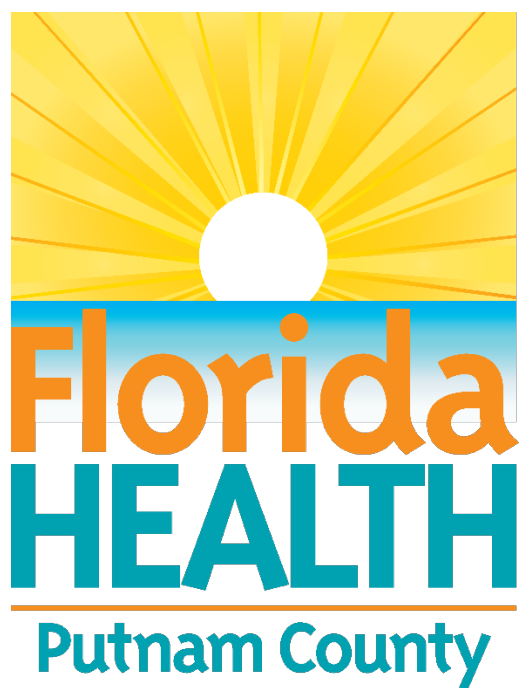


**Florida Department of Health in Putnam County**

**Community Health Assessment**

**2017 - 2022**



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## Executive Summary

The Florida Department of Health in Putnam County (DOH-Putnam) initiated a new community health improvement process in 2015. Local public health system partners joined forces to complete the Putnam County Community Health Assessment (CHA). Critical sectors were invited to participate in the development of Putnam County's CHA included local hospitals and health care organizations, local government, community based organizations, social service organizations, and schools.

Utilizing the National Association of City and County Health Officials (NACCHO) Mobilizing for Action through Planning and Partnerships (MAPP) framework, the planning team engaged in a comprehensive CHA that provided detailed information on health and quality of life in Putnam County. As part of this process, two of the four assessments were completed 2017: The Community Themes and Strengths Assessment, and the Community Health Status Assessment.

The community was engaged in a partnership to conduct a portion of the Community Health Needs Assessment (CHNA) for the hospital systems in our region and work together to gather data resulting in activities and programs that reflect the strengths, needs and resources of the community we serve. This effort is to ensure that investments in the community will be directed towards interventions likely to improve population health in Putnam County.

A small Focus Group Meeting, interviews with Key Informants in the community, and a Public Town Hall meeting were held to open discussions to determine the area of greatest health concerns facing Putnam County. Each person was invited to help decide the focus areas for strategies to improve the health of Putnam county residents and to encourage each to be part of the decision and implementation of strategies developed to improve the health and wellbeing of all citizens.

The Town Hall had over 50 attendees, included citizens, doctors, community leaders, Palatka Daily News reporter, and two County Commissioners. They engaged in an "open floor" discussion and the key concerns highlighted the following strategic areas: lack of affordable care, lack of insurance, lack of transportation, rate of diabetes, smoking/alcohol behaviors, teen pregnancy, mental health needs, dental care services, and the lack of ambulatory services; social and economic factors; and lastly social and cultural barriers.

DOH-Putnam's engagement of the community around these issues has resulted in a shared responsibility with our community partners to work together to implement programs to improve the health and wellbeing of all citizens.

In February of 2016, the Florida Department of Health in Putnam County participated in the kick-off of the Putnam County Economic Development Strategy. We also participated in the asset mapping exercise conducted by the Department of Economic Opportunity. Phase 1: The Competitive Assessment was a thorough evaluation of Putnam County's competitive position. Over 90 stakeholders participated in public meetings, focus groups, interviews, SWOT Assessment and Asset Mapping efforts.

In July 2018, the St. Johns River State College facilitated a Putnam County Quality of Life Report with the 2018 Bachelor of Applied Science Capstone class to determine specific metrics the team would like to see researched.

In August of 2018 The Department of Economic Development selected Putnam County as a 12-county pilot to improve economic development goals.

In 2019 we will be focusing on the Local Public Health System Assessment. The LPHSPA assessment can help identify strengths and weaknesses and determine opportunities for improvement for improvement in the local public health system.

### **Future Actions**

Meetings will be held with the Local Government in Collaboration (LOGIC) to review, analyze, and synthesize key findings from the CHA to inform the development of Putnam County's CHIP. Strategic health priorities will be identified through a facilitated process that examined cross-cutting strategic issues that emerged in the CHA.

A CHIP is a strategic plan to address public health priorities in a community and defines how local public health system partners will work together to improve the health of Putnam County. Priority areas in the CHIP are selected based on the health challenges identified in the CHA. When establishing health priorities for Putnam County's CHIP, feasibility, impact on health outcomes, and the promotion of health equity will be considered.

As a member of the community, we welcome your feedback and collaboration to achieve the goals established in Putnam County's CHIP. To become involved, contact the Florida Department of Health in Putnam County at [LiveWellPutnam@flhealth.gov](mailto:LiveWellPutnam@flhealth.gov).

## **Acknowledgements**

Community ownership is a fundamental component of the MAPP process. Broad participation from the range of partners that comprise the local public health system is essential to a successful MAPP process. The Florida Department of Health in Putnam County thanks the following organizations who contributed to the Putnam County Community Health Assessment.

Azalea Health  
Bethlehem Baptist Church  
Cancer Center of Putnam  
Crestwood Nursing Home  
Farm Worker Ministry (Catholic Charities)  
Gentiva Home Health  
The Hanley Center Foundation  
Haven Hospice  
Healthy Start of Putnam County  
Keep Putnam Beautiful  
Lakewood Nursing Center  
North Central Florida Healthy Start Coalition  
Palatka Pride  
Palatka Christian Services Center  
Palatka Daily News  
Palatka Housing Authority  
Putnam Blueways and Trails  
Putnam Community Medical Center  
Putnam County Chamber of Commerce  
Putnam County Commissioners  
Putnam County Citizens  
Putnam County Public Safety Coordinating Council  
Ride Solutions  
Stewart Marchman Act Behavioral Health Center  
Suwannee River AHEC

DOH-Putnam Health Officer/Team  
DOH-Putnam Students Working Against Tobacco (SWAT)

## MAPP Process Overview

The local public health system includes all people and organizations that contribute to the health of those who live, work, learn, and play in a community. Local public health system partners convened to develop the Putnam County Community Health Assessment (CHA). The Mobilizing for Action through Planning and Partnerships (MAPP) framework guided the development of Putnam County's CHA. The MAPP framework helps communities conduct a comprehensive community health assessment, identify and prioritize public health issues, and develop goals and strategies to address them.



The MAPP process consists of 6 phases outlined below:

- Phase 1: Organize for Success/Partnership Development
  - Lead organizations begin planning the MAPP process and enlisting other community organizations to participate in the process.
- Phase 2: Visioning
  - The community develops a shared vision for Putnam County and common values to determine an ideal end point for the MAPP process.

### **Community Health Assessment**

- Phase 3: The Four MAPP Assessments
  1. Forces of Change Assessment: The impact of forces, such as legislation and technology, that affect the context of the community are evaluated.
  2. Local Public Health System Assessment: Comprehensively examines organizations from across multiple sectors and their contribution to the public's health.
  3. Community Themes and Strengths Assessment: Examines health issues Putnam County residents feel are important and the assets the community possesses to address those issues.
  4. Community Health Status Assessment: Investigates health outcomes and quality of life at a detailed level. Health issues are identified and highlighted by gathering data for a variety of indicators and analyzing differences across time periods, among population subgroups, or with peer, state, or national data.

### **The Community Health Improvement Plan (CHIP) Action Planning will begin in 2019 and will involve the following steps.**

- Phase 4: Identify Strategic Issues
  - This phase takes data from all four assessments and identifies the most critical issues that must be addressed for Putnam County to achieve its vision.
- Phase 5: Formulating Goals and Strategies
  - After identifying a list of strategic issues, broader goals addressing these issues are created and specific strategies to meet these goals are developed.
- Phase 6: Action Cycle
  - Strategies are planned, implemented, and evaluated in a continuous cycle which celebrates successes and adapts to new challenges.

# Forces of Change Assessment



## **Forces of Change Assessment**

The Forces of Change (Foc) Assessment is used in the MAPP process to identify the trends, factors, and events that are likely to influence community health and quality of life, or impact the work of the local public health system in Putnam County. This assessment results in a comprehensive, focused list identifying key forces affecting health in Putnam County. The FoC assessment answers the following questions:

- What is occurring or might occur that affects the health of the community or the local public health system?
- What specific threats and opportunities are generated by these occurrences?

Traditionally, the National Association of City and County Health Officials (NACCHO) MAPP planning manual is used to design the FoC Assessment. The Florida Department of Health in Putnam County had the unique opportunity to participate in the development of the Putnam County Economic Development Strategy.

### **Introduction**

Despite abundant natural resources, a high quality of life, and numerous business opportunities, at times it has seemed that Putnam County has been left behind during this regional boom. The county lost both population and jobs, new home construction has been flat, and local schools face performance challenges.

These and other challenges – perceived and real – in Putnam County have led to negative reporting throughout Florida and the compounding of a poor image of the community to both residents and outsiders.

Recognizing the need to face these perceptions and challenges, Putnam County and State leadership worked with the Florida Department of Economic Opportunity (DEO) to issue a Competitive Florida Partnership grant to help Putnam County find creative solutions to foster a vibrant, healthy community

### **Methodology**

In February of 2016, over 90 stakeholders including employers, public leaders, and citizens participated in public meetings, focus groups, interviews, and SWOT Assessment.

On April 27<sup>th</sup>, 2016, DOH-Putnam also participated in the asset mapping exercise conducted by the Department of Economic Opportunity as part of the team that toured and documented opportunities for enhancement of the Social and Health Care Resources to review the forces that impact Putnam County and its public health system.

Key factors for Putnam County are: Workforce and Education, Infrastructure, Tourism, Organizational Resources, Social and Health Care Resources and finally Employers in Putnam County.

- The Competitive Assessment was a thorough evaluation of Putnam County's competitive position, strengths and challenges.
- The SWOT Assessment summarizes the County's strengths, weaknesses, opportunities and threats across major economic development driver's: Talent & Education; Infrastructure; Business Climate; Quality of Life; and Entrepreneurship.

The effort identified a list of trends, factors, and events that could affect the health of Putnam County in the next two to three years.

- Trends are patterns over time such as age distribution within the community has widespread implications for public investments in areas such as health care, education, and workforce training of a smaller Young Professional population.
- Factors are discrete elements such as a community's rural setting, perceived crime rates and high poverty levels. High poverty levels are often the result of limited good job opportunities in a community and put heavy demands on social services.
- Events are one-time occurrences such as a hospital leadership changes, a natural disaster, or the change in leadership in the County.

## **Results**

Some of the key themes and takeaways revealed in the following section include:

# EDUCATION & WORKFORCE

## STRENGTHS

- First Coast Technical College is successfully implementing training programs in collaboration with local businesses.
- St. John's River State College is an asset for 2- and 4-year degrees in the county.
- In addition to local residents, Putnam County draws nearly half its workers from the broader region – indicating that employers can draw from a larger and more diverse workforce than seen only in the county.

## WEAKNESSES

- Putnam County has low levels of educational attainment and workforce participation rates.
- The internal and external perception of PK12 public schools in Putnam County is poor.
- Putnam County's population is both aging and declining, which presents challenges for businesses seeking a young and stable workforce.

## OPPORTUNITIES

- Educational programs at First Coast Technical College can be further expanded and aligned to meet talent needs.
- There is an opportunity to expose middle and high school students to more local training programs and career opportunities.
- Local students could participate more in regional programs, such as Earn Up.

## THREATS

- Continuing poor performing schools will cause businesses and families with the means to seek better education for their children to leave the county.

# INFRASTRUCTURE

## STRENGTHS

- Power and gas are affordable and available in Putnam County.
- CSX provides rail infrastructure for industrial businesses in Putnam County.
- The Business Park has available land and spec buildings.
- The Palatka Municipal Airport serves businesses and tourists, and the Kay Larkin Airport Industrial Park has available space for small industrial businesses.
- Putnam County has strong boating infrastructure and trail networks.

## WEAKNESSES

- There is a lack of fully developed and updated industrial sites.
- Water and sewer connectivity is highly limited in the Western parts of the county.
- No direct interstate access makes Putnam County less competitive for greenfield development.
- Housing is relatively unaffordable for residents of Putnam County, and there is very little new housing available for rent or purchase.

## OPPORTUNITIES

- There is an opportunity to further utilize the Barge Port for ship construction if Shands Bridge is replaced. This will require cooperative discussion with regional partners.
- Completion of the FDOT 4-lane extension will allow for improved distribution access to the county.
- Improved parking and access to the river would further increase utilization by residents and visitors.

## THREATS

- Lack of housing stock, particularly rental units, leads many skilled workers to live outside of the county. Availability of affordable rental units is particularly important for younger workers and professionals.

# BUSINESS CLIMATE & ENTREPRENEURSHIP

## STRENGTHS

- Stakeholders cited having a positive experience working with the Chamber, SBDC, and Main Street Program.
- The State of Florida has no income tax and provides strong tax incentives for manufacturing.
- The number of small businesses is more concentrated and in Putnam County than state and national averages – indicating a strong entrepreneurial spirit and availability of supportive resources.

## WEAKNESSES

- Stakeholders cited difficulty working with City of Palatka's permitting department, but there are signs that this is improving.

## OPPORTUNITIES

- There is opportunity to grow and further connect local businesses with additional resources, such as funding sources and advising for small businesses.
- Empty buildings in downtown Palatka could be developed into incubator spaces for small businesses at relatively low cost.
- There is opportunity to leverage regional economic development and tourism resources, such as JAXUSA Partnership and VISIT FLORIDA, to promote awareness of local opportunities.

## THREATS

- Local companies have threatened to relocate if tax incentives or abatements were not provided.
- The decrease in funding to Enterprise Florida could limit the number prospects coming to Putnam County from the state.
- Limited internal and external awareness of business opportunities in Putnam County could continue to prevent investment.

# QUALITY OF PLACE & TOURISM

## STRENGTHS

- Putnam County has tremendous natural resources and outdoor recreation opportunities, including St. John's River, Ravine Gardens State Park, Rodman Lake, various trails, and some vineyards.
- There are numerous events and festivals in Putnam County, including many bass tournaments, regattas, and other water-related events.
- Stakeholders cited that they enjoy the small town living while still having access to a large metro.
- The county has a rich cultural history, from archeological sites to the David Browning Railroad Museum.
- Putnam County has many health care facilities.

## WEAKNESSES

- There is a lack of awareness, both internally and externally, of the natural resources and outdoor recreation opportunities present in Putnam County.
- Local organizations lack of funding to promote Putnam County's quality of place and tourism offerings.
- There is a perception that Putnam County has high crime, but statistics show that violent and property crime rates are well below Jacksonville Metro, state, and national averages.
- The county does not have enough and up-to-date sports facilities to serve local children or support attracting sports tournaments.

## OPPORTUNITIES

- Increased marketing of recreational and lifestyle assets in Putnam County could increase awareness among potential visitors and residents.
- Outdoor recreation assets would benefit from increased investment in their product, access, and parking.

## THREATS

- Internal and external perceptions are some of the greatest threats facing Putnam County.
- A perception that Putnam County has high crime rates could deter businesses and individuals from locating in the county.
- A lack of awareness of the many recreational opportunities will lead to underutilization by residents and limit visitors.

# Local Public Health System Assessment

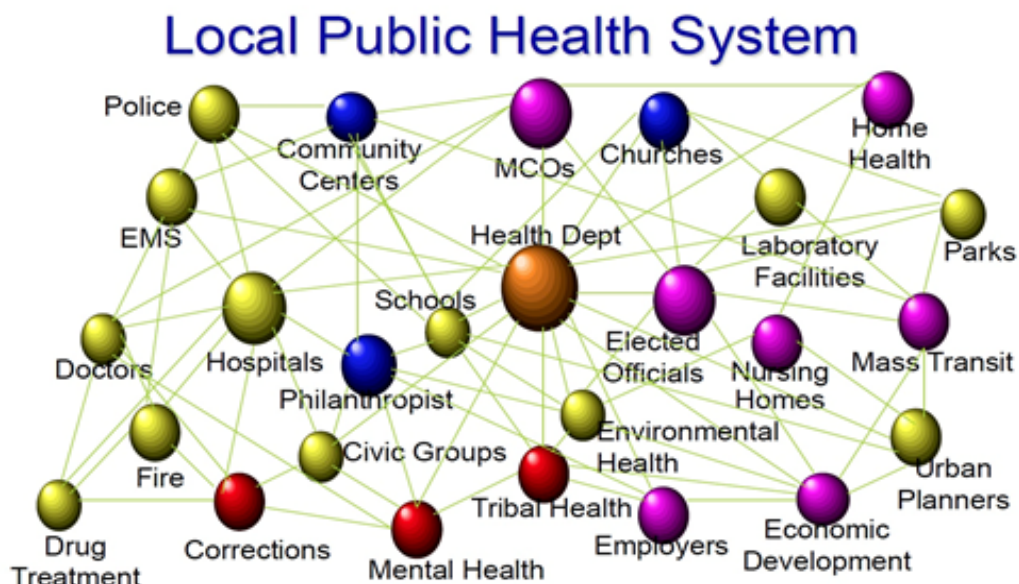
## Local Public Health System Assessment

The Local Public Health System Assessment (LPHSA) will be conducted as a part of the MAPP process to measure how well different local public health system partners work together to deliver the 10 Essential Public Health Services. This assessment sought to answer the following questions:

- What are the activities, competencies, and capacities of the local public health system?
- How are the 10 Essential Public Health Services being provided to the community?

The local public health system is defined as all public, private, and voluntary entities that contribute to the delivery of essential public health services within a jurisdiction. This framework recognizes the many entities that contribute to the health and well-being of a community, including:

- Public health agencies at state and local levels
- Healthcare providers
- Public safety agencies
- Human service and charity organizations
- Education and youth development organizations
- Recreation and arts-related organizations
- Economic and philanthropic organizations
- Environmental agencies and organizations





The 10 Essential Public Health Services are the core public health functions that should be undertaken by every community, and they provide a framework for the LPHSA. The public health wheel below shows the three core functions of public health (Assessment, Policy Development, and Assurance) that revolve around the wheel of the 10 Essential Public Health Services.



- ES 1: **Monitor health status** to identify and solve community health problems.
- ES 2: **Diagnose and investigate** health problems and health hazards in the community.
- ES 3: **Inform, educate, and empower** people about health issues.
- ES 4: **Mobilize community partnerships** and action to identify and solve health problems.
- ES 5: **Develop policies and plans** that support individual and community health efforts.
- ES 6: **Enforce laws and regulations** that protect health and ensure safety.
- ES 7: **Link people to needed personal health services and assure the provision of health care** when otherwise unavailable.
- ES 8: **Assure a competent** public and personal health care **workforce**.
- ES 9: **Evaluate effectiveness, accessibility, and quality** of personal and population-based health services.
- ES 10: **Research for new insights** and innovative solutions to health problems.

# Community Themes and Strengths Assessment

Putnam County, Florida  
2017

## Community Themes and Strengths Assessment

The Community Themes and Strengths Assessment (CTSA) gathered the community's perspective on health and quality of life in Putnam County. The CTSA focused on gaining the thoughts, opinions, and perceptions of community members to develop a meaningful understanding of the issues impacting Putnam County. The CTSA answers the following questions:

- What is important to the community?
- How is quality of life perceived in the community?
- What assets does the community have that can be used to improve community health?

In order to gain the community's perspective on health and quality of life in Putnam County, the CTSA was completed in collaboration with local not-for-profit hospitals that were conducting a Community Health Needs Assessment (CHNA). As part of this process, key informant interviews, focus groups, and town hall meetings were conducted that gathered more in depth information from community residents about health and quality of life in Putnam County.

### Key Informant Interviews, Focus Groups, and Town Hall Meetings

Community input was gathered through a total of 5 key informant interviews, focus groups, and town hall meetings in Putnam County (see Table 1). The 50 participants in this process provided insight on a wide range of community health issues, including barriers to accessing health services, prevalence of certain health conditions, social determinants of health, and health disparities faced by the residents of Putnam County.

Local community health experts were identified and selected to participate as key informants. Additionally, community health experts assisted in the design, marketing, and implementation of focus groups and town hall meetings to promote participation from the target populations identified. Selected topics and questions, reported in Appendix A, B, and C, were designed for each interview type.

Table 1. Total Interviews and Meetings Included in Qualitative Analysis.

Type of Interview	Number of Interviews
Putnam County	5
<b>Focus group</b>	1
<b>Key informant interview</b>	3
<b>Town hall</b>	1

All input received was coded to assess the frequency with which community health issues were mentioned. In addition, severity ratings were also assigned on a scale ranging from 0 (Doing well) to 4 (High severity) using the following criteria.

- Doing well (0):
  - The topic is mentioned.

- The topic is not perceived as an issue in the community (e.g., Health topic is described as performing well against benchmarks).
- Low severity (1):
  - The topic may be mentioned several times.
  - Although the health topic could perform better when compared to benchmarks, there are other more urgent health concerns in the community.
  - Existing resources or interventions to address the issue are adequate to meet the health needs of the community.
- Medium-low (2):
  - The topic is mentioned several times.
  - The health topic could perform better when compared to benchmarks and there is evidence of health disparities for this health topic, but there are other more urgent health topics in the community.
  - Resources or interventions are needed address this health concern.
- Medium-high (3):
  - The topic is mentioned throughout the interview or meeting in response to several questions or it may be stated that this is a severe health issue in response to a specific question (e.g., County is described as performing poorly against benchmarks).
  - The health topic may be prioritized over other health issues or it may be indicated that clear health disparities exist in the community for this health topic.
  - Resources or interventions to address the health issue are needed.
- High severity (4):
  - The topic is mentioned throughout the interview or meeting in response to several questions or it may be stated that this is a severe issue in the community in response to a specific question (e.g., County is described as performing poorly against benchmarks).
  - The health topic may be prioritized over other health issues or it may be indicated that clear health disparities exist in the community for this health topic.
  - Although there is great concern about this issue, no or very limited resources are dedicated to the issue.

### **Individuals Providing Community Input**

Focus groups and town hall meetings provided the opportunity to gain insight from individuals who represent the broad interests of Putnam County. Table 2 depicts the various public health professions and target populations represented in the Focus Groups and Town Hall Group representation. The demographics of the participants are summarized in Table 3.

In contrast, key informant interviews were conducted to gather input from public health and community experts. Table 4 depicts the key informant interviews by profession and target populations represented.

Table 2.

The table below depicts the various public health professions and target populations represented in the Focus Groups and Town Hall Group representation.

**Description of Focus Group and Town Hall Population Representation.**

Organization	Public Health Professions	Populations Represented
Bethlehem Baptist Church	Pastor	Elderly Low Income/Minorities General Population
Board of County Commissioners		General Population
Cancer Center of Putnam	Director	Cancer Low income Uninsured/Underinsured
Putnam Community Medical Center	CEO (new and outgoing), CFO (new), Doctors, and Nurses	General population Emergency Dept.
Hispanic Ministries	Director	Immigrants/Hispanics Low income Underinsured/Uninsured
Healthy Start of Putnam	Director	General population Moms/Children
St. Johns River State College	Staff	College students
Palatka Christian Service Center	Director Homeless Coalition Community Organizer	Low income Homeless Uninsured/Underinsured
Lakewood Nursing Home And Crestwood Nursing Home	Directors and Nurses	Elderly Low income Chronic Diseases
Putnam Trails And Keep Putnam Beautiful	Community Organizers	Cultural competency Bike/Pedestrians Built Environment
Ride Solutions	Transportation for the Disadvantaged	Elderly Low Income General population
DOH-Putnam	Senior Leader and DOH-Putnam Staff, SWAT, Mental Health and Trauma Staff	Cultural competency Moms/Children Trauma Victims Uninsured/Underinsured General population
Private Practice Staff	Dieticians, Pediatricians, Mental Health Professionals, SRAHEC	Chronic Diseases Children Low income General Population
Putnam County Citizens		Activists Minorities, Low Income, Uninsured/Underinsured

Table 3.  
Demographic Characteristics of Focus Group and Town Hall Meeting Participants.

Type of Interview	Putnam County (N)
Race/Ethnicity	
<b>Caucasian</b>	39
<b>Black</b>	6
<b>Hispanic</b>	1
<b>Other</b>	1
<b>Not reported</b>	0
Language Other than English	
<b>German</b>	1
<b>Spanish</b>	3
<b>Other</b>	1
<b>None</b>	40
<b>Not reported</b>	2
Education	
<b>GED</b>	6
<b>High school graduate</b>	7
<b>Associate's degree</b>	9
<b>Bachelor's degree</b>	11
<b>Master's degree</b>	8
<b>Doctorate degree</b>	5
<b>Not reported</b>	1
Area	
<b>Metropolitan</b>	2
<b>Rural</b>	34
<b>Suburban</b>	0
<b>Urban</b>	6
<b>Unsure</b>	2
<b>Unreported</b>	3
Insured	
<b>Yes</b>	43
<b>No</b>	3
<b>Not reported</b>	1
Employed in Public Health	
<b>Yes</b>	24
<b>No</b>	22
<b>Not reported</b>	1
Parent	
<b>Yes</b>	32
<b>No</b>	15
<b>Not reported</b>	0

Table 4. Description of Key Informant Population Representation.

Organization	Public Health Professions	Populations Represented
<b>DOH-Putnam</b>	Director	General population Low income Uninsured/Underinsured
<b>Farm Worker Ministry</b>	Director	Rural population Hispanics Farm workers Adults
<b>Heart of Putnam</b>	Director	Low income Families Faith based

## Qualitative Findings

Based on the methodology described above, the following issues were identified as those of greatest concern to community health in Putnam County, and are presented in general order of importance.

### Access Issues

One of the chief barriers to improving community-wide health outcomes is the inability to access available resources. Causes of inaccessibility include, but are not limited to, lack of knowledge of available services, transportation, lack of affordable care, and unaffordable health insurance. The interviews and meetings revealed that these social determinants of health disproportionately affect Putnam County's low socio-economic status groups, migrant, and Hispanic populations. Moreover, cultural differences were often described as a barrier to accessing care.

**Lack of Transportation.** Individuals providing input expressed concern about a lack of reliable public transportation that made it difficult to access health care services. Lack of reliable transportation significantly impacts low-income, Hispanic, and elderly populations. Transportation barriers contribute to missed appointments and failure to seek care for health concerns. Infrastructure is an issue with over 11,000 miles of unpaved roads in Putnam County.

**Lack of Knowledge about Services.** A common theme throughout the interviews and meetings was that Putnam County residents often lack knowledge of the services and resources that are available to assist them in reaching and maintaining positive health outcomes. Although this was identified as a concern for residents in general, those lacking English proficiency and the elderly were reported as populations more likely to have low knowledge of available services. Overall, there was consensus for the need for a centralized resource center in the community that focuses on connecting people to services.

**Lack of Affordable Care and Low Usage of Preventative Care.** A common theme throughout the interviews and meetings was concern about both the cost of health services for primary care and low usage of preventative care services. Lack of access to affordable care was reported to greatly impact residents that are low-income, working poor, uninsured or underinsured, and migrants. It was reported that lack of access to affordable health care commonly results in overuse of the emergency room. An associated concern was related to difficulty accessing physicians and specialist services. Participants described difficulty accessing services for rehabilitative care, prenatal care, behavioral health care, and dental care.

**Lack of Access to and Affordability of Insurance.** Lack of access to affordable health insurance was described as a major concern in Putnam County, particularly for lower-income, working poor, and elderly residents. Minority populations were also described as being greatly impacted by unaffordable insurance.

### **Chronic Diseases and Health Behaviors**

Chronic diseases were the most frequently raised health issues by the interviewees in Putnam County. Overall, diabetes and cancer were frequently mentioned health conditions. The health behavior of greatest concern in Putnam County was drug use. Poor diet and nutrition, limited physical activity, and unsafe sex also were also mentioned, although these were not reported as major health concerns in Putnam County. Unhealthy diets were attributed to limited access to healthy foods in many neighborhoods. Insufficient knowledge about nutrition was mentioned in many interviews as a contributing factor to health conditions.

### **Quality of Life Concerns**

Lack of access to needed services, poverty, unemployment, and basic needs insecurity were revealed as issues impacting quality of life in Putnam County. Fewer resources, services, and lack of access to health care were provided as explanations for the reduced quality of life among residents living in rural areas of Putnam County. One asset is that Putnam is a generous community and will rally behind a cause.

### **Overall CTSA Results**

Health priorities identified in town hall meetings, focus groups, and key informant interviews included:

- Insufficient health education
- Lack of knowledge about services
- Lack of transportation
- Lack of affordable care
- Addiction
- Diabetes
- Cancer



# Community Health Status Assessment

Putnam County, Florida  
2017

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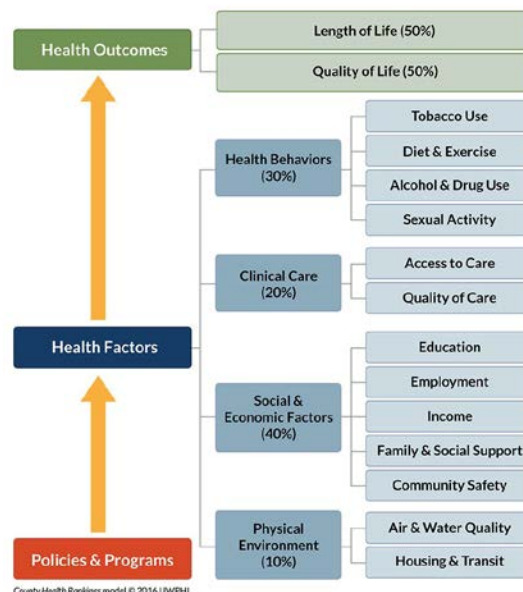
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## Community Health Status Assessment

The Community Health Status Assessment (CHSA) provides quantitative data on the health status, quality of life, and risk factors in a community. This assessment answered the following questions:

- How healthy are our residents?
- What does the health status of our community look like?

When creating a community in which all residents can achieve optimal health, it is important to consider the multiple factors that influence health. Clinical care has a relatively small impact on the overall health of a community (University of Wisconsin Population Health Institute, 2014). Over the past decade, there has been increased focus on the social, economic, and environmental factors that determine health outcomes. This has resulted in a growing understanding of the impact that the social determinants of health (SDOH), including place, income, and education, have on a person's opportunity to be healthy. The leading SDOHs are differences in income and education which in turn affect health behaviors, environmental exposures, and access to health care.



As such, the CHSA examined a broad range of health indicators, including population and socioeconomic characteristics, health resource availability, maternal and child health, morbidity, and mortality. The data included in this report is specific to Putnam County and for comparison purposes data is presented for the state of Florida. Throughout this report, data is also presented by race and ethnicity.

# Putnam County

In 1849, Putnam County became Florida's 28<sup>th</sup> county when it was created from parts of St. Johns, Alachua, Orange, Duval and Marion Counties. Situated in the northeastern region of Florida, Putnam County is centrally located between Jacksonville, Gainesville, St. Augustine and Daytona Beach. With a total land area over 700 square miles<sup>1</sup>, Putnam County is home to the cities of Palatka and Crescent City, as well as several towns and unincorporated areas.



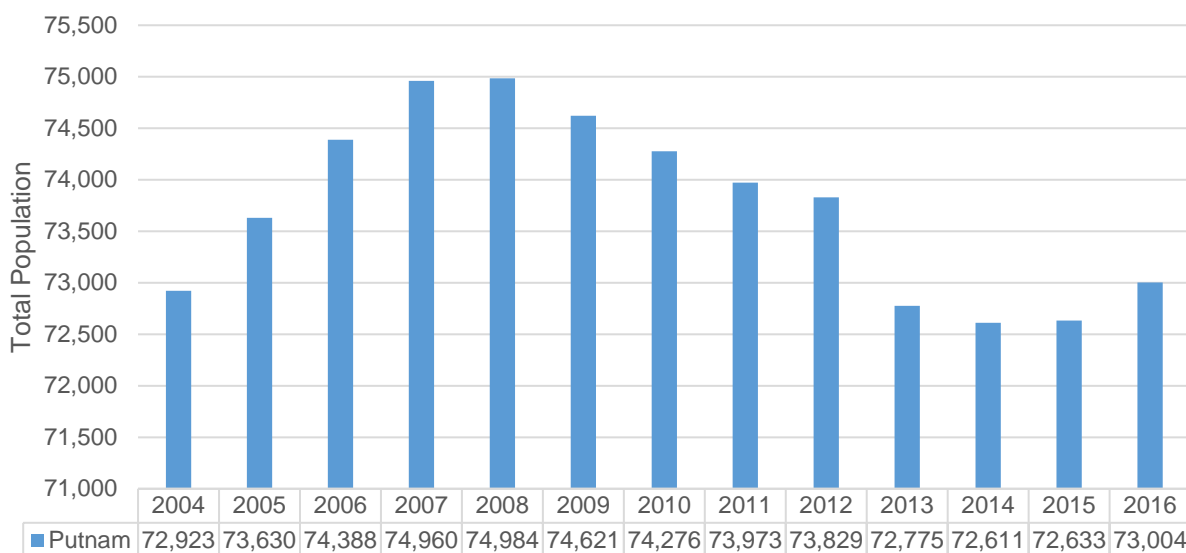
## Demographic and Socioeconomic Profile

The demographic and socioeconomic characteristics of the residents of Putnam County are presented in this section. These indicators provide background context for specific health needs in the community and provide information imperative to the identification of barriers and gaps in the health care system.

### Demographic Characteristics

The table below shows the population estimates of Putnam County from 2004 to 2016. In 2016, the total population of Putnam County was estimated to be 73,004. In 2008, Putnam County recorded its largest population of 74,984.

Total Population, Putnam County, 2004–2016.



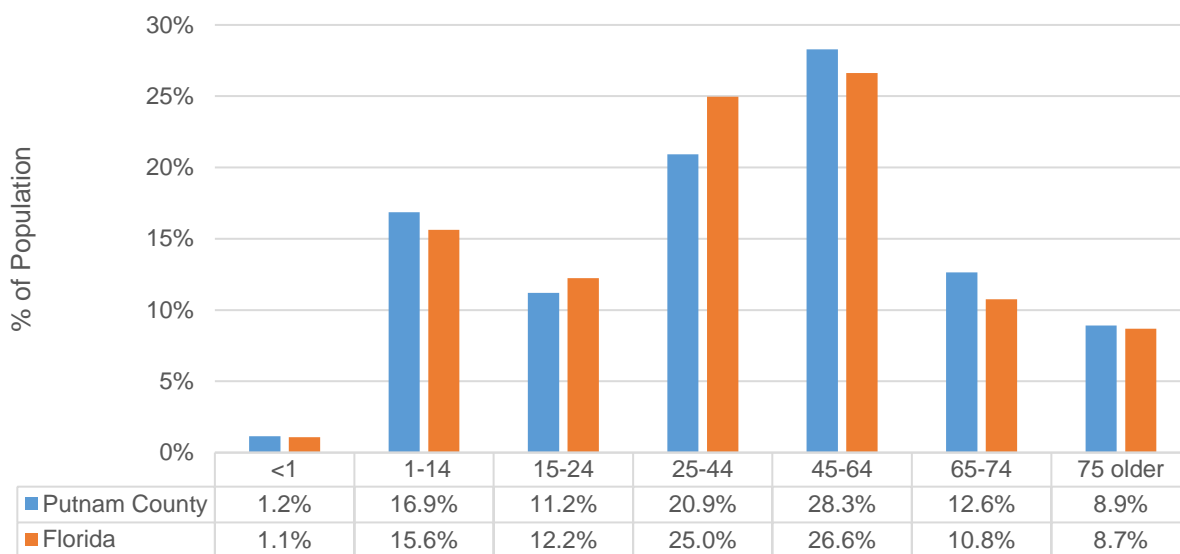
Source: Florida Legislature, Office of Economic and Demographic Research, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

<sup>1</sup> U.S. Census Bureau, Census of Population and Housing.



The health care needs of a community can vary greatly with age. The following table reflects the age distribution in the county, as well as for the state as a whole. The majority of Putnam County's population falls within the age range of 45 to 65, with a median age of 44.5 years.

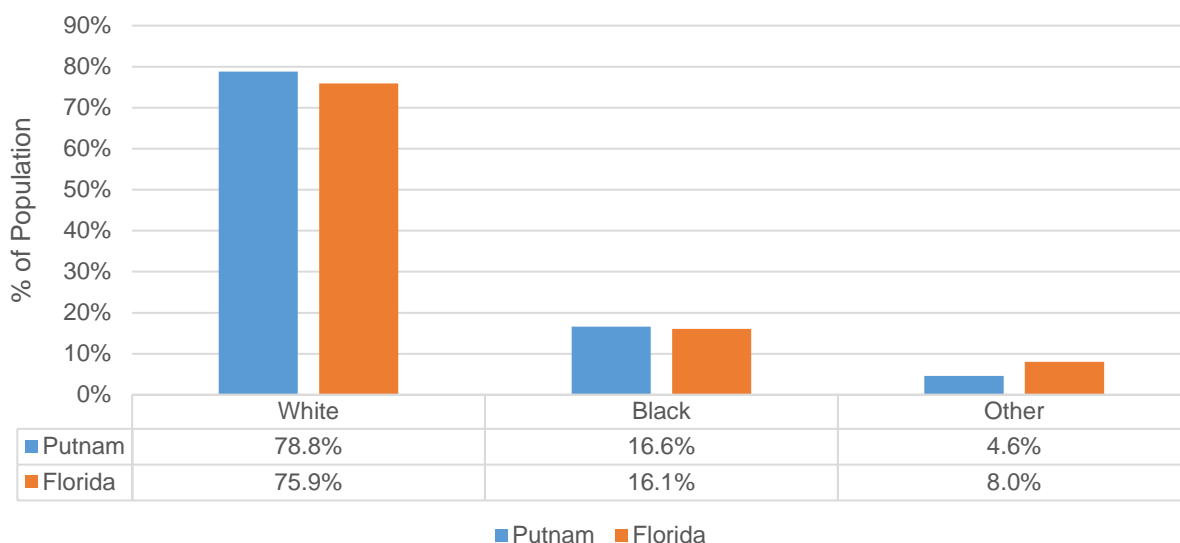
Population by Age, Putnam County and Florida, 2016



Source: Florida Legislature, Office of Economic and Demographic Research, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

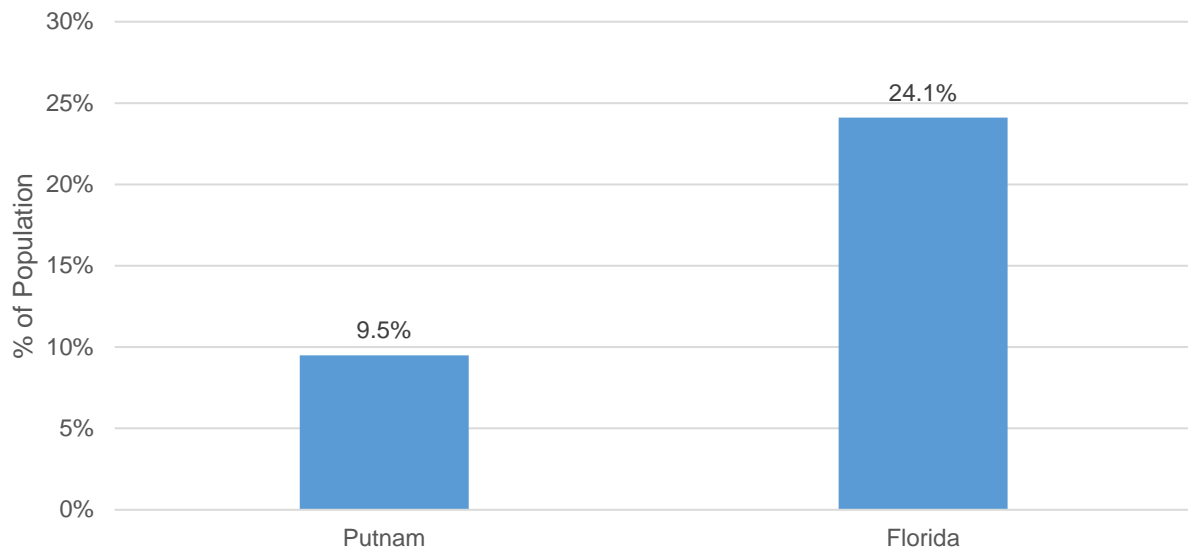
Over three-quarters (78.8%) of the residents in Putnam County are white, 16.6% are black, and 4.6% are of some other race. Putnam County has a significantly smaller Hispanic (9.5%) when compared to the state (24.1%).

Population by Race, Putnam County and Florida, 2016



Source: Florida Legislature, Office of Economic and Demographic Research, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

### Population by Ethnicity, Hispanic, Putnam County and Florida, 2016



Source: Florida Legislature, Office of Economic and Demographic Research, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

## Socioeconomic Characteristics

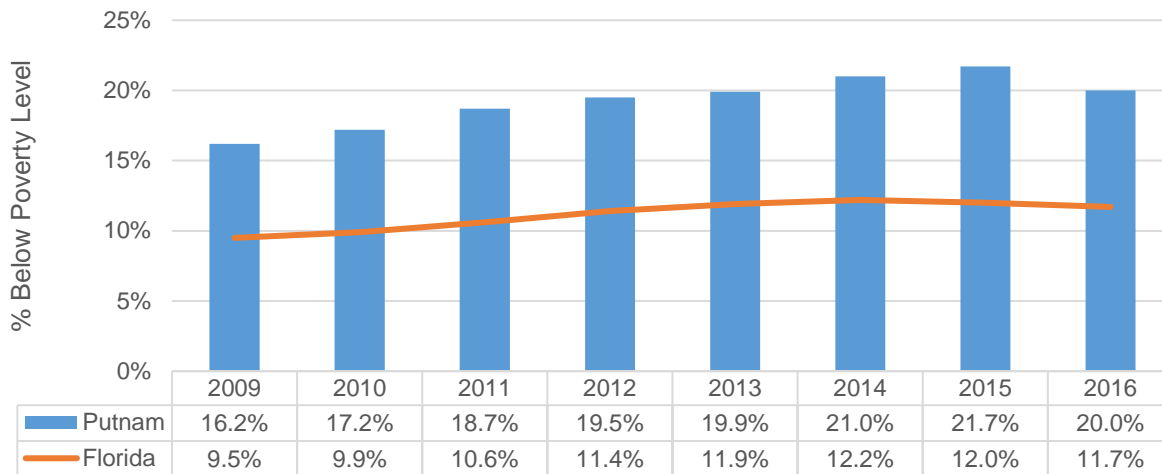
The socioeconomic characteristics of a community have important links to health status. The following indicators provide a summary of the socioeconomic status of the residents of Putnam County.

### Poverty

Poverty is strongly associated with a number of factors that impact health outcomes, including poor living conditions, poor diet, lack of education, limited access to health care and services, and exposure to violence.

The following table provides the percentage of families below the poverty level from 2009 to 2016. During this time period, the percentage of families below the poverty line in Putnam County ranged from 16.2% in 2009 to 21.7% in 2015. In 2016, 20.0% of families in Putnam County were below the poverty line, compared to 11.7% of Florida families.

Percentage of Families below Poverty Level, Putnam County and Florida, 2009–2016

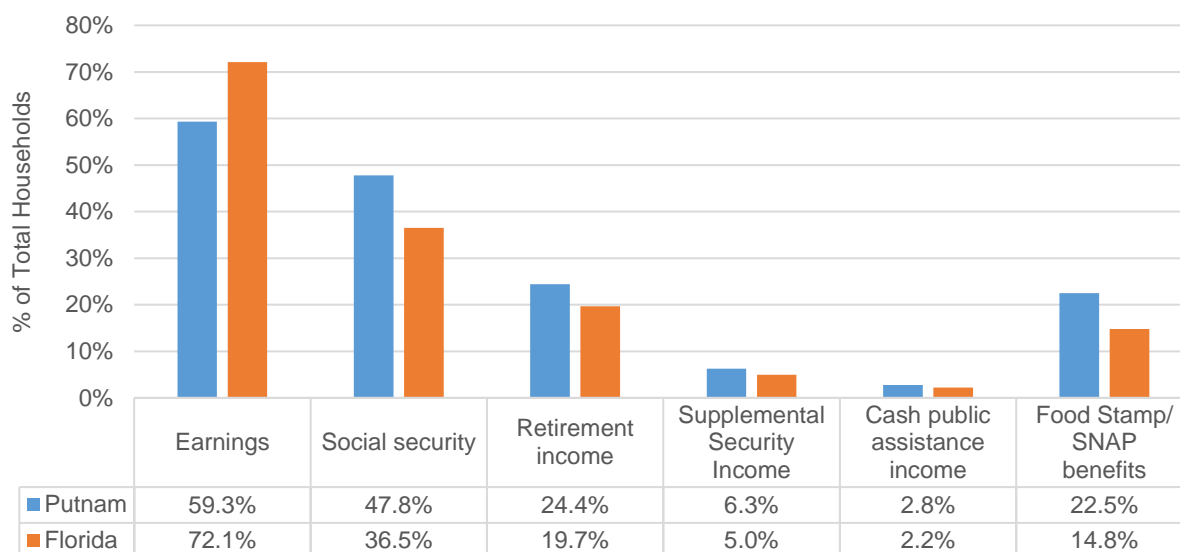


Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

## Income and Public Assistance Benefits

Income is one of the most important predictors of a person's health. In 2016, fewer Putnam County (59.3%) households reported household earnings compared to Florida (72.1%). Almost one-quarter (22.5%) of the county's households received Food Stamp/SNAP benefits, while 2.8% reported receiving cash public assistance income.

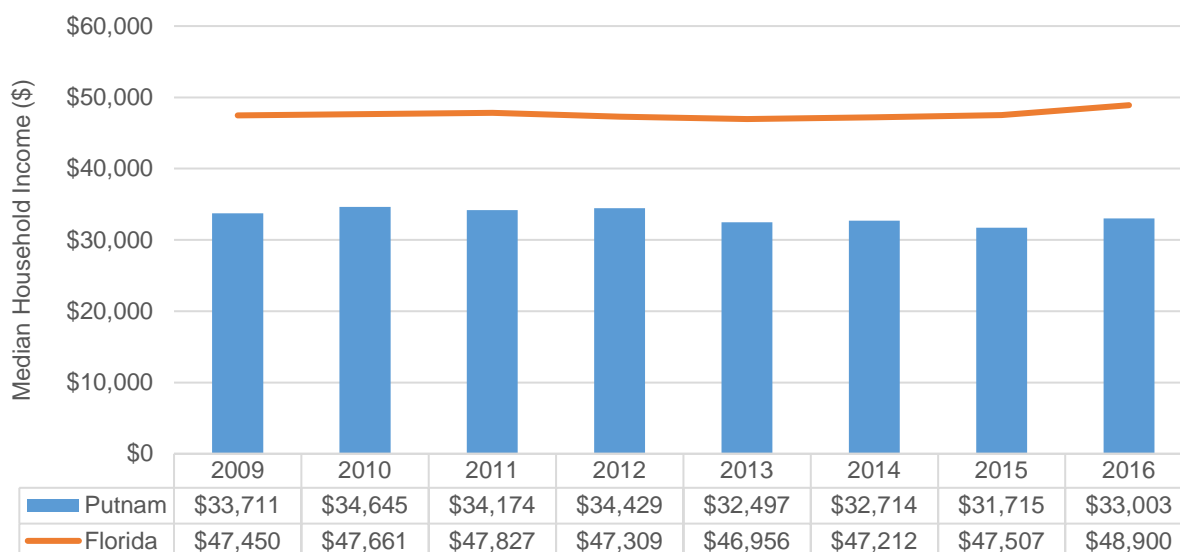
Source of Household Income and Benefits, Putnam County and Florida, 2016



Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

In 2016, the median household income in Putnam County was \$33,003. Although the median household income in Putnam County increased from 2015 to 2016, it remains significantly lower than the state's median household income of \$48,900.

Median Household Income, Putnam County and Florida, 2009–2016

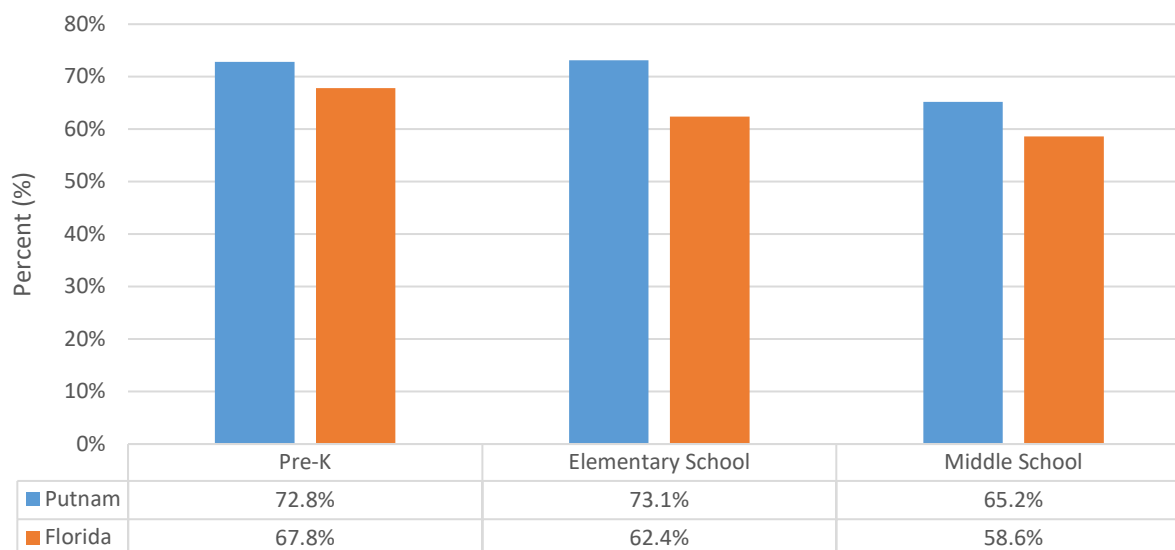


Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

The National School Lunch Program, established in 1946 under the National School Lunch Act, provides free and reduced-price lunches to children from economically disadvantaged families. This indicator provides insight into the number of students that are considered economically

disadvantaged. In 2016, almost three-quarters of both Pre-K and elementary school students in Putnam County were eligible for free or reduced-price lunches.

#### Students Eligible for Free/Reduce Lunch, Putnam County and Florida, 2016



Source: Florida Department of Education, Education Information and Accountability Services (EIAS)

## Education

Educational attainment has a profound impact on health outcomes. Those with more years of schooling tend to have better health and well-being and engage in healthier behaviors. The table below depicts the educational attainment for residents 25 years or older in Putnam County and Florida.

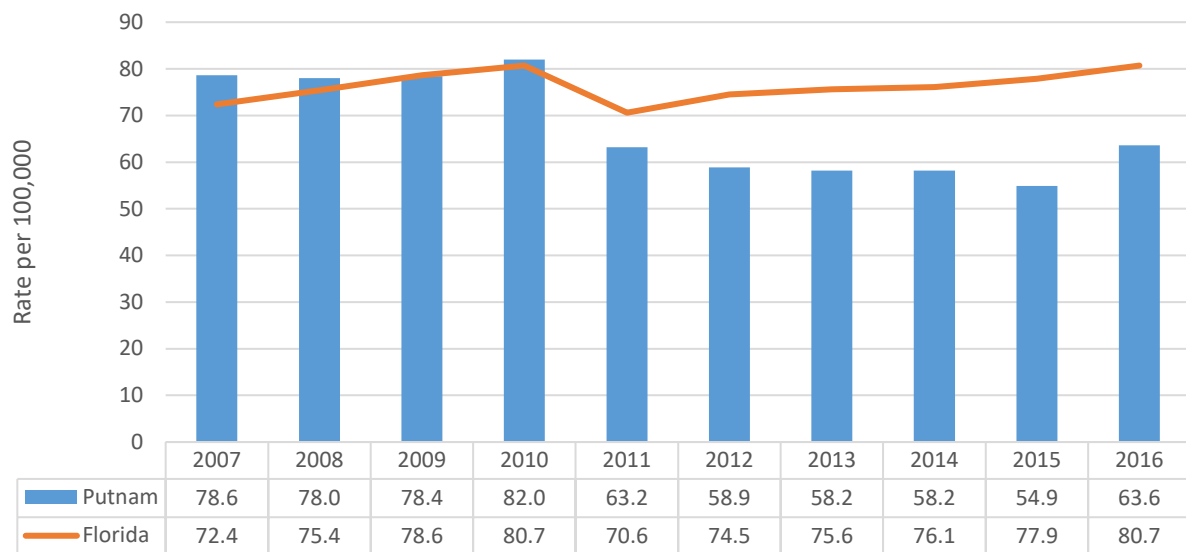
#### Educational Attainment for Population 25 Years or Older, Putnam County and Florida, 2016

	Putnam County	Florida
Less than high school graduate	21.6%	12.8%
High school graduate	38.2%	29.2%
Some college, no degree	20.5%	20.6%
Associate's degree	7.0%	9.6%
Bachelor's degree	8.3%	17.8%
Graduate degree	4.4%	10.0%

Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

The following table shows the high school graduation rates for Putnam County and Florida from 2007 to 2016. In 2016, Putnam County had the second lowest graduation rate in Florida.

High School Graduation Rate, Putnam County and Florida, 2007–2016



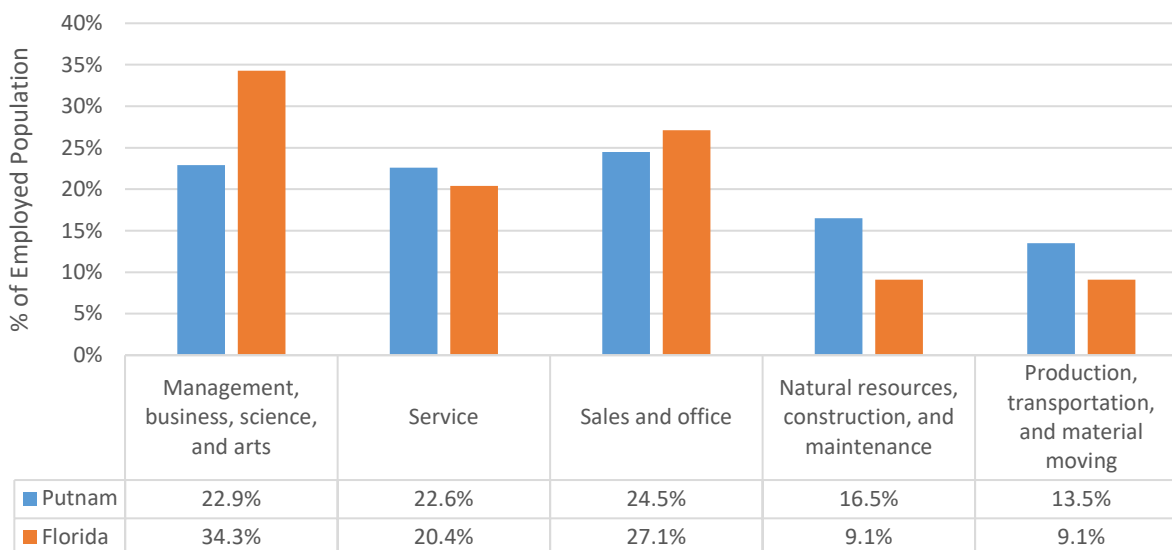
Source: Florida Department of Education, Education Information and Accountability Services (EIAS)

## Business and Employment

Shown below is the percent of the civilian employed population by occupation category in Putnam County and Florida. The majority of Putnam County residents (24.5%) hold a sales and office occupation. When compared to Florida, Putnam County had higher percentages of the following occupation categories: service; natural resources, construction, and maintenance; and productions, transportation and material moving.

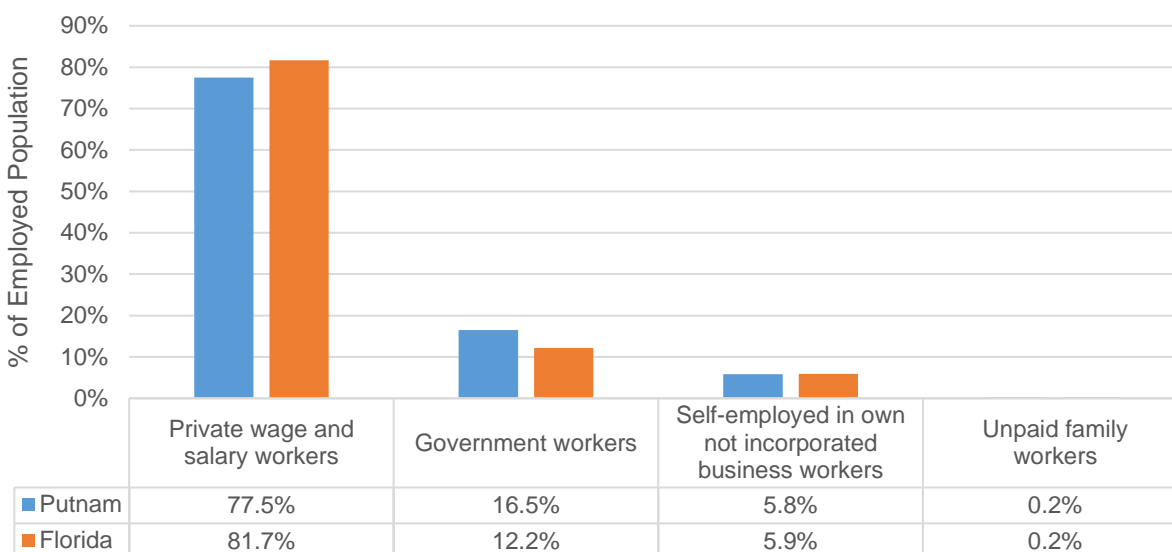
The second graph depicts the class of work for both Putnam County and Florida. Over three-quarters (77.5%) of the employed population in Putnam County are private wage and salary workers.

### Employment Status by Occupation, Putnam County and Florida, 2016



Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

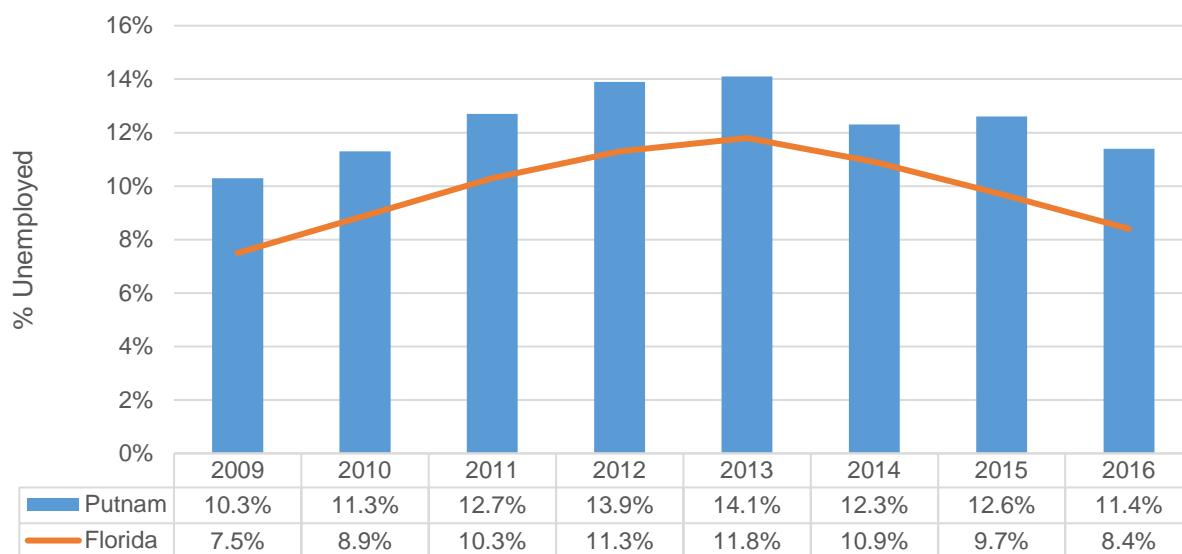
### Employment Status by Class of Worker, Putnam County and Florida, 2016



Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

From 2009 to 2016, when compared to the state, Putnam County experienced higher unemployment levels, ranging from 14.1% in 2013 to 10.3% in 2009.

## Civilian Labor Force which is Unemployed, Putnam County and Florida, 2009–2016

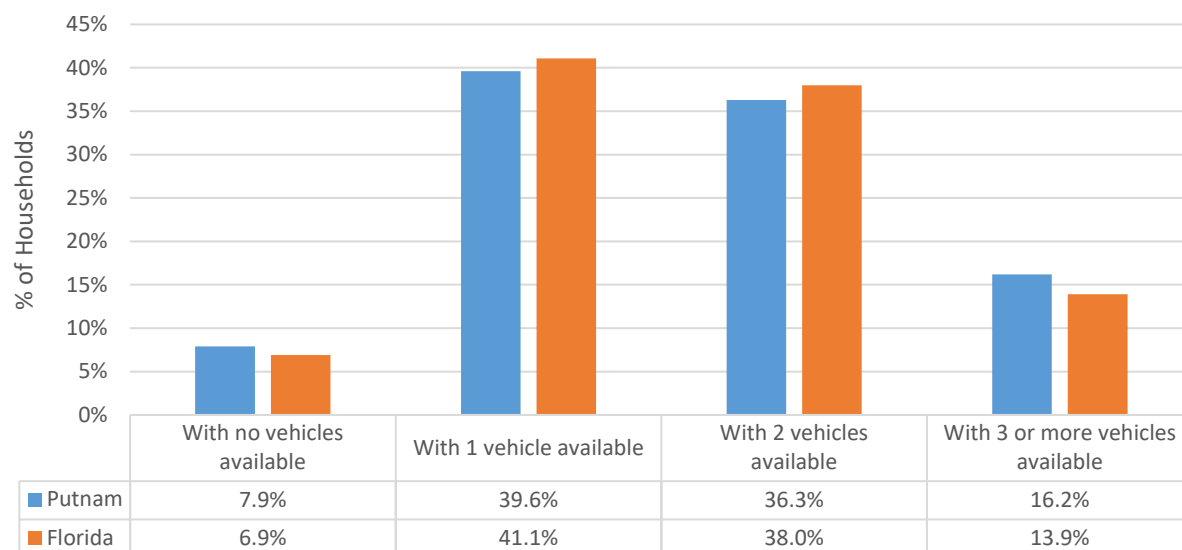


Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

## Transportation

Lack of transportation is a significant barrier to accessing health care services. In 2016 in Putnam County, almost 8% of all households did not have a vehicle available.

### Households with Vehicles, Putnam County and Florida, 2016



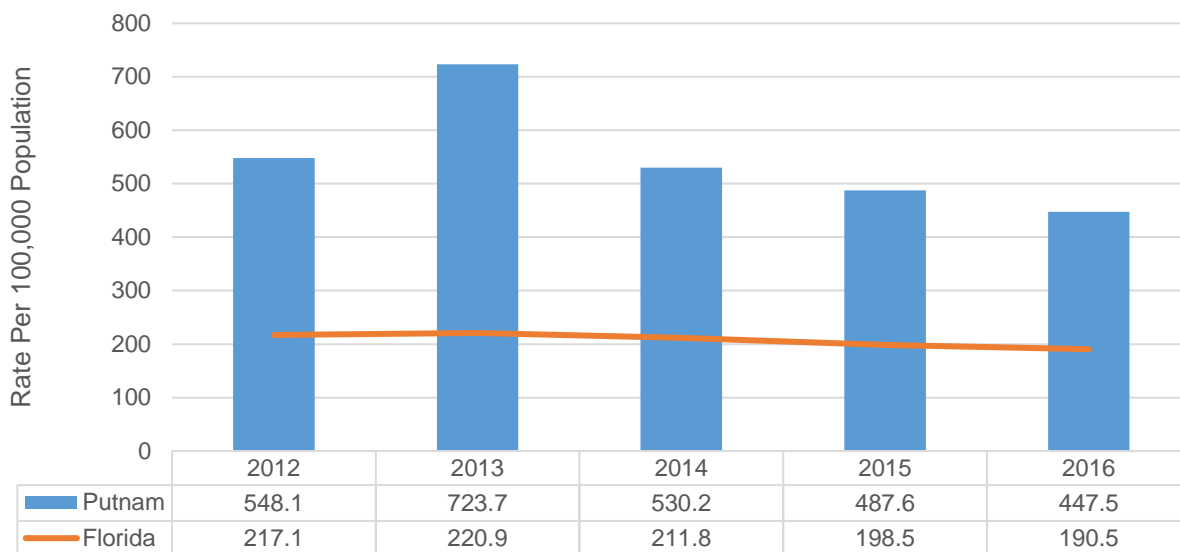
Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)



## Crime

Crime is a significant public health issue that affects both the physical and mental health of residents. The table below shows the rate of inmates 18 years or older admitted into prison who were sentenced from Putnam County and Florida from 2012 to 2016. During this time period, Putnam County experienced rates that were double that of Florida.

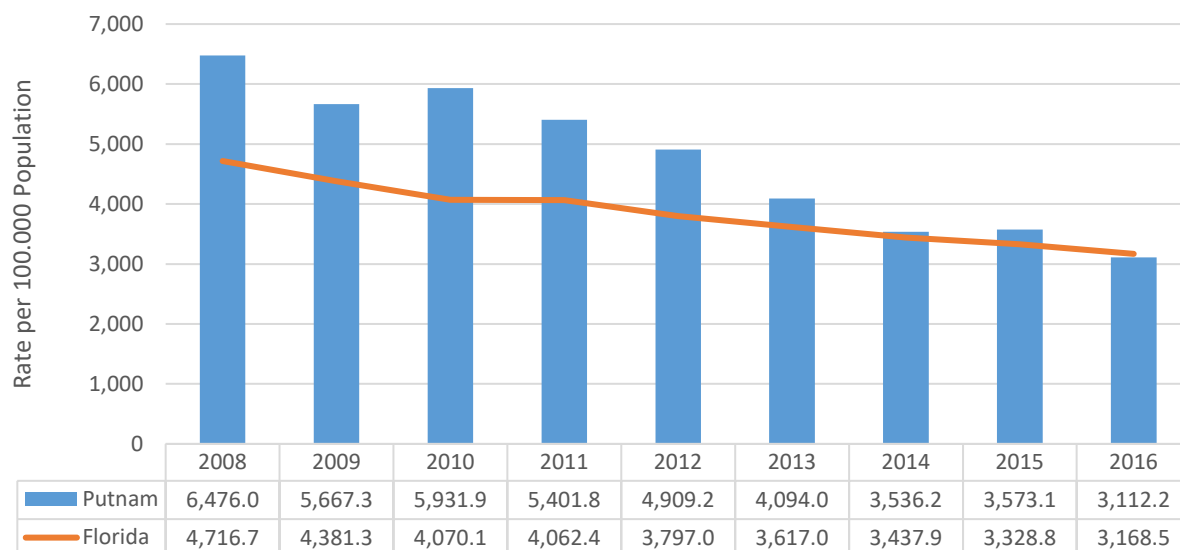
**Inmate Admissions, Putnam County and Florida, 2012–2016**



Source: Florida Department of Corrections

The following table includes the rate of all index crimes, which include murder, rape, robbery, aggravated assault, larceny and motor vehicle theft. Overall, there has been a decrease in index crimes in Putnam County, with the lowest rate in 2016 of 3,112.2 per 100,000.

**Index Crimes, Putnam County and Florida, 2008–2016**

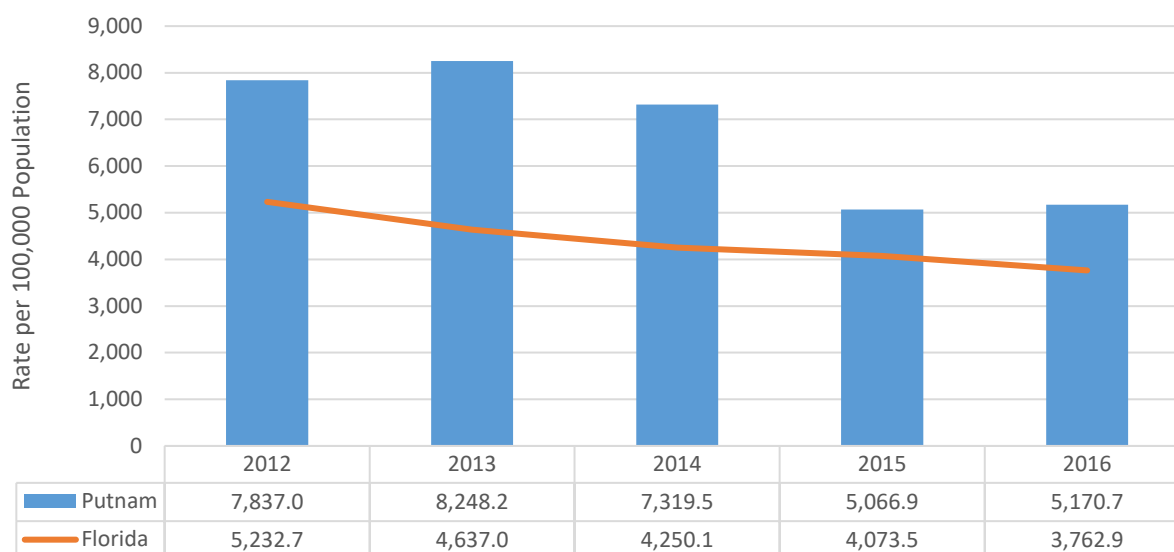


Source: Florida Department of Law Enforcement

Research has identified cognitive deficits, low school involvement, living in poverty, and being a runaway or homeless as risk factors for being arrested. Monitoring arrest rates can help increase public safety and reduce juvenile delinquency through effective prevention, intervention

and treatment services that strengthen families and turn around the lives of at-risk youth. The graph below shows the arrest rate for youth ages 10 to 17 years old. For this indicator, arrests are unduplicated by individual. Therefore within a fiscal year, if the same person is arrested more than once, only one arrest is reported. Although the rate has been trending downward since 2013, the youth arrest rate in Putnam County has been consistently higher than the state during this time period.

Total Arrests Youth Ages 10–17, All Offenses, Putnam County and Florida, 2012–2016



Source: Florida Department of Juvenile Justice

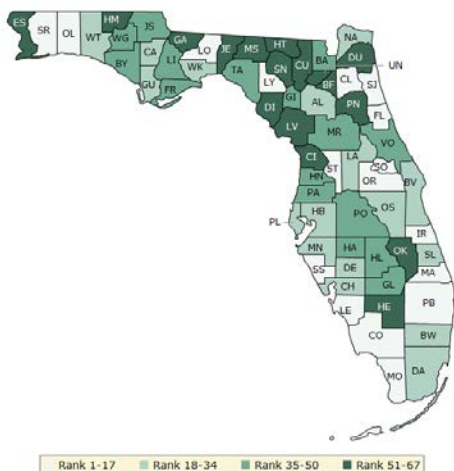
# Health Status Profile

The County Health Rankings, a collaboration between the Robert Wood Johnson Foundation and the University of Wisconsin Population Health Institute, measures the health of counties and ranks them within their respective state. The Rankings are compiled using county-level measures from a variety of data sources. Those having high ranks (e.g., 1 or 2) are considered to be the “healthiest” counties in the state. County Health Rankings are calculated and scored for a total of eight categories:

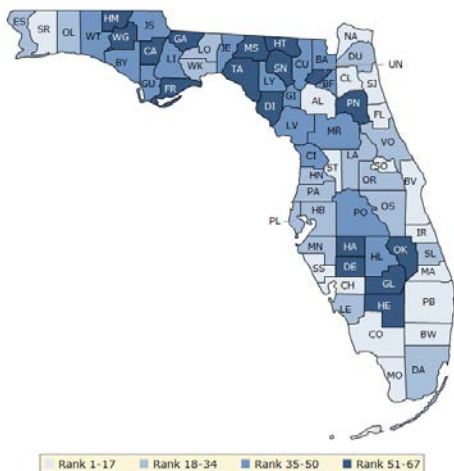
1. Overall Health Outcomes
2. Health Outcomes – Length of life
3. Health Outcomes – Quality of life
4. Overall Health Factors
5. Health Factors – Health behaviors
6. Health Factors – Clinical care
7. Health Factors – Social and economic factors
8. Health Factors – Physical environment

Among Florida’s 67 counties, Putnam County ranked 64<sup>th</sup> in Health Outcomes and 66<sup>th</sup> in Health Factors in 2017.

## Rankings for Health Outcomes, 2017



## Rankings for Health Factors, 2017



The table below includes the rankings for Putnam County from 2012 to 2017. During this time, scores for Health Outcomes, Health Factors, and Length of Life, and Health Behaviors improved slightly. However, rankings for the remaining factors worsened.

County Health Ranking, Putnam County, 2012–2017

	2012	2013	2014	2015	2016	2017
<b>Health Outcomes</b>	<b>65</b>	<b>66</b>	<b>65</b>	<b>65</b>	<b>65</b>	<b>64</b>
Length of Life	66	66	66	66	64	61
Quality of Life	63	63	63	64	62	65
<b>Health Factors</b>	<b>67</b>	<b>66</b>	<b>67</b>	<b>67</b>	<b>66</b>	<b>66</b>
Health Behaviors	62	62	62	63	56	61
Clinical Care	50	48	50	52	54	60
Social and Economic Factors	66	66	66	67	67	66
Physical Environment	33	47	33	38	49	44

Source: [www.countyhealthrankings.org](http://www.countyhealthrankings.org)

## Maternal and Child Health

Improving the health and well-being of mothers, infants and children is an important public health goal. The well-being of mothers, infants and children determines the health of the next generation and provides insight into future public health challenges for families, communities and the health care system.

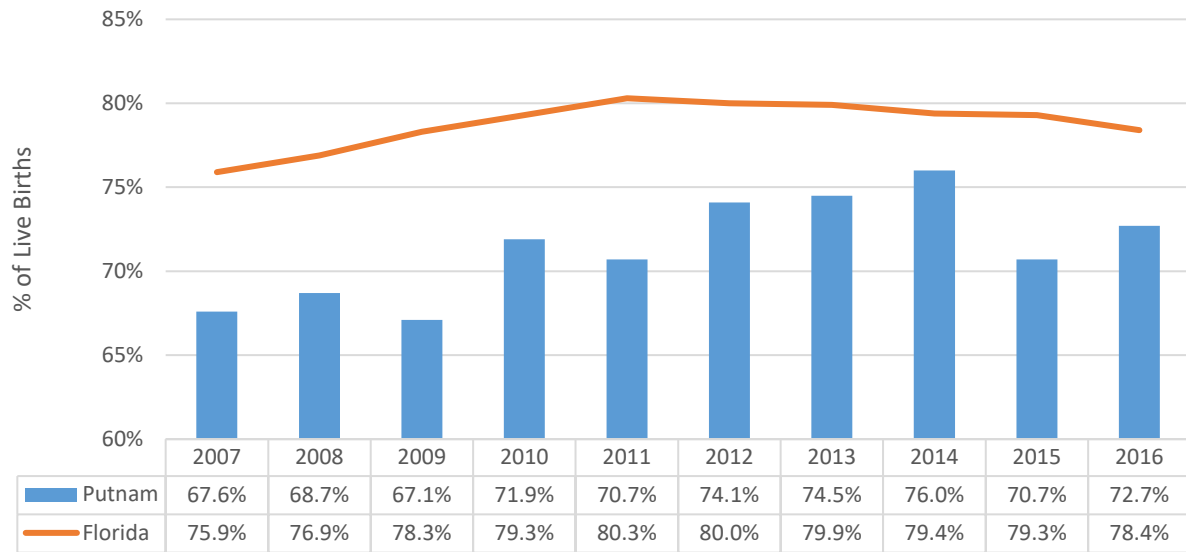
### Prenatal Care

Prenatal care (PNC) refers to the medical care that women receive during pregnancy. These health visits provide benefits to both the mother and the baby and are used to monitor the progress of a pregnancy.

To achieve the greatest benefit for both the mother and the baby, it is recommended that women begin PNC visits in the first trimester of pregnancy. Early PNC allows health care providers to identify potential issues or problems as early as possible. Women who see a health care provider regularly during pregnancy have healthier babies and are less likely to have pregnancy complications.

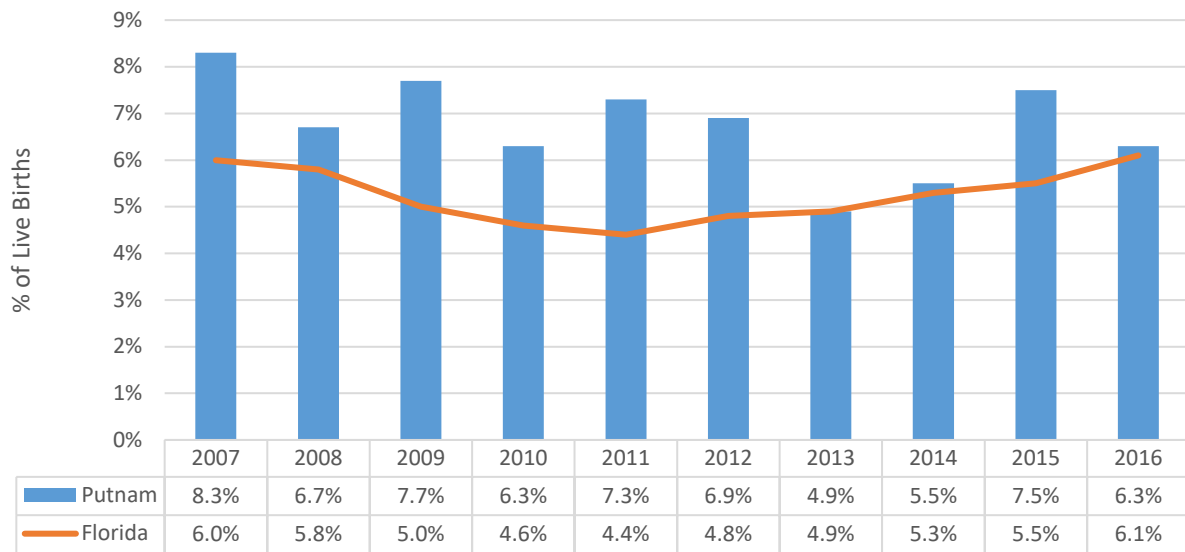
The next two graphs present data on births to mothers with 1<sup>st</sup> trimester prenatal care and births to mothers with 3<sup>rd</sup> or no prenatal care, respectively. For the years shown, fewer mothers in Putnam County received 1<sup>st</sup> trimester prenatal care when compared to Florida. In addition, during that same time period, the county recorded higher percentages of mothers with 3<sup>rd</sup> trimester or no prenatal care.

Births to Mothers with 1<sup>st</sup> Trimester Prenatal Care, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

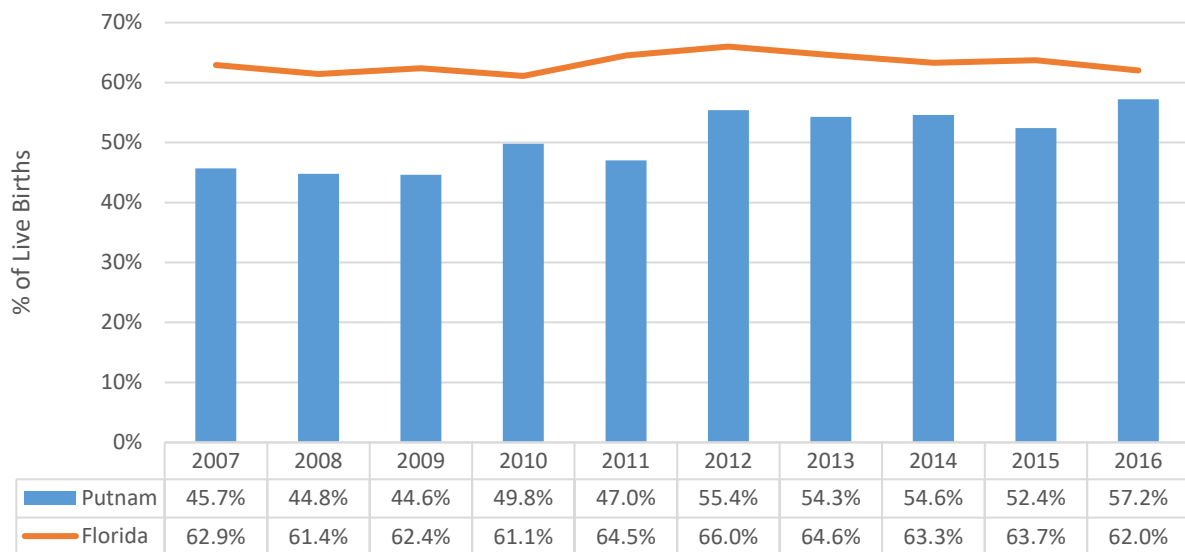
## Births to Mothers with 3<sup>rd</sup> Trimester or No Prenatal Care, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

The Kotelchuck Index, also called the Adequacy of Prenatal Care Utilization (APCU), uses initiation of prenatal care and the number of prenatal care visits for calculating adequate prenatal care. Under this index, in 2016, 57.2% of births in Putnam County had adequate prenatal care, an increase from 52.4% in 2015.

## Births with Adequate Prenatal Care (Kotelchuck Index), Putnam County and Florida, 2007–2016



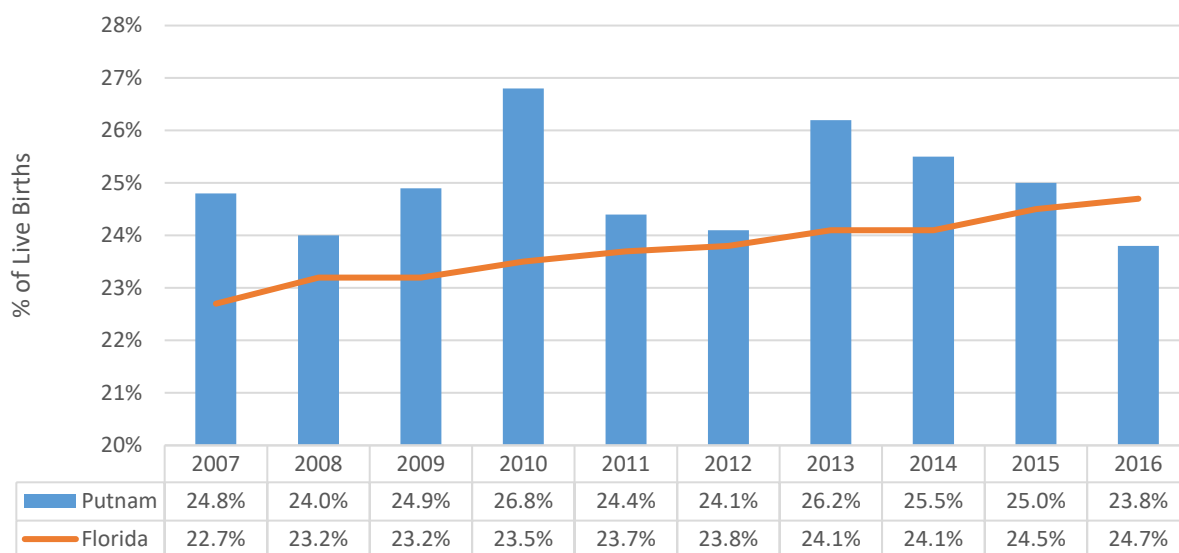
Source: Florida Department of Health, Bureau of Vital Statistics

## Overweight and Obesity during Pregnancy

Being overweight is defined as having a body mass index (BMI) of 25.0–29.9. Obesity is defined as having a BMI of 30.0 or greater. Being overweight or obese during pregnancy places both the mother and the baby at risk for several serious health problems including but not limited to gestational diabetes, preeclampsia, neural tube defects and macrosomia.<sup>2</sup>

In 2016, the percent of births to mothers who were overweight in Putnam County (23.8%) reached a 10-year low and fell below the state's percentage of 24.7%. The highest percentage of mothers who were overweight were Hispanic, followed by white and black mothers.

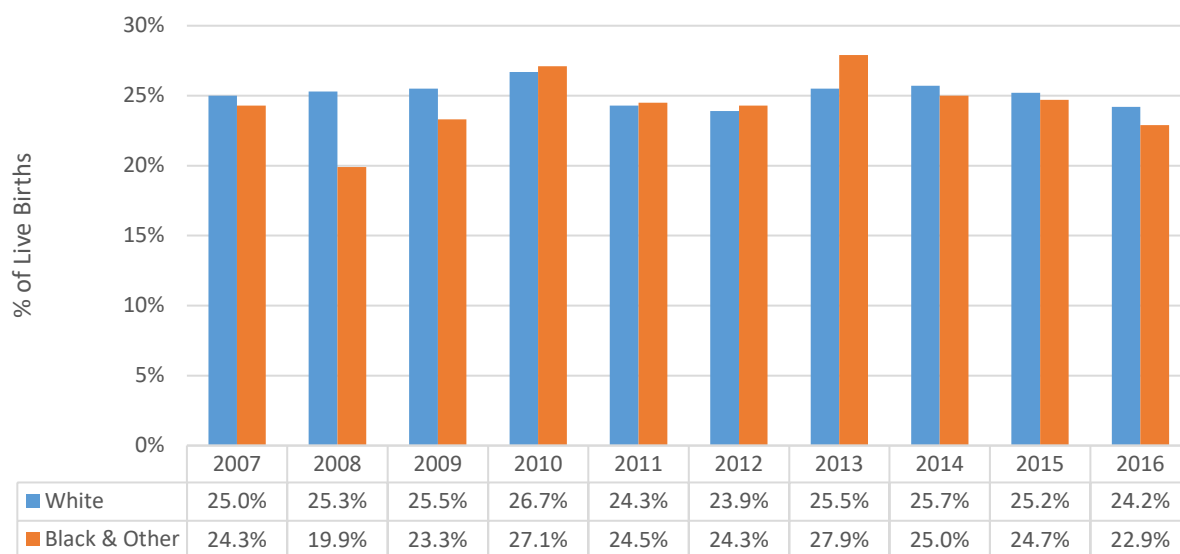
### Mothers Overweight at Time Pregnancy Occurred, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

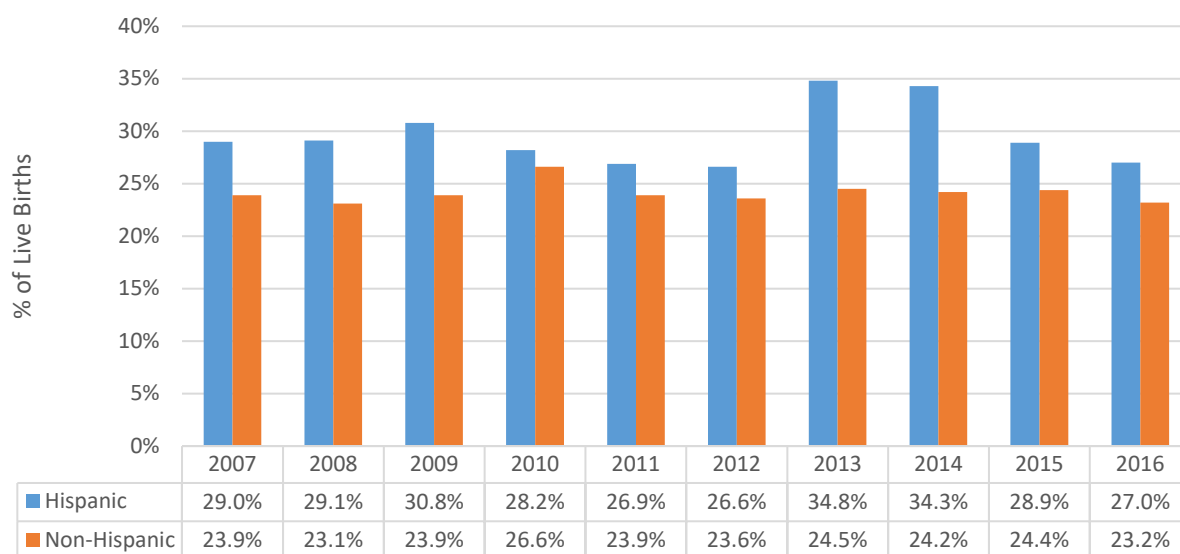
<sup>2</sup> The American College of Obstetricians and Gynecologists <https://www.acog.org/Patients/FAQs/Obesity-and-Pregnancy>

### Mothers Overweight at Time Pregnancy Occurred, by Race, Putnam County, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

### Mothers Overweight at Time Pregnancy Occurred, by Ethnicity, Putnam County, 2007–2016

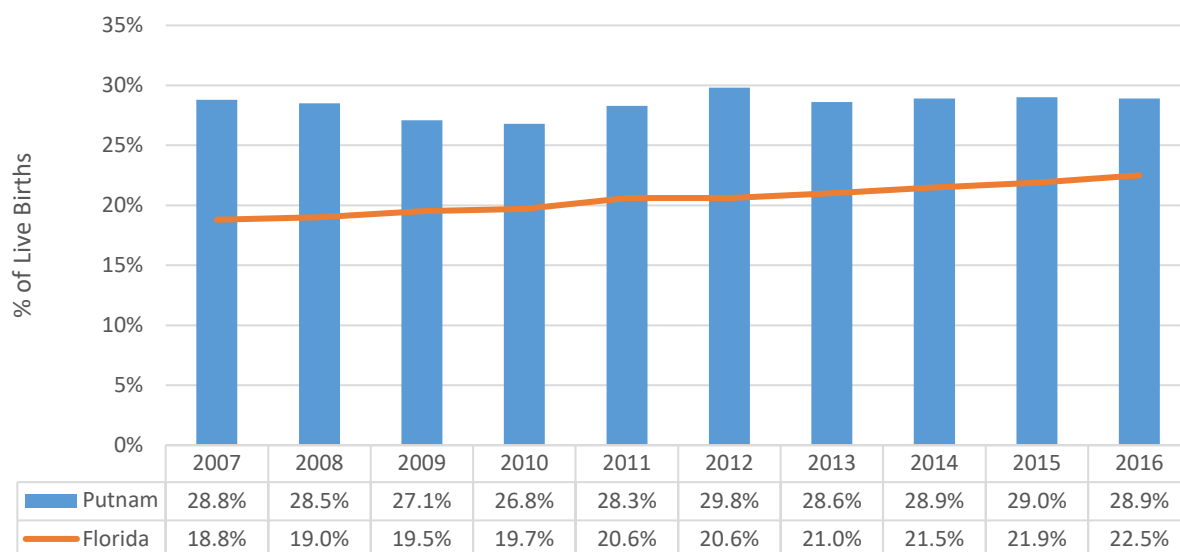


Source: Florida Department of Health, Bureau of Vital Statistics



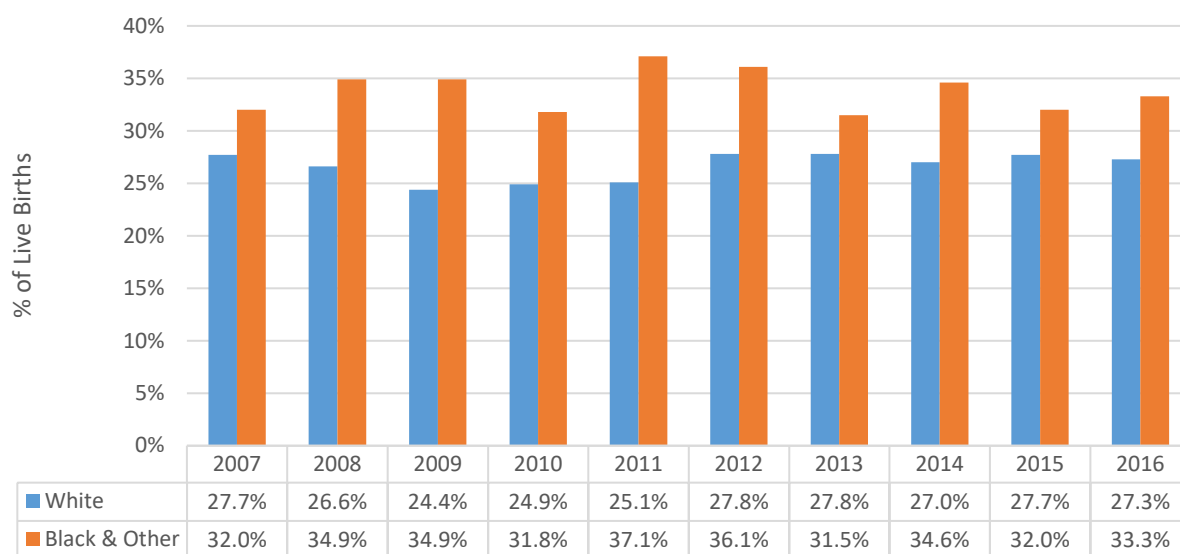
Although decreases have been observed in the number of mothers who are overweight at the time pregnancy occurred, the percent of mothers who are obese has remained relatively stagnant. In 2016, almost 29% of births in Putnam County were to mothers who were obese. Black and other mothers (33.3%) had the highest rate of obesity at the time pregnancy occurred.

Mothers Obese at Time Pregnancy Occurred, Putnam County and Florida, 2007–2016



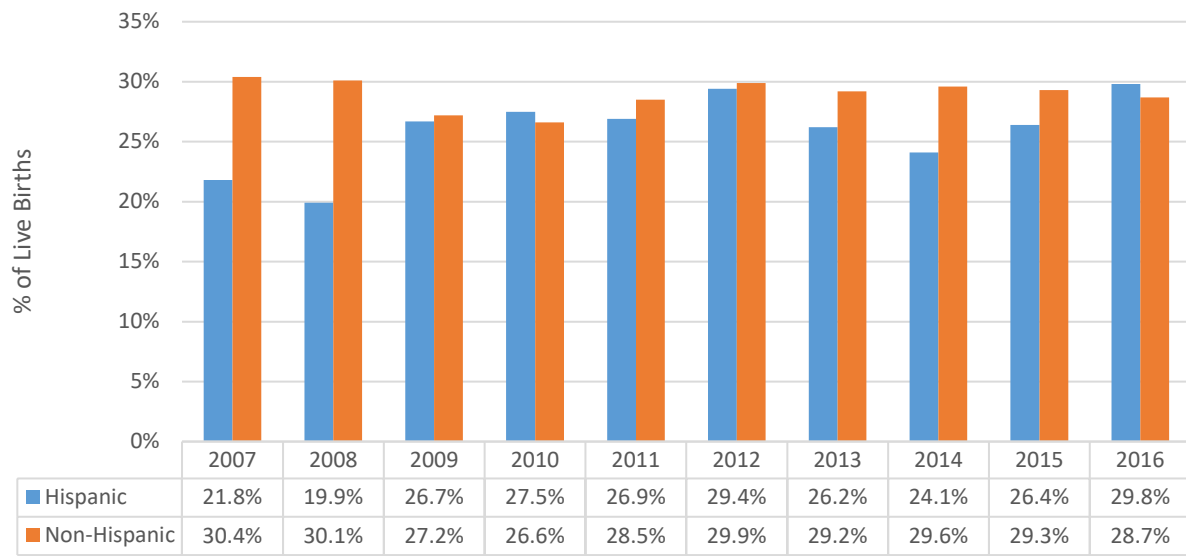
Source: Florida Department of Health, Bureau of Vital Statistics

Mothers Obese at Time Pregnancy Occurred, by Race, Putnam County, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

### Mothers Obese at Time Pregnancy Occurred, by Ethnicity, Putnam County, 2007–2016



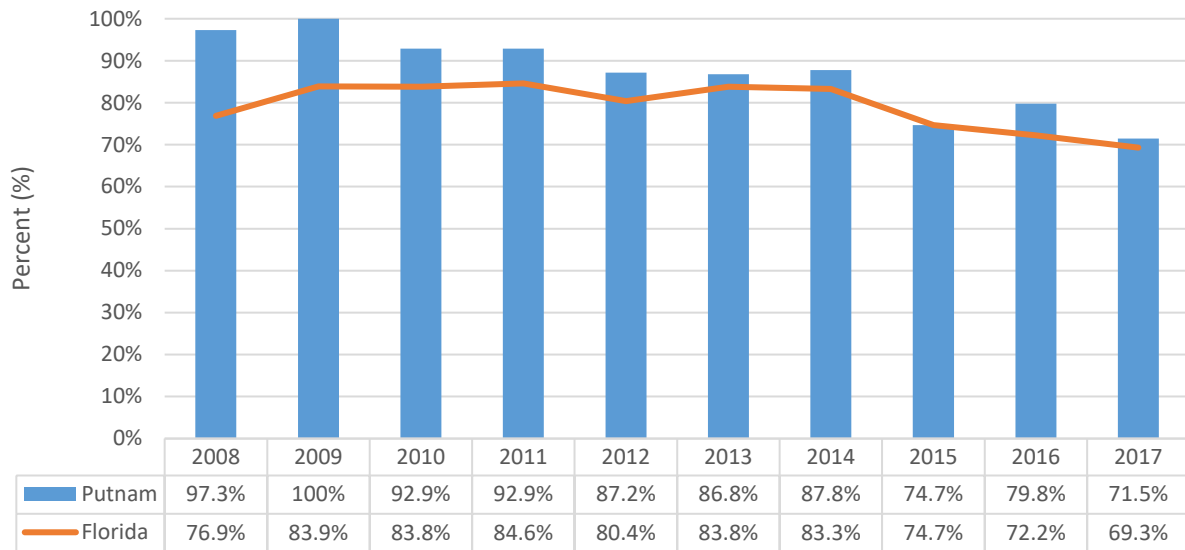
Source: Florida Department of Health, Bureau of Vital Statistics

## WIC

The Special Supplemental Nutrition Program for Women, Infants and Children (WIC) provides federal grants to states for supplemental nutritious foods, screenings and referrals and nutrition education and counseling to low-income pregnant, breastfeeding and non-breastfeeding postpartum women, and to infants and children up to the age of five who are found to be at nutritional risk.<sup>3</sup>

The percent of WIC eligibles served is compared to the total number of WIC eligibles as a county/WIC local agency performance measure. Pregnant and postpartum women and children ages 0 to 4 are eligible to receive WIC services. In 2017, Putnam County served 71.5% of WIC eligibles. Although Putnam County has seen an overall decrease in the percent of WIC eligibles served since 2008, it has remained above the state during this time period.

### WIC Eligibles Served, Putnam County and Florida, 2008-2017

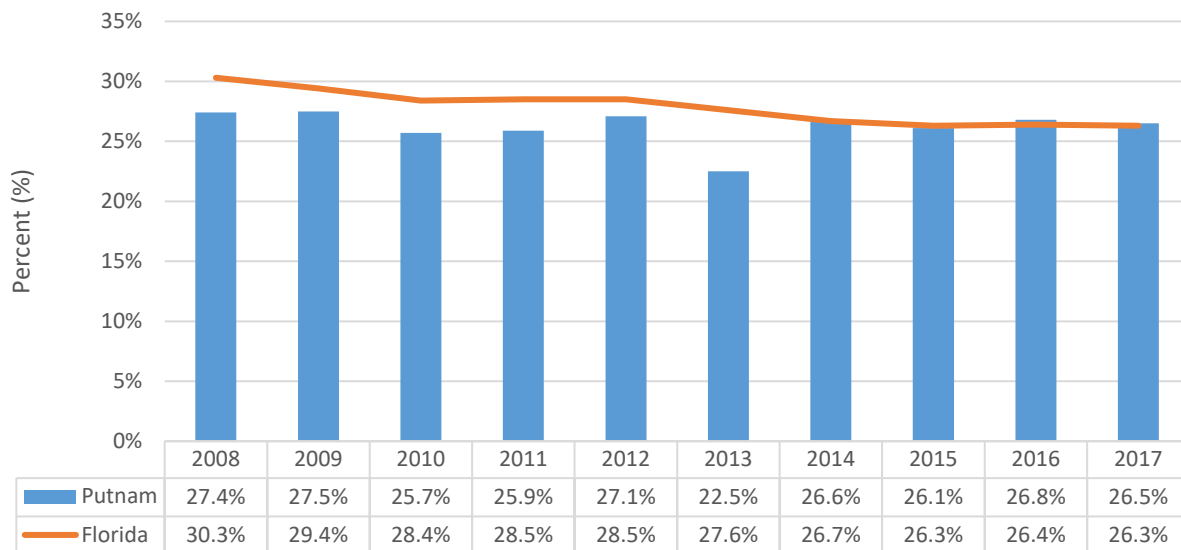


Source: Florida Department of Health, WIC & Nutrition Services

<sup>3</sup> Women, Infants, and Children (WIC). <https://www.fns.usda.gov/wic/about-wic-wic-glance>

Being overweight or obese during childhood increases the chances of developing medical problems that can affect present and future health. These include serious conditions such as type 2 diabetes, high blood pressure and high cholesterol – all once considered adult diseases. From 2008 to 2017, the percentage of WIC children age 2 or older who were overweight or obese in Putnam County ranged from 22.5% in 2013 to 27.4 % in 2008.

WIC Children >=2 who are Overweight or Obese, Putnam County and Florida, 2008–2017



Source: Florida Department of Health, WIC & Nutrition Services

## Birth Rates

Birth rates can provide insight into whether a population is increasing or decreasing. The following graph contains the birth rates in Putnam County and Florida from 2004 to 2016. In 2016, there were a total of 852 live births in the county, which equates to a birth rate of 11.7/1,000 population.

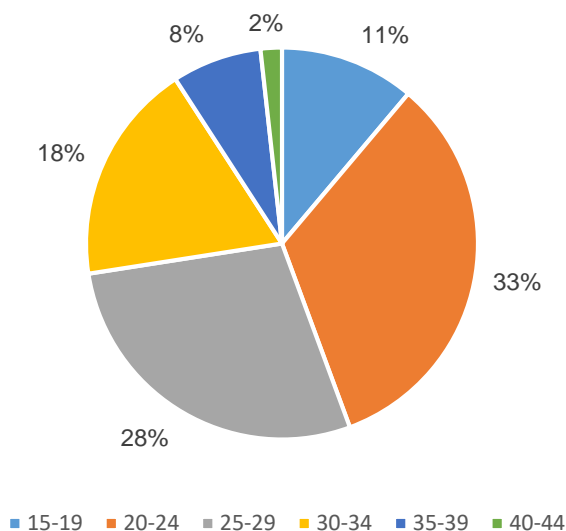
Total Resident Live Births, Putnam County and Florida, 2004–2016



Source: Florida Department of Health, Bureau of Vital Statistics

The next chart provides insight into the age distribution of the birth mothers in 2016. During this time, one-third of the births were to mothers ages 20-24.

Total Resident Live Births, by Age, Putnam County, 2016



Source: Florida Department of Health, Bureau of Vital Statistics

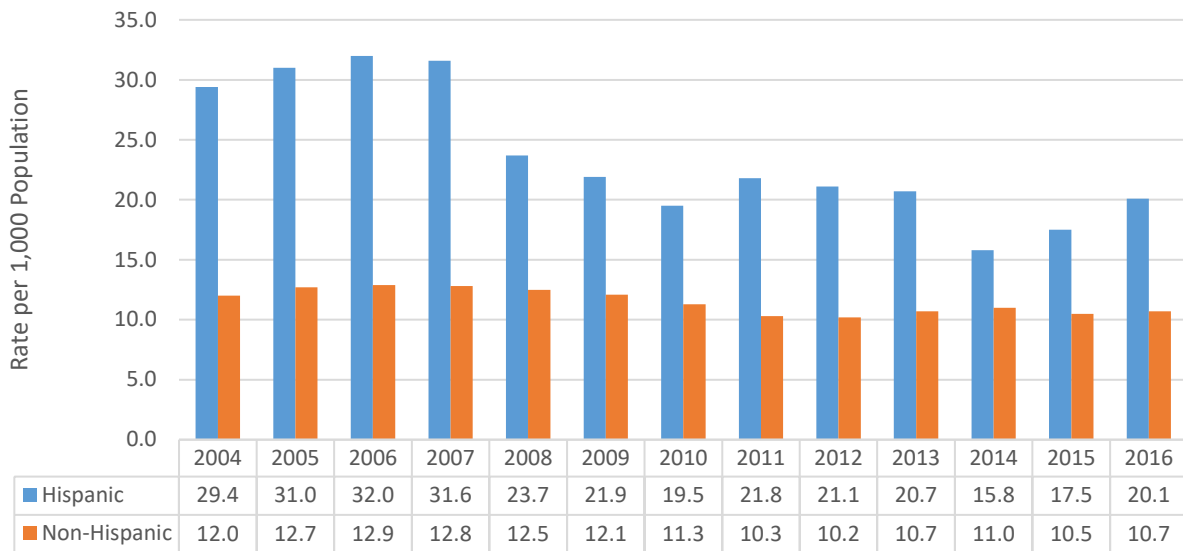
The following two tables present data on births from 2004 to 2016 by race and ethnicity. In 2016, Hispanic women had the highest birth rate (20.1/1,000 population), followed by mothers who are black and other (16.2/1,000 population)

Total Resident Live Births, by Race, Putnam County, 2004–2016



Source: Florida Department of Health, Bureau of Vital Statistics

#### Total Resident Live Births, by Ethnicity, Putnam County, 2004–2016

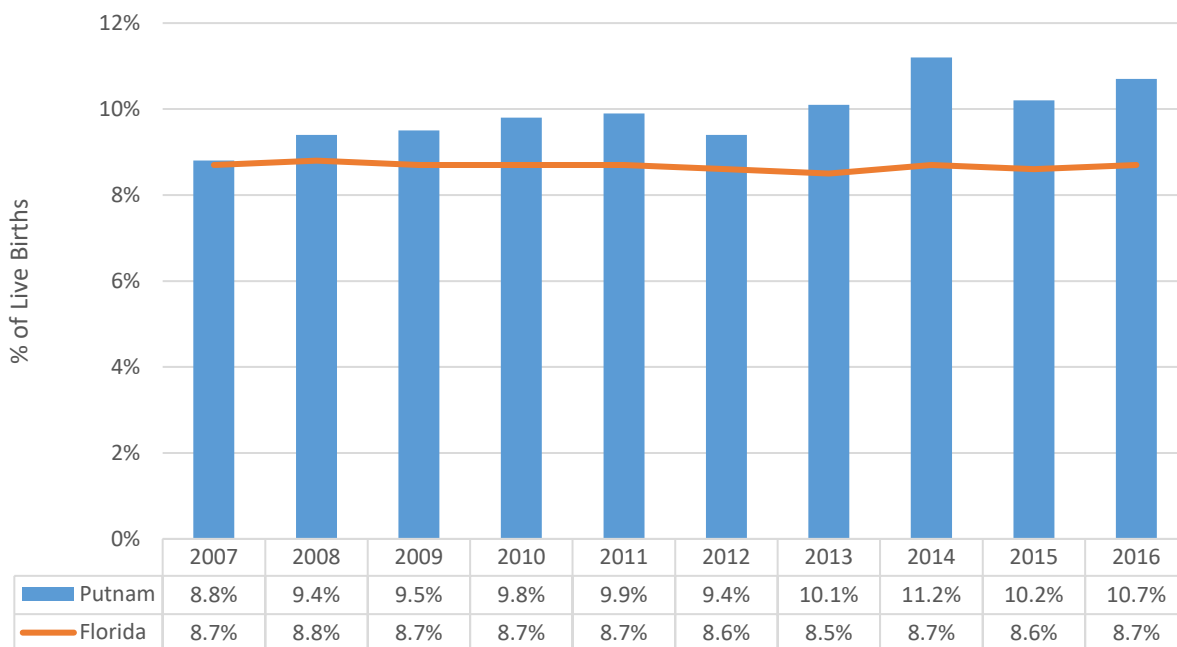


Source: Florida Department of Health, Bureau of Vital Statistics

## Birth Weight

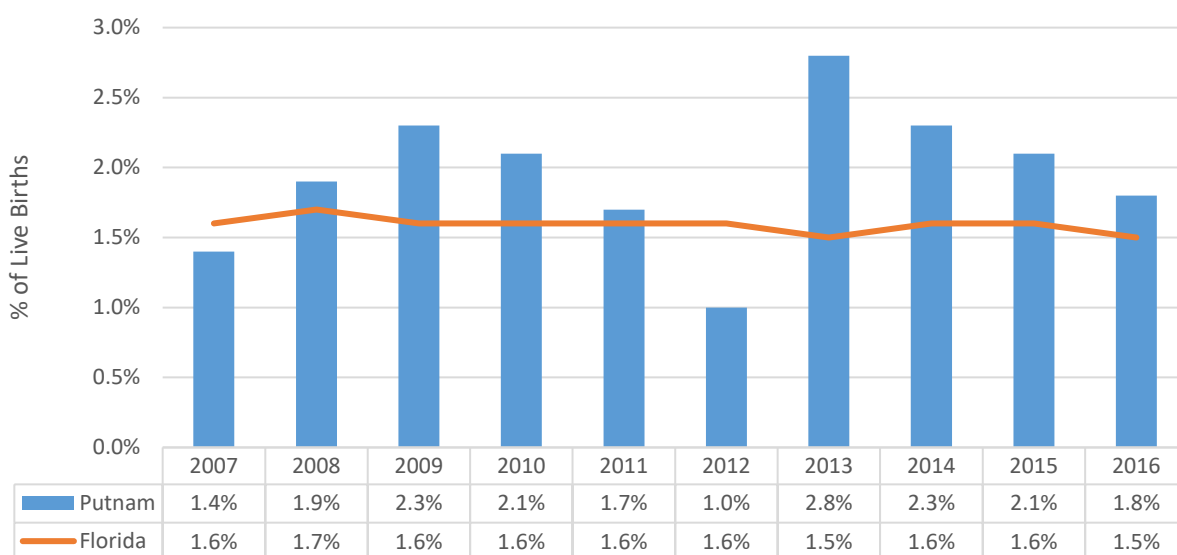
Birth weight is one of the strongest predictors of an infant's health and survival. It is also often reflective of the mother's health and the prenatal care received. Information included in the following charts are for the percent of live births under 2,500 grams (5.5 pounds) and under 1,500 grams (3.3 pounds). In 2016, 10.7% of babies born in Putnam County were low birth weight and 1.8% were very low birth weight.

Live Births under 2,500 Grams (Low Birth Weight), Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

Live Births under 1,500 Grams (Very Low Birth Weight), Putnam County and Florida, 2007–2016



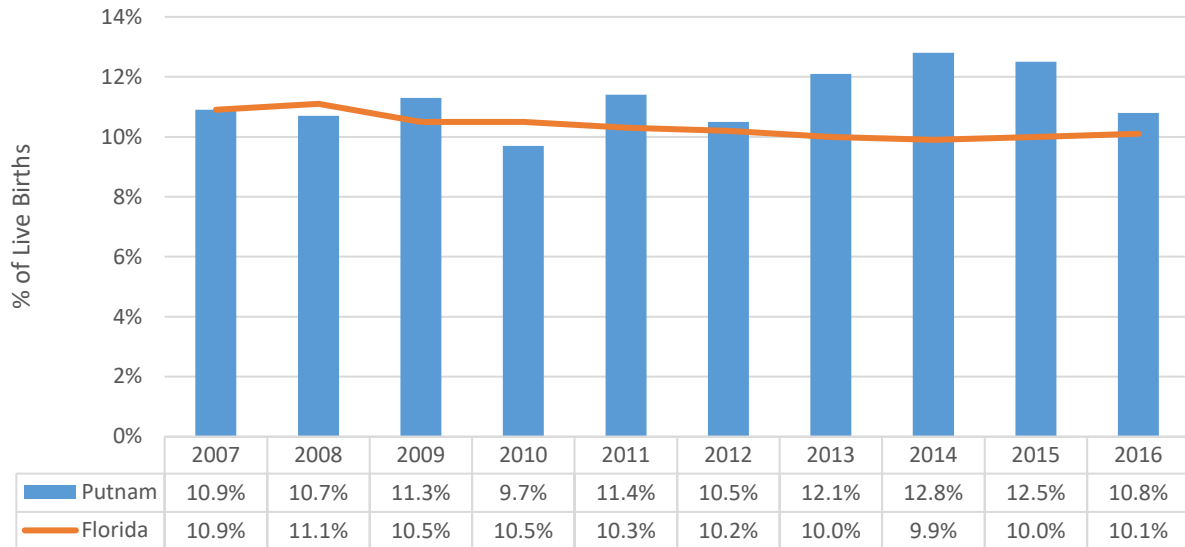
Source: Florida Department of Health, Bureau of Vital Statistics

## Preterm Births

Reaching 37 weeks of gestational age is a measure of success in achieving a full term pregnancy. Births that occur before 37 weeks gestation, known as preterm births, have a lower chance of survival and an increased risk of short and long term health problems.

The following table has the percentage of preterm births in Putnam County and Florida for the years 2007 to 2016. In 2016, 10.8% of the births in the county were preterm, a 1.7% decrease from 2015.

### Preterm Births (<37 Weeks Gestation), Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

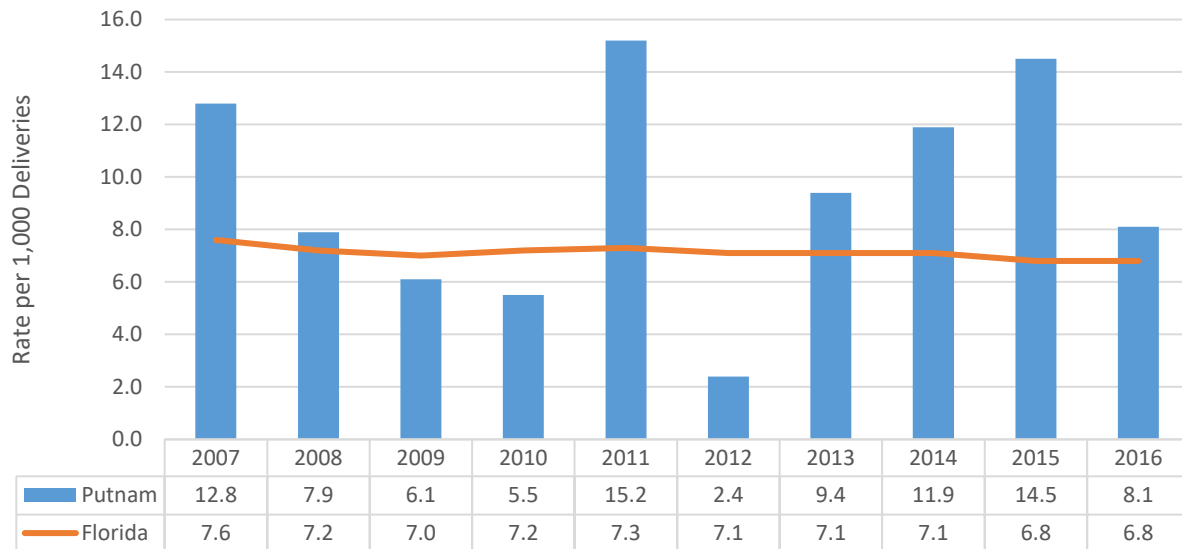


## Fetal Mortality

Fetal death, fetal mortality or stillbirth is the death of a fetus after 20 weeks of gestation. Fetal mortality, as well as infant mortality, is not only seen as a measure of the risk of death, but is used more broadly as an indicator of health status, poverty and socioeconomic status, and the availability of quality health services in a community.

The graph below contains the fetal death rate for Putnam County and Florida from 2007 to 2016. During this time period, the fetal death rate for the county ranged from 15.2/1,000 deliveries in 2011 to 2.4/1,000 deliveries in 2012.

Fetal Deaths per 1,000 Deliveries, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

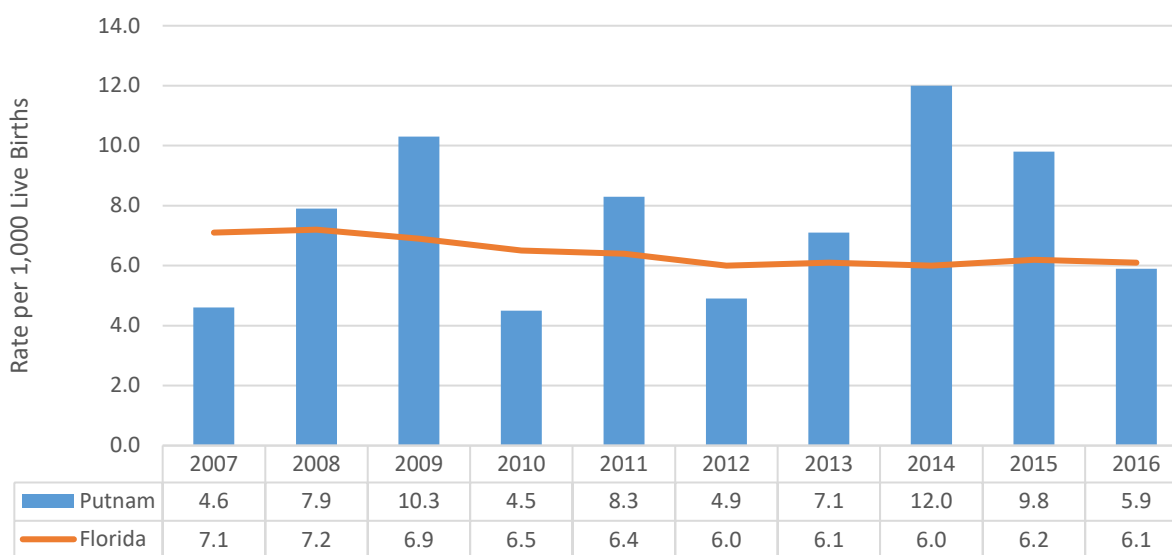
## Infant Mortality

Infant mortality is the death of a baby during the first year of life. Infant mortality is a key indicator of the health of our community and can shed light on the many factors that contribute to community health, such as poverty and socioeconomic status, and the availability and quality of health services.

From 2007 to 2016, the infant mortality rate in Putnam County ranged from 12.0/1,000 live births in 2014 to 4.5/1,000 live births in 2010. Most recently, in 2016, the infant mortality rate for Putnam County was 5.9/1,000 live births, which was down from 9.8/1,000 live births in 2015 and below the Florida rate of 6.1/1,000 live births.

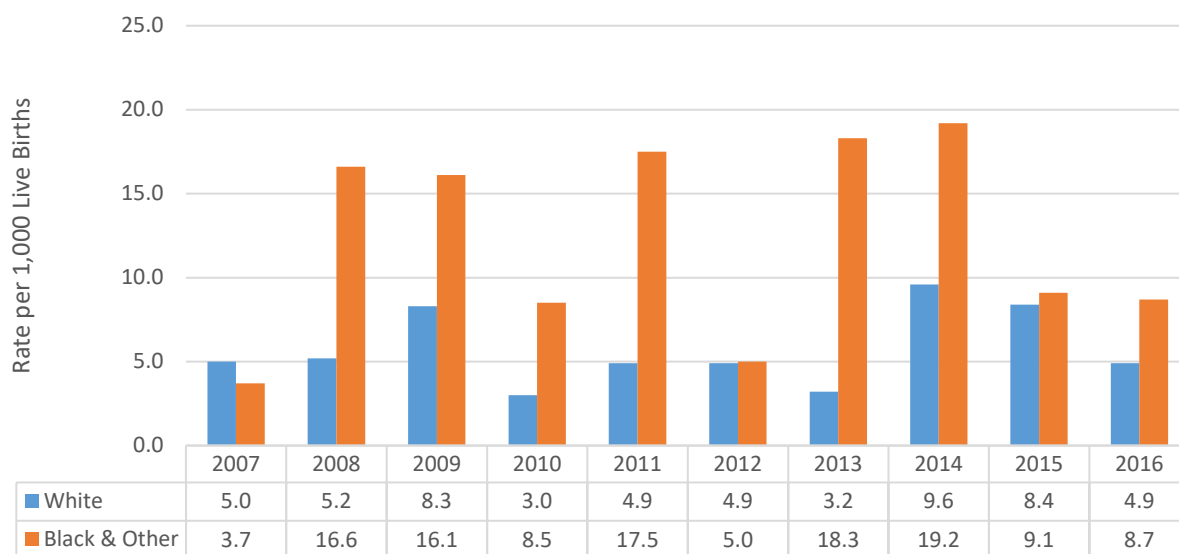
In Putnam County, black mothers had the highest rates of infant mortality, followed by Hispanic mothers and white mothers.

### Infant Deaths per 1,000 Live Births, Putnam County and Florida, 2007–2016



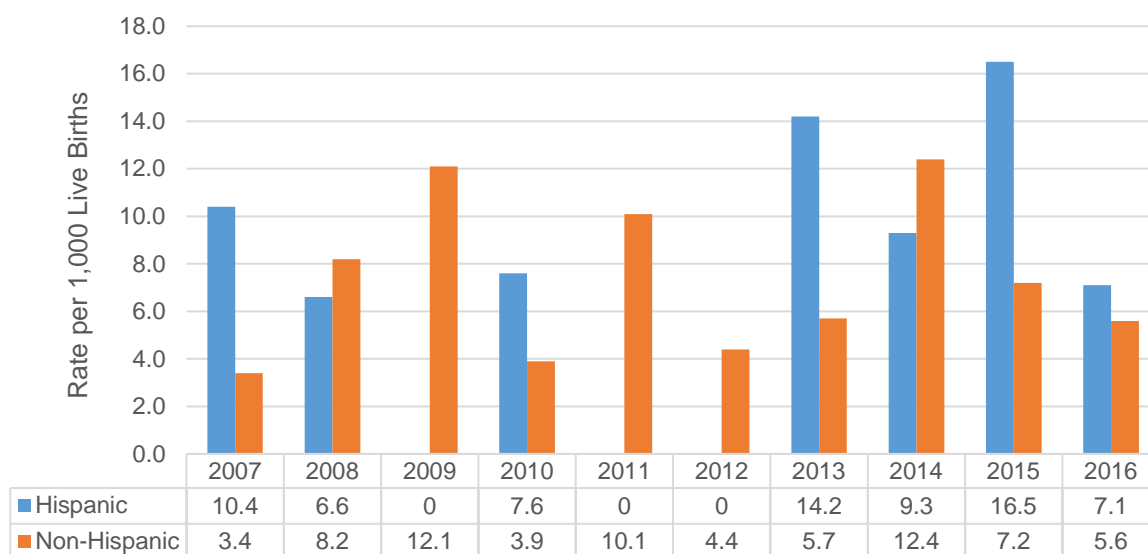
Source: Florida Department of Health, Bureau of Vital Statistics

### Infant Deaths per 1,000 Live Births, by Race, Putnam County, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

### Infant Deaths per 1,000 Live Births, by Ethnicity, Putnam County, 2007–2016



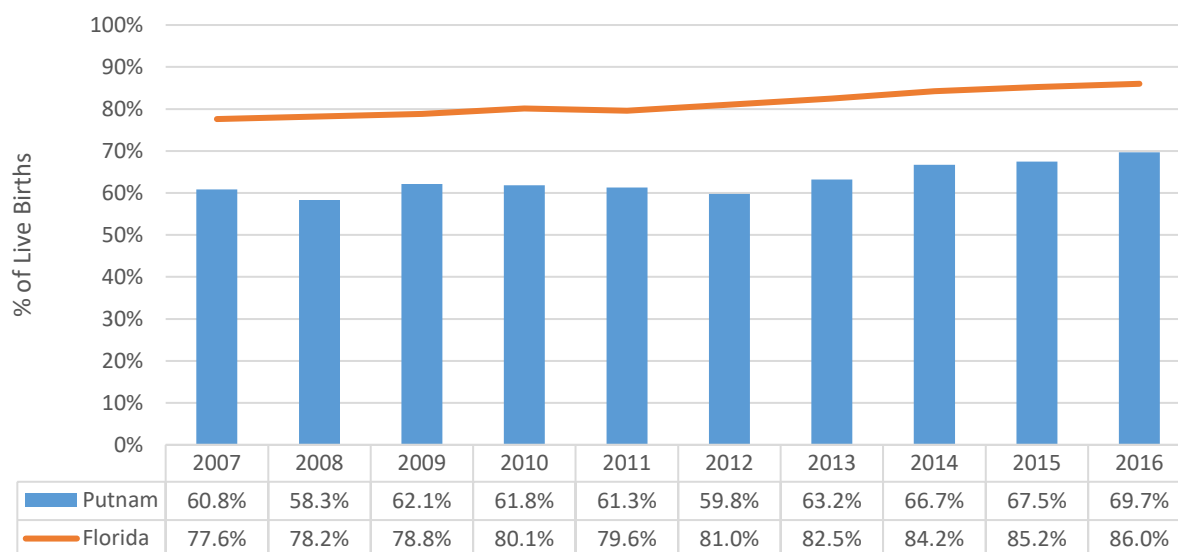
Source: Florida Department of Health, Bureau of Vital Statistics

## Breast Feeding

Breastfeeding offers many health benefits for infants and mothers including creating a bond with the mother and baby, providing vitamins and nutrients the baby needs, providing antibodies that help fight viruses and bacteria and lowering the baby's risk of having allergies.

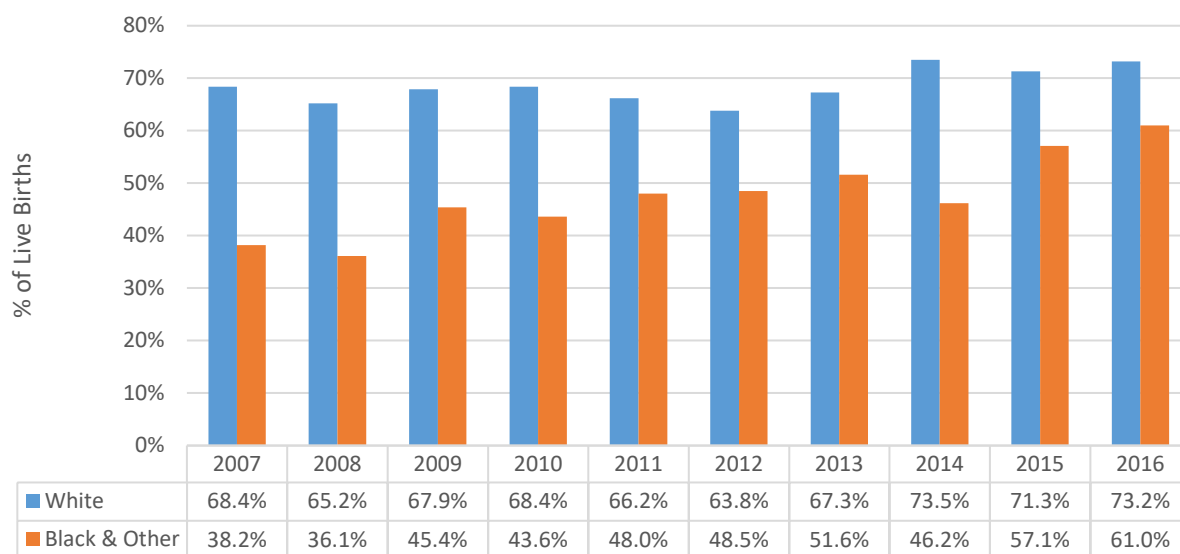
The graphs below provide insight into breastfeeding initiation in the county and in the state. For the years shown, fewer women in Putnam County initiated breast feeding when compared to the state. In 2016, just under 70% of mothers initiated breastfeeding in the county, compared to 86.0% of mothers in Florida. White mothers had the highest rates (73.2%) of breastfeeding initiation in the county, followed by Hispanic mothers (63.8%) and black and other mothers (61.0%).

Mothers Who Initiate Breastfeeding, Putnam County and Florida, 2007–2016



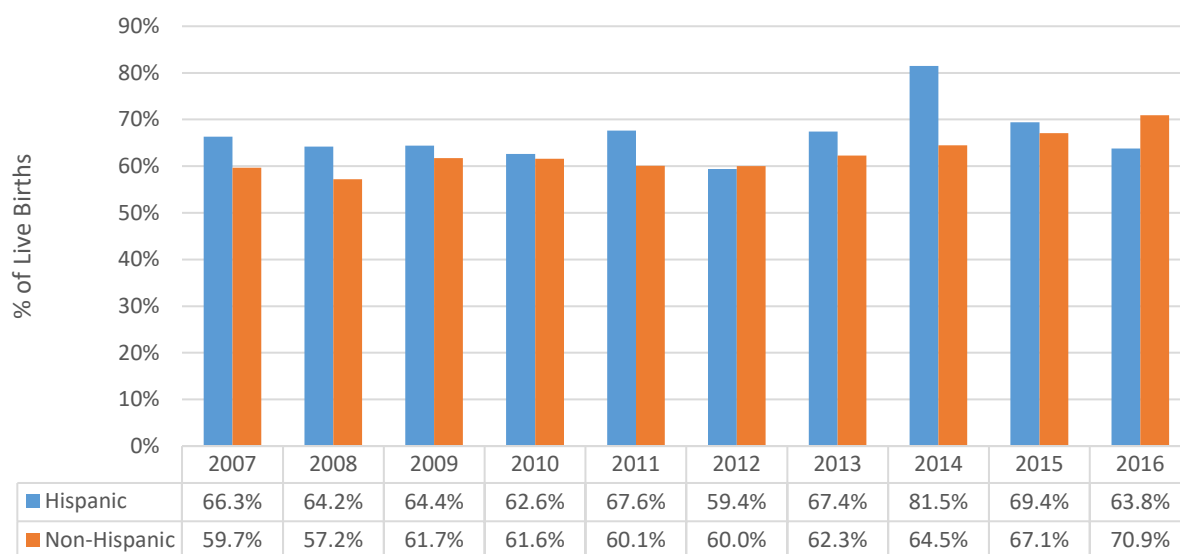
Source: Florida Department of Health, Bureau of Vital Statistics

### Mothers Who Initiate Breastfeeding, by Race, Putnam County, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

### Mothers Who Initiate Breastfeeding, by Ethnicity, Putnam County, 2007–2016



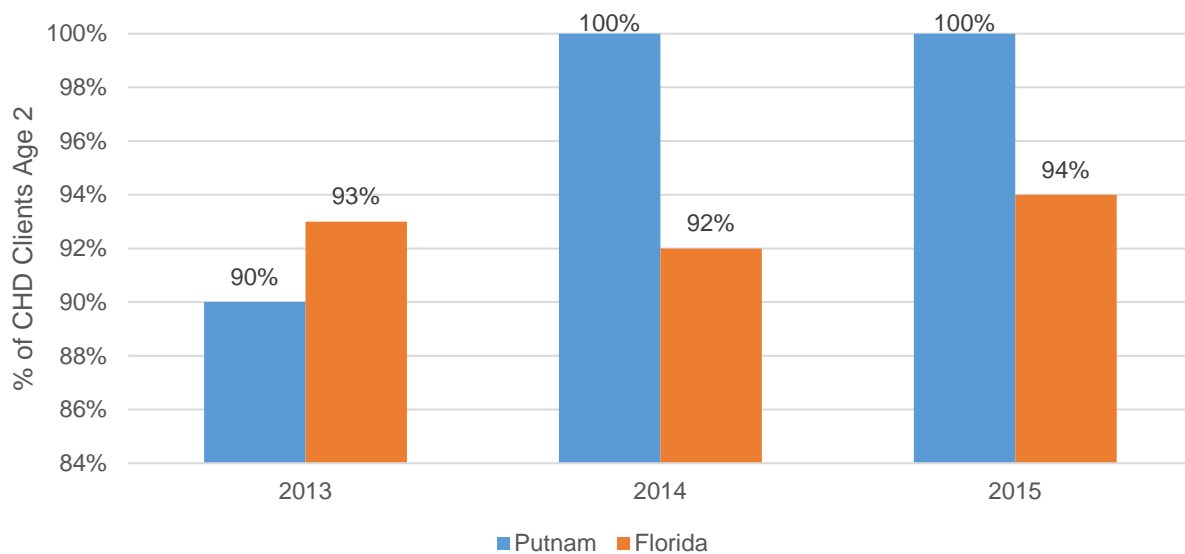
Source: Florida Department of Health, Bureau of Vital Statistics

## Immunizations

Immunization rates are one of public health's leading health indicators and a primary defense against some of the most deadly and debilitating diseases known. During the last 200 years, vaccination has had a tremendous impact on the quality of life of adults and children worldwide. No other modality -- not even antibiotics -- has had such a major effect on mortality reduction and population growth.<sup>4</sup>

The following graph contains the percentage of two year old DOH-Putnam clients that were fully immunized for from 2013 to 2015. In 2014 and 2015, 100% of two year old DOH-Putnam clients were fully immunized.

County Health Department Clients Age 2 Fully Immunized, Putnam County and Florida, 2013–2015

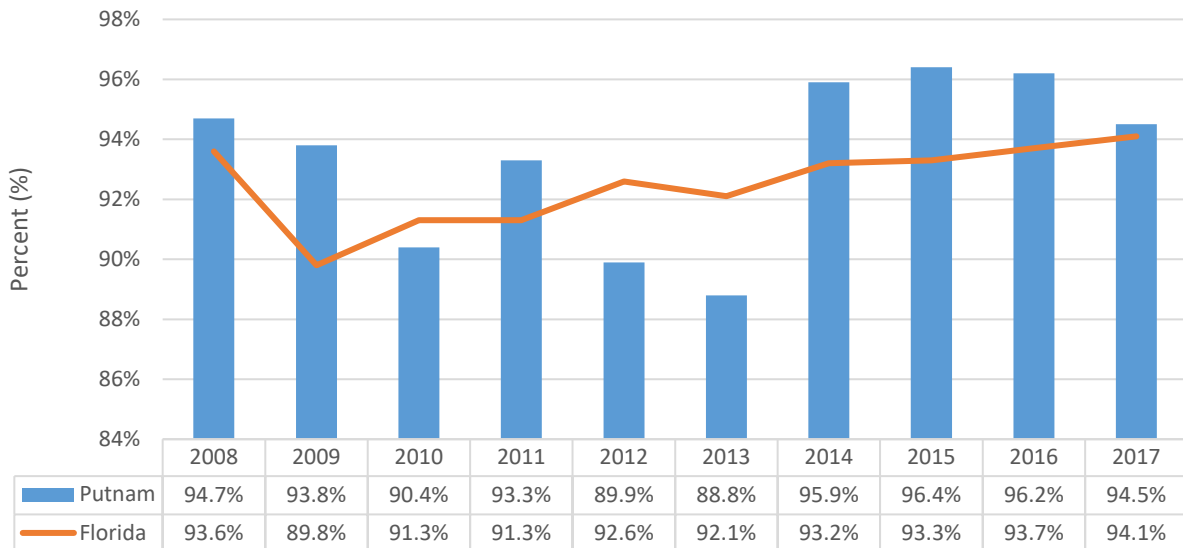


Source: Florida Department of Health, Bureau of Immunization

<sup>4</sup> <https://www.cdc.gov/vaccines/index.html>

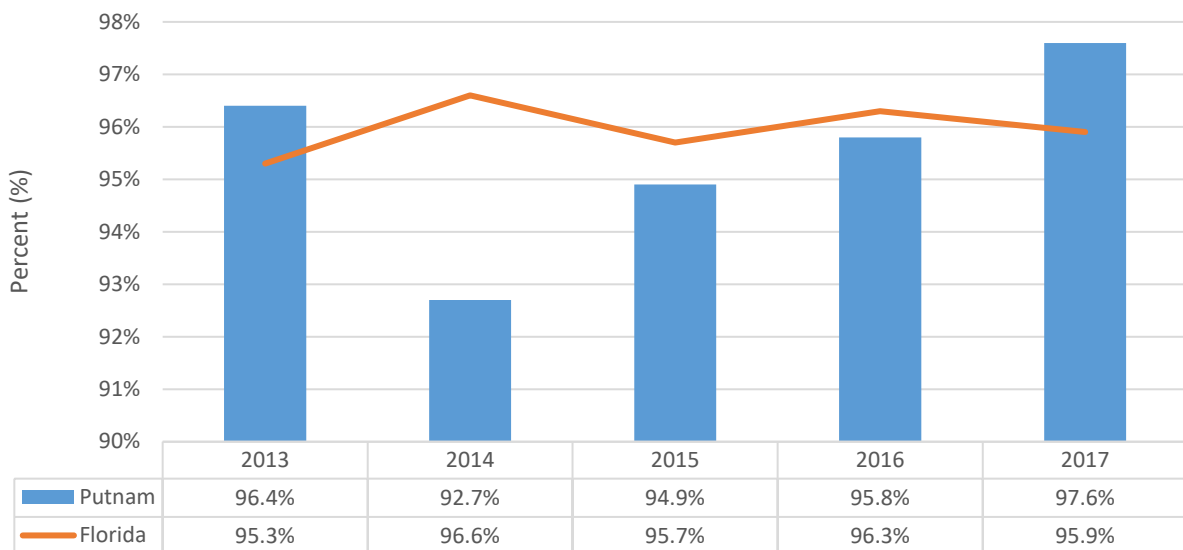
The following graphs present immunization levels in kindergarten and 7<sup>th</sup> grade in Putnam County and Florida. During this time, the immunization levels in kindergarten ranged from 88.8% in 2013 to 96.4% in 2015. Immunization levels in 7<sup>th</sup> grade fluctuated as well with the lowest level, 92.7%, in 2014 and the highest level, 97.6%, in 2017. In 2017, the county recorded kindergarten and 7<sup>th</sup> grade immunization levels that were higher than the state.

Immunization Levels in Kindergarten, Putnam County and Florida, 2008–2017



Source: Florida Department of Health, Bureau of Immunization

Immunization Levels in 7<sup>th</sup> Grade, Putnam County and Florida, 2013–2017



Source: Florida Department of Health, Bureau of Immunization

## Mental and Behavioral Health

In the United States, approximately 22% of the adult population has one or more diagnosable mental disorders in a given year.<sup>5</sup> In addition, an estimated one in 10 children in the country has a mental disorder that causes some level of impairment.<sup>6</sup> The effects of mental illness are evident across the life span, among all ethnic, racial, and cultural groups, and among persons of every socioeconomic level.<sup>7</sup> Moreover, mental illness costs the United States an estimated \$150 billion annually, excluding the costs of research.<sup>8</sup>

### Mental Health

In 2016, 19.9% of Putnam County residents reported being told by a doctor that they had a depressive disorder, which was higher when compared to Florida (14.2%). In addition, significantly more Putnam County residents (33.8%) reported being limited in activities because of physical, mental or emotional issues when compared to Florida (21.2%).

#### Adults Who Have Ever Been Told They Had a Depressive Disorder, Putnam County and Florida, 2016

	Putnam	Florida
2016	19.9%	14.2%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

#### Adults Who Are Limited in Any Way in Any Activities Because of Physical, Mental or Emotional Problems, Putnam County and Florida, 2016

	Putnam	Florida
2016	33.8%	21.2%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

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<sup>5</sup>US Department of Health and Human Services. Mental health: a report of the Surgeon General. Rockville, MD: US Department of Health and Human Services; 1999.

<sup>6</sup>National Institute of Mental Health. Treatment of children with mental disorders. Bethesda, MD: National Institute of Mental Health; 2000.

<sup>7</sup>US Department of Health and Human Services. Mental health: culture, race, and ethnicity--a supplement to mental health: a report of the Surgeon General. Rockville, MD: US Department of Health and Human Services; 2001.

<sup>8</sup>President's New Freedom Commission on Mental Health. Achieving the promise: transforming mental health care in America. Rockville, MD: US Department of Health and Human Services; 2003.

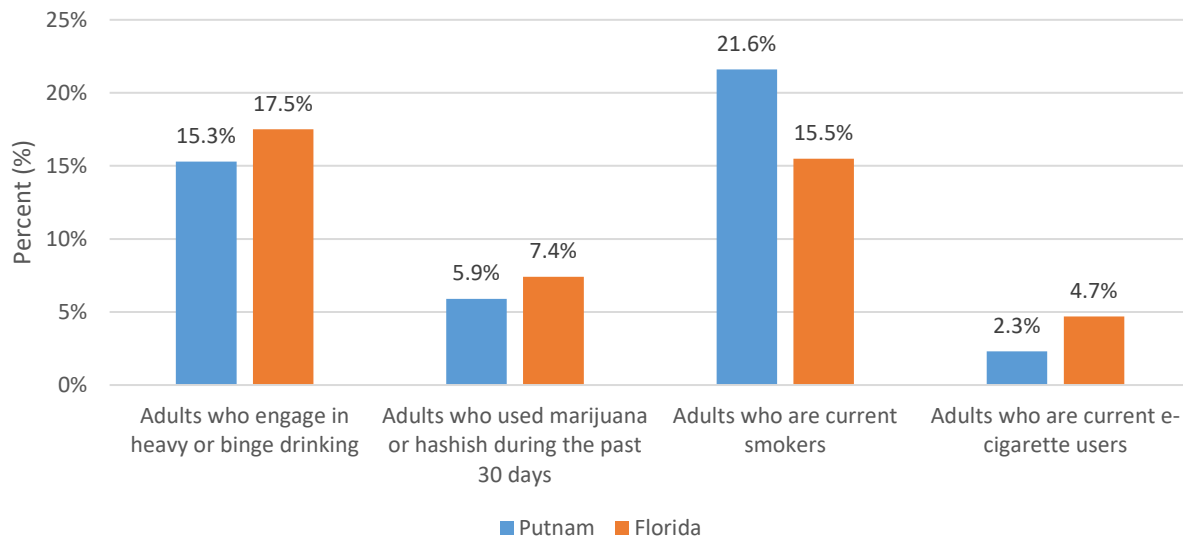


## Alcohol Consumption and Substance Abuse

Tobacco, alcohol and substance use are leading causes of disease and disability.

The graph below summarizes data collected from the BRFSS related to tobacco, alcohol, and substance use among adults in Putnam County. In 2016, 21.6% of adult residents in Putnam County reported being a current smoker, which was higher than the state's percentage of 15.5%. Adults in Putnam County were less likely to report binge drinking, marijuana use and e-cigarette use when compared to the state.

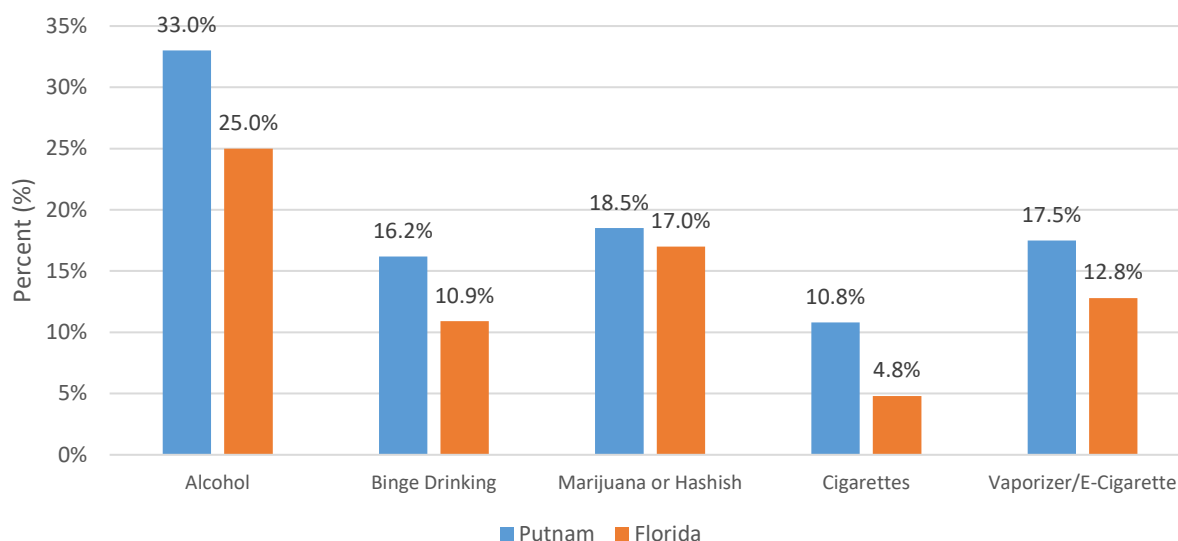
Adult Alcohol, Tobacco and Substance Use, Putnam County and Florida, 2016



Source: Behavioral Risk Factor Surveillance System (BRFSS)

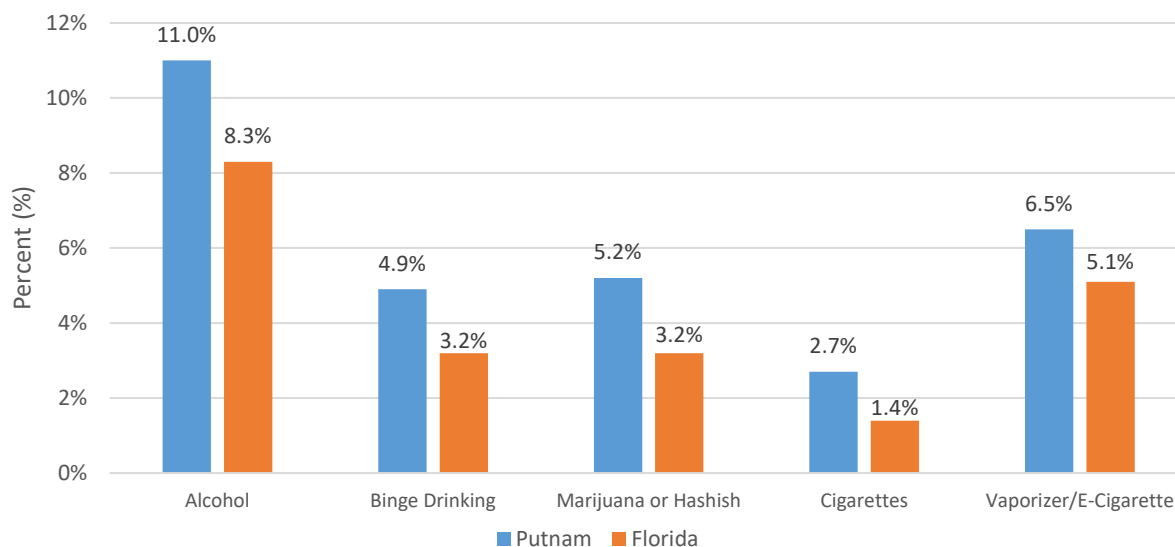
The tables below summarize data collected from the Youth Risk Behavior Survey on tobacco, alcohol or substance use in the past 30 days among Putnam county middle school and high school students. For both middle school and high school students, Putnam County had higher percentages of students' reporting current use when compared with Florida.

#### Alcohol, Tobacco and Substance Use in the Past 30 Days in High School Students, Putnam County and Florida, 2016



Source: Florida Youth Substance Abuse Survey

#### Alcohol, Tobacco and Substance Use in the Past 30 Days in Middle School Students, Putnam County and Florida, 2016



Source: Florida Youth Substance Abuse Survey

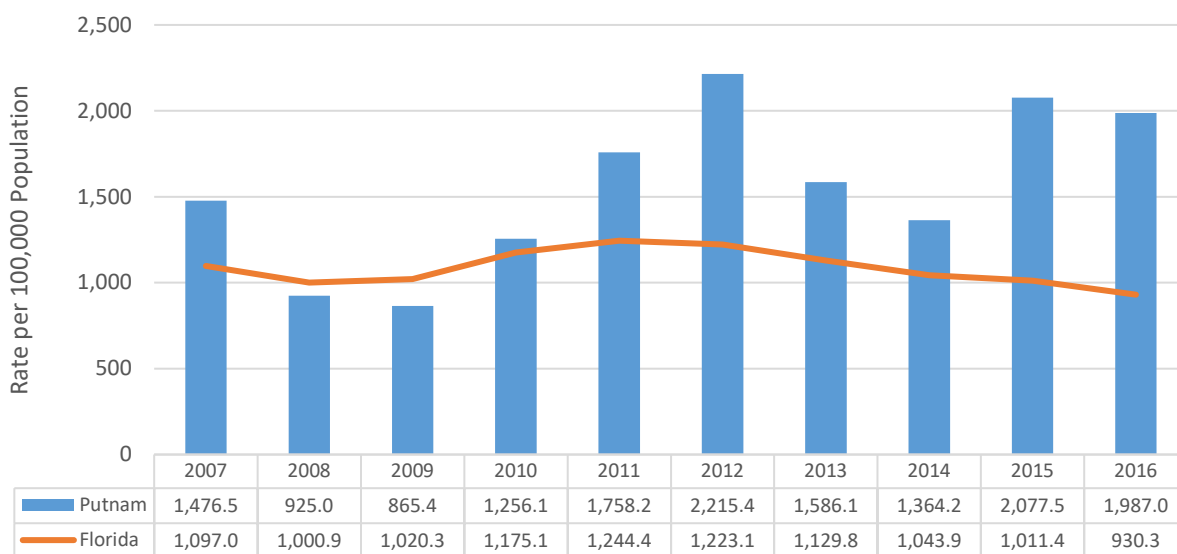
## Violence and Injury

Unintentional and violence-related injuries cause nearly 200,000 deaths each year in the United States, and are the leading cause of death for people age 1 to 44. In addition, millions of people are treated in emergency rooms or hospitalized due to injuries each year. With physical and economic consequences, each year's injuries lead to estimated lifetime costs of \$671 billion in medical expenses and lost productivity.<sup>9</sup>

Injury crosses all boundaries and can affect anyone, regardless of age, sex, race or socioeconomic background. While injury and violence carry a significant burden, they are also largely preventable. Recognizing the social and economic burden of injury and violence is critical to determine the appropriate level of intervention and investment into prevention activities.

The following graph provides the rate of children experiencing abuse ages 5 to 11 in Putnam County and Florida. In 2016, the rate for child abuse in Putnam County (1,987/100,000) was more than double Florida's rate (930.3/100,000).

Children Experiencing Child Abuse Ages 5–11, Putnam County and Florida, 2007–2016

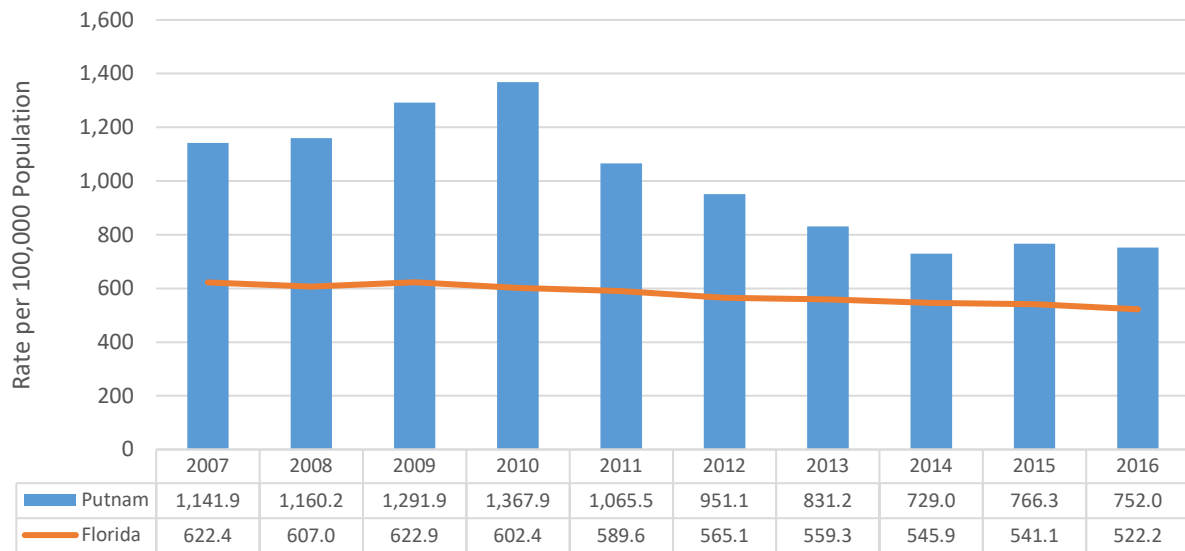


Source: Department of Children and Families, Florida Safe Families Network Data Mart

<sup>9</sup> <http://www.ncsl.org/research/health/injury-and-violence-prevention.aspx>

The table below shows the rate for domestic violence offenses in Putnam County and Florida during the years of 2007 to 2016. During this 10-year period, Putnam County's rate for domestic violence was consistently higher than those of the state.

**Total Domestic Violence Offenses, Putnam County and Florida, 2007–2016**

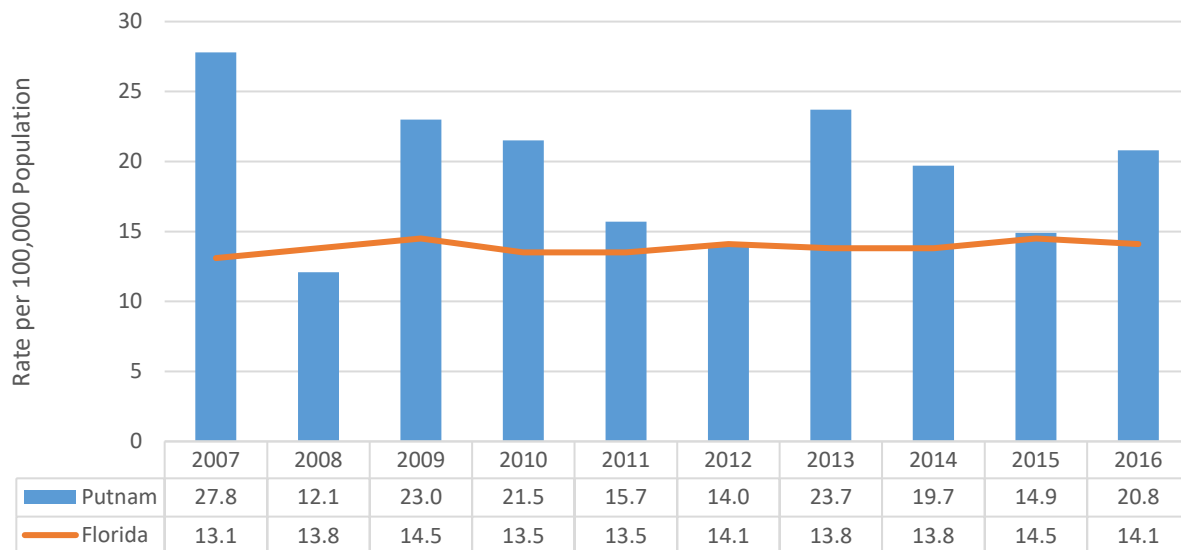


Source: Florida Department of Law Enforcement

The economic and human cost of suicidal behavior to individuals, families, communities and society makes suicide a serious public health problem around the world. In the United States, suicide is one of the leading causes of death among young people. It is the third leading cause of death among 15 to 24 year olds and the second leading cause of death among 25 to 34 year olds.<sup>10</sup>

In 2016, the age-adjusted suicide rate in Putnam County was 20.8/100,000 population, which was an increase from 14.9/100,000 population in 2015 and significantly higher than the state rate of 14.1/100,000 population.

#### Suicide Age-Adjusted Death Rates, Putnam County and Florida, 2007-2016

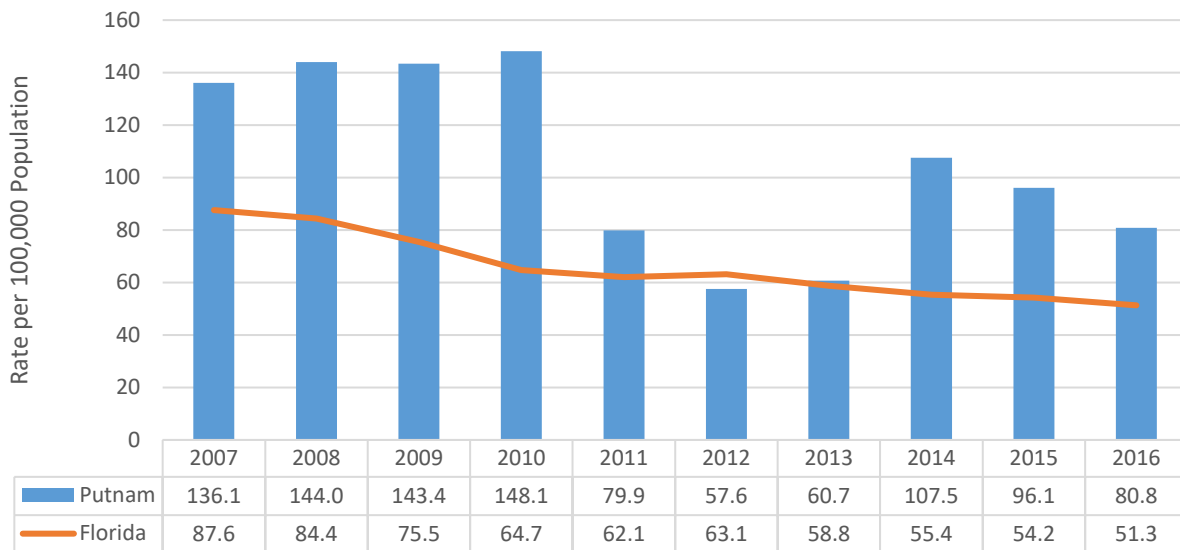


Source: Florida Department of Health, Bureau of Vital Statistics

<sup>10</sup> [https://www.cdc.gov/violenceprevention/pdf/asap\\_suicide\\_issue2-a.pdf](https://www.cdc.gov/violenceprevention/pdf/asap_suicide_issue2-a.pdf)

Alcohol is a major contributor to motor vehicle traffic crashes, injury and death. The graph below includes the rate of alcohol-suspected motor vehicle traffic crash injuries in Putnam County and Florida for the years 2007 to 2016. During this time, Putnam County rates fluctuated from the highest in 2010 of 148.1/100,000 population to the lowest in 2012 of 57.6/100,000 population. The rate for Putnam County in 2016 was 80.8/100,000 population, which was higher when compared to Florida's rate of 51.3/100,000 population.

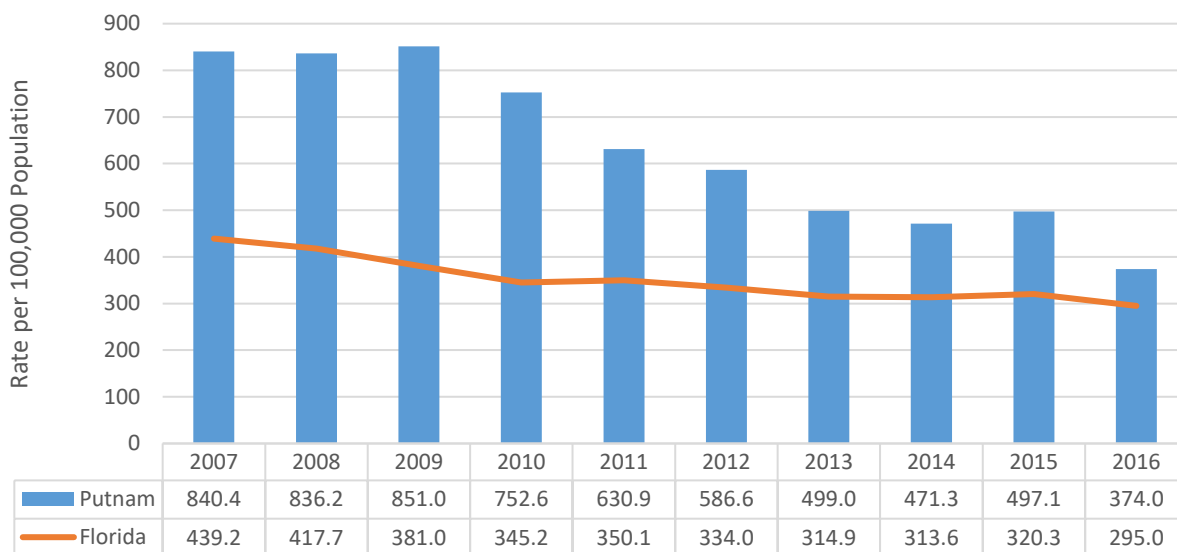
Alcohol-Suspected Motor Vehicle Traffic Crash Injuries, Putnam County and Florida, 2007–2016



Source: Florida Department of Highway Safety and Motor Vehicles

The following graph depicts the rates of aggravated assault for Putnam County and Florida. During this time period, the rate of aggravated assault decreased significantly and is approaching the state rate. In 2016, Putnam County had an aggravated assault rate of 374/100,000 population; the lowest rate in the past 10 years.

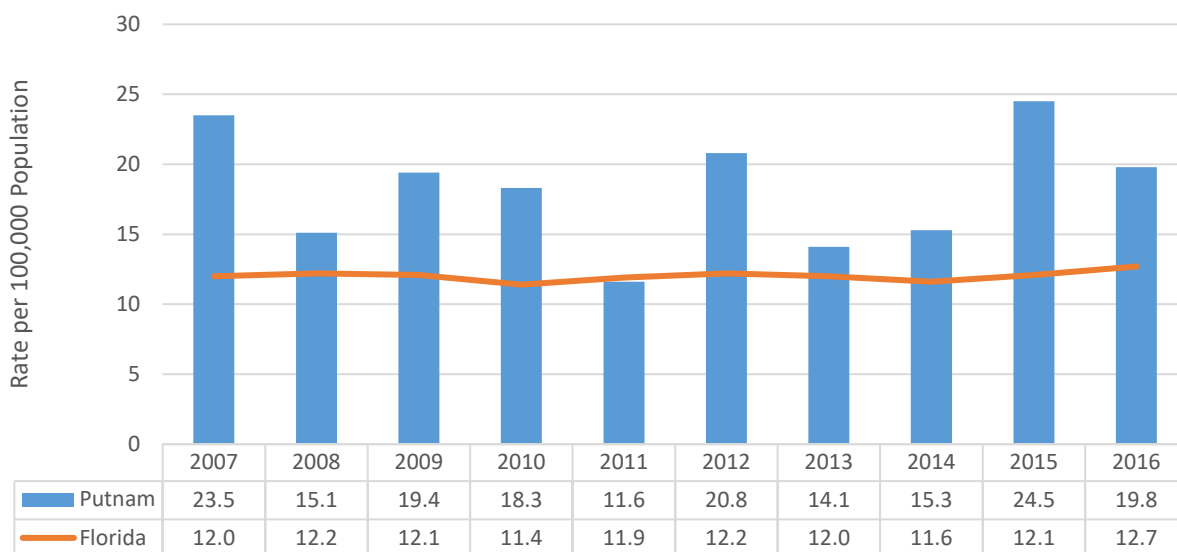
Aggravated Assault, Putnam County and Florida, 2007–2016



Source: Florida Department of Law Enforcement

As can be seen in the chart below, the firearm discharge death rate in Putnam County for the year 2016 was 19.8/100,000 population. The rates in the county were higher than the state rate for nine out of the 10 years shown below.

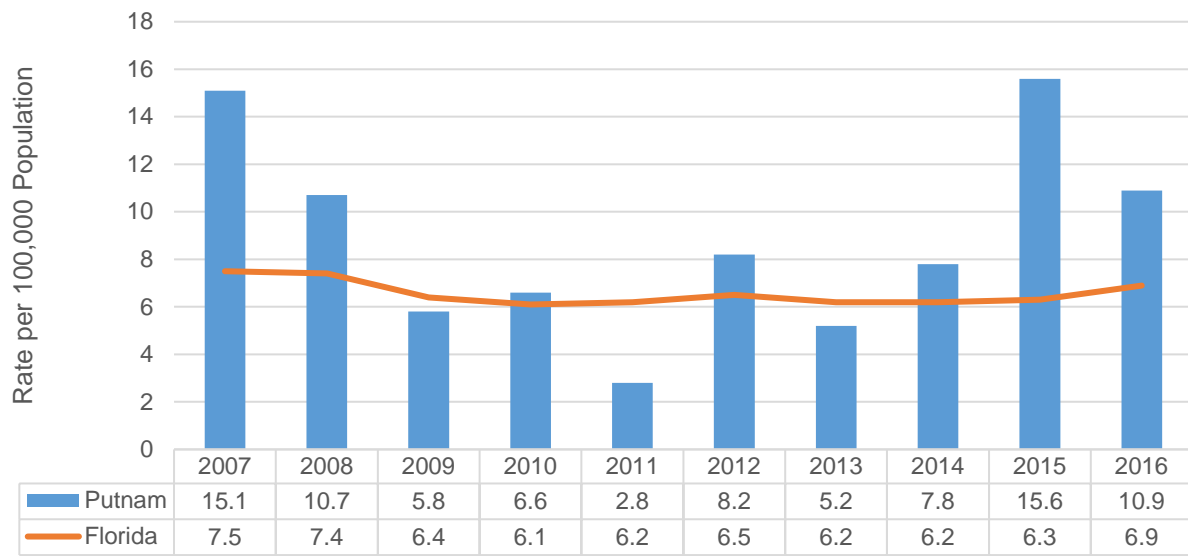
Firearms Discharge Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics

In 2015, Putnam County experienced a spike in homicides with a rate of 15.6/100,000 population, which was more than double the state rate (6.3/100,000 population). Although the homicide death rate in Putnam County decreased to 10.9/100,000 population in 2016, Putnam County still remained above the state rate for this indicator (6.9/100,000 population).

### Homicide Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics



# Morbidity

Morbidity is another term for illness. The Behavioral Risk Factors Surveillance System (BRFSS) is a rich source of data used to estimate the prevalence of personal health behaviors and illness in the United States. Data from hospital discharges can also be used to gain insight on leading causes of morbidity in a community.

## Overweight and Obesity

Obesity is a public health problem that has become epidemic worldwide. Overweight and obesity are major causes of co-morbidities, including type II diabetes, cardiovascular diseases, various cancers and other health problems, which can lead to further morbidity and mortality. The related health care costs are also substantial.

The following table presents data on weight and physical activity in Putnam County and Florida collected through BRFSS. Results from the 2016 BRFSS indicated that 43.5% of Putnam County residents were overweight and 43.5% were obese. As can be seen, Putnam County had higher rates of overweight and obesity when compared to the state.

### Weight and Activity among Adults, Putnam County and Florida, 2016

	Putnam	Florida
Healthy Weight	24.4%	34.5%
Overweight or Obese	73.6%	63.2%
Overweight	30.1%	35.8%
Obese	43.5%	27.4%
Inactive or Insufficiently Active	62.5%	56.7%
Sedentary	40.9%	29.8%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

Overweight and obesity among youth in Putnam County is also of concern. Results of the 2014 YRBS indicated that 16.8% of Putnam County's middle school and high school students are overweight, and that an additional 19.8% of students are obese. As can be seen below, Putnam County had higher rates of overweight and obesity among middle school and high school students when compared to the state.

### Weight among Middle and High School Students, Putnam County and Florida, 2014

	Putnam	Florida
Healthy Weight	60.0%	67.6%
Overweight or Obese	36.6%	28.2%
Overweight	16.8%	15.8%
Obese	19.8%	12.4%

Source: Youth Risk Behavior Survey (YRBS)

## Coronary Heart Disease

Coronary heart disease is a term used to identify several disorders that reduce the blood supply to the heart muscle. Heart disease is the leading cause of death for people of most racial/ethnic groups in the United States, including African Americans, Hispanics, and whites. For Asian Americans or Pacific Islanders and American Indians or Alaska Natives, heart disease is second only to cancer.<sup>11</sup> Furthermore, heart disease costs the United States about \$200 billion each year.<sup>12</sup> This total includes the cost of health care services, medications, and lost productivity. The table below includes data collected through the BRFSS in 2010 and 2013 for Putnam County and the state. More adults in Putnam County have ever been told by a doctor that they have coronary heart disease when compared to the state. In addition, Putnam County experienced a 39.9% increase in this indicator from 2010 to 2013, compared to a 1.0% increase for the state.

### Adults Who Have Ever Been Told They had Coronary Heart Disease, Heart Attack or Stroke, Putnam County and Florida, 2010–2013

Year	Putnam	Florida
2010	14.3%	10.2%
2013	20.0%	10.3%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

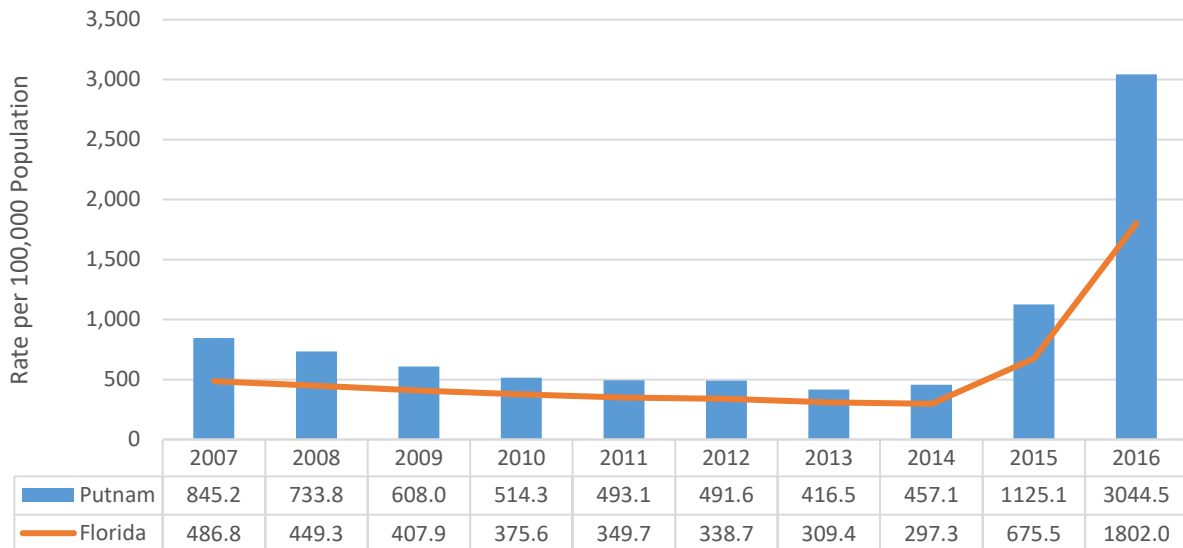
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<sup>11</sup>Benjamin EJ, Blaha MJ, Chiuve SE, Cushman M, Das SR, Deo R, et al. Heart Disease and Stroke Statistics—2017 Update: A Report From the American Heart Association. *Circulation*. 2017; 135: e1–e458. DOI: 10.1161/CIR.0000000000000485.

<sup>12</sup>Centers for Disease Control and Prevention, National Center for Health Statistics. Multiple Cause of Death 1999–2015 on CDC WONDER Online Database, released December 2016. Data are from the Multiple Cause of Death Files, 1999–2015, as compiled from data provided by the 57 vital statistics jurisdictions through the Vital Statistics Cooperative Program.

The graph below depicts the rates of hospitalizations due to coronary heart disease in Putnam County and Florida. From 2015 to 2016, the rate of hospitalizations due to coronary heart disease in Putnam County almost tripled from 1,125.1/100,000 population to 3,044.5/100,000 population.

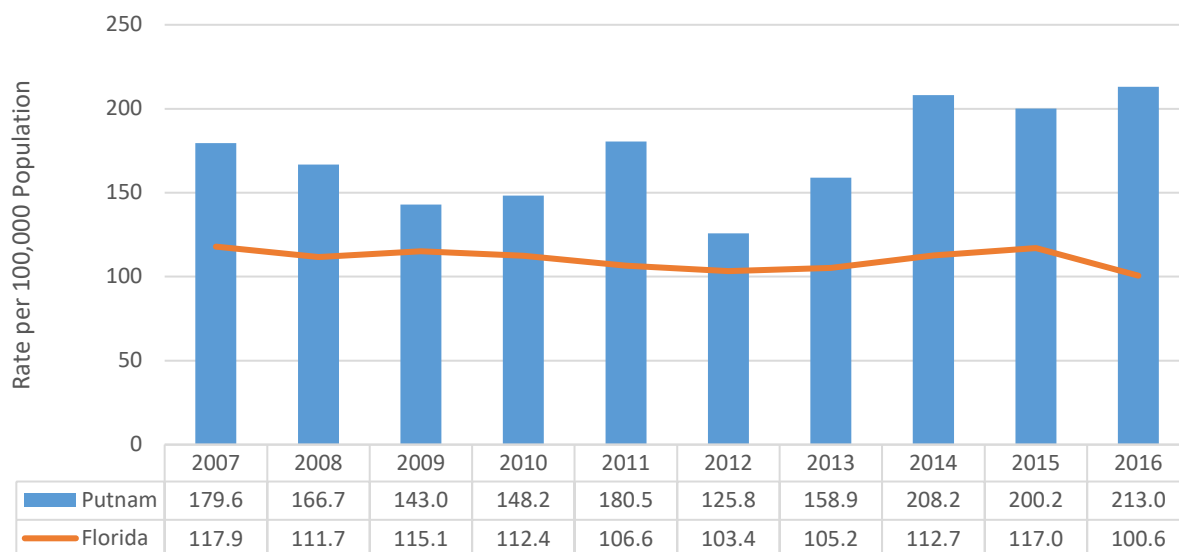
Hospitalizations from Coronary Heart Disease, Putnam County and Florida, 2007–2016



Source: Florida Agency for Health Care Administration (AHCA)

Hospitalization for ambulatory care sensitive conditions, also called preventable hospitalization, has been widely accepted as an indicator of access to primary health care, and overall quality of the primary health care system. In 2016, the rate of preventable hospitalization under 65 from congestive heart failure in Putnam County was more than double that of the state's, with rates of 231.0/100,000 population and 100.6/100,000 population, respectively.

#### Preventable Hospitalizations under 65 from Congestive Heart Failure, Putnam County and Florida, 2007-2016



Source: Florida Agency for Health Care Administration (AHCA)

## Diabetes

Diabetes is a serious, common, costly, yet manageable condition. It is one of the top 10 leading causes of death in the United States and it affects almost 26 million Americans, with 18.8 million people diagnosed and an addition 7 million people undiagnosed.<sup>13</sup>

Diabetes is the leading cause of lower-limb amputation not related to trauma, new cases of blindness and kidney failure in the country. It is also a major contributor to cardiovascular disease, which is the number one cause of death in the country. Approximately 68% of people with diabetes die from cardiovascular disease. In 2012, diabetes cost the nation an estimated \$245 billion in direct and indirect costs.<sup>14</sup>

The following table presents data collected through the BRFSS in 2013 and 2016. Rates of adults who have ever been told they had diabetes in Putnam County increased significantly from 12.6% in 2013 to 22.1% in 2016. During that same time period, rates for Florida remained stable.

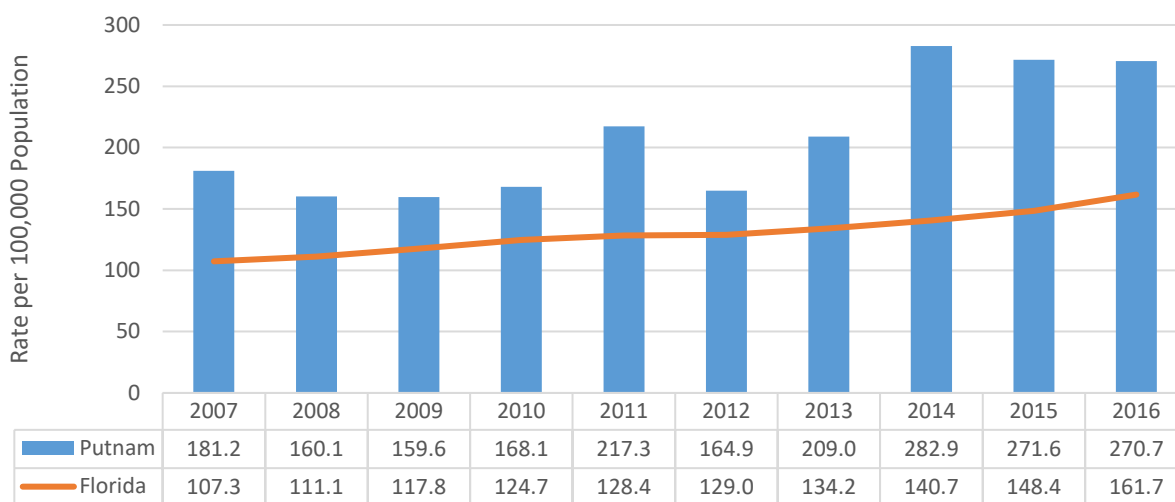
Adults Who Have Ever Been Told They had Diabetes, Putnam County and Florida, 2013, 2016

Year	Putnam	Florida
2013	12.6%	11.2%
2016	22.1%	11.8%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

In the graph below, the rate of preventable hospitalization under 65 from diabetes is displayed for the county and the state from 2007 to 2016. In 2016, Putnam County rate for preventable diabetes hospitalizations was 270.7/100,000, down slightly from the previous 2 years, but still higher when compared to the state.

Preventable Hospitalizations under 65 from Diabetes, Putnam County and Florida, 2007–2016



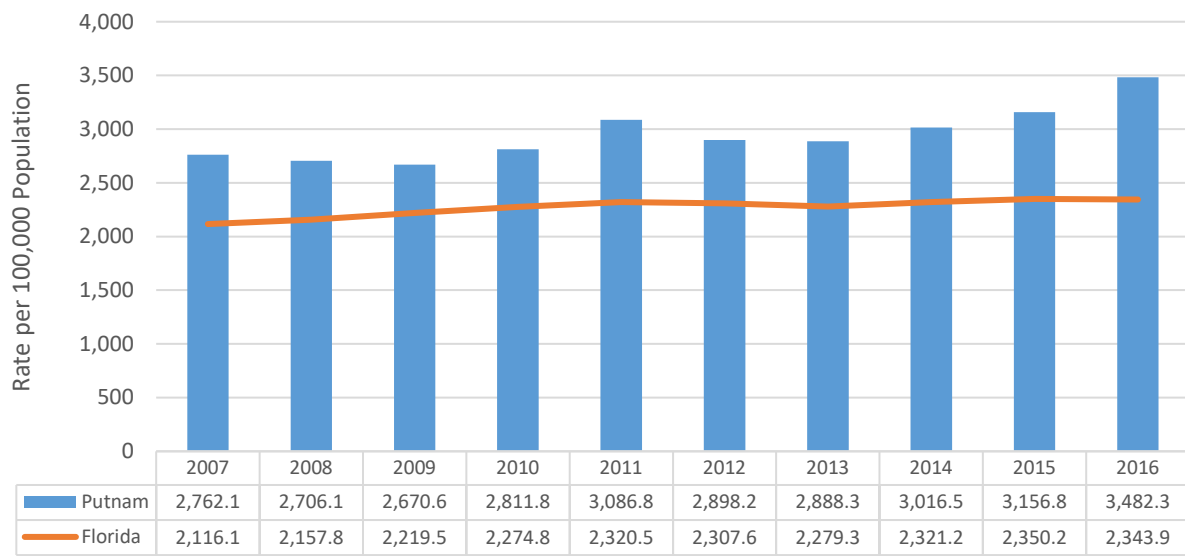
Source: Florida Agency for Health Care Administration (AHCA)

The graph below summarizes rates of hospitalizations from or with diabetes in Putnam County and Florida from 2007 to 2016. In 2016, Putnam County saw the highest rate of hospitalizations due to diabetes in the 10 years shown, with a rate of 3,482.3/100,000. In addition, the rate for Putnam County has consistently been above the state rate during this time period.

<sup>13</sup>Centers for Disease Control and Prevention. National diabetes fact sheet, 2011. Fast facts on diabetes. Atlanta, GA: U.S. Department of Health and Human Services; 2011.

<sup>14</sup>Centers for Disease Control and Prevention. National diabetes fact sheet, 2011. Fast facts on diabetes. Atlanta, GA: U.S. Department of Health and Human Services; 2011.

## Hospitalizations From or With Diabetes, Putnam County and Florida, 2007–2016



Source: Florida Agency for Health Care Administration (AHCA)

## Chronic Lower Respiratory Disease (C.L.R.D.)

Chronic obstructive pulmonary diseases (COPD, also known as CLRD) include emphysema, chronic bronchitis and asthma – diseases that are characterized by obstruction to air flow. The impairment in lung function resulting from COPD is largely irreversible and progressive.

The table below summarizes data collected from the BRFSS on COPD prevalence. In 2016, 16.1% of Putnam County adult residents had ever been told by a doctor that they have COPD, emphysema or chronic bronchitis, a 47.7% increase from 2013.

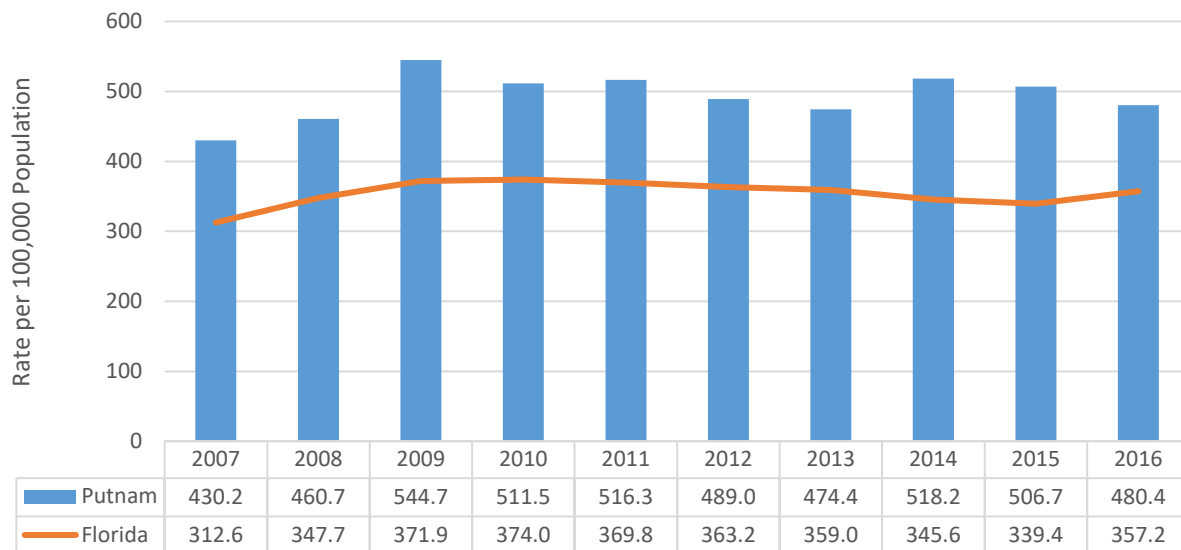
### Adults Who Have Ever Been Told They had Chronic Obstructive Pulmonary Disease, Emphysema or Chronic Bronchitis, Putnam County and Florida, 2013, 2016

Year	Putnam	Florida
2013	10.9%	7.4%
2016	16.1%	7.1%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

The graph below illustrates the rate of hospitalizations from CLRD, including asthma, at the county and state level during the years 2007 to 2016. During this time period, Putnam County experienced higher rates of hospitalizations when compared to the state. In 2016, the rate in the county was 480.4/100,000 population, while the state had a rate of 357.2/100,000 population.

### Hospitalizations from Chronic Lower Respiratory Disease (including Asthma), Putnam County and Florida, 2007–2016



Source: Florida Agency for Health Care Administration (AHCA)

## Cancer

Cancer has been recognized as a major public health issue in the United States for nearly a century. Despite the decline in cancer mortality observed over the past two decades, cancer remains the second leading cause of death in the United States.<sup>15</sup> However, the World Health Organization estimates that between 30-50% of all cancer cases are preventable.<sup>16</sup>

The table below summarizes data collected from the BRFSS on cancer prevalence. There was an increase in the percent of Putnam County adults who reported ever being told by a doctor they had any type of cancer except skin cancer from 8.6% in 2013 to 12.2% in 2016.

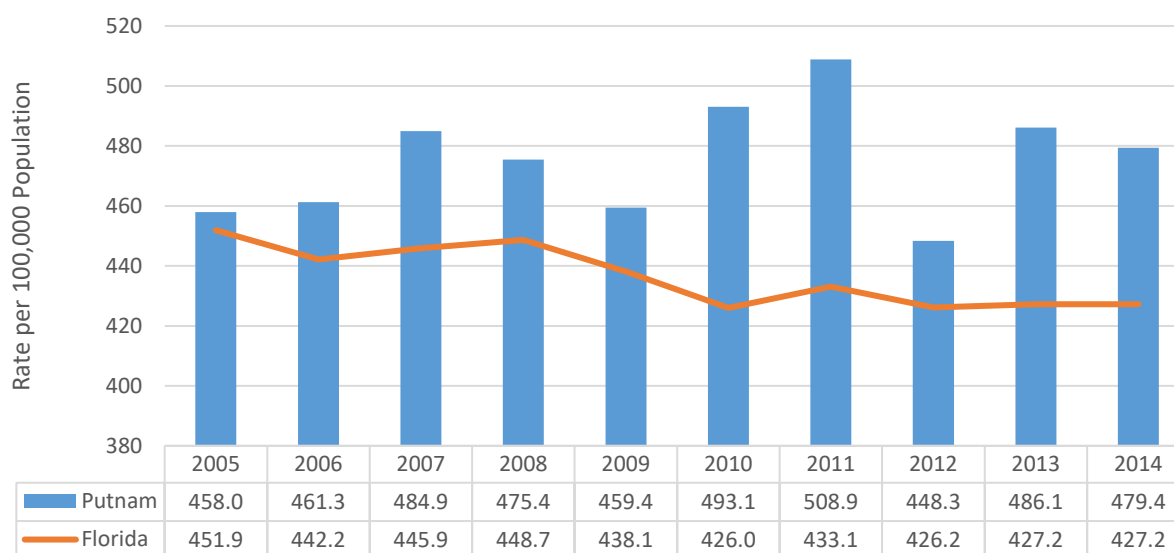
**Adults Who Have Ever Been Told They had any Type of Cancer except Skin Cancer, Putnam County and Florida, 2013, 2016**

Year	Putnam	Florida
2013	8.6%	7.6%
2016	12.2%	7.5%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

The table below has the cancer incidence rates for the county and the state for a 10-year period. During 2005 to 2014, Putnam County consistently experienced rates higher than those of the state.

**Cancer Incidence, Putnam County and Florida, 2005–2014**



Source: University of Miami (FL) Medical School, Florida Cancer Data System

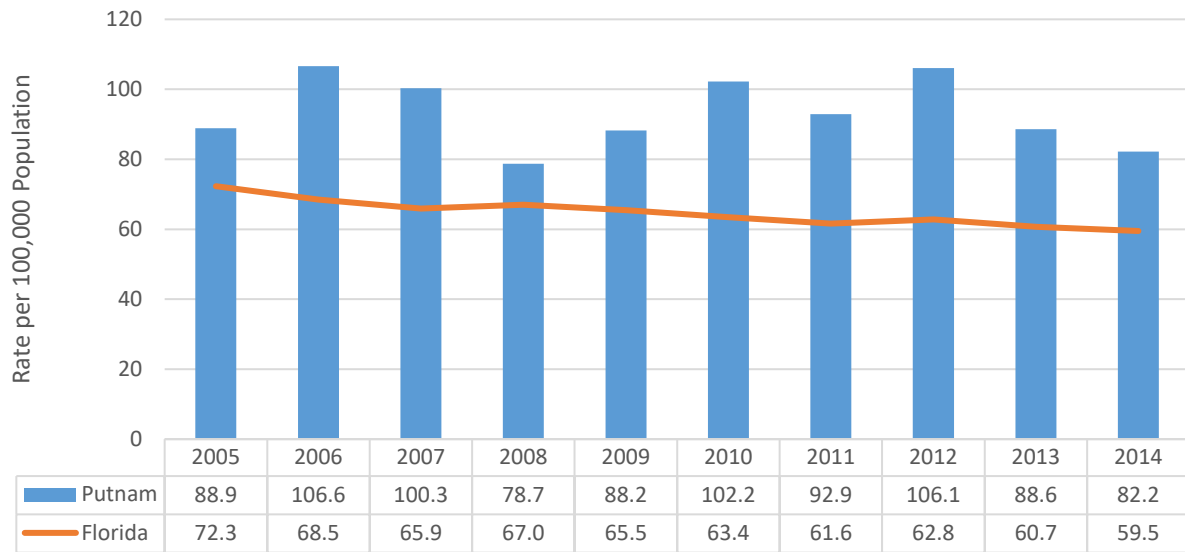
The following graph examines the rates of lung cancer in Putnam County and Florida. From 2005 to 2014, rates fluctuated in the county from the highest (106.6/100,000 population) in 2006 to the lowest (78.7/100,000 population) in 2008. During this time period, the cancer incidence rate for Putnam County was consistently higher than the state rate.

**Lung Cancer Incidence, Putnam County and Florida, 2005–2014**

<sup>15</sup> Centers for Disease Control and Prevention. Leading causes of death. <http://www.cdc.gov/nchs/fastats/leading-causes-of-death.htm>.

<sup>16</sup>World Health Organization, Cancer Prevention <http://www.who.int/cancer/prevention/en/>





Source: University of Miami (FL) Medical School, Florida Cancer Data System

## Communicable Diseases

Preventing and controlling the spread of disease is a core public health function. From influenza and Lyme disease to malaria and Ebola, outbreaks of infectious diseases can have an extraordinary impact on human health.

HIV continues to be a major global public health issue, having claimed more than 35 million lives so far. In 2016, one million people died from HIV-related causes globally.<sup>17</sup> HIV infection is a condition caused by the human immunodeficiency virus (HIV). The condition gradually destroys the immune system, which makes it harder for the body to fight infections. The table below summarizes data collected from the BRFSS on HIV testing. From 2013 to 2016, both the county and the state saw an increase in the percent of adults who had ever been tested for HIV. However, during this time, Putnam County experienced lower percentages when compared to the state.

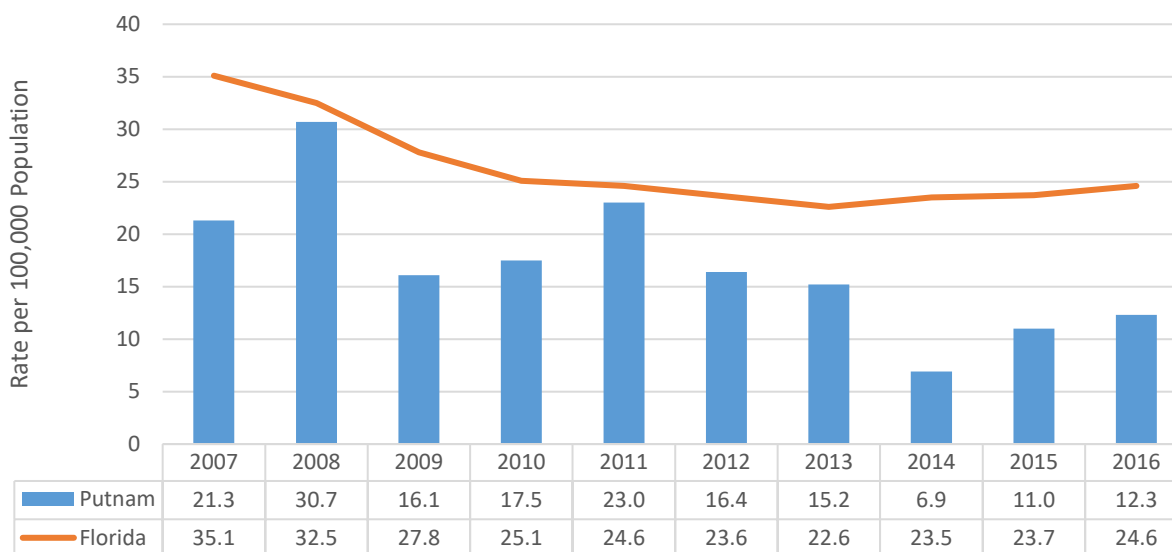
### Adults who have Ever Been Tested for HIV, Putnam County and Florida, 2013, 2016

Year	Putnam	Florida
2013	38.8%	42.6%
2016	44.4%	46.9%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

The following graph illustrates the rate of HIV infection cases in Putnam County and Florida. Putnam County had lower rates of HIV infection cases through the years 2007 to 2016 when compared with the state. In 2016, the rate of HIV infection cases in Putnam County was 12.3/100,000 population, which was half that of the state (24.6/100,000 population).

### HIV Infection Cases, Putnam County and Florida, 2007–2016

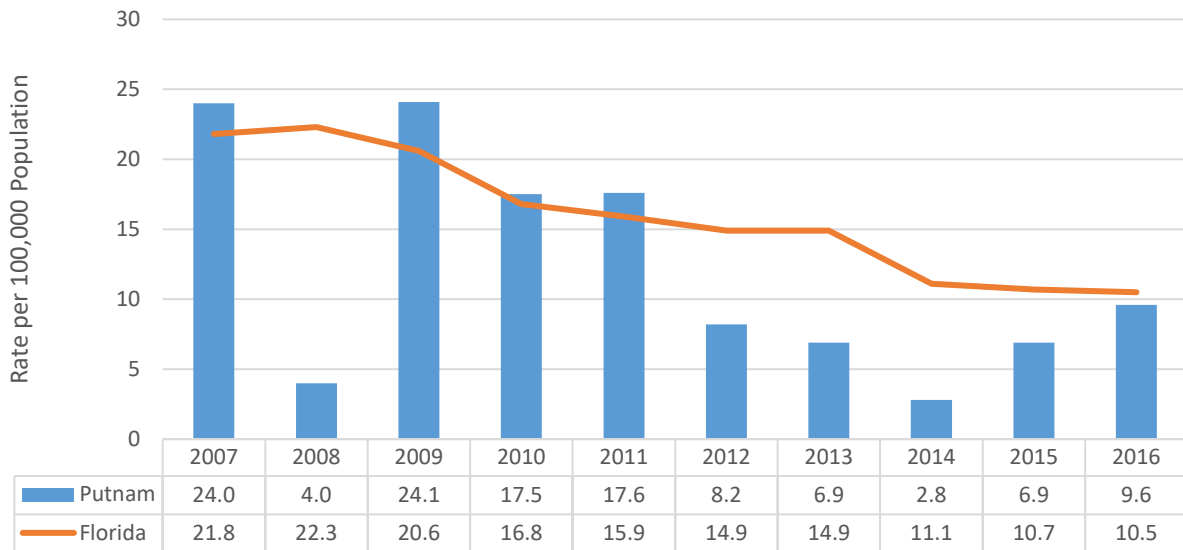


Source: Florida Department of Health, HIV/AIDS Section

From 2015 to 2016, Putnam County experienced a 39.1% increase in the rate of AIDS cases. Since 2012, the rate for AIDS cases in Putnam County was lower when compared to the state.

### AIDS Cases, Putnam County and Florida, 2007–2016

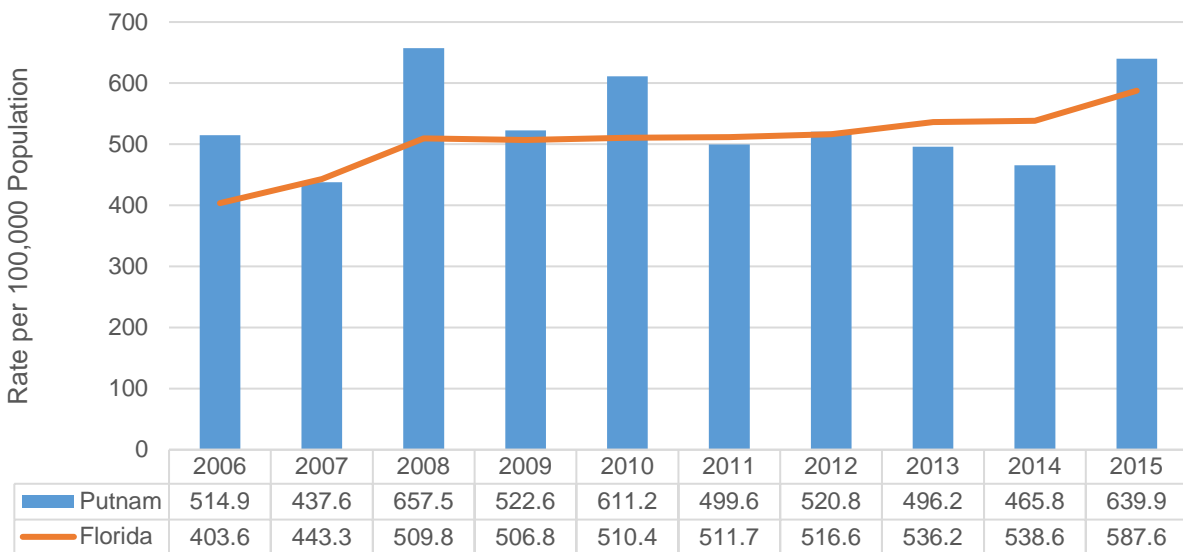
<sup>17</sup> World Health Organization. HIV/AIDS, Fact Sheet. November 2017.  
<http://www.who.int/mediacentre/factsheets/fs360/en/>



Source: Florida Department of Health, HIV/AIDS Section

The chart below depicts the rate of gonorrhea, chlamydia and infectious syphilis in Putnam County and Florida. In 2015, Putnam County had a rate of 639.9/100,000 population, compared to the state rate of 587.6/100,000 population.

#### Total Gonorrhea, Chlamydia and Infectious Syphilis, Putnam County and Florida, 2006–2015



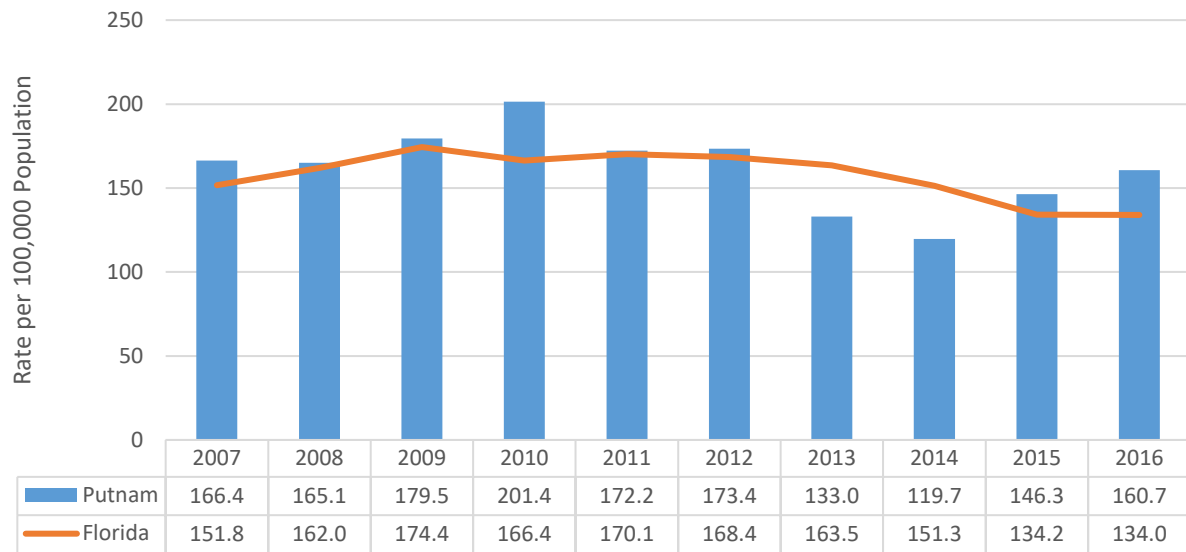
Data Source: Florida Department of Health, Bureau of Communicable Diseases

Each year in the United States, about 1 million people in the United States have to seek care in a hospital due to pneumonia. Unfortunately, about 50,000 people die from the illness each year in the United States. Most of the people affected by pneumonia are adults.<sup>18</sup>

The graph below presents the rate of preventable hospitalizations under 65 from bacterial pneumonia. In 2016, the rate for preventable hospitalizations due to bacterial pneumonia was higher for Putnam County (160.7/100,000) compared to the state (134.0/100,000 population).

<sup>18</sup>Centers for Disease Control and Prevention (CDC). National Center for Immunization and Respiratory Diseases, Division of Bacterial Diseases. Pneumonia Can Be Prevented—Vaccines Can Help. <https://www.cdc.gov/features/pneumonia/index.html>

## Preventable Hospitalizations under 65 from Bacterial Pneumonia, Putnam County and Florida, 2007–2016



Source: Florida Agency for Health Care Administration (AHCA).

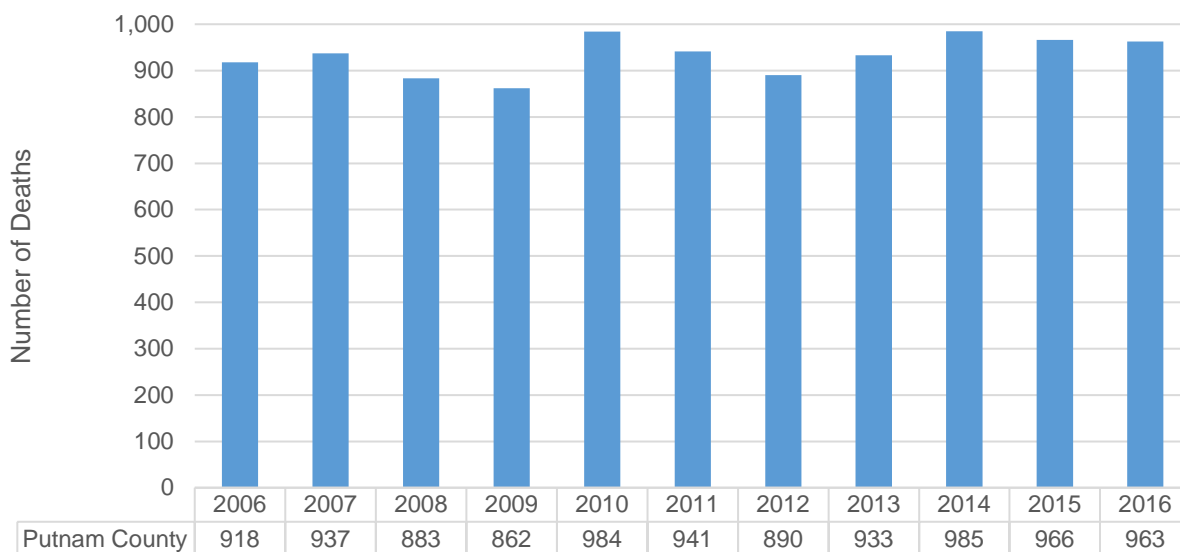
## Mortality

Mortality data provides a valuable measure for assessing community health status. The data provides a snapshot of current health problems, draws attention to patterns of risk in specific communities, and shows trends in the causes of death over time. Many causes of death are preventable or treatable and warrant the attention of public health prevention efforts.

Furthermore, because mortality data allows us to identify leading causes of premature death, they provide a valuable benchmark for evaluating progress in increasing years of healthy life for residents.

Much of the data in this section compares Putnam County's mortality rates to those for the state of Florida across different races and ethnicities. In 2016, Putnam County reported a total of 963 deaths, consistent with the number of deaths reported in recent years.

### Total Deaths, Putnam County, 2006–2016



Source: Florida Department of Health, Bureau of Vital Statistics.

## Leading Causes of Death

The table below provides the leading causes of death in Putnam County in 2016 by count and age-adjusted rate. Cancer was the number one cause of death accounting for 242 deaths, followed by heart disease and chronic lower respiratory disease. Influenza and pneumonia was the 10<sup>th</sup> leading cause with a total of 13 deaths during 2016.

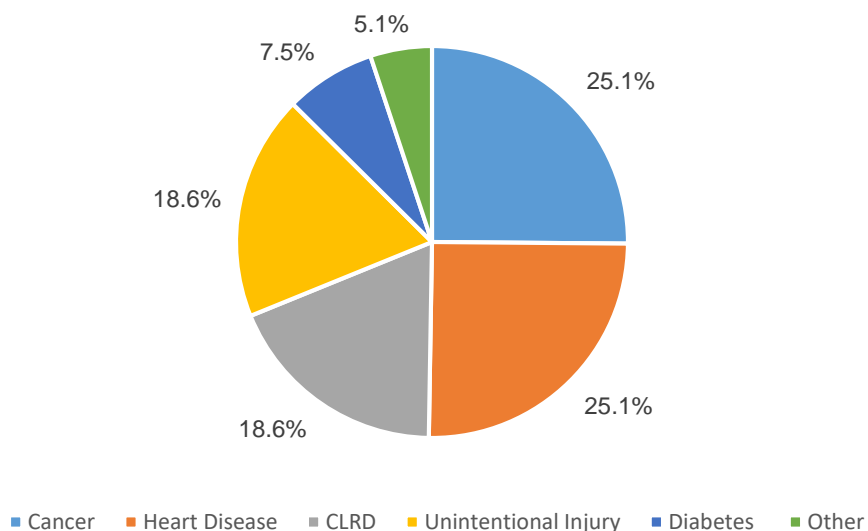
### Leading Causes of Death Count and Age-Adjusted Rate, Putnam County, 2016

	Count	Rate
Malignant Neoplasm (Cancer)	242	212.7
Heart Diseases	179	161.0
Chronic Lower Respiratory Disease (J40-J42,J43,J44,J45-J46,J47)	72	63.1
Unintentional Injury	66	74.2
Diabetes Mellitus (E10-E14)	52	48.6
Cerebrovascular Diseases (I60-I69)	32	29.4
Alzheimer's Disease (G30)	26	23.3
Chronic Liver Disease & Cirrhosis (K70,K73-K74)	19	18.1
Suicide	15	20.7
Influenza & Pneumonia (J09-J11,J12-J18)	13	10.6
Atherosclerosis (I70)	11	9.7
Nephritis, Nephrotic Syndrome, Nephrosis (N00-N07,N17-N19,N25-N27)	11	9.2
Essen Hypertension & Hypertensive Renal Dis (I10,I12,I15)	10	8.7
Parkinson's Disease (G20-G21)	10	9.2
Septicemia (A40-A41)	9	8.1
Homicide	7	10.9
Human Immunodeficiency Virus (HIV) Disease (B20-B24)	6	7.3
In Situ, Benign, Uncertain and Unknown Behavior Neoplasms (D00-D48)	5	5.0
Pneumonitis Due To Solids & Liquids (J69)	5	5.7
Congenital Malformations	4	5.5
Viral Hepatitis (B15-B19)	4	3.0
Aortic Aneurysm & Dissection (I71)	3	4.1
Perinatal Period Conditions (P00-P96)	3	4.9
Nutritional Deficiencies (E40-E64)	2	1.6
Anemias (D50-D64)	1	0.9
Cholelithiasis & Other Gallbladder Disorders (K80-K82)	1	1.4
Pneumoconiosis & Chemical Effects (J60-J66,J68)	1	0.9

Source: Florida Department of Health, Bureau of Vital Statistics.

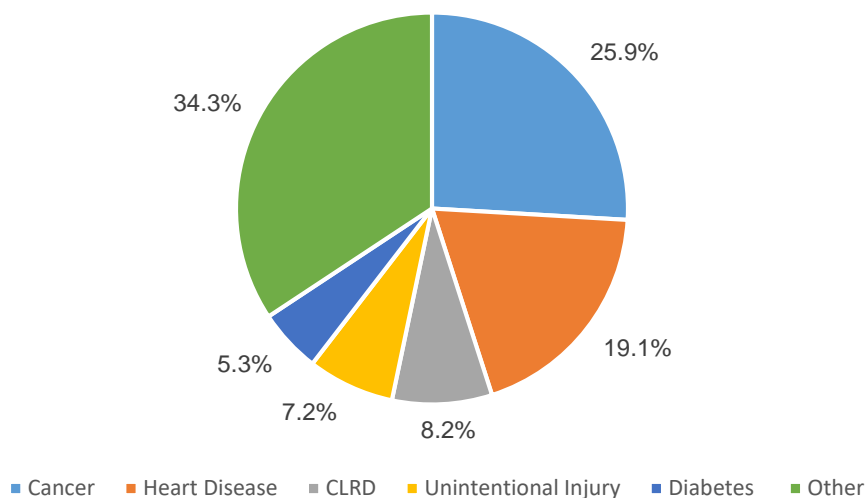
The following graphs illustrate the leading cause of deaths by race and ethnicity for Putnam County residents in 2016. The leading cause of death for all Putnam County residents was cancer and heart disease followed by CLRD and unintentional injury. Cancer and heart disease were the top two leading causes of death for white, black, and Hispanic residents in 2016. Stroke was a leading cause of death for black residents, but not for white or Hispanic residents. Septicemia was a leading cause of death for Hispanic residents, but not black or white residents.

#### Leading Causes of Death, Putnam County, 2016



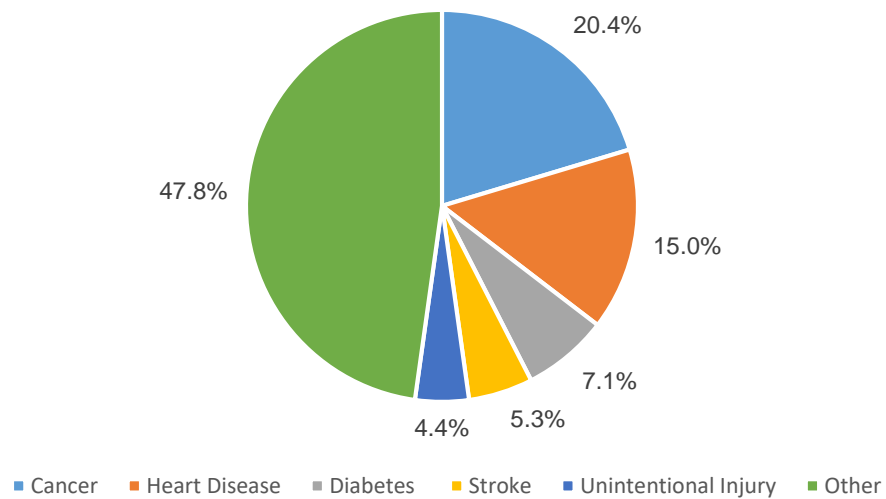
Source: Florida Department of Health, Bureau of Vital Statistics.

#### Leading Causes of Death by Race, White Residents, Putnam County, 2016



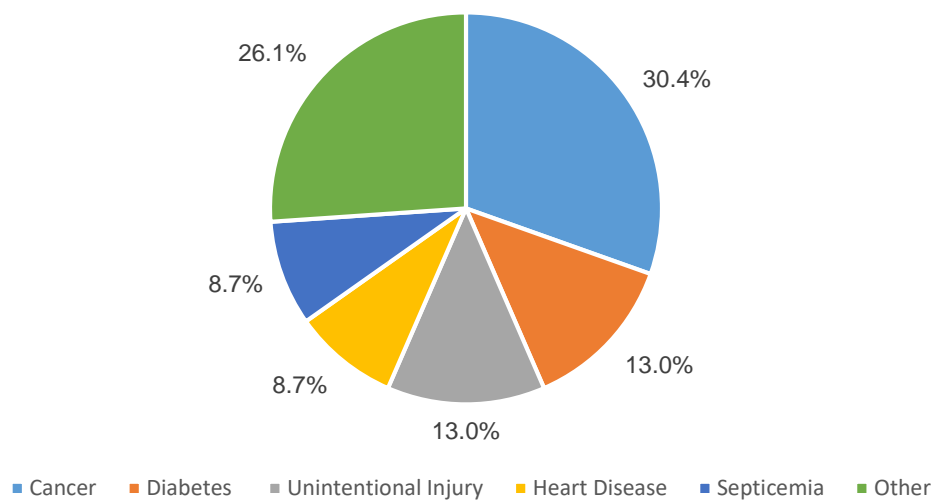
Source: Florida Department of Health, Bureau of Vital Statistics.

### Leading Causes of Death by Race, Black Residents, Putnam County, 2016



Source: Florida Department of Health, Bureau of Vital Statistics.

### Leading Causes of Death by Ethnicity, Hispanic Residents, Putnam County, 2016



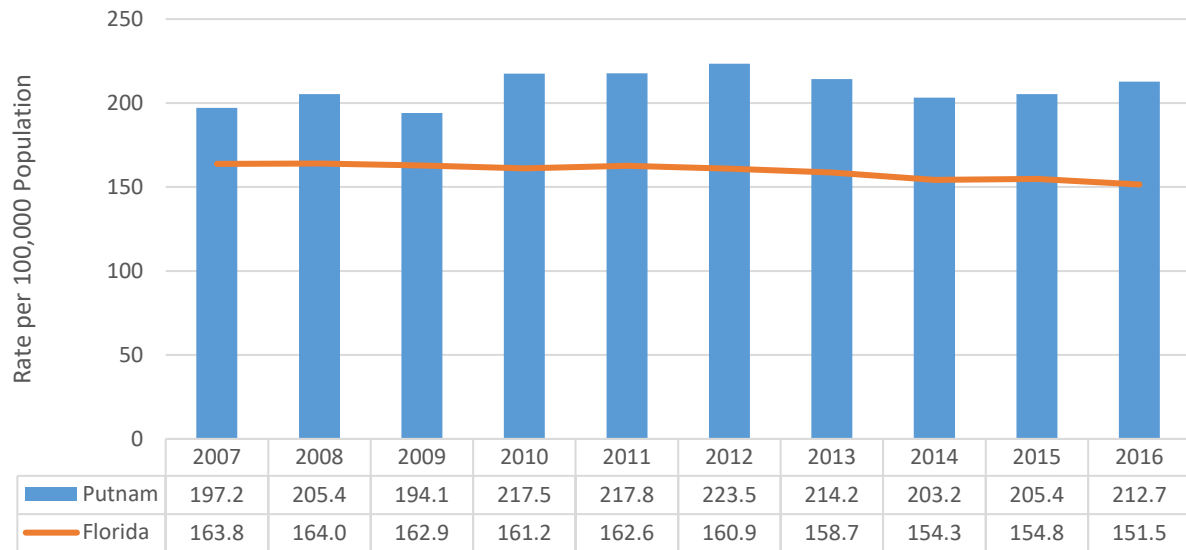
Source: Florida Department of Health, Bureau of Vital Statistics.



## Cancer

The table below shows the cancer age-adjusted death rates for the county and the state. From 2015 to 2016, Putnam County experienced an increase in cancer deaths from 205.4/100,000 population to 212.7/100,000 population. During this same time period, the age-adjusted rate decreased at the state level from 154.8/100,000 population in 2015 to 151.5/100,000 population in 2016. For all years displayed, Putnam County had the highest cancer death rate in the state.

**Cancer Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016**

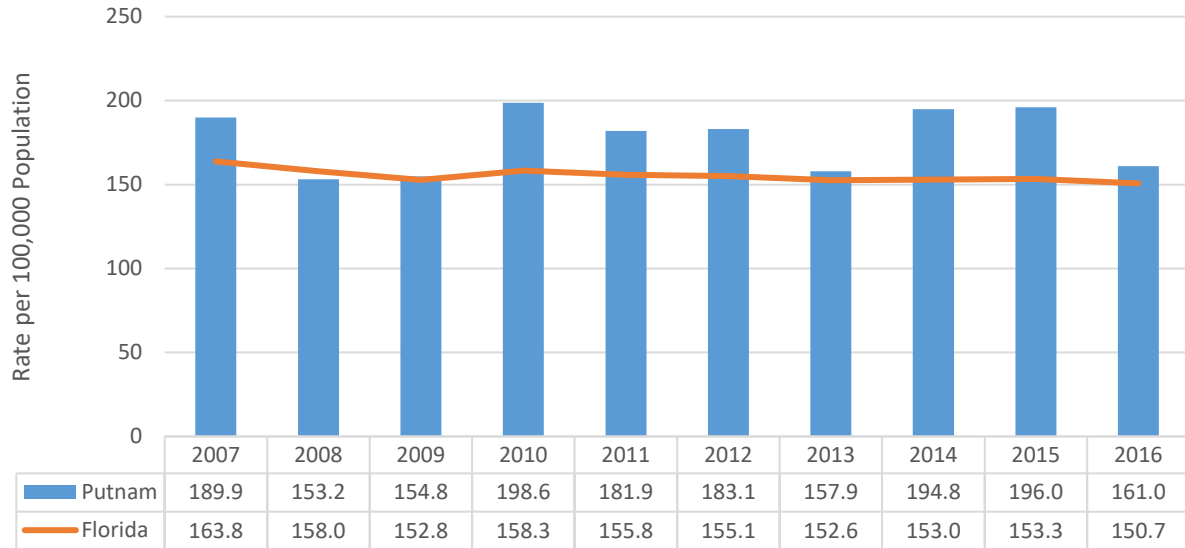


Source: Florida Department of Health, Bureau of Vital Statistics.

## Heart Disease

The following graph illustrates the age-adjusted death rate from heart disease in Putnam County and Florida from 2007 to 2016. The county saw its lowest rate of 153.2/100,000 population in 2008 and its highest rate of 198.6/100,000 population in 2010.

Heart Disease Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016

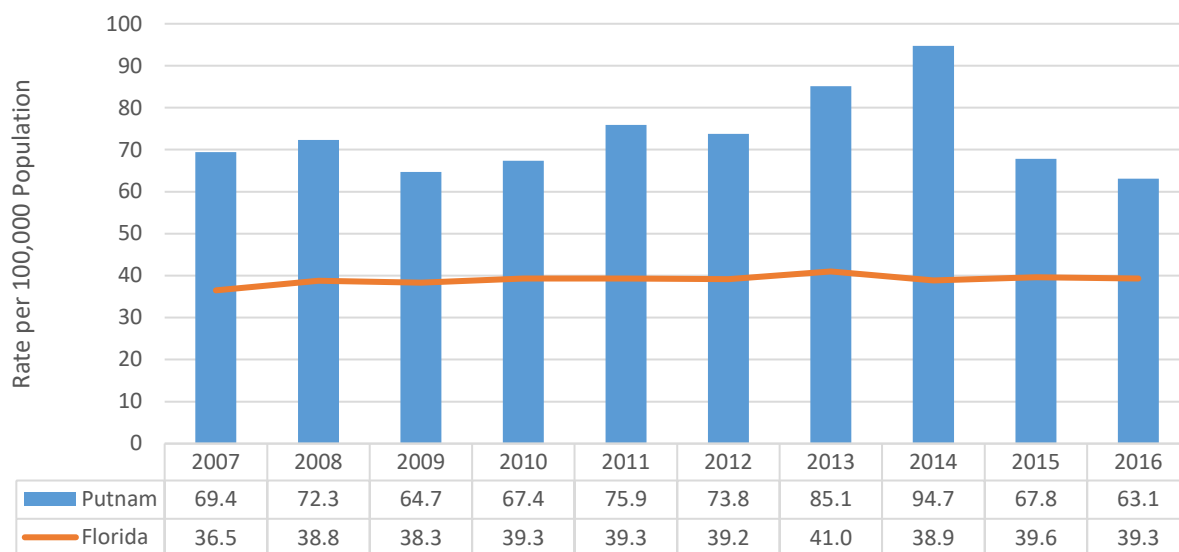


Source: Florida Department of Health, Bureau of Vital Statistics.

## Chronic Lower Respiratory Disease (C.L.R.D.)

The graph below provides data on the CLRD age-adjusted death rate in Putnam County and Florida. From 2007 to 2016, age-adjusted death rates for CLRD were consistently higher in Putnam County when compared to Florida. In 2016, the county reported a rate of 63.1/100,000 population, while the state reported a rate of 39.3/100,000 population.

Chronic Lower Respiratory Disease (CLRD) Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016

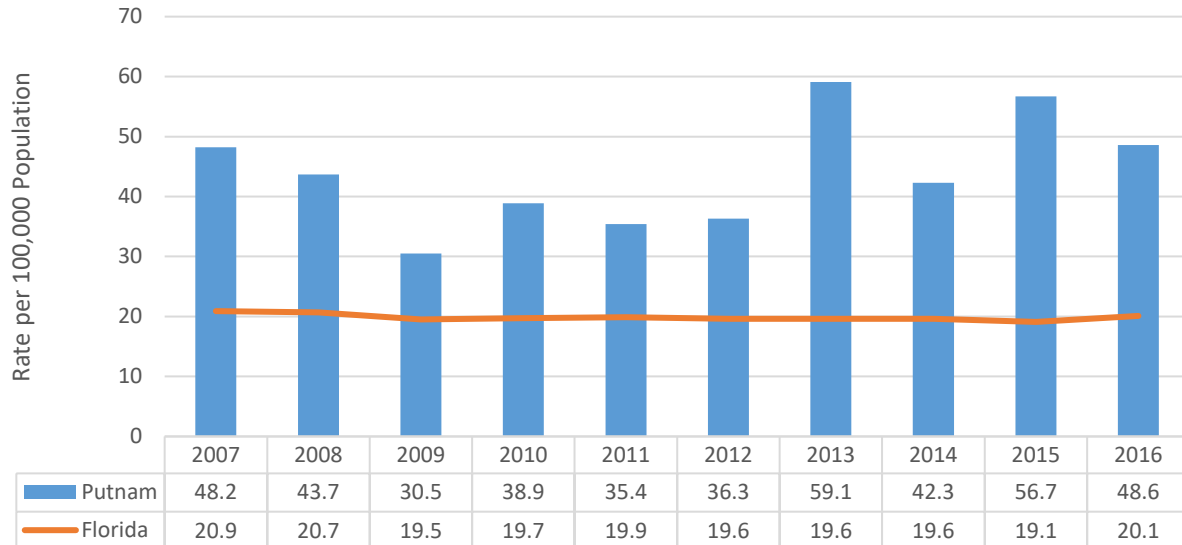


Source: Florida Department of Health, Bureau of Vital Statistics.

## Diabetes

The following graph presents the age-adjusted death rate of diabetes during 2007 to 2016. In 2016, the rate in Putnam County was more than double the Florida rate, with rates of 48.6/100,000 population and 20.1/100,000 population respectively.

Diabetes Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016

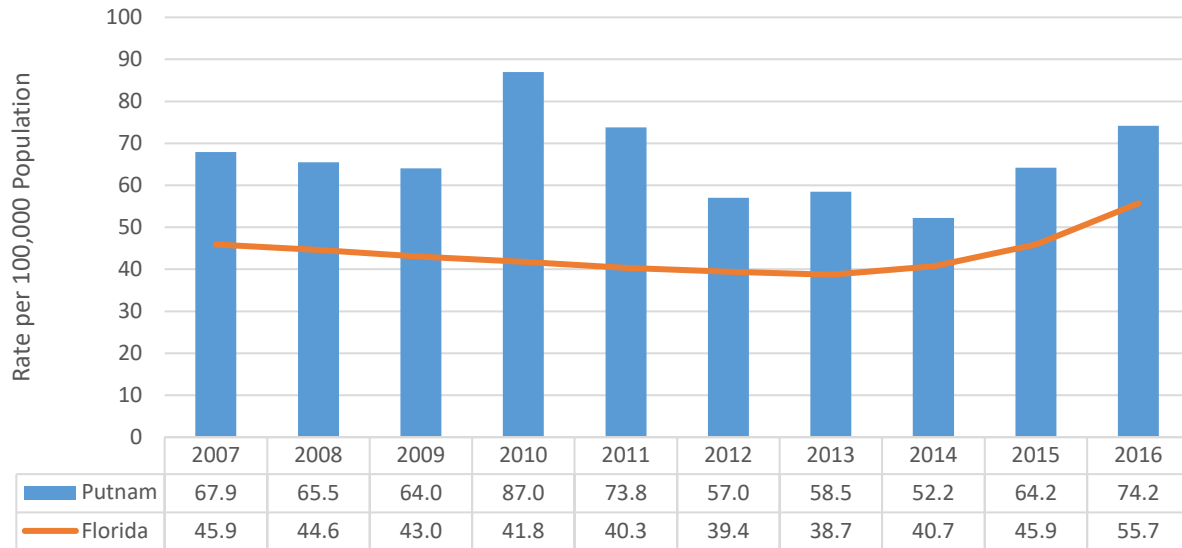


Source: Florida Department of Health, Bureau of Vital Statistics.

## Unintentional Injury

Unintentional injury is defined as an injury not intended as self-harm or as intentional harm to another person. In Putnam County, unintentional injury death rates have fluctuated but remained above state rates. In 2016, the age-adjusted death rate for unintentional injuries in Putnam County was 74.2/100,000 population, while the state rate was 55.7/100,000 population.

### Unintentional Injury Age-Adjusted Death Rate, Putnam County and Florida, 2007–2016



Source: Florida Department of Health, Bureau of Vital Statistics.

# Environmental Health

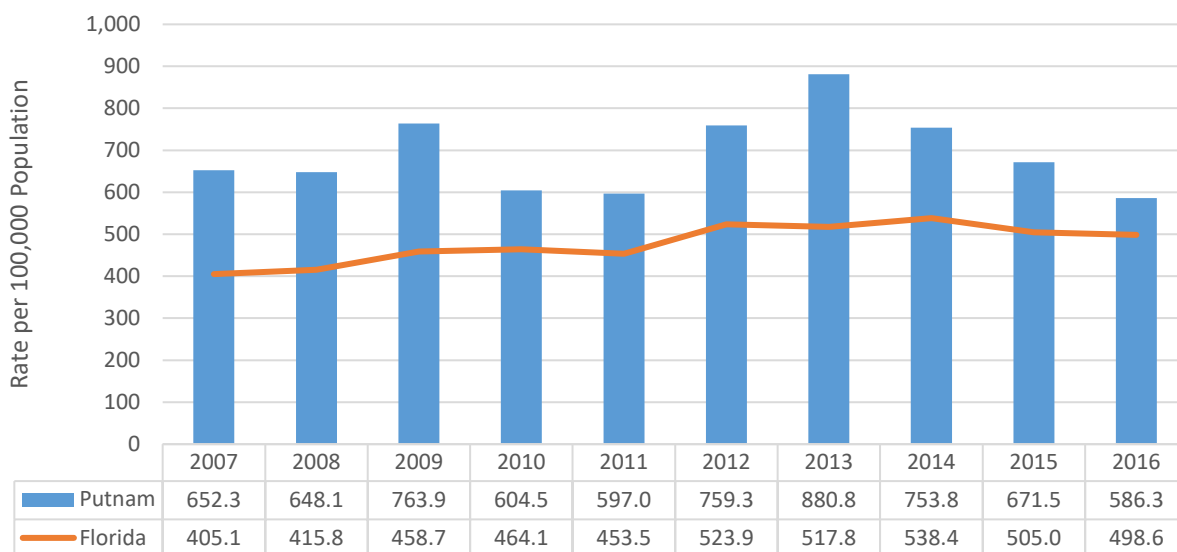
Individuals are continuously interacting with their environment. These interactions directly affect quality of life, years of healthy life lived and health disparities. Environmental health consists of preventing and controlling disease, injury and disability related to the interactions between people and their environment.

## Air Quality

Poor air quality is linked to premature death, cancer, and long-term damage to respiratory and cardiovascular systems. Progress has been made to reduce unhealthy air emissions. Yet in 2008, approximately 127 million people lived in U.S. counties that exceeded national air quality standards.<sup>19</sup> Decreasing air pollution is an important step toward creating a healthy environment.

The following graph illustrates the rate of emergency room visits due to asthma in Putnam County and Florida for the years 2007 to 2016. In all the years displayed, Putnam County had higher rates of emergency room visits due to asthma. In 2016, the county reported a rate of asthma hospitalizations of 586.3/100,000, while the state reported a rate of 498.6/100,000.

Emergency Room Visits due to Asthma, Putnam County and Florida, 2007-2016



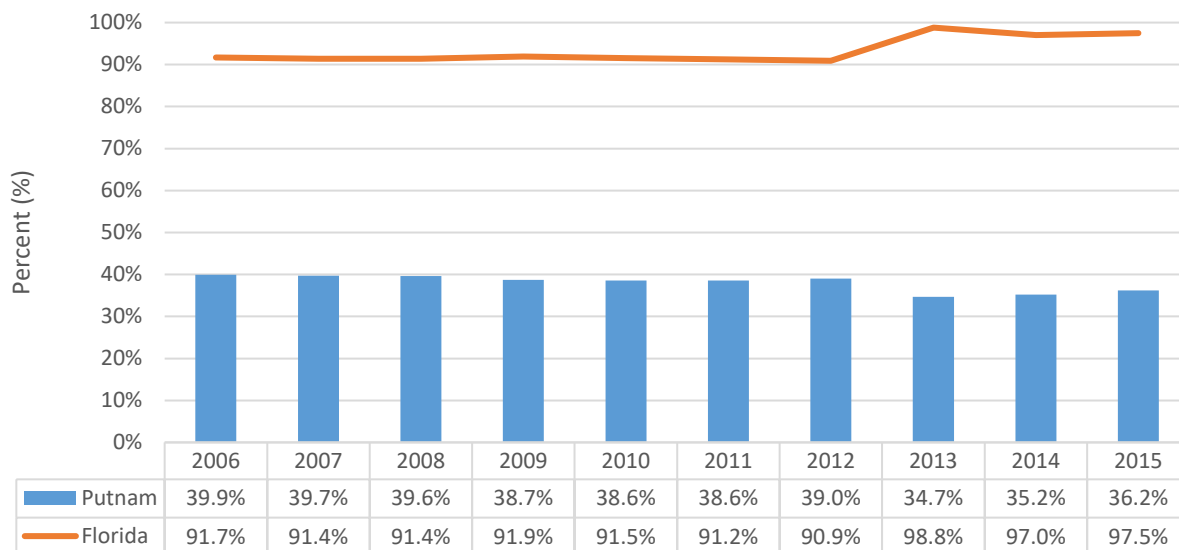
Source: Florida Agency for Health Care Administration

<sup>19</sup>U.S. Environmental Protection Agency, Office of Air Quality Planning and Standards. Our Nation's air: Status and trends through 2008. Washington, DC: EPA; 2010.

# Water Quality

Protecting water sources and minimizing exposure to contaminated water sources are important parts of environmental health. All public water systems in Florida are required to perform routine testing to ensure they meet state drinking water standards. Florida law does not require routine testing of private wells. In 2015, approximately one-third of Putnam County residents were served by community water systems in contrast to the 97.5% of Florida residents.

Population Served by Community Water Systems, Putnam County and Florida, 2006–2015



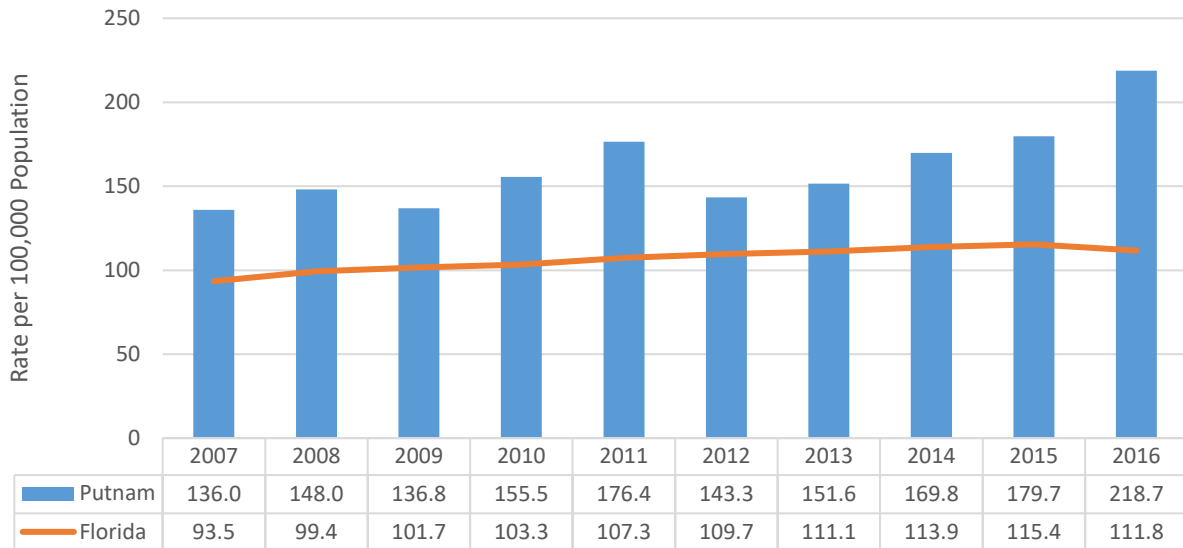
Source: Florida Department of Environmental Protection

## Animal Services

Dog bites are a major public health issue and contribute to the burden of injuries seen nationwide. Consequences from dog bite injuries can be temporary or lasting, including pain, disfigurement, infection, time lost from school or employment, fear and anxiety.

The age-adjusted emergency department visits attributed to dog bites in Putnam County has been steadily increasing since 2012. In 2016, the age-adjusted rate of dog bites in the county was 218.74/100,000 population, almost double the state's rate of 111.79/100,000 population.

**Dog Bite Emergency Department Visits, Putnam County and Florida, 2007–2016**



Data Source: [floridatracking.com](http://floridatracking.com)



# Health Resource Availability and Access

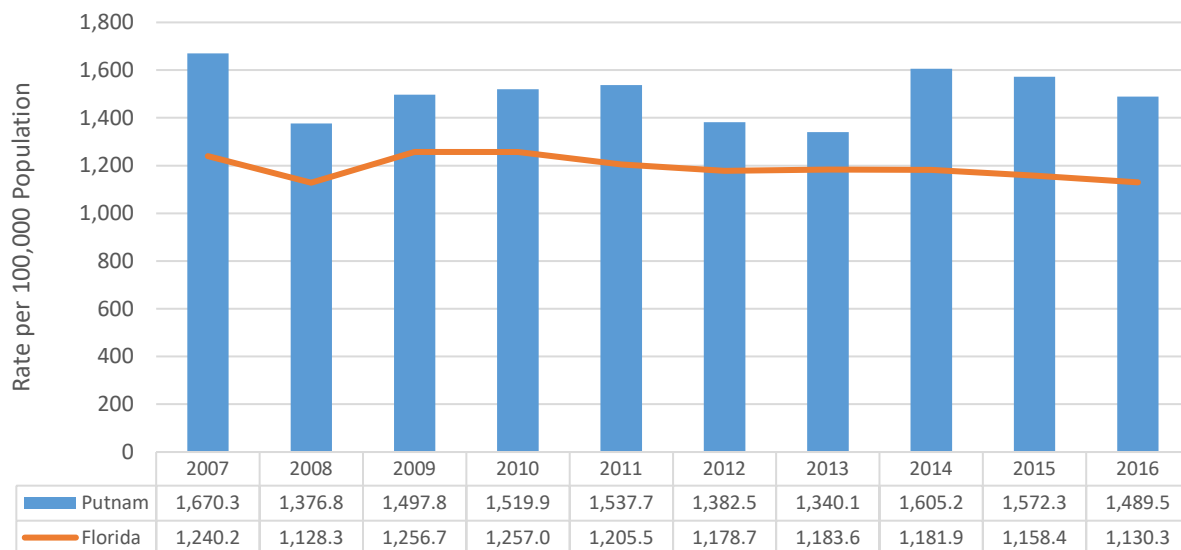
Access to comprehensive, quality health care services is important for promoting and maintaining health, preventing and managing disease, reducing unnecessary disability and premature death, and achieving health equity for all residents. Access to health care impacts one's overall physical, social and mental health status and quality of life.

## Preventable Hospitalizations

Ambulatory Care Sensitive Conditions such as asthma, diabetes or dehydration are hospitalization conditions where timely and effective ambulatory care can decrease hospitalizations by preventing the onset of an illness or condition, controlling an acute episode of an illness or managing a chronic disease or condition. Higher rates of Ambulatory Care Sensitive hospitalizations in a community are an indicator of a lack of or failure of prevention efforts, a primary care resource shortage, poor performance of primary health care delivery systems or other factors that create barriers to obtaining timely and effective care.

From 2007 to 2016, Putnam County residents consistently had higher rates of preventable hospitalizations when compared to Florida rates. In 2016, Putnam County had a preventable hospitalization rate of 1,489.5/100,000 compared to the state rate of 1,130.3/100,000.

**Preventable Hospitalizations under 65 from All Conditions, Putnam County and Florida, 2007–2016**



Source: Florida Agency for Health Care Administration (AHCA).

The table below summarizes data collected from the BRFSS on adults who could not see a doctor in the last year due to cost. In 2016, 18.4% of Putnam County adult residents did not see a doctor at least once in the past year due to cost, representing a 27.3% decrease from 2013. [Adults Who Could Not See a Doctor at Least Once in the Past Year Due to Cost, Putnam County and Florida, 2010, 2013, 2016](#)

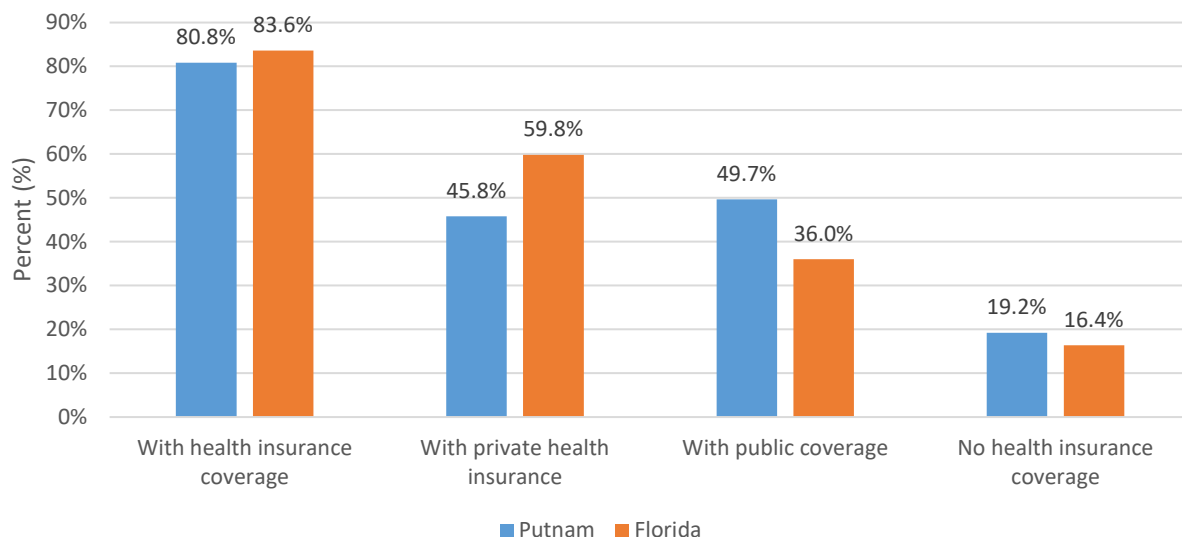
Year	Putnam	Florida
2010	22.2%	17.3%
2013	25.3%	20.8%
2016	18.4%	16.6%

Source: Behavioral Risk Factor Surveillance System (BRFSS)

## Health Insurance

Health insurance coverage helps patients gain entry into the health care system. Lack of adequate coverage makes it difficult for people to get the health care they need and, when they do get care, burdens them with large medical bills. Uninsured people are more likely to have poor health status, less likely to receive medical care, more likely to be diagnose later and more likely to die prematurely.<sup>20</sup>

The graph below illustrates health insurance coverage of the residents in Putnam County and Florida. Almost 20% of residents in the county do not have health insurance coverage. Of those with insurance coverage, 49.7% had public coverage and 45.8% had private health insurance. [Health Insurance Coverage, Putnam County and Florida, 2016](#)



Source: US Census Bureau, American Communities Survey, 5-Year Estimates, [www.FloridaHealthCharts.com](http://www.FloridaHealthCharts.com)

<sup>20</sup>Health People 2020. <https://www.healthypeople.gov/2020/topics-objectives/topic/Access-to-Health-Services>

## Medicare

Medicare is a coverage plan for people 65 or over and for certain disabled people. In 2016, an estimated 51.5% of Putnam County residents had Medicare, compared to 37.9% for the state.

### Adults who have Medicare, Putnam County and Florida, 2016

Year	Putnam	Florida
2016	51.5%	37.9%

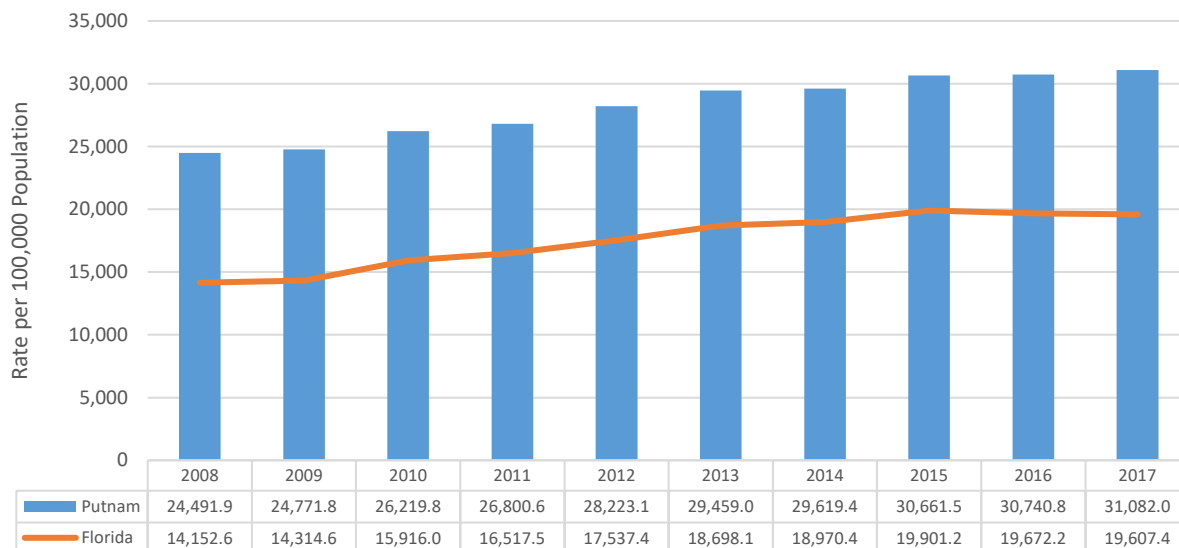
Source: Behavioral Risk Factor Surveillance System (BRFSS)

## Medicaid

Medicaid makes it possible for low-income individuals and families to get the necessary care to get healthy and stay healthy. Monitoring monthly Medicaid enrollment provides insight into the economic capacity of a population to obtain health care and health services.

The following table contains the median monthly Medicaid enrollment for Putnam County and Florida. The median enrollment in Medicaid is the number where, over 12 months of enrollment, half are more than this number and half are below this number. In 2017, the median monthly Medicaid enrollment rate in Putnam County was 31,082.0/100,000 population, which was more than double Florida's rate of 19,607.4/100,000 population.

### Median Monthly Medicaid Enrollment, Putnam County and Florida, 2008–2017

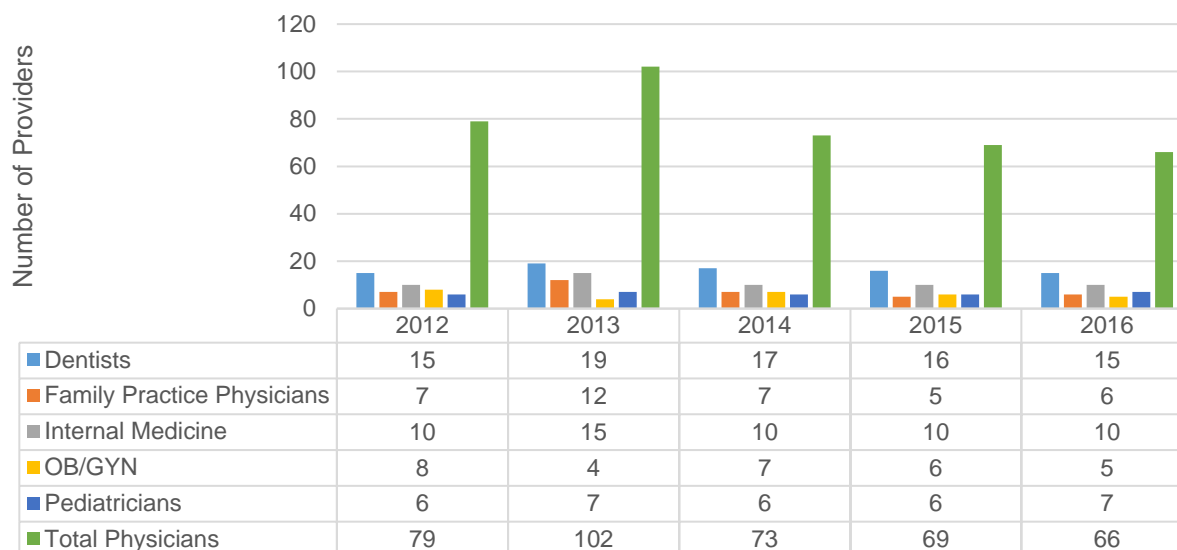


Source: Agency for Health Care Administration (AHCA)

## Health Care Provider Supply

The number of health professionals or facilities within a geographic area provides important information about the availability of health care and its quality. The table below provides the total number of licensed health professionals in Putnam County.

Number of Licensed Health Professionals, Putnam County, 2012–2016



Source: Florida Department of Health, Division of Medical Quality Assurance

Licensed healthcare facilities assure the availability of quality healthcare services and facilities in a community. Please see below for a select list of licensed facilities in Putnam County, including ambulatory surgical care centers, birthing centers, and hospitals.

Licensed Health Care Facilities, Putnam County, 2016

Licensed Health Care Facilities in Putnam County			
Adult day care center	0	Home medical equipment provider	1
Ambulatory surgical center	0	Hospice	0
Assisted living facility	10	Hospitals	1
Birthing center	1	Nursing homes	3
Clinical laboratory	6	Rehabilitation agency	1
Health care clinic	1	Skilled nursing agency	0
Home health agency	6	Transitional living facility	0

Source: Agency for Health Care Administration (AHCA), [www.floridahealthfinder.gov](http://www.floridahealthfinder.gov)

# Federal Health Professional Shortage Area (HPSA)

Health Professional Shortage Areas (HPSAs) are populations, areas or institutions that were designated by Health Resources and Services Administration (HRSA) as having shortages of primary care, dental care or mental health.

There are three scoring criteria that are common across all disciplines of HPSA: (1) the population to provider ratio; (2) the percent of the population below 100% federal poverty level; and (3) the travel time to the nearest source of care (NSC) outside the HPSA designation.

HPSA scores range from 1 to 25 for primary care and mental health, 1 to 26 for dental health, with higher score indicating greater need. All federally Qualified Health Centers and Rural Health Clinics that provide health services regardless of the ability to pay receive automatic facility HPSA designation.

As of January 2018, Putnam County had a total of 9 designated HPSAs; 3 primary care, 3 dental health, and 3 mental health. The following tables provide information on the designation type and HPSA score for HPSAs in Putnam County.

## Primary Care Health Professional Shortage Areas, Putnam County, as of January 1, 2018

HPSA Name	Designation Type	HPSA Score
Rural Healthcare, Inc.	Comprehensive Health Center	17
Sunrise Primary Care	Rural Health Clinic	5
Low Income/Migrant Farmworker - Putnam County	HPSA Population	20

Source: [www.hrsa.gov](http://www.hrsa.gov)

## Dental Health Professional Shortage Areas, Putnam County, as of January 1, 2018

HPSA Name	Designation Type	HPSA Score
Rural Healthcare, Inc.	Comprehensive Health Center	23
Sunrise Primary Care	Rural Health Clinic	12
Low Income - Putnam County	HPSA Population	17

Source: [www.hrsa.gov](http://www.hrsa.gov)

## Mental Health Professional Shortage Areas, Putnam County, as of January 1, 2018

HPSA Name	Designation Type	HPSA Score
Rural Healthcare, Inc.	Comprehensive Health Center	14
Sunrise Primary Care	Rural Health Clinic	13
Putnam County	HPSA Geographic	18

Source: [www.hrsa.gov](http://www.hrsa.gov)

## Federal Medically Underserved Area/Population (MUA/P)

Medically Underserved Areas (MUAs) and Medically Underserved Populations (MUPs) identify geographic areas and populations with a lack of access to primary care services.

Eligibility for MUA/P designation depends on the Index of Medical Underservice (IMU) calculated for the area or population proposed for the designation. The IMU scale is from 0 to 100, where 0 represents completely underserved and 100 represents least underserved or best served. IMU is calculated based on four criteria: (1) the population to provider ratio; (2) the percent of the population below the federal poverty level; (3) the percent of the population over age 65; and (4) the infant mortality rate. An area or population must have an IMU of 62.0 or below to qualify for designation as an MUA/P. As of January 2018, there was one MUA designated in Putnam County.

Medically Underserved Areas/Populations, Putnam County, as of January 1, 2018

Service Area Name	Designation Type	IMU Score	Designation Date
Low Inc/ M F W - Putnam County	Medically Underserved Area	56.80	9/26/2001

Source: [www.hrsa.gov](http://www.hrsa.gov)

# Conclusion

This assessment was conducted to provide a better understanding of the health needs in the county and will help guide future planning efforts to improve the overall health and quality of life in Putnam County. Data provided in this assessment will be reviewed, analyzed, and synthesized to inform the development of Putnam County's CHIP.

## Appendix A

### Key Informant Interview Questions

- 1. Interviewee Role and Population of Focus. Briefly describe your role as it relates to your knowledge of health needs in the community.**

#### Potential Prompts

- Are you a public health expert? If yes, please describe that expertise.
- Organizational mission and services
- Services that you or your organization provide
- Characteristics of population you represent (medically underserved, low-income, minority, chronically ill, age ranges)
- Geographic areas (towns, neighborhoods)
- Other community involvement (participation in other organizations that provide health-related services)

- 2. What are the most significant health status concerns or unhealthy behaviors in this community?**

#### Potential prompts

- Obesity, cancer, heart disease, mental illness, substance abuse, tobacco use, poor birth outcomes, lack of healthy food, physical inactivity, teen pregnancy

- 3. What are the main reasons why these concerns or behaviors are present?**

#### Potential Prompts

- Lack of access to quality care?
- Due to social and economic issues (income, lack of employment opportunities, low education levels, crime rates)?
- Due to environmental problems (pollution, housing, built environment and housing, race/ethnicity/cultural, chronic conditions)?
- Due to a lack of health education?
- Chronic conditions
- Are there other reasons?

- 4. Which particular health care services are most difficult to access?**

#### Potential Prompts

- Mental health, dental, specialty care, pharmaceuticals, ancillary services (lab, x-ray), rehabilitative care, primary care, pediatrics
- Ask explicitly about rehabilitative care and pediatrics

- 5. What are the principal access barriers for these services? What gets in the way of seeking or receiving care?**

#### Potential Prompts

- Perspective on health care in the community – health needs/status of community residents and services available
- Ask about each identified “particular health care service” (from above) if possible
- Prompts: Cost, lack of insurance, transportation, language barriers, social stigmas)



6. **Is there a population or subgroup of the community that is affected more by these health status issues or is confronted with more difficulties when trying to access care?**

Potential Prompts

- *Where? What towns/neighborhoods?*
  - *Who? Racial ethnic groups-immigrants-youth-elderly-those with chronic disease*
  - *Ask explicitly about children and also about the disabled*
7. **We have discussed a number of community health needs. Which come to mind as the most significant?**
- *See if the top five can be identified – while also prompting about issues of greatest concern for populations experiencing health disparities*
8. **If you could create any type of health program(s) for this community, what would it/they be?**
9. **Final question (if there's time): Are you satisfied with the quality of life in your community? If not, why not?**

Potential Prompts

- *How close socially is this community?*
- *How is this community a good place to live with your family?*
- *How is this good place to spend your life as you age?*

## Appendix B

### Focus Group Questions

**1. What are the most significant health status concerns or unhealthy behaviors in this community?**

Potential Prompts

- Obesity, cancer, heart disease, mental illness, substance abuse, tobacco use, poor birth outcomes, lack of healthy food, physical inactivity, teen pregnancy

**2. What are the main reasons why these concerns or behaviors are present?**

Potential Prompts

- Lack of access to quality care?
- Due to social and economic issues (income, lack of employment opportunities, low education levels, crime rates)?
- Due to environmental problems (pollution, housing, built environment and housing, race/ethnicity/cultural, chronic conditions)?
- Due to a lack of health education?
- Are there other reasons?

**3. Which particular health care services are most difficult to access?**

Potential Prompts

- Mental health, dental, specialty care, pharmaceuticals, ancillary services (lab, x-ray), rehabilitative care, primary care, pediatrics
- Ask explicitly about rehabilitative care and pediatrics

**4. What are the principal access barriers for these services? What gets in the way of seeking or receiving care?**

Potential Prompts

- Ask about each identified “particular health care service” (from above) if possible
- Cost, lack of insurance, transportation, language barriers, social stigmas)

**5. Is there a population or subgroup of the community that is affected more by these health status issues or is confronted with more difficulties when trying to access care?**

Potential Prompts

- Where? What towns/neighborhoods?
- Who? Racial ethnic groups-immigrants-youth-elderly-those with chronic disease
- Ask explicitly about children and also about the disabled

**6. So, we have discussed a number of community health needs. Which come to mind as the most significant?**

- See if the group can reach consensus on a top five – while also prompting about issues of greatest concern for populations experiencing health disparities

**7. If you could create any type of health program(s) for this community, what would it/they be?**

**8. Final question (if there’s time): Are you satisfied with the quality of life in your community? If not, why not?**

Potential Prompts

- *How close socially is this community?*
- *How is this community a good place to live with your family?*
- *How is this good place to spend your life as you age?*

## Appendix C

### Town Hall Questions

1. What is important to this community?
2. What assets does this community have that can be used to improve the community's health?
3. What are the **most significant** health status concerns or unhealthy behaviors in this community?

#### Potential Prompts

- Obesity, cancer, heart disease, mental illness, substance abuse, tobacco use, poor birth outcomes, lack of healthy food, physical inactivity, teen pregnancy

4. What are the main reasons why these concerns or behaviors are present?

#### Potential Prompts

- Lack of access to quality care?
- Due to social and economic issues (income, lack of employment opportunities, low education levels, crime rates)?
- Due to environmental problems (pollution, housing, built environment and housing, race/ethnicity/cultural, chronic conditions)?
- Due to a lack of health education?
- Are there other reasons?

5. Which particular health care services are most difficult to access?

#### Potential Prompts

- Mental health, dental, specialty care, pharmaceuticals, ancillary services (lab, x-ray), rehabilitative care, primary care, pediatrics
- Ask explicitly about rehabilitative care and pediatrics

6. What are the principal access barriers for these services? What gets in the way of seeking or receiving care?

#### Potential Prompts

- Ask about each identified "particular health care service" (from above) if possible
- Cost, lack of insurance, transportation, language barriers, social stigmas)

7. Is there a population or subgroup of the community that is affected more by these health status issues or is confronted with more difficulties when trying to access care?

#### Potential Prompts

- Where? What towns/neighborhoods?
- Who? Racial ethnic groups-immigrants-youth-elderly-those with chronic disease
- Ask explicitly about children and also about the disabled

8. What are the most significant health conditions or issues children in this community are facing?

#### Potential Prompts

- *How would you describe the need for rehabilitative services in the community?*
- *Stroke*
- *Brain Injury*
- *Orthopedics*
- *Spinal Cord Injury*
- *Pediatrics Rehabilitation*
- *Speech therapy*
- *Pain Rehabilitation*
- *Are patients receiving both medication therapy and physical therapy to combat pain issues?*

**9. So, we have discussed a number of community health needs. Which come to mind as the most significant?**

- *See if the group can reach consensus on a top five – while also prompting about issues of greatest concern for populations experiencing health disparities*

**10. If you could create any type of health program(s) for this community, what would it/they be?**

**11. How would you define “quality of life”?**

**12. Final question (if there’s time): Are you satisfied with the quality of life in your community? If not, why not?**

*Potential Prompts*

- *How close socially is this community?*
- *How is this community a good place to live with your family?*
- *How is this good place to spend your life as you age?*

Appendix D:  
Community Behavioral Health Needs Assessment Report (April 2017)

# **Community Behavioral Health Needs Assessment Report**

April 2017

**Putnam County Public Safety Coordinating Council,**

**Planning Committee**

**Funded through the Criminal Justice Substance Abuse and Mental Health Reinvestment Grant**

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## EXECUTIVE SUMMARY

### **Background**

The Criminal Justice Substance Abuse and Mental Health Reinvestment Planning Grant, awarded to the Hanley Center Foundation on behalf of Putnam County, Florida, provided both impetus and funding to develop a strategic plan for addressing youth substance abuse and mental health needs where such youth are impacted by law enforcement. This program required the creation of a multi-agency team to identify the needs of such youth, determine the capacity of the community to address those needs, and create a plan for potential future funding to reinforce existing services and fill service gaps.

In compliance with these requirements, in 2017 the Putnam County Public Safety and Coordinating Council formed a subgroup of a Public Health Safety Council which conducted a community behavioral health data collection and assessment process in cooperation with Meridian Behavioral Healthcare, Flagler Hospital and area behavioral health agencies. The population assessed was youth, age 12-18, residing in Putnam County, Florida. The quantitative data collected through the process was supplemented with qualitative data gathered through satisfaction surveys of behavioral health providers.

### **Identification and Prioritization of Needs**

The following health needs were identified based on the size and severity of the issues and the direction data were trending: Mental Health, Substance Abuse, Adverse Childhood Experiences of Socio-economic Household Challenges, and Child Abuse and Neglect.

Data on these issues were presented to the Putnam County Public Safety Coordinating Council. A subgroup of the team, established as a planning committee was then tasked with helping prioritize the needs based on:

- The current behavioral health system's ability to have an impact
- The potential reduction of juvenile justice interactions
- Current SAMH priorities and programs
- Effectiveness of existing programs locally and statewide and
- Potential to reduce high resource utilization through early intervention.

### **Implementation Plan Development**

Leaders from across the behavioral health system, Juvenile Justice, and law enforcement were invited to serve as members of the planning committee. They will develop the high-level Strategic Plan which will be refined with their guidance over the course of several months as the committee continues to build upon existing community partnerships and programs.

## I. Introduction

### Background

The Criminal Justice, Mental Health, and Substance Abuse (CJMHS) Reinvestment Grant Program was created by the 2007 Florida Legislature and is housed within the Department of Children and Families. The program provides funds to counties which they may use to plan, implement, or expand initiatives that increase public safety, avert increased spending on criminal and juvenile justice systems, and improve the accessibility and effectiveness of treatment services for adults and juveniles who have a mental illness, substance use disorders, or co-occurring disorders, who are in, or at risk of entering, the criminal or juvenile justice systems. The first year of this grant program specifically provides funding for the creation of a strategic plan that may be used as the basis for future funding under the implementation and expansion grants.

The Hanley Center Foundation mission is to provide scholarships for patients who could not otherwise afford addiction treatment and provide substance abuse prevention and education programs for parents, caregivers and school-age children. Working under the authority of the Putnam County Board of County Commissioners, Hanley Center Foundation wrote for and was awarded the 2017-2018 Criminal Justice, Mental Health, and substance Abuse Reinvestment Grant for Putnam County. As part of the strategic planning process, a needs assessment was required.

Hanley Center Foundation, working through the Putnam County Public Safety Coordinating Council as the base membership for the Planning Committee, recruited local agency participation and compiled the collected data points to comprise the following community behavioral health needs assessment.

### Community Behavioral Health Needs Assessment Population

For the purpose of the CJMHS, Hanley Center Foundation defined its service area and population as youth ages 12-18, residing in Putnam County, Florida.

### Putnam County Demographics

Putnam County is located in northeast Florida and covers 827 square miles. Its cities, villages and townships are home to approximately 72,000 citizens in urban and rural settings. The county consists of several cities, towns and unincorporated areas as described in the following lists.

Cities	Towns	Unincorporated	Unincorporated
<ul style="list-style-type: none"><li>• Palatka</li><li>• Crescent City</li></ul>	<ul style="list-style-type: none"><li>• Interlachen</li><li>• Pomona Park</li><li>• Welaka</li></ul>	<ul style="list-style-type: none"><li>• Bardin</li><li>• Bostwick</li><li>• Carraway</li><li>• Edgar</li><li>• Florahome</li><li>• Francis</li><li>• Johnson Crossroads</li><li>• Lake Como</li><li>• Ridgewood</li><li>• San Mateo</li><li>• Springside</li></ul>	<ul style="list-style-type: none"><li>• Fruitland</li><li>• Georgetown</li><li>• Grandin</li><li>• Hollister</li><li>• Huntington</li><li>• Melrose</li><li>• Mannville</li><li>• Putnam Hall</li><li>• Rodman</li><li>• Satsuma</li><li>• Yelvington</li></ul>

According to census data, the population shank in 2016 to 72,277 from 74,364 in 2010<sup>1</sup>.

**Table 1: US Census Data for Putnam County-2015-2016<sup>1</sup>**

Population estimates (2016)	72,277
Population estimates (2010)	74,364
Percent Persons under 18 years (2015)	21.6%

**Table 2: School-Aged Child and Adolescent Profile, Putnam County 2015<sup>2</sup>**

Population 12-18	5,921
Percent Population 12-18	8.15%
White (12-18)	4,324
Black (12-18)	1,339
Hispanic (12-18)	985
Median Household Income	\$31,715
Florida Median Household Income	\$47,507
Percent of Students Eligible for Free/Reduced Lunch (Middle School)	75.7%
Florida Percent of Students Eligible for Free/Reduced Lunch (Middle School)	59.2%
Children in Poverty <sup>3</sup>	41%
Florida Children in Poverty <sup>3</sup>	23%

## **II. Establishing the CJSAMHR Infrastructure and Partnerships**

The structure for the planning committee is outlined by Florida Statute 394.657. In this statute, the following list is required for membership:

1. The state attorney, or an assistant state attorney designated by the state attorney.
2. A public defender, or an assistant public defender designated by the public defender.
3. A circuit judge designated by the chief judge of the circuit.
4. A county court judge designated by the chief judge of the circuit.
5. The chief correctional officer.
6. The sheriff, if the sheriff is the chief correctional officer, or a person designated by the sheriff.
7. The police chief, or a person designated by the local police chiefs association.
8. The state probation circuit administrator, or a person designated by the state probation circuit administrator.
9. The local court administrator, or a person designated by the local court administrator.
10. The chairperson of the board of county commissioners, or another county commissioner designated by the chairperson, or, if the planning council is a consortium of counties, a county commissioner or designee from each member county.

11. The director of any county probation or pretrial intervention program, if the county has such a program.
12. The director of a local substance abuse treatment program, or a person designated by the director.
13. The director of a community mental health agency, or a person designated by the director.
14. A representative of the substance abuse program office and the mental health program office of the Department of Children and Families, selected by the substance abuse and mental health program supervisor of the district in which the county is located.
15. A primary consumer of mental health services, selected by the substance abuse and mental health program supervisor of the district in which the primary consumer resides. If multiple counties apply together, a primary consumer may be selected to represent each county.
16. A primary consumer of substance abuse services, selected by the substance abuse and mental health program supervisor of the district in which the primary consumer resides. If the planning council is a consortium of counties, a primary consumer may be selected to represent each county.
17. A family member of a primary consumer of community-based treatment services, selected by the abuse and mental health program supervisor of the district in which the family member resides.
18. A representative from an area homeless program or a supportive housing program.
19. The director of the detention facility of the Department of Juvenile Justice, or a person designated by the director.
20. The chief probation officer of the Department of Juvenile Justice, or an employee designated by the chief probation officer.

Most of these members were already participants in the Putnam County Public Safety Coordinating Council, so the Board of County Commissioners appointed a subcommittee of that Council to include the new membership and serve as the planning committee for the grant. Other agencies attended and participated in the needs assessment meetings including:

- Juvenile Crime Prevention Office
- SEDNET project from Florida Department of Education
- Department of Children and Families
- Lutheran Services Florida (Managing Entity for SAMH funding)
- Children's Home Society
- Community Partnership For Children

The local partnerships, state agencies, and regional agencies who participated in the needs assessment planning process provided internal agency data to strengthen the needs assessment process and identified resources for the needs assessment data collection.

### **III. Defining the Purpose and Scope**

The purpose of the CJSAMHR was to 1) evaluate current behavioral health needs of the designated population and prioritize them 2) identify resources available to meet both the priorities as well as opportunities identified through the CJSAMHR 3) craft an Implementation Plan to address behavioral health priorities and 4) build capacity to address the opportunities within the context of the health system's existing programs, resources, priorities and partnerships.

#### IV. Data Collection and Analysis

##### A. Description of process and methods used

The overarching framework used to guide the planning committee through the CJSAMHR process was based on the Sequential Intercept Mapping Process.

##### B. Description of data sources

Data sources described in the table below were reviewed as part of the community assessment process.

Source/Dataset	Description
Florida Youth Substance Abuse Survey	Every year Florida conducts a student survey focusing on substance abuse and substance abuse risk factors among middle and high school youth. Even years provide county-level data, odd years only provide state-level data.
School-aged Child and Adolescent Profile	Florida Department of Health compiles health, demographic, and socio-economic indicator data for school-aged youth annually and is available as county-level datasets.
Florida CHARTS	Florida Department of Health provides health measure indicators grouped by year and available by county report.
Delinquency in Florida's Schools	Florida Department of Juvenile Justice report on school delinquency is provided for FY 2011-2012 through 2015-2016 years.
Kids Count Data Center	A project of the Annie E Casey Foundation, this report shows youth indicators at a county level with comparative rates at state level data.
Florida Behavioral Risk Factor Surveillance Survey	Florida participates in the Centers for Disease Control and Prevention's telephone surveillance survey to collect health behavior information.
Department of Juvenile Justice Dashboard	Interactive online reports for Department of Juvenile Justice for state, district, and county level data. Grouped with annual rates and comparative measures.
The Baker Act Fiscal Year 2015/2016 Report	Report compiled by the University of South Florida for the Department of Children and Families.
Florida Department of Education Graduation and Dropout Reports	Florida DOE annual reports of state and county-level data for student graduation and dropout rates for yearly cohorts.

National Survey on Drug Use and Health	Annual survey conducted by the Substance Abuse and Mental Health Services Administration with state level barometers available.
National Census	National census data is collected by the United States Census Bureau every 10 years.
County Health Rankings	Each year the overall health of each county in all 50 states is assessed and ranked using the latest publicly available data through a collaboration of the Robert Wood Johnson Foundation.
Internal Agency Reports	Reports provided by partner agencies regarding service utilization, internal policies, and satisfaction surveys. Information provided by Department of Juvenile Justice, Department of Children and Families, Putnam County Juvenile Crime Prevention Office, Putnam County Sheriff's Office, Community Partnership for Children, CDS Family and Behavioral Health Services, and Stewart Marchman Act Behavioral Healthcare.

Where possible, data was compiled from the most recent complete state fiscal year, July 1, 2015-June 30, 2016. When that range was not available, data was collected from the most recent reportable dates.

### **C. Description of data limitations and gaps**

Limitations and gaps existed that impacted the ability to conduct a more thorough and rigorous assessment. For example, while mental health screening results could be obtained for youth at Department of Juvenile Justice intake, there was no way to determine how directly the mental health concerns impacted their interaction with law enforcement. Further limitations existed in the limits of data systems to identify only 12-18-year-old youth, as some Juvenile Justice data is grouped by age ranges that include 10-11-year-olds. However, due to the lower number of youth below 12 that would enter the Juvenile Justice system, it was determined that these data sets would still be valuable for identifying priorities for future planning.

### **V. Identification and Prioritization of Needs**

Following the partner-based data collection process, data sets were grouped as related indicators and the groups ranked by importance. The Centers for Disease Control Adverse Childhood Experiences groupings were incorporated into the grouping structure to identify known precursors for behavioral health concerns among youth and adults:

*Abuse-Emotional, Physical, Sexual*

*Socio-Economic Factors*-Domestic Violence, Household Substance Use, Household Mental Illness, Parental separation or divorce, and Criminal household member

*Neglect*-Emotional, Physical

As a result, a consolidated list of behavioral health needs emerged.

Next, the committee further vetted and prioritized the needs using additional criteria:

- The current behavioral health system's ability to have an impact
- The potential reduction of juvenile justice interactions
- Current SAMH priorities and programs
- Effectiveness of existing programs locally and statewide and
- Potential to reduce high resource utilization through early intervention.

Based on the process and criteria described, the CJSAMHR priority behavioral health needs are:

1. Mental Health
2. Substance Abuse
3. ACE-Socio-Economic Concerns
4. ACE-Abuse/Neglect

## **VI. Description of the Community Health Needs Identified**

### **A. Mental Health**

625 Putnam County youth ages 12-18 received services at Stewart Marchman-Act Behavioral Healthcare between July 1, 2015 and June 30, 2016. These services are detailed in the following table (Nancy Russo, Personal Communication, March 22, 2017).

<b>Program Description</b>	<b>Clients Served</b>
Emergency Screening – Adult	5
Emergency Screening – Adolescent	101
Adult Outpatient (Substance Abuse)	1
Adolescent Outpatient (Substance Abuse)	32
Prevention Adolescent	85
Intervention Adolescent	73
Intervention Adult	1
Adolescent Assessment	15
Med Outpatient Adult (Med Management and MH Therapy)	3
Med Outpatient Adolescent (Med Management and MH Therapy)	293
Case Management – Adolescent	16
<b>Total</b>	<b>625</b>

The top diagnoses for Putnam County youth age 12-18 for the same time period who received services through Stewart Marchman-Act are detailed below (Nancy Russo, Personal Communication, March 22, 2017).

<b>Top 5 Mental Health Diagnoses Utilized</b>	<b># Diagnosed</b>
Attention-deficit hyperactivity disorder	149
Major depressive disorder	49
Generalized anxiety disorder	44
Post-traumatic stress disorder	26
Other persistent mood [affective] disorders	20

The teen suicide rate (age 12-18) in Putnam County is a three-year rolling rate which for 2013-2015 was 11.0/100,000. This is more than twice the state rate of 4.8/100,000. Self-inflicted injuries for Putnam youth (12-18) for years 2012-2014 were also higher than the state rate. Putnam County reported non-fatal hospitalizations for self-inflicted injuries at 118.2/100,000, as compared to the state rate of 92.2/100,000<sup>9</sup>.

Putnam County had 126 involuntary examinations for youth (Baker Acts) between July 1, 2015 and June 30, 2016. This accounted for 24.37% of all Putnam County Baker Acts during that time and has an incidence rate of 807/100,000. This is slightly higher than the state rate of 776/100,000 for the same time frame and population<sup>10</sup>.

The Putnam County School District and Putnam County Sheriff's Office have a partnership program designated the Juvenile Crime Prevention Office. This office provides prevention services and diversion programs for Putnam County youth referred by law enforcement. For July 1, 2015-June 30, 2016, they report 23 youth issued police reports on campus with a mental health designation (Michele Garner, Personal Communication, April 6, 2017).

The Department of Juvenile Justice screens all youth at detention for substance abuse and mental health concerns. During the July 1, 2015-June 30, 2016 period, 70% of the youth screened had substance abuse or mental health issues (Christopher Massey, Personal Communication, April 6, 2017).

## **B. Substance Abuse**

Putnam County middle and high school youth report greater rates of illegal substance use than the state averages. The following table demonstrates the County and State rates for the most abused substances (past 30-day use)<sup>11</sup>.

<b>Substance</b>	<b>Putnam County</b>	<b>Florida</b>
Alcohol	23.3%	18.3%
Binge Drinking	11.2%	7.7%
Cigarettes	7.1%	3.4%
Marijuana	12.7%	9.6%
Prescription Pain Relievers	1.8%	1.8%
Alcohol or any illicit drug	28.8%	24.3%
Any illicit drug, but no alcohol	5.9%	6.4%



Since 2010, Putnam County has seen a steady decline in the rates of use for illicit drugs and alcohol among middle and high school youth.

Stewart Marchman-Act Behavioral Healthcare is the treatment facility for Putnam County youth with substance abuse issues. They reported the following substance abuse diagnoses for Putnam County youth receiving treatment at their centers (Nancy Russo, Personal Communication, March 22, 2017).

Top 5 Substance Use Diagnoses Utilized	# Diagnosed
Cannabis use	21
Cannabis abuse	17
Cannabis dependence	11
Alcohol abuse	3
Other stimulant use	2

The Juvenile Crime Prevention Office reported 9 on campus drug related charges for the period July 1, 2015-June 30, 2016 (Michele Garner, Personal Communication, April 6, 2017). They also provided the Drug Awareness Program, a substance abuse prevention and diversion program, to 42 youth and Creating Lasting Family Connections, a comprehensive substance abuse and violence prevention program, to 150 youth during that same time frame<sup>12</sup>.

### C. ACE-Socio-Economic Factors

Adverse Childhood Experiences associated with the family unit has been demonstrated to have long-term effects on youth, particularly in regards to behavioral health concerns<sup>6,7</sup>. Therefore, any consideration of behavioral health needs for the community must address these issues and consider their impact on the previous sections

#### 1. Domestic Violence

The Putnam County Sheriff's Office reported 141 domestic violence cases between July 1, 2015 and June 30, 2016 in which there was a child present in the home (Colonel Joseph Wells, Personal Communication, April 7, 2017). There is no publicly available statewide comparative data for the same time frame and population. This data does not differentiate between the target population (12-18) and all youth, so an incidence rate for our target population cannot be determined.

#### 2. Household Substance Use

Putnam County reported 16% of adults drinking excessively, which was slightly lower than the state rate of 17% for 2015<sup>3</sup>.

State-level data for Floridians (12 and older) reported an illicit drug abuse rate of 2.4%, comparable to the national 2.6%<sup>13</sup>.

#### 3. Household Mental Illness

Most recent Behavioral Risk Factor Surveillance Survey report for Putnam County, from 2013, reported 26.1% of adults having been told they have a depressive disorder. This is significantly higher than the state rate of 16.8% for the same time frame. 17.9% reported having poor mental health on 14 or more of the past 30 days, compared to Florida's 12.7%<sup>8</sup>.

State-level data indicates that 3.4% of Florida adults had serious thoughts about suicide in fiscal year 2013-2014. This is slightly lower than the national average of 3.9%. 3.7% of Florida adults reported serious mental illness, compared to the national 4.2% for the same time period. Of those, only 37.3% reported receiving any treatment for their disorder<sup>13</sup>.

#### *4. Parental separation or divorce*

Several indicators were researched to assess the ACE indicator of separation and divorce. While no direct report exists to quantify this number, we may assess several factors to determine the relative impact of this indicator.

Putnam County children live in foster care at a slightly higher, but not significantly different, rate than the state average. The three year rolling rate for foster care, youth age 12-17 for Putnam County was reported for 2013-2015 at 395.7/100,000, compared to the state rate of 391.5/100,000<sup>9</sup>.

The Centers for Disease Control and Prevention reports that 49.7% of Putnam County children are in a single-parent household. The United States median for this indicator is 30.8%<sup>14</sup>.

#### *5. Criminal household member*

Putnam County middle and high school youth reported 57.2% have family members who have been or are now in jail or prison. This is greater than the Florida average of 44.5%<sup>11</sup>.

### **D. ACE-Abuse/Neglect**

According to Florida Department of Health, 82.5% of elementary school students and 75.7% of middle school students in Putnam County are eligible for the free or reduced lunch plan. That is 33% above the state average for elementary school and 28% higher than the state average for middle school<sup>2</sup>. 41% of Putnam County youth live in poverty, as compared to the 23% rate for Florida<sup>3</sup>. While poverty is not a direct causative factor of behavioral health concerns, it is a risk factor for several ACE indicators including abuse and neglect<sup>4,5</sup>.

The three-year rolling rate for child abuse in Putnam County for youth age 5-11 was 1,669.1/100,000 for 2013-2015. This was statistically significantly higher than the state rate for the same period of 1045.8/100,000. Sexual abuse among Putnam youth 5-11 was 95.1/100,000, which was higher than the state rate of 60.5/100,000, though not statistically significantly higher<sup>9</sup>.

## **VII. Outcomes of Concern**

### **Absenteeism, Graduation Rate, Dropout Rate**

Substance abuse and mental health issues are associated with poor student outcomes, including absenteeism<sup>15</sup>. 17.9% of Putnam County students were absent 21 days from school in the 2015 school year, nearly twice the state rate of 9.7%<sup>9</sup>. Putnam County's graduation rate for the 2015-2016 school year was 63.6%, lower than the state rate of 80.7%<sup>16</sup>. 4.1% of Putnam County middle school students were not promoted to the next grade in the 2015-2016 school year, as compared to the state rate of 2.7%<sup>2</sup>. Putnam County's dropout rate for high school students for the 2014-2015 school year was 3.22%, with a state rate of 1.78%<sup>22</sup>.

### Delinquency

Putnam County students are arrested at a higher rate than the state average. School arrests for the 2015-2016 school year were 7.2/1,000 population for Putnam County, with a state rate of 5.6/1,000<sup>17</sup>. Further data regarding juvenile delinquency between July 1, 2015 and June 30, 2016 is related on the following table<sup>18</sup>.

Status	Putnam County Youth Ages 10-17 Rate/1,000	Florida Youth Ages 10-17 Rate/1,000
Intake	32	21
Diversion	15	8
Probation	4	6
Commitment	3	1

Delinquent behavior among Putnam County middle and high school students is not significantly different than state rates for most of the surveyed behaviors (with the exception of carrying a handgun) as shown on the following table<sup>11</sup>.

Behavior	Putnam County	Florida
Carrying a handgun	10.8%	5.5%
Selling Drugs	3.9%	4.2%
Attempted to steal a vehicle	1.7%	1.3%
Being arrested	2.2%	2.4%
Taking a handgun to school	0.6%	0.6%
Getting suspended	13.8%	9.8%
Attacking some with intent to do harm	6.5%	6.1%

CDS Family and Behavioral Health Services is the Interface shelter serving delinquent, ungovernable, and runaway youth and their families in Putnam County. During the period of July 1, 2015 through June 30, 2016, they served 101 non-residential youth through their Family Action program and 64 youth in their residential program (Cindy Starling, Personal Communication, April 18, 2017).

### Risky Sexual Behavior

Substance use, particularly alcohol, and mental health issues are linked to risky sexual behaviors in youth<sup>19</sup>. The three-year rolling rate for teen pregnancy (ages 15-17) in Putnam County for 2013-2015 was 20.3/1,000 population. This is more than twice the state average of 9.5/1,000 population. Putnam County is also higher in repeat births to teen age mothers (15-17) for the same years with a rate of 7.9% of births, compared to the state rate of 7.6%<sup>2</sup>.

Putnam County youth (age 15-19) were also treated for bacterial STI's, with a three-year rolling rate for 2013-2015 of 2,477.6/100,000 population, with a state average of 2,123.3/100,000. This was statistically significantly higher than the state rate<sup>9</sup>.

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Appendix E:

Putnam County Economic Development Strategy

# Putnam County Economic Development Strategic Plan

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# INTRODUCTION

In recent years, Northeast Florida has boomed – with population growth nearly doubling the national average and the economic recovery creating thousands of jobs coming out of the recent recession.

Despite abundant natural resources, a high quality of life, and numerous business opportunities, at times it has seemed that Putnam County has been left behind during this regional boom. The county lost both population and jobs, new home construction has been flat, and local schools face performance challenges.

These and other challenges – perceived and real – in Putnam County have led to negative reporting throughout Florida and the compounding of a poor image of the community to both residents and outsiders.

Recognizing the need to face these perceptions and challenges, Putnam County and State leadership worked with the Florida Department of Economic Opportunity (DEO) to issue a Competitive Florida Partnership grant to help Putnam County find creative solutions to foster a vibrant, healthy community.

As part of the grant, this strategic planning process provides **an important opportunity to identify these challenges, prioritize strategies to address them, and start telling a positive story about Putnam County's future.**

Key components of this process including helping:

- Facilitate development of an asset map and strategic plan tailored to Putnam County's unique strengths and challenges
- Identify opportunities and priorities to guide future economic development in Putnam County
- Create a plan of action to create jobs and enhance quality of life across the county



# ABOUT THE PROJECT

This Putnam County Economic Development Strategy was created in two phases:

## **Phase 1: Competitive Assessment**

During Phase 1, Avalanche Consulting conducted a thorough evaluation of Putnam County's competitive position.

The consulting team examined a range of local assets and statistics relative to statewide and national trends to better understand how Putnam County has performed in recent years.

During a visit to the region in February 2016, the consulting team conducted a kick off meeting, public meeting, focus groups, and interviews with 90 stakeholders, including employers, public leaders, and citizens to gain further insight into local competitive assets and challenges.

## **Phase 2: Economic Development Strategy**

During Phase 2, Avalanche Consulting crafted an economic development strategy for the County. This provides a statement of Putnam County's vision and a set of specific goals that address critical economic development factors –

- Talent
- Infrastructure
- Business Climate & Entrepreneurship
- Marketing & Communications

Strategic priorities and implementation timeframes are identified within each category based on the needs and opportunities identified in the competitive assessment.



# ABOUT THIS REPORT

Specific components of this report include:

## **COMPETITIVE ASSESSMENT**

This section provides a comprehensive inventory of quantitative metrics analyzed to lend an objective perspective on Putnam County's strengths and challenges.

## **SWOT ASSESSMENT**

The SWOT Assessment summarizes the County's strengths, weaknesses, opportunities and threats across major economic development drivers—Talent & Education; Infrastructure; Business Climate; Quality of Life; and Entrepreneurship.

## **ASSET MAPPING SUMMARY**

This section provides a summary of findings from the asset mapping exercise conducted by DEO.

## **VISION & GOALS**

This section describes the Putnam County's economic development vision and goals in detail. Topics that are addressed include workforce and talent, infrastructure, business climate,, and marketing.

These recommendations were crafted after combining extensive stakeholder input, analyzing economic & demographic statistics, and considering national best practices.

## **IMPLEMENTATION PLAN**

The final section of the report contains an implementation plan. It assigns timing, responsibilities and performance metrics for each recommendation.



# PROJECT PARTNERS

This Economic Development Strategy was developed by Avalanche Consulting in partnership with the Florida Department of Economic Opportunity, Putnam County, the Putnam County Chamber, city leadership from throughout the county, and other regional partners.

## **Florida Department of Economic Opportunity (DEO)**

In collaboration with local partners, DEO assists the Governor in advancing Florida's economy by championing the state's economic development vision and by administering state and federal programs and initiatives to help visitors, citizens, businesses, and communities.

## **Putnam County Board of County Commissioners**

The Putnam County Board of County Commissioners is the official legislative and policy making body for the county, comprised of five elected commissioners.

## **Putnam County Chamber**

The Putnam County Chamber of Commerce is the principle leader in the promotion of commerce. Our mission is to be a creative force that promotes excellence in leadership, coordination and orderly development of business enterprise. The Putnam County Chamber of Commerce is a 4-Star Accredited Chamber by the U.S. Chamber.

## **Putnam County Stakeholders**

Development of the Putnam County Economic Development Strategy involved interviews and focus groups with 90 stakeholders.

## **Avalanche Consulting, Inc.**

Avalanche Consulting is the nation's premier economic development strategist. We are deeply driven to make a positive impact and seek clients who are equally inspired to energize their economies. Since it was established in 2005, Avalanche Consulting, Inc. has provided strategic planning and marketing assistance in more than 100 communities throughout the US.



# PROJECT PARTNERS

## **Stakeholder Input**

Ninety stakeholders were convened to guide development of this strategy. A kickoff meeting was held February 24<sup>th</sup> at the Board of County Commissioners meeting chamber. There was a discussion of the goals and process of the project, Putnam County's competitive position in Northeast Florida, and the project's intent to identify assets for growth and strategies to address local concerns and tell the county's story. The audience was engaged in a discussion about local assets, opportunities, concerns, and potential outcomes of the strategy.

Selected individuals were also chosen for personal interviews with Avalanche for additional information gathering. Interviewed stakeholders included city and county elected officials, business leaders, the public school superintendent, and presidents of both the community college and four-year college. These stakeholders, the Putnam County Chamber of Commerce, and other Putnam County leadership helped guide this strategic planning process through review of reports, inclusion in the Asset Mapping Exercise, and continued participation in implementation.

## **Regional Partnerships and Collaborations**

The strategic planning process included examination of Putnam County's position within the greater Northeast Florida and Jacksonville Metro region – identifying opportunities for collaboration with the JAXUSA Partnership, educational institutions, government leadership, and other strategic partners. The Implementation Plan for this strategy includes roles for all regional partner organizations.

## **Public Involvement**

The primary community conversation was held via public meeting. This was an advertised public meeting open to the community. 39 people participated. Avalanche Consulting engaged the community in a "Big, Bold Idea Discussion." This interactive process invited participants to discuss and share their own ideas about addressing economic development topics. Participants were asked to discuss priorities and identify tactical actions to support each priority. Participants shared these ideas on post-it notes grouped around the room.



# COMPETITIVE ASSESSMENT



# SUMMARY OF FINDINGS

The following section reveals numerous positive and negative trends in Putnam County. These findings put local challenges in clear perspective through objective data analysis while also highlighting competitive strengths that will help Putnam County capitalize on new opportunities.

Some of the key themes and takeaways revealed in the following section include:

- Putnam County is a **safe place**. The number of violent and property crimes were lower in the County compared to both Florida and the Jacksonville Metro.
- Putnam County has a **higher share of small businesses** – revealing both an entrepreneurial spirit and availability of supportive resources.
- Despite a high quality of life, in recent years Putnam County has **lost both population and jobs**. Many younger residents continue to leave the county, contributing to an **aging population** in Putnam County, which has a median age of 45 – seven years above the US.
- Population losses contribute to Putnam County's **deep integration into the broader regional economy**. Nearly half of all jobs in Putnam County are filled by individuals living outside the county. Contrastingly, nearly as many residents take advantage of the lifestyle in Putnam County but work elsewhere.
- An above average share of Putnam County residents **own their homes** versus rent, but many are struggling to afford their housing – partly because household incomes are lower. This contributes to **poverty rates nearly double** the state average in Putnam County.



# SUMMARY OF FINDINGS

- Putnam County is **less racially and ethnically diverse** than state averages, but the local Hispanic population is growing. **Hispanic residents** will be critical to future economic development activities and community planning, because most other ethnic groups are losing population locally.
- Putnam County residents of all ages are **less well-educated** than national and state averages. Minority residents are less well-educated than White residents of Putnam County, but the gap between White and minority residents is actually less extreme than seen across the US and Florida.
- **Natural Resources**, which includes Agriculture, is the most concentrated industry in Putnam County and contributes to the **two largest exports** – Paper and Agriculture.
- **Manufacturing is the third largest private sector** in Putnam County, and although this sector lost jobs in recent years, it pays the highest local salaries and also contributes to exports seen in Paper, Computer & Electronic Products, Chemicals, and more.
- **Government** remains the largest industry sector in Putnam County – indicating an opportunity for greater private sector diversity.





# Population Growth

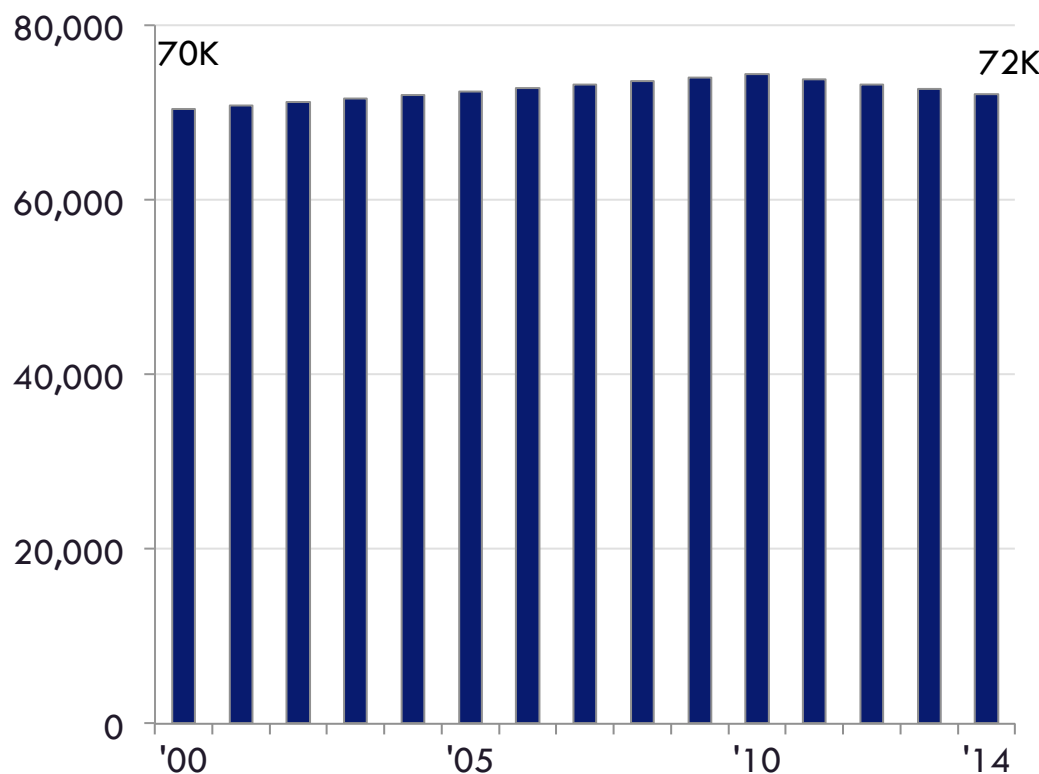
## WHY IS THIS IMPORTANT?

From 2000 to 2010, the population of Putnam County was growing – if more slowly than the US and Florida – but since 2010 the county has steadily lost population.

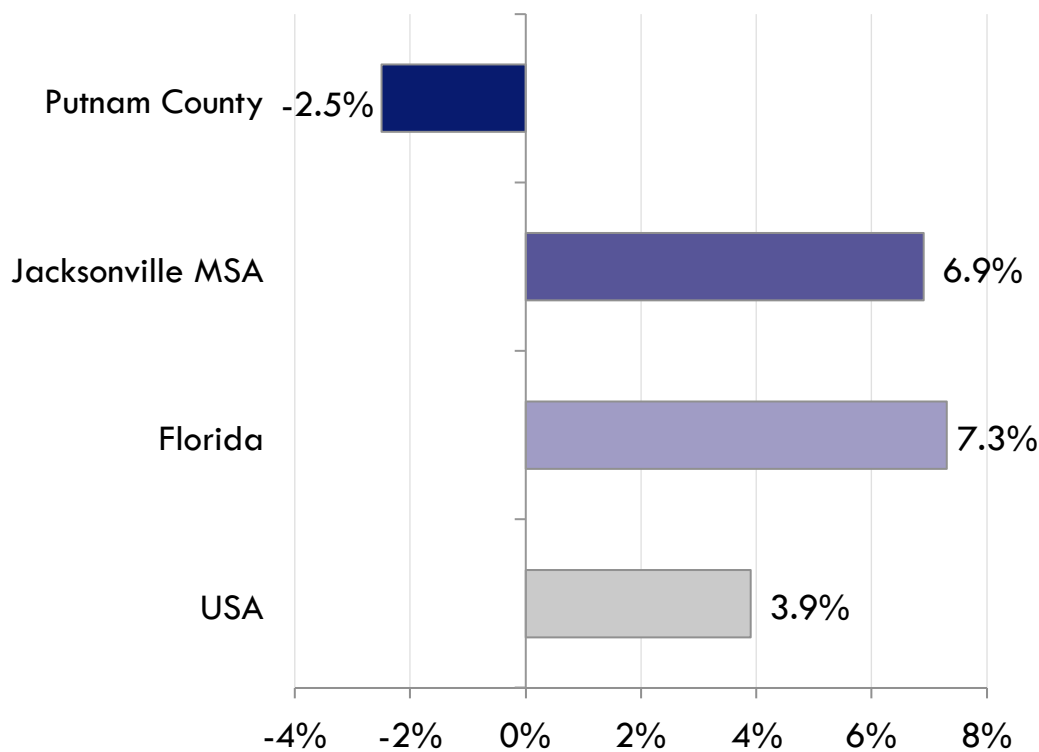
Over the previous decade, Putnam County's population grew 6%, compared to 10% in the US and 18% in Florida. From 2009 to 2014, Putnam County lost 3% of its population, while the US grew 4% and Florida grew 7%.

Population growth is one of the base indicators of overall economic prosperity in a community. A growing population shows that a community has assets and job opportunities that retain younger residents and attract new workers. A growing population also reassures businesses that they will have workers and new customers available in the future.

PUTNAM COUNTY TOTAL POPULATION



POPULATION GROWTH  
2009 – 2014



# Age Distribution

## WHY IS THIS IMPORTANT?

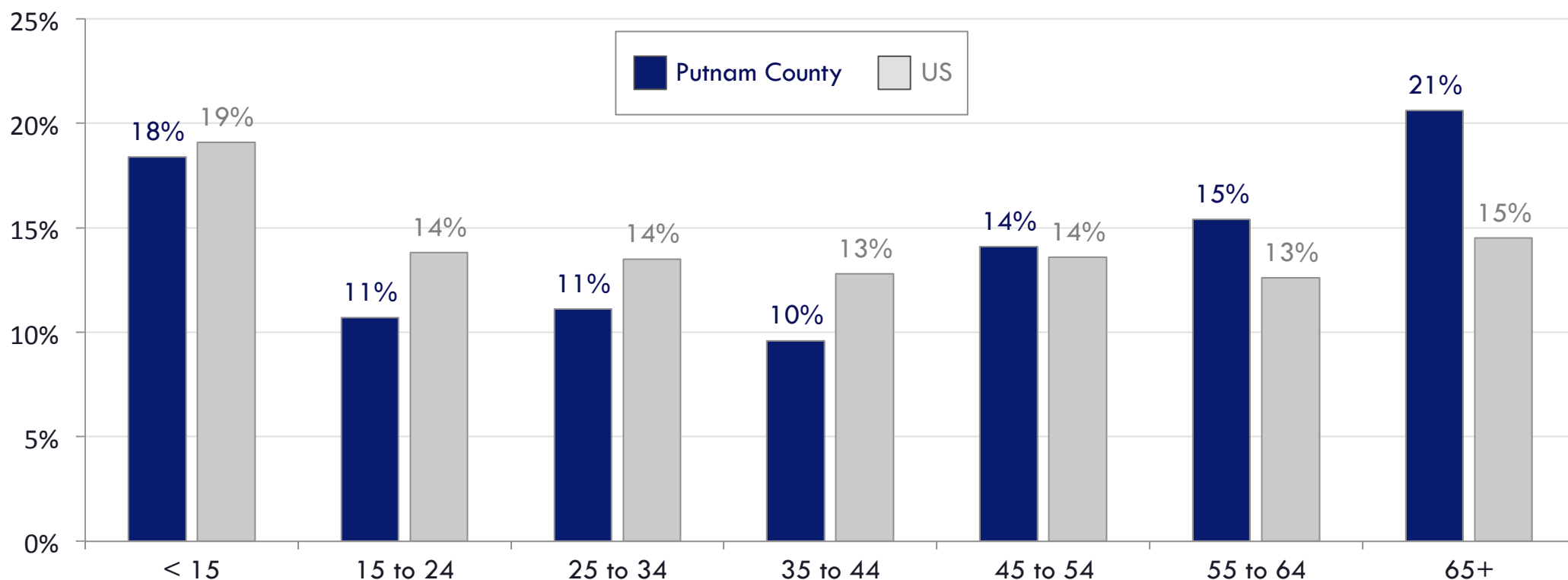
The population of Putnam County is older than the state and national average. The median age of Putnam County residents is 45 – compared to 38 in the US and 42 in Florida.

Putnam County has a similar share of children to the US average – 18% of residents are under 15 compared to 19% nationally. Conversely, the county has a much larger share of residents over 65 – 21% compared to 15% nationally.

The age distribution of a population can help better understand where to prioritize community investments.

Age distribution helps understand gaps in workforce availability and identify populations that may have distinct needs – such as children and the elderly.

COMPOSITION BY AGE  
2014



# Age Distribution (continued)

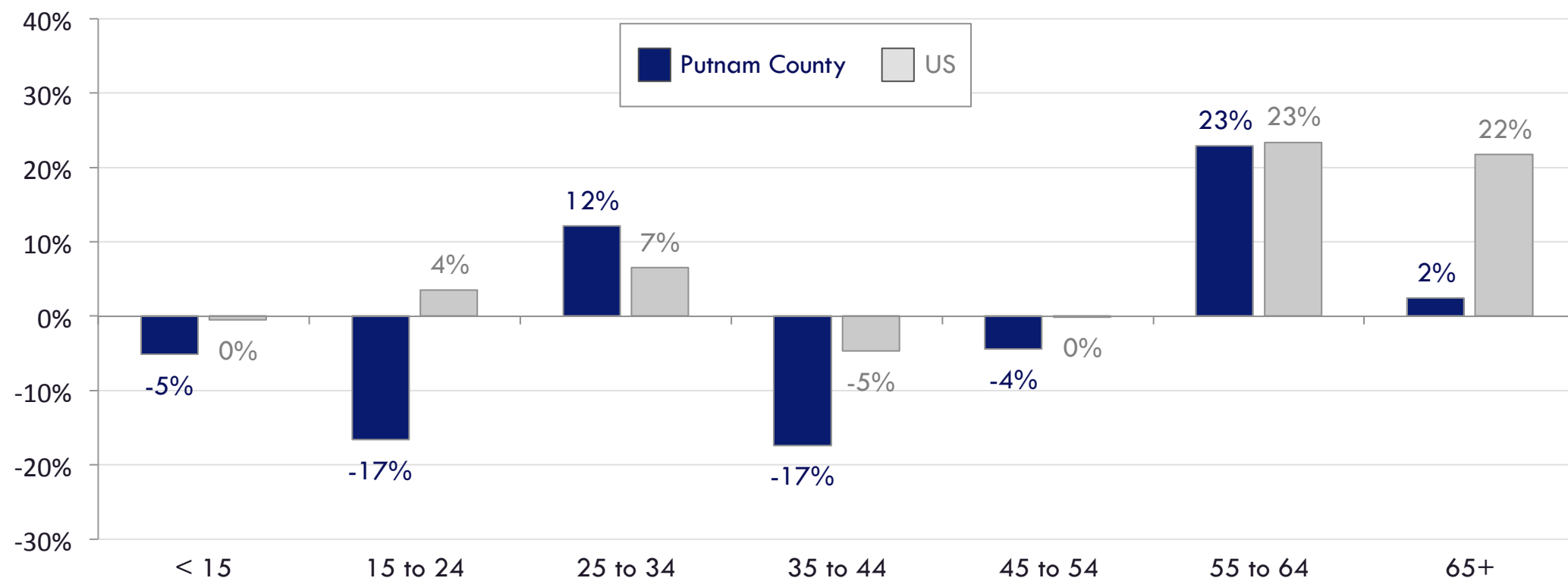
## WHY IS THIS IMPORTANT?

Between 2009 and 2014, Putnam County lost population in most age cohorts – with the largest growth occurring among residents over 55 years old.

Over this period, the county lost 3,300 residents under 55 years old, while gaining 2,400 over 55 years old. Residents between 25 and 34 years old were the only age cohort under 55 to grow – with 864 new residents entering the county.

Changing age distribution within a community has widespread implications for public investments in areas such as health care, education, and workforce training.

POPULATION GROWTH BY AGE  
2009 – 2014



# Educational Attainment

## WHY IS THIS IMPORTANT?

Residents of Putnam County are overall less well-educated than the Jacksonville Metro, State of Florida, and US. **Most dramatically, only 13% of Putnam County residents hold a bachelor's degree or higher – compared to 28% in the Jacksonville Metro, 27% in Florida, and 30% in the US.**

Similarly, only 78% of residents have a high school degree (90% in JAX, 87% FL and US) and 7% have an associate degree (10% JAX and FL, and 8% US).

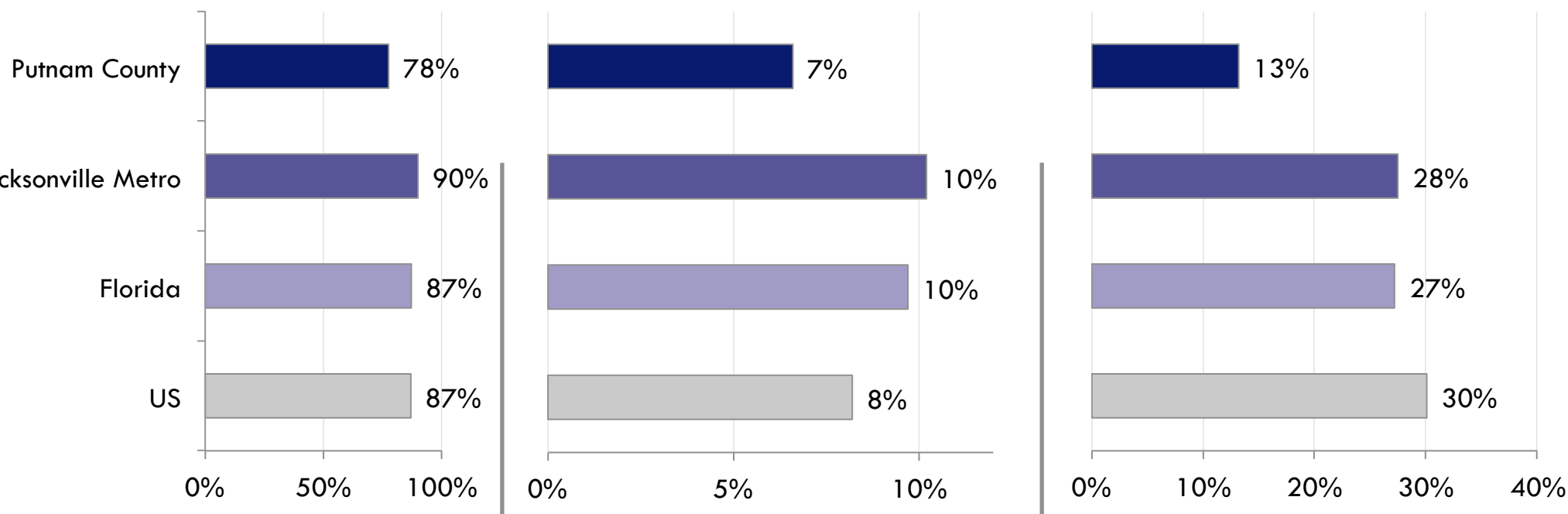
The modern economy is increasingly knowledge-intensive. New jobs often require education beyond a high-school diploma – ranging from a certificate to a master's degree. Due to this growing reliance on skilled workers, many businesses expand in and choose new locations based on the presence of a well-educated population.

## EDUCATIONAL ATTAINMENT 2014

### HIGH SCHOOL

### ASSOCIATE

### BACHELOR'S +



SOURCE: US CENSUS BUREAU / AVALANCHE CONSULTING



# Young Professionals

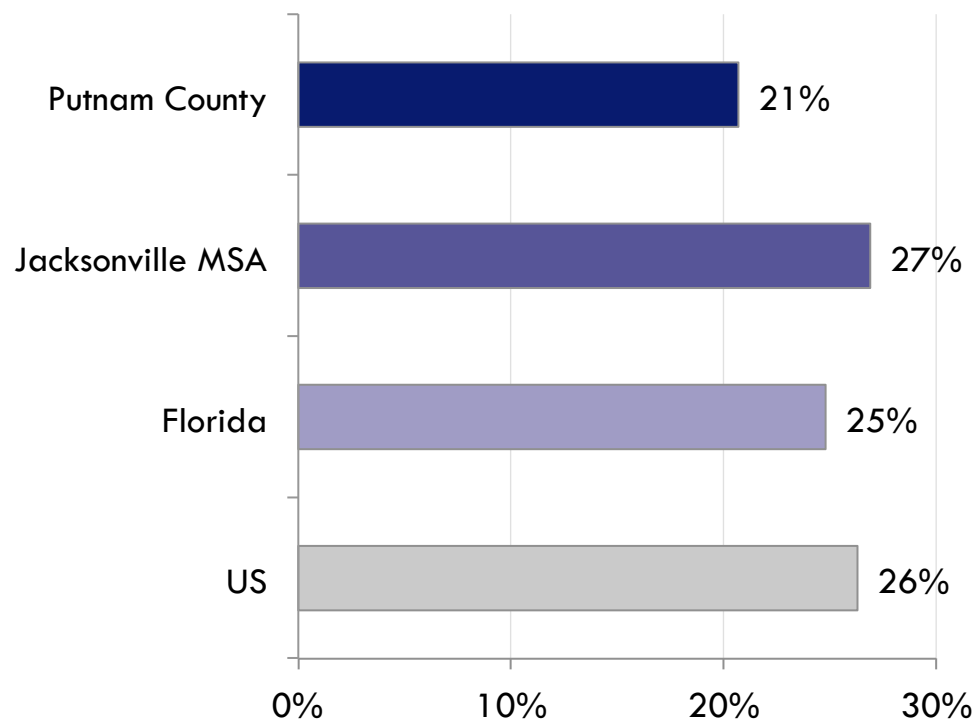
## WHY IS THIS IMPORTANT?

Putnam County has a smaller Young Professional population than the state and national average. Only 21% of the county's residents are between 25 and 44 years old – compared to 25% in Florida and 26% in the US.

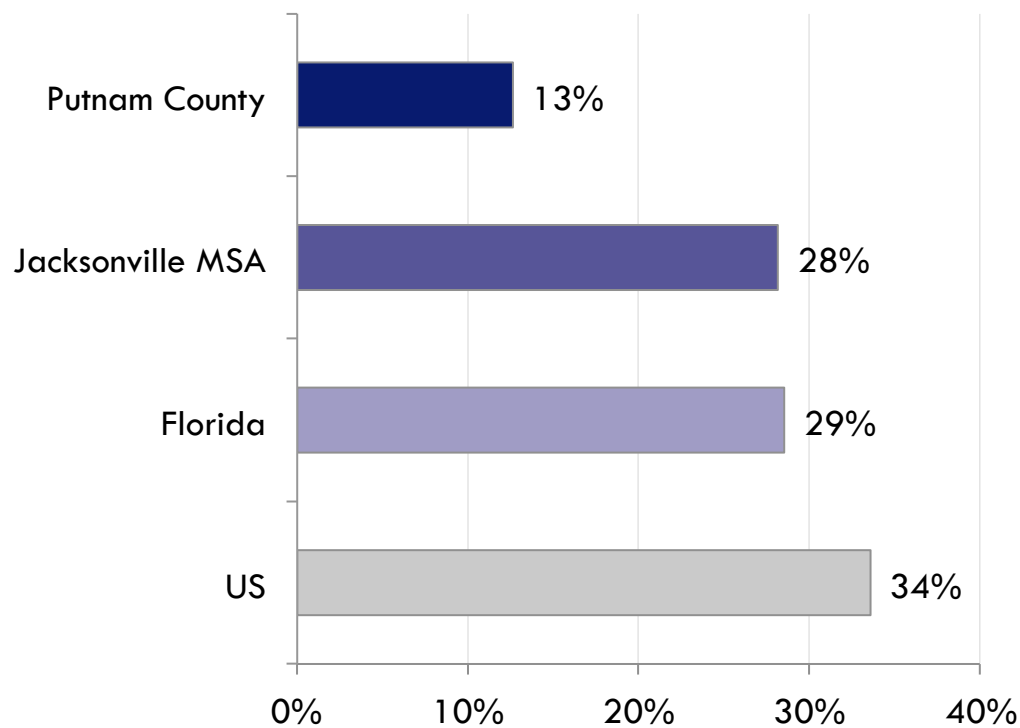
Notably, this population is also less well-educated than state and national averages. **Only 13% of Young Professional age residents of Putnam County have a bachelor's degree or higher – compared to 34% nationally and 29% in Florida.**

Young Professionals (residents aged 25 to 44 years old) represent a critical segment of a local workforce for companies seeking to hire new workers with the latest skills and knowledge. Recruiting and retaining residents in this age cohort helps ensure a region can supply a growing labor force for companies.

YOUNG PROFESSIONALS (POP. AGE 25 – 44)  
2014



YOUNG PROFESSIONALS W/ BACHELOR'S DEGREE +  
2014



# Diversity

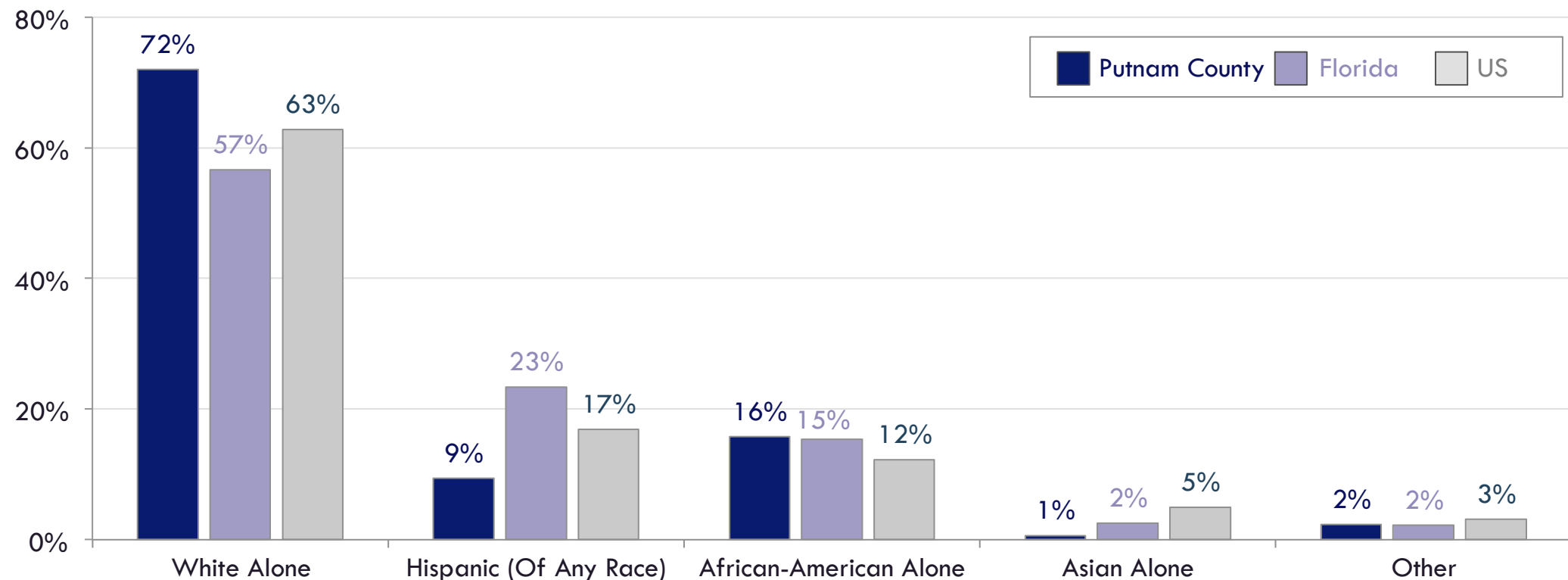
Putnam County has more White and Black residents than state and national averages but fewer Hispanics, Asian, and Other residents – making it overall less diverse.

The White population comprises 72% of the population, compared to 57% in Florida. Black residents make up 16% of the population, compared to 15% in Florida. Hispanic residents comprise only 9% of the county – compared to 23% in Florida and 17% nationally.

## WHY IS THIS IMPORTANT?

The racial and ethnic diversity of a community is affected by local geography, history, industry trends, and culture. Research shows that a diverse population and inclusive policies can contribute to a thriving economy.

POPULATION BY RACE & ETHNICITY  
2014



# Diversity (continued)

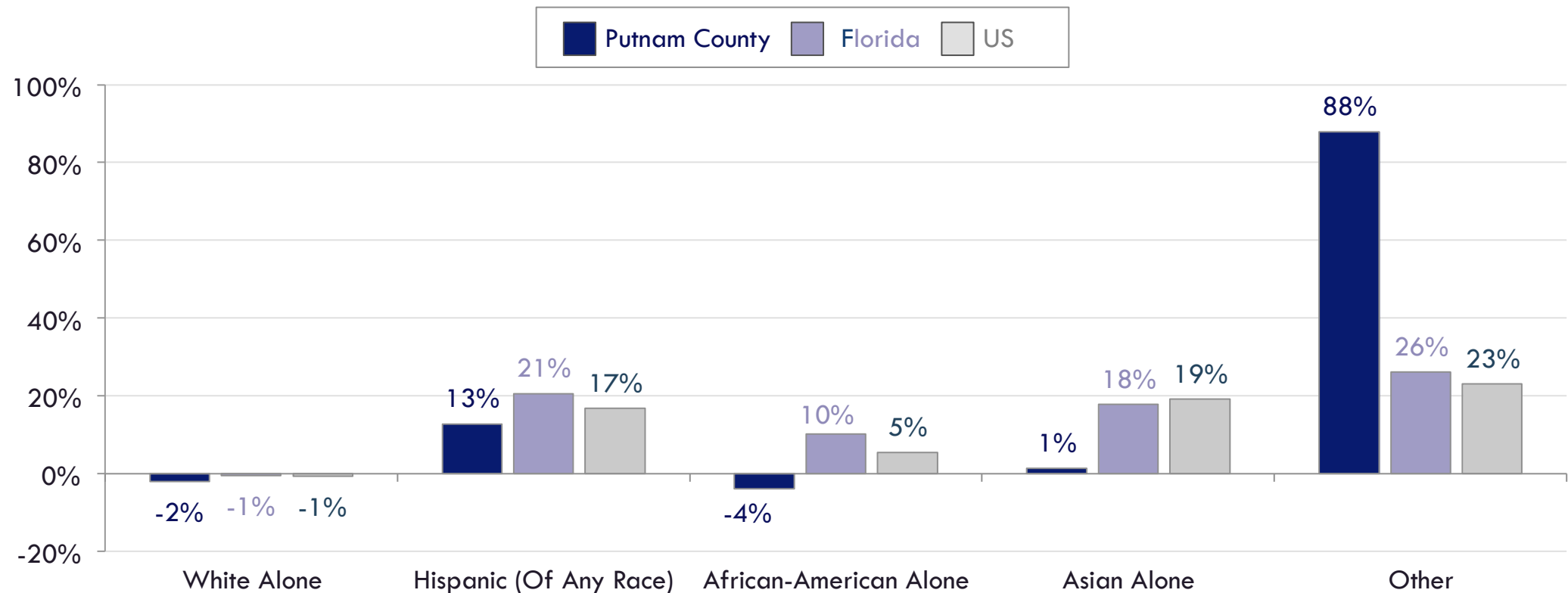
Decline in the White and Black populations are contributing to the declining overall population in Putnam County.

As the overall population declines, however, Putnam County's population is becoming more diverse – with 13% growth among Hispanic residents, and 88% growth among Other residents.

## WHY IS THIS IMPORTANT?

The racial and ethnic diversity of a community is affected by local geography, history, industry trends, and culture. Research shows that a diverse population and inclusive policies can contribute to a thriving economy.

CHANGE IN POPULATION BY RACE & ETHNICITY, 2009 – 2014



# Educational Disparity

Minority populations around the State of Florida and US are less well-educated than the White population, and these trends are mirrored in Putnam County.

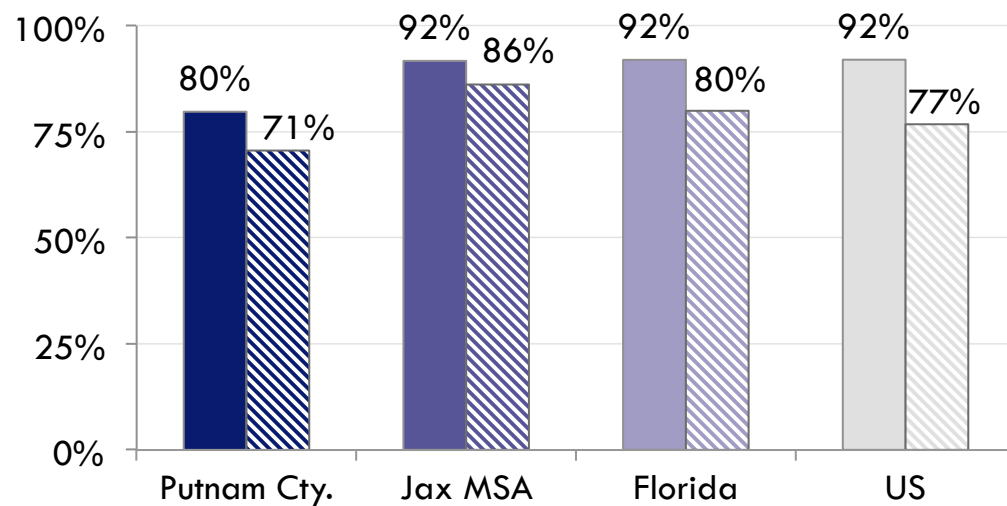
Only 80% of White residents of Putnam County have a high school degree, but the number is even lower for minority residents – 71% – comparable to the US average of 77%. Similarly, 14% of White residents hold a bachelor's degree or higher, compared to only 10% of Minority residents – more than half the minority attainment rate in Florida and the US.

## WHY IS THIS IMPORTANT?

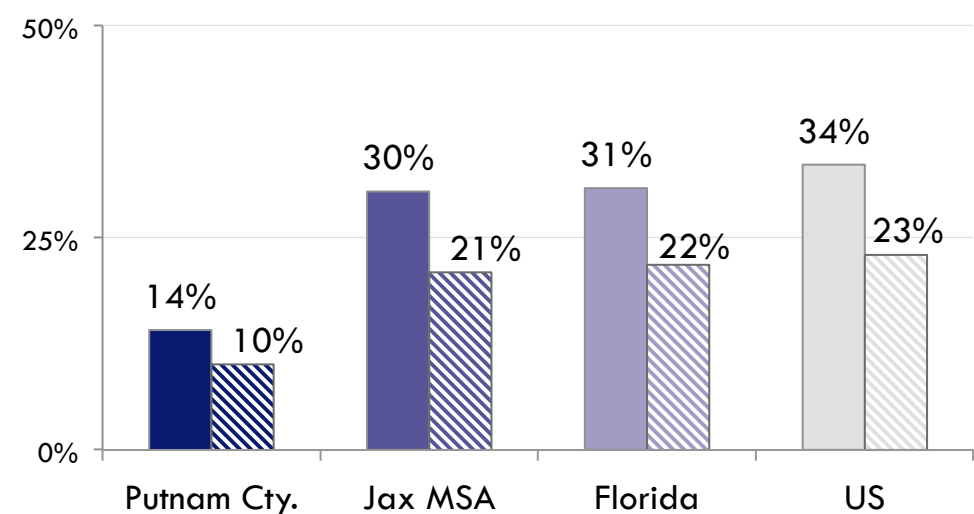
Differences in education, incomes, and other factors between ethnic groups in a community can highlight disparities between access to jobs and services in a community. They also help identify and prioritize needed investments.

## EDUCATIONAL ATTAINMENT 2014

### HIGH SCHOOL



### BACHELOR'S +



SOURCE: US CENSUS BUREAU / AVALANCHE CONSULTING





# Educational Disparity (continued)

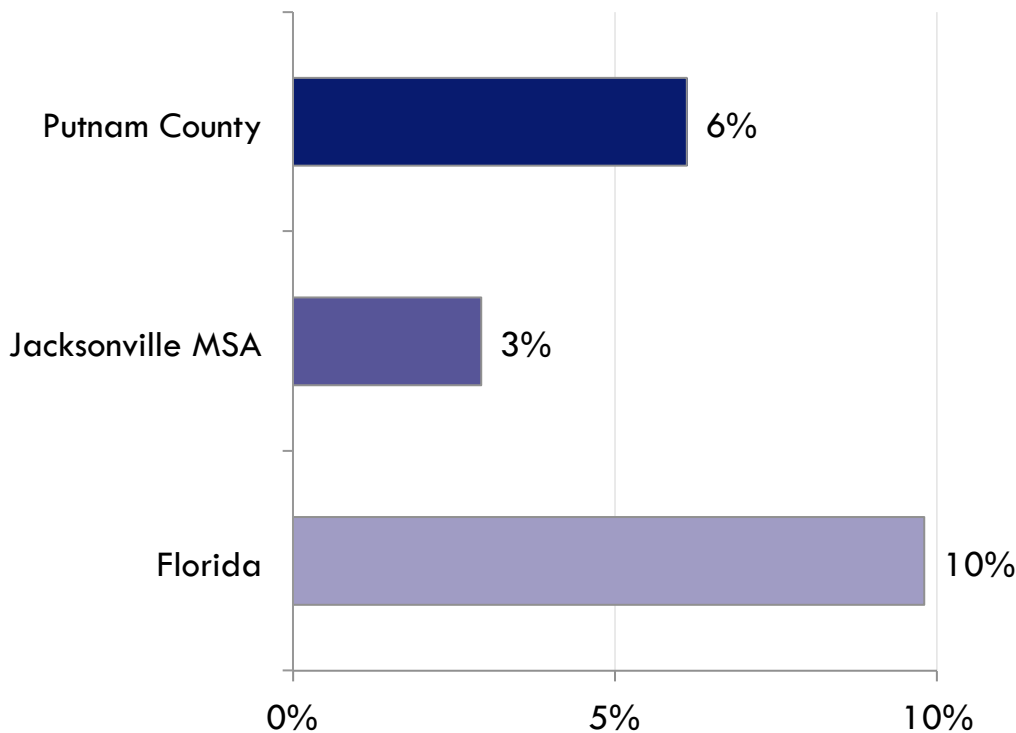
## WHY IS THIS IMPORTANT?

Among school children, Putnam County has many students still learning the English language, but a lower share than the State of Florida average. Among enrolled students in Putnam County, 6% are English language learners, compared to 10% in Florida and only 3% in the Jacksonville Metro.

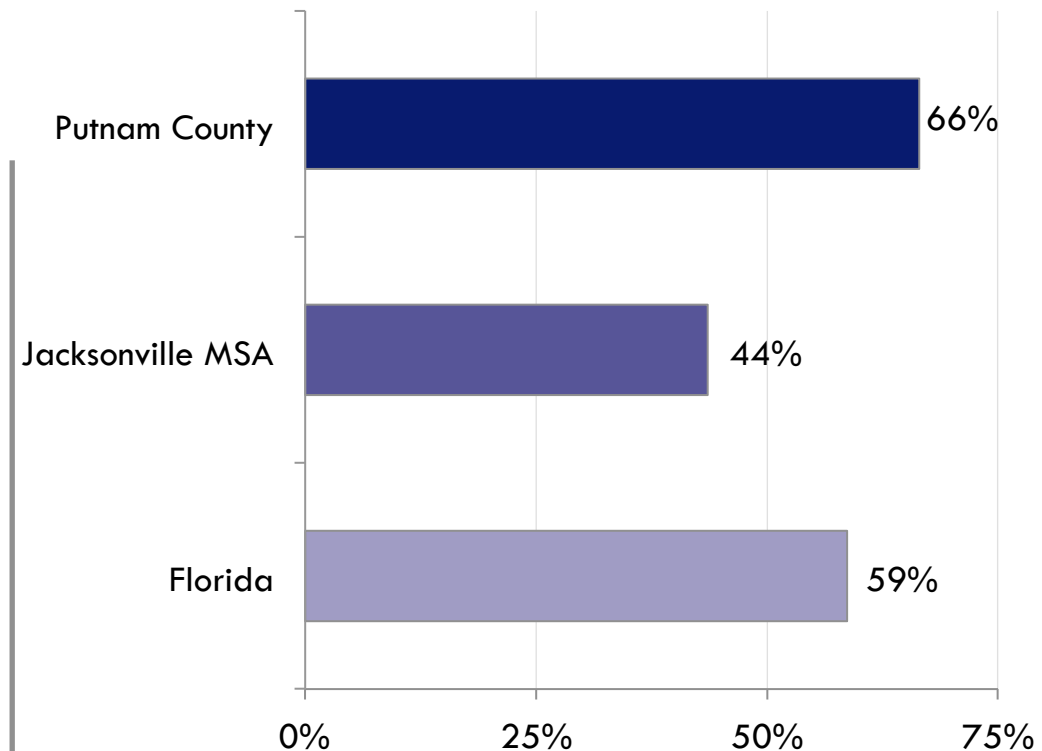
Putnam County has a similar share of students in poverty compared to the State of Florida – with 66% eligible for free or reduced school lunches compared to 59% in FL.

Differences in education, incomes, and other factors between ethnic groups in a community can highlight disparities between access to jobs and services in a community. They also help identify and prioritize needed investments.

ENGLISH LANGUAGE LEARNERS AS % OF TOTAL ENROLLED STUDENTS IN PUBLIC SCHOOLS, 2015



% OF STUDENTS ELIGIBLE FOR FREE OR REDUCED SCHOOL LUNCHES, 2015



# Household Income

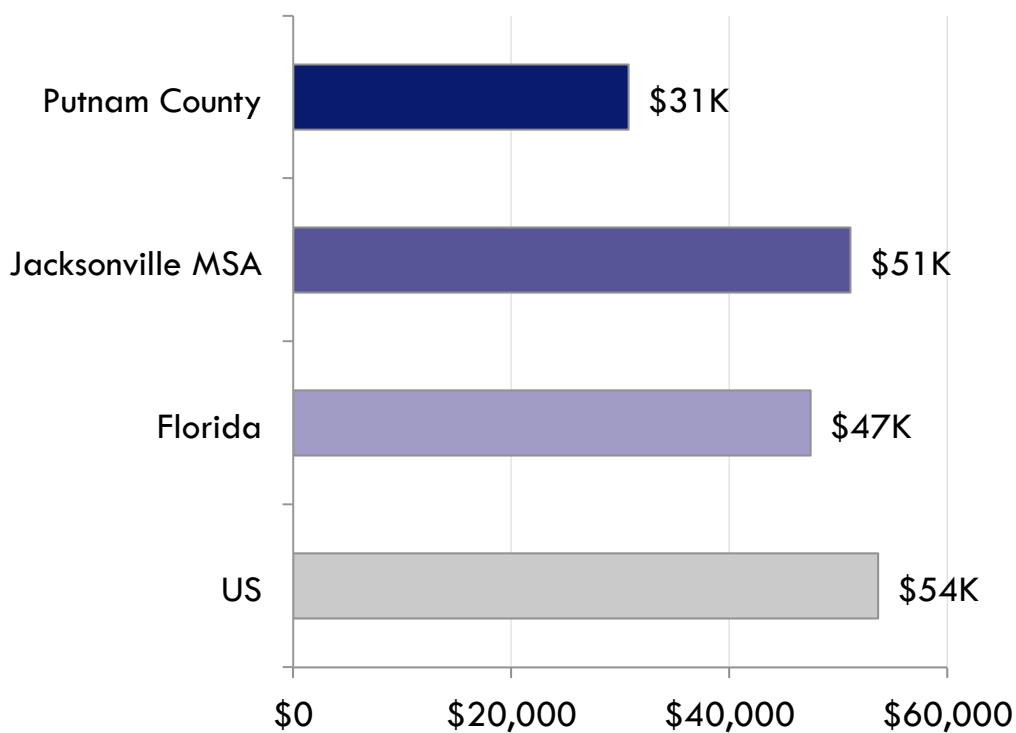
## WHY IS THIS IMPORTANT?

Households in Putnam County are earning less income than those in the Jacksonville Metro, Florida, and US. Household incomes are also growing more slowly than the state and national averages.

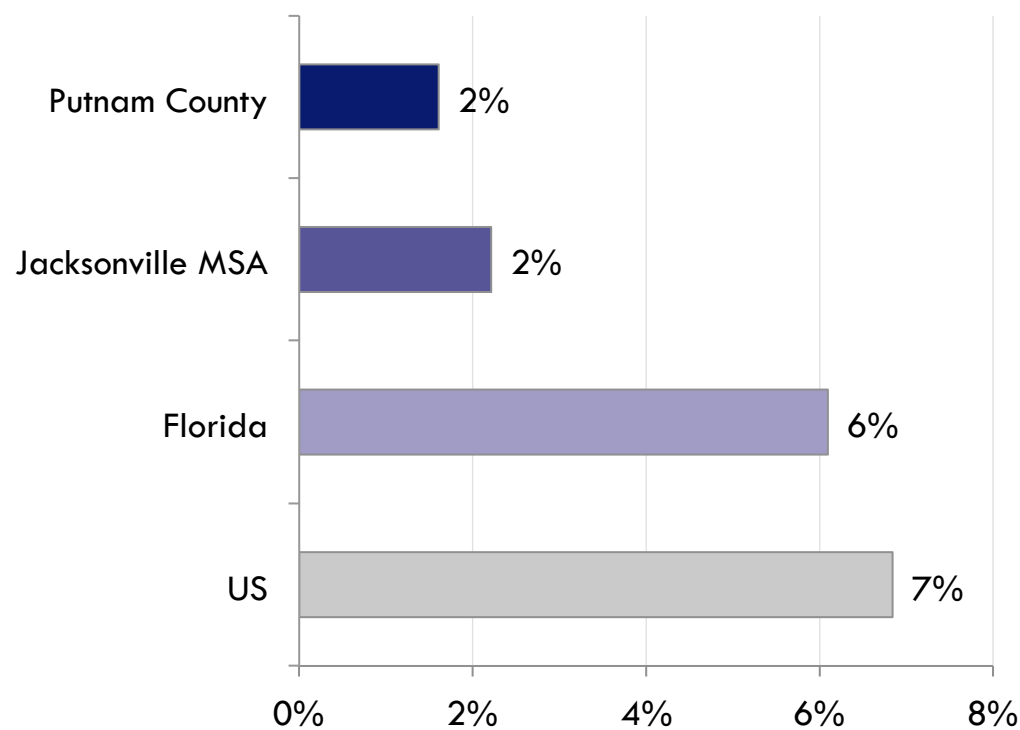
Median household income is \$30,800 in Putnam County – compared to \$51,100 in Jacksonville, \$47,600 in Florida, and \$53,700 in the US. Median household income only grew 2% from 2009 to 2014 in Putnam County.

Wealth creation is an important goal of economic development and a strong measure of a community's economic health. When residents of a community have high household incomes they are able to reinvest locally – purchasing goods and services that spur additional economic growth.

MEDIAN HOUSEHOLD INCOME  
2014



CHANGE IN MEDIAN HOUSEHOLD INCOME  
2009 – 2014 (UNADJUSTED FOR INFLATION)



# Poverty Levels

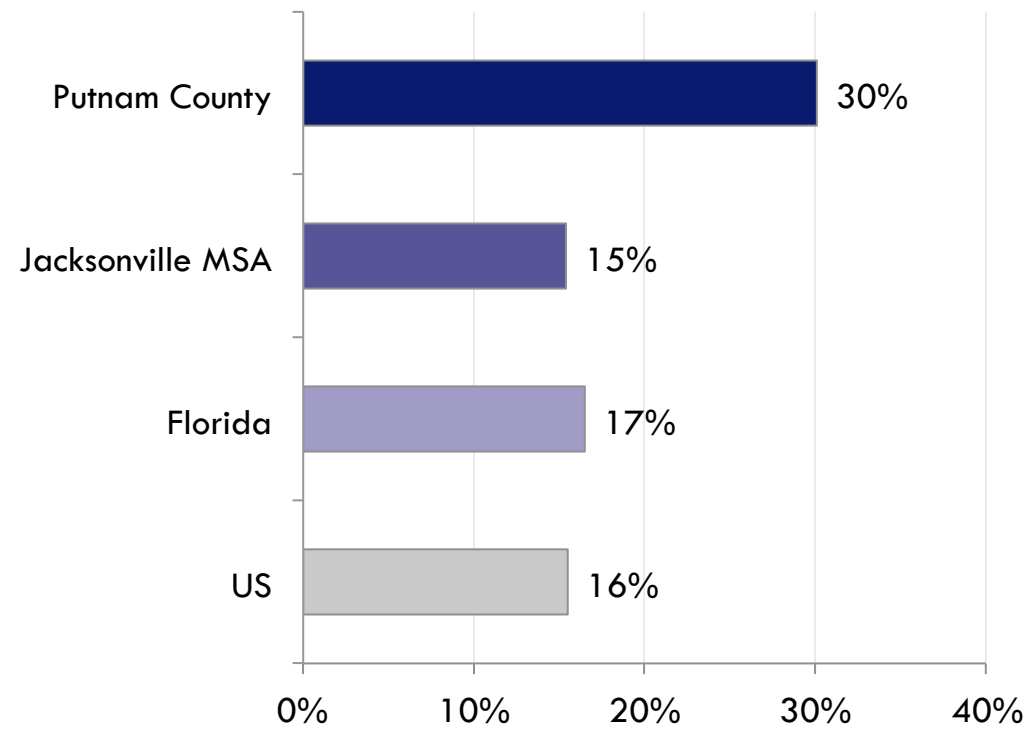
## WHY IS THIS IMPORTANT?

Coinciding with lower income levels, Putnam County has high poverty levels. In 2014, 30% of Putnam County residents fell below the poverty line – nearly double the state and national poverty rate.

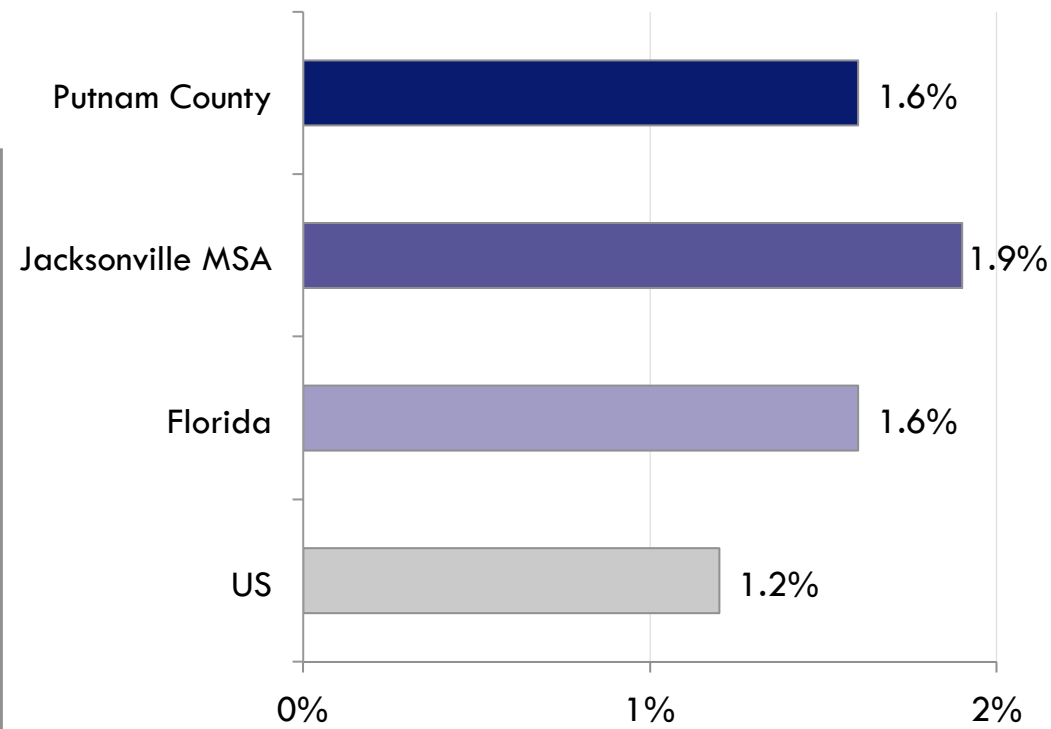
High poverty levels are not new to Putnam County. They have been fairly stable the past five years – increasingly rising 1.6 percentage points from 2009 to 2014 – the same increase as the State of Florida.

Poverty levels indicate whether residents of a county have incomes and access to jobs that allow them to prosper and support their families. High poverty levels are often the result of limited good job opportunities in a community and put heavy demands on social services.

POVERTY RATE  
2014



PERCENTAGE POINT CHANGE IN POVERTY RATE  
2009 – 2014



# Housing Availability

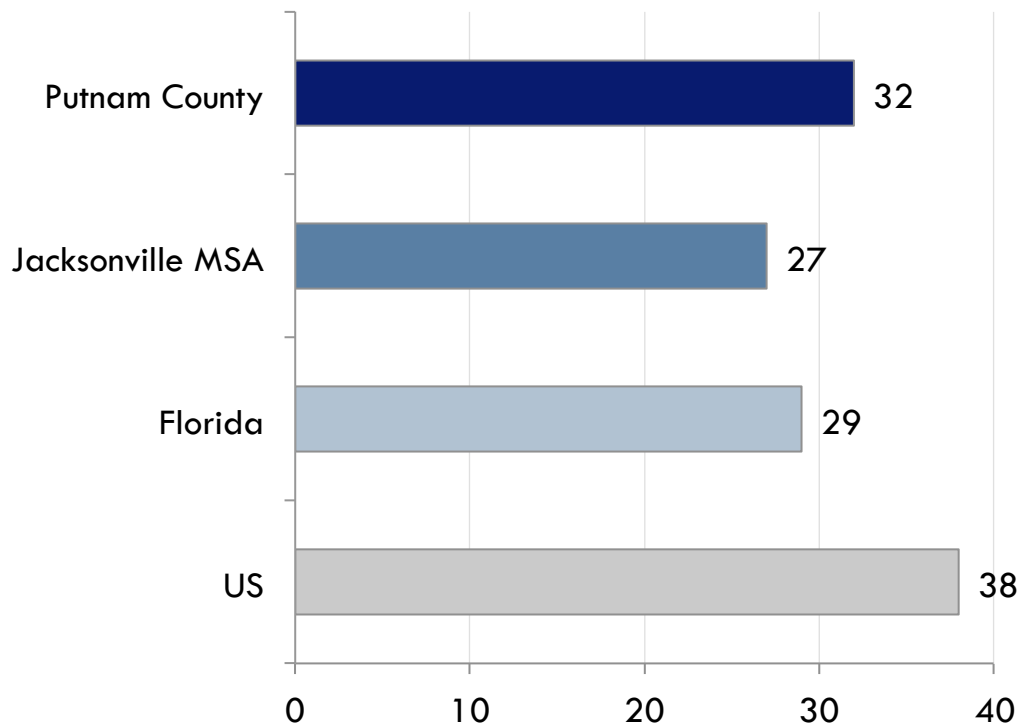
## WHY IS THIS IMPORTANT?

Housing in Putnam County tends to be older than average in Florida – which has many more new home starts relative to the national average. The median age of housing in Putnam County is 32 years – compared to 29 years in Florida and 38 in the US.

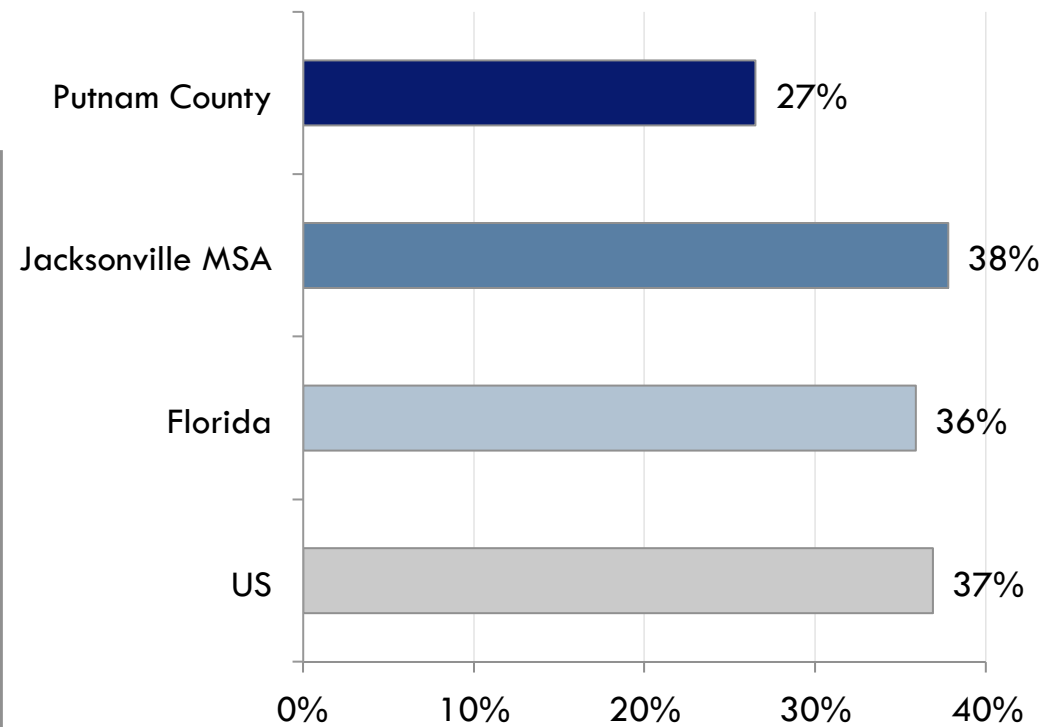
A majority of Putnam County residents own their homes versus rent. Only 27% of Putnam County housing is occupied by renters – compared to 36% in Florida and 37% nationally.

The availability and affordability of housing directly affects the lives of residents in a community and the ability of businesses to retain and attract workers. Housing is considered unaffordable if owners and renters are spending more than 30% of their income on housing costs (mortgages or rent).

MEDIAN AGE OF HOUSING,  
2014



% OF HOUSING OCCUPIED BY RENTERS,  
2014



# Housing Availability

## WHY IS THIS IMPORTANT?

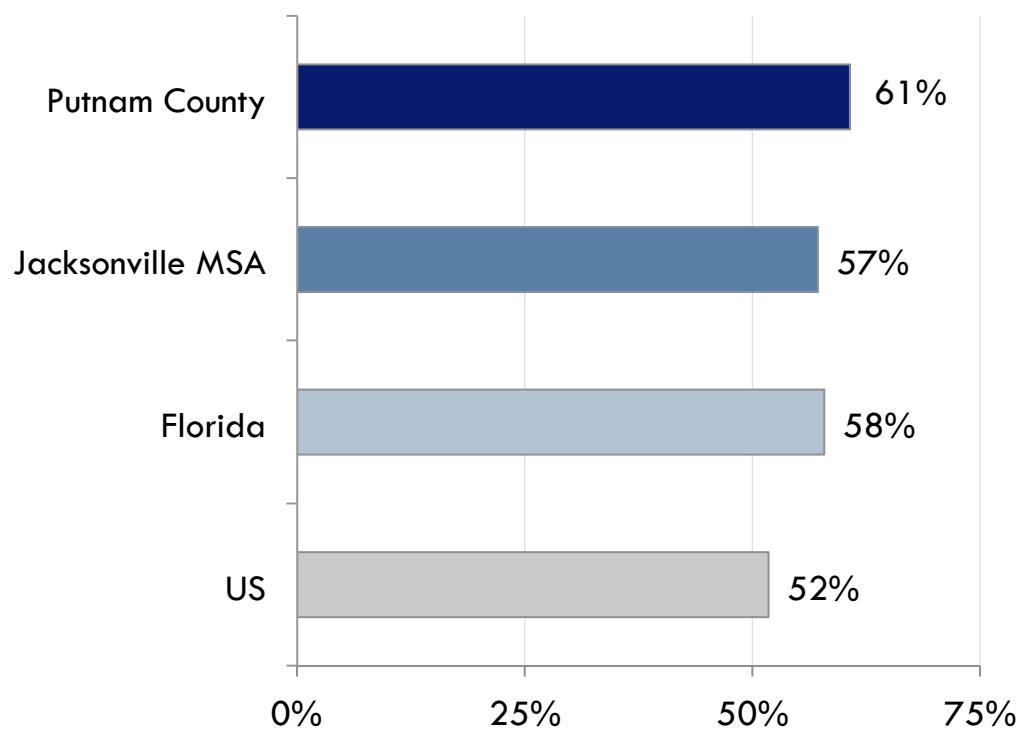
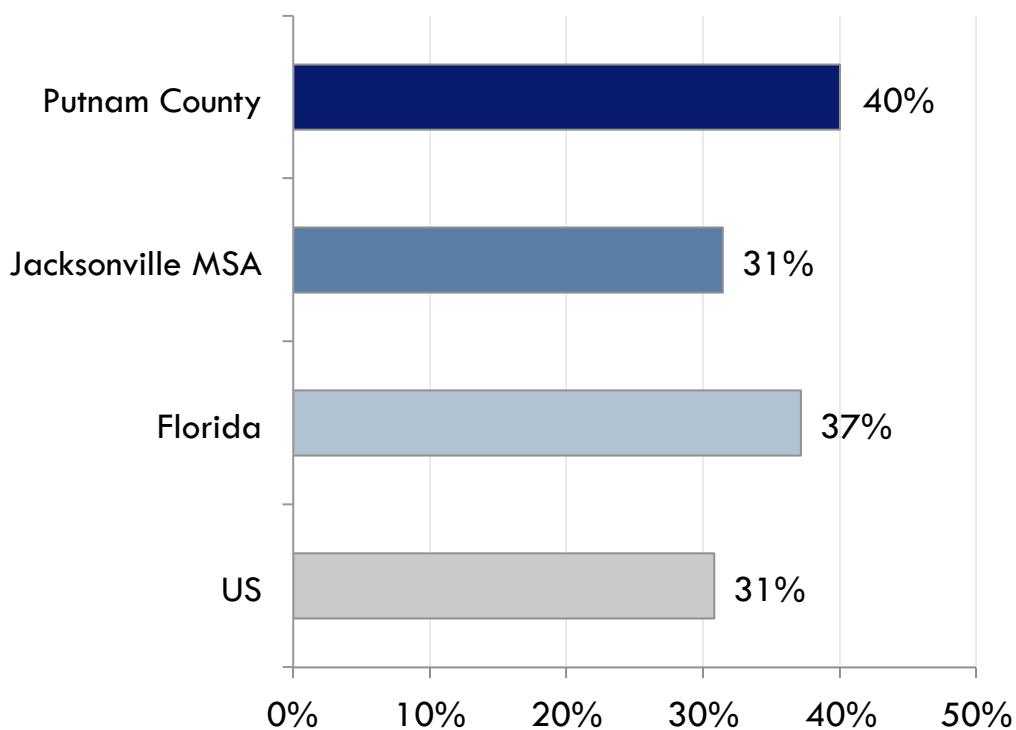
A high share of Putnam County residents are struggling to afford their housing. Housing is considered unaffordable if occupants are spending more than 30% of their income on rent or mortgage.

40% of Putnam County homeowners cannot afford their home payments – compared to 31% nationally and 37% in Florida. An even higher share, 61%, of renters are in unaffordable housing – compared to 52% nationally and 58% in Florida.

The availability and affordability of housing directly affects the lives of residents in a community and the ability of businesses to retain and attract workers. Housing is considered unaffordable if owners and renters are spending more than 30% of their income on housing costs (mortgages or rent).

HOMEOWNERS W/ MORTGAGE SPENDING MORE THAN 30% OF INCOME ON HOUSING COSTS, 2014

RENTERS SPENDING MORE THAN 30% OF INCOME ON HOUSING COSTS, 2014



# Crime

## WHY IS THIS IMPORTANT?

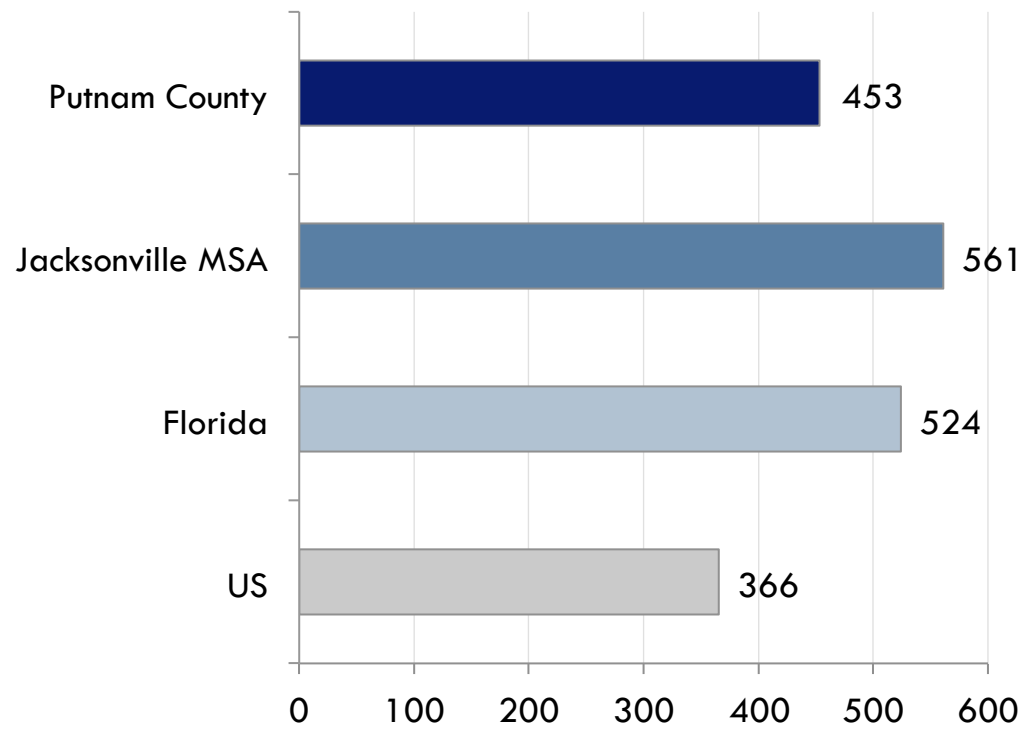
Putnam County is a safe place.

The number of violent crimes per 100,000 residents was only 453, compared to 524 in Florida and 561 in the Jacksonville Metro.

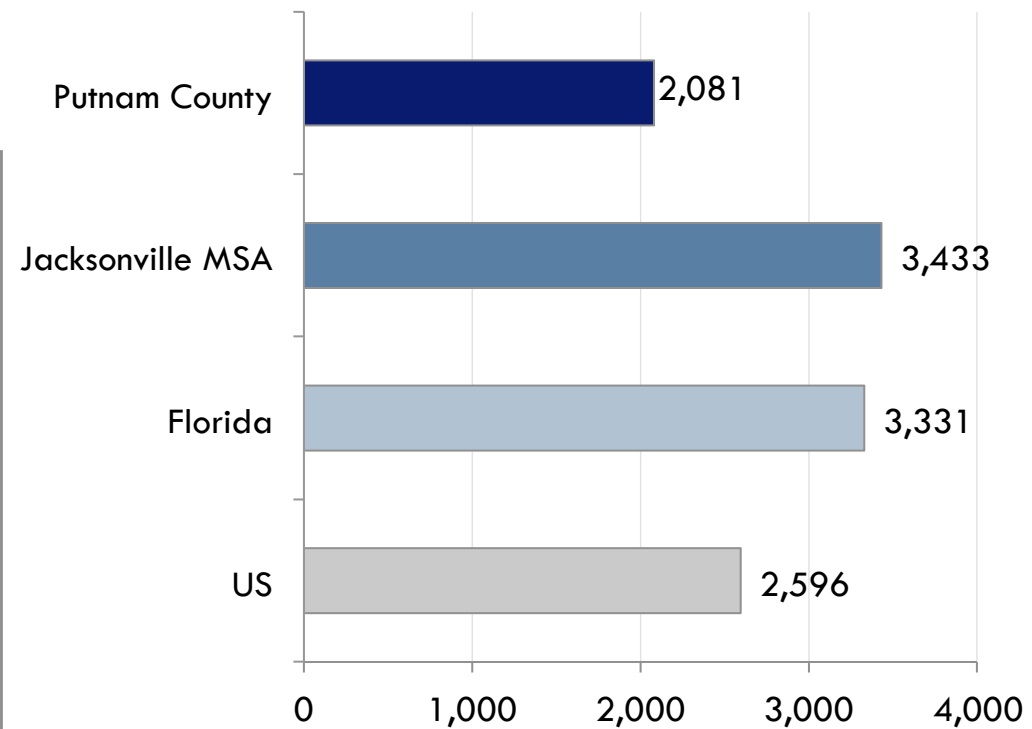
Property crime was even lower at 2,080 per 100,000 residents – well below the 3,330 in Florida and 3,430 in the Jacksonville Metro.

Actual and perceived crime rates play a significant role in location decisions for residents and businesses.

VIOLENT CRIME PER 100K RESIDENTS  
2014



PROPERTY CRIME PER 100K RESIDENTS  
2014



# Employment Growth

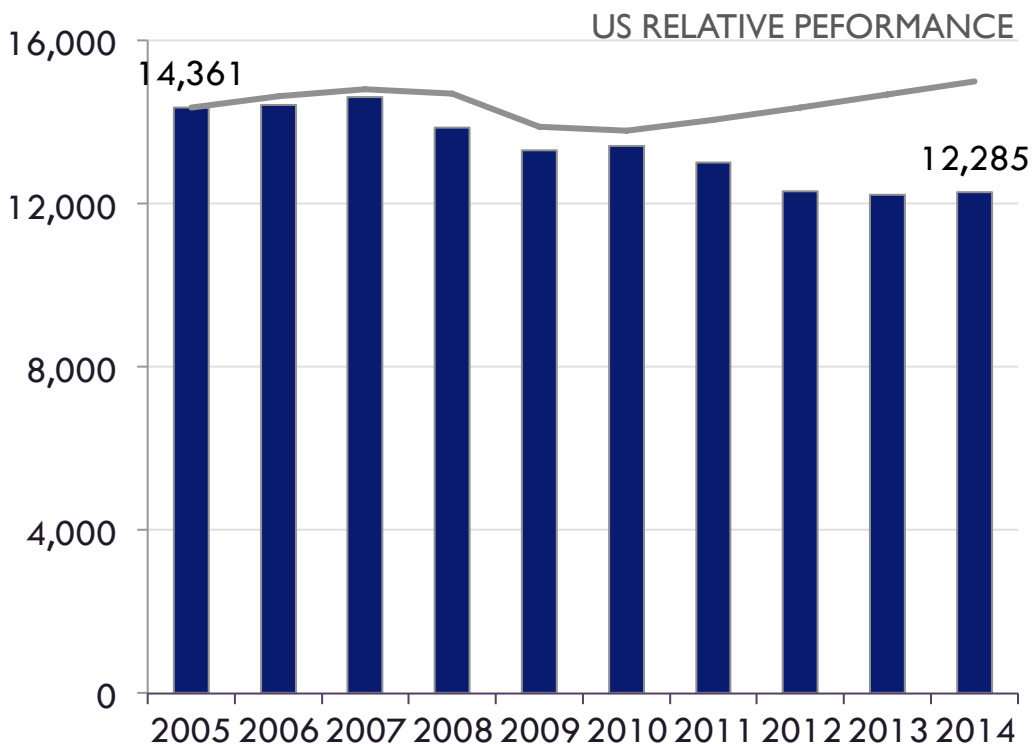
## WHY IS THIS IMPORTANT?

Putnam County lost a significant share of jobs during the recession and has not yet recovered. While most of Florida and the US has seen steady job growth since 2010, Putnam County continued to lose jobs in 2010 and 2011, only stabilizing from 2012 to 2014.

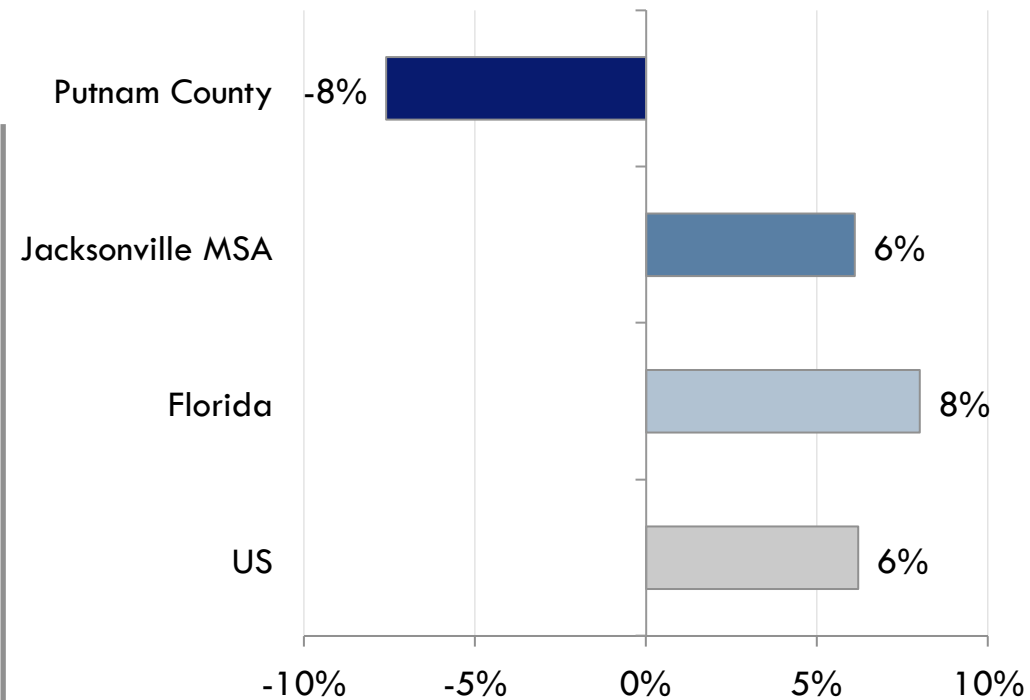
Putnam County lost 8% of total jobs from 2009 to 2014, while jobs grew 8% in Florida and 6% nationally.

Employment growth is a primary indicator of a community's overall economic health. Strong job creation relative to benchmark communities can indicate a more competitive business climate and the presence of supportive resources.

PUTNAM COUNTY PRIVATE SECTOR EMPLOYMENT GROWTH



TOTAL EMPLOYMENT GROWTH 2009 – 2014



# Unemployment Rate

## WHY IS THIS IMPORTANT?

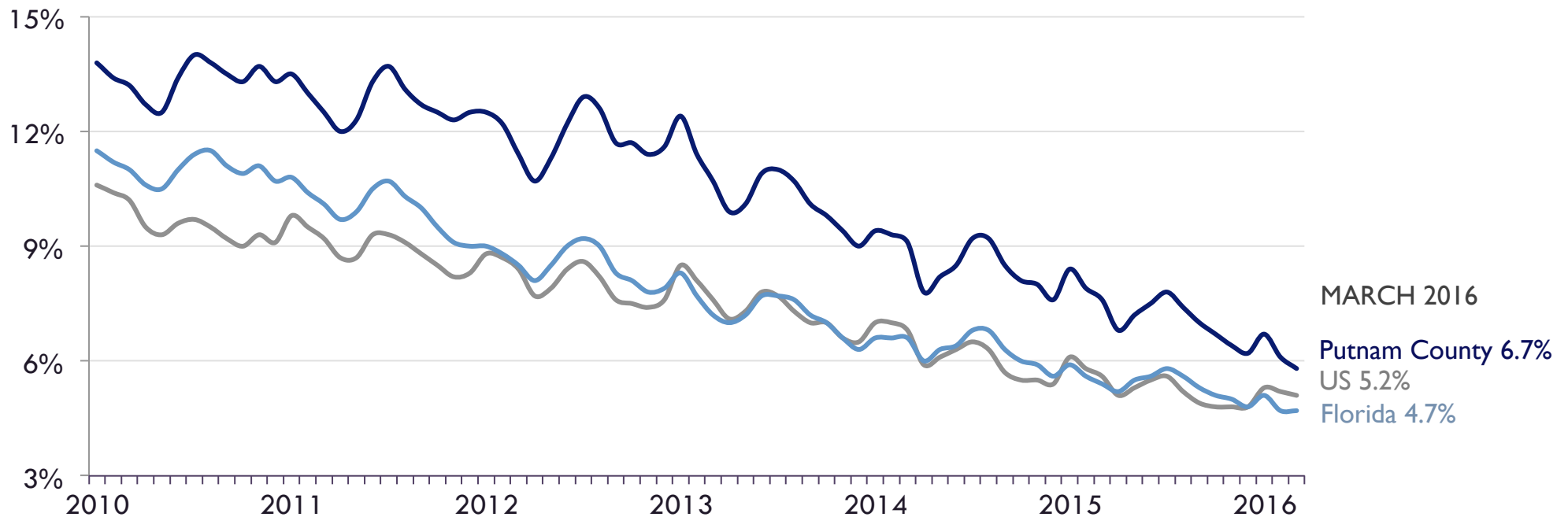
Slow job growth combined with population declines has contributed to a lower unemployment rate in Putnam County in recent years – although it still remains higher than the state and national averages.

The unemployment rate in Putnam County fell by nearly half over the past six years – from 13.2% in March 2010 to 6.7% in March 2016. This recent low still remains above the US rate of 5.2% and Florida rate of 4.7%.

Low unemployment means that the residents of a community are finding opportunities to work but also can reveal potential workforce shortages in conjunction with other factors. Higher unemployment may also indicate that a larger portion of residents are actively seeking jobs.

## MONTHLY UNEMPLOYMENT RATE

— US — Florida — Putnam County



MARCH 2016

Putnam County 6.7%

US 5.2%

Florida 4.7%





# Commuting Patterns

## WHY IS THIS IMPORTANT?

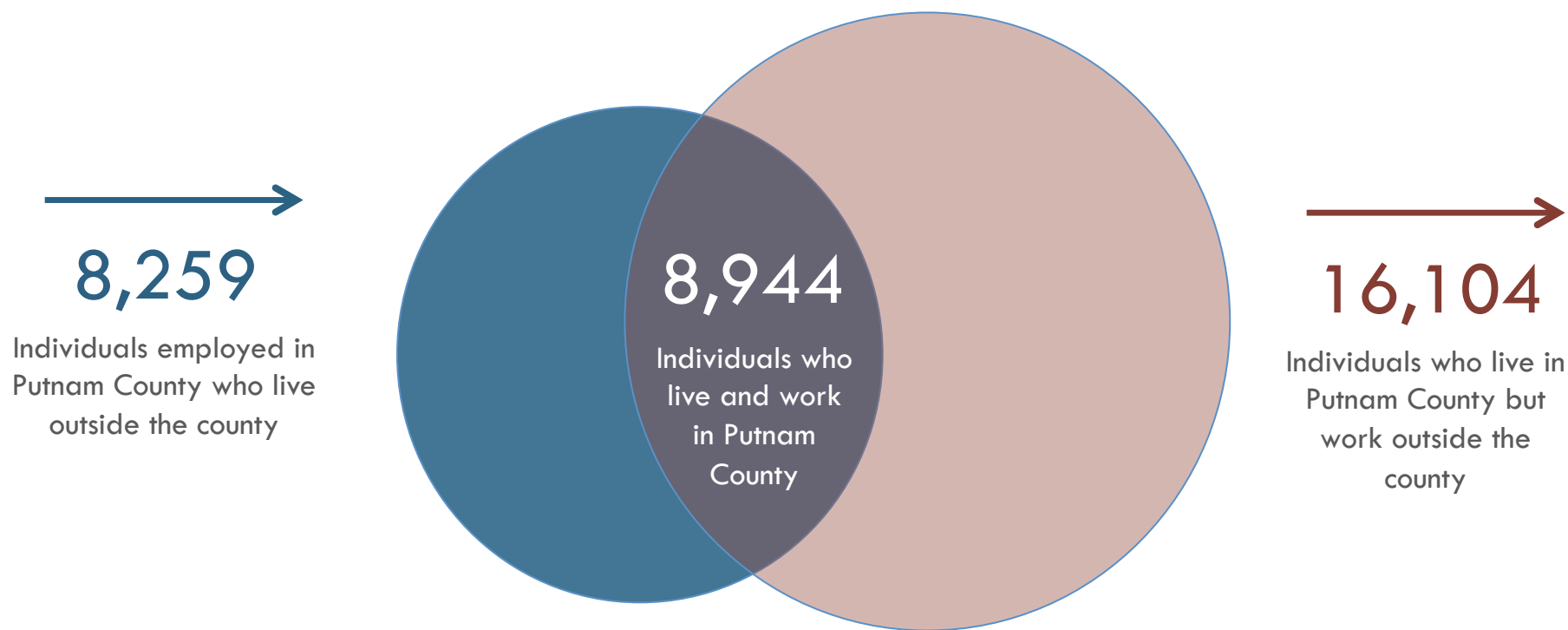
Putnam County is deeply integrated into the broader regional economy.

Nearly half of all the jobs in Putnam County are filled by individuals who live outside the county. Contrastingly, nearly as many residents of Putnam County work outside the county as there are total jobs locally.

Putnam County's commute patterns have a net outflow of residents – 7,850 more residents leave the county to work than enter.

Commuting patterns play several important roles in a region's economy. Regions that can draw from the available talents and skill sets present outside of their communities can significantly increase their available workforce.

## PUTNAM COUNTY COMMUTING PATTERNS 2014



# Commuting Patterns

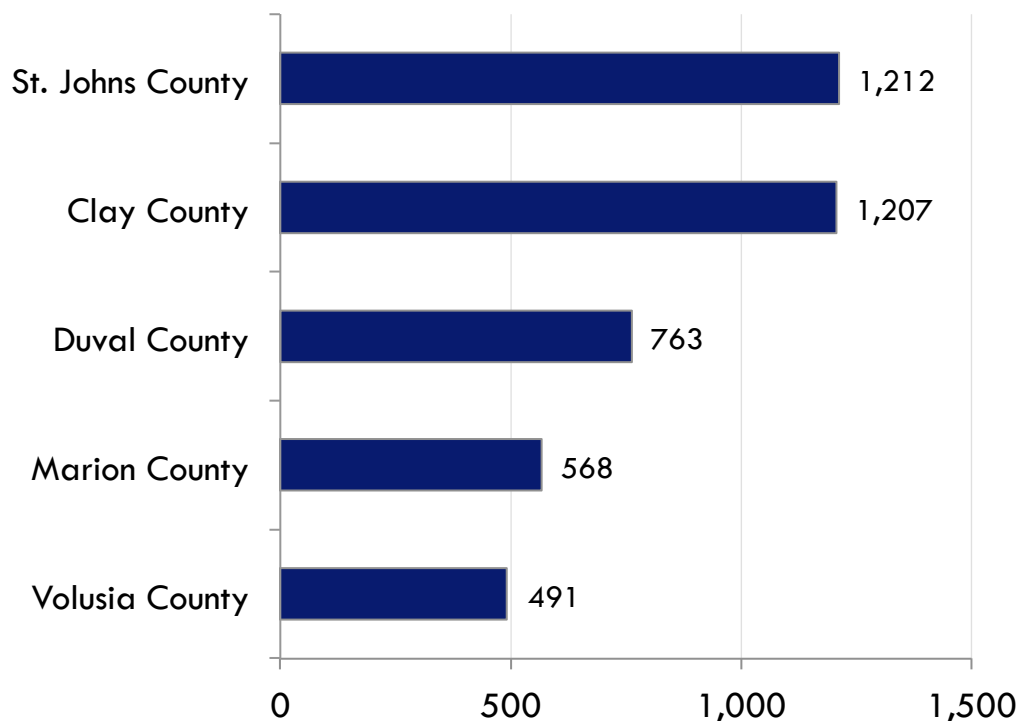
## WHY IS THIS IMPORTANT?

The majority of Putnam County workers that live outside the county live in St. John's (1,210), Clay (1,210), Duval (763), Marion (568), and Volusia (491) counties.

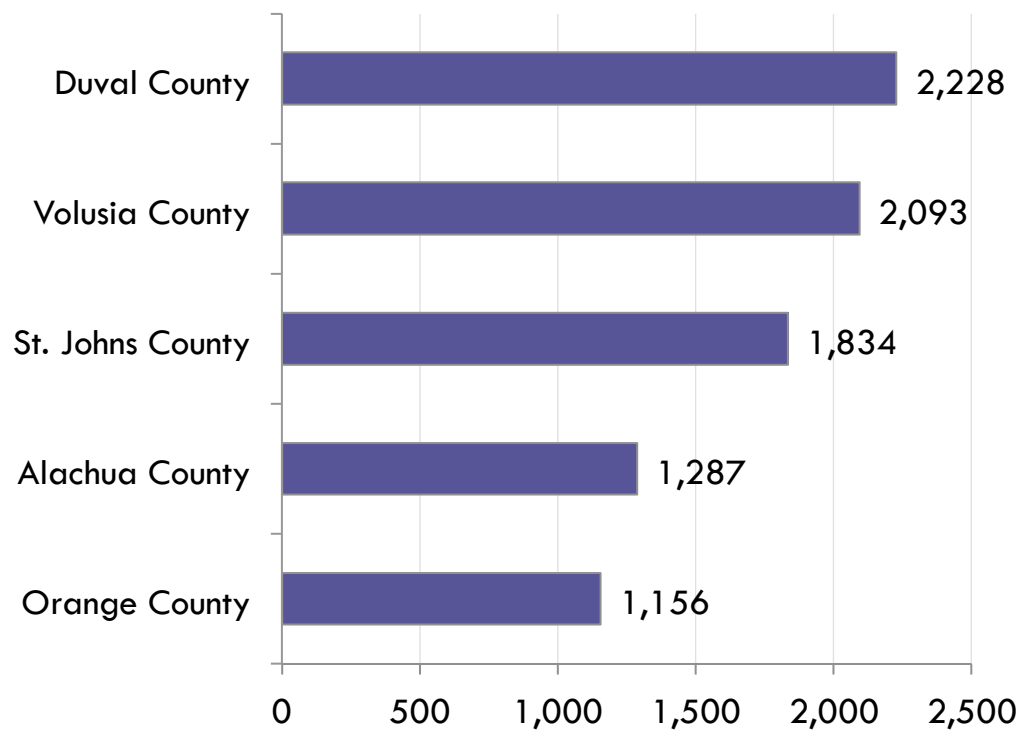
The majority of residents that work outside the county commute to Duval (2,230), Volusia (2,100), St. John's (1,830), Alachua (1,290), and Orange (1,160) counties.

Commuting patterns play several important roles in a region's economy. Regions that can draw from the available talents and skill sets present outside of their communities can significantly increase their available workforce.

TOP SOURCES OF IN-COMMUTING WORKERS  
2014



TOP DESTINATIONS OF OUT-COMMUTING RESIDENTS  
2014



# Commuting Patterns

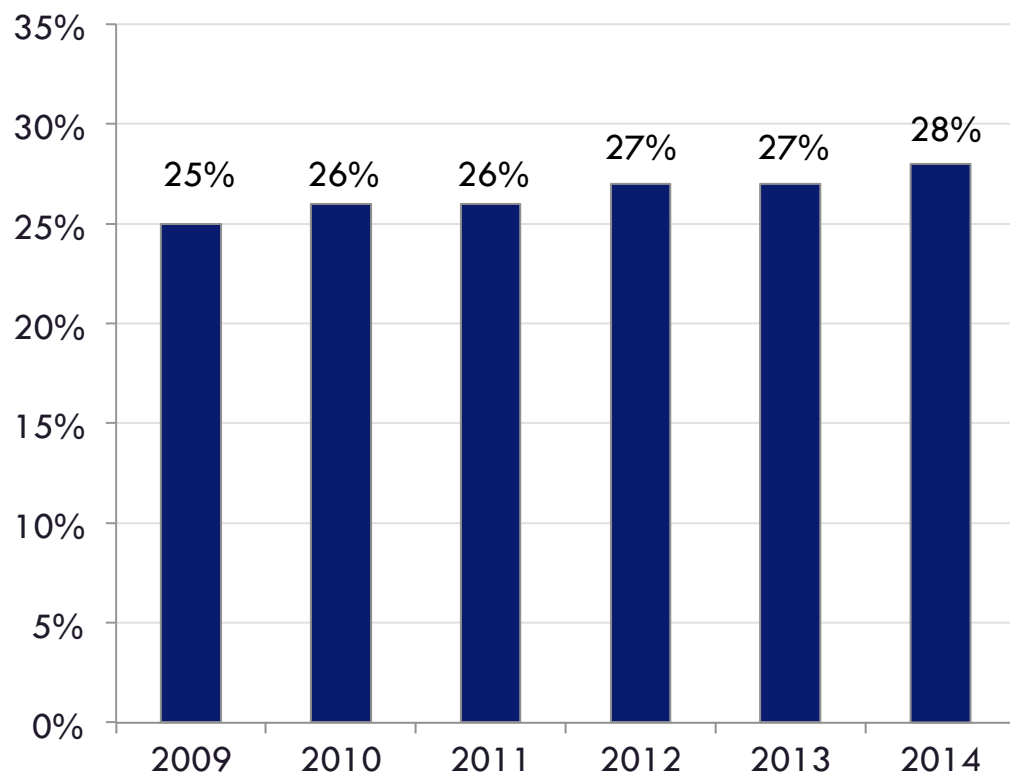
## WHY IS THIS IMPORTANT?

The share of Putnam County residents earning more than \$40,000 a year increased from 25% in 2009 to 28% in 2014. This includes residents working in Putnam County and commuting to jobs outside the county.

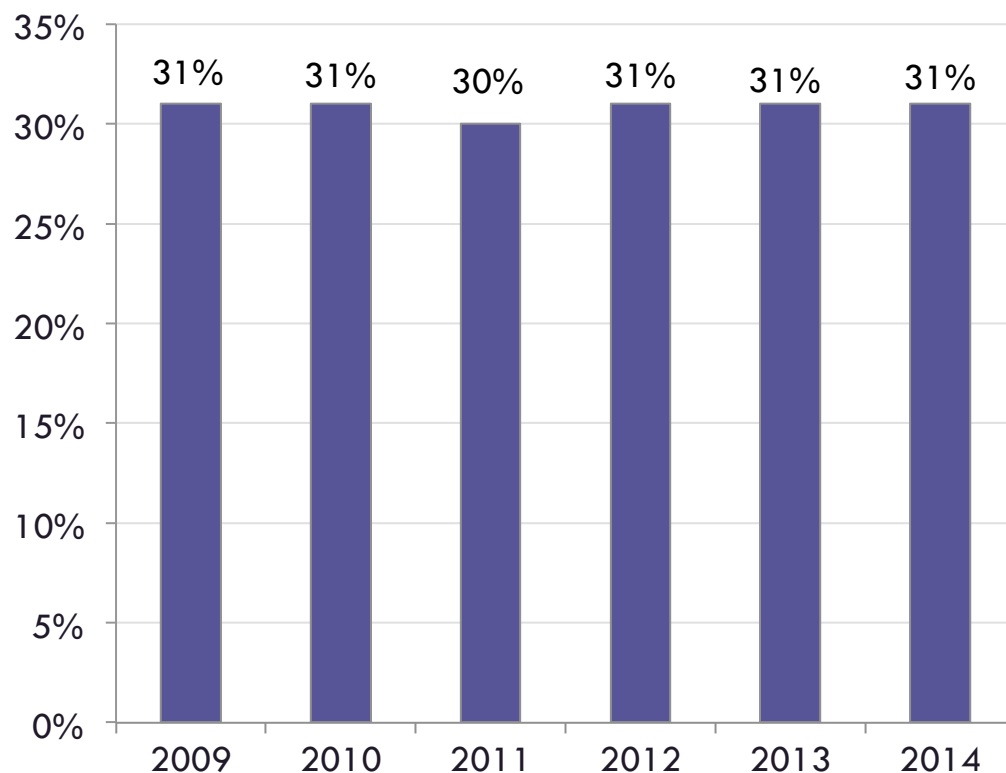
The share of workers in Putnam County (including residents and those living outside) earning over \$40,000 a year remained flat at 31% over this time period. This indicates that a slightly greater share of higher income earners live outside Putnam County and that residents may be finding higher paying job opportunities outside the county.

Commuting patterns play several important roles in a region's economy. Regions that can draw from the available talents and skill sets present outside of their communities can significantly increase their available workforce.

SHARE OF RESIDENTS EARNING MORE THAN \$40,000,  
2009 – 2014



SHARE OF WORKERS EARNING MORE THAN \$40,000,  
2009 – 2014



# Industry Diversity

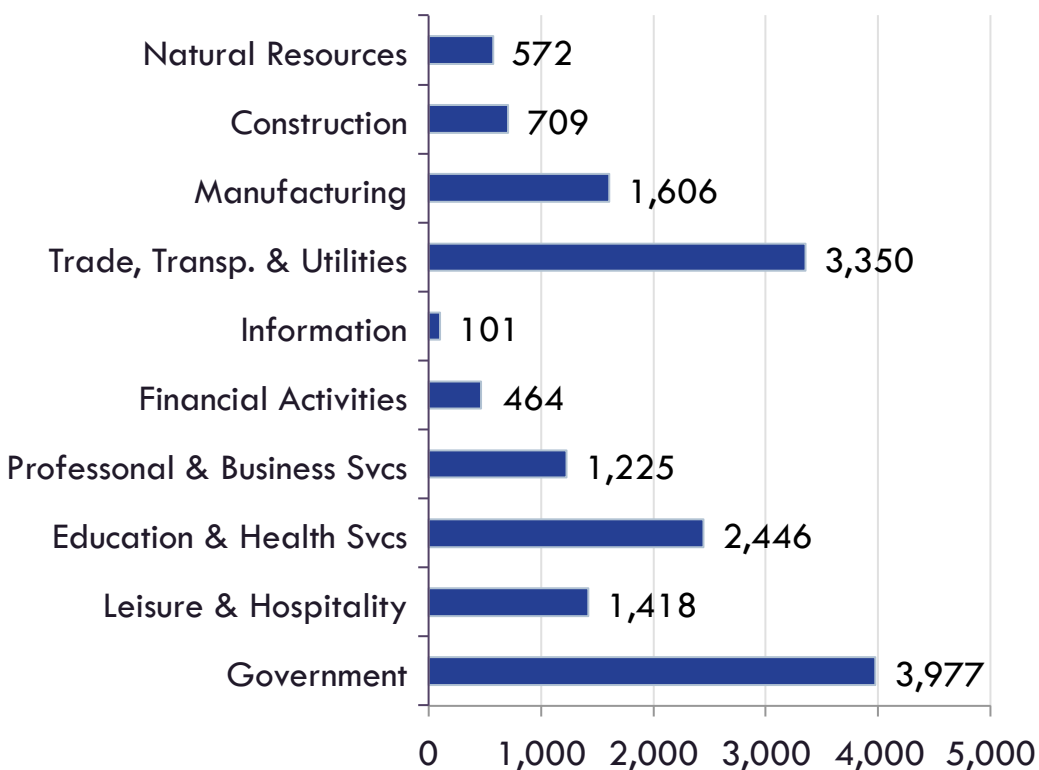
## WHY IS THIS IMPORTANT?

Government is the largest employer in Putnam County – employing nearly 4,000 individuals and accounting for 25% of all local jobs. The next largest local industry sectors are Trade, Transportation, & Utilities (3,350 jobs), Education & Health Services (2,450), and Manufacturing (1,610).

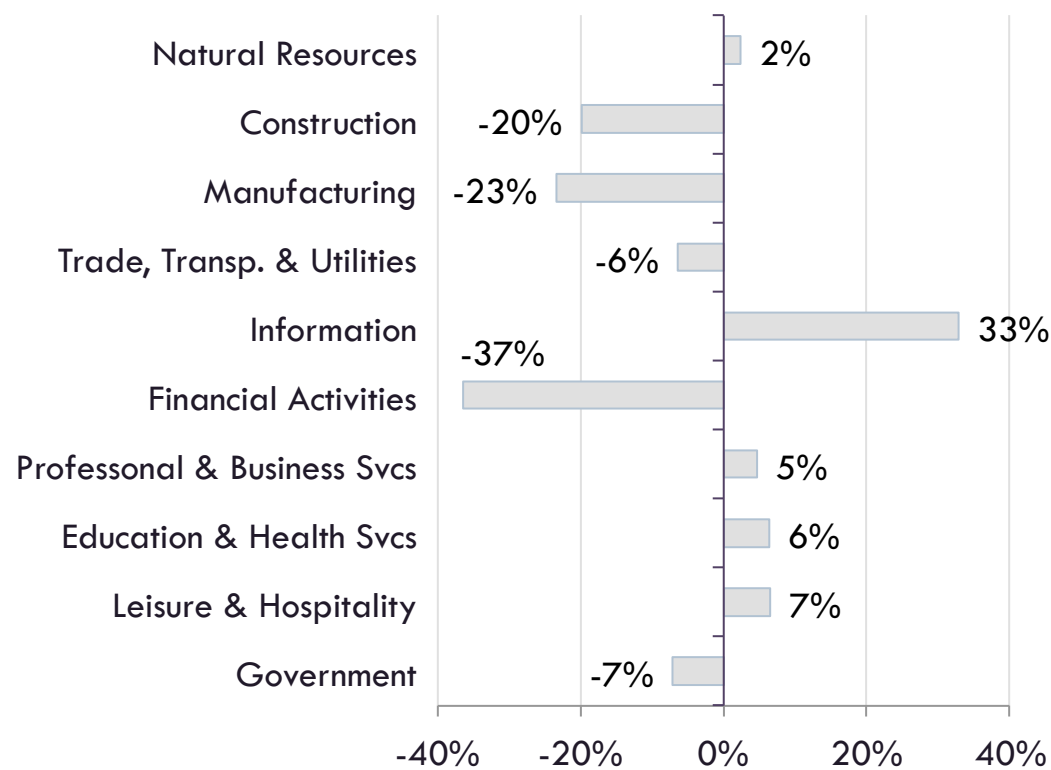
Half of local industry sectors lost jobs from 2009 to 2014. The industry sectors that grew were Information (33% growth), Leisure & Hospitality (7%), Education & Health Services (6%), Professional & Business Services (5%), and Natural Resources (2%).

Resilient economies employ residents in a diverse mix of industries. A diverse industry base allows communities to better weather economic downturns that affect one industry more than others. A diverse economy also provides a jobs with different educational and experience requirements that help sustain all residents.

EMPLOYMENT BY INDUSTRY – PUTNAM COUNTY  
2014



GROWTH BY INDUSTRY – PUTNAM COUNTY  
2009 – 2014



SOURCE: BUREAU OF LABOR STATISTICS / AVALANCHE CONSULTING  
155



# Industry Salaries

## WHY IS THIS IMPORTANT?

The average salary for all industries in Putnam County was \$32,400 in 2014 – 63% of the US average salary of \$51,300.

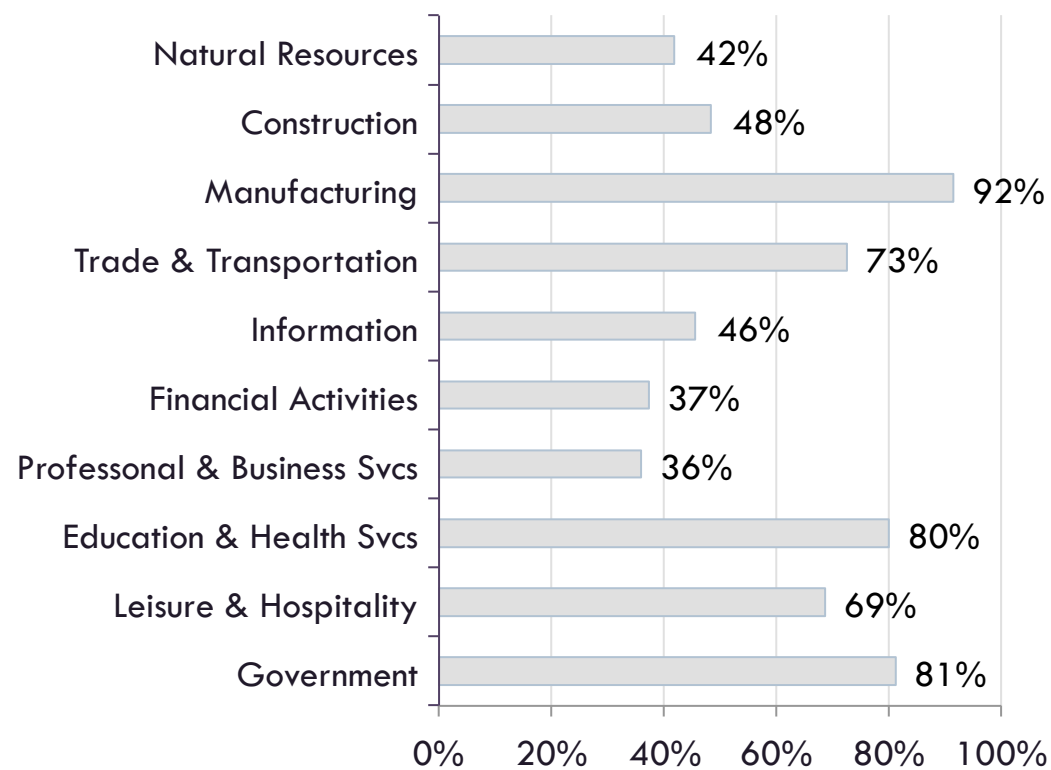
Manufacturing pays the highest salaries in Putnam County – an average of \$57,700, 92% of the US Manufacturing average. The industries with the next highest relative to US averages are Government (\$42,000, 81%), Education & Health Services (\$36,800, 80%), and Trade, Transportation, & Utilities (\$31,200, 73%).

Examining salaries by industry helps reveal which local industries are more competitive for workers or where workers show higher productivity. Above-average salaries may also indicate high demand for those workers in a community. The presence of high-salary industries is also a sign of positive wealth creation in a community.

AVERAGE SALARY BY INDUSTRY – PUTNAM COUNTY  
2014



SHARE OF US SALARIES – PUTNAM COUNTY  
2014



SOURCE: BUREAU OF LABOR STATISTICS / AVALANCHE CONSULTING  
156



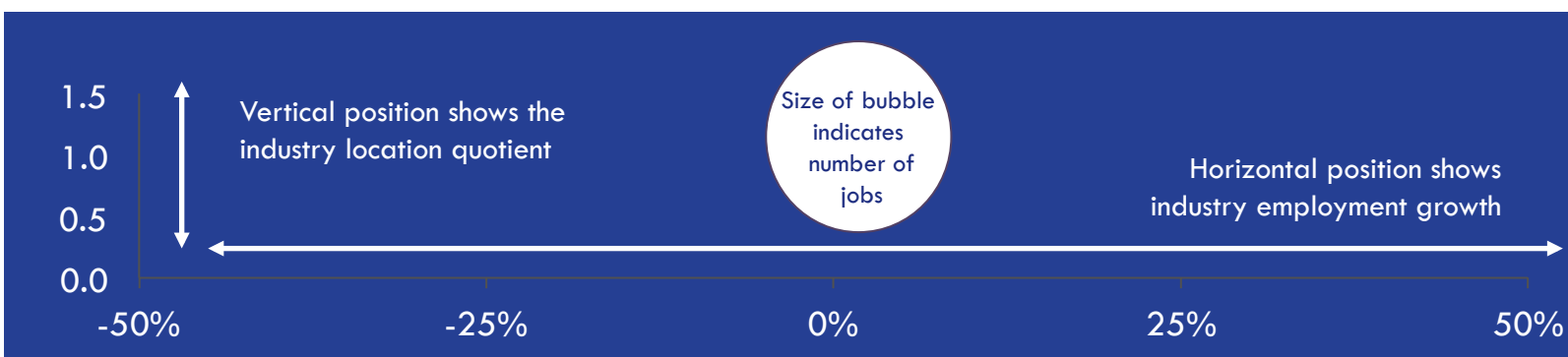
# Location Quotient Cluster Analysis

## WHY IS THIS IMPORTANT?

The bubble chart on the following page shows LQ by industry on the vertical axis. The horizontal axis shows growth rates for the industry. The size of the bubble indicates the employment base of the sector.

The chart is divided into four quadrants. Sectors in the top right quadrant are growing, concentrated, and highly competitive. Bottom right sectors, while growing have below-average concentrations, and are emerging industries for the region.

Location Quotients (LQ) calculate the relative employment concentration of industries in a community compared to the US average. An LQ of 1.0 indicates parity with the US average. An LQ higher than 1.0 is more concentrated than the US average while an LQ lower than 1 indicates an industry is less concentrated than the US average.



HIGH CONCENTRATION

### TOP LEFT (STRONG & DECLINING)

Contains clusters that are concentrated in the region but are declining (negative employment growth). These clusters typically fall into the lower quadrant as job losses eventually produce a decline in concentration

### TOP RIGHT (STRONG & ADVANCING)

Contains clusters that are more concentrated in the region and are growing. These clusters are strengths that help a community stand out from the competition. Small, high growth clusters can be expected to become increasingly dominant over time.

### BOTTOM LEFT (WEAK & DECLINING)

Contains clusters that are under-represented in the region (low concentration) and are also losing jobs. Clusters in this quadrant may indicate a gap in the workforce pipeline if local industries anticipate a future need. In general, clusters in this quadrant lack competitiveness.

### BOTTOM RIGHT (WEAK & ADVANCING)

Contains clusters that are under-represented in the region but are growing (often quickly). If growth trends continue, these cluster will eventually move into the top-right quadrant. Cluster in this quadrant are considered "emerging" strengths for the region.

NEGATIVE  
GROWTH

POSITIVE  
GROWTH



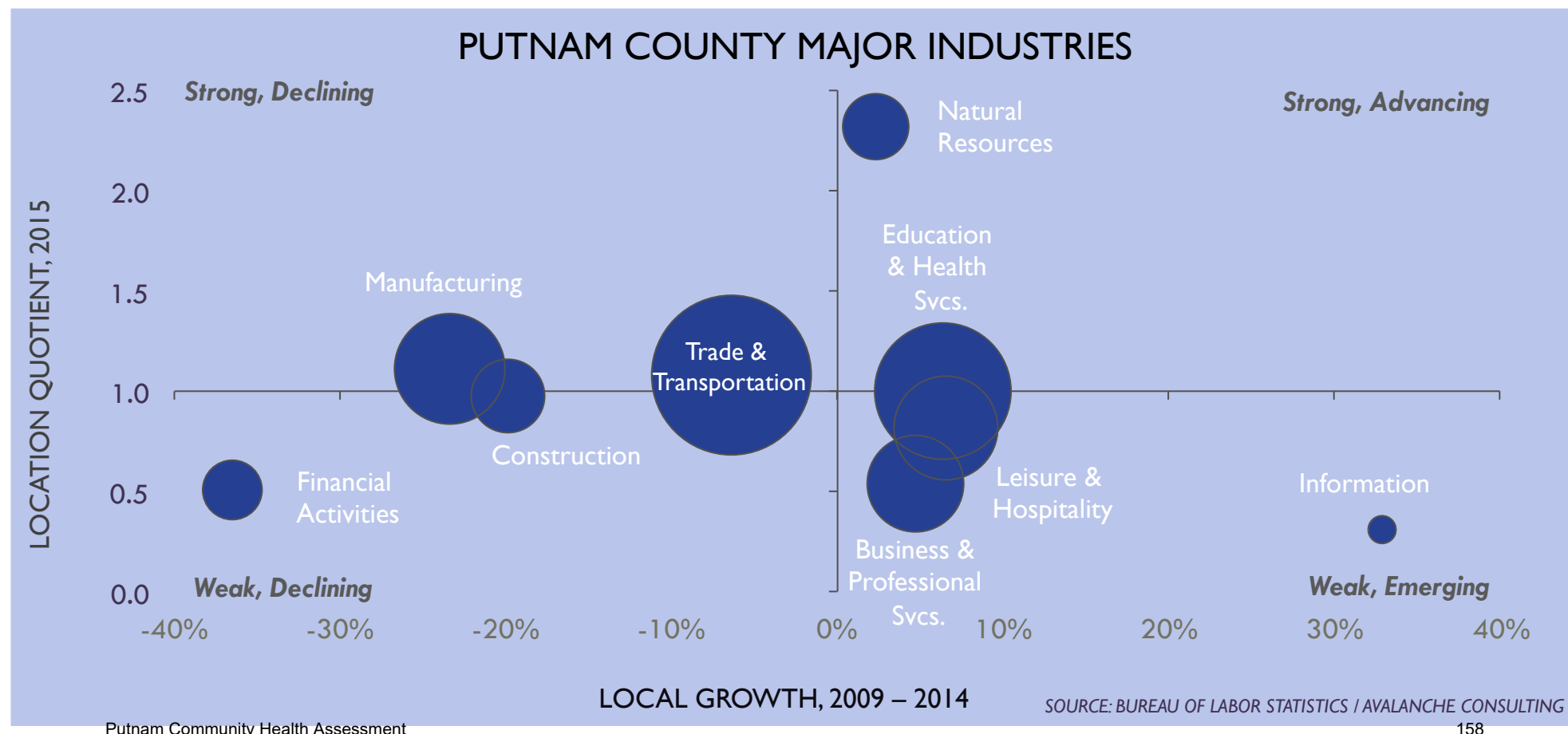
# Location Quotient Cluster Analysis

## WHY IS THIS IMPORTANT?

Natural Resources, which includes agriculture and mining, is the most concentrated industry in Putnam County, with an LQ of 2.3 which means it is more than twice as concentrated locally as the national average.

Only two other sectors are more concentrated than the US average – Manufacturing (1.1 LQ) and Trade, Transportation, & Utilities (1.1 LQ). Construction and Education & Health Services have equal employment concentration (1.0 LQ).

Location Quotients (LQ) calculate the relative employment concentration of industries in a community compared to the US average. An LQ of 1.0 indicates parity with the US average. An LQ higher than 1.0 is more concentrated than the US average while an LQ lower than 1 indicates an industry is less concentrated than the US average.



# Exports

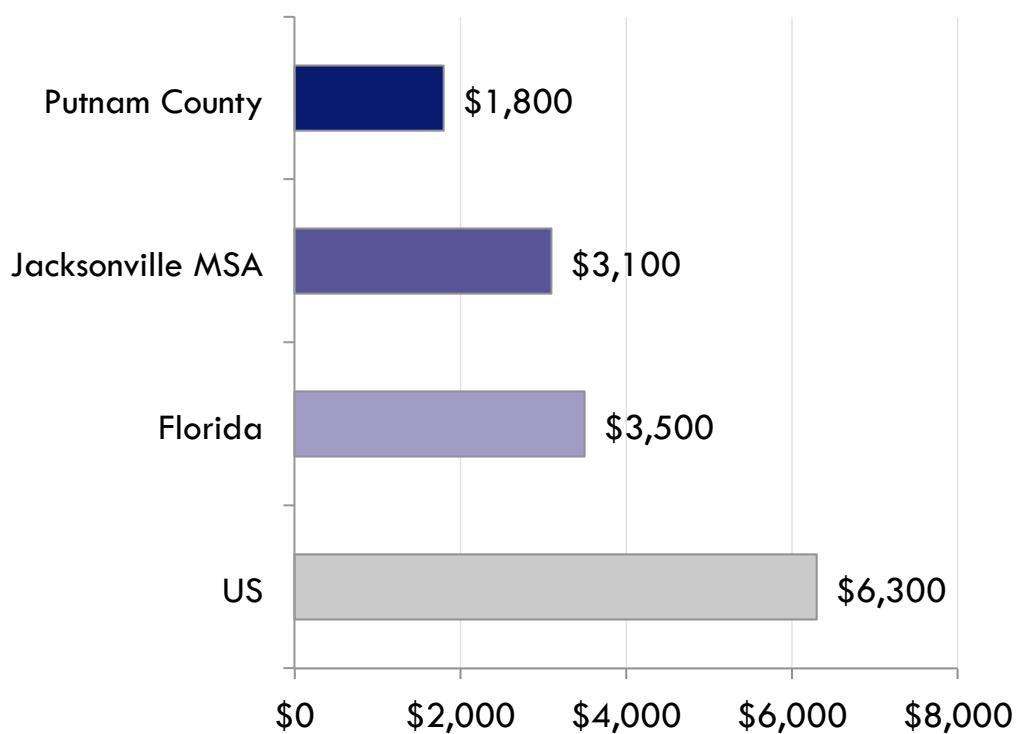
## WHY IS THIS IMPORTANT?

Exports are growing in Putnam County but more slowly than the national average and they comprise a smaller share of the economy. Putnam County exports \$1,800 of goods and services per residents compared to \$6,300 nationally and \$3,500 in Florida. Total export value grew only 22% from 2009 to 2014 in Putnam County compared to 47% nationally and 36% in Florida.

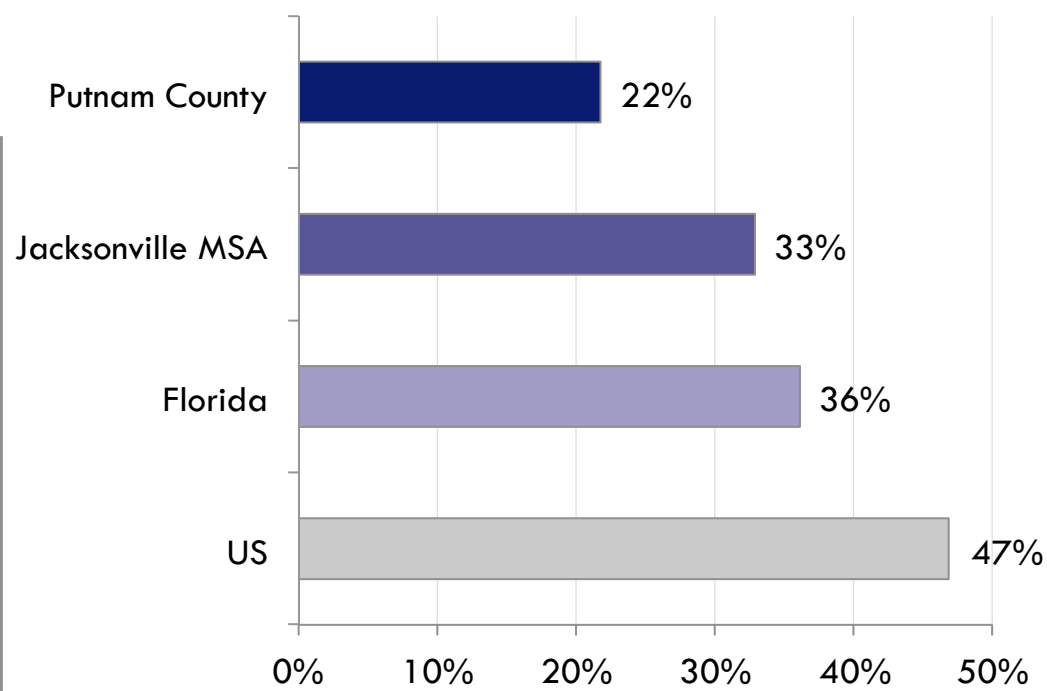
Putnam County's top exports are Paper, Agriculture, Computer & Electronic Products, Chemicals, Freight & Heavy Industry, and Electric Equipment & Appliances.

Exports reflect a region's competitive position. Exports draw outside dollars back into the community, increasing wealth and spurring secondary impacts across the community. If products and services are exported, they usually represent areas of specialization in the community and value-added work being done.

### EXPORTS PER CAPITA, 2014



### EXPORT GROWTH, 2009 – 2014





# Gross Regional Product

## WHY IS THIS IMPORTANT?

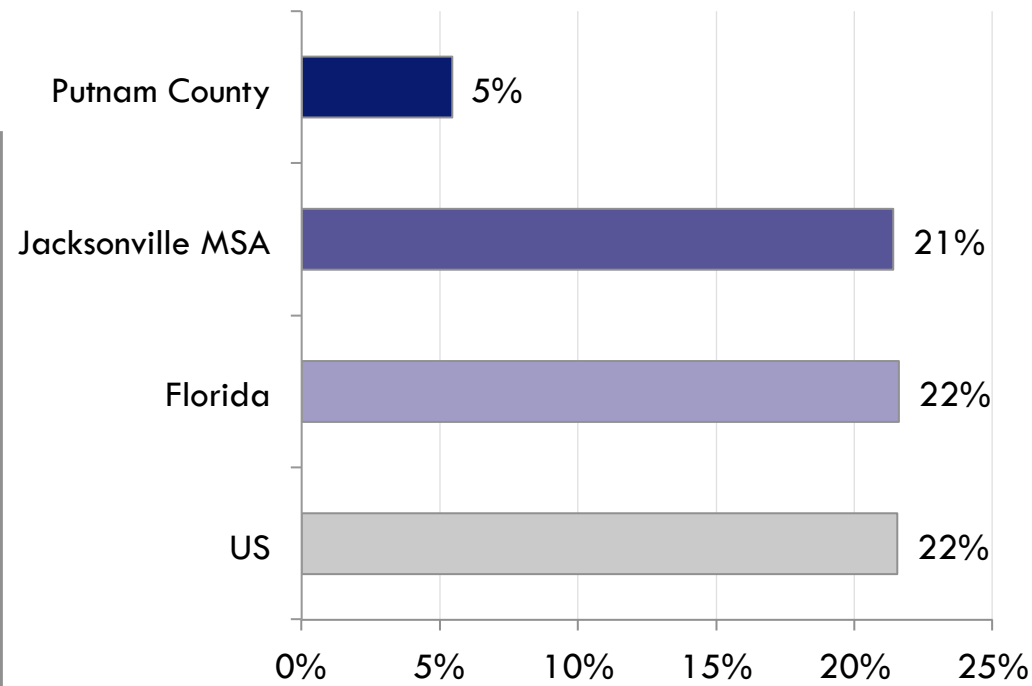
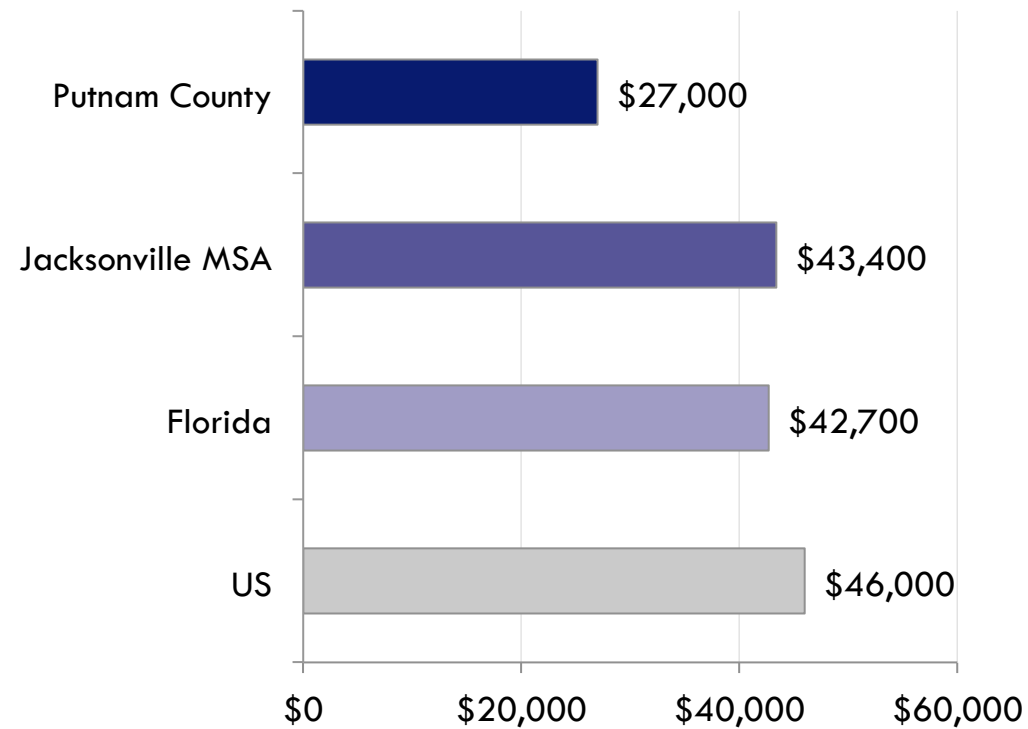
At \$27,000 per capita, Putnam County has a lower Gross Regional Product (GRP) than Florida and the US.

GRP grew only 5% in Putnam County from 2009 to 2014 compared to 22% growth in Florida and the US. Slow growth in GRP is partly due to a combination of population declines and job losses in Putnam County.

Gross Regional Product is a measure of the overall economic growth and productivity in a region. When GRP growth outpaces job growth, it shows that local workers and industries are becoming more competitive.

### GROSS REGIONAL PRODUCT PER CAPITA, 2014

### GROSS REGIONAL PRODUCT, 2009 – 2014



# Entrepreneurial Activity

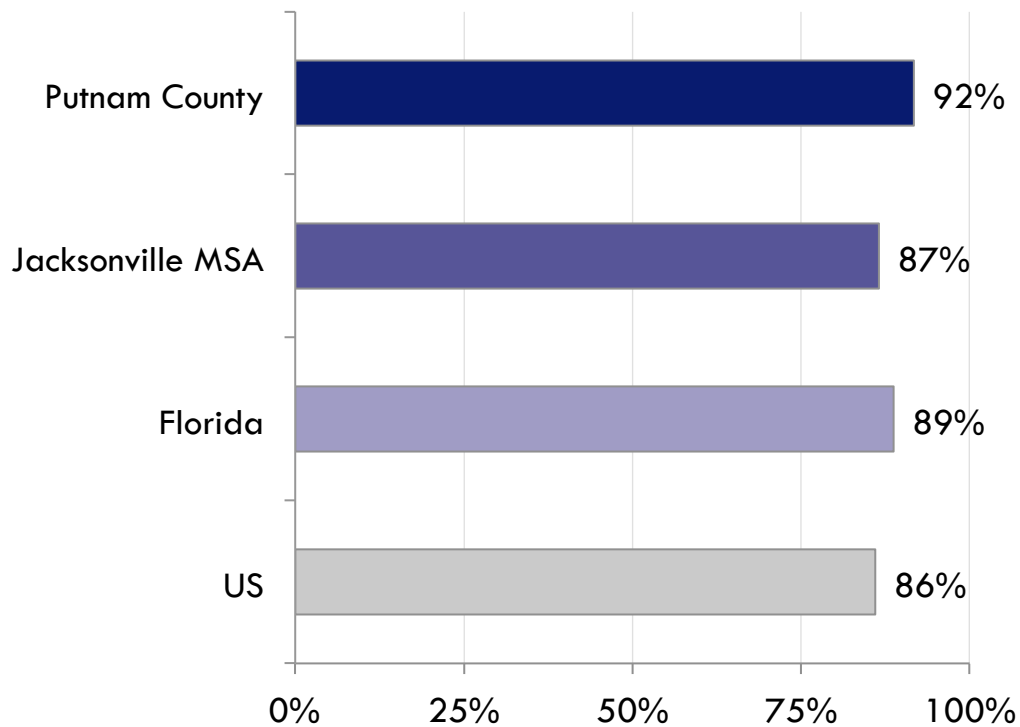
## WHY IS THIS IMPORTANT?

Putnam County has a higher share of small businesses (those with twenty or fewer employees) than state and national averages. 92% of businesses in Putnam County have twenty or fewer employees – compared to 86% nationally and 89% in Florida.

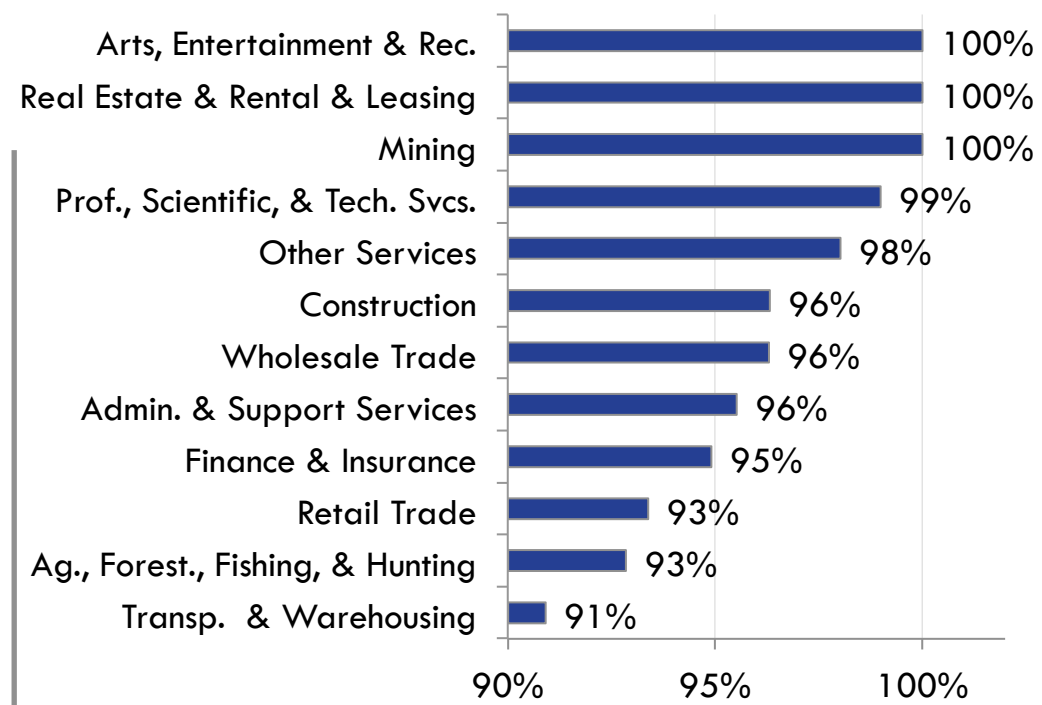
Putnam County has a higher share of small businesses in many business sectors with strong potential as targets for economic gardening activities. These sectors include: Arts, Entertainment, & Recreation; Professional, Scientific, & Technical Services; Administrative & Support Services; Agriculture; and Transportation & Warehousing.

Businesses that have fewer than twenty employees are the heart of the national economy. While few create big job gains all at once and many often fail, positive growth of small businesses reflects a thriving economy and the presence of an ecosystem that encourages entrepreneurship.

SHARE OF SMALL BUSINESSES, 2013  
(COMPANIES WITH < 20 EMPLOYEES AS % OF TOTAL)

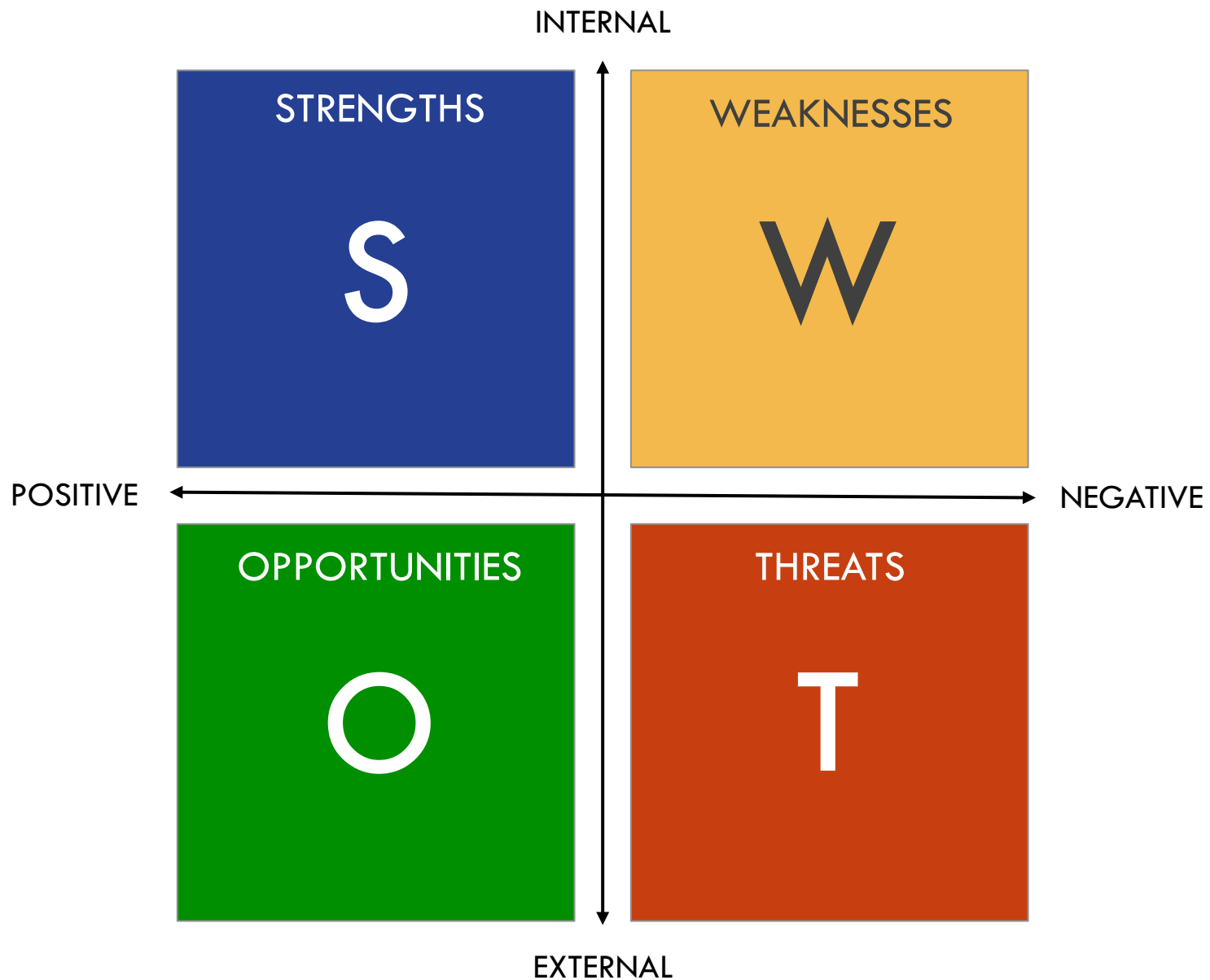


SHARE OF SMALL BUSINESSES BY SECTOR  
2013



# SWOT ASSESSMENT





The SWOT Assessment presents a summary of Putnam County’s strengths, challenges, opportunities, and threats. The SWOT incorporates findings from quantitative information detailed in the Competitive Assessment, input from stakeholders, and the consulting team’s national perspective and expertise.



# EDUCATION & WORKFORCE

## STRENGTHS

- First Coast Technical College is successfully implementing training programs in collaboration with local businesses.
- St. John's River State College is an asset for 2- and 4-year degrees in the county.
- In addition to local residents, Putnam County draws nearly half its workers from the broader region – indicating that employers can draw from a larger and more diverse workforce than seen only in the county.

## WEAKNESSES

- Putnam County has low levels of educational attainment and workforce participation rates.
- The internal and external perception of PK12 public schools in Putnam County is poor.
- Putnam County's population is both aging and declining, which presents challenges for businesses seeking a young and stable workforce.

## OPPORTUNITIES

- Educational programs at First Coast Technical College can be further expanded and aligned to meet talent needs.
- There is an opportunity to expose middle and high school students to more local training programs and career opportunities.
- Local students could participate more in regional programs, such as Earn Up.

## THREATS

- Continuing poor performing schools will cause businesses and families with the means to seek better education for their children to leave the county.



# INFRASTRUCTURE

## STRENGTHS

- Power and gas are affordable and available in Putnam County.
- CSX provides rail infrastructure for industrial businesses in Putnam County.
- The Business Park has available land and spec buildings.
- The Palatka Municipal Airport serves businesses and tourists, and the Kay Larkin Airport Industrial Park has available space for small industrial businesses.
- Putnam County has strong boating infrastructure and trail networks.

## WEAKNESSES

- There is a lack of fully developed and updated industrial sites.
- Water and sewer connectivity is highly limited in the Western parts of the county.
- No direct interstate access makes Putnam County less competitive for greenfield development.
- Housing is relatively unaffordable for residents of Putnam County, and there is very little new housing available for rent or purchase.

## OPPORTUNITIES

- There is an opportunity to further utilize the Barge Port for ship construction if Shands Bridge is replaced. This will require cooperative discussion with regional partners.
- Completion of the FDOT 4-lane extension will allow for improved distribution access to the county.
- Improved parking and access to the river would further increase utilization by residents and visitors.

## THREATS

- Lack of housing stock, particularly rental units, leads many skilled workers to live outside of the county. Availability of affordable rental units is particularly important for younger workers and professionals.



# BUSINESS CLIMATE & ENTREPRENEURSHIP

## STRENGTHS

- Stakeholders cited having a positive experience working with the Chamber, SBDC, and Main Street Program.
- The State of Florida has no income tax and provides strong tax incentives for manufacturing.
- The number of small businesses is more concentrated and in Putnam County than state and national averages – indicating a strong entrepreneurial spirit and availability of supportive resources.

## WEAKNESSES

- Stakeholders cited difficulty working with City of Palatka's permitting department, but there are signs that this is improving.

## OPPORTUNITIES

- There is opportunity to grow and further connect local businesses with additional resources, such as funding sources and advising for small businesses.
- Empty buildings in downtown Palatka could be developed into incubator spaces for small businesses at relatively low cost.
- There is opportunity to leverage regional economic development and tourism resources, such as JAXUSA Partnership and VISIT FLORIDA, to promote awareness of local opportunities.

## THREATS

- Local companies have threatened to relocate if tax incentives or abatements were not provided.
- The decrease in funding to Enterprise Florida could limit the number prospects coming to Putnam County from the state.
- Limited internal and external awareness of business opportunities in Putnam County could continue to prevent investment.



# QUALITY OF PLACE & TOURISM

## STRENGTHS

- Putnam County has tremendous natural resources and outdoor recreation opportunities, including St. John's River, Ravine Gardens State Park, Rodman Lake, various trails, and some vineyards.
- There are numerous events and festivals in Putnam County, including many bass tournaments, regattas, and other water-related events.
- Stakeholders cited that they enjoy the small town living while still having access to a large metro.
- The county has a rich cultural history, from archeological sites to the David Browning Railroad Museum.
- Putnam County has many health care facilities.

## WEAKNESSES

- There is a lack of awareness, both internally and externally, of the natural resources and outdoor recreation opportunities present in Putnam County.
- Local organizations lack of funding to promote Putnam County's quality of place and tourism offerings.
- There is a perception that Putnam County has high crime, but statistics show that violent and property crime rates are well below Jacksonville Metro, state, and national averages.
- The county does not have enough and up-to-date sports facilities to serve local children or support attracting sports tournaments.

## OPPORTUNITIES

- Increased marketing of recreational and lifestyle assets in Putnam County could increase awareness among potential visitors and residents.
- Outdoor recreation assets would benefit from increased investment in their product, access, and parking.

## THREATS

- Internal and external perceptions are some of the greatest threats facing Putnam County.
- A perception that Putnam County has high crime rates could deter businesses and individuals from locating in the county.
- A lack of awareness of the many recreational opportunities will lead to underutilization by residents and limit visitors.





# ASSET MAPPING SUMMARY



# ASSET MAPPING SUMMARY

DEO was joined by community representatives to tour and document Putnam County's assets. The team evaluated each asset to identify opportunities for enhancement or improvement. Assets that were visited include:

## WORKFORCE & EDUCATION

- First Coast Technical College
- St. John's River State College
- Florida School of the Arts
- Children's Reading Center Charter School

## INFRASTRUCTURE

- Kay Larkin Airport Industrial Park
- David Browning Railroad Museum & Train Station
- Business Park
- Palatka Municipal Airport
- Barge Port
- Utilities - East Palatka
- CSX

## TOURISM

- Trail System for Putnam County
- St. John's River Center and River
- Ravine Gardens State Park
- Rodman Lake
- Tangled Oaks Vineyard
- Palatka Historic District
- Crescent City Historic District
- Mount Royal Airpark / Community & Archeological Site

## ORGANIZATIONAL RESOURCES

- SBDC / TDC / Chamber of Commerce
- JAXUSA Partnership

## SOCIAL & HEALTH CARE RESOURCES

- New Putnam Jail
- Vintage Health Care
- Putnam County Medical Center
- Cancer Center of Putnam County

## EMPLOYERS

- Seminole Electric Cooperative
- Georgia Pacific
- Forest Groves Fernery



# VISION & GOALS



# VISION STATEMENT

An economic development vision provides a foundation to inspire and guide specific goals, activities, and strategic investments in a community. The community's vision statement should be founded on the history and existing culture of the community while also providing an aspirational view of the future.

Through conversations with local stakeholders, focus groups, and continued community engagement, the following vision statement evolved for Putnam County:

## **Putnam County – Vision 2021**

**Putnam County is the rural heart of North Florida – combining a high quality of life, abundant natural resources, and opportunities for businesses and residents to thrive.**

The following section identifies specific goals and objectives to help Putnam County leadership and partner organizations move forward towards this vision in upcoming years.



# GOALS & OBJECTIVES

## 1. TALENT

**GOAL: Putnam County provides strong education opportunities to all residents and boasts a workforce pipeline aligned with local business needs.**

- Educational and training programs are aligned with local business needs.
- Putnam County provides education opportunities for students and adult learners.

## 2. INFRASTRUCTURE

**GOAL: Putnam County has infrastructure that supports existing businesses and creates opportunities for new industry development.**

- Putnam County invests in priority infrastructure needs.

## 3. BUSINESS CLIMATE & ENTREPRENEURSHIP

**GOAL: Putnam County provides the resources and supportive environment to help local businesses and startup companies grow.**

- Putnam County's has a business-friendly regulatory environment that protects community interests without overly restricting businesses.
- Putnam County directly invests in programs and resources that support small business development.

## 4. MARKETING & COMMUNICATIONS

**GOAL: Putnam County is nationally recognized as a premier location to live, work, and visit.**

- Residents take pride in Putnam County and celebrate the community.
- The Putnam County Chamber has appropriate funding and a robust marketing toolkit that clearly communicates county and regional assets and opportunities.



# 1. TALENT

Putnam County provides strong education opportunities to all residents and boasts a workforce pipeline aligned with local business needs.

## Top Priorities

- Connecting local youth with well-paying job opportunities through education
- Supporting continued education for adult learners and engaging unemployed and underemployed residents
- Investing in quality of life assets to attract and retain skilled workers

**Objective 1.1: Educational and training programs are aligned with local business needs.**

**Strategy 1.1.1: Involve local employers in developing training programs from K12 to higher education.**

- Continue to engage local employers to develop curriculum at First Coast Technical College that matches skill needs. Identify opportunities to share resources, such as equipment and instructors.
- Consider creating a Putnam County Talent Task Force made of up local employers, K12 representatives, First Coast Technical College, and St. John's River State College. This group could meet quarterly to discuss workforce needs and development new training and education programs to address gaps.

**Strategy 1.1.2: Educate residents about local career opportunities, such as those in technical trades.**

- Encourage First Coast Technical College to expand the Career Connector events to both middle school and high school students. Engage local employers to attend the showcases to educate students about their industry and share job openings.
- Create informational materials about various career pathways, including job descriptions, average salaries, education needed, and available jobs in Putnam County. Share these materials with career counselors, teachers, and students.
- Consider developing internship or apprenticeship opportunities for high school students to earn credit and gain job experience before graduating.



# 1. TALENT

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## Top Priorities

- Connecting local youth with well-paying job opportunities through education
- Supporting continued education for adult learners and engaging unemployed and underemployed residents
- Investing in quality of life assets to attract and retain skilled workers

## Objective 1.2: Putnam County provides education opportunities for students and adult learners.

### Strategy 1.2.1: Engage adult learners in the workforce.

- Partner with local nonprofits to share information about scholarships and job opportunities available to local students. For example, share financial aid information available at [www.earnup.org/paying-for-school-adults](http://www.earnup.org/paying-for-school-adults).
- Encourage First Coast Technical College to develop programs that are tailored to adult learners, such as online and evening classes for those who work during the day.
- Take advantage of existing education programs for adult learners in the Northeast Florida region such as [A-Step](#), [Complete Florida](#), [Northeast Florida Community Action Agency](#), and [Year Up](#).

### Strategy 1.2.2: Connect with regional programs like EarnUp and CareerSource Northeast Florida.

- Earn Up is a higher education collaborative organized by the JAXUSA Partnership with a goal of having 60 percent of adults with training certificates or college degrees by 2025. St. John's River State College is currently a partner.
- Encourage First Coast Technical College and the Putnam County School District to get involved with this program. Use Earn Up as a resource for high school students, adult learners, and veterans.
- Continue utilizing resources provided by CareerSource Northeast Florida.

### Strategy 1.2.3: Conduct a needs assessment with partner organizations to address systemic issues that affect educational attainment rates – including housing, transportation, and health care.

- Identify priority issues, organizations responsible for addressing them, resources needed.
- Apply for a Community Planning Technical Assistance grant to assist with funding the needs assessment.



# 2. INFRASTRUCTURE

Putnam County has infrastructure that supports existing businesses and creates opportunities for new industry development.

## Top Priorities

- Expanding water and wastewater systems throughout the county
- Completing current highway expansion plans and identifying greatest needs for future infrastructure investment
- Inventorying industrial sites, commercial properties, and private housing stock to identify specific needs and prioritize future investments

**Objective 2.1: Putnam County invests in priority infrastructure needs.**

**Strategy 2.1.1: Invest in critical infrastructure needed to enhance Putnam County's competitiveness.**

- Work with local public works and planning departments to extend water and wastewater systems and reduce the use of septic tanks.
- Partner with nearby counties to advocate for the replacement of the Shands Bridge. Work with FDOT to develop a plan to address height issues.
- Conduct an infrastructure needs assessment of the entire county to prioritize future investments – focusing on new highway construction and access, aging bridge replacement, and other top infrastructure needs.
- Identify the infrastructure needs and opportunities for the largest export businesses from Putnam County – including Paper, Agricultural Products, Computer & Electronic Products, Chemicals, Freight & Heavy Industry, and Electric Equipment & Appliances.

**Strategy 2.1.2: Inventory industrial and commercial sites in Putnam County.**

- Review the state site selection study conducted by LEO Consulting to determine the ranking of Putnam County's existing parcels.
- Work with FPL to identify sites with the most potential, such as the 2500 acre parcel near CSX, the spec building at the Business Park, and warehouses at the Barge Port.
- Identify priority investments and upgrades needed to enhance sites, such as roadway improvement and utility development.
- Explore expansion of T-hangars at Palatka Municipal Airport as a way to increase rental revenues.
- Partner with organizations such as JAXUSA Partnership, Enterprise Florida, and DEO to obtain financial resources for eligible site upgrades.





# 2. INFRASTRUCTURE

Putnam County has infrastructure that supports existing businesses and creates opportunities for new industry development.

## Top Priorities

- Expanding water and wastewater systems throughout the county
- Completing current highway expansion plans and identifying greatest needs for future infrastructure investment
- Inventorying industrial sites, commercial properties, and private housing stock to identify specific needs and prioritize future investments

### **Strategy 2.1.3: Inventory Putnam County's housing stock.**

- Conduct an independent inventory of all housing in Putnam County to identify specific areas that are underserved – including geographic regions and housing types (rental, multifamily, etc.).
- Work directly with private developers to create market opportunities to construct new housing to fill gaps identified in the current supply.
- Pursue Adaptive Reuse grants to convert large historic homes into multi-family developments. Visit <http://dos.myflorida.com/historical/grants/> to learn more.
- Until new housing is developed, market available housing in surrounding counties when recruiting businesses and talent.

### **Strategy 2.1.4: Explore the development of a medical corridor in Putnam County.**

- Build upon the medical assets present in the community. Identify gaps in health care offerings and proactively recruit those services to Putnam County.
- Market these assets to residents of the broader region as part of the destination appeal of Putnam County along with natural resources.
- Work with a developer to determine the feasibility of establishing a retirement community in Putnam County.

### **Strategy 2.1.5: Inventory and improve integration of county-wide tourism assets through consistent signage, improved access and capital improvement planning.**

- Develop a comprehensive list of tourism assets throughout Putnam County and begin to identify and plan for infrastructure investments to improve their competitiveness.
- Develop a county-wide design standard and set of graphics for tourism and recreation assets. Utilize these tools on existing and new signage to direct residents and visitors to assets.
- Include all assets on a comprehensive county-wide website and in hard-copy marketing materials.



# 3. BUSINESS CLIMATE & ENTREPRENEURSHIP

Putnam County provides the resources and supportive environment to help local businesses and startup companies grow.

## Top Priorities

- Continuing to improve the transparency and ease of project permitting across the county and each individual community
- Identifying funding and specific resources to support small business growth in targeted sectors
- Exploring opportunities to incentivize new businesses – including a formal incentive policy and creative entrepreneurial programs, such as reuse of empty structures as business incubators

**Objective 3.1: Putnam County's has a business-friendly regulatory environment that protects community interests without overly restricting businesses.**

### **Strategy 3.1.1: Streamline the permitting process across all cities.**

- Invest in technology upgrades to automate permitting processes, such as the ability of inspectors to use computer tablets on site to enter inspection results.
- Ensure all key information and forms are available online.
- Train employees on customer service best practices. Consider including an online customer satisfaction survey for residents and businesses to fill out to obtain feedback.

### **Strategy 3.1.2: Develop a formal incentives policy.**

- Create an incentives policy aligned with the County's economic development goals that outlines a process of evaluating projects and granting incentives and/or tax abatements consistently.
- The incentive policy should include the following provisions: benefits should exceed costs; the same evaluations standards are used consistently for all economic development projects; incentives are not front-loaded; incentives are available for small business and business retention, not just relocation of new businesses; and the policy includes claw back provisions in the instance that the recipient does not fulfill its contractual obligations.
- Conduct a literature review of online resources, such as the Massachusetts Association of Regional Planning Agencies' Local Permitting Best Practices Model. Visit <http://www.mass.gov/hed/docs/permitting/permitting-bestpracticesguide.pdf> to learn more.
- Participate in the state's Qualified Targeted Industry (QTI) Tax Refund when applicable (local communities usually provide 20% and the state provides 80% of the QTI portion). While rural communities are not required to participate, it is a sign of good faith and could help close a deal.



# 3. BUSINESS CLIMATE & ENTREPRENEURSHIP

Putnam County provides the resources and supportive environment to help local businesses and startup companies grow.

## Top Priorities

- Continuing to improve the transparency and ease of project permitting across the county and each individual community
- Identifying funding and specific resources to support small business growth in targeted sectors
- Exploring opportunities to incentivize new businesses – including a formal incentive policy and creative entrepreneurial programs, such as reuse of empty structures as business incubators

**Objective 3.2: Putnam County directly invests in programs and resources that support small business development.**

**Strategy 3.2.1: Continue to provide informational resources to startups and existing businesses.**

- The Chamber should continue to serve as the main point of contact for businesses needing guidance.
- Create a guidebook and website for startups and small businesses about available funding sources and grant opportunities.
- Continue conducting regular visits to local businesses to ensure their needs are being met.
- Develop an Economic Gardening plan to promote stability and growth in highly concentrated small business sectors that match Putnam County competitive assets and opportunities. Some of these sectors might include:
  - Arts, Entertainment, & Recreation
  - Professional, Scientific, & Technical Services
  - Administration & Support Services
  - Agriculture
  - Transportation & Warehousing

**Strategy 3.2.2: Conduct a feasibility study to determine if Putnam County is a good fit for an incubator space.**

- Survey small businesses participating in the SBDC program to see if an incubator would be a useful resource.
- Consider retrofitting older buildings, such as the mall or downtown, as a location for the incubator or small business office space.
- Reach out to existing incubators in the state of Florida to determine how and what kind of incubator would suite Putnam County, in collaboration with St. John's River State College and First Coast Technical College.



# 4. MARKETING & COMMUNICATIONS

Putnam County is nationally recognized as a premier location to live, work, and visit.

## Top Priorities

- Improving internal communication – focusing on telling positive stories about Putnam County and cultivating pride
- Identifying resources to support expanded marketing activities that highlight competitive assets and new business opportunities in Putnam County

## Objective 4.1:

**Residents take pride in Putnam County and celebrate the community.**

### **Strategy 4.1.1: Generate more positive dialogue among Putnam County residents.**

- Develop a social media campaign that showcases Putnam County's assets, such as its outdoor recreation amenities, using the hashtag #PutnamCountyPride, or something similar. Utilize striking photography and video to help capture the personality of Putnam County and the beauty of its natural resources across social media platforms.
- Recruit residents to serve as ambassadors by sharing what they love about Putnam County on social media using the campaign hashtag.
- Consider a "Did You Know?" series that shares interesting facts about Putnam County's historical sites on social media.
- Distribute press releases to local media that showcases economic development wins and other positive news.
- Continue to post community events and festivals on the Chamber website.



# 4. MARKETING & COMMUNICATIONS

Putnam County is nationally recognized as a premier location to live, work, and visit.

## Top Priorities

- Improving internal communication – focusing on telling positive stories about Putnam County and cultivating pride
- Identifying resources to support expanded marketing activities that highlight competitive assets and new business opportunities in Putnam County

**Objective 4.2: The Putnam County Chamber has appropriate funding and a robust marketing toolkit that clearly communicates county and regional assets and opportunities.**

### **Strategy 4.2.1: Obtain marketing resources.**

- The Putnam County Chamber currently does not have the staff or financial resources to implement a full marketing campaign. The Chamber and other partners will have to identify additional resources to effectively promote Putnam County's assets around the state and nation.
- Reserve limited marketing resources for high ROI activities, such as maintaining a digital presence, rather than expensive tools such as advertising or print collateral.
- Utilize resources from regional organizations when possible, such as VISIT FLORIDA's advertising matching grants.

### **Strategy 4.2.2: Update Putnam County Chamber's marketing toolkit.**

- Conduct a target industry study to identify niche sectors that are a good fit for Putnam County.
- Include more marketing messages directed towards target industries on the Chamber website and across all marketing materials, such as those identified in the Asset Mapping Exercise.
  - For each target industry, share major employers and suppliers; a map or list of supporting assets; links to sites and buildings that are a good fit for the industry; success stories and local business testimonials; a link to a printable PDF document about the industry; and industry-specific talent demographics and education programs.
  - Market not just what is within Putnam County, but assets all around the region, such as schools, housing options, and quality of life amenities.



# 4. MARKETING & COMMUNICATIONS

Putnam County is nationally recognized as a premier location to live, work, and visit.

## Top Priorities

- Improving internal communication – focusing on telling positive stories about Putnam County and cultivating pride
- Identifying resources to support expanded marketing activities that highlight competitive assets and new business opportunities in Putnam County

- Share press releases that showcase Putnam County's economic development wins with local media, regional partners, and target industry trade publications. Include publications such as Area Development and Site Selection Magazine on your distribution list.
  - Keep a News page updated on the website.
  - Distribute a quarterly e-newsletter to stakeholders, prospects, and target audiences that aggregate these news updates.
- Putnam County's social media presence currently serves to promote upcoming events. Include more external marketing messages directed towards economic development and tourism audiences. For example, share economic developments successes, project announcements, news, rankings, awards, etc. Create a monthly social media calendar to ease implementation.
- Invest in a few key printed collateral pieces, such as one-pagers about each target industry. Include links to download these on the website and use in direct sales meetings and presentations.

### **Strategy 4.2.3: Increase awareness of Putnam County's outdoor recreation amenities.**

- Include more outdoor recreation content on the Chamber website that will position Putnam County as a must-see destination.
  - For example, rather than just listing recreation assets, include sample itineraries that help capture the experience of a long weekend in Putnam County, from the best trails to favorite local restaurants.
  - Create trail maps and other outdoor recreation collateral as a downloadable PDF online. Include printed copies at visitor centers across the County.
  - Share this content with VISIT FLORIDA, Visit Jacksonville, and other organizations that can promote Putnam County's outdoor assets.
- Use this marketing platform to advocate for additional investment in Putnam County's outdoor recreation amenities, such as trail signage or establishing a local farmer's market.



# 4. MARKETING & COMMUNICATIONS

Putnam County is nationally recognized as a premier location to live, work, and visit.

## Top Priorities

- Improving internal communication – focusing on telling positive stories about Putnam County and cultivating pride
- Identifying resources to support expanded marketing activities that highlight competitive assets and new business opportunities in Putnam County

### **Strategy 4.2.4: Partner with regional organizations to elevate Putnam County's message.**

- Meet with CEOs of VISIT FLORIDA and Visit Jacksonville to discuss joint tourism marketing opportunities.
- Continue to work with JAXUSA Partnership to market Putnam County as part of the greater Jacksonville region. Attend inbound and outbound events with the Partnership that align with Putnam County's target industries and assets.



# IMPLEMENTATION PLAN





# IMPLEMENTATION TABLES

1. TALENT	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																	
			2016		2017				2018				2019				2020			
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Objective 1.1: Educational and training programs are aligned with local business needs.																				
1.1.1: Involve local employers in developing training programs from K12 to higher education.	• Putnam County Chamber of Commerce (Role - Convening Educators and Employers)	• First Coast Technical College																		
Continue to engage local employers to develop curriculum at First Coast Technical College that matches skill needs. Identify opportunities to share resources, such as equipment and instructors.		• Putnam County School District																		
Consider creating a Putnam County Talent Task Force made of up local employers, K12 representatives, First Coast Technical College, and St. John's River State College. This group could meet quarterly to discuss workforce needs and development new training and education programs to address gaps.		• St. John's River State College																		
1.1.2: Educate residents about local career opportunities, such as those in technical trades.	• Putnam County Chamber of Commerce (Role - Convening Educators and Employers)	• Private Employers - including major employers such as Georgia Pacific and																		
Encourage First Coast Technical College to expand the Career Connector events to both middle school and high school students. Engage local employers to attend the showcases to educate students about their industry and share job openings.		• First Coast Technical College																		
Create informational materials about various career pathways, including job descriptions, average salaries, education needed, and available jobs in Putnam County. Share these materials with career counselors, teachers, and students.		• Putnam County School District																		
Consider developing internship or apprenticeship opportunities for high school students to earn credit and gain job experience before graduating.		• St. John's River State College																		
		• Private Employers																		
Objective 1.2: Putnam County provides education opportunities for students and adult learners.																				
1.2.1: Engage adult learners in the workforce.	• St. John's River State College																			
Partner with local nonprofits to share information about scholarships and job opportunities available to local students. For example, share financial aid information available at <a href="http://www.earnup.org/paying-for-school-adults">www.earnup.org/paying-for-school-adults</a> .		• First Coast Technocal College																		
Encourage First Coast Technical College to develop programs that are tailored to adult learners, such as online and evening classes for those who work during the day.		• Local Non-Profits																		
Take advantage of existing education programs for adult learners in the Northeast Florida region such as A-Step, Complete Florida, Northeast Florida Community Action Agency, and Year Up.		• Regional Educaiton Programs																		
1.2.2: Connect with regional programs like EarnUp and CareerSource Northeast Florida.	• St. John's River State College	• Putnam County School District																		
Encourage First Coast Technical College and the Putnam County School District to get involved with this program. Use Earn Up as a resource for high school students, adult learners, and veterans.		• First Coast Technocal College																		
Continue utilizing resources provided by CareerSource Northeast Florida.		• EarnUP																		
1.2.3: Conduct a needs assessment with partner organizations to address systemic issues that affect Putnam County residents – including housing, transportation, and health care.	• Putnam County	• CareerSource Northeast Florida																		
Identify priority issues, organizations responsible for addressing them, resources needed.		• City of Crescent City																		
Apply for a Community Planning Technical Assistance grant to assist with funding the needs assessment.		• City of Palatka																		
		• Town of Interlachen																		
		• Town of Pomona Park																		
		• Town of Welaka																		



# IMPLEMENTATION TABLES

2. INFRASTRUCTURE	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																	
			2016		2017				2018				2019				2020			
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Objective 2.1: Putnam County invests in priority infrastructure needs.																				
2.1.1: Invest in critical infrastructure needed to enhance Putnam County’s competitiveness.	• Putnam County • City of Palatka	• City of Crescent City • Town of Interlachen • Town of Pomona Park • Town of Welaka																		
Work with local public works and planning departments to extend water and wastewater systems and reduce the use of septic tanks.																				
Partner with nearby counties to advocate for the replacement of the Shands Bridge. Work with FDOT to develop a plan to address height issues.																				
Conduct an infrastructure needs assessment of the entire county to prioritize future investments – focusing on new highway construction and access, aging bridge replacement, and other top infrastructure needs.																				
Identify the infrastructure needs and opportunities for the largest export businesses from Putnam County – including Paper, Agricultural Products, Computer & Electronic Products, Chemicals, Freight & Heavy Industry, and Electric Equipment & Appliances.																				
2.1.2: Inventory industrial and commercial sites in Putnam County.	• Putnam County Chamber of Commerce	• Putnam County • City of Crescent City • City of Palatka • Town of Interlachen • Town of Pomona Park • Town of Welaka • Palatka Municipal Airport • JAXUSA Partnership • Enterprise Florida • DEO • Kay Larkin Airport Industrial Park • Barge Port • Business Park																		
Review the state site selection study conducted by LEO Consulting to determine the ranking of Putnam County’s existing parcels.																				
Work with FPL to identify sites with the most potential, such as the 2500 acre parcel near CSX, the spec building at the Business Park, and warehouses at the Barge Port.																				
Identify priority investments and upgrades needed to enhance sites, such as roadway improvement and utility development.																				
Explore expansion of T-hangars at Palatka Municipal Airport as a way to increase rental revenues.																				
Partner with organizations such as JAXUSA Partnership, Enterprise Florida, and DEO to obtain financial resources for eligible site upgrades.																				



# IMPLEMENTATION TABLES

2. INFRASTRUCTURE	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																	
			2016		2017				2018				2019				2020			
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
2.1.3: Inventory Putnam County's housing stock.	• Putnam County • City of Palatka	• City of Crescent City • Town of Interlachen • Town of Pomona Park • Town of Welaka																		
Conduct an independent inventory of all housing in Putnam County to identify specific areas that are underserved – including geographic regions and housing types (rental, multifamily, etc.).																				
Work directly with private developers to create market opportunities to construct new housing to fill gaps identified in the current supply.																				
Pursue Adaptive Reuse grants to convert large historic homes into multi-family developments.																				
Until new housing is developed, market available housing in surrounding counties when recruiting businesses and talent.																				
2.1.4: Explore the development of a medical corridor in Putnam County.	• Putnam County Chamber of Commerce	• Putnam Community Medical Center • Vintage Health Care • Cancer Center of Putnam County • Putnam County • City of Crescent City • City of Palatka • Town of Interlachen • Town of Pomona Park • Town of Welaka																		
Build upon the medical assets present in the community. Identify gaps in health care offerings and proactively recruit those services to Putnam County.																				
Market these assets to residents of the broader region as part of the destination appeal of Putnam County along with natural resources.																				
Work with a developer to determine the feasibility of establishing a retirement community in Putnam County.																				
2.1.5: Inventory and improve integration of county-wide tourism assets through consistent signage, improved access and capital improvement planning.	• Putnam County Chamber of Commerce	• Putnam County • Palatka Historic District • Crescent City Historic District • St. John's River Center • Ravine Gardens State Park • Rodman Lake • Tangled Oaks Vineyard • Mount Royal Airpark • David Browning Railroad Museum • Other Tourism-Related Assets																		
Develop a comprehensive list of tourism assets throughout Putnam County and begin to identify and plan for infrastructure investments to improve their competitiveness.																				
Develop a county-wide design standard and set of graphics for tourism and recreation assets. Utilize these tools on existing and new signage to direct residents and visitors to assets.																				
Include all assets on a comprehensive county-wide website and in hard-copy marketing materials.																				



# IMPLEMENTATION TABLES

3. BUSINESS CLIMATE & ENTREPRENEURSHIP	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																		
			2016		2017				2018				2019				2020				
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>Objective 3.1: Putnam County's has a business-friendly regulatory environment that protects community interests without overly restricting businesses.</b>																					
3.1.1: Streamline the permitting process across all cities.	• Putnam County • City of Palatka	• City of Crescent City • Town of Interlachen • Town of Pomona Park • Town of Welaka																			
Invest in technology upgrades to automate permitting processes, such as the ability of inspectors to use computer tablets on site to enter inspection results.																					
Ensure all key information and forms are available online.																					
Train employees on customer service best practices. Consider including an online customer satisfaction survey for residents and businesses to fill out to obtain feedback.																					
3.1.2: Develop a formal incentives policy.	• Putnam County • City of Palatka	• City of Crescent City • Town of Interlachen • Town of Pomona Park • Town of Welaka • Putnam County Chamber of Commerce																			
Create an incentives policy aligned with the County's economic development goals that outlines a process of evaluating projects and granting incentives and/or tax abatements consistently.																					
The incentive policy should include the following provisions: benefits should exceed costs; the same evaluations standards are used consistently for all economic development projects; incentives are not front-loaded; incentives are available for small business and business retention, not just relocation of new businesses; and the policy includes claw back provisions in the instance that the recipient does not fulfill its contractual obligations.																					
Conduct a literature review of online resources, such as the Massachusetts Association of Regional Planning Agencies' Local Permitting Best Practices Model.																					
Participate in the state's Qualified Targeted Industry (QTI) Tax Refund when applicable (local communities usually provide 20% and the state provides 80% of the QTI portion). While rural communities are not required to participate, it is a sign of good faith and could help close a deal.																					
<b>Objective 3.2: Putnam County directly invests in programs and resources that support small business development.</b>																					
3.2.1: Continue to provide informational resources to startups and existing businesses.	• Putnam County Chamber of Commerce	• US Small Business Administration • City of Palatka • Putnam County Development Authority • University of North Florida • JAXUSA Partnership																			
The Chamber should continue to serve as the main point of contact for businesses needing guidance.																					
Create a guidebook and website for startups and small businesses about available funding sources and grant opportunities.																					
Continue conducting regular visits to local businesses to ensure their needs are being met.																					
Develop an Economic Gardening plan to promote stability and growth in highly concentrated small business sectors that match Putnam County competitive assets and opportunities. Some of these sectors might include: Arts, Entertainment, & Recreation, Professional, Scientific, & Technical Services, Administration & Support Services, Agriculture, Transportation & Warehousing.																					
3.2.2: Conduct a feasibility study to determine if Putnam County is a good fit for an incubator space.	• Putnam County • City of Palatka	• City of Crescent City • Town of Interlachen • Town of Pomona Park • Town of Welaka • Putnam County Chamber of Commerce • St. John's River State College • First Coast Technical College • JAXUSA																			
Survey small businesses participating in the SBDC program to see if an incubator would be a useful resource.																					
Consider retrofitting older buildings, such as the mall or downtown, as a location for the incubator or small business office space.																					
Reach out to existing incubators in the state of Florida to determine how and what kind of incubator would suite Putnam County, in collaboration with St. John's River State College and First Coast Technical College.																					



# IMPLEMENTATION TABLES

4. MARKETING & COMMUNICATIONS	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																	
			2016		2017				2018				2019				2020			
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Objective 4.1: Residents take pride in Putnam County and celebrate the community.																				
4.1.1: Generate more positive dialogue among Putnam County residents.	Putnam County Chamber of Commerce	Putnam County City of Crescent City City of Palatka Town of Interlachen Town of Pomona Park Town of Welaka Resident Organizations Other Non-Profits Private Employers																		
Develop a social media campaign that showcases Putnam County's assets, such as its outdoor recreation amenities, using the hashtag #PutnamCountyPride, or something similar. Utilize striking																				
Recruit residents to serve as ambassadors by sharing what they love about Putnam County on social media using the campaign hashtag.																				
Consider a "Did You Know?" series that shares interesting facts about Putnam County's historical sites on social media.																				
Distribute press releases to local media that showcases economic development wins and other positive news.																				
Continue to post community events and festivals on the Chamber website.																				
Objective 4.2: The Putnam County Chamber has appropriate funding and a robust marketing toolkit that clearly communicates county and regional assets and opportunities.																				
4.2.1: Obtain marketing resources.	Putnam County Chamber of Commerce	VISIT FLORIDA JAXUSA Partnership																		
The Putnam County Chamber currently does not have the staff or financial resources to implement a full marketing campaign. The Chamber and other partners will have to identify additional resources to effectively promote Putnam County's assets around the state and nation.																				
Reserve limited marketing resources for high ROI activities, such as maintaining a digital presence, rather than expensive tools such as advertising or print collateral.																				
Utilize resources from regional organizations when possible, such as VISIT FLORIDA's advertising matching grants.																				
4.2.2: Update Putnam County Chamber's marketing toolkit.	Putnam County Chamber of Commerce	Putnam County City of Crescent City City of Palatka Town of Interlachen Town of Pomona Park Town of Welaka VISIT FLORIDA JAXUSA Partnership Local / Regional / State Media																		
Conduct a target industry study to identify niche sectors that are a good fit for Putnam County.																				
Include more marketing messages directed towards target industries on the Chamber website and across all marketing materials, such as those identified in the Asset Mapping Exercise.																				
For each target industry, share major employers and suppliers; a map or list of supporting assets; links to sites and buildings that are a good fit for the industry; success stories and local business testimonials; a link to a printable PDF document about the industry; and industry-specific talent demographics and education programs.																				
Market not just what is within Putnam County, but assets all around the region, such as schools, housing options, and quality of life amenities.																				
Share press releases that showcase Putnam County's economic development wins with local media, regional partners, and target industry trade publications. Include publications such as Area Development and Site Selection Magazine on your distribution list.																				
Keep a News page updated on the website.																				
Distribute a quarterly e-newsletter to stakeholders, prospects, and target audiences that aggregate these news updates.																				
Putnam County's social media presence currently serves to promote upcoming events. Include more external marketing messages directed towards economic development and tourism audiences. For example, share economic developments successes, project announcements, news, rankings, awards, etc. Create a monthly social media calendar to ease implementation.																				
Invest in a few key printed collateral pieces, such as one-pagers about each target industry. Include links to download these on the website and use in direct sales meetings and presentations.																				



# IMPLEMENTATION TABLES

4. MARKETING & COMMUNICATIONS	LEAD ORGANIZATION	IMPLEMENTATION ORGANIZATIONS	TIME FRAME																	
			2016		2017				2018				2019				2020			
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
4.2.3: Increase awareness of Putnam County's outdoor recreation amenities.	Putnam County Chamber of Commerce	VISIT FLORIDA Visit Jacksonville JAXUSA Partnership																		
Include more outdoor recreation content on the Chamber website that will position Putnam County as a must-see destination.																				
For example, rather than just listing recreation assets, include sample itineraries that help capture the experience of a long weekend in Putnam County, from the best trails to favorite local restaurants.																				
Create trail maps and other outdoor recreation collateral as a downloadable PDF online. Include printed copies at visitor centers across the County.																				
Share this content with VISIT FLORIDA, Visit Jacksonville, and other organizations that can promote Putnam County's outdoor assets.																				
Use this marketing platform to advocate for additional investment in Putnam County's outdoor recreation amenities, such as trail signage or establishing a local farmer's market.																				
4.2.4: Partner with regional organizations to elevate Putnam County's message.	Putnam County Chamber of Commerce	VISIT FLORIDA Visit Jacksonville JAXUSA Partnership																		
Meet with CEOs of VISIT FLORIDA and Visit Jacksonville to discuss joint tourism marketing opportunities.																				
Continue to work with JAXUSA Partnership to market Putnam County as part of the greater Jacksonville region. Attend inbound and outbound events with the Partnership that align with Putnam County's target industries and assets.																				



# FUNDING & RESOURCES

The following pages list a range of state and national resources that are available to fund projects and programs.

## FLORIDA DEPARTMENT OF OPPORTUNITY PROGRAMS

The information provided below describes DEO workforce programs and services. More information can be found at:

<http://www.floridajobs.org/office-directory/division-of-workforce-services/workforce-programs>

### Agricultural Services Program

The Agricultural Services program is an outreach and employment program for migrant and seasonal farm workers.

### Alien Labor Certification Program

The Alien Labor Certification program oversees the hiring of foreign workers by employers.

### Disability Program Navigator

The Disability Program Navigator initiative helps CareerSource Florida centers improve employability and increase career opportunities available to job seekers with disabilities.

### Displaced Homemaker Program

The Displaced Homemaker Program assist displaced homemakers in making the transition to viable and economically self-sufficient employment.

### Eligible Training Provider List

The Eligible Training Provider List (ETPL) is designed to assist individuals receiving Workforce Investment Act (WIA) services in finding approved training providers for demand occupations, either within their local area or from a statewide list.



# FUNDING & RESOURCES

## **Federal Bonding Program**

The Federal Bonding Program is an incentive program that allows employers to hire with limited liability to their business at-risk job applicants.

## **The Military Family Employment Advocacy Program**

The Military Family Employment Advocacy Program delivers priority workforce services for eligible military family members in the State of Florida.

## **Priority Reemployment Planning (PREP) Program**

Florida's Priority Reemployment Planning program works with individuals who may exhaust their reemployment assistance benefits and who are unlikely to return to their former profession.

## **Reemployment and Emergency Assistance Coordination Team (REACT)**

Florida's dislocated worker unit, REACT -- Reemployment and Emergency Assistance Coordination Team, is the state's focal point in dealing with the dislocation of Florida's workers.

## **Reemployment Services and Eligibility Assessment (RESEA) Program**

The Reemployment Services and Eligibility Assessment program helps reemployment assistance claimants return to work faster, and thus shorten their claim duration.

## **Supplemental Nutrition Assistance Program**

The Supplemental Nutrition Assistance Program emphasizes work, self-sufficiency, and personal responsibility. Program participants gain valuable skills, training, and work experience in an effort to reach total self-sufficiency.

## **Trade Program**

This program assists workers who have been laid off or whose jobs have been threatened because of foreign competition.





# FUNDING & RESOURCES

## **Veterans Employment Program**

Find information on job referrals, job development, referrals to training and supportive services, case management, labor market information, resume assistance and more.

## **Wagner-Peyser**

This labor exchange program matches individuals who are seeking employment and employers who are in need of workers.

## **Welfare Transition Program**

The Welfare Transition program helps people go from welfare to work.

## **Work Opportunity Tax Credit Program**

The Work Opportunity Tax Credit is an incentive to private, for profit employers to hire individuals from certain targeted groups.

## **Worker Adjustment and Retraining Notification Act**

The Worker Adjustment and Retraining Notification Act (WARN) provides protection to workers, their families and communities by requiring employers to provide notification 60 calendar days in advance of plant closings and mass layoffs.

## **Workforce Innovation and Opportunity Act**

The Workforce Innovation and Opportunity Act helps individuals find jobs and career planning tools and helps businesses find skilled workers.



# FUNDING & RESOURCES

## GENERAL ECONOMIC DEVELOPMENT

### **US Economic Development Administration (EDA) Grants**

The EDA accepts applications from rural and urban areas to provide investments that support construction, non-construction, technical assistance, and revolving loan fund projects under EDA's Public Works and Economic Adjustment Assistance programs. Grants under these programs are designed to leverage existing regional assets and support the implementation of economic development strategies that advance new ideas and creative approaches.

### **US Department of Agriculture (USDA) Rural Development Grants**

The USDA provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 population.

<http://www.rd.usda.gov/programs-services>

### **US Department of Energy (DOE) Grants**

The DOE supports a number of grant, loan, and financing programs that support businesses. These programs are not limited to energy-related projects and include a range of small business and other support programs.

<http://energy.gov/public-services/funding-financing>

### **Health Resources and Services Administration (HRSA) – Rural Health Grants**

HRSA provides rural health grants to fund rural hospitals, health centers, and local clinics.

<http://www.hrsa.gov/grants/index.html>



# FUNDING & RESOURCES

## ENTREPRENEURSHIP AND BUSINESS EXPANSION

### **Economic Development Administration – Regional Innovation Strategies Grants**

In 2015, the EDA launched a \$10 million funding opportunity within their Regional Innovation Strategies Program. Under this program, communities can apply for funding through two programs:

- i6 Challenge (\$8 million) – This is a national competition for an award of up to \$2.5 million to projects that provide services to rural areas. They are seeking projects that create outreach plans to populations and communities that are traditionally underrepresented in innovation and entrepreneurship.
- Seed Funding Support Grants (\$2 million) – These grants provide funding for technical assistance to support feasibility, planning, formation, and launch of cluster-specific seed capital funds. Funds must include job creation in their consideration and outreach to underrepresented communities and populations.

More information available here:

<http://eda.gov/news/press-releases/2015/08/04/ris.htm>

### **US Department of Agriculture – Rural Microentrepreneur Assistance Program**

This program provides loans and grants to Microenterprise Development Organizations to provide microloans to microenterprise startups and growth through a Rural Microloan Revolving Fund and provide training and technical assistance to microloan borrowers and micro entrepreneurs.

<http://www.rd.usda.gov/programs-services/rural-microentrepreneur-assistance-program>

### **National Science Foundation (NSF) Small Business Grants**

NSF's SBIR/STTR programs provide funds for early-stage research and development at small businesses. This research should be based on transformational technology with high technical risk and potential for significant societal or commercial impact.

<https://www.nsf.gov/eng/iip/sbir/home.jsp>



# FUNDING & RESOURCES

## REDEVELOPMENT & INFRASTRUCTURE

### **National Park Service (NPS) Rivers, Trails, and Conservation Assistance (RTCA) Grants**

This program provides grants that support community-led natural resource conservations and outdoor recreation projects.

<https://www.nps.gov/orgs/rtca/index.htm>

### **Transportation Alternative Funds**

The Transportation Alternatives program was established by Congress in 2012 to expand travel choices, strengthen local economies, improve quality of life, and protect the environment.

<http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>

### **US Department of Transportation – Federal Highway Administration – National Scenic Byway Grants**

The program is a grassroots, collaborative effort established to help recognize, preserve, and enhance selected roads throughout the United States. The Secretary of Transportation makes grants to States to implement projects on highways designated as National Scenic Byways or All-American Roads or as State scenic byways. Projects submitted for consideration should benefit the byway traveler's experience, whether it will help manage the intrinsic qualities that support the byway's designation, shape the byway's story, interpret the story for visitors, or improve visitor facilities along the byway.

[http://www.fhwa.dot.gov/hep/scenic\\_byways/](http://www.fhwa.dot.gov/hep/scenic_byways/)



# FUNDING & RESOURCES

## TOURISM & RECREATION

### **US Department of Agriculture – Resource Conservation & Development Program**

This program provides technical and limited financial assistance to Resource Conservation & Development Councils with development projects, including heritage tourism and related business development.

[www.ncrs.usda.gov/programs/rcd/](http://www.ncrs.usda.gov/programs/rcd/)

### **US Department of Commerce – Market Developer Cooperator Program – International Trade Administration**

This program is designed to build partnerships by providing federal assistance to organizations involved in export promotion. The program can support tourism initiatives to promote international visitors in communities outside of federal lands.

<http://trade.gov/mdcp/>

### **National Park Service – National Heritage Areas Programs**

National Heritage Areas are individually authorized by Congress and receive funding, technical assistance, and management support from the National Park Service. Heritage area designation provides a vehicle for promoting local economic and cultural vitality by capitalizing on an area's heritage assets, particularly through heritage tourism.

<https://www.nps.gov/heritageareas/>

### **Department of Transportation – Federal Highway Administration – Recreational Trails Program Grants**

These grants can be used to maintain, restore, and rehabilitate trailing, including National Historic Trails, and rehabilitate trailside facilities. They can also support acquisition of easements or titles to property for trails, including acquisition of old road or railroad bridges to be used as recreational trail bridges.

[http://www.fhwa.dot.gov/environment/recreational\\_trails/](http://www.fhwa.dot.gov/environment/recreational_trails/)



# FUNDING & RESOURCES

## PRIVATE/NON-PROFIT GRANTS

### **Citizen's Institute of Rural Design Grants**

CIRD works with communities with populations of 50,000 or less and offers annual competitive funding to as many as four small towns or rural communities to host a two-and-a-half-day community design workshop.

<http://www.rural-design.org/>

### **American Express Grants**

American Express Corporate Social Responsibility makes grants in three major program areas: Leadership, Historic Preservation and Community Service. This includes the American Express Foundation, American Express Charitable Fund and certain corporate gifts. In 2013, contributions totaled \$27.9 million.

<http://about.americanexpress.com/csr/howto.aspx>

### **Wells Fargo Grants**

Wells Fargo gives back to nonprofits and educational institutions that address vital community needs and issues.

<https://www.wellsfargo.com/about/charitable/>

### **Boeing Charitable Grants**

Boeing provides grants related to their focus areas: arts and culture, civic engagement, education, environment, health and human services.

<http://www.boeing.com/principles/community-engagement.page#/seeking-support>

### **JP Morgan Chase and Company Grants**

JPMorgan Chase works with community partners to create pathways to opportunity by supporting affordable housing, economic growth, workforce readiness, and financial capability in the communities where they do business.

<https://www.jpmorganchase.com/corporate/Corporate-Responsibility/grant-programs-us.htm>



# FUNDING & RESOURCES

## **Target Community Grants**

Target provides grants for education, the arts, public safety, and more.

<https://corporate.target.com/corporate-responsibility/grants>

## **Tourism Cares Nonprofit Grants**

Tourism Cares seeks to partner with worthy nonprofit, tax-exempt organizations for conservation, preservation, restoration, or education at tourism-related sites that need restoration, conservation and improvement.

<http://www.tourismcares.org/grants>

## **Ford Foundation Grants**

Requests are accepted in categories such as project planning and support, general support, and endowments. Types of support include grants, recoverable grants, loans and loan guarantees.

<https://www.fordfoundation.org/work/our-grants/>

## **Foundation for Rural Service Grants**

As part of its ongoing commitment to rural communities across the country, the Foundation for Rural Service provides annual grants for communities served by NTCA members. The goal of this program is to support local efforts to build and sustain a high quality of life in rural America. Grants will be concentrated in four major areas: business development, community development, education, and telecommunications. Grants can range from \$250 to \$5000 that goes back into rural communities, every year.

<https://www.frs.org/rural-community-outreach/grant-program>

