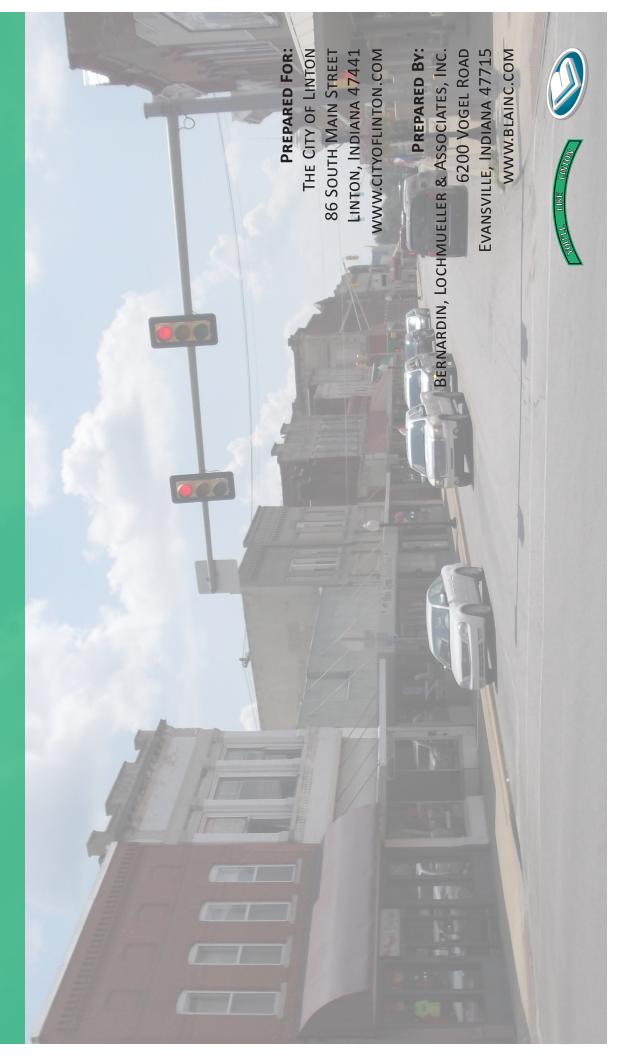
# COMPREHENSIVE PLAN 2014 UPDATE CITY OF LINTON



# **ACKNOWLEDGEMENTS**

### **LINTON CITY COUNCIL:**

John Wilkes, Mayor
W. Tony Richards, Member
Linda Bedwell, Member
Fred Markle, Member
Jathan Wright, Member
Nigel Lehman, Member

### **COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE:**

Mayor John Wilkes

**Noble Stallons** 

Kristy Lewellyn

Sue McDonald

**Cheryl Hamilton** 

**Dale Knotts** 

Pat Turner

### BERNARDIN, LOCHMUELLER & ASSOCIATES, INC.:

Judy Thomann, Client Liaison

Bob Grewe, AICP, Project Manager

Matt Schriefer, AICP, Planner

# RESOLUTION

# RESOLUTION NO. 2014-5 RESOLUTION ADOPTING THE LINTON COMPREHENSIVE PLAN 2014 UPDATE

A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF LINTON, INDIANA ADOPTING THE COMPREHENSIVE PLAN 2014 UPDATE OF THE CITY OF LINTON, INDIANA  $\,$ 

Whereas, the City of Linton had identified adequate reason to prepare a Comprehensive Plan Update, and

Whereas, the City of Linton has engaged Bernardin Lochmueller and Associates to define and describe the issues, advise us of our options, and make recommendations

to address these issues in the near future, and

Whereas the City of Linton has reviewed the process and completed study thoroughly and is satisfied with the services performed, information contained therein, and methodology applied;

Whereas, the City of Linton, Indiana did on February 10, 2014 hold a legally advertised public hearing, to obtain comments on the Linton Comprehensive Plan 2014 Update; and

Whereas, the City of Linton will receive 25 bound copies and an electronic pdf copy of this document for our records and will keep them on file in the City offices for future reference, and

BE IT RESOLVED by the City of Linton that the final document is hereby approved.

DULY ADOPTED BY THE COMMON COUNCIL OF THE CITY OF LINTON, INDIANA ON THIS THE  $10^{\rm th}$  DAY OF February, 2014.

Aye	Nay
Talhan Wright  Ful Mywll	- , ,
Fred Markle	
Niged Lebman  Tony Ruhands  Tony Richards	
Linda Bedwell	
Abstain	Absent
Ola Much	ATTEST:  ack Action

# **TABLE OF CONTENTS**

Chap	ter 1: Introduction	1
A.	Purpose of Update	2
В.	Steering Committee	2
C.	Planning Area	2
D.	Planning Period	2
Chap	oter 2: Demographic Updates	5
A.	Population	6
	1. Total Population	6
	2. Population Projections	8
	3. Age and Gender	10
В.	Income and Education	12
	1. Household Income	12
	2. Poverty	14
	3. Educational Attainment	16
C.	Housing	18
	1. Household Size	18
	2. Vacancy Rate	20
	3. Median Housing Value	22
	4. Median Rent	23
D.	Jobs and Employment	24
	1. Unemployment Rate	24
	2. Commuting	25

nap	ter 3: Community Assessment Updates	2
A.	Historic Structures	28
В.	Development Constraints	30
	1. Topography	32
	2. Previously Mined Land	34
	3. Public Lands	30
	4. Water Features	38
C.	Transportation	40
	1. Roadways	40
	2. Trails/Walkways	42
D.	Parks and Recreation	4
E.	Existing Land Use	40
	1. Agricultural	40
	2. Residential	40
	3. Commercial	40
	4. Industrial	48
	5. Public/Quasi-Public	48
	6. Vacant	48
F.	Future Land Use	50

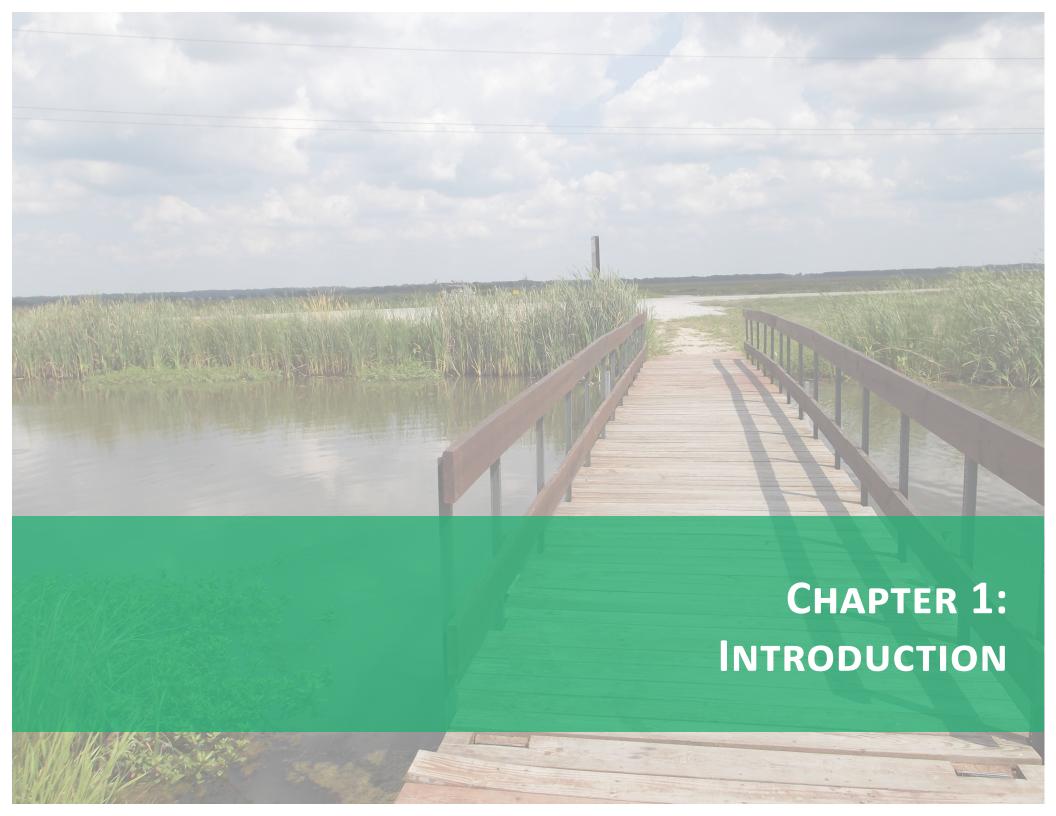
Ch	apt	er 4: Recommendations	55
	A.	Economic Development Recommendations	56
		Develop a Health and Wellness Campus around the Greene County General Hospital	56
		Identify and market appropriate industrial development sites	60
		Redevelop the former GE property at 12th and     A Street	64
		4. Pursue agribusiness and agritourism activities	66
	В.	Downtown Redevelopment Recommendations	68
		Capitalize on the unique development features of the Linton Downtown Area	
		Repurpose appropriate downtown buildings to serve as space for technology and professional service companies	72
		3. Create Co-working Facility	74
		Repurpose the former downtown Elks Club into an Eventer	
	C.	Bike and Pedestrian Trails Recommendation	78
		<ol> <li>Develop a bike and pedestrian trail system through Linton, connecting strategic areas of interest</li> </ol>	78
	D.	Tourism Development Recommendation	82
		Pursue efforts to increase tourism and related econon development activity	
	E.	Housing	84
		<ol> <li>Pursue efforts to increase the availability of housing types and locations to meet the needs of Linton residents and persons considering relocating to Linton</li> </ol>	84
	F.	Parks and Recreation	86
		Pursue efforts to improve and expand the park and recreation opportunities	86

G.	Flood Control Recommendation	88
	Work with the Indiana Department of Transportation to address drainage systems along and under State Highway 54	88
Н.	Retail and Commercial Development Recommendation	90
	Identify and prepare properties to accommodate new retail development opportunities	
l.	Attract Retirees Recommendation	92
	Pursue efforts to attract retirement aged persons to reside in Linton	92
J.	Planning and Zoning Recommendation	93
	1. Adopt Planning and Zoning Ordinances	93
K.	Annexation Recommendation	94
	Consider annexation of adjacent properties that have City Utilities or are essential for future growth of the City	94

# FIGURES AND TABLES

Figure 1: Planning Area 3	Figure 25: Bear Run Mine Location	34
Figure 2: Greene County Townships, Cities, and Towns 6	Figure 26: Previously Mined Land	35
Figure 3: Total Population 7	Figure 27: Public Lands	37
Figure 4: Population Projections9	Figure 28: Water Features	39
Figure 5: 2000 Gender Breakdown	Figure 29: Roadway Functional Classification	41
Figure 6: 2010 Gender Breakdown 10	Figure 30: Proposed Trails from 2006 Comprehensive Plan	43
Figure 7: 2000 Age Breakdown	Figure 31: Parks and Recreational Areas	45
Figure 8: 2010 Age Breakdown	Table 1: Existing Land Use	46
Figure 9: 2000 Age and Gender Distribution	Figure 32: Linton Existing Land Use	47
Figure 10: 2010 Age and Gender Distribution	Figure 33: Planning Area Existing Land Use	49
Figure 11: Median Household Income	Table 2: Future Land Use Demand	50
Figure 12: Poverty	Figure 34: Linton Future Land Use	51
Figure 13: Educational Attainment	Figure 35: Planning Area Future Land Use	53
Figure 14: People per Household	Figure 36: Potential Health and Wellness Campus Location	57
Figure 15: Household Size	Figure 37: Potential Industrial Development Sites	62
Figure 16: Residential Vacancy Rate	Figure 38: Former GE Property Location	65
Figure 17: Median Housing Value	Figure 39: Downtown Linton	69
Figure 18: Median Rent	Figure 40: Downtown Linton TIF District	73
Figure 19: Unemployment Rate	Figure 41: Former Elks Club Property Location	77
Figure 20: Commuting Patterns 2000	Figure 42: Proposed Bike and Pedestrian Trail System	79
Figure 21: Commuting Patterns 2010	Figure 43: Potential Sidewalk Extension Area	82
Figure 22: Linton Historic District and Structures	Figure 44: Area Impacted by Occasional Flooding	89
Figure 23: Development Constraints	Figure 45: Potential Commercial Development Sites	91
Figure 24: Topography	Figure 46: Potential Annexation Areas	95





### A. Purpose of Update

A Comprehensive Plan should be updated every five to ten years depending on the progress of the community, changes in population, and the completion status of the recommendations in the previous Comprehensive Plan. An update should be made at least every 10 years to update demographic information from each decennial Census.

The previous Comprehensive Plan for the City of Linton was adopted by the City Council on December 11, 2006. It included demographic data from the 2000 Census. This Comprehensive Plan 2014 Update includes data from the 2010 Census. A comparison can be made between this data to determine the City's progress since the year 2000.

The plan itself serves as a foundation for budget projections, project prioritization, and for grant applications.

### **B. Steering Committee**

A Steering Committee was created to assist Planners from Bernardin, Lochmueller & Associates complete this 2014 update. The Committee was responsible for sharing ideas about any changes in the community since the 2006 Comprehensive Plan, any anticipated changes over the next few years, and provide any other data that would be beneficial in completing the plan.

The Steering Committee consisted of five individuals as follows:

- Mayor John Wilkes, City of Linton
- Noble Stallons, Retired
- Kristy Lewellyn, Lewellyn Safety, LLC
- Sue McDonald, City of Linton
- Cheryl Hamilton, Linton-Stockton Chamber of Commerce
- Dale Knotts, Bloomfield State Bank
- Pat Turner, Former Linton Mayor

### C. Planning Area

The planning area for the Comprehensive Plan 2014 Update includes the Extraterritorial Area as described in the 2006 Comprehensive Plan and shown in Figure 1. The Extraterritorial Area includes the area up to two miles from the city limits of Linton. If the city were to ever create and adopt a Zoning Ordinance, this area could be included in the jurisdiction of that ordinance.

### **D. Planning Period**

The planning period for the Comprehensive Plan 2014 Update is 10 years. The majority of the recommendations in Chapter 4 have a timeframe of 10 years or less. However, some recommendations may be made for a longer time period.

The Future Land Use map will be based on the year 2024. Population projections will include 2024 numbers, as well as 2030 numbers. The 2006 Comprehensive Plan included projections to the year 2030. Projections from the 2006 Comprehensive Plan and the 2014 Update can be compared to determine if Linton is growing at the same pace as previously thought.

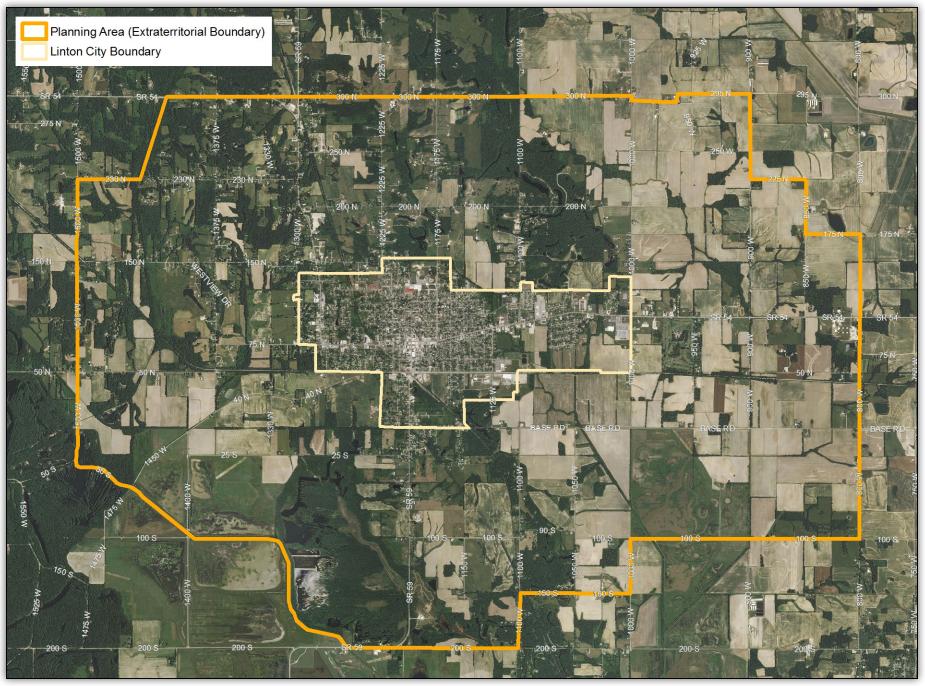


Figure 1: Planning Area



### A. Population

### 1. Total Population

Linton is the largest City in Greene County with a 2010 population of 5,413. It has more than twice as many people as Bloomfield (population 2,405), the second largest city in Greene County.

Between 2000 and 2010, the city had a 6% decrease in population, down from 5,774 to 5,413. An estimate from the 2012 American Community Survey has Linton's population at 5,408 (with a margin of error of +/- 24).

Linton is in Stockton Township, the largest township in Greene County with a 2010 population of 8,447. Stockton Township also saw a decrease in population of 3% between 2000 and 2010.

Greene County overall had a population increase of eight people between 2000 and 2010. Although it is the 6th largest county in terms of area, it ranks 51st in Indiana in population.

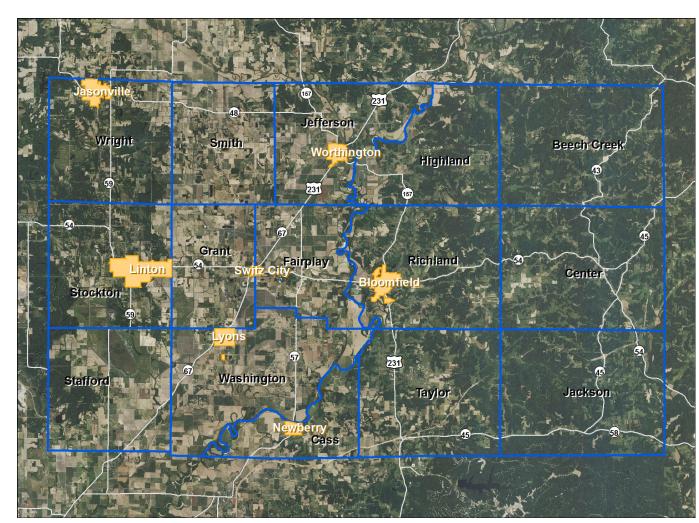


Figure 2: Greene County Townships, Cities, and Towns

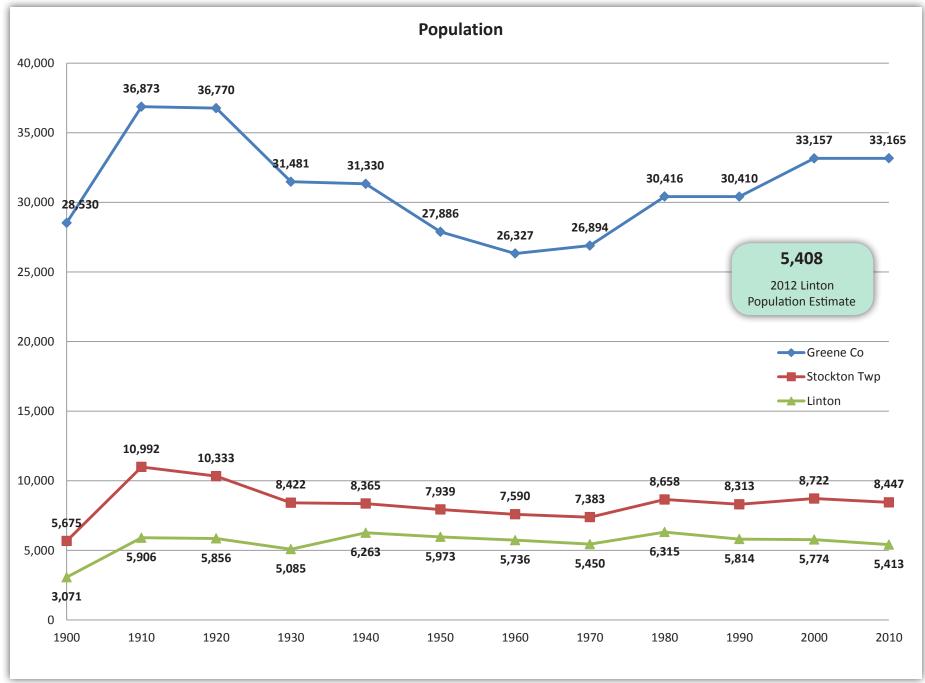


Figure 3: Total Population

### 2. Population Projections

County population projections can be gathered from the Indiana Business Research Center (IBRC) and Woods & Poole (W&P) Economics, Inc. Indiana Business Research Center projections are based on historical population trends. Woods & Poole projections are based on economic forecasts.

Figure 4 shows population projections for Greene County from both the Indiana Business Research Center and Woods & Poole. Projections for Stockton Township and Linton are based on their share of the Greene County population in 2010. The projections include 2014 (the base year of this Comprehensive Plan Update), 2024 (the planning period of this Comprehensive Plan Update), and 2030 (for comparison to the projections in the 2006 Comprehensive Plan).

The Indiana Business Research Center assumes that the population of Greene County will decrease by 2.5% between 2010 and 2030 to 32,321. This is lower than the previous 2030 projection of 33,359 in the 2006 Comprehensive Plan.

Woods & Poole assumes that the population of Greene County will increase by 8% between 2010 and 2030 to 35,925. This is also lower than the previous 2030 projection of 39,738 in the 2006 Comprehensive Plan.

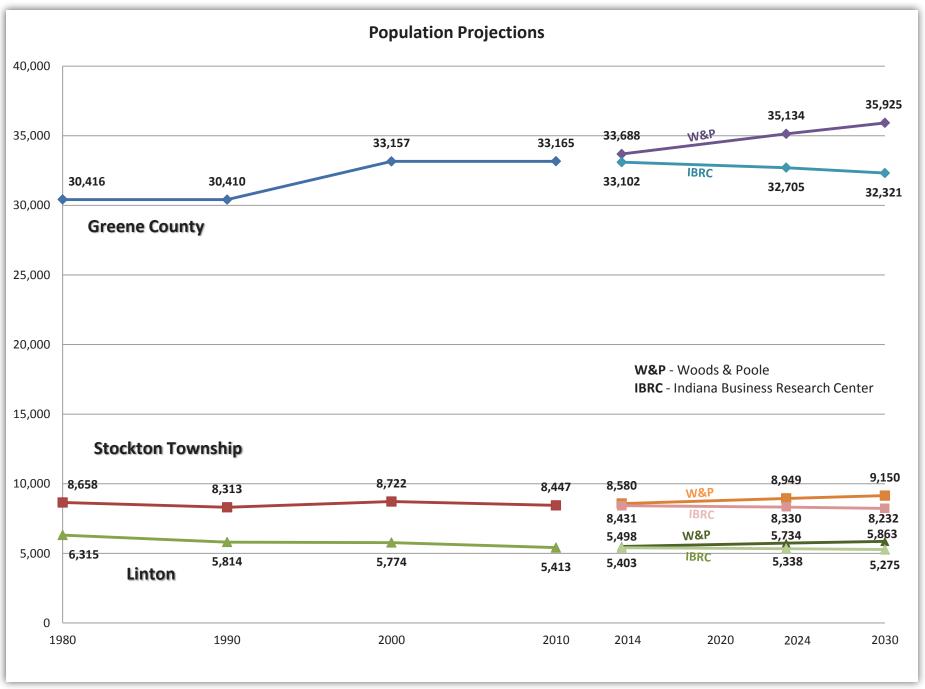


Figure 4: Population Projections

### 3. Age and Gender

There continues to be a higher percentage of females than males in the City of Linton. Much of this difference comes in the seniors age group (60+). In 2010, there were 286 more females over the age of 60 than males.

The population of Linton is fairly evenly distributed across age groups. There was little change in the age breakdown between 2000 and 2010, as shown in Figures 7 and 8. The seniors age group continues to have the highest percentage of Linton's population.

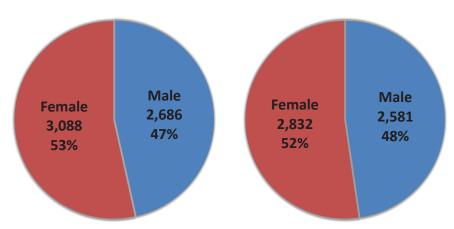


Figure 5: 2000 Gender Breakdown Figure 6: 2010 Gender Breakdown

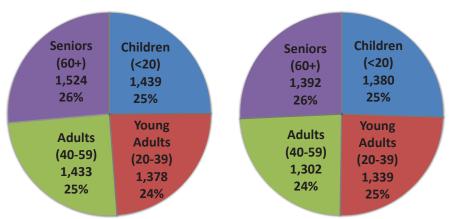


Figure 7: 2000 Age Breakdown

Figure 8: 2010 Age Breakdown

source: US Census SF1 (all data on both pages)

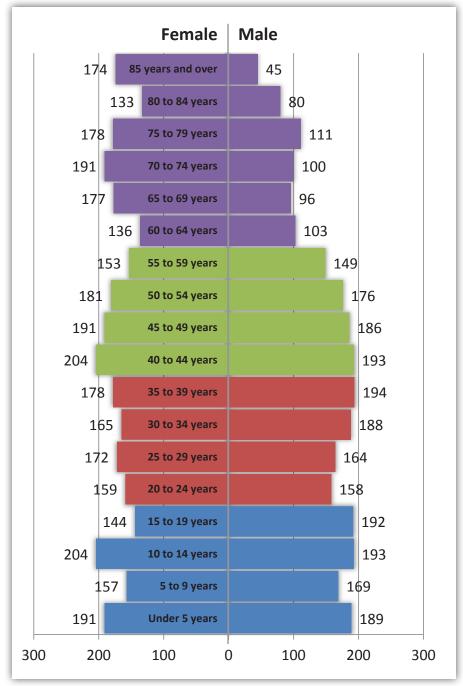


Figure 9: 2000 Age and Gender Distribution

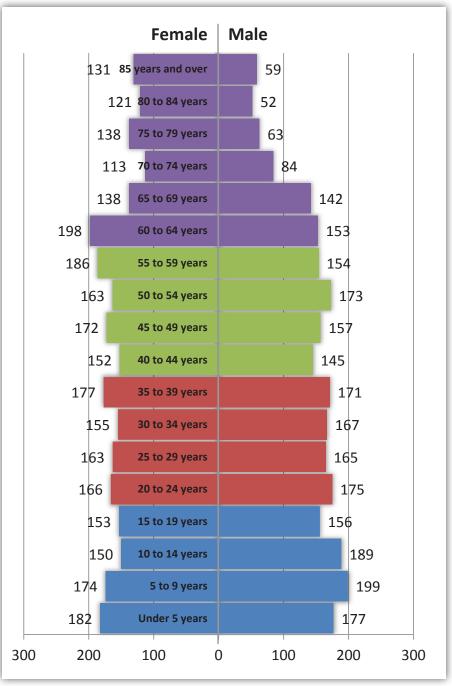


Figure 10: 2010 Age and Gender Distribution

### B. Income and Education

### 1. Household Income

The City of Linton's median household income continues to be lower than the Greene County and Indiana averages. When adjusted for inflation, the median household income of Linton decreased by 17% between 2000 and 2010. Median income also decreased for all of Stockton Township, Greene County, and the State of Indiana, but not at the rate of Linton. The median household income change was 7% for Stockton Township, 4.5% for Greene County, and 9% for Indiana.

Estimates from the 2012 American Community Survey show an increase in household income for Linton between 2010 and 2012. The estimated household income for Linton in 2012 was \$31,590 (in 2010 inflation adjusted dollars). That's an increase of 14% over the 2010 household income. This is a greater increase than the estimates for Stockton Township (3% increase), Greene County (1% increase), and Indiana (4% decrease).

### **Cost of Living**

Cost of Living helps determine how far money will go in a particular area. A low Cost of Living means that a smaller salary can buy more in terms of groceries, healthcare, housing, utilities, transportation, and other goods. A high Cost of Living means a higher salary is required for these same everyday needs. The Sperling's Best Places website (www.bestplaces.net/compare-cities) provides data for Cost of Living in cities throughout the United States. The chart below shows how Linton compares to other cities throughout Indiana.



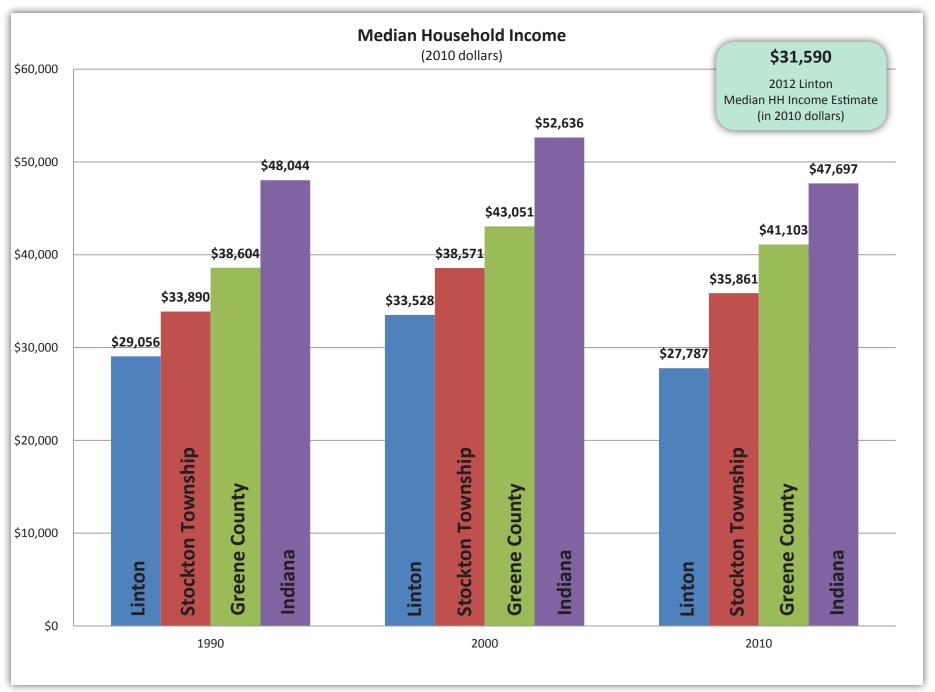


Figure 11: Median Household Income

### 2. Poverty

The percentage of families and individuals in poverty increased across the state of Indiana between 2000 and 2010. In Linton, the percentage of families in poverty increased from 8.2% to 11.9% between 2000 and 2010; and the percentage of individuals in poverty increased from 12.3% to 19.1%.

Estimates from the 2012 American Community Survey show little change in poverty status for any jurisdiction. Linton's 2012 population in poverty was at 19.4% (with a margin of error of +/- 4.7%). The City's 2012 families in poverty was at 14.1% (with a margin of error of 5.3%).

### **Poverty Thresholds**

The list below from the U.S. Census includes the annual salary threshold for poverty by family size. Families that make less than this threshold are considered to be in poverty.

Family Size	Annual Salary Threshold
1 Person	\$11,720
2 People	\$14,937
3 People	\$18,284
4 People	\$23,492
5 People	\$27,827
6 People	\$31,471

### How Poverty is Calculated in the **American Community Survey**

Poverty statistics presented in ACS reports and tables adhere to the standards specified by the Office of Management and Budget in Statistical Policy Directive 14. The Census Bureau uses a set of dollar value thresholds that vary by family size and composition to determine who is in poverty. Further, poverty thresholds for people living alone or with nonrelatives (unrelated individuals) and twoperson families vary by age (under 65 years or 65 years and older).

If a family's total income is less than the dollar value of the appropriate threshold, then that family and every individual in it are considered to be in poverty. Similarly, if an unrelated individual's total income is less than the appropriate threshold, then that individual is considered to be in poverty. The poverty thresholds do not vary geographically. They are updated annually to allow for changes in the cost of living (inflation factor) using the Consumer Price Index (CPI).

Poverty status was determined for all people except institutionalized people, people in military group quarters, people in college dormitories, and unrelated individuals under 15 years old. These groups were excluded from the numerator and denominator when calculating poverty rates.

Since the ACS is a continuous survey, people respond throughout the year. Because the income items specify a period covering the last 12 months, the appropriate poverty thresholds are determined by multiplying the base-year poverty thresholds (1982) by the monthly inflation factor based on the 12 monthly CPIs and the base-year CPI.

*Information from the US Census website:* 

http://www.census.gov/hhes/www/poverty/poverty-cal-in-acs.pdf

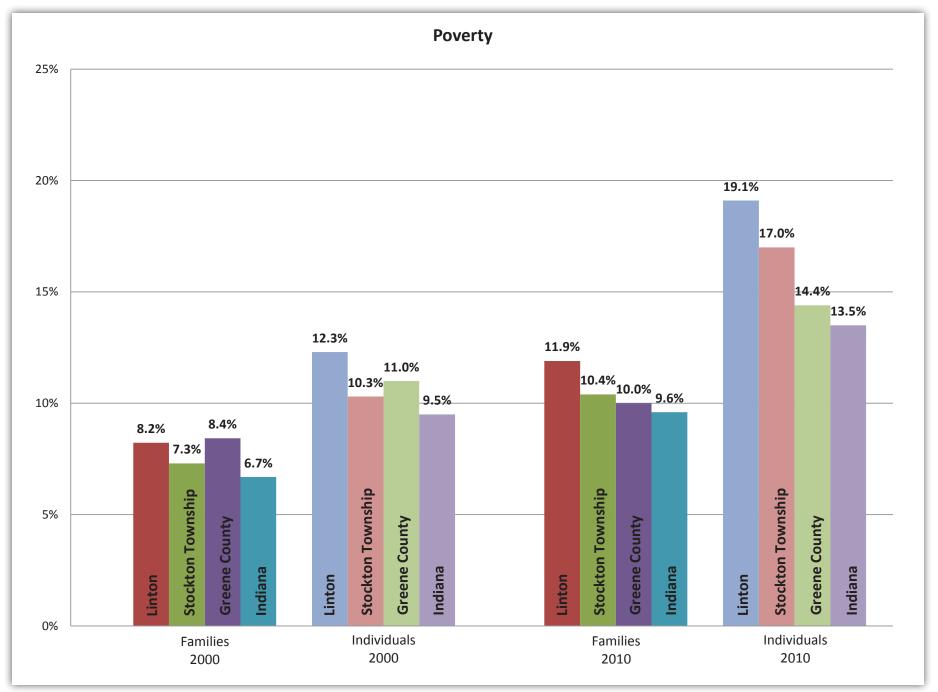


Figure 12: Poverty

### 3. Educational Attainment

The percentage of individuals with a high school, associate's, bachelor's, and graduate/professional degree all increased in Linton between 2000 and 2010. Linton has a higher percentage of individual's with an associate's degree than the state average and a lower percentage of individual's with a bachelor's or graduate/professional degree than the state average.

Estimates from the 2012 American Community Survey show an increase in educational attainment in Linton at all levels, especially in associate's degrees. The 2012 estimates are 81.4% with a high school degree or higher, 12.2% with an associate's degree, 10.5% with a bachelor's degree or higher, and 4.4% with a graduate/professional degree.



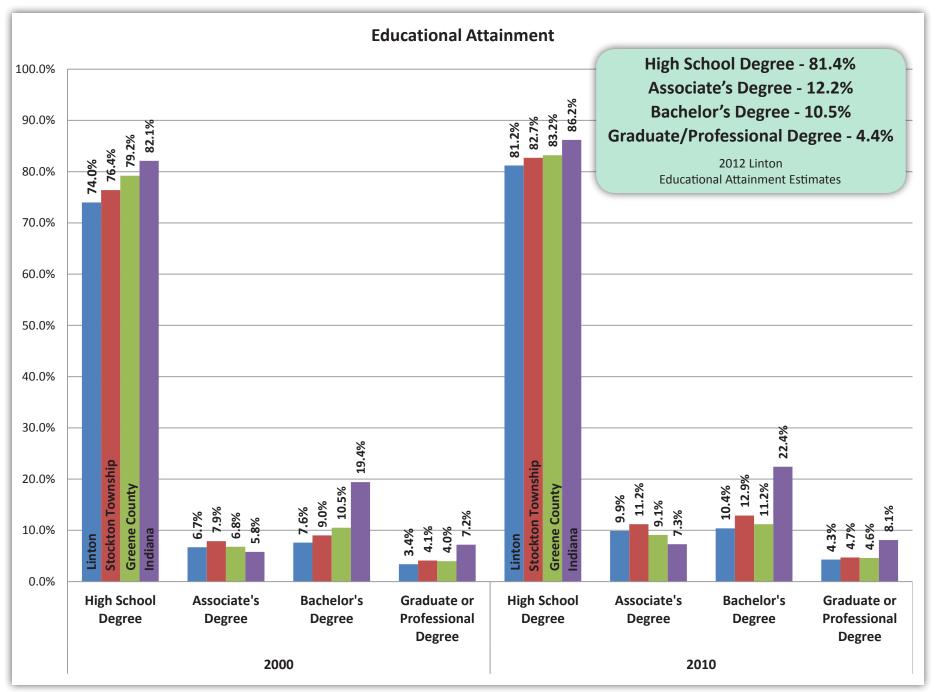


Figure 13: Educational Attainment

### C. Housing

### 1. Household Size

Household size has been decreasing across the United States over the past several decades. This is a result of an increase in the number of empty nesters, younger people waiting longer to get married, and families having fewer children than they did in the past. As household size decreases, more housing is needed for the same population. However, the change in household size seemed to have reached a limit between 2000 and 2010. The household size for Indiana decreased only slightly between 2000 and 2010, stayed the same for Greene County, and even had a slight increase in Stockton Township and Linton.

Estimates from the 2012 American Community Survey show little change in household size between 2010 and 2012. The estimated 2012 household size for Linton is 2.27 (with a margin of error of +/- 0.15). Household size in Indiana and Greene County is estimated to increase slightly to 2.54 and 2.53 people per household respectively.

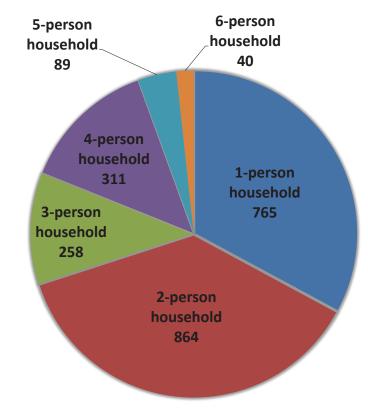


Figure 14: People per Household source: 2012 American Community Survey

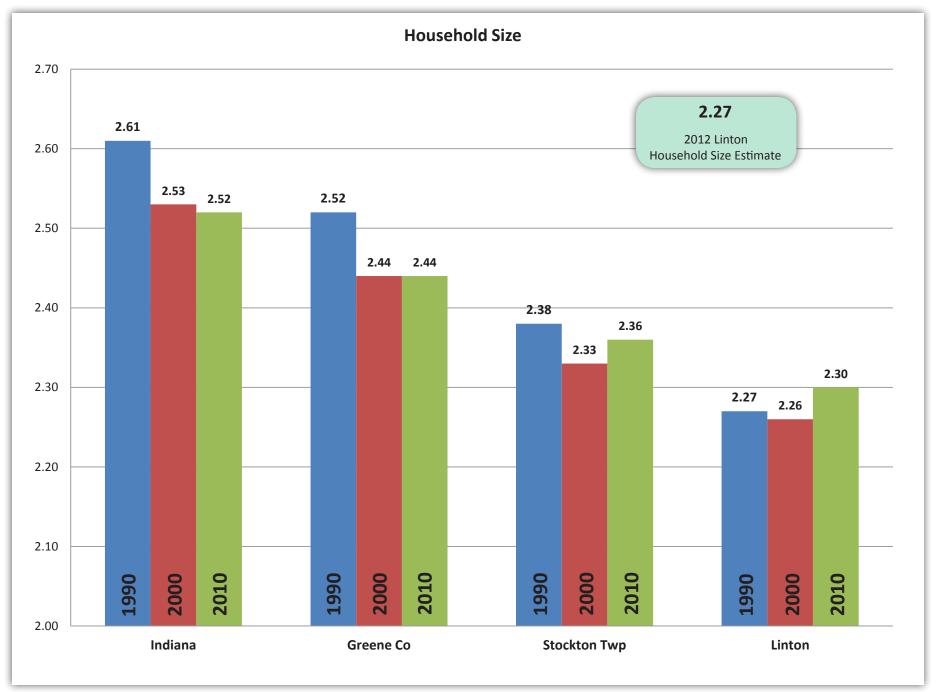


Figure 15: Household Size

### 2. Vacancy Rate

Vacancy rate is an indicator of the strength of the housing market in a particular area. While the economic downturn affected the vacancy rate in all of Indiana, it did not make as significant of an impact on Linton. However, Linton had a higher vacancy rate in 2000 than the State average, Greene County, and all of Stockton Township, and continues to have a higher vacancy rate in 2010.

Estimates from the 2012 American Community Survey do not show much change in vacancy rate between 2010 and 2012. Indiana, Greene County, Stockton Township, and Linton all had a slight increase in vacancy rate. Linton shows an increase in vacancy rate to 14.7% (with a margin of error of +/- 4.1%).

The higher vacancy rate in Linton could be due to the condition of the housing that is currently vacant. The vacant housing is often older and/ or dilapidated. Many people may prefer to buy/build a new home outside of the city instead of trying to spend the time and money to rehabilitate existing vacant homes within the city. One recommendation in Chapter 4 is to address the vacant and dilapidated housing, especially near downtown. The City could purchase and remove the dilapidated housing, making lots available for new construction.



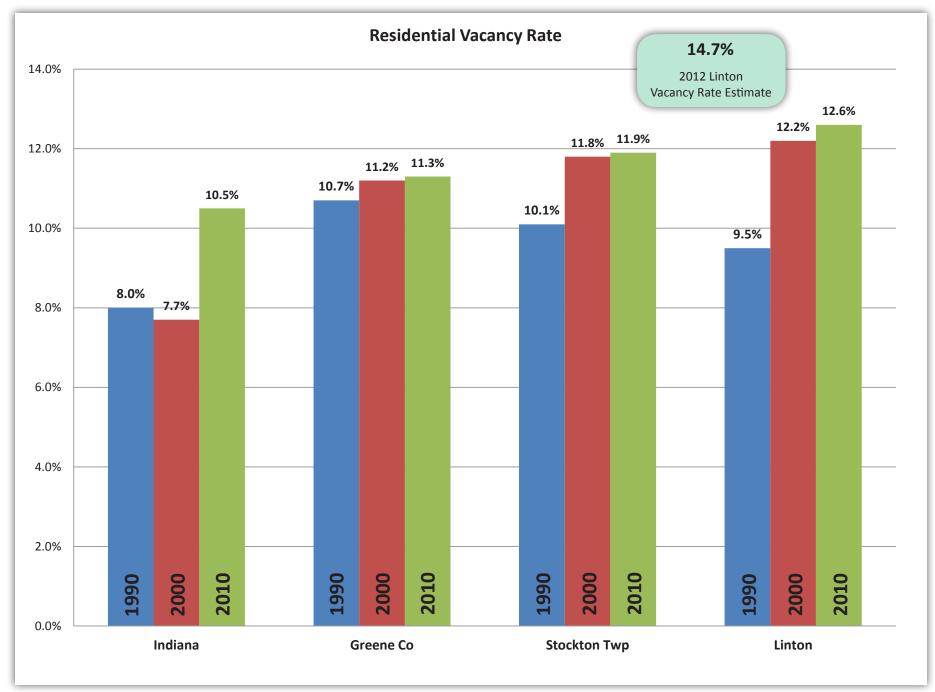


Figure 16: Residential Vacancy Rate

### 3. Median Housing Value

The average value of housing in Linton is much lower than the average for the entire State. However, this does not necessarily mean that housing is more affordable for Linton residents. The median housing value in relation to household income is considered affordable if the ratio is 3.0 or less.

In Indiana, the median housing value of \$123,000 and the median household income of \$47,697 equates to a housing to income ratio of 2.58. In Linton, the median housing value of \$64,800 and the median household income of \$27,787 equates to a housing to income ratio of 2.33. Therefore, housing in Linton is more affordable than the State average, but not to the extent one may assume based on median housing value.

Estimates from the 2012 American Community Survey show a slight increase in median housing value for Indiana, Greene County, Stockton Township, and Linton. The estimate for Linton is \$68,000 (with a margin of error of +/- \$4,216).

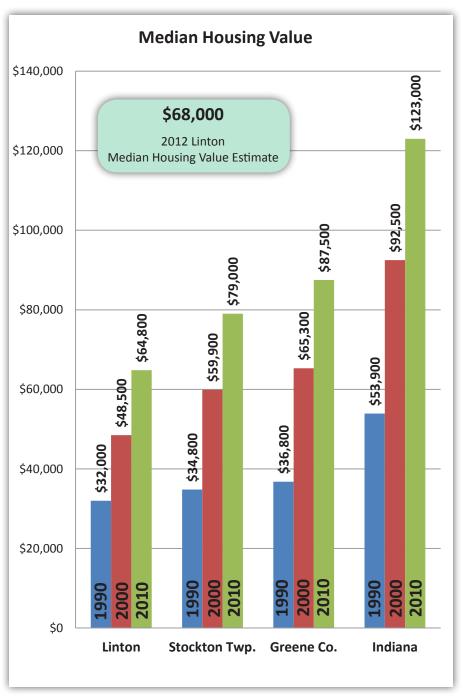


Figure 17: Median Housing Value

source: US Census SF3/American Community Survey