



Clinton County, IN

Interstate 65 Interchange  
Economic Development Plan

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# Clinton County, Indiana

## Interstate 65 Interchange Economic Development Plan

APRIL 2017



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# Acknowledgments

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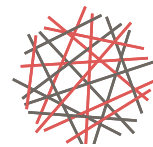
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# Section 1

## Executive Summary

Clinton County has experienced significant economic development momentum in recent years, as evidenced in successes such as ConAgra Foods. Based on market information gathered from a variety of sources including stakeholders during this planning process, there is continuous interest in development in the study area and at the Interstate 65 interchange. The overall study area covered by the County TIF district is approximately 19,000 acres. While the entire area was looked at as part of this study, greater attention was given to the areas near the current Frankfort Industrial Park, along the US 28 corridor and at the US 28/Interstate 65 interchange. Some of the interested parties may not be the best long-term users to support the desired vision of the study area, which is why establishing the expectations and development preferences for the area is so important. Market conditions, without the filter of guidelines and direction from an organized community plan, rarely provide the highest and best development product for the community.

Delivering the best product in the study area in the most timely and efficient manner will require more than just a plan. Successful development of the area will require a strategic partnership between the county and private sector partners. Why is the county's involvement necessary in the development of private property? While there is potential for development in the study area, if market conditions alone would justify the desired private sector investment, it would have happened already at a rate faster than exists today.



The interchange is a tremendous opportunity for Clinton County. Like many other viable commercial sites, however, it has limitations to what risk the private sector can justify without a partnership with the public sector. These risks include competitive alternatives at other locations along Interstate 65, a lower than optimal number of residential rooftops within the immediate trade area, a corresponding less than optimal amount of readily available disposable income, and a lack of shovel ready development opportunities. If steps are taken to mitigate these factors, however, the strengths of the current market opportunities, the strong geographic position of the area, land availability, and the ability to create strong public/private development partnerships present the possibility of a lasting momentum that can lead to long-term, sustainable economic success for the county.

Potential first developers at the interchange will need to be convinced that the risk of development at the interchange is not so high that private capital investment is unwarranted. This means that they will not just be looking for financial partnership with the county, but also a demonstration of the county's confidence that the plan will be implemented. This commitment on the part of the county to do what is necessary to see the plan implemented will go a long way to helping assure private investors that their investment in Clinton County will be successful in the long-run. This is especially important for the "pioneer" developers who are the first to step up to assist in the implementation of the plan.

One specific area that must be addressed is preparing areas to be ready for development. The biggest impediment to development in the study area is the lack of available sewer utilities or a lack of capacity where sewers exist. If Clinton County is to capitalize on the current and future market opportunities to grow the job base and tax base of the area, a solution must be achieved to provide this critical infrastructure to the area.

Commercial development decisions are highly competitive and in most cases, the margin for error is very thin. Public/private partnerships, and the strategic investments that come along with them, will help secure the type of development desired by the county, at a pace faster than market conditions alone can support, and in a manner that will maximize the return of public capital investment.

Ultimately, economic development officials have significant contact with both public and private sector clients, and therefore are accountable for the activities of their organization to a variety of different stakeholders. For this reason, officials must recognize their responsibility to perform their duties in a way that respects their responsibility to its stakeholders. Government is in many ways a public trust. Planning, and specifically economic development planning, is first and foremost a process and a commitment to clear, transparent and fair decision making processes that lead to good choices. Those choices, more than anything, are what lead to successful governance and good economic development.

*This plan is a roadmap to help community leaders make the right choices now and in the future to promote long-term economic success for Clinton County.*



## TARGETED INDUSTRIES

- Agribusiness
- Food Production and Processing
- Light Industrial and Manufacturing
- Research and Development
- Regional Services and Retail

## KEY FINDINGS

- The interchange is an untapped asset with tremendous upside economic development potential.
- A lack of utility infrastructure (particularly sewer at the interchange and existing capacity issues in other areas of the study area) are a hindrance to achieving the county's economic development potential.
- Availability of and access to tremendous water capacity is a strategic advantage that can help target certain industries to Clinton County.
- The county's agricultural heritage is a foundation of its current economic success as well as a key to its success in the future.
- The workforce needs of the area need to be served with enhanced and targeted educational opportunities and partnerships with local and regional educational institutions as well as enhancements to local quality of place assets to support attracting and retaining new workforce to the community.

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## Section 2

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# Background and Economic Development Principles

Economic development planning incorporates significant consideration for land use, infrastructure, quality of life, and design issues to secure the financial health of a community. These plans encourage diverse job growth, diverse land use mixes and strong growth in the community tax base. To help ensure success, there are four planning factors that should guide plan development.

### Planning Factors

- 1. There must be a strong component of “rubber meets the road” action items** that provide for easier implementation and greater accountability to the community, in addition to being influenced by well documented philosophy and academic theory.
- 2. Good plans are not just one person’s opinion in a vacuum,** but rather the reflection of the will of a broad representation of impacted stakeholders.
- 3. Communities that fail to plan, plan to fail.** Good strategic community planning is critical if scarce resources are to be maximized in the most productive and efficient way.
- 4. Planning just for the sake of planning is a mistake.** Therefore, having a solid plan for implementation is more important than the plan itself.

All too often good thinking and hard work are put into plans that wind up on someone’s shelf collecting dust. Implementation is the hardest part of any planning effort, but it is also the most critical.



## Background

Clinton County is in a strong regional geographic position located between the urban centers of Lafayette and Indianapolis (See Exhibit A). The county is also located in close proximity to some of the fastest growing areas in the state of Indiana including Zionsville, Whitestown and Lebanon. These areas are not only experiencing residential growth, but a significant expansion of their non-residential base as well.

This planning process is focused on developing an economic development strategy for Clinton County, Indiana. The general study area includes all of the nearly 19,000 acre Tax Increment Financing (TIF) district located between the City of Frankfort and Interstate 65 (See Exhibit B). While the study area includes the entire TIF district, a more detailed focus is given to the areas along the State Road 28 corridor and around the State Road 28/Interstate 65 interchange.

To develop a background for this plan, existing primary planning documents for both Clinton County and the City of Frankfort were reviewed. These documents included the following:

- Clinton County Comprehensive Plan
- City of Frankfort Comprehensive Plan
- Frankfort Economic Development Plan
- State Road 28 Overlay District
- Clinton County Unified Development Ordinance
- City of Frankfort Zoning Ordinance

This plan includes economic development objectives, land use, and infrastructure strategies within the study area and the development of specific actions to implement plan recommendations. This process establishes an approach to economic development in Clinton County that is driven by market realities and the vision of the community. This process includes a review of the feasibility of development/redevelopment of the area and identifies key infrastructure needed to service the economic development area. Site due diligence is included to help identify general site development constraints due to existing conditions, including a review of previously identified wetlands, drainage, topography, documented environmental considerations, transportation access, land use, and commonly identified floodplains.

A steering committee was assembled and they met several times to complete the following:

- Outline the strengths, weaknesses, opportunities and threats (SWOT) facing the County
- Establish the critical economic development goals for the county
- Identify key issues facing the area
- Outline key strategies to assist in implementing the vision of the plan.

Additionally, key stakeholders were identified and interviewed to achieve a better understanding of the existing market conditions and future development opportunities that may present themselves within the study area.

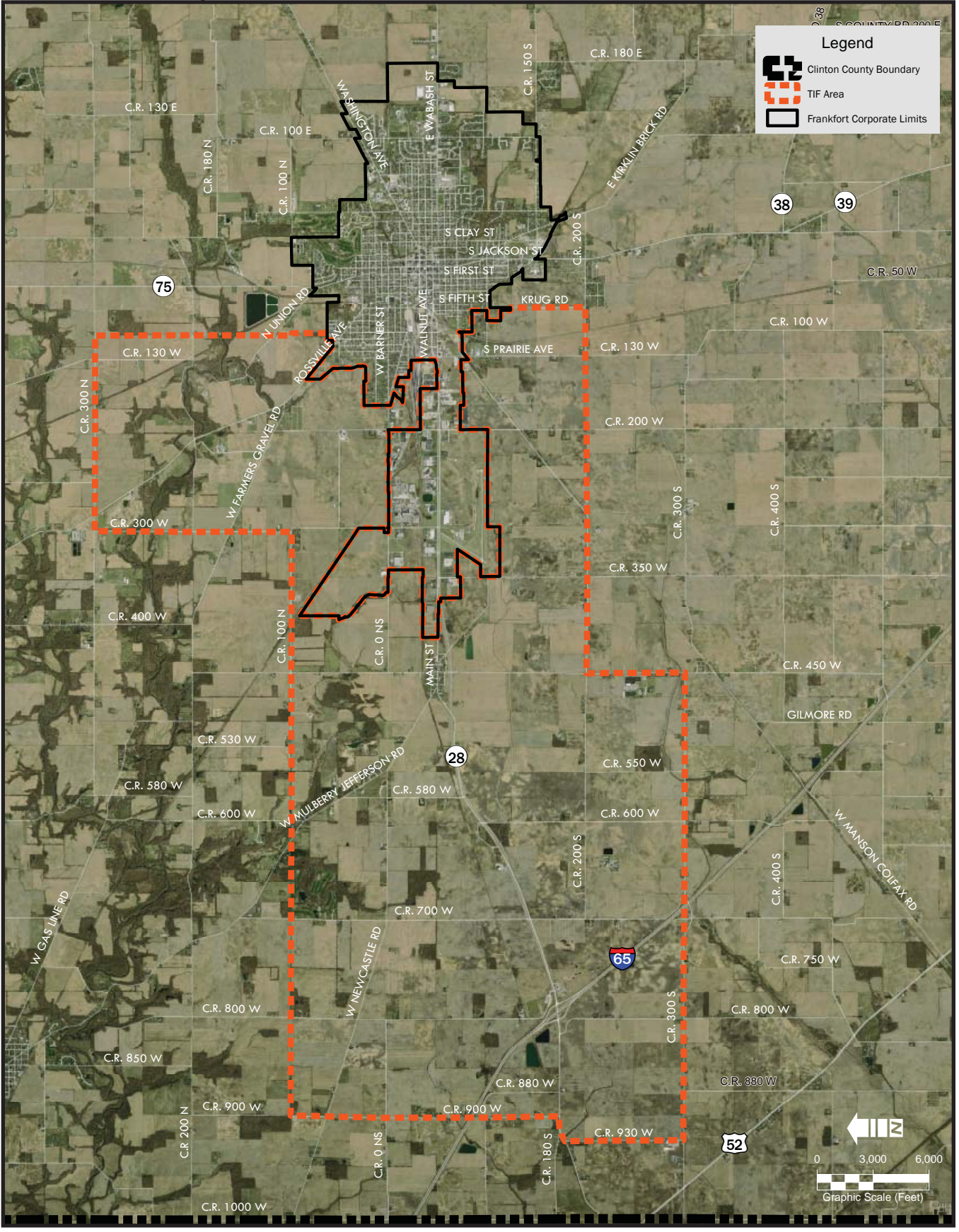
*This process includes a review of the feasibility of development/redevelopment of the area and identifies key infrastructure needed to service the economic development area.*



# EXHIBIT A: Proximity Map



# EXHIBIT B: TIF Map







## Chief Economic Development Principles

Economic development means different things to different people. Traditionally, economic development has focused on the building of wealth in a community. Creating high wage jobs, building infrastructure to support assessed valuation growth and (therefore tax base) and finding ways to provide support and incentive to local business within the community to contribute to this growth.

More recently, economic development is beginning to focus on the development of quality of place to support traditional economic development efforts. With the state's shift away from a traditional property tax structure to a more income/sales tax based structure, it is becoming increasingly more important to ensure where someone chooses to live and shop rather than where they work. While building quality places has always been an important factor in economic development, the need to attract and retain a talented workforce for your community and region has never been more important than now.

There is much more to a site selection decisions than just location and incentives, such as:

- The quality of life of the community
- The development constraints of the area that might lead to risk in site selection
- The strength and quality of the community
- The commitment of community leaders to do what is necessary to ensure the long-term community strength.

## Areas of Focus

### Quality of Place

Communities that are experiencing strong economic development success are already implementing strategies to enhance their attractiveness for livability. Numerous metrics are used to gauge relative quality of place, but generally they include such things as:

- Quality K-12 education systems
- Higher education opportunities
- Diverse healthcare options
- Diverse neighborhoods
- Strong public safety factors
- Sufficient density to support certain local services
- Specific amenities such as individual sports facilities, trails, public gathering spaces, and recreation areas
- Local and regional shopping and restaurants
- Community activities and culture
- Community heritage





People are choosing to move to cities and towns that offer amenities associated with a high quality of life, where one can live safely and work profitably, with multiple opportunities to entertain themselves during leisure time. Aspects of a desirable community include quality design, good schools, and neighborhoods. Other attractive aspects include restaurants, retail, cultural amenities (such as the arts or history) and natural features that enrich one's life. Businesses and industries are moving to communities that offer these elements because this is where they find their next generation of talented employees. Talented employees are moving to communities they find attractive and then searching for a job in that place. This is different than the pattern of previous decades where employees found a job and relocated to that place. Communities with a high quality of life are experiencing an economic renaissance more rapidly than other communities across the country.

This study area is impacted by both local and regional efforts to enhance the overall quality of life of the region. Locally, the amenities of the City of Frankfort will, in large part, influence the overall quality of place of the area. Much of the area lies within the Clinton Prairie School District which is rated favorably when compared to other school districts nearby and around the state. In 2015 US News and World Reports gave the district a bronze rating for strong performance and outperforming the state average on standardized tests. Regionally, the study area is influenced by the quality of place efforts being made in Lafayette, Kokomo and Boone County. There are significant efforts in these nearby communities to enhance the regional quality of place and this bodes well for Clinton County as part of the region.

Inside Indiana Business recently noted that Area Development Magazine conducted a survey of site selection consultants across the county. According to the survey, the top ten ranked criteria for business and industry location decisions are:

1. Labor costs
2. Highway accessibility
3. Availability of skilled labor
4. Availability of advanced information and communication services
5. Construction costs
6. Energy availability and costs
7. Corporate tax rates
8. Crime rate
9. Available buildings and shovel ready sites
10. Tax exemptions/incentives

Two of the top three criteria are focused on the availability and cost of the community's workforce. This reinforces the need for communities to focus on improving their quality of life so they attract and maintain a workforce in the community, not just infrastructure and site availability.



## New Business Attraction

The area that gets the most attention when it comes to economic development is the attraction of new jobs and new investment in the community from businesses that are not currently located within the community. To address this critical component, it is important to understand the factors that often influence site selection decisions for potential businesses. These include:

1. Economic development is a competitive process. Every community must understand that it is vying with other communities, locally and nationally, to sell itself to businesses. Many business location decisions are driven by site selectors, developers and real estate brokers assisting businesses in their decision making process. This process used to be a process of selection, but has become more of a process of elimination. Often candidate locations are weighed against one another and, one by one, locations are removed from the list because of a failure to reach an assessment metric in the decision process. In some cases, these metrics are physical in nature, such as interstate or utility access. In other cases, these metrics are tied to less physical factors such as a community's responsiveness to requests for information or coordinated local leadership.
2. Money, while not the only factor, plays a major role in decision-making. As point one above demonstrates, many factors go into a site-selection decision. Still, in the end, the unavoidable requirements of business dictate that locating in a particular community must make good, solid economic sense. No matter how alluring your community is, if your tax structure, incentive programs and development costs don't match a business' projected pattern of financial resources, or if locating to your area will impose excessive extra expenses, then site selectors have no choice but to look elsewhere.
3. Prompt responsiveness may be a vital component of a location decision. Communities must be prepared to act quickly and within the time-frame specified by the business. Usually, these dates are not suggestions; they are deadlines that must be met. This includes information requests, on-site visits, procedural approvals and every other aspect that helps a business make quick location decisions. Time is money, and often a prompt response equals success.
4. Companies are risk averse. Site selectors choose locations that present minimum risk to their clients. In the minds of many business leaders, the least amount of risk translates directly into the greatest chance for success. Be aware of the risks your community may pose to an incoming business, and remove or mitigate as many as you possibly can.

Attracting businesses to your community is definitely a competition. Sitting back and waiting will not be likely to result in successful economic development. Rather, as in most competitions, the people who do the best job of executing the fundamentals often score the most wins.



## Business Expansion/Retention

While new business attraction often gets the attention in economic development, much more bang for the buck comes when existing businesses choose to grow and expand within the community. Statistics show that up to 70% of job growth in a community comes from existing businesses, not new businesses. By helping local businesses grow and expand, these businesses grow deeper roots in the community. This not only helps expand and stabilize the local economy, but also helps foster a sense of community stewardship in the businesses themselves. This will encourage these businesses to invest in the community outside of their current building, increasing the overall quality of life of the community. Communities that understand the important need to “grow their own and keep them at home”, and therefore put in place strong programs to engage and support these businesses, are the ones that will achieve long-term economic stability.

## Workforce Development

Workforce development has always been a critical component of community economic development, but in today’s economic climate, having access to an adequate pool of appropriately skilled workers is not just important to supporting current business operations but is also essential to new business attraction efforts. Workforce development has come to describe a relatively wide range of activities, policies and programs, used locally and regionally, to create, sustain, and retain a viable workforce. Having in place the right relationships with higher education institutions and vocational services, in order to offer training and continuing education, will be critical for an area’s long-term economic success. Equally important is ensuring that local K-12 educational institutions are promoting preparation to college bound students, (especially in enhanced Science, Technology, Engineering and Mathematics (STEM)), and vocational training opportunities, co-ops, apprenticeships and internships to those that may not choose the path of a four-year college.



## Marketing and Branding

Ultimately economic development is the binder in which the various details of the facets of a community are brought together and organized in order to articulate a community's unique story. A community must implement marketing strategies to promote themselves and grow their local economies while telling this story. The most effective marketing strategy for economic development is a well designed website. This has consistently been reported by both economic developers and site selectors. Face- to-face marketing strategies also received high marks, but for most site selectors, the website is the first point of contact during the site selection decision making process, rather than personal interaction with staff.

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## Section 3



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### Existing Conditions

One of the first steps of getting where you want to go is knowing where you start. Understanding your existing conditions also allows you to set the benchmarks to measure future success. Healthy communities share certain benchmarks communities can use to gauge their vibrancy.

The Indiana Office of Community and Rural Affairs (OCRA) has been providing services to small cities and rural areas for decades. Community Vitality Indicators (CVIs), adopted by OCRA, are a great tool to quantify the economic health of rural communities, and are a good reference for determining current conditions. The



## OCRA Community Vitality Indicators

### Population Growth

Population growth is the change in the population, resulting from a surplus (or deficit) of births over deaths and the balance of migrants entering and leaving a geographic area.

### Per Capita Personal Income

This is the mean income received in the past 12 months computed for every man, woman, and child in a geographic area. It is derived by dividing the total income of all people at least 15 years old in a geographic area by the total population in that area.

### Assessed Value (AV)

The total dollar value assigned to all real property, improvements, and personal property subject to taxation.

### Educational Attainment Rate

This measures changes in the educational status of each community by age and by level of education completed.

### Public School Enrollment

This is the total number of children (K-12) enrolled in public schools in a geographic area as a percentage of the population under 18 years of age.

### Public High School Graduation Rate

This is the percentage of students who graduate in four years with a regular high school diploma.

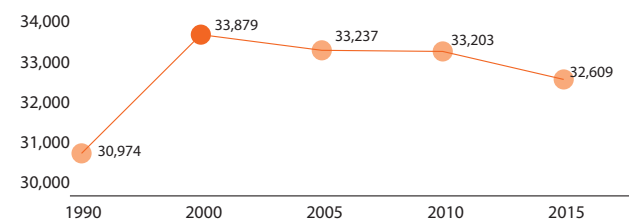
While these are not the only indicators of a community's health, or their economic development success or future potential, they are a reasonable starting place for a community in self-assessing its current position. What follows in this chapter is a snapshot of the demographic profile, environment development constraints, and current zoning expectations in Clinton County.

## Population

The population of Clinton County has recently started a slight downward trend from a peak population of 33,879 in 2000. The estimated 2015 population was 32,609. Population projections also show a continued slight decrease in the overall county population.

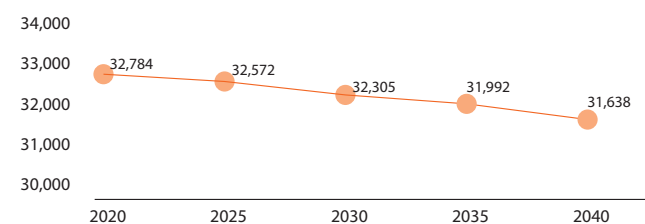
While the population of Clinton County is decreasing, the county is situated between two of the faster growing counties in the state, Boone and Tippecanoe. Economic development opportunities have a strong ability to draw from the growing populations in these adjacent communities.

Clinton County Population (1990-2015)



Source: U.S. Census Bureau, American Community Survey

Clinton County Population Projections (2020-2040)



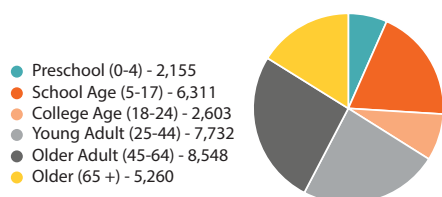
Source: STATS Indiana





Older adults (ages 45-64) make up the largest group in the overall population, closely followed by young adults (ages 25-44). The two smallest groups are preschool (ages 0-4) and college age (ages 18-24). The median age in 2014 was 38 years, as compared to 37.2 years for the state of Indiana. Overall, both the state and the county have been trending older, with an increase in the median age every year since 2009.

Population Estimates by Age, 2015



Source: U.S. Census Bureau, American Community Survey

| Median Age (Years) |             |         |
|--------------------|-------------|---------|
| Year               | Clinton Co. | Indiana |
| 2009               | 36.4        | 36.4    |
| 2010               | 37.3        | 36.6    |
| 2011               | 37.6        | 36.8    |
| 2012               | 37.8        | 37.9    |
| 2013               | 37.9        | 37.1    |
| 2014               | 38.0        | 37.2    |

Source: U.S. Census Bureau, American Community Survey

The division between men and women in Clinton County is fairly even throughout the population. There are slightly more women than men in the groups age 65 and older. Most age groups are almost exactly 50/50. The population pyramids show that Clinton County is close to average in comparison to the state of Indiana in the distribution of gender/age throughout the population. The county has a slightly larger percentage of elderly population in both the men (ages 80-94) and women (ages 75-79).

## Income and Labor Force

The annual unemployment rate for Clinton County has been reduced from 4.0% in 2015 to 3.6% in 2016. This rate is slightly less than the 2016 rate for the state of Indiana, 4.2%.

While the per capita personal income for Clinton County is around \$5,000 less than that of Indiana, the median household income is almost equal to the State median. Clinton County has seen a steady rise in the per capita income from 1994 to 2014. The county also has a lower poverty rate (12.6%) than that of Indiana (15.2%).

| Income and Poverty<br>Clinton County vs. Indiana - 2014 |             |          |
|---------------------------------------------------------|-------------|----------|
|                                                         | Clinton Co. | Indiana  |
| Per Capita Personal Income                              | \$34,116    | \$39,578 |
| Median Household Income                                 | \$49,945    | \$49,384 |
| Poverty Rate                                            | 12.6%       | 15.2%    |
| Poverty Rate Among Children Under 18                    | 19.6%       | 21.2%    |

Source: U.S. Bureau of Economic Analysis; U.S. Census Bureau; Indiana Family Social Services Administration

Per Capita Income Over Time (1994-2014)

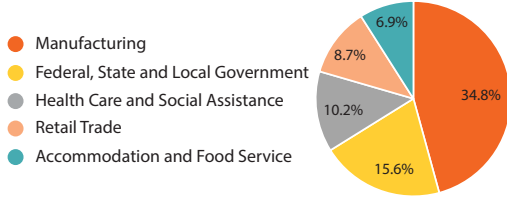


Source: U.S. Bureau of Labor Statistics and Indiana Department of Workforce Development



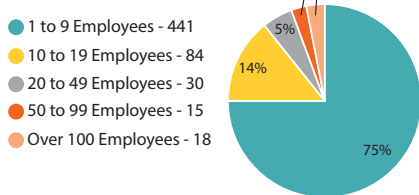
Manufacturing makes up the largest employment industry in Clinton County at 34.8%. Federal, state and local government is the second largest at 15.6%, followed by health care and social assistance, retail trade, and accommodation and food service. Most of the business establishments in the county are small, having only 1-9 employees. Only 3% of the business establishments have over 100 employees.

Clinton County Employment by Occupation, 2014



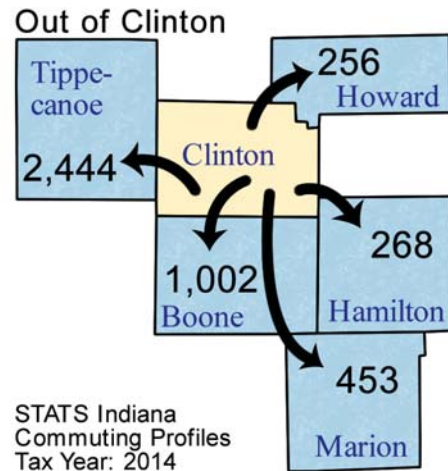
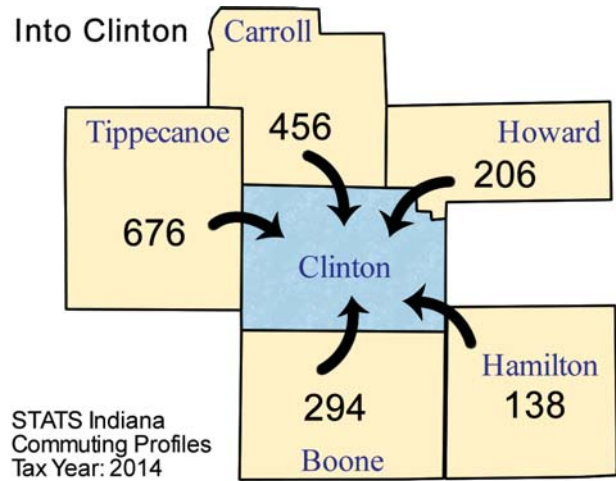
Source: U.S. Bureau of Labor Statistics and Indiana Department of Workforce Development

Clinton County Establishments by Number of Employees, 2014



Source: U.S. Census Bureau, American Community Survey

Only 13% of the workforce within Clinton County are residents of a different county. Most of the workforce lives and works inside the county. A majority of the workers who are commuting into the county are residents of Tippecanoe County and Carroll County. Workers that leave Clinton County to work in other counties are mainly going to Tippecanoe County and Boone County.

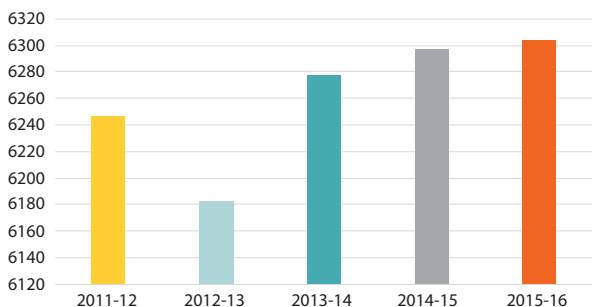




## Education

Clinton County has seen an increase in the enrollment into public school in the past five years. The 2012-2013 school year was the lowest by far, at a little over 6,180. 2015-2016 was the highest at a little over 6,300.

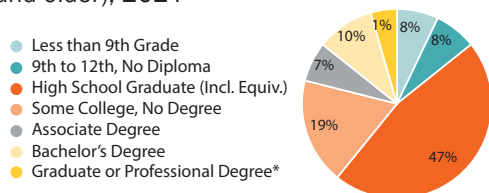
Clinton County Public School Enrollment (Pre-K through 12th Grade)



Source: Indiana Department of Education; U.S. Census Bureau, American Community Survey

The level of educational attainment in Clinton County has trended upward over the past 25 years in the number of individuals that have attained some level of college to those that have secured graduate or professional degrees. The high school graduate level remains the largest level of attainment as of 2014, however. Despite the increases during this period, the overall educational attainment levels generally remain behind other counties north and south of Clinton County along the Interstate 65 corridor.

Clinton County Educational Attainment (Population 25 and older), 2014



Source: U.S. Census Bureau, American Community Survey  
\*Graduate or professional degrees data include doctorate degrees

## Community Vitality Indicators - County Comparisons

The socio-economic data presented thus far is useful in understanding a snapshot of Clinton County. However, to better understand Clinton County's position within the region and the state, it is helpful to understand how the county compares to adjacent and similar counties.

In 2013, a team of researchers and practitioners from Purdue University developed a new typology in 2013 to define Indiana's counties. Three core elements form the classification systems: (1) population size; (2) population density; and (3) the size of the largest city or town in the county. The researchers and practitioners also considered the "identity" that people had of their county. The classification breaks down as follows:

|                    |                                                                                                                                                                                                                                               |
|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Urban</b>       | <ul style="list-style-type: none"> <li>■ Population: Over 100,000</li> <li>■ Density (people per square mile): Over 200</li> <li>■ Population of largest city: Over 30,000</li> <li>■ Identity: Urban</li> </ul>                              |
| <b>Rural/Mixed</b> | <ul style="list-style-type: none"> <li>■ Population: 40,000 – 100,000</li> <li>■ Density (people per square mile): 100 - 200</li> <li>■ Population of largest city: 10,000 – 30,000</li> <li>■ Identity: Rural with larger town(s)</li> </ul> |
| <b>Rural</b>       | <ul style="list-style-type: none"> <li>■ Population: Less than 40,000</li> <li>■ Density (people per square mile): Less than 100</li> <li>■ Population of largest city: Less than 10,000</li> <li>■ Identity: Rural</li> </ul>                |

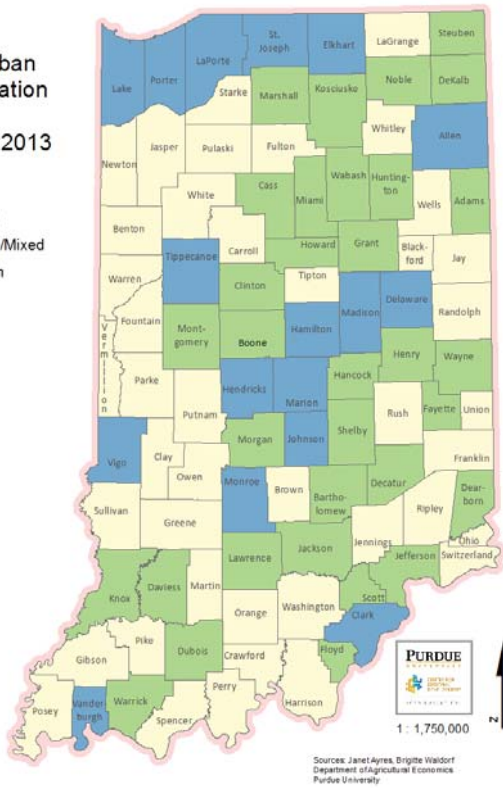
Source: [www.ruralindianastats.com](http://www.ruralindianastats.com)



**Purdue  
Rural/Urban  
Classification**

Indiana, 2013

- Rural
- Rural/Mixed
- Urban



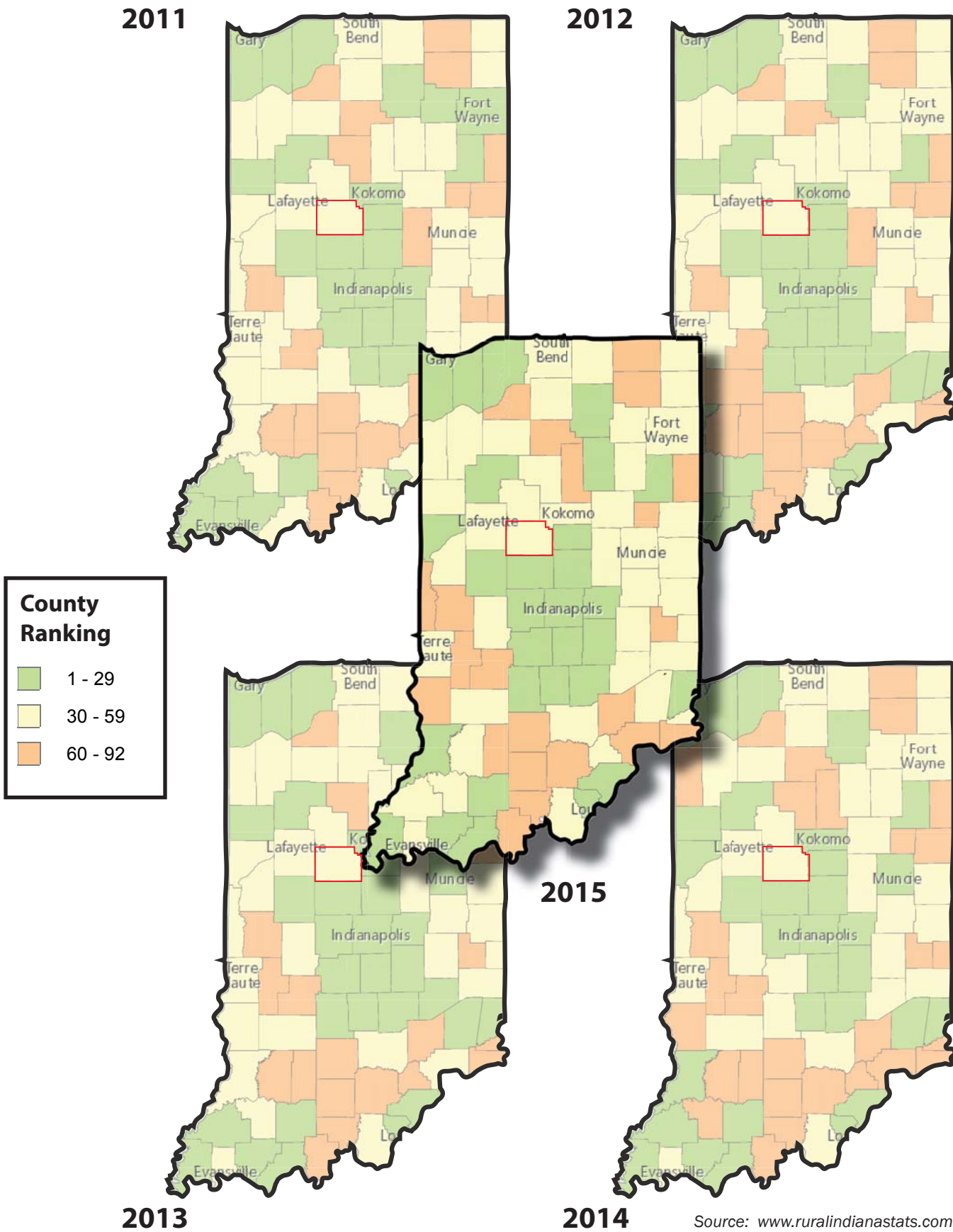
Source: [www.ruralindianastats.com](http://www.ruralindianastats.com)

The following table illustrate how Clinton County has ranked statewide and among other rural/mixed counties in 2011 and 2015.

As the table shows, Clinton County has made considerable improvements in nearly all of the Community Vitality Indicators, which is a testament to the community. As can be illustrated in the thumbnail maps o the following page, Clinton County has likely benefited from adjacent counties surrounding it which have consistently ranked in the top counties in the state for community vitality indicators.

| <b>Community Vitality Indicators Comparison</b>                             |                        |         |                        |         |
|-----------------------------------------------------------------------------|------------------------|---------|------------------------|---------|
|                                                                             | <b>2011</b>            |         | <b>2015</b>            |         |
| <b>State Ranking</b>                                                        | 54 of 92               |         | 51 of 92               |         |
| <b>Ranking by Geographic Classification</b>                                 | 21 of 30 - Rural Mixed |         | 21 of 30 - Rural Mixed |         |
| <b>Population Estimates</b>                                                 | 33,035                 | Rank 51 | 32,609                 | Rank 51 |
| <b>Public School Enrollment as Pct. Of Population Under 18 Years of Age</b> | 72.30%                 | Rank 20 | 74.40%                 | Rank 12 |
| <b>Public High School Graduation Rate</b>                                   | 85.70%                 | Rank 60 | 91.80%                 | Rank 39 |
| <b>Pct. Population with Associates Degree or Higher</b>                     | 19.70%                 | Rank 73 | 22.20%                 | Rank 56 |
| <b>Gross Assessed Value Per Capita</b>                                      | \$63,646               | Rank 56 | \$72,640               | Rank 41 |
| <b>Per Capita Personal Income</b>                                           | \$32,114               | Rank 63 | \$34,675               | Rank 77 |

Source: [www.ruralindianastats.com](http://www.ruralindianastats.com)





The following tables explore how Clinton County compares to its adjacent neighbors, broken into rural, rural mixed, and urban classifications. While Clinton County has improved most of its indicators since 2011, it still lags behind adjacent rural/mixed counties. It is much closer in ranking to Tippecanoe, an urban county, and Carroll, a rural county. Though it doesn't rank above the

other counties, it is very likely gaining some of the benefits from adjacent counties performing well. Smart economic development decisions can help strengthen some of the indicators in which Clinton County trails others and increase its standing within the state.

| Community Vitality Indicators Comparison - Rural/Mixed Adjacent Counties - 2015 |          |         |           |         |            |         |          |         |
|---------------------------------------------------------------------------------|----------|---------|-----------|---------|------------|---------|----------|---------|
|                                                                                 | Clinton  |         | Boone     |         | Montgomery |         | Howard   |         |
| <b>State Ranking</b>                                                            | 51 of 92 |         | 1 of 92   |         | 17 of 92   |         | 31 of 92 |         |
| <b>Ranking by Geographic Classification</b>                                     | 21 of 30 |         | 1 of 30   |         | 11 of 30   |         | 14 of 30 |         |
| <b>Population Estimates</b>                                                     | 32,609   | Rank 51 | 63,344    | Rank 26 | 38,277     | Rank 39 | 82,556   | Rank 18 |
| <b>Public School Enrollment as Pct. Of Population Under 18 Years of Age</b>     | 74.40%   | Rank 12 | 68.95%    | Rank 45 | 68.90%     | Rank 44 | 72.80%   | Rank 20 |
| <b>Public High School Graduation Rate</b>                                       | 91.80%   | Rank 39 | 97.30%    | Rank 3  | 97.80%     | Rank 2  | 87.80%   | Rank 57 |
| <b>Pct. Population with Associates Degree or Higher</b>                         | 22.20%   | Rank 56 | 50.70%    | Rank 3  | 23.60%     | Rank 45 | 27.60%   | Rank 31 |
| <b>Gross Assessed Value Per Capita</b>                                          | \$72,640 | Rank 41 | \$121,088 | Rank 3  | \$84,663   | Rank 22 | \$68,487 | Rank 51 |
| <b>Per Capita Personal Income</b>                                               | \$34,675 | Rank 77 | \$62,603  | Rank 2  | \$38,092   | Rank 45 | \$37,356 | Rank 52 |

Source: [www.ruralindianastats.com](http://www.ruralindianastats.com)



| Community Vitality Indicators Comparison - Urban and Rural Counties - 2015  |                |         |                |         |                |         |                |         |
|-----------------------------------------------------------------------------|----------------|---------|----------------|---------|----------------|---------|----------------|---------|
|                                                                             | Urban Counties |         |                |         | Rural Counties |         |                |         |
|                                                                             | Hamilton       |         | Tippecanoe     |         | Tipton         |         | Carroll        |         |
| <b>State Ranking</b>                                                        | 3 of 92        |         | 45 of 92       |         | 9 of 92        |         | 50 of 92       |         |
| <b>Ranking by Geographic Classification</b>                                 | Urban 2 of 16  |         | Urban 14 of 16 |         | Rural 1 of 40  |         | Rural 20 of 40 |         |
| <b>Population Estimates</b>                                                 | 309,697        | Rank 4  | 185,826        | Rank 7  | 15,267         | Rank 80 | 19,586         | Rank 73 |
| <b>Public School Enrollment as Pct. Of Population Under 18 Years of Age</b> | 76.70%         | Rank 56 | 58.60%         | Rank 82 | 80.70%         | Rank 5  | 57.80%         | Rank 86 |
| <b>Public High School Graduation Rate</b>                                   | 94.10%         | Rank 20 | 92.70%         | Rank 34 | 96.80%         | Rank 5  | 93.90%         | Rank 22 |
| <b>Pct. Population with Associates Degree or Higher</b>                     | 62.40%         | Rank 1  | 43.20%         | Rank 4  | 28.30%         | Rank 25 | 26.00%         | Rank 35 |
| <b>Gross Assessed Value Per Capita</b>                                      | \$108,386      | Rank 7  | \$65,410       | Rank 62 | \$101,381      | Rank 10 | \$84,725       | Rank 21 |
| <b>Per Capita Personal Income</b>                                           | \$64,386       | Rank 1  | \$34,725       | Rank 76 | \$40,280       | Rank 25 | \$38,695       | Rank 38 |

Source: [www.ruralindianastats.com](http://www.ruralindianastats.com)



## Demographic Summary

Clinton County's demographic profile presents as a mixed bag when compared to the areas that OCRA uses to evaluate the relative health of a rural/mixed community. The most concerning statistic is the downward trend of overall county population. This has a direct impact on workforce availability and may indicate a lack of the quality of place amenities that are necessary to support population and workforce attraction. Current income levels and educational attainment levels also speak to the current workforce status of the county and must be taken into consideration when considering the types of businesses and jobs that the county wants to attract in the future.

The good news is that the county has improved greatly since 2011 in most community vitality indicators. By investing in plans for future economic development and following through on recommendations in this plan, Clinton County should be in a position to continue to improve their indicators, and bring themselves up from middle of the pack.





## Physical Development Considerations and Zoning

As defined in section 2, the study area includes all of the nearly 19,000 acre Tax Increment Financing (TIF) district located between the City of Frankfort and Interstate 65. This section will review the physical development conditions and zoning classifications that exist within the study boundary including hydrology, topography and soils conditions. Because of the large size of the study area, there have been eight (8) districts created that tend to have common development potential or development characteristics. It is likely that these areas will experience development interest on similar timelines and will be similarly impacted by the constraints identified within this plan. It is also likely that each of the geographies within each of the areas will require similar strategies to overcome the identified constraints.

Area 1 is along the US 28 corridor. Area 2 is northwest of Frankfort including the land around the landfill. Area 3 is the area in the northwest part of the study area. Area 4 is the ground north of the interchange. Area 5 is the ground south of the interchange. Area 6 is the southwest part of the study area. Area 7 is the area south of Frankfort including the Clinton County Municipal Airport. Area 8 is the area adjacent to the Frankfort Industrial Park.

## Study Area Descriptions

Area 1 is largely zoned A-1 (Agricultural). Approved density is no more than one dwelling unit per twenty acres. Area 1 also includes B-5 (Agribusiness) and B-4 (General Business). The portion of Area 1 that borders the city of Frankfort is zoned R-2 (Low-Density Residential), B-4 (General Business), and I-1 (Light Industrial).

Area 2 is largely zoned A-1 (Agricultural). There is a section of the northern portion of this area that is zoned LD (Landfill District) and is the site of the municipal solid waste landfills. The portion of this area closest to the City of Frankfort is zoned I-1 (Light Industrial), R-2 (Low-Density Residential), and B-3 (Roadside Business).

Area 3 is primarily zoned A-1 (Agricultural) with two small pockets of R-1 (Rural Residential – comprised primarily of) and R-4 (High-Density Residential).

Area 4 includes a large portion of A-1 (Agricultural) with areas of B-4 (General Business) and B-5 (Agribusiness) near the Interstate 65 interchange.

Area 5 includes a large portion of A-1 (Agricultural) with areas of B-4 (General Business) and B-5 (Agribusiness) near the Interstate 65 interchange.

Area 6 primarily zoned A-1 (Agricultural) with two small pockets of R-1 (Rural Residential).

Area 7 is largely zoned A-1 (Agricultural). The portion of this area closest to the city of Frankfort is zoned I-1 (Light Industrial), R-2 (Low-Density Residential), and B-4 (General Business).

Area 8 is zoned I-1 (Light Industrial) where it borders the City of Frankfort. The western part of this area is zoned A-1 (Agricultural).



## Hydrological Concerns

Exhibit C maps several significant hydrological concerns which impact the overall development potential of the study area, including the South Fork Wildcat Creek and its subsequent flood zone (located in the north portion of Area 2). Not only do wetlands perform vital ecological functions, they can limit development potential due to additional considerations that must be made in regards to building foundations, floor elevations and site access. Additionally, the study areas contain a multitude of presumed wetlands and small streams/creeks which could impact potential development. The highest concentration of these features are within Areas 2, 3, 4, and 5. While these wetlands have not been officially delineated by this study, there is evidence on USGS/IDEM mapping that provides strong indication of wetlands as generally depicted in Exhibit C. Soils in wetlands tend to be hydric and poorly drained, which can cause high water tables and further strains on development.

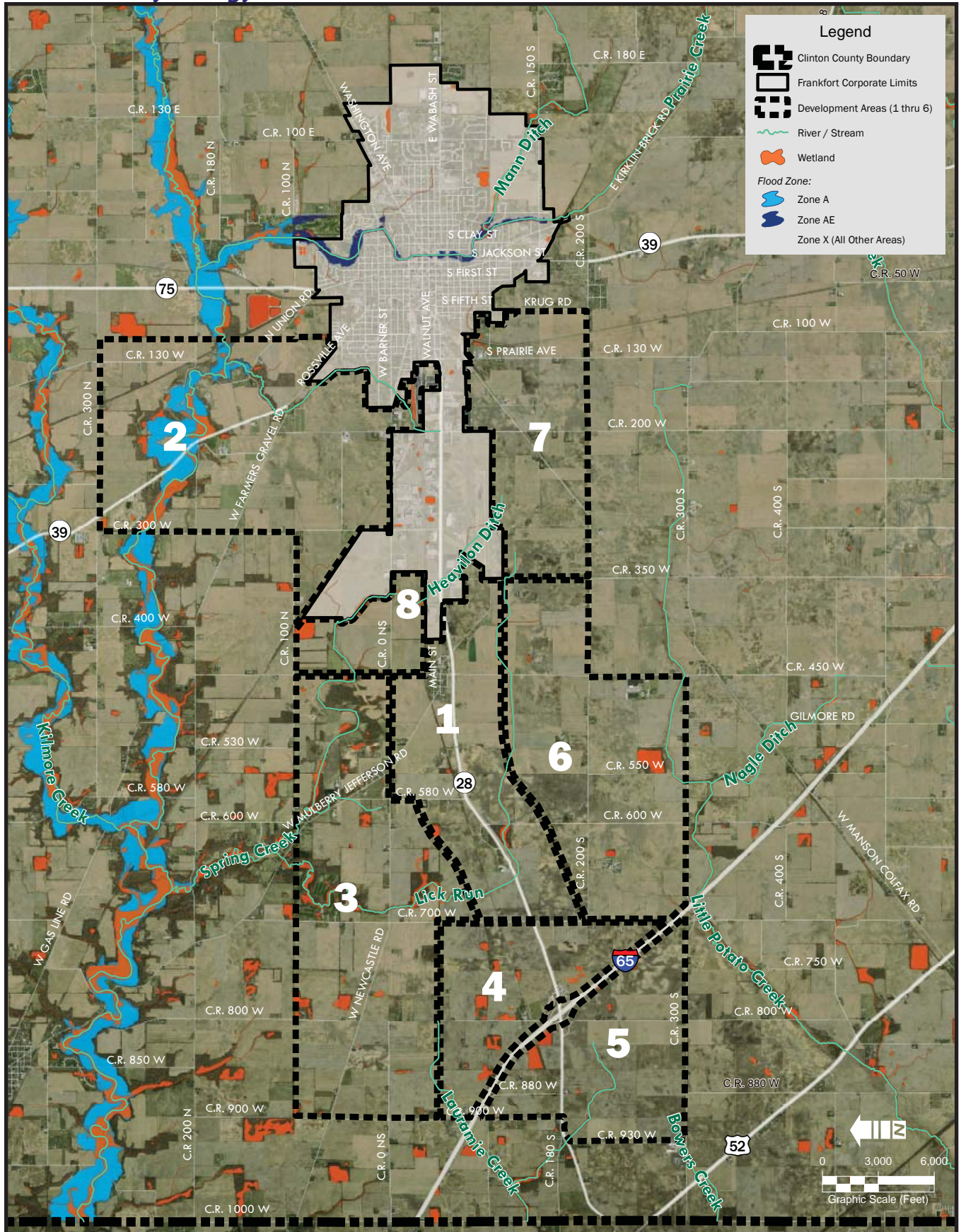
## Topography

Exhibit D identifies the locations of the most significant topographical challenges in the study area. The areas where there is a higher concentration of dark grey indicates a steeper slope and greater grade change. The areas where there is less of a concentration of dark grey indicates a more gradual grade change. Slopes tend to correlate with the location of flood zones and wetland areas, as shown in Exhibit C. Areas 1, 4, 5 and 8 benefit from mostly gentle rolling topography that support future development opportunities. Steep slopes can limit development opportunities by making development more expensive due to site access and building foundation considerations.

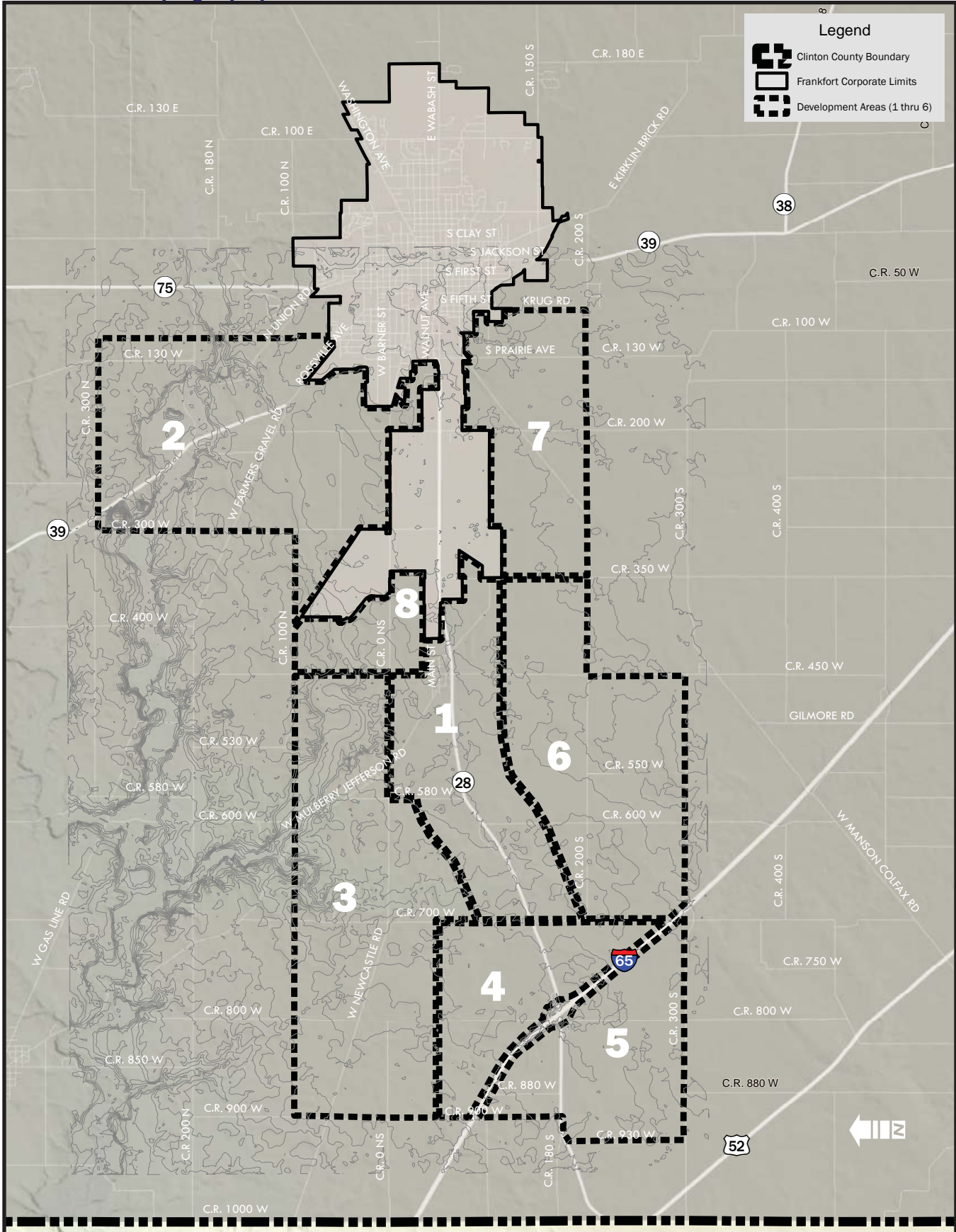
## Prime Farmland

Exhibit E indicates the general classification of the study areas as it relates to prime farmland. Much of the soil in the study area is classified as prime farmland, or has the potential to be prime farmland if drained. Those soils that are classified as not prime farmland are mostly located in the wetland areas, streams and creeks and in the currently developed areas closer to the City of Frankfort and Interstate 65 in areas 3, 8 and 2. Large pockets of prime farmland should be protected where viable, especially on the outer boundaries of the study areas.

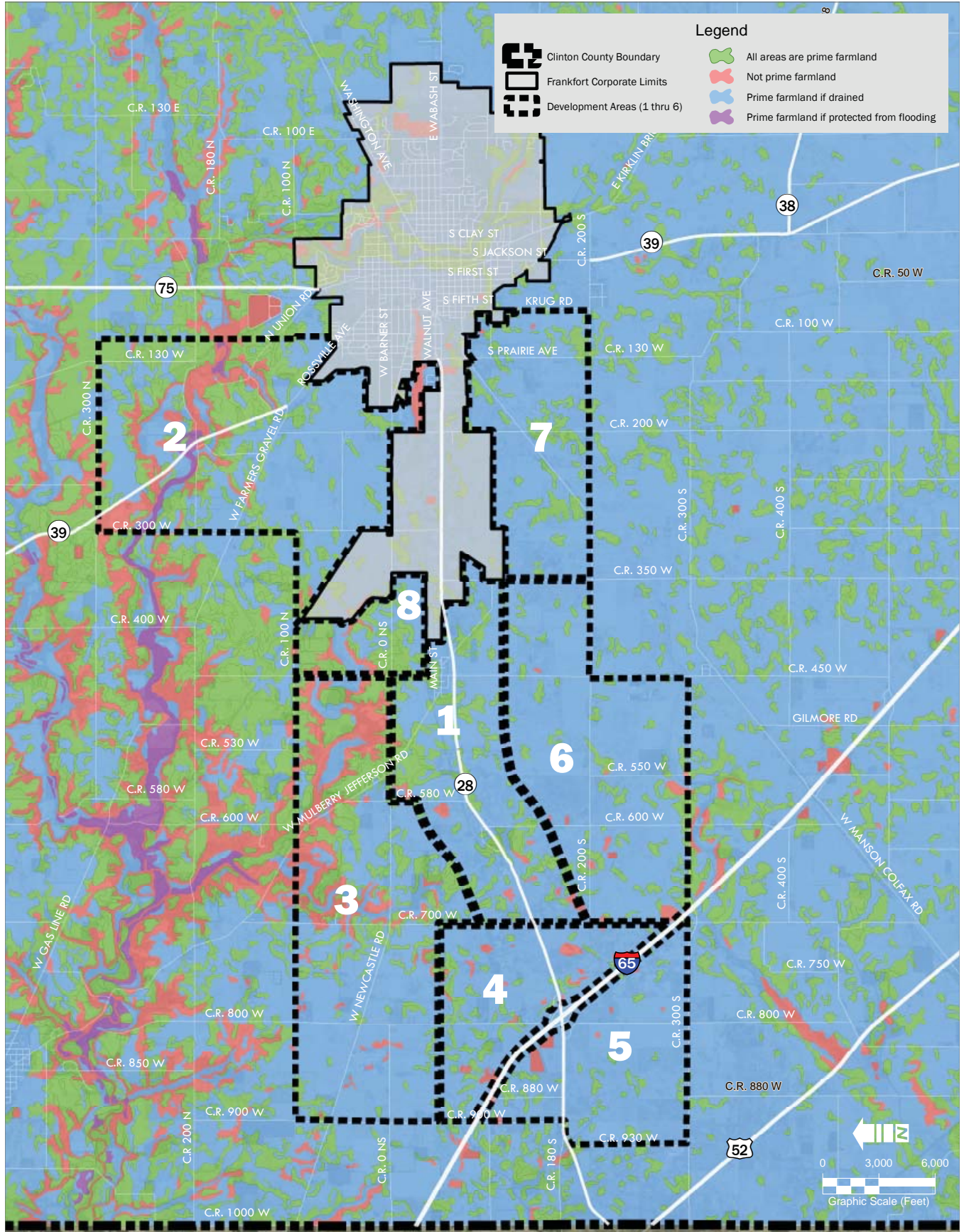
# EXHIBIT C: Hydrology



# EXHIBIT D: Topography



# EXHIBIT E: Prime Farmland





## Existing Zoning

Exhibit F illustrates the existing zoning for the study areas. Following are the descriptions for zoning designations within the study area.

### Zoning Descriptions

A-1, Agricultural: Farming and related uses such as farmsteads, woodland, ponds, and confined feeding

B-1 - Not in study area

B-3, Roadside Business: Commercial uses primarily accessible by automobile and often include planned shopping centers and clusters of buildings, which share parking and access.

B-4, General Business: General business uses to meet the needs of a regional market which are located along major transportation routes away from residential areas

B-5, Agribusiness: Business and manufacturing to support uses for the agricultural community

I-1, Light Industrial: Areas for the development and expansion of manufacturing and wholesale business establishments, which operate primarily within enclosed buildings

LB - Not in study area

LD, Landfill District: Location of municipal solid waste landfills.

PB- Not in study area

R-1, Rural Residential: 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

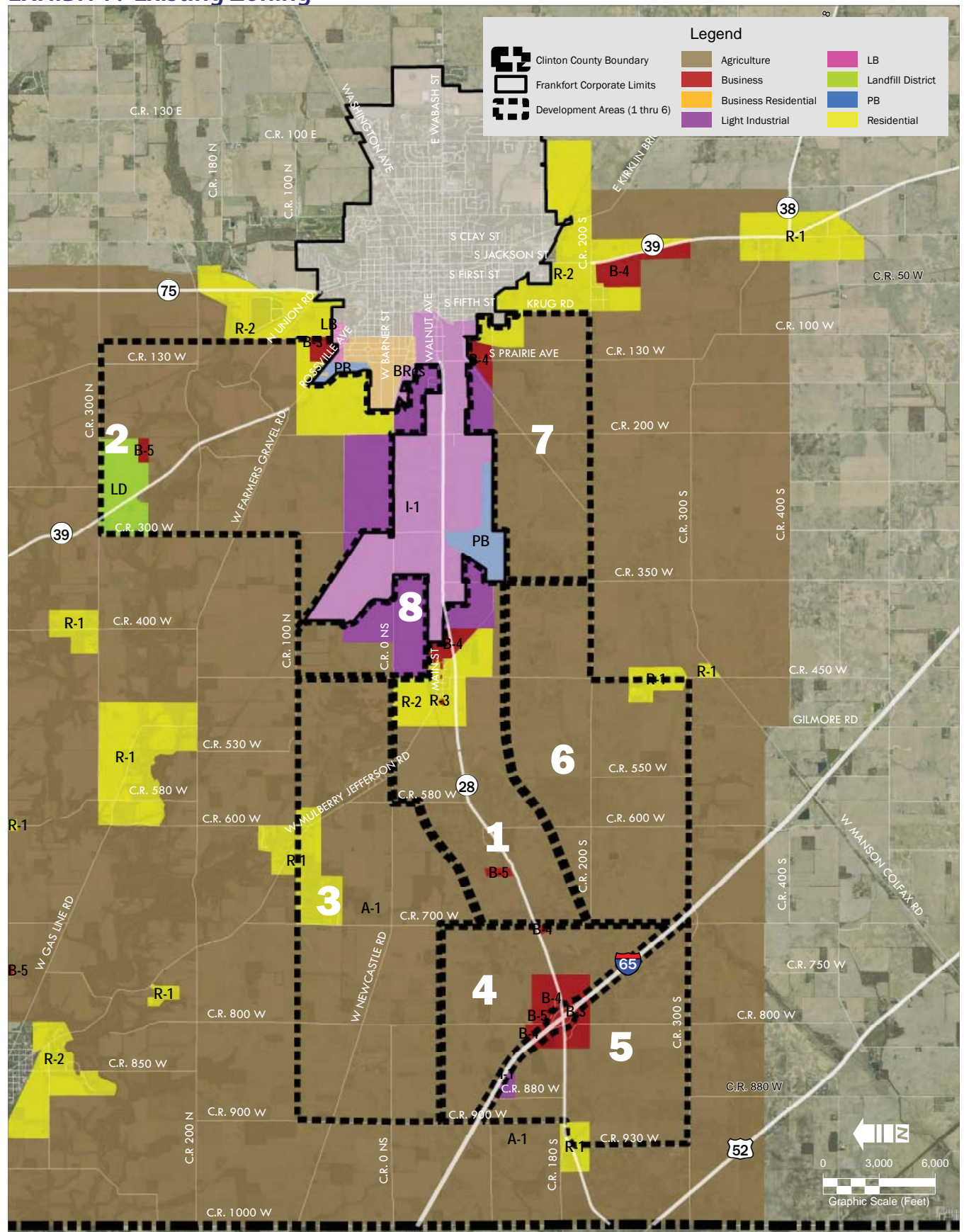
R-2, Low-Density Residential: This area includes residential in the incorporated city and urban growth areas, which is proposed for low-density single-family use

R-3 - Not in study area

R-4, High-Density Residential: Areas for a wide range of dwelling unit types including multi-family dwellings and mobile home parks

## Summary

# EXHIBIT F: Existing Zoning





Clinton County is in a position to build upon the positive improvements made to several community vitality indicators, including:

- Public school enrollment as a percentage of population under 18 years of age
- Public high school graduation rate
- Percent of the population with an associates degree or higher
- Gross assessed value per capita
- Per capita personal income

However, even with these improvements, the county's statewide ranking has not changed since 2011 and remains middle of the pack among all Indiana counties and in the bottom third of rural/mixed counties similar to Clinton County. This is likely due to the fact that other Indiana counties have improved their own community vitality indicators as the state's economy has improved. Population growth remains a challenge with a continued projected slight decrease. However, the county is in position to benefit and build upon the population growth occurring in Tippecanoe, Boone and Hamilton Counties, which border the county to the northwest, west, and south.

Within the study boundary, many challenges to development exist in the northern portions of areas 3, 8 and 2, namely steep slopes when compared to the other areas, wetlands, flood zones and poor soils. Areas 4 and 5 are the most ideal for development, due to the lack of environmental constraints previously mentioned, and easy interstate access.



## Section 4



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### Issues Identification

Throughout this planning effort, several keys issues have been identified through discussions with stakeholders, steering group committee members and analysis of the existing conditions. These issues are front and center to improving the economic development climate for Clinton County. Solutions to these issues and constraints provide opportunities for the county and will position them in much stronger economic development position.



## Issues Identification

### Undeveloped Interchange

One of the greatest assets that a community can have to support economic development is an interchange on an interstate highway. Clinton County is fortunate to have one, but no significant economic development has occurred at the interchange because of the lack of utilities available. The interchange represents the single best underutilized opportunity for long-term economic development success for the County.

### Infrastructure Considerations

#### Limited sewer capacity

As mentioned previously, the major reason that significant development has not occurred at the Interstate 65/State Road 28 interchange is the lack of utility service, chiefly the absence of sanitary sewer service. There are several options to provide sewer service to the interchange including, but not limited to, the county developing an independent service provider, a combination public/private partnership or the extension of services from the City of Frankfort. Clinton County should investigate several avenues to find the best solution for the short-term and long-term development of the interchange.

#### Abundant access to water

One strategic advantage for the community is the significant aquifers that serve the study area and which provide a virtually inexhaustible capacity to access water to serve economic development efforts. This is one factor that has created strong industry cluster and a strategic advantage for the area in attracting high water users such as food processing.

## Thoroughfare improvements

Great access exists to Interstate 65 and State Road 28 as major thoroughfares that can support economic development efforts. Additional key road improvements have been made to serve projects like Con-Agra that have opened up several properties for development. With the further development of major corridors like County Road 0 the area will be well served by a network of adequate roads to serve short and long-term economic development efforts.

## Internet and broadband

These days, access to high speed internet is as critical to business attraction efforts as sewer and water. Clinton County has opportunities to expand these services through partnerships with other utility providers and utilize the access to dark fiber backbones in the area to create broadband connectivity as a unique strategic advantage and differentiator within the region.





## Opportunities

### Agricultural heritage

Clinton County has a long history of agricultural land use. Possessing some of the most productive tillable ground in the state, the county plays a big role in the agricultural strength of the state. While this plan envisions the future development of some of this ground, it is important to note that this development will occur over an extended period of time and even in the long-term the vast majority of the study area will remain in agricultural use. One target for future economic development should be agribusiness facilities that capitalize on the agricultural heritage of the county and the current facilities already located in the county.

### Access to rail service

The heart of the study area is currently served by rail service. Several of the existing industrial uses in the area take advantage of this rail access and additional property can be served with future rail access. While not every site selection project requires rail access, the combination of rail and interstate access will create an opportunity to compete for projects with only a select few other areas.

### Local airport

The Clinton County Municipal Airport is a key asset for the county. Certain businesses rely on reasonable access to airports to support corporate services. It is unlikely that this airport would ever support significant freight traffic, but scheduled improvements to extend the runway and improve services at the airport will allow the facility to support the modern jet traffic that corporate users are seeking. Having access to this facility should support business attraction efforts for the types of uses that are desired within the TIF area and especially at the State Road 28-Interstate 65 interchange.

## Keys to Success

Economic development is a competitive process. Factors such as regional amenities and trade areas certainly impact a community's ability to be successful, but there are fundamental local criteria that must be in place for any community to experience successful economic growth in a very competitive economic development environment. Among these are:

### Strategic investment is essential to long-term sustainability

Being ready for development opportunities is a critical part of being successful. While site selection decisions used to be made over several months, they are now made in a few short weeks. This means that communities that have not invested in critical infrastructure to open sites for development or are not prepared to do so as part of a public/private partnership, are often left without sites to market and lose the deals before they are even considered. This is especially true at the Interstate 65/State Road 28 interchange. The county is already unable to respond effectively because of the lack of basic infrastructure in the area.

### Messaging your local advantage

At the heart of economic development is telling a good story. Clinton County is a proud and successful community with a strong economic development heritage. There are true local business successes and a desire to create a progressive, vibrant future for the community. In order to compete from an economic development perspective, it is critical that we develop, hone, and sell our stories if we wish to compete regionally and globally. Establishing the tools to create, package, and sell that message will be important for Clinton County to achieve its long-term vision.



### Local collaboration is essential

Trusting the people whom you do business with is another part of mitigating risk. Being able to demonstrate that local entities work together and are interested in common outcomes is one of the first things that site selectors look for in communities. Being in a position to commit to things such as infrastructure construction and incentives, and then being able to deliver on that commitment, will help secure deals. It will also set the tone in the broader development community that it is safe to do business with the community in the future.

Clinton County has a proven track record of doing all of these things and that has set a tone in the development community that Clinton County is a place to do business. Building on this reputation moving forward will be a strategic advantage in future economic development efforts.

### Maintain solid internal processes

Just as important to securing an economic development opportunity for your community is closing the deal. In order to do this, communities need to have the resources and procedures in place to respond quickly and accurately to prospects. Clinton County is well positioned with a single point of contact locally to act on requests, prepare economic development data to respond quickly and responsibly to incentive requests, and establish the internal mechanisms to provide clear, concise and consistent messaging that will help drive decision making processes and deliver economic development success. Clinton County currently does a good job in responding to economic development opportunities and this is proven by the recent site selection success that have been achieved.

### Plan for the future, but be flexible

It is important to have a plan and a guide for what you want as a community. However, a plan is only as good as the best available information at the time the plan is written. Opportunities for development often occur in the middle of a plan's implementation. In some cases these opportunities, while good and worth pursuing, were never anticipated by the original plan. This is especially true for Clinton County given the large area of study and the geographic diversity of potential development areas. Flexibility is essential to ensuring that good decisions are made throughout the life of the plan. This flexibility must be tempered, however, by establishing the correct vision and strategies to provide a decision making framework that can evaluate future opportunities and ensure the best decisions are made. Establishing the criteria to make the best decisions will ensure consistency in the implementation of the plan, maintain the spirit of the plan as future decisions are made, and allow the required flexibility to deliver the best long-term development within the community.

Decisions must be made for the short and long-term. Short-term success is key to successful plan implementation, but truly sustainable economic success is a long-term proposition often taking years to see the complete implementation of strategies identified in the plan. Communities are hungry for development to occur and when good opportunities are presented, communities should aggressively pursue them. Sometimes, however, early opportunities may not be in the best long-term interest of the community. Clinton County will only get one opportunity to define its gateway along Interstate 65. This is why, in some cases, it is critical for decision makers to say no. This is very difficult to do as nobody wants to walk away from a potential deal, but sometimes saying no to a project is the best decision.



## Public/Private Partnerships

Rarely does successful economic development occur where there is not a combination of both public and private investment. This type of public/private partnership can take many forms, but is ultimately an effort to successfully implement a common vision in a more efficient and cost effective manner than may exist without such coordination. This is done while at the same time attempting, as best as possible, to limit the risk to each party.

These partnerships may result in, among other things:

- The construction of needed infrastructure
- Vertical construction of buildings for sale or lease
- Development of public amenities such as parks and open spaces
- In some cases cross marketing and competitive incentivization of targeted business types

Whatever approach is chosen, such partnerships are increasingly separating winning and losing communities, especially when it comes to development and redevelopment within the community core.

## Incentives

Being willing to offer local incentives to a project is essential if you want to make the short list in a site selection process. Potential tools include:

- Tax Increment Financing (TIF)
- Tax abatement
- Utility credits

These tools may or may not be required to secure a particular deal, but the upfront acknowledgment that such things can be negotiated is a critical checkbox on most

site selector's initial due diligence sheets. Clinton County should develop an internal understanding of the types of criteria they are looking for in a project, including such items as:

- Job numbers
- Wage levels
- Amount of investment
- Business types

The county should make sure that local economic partners understand those expectations. The offer of local incentives is also a prerequisite to the State of Indiana offering incentives toward a project. Not every deal will require incentivization, and those that do will most likely require unique packages that may not be the same as previous deals. Flexibility, a strong understanding of the details of a specific site selection project, and a willingness to be strategically creative will usually result in a deal that is mutually beneficial.

It is worth noting that the areas within the County TIF are not currently annexed to the City of Frankfort. While this may occur over time, it will likely be some time before the city annexes to the interchange. For the foreseeable future, development in these areas, especially at the interchange, will not be subject to the city property tax rate. This results in an effective long-term tax abatement for projects that would choose to develop inside the County TIF and a strong regional competitive advantage.

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## Section 5

# Vision and Objectives

The vision for the Clinton County Economic Development Strategic Plan is to outline the direction of Clinton County's future economic development direction. The development of this vision was the result of many working group meetings and stakeholder input. It was important for the vision to be comprehensive yet tailored to the current issues and conditions of Clinton County.

One factor influencing the future of the area reviewed as part of this study is the need to balance the existing economic development success of the western areas of the City of Frankfort with the development opportunities that exist around the largely undeveloped interchange at Interstate 65 and State Road 28. The overall vision and objectives of this plan are to build upon the existing momentum of the area around Frankfort, for projects such as ConAgra Foods, while activating the untapped development potential of the interchange.



The reality for all communities is that growth, in some form, is a necessity if communities are to be sustainable in the long-term. As costs of service increase, communities must continue to grow their tax base in order to maintain services, let alone expand or enhance services beyond current levels. The way a community grows, however, may differ greatly from community to community. The key is establishing an expectation of growth that is in line with the desires of the community, but respectful of market realities.

Beneficial growth and development in Clinton County, occurs when there are symbiotic relationships between the following:

- Market demand and conditions
- Property owner's desires
- Potential buyer/developer desires and abilities
- A community's desires and policies.

Based on the data gathered as part of this planning effort, growth within the study area is desired in the form of light industrial, retail, technology, research, agricultural services, or a combination of these forms. These desired business sectors for growth are suitable for the study area and will complement the existing business community, so the community should begin working to set the framework for successful attraction of these industries.

To speed up economic development activities and maximize the potential development capacities in the study area, it will be critically important to stimulate activity with public investment in infrastructure. These investments, however, should be strategically linked to public/private development partnerships to ensure that the public investment is married to an appropriate ration of private capital investment and job creation as well. The right partnerships can help ensure the maximum return on public dollars invested and help create the best alignment of resources to maximize economic development success.



## Objectives

The findings and recommendations of this planning effort are driven by the primary objectives listed below. These objectives were developed by the committee with consideration of previous planning efforts, stakeholder input, and the analysis of base data collected as part of this planning effort. These objectives form the base from which the remaining plan elements are derived and serve as the guiding principles in the development of recommended future action items identified later in this planning document. These objectives include:

- Stimulate and expedite growth within the Tax Increment Finance (TIF) area
- Prioritize the interchange in the overall economic development strategy of the community as an economic development engine and an inviting gateway to the community.
- Preserve the State Road 28 corridor for future economic development opportunities.
- Respect the agricultural heritage of the community in future development and land use activities.
- Pursue strategic infrastructure investment that supports the key areas that have been identified for future economic development activities.
- Become an economic development destination that possesses sites and assets that are unique to the region and attractive to high quality/high wage businesses that have limited environmental impacts to the community.
- Promote Clinton County has a great place to live, play and learn in addition to being a great place to do business.
- Ensure that future development will complement other commercial areas in the county, not compete with them (especially downtown Frankfort).
- Grow the community's skilled workforce population to support the long-term economic vitality of the community.
- Promote a diverse tax base for the long-term economic health of the community.

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## Section 6

# Development Potential

The area inside of the Tax Increment Financing (TIF) district that makes up the study area for this plan will define the future financial sustainability of Clinton County. There are short-term and long-term infrastructure issues that will need to be addressed for the area to fully realize its development potential. With that understanding, the successes that have taken place in the area in recent years, specifically the Con-Agra deal, prove that the area is geographically positioned to compete for economic development opportunities in the future. This chapter will outline what some of those opportunities are in the short to long-term, what the expectations are for the mix of uses in the area, what the character expectations are for certain areas within the plan, and how development may orient itself around the Interstate 65/State Road 28 interchange.



## Key Development Areas

As was noted in the Existing Conditions chapter of this plan, because of the large geography of this study area it is essential that it be broken into smaller areas for consideration if we are to understand realistic development potential within the area. General land use and development phasing will be discussed later in this chapter.

### Area 1 - State Road 28 Corridor District

This is the area generally covered by the existing State Road 28 overlay district. It has a mix of residential and agricultural uses currently, but provides an opportunity for a mix of uses in the future including industrial, commercial, and mixed density residential. Development in this area will likely initiate from east to west from Frankfort toward the interchange.

### Area 2 - North TIF District

This area has development potential especially in the areas that are most easily served by utilities from Frankfort. A mix of uses is anticipated in this area including industrial to the southwest and residential on the southeast. Depending on the future of potential energy reclamation from the landfill, there may be additional industrial development in the northern part of this district as well.

### Area 3 - Northwest TIF District

This area will support future industrial development along the County Road 0 corridor, but the vast majority of this district will remain residential and agricultural.

### Area 4 - North Interchange District

This area is discussed in detail in the Conceptual Development Plan section later in this chapter,

but with the addition of key infrastructure improvements at the interchange, a mix of industrial, commercial and higher density residential is possible.

### Area 5 - South Interchange District

This area is discussed in detail in the Conceptual Development Plan section later in this chapter, but with the addition of key infrastructure improvements at the interchange, a mix of industrial, commercial and mixed density residential is possible. Residential is especially likely in the southern parts of this district further away from the interchange.

### Area 6 - South TIF District

This area will support future industrial development along the County Road 200 S corridor, but the vast majority of this district will remain residential and agricultural.

### Area 7 - Tech Park District

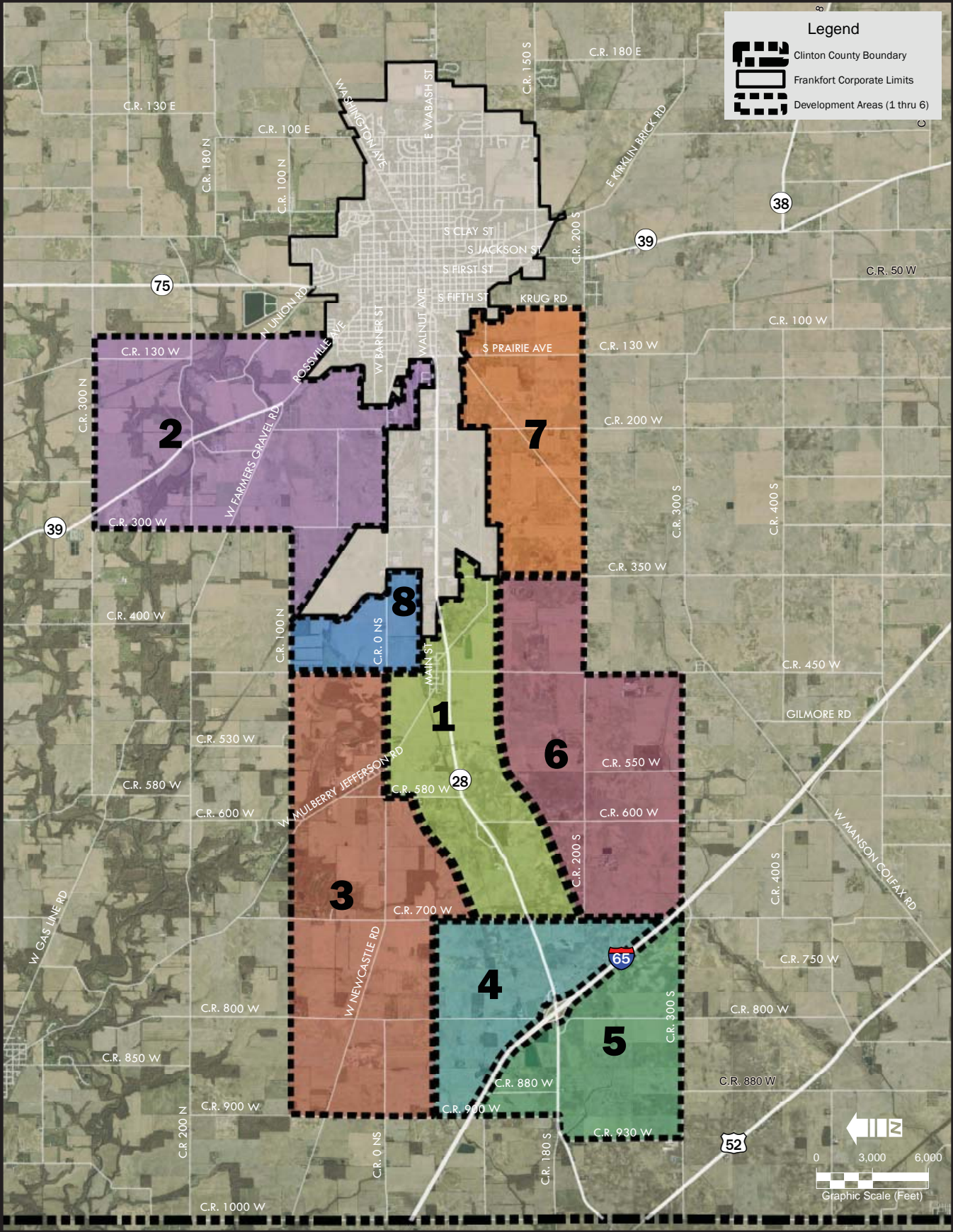
This district has the potential for a mix of uses including residential and industrial/office. The City of Frankfort has envisioned the potential of a technology focus for future development in this area. Given its proximity to the current city limits and the Clinton County Municipal Airport, along with a targeted effort to develop the amenities necessary to attract technology users, this area might be able to attract the anchor user required to make this district successful.

### Area 8 - Frankfort Industrial District

This area is a natural location for the expansion of the types of uses currently found in the Frankfort Industrial Park. Accessibility to municipal utilities, though currently constrained by capacity issues, as well as access to recent road improvements serving Con-Agra, open up several hundred acres of short-term development opportunity.



# EXHIBIT G: Development Areas





## Recommended Future Land Uses

### Land Use

Given the large geography of the study area, a variety of land uses will be appropriate as the area develops in the long-term. The key to successful, sustainable development is to achieve the right balance of uses to energize the entire study area. This means developing the right mix of retail services, primary employers, and potential residential alternatives is critical to the long-term success of the area. Also important is the supportive connectivity to Frankfort and the rest of the County. Exhibit I, and the text that follows, breaks down the proposed land uses for the study area.

### Industrial (LI and LIMU)

It is anticipated that industrial uses will be contained closer to the interchange, close to the existing Frankfort Industrial Park and at key locations along the State Road 28 corridor. While the industrial sites may lend themselves to a future mix of facility sizes, the current trend has been toward larger footprint manufacturing facilities. This district focuses on office and light industrial uses such as distribution centers, manufacturing and wholesale establishments that are clean, quiet, and free of hazardous or objectionable elements and operate entirely within enclosed structures.

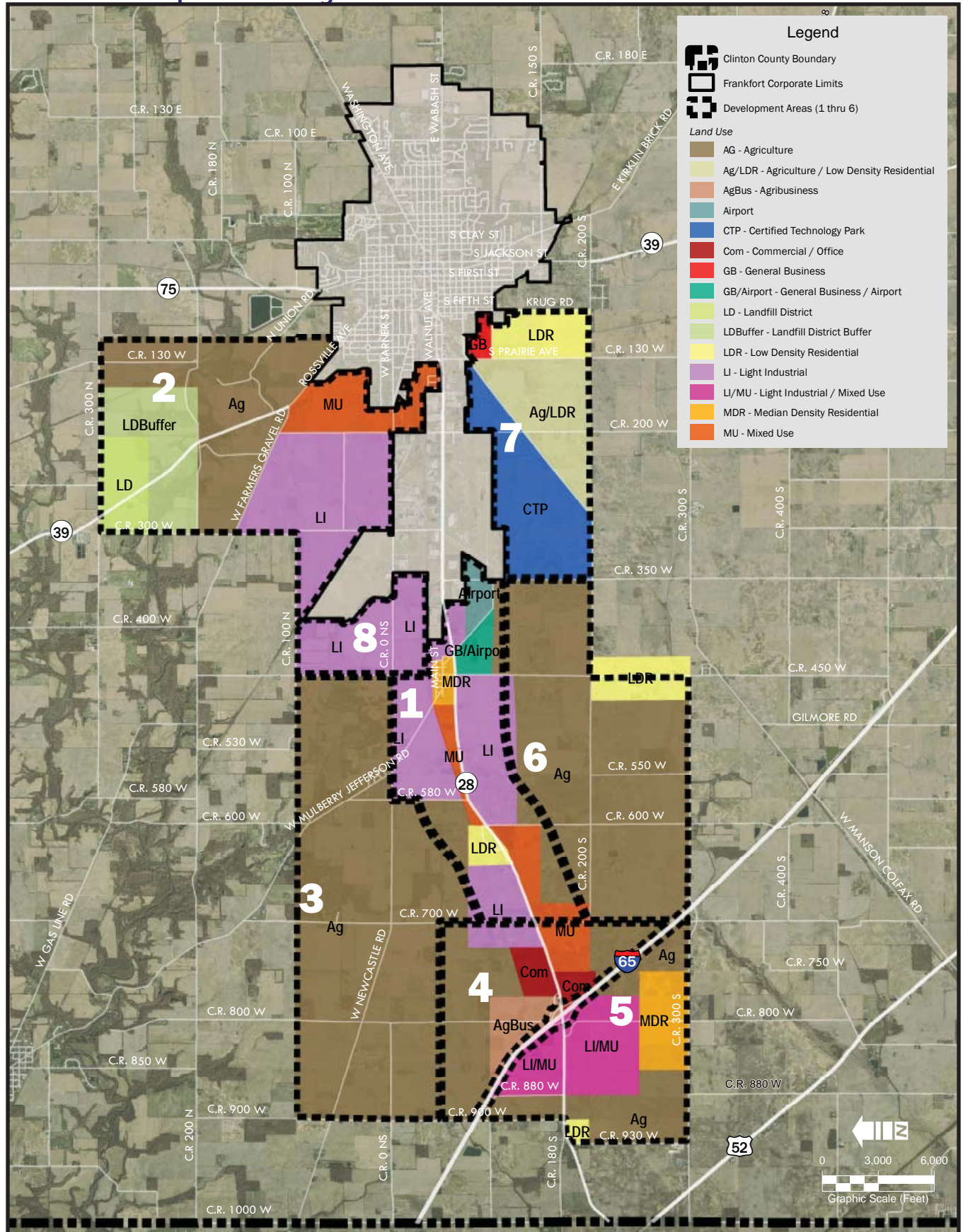


### Commercial (Com)

The interchange has a few commercial uses and it is anticipated that future commercial development will likely occur at or near the interchange. These commercial uses should be developed to support both local demand and the interstate traveler demand for services. Specifically, there appears to be an opportunity for future quality hotel/hospitality facilities, restaurant options, and general retail shopping. Some of these facilities exist in other parts of Frankfort and at other locations north and south along the interstate corridor, but there is an underlying need to enhance and expand quality commercial uses at the interchange to support future growth and demand within the study area. National chains and larger facilities tend to be more appropriate at the interchange, while more “mom and pop” and specialty retailers may be more appropriate closer to downtown Frankfort. This does not mean that there are not opportunities for a cross-over of uses, but such decisions must be carefully coordinated to ensure success for both areas.



# EXHIBIT H: Proposed Zoning





## Residential (MDR)

Long-term economic success requires residential growth. Whether it is building workforce, tax base, or supportive disposable income for local businesses, growing the residential base of the community provides an essential asset for long-term success. There are areas that may be appropriate for detached single-family development in the northwest and southwest areas of the study area. Future residential may also be appropriate along CR 450 W and just southwest of the current corporate limits of Frankfort. Residential uses within the study area present the opportunity to engage a variety of residential types and densities, as well as promote the continued development of Clinton County as a location for all phases of life. Clinton County must embrace young professionals, growing families, college graduates, and retirees if it is to be a sustainable community. While higher density residential opportunities may exist in the future at the interchange, residential uses in that location should be secondary to the development of non-residential uses. It should also be noted that existing residential areas along the State Road 28 corridor must be considered with regard to any future development activity and that appropriate buffering and transitional uses should be considered to preserve the integrity of these areas.

## Agriculture (Ag)

Agriculture has been a significant part of the history and heritage of Clinton County and it continues to be a dominant land use in the community today. It is anticipated that while some areas within the study area will develop as the community grows, the vast majority of areas that are currently used for agricultural purposes will continue to be used as such for the foreseeable future. This is especially true as you move further away from the Interstate 65 interchange and the State Road 28 corridor.

## Technology Park (CTP)

This area is intended for industrial or office uses that focus on engineering or manufacturing technology to make production more efficient. These may include corporate offices, high tech manufacturing and research and development facilities. Uses in this category are clean, minimally obtrusive, and can be master planned in a campus setting. This land use classification is primarily found south of the Clinton County Municipal Airport.

## Mixed Use

These areas are intended to take advantage of the variety of uses that may be appropriate in these areas. While each district may have a variety of land uses develop over time, these districts are uniquely positioned to support multiple land uses. These mixes may include industrial, commercial, and residential uses. It will be important to ensure that the proper transitions and buffering are in place to support the long-term sustainability and successful development of these areas.

## Recreational Use

While not specifically identified on the map, it is anticipated that to support the desired quality of life in the area, it will be essential to encourage the development of recreational amenities in the area. These may include active areas for play like ball fields and playgrounds or more passive spaces like ponds and parks space.





## Targeted Industries

While a wide range of industry types are appropriate for the area inside the County TIF, assets within the area support the opportunity to focus attraction efforts on a few specific industry sectors. One of these sectors is agribusiness, specifically food processing and manufacturing. Clinton County has already developed a local industry cluster around these types of businesses. The physical presence of a cluster of existing food manufacturing and processing facilities including Con Agra, Frito Lay, Land O Lakes and ADM provides a strong foundation to support future development considerations. While not necessarily a direct physical impact to the development capacity of the study area, it is nonetheless a tremendous asset that directly impacts future development opportunities.

The geographic position to Interstate 65, availability of rail services, and the abundance of water capacity in the area all present opportunities to grow this business sector in the future. These assets, combined with the collective regional workforce and proximity to manufacturing centers in Kokomo, Lafayette, and Boone County also tend to support attracting light industrial and manufacturing uses as well as supportive research and development facilities.



## Development Phasing

Setting expectations is a critical part of any planning effort. Based on information provided by key stakeholders, it is known that prior to the economic downturn in 2008, conversations were ongoing with several potential users at the interchange. While those discussions are no guarantee of future opportunities, they are an indicator of potential future opportunity. As the economy continues to recover, it is important to drive successes in the short-term, while at the same time preparing for long-term opportunities.

What follows is an assessment of anticipated development timing for areas within the study area. While there is no certainty that one property will develop sooner than another, there are certain criteria that make earlier development more likely. Activities such as strategic investment in public infrastructure and the development of public private partnerships can change the market focus in a specific area and enhance the development likelihood of a given property. However, for the purposes of this analysis, the existing condition of the property was given the greatest weight and consideration.

## Short-Term Development Opportunities

When discussing short-term development opportunities it is important to differentiate between areas that are available for development and areas that are desired for development but are not yet prepared to support it. With the infrastructure investments that were made to support the Con-Agra project, there were nearly 300 acres of property made available for development. During this planning effort, it was discovered that while water and sewer are readily available to the properties, there are certain sewer capacity issues for Frankfort's current sewer utility that may impact short-term developability of parts of the study area. The City is actively pursuing expansion of their sewer plant which should provide the opportunity for expanded sewer service into the study area in the future. In the short-term, proposed users must be evaluated carefully to understand their impact to existing systems.

According to information received from the Clinton County Chamber of Commerce, the area around the interchange is being actively pursued by potential end users. Because the interchange is not currently served by utilities, however, the development capacity of the interchange is severely limited.

## Mid-Term Development Opportunities

If additional utility capacity becomes available, it is likely that development demand will expand at both ends of the study area near the Con-Agra development and on both sides of the interchange. It is anticipated that this development pressure will also begin to expand along the State Road 28 corridor. Planned improvements to the airport may make the properties around the airport attractive for certain types for development activity in the mid-term as well.



### Long-Term Development Opportunities

Long-term development opportunities not only include continued development at the interchange and along the State Road 28 corridor, but, with the potential expansion and improvement to County Road 0 and County Road 200 S, a second tier of development may be possible adjacent to the State Road 28 corridor. With proper infrastructure improvements, it may also be possible to see some success in the development of the area identified for potential technology focused development southeast of the airport.



## Development Character

The character of the proposed developments within the project area will play an important role in attracting potential tenants and their prospective customers. Generally, it is desirable to have a higher degree of architectural design at the interchange and along the State Road 28 corridor, with lesser standards being permitted for second or third tier uses off of the main corridors. The location adjacent to the Interstate 65 Interchange is the most visible location within the study area and will serve as the first impression for many people visiting the City of Frankfort. Given these factors, it is imperative that future development patterns and design character reflect a quality that exemplifies its visibility within the community and also its prominent location along the heavily traveled Interstate 65 corridor.

All development decisions made within the economic development area must be met with a scrutiny towards the higher standard of visual appearance and functional efficiency which people have come to expect in high quality communities. This does not mean that a strict set of design standards must be adhered to in order to meet development requirements. Rather, it suggests that the proposed development should possess an architectural quality which reflects the traditional nature of Clinton County while also exhibiting some unique and attractive design features.



In order to remain regionally competitive and attractive to developers, Clinton County needs to be careful not to place overwhelming design requirements on the area which are not supported by market driven factors. There is a delicate balance which must be achieved between market supported development standards and the locally desired character level. The county needs to make extra efforts to clearly define their visual quality and character expectations when it comes to the following key features of new developments in the area:

1. Architectural style
2. Efficient access
3. Business signage and environmental graphics
4. Easy to navigate for visitors
5. Fit, finish, and durability of exterior building materials
6. Roadside and buffer landscaping
7. Parking lot orientation and circulation patterns
8. Intersection treatments and key transportation corridor design

The preferred look and feel should be clean and consistent, but also allow for unique and creative character at the interchange. Design concepts should be consistent enough to create a sense of place for the interchange, while also being varied enough to create a visually interesting reason for visitors and residents to want to explore the interchange. Varied building storefront widths and cornice depth along with unique soffit and cornice features can provide important visual relief and shadow lines. Classic and durable design materials such as stone, brick, and exposed metal should be considered with a fresh color palette which goes beyond typical beige and light grey standards accepted in many commercial districts. Quality, durability, and visual appeal should be the driving factors behind future commercial development in the project area with careful consideration given to the most visually dominant architectural features. Industrial areas should avoid building finish materials including plywood, unfinished concrete or concrete panels, steel or aluminum curtain wall systems, plastics, and reflective glass.



## Infrastructure Improvements

### Utility Improvements

In order to respond to the need for utility service at the interchange, this study supported some high level analysis of alternatives that exist to provide that sanitary service. Several options exist to get service at the interchange. These options include, but are not limited to:

1. The City of Frankfort's utilities be expanded beyond the city limits to service the area at the interchange.
2. Clinton County pursue the development of a new public utility service provider near the interchange.
2. A public/private partnership be pursued to provide services to the interchange.
3. A private entity be engaged to provide services without partnership with a public participation.

All options should be investigated to find the best short-term and long-term alternative to maximize the economic development potential of the interchange.

### Thoroughfare Improvements

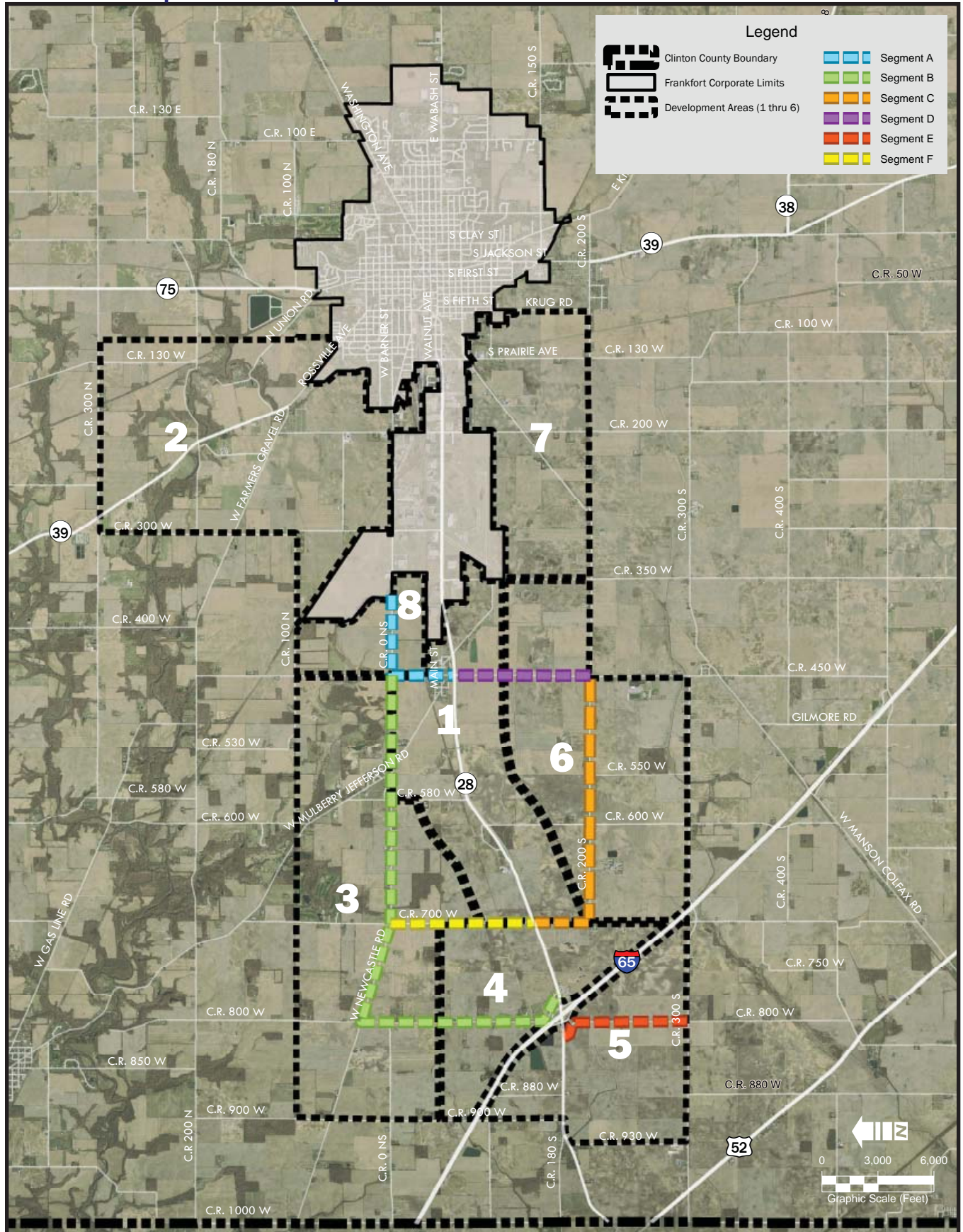
Exhibit I identifies major long-term thoroughfare improvements that will support development within the TIF area. County Road 0 expanding from the Con-Agra development to the west will open up additional properties that can be serviced in the short-term with utilities if the capacity issues are resolved with the Frankfort sewer treatment plant. It will also provide additional connectivity to the interchange if coupled with improvements to CR 880 W north

of the interchange. These are identified as Segments A and B of Exhibit I.

Segment C (County Road 200 S) opens up the southern area and could provide another collector option to developments around the airport and in the potential technology park. Improvements to Segment D (County Road 450 W) provide a midpoint connection option to State Road 28 and also connect the major collector frontage options of County Road 0 and County Road 200 S. Improvements to Segment F (County Road 700 W) have the same impact as County Road 450 W with the benefit of providing additional access near the interchange. Segment E (County Road 800 W) not only provides access to the interchange from the south, but also has the ability to enhance connectivity between Interstate 65 and US 52. This opens up tremendous development opportunity between the two major corridors.

As development occurs at the interchange, it will be important to work with INDOT to align access points accordingly along SR 28. This may include the relocation of CR 800 to provide additional separation between CR 800 and the interchange access ramps.

# EXHIBIT I: Proposed Road Improvements





## Interchange Conceptual Development

Visibility from, and access to, interstates creates strategic advantages and opportunities. Communities that are fortunate enough to have the ability to activate their access to the interstate, and choose to do so in an appropriate manner, will be able to differentiate themselves from many of the communities with which they compete. In many ways, interstate interchanges are a finite commodity. While it is not impossible for new interchanges to be created along an existing interstate, such new access points are extremely difficult to justify and rarely are approved. However, communities must be very strategic when thinking about investing in securing development at an interstate interchange. Among the most critical factors that must be considered are the following:

1. Communities need to control their own destiny. For this reason it is essential for communities who desire to maximize their interchange development opportunities to seek to secure some level of control over properties around the interchange, especially with regard to pricing and commitments to sell.
2. Basic infrastructure investment is critical if a community is to be able to capitalize on the interchange asset. End users seek sites that are truly shovel ready, with master infrastructure already in place, and if your community does not have it they will move down the road the next viable alternative that does. Preplanned and predeveloped infrastructure significantly enhances the marketability of a site.
3. In most cases, careful investment in infrastructure will serve as the catalyst for securing private capital investment. If done right the return on the community's investment can be significant.

Exhibit J is a conceptual layout of potential uses at the interchange. This was developed to bring all of the analysis together into a visual representation of the various elements around the interchange. It is important to note that this plan is a concept only, and, for the most part, does not reflect actual planned development projects. It is also important to note that it is anticipated that this conceptual plan may take decades to fully develop.

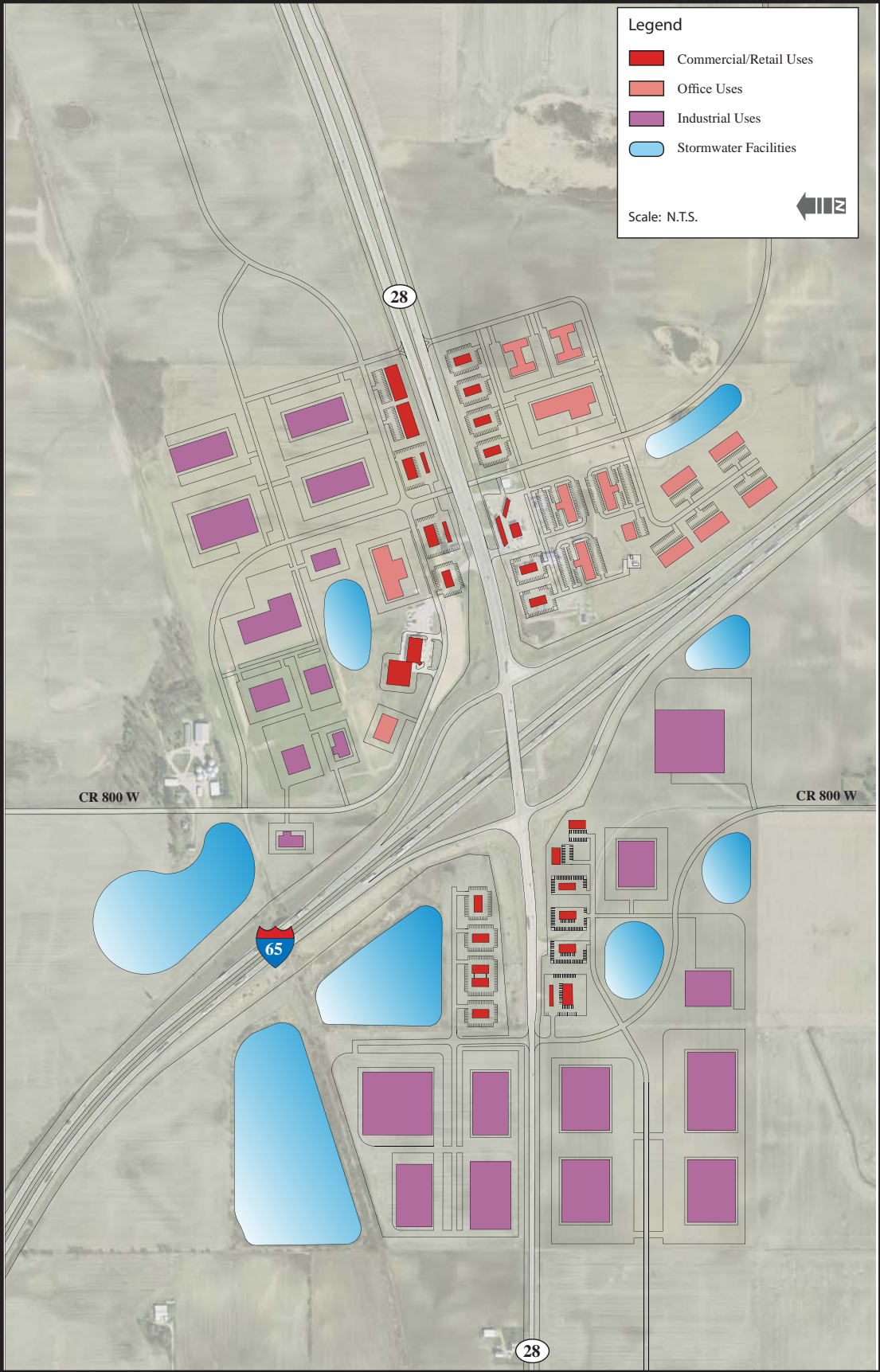
Infrastructure improvements have been conceptually shown providing access to property throughout the plan. These improvements generally include the development of east-west connectors and the realignment of County Road 800 W as the main north connector on both sides of the interchange. As actual development occurs within the area and individual properties are coordinated into a cohesive development pattern, such infrastructure alignment may need to be altered significantly to accommodate long-term development needs within the study area.

This conceptual plan also identifies potential building forms that may develop at the interchange. In some cases, these building forms may represent the potential for existing businesses to remain at the interchange even as development and redevelopment activity takes place around them. Over time, the actual construction of buildings at the interchange may look very different from those proposed in this conceptual plan, but this layout has been developed based on best available market data at the time of the writing of the plan. Though the plan is conceptual, there are key concepts that are identified on the conceptual development plan which will help define the long-term functionality and character of the interchange.





# EXHIBIT J: Conceptual Development Plan





Industrial uses are identified in the northeast, northwest and southwest quadrants of the interchange. Commercial uses are shown in all four quadrants, with retail uses identified primarily along the US 28 corridor and office uses behind the retail primarily in the southeast quadrant. Within the conceptual plan there are approximately 1,500,000 million square feet of industrial, 180,000 square feet of commercial/retail and 300,000 square feet of commercial/office.

The simple truth is that this interchange, like many other viable sites, has limitations to what risk the private sector can justify without a partnership with the public sector. Potential first developers at the interchange will need to be convinced that the risk of development at the interchange is not so high that private capital investment at the interchange is unwarranted. This means that they will not just be looking for financial partnership with the community, but also a demonstration of the community's confidence that the plan will be implemented. This commitment on the part of the community to do what is necessary to see the plan implemented will go a long way to helping assure private investors that their investment in Clinton County will be successful in the long-run. This is especially important for the "pioneer" developers who are the first to step up to assist in the implementation of the plan.

## Section 7

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# Implementation

The hardest part of any journey is taking the first step. It is for this reason that successful plans are always developed with an eye toward how the plan is ultimately to be implemented. This study has identified big objectives, but the ultimate success of the plan will be in developing and delivering the strategies that will translate these objectives into reality.

This chapter identifies the strategies and activities that are necessary to activate the implementation of this plan. These strategies include a set of key projects that represent the first priority in creating momentum behind overall plan implementation. These projects are important because they represent early critical path activities that will open the possibility of activation of other strategies. They will help create early energy at the interchange to support broader development efforts. They will help secure both public and private support for the overall plan. While none of the projects are simple or easy, some of them do represent “low hanging fruit” that can help create the maximum early return on investment for the implementation of the plan.

Some of the strategies are directly connected to other strategies identified in the plan and others are designed to work independently.



## Critical Path Strategies

The critical path strategies are the most essential strategies in achieving the vision and objectives set forth by this plan. All of the strategies are important, but the critical path strategies are those that should be initiated and completed first. Each of these strategies creates opportunities for other activities identified within the plan and therefore serve as key catalyst projects for the overall plan implementation.

### Pursue a strategy to bring sewer and water utilities to the Interstate 65/State Road 28 interchange

- Complete a sewer feasibility study looking at service alternatives for the interchange
- Select a preferred alternative and identify funding programs for the system (public, private or both)
- Begin the preliminary engineering and permitting process

### Pursue the creation of a State Shovel Ready Certification Silver or key properties in the study area

- Identify key properties to target for certification.
- Perform all steps included in certification process including:
  - Identifying clear title to the property
  - Setting a price for the property
  - Obtaining a letter of local government support for the property
  - Identifying utility capacity and distance from the site
- Secure Phase I environmental assessment, ALTA survey, topographical layout, and property layout.
- Investigate the possibility of further enhancement by pursuing Gold or Prime certification.



### Develop appropriate public private partnerships to create economic development opportunities and mitigate the risk of public investment

- Identify key early stage development opportunities and develop relationships with underlying property owners and potential developers with regard to willingness to sell and expected pricing.
- Negotiate public/private partnership agreements to define expectations for both public and private investment, timeliness for such investment, and expected returns on that investment.

### Begin implementation of strategic investment in key infrastructure improvements

- Ensure that County Road 0, County Road 200 S, County Road 450, and County Road 700 W are identified on the State's functional classification map.
- Begin to identify funding alternatives for areas closest to existing infrastructure and development.
- Coordinate road improvement projects with future sanitary and water service provision at the interchange.
- Prepare to work with interested private developers to support additional road and drainage improvements at the interchange.

### Create a PUD overlay for the interchange/corridor that lays out a mix of uses and development standards that establish the desired look and feel for the gateway

- Review and amend as necessary the corridor standards that are in place for the State Road 28 corridor to reflect the vision for this plan.
- Begin a process to create a PUD overlay for the study area that outlines the desired land uses and development criteria for the area. For the areas at the interchange, the PUD overlay should replace the standards currently in place with the State Road 28 overlay.
- The PUD standards should be created to provide the proper balance between restriction/direction and the market realities for the area.
- Engage underlying property owners and development interests in the development of the standards.
- Adopt an overlay, pursuant to Indiana Code regulation, as an amendment to the communities zoning code.



## General Implementation Strategies

While several priority strategies have been identified to activate the implementation of this plan, there are several general strategies that are tied to the long-term implementation of the objectives identified within this plan. What follows are the detailed strategies and actions that are connected to the broader implementation of the plan.

| <b>New Business Attraction</b> |                                                                                                                                                                                                                                                                        |
|--------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.                             | Identify and prioritize key properties available and desired for development.                                                                                                                                                                                          |
| 2.                             | Seek funding alternatives for long-term infrastructure improvements such as the extension and improvement of County Road 0, County Road 200 S, County road 450 W and County Road 700 W.                                                                                |
| 3.                             | As development occurs at or near the interchange, work with developers and electric utilities to relocate transmission lines to allow for enhanced development opportunities along the US 28 corridor.                                                                 |
| 4.                             | Continue to find and implement long-term master/regional drainage solutions throughout the TIF area and especially at the interchange.                                                                                                                                 |
| 5.                             | Along with previously identified sanitary solutions at the interchange, work with property owners and potential developers toward the development of a long-term public/private water solution at the interchange.                                                     |
| 6.                             | Seek State and Federal funding opportunities to expand and enhance infrastructure within the TIF area and especially at the interchange.                                                                                                                               |
| 7.                             | Continue to coordinate and communicate economic development efforts with municipalities within Clinton County and partner with them, when appropriate, to promote the overall economic health of the region.                                                           |
| 8.                             | Include local and regional developers in your attraction efforts along with potential employers.                                                                                                                                                                       |
| 9.                             | Take advantage of the regional position of Clinton County to target suppliers for businesses located in Tippecanoe, Howard and Boone Counties.                                                                                                                         |
| 10.                            | Incentives should be tied to the performance guarantees of the prospective business (especially assessed valuation development, employment numbers and wage levels).                                                                                                   |
| 11.                            | Resist “low-hanging fruit” if it does not coincide with the development plan for TIF area and be especially vigilant to ensure that the early successes in the area set the proper tone for the entire development.                                                    |
| 12.                            | Continue to create the means for developers to be successful in Clinton County through the creative use of incentives and by streamlining/easing the process of permitting and securing development approvals.                                                         |
| 13.                            | Target new business attraction efforts on the continued growth and development of businesses and enterprises in Clinton County’s key business sectors (manufacturing, agriculture, and food production) as well as emerging sectors (light industrial and technology). |
| 14.                            | Maintain open communication and coordination with Regional/State partnerships for site selection opportunities and coordinated marketing efforts.                                                                                                                      |
| 15.                            | Work with SCORE, Purdue’s Technical Assistance Program and Ivy Tech to develop local programming to offer worker certification, workforce identification and tailored training programs to help entice local site selection decisions.                                 |



| <b>Existing Business Retention/Expansion</b>                                                                                                                                                                                                                                        |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Develop a coordinated entrepreneurial network within the county.                                                                                                                                                                                                                 |
| 2. Engage an annual existing industry visitation program to ensure personal contact with each major local employer on an ongoing basis to better understand their needs, concerns and future planning.                                                                              |
| 3. Activate an annual manufacturers roundtable discussion in Clinton County to discuss common issues and opportunities for the sector and to gather information on community business needs, address appropriate policy issues at the local level, and advocate at the state level. |
| 4. Actively pursue state funding opportunities for existing local businesses.                                                                                                                                                                                                       |
| <b>Workforce Attraction and Development</b>                                                                                                                                                                                                                                         |
| 1. Work with Purdue University and Ivy Tech to develop innovative outreach and programming/educational opportunities to support current and future employer needs in Clinton County.                                                                                                |
| 2. Work with local businesses to raise awareness of services/funding available from the Indiana Department of Workforce Development and other entities.                                                                                                                             |
| 3. Work with local businesses to raise awareness of training and education opportunities in and around Clinton County (Ivy Tech, Purdue, etc.).                                                                                                                                     |
| 4. Coordinate local economic development efforts with Workforce One to set workforce area strategies and goals.                                                                                                                                                                     |
| 5. Inform, educate and train K-12 parents, students and educators on career opportunities that exist in the local industry clusters and the educational requirements and career pathways needed to access them.                                                                     |
| 6. Offer internships and co-ops year round to connect the marketplace to students.                                                                                                                                                                                                  |
| 7. Work with local schools to develop vocational training opportunities for students not seeking to attend four year colleges.                                                                                                                                                      |
| 8. Improve STEM educational opportunities to every student at every school.                                                                                                                                                                                                         |
| 9. Work with local high schools to develop a Come Back Home campaign targeting former Clinton County natives.                                                                                                                                                                       |
| <b>Marketing and Branding</b>                                                                                                                                                                                                                                                       |
| 1. Create and promote the vision, identity, and character of Clinton County with a consistent message articulated through strategic and targeted marketing efforts                                                                                                                  |
| 2. Create a comprehensive economic development brand/message for Clinton County                                                                                                                                                                                                     |
| 3. Develop a targeted three tier marketing program for the county (local brokers/regional brokers/national site selectors)                                                                                                                                                          |
| 4. Maintain the most current and relevant data on the county economic development website and link to the master Clinton County website                                                                                                                                             |
| 5. Continue to maintain an active inventory of available sites on the State of Indiana's Zoom Prospector database                                                                                                                                                                   |
| 6. Work with all relevant community stakeholders (higher education, hospital, local schools, etc.) to develop the message of the quality of place and competitive advantage of Clinton County                                                                                       |
| 7. Leverage testimonials from existing business that share why they chose Clinton County, their positive experience, how they were assisted in being successful and then promote this on your website and printed materials.                                                        |

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