



Putnam County

**COMPREHENSIVE PLAN
ECONOMIC DEVELOPMENT ELEMENT**

Putnam County
514 St. Johns Avenue
Palatka, FL. 32177

Effective Date: September 8, 2006

ECONOMIC DEVELOPMENT ELEMENT

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ECONOMIC DEVELOPMENT ELEMENT

I. Introduction

The Economic Development Element is an important portion of the Putnam County Comprehensive Plan. This element will provide guidance in the provision of employment and help create a growing tax base from which to provide the necessary funding for county services. The County's economic conditions must be strengthened in order to continue to be able to fund the expansion of infrastructure through ad valorem taxes.

Putnam County is located in the Northeast Florida planning region, and occupies a total land area of 722.2 square miles with 105.1 square miles of river, streams and lakes. The County is predominately rural and located within a few hours drive of several metropolitan areas. The county is bordered on the east by St. Johns and Flagler counties, on the north by Bradford and Clay County, on the south by Marion and Volusia County, and on the west by Alachua County.

The 2004 population was estimated to be 73,226, according to the U.S. Census Bureau. Approximately 75% of the population resides in the unincorporated areas of the county, with the remaining 25% residing in five (5) incorporated municipalities (Crescent City, Interlachen, Palatka, Pomona Park, and Welaka).

According to Enterprise Florida, the major industries located in Putnam County in 2003 were: Education and Health Services (23%); Trade, Transportation and Utilities (18%), Manufacturing (14%), Construction (11%), and Public Administration (10%).

II. Florida's Economy

It is important to look at Florida's economy when addressing the economy of Putnam County. The positive economic activity occurring in the county is a direct reflection of the strong economy of the state. Many of the economic assets found statewide also exist in Putnam County.

In a highly competitive and global economy, true economic advantage will not only come from relatively low costs, but from a combination of a skilled and educated labor force providing for higher productivity and efficiency. The most desirable value-added industries compete on the basis of quality and productivity.

In April 1989, The Florida Chamber initiated the Cornerstone: Foundations for Economic Leadership study. This study identified goals and strategies to foster the growth of industrial clusters in the state. It also identified the major strengths and weaknesses in the Florida economy and the strategic steps needed to achieve a competitive future for Florida.

As a result of the Cornerstone study, Enterprise Florida replaced the old Florida Department of Commerce. Enterprise Florida is a public/private partnership receiving financial support from the State and the private sector.

Since 1989, economic development professionals representing rural areas of Florida formed what was known as "CrossRoads Florida." The CrossRoads Florida group identified the strengths and weaknesses of Rural Florida and formulated a plan to enhance rural areas economic development efforts. These recommendations were presented to the Florida Economic Development Council, Enterprise Florida and other economic development groups to gain support to be incorporated into Enterprise Florida's programs. Enterprise Florida has assigned staff to work with and assist

rural areas of the State.

As a result of the “CrossRoads Florida” initiative, the Rural Issues Working Group was formed. All rural counties in Florida are represented on this group by their economic development professional. This group formulates a legislative agenda each year and lobbies for passage of legislation to enhance economic development efforts in rural counties.

To influence the state’s economy, local units of government can address inadequate infrastructure, take steps to enhance the quality of life, address the increasing incidence of crime, and identify adequate land area to accommodate prospective industry. Local units of government can also promote new enterprise development, encourage regional strategies for economic development and develop focused economic development initiatives to attract value added industries.

Putnam County and the other rural counties in Florida have not waited passively for state action and have been instrumental in creating the Rural Economic Development Initiative (REDI), which was created to address rural issues such as education and healthcare.

In 2003, the major Florida industries were: Trade, Transportation and Utilities (21%); Education and Health Services (19%); Professional and Business Services (17%); and Leisure and Hospitality (11%).

III. Putnam County's Economy

A. History of Population Growth

The population of Putnam County grew rapidly from 1970 to 1990. The period of highest population growth in Putnam County occurred between 1970 and 1990, however the growth rate during the 1990’s was somewhat slower than that of Florida. In 2000, the population of Putnam County was 70,423. *Table I-1* and *Table I-2* provide the historic population growth and projected population growth for the county.

**TABLE I-1
PUTNAM COUNTY U.S. CENSUS COUNTS , 1930-2000**

YEAR	CENSUS COUNTS	DECENNIAL INCREASE	
		NUMBER	PERCENT
1930	17,962	-----	-----
1940	18,564	602	3.4%
1950	23,481	4,917	26.5%
1960	32,078	8,497	36.6%
1970	36,290	4,212	13.1%
1980	50,549	14,259	39.3%
1990	65,070	14,521	28.7%
2000	70,423	5,353	8.2%

Source: U.S. Department of Commerce, Bureau of the Census.
Prepared by: NEFRC, 8-05.

B. Population Projections

According to the high BEBR population projections, the population of Putnam County is projected to continue to increase through 2030 at an average rate of 7%, as shown in *Table I-2*.

**TABLE I-2
POPULATION PROJECTIONS – PUTNAM COUNTY
(BEBR MEDIUM RANGE)**

Year	Estimated Projection	Number of New Persons	% Change
2004	73,226	N/A	N/A
2005	73,800	574	0.01%
2010	76,800	3,000	4%
2015	79,700	2,900	4%
2020	82,400	2,700	3%
2025	85,100	2,700	3%
2030	87,700	2,600	3%

Source: *Projections of Florida Population by County, 2004-2030. Florida Population Studies, Volume 38 Number 2 Bulletin 141.* Bureau of Economic and Business Research, University of Florida, February 2005. Prepared by: NEFRC, 8-05.

C. Growth Factors

Two factors usually cause a change in the size of an area's population. One is natural increase or decrease, which is due to the relationship of births to deaths. The other is net migration, which is in-migration, or the number of people moving into the area less out-migration, or people moving out of the area.

Natural increase was not a major factor in the growth of Putnam County between 1990 and 2000, and is not expected to become a major factor due to the comparatively small proportion of females in child-bearing age groups and the relatively high amount of the population age 65 and over.

As shown in *Table I-3*, in-migration was the major factor creating state and regional growth between 1990 and 2000. In Putnam County, 84.1% of the growth is through in-migration bringing new residents and households.

**TABLE I-3
COMPONENTS OF POPULATION GROWTH, 1990-2000**

1990	2000	Percent Growth	Natural Increase	% of Growth	Net Migration	% of Growth
65,070	70,423	8.2%	851	15.90%	4,502	84.1%

Source: US Census 2000; Florida County Perspectives, Bureau of Economic and Business Research. Prepared by: NEFRC, 8-05.

D. Demographics

1. Age Distribution

A review of *Table I-4* indicates the age groups of working adults (18-34, 35-54, and 55-64) are all anticipated to increase. However, the 18-34 age group is projected to have a more significant increase (14%) between 2005 and 2030 than the 55-64 age group (1%), or the 55-64 age group (2%). However, the age group with the largest anticipated increase at 2030 is the 65-79 age group, which is projected to increase 68% to a total population of 16,357.

**TABLE I-4
POPULATION PROJECTIONS BY AGE, 2005-2030**

	YEAR						
AGE	2004	2005	2010	2015	2020	2025	2030
0-4	4,521	4,563	4,756	4,778	4,682	4,611	4,600
5-17	12,879	12,838	12,689	12,890	13,286	13,450	13,491
18-34	13,545	13,720	14,719	15,309	15,278	15,300	15,546
35-54	19,339	19,359	18,983	18,012	17,719	18,247	19,016
55-64	9,153	9,382	10,670	11,772	12,317	11,583	10,679
65-79	10,575	10,602	11,075	12,558	14,483	16,630	17,841
80+	3,214	3,365	3,952	4,333	4,675	5,317	6,494
Total	73,226	73,829	76,844	79,652	82,440	85,138	87,667

Source: *Florida Population Studies*, Volume 38, Number 3, Bulletin 142. Bureau of Economic and Business Research, University of Florida, June 2005. Prepared by: NEFRC, 8-05.

2. Population Density

Population density of Putnam County has steadily risen over the past three decades from 49.7 persons per square mile in 1970, to 70.0 persons per square mile in 1980 and 74.5 persons per square mile in 1990. The density has increased to 97.5 persons per square mile in year 2000.

E. Educational Resources

1. School Enrollment

Public school enrollment in Putnam County increased by 13.5% from 1980 to 1990. In 1990, 11,972 students were in the County school system. This growth is lower than the general population increase during the same time period and can be attributed to the in-migration of older families with fewer school-age children. By 2000, the school age population increased to 12,903, a 7% increase over 1990. However, between the 1995 and 1999 school year public school enrollment decreased by 288 students or 2.2%. According to Enterprise Florida, current student enrollment in Putnam is 12,237 students, which represents a decrease of 5% from the 2000 student population.

2. School Assessment

Each year, the State of Florida evaluates schools in order to gauge how well individual schools and school districts are educating the students of the State of Florida. One of the methods for evaluation is the Florida Comprehensive Assessment Test (FCAT). According to the Florida Department of Education, the FCAT assesses student knowledge in accordance with the *Sunshine State Standards*, which are standards created by classroom teachers, educational specialists, business people, and the citizens of Florida. *Tables I-5, I-6, and I-7* show Putnam County FCAT results from 2001 through 2005 in reading, math, and writing. These tables show the percentage of students that scored a three or higher on the FCAT. A score of three, four, or five is considered on grade level, proficient, or advanced.

**TABLE I-5
PUTNAM COUNTY SCHOOL DISTRICT
PERCENTAGE OF STUDENTS SCORING 3, 4, OR 5
READING PORTION OF THE FCAT, 2001-05**

Year	Grade							
	3	4	5	6	7	8	9	10
2001		41%				36%		31%
2002	54%	49%	44%	42%	36%	35%	23%	27%
2003	56%	55%	52%	44%	40%	39%	25%	28%
2004	64%	65%	56%	48%	45%	37%	24%	27%
2005	63%	67%	62%	45%	46%	33%	28%	22%

Source: Florida Department of Education, 2005. Prepared by: NEFRC, 8-05.

Table I-5 shows that, with the exception of the 8th and 10th grades, the percentage of students scoring a 3, 4, or 5 on the Reading Portion of the FCAT has increased between 2001/2002 and 2005. However, starting in middle school, rates of students scoring a 3, 4, or 5 begin decreasing, and continue to decrease through 10th grade to a low of 22%. This is less than one-quarter of students performing at what is considered to be grade level in the Reading

portion of the test by the *Sunshine State Standards*.

**TABLE I-6
PUTNAM COUNTY SCHOOL DISTRICT
PERCENTAGE OF STUDENTS SCORING 3, 4, OR 5
MATH PORTION OF THE FCAT, 2001-05**

Year	Grade							
	3	4	5	6	7	8	9	10
2001			44%			44%		49%
2002	52%	40%	39%	36%	34%	42%	43%	52%
2003	52%	48%	46%	36%	41%	45%	41%	51%
2004	59%	54%	47%	40%	42%	49%	49%	56%
2005	65%	54%	43%	40%	49%	50%	54%	54%

Source: Florida Department of Education, 2005. Prepared by: NEFRC, 8-05.

Table I-6 shows a more even distribution across grades of students receiving a score of 3, 4, or 5 for the math portion of the FCAT in comparison to the reading portion. In 2005, the grade with the lowest percentage of students receiving a score of 3, 4, or 5 is Grade 6 at 40%, while the highest percentage in 2005 is Grade 3 (65%).

The percentage of students scoring a three or above on the math portion of the FCAT test has improved between 2001/2002 and 2005 for all grades.

**TABLE I-7
PUTNAM COUNTY SCHOOL DISTRICT
PERCENTAGE OF STUDENTS SCORING 3, 4, OR 5
WRITING PORTION OF THE FCAT, 2001-05**

Year	Grade		
	4	8	10
2001	82%	83%	84%
2002	84%	84%	87%
2003	86%	87%	76%
2004	89%	88%	84%
2005	88%	86%	79%

Source: Florida Department of Education, 2005.
Prepared by: NEFRC, 8-05.

Table I-7 shows a slight fluctuation in the percentage of students that scored a 3, 4, or 5 on the writing portion of the FCAT between 2001 and 2005. Overall, 10th grade currently has the lowest percentage of students that scored a 3, 4, or 5 on the writing portion at 79%.

3. Tax Rates and Revenues

Putnam County, like all Florida counties, has three sources of school revenue. These are federal, state and local ad valorem tax revenues. In 2004, the Schools ad valorem millage rate for Putnam County was 9.11, according to Enterprise Florida.

4. Technical Education

The First Coast Workforce Development Board is responsible for job training programs funded by the Job Training Partnership Act of 1982. It is a private, nonprofit corporation and works with the Northeast Florida Job Training Consortium and private businesses to serve a five county Service Delivery Area, which includes Putnam County.

Advancement in technology has changed the job market and the way we should approach education. The higher paying jobs require technical, not traditional education. To keep up with the times, students need to get on the right track early.

To address technical training needs, St. Johns River Community College in partnership with the Putnam County School Board, the Clay County School Board and the St. Johns County School Board formed the Tech Prep initiative. Tech Prep is a proactive response to an evolving society. It begins in high school and students apply what they learn in their Tech Prep classes to real life situations, and graduate better prepared for future technical training and careers.

In Putnam County, St. Johns River Community College and the Putnam County Campus of the First Coast Technical Institute provide training for new and existing businesses and industry. The First Coast Technical Institute has recently expanded its programs in Putnam County to offer welding, diesel mechanics, cosmetology and culinary arts.

5. High School Graduates and Continuing Education

Table I-8 shows the percentage of the population that continued their education increased from 28.6 percent in 1990 to 33.1 percent in 2000. The less than 9th grade level of education attainment significantly decreased between 1990 and 2000, and there was an increase in the percentage of high school graduates or higher and the percent of the population with a bachelor's degree or higher. The education level of the residents of Putnam County indicates a need for continuing education programs and vocational training. In addition to St. Johns River Community College located in Palatka, nineteen colleges offering a range of degrees and training are located within commuting distance of the County. St. Leo College offers a four-year degree program at St. Johns River Community College. However, there are no master degree programs offered in Putnam County.

**TABLE I-8
EDUCATIONAL ATTAINMENT**

	1990		2000	
	Number	Percent	Number	Percent
Population 25 yrs & over	43,272		47,761	
Less than 9 th grade	5,672	13.0	4,308	9.0
9 th to 12 th grade no diploma	9,771	22.5	9,852	20.6
High school graduate(includes equivalency)	15,353	35.5	17,833	37.3
Some college, no degree	6,721	15.5	9,083	19.0
Associate degree	2,162	4.9	2,178	4.6
Bachelor's degree	2,279	5.3	2,750	5.8
Graduate or professional degree	1,295	2.9	1,757	3.7
Percent high school graduate or higher		64.3		70.4
Percent bachelor's degree		8.3		9.4

or higher

Source: U.S. Bureau of Census, 1990 Census and 2000 Census. Prepared by: NEFRC, 8-05.

F. Housing

1. Households and Household Size

Table I-9 shows the number of households in the County has increased from 18,397 in 1980 to 27,839 in 2000, an increase of 34 percent. The average household size has decreased, which is consistent with national and state trends. In 2000, the statewide average household size was 2.46 persons. The growth in the number of households must be matched by an increase in the number of housing units. Anticipated new household formation or immigration is a prime indicator of future housing needs.

**TABLE I-9
HOUSEHOLDS AND HOUSEHOLD SIZE**

Year	Number of Households	Average Household Size
1980	18,397	2.72
1985	21,328	2.64
1990	25,070	2.55
1995	26,849	2.54
2000	27,839	2.48
2004	28,916	2.48

Sources: U.S. Bureau of the Census, 1980-2000.
Bureau of Economic and Business Research, Florida Statistical Abstract: 1986,1996, 2005. Prepared by: NEFRC, 8-05.

2. Mobile Homes

Mobile homes have been used as affordable housing, especially in a rural setting. Usually it is less costly to install a mobile home with a well and septic tank on an exurban property than it is to construct a conventional home.

Under Florida law there are two types of tags sold for mobile homes; one for a mobile home that is on a rental lot and belongs to the renter. This type of tag is renewed each year. The second type of tag is for a "real property" mobile home, purchased only once by a mobile home owner who also owns the land on which the mobile home is sited. The mobile home is then assessed as part of the ad valorem taxable property of the county. After the \$25,000 Homestead Exemption is applied, the ad valorem tax yield is usually very low. Annual tag sales and mobile home data are provided in Table I-10.

**TABLE I-10
MOBILE HOMES, 1980-2000**

Year	Total Mobile Homes	Mobile Homes	% of Total	Real Property*
1980-81	3,671	2,790	76%	881
1985-86	4,972	3,729	75%	1,243
1990-91	5,636	4,256	76%	1,380
1994-95	2,439	1,617	66%	822
2000-01	2,648	1,795	68%	853

*Tags sold to mobile home owners who also own the land on which the mobile home stands. A real property tag is bought only once, not annually.

Source: Bureau of Economic and Business Research, Florida Statistical Abstract, 1982-2002.

Prepared by: NEFRC, 8-05.

3. Building Permits

Table I-11 shows the number of conventional single and multi-family residential units permitted between 1980 and 2001. This table indicates that the significant population growth in the 1980's correlated to a much higher number of permits issued during the same time period. Since 1995, the number of conventional single-family units permitted has remained fairly steady by averaging about 140 units. In the years of 1980, 1985, 1994 and 2001 significant multi-family housing projects have created an upward spike in the total number of permits and related value. Otherwise, the total residential values have remained relatively constant with the exception of significantly lower values reported in 1996 and 1997.

**TABLE I-11
SINGLE AND MULTI-FAMILY HOUSING UNITS PERMITTED, 1980-2004**

Year	Single Family	Multi - Family	Total Permits	Total Residential Value*
1980	318	151	469	13,647
1985	319	96	415	13,828
1990	229	0	229	13,506
1991	169	0	169	12,188
1992	213	0	213	12,245
1993	195	2	197	12,524
1994	159	86	245	13,897
1995	141	0	141	11,348
1996	149	20	169	9,035
1997	132	2	134	8,777
1998	145	0	145	12,404
1999	151	12	163	15,269
2000	178	2	180	14,913
2001	187	125	312	21,161
2004	217	120	337	25,399

* Value is in \$1,000's. Excludes mobile homes.

Source: Bureau of Economic and Business Research, Florida Statistical Abstract, 1982 – 2004.

Prepared by: NEFRC, 8-05.

G. Employment

The economy of Putnam County is based on several factors. These include the age, education, and size of the resident labor force, types of employment available in and within commuting distance of the County, personal income levels, and most importantly the health and growth of the local business community.

1. Labor Force

Table I-12 shows the civilian labor force of the County has grown from 18,166 employees in 1980 to 30,686 in 2004. The proportion of the total population in the labor force has fluctuated between 36% and 42% between 1980 and 2004. The unemployment rate hit a low of 39% in 2000 although years not listed may have had comparable unemployment rates.

**TABLE I-12
LABOR FORCE AND EMPLOYMENT 1980-2000**

YEAR	TOTAL POPULATION	LABOR FORCE	% OF TOTAL POPULATION	EMPLOYED	UNEMPLOYED	RATE OF UNEMPLOYMENT
1980	50,549	18,166	35.9%	17,043	1,123	6.2%
1985	56,823	23,208	40.8%	21,459	1,749	7.5%
1990	65,070	24,893	38.3%	23,125	1,768	7.1%
1995	69,516	29,667	42.7%	28,154	1,513	5.1%
2000	70,423	27,189	38.6%	25,977	1,212	4.5%
2004	72,511	30,686	42.3%	28,971	1,715	5.6%

Sources: U.S. Census Bureau, 1980, 1990 and 2000 Census.

Bureau of Economic and Business Research, Florida Statistical Abstract, 1986 and 1996;

Enterprise Florida, 2005. Prepared by: NEFRC, 8-05.

2. Firms by Industry Category

Table I-13 provides information on the number and type of firms doing business in Putnam County. The firms reported are those covered as wage and salary employment under Federal Insurance Contribution Act (FICA) definitions and include private nonfarm employment and nonprofit organizations. Data for firms and employees exempt from FICA are excluded. These include: government, railroad employment, self-employed, domestic service, agricultural workers, and others of a similar nature. This data provides a sampling of the private business community. *Table I-13* shows an increase in the number of employers by 31 percent between 1980 and 1990. However, the number of businesses in operation increased by 4 percent between 1990 and 1997. However, the number of businesses in operation increased by only 1 percent between 1997 and 2004. *Table I-13* also shows that the industry type with the most growth was transportation and public utilities (46%), followed by finance, insurance and real estate (28%), and construction (27%). The least amount of growth occurred in mining and retail trade. The lack of retail trade growth can generally be attributed to a significant decrease in population growth from the previous decade and an overall slow growth in the disposable income of residents.

**TABLE I-13
EMPLOYERS BY INDUSTRY TYPE- SIC**

INDUSTRY TYPE	NUMBER OF FIRMS					Percent Change 1990-97
	1980	1985	1990	1995	1997	
Agriculture, Forestry, Fisheries	8	10	19	22	21	10%
Mining	4	4	5	6	5	0%
Construction	60	96	94	127	128	27%
Manufacturing	53	66	61	68	74	18%
Transportation & Public Utilities	30	34	29	40	54	46%
Wholesale Trade	43	50	52	56	65	20%
Retail Trade	239	301	326	326	329	1%
Finance, Insurance & Real Estate	57	78	79	96	110	28%
Services	190	296	341	399	417	18%
Unclassified Establishments	52	101	57	21	19	-200%

TOTALS	736	1,036	1,063	1,027	1,102	4%
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Source: U.S. Census Bureau, County Business Patterns, 1980-1997. Prepared by: NEFRC, 8-05.

Prior to 1998, industries were categorized according to the Standard Industrial Classification System (SIC), which was designed by the U.S. Office of Management and Budget. However, a new classification system was implemented in 1998: the North American Industry Classification System (NAICS). *Table I-14* shows industry type and the number of firms from 1998 to 2003 in Putnam County using the NAICS classification system.

**TABLE I-14
EMPLOYERS BY INDUSTRY TYPE- NAICS**

INDUSTRY TYPE	NUMBER OF FIRMS			Percent Change
	1998	2000	2003	1998-2003
Forestry, fishing, hunting, and agriculture support	31	29	33	6%
Mining	5	5	7	40%
Utilities	8	9	10	25%
Construction	134	150	156	16%
Manufacturing	41	31	36	-12%
Wholesale Trade	55	44	36	-35%
Retail Trade	231	240	243	5%
Transportation & warehousing	43	42	42	-2%
Information	13	14	18	38%
Finance & Insurance	67	68	71	6%
Real Estate & rental & leasing	44	42	53	20%
Professional, scientific, & technical services	76	80	95	25%
Management of companies & enterprises	4	3	2	-50%
Admin, support, waste mgt, remediation services	52	55	64	23%
Educational Services	8	6	11	38%
Health care and social assistance	124	131	143	15%
Arts, entertainment & recreation	11	11	20	82%
Accommodation & food services	98	89	81	-17%
Other services (except public administration)	164	157	169	3%
Auxiliaries (exc corporate, subsidiary & regional mgt)	1	1	-	-
Unclassified Establishments	18	12	1	-94%
TOTALS	1228	1219	1291	5%

Source: U.S. Census Bureau, County Business Patterns, 1998-2003.
 Prepared by: NEFRC, 8-05.

Table I-14 shows the NAICS industry types and the number of Putnam County industry firms in each category between 1998-2003. Between 1998 and 2003, the number of Manufacturing (-12%), Wholesale Trade (-35%), Accommodation and Food Services (-17%), and Unclassified Establishments (-94%) decreased substantially. The number of firms in the following categories had increases greater than 25% between 1998 and 2003: Mining (40%); Information (38%); Educational Services (38%); and Arts, entertainment & recreation (82%).

3. Employment by Industry Category

Because of the change from the SIC classification system to the NAICS classification system, comparisons between 1997 and 1998 cannot be made. Therefore, as was done for the number of firms in *Table I-13* and *Table I-14*, trends from 1980 through 1997 are explored in *Table I-15*, and 1998-2003 data is listed in *Table I-16*.

Table I-15 indicates that the number of employees in Putnam County increased at a slightly slower rate than the rate of new employer growth between 1980 and 1997. In the period 1980 to 1990, the number of employees increased by 27 percent as the number of businesses increased by 31 percent. Between 1990 and 1997, the number of employees increased by 13 percent while the number of businesses increased by only 4 percent. The mining, manufacturing and retail trade industrial sectors lost employees between 1990 and 1997. On the other hand, the industrial sectors that experienced significant growth in the number of employees included agriculture, forestry and fisheries, services, transportation and utilities, and construction. The industrial sector with the most employees is services, which is followed by retail trade and manufacturing.

**TABLE I-15
 EMPLOYEES BY INDUSTRY TYPE -SIC**

INDUSTRY TYPE	NUMBER OF EMPLOYEES					Percent Change 1990-97
	1980	1985	1990	1995	1997	
Agriculture, Forestry, Fisheries	60	60	65	68	170	62%
Mining	108	101	102	77	73	-40%
Construction	305	594	587	799	818	28%
Manufacturing	2,949	3,118	3,135	2,834	2,786	-13%
Transportation & Public Utilities	570	423	400	688	563	29%
Wholesale Trade	381	379	367	375	376	2%
Retail Trade	2,244	3,095	4,049	3,830	3,889	-4%
Finance, Insurance & Real Estate	329	392	486	487	501	3%
Services	1,242	1,850	2,304	3,351	3,988	42%
Unclassified Establishments	175	175	N/A	28	16	N/A
TOTALS	8,363	10,187	11,495	12,537	13,180	13%

Source: U.S. Census Bureau, County Business Patterns, 1980-1997.
 Prepared by: NEFRC, 8-05.

**TABLE I-16
EMPLOYEES BY INDUSTRY TYPE- NAICS**

INDUSTRY TYPE	NUMBER OF EMPLOYEES			Percent Change
	1998	2000	2003	1998-2003
Forestry, fishing, hunting, and agriculture support	149	148	160	7%
Mining	60*	60*	73	22%
Utilities	389	385	421	8%
Construction	837	869	1,039	24%
Manufacturing	2,407	2,525	1,995	-17%
Wholesale Trade	350	257	248	-29%
Retail Trade	2,745	2,662	2,707	-1%
Transportation & warehousing	225	237	289	28%
Information	144	139	144	0%
Finance & Insurance	449	465	469	4%
Real Estate & rental & leasing	134	174	173	29%
Professional, scientific, & technical services	257	569	789	207%
Management of companies & enterprises	51	10*	10*	-80%
Admin, support, waste mgt, remediation services	216	211	266	23%
Educational Services	54	17	60*	11%
Health care and social assistance	2,167	1,923	2,572	19%
Arts, entertainment & recreation	60*	60*	103	72%
Accommodation & food services	1,415	1,137	1,152	-19%
Other services (except public administration)	834	776	801	-4%
Auxiliaries (exc corporate, subsidiary & regional mgt)	60*	60*	-	-
Unclassified Establishments	60*	10	10*	-83%
TOTALS	12,823	12,504	13,401	5%

* Range given by the Census; mean of range assigned.

Source: U.S. Census Bureau, County Business Patterns, 1998-2003. Prepared by: NEFRC, 8-05.

Table I-16 shows that between 1997 and 2003, the number of employees grew at the same rate as the number of employers- 5%. The industries with the greatest increase in number of employees between 1997 and 2003 were: Real Estate & rental & leasing (29%); Transportation & warehousing (28%); Construction (24%); Admin, support, waste mgt, remediation services (23%); and Mining (22%). The industries experiencing the greatest loss in number of employees in terms of percent change were: Unclassified Establishments (-83%), Management of companies & enterprises (-80%), and Wholesale Trade (-29%).

H. Income

1. Personal Income

Table I-17 shows that total personal income has steadily increased throughout the 1980's and 1990's, reaching a total of \$1,281,562 in 2000. This represents a 68% increase since 1990. From 2000 to 2003, total personal income increased to \$1,462,141, which is a 14% increase.

Total personal income can be divided into two parts: non-farm personal income and farm income. Non-farm personal income has increased at a very similar rate as total personal income: 68% increase between 1990 to 2000, and 14% increase between 2000 and 2003. However, farm income decreased by 4% between 1990 and 2000, and had a small increase of 4% between 2000 and 2003.

Per capita personal income has also been steadily increasing in the County through the 1990's, reaching \$18,195 in 2000, which represents a 56% increase from 1990. Between 2000 and 2003, per capita personal income increased by 12%. Although per capita income has been increasing, it remains one of the lowest in the Northeast Florida region and the State of Florida.

**TABLE I-17
PERSONAL INCOME, 1980-2003**

PLACE OF RESIDENCE PROFILE	YEAR						
	1980	1985	1990	1993	1997	2000	2003
Total Personal Income	\$ 331,376	\$ 555,090	\$ 764,156	\$ 946,993	\$ 1,168,005	\$ 1,281,562	\$ 1,462,141
Non-Farm Personal Income	\$ 322,198	\$ 544,250	\$ 750,802	\$ 931,950	\$ 1,152,832	\$ 1,268,786	\$ 1,448,819
Farm Income	\$ 9,178	\$ 10,840	\$ 13,354	\$ 15,043	\$ 15,173	\$ 12,776	\$ 13,322
Per capita personal income	\$ 6,521	\$ 9,475	\$ 11,696	\$ 13,972	\$ 16,667	\$ 18,195	\$ 20,371

Source: Bureau of Economic Analysis, U.S. Department of Commerce. Prepared by: NEFRC, 8-05.

2. Real Disposable Income Per Capita

Real disposable income per capita is an indication of the real dollars available for consumption and savings per person in the County. *Table I-18* shows a steady increase between 1980 and 1999.

**TABLE I-18
REAL DISPOSABLE INCOME PER CAPITA**

Year	Real Disposable Personal Income Per Capita (\$000)
1980	\$11.45
1990	\$13.30
1995	\$14.45
1999	\$15.52

Source: Bureau of Economic Analysis. Prepared by: NEFRC, 8-05.

3. Cost of Living Price Index

This measure of current prices is calculated annually by the State of Florida based on a “market basket” of goods and services. The state average is set at 100 percent and each county is then compared with the state average. Putnam County’s index has ranged from a high of 96.49 percent of the state average in 1985 to a low of 91.92 in 1995 as shown in *Table I-19*. However, there has been a slight increase to a price level index of 92.7 since 1995. The County consistently exhibits a lower cost of living than the state and most of the Northeast Florida region.

**TABLE I-19
PRICE LEVEL INDEX, 1985-2004**

COUNTY	INDEX YEAR				
	1985	1990	1995	2000	2004
Baker	96.9	89.0	90.3	92.5	92.5
Clay	98.2	94.6	95.8	94.6	93.7
Duval	98.0	97.4	98.1	97.0	97.2
Flagler	98.9	95.4	96.3	96.4	94.3
Nassau	95.6	95.7	94.9	93.0	93.9
Putnam	96.5	93.3	91.9	93.1	92.7
St. Johns	98.8	98.1	98.5	97.1	96.5

Source: Bureau of Economic and Business Research, University of Florida.
Prepared by: NEFRC, 8-05.

5. Commercial Banks and Savings and Loan Activity

Table I-20 shows banking, savings and loan activity for the specified years between 1980 and 2001. Deposits per capita have steadily increased, however savings per capita have fluctuated from a low of \$1,683 in 1980 to \$2,397 in 1990. Putnam County had its largest number of banks (12) in 1992 and 1993.

**TABLE I-20
COMMERCIAL BANKS / SAVINGS AND LOAN ACTIVITY, 1980-2003**

YEAR	POPULATION	NUMBER OF BANKS	TOTAL DEPOSITS (thousands)	DEPOSITS PER CAPITA	NUMBER OF S & Ls	VOLUME SAVINGS	SAVINGS PER CAPITA
1980	50,549	3	\$ 100,658	\$ 1,991	2	\$ 85,051	\$ 1,683
1985	56,823	-	-	-	2	\$ 132,081	\$ 2,324
1990	65,070	11	\$ 244,149	\$ 3,752	5	\$ 155,962	\$ 2,397
1991	66,000	11	\$ 258,789	\$ 3,921	5	\$ 159,016	\$ 2,409
1992	67,800	12	\$ 281,463	\$ 4,151	4	\$ 134,096	\$ 1,978
1993	67,600	12	\$ 279,877	\$ 4,140	4	\$ 140,819	\$ 2,083
1999	72,833	8	\$ 559,000	\$ 7,675	na	na	na
2003	71,971	6	\$ 489,000	\$ 6,794	na	na	na

na = data not available

* Total Commercial Banks, State-chartered banks and trust companies, and credit unions

** Total of Commercial Banks, State-chartered banks and trust companies, and credit unions

Source: Florida County Comparison 1981-1995 C-8 & 9

Florida Statistical Abstract 1992 & 2004.

Florida County Perspectives, Bureau of Economic and Business Research

Prepared by: NEFRC, 8-05.

I. Infrastructure

1. Ground Transportation

Transportation facilities are important to the future growth and development of a community’s economy. The Florida Department of Transportation Intrastate Highway system runs through the County and will provide four-lane connections to Interstates 95 and 75 in the next five years.

FDOT is to undertake the reconstruction of many bridges and some major highways in Putnam County due to increased demands on the present system. The FDOT five-year work program in *Table I-21* details planned improvements to the present system.

**TABLE I-21
STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION
5-YEAR CONSTRUCTION PLAN
2004/05 THRU 2009/10**

Roadway	Location	Improvement	Begin Construction
S.R. 20	West of C.R. 315 to Hollister	Add Lanes	2006
U.S. 17	Memorial Bridge to S.R.100	Resurface	2006
U.S. 17	S.R. 100 to S.R. 19 N	Resurface	2006
U.S. 17	C.R. 308 to Winn-Dixie (S entrance)	Add sidewalk	2006/07
U.S. 17	Crescent City to Pomona Park	Resurface	2006/07
S.R. 20	E of Interlachen to S.R. 19	Landscape	2007/08
S.R. 21	S.R. 20 to Clay County line	Resurface	2007/08
S.R. 26	Alachua County line to S.R. 100	Resurface	2007/08
Lake Street	US 17 to Cisco Road	Add sidewalk	2008/09
U.S. 17	C.R. 209 to S.R. 19	Resurface	2008/09

Source: Florida Department of Transportation, 2005. Prepared by the Northeast Florida Regional Council, September 2005.

2. Rail Transportation

Rail service is offered to Putnam County by CSX Transportation. The company operates approximately 39 miles of Class 4 track in the County. Amtrak passenger trains and freight serve the county.

3. Air Service

The major air service for commercial carriers is supplied through the Jacksonville, Daytona Beach, or Orlando Sanford International Airports or through Gainesville Regional Airport. There are approximately 90 departures daily at the Jacksonville International Airport.

The Palatka Municipal Airport at Kay Larkin Field is a local commercial/executive airport in Palatka with general aviation facilities. Through 2010, the following improvements are

budgeted by the Florida Department of Transportation: T-Hangar Construction (2 projects); Extend Airport Road; Stormwater Master Plan; Purchase Refuel Trucks; RCST / Repair / Overlay Taxiway; Construct / Expand Terminal Facility; and Construct / Extend Apron.

4. Water Transportation

The Putnam County Port Authority operates a barge port on the St. Johns River offering docking facilities. Downstream, the Port of Jacksonville provides a full service international deep-water port. Additionally, grant funding has provided the creation of two water taxis between Welaka, Crescent City, and Palatka: Fort Gates and Drayton Island.

5. Electricity

Clay Electric Cooperative and Florida Power & Light Company and Seminole Electric Cooperative serve the energy needs of Putnam County. These utilities generate over 1699 megawatts of energy within the boundaries of the county. The county is linked to neighboring utilities via transmission facilities rated up to 500 KV making the county rich in energy resources.

6. Natural Gas

Natural gas is provided by the Palatka Gas Authority in the Palatka area and the City of Crescent City in the southern part of the county.

7. Potable Water

Potable Water is available within the boundaries of the five municipalities in Putnam County. Business, industry and residents operating or living outside of a municipal boundary are required to obtain water from wells or provide new potable water systems. For the most part, current policy of municipalities requires annexation into the corporate limits of the municipality to receive potable water services.

8. Sanitary Sewer

Wastewater treatment systems are located in the City of Palatka, Crescent City, and Welaka. Business, industry and residential users located outside of these municipal boundaries or within the boundaries of Interlachen and Pomona Park are required to have on-site septic tanks or provide new wastewater treatment systems. Current municipal policy requires annexation into the corporate limits of the municipality to receive sewer services.

A new central wastewater treatment and collection system is planned for the East Palatka area. Concurrent with the CDBG funded upgrade and expansion to the East Palatka Water Treatment Plant, FDEP has provided \$1,000,000 for the provision of central sewer services in East Palatka, of which \$400,000 is proposed to be spent in the CDBG project area for sewer collection lines and hookups.

The lack of these services in the county is a deterrent to the location of business and industry in some areas.

J. Health Services

Available health care services and practitioners are usually measured in the number available per 1,000 people in the general public. *Table I-22* shows the number of dentists, physicians and hospitals per thousand. The number of dentists per thousand increased to the year 1991, but then decreased through 2004. The number of physicians decreased in the mid 1990s, but increased substantially between 1999 and 2004.

K. Public Finance

Governmental revenues and expenses have undergone major changes in the past few years. Federal sources have been cut, so the revenues have had to be made up by each locality and state. Although total revenues have followed a predictable rate of increase, the sources of the revenues have changed. Revenues for Putnam County have continued to increase as have expenses. *Table I-23* shows that in 2002, revenues per capita amounted to \$1,088 while expenses were \$1,045 per capita.

TABLE I-22
HEALTH CARE SERVICES AND PRACTITIONERS, 1980-2004

	NUMBER	DENTISTS	NUMBER	PHYSICIANS	NUMBER	TOTAL	BEDS
	OF	PER	OF	PER	OF	HOSPITAL	PER
YEAR	DENTISTS	THOUSAND	PHYSICIANS	THOUSAND	HOSPITALS	BEDS	THOUSAND
1980	11	0.22	31	0.61	1	120	2.6
1985	13	0.23	48	0.84	1	120	2.2
1990	16	0.25	64	0.98	1	141	2.2
1991	17	0.26	67	1.02	1	141	2.1
1992	15	0.22	65	0.96	1	141	2.1
1995	15	0.22	73	1.05	1	161	2.3
1997	16	0.21	69	0.98	1	161	2.3
1998	14	0.20	60	0.84	1	161	2.3
1999	15	0.21	61	0.84	1	161	2.2
2004	13	0.18	74	0.98	na	na	na

na = data not available

Source: Bureau of Economic and Business Research, University of Florida.

**TABLE I-23
PUBLIC FINANCE:
GOVERNMENT REVENUES / EXPENDITURES PER CAPITA, 1985-2002**

YEAR	REVENUES Total (\$1,000)	EXPENSES Total (\$1,000)	REVENUES PER CAPITA (\$)	EXPENSES PER CAPITA (\$)
1985-86	29,702	31,006	508	530
1990-91	47,173	48,920	715	741
1991-92	47,759	45,325	705	669
1992-93	49,972	52,861	739	782
1996-97	63,709	58,655	907	835
2000-01	72,937	72,795	1,030	1,028
2001-02	77,580	74,530	1,088	1,045

Source: State of Florida Local Government Financial Report 1985, 1992-93.
Florida County Perspective, Bureau of Economic and Business Research
Bureau of Economic and Business Research Florida Statistical Abstract, 2004.

L. Tourism

Tourism was part of the early economy of Putnam County. During the 1880's Putnam County and many of its towns along the St. Johns River and its tributaries were tourist destinations. Steamers operated daily on the river by taking visitors to various destinations up and down the river.

In more recent years sports fishing and tournaments have attracted visitors to the county. In addition, many festivals are held annually in Putnam County.

In 1993, the tourist development tax was passed and the County Commission, by ordinance, established the Tourist Development Council to oversee the tourist development promotional and advertising activities. The tourist development tax produced over \$75,000 in revenue in 1995. The County Commission also contracted with the Putnam County Chamber of Commerce to coordinate the Council's affairs.

Rather than plunge into the modern day tourism industry, a conceptual plan for tourism development for the county was prepared through the joint effort of the County, the Chamber of Commerce, the Putnam County Tourist Development Council, the Florida Sea Grant College, the Sea Grant Extension Program, and the Cooperative Extension Service at the University of Florida.

During the planning process, one of the major potential features identified for the County to develop was the broad area of eco-tourism. The County's outstanding natural resources enhance a nature-based tourism initiative.

An inventory of tourist-based services was prepared that included accommodations, restaurants, recreation facilities, shopping and other services needed to support the tourism industry.

Based upon findings, a broad-based group from the community took the original "conceptual schematic" and began to further identify Putnam County's tourist "product" and the "product improvement" and began to further identify Putnam County's tourism development initiative.

The product improvements identified for the Putnam County Tourism Marketing Plan were:

1. Improve waterfront areas, as appropriate, to accommodate river boat tours and related water enterprises.
2. Encourage and support improvement in the visual appeal of the County and its roadways.
3. Assess the feasibility of showcasing and promoting the uniqueness of Putnam County towns to lend authenticity to tourism attraction and improve the tourist "product" package.
4. Develop a uniform tourism information signage system for use with self-guided tours, gateways, and tourist sites.
5. Work to increase and/or upgrade bed and breakfast facilities, motels and hotels, and campgrounds as needed.
6. Provide assistance to new and existing tourism-related retail sector businesses.

7. Identify and support preservation of natural, agricultural, recreational, and historic sites that lend themselves to tourist use.
8. Develop new nature-oriented attractions that attract tourists.
9. Identify and develop nature, art, and history related activities that attract tourists.
10. Develop outdoor facilities that attract tourists such as bike lanes and trails, hiking trails, canoe trails and horse trails.
11. Identify and develop tourism activities using existing natural resources.
12. Promote the development of guide type businesses for historic, cultural, and nature-based tourism.

The County has instituted the local option tourist development tax and the Putnam County Chamber of Commerce serves as the administering agency for the Putnam County Tourist Development Council. As such, the Chamber of Commerce makes recommendations on programs and activities and administers any grants made by the Council. Three counties in the Northeast Florida Region have instituted this tax: Duval, Flagler and St. Johns Counties. These funds are made available to the local government to make needed improvements to help accommodate tourism locally.

IV. Public Sector Involvement in Economic Development

The public sector, consisting of federal, state and local units of government, can play an important role in shaping the business climate for creating jobs. These agencies can provide assistance and offer a number of incentives to promote economic development.

A. Incentives

One type of incentive that Putnam County offers is Industrial Revenue Bonds (IRBs). IRBs may be issued by the Putnam County Development Authority on behalf of any company that is credit-worthy and can guarantee the repayment of the bonds. The advantage of an IRB is that it may carry a lower interest rate than other forms of financing.

The Putnam County Development Authority can also buy land, construct buildings and sell or lease them to private parties in order to promote economic development.

The Putnam County Board of County Commissioner, by Ordinance No. 96-13, created an economic development fund to be used to induce business development within the county. Tax credits are given to new or expanding industries based upon new capital investment, number of new primary jobs created, average annual wage of the new jobs, total payroll and projected payroll. The amount of the tax credit in any year shall not exceed the amount of ad valorem taxes paid by the industry.

B. State Involvement In Economic Development

Enterprise Florida, a public/private partnership, has taken over the functions of the Florida Department of Commerce. Public and private monies fund Enterprise Florida. The Putnam County Chamber of Commerce, as the designated economic development representative for

Putnam County, is an affiliate of Enterprise Florida.

Florida offers a number of incentives for business expansion and relocation in the state. The Economic Development Transportation Fund is available to local governments to fund road improvements that are needed for business expansion or relocation within their jurisdiction.

Other incentives offered by the state are the Qualified Target Industry Refund Program, the Quick Response Training Program, and the Qualified Defense Contractor Tax Refund Program.

A number of other state agencies provide assistance to new and expanded businesses. One such agency is the Florida State Rural Economic Development Initiative, which promotes assistance for rural counties and municipalities. This Council has assisted with funding the East Palatka water/sewer system. Through the efforts of the Council, the Rural Community Development Revolving Loan Fund Program was enacted and funded during the 1996 legislative session.

Under the Rural Economic Development Initiative, the Baker, Bradford, Columbia, Dixie, Gilchrist, Hamilton, Jefferson, Lafayette, Levy, Madison, Putnam, Suwanee, Taylor, and Union County area was designated as a Rural Area of Critical Economic Concern in 1999. Designation as a Rural Area of Critical Economic Concern entitles the following: priority assignment for the Rural Economic Development Initiative; and the criteria, requirements, or provisions of the economic development incentives may be waived.

The State of Florida has a number of agencies that provide assistance to local government units in furthering economic development within communities:

The Florida Enterprise Zone Act offers corporate income tax credits as incentives for job creation. Currently, Putnam County has a 20 sq. mile area that has been designated as a Florida Rural Enterprise Zone, including portions of the Palatka urban area, Crescent City, and the Town of Interlachen. In order to be designated as a Florida Rural Enterprise Zone, the nominating county or nominating city must have a population of 75,000 or less; or, have a population of 100,000 or less and be contiguous with a population of 75,000 or less. Putnam County Enterprise Zone Development Agency is the governing body for the Enterprise Zone.

The Community Development Block Grant Program promotes job creation by partially funding for-profit business ventures that create jobs. The Program also provides for infrastructure funding to assist in the siting of a business that creates new jobs. The Community Development Corporation Support and Assistance Program is designed to provide interest-free funds to local community development corporations, which in turn, make below market loans to businesses located in areas targeted for revitalization.

The Business Assistance Committee has been created by the Putnam County Chamber of Commerce and the First Coast WorkForce Development Board to provide assistance to existing businesses. The committee regularly visits Putnam County businesses and industries and surveys them to determine their needs, particularly training needs.

The Putnam County Chamber of Commerce provides both existing and new businesses access to the University of North Florida's Small Business Economic Development Center for business counseling and assistance.

Small and minority owned businesses can also obtain assistance, advice and counseling from the Minority Business Development Centers and the Small Business Development

Centers.

V. Private Sector Participation in Economic Development

The Putnam County Chamber of Commerce represents the business and professional community in the County. For many years, the Chamber has taken the lead role in promoting economic development by:

Compiling and disseminating information on county demographics and economic conditions.

Providing business and residential relocation information.

Providing tourism and visitor information.

Offering “Quality” training to local businesses.

Working to enhance the educational system of the county.

Keeping members informed on issues important to the business community.

VI. Public/Private Partnership

In 1996, the Putnam County Chamber of Commerce formed the Committee of 100, which is now the Putnam County Development Council, to bring together public and private resources to foster the countywide attraction of new competitive wage-paying companies and the creation of employment through the retention and expansion of existing business and industry.

Through the Putnam County Economic Development Council, a public/private partnership was created to further economic development. The Putnam County Commission and five municipalities in the county; Crescent City, Interlachen, Palatka, Pomona Park, and Welaka are participating partners with the Committee of 100. Each local governing body has a seat on the Steering Committee and participates in the decision-making process.

As a result of this partnership, a strategic plan for Putnam County was developed by a diverse group of elected officials, business executives, community leaders and Chamber staff. This plan is updated annually. See Appendix A, *A Five-Year Strategic Plan for the Putnam County Economic Development Council*.

During the development of the strategic marketing plan, the strengths and weaknesses of Putnam County were identified. Internal and external audiences were identified, goals and objectives were established and success measures were adopted.

The strategic marketing plan along with goals, objectives and polices of this element should provide the impetus and guidance of future economic development activities of the public/private partnership.

As a result of the formation of this partnership, the Putnam County Commission by contractual agreement officially designates an economic development representative, to carry out economic development programs and activities in the County.

In addition, Putnam County is also in partnership with the First Coast Marketing Coalition, which is known as Cornerstone. Included in this partnership are Putnam, Flagler, St. Johns, Baker, Duval, Clay, and Nassau counties.

VII. Community Vision

In the fall of 2001, Putnam County began a series of public workshops and hearings regarding the EAR-based update to the County's Comprehensive Plan. During these workshops and hearings it was recognized that there was a need to develop a long-term community vision in order to prepare a more meaningful Comprehensive Plan that would adequately address problems and issues unique to Putnam County and achieve a desired future of the citizens.

With the foresight, leadership and cooperation of the County Commission and the elected officials of the County's municipalities, a countywide visioning workshop on January 29, 2002 kicked off the most comprehensive and involved effort to obtain public input that has ever occurred in Putnam County. Between March and May 2002, over 550 people participated in seventeen (17) community visioning workshops throughout various communities in the County. In addition, over 500 citizens responded to a Community Needs Assessment Survey during this same time frame. This visioning process was known as the 'Better Place Plan'

The community visioning workshops focused on four target issue areas of interest. The targeted issue areas include: (i) quality of life; (ii) economic development; (iii) natural resources and recreation; and (iv) transportation and infrastructure.

The three most popular responses for improving economic development in the County were: (i) improve education, training and workforce development; (ii) conduct sound planning for economic development including the identification of business parks and utilization of enterprise zones, and (iii) promote nature-based tourism, heritage, cultural and natural resources and establish a riverboat. Other ideas for improving economic development that also ranked high included:

- Better shopping and entertainment opportunities;
- Attract clean business and industry;
- Community appearance and code enforcement;
- Improve infrastructure;
- Fix homestead exemption/tax everyone;
- Recreational opportunities; and
- Improve tax base.

The results of the community needs assessment survey confirm the input received at the visioning workshops. When asked what factors are important to the quality of life in Putnam County, 49 percent of survey respondents chose job opportunities followed by quality of education (40%) and the condition of roads (26%). When survey respondents were asked to rank the quality of life on a scale of 1 to 10, with 10 being the highest and 1 the lowest ranking, the average score was 5.31, indicating there is significant room for improvement. When survey respondents were asked if they were optimistic about the economic future of the County, sixty percent responded "yes", and 36 percent responded "no" with 4 percent "not sure".

Survey respondents believe that the three most important strengths for retaining and bringing businesses and jobs to Putnam County are quality schools and training (39%), skilled workforce (28%) and real estate costs (27%). The biggest weaknesses perceived by survey respondents are unskilled workforce (47%), community appearance (36%) and inadequate infrastructure (26%)

and permitting process (26%).

APPENDIX A

PUTNAM COUNTY

Chamber of Commerce

A FIVE-YEAR STRATEGIC PLAN

for the

Putnam County Economic Development Council
Palatka, Florida

2005-2010

PUTNAM COUNTY ECONOMIC DEVELOPMENT PLAN

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This plan was developed by gathering input from business and community leaders across the county, convening a planning session on October 5, 2001, and updated during a planning session on November 22, 2004, utilizing county and regional economic data.

PUTNAM COUNTY'S ECONOMIC DEVELOPMENT VISION STATEMENT

To promote an improved standard of living throughout Putnam County by implementing a focused approach to business and industry development using public and private resources that foster the attraction of new competitive wage paying companies and the creation of new employment opportunities through the retention and expansion of existing businesses and the location of new businesses in a way that enhances Putnam County's image as a progressive and business-friendly place.

ROLE OF THE PUTNAM COUNTY CHAMBER OF COMMERCE

The role of the Chamber of Commerce is to act as the county's economic development agency, with specific responsibilities to:

- Continue working relationship with government officials to foster coordinated economic development activities through the Putnam County Economic Development Council.
- Promote an environment where all government entities within the county work cooperatively on economic development projects and growth management issues..
- Promote the health and expansion of existing businesses;
- Attract new businesses, especially industries that pay competitive wages;
- Provide technical assistance to businesses and help businesses access the broad array of economic development programs;
- Market Putnam County to target industries and regions;
- Maintain information and databases relevant to economic development;
- Identify infrastructure and land use issues, including industrial/commercial sites, and participate in planning efforts to ensure these issues are considered;
- Support community development efforts that increase the attractiveness of the community; and

- Support workforce efforts that increase the skill and education level of the county’s labor force.
- Provide recommendations and support local governments regarding implementation of the Better Place Plan.
- Promote and expand existing and future regional, state and federal relationships.

CRITICAL ECONOMIC TRENDS

Over the past several decades many factors affecting economic development have changed. These trends have affected how economic development agencies proactively address and respond to drivers of a new economy. The following are economic trends that influence the future of Putnam County.

- The United States has moved from a goods-producing industry to a service-oriented economy. Increasingly, technical and professional jobs are found in the service sector. This allows competitive wage jobs to be located in commercial areas and downtowns, as well as industrial sites.
- Technology has shifted from an industry sector to a tool for all industries. Therefore, the need for basic computer skills and other information service occupations transcends almost all manufacturing, trade and service jobs.
- Attracting new jobs is as much about attracting workers as it is about attracting the firms themselves. Because of this, quality of life issues such as the attainment level of K-12 education system, quality housing, recreation and cultural opportunities become important economic contributors.
- Vibrant and attractive central cities are now viewed as an advantage over communities with less active downtowns.
- Because we have moved from a goods to a service producing economy, transportation has become as much about moving people as it has raw materials and products.
- Approximately 80 percent of all new jobs come from the expansion and spin-offs of existing companies.
- The wage gap between those with a high school education and those with a college degree continues to increase. More jobs require a college education, and those that do not require a college degree demand basic computer, math, and communications skills.
- Economies are no longer local—they are regional and global in nature. Businesses and their workers view “home” as a multi-county region. The need for collaboration among government and economic development councils is a growing necessity if any region is to be successful.

- Quality and innovation drive the creation of primary jobs. Therefore, promoting an area on cheap land and labor is no longer a primary advantage to attract industries that pay competitive wages.
- The competitiveness of existing manufacturing industries will be critical as low cost production continues to move overseas. Issues of market access and a skilled workforce, as well as the cost of doing business will increasingly drive the location of manufacturing jobs in Florida and the US.

How Economic Trends Affect Putnam County

- Increasingly, livable wage job opportunities will be found in service sector industries. In addition to large employers, there will be an increasing number of smaller businesses, providing an opportunity to redevelop existing commercial sites that already have basic infrastructure.
- Skilled workers will continue to dominate location and expansion decisions for all industries. It is no longer sufficient to just have available workers—they must have strong basic skills.
- Job creation will hinge primarily on existing business and industry. Therefore, it is important that Putnam County works to ensure the local industry base is healthy and competitive.
- Community development and quality of life issues will play an increasingly role in economic development. City and county governments need to understand the importance of supporting and funding related economic attractors such as water and sewer, quality housing and community appearance or land use and zoning that enhances property values.

PUTNAM COUNTY'S DESIRED FUTURE

This economic development plan is built on the desire that by the 2010, Putnam County's economy would:

- Attract at least 500 new quality sustainable jobs annually that pay competitive, wages, with employment opportunities to keep young people here;
- Have a prepared workforce with an increase in the skill and education level of residents;
- Possess available commercial and industrial sites to attract new firms and meet the needs of local expansions;
- Complete four-lane transportation infrastructure in north-south and east-west directions;
- Have telecommunications infrastructure throughout all parts of the county; and
- Extend water and sewer capacity beyond city limits to encourage development of competitive wage jobs.

Supporting the economic vision would be community development outcomes that include:

- Increase in property values by having more upscale housing that includes rental and ownership.
- Improvements in the appearance of communities; and
- Planned development of the St. Johns riverfront.

PUTNAM COUNTY ECONOMIC STRENGTHS & WEAKNESSES

Putnam County Economic Strengths

Overall

Strong local leadership receptive to new business
 Cooperation with regional and state organizations
 Access to state incentives and rural programs
 Have strategies for community improvement (Putnam Better Place Plan)

Infrastructure

Fiber and telecommunications backbone
 Available industrial and commercial land
 Adequate electrical capacity
 “Magnet” building
 Class “A” business park

Job & Business Development

Strength of our “backbone” industries
 Location--Proximity to large metro areas (Jacksonville and Orlando) and to air and sea ports
 Rural Enterprise Zone

Workforce

Growing workforce development & educational network
 Available non-unionized workforce
 Increasing diversity of population and workers

Community

Low cost of living index
 Quality of life and small town atmosphere with high level community involvement
 Natural resource base, unspoiled beauty, recreational opportunities

Putnam County Economic Weaknesses

Overall

An anemic tax base--High percent of non-tax paying individuals

Workforce

Limited skilled workforce--small percent with college degrees or vocational-technical training
 Low average wages & per capita income

Infrastructure

Few developed industrial sites
 Inadequate road & water/sewer infrastructure near industrial sites
 Limited access to fiber optics with (DSL)

Diversity of Jobs

Loss of manufacturing jobs and low concentration of other primary jobs
 Limited ability to grow tourism and nature-based tourism
 Limited public understanding of resources required for long-term job creation -
 inadequate funding of economic development efforts

Community

Community appearance & external image
 Disproportional amount of low-income housing, lack of upscale housing
 Lack of entertainment venues for all ages

STRATEGIC FRAMEWORK

In essence, the critical factors affecting Putnam County will be:

- **Developing quality, regionally competitive wage jobs**
- **Providing a sustainable business environment**
- **Having qualified people to fill jobs**
- **Ensuring an attractive community**

The Chamber has a role as a leader in some critical factors, and a supporter in others. For example, workforce development is a very critical issue for job creation, yet WorkSource is the organization designated to lead workforce efforts. In addition, many community development and infrastructure issues must be driven by other agencies in city and county governments. Therefore, for some economic development issues the role of the Chamber of Commerce becomes that of a supporter and advocate.

The following framework outlines the four issues critical to Putnam County economy and the role of the Chamber of Commerce in addressing each issue.

Primary Functions**Developing Quality Jobs & Businesses**

- **Recruitment & Marketing**
 - ***Identify target industries:*** Identify target industries that build on local and regional strengths;
 - ***Build awareness:*** Market to target industries and selected regional markets; and
 - ***Provide Incentives:*** Improve the desire for businesses to locate in Putnam County by offering comprehensive incentives.
- **Expansion & Retention**
 - ***Retain and expand existing business:*** Help existing businesses become more competitive and promote the expansion of local firms; and
 - ***Provide technical assistance:*** Help businesses to access assistance including grants, economic development initiatives, and financial programs.

Secondary Functions**Providing A Competitive Place To Do Business**

- **Identify key issues and participate in planning and marketing efforts that**
 - **Continue to improve infrastructure:** Identify critical improvements to road, water and sewer, and telecommunication infrastructure; and participate in planning efforts to include these issue as community and county priorities.
 - **Promote the availability of sites:** Work to complete the business park and identify other industrial and commercial site needs; clean up and redevelop existing commercial and industrial sites; and work with area developers to market facilities.

Support Functions**Having Qualified People to Fill Jobs**

- **Support county workforce development initiatives** that increase education and skill levels, enhance incumbent worker training, improve vocational training efforts for non-college bound students, and align workforce development initiatives with business recruitment and expansion efforts.

Ensuring An Attractive, Destination Community

- **Support municipal and county efforts to enhance the overall appearance** of our communities and increase property values and enhance the tax base.

ACTION PLAN**Primary Functions: Developing Quality Jobs****A. Marketing and Business Recruitment**

The role of the Putnam County Chamber of Commerce is to take an active role in marketing to and assisting businesses interested in locating in Putnam County.

Goal

- *To increase the standard of living in Putnam County by creating new regionally competitive wage jobs and implementing a focused approach to economic development.*

Objective A-1: Provide marketing services to raise awareness of Putnam County as a place to do business.**Actions:**

- Leverage limited marketing funds by participating in regional marketing efforts, including those of the First Coast Marketing Coalition.
- Maintain up to date demographic and economic information, as well as industrial and commercial lands inventory on Putnam County and continue to maintain information on Chamber of Commerce's website and in written materials.
- Enhance the promotion of Putnam County's fiber infrastructure and other economic development assets to regional partners.

- Provide, upon request, information about Putnam County to site consultants, businesses, and developers.
- Establish relationships with regional economic development organizations
- Promote and expand existing and future regional, state and federal relationships.

Objective A-2: Identify target industries for Putnam County and link to First Coast regional industry clusters

Actions:

- Update the target industry list based on the study conducted by Cornerstone and develop a set of target industries for Putnam County that:
 - Establish value or supply chains within industry clusters that build on and expand the area’s existing industry base of livable wage jobs including wood & paper products, health care, and information technology.
 - Have strong potential for future development given Putnam County’s asset base. These could include transportation and distribution, and primary manufacturing such as concrete, machinery, or fabricated metals.
- Continue to work with Cornerstone and other regional partners, the First Coast Marketing Group, and Enterprise Florida to promote Putnam County’s target industries.

Objective A-3: Develop a plan to enhance and coordinate distribution facilities

Actions:

- Establish a link between the airport and business park in Palatka.
- Identify sites along four lane corridors and work with cities and the county to ensure they have the infrastructure ready for development or redevelopment.
- Develop marketing information targeting highway 207 as a center for distribution and transportation services.

Objective A-4: Maintain networking opportunities to enhance the development of incentives and other recruiting tools to attract new businesses and the expansion of existing businesses.

- Actively participate in professional economic development coalitions.
- Proactively participate in professional economic development organizations.
- Attend economic development training courses/workshops.

Primary Partners	Available Chamber Resources
Cornerstone First Coast Marketing Coalition Putnam County Government & Commission	Marketing efforts currently funded at a level of <u>\$17,000</u> .

Municipal governments in Putnam County Enterprise Florida, Inc.	No funding for additional recruitment and target industry efforts.
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B. Business Expansion, Retention, and Technical Assistance

The role of the Putnam County Chamber of Commerce is to take an active leadership role in helping existing businesses.

Goal:

- *To promote the expansion, and increase the health and competitiveness, of existing businesses in Putnam County.*

Objective B-1: Provide one-on-one assistance to businesses wanting to expand.

Actions:

- Regularly call on businesses to obtain feedback on needs; Monitor data generated by the Synchronist system to ensure timely response to ongoing needs.
- Develop materials on programs, grants and incentives that could be of assistance to expanding businesses.
- Provide ongoing visits to companies who have indicated plans to expand.
- Provide one-on-one assistance to businesses expanding by connecting them to available financial resources, helping to troubleshoot permits, and linking them to qualified state programs.

Objective B-2: Help existing businesses to access state and federal resources available for rural and distressed communities

Actions:

- Continue to act as a repository for information on state and federal economic development programs and funds for rural and distressed communities.
- Actively communicate the availability of programs and funds to businesses within the county.
- Assist businesses, as needed, in accessing programs.
- Provide Enterprise Zone information to businesses in the zone.

Objective B-3: Actively support state efforts to reduce regulatory burdens on existing companies

Actions:

- Work with regional and state partners to address and reform Florida’s worker compensation laws.

- Support, as needed, statewide efforts to reduce the regulatory and cost burden of doing business in Florida.
- Support the Rural Development Council's efforts to enhance economic development in Florida's rural counties.

Objective B-4: Examine local incentives to promote the use of area businesses as suppliers or contractors

Actions:

- Investigate means to implement preferred vendor or first source type agreements to promote the use of local firms in public and private development activities.

Primary Partners	Available Chamber Resources
Putnam County Government & Commission Municipal governments in Putnam County Enterprise Florida, Inc. Rural Economic Council Legislators	Business incentives and climate efforts are unfunded.

Secondary Functions: Ensuring A SUSTANIABLE BUSINESS ENVIRONMENT

C. Infrastructure

The role of the Putnam County Chamber of Commerce is to take a secondary leadership role in assisting local governments and developers to plan for and implement infrastructure and site enhancements.

Goal:

- *To work with partners to ensure a long-range plan for Putnam County’s infrastructure that supports economic development and community image plans.*

Objective C-1: Complete the Putnam County Business Park and attract businesses with regionally competitive wage jobs

Actions:

- Work with Putnam County to complete roads and infrastructure within the Park.
- Work in cooperation with regional partners to market the business park to target industries fitting the Park’s user profile
- Respond to requests and assist businesses interested in locating in the Park.

Objective C-2: Work with local governments to identify a long-term supply of commercial and industrial sites, including redevelopment of existing sites.

Actions:

- Work with local planning departments to identify existing industrial and commercial sites, including the infrastructure readiness of those sites.

- Identify key sites for redevelopment where infrastructure already exists. Target those sites in critical locations. Initiate any code enforcement to clean up sites.
- Provide information to regional economic partners and developers.
- Lobby legislature to institute legislation to allow rural counties to amend their comprehensive plan as needed.

Objective C-3: Examine means to expand water & sewer to unincorporated areas, considering annexation where appropriate

Actions:

- Use the results of Objective C-2 (long-term commercial and industrial site planning) to help local governments identify the physical locations in need of water and sewer.
- Support the expansion of central water and sewer throughout Putnam County.
- Build business and community support for appropriate expansion options.

Objective C-4: Participate in transportation planning for the future ensuring access to both residential and commercial/industrial use

Actions:

- Develop an economic strategy that identifies critical transportation issues in the county including air and road access.
- Participate in local and regional planning efforts to use this information for transportation (air and road) development.
- Assist the county in developing plans to improve maintenance on existing county roads.
- Support and advocate paving of county arterial and collector roads, in order or priority established by the Board of County Commissioners.

Objective C-5: Proactively market the expandable magnet/spec building in the Business Park.

- Work with Putnam County Development Authority, Board of County Commissioners, and other entities to obtain grants and other funding to finance the marketing campaign.

Primary Partners	Available Chamber Resources
Putnam County Commission Rural Economic Development Council First Coast Marketing Coalition Enterprise Florida	Develop marketing materials. Develop and conduct marketing campaign.

Support Function: Having Qualified People To Fill JobsD. Workforce Development

The role of the Chamber of Commerce is to be an active supporter of workforce development efforts to increase education and skill levels of residents by being a facilitator and advocate for workforce efforts.

Goal

- *To support local and regional efforts to build a qualified and skilled workforce for current and future jobs.*

Objective D-1: Identify and provide feedback on workforce needs.Actions:

- Continue to survey business and industry on workforce development needs, collaborating with WorkSource and the community college in developing the survey and gathering input. *Survey two industry clusters or 25 businesses per year.*
- Distribute results of the survey to WorkSource and other education and training organizations throughout the county and region.

Objective D-2: Act as a resource to business.Actions:

- Gather information on countywide education and training initiatives from WorkSource.
- Communicate to business and industry the workforce development resources available in the county and region through a written resource list and posting on the Chamber website.

Objective D-3: Assist businesses in connecting to training efforts.Actions:

- Actively encourage businesses to take advantage of the various training efforts, including incumbent worker training.
- Provide an interface for business with the Putnam County School System, St. Johns Community College, First Coast Technical Institute and the Workforce Development Board in making connections to appropriate education and training organizations.
- Assist WorkSource in identifying target markets for specific workforce efforts.
- Support programs and initiatives that will increase literacy and work skills of underemployed adults who have not obtained a high school diploma or GED.

Objective D-4: Participate in community events.Actions:

- Continue to participate in career and workforce events; encourage business and industry to participate.
- Facilitate networking among Chamber members to help identify and resolve mutual challenges and opportunities.

Primary Partners	Available Chamber Resources
WorkSource/First Coast Workforce Development Board St. Johns Community College Putnam County K-12 School System First Coast Technical Institute	Currently un-funded, activities are based on staff availability

Support Function: ENSURING AN ATTRACTIVE COMMUNITY

E. Community Appearance

The role of the Putnam County Chamber of Commerce is to work with county and municipal governments to support zoning, minimum appearance and maintenance standards and code enforcement.

Goal

- *To support efforts to enhance the county’s community image and the ability to develop quality housing.*

Objective E-1: Enhance the attractiveness of city/county entrances, thoroughfares and business sites

Actions:

- *Educate businesses on the county and city regulations and reporting processes related to code enforcement and zoning in order to initiate cleanup; distribute to Chamber member.*
- Encourage the formation of and participate in city/county joint planning efforts and sector planning to identify ways to address appearance issues throughout the county.
- Encourage the county and its municipalities to adopt minimum maintenance standards.
- Actively encourage members to participate in clean up efforts, starting with their own business.
- Emphasize Putnam County’s positives while working to eliminate the negatives.

Objective E-2: Facilitate a unified business voice for zoning and code enforcement

Actions:

- Encourage evening hearings so businesses can participate; provide key talking points for business people who testify.
- Encourage members to e-mail local elected officials on key matters and have e-mails read into hearing records.

- Utilize local media to provide editorials from various Chamber members on the importance of community image.

Objective E-3: Support the development of upscale housing to support the county’s professional workforce.

Actions:

- Identify sites with the potential to be successful housing developments.
- Identify the number of jobs and other demographic information in Putnam County with that support the development of middle and upper scale housing; Widely distribute this information to local and regional developers.
- Look at how infrastructure expansions (roads, water/sewer, and telecommunications) to commercial and industrial sites can also be an attractor to upscale housing.
- Develop partnerships with financial institutions, builders and others.
- Encourage incentives that include infrastructure for developers to develop upscale housing.

Primary Partners	Available Chamber Resources
City and county governments Local and regional developers Area businesses	Currently unfunded, activities are based on staff availability

Supporting data

Putnam County Demographics
2004 Population = 73,226
2003 Labor Force = 28,451
% of working age population in labor force = 66% First Coast = 78%; US = 78%
Median age 2003 = 40.1 yrs, 2002 = 41.2
2003 Poverty Rate = 19.3%

Putnam County Income & Wages
2003 average covered wage= \$27,414; First Coast=\$28,017, Florida = \$32,914
2003 Per capita income= \$19,329; First Coast=\$2,289 US=\$30,413

BUSINESS & INDUSTRY

Putnam County has approximately 1,200 firms and 23,043 jobs

18% of jobs are in manufacturing compared to 7.2% region and statewide, and 15% in the US

Employment Distribution Industry		
	Number	Percent of Total
Agriculture	673	04.5
Mining	77	00.4
Construction	1,005	05.4
Manufacturing	3,370	18.0
Trans, Commutations & Pub Utilities	431	02.3
Wholesale Trade	473	02.5
Retail Trade	3,688	19.7
Finance Insurance & Real Estate	533	02.9
Services	3,787	20.3
Government	4,578	24.5

Source: Florida Department of Labor & Employment Security

Existing Regional Industry Clusters Paying Livable Wages

(First Coast & North Central regions)

Distribution & Wholesale

Trucking and Warehousing (11,861 jobs); Durable Good Wholesale (19,992 jobs);

Transportation & Machinery Mfg

Water Transportation (4,156 jobs); Transportation Equip Mfg (5,753 jobs)

Financial & Insurance Services

Non-depository institutions (12,561 jobs); Insurance Carriers (19,704 jobs); Banks (13,390 jobs)

Primary Manufacturing

Wood & paper products (3,406), Fabricated Metals (4,223 jobs); Machinery (2,782 jobs)