Putnam County

COMPREHENSIVE PLAN

ACKNOWLEDGMENTS

We would like to give a special thank you to the many residents who generously devoted their time and ideas in the hopes of building a stronger Putnam County. This plan would not have been possible without their input and the guidance and expertise of the project steering committee and County leadership and staff.

Steering Committee

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David Fuhrman, Putnam County Council
David Penturf, Former Putnam County Surveyor
Greg Jay, Cloverdale Town Council
Greg Williams, Putnam County Surveyor
Holly Cook, Roachdale Town Council
Jason Hartman, Cloverdale Town Manager
Jay Alcorn, Putnam County Council/Advisory Plan Commission
Jeff Kiger, Bainbridge Town Council
Jim Ensley, Putnam County Attorney
Jim Peck, Putnam County Highway Engineer
Kristen Clary, Greencastle/Putnam County Development Center
Lisa Zeiner, Plan Director/Building Administrator
Lora Scott, Board of Zoning Appeals
Mike Richmond, Putnam County Convention & Visitors Bureau
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Wendell Underwood, Former Advisory Plan Commission Member

Putnam County Board of Commissioners

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HWC ENGINEERING

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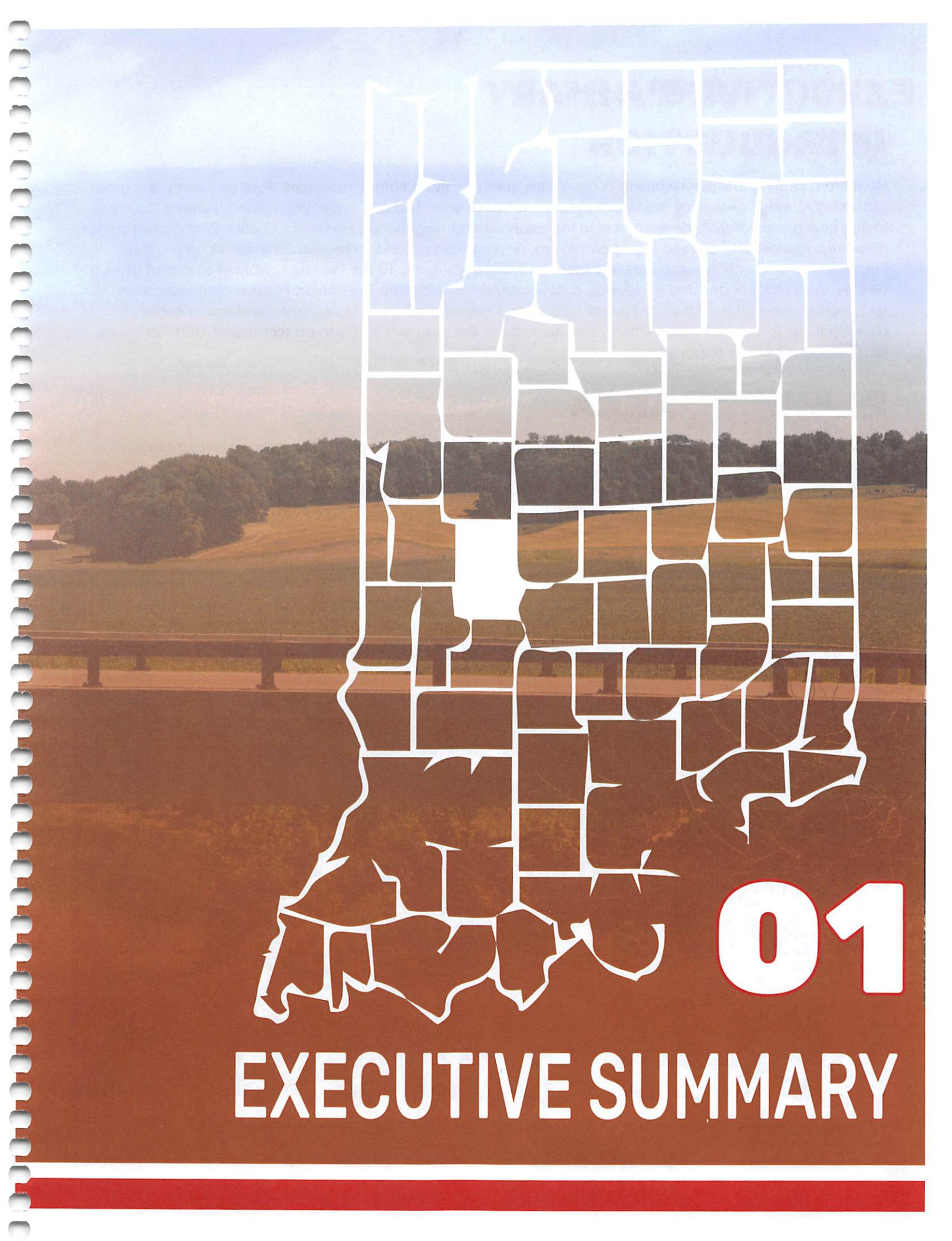
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CHAPTER 01 EXECUTIVE SUMMARY





01

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

INTRODUCTION

Home to charming towns, welcoming communities, and abundant natural resources, Putnam County is a great place to live, work, and enjoy the best that Indiana has to offer. Located in Central Indiana, Putnam County is facing new pressures from development in Indianapolis and neighboring Hendricks County. With growth comes ample opportunities to expand job opportunities, develop cultural and recreational amenities, strengthen infrastructure, and enhance the lives of current and future residents. To put Putnam County in control of its own destiny, local leaders decided to develop a new comprehensive plan. The comprehensive plan represents a collective vision for the future of Putnam County and covers a range of topics, from land use to economic development. To ensure Putnam County's future success, the plan sets goals to protect assets, address issues, and pursue upcoming opportunities.

PLANNING AREA

Putnam County partnered with HWC Engineering to create the new comprehensive plan. This long-range plan includes all Putnam County communities, incorporated and unincorporated, except for the City of Greencastle. The City of Greencastle is guided by the 2001 Greencastle Comprehensive Plan. The Putnam County Comprehensive Plan identifies a unified vision for the county, as well as strategies to address county-wide priorities.



The E.M. Viquesney Doughboy statue on the southeast corner of the Putnam County Courthouse lawn.

EXECUTIVE SUMMARY



South Putnam Middle School/High School is located at the intersection of US Highway 40 and US Highway 231.

PROCESS

The planning process lasted approximately 12 months and was guided by a project steering committee comprised of elected and appointed officials, County staff, residents, business owners, and other community leaders. Several community input and engagement opportunities were offered over the course of the process which included a series of key stakeholder discussions, online surveys, open house workshops, and public presentations. The steering committee met four times to identify existing opportunities and issues, inform the vision and goals, confirm plan direction, and review the draft document.

VISION STATEMENT

Putnam County actively celebrates its historic small towns, agricultural heritage, natural beauty, and cultural amenities while also providing a variety of housing options, diverse employment opportunities, and quality recreation destinations for people of all ages. Putnam County does this through:

- Supporting existing residents and businesses with continued investment in the transportation network, utility systems, and recreation amenities.
- Thoughtfully planning for residential and employment growth in and around our established communities while also identifying opportunities for rural development.
- Preserving the natural amenities and agricultural character that make Putnam County such a special place.

EXECUTIVE SUMMARY

KEY PLANNING PRIORITIES

Four key priorities were identified through community and steering committee input during the planning process. These priorities serve as the foundation of this comprehensive plan and are integrated into the goals and action items in subsequent chapters. They are:

Update Development Regulations

Before additional growth and development occurs in Putnam County, steps should be taken to update zoning and subdivision ordinances, street standards, and stormwater and erosion control ordinances to better align with community goals and contemporary development practices. Updating development regulations, and compiling them in a Unified Development Ordinance (UDO), will help to streamline the development process while ensuring that Putnam County's character and unique assets are protected. New street standards will ensure roadways are designed and built to reflect current construction practices, are safe for all users, and easier for the County to maintain into the future. Stormwater and erosion control ordinances will better protect the valuable water resources in Putnam County during both construction activity and ongoing use of the site or roadway. Collectively, these updated development regulations will better protect people, property, and natural resources across Putnam County.

Invest in Transportation and Utility Infrastructure

From 2016 to 2022, the average PASER condition rating for Putnam County roads increased from 4.4 to 6.1. Building upon this established momentum, the County should continue making improvements to roads and bridges. Transportation infrastructure improvements not only enhance safety and quality of life, but the maintenance of roads and bridges is also vital to the successful delivery of emergency services, ensuring that ambulances and firetrucks can quickly and efficiently reach residents. Utility investments should be directed to accommodate future growth and minimize potential environmental impacts. To elevate transportation and utility infrastructure to the standards expected by residents and businesses, Putnam County will need to allocate additional resources while also pursuing grants and other funding sources.

Prioritize Housing Opportunities

A common theme throughout the planning process was that housing supply in Putnam County is not keeping pace with growing demand. Consequently, the County's limited housing inventory makes it difficult to attract and retain residents. To address this housing issue, Putnam County communities must coordinate with one another to develop a strategic plan for housing investment. This initiative should identify primary housing sites in Putnam County, determine how best to serve these areas with necessary infrastructure, and encourage the development of various housing types at a range of prices.

Increase County Capacity and Improve Communications

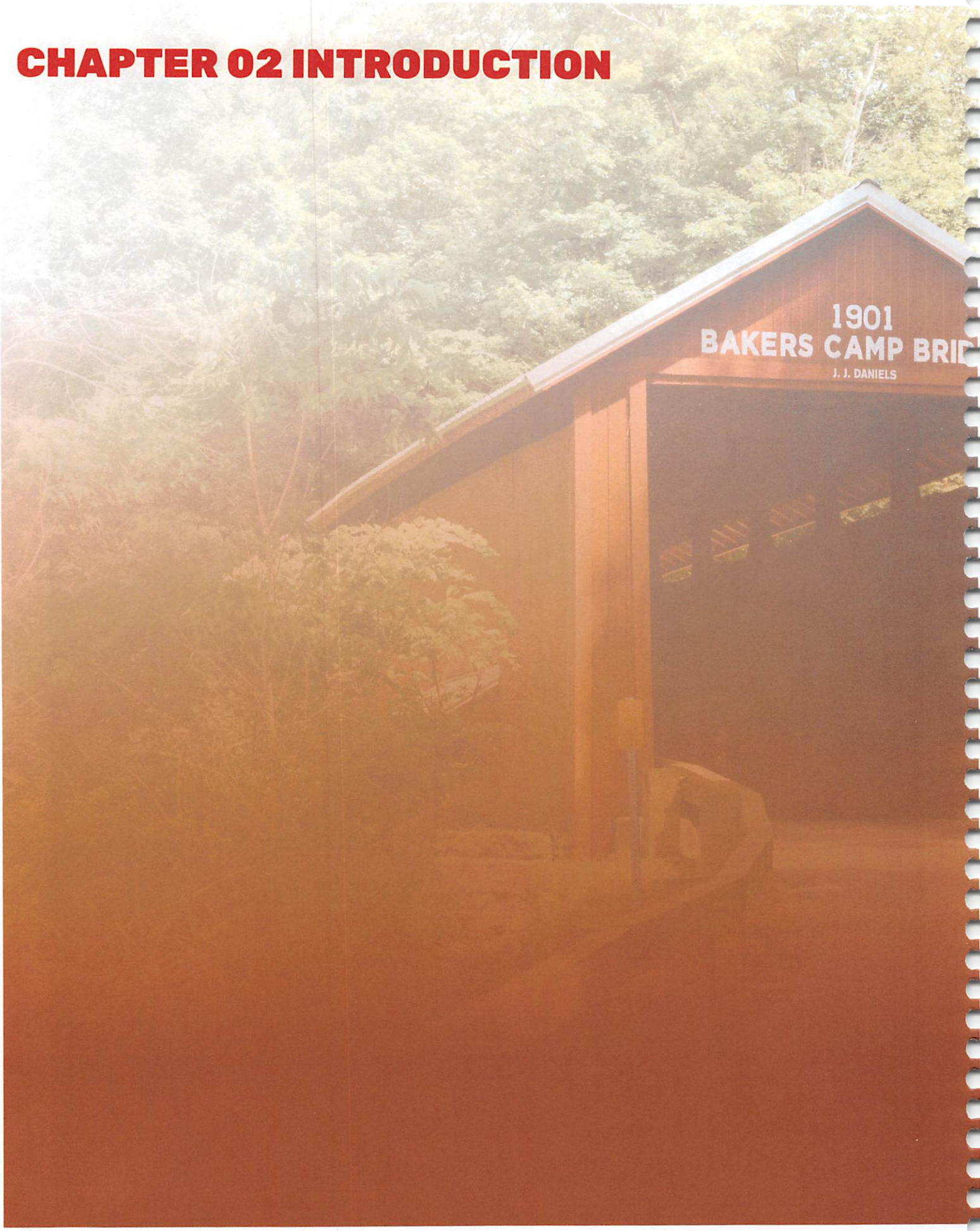
To accomplish many of the goals of the Putnam County Comprehensive Plan, the County needs to grow government capacity by staffing pivotal roles in county administration, human resources, information technology (IT), and communications. In this new position(s), staff will coordinate and track the accomplishment of goals, develop partnerships, and enhance communication, both internally and externally. Enhanced communication, made possible in part by improvements to the County website, will allow the government to share its successes, keep residents safe and informed, and create opportunities for continued community engaged.

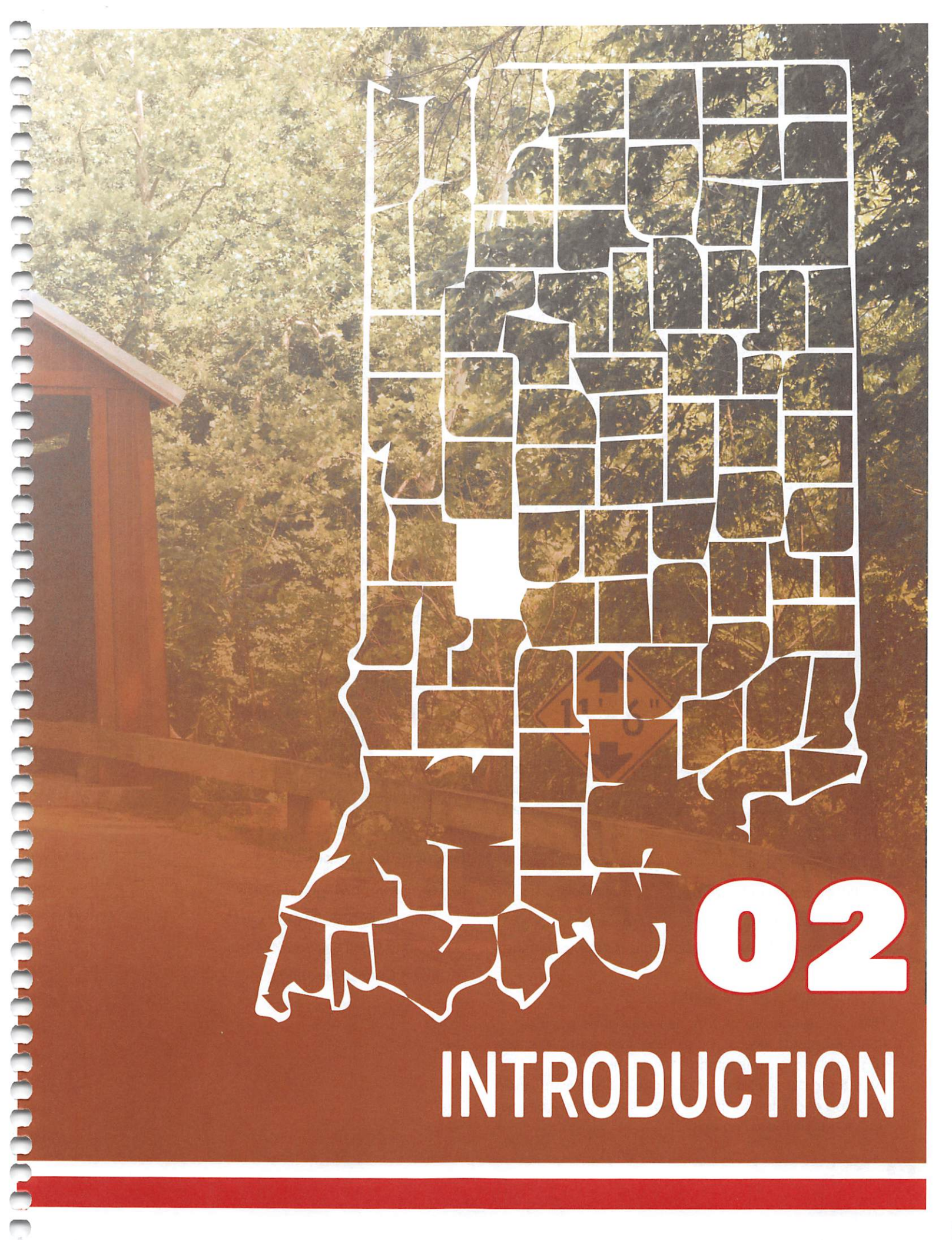
EXECUTIVE SUMMARY



Agriculture is fundamental to both the Putnam County economy and community character.

CHAPTER 02 INTRODUCTION





02

INTRODUCTION

INTRODUCTION

WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is an official policy document guided by the collective insight of elected officials, community leaders and residents. The goal of the comprehensive plan is to create a long-term vision for the community and to inform land use, infrastructure, and other development decisions. The comprehensive plan covers topics such as economic development, land use, housing, infrastructure, natural resources, and quality of place. Indiana Code 36-7-4 requires that plans contain a statement of objectives on future development, a statement of policy for land use development, and a statement of policy for the development of public ways, public places, public lands, public structure, and public utilities. As they see fit, communities can also include additional components in their plan to address unique local concerns.

ENSURING A SUCCESSFUL PLAN

The most common criticism of planning documents is that they get put on a shelf when finished, and do not get looked at again. For comprehensive plans to remain relevant and get used, they typically include these elements:

- A clear vision for the community;
- Public input and support;
- Clear action items;
- Community leaders responsible for implementing action items;
- A focus on realistic goals.

This comprehensive plan aims to integrate each of these elements to ensure the plan's long-term success. That said, no plan is intended to be used forever. Even the most successful plan should be revised and updated every ten to fifteen years to address current issues facing the community.

PLANNING PROCESS

The planning process featured the following four distinct phases:

Phase 1: Cast a Vision

June 2022

- Initial Coordination Visit
- Steering Committee Meeting #1

Phase 2: Reach a Consensus

July 2022 - September 2022

- Stakeholder Meetings
- Steering Committee Meeting #2 and #3
- Putnam County Fair Booth
- Community Workshops
- Public Input Survey
- Public Participation Report

Phase 3: Form the Plan

October 2022 - January 2023

- Steering Committee Meeting #4
- Goals and Objectives
- Big Ideas Open House
- Draft Plan

Phase 4: Practical Action Steps

February 2023 - April 2023

- Draft Plan Presentation
- Plan Commission Hearing
- County Commissioner Hearings
- Town Council Hearings

STEERING COMMITTEE

The Putnam County Comprehensive Plan Steering Committee was formed to provide insight into the wants and needs of Putnam County's residents and business owners. The steering committee was comprised of community leaders representing different parts of the county, as well as a variety of different organizations, roles, and interests. The steering committee members were responsible for advocating for the plan, providing direction on key topics, and reviewing drafts of the planning documents. Meetings were held throughout the planning process.

Meetings:

- Steering Committee Meeting 1 - June 8th, 2022
- Steering Committee Meeting 2 - Aug. 29th, 2022
- Steering Committee Meeting 3 - Sept. 22nd, 2022
- Steering Committee Meeting 4 - Feb. 2nd, 2023

Participants:

- Lisa Zeiner, Putnam County Plan Director
- Jim Ensley, County Attorney
- Rick Woodall, County Commissioner and Plan Commission
- Lora Scott, Board of Zoning Appeals Representative
- Jay Alcorn, County Council and Plan Commission
- Holly Cook, Town of Roachdale
- Mike Richmond, Putnam County Convention & Visitors Bureau
- Jim Peck, County Highway Engineer
- Robbie Cudnik, Plat Office
- Sara Campfield, Putnam County Soil & Water Conservation District
- Greg Williams, Putnam County Surveyor
- Greg Jay, Town of Cloverdale
- Jeff Kiger, Town of Bainbridge
- Jason Hartman, Cloverdale Town Manager
- Kristin Clary, Greencastle/Putnam County Development Center
- Scott Zimmerman, City of Greencastle Plan Director
- Bill Mentgen, Builder
- Matthew Patten, Veteran

INTRODUCTION

ENGAGEMENT SUMMARY

Gathering feedback is central to the planning process; as such, various opportunities were created for the public to share their thoughts, opinions, and big ideas in both an in-person and online format.

Putnam County residents could participate in the five types of engagement activities:

- 8 Stakeholder Meeting Sessions
- Booth at the Putnam County Fair
- 2 Community Workshops
- Online Public Input Survey
- Big Ideas Open House (with Online Component)

In total, over 400 Putnam County residents contributed to the community's comprehensive plan update.

- 32 Stakeholder Meeting Participants
- 12 Community Workshop Participants
- 348 Survey Participants
- 46 Big Ideas Open House Participants
- Plus, 792 Website Visitors

KEY TAKEAWAYS

Stakeholder Meetings

To allow for specialized conversations on priority topics, the project team hosted eight stakeholder meeting sessions on the July 7th and 12th, 2022. Community members were invited to attend these sessions based on their role and expertise within the community. Conversations were aimed at understanding the issue at hand and exploring potential solutions. These discussions shaped the goals and objectives of the comprehensive plan.

Economic Development

- Insufficient local housing supply and wage competition make recruitment a challenge for Putnam County employers
- Future development in the county is limited by existing infrastructure

Housing

- Putnam County has a lot of residential development potential
- Demand exists for a range of housing types
- New housing should be focused in and around towns with limited development in rural/ agricultural areas

Quality of Life

- Assets to protect include abundant natural resources, historic amenities, educational opportunities, and interstate access
- Comprehensive plan needs a holistic approach to quality of life (i.e. the plan must consider how resident well-being is affected by a variety of factors, including transportation, housing, environment, and recreation)

Education

- Schools struggle to attract/retain qualified staff
- Putnam County has an opportunity to retain DePauw and Ivy Tech graduates as skilled workers and contributing community members

Agriculture

- Concern about the preservation of agricultural land in Putnam County
- Don't want residential growth and development to interfere with the right to farm

Infrastructure

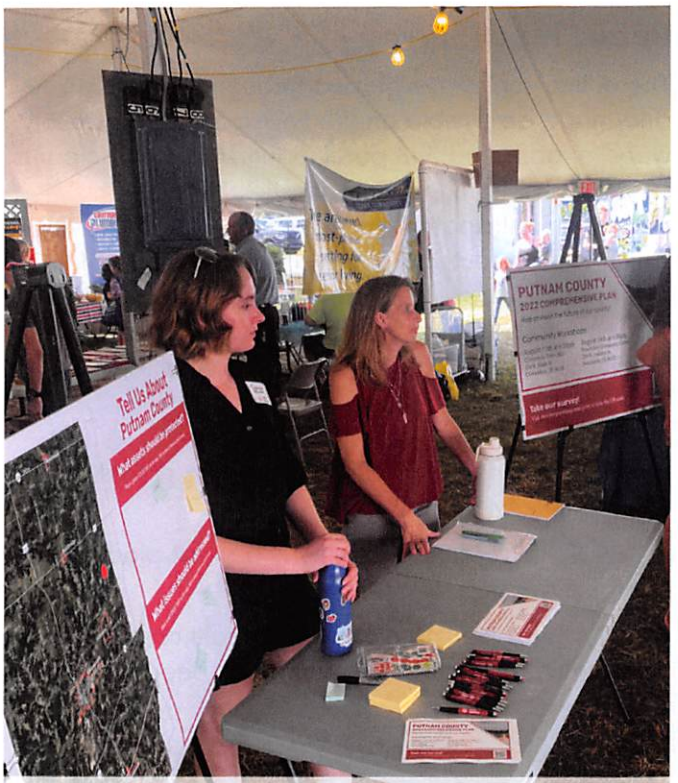
- Many bridges and roads across the county are in poor condition
- To address this costly issue, Putnam County must direct federal, state, and local funds towards transportation infrastructure projects

Public Safety

- Growing call volumes put increasing demands on emergency services
- Additional investment may be needed to continue to provide the level of service desired by the community

Local Government

- Communication within county departments is a government asset
- New UDO should help streamline regulations and better equip county staff to serve the community



The project team engaged the public at the Putnam County Fair.



A stakeholder meeting was held to discuss agriculture.



A stakeholder meeting was held to discuss local government in Putnam County.

INTRODUCTION

Community Workshops

Community workshops were a key opportunity for the public to participate in the planning process. At each community workshop, residents were asked to provide feedback by completing activities at stations around the room. Most activities asked for residents to respond by voting with a sticky dot or leaving a comment on a sticky note. To ensure that as many residents as possible were able to attend, both community workshops were held in different parts of the county. One workshop was held in Cloverdale on August 11th and the other in Roachdale on August 16th, 2022. This also presented a great opportunity to discuss issues and opportunities relating to the specific area of the county where the meeting was being held. The following are highlights from the community workshops:

- What is your one wish for Putnam County?
  - Preserving open spaces, including farmland and natural areas
  - Better roads and utilities, including broadband
  - Balancing agricultural protection with respect for private property rights
  - Avoiding development which compromises the area's rural character
- What are Putnam County's assets?
  - Outstanding natural areas and watersheds
  - Fertile soil and productive farmland
  - Historic small towns
  - Local fire departments and EMS
- What issues should be addressed by the comprehensive plan?
  - Managing renewable energy uses
  - Protecting waterways and water quality
  - Expanding broadband accessibility
  - Ensuring local fire departments and EMS have enough funding
  - Protecting against sprawl
  - Preserving historic landmarks
  - Delineating where residential housing should be located to create a balance between agriculture and development

Public Input Survey

The online survey, developed through SurveyMonkey and made accessible on the Envision Putnam County website, garnered 348 participants. Most participants (64.3%) were from the Greencastle zip code. This result was anticipated since the Greencastle zip code, which extends outside of the city limits, is one of the most populated zip codes in the county. Respondents were asked questions on a variety of topics, including quality of life, job opportunities, and housing.

Quality of Life

- 94.5% believe that Putnam County is a safe community.
- 89.6% think Putnam County is a great place to raise a family.
- 52.1% are concerned that the healthcare options in Putnam County fail to meet the needs of residents.
- 61.8% think the dining, shopping, and entertainment options in the county are lacking.

Job Opportunities

- 81.1% agree that Putnam County should invest in quality-of-life amenities to attract employers.
- 80.6% believe that the county should invest in broadband accessibility.
- Respondents were split on whether Putnam County provided a good diversity of job opportunities for people of all skill/education levels.

Economic Development

- 92.1% believe that Putnam County should protect viable farm operations.
- Residents were in favor of initiatives designed to promote/expand existing businesses, as well as attract new businesses.

Transportation

- 75.2% are concerned that the county's roads and bridges are not in good condition.
- Residents were in favor of prioritizing road, bridge, and drainage improvements.

Public Facilities and Services

- 81.4% agree that government buildings are accessible and in good condition.
- 80.1% think the various fire departments provide excellent coverage.
- Residents were split on whether the county should support wind and solar renewable energy development.

Natural Features and Agriculture

- Residents generally agree that the county does a good job protecting woodlands and natural areas, agricultural practices, and waterways.
- Only 39.5% think the county does a good job capitalizing on its natural features as recreational opportunities.

Downtowns

- 92.6% believe that historic downtowns in Putnam County are important.
- Only 41.4% agree that downtown buildings in Putnam County towns are in good condition.

Zoning

- 81.2% believe that zoning is necessary to guard against undesirable development.
- Residents were generally in favor of encouraging a variety of residential lot sizes and allowing for flexible lot sizes to meet market demands while simultaneously preserving open space and protecting natural features.

Housing

- To improve housing, Putnam County should provide more affordable housing options, develop funding opportunities to rehab existing residences, and extend water/sewer infrastructure to support new housing.



Community workshops in Cloverdale and Roachdale provided engagement opportunities across the county.

INTRODUCTION

Big Ideas Open House

A Big Ideas Open House was held at the Community Building at the Putnam County Fairgrounds, a central location to increase accessibility for all county residents, on October 25th, 2022. The purpose of the open house was to present a draft vision statement, allow attendees to review a preliminary future land use map, and to gather additional feedback on remaining issues without consensus. An online version of the Big Ideas Open House was made available on the Envision Putnam County website for residents unable to attend the in-person event. Highlights from the Big Ideas Open House are listed below.

- Transportation
  - Putnam County should dedicate more resources to improving existing roads and bridges.
  - Putnam County should develop a master plan for the reuse and decommissioning of covered bridges no longer suitable for vehicular traffic.
  - There is concern that a Greencastle bypass would be too expensive, require too much farmland, and be detrimental to Greencastle businesses.
- Land Use
  - Rural residential development should be focused in key areas of Putnam County.
  - Stream buffers and open space areas outside of the floodplain should be protected along key waterways, so long as existing property owners are not punished.
  - Residents are split on whether Putnam County should support renewable energy development.
  - The future land use plan should accommodate airport protection areas to ensure future expansion plans remain possible.
- Attendees were in favor of draft goals for parks & recreation and government.
- Attendees reacted positively to the new GIS/ parcel-based zoning map, as well as to the draft future land use map.



Community members review a draft future land use map at the Big Ideas Open House.



We've gathered input, now we need your help to confirm plan direction and priorities.

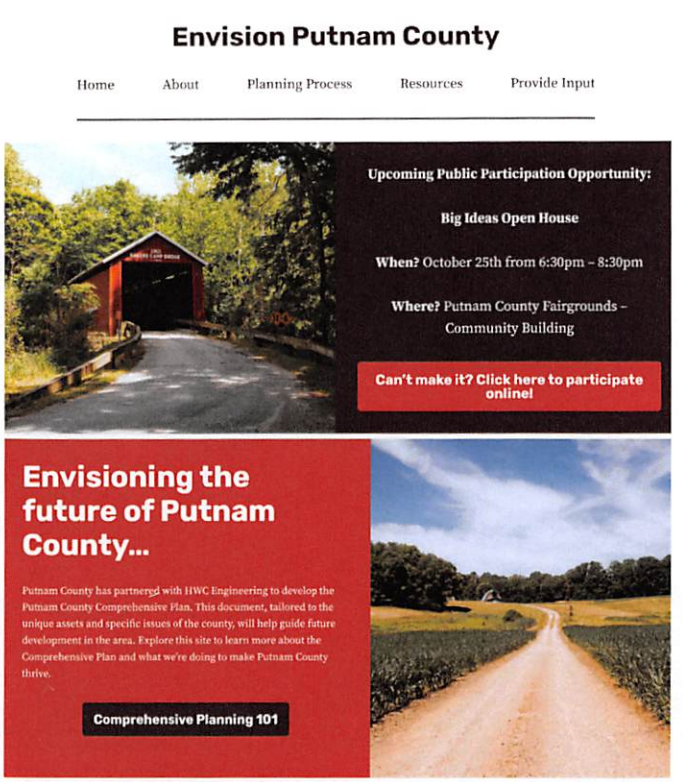
PUTNAM COUNTY
2022 COMPREHENSIVE PLAN

Big Ideas Open House

October 25th, 2022 from 6:30pm - 8:30pm
Putnam County Fairgrounds - Community Building
191 US-231, Greencastle, IN 46135

To learn more...
Visit our website at envisionputnamcounty.com

A flyer for the Big Ideas Open House.



The Envision Putnam County website featured an online version of the Big Ideas Open House.



Community members at the Big Ideas Open House discuss the Vision Statement for the Comprehensive Plan.

CHAPTER 03 BACKGROUND





03

BACKGROUND

BACKGROUND

INTRODUCTION

Putnam County, located in central Indiana, is just west of Hendricks County and the Indianapolis metro area. The City of Greencastle is the county seat, but other towns and unincorporated communities include Cloverdale, Fillmore, Bainbridge, Roachdale, Russellville, Reelsville, Heritage Lake, and Van Bibber Lake. According to the 2020 U.S. Census, Putnam County has a population of 36,726. Since 2000, the County's population has grown slightly (by 1.96%). Putnam County residents are interested in the opportunities that come with growth but want to ensure that the county's rural character and assets are preserved for current and future residents to enjoy.

DEMOGRAPHICS

From 2000 to 2020, Putnam County's population increased by 1.96%, outpacing neighboring counties such as Clay (-0.3%), Montgomery (0.8%), Owen (-2.1%), and Parke County (-6.3%). That said, Putnam County is growing slower than Morgan County (7.6%), Hendricks County (67.9%), and the state of Indiana (11.6%). The median age of Putnam County residents is 38.0 years, only marginally higher than Indiana's median age of 37.8. Approximately 19.3% of the population is under the age of 18 and 16.6% of the population is over the age of 65. Since there isn't a particularly large youth or elderly population, relative to other counties, it becomes clear that Putnam County's population is instead distributed across a spectrum of ages and life experiences. As such, the comprehensive plan should consider the needs of residents in different stages of their lives, from adolescence to adulthood to retirement years.

Education, from a high school degree to a doctorate, opens the door to higher-paying job opportunities and better quality of life for residents. Although Putnam County has great educational resources, including DePauw University, Ivy Tech Greencastle, and the Area 30 Career Center, educational attainment lags slightly behind the state average. According to the 2020 American Community Survey, 88.9% of Putnam County residents aged 25 years or older have a high school diploma or higher, compared to 89.3% at the state level. Additionally, only 16.9% of Putnam County residents have a bachelor's degree or higher, compared to 27.2% at the state level. With two higher education institutions, Putnam County has a unique opportunity to increase educational attainment and upwards mobility for residents.

ECONOMICS

Median household income is a key indicator of the economic well-being of the county's residents. In 2020, Putnam County's median household income was $61,505. This represents an increase of 25.5% from a median household income of $48,992 in 2010. Putnam County's median household income is slightly higher than the state's median household income of $58,235, but lower than the median for neighboring Hendricks County ($84,754) and Morgan County ($67,680). Manufacturing is the largest industry in Putnam County, employing 22.7% of the full-time, year-round civilian employed population, according to the 2020 American Community Survey. According to the Greencastle/Putnam County Development Center, major employers include:

- Ascena
- Buzzi Unicem USA
- Cash Concrete Products
- Chiyoda USA Corporation
- Crown Equipment Corporation
- DePauw University
- Endeavor Communications
- Heartland Automotive LLC
- Liberty Trailers
- Metal Forming Industries
- Phoenix Closures
- Putnam County Hospital
- Putnam Plastics, Inc.
- Spear Corporation
- Walmart Distribution Center

The majority of Putnam County residents remain in the county for work. Putnam County's commuting patterns, determined using Indiana IT-40 tax returns for 2019, demonstrate that only 23.2% of Putnam County residents work outside the county. Most of these individuals work in Marion County (37.4%) or Hendricks County (29.6%). Putnam County also receives approximately 3,590 workers from neighboring counties. Most of these commuters are from Clay County (26.1%) or Owen County (17%).

Population Characteristics

36,726
2020 POPULATION

1.96%
POPULATION CHANGE 2000-2020

38.0
MEDIAN AGE

Education and Income

88.9%
POPULATION AGE 25+ WITH A HIGH SCHOOL DIPLOMA OR HIGHER

16.9%
POPULATION AGE 25+ WITH A BACHELORS DEGREE OR HIGHER

$61,505
MEDIAN HOUSEHOLD INCOME

Housing Occupancy

74.0%
OWNER-OCCUPIED

26.0%
RENTER-OCCUPIED

10.1%
VACANT

Housing

15,188
HOUSING UNITS

$144,900
MEDIAN HOME VALUE

38.3%
RENT GREATER THAN 30% OF HOUSEHOLD INCOME

Employment

22.7%
WORKFORCE IN THE MANUFACTURING INDUSTRY

2.3%
UNEMPLOYMENT RATE

BACKGROUND

LAND USE

Agricultural

According to the 2017 Census of Agriculture, agricultural land (184,917 acres) encompasses just over 60% of the county's total land area. Since 2012, there has been a slight decrease in the amount of farmland and number of farms in Putnam County. Total farm acreage declined by 6% and the number of farms decreased from 845 to 828 from 2012 to 2017. Approximately 76% of the agricultural land in Putnam County is cropland, 13% is covered in woodlands, and approximately 10% of the remaining land is set aside for pastureland or other uses. Putnam County has a rich agricultural heritage. 96% of farms in the county are considered family farms. 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.

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. 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.

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. POET Bioprocessing (reopening in 2023) is located just north of Cloverdale and Putnam Plastics, Inc. can be found in town. The largest industrial site in the county is the Heritage Environmental Services hazardous waste landfill between Russellville and Roachdale. There are also several large mineral extraction sites located south of Greencastle.

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.



Agricultural land encompasses just over 60% of Putnam County's total land area.

TRANSPORTATION

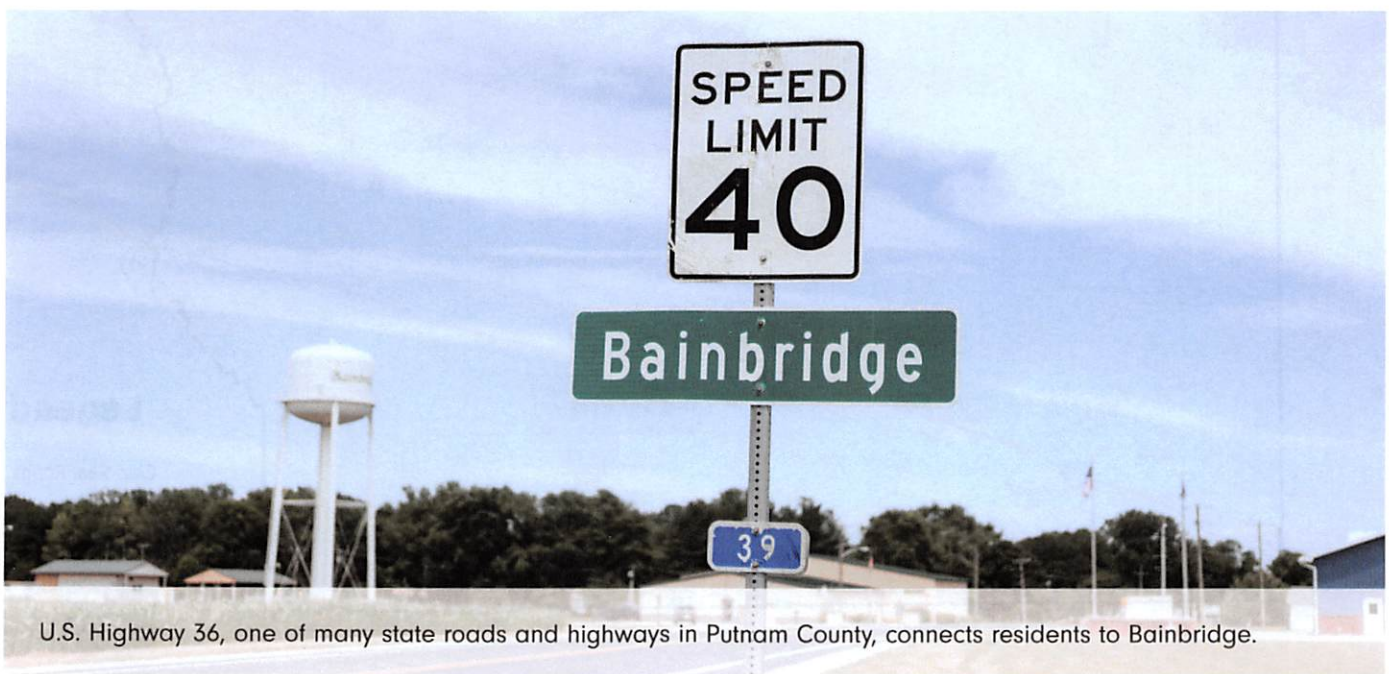
Several state roads, highways, and an interstate traverse Putnam County. These roadways make up approximately 130 miles of vital transportation network, linking destinations within the county and connecting residents to points beyond the county. These roadways include:

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

A 2020 Pavement Surface Evaluation and Rating (PASER) report, depicted in Figure 3.1, visually evaluated the condition of approximately 752 miles of roads throughout Putnam County, providing information on the status of county roads and local streets. The report found that approximately 32% of Putnam County roads are gravel. Of the remaining asphalt, chip and seal, and concrete roads, approximately 56% are in fair or poor condition.

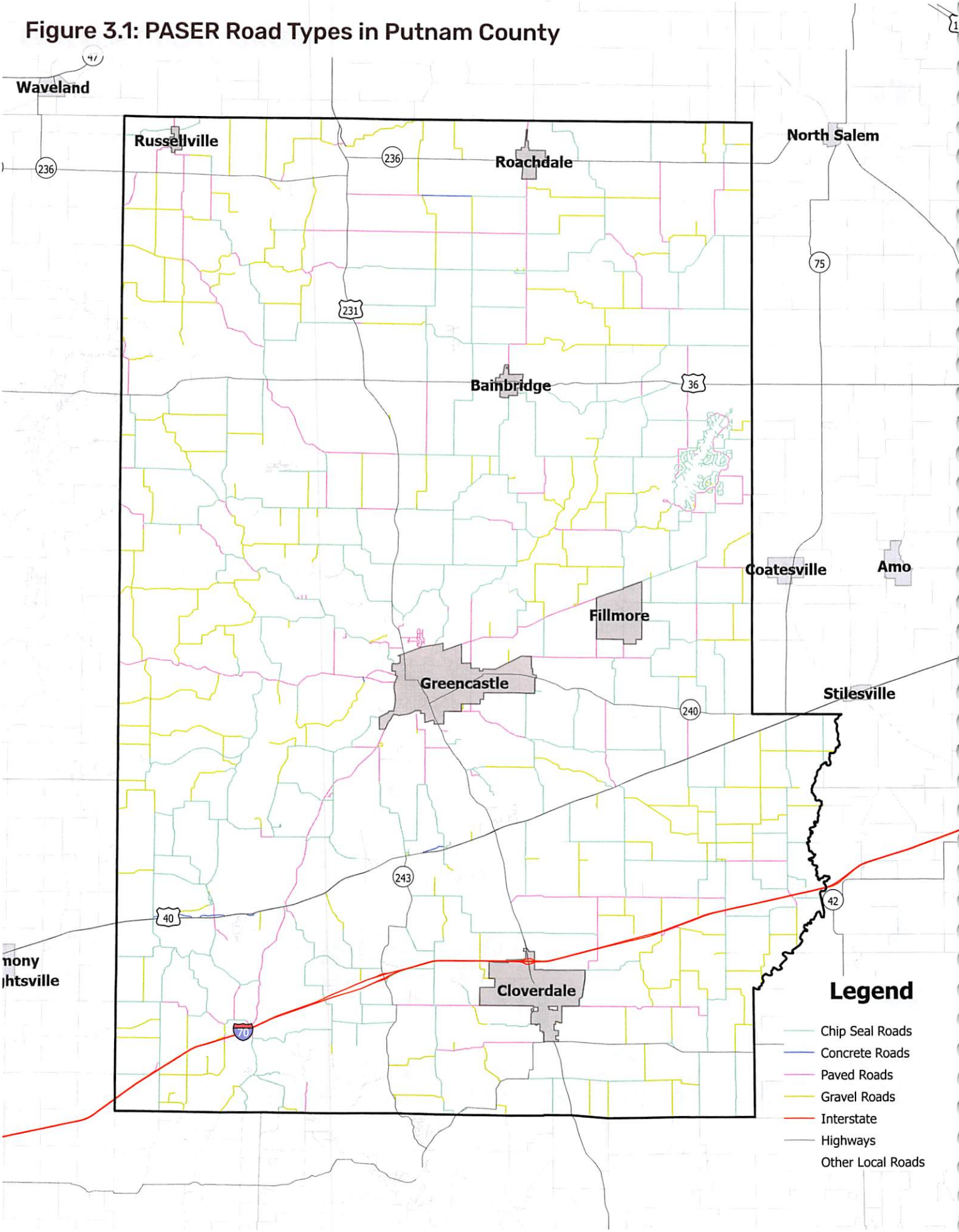
Many bridges in the county, especially historic covered bridges and truss bridges, are also in suboptimal condition, having endured decades of use. Older bridges may lack structural stability or the right dimensions to safely accommodate large vehicles, including ambulances and firetrucks.

According to INDOT's State Transportation and Improvement Program (STIP) for fiscal years 2022-2026, approximately $82.2 million in investment is planned for projects throughout Putnam County. This funding is a combination of federal, state, and local contributions over the next five years. The 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.



U.S. Highway 36, one of many state roads and highways in Putnam County, connects residents to Bainbridge.

Figure 3.1: PASER Road Types in Putnam County



INFRASTRUCTURE

Throughout the public engagement process, participants expressed the need to expand and improve public infrastructure systems. Although urban areas like Greencastle are well-served, some rural towns and unincorporated areas need improvements to accommodate new growth and development. This is especially true since a significant portion of County soils are incompatible with septic systems (see Fig. 3.2). Below is a list of public water and sanitary sewer providers across the county, several of whom are pursuing infrastructure upgrades and expansions.

Water utility providers in Putnam County:

- Towns of Bainbridge, Cloverdale, Roachdale, and Russellville
- City of Greencastle, which also serves Fillmore
- South 43 Water Association, Inc., which serves homes and businesses along US 231 starting north at CR 100 N and extending south to US 40
- Reelsville Water Authority, which serves southwest Putnam County along US 40, as well as parts of Reelsville, Greencastle, Cloverdale, and Brazil
- Van Bibber Lake Conservancy District, which serves homes and businesses around Van Bibber Lake and Glenn Flint Lake
- Cataract Lake Water Corporation, which serves southwest Putnam County around Cagles Mill Lake up to I-70

When asked, each provider agreed that they had the capacity to accommodate modest growth in their current system (see Fig. 3.3). In 2022, Van Bibber Lake Conservancy District received an $8 million grant from the state to build a new water treatment facility and install new water lines. These upgrades will ensure their system can keep up with demand in all seasons.

Sanitary sewer utility providers in Putnam County:

- Towns of Bainbridge, Cloverdale, and Roachdale
- City of Greencastle, which also serves Fillmore
- Little Raccoon Regional Waste District, which serves Russellville
- Clear Creek Conservancy District, which serves homes and businesses around Heritage Lake
- Van Bibber Lake Conservancy District, which serves Van Bibber Lake and Glenn Flint Lake

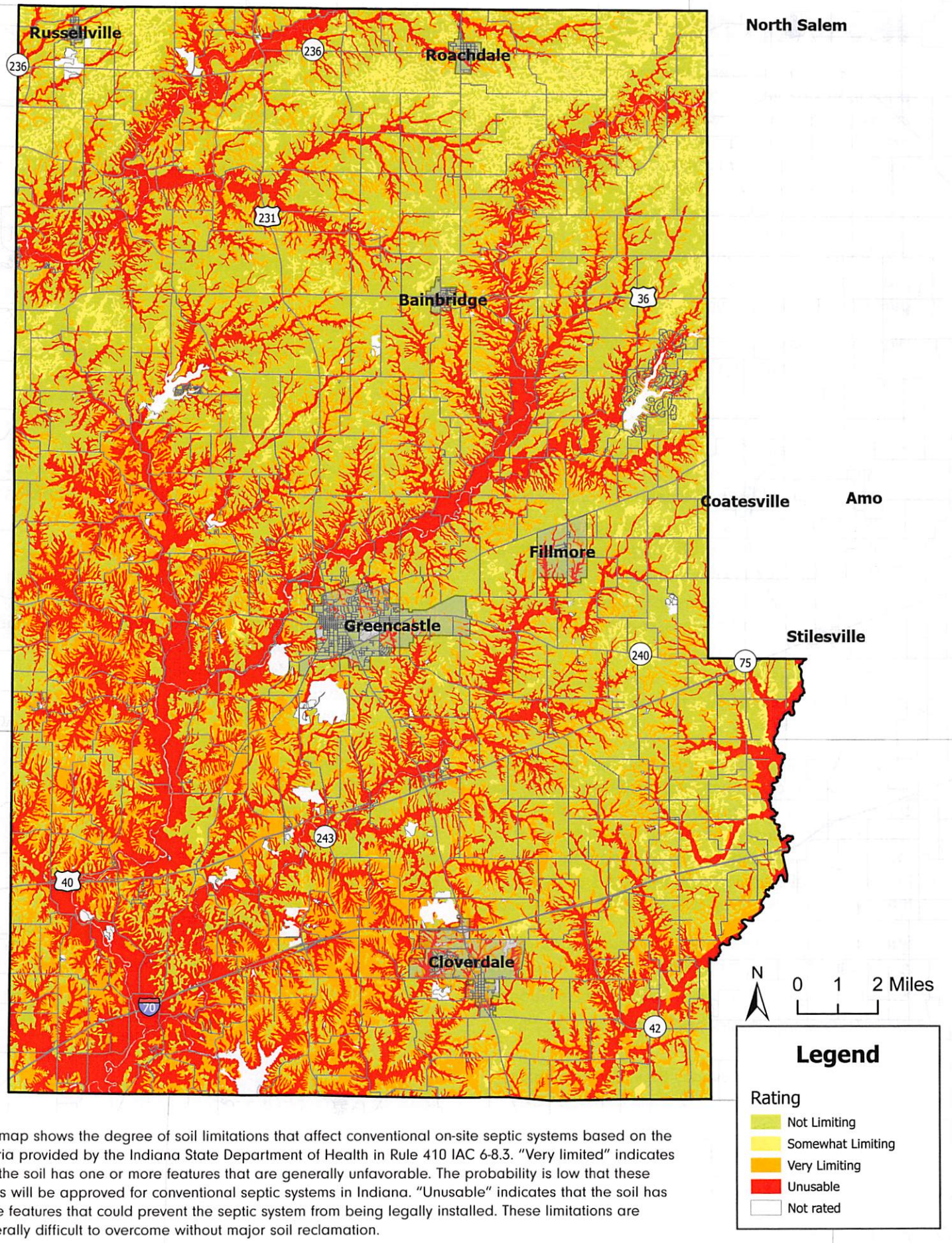
When asked, each provider agreed that they had the capacity to accommodate modest growth in their current system – except for Little Raccoon Regional Waste District, which serves Russellville (see Fig. 3.4). This system is at capacity and cannot serve additional development. In 2023, construction will begin on a $5 million wastewater treatment plant upgrade at Heritage Lake. After the upgrade, the system will support 2,903 connections, over a thousand more than the system currently supports. Cloverdale is looking at an upgrade to its wastewater treatment plant and collection system. Roachdale is also considering a sanitary sewer system upgrade.

In terms of natural gas and electricity, the Town of Bainbridge receives both through its own Bainbridge Municipal Utilities. The Town of Roachdale does the same for natural gas. Where it's available, the rest of the county is serviced by Vectren Energy Delivery for natural gas and Duke Energy for electricity. Unincorporated areas of Putnam County that are not served by Duke Energy may be served by Hendricks Power Cooperative or Parke County REMC.

According to the 2020 American Community Survey, approximately 83.1% of residents have broadband in some form or another (including cellular data plans), but 16.2% of residents are without Internet. 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. High-speed Internet access is mostly restricted to the southern half of the county where it's provided by Endeavour Communications and Metronet (see Fig. 3.5). High-speed Internet is also available from Fastlane Internet, but only in the northwest tip of Putnam County.

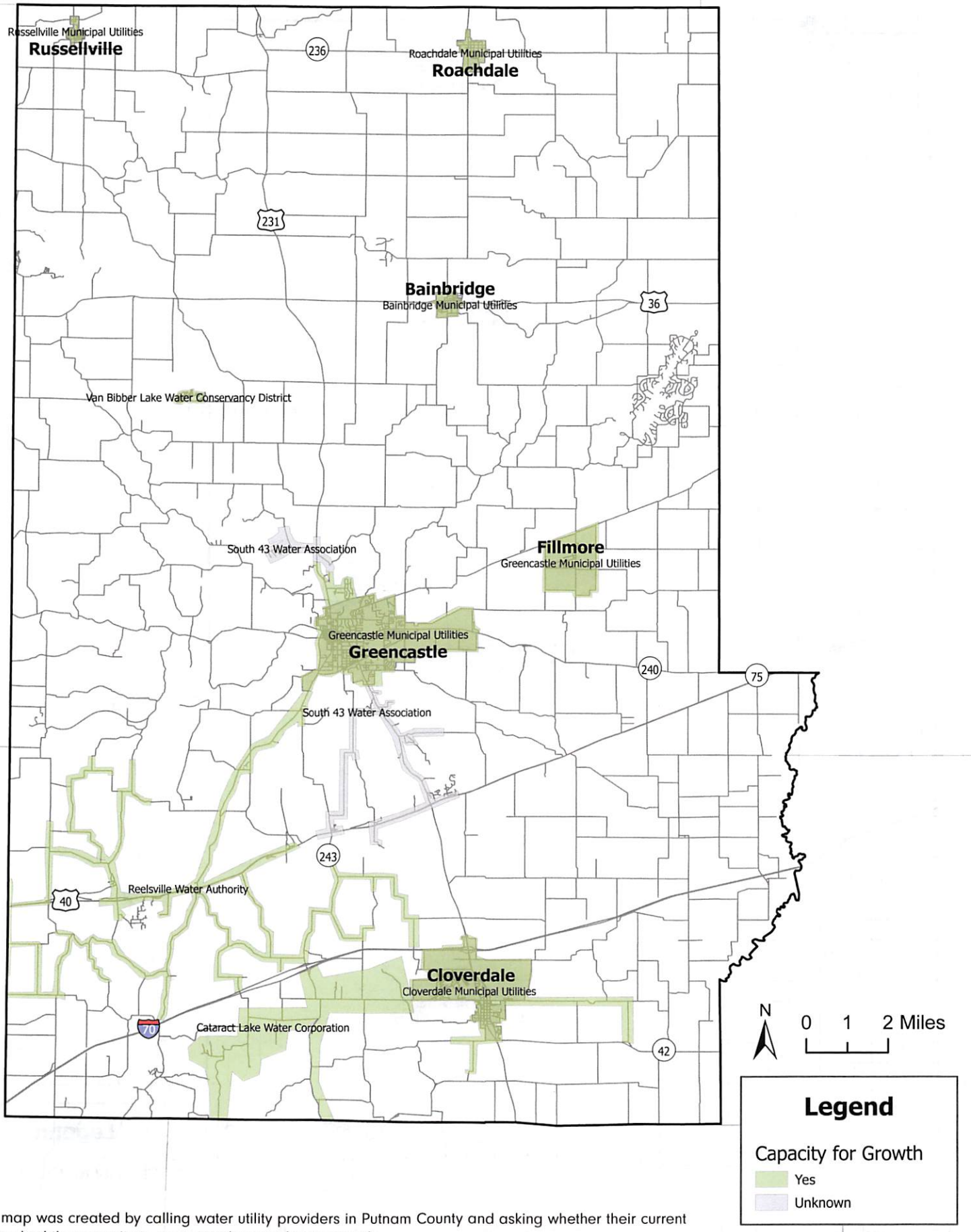
As of 2021, Putnam County is an official Broadband Ready Community. The Broadband Ready Community certification indicates that a community has taken steps to reduce barriers to broadband infrastructure investment. The certification was approved by the Indiana Broadband Office following the Putnam County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

Figure 3.2: Soil Septic Compatibility (Data from USDA)



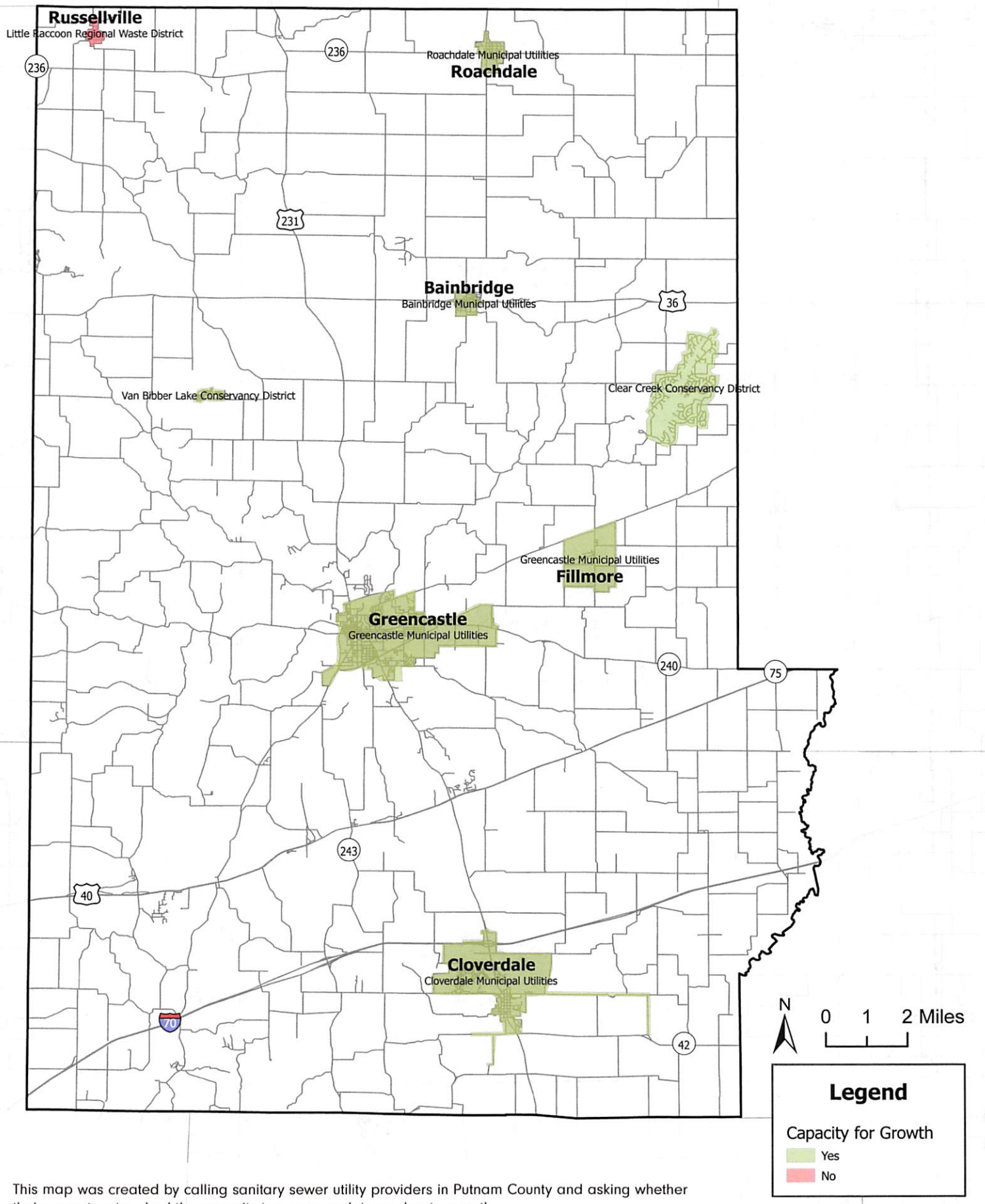
This map shows the degree of soil limitations that affect conventional on-site septic systems based on the criteria provided by the Indiana State Department of Health in Rule 410 IAC 6-8.3. "Very limited" indicates that the soil has one or more features that are generally unfavorable. The probability is low that these areas will be approved for conventional septic systems in Indiana. "Unusable" indicates that the soil has some features that could prevent the septic system from being legally installed. These limitations are generally difficult to overcome without major soil reclamation.

Figure 3.3: Water Utility Capacity



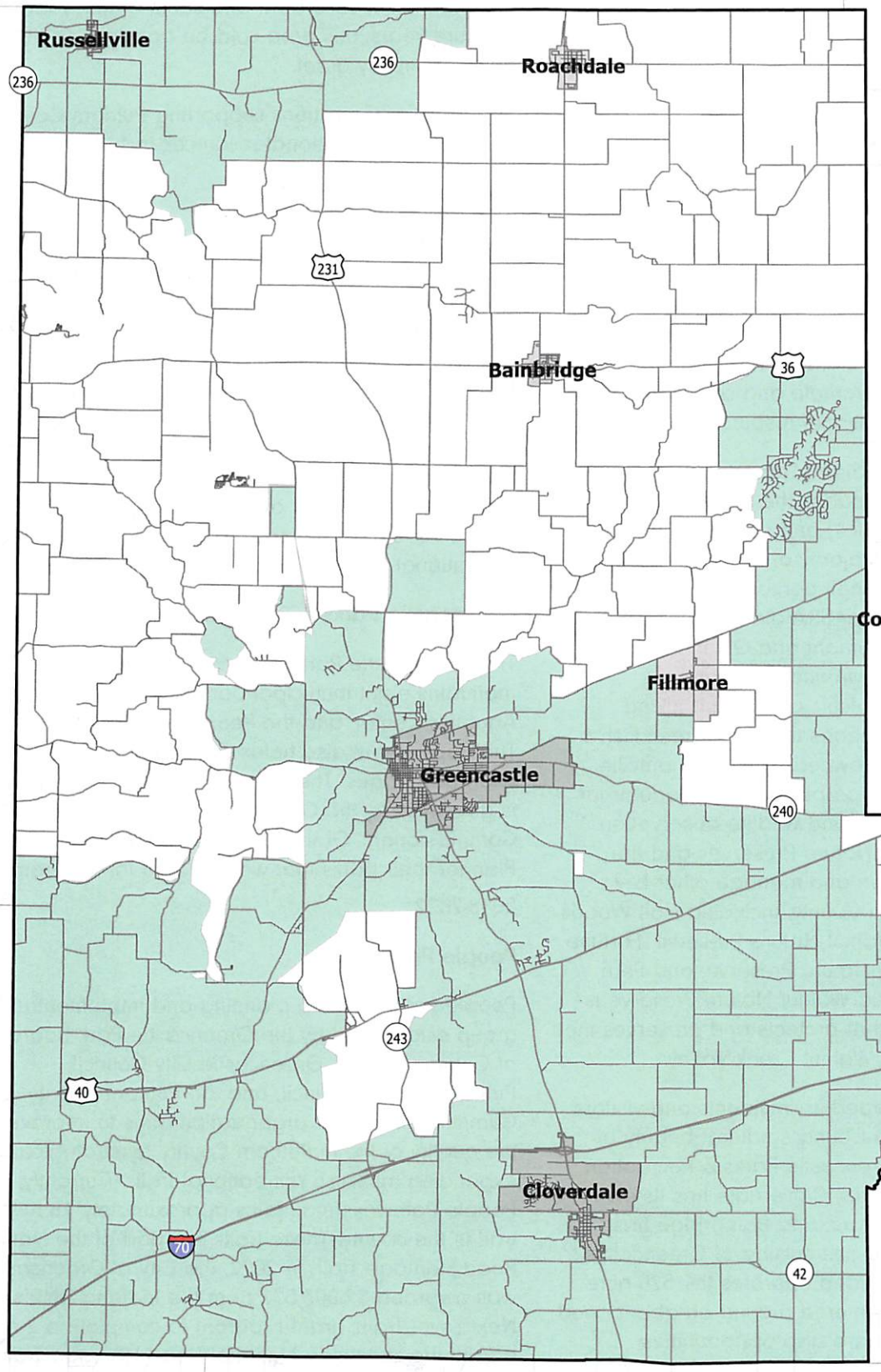
This map was created by calling water utility providers in Putnam County and asking whether their current system had the capacity to accommodate moderate growth.

Figure 3.4: Sanitary Sewer Utility Capacity



This map was created by calling sanitary sewer utility providers in Putnam County and asking whether their current system had the capacity to accommodate moderate growth.

Figure 3.5: Broadband Access



Legend

Broadband Access

Using 100 Mbps download speed and 25 Mbps upload speed

This map was created using Fixed Broadband Deployment Data from FCC Form 477. Broadband data is collected at the census block level. A provider that reports deployment of a particular technology and bandwidth in a particular census block may not necessarily offer that particular service everywhere in the census block.

BACKGROUND

NATURAL AND RECREATION RESOURCES

Gorgeous natural features wind their way through Putnam County, including Big Walnut Creek, associated riparian corridors, sandstone bluffs, native woodlands, and grasslands. Putnam County also contains more land in protected nature preserves than any other county in Indiana. This puts the county in a unique position to promote and capitalize on these natural and recreational resources.

In Putnam County, the Indiana Department of Natural Resources owns and manages the Richard Lieber State Recreation Area (SRA) and Cataract Falls SRA. Additionally, while the majority of Raccoon Lake SRA lies in Parke County, a small portion is in Putnam County. The Richard Lieber SRA alone spans 8,500 acres, straddling both Putnam and Owen County. Amenities include a playground, campground, aquatic center, marina, picnic areas, and hiking trails. The DNR also manages the Deer Creek Fish & Wildlife Area. Originally owned by the Putnamville Correctional Facility, the property is now popular for hunting, trapping, fishing, and wildlife observation. The Indiana Division of Nature Preserves and the Nature Conservancy own and manage other key natural areas in Putnam County, including Hall Woods Nature Preserve, Big Walnut Nature Preserve, Fortune Woods/Hemlock Ridge Nature Preserve, and Fern Cliff Nature Preserve. Big Walnut Nature Preserve is a 2,458-acre property that protects and preserves the hills and ravines of Big Walnut Creek Valley.

In addition to these properties, residents and visitors can experience Putnam County's natural beauty at various local parks. Greencastle Parks & Recreation manages eight local parks, Cloverdale has its own Cloverdale Community Park, and Bainbridge has two local parks. Located just outside of Greencastle, DePauw University owns and operates the 520-acre DePauw Nature Park, centered around an abandoned limestone quarry. There are also opportunities for future park development. The County owns approximately 360 acres of native woodland east of the Glenn Flint Lake dam and south of the boat ramp. In future years, this area cold be transformed into a new community asset.

Important organizations supporting Putnam County's natural and recreational resources include:

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.

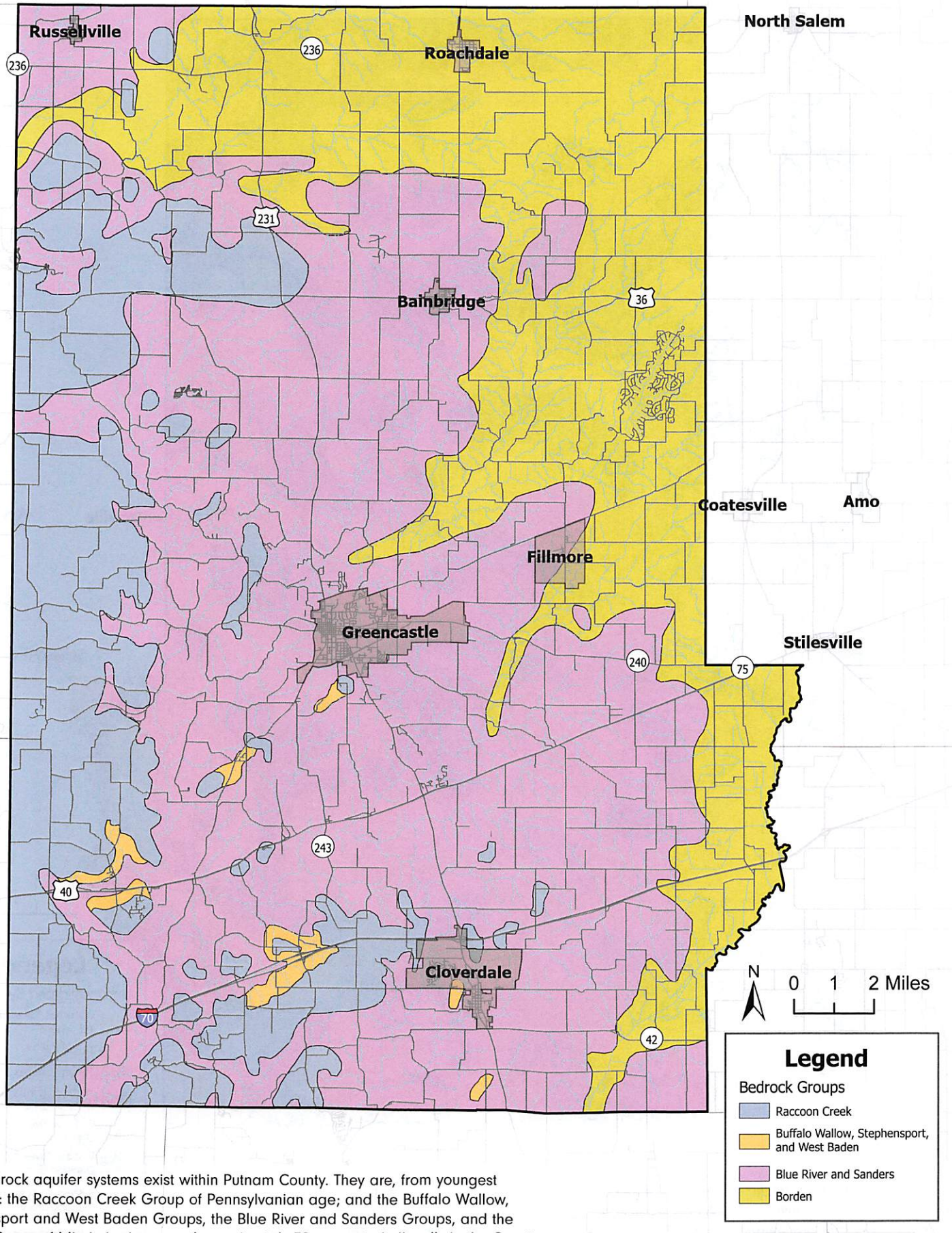
Greencastle Parks & Recreation Department

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.

People Pathways

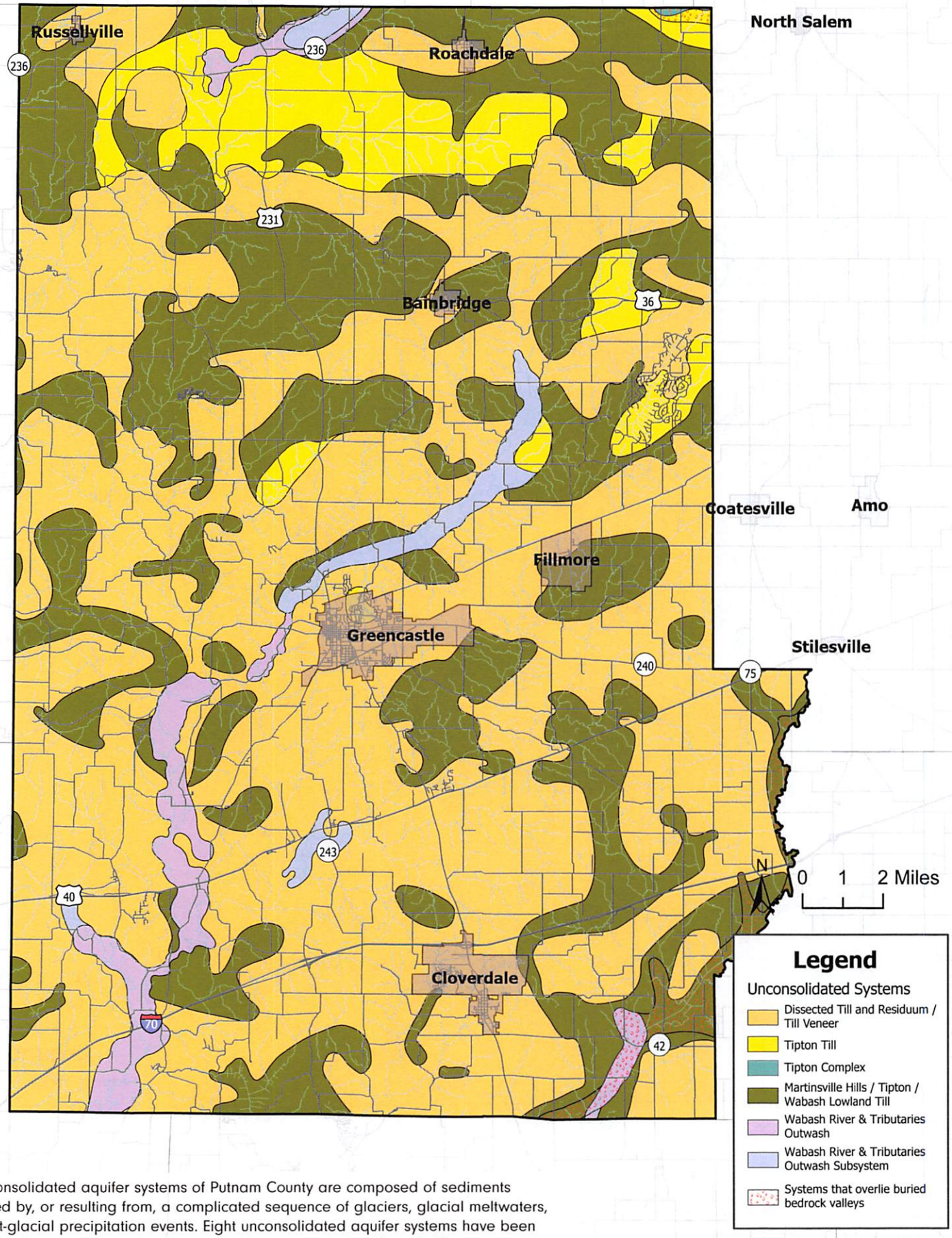
People Pathways is a planning and implementation group established by the Greencastle Park Board of Commissioners, Greencastle City Council, Putnam County Council, and the Putnam County Commissioners. The organization aims to improve the quality of life in Putnam County by strategically expanding multi-use recreational trails. Currently, People Pathways maintains approximately 18 miles of trail in the county. These trails are part of the National Road Heritage Trail. 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.

Figure 3.6: Bedrock Aquifer Systems



Four bedrock aquifer systems exist within Putnam County. They are, from youngest to oldest: the Raccoon Creek Group of Pennsylvanian age; and the Buffalo Wallow, Stephensport and West Baden Groups, the Blue River and Sanders Groups, and the Borden Group of Mississippian age. Approximately 72 percent of all wells in the County are completed in bedrock. (Source: Indiana DNR)

Figure 3.7: Unconsolidated Aquifer Systems



The unconsolidated aquifer systems of Putnam County are composed of sediments deposited by, or resulting from, a complicated sequence of glaciers, glacial meltwaters, and post-glacial precipitation events. Eight unconsolidated aquifer systems have been mapped in Putnam County. Approximately 28 percent of all wells in the County are completed in unconsolidated deposits. (Source: Indiana DNR)

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.

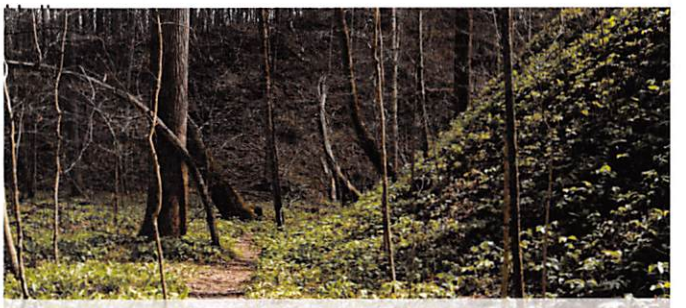
HOUSING

Putnam County is a desirable place to live, as reflected by rising home values. From 2010 to 2020, the American Community Survey reports that median home values increased from $119,800 to $144,900. That said, 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.

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, the number of residential building permits issued has slowly increased, although the rebound has been slow. It wasn't until 2018 that the number of 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, 121 permits were issued for the construction of 1- and 2-family dwelling units.

Although new development is taking place in Putnam County, its scale is limited, and it fails to meet demonstrated demand. 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. Development began in late 2016 and the final homes were completed in 2021. As of 2023, Doe Creek Meadows, a manufactured home subdivision in Cloverdale, is the only subdivision in development in Putnam County. Doe Creek Meadows is partially complete.

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. As demonstrated above, most development in Putnam County is centered around Greencastle. Opportunities exist for single-family homes and multifamily developments in other parts of Putnam County, including Heritage Lake, Cloverdale, Bainbridge, and Fillmore, as well as other towns and unincorporated communities.



Tall Timbers Trail at Big Walnut Creek Nature Preserve. (Source: Visit Indiana)



A single-family home in Putnam County.

BACKGROUND

ECONOMIC DEVELOPMENT

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" to create job opportunities, sustain economic growth, and improve quality of life. The Development Center offers a variety of services, including business retention, expansion, and recruitment, monitoring of tax abatements, monitoring of TIF districts, grant writing, workforce training, and networking opportunities.

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.

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.

GOVERNMENT

Putnam County residents are served by several county departments.

- 911 / Emergency Management Agency (EMA): Both the 911 dispatch and Emergency Management Agency operate out of the Putnam County Emergency Operations Center in Greencastle. The 911 dispatch ensures that fire, police, and EMS responders arrive at the scene of an emergency. The EMA is responsible for creating, maintaining, and exercising disaster plans for Putnam County.
- Health Department: The Putnam County health department enforces public health laws, 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, as well as issuing building permits and enforcing building codes.
- Plat Office: The plat office provides GIS services and 911 addressing for Putnam County. The plat office also addresses 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 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 Magistrate Court, Circuit Court, and Superior Court. Putnam County has a prosecutor, sheriff, probation officers, and a community corrections department.

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 also maintains the Putnam County Jail as a secure facility for detention and correction. Additionally, the Putnamville Correctional Facility is located south of Greencastle along US 40. The medium security facility, established in 1913 as the Indiana State Farm, 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.

Firefighting Services:

Putnam County is serviced by eleven fire departments located throughout the county. All the county's fire departments, except the Greencastle Fire Department, are served by volunteers donating their time to emergency response, training, and community assistance. These 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. Many of these departments struggled during the COVID-19 pandemic since they were unable to host their typical fundraisers. Due to limited funds, many Putnam County volunteer fire departments continue to rely on old gear and equipment.

Emergency Medical Services:

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.



An ambulance for the Putnam County EMS. (Source: Putnam County EMS)

CHAPTER 04 VISION & GOALS

INTRODUCTION

Putnam County is at a crossroads. While the County population grew by over 5% from 2000 to 2010, it declined by more than 3% from 2010 to 2020. The County's ability to first, stop additional population loss, and then second, attract new residents, will be critical to realizing the desired vision communicated by residents during the comprehensive plan process. At the same time, County leaders, residents, and business owners were clear that this is not a growth at any cost strategy. The goal of attracting new jobs and residents must not come at the expense of existing residents and business owners, and the agriculture and natural character of the County must be preserved.

The following vision statement was developed after initial community engagement efforts to help guide the remainder of the planning process. It is written as the desired long-term condition to which the County aspires. The vision statement is further supported by a series of goals and action items organized around eight plan topics. They are:

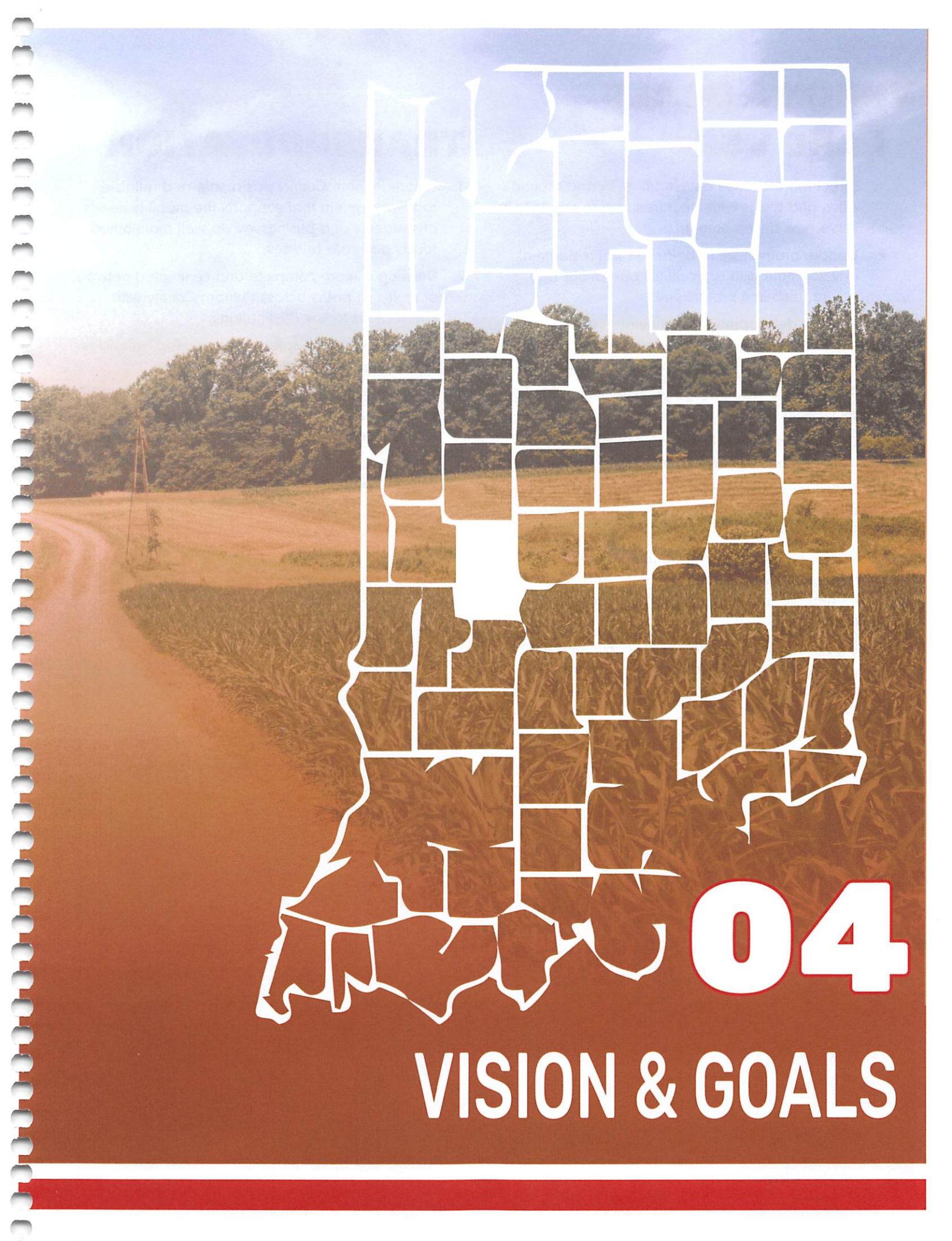
- Land Use
- Transportation
- Infrastructure
- Natural Resources
- Quality of Place
- Housing
- Economic Development
- Government

Plan goals more specifically address the things the County wants to achieve over the life of the comprehensive plan. Action items serve as a path to how each goal can be accomplished.

VISION STATEMENT

Putnam County actively celebrates its historic small towns, agricultural heritage, natural beauty, and cultural amenities while also providing a variety of housing options, diverse employment opportunities, and quality recreation destinations for people of all ages. Putnam County does this through:

- Supporting existing residents and businesses with continued investment in the transportation network, utility systems, and recreation amenities.
- Thoughtfully planning for residential and employment growth in and around our established communities while also identifying opportunities for rural development.
- Preserving the natural amenities and agricultural character that make Putnam County such a special place.



04

VISION & GOALS

VISION & GOALS

LAND USE

1. Direct more intense development in and around cities and towns with the infrastructure capacity to serve new development.
2. Update ordinances to balance rural residential development with agricultural operations and natural resource protections.
3. Support development of renewable energy production facilities while ensuring they do not compromise the character of Putnam County.
4. Preserve the viability of agriculture operations of all sizes in Putnam County.
5. Create a more efficient and predictable development review process.
6. Utilize airport protection planning and zoning to allow for future expansion of the Putnam County Regional Airport.
7. Preserve and enhance traditional downtown areas to serve as entertainment, shopping, recreation, and gathering places across the county.
8. Ensure new development and redevelopment projects reflect the context of surrounding development with respect to scale and character.

TRANSPORTATION

1. Ensure Putnam County has a safe and reliable roadway system that supports the mobility needs of residents and businesses via well maintained roads and safe bridges.
2. Develop a more complete and connected network of multi-use paths across Putnam County with connections to key destinations.
3. Preserve, enhance safety, and develop amenities at the County's historic covered bridges.
4. Coordinate with adjacent jurisdictions and INDOT to ensure that transportation in and out of Putnam County accommodates growth and development.
5. Develop a truck route to eliminate commercial vehicle traffic around the courthouse square.



Agriculture is vital to the cultural and economic identity of Putnam County.

INFRASTRUCTURE

1. Work with service providers to ensure affordable, fast, and reliable broadband access across Putnam County.
2. Ensure desired development can be adequately supported by necessary sewer and water infrastructure as well as other municipal services.
3. Develop a plan to serve rural housing developments that utilize on-site septic systems and wells with public sewer and water utilities.
4. Expand wireless communication service across the County.
5. Improve drainage across Putnam County, including along roadways, during the construction and development process, and within established communities.

NATURAL RESOURCES

1. Protect unique and sensitive natural assets such as Big Walnut Creek, other watersheds, lakes, and significant forests to limit potential impacts from new development.
2. Protect Putnam County's woodlands for current and future generations to use and enjoy through preservation, education, and sustainable approaches to timber harvesting.
3. Promote development of public and private recreation facilities that preserve and protect natural areas.

VISION & GOALS



Main Street in Cloverdale.

QUALITY OF PLACE

1. Promote Putnam County's cultural, historic, and artistic resources as unique assets for residents and visitors alike to enjoy.
2. Expand access to healthcare services in Putnam County.
3. Expand public events and programming in Putnam County to engage a wider array of community members. Dedicate special attention to developing youth-focused amenities and activities to better engage youth residents and attract families.
4. Encourage public art projects on both private and municipal-owned properties throughout Putnam County.
5. Invest in existing parks and nature preserves and consider opportunities to develop new county parks throughout Putnam County.
6. Expand the Putnam County Parks Board and identify dedicated funding to support potential staff positions within a County Parks Department or Friends of the Park Foundation.

HOUSING

1. Increase the supply of a variety of housing types at various price ranges to serve the changing needs of current residents and help to attract new ones.
2. Continue to strengthen existing subdivisions and neighborhoods so that they remain attractive and desirable places.
3. Ensure new housing subdivisions contribute to the desired character of Putnam County and encourage larger projects to include quality of life amenities.

ECONOMIC DEVELOPMENT

1. Increase employment opportunities in Putnam County by growing existing businesses and attracting new target industries.
2. Support small businesses and entrepreneurs as a critical component of the local economy.
3. Enhance workforce development efforts to better support local and targeted business needs.
4. Use parks and recreation, entertainment, and other quality-of-place investments to support efforts in employment and resident attraction.
5. Promote the development of childcare facilities to ensure lack of access to childcare is not a barrier to participation in the workforce.

GOVERNMENT

1. Expand the capacity of Putnam County government by appointing individuals to pivotal roles in county administration, human resources, information technology, and communications.
2. Improve County-government communications and information sharing with residents, business owners, and visitors.
3. Improve communication and collaboration between Putnam County government and cities, towns, and unincorporated communities (Heritage Lake, Van Bibber Lake).
4. Increase civic participation across all age groups with a focus on engaging teens, young adults, and recent college graduates.
5. Continue to assess and provide quality emergency services across the County as growth and development occurs.



East College at DePauw University in Greencastle.

CHAPTER 05 LAND USE

KEY FINDINGS

- 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).
- 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.
- Putnam County contains more land in protected nature preserves than any other county in Indiana.
- Most industrial uses in Putnam County can be found in and around Greencastle. Major industrial employers in this area include Chiyoda USA Corp., Crown Equipment Corp., and Heartland Automotive. Other significant industrial sectors include logistics, agribusiness, and mineral extraction.
- Most commercial uses (office, retail, restaurant, service businesses) are located in Greencastle and Cloverdale. The other towns each have a few commercial businesses and several individual commercial properties are located in unincorporated Putnam County along key thoroughfares.
- Residential subdivisions and smaller lot development is generally located within Greencastle, the five incorporated towns, Heritage Lake and Van Bibber where it is served by municipal water and sewer utilities. Larger residential lots and homes on larger agriculture tracts are located across the County.
- Putnam County's topography varies significantly from the flatter agriculture lands to the north and east, to the hillier southwestern quadrant.
- A common theme across community engagement opportunities involved finding a balance between agriculture preservation, realizing development at appropriate locations, and private property rights.
- In most cases, participants in the planning process identified established communities and areas immediately adjacent to them as the most appropriate for new residential, commercial, and industrial development.
- Across community workshops and the online survey, respondents identified a need for more shopping and dining opportunities. It will be difficult for the County to support these desired commercial businesses without attracting new residents.



05

LAND USE

LAND USE

INTRODUCTION

Putnam County's existing land use pattern is generally defined by the six incorporated municipalities, several unincorporated residential communities, and topographic changes as the flatter agricultural lands to the north and east transition to rolling woodlands and countryside to the south and west. Unsurprisingly, Greencastle and Cloverdale include the broadest range of residential, commercial, and industrial uses. The towns of Bainbridge, Fillmore, Roachdale, and Russellville are primarily comprised of single family homes with some amount of commercial development in the town centers and along major thoroughfares. Because of the need for municipal water and sewer service, most new development will be directed towards these established communities. However, a critical land use question facing Putnam County is how to allow the creation of rural residential lots served by on-site well and septic systems while ensuring agriculture operations and the natural environment are protected. This will require a combination of new and amended zoning standards and site design practices to preserve tillable acres and avoid sensitive areas.

The future land use map was created through examination of existing land use patterns, current zoning districts, utility service areas, sensitive environmental features, resident input, and discussion with County leadership and staff. In many instances, the existing land use is the desired future use and expected to continue indefinitely. However, there are some areas where changes in land use are anticipated as farm properties are developed for the first time or vacant and under-utilized properties are redeveloped. Good land use planning ensures a strong tax base, balances the mix of uses, promotes fiscally responsible infrastructure growth, and increases the quality of life for citizens.

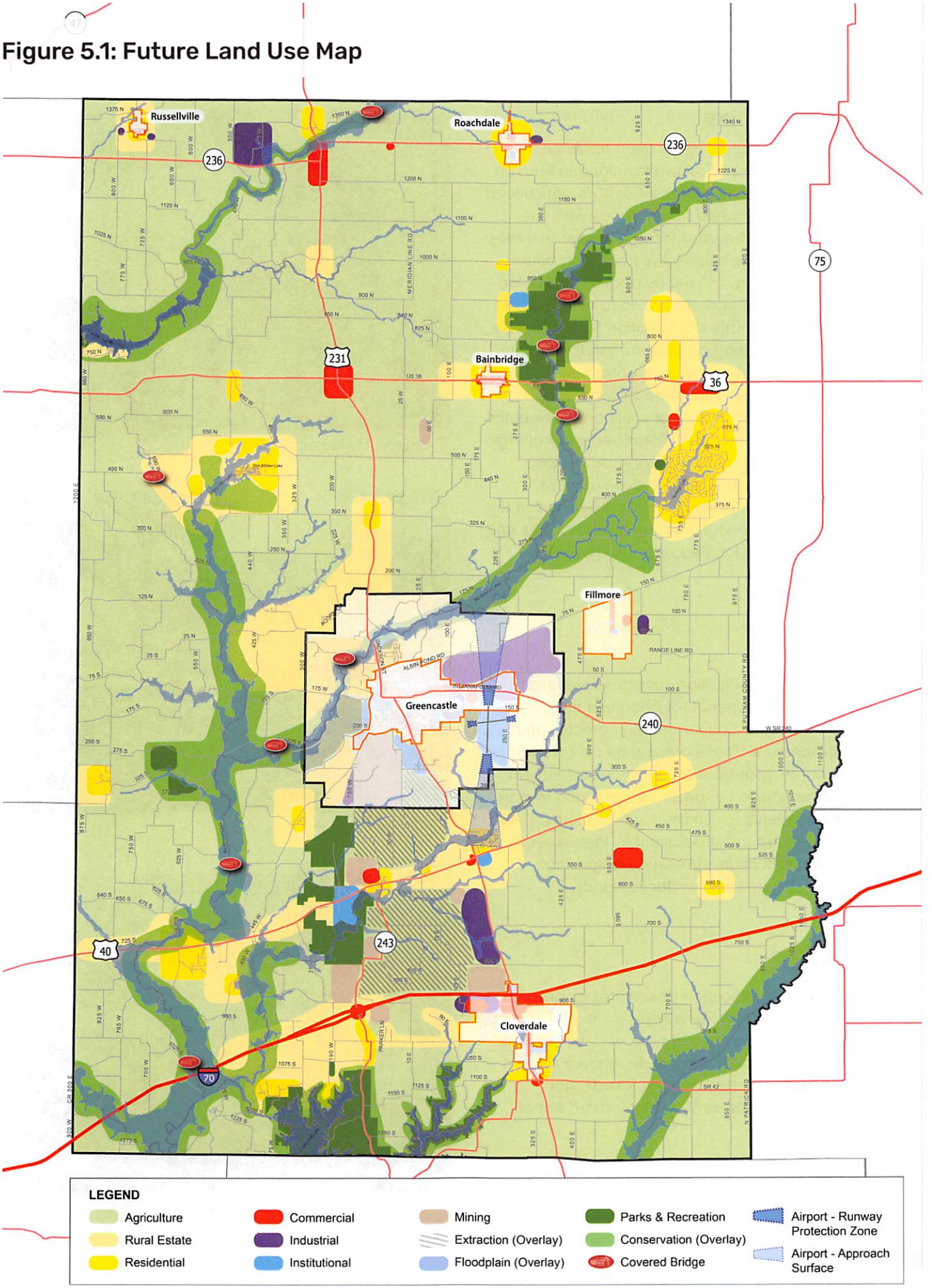
The future land use map is intended to be general in nature and not based on specific property lines. This allows some flexibility and interpretation on a project by project basis while still establishing the foundation by which to make judgments on the appropriateness of future development proposals. The land use plan was developed around the following strategies:

- Putnam County recognizes the value of agricultural lands and natural resources from both an economic and character standpoint. New growth should be directed within and around established communities so large agriculture and open space areas can be preserved.
- When new outward growth does occur, contiguous development patterns will allow for the provision of utility and municipal services in a cost-effective and efficient manner.
- There may be opportunities to grow and develop along key thoroughfares, but entire corridors such as US 40, US 36, and US 231 should not be lined with development through Putnam County.
- The established agricultural character and natural beauty of Putnam County will create demand for rural residential home sites. The County must balance the need for new housing and private property rights with community-wide goals to preserve established character.
- As communities across Putnam County focus on infill and redevelopment of vacant and under-utilized properties, it is important to ensure this new construction and renovation reflects surrounding use, character, and scale.

It's important to note the difference between the future land use plan and zoning map. The land use plan identifies potential future use of an area. Zoning regulates what can or cannot be done on a specific property at the present time through use, density, design, and other development standards. The 'Agriculture' designation on the future land use map aligns with the 'A1 – Agriculture Protection' zoning district while the 'Rural Estate' designation most closely resembles the 'A2- Agriculture' district. Areas identified as 'Residential' on the future land use map may currently be zoned R1, R2, A1, or A2. If zoned A1 or A2 now, either an R1 or R2 zoning district may be appropriate in the future depending on the proposed project, adjacent context, and site characteristics.

The following list of land uses and their descriptions accompanies the Future Land Use Map and serves as a guiding policy in making land use decisions within Putnam County. The Advisory Plan Commission, County Commissioners, town councils, and staff should use this map and descriptions as a guide for future conservation, development, and redevelopment.

Figure 5.1: Future Land Use Map



LAND USE

General Agriculture

The General Agriculture classification exists to protect and preserve productive farmland in Putnam County, as well as to support the County's agricultural heritage and family-owned farms. Areas with this classification should be used for agricultural activities such as farming crops, raising livestock, and timber production/harvesting, as well as agriculture-related businesses, including agritourism, on-farm sales, and bed and breakfasts. This classification focuses on the continued use of existing agricultural land; therefore, large parcels should be kept intact and new residential construction should be associated with agriculture activity. Repeated lot splits and residential subdivisions are discouraged. Solar and wind energy generation stations may be appropriate in these areas when they meet necessary development standards. It may not be feasible for properties in this classification to be serviced with municipal water and sewer utilities, unless located near an established community.



Source: My Indiana Home

Rural Estate

The Rural Estate classification supports low-density, single-family development that prioritizes the protection of Putnam County's rural character and natural environment. These areas may be serviced by some, but not all utilities. Rural Estate development is often characterized by larger lot sizes, due in part to land requirements for on-site septic systems. These areas are intended to be adjacent to the General Agriculture classification, serving as a transition between agricultural and residential lands.



Source: iStock by Getty Images

Residential

The Residential classification designates appropriate locations for low- to high-density residential development. The density and type of development promoted in a particular area is dependent on that area's context. Areas with the Residential classification should be serviced by most, if not all, utilities.



Source: iStock by Getty Images



Commercial

The Commercial classification accommodates a range of commercial/business activities, including retail, office, and service uses for residents, businesses, and visitors to Putnam County. The scale of these commercial/business activities varies from small-scale neighborhood service centers across the County to larger-scale regional shopping destinations mostly within Greencastle. Future commercial development should be concentrated in established commercial centers, in the heart of Putnam County's historic downtowns, around areas with population growth potential (such as Heritage Lake), and at key intersections and interchanges. Land that has access to utilities and is located along main road thoroughfares is most appropriate for this classification.



Industrial

The Industrial classification indicates appropriate locations for light to medium industrial uses, including manufacturing, processing, distribution, and storage. Light to medium industrial uses are less capital-intensive and produce fewer external effects, such as undesirable sounds, smells, and vibrations. Heavy industrial uses, by contrast, employ capital and energy-intensive machinery to produce large and complex products. Heavy industrial uses should be limited in the county and located away from residential areas and sensitive environmental lands.



Institutional

The Institutional classification designates areas with tax-exempt uses, including government offices, schools, churches, hospitals, and utility facilities. These areas should be located adjacent to developed areas for the convenience of residents, accessible by multiple forms of transportation, and served by utilities.

LAND USE

Mining

The Mining classification exists to designate areas in Putnam County where mineral extraction operations already exist. This high-intensity use should be located away from residential areas and sensitive environmental lands. Typically, mining areas are surrounded by agricultural lands and may not be served by utilities.



Source: Stamford Stone Co.

Extraction (Overlay)

The Extraction Overlay indicates areas where conditions may be suitable for the extraction of rock and other minerals. Existing mining operations already surround a portion of the overlay area, suggesting mineral resources underlay some of this land. These areas are not reserved strictly for mining and remain open to other compatible uses. Potential extraction operations must comply with other planning and zoning regulations and may need to be buffered from adjacent uses given their intense operations.



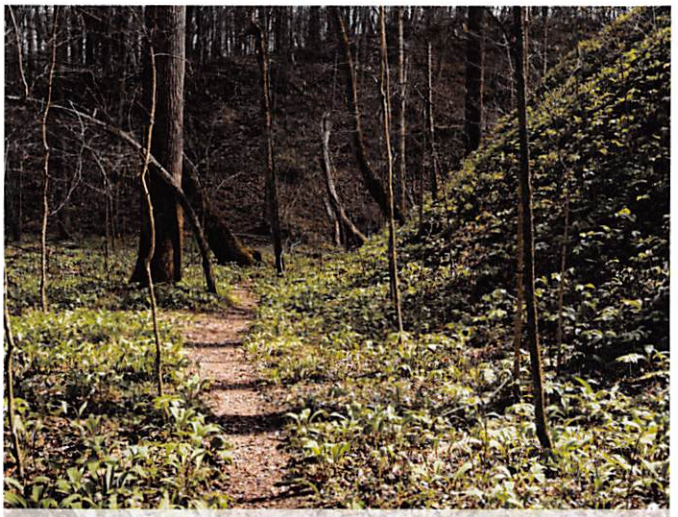
Source: iStock by Getty Images

Parks & Recreation

The Parks & Recreation classification provides areas for recreation and leisure opportunities while simultaneously preserving open spaces and natural features. Uses within this classification include state-owned lands controlled by the Indiana Department of Natural Resources, nature preserves, municipal parks, golf courses, and campgrounds. These facilities may be publicly or privately owned and operated. As Putnam County continues to grow, additional parks and open spaces should be incorporated into this classification, including County parks and pocket parks around covered bridges should they be decommissioned.



Source: Greencastle Civic League



Source: Visit Indiana



Source: The Nature Conservancy

Conservation (Overlay)

The Conservation Overlay indicates areas where conservation and preservation are priorities. These areas are often adjacent to ecologically sensitive community assets, including wetlands, waterways, nature preserves, and State Recreation Areas (SRAs). Limited residential development is allowed, but it is important to prevent development in the floodplain, along steep slopes, in heavily forested areas (to prevent tree clearing), and in wetlands. Non-residential developments can also be considered with an appropriate development plan. All development should be restricted to properties with a lot size that is conducive to proper septic system installation to ensure rivers and streams remain free from contamination. By establishing the Conservation Overlay, water quality can be safeguarded, wildlife habitat can be preserved, and viewsheds can be protected.

Floodplain (Overlay)

The Floodplain Overlay indicates areas where future development should be discouraged to prevent loss of life and property resulting from periodic flood-related events. These areas are suitable for open space and other uses that do not require structures or fill, including agricultural uses, forestry, outdoor recreation, conservation, wildlife management, wells and utility lines. Identification of the floodplain is made by the Federal Flood Insurance Administration of the Federal Emergency Management Agency (FEMA). Additionally, the Indiana DNR Division of Water has undertaken a project to create and update traditional Flood Insurance Rate Maps. The DNR Best Available Flood Data is used by the County when determining if a building permit can be issued.

LAND USE GOALS & ACTION ITEMS

Goal 1: Direct more intense development to areas in and around cities and towns with the infrastructure capacity to serve new development.

Transportation and utility infrastructure are vital to realizing new development. By utilizing existing sewer and water capacity, and strategically locating new infrastructure investments, the County and municipal utility providers can direct development to desired locations. Developers and businesses will be more likely to pursue opportunities at sites already served by municipal utilities and an adequate transportation network, as opposed to paying for costly extensions to other properties.

Additionally, current health department standards for on-site sewage disposal systems (septic systems) require lot area for the primary soil absorption area, as well as an alternate, set-aside area should the primary system need to be replaced in the future. This means development utilizing on-site sewage disposal systems is inherently low density. While there is certainly a place for this development in Putnam County, commercial, industrial, and smaller lot residential development should generally be served with a municipal wastewater treatment utility.

Action Items:

- Prioritize development within existing city and town limits as primary areas for growth.
- Focus new single family residential subdivisions and multi-family apartments to areas with municipal sewer or water infrastructure, including Greencastle, Cloverdale, Bainbridge, Fillmore, and Roachdale.
- Encourage business and industrial growth along key economic development corridors including the east and south sides of Greencastle and north and west sides of Cloverdale.



Heritage Lake is in the process of expanding its sewer system, which will enable service to over 1,300 more lots.

Goal 2: Update ordinances to balance rural residential development with agricultural operations and natural resource protections.

It's important that Putnam County have a variety of housing types. While some residents will prefer to live in incorporated communities with municipal water and sewer utilities, there will always be others drawn to rural areas away from established cities and towns. The County wishes to permit rural residential development, but in a way that limits negative impacts to agriculture operations and existing natural assets.

At present, the County doesn't have zoning and subdivision standards to prevent unlimited residential strip development along county roads if the proposed lots meet minimum size and health department requirements. This has the potential to consume productive farmland, create transportation issues, and change the character of these roadways. The County needs to determine the appropriate balance between allowing rural residential development and preserving agriculture and open space areas, and ultimately the threshold for requiring rezoning to a residential district. Methods of regulating the level of residential development in agriculture areas include:

- Minimum road frontage.
- Minimum lot size.
- Maximum density (1 residential lot/ X acres).
- Maximum number of lots allowed by the Minor Subdivision process (Major subdivisions would be prohibited in the agricultural districts).

Additionally, development requirements can be adjusted to allow new residential uses to be placed where most appropriate on the site. This protects productive farmland and reduces numerous lot splits along county roads. Methods for improving the siting of new homes on the property can include:

- Narrower lot frontage requirements.
- Allow flag lots in the agricultural districts when farmland can be protected by placing a home on a less productive piece of land.
- Allow residential lots without road frontage if they are served by a permanent access easement.

Finally, tracking of residential land splits in agricultural districts is key to enforcing how many lots may be created from the parent tract. Without proper tracking in the public record, property may be repeatedly subdivided resulting in more lots being created than the agricultural zoning would otherwise permit. Methods for tracking land splits include:

- Recording of all access easements serving new homes.
- Require the parent tract to be included in any subdivision plat to track how many lots are created over time.
- If the new lots are created by metes and bounds descriptions, placing a restriction on the deed prohibiting further subdivision of the lot while it has agricultural zoning.
- Require and record written commitments referencing the parent track and new deeds to provide a clear accounting of how many lot splits may occur from the parent tract.

Action Items:

- Conduct stakeholder and community outreach as part of the Unified Development Ordinance process to continue discussions of appropriate zoning tools and inform property owners about new regulations.
- Amend subdivision and zoning standards to allow greater flexibility in creating rural residential lots when they can be safely designed and located to minimize consumption of tillable farmland; including lot size, dimension, and setback standards; access standards; and consideration of flag lots and how they are measured.
- Limit incremental subdivisions and multiple rural residential lots along county road frontages to prevent negative impacts to transportation function and rural aesthetics.
- Ensure development utilizing on-site septic and water systems meet state and local health, and environmental standards, and are located on soils suitable to support such systems.
- Create an efficient process by which to review and approve minor subdivisions and lot splits that complies with Indiana Code.

LAND USE

Goal 3: Support development of renewable energy production facilities while ensuring they do not compromise the character of Putnam County.

Across Indiana coal-fired power plants are being phased out. While some are being converted to run off of natural gas, there is also a strong effort to replace fossil fuel generated electricity with renewable energy sources including solar and wind energy. An approximately 1,800 acre solar farm had been proposed in Russell Township before the start of the comprehensive plan process. It was still in the review and approval process when the plan was drafted. This proposal had already generated significant debate within the community, and that was heard at several comprehensive plan meetings. Opinions both for and against solar energy farms were voiced by residents and property owners. Arguments against solar farms were primarily focused on taking valuable farmland out of production. Those in favor of solar farms cited potential tax revenue for the County and private property rights as the main reasons to support such projects.



An existing solar energy installation on the C Bar C property in Cloverdale.

Potential large-scale wind energy systems received less attention throughout the process. The southernmost portions of Putnam County have limited commercial wind potential. Central Putnam County is borderline in terms of average annual wind speeds needed for suitable wind farm development. Portions of north Putnam County do have some commercial wind farm potential, but nothing has ever been proposed.

Given current trends and programs supporting renewable energy, continued interest in solar and wind energy farms is anticipated across Indiana. Locally, mixed views on commercial-scale renewable energy projects means Putnam County should continue to evaluate these proposals on an individual basis. Presently, that means receiving special exception approval from the Board of Zoning Appeals after a public hearing. The County may consider amending zoning district standards to require a rezoning of potential solar or wind projects to an intensive agriculture or industrial district. The rezone process would require a public hearing and recommendation from the Planning Commission before ultimate approval or denial by the Board of Commissioners. In either route, each potential project should go through a transparent approval process that considers land use, infrastructure, and environmental impacts with at least one public hearing. If projects are approved, it will be important to protect County character and resources with sufficient setbacks, screening and other development standards, decommissioning plans, and bonding requirements.

Action Items:

- Encourage on-site (small-scale) solar and wind energy systems.
- Ensure large-scale renewable energy facilities go through a thorough review and public hearing process to make certain projects meet community goals and standards.
- Incorporate standards into the UDO update to promote thoughtful site design, setbacks, buffers, and decommissioning plans for these facilities.

Goal 4: Preserve the viability of agriculture operations of all sizes in Putnam County.

The strong agricultural heritage and importance of the agriculture economy within Putnam County was continually referenced as an asset during the planning process. Even those plan participants that very much want Putnam County to be able to realize growth and development want to see it happen in a way that preserves agriculture viability. Putnam County should ensure continued agriculture viability by:

- Directing residential growth away from areas of quality farmland and intensive agriculture operations.
- Utilizing less productive lands where possible for new industrial, commercial, and residential development.
- Maintaining extensive and connected agriculture areas for continued farming activities, that are buffered from other development.
- Preventing leapfrog development and sprawl into agriculture areas.
- Encouraging the preservation of large parcel sizes so as to ensure efficient agriculture operations.

The long-term viability of agriculture in Putnam County is contingent upon preserving large agriculture tracts. The size of a typical farm is increasing, as is the size of typical farming equipment. Adding one or two rural home sites is rarely controversial at the time, but as that happens again and again in an area, the cumulative effect can negatively impact large agriculture operations.

It's important that the County foster an attitude that sees quality farmland as an important end use, and not 'vacant' land until it is developed for residential, commercial, or industrial use. Agriculture land is a vital community asset that supports jobs and provides significant value to Putnam County.

It's not really the County's role, nor do they have the capacity, to hold conservation easements on farm ground. However, they should work to support organizations that could hold such easements so that if a property owner would like to voluntarily place a conservation easement on their agriculture property, the framework is there to do so in an efficient and cost effective manner.

Also as previously discussed in this chapter, there are mechanisms that can be used to allow rural residential development while directing home sites to less tillable land and better preserving productive portions of the property. This will also help to minimize the number of homes immediately along road frontages and reduce potential conflicts between motorists and large agriculture equipment.

Another way to better support agriculture operations is to permit a wider array of accessory uses on agriculture properties. By allowing on-farm sales, agritourism businesses, and other commercial activity related to the farm, the operation may be more profitable and therefore less likely to be sold for development.

Action Items:

- Create the framework and support an organization such as a land trust that could hold conservation easements on agriculture properties if desired by landowners.
- Permit a broader range of uses in agriculture districts to support agritourism and on-farm sales.

LAND USE

Goal 5: Create a more efficient and predictable development review process.

A key purpose of planning and zoning is to protect the health, safety, morals, and general welfare of the community. County staff, boards, and commissions need time to review development proposals to ensure the public interest is protected. At the same time, unnecessarily long review and approval processes discourage development interest. Unclear plans and ordinances will also lead to an unpredictable and potentially longer approval process. Combined, these factors increase risk to the developer and may complicate their ability to secure project funding, thereby putting potentially beneficial development projects in jeopardy.

Putnam County needs to ensure planning and zoning processes are transparent and allow the necessary time to make informed decisions, while at the same time be efficient and create a level of predictability on the part of applicants. Predictability doesn't mean approving every project, rather plans and ordinances should be used to clearly communicate the growth and preservation vision of the community.

Action Items:

- Update the zoning and subdivision control ordinances and combine them into a new Unified Development Ordinance (UDO).
- Create a Development Plan Review process and Technical Review Committee to ensure proposed development meets ordinance requirements, reflects good site planning and design practices, and will be supported by existing transportation and utility infrastructure.
- Conduct a public outreach and education campaign to inform residents, property, and business owners about the process and potential changes to development ordinances.
- Ensure the new UDO is a user-friendly and accessible document for residents, property, and business owners.



Development standards and processes must protect the public interest, but should not serve as a significant barrier to new investment. (Source: Keystone Homes)

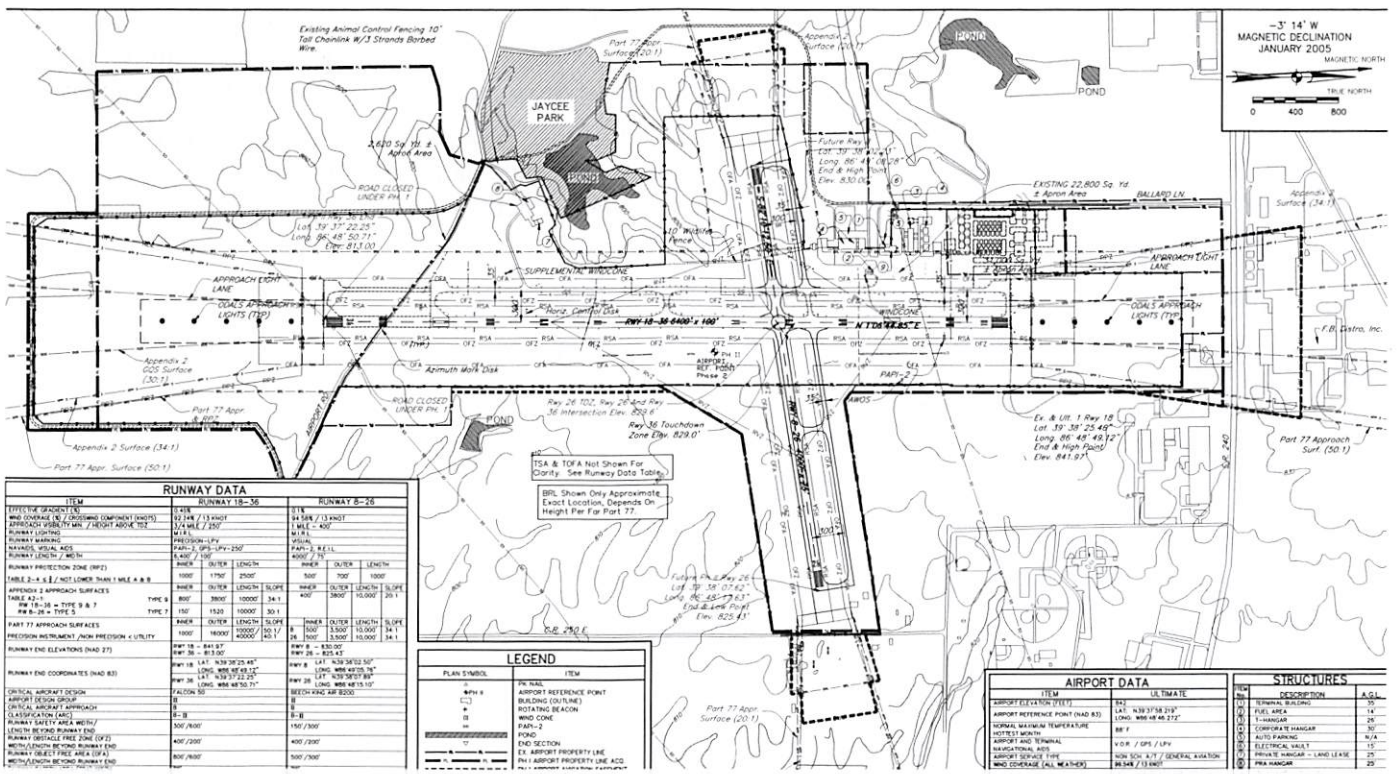
Goal 6: Utilize airport protection planning and zoning to allow for future expansion of the Putnam County Regional Airport.

Long-term, the master plan for the Putnam County Regional Airport includes extension of the existing runway by approximately 1,000 feet to the south and addition of a crosswind or secondary runway of approximately 4,000 feet. The extension of the primary runway to the south would require realignment of Airport Road. The secondary runway would generally run east-west, not quite perpendicular to the existing runway. At the end of each runway, a special area is designated as the Runway Protection Zone (RPZ). This trapezoid-shaped area, which gets wider further from the runway, is intended to protect people and property on the ground. Very limited activity is permitted in the RPZ. RPZs and other protection areas are required by the Federal Aviation Administration (FAA). If development is allowed to encroach into runway expansion areas or protection zones, airport expansion may be too costly or not possible entirely.

To ensure future expansion remains feasible, Putnam County and the City of Greencastle should incorporate expansion plans into future land use maps. Both parties must cooperate since part of the RPZ falls within Greencastle's 2-mile fringe and another part falls under county jurisdiction. Zoning standards should also be established to ensure development is prohibited from critical areas. Where developed is allowed, it must respect height limits and other FAA development restrictions.

Action Items:

- Support Putnam County Regional Airport expansion plans.
- Coordinate efforts between the Putnam County Regional Airport and neighboring property owners about long-range airport plans.
- Use the Future Land Use Map and FAA delineated spaces to discourage development in areas potentially impacted by runway expansions.
- Consider adding and Airport Protection Overlay Zone when combining the zoning and subdivision control ordinances into a new UDO.



The Putnam County Regional Airport master plan includes lengthening the existing runway to the south and adding an east/west crosswind runway. (Source: Putnam County Regional Airport)

LAND USE

Goal 7: Preserve and enhance traditional downtown areas to serve as entertainment, shopping, recreation, and gathering places across the county.

Traditional downtowns such as those in Bainbridge, Cloverdale, and Roachdale, were historically the economic and social centers of the community. However, jobs are now concentrated in Greencastle and larger municipalities elsewhere, and major shifts in the retail sector have made it difficult for many small businesses to be successful in these downtown areas. While downtowns may no longer be employment drivers for Putnam County, they can still be the hubs of social activity and community gathering for both residents and visitors.

Existing building stock and other cultural and historic resources vary across the downtowns in Putnam County. Greencastle benefits from two significant institutional anchors, as the county seat and home to DePauw University, to create downtown activity and potential. Unfortunately, Russellville has experienced some building demolition, but those sites are now redevelopment opportunities. Roachdale has a wonderful community center but no outdoor public gathering space. Bainbridge has a number of successful downtown businesses, but Main Street properties must compete with the much more visible locations just a block north along US Highway 36. Fillmore has a much smaller town center area, but future Vandalia Trail improvements could be an significant amenity that supports new development. Finally, Cloverdale has more downtown building square footage and population than the other towns, but lacks clear organization between historic, pedestrian-oriented development and more contemporary, automobile-oriented design.

What is consistent across downtowns in Putnam County is that most all of them lack the key amenities needed to attract families, young professionals, and other residents that will be the key to their success. Efforts are needed to create more housing opportunities in these town centers, as well as flexible gathering and play spaces that can host arts and culture events and attract families. Downtown amenities and attractions will help capture visitor spending of those coming to Putnam County for the many parks and recreation opportunities. Marketing should be targeted to these groups, in essence saying, "come for the parks, stay for the arts, entertainment, and culture in our communities." Ultimately, the success of downtown areas will serve many of the quality of life goals found elsewhere in this plan.

Action Items:

- Create incentives, such as a façade improvement program, to renovate and preserve downtown buildings.
- Invest in downtown infrastructure and streetscapes to support infill and redevelopment opportunities.
- Enhance existing public spaces and explore opportunities to create new ones to attract people and grow the customer base of local businesses.
- Increase programming activities in public spaces, with events and opportunities for all ages throughout the year.

Goal 8: Ensure new development and redevelopment projects reflect the context of surrounding development with respect to scale and character.

Whether greenfield development on what had been agricultural land, or redevelopment of a vacant or underutilized parcel that had been previously developed, it is important that new construction be sensitive to existing development. New development and redevelopment, especially in residential areas, should enhance the community fabric, improve connectivity, and provide amenities not just for neighborhood residents, but the community as a whole. This means that proposed projects not only take into consideration the needs of their end users but do so in a way that is sensitive to the needs and desires of surrounding properties. That's not to say new neighborhoods or commercial development should be uniform or duplicate adjacent building types exactly; diversity in dwelling and lot sizes is actually encouraged.

A common theme heard throughout the planning process was the need to preserve the established character of Putnam County as a whole, and the many communities that comprise it. Ensuring new development is compatible with adjacent development is critical to protecting this established character. Where new development is of a different use or intensity, additional landscape buffers, quality building materials, and other development standards may be used to ensure compatibility. Recommendations in the Housing section call for more varied dwelling types and densities. Where mixed density or more compact residential dwelling types are recommended, it is still important to scale down in intensity when neighboring property is of a different density or character.

Action Items:

- When amending the zoning and subdivision control ordinances into a UDO, adjust requirements so that development intensity/ density, architecture, bulk, massing, open space and setback requirements are more in-line with the character of existing development while also taking into account desired future residential and non-residential intensities.

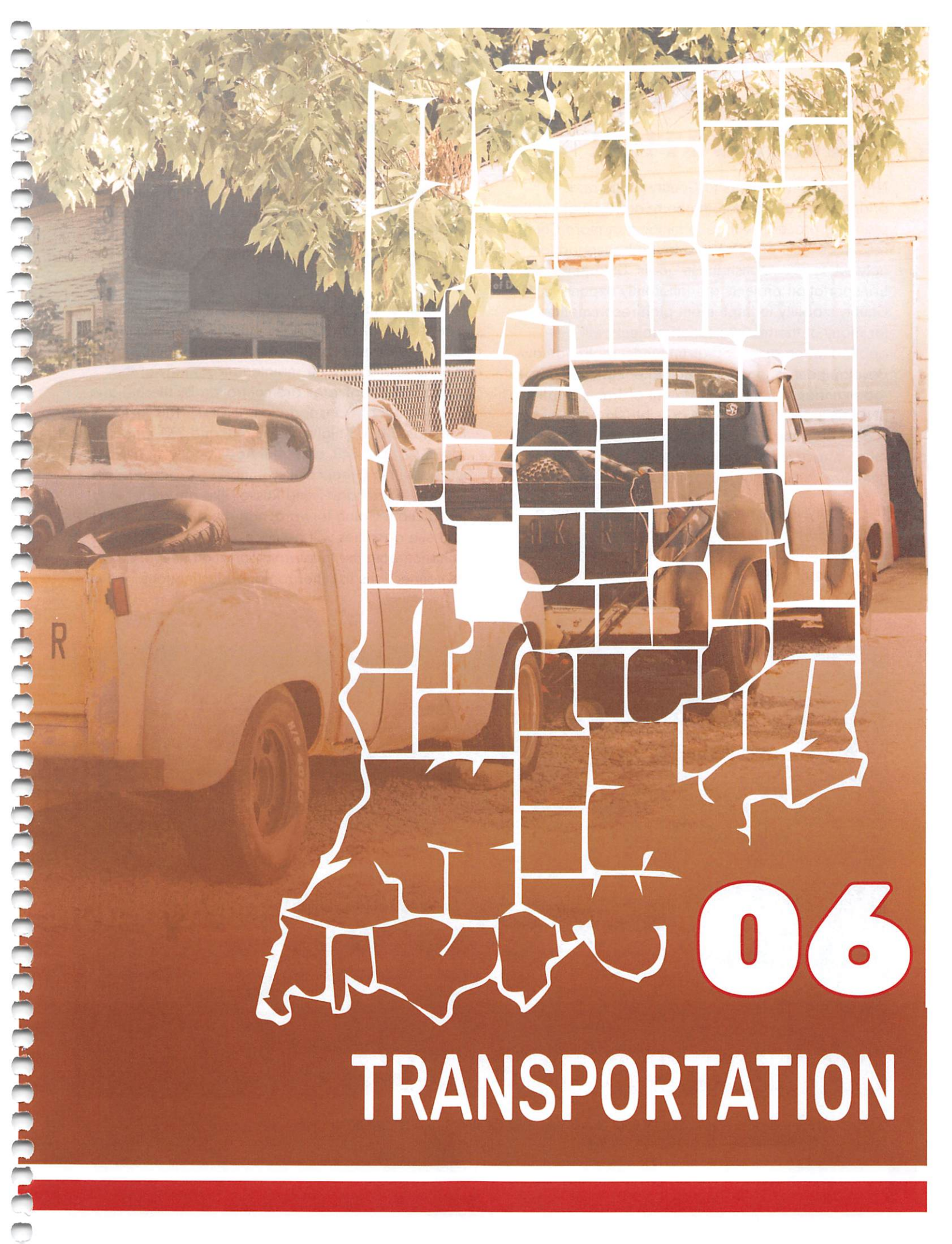


It is important that new development reflect the scale and character of existing buildings. This doesn't mean exactly replicating historic materials and architectural detailing, but building relation to the street, height, and pedestrian orientation are all important.

CHAPTER 06 TRANSPORTATION

KEY FINDINGS

- Putnam County has over 130 miles of major thoroughfares controlled by Indiana Department of Transportation (INDOT). This includes I-70, three US highways, and four state roads.
- There are nine remaining historic covered bridges in Putnam County; they still make up part of the transportation network and serve as tourism attractions and cultural assets. All nine have recently been nominated to be added to the U.S. National Park Service's National Register of Historic Places.
- According to the 2020 Pavement Surface Evaluation and Rating (PASER) report, 359 miles or almost 48% of Putnam County roads are surfaced with chip seal pavement, of which almost 100 miles are in poor condition.
- 237 miles, or 32% of Putnam County roads are surfaced with gravel.
- A common theme from early stakeholder meetings was that the County needs to direct federal, state, and local funds to address poor roadway and bridge conditions.
- Over 75% of respondents to the online survey disagreed or strongly disagreed with the statement "The County's roads and bridges are generally in good condition" and over 86% agreed or strongly agreed that "Putnam County should prioritize roadway improvements."



06

TRANSPORTATION

TRANSPORTATION INTRODUCTION

Needed improvements to County roads and bridges was a common theme heard throughout the planning process, with recognition that more County resources must be allocated to the transportation network to accomplish these goals. Unfortunately, transportation projects are inherently expensive. The County's ability to implement plan recommendations for many of the transportation projects will be dependent on acquiring grant funds, realizing new development, and waiting on State improvements to roads under Indiana Department of Transportation (INDOT) jurisdiction. Where possible, improvements should be done in coordination with utility and other infrastructure projects to help share costs and minimize construction disruptions.

The County's transportation network also plays a critical role in supporting and maintaining economic success and quality of life. Residents, workers, visitors, goods, and services must all be able to safely and efficiently move in to, out of, and around the County.

As a part of the comprehensive planning process, the transportation network has been viewed as a key component to the ongoing success of Putnam County. As such, the transportation system should be balanced to provide for all means of travel and in a manner that serves the needs of all users, including automobiles, cyclists, pedestrians, and agriculture equipment.

Multiple jurisdictions and agencies have influence over the roads and bridges in Putnam County. While the County controls most road segments and is responsible for their maintenance, many of the primary thoroughfares are controlled by the Indiana Department of Transportation (INDOT). This includes Interstate 70, US highways 36, 40, and 231, and state roads 42, 236, 240, and 243. Additionally, non-INDOT streets within Greencastle, Bainbridge, Cloverdale, Fillmore, Roachdale, and Russellville are under local jurisdiction. Going forward, coordination between all of these agencies will be necessary to protect and enhance both the local transportation network as well as connections to other regional destinations.



Houck covered bridge over Big Walnut Creek along W CR 550 S and N CR 500 W.

TRANSPORTATION

To aid transportation planning and investment decisions in Putnam County, an updated Thoroughfare Functional Classification Map was created using data from INDOT and feedback from County staff (see Figure 6.1).

The federal Functional Classification System, designed by the Federal Highway Administration, groups roads into hierarchical categories. Categories are based on the mobility and access functions that roadways are intended to provide. Under the classification system, roadways fall into three broad categories: arterial, collector, and local. Arterials, the highest order of roadway, primarily serve mobility purposes while local roads, the lowest order of roadway, serve land access purposes. The Functional Classification System is useful for designating roadway design features (including speed, capacity, and access), as well as determining eligibility for federal funding.

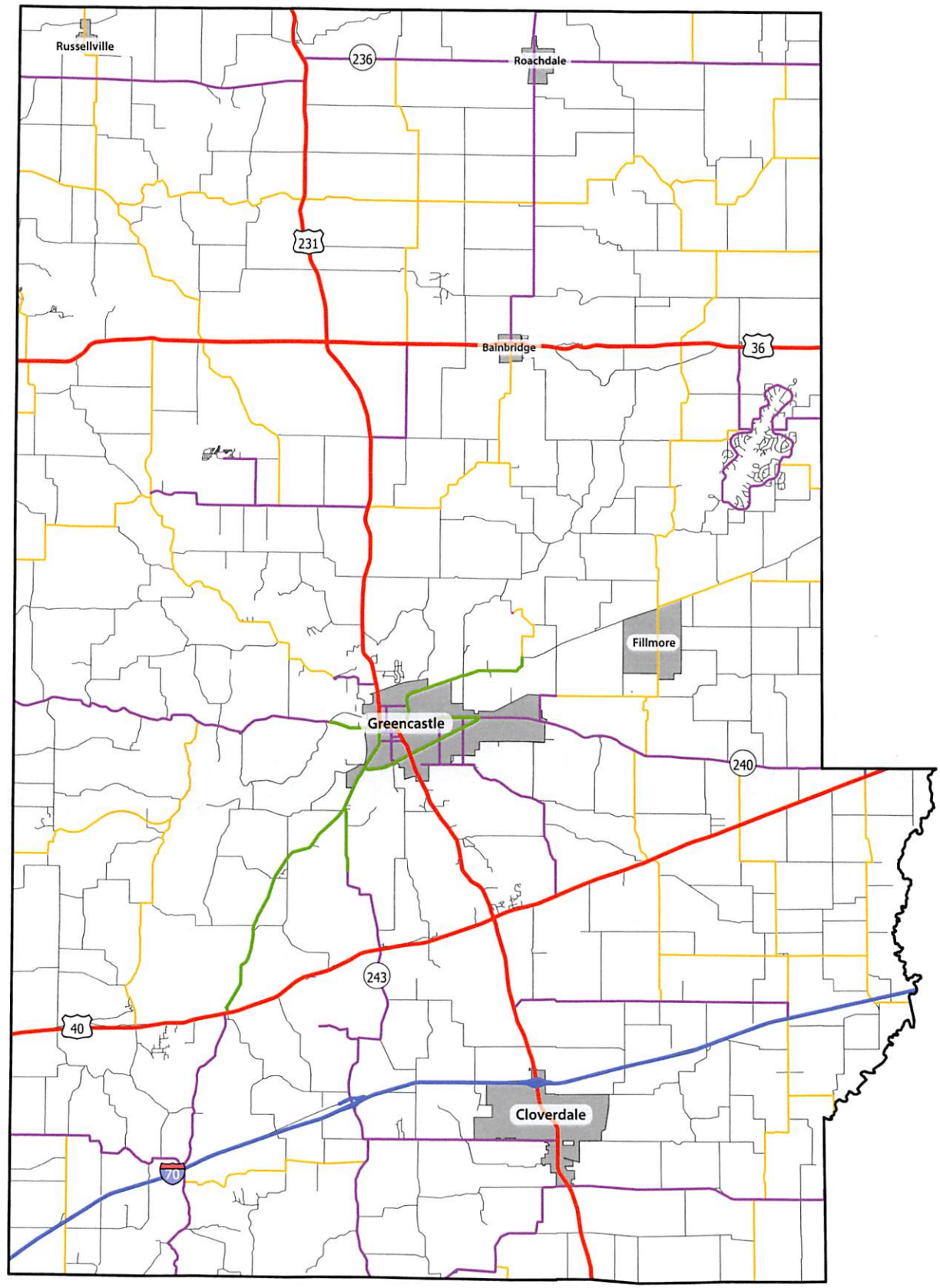
The Functional Classification System can be a helpful tool when establishing standards for right-of-way width. On public roads, the right-of-way is typically wider than the road itself, often encompassing sidewalks and utility easement areas. Right-of-way allows cars and pedestrians to travel along public roads, while setting aside land beside roads for maintenance, expansion, drainage, and access to utility infrastructure. Table 6.1 establishes desired minimum right-of-way widths based on the functional classification of roadways in Putnam County.

Table 6.1: Thoroughfare Functional Classification Right-of-Way Standards

Functional Classification of Roadway	Number of Lanes	Desired Minimum Right-of-Way Width
Primary Arterial	2 - 4	100 feet
Secondary Arterial	2 - 4	90 feet
Major Collector	2	70 feet
Minor Collector	2	60 feet
Local Road	2	50 feet

Note: The above dimensions are minimum right-of-way widths. The county may increase standards where necessary based on topographic conditions, sight lines, and other site specific considerations.

Figure 6.1: Thoroughfare Functional Classification Map



GOALS AND ACTION ITEMS

Goal 1: Ensure Putnam County has a safe and reliable roadway system that supports the mobility needs of residents and businesses via well maintained roads and safe bridges.

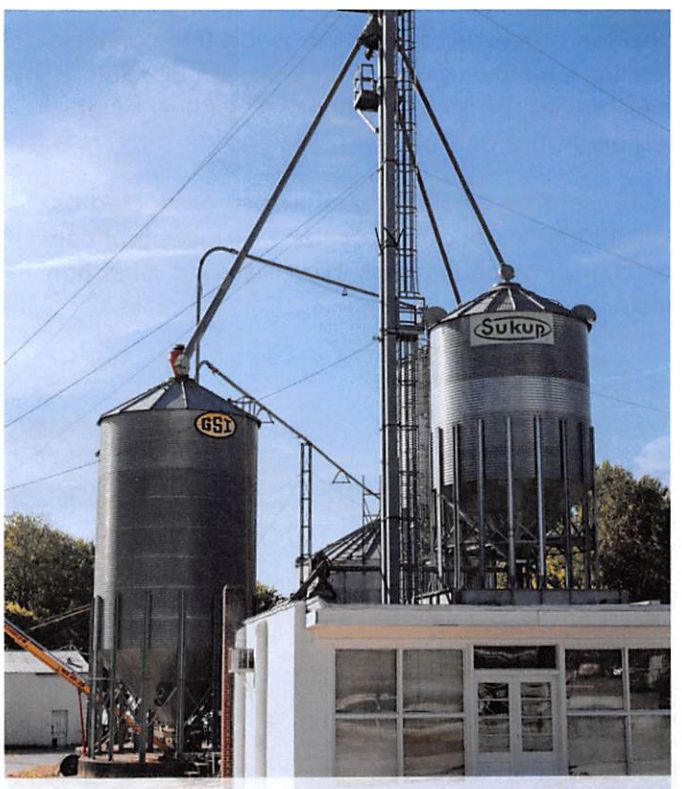
Daily traveling on County roads and bridges is one of the most common and frequent ways that residents and visitors use County services. Unsurprisingly, the transportation network and condition of roads and bridges can greatly impact quality of life perceptions. A common theme in steering committee, focus group, and community meetings, as well as in the online survey, was the need to invest more in road and bridge maintenance in Putnam County.

The 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 only 58% of asphalt roads and 39% of chip seal roads are in good condition. Gravel roads were not rated on their condition.

Fortunately, the County is actively investing in road improvements. From 2016 to 2022, the average PASER rating for Putnam County roads increased from 4.4 (fair) to 6.1 (good). Building upon this established momentum, the County should dedicate more resources to improving roads and bridges. A safe and convenient transportation network is critical to support other plan goals related to housing, economic development, and quality of place. The County must explore all options to leverage limited local funds with additional funding opportunities to ensure that roads and bridges meet resident, business, and visitor needs.

Action Items:

- Develop a Putnam County Thoroughfare Plan.
- Continue to maintain a PASER rating of road conditions to help prioritize needed maintenance.
- Continue to use the Bridge Inspection and Inventory Program to prioritize needed maintenance and improvements to County bridges and remain eligible to federal bridge funds.
- Leverage local funds to receive federal, state, and other grants that can be dedicated towards transportation infrastructure projects, including both roads and bridges.



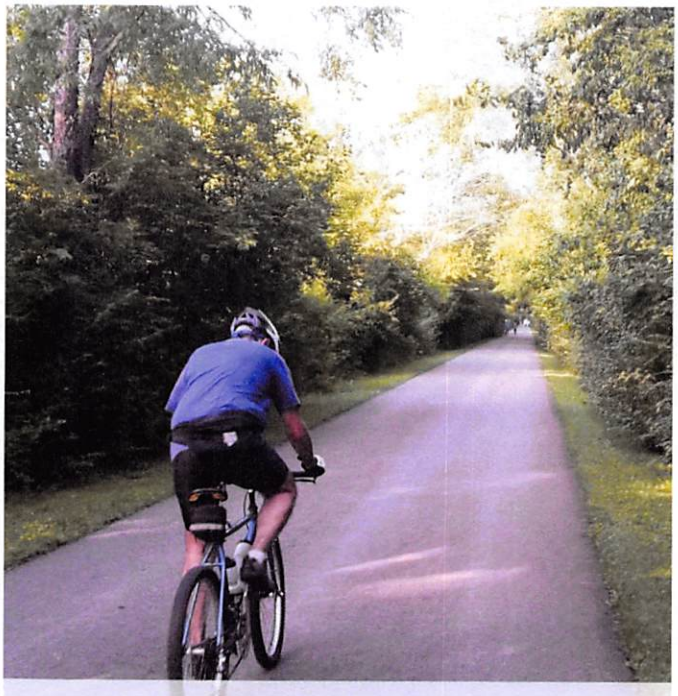
The County's transportation system must support business needs to move goods and services.

TRANSPORTATION

Goal 2: Develop a more complete and connected network of multi-use paths across Putnam County with connections to key destinations.

While almost everyone agrees that Putnam County has an abundance of open space and recreation amenities, over 64% of online survey respondents agreed or strongly agreed that the County should expand transportation opportunities like the People Pathways and other bicycle and pedestrian infrastructure. Much like roads and bridges, planning for a comprehensive, connected bicycle and pedestrian system is an economic development and quality of life initiative. The County should strive to develop a network of multi-use paths that connects existing and future neighborhoods, commercial destinations, parks and schools, as well as other regional trails and paths.

Multi-use paths should generally be constructed as 10 - 12 foot wide, paved or stone surfaces that can be shared by pedestrians, bicyclists, and other non-motorized users.



Multi-use paths and trails serve as transportation, quality of life, and economic development amenities. (Source: People Pathways)

When planning for these facilities, it is important to consider the context within which the trail or path will be located and the design standards that are offered by organizations such as the National Association of City Transportation Officials (NACTO) and American Association of State Highway and Transportation Officials (AASHTO).

Specific opportunities include expansion of People Pathways network, upgrade and extension of the Vandalia Trail, construction of the B&O Trail through northern Putnam County using rail right-of-way, and the planned Boardwalk Trail from Houck Bridge north to Glenn Flint Lake. Constructing these trails and connecting to the larger regional network can act as an economic catalyst and lead to investment in Roachdale, Russellville, Fillmore, and beyond.

Action Items:

- Pave portions of the Vandalia Trail that are currently packed stone and explore opportunities to extend the trail west of Greencastle to the Putnam County-Clay County line.
- Expand People Pathways network both within and outside of Greencastle to better serve as both recreation and transportation needs.
- Develop an interactive People Pathways map that displays the entire trail network at once.
- Promote existing multi-use trails in Putnam County through education at public events, marketing and tourism promotions, and on social media.
- Develop a Bicycle and Pedestrian Master Plan for Putnam County which encompasses People Pathways, the Vandalia Trail, the B&O Trail (planned), the Boardwalk Trail (planned), and other existing and planned facilities in the area.

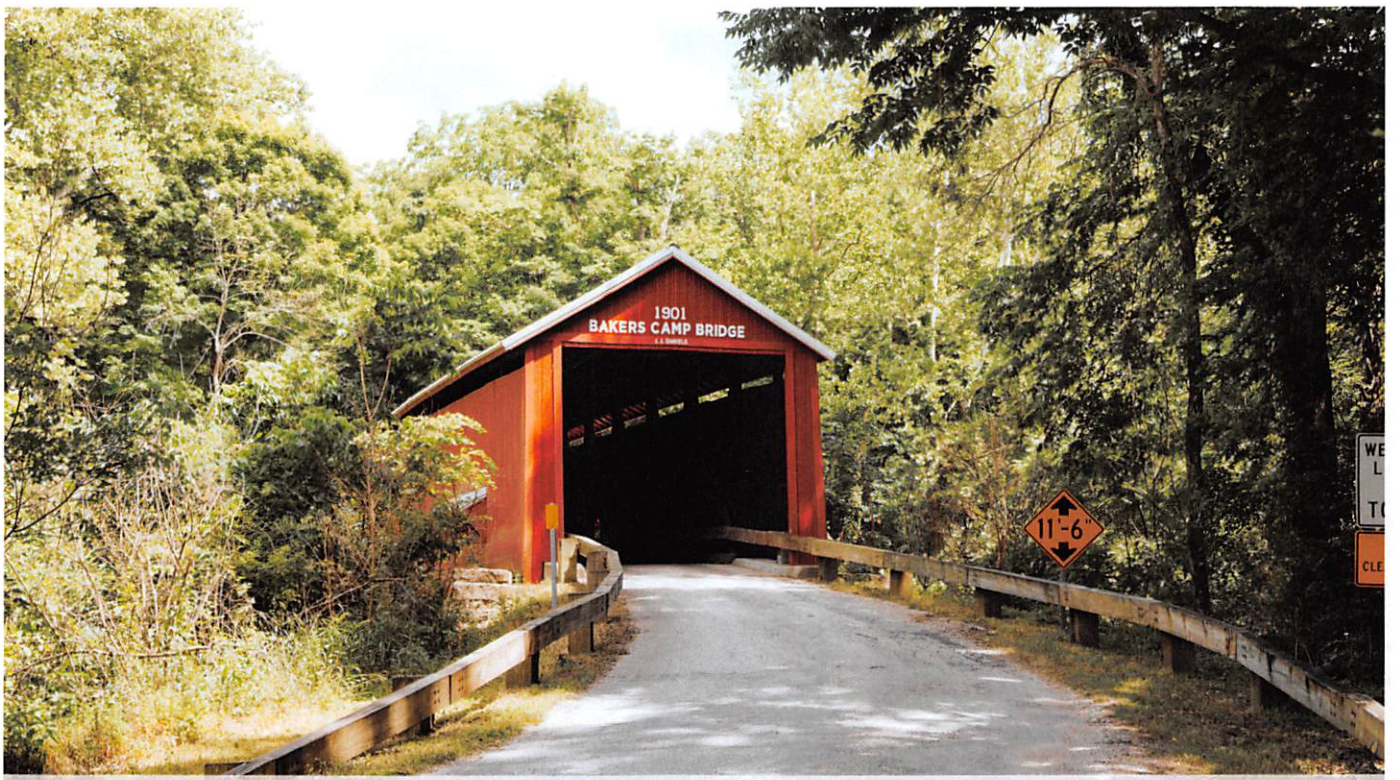
Goal 3: Preserve, enhance safety, and develop amenities at the County's historic covered bridges.

Putnam County is home to nine of the 98 covered bridges that remain in Indiana. Putnam County's covered bridges are a popular amenity and add considerable character to the County. Unfortunately, none of these bridges are on the National Register of Historic Places, and some are in poor condition. Even the bridges in better condition have relatively low weight ratings as compared to modern bridges. This is concerning given the weight of newer vehicles, agriculture equipment, and ambulances and fire trucks.

The Five-Year Outdoor Recreation Master Plan 2022-2026 includes several recommendations to preserve and activate the nine covered bridges. Other discussions have focused on constructing new bridges and converting the existing ones, as well as some surrounding property, into park spaces. This may be more feasible for some bridges than others. Before decisions can be made about the future of each covered bridge, a master plan needs to be created. This plan should explore decommissioning options, preservation and replacement costs, potential reuse, surrounding property opportunities, and potential funding.

Action Items:

- Create a master plan that explores alternatives to preserve and activate each of the nine remaining covered bridges. This plan should also outline the need for and location of new bridges to ensure safe crossings for vehicular traffic, including emergency vehicles.
- Develop alternate routes, alignments, and new bridges where needed, to ensure safe crossing of personal, commercial, and public safety vehicles over waterways.
- Transform historic covered bridges and surrounding open spaces into formal recreation amenities.
- Develop a partnership between the Highway Department and Parks Board to plan, program, and maintain these spaces.



Bakers Camp covered bridge over Big Walnut Creek along E CR 650 N, east of Bainbridge.

TRANSPORTATION

Goal 4: Coordinate with adjacent jurisdictions and INDOT to ensure that transportation in and out of Putnam County accommodates growth and development.

Putnam County is a transportation crossroads for several regional thoroughfares including Interstate 70, US highways 36, 40, and 231, and state roads 42, 236, 240, and 243. All of these roadways are under the control of the Indiana Department of Transportation and as such, the County, Greencastle, and incorporated towns have limited authority regarding maintenance and improvements. The Highway Department and city/town governments must take advantage of all opportunities to coordinate with INDOT regarding state routes through Putnam County. These roads are essential in supporting workers as they commute in and out of the County, for businesses as they bring in materials and ship out goods, and visitors to recreation areas.

Beyond INDOT, it's necessary for Putnam County officials to work with neighboring jurisdictions on transportation projects with a regional benefit. Important connections include Greencastle Road/W CR 75 S to Parke County to the west, and W CR 550 N to Hendricks County to the east. The latter of which provides critical access to Heritage Lake.

Action Items:

- Support lane expansions along Interstate 70 through Putnam County.
- Support the extension of SR 75 to I-70 if the project is pursued by Hendricks and Morgan counties.
- Work with Hendricks County to improve transportation access to Heritage Lake.
- Continue communication with INDOT regarding existing concerns and potential projects on state roadways.



The Putnam County Fairgrounds serve as a gateway into Greencastle from the north, along US Highway 231.

Goal 5: Develop a truck route to eliminate commercial vehicle traffic around the courthouse square.

Heavy vehicle traffic through Greencastle, specifically around the courthouse square on US Highway 231 via Washington and Jackson streets, has long been a concern amongst Putnam County residents and businesses. In 2003, INDOT conducted a corridor study of US 231 from I-70 in Putnam County to I-65 in White County. This study considered multiple alternatives for a bypass around the east side of Greencastle. Mixed opinions were expressed about these alternatives during the comprehensive planning process. Concerns primarily focused on loss of farmland and overall project cost. Estimates ranged from $100 million to $120 million in 2003, and would be significantly greater today.

Despite some plan participants disapproval of the larger bypass idea, there was near unanimous agreement that truck traffic around the square is an issue and alternatives need to be explored. It will be important for Putnam County leaders and staff to maintain frequent communication with INDOT and the City of Greencastle regarding transportation challenges along state routes in Putnam County, and to advocate for a truck route around downtown as improvements are made to US 231 and other roadways.

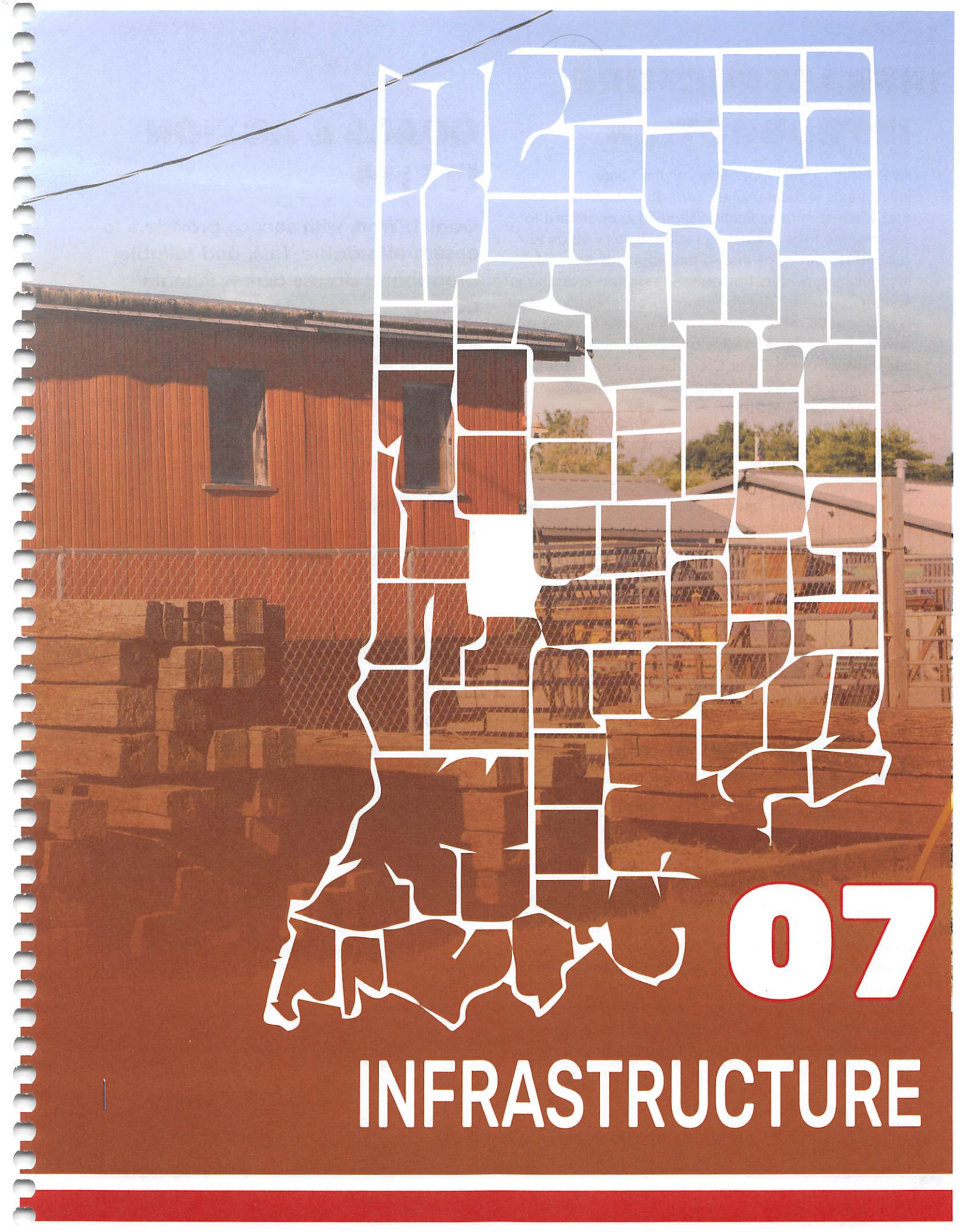
Action Items:

- Use additional signage to ensure heavy vehicles are using the preferred route through downtown Greencastle.
- Increase traffic enforcement to ensure a safe travel environment for bicyclists, pedestrians, and other vehicles around the courthouse square.
- Long-term, continue conversations with INDOT and explore alternatives for re-routing traffic away from the Courthouse Square.

CHAPTER 07 INFRASTRUCTURE

KEY FINDINGS

- Most local utility providers have the capacity to accommodate moderate growth, but systems may have trouble after heavy rainfall and following snowmelt.
- Utility providers need to plan ahead and consider upgrading systems, especially in areas where new residential development is expected to occur.
- During public workshops and stakeholder meetings, residents reported issues with Internet speed and reliability, especially in the northern half of Putnam County.
- Residents complain that wireless communication coverage is patchy in Putnam County.



07

INFRASTRUCTURE

INFRASTRUCTURE

INTRODUCTION

As Putnam County looks towards the future, investments in local utilities, broadband infrastructure, and wireless communication should be prioritized to improve the lives of existing residents, as well as to support desired growth and development. Several local utility providers have already started investing in system upgrades. The Van Bibber Conservancy District is using an $8 million grant from the state to build a new water treatment facility and install new water lines. Likewise, the Clear Creek Conservancy District is planning for a $5 million upgrade to its wastewater treatment system in 2023.

Although most communities have enough sewer and water capacity to accommodate modest growth, systems may be overwhelmed after heavy precipitation. When infiltration and inflow (i.e. excess water that flows into sewer pipes from groundwater and stormwater) occur in the sewage system, the system can reach capacity, causing overflows to occur. These overflows can flood basements, streets, and sidewalks, while also creating a public health risk. With that in mind, providers should continue to evaluate their capacity, identify existing problems, and plan to meet the needs of new development in all seasons and weather.

In the age of the Internet, it's increasingly important for Putnam County residents and businesses to have access to reliable broadband and wireless communication services. Although the County has several internet service providers, many residents don't have access to a fast, reliable connection. High-speed internet service is mostly restricted to the southern half of the county, making it difficult for residents north of Greencastle to connect to the internet for work, school, or personal use. Residents throughout the county also complain about patchy wireless communications coverage. That said, Putnam County is prepared to address these issues. As of 2021, Putnam County is an official Broadband Ready Community, a certification from the Indiana Broadband Office that signals to telecommunication companies to invest in Putnam County (see Fig. 7.1).

GOALS & ACTION ITEMS

Goal 1: Work with service providers to ensure affordable, fast, and reliable broadband access across Putnam County.

For Putnam County to remain an attractive place to live and work, access to suitable broadband is essential. A fast, reliable connection is increasingly necessary for residents to work from home, complete schoolwork or participate in remote learning, schedule or attend healthcare appointments, explore job opportunities, and connect with loved ones.

Action Items:

- Complete a broadband feasibility study to understand potential challenges and costs to expanded broadband service.
- Maintain Broadband Ready Community status and the existing Broadband Task Force.
- Engage with local broadband providers to encourage investment, especially in the underserved northern half of Putnam County.
- Consider leveraging County investments to catalyze service provider investments in the broadband network.

Goal 2: Ensure desired development can be adequately supported by necessary sewer and water infrastructure as well as other municipal services.

As growth continues in Putnam County, it's important that local utilities maintain a satisfactory level of service for new and existing customers. Expanding water and sewer services, rather than relying on private wells and septic systems, also promotes efficient use of land and road infrastructure by encouraging more compact development near existing developed areas. By reducing the acreage dedicated to housing, woodlands and productive agricultural land are preserved. Additionally, water and sewer systems come with public health and environmental health benefits, such as reduced illness from private well water contamination and limited risk of septic system failure.

Action Items:

- Perform maintenance and system upgrades to ensure municipal water and wastewater systems operate efficiently and effectively, with a particular focus on minimizing infiltration and inflow to sewer systems.
- Continue to monitor municipal sewer and water capacities and upgrade when needed, to ensure they can serve new customers and therefore do not become barriers to realizing desired development.



Signs point visitors to newly constructed homes at Heritage Lake. To keep up with growth and development in the area, the Clear Creek Conservancy District is upgrading its wastewater treatment system.

INFRASTRUCTURE

Goal 3: Develop a plan to serve concentrated rural housing developments that utilize on-site septic systems and wells with public sewer and water utilities.

Many soils in Indiana, including in Putnam County, are incompatible with septic systems or pose problems with on-site septic due to soil permeability. For a septic system to function properly, the soil must absorb and transmit the effluent at a modest rate, not too fast or too slow. Septic systems also require additional acreage and are not compatible with compact developments. As growth continues, Putnam County should consider developing public sewer and water utilities in unserved areas where rural housing is concentrated, including Heritage Lake and Reelsville.

Action Items:

- Conduct a feasibility study to serve the Heritage Lake community with a public water system.
- Conduct a feasibility study to serve the Reelsville community with a public sewer system.

Goal 4: Expand wireless communication service across the County.

Residents report that wireless communication is patchy across the County. Even in Greencastle, residents have a difficult time picking up cellular service.

Action Items:

- When creating the Unified Development Ordinance, reduce barriers to installation of new cellular towers.
- Work with wireless communication service providers to better understand service gaps and identify potential locations for new facilities.



Cell towers just north of the I-70 and US Hwy 231 interchange. (Source: Google)

Goal 5: Improve drainage across Putnam County, including along roadways, during the construction and development process, and within established communities.

Almost 75% of online survey respondents agreed or strongly agreed that Putnam County should prioritize bridge and drainage improvements. Without intervention, drainage issues are likely to persist and worsen over the next several decades.

According to Purdue University's Institute for a Sustainable Future, annual precipitation in Indiana has increased by approximately 15% (5.6 inches) since 1895. As development occurs and precipitation and heavy rainfall events in the Midwest continue to rise, drainage systems will become more strained, putting communities at risk of flooding.

Some county roads have no stormwater or drainage infrastructure along them. Others have an open drainage swale on one or both sides. In rare cases, stormwater inlets and below ground pipes are used to convey stormwater runoff. As development occurs, rooftops and parking lots create more impervious surface, which leads to higher runoff volumes. Additionally, as farmers make drainage improvements to their fields, more water may be directed to county legal drains. Retrofitting all county roads with contemporary stormwater infrastructure is cost prohibitive. However, as roadway and bridge projects are constructed, opportunities to improve drainage both along the roadway and downstream, should be explored.

Additionally, steps can be taken to ensure that future development incorporates appropriate stormwater and erosion control both during and after construction activity.

Action Items:

- When creating the Unified Development Ordinance, ensure that Stormwater and Erosion Control Ordinances include sufficient drainage requirements for new developments and reduce erosion during the construction process.



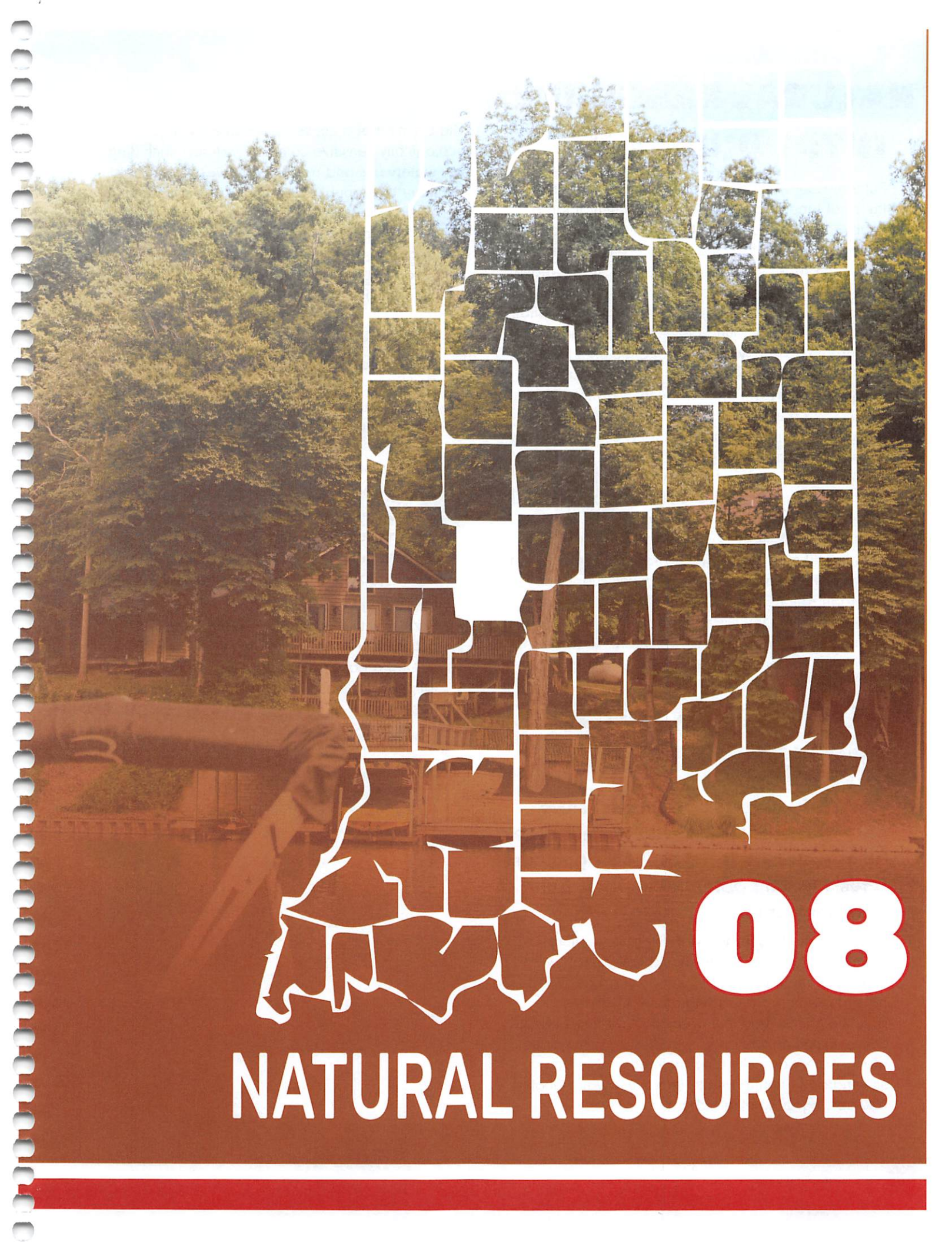
In 2013, flooding in Putnam County led to road closures and emergency rescues. (Source: Banner Graphic)

- Identify or appoint an individual/department to enforce Stormwater and Erosion Control Ordinances.
- Conduct a county-wide drainage assessment to inventory existing infrastructure, identify potential deficiencies, and prioritize future improvements.
- Leverage grants to invest in stormwater infrastructure and improve community drainage.
- Promote opportunities to implement green infrastructure, including installing rain gardens and bioswales, in future public and private development projects.

CHAPTER 08 NATURAL RESOURCES

KEY FINDINGS

- Productive farmland is a valuable natural resource.
- Woodlands serve as environmental, recreational, and economic assets in Putnam County.
- As a part of the Big Walnut Creek, Raccoon Creek, and Deer Creek watersheds, it is important that Putnam County protects water quality.
- Approximately half of residents agree that Putnam County does a good job protecting its natural resources, from woodlands to waterways, indicating that there may be areas for improvement.
- Only 39.5% of residents agree that the county does a good job capitalizing on its natural features as recreational opportunities.



08

NATURAL RESOURCES

NATURAL RESOURCES

INTRODUCTION

Putnam County is rich in natural resources. Across the rural landscape, productive agricultural land intertwines with dense, timber-producing woodlands. Rivers and streams, including Big Walnut Creek, Big Raccoon Creek, Deer Creek, and Mill Creek, weave through Putnam County, providing recreational opportunities and serving as critical wildlife habitat. Quarries, primarily found between Greencastle and Cloverdale, extract valuable stone. Putnam County understands the importance of protecting these resources. Already, Putnam County has more land in dedicated nature preserves than any other county in Indiana. Plans for a new nature preserve are also underway. Fern Station Nature Preserve, a 570-acre property protecting high-quality upland forest just west of Greencastle, will soon become a reality. The Central Indiana Land Trust will use $3.1 million from the State's Next Level Conservation Trust to help fund the purchase of the property. Preservation efforts in Putnam County are also well-supported by organizations like the Putnam County Soil and Water Conservation District and the Big Walnut Creek Watershed Alliance, both of which are dedicated to protecting soil and water quality in the area.

GOALS & ACTION ITEMS

Goal 1: Protect unique and sensitive natural assets such as Big Walnut Creek, other watersheds, lakes, and significant forests to limit potential impacts from new development.

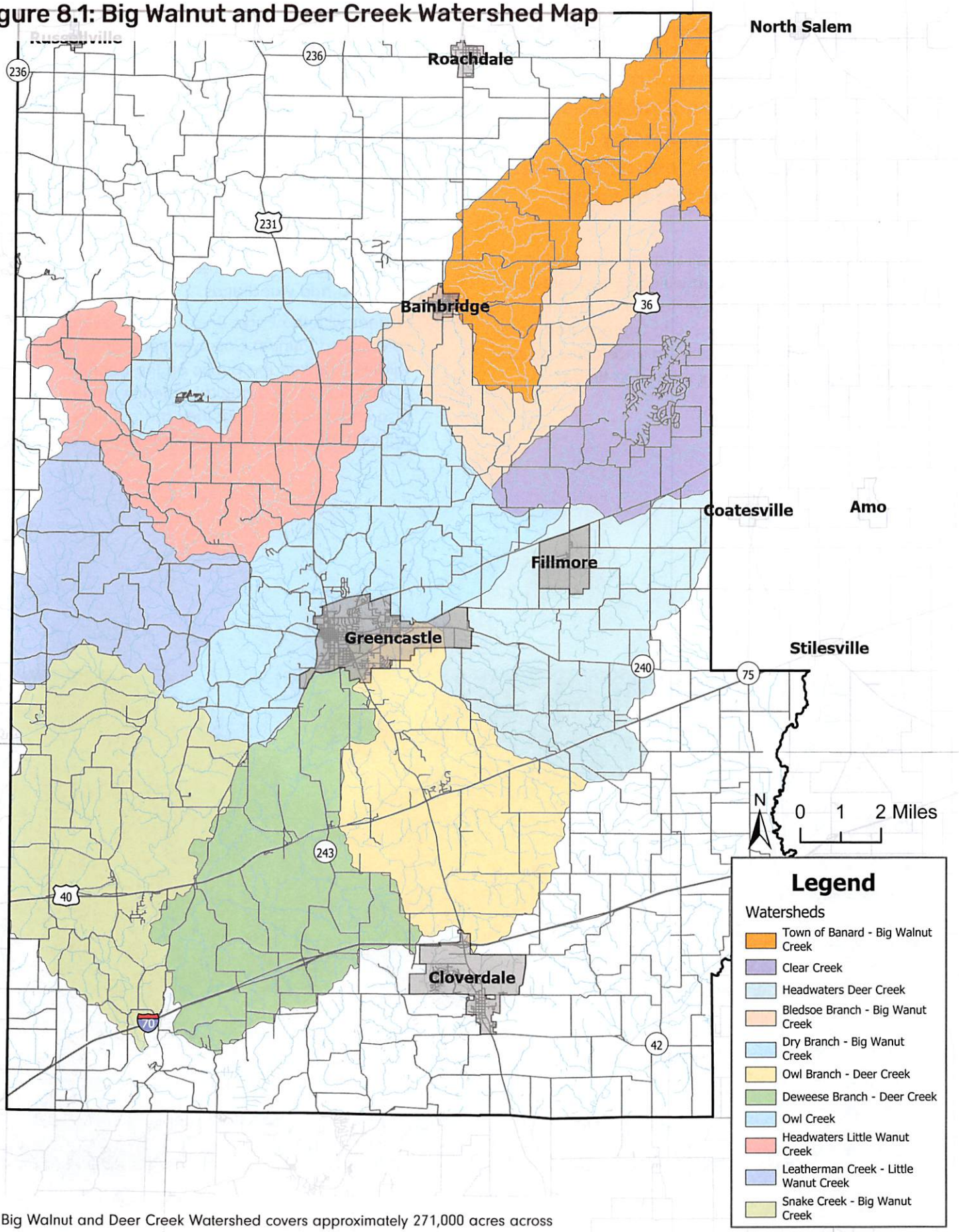
To ensure the health and viability of key natural resources, Putnam County should limit new development in particularly sensitive areas. Flood hazard areas are already protected because of potential inundation, but areas outside flood hazard zones, including wetlands, woodlands, and slopes along waterways, still play an important role in slowing and filtering runoff, improving water quality, and serving as wildlife habitat.

The creation of a conservation overlay adjacent to ecologically sensitive community assets, including key waterways and nature preserves, would help preserve these public goods for current and future generations to enjoy without penalizing existing residents. Additionally, the County should partner with regional organizations to acquire unique and sensitive land for conservation and recreational use as opportunities arise.

Action Items:

- When creating the Unified Development Ordinance, establish a conservation overlay with appropriate standards for the Big Walnut Creek, Big Raccoon Creek, and Deer Creek watersheds and other sensitive areas, including land outside of the floodplain.
- When creating the Unified Development Ordinance, consider incentives for the preservation of sensitive land as part of development projects in the conservation overlay or with proximity to existing parks and nature preserves.
- Partner with the Central Indiana Land Trust to assist them in acquiring unique and sensitive natural areas through purchase, donation of land, or dedication of voluntary conservation easements.

Figure 8.1: Big Walnut and Deer Creek Watershed Map



The Big Walnut and Deer Creek Watershed covers approximately 271,000 acres across Putnam, Boone, and Hendricks counties. This map shows the sub-watersheds in Putnam County that help to make up the larger watershed and drain much of the land area in the County before joining with Mill Creek to create the Eel River.

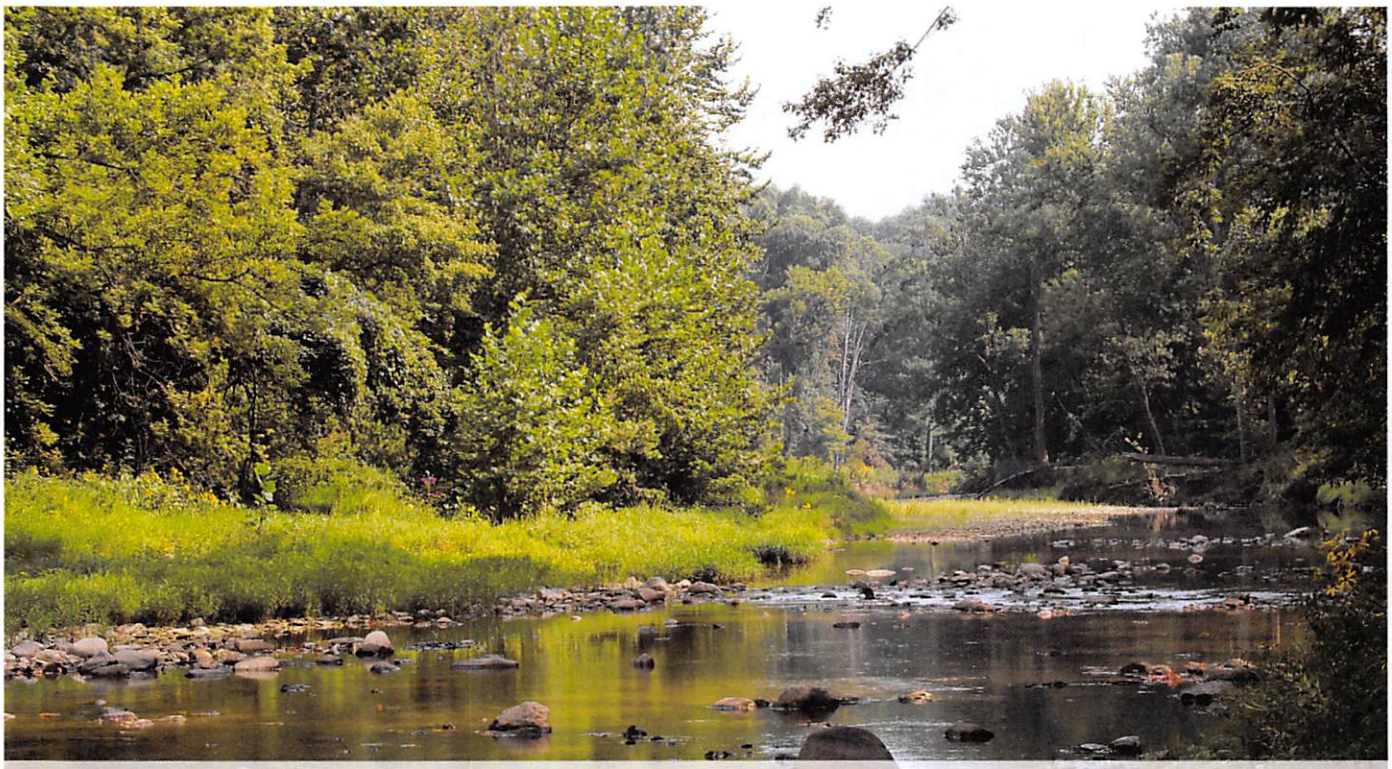
NATURAL RESOURCES

Goal 2: Protect Putnam County's woodlands for current and future generations to use and enjoy through preservation, education, and sustainable approaches to timber harvesting.

Putnam County's woodlands provide habitat for wildlife, recreational opportunities for residents and visitors, and valuable timber. To ensure that this precious resource is available to future generations, Putnam County must carefully balance conservation and private property rights related to timber harvesting.

Action Items:

- Encourage property owners to preserve forests and tree stands to provide wildlife habitat and natural beauty to Putnam County.
- Promote sustainable forestry practices for timber harvesting.
- Develop guidelines for rural residential construction that minimizes impacts to both farmland and woodlands.
- Partner with the Parks Board to host events celebrating Putnam County's woodlands and wildlife. Educate the public on the benefit of woodlands as a natural amenity, while also understanding that they are a valuable agricultural product to potentially be harvested.



Big Walnut Creek is a highly-valued natural resource in Putnam County. (Source: The Nature Conservancy)

Goal 3: Promote development of public and private recreation facilities that preserve and protect natural areas.

Public and private recreation facilities, from parks to campgrounds, contribute to the local economy by drawing in visitors from across the state. At the same time, these facilities help preserve tracts of woodland and other sensitive natural areas.

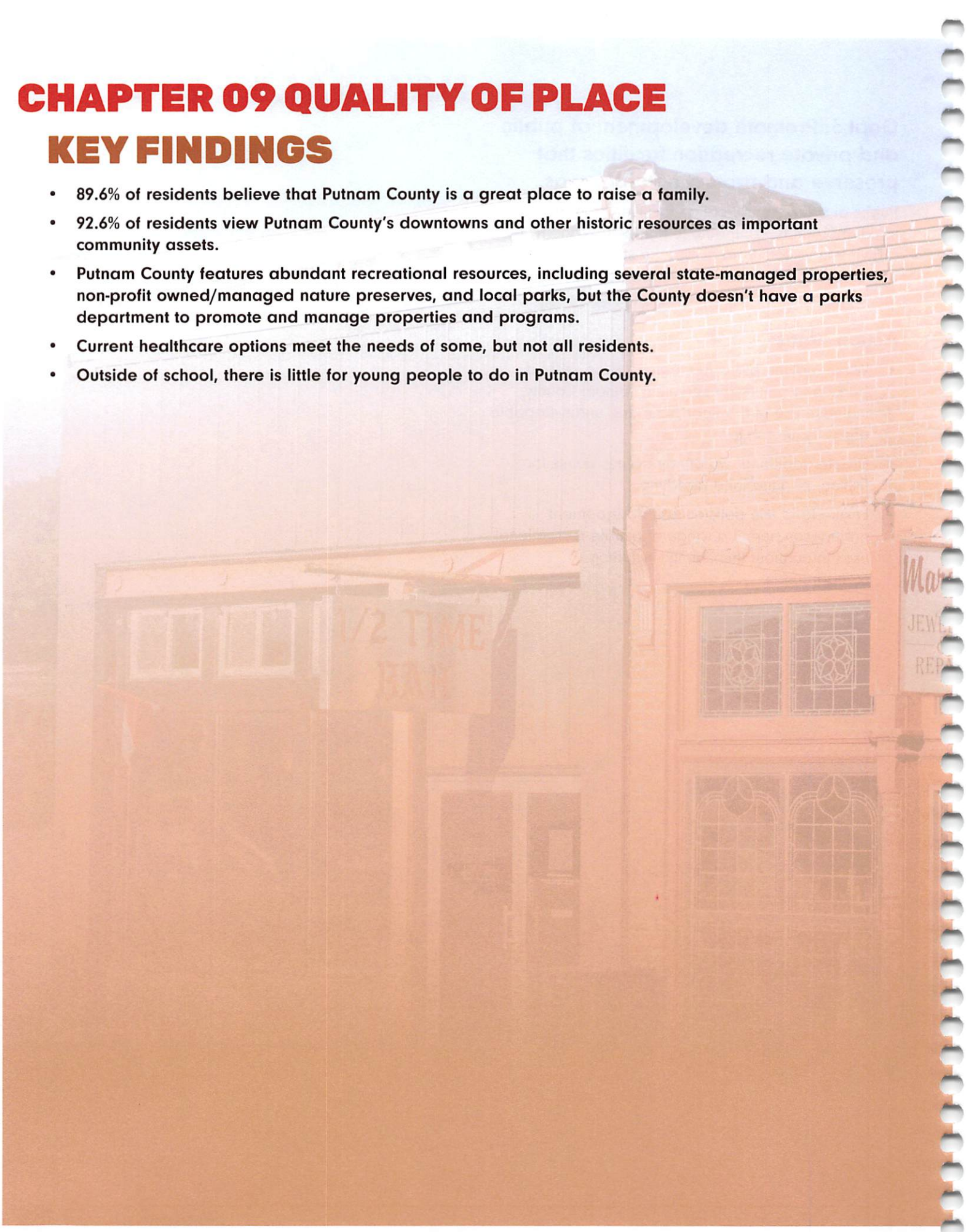
Action Items:

- When making plans to create and/or expand parks and nature preserves in Putnam County, increase use of the floodplain and undevelopable areas for recreation.
- Create additional waterway access points for fishing, boating, and paddling.
- Ensure land use policies and development ordinances permit a range of private recreational uses throughout the County, including campgrounds.

CHAPTER 09 QUALITY OF PLACE

KEY FINDINGS

- 89.6% of residents believe that Putnam County is a great place to raise a family.
- 92.6% of residents view Putnam County's downtowns and other historic resources as important community assets.
- Putnam County features abundant recreational resources, including several state-managed properties, non-profit owned/managed nature preserves, and local parks, but the County doesn't have a parks department to promote and manage properties and programs.
- Current healthcare options meet the needs of some, but not all residents.
- Outside of school, there is little for young people to do in Putnam County.





09

QUALITY OF PLACE

QUALITY OF PLACE

INTRODUCTION

Quality of place is an important part of the Putnam County Comprehensive Plan because it supports local tourism, business and workforce development, as well as efforts to attract families. Fortunately, Putnam County is already rich in quality of place assets, including historic amenities, parks and recreational opportunities, arts, and culture. The County is home to nine nationally registered historic districts in Greencastle, Cloverdale, Roachdale, Russellville, Bainbridge, and outside of Putnamville. Additionally, Greencastle is an Indiana Accredited Main Street and Cloverdale is part of OCRA's Downtown Affiliate Network. Residents and visitors to the County can explore nine historic covered bridges, three State Recreation Areas, the Deer Creek Fish & Wildlife Area, as well as several nature preserves and local parks. Putnam County features Indiana's largest public mural, an 80,000-square foot work painted on four concrete silos in Greencastle. Additionally, DePauw University supports local quality of place with various performances and an art museum. To enhance quality of place, Putnam County should pursue opportunities to protect existing assets, expand healthcare services, engage youth, and develop new assets for residents and visitors to enjoy.

GOALS & ACTION ITEMS

Goal 1: Promote Putnam County's cultural, historic, and artistic resources as unique assets for residents and visitors alike to enjoy.

From historic covered bridges to the largest public mural in Indiana, Putnam County has a lot to offer in terms of cultural, historic, and artistic resources. Going forward, it's important to promote these resources as unique assets and integrate them into the County's identity. Additionally, the County should partner with location organizations to provide the support these assets need to thrive.

Action Items:

- Partner with the Putnam County Museum and the Heritage Preservation Society of Putnam County to ensure that eligible historic buildings, structures (including covered bridges), and sites across Putnam County are listed on the Indiana Register of Historic Sites and Structures and the National Register of Historic Places.
- Partner with the Putnam County Museum and the Heritage Preservation Society of Putnam County to identify at-risk historic properties in downtown districts and apply for tax credits and grants to fund their restoration.
- Partner with the Putnam County Convention & Visitors Bureau to incorporate cultural, historic, and art assets into county branding and promotional efforts.
- Use improved government communications to advertise resources and attractions to existing residents.
- Work with State and regional tourism organizations to include Putnam County assets in broader marketing strategies.

Goal 2: Expand access to healthcare services in Putnam County.

Putnam County must ensure that residents in all stages of life are able to meet their healthcare needs at home rather than having to travel to a neighboring county. As the population grows, this will require collaboration with existing providers, as well as attracting new providers to the County.

Putnam County Hospital is a community asset that offers a 24-hour emergency department, intensive care unit, and an acute care medical/surgical unit. It employees almost 300 people and provides services for residents of Putnam, and portions of Clay, Owen, and Parke counties. However, it does not provide the full range of services needed by County residents at present, with many having to travel to Hendricks County. Service offerings may be impacted by workforce shortages. In addition to missing key services, residents may face barriers to healthcare access based on distance and lack of transportation, financial cost of services, and difficulty understanding and navigating the healthcare system. All of these barriers need to be addressed in order to improve community health in Putnam County.

Action Items:

- Facilitate discussions with local healthcare providers to better understand existing services and prioritize missing service needs.
- Work with local healthcare providers to expand service and fill critical missing gaps such as prenatal and labor and delivery care.
- Protect seniors by ensuring safe and quality healthcare services are available and accommodate the needs of aging residents.



A mural in Cloverdale.

QUALITY OF PLACE

Goal 3: Expand public events and programming in Putnam County to engage a wider array of community members. Dedicate special attention to developing youth-focused amenities and activities to better engage youth residents and attract families.

With the creation of the Putnam County Parks Board, there are new opportunities to engage residents and visitors in events and programming across the County. This is especially important for meeting the needs of young residents. When the project team spoke to families at the Putnam County Fair, it became clear that more activities are needed to engage children and teens in the community. Although the Putnam County Public Library offers children and teen programming, Putnam County Kids Count and the YMCA of the Wabash Valley offer summer camps, and youth sports associations offer recreational leagues, there are opportunities to support additional activities. Putnam County youth would benefit from STEAM (Science, Technology, Engineering, Art, and Mathematics) programs outside of schools, events celebrating Putnam County's history, and entertainment offerings, including outdoor movies and concerts.

Action Items:

- Ensure recreation programming and events occur at locations across the County.
- Provide diverse experiences that go beyond traditional sports and include arts, entertainment, education, and fitness-related activities.
- Ensure recreation facilities include amenities for teens and that programs are offered across all age groups.

Goal 4: Encourage public art projects on both private and municipal-owned properties throughout Putnam County.

Public art projects, including murals, free-standing sculptures, and pop-up or temporary installations, can help establish community identity and attract visitors. Putnam County should embrace public art projects as unique assets and community engagement opportunities.

Action Items:

- Work with the Greencastle Arts Council and other local organizations to create a community art master plan that describes community goals and identifies potential locations for art installations.
- Ensure the Unified Development Ordinance permits a broad range of art installations on private property, including murals and sculptures, and that they are interpreted as art and not signage.
- Create pop-up art installations in conjunction with community events and programs and as a way to test more permanent public art projects.

Goal 5: Invest in existing parks and nature preserves and consider opportunities to develop new county parks throughout Putnam County.

Gifted with beautiful natural areas and historic resources, Putnam County has exciting opportunities to develop new county parks and trails in the coming years. The Putnam County Five-Year Outdoor Recreation Master Plan outlines plans to establish a 400-acre park along Glenn Flint Lake, extend the B&O Trail across the top of the County, create a boardwalk trail from the Houck Bridge north to Glenn Flint Lake, activate the County's waterways with water trails, develop mountain biking trails, and more. Whether the County chooses to develop these new recreational assets or enhance existing amenities, parks should continue to play an important role in Putnam County.

Action Items:

- Develop a plan to establish a new County park on the 400-acre property at Glenn Flint Lake.
- In accordance with goals from the Transportation chapter, develop a master plan for the decommissioning of covered bridges that prioritizes converting adjacent property to public parks.
- Continue to maintain a Five-Year Outdoor Recreation Master Plan and implement objectives and strategies as resources are available.
- Pursue grants through the Indiana Department of Natural Resources to fund parks, trail planning and construction.

Goal 6: Expand the Putnam County Parks Board and identify dedicated funding to support potential staff positions within a County Parks Department or Friends of the Park Foundation.

To further develop parks and recreation opportunities in Putnam County, more funding and collaborators are needed. Down the line, a County Parks Department with dedicated staff positions could ensure proper maintenance and enhance programming at parks throughout the County.

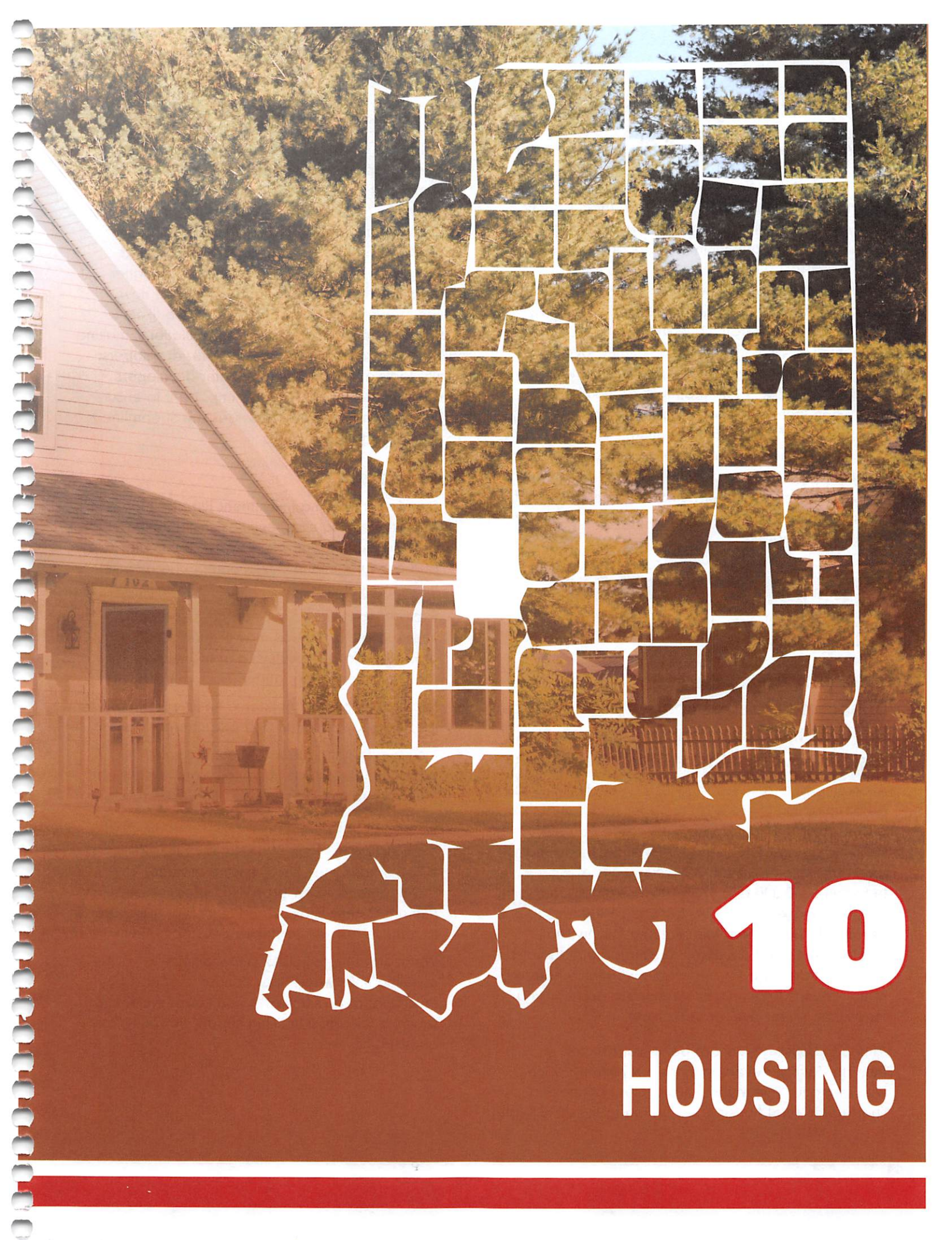
Action Items:

- Use recent accomplishments and the creation of the Five-Year Outdoor Recreation Master Plan to continue advocating for parks and recreation development in Putnam County.
- Explore long-term funding mechanisms through the County Council, Friends of the Park or other foundations, and state and federal grant opportunities.

CHAPTER 10 HOUSING

KEY FINDINGS

- Home values have consistently increased since 2010, indicating that Putnam County is a desirable place to live.
- During stakeholder meetings, participants identified limited housing development as a challenge to employee recruitment and retention. Participants commented that the housing inventory in Putnam County is "awful" and that housing is "a definite need" for the community.
- Residential building permits in Putnam County peaked in 2012 before dipping. Since 2015, the number of permits issued has increased annually, although progress has been slow. In 2021, 121 permits were issued for the construction of 1-and-2-family dwellings across Putnam County.
- Putnam County has an aging housing stock. 51.1% of homes were built before 1980.
- When asked how to improve housing options in the public input survey, residents were interested in creating more affordable housing, developing funding opportunities to rehab existing residences, and extending utilities to support new housing.



10

HOUSING

HOUSING

INTRODUCTION

Development pressures spreading west from Indianapolis across neighboring Hendricks County have opened the door to growth opportunities in Putnam County. Community leaders and residents have been receptive to the idea of moderate growth, but the issue of housing stands in the way. Putnam County's population increased slightly (by approximately 2%) from 2000-2020, but with limited residential development, the community faces challenges in retaining and attracting residents. Likewise, employers find it difficult to recruit new staff when there are few available homes in the County. As Putnam County and its municipalities pursue investments in local utilities and quality-of-life amenities, priming the County for growth, it will be increasingly important for Putnam County to promote housing development and redevelopment to attract and retain residents.

GOALS & ACTION ITEMS

Goal 1: Increase the supply of a variety of housing types at various price ranges to serve the changing needs of current residents and help to attract new ones.

According to a 2017 Housing Market Study by Terzo & Bologna, Inc., there is demand for both rental and owner-occupied housing in Greencastle and the surrounding area. Adjusted for inflation, the primary market for owner-occupied housing units exists between $240,000 and $360,000. For rentals, the strongest market is for units between $900 and $1,800 per month. Discussions with Putnam County real estate agents and developers revealed that there is significant demand for affordable workforce housing, rental options for young professionals, and housing for management-level professionals.

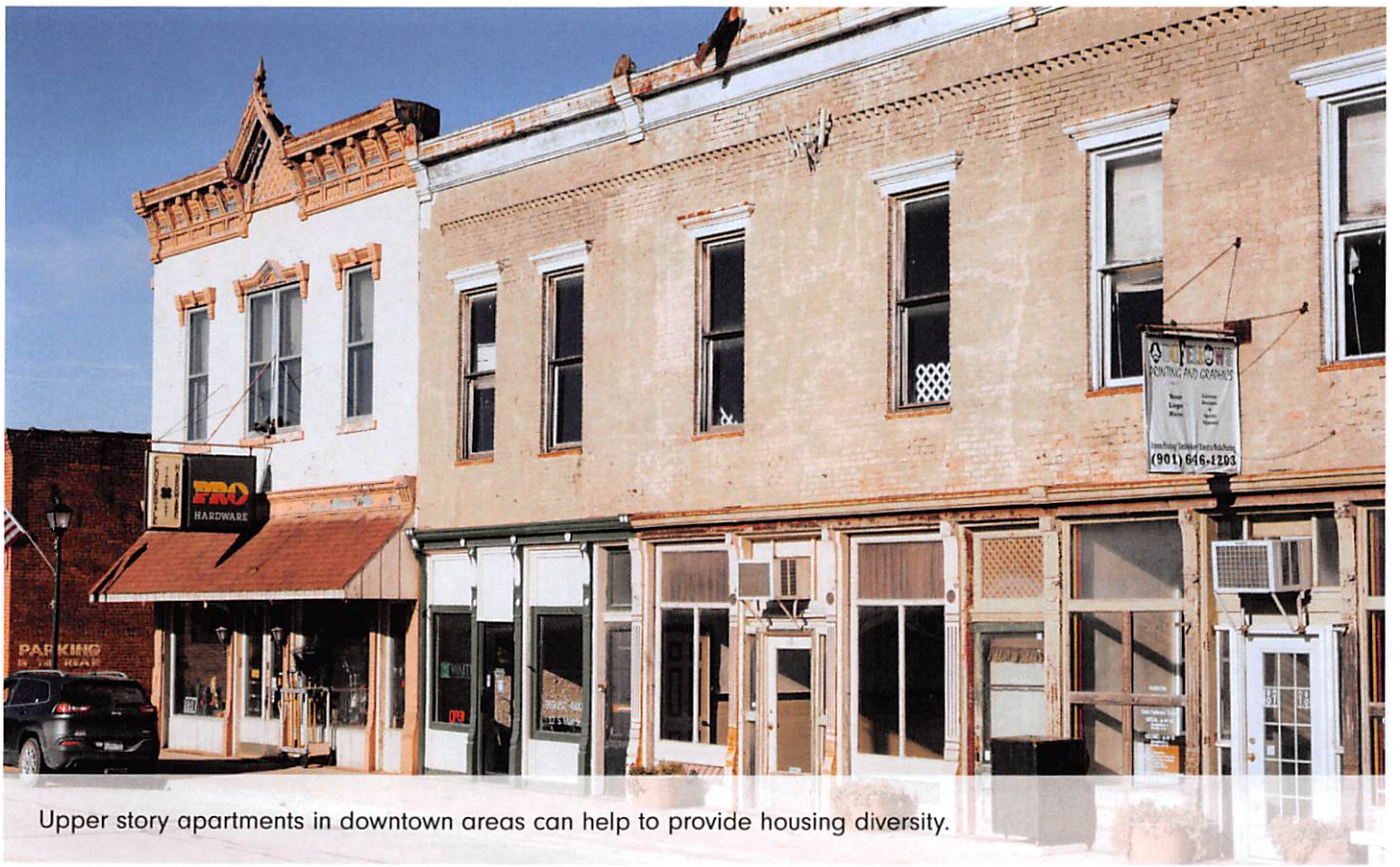
Although housing units are being constructed in Putnam County, development is not keeping pace with demand. This reflects a broader national shortage in rural housing. According to the 2018 Wall Street Journal article, "Rural America Has Jobs. Now It Just Needs Housing." from Shayndi Rice, "fewer homes are being built per household than at almost any time in U.S. history, and it is even worse in rural communities." The National Association of Home Builders reports that only 10% of all single-family homes built in the U.S. in 2016 were constructed in rural areas. Rural developers often face higher material and labor costs when constructing new homes. Additionally, rural areas are more likely to experience stagnant or declining populations, making building in rural communities riskier for developers. Finally, legislative barriers may deter developers from building in rural areas. It's important to ensure that development review processes are streamlined across planning jurisdictions.

Action Items:

- Develop a Housing Investment Plan that identifies primary housing sites, outlines strategies to provide these areas with adequate infrastructure, and encourages the development of a diverse housing inventory.
- Explore incentives to support new residential construction. Incentives may include creation of Residential TIF districts, and fee waivers for planning, permitting, and impact fees.
- Expand affordable workforce housing to help local employers retain and attract employees.
- Increase rental housing options for young professionals to take advantage of the skills and talents of recent DePauw and Ivy Tech graduates.
- Expand the housing inventory for management-level professionals to attract this demographic.
- When creating the UDO, ensure that the development review process is streamlined across Putnam County's towns and unincorporated areas to remove barriers for future development.
- When creating the UDO, allow accessory dwelling units where they can be supported by municipal or on-site water and sewer systems as a way to increase housing supply, flexibility, and affordability.



A home recently constructed in Heritage Lake.



Upper story apartments in downtown areas can help to provide housing diversity.

HOUSING

Goal 2: Continue to strengthen existing subdivisions and neighborhoods so that they remain attractive and desirable places.

With an aging housing stock and limited new construction, it's essential that existing homes are maintained to prevent further housing supply issues. Existing neighborhoods must continue to receive the resources and attention necessary to support proper care and maintenance. This is especially important in Putnam County's historic downtowns, as well as in scenic areas near recreational amenities, such as Heritage Lake, Van Bibber Lake, and Cagles Mill Lake. These rural communities represent Putnam County to the residents and visitors passing through. Well-maintained homes can signal a community that cares and help promote Putnam County as a desirable place to live.

Action Items:

- Establish a neighborhood grant program to fund beautification efforts.
- Use strategic code enforcement efforts to address recurring issues affecting neighborhood character, including the presence of blighted buildings, inoperable vehicles, and overgrown vegetation.



A historic home in Cloverdale.



New housing development should add value for all of Putnam County, not just the residents of the neighborhood. (Source: Shutterstock)

Goal 3: Ensure new housing subdivisions contribute to the desired character of Putnam County and encourage larger projects to include quality of life amenities.

As Putnam County grows, it's important that new development satisfies the needs and desires of both current and future residents. Consequently, the County should encourage new subdivisions to include desirable features and amenities, such as open spaces and multi-use trails. The County should also develop design standards to promote attractive housing aesthetics without sacrificing affordability for workforce residents and their families.

Action Items:

- When creating the Unified Development Ordinance, consider requirements and potential incentives for projects that enhance development character and benefit the broader community.
- Promote high-quality design and aesthetics while ensuring standards do not act as a barrier to workforce attainable and family-oriented development.

CHAPTER 11 ECONOMIC DEVELOPMENT

KEY FINDINGS

- With access to regional amenities in Indianapolis and Terre Haute, national employers in established industries, and developable land along key corridors, Putnam County is poised for future economic growth and development.
- 86.6% of residents believe Putnam County should pursue initiatives to promote or expand existing businesses. Additionally, 85.9% of residents want the County to pursue initiatives to attract new businesses.
- Small businesses and entrepreneurs make up a significant part of Putnam County's economy. In fact, 96% of the business establishments in the County have fewer than 50 employees.
- More support is needed for workforce development. During stakeholder meetings, employers reported having to pull qualified employees from neighboring counties to fill positions. Crown, a top manufacturing employer for the County, is creating its own manufacturing training facility to teach workers the skills needed for a successful manufacturing career.
- 70.8% of residents think Putnam County should expand its affordable childcare options.



11

ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT

INTRODUCTION

Putnam County has a multitude of economic strengths, but is also facing key challenges related to job growth and employee attraction. The non-seasonally adjusted unemployment rate for Putnam County in November 2022 was 2.8%. During meetings with employers and local economic development practitioners, it became clear that Putnam County is struggling to grow existing businesses. Employers across industries report difficulty recruiting and retaining qualified employees. New employees, unable to find suitable housing, accept positions elsewhere. Existing employees are drawn to high-paying jobs in neighboring Hendricks County.

At the same time, residents have voiced concerns over limited job opportunities in Putnam County. Only 43.9% of residents believe Putnam County provides a good diversity of job opportunities for people of all skill/education levels. Consequently, 85.9% of residents want Putnam County to pursue initiatives to attract new businesses. Those efforts have been underway for some time, and will continue indefinitely. By focusing on economic development, the County can improve job opportunities for existing residents, attract new, skilled workers, retain recent graduates, and increase local revenues to support quality of life investments.



The Walmart Distribution Center on the eastside of Greencastle is a major employer in the County.

In terms of strengths, Putnam County has great access to regional amenities. Situated between Terre Haute and Indianapolis, and with convenient access to both via I-70, Putnam County has access to an international airport, public and private universities, hotels, and conference centers, despite the fact that many are not actually located within the County. Benefiting from all that the western and central regions of Indiana have to offer, Putnam County is poised for future economic growth and development. The County is also home to a strong manufacturing industry with top employers including Heartland Automotive, Crown, and Chiyoda USA. Other key industries include educational services, construction, transportation, and warehousing. Outside of these industries, Putnam County has many attractive qualities that could be promoted and leveraged as economic development opportunities, including public and private recreation amenities, historic sites, and charming downtowns. Putnam County is also a participating county in the 180 Alliance, a regional partnership that was recently awarded $20 million in Indiana Regional Economic Acceleration and Development Initiative (READI) funds to spark economic growth.

GOALS & ACTION ITEMS

Goal 1: Increase employment opportunities in Putnam County by growing existing businesses and attracting new target industries.

To support a thriving economy in Putnam County, it's important to accommodate the needs of existing businesses while also attracting new industries that are a good fit for the community. This will require partnering with the Greencastle/Putnam County Development Center and implementing economic development strategies aimed at business attraction, retention, and expansion. The Greencastle/ Putnam County Development Center has identified manufacturing, logistics, food, value-added agriculture, and value-added natural resources as target industries for attraction. Ideal locations for future development include the Cloverdale interchange at I-70, the north part of Cloverdale, and the area along State Road 240 on the east side of Greencastle.

Action Items:

- Continue partnering with the Greencastle/Putnam County Development Center and other regional economic development organizations on job growth efforts.
- Maintain an inventory of potential development and redevelopment properties to market to target industries and site selectors.
- Use public incentives and other economic development tools to aid in business attraction and expansion efforts, including infrastructure improvements (roads, rail spurs, and utilities), project financing tools, funding for job training, state tax credits, and tax abatements.
- Enhance collaboration with DePauw University and Ivy Tech Greencastle to retain recent graduates and diversify employment opportunities within the County.



C Bar C Expo Center in Cloverdale is a premier facility for equine and livestock shows.

ECONOMIC DEVELOPMENT

Goal 2: Support small businesses and entrepreneurs as a critical component of the local economy.

Small businesses are an important outlet for the County's most self-motivated, entrepreneurial individuals. Small businesses also play a critical role in sparking innovation and creating jobs. To maximize benefits to the local economy, Putnam County should support existing small businesses and encourage new entrepreneurial endeavors.

Action Items:

- Connect entrepreneurs with business mentoring services, technical assistance, and other small business owners to support and foster their business development efforts.
- Create a small business revolving loan program to help launch new small businesses and grow existing ones.

Goal 3: Enhance workforce development efforts to better support local and targeted business needs.

Developing a skilled workforce allows existing business operations to expand while also attracting new employers to the area.

Action Items:

- Develop partnerships between major employers, community school corporations, career centers, post-secondary education institutions, and economic development organizations to better determine workforce training needs.
- Expand workforce and vocational training programs to develop more skilled workers in alignment with local industry needs.



Silver Bell Flowers provides floral expertise to Greencastle and the surrounding area.

Goal 4: Use parks and recreation, entertainment, and other quality-of-place investments to support efforts in employment and resident attraction.

Communities with ample historic, cultural, artistic, and recreational amenities are magnets for employers and residents alike. Quality of place investments are increasingly important in the age of telecommuting. Remote workers seek out communities where they can enjoy themselves and the amenities available to them outside of work.

Action Items:

- Invest in parks and recreation development in alignment with the goals of the Five-Year Outdoor Recreation Master Plan and the recommendations of the Quality of Place chapter.
- Collaborate with municipalities across the County to implement goals and strategies in the Quality of Place chapter to protect and enhance historic, cultural, artistic, and health-related resources.



Chiyoda manufacturing in Greencastle.

Goal 5: Promote the development of childcare facilities to ensure that the lack of access to childcare is not a barrier to participation in the workforce.

According to the 2020 American Community Survey, approximately 5% of Putnam County's population is under the age of 5. This means there are about 1,791 kids in Putnam County that are too young to attend kindergarten and require full-time care. Parents that can't find care due to limited capacity at local child-care facilities have to stay home. To ensure that all residents can participate in the workforce, if they choose to do so, Putnam County should collaborate with local organizations and employers to expand access to childcare.

Action Items:

- Work with existing childcare facilities to pursue opportunities to increase capacity.
- Partner with non-profit and faith-based organizations to explore adding childcare services to their operations.
- Encourage major employers to develop childcare programs or partner with other organizations to expand childcare services for their employees.

CHAPTER 12 GOVERNMENT

KEY FINDINGS

- Putnam County is serviced by eleven fire departments; all but the Greencastle Fire Department are served by volunteer staff.
- Putnam County EMS is a county-level agency providing pre-hospital emergency medical services. An increase in call volumes since the beginning of the COVID-19 pandemic has increased pressure on first responders.
- Despite clear consensus that the Sheriff's Department and various fire departments provide excellent coverage, several responses to the online survey indicated a belief that fire and emergency medical services (EMS) are underfunded.
- Over 80% of online survey respondents agreed or strongly agreed that "Government buildings (courthouse, sheriff's department, etc.) are accessible and in good condition."
- Reductions in local news coverage have resulted in increased reliance on social media platforms and individual County department webpages for information sharing.



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GOVERNMENT

GOVERNMENT

INTRODUCTION

The ability to accomplish many of the goals of the comprehensive plan is centered on Putnam County government departments, boards, and commissions having sufficient capacity and resources to administer programs and policies. Government services are performed by combination of elected and appointed officials, staff, and volunteer positions. The three members of the Board of Commissioners and seven members of the County Council are all elected, as are the assessor, auditor, clerk of the circuit court, coroner, recorder, sheriff, surveyor, and treasurer roles. These leaders as well as other departments are supported by professional staff. Public safety and health services are provided by the Sheriff's department, Putnam County Emergency Medical Services (EMS) and Emergency Management Agency (EMA), in addition to the City of Greencastle Police and Fire departments. All other fire departments in the County operate on a volunteer basis.

Putnam County has done a good job of providing quality government services despite minimal population growth over the last 20 years and limited number of new homes constructed. However, if the County wishes to attract new investment, government capacity and service will have to be improved. Staff and officials are tasked with addressing the diverse needs and concerns of the community. Local leaders must balance these many interests with the limited pool of resources. It will be increasingly important to enhance communication and ensure transparent decision making as the County seeks to balance these interests and expand capacity. Critical to expanding capacity will also be the ability to attract and engage youth and young professionals as the next group of community leaders.

GOALS & ACTION ITEMS

Goal 1: Expand the capacity of Putnam County government by appointing individuals to pivotal roles in county administration, human resources, information technology, and communications.

To enhance the ability of Putnam County departments, boards, and commissions to accomplish the goals outlined in this plan, the County should consider establishing one or more positions in county administration, human resources, information technology, and communications. In these new positions, experienced staff could help coordinate and track the completion of goals, develop partnerships, and enhance communication, both internally and externally. Taking into consideration budget constraints, the County will have to determine whether these roles can be filled by a single person or whether multiple positions will need to be established.

Action Items:

- Outline the duties and responsiblities associated with the county administration, human resources, and communications roles.
- Determine budgeting needs associated with hiring one or more individuals to fill these roles.
- Appoint one or more individuals to serve as County Administrator, Human Resources Director, and Communications Director within the County government organizational structure.

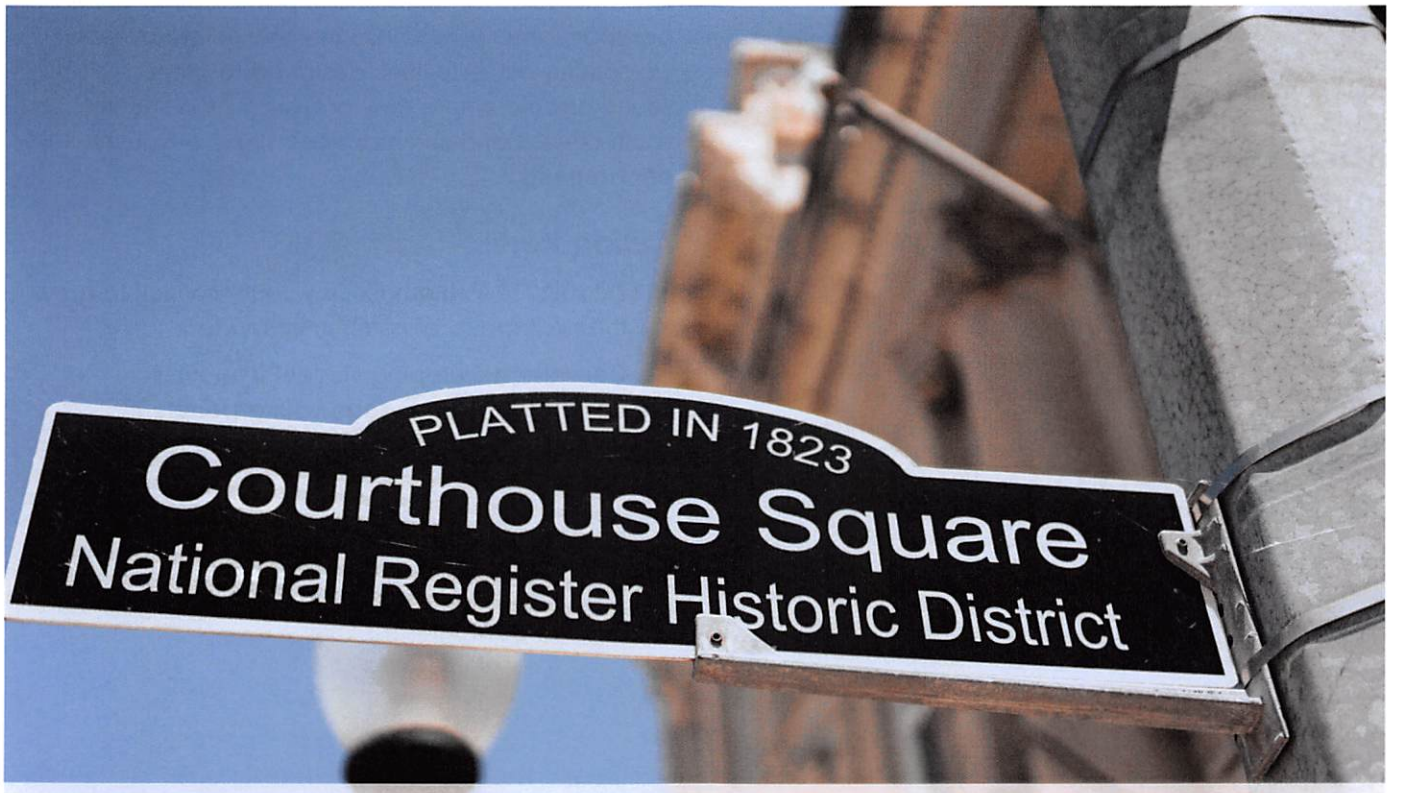
Goal 2: Improve County-government communications and information sharing with residents, business owners, and visitors.

Like public safety, emergency management, and the many County departments, communication is a key municipal service. Because there is not an overarching communications role in county government, each department is left to share news and important information on their own. This can lead to inconsistent messaging and incomplete communication. Unfortunately, this is compounded by an established trend of declining local news reporting as the media market has seen consolidation and elimination of local newspapers. For this reason, Putnam County should establish a Communications Director position to better share information with residents and businesses, as suggested in Goal 1. The Communications Director will be responsible for developing and implimenting a plan to improve external communication, including creating social media accounts and updating the county website.

Enhanced communication will improve government transparency and support other plan goals, including growing civic participation and involvement in community events.

Action Items:

- Create a formal Communications Plan detailing target audiences, methods, and frequency of various communications as well as media and key organization contacts.
- Increase Putnam County's social media presence on Facebook, Twitter, and other potential platforms.
- Enhance the Putnam County website to include a meetings and events calendar, news section, and other potential components to ensure it is up to date and effectively communicates key information.



The Putnam County Courthouse is the center of government activity and vital in supporting office, restaurant, and shopping businesses in downtown Greencastle.

GOVERNMENT

Goal 3: Improve communication and collaboration between Putnam County government and Greencastle, the five incorporated towns, and unincorporated communities (Heritage Lake, Van Bibber Lake).

Much like the County government needs to enhance communication with residents and businesses, there are opportunities to improve communication and collaboration between municipal governments and unincorporated communities across Putnam County. The success of Putnam County is deeply tied to the successes of Greencastle, the five incorporated towns, and several unincorporated communities, and vice versa. As local government at all levels is increasingly resource limited, it is important for the County and communities to work together on increased knowledge sharing and resource efficiency.

Additionally, the idea of Putnam County staff serving as the planning and zoning administrator for several of the incorporated towns was discussed during the comprehensive planning process. This would require a formal agreement between county and town governments, and would make communication and collaboration even more important.

Action Items:

- Identify a primary contact person for each entity and establish a regularly occurring meeting to discuss major projects, events, or other key news for each jurisdiction.
- Explore opportunities to share resources to address common communication goals, such as dedicated staff positions, website updates, or events promotion.

Goal 4: Increase civic participation across all age groups with a focus on engaging teens, young adults, and recent college graduates.

During the comprehensive planning process, the most actively engaged residents were middle-aged adults, older adults, and seniors. For example, only 2.9% of respondents to the public input survey were under the age of 25. The North Putnam, South Putnam, Greencastle, and Cloverdale community school corporations are all community assets. DePauw University, Ivy Tech Greencastle, and Area 30 Career Center are also invaluable resources. The future of Putnam County depends on these institutions and the community's collective ability to retain and attract young people back to the County. Providing meaningful opportunities for engagement and participation when they are here can help create the connections and prospects for sustained interest in Putnam County.

Unfortunately, younger residents may be intimidated by local government without clear opportunities to participate. To make public participation more approachable, Putnam County should create welcoming opportunities designed to meet young people where they are, such as a special youth council and summer internships in County departments.

Action Items:

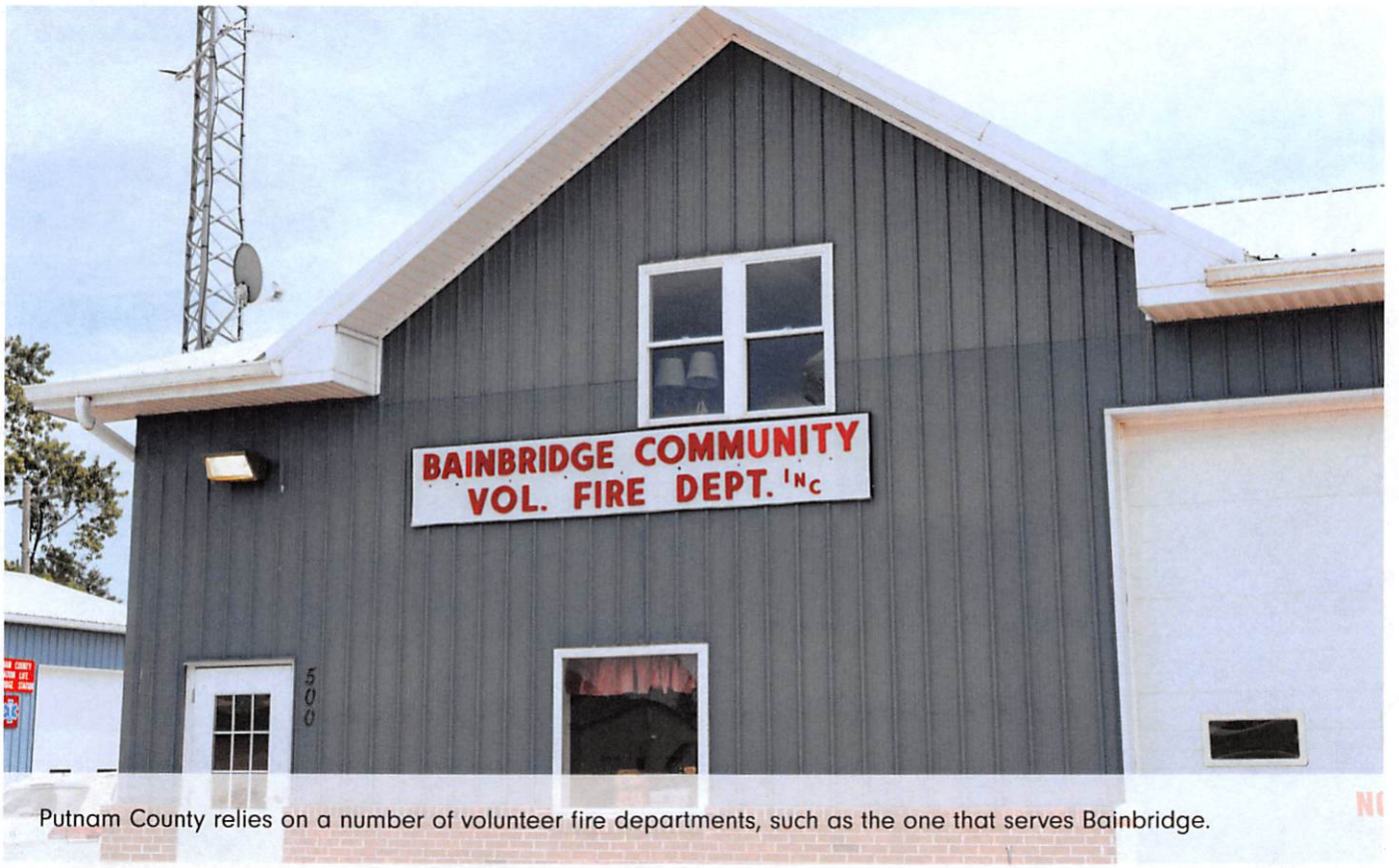
- Establish a Putnam County youth council to grow the next group of community leaders.
- Consider developing student internship opportunities to engage young people in Putnam County and introduce them to careers in government.
- Partner with DePauw University and Ivy Tech Greencastle to encourage students and recent graduates living in Putnam County to participate in local government.

Goal 5: Continue to assess and provide quality emergency services across the County as growth and development occurs.

As new homes are constructed and business growth occurs, increased demand for emergency services is likely. A reliance on volunteer fire departments across much of the County and questions about sufficient long-term funding for emergency services was identified as a concern by the project steering committee. Whether rural residential development on large lots, smaller lot subdivisions in cities and towns, or non-residential development, services must be expanded in proportion to new growth for comparable levels of service to be maintained. If emergency service providers want to improve level of service, then additional resources will be needed. Beyond funding the departments and agencies themselves, road and bridge funding will need to be allocated to keep the transportation network functioning in a way that allows for efficient and reliable public safety services.

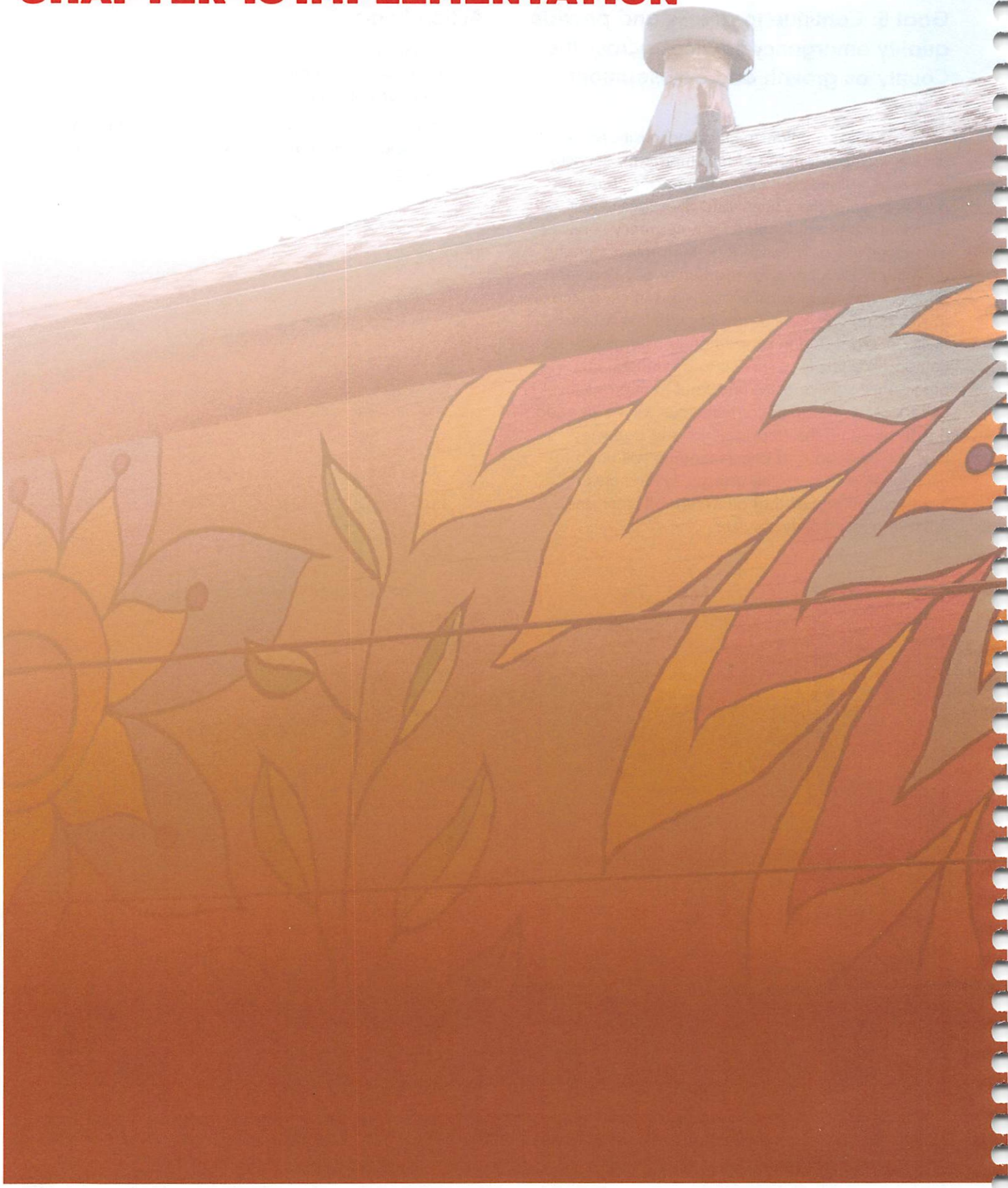
Action Items:

- Develop level of service goals for fire departments and emergency medical services (EMS) for each area of the County.
- Evaluate funding mechanisms to ensure EMS and fire departments have adequate and sustained funding.



Putnam County relies on a number of volunteer fire departments, such as the one that serves Bainbridge.

CHAPTER 13 IMPLEMENTATION



LAND USE

GOAL	**Support development of renewable energy production facilities while ensuring they do not compromise the character of Putnam County.**		
ACTION ITEMS	Encourage on-site (small-scale) solar and wind energy systems.	On-Going	Putnam County Building and Planning, Greencastle Planning & Zoning, Plan Commissions
	Ensure large-scale renewable energy facilities go through a thorough review and public hearing process to make certain projects meet community goals and standards.	On-Going	Putnam County Building and Planning, Greencastle Planning & Zoning, Plan Commissions
	Incorporate standards into the UDO update to promote thoughtful site design, setbacks, buffers, and decommissioning plans for these facilities.	Short-Term	Plan Commissions, County Commissioners, City and Town Councils
GOAL	**Preserve the viability of agriculture operations of all sizes in Putnam County.**		
ACTION ITEMS	Create the framework and support an organization such as a land trust that could hold conservation easements on agriculture properties if desired by landowners.	Long-Term	Plan Commissions, County Commissioners
	Permit a broader range of uses in agriculture districts to support agritourism and on-farm sales.	Short-Term	Plan Commission, County Commissioners

IMPLEMENTATION

LAND USE

GOAL	**Create a more efficient and predictable development review process.**		
ACTION ITEMS	Update the zoning and subdivision control ordinances and combine them into a new Unified Development Ordinance (UDO).	Short-Term	Plan Commissions, County Commissioners, Town Councils
	Create a Development Plan Review process and Technical Review Committee to ensure proposed development meets ordinance requirements, reflects good site planning and design practices, and will be supported by existing transportation and utility infrastructure.	Short-Term	Plan Commission, County Commissioners, Town Councils
	Conduct a public outreach and education campaign to inform residents, property, and business owners about the process and potential changes to development ordinances.	Medium-Term	Putnam County Building and Planning, Technical Review Committee
	Ensure the new UDO is a user-friendly and accessible document for residents, property, and business owners.	Short-Term	Plan Commissions, County Commissioners, Town Councils
GOAL	**Utilize airport protection planning and zoning to allow for future expansion of the Putnam County Regional Airport.**		
ACTION ITEMS	Support Putnam County Regional Airport expansion plans.	On-Going	Airport Authority, Plan Commissions, County Commissioners, Greencastle City Council
	Coordinate efforts between the Putnam County Regional Airport and neighboring property owners about long-range airport plans.	Medium-Term	Airport Authority, Putnam County Building and Planning, Grencastle Planning & Zoning
	Use the Future Land Use Map and FAA delineated spaces to discourage development in areas potentially impacted by runway expansions.	Short-Term	Plan Commission, County Commissioners
	Consider adding and Airport Protection Overlay Zone when combining the zoning and subdivision control ordinances into a new UDO.	Short-Term	Plan Commission, County Commissioners

LAND USE

GOAL	**Preserve and enhance traditional downtown areas to serve as entertainment, shopping, recreation, and gathering places across the county.**		
ACTION ITEMS	Create incentives, such as a façade improvement program, to renovate and preserve downtown buildings.	Medium-Term	City and Town Councils
	Invest in downtown infrastructure and streetscapes to support infill and redevelopment opportunities.	Long-Term	City and Town Councils
	Enhance existing public spaces and explore opportunities to create new ones to attract people and grow the customer base of local businesses.	Long-Term	City and Town Councils
	Increase programming activities in public spaces, with events and opportunities for all ages throughout the year.	Short-Term	City and Town Councils, Greencastle Parks and Recreation
GOAL	**Ensure new development and redevelopment projects reflect the context of surrounding development with respect to scale and character.**		
ACTION ITEMS	When amending the zoning and subdivision control ordinances into a UDO, adjust requirements so that development intensity/ density, architecture, bulk, massing, open space and setback requirements are more in-line with the character of existing development while also taking into account desired future residential and non-residential intensities.	Short-Term	Plan Commissions, County Commissioners, Town Councils

IMPLEMENTATION

TRANSPORTATION

GOAL	**Ensure Putnam County has a safe and reliable roadway system that supports the mobility needs of residents and businesses via well maintained roads and safe bridges.**		
ACTION ITEMS	Develop a Putnam County Thoroughfare Plan.	Short-Term	Plan Commission, County Commissioners, Highway Department
	Continue to maintain a PASER rating of road conditions to help prioritize needed maintenance.	On-Going	Highway Department
	Continue the use the Bridge Inspection and Inventory Program to prioritize needed maintenance and improvements to County bridges and remain eligible to federal bridge funds.	On-Going	Highway Department
	Leverage local funds to receive federal, state, and other grants that can be dedicated towards transportation infrastructure projects, including both roads and bridges.	On-Going	Highway Department
GOAL	**Develop a more complete and connected network of multi-use paths across Putnam County with connections to key destinations.**		
ACTION ITEMS	Pave portions of the Vandalia Trail that are currently packed stone and explore opportunities to extend the trail west of Greencastle to the Putnam County-Clay County line.	Medium-Term	Putnam Parks & Pathways, Inc., County Parks Board
	Expand People Pathways network both within and outside of Greencastle to better serve as both recreation and transportation needs.	Medium-Term	Putnam Parks & Pathways, Inc., County Parks Board
	Develop an interactive People Pathways map that displays the entire trail network at once.	Short-Term	Putnam Parks & Pathways, Inc., County Parks Board
	Promote existing multi-use trails in Putnam County through education at public events, marketing and tourism promotions, and on social media.	Short-Term	Putnam Parks & Pathways, Inc., County Parks Board
	Develop a Bicycle and Pedestrian Master Plan for Putnam County which encompasses People Pathways, the Vandalia Trail, the B&O Trail (planned), the Boardwalk Trail (planned), and other existing and planned facilities in the area.	Short-Term	Plan Commission, County Commissioners

TRANSPORTATION

GOAL	**Preserve, enhance safety, and develop amenities at the County's historic covered bridges.**		
ACTION ITEMS	Create a master plan that explores alternatives to preserve and activate each of the nine remaining covered bridges. This plan should also outline the need for and location of new bridges to ensure safe crossings for vehicular traffic, including emergency vehicles.	Short-Term	County Parks Board, Highway Department
	Develop alternate routes, alignments, and new bridges where needed, to ensure safe crossing of personal, commercial, and public safety vehicles over waterways.	Long-Term	Highway Department
	Transform historic covered bridges and surrounding open spaces into formal recreation amenities.	Long-Term	County Parks Board, Friends of the Park of Putnam County, Inc., Highway Department
	Develop a partnership between the Highway Department and Parks Board to plan, program, and maintain these spaces.	Long-Term	Highway Department, County Parks Board
GOAL	**Coordinate with adjacent jurisdictions and INDOT to ensure that transportation in and out of Putnam County accommodates growth and development.**		
ACTION ITEMS	Support lane expansions along Interstate 70 through Putnam County.	Long-Term	Highway Department, INDOT
	Support the extension of SR 75 to I-70 if the project is pursued by Hendricks and Morgan counties.	Long-Term	Highway Department
	Work with Hendricks County to improve transportation access to Heritage Lake.	Medium-Term	Putnam County Highway Department, Hendricks County Highway Department
	Continue communication with INDOT regarding existing concerns and potential projects on state roadways.	On-Going	HIghway Department, INDOT

IMPLEMENTATION

TRANSPORTATION

GOAL	**Develop a truck route to eliminate commercial vehicle traffic around the courthouse square.**		
ACTION ITEMS	Use additional signage to ensure heavy vehicles are using the preferred route through downtown Greencastle.	Short-Term	Highway Department, Greencastle Public Works
	Increase traffic enforcement to ensure a safe travel environment for bicyclists, pedestrians, and other vehicles around the courthouse square.	Short-Term	Greencastle Police Department
	Long-term, continue conversations with INDOT and explore alternatives for re-routing traffic away from the Courthouse Square.	Long-Term	Highway Department, Greencastle Public Works, INDOT

IMPLEMENTATION

INFRASTRUCTURE

GOAL	**Work with service providers to ensure affordable, fast, and reliable broadband access across Putnam County.**		
ACTION ITEMS	Complete a broadband feasibility study to understand potential challenges and costs to expanded broadband service.	Medium-Term	Broadband Task Force, Greencastle/ Putnam County Development Center
	Maintain Broadband Ready Community status and the existing Broadband Task Force.	On-Going	Broadband Task Force, Greencastle/ Putnam County Development Center
	Engage with local broadband providers to encourage investment, especially in the underserved northern half of Putnam County.	Short-Term	Broadband Task Force, Greencastle/ Putnam County Development Center
	Consider leveraging County investments to catalyze service provider investments in the broadband network.	Long-Term	Broadband Task Force, County Council
GOAL	**Ensure desired development can be adequately supported by necessary sewer and water infrastructure as well as other municipal services.**		
ACTION ITEMS	Perform maintenance and system upgrades to ensure municipal water and wastewater systems operate efficiently and effectively, with a particular focus on minimizing infiltration and inflow to sewer systems.	On-Going	Water Utilities, Sanitary Sewer Utilities
	Continue to monitor municipal sewer and water capacities and upgrade when needed, to ensure they can serve new customers and therefore do not become barriers to realizing desired development.	On-Going	Water Utilities, Sanitary Sewer Utilities

IMPLEMENTATION

INFRASTRUCTURE

GOAL	**Develop a plan to serve concentrated rural housing developments that utilize on-site septic systems and wells with public sewer and water utilities.**		
ACTION ITEMS	Conduct a feasibility study to serve the Heritage Lake community with a public water system.	Long-Term	County Commissioners, Heritage Lake Property Owners Association
	Conduct a feasibility study to serve the Reelsville community with a public sewer system.	Long-Term	County Commissioners
GOAL	**Expand wireless communication service across the County.**		
ACTION ITEMS	When creating the Unified Development Ordinance, reduce barriers to installation of new cellular towers.	Short-Term	Plan Commission, County Commissioners
	Work with wireless communication service providers to better understand service gaps and identify potential locations for new facilities.	Short-Term	Greencastle/ Putnam County Development Center
GOAL	**Improve drainage across Putnam County, including along roadways, during the construction and development process, and within established communities.**		
ACTION ITEMS	When creating the Unified Development Ordinance, ensure that Stormwater and Erosion Control Ordinances include sufficient drainage requirements for new developments and reduce erosion during the construction process.	Short-Term	Plan Commissions, County Commissioners, Town Councils
	Identify or appoint an individual/group to enforce Stormwater and Erosion Control Ordinances.	Short-Term	County Commissioners
	Conduct a county-wide drainage assessment to inventory existing infrastructure, identify potential deficiencies, and prioritize future improvements.	Medium-Term	Highway Department, County Surveyor, Town Utility Departments
	Leverage grants to invest in stormwater infrastructure and improve community drainage.	Long-Term	County Commissioners, City and Town Councils
	Promote opportunities to implement green infrastructure, including installing rain gardens and bioswales, in future public and private development projects.	Long-Term	County Parks Board, City and Town Councils

IMPLEMENTATION

NATURAL RESOURCES

GOAL	**Protect unique and sensitive natural assets such as Big Walnut Creek, other watersheds, lakes, and significant forests to limit potential impacts from new development.**		
ACTION ITEMS	When creating the Unified Development Ordinance, establish a conservation overlay with appropriate standards for the Big Walnut Creek watershed and other sensitive areas, including land outside of the floodplain.	Short-Term	Plan Commission, County Commissioners
	When creating the Unified Development Ordinance, consider incentives for the preservation of sensitive land as part of development projects in the conservation overlay or with proximity to existing parks and nature preserves.	Short-Term	Plan Commission, County Commissioners
	Partner with the Central Indiana Land Trust to assist them in acquiring unique and sensitive natural areas through purchase, donation of land, or dedication of voluntary conservation easements.	Long-Term	County Parks Board, Central Indiana Land Trust
GOAL	**Protect Putnam County's woodlands for current and future generations to use and enjoy through preservation, education, and sustainable approaches to timber harvesting.**		
ACTION ITEMS	Encourage property owners to preserve forests and tree stands to provide wildlife habitat and natural beauty to Putnam County.	Short-Term	Putnam County Building and Planning
	Promote sustainable forestry practices for timber harvesting.	Short-Term	Putnam County Building and Planning
	Develop guidelines for rural residential construction that minimizes impacts to both farmland and woodlands.	Short-Term	Putnam County Building and Planning
	Partner with the Parks Board to host events celebrating Putnam County's woodlands and wildlife. Educate the public on the benefit of woodlands as a natural amenity, while also understanding that they are a valuable agricultural product to potentially be harvested.	Short-Term	County Parks Board

IMPLEMENTATION

NATURAL RESOURCES

GOAL	**Promote development of public and private recreation facilities that preserve and protect natural areas.**		
ACTION ITEMS	When making plans to create and/or expand parks and nature preserves in Putnam County, increase use of the floodplain and undevelopable areas for recreation.	Short-Term	County Parks Board
	Create additional waterway access points for fishing, boating, and paddling.	Medium-Term	County Parks Board
	Ensure land use policies and development ordinances permit a range of private recreational uses throughout the County, including campgrounds.	Short-Term	Plan Commission, County Commissioners

IMPLEMENTATION

QUALITY OF PLACE

GOAL	**Promote Putnam County's cultural, historic, and artistic resources as unique assets for residents and visitors alike to enjoy.**		
ACTION ITEMS	Partner with the Putnam County Museum and the Heritage Preservation Society of Putnam County to ensure that eligible historic buildings, structures (including covered bridges), and sites across Putnam County are listed on the Indiana Register of Historic Sites and Structures and the National Register of Historic Places.	Short-Term	County Commissioners, Putnam County Museum, Heritage Preservation Society
	Partner with the Putnam County Museum and the Heritage Preservation Society of Putnam County to identify at-risk historic properties in downtown districts and apply for tax credits and grants to fund their restoration.	Short-Term	County Commissioners, Putnam County Museum, Heritage Preservation Society
	Partner with the Putnam County Convention & Visitors Bureau to incorporate cultural, historic, and art assets into county branding and promotional efforts.	Short-Term	Communications Director*, Putnam County Convention & Visitors Bureau
	Use improved government communications to advertise resources and attractions to existing residents.	Short-Term	Communications Director*
	Work with State and regional tourism organizations to include Putnam County assets in broader marketing strategies.	Long-Term	Putnam County Convention & Visitors Bureau, Indiana Destination Development Corporation
	* If a Communications Director position is not created, this responsibility should be dedicated to an exiting County staff position.		
GOAL	**Expand access to healthcare services in Putnam County.**		
ACTION ITEMS	Facilitate discussions with local healthcare providers to better understand existing services and prioritize missing service needs.	Short-Term	Health Department
	Work with local healthcare providers to expand service and fill critical missing gaps such as prenatal and labor and delivery care.	Medium-Term	Health Department
	Protect seniors by ensuring safe and quality healthcare services are available and accommodate the needs of aging residents.	Short-Term	Health Department

IMPLEMENTATION

QUALITY OF PLACE

GOAL	**Expand public events and programming in Putnam County to engage a wider array of community members. Dedicate special attention to developing youth-focused amenities and activities to better engage youth residents and attract families.**		
ACTION ITEMS	Ensure recreation programming and events occur at locations across the County.	Short-Term	County Parks Board, Greencastle Parks and Recreation
	Provide diverse experiences that go beyond traditional sports and include arts, entertainment, education, and fitness-related activities.	Short-Term	County Parks Board, Greencastle Parks and Recreation
	Ensure recreation facilities include amenities for teens and that programs are offered across all age groups.	Short-Term	County Parks Board, Greencastle Parks and Recreation
GOAL	**Encourage public art projects on both private and municipal-owned properties throughout Putnam County.**		
ACTION ITEMS	Work with the Greencastle Arts Council and other local organizations to create a community art master plan that describes community goals and identifies potential locations for art installations.	Short-Term	City and Town Councils, Greencastle Arts Council
	Ensure the Unified Development Ordinance permits a broad range of art installations on private property, including murals and sculptures, and that they are interpreted as art and not signage.	Short-Term	Plan Commissions, County Commissioners, Town Councils
	Create pop-up art installations in conjunction with community events and programs and as a way to test more permanent public art projects.	Medium-Term	City and Town Councils, Greencastle Arts Council

IMPLEMENTATION

QUALITY OF PLACE

GOAL	**Invest in existing parks and nature preserves and consider opportunities to develop new county parks throughout Putnam County.**		
ACTION ITEMS	Develop a plan to establish a new County park on the 400-acre property at Glenn Flint Lake.	Short-Term	County Parks Board
	In accordance with goals from the Transportation chapter, develop a master plan for the decommissioning of covered bridges that prioritizes converting adjacent property to public parks.	Short-Term	County Parks Board, Highway Department
	Continue to maintain a Five-Year Outdoor Recreation Master Plan and implement objectives and strategies as resources are available.	On-Going	County Parks Board
	Pursue grants through the Indiana Department of Natural Resources to fund parks, trail planning and construction.	Long-Term	County Parks Board, Putnam Parks & Pathways, Inc.
GOAL	**Expand the Putnam County Parks Board and identify dedicated funding to support potential staff positions within a County Parks Department or Friends of the Park Foundation.**		
ACTION ITEMS	Use recent accomplishments and the creation of the Five-Year Outdoor Recreation Master Plan to continue advocating for parks and recreation development in Putnam County.	On-Going	County Parks Board
	Explore long-term funding mechanisms through the County Council, Friends of the Park or other foundations, and state and federal grant opportunities.	Long-Term	County Parks Board, County Council, Friends of the Park of Putnam County, Inc.

IMPLEMENTATION

HOUSING

GOAL	**Increase the supply of a variety of housing types at various price ranges to serve the changing needs of current residents and help to attract new ones.**		
ACTION ITEMS	Develop a Housing Investment Plan that identifies primary housing sites, outlines strategies to provide these areas with adequate infrastructure, and encourages the development of a diverse housing inventory.	Short-Term	County Commissioners, City and Town Councils
	Explore incentives to support new residential construction. Incentives may include creation of Residential TIF districts, and fee waivers for planning, permitting, and impact fees.	Short-Term	County Commissioners, County Council, Greencastle/ Putnam County Development Center
	Expand affordable workforce housing to help local employers retain and attract employees.	Long-Term	County Commissioners
	Increase rental housing options for young professionals to take advantage of the skills and talents of recent DePauw and Ivy Tech graduates.	Long-Term	County Commissioners
	Expand the housing inventory for management-level professionals to encourage this demographic to live in Putnam County.	Long-Term	County Commissioners
	When creating the UDO, ensure that the development review process is streamlined across Putnam County's towns and unincorporated areas to remove barriers for future development.	Short-Term	Plan Commissions, County Commissioners, Town Councils
	When creating the UDO, allow accessory dwelling units where they can be supported by municipal or on-site water and sewer systems as a way to increase housing supply, flexibility, and affordability.	Short-Term	Plan Commissions, County Commissioners, Town Councils

IMPLEMENTATION

HOUSING

GOAL	**Continue to strengthen existing subdivisions and neighborhoods so that they remain attractive and desirable places.**		
ACTION ITEMS	Establish a neighborhood grant program to fund beautification efforts.	Medium-Term	County Commissioners, City and Town Councils
	Use strategic code enforcement efforts to address recurring issues affecting neighborhood character, including the presence of blighted buildings, inoperable vehicles, and overgrown vegetation.	Short-Term	Putnam County Building and Planning, Greencastle Planning & Zoning, Town Councils
GOAL	**Ensure new housing subdivisions contribute to the desired character of Putnam County and encourage larger projects to include quality of life amenities.**		
ACTION ITEMS	When creating the Unified Development Ordinance, consider requirements and potential incentives for projects that enhance development character and benefit the broader community.	Short-Term	Plan Commissions, County Commissioners, Town Councils
	Promote high-quality design and aesthetics while ensuring standards do not act as a barrier to workforce attainable and family-oriented development.	Short-Term	Plan Commissions, County Commissioners, Town Councils

IMPLEMENTATION

ECONOMIC DEVELOPMENT

GOAL	**Increase employment opportunities in Putnam County by growing existing businesses and attracting new target industries.**		
ACTION ITEMS	Continue partnering with the Greencastle/Putnam County Development Center and other regional economic development organizations on job growth efforts.	On-Going	County Commissioners, Greencastle/ Putnam County Development Center
	Maintain an inventory of potential development and redevelopment properties to market to target industries and site selectors.	On-Going	County Commissioners, Greencastle/ Putnam County Development Center
	Use public incentives and other economic development tools to aid in business attraction and expansion efforts, including infrastructure improvements (roads, rail spurs, and utilities), project financing tools, funding for job training, state tax credits, and tax abatements.	On-Going	County Commissioners, Greencastle/ Putnam County Development Center
	Enhance collaboration with DePauw University and Ivy Tech Greencastle to retain recent graduates and diversify employment opportunities within the County.	Short-Term	DePauw University, Ivy Tech Greencastle, Greencastle/ Putnam County Development Center
GOAL	**Support small businesses and entrepreneurs as a critical component of the local economy.**		
ACTION ITEMS	Connect entrepreneurs with business mentoring services, technical assistance, and other small business owners to support and foster their business development efforts.	On-Going	Greencastle/ Putnam County Development Center, Putnam County Chamber of Commerce
	Create a small business revolving loan program to help launch new small businesses and grow existing ones.	Medium-Term	County Commissioners, Greencastle/ Putnam County Development Center, Putnam County Chamber of Commerce

IMPLEMENTATION

ECONOMIC DEVELOPMENT

GOAL	**Enhance workforce development efforts to better support local and targeted business needs.**		
ACTION ITEMS	Develop partnerships between major employers, community school corporations, career centers, post-secondary education institutions, and economic development organizations to better determine workforce training needs.	On-Going	Greencastle/Putnam County Development Center, Community School Corporations, DePauw University, Ivy Tech Greencastle, Area 30 Career Center, Putnam County Chamber of Commerce
	Expand workforce and vocational training programs to develop more skilled workers in alignment with local industry needs.	Short-Term	Greencastle/Putnam County Development Center, Area 30 Career Center
GOAL	**Use parks and recreation, entertainment, and other quality-of-place investments to support efforts in employment and resident attraction.**		
ACTION ITEMS	Invest in parks and recreation development in alignment with the goals of the Five-Year Outdoor Recreation Master Plan and the recommendations of the Quality of Place chapter.	Short-Term	County Parks Board
	Collaborate with municipalities across the County to implement goals and strategies in the Quality of Place chapter to protect and enhance historic, cultural, artistic, and health-related resources.	Short-Term	County Commissioners, County Council, City and Town Councils
GOAL	**Promote the development of childcare facilities to ensure that the lack of access to childcare is not a barrier to participation in the workforce.**		
ACTION ITEMS	Work with existing childcare facilities to pursue opportunities to increase capacity.	Short-Term	County Commissioners, Childcare Facilities
	Partner with non-profit and faith-based organizations to explore adding childcare services to their operations.	Long-Term	County Commissioners, Non-Profit and Faith-Based Organizations
	Encourage major employers to develop childcare programs or partner with other organizations to expand childcare services for their employees.	Long-Term	County Commissioners, Greencastle/Putnam County Development Center, Major Employers

IMPLEMENTATION

GOVERNMENT

GOAL	**Expand the capacity of Putnam County government by appointing individuals to pivotal roles in county administration, human resources, information technology, and communications.**		
ACTION ITEMS	Outline the duties and responsiblities associated with the county administration, human resources, and communications roles.	Short-Term	County Commissioners
	Determine budgeting needs associated with hiring one or more individuals to fill these roles.	Short-Term	County Commissioners
	Appoint one or more individuals to serve as County Administrator, Human Resources Director, and Communications Director within the County government organizational structure.	Short-Term	County Commissioners
GOAL	**Improve County-government communications and information sharing with residents, business owners, and visitors.**		
ACTION ITEMS	Create a formal Communications Plan detailing target audiences, methods, and frequency of various communications as well as media and key organization contacts.	Short-Term	Communications Director*
	Increase Putnam County's social media presence on Facebook, Twitter, and other potential platforms.	Short-Term	Communications Director*
	Enhance the Putnam County website to include a meetings and events calendar, news section, and other potential components to ensure it is up to date and effectively communicates key information.	Short-Term	Communications Director*
GOAL	**Improve communication and collaboration between Putnam County government and Greencastle, the five incorporated towns, and unincorporated communities (Heritage Lake, Van Bibber Lake).**		
ACTION ITEMS	Identify a primary contact person for each entity and establish a regularly occurring meeting to discuss major projects, events, or other key news for each jurisdiction.	Short-Term	Communications Director*, County Administrator
	Explore opportunities to share resources to address common communication goals, such as dedicated staff positions, website updates, or events promotion.	Medium-Term	Communications Director*
	* If a Communications Director position is not created, this responsibility should be dedicated to an exiting County staff position.		

IMPLEMENTATION

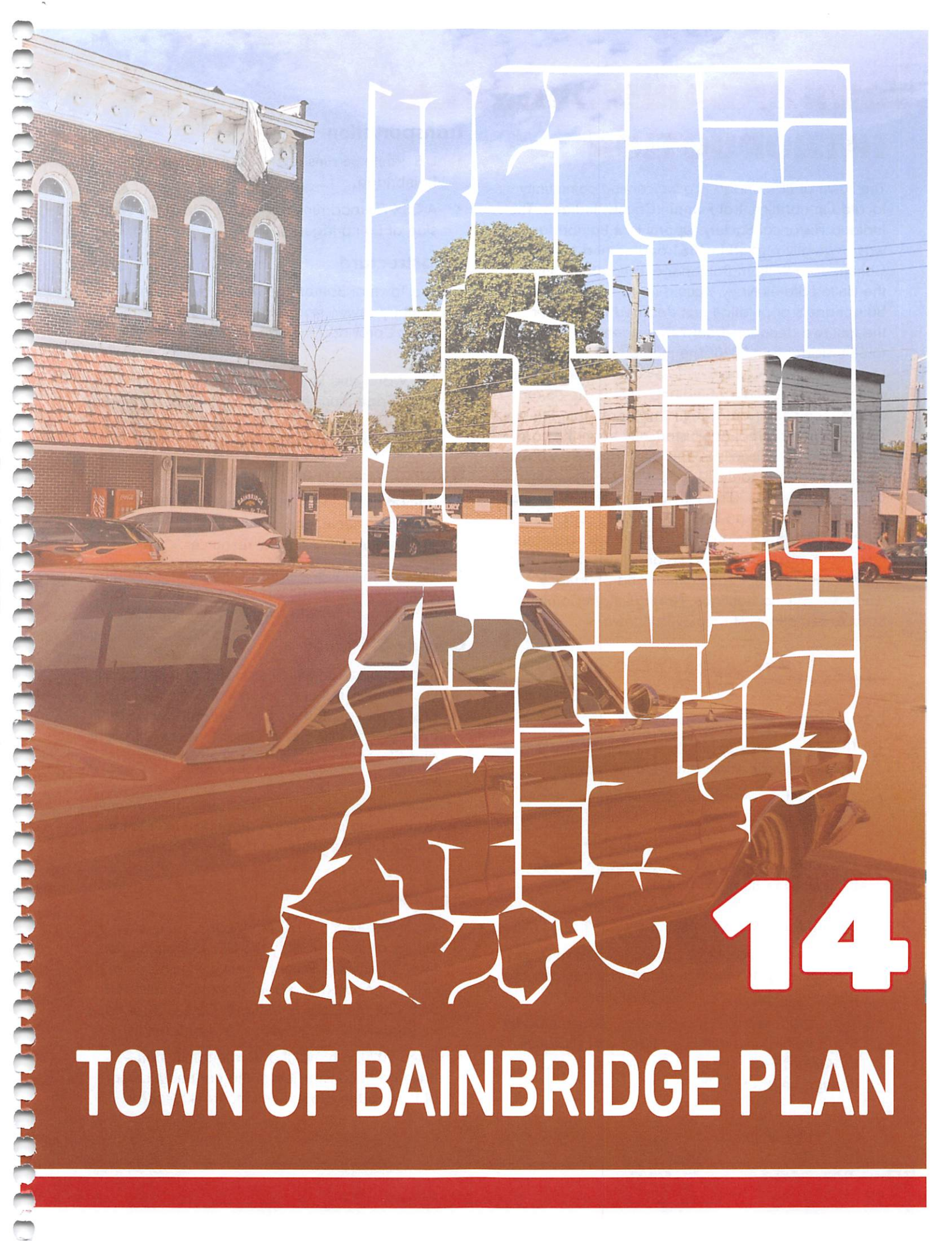
GOVERNMENT

GOAL	**Increase civic participation across all age groups with a focus on engaging teens, young adults, and recent college graduates.**		
ACTION ITEMS	Establish a Putnam County youth council to grow the next group of community leaders.	Medium-Term	County Commissioners
	Consider developing student internship opportunities to engage young people in Putnam County and introduce them to careers in government.	Short-Term	County Commissioners
	Partner with DePauw University and Ivy Tech Greencastle to encourage students and recent graduates living in Putnam County to participate in local government.	Medium-Term	County Commissioners, DePauw University, Ivy Tech Greencastle
GOAL	**Continue to assess and provide quality emergency services across the County as growth and development occurs.**		
ACTION ITEMS	Develop level of service goals for fire departments and emergency medical services (EMS) for each area of the County.	Short-Term	County Commissioners, Fire Departments, Putnam County EMS
	Evaluate funding mechanisms to ensure EMS and fire departments have adequate and sustained funding.	Medium-Term	County Council, Fire Departments, Putnam County EMS

CHAPTER 14 TOWN OF BAINBRIDGE PLAN

KEY FINDINGS

- According to the 2020 U.S. Census, the Town of Bainbridge has a population of 684 residents.
- U.S. Route 36 is a key transportation asset. The highway bisects Bainbridge and connects the small town to the growing communities of Danville and Avon.
- Bainbridge could accommodate future growth through annexation, infill development, or the conversion of existing commercial and single family residential properties to higher density uses.
- Bainbridge Municipal Utilities provides water, sanitary sewer, stormwater, gas, and electric utilities to residents. The Town continues to make investments in these systems.
- Bainbridge is home to three municipal parks. Residents are interested in enhancing these parks and developing pedestrian-friendly connections to local amenities.



14

TOWN OF BAINBRIDGE PLAN

TOWN OF BAINBRIDGE PLAN

INTRODUCTION

The Town of Bainbridge is a welcoming community located in north-central Putnam County, Indiana. The Indiana Historical Society reports that Bainbridge was originally platted in 1831 and named for Commodore William Bainbridge, a notable figure in the United States Navy. According to the U.S. Census, Bainbridge's population has declined by 8% over the last two decades, from 743 residents in 2000 to 684 residents in 2020. The median age for town residents is 41.0, compared to 38.0 for Putnam County and 37.8 for the State of Indiana. U.S. Route 36 runs through the center of town, just north of Main Street. Although Main Street has historically been the core of Bainbridge, businesses and other amenities have steadily migrated to the U.S. 36 corridor. Remaining businesses on Main Street include a bar, laundromat, and post office. Along U.S. 36, residents and visitors can enjoy restaurants, including a barbeque restaurant, pizzeria and ice cream shop, convenience store, variety store, health center and pharmacy, and women's clothing boutique. North Putnam Community Schools is the largest employer in town.

BACKGROUND

Land Use

- The most prevalent land use in Bainbridge is residential, especially single-family homes.
- Commercial uses are located at the center of town along U.S. Route 36 and Main Street.
- Institutional and utility uses are mostly concentrated along the western edge of town, including the Bainbridge Town Hall Office, Bainbridge Volunteer Fire Department, and Bainbridge Elementary School.
- On the northside of town, there is one remaining agricultural parcel, although agricultural uses are predominant just outside of town limits.
- There are three community parks, represented by North Point Park, East Point Park, and Clarence E. Steward Park. These parks are distributed throughout town.

Transportation

- U.S. Route 36 runs east-west through the center of Bainbridge.
- A CSX railroad runs north-south along the west side of Bainbridge.

Infrastructure

- The Town of Bainbridge has its own water, sanitary sewer, stormwater, gas, and electric utilities provided through Bainbridge Municipal Utilities.
- The Water and Sewer Superintendent for Bainbridge Municipal Utilities indicated that both the water and sanitary sewer utilities have the capacity to accommodate modest growth.

Natural Resources

- Bainbridge is located just west of Big Walnut Nature Preserve, one of Putnam County's greatest assets in terms of natural resources.
- There are no floodplains or major water bodies within town limits, only a small drainage swale running northwest to southeast through town.

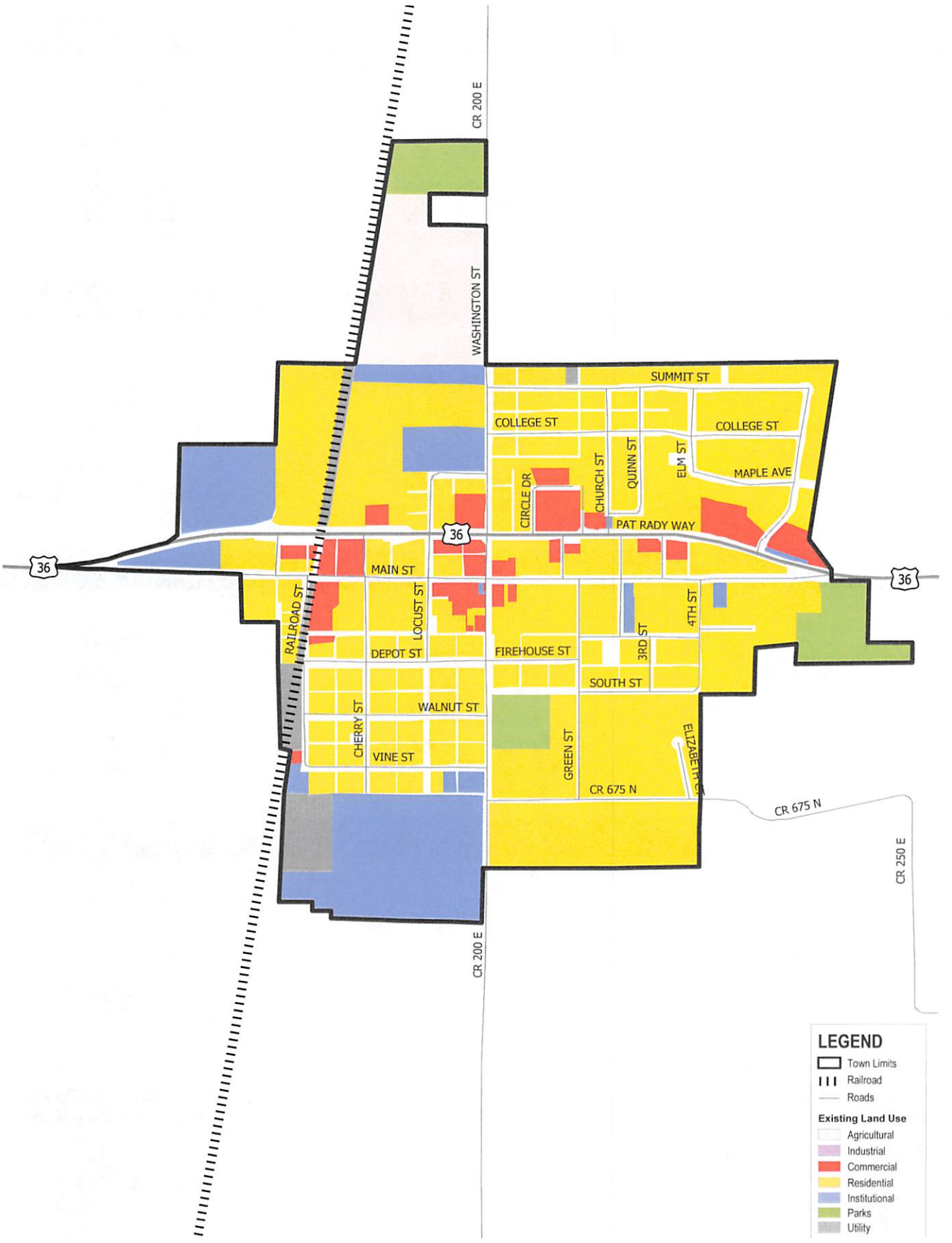
Quality of Place

- Recreational amenities include North Point Park, East Point Park, and Clarence E. Steward Park. East Point Park features Pointer Pathway, a 1/3-mile asphalt trail with outdoor fitness equipment, and Clarence E. Steward Park has a baseball diamond.
- Bainbridge is served by North Putnam Community Schools and is home to Bainbridge Elementary School and the school corporation's Central Office.

Housing

- According to the 2020 American Community Survey administered by the U.S. Census Bureau, 59% of homes in Bainbridge were built before 1980, compared to 51% in Putnam County and 56.9% for the State of Indiana. Only 2.3% of homes in Bainbridge were built in 2014 or later.
- Since 2020, a handful of single-family homes have been constructed in the northeast corner of Bainbridge along Summit Street. Several

Figure 14.1: Existing Land Use Map



TOWN OF BAINBRIDGE PLAN

Population Characteristics

684
2020 POPULATION

-7.9%
POPULATION CHANGE
2000-2020

41.0
MEDIAN AGE

Education and Income

84.1%
POPULATION AGE 25+ WITH A HIGH SCHOOL DIPLOMA OR HIGHER

6.0%
POPULATION AGE 25+ WITH A BACHELORS DEGREE OR HIGHER

$49,750
MEDIAN HOUSEHOLD INCOME

Housing Occupancy

66.6%
OWNER-OCCUPIED

33.4%
RENTER-OCCUPIED

13.5%
VACANT

Housing

349
HOUSING UNITS

$102,600
MEDIAN HOME VALUE

25.9%
RENT GREATER THAN 30% OF HOUSEHOLD INCOME

Employment

26.5%
WORKFORCE IN THE MANUFACTURING INDUSTRY

1.4%
UNEMPLOYMENT RATE

undeveloped lots are still available in this area along Summit Street, College Street, and Northfield Drive.

Economic Development

- According to the 2020 American Community Survey, approximately 26.5% of Bainbridge's full-time, year-round civilian employed population works in manufacturing.
- Other common industries include retail trade (which employs 22.4% of the civilian employed population), educational services, health care, and social assistance (13.1%), and construction (12.7%).
- 61.3% of Bainbridge residents work outside of Putnam County and the mean travel time to work is 36.1 minutes.
- There is some undeveloped land on the northside of Bainbridge along N County Rd 200 E that could support future growth and development, including a new residential subdivision. There are also infill development opportunities throughout town.

Government

- Bainbridge residents are served by the Bainbridge Police Department, the Bainbridge Community Volunteer Fire Department, and the Putnam County EMS.
- Managing operations within Bainbridge, the Town has an Office of the Clerk-Treasurer, municipal utilities department, and a police department.
- Bainbridge also has a Town Council, Utility Board, Park Board, Plan Commission, Board of Zoning Appeals, and Cemetery Board of Directors.

COMMUNITY ENGAGEMENT

On Wednesday, May 25th, 2023, the planning team held a workshop at the Bainbridge Community Building to identify assets, issues, opportunities, and goals for the Town of Bainbridge. The workshop was attended by three Town Council members, a former Clerk-Treasurer, the Town's Attorney, and the County Planning Director. The workshop was centered around a facilitated discussion in which participants shared their vision for the future of Bainbridge, discussed important local resources and amenities, helped identify issues facing the community, and brainstormed solutions to ongoing problems.

The main takeaways were that Bainbridge should:

- Consider opportunities to annex additional land to pave the way for future residential and commercial growth.
- Take advantage of opportunities to expand amenities for residents, such as developing a more robust pedestrian network and improving local parks.
- Make improvements to the stormwater system to address issues with flooding in town and minimize damage to roadway infrastructure.
- Take steps to bring high-speed Internet to Bainbridge.



Group discussion at the community workshop on May 25, 2023.

TOWN OF BAINBRIDGE PLAN GOALS AND ACTION ITEMS

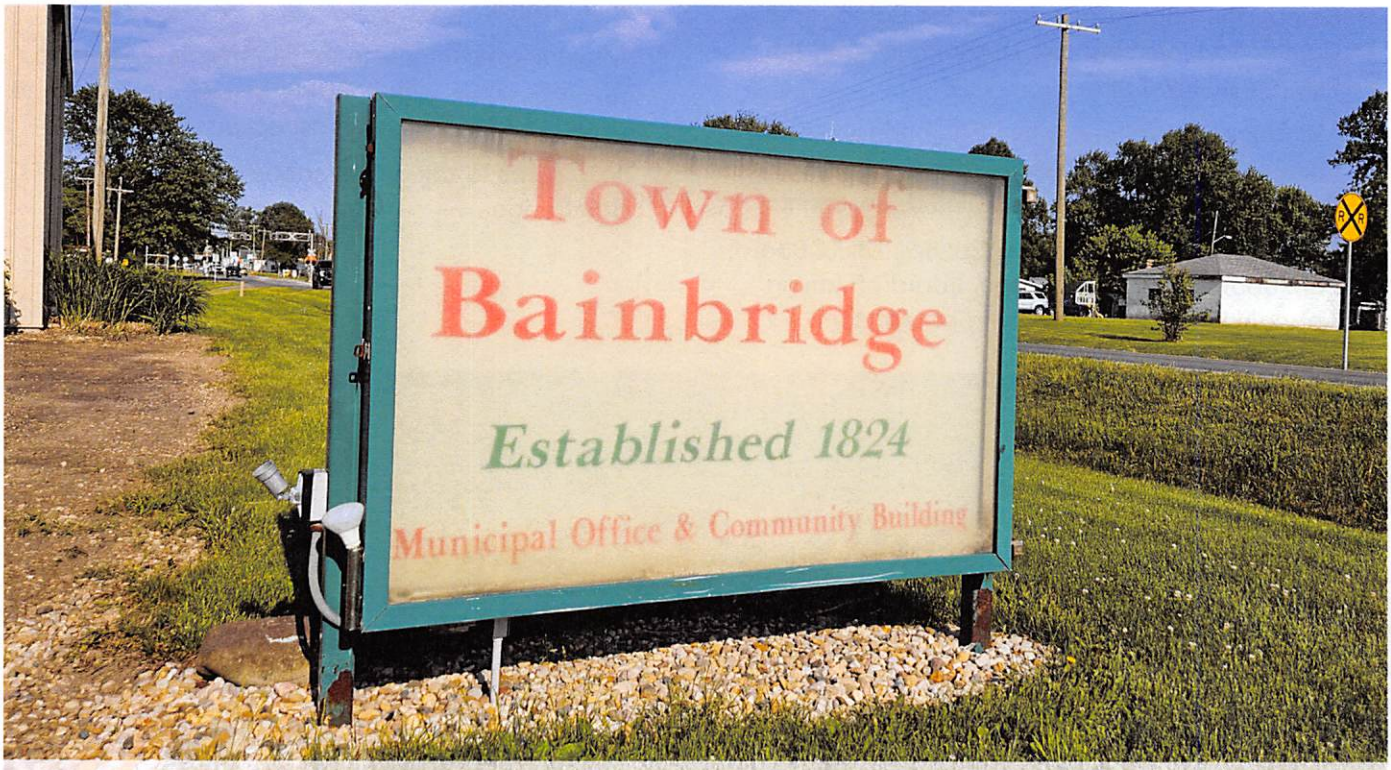
LAND USE

Goal 1: Identify growth and annexation opportunities and develop a plan to serve them with utility infrastructure.

Located on U.S. 36, Bainbridge is within a 35-minute drive of Danville and Avon. In the last decade, Danville has seen its population rise by 17.3% and Avon has seen its population increase by 72.5%. As growth pressures from Hendricks County push westward, Bainbridge is in a unique position to capture some of this growth and welcome new residents into the community. In recent years, several new homes have been built in the northeast corner of Bainbridge on what were previously vacant platted lots, leaving few opportunities for new residential construction within town limits. By pursuing voluntary annexation of surrounding agricultural land and extending municipal utilities to serve these areas, Bainbridge can pave the way for new development. Growth will allow the Town to increase its tax base and fund further investments in quality of place amenities.

Action Items:

- Work with surrounding properties owners to understand their long-term plans and the potential for appropriate development.
- Conduct a feasibility analysis to understand where town water and sewer service can be extended in a cost-effective manner to serve new development.
- Develop and adopt a formal annexation policy to communicate desired growth goals and expectations for new development seeking to connect to municipal utilities.
- Communicate growth goals to area residential land developers.



The Municipal Office and Community Building is located off of U.S. 36 on the west side of Bainbridge.

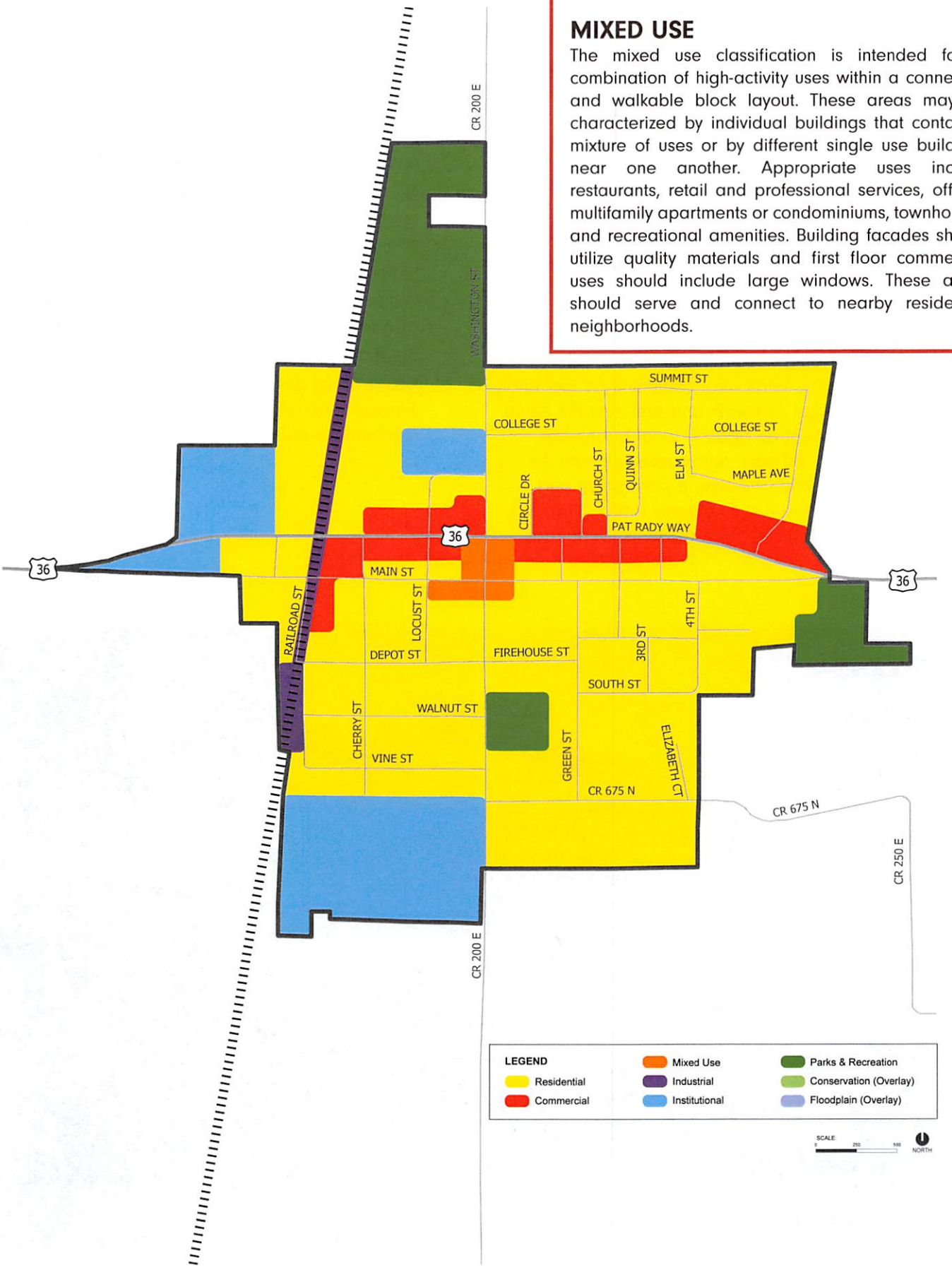
Figure 14.2: Future Land Use Map

FUTURE LAND USE CLASSIFICATIONS

Future Land Use descriptions, except Mixed Use as defined below, are detailed on pages 48 through 51.

MIXED USE

The mixed use classification is intended for a combination of high-activity uses within a connected and walkable block layout. These areas may be characterized by individual buildings that contain a mixture of uses or by different single use buildings near one another. Appropriate uses include restaurants, retail and professional services, offices, multifamily apartments or condominiums, townhomes, and recreational amenities. Building facades should utilize quality materials and first floor commercial uses should include large windows. These areas should serve and connect to nearby residential neighborhoods.



TOWN OF BAINBRIDGE PLAN

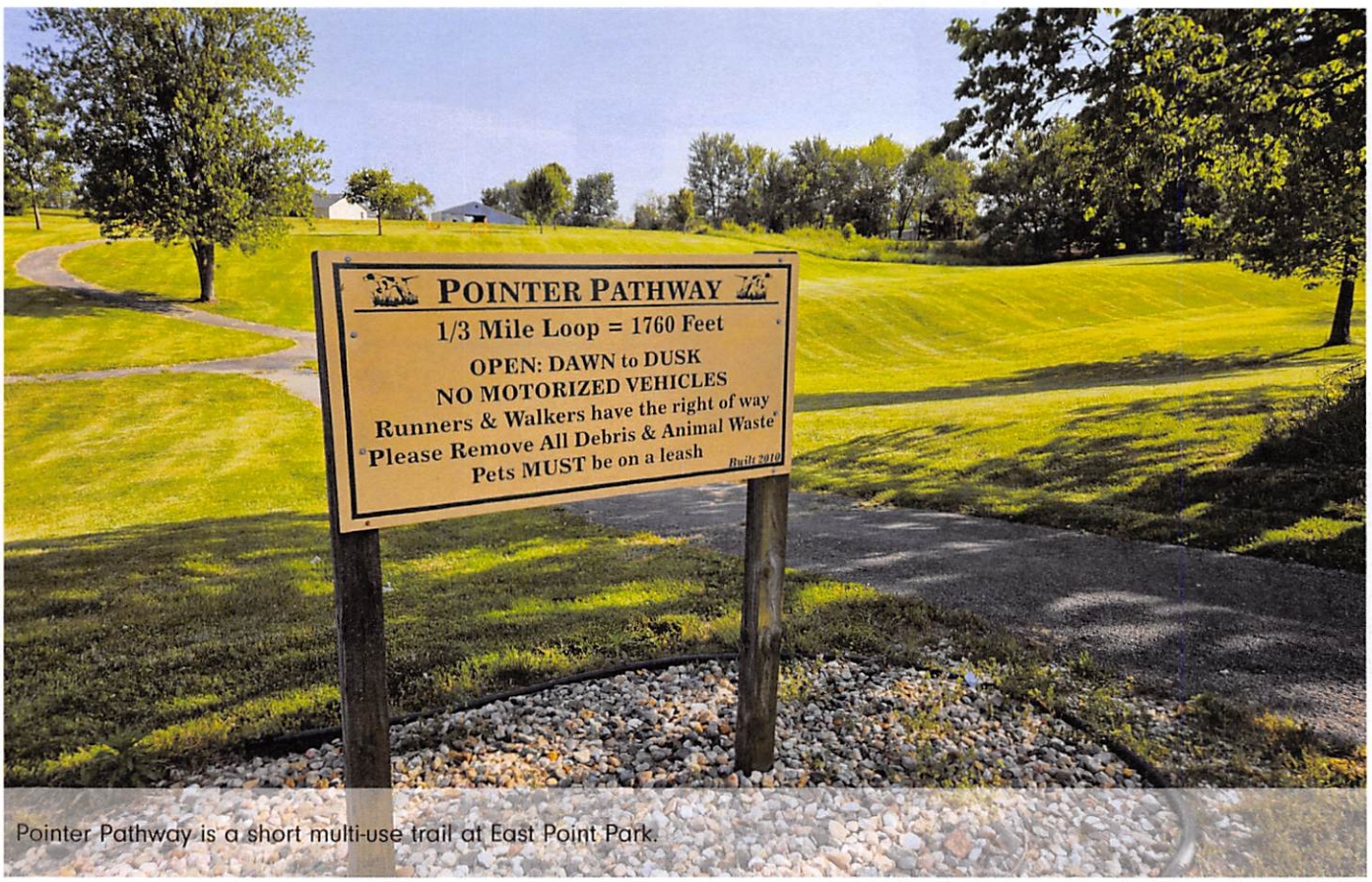
TRANSPORTATION

Goal 1: Improve pedestrian and bicycle facilities throughout Bainbridge.

Pedestrian and bicycle facilities in Bainbridge are very limited. There are sidewalks along U.S. 36, Main Street, and Washington Street; however, even along these main corridors, there are areas where sidewalk connections are missing. Existing sidewalks also range in condition, from new to significantly deteriorated. The Town has a paved, multi-use trail at East Point Park, but the trail is constrained to park boundaries and doesn't connect to nearby amenities. Providing opportunities for non-vehicular transportation in a small rural community is incredibly important. A robust sidewalk and trail network could connect residents of all ages to local businesses, healthcare, food, schools, and parks, withouth the need to get in a car. Investing in pedestrian and bicycle infrastructure also promotes active, healthy lifestyles, helping ensure that residents live longer, happier lives.

Action Items:

- Coordinate with Putnam Parks & Pathways to develop a plan for a trail loop in Bainbridge that connects key destinations, such as Bainbridge Elementary School, North Putnam Family Medicine and Crossroads Care Pharmacy, and local parks.
- Conduct a sidewalk assessment to inventory existing sidewalks and curbs, locate gaps, identify maintenance priorities, and outline future projects to expand the sidewalk network.
- Building off the sidewalk assessment, develop an ADA transition plan to ensure that existing Town facilities and infrastructure are ADA complaint.
- Ensure Town development ordinances require sidewalks on both sides of the street in all new residential subdivisions.



Pointer Pathway is a short multi-use trail at East Point Park.

INFRASTRUCTURE

Goal 1: Pave the way for broadband development in Bainbridge to support residents and businesses.

The Federal Communications Commission (FCC) defines broadband as an always-on connection delivered at download speeds of at least 25 megabits per second (Mbps) and upload speeds of at least 3 Mbps. Although the Indiana Broadband Office reports that Bainbridge receives Internet at these speeds, residents are dissatisfied with the available service. Current speeds are too slow for modern Internet usage, which often requires higher speeds to facilitate video calls and streaming. To support residents and businesses, the Town of Bainbridge should pursue a Broadband Ready designation and coordinate with local telecommunication companies to encourage investment in fiber-optic broadband.

Action Items:

- Adopt a Broadband Ready Community Ordinance to signal to the telecommunication industry that Bainbridge has removed barriers to broadband infrastructure investment.
- Apply to become a certified Broadband Ready Community through the Indiana Broadband Office.
- Facilitate conversations with local broadband providers including TDS Telecom and Endeavor Communications to ensure that investment comes to Bainbridge.

Goal 2: Invest in upgrades to the wastewater system to better accommodate future growth and development.

Bainbridge Municipal Utilities operates the Town's water and wastewater systems. While the water system has the capacity to accommodate future growth and development, the wastewater system is nearing capacity. In anticipation of future growth, the Town of Bainbridge should consider upgrading or expanding the wastewater treatment plant to better serve residents and ensure compliance with Indiana Department of Environmental Management (IDEM) regulations.

Action Items:

- Conduct a wastewater study to determine what improvements need to be made to increase the capacity of the current system.
- Leverage OCRA grants to help fund wastewater improvements.

Goal 3: Use the newly created stormwater utility to construct drainage improvements.

During the comprehensive planning process, Bainbridge was in the process of creating a stormwater utility. Once established, a Stormwater Board will oversee maintenance and investments in the stormwater collection and conveyance network. A structure for stormwater fees will be established; these fees will then be used to improve drainage and reduce localized flooding across town. Investments in stormwater infrastructure will benefit residents by minimizing property damage and protecting the structure and stability of local roadways.

Action Items:

- Inventory existing stormwater facilities to determine which areas are currently being served.
- Identify areas where localized flooding is frequent, putting property and roadway infrastructure at risk.
- Create and maintain a capital projects list that includes needed stormwater improvements.
- Leverage revenue from the stormwater utility and matching grants to expand the stormwater system in Bainbridge.

TOWN OF BAINBRIDGE PLAN

NATURAL RESOURCES

Goal 1: Leverage nearby outdoor attractions and destinations to support Town growth.

Bainbridge is less than ten minutes from three high-quality outdoor destinations: Big Walnut Nature Preserve, Hall Woods Nature Preserve, and Fortune Woods Nature Preserve. Big Walnut Nature Preserve, the most popular of these destinations, is a 2,700-acre preserve managed by the Nature Conservancy and Indiana DNR Division of Nature Preserves. Big Walnut Creek, a designated National Natural Landmark, winds through the preserve. Residents and visitors can enjoy hiking, fishing, and seasonal kayaking through the area's serene woodlands and along its thriving waterway. Bainbridge has a unique opportunity to leverage these outdoor attractions to support the growth of the local economy and attract new residents, including active young adults and families.

Action Items:

- Provide information about nearby outdoor attractions on the Town's website.
- Embrace the Town's role as a gateway community by providing services to guests of adjacent attractions, including gas, food, and lodging.
- Explore opportunities to introduce more bed & breakfasts and vacation rentals to Bainbridge to service guests.
- Incorporate Bainbridge's connection to Big Walnut Creek into the Town's identity through social media branding, signage, and public murals.

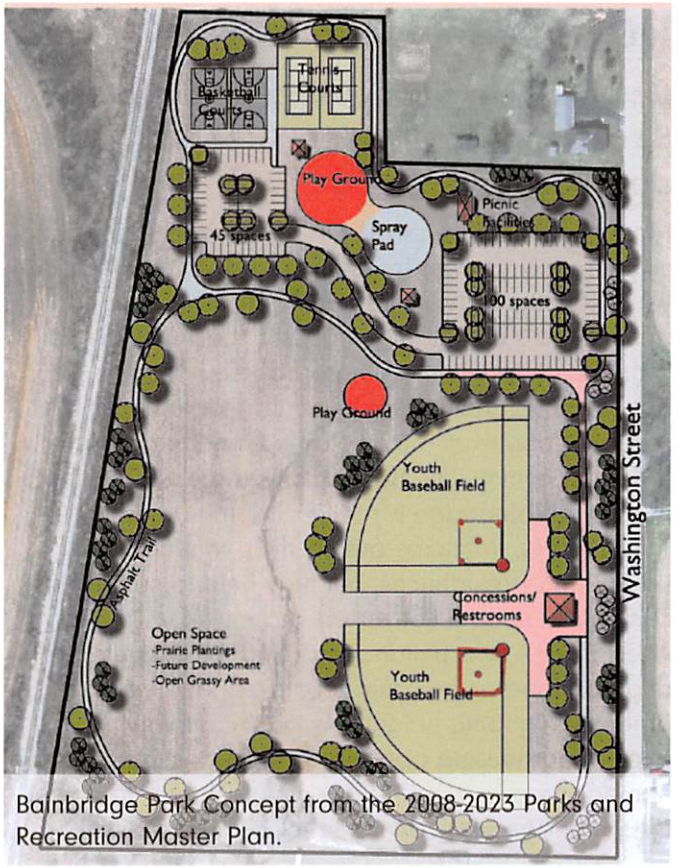


East Point Park is located on the eastern edge of Bainbridge along U.S. 36.

QUALITY OF PLACE

Goal 1: Improve and expand park facilities.

Bainbridge has three official parks: North Point Park, East Point Park, and Clarence E. Steward Park. North Point Park is largely unimproved and features an open field and a small gravel lot for parking. East Point Park features Pointer Pathway, a 1/3-mile asphalt trail with outdoor fitness equipment. Clarence E. Steward Park has a baseball diamond and is home to the Town's youth baseball program. Other recreation facilities include the playground at Bainbridge Elementary School and the swing set and shelter at the Bainbridge Community Building. In addition to operating 12-acres of official parkland, the Town of Bainbridge owns an undeveloped, 15-acre parcel on the northside of town along Washington Street. A conceptual plan to construct a new park on this property was included in the 2008-2023 Parks and Recreation Master Plan. To help Bainbridge stand out as a regional recreation destination, the Town should continue parks planning for this property to include active and passive recreation amenities and walking trails. Improvements could also be made to existing parks to enhance the use of these spaces for play, socialization, and relaxation.



Bainbridge Park Concept from the 2008-2023 Parks and Recreation Master Plan.

Action Items:

- Update the 5-Year Parks & Recreation Master Plan to gather feedback from the public, outline a vision and goals for parks and programming, and identify future projects.
- Leverage the 5-Year Parks & Recreation Master Plan and local resources to pursue DNR funding and other grants to design and construct park improvements to the Town-owned property on N. Washington Street.
- Enhance existing park spaces, including North Point Park and East Point Park, by adding a playground, splash pad, basketball court, and/or picnic facilities.

TOWN OF BAINBRIDGE PLAN

HOUSING

Goal 1: Diversify housing along Main Street and Washington Street in downtown Bainbridge.

Most residential properties in Bainbridge are single-family homes. To promote growth and attract young adults and families who may not be able to purchase a single-family property, the Town should promote construction of more diverse housing options. Apartments and 'missing middle housing,' including duplexes and triplexes, may be a good fit for the community. Additionally, there is a limited market in Bainbridge for 5+ bedroom homes. These larger structures are costly to maintain as single-family residences, but may help to serve a community need if converted into multi-family units. Alternatively, new buildings could be constructed to align with the architectural character and standards of the surrounding neighborhood. Either way, expanding housing opportunities beyond traditional homeownership would allow new residents to move to Bainbridge and contribute to the community.



A single-family home in Bainbridge on N. Washington St.

Action Items:

- Facilitate conversations with local developers about constructing 'missing middle housing' in Bainbridge, including duplexes and triplexes.
- Work with property owners downtown to explore the conversion of larger homes (with 5 or more bedrooms) on Main Street into small-scale apartment buildings where the design and character is still compatible with surrounding development.
- Ensure that local zoning ordinances support the development of multi-family and mixed use buildings downtown along Main Street and Washington Street.



A single-family home in Bainbridge on N. Washington St.

ECONOMIC DEVELOPMENT

Goal 1: Promote continued business development along U.S. Route 36.

Although Main Street has historically been the commercial core of Bainbridge, businesses have steadily migrated to the U.S. 36 corridor. U.S. 36, also known as Pat Rady Way, receives higher traffic than adjacent local streets, making it an appealing corridor for both national chains and small businesses. A 2022 traffic count from INDOT reveals that approximately 5,625 vehicles travel through Bainbridge along U.S. 36 each day. In comparison, only 1,835 vehicles travel along Washington Street, the busiest north-south street through Bainbridge. No recent traffic studies have been conducted for Main Street. To provide more options to residents, as well as serve guests visiting nearby outdoor attractions, the Town of Bainbridge should continue to promote business development along U.S. 36.

Action Items:

- Use social media to market Bainbridge as a welcoming community and budding food and retail destination in Putnam County. Celebrate existing local businesses, especially small businesses.
- Connect prospective small business owners to resources from the Greencastle/Putnam County Development Center and Putnam County Chamber of Commerce.
- Partner with the Greencastle/Putnam County Development Center to list available commercial buildings and sites in Bainbridge on their website.



View looking east along U.S. Route 36.

TOWN OF BAINBRIDGE PLAN

GOVERNMENT

Goal 1: Grow, develop, mentor the next group of community leaders.

As elected officials step down and new community members take their place, there can be a loss of local knowledge and a disruption in the pursuit of long-term goals. To ensure that new officials feel supported and that long-term goals remain on track, it's important to grow, develop, and mentor the next group of community leaders before a transition occurs. Current officials should build connections with active community members now, developing trust and equipping them to serve the Town of Bainbridge into the future.

Action Items:

- Build connections with the members of local boards and commissions who can then run for Town Council. Provide support and facilitate the exchange of local knowledge.
- Practice good record-keeping by storing and organizing meeting minutes, plans, ordinances, and public policies in a secure, digital location.
- Upload important public-facing documents to the Town's website to allow community members and future leaders to easily access and review these documents.



The post office is located in downtown Bainbridge along Main Street.

IMPLEMENTATION

LAND USE

GOAL	**Identify growth and annexation opportunities and develop a plan to serve them with utility infrastructure.**		
ACTION ITEMS	Work with surrounding properties owners to understand their long-term plans and the potential for some development.	Short-Term	Town Council
	Conduct a feasibility analysis to understand where town water and sewer service can be extended in a cost-effective manner to serve new development.	Medium-Term	Town Council, Utility Department
	Develop and adopt a formal annexation policy to communicate desired growth goals and expectations for new development seeking to connect to municipal utilities.	Medium-Term	Town Council
	Communicate growth goals to area residential land developers.	Long-Term	Town Council

TRANSPORTATION

GOAL	**Improve pedestrian and bicycle facilities throughout Bainbridge.**		
ACTION ITEMS	Coordinate with Putnam Parks & Pathways to develop a plan for a trail loop in Bainbridge that connects key destinations, such as Bainbridge Elementary School, North Putnam Family Medicine and Crossroads Care Pharmacy, and local parks.	Long-Term	Park Board
	Conduct a sidewalk assessment to inventory existing sidewalks and curbs, locate gaps, identify maintenance priorities, and outline future projects to expand the sidewalk network.	Short-Term	Town Council
	Building off the sidewalk assessment, develop an ADA transition plan to ensure that existing Town facilities and infrastructure are ADA complaint.	Medium-Term	Town Council
	Ensure town development ordinances require sidewalks on both sides of the street in all new residential subdivisions.	Medium-Term	Plan Commission

TOWN OF BAINBRIDGE PLAN

INFRASTRUCTURE

GOAL	**Pave the way for broadband development in Bainbridge to support residents and businesses.**		
ACTION ITEMS	Adopt a Broadband Ready Community Ordinance to signal to the telecommunication industry that Bainbridge has removed barriers to broadband infrastructure investment.	Short-Term	Town Council
	Apply to become a certified Broadband Ready Community through the Indiana Broadband Office.	Short-Term	Town Council
	Facilitate conversations with local broadband providers including TDS Telecom and Endeavor Communications to ensure that investment comes to Bainbridge.	Short-Term	Town Council
GOAL	**Invest in upgrades to the wastewater system to better accommodate future growth and development.**		
ACTION ITEMS	Conduct a wastewater study to determine what improvements need to be made to increase the capacity of the current system.	Short-Term	Town Council, Utility Department
	Leverage OCRA grants to help fund wastewater improvements.	Medium-Term	Town Council
GOAL	Use the newly created stormwater utility to construct drainage improvements.		
ACTION ITEMS	Inventory existing stormwater facilities to determine which areas are currently being served.	Short-Term	Utility Department
	Identify areas where localized flooding is frequent, putting property and roadway infrastructure at risk.	Short-Term	Utility Department
	Create and maintain a capital projects list that includes needed stormwater improvements.	Medium-Term	Town Council, Utility Department
	Leverage revenue from the stormwater utility and matching grants to expand the stormwater system in Bainbridge.	Medium-Term	Utility Department

NATURAL RESOURCES

GOAL	**Leverage nearby outdoor attractions and destinations to support town growth..**		
ACTION ITEMS	Provide information about nearby outdoor attractions on the Town's website.	Short-Term	Town Council
	Embrace the Town's role as a gateway community by providing services to guests of adjacent attractions, including gas, food, and lodging.	Short-Term	Town Council
	Explore opportunities to introduce more bed & breakfasts and vacation rentals to Bainbridge to service guests.	Medium-Term	Town Council
	Incorporate Bainbridge's connection to Big Walnut Creek into the Town's identity through social media branding, signage, and public murals.	Medium-Term	Town Council

QUALITY OF PLACE

GOAL	**Improve and expand park facilities.**		
ACTION ITEMS	Update the 5-Year Parks & Recreation Master Plan to gather feedback from the public, outline a vision and goals for parks and programming, and identify future projects.	Short-Term	Town Council, Park Board
	Leverage the 5-Year Parks & Recreation Master Plan and local resources to pursue DNR funding and other grants to design and construct park improvements to the Town-owned property on N. Washington Street.	Medium-Term	Town Council, Park Board
	Enhance existing park spaces, including North Point Park and East Point Park, by adding a playground, splash pad, basketball court, and/or picnic facilities.	Medium-Term	Town Council, Park Board

TOWN OF BAINBRIDGE PLAN

HOUSING

GOAL	**Diversify housing along Main Street and Washington Street in downtown Bainbridge.**		
ACTION ITEMS	Facilitate conversations with local developers about constructing 'missing middle housing' in Bainbridge, including duplexes and triplexes.	Medium-Term	Town Council
	Work with property owners downtown to explore the conversion of larger homes (with 5 or more bedrooms) on Main Street into small-scale apartment buildings where the design and character is still compatible with surrounding development.	Medium-Term	Plan Commission, Town Council
	Ensure that local zoning ordinances support the development of multi-family buildings downtown along Main Street and Washington Street.	Short-Term	Plan Commission, Town Council

ECONOMIC DEVELOPMENT

GOAL	**Promote continued business development along U.S. Route 36.**		
ACTION ITEMS	Use social media to market Bainbridge as a welcoming community and budding food and retail destination in Putnam County. Celebrate existing local businesses, especially small businesses.	Short-Term	Town Council
	Connect prospective small business owners to resources from the Greencastle/Putnam County Development Center and Putnam County Chamber of Commerce.	Short-Term	Town Council, Greencastle/ Putnam County Development Center, Putnam County Chamber of Commerce
	Partner with the Greencastle/Putnam County Development Center to list available commercial buildings and sites in Bainbridge on their website.	Medium-Term	Town Council, Greencastle/ Putnam County Development Center

GOVERNMENT

GOAL	**Grow, develop, mentor the next group of community leaders.**		
ACTION ITEMS	Build connections with the members of local boards and commissions who can then run for Town Council. Provide support and facilitate the exchange of local knowledge.	Short-Term	Town Council
	Practice good record-keeping by storing and organizing meeting minutes, plans, ordinances, and public policies in a secure, digital location.	Short-Term	All Staff
	Upload important public-facing documents to the Town's website to allow community members and future leaders to easily access and review these documents.	Short-Term	Town Council

CHAPTER 15 TOWN OF CLOVERDALE PLAN

KEY FINDINGS

- According to the 2020 U.S. Census, the Town of Cloverdale has a population of 2,060 residents.
- Cloverdale is a rural town with access to great regional amenities via Interstate 70, U.S. 231, and SR 42.
- With access to major roads, rail service, and recent investments in utility infrastructure, Cloverdale is a prime location in Putnam County for mid-sized heavy commercial and light industrial development.
- Participants at the Cloverdale Workshop expressed the need for more affordable, diverse housing options in Town, including apartments, townhomes, and single-family homes.
- Cloverdale's historic downtown is a community asset. With proper investment in beautification and placemaking projects along the Main Street Corridor, the downtown could serve as a gathering space for community events and festivals, as well as a destination for visitors to the region.



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TOWN OF CLOVERDALE PLAN

TOWN OF CLOVERDALE PLAN

INTRODUCTION

Cloverdale is located in southeast Putnam County and was founded in 1839. It is named for its clover fields and shady dales, according to the Indiana Historical Society. The U.S. Census reports that Cloverdale's population decreased by 8.2% over the last two decades, from 2,243 residents in 2000 to 2,060 residents in 2020. The median age for residents is 43.9, compared to 38.0 for Putnam County and 37.8 for the State of Indiana. Cloverdale is conveniently served by major roads, including Interstate 70, U.S. Route 231, and State Road 42. U.S. Route 231 becomes Main Street through town and features a handful of historic buildings, as well as local and national businesses. Residents and visitors alike can enjoy restaurants, bars, hotels, variety stores, a pharmacy, a florist, a bank and credit union, and more. Notable employers in Cloverdale include Endeavour Communications, C Bar C Expo Center, PEI Pipeline Services, First National Bank of Cloverdale, and Putnam Plastics. POET Bioprocessing also operates a bioethanol and bioproduct production facility just north of Cloverdale.

BACKGROUND

Land Use

- The most prevalent land uses are agricultural and residential. Agricultural land is mostly found on the north and northeast sides of town.
- Residential neighborhoods are concentrated on the south side. Additionally, Stardust Hills is a large residential community west of US 231.
- Commercial uses are concentrated around the I-70 interchange and along Main Street.
- Most institutional uses are on the east side of town where Cloverdale's schools are found, in addition to several churches and municipal buildings along Main Street.

Transportation

- Cloverdale has access to major roads, including Interstate 70, U.S. Route 231, and State Road 42.
- An active CSX railroad extends from Putnamville to Cloverdale. South of Cloverdale, the railroad is abandoned, and the tracks have been removed where they used to continue to Gosport.

Infrastructure

- The Town of Cloverdale has its own water and sanitary sewer utilities operated and maintained by the Cloverdale Utility Department.
- Recent preliminary engineering reports (PERs) for both the sewer and water systems have identified potential improvements and cost estimates.
- During the planning process, Cloverdale was designing upgrades and pursuing grant funding for improvements to the stormwater collection and conveyance network.

Natural Resources

- Three tributary creeks to Doe Creek create several floodplain areas in Cloverdale. One floodplain is west of the Stardust Hills neighborhood, another is north of the Cloverdale Community Park, and the last crosses Main Street near the center of town.
- Cloverdale is part of two watersheds. The far tip of town, north of I-70, is part of the Big Walnut Creek Watershed. The rest of the town is part of the Mill Creek Watershed.
- Cloverdale is just northeast of Lieber State Recreation Area, Cagles Mill Lake, and Cataract Falls State Recreation Area.

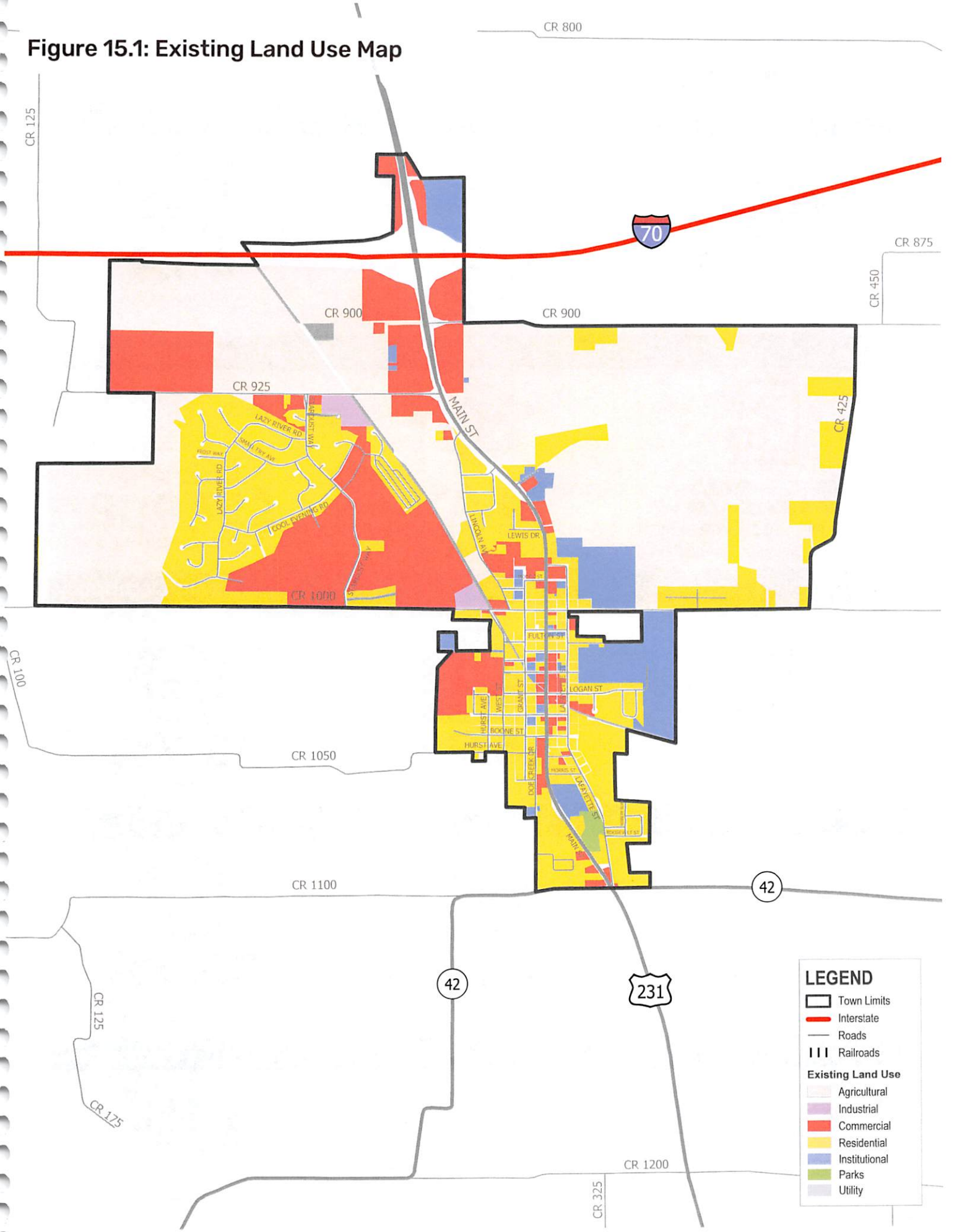
Quality of Place

- On the south side of town, the Cloverdale Community Park offers a playground, basketball courts, playing fields, picnic areas, and trails for residents to enjoy. Other nearby recreational amenities include the Clover Meadows Golf Course and Lieber State Recreation Area.
- The Town of Cloverdale has its own school district, Cloverdale Community Schools, a full pre-kindergarten through grade 12 system.

Housing

- According to the 2020 American Community Survey, approximately 34.8% of Cloverdale's housing stock was constructed before 1980, compared to 51% for Putnam County and 56.9% for the State of Indiana. Most homes (52.7%) were built between 1980 and 2000.
- New homes are being constructed in Cloverdale at Doe Creek Meadows.

Figure 15.1: Existing Land Use Map



TOWN OF CLOVERDALE PLAN

Population Characteristics

2,060
2020 POPULATION

8.2%
POPULATION DECLINE
2000-2020

43.9
MEDIAN AGE

Education and Income

86.2%
POPULATION AGE 25+ WITH A HIGH SCHOOL DIPLOMA OR HIGHER

13.4%
POPULATION AGE 25+ WITH A BACHELORS DEGREE OR HIGHER

$51,908
MEDIAN HOUSEHOLD INCOME

Housing Occupancy

63.1%
OWNER-OCCUPIED

36.9%
RENTER-OCCUPIED

13.7%
VACANT

Housing

970
HOUSING UNITS

$88,800
MEDIAN HOME VALUE

38.5%
RENT GREATER THAN 30% OF HOUSEHOLD INCOME

Employment

18.3%
WORKFORCE IN THE MANUFACTURING INDUSTRY

3.1%
UNEMPLOYMENT RATE

Economic Development

- According to the 2020 American Community Survey, approximately 18.3% of Cloverdale's full-time, year-round civilian employed population works in manufacturing.
- Other common industries include educational services, health care, and social assistance (which employs 11.1% of the civilian employed population), retail trade (10.7%), and other services, not including public administration (17.9%).
- Residents working outside of Cloverdale likely travel to Greencastle for work but may also seek employment in neighboring counties or nearby cities, such as Indianapolis and Terre Haute.
- As of March 2023, a 2.98-acre commercial lot is available on the northwest corner of the I-70 and U.S. Route 231 intersection in northern Cloverdale. There are also commercial and industrial development opportunities east of C Bar C Expo Center. New residential development could be accommodated in central Cloverdale north of CR 1000 S.
- There are four Tax Incremental Financing (TIF) districts in Cloverdale. These districts are designed to capture additional tax revenue as a result of development and invest it back into the district. The Gross Assessed Value of Cloverdale's TIF districts is approximately $23.6 million.

Government

- Cloverdale residents are served by the Cloverdale Police Department, the Cloverdale Township Volunteer Fire Department, and the Putnam County EMS.
- Local government in Cloverdale consists of a Town Council, Clerk Treasurer, Town Manager, Police Department, and Utility Department.
- Appointed boards and commissions include the Advisory Plan Commission, Board of Zoning Appeals, and Redevelopment Commission.

COMMUNITY ENGAGEMENT

On Tuesday, April 4th, 2023, the planning team facilitated a workshop at the Cloverdale Town Hall to discuss assets, issues, opportunities, and goals for the Town. Participants formed two groups and used maps and a series of facilitated exercises to indicate appropriate sites for future development and redevelopment. Participants also went through each of the main topics of the comprehensive plan (e.g. land use, transportation, etc.) and discussed how each relates to the Town's unique wants and needs. The main takeaways were that Cloverdale should:

- Seek opportunities for future industrial and commercial development on the north side of town, while still investing in the downtown and improving quality of place.
- Continue to invest in infrastructure to support new development and resolve issues in established areas.
- Develop affordable, diverse housing to meet the needs of existing and future residents.
- Consider annexation where it might increase the inventory of developable land and expand the Town's tax base.



Cloverdale residents listen to a presentation at the April 4, 2023 workshop.

TOWN OF CLOVERDALE PLAN

GOALS & ACTION ITEMS

LAND USE

Goal 1: Promote a diverse mix of land uses, including commercial, industrial, residential, and parks/open space.

The Town of Cloverdale supports a wide range of land uses. Along U.S. 231, visitors and residents enjoy a variety of commercial establishments, large and small, from C Bar C Expo Center to local bars and restaurants. The town is also home to several industrial uses, including Putnam Plastics, Inc. Institutional uses include the Cloverdale Town Hall, Cloverdale Community Schools, police and fire departments, and community churches. When asked about development and redevelopment opportunities, residents expressed an interest in attracting new employers and preserving open spaces in the form of park land.

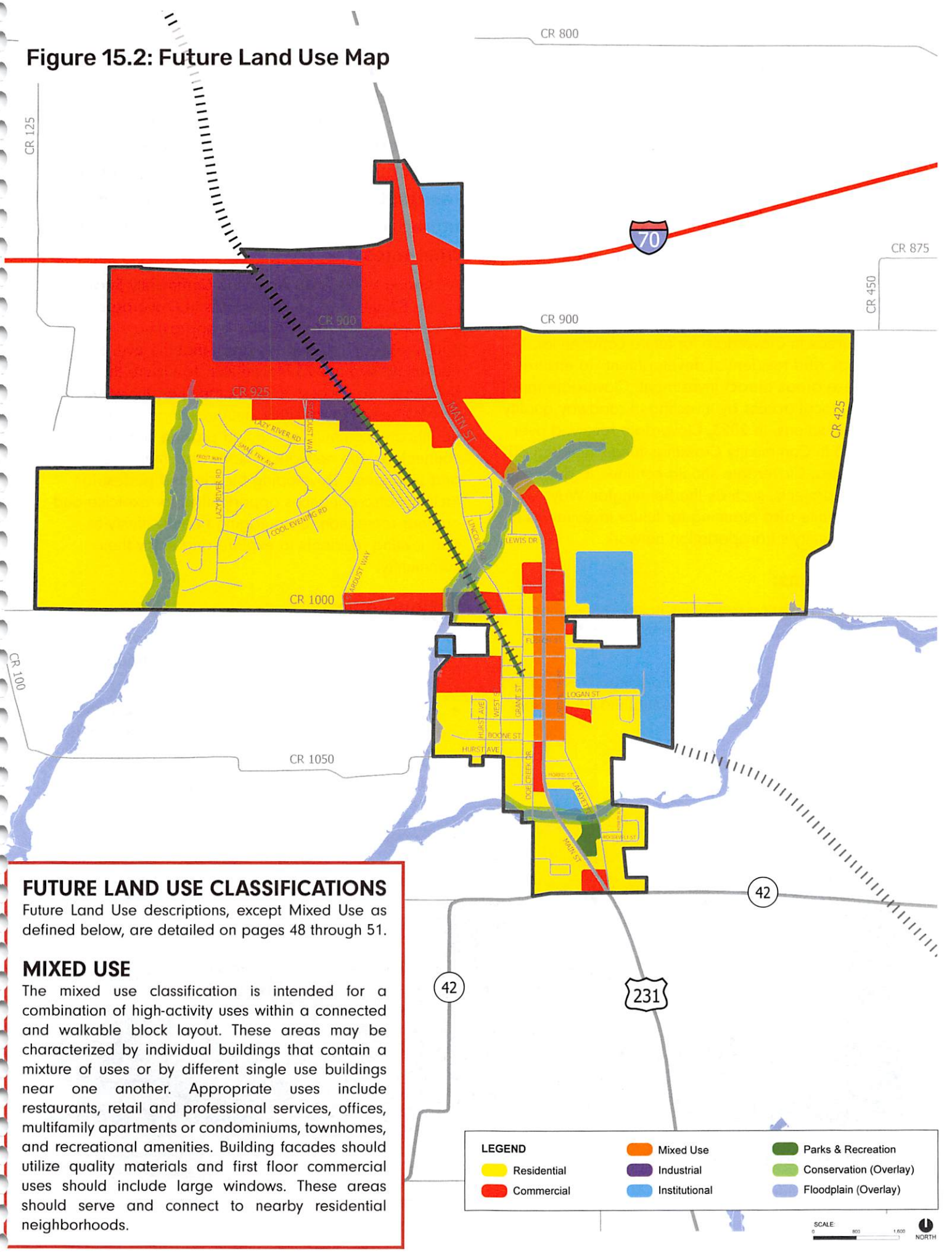
Action Items:

- Continue to invest in amenities pertinent to future commercial and industrial growth, such as utility infrastructure, roadway connections and condition, and rail access.
- Seek opportunities to expand parkland and outdoor recreation, especially in the northern part of Cloverdale.
- Support a diversity of housing types, prices, and densities to meet the needs of all current and future residents in accordance with Cloverdale's Housing goals.
- Encourage redevelopment of vacant, underutilized, or blighted properties throughout Cloverdale, but especially in high-visibility areas, such as along the U.S. 231 corridor.
- Consider voluntary annexation of adjacent parcels to increase the town's inventory of viable land for future development while expanding the tax base.
- Ensure higher intensity uses, such as commercial and industrial development, are appropriately buffered from lower intensity uses, such as residential subdivisions and farmland.



Downtown Cloverdale in front of Cloverdale Hardware.

Figure 15.2: Future Land Use Map



FUTURE LAND USE CLASSIFICATIONS

Future Land Use descriptions, except Mixed Use as defined below, are detailed on pages 48 through 51.

MIXED USE

The mixed use classification is intended for a combination of high-activity uses within a connected and walkable block layout. These areas may be characterized by individual buildings that contain a mixture of uses or by different single use buildings near one another. Appropriate uses include restaurants, retail and professional services, offices, multifamily apartments or condominiums, townhomes, and recreational amenities. Building facades should utilize quality materials and first floor commercial uses should include large windows. These areas should serve and connect to nearby residential neighborhoods.

TOWN OF CLOVERDALE PLAN

TRANSPORTATION

Goal 1: Enhance access to key development areas in Cloverdale.

According to INDOT traffic counts, over 37,000 vehicles travel along I-70 through Cloverdale on average each day (2023). 2022 traffic counts along US Hwy 231 are 11,222 vehicles north of I-70 and 13,022 vehicles south of I-70. With proximity to Interstate 70, U.S 231, and a CSX railroad, there are several prime areas in Cloverdale for future commercial, industrial, and residential development. To ensure that these areas attract investment, Cloverdale must improve local access by investing in roadway quality and connections. In 2023, Cloverdale received over $400,000 in Community Crossings funds. Building off this success, Cloverdale should continue to pursue ongoing projects, such as the Bennington Way project, while also planning for future investments in the community's transportation network.

Action Items:

- Invest in existing roadways in key development areas, including Bennington Way and Stardust Road.
- Preserve rail viability from northwest Cloverdale to Stardust Road to serve potential industrial users.

Goal 2: Develop a network of bicycle and pedestrian facilities in Cloverdale to encourage an active lifestyle, improve residents' health and well-being, and increase access to local businesses and amenities.

According to the 2020 American Community Survey (Table S2504), 5.9% of households in Cloverdale don't have access to a vehicle. That's approximately 49 households or 110 people, given that the average household size is 2.23 individuals. To ensure that all residents have access to vital amenities, including employment opportunities, nutritious food, and healthcare, communities should provide a well-connected, safe network of sidewalks, multi-use trails, and bike lanes. Developing bicycle and pedestrian facilities also enhances opportunities for exercise and outdoor recreation, encouraging healthy lifestyles and inviting residents to explore and enjoy their community.

Action Items:

- Plan and pursue funding for a rail-to-trail conversion of the abandoned CSX railroad south of Stardust Road.
- Connect the Cloverdale Community Park to the historic downtown with a trail or wide sidewalk.
- Launch a community-wide effort to retrofit sidewalks to meet ADA accessibility requirements.



A gas station along U.S. 231 in downtown Cloverdale.

INFRASTRUCTURE

Goal 1: Invest in utility infrastructure to support housing and employment growth.

The Town of Cloverdale maintains its own water and wastewater utilities, serving customers primarily within the corporate limits. Both utilities serve approximately 1,000 customers. The water utility currently utilizes less than 400,000 gallons per day of the overall daily distribution capacity of 1 million gallons. The sewer utility has the capacity to treat 700,000 gallons of wastewater per day, but typically treats approximately 300,000 gallons per day. While there are opportunities to expand and utilize existing capacity, improvements outside of the water and wastewater treatment plants have been identified.

In 2022, consultants presented Cloverdale with preliminary engineering reports (PERs) addressing both water and wastewater improvements designed to meet the town's needs. The water project, assessed at $4.8 million, would increase capacity and pressure, enabling Cloverdale to supply water along U.S. 231, north of I-70. The wastewater project, assessed at $3.6 million, would upgrade the town's wastewater plant and collection system, mitigating persistent issues with stormwater infiltration. The Town should continue to pursue funding for both projects. In addition, Cloverdale is discussing a $4.8 million expansion to accept wastewater from Lieber State Recreation Area. Following necessary improvements, Cloverdale would treat wastewater from the park at a lift station near State Road 243. The State would handle the cost of improvements and the Town of Cloverdale would be compensated for operations and maintenance.

Action Items:

- Support, maintain, and continue investment in Cloverdale's water system.
- Address inflow and infiltration (I&I) issues to improve Cloverdale's sewer efficiency.
- Leverage local funds, such as those generated by the food and beverage tax, with grants, such as OCRA's Stormwater Improvement Program, to upgrade the stormwater system and alleviate localized flooding concerns.

NATURAL RESOURCES

Goal 1: Protect floodplains and utilize them as community open space.

There are three floodplains within Cloverdale's incorporated boundaries, one to the west of the Stardust Hills neighborhood, one north of the Cloverdale Community Park, and another crossing Main Street north of Crosswinds Street. To prevent property damage and safeguard lives, development should not be permitted in these areas. Instead, it is more appropriate for this land to be protected and designated as community open space. Participants in the sub-area workshop expressed interest in establishing more parkland, including small, natural areas for recreation and relaxation. Aside from offering recreational opportunities, from fishing to bird watching, natural floodplains also serve as wildlife habitat, provide flood and erosion control, maintain surface water quality, and facilitate groundwater recharge.

Action Items:

- Continue to use the zoning ordinance and development regulations to discourage development in the floodplain.
- Acquire properties within the floodplain and improve them with active and passive recreation amenities.

TOWN OF CLOVERDALE PLAN

QUALITY OF PLACE

Goal 1: Pursue placemaking projects that will strengthen Cloverdale's Main Street, attracting visitors and instilling a sense of pride in current residents.

Cloverdale residents highlighted the downtown as a key community asset. With historic buildings, pedestrian infrastructure, and ample parking, downtown Cloverdale has good bones. That said, the downtown has struggled in recent years to fill vacancies along Main Street. Even when buildings are renovated, they can be difficult to lease. To attract businesses and breathe new life into Cloverdale's Main Street, the town should pursue placemaking projects. Placemaking is a strategy that capitalizes on a community's strengths, inspiration, and potential to create public spaces that increase vitality and promote health, well-being, and happiness. Priority placemaking projects in Cloverdale should focus on improving aesthetics and expanding programming to attract visitors and engage residents.

Action Items:

- Create attractive gateways that welcome residents and visitors into town using signage, archways, and landscape plantings.
- Improve aesthetics through community beautification projects (e.g., planting street trees, incorporating public art, restoring historic building façades) and code enforcement along Main Street and its adjacent neighborhoods.
- Promote vacant commercial properties in downtown Cloverdale, especially renovated properties, as prime locations for new restaurants and retail establishments.
- Partner with the Cloverdale Main Street Initiative, Inc. and local business owners to promote existing downtown events and explore opportunities to expand programming. Create events that attract visitors from other communities in Putnam County, as well as neighboring Owen, Morgan, and Hendricks counties.



Signs for local businesses along Main Street.

HOUSING

Goal 1: Maintain existing housing stock and ensure that neighborhoods remain attractive, welcoming places that current residents thrive in, and future residents are drawn to.

According to the 2020 American Community Survey, most homes in Cloverdale (52.7%) were built between 1980 and 2000. As existing homes age, it's important for the Town of Cloverdale to prioritize neighborhood aesthetics and property maintenance. Action will need to occur at several levels, from community-wide initiatives to individual action by homeowners, to ensure that neighborhoods remain inviting communities for both current and future residents.

Action Items:

- Organize a community-wide clean-up and encourage residents of all ages to get involved.
- Partner with local neighborhoods to implement beautification projects and acquire vacant lots for use as pocket parks and community gardens.
- Send each household a Cloverdale Guide to Property Maintenance with a list of maintenance reminders and resources. For inspiration, the City of Fairborn, Ohio has a similar guide available on their website.

Goal 2: Support the development of new, diverse housing types.

The 2020 American Community Survey estimates that only 1% of homes in Cloverdale were built in the last decade. Consequently, residents expressed a desperate need for more housing. They also made it clear that diverse housing types are desired, from single-family homes to townhomes to apartments, to accommodate the needs of all residents. New housing should remain affordable for low- to middle-income workers and their families. Fortunately, there are several sites in Cloverdale that would be well-suited for residential development.

Action Items:

- Explore the viability of property to the west and southeast of the Stardust Hills subdivision, and north of the Whispering Winds subdivision for future development.
- Promote new residential development east of U.S. 231 between E CR 900 S and E CR 1000 S.
- Consider creating Residential Tax Increment Financing (TIF) districts to incentivize residential development in targeted areas.



A single-family home in Cloverdale.

TOWN OF CLOVERDALE PLAN

ECONOMIC DEVELOPMENT

Goal 1: Attract desirable, mid-sized employers to Cloverdale that complement the Town's existing industries, amenities, and labor force.

Rather than focus on large-scale warehousing and logistics enterprises, Cloverdale's vision is to attract mid-sized heavy commercial and light industrial businesses to employ the existing labor force, as well as to attract new employees and their families. As of 2020, nearly 20% of Cloverdale's civilian labor force worked in manufacturing. Targeted industries for the community continue to include manufacturing, especially manufacturing involving plastics, automotive parts, and the assembly of industrial equipment. Value Added Agriculture and Agricultural Services are also desirable industries for Cloverdale.

Action Items:

- Promote northwest Cloverdale, along Bennington Way and Stardust Road, as a key development area for desirable commercial and industrial businesses.
- Promote the U.S. 231 corridor as an additional site for development and redevelopment. Continue to invest in utility upgrades to support new development north of the I-70 interchange and encourage reuse of vacant properties south of the interchange.
- Consider annexation of property on the northside of Cloverdale, including parcels north of CR 900 and parcels along U.S. 231, to expand the town's inventory of developable sites and strengthen the tax base.
- Utilize the town's existing Tax Increment Financing (TIF) districts, and create new ones as needed, to invest in infrastructure that supports business growth and attraction.

GOVERNMENT

Goal 1: Improve communication with residents and prospective employers by enhancing the Town's website and taking advantage of social media.

Cloverdale introduced its current website in July of 2021. The new site is simple and streamlined. A section on tourism provides visitors with information on what to do, where to eat, and where to stay. Residents can use the website to contact town staff, access Town Council meeting minutes, and pay utility bills. Residents have complained, however, that the website fails to advertise current projects, engagement opportunities, and upcoming community events. Town updates, including links to online engagement opportunities, are posted on the News page; however, this page is somewhat hidden and isn't the page that guests land on. Finally, although the website describes some quality of place amenities (e.g., the schools and healthcare facilities), it doesn't sufficiently market assets and infrastructure investments to prospective employers and housing developers.

Action Items:

- Add a widget to the Home page on the Cloverdale website that displays upcoming events, including community events/festivals and public engagement opportunities.
- Partner with the Cloverdale Main Street Initiative, Inc. to update the Events calendar on the Town of Cloverdale's website. Repost upcoming events from the Cloverdale Main Street Facebook page on the Town's Facebook page.
- Create a Business page on the Cloverdale website that lists available properties, recent infrastructure investments, community assets, planning and zoning information, and contact information for the Town Manager and Greencastle/Putnam County Development Center.

IMPLEMENTATION

LAND USE

GOAL	**Promote a diverse mix of land uses, including commercial, industrial, residential, and parks/open space uses, within Cloverdale's town limits.**		
ACTION ITEMS	Continue to invest in amenities pertinent to future commercial and industrial growth, such as utility infrastructure, roadway connections and condition, and rail access.	On-Going	Town Council, Utility Department
	Seek opportunities to expand parkland and outdoor recreation, especially in the northern part of Cloverdale.	Short-Term	Town Council
	Support a diversity of housing types, prices, and densities to meet the needs of all current and future residents in accordance with Cloverdale's Housing goals.	Short-Term	Town Council
	Encourage redevelopment of vacant, underutilized, or blighted properties throughout Cloverdale, but especially in high-visibility areas, such as along the U.S. 231 corridor.	Short-Term	Town Council
	Consider annexation of adjacent parcels to increase the town's inventory of viable land for future development while expanding the tax base.	Medium-Term	Town Council
	Ensure higher intensity uses, such as commercial and industrial development, are appropriately buffered from lower intensity uses, such as residential subdivisions and farmland.	Short-Term	Plan Commission, Town Council

TOWN OF CLOVERDALE PLAN

TRANSPORTATION

GOAL	**Enhance access to key development areas in Cloverdale.**		
ACTION ITEMS	Invest in existing roadways in key development areas, including Bennington Way and Stardust Road.	On-Going	Town Manager, Town Council
	Preserve rail viability from northwest Cloverdale to Stardust Road to serve potential industrial users.	Short-Term	Town Council
GOAL	**Develop a network of bicycle and pedestrian facilities in Cloverdale to encourage an active lifestyle, improve residents' health and well-being, and increase access to local businesses and amenities.**		
ACTION ITEMS	Support a rail-to-trail conversion of the abandoned CSX railroad south of Stardust Road.	Medium-Term	Town Council
	Connect the Cloverdale Community Park to the historic downtown.	Short-Term	Town Council
	Launch a community-wide effort to retrofit sidewalks to be ADA accessible.	Short-Term	Town Manager, Town Council

INFRASTRUCTURE

GOAL	**Invest in utility infrastructure to support housing and employment growth.**		
ACTION ITEMS	Support, maintain, and continue investment in Cloverdale's water system.	On-Going	Town Council, Utility Department
	Address inflow and infiltration (I&I) issues to improve Cloverdale's sewer efficiency.	Short-Term	Town Council, Utility Department
	Leverage grants, such as OCRA's Stormwater Improvement Program, to upgrade the stormwater system and alleviate localized flooding concerns.	Medium-Term	Town Manager, Town Council

NATURAL RESOURCES

GOAL	**Protect floodplains and utilize them as community open space.**		
ACTION ITEMS	Continue to use the zoning ordinance and development regulations to discourage development in the floodplain.	On-Going	Town Council, Planning Director
	Acquire properties within the floodplain and improve them with active and passive recreation amenities.	Long-Term	Town Council

QUALITY OF PLACE

GOAL	**Pursue placemaking projects that will strengthen Cloverdale's Main Street, attracting visitors and instilling a sense of pride in current residents.**		
ACTION ITEMS	Create attractive gateways that welcome residents and visitors into town using signage, archways, and landscape plantings.	Short-Term	Town Council
	Improve aesthetics through community beautification projects (e.g., planting street trees, incorporating public art, restoring historic building façades) and code enforcement along Main Street and its adjacent neighborhoods.	Short-Term	Town Council
	Promote vacant commercial properties in downtown Cloverdale, especially renovated properties, as prime locations for new restaurants and retail establishments.	On-Going	Town Council
	Partner with the Cloverdale Main Street Initiative, Inc. and local business owners to promote existing downtown events and explore opportunities to expand programming. Create events that attract visitors from other communities in Putnam County, as well as neighboring Owen, Morgan, and Hendricks counties.	Short-Term	Town Manager, Town Council, Cloverdale Main Street Initiative, Inc.

TOWN OF CLOVERDALE PLAN

HOUSING

GOAL	**Maintain existing housing stock and ensure that neighborhoods remain attractive, welcoming places that current residents thrive in, and future residents are drawn to.**		
ACTION ITEMS	Organize a community-wide clean-up and encourage residents of all ages to get involved.	Short-Term	Town Council, Cloverdale Main Street Initiative, Inc.
	Partner with local neighborhoods to implement beautification projects and acquire vacant lots for use as pocket parks and community gardens.	Short-Term	Town Council
	Send each household a Cloverdale Guide to Property Maintenance with a list of maintenance reminders and resources. For inspiration, the City of Fairborn, Ohio has a similar guide available on their website.	Short-Term	Town Manager, Planning Administrator
GOAL	**Support the development of new, diverse housing types.**		
ACTION ITEMS	Explore the viability of property to the west and southeast of the Stardust Hills subdivision, north of the Whispering Winds subdivision, and northwest of the intersection of Doe Creek Drive (CR 300 E) and State Road 42 for future development.	Short-Term	Town Manager, Town Council
	Promote new residential development east of U.S. 231 between E CR 900 S and E CR 1000 S.	Medium-Term	Town Council
	Consider creating Residential Tax Increment Financing (TIF) districts to incentivize residential development in targeted areas.	Medium-Term	Town Council, Redevelopment Commission, Plan Commission

ECONOMIC DEVELOPMENT

GOAL	**Attract desirable, mid-sized employers to Cloverdale that complement the town's existing industries, amenities, and labor force.**		
ACTION ITEMS	Promote northwest Cloverdale, along Bennington Way and Stardust Road, as a key development area for desirable commercial and industrial businesses.	On-Going	Town Council, Greencastle/ Putnam County Development Center (GCPCDC)
	Promote the U.S. 231 corridor as an additional site for development and redevelopment. Continue to invest in utility upgrades to support new development north of the I-70 interchange and encourage reuse of vacant properties south of the interchange.	On-Going	Town Council, GCPCDC
	Consider annexation of property on the northside of Cloverdale, including parcels north of CR 900 and parcels along U.S. 231, to expand the town's inventory of developable sites and strengthen the tax base.	Medium-Term	Town Council
	Utilize the town's existing Tax Increment Financing (TIF) districts, and create new ones as needed, to invest in infrastructure that supports business growth and attraction.	On-Going	Town Council, Redevelopment Commission, GCPCDC

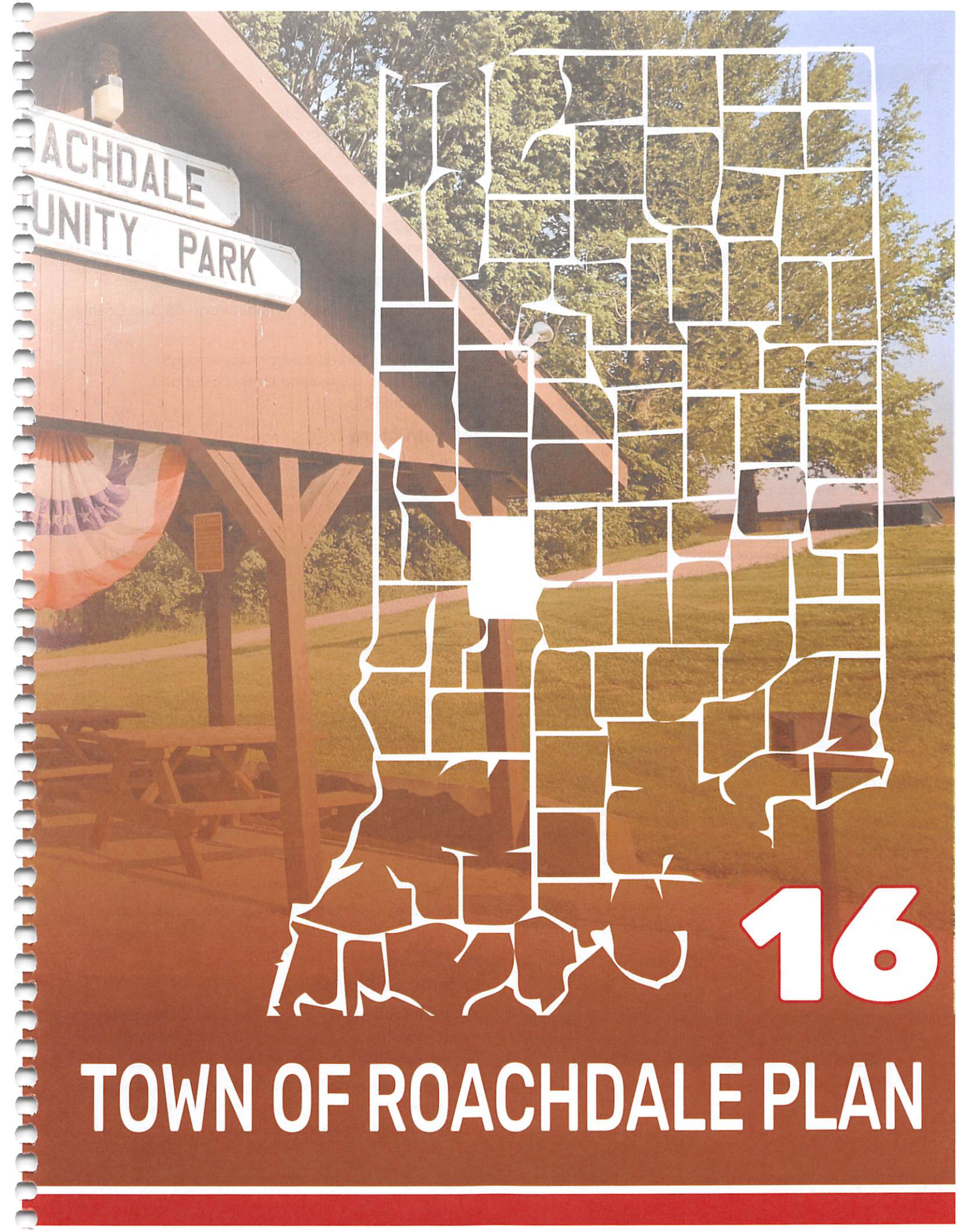
GOVERNMENT

GOAL	**Improve communication with residents and prospective employers by enhancing the town's website and taking advantage of social media.**		
ACTION ITEMS	Add a widget to the Home page on the Cloverdale website that displays upcoming events, including community events/ festivals and public engagement opportunities.	Short-Term	Town Manager, Town Council
	Partner with the Cloverdale Main Street Initiative, Inc. to update the Events calendar on the Town of Cloverdale's website. Repost upcoming events from the Cloverdale Main Street Facebook page on the Town's Facebook page.	Short-Term	Town Manager, Town Council, Cloverdale Main Street Initiative, Inc.
	Create a Business page on the Cloverdale website that lists available properties, recent infrastructure investments, community assets, planning and zoning information, and contact information for the Town Manager and Greencastle/ Putnam County Development Center.	On-Going	Town Manager, Town Council, GCPCDC

CHAPTER 16 TOWN OF ROACHDALE PLAN

KEY FINDINGS

- Roachdale is a charming railway town with historic character and strong heritage.
- According to the 2020 U.S. Census, the Town of Roachdale has a population of 840 residents.
- The downtown area, along E. Washington Street, serves as the heart of the community. The downtown and adjacent neighborhoods feature attractive brick buildings, Victorian painted ladies, and Arts and Crafts-style homes.
- Vacant properties downtown provide an opportunity to attract new businesses and offer live-work opportunities for small business owners.
- Roachdale continues to invest in local utilities, including water and wastewater systems; however, better Internet service is a serious community need. Roachdale has taken steps to become a Broadband Ready Community, but more conversations need to be had with local providers to bring high-speed Internet service to residents.
- To promote growth, participants at the Roachdale Community Workshop expressed the need for more housing options, including single-family homes and apartments.



16

TOWN OF ROACHDALE PLAN

TOWN OF ROACHDALE PLAN

INTRODUCTION

Located in northeast Putnam County, the Town of Roachdale is a charming, rural community. The Putnam County Museum reports that Roachdale was founded in 1880 and named after Judge Addison Locke Roach, a director of the Indianapolis, Decatur & Springfield railroad. A CSX railroad still passes through town today. A railroad spur on the northside of town enables local farmers to load and transport raw materials, such as grain. According to the U.S. Census, Roachdale experienced moderate population decline of 13.8% over the last two decades, from 975 residents in 2000 to 840 residents in 2020. Fortunately, Roachdale offers many amenities that could attract new residents and help reverse this population trend. Washington Street serves as the town's 'Main Street.' In this part of town, home to historic buildings and a beautiful mural on the side of the community center, residents and visitors can enjoy the local bar and grill, hardware store, bank, post office, and library. Roachdale is also home to two hair salons and a convenience store located on State Road 236. Employers in Roachdale include Roachdale Elementary School (part of North Putnam Community Schools), Sprint Corporation, TDS Telecom, and Gavilon Grain.

BACKGROUND

Land Use

- The most common land use in Roachdale is residential, especially single-family residential. This land use is well-distributed throughout town.
- Commercial uses are concentrated around the intersection of Washington Street and Indiana Street, as well as along State Road 236.
- There are several institutional uses around the intersection of Washington Street and Indiana Street, including the fire station, town office, post office, community center, and public library. Other institutional uses, including Roachdale Elementary School and local churches, are distributed throughout town.
- The Town of Roachdale is surrounded by agricultural land; however, the only agricultural use within town limits is near the elementary school in the southeast corner of town.
- Town Park, the only parks and recreation facility in Roachdale, is located just north of the elementary school.

Transportation

- Roachdale is served by State Road 36 and County Road 250 E.
- An active CSX railroad crosses through Roachdale, connecting Greencastle and Crawfordsville.

Infrastructure

- The Town of Roachdale has its own natural gas, water, and sanitary sewer utilities. Roachdale upgraded its natural gas system in 2012, its water system in 2014, and its wastewater system in 2017. According to the town's Utility Superintendent, both the water and sanitary sewer utilities have the capacity to accommodate moderate growth.

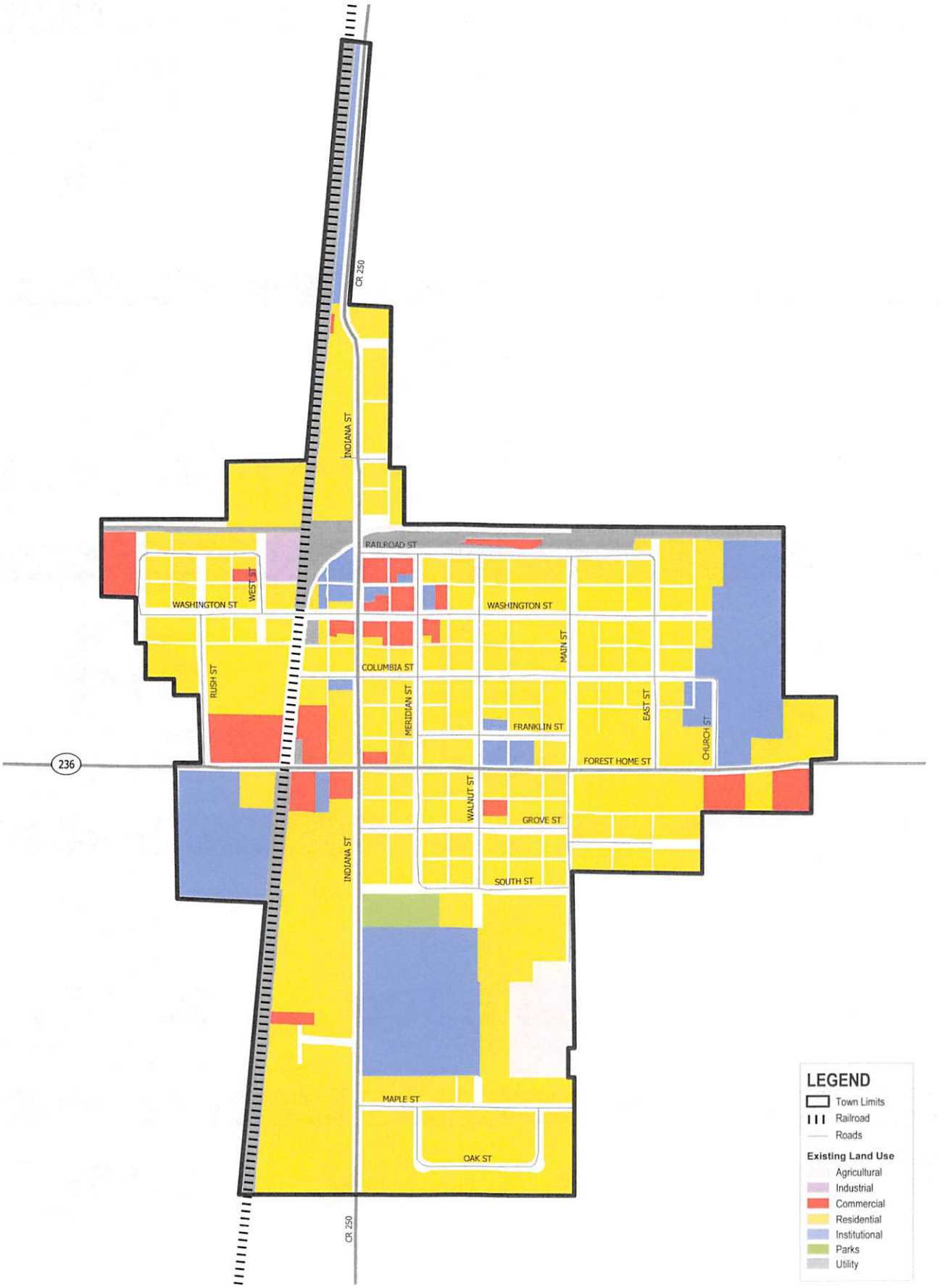
Natural Resources

- There are no major water bodies in Roachdale; however, there is a small floodplain running from State Route 236 southeast past Roachdale Elementary School. This floodplain contains a wetland. The floodplain crosses through the most heavily wooded parts of Roachdale.
- Just north of Roachdale, there is a pond and another floodplain stemming from Lick Creek.
- Roachdale is within the Big Raccoon Creek Watershed and sits above two aquifers.
- Nearby parks and preserves include Big Walnut Nature Preserve, Hemlock Ridge Nature Preserve, and McCloud Nature Park.

Quality of Place

- Town Park is just north of Roachdale Elementary School. The park features play equipment, a basketball court, and a shelter.
- Roachdale is part of the North Putnam Community Schools district. The Town is also home to Roachdale Elementary School.

Figure 16.1: Existing Land Use Map



TOWN OF ROACHDALE PLAN

Population Characteristics

840
2020 POPULATION

-13.8%
POPULATION CHANGE
2000-2020

34.8
MEDIAN AGE

Education and Income

78.1%
POPULATION AGE 25+ WITH A HIGH SCHOOL DIPLOMA OR HIGHER

18.5%
POPULATION AGE 25+ WITH A BACHELORS DEGREE OR HIGHER

$48,636
MEDIAN HOUSEHOLD INCOME

Housing Occupancy

73.3%
OWNER-OCCUPIED

26.7%
RENTER-OCCUPIED

13.5%
VACANT

Housing

342
HOUSING UNITS

$82,300
MEDIAN HOME VALUE

26.3%
RENT GREATER THAN 30% OF HOUSEHOLD INCOME

Employment

26.3%
WORKFORCE IN THE MANUFACTURING INDUSTRY

6.1%
UNEMPLOYMENT RATE

Housing

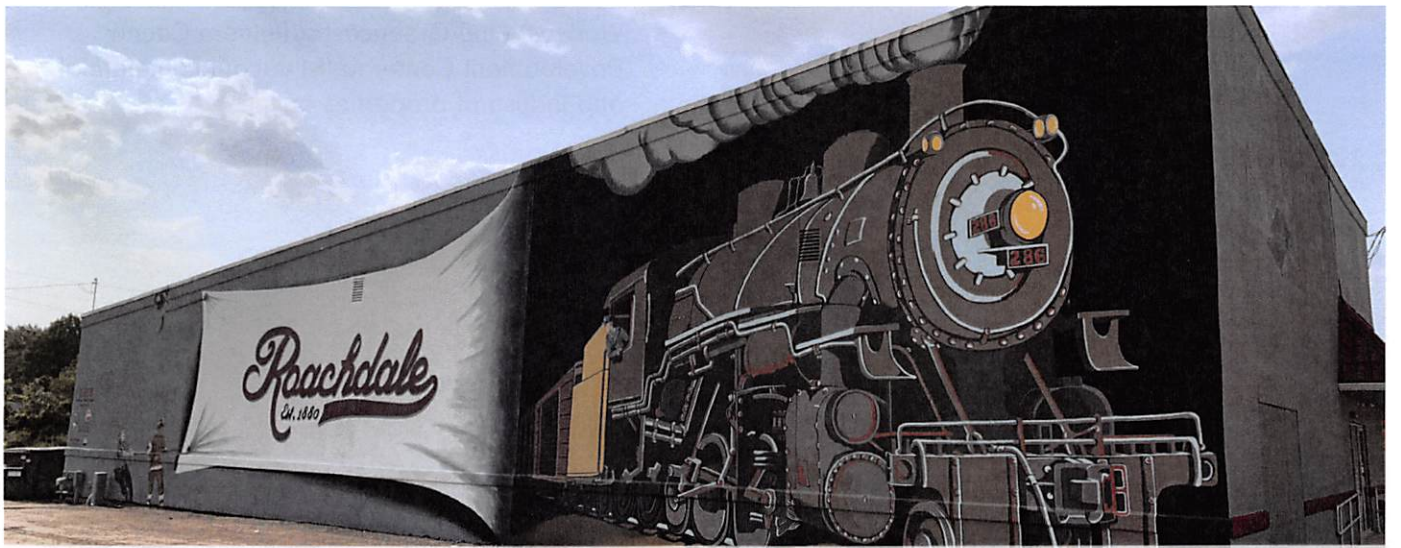
- According to the 2020 American Community Survey administered by the U.S. Census Bureau, 88.5% of housing in Roachdale was built before 1980, compared to 51% for Putnam County and 56.9% for the State of Indiana. This indicates an ongoing issue with aging housing stock.
- Since 2010, the U.S. Census indicates that no new homes have been constructed in Roachdale. Input provided during the planning process suggests this is false, as several new homes have been built since that time, especially along Maple and Oaks streets on the south end of town.

Economic Development

- According to the 2020 American Community Survey, approximately 24% of Roachdale's full-time, year-round civilian employed population works in educational services, health care, and social assistance. Many of these jobs are likely at Roachdale Elementary School, or the nearby North Putnam Middle School and High School.
- Other notable industries include manufacturing (which employs 20.7% of the civilian employed population), retail trade (15.6%), and arts, entertainment, recreation, accommodation, and food services (8.4%).
- 70.4% of Roachdale residents work outside of Putnam County and the mean travel time to work is 25.3 minutes.
- There are a few vacant lots in the center of town suitable for residential or commercial infill. Medium- and large-scale commercial and industrial development opportunities in town are limited. The largest undeveloped sites in town include a large property on the east side owned by the Roachdale Baptist Church and a wooded property adjacent to Roachdale Elementary School.

Government

- Residents are served by the Roachdale Volunteer Fire Department, Roachdale Police Department, and the Putnam County EMS.
- Local government in Roachdale includes a Town Council, Clerk-Treasurer (assisted by a Utility Billing Clerk), Police Department, and Utility Department.
- Town ordinances establish a Plan Commission, Park Advisory Board, Department of Redevelopment, Redevelopment Commission, and Advisory Board of Zoning Appeals, although some of these groups may not be active.
- The City of Greencastle manages the Town's permitting processes and the Putnam County Building and Planning Department assists in zoning administration.



A mural on the side of the Roachdale Community Center welcomes visitors to the historic railway town.

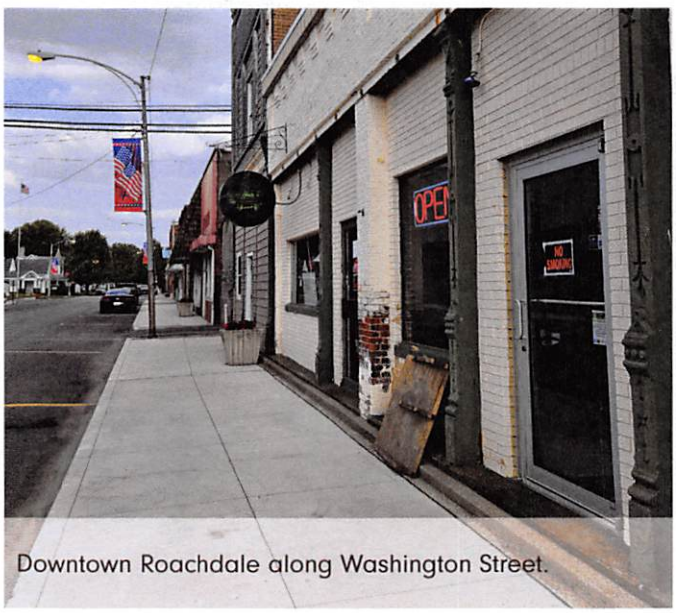
TOWN OF ROACHDALE PLAN

COMMUNITY ENGAGEMENT

On Tuesday, May 24th, 2023, the planning team held a workshop at Roachdale's Community Center to discuss assets, issues, opportunities, and goals for the Town of Roachdale. The workshop was attended by town leadership and several residents/small business owners. The workshop discussion was organized around various plan components and participants shared their personal experiences and motivations, vision for the future of Roachdale, and helped identify issues facing the community.

The main takeaways were that Roachdale should:

- Attract new businesses downtown to fill vacancies.
- Connect both prospective and current small business owners with the resources they need to succeed.
- Create more housing opportunities to attract new residents, including young families interested in living, and possibly starting a business, in a small town.
- Continue investing in wastewater improvements to resolve inflow and infiltration issues.
- Prioritize high-speed Internet service as an important local amenity.



Downtown Roachdale along Washington Street.

GOALS & ACTION ITEMS

LAND USE

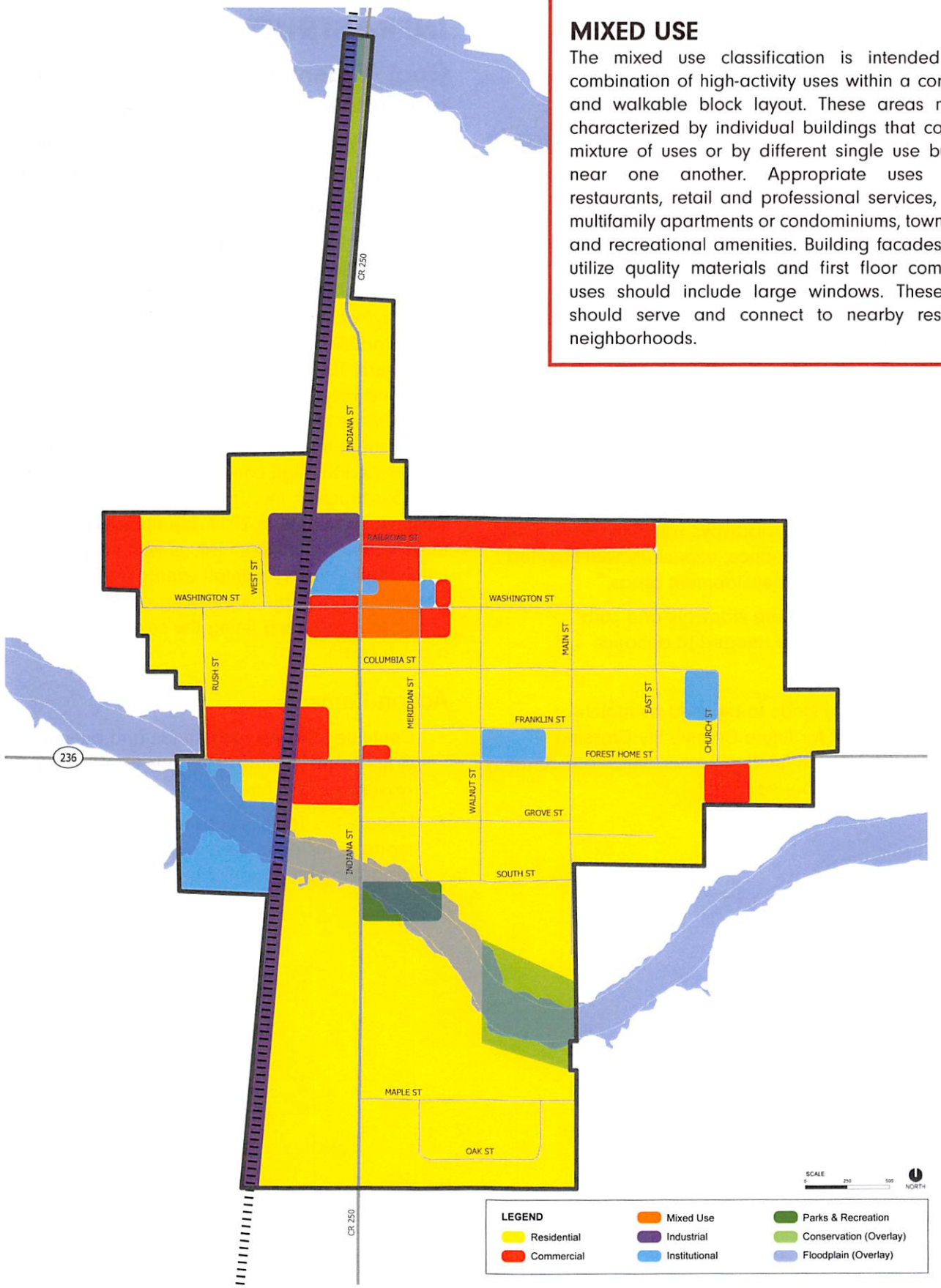
Goal 1: Reuse vacant and underutilized structures for new housing and employment growth.

Most land in Roachdale is developed, especially in the downtown core along Washington Street. While this area is home to several viable structures, including historic, two-story buildings, many of these structures are underutilized or vacant. Multi-level historic properties have the potential to support a variety of uses, including first-floor commercial uses and second-floor residential uses, yet the existing zoning ordinance poses a barrier to this mixed-use approach to downtown spaces. Revitalizing vacant and underutilized structures throughout town, with an emphasis on downtown properties, could attract new residents and visitors, increase property values, open the door to more small business opportunities, and instill a sense of community pride in residents.

Action Items:

- Amend the Town's zoning ordinance to remove barriers to second floor residential units in downtown buildings.
- Work with the Greencastle/Putnam County Development Center to list vacant commercial and industrial properties online.

Figure 16.2: Future Land Use Map



FUTURE LAND USE CLASSIFICATIONS

Future Land Use descriptions, except Mixed Use as defined below, are detailed on pages 48 through 51.

MIXED USE

The mixed use classification is intended for a combination of high-activity uses within a connected and walkable block layout. These areas may be characterized by individual buildings that contain a mixture of uses or by different single use buildings near one another. Appropriate uses include restaurants, retail and professional services, offices, multifamily apartments or condominiums, townhomes, and recreational amenities. Building facades should utilize quality materials and first floor commercial uses should include large windows. These areas should serve and connect to nearby residential neighborhoods.

TOWN OF ROACHDALE PLAN

TRANSPORTATION

Goal 1: Leverage local resources and funding from the State, such as Community Crossings grants, to upgrade and maintain the existing roadway network.

In 2021, the Town of Roachdale received a $244,601 Community Crossings grant from the Indiana Department of Transportation (INDOT) to help cover 75% of the costs of a downtown roadwork project. The project included sidewalk replacement, installing new curbs, and paving Washington Street from the CSX railroad crossing to Meridian Street. Building off this momentum, the Town should continue to leverage funds to pursue additional roadway improvements.

Action Items:

- Maintain a list of roadways within the community that need maintenance, especially well-traveled roadways in key development areas.
- Identify areas where sidewalk and curb improvements are needed to enhance accessibility.
- Budget local funds to be used as match requirement for future Community Crossing Matching Grant funding cycles, which are currently offered twice per year.

INFRASTRUCTURE

Goal 1: Identify and address infiltration and inflow issues within the sanitary sewer system to ensure the Town has capacity to serve existing and future residents and businesses.

The Town of Roachdale provides natural gas, water, sanitary sewer, and stormwater services to the Town of Roachdale and some surrounding properties. The water system was updated in 2014 and remains in good condition with the capacity to serve additional customers. The source of Roachdale drinking water is groundwater produced from three wells, two of which are active. The Roachdale wastewater treatment 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 system in 2017, but the system continues to experience significant issues with infiltration and inflow during heavy rainfall events. To resolve these concerns, Roachdale is pursuing grants to upgrade the system, including lining the sewers and installing a catch basin.

Action Items:

- Continue to invest local funds and pursue state grants to address issues with the Town's wastewater system.
- Update the Town's website as investments are made to increase awareness amongst current residents and potential investors.

Goal 2: Use Roachdale's recent Broadband Ready designation to assist local providers with service and capacity improvements.

In 2015, the Federal Communications Commission (FCC) defined broadband access as delivering internet service at download speeds of at least 25 megabits per second (Mbps) and upload speeds of at least 3 Mbps. Although TDS Telecom serves Roachdale at these speeds, residents have reported connectivity and speed issues. Some have reported that internet service is slow, unreliable, or inaccessible. New residents, for instance, have reported difficulty connecting to the Internet since the local provider has reached its capacity and cannot take new customers. Near the end of the comprehensive planning process, TDS began installing additional lines around town, that will hopefully increase broadband capacity and service to the community.

Post-pandemic, high-speed Internet has become a necessity, especially for rural communities where broadband is used for schoolwork, healthcare appointments, job applications and interviews, telecommuting, and more. Consequently, FCC chairwoman Jessica Rosenworcel proposed raising minimum broadband speeds to 100 Mbps for downloads and 20 Mbps for uploads. To pave the way for improved local service and capacity at or above this level, Roachdale passed an ordinance to become a Broadband Ready Community in May 2023. Roachdale's actions, and new designation, indicates that the community has taken steps to reduce barriers to broadband infrastructure investment. The next step is to continue working with local providers to encourage investment in broadband infrastructure.

Action Items:

- Ensure TDS Telecom and other potential providers are aware of the Broadband Ready Community status and continue conversations regarding fiber network improvements.
- Advertise Broadband Ready Community status on the town's website.



View looking east along E. Washington Street.

TOWN OF ROACHDALE PLAN

NATURAL RESOURCES

Goal 1: Protect water resources in Roachdale, including the local watershed and underlying aquifers.

The Town of Roachdale is located within the Big Raccoon Creek Watershed. This watershed starts to the northeast near Advance, Indiana and flows southwest through Ladoga and Roachdale into Cecil M. Harden Lake. According to the Indiana Department of Environmental Management (IDEM), the Big Raccoon Creek Watershed has impaired stream segments for E. coli and impaired biological communities. Pollution within the watershed largely stems from adjacent agricultural use. To address water quality impairments, IDEM recommends habitat and riparian improvement, livestock fencing to keep them out of streams, and planting cover crops to prevent soil and nutrient loss from agricultural fields.

The Town of Roachdale also sits above two aquifers: the Till Veneer Aquifer System and the Borden Group Aquifer System. The latter is a bedrock aquifer and where most wells terminate. Since Roachdale receives its water from wells, it's important to minimize any risk of contamination by taking proper steps to preserve water quality on the surface.

Action Items:

- Inform residents and businesses about groundwater protection by including information on the Town website.
- Preserve open space, when possible, to encourage groundwater infiltration, especially when that space can also be utilized as a park of recreation amenity.
- Promote the annual Tox-Away Day in Greencastle to encourage residents to safely dispose of household hazardous wastes.



Preserving greenspace can encourage groundwater infiltration and improve water quality.

QUALITY OF PLACE

Goal 1: Implement recommendations of the downtown revitalization plan.

Roachdale: Direction to the Future (2018) is a revitalization plan developed for the Town of Roachdale through grant funding from the Office of Community and Rural Affairs (OCRA). The revitalization plan, created with input from residents and business owners, is intended to serve as a roadmap to prepare downtown Roachdale for a bright future as a thriving business district. The plan analyses existing conditions, identifies commercial development opportunities, outlines specific recommendations for historic buildings in the downtown district, and offers general guidelines and recommendations for improving downtown aesthetics.

Action Items:

- Identify specific short-, medium-, and long-term projects for downtown Roachdale based on recommendations from the revitalization plan and input from community members.
- Leverage grants from OCRA and the Putnam County Community Foundation to fund Lighter, Quicker, Cheaper projects downtown, including the addition of street furniture, signs, pavement markings, and landscaping.
- Facilitate discussions with property owners about façade improvement projects for downtown buildings.
- Partner with the Roachdale Revitalization Cooperative Alliance to expand events and programming downtown. Promote upcoming events on the Town website, Roachdale RCA website, and the Town Facebook page.



A mural painted along the side of a building on Railroad Street in Roachdale.

TOWN OF ROACHDALE PLAN

HOUSING

Goal 1: Increase the supply of workforce housing in Roachdale, including affordable single-family homes and apartments.

During the Roachdale town workshop, residents expressed a need for more housing options in the community. As of 2020, there were less than 350 total housing units in Roachdale, most of which were occupied single-family homes. Many of these homes are aging. According to the 2020 American Community Survey, 88.5% of housing units in Roachdale were constructed before 1980, compared to 51% for Putnam County and 56.9% for the State of Indiana. While older homes can add charm and character to a community, they can create problems if not properly maintained. To appeal to the needs and wants of future residents, including young, working-class families who may be attracted to the school system and small-town feel, Roachdale should promote a range of housing types at various prices. With annexation, there are opportunities to develop new single-family homes to the north of town. Additionally, Roachdale could increase local housing supply through infill development, adding more duplexes and small multi-family buildings throughout town.

Action Items:

- Pursue voluntary annexation of land to the north of town to develop new single-family subdivisions.
- Begin conversations with local developers about constructing affordable single-family homes and small multi-family buildings on infill lots throughout town.
- Amend the Town's zoning ordinance to remove barriers to duplexes and small multi-family buildings, including apartments and townhomes.



A single-family home in Roachdale on N Indiana St.

ECONOMIC DEVELOPMENT

Goal 1: Attract new businesses to create more retail and food options for current residents, as well as to support existing businesses through the development of a more robust customer base.

Through the public engagement process, the project team met with passionate local business owners that were excited about future economic growth. Although the town has experienced challenges in the past, including a loss of local businesses, some small businesses remain, many of whom are dedicated to Roachdale's success. For example, the town is currently home to Roachdale Hardware, a historic establishment which has been in operation since 1900, 9 East Bar & Grill, a laundromat, and two hair salons. A combination Family Dollar and Dollar Tree store was being constructed on E SR 236 and a barbecue restaurant was planning to open by year's end during the planning process. To support existing businesses, while also providing more options for residents, the Town should focus on attracting new businesses that fill empty niches. The more businesses there are, the more likely visitors will come from outside of town to patronize local establishments. By developing a more robust customer base, local businesses will have an easier time staying in operation.

Action Items:

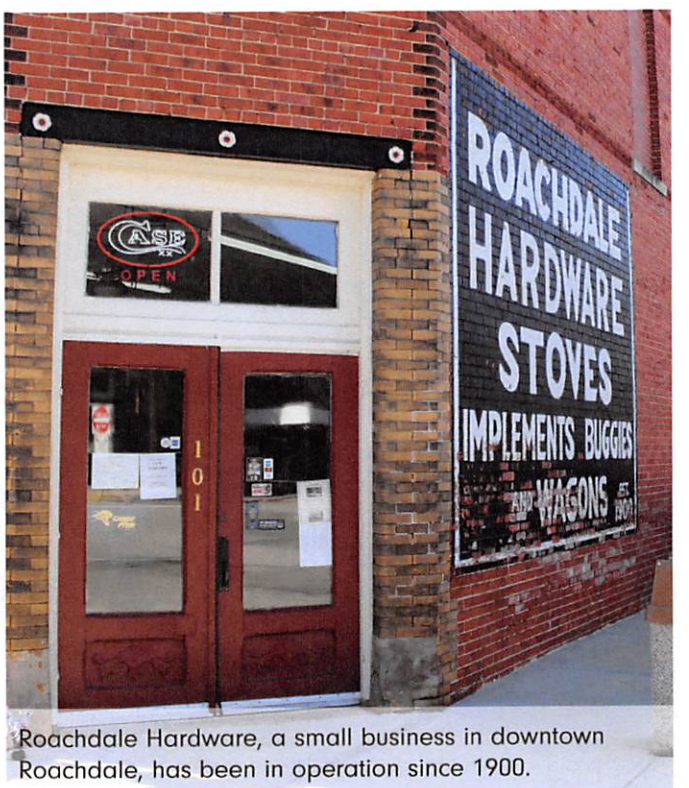
- Use social media, including Instagram and Facebook, to promote Roachdale as an enterprising community where local businesses thrive and support one another's success. Content could include posts about upcoming events, new offerings at local establishments, and interviews with business owners.
- Partner with the Putnam County Convention and Visitors Bureau to market Roachdale as a charming, inviting, and interesting community in Putnam County.
- Partner with the Greencastle/Putnam County Development Center to attract new businesses to Roachdale.

Goal 2: Connect small business owners to local support services.

In the age of online shopping, chain restaurants, and corporate retail, running a small business is a challenge, especially for entrepreneurs in rural communities. To support these individuals, the Town of Roachdale should connect current and prospective small business owners to helpful resources at the local, state, and federal level. Resources may include assistance in developing a business plan, assistance obtaining proper financing, networking opportunities, and mentorships.

Action Items:

- Establish a Roachdale Small Business Owners group to provide highly localized community support and promote the live-work lifestyle.
- Partner with the Putnam County Chamber of Commerce to connect local business owners to resources at the county level.
- Partner with the Greencastle/Putnam County Development Center to connect local business owners to additional county, state, and federal resources.



Roachdale Hardware, a small business in downtown Roachdale, has been in operation since 1900.

TOWN OF ROACHDALE PLAN

GOVERNMENT

Goal 1: Support efforts to create a Putnam County Area Plan Commission and Board of Zoning Appeals.

The Town of Roachdale formed a Plan Commission in 2015 to help facilitate the zoning process and address issues related to local development. Unfortunately, several seats on the Plan Commission sit vacant, making it difficult to properly serve the community. To resolve issues of limited capacity, Roachdale should support efforts to create a Putnam County Area Plan Commission and Board of Zoning Appeals. These bodies would serve the county and municipalities that choose to participate, allowing planning-related issues to be resolved quickly and efficiently.

Action Items:

- If an Area Plan Commission and Board of Zoning Appeals are formally established, have the Town Council pass an ordinance to participate, and choose a Town Council member to sit on the Plan Commission and Board of Zoning Appeals.
- Educate future Plan Commission and Board of Zoning Appeals members about their role, responsibilities, and planning best practices.



Roachdale's Town Hall located along Indiana Street.

IMPLEMENTATION

LAND USE

GOAL	**Reuse vacant and underutilized structures for new housing and employment growth.**		
ACTION ITEMS	Amend the Town's zoning ordinances to remove barriers to second floor residential units in downtown buildings.	Short-Term	Plan Commission
	Work with the Greencastle/Putnam County Development Center to list vacant commercial and industrial properties online.	Medium-Term	Town Council, Greencastle/ Putnam County Development Center

TRANSPORTATION

GOAL	**Leverage local resources and funding from the State, such as Community Crossings grants, to upgrade and maintain the existing roadway network.**		
ACTION ITEMS	Identify roadways within the community that need upgrades and maintenance, especially well-traveled roadways in key development areas.	Short-Term	Town Council
	Identify areas where sidewalk and curb improvements are needed to enhance accessibility.	Short-Term	Town Council
	Budget local funds to be used as match requirement for future Community Crossing Matching Grant funding cycles, which are currently offered twice per year.	Short-Term	Town Council

TOWN OF ROACHDALE PLAN

INFRASTRUCTURE

GOAL	**Identify and address infiltration and inflow issues within the wastewater system to ensure the Town has capacity to serve existing and future residents and businesses.**		
ACTION ITEMS	Continue to invest local funds and utilize state funds to pursue needed upgrades to the Town's wastewater system.	On-Going	Town Council, Utility Department
	Update the Town's website as investments are made to increase awareness amongst current residents and potential investors.	Short-Term	Town Council, Utility Department
GOAL	**Use Roachdale's recent Broadband Ready designation to assist local providers with service and capacity improvements.**		
ACTION ITEMS	Ensure TDS Telecom and other potential providers are aware of the Broadband Ready Community status adn continue conversations regarding fiber network improvements.	Short-Term	Town Council
	Advertise Broadband Ready Community status on the town's website.	Short-Term	Town Council

NATURAL RESOURCES

GOAL	**Protect water resources in Roachdale, including the local watershed and underlying aquifers.**		
ACTION ITEMS	Inform residents and businesses about groundwater protection by including information on the Town website.	Short-Term	Town Council
	Preserve open space, when possible, to encourage groundwater infiltration, especially when that space can also be utilized as a park/recreation amenity.	Medium-Term	Town Council, Plan Commission
	Promote the annual Tox-Away Day in Greencastle to encourage residents to safely dispose of household hazardous wastes.	Short-Term	Town Council

QUALITY OF PLACE

GOAL	**Implement recommendations of the downtown revitalization plan.**		
ACTION ITEMS	Identify specific short-, medium-, and long-term projects for downtown Roachdale based on recommendations from the revitalization plan and input from community members.	Short-Term	Town Council, Roachdale Revitalization Cooperative Alliance
	Leverage grants from OCRA and the Putnam County Community Foundation to fund Lighter, Quicker, Cheaper projects downtown, including the addition of street furniture, signs, pavement markings, and landscaping.	Medium-Term	Town Council
	Facilitate discussions with property owners about façade improvement projects for downtown buildings.	Medium-Term	Town Council
	Partner with the Roachdale Revitalization Cooperative Alliance to expand events and programming downtown. Promote upcoming events on the Town website, Roachdale RCA website, and the Town Facebook page.	Short-Term	Town Council, Roachdale Revitalization Cooperative Alliance

HOUSING

GOAL	**Increase the supply of workforce housing in Roachdale, including affordable single-family homes and apartments.**		
ACTION ITEMS	Pursue voluntary annexation of land to the north of town to develop new single-family subdivisions.	Medium-Term	Town Council
	Begin conversations with local developers about constructing affordable single-family homes and small multi-family buildings on infill lots throughout town.	Medium-Term	Town Council
	Amend the Town's zoning ordinance to remove barriers to duplexes and small multi-family buildings, including apartments and townhomes.	Short-Term	Plan Commission

TOWN OF ROACHDALE PLAN

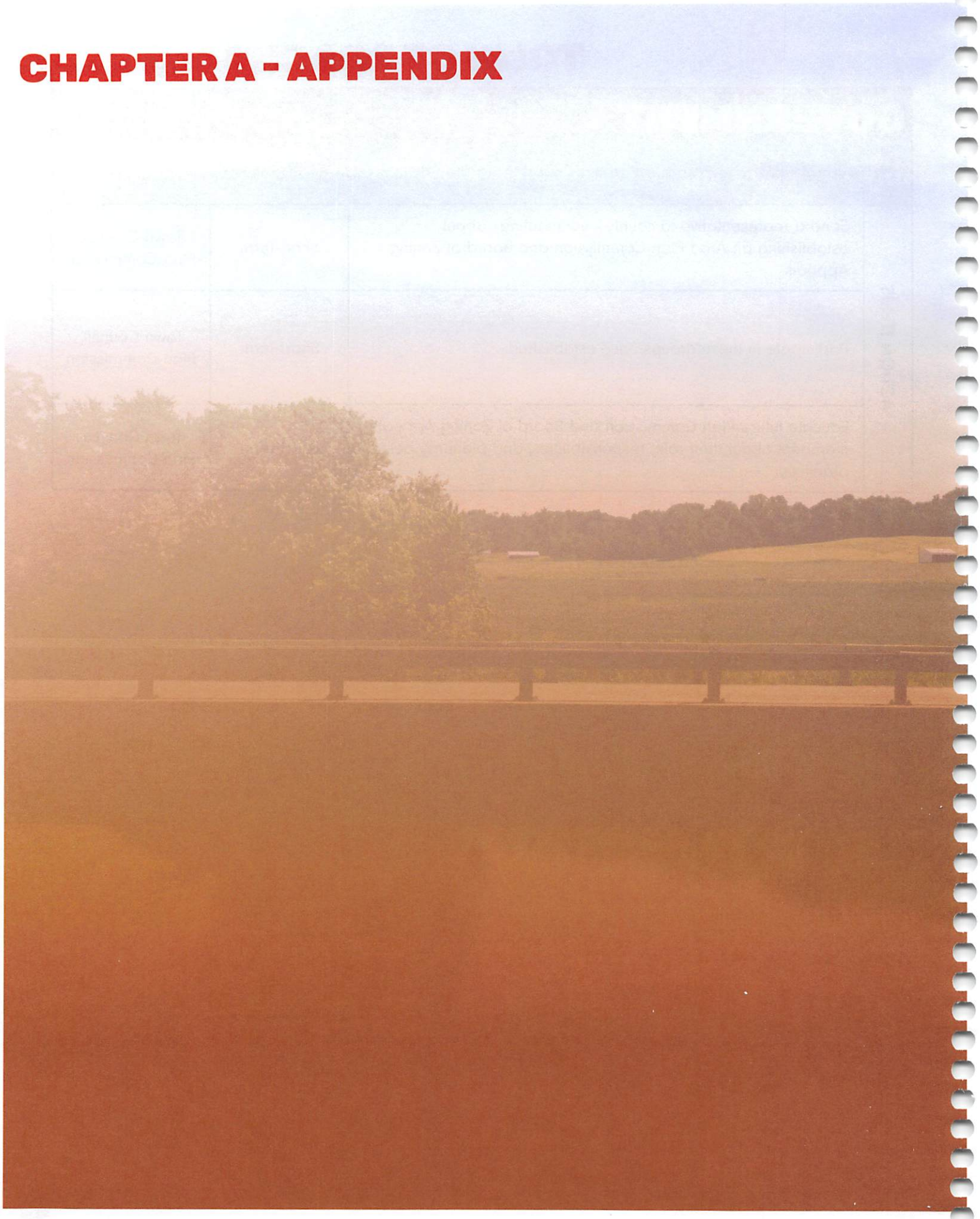
ECONOMIC DEVELOPMENT

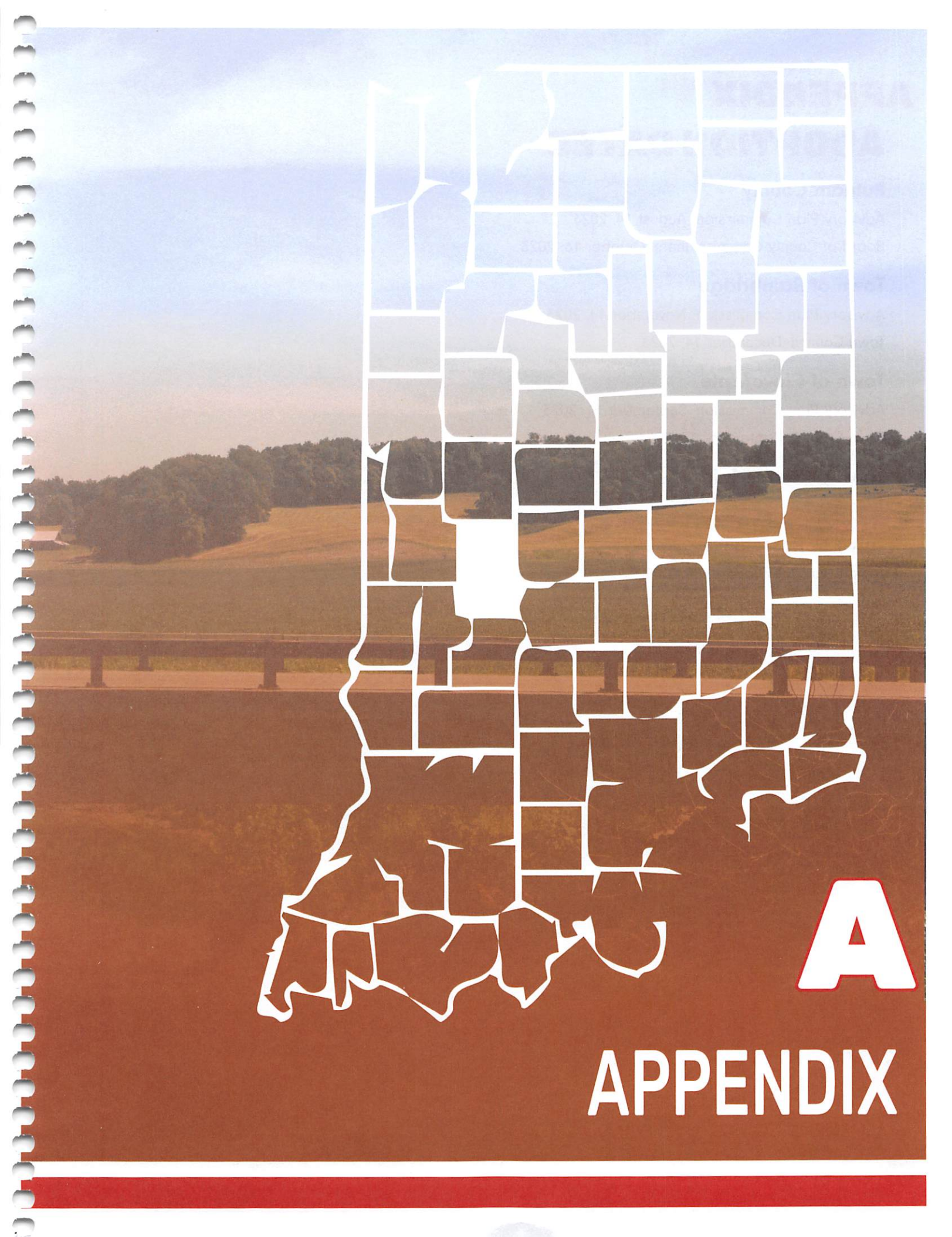
GOAL	**Attract new businesses to create more retail and food options for current residents, as well as to support existing businesses through the development of a more robust customer base.**		
ACTION ITEMS	Use social media, including Instagram and Facebook, to promote Roachdale as an enterprising community where local businesses thrive and support one another's success. Content could include posts about upcoming events, new offerings at local establishments, and interviews with business owners.	Short-Term	Town Council
	Partner with the Putnam County Convention and Visitors Bureau to market Roachdale as a charming, inviting, and interesting community in Putnam County.	Medium-Term	Town Council, Putnam County Convention and Visitors Bureau
	Partner with the Greencastle/Putnam County Development Center to attract new businesses to Roachdale.	Medium-Term	Town Council, Greencastle/ Putnam County Development Center
GOAL	**Connect small business owners to local support services.**		
ACTION ITEMS	Establish a Roachdale Small Business Owners group to provide highly localized community support and promote the live-work lifestyle.	Short-Term	Town Council
	Partner with the Putnam County Chamber of Commerce to connect local business owners to resources at the county level.	Short-Term	Town Council, Putnam County Chamber of Commerce
	Partner with the Greencastle/Putnam County Development Center to connect local business owners to additional county, state, and federal resources.	Medium-Term	Town Council, Greencastle/ Putnam County Development Center

GOVERNMENT

GOAL	**Support efforts to create a Putnam County Area Plan Commission and Board of Zoning Appeals.**		
ACTION ITEMS	Send a representative to county-level meetings about establishing an Area Plan Commission and Board of Zoning Appeals.	Short-Term	Town Council, Plan Commission
	Participate in these groups once established.	Short-Term	Town Council, Plan Commission
	Educate future Plan Commission and Board of Zoning Appeals members about their role, responsibilities, and planning best practices.	Short-Term	Town Council, Plan Commission

CHAPTER A - APPENDIX





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APPENDIX

APPENDIX

ADOPTION DATES

Putnam County

Advisory Plan Commission: August 14, 2023

Board of County Commissioners: October 16, 2023

Town of Bainbridge

Advisory Plan Commission: November 14, 2023

Town Council: December 14, 2023

Town of Cloverdale

Advisory Plan Commission: September 11, 2023

Town Council: September 12, 2023

Town of Roachdale

Town Council: October 18, 2023

Town of Russellville

Town Council: November 29, 2023