankfort
Zachary Confections, Inc.	263	Frankfort
Harmeson Manufacturing Co.	187	Frankfort
Crellin, Inc.	170	Frankfort
Donaldson Co., Inc.	141	Frankfort
Sun Chemical	124	Frankfort
Indiana Brass	120	Frankfort
General Seating of America, Inc.	95	Frankfort
AgMax	90	Various Locations
UNR-ROHN	75	Frankfort
National Cigar Corporation	65	Frankfort
Archer Daniels Midland Co.	57	Frankfort
Beard Industries, Inc.	55	Frankfort
Frankfort Times, Inc.	55	Frankfort
Piedmonte Foods of Indiana, Inc.	39	Frankfort
Kramer Brothers Lumber	34	Frankfort
AES Interconnects	32	Kirklin
Purina Mills	30	Frankfort
Mathews Wire and Wood	30	Frankfort
Precision Truss Systems	24	Kirklin
Indiana Forest Products	24	Frankfort
ICI Resins	21	Frankfort
Jefferson Smurfit	21	Frankfort

Source: 1990 Manufacturer's Directory, Clinton County Chamber of Commerce
Harris 1992 Indiana Industrial Directory

[1]More than 20 employees.

Table 44

Trade Establishments
1963-1987
Clinton County/Frankfort

Retail Trade	1963	1967	1972	1977	1982	1987
Clinton County						
Number of Establishments	308	310	307	290	308	206
Sales ($1,000's)	38,448	48,677	52,585	85,783	98,326	132,481
Total Payroll ($1,000's)	4,023	5,346	6,372	9,644	11,572	14,939
Number of Employees	1,296	1,501	1,464	1,587	1,466	1,810
City of Frankfort						
Number of Establishments	192	200	220	216	182	136
Sales ($1,000's)	30,012	35,892	42,481	72,538	82,198	94,471
Total Payroll ($1,000's)	3,271	4,038	5,152	8,285	9,700	11,465
Number of Employees	1,018	1,086	1,135	1,332	1,177	1,369
Wholesale Trade						
Clinton County						
Number of Establishments	51	50	76	70	73	72
Sales ($1,000's)	35,941	35,840	52,188	241,779	134,180	170,140
Total Payroll ($1,000's)	1,299	1,374	3,018	4,936	6,259	8,133
Number of Employees	284	259	427	402	407	429
City of Frankfort						
Number of Establishments	28	26	28	41	32	29
Sales ($1,000's)	17,232	10,743	14,649	(D)	73,569	93,551
Total Payroll ($1,000's)	773	439	1,173	(D)	3,179	3,708
Number of Employees	165	87	170	(D)	208	191

(D) = Not Disclosed

Source: U.S. Census of Business

Services: Services accounted for 13.1 percent of Clinton County jobs in 1988 **(Again, see Table 29)**, and 11.7 percent of Clinton County's income in 1988 **(Again, see Table 37)**. The number of service establishments grew significantly between 1963 and 1982 **(See Table 45)**. However, between 1977 and 1982 the number of establishments declined, which was during the height of the recession, but by 1987 the number had increased once again. It may be expected that service employment and establishments will continue to increase as the country becomes even more of a service economy. Receipts, payroll and employees increased throughout the whole 1963-1987 period.

Table 45

Service Establishments
1963-1987
Clinton County/Frankfort

Clinton County	1963	1967	1972	1977	1982	1987
Number of Establishments	179	190	219	252	103	138
Total Receipts ($1,000's)	2,574	2,561	4,970	7,085	13,953	21,226
Total Payroll ($1,000's)	494	585	965	1,356	4,928	6,989
Number of Employees	191	171	240	235	469	662
City of Frankfort						
Number of Establishments	126	117	159	190	83	104
Total Receipts ($1,000's)	2,170	2,016	4,374	5,836	12,224	15,858
Total Payroll ($1,000's)	465	503	908	1,279	4,446	5,194
Number of Employees	179	156	217	225	419	481

Source: U.S. Census of Business

Agriculture: Agriculture has been historically a basic economic sector in Clinton County generating much income for the community. In 1980, 6.9 percent (925 people) of the citizens of the county worked in agriculture **(Again, see Table 23)**, and in 1988, 8.4 percent ($19,448 million) of the county's income was derived from this industrial sector **(Again, see Table 37)**.

Clinton County had 247,015 acres of farmland in 1987 in 801 farms (See Table 46). The average size of farms has increased between 1964 and 1987 as have the value of products sold and farm value. Corn is the principal product (See Table 47) and in fact, Clinton County is the leading corn producing county in the state. While the number of harvested acres has decreased in recent years, overall cropland acreage has increased (See Table 48). Farms of 180 to 499 acres are predominant in the County (See Table 49).

Agriculture will continue to be an important component of Clinton County's economy, in spite of cyclical downturns. The land use planning goals of the Comprehensive Plan should recognize the importance of agriculture and to discourage residential and other non-agricultural development in prime farmland areas.

Table 46

Agriculture
1964-1987
Clinton County

	1964	1969	1974	1978	1982	1987
Number of Farms	1,238	1,207	990	902	828	801
Acres in Farms	245,325	252,062	235,707	248,647	239,808	247,015
Percent of County in Farms	94.1	96.8	90.5	95.5	92.5	NA
Average Size of Farms (Acreage)	198	209	238	276	290	308
Market Value of Farm Products Sold ($1,000's)	18,629	24,316	41,144	63,330	87,865	82,297
Crops	8,837	13,261	26,165	38,431	NA	42,674
Livestock	9,779	11,037	14,930	24,896	NA	39,623
Nursery	12	18	49	NA	NA	NA
Average Value of Products Sold Per Farm	15,047	20,145	41,560	70,211	106,117	102,743
Average Value of Land and Buildings	80,523	107,609	222,142	567,030	561,070	451,469
Average Value Per Acre	404	515	933	2,136	1,998	1,440

Source: U.S. Census of Agriculture

Table 47

Farm Products
1987
Clinton County

Crops (1,000 Bushels)	
Corn	9,712.0
Soybeans	2,653.1
Winter Wheat	363.1
Hay	11.7
Oats	27.2

Livestock (1,000 Head)	
Hogs	175.4
Cattle	7.3
Hens	240.0

Source: Indiana Agriculture Statistic, 1988, Indiana Agriculture Statistics Service, Purdue University.

Table 48

Farm Land Use Acreage
1964-1987
Clinton County

	1964	1969	1974	1978	1982	1987
Cropland, Harvested	181,535	177,583	193,499	208,670	212,565	195,402
Cropland, Pastured	15,094	13,302	8,983	6,533	3,556	3,758
Cropland, Other	15,446	26,370	5,126	5,029	2,712	30,175
Woodland	14,974	15,389	11,773	13,767	10,291	9,422
Other Land/Homesites	18,276	19,418	16,326	14,648	10,684	8,258
Total Land in Farms	245,325	252,062	235,707	248,647	239,808	247,015

Source: U.S. Census of Agriculture

Table 49

Number of Farms by Size
1964-1987
Clinton County

	1964	1969	1974	1978	1982	1987
1 to 9 acres	NA	NA	NA	NA	NA	91
10 to 49 acres	240	268	222	195	209	132
50 to 179 acres	435	407	318	250	208	196
180 to 499 acres	199	157	330	314	266	216
500 to 999 acres	363	366	103	111	105	117
1,000 or more acres	1	9	17	32	40	49
Total Farms	1,238	1,207	990	902	828	801

Source: U.S. Census of Agriculture

Finance, Insurance and Real Estate (FIRE): FIRE accounted for 3.5 percent of Clinton County's employment in 1988 **(Again, see Table 29)** and 2.8 percent of the county's income in 1988 **(Again, see Table 37)**. Detailed information is only readily available for the financial component of this industry sector.

In 1990, there were five financial institutions in Clinton County **(See Table 50)**. Total deposits equaled nearly $320 million.

Table 50

Financial Institutions
1990
Clinton County

Type	Number	Deposits ($1,000's)
Commercial Banks	2	250,000,000
Savings and Loans	3	70,000,000
Total	5	$320,000,000

Source: 1990 Editor and Publisher Marketguide

Tourism: While not a separate industry categories, tourism is an important factor in any community. The State of Indiana received over $4.4 billion in total tourism expenditures. Unfortunately, Clinton County has not received extensive economic benefit from tourism. Only about $9.5 million in tourism expenditures was received in Clinton County in 1991 which generated an estimated 206 jobs (See Table 51).

Table 51

Impact of Tourism
1991
Clinton County

	CLINTON COUNTY	STATE OF INDIANA
TOTAL TOURISM EXPENDITURES	9,541,747	4,445,219,558
EMPLOYMENT		
Direct Impact	206	98,065
Total Impact	344	164,009
RESIDENT INCOME		
Direct Impact	2,812,727	1,339,394,000
Total Impact	5,453,547	2,596,927,000
LOCAL GOVERNMENT REVENUE		
Direct Impact	202,390	96,376,000
Total Impact	474,325	225,869,000

Source: The Economic Impact of Expenditures by Tourists on Indiana, Indiana Department of Commerce, September, 1992.

HOUSING ANALYSIS

Housing information provides an insight into the overall social and economic structure of a community. The analysis of this data can identify housing problems and can assist in forecasting future housing needs. This section of the plan will examine past housing trends, housing type, tenancy and housing conditions, as well as project future housing demand in Clinton County.

Like the population and economic analyses, this section provides extensive detailed data, which hopefully will not only serve as background information for the Comprehensive Plan, but also as a community housing data source for many purposes. It should be periodically updated in the future.

This analysis was written as the 1990 Census was being conducted. Consequently, upon release of the 1990 data, this section should be updated to reflect new information.

Housing Inventory

Between 1960 and 1980 the total number of housing units in Clinton County increased from 10,608 to 12,155 **(See Table 52)**. However, there was a slight decrease between 1980 and 1990 to 12,100 in total housing units. Though "occupied" dwelling units increased between these years. In Frankfort, the number of housing units increased from 5,519 in 1960 to 6,146 in 1990.

Housing Type

Single family homes are the predominant housing type in Clinton County. In 1990, over 80 percent of the housing units were single-family structures **(See Table 53)**.

Though single-family homes are predominant, the increase in the number of multi-family dwellings and mobile homes has been significant. Between 1960 and 1990, the number of two and multi-family dwellings units increased from 1,117 to 1,581. Between 1960 and 1980, the number of mobile homes increased from 104 to 773.

Near similar characteristics are apparent in Frankfort. While single-family homes are predominant, there is a higher percentage of two and multi-family dwelling units in Frankfort than in the county **(Again, see Table 53)**. However, there is a lower percentage of mobile homes in Frankfort than in the county as a whole, though the number of mobile homes in the city doubled between 1980 and 1990.

Tenancy

People in Clinton County are predominantly homeowners **(Again, see Table 53)**. In 1990, 72.0 percent of all housing units were owner occupied. This percentage has increased from 68.4 percent in 1960.

In Frankfort, on the other hand, there was a somewhat larger percentage of renter occupied dwelling units. Over one-third (37.0 percent) of all housing units were renter occupied in 1990. Two-thirds of all renter occupied dwelling units in Clinton County were in Frankfort.

Housing Conditions

Four characteristics may be used to evaluate housing conditions: 1) a lack of complete plumbing facilities, 2) low value housing, 3) overcrowding and 4) age. Based upon these criteria, only a small percentage of housing units in Clinton County are substandard **(See Table 54)**. In 1980, two percent of the units lacked complete plumbing, 2.5 percent were overcrowded and 3.9 percent could be classified as "low value". However, in 1990, 67.2 percent were more than 30 years old, though most of these are still in good condition.

All measures show that housing conditions in Clinton County improved substantially between 1960 and 1990. The percentage and actual number of housing units on public sewers in the county also increased between 1970 and 1990.

In Frankfort, deficient housing conditions are slightly higher than the county by most indicators **(Again, see Table 54)**. There are also a higher percentage of older homes than the county, though almost all homes in Frankfort are on city sewage. Like the county, housing conditions improved significantly between 1960 and 1990.

Township Housing Characteristics

Over one half of all housing units in Clinton County are in Center Township **(See Table 55)**. Generally speaking, the highest value homes are in Union, Jackson, and Ross Townships, while the townships with the highest percentages of older homes are Sugar Creek and Owen Townships. As may be expected, Center, Madison, Kirklin, and Ross Townships have the highest percentages of homes on public sewers.

Town Housing Characteristics

Like Clinton County as a whole, most housing units in Clinton County towns are owner occupied, single-family homes **(See Table 56)**. Of the five towns, Rossville and Mulberry homes have the highest value homes. Almost all houses are on public sewers in the towns. The majority of all housing units in each town, except Rossville, were built before 1949.

Housing Demand

Based upon the population projections in the Population Analysis section, Clinton County will need an additional 543 housing units by the year 2000 (See Table 57). These units will be needed to accommodate the additional households which may be expected between 1990 and 2000. This increase in housholds is likely even though population is projected to decrease during this time period. This is because of fewer persons living in each household.

In actuality, more new housing units may be needed than just the above. Many older houses and farmsteads have been removed in recent years which would have to be replaced in the projection total. Any seasonal homes which are built would also not be included in the projections. These new housing units should be built in areas designated for development by the Comprehensive Plan.

Based upon recent trends, some of the new housing will likely be mobile homes and manufactured homes. Mobile and manufactured homes provide adequate housing for many who may not otherwise be able to afford a home. Appropriate areas should also be designated in the Comprehensive Plan for mobile homes.

Table 52

Housing Units[1]
1960-1990
Clinton County/Frankfort

	1960		1970		1980		1990	
	Clinton County	Frankfort	Clinton County	Frankfort	Clinton County	Frankfort	Clinton County	Frankfort
Year Round Housing Units	10,506	5,490	10,844	5,564	12,142	6,070	NA	NA
Occupied	9,839	5,107	10,159	5,240	11,325	5,691	11,450	5,768
Vacant	667	383	685	324	817	379	650	378
Seasonal Housing Units	102	29	125	20	13	3	[2]	[2]
Total Housing Units	10,608	5,519	10,969	5,584	12,155	6,073	12,100	6,146

Source: U.S. Census

[1] "Housing unit" is the census term which describes a house, an apartment, a group of rooms or a single room which is used or intended for use as separate living quarters. There may be several housing units in one structure, which in this case would be classified as a multi-family housing unit.

[2] In 1990, included in "vacant" total.

Table 53

Housing Characteristics
1960-1990
Clinton County/Frankfort

	1960				1970			
	Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Housing Type								
Single-Family	9,387	88.5	4,415	80.0	9,278	85.6	4,339	78.0
Two-Family	400	3.8	340	6.2	550	5.1	[1]	[1]
Multi-Family	717	6.8	712	12.9	730	6.7	1,167	21.0
Mobile Homes	104	1.0	52	1.0	286	2.6	58	1.0
Total	10,608[2]	100.0	5,519[2]	100.0	10,844	100.00	5,564	100.0
Housing Tenancy								
Owner Occupied	6,726	68.4	3,391	66.4	7,428	71.3	3,549	67.7
Renter Occupied	3,113	31.6	1,716	33.6	2,911	28.7	1,691	32.3
Total Occupied Units	9,839	100.0	5,107	100.0	10,159	100.0	5,240	100.0

	1980				1990			
	Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number[3]	Percent	Number[3]	Percent
Housing Type								
Single-Family	10,113	83.3	4,688	77.2	9,746	80.5	4,510	73.4
Two-Family	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]
Multi-Family	1,498	12.3	1,267	20.9	1,581	13.1	1,406	22.9
Mobile Homes	531	4.4	115	1.9	773	6.4	230	3.7
Total	12,142	100.0	6,070	100.0	12,100	100.0	6,146	100.0
Housing Tenancy								
Owner Occupied	8,233	72.7	3,765	66.2	8,244	72.0	3,632	63.0
Renter Occupied	3,092	27.3	1,926	33.8	3,206	28.0	2,136	37.0
Total Occupied Units	11,325	100.0	5,691	100.0	11,450	100.0	5,768	100.0

Source: U.S. Census

[1] Two-family and Multi-family housing units were grouped together.

[2] In 1960 this total includes seasonal housing units.

[3] Includes 108 Single-Family attached in Clinton County and 73 in Frankfort.

Table 54

Selected Measures of Deficient Housing Conditions[1]
1960-1990
Clinton County/Frankfort

	1960				1970			
	Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All Housing Units	10,608	100.0	5,519	100.0	10,969	100.0	5,584	100.0
Lacking Complete Plumbing[2]	1,244	11.7	493	8.9	538	4.9	224	4.0
Overcrowded[3]	671	6.3	406	7.4	539	4.9	286	5.1
Low Value[4]	1,127	10.6	594	10.8	709	6.5	442	7.9
Age[5]	8,113	76.5	NA	NA	7,692	70.1	4,021	72.0
No Heating Equipment	57	0.5	29	0.5	50	0.5	0	0.0
Uses Septic Tank	NA	NA	54	1.0	4,613	42.1	19	0.3
Uses Public Sewers	NA	NA	5,444	98.6	6,029	55.0	5,542	99.2
Other Sewage Disposal	NA	NA	21	0.4	211	1.9	NA	NA

	1980				1990			
	Clinton County		Frankfort		Clinton County		Frankfort	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All Housing Units	12,155	100.0	6,073	100.0	12,100	100.0	6,146	100.0
Lacking Complete Plumbing[2]	242	2.0	110	1.8	85	0.7	25	0.4
Overcrowded[3]	298	2.5	183	3.0	NA	NA	NA	NA
Low Value[4]	475	3.9	283	4.7	NA	NA	NA	NA
Age[5]	7,652	63.0	4,086	67.3	8,136	67.2	4,268	69.4
No Heating Equipment	9	0.1	9	0.1	NA	NA	NA	NA
Uses Septic Tank	4,304	35.4	46	0.8	4,129	34.1	22	0.4
Uses Public Sewers	7,744	63.7	6,018	99.1	7,894	65.2	6,124	99.6
Other Sewage Disposal	97	0.8	9	0.1	77	0.6	0	0.0

Source: U.S. Census

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[1]Some of the measures were based upon all housing units while others were based upon year round housing units and/or occupied housing units. To keep the measurements constant, all percentages are based upon total housing units each year.

[2]Units lacking complete plumbing may lack hot water, a bathtub, a flush toilet, piped water inside the structure or all of these facilities. Units which share bathing and toilet facilities with another housing unit are also included in this category.

[3]Overcrowded housing units are those occupied by more than 1.01 persons per room.

[4]Low value housing units are those valued below $5,000.00 or those which rented for less than $20.00 per month in 1960. These amounts were $5,000.00 and $30.00 in 1970 and $10,000.00 and $50.00 in 1980.

[5]Age is measured by the number of all year round housing units built before 1929 in 1960, 1939 in 1970, 1949 in 1980, and 1959 in 1990. While many older homes are well kept, a large percentage of older homes are often indicative of inadequate housing.

Table 55

General Housing Characteristics
1980-1990
Townships

	Total Housing Units			Percent Built Before 1939[1]		Percent on Public Sewers[1]		Housing Value[2]	
	1980	1990							
	Number	Number	Percent Change 1980 - 1990	1980	1990	1980	1990	1980	1990
Center Township	6,511	6,534	+0.4	52.3	41.6	94.3	95.9	27,500	37,30
Forest Township	352	346	-1.7	62.2	50.9	4.0	0.0	28,800	35,7
Jackson Township	450	441	-2.0	44.9	32.8	1.1	0.0	42,700	56,600
Johnson Township	248	238	-4.0	65.3	39.6	1.7	0.0	26,500	33,000
Kirklin Township	505	508	+0.6	61.3	54.7	55.3	60.7	23,800	34,600
Madison Township	653	667	+2.1	62.9	53.7	64.8	64.9	34,400	51,100
Michigan Township	618	570	-7.8	57.3	44.1	33.3	28.8	32,100	45,100
Owen Township	317	296	-6.6	58.4	63.0	2.2	0.0	26,900	39,800
Perry Township	528	512	-3.0	50.4	46.0	44.6	50.1	26,000	33,800
Ross Township	781	822	+5.2	46.6	38.6	53.4	54.7	39,900	54,400
Sugar Creek Township	199	181	-9.0	75.0	86.9	0.0	0.0	27,500	45,300
Union Township	296	318	+7.4	43.0	28.2	1.7	0.0	57,600	73,200
Warren Township	279	262	-6.1	56.7	52.9	3.2	7.7	43,300	49,000
Washington Township	418	405	-3.1	41.9	28.0	2.9	4.8	36,300	51,900
Clinton County	12,155	12,100	-0.5	53.4	43.5	63.8	65.2	29,800	40,900

Source: U.S. Census

[1]Year-round housing units in 1980, all housing units in 1990.

[2]Median dollar value of specified owner occupied housing.

Table 56

General Housing Characteristics
1980-1990
Clinton County Towns

	Colfax		Kirklin		Michigantown		Mulberry		Rossville	
	1980	1990	1980	1990	1980	1990	1980	1990	1980	1990
Year Round Housing Units[1]	290	274	293	283	210	175	420	425	426	448
One Family Detached	246	221	253	220	180	142	399	381	359	367
One Family Attached	0	1	3	1	0	1	0	4	5	1
Two-Family	10	[2]	2	[2]	11	[2]	10	[2]	8	[2]
Multi-Family	20	27	13	24	14	15	4	31	11	37
Mobile Homes	14	25	22	38	5	17	7	9	43	43
Occupied Housing Units	272	252	274	276	180	171	397	415	408	426
Owner Occupied	224	210	234	214	136	128	336	346	320	339
Renter Occupied	48	42	40	62	44	43	61	69	88	87
Housing Units Lacking Complete Plumbing	10	4	8	7	0	0	11	2	11	2
Median Value - Owner Occupied	23,300	28,600	19,700	30,200	24,300	34,200	33,200	47,100	34,700	47,600
Housing Units Built Before 1949	186	161	200	162	159	99	310	272	215	210
On Public Sewers	223	244	286	269	198	162	410	428	417	438
On Septic Tank/Others	67	27	7	11	12	16	10	0	9	13

Source: U.S. Census

[1] All housing units in 1990.

[2] In 1990, two family and multi-family are grouped together.

Table 57

Housing Demand
2000
Clinton County

	1990[1]	2000	Change from 1990
Projected Population[2]	30,974	30,700	-274
Projected Population in Households[3]	30,326	30,055	-271
Projected Persons Per Household[4]	2.65	2.52	NA
Projected Number of Households[5]	11,450	11,927	+477
Projected Housing Units Needed[6]	12,100	12,643	+543

[1] 1990 is the actual population and household count.

[2] The Indiana University projections were used for this table because they are the only long term projections available.

[3] 97.9 percent of Clinton County population is 1990 was in households. It is assumed that this percentage will remain the same in 2000.

[4] The projections were based upon the average rate of decrease from 1960 to 1990.

[5] These projections were obtained by dividing the projected population in households by the projected persons per household.

[6] These projections allow for a six percent vacancy rate and are based uon year-round housing units.

COMPARATIVE ANALYSIS

It is valuable to compare Clinton County and Frankfort with other similar counties and cities. This analysis can show where the community's relative strengths and weaknesses may be. While it is one of the shorter background sections of the Comprehensive Plan, it is one of the more valuable.

For this analysis, Clinton County is compared to all adjacent counties. The adjacent counties offer a wide range for comparison from suburban (Hamilton, Boone) to counties with larger cities (Tippecanoe, Howard) to smaller, agriculturally-oriented counties (Carroll, Tipton). Clinton County is also compared to two additional counties - one in Northern Indiana (Huntington) and one in Southern Indiana (Dubois). These counties were selected because they are about similar in population and size to Clinton County. They also both have one predominant county seat community similar in population to Frankfort. Both Huntington and Dubois counties have an interstate highway either crossing a portion of the county or skirting the county line, which is also similar to Clinton County.

A variety of population, housing and economic factors are used for comparison **(See Table 58)**. From the information on the table, the following generalized statements can be made about Clinton County, when compared to the state and other counties.

1) The population increased less in Clinton County between 1970 and 1980 than the state and most counties. Between 1980 and 1990, the population in Clinton County declined while the state and four out of the other eight counties increased either slightly or significantly in population (Boone, Tippecanoe, Hamilton and Dubois). However, Clinton County's rate of decrease was significantly less than Howard, Tipton and Carroll Counties rate of decrease.
2) Clinton County has a lower percentage of persons under 18 years than the state and all but two counties (Tippecanoe and Montgomery, both with colleges).
3) Clinton County has a higher percentage of persons over 65 years than the state and all other counties.
4) Clinton County has an older median age than the state and all other counties.
5) Clinton County has smaller households than the state and all but two counties (Tippecanoe and Montgomery).
6) Clinton County has a higher percentage of older housing than the state and all but one county (Huntington).
7) Clinton County has lower housing costs than the state and all other counties based upon monthly housing costs.
8) Value of houses is lower in Clinton County than the state and all other counties.
9) Clinton County has a lower percentage of high school graduates than the state and all but one county (Dubois).

Table 5B
Comparative Analysis
Clinton County, Selected Counties, State
Various Years 1/

	Clinton County	Boone County	Montgomery County	Tippecanoe County	Carroll County	Howard County	Tipton County	Hamilton County	Dubois County	Huntington County	State of Indiana
1980 Population	31,545	36,446	35,501	121,702	19,727	86,896	16,819	82,027	34,238	35,596	5,490,224
1990 Population	30,974	38,147	34,436	130,598	18,809	80,827	16,119	108,936	36,616	35,427	5,544,159
Percent Change 1980-1990	- 2.0	+ 4.7	- 3.0	+ 7.3	- 4.6	- 7.0	- 4.2	+32.8	+ 6.9	- 0.5	+ 1.0
Percent Change 1970-1980	+ 3.3	+18.1	+ 4.6	+11.3	+11.2	+ 4.4	+ 1.0	+50.4	+10.7	+ 1.8	+ 5.7
Percent Under 18 Years	29.1	30.2	27.9	23.0	29.6	31.2	29.8	32.5	31.4	29.6	29.4
Percent Over 65 Years	14.2	11.4	13.0	8.2	12.8	8.9	12.0	7.4	11.4	13.3	10.7
Median Age	31.4	31.0	31.1	24.6	31.2	29.4	31.3	30.1	28.1	29.9	29.2
Persons Per Household	2.73	2.82	2.66	2.59	2.79	2.78	2.78	2.98	2.99	2.79	2.77
Housing Units	12,155	13,484	13,771	43,130	8,400	32,919	6,443	29,071	11,813	13,280	2,091,795
Percent Change 1970-1980	+10.8	+30.5	+16.4	+26.1	+19.3	+18.6	+12.6	+67.8	+29.9	+13.6	+20.9
Percent of Housing Units Built Before 1939	53.4	37.2	45.2	26.0	47.5	31.9	52.4	21.1	30.9	56.4	32.1
Median Monthly Housing Costs-Owner Occupied (With a Mortgage)	$ 276	$ 354	$ 284	$ 327	$ 287	$ 294	$ 305	$ 441	$ 313	$ 291	$ 304
Median Housing Value-Owner Occupied	$29,800	$44,700	$34,600	$45,400	$34,800	$37,400	$37,400	$66,400	$43,000	$32,500	$37,200
Percent High School Graduates (25 Years or Older)	65.3	74.5	71.7	76.8	68.1	68.5	67.6	80.6	58.3	71.2	66.4
Percent of Persons Born in State	81.6	75.2	80.1	66.5	82.5	74.1	81.2	64.6	91.3	80.9	70.9
Percent Who Work Outside County of Residence	25.3	47.1	12.2	3.9	41.9	5.0	45.9	55.1	7.3	21.0	19.9
Percent Unemployed (July 1991)	4.9	3.7	3.5	2.9	5.2	7.6	7.2	3.0	3.4	6.5	5.7
Percent Unemployed (1982 Average)	11.1	7.6	9.3	7.4	10.0	16.9	14.3	5.5	10.0	11.5	12.0
Per Capita Income- 1987	$10,515	$13,283	$10,822	$10,907	$10,574	$11,695	$11,774	$16,360	NA	$10,580	NA
Median Household Income- 1979	$16,150	$19,435	$16,748	$16,428	$17,324	$19,220	$18,789	$24,407	$17,657	$17,047	$17,582
Percent of Persons Below Poverty Line- 1979	9.5	7.1	6.6	11.1	7.5	8.1	6.3	4.2	6.7	7.0	9.7
Percent of Population Food Stamp Recipients- 1988	5.0	1.8	2.8	3.0	2.4	5.8	3.3	1.3	1.3	2.1	5.4
Median Household Effective Buying Income- 1988	$21,482	$24,867	21,066	$22,383	$22,669	$26,804	$22,815	$32,916	$22,303	$22,368	$23,277
Per Capita Retail Trade- 1987	$ 4,260	$ 4,755	$ 5,478	$ 6,844	$ 2,719	$ 7,132	$ 5,769	$ 5,599	$ 7,580	$ 4,375	NA
Percent of Earnings-Agriculture- 1986	11.7	7.8	5.1	1.8	30.6	1.0	18.9	1.1	6.5	4.6	1.9
Percent of Earnings-Manufacturing- 1987	32.6	17.7	48.5	27.7	18.9	64.9	16.0	15.3	45.2	42.7	34.2
Percent Employed in Manufacturing	34.7	23.0	33.5	18.8	32.4	43.3	37.3	24.7	38.1	39.9	30.9
Value Added by Manufacturing- 1982 ($1,000's)	97:0	35.7	196.5	633.5	32.6	NA	NA	136.9	222.5	146.9	25,747.0
Percent Change Value Added by Manufacturing 1977-1982	+ 9.2	+22.3	+27.8	+25.5	+ 7.9	NA	NA	+30.8	+43.2	+ 1.0	+13.3
Non-agricultural Employment in County- 1987	9,183	9,767	13,713	54,367	4,185	39,546	3,555	32,035	19,808	13,285	2,188,164
Employment in County Percentage Increase 1981-1987	+ 6.3	+16.5	+17.6	+13.0	+ 7.9	+ 2.7	- 6.1	+57.9	+24.7	+19.1	NA
Average Per Farm of Products Sold- 1982	106,117	65,698	80,894	76,853	127,415	65,026	100,060	52,606	105,583	56,708	54,767
Total Tourism Direct Impact- 1989 ($Millions)	4.67	17.55	16.37	108.91	3.59	38.67	3.21	27.03	32.36	9.97	3,656.75
Per Capita Library Circulation- 1987	7.51	5.69	8.32	5.80	11.13	7.89	10.87	9.12	6.28	9.34	7.40
Crime Rate (Total Serious Crime)- 1989	1,431	2,530	2,584	3,321	NA	3,574	2,873	4,107	1,399	3,373	4,164
Doctors Per 100,000 Population- 1985	48	160	79	166	52	108	86	193	101	76	142
Average Net Property Tax Rate Rate- 1989	7.012	6.769	7.213	7.217	6.379	8.052	7.250	8.124	5.833	6.962	8.392
Per Capita Direct Local Government Expenditure- 1981-1982	1,079	767	786	768	685	952	1,420	860	691	807	900

1/ 1980 Unless noted

Sources: County and City Data Book, 1988, U.S. Census
Survey of Buying Power, Sales and Marketing Management, 1989.
Editor and Publisher Marketguide, 1990.
County Employment Patterns and Labor Force Estimates, Indiana Department of Employment and Training Services.
Indiana Factbook 1985, 1989 Supplement, Indiana Business Research Center, Indiana University.
Economic Impacts of the Tourism Industry, Tourism Division, Indiana Department of Commerce, 1990.
Crime in the United States, 1989, Federal Bureau of Investigation.
U.S. Census, Current Population Report, P-26, April 1990.

10) Clinton County has a higher percentage of citizens born in Indiana than the state and all but two counties (Carroll and Dubois).
11) Clinton County has a higher percentage of workers who commute outside of the county to work than the state and five counties (Montgomery, Tippecanoe, Howard, Dubois and Huntington).
12) Clinton County has a lower unemployment rate in 1991 than the state but higher than five counties (Boone, Montgomery, Tippecanoe, Huntington and Dubois).
13) Clinton County had an unemployment rate in 1982 (a recession year) lower than the state but higher than all but three counties (Howard, Tipton and Huntington).
14) Clinton County has a lower per capita and household income than the state and all other counties.
15) The extent of poverty and food stamp recipients in Clinton County is lower than the state but higher than all but one county (Tippecanoe had a higher poverty rate and Howard had a higher percentage of food stamp recipients).
16) Effective Buying Income in Clinton County is lower than the state and all but one county (Montgomery).
17) Per Capita retail sales in Clinton County is lower than the state and all but one county (Carroll).
18) Clinton County has a higher percentage of total earnings from agriculture than the state and all but two counties (Carroll and Tipton). On the other hand, Clinton County has a higher percentage of total earnings from manufacturing than all but four counties (Montgomery, Howard, Dubois and Huntington), though it is lower than the state.
19) The percent employed in manufacturing in Clinton County is higher than five other counties and the state, but lower than four other counties (Howard, Tipton, Dubois and Huntington).
20) The percentage change in value added by manufacturing (a measure of productivity) is lower in Clinton County than the state and all but two counties (Carroll and Huntington).
21) The percentage increase in employment growth during the 1980's is lower in Clinton County than in all but three counties (Carroll, Howard and Tipton).
22) Clinton County farms have a higher average of farm products sold per farm than the state and all but one county (Carroll).
23) The impact of tourism in Clinton County is less than all but two counties (Carroll and Tipton).
24) Clinton County has a higher per capita library circulation than the state but lower than all but three counties (Boone, Tippecanoe and Dubois).

25) Clinton County has a lower crime rate than the state and all but one county (Carroll).
26) Clinton County has fewer doctors per capita than the state and all counties.
27) Clinton County has a lower net property tax rate than the state and all but four counties (Boone, Carroll, Dubois and Huntington).
28) Clinton County has a higher per capita local government expenditure than the state and all but one county (Carroll).

The City of Frankfort is compared to six cities from adjacent counties - Lebanon, Crawfordsville, Lafayette, Kokomo, Tipton and Noblesville). Frankfort is also compared to two other similarly sized cities - Huntington in Northern Indiana and Bedford in Southern Indiana. From this comparison **(See Table 59)**, the following generalized statements can be made about Frankfort.

1) The population increased in Frankfort between 1970 and 1980 at a lesser rate than the state and in four other cities (Lebanon, Kokomo, Noblesville and Bedford). Between 1980 and 1990, the population decreased in Frankfort while it increased in the state and in five of the cities (Lebanon, Crawfordsville, Lafayette, Noblesville and Huntington).
2) Frankfort has a greater percentage of persons under 18 years than all but three cities (Kokomo, Noblesville and Huntington).
3) Frankfort has a higher percentage of persons over 65 years than the state and all but three cities (Crawfordsville, Tipton and Bedford).
4) Frankfort has a higher median age than the state and all but three cities (Tipton, Noblesville and Bedford).
5) Frankfort has larger households than all but three cities (Kokomo, Noblesville and Huntington) but has smaller households than the state average.
6) Frankfort has a higher percentage of older homes than all but two cities (Tipton and Huntington).
7) Frankfort has lower housing costs than the state and all other cities based upon monthly housing costs.
8) Value of homes is lower in Frankfort than in the state and in all other cities.
9) Frankfort has a lower percentage of high school graduates than the state and all but two cities (Tipton and Bedford).
10) Frankfort has a higher percentage of citizens born in Indiana than the state average and in all but two cities (Tipton and Bedford).

Table 59
Comparative Analysis
Frankfort, Selected Cities, State
Various Years 1/

	City of Frankfort	City of Lebanon	City of Crawfordsville	City of Lafayette	City of Kokomo	City of Tipton	City of Noblesville	City of Bedford	City of Huntington	State of Indiana
1980 Population	15,168	11,456	13,325	43,011	47,808	5,004	12,056	14,410	16,202	5,490,224
1990 Population	14,754	12,059	13,584	43,764	44,962	4,751	17,655	13,617	16,389	5,544,159
Percent Change 1980-1990	- 2.7	+ 5.3	+ 1.9	+ 1.8	- 6.0	- 5.1	+46.4	- 4.1	+ 1.2	+ 1.0
Percent Change 1970-1980	+ 1.4	+17.3	- 3.7	- 4.3	+ 8.6	- 3.3	+59.7	+10.1	- 0.1	+ 5.7
Percent Under 18 Years	28.0	27.8	23.6	25.9	29.4	26.3	30.1	24.4	28.7	29.5
Percent Over 65 Years	16.2	13.7	16.2	11.6	11.3	17.5	11.3	18.5	14.1	10.7
Median Age	31.5	30.6	31.1	29.5	29.5	33.7	31.5	37.1	28.9	29.2
Persons Per Household	2.58	2.50	2.38	2.48	2.59	2.53	2.73	2.41	2.64	2.77
1980 Housing Units	6,073	4,755	5,492	18,324	19,526	2,063	4,574	5,285	5,336	2,091,795
Percent Change- 1970-1980	+ 8.8	NA	+10.2	+14.5	+22.4	NA	NA	+23.8	+12.8	+20.9
Percent of Housing Units Built Before 1939	54.5	33.9	46.2	36.5	39.9	65.2	32.0	53.3	62.7	32.1
Median Monthly Housing Costs- Owner Occupied (With a Mortgage)	$ 245	$ 286	$ 253	$ 281	$ 270	$ 252	$ 377	$ 254	$ 268	$ 304
Median Housing Value- Owner Occupied	$26,200	$34,900	$31,700	$37,100	$30,700	$33,500	$47,200	$27,500	$29,400	$37,200
Percent High School Graduates (25 Years or Older)	59.9	67.5	68.2	70.5	62.2	56.9	66.6	57.2	66.3	66.4
Percent of Persons Born in State	79.5	79.2	78.4	75.8	74.4	81.1	67.0	82.3	78.1	72.3
Per Capita Income- 1987	$10,387	$10,211	$10,506	$11,295	$11,055	$11,006	$13,878	$10,468	$10,271	NA
Median Household Income- 1979	$13,938	$15,633	$14,471	$15,819	$16,373	$13,537	$20,095	$13,050	$15,109	$17,582
Percent of Persons Below Poverty Line- 1979	11.2	8.7	7.5	9.0	11.3	8.1	7.1	10.5	7.8	9.7
Per Capita Retail Trade- 1987	6,248	7,694	10,879	13,913	12,559	18,009	11,487	10,594	7,065	NA
Percent Employed in Manufacturing- 1980	38.8	24.4	33.9	22.5	42.1	34.5	27.6	32.5	45.7	30.9
Value Added by Manufacturing- 1982 ($1,000's)	76.9	25.8	192.9	211.0	NA	NA	62.9	100.6	116.2	25,747.0
Percent Change Value Added by Manufacturing- 1977-1982	+29.9	- 0.8	+28.7	+ 6.0	NA	NA	+ 3.5	+ 3.5	-13.3	+13.3
Crime Index (Total Serious Crime)- 1989	850	513	763	2,477	2,427	NA	596	777	658	NA

1/ 1990 Unless Noted

Sources: County and City Data Book, 1988, U.S. Census
Editor and Publisher Marketguide, 1990.
Crime in the United States, 1989, Federal Bureau of Investigation.
U.S. Census, U.S. Census of Manufacturing.

11) Frankfort has a lower per capita income than all but two cities (Lebanon and Huntington) and a lower median household income than the state and all but two cities (Tipton and Bedford).
12) Frankfort has a higher percentage of persons in poverty than the state and all but one other city (Kokomo).
13) Per capita retail sales in Frankfort is less than all other cities.
14) The percentage of persons employed in manufacturing in Frankfort is higher than in the state and all but two other cities (Kokomo and Huntington).
15) The percentage increase in value added by manufacturing was greater in Frankfort than in the state and all other cities.
16) The Crime Index in Frankfort is higher than in all but two cities (Lafayette and Kokomo).

Summary

Generally speaking, Clinton County and Frankfort have not experienced the population growth of surrounding counties. The county's citizens are generally older and have lower average incomes than other nearby communities. Houses are older and housing values are not as high as elsewhere.

From an economic standpoint, the economy is more diversified than some surrounding counties. However, employment growth and growth in manufacturing has not been as rapid as elsewhere. Retail trade is not as strong as other communities. While agriculture remains an important economic base for the county, few farm jobs are provided today.

EXISTING LAND USE ANALYSIS

An analysis of existing land uses serves several purposes in the development of a Comprehensive Plan. Study of the existing land use pattern will identify factors which have influenced past development. This analysis will identify conflicts between land uses, will aid in the forecast of future developmental patterns and will provide the basis for the future land use plan. A future land use plan will provide the framework for a new City/County Zoning Ordinance.

"Land use" is a Twentieth Century concept of community development. In earlier times, land development was primarily concerned with dividing land into parcels for transferring ownership. The use that might be made of any parcel of land was relatively unimportant since, prior to the development of a machine technology, one use differed very little from any other use. Advancing technology over the past century has resulted in an increasing specialization of the use of structures and land. Improved communication and transportation has also allowed any kind of land use to locate anywhere, and in Clinton County, this has happened. When the countryside consisted only of farmers and agricultural support businesses, concern about land use was not necessary because the land was usually well cared for and someone's use of their land would not usually have negative impact on the use, value and enjoyment of their neighbor's land.

EXISTING LAND USE SURVEY

During late 1989 and early 1990, a land use survey was conducted throughout Clinton County, the City of Frankfort and all the incorporated county towns - Colfax, Kirklin, Michigantown, Mulberry and Rossville. Land was classified according to the following categories:

Agriculture - Agricultural or open space land consists of all land used for agriculture, with the exception of farm residences, as well as all woodlands, wetlands and any other vacant land.

Residential - Residential land uses consist primarily of single family dwellings, both farm and non-farm. Two family dwellings, multi-family dwellings, group housing quarters and mobile homes are also residential, but each have different symbols on the townships existing land use maps.

Commercial - Commercial land use consists of all structures and land used for commercial uses including retail and wholesale businesses, service establishments and offices. Home occupations consists of those small commercial uses which are located in the operators home and are shown separately on the existing land use maps.

Industrial - Industrial land uses include all manufacturing facilities and accessory storage areas. It also includes industrial related activities such as landfills, grain elevators and commercial junkyards. While all junkyards were noted during the inventory, only those that appear to be commercially operated were noted as industrial on the land use maps. Utility installations are also industrial land uses but are shown separately on the existing land use maps.

Public Uses - These land uses include public buildings and other facilities open to and/or owned by the public. Churches, schools and cemeteries, while within this category, were noted separately on the existing land use maps.

Recreational Uses - These land uses include all parks, campgrounds, clubs and lodges which may be partially or completely open to the public.

Land use maps were prepared for each of Clinton County's fourteen townships, the City of Frankfort and for each of the towns based upon the land use survey data. The following legend shows the symbols used on the land use maps.

Legend

Agriculture
Single Family Dwelling
Group of Single Family Dwellings
Two/Multi Family Dwelling
Apartment Complex
Mobile Home
Group of Mobile Homes (Not in Mobile Home Park)
Mobile Home Park
Group Housing (Nursing Home, etc.)
Home Occupation
Single Business
Commercial Area (Numerous Businesses)
Single Industry
Industrial Area (Numerous Industries)
Utility (Public or Private)
Public Use (Except Recreational)
Recreational Use (Public or Private)
Church, School, Cemetary
Built-up Area/ See Detailed Map

County-wide Land Use Trends

There are several county-wide land use trends which are apparent.

Agriculture: Agriculture has been and remains the predominant land use in Clinton County. There are many areas throughout the county with prime agricultural soils. As the economic analysis identified, farms have been consolidated and are getting bigger. Many farm residences have been torn down in recent years.

Corridor Development: While the county is still predominantly agriculture, there has been much non-farm development in rural areas in recent years. Many of these non-farm uses have been located along the State Road 28 corridor east and west of Frankfort, and along State Road 39 south of Frankfort. Unplanned "corridor-type" development has led to varied, often times conflicting land use pattern in these and similar type areas. However, corridor development, if properly planned, can be a good land use arrangement and will be encouraged in some areas in the Future Land Use Plan.

Scattered Development: While much development has occurred along Clinton County's "corridors", some other non-farm development has scattered throughout the county. This scattered non-farm development is perhaps the greatest hazard to agriculture land in the county. Scattered development has occurred to a large extent in the western portion of the county. This kind of deveopment commonly occurs as a strip of residences along the side of a county road. Another example is an isolated small subdivision or mobile home park. Other non-residential examples may be a junkyard, body shop or other commercial or industrial uses which have located in a predominantly agricultural area.

Not only does scattered development take good agricultural land out of production, but it interferes with that which remains in use. The non-farm residents and other non-farmers are often intolerant of odors, noises, dust and other farm activities nearby. The farmers are in jeopardy of paying higher taxes for urban services which they do not need, but others around them do. County officials are pressed to provide expanded public services to this scattered development, which is usually much more costlier than to better-planned development. The demand for paved roads to replace gravel roads, is one good example which has become an issue in recent years.

Rural Specialized Land Uses: With today's improved transportation and communication networks, many larger specialized land uses which previously could only be in urban areas are now locating in rural areas. These facilities, which often require large areas of land and serve a regional market, include golf courses, schools, communication towers and landfills. These land uses, while all not necessarily incompatible in rural areas, must be carefully considered prior to development to limit conflicts.

Commercial Development: Most of Clinton County's commercial uses are located within Frankfort and the towns and along the roads leading out of these communities. There are also commercial uses located at the intersections of major highways such as State Road 28 and I-65 and State Road 28 and State Road 29. However, every township has several commercial uses or home occupations located in agricultural or residential areas. Many commercial uses create land use conflicts when improperly located adjacent to residential or agricultural land uses.

Industrial Development: The majority of Clinton County's industrial uses are located in Frankfort and the towns and along State Road 28 west of Frankfort. In addition, most smaller communities in the county have grain elevators and related industrial uses along railroad tracks in the towns.

TOWNSHIP EXISTING LAND USE

Existing land use will now be discussed for each township.

Center Township: Center Township is located in the middle of Clinton County and includes the City of Frankfort. State Road 28 divides the township east to west, while State Road 39 generally runs north to south through the township **(See Map 18)**.

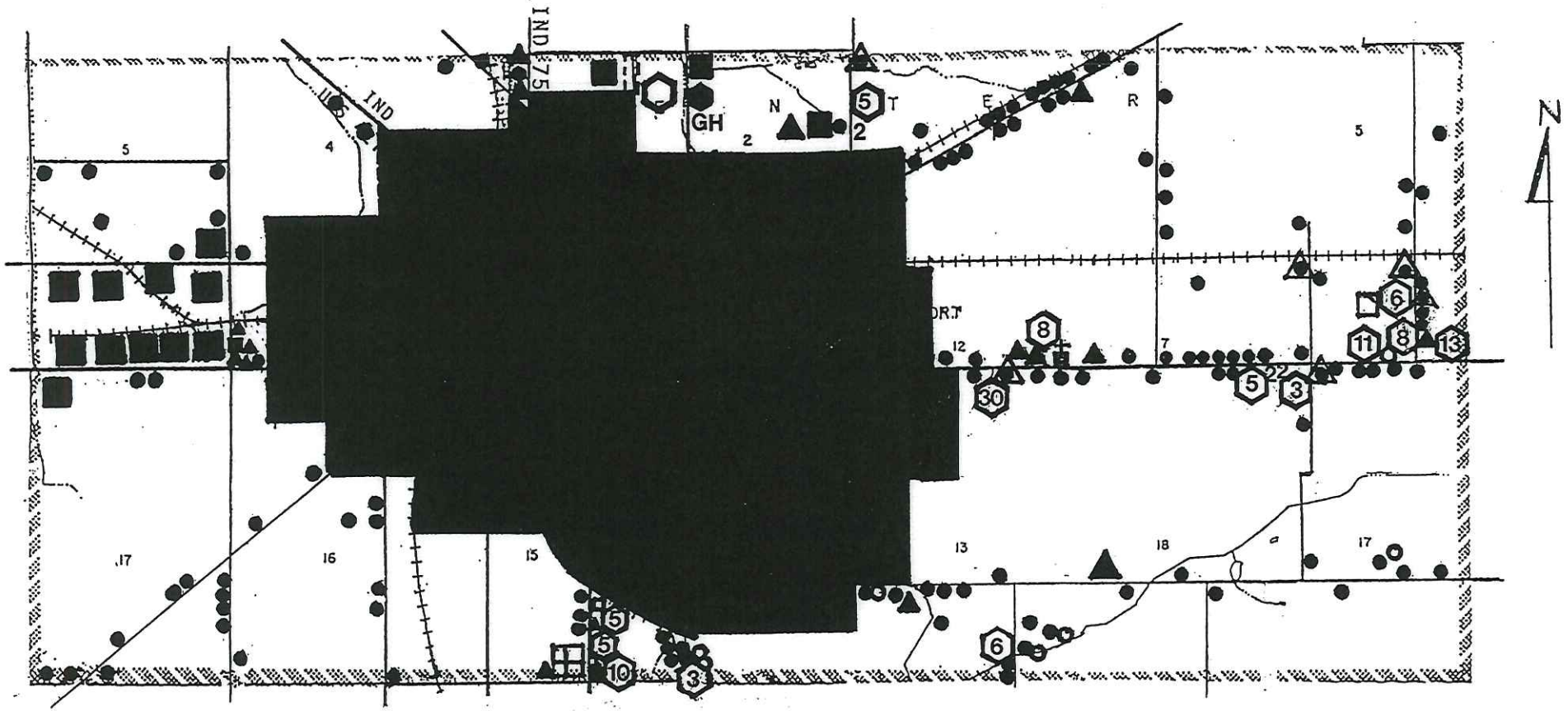
This township is the most developed township in the county though large areas of agricultural land uses remain, primarily in the southwest and eastern Center Township. Frankfort occupies a large portion of the township. Outside of the immediate Frankfort area, there are scattered rural subdivisions along the State Road 28 corridor east and there are numerous commercial uses along State Road 39 South. Many industrial uses and the airport are located west of Frankfort along State Road 28.

Forest Township: Forest Township is located in northeast Clinton County. State Road 26 crosses the township east to west **(See Map 19)**.

Except for the community of Forest, the township is predominantly agricultural. There are very few non-farm residences. Non-residential uses include a veterinarian clinic in Section 20 on State Road 26 and an agribusiness northeast of Forest.

The community of Forest is predominantly residential, though there are several stores in the center of town and numerous agribusinesses along the railroad tracks.

Jackson Township: Jackson Township is located in south central Clinton County. State Road 39 runs through the township north to south and is the greatest influence on the land use

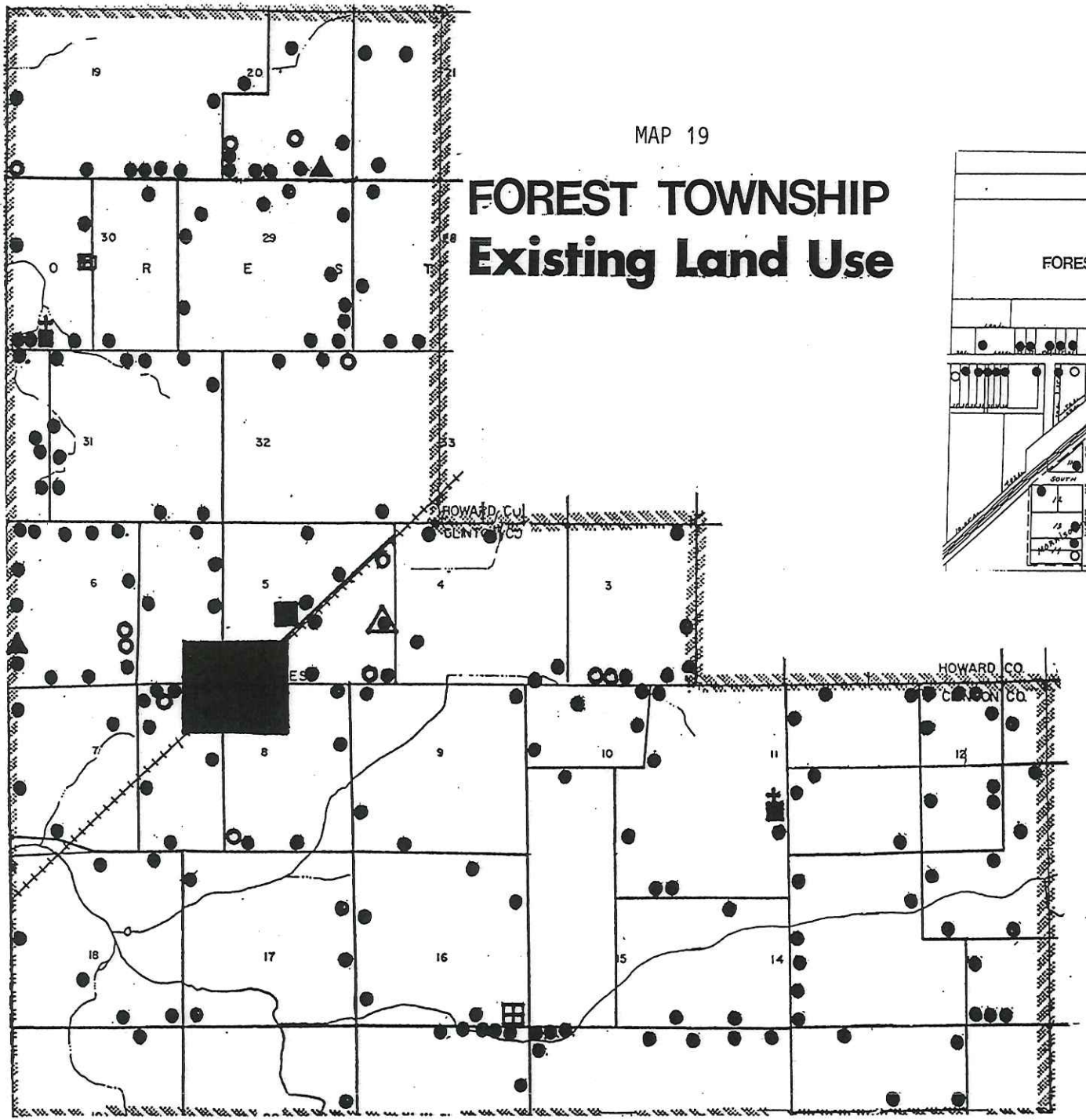


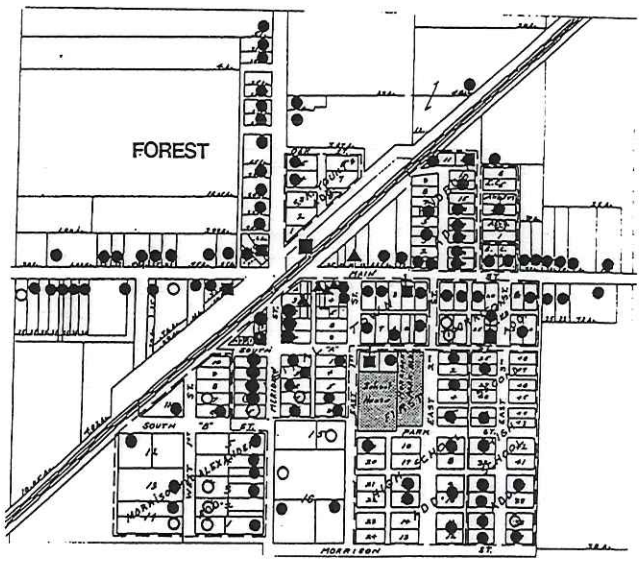
MAP 18

CENTER TOWNSHIP
Existing Land Use

MAP 19

FOREST TOWNSHIP
Existing Land Use





pattern in the township (**See Map 20**). All of the township is part of the Twelve Mile Prairie and includes some of the best farmland in the county. However, there has been some non-farm development along the State Road 39 corridor. There are numerous non-farm residences in Antioch. Other non-farm residences are located in the community of Cyclone and in north central Jackson Township near Frankfort. There are also several small platted subdivisions along State Road 38 east of Antioch.

Non-farm and non-residential land uses include several businesses along State Road 39 between Antioch and Frankfort, an elevator in Reagan and a communications tower in the southwestern part of the township.

Johnson Township: Johnson Township is located in east central Clinton County and is bordered by State Road 28 on the south (**See Map 21**). It is predominantly farmland with few non-farm land uses outside of Hillisburg and Scircleville. The only notable concentration of non-farm homes outside of these communities is in Section 26 in northeast Johnson Township.

Both Hillisburg and Scircleville are predominantly residential with numerous mobile homes. There are several vacant commercial buildings and several elevators and agribusinesses along the railroad tracks.

Kirklin Township/Town of Kirklin: Kirklin Township is located in southeast Clinton County and is bisected by U.S. 421 south to north and by State Road 38 east to west (**See Map 22**). Outside of the Town of Kirklin it is predominantly agriculture. The only concentration of non-farm residences is in either southwest Kirklin Township near Scotland Church or along State Road 38 east of Kirklin.

Most non-farm/non-residential uses are in the Town of Kirklin though there is an industrial use in Section 17, a grain elevator in Cyclone in Section 33, a truck wash in Section 26 and the Kirklin sewage treatment facility in Section 12.

The Town of Kirklin is predominantly single family residential though there are numerous mobile homes in the northern part of the town and an apartment complex in southeast Kirklin (**See Map 23**). Most businesses are in the central area of the town. Industrial uses are located in several areas of the community along the abandoned railroad and in the southern part of Kirklin. This dispersement of industrial uses throughout the town near residential areas in many instances, may create land use conflicts over time. Future industrial development should be located in industrial areas designated on the Future Land Use Plan maps.

Madison Township/Town of Mulberry: Madison Township is located in northwest Clinton County and is crossed by State Road 38 east to west (**See Map 24**). While most non-farm uses are located in Mulberry, there is still a wide range of non-farm uses in agricultural areas. There are numerous non-farm homes in the Hamilton area as well as along the Mulberry-

Jefferson Road. There is a campground in Section 28 and Camp Cullom, a Boy Scout campground, in Section 34. The Mulberry sewage treatment plant is located in Section 20 along the South Fork of the Wildcat and there is an agribusiness along State Road 38 in Section 18.

The Town of Mulberry is generally well organized from a land use perspective **(See Map 25)**. The town is predominantly residential with few mobile homes in the community. The Mulberry Lutheran Home is located in the northwest part of the town. Nearly all businesses are in the downtown area while the only industry is located along the railroad in south Mulberry. The city park is located in the southeast part of town.

Michigan Township/Town of Michigantown: Michigan Township is located in east central Clinton County and is crossed north-south by State Road 29 and east-west by State Road 28 **(See Map 26)**. Michigantown and Boyleston are located in the township along State Road 29. While Michigan Township is predominantly agriculture, there are numerous non-farm residences scattered throughout the township, primarily along State Road 28, along Michigantown Road and State Road 29. There are several "strip" subdivisions in these areas.

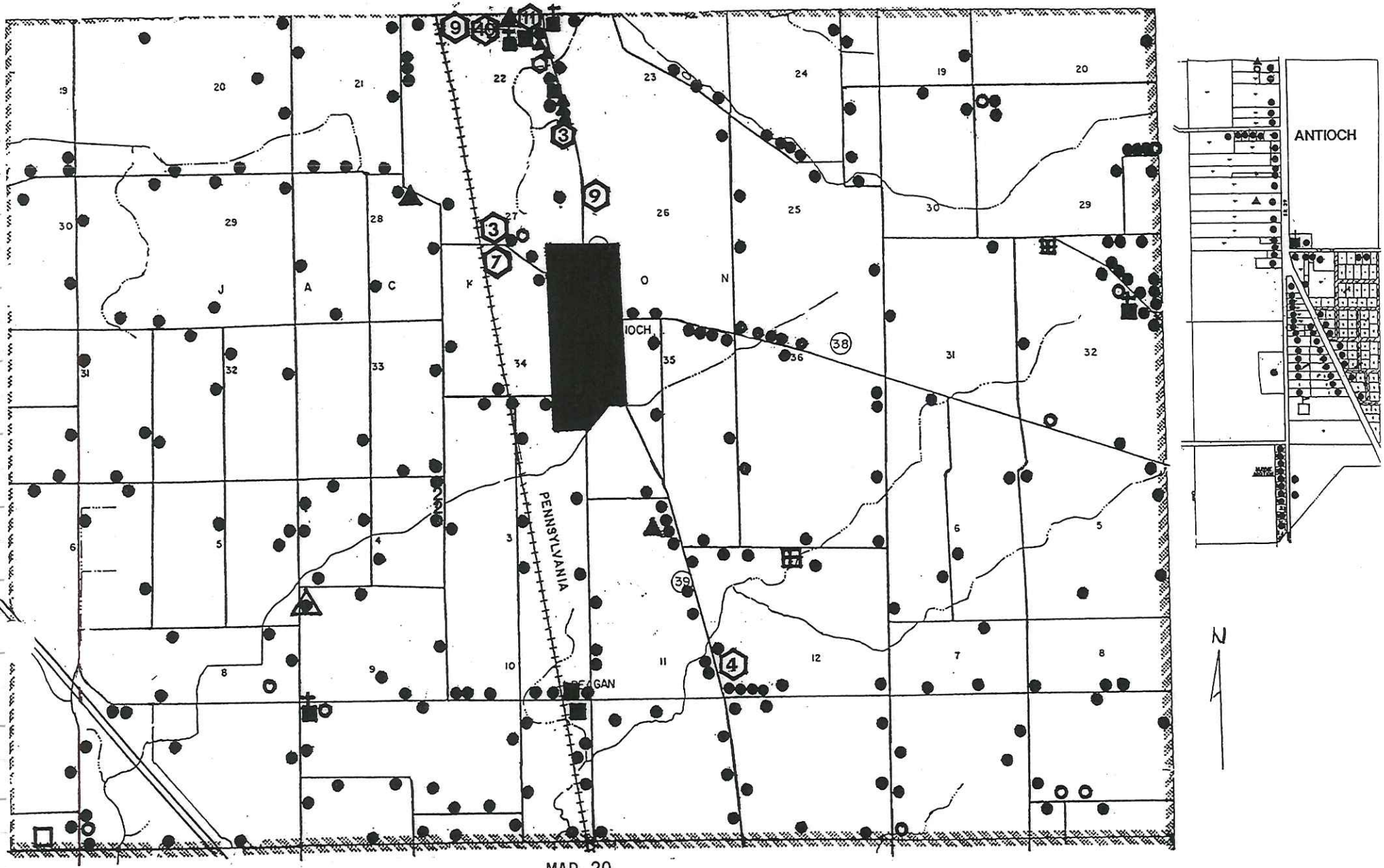
There are also a variety of non-farm/non-residential uses in the township including Clinton Central Schools in Section 2, numerous businesses at the junctions of State Road 28 and State Road 29, a paving company and mobile home park in Section 36 and the Michigantown sewage treatment facility in Section 27.

From a land use perspective, Michigantown is generally well laid out **(See Map 27)**. Most stores are downtown and most industries are along the railroad in northern Michigantown. However, where the businesses and industries are adjacent to residential areas, there is some potential land use conflict. The Michigantown park is located in the northeastern part of the community.

Owen Township: Owen Township is located in north central Clinton County and is crossed by State Road 26 east to west and by State Road 17 north to south **(See Map 28)**. The township has three railroad communities - Sedalia, Moran and Cambria. The township is predominantly agricultural, with few non-farm residences outside of the small towns.

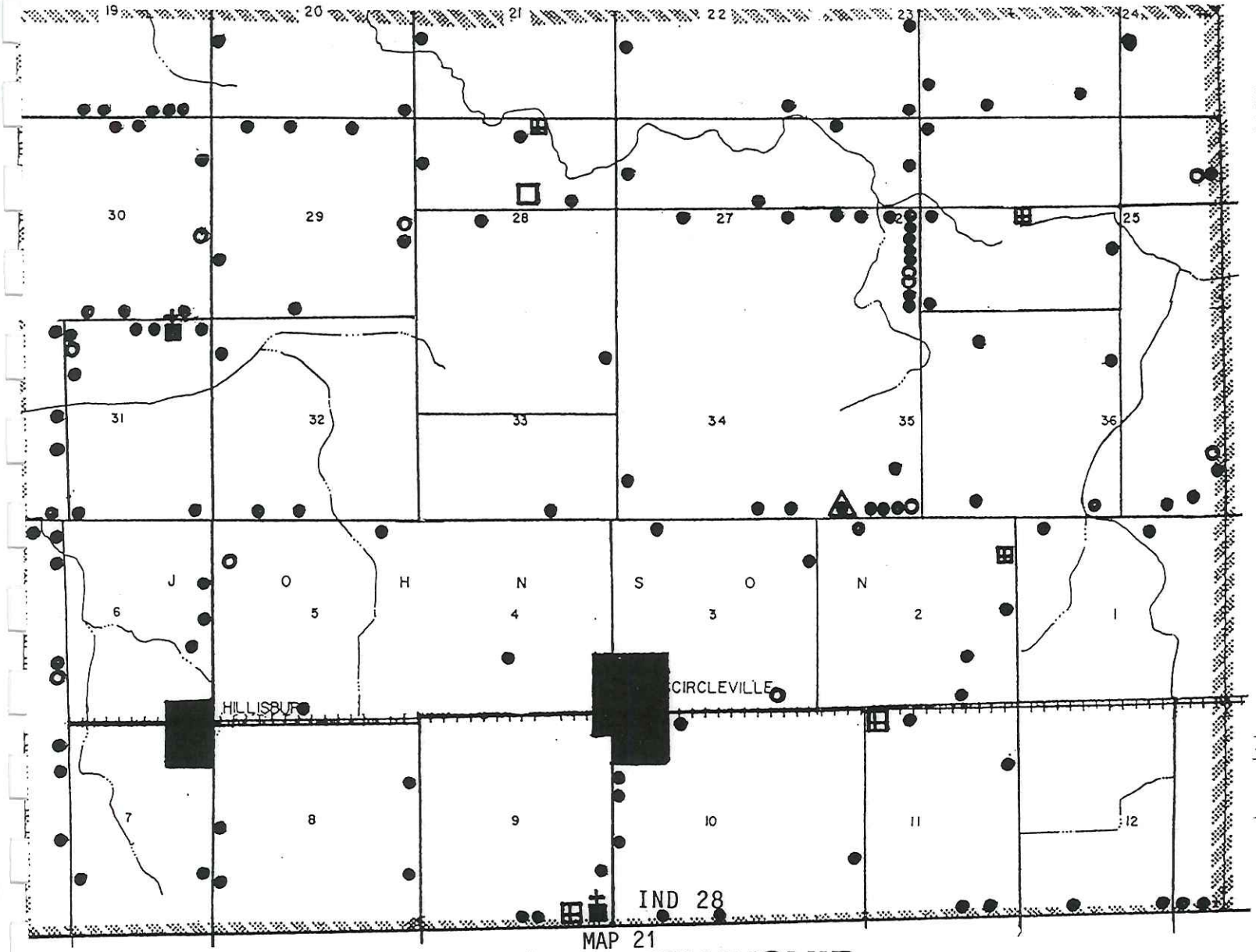
The principal non-farm/non-residential uses include a junkyard in Section 25, elevators in Sedalia, Moran and Cambria, contractors in Section 27 and 34 and a cabinet shop in Section 32.

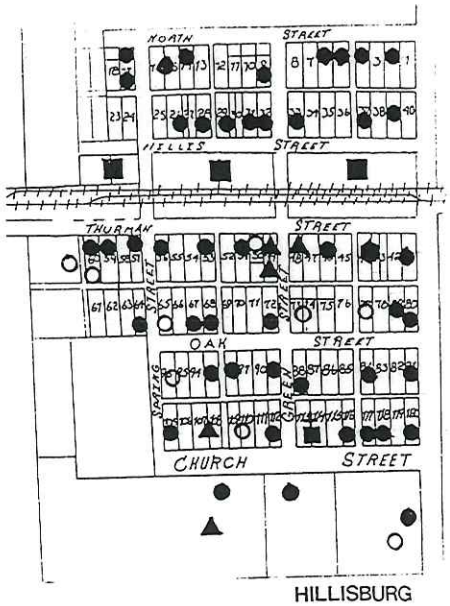
Perry Township/Town of Colfax: Perry Township is located in southwest Clinton County and is crossed by U.S. 52 and I-65 northwest to southeast **(see Map 29)**. The town of Colfax and the small community of Manson are located in the township. Like all townships in Clinton County,

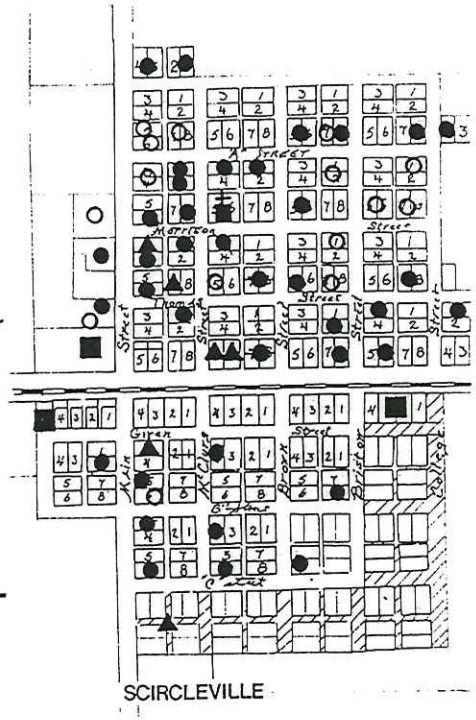


MAP 20

JACKSON TOWNSHIP
Existing Land Use

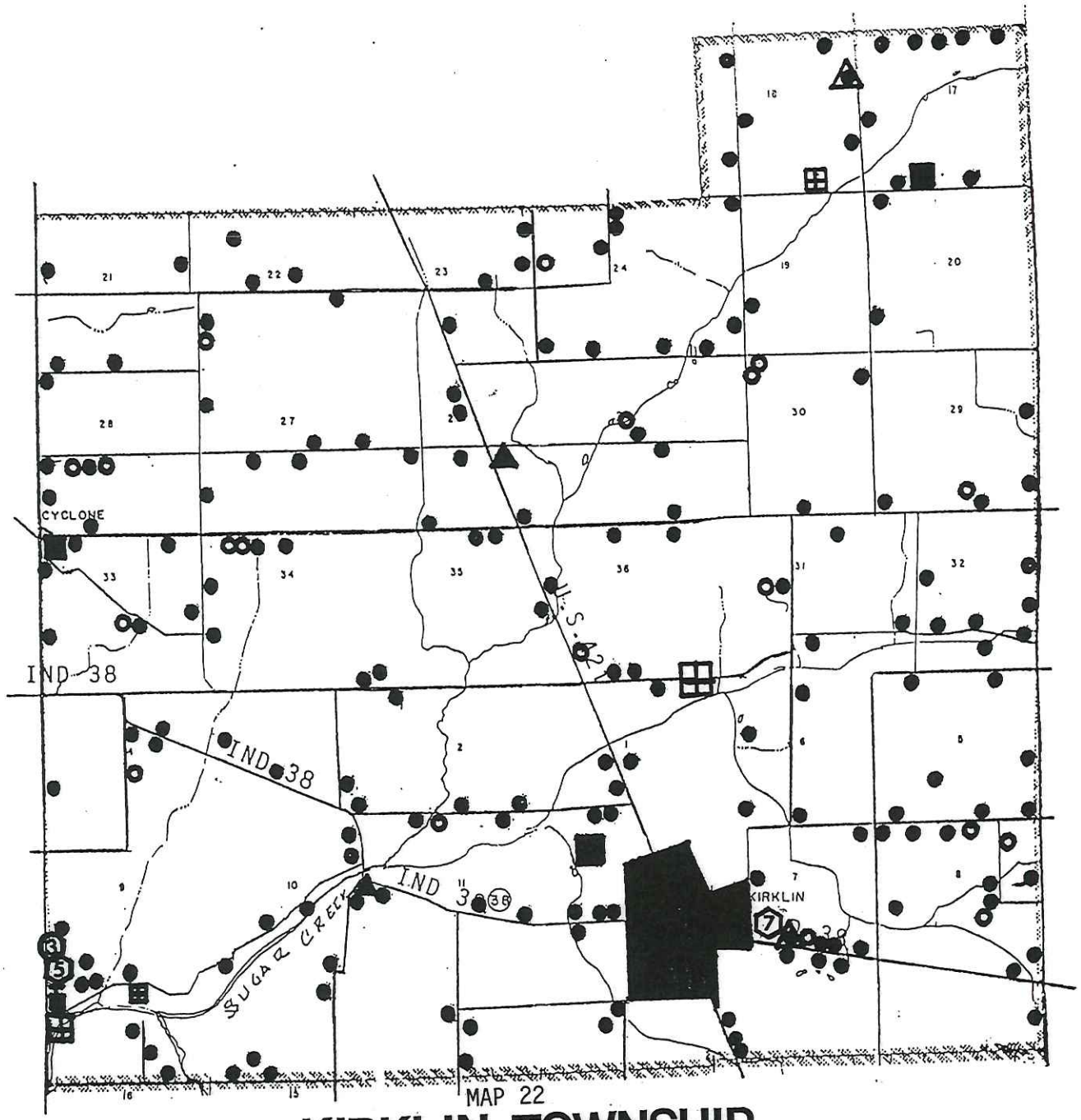






MAP 21

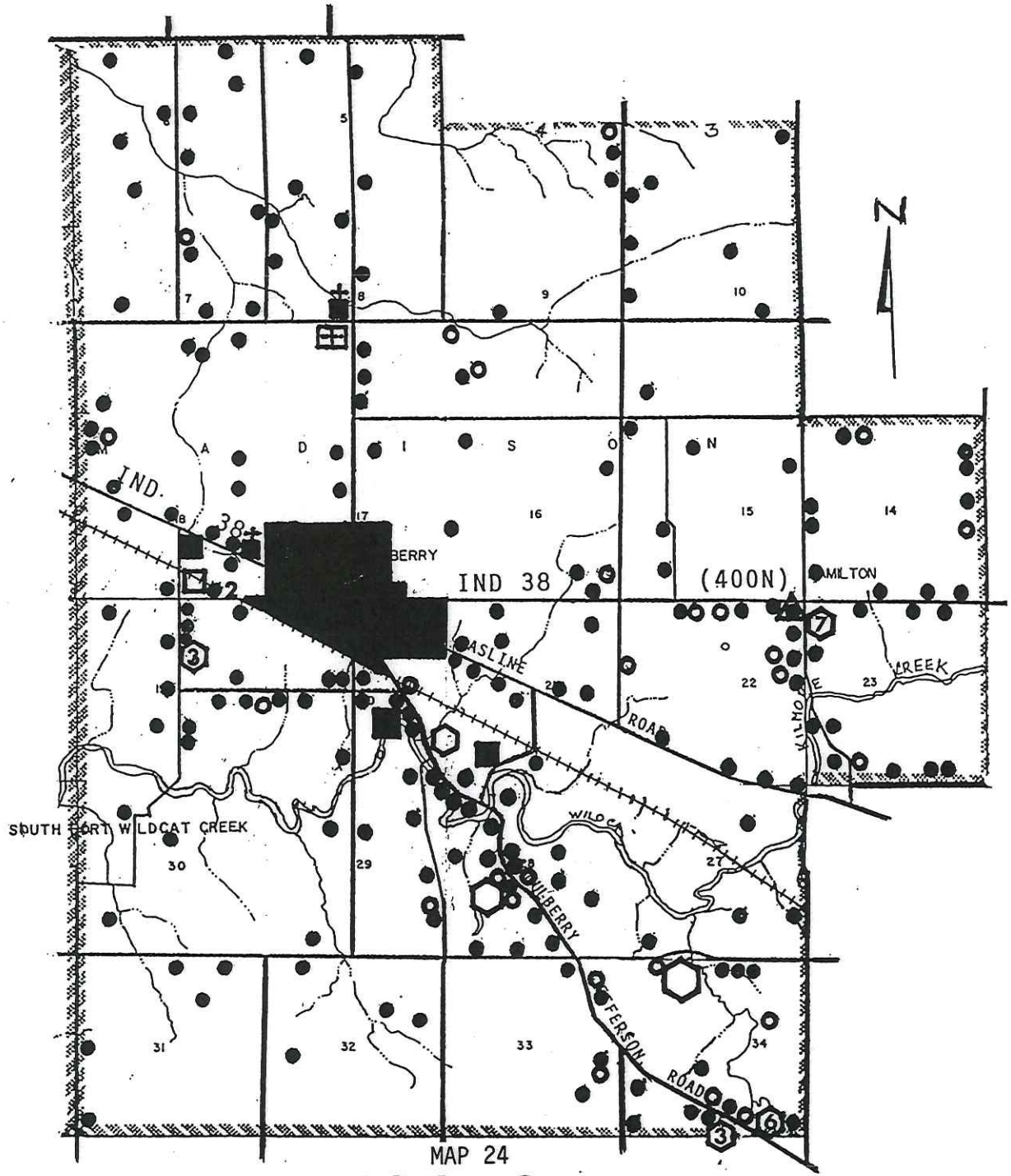
JOHNSON TOWNSHIP
Existing Land Use



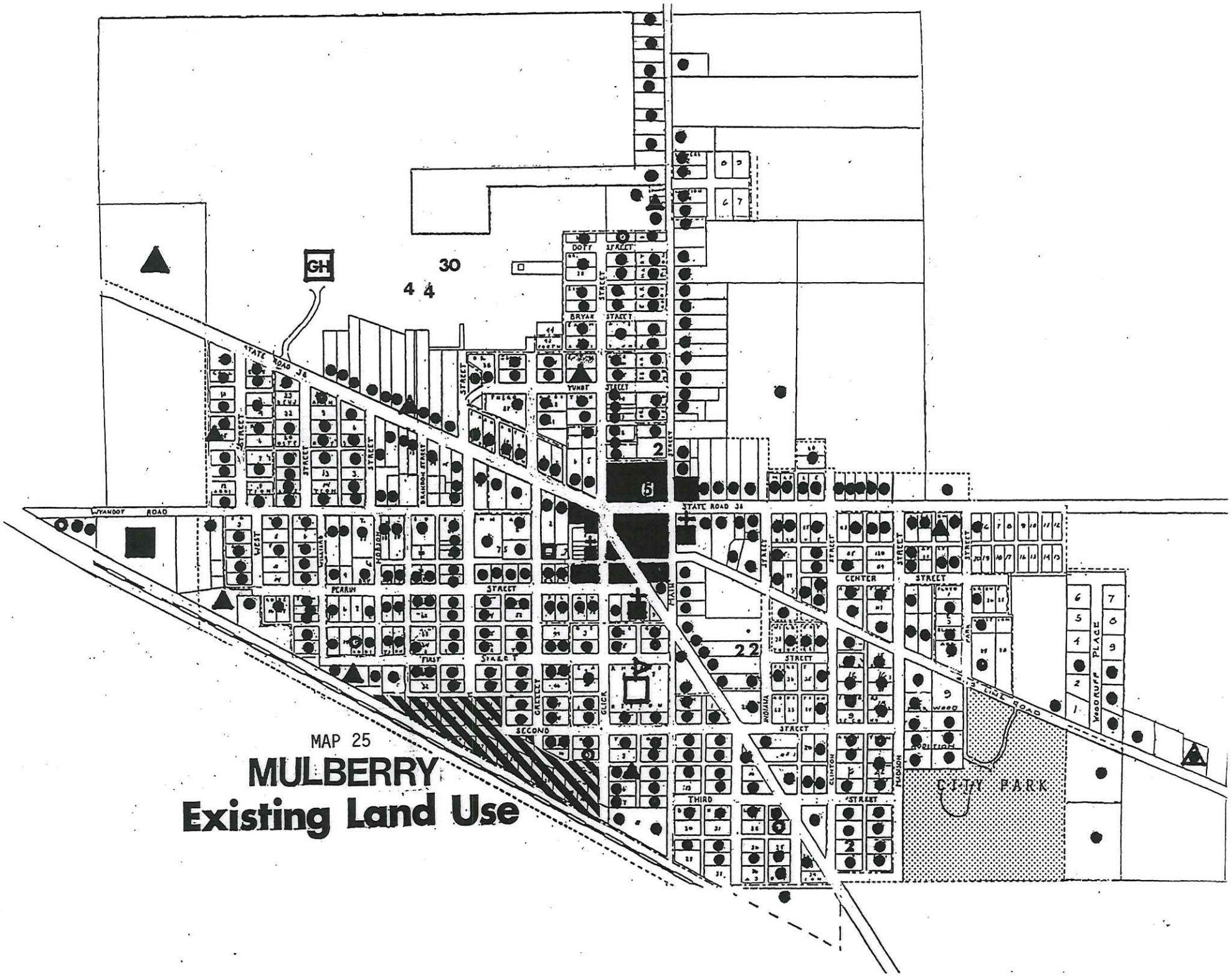
MAP 22

KIRKLIN TOWNSHIP
Existing Land Use


N
ROSS
WASHINGTON
HARRISON
MAIN
OHIO
ST.
PARK
AREA
DERBY
CLAY
ILLINOIS
ADDISON
MONROE
DAMS
JACKSON
STATE RD. 38
WEST MONROE
MYERS + BEARD
ADD.
MYERS
ADD.
STATE ROAD 38
CENTRAL AVE.
GREEN'S
ADD.
448
MAP 23
KIRKLIN
Existing Land Use

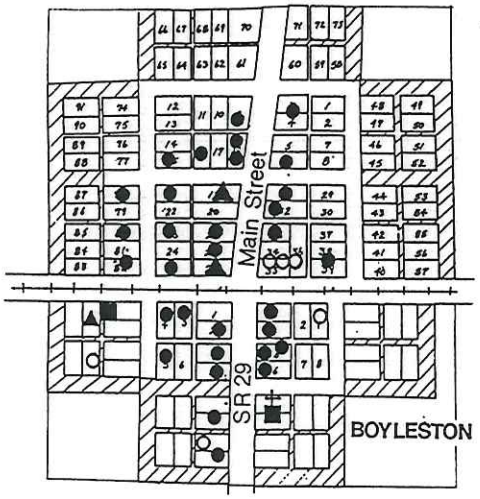


MADISON TOWNSHIP
Existing Land Use



MAP 25

MULBERRY
Existing Land Use

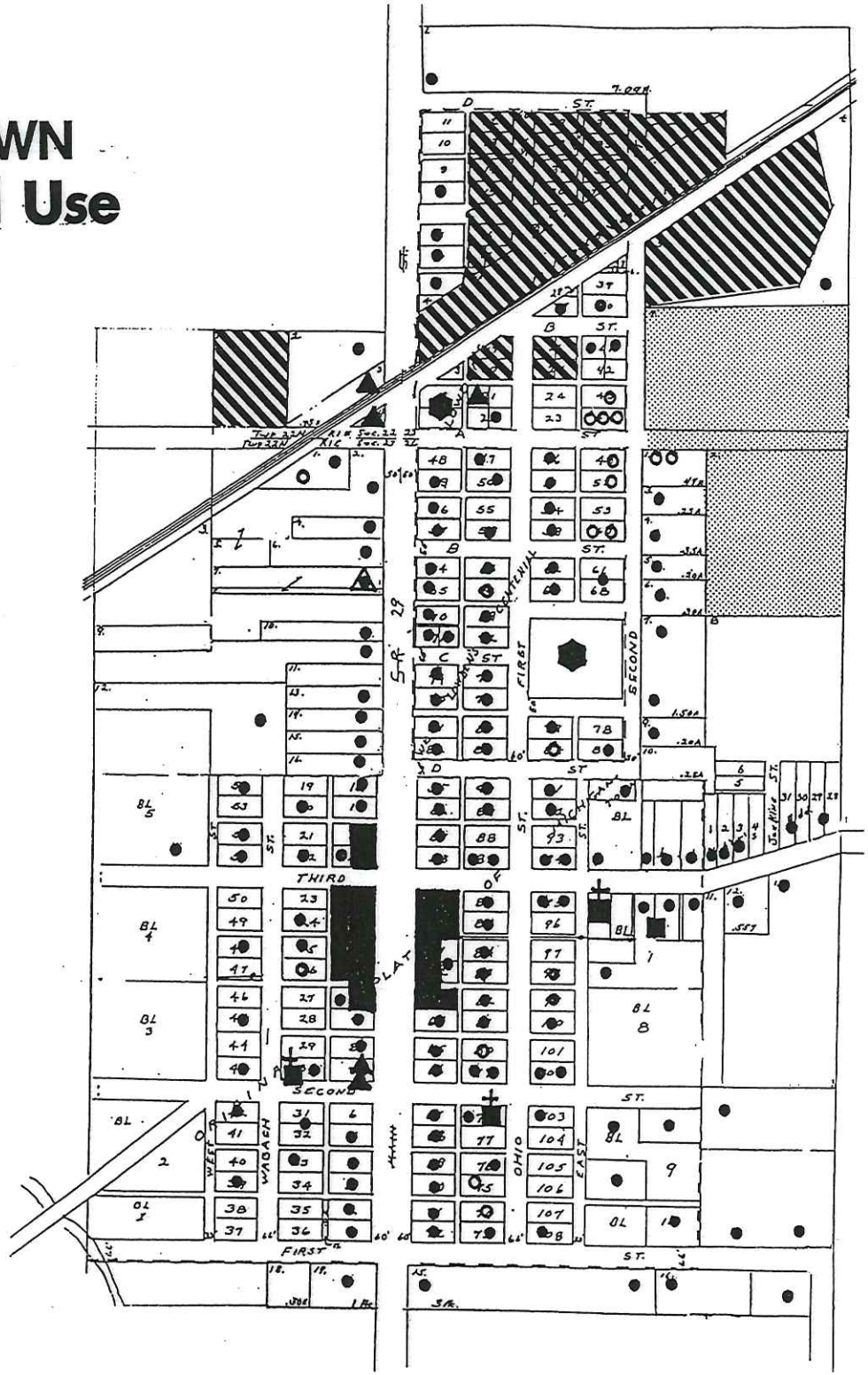


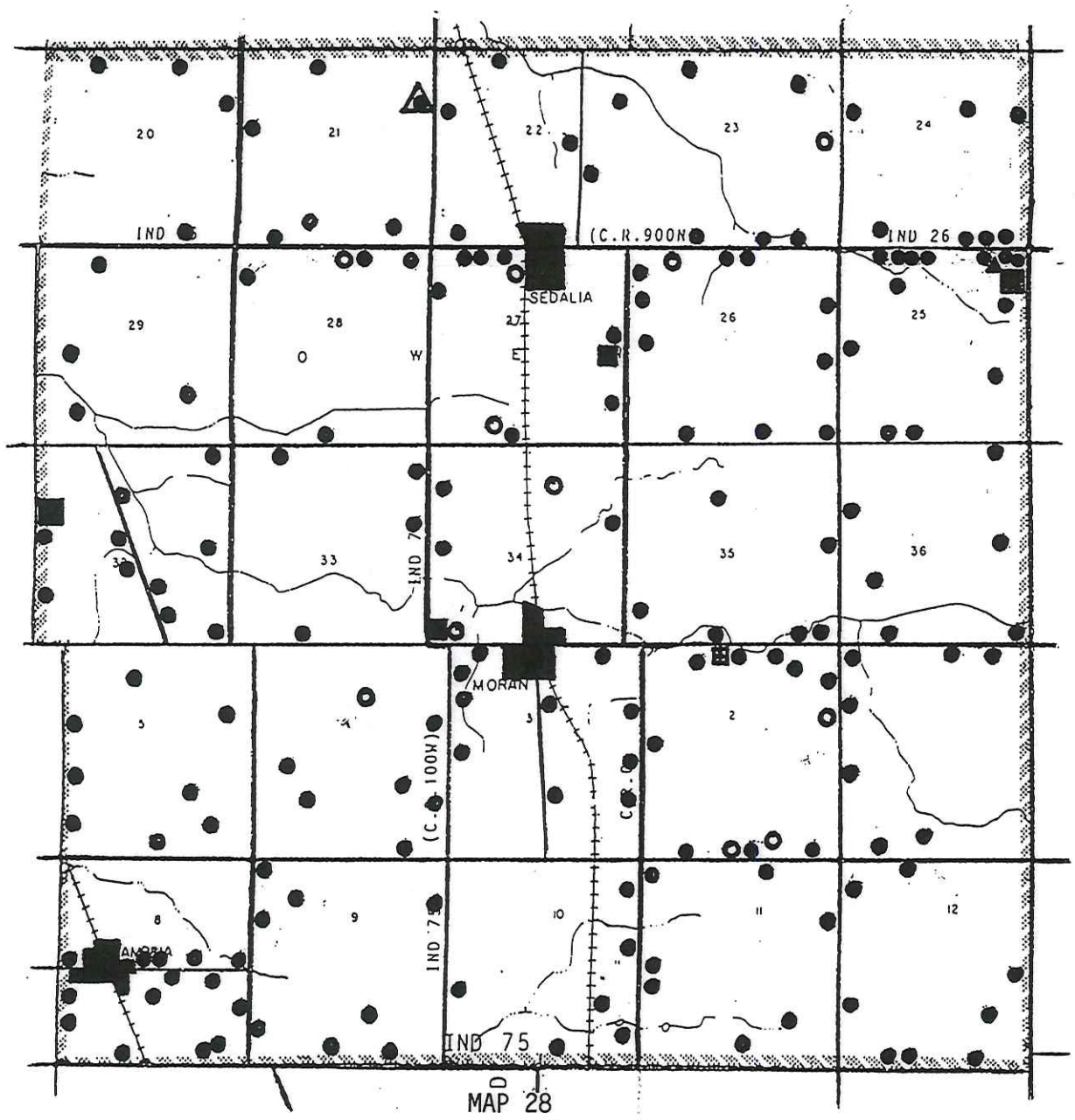
MAP 26

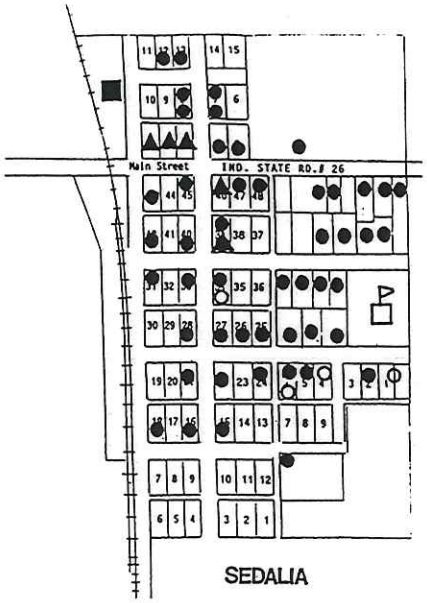
MICHIGAN TOWNSHIP
Existing Land Use

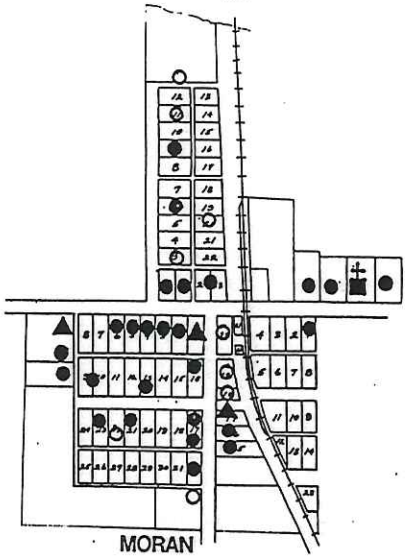
MAP 27

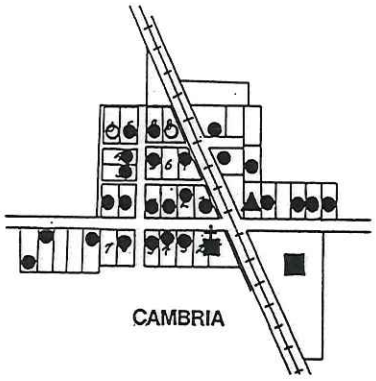
MICHIGANTOWN
Existing Land Use





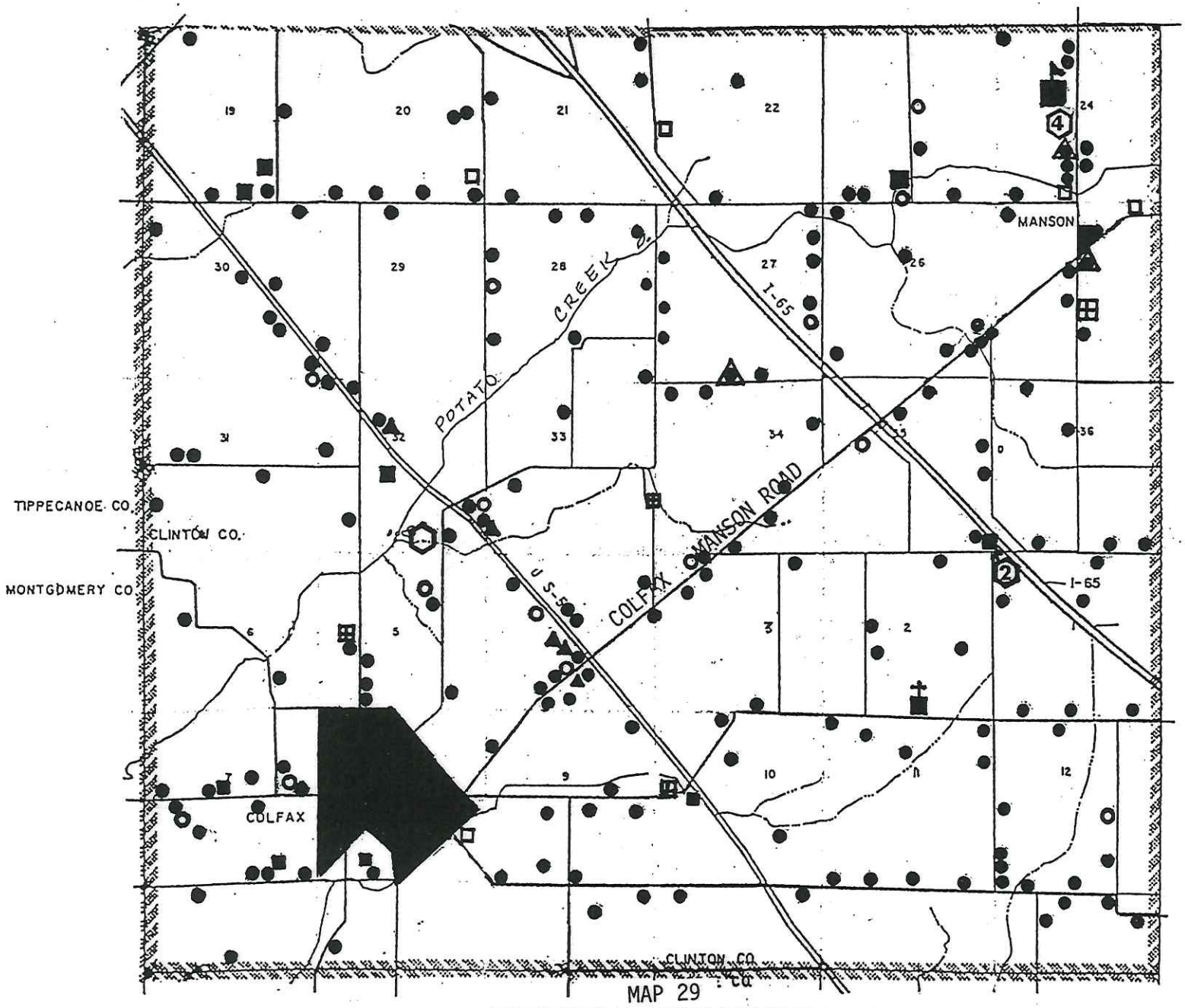


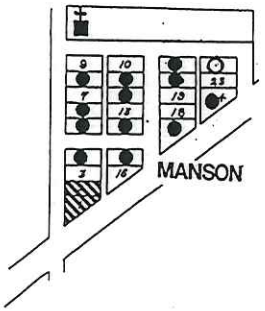




OWEN TOWNSHIP

Existing Land Use





MAP 29

PERRY TOWNSHIP

Existing Land Use

Perry Township is predominantly agricultural, though there are several concentrations of non-farm houses including in Manson, in the vicinity of Clinton Prairie Schools and along the Colfax-Manson Road.

There are numerous non-farm/non-residential land uses in the township including Clinton Prairie Schools in Section 24, an agribusiness in Section 19, the Colfax sewage treatment plant south of Colfax, a campground in Section 32, a meat processor in Section 7 and several businesses near the intersection of U.S. 52 and the Colfax-Manson Road.

The Town of Colfax has quite a variety of land uses **(See Map 30)**. While it is predominantly residential, there are numerous elevators and related agribusinesses along the former railroad right-of-ways with many adjacent to residential areas. Most commercial uses and city utility and public facilities are in the downtown area. Other notable land uses are an apartment complex south of downtown and a park in eastern Colfax.

Perhaps more than in any other community in Clinton County, railroads have influenced the land use arrangement in Colfax. Most industries and downtown area developed in proximity to the railroads. Consequently, with the abandonment of both railroads in Colfax, special land use concerns are created. Land use conflicts between residential and these other uses must be minimized and will be addressed in the Future Land Use Plan.

Ross Township/ Town of Rossville: Ross Township is located in northwest Clinton County and is crossed by State Road 26 east to west and by State Road 39/U.S. 421 north to south **(See Map 31)**. Rossville and to a lesser extent, Edna Mills, are the principal built up areas in the township. Ross Township, perhaps more than all the others has experienced growth pressure from communities outside of Clinton County, notably Lafayette. This growth pressure has led to a variety of land uses in the township. While the township is still predominantly agricultural, there are numerous areas of non-farm houses scattered throughout the township, including along State Road 26 and 39 corridors and along County Roads 700N, 800N and 800W.

The growth pressure has also contributed to a variety of non-farm/non-residential land uses including a junkyard and other businesses in Edna Mills, a junkyard in Section 3, communication towers in Sections 26 and 35, a golf course north of Rossville, several businesses along State Road 39 south of Rossville and a farm equipment dealer in Section 19. Potentially conflicting land uses should be controlled through careful zoning in compliance with the Future Land Use Plan.

The Town of Rossville, on the other hand, is generally well organized from a land use standpoint (See Map 32). It is predominantly residential, with few mobile homes outside of the mobile home park on the north side of town. There are several duplexes in the downtown

area which "buffer" the commercial uses of downtown from single family uses, a good planning approach. Most commercial uses are in the downtown area or in the shopping center on the west side of town. There are only a few small industrial uses located immediately next to the railroad tracks. The sewage treatment facility is located immediately north of town. Other principal uses include Rossville Schools at the south edge of town and a nursing home at the town's eastern edge. The town park is located in a residential area in the northeast part of the community.

As the population analysis discussed, modest population growth may be expected in Ross Township. Adequate areas should be designated on the town and township Future Land Use Plan to accommodate this growth.

Sugar Creek Township: Sugar Creek Township is located in southeast Clinton County. State Road 28 runs along the township's northern boundary and State road 38 crosses the southwest portion of the township **(See Map 33)**.

Sugar Creek Township has perhaps the fewest non-farm land uses of any township in the county. About the only concentration of non-farm residences are in Pickard and in extreme southwest Sugar Creek Township. The only non-agricultural/non-residential uses in the township are several businesses in Pickard.

Union Township: Union Township, located immediately north of Frankfort, is crossed north to south by State Road 17 and State Road 39/U.S. 421 **(See Map 34)**. While it is the smallest township, it has one of the widest range of land uses activities of all townships in the county.

It is still predominantly agricultural, though there are several large subdivisions in the township, including Little Lakes in Section 13 and Northwood Estates and Timberline Estates in Section 35. Other residential areas are located along the County Road 00 corridor, along State Road 39 and in the Town of Kilmore.

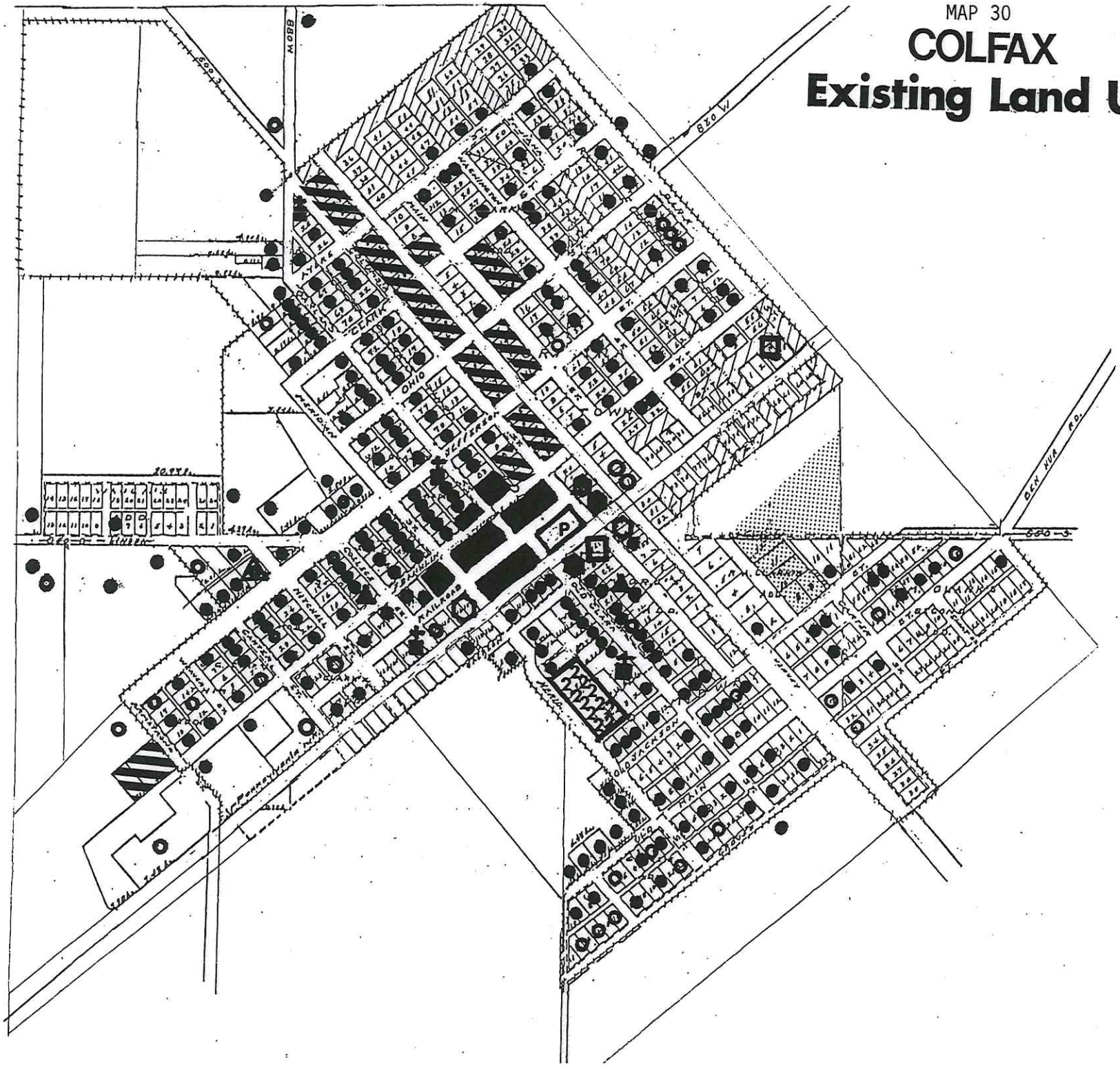
Non-farm/non-residential uses in the township include Camp Fowler of the Indiana National Guard, the Montgomery Landfill in Section 29, a communication tower in Section 35, several businesses and/or gravel pits along County Road 200N and numerous businesses at the intersection of State Road 17 and County Road 00. Because of this wide diversity of land uses, there should be careful planning to avoid conflicts between them and to avoid environmental hazards.

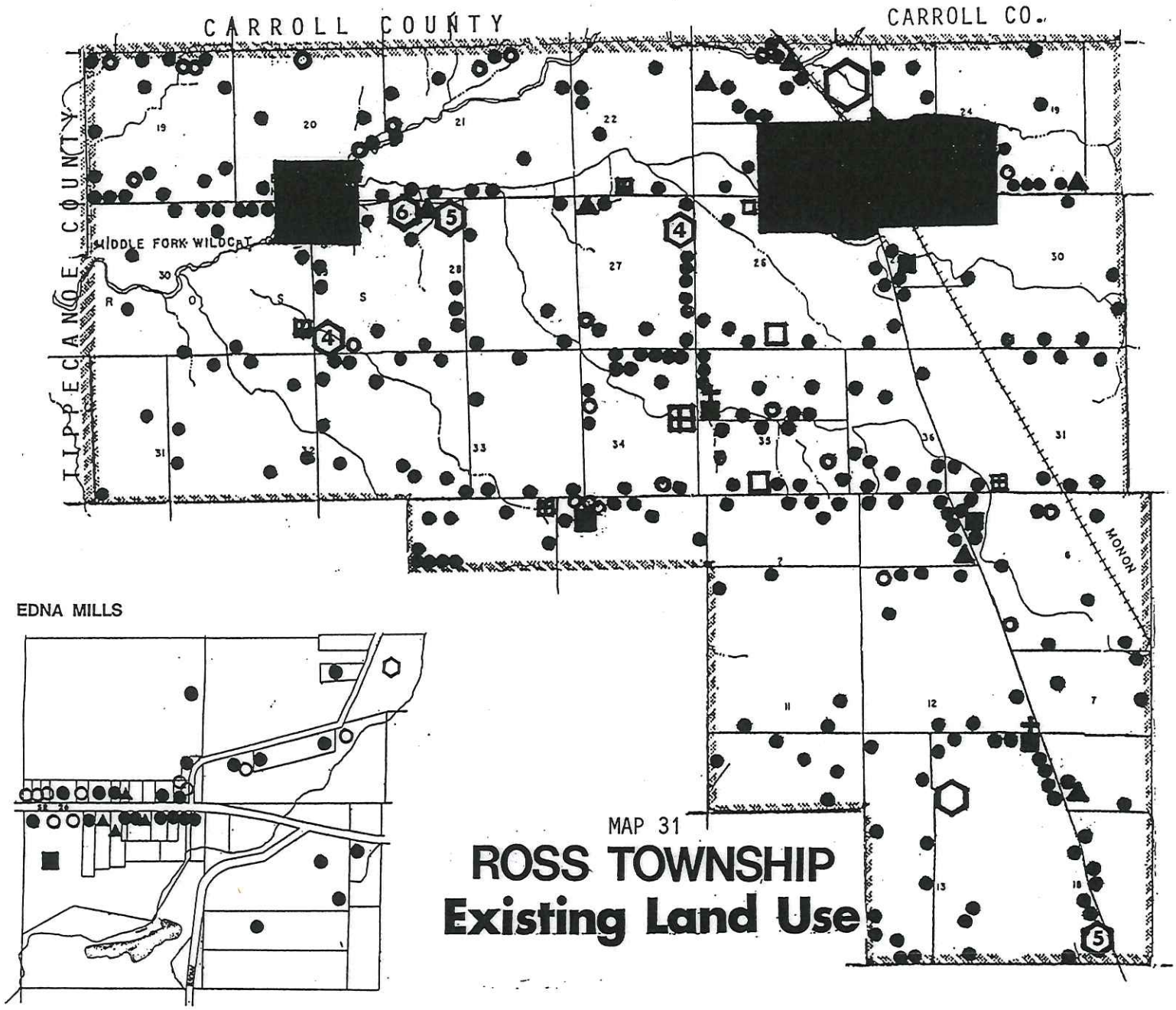
Warren Township: Warren Township, located in north central Clinton County, is crossed north-south by State Road 29 and east-west by State Road 26 **(See Map 35)**. Agriculture is the predominant land use though there are a few residential areas including Middle Fork, Beard, Geetingsville and in Section 35 along State Road 29.

MAP 30

COLFAX

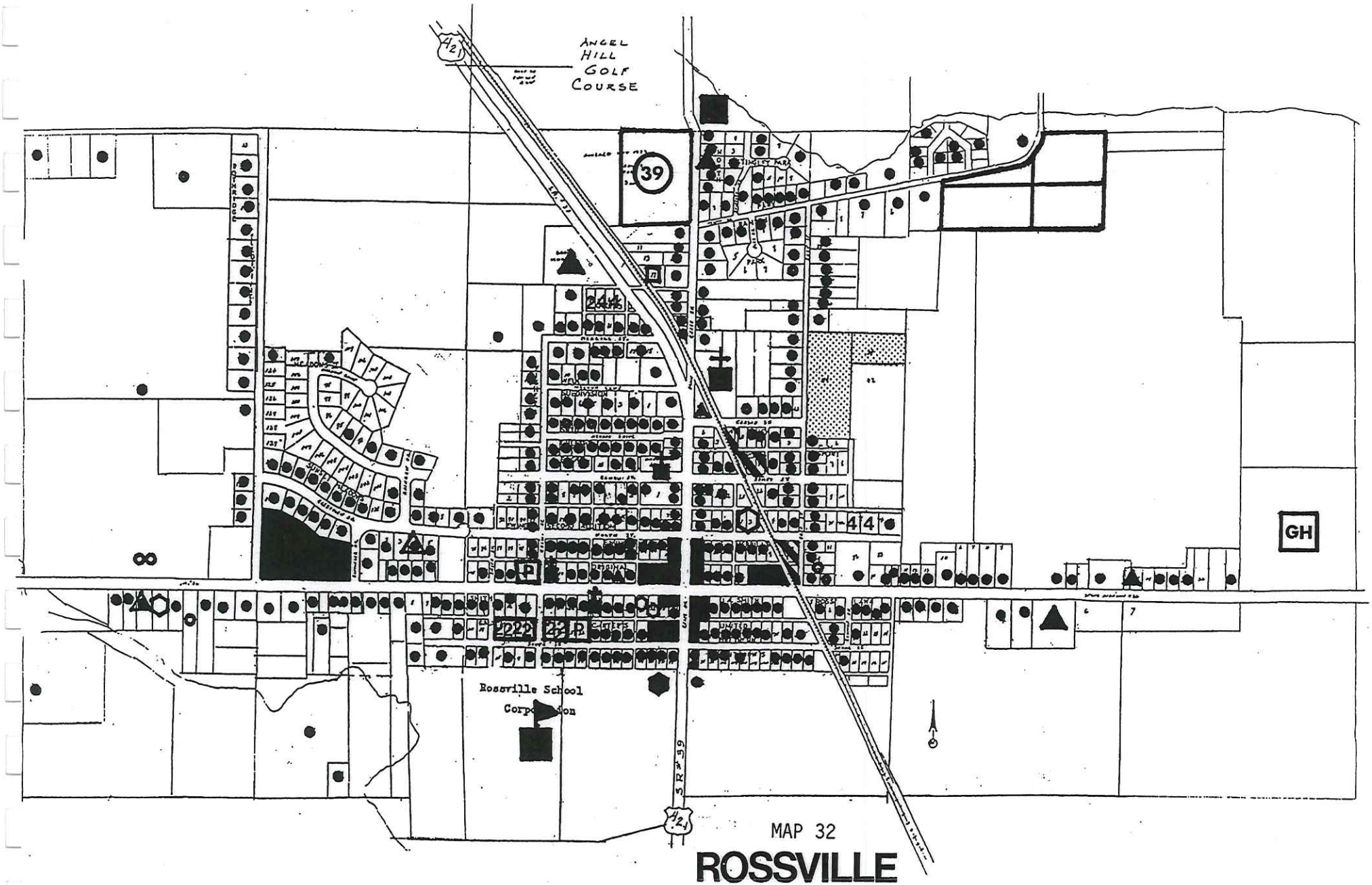
Existing Land Use





MAP 31

ROSS TOWNSHIP
Existing Land Use

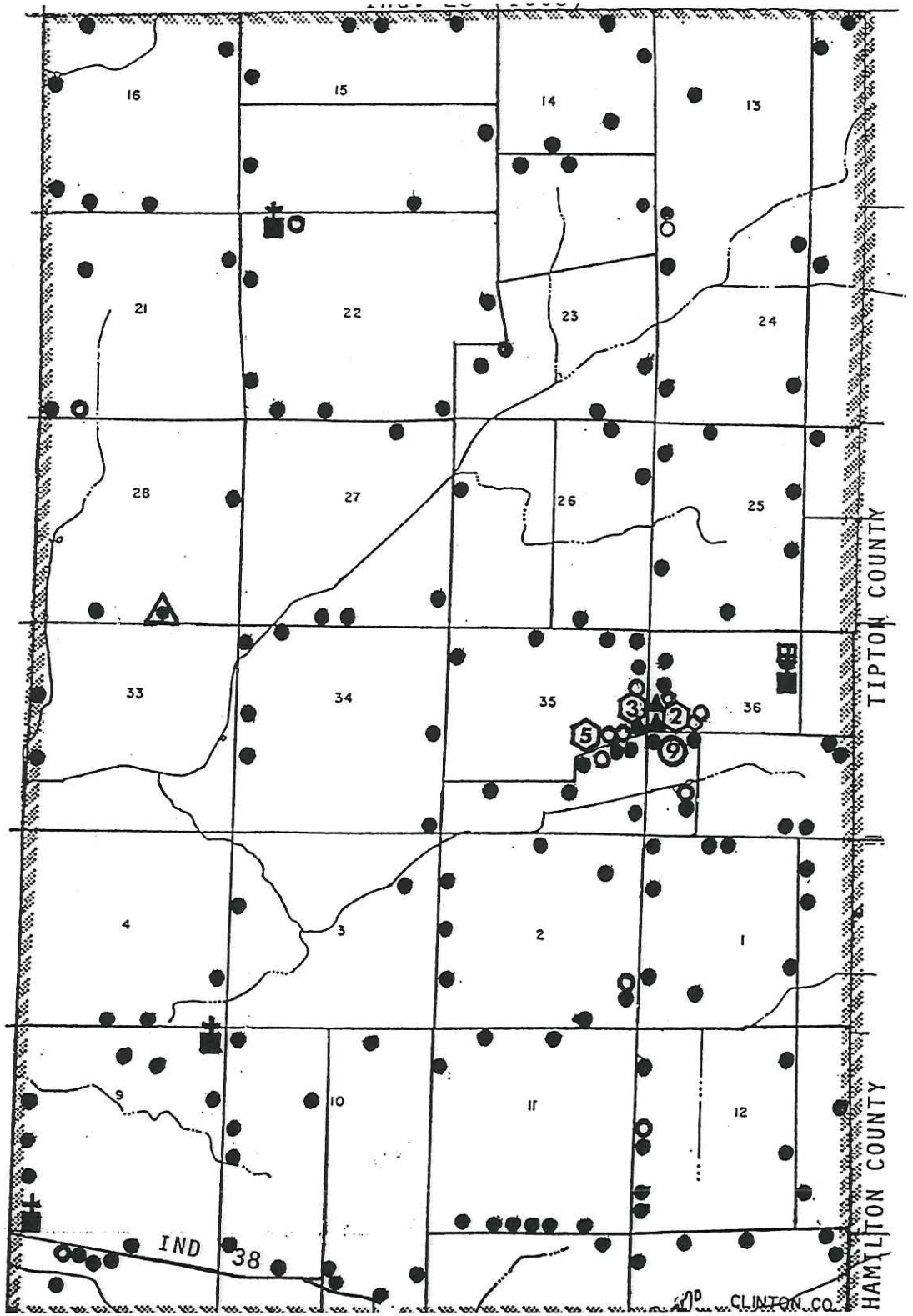


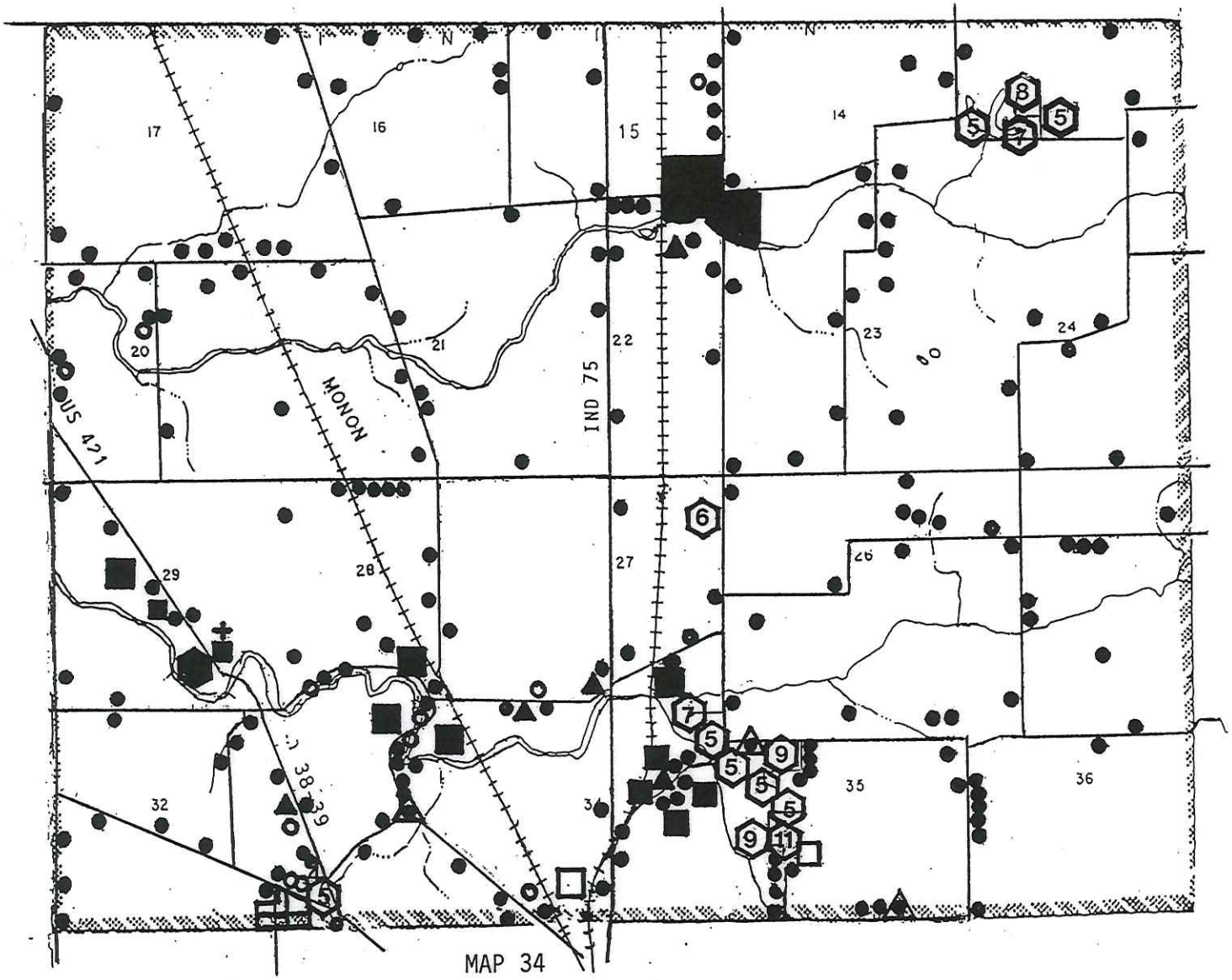
MAP 32

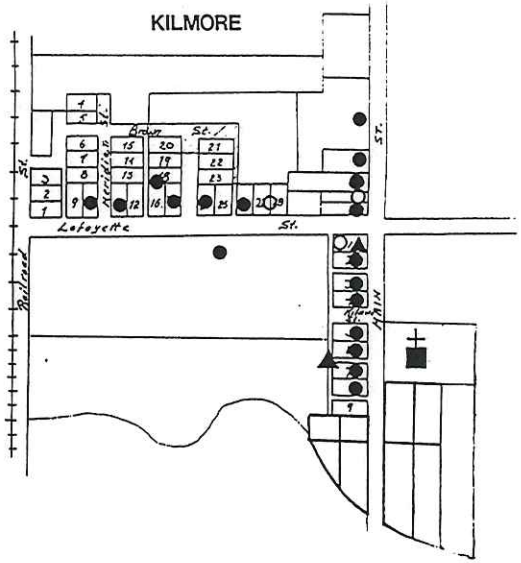
ROSSVILLE
Existing Land Use

MAP 33

SUGAR CREEK TOWNSHIP
Existing Land Use







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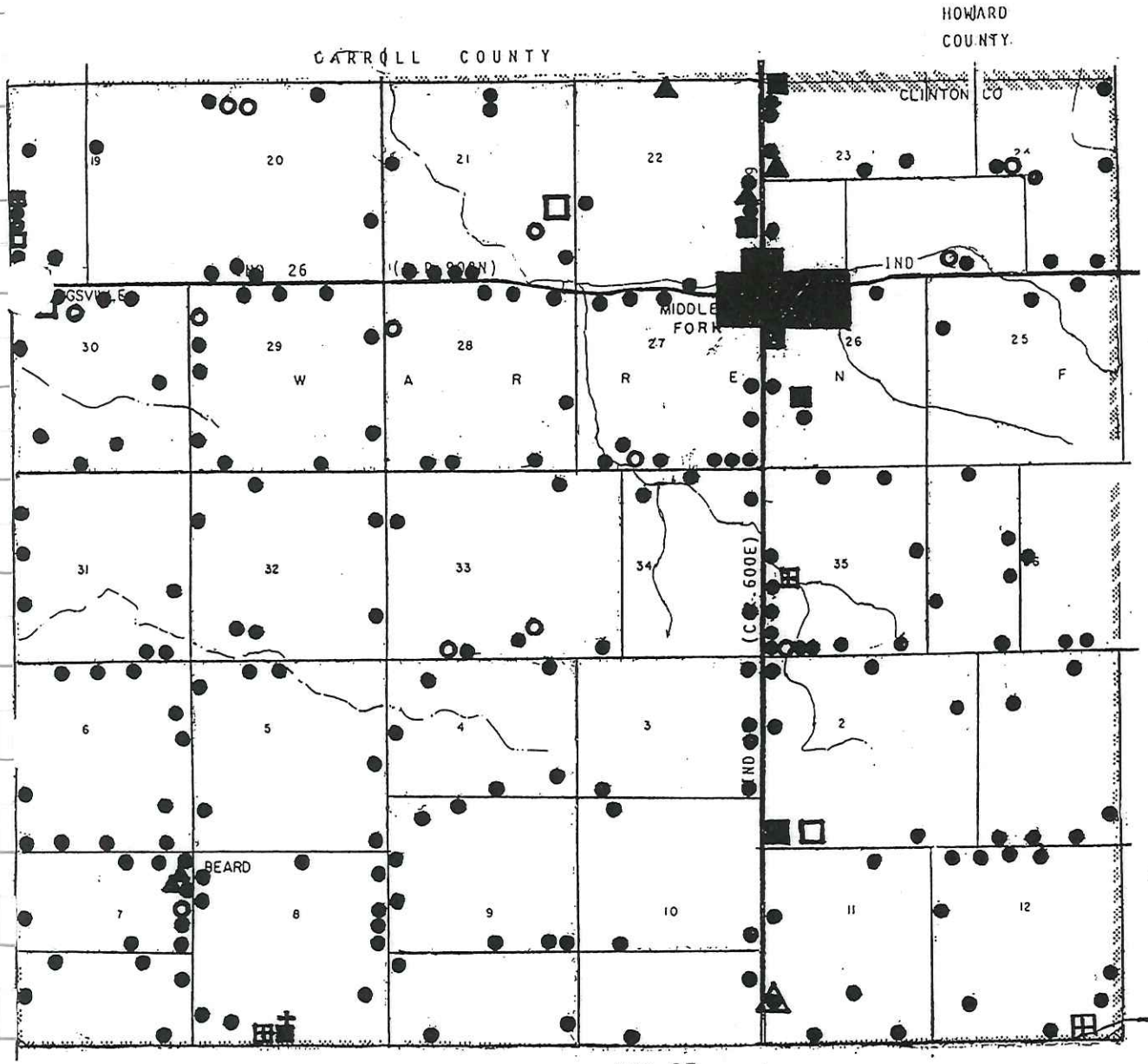
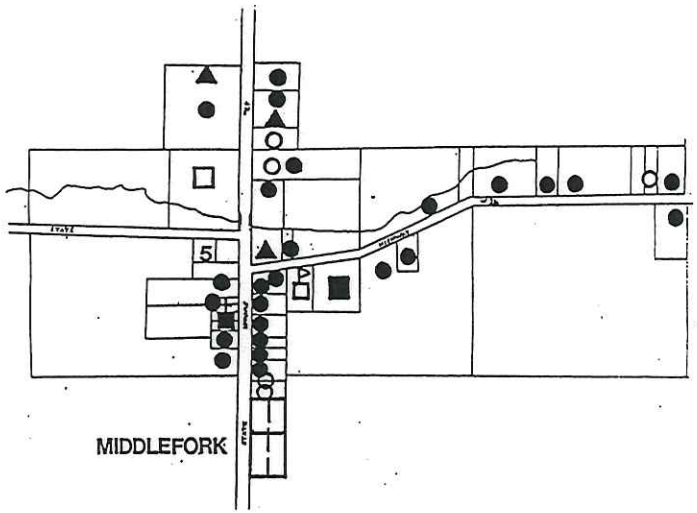
MAP 34

UNION TOWNSHIP

Existing Land Use





MAP 35

WARREN TOWNSHIP
Existing Land Use

Non-farm/non-residential uses include agribusinesses in Middle Fork and in Section 2, communications towers in Sections 2 and 21 and several businesses along State Road 29 north of Middle Fork.

Washington Township: Washington Township is located in west central Clinton County and is crossed by State Road 28 east to west (See Map 36). I-65 crosses the southwest part of the township. Like other townships in west and northwest Clinton County, it has a wide range of land uses. Agriculture is still predominant, but it is being displaced in some areas by non-farm uses.

Non-farm residences are scattered in rural subdivisions throughout the township, particularly along the Mulberry-Jefferson Road, along Gas Line Road, along County Road 400W, in the Fickle area and in Jefferson. A large mobile home park is located northwest of Jefferson.

There are also several non-agricultural/non-residential uses in the township including several industries along State Road 28, a contracting business in Section 2 and several businesses in Jefferson and at the intersection of State Road 28 and I-65. Part of the county's industrial park is located east of Jefferson, as is the city airport.

The Highway 28 corridor through Washington Township may be expected to have significant development pressure during the planning period, particularly if State Road 28 is widened into a four-lane facility. Development should be encourage along this corridor in accordance with the Future Land Use Plan.

CITY OF FRANKFORT EXISTING LAND USE

Since Frankfort's selection as the county seat location in 1830, the city has grown into a community of diverse land use arrangement. Some of the more significant land use trends are a follows:

Effect of the Railroads: Frankfort developed as a railroad community. Many commercial and industrial uses located along the railroads and to a great extent, established the land use pattern of the city. This has led to a mixing of commercial/industrial land uses with residential land uses which has fostered land use conflicts.

Residential Growth: Early residential growth was at an orderly pace in all directions away from the downtown area. However, over time, residential development proceeded primarily in an easterly and then southeasterly direction and stopped in most other directions. This is most apparent in south and west Frankfort where pre-1940 homes are in many instances adjacent to the corporate limits or city edge. The residential growth in southeast Frankfort, on the other hand, has led to drainage problems, since many of the soils are very wet and not conducive to development.

Commercial Trends: Most commercial development was originally centrally located in downtown Frankfort. However, with the automobile age, commercial development has dispersed throughout the city, though in particular, to the commercial "Strip" in east Frankfort. Recent efforts by Frankfort Mainstreet has contributed much to downtown Frankfort's renewed viability as a commercial center of the community.

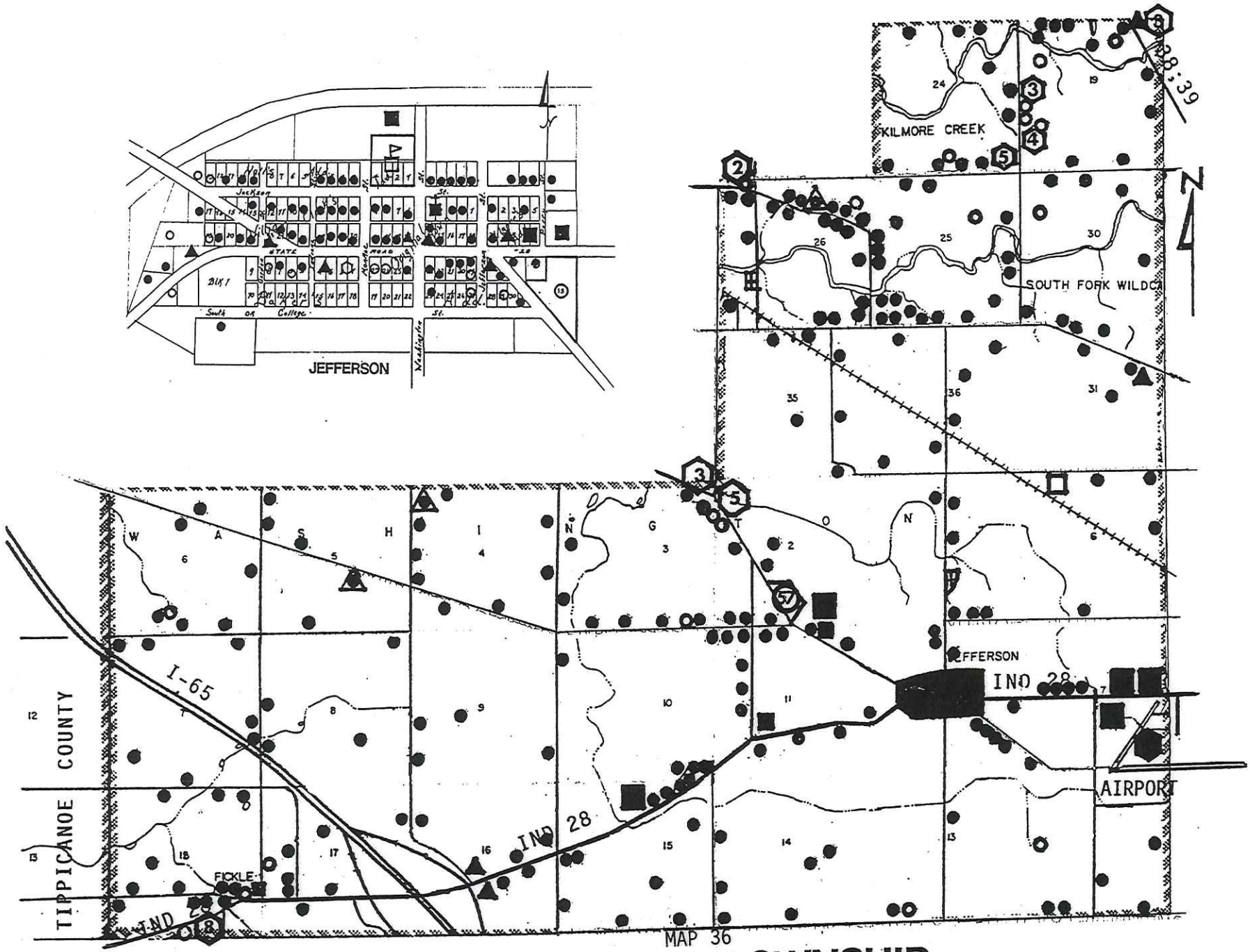
Infill/Conversion Development: In recent years. there has been significant "infill" development in Frankfort. As Frankfort originally grew, some parcels of land were never developed or were bypassed. Many of these sites, which are often small in size, are now being developed throughout the city. Closely related to this is the conversion and/or redevelopment of some older neighborhoods. Many older single family homes have been converted into multi-family dwellings which the 1967 Zoning Ordinance allowed in many areas. Some older residential areas have been torn down and the land redeveloped as commercial use. This is particularly apparent just west of downtown along the commercial "strip" and near the hospital. Infill development and redevelopment will remain important land use issues in the future.

Industrial Park: Most early industrial development occured immediately adjacent to railroads particularly in western Frankfort near residential areas in may instances. In most recent times, most industrial development has occured in the Frankfort Industrial Park along State Road 28, west of the city. While this area is still adjacent to a railroad, it is not near residential development and thust land use conflicts are being avoided by the new industrial development.

Frankfort's "Greenbelt": On Frankfort's northside is the TPA Park, the Frankfort Country Club, Wesley Manor and the county farm property. These institutional uses provide a unique "greenbelt" affect few cities elsewhere have. Greenbelts are simply areas with a lot of open space and green areas which create a positive natural affect on surrounding properties. Good city planning theory considers greenbelts a very appealing land use feature. Unfortunately, in recent years the greenbelt has also served as an artificial barrier to northward development of the city. Nonetheless, Frankfort's Greenbelt should be emphasized in future land use planning and could be used to foster development on Frankfort's northside. Smaller greenbelts or greenways could perhaps be established in other areas of the city as development occurs.

In order to discuss land uses in detail in Frankfort, the city is divided into four sections for analysis.

Northeast Frankfort: Northeast Frankfort (North of Wabash Street and east of Clay Street) is predominantly single family residential **(See Map 37)**. Many of the larger, older homes of the area have been converted to multi-family dwellings, which existing zoning has allowed. These are also newer multi-family apartments along Maish Road. Scattered throughout the residential areas are numerous small businesses and/or home occupations.

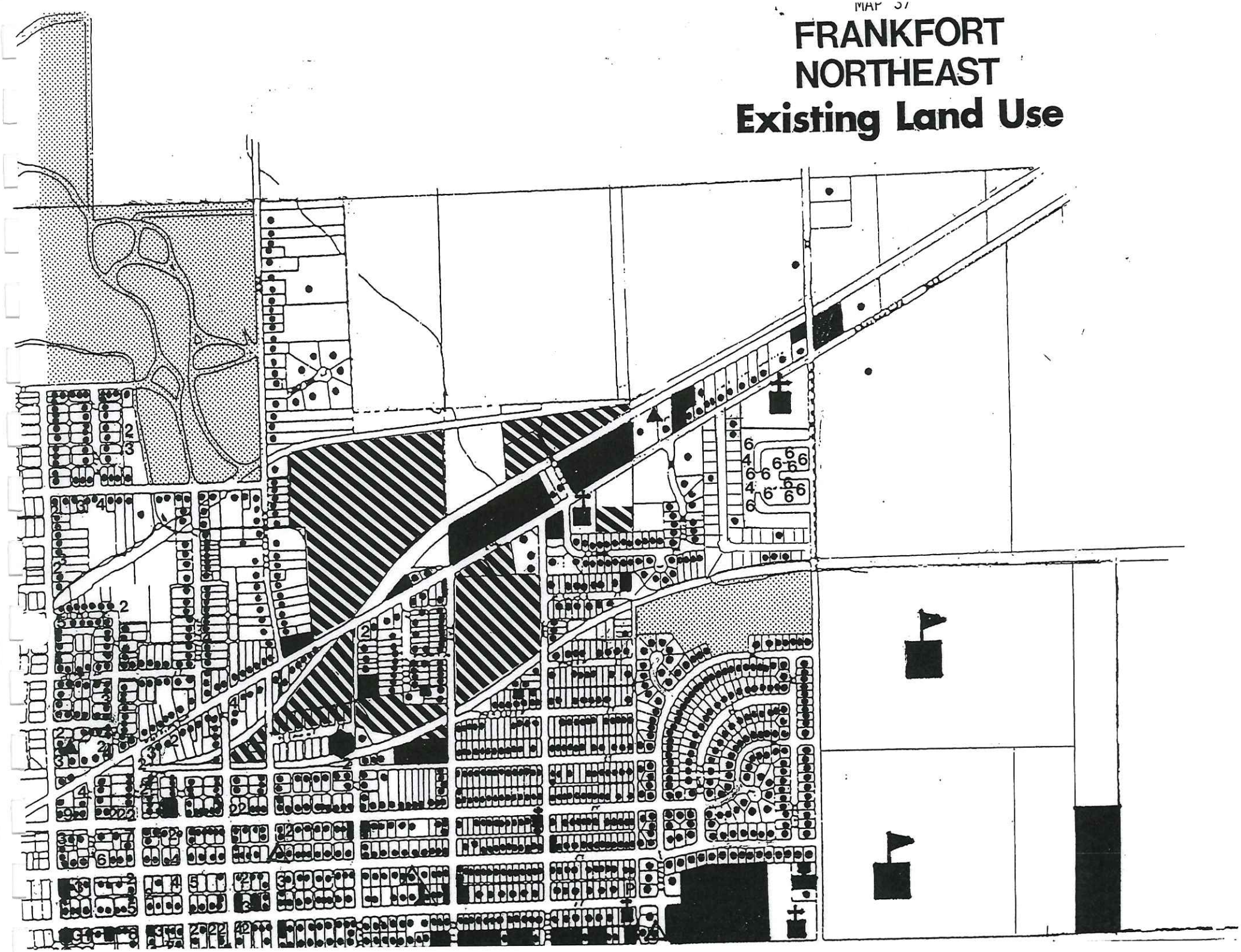


WASHINGTON TOWNSHIP
Existing Land Use

MAP 37

FRANKFORT NORTHEAST

Existing Land Use



Commercial land uses are concentrated along Wabash Street (State Road 28) and along Michigantown Road. However, much of these commercial area are adjacent to residential areas and some land use conflicts have occurred, particularly along the "strip" on Wabash Street.

Industrial land uses are located primarily along Michigantown Road adjacent to the railroads. Like the commercial uses of the area, many of these industrial uses abut residential areas. In many instances, there have not been serious land use conflicts, but in some instances, problems have occurred particularly due to poor drainage or the effect of noise, parking or other negative aesthetic factors of industries on housing. Most of these industrial uses are properly zoned because the 1967 Zoning Ordinance designated extensive land in northeast Frankfort for industrial use. The extent of this industrial zoning should be evaluated in the Future Land Use Plan given the fact that most new industrial development will likely locate west of Frankfort in the industrial park which is not adjacent to residential areas.

Northeast Frankfort also includes the Frankfort Middle School and the Frankfort High School, as well as the TPA Park and Farrell Park.

Southeast Frankfort: Southeast Frankfort (South of Wabash Street and east of Clay Street) is predominantly low density single family residential **(See Map 38)**. However, in the older neighborhoods are numerous multi-family dwellings which have been allowed by current zoning. There are several apartment complexes along Wilshire Drive, which serve as a good buffer between commercial uses to the north and lower density residential to the south.

There are also a variety of commercial uses along Wabash Street (State Road 28), though most have been generally well designed in accordance with the 1967 Zoning Ordinance. There are also several public or semi-public uses in the area including the new YMCA, Southside Elementary School, Riley Elementary School and several churches.

There are no industrial uses in southeast Frankfort.

Based upon past trends, much of Frankfort's future development will likely occur in this area. A major new subdivision is in the planning stages between Williams and Maish Roads. However, there are extensive drainage problems throughout Southeast Frankfort which must be alleviated before development can proceed throughout the area.

Northwest Frankfort: Northwest Frankfort (North of the Norfolk Southern Railroad and west of Clay Street) is predominantly residential, though there are numerous commercial uses located throughout the area **(See Map 39)**. The older residential area immediately north of downtown Frankfort has many multi-family dwellings. The Woodside area is predominantly single-family homes. Also located in this area is Wesley Manor and a large mobile home park.

There are numerous commercial uses along the railroad and at scattered locations throughout northwest Frankfort. Industrial uses are located primarily along the railroads, though they are adjacent with residential uses in numerous places, creating many of the same problems found in northeast Frankfort.

Public and semi-public uses include the Woodside Elementary School, Lincoln Elementary School, the TPA Park, the Frankfort Country Club and Woodside Park.

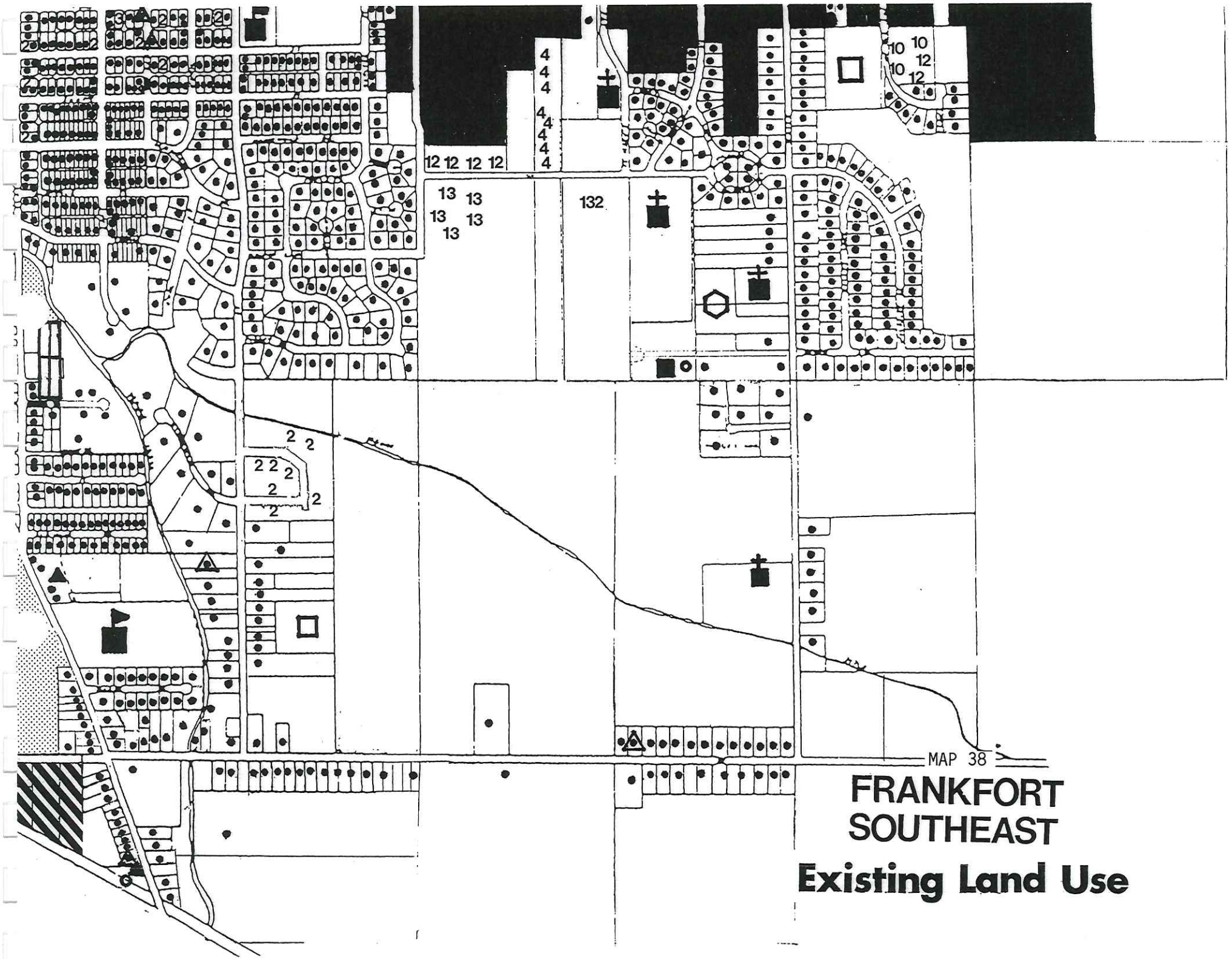
Future land use planning considerations should include proper usage of the older, large homes and the limitation of conflicts between residential and commercial/industrial uses. Also, new residential development should perhaps be encouraged in north Frankfort. Development in this area provides a good alternative to southeast Frankfort which has some natural limitations such as drainage. Also, with the TPA Park, Wesley Manor and the Country Club already in the area creating a natural greenbelt, good development could perhaps be fostered.

Southwest Frankfort: Southwest Frankfort (South of the Norfolk Southern Railroad and west of Clay Street) is predominantly residential, though perhaps more than any other area has the most varied mixture of land uses **(See Map 40)**. As in the other areas of Frankfort, most of southwest Frankfort is single family residential. In areas adjacent to downtown, there are numerous multi-family dwellings. Clinton House and a mobile home park are located at the city's southern edge.

Commercial areas include the downtown, South Jackson Street and State Road 28 West. Other uses are scattered throughout the residential areas. Industrial uses are located along the railroad and along State Road 28 West.

Public/semi-public uses include the Courthouse, the Hospital, Kyger Elementary School, the Wesleyan Campground and the fairgrounds.

Due to the mixture of land uses in this area, there are numerous land use conflicts, especially west of downtown, in the vicinity of the Hospital and along State Road 28 West. Many of these conflicts have been fostered by the existing zoning ordinance where some residential neighborhoods were zoned commercial or industrial. In the Future Land Use Plan, this zoning concept should be reevaluated and possibly some "down-zoning" may be desirable.



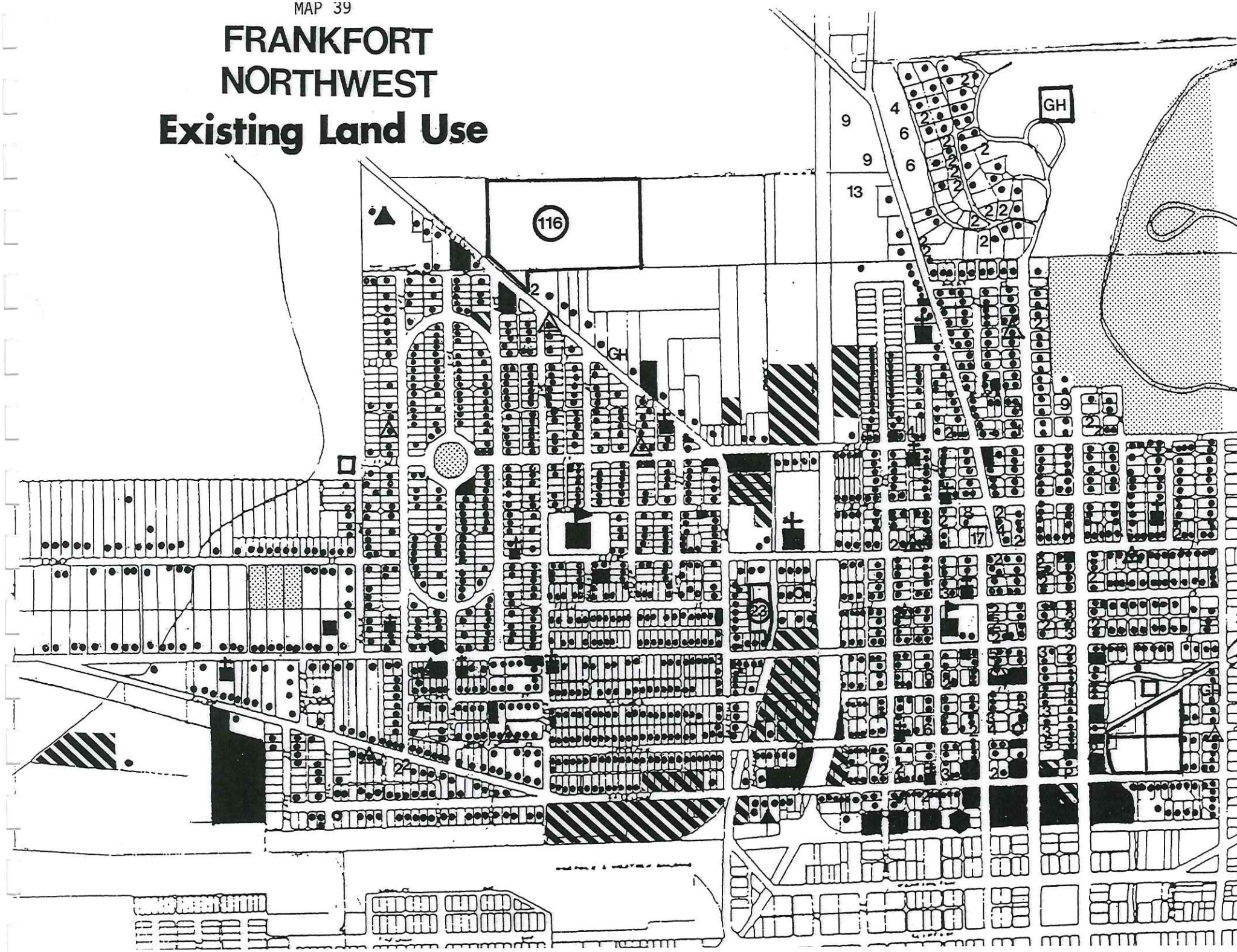
FRANKFORT SOUTHEAST

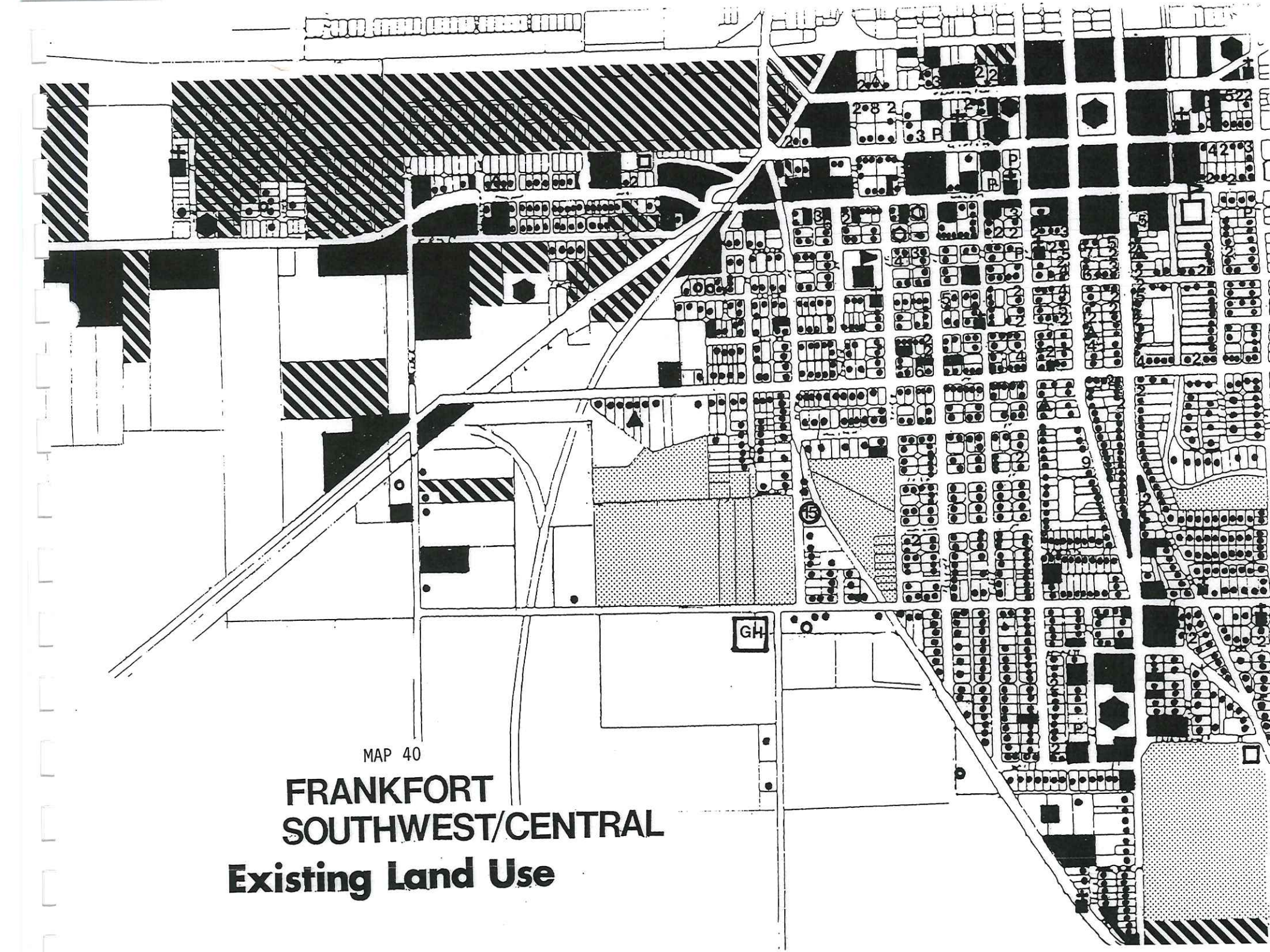
Existing Land Use

MAP 39

FRANKFORT NORTHWEST

Existing Land Use





MAP 40

FRANKFORT
SOUTHWEST/CENTRAL
Existing Land Use

TRANSPORTATION ANALYSIS

Clinton County and Frankfort, as is true with all communities, depend upon their transportation system. The transportation system affects all residents daily in some manner, whether for travel to work, shopping or leisure. Because of this dependency, it is important to develop a practical, functional transportation system and then to maintain that system. This requires coordination between all levels of government, a willingness to finance needed improvements and understanding by the local people of the need and importance of these improvements.

The first part of this section evaluates the existing highway and street system, identifies highway and street deficiencies in a general way and provides the basis for the Transportation Plan in Part II. Highways are the most important mode of transportation within Clinton County because of low population densities. The dominance of the highway within Clinton County's transportation system will continue. The Transportation Plan should be used by developers, the City Street and County Highway departments, and all units of government to establish priorities so that the county road and street system may be developed in a logical manner to meet the needs of all Clinton County residents.

The concluding sections of this analysis discuss, in a general way, air and rail transportation so that they can be coordinated with the highway system to serve the citizens in the best manner possible.

Highways

Clinton County has 800 miles of roads which are county maintained. County roads are generally in good condition. Approximately one half of them are paved while the other half are gravel. Frankfort has 97 miles of city maintained streets plus many miles of alleys. There are also 708 miles of state maintained highways in the county including one interstate route (I-65), two U.S. marked highways (U.S. 52 and U.S. 421) and six state routes (State roads 26, 28, 29, 38, 39, and 75).

Highway Functional Classification System: In order to properly plan for highways, it is necessary to understand the purpose, or function, which each road performs in relation to adjacent land uses and other roads. The Indiana Department of Highways has classified all roads in the state according to the following functions: interstate, primary arterial, minor arterial, major collector, minor collector and local and subdivision streets.

Interstate highways form a nationwide road system connecting metropolitan areas. I-65, which connects Indianapolis with Chicago, crosses Clinton County southeast to northwest.

Principal arterials are those non-interstate highways which link metropolitan areas. There are no principal arterials in Clinton County.

Minor arterials are defined as roads which link cities and larger towns and which form an integrated network providing intercounty service. State Roads 28, 29 and 39 are minor arterials in Clinton County.

Major collector roads are primarily for intra-county travel and serve all population centers of 1,000 and over population and other traffic generators of intra-county importance, such as schools and agricultural areas. Major collectors in Clinton County include State Roads 26, 38 and 75 and U.S. 52, as well as numerous county roads such as Michigantown Road.

Minor collector roads are also primarily for intra-county service and provide service to small communities and other locally important traffic generators. There are numerous minor collectors throughout Clinton County.

Local roads include the remaining roads in the county. They provide access to adjacent property, are traveled on for only short distances as compared with those roads designated as collectors. Roads in this category constitute the majority of the total roads in the county.

Subdivision roads provide access to lots within subdivisions. These roads are usually constructed by developers and are generally dedicated to the County for maintenance. A subdivision control ordinance provides the design and construction standards for subdivision roads.

A similar classification system has been developed by the Indiana Department of Highways for urban areas. Many urban arterials and collectors are simply extensions of rural system roads through the city. The State Highway Department has also established an "Urban Area Boundary" around Frankfort which separates the city and county classification systems.

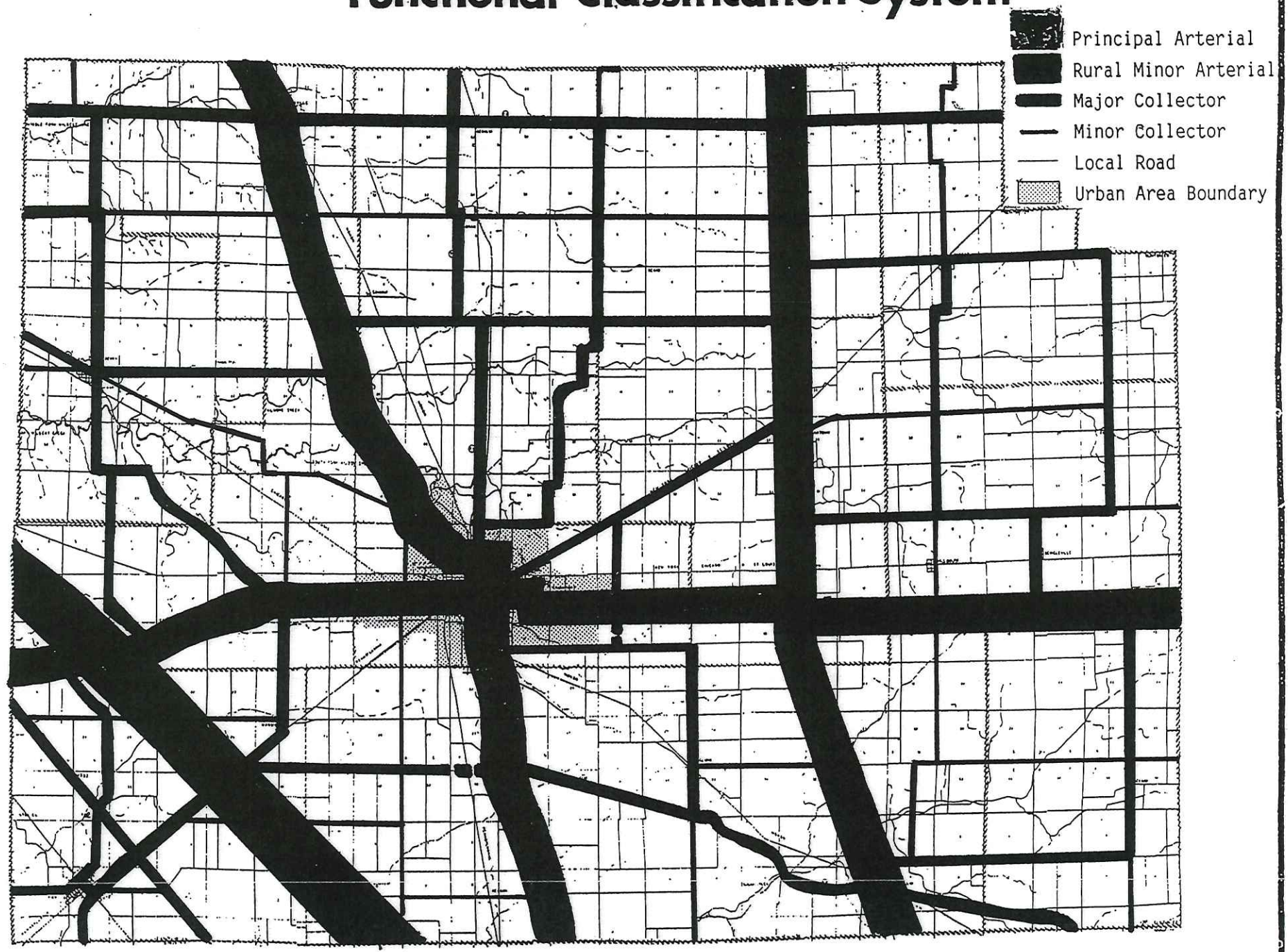
Maps 41 and 42 shows the functional classification of Clinton County highways and Frankfort streets. It may be desirable for the county and city to redesignate and/or classify additional rural and urban arterials and collectors in the Transportation Plan.

Federal Aid System: The Federal Aid System is a classification system used to determine eligibility for Federal highway funds. Eligible roads are divided into three categories - Federal Aid Primary (FAP), Federal Aid Secondary (FAS), and Federal Aid Urban (FAU). The latter category can be used only in Frankfort. **Maps 43 and 44** show the Federal Aid Classification of Clinton County roads and Frankfort streets.

Traffic Flow/Volume: Traffic volume is measured by traffic counts. The Indiana Department of Highways officially publishes traffic count data by using what is called Average Daily

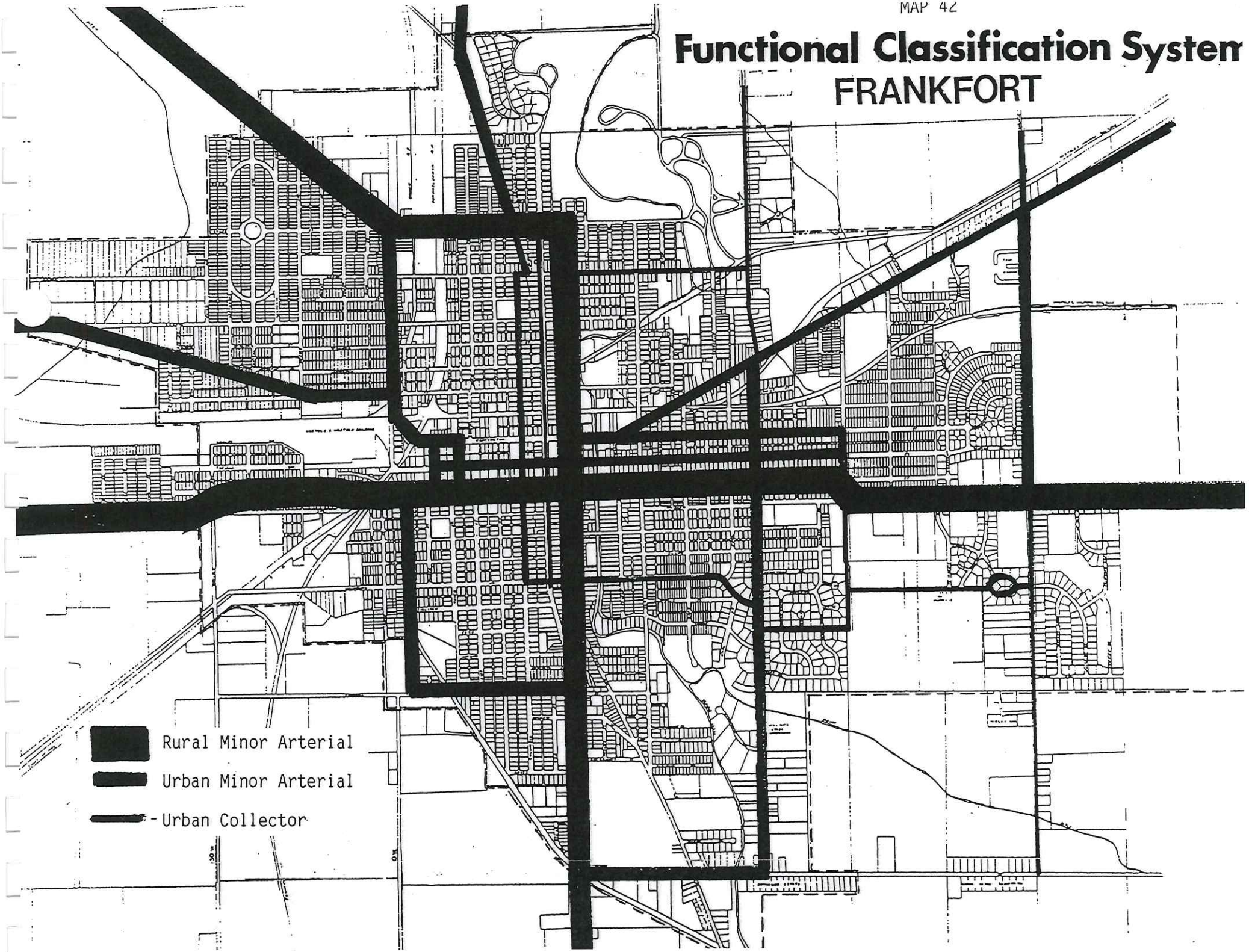
MAP 41

Functional Classification System



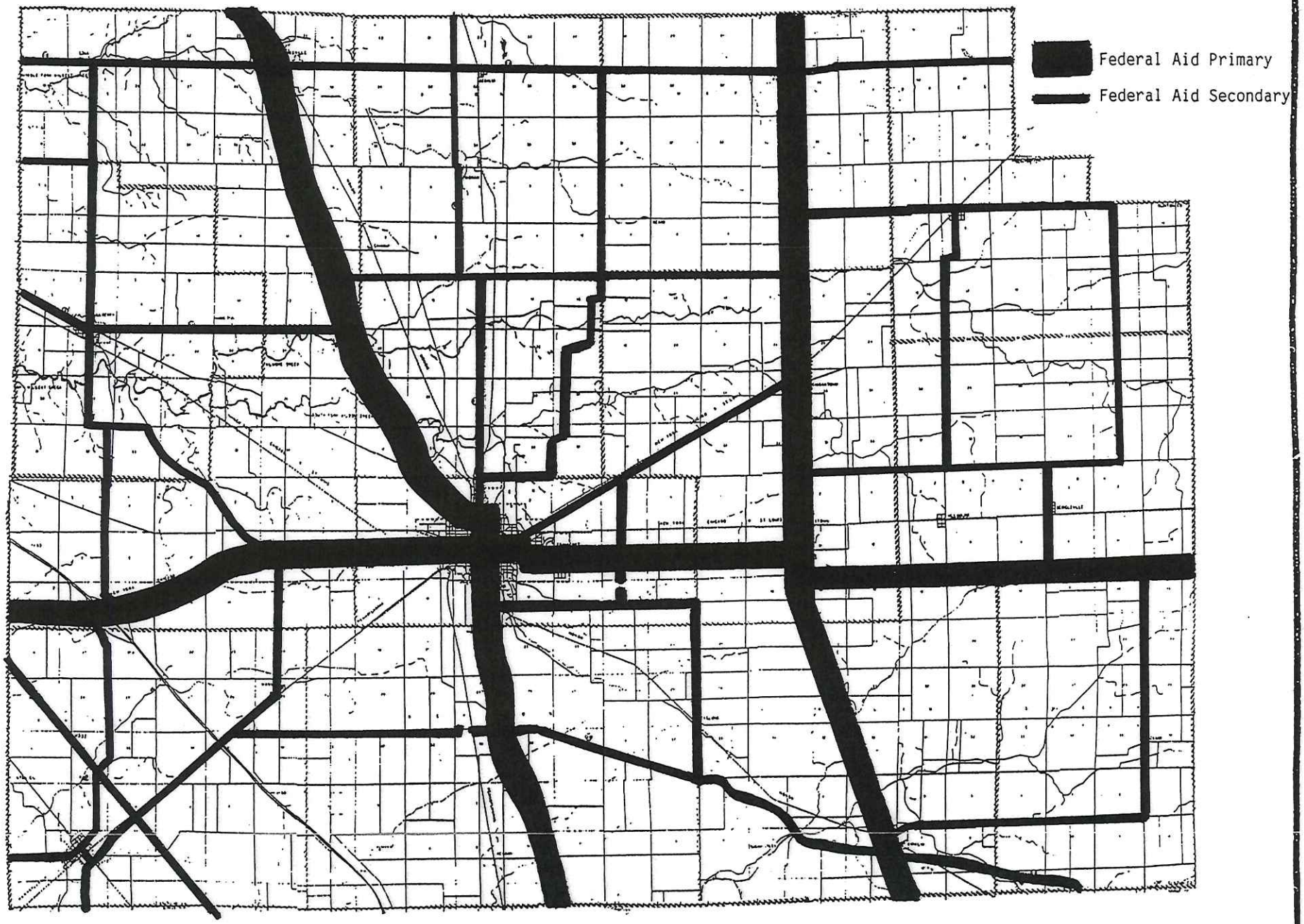
MAP 42

Functional Classification System
FRANKFORT



MAP 43

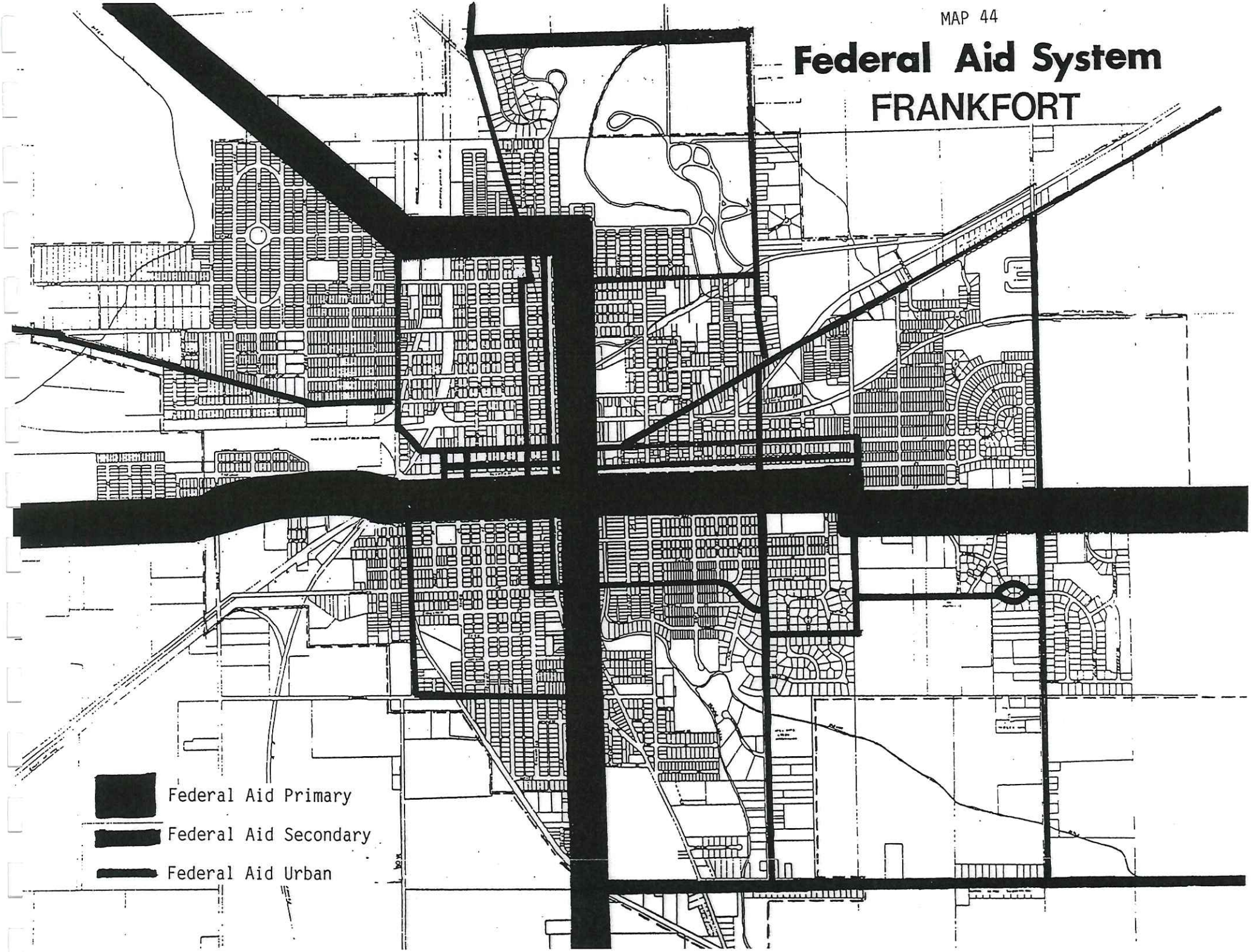
Federal Aid System



MAP 44

Federal Aid System

FRANKFORT



Traffic (ADT). The most recent official ADT counts on Clinton County state highways were in 1981 and 1986 **(See Maps 45 and 46).**

The Indiana Department of Highways also conducted a much more recent traffic count study in 1990, not only on state highways, but also on Federal Aid Secondary routes. However, this data is "unofficial" and unpublished, but it still does provide valuable information for planning purposes. The state also has unpublished traffic county data from 1986 for the same locations, which provides good comparison for the secondary routes **(See Maps 47 and 48).** It does need to be noted that this 1986 data varies somewhat from the published 1986 data shown on Maps 45 and 46 because it is unadjusted.

From this data, several traffic flow and volume trends are apparent. Except for through travel on I-65 and State Road 29, traffic in Clinton County generally flows from outlying areas toward the center. For instance, State Road 28 has an ADT of 1,760 where this road entered the county from Tipton County. However, the ADT increased to 6,890 as State Road 28 entered Frankfort.

Similar trends are also apparent within Frankfort. Traffic generally increases the closer one is to downtown. One notable exception in Frankfort is along East Wabash Street where traffic increases significantly in Frankfort's "strip" area. The incorporated towns also had similar, though much smaller volumes of traffic flowing into the center of each community.

Traffic has also increased in recent years on most roads. Generally, traffic has increased at least ten percent on most state highways between 1981 and 1986. The highway with the greatest ADT in Clinton County in 1986 was Hoke Avenue in Frankfort, between Wabash and Walnut Streets with 18,290 ADT. In rural Clinton County (excluding Frankfort, the towns and I-65) State Road 28 west of Frankfort had the most traffic in 1986, varying between 5,000 and 7,760 ADT.

There are few areas of traffic congestion in Clinton County and with a stable population projected, a lot of new and/or improved roads are not necessary. However, based upon the traffic volume/flow date, there are several areas where new/improved roads may be considered to provide improved traffic flow. These include:

1) The four-laning of State Road 28 west of Frankfort to I-65, which has the highest traffic volume of any rural road in Clinton County. Also, with the expansion of the industrial park, additional truck traffic may be expected in the future, necessitating the improvement even more.

2) The need for an improved north-south route on the west side of Frankfort.

3) The need for an east -west connector north of Frankfort connecting population growth areas on the north side of the city with points east and west. This road could perhaps follow the County Road 100N corridor. This road would also provide a connecting link between east and west Clinton County without having to go through downtown Frankfort as is necessary now.

4) The four-laning of Wabash Street in Frankfort from Hoke Avenue to Hot Dog Avenue. This project is currently proposed for construction in 1994 in the Indiana Department of Highways Highway Improvement Plan (HIP).

5) Some higher traffic volume street in Frankfort should made wider, including Maish Road, Williams Road and Washington Avenue, though not the extent of harming adjacent residential areas.

6) In all of the county's Urban Growth Areas, new minor collector streets should be built which link up in logical way with existing collector and arterial streets. Some of these new collectors may by anticipated and are shown on the Transportation Plan in Part II.

7) Curb and gutters, sidewalks and improved storm drainage facilities should be constructed/reconstructed on city and town streets.

Bridge Inventory: Bridges are also a major transportation concern. Bridges are regularly inspected and rated in the county in accordance with State and Federal guidelines. The latest Bridge Reinspection Report was prepared in 1990 for the Clinton County Board of Commissioners. This report inventoried all bridges over 20 feet in length (except for State highway bridges).

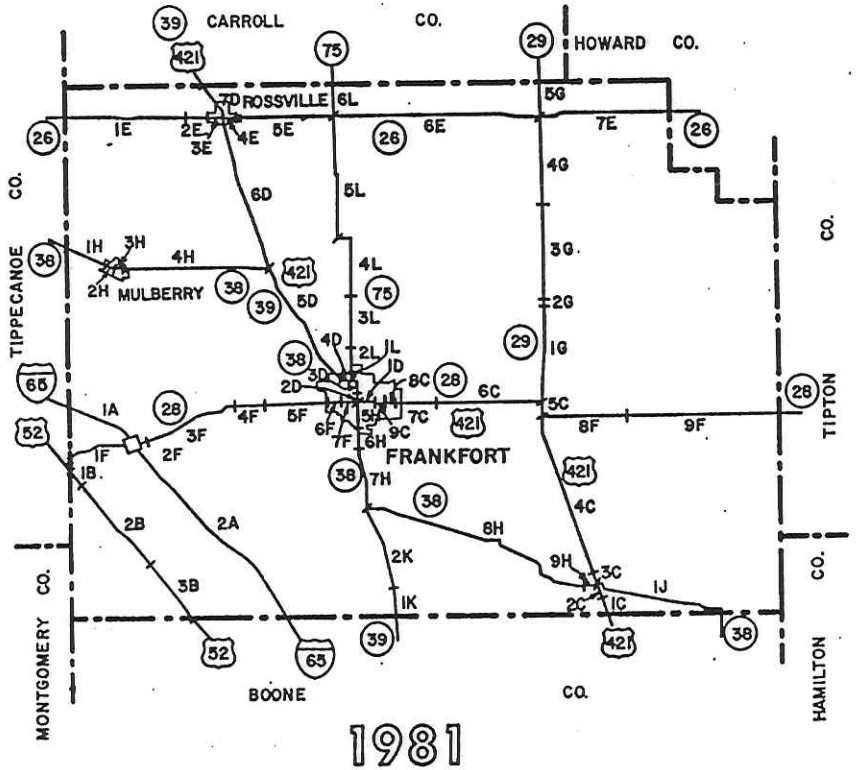
Of 152 bridges inspected, 34 were recommended for replacement or reconstruction within the next ten years. Ten of the bridges are proposed for immediate replacement, six are proposed for improvement within the next two years, four bridges are proposed for improvement within the next five years and fourteen bridges are proposed for replacement within the next ten years. The total cost of the bridge replacement is estimated to be $6.4 million. State and Federal funds are available for some bridge replacement or improvement work **(See Map 49)**.

In addition to the county bridges, the Indiana State Department of Highways has a program to replace bridges on state highways. A bridge on State Road 26 west of Rossville was replaced in 1990 and a bridge on U.S. 421, north of Kirklin, is scheduled for 1994.

Gravel Roads: As mentioned earlier, there are approximately 400 miles of gravel roads in Clinton County. Nearly all county roads were gravel (or dirt) in the early years of this

MAP 45

Traffic Counts
CLINTON



ROAD NO.	CODE NO.	TRAFFIC VOLUME	SECTION LINK TERMINI
I-65	1A	21310	Tippecanoe County Line
	2A	21790	SR 28 Interchange
			Boone County Line
U.S.52	1B	3070	Tippecanoe County Line
	2B	2520	IR-26 (Co. Rd. 300S)
	3B	2700	IR-24 (Manson-Colfax Road)
			Boone County Line
U.S. 421	1C	2740	Boone County Line
	2C	3740	Kirk Street (Kirklin)
	3C	3270	SR-38 (Kirklin)
	4C	2840	Washington St. (Kirklin)
	5C	4880	SR-28
	6C	3930	SR-29
	7C	6600	IR-225 (Co. Rd. 250E)
	8C	9040	Walsh Road (Frankfort)
	9C	10600	St. Mary's Ave. (Frankfort)
	1D	12250	Hoke Ave. (Frankfort)
	2D	11180	SR-38
	3D	5980	Washington St. (Frankfort)
	4D	5070	SR-75
	5D	2680	Rossville Ave. (Frankfort)
	6D	2050	SR-38
	7D	1930	SR-26
			Carroll County Line
S.R. 26	1E	3650	Tippecanoe County Line
	2E	4580	IR-19 (Co. Rd. 600W)
	3E	5710	Gaddis St. (Rossville)
	4E	3980	US-421
	5E	2910	East St. (Rossville)
	6E	2040	SR-75
	7E	2630	SR-29
			Howard County Line
S.R. 28	1F	2060	Tippecanoe County Line
	2F	4870	I-65 Interchange
	3F	3690	IR-401 (Co. Rd. 800W)
	4F	6610	IR-23 (Co. Rd. 450W)
	5F	7360	IR-27 (Co. Rd. 350W)
	6F	8408	IR-33 (Co. Rd. 200W)
	7F	10450	8th St. (Frankfort)
			US-421
			(SR-28 follows over US-421
			US-421
	8F	2110	IR-79 (Co. Rd. 1100E)
	9F	1750	Tipton County Line
S.R. 29	1G	2710	US-421
	2G	4860	2nd St. (Michigantown)
	3G	3590	3rd St. (Michigantown)
	4G	3110	IR-72 (Co. Rd. 600N)
	5G	2920	SR-26
			Carroll County Line
S.R. 38	1H	2300	Tippecanoe County Line
	2H	3290	Elm St. (Mulberry)
	3H	1840	Main St. (Mulberry)
	4H	1020	Clinton St. (Mulberry)
			US-421
			(SR-38 follows over US-421)
			US-421
	5H	6820	Fairground St. (Frankfort)
	6H	5140	IR-146 (Co. Rd. 200S)
	7H	4030	SR-39
	8H	506	IR-251 (Co. Rd. 750E)
	9H	730	US-421
	LJ	270	Boone County Line
S.R. 39	1K	2380	Boone County Line
	2K	2710	IR-6 (Co. Rd. 650S)
			SR-38
			(SR-39 follows over SR-38 then US-421)
S.R. 75	1L	2450	US-421
	2L	1660	Avery St. (Frankfort)
	3L	940	IR-170 (Co. Rd. 150N)
	4L	530	IR-52 (Co. Rd. 500N)
	5L	440	IR-202 (Co. Rd. 700N)
	6L	660	SR-26
			Carroll County Line

NOTE: Volumes Not Adjusted For Vehicles With Three or More Axles

LEGEND: INTERSTATE ROAD, U.S. ROAD, STATE ROAD, INTERCHANGE
SECTION LINK TERMINAL, IR - INVENTORY ROUTE NO., ( ) LOCAL ROAD OR STREET NAME, ---- COUNTY LINE (MAP NOT TO SCALE)

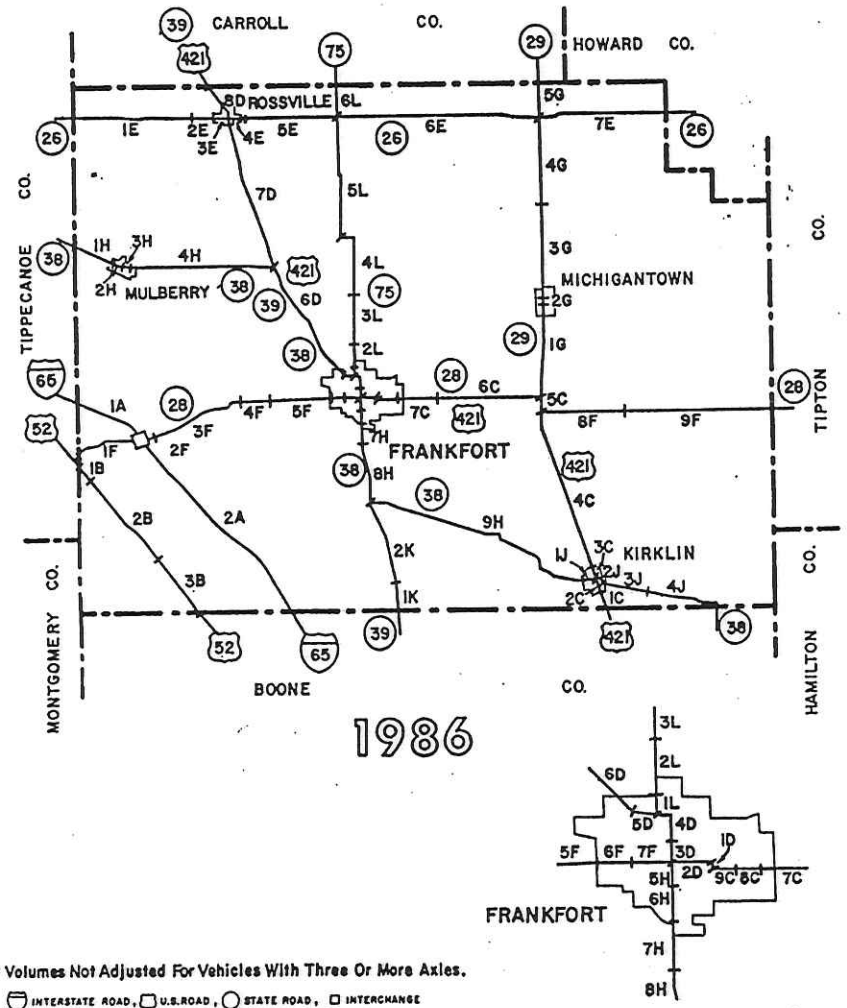
INDIANA DEPARTMENT OF HIGHWAYS **ANNUAL AVERAGE DAILY TRAFFIC** CLINTON COUNTY 12
SHEET 1 1

Source: Indiana Department of Highways, 1987.

MAP 46

Traffic Counts

CLINTON



ROAD NO.	CODE NO.	TRAFFIC VOLUME	SECTION LINK TERMINI
I-65	1A	24710	Tippecanoe County Line
	2A	25770	SR-28 Interchange
			Boone County Line
U.S.52	1B	4000	Tippecanoe County Line
	2B	3720	IR-26 (300 South)
	3B	3810	IR-24 (Manson-Colfax Road)
			Boone County Line
U.S. 421	1C	2680	Boone County Line
	2C	3580	Kirk Street (Kirklin)
	3C	3250	SR-38
	4C	3490	Washington Street (Kirklin)
	5C	5310	SR-28 (Junction East)
	6C	4040	SR-29 (Junction North)
	7C	6890	IR-225 (250 East)
	8C	11610	Walsh Road (Frankfort)
	9C	13840	St. Mary's Avenue (Frankfort)
	1D	18290	Hoke Avenue and Wabash Street (Frankfort)
	2D	12920	Walnut Street and Hoke Avenue (Frankfort)
	3D	13130	SR-38 (Junction East)
	4D	6200	Washington Street (Frankfort)
	5D	5260	SR-75 (Junction North)
	6D	3090	Rossville Avenue (Frankfort)
	7D	2240	SR-38 (Junction West)
	8D	2460	SR-26
			Carroll County Line
S.R.26	1E	4360	Tippecanoe County Line
	2E	4560	IR-19 (600 West)
	3E	5590	Gaddis Street (Rossville)
	4E	4380	U5-421
	5E	3630	East Street (Rossville)
	6E	2710	SR-75
	7E	2920	SR-29
			Howard County Line
S.R.28	1F	2380	Tippecanoe County Line
	2F	5000	I-65 Interchange
	3F	5330	IR-401 (300 West)
	4F	6940	IR-23 (450 West)
	5F	7760	IR-27 (550 West)
	6F	9640	IR-33 (200 West)
			8th Street (Frankfort)

ROAD NO.	CODE NO.	TRAFFIC VOLUME	SECTION LINK TERMINI
S.R.28	7F	12260	8th Street (Frankfort)
			U5-421 (Junction North)
			(SR-28 follows over U5-421
			U5-421 (Junction South)
	8F	2030	IR-79 (1100 East)
	9F	1760	Tipton County Line
S.R.29	1G	3690	U5-421
	2G	5810	2nd Street (Michigantown)
	3G	4370	3rd Street (Michigantown)
	4G	3810	IR-72 (600 North)
	5G	3470	SR-26
			Carroll County Line
S.R.38	1H	2980	Tippecanoe County Line
	2H	3810	Elm Street (Mulberry)
	3H	1960	Main Street (Mulberry)
	4H	1290	Clinton Street (Mulberry)
			U5-421 (Junction North)
			(SR-38 follows over U5-421)
			U5-421 (Junction South)
	5H	3930	South Street (Frankfort)
	6H	6460	Fairground Street (Frankfort)
	7H	5980	IR-146 (200 South)
	8H	4990	SR-39 (Junction South)
	9H	780	IR-231 (750 East)
	1J	880	U5-421
	2J	1170	Jefferson Street (Kirklin)
	3J	570	IR-75 (900 East)
	4J	290	Boone County Line
S.R.39	1K	3550	Boone County Line
	2K	3490	IR-6 (650 South)
			SR-38 (Junction East)
			(SR-39 follows over SR-38 then U5-421)
S.R.75	1L	2890	U5-421
	2L	1720	Avery Street (Frankfort)
	3L	730	IR-170 (150 North)
	4L	680	IR-52 (500 North)
	5L	620	IR-202 (700 North)
	6L	1310	SR-26
			Carroll County Line

NOTE: Volumes Not Adjusted For Vehicles With Three Or More Axles.

LEGEND: INTERSTATE ROAD, U.S.ROAD, STATE ROAD, INTERCHANGE
SECTION LINK TERMINAL, IR-INVENTORY ROUTE NO., ( ) LOCAL ROAD OR STREET NAME, --- COUNTY LINE (MAP NOT TO SCALE)

INDIANA DEPARTMENT OF HIGHWAYS **ANNUAL AVERAGE DAILY TRAFFIC** CLINTON COUNTY 12

SHEET 1 1

Source: Indiana Department of Highways, 1989.

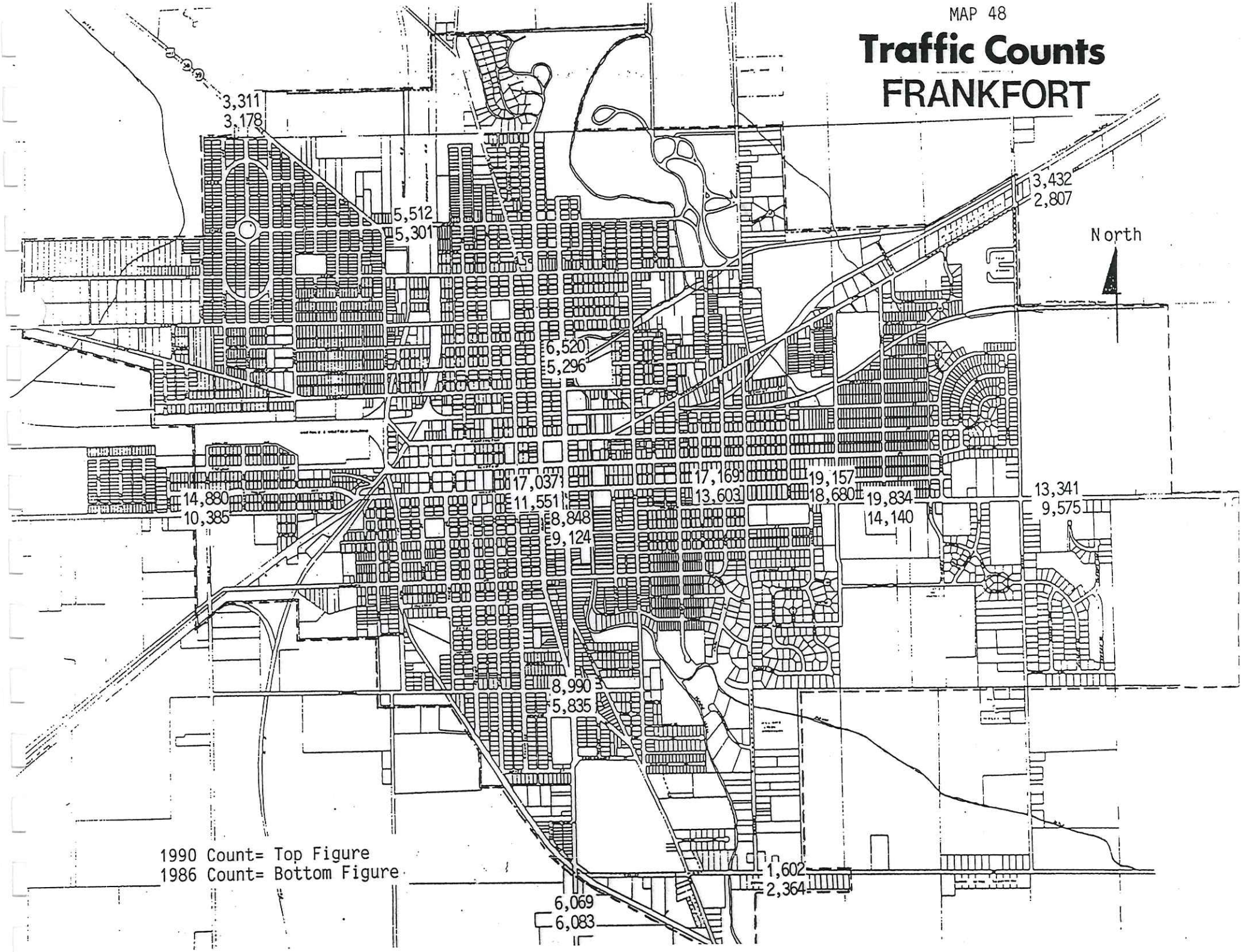
MAP 47

Traffic Counts

Source: Indiana Department of Highways, Unpublished, 1990.

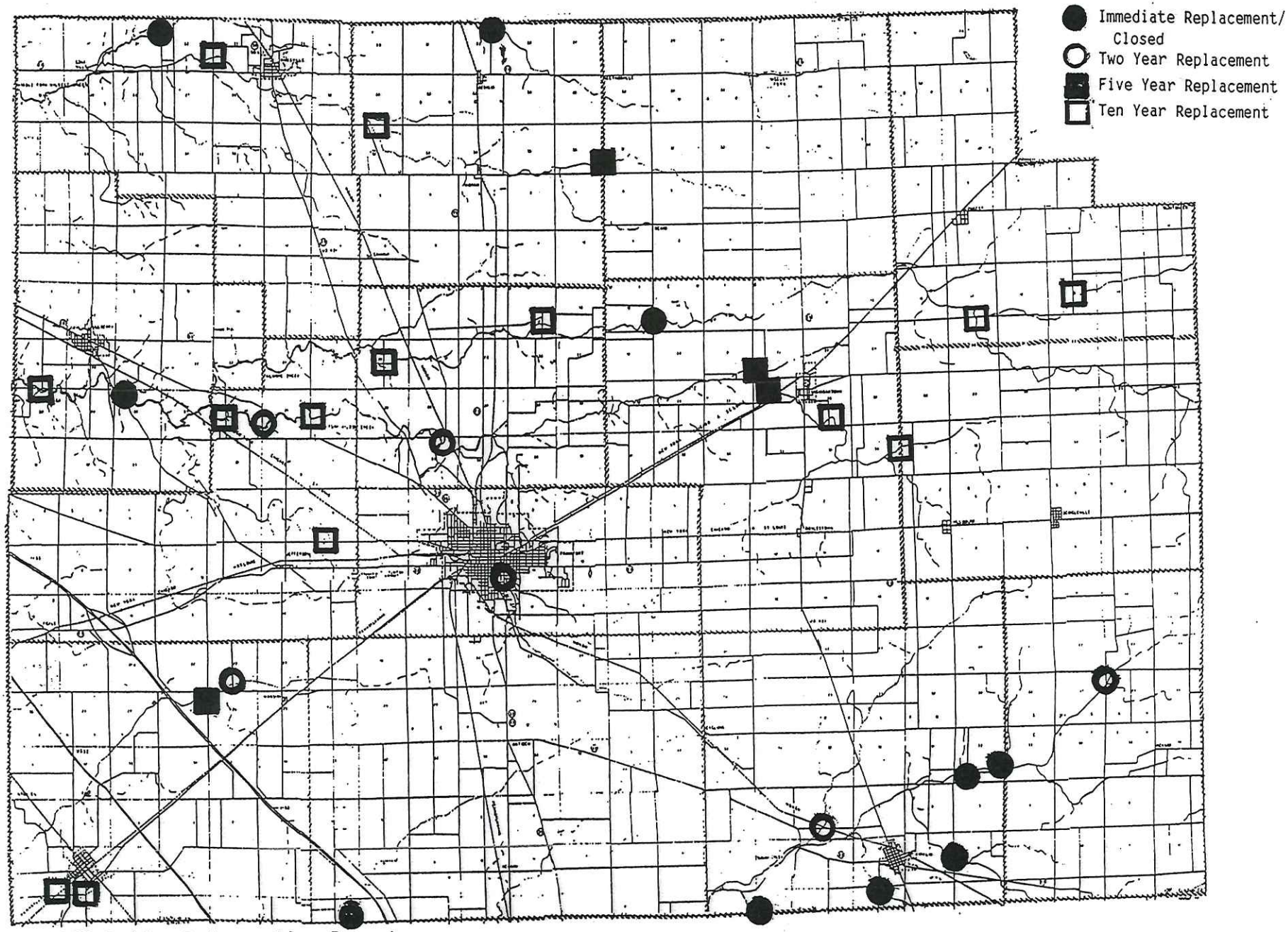
MAP 48

Traffic Counts
FRANKFORT



MAP 49

Bridge Inventory



Source: 1990 Bridge Reinspection Report.

Century, though over time, many miles of the more heavily traveled roads were paved. In recent years, due to monetary restraints, few roads were paved. However, the County Commissioners in 1990 adopted a program to resurface several miles of gravel roads each year, as funds permit starting in 1991.

The selection of roads for paving are based upon a variety of factors including the availability of funds, the number of residences per mile, the use of the road as a connector or school bus route, the classification of the road according to this Comprehensive Plan, traffic counts and the extent of gravel roads in the township in which it is located. According to the adopted county policy, roads to be considered for paving must be requested by all adjacent land owners abutting the road.

Safety Considerations: In addition to bridge replacement, there are several safety considerations which should be discussed. Sharp turns, jogs and obstacles and poor intersections should be eliminated on all roads whenever possible, particularly on collector roads. State Road 38 and State Road 75, at present, have several 90 degree turns. Also, the jog in State Road 26, at the intersection with State Road 29, is a safety hazard, though it is scheduled to be corrected in 1991 by the Indiana Department of Highways.

Safety problems with highway systems are becoming an important issue to local governments. There is an ever increasing number of negligence suits filed against county governments because of traffic accidents. As more development occurs in the county, this could be expected to increase. Local government must meet the responsibility of providing reasonably safe highways. Coordination of improvements with state highway officials is necessary to accomplish many of the safety improvements.

Railroads

As discussed in the Historical Analysis, Clinton County had many railroads crisscrossing the county in every direction. Even today, railroads remain an important part of the county transportation system. In Clinton County, the east-west Norfolk Southern Railroad is the highest volume railroad, followed by the north-south Conrail line **(See Map 50)**. According to the State Department of Transportation, rail traffic is projected to increase statewide at 0.8 percent per year through the year 2000.

However, in spite of the projected traffic increases, many railroads have been abandoned in recent years and many more may be facing abandonment in coming years. In order to deal with future railroad abandonment, it is necessary to understand the state "Core Rail System" network. This system, which was established in 1982, identified 102 "core" stations around the state, which had increased to 135 by 1986. Core stations, according to the 1987 Indiana

State Rail Plan, are of the greatest concern to the state since any action affecting them would eventually affect the state economy. It is the policy of the state to review the effects of abandonment or consolidation of railroads in core communities. Indiana's abandonment policy further calls for the state not to object to abandonments necessary to maintain the profitability of railroads unless such abandonments will effect the state's core rail system, or threaten "significant economic disruption" in a community or region. The policy also states that in the event that all the rail service to a core rail station is discontinued or abandoned, the state will seek interim public and/or private assistance for continued rail service for not more than two years in order to minimize the social and economic impacts of such an abandonment.

In order to receive a core station designation, a community had to have 800 or more annual train carloads originating or terminating there or else have a one year total of at least one million dollars of revenue traffic. In Clinton County, only Frankfort and Scircleville are currently designated as core stations.

Railroad abandonment, while not desirable from an economic standpoint, sometimes provides reuse opportunities for recreation, particularly for hiking and biking trails. Sometimes the location of such facilities are in themselves an economic development asset.

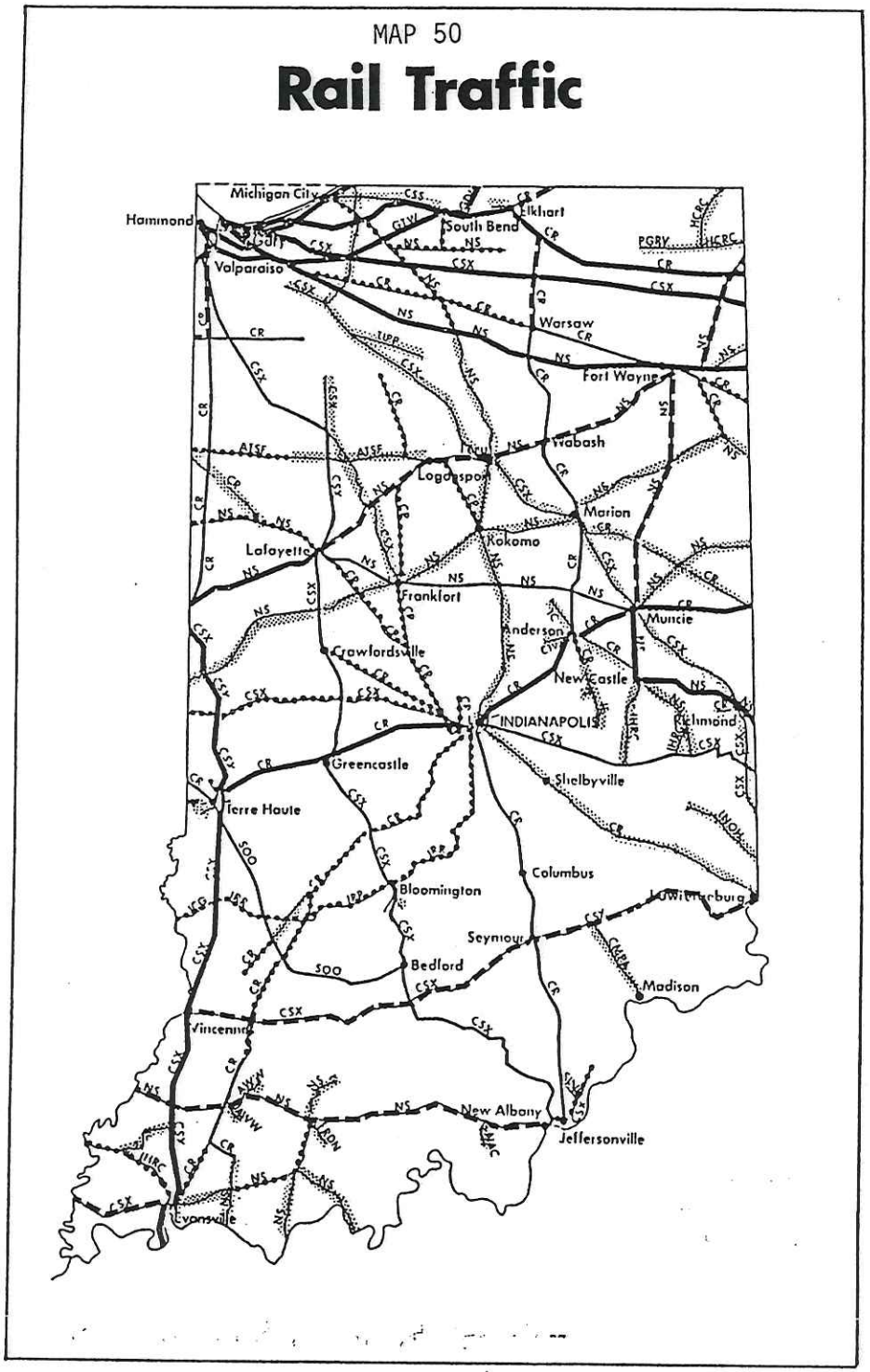
Frankfort Municipal Airport

The Frankfort Municipal Airport, located west of Frankfort on State Road 28, has two runways - a 3,000 foot northeast-southwest runway and a 4,000 foot east-west runway built in 1985. Both are paved. Small corporate jets can land at the facility.

Other facilities at the airport include 12 individual T-hangers, an open hanger with space for 14 airplanes, a maintenance ship and a terminal building. The Airport Master Plan was originally completed in 1973 and an Airport Layout Plan update was completed in 1985. Both documents, and any future updates, should be adopted by reference in the Transportation Plan contained in this Plan.

MAP 50

Rail Traffic



Source: Indiana Department of Transportation, Division of Railroads, 1987.

COMMUNITY FACILITIES AND SERVICES

The phrase "community facilities and services" refers to activities undertaken by a locality to meet the needs and demands of it's citizens. However, since these needs constantly change as population grows or declines, community facilities and services must be expanded, improved or replaced to keep pace. Unless police and fire protection, parks, highways, utilities and other facilities meet demands, citizens will suffer from the lack of these vital amenities. Also, many of these facilities must be coordinated with land use demands of a changing population.

Community facilities and services of Clinton County, Frankfort and the towns are discussed in this section of the Plan **(See Maps 51 and 52)**. This section was prepared in 1991 so all information is current for that year. Some of the community facilities and services are provided by other governmental or private agencies but are still discussed. The Community Facilities and Services Plan in Part II will address the deficiencies identified in this section.

Courthouse

The Clinton County Courthouse is a historic structure which was built of Bedford Limestone in the Renaissance Mannerism, Baroque and Second Empire architectural styles. It is centrally located in the city square of Frankfort. The cornerstone was laid in 1882 and the building completed in 1892. There is a four-faced clock atop the courthouse. The courthouse originally had four grand stairways leading to the second floor and also had a cupola above the clock tower, all of which were removed over time. In 1978 the courthouse was entered on the National Register of Historic Places.

On the first floor of the courthouse is located the County Surveyor, County Drainage Board, the County Commissioners, the Area Plan Commission and the Center Township Assessor. On the second floor is the County Clerk, County Recorder, County Auditor and County Treasurer's offices. On the third floor is the Circuit Court, the Superior Court and the Law Library. On the fourth floor is the Probation Department.

In 1989, the County Commissioners completed a Courthouse Renovation Plan. The study found that the county required 20,399 square feet of office space in 1989, but that by the year 2000, the county would need 22,970 square feet in the courthouse alone. The study projected that 29,800 square feet in an Annex building would also be needed by that year. The study also estimated that the courthouse required $464,500 worth of restoration and repair work on such improvements as windows, heating and air conditioning, electrical code upgrade and replacement of the cupola and at least one of the grand stairways. Another $30,000 was suggested for asbestos removal. The study recommended that all of the grand stairways

eventually be rebuilt. While the study also said that the need for an Annex building was "imminent", no location was suggested, though a downtown Frankfort location would be most beneficial.

The courthouse has both symbolic and governmental functions. The Clinton County Courthouse is a worthy symbol for the community since it is attractively maintained, centrally located and serves as a focal point for the county. It should, with the proposed improvements and construction be adequate for continued use for a long time to come.

Municipal Buildings

The Frankfort City Hall is located in downtown Frankfort on the west side of the Square. It is a former bank building which the city has used since the 1930's. In addition to the Mayor's Office, Council Chambers, and the Clerk-Treasurer's Office, the building also houses the City Utilities offices and the Mainstreet Office. There is some overcrowding of the facility and it is not handicapped accessible. A new facility has been considered in the past and may be pursued in the planning period of the Comprehensive Plan. A downtown location should be found for a new City Hall, possibly at the northwest corner of the Square or at the location of the Old Junior High School.

All of the town halls of each of the county's incorporated communities are centrally located in the downtown area of each town, with the exception of Michigantown which is located at the town's northern edge. All of the facilities are adequate for continued use, though there has been some discussion about constructing a joint Town Hall/Library in Rossville.

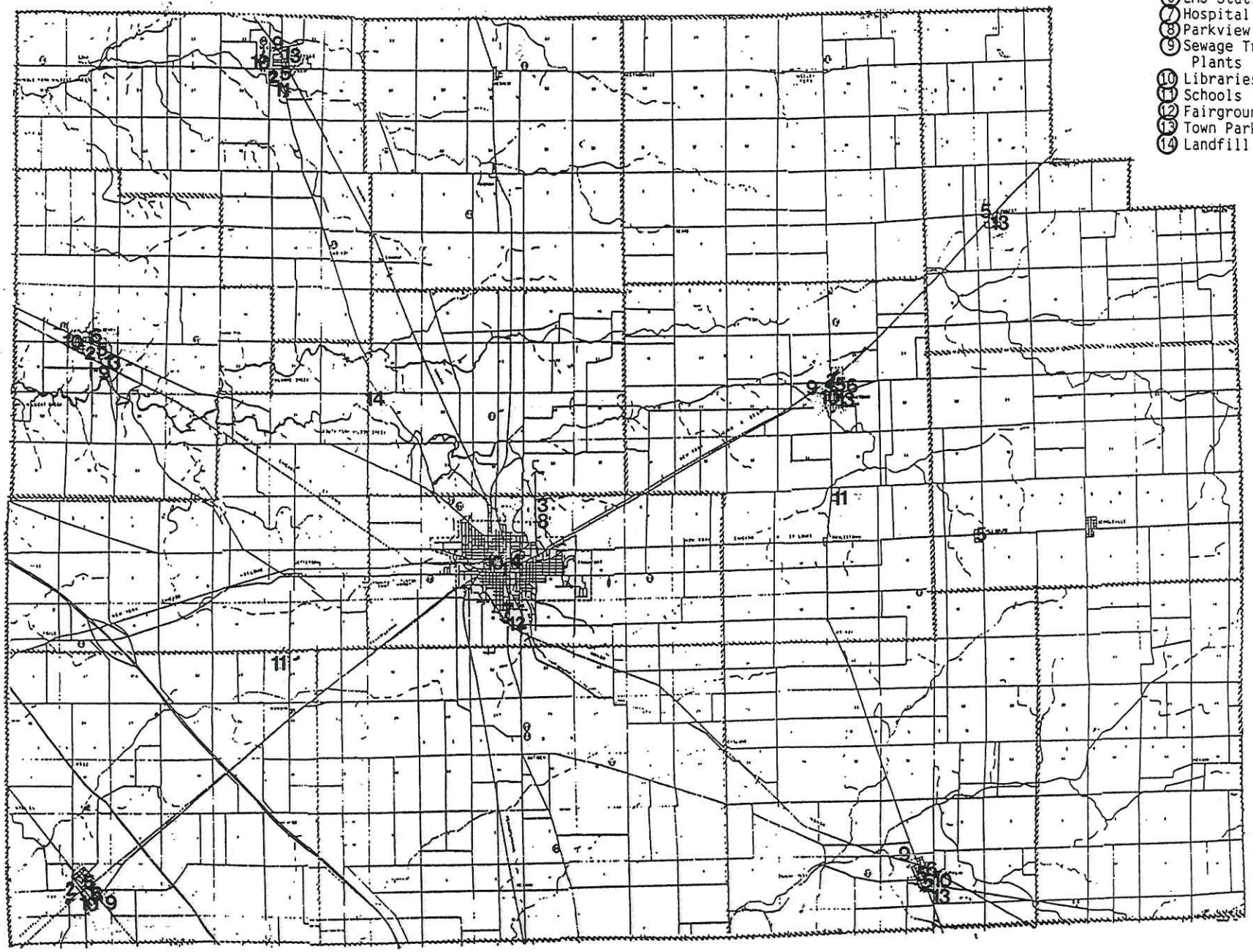
Road and Street Maintenance

The Clinton County Highway Department has their maintenance garage and storage yard on eight acres at the southeast corner of 100N and 30E. The facility, which was opened in 1959, consists of three buildings - a large structure used for offices and a garage, a storage building for graders and tractors and a storage building for salt. The department has 27 full time employees.

Equipment consists of fourteen dump trucks, three one-ton trucks, three pickups, two front end loaders, two graders, one backhoe and nine tractors. The county tries to replace one or two of the dump trucks every year. There are also seventeen snow blades for the dump trucks.

MAP 51

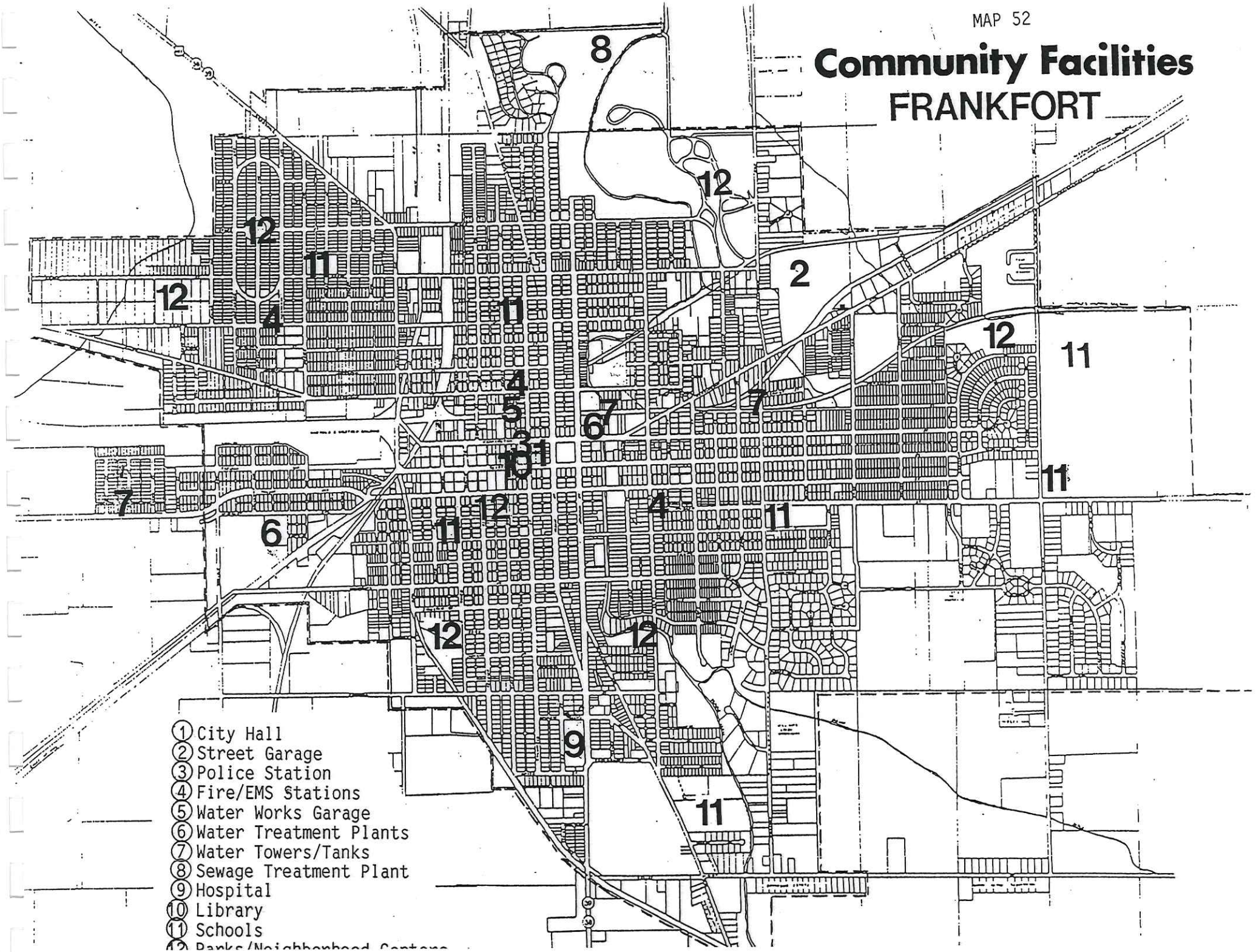
Community Facilities



1. Courthouse
2. Town Halls
3. Highway Garage
4. Sheriff/Jail
5. Fire Stations
6. EMS Stations
7. Hospital
8. Parkview Home
9. Sewage Treatment Plants
10. Libraries
11. Schools
12. Fairgrounds
13. Town Parks
14. Landfill

MAP 52

Community Facilities
FRANKFORT



The County Highway Department has an on-going program to resurface all paved roads in the county with new chip and seal every four or five years. In 1990, 70 miles were repaved and/or applied with new chip and seal. In 1991, 100 miles are planned for resurfacing.

According to county highway officials, equipment is generally adequate. However, a new building for salt and sand storage may be desirable in the future.

The Frankfort Street Department is located in northeast Frankfort. The facility consists of four buildings - the main structure built in 1960, a pole barn used for storage built in 1988, an equipment storage building constructed in 1989 and a building used for recycling constructed in 1990.

The facility also has a large salt dome and a small building used for the city dog pound. The street department has 24 full time employees.

The street department has ten dump trucks, two salt trucks, two loaders, two sweepers, two tractors, one grader and four pickups. In addition to street maintenance, the department provides weekly refuse collection in the city. However, street repaving is contracted out as funds permit.

According to city street officials, long term facility needs include a large recycling storage building, a can crusher, a glass crusher and a conveyor system for recycling and a new loader.

All of the incorporated towns have street maintenance equipment, though they are to a certain extent combined with utility department equipment. However, Rossville does have a separate street department facility and in some towns, some equipment must be stored outside at the town halls. There should be adequate storage facilities provided for all equipment in the towns.

Police Protection

The County's Sheriff Department is located in downtown Frankfort. The department facility which also houses the county jail, was built in 1952. The Sheriff Department consists of the Sheriff, eleven full time deputies, four dispatchers, five jailers, one matron and three other full or part time help. The department also has fifteen reserve officers.

The jail has space for 26 prisoners. The facility is always full and juveniles must be sent out of county. To remedy this situation, a new jail is under consideration by county officials. The new facility is expected to have room for 80 to 96 prisoners and is likely to be built in downtown Frankfort. Juveniles will still be sent out of town for incarceration.

County police vehicles consists of three 1990 patrol cars, three 1989 patrol cars, four 1988 patrol cars and one 1987 model car.

The Frankfort Police Department has 27 officers and is located in the former Post Office building on West Washington Street in downtown Frankfort. City police vehicles consists of seven 1989 patrol cars, two 1988 patrol cars, three 1987 patrol cars and two 1983 patrol cars.

In addition to County and City personnel, the State Police from the Lafayette post are available in the county. All the towns also have at least a town Marshall and a squad car for local police duty.

According to law enforcement officials, the primary law enforcement need in the new jail. However, both the city and county police need the IDEX system, which is the state computerized data system. A computerized dispatch system would also be beneficial.

The establishment of the Enhanced 911 System will also help law enforcement efforts, as it will for fire and emergency medical services. E-911 is expected to be implemented in Clinton County in 1991. E-911 will allow anyone to dial 911 on their telephones in case of emergency. The call will go into a central dispatch center. All data regarding the place of where the call is made will show on a computer screen in front of the dispatcher. This information was previously entered onto the data base at the time of establishment of E-911 or as subsequent telephone service is obtained. With this system, dispatch of proper emergency vehicles can be quickly made. The caller would not even have to speak to the dispatcher. E-911 requires rural house numbering to work best, which is also scheduled for implementation in 1991. Clinton County has to pay some up-front costs, but most of the cost of the service will be paid for the customers through a small monthly charge on their telephone bills.

Fire Protection

Fire protection is provided in Clinton County by the City of Frankfort Fire Department and by township volunteer fire departments. All fire departments have mutual support agreements with each other and in some cases with others in adjacent counties. Each fire department

is described below:

Frankfort Fire Department: The Frankfort Fire Department provides primary response to the City of Frankfort, Center Township, Union Township and Jackson Township. The department has thirty full time employees. The department has three fire stations - 1) the main station on South Clay Street which was built in 1968, 2) the north station on North Main Street and 3) the west station on West Barner Street built in 1947. Three stations are necessary because of the many railroads in the city which often times block traffic.

The department responds to an average of 1500-1600 calls per year. Vehicles include:

1991	1250 gpm Pumper	1985	1250 gpm Pumper
1991	500 gpm Grass and Field Truck	1979	Van/HazMat Vehicle
1989	All Purpose Vehicle	1978	2000 gallon Tanker
1987	1250 gpm Pumper	1972	1250 gallon Snorkel
1987	Rescue Vehicle	1970	1300 gallon Tanker

Colfax/Perry Township Volunteer Department: The Colfax Volunteer Department provides primary service to Perry Township. The department has eighteen volunteers and is located in a two bay building in downtown Colfax which was built in 1952. Vehicles consists of:

1990	1000 gpm Pumper
1979	150 gpm Grass Truck
1968	500 gpm Pumper
1965	150 gpm Tanker

Forest Volunteer Fire Department: The Forest Volunteer Fire Department provides primary service to Forest Township. the department consists of twenty-three volunteers and the equipment is located in a building in Forest constructed in 1954. Equipment consists of:

1978	500 gpm Pumper
1970	300 gpm Tanker

Hillisburg/Johnson Township Volunteer Fire Department: The Hillisburg Volunteer Fire Department provides primary service to Johnson Township. The department has fourteen volunteers and uses a building constructed in 1961 and 1974. Equipment consists of:

1990	1000 gpm Pumper
1975	200 gmp Grass Truck
1964	70 gpm Tanker
1953	500 gpm Tanker

Kirklin Volunteer Fire Department: The Kirklin Volunteer Fire Department provides primary service to Kirklin and Sugar Creek Townships. The department consists of eighteen volunteers and in located in a fire house in Kirklin built in 1956 and 1971. Equipment consists of:

1978 Van
1977 150 gpm Grass Truck
1964 300 gpm Tanker
1962 750 gpm Pumper
1956 500 gpm Pumper

Michigantown Volunteer Fire Department: The Michigantown Volunteer Fire Department provides primary service to Michigan and Warren Townships. The department has twenty-eight volunteers and is located in a fire house in Michigantown built in 1983. Equipment consists of:

1984 750 gpm Tanker
1979 250 gpm Grass and Rescue Truck
1971 750 gpm Pumper
1966 300 gpm Tanker

Mulberry/Madison Township Volunteer Fire Department: The Mulberry Volunteer Fire Department provides primary service to Madison and Washington Townships. The department has seventeen volunteers and is located in a three bay station in Mulberry which was built in 1949. Vehicles consists of:

1984 1000 gpm Pumper
1980 2300 gpm Tanker
1975 Grass Truck
1964 750 gpm Pumper

Rossville/Ross Township Volunteer Fire Department: The Rossville Volunteer Fire Department provides primary service to Ross and Owen Townships in Clinton County and Clay Township in Carroll County. The department has seventeen volunteers and is located in a fire house in Rossville which was built in 1914. Equipment consists of:

1980 1000 gpm Pumper
1979 250 gpm Tanker
1974 Grass Truck
1970 Utility Van
1969 750 gpm Pumper

There are numerous fire protection service needs in Clinton County. Several of the volunteer departments need new and/or larger buildings such as Rossville, Mulberry, Forest and Hillisburg. Several of the departments need new or replacement tankers or pumpers such as in Forest, Kirklin, Michigantown, Mulberry and Rossville. All of the departments, including Frankfort, expressed the need for a countywide training facility. Also many of the volunteer departments expressed the need for full time day help, which could possibly be shared countywide.

Emergency Medical Services

Emergency medical service is provided by the Clinton County Emergency Medical Service and by the Rossville Ambulance Service. They both provide 24 hour a day emergency ambulance and rescue service.

Clinton County EMS owns eight ambulances. Four of the ambulances are located at the Central Fire Station in Frankfort. One each is located at the departments four satellite locations in Colfax, Kirklin, Michigantown and Mulberry. The Rossville Ambulance Service has two ambulances in Rossville.

Countywide there are 145 EMT's including 9 at Colfax, 14 at Kirklin, 20 at Michigantown, 20 at Mulberry, 61 at Rossville and 21 at Frankfort. All of the Frankfort EMT's are firemen who are cross-trained. In addition, there are numerous volunteer drivers at each location. The county also has a full time EMS director, whose office is located at the Courthouse.

One major need for future EMS service is the E-911 system discussed earlier. Another need is an updated communication system.

Clinton County Hospital

Hospital care is provided by the Clinton County Hospital. The facility is located on South Jackson Street in Frankfort. The hospital was originally built in 1922, but had major additions in 1953 and in 1979. The hospital is owned by Clinton County.

The Clinton County Hospital has 88 licensed acute beds, though only 53 are in service. Specialized services at the hospital include: a diagnostic X-ray department, an out-patient ambulatory department, an emergency room, a critical care unit, a cardio-pulmonary department, an OB unit, a laboratory and a physical therapy department. The hospital also has several specialist clinics including oncology; urology; ear, nose and throat; orthopaedic and gastro-enterology.

The facility provides a wide-range of medical services for county citizens. According to hospital officials, there are no plans to expand the hospital any further, though the facility has need of a Magnetic Resonance Intensification Unit, which provides body scans.

Community Counseling Center

Mental health services are provided to county citizens by the Community Counseling Center which was opened in 1974. The center, which is located on South Jackson Street in Frankfort near the hospital is satellite of Howard Community Hospital in Kokomo.

The Community Counseling Center provides out-patient counseling for adults, substance abuse counseling, emergency services, community support services for the chronically mentally ill (respite), supervised independent living services and children services. In-patient services are available at the main hospital in Kokomo. The center is staffed by eight full-time employees, including four clinicians, and by three part time employees, including a psychologist and a psychiatrist. Fees for all services are based upon income and family size and ability to pay.

Parkview Home

Clinton County also owns and operates a residential facility for disadvantaged adults. This facility is located on Burlington Avenue in Frankfort. It was built in 1919 and has space for 44 individuals. It currently has 36 residents. A car is available to provide transportation for the residents. With the exception of some minor remodeling, the facility is adequate according to home officials.

Public Water Utilities

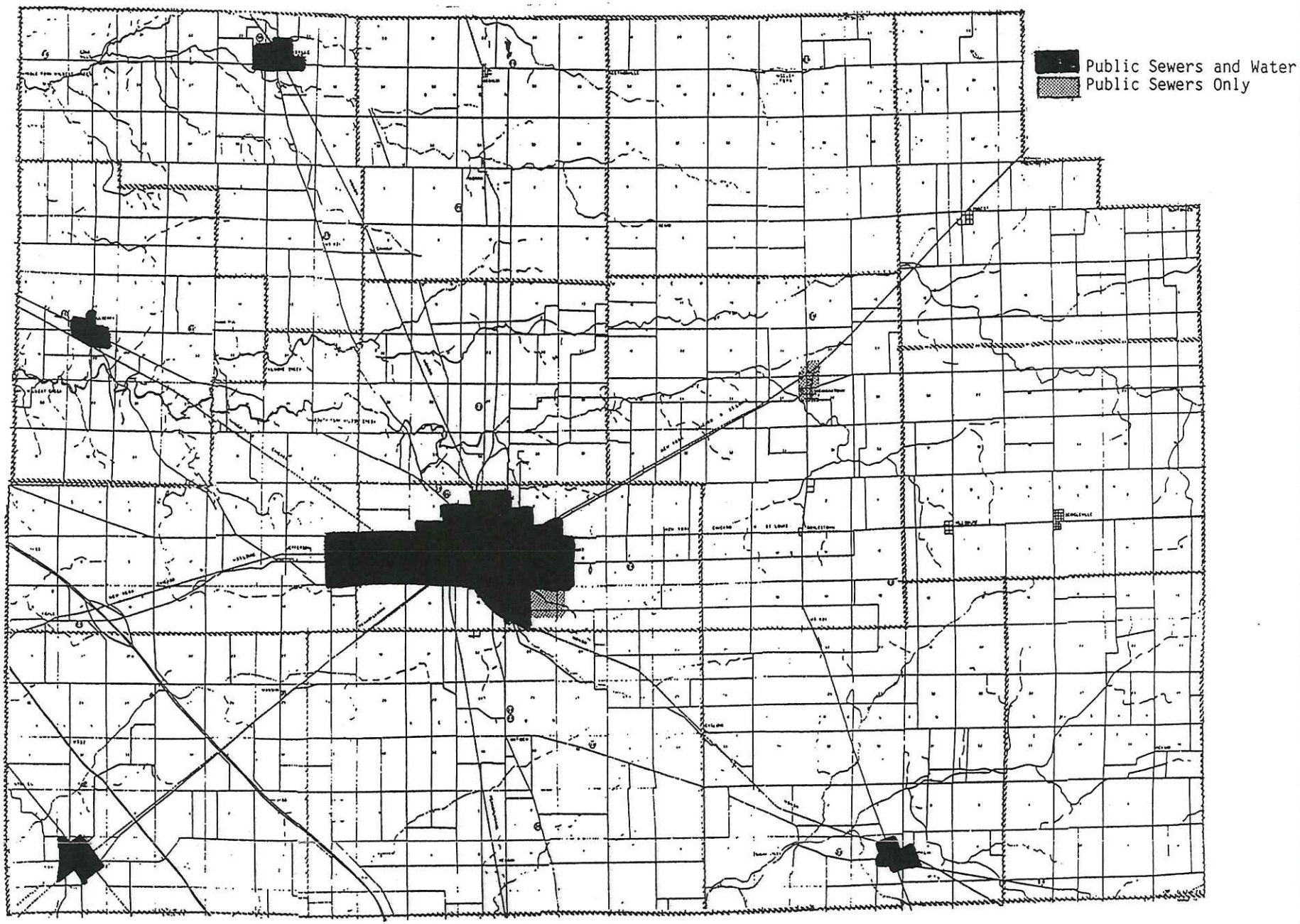
Water in rural Clinton County is obtained from wells. As the Natural Resources section indicated, groundwater is in good supply throughout most of the county.

Public water supply is available in five areas of Clinton County - Frankfort, Colfax, Kirklin, Mulberry and Rossville **(See Map 53)**. Each are discussed below:

Frankfort Municipal Utilities: Frankfort Municipal Utilities provides water to the City of Frankfort and part of Center Township. Water is obtained from seven wells, three of which are located at the Washington Street Water Plant, three of which are located on West Armstrong Street and one of which is located at the West Water Plant. The wells have a combined capacity of 4.5 to 5.0 million gallons per day, but presently demand is between 2.5

MAP 53

Public Utilities



to 3.0 million gallons per day. The water is treated at either the Washington Street Water Treatment Plant, which has a 1.5 million gallon per day capacity, or at the West Water Treatment Plant which has a 6.0 million gallon per day capacity. The water is distributed throughout the service area by primarily six inch lines. which were installed when public water was first offered many years ago. The water is stored in one of three storage tanks - the west one million gallon tower on State Road 28, the east 750,000 gallon tower or the one million gallon underground reservoir at the Washington Street Water Treatment Plant.

With the excess capacity, water can be provided to additional users as development requires. However, two more wells with a total capacity of 3.0 million gallons per day would be desirable so that well and treatment plant capacity are comparable. Older lines may also need to be replaced as time progresses.

Colfax Utilities: Colfax Utilities provides water to the Town of Colfax and a few customers outside of town in Perry Township. Water is obtained from two wells, one of which is located at the water treatment plant and one is located near the library. The water is treated at the water treatment plant which was built in 1962. The water is distributed throughout the town by primarily four, six and eight inch lines which were installed many years ago. The water is stored in a 100,000 gallon water tower in downtown Colfax. The system is still very efficient according to water utility officials and there is excess capacity to provide for future users. However, older lines will need replacement as time progresses.

Kirklin Utilities: Kirklin Utilities provides water to the Town of Kirklin and a few houses outside of town in Kirklin Township. Water is obtained from one well which has a capacity of 350 gallons per minute. The water is treated at the water treatment plant located at the park. The water is distributed throughout the town by primarily four inch lines which were first placed in 1929 when water service was first provided to Kirklin. The water is stored in a 50,000 gallon tower in downtown Kirklin. According to water department officials, a second well is the main water service need in the town.

Mulberry Utilities: Mulberry Utilities provides water to the Town of Mulberry. No one is serviced outside of the town. Water is obtained from one of two wells, which are located north of town. One of the wells has a capacity of 200 gallons per minute and the other well has a capacity of 100 gallons per minute. The water is treated at the water treatment plant which is located at the well sites and was built in 1949. The water is stored in a 75,000 gallon tank. The Town is in process of upgrading the water plant, including the installation of a new well. The town also has plans to build a new water tower with additional capacity. The utility does have some capacity to allow for some new development.

Rossville Utilities: Rossville utilities provides water to the Town of Rossville and a few customers outside town. Water is obtained from three wells, two of which can pump 250 gallons per minute and one which can pump 200 gallons per minute. All are located at the town park. The water is treated with chlorine and the iron in the water is also treated with chemicals to suspend it. Water is distributed throughout the town by primarily six inch water lines, all of which are in generally good condition. The water is stored in one of two tanks - a 50,000 gallon tower at the park and a 150,000 tower in Sunset Meadows. The town has a lot of unused water capacity which would allow for future growth. The three wells can pump a combined one million gallons per day and use is presently about 120,000 gallons per day, though it is higher during summer when the golf course is watered.

In the future, all higher density development in the county and all non-residential development should be on public water service if possible. Water service may be available within the Urban Growth Areas as shown on the Future Land Use Plan.

Public Sewer Utilities

Most rural Clinton County residents use septic tanks for sewage disposal. On farms or for low density areas, this is adequate in most instances. However, in some medium or higher density areas, septic tank use may create problems due to soil wetness or quality.

Public sewers are available in six areas of Clinton County - the five areas where there was public water - Frankfort, Colfax, Kirklin, Mulberry and Rossville, plus Michigantown (Again, See Map 53). Each are discussed below:

Frankfort Municipal Utilities: Frankfort provides public sewage disposal to the City of Frankfort, the industrial park and a few areas adjacent to the city in Center Township. The sewage is collected by mostly eight inch lines, which were installed primarily in the 1920's. The sewage is treated at the sewage treatment plant on the north side of the city. The plant was opened in 1981 and provides primary, secondary and tertiary treatment. The plant's capacity is 4.8 million gallons per day though only an average of 3.3 million gallons per day is presently used, allowing a lot of excess capacity. According to utility officials, major needs include the lining of some sewers and the replacement of older lines.

Colfax Utilities: Colfax Municipal Utilities provides public sewage disposal to the Town of Colfax and a few areas adjacent to the corporate limits in Perry Township. The sewage is collected by mostly six, eight and ten inch lines, which were installed in the 1960's. The sewage is treated at the sewage treatment plant on the south side of the town. This plant was opened in 1967, when service was first provided to Colfax, and provides three phase treatment. The plant's capacity is 90,000 gallons per day, though only 40,000 gallons per

day are used, allowing some excess capacity. According to utility officials, the major problem is inflow of storm water into the system.

Kirklin Utilities: Kirklin Municipal Utilities provides public sewage disposal to the Town of Kirklin. The sewage is collected by a collection system which was installed in 1972. The sewage is treated at the sewage treatment plant north of town which opened in 1972 when service was first provided to Kirklin. The plant's capacity is 140,000 gallons per day, though only 40,000 gallons per day are used, allowing for some excess capacity for future development.

Michigantown Utilities: Michigantown Utilities provides public sewage disposal to the Town of Michigantown. The sewage is collected by a system that was installed in 1978. The sewage is treated at the sewage treatment plant on the north side of town, which was opened in 1979, when service was first provided to Michigantown. The plant's capacity is 60,000 gallons per day.

Mulberry Utilities: Mulberry Municipal Utilities provides public sewage disposal to the Town of Mulberry. The sewage is collected by mostly four inch lines, which were installed in 1973. The sewage is treated at the sewage treatment plant to the south of town. This plant was also completed in 1973, when service was first provided to Mulberry. The plant's capacity is 165,000 gallons per day, though only 100,000 gallons per day are used, allowing some excess capacity.

Rossville Utilities: Rossville Utilities provides public sewage disposal to the Town of Rossville. The sewage is collected by mostly eight and ten inch lines. The sewage is treated at the sewage treatment plant on the north side of town. This plant, which was significantly upgraded in 1990, has a capacity of 360,000 gallons per day, though only 130,000 gallons per day are used, allowing some excess capacity.

In all communities, one major sewage need is the separation of storm water inflow into the sanitary sewers, which overloads the treatment plants during heavy rains. Another need in some communities is to further upgrade the sewage treatment plants to meet changing state and Federal water pollution control laws. This is especially the situation in Kirklin.

Also, like with public water, all higher density development in the county and all non-residential development should be on public sewers. Medium and high density areas are primarily around Frankfort and the incorporated towns in their Urban Growth Areas.

Storm Sewers

Frankfort, and each town, has some storm sewers, particularly in the older portions of the community. In some cases, they are combined with the sanitary sewage collection systems, but they are generally separated.

However, in newer areas, especially those built before adoption of the Clinton County Drainage Ordinance and subdivision control ordinances, storm drainage improvements are often lacking, which has led to drainage problems. Most notable problems are in northeast, southeast and northwest Frankfort, where localized flooding is quite common. These drainage problems need to be corrected through the construction of detention and/or retension systems, both on-site and on a watershed basis. Until the drainage problems are corrected, higher density development should not be allowed in the watersheds of drainage problem areas.

There is also another stormwater management problem which will require considerable time and expense in the future. The 1987 Federal Water Quality Act requires all local governments to establish programs which prevent the discharge of pollutants from local sanitary and storm sewers into public waterways. Local governments will have to apply for National Pollutant Discharge Elimination System (NPDES) permits and undertake followup monitoring programs. In order to obtain the permits, the local government must develop stormwater management plans aimed at controlling pollution from entering their sewer systems. Program goals should include source reduction from commercial and industrial uses, the prohibition of wastewater disposal into storm sewers, the monitoring and prevention of pollution from landfills and other potentially toxic sources of discharge and the adoption of erosion and sedimentation control regulations. Unlike many Federal actions, this program will not provide local financial assistance and it could become quite costly in coming years.

Electricity

Electrical service is provided by four distributors in Clinton County - Frankfort City Power and Light, Public Service Indiana (PSI), Tipmont REMC and Boone County REMC. Each are discussed below:

Frankfort Power and Light: Frankfort Power and Light provides service to Frankfort and Central Clinton County. In addition to Frankfort, there are power lines that run eastward to Tipton County, southeast to Pickard and southwest to Boone County.

PSI: PSI provides service to all Clinton County towns and much of the northern part of the county.

Boone County REMC: Boone County REMC provides service to part of southeast Clinton County.

Tipmont REMC: Tipmont REMC provides service to west central Clinton County.

Electrical service is available and adequate throughout Clinton County for future development opportunities, especially since there has been extensive rebuilding of the system following the damage created by the ice storm of 1991.

Telephone Service

Telephone service is provided to Clinton County by four companies. Indiana Bell Telephone Company provides service to Frankfort, Kirklin, Colfax and Michigantown. United Telephone provides service to Rossville and Geetingsville. Mulberry Telephone provides telephone service to Mulberry and Central Indiana Telephone provides service to east central Clinton County.

Natural Gas Service

Natural gas is provided to Clinton County by the Indiana Gas Company and by the Northern Indiana Public Service Company (NIPSCO). Natural gas is available by Indiana Gas to most built up areas including Frankfort, Mighigantown, Kirklin, Colfax, Mulberry and east along State Road 28 from Frankfort to Clinton Central Schools. NIPSCO provides service to the Rossville area. Kokomo Gas is expected to provide service to the Forest area in 1991.

Natural gas can be available to future development in the existing service areas in Clinton County.

Libraries

Residents of Clinton County are served by three libraries and three satellite libraries. The main libraries are in Frankfort, Colfax and Kirklin. The Frankfort Library operates branches in Michigantown, Mulberry and Rossville. Each library is discussed below:

Frankfort Library: The Frankfort Public Library is located at the corner of Columbia and Clinton Streets in downtown Frankfort. The library was established in 1880 with the original library being built in 1908. A major addition was built onto the facility in 1988. The library is available to all residents of the county who live within the Clinton County Contractual Library District (all but Perry and Kirklin Townships).

The library has 95,269 volumes in Frankfort. The library subscribes to 240 periodicals. The library has a historical and genealogical section and also sponsors children reading programs. Many community events are held in the library auditorium and meeting rooms. The library has twelve full time and twenty part time employees, including those at the branch libraries.

The Rossville and Mulberry branches are located in the downtown areas of their towns, while the Michigantown branch is located on the north side of town. All branch libraries have about 5,000 volumes. The Frankfort Library also has a small van which is used in visiting homes and other small towns as demand allows.

According to library staff, the major library facility need in coming years will be the replacement of the Rossville Library. The lease on the present building expires in 1994 so a new location will be needed by that time. There has been discussion on the possibility of constructing one new building to house the Town Hall and the library. Also under consideration is the use of part of the Rossville School facility for the library.

Colfax Library: The Colfax/Perry Township Library was built in 1916. The library has 9,700 volumes and subscribes to 130 periodicals. The library provides numerous children programs. The library has adequate room and there is no plan to expand the facility.

Kirklin Library: The Kirklin/Kirklin Township Library has 16,494 books and subscribes to 39 periodicals. The library is a Carnegie Library and was built in 1915 and is adequate for present needs. However, there are plans to make the library accessible to handicapped in the near future.

Schools

Clinton County students attend schools in four different school districts. Since all school districts have rather extensive planning of their own, this analysis simply inventories the existing schools and describes any expected facility improvements only for the purpose of coordinating all county plans.

Frankfort City Schools: Frankfort Schools provide educational facilities for the City of Frankfort, as well as Center and Union Townships. There are seven schools in the system. Each are described below:

1) Frankfort Senior High School which was completed in east Frankfort in 1962, has 898 students in grades 9 through 12. The facility also includes athletic fields and football field. A multi-purpose gymnasium was added onto the school building in 1980.

2) Frankfort Middle School, which was built adjacent to the high school in 1988, has 761 students in grades 6 through 8.
3) Kyger Elementary School in southwest Frankfort, which was built in 1928, has 320 students in kindergarten through 5th grade.
4) Lincoln Elementary School in north Frankfort, which was built in 1939, has 261 students in kindergarten through 5th grade.
5) Riley Elementary School in southeast Frankfort, which was built in 1923, has 272 students in kindergarten through 5th grade.
6) Southside Elementary School in south Frankfort, which was built in 1958, has 319 students in kindergarten through 5th grade.
7) Woodside Elementary School in northwest Frankfort, which was built in 1921, has 282 students in kindergarten through 5th grade.

Overall enrollment in Frankfort Schools has generally been relatively stable though there was an increase of 100 students during the 1990-1991 school year. However, enrollment in the future is expected to remain relatively stable in number. School officials believe that there is enough space for current programs and enrollment, but that there is not enough space for any new programs which the state or local school boards decide are necessary. Also the Frankfort School Board in 1991 approved the conducting of a feasibility study of all buildings and grounds, with particular emphasis on the need for restructuring the elementary school facilities. This study may propose the consolidation of the five elementary schools. This may lead to the closing of one or more of the present facilities. If this happens, the reuse of vacant school facilities becomes an important land use issue and must be jointly addressed by the School Board, City officials and the Plan Commission.

Clinton Central Schools: Clinton Central Schools serve Michigan, Warren, Forest, Johnson, Sugar Creek and Kirklin Townships. The corporation was organized in 1957. School district facilities consist of:

1) Clinton Central Junior/Senior High School, located on a 40 acre site on State Road 29 at County Road 100N. The school was built in 1958-59 and had additions built in 1980 and 1988. The school has 535 students in grades 7 through 12.

2) Clinton Central Elementary School is located immediately adjacent to the Junior/ Senior High School. The facility was built in 1971 and consolidated Forest, Scircleville, Michigantown and Kirklin grade schools. There are 655 students in kindergarten through grade 6.

According to school officials, enrollment has been generally stable, though in 1989-90 and 1990-91 there were some student increases. However, stable enrollments are expected in the future. Nonetheless, some expansion of facilities may be necessary to provide for new programs since the school facilities are operating at full capacity.

Clinton Prairie Schools: Clinton Prairie Schools serve Madison, Perry, Washington and Jackson Townships. School facilities consist of:

1) Clinton Prairie Junior/Senior High School, which is located south of Jefferson, was built in 1961 and added onto in 1986. The facility includes athletic fields and football field. The school has 482 students in grades 7 through 12.
2) Clinton Prairie Elementary School was opened in 1984 immediately adjacent to the Junior/Senior High School. The elementary school consolidated previous schools in Jefferson, Mulberry and Antioch (Jackson Township). The school has 620 students in kindergarten through grade 6.

According to school officials, overall enrollment is relatively stable and their ten year projections show very stable enrollment. However, additional classroom space may be needed during this time period for special new programs such as all day kindergarten or preschool programs.

Rossville Schools: Rossville Consolidated School District provides educational facilities for Ross and Owen Townships in Clinton County and Clay Township in Carroll County. There is one school building for all grades located on the south side of Rossville.

The educational facility is located on 45 acres of land and was built in 1957 with a major addition being built in 1983. The school administration building and athletic fields are also located at the site. The facility has 445 students in kindergarten through grade 6 and 352 students in grades 7 through 12.

According to school officials, there is a slight trend toward increasing enrollments and school projections show this increase to continue. Additional classrooms may be needed in the future especially to provide for new programs.

Park and Recreational Facilities

Recreational facilities are an important asset in any community. Frankfort and Clinton County have numerous park and recreational facilities. Each are discussed below:

Frankfort Parks: The City of Frankfort has six parks which are overseen by the Board of Public Works and Safety. In addition, the city owns the Frankfort Neighborhood Center and the Paul Phillippe Human Resource Center. Each facility is described below:

1) T.P.A. Park is located in northeast Frankfort which has 89 acres of rolling, wooded land and is perhaps the county's best recreational asset. Park facilities include six tennis courts, three ball fields, basketball courts, a bandstand, a playground, several large shelters and numerous smaller ones and a new swimming pool which was built in 1990. Additional land which belongs to the park is leased to the adjacent Country Club which uses the land a golf course.
2) Farrell Park is located in east Frankfort on twelve acres of land. Facilities include a playground and ball field.
3) Dorner Park is located in south Frankfort on ten acres of land along Prairie Creek. Facilities include a playground, tennis courts and horseshoes.
4) Redman Park is located in southwest Frankfort on eleven acres of land. Facilities include a ballfield, basketball courts and a playground.
5) Woodside Park is located in northwest Frankfort on three acres of land. Facilities include a playground.
6) West Green Street Park is located in west Frankfort on ten acres of land. Facilities include a ball field, basketball courts and a playground.
7) Frankfort Neighborhood Center is located on South Third Street. This facility, which was built in 1977, is available for a variety of community meetings and functions.
8) Paul Phillippe Human Resource Center is located on South Second Street. This facility, while owned by the City of Frankfort, is leased to the Resource Center, which provides numerous services to the elderly of Clinton County.

Town Parks: In addition to Frankfort parks, all incorporated towns plus the community of Forest have town parks. These are as follows:

1) Colfax Park, a two acre facility, is operated by the Lions Club. Facilities include a playground, a large shelter, three ball fields and a basketball court.
2) Forest Park is located in the community of Forest. Facilities include a playground, a tennis court, a shelter, a stage, a ball field and a basketball court.
3) Kirklin Park, located on the northwest side of town, has a ball field, a tennis court, a playground, a basketball court and an enclosed shelter house.
4) Michigantown Park is located at the former Michigantown School site. The facility includes a small playground, a basketball court and the former school gymnasium which is used as a community center.
5) Mulberry Park is located on eleven acres of land on the town's southeast side. The facility has a playground, a tennis court, two ball fields and two shelter houses.

6) Rossville Park is located on Rossville's northeast side on 1.5 acres of land. Facilities include a playground, a tennis court, a basketball court and two shelter houses. Ross Township has recently purchased five acres adjacent to the park for the construction of two ball fields.

Other Recreational Facilities: There are also several other public and/or semi-public recreational facilities in Clinton County. These include Camp Cullom, owned by the Clinton County Foundation for Youth, and the Wildcat Conservation Club, both near Mulberry. The Frankfort Country Club operates an eighteen hole golf course in north Frankfort. There is also Angel Hill golf course in Rossville and Deer Track Golf Course is under construction in west Clinton County. There are also several privately owned campgrounds in Clinton County which provide recreational activities. The Clinton County Fairgrounds on the south side of Frankfort provides recreational opportunity year round. All of the school facilities have some recreational equipment which may be used by the public in many instances.

As this recreational analysis shows, there is a wide variety of recreational activities in Clinton County. However, greater coordination of recreational facilities and programs may be desirable. To this end, both Frankfort and/or Clinton County may wish to consider the establishment of a City and/or joint City/County Park Board. Several of the above facilities and other new recreational facilities could be overseen by the Park Board. Clinton County has several places of natural beauty and recreational potential. One of the first task of a park board would be to complete a Park Master Plan which would allow eligibility for state and Federal funds. If Clinton County is to improve the quality of life necessary for future growth, park and recreational opportunities must continue to be provided.

Solid Waste/Landfill

Solid waste removal and disposal has become one of the greatest concerns to all levels of government and will remain so during the 1990's. Solid waste is collected in Frankfort by the municipal government and throughout the county by private sanitation companies. Refuse collected by the city and private firms is usually taken to the Montgomery Landfill.

Montgomery Landfill, which is privately owned, is located on State Road 39 north of Frankfort. This landfill consists of 65 acres, of which 12 acres are filled. An application is currently pending with the Indiana Department of Environmental Management for an additional 30 acres. Approval of at least seven acres of the site is expected in 1991. This should last at least five years based upon anticipated use. A clay liner will be installed under all new fill area to prevent leacheate. However, in newly approved areas, a height of 65 to 70 feet will be allowed compared to the 30 foot height in existing areas.

Solid waste management planning will be one of the major concerns facing Clinton County during the 1990's. In 1990, the Indiana General Assembly established standards and solid waste goals and required all Indiana counties to complete a solid waste management plan by 1992 which complies with state goals. One of the primary goals is to reduce the amount of refuse deposited in landfills by fifty percent by the year 2001. In 1991, Clinton County joined with Tippecanoe County in forming the Wildcat Creek solid Waste District, with a major goal of completing the solid waste management plan.

Another solid waste issue which will be of importance to all levels of government is the recycling of solid waste, which must be a key component of the county solid waste management plan. With the eventual fill-up of most landfills and with increasing regulations in the opening of new landfills, recycling will become a major need in the future. Recycling has been started in Frankfort, though it will need to be made countywide in the near future. As resource recovery from solid wastes becomes more economically attractive, recycling efforts will have to be even further increased.

Incineration of solid waste will also be getting attention in the future as an alternative to more landfills. Incineration, because of its high cost, will likely be done on a regional basis.

Social Services

A wide range of social services are available to Clinton County residents. The Clinton County Health Department provides health services including restaurant inspections, issuance of sanitation permits, birth/death certificates, home visits by a nurse and child immunization. The Human Resource Center, which was discussed previously, provides services to the elderly.

The Department of Public Welfare, while now funded totally by the State of Indiana, provides many social services to county residents. These programs include Aid for Dependent Children (AFDC), Adult Medicaid, Food Stamps, hospital care for indigents, foster care, child adoption, child abuse protection, day care licensing and other similar programs. Clinton County is one of the state's "Impact" counties, where AFDC recipients are required to work. The Welfare Department is located in Old Stoney in downtown Frankfort and has twenty full time employees.

Civil Defense

The Clinton County Civil Defense is located in the basement of the Frankfort City Hall. It is manned by a part time director and deputy director and has thirty volunteers. The facility will serve as the command center in the event of a major emergency. The Civil

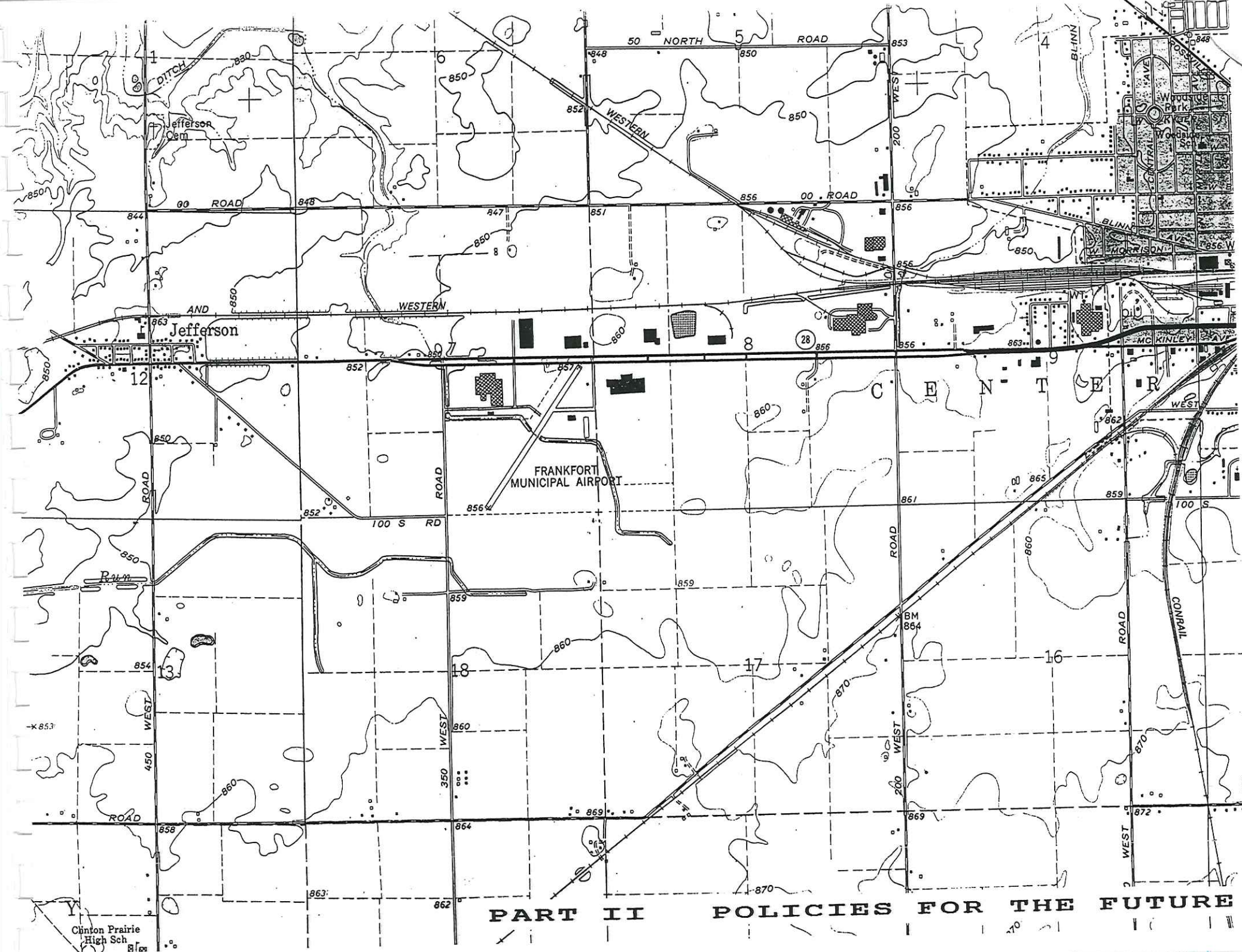
Defense unit has a vehicle storage garage on North Main Street where they store their five vans, generator and other equipment. The unit has one of the better communications systems in the state according to civil defense officials.

The Civil Defense unit completed the Clinton County Emergency Management Plan in 1990, though it is now in the process of doing a new plan. These documents should be adopted by reference as part of the Clinton County Comprehensive Plan.

Community Facilities Summary

As this section illustrated, there are many community faculties and service needs in the city and county. Of particular importance is what may be called "infrastructure" needs. In many instances, older water, sewer, storm drainage, street and other facilities will need replacement in coming years. At the same time, new infrastructure must be installed for new residential and industrial development. Infrastructure is very costly, but communities cannot fail to provide the best infrastructure possible. Without a good infrastructure, communities cannot grow or provide adequate service for existing demand.

This plan will propose that the city and county prepare what is called a "Capital Improvement Program" where all new and replacement capital facilities are identified, prioritized and budgeted over a five-year program. This important tool is discussed in the Implementation section of this plan.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ROAD
CENTER
BLINN AVE
MC KINLEY AVE
W. MORRISON
Woodside Park
CONRAIL
BM 864
Clinton Prairie High Sch

PART II
POLICIES FOR THE FUTURE

INTRODUCTION

The background information presented in Part I identified many needs and problems of Clinton County, the City of Frankfort and the incorporated towns. Part II, Policies for the Future, has five sections. The first section, Goals, Objectives and Policies, sets forth future guidelines upon which all subsequent planning activities should be based. The subsequent sections present the Future Land Use Plan, the Transportation Plan, the Community Facilities and Services Plan and concludes with a discussion of Implementation proposals.

GOALS, OBJECTIVES AND POLICIES

The Clinton County Comprehensive Plan has one Guiding Principal which was mentioned at the beginning of Part I. This principal is:

> TO ACHIEVE SOUND PHYSICAL AND ECONOMIC DEVELOPMENT OF CLINTON COUNTY SO AS TO ENSURE THE PROVISION OF ADEQUATE COMMUNITY FACILITIES AND SERVICES, A HIGH QUALITY OF LIFE AND THE MAINTENANCE OF A HEALTHY, SAFE, ORDERLY AND HARMONIOUS ENVIRONMENT.

The Goals, Objectives and Policies set forth more detailed standards which may be used in preparing the future land use, transportation and facilities plans. The Goals, Objectives and Policies are viewed as the cornerstone of the planning process and provide the framework for future public and private decision making in Clinton County, the City of Frankfort and county towns. The Goals, Objectives and Policies are based upon the findings of the background studies in Part I of the Plan, as well as the input of individual plan commission members and interested citizens at public meetings. Goals, Objectives and Policies are established for each of six areas - Natural Resources, Land Use, Housing, Transportation, Community Facilities and Services and Economic Development. The terms "Goals, Objectives and Policies," as used in this part, are defined as follows:

Goal: A goal is a desired future state which the county is trying to attain or achieve.

Objective: An objective is a statement of a way in which a goal is to be reached; it refers to some specific accomplishment which is capable of attainment.

Policy: A policy sets forth a definite course of action to accomplish the objective; there may be more than one policy for each objective.

Natural Resources

GOAL: PRESERVATION OF THE NATURAL RESOURCES AND ENVIRONMENTALLY SENSITIVE AREAS TROUGHOUT THE COUNTY.

Objective 1: To preserve and protect agricultural land.

Policies:
1) Prevent development on prime agricultural soils. Density should not exceed an average of one dwelling unit per twenty acres in prime agricultural areas.
2) Require that residential development which occurs in predominantly agricultural areas be developed on lot sizes and at a density which reflects and promotes a rural character, and which does not threaten or disturb nearby active farming operations. This development shall generally be promoted in woodland areas or on "remnant parcels" of farms which are not useful for active farming. Rezoning and/or other special approval should be required for residential development in agricultural areas. Density should not exceed an average of one dwelling unit per acre in approved areas.
3) Encourage development and expansion of agricultural support services in locations which are convenient to the agricultural community and which are shown on the Future Land Use Plan.
4) Prevent incompatible land uses from locating in agricultural areas which may harm confined feeding and farming operations.
5) Keep up-to-date regulations in the zoning ordinance which adequately separate confined feeding operations and non-farming uses of land from each other.

Objective 2: To preserve the rural character of the county.

Policies:
1) Minimize site disturbance in rural areas through zoning standards.
2) Encourage cluster housing and innovative developments in rural areas.

Objective 3: To preserve existing woodlands and to encourage new tree planting.

Policies:
1) Encourage participation in the State Classified Forest Program of the Indiana Department of Natural Resources which provides tax incentives for the protection of woodlands.
2) Replant street trees in Clinton County communities, particularly to replace trees lost in the Ice Storm of 1991.
3) Require that existing trees be kept and that new trees be planted whenever possible in new development. This may be accomplished in the zoning ordinance or in the subdivision control ordinance.

Objective 4: To protect the county's remaining wetland.

Policies:
1) Limit draining or filling of wetlands.
2) Restrict development in wetlands through zoning and subdivision control regulations, using the Wetland Inventory information from the Soil Conservation Service.
3) Continue to require all development to obtain necessary local, state and Federal permits.

Objective 5: To provide better drainage within the county.

Policies:
1) Discourage development in areas with severe drainage problems until overall drainage solutions are implemented.
2) Encourage city, town and county officials and private landowners, as appropriate, to jointly seek solutions to existing drainage problems throughout the county.
3) Require all developers to provide adequate storm water drainage improvements and easements for their properties in the future and that the design of the improvements be of adequate size to serve the potential development both on-site and off-site, to the outfall.
4) Continue strict enforcement of the Clinton County Drainage Ordinance.

Objective 6: To protect river and water areas.

Policies:
1) Future development along county drainageways should only be in established areas or in areas designed on the Future Land Use Plan.
2) Review development along major drainageways.
3) Utilize natural streams as open space greenways or trails, in particular Prairie Creek in Frankfort.
4) Prevent use of septic tanks in areas of unsuitable soils.
5) Enforce the standards of the flood insurance program as established by the Federal Emergency Management Agency.

Objective 7: To prevent erosion of Clinton County soils.

Policies:
1) Implement the state T-2000 program to reduce soil erosion. The T-2000 program has a goal to significantly reduce soil erosion by the year 2000 (See Natural Resources Section for further discussion).
2) Encourage farmers to establish soil conservation plans.
3) Utilize best management practices for erosion control.

Objective 8: To prevent development in other areas of critical environmental importance.

Policies:
1) Advocate a land use arrangement which does not overburden the natural capabilities of the land to accommodate development.
2) Analyze the impact of development on soils in regard to drainage, erosion and/or sewage disposal plans.
3) Maintain the integrity of the natural site characteristics when possible in land development.

Objective 9: To maintain and promote a visually pleasing and high quality of life in the county.

Policies:
1) Promote weed control, litter pickup and junk car removal through the zoning ordinance or a comprehensive nuisance control ordinance.
2) Adopt and/or maintain good health ordinance in such areas as minimum housing standards and refuse disposal.
3) Encourage that signs not be of excessive size or quantity or in non-commercial areas.
4) Reuse abandoned railroad right-of-ways throughout the county and communities as natural areas and/or recreational trails.
5) Encourage adequate open space and recreational facilities in new development.
6) Preserve historical sites in Clinton County.

Land Use

GOAL: AN ORDERLY AND PLANNED RATE OF GROWTH THAT IS DESIGNED TO RETAIN CLINTON COUNTY'S CHARACTER WHILE ACCOMMODATING QUALITY DEVELOPMENT IN A PLANNED MANNER.

Objective 1: To provide adequate land areas for the safe, orderly and efficient economic and population growth of the area.

Policies:
1) Outline land areas in the Future Land Use Plan best suited to accommodate estimated needs for residential, commercial, industrial and public and semi-public activities.
2) Discourage rezoning of land for uses not recommended in the Future Land Use Plan unless it is clearly indicated that conditions have changed to warrant the rezoning.
3) Adopt adequate subdivision and zoning regulations designed to prevent fragmented, inharmonious, and disorderly development.
4) Encourage Planned Developments where feasible as the best means for guiding and controlling growth in the county.

Objective 2: To provide a wide range of residential development which is safe, adequate and attractive for the population of Clinton County.

Policies:

1) Encourage residential development to occur within identified Urban Growth Areas on the Future Land Use Plan, primarily around Frankfort and the incorporated towns.
2) Discourage "strip" residential development along city and county streets and roads.
3) Develop residential densities that are compatible with adjacent residential and other adjacent land uses. Low, medium and high densities shall have the following number of dwelling units per acre:

   Low - No more than one dwelling unit per acre in rural areas and no more than two dwelling units per acre in urban areas.

   Medium - No more than four dwelling units per acre.

   High - No more than six dwelling units per acre.

4) Allow medium and high density development only to take place within the Urban Growth Areas so that public facilities and utilities may be provided.
5) Allow only low density residential development to locate in rural areas, and then only in non-prime agricultural areas.
6) Allow mobile homes on individual lots only in non-prime agricultural areas and in mobile home parks in designated residential areas.
7) Encourage a coordinated or "planned development" approach rather than a lot-by-lot approach to urban development so as to create a balanced arrangement of "make-sense" development and a viable tax base.
8) Allow for the clustering of dwelling units and specialized housing development such as recreational developments within a planned development concept in appropriate areas throughout the county to the maximum extent possible and to utilize cost-efficient site layout and design techniques and to create new, self-contained neighborhoods.
9) Provide adequate buffering, screening, or other techniques that minimize nuisances when a residential development will be next to a land use that produces a nuisance.
10) Design residential development to:

   - Provide adequate lot sizes and shapes to accommodate houses.
   - Provide planned, usable open spaces of adequate size to serve the needs of the residents.

- Have necessary public facilities and open space.
- Minimize grading, cutting and filling.
- Use natural drainage patterns where possible.
- Save natural vegetation to the maximum extent possible.
- Provide common utility easements in an efficient manner.
- Create street patterns that discourage speeding and through traffic to the maximum extent possible.
- Provide safe pedestrian and bikeway access through the development.
- Provide trees, landscaping and other site amenities where appropriate.

11) Residential developers shall be encouraged to provide the necessary public facilities and open spaces to serve their development so as not to place an undue burden upon the county taxpayer.

Objective 3: To provide for a stable, unified, attractive commercial areas that meet the needs of the city, town and county residents.

Policies:

1) Encourage future commercial development primarily in the downtown areas and designated highway business areas of Frankfort and the towns and at major intersections as shown on the Future Land Use Plan.
2) Provide buffering, screening, separation or other techniques to minimize nuisances when a commercial land use will produce possible nuisances to residential areas such as:

- Automobile lights, outdoor lighting or illuminated signs.
- Loud noise.
- Odors, smoke, automobile exhaust, or other noxious smell.
- Dust and dirt.
- Litter, junk or outdoor storage.
- Visual nuisances.

3) Support efforts of Frankfort Mainstreet and other downtown revitalization efforts in other county towns.
4) Allow small home occupations or cottage industries in most areas subject to strict guidelines as a way to promote economic development.

Objective 4: To encourage quality industrial development that blends in with the community.

Policies:

1) Locate industrial development along major highways away from residential development as shown on the Future Land Use Plan.
2) Design all industrial development to:

- Be compatible with adjacent development in terms of size, height, mass and scale.
- Provide adequate lots sized for the buffering and screening of adjacent development, where appropriate.
- Provide sufficient space for on-site parking and service areas.
- Minimize grading, cutting and filling.
- Use natural drainage patterns where possible.
- Save natural vegetation to the greatest extent possible.
- Provide trees, landscaping and other site amenities where appropriate.

3) Prohibit industrial development within residential areas. Expand existing industries that are adjacent to non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.
4) Receive assurances that air emissions and the disposal of industrial wastewater and solid wastes will meet environmental standards, and that the storage, handling, and disposal of hazardous materials will be done in a safe and environmentally sound manner.

Housing

GOAL: A HOUSING SUPPLY OF SUFFICIENT NUMBER AND QUALITY TO MEET THE NEEDS OF PRESENT AND FUTURE RESIDENTS OF CLINTON COUNTY.

Objective 1: To ensure that needed housing units are available in adequate numbers.

Policies:
1) Establish City and/or City/County Housing Authority to coordinate housing activities and to seek additional assisted housing units for lower income persons.
2) Adopt a countywide minimum housing code ordinance.
3) Encourage the proper maintenance of Clinton County housing.
4) Encourage the rehabilitation of deteriorating housing.

Objective 2: To provide for a range of housing types and densities that provide a variety of neighborhoods.

Policies:
1) Maintain several residential zoning categories each with different density standards.
2) Allow mobile homes on individual lots only in non-prime agricultural areas and in mobile home parks in designated residential areas.

Objective 3: To encourage measures which reduce the cost of single family housing.

Policies:
1) Adopt planned development provisions in a zoning ordinance.
2) Minimize tax burden for home owners, particularly those on fixed incomes.

Objective 4: To encourage the development of energy efficient housing.

Policies:
1) Encourage energy conservation measures in housing.
2) Encourage use of solar energy where possible.

Objective 5: To ensure that adequate housing is available for lower income or elderly persons.

Policies:
1) Seek new and rehabilitated housing assistance for lower income or elderly persons.

Transportation

GOAL: A TRANSPORTATION SYSTEM CAPABLE OF MOVING PEOPLE AND GOODS SAFELY AND COMFORTABLY.

Objective 1: To provide a road network that will facilitate the safe and efficient movement of traffic among commercial, educational, residential and recreational facilities.

Policies:
1) Complete the four laning of State Road 28 between Frankfort and I-65.
2) Build/improve other arterial or collector streets and highways as shown on the Transportation Plan.
3) Remove sharp curves on state and county arterials and collector highways.
4) Continue paving program of county roads.
5) Continue county bridge replacement program.
6) Repave city, county and town streets as funds are available.
7) Reconstruct and/or construct curbs, gutters and sidewalks in Frankfort and towns.
8) Revise the functional road classification system according to the Transportation Plan.
9) Require any new street to be designed and built according to standards of a subdivision control ordinance.

Objective 2: To provide alternative forms of transportation to the automobile.

Policies:
1) Encourage car and vanpooling to jobs in other communities.
2) Assist local charitable and social service agencies in providing transportation services to the elderly, handicapped and immobile residents.

Objective 3: To provide recreational road system in the county.

Policies:
1) Designate a city-county bike trail system, perhaps connecting them to the regional system of state bike trails.
2) Establish county scenic highways for both recreational and economic development purposes.

Community Facilities and Services

GOAL: PROVIDE ADEQUATE INFRASTRUCTURE FOR ALL COMMUNITY DEVELOPMENT NEEDS AND ADEQUATE PUBLIC SERVICES FOR CITIZENS NEEDS.

Objective 1: To maintain responsible governmental and administrative services that are sensitive to the needs and concerns of all residents.

Policies:
1) Renovate the courthouse and establish county annex building according to the recommendations of the 1989 Courthouse Plan.
2) Encourage increased citizen participation in community affairs.
3) Establish a city/county Area Plan Commission and adopt a joint zoning and subdivision control ordinance.

Objective 2: To maintain efficient street and highway departments.

Policies:
1) Continue to provide adequate new and/or replacement street and highway vehicles.
2) Construct additional facilities as needed so that all equipment may be stored properly.

Objective 3: To maintain adequate police protection for present and future needs.

Policies:
1) Implement Enhanced 911.
2) Establish rural house numbering so that E-911 will operate more efficiently.
3) Continue vehicle replacement program in all county police departments.

4) Build a new jail.
5) Construct a juvenile detention facility in conjunction with surrounding counties.

Objective 4: To maintain adequate fire protection for present and future needs.

Policies:
1) Implement Enhanced 911 and rural house numbering.
2) Establish countywide training facility for fire personnel.
3) Contribute public financial support as needed to volunteer fire departments for new building and equipment.
4) Hire full time employee(s) to be shared by all township volunteer departments during day time hours.

Objective 5: To maintain adequate emergency medical service.

Policies:
1) Implement E-911 and rural house numbering.
2) Continue routine vehicle replacement and keep adequate, well trained volunteer system.
3) Maintain satellite centers in county towns.

Objective 6: To provide adequate health care services.

Policies:
1) Continue to maintain Clinton County Hospital in excellent condition.
2) Continue to support Community Counseling Center mental health facility.
3) Maintain Parkview Home.
4) Maintain well staffed county health department and adopt adequate ordinances for public health, including a comprehensive property maintenance and/or nuisance control ordinance.

Objective 7: To provide adequate recreational facilities for all residents.

Policies:
1) Establish City or City/County Park and Recreation Board.
2) Prepare park Master Plan which will make the Park Board eligible for park grant assistance.
3) Acquire additional recreational facilities which complement existing recreational facilities in the city and county.

Objective 8: To provide for the adequate and safe supply and distribution of public water to higher density areas.

Policies:
1) Upgrade/replace water lines and treatment facilities as old lines wear out and to provide new service.

2) Provide public water within Urban Growth Areas as shown on the Future Land Use Plan.

Objective 9: To assure adequate sewage disposal throughout the county.

Policies:
1) Strictly enforce county septic tank regulations.
2) Require at least one acre lots in areas where public sewers are not expected in the future.
3) Provide public sewers only within Urban Growth Areas as shown on the Future Land Use Plan.
4) Separate inflow/infiltration of storm water into sanitary sewers to the maximum extent possible and to meet state and Federal standards.
5) Upgrade sewage treatment plants to meet changing state and Federal guidelines.
6) Upgrade/replace existing collection lines as old lines wear out and as new service needs require.
7) Seek state and Federal assistance to construct new sanitary facilities.

Objective 10: To provide an adequate system of storm water drainage.

Policies:
1) Continue enforcement of County Drainage Ordinance.
2) Require storm water drainage improvements to be constructed in all new subdivisions through the subdivision control ordinance.
3) Develop programs to meet the 1987 Federal Water Quality Act which will require pollution discharge permits and the prevention of pollutants from local sanitary and storm sewers into public waterways.

Objective 11: To maintain adequate library services for all county residents.

Policies:
1) Continue to maintain and expand the central library in Frankfort.
2) Continue satellite libraries in county towns.
3) Construct new Rossville library in the future.

Objective 12: To provide adequate educational facilities for all of the county residents.

Policies:
1) Support individual school board efforts to provide quality education.
2) Encourage county residents to continue their education when possible.
3) Seek institutions of higher education, such as Ivy Tech, to offer as many courses as possible in Clinton County to provide county residents continuing education opportunities.

Objective 13: To maintain adequate public utilities for existing and future growth.

Policies:
1) Work with public electric, telephone and natural gas utilities to ensure that all demand is adequately met.

2) To work with public utility officials to ensure that utilities are available for future economic development.

Objective 14: To provide solid waste collection and disposal.

Policies:
1) Work with the Wildcat Creek Solid Waste District to complete and implement the required district Solid Waste Management Plan for Clinton County.
2) Establish a countywide recycling program for such items as paper, glass and aluminum.
3) Seek proper disposal and/or recycling of pesticides, tires, oils and other similar environmentally harmful items.
4) Ensure that there will be adequate landfills for future solid waste needs in the county.
5) Locate future landfills for disposal of solid waste only in areas which:
   - Are above the 100-Year flood plain.
   - Have suitable underlying soils and geology to prevent pollution of groundwater and surface streams.
   - Are a sufficient distance above aquifers and the seasonal high-water table and any existing wells.
   - Have soils in sufficient quantity to cover the refuse.
   - Can be screened from public view.
   - Have adequate access.
   - Locate away from residential areas.
   - Can meet all local and State health licensing requirements.

Objective 15: To provide adequate social and health services for all of the county's residents.

Policies:
1) Work with county and community religious and charitable organizations and social agencies to ensure that social and health needs are identified and met.
2) Encourage "volunteerism" to accomplish necessary social service tasks.
3) Ensure that each citizen receives eligible services directed toward social and personal self-sufficiency, rehabilitation, prevention and/or reduction of dependency, and the strengthening of family life.

4) Encourage the provisions of necessary child care services in the county, including having adequate zoning regulations for day care facilities.
5) Encourage that all facilities with public access be handicapped accessible to the maximum extent possible.

Objective 16: To maintain an adequate civil defense.

Policies:
1) Keep all Emergency Management Plans updated and in effect.
2) Maintain all equipment in good condition.

Economic and Community Development

GOAL: A WELL BALANCED ECONOMY WHICH PROVIDES FOR THE EMPLOYMENT NEEDS OF COUNTY RESIDENTS AND WHICH PROVIDES AN EXPANDED TAX BASE.

Objective 1: To encourage the creation of new jobs and employment opportunity.

Policies:
1) Complete a county Economic Development Plan in conjunction with the Clinton County Chamber of Commerce.
2) Designate adequate industrial areas on the Future Land Use Plan where facilities and other infrastructure is available.
3) Establish good industrial standards in the zoning ordinance.
4) Promote the development of tourism in the county.
5) Encourage the formation of local new small businesses, with one strategy being not to have overly restrictive zoning regulations.
6) Provide adequate adult basic education and vocational training programs and improved job training and/or retraining programs.
7) Continue industrial promotion and development programs in cooperation with existing public and private agencies and utilities to publicize to desirable industries the advantages of locating in Clinton County.
8) Encourage use of tax abatement and target area designation to foster investment and economic development in distressed areas.
9) Use tax increment financing (TIF) where appropriate, to construct necessary community facilities for new development.

Objective 2: To annex areas adjacent to Frankfort and the towns into the communities to expand the tax base and to improve services to those residences.

Policies:
1) Annex those areas with existing utilities as first priority.
2) Annex developed areas within the Urban Growth Areas as second priority.
3) Annex other areas within the Urban Growth Areas as development occurs.

FUTURE LAND USE PLAN

The Clinton County Future Land Use Plan delineates areas best suited for agricultural, residential, commercial and industrial land uses, as well as areas which should be protected because of their environmental importance. The suggested land use arrangement is based upon several considerations:

1) First, the recommendations and guidelines from the Background Inventory and the land use policies discussed in the previous section serve as the basis for the Land Use Plan.

2) Secondly, the Land Use Plan is based upon the important assumption that Clinton County's population will remain relatively stable in number as the projections suggest.

3) The Land Use Plan also recognizes that much development including industries and businesses are dispersing from city to fringe areas and rural locations. This has been encouraged by improved transportation and communication facilities and the need for larger and more inexpensive land than available in the city. Today, just about any kind of land use may reasonably be expected just about anywhere and because of it's geographical location, Clinton County may be influenced by several cities - Frankfort, Lafayette and Indianapolis. The plan does not try to reverse this trend of dispersement, but rather will try to channel this growth into appropriate areas in the county.

4) The Future Land Use Plan will serve as a basis for a unified zoning ordinance for Frankfort and Clinton County. A zoning ordinance must have a rational, well-thought out plan as its basis. This "consistency" between plan and ordinance is being more and more required by the courts in their review of zoning classes.

Land Use Organizational Principals

There are also several principles of land use organization which this Plan follows:

1) Specialization of Districts: The building blocks of the Land Use Plan are districts, or areas of specialized land uses such as residential, agricultural, business or industrial. The specialized areas should be separated from one another by buffer zones, major transportation barriers, natural topographical breaks in the landscape, or by some alternate and suitable division which will protect each district from the detrimental influence of any differing district.

2) Intensive, Not Extensive Development: This plan proposes that development should be concentrated more intensively at specific locations in the county rather than spread uniformly across the county. The most important underlying factor of this principle lies in the economy of providing services and utilities to developed areas. It is quite impossible and impractical to extend water and sewer facilities uniformly over the entire area of Clinton County. The grouping together of development at specific points will further reduce travel time and the need for additional highway facilities. Frankfort and the towns and their Urban Growth Areas are the primary locations for this intensive development.

3) Urban Growth Areas: The areas proposed for development are designated as Urban Growth Areas. These are areas which have existing public utilities such as sewer and water systems or are likely to be provided such service in the future. This plan has a policy to encourage growth in areas with existing or planned public utilities in order to minimize cost of providing these facilities in the future and to preserve the agricultural land in rural areas. Urban Growth Areas include the City of Frankfort, all incorporated towns and areas immediately surrounding each community. Each Urban Growth Area is divided into several specialized districts as discussed above.

4) Compatibility of Uses: Traditional planning and zoning assumed that only "like" or comparable land uses should be in the same district. However, more recent planning theory suggests that many "different" kinds of land uses can indeed be compatible within the same district if they are just planned properly. For instance, some offices can be located within some residential areas if they do not generate large amounts of traffic. What is necessary, however,are standards which govern the effects, or influences or "performance" of that land use on surrounding uses and the land itself. This kind of planning is called "performance zoning".

5) Rural Planning Emphasis: This plan also recognizes in the county portions of the plan that rural or county planning differs in many respects from urban planning. Too often, rural plans have been based upon urban planning principles. Rigid separation of land uses, restrictive setbacks and an anti-farm bias have been common in many rural plans. Indeed, some rural plans considered agricultural land as "vacant", "open space", "undeveloped", or at best "land awaiting development". This plan recognizes that farming in most places in the county is the "highest and best use" of land. This Plan's emphasis on natural resources, farmland preservation and performance zoning reflects it's rural orientation.

6) Centers, Not Ribbons, of Growth: This Plan also proposes the development of the total area of a property rather than just the frontage land. Much of the development of Clinton County in recent decades has been along the frontage of county roads. This type of development is sometimes called "strip development". Such development interferes with the traffic carrying function of the roads and results in houses or other development which cannot be serviced adequately. It also creates even greater conflicts with agricultural land uses.

7) Variety of Environments: This Plan recognizes the individuality of people and families and recognizes that no single environment is suitable for every future resident of the county. Land development policies should provide variations of density, housing types, community facilities and the like. The future development of the County should see some residential neighborhoods which are more intensively developed than others, with provisions varying from mobile home parks in some cases, to low-density suburban development. Variety in non- residential areas is also anticipated.

8) Protection of Agricultural Areas: This Plan especially recognizes that non-farm development should be discouraged from locating in agricultural areas. When higher-density-type development leap-frogs from the fringe areas of cities and becomes scattered in random pattern across the countryside, the farming area suffers, particularly for those farmers engaged in confined feeding operations. The residential development contributes to contamination of the water supply and puts a restraint on livestock production and other agricultural activities. More important perhaps is that the cost of providing new school facilities and other services, not needed by the farmer but required by the suburban development, results in increased taxes to the farmer. Also, non-farm residents complain of farm activities such as the use of farm fertilizers, early morning use of tractors and other farm machinery, and the like.

This Plan does not disallow all non-farm development in agricultural areas. However, this development must be compatible with farming and it must be cited so that it does not interfere with agricultural operations and that it is not located on prime soils.

Growth Stimulants/Deterrents

In any community there are factors which stimulate growth and factors which deter growth. Clinton County and Frankfort have several conditions which will contribute to future growth and land use arrangement. Stimulants include:

1) Geographical Location: Clinton County lies between Indianapolis and Lafayette, two cities which have grown in recent years. "Spillover" development from these cities may be expected in Clinton County during the planning period.

2) Interstate 65: Clinton County is fortunate to have an interstate highway crossing the county. An interstate is viewed by many as a necessity for future growth. At present, the I-65 and State Road 28 interchange is not extensively developed, though it does serve as the "gateway" to the Frankfort/Clinton County industrial park. There should be additional developmental pressure from the location of this road in Clinton County during the planning period.

3) State Road 26 Corridor: To a lesser extent, State Road 26 will serve as a growth stimulant because of the easy access it provides to Lafayette. This road should especially serve as a growth stimulant to northwest Clinton County and the Town of Rossville. This is already apparent due to the growth of Rossville in recent years.

4) Industrial Park: Clinton County and Frankfort have one of the best industrial parks in Indiana located in close proximity to I-65 and adequately serviced by utilities. The industrial park offers prime building sites for manufacturing and warehousing companies. This industrial area, located between Frankfort and Jefferson, should be protected and carefully planned for in the Comprehensive Plan.

There are also several factors which will act as a deterrent to growth in Clinton County and will influence land use trends in Clinton County. These include:

1) Little Population Growth: Population projections show that there will be little change in the number of people in Clinton County during the planning period. However, even with the stable number of people, there will be some demand for new development because of the growing specialty needs of society and because the general dispersal of people from Lafayette and Frankfort into the countryside.

2) Good Prime Soils: The large extent of prime agricultural soils in the county must be preserved so most non-farm development should be encouraged to located in the designated Urban Growth Areas away from the farmland.

3) Drainage Problems: Many areas of Clinton County, including some in the Urban Growth Areas, have poor drainage because of the soil characteristics and because of man-made situations. Development will have to be limited in these poor drainage areas, particularly in southeast Frankfort, until the problems are cost effectively corrected.

Land Use Vs. Zoning

One common misconception in the planning process is the tendency to confuse the Land Use Plan and the Zoning Map. Although both deal with land and it's use, each has a distinct and separate function. The Land Use Plan shows the long range goals for development of the community expressed in general terms. The Land Use Plan does not show specific detail for every parcel of land. The Zoning Map, on the other hand, which is an integral part of the zoning ordinance, shows the boundaries of each zoning district and how each parcel of land is zoned. The Zoning Ordinance text explains what uses are allowed in each zoning district. The Zoning Ordinance (including the maps) is only one of several tools used to implement the Comprehensive Plan.

While the Plan is subject to occasional revision in response to major shifts in the economic or physical structure of the community, it should remain essentially stable over an extended time period. The Zoning Ordinance, on the other hand, is a day-to-day working document subject to relatively frequent revision to accommodate current needs. Any revision, however, should occur within the overall framework of the Comprehensive Plan. This distinction may be shown by simple illustration. The Land Use Plan may indicate residential development over broad areas, expressed in overall dwelling unit densities. The boundaries are not necessarily precise and the Plan does not identify local variations in density patterns. The Zoning Ordinance, however, establishes residential districts by structure types and precise boundaries for each.

Land Use Categories

Clinton County is divided into fourteen categories on the Future Land Use Plan. These categories are as follows:

Agricultural: The agricultural land use category includes prime agricultural land and non-prime agricultural land. Agriculture will remain the predominant land use in the county for many years to come. The principal land use is farming. Related uses such as farmsteads, woodland, ponds and confined feeding should also be permitted uses. Density should not exceed one dwelling unit per twenty acres

and public water and sewage facilities will not be provided in agricultural areas. Non-farm residential land uses should only be permitted in agricultural areas if they are first rezoned or otherwise approved for residential use. In general, approval for residential uses in agricultural areas should only be considered if they are located on non-prime soils as shown on Map 15 in the Natural Resources Analysis of this Plan . In addition to this, residential development should be carefully evaluated to determine adverse effects and incompatibility between agricultural and non-farm development and to determine the impact of the development on county services. The use of "performance" criteria such as LESA (Land Evaluation and Site Analysis) program discussed later in this section may be useful for determining if residential development should be approved in agricultural areas.

Residential: Four residential categories are proposed. These are described as follows:

1) Low Density Residential - Rural: This land use category is comprised primarily of existing residential areas in the county outside of Urban Growth Areas which are not of sufficient density or area to warrant central sewage facilities now or in the foreseeable future. Density should not exceed one dwelling unit per acre in these areas. Designated low density rural residential areas primarily consist of the small unincorporated communities throughout the county such as Forest, Antioch and Sedalia. As discussed above, new low density rural residential areas may also be established in agricultural areas. However, these residential areas should only be on non-prime soils and because of the dispersement of the soils throughout the county **(Again See Map 15)**, cannot be pre-designated but rather must be evaluated on a case-by-case basis using the LESA or other "performance-based" system.

2) Low Density Residential - Urban: This land use category includes those areas of the City of Frankfort, the towns and the Urban Growth Areas which are proposed for low density single family use. Density will be sufficient enough where central sewage can be provided immediately or in the future. Density should not exceed two dwelling units per acre.

3) Medium Density Residential: This land use category designates areas of primarily single family dwellings in Frankfort and the towns which have historically developed at higher density. Density should not exceed four dwelling units per acre.

4) High Density Residential: This land use category designates areas for a wide range of dwelling unit types including multi-family dwellings and mobile home parks. Density should not exceed six dwelling units per acre. High density residential areas are designated primarily in Frankfort.

Commercial: Four commercial land use categories are proposed. These are as follows:

1) Neighborhood Business: This land use category identifies locations for convenience businesses and service uses in neighborhood areas.

2) Central Business: This land use category provides for the special needs of the downtown business areas of Frankfort and the incorporated towns. They are characterized by older, quite often, historic buildings and which have historically served as the commercial center of the community.

3) Roadside Business: This land use category designates areas for commercial uses where primary access is by automobile. These areas are along major arterial streets and roads and quite often include planned shopping centers and clusters of buildings which share things as parking and access.

4) General Business: This land use category includes areas for general business uses to meet the needs of a regional market. They should generally be located along major transportation routes away from residential areas.

Industrial: Three industrial land use categories are proposed as follows:

1) Agribusiness: This land use category designates land for business and manufacturing support uses for the agricultural community, primarily in existing locations. Such uses include grain elevators, agricultural chemical businesses and farm implement dealers. A separate agribusiness category is desirable because most agribusiness areas are located along the railroads in rural Clinton County towns, often times adjacent to residential areas. To designate agribusinesses as light or general industrial use, which they would be in the absence of the agribusiness category, could result in other less desirable light or general industrial uses in these areas.

2) Light Industrial: This land use category designates areas for the development and expansion of manufacturing and wholesale business establishments which are clean, quiet, and free of hazardous or objectionable elements and operate primarily within enclosed buildings.

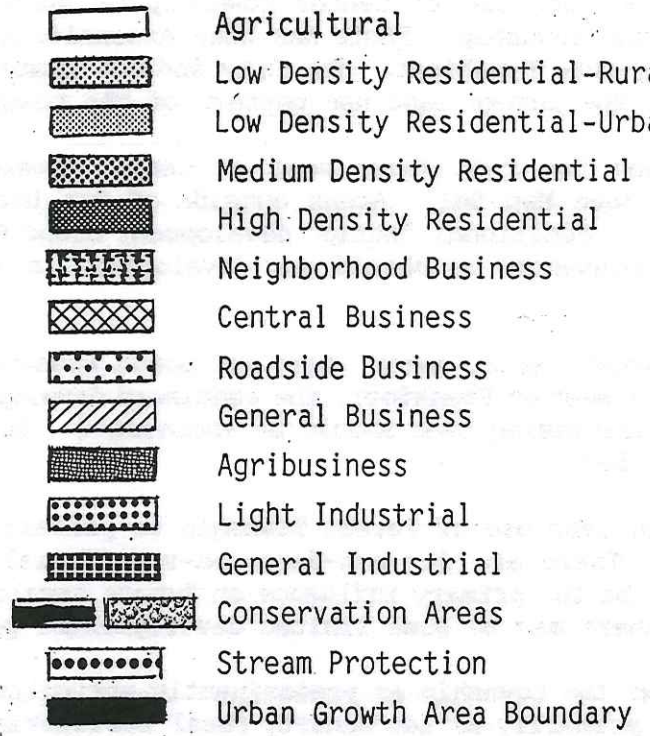
3) General Industrial: This land use category provides for the development and expansion of major industrial operations which use both open and enclosed space. Future general industrial areas should be buffered from all other land use areas.

Resource Protection: Two resource protection categories are proposed to protect non-agricultural natural resources. These categories are:

1) Conservation Areas: This land use category included certain unique natural features, such as the county's flood plains as well as existing open space/recreation areas. The flood plains should be an overlay zone in the zoning ordinance. Other conservation areas should not be a separate zoning district. Rather the zoning ordinance should have special provisions to ensure that unique natural features are not harmed.

2) Stream Protection: This land use category delineates areas along the Middle and South Fork of the Wildcat, Kilmore Creek, Sugar Creek and portions of Prairie Creek for special protection. This category is proposed in recognition of the economic and recreational potential of the streams. Development next to water courses can create a number of problems. Improperly installed septic systems contribute to the pollution of Clinton County waterways. Natural vegetation, wildlife habitats and aesthetic areas can be lost as a result of development. Loss of vegetation can cause erosion and increased sedimentation in the stream. Within Stream Protection areas, all land uses other than agriculture, woodland and open space should specially reviewed to make sure the above problems can be minimized. It is suggested that Stream Protection areas be an overlay zone in the zoning ordinance. In most instances, the Stream Protection district would start at the landward edge of the Flood Plain Overlay District.

The legend for the land use categories as used on the Future Land Use Plan is as follows:



Townships/Towns Future Land Use Plans

The Clinton County Future Land Use Plan is a composite of fourteen township land use plans, five towns, plans and the Frankfort plan. The land use plans are based upon the guidelines established by the Goals, Objectives and Policies. Residential development is primarily encouraged in the Urban Growth Areas. Commercial growth is primarily designated within or near Frankfort and the towns. Industry and agribusinesses are primarily proposed within the industrial park west of Frankfort and at locations along railroads throughout the county. The rural areas of the county should remain primarily farmland.

Each township and community plan will now be discussed in general. Under each heading, the existing land use will first be summarized, followed by a discussion of significant factors for future growth and will be concluded by the future land use discussion. It needs to be

mentioned that the Future Land Use Plan shows how land uses should be arranged and not how they necessarily are presently arranged. Any existing commercial, industrial or other uses which do not "fit" the plan would be allowed to continue under zoning as a non-conforming use, though new, improperly located uses would not be allowed.

Center Township: The existing land use of Center Township is quite mixed. The City of Frankfort comprises much of the township. There has been extensive strip development along the road and highways leading into Frankfort. The City and the State Road 28 corridor will be the primary influences on the future land use pattern of the township.

Consequently, the Future Land Use Plan shows most of Center Township to be within the Frankfort Urban Growth Area (See Map 54). Areas outside of the Urban Growth Area should remain primarily agricultural. Additional "strip" development along State Road 28 and along Michigantown Road should be prevented as should any development in the prime agricultural areas.

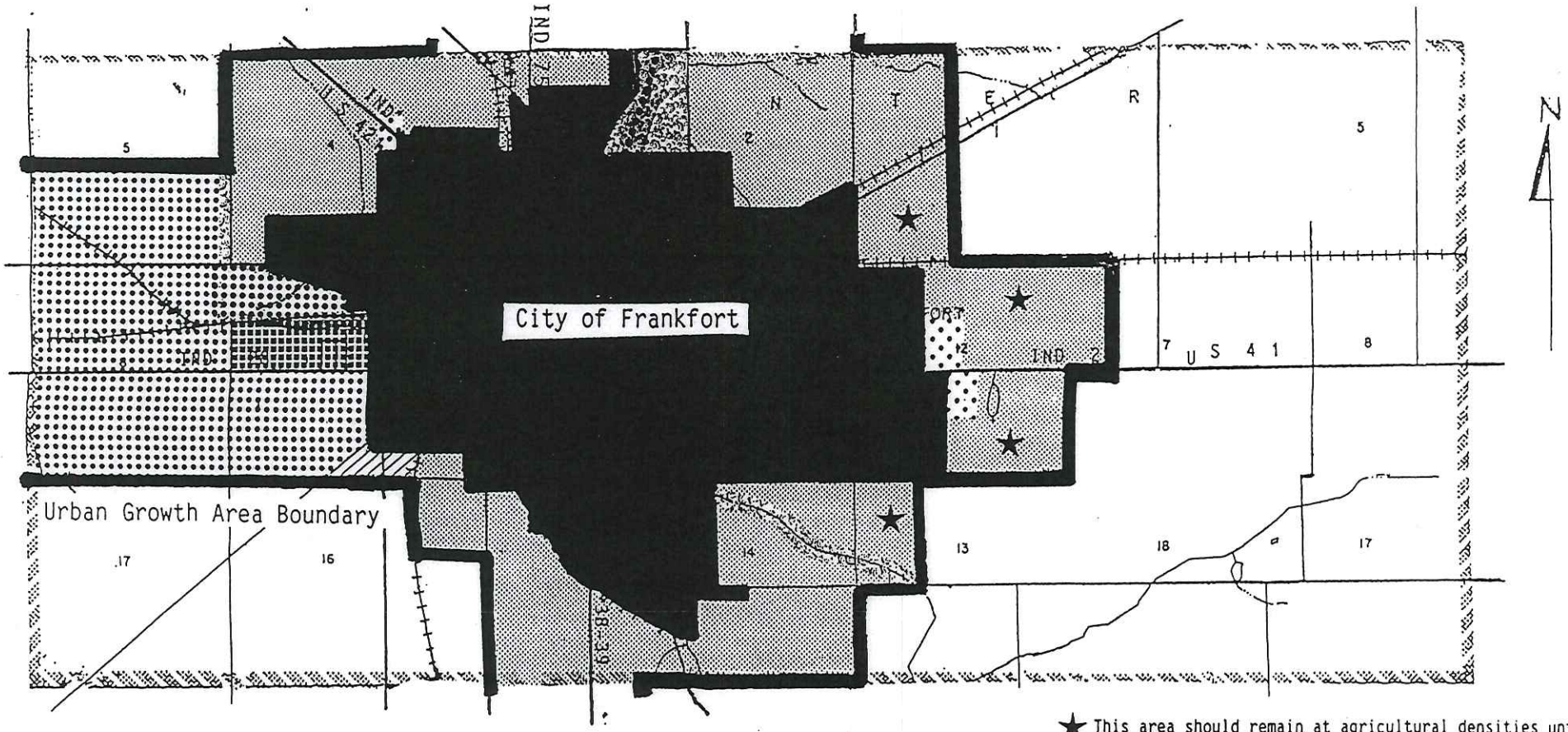
Within the Frankfort Urban Growth Area, north, east and south Frankfort should be used for low density residential, while west of Frankfort, the continued development of the industrial park for manufacturing and warehousing uses should be encouraged. Roadside business use is proposed along State Road 28 East.

Forest Township: The existing land use of Forest Township is primarily agriculture, except within the Town of Forest. There are few non-farm/non-residential land uses within the township. State Road 26 will be the primary influence on future development in the township, though over the long-term, there may be some limited developmental pressure from Kokomo.

The Future Land Use Plan shows the township as predominantly agricultural (See Map 55). The Town of Forest is designated primarily as low density rural residential land use, except for the downtown which is shown as neighborhood business use and for land along the railroad which is designated for agribusiness use.

Jackson Township: The existing land use of Jackson Township is primarily agricultural except for some non-farm development along the State Road 39 corridor and in Antioch. State Road 39 will continue to be the most significant man-made influence on land use in the township, while the extensive prime farmland will also serve as a major natural influence on land use.

Consequently, most of the township is shown for continued agricultural use (See Map 56). The Future Land Use Plan shows a small part of north central Jackson Township within the Frankfort Urban Growth Area. This area, at the northern edge of the Twelve Mile Prairie, is where the boundary between development and agriculture must be clearly defined and adhered to. Within the Urban Growth Area, most of the land is suggested for low density urban residential except for some roadside business land usage along State Road 39. Antioch is proposed for low density rural residential development.



MAP 54

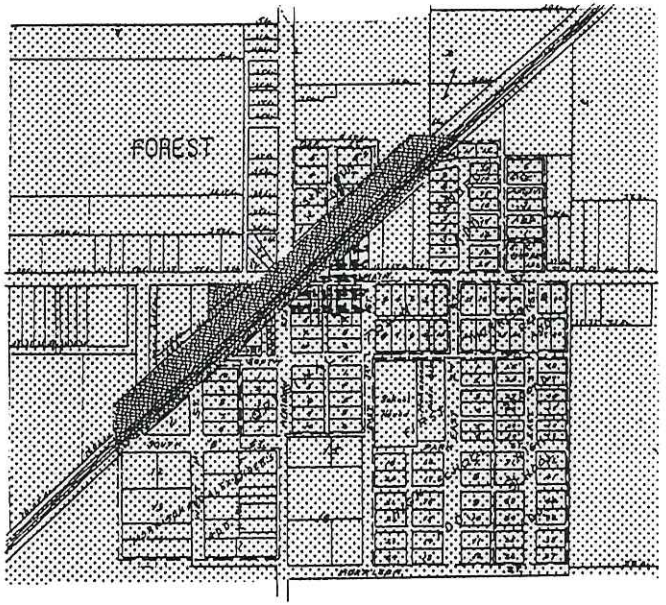
CENTER TOWNSHIP
Future Land Use Plan

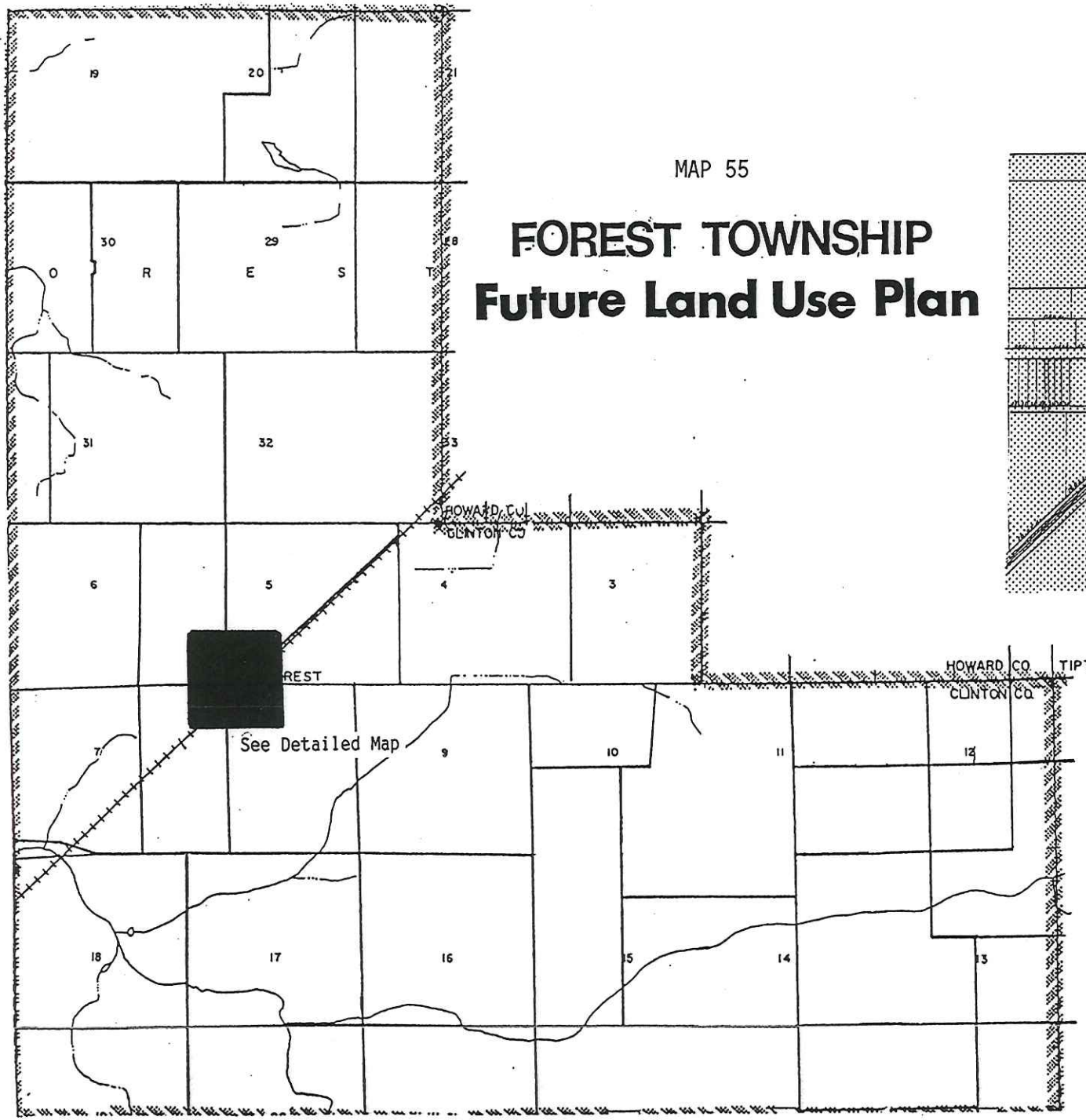
★ This area should remain at agricultural densities until Eastside drainage improvements are completed.

- Agricultural
- Low Density Residential-Urban
- Roadside Business
- General Business
- Light Industrial
- General Industrial
- Conservation Areas
- Stream Protection
- Urban Growth Area Boundary

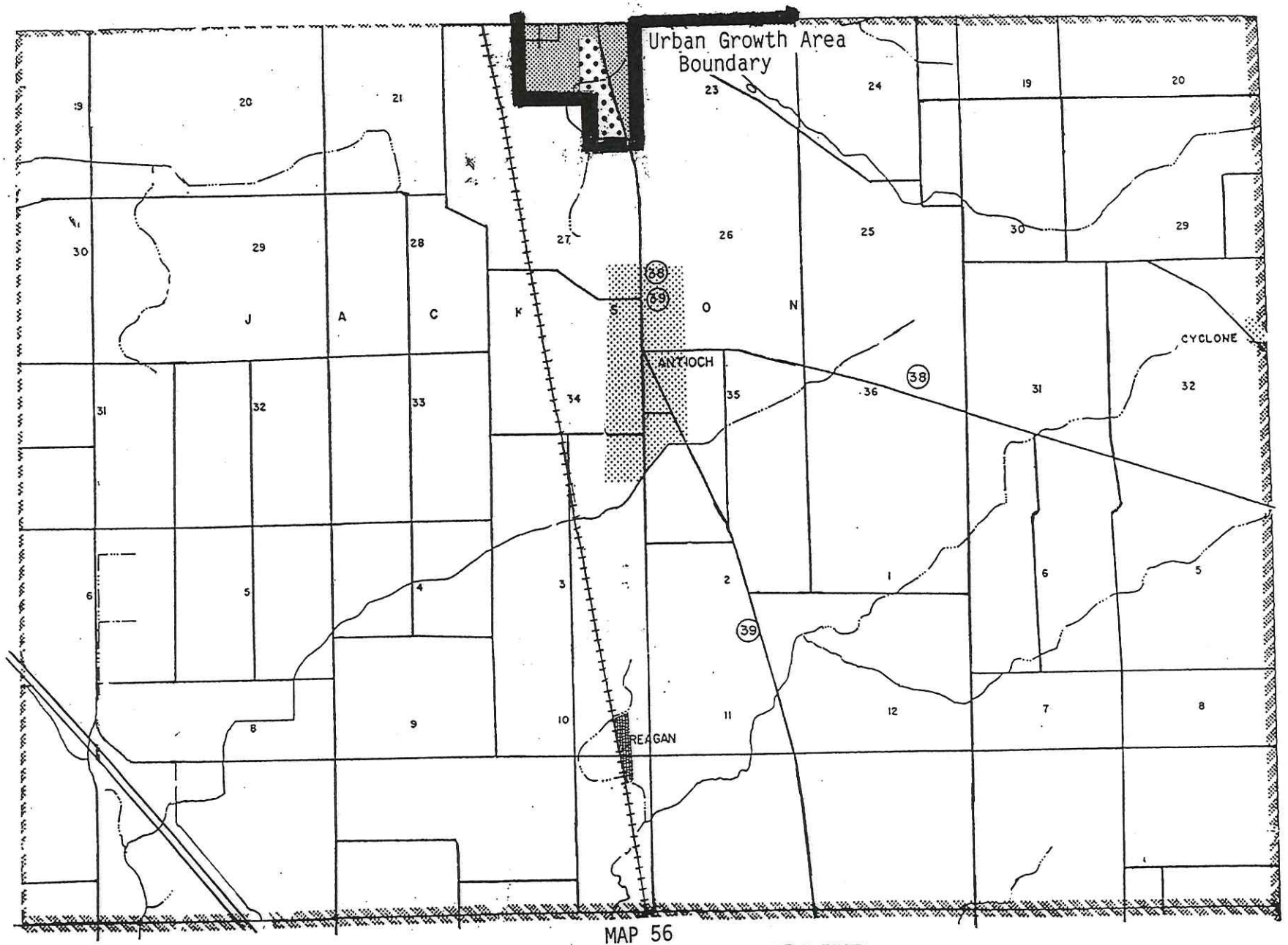
MAP 55

FOREST TOWNSHIP
Future Land Use Plan





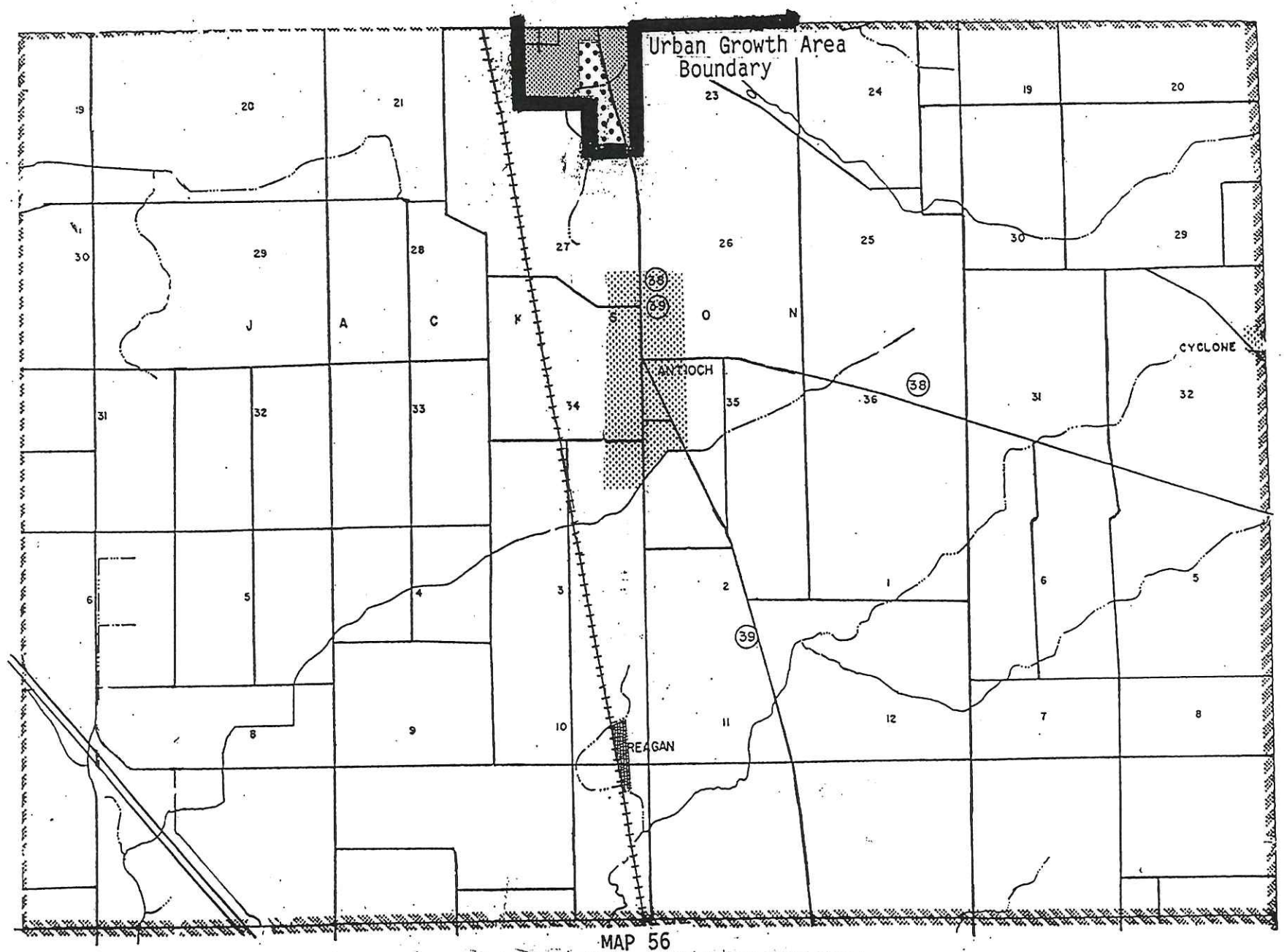
- Agricultural
- Low Density Residential-Rural
- Neighborhood Business
- Agribusiness



MAP 56

JACKSON TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- Roadside Business
- Agribusiness



MAP 56

JACKSON TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- Roadside Business
- Agribusiness

Johnson Township: The existing land use of Johnson Township is predominantly farmland with few non-farm land uses outside of Hillisburg and Scircleville. Both Hillisburg and Scircleville are predominantly residential with commercial and agribusinesses along the railroad. The Norfolk Southern Railroad and State Road 28 will be the most significant influences on future land usage in the township.

The Future Land Use Plan shows the township as predominantly agricultural **(See Map 57)**. Hillisburg and Scircleville are designated as low density rural residential use. Neighborhood business use is proposed for the downtown of these communities and agribusiness usage is proposed for areas along the railroad.

Kirklin Township/Town of Kirklin: Like all other townships in Clinton County, Kirklin Township is predominantly agricultural. The only concentration of non-farm residences is within the Town of Kirklin and in the Scotland Church area. The Town of Kirklin is predominantly single family residential with numerous business in the central area of the town and some industrial uses located along the former railroad right-of-way.

Kirklin Township, perhaps more than any other township in Clinton County, may experience some development pressure from Indianapolis along the U.S. 421 corridor, however, during the planning period, this influence will be minimal. Consequently, most of the township is shown for agricultural use **(See Map 58)**. Low density rural residential development is shown in the Scotland Church area and low density urban development is proposed for the Kirklin Urban Growth Area. The Town of Kirklin is designated primarily for medium density residential development **(See Map 59)**. The Kirklin downtown area is shown for central business use while light industrial use is shown in selected areas along the former railroad right-of-way. Areas along Sugar Creek is designated for conservation and stream protection.

Madison Township/Town of Mulberry: The existing land usage of Madison Township is primarily agricultural, though there is a wide range of non-farm uses in the agricultural areas, especially along the Mulberry-Jefferson Road. Mulberry is predominantly residential with nearly all businesses in the downtown area and with the only industrial use along the railroad in south Mulberry. The State Road 38 corridor and the proximity of Lafayette will be the primary growth influences in the future.

The Future Land Use Plan designates all of Madison Township as agricultural except for an area along the Mulberry-Jefferson Road and the community of Hamilton which are designated for low density rural residential use and for the Mulberry Urban Growth Area which is designated as low density urban residential **(See Map 60)**. The Town of Mulberry is designated as medium density residential except for the downtown area which is designated as central business and for an area along the railroad which is shown as industrial **(See Map 61)**. Areas along the South Fork of the Wildcat and Kilmore Creek are shown for conservation and stream protection.

Michigan Township/Town of Michigantown: The existing land use of Michigan Township is predominantly agricultural, though there are numerous non-farm residences and commercial uses scattered throughout the township, primarily along Michigantown Road, State Road 28 and State Road 29 and at their intersections. Clinton Central Schools along State Road 29 is also a major land use in the township. Michigantown is primarily single family residential with most commercial uses downtown or at the northern edge of the community and most industrial uses are along the railroad. The two state highways and Michigantown Road, along with Clinton Central Schools will serve as the primary influences on future land usage in the township.

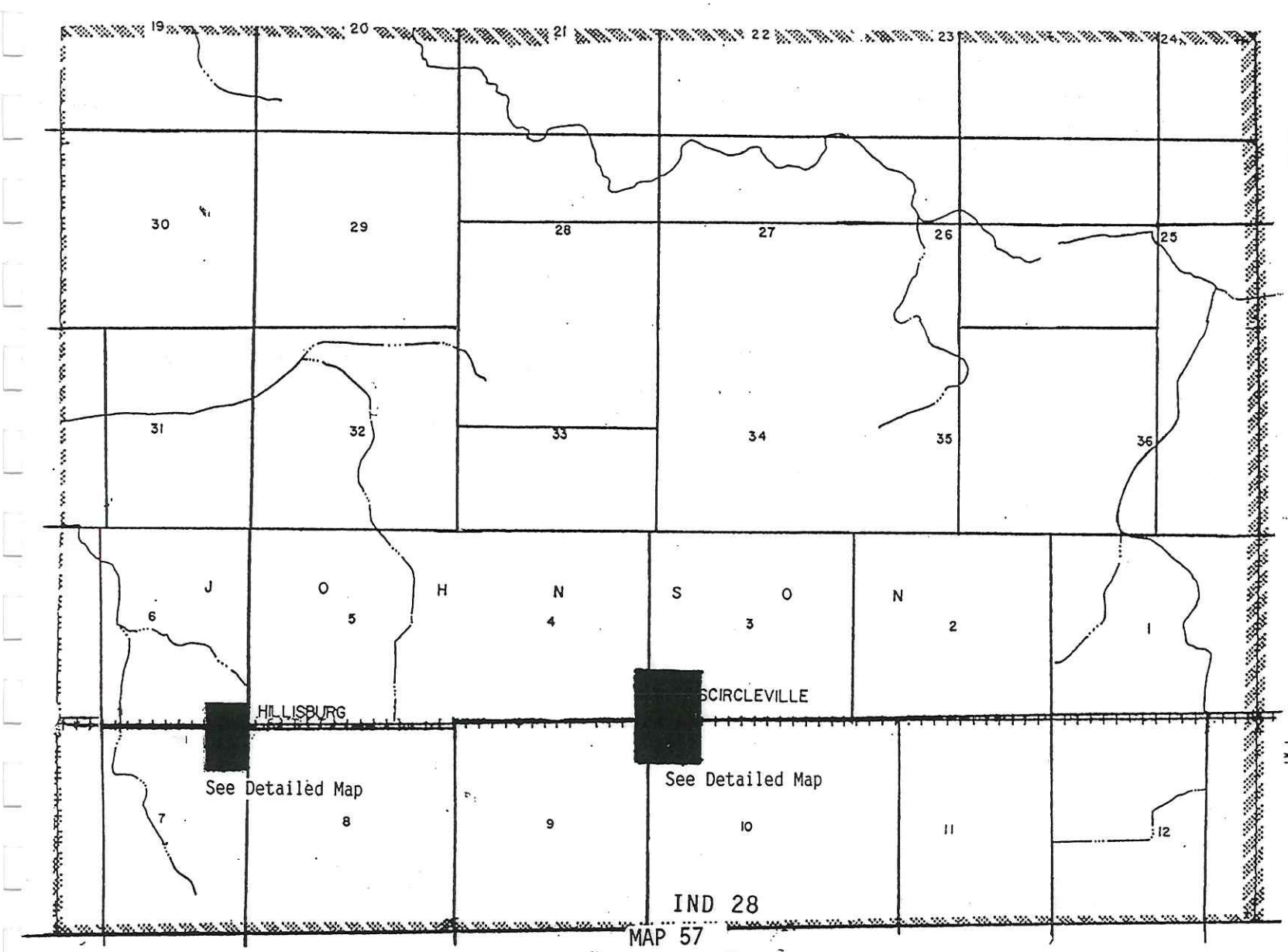
The Future Land Use Plan designates most of Michigan Township for agricultural use **(See Map 62)**. Roadside business use is proposed at the intersections of State Road 28 and State Road 29. Avery, Boyleston and an area around Clinton Central Schools are designated for low density rural residential use while the Michigantown Urban Growth Area is designated for low density urban residential use. All of Michigantown proper is designated for medium density residential except for the central business district and an industrial area in the north part of the town **(See Map 63)**. Areas along the South Fork of the Wildcat and Kilmore Creek are shown for conservation and stream protection.

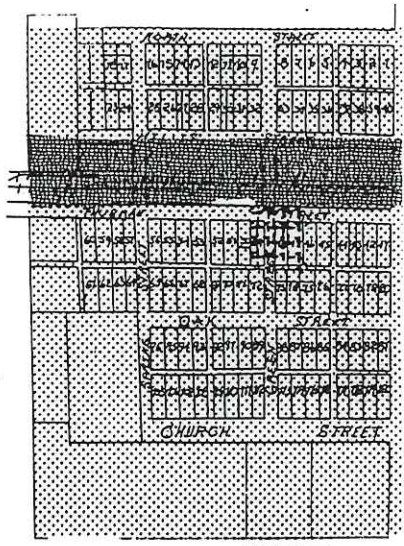
Owen Township: Owen Township is primarily agricultural with few non-farm uses outside of the small communities of Sedalia, Moran and Cambria, each of which have agribusiness uses along the railroad. The State Road 26 corridor will be the primary influence on future development in the township.

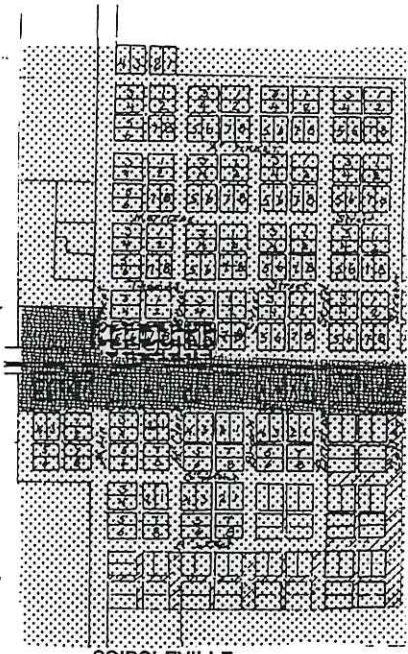
Consequently, most of Owen Township is designated for agricultural use **(See Map 64)**. The three small towns mentioned above and Geetingsville are shown for low density rural residential use, with agribusiness shown along the railroad.

Perry Township/Town of Colfax: The existing land use of Perry Township is predominantly agricultural, though there are residential areas in Manson and in the vicinity of Clinton Prairie Schools. Non-farm land uses in the township include Clinton Prairie Schools and several businesses near the intersection of U.S. 52 and the Colfax-Manson Road. The Town of Colfax is predominantly residential, though there are numerous businesses and agribusinesses in the downtown and along the former railroad right-of-ways. The U.S. 52 corridor and Clinton Prairie Schools, along with the abundant prime farmland, will be primary influences on land use in Perry Township.

The Future Land Use Plan shows most of Perry Township for agricultural use **(See Map 65)**. General business use is proposed for the Colfax-Manson Road/U.S. 52 intersection and low density rural residential usage is proposed adjacent to Clinton Prairie Schools and in Manson. The Colfax Urban Growth Area is proposed for low density urban residential use. In



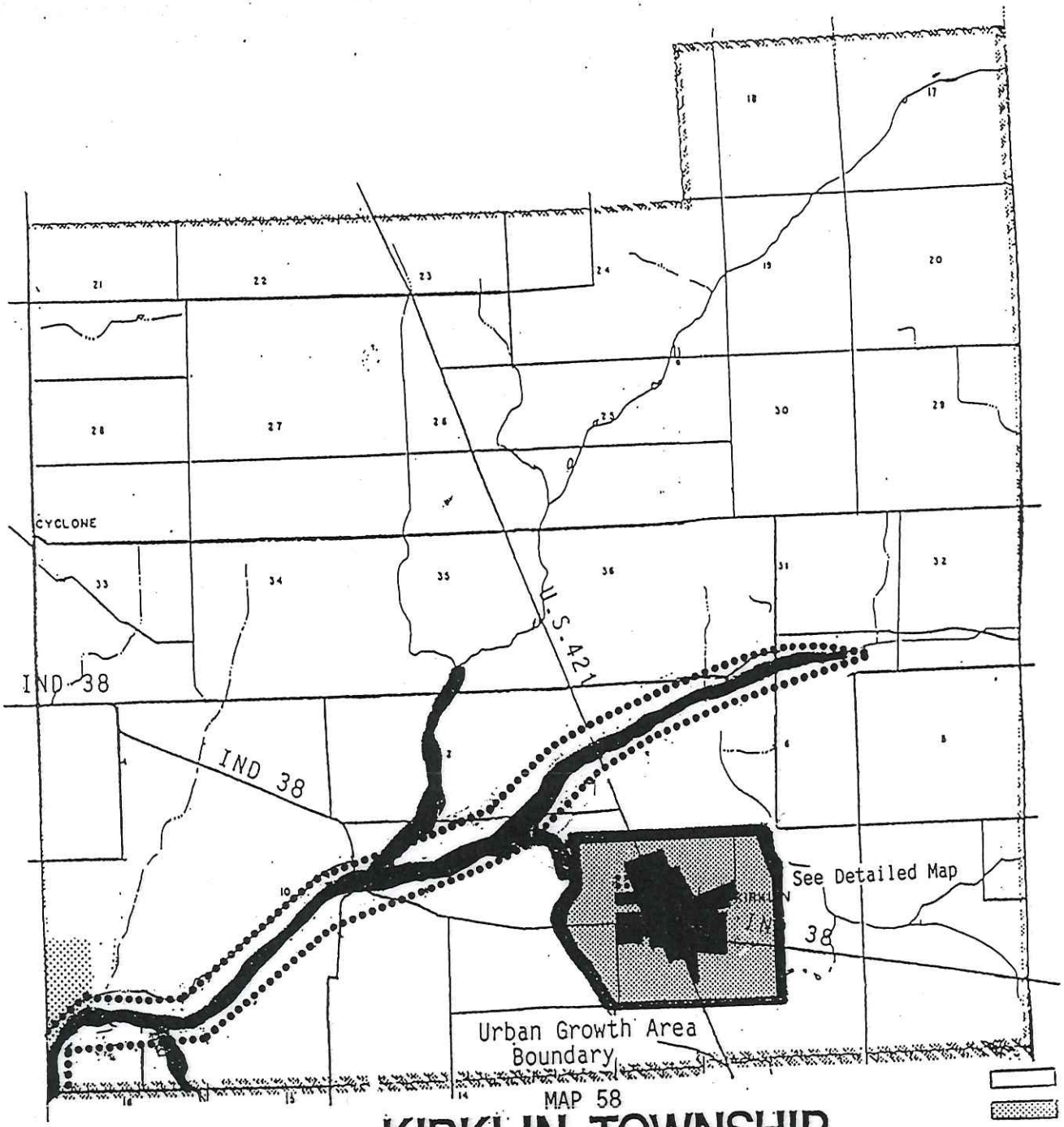




MAP 57

JOHNSON TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Neighborhood Business
- Agribusiness

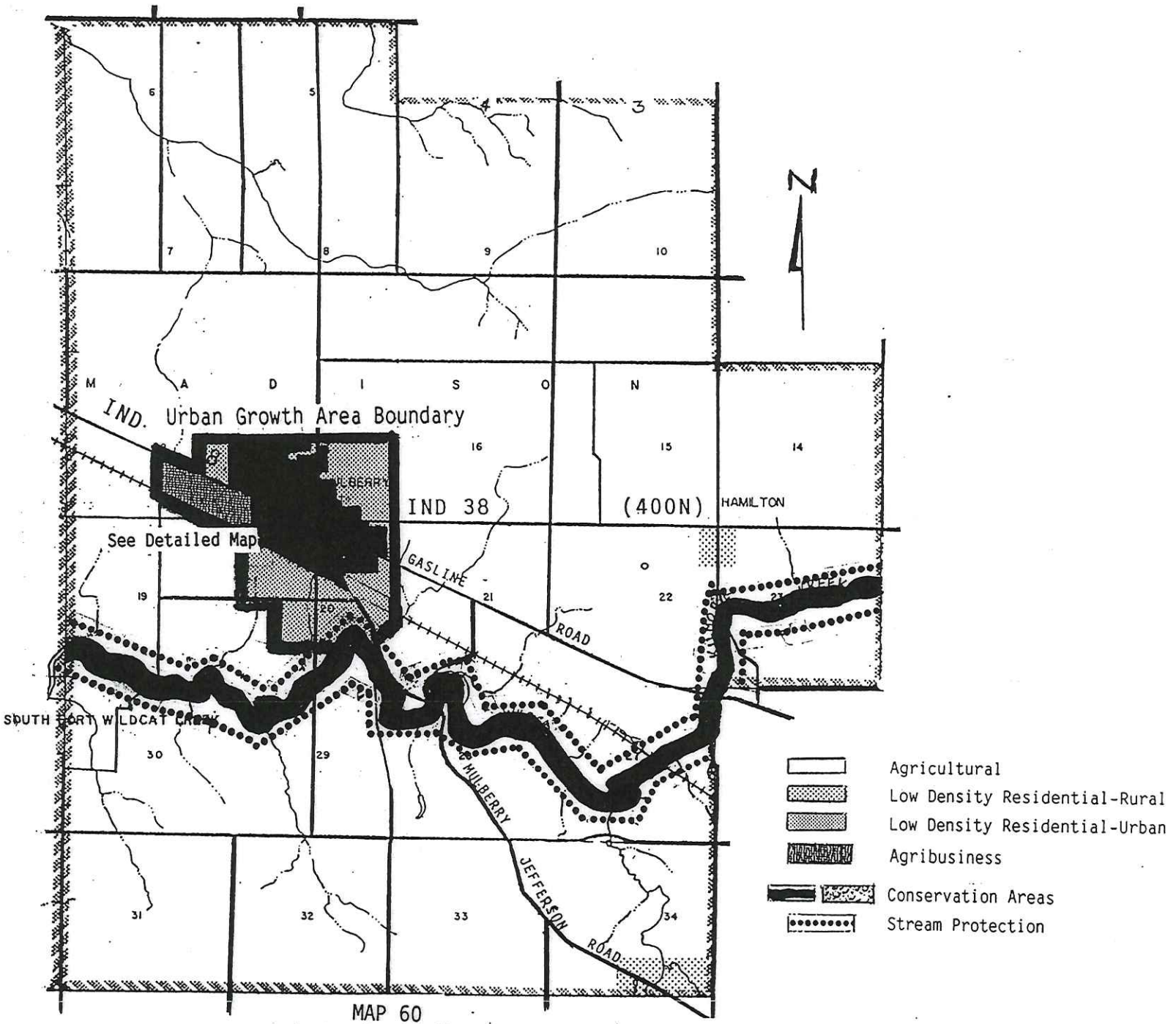


MAP 58

KIRKLIN TOWNSHIP
Future Land Use Plan

MAP 59

KIRKLIN
Future Land Use Plan



MAP 60

MADISON TOWNSHIP
Future Land Use Plan

the Town of Colfax itself, railroads have significantly influenced the present land use arrangement **(See Map 66)**. However, with the railroads demise, the future land use arrangement in Colfax will be somewhat different over time. Most of the town is proposed for medium density residential. The downtown is designated for central business use and agribusiness use is proposed adjacent to the former railroad corridor running north from downtown. The railroad right-of-ways themselves are proposed as conservation areas which should become permanent open space corridors through the town.

Ross Township/Town of Rossville: As the existing land use analysis stated, Ross Township, perhaps more than all other townships, has experienced growth pressure from outside of the county, notably Lafayette, which has led to a variety of land uses in the township. While the township is still predominantly agricultural, there are numerous areas of non-farm houses and non-residential uses scattered throughout the township. The Town of Rossville is predominantly residential with most commercial uses in the downtown area or on the west side of town. Rossville School at the south edge of town is a major land use in the township.

The influence of Lafayette will likely increase during the planning period because of the easy access provided to Ross Township by State Road 26 and to a lesser extent County Road 700N **(See Map 67)**. There will likely be greater potential for conflict between agricultural and residential land uses in Ross Township than in other townships. Consequently, the Future Land Use Plan proposes that while most of Ross Township be used for agriculture, low density urban residential usage is appropriate for the Rossville Urban Growth Area and low density rural residential is appropriate in Edna Mills and other locations along the State Road 26 corridor. The Town of Rossville is proposed primarily for medium density residential use **(See Map 68)**. The Rossville downtown is proposed for central business use while roadside business use is shown at the western approach to the community. The Middle Fork of the Wildcat is shown as conservation and stream protection.

Sugar Creek Township: The existing land use of Sugar Creek Township is predominantly agriculture and perhaps has the fewest non-farm land uses of any township in the county. Most non-farm residences are located in Pickard.

Sugar Creek Township is the closest Clinton County township to Indianapolis. However, the lack of major state highways through the township will result in little development pressure during the planning period. The township's abundant farmland will also be a significant future land use factor. Consequently, the Future Land Use Plan designates nearly all of the township for agricultural use **(See Map 69)**. The community of Pickard is shown for low density rural residential use.

Union Township: The existing land use of Union Township is quite varied. It is still predominantly agricultural, though there are several large subdivisions and several smaller ones in the township. Non-farm/non-residential uses include the landfill, mineral extraction and a National Guard Camp.

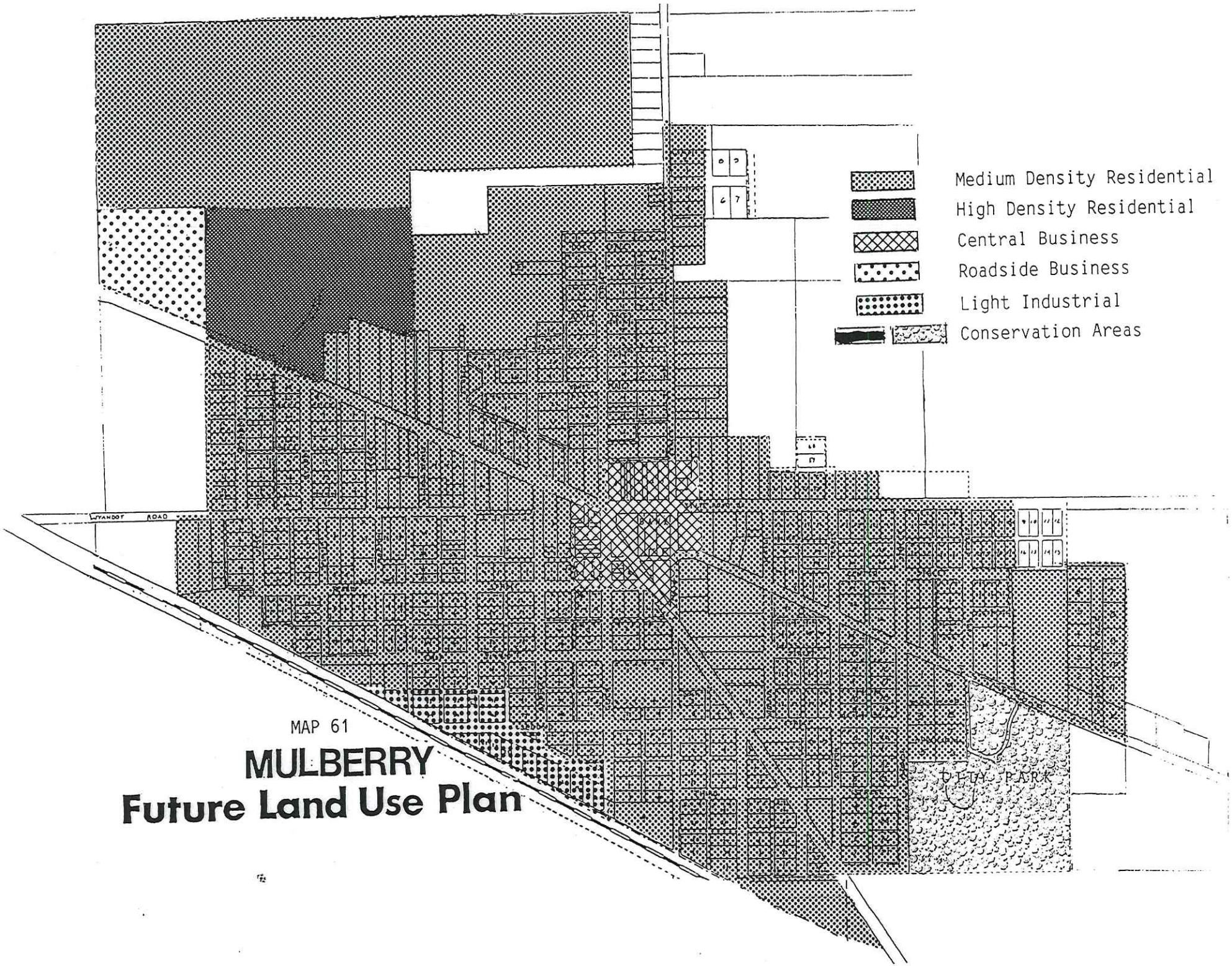
The township's close proximity to Frankfort will greatly influence land usage during the planning period. The Future Land Use Plan shows the township as predominantly agricultural though Kilmore and Little Lakes are shown as low density rural residential **(See Map 70)**. The south central portion of the township is within the Frankfort Urban Growth Area and is shown as low density urban residential. The landfill area is shown for general industrial use while general commercial usage is shown at the intersection of State Road 17 and County Road 0. Along the South Fork of the Wildcat, Kilmore Creek and Prairie Creek are conservation and stream protection areas.

Warren Township: The existing land use of Warren Township is predominantly agricultural though there are a few residential areas including Middle Fork and Geetingsville. There are few non-farm/non-residential uses in the township, primarily along State road 29 near Middle Fork. The State Road 26 and State Road 29 corridors will provide some limited growth pressure in the township during the planning period.

Because of the easy access provided by State Roads 26 and 29 to Lafayette, Kokomo and Indianapolis, it is conceivable that a business or industry serving all of these markets would want to locate near the intersection of these roads at Middle Fork. Consequently, the Future Land Use Plan designates a general business area at this location **(See Map 71)**. The remaining portions of the township is shown for agricultural use, except for the communities of Middle Fork and Geetingsville, which are shown for low density rural residential use. Areas along the Middle Fork of the Wildcat is shown for conservation and stream protection.

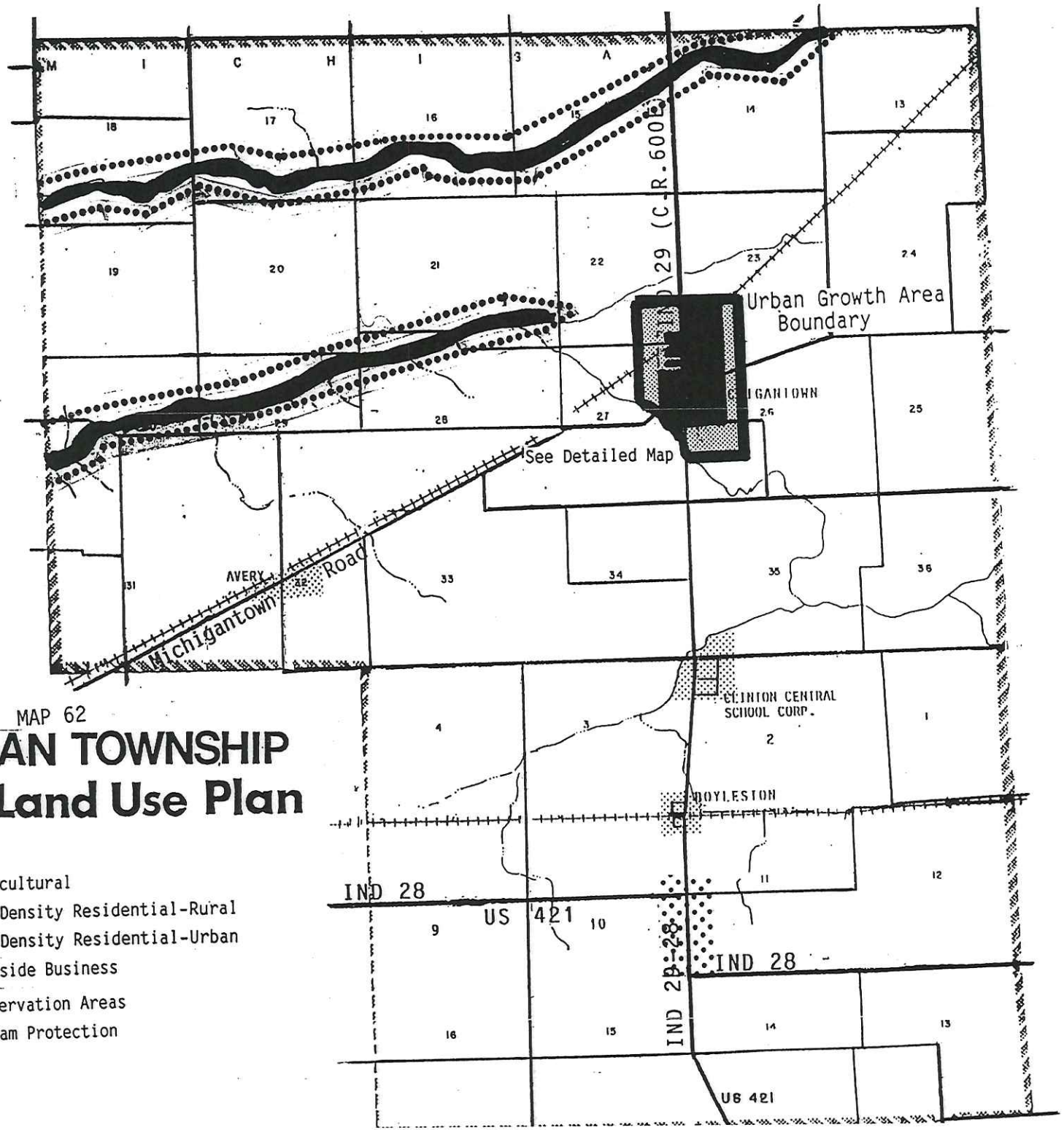
Washington Township: Washington Township has a wide range of land uses. Agriculture is still predominant, but it is being displaced in some areas by non-farm uses including subdivisions scattered throughout the township and by the Frankfort Industrial Park and airport. The community of Jefferson, also in the township, has a wide range of land uses. The State Road 28 corridor, which runs across the township from I-65 to Frankfort, will be the major land use influence in the future.

Like Center Township and other townships near to Frankfort, there needs to be clear delineation between urban growth areas and agricultural land in Washington Township. Consequently, the Future Land Use Plan shows south eastern Washington Township to be within the Frankfort Urban Growth Area including the industrial park and the Town of Jefferson **(See Map 72)**. The industrial park/State Road 28 corridor is shown for general industrial use. Most of Jefferson is designated for low density urban residential development except for the downtown area which is shown as neighborhood business use. Roadside business is designated at the intersection of State Road 28 and I-65. Low density rural residential use is shown for Fickle and few select areas in the northern part of the township. Land along the South Fork of the Wildcat and Kilmore Creek are proposed for conservation and stream protection.



MAP 61

MULBERRY
Future Land Use Plan



MAP 62

MICHIGAN TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- Roadside Business
- Conservation Areas
- Stream Protection

MAP 63

MICHIGANTOWN
Future Land Use Plan

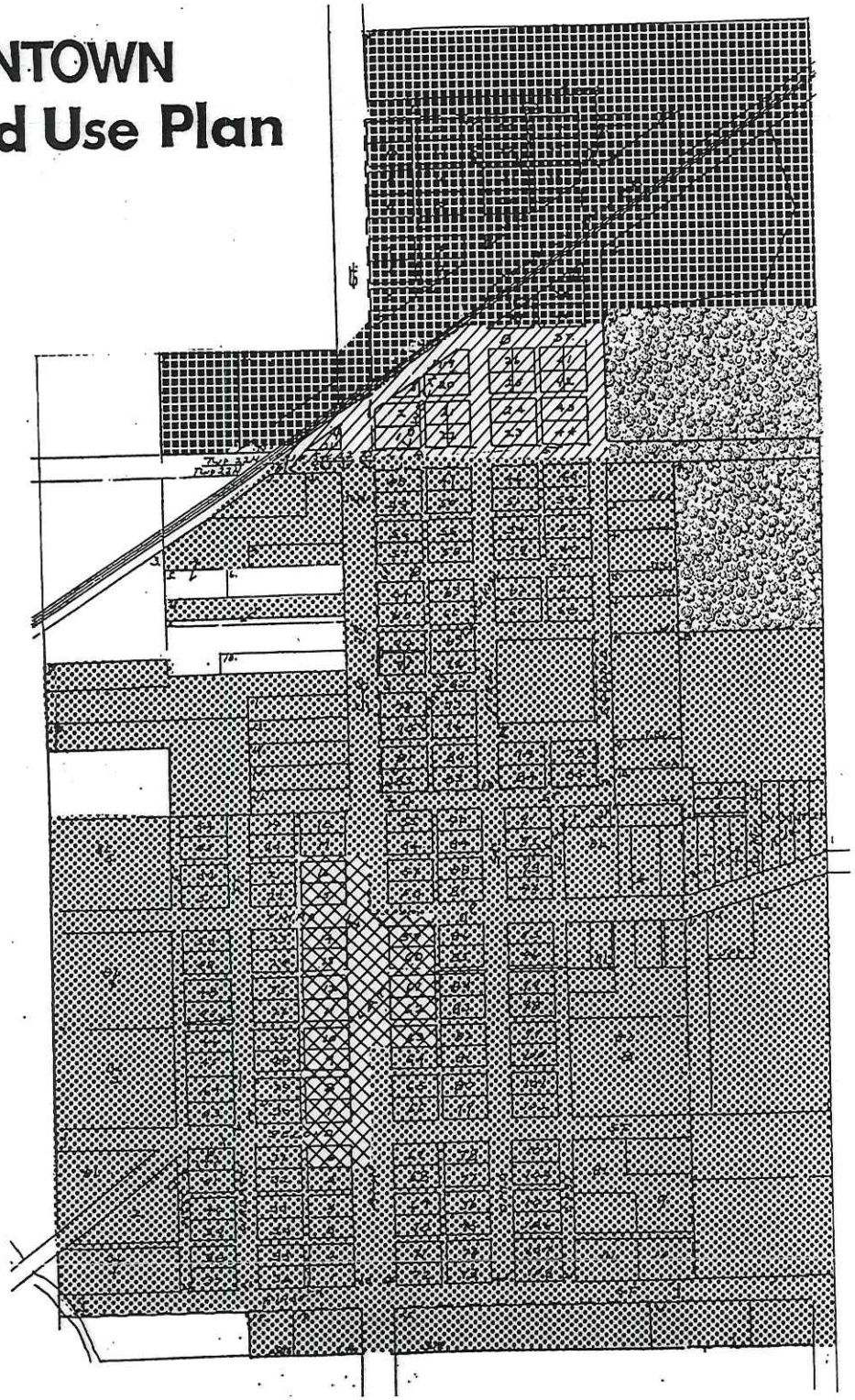
Medium Density Residential

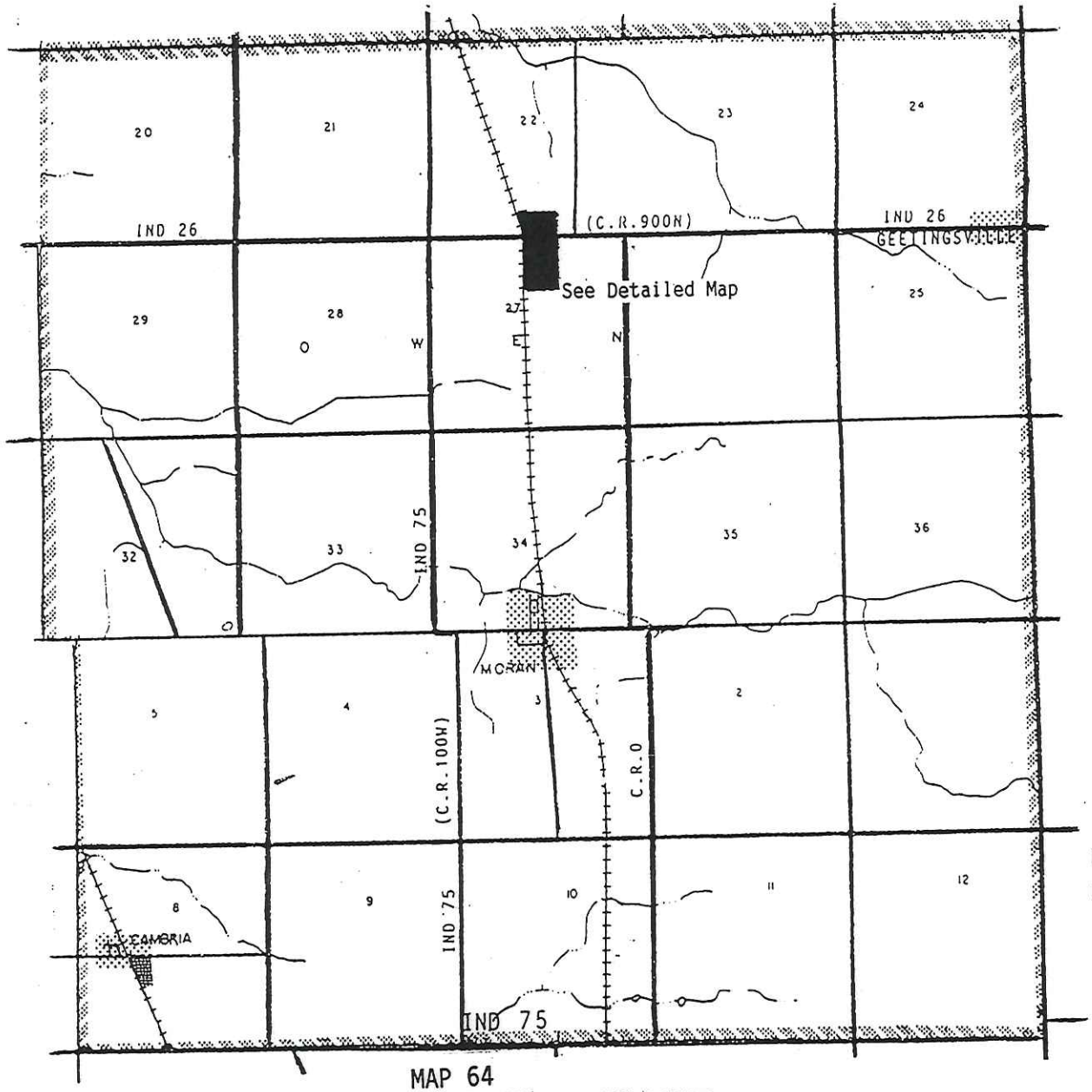
Central Business

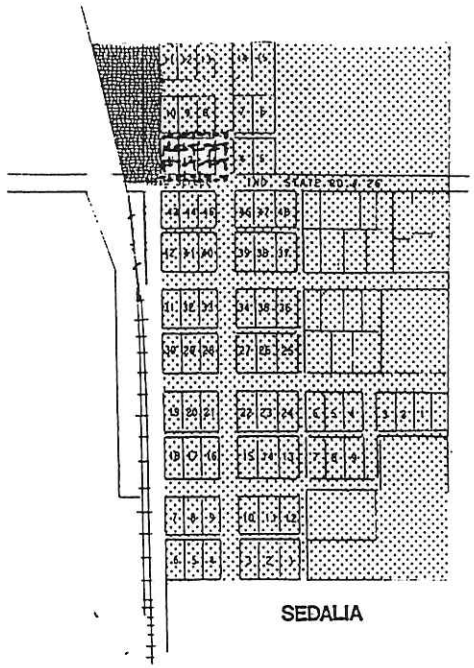
General Business

Light Industrial

Conservation Areas



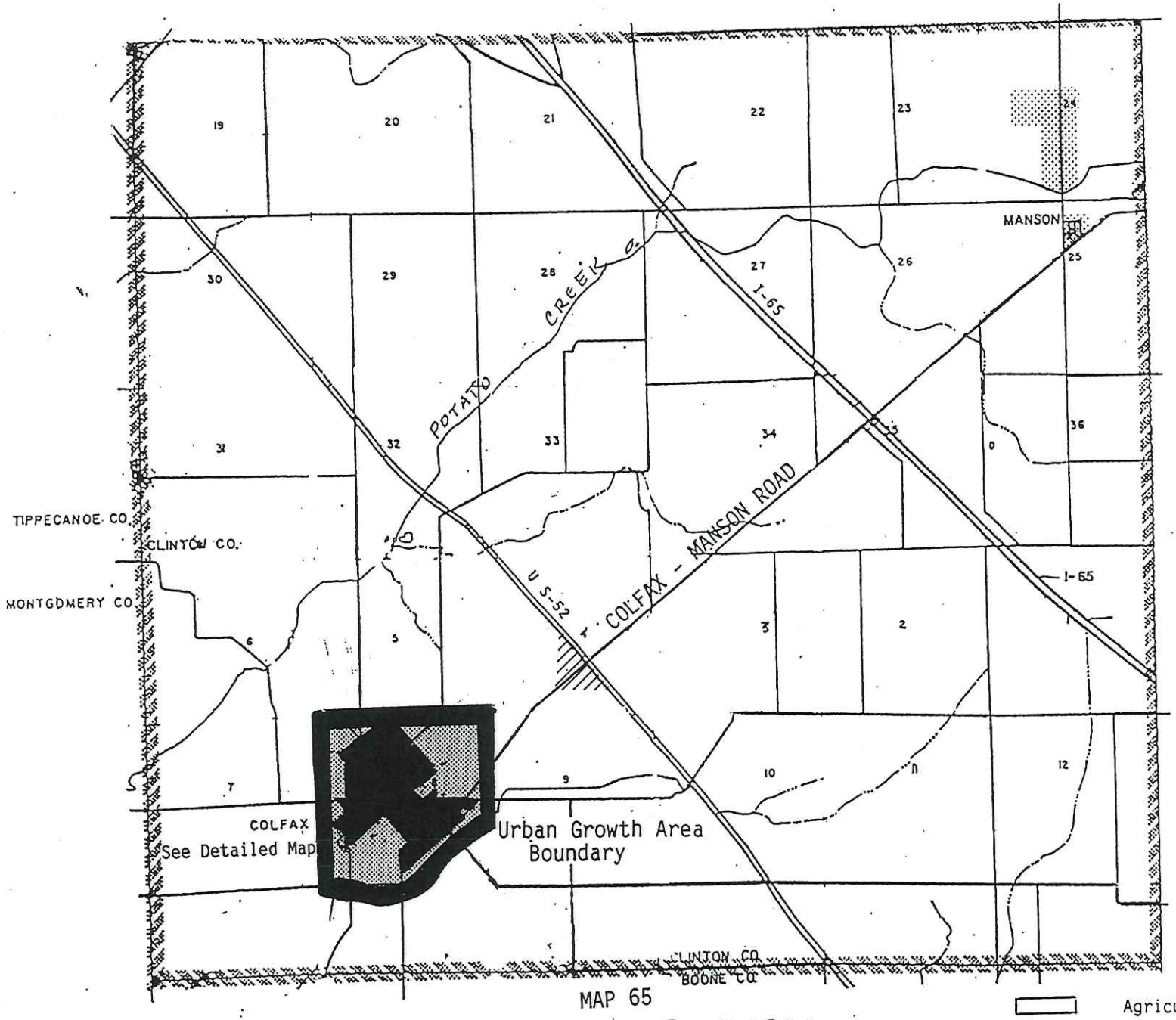




Agricultural
Low Density Residential-Rural
Neighborhood Business
Agribusiness

MAP 64

OWEN TOWNSHIP
Future Land Use Plan



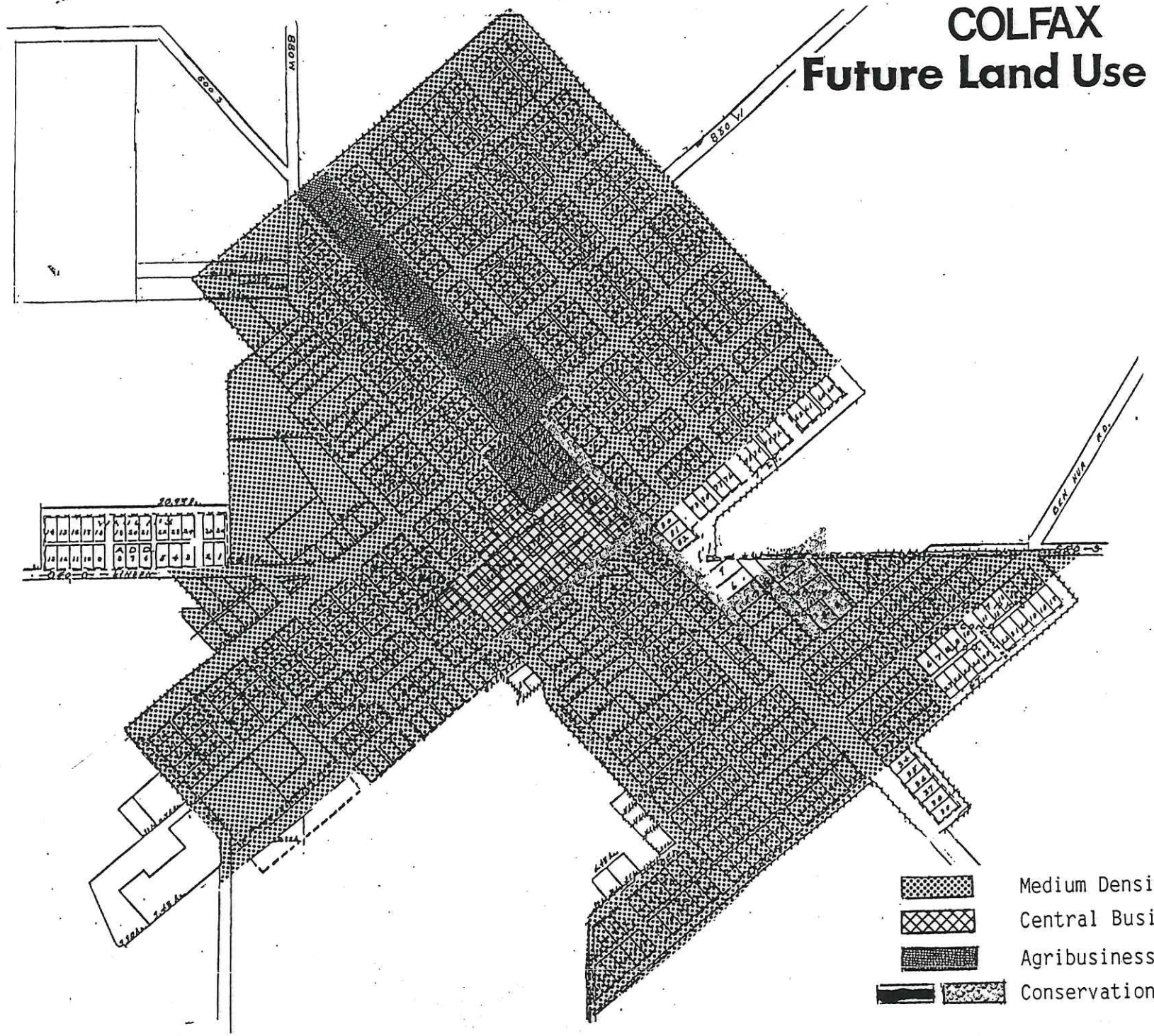
MAP 65

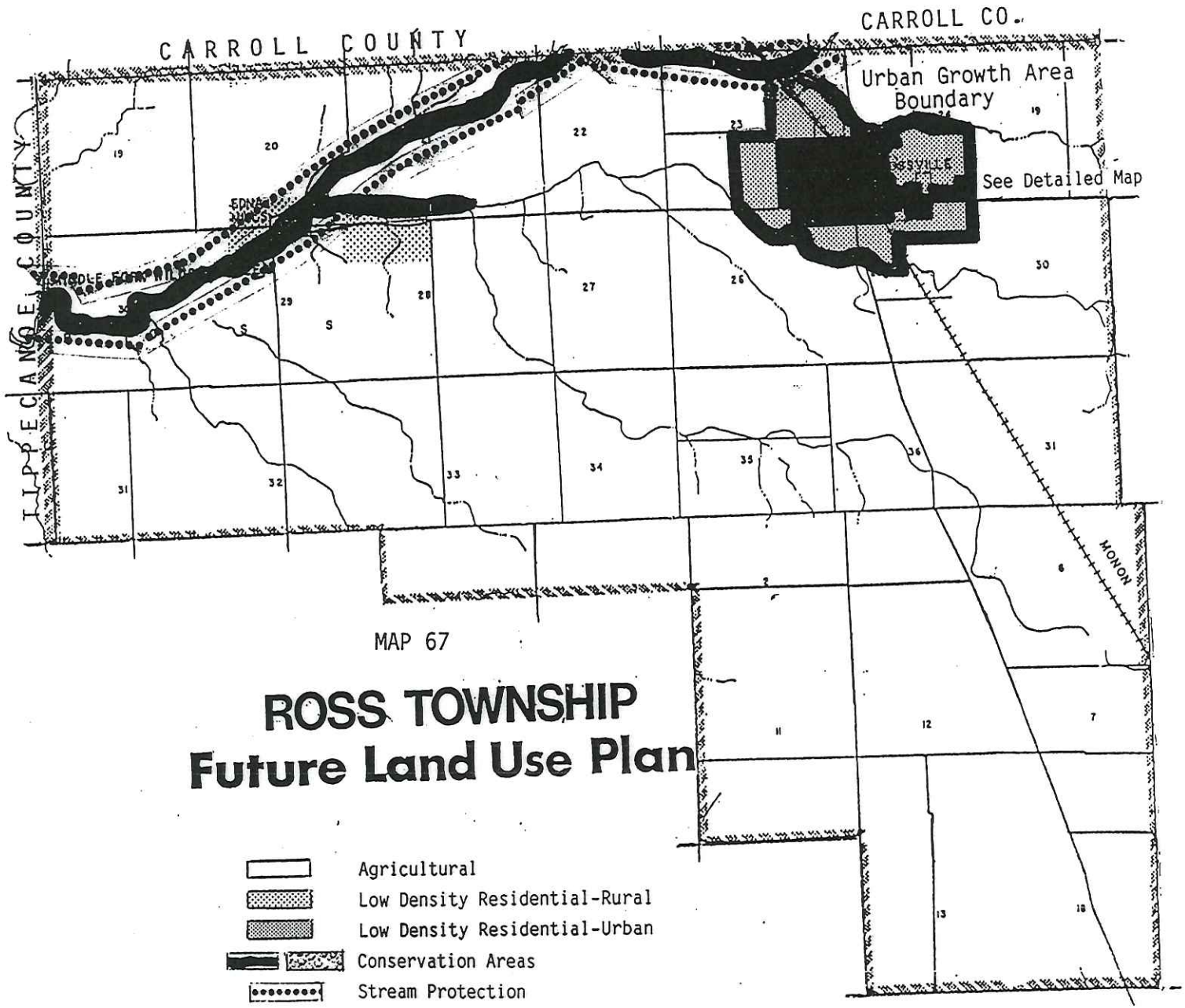
PERRY TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- General Business

MAP 66

COLFAX
Future Land Use Plan

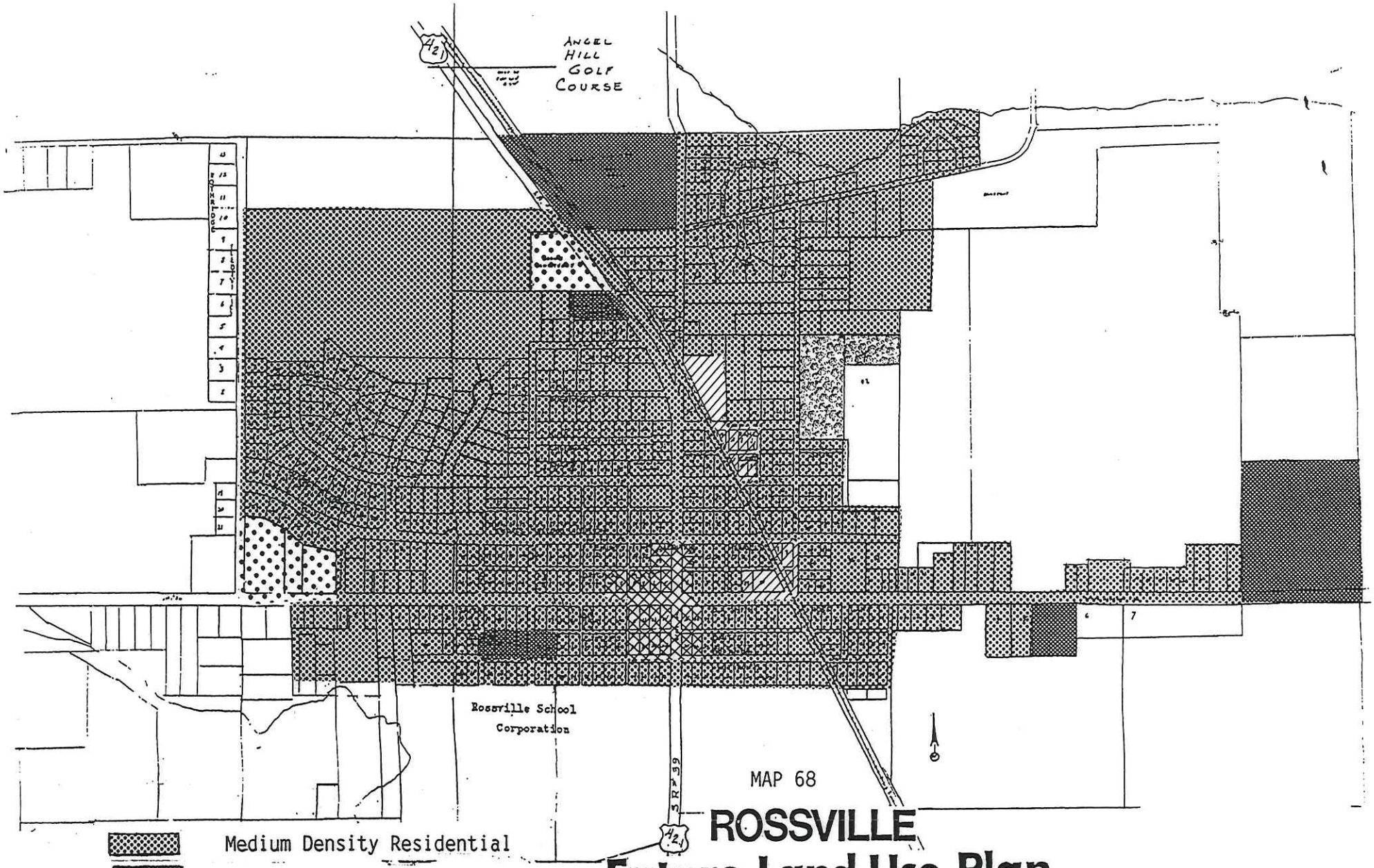




MAP 67

ROSS TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- Conservation Areas
- Stream Protection

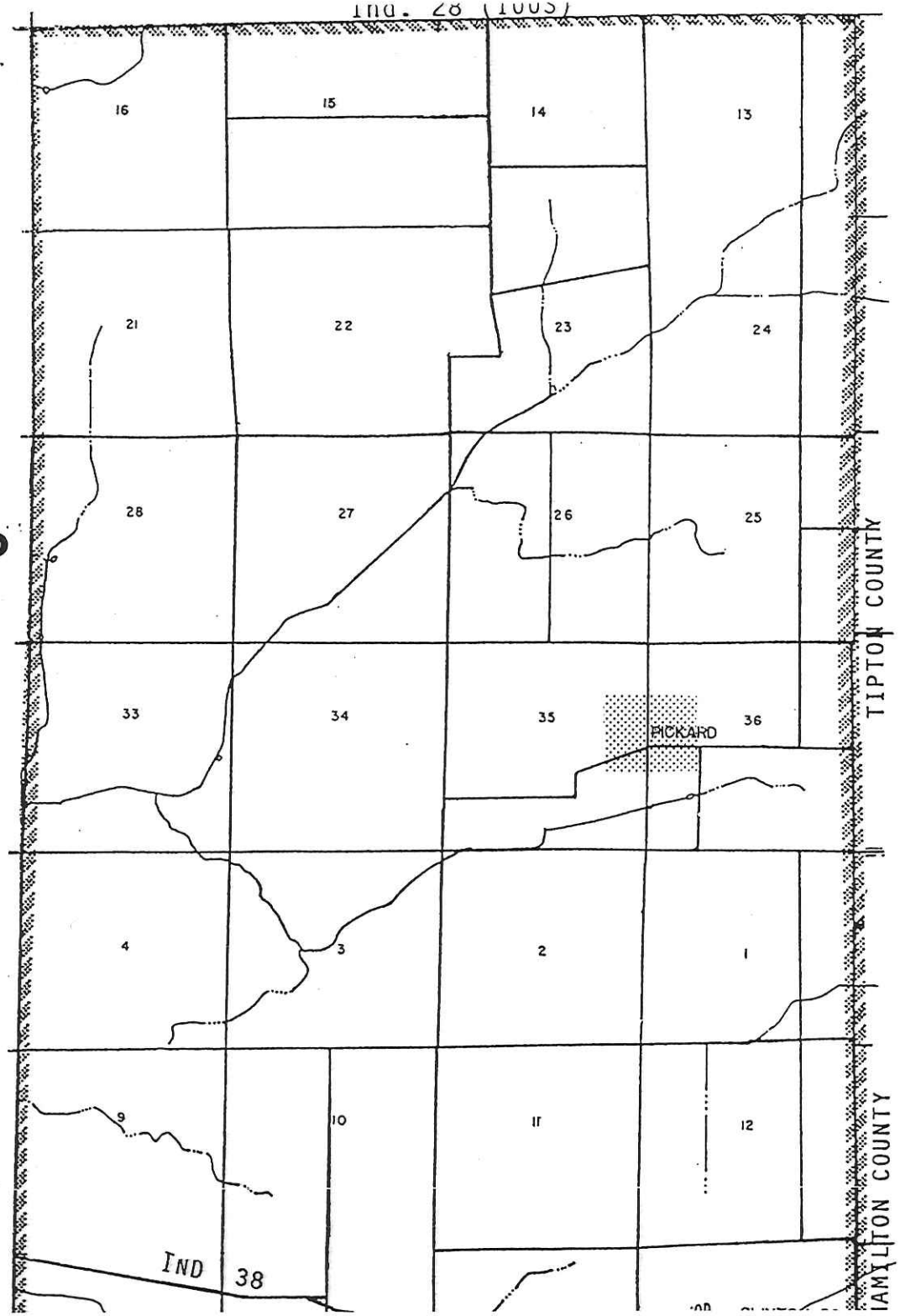

ANGEL HILL GOLF COURSE
Rossville School Corporation
SR 39
MAP 68
ROSSVILLE
Future Land Use Plan
Medium Density Residential
High Density Residential
Central Business
Roadside Business
General Business

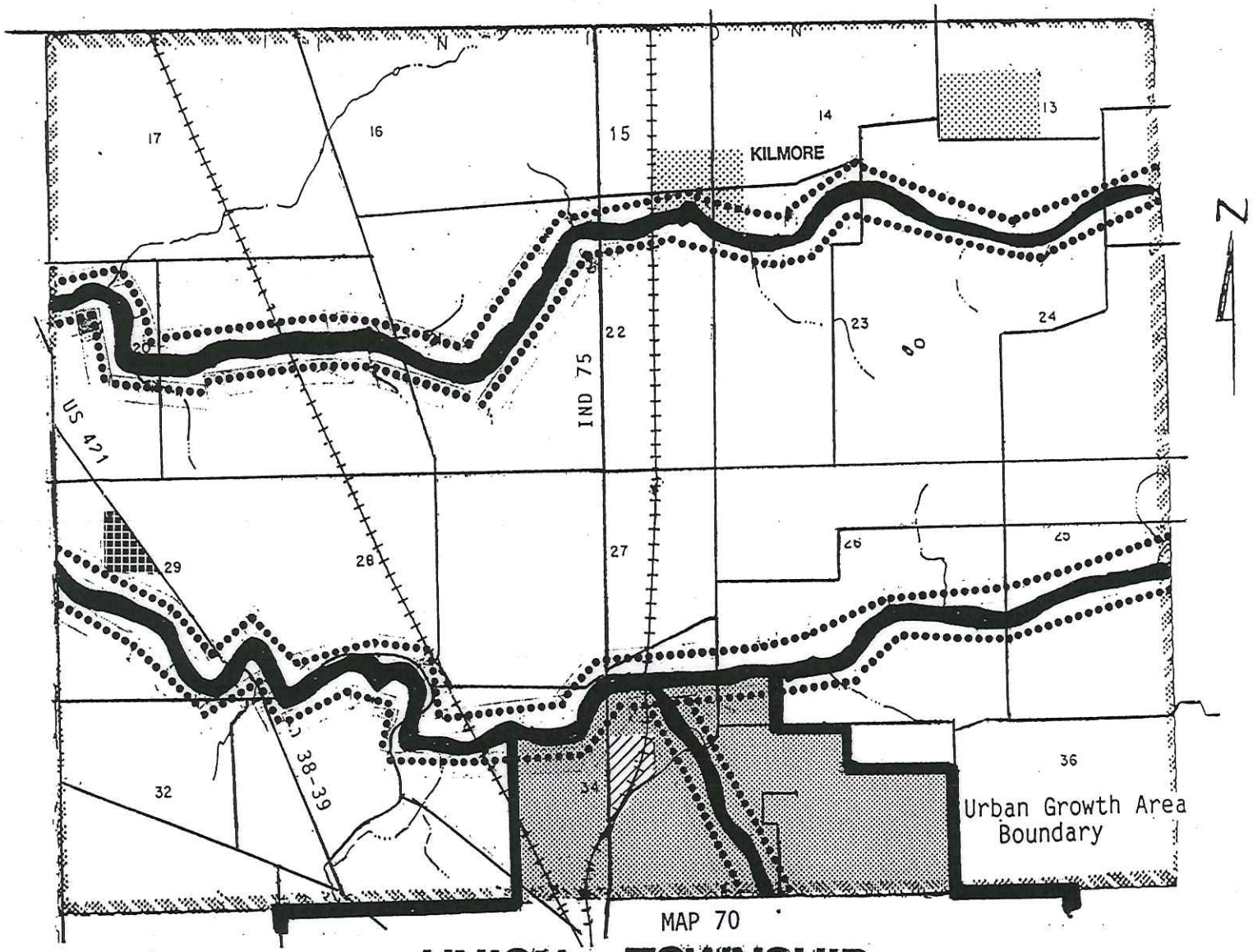
MAP 69

SUGAR CREEK TOWNSHIP
Future Land Use Plan

Agricultural

Low Density Residential-Rural

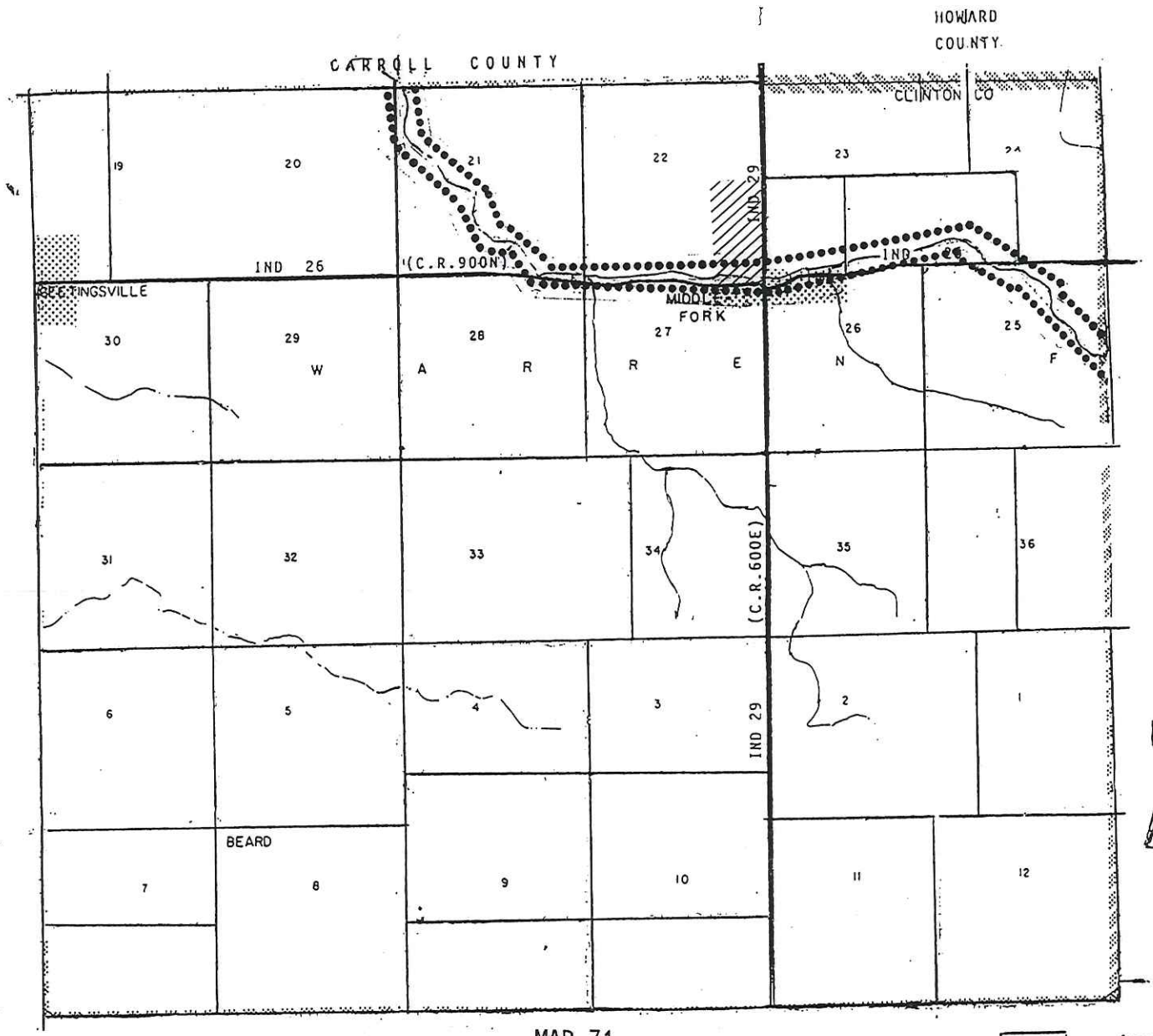




MAP 70

UNION TOWNSHIP
Future Land Use Plan

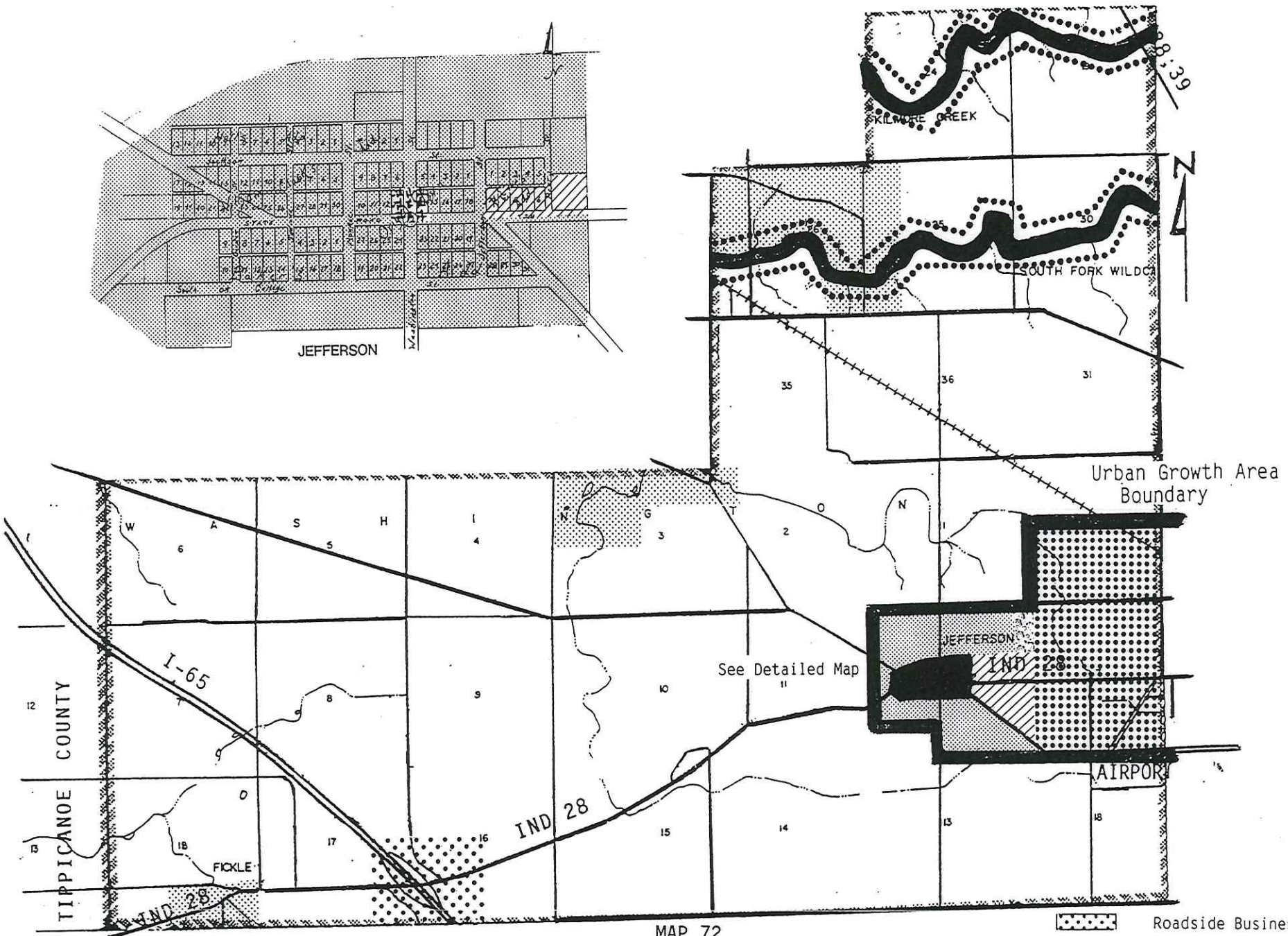
- Agricultural
- Low Density Residential-Rural
- Low Density Residential-Urban
- General Business
- General Industrial
- Conservation Areas
- Stream Protection



MAP 71

WARREN TOWNSHIP
Future Land Use Plan

- Agricultural
- Low Density Residential-Rural
- General Business
- Stream Protection


JEFFERSON
KILMORE CREEK
SOUTH FORK WILDCA
N
Urban Growth Area
Boundary
See Detailed Map
JEFFERSON
IND 28
AIRPORT
I-65
IND 28
FICKLE
IND 28
TIPPICANOE COUNTY
WASHINGTON TOWNSHIP
Agricultural
Low Density Residential-Rural
Low Density Residential-Urban
Roadside Business
General Business
Light Industrial
Conservation Areas

MAP 72

City of Frankfort Future Land Use Plan

As the existing land use discussed, Frankfort land usage has been significantly influenced by railroads. Even with the decline of the railroads in recent decades, the land use legacy of the railroads remains. However, in the future, the land use pattern will be altered as the land use orientation to roads and highways becomes even more prevalent. For instance, the 1967 Master Plan showed an abundance of industrial zoned land primarily along the railroads throughout the city. However, in the future, most new industrial development will likely occur in the industrial park along State Road 28 east of Frankfort. The same pattern is apparent for commercial uses. In the past, most businesses were downtown where all the railroads came together. Today commercial uses have located adjacent to main highways leading into the city. In the past, most high density residential uses located close to downtown, though in recent years, most multi-family dwellings have been built at the edge of the city.

Consequently, the Frankfort Future Land Use Plan "redesigns" to a certain extent, the land use pattern and zoning of the past (See Map 73). Numerous commercial and industrial areas and some higher density residential areas are reclassified and/or made smaller. If adopted in a new zoning ordinance, this pattern would have the effect of "down-zoning" portions of the city. Down-zoning generally reclassifies land in a somewhat more restrictive category than before. However, in 1989, there were a variety of zoning map amendments which in most cases had the effect of down-zoning on a "piece-meal" basis, portions of the city.

The Future Land Use Plan designates the downtown area as central business use. West of downtown, along West Walnut Street and along the Conrail line north of downtown, general business use is proposed. Roadside business use is proposed along State Road 28 East, in the vicinity of the hospital and in a few other areas along major streets. Light industrial use is proposed along the railroad in northeast Frankfort, though encompassing a smaller area than presently zoned. General industrial use is proposed along State Road 28 West and along the Norfolk Southern Railroad.

The remaining portions of the city is classified as residential with low density urban residential shown in the outlying areas, and with many of the older residential areas designated medium density residential. High density residential is proposed adjacent to downtown in generally the same location as the 1967 zoning map, however, at decreased overall density levels.

Conservation is shown for the city's "Greenbelt" in north Frankfort, in the parks and along Prairie Creek and other drainageways. Stream protection is also afforded Prairie Creek. It is proposed that a "Creek Walk" be developed adjacent to Prairie Creek within this area linking the T.P.A. Park with downtown and Dorner Park to the south. This recreational facility would provide an important amenity for Frankfort.

Development Standards

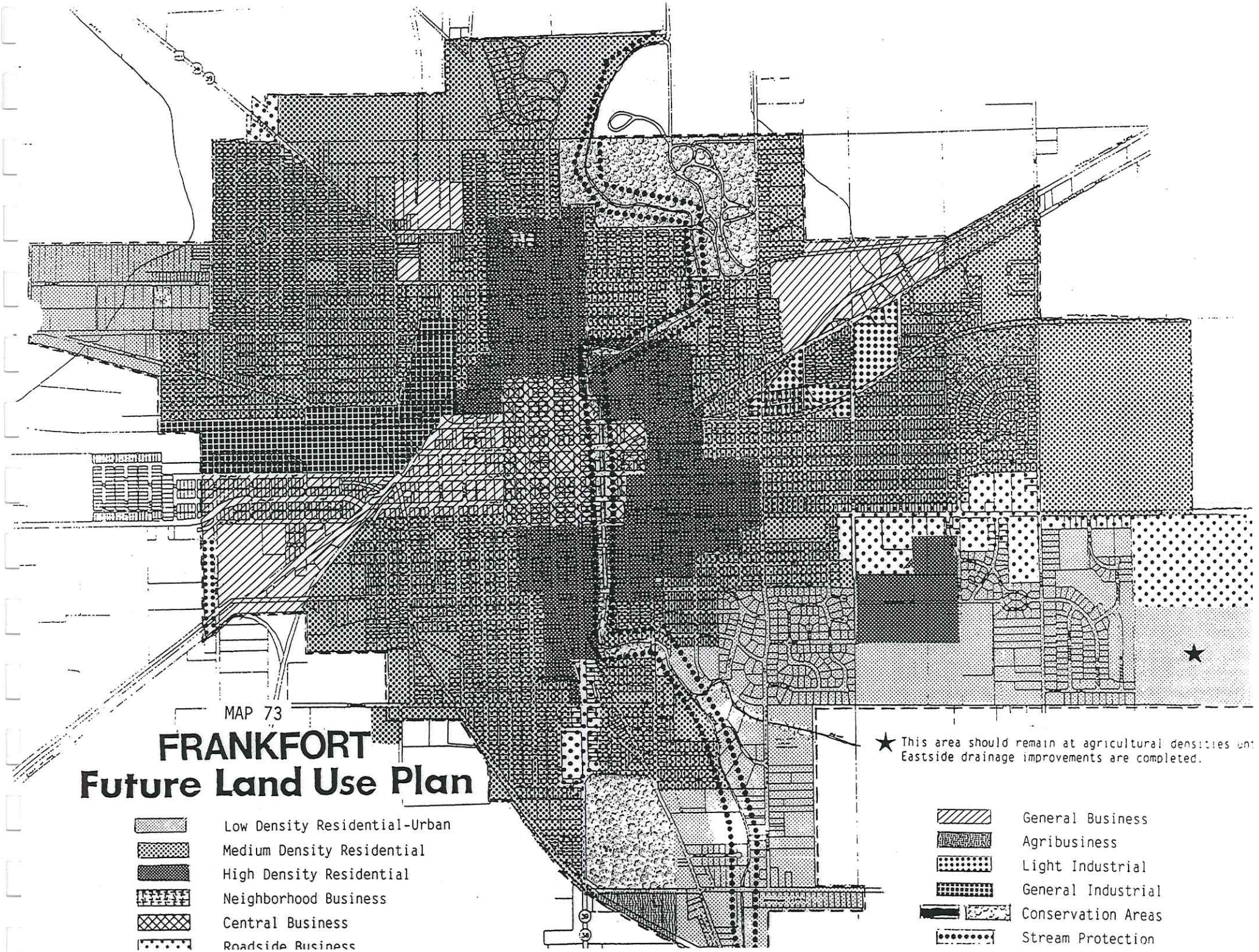
Following is a general discussion of development standards for various land uses. These standards may be included in a zoning ordinance.

Agricultural Land Use: Farmland is the predominant land use in Clinton County. In the process of preparing the Comprehensive Plan and the writing of a zoning ordinance, several alternative approaches may be considered in preserving the farmland. These include:

1) Agricultural Exclusive Zoning: The most restrictive technique which could be imposed would be to limit the use and subdivision of land to agricultural and support uses. This would completely prohibit non-farm residential uses within the agricultural zone. This is not being recommended for Clinton County since farmers should have some ability to subdivide parcels of land not desirable or suitable for farming to provide a monetary gain or to provide housing for members of the family. However, if farmers voluntarily request to be placed within an exclusive agricultural zone, then the county should adhere to these wishes by enacting exclusive agricultural zoning. Tippecanoe County has voluntary agricultural exclusive zoning.

2) Large Lot Zoning: Another technique is to have a large minimum lot size (such as twenty acres) in agricultural zones. This to a certain extent has been the system used in the present county zoning ordinance. The premise behind large lot zoning is that it discourages rural subdivisions. This is the suggested technique for continued use in Clinton County agricultural areas. As in the present ordinance, exceptions could perhaps be made for existing farmsteads so that they may be sold, for building lots for children of those engaged in farming and for those scattered parcels throughout the agricultural areas which are totally unsuited for farming and do not interfere with other nearby farms. The use of performance standards discussed in Item 4) below is one way to evaluate where non-farm houses may go in agricultural areas. It should be pointed out that large lot zoning does not totally prohibit all rural subdivisions because farms can still be divided into twenty acres or more "mini-farms", but overall it is an effective technique for limiting rural development.

3) Sliding Scale Zoning: This method regulates the number of "sell-offs" permitted from what is called the "parent tract" of land. Under this technique, each landowner is allowed a certain number of development lots based upon the size of his original parcel of land and the allowed density decreases as the size of the parcel increases. This technique is called "sliding scale" zoning since the density scale changes as lot sizes increase.


MAP 73
FRANKFORT
Future Land Use Plan
Low Density Residential-Urban
Medium Density Residential
High Density Residential
Neighborhood Business
Central Business
Roadside Business
General Business
Agribusiness
Light Industrial
General Industrial
Conservation Areas
Stream Protection
★ This area should remain at agricultural densities un
Eastside drainage improvements are completed.

In this technique smaller landowners are permitted to develop a higher percentage of their property than are larger landowners. This is done to preserve agricultural land since smaller land holdings are less critical than large land holdings to the preservation of the agricultural base. In addition, larger landowners are more likely to be committed to long-term farming than are the owner of mini-farms or farmettes. An example of a sliding scale for Clinton County could be as follows:

Size of Parent Tract	Number of Single Family Dwelling Sites Permitted
0 - 15 acres	1
15 - 40 acres	2
40 - 80 acres	3
80 - 130 acres	4
130 - 180 acres	5
180 - 230 acres	6
230 - 280 acres	7
280 - 330 acres	8
330 - 400 acres	9
400 - 500 acres	10
500 and over	11

Such a sliding scale would allow a range in density from one dwelling unit for a lot of record of less than an acre to one dwelling unit for every 25 for someone with a 100 acre parcel. As parcel sizes increase over 100 acres, the allowed density would greatly decrease. For example, a landowner with a 500 acre parcel of land would be allowed eleven dwelling units which has a density level of one dwelling unit for every 45.5 acres.

In addition, performance standards such as those discussed in Item 4) could also be enacted in the Zoning Ordinance to require that building lots be placed on the least desirable agricultural land based either upon the soil classifications or natural conditions of the site such as topography and woodland. Both minimum and maximum lot sizes could be enacted to prevent the creation of "mini-farms" which use up agricultural land unnecessarily.

4) Performance Standards/Agricultural Land Evaluation and Site Assessment (LESA): The use of performance standards is a desirable approach for Clinton County to use to regulate development in agricultural areas. Performance standards should be used to determine if rural land is appropriate for non-farm houses in agricultural districts or for rezoning from agricultural to residential use. The premise behind performance standards is that if new development meets certain environmental and agricultural land preservation standards, then the development should be allowed. The standards are written however, to ensure as much as possible, the adequate protection of farmland

and farming practices.

One particular kind of performance standards is the Land Evaluation and Site Assessment (LESA) program, developed by the Soil Conservation Service of the United States Department of Agricultural. The LESA program is an objective method of looking at land and determining through a pre-determined evaluative framework which land would be suitable for certain uses and which land would not be. There are two components of the LESA system. The first component is Land Evaluation, which consists of a technical evaluation of the inherent capability of a parcel of land to support certain uses such as agriculture, forestry and residential. The second component is the Site Assessment, which consists of a rating system which looks at locational, institutional and other generally non-environmental factors affecting the suitability of a parcel for a particular use. A scale of 300 points for rating projects is suggested by the Soil Conservation Service, with an assigned distribution of 100 points for the Land Evaluation component and 200 points for the Site Assessment component. Where a project falls out along the 300 point scale will give an indication of the suitability or non-suitability of a parcel for some designated use.

The rating of a parcel under the Land Evaluation component is based upon the types of soils present on-site and where these soils are relative to all other soils in the county when considered for a specific use such as agriculture, forestry or residential. Soil types are ranked into groups based upon their suitability for a chosen use based upon the information contained in the Soil Survey. For each type of use for which the soils are evaluated, approximately ten groups of soils are created with the soils in the top group receiving the maximum number of points because they represent the best soils in the County available for the chosen use. Conversely, soils in the lowest grouping would receive the minimum number of points because they represent the least desirable soils available for the chosen use.

Rating of a parcel under the Site Assessment component depends upon how a parcel compares against adopted criteria such as the compatibility of the proposed use with the Comprehensive Plan, the kind of road access available, the percent of the surrounding area in agricultural use, the distance to confined feeding operations, the distance to public utilities and built-up areas, the drainage of the site and the past use of the property. Each of the criteria would be assigned a range of point values and then weighted according to the prechosen emphasis of the criteria.

Residential Land Use: Residential land uses in designated residential areas and permitted residential development in agricultural areas should be located as much as possible in planned developments. "One-at-a-time" or piece-meal sell-offs should be avoided.

By requiring planned developments, it is possible to design the sites for houses, open spaces, roads and other facilities in a unified, well-planned manner, whether they are large in size or small. It is also possible to use the performance standards discussed earlier, which deemphasizes rigid controls and replaces them with more flexible density and open space standards. This approach varies from traditional subdivisions which simply divides land into parcels of ground. Development can also be "clustered" which results in lower development costs and a way to more easily provide open space. The space saved by clustering or using smaller lots can be assembled into permanent open space to serve as a park for the residents of the development of the community **(See Illustration 1).**

In addition to the above, there are specific requirements for several types of residential development as follows:

1) Single family and two family residential areas would have well-drained lots which meet the density standards of the ordinance and this Plan, as well as a street system which does not carry large volumes of traffic. Development should have safe and easy access and a generally pleasant, appealing environment.
2) Multi-family dwellings require large, well-drained lots, central parking areas, convenient access to shopping and recreational facilities and access and landscaping standards.
3) Mobile homes which cannot conform to local building codes should be restricted to well designed parks in most cases which offer all the amenities available to all other types of residential areas.

Commercial/Agribusiness Land Uses: The Future Land Use Plan suggests that land be available in conveniently located centers or clusters. There are additional development standards which may be considered in a zoning ordinance.

Different types of commercial activities, such as retail stores, business services, highway oriented commercial uses, wholesale businesses and agribusinesses have different types of requirements as follows:

1) Retail, convenience and service outlets depend on ready access by foot or car, and their location should reflect this need. Off-street parking, compactness and attractiveness are prime considerations.
2) Business and other specialized services are best located near their customers, with general public access a secondary consideration. Centralized locations are not as important for these as for retail commercial activities.
3) Highway commercial uses should be located in compact clusters near major traffic

routes, with safe access a prime consideration. Recreational commercial uses should follow a similar cluster pattern with regard to environmental features, such as bodies of water. In both cases, attractiveness, aesthetic appeal and efficient utility systems are necessary.

4) General commercial categories such as wholesaling and warehousing are best located as buffers between commercial and industrial areas. Loading and shipping facilities are necessary, as is proximity to transportation facilities. Adequate utilities, landscaping and buffering would also be desirable.
5) Agribusinesses are best suited along the major highways and railroads near the farmers they serve. In many instances, they require large lot sizes.

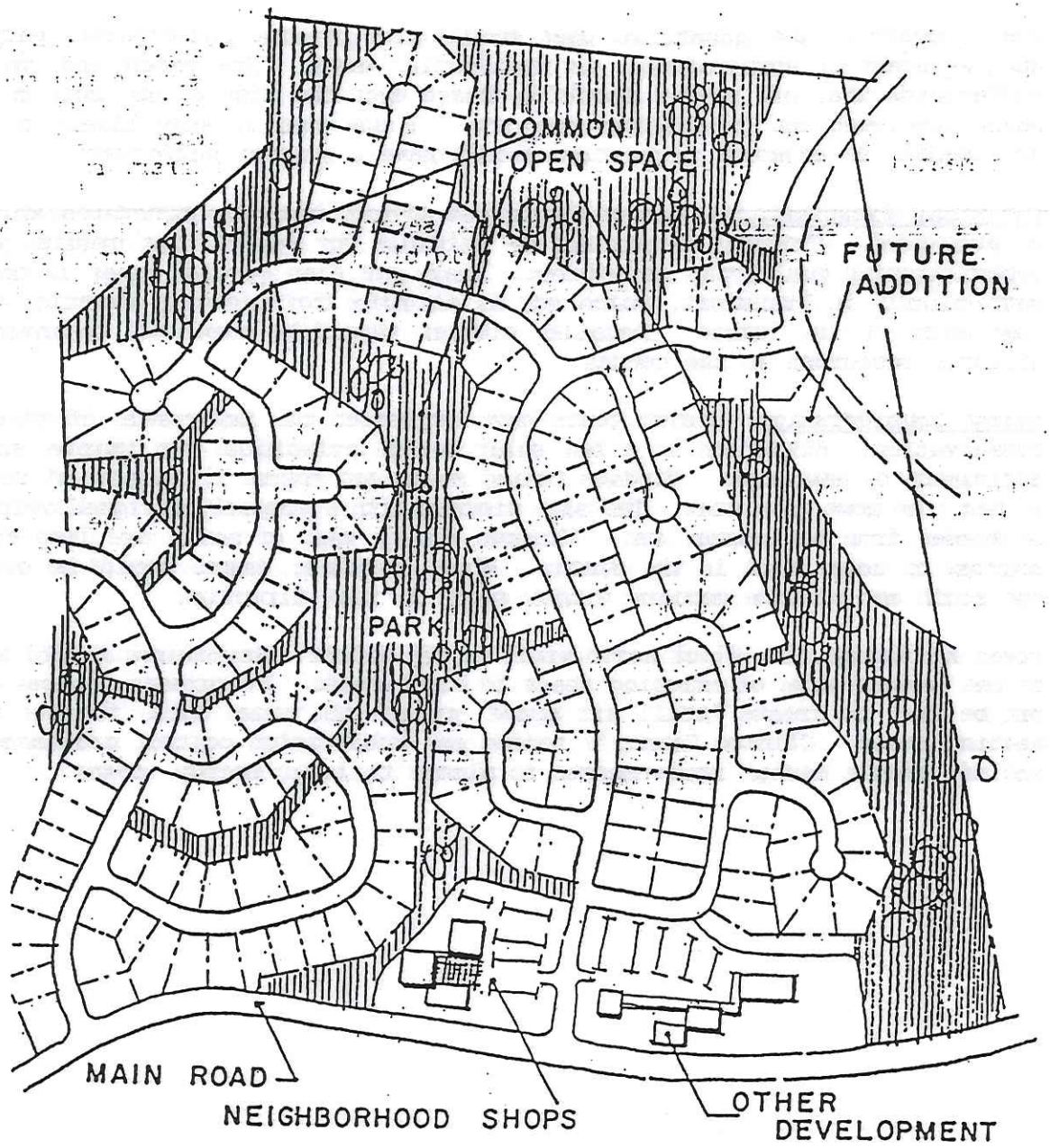
Industrial Land Use: Several notable changes are occurring nationwide in industrial location. These site requirements were considered in the preparation of the Future Land Use Plan and should also be recognized in the zoning ordinance. These changes are:

1) Many industries are dispersing from city to fringe areas and rural locations. This has been encouraged by improved transportation facilities and the need for larger sites which are sometimes difficult to find in more urban areas.
2) Industries require more land now than in the past. Plant design has changed, and most industries are spread out in one-story plants. Many also desire to purchase a reserve of land for future expansion. They also need to provide off-street parking for employees and visitors, on-site loading and amenities such as landscaping and on-site recreational facilities for employees.
3) Industries want good locations and are not satisfied with remote tracts or residual land not suitable for other uses. This includes easy access to good highway and rail facilities.
4) Industries create less nuisance problems (smoke, noise, odor) now than in the past. This means they can be more compatible with each other and with other uses in the county.
5) The topography, drainage and soils must be considered. The land should be level to nearly level (not more than four or five percent slope). The land must be flood-free and not wet. The soils must be appropriate for industrial use and as a foundation for buildings.
6) Utilities must be available to meet the needs of the industry. Electrical, water and sewer facilities must be adequate in supply and price.

Other Land Use Considerations: In addition to the recommendations in the Future Land Use Plan, the following development standards may be considered:

1) Parking/Loading/Signs/Buffering: All uses should have adequate on-site space for parking and loading areas so that this does not create hazards on the street. All signs should be placed in conformance with comprehensive sign regulations in a zoning ordinance.

Illustration 1



CLUSTER CONCEPT

Most commercial and industrial uses should also provide bufferyards, particularly when adjacent to agricultural or residential areas. The extent and type of bufferyards that are needed should be based upon the kind of use both on the site being developed and on adjacent property. A use that is more likely to be detrimental to adjacent properties should have a greater bufferyard.

2) Historical Preservation: Clinton County has several historic structures which should be preserved. Property owners may be eligible for Federal tax credits for rehabilitating qualifying structures. There are also several areas in the county, particularly in Frankfort, which may be eligible for historic district zoning at some point in the future. Detailed studies should be completed to inventory all historic resources in the county.

3) Energy Consideration: Rising costs have increased the importance of energy conservation. Attention to a few solar design principles can improve energy efficiency of new homes. Windows facing south can reduce the amount of fuel needed to heat the home in winter. The same windows with a properly designed overhang will be shaded from the summer sun. Windows facing west or north are less efficient sources of solar heat in the winter. Where possible, homes should be oriented to the south and provide maximum window space in that direction.

Trees and shrubs also block north winds in the winter. Structures should be located on the leeward side of existing trees to block winds. Evergreens, hedges and vines can be used to create "still air space" around the house which further reduces heating costs. Clinton County's zoning and subdivision control ordinances should include simple design improvements in places to lower energy costs.

TRANSPORTATION PLAN

Clinton County, as is true with all communities, depends on its transportation system. The transportation system affects all residents daily in some manner. Because of this dependency, it is important to develop a practical, functioning system and then to maintain that system. This requires coordination between all levels of government, a willingness to finance the needed improvements and understanding by the local people of the need and importance of these improvements.

The Transportation Analysis evaluated the existing highway system in Clinton County, the City of Frankfort and county towns. This section presents a plan to meet the anticipated transportation needs in the future. This plan should be used by developers, the County Highway Department and all units of government to establish priorities so that the county transportation system may be developed in a logical manner to meet the needs of all residents and visitors to the county.

The proposed Transportation Plan is based upon several consideration. These are:

1) Highways are the most important mode of transportation within Clinton County because of the relatively low population density. This dominance of the highway within the county's transportation system will continue and consequently is emphasized in the plan. While other modes of transportation are important to the county, they are not discussed in detail in the plan. The airport, while owned by the City of Frankfort, has its own Airport Master Plan. Railroads, on the other hand, are regulated by the State and Federal governments. It is recommended however, that county officials be aware of railroad plans, particularly for possible abandonment of lines so that the impact on the city and county can be studied ahead of time.
2) It is also important to note that there is a very strong relationship between the Transportation Plan and the Future Land Use Plan. The transportation system improvements are needed to provide better access between higher density areas and major traffic generators within the city and county. If the transportation system is to function properly, it must be in harmony with the physical and economic development of the county.
3) As with the Future Land Use Plan, this plan is based upon the assumption that Clinton County and Frankfort's population will remain relatively stable in number, though traffic counts may increase in some areas, particularly along the State Road 28 corridor in the industrial and commercial areas.

The Clinton County and Frankfort Transportation Plan is comprised of three sections. The first section proposes a new Functional Highway Classification System for the city, county and towns which suggest several changes from the present system and previous plans, as well as identifies several new thoroughfares needed in the future. The second section proposes

several improvements to existing streets and roads in the county. The third section proposes the establishment of scenic highways in the county. All of these proposals are shown on the Thoroughfare Plan Map **(See Maps 74 and 75).**

Functional Classification System

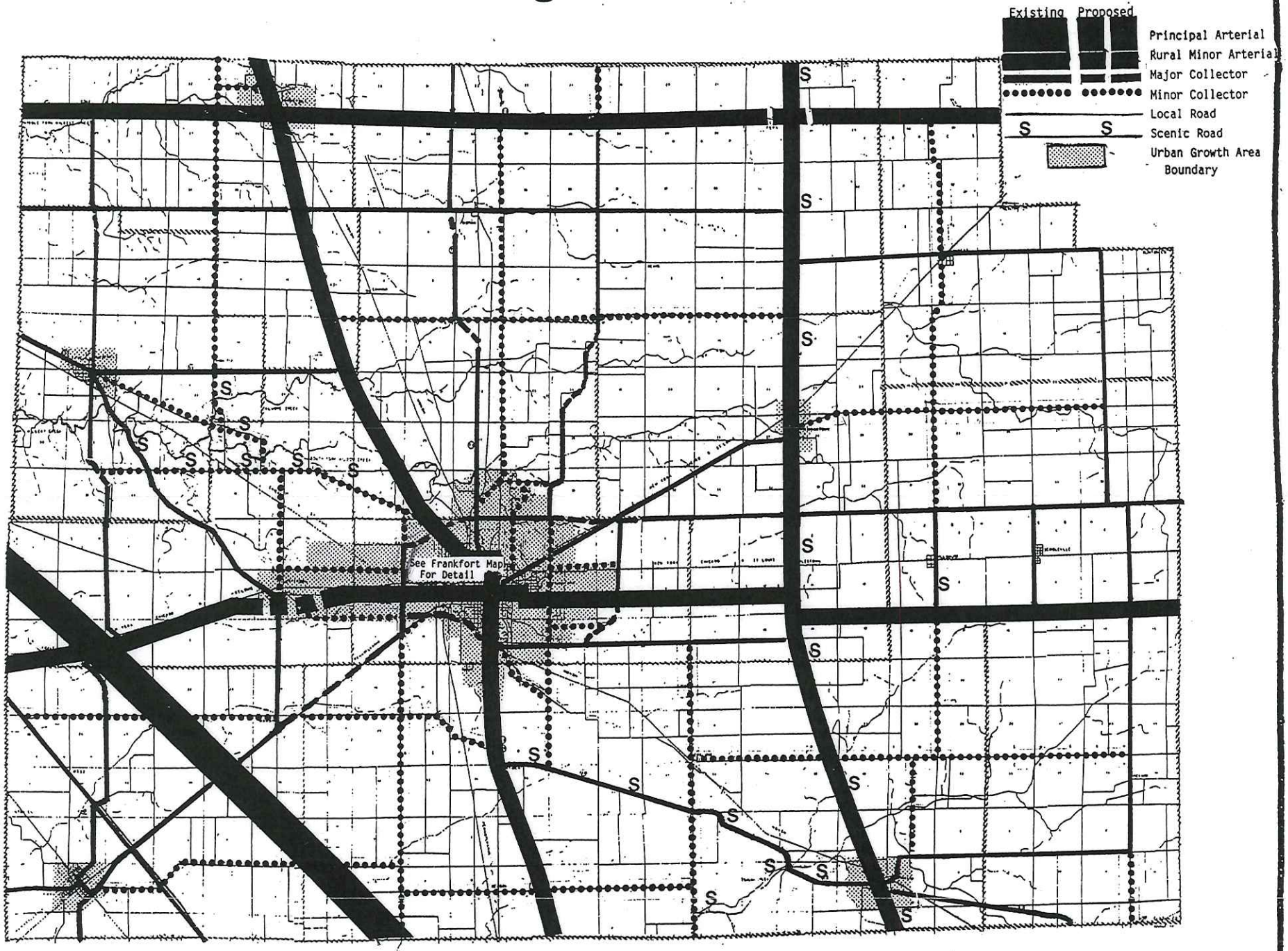
The Functional Classification System is a guide to the type and location of city and county roads that are now needed, or will be needed in the future. As the Transportation Analysis described in the background portion of the plan, roads in Clinton County and the towns have been divided into five categories - principal arterials, rural minor arterials, major collectors, minor collectors and local roads **(Again, See Map 74).** Streets in Frankfort have been divided into four categories - rural minor arterials, urban minor arterials, urban collectors and local streets **(Again, See Map 75).**

The Theroughfare Plan uses the same categories. Arterials, collectors and local streets are described as follows:

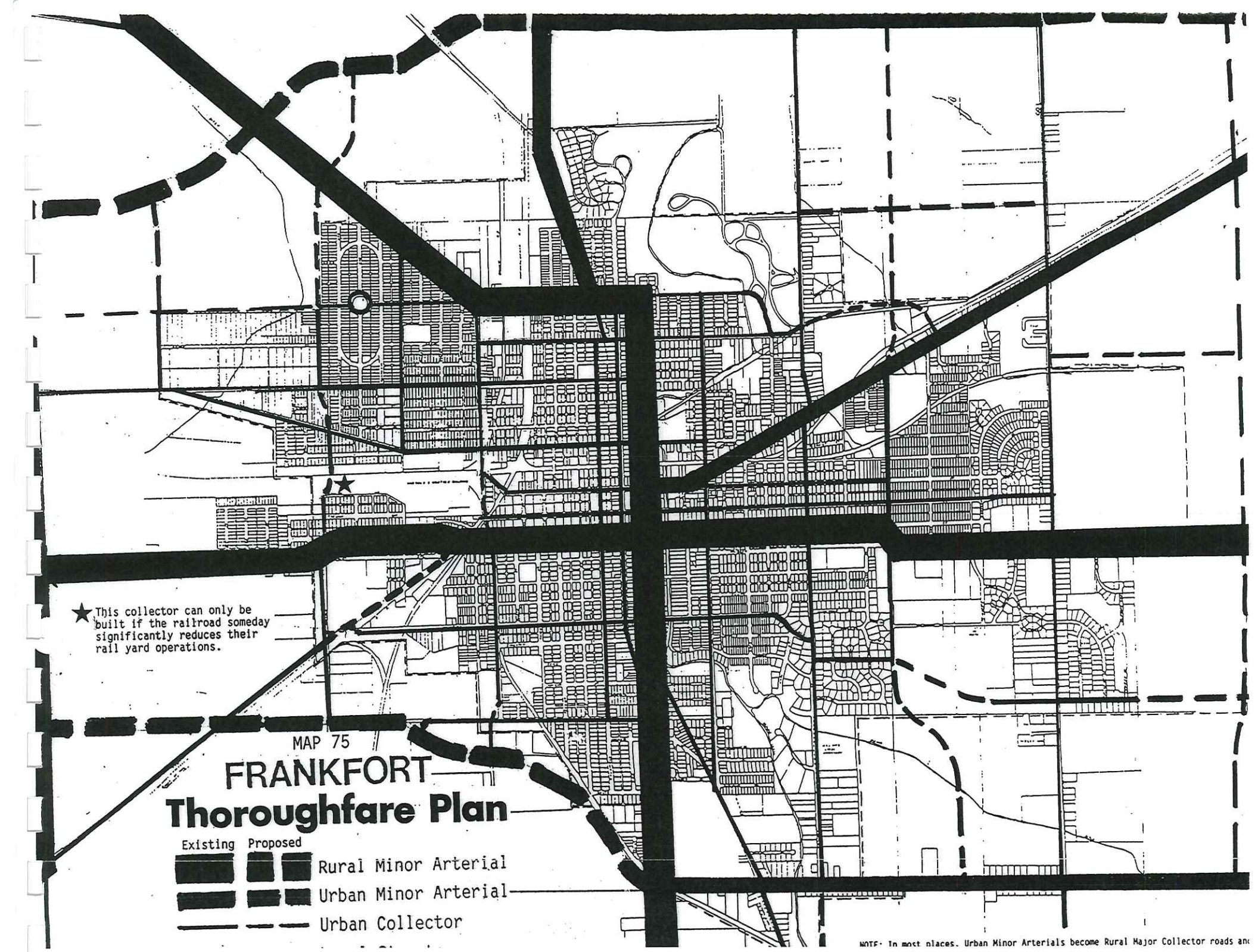
1) The arterials should be high-capacity roads for moving traffic at relatively fast rates of speed over long distances. They should provide good continuity between points, and they should be constructed to high standards. Arterial roads should provide four traffic lanes, although two may be acceptable on an interim basis if provision is made to allow for the reasonable economic addition of two more lanes in the future, and the highway should utilize a median strip to separate opposing traffic lanes. Crossing traffic from other roads and access to abutting properties should be controlled as far as possible and such access points should be grouped together to simplify traffic patterns wherever possible.
2) Collectors should be moderate capacity roads which deliver local traffic to arterials. Collector roads should be located so that every resident has good access to a major road which is within reasonable distance to his home or place of business. Collectors should be designed to accommodate relatively low-speed traffic with two moving lanes which are wider than local roads. Direct access from adjacent properties onto collectors should be minimized except in existing built up areas where it is unavoidable.
3) The remaining roads not identified as arterials or collectors should be classified as local roads. These are low capacity, low speed roads whose primary purpose is to provide access to adjacent properties. Their function is to provide access to local property and not to accommodate through traffic or heavy traffic. Because the heavy traffic flow and the weight of vehicles is relatively light, the recommended construction standards are lower than they are for major collector roads. The standards must, nevertheless, be adequate to assure safe, durable and permanent highways which can be maintained within the cost and budgetary limitations of the city or county. Most new local roads will be built in new subdivisions by developers.

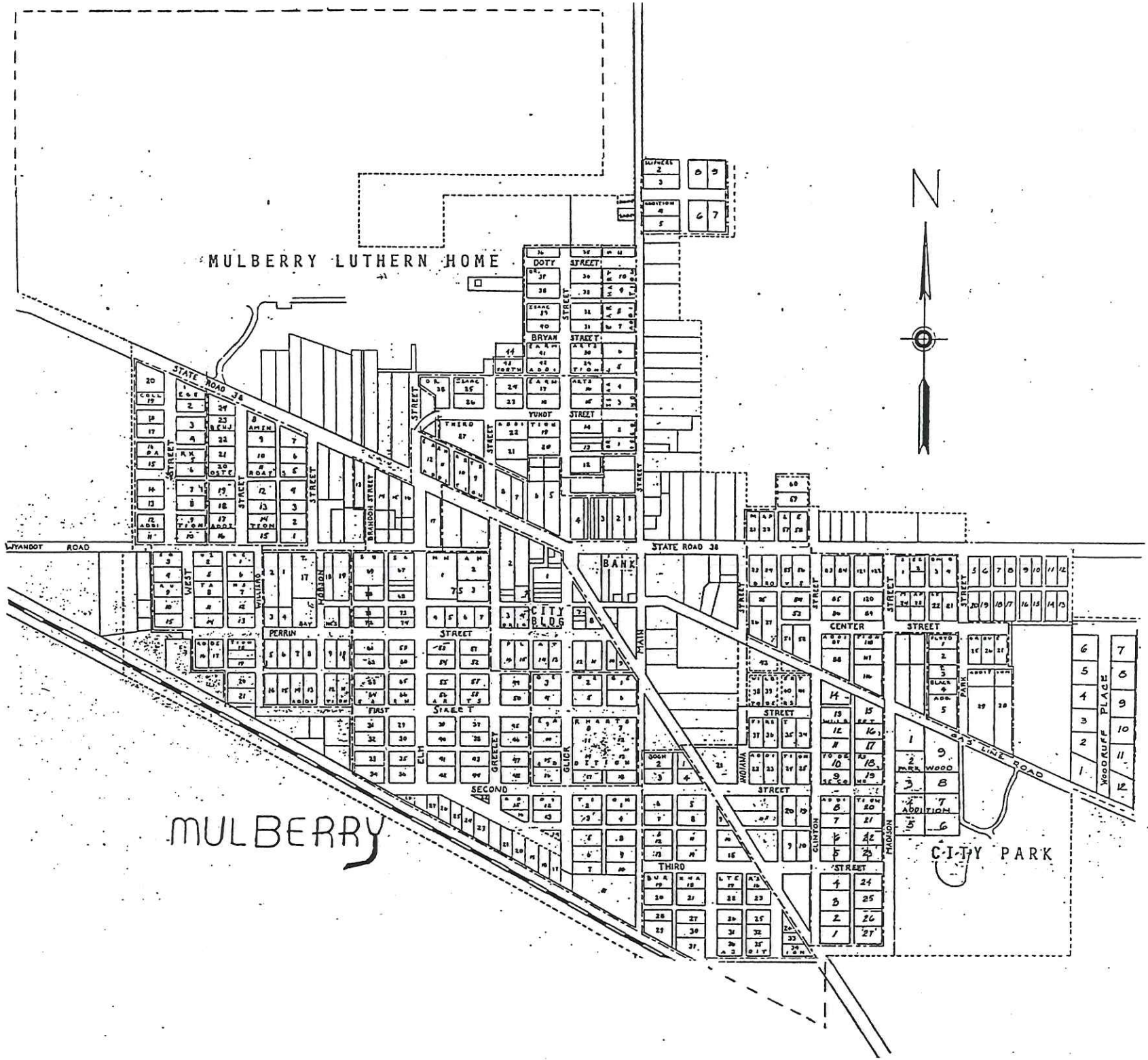
MAP 74

Thoroughfare Plan



NOTE: In most places, Urban Minor Arterials become Rural Major Collector roads and Urban Collector streets become Rural Minor Collector roads (at the Urban Growt


★ This collector can only be built if the railroad someday significantly reduces their rail yard operations.
MAP 75
FRANKFORT
Thoroughfare Plan
Existing
Proposed
Rural Minor Arterial
Urban Minor Arterial
Urban Collector
NOTE: In most places, Urban Minor Arterials become Rural Major Collector roads and


MULBERRY LUTHERN HOME
N
STATE ROAD 38
WYANDOT ROAD
BANK
CITY BLDG
MAIN
CENTER
STREET
PERRIN
FIRST
SECOND
THIRD
ELM
GREELEY
GLICK
INDIANA
CLINTON
MADISON
WILLIAMS
BRANDON
DOTY
BRYAN
YUNDT
PARK
WOODRUFF PLACE
C.I.T.Y PARK
MULBERRY

It should be mentioned that as classified by the Indiana Department of Highways, rural minor arterials consist primarily of the state numbered highways in both city and county areas, while urban minor arterials are generally the same as, and simply the extensions of rural collector roads into the city.

In the preparation of the Functional Classification System, several factors were considered. These factors are as follows:

1) The traffic count data discussed in the Transportation Analysis shows that local traffic generally flows in an east/west orientation in the county, primarily along the State Road 26 and 28 corridors. Consequently, the plan proposes numerous improvements to better facilitate east/west traffic flow in the county.
2) At present, many people must drive through Frankfort, especially downtown Frankfort, to get where they want to go elsewhere in the county. For instance, a person driving from Mulberry to Kirklin, from Antioch to Michigantown or simply from the industrial park to anywhere east must go right through town. This creates congestion in downtown Frankfort and in the residential areas which the arterials go through. Consequently, the Plan proposes the improvement of four roads which "border" the Frankfort Urban Growth Area which will serve as a bypass connector for some of this traffic. These outer connector roads are 200W, Kelley Road (extended northwestward), 180E/250E (connected) and 100N (extended southwestward). This proposal will allow many of the streets in Frankfort that now serve as arterials to be used as collector streets for which they are best suited. This is a concept which was first proposed on a far grander scale in the 1967 Frankfort Plan and to a more limited extent in the 1974 Clinton County Comprehensive Plan.
3) As much as possible, the proposed thoroughfare system follows existing alignments. New thoroughfares are only proposed when absolutely necessary because of the prohibitive cost of road building. In previous thoroughfare plans many new roads were proposed, far more than could ever have been financially afforded. However, in this plan, some existing streets and roads are proposed for additional right-of-way width and/or the elimination of jogs and bad curves which will create some expense in coming years.
4) The plan is also based upon the premise that a few direct and well-improved thoroughfares can accommodate the major part of the city's and county's vehicular traffic. At present, there are a few places in the county where a number of streets are used for traffic flow through an area in the absence of one major arterial which could handle most of the traffic (such as southeast Frankfort and west Frankfort). If properly planned, only a small portion of the overall street system should be used for high volume traffic. The remaining streets, which comprise most of the total mileage, should simply provide access to adjoining property as their primary function, with limited, if any, through traffic use.
or along the borders of industrial, commercial and residential districts.

5) In the Plan, thoroughfares, particularly arterials, are proposed so as not to divide neighborhoods, except for existing situations which cannot be avoided. Wherever possible, new thoroughfares are located along natural physical features and barriers or along borders of industrial, commercial and residential districts.

There are several changes shown on the Thoroughfare Plan which Clinton County and Frankfort should request the Indiana Department of Highways to make their functional classification maps for the county and city. These include:

1) State Road 28: Designate State Road 28 Bypass around Jefferson as part of the four-lanning of this road from I-65 to Frankfort.
2) South Frankfort - East/West Connector: Designate a new East/West Arterial on the south side of Frankfort - including existing Kelley Road, extended westward to 200W parallel to the railroad and using part of existing Freeman Street. This serves as the south leg of the Frankfort Outer Highway system.
3) East Frankfort - North/South Connector: Designate a new North/South arterial connecting County Road 180E with 250E. This will alleviate traffic on Maish Road and allow it to be used primarily as a collector street. This serves as the eastern leg of the Frankfort Outer Highway System. If this road is not built, Maish Road will have to remain as the main eastside arterial, with all of the negative impact to adjacent residential areas associated with this use.
4) North Frankfort - East/West Connector: Designate a new east/west arterial on the North side of Frankfort along the 100N alignment for much of its length though connecting it with 50N at its western end. This serves as the northern leg of the Frankfort Outer Highway System. This road will allow easier access to the industrial park from most of northeast and eastern Clinton County.
5) West Frankfort - North/West Connector: Designate a new north/south arterial on the west side of Frankfort using County Road 200W. This road will provide a second main access road to the industrial park from places east of Frankfort.
6) Rossville Avenue/Fifth Street Collector: Designate a new collector street linking up Rossville Avenue with Fifth Street and 80W in West Frankfort. This has been proposed in previous plans and is a needed street to provide north/south connecting access in Frankfort.
7) Other Urban Growth Area Collector Streets: Designate new collector streets in undeveloped portions of the Frankfort and Rossville Urban Growth Area, including Maiden Lane/Haven Drive (connection and extension), Hoke Avenue (extended both north and south), Green Street (extended eastward), Burlington Avenue (extended northward), Kyger Street (extended westward), Prairie Avenue/Walsh Street (connection) in Frankfort and 950N (extended eastward to State Road 39) in Rossville.
8) Other Rural Collector Streets: Designate as major collector roads Kelley Road (eastward to State Road 29), 100N (westward to Michigantown Road), Mulberry-Jefferson Road (for its entire length and Road 0 (west to 500W). There are numerous other changes proposed in the rural areas which are shown on the map.

Detailed street design standards for the classification system should be specified within the Subdivision Control Ordinance based upon Frankfort Board of Public Works specifications (if in the city) or the Clinton County Commissioners specifications (if in the county). All standards should be updated and revised as engineering technology changes over time. However, general specifications, such as right-of-way widths, should be established in the Comprehensive Plan in order for all those involved to prepare long range plans, programs and improvements with some degree of consistency.

The right-of-way width for roads should be as follows:

Classification	Right-of-way widths
Interstate	As established by the state
Rural Minor Arterials	100 feet
Rural Major Collector roads/Urban Minor Arterials	80 feet
Rural Minor Collector roads/Urban Collector Streets	60 feet
Local roads and subdivision streets	50 feet

It will generally be the developers responsibility to construct all local and subdivision streets in their development, as well as all collector roads in the general location as shown on **Maps 74 and 75** (at least to the extent to which they have access from the collectors to their adjacent lots). It should generally be the responsibility of the local and state governments to construct arterial roads and certain collector roads, especially in already developed areas (though right-of-way should be reserved by the developers at the time of development).

It is imperative that the federal aid secondary system also be updated to match this classification system of the plan in order to fund necessary improvement and to provide additional bridge funding so that bridges can be reconstructed to handle the increasing traffic load.

Road Improvements

There are several highway improvements which should be undertaken.

Sharp Curves: There are several roads in the county where sharp curves should be removed. These include:

1) State Road 75 in Union and Owen Townships.
2) State Road 38 in Kirklin Township.
3) 100E/130E/180E/200E in Union Township.
4) 850W in Ross Township.

One Way Streets: The 1967 Frankfort Master Plan and other studies have proposed one way street pairs in Frankfort. However, the 1974 Comprehensive Plan did not propose one way streets, nor does this plan make this recommendation. One way pairs in Frankfort (specifically, Washington/Clinton Streets and/or Clinton Walnut Streets and Main/Jackson Streets) would bring congestion to many more residential areas and would serve as "barriers" between neighborhoods in the city. Additionally, traffic counts do not appear to justify one way streets in most places and with the proposed Frankfort Outer Highway System traffic should be decreased through the heart of the city.

Traffic Control Devices: The city, county and state street and highway departments should conduct a detailed traffic engineering study throughout the county, though especially in Frankfort, to determine revamped locations for stop signs, traffic lights and other traffic control devices. There are intersections where traffic volume maybe sufficient to justify new devices such as State Road 26 and 29 in Middle Fork and Maish Road/Michigantown Road, North Jackson/Kyger Street, West State Road 28/200W and Clay Street/Washington Avenue in Frankfort among others. Also the need for a stop light at Hoke Avenue/Washington Avenue in Frankfort should be evaluated as part of the study.

Bridge Reconstruction: The bridge reconstruction program which the county has started should be continued until completion. The 1990 Bridge Inventory, or subsequent update, should serve as the plan for this activity.

Street and Road Repaving/Curb and Gutter Replacement: The city, county and towns should continue their street and road repaving programs to the maximum extent possible with available funds. Additionally the county should continue with its gravel road surfacing program as funds permit. Of special need is the replacement and/or first time installation of curb and gutters in Frankfort and the towns. It is important that this infrastructure be maintained to ensure not only adequate drainage, but also for appearance. Some communities in Indiana have established a cost sharing program with property owners to replace or install new curbing.

Scenic Routes

In order to promote tourism and recreational development, the following routes should be designated Clinton County Scenic Routes:

1) Frankfort to Mulberry via Farmers Gravel Road and Mulberry-Jefferson Road, which travels through scenic wooded hills and crosses the south fork of the Wild Cat.
2) 580W/Hamilton Road from Farmers Gravel Road to the community of Hamilton, a scenic hilly route crosses Kilmore Creek and the south fork of the Wildcat.
3) Scotland Road from Scotland Church to State Road 38, which follows the scenic north bank of Sugar Creek.
4) State Road 38 from Kirklin to Antioch, which is part of the old New Castle Road, which was Indiana's first state highway.

5) Michigan Road (State Road 29) which is the most famous early Indiana highway running originally from Madison, Indiana to Michigan.
6) 900E from State Road 28 to Hillisburg which is a good example of an early concrete road.

Signs could be located at various locations along these roads explaining the county's history and resources.

COMMUNITY FACILITIES AND SERVICES PLAN

The Community Facilities and Services Plan identifies specific activities which should be accomplished to meet the needs identified in Part I and in the Goals, Objections or Policies Sections of the Plan. Specific projects are divided into short and long term activities. Those which should be accomplished within the next five years are short term projects. Those which should take longer than five years to complete are long term projects. Transportation improvements were noted in the previous section of the Plan.

All of these projects, along with the transportation improvements, should be included in a Capital Improvement Program which should be prepared yearly by the city and the county. A Capital Improvement Program, or CIP for short, is an implementation tool of the Comprehensive Plan. Each project listed below, and other facility projects which from time to time may be identified, should be prioritized in the CIP with costs and sources of funding identified at that time.

Short Term Projects (1992 - 1997)

Short Term Facility Projects (with local government of primary responsibility noted) are:

1) Final implementation of countywide Rural House Numbering (Clinton County)

2) Final implementation of countywide E-911 (Clinton County)

3) Construction of a new Clinton County Jail (Clinton County)

4) Eastend Frankfort drainage improvements - Phase 1 (Hannah Kessler Watershed) (Clinton County)

5) New Mulberry water tower (Town of Mulberry)

6) New Rossville Library (Clinton County Library District)

7) Start of replacement of older water/sewer lines to limit inflow (City of Frankfort/all towns)

8) Complete Wildcat Creek Solid Waste District Master Plan and start implementation of recommendations (Clinton County)

9) New salt and sand storage building at County Highway garage (Clinton County)

10) Recycling center expansion (City of Frankfort)

Long Term Projects (1997 or later)

Long Term Facility Projects (with local government of primary responsibility noted) are:

1) Courthouse expansion / annex building (Clinton County)

2) New / Expanded Frankfort City Hall (City of Frankfort)

3) Eastend Frankfort drainage improvement completion (Clinton County)

4) Countywide Fire Training Facility (Clinton County / City of Frankfort)

5) Completion of replacement of older water/sewer lines to limit inflow (City of Frankfort / all towns)

6) Expansion / renovation of Rossville, Mulberry, Forest and Hillisburg Fire Department buildings (Townships / Clinton County)

7) Two new water wells in Frankfort (City of Frankfort)

8) New water well in Kirklin (Town of Kirklin)

9) Complete implementation of Solid Waste Master Plan recommendation (Clinton County)

10) New Park - Southeast Frankfort (City of Frankfort)

11) Prairie Creek Walk (City of Frankfort)

IMPLEMENTATION

The completion of the Comprehensive Plan is only the beginning of the planning process. To derive any lasting benefits from the Plan, it must first be adopted, followed by the implementation of various planning tools and strategies. This plan adoption procedure is first briefly discussed below, followed by a brief description of various implementation tools.

Plan Adoption

The procedures for adoption of a Plan are contained in Title 36, Chapter 7, Article 4 of the Indiana Code. The Code requires that the Plan Commission hold at least one public hearing before certifying the Plan to the legislative body of Clinton County, City of Frankfort and the towns. Each legislative body may also hold public hearings on the Plan prior to taking official action. It is a goal of the Plan that Clinton County, The City of Frankfort and each town in the county adopt the Plan.

Zoning Ordinance

The Zoning Ordinance with its zone maps is the most important regulatory device used in carrying out the land use recommendations of the Comprehensive Plan. In order to fit not only existing conditions but also future requirements of new development, an up-to-date zoning ordinance and maps are essential. The Plan calls for the adoption of a Unified Zoning Ordinance by Clinton County, the City of Frankfort and all county towns. According to Indiana Code, zoning ordinances are adopted by a procedure very similar to that of a Comprehensive Plan, though the Plan must be adopted first.

Zoning is the regulation of the use of private property for the purpose of promoting the orderly development f a community and furthering the health, safety and general welfare of its inhabitants. Under zoning, every property owner is allowed the enjoyment of his property rights but is restricted from encroaching upon the rights of others. Thus, it protects every property owner from injury by other property owners who would seek private gain at his expense or at the expense of the community as a whole.

Zoning involves the designation of all the land in the community into districts or zones of different categories. It also regulates, district by district, the use of property and the height and size of buildings. It is the principal instrument for giving implementation to that part of the Comprehensive Plan which is concerned with the use of private lands, as distinguished from that part which is concerned with public spaces and facilities.

The Zoning Ordinance establishes several kinds of development standards. The most common is the control on density of population and intensity of development. Density is a direct function of the minimum lot size established for each zone. Intensity is generally regulated through height restrictions and lot coverage standards. Standards may also be specified for incidental uses such as signs, parking and lodging areas and for special land uses such as planned developments.

Subdivision Control Ordinance

A subdivision control ordinance is another tool to implement the land use, transportation and facilities goals of the Plan. According to the Indiana Code, it is also adopted by a procedure similar to the Comprehensive Plan and Zoning Ordinance.

Subdivision control ordinances regulate the platting of land for development including requirements for the construction of needed improvements for a development. Subdivision regulations link together the land use, transportation and community facilities objectives of the Plan at the time of development. Procedures for the review of proposed new subdivisions offer an opportunity to coordinate new development with capital improvements such as roads, drainage improvements and utilities.

Clinton County, the City of Frankfort and four of the five towns have an existing subdivision control ordinances. It is a goal of the Plan that all county jurisdictions adopt a unified ordinance. Such an arrangement will allow a great deal of cooperation between city, county and towns in land development particularly in the fringe areas around the communities, where city and town development standards can be used instead of county standards.

Capital Improvement Program

A Capital Improvement Program (CIP) is the best tool to use to implement the Transportation and Facilities Plans. A CIP is a document, generally updated yearly, which lists and prioritizes all needed capital improvement in each locality during the coming year and the subsequent three to five years. A CIP should also establish a schedule for constructing and financing those projects over that period. A CIP allows the community to look at all needed improvement from a broad comprehensive viewpoint. A CIP is an important tool in the financial management of any community and should save the taxpayers money over the long term.

Specialized Plans

Throughout the Comprehensive Plan there were recommendation to complete specialized plans either as part of the Comprehensive Plan, or as separate documents. These include a countywide park and open space plan (completed in conjunction with a park board), a countywide detailed traffic engineering study, specialized drainage plans, and an economic

development plan (in conjunction with the Chamber of Commerce) and possibly an Urban Design/Aesthetics Plan for the city and county.

Property Maintenance/Health Ordinance

Other tools that may contribute to the meeting of the goals of the Comprehensive Plan are housing codes, building codes and environmental/health ordinances.

A housing code is a set of provisions in a local ordinance which imposes minimum standards on the maintenance of existing housing. The objective of the code is to insure that every housing unit is maintained in such a manner that danger to the health and safety of residents is minimized. This document should provide for periodic building inspections to determine violations of the code. The property owner is notified of any violations and given a reasonable amount of time to correct the problem. This code is particularly useful in arresting or removing spot blight conditions. No community in Clinton County, at present, has a housing code.

Building codes, on the other hand, contain rules and regulations governing the construction and alteration of new buildings and structures. Clinton County, the City of Frankfort and most county towns have building codes. However, building codes should be periodically reviewed in the light of changing construction technology and revised information about the community.

Related to building and housing codes are environmental/health ordinances. The county should have a comprehensive health ordinance regarding such things as trash storage and dumping, junk cars, weeds and possible even air and water quality standards. The County Health Department should be the enforcement agency for such an ordinance. At present, the Health Department has a septic tank ordinance and a few other related ordinances, but a comprehensive health ordinance would be preferred.

Plan Coordination

The implementation of this Plan requires the need for coordination between the county and other public and private entities from which important services could be obtained. The Area Plan Commission, in fulfilling its responsibilities, will be continually involved in coordinating the elements of the Comprehensive Plan as they interrelate both within the county and without. Where other boards or organizations have their own plans, such as the school boards, utility boards and the like, coordination with these plans is expressly sought to the maximum extent possible.

Coordination of planning decisions with the state and surrounding counties will also be quite important. Each of these entities shares many of the same concerns as Clinton County and joint efforts to solve common problems will be of significant benefit. A good example of this is the recently created Wildcat Creek Solid Waste District, which was formed with Tippecanoe County in 1991.

Economic Development

Closely related with the above is the need to coordinate Comprehensive Plan proposals with economic development activity in the county. Throughout the Plan coordination with the Chamber of Commerce and Frankfort Mainstreet objectives, among other economic development groups, is sought.

Supply of Information

The fact that the county has a Comprehensive Plan and that the Plan is distributed to potential investors, developers and other public agencies is a significant step toward the eventual realization of the Plan. However, an important factor to remember is that the biggest problem in land use investment decisions is uncertainty. A Plan is an expression of land use policy and will reduce this uncertainty factor only when the community resists arbitrary amendments or changes to the Plan.

In addition, an effort should be made to maintain an inventory of data on population and economic profiles and community facilities and their cost of operation and schedule of availability and completion. The Area Plan Commission should serve as a "County Data Center", so to speak. Furthermore, regular publications on building activity, subdivision activity, business activity and progress toward the Comprehensive Plan should be published and distributed. The Area Plan Commission can ensure that these publications are made available to the public by placing copies in the local library and maintaining public files in the planning office.

Plan Update and Review

To guide the implementation of the Plan and to insure that the Comprehensive Plan is kept current, each element of the Plan should be reviewed annually, and revised at least every five years. Such reviews should result in reaffirmation of the Plan or produce a need for revision, amendment and readoption of sections of the Plan. These actions will assure the county that its Plan remains a reliable, reasonable and realistic guide to a better future.

Continuing Citizen Participation

The citizens of the county should constantly be called upon to advise the Plan Commission and other governmental agencies in all of the aforementioned processes. This may be done as the Plan is being adopted, or amended in the future and through public hearings for zoning cases and other important issues that from time to time come before the Area Plan Commission.

Sources of Information

The following sources of information were used in the preparation of the Historical Perspective:

1) The U.S. Census, 1830 to 1990.
2) The Illustrated Historical Atlas of the State of Indiana, originally published by Baskin, Forster and Company of Chicago, Illinois in 1876, but republished as Maps of Indiana Counties in 1876 by the Indiana Historical Society in 1968.
3) History of Clinton County, Inter-state Publishing Company, Chicago, 1886.
4) A Century of Progress, An Account of the Clinton County Centennial with a General Review of the Past Century, 1930.
5) Clinton County Sesquicentennial, 1830-1980.
6) History of Clinton County, Hon. Joseph Claybaugh, A.W. Bowen and Company, Indianapolis, 1913.
7) History of Transportation in Northern Indiana, unpublished, R. Mark Mills, 1987.

The following sources of information were used in the preparation of the Natural Resources Analysis:

1) Soil Survey of Clinton County, U.S. Department of Agriculture, Soil Conservation Service, November, 1980.
2) The Indiana Water Source, Availablility, Uses and Needs, Governors Water Resource Study Commission, Department of Natural Resources, 1980.
3) Natural Features of Indiana, Indiana Academy of Science, 1966.
4) Indiana Department of Natural Resources, various maps.
5) Flood Hazard Boundary Map, Clinton County, Indiana, Federal Insurance Administration, (U.S. Department of HUD) January 13, 1978.
6) U.S. Geological Survey, various topographical maps.
7) Important Farmland-Clinton County Indiana, Soil Conservation Service, 1985.

The sources of information for the Population Analysis, Economic Analysis, Housing Analysis and Comparative Analysis are noted on the various tables.