

- Liberty Trailers
- Metal Forming Industries
- Phoenix Closures
- Putnam County Hospital
- Putnam Plastics, Inc.
- Spear Corporation
- Walmart Distribution Center

3. Land Use

3.1 Land use patterns:

Agriculture: Agriculture is a primary land use in Putnam County, as depicted in the existing land use map. According to the 2017 Census of Agriculture, there are approximately 184,917 acres of agricultural land in Putnam County which encompasses just over 60% of the county’s total land area (307,250 acres). Since 2012, there has been a slight decrease in the amount of farmland and number of farms in Putnam County. Farm acreage has declined by 6%. Likewise, the number of farms decreased from 845 in 2012 to 828 in 2017. Approximately 76% of the agricultural land in Putnam County is classified as cropland, 13% is covered in woodlands, and approximately 10% of the remaining land is set aside for pastureland or other uses.

Unfortunately, farms in Putnam County are not as profitable as farms in other parts of Indiana. The average net cash income per Putnam County farm in 2017 was \$18,641, less than half of the state per farm average of \$50,171. The majority (56%) of farms in Putnam County bring in sales valued under \$5,000. Only 20% of farms in Putnam County bring in sales valued at \$50,000 or higher, compared to 31% of farms at the state level. There’s also a scarcity of young people in the agricultural industry in Putnam County. Only 7% of “producers” or farm operators in the county are under the age of 35. Comparatively, 35% of producers are 65 years old or older. The agricultural industry in Putnam County is aging out.

Notably, Putnam County has a rich agricultural heritage. 96% of farms in Putnam County are considered family farms, according to the 2017 Census of Agriculture. Between 1976 and 2022, over 50 Putnam County families were awarded the Hoosier Homestead Award. This award, presented by the Indiana State Department of Agriculture, recognizes families that have owned the same farm for 100 years or more.

Industrial: Most industrial uses in Putnam County can be found around Greencastle. Major industrial employers in this area include Chiyoda USA Corp., Crown Equipment Corp., and Heartland Automotive. Ascena and Walmart also have large distribution centers in Greencastle. Outside of Greencastle, there are pockets of industrial uses around Cloverdale and other incorporated towns. Cloverdale is home to Poet Bioprocessing and Putnam Plastics, Inc. The largest industrial site in the county in the Heritage Environmental Services hazardous waste

landfill outside of Roachdale. There are also three large mineral extraction sites, respectively located south of Russellville, off I-70, and southwest of Bainbridge.

Residential: Residential uses are concentrated in Greencastle, around the various towns of Putnam County, and near the most scenic portions of the county. Rural (low-density) residential lots are also scattered throughout the county but found primarily along county roads and highways (like US 40). Most of the new development in Putnam County is concentrated around Greencastle and Heritage Lake.

3.2 Existing zoning

Putnam County’s existing zoning ordinances date to the early 1990s. The table below outlines the different zoning districts in Putnam County and their general purpose.

Zoning District	Code	Purpose
Floodplain	FP	The purpose of this district is to regulate development in flood prone areas. The new construction of buildings and other new development or land uses in the flood hazard areas of the county, if not properly regulated to account for the potential hazard, could result in the loss of life and property, create health and safety hazards, and lead to extraordinary expenditures for flood protection and relief.
Agriculture Protection	A1	This district is established to protect suitable land for active agricultural production in the county. Agricultural production is recognized as the primary economic activity in the county, and certain lands are particularly suited to such uses because of their size, configuration, soil, topography, and location in relation to other land uses.
Agriculture	A2	This district is established to permit the full range of agricultural activities as well as certain planned large lot residential development with development standards, which protect the full range of agricultural uses as determined by the Plan Commission, and other uses customarily conducted in agricultural areas.
Residential – Low Density	R1	The purpose of this district is to provide areas of low density, suburban type residential development with particular emphasis on promoting residential subdivision development.
Residential – Medium Density	R2	The purpose of this district is to provide areas of moderate density, suburban residential development with particular emphasis on promoting residential subdivision development.
Commercial Convenience	CC	Businesses in the CC District cater to and are located close to residential districts and are developed in a manner that reflects the residential character of the area. Businesses located in this district tend to serve the day-to-day needs of the neighborhoods in which they are located.
Commercial General	CG	Businesses located in the CG District require locations on or near major arterials and their intersections. CG businesses serve the day-to-day needs of the neighborhood and supply the more permanent and durable needs of the whole community.

Industrial	I	Uses located in this district encompass light and heavy industrial activities. Heavy industrial activities are generally major operations and extensive in character, and require large sites, open storage and service areas, quick access to regional transportation, and generate nuisances such as smoke, noise, vibrations, dust, glare, air pollution and water pollution. Light industrial uses are relatively clean, quiet, and free of smoke, noise, color or dust.
Planned Unit Development	PUD	The purpose of the Planned Unit Development (PUD) District is to provide for alternative land developments where a variety of residential, commercial, or industrial uses are planned and developed as a whole.
Preservation	PV	The purpose of this district is to retain and promote open space historic and scenic views, the surroundings of culturally significant buildings or structures, and the ecologically significant land adjacent to rivers.
Mineral Extraction	ME	The purpose of this district is to provide land for the mining, excavation, processing and storing of mineral resources.

Source: Putnam County, IN Code of Ordinances

Efforts have been made to create a digital zoning map with parcel-level data to establish a baseline of existing zoning in the county. This is an improvement from the older, hand-colored zoning map. It’s important to note that the existing zoning map does not distinguish between the two residential districts (R1 and R2) or the two commercial districts (CC and CG). These districts are lumped together and represented by single-color residential and commercial zones. PUD districts are not included on the map.

3.3 Topography

Putnam County’s topography varies significantly from the East to the West. The eastern part of the county is characterized primarily by a flat topography with abundant farmland. Exceptions to this include the heavily forested area around Big Walnut, east of Bainbridge, and the forested area around Heritage Lake. The western portion of the county is much hillier, particularly in the southwestern corner around Lieber State Recreation Area. Although there’s significant tree cover across Putnam County, vegetation is more concentrated in the western half of the county.

4. Economic Development

4.1 Local Economic Development Organization

The Greencastle/Putnam County Development Center serves as the county’s economic development authority. The mission of the Development Center is to “promote investment in Putnam County which will result in quality job opportunities, sustain and contribute to economic growth, and improve the equality of life for our county.” The Development Center offers a variety of services to the business community and local government, including business retention, expansion, and recruitment, monitoring of tax abatements, monitoring of TIF districts, grant writing, workforce training, networking opportunities, and more.

4.1 Existing sites

Putnam County's primary corridor for economic development is located along SR 240/Indianapolis Road in the eastern part of Greencastle. This area is home to Ascena, Crown Equipment Corporation, Chiyoda USA, Dixie Chopper, and the Walmart Distribution Center. This area is primed for future commercial and industrial development. There are also opportunities for development along the intersection of I-70 and US 231 in the northern part of Cloverdale.

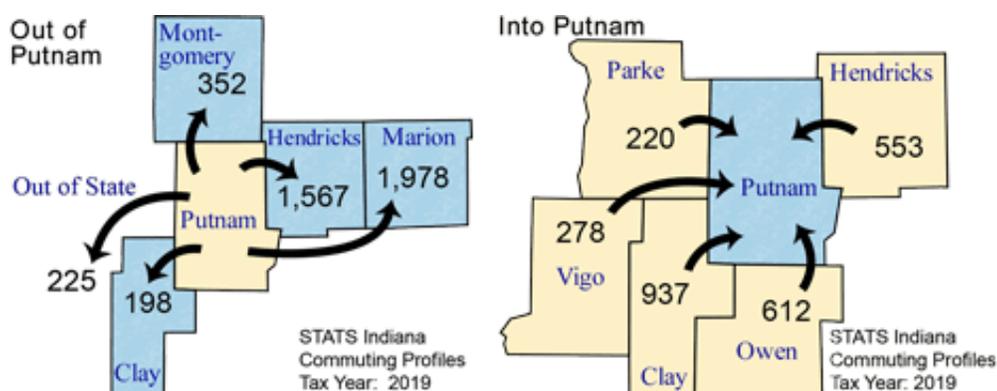
4.2 TIF districts

Putnam County is currently taking advantage of Tax Incremental Financing (TIF) to capture additional local government revenues for future investment in economic development. In total, Putnam County contains five TIF districts including one in Greencastle and the remaining four in the town of Cloverdale. The Gross Assessed Value of the four TIF Districts in Cloverdale is approximately \$23.6 million, and \$172.5 million for the TIF District in Greencastle.

4.3 Commuting patterns

Most Putnam County residents remain in the county for work. Putnam County's commuting patterns, determined using Indiana IT-40 tax returns for 2019, showcase that only 23.2% of Putnam County's labor force lives in Putnam County but chooses to work outside the county. A large portion of Putnam County workers that travel outside of the county for work are traveling to Marion County (37.4% of commuters) or Hendricks County (29.6% of commuters). Putnam County also receives some workers from neighboring counties. Of the 3,590 employees who live in another county but work in Putnam County, 26.1% are from Clay County and 17% are from Owen County.

Figure 2.1: Putnam County Commuting Patterns



Source: STATS Indiana

5. Infrastructure

5.1 Water and sewer infrastructure

Throughout the public participation process for this comprehensive plan update, participants expressed the need to expand and improve public infrastructure across the county. Although urban areas like Greencastle are well-served, rural parts of the county will need infrastructure improvements to accommodate growth and development. Currently, there are several public water and sanitary sewer providers across the county, several of whom are working on (or interested in) infrastructure upgrades and expansions.

Greencastle:

The City of Greencastle's current water facility began operation in 1997. The treatment plant has significant capacity and can provide 4.3 MGD (millions of gallons per day). The City of Greencastle's water supply is drawn from wells located along Big Walnut Creek near the water treatment facility. Greencastle's water is treated with chlorine for disinfection, phosphate for lead and copper control, and fluoride for dental health. The Greencastle water system also serves the Town of Fillmore.

The City of Greencastle owns and operates a wastewater collection system and treatment facility that processes sanitary waste for both Greencastle and the Town of Fillmore. The wastewater facility has a design capacity of 2.8 MGD with a peak flow capacity of 16 MGD. Greencastle's wastewater system is not at capacity and can accommodate more development. All wastewater is treated to an environmentally safe level and then discharged into Big Walnut Creek.

South 43 Water Association, Inc.:

South 43 is a non-profit membership corporation providing water services along US 231. The northern portion of their service area begins at CR 100 N and extends south towards Greencastle. The southern portion of their service area begins around Primrose Lane and extends south to US 40. The source of South 43's drinking water is ground water purchased from the Greencastle Water Department.

Bainbridge:

The Town of Bainbridge offers its own municipal utilities, primarily to residents located within town limits. Water and sanitary sewer are supplied to approximately 330 residential and commercial buildings. Future development in Bainbridge is limited by utility infrastructure, particularly wastewater, which is operating near capacity.

Cloverdale:

The Town of Cloverdale's water system serves 1,068 customers, primarily within the corporate limits of town. The water system has the capacity to distribute 1 MGD, but currently distributes approximately 300,000 gallons per day. The Town of Cloverdale

expects daily sales to increase to approximately 382,000 gallons per day in the fall of 2022 when Edge Materials begins operation. Cloverdale is currently discussing a project to increase capacity and pressure to supply water along US 231, north of I-70.

The Town of Cloverdale's sanitary sewer serves 1,073 customers primarily within the town's corporate limits. The utility has the capacity to treat 700,000 gallons of wastewater per day. The wastewater utility is currently discussing a \$4.7 million expansion to collect wastewater from Lieber State Park. The utility is also discussing a \$3.5 million upgrade to the wastewater treatment plant and collection system.

Roachdale:

The town of Roachdale provides public water and wastewater services to residents. The water system was updated in 2014 and continues to be improved. The source of Roachdale drinking water is groundwater produced from three wells. Two wells remain in operation, and one serves as a back-up. The Roachdale wastewater plant sits on the western edge of town and is operated through contract by Utility Management and Construction, Inc. The Town made upgrades to its wastewater treatment system in 2017. Both the water and wastewater systems in Roachdale have the capacity to accommodate growth.

Reelsville:

Established in 1966, the Reelsville Water Authority supplies clean water to rural communities, as well as parts of Reelsville, Greencastle, Cloverdale, and Brazil. Reelsville does not have a sewer system, instead residents rely on septic.

Van Bibber Lake:

The Van Bibber Lake Conservancy District provides water and sanitary sewer services to homes situated between Van Bibber Lake and Glenn Flint Lake. Water is sourced from wells and treated at a plant with two separate filtration systems. The distribution system is fed by a 100,000-gallon water tower, built in 1973.

Prior to 2002, the wastewater plant at Van Bibber Lake was a 'package plant' and couldn't handle the daily load. VBLCD bought the wastewater services at Van Bibber Lake in 2002 and built a new wastewater treatment facility. Currently, the plant at Van Bibber Lake can treat over 100,000 gallons per day. Though it typically runs somewhere around 35,000 - 60,000 gallons per day. Van Bibber Lake has the capacity to accommodate some growth.

Heritage Lake:

Although Heritage Lake is unincorporated, it has its own sewer system. As of summer 2022, the Heritage Lake sewer system had 1,583 connections and serves approximately 1,578 homes. In 2023, construction will start on a \$5-million plant upgrade. After the upgrade, the sewer system will be capable of serving 2,903 lots, although it is anticipated that only 80% of the connection capacity will be needed due to combined lots.

5.2 Natural gas

In Bainbridge and Roachdale, natural gas is provided by Bainbridge Municipal Utilities and Roachdale Municipal Utilities, respectfully. Where it's available, the rest of the county is serviced by Vectren Energy Delivery.

5.3 Electric Providers

Putnam County is serviced by several electric providers.

- Duke Energy serves much of the county.
- The Town of Bainbridge receives electricity from its own Bainbridge Municipal Utilities.
- Unincorporated areas of Putnam County that are not served by Duke Energy may be served by Hendricks Power Cooperative or Parke County REMC.

5.4 Broadband

According to the 2020 American Community Survey, approximately 83.1% of residents have broadband in some form or another (including cellular data plans). 62.8% of residents have broadband access such as cable, fiber optic, or DSL and 8.8% of residents have satellite internet service. 16.2% of residents are without an Internet subscription.

Broadband providers in the county include T-Mobile, Endeavour Communications, Metronet, Frontier, Cable ONE, TDS Telecom, and Comcast. Residents report connectivity issues, even in Greencastle; however, most of the connectivity issues exist in rural parts of the county. According to Indiana's Broadband Map, there are several locations across Putnam County where services fall below the federal broadband minimum standard of 25 mbps download speed and 3 mbps upload speed. There gaps can be found around Russellville, Roachdale, and Bainbridge. There are also significant gaps in service between Bainbridge and Fillmore, and north of Reelsville. For the success of students, businesses, and remote workers, Putnam County's broadband infrastructure desperately needs speeds that far exceed the federal broadband minimum standard. That said, high-speed internet service is only available from providers like Endeavour and Metronet in the southern two-thirds of the county.

As of 2021, Putnam County is an official Broadband Ready Community. The Broadband Ready Community certification indicates that a community has taken steps to reduce barriers to broadband infrastructure investment. The certification was approved by the Indiana Broadband Office following the Putnam County Commissioners adoption of a Broadband Ready Community ordinance. The certification should serve as a signal to the telecommunication industry to invest in Putnam County.

6. Government Facilities and Services

6.1 County Departments:

Putnam County residents are served by several county departments.

- 911 / Emergency Management Agency (EMA): Both the 911 dispatch and EMA operate out of the Putnam County Emergency Operations Center in Greencastle. The 911

dispatch ensures that appropriate fire, police, and EMS responders arrive at the scene of an emergency. The Emergency Management Agency is responsible for creating, maintaining, and exercising disaster plans for Putnam County.

- **Health Department:** The Putnam County health department enforces public health laws (e.g., food permits), provides health and wellness screening services, delivers educational programs, and collects and records all vital events (e.g. births and deaths) in the county.
- **Highway Department:** The Putnam County highway department is responsible for the maintenance of county roads, bridges, and culverts.
- **Planning and Zoning Department:** The planning and zoning department is responsible for the review and permitting of land development, by means of compliance with Putnam County's zoning ordinances.
- **Plat Office:** The plat office provides GIS services and 911 addressing for Putnam County. The plat office works with the public, realtors, appraisers, surveyors, and other government offices to address inquiries focused on real estate in Putnam County.
- **Soil and Water Conservation District:** The Putnam County Soil and Water Conservation District (SWCD) was established in 1946 in response to the soil erosion crisis. The SWCD provides conservation assistance at the local level, delivers educational programs to the public, and offers mini grants for small-scale conservation projects.
- **Veterans Affairs:** The Putnam County Veterans Affairs office serves as a local point of contact for veterans to assist with all veteran issues. The office works closely with the Indiana Department of Veterans Affairs and can help veterans and their family members navigate benefit eligibility.

Putnam County also has an assessor, auditor, clerk, recorder, surveyor, and treasurer, each with their own office. Additionally, the county's judicial system includes a Circuit Court and a Superior Court. Putnam County has a prosecutor, sheriff, probation officers for both adults and juveniles, and a community corrections department.

6.2 Emergency Services

Law Enforcement:

Greencastle, Cloverdale, Bainbridge, and Roachdale have their own local police departments. These departments are entrusted with enforcing the ordinances of their respective municipalities, as well as the laws of the state and country. Staff are dedicated to keeping their communities safe. The Putnam County Sheriff's Department provides law enforcement services to the remaining towns and unincorporated parts of the county. In times of need, the sheriff's department lends additional support to local police departments.

The sheriff's department maintains the Putnam County Jail as a safe, sanitary and secure facility for detention and correction. Additionally, the Putnamville Correctional Facility is located south of Greencastle along US 40. The Putnamville Correctional Facility, previously known as the Indiana State Farm, was authorized by the Indiana General Assembly in 1913.

The medium security facility is part of the Indiana Department of Correction and has a capacity of more than 2,500 inmates. The facility offers multiple educational and work training programs.

Fire:

Putnam County is serviced by eleven fire departments:

- Bainbridge Community Volunteer Fire Department
- Clinton Township Volunteer Fire Department
- Cloverdale Township Volunteer Fire Department
- Fillmore Community Volunteer Fire Department
- Floyd Township Volunteer Fire Department
- Greencastle Fire Department
- Jefferson Township Fire Department
- Madison Township Fire Department
- Reelsville/Washington Township Volunteer Fire Department
- Roachdale Volunteer Fire Department
- Russellville Volunteer Fire Department

All the county’s fire departments, except the Greencastle Fire Department, are served by volunteers donating their time to emergency response, trainings, and community assistance. Volunteer fire departments are funded through donations, most often collected at fundraising events. For example, the Cloverdale Township Volunteer Fire Department hosts a Pancake and Sausage Day at the Cloverdale American Legion. Since these organizations rely on donations, many struggled during the COVID-19 pandemic since they were unable to host their typical fundraisers. Additionally, since funds are limited, many volunteer fire departments are forced to rely upon old gear and equipment.

EMS:

The Putnam County EMS is a county-level agency committed to providing pre-hospital emergency medical services. The Putnam County EMS has experienced an increase in call volumes since the beginning of the COVID-19 pandemic, putting pressure on first responders. Response times can be particularly long in the northern third of the county where municipalities are spread out and EMS stations are few and far between.

7. Transportation

Several state roads, highways, and even an interstate traverse Putnam County. These roadways make up approximately 130 miles of vital transportation network, linking destinations within the county and connecting residents to points beyond the county. These roadways include:

- U.S. Highway 231 State Road 236
- U.S. Highway 40 State Road 243
- U.S. Highway 36 State Road 240
- Interstate 70 State Road 42

According to INDOT’s State Transportation and Improvement Program (STIP) for fiscal years 2022-2026, approximately \$82.2 million in investment is planned on projects throughout Putnam County. This funding is a combination of federal, state, and local contributions over the next five years. The three most expensive projects are HMA (hot mix asphalt) overlays intended to strengthen the structural capacity of pavement and allow for smooth, comfortable travel. One \$23 million overlay is planned for I-70, another \$14 million overlay is planned for U.S. 40, and a \$10 million overlay is planned for U.S. 231. There are also plans for bridge replacements over Moccasin Branch and Doe Creek, bridge painting at Big Raccoon Creek, and a variety of other projects.

Putnam County and its towns have also received funding from INDOT’s Community Crossings Matching Grant Program. Launched in 2016, Community Crossings provides funding to cities, towns, and counties across Indiana for improvements to local roads and bridges. Since the program began, Indiana has awarded over \$1 billion in funds for local infrastructure projects. In 2022, Putnam County was approved for a \$1 million Community Crossings grant and the town of Fillmore received a grant worth \$227,394. Paired with each community’s local match, this represents a total investment of \$1,636,525 in local road improvements.

7.1 Gravel/Paved Road Inventory

The remaining county roads and local streets are a combination of gravel, chip and seal, asphalt, and concrete surfaces. A 2020 Pavement Surface Evaluation and Rating (PASER) report visually evaluated the condition of approximately 752 miles of roads throughout Putnam County. The report found that approximately 32% of Putnam County roads are gravel. The PASER system rates each road segment on a scale of 1 – 10 with 1 being the worst condition and 10 being the best condition. Typically, ratings of 1-3 indicate Poor Condition, 4-6 represent Fair, and 7-10 represent Good Condition. According to the report, only 58% of asphalt roads and 39% of chip seal roads in Putnam County are in good condition. A summary of the ratings for Putnam County roads is available in the table below.

Table 2.8: PASER Report Summary for Putnam County

Surface Type	Total Miles	Miles in Good Condition (7-10)	Miles in Fair Condition (4-6)	Miles in Poor Condition (1-3)
Gravel	237.46	Not Rated	Not Rated	Not Rated
Chip Seal	359.35	141.71	118.02	99.62
Asphalt	149.59	86.11	49.3	14.18
Concrete	3.91	0	0.35	3.56
Closed	2.03	Not Rated	Not Rated	Not Rated

Source: 2020 PASER Report

8. Natural Resources, Parks, and Recreational Features

The natural setting of Putnam County includes a wide array of landscape features including Big Walnut Creek, associated riparian corridors, sandstone bluffs, and native woodlands and grasslands. In fact, Putnam County contains more land in protected nature preserves than any other county in Indiana. This fact puts the county in a unique position to promote and capitalize on these natural assets in a sustainable manner for current and future generations of Putnam County residents and visitors.

8.1 Indiana Department of Natural Resources Properties:

There are several benefits to preserving Indiana's and Putnam County's natural areas. Preservation areas provide recreational, scientific, and educational benefits for humans, as well as intact habitat for flora and fauna. The Indiana Department of Natural Resources (DNR) owns and manages...

Richard Lieber State Recreation Area (SRA)

This 8,500-acre SRA straddles Putnam and Owen counties and can be accessed via State Road 243. It includes a playground, campgrounds, picnic areas, an aquatic center, and approximately 1.25 miles of trails. The recreational area also has a marina on Cagles Mill Lake offering concessions, seasonal mooring, fuel, boat rental, and fishing supplies.

Cataract Falls State Recreation Area (SRA)

Cataract Falls SRA is part of the larger Lieber SRA. Cataract Falls is comprised of two waterfalls along Mill Creek at the southern end of the 1,400-acre Cagles Mill Lake which was built in 1952 as Indiana's first flood control reservoir. Cataract Falls is the largest waterfall by volume in Indiana. The Cataract Falls SRA includes a playground, picnic areas, the half-mile Ed Dailey Nature Trail, and the Cataract Falls Bridge – the only covered bridge in Owen County. The historic bridge was built in 1876, restored in 1995, and listed on the National Register of Historic Places in 2005.

Raccoon Lake State Recreation Area (SRA)

This SRA crosses over from neighboring Parke County into the northwest part of Putnam County. The recreation area can be accessed via US 36. Raccoon Lake SRA features native forests and large rock outcrops along the upper portion of Big Raccoon Creek. The Cecil M. Harden Lake, created by damming the creek for flood control, provides swimming, fishing, boating, and water-skiing opportunities. Other activities available to visitors include archery, volleyball, hiking, picnicking, and camping.

8.2 Nature Conservancy Properties:

The mission of the Nature Conservancy of Indiana is to protect and maintain the rich collection of natural landscapes and waterways throughout Indiana. The three distinct natural areas the Conservancy owns and maintains in Putnam County are briefly described below.

Hall Woods

Dedicated as a State Nature Preserve in 1987, Hall Woods, located within the larger Big Walnut Natural Area, offers 128 acres of protected forest. Owned and managed by the Indiana Department of Natural Resources Division of Nature Preserves, Hall Woods is known for its rich woods, wildflower-covered slopes, and sparkling streams. The preserve features a moderate, approximately 1-mile loop trail.

Big Walnut Nature Preserve

This 2,458-acre property was dedicated as a National Natural Landmark in 1985 and is co-managed by the Nature Conservancy and the IDNR Division of Nature Preserves. The stunning preserve is situated among the hills and ravines of Big Walnut Creek Valley. Visitors can enjoy the nature preserve via the Tall Timbers Trail (1.9 miles), the Doyle Trail (1.3 miles), or the Rayfield Trail (2.2 miles).

Fern Cliff Nature Preserve

This 157-acre preserve in Greencastle, Indiana was designated as a National Natural Landmark in 1980 and dedicated as a State Nature Preserve in 1988 and 1996. Fern Cliff is known for its wooded ravines, sandstone cliffs, and unique vegetation (including ferns and bryophytes). There is a 1.5-mile out-and-back trail on the property for visitors.

8.3 Other Designated Natural Areas:

In addition to Indiana DNR and Nature Conservancy properties, there are plenty of other opportunities for residents and visitors to experience Putnam County's natural beauty.

Local Parks

Greencastle Parks & Recreation manages seven local parks, including the 28-acre Robe-Ann Park. This park features an Olympic-size swimming pool, splash pad, super playground, picnic shelters, softball diamond, tennis courts, Pickle Ball courts, basketball courts, skate park, and more. Other local parks in Putnam County include the Cloverdale Community Park in Cloverdale, as well as the East Point Park and North Point Park in Bainbridge.

DePauw Nature Park

Located just outside of Greencastle, this 520-acre park winds along Big Walnut Creek, through hardwood forest, and centers around an abandoned limestone quarry. The park offers 8.4 acres of trails and is open to the public daily.

Deer Creek Fish & Wildlife Area

The Deer Creek Fish & Wildlife Area began in 2010 with a transfer of over 1,000 acres of property to the Indiana Department of Natural Resources from the Putnamville Correctional Facility. Since 2010, additional parcels have been transferred to the DNR bringing the property to 2,175 acres. The property consists of agricultural land interspersed with oak-hickory woods. Visitors to the FWA can fish in the property's 4-acre pond, hunt, trap, observe wildlife, or visit the shooting range.

Undeveloped County-Owned Property

Putnam County owns approximately 360 acres of native woodland east of the Glenn Flint Lake dam/spillway and south of the boat ramp. This area can be accessed from W CR 375 N at what was once the OWL Trail. There is an opportunity to develop a large county park on this land.

8.4 Parks & Recreation Boards/Departments:

Putnam County Park Board

Created by the Putnam County Council in July, 2021, the Putnam County Park Board aims to enhance quality of life for Putnam County residents. The Board developed the *Five-Year Outdoor Recreation Master Plan 2022-2026* in collaboration with the Friends of the Park of Putnam County, Inc., Putnam Parks & Pathways, Inc., Putnam County Convention & Visitors Bureau, and Purdue Extension Office. The Board is committed to creating more spaces for outdoor recreation and facilitating programs/events throughout the county that are both fun and educational.

Greencastle Parks & Recreation Department

The Greencastle Parks & Recreation Department maintains eight municipal parks, the Greencastle Aquatics Center, and the People Pathways trails. The department also holds events throughout the year for all ages. The parks & recreation department is governed by the Greencastle Board of Park Commissioners. Greencastle has a *Five-Year Master Plan* for their parks that was created for use from 2018-2022.

8.5 Other Organizations:

People Pathways

People Pathways is a planning and implementation group established with the approval of the Greencastle Park Board of Commissioners, Greencastle City Council, Putnam County Council, and the Putnam County Commissioners. The organization aims to improve the quality of life in Putnam County by strategically expanding multi-use recreational trails. Currently, People Pathways maintains approximately 18 miles of trail in the county. These trails are part of the National Road Heritage Trail (NRHT). In 2022, the City of Greencastle was awarded \$2,003,572 from the Indiana DNR's Next Level Trails grant program to complete a 2-mile gap in the statewide National Road Heritage Trail, pave a 0.85-mile gravel stretch of the trail, and make trailhead improvements.

Big Walnut Watershed Alliance

The Big Walnut Watershed Alliance is an organization aimed at protecting the 271,000-acre Big Walnut and Deer Creek Watershed. This watershed lies mostly within three counties – Boone, Hendricks, and Putnam County. The watershed is primarily impacted by agricultural land use but is also affected by the City of Greencastle and adjacent towns. The BWWA helps preserve the quality of the watershed by offering a cost share program for conservation best practices, educating residents about individual impacts on the watershed (including septic system care), and carrying out a watershed management plan.

9. Quality of Place

9.1 Local School Systems

Putnam County is served by four school systems. They include:

- Cloverdale Community School System
- Greencastle Community School Corporation
- North Putnam Community Schools
- South Putnam Community Schools

For the purposes of this comprehensive plan, the following information focuses on the North and South Putnam School Districts serving the unincorporated portions of the county.

North and South Putnam Community School Corporations

The North and South Putnam Community Schools served 2,362 students combined in 2021 according to the Indiana Department of Education’s 2021 Annual Performance Report. However, both school systems have experienced a decline in student enrollment between 2018 and 2021. Both systems have maintained graduation rates well above the State average. The tables below provide a brief overview of key measures for both school systems.

Indicator	2017-18	2018-19	2019-20	2020-21
Overall Student Enrollment	1,424	1,384	1,364	1,289
% of Students Receiving Free/Reduced Lunch	45.7%	44.3%	43.6%	46.0%
% of Students in Gifted/Talented Education	10.7%	10.1%	9.3%	9.2%
% of Students in Career/Technical Programs	26.5%	32.6%	23.2%	26.5%
High School Graduation Rate	97.1%	95.1%	93.8%	97.8%

Source: Indiana Department of Education – 2021 Annual Performance Report

Indicator	2017-18	2018-19	2019-20	2020-21
Overall Student Enrollment	1,139	1,093	1,118	1,073
% of Students Receiving Free/Reduced Lunch	42.5%	40.3%	41.6%	43.5%
% of Students in Gifted/Talented Education	14.3%	14.6%	14.9%	16.6%
% of Students in Career/Technical Programs	26.3%	30.1%	27.1%	26.1%
High School Graduation Rate	88.8%	96.6%	98.0%	97.9%

Source: Indiana Department of Education – 2021 Annual Performance Report

9.2 Putnam County Community Foundation

The Putnam County Community Foundation (PCCF) was established in 1985 and serves as a vehicle for people of all means to make a lasting difference in the county. In 2021, the Putnam

County Community Foundation awarded \$1,412,259 in grants and scholarships, bringing the total amount awarded to \$19,169,541 since inception. Grants are awarded for charitable purposes across the county. For example, in 2022, grants were awarded to provide meat to area food pantries, supply baseball safety equipment for youth sports, upgrade lighting at a community theatre, and help a local police department upgrade their computers. Scholarships are also awarded annually to help young adults in Putnam County pursue a college career.

10. Housing

A common theme in the public participation process was an expressed need for additional residential development. Without adequate housing, local employers have found it difficult to recruit new employees. Increasing the supply of housing would also enable existing residents to transition into new homes that may better serve their needs. For example, aging residents could downsize, and DePauw graduates could purchase a starter home.

10.1 Home Values

Home values in Putnam County have consistently increased since 2010. In 2010, the median value of single-family units sold was \$85,950. From January to September 2020, the median sales price for a home in Putnam County climbed to \$165,000, according to the Indiana Business Research Center. Home values remain high in 2022.

10.2 Age of Housing Stock

Putnam County’s housing stock is aging. A considerable portion of Putnam County’s housing stock was built prior to 1940 (17.6%) while only 16.1% of housing units were built after 1999. As Putnam County grows and develops, housing stock must meet the demands of both current and future residents.

Table 2.11: Age of Housing Units (DP04)

Community	Total Housing Units	% of Units Built in 2014 or After	% of Units Built Between 2000-2013	% of Units Built Prior to 2000
Indiana	2,903,720	2.9%	14.3%	82.8%
Clay County	11,773	2.9%	13.3%	83.8%
Hendricks County	62,846	7.8%	32.4%	59.8%
Montgomery County	16,709	1.2%	12.9%	85.9%
Morgan County	28,519	2.7%	18.0%	79.3%
Owen County	10,234	2.3%	18.1%	79.6%
Parke County	8,253	4.7%	14.0%	81.3%
Putnam County	15,188	2.5%	13.6%	83.9%

Source: 2020 American Community Survey 5-Year Estimates

10.3 Residential Building Permits

In response to the Great Recession, residential building permits for 1-and-2-family dwellings in Putnam County decreased from 94 in 2007 to 33 in 2010. Since then, residential building permits have generally increased. In 2018, the number of 1-and-2-family dwelling permits issued finally exceeded the number issued in 2007. Residential building permits continue to be issued at relatively high rates, indicating that demand for housing continues to grow in Putnam County. In 2021, 128 permits were issued for the construction of 1-and-2 family dwelling units.

Figure 2.2: Putnam County Housing Unit Building Permits (2007 – 2016)

Housing Unit Building Permits Putnam County, Indiana					
	Single	Multi-Family			Total Units
	Family	2 units	3-4 units	5+ units	
2007	88	6	0	0	94
2008	52	2	0	0	54
2009	42	0	0	0	42
2010	29	4	19	11	63
2011	32	2	0	0	34
2012	34	0	0	66	100
2013	49	2	4	28	83
2014	35	0	0	35	70
2015	51	2	0	0	53
2016	52	6	0	0	58
2017 YTD	60	8	0	0	68

Source: Terzo & Bologna Inc.'s 2017 Housing Market Study of Greencastle Township using data from the State of the Cities Data System (SOCDS)

Year	2017	2018	2019	2020	2021
Permits Issued	77	116	111	111	128

Source: Putnam County Planning & Zoning Department

10.4 Housing Market

According to a 2017 Housing Market Study for Greencastle Township prepared by Terzo & Bologna, Inc., there is demand for both rental and owner-occupied residential housing in Greencastle and the surrounding area. Real estate consultants found that opportunities exist for rental rates between \$750 and \$1,500 per month with some potential for rentals above \$1,500 per month. The primary market for owner-occupied units exists between \$200,000 and \$300,000. Adjusted for inflation, the strongest rental market is around \$900 to \$1,800 and the

strongest owner-occupied market in Putnam County is for homes between \$240,000 and \$360,000 in 2022.

The newest subdivision in Greencastle Township is the Whispering Winds subdivision. The 30-acre development sits at the corner of Zinc Mill Road and South Street (E CR 200 S). Development began in late 2016 and the final homes in the subdivision were completed in 2021. As of 2022, Doe Creek Meadow, a manufactured home subdivision in Cloverdale, is the only planned subdivision for Putnam County.

The most recently completed multifamily development is Zinc Mill Terrace in Greencastle. This garden style apartment complex, originally constructed in 2013, contains 94 total units. A second phase of the development was completed in 2020 to add 50 additional units. In 2015, Miller Asbury, an apartment complex for senior citizens, also opened its doors in Greencastle. The complex is an adaptive reuse of the historic Delilah Miller School building and offers 30 affordable apartments. In May of 2022, the Greencastle Board of Zoning Appeals approved variances for the construction of a new apartment complex. Woodshire Place Apartments will be a \$7.96 million development of 13 triplexes off Woodhaven Drive in southeast Greencastle. Construction began in the summer of 2022 and apartments are expected to be available in the summer of 2023.

Appendix

The appendix ([available here](#)) features the following supplemental maps to enhance our understanding of existing conditions in Putnam County.

Map 2.1 Existing Land Use Map

Map 2.2 Existing Zoning Map (Old)

Map 2.3 Existing Zoning Map (New)

Map 2.4 Aerial Base Map

Map 2.5 Environmental Features Map

Map 2.6 Water Services Map

Map 2.7 Sanitary Sewer Services Map

Map 2.8 Soil Septic Compatibility Map

Map 2.9 Broadband Access Map

Map 2.10 Existing Transportation Functional Classification Map

Map 2.11 PASER Road Map