JACKSON COUNTY, GEORGIA
COMPREHENSIVE PLAN

COMMUNITY AGENDA

August 11, 2015

<u>Prepared Under Contract By:</u>

Jerry Weitz & Associates, Inc.
Planning & Development Consultants

<u>GIS Mapping and Support By:</u>

Jackson County GIS Department

JACKSON COUNTY COMPREHENSIVE PLAN
TABLE OF CONTENTS

EXECUTIVE SUMMARY	v
CHAPTER 1: INTRODUCTION	1
ABOUT JACKSON COUNTY	1
Location and Transportation Access	1
Growth Trends and Characteristics	1
Jackson County's Municipalities	1
ABOUT COMPREHENSIVE PLANNING	1
Purposes of Comprehensive Planning	2
Local Planning Requirements	3
Plan Amendments	3
ORGANIZATION OF THIS COMPREHENSIVE PLAN	4
Community Goals Element (Chapter 2)	4
Needs and Opportunities Element (Chapter 3)	4
Character and Land Use Element (Chapter 4)	4
Transportation Element (Chapter 5)	4
Other Plan Elements	5
Community Work Program (Chapter 6)	5
Status of the 2010 Comprehensive Plan	5
POPULATION, HOUSING, AND EMPLOYMENT FORECASTS	6
CHAPTER 2: ASPIRATIONS: VISION, GOALS, AND POLICIES	7
VISIONARY OUTLOOK FOR JACKSON COUNTY	7
NATURAL RESOURCES AND THE ENVIRONMENT	8
ENERGY EFFICIENCY	14
HISTORIC AND CULTURAL RESOURCES	14
ECONOMIC DEVELOPMENT	16
HOUSING	17
CHARACTER AND LAND USE (see Chapter 4)	19
COMMUNITY FACILITIES AND SERVICES	19
TRANSPORTATION	24
Transportation Goals	24
Policies for Roads	25
Land Development and Transportation	26
Bicycle and Pedestrian Transportation	27
Public Transportation	28
Railroads	28
INTERGOVERNMENTAL COORDINATION	28
CHAPTER 3: NEEDS AND OPPORTUNITIES	29
HOUSING (H)	29
ECONOMIC DEVELOPMENT (ED)	29
NATURAL RESOURCES (NR)	29
LAND USE AND DEVELOPMENT (LU)	30
COMMUNITY CHARACTER AND DESIGN (CC)	30

COMMUNITY FACILITIES AND SERVICES (CF) 30
TRANSPORTATION (TR) 30

CHAPTER 4: CHARACTER AND LAND USE 31

UNDERSTANDING CHARACTER AND LAND USE AND DEVELOPMENT MAPS 31
Official Zoning Map 31
Existing Land Use 31
Settlement Character 31
2025 and 2040 Character 32
2025 and 2040 Future Land Use 32
Special Overlays Map 32
EXISTING LAND USE 32
SETTLEMENT CHARACTER AREAS 34
Reference 34
Settlement Character Area Policies 34
CHARACTER AREAS OVERVIEW 34
CONSISTENCY MATRIX 38
THE CONSERVATION CHARACTER AREA 39
THE AGRICULTURAL CHARACTER AREA 43
THE RURAL CHARACTER AREA 48
THE SUBURBAN CHARACTER AREA 54
THE URBAN CHARACTER AREA 58
PRINCIPLES FOR ENSURING CONSISTENCY WITH CHARACTER MAPS 61
FUTURE LAND USE 63
Land Use Policies Generally 67
Park/Recreation/Conservation 68
Intensive Agriculture 69
Agricultural/Forestry 70
Land Use Policies: Intensive Agriculture and Agricultural/Forestry 70
Residential 71
Land Use Policies: Residential 73
Public/Institutional 73
Land Use Policies: Public-Institutional 74
Commercial 74
Land Use Policies: Commercial 76
Master Planned Mixed Use 77
Land Use Policies: Master Planned Mixed Use 78
Industrial 79
Land Use Policies: Industrial 79
Land Use Policies: Mining and Extraction Industries 80
Transportation/ Communications/Utilities 81
SPECIAL OVERLAYS 81
SR 124 and SR 53 Corridors 81
U.S. Highway 441 Corridor 82
SR 98 (Maysville Road) Corridor in the Commerce Area 84
Jackson County Airport Overlay 84
SR 334 Scenic Corridor 84

CHAPTER 5: TRANSPORTATION **86**

FUNCTIONAL CLASSIFICATION OF ROADS 86
EXISTING AND FUTURE TRAFFIC CONDITIONS 86
FUTURE PARK AND RIDE LOTS 86
BRIDGES 87
INTERCITY CONNECTIVITY 87
EMERGENCY EVACUATION ROUTES 87
POLICIES 87
RECOMMENDED CHANGES TO UNIFIED DEVELOPMENT CODE 87
ROAD IMPROVEMENT PROJECTS 87
Programmed Projects 87
Unprogrammed Projects 88
Interstate 85 Widening 88
Additional Road Improvement Projects 89
PROJECT IMPROVEMENTS 89

CHAPTER 6: COMMUNITY WORK PROGRAM 90

HOUSING (H) 94
ECONOMIC DEVELOPMENT (ED) 95
NATURAL RESOURCES (NR) 101
HISTORIC PRESERVATION (HP) 107
LAND USE AND DEVELOPMENT (LU) 115
COMMUNITY CHARACTER AND DESIGN (CC) 120
COMMUNITY FACILITIES AND SERVICES (CF) 122
TRANSPORTATION (TR) 135

APPENDIX: SETTLEMENT CHARACTER AREAS **141**

LIST OF TABLES AND GRAPHS

1.1	Population, Housing, and Employment Estimates and Forecasts Jackson County, Georgia, 2010 to 2040	6
2.1	Public School Student Generation Multipliers Per Household (Occupied Housing Unit)Jackson County (All Three School Systems Combined; Year 2007 Data)	22
4.1	Character, Land Use and Zoning District Consistency Matrix	38
4.2	Future Land Use in 2025 and 2040	63
4.3	2025 Future Land Use	66
4.4	2040 Future Land Use	66
6.1	Community Work Program Summary	91

LIST OF MAPS

Existing Land Use	33
Character Areas 2025	36
Character Areas 2040	37
Future Land Use Plan 2025	64
Future Land Use Plan 2040	65
Special Overlays	83
Settlement Character Areas	141

EXECUTIVE SUMMARY
JACKSON COUNTY COMPREHENSIVE PLAN

This comprehensive plan is an update of the comprehensive plan community agenda adopted by Jackson County in 2010. This updated comprehensive plan covers a 25-year planning horizon (2015 to 2040). It provides a policy basis (in addition to the Jackson County Unified Development Code) for evaluating all future development proposals, whether they are requests for rezoning, applications for special use permit or subdivision plat approval, and others. The comprehensive plan is also intended to provide guidance for operating and capital improvement budgets. Topics covered in the plan include population, housing, economic development, natural resources, historic resources, character and land use, community facilities and services, and transportation.

Preceding the preparation of the community agenda in 2010, Jackson County prepared a Community Assessment, including a summary report and detailed chapters on the topics described above. Jackson County also prepared a community participation program in 2010 which entailed working with an appointed comprehensive plan steering committee and the hosting of community workshops around the county. A questionnaire was also developed and administered in 2009 to inform county policymaking. The county repeated community participation efforts in 2014 in preparation of this plan update; such efforts included appointment of a comprehensive plan steering committee, public workshops, and public hearings in 2015.

This comprehensive plan is organized into six chapters. The first chapter introduces the document. Chapter 2, “aspirations,” describes all of the various policies applicable in the county with regard to planning, except for character and land use which are provided in Chapter 4. Need and opportunities which were identified during the 2010 Community Assessment process and revisited and refined in the community participation process during 2014, are listed in Chapter 3 as required by the state’s local planning rules. Chapter 4 addresses character areas and land use. Chapter 5 is a synopsis of the Countywide Roadways Plan, 2008-2028. Chapter 6 focuses on implementation and provides a summary of all activities to be undertaken in the next five years to implement the plan. For each project, a one-page description of each recommended project is also provided.

Nine cities are located in Jackson County: Arcade, Braselton (part), Commerce, Hoschton, Jefferson, Maysville (part), Nicholson, Pendergrass, and Talmo. Each of the cities has its own individual comprehensive plans, so they are not covered in this comprehensive plan, except in terms of countywide perspective and where countywide services or policies apply.

Population and Housing Projections

Population and housing unit forecasts are provided in Chapter 1. The forecasts are higher than what current trends would suggest; by 2030 the county’s total population is anticipated to reach 83,500 people and by 2040, 98,500 people. Housing units are forecasted to increase by approximately 65% from 2010 to 2040.

Natural Resource Protection

The community assessment (2010) provides numerous maps which will be used to evaluate future development proposals with regard to their impact on the environment. This comprehensive plan calls for the designation of three major forest preserves, one along the Mulberry River, one in North Jackson County along the North Oconee River just south of

Interstate 85, and one in the southern part of the county along the North Oconee. The character and land use maps (see discussion below) designate flood plains, the three forest preserves, and other areas for conservation. Over the long term greenways are envisioned along the county's three rivers (Mulberry, Middle Oconee, and North Oconee). A multitude of greenspace preservation programs are suggested, starting with a Purchase of Development Rights (PDR) program, as well as protection through conservation easements and outright acquisition of fee-simple title.

Historic Resource Protection

When asked in 2009 if it is important to protect the historic resources in Jackson County, survey respondents overwhelm-ingly agreed or strongly agreed. The plan calls for an update to the countywide historic resources survey completed in 1976. Jackson County has created a Heritage Village site at its Hurricane Shoals Park, where historic buildings and structures from various places in the county have been saved from destruction and relocated in a village-type arrangement. The plan calls for two additional heritage villages in the county. Farms also comprise many of the county's historic resources as well as cultural landscapes.

North Oconee River (Hurricane Shoals)

The plan calls for additional nominations to the Georgia Centennial Farm Program. Several early Native-American and frontier trails also extend through Jackson County; the plan calls for the county to initiate a program for marking important historic sites, trails, and cemeteries. The county should recognize and nurture the historic preservation efforts of municipalities. Consideration will be given to pursuing a countywide historic preservation program to protect resources in unincorporated parts of the county during the planning horizon.

Character and Land Use Maps

Jackson County's plan for development management consists of a hierarchy of levels, starting first with the most generalized and progressing to increasingly more specific descriptions:

- The **settlement character map** (see appendix) shows distinct subareas of the county, including incorporated and unincorporated areas. It was prepared with the intention of aiding in the definition of character and allowing for an easier reference to different parts of the county. The settlement character area map has no regulatory significance – it is intended primarily to serve the purpose of community identification.

- **Character area maps for the years 2025 and 2040** show the desirable development pattern in the year 2025 and 2040. This comprehensive plan requires consistency with the Character 2025 map in terms of the provision and extension of sanitary sewer service and also the relative intensity or density of development. Policies associated with the character maps are presented in Chapter 4.

- **Future land use plan maps for the years 2025 and 2040** work in tandem with the Character 2025 and 2040 maps. These maps show unincorporated areas only and divide the unincorporated land into several land use categories: intensive agriculture, agriculture/forestry, residential, public/institutional, commercial, industrial, transportation/ communication/ utilities, and parks, recreation and conservation. This comprehensive plan requires consistency with the 2025 future land use plan map in terms of land use.

- **The special overlays map** establishes special areas which have policies and regulations (some of which have not been written yet) that apply to development within them. The special areas include the SR 124 and SR 53 corridors, the U.S. Highway 441 Corridor, the SR 98 (Maysville Road) corridor in the Commerce area, the Jackson County Airport, and the SR 334 scenic highway corridor.

Economy

Jackson County is surrounded on three sides by MSAs: the Atlanta MSA to the south; Gainesville MSA to the west; and the Athens MSA to the east (U.S. Bureau of Census 2003). Jackson County is strategically located at the edge of these three major labor markets and job centers. The county's economy is a combination of agriculture and agribusiness, heritage tourism, tourism, health care, racing venues, retail development, manufacturing, warehousing/ distribution, and international investment, among others. The Jackson County Airport is viewed as a key economic stimulus, especially with plans for its expansion and further improvement.

The major initiative with regard to economic development is for the Chamber of Commerce to prepare a comprehensive, strategic economic development master plan. Plan components will include the county's continued participation in the Georgia Innovation Crescent and Georgia Work Ready Program, as well as pulling together strategies for each major component of the county's economy. The plan also calls for establishment of a welcome center at Interstate 85 (probably at U.S. Highway 129). The county is also pursuing a new interchange at SR 60 and Interchange 85, which will spur retail development in addition to improving access in west Jackson County.

Job growth is anticipated to be slow for most of the coming decade in Jackson County. Manufacturing in Jackson County is anticipated to stay relatively level in terms of employment. Construction is expected to grow but at a slow pace. The transportation and warehousing and administrative/waste management industries are forecasted to grow faster in the county than state and national trends, but overall employment increases in those sectors will likely be relatively small. Jackson County will witness significant growth in health care and social assistance, accommodation and food services, and retail trade industries. Total employment is forecasted to grow at rates of about 1% annually (similar to the U.S. and State of Georgia as a whole) but then increase to a slightly higher rate after 2025.

Community Facilities and Services

Respondents to the community survey in 2009 exhibited satisfaction with the county's facilities and services. The plan calls into question the long-term viability of continuing service with independent fire districts relying mostly on volunteer firefighters; levels of service among fire districts are not uniform, and individual districts are not uniformly providing fire inspections or reviews of buildings and development with respect to fire codes.

Jefferson and Jackson County are collaborating on securing a new water supply reservoir along Parks Creek, and the county has studied the long-term feasibility of other potential reservoirs to be constructed in the future to ensure long-term water supplies. Sewer service by the Jackson County Water and Sewerage Authority is relatively limited in terms of geographic scope, serving the Traditions master planned community and large areas along Interstate 85 which are slated for industrial development.

Although the county has come a long way in terms of its parks and recreation facilities in recent years, parks and recreation received the lowest satisfaction ratings in 2009 of all the various facilities provided by Jackson County from respondents to the community questionnaire. The county completed a System-Wide Recreation Master Plan, 2003-2012, but that plan needs updating. Parks capital projects have not been completed but are maintained in the community work program.

Jackson County is participating in the funding of libraries in the municipalities, but it does not have a library system to serve unincorporated residents. This plan suggests that during the 20-year planning horizon, Jackson County should consider changing the loose confederation of individual municipal libraries into either a countywide system or officially merging all municipal libraries into the Piedmont Regional Library System. In any event, the county will have to anticipate the eventual need to construct libraries in unincorporated areas to supplement the level of service provided by municipal libraries.

Jackson County will need to give increasing attention to countywide stormwater management. Capital improvement programming has been slow to develop in the county lately, but the plan calls for formalizing a capital improvement program and budget.

Transportation

A Countywide Roadways Plan, 2008-2028, was prepared by Moreland Altobelli Associates, Inc. and is adopted by reference as if fully set forth in this comprehensive plan. This comprehensive plan provides a synopsis of the plan (see Chapter 5). The Countywide Roadways Plan contains extensive inventories of the functional classification, traffic counts, levels of service, and safety considerations of major roads and bridges in the county. It specifically analyzed intercity connectivity and calls for designation of evacuation routes and the building of park-and-ride lots along Interstate 85. Policies of the plan are integrated into Chapter 2 of this comprehensive plan. Projects are recommended to be formally prioritized in a capital improvement program.

Policies and Implementation

Policies, which complement the visionary outlook of the county, are consolidated in Chapter 2 of this plan, except for character and land use policies which are provided in Chapter 4. This comprehensive plan also contains a chapter (#6) on implementation. Chapter 6 is a community work program covering the years 2015 to 2019, which will be used by Jackson County to implement the recommendations of the comprehensive plan. A consistency requirement exists in the county's Unified Development Code to ensure that land use decisions are in compliance with the plan's recommendations. Amendments to the Unified Development Code are called for in the community work program.

CHAPTER 1
INTRODUCTION

This introduction describes several aspects of the comprehensive plan. First, the county is summarized, including location, growth trends, and projections. An overview of comprehensive planning requirements is provided, and the organization of this comprehensive plan document is summarized.

ABOUT JACKSON COUNTY, GEORGIA

Location and Transportation Access

Jackson County is located northeast of the metropolitan Atlanta Region, northwest of the Athens-Clarke County metropolitan region, and east of the Gainesville-Hall metropolitan region. Jefferson, the county seat, is situated approximately midway between Athens and Gainesville. Three major highways transect the county. Interstate 85, which links Atlanta to Greenville, SC, runs in a northeast-southwest direction for some 21 miles through the northern part of the county. U.S. Highway 129 links Athens and Gainesville and runs generally north-south in the western part of the county. U.S. Highway 441 runs north-south in the eastern part of the county and links Athens and Commerce with the north Georgia Mountains to the north.

Growth Trends and Characteristics

Jackson County is still mostly rural but began to rapidly suburbanize in the 1990s until 2007. It has witnessed growth pressures from three directions – the Atlanta region from Gwinnett and Barrow Counties to the southwest, the Athens-Clarke County region to the southeast, and Gainesville-Hall County to the west. North and northeast of Jackson County is still largely rural and non-urbanized. During most of the 2000s, Jackson County was a “suburban frontier,” with huge numbers of suburban subdivisions planned and developed. However, the great recession of 2008-2009 (and corresponding collapses of lending practices and increases in foreclosures) left Jackson County with a huge surplus of platted but vacant lots in suburban residential subdivisions. The severe recession and the slow recovery period in subsequent years, has stymied the population, housing, and employment growth anticipated in the county by the 2010 comprehensive plan. As of late 2014, growth trends are resuming nationally and in the county.

Jackson County’s Municipalities

Nine cities are located in Jackson County: Arcade, Braselton (part), Commerce, Hoschton, Jefferson, Maysville (part), Nicholson, Pendergrass, and Talmo. The two largest and most significant cities in terms of population and economy are Jefferson and Commerce. Two cities are split between Jackson and one or more other counties – Braselton is split among Jackson, Barrow, Hall, and Gwinnett counties, and Maysville is split between Jackson and Banks counties.

ABOUT COMPREHENSIVE PLANNING

A comprehensive plan is a long-range (usually 20-year) guide to future community building and improvement, adopted by the local governing body. A comprehensive plan considers several different facets of community planning in a single, unified document, crafted so that each element or component of the comprehensive plan is consistent with one another. Local governments prepare and adopt many different types of plans (e.g., transportation) but usually

they exist as stand-alone, independent creations that may not relate well to other plans. A comprehensive plan recognizes and incorporates these “functional” plans into the comprehensive plan or adopts those plans by reference.

Purposes of Comprehensive Planning

County comprehensive planning enhances coordination among various levels of government and the private sector. Healthy and economically vibrant counties are vital to Georgia’s economic prosperity. The state’s rules for local planning indicate that well-planned communities are better prepared to attract new growth in a highly competitive global market. Planning promotes predictability for business and industry, investors, property owners, taxpayers and the general public. One of the most important uses of a comprehensive plan is to show important relationships between community issues.

Planning is fundamentally about people – particularly where they live. Population change is the most fundamental issue to address in the comprehensive plan. Projections of future population help determine demands on county and municipal facilities such as schools, parks, law enforcement, and water supplies. When the population is projected to grow, new housing units will be needed; when new housing units are built, population increases. Planners and community leaders need to determine, based on community input and society’s needs, the types of housing that should be built in the future. People also need places to work. Maintaining a community’s quality of life depends on keeping the local economy vibrant and growing, with suitable employment opportunities.

Land is a resource, not just a commodity. Comprehensive plans establish policies to protect natural resources as development occurs, and to safeguard life and property. The vision of the community and the land-use plan help community leaders make decisions about where to allow development and where more spacious living environments are desired and appropriate. Comprehensive plans consider the history of the community and the resources that make up the community’s heritage, with the overall intent of preserving them.

Citizens also are concerned about the way the community looks – how clean it is, whether there is too much visual clutter, and how nice or unsightly buildings and land developments look to the eye. The way a community looks affects the ways residents and visitors perceive its “feel” and character. Comprehensive plans therefore pay attention to the aesthetics of buildings and land developments, and community leaders are in their right mind to be concerned about the way the community looks and feels.

Some public facilities are provided by cities, while others are provided by counties, special districts, or a higher level of government. The local comprehensive plan must carefully consider these future needs of the community, how they will be delivered, who will provide the service, and how they will be financed. Local government officials have an obligation to keep taxes as low as possible while providing the proper mix of community facilities and services residents and businesses need.

Local residents and businesses are a part of a larger community – the region. People have allegiance to their own community, but they must also recognize that the community is part of the county (or other substate political administrative unit) and the larger region. Planning problems cross local boundaries and therefore collaboration with other governments and the region is needed. The comprehensive plan therefore should suggest how different local

governments will work together to deliver all facilities, services, and programs the community will need over time.

Local Planning Requirements

In order to maintain qualified local government status, and thereby remain eligible for selected state funding and permitting programs, each local government in Georgia must prepare, adopt, maintain, and implement a comprehensive plan as specified in the Georgia Department of Community Affairs' Rules for Local Planning. Each community's comprehensive plan must include plan elements that are specified by state rules, as applicable.

This comprehensive plan has been prepared to comply with Rules of the Georgia Department of Community Affairs, Chapter 110-12-1, "Minimum Standards and Procedures for Local Comprehensive Planning," effective March 1, 2014. Rules of Georgia DCA stress that the comprehensive plan must be an easy-to-use document readily referenced by community leaders as they work toward achieving this desired future of the community. The state administrative rules for local planning also emphasize that plans should track implementation of community-based policies.

This comprehensive plan is an update of the 2010 comprehensive plan for Jackson County, which was prepared according to standards of the Georgia Department of Community Affairs effective in 2006. The Department of Community Affairs' supplemental planning recommendations provide ideas and suggested best practices to assist local governments in addressing minimum standards and procedures. Those recommendations have been consulted and integrated where appropriate in this update of the county's comprehensive plan.

Plan Amendments

As an adopted expression of the County's policy, the 2015 Comprehensive Plan must be maintained in a manner that still reflects the desires of the current Board of Commissioners. Developers, the general public, and public agencies have a right to rely on the adopted Comprehensive Plan as an expression of current policy. In cases where it is determined that a particular policy, goal, program, or statement is no longer a valid expression of the county's policy, then the plan needs to be amended. Otherwise, the validity of the plan is weakened, and those that have relied on the comprehensive plan when it is not a reflection of current policy have then been, in effect, misled.

Accordingly, this comprehensive plan may be amended. According to the state's 2014 local planning requirements, the county will determine when a plan amendment is necessary to address changing circumstances that may have detracted from the usefulness of the plan as a guide to local decision-making. Plan amendments may also be proposed by individual property owners, for example an amendment to the adopted character or future land use plan maps, according to procedures and limitations specified in the Jackson County Unified Development Code. The county is also required to update the comprehensive plan at five-year intervals, in accordance with the state's local planning requirements.

ORGANIZATION OF THE COMPREHENSIVE PLAN

Community Goals Element (Chapter 2)

The comprehensive plan must include a Community Goals element, titled in this plan as "aspirations" (see Chapter 2). That chapter lays out a road map for the community's future and was developed through extensive community participation process in 2009 and again in 2014. It includes a "visionary outlook" which was adopted in the 2010 comprehensive plan and which required only minor revision regarding the reference to the pace of prior development. The aspirations chapter also contains policies organized by subject matter (natural resources, housing, etc.). Policies pertaining to land use and character are articulated separate from Chapter 2 in the character and land use element (see Chapter 4). Policies adopted in this comprehensive plan are based in part on the state's recommended quality community objectives, which were thoroughly reviewed and incorporated into the 2010 comprehensive plan. Quality community objectives are retained in this 2015 comprehensive plan without any significant amendment. The aspirations element has been prepared after considering relevant provisions of the state's supplemental planning recommendations.

Needs and Opportunities Element (Chapter 3)

DCA's administrative rules require that the comprehensive plan list needs and opportunities the local government intends to address. This is addressed in Chapter 3 of this plan. Because planning rules require that each of the needs or opportunities identified as high priority must be followed-up with corresponding implementation measures in the community work program, the needs and opportunities element includes only those needs and opportunities that are a high priority and which have a corresponding description in the community work program. The list of needs and opportunities was based on a review of the issues and opportunities described in the 2010 comprehensive plan, supplemented by additional needs and opportunities identified by county staff, the county's planning consultant, and an appointed comprehensive plan update steering committee. The list of needs and issues was reviewed, modified, and confirmed by the comprehensive plan steering committee via its review of the community work program.

Character and Land Use Element (Chapter 4)

This 2015 comprehensive plan includes an element addressing character and land use (see Chapter 4). This chapter is the same as the 2010 comprehensive plan with regard to description and policies; very few changes have been made to the 2010 adopted text with regard to character and land use. The community planning process followed in updating Jackson County's plan did not reveal major needs with respect to changing land use policy. However, the character and land use maps have been thoroughly reviewed and revisions made, as appropriate.

Transportation Element (Chapter 5)

A transportation element is required for the portions of a local government's jurisdiction that are included in a Metropolitan Planning Organization. Jackson County now has a designated urbanized area (portions of West Jackson County) which is required to be included in the Gainesville-Hall Metropolitan Planning Organization's plans. State planning rules indicate that the Metropolitan Planning Organization's transportation strategy for the region may be substituted for this element.

Policies with regard to transportation are articulated in Chapter 2, “Aspirations.” Those transportation-related policy statements included in Chapter 2 represent a significant reorganization of policies adopted in the 2010 comprehensive plan, which in turn were derived from the county’s 2008 County Roadways plan.

Jackson County’s transportation element is intentionally brief and intended to align with the Gainesville-Hall MPO transportation strategy. The county’s transportation element also includes the 2008 County Roadways Plan, which was adopted as part of the 2010 comprehensive plan and remains in effect unless specifically modified by language of this 2015 comprehensive plan.

Other Plan Elements

The 2010 comprehensive plan includes several elements or components that are no longer required by the 2014 local planning requirements, including population, housing, economic development, community facilities, and intergovernmental coordination. While no longer required, selected provisions of the 2010 comprehensive plan have been retained in this 2015 comprehensive plan. Technical data and information in appendix format, prepared as part of the 2010 comprehensive plan, are still valid and therefore are retained to supplement this comprehensive plan as background data.

Community Work Program (Chapter 6)

This element of the comprehensive plan lays out the specific activities the county intends to undertake during the next five years to address the priority needs and opportunities. Activities include initiatives, programs, ordinances, administrative systems (such as site plan review, design review, etc.) that will be put in place to implement the plan.

Status of the 2010 Comprehensive Plan

This 2015 comprehensive plan supersedes the “Community Agenda” adopted in 2010 by the Jackson County Board of Commissioners. The 2010 comprehensive plan was based in part on extensive review of data and other information in the form of a “community assessment summary report” as well as a voluminous “technical appendix” which consisted of supporting documentation reports on population, housing, labor force and economy, natural resources, historic and cultural resources, character and land use, community facilities and services, and intergovernmental coordination. The data upon which the 2010 comprehensive plan was based have not become significantly outdated, given the relatively slow pace of development in recent years. Accordingly, those technical appendix chapters and the community assessment summary report are readopted as a part of this 2015 comprehensive plan as supportive material and may be cited by the county planning staff in support of this plan’s implementation. For example, a number of maps contained in the technical appendix chapters remain relevant to the county’s 2015 comprehensive plan.

Community Participation

Also adopted in 2010 was a community participation strategy. That strategy is not a part of the 2015 comprehensive plan, since it has been superseded by process requirements articulated in the state’s local planning requirements effective in 2014. Jackson County followed and exceeded minimum requirements for community participation in preparing this update to the comprehensive plan.

POPULATION, HOUSING, AND EMPLOYMENT FORECASTS

The comprehensive plan adopted in 2010 indicated that Jackson County would increase its population from approximately 65,000 to 100,000 during the next two decades (by 2030). Almost two-thirds (62.8 percent) of the population was forecasted to reside in unincorporated areas by 2030. Housing units were forecasted to increase from approximately 24,000 to 36,500 from 2010 to 2030, almost two-thirds of which were expected to be in unincorporated areas in 2030.

Table 1.1 provides revised estimates and forecasts for population, housing units, and employment in Jackson County. The population forecast is lower than projected in 2010, given sluggish development conditions from 2008 through 2014. These forecasts may be slightly higher than what the current trends would indicate; however, it is appropriate that Jackson County plan for significant increases in population, housing, and employment for purposes of facilities improvements.

Table 1.1
Population, Housing, and Employment Estimates and Forecasts
Jackson County, Georgia, 2010 to 2040

Forecast	2010	2015	2020	2025	2030	2035	2040
Population	60,485	62,000	68,000	75,000	83,500	91,500	98,500
Housing Units	23,752	24,800	27,200	30,000	33,400	36,600	39,400
Employment	21,500	21,715	22,800	24,000	25,800	26,875	28,890

Source: Jerry Weitz & Associates, Inc., December 2014.

CHAPTER 2
ASPIRATIONS: VISION, GOALS, AND POLICIES

VISIONARY OUTLOOK FOR JACKSON COUNTY

We the residents of Jackson County value our rural character and connection with agriculture, our county's historical roots, and the small town feel of our cities. Jackson County's agricultural land, cattle farms, and scenic pastures, along with old barns and farmhouses, distinguish it from Athens and the Atlanta region. We appreciate Jackson County's excellent location and convenient proximity to Athens and the Atlanta metropolitan area, but we don't want our county to be swallowed up by growth pressures of either region, with their traffic headaches, faster paces, and declining environmental qualities. Jackson County is close enough to Atlanta and Athens so we can enjoy "city" life, but come home to a quieter, slower pace of life, a cleaner environment, friendlier neighbors, and an agricultural/rural/pastoral setting with small towns. We are not, and refuse to become, "another Gwinnett County."

In order to maintain these desirable qualities and attributes, we support programs to protect historic resources, the county's farms, and its rural/scenic landscapes. It would be tragic if our county lost its historical and natural resources, its beautiful farmland and rural way of life, and the charming, small-town feel of our cities. We are concerned about keeping our taxes low and want to attract light industry and develop more work places to balance residential growth with a stronger non-residential tax base. We desire more retail development and quality services, including convenient health care. We recognize opportunities to partner with the University System of Georgia, and we seek to capitalize on those opportunities for purposes of economic development as well as natural resources protection.

We can achieve these aims with a carefully thought-out growth plan that concentrates workplaces in the cities and along major transportation routes (especially Interstate 85, U.S. Highway 441, and U.S. Highway 129), while keeping resource lands and rural places much the same as they are now. We welcome new residents who want to share the many positive attributes of our county, including the friendliness and helpfulness of our people. During the early 2000s, however, the rate of residential development and population gain was too fast. The county still has many empty or partially developed residential subdivisions, and we don't seek new residential development in new areas until these homebuilding opportunities are largely exhausted. When more subdivisions are needed, we expect them to be constructed according to our growth plan and in a manner sensitive to the valuable historic, scenic, and environmental resources that we have, preserving them to the maximum extent possible. This means maintaining some of the land as greenbelts, wildlife corridors, open space, agriculture (livestock and crop production), and/or historic sites, rather than platting all of the land into lots.

Jackson County will embrace its elderly population and seek to become a more senior-friendly place. We also support new, mixed-use, pedestrian friendly development in appropriate locations based on our growth plan. We recognize manufactured homes provide necessary, affordable housing, but we do not want to provide future opportunities for manufactured housing that would diminish our stated values and desirable characteristics of the county. We support more efforts to maintain and improve the aesthetics of the county. We will bridge any divisions between different parts of the county and will work collectively toward this unified vision. This means concerted efforts to cooperate among all local governments, school systems, and service providers.

NATURAL RESOURCES AND THE ENVIRONMENT

1. **Adoption of Natural Resource Maps.** The natural resources maps provided in the 2010 Community Assessment Technical Appendix (see Natural Resources) and in the 2010 Community Assessment Summary Report are adopted by reference as if fully set forth in this document, specifically including the following: wetlands; groundwater recharge areas, water supply watersheds; floodplains; steeply sloping soils; areas of prime farmland; and scenic views and corridors, and soils unsuitable for septic tanks absorption fields.

2. **Use of Natural Resource Maps.** The Jackson County Department of Public Development and development applicants are expected to consult, as applicable, the maps of natural resources. Where specific policies are articulated in this section for natural resources, applications for comprehensive plan amendments, rezoning, special uses, variances, and subdivision plats are expected to conform to those specific policies, and departure from them may be the basis for disapproval. After review by the Department of Public Development of applications or land development proposals in relation to these natural resource maps and supporting policies, the Department may propose and the Planning Commission and Board of Commissioners may impose conditions of approval intended to mitigate impacts on natural resources.

3. **Wetlands – Preservation and Mitigation.** Preserve wetlands where they exist, or as a last resort if they cannot be preserved on-site, mitigate wetland loss by increasing ecologically equivalent wetlands on other appropriate sites (i.e., wetland mitigation through wetland banking).

4. **Wetlands – Review for Development Impacts.** Any proposal for development involving the alteration of, or an impact on, wetlands should be evaluated according to the following (based on Ga. DNR Rule 391-3-16-.03):

    - Whether impacts to an area would adversely affect the public health, safety, welfare, or the property of others.
    - Whether the area is unique or significant in the conservation of flora and fauna including threatened, rare, or endangered species.
    - Whether alteration or impacts to wetlands will adversely affect the function, including the flow or quality of water, cause erosion or shoaling, or impact navigation.
    - Whether impacts or modification by a project would adversely affect fishing or recreational use of wetlands.
    - Whether an alteration or impact would be temporary in nature.
    - Whether the project contains significant State historical and archaeological resources, defined as “Properties On or Eligible for the National Register of Historic Places.”
    - Whether alteration of wetlands would have measurable adverse impacts on adjacent sensitive natural areas.
    - Where wetlands have been created for mitigation purposes under Section 404 of the Clean Water Act, such wetlands shall be considered for protection.

5. **Wetlands – Buffers.** When a development proposal is located close to a wetland, it should establish and maintain a minimum 25 foot wide protective buffer around the wetland.

6. **Wetlands – Uses.** Uses of wetlands may include: Timber production and harvesting; wildlife and fisheries management; wastewater treatment; recreation; natural water quality treatment or purification; and other uses permitted under Section 404 of the Clean Water Act. Unacceptable uses may include: receiving areas for toxic or hazardous waste or other contaminants; and hazardous or sanitary waste landfills.

7. **Groundwater Recharge Areas.** Maintain in the Unified Development Code regulations that implement the Georgia Department of Natural Resources' Rules for Environmental Planning Criteria for groundwater recharge areas (391-3-16-.02, "Criteria for Protection of Groundwater Recharge Areas").

8. **Water Supply Watersheds.** Maintain in the Unified Development Code regulations that implement the Georgia Department of Natural Resources' Rules for Environmental Planning Criteria for Water Supply Watersheds (391-3-16-.01, "Criteria for Water Supply Watersheds"). This includes regulations for "small" water supply watersheds in Jackson County: Bear Creek, Curry Creek, Grove Creek, Sandy Creek, and Little Curry Creek.

9. **Water Supply Watersheds – Future.** If/when Jackson County or another local government makes a decision to secure another public water supply reservoir in Jackson County, the County should apply regulations that implement the Georgia Department of Natural Resources' Rules for Environmental Planning Criteria for Water Supply Watersheds (391-3-16-.01, "Criteria for Water Supply Watersheds") to lands within that future water supply watershed. This includes the Parks Creek Reservoir in unincorporated Jackson County and may include others.

10. **Water Supply Watersheds – Land Acquisition.** In any future land acquisition efforts or programs, Jackson County should (all other considerations being equal) give priority to acquiring land within small water supply watersheds, in order to supplement existing regulations designed to protect water quality.

11. **Water Supply Watersheds – Enforcement of Buffer around Bear Creek Reservoir.** Enforce the required 150-foot buffer around the Bear Creek Reservoir in order to ensure regional watershed protection, and mitigate encroachments into the buffer. Seek assistance from the Northeast Georgia Regional Commission if needed to arbitrate conflicts between the county's enforcement staff and individual property owners with encroachments on the buffer.

12. **River Corridor Protection.** Maintain in the Unified Development Code regulations that meet and exceed the Georgia Department of Natural Resources' Rules for Environmental Planning Criteria for River Corridor Protection (391-3-16-.04, "Criteria for River Corridor Protection") for the North Oconee River, the Middle Oconee River, and the Mulberry River.

13. **River Corridor Supplemental Buffer Policies.** In addition to the regulations of Sec. 905 of the UDC which implement the Rules for Environmental Planning Criteria for River Corridor Protection (391-3-16-.04, "Criteria for River Corridor Protection"), Jackson County hereby adopts the following policies for protected river corridors along the North Oconee River, the Middle Oconee River, and the Mulberry River:

- No dwelling or building should be constructed within 50 feet of the river bank.
- When a single-family dwelling is proposed in a river corridor, the dwelling should be sited on non-vegetated (open) parts of the required 100 foot buffer.
- For all building uses except for single-family dwellings, when that half of the buffer closest to the river is not fully forested or vegetated, it should be replanted with native vegetation.

14. **Floodways and Floodplains.** Prohibit development within floodways and restrict or prohibit development in flood plains. If development within flood plains is allowed, flood plain storage should not be decreased from its present state. In no event should development be permitted that inhibits the flow of floodwaters.

15. **National Flood Insurance Program.** Continue to participate in the National Flood Insurance Program. Periodically amend the flood damage prevention/floodplain management ordinance to comply with changes to ordinances specified by the Federal Emergency Management Agency.

16. **Floodways and Floodplains – Observed But Not Mapped.** Extend floodplain management, flood hazard area prevention, and floodway prohibitions to areas of flooding which are not officially mapped but are known through additional study or observation to experience flooding. Maintain and share data on such additional floodways and floodplains with the public and development applicants.

17. **Minimize Water Quality Impacts.** The location and intensity of development should be sited so as to minimize the negative effects of that development on water quality, both during and after construction. Major considerations concerning water quality should include: organic pollution from infiltration and surface runoff; erosion and sedimentation; water temperature elevation; nutrients such as nitrogen and phosphorous; and toxic materials.

18. **Stormwater Best Management Practices.** Implement best practices for water pollution control and stormwater management, including but not limited to “low impact development” techniques such as biofilters (vegetated swales/strips), wet ponds, and constructed wetlands.

19. **Prime Farmland Soils – Generally.** Jackson County’s prime farmland soils are hereby declared to be important natural resources worthy of protection for future crop cultivation in support of the county’s future food security.

20. **Prime Farmland Soils – Protection.** Outside "urban" character areas, consult the map of prime farmland soils in the 2010 Community Assessment (see technical appendix) in future development proposals to prevent building and development encroachment within them, if possible. Outside "urban" character areas, prevent the inclusion of prime farmland soils within residential subdivision lots, where permitted, if alternative designs are feasible. Where subdivision is permitted outside "urban" character areas, promote the clustering of development and the arrangement of subdivision lots in a way that will maximize the future use of prime farmland soils for cropland cultivation.

Agricultural lands are abundant in Jackson County.

21. **Soils with Severe Limitations on Septic Tank Absorption Fields.** When the subdivision of land is proposed without sanitary sewer service or a community sewage system being available, the map of soils with severe limitations on septic tank absorption fields (see 2010 Community Assessment) should be consulted. If such soils exist on property proposed for subdivision and on-site sewage management systems, lot arrangements should be designed to avoid any lot with a majority or more of its land area containing such soils; alternatively, the subdivider should be required to demonstrate the feasibility of septic tank operations on each lot or that alternative on-site sewage management systems as may be approved by the Jackson County Environmental Health Department will work effectively.

22. **Steep Slopes.** The following policies apply to lands with steep slopes (25 percent or more as mapped in the 2010 Technical Appendix; or as may be shown on topographic surveys):

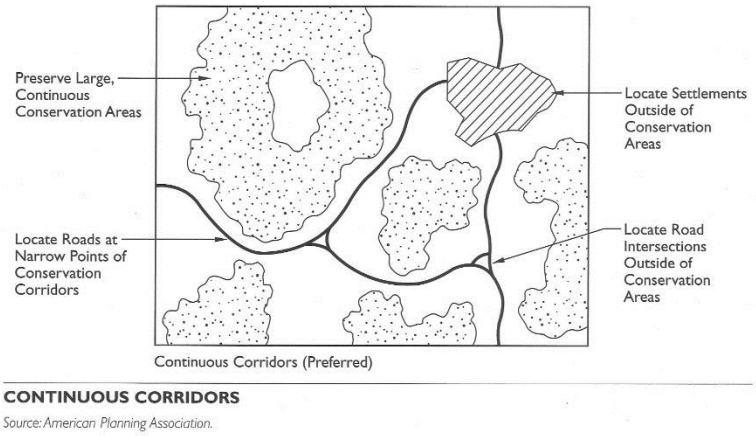
    - When conservation subdivisions are proposed, steep slopes should be set aside as secondary conservation areas per the Unified Development Code.
    - No lot should be created with more than 50 percent of its area containing steep slopes, and lot subdividers should demonstrate that each lot has a suitable building envelope outside steeply sloping areas.

- If a building site must be created with steep slopes, all buildings and structures on such building sites should have foundations which have been designed by a civil engineer or other qualified professional.
- When development must occur within steeply sloping areas, site designers are also encouraged to propose and apply innovative concepts for slope and soil stabilization, and limitations on grading.

This subdivision, located east of SR 124 just north of SR 11, was constructed on steep slopes.

23. **Habitat Conservation.** The following policies apply:

- Participate in any regional inventory of important (not necessarily endangered) habitats and any regional habitat conservation plan if initiated by the Northeast Georgia Regional Commission.



Wildlife habitat depends on continuous, connected networks of forested open space.

Source: Planning and Urban Design Standards, 2005 (John Wiley & Sons, Inc.), p. 139.

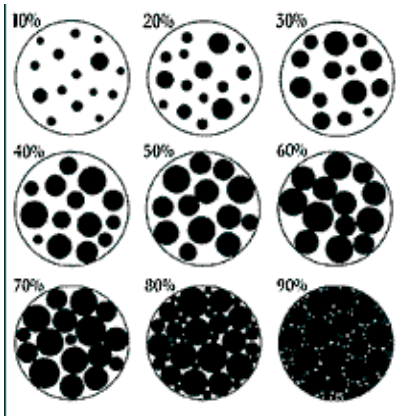
- Consider habitat information in the review of land developments, including but not limited to the database of the DNR Natural Heritage Program, USFWS County Listing of Threatened and Endangered Species, and the DNR Listing of Locations of Special Concern Animals, Plants, and Natural Communities.
- Promote and pursue principles of landscape ecology when reviewing large developments and major subdivisions.

24. **Trees and Tree Canopy.** The following policies apply:

- **Street Trees.** Encourage or require the planting of street trees in subdivisions and new land developments.
- **Tree Protection.** Restrict the cutting of trees, and require the replacement of trees with trees of like species and value.

- **Tree Canopy.** Preserve and enhance tree canopy, by adopting, amending, and enforcing tree preservation regulations in the Unified Development Code. Unless more restrictive requirements are adopted by regulation, use the following goals, recommended by American Forests (2002) for the preserving tree canopy, as a guide in development planning:

40 percent tree canopy overall
50 percent tree canopy in suburban character areas
25 percent tree canopy in urban areas



25. **Water Conservation.** Promote the conservation of water by residents, businesses, industries, and institutions, to meet local, regional, and state objectives or directives. Participate in private and public educational efforts that are designed to assist in water conservation.

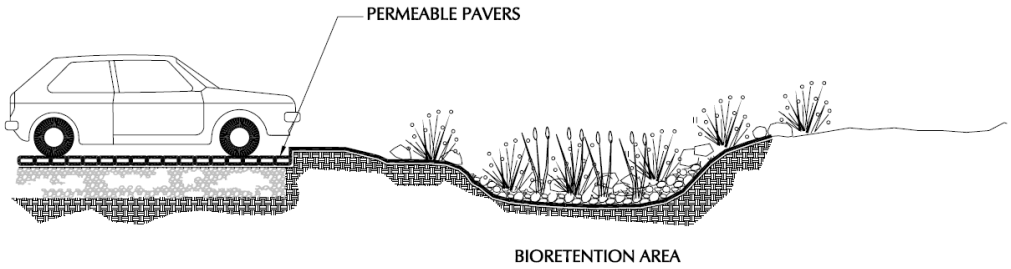
26. **Stormwater Management.**

- Design man-made lakes and stormwater ponds for maximum habitat value and which will serve as amenities for the development.
- Sites should be designed where possible to drain to the rear or side, where detention ponds are more appropriately located. Fenced detention ponds in front yards are strongly discouraged if not prohibited altogether.
- When stormwater detention or drainage is placed adjacent to the right-of-way, slopes should be gentle enough to avoid fencing requirements, and the area should be attractively landscaped.
- New, major residential subdivisions should be required to ensure that adequate funding is available for maintenance of any non-public on-site stormwater detention facilities.

27. **Sustainable Development Practices.**

- Identify and revitalize “brownfield” (environmentally contaminated) sites.
- Institute water reuse (grey water) systems where feasible.
- Conduct and/or encourage private inventories of construction/demolition materials that can be reused and recycled (e.g., building materials deconstruction and reuse plans).
- Promote renewable energy resources such as solar electricity.
- Promote, and reward if possible through incentives, “green building” (e.g., green roofs) and green building code practices, such as but not limited to the U.S. Green

Building Council's Leadership in Energy and Environmental Design (LEED) Rating System.
- Institute stream bank stabilization using plant materials, where needed.
- Encourage other sustainable practices, such as use of porous materials and installation of rain gardens.



ENERGY EFFICIENCY

1. **Energy Efficiency.** Reduce energy consumption through comprehensive planning and urban design, and promote energy-efficient development.

2. **Support Programs to Increase Energy Efficiency.** Support programs to increase energy efficiency and reduce life-cycle costs of all construction projects, including public and institutional projects.

3. **Encourage Renewable Energy Applications.** Develop and encourage appropriate applications of renewable energy.

4. **Efficient Lighting Practices.** Develop lighting design guidelines that promote energy efficiency and safety while reducing light pollution or "sky-glow," light trespass on adjacent properties, and glare.

HISTORIC AND CULTURAL RESOURCES

1. **Compatible Character.** The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character (Quality Community Objective, Historic Preservation).

2. **Historic Resources Generally.** Identify, preserve and protect historic resources.

3. **Incentives.** Provide incentives to protect and preserve historic resources.

4. **Historic Resources Survey.** Maintain and update the county's survey of historic resources at regular intervals (no less than 10 years).

5. **Relation to Economic Development.** Ensure that historic preservation and heritage tourism become components of the county's overall economic development strategies.

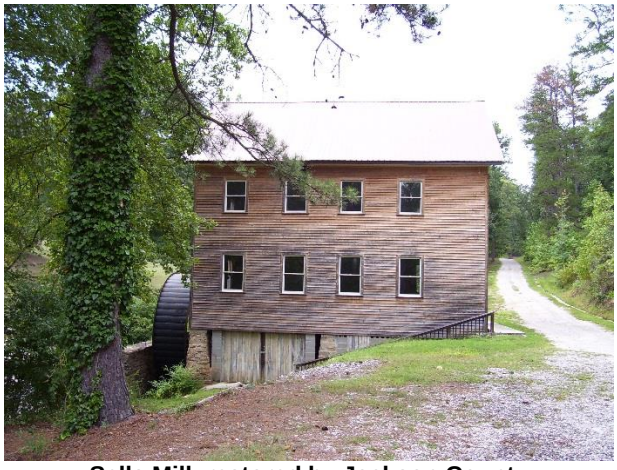
6. **Countywide Emphasis.** Jackson County's programs for historic preservation should take a countywide focus, emphasizing the interrelationships between the various cities as well as historic places in unincorporated areas.

7. **National Register Listings.** Encourage property owners to add eligible properties to the National Register of Historic Places.

8. **Georgia Centennial Farms.** Encourage property owners to add eligible farms to the Georgia Centennial Farm Program.

9. **Reuse of Historic Buildings.** The reuse of historic buildings is encouraged, provided the architectural character or historic significance of the building and site is retained.

10. **Movement of Historic Buildings.** When it is not feasible to retain a historic building or structure on its original site, as opposed to demolition, the historic building or structure should be moved intact to a county heritage village site if available and practicable.

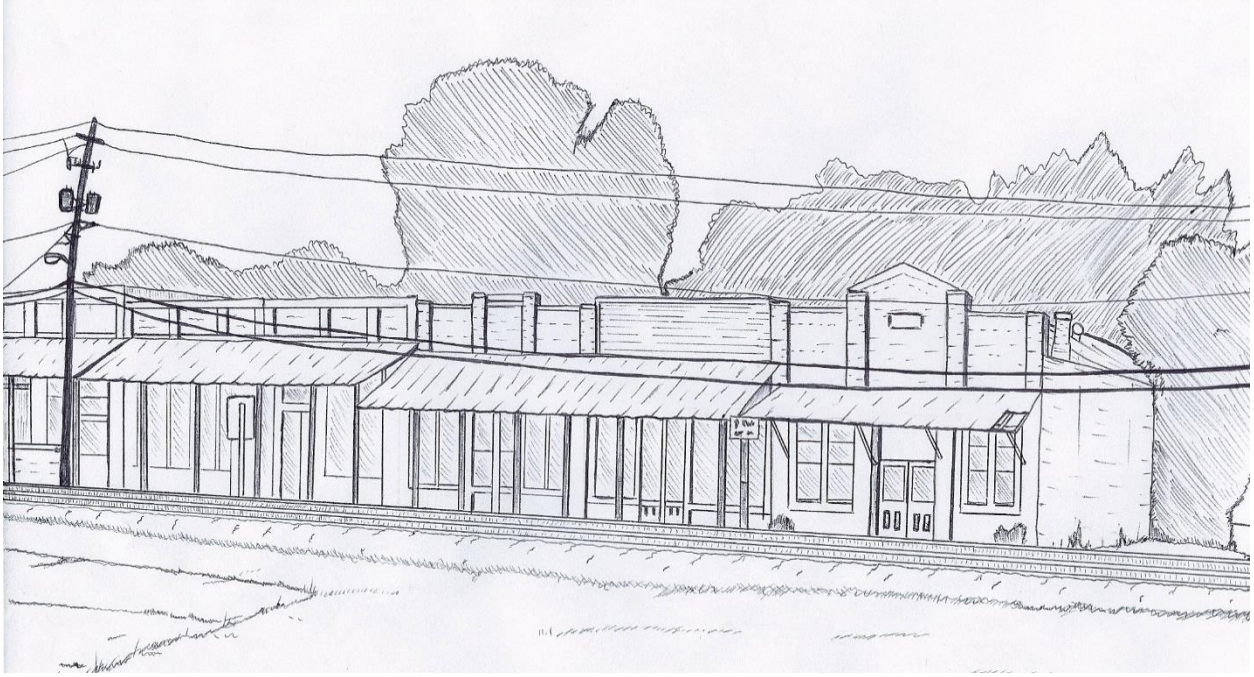


Sells Mill, restored by Jackson County

11. **Salvage of historic materials.** When a historic building or structure can neither be preserved on its original site or moved intact to one a county heritage village site, the building or structure should be carefully deconstructed and the most historically or culturally significant features and materials retained and donated to the county or historic society.

12. **Partnership with Historical Society.** Jackson County should partner with the Jackson County Historic Society in efforts to educate the citizenry and property owners about the importance of preserving and protecting historic resources in the county.

13. **Technical Assistance to Municipalities.** If adequate staffing is available, the county should strive to provide technical assistance to municipalities in their own historic preservation programs.



Downtown Maysville's historic commercial storefronts are a prime example of why Jackson County should take a more active approach to preservation. Without guidance and support from the county, historic resources may become further degraded and underutilized. On the other hand, a heritage tourism component of an economic development master plan will go a long way toward the county and its cities capitalizing on its culture and history.

ECONOMIC DEVELOPMENT

1. **Appropriate Businesses.** The businesses and industries encouraged to develop or expand in Jackson County should be suitable in terms of job skills required, linkages to other economic activities in the county or region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities (Quality Community Objective, Appropriate Business).

Distribution Center in Jackson County

2. **Range of Jobs Available.** A range of job types should be provided in each community to meet the diverse needs of the local workforce (Quality Community Objective, Employment Options).

3. **Education and Training.** Educational and training opportunities should be readily available in the county to permit residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions (Quality Community

Objective, Educational Opportunities). Increase skill levels of the resident labor force, in order to attract higher paying employers.

4. **Economic Development Generally.** Expand the economic base and increase employment opportunities while protecting environmental, historic, and community character.

5. **Diversity of Economic Development Approaches.** Prepare economic development strategies and plans that are comprehensive in nature, such that all economic activities are addressed, including but not limited to agriculture and agribusiness, tourism, heritage tourism, health care, retail, services, material moving and warehousing, biotechnology, industrial and manufacturing, research and development, and small business/home occupations.

6. **Infrastructure.** In designated locations, provide and maintain sanitary sewer capacity and road capacity in order to attract new industry and manufacturing and commercial activities. Reserve such capacity for the types of industries and businesses that need the infrastructure.

7. **Positive Business Climate.** Create and maintain a positive climate for business in the county.

8. **Promotion and Recruitment.** The county should actively and deliberately promote the county to business interests worldwide, and recruit industry and commerce.

9. **Business Retention.** The county (assigned economic development personnel) should work with existing business owners to assist them with marketing and to ensure that business retention objectives are met.

10. **Relation to Land Use Plan.** Designate and reserve sufficient land for industrial and commercial development on the future land use plan maps.

11. **Home Occupations.** Home occupations, when compatible with the neighborhood, are recognized as part of the overall county's economic development strategy and are encouraged, subject to compliance with applicable zoning laws.

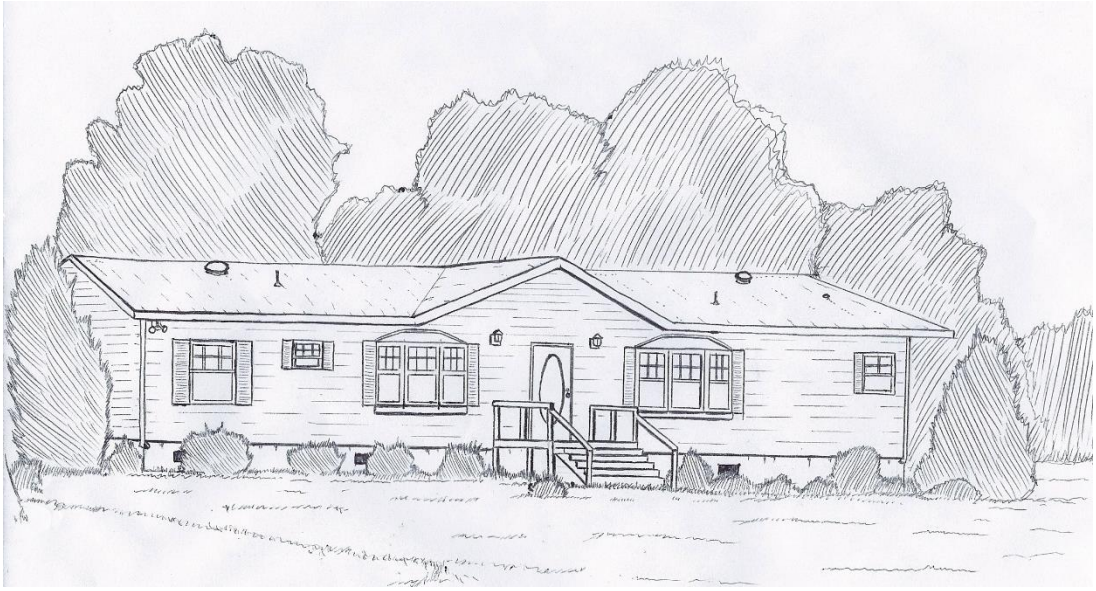
12. **Balanced Regulation.** Balance the need to regulate the design and appearance of commercial and other properties with a positive regulatory environment that is sensitive to the need for businesses to be competitive in the marketplace.

13. **Public Participation.** Promote and facilitate public participation in future economic development planning.

14. **Municipal Participation.** Consider the needs of individual municipalities in future economic development planning.

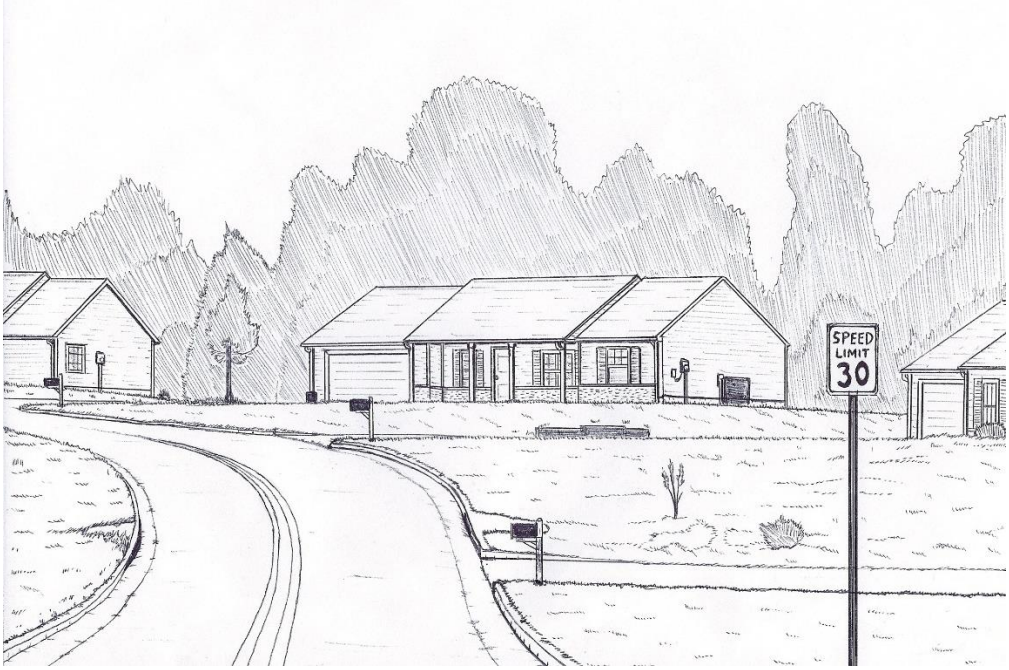
HOUSING

1. **Housing Opportunities.** Quality housing and a range of housing size, cost, and density should be provided in the county (Quality Community Objective, Housing Opportunities).



Manufactured housing, if required to be set up with compatibility standards such as pitched roofs, skirting, and other architectural embellishments, need not be considered a threat to devalue stick-built homes.

2. **Housing Variety.** Encourage a variety of home styles, densities and price ranges in locations that are accessible to jobs and services to ensure housing for individuals and families of all incomes and age groups.



Starter Housing Available in Jackson County

3. **Life Cycle and Mixed Generation Communities.** Encourage “life cycle” or “mixed generation” communities that provide for persons of different age groups (including seniors) to live in the same community as they age.

4. **Housing for Persons with Disabilities.** Avoid regulations and practices that would discourage the provision of housing for persons with disabilities.

5. **Design and Location of Senior and Disabled Housing.** Houses should be made available for seniors and disabled persons that contain a single-level with no-step entrances and wide doorways. Senior housing should be located in close proximity or with appropriate access to health care services.

6. **Avoid Regulatory Barriers.** In amending zoning and development regulations, the county should consider the potential impact of such amendments on housing affordability, in order to possibly avoid creating or sustaining “regulatory barriers.”

7. **Nonprofit Housing Organizations.** Encourage the creation of, and cooperate with, community-based housing organizations in the pursuit of more affordable workforce housing.

8. **Substandard Housing.** Require that substandard or dilapidated housing be brought up to applicable codes or demolished if code compliance is not feasible.

9. **Housing and Property Standards Codes.** Allocate appropriate resources to enforce housing and property maintenance codes.

10. **State and Federal Housing and Community Development Programs.** Pursue federal and state financial assistance programs to improve areas of substandard housing and improve neighborhoods and communities.

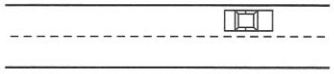
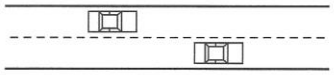
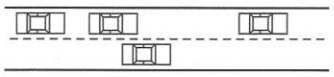
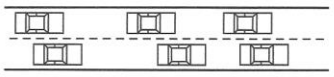
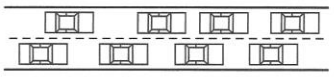
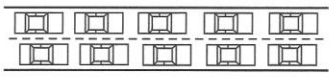
CHARACTER AND LAND USE

(see Chapter 4)

COMMUNITY FACILITIES AND SERVICES

1. **Level of Service Standards.** Establish and maintain level-of-service and/or performance standards for the major community facilities and services provided by the county. Unless specified by facility-specific master plans and adopted as superseding policy, Jackson County should strive to maintain the following minimum level of service standards:

   (a) **Water:** 300 gallons per day per equivalent residential unit or 100 gallons per day per functional population (residents plus employees) within the given service area, whichever is less.
   (b) **Sewer:** 225 gallons per day per functional population (residents plus employees) within the given service area.
   (c) **Roads:** No worse than a Level of service "D" (a condition with heavy traffic operating at tolerable speeds, although temporary slowdowns in flow may occur) for county roadways and state highways.

	Level of Service	Description
A		Free Flow: Low volumes and no delays.
B		Stable Flow: Speeds restricted by travel conditions, minor delays.
C		Stable Flow: Speed and maneuverability closely controlled due to higher volumes.
D		Stable Flow: Speeds considerably affected by change in opening conditions. High-density traffic restricts maneuverability; volume near capacity.
E		Unstable Flow: Low speeds, considerable delay; volume at slightly over capacity.
F		Forced Flow: Very low speeds; volumes exceed capacity; long delays with stop-and-go traffic.

LEVEL OF SERVICE

Source: Bucher, Willis & Ratliff Corporation.

Source: Planning and Urban Design Standards. 2006. John Wiley & Sons. p. 523.

(d) **Law Enforcement:** 2 sworn officers for each 1,000 functional population (residents plus employees) within the given service area.
(e) **Emergency Medical Services:** One EMS station and vehicle for every 10,000 residents countywide.
(f) **Fire Stations and Rolling Stock:** 1.0 square feet of fire department building space per functional population and 1 fire engine per 4,000 functional population.
(g) **Parks and Recreation:** 2.0 acres of developed park and recreation facilities per 1,000 residents, and 2.5 acres of passive county recreation and/or open space land per 1,000 residents (excluding state owned facilities), for a total of 4.5 acres per 1,000 residents in the service area.
(h) **Libraries:** 0.5 square feet of library space for each resident countywide.
(i) **Administrative Space:** 0.5 square feet of administrative space per functional population (residents plus employees).

2. **Departmental Mission Statements.** Prepare and adopt, and revise periodically as may be needed, mission statements for each individual department (and divisions, as appropriate) of county government.

3. **Long-term Water Supplies.** Continue to investigate the feasibility of additional long-term sources of water supplies.

4. **Water System Contingencies.** Contingency plans should be prepared for dealing with major water line breaks, loss of water sources during drought, and other possible damages to the water system such as flooding.

5. **Expansion of Public Water Service.** Expand the county's public water system where essential for purposes of fire protection and public health. Water line extensions into

previously unserved areas need to be consistent with countywide character area maps and future land use plans for unincorporated Jackson County, as well as the adopted county service delivery strategy. Require that developers extend water lines into areas of new development within suburban and urban character areas. Developers of new subdivisions should be required to install the water mains and appurtenances through or along the tract and deed the facilities to the county or public service provider.

6. **Sewer Service Generally.** Manage water-borne waste by operating, maintaining, expanding, and replacing components of the wastewater system to ensure uninterrupted collection, transport, processing, and treatment. Convey all sanitary wastewater flows to the treatment plant or site without bypassing flows into receiving waters and without causing waste backups that store sanitary sewage on private properties.

7. **Sewer.** Coordinate with the Jackson County Water and Sewerage Authority and municipal sewer service providers to expand sewerage services commensurate with growth projections in the comprehensive plan, promoting increased opportunities for all types of development within urban and selected suburban areas as designated on the character area maps. Require developer extension of sewer lines (or dry sewers if sewage service is not presently available) into areas of new development within all urban areas as shown on the county's character maps. Review sewer plans for consistency with the county's character and future land use plan maps and the county's adopted service delivery strategy.

8. **Water and Sewer Service Areas.** Delineate and adopt, and revise periodically as appropriate as a part of the county's service delivery strategy, water and sewer service areas for each municipal service provider and the county's Water and Sewerage Authority. Revise service area boundaries at regular intervals to account for municipal annexations.

9. **Standard Construction Details and Specifications.** Maintain and periodically update standard construction specifications and standard drawings for water and sewer systems.

10. **Water and Sewer Financial Considerations.** The revenue produced by water and sewer systems should be sufficient to pay for all necessary capital expenditures, operation and maintenance costs, debt service, and administrative costs. The enterprise funds for water and sewer should provide a contingency fund for emergencies.

11. **Oversizing of Water and Sewer Mains.** Regulations provide for the "oversizing" of water and sewer mains so that when a larger water or sewer main is needed than would serve the subdivision or development, the county can contribute a prorated share of the cost to construct a water or sewer main that serves a larger population or area.

12. **Law Enforcement.** Maintain a level of service of no more than a seven-minute response to all law enforcement calls. Consider the provision of one or more satellite service centers such as in Nicholson and at Interstate 85 and U.S. Highway 129, if opportunities present themselves. Consider the co-location with other county or city facilities where feasible to save capital costs. Seek private donation of small office spaces within large private commercial developments for periodic law enforcement personnel use.

13. **Fire Protection.** Expand the countywide fire protection function to include fire prevention activities, fire training, budget coordination among individual fire districts, and review of development plans for fire code compliance.

14. **Fire District Boundaries.** Revise fire district boundaries as appropriate based on service provision equity principles.

15. **Fire Hydrants.** Establish and maintain land development regulations that require the installation of fire hydrants at minimum of 1,000 feet intervals where public water lines exist, and at 750 foot intervals in suburban and urban areas.

Maysville Area Fire Station

16. **ISO Ratings.** Continue to monitor Insurance Services Organization (ISO) ratings and improve where possible.

17. **Emergency Preparedness.** Periodically conduct community hazard vulnerability analyses to identify the types of environmental extremes (e.g., floods, tornadoes, hurricanes, earthquakes), technological accidents (e.g., toxic chemical releases,), and deliberate incidents (e.g., sabotage or terrorist attack involving chemical, biological, radiological/nuclear, or explosive/flammable materials) to which communities may be exposed. Periodically review and revise the disaster preparedness and emergency management plans for the county based on such vulnerability analyses and update them as appropriate.

18. **Impact of Development on Schools.** Planning staff and development applicants should use the following school system pupil generation multipliers to evaluate impacts of residential development on the public school systems, unless updated multipliers are published by one or more of the public school systems in Jackson County:

Table 2.1
Public School Student Generation Multipliers Per Household (Occupied Housing Unit)
Jackson County (All Three School Systems Combined; Year 2007 Data)

Grade	Student Generated Per Household 2007
(pre-k through 2nd grade)	**0.1350**
Pre-k	.0149
Kindergarten	.0418
1st grade	.0392
2nd grade	.0391
3rd through 5th	**0.1118**
3rd grade	.0389
4th grade	.0361
5th grade	.0368
6th through 8th	**0.1149**

6th grade	.0389
7th grade	.0379
8th grade	.0381
9th through 12th	**0.1290**
9th grade	.0423
10th grade	.0316
11th grade	.0291
12th grade	.0260
Total Per Household	**0.4908**

19. **Capital Facilities Plans and Capital Improvement Programs.** Maintain a five-year capital facilities plan and capital improvement program, updated annually. In considering the prioritization of facility projects, the county should consider the following criteria (suggestive):

    - ***Facility plans.*** Has a space needs study been conducted for the facility or service, and have capital plans been developed to meet needs identified?
    - ***Legal requirements.*** Are there federal or state mandates with respect to the operation of the facility, and if so, are they met? If not, what is required to comply?
    - ***Location and accessibility.*** When planning for new facilities, do they need to be located at a central point in the service area?
    - ***Centralization versus decentralization***. Can the facility or service be provided in smaller, decentralized locations? Or is it important for efficiency that all operations of the facility or service be located in one, centralized place?
    - ***Age and condition.*** How old is the facility? When was it constructed and last renovated? Does it have roof leaks, old HVAC equipment, or other immediate maintenance and replacement needs?
    - ***Obsolescence.*** Is the facility obsolete in the sense that it has not been modernized to keep up with advances? Were parts of the building designed for certain uses but are now used for other purposes? If so, what are the potential renovation costs, and are they prohibitively expensive?
    - ***Expansion potential.*** Is there any expansion potential for the existing building, or does it consume the vast majority of the lot or site on which it is located, thus preventing expansion?
    - ***Adequacy of parking.*** Does the facility receive visitors? Are enough parking spaces provided? Is ingress and egress safe and adequate, especially for public safety vehicles?
    - ***Adequacy of office space for personnel.*** Are work spaces provided for each employee, and are they adequate? Does office and other equipment spill into halls and entrance ways?
    - ***Restrooms facilities and employee support space.*** Are the restrooms adequate and ADA accessible? Is there a “break” room or kitchen for personnel?
    - ***Adequacy of storage and on-site records space.*** Has the facility outgrown its storage capacity? To what extent do overcrowded storage spaces increase the time of retrieval and decrease efficiency of departmental operations? Has all existing storage space been maximized in terms of efficiency? Does the department or office have records or equipment stored off-site?

20. **Maintenance and Repair.** Anticipate maintenance and repair needs for all existing county facilities, and include in the capital improvement program as necessary.

21. **Consultation of Appropriate Boards and Commissions.** County staff should consult appropriate boards, commissions, groups, and agencies (e.g., Planning Commission and Historic Society) prior to formalizing and adopting capital improvement programs.

22. **Solid Waste Management.** Implement the county's (regional) comprehensive solid waste management plan. Pursue waste diversion, composting, and recycling strategies.

23. **Beautification.** Maintain the county's participation in the state Keep Georgia Beautiful Program, administered by the Georgia Department of Community Affairs.

24. **Public-Private Co-Delivery.** Identify, and capitalize on, opportunities for innovative public-private ventures in the arrangement, provision, and delivery of various county facilities and services.

25. **Major Equipment.** Computers, GIS systems, and rather sophisticated software programs are needed to manage countywide mapping, property tax systems, business registration, budgeting and accounting work, and other functions. The county should identify and fund the purchase of major equipment to maintain state-of-the art professional capabilities in each department.

26. **Facility and Substantive Master Plans.** When facility plans such as water and sewer, parks and recreation, and multi-modal transportation plans are prepared, they should be adopted by reference as a part of the comprehensive plan. At the time of integration into the comprehensive plan, the content of this comprehensive plan should be amended as appropriate to ensure consistency.

TRANSPORTATION

Transportation Goals

1. Establish and maintain a safe, convenient, and financially feasible transportation system that minimizes environmental impacts and also efficiently and effectively serves all travel needs of Jackson County employers, residents, and visitors.

2. Coordinate local, multi-modal transportation plans with regional and state transportation plans and programs.

3. Coordinate local, multi-modal transportation plans with land use planning and regulation, to ensure that existing and proposed population densities, housing and employment patterns, and land uses are consistent with the transportation roadways proposed to serve these areas.

4. Secure federal and state funding for transportation, where available, and maximize the use of available financial resources to fund needed transportation improvements.

5. Serve economic development needs of the county with adequate transportation improvements, in particular new roads parallel to Interstate 85 to serve planned commercial and industrial land uses.

6. Promote regional and countywide connectivity in the local road network, including intercity travel.

7. Minimize adverse social and environmental impacts associated with roadway improvements.

8. Design planned roadway improvements in a way that is context sensitive, preserves or creates a sense of place for the areas in vicinity of the improvements, and that enhances community aesthetics.

9. Ensure that vehicular traffic, especially truck traffic, will not be routed into residential neighborhoods, so as to preserve the peace and quiet of residential neighborhoods.

Policies for Roads

1. **Functional Classification.** Establish and update the functional classification of roadways in the county, in conjunction with the Georgia Department of Transportation.

2. **Evacuation Routes.** Designate emergency evacuation routes to facilitate emergency operations during severe public emergencies. Update the designated routes as needed.

3. **Roadway Standards.** County roadways should be designed to meet current AASHTO standards, except for special cases such as scenic roads and areas deserving context sensitivity. Construction standards for roadways should vary by functional classification, especially those receiving semi-truck traffic. Make standard drawings available publicly.

4. **Capacity and Safety Evaluation and Improvement.** Evaluate the existing roadway network at periodic intervals to identify capacity and safety issues related to roads and intersections, and regularly program funds for improvements needed in the Capital Improvements Program.

5. **Major Road Upgrades.** Bicycle and pedestrian facilities should be added along major collector and arterial roadways in suburban and urban character areas, especially parts of the county serving large residential areas, as funding becomes available.

6. **New or Reconstructed Roadways**. New or reconstructed roadways should be designed to accommodate pedestrian and bicycle facilities.

7. **Road Improvements near Municipalities.** For any road improvement within three miles of a municipality, solicit input from the municipality on road design issues. Proposals for municipal by-passes should be considered only in the context of potential adverse economic effects upon economic activity in the municipality; this consideration should be addressed in any environmental impact documents associated with the planning and construction of new by-pass routes.

8. **Road Maintenance.** Execute road maintenance programs to address poor stormwater drainage, narrow or lack of shoulders, lack of pavement markings, litter, and other similar needs.

9. **Encroachments.** Protect existing and future rights-of-way from building encroachment.

10. **Traffic Signals.** Traffic signals need to be installed where warranted. All traffic signals along arterial and collector roadways should have different timing cycle lengths during nighttime versus daytime hours.

11. **Speed Limits.** Establish posted speed limits for all county roadways and periodically reevaluate and revise speed limits as may be needed based on existing road conditions, such as functional classification, shoulder condition, road grade, adjacent land uses, frequency of driveway accesses, building setbacks, sight distances, geometric features of the roadway, pedestrian activity, and historical crash data.

12. **Roadway Lighting.** Improve roadway lighting in areas where warranted, such as horizontal alignment curves, blind areas, intersections, and bridges. Schedule and install identified improvements as part of the County's annual road maintenance program.

13. **Traffic Safety and Control Signage.** Proper traffic control signage should be installed along county roadways where missing, including stop signs, warning signs, and "no through trucks" signs, as part of the county's annual sign maintenance program.

14. **County Road Identification Signage.** Place the county logo at the beginning of each road name on all street signs associated with county-owned and maintained roadways, as part of the county's annual sign maintenance program. Road name identification signs need to be consistent throughout the county and updated when annexations occur that change maintenance responsibilities from the county to a municipality.

Land Development and Transportation

1. **Generally.** When development occurs it will be the responsibility of developers to improve facilities along their public street frontages and internal to the development.

2. **Traffic Impact Studies.** When a development proposal would be expected to generate 1,000 vehicle trips or more, or 100 or more vehicle trips during any a.m. or p.m. peak hour, a traffic study should be required.

3. **Connectivity.** All new roadways except low volume, local residential subdivision streets, should connect at both termini with the existing road network. Local streets should be planned with more than one connection to the existing public road network. Street stubs should be provided to ensure connectivity with future subdivisions on abutting lands.

4. **Developer Responsibilities.** The county should not accept the responsibility of completing any developer commitments associated with required roadway improvements, regardless of governmental jurisdiction or any offer of an in-lieu financial payment by the developer.

5. **Access Management.** Adopt and apply access management standards to control the connections and access points of driveways and roads to public roadways.

6. **Access Management within Municipalities.** No curb cuts on county roads that are located within a municipality should be issued by county staff until a written request for municipal input regarding the applicable curb cut application has been submitted and a response has been received or a sufficient response time has expired.

7. **Turn Lanes and Traffic Signals.** Ensure that left-turn and right-turn lanes and traffic signals, if warranted, are installed by the owner/developer at the time of construction of major nonresidential development entrances.

8. **Sidewalk Installation.** New subdivisions need be required to provide sidewalks along streets internal to the subdivision and all subdivisions and land developments should provide sidewalks within the right-of-way of public roadways abutting or fronting the subdivision or land development.

9. **On-site Circulation.** Adopt and apply standards that ensure the safe and convenient flow of vehicles, pedestrians, and where appropriate bicyclists, on development sites in suburban and urban character areas.

10. **Surfacing of Parking Areas.** Use permeable surfaces for parking lots in non-residential developments, if appropriate. Address appropriate use of porous (pervious or permeable) materials in residential parking lots. Consider the context sensitivity of paving requirements and provide flexibility where warranted for water quality or character retention purposes.

11. **Schools.** When new school sites are developed, sufficient lighting and crosswalks should be provided to promote walking and to enhance safety. The road system serving schools should be improved with right and left-turn lanes with adequate storage and deceleration tapers at all school entrance drives.

12. **Commercial Development.** New commercial areas need to have public road access at the proper functional classification. Big box businesses should be required to study traffic impacts and prior to land development approval propose mitigation measures that will minimize capacity and safety issues and to reduce conflicts among pedestrians, bicyclists, vehicles, and trucks. Encourage the installation of grid street patterns in commercial nodes. Require parcel-to-parcel connectivity in non-residential areas (where compatible) using cross-access easements, to ensure that drivers can directly access abutting non-residential uses without having to use the road or street.

Bicycle and Pedestrian Transportation

1. **Bicycle and Pedestrian Master Plan.** Prepare and adopt a Bicycle and Pedestrian Master Plan that serves the long-term cycling and walking needs of residents in Jackson County. The master plan should be consistent with regional plans adopted by the Northeast Georgia Regional Commission. Update the plan on a regular basis.

2. **Standard Details.** Develop cross-sections and minimum specifications for all types of bike facilities, including shared-use, bike lanes on roads, bike lanes on shoulders, and off-street bike paths and multi-use trails.

3. **Accessibility.** All new bicycle and pedestrian facilities need to meet current American with Disabilities Act (ADA) standards.

Public Transportation

1. **Rural Public Transit.** Continue to work with Georgia Department of Transportation in the provision of rural transit services funded through the Federal Transit Administration 5311 Rural Public Transit Program.

Railroads

1. **Railroad and Road Grade Separation.** Maintain safe railroad crossings for drivers, bicyclists, and pedestrians, and consider opportunities and where feasible implement projects that separate at-grade road and railroad intersections.

Railroad Between Commerce and Maysville

INTERGOVERNMENTAL COORDINATION

1. **Regional Cooperation.** Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources (Quality Community Objective, Regional Cooperation).

2. **Regional Solutions.** Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer (Quality Community Objective, Regional Solutions).

3. **Support for Regional Policies.** Coordinate local policies and regulations to support regional policies. Ensure that goals and implementation programs of the county's comprehensive plan are consistent with adopted coordination mechanisms and consistent with applicable regional and state programs.

4. **Intergovernmental Agreements.** Periodically assess existing intergovernmental agreements and develop new agreements as appropriate.

5. **Information Sharing.** Share resources and information with all government entities.

6. **Conflict Resolution.** Resolve conflicts with other local governments through established mediation processes or other informal or formal means.

CHAPTER 3
NEEDS AND OPPORTUNITIES

The local planning requirements suggest that the local government accentuate and improve its assets, mitigate and change its liabilities, and develop its potential. The purpose of this chapter is to list those needs and opportunities identified during the planning process in Jackson County. As noted in the introduction of this plan, the state's 2014 local planning requirements require consistency between the list of needs and opportunities and the community work program. Therefore, this chapter serves as the basis for the community work program.

Jackson County decided on the following initiatives as major areas of emphasis for its community work program. Some of these will be considered long range and beyond the immediate fiscal capacity of the county government to implement.

HOUSING (H)

H-1. Community HOME Investment Program (CHIP)

ECONOMIC DEVELOPMENT (ED)

ED-1. Inventory of Industrial Buildings and Lands
ED-2. Economic Development Strategic Plan
ED-3. Georgia Innovation Crescent (Participation)
ED-4. Certified Work Ready Community
ED-5. Former Agri-Cycle Site Reclamation and Redevelopment
ED-6. Interstate 85 Welcome Center

NATURAL RESOURCES (NR)

NR-1. Natural Resources Inventory Maintenance/Update
NR-2. Environmental Planning Criteria Implementation
NR-3. Flood Plain Management
NR-4. Acquisition of Conservation Land: Forest Preserves
NR-5. Stormwater Management (MS4 Program)
NR-6. Stormwater Utility

HISTORIC PRESERVATION (HP)

HP-1. Countywide Historic Resources Inventory
HP-2. Graduate Student Historic Preservation Internship
HP-3. Heritage Tourism Component of Economic Development Plan
HP-4. Heritage Village Improvements at Hurricane Shoals Park
HP-5. New Heritage Village Sites
HP-6. Nominations to the National Register of Historic Places
HP-7. Nominations to Georgia Centennial Farms Program
HP-8. Historic Trails Identification and Marking

Heritage Village at Hurricane Shoals Park

LAND USE AND DEVELOPMENT (LU)

LU-1. Land Use and Development Monitoring
LU-2. Development Review and Current Planning Assistance
LU-3. Regulatory Impact Audit and Evaluation of Regulations
LU-4. Amendments to Unified Development Code
LU-5. Sustainable Development and Resilience to Climate Changes

COMMUNITY CHARACTER AND DESIGN (CC)

CC-1. Settlement Character Areas Identification Signs
CC-2. Beautification: Keep Jackson Beautiful Program

COMMUNITY FACILITIES AND SERVICES (CF)

CF-1. Master Plan for County Governmental Complex
CF-2. Capital Improvement Program
CF-3. Countywide Service Delivery Strategy Update
CF-4. Recreation System Master Plan Update
CF-5. Public Health and Community Center, Nicholson
CF-6. Comprehensive Solid Waste Management Plan
CF-7. County Fire District and EMS Upgrade and Replacement Program
CF-8. Improvements to ISO Fire Suppression Rating Schedule
CF-9. Regional Water Plan (update)
CF-10. Countywide Library System Improvement
CF-11. Emergency Services and Disaster Mitigation Plans (update)
CF-12. Broadband Data Transmission Development
CF-13. Public Safety Master Plan

TRANSPORTATION (TR)

TR-1. Jackson County Airport Development Phase 1
TR-2. Jackson County Airport Development Phase 2
TR-3. Jackson County Airport Development Phase 3
TR-4. Metropolitan Planning Organization Participation
TR-5. Countywide Roadways Plan Update
TR-6. Rural Public Transportation Services

CHAPTER 4
CHARACTER AND LAND USE

This chapter of the comprehensive plan provides descriptions and maps designed to help Jackson County manage future development in a way that protects resources, maintains existing and desired character, ensures compatibility with existing development, and establishes efficient growth patterns. Jackson County's plan for development management consists of a hierarchy of levels, starting first with the most generalized and progressing to increasingly more specific descriptions: (1) settlement character areas; (2) character areas 2025 and 2040; (3) future land use 2025 and 2040; and (4) the special overlays map. Policies corresponding to these maps, as appropriate, are also articulated in this chapter to guide future development within the respective areas.

UNDERSTANDING CHARACTER AND LAND USE AND DEVELOPMENT MAPS

It is important that the reader understand the meaning and intentions of each of the major maps associated with land use. This section is intended to provide that understanding. More detailed descriptions of these maps are provided later in this chapter.

Official Zoning Map

The Official Zoning Map was adopted as a part of the Unified Development Code. It divides all of unincorporated Jackson County into agricultural, residential, commercial, and industrial districts. This map is important in terms of regulations – it describes what land uses are permitted "as of right" and what other uses may be possible if an application is filed and approved by the Board of Commissioners. Consulting the zoning map and permissions is the first step, because if a proposed land use and development is consistent with the zoning district shown on the Official Zoning Map (and as described in the Unified Development Code), that land use and/or development is allowable regardless of what the other maps summarized in this section suggest. The Official Zoning Map is a regulatory map and is not produced in this Chapter or provided in this comprehensive plan.

Existing Land Use

This map shows how land is used currently (2014). It has no regulatory significance. It divides the county into land use classifications simply to describe how each property is being used now. It does not reflect character, future land use, or zoning. The existing land use map appears here in this chapter.

Settlement Character

This map shows distinct subareas of the county, including incorporated and unincorporated areas. It was prepared with the intention of aiding in the definition of character and allowing for an easier reference to different parts of the county. The settlement character area map has no regulatory significance – it is intended to aid in community identification. There are a limited number of policies associated with this map. Settlement character is described in an appendix of this comprehensive plan.

2025 and 2040 Character

These maps show the desirable (generalized) development pattern in the year 2025 and 2040, using the same categories as the existing character map. The 2025 map has significance in terms of rezoning requests, special use approvals, variances, major subdivision plats, and municipal annexations. This comprehensive plan requires consistency with the Character 2025 map in terms of the provision and extension of sanitary sewer service and also the relative intensity or density of development. A proposed rezoning, special use, variance, major subdivision plat, or municipal annexation must be consistent with this map in terms of sanitary sewer and density/intensity. The Character 2040 map shows the desirable development pattern for the year 2040, using the same categories as the 2025 character map. The 2040 map is described the same way as the Character 2025 map, except that it shows 15 more years of desired development patterns. It is intended to apply from the year 2026 through 2040. Policies associated with the character maps are presented in this chapter.

2025 and 2040 Future Land Use

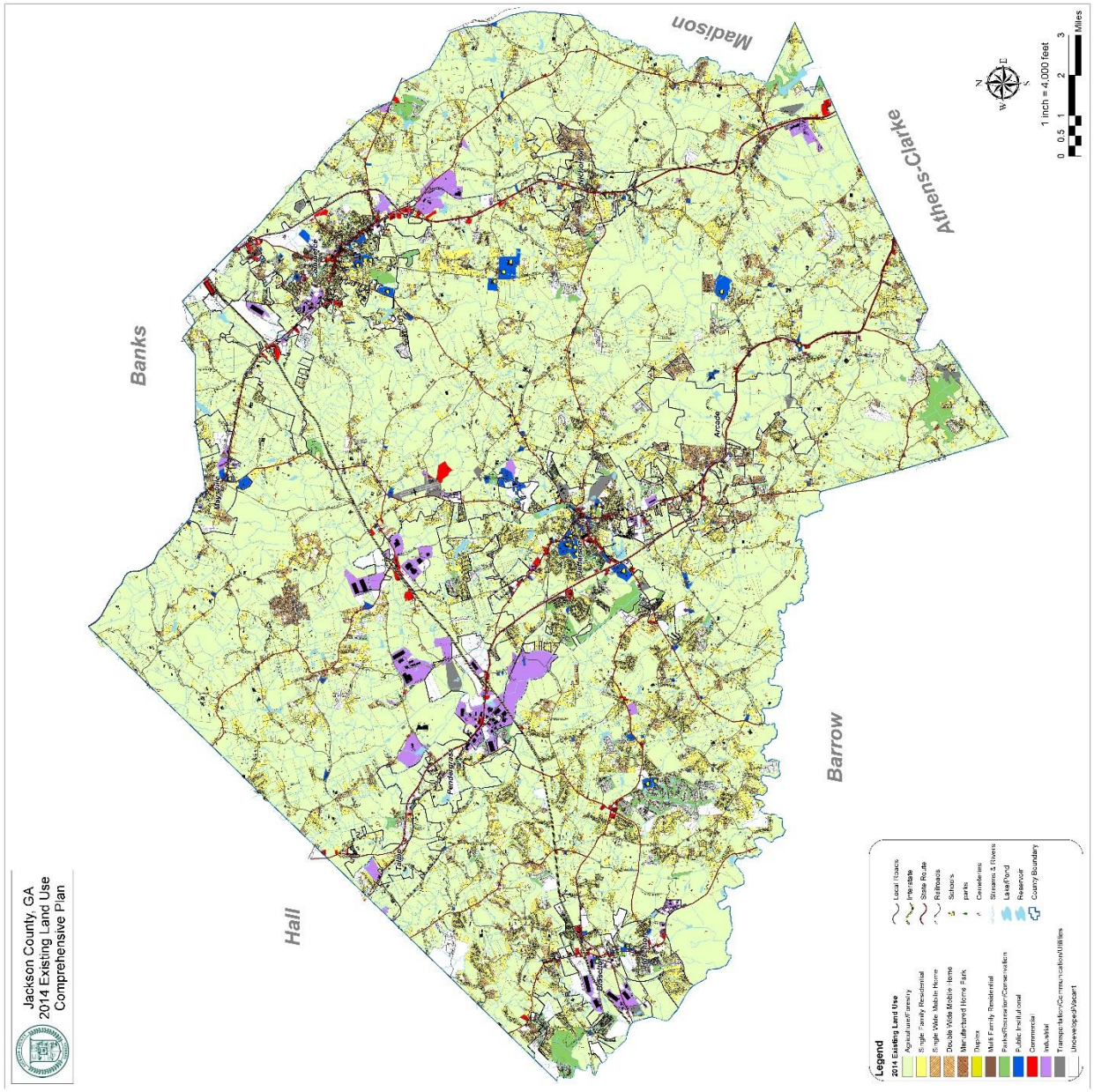
These maps are intended to be reviewed in conjunction with the Character 2025 and 2040 maps. The Future Land Use 2025 map specifies details with respect to land use at the parcel level (i.e., whether residential, commercial, industrial or other land use is appropriate). While the character maps establish parameters for sewer service, density/intensity, and desired design, the future land use map also needs to be consulted along with the Character 2025 map because it shows whether the land use proposed in a rezoning or special use application, or municipal annexation will be considered appropriate (i.e., consistency is required). The 2025 map applies through the year 2025, and the 2040 map applies from the year 2026 through 2040. Policies associated with land uses are presented in this chapter.

Special Overlays Map

This map establishes special areas such as road corridors which have policies (and in some cases accompanying regulations) that apply to development within them. The designations on the special overlays map may have regulatory significance even with development that is consistent with the official zoning map.

EXISTING LAND USE

For more information on existing land uses, see the 2010 comprehensive plan. The existing land use inventory was updated in 2014.


Jackson County, GA
2014 Existing Land Use
Comprehensive Plan
Banks
Hall
Madison
Athens-Clarke
Barrow
Legend
2014 Existing Land Use
Agriculture/Forestry
Single Family Residential
Single Wide Mobile Home
Double Wide Mobile Home
Manufactured Home Park
Duplex
Multi Family Residential
Parks/Recreation/Conservation
Public Institutional
Commercial
Industrial
Transportation/Communication/Utilities
Undeveloped/Vacant
Local Roads
Interstate
State Route
Railroads
Stations
parks
Cemeteries
Streams & Rivers
Lake/Pond
Reservoir
County Boundary
1 inch = 4,000 feet
0 0.5 1 2 3
Miles

SETTLEMENT CHARACTER AREAS

Reference

Settlement character areas were identified in the 2010 comprehensive plan. These areas are retained in this comprehensive plan (see Appendix). Policies relative to these areas are established in this chapter, below. The community work program calls for a program of identifying settlement areas by name with signs.

Settlement Character Area Policies

1. **Use Map as Identification Tool.** When rezoning or discretionary land use applications are filed, the Public Development Department should identify the settlement area within which the application is located, for purposes of community identification.

2. **Subarea or Refinement Plans.** Any subarea or refinement plans developed in the future by Jackson County should use the settlement character area map as a basis for defining the boundaries for such plans.

3. **Signage and Gateway Features.** Jackson County's comprehensive plan supports and encourages private, community, and public efforts to install signage and unique gateway features that identify the settlement, especially the community focal point(s).

4. **Development to Preserve Character and History.** When development occurs within a given settlement character area, that development should respect and preserve the existing pattern and character of the settlement. The architecture of new development should be compatible with the existing, built environment. Any historic churches, cemeteries, farmsteads, historic sites, and other unique, man-made features in the settlement should be allowed to dominate, or at least not be obscured or overpowered by new development. Pedestrian access to community focal points in the settlement should be provided where appropriate.

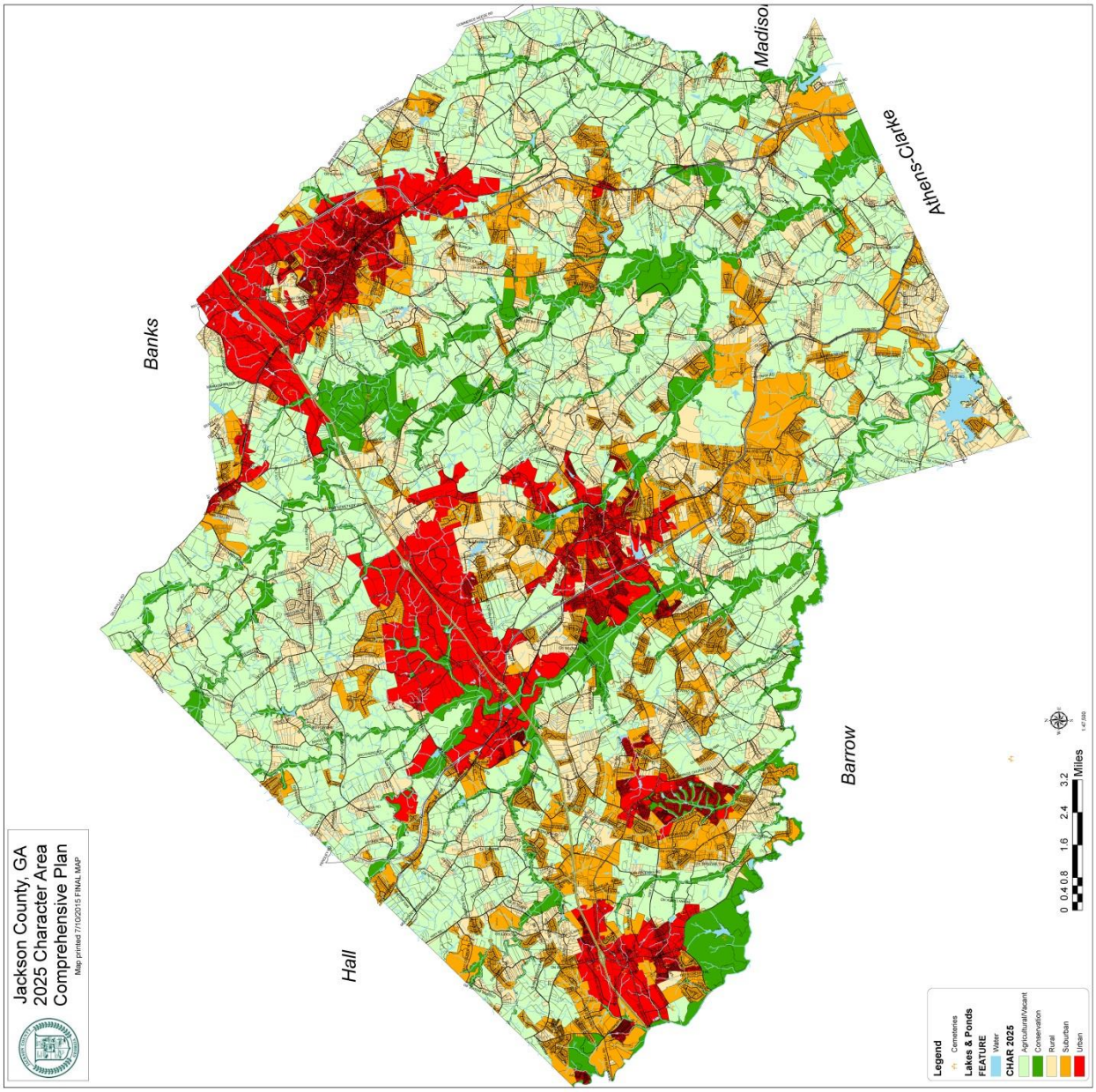
CHARACTER AREAS OVERVIEW

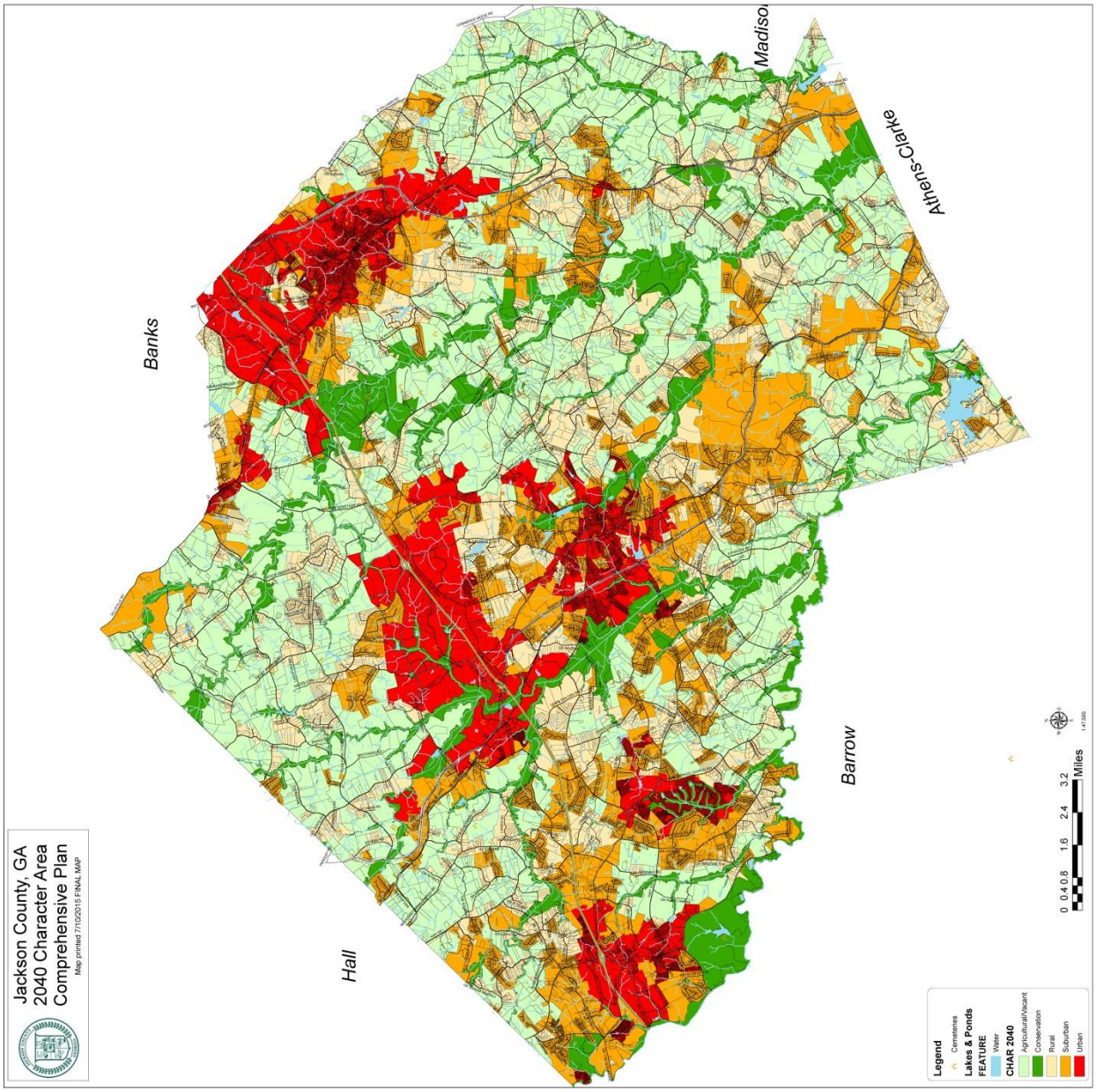
The character area maps in Jackson County's comprehensive plan are a critically important tool for countywide growth management. Jackson County's strategic approach to character area mapping is consistent with the primary purpose of character area planning as articulated in local planning rules of the state, which is generally to maintain, preserve, and enhance the unique characteristics of the county's places. The character mapping approach used in Jackson County, however, goes beyond that basic objective by incorporating countywide growth management principles such as land classification, urban and suburban containment, urban service area boundaries, growth phasing, adequate public facilities, and annexation planning. In short, the countywide growth management strategy interjects a "timing" component and city-county cooperation mechanisms that are missing from most county comprehensive plans and which are difficult to implement when only the most conventional land use planning and zoning techniques are employed.

This plan provides two character maps. The first shows the desired development pattern of the county in the year 2025. The second map shows desired character in 2040. Both maps assign all land in the county, including incorporated areas, to one of the five character areas. The maps use a typology of five generalized land classifications:

- Conservation
- Agricultural
- Rural
- Suburban, and
- Urban

The character areas are described in detail in the following pages. For all character areas, the principal implementation technique is the zoning ordinance, which is contained within the county's Unified Development Code (UDC). Jackson County divides all of the unincorporated area into zones which implement the comprehensive plan. Added to the zoning districts is the principle of consistency, which requires that zoning changes must be made in accordance with the character area and future land use plan maps.


Jackson County, GA
2025 Character Area
Comprehensive Plan
Map printed 7/10/2015 FINAL MAP
Banks
Hall
Madison
Athens-Clarke
Barrow
Legend
Cemeteries
Lakes & Ponds
FEATURE
Water
CHAR 2025
Agricultural/Vacant
Conservation
Rural
Suburban
Urban
0 0.4 0.8 1.6 2.4 3.2
Miles


Jackson County, GA
2040 Character Area
Comprehensive Plan
Map printed 7/10/2015 FINAL MAP
Banks
Hall
Madison
Athens-Clarke
Barrow
Legend
Cemeteries
Lakes & Ponds
FEATURE
Water
CHAR 2040
Agricultural/Vacant
Conservation
Rural
Suburban
Urban
0 0.4 0.8 1.6 2.4 3.2
Miles

CONSISTENCY MATRIX

Table 4.1 provides a comprehensive listing of how the character area maps align with future land use plan map categories and zoning districts shown on the county's official zoning map (and described in the Unified Development Code). Table 4.1 provides the most essential information used for consistency determinations and overrides individual descriptions of character areas in the event of conflict or inconsistency.

Table 4.1
Character, Land Use and Zoning District Consistency Matrix

Character Map	Future Land Use Map	Zoning District(s)
Conservation	Parks/Recreation/Conservation	(as zoned)
Agricultural	Intensive Agriculture	Planned Commercial Farm District (PCFD)
		Agricultural Rural Farm District (A-2)
	Agricultural/Forestry	Agricultural Rural Farm District (A-2)
	Residential	Agricultural Rural Farm District (A-2)
	Public/Institutional	Agricultural Rural Farm District (A-2)
	Transportation/Communication/Utilities	(as zoned)
Rural	Agricultural/Forestry	Agricultural Rural Farm District (A-2)
		Agricultural Residential (AR)
	Residential	Agricultural Residential (AR)
		Manufactured Housing (MH)
	Public/Institutional	Neighborhood Retail Commercial (NRC)
	Commercial	Neighborhood Retail Commercial (NRC)
	Transportation/Communication/Utilities	(as zoned)
Suburban	Residential	Single-family Detached (R-1)
		Medium Density Residential (R-2)
	Public/Institutional	Neighborhood Retail Commercial (NRC)
	Commercial	Neighborhood Retail Commercial (NRC)
		Community Retail Commercial (CRC)
	Master-Planned Mixed Use	Planned Development (Special Use)
		Neighborhood Retail Commercial (NRC)
		Medium Density Residential (R-2)
		Single-family Detached (R-1)
	Transportation/Communication/Utilities	(as zoned)
Urban	Residential	Single-family Detached (R-1)
		Medium Density Residential (R-2)
		Multi-family Residential (R-3)
	Public/Institutional	Neighborhood Retail Commercial (NRC)
	Commercial	Neighborhood Retail Commercial (NRC)
		Community Retail Commercial (CRC)
		Highway Retail Commercial (HRC)
	Master-Planned Mixed Use	Planned Development (Special Use)
		Neighborhood Retail Commercial (NRC)
		Community Retail Commercial (CRC)
		Highway Retail Commercial (HRC)
		Multi-family Residential (R-3)
		Medium Density Residential (R-2)
		Single-family Detached (R-1)
	Industrial	Light Industrial (LI)
		General Industrial (GI)
		Heavy Industrial (HI)
	Transportation/Communication/Utilities	(as zoned)

THE CONSERVATION CHARACTER AREA

PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Environmental Protection	Overarching Land Use(s)	Mostly natural state
Environmental Protection	Chief emphasis	General Intensity of Development	Very low if any; development discouraged if permitted at all
Open Space Protection	Leading role of character area; required	**SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)**	
Growth preparedness	Inapplicable	Land Subdivision Permissions	Restricted or prohibited
Appropriate Business	Inapplicable	Agriculture and Forestry	Restricted
Employment Options	Inapplicable	Residential Density "Target"	Less than 1 unit per 10 acres
Educational Opportunities	Inapplicable	Residential Density Maximum	Not specified
Housing Opportunities	Inapplicable	Manufactured Housing	Inapplicable-buildings discouraged
Traditional Neighborhood	Inapplicable	Multi-Family Housing	Inapplicable-buildings discouraged
Infill Development	Inapplicable	Institutional (Churches, Schools, etc.)	Inapplicable-buildings discouraged
Heritage Preservation	Mostly inapplicable	Commercial	Inapplicable-buildings discouraged
Regional identity	Contributing role	Industrial	Inapplicable-buildings discouraged
Sense of Place	Contributing role	Semi-Public Uses	Case by case basis
Regional Cooperation	Leading role (conservation)	**PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES**	
Transportation Alternatives	Greenways/multi-use trails may be included	Existing Base Zoning District(s)	None
Jobs-Housing Relationship	Inapplicable – built environment is discouraged	New/Modified Base Zoning District(s)	Consider new district as may be needed
		Existing Overlay District(s)	100-year floodplains; wetlands; others
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	None identified
Sanitary Sewer Available?	No	Special Tool(s): Land Acquisition for Open Space	Conservation easements; PDR; TDR
Public Water Available?	Not usually	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		**TRANSPORTATION-RELATED CONSIDERATIONS**	
Overall Building Form/Pattern	Inapplicable-buildings discouraged	Primary Mobility Option	Not applicable
Building Setback from Road; Orientation	Inapplicable-buildings discouraged	Road Service and Surfacing	Not provided except where essential crossings are needed
Desired Design Principles	None – leave in natural state	Road Design Features (Improvements)	Environmental considerations dominate where provided
Special Design Features	Natural or environmentally sensitive features only	Access Management	Inapplicable – no access
Stormwater Management	Natural system	Connectivity	Not encouraged
Parking Areas	None except recreational based; environmentally sensitive design	Sidewalks	Not required but multi-use trails may be planned

Conservation

Trail Head at Sells Mill Park

Hurricane Shoals

Conservation Character Area Implementation Summary

Conservation areas emphasize implementation of the environmental protection Quality Community Objective (QCO), but they also implement regional identity and sense of place QCOs (see Table 4.1). Conservation areas consist primarily of flood plains and three forest preserves. The community assessment (2010) provides numerous maps which will be used to evaluate future development proposals with regard to their impact on the environment. Consulting and applying those maps will both discourage inappropriate development and encourage development patterns that protect the environment and natural resources of Jackson County. Various greenspace preservation programs are suggested, starting with a Purchase of Development Rights (PDR) program which could eventually evolve into a Transferable Development Rights (TDR) program, as well as protection through conservation easements and outright acquisition of fee-simple title. Jackson County will also use regulation, such as its flood plain management ordinance contained within the UDC, to restrict inappropriate development in flood plains, floodways, and wetlands.

In terms of infrastructure and public improvements, over the long term, greenways are envisioned along the county's three rivers (Mulberry, Middle Oconee, and North Oconee) so that residents and visitors can enjoy the county's riparian conservation areas. Conservation character areas do not require other public investment or infrastructure improvement.

Conservation Character Area Policies

1. **Open Space.** When a major subdivision (6 or more lots) or land development of 5 acres or more involves land designated as conservation, such subdivision or land development should protect as permanent open space all (or at least the vast majority) of the land designated as conservation.

2. **Preferred Methods.** Preferred methods of the permanent protection of conservation lands as open space include dedication to a public entity (if dedication is acceptable locally) and/or a conservation easement with management by an approved land trust.

3. **Purchase of Development Rights.** Subject to county initiation of a purchase of development rights (PDR) program, the purchase of development rights will also be a preferred method of permanent open space protection.

4. **Acceptable Method.** Ownership and management by a homeowners, condominium, or property owners association may also be an acceptable method of permanent open space protection. The use of such conservation lands for crop cultivation may be permitted.

5. **Passive Recreation.** Jackson County intends conservation lands to be publicly accessible for passive recreational opportunities, particularly when public access is supported by specific policies for public open space acquisition and/or parks and greenway plans.

6. **Private Exclusion.** The set aside of conservation lands for private use (i.e., only the residents or users of the subject development) will not be considered acceptable unless it can be demonstrated public access is impractical, unnecessary, or otherwise unsupportive in terms of county policies.

7. **Land Development Impacts.** If land development within a conservation area is permitted, it needs to minimize the impact on water quality and the environment. Acceptable mitigation practices for land development in conservation areas may include limiting pavement and impervious surfaces, natural buffers, and low impact development designs which feature naturalized designs for stormwater management.

8. **Annexation.** If a municipality annexes land designated as conservation, it should provide for the permanent protection of the land designated as conservation by appropriate means in a manner consistent with county policies for the conservation character area.

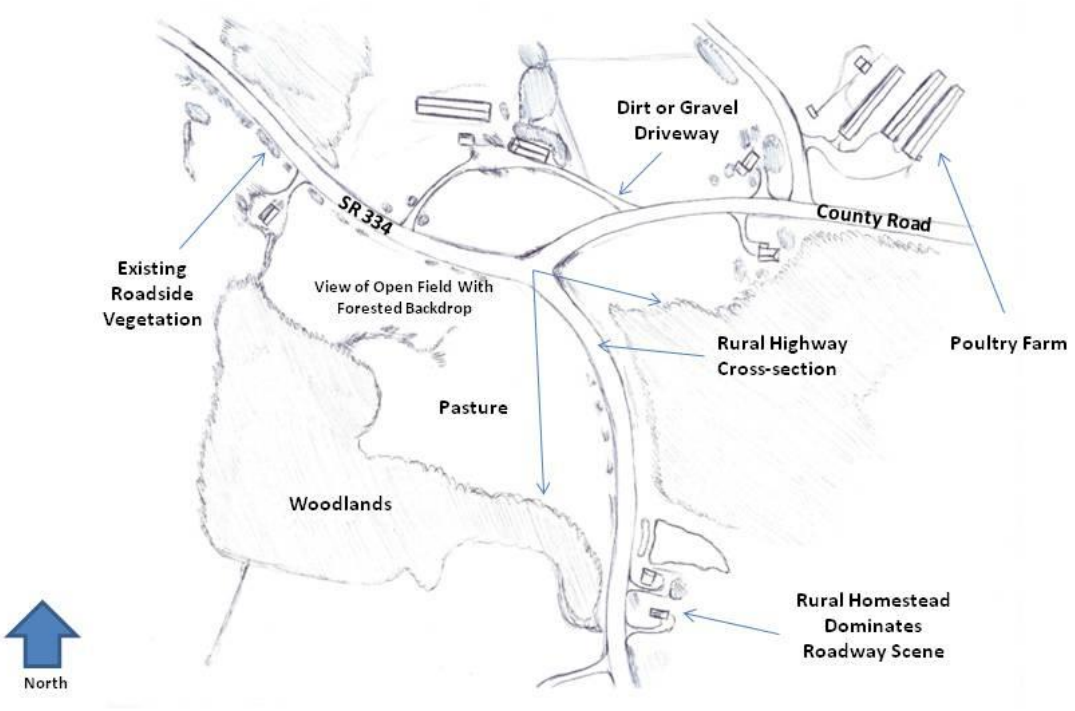
THE AGRICULTURAL CHARACTER AREA

PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Resource Protection	Overarching Land Use(s)	Predominantly agriculture and agriculture homesteads
Environmental Protection	Focus on agricultural best management practices	General Intensity of Development	Very low
Open Space Protection	Farmland as private open space	**SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)**	
Growth preparedness	Mostly inapplicable	Land Subdivision Permissions	Restricted to minor lot platting
Appropriate Business	Agribusiness	Agriculture and Forestry	Permitted and encouraged
Employment Options	Agribusiness	Residential Density "Target"	1 unit per 10 acres
Educational Opportunities	Inapplicable	Residential Density Maximum	1 unit per 8 acres with additional allowances
Housing Opportunities	Mostly inapplicable	Manufactured Housing	Permitted with fewest restrictions
Traditional Neighborhood	Inapplicable	Multi-Family Housing	None unless farm-worker housing is permitted by special use
Infill Development	Inapplicable	Institutional (Churches, Schools, etc.)	Discouraged except for existing
Heritage Preservation	Leading role of character area	Commercial	Limited to farm-related activities only
Regional identity	Contributing role	Industrial	Restricted; generally prohibited
Sense of Place	Leading role of character area	Semi-Public Uses	Discouraged
Regional Cooperation	Leading role (economy and resource protection)	**PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES**	
Transportation Alternatives	Not feasible/ not provided except rural public transit	Existing Base Zoning District(s)	PCFD; A-2
Jobs-Housing Relationship	Relatively balanced and self-sustaining	New/Modified Base Zoning District(s)	Exclusive or intensive farmland (modify existing)
		Existing Overlay District(s)	None identified
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	SR 334 Scenic Corridor
Sanitary Sewer Available?	No	Special Tool(s): Land Acquisition for Open Space	Conservation easements; PDR; TDR
Public Water Available?	No	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		**TRANSPORTATION-RELATED CONSIDERATIONS**	
Overall Building Form/Pattern	Farmstead	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	Usually very large (100'+) and variable	Road Service and Surfacing	Unimproved, mostly private; some paved county roads and state routes
Desired Design Principles	Agrarian -- rural	Road Design Features (Improvements)	Irregular, lack standards except for fire accessibility
Special Design Features	Not applicable except those related to farmland protection	Access Management	Mostly inapplicable
Stormwater Management	Unimproved sheet flow to watershed lakes	Connectivity	Not necessary
Parking Areas	Not regulated	Sidewalks	Not feasible/ not provided

Agricultural

Intensive Agriculture: Poultry Farm

Hay Field



Existing Conditions
SR 334 Overlay District
Jackson County, Georgia

Agricultural Character Area Implementation Summary

Agricultural character areas emphasize many quality community objectives, including agribusiness development, sense of place, regional identity, environmental protection, and agricultural heritage preservation. As with the conservation character area, the county planning staff and development applicants will consult and apply natural resource and development constraint maps which will help discourage inappropriate development within agricultural areas and encourage development patterns that protect agricultural resources in Jackson County. In particular, the resource maps in the 2010 community assessment show prime agricultural soils, and policy underscores the importance of protecting the county's unincorporated agricultural lands.

The consistency principle will ensure that rezoning of agricultural land does not take place unless the plan is amended first. The county already has in place a number of agricultural zoning districts which will adequately implement the vision for the agricultural character area, including all land uses which are desired, permitted, and prohibited. There may be some additional subdivision permissions that are needed in order to implement the desired development patterns for the agricultural character area. By amending the agricultural zoning districts to permit a limited number of lots for residences, the county will ensure that plan amendments from agricultural to rural or suburban, or for residential use, will not further erode or encroach on the agricultural character area.

Farms comprise many of the county's historic resources as well as cultural landscapes. The plan calls for additional nominations to the Georgia Centennial Farm Program, which will preserve important agrarian resources in the county. By updating its historic resources inventory and pursuing a countywide historic preservation program to protect resources in unincorporated parts of the county during the long range planning horizon, Jackson County will implement the desired development patterns in the agricultural character area. By consulting the settlement character area map (see Appendix), the county is more likely to retain the unique characteristics of different parts of the county, especially those with an agricultural heritage or distinct rural character. Establishing an additional overlay district for the SR 334 corridor (see overlay map in this chapter) will help preserve the agricultural and rural character of eastern Jackson County, one of its most scenic places.

Agricultural areas do not require infrastructure improvement or additional public investment, nor are subarea plans necessary. The character policies of the plan outline some expectations with regard to where municipalities may annex in the future. In articulating these policies, the county is making an important statement to municipalities that it does not want them to annex and "upzone" areas within the agricultural and rural character areas. The county policies also indicate the county's intent to object to annexations by municipalities of agricultural and rural character areas unless a compelling need exists.

Agricultural Character Area Policies

1. **Sewer.** The extension of public sewer service into this character area is not contemplated and highly discouraged.

2. **Land Subdivision and Development.** Major subdivisions (6 or more lots) for non-agricultural purposes are inconsistent with this character area and should not be allowed. Land developments of 2 acres or more, when unrelated to agriculture, forestry, resource land use or public or semi-public use, are inconsistent and should not be allowed.

3. **Small Subdivisions.** Small or "de minimus" land subdivisions (i.e., creation of no more than three lots in any given three-year period) for purposes of intra-family land transfer or public sale are consistent with this character area, if consistent with other stated character area policies. Successive practices over time of such subdivisions to the point that more 6 or more lots are created on the same original lot of record is inconsistent with this character area and should be precluded via regulation.

4. **Septic Tank Limitations.** Where flexibility permits, new lots when permitted should be located and designed to avoid soils with severe limitations on septic tank absorption fields, as mapped and provided in this comprehensive plan.

5. **Farmland Impact of Subdivisions.** In cases where the subdivision of land is permitted in the agricultural character area, as a prerequisite for plat approval, the subdivider should be required to demonstrate the subdivision's impact on prime farmland soils will be minimized. This may be achieved by excluding (where options exist) prime farmland soils from the boundaries of subdivided lots, by locating lots at the edges of resource lands (rather than in the middle where it might disrupt farming potential or render large scale farming activities difficult), and limiting the size (area) of such lots to within a range of 1.5 acre minimum to 2.0 acres maximum.

6. **Public and Semi-Public Uses.** The siting of public uses (especially schools) and quasi- or semi-public uses within agricultural character areas is strongly discouraged, unless such uses are resource dependent in terms of location.

7. **Acknowledgement of Nuisance Impacts.** As a prerequisite for a building permit to construct a single-family dwelling or manufactured home, or as a condition of subdivision plat approval, in the agricultural character area, the applicant should sign an acknowledgment form which indicates that the applicant is proposing to build or subdivide in an agricultural area with potential nuisances to occupants of residential dwellings.

8. **Agricultural Outbuildings.** The maintenance and repair of barns and other agricultural buildings which contribute to agrarian and/or rural character is specifically and strongly encouraged. Proposals for subdivision or land development, where permitted, should be required to indicate whether such outbuildings exist on site and provide a plan for maintaining and preserving them, or in the alternative, provide an opportunity for alternative plan for preservation or relocation to another approved historic settlement site.

9. **Manufactured Housing.** In agricultural character areas, the fewest possible restrictions will be placed on the installation of manufactured housing, where homes are otherwise permitted. This means that, other than the basic, applicable code standards, aesthetic standards (e.g., roof pitch, skirting, heated floor area requirements, etc.) will not be applied to manufactured housing unless fronting on or visible from a county public road, in which case only rudimentary compatibility standards should be imposed.

10. **Farm Worker Housing.** Temporary housing for migrant farm workers is generally not considered necessary in Jackson County but if a need exists may be permissible only via conditional or special use permit.

11. **Annexation.** Annexation by a city of land designated as agricultural character is not contemplated and highly discouraged. Jackson County may object to a municipal annexation of agricultural land, unless a compelling need is demonstrated.

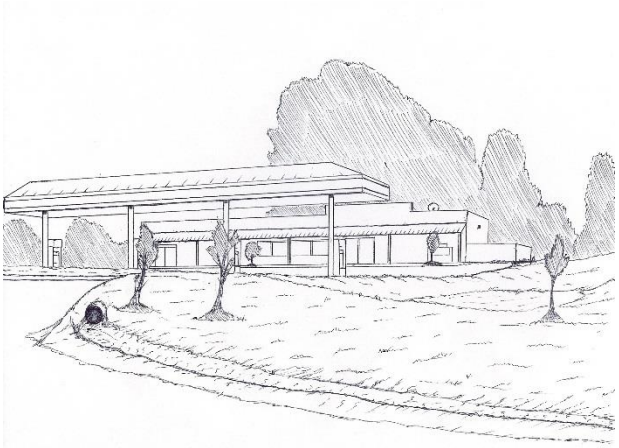
THE RURAL CHARACTER AREA

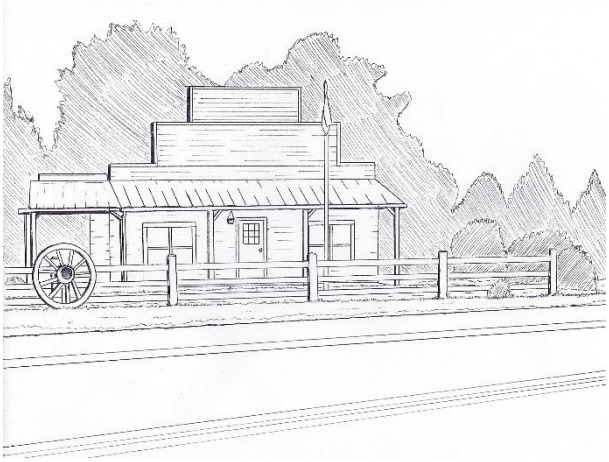
PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Maintenance of Identity	Overarching Land Use(s)	Predominantly agriculture and residences
Environmental Protection	Achieve through low intensities	General Intensity of Development	Low
Open Space Protection	Rural areas as private open space	**SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)**	
Growth preparedness	Mostly inapplicable	Land Subdivision Permissions	Permitted
Appropriate Business	Mostly inapplicable or negligible	Agriculture and Forestry	Permitted and encouraged
Employment Options	Mostly inapplicable or negligible	Residential Density "Target"	1 unit per 3 to 5 acres
Educational Opportunities	Mostly inapplicable or negligible	Residential Density Maximum	1 unit per 1.5 acres
Housing Opportunities	Contributing role	Manufactured Housing	Permitted with limited restrictions
Traditional Neighborhood	Mostly inapplicable	Multi-Family Housing	None except for existing manufactured home parks
Infill Development	Mostly inapplicable	Institutional (Churches, Schools, etc.)	Limited mostly to existing churches and cemeteries
Heritage Preservation	Contributing role	Commercial	Provisions for "country stores" and other low-intensity uses
Regional identity	Contributing role	Industrial	Discouraged and restricted with exceptions
Sense of Place	Leading role of area	Semi-Public Uses	Discouraged
Regional Cooperation	Mostly inapplicable	**PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES**	
Transportation Alternatives	Not feasible/ not provided except rural public transit	Existing Base Zoning District(s)	A-3; AR
Jobs-Housing Relationship	Imbalanced in favor of housing; limited employment	New/Modified Base Zoning District(s)	Conservation subdivision (permit in multiple districts)
		Existing Overlay District(s)	Rural Design
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	SR 334 Scenic Corridor
Sanitary Sewer Available?	No	Special Tool(s): Land Acquisition for Open Space	Conservation easements; PDR; TDR
Public Water Available?	Maybe	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		**TRANSPORTATION-RELATED CONSIDERATIONS**	
Overall Building Form/Pattern	Irregular and not predictable	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	Large (50-100'); irregular orientation	Road Service and Surfacing	County roads, paved and unpaved
Desired Design Principles	Rural – conservation subdivisions	Road Design Features (Improvements)	Rural cross-section standard (no curb and gutter); context sensitive
Special Design Features	Use of natural materials (stone, wood)	Access Management	Limited applicability
Stormwater Management	Mostly sheet flow; limited structures	Connectivity	Not necessary
Parking Areas	Unpaved (gravel) lots encouraged; off-street parking required	Sidewalks	Not required; natural trail systems encouraged

Rural

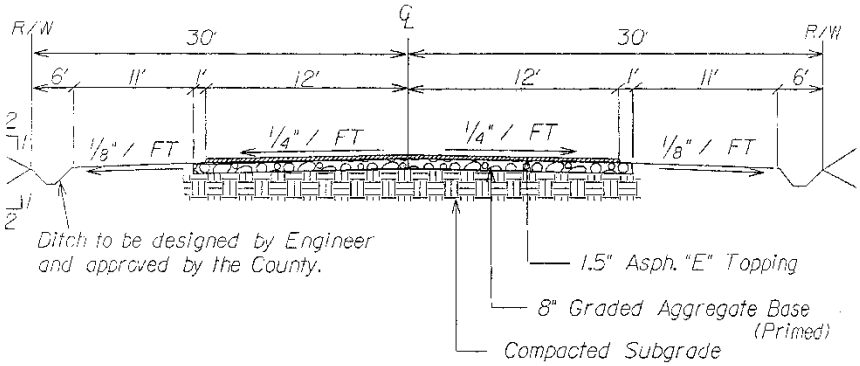
Scene Typical of Rural Character Areas

Dirt Roads Common in Rural Areas

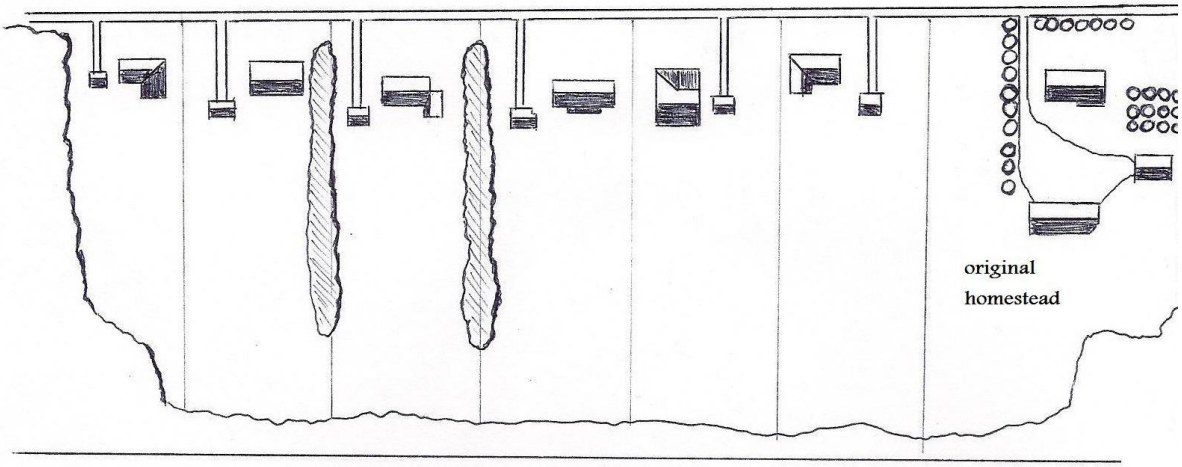




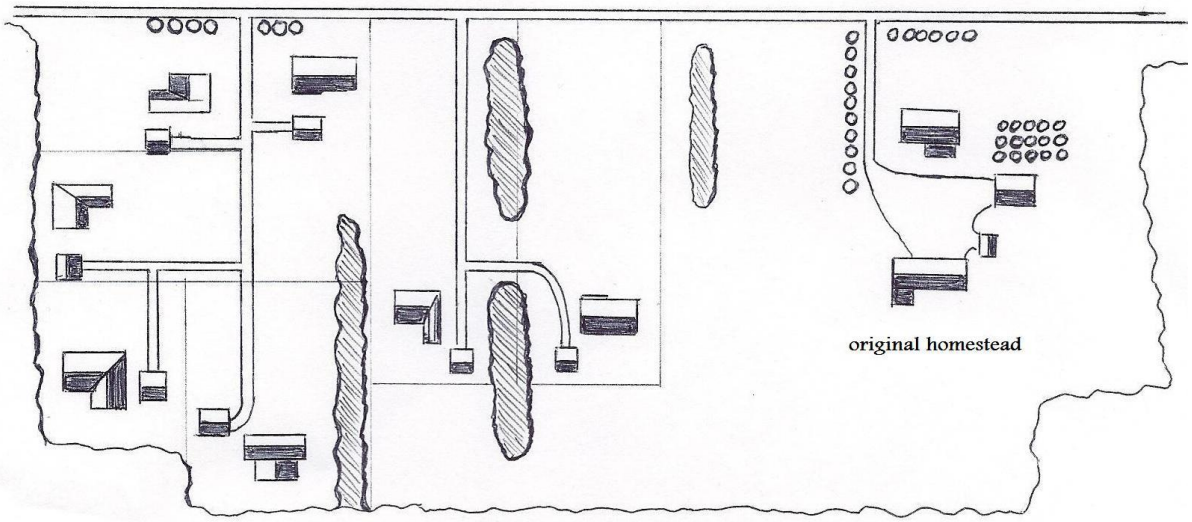
Commercial Development Compatible with Rural Character Areas



Rural Road Cross-section

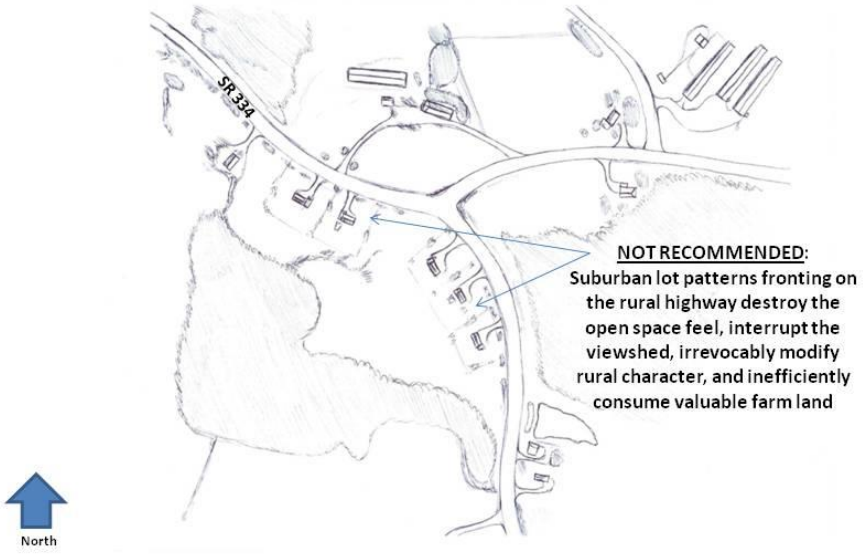


Conventional

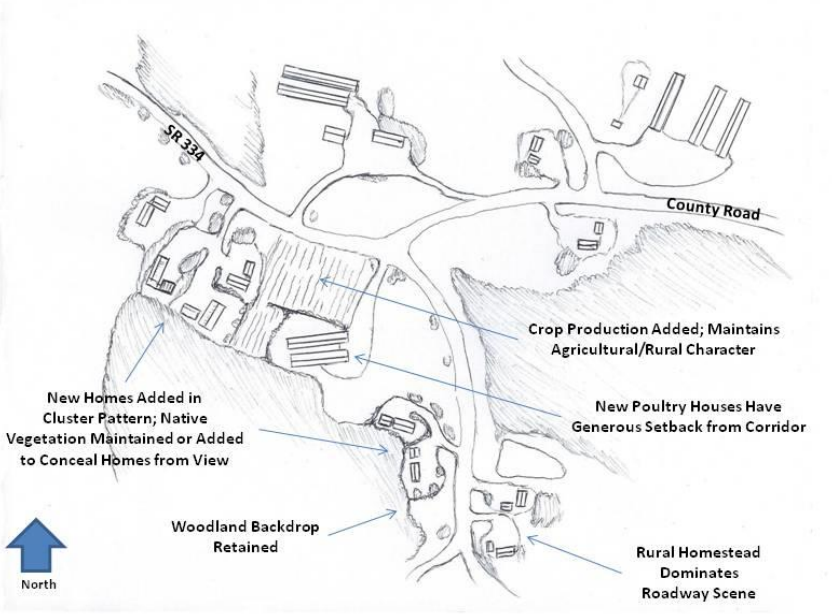


Rural Cluster

CONVENTIONAL VERSUS CLUSTER RURAL RESIDENTIAL DEVELOPMENT



Inconsistent Sprawl Pattern
SR 334 Overlay District
Jackson County, Georgia



Desired Conditions
SR 334 Overlay District
Jackson County, Georgia

Rural Character Area Implementation Summary

The rural character area will consist primarily of residences, but it can also include different land uses if rural character is maintained, as shown on the future land use plan maps. Major subdivisions (6 or more lots) in the rural character area are strongly encouraged, if not required, to follow principles of conservation subdivision and design (see rural character area policies in the next section). Many of the observations about the agricultural character also apply to the rural character area and therefore need not be reiterated here. Rural settlements are recognized on the settlement character area map (see appendix). Further identification of the individual settlements is encouraged by settlement area policies.

The character area maps outline an overall pattern that minimizes additional scatter of subdivisions. Jackson County will implement the desired development patterns in the rural character area through a variety of regulatory techniques, many of which already exist in the county's Unified Development Code. Establishment of a scenic highway corridor for SR 334 will help to protect and preserve the rural and agricultural character in the eastern part of the county. By design, there will be little public investment in rural character areas.

Rural Character Area Policies

1. **Sewer.** The extension of public sewer service into rural character areas is not contemplated and highly discouraged.

2. **Septic Tank Limitations.** Where flexibility permits, lot arrangements should be located and designed to avoid soils with severe limitations on septic tank absorption fields, as mapped and provided in this comprehensive plan.

3. **Conservation Principles.** Major subdivisions (6 or more lots) in a rural character area are strongly encouraged, if not required, to follow principles of conservation subdivision and design, either as generally accepted by the planning profession or as specifically stated in county regulations.

4. **Subdivision Lot Design.** When land is subdivided, regular or recurring patterns of lots are discouraged; instead, lot layouts that maintain the informality of existing and nearby property ownership patterns is encouraged to maintain rural character. In cases of minor subdivisions (5 or less lots) "flag" or "panhandle" lots and shared access easement arrangements may be consistent with this character area and permitted.

5. **Access to Abutting Conservation Lands.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide pedestrian easements or fee-simple land dedications to public open spaces and/or publicly designated conservation lands on all abutting properties.

6. **Public and Semi-Public Uses.** The siting of public uses (especially schools) and quasi- or semi-public uses within rural character areas is discouraged, unless it can be demonstrated that other suitable locations in suburban and/or urban character areas do not exist or there are clear location advantages to siting such uses in rural areas.

7. **Agricultural Outbuildings.** The maintenance and repair of barns and other agricultural buildings which contribute to agrarian and/or rural character are specifically and strongly encouraged. Proposals for subdivision or land development, where permitted, should be

required to indicate whether such outbuildings exist on site and provide a plan for maintaining and preserving them, or in the alternative, provide an opportunity for an alternative plan for preservation or relocation to another approved historic settlement site.

8. **Non-Residential Building Sizes.** Where permitted (see future land use plans for guidance), non-residential building space should not exceed the following (gross square feet):

Nonresidential Type	Maximum Gross Square Feet Individual Establishment	Maximum Gross Square Feet Total Building, Multiple Tenants
Public/Institutional	10,000	20,000
Office or Commercial	5,000	12,500
Light Industrial	10,000	10,000

9. **Roads and Parking.** New roads or road improvements should not include curb and gutter unless demonstrated need exists. Roads may be surfaced with non-asphalt (e.g., gravel) materials and drained by roadside ditches in order to maintain rural character. The same is applicable for parking lots, where permitted.

10. **Subdivision and Project Identification.** Minor subdivisions (5 lots or less) should not be identified with subdivision entrance signs or monuments. Any entrance signs or monuments for major subdivisions (6 lots or more) should be pedestrian scale (no less than four feet in height), small in area (not exceeding 24 square feet), and constructed of natural (wood or stone) materials only. Where such signs are permitted, they are encouraged to incorporate the settlement name as shown on the county's settlement character map if applicable.

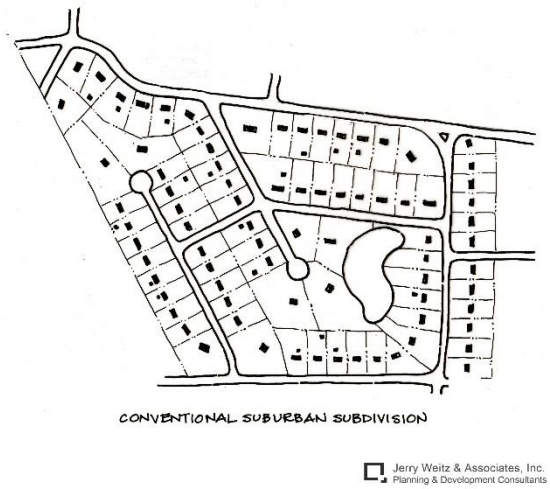
11. **Manufactured Housing.** In rural character areas, some restrictions will be placed on the installation of manufactured housing, where homes are otherwise permitted. Manufactured home parks will not be permitted. Manufactured home subdivisions are permitted subject to meeting county requirements. Manufactured homes placed on lots outside of designated manufactured home subdivisions are permitted subject to meeting aesthetic standards (e.g., roof pitch, skirting, heated floor area requirements or requirements for double-section homes, etc.); exceptions may be made when the manufactured home does not front on or is not visible from a county public road, in which case only rudimentary compatibility standards should be imposed.

12. **Annexation.** Annexation by a city of land designated as rural character is not contemplated and discouraged. Jackson County may object to a municipal annexation of rural lands, unless a compelling need is demonstrated, particular if density higher than that contemplated in the county's rural character area is proposed.

THE SUBURBAN CHARACTER AREA

PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Neighborhood Protection	Overarching Land Use(s)	Predominantly residential but multiple uses permitted
Environmental Protection	Achieve through regulation of the built environment	General Intensity of Development	Moderate
Open Space Protection	Set-aside; opportunities exist	**SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)**	
Growth preparedness	Leading role of area	Land Subdivision Permissions	Permitted
Appropriate Business	Applicable in limited contexts	Agriculture and Forestry	Permitted
Employment Options	Applicable in limited contexts (retail/service)	Residential Density "Target"	1 unit per 0.5 acres
Educational Opportunities	Applicable in limited contexts	Residential Density Maximum	1 unit per 0.33 acres
Housing Opportunities	Contributing role	Manufactured Housing	Prohibited or substantial restrictions
Traditional Neighborhood	Encouraged but not anticipated	Multi-Family Housing	Permitted only if sewer exists and then only at low densities
Infill Development	Leading role of character area (essential need)	Institutional (Churches, Schools, etc.)	Permitted if compatible scale and character
Heritage Preservation	Contributing role	Commercial	Provisions for neighborhood retail and service uses
Regional identity	Contributing role	Industrial	Generally not anticipated and discouraged; exceptions
Sense of Place	Contributing role	Semi-Public Uses	Permitted
Regional Cooperation	Leading role of character area (municipal-county service delivery)	**PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES**	
Transportation Alternatives	Feasible and encouraged if not required	Existing Base Zoning District(s)	R-1; R-2; MH; NRC
Jobs-Housing Relationship	Imbalanced with housing; some employment	New/Modified Base Zoning District(s)	Add Planned Unit Development (PUD)
		Existing Overlay District(s)	SR 124/SR 53
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	Commercial Corridor Design (SR 98, US 129, US 441)
Sanitary Sewer Available?	Not usually; some places	Special Tool(s): Land Acquisition for Open Space	Set-asides with development; minimum open space requirements
Public Water Available?	Yes, connection required	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		**TRANSPORTATION-RELATED CONSIDERATIONS**	
Overall Building Form/Pattern	Predictable and repetitive	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	25-40' predictable and repetitive; facing street	Road Service and Surfacing	Paved county roads and state highways
Desired Design Principles	Conservation and conventional subdivisions	Road Design Features (Improvements)	Curb and gutter; suburban standard; mostly curvilinear with cul-de-sacs
Special Design Features	Planned, monumental entrances	Access Management	Regulated
Stormwater Management	Engineered/ required	Connectivity	Encouraged
Parking Areas	Paved off-street parking required (minimums and maximums)	Sidewalks	Required and provided as development occurs

Suburban



Conventional suburban subdivisions need better site planning to connect subdivision streets and connect the subdivision as a whole with greenspaces.

Improvements are needed to the conventional suburban development pattern, which separates all uses and does not provide sufficient connections among developments.

Suburban Character Area Implementation Summary

The overriding purpose of the suburban character area is the preservation of neighborhoods. However, institutional, commercial, and other uses are also permitted (see summary table above). It therefore implements multiple QCOs, including housing opportunities, employment options, and appropriate business. The county's UDC already establishes zoning districts that will implement the vision and desired development patterns for the suburban character area. Furthermore, the county already has established overlay districts for certain corridors, thus ensuring that development will attain the desired quality characteristics envisioned in the suburban character area. The plan establishes two overlay districts for the U.S. Highway 441 and SR 98 corridors; these additional corridor overlays also help the county attain the desired, quality commercial development patterns along those corridors.

Public investment and infrastructure improvements will also help implement the vision for the suburban character area. As one example, the county is pursuing a new interchange at SR 60 and Interchange 85, which will spur retail development in addition to improving access in west Jackson County. Water and sewer planning has been tied much more closely with land use under this comprehensive plan when compared with the previously adopted plan. Future water and sewer plans will be prepared to emphasize service to suburban and urban character areas, and policies contained in this comprehensive plan strongly discourage or prohibit extensions of sewer beyond suburban and urban character areas. This comprehensive plan also calls for an updated System-Wide Recreation Master Plan to ensure that as suburban and urban areas continue to develop, adequate park facilities will be available. Other changes to facility provision, including fire districts and libraries, are recommended to ensure adequate and consistent levels of service across all suburban and urban areas of unincorporated Jackson County. Furthermore, the policies for suburban and urban character areas require adequate public facilities at the time of development.

In addition to an undersupply of parks and libraries, another piece of infrastructure lacking in suburban character areas is pedestrian facilities. The plan encourages maintenance of a bicycle and pedestrian system plan that will address these needs and outline a strategy for capital investment in sidewalks and bike paths. The major roads plan calls for a number of road improvements that serve growing suburban and urban areas and will alleviate potential traffic congestion in the future.

Suburban Character Area Policies

1. **Sewer.** Land development and land subdivisions in the suburban character area should be connected to public sanitary sewer as a condition or prerequisite of development approval, where public sanitary sewer is within reasonable proximity (i.e., 1,000 feet or less) of the land being developed and practical to do so, as determined by planning, public works, and environmental health officials of the county.

2. **Conservation Principles.** Major subdivisions (6 or more lots) in suburban character areas are encouraged (not required), where opportunities exist, to follow principles of conservation subdivision and design.

3. **Access to Abutting Conservation Lands.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide pedestrian easements or fee-simple land

dedications to public open spaces and/or publicly designated conservation lands on all abutting properties.

4. **Pedestrian Facilities.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide sidewalks within the subdivision and linking to public sidewalks planned for or provided outside the subdivision and connecting to public open spaces and/or publicly designated conservation lands on all abutting properties. Land developments are strongly encouraged, if not required, to provide pedestrian facilities interior to the development and linking to public sidewalks planned for or provided outside the land development and connecting to public open spaces and/or publicly designated conservation lands on abutting properties.

5. **Traditional Neighborhood Development.** Major subdivisions designed based on accepted principles of traditional neighborhood development (a.k.a., “new urbanism”) are consistent with this character area if compatible in density and consistent with other stated policies for the suburban character area.

6. **Adequate Public Facilities.** As a condition of approval, major subdivisions (6 or more lots) and major land developments should be required to demonstrate availability of public water, fire protection, law enforcement, roads, stormwater management, parks and recreation, and public school facilities. Major subdivisions and major land developments that cannot demonstrate all such facilities are available or planned at the time of development or within a reasonable period of time thereafter may gain approval only if they mitigate the lack of such facilities, through the dedication of land in the subdivision or off-site, on-site and/or off-site improvements, payment of impact fees if imposed by the county, or payment of in-lieu fees or other acceptable arrangements via development agreements.

7. **Manufactured Housing.** Manufactured home parks, manufactured home subdivisions, and manufactured homes on individual lots are strongly discouraged if not prohibited by regulation.

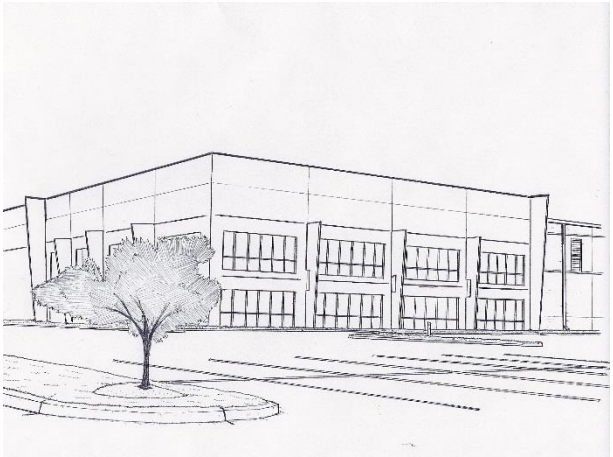
8. **Non-Residential Building Sizes.** Where permitted (see future land use plans for guidance), non-residential building space should not exceed the following (gross square feet):

Nonresidential Type	Maximum Gross Square Feet Individual Establishment	Maximum Gross Square Feet Total Building, Multiple Tenants
Public/Institutional	No Maximum	No Maximum
Office or Commercial	60,000	240,000
Light Industrial	60,000	120,000

THE URBAN CHARACTER AREA

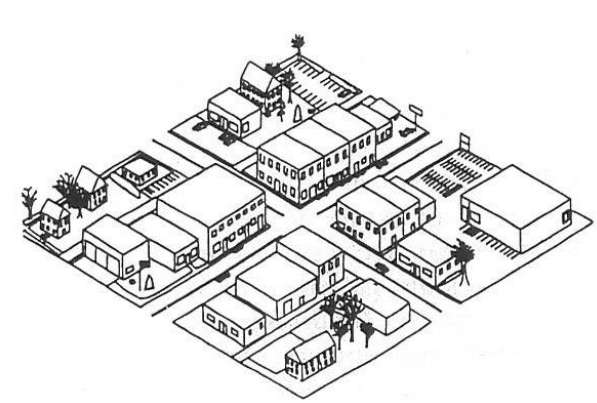
PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Efficient growth and Adequate Public Facilities	Overarching Land Use(s)	Multiple uses; mixed uses encouraged
Environmental Protection	Achieve through regulation of the built environment	General Intensity of Development	High
Open Space Protection	Set-aside as opportunities exist	**SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)**	
Growth preparedness	Leading role of area	Land Subdivision Permissions	Permitted
Appropriate Business	Leading role of area	Agriculture and Forestry	Permitted but discouraged
Employment Options	Leading role of area	Residential Density "Target"	1 unit per 0.33 acres
Educational Opportunities	Leading role of area	Residential Density Maximum	Variable based on specific locations
Housing Opportunities	Leading role of area	Manufactured Housing	Discouraged if not prohibited
Traditional Neighborhood	Encouraged	Multi-Family Housing	Permitted in locations per plan
Infill Development	Leading role of character area (opportunities)	Institutional (Churches, Schools, etc.)	Permitted and encouraged in locations per plan
Heritage Preservation	Contributing role	Commercial	Permitted and encouraged in locations per plan
Regional identity	Contributing role	Industrial	Permitted and encouraged in locations per plan
Sense of Place	Diverse opportunities	Semi-Public Uses	Permitted
Regional Cooperation	Leading role of character area (municipal-county service delivery)	**PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES**	
Transportation Alternatives	Required based on opportunities	Existing Base Zoning District(s)	R-3; CRC; NRC; CRC; LI, GI
Jobs-Housing Relationship	Usually imbalanced in favor of employment	New/Modified Base Zoning District(s)	Add Master-Planned Mixed Use; PUD
		Existing Overlay District(s)	SR 124/SR 53; Airport Zone
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	Commercial Corridor Design (SR 98, US 129, US 441)
Sanitary Sewer Available?	Yes (required or planned)	Special Tool(s): Land Acquisition for Open Space	Set-asides with development; minimum open space requirements
Public Water Available?	Yes, connection required	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		**TRANSPORTATION-RELATED CONSIDERATIONS**	
Overall Building Form/Pattern	Concentrated and diverse	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	0-30'; Regular but variable and flexible depending on use	Road Service and Surfacing	Paved county roads and state highways
Desired Design Principles	New Urbanism – traditional neighborhood	Road Design Features (Improvements)	Curb and gutter; urban standard applied; grid or modified grid pattern encouraged
Special Design Features	Variable based on land use and intensity	Access Management	Regulated
Stormwater Management	Engineered/ required	Connectivity	Required
Parking Areas	off-street parking required (minimum and maximums)	Sidewalks	Required and provided

Urban



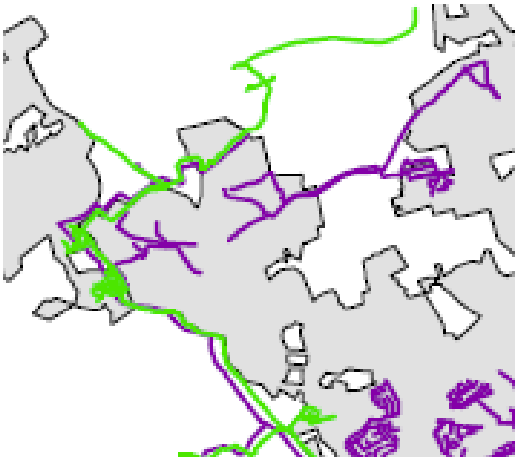
Industrial Workplaces are "Urban"

"Urban" Includes Residential, such as the Jackson Hills Apartments Outside Commerce



Source: Arendt, Randall, et al. *Rural By Design: Maintaining Small Town Character*, Figure 9-2, p. 118. (Chicago: Planners Press, 1994).

Scale and Character Representative of Urban Areas



Urban areas are, or will be, served by sanitary sewer, such as lines by the Jackson County Water and Sewerage Authority (shown in green) or one of the cities, like Jefferson (shown in purple).

Urban Character Area Implementation Summary

The desired development pattern is to have contiguous, sequential growth in and around the county's municipalities and along major highway corridors, tied to availability of public water and in many cases sanitary sewer service, in order to leave other parts of the county agricultural and rural. Sanitary sewer is required in the urban character area, and through more refined sewer master planning (subject to funding) the county will promote and ensure the implementation of urban land uses in the urban character area. Most of the description of the suburban character area is also applicable to the urban character area and therefore does not need repeating.

With regard to infrastructure improvements and public investment, Jackson County has already made an admirable commitment to providing sewer and parallel roads along Interstate 85 to serve its future industrial base. Because the county has planned sewer and road infrastructure

in advance of needs, there are not any substantial additional infrastructure investments needed to implement urban character areas, although the county will complete the parallel road network along Interstate 85 and implement its major roads plan which will certainly advance prospects for quality commercial and industrial growth in the urban character area. The character area maps are phased (for the years 2025 and 2040) so that infrastructure provision will be more affordable and targeted to the areas that will witness development first.

Improvements to Jackson County Airport are also already programmed, which will advance economic development activities and support additional growth in the urban character area. The airport is already master planned, and the county has established design guidelines for new development around the airport and protected the airport approach zones to ensure safe flight paths. Therefore, a subarea plan for the airport area is not necessary. The transportation plan also calls for the building of park-and-ride lots along Interstate 85 in order to better facilitate carpooling for commuters, and an improved major road network (as specified in the major roads plan) will provide for better movement within and among the urban areas of the county.

Urban Character Area Policies

1. **Sewer.** Land development and land subdivisions in the urban character area should be connected to public sanitary sewer as a condition or prerequisite of development approval.

2. **"Dry Sewer."** If the immediate connection of land development or land subdivisions to public sanitary sewer is not practical, the installation of "dry" sanitary sewers for purposes of later connection to the public system may be acceptable.

3. **Interim Development Without Sewer.** Interim development with little sewage disposal generation or "low flow" demands that can be handled with a septic or other on-site sewage management system, as approved by the Jackson County Environmental Health Department, may be authorized.

4. **Pedestrian Facilities.** All subdivisions and land developments are strongly encouraged, if not required, to provide sidewalks within the subdivision and linking to public sidewalks planned for or provided outside the subdivision and connecting to public open spaces and/or publicly designated conservation lands on all abutting properties.

5. **Adequate Public Facilities.** As a condition of approval, all subdivisions and land developments should be required to demonstrate availability of public water, fire protection, law enforcement, roads, stormwater management, parks and recreation, and public school facilities. Subdivisions and land developments that cannot demonstrate all such facilities are available or planned at the time of development or within a reasonable period of time thereafter may gain approval only if they mitigate the lack of such facilities, through the dedication of land in the subdivision or off-site, on-site and/or off-site improvements, payment of impact fees if imposed by the county, or payment of in-lieu fees or other acceptable arrangements via development agreements.

6. **Manufactured Housing.** Manufactured home parks, manufactured home subdivisions, and manufactured homes on individual lots are strongly discouraged if not prohibited by regulation.

PRINCIPLES FOR ENSURING CONSISTENCY WITH CHARACTER MAPS

The county seeks to ensure that future zoning decisions are made in a manner consistent with the character area maps for 2025 and 2040. The legal requirement to be consistent with the county's comprehensive plan is contained in the county's unified development code. In order to assist with determining consistency, a number of principles are articulated here which should be consulted when interpreting the character maps and the consistency requirement.

1. **Descriptions and policy statements.** This chapter includes a detailed description of the intentions for development within each character area, and policies for each character area. Those descriptions and policies must be consulted when a zoning change, special use permit, variance, preliminary subdivision plat, or any other "discretionary" land use application is filed for consideration with the Jackson County Planning Commission and/or Board of Commissioners. Applicants should be required to indicate in a letter of intent or other written and/or graphic analysis (e.g., site plan) how the development proposal meets with the parameters described for the given character area and the policy statements articulated for that character area.

2. **Consistency determinations.** Although the final determination is left to the county, it is the obligation of the applicant to demonstrate that the proposed development will be consistent with the descriptions and policies applicable to the character area in which the property and application are located.

   Rule of interpretation: Sanitary sewer. Any discretionary development proposal (e.g., rezoning, special use permit, variance, preliminary subdivision plat, etc.) that would necessitate extension of sanitary sewer service or use of a community sewerage system in an agricultural or rural character area is prima facie evidence of inconsistency, and the county will not accept such development proposals for consideration since there is no way to mitigate or alter the development proposal to be consistent with the character area description and policies.

   Rule of interpretation: Density/intensity. Any proposal that would exceed the maximum density or intensity parameters, or the maximum building size, specified for the applicable character area is prima facie evidence of inconsistency, and the county will not accept such development proposals for consideration since there is no way to mitigate or alter the development proposal to be consistent with the character area description and policies.

   Rule of interpretation: applicable zoning district(s). Application for rezoning to a zoning district other than those listed in Table 4.1 (existing zoning districts in the UDC) or any additional zoning district prepared to be compatible a given character area), is prima facie evidence of inconsistency, and the county will not accept such rezoning applications for processing.

   Rule of interpretation: mitigation. A development proposal that on first review appears to be inconsistent with the description for the character area and character area policies may still be considered, if there are clear proposals by way of voluntary conditions of zoning or development approval that would mitigate the inconsistent aspects of the subject proposal. In such cases the applicant must indicate in writing the conditions that will satisfactorily mitigate inconsistencies. Density/intensity and sewer service inconsistencies cannot be mitigated.

3. **Timing considerations: 2025 and 2040.** In several instances a given property may have a different designation on the character maps if one compares 2025 and 2040. Those differences, where they exist, are by design and intentional. If an applicant wants to pursue development consistent with a character area designation on the 2040 map and the 2025 map does not reflect that same designation, then it cannot be considered consistent until at least the year 2026. Exceptions for good cause shown may be permitted, if the applicant demonstrates consistency with one or more of the following:

   (a) Sanitary sewer is shown to be available or could be reasonably extended to the property in question (i.e., sewer is within one-quarter mile of the subject property);
   (b) Approval of the development would not be considered a “leapfrog” beyond existing development of the same land use (i.e., more than one-quarter mile along the same or major fronting roadway);
   (c) Evidence is presented that there is a market need for the subject proposal, as documented by other development in the vicinity or along the same road or highway corridor as the subject property;
   (d) Property rights objections are made, alleging that the property does not have a reasonable use as currently designated; including an analysis of interim development possible under the current character area designation until the year 2026.

4. **Current zoning.** Nothing in this section shall be construed to prevent a property owner from developing according to existing zoning permissions, despite the character area designation.

FUTURE LAND USE

The character area maps for the years 2025 and 2040, described in the previous section, provide an overarching policy framework for character but do not provide sufficient policy guidance for specific, individual land uses. Therefore, this comprehensive plan includes future land use plan maps in addition to the character area maps described and presented in the prior section.

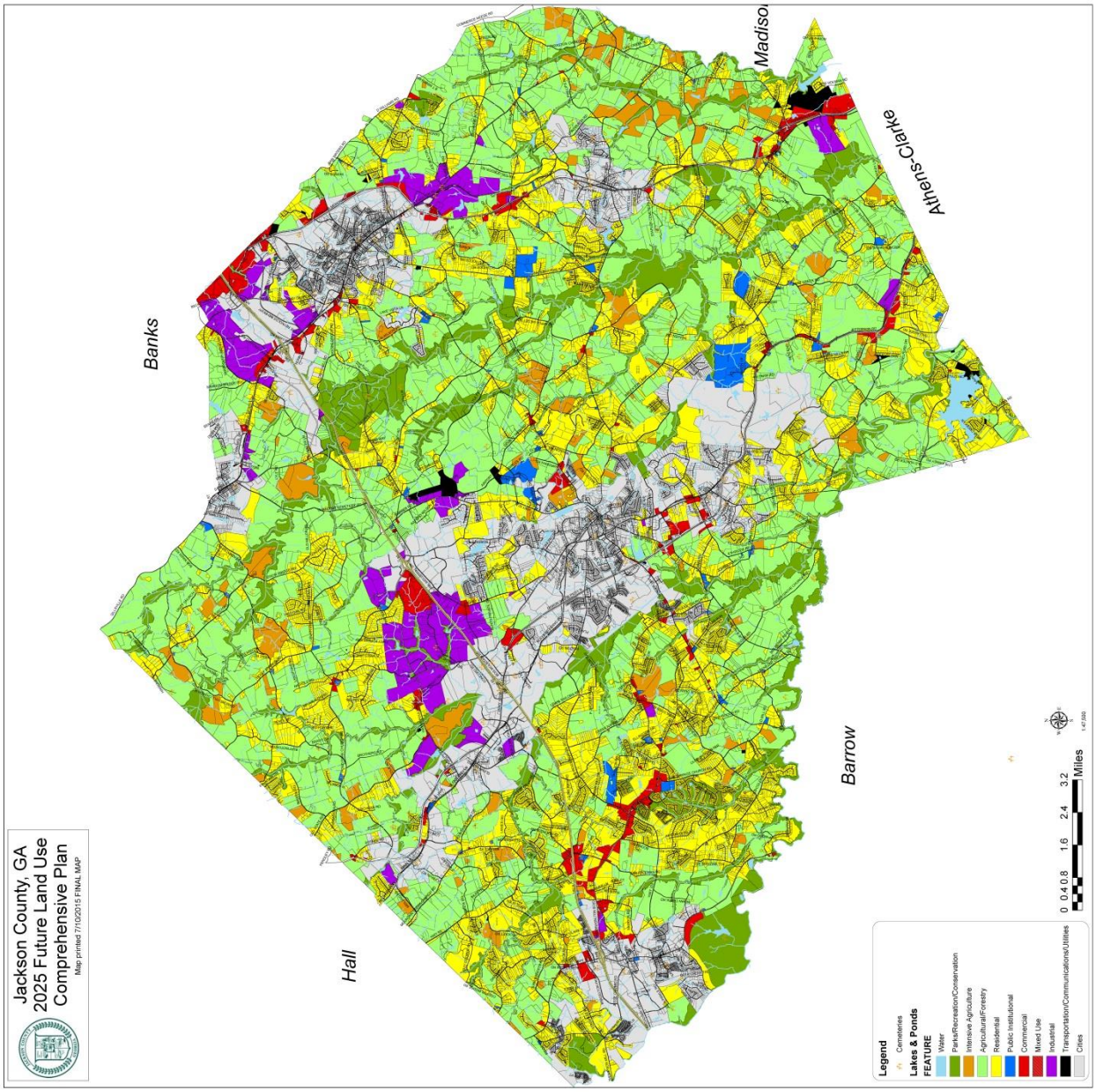
The future land use plan maps divide all of unincorporated Jackson County into one of the categories described below. Each future land use plan category is described in this section, along with applicable land use policies. The category for an individual property may not be the same on the 2025 map as it is for the 2040 map. That is to say, a given property may be slated for residential development in 2040 but is not shown as residential on the 2025 future land use plan map. Therefore, it is critical that both the 2025 and 2040 future land use plan maps be consulted. Consult Table 4.1 (see section on character areas) for the essential consistency relationship between character areas, future land use categories and zoning districts.

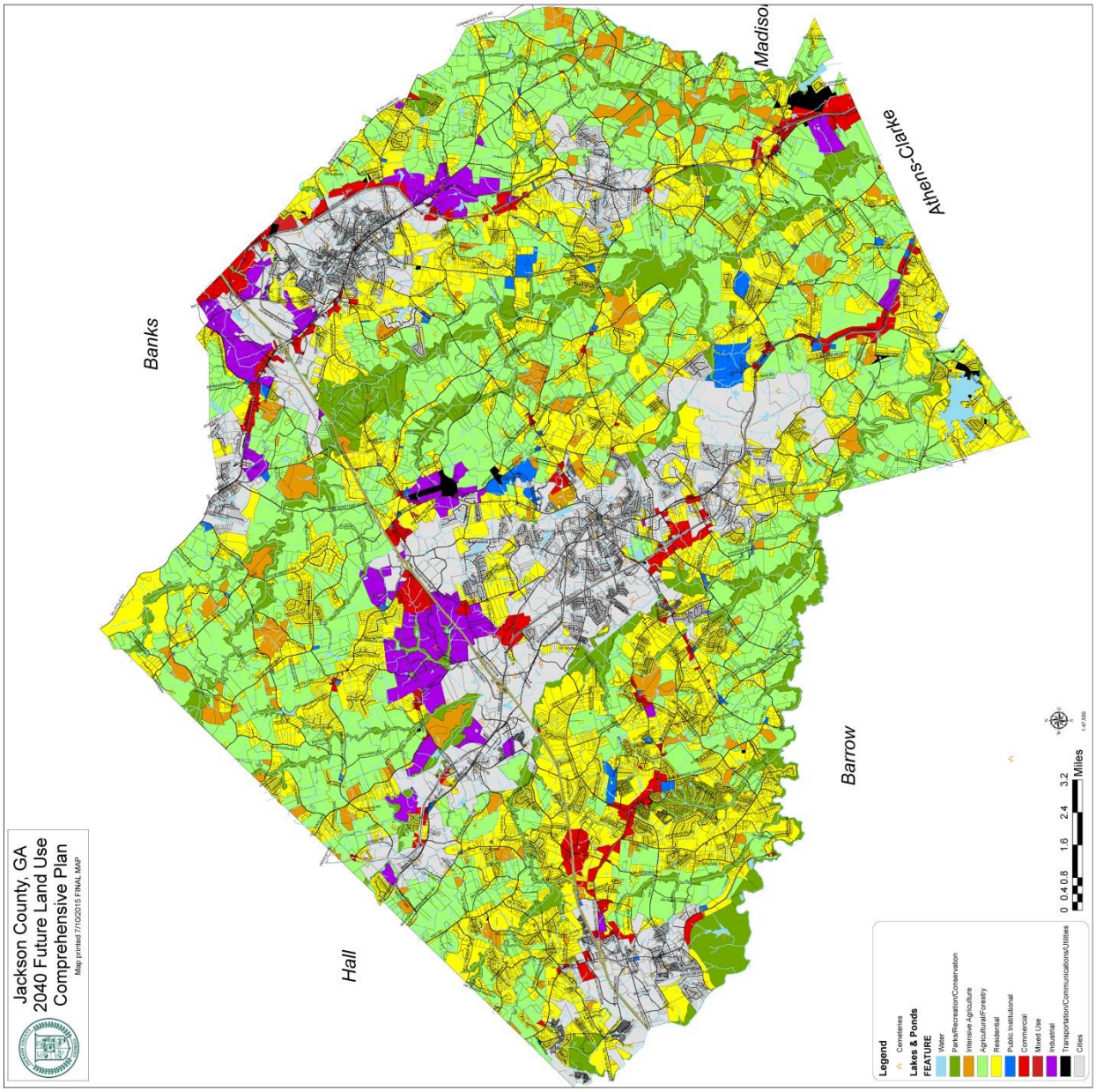
Table 4.2 provides acreage estimates for land uses in 2025 and 2040 according to the respective land use plan maps.

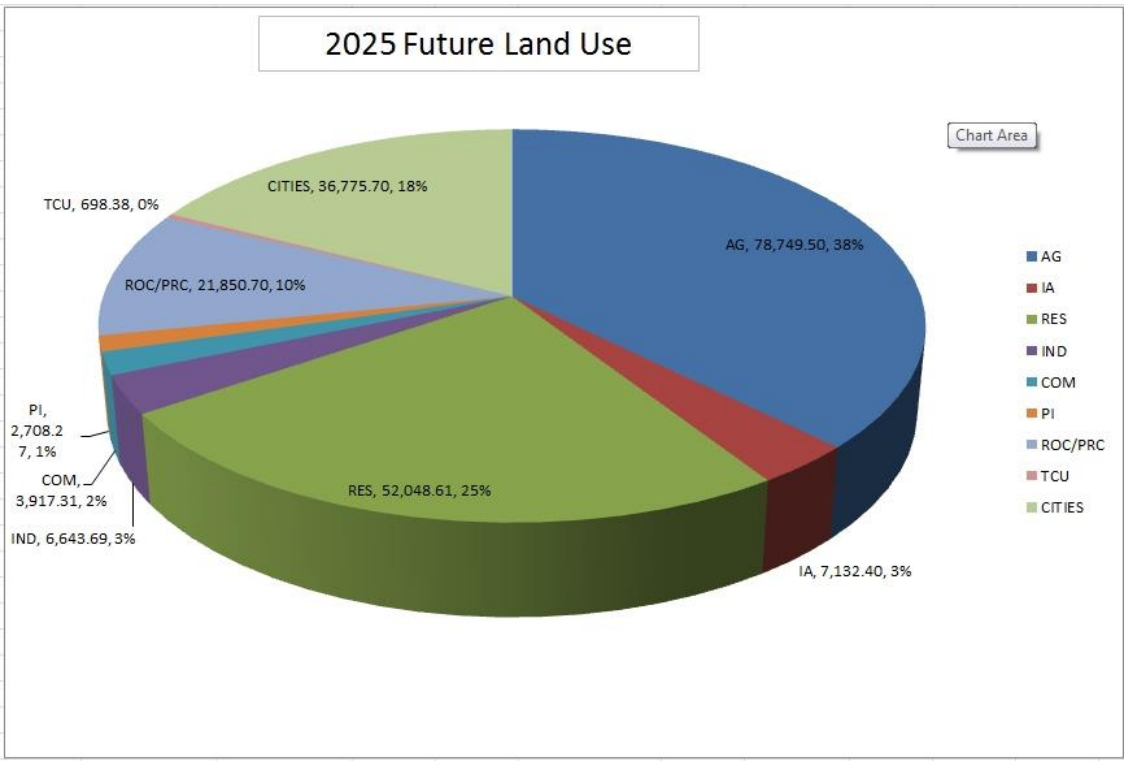
Table 4.2
Future Land Use in 2025 and 2040

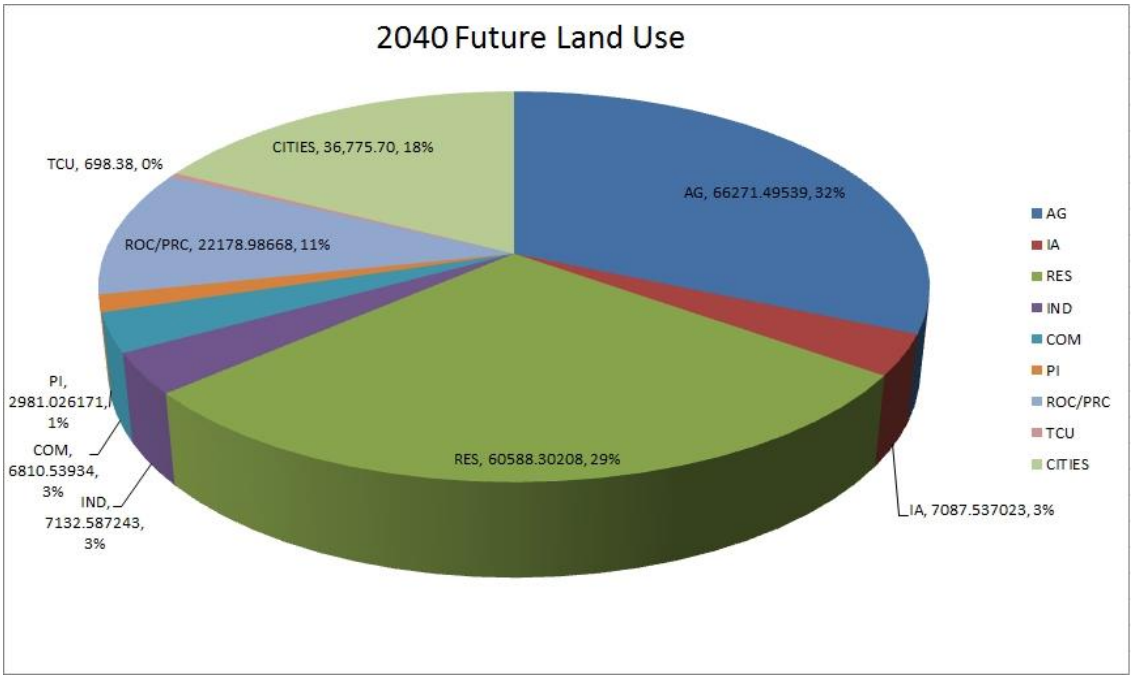
Future Land Use	2025		2040	
	Acres	%	Acres	%
Park, Recreation, and Conservation	21,850.7	10.4	22,179.0	10.5
Agricultural	78,749.5	37.4	66,271.5	31.5
Intensive agricultural	7,132.4	3.4	7,087.5	3.4
Residential	52,048.6	24.7	60,588.3	28.8
Public/Institutional	2,708.3	1.3	2,981.0	1.4
Commercial	3,917.3	1.9	6,810.5	3.2
Transportation/ Communication/ Utilities	698.4	0.3	698.4	0.3
Industrial	6,643.7	3.2	7,132.6	3.4
In Cities	36,775.7	17.5	36,775.7	17.5
Total	210,524.6	100.0	210,524.6	100.0

Source: Jackson County GIS, 2014.


Jackson County, GA
2025 Future Land Use
Comprehensive Plan
Map printed 7/10/2015 FINAL MAP
Banks
Hall
Madison
Athens-Clarke
Barrow
Legend
Cemeteries
Lakes & Ponds
FEATURE
Water
Parks/Recreation/Conservation
Intensive Agriculture
Agricultural/Forestry
Residential
Public Institutional
Commercial
Mixed Use
Industrial
Transportation/Communications/Utilities
Cities
0 0.4 0.8 1.6 2.4 3.2
Miles
1:47,250


Jackson County, GA
2040 Future Land Use
Comprehensive Plan
Map printed 7/10/2015 FINAL MAP
Banks
Hall
Madison
Athens-Clarke
Barrow
Legend
Cemeteries
Lakes & Ponds
FEATURE
Water
Parks/Recreation/Conservation
Intensive Agriculture
Agricultural/Forestry
Residential
Public Institutional
Commercial
Mixed Use
Industrial
Transportation/Communications/Utilities
Cities
0 0.4 0.8 1.6 2.4 3.2
Miles


2025 Future Land Use
Chart Area
CITIES, 36,775.70, 18%
TCU, 698.38, 0%
AG, 78,749.50, 38%
ROC/PRC, 21,850.70, 10%
PI, 2,708.27, 1%
COM, 3,917.31, 2%
IND, 6,643.69, 3%
RES, 52,048.61, 25%
IA, 7,132.40, 3%
AG
IA
RES
IND
COM
PI
ROC/PRC
TCU
CITIES


2040 Future Land Use
CITIES, 36,775.70, 18%
TCU, 698.38, 0%
AG, 66271.49539, 32%
ROC/PRC, 22178.98668, 11%
PI, 2981.026171, 1%
COM, 6810.53934, 3%
IND, 7132.587243, 3%
RES, 60588.30208, 29%
IA, 7087.537023, 3%
AG
IA
RES
IND
COM
PI
ROC/PRC
TCU
CITIES

Land Use Policies Generally

1. **Efficient Development Patterns.** Use land efficiently to avoid the costs and problems associated with exurban, rural, suburban, and urban sprawl.

2. **Property Rights.** In applying land use plans and regulations, all property owners must be afforded some reasonable economic use of their properties, but not necessarily the "highest and best" use as that term is understood in the real estate appraisal profession. The fact that a property would be valued more highly if rezoned is not in itself a sufficient reason for rezoning. However, a showing that property cannot be reasonably used in accordance with the existing regulations may be considered among other reasons for approving a land use amendment and/or changing the zoning district applicable to a given property.

3. **Balance.** In land use planning and individual decisions about land use, Jackson County strives to balance non-residential and residential development in order to reduce the burden of taxes on residents. This means that Jackson County will strive to protect parcels designated for commercial and industrial uses rather than rezoning such parcels to uses that do not support sustained economic health and higher wage jobs in the county.

4. **Compatibility.** Rezonings if approved should result in land development that is suitable in view of the use and development of adjacent and nearby property. Development should not adversely affect the existing use or usability of adjacent or nearby property.

5. **Public Facility and Service Impacts.** Development should not occur or be approved which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, public safety facilities, parks and recreation facilities, libraries, schools, or other publicly-provided facilities and services.

6. **Buffers and Screening.** Screen negative views through site planning, architectural, and landscape devices. Utilize buffers to separate potentially conflicting or incompatible land uses.

7. **Transitions.** Avoid harsh or abrupt changes of land use or character, by encouraging a logical and compatible relationship of land use and character, transitioning from one property development to another. In terms of land use, the ideal progression of land use compatibility is from residential to public-institutional (including private office), to commercial, to industrial. In terms of character areas, the ideal progression of character compatibility is from agricultural, to rural, to suburban, to urban. If harsh or abrupt changes in land use or character cannot be avoided, the transition should be better facilitated with special design techniques, step downs in intensity or density, and/or conditions of approval relating to building height, building setbacks, buffers, and limitations on incompatible operating characteristics.

8. **Prevailing Land Use Patterns.** Respect and maintain prevailing land use patterns, unless the future land use plan clearly suggests changes are appropriate.

9. **Spot Zoning and Spot Land Use Amendments.** Decisions about amendments to the future land use plan maps and official zoning map should not result in the creation of an

isolated future land use designation or isolated zoning district unrelated to adjacent and nearby land use or zoning districts.

10. **Land Use-Transportation Connections.** Coordinate land use and transportation decisions.

11. **Creativity and Flexibility.** Encourage creativity in development design and provide for design flexibility. Jackson County is open to considering land planning and development concepts that may be new to the county but have been implemented successfully in other places.

12. **Redevelopment.** Encourage redevelopment of obsolete or deteriorating buildings, properties, and areas.

13. **Development Approval Process.** Continually monitor the time frames required to review development proposals and shorten them or make them more efficient where possible.

14. **Intergovernmental Coordination.** Coordinate land use decisions between the county and municipalities. Land use decisions made by municipalities at the time of annexation should respect and be consistent with the character and future land use plans previously approved by Jackson County. Municipalities should anticipate formal objections by the county when annexations are for zoning and development inconsistent with the county's comprehensive plan.

15. **Architectural Requirements.** Promote the highest quality of development. Reevaluate and reconsider architectural and site design standards as appropriate to encourage increased quality of site development, architectural detailing and materials. Implement design controls through requirements in the Unified Development Code, and through other appropriate means.

16. **Sustainable Development Practices.** Communities and individual land developments which are developed consistent with generally accepted principles of sustainable development should receive priority consideration over developments relying on conventional designs and features. Any available incentives should be used to reward development which meets generally accepted sustainable development principles**.**

Park/Recreation/Conservation

This category includes lands dedicated to both active and passive recreational uses. These lands may be either publicly or privately owned, and they may include playgrounds, public parks, nature preserves, wildlife management areas, forest preserves, golf courses, recreation centers, or similar uses. All of the lands within the "conservation" character area are designated as park/recreation/conservation on the future land use plan maps. Park/recreation/conservation lands also exist in other character areas, such as a developed recreation complex in an urban character area, or a neighborhood park in a suburban neighborhood.

In addition to the flood plains of major rivers and streams, the following are areas designated park/recreation/conservation on the 2025 and 2040 future land use plan maps:

- The State Arboretum property north of Braselton.
- Forest land owned by the University of Georgia on the west side of U.S. Highway 441 between the city of Nicholson and the unincorporated Center community.
- The open space complex of wetlands just west of and including some of the city limits of Jefferson, along the Middle Oconee River.
- A large forest preserve south of Interstate 85, north and south of Woods Bridge Road, extending along both sides of the North Oconee River. This is believed to be the largest collection of contiguous tracts of heavily forested land and is considered the highest priority for protection as green infrastructure.
- A large forest preserve south of Hoschton extending also along the Mulberry River. This area rivals if not equals the size of the forest preserve proposed south of Interstate 85 along the North Oconee River.
- The area surrounding the proposed Parks Creek Reservoir, in between Apple Valley Road and Lyle Field Road. This area is being planned by the City of Jefferson with the cooperation of Jackson County for a water supply reservoir. The land is not presently under the ownership and control of the city or county. Upon approval of the reservoir, the land surrounding it is proposed to be purchased for open space, watershed protection, and limited passive recreational activities.
- Extensive areas of flood plain along the North Oconee River from the Athens-Clarke County line to the south side of SR 335 (Brockton Road).

Intensive Agriculture

This category includes poultry farms and is designated separately from the more general Agricultural/Forestry future land use category. In these areas, land owners have made significant investments, predominantly in the production of chickens but also in other major agricultural pursuits. Intensive agricultural areas include residential land uses by definition, including manufactured homes. The future building of dwellings or manufactured homes that are not farm-related are restricted, except for an allowance to subdivide a small number of small tracts over time for “minor subdivisions.” Intensive agricultural land uses lie almost exclusively within the “agricultural” character area, though some poultry farms may be classified as rural on the character area map if the farm is isolated and/or in an area expected to transition out of intensive agricultural use to rural residential use during the next ten or twenty years.

These areas need to be treated differently from hay fields and private forests because they have potential nuisance impacts on abutting or nearby residents. It is important to the future economy of Jackson County that intensive farming operations be protected from major subdivision tract development. Although Georgia has a right-to-farm law, in many instances it does not fully protect active farming operations from nuisance claims and lawsuits, even if the intensive farm operation existed prior to building the home or homes nearby.

While intensive agricultural areas are spread out among most of the non-urbanized unincorporated parts of the county, the most notable concentrations are as follows:

- Multiple poultry farms north of Interstate 85, especially between the Banks County line and Plainview Road, including concentrations south of Deadwyler Road west and east of Dixon Bridge Road.
- South and southeast of Maysville, north of Interstate 85.
- Southwest of Commerce along the east side of B. Wilson Road.

- North and south of Thyatira-Brockton Road east of Wilhite Road and west of Elliot Smith Road.
- Along Brockton Loop Road south of SR 335 (Brockton Road) south of South Apple Valley Road.
- South of SR 124 east of Mark Dodd Road.
- Along parts of Lebanon Church Road and Gum Springs Road.
- Several farms in eastern Jackson County, especially between U.S. Highway 441 and the Madison County line.

Agricultural/Forestry

Much of the land in this category is simply vacant or undeveloped, but other tracts are forested and there may be some raising of livestock or cultivation of crops in this future land use category. Residential land uses are allowed but they are limited to single-family, stick-built homes on individual lots and manufactured homes on individual lots. Like with the intensive agricultural category, residential uses by definition are included but they primarily relate to the larger agricultural or forestry tract. The future building of dwellings or manufactured homes that are not farm-related is restricted, except for an allowance to subdivide a small number of small tracts over time for “minor subdivisions.” Agricultural/Forestry areas can exist within the rural and even suburban character areas, but they are generally not designated within conservation character or urban character areas. Once designated urban character, farming in such areas is allowed to continue but is not expected to perpetuate.

The 2025 and 2040 future land use plan maps retain agricultural character as much as possible, considering needs for future conversion of farmland for residential uses. Unlike the previously adopted future land use plan, the 2025 and 2040 future land use plans in this comprehensive plan promote the preservation of agricultural and forestry lands in many different non-urban unincorporated parts of the county. Even so, agricultural and forestry use (not counting land in the intensive agricultural category which will be retained) will decline as a percentage of all unincorporated land uses.

Land Use Policies: Intensive Agriculture and Agricultural/Forestry

1. **Preservation.** Preserve and encourage agricultural land use and operations, especially poultry farms which are vital to the county’s economy.

2. **Avoid Conflicts.** Avoid, reduce, and mitigate the occurrence of conflicts between agricultural and non-agricultural land uses.

3. **Notices.** Applicants for building permits for buildings or for uses on non-agricultural land abutting agricultural land or operations should be required to be supplied with notice about the county’s support of the preservation of agricultural lands and operations and the potential for nuisance-type operations emanating from active farm operations.

4. **Buffers.** New non-agricultural land developments adjacent to intensive agricultural operations (excluding lands designated in the agricultural/forestry future land use plan category) should provide a sizeable buffer (i.e., at least 100 feet in width) to reduce the potential conflicts between intensive agricultural and non-agricultural land uses.

5. **Residential Lot Platting.** When new lots are platted pursuant to residential land use allowances in intensive agriculture and/or agricultural/forestry future land use plan categories, the lots should be designed so that they are large enough for a well (if unserved by public water supply) and septic tank (i.e., at least one acre) but small enough to not take away land from potentially viable future agricultural use (i.e., not more than two acres). Such lots should be located at the edge of agricultural fields and farm operations as opposed to being in the middle of the tract or otherwise making existing or future farming operations more difficult or less efficient.

6. **Best Management Practices.** Although agricultural operations are normally exempted from state and local soil erosion and sedimentation controls, agricultural property owners should be educated on the proper application of Best Management Practices (BMPs) and encouraged to apply them.

7. **Commercial Sales and Agri-tourism.** Avoid regulations and policies that would prevent agricultural areas and farms from offering to the public the commercial sale of farm products produced on the premises (e.g., farm produce stands) in agricultural and rural character areas. Also, avoid restrictions that would have the effect of preventing or discouraging recreational-based agri-tourism opportunities on farms and in agricultural areas (e.g., “U-Pick” farms, pumpkin patches, etc.).

8. **Development Standards.** Agricultural-related land development within intensive agriculture and agricultural/forestry land use classifications should be subjected only to the most minimal development regulations, i.e., those that are essential to public health, safety, and welfare.

Residential

This category includes dwellings of all types. Most commonly, they consist of single-family, detached dwelling units on individual lots, but the type of housing unit (e.g., stick-built versus modular or manufactured) is not differentiated according to this future land use category. Residential uses are allowed in all but the conservation character area, and even then some residences may exist in areas designated for conservation. Within urban character areas, residential designations may include higher density housing, including duplexes, triplexes, townhouses, apartments, and residential condominiums. Multi-family and/or attached housing may be permissible in suburban areas but at lower densities than permitted in urban areas. Manufactured home permissions are guided by the character area policies which treat manufactured homes differently according to character area. Residential use densities also differ remarkably among the various character areas.

Residential development between 2015 and 2025 will primarily stay within existing residentially developed areas in many different parts of unincorporated Jackson County. Primary existing residential corridors and areas currently exist along the following and will witness additional residential development:

- Residential development will expand in a logical, sequential fashion south of the city limits of Commerce and to a lesser extent around the city limits of Maysville.
- Along both sides of Ila Road (SR 326) east of Commerce.
- Along the U.S. Highway 441 corridor between Commerce and Nicholson.
- Along much of Waterworks Road between Commerce and Nicholson.

- South of Interstate 85 along SR 82, the western part of Woods Bridge Road, and along the south side of Apple Valley Road.
- The SR 82 corridor north of Interstate 85 and along the north side of Pond Fork Church Road (the Holly Springs area).
- North of Interstate 85 northeast of SR 53, emanating outward from the Braselton area's residential growth.
- Much of the already residential developed areas along SR 124, Doster Road, and Jackson Trail Road.
- Residential infill on large tracts west of Braselton and west-southwest of Hoschton.
- Some residential development east of Jefferson north and south of SR 335.
- Infill residential developments along Jefferson River Road between New Bridge Road and Chandler Bridge Road.
- Extensive additional rural residential growth around the area of Bear Creek Reservoir (but without access to the reservoir), and along SR 330 in the southernmost triangle of the county.

Between the years 2026 and 2040, new residential areas will develop in the following areas (in addition to extensive residential development within municipalities, particularly within Arcade):

- The most significant addition of residential development during this time period in unincorporated areas will be the Diamond Ranch residential development.
- Significant residential expansion will occur around the cities of Commerce and Maysville between 2026 and 2040.
- The SR 82 Spur corridor north of the city of Jefferson and south of Interstate 85 will develop into a mostly residential corridor (including Dry Pond Road, Barber Road, and Raford Wilson Road).
- Significant conversion of agricultural lands along the north and south sides of Interstate 85 between Jefferson and Braselton, especially on the north side of I-85 along SR 332 and on the north side of McNeal Road.
- Residential development will extend in a linear fashion along SR 53 southeast of Hoschton.
- Continued conversion of farmland to residential subdivisions along SR 124 and north of Doster Road.
- New residential development will occur along Storey Porter Lane, between the developed portions of Jefferson and the industrial development along Hog Mountain Road.
- New residential development south of Jefferson and southwest of Arcade, along the south side of U.S. Highway 129 (Damon Gause Parkway).
- Limited, dispersed, non-uniform development along U.S. Highway 129 between Arcade and the Athens-Clarke County line.
- Infill residential tracts along SR 82 and north of Double Bridges Road, south of the city limits of Arcade.
- Residential development will begin to infill along both sides of U.S. Highway 441 between Nicholson and the unincorporated community of Center, and extend west of unincorporated Center along New Kings Bridge Road.

Land Use Policies: Residential

1. **Protect Residences from Incompatible Land Uses and Nuisances.** Where designated residential on the future land use plan maps, maintain and preserve quiet, stable neighborhoods of residences at low (or current) densities. Preserve and enhance the stability of existing residential neighborhoods. Protect residential areas (whether rural, suburban, or urban) from nuisances (e.g., excessive noise, odor, traffic and lighting) and from encroachment by incompatible land uses.

2. **Preservation of Residential Neighborhoods.** The consideration of the preservation of the integrity of residential neighborhoods shall be considered to carry great weight in all land use plan amendment and rezoning decisions.

3. **Transitional Properties and their Impacts on Residential Neighborhoods.** In those instances in which property proposed for change in future land use category or rezoning from residential to nonresidential use fronts on a major thoroughfare and also adjoins an established residential neighborhood, the factor of preservation of the residential area shall be considered to carry great weight in all land use plan amendment and rezoning decisions.

4. **Natural Areas, Open Space and Recreation.** New residential development should preserve the natural amenities of the land through maintenance of conservation areas and open spaces. When new major residential subdivisions or any multi-family complexes are developed, there should be a minimum of 20 percent of the total development area set aside for green space, open space, and active or passive recreational opportunities.

5. **Densities**. The density of residential development should be guided by the character area designations (agricultural, rural, suburban, and urban), with increasing densities permitted as development transitions from agricultural to urban.

6. **Market for Single-family Homebuilding Opportunities.** Encourage homebuilding on existing, vacant, residential subdivision lots prior to plating of new residential lots. Jackson County strongly encourages the consumption of available inventory of single-family lots prior to rezoning for new single-family residential subdivisions. Jackson County will consider the market need for housing in decisions whether to rezone for new single-family detached residential subdivisions.

7. **Neighborhood Interconnectivity.** Encourage intra- and inter-connectivity within, between, and among residential neighborhoods. Roads ending in cul-de-sacs are discouraged in all character areas but where provided should be limited to suburban character areas.

8. **Residential Use Adjacent to Water Supply Reservoirs.** New residential development is highly discouraged along the shorelines of public water supply reservoirs.

Public/Institutional

This category includes federal, state, or local government uses, and a wide variety of institutional land uses. Government uses include county-owned facilities, fire stations, post offices, and schools. Private institutional uses include schools, colleges, churches, cemeteries,

and private non-profit meeting halls, among others. The public/institutional category also specifically includes private office development and which may include selected, low-intensity personal service establishments and other quasi-commercial land uses.

Public-institutional uses can be found and are permissible in virtually all character areas: urban, suburban, rural, and agricultural. In rural areas, public-institutional uses take the form of mostly historic churches and cemeteries and small meeting halls for private, non-profit groups. The scale and size of public-institutional uses are guided by the policies for character areas. The siting of public uses such as schools is generally discouraged in agricultural and rural character areas if other practicable alternatives exist. As an example, if a church wants to locate in a rural character area, the size and other characteristics must be consistent with the rural character area description.

It is difficult to generalize the existing and future pattern of public-institutional uses. However, it is noted here that this category is used in many places as a transitional land use category between residential uses and commercial or industrial uses.

Land Use Policies: Public-Institutional

1. **Reservation for Certain Uses.** Certain properties, particularly those at key road intersections with sufficient acreage, may be appropriate for institutional uses such as churches, other places of worship, private schools, non-profit clubs and lodges, institutional residential facilities such as nursing homes and care centers, and public or other semi-public uses. Priority should be given to these uses prior to establishing other uses permitted in the public-institutional future land use category, such as private offices.

2. **Intensities.** The intensity (floor-area ratio or building space per acre) of institutional development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban.

3. **Transitional Nature.** The public-institutional future land use category is considered a transitional designation to buffer residential uses from commercial and/or industrial uses, as shown on the future land use plan maps.

4. **Site Plan Review.** Regardless of which character area within which it is located, all institutional developments should be reviewed with respect to the following which should not be considered limiting: access, site design, landscaping, parking, environmental protection, lighting, and signage.

Commercial

This category applies to lands dedicated to non-industrial business uses, including retail sales, offices, services and entertainment facilities. As with public-institutional uses, commercial uses can be appropriate in a variety of character areas, so long as they meet the parameters for commercial use specified in character area policies. For instance, the future land use plan may designate new commercial development within a rural character area – however, in order to be consistent with the rural character area policies, development must remain small in scope and have architectural characteristics that resemble a rural area (see “rural character area”).

Extensive additional commercial development will occur in the following unincorporated areas between 2026 and 2040 (these are in addition to extensive additional commercial development anticipated within the city limits of Commerce and Jefferson):

- West of U.S. Highway 441, north of the city limits of Commerce, in the Banks Crossing area.
- Along U.S. Highway 441 east of the city limits of Commerce.
- Along the SR 98 corridor between Interstate 85 and downtown Commerce, as well as interchange-related commercial development expansion west of Interstate 85 along SR 98.
- A small neighborhood-scale commercial node will form at the intersections of Pond Fork Church Road and CR 242.
- Commercial development will expand incrementally southward from existing commercial development at the southwest quadrant of Interstate 85 and Dry Pond Road (SR 82).
- A commercial node will form at the intersection of U.S. Highway 129 (Damon Gause Parkway) and U.S. Highway 129 Business.
- Limited, infill commercial development on smaller tracts between U.S. Highway 129 and Old Gainesville Highway between the cities of Pendergrass and Talmo.
- Additional, highway-oriented interchange commercial uses will develop along SR 53 north of the Interstate 85 interchange.
- A commercial node serving suburban residential neighborhoods will continue developing along SR 124 at its intersections with SR 332 and Gum Springs Church Road.
- A suburban commercial node will form at SR 124 and Mark Dodd Road and Creek Nation Road.
- Commercial development will extend in a linear fashion along SR 53 southeast of the city of Hoschton.
- Infill commercial development along Athens Street (U.S. Highway 129 Business) between the cities of Jefferson and Arcade.
- A commercial node will form at the intersection of U.S. Highway 129 (Damon Gause Parkway) and Ethridge Road. Commercial development will also occur on the northeast side of U.S. Highway 129 (Damon Gause Parkway) between Ethridge Road and Galilee Church Road between Jefferson and Arcade.
- Commercial development will form mostly on the south side of U.S. Highway 129 between Arcade and the Athens-Clarke County line, at the intersections of Mary Collier Road, SR 330, Lebanon Church Road, and New Kings Bridge Road.
- Significant, mostly smaller-scale commercial development will form in the Center unincorporated area at the intersection of U.S. Highway 441 and SR 334 as well as U.S. Highway 441 and Old Commerce Road extension.
- A neighborhood commercial node will form on the west side of U.S. Highway 441 at Old Kings Bridge Road just south of the city limits of Nicholson.
- Small, rural convenience commercial development will occur at the intersections of Brockton Road (SR 335) with Thyatira-Brockton Road and South Apple Valley Road.

Between 2026 and 2040, the following unincorporated areas will witness significant additional commercial growth:

- Additional commercial development will logically extend along the east side of U.S. Highway 441 southwest and south of Commerce.
- The SR 98 corridor west of the interchange of Interstate 85 to the city limits of Maysville is expected to convert from a mostly residential corridor to a commercial corridor during this time period, once sanitary sewer is extended through this corridor to Maysville.
- Commercial development at the southwest quadrant of Interstate 85 and SR 82 (Dry Pond Road) will expand along the south side of Wayne Poultry Road as new industry develops west of that location.
- Commercial development will extend logically from the industrial/commercial complex at I-85 and Dry Pond Road northeast to the intersection of Dry Pond Road and Plainview Road.
- Commercial development will form at the intersection of U.S. Highway 129 (Damon Gause Parkway) and Galilee Church Road and between Galilee Church Road and Winder Highway (SR 60) on the south side of Damon Gause Parkway.
- Commercial will develop along the west side of U.S. Highway 441 across from the J & J Flea Market and northward from the Athens-Clarke County line.
- A new commercial node will form at Storey Porter Lane and Hog Mountain Road, serving new industrial and residential developments in the vicinity during the time period.

Land Use Policies: Commercial

1. **Patterns.** Discourage patterns of “strip” commercial development. Encourage building designs which locate all of the off-street parking provided on the commercial lot between the road and the building.

2. **Efficient Use.** Encourage the re-occupancy of existing retail space prior to the construction of new retail spaces.

3. **Intensities**. The intensity (floor-area ratio or building space per acre) of commercial development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban.

4. **Site Plan Review.** Regardless of which character area within which it is located, all commercial developments should be reviewed with respect to the following which should not be considered limiting: access, site design, landscaping, parking, environmental protection, lighting, and signage.

5. **Long-term Quality versus Short-Term Maximizing of Investment.** Unless specifically designated as an interim use (where long-term development of a more permanent nature is contemplated), commercial developers need to consider the long-term impact of their development on the surrounding community. Efforts to maximize return on investment with little consideration to the long-term community impact will be judged by the county accordingly.

6. **Highway Commercial Uses.** The fact that an existing lot has frontage on a state or federal highway is one consideration but is not in itself prima facie evidence that such

property should be or will be allowed to be used commercially. The creation of new highway business districts without frontage on a state highway is strongly discouraged. Great scrutiny will be given to any requests for land use amendments or rezonings to extend highway commercial zoning districts beyond those areas designated on the future land use plan maps. Substantially compelling evidence of the need for additional highway business uses in the county must be presented to support such a change.

7. **Architectural Harmony among Phases and Outparcels.** When commercial development occurs in phases, and for commercial development with outlots reserved for future commercial development, the property owner or developer should ensure that the designs of building forms are interrelated and architecturally harmonious.

8. **Neighborhood Commercial.** Where commercial is designated at corners of intersections of local roads, the commercial land uses within such neighborhood-serving commercial nodes should not contain highway-oriented commercial developments such as but not limited to lodging, auto sales, auto service, and open air business establishments. With the exception of convenience stores with gasoline pumps, neighborhood commercial areas do not permit or accommodate automotive uses or other types of more intensive highway business activities, or those uses that generate excessive traffic, noise, odors, pollution, safety hazards, or other adverse impacts which would detract from the desirability of adjacent properties for residential use. Commercial development within neighborhood commercial nodes should be small-scale commercial uses of a convenience nature serving nearby residential neighborhoods as opposed to a regional market. Uses within neighborhood commercial areas generally occur within enclosed buildings with no outside storage and limited (if any) outdoor display of goods and merchandise.

9. **Interstate 85 Frontage.** Commercial developments with frontage on Interstate 85 should maintain trees immediately adjacent to the interstate right of way, to buffer noise emanating from the interstate highway and reduce impacts noise will have on nearby properties. A natural, undisturbed buffer of 50 feet in width should be maintained along the property's frontage on Interstate 85. Such a buffer will allow for a significant view corridor into the site while mitigating some of the noise impacts compared with commercial sites that are clearcut all the way to the Interstate right of way.

10. **Impervious Surfaces.** Within water supply watersheds and other sensitive environmental areas, strong consideration should be given by site designers and land developers to special design techniques that will reduce surface water runoff. Impervious surfaces should be limited in such areas to no more than 60 percent of the total site area. Pervious pavement and gravel parking should be permitted in order to allow site developments to meet this criterion.

Master Planned Mixed Use

This category does not apply to any existing development in Jackson County. It is appropriately applied only in urban areas which have water and sewer service. This category encourages an appropriate mix of residential, office, civic-institutional, retail-service, and open space in a planned environment.

From 2026 to 2040, mixed use development is projected to occur on the east side of U.S. Highway 441 east of Commerce, south of SR 59, and in the triangular area formed by U.S. Highway 129 and U.S. Highway 129 Business in the Jefferson (unincorporated) area.

Land Use Policies: Master Planned Mixed Use

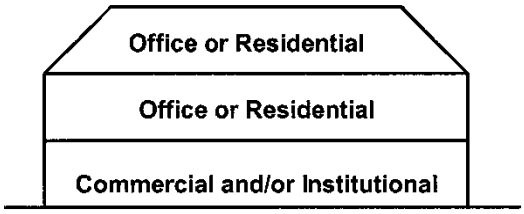
1. **Densities and Intensities.** The density of residential development and intensity of non-residential development (floor-area ratio or building space per acre) of commercial development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban. Within a master planned mixed use development, densities and intensities should be greatest at road intersections and/or along major road corridors and the least at the fringe along property lines abutting less intensive development.

2. **Housing Variety.** Encourage a variety of home styles, housing types, densities and price ranges, including mixed-income housing, within mixed-use developments.

3. **Attached and Group Quarters Housing.** Attached housing and group quarters housing are encouraged to be located within mixed-use developments.

4. **Life Cycle and Mixed Generation Communities.** Within mixed use developments, encourage “life cycle” or “mixed generation” communities that provide for persons of different age groups (including seniors) to live in the same community as they age.

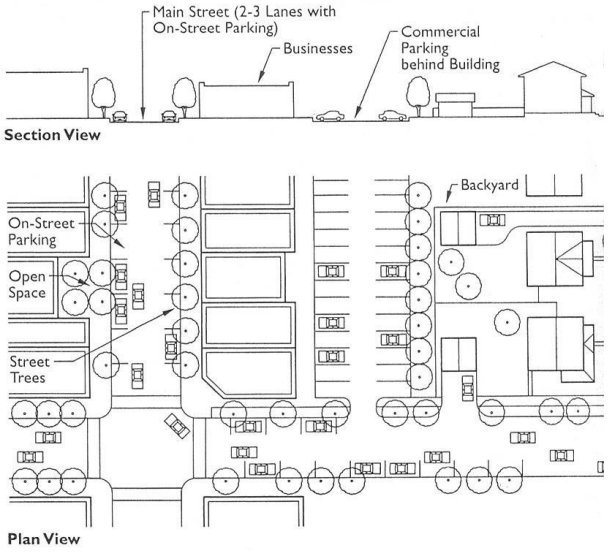
5. **Vertical Mixed Use.** Within master-planned mixed use developments, the vertical mixing of residential with office and commercial land uses is desirable.



Vertical Mixed Use Desirable

6. **Pedestrian Retail.** A pedestrian-oriented retail district should be planned and provided for mixed use developments large enough to support such a district.

7. **Jobs-Housing Balance.** Having 1.5 jobs for each housing unit is considered a good balance of residential and nonresidential development. This policy should be used as a guide in planning development in this category, but it is non-binding.



Industrial

This category includes lands dedicated to industrial uses, including warehouses, wholesale trade facilities, research and development facilities, and manufacturing operations, processing plants, factories, and mining or mineral extraction activities. Light industrial uses are relegated to urban character areas given their need for urban-type facilities such as water, sanitary sewer, and collector roads or highways. Some extraction or mining operations may exist in rural character areas and be appropriately sited in remote places designated for rural or agricultural character, subject to specific land use policies.

There are several unincorporated areas that are designated for future industrial development. These are in addition to substantial industrial development planned within the city limits of Commerce along Interstate 85 and in Jefferson near the SR 82 (Dry Pond) interchange of Interstate 85. By 2026, industrial development will expand in the following unincorporated areas:

- Adjacent to existing industry in Maysville, along the south side of SR 98.
- West of the commercial interchange area development at SR 98 and Interstate 85.
- Along Steve Reynolds Industrial Parkway north of SR 98.
- Smaller scale expansion of the industrial area east of the city limits of Commerce and U.S. Highway 441 along SR 334.
- Development of sites within existing industrial parks and areas north of Interstate 85 between Valentine Industrial Parkway and Dry Pond Road (SR 82), along Raco Parkway (west of the Dry Pond Road interchange with I-85), and along Valentine Industrial Parkway and Bonnie Valentine Way, as well as north of Wayne Poultry Road.
- Along the south side of McClure Industrial Parkway.
- North of I-85 between SR 98 and the Banks County line.
- Infill industrial development north and south of U.S. Highway 129 in the Pendergrass and Jefferson areas west of I-85.

Between 2026 and 2040, industrial development will expand further in the following unincorporated areas (in addition to considerable opportunities for additional industrial development within the cities of Jefferson and Commerce):

- Additional industrial development will occur along the south side of Wayne Poultry Road and between the south side of I-85 and Hog Mountain Road.
- New industrial development will take place In the vicinity of Jackson County Airport along and east of SR 82 Spur.
- Between Wayne Poultry Road and Interstate 85.
- North of U.S. Highway 129 between the cities of Pendergrass and Talmo.

Land Use Policies: Industrial

1. **Appropriate Locations.** All industrial land uses should be limited to areas with relatively level topography, adequate water and sewerage facilities, and access to arterial streets.

2. **Expansion of Existing Suburban Industrial Areas.** Zoning for existing industrial uses designated “suburban” on the character area map should not be expanded unless sanitary sewer is provided and expansion takes place in an “urban” character area.

3. **Light versus Heavy Industry.** New industrial operations should be limited to those that are not objectionable by reason of the emission of noise, vibration, smoke, dust, gas, fumes, odors or radiation and that do not create fire or explosion hazards or other objectionable conditions. However, in areas designated for industry which are clearly removed from residential areas, heavy manufacturing and heavy industrial uses, including those creating objectionable conditions, are considered appropriate.

4. **Industrial Park and Campus Designs.** Future industrial developments serving more than one industry are strongly encouraged to be developed within planned industrial parks which are designed with campus-style layouts including generous building setbacks from exterior roads and landscaping.

5. **Interstate 85 Frontage.** Industrial developments with frontage on Interstate 85 should maintain trees immediately adjacent to the interstate right of way, to buffer noise emanating from the interstate highway and reduce impacts noise will have on nearby properties. A natural, undisturbed buffer of 50 feet in width should be maintained along the property's frontage on Interstate 85. Such a buffer will allow for a significant view corridor into the site while mitigating some of the noise impacts compared with industrial sites that are clearcut all the way to the Interstate right of way.

6. **Impervious Surfaces.** Within water supply watersheds and other sensitive environmental areas, strong consideration should be given by site designers and land developers to special design techniques that will reduce surface water runoff. Impervious surfaces should be limited in such areas to no more than 60 percent of the total site area. Pervious pavement and gravel parking should be permitted in order to allow site developments to meet this criterion.

7. **Reservation of Prime Industrial Sites with Publicly Subsidized Sewer for High Employment-Generating Uses.** In areas designated for future industrial development, priority should be placed on attracting industrial developments with significant employment densities (i.e., jobs per acre of land or per acre of building space). Jackson County may elect not to approve rezoning for industrial development in such areas if the development proposed is for low density employment industrial uses such as warehousing, so as to reserve prime industrial sites that have been subsidized with regard to sanitary sewer service for the highest employment-generating industrial uses.

Land Use Policies: Mining and Extraction Industries

1. **Land Use Districts.** Rock quarries are only appropriately located in industrial future land use districts and are highly incompatible in suburban character areas.

2. **Blasting Operations.** Vibrations that result from blasting must be continually monitored with seismographs by a qualified professional. Warning signs need to be posted at regular intervals (1,000 feet approximately, recommended) along the perimeter of the site involving blasting operations.

3. **Access and Traffic.** Primary access onto at least a major collector street is required. The access drive should be curvilinear or meandering in such a way it will not provide an unobstructed straight-line view of interior buildings, structures, or mine operations from the primary access road. Unimproved (dirt or gravel) haul roads need to be watered

regularly during dry seasons. A traffic impact study is required at the time of rezoning or special use approval.

4. **Buffers.** Buffers of 2,000 feet should be provided on all rock quarries despite surrounding land uses. If permitted in a rural character area, there needs to be a minimum buffer of 750 feet adjacent to all property lines (which may include berms and access roads), a minimum 1,000-foot setback from all property lines for crushers and asphalt and concrete plants, and minimum setbacks for roads of 250 feet from property lines (i.e., allowed within the inner part of the required buffer). The minimum site area for a rock quarry to adhere to these requirements is approximately 250 acres.

5. **Complaints.** The applicant for approval of a mining operation or extractive industry needs to submit a plan specifying procedures for handling complaints received directly from citizens or property owners and those forwarded by the local government from complainants.

Transportation/ Communications/ Utilities

This category applies primarily to electricity facilities like power substations and major transmission lines and cell towers. As essential public facilities, they are generally allowed in all character areas as needed.

Power Substation on SR 334

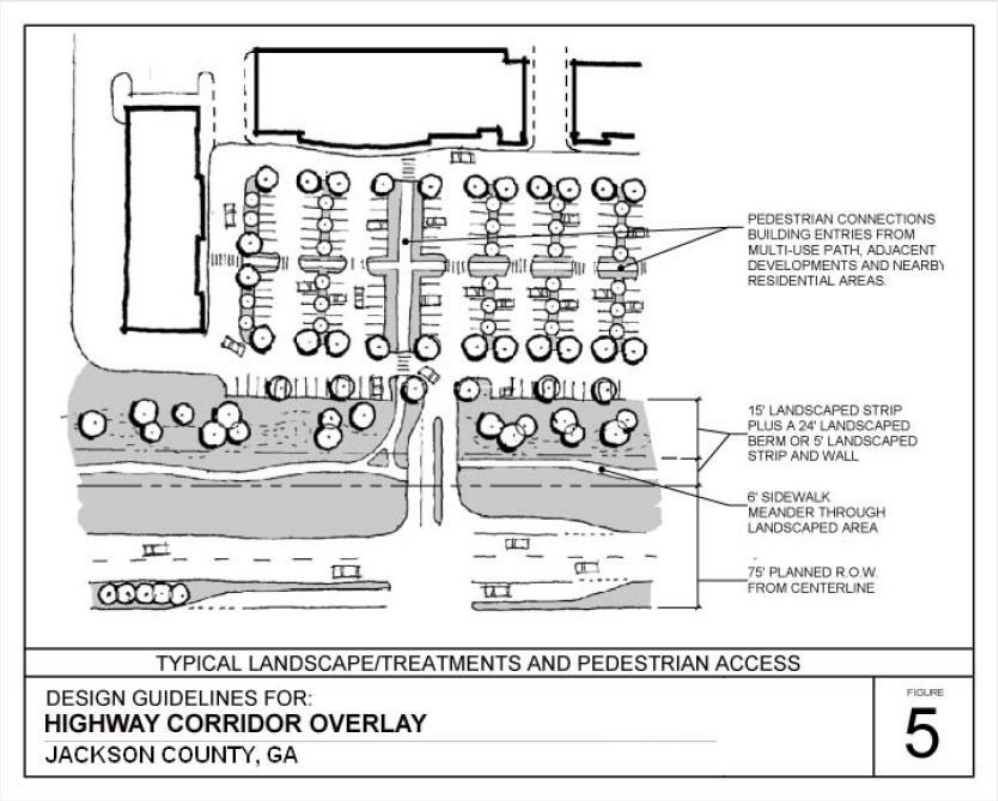
The relationship of future land use categories to character areas is summarized in Table 4.1 (see the section, “Character Areas”).

SPECIAL OVERLAYS

Overlay districts with design and architectural regulations and guidelines are the most common method of providing additional control and guidance with regard to land development.

SR 124 and SR 53 Corridors

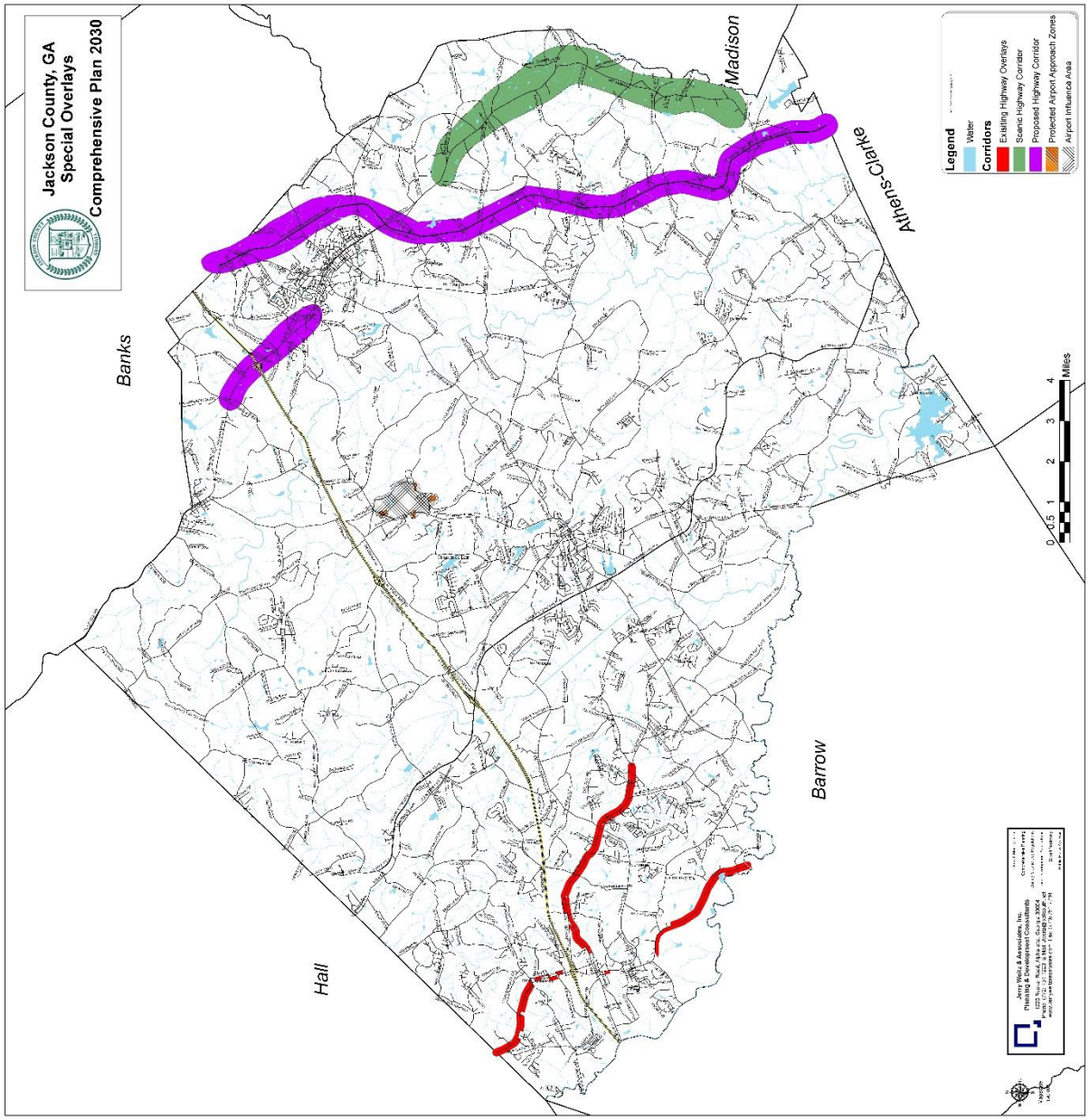
Jackson County has adopted corridor overlay districts for the SR 124 and SR 53 corridors. Applicants for development in these corridors are required to submit building plan applications showing proposed building materials and demonstrating consistency with a number of regulations and guidelines pertaining to uses, ground floor area limitations, lot standards, access management, landscaping, environmental controls, parking, dumpsters, lighting, architecture, and signage (see Sec. 206(q) and Secs. 510 through 514 of the Unified Development Code). These corridors are recognized in the special overlays map of this chapter.



One of several design guidelines provided for the SR 124 and SR 53 Overlays In Article 5 of the Jackson County Unified Development Code

U.S. Highway 441 Corridor

The 2010 comprehensive plan called for the extension of the highway overlays regulation to additional highway corridors in Jackson County. This has been accomplished for the U.S. Highway 441 corridor in the Commerce area (where much of the west side of the highway is in Commerce and most of the east side is unincorporated).


Jackson County, GA
Special Overlays
Comprehensive Plan 2030
Banks
Madison
Athens-Clarke
Hall
Barrow
Legend
Water
Corridors
Existing Highway Overlays
Scenic Highway Corridor
Proposed Highway Corridor
Protected Airport Approach Zones
Airport Influence Area
0 0.5 1 2 3 4
Miles
Jerry Weitz & Associates, Inc.
Planning & Development Consultants

SR 98 (Maysville Road) Corridor in the Commerce Area

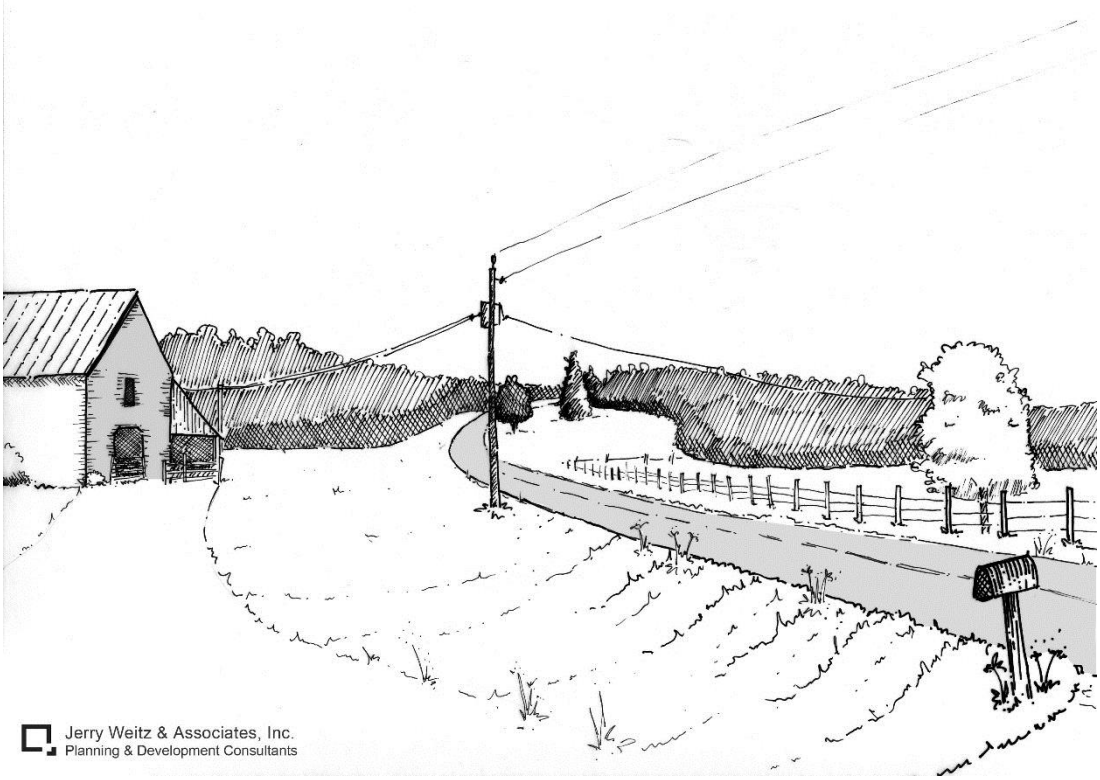
Another corridor which has shared land use jurisdiction is the SR 98 corridor between downtown Commerce and extending west to the north side of Interstate 85. Around the Interstate 85 interchange and along that segment between I-85 and the downtown, land use jurisdiction falls in and out of Commerce. That is, one property may be unincorporated, then the next one is in Commerce, then land use jurisdiction falls back to the unincorporated county again. A specialized set of overlay regulations has been adopted for this corridor by both the county and the City of Commerce.

Jackson County Airport Overlay

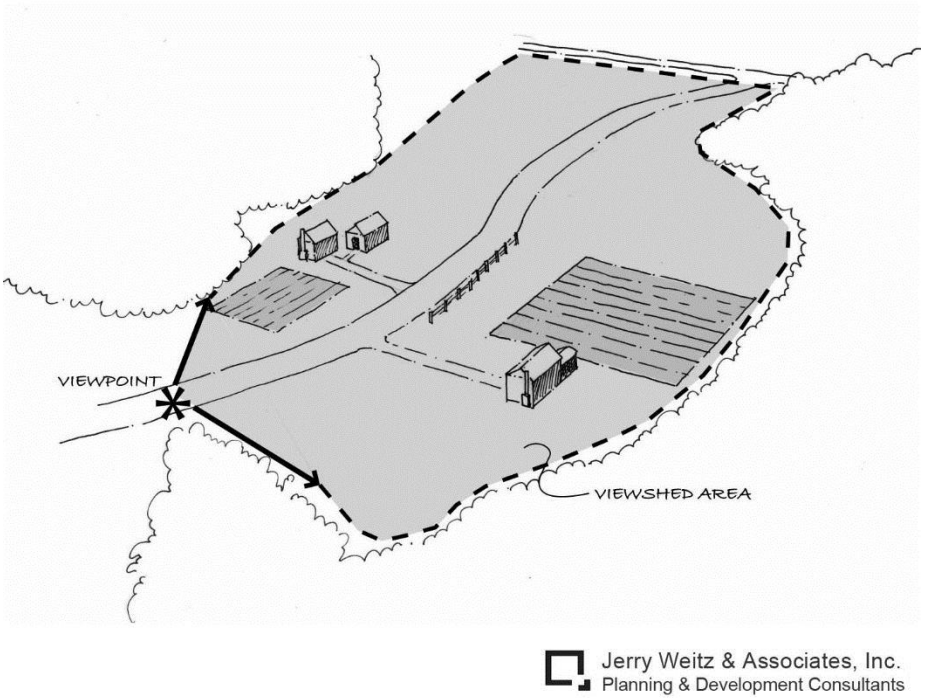
Another overlay that is already established in the Jackson County Unified Development Code (Sec. 206(p)) is the airport zone overlay. The airport overlay has been adopted in order to protect the flight approach areas to the airport, in accordance with Federal Aviation Administration (FAA) requirements. In the overlay, heights of buildings and other obstructions are regulated in order to ensure save flight/aviation operations. The airport zone overlay is specifically recognized on the special overlays map of this chapter.

SR 334 Scenic Corridor

The 2010 comprehensive plan called for designation of much of SR 334 south of the city limits of Commerce, to its termination near U.S. Highway 441, as a scenic road corridor. This part of the SR 334 corridor is proposed to remain almost entirely agricultural with scattered existing residences. In order to protect the outstanding rural scenic qualities along this highway, special regulations and guidelines within the SR 334 viewshed are needed.



SR 334 Corridor: Existing Conditions



Illustrative "Viewshed" (Area of Concern)

CHAPTER 5
TRANSPORTATION

This chapter of the comprehensive plan provides a summary of the Countywide Roadways Plan, 2008-2028, which was prepared by Moreland Altobelli Associates, Inc. and is adopted by reference as if fully set forth in this comprehensive plan. The document is some 268 pages and combines detailed inventories of road conditions in addition to plans for short-term and long-range road system improvements. This synopsis does not substitute for the plan itself, but rather is intended to facilitate the reader's overview of its contents and recommendations. Until the roadways plan was prepared, Jackson County had never prepared a long-range roadways plan integrating land use and transportation decision-making, identifying existing and future roadway capacity and operational problems, formulating transportation goals, objectives and policies that guide future growth, and preparing a long-range list of capital projects to resolve present and future needs in a financially feasible manner.

The scope of services went beyond the typical scope of work associated with comprehensive transportation plans and studies. The roadway inventory and analysis included not only included the types, location, and capacity of the various existing major roadways, but also a field survey which identified current substandard road features and safety issues or signage problems along the major roadways within the county. The survey addresses 168 roadway segments and identifies 442 safety and signage concerns. Accident histories are thoroughly documented. Special attention was provided to the Interstate 85 (I-85) corridor and its future needs to enhance Jackson County's potential economic development efforts, in particular a parallel road system and potential new interchange.

FUNCTIONAL CLASSIFICATION OF ROADS

Some 88 of the major roadways within the county were evaluated for their consistency with the current GDOT functional classification system, and 21 roads were recommended to be reevaluated by GDOT to reclassify those roadways based upon their current usage and characteristics.

EXISTING AND FUTURE TRAFFIC CONDITIONS

Existing year 2008 average annual daily traffic (AADT) volumes for 183 roadway segments were evaluated to determine their current levels of service (LOS). Traffic forecasts were prepared for each of the five-year analysis periods from 2013 to 2028 and, subsequently, the levels of service were determined to evaluate the future traffic operations on the existing major roadways in Jackson County. These analyses indicate future needs for roadway improvements. The future roadway operational analysis included an analysis of historical traffic growth trends and travel patterns, a review of the future land use designations established by Jackson County and the anticipated future growth areas, and an analysis of the currently programmed and planned projects of the Atlanta Regional Commission (ARC), Georgia Department of Transportation (GDOT), and Jackson County.

FUTURE PARK AND RIDE LOTS

Jackson County does not have any existing park and ride facilities at the present time. In order to better serve residents' commuting needs and to utilize I-85 more efficiently, it is recommended that Jackson County plan for and construct five park and ride parking lots near

existing and future interchanges. These improvements are not indicated in the community work program (Chapter 6 of this plan) but may be pursued as funding becomes available.

BRIDGES

There are 128 bridges in Jackson County, of which 57 are owned by GDOT. The majority of the 71 remaining bridges are owned by Jackson County. All of the bridges were analyzed for low sufficiency rating scores and the presence of posted load limits to identify those bridges with potential replacement or modification improvement needs. There are 26 bridges with low sufficiency ratings, and another 27 bridges need to be replaced or improved.

INTERCITY CONNECTIVITY

It was expressed by Jackson County officials early in the process that intercity connectivity was an important issue that should be evaluated. The purpose of that evaluation was to identify where future road improvements could be made and result in better connectivity between existing municipalities within the county. Of some 24 possible routes considered, the plan narrowed the list to six and recommends pursuit of three improvements – Braselton to Talmo to Gainesville, Braselton to Pendergrass, and Braselton/Hoschton to Maysville.

EMERGENCY EVACUATION ROUTES

It is recommended that I-85 and several minor arterials and major collectors (SR 53, SR 124, US 129, SR 82 SR 98 and US 441), be officially designated as emergency evacuation routes and that an emergency evacuation plan be prepared and adopted.

POLICIES

Policies articulated in the Countywide Roadways Plan are integrated into Chapter 2 of this comprehensive plan. In addition, policies of the Gainesville-Hall County Metropolitan Planning Organization are adopted by reference and made applicable to that part of the county which is subject to the jurisdiction of that MPO. The policies of the MPO will prevail to the extent they may conflict with local policies adopted in Chapter 2 of this plan.

RECOMMENDED CHANGES TO UNIFIED DEVELOPMENT CODE

The Unified Development Code (UDC) was reviewed to assess its capabilities to provide uniform minimum standards for the provision of the requisite road rights-of-way, and proper design and construction standards for roads and related signage. Based upon that review, 27 changes were recommended. Such recommendations will continue to be considered by county planning staff during programmed updates to the unified development code.

ROAD IMPROVEMENT PROJECTS

Programmed Projects

Figure 8 of the plan shows major road improvements which are already programmed by the Atlanta Regional Commission, Georgia Department of Transportation, and Jackson County. Major projects programmed include the following proposed and constructed by Jackson County as a part of its economic development road program bond funding:

1. Parallel frontage roads along Interstate 85, including Commerce Retail Boulevard and Bana Industrial Boulevard.
2. Interchange study at Interstate 85 and SR 60.
3. Hospital Road Connector to U.S. Highway 441 in Commerce.
4. SR 82 airport connector road to Interstate 85.
5. Hog Mountain Road improvement in and near Jefferson.
6. Improvements to Zion Church Road and SR 53 in the Braselton area.

Unprogrammed Projects

Projects that have been proposed but which are currently unfunded include the following:

1. Widening of I-85 from North of SR 211 in Barrow Co. to North of SR 53.
2. Widening of I-85 from North of SR 53 to north of U.S. Highway 129.
3. Widening of I-85 from north of U.S. Highway 129 to north of SR 82 (Dry Pond Road interchange).
4. Widening of I-85 from north of SR 82 to north of SR 98 interchange.
5. Widening of I-85 from north of SR 98 to the Banks County line and beyond.
6. Construction of passing lanes on SR 15 Alt. between Jefferson and Commerce.
7. Widening of SR 124 From CR 171/Josh Pirkle Road to SR 11/US 129.
8. Widening of SR 53 From I-85 to CR 167/Tapp Wood Road.
9. Widening of SR 53 from I-85 to SR 211 in Hall County.
10. Intersection improvements at SR 11 at SR 24/Galilee Church Road
11. New bridges and alternative for SR 15 Alt. and SR 82 in Jefferson.
12. Various bridge reconstruction or replacement projects.

Interstate 85 Widening

The traffic analysis for I-85 indicates that by the year 2013, all segments of I-85 will reach their full capacity of operation with the existing lane configuration. By the end of the planning horizon, year 2028, all of the I-85 sections will be operating at LOS F, which means they are failing, and will need to be widened. The I-85 segment from the Barrow County line to SR 53 will need to be widened to 8 lanes, while the remaining I-85 sections from SR 53 to the Banks County line will need widening to 6 lanes.

The only Atlanta Regional Commission (ARC) programmed project located in Jackson County is BA-008, I-85 North from SR 211 in Barrow County to SR 53 in Jackson County. The sponsor of the project is GDOT, and the existing 4-lane interstate is planned to be widened to 6 lanes between the years 2014 to 2020. The total length of the improvement is approximately 3.3 miles long. A total of $35,858,000 has been allocated for construction in the ARC's Transportation improvement Program (TIP), but the current GDOT estimate is $50,803,000. The projected cost in 2014 dollars is $82,752,733.72 according to GDOT. Engineering has already been authorized. The previously scheduled let date for construction was October 8, 2009, but GDOT shelved the project until sufficient funding has been acquired which is presently anticipated in the year 2020.

Other Roadways with Forecasted Failure of LOS

By 2028, SR 11 Business route from Oak Avenue to Cobb Street in Jefferson (a 2-lane roadway) will have a LOS E. However, the roadway plan does not recommend the improvement

of this segment of SR 11 Business. SR 98 from Stark Street to Homer Road/SR 15 Alternate in the City of Commerce is operating at LOS F, which is failing. However, it will be very difficult and costly to widen that section of SR 98. The most practicable solution to the traffic congestion problem is a new B. Wilson Road Extension route extending from SR 98 east of US 441 to SR 98 west of Commerce. That project will necessitate preparation of an environmental document, and the planning and engineering design, and right-of-way acquisition process is expected to take 7 to 12 years to complete.

Additional Road Improvement Projects

Major future road projects called for in the plan include, among others, the Jefferson East By-pass, the extension of SR 60/Sam Freeman Road South to SR 53, and the Possum Creek Road Connector in the Jefferson area. These are illustrated on Figure 33 of the plan which is provided in the roadways plan document. Several projects are summarized in Table 5.1.

Table 5.1
Recommended New Roadway Connections, Priorities, and Costs

Priority	Improvement Name	Length of Construction	Cost Estimate
1	South Extension of Sam Freeman Road to Bill Watkins Road	1.1 Miles	$13,248,000
2	Braselton Industrial Parkway Extension	3.5 Miles	$27,882,000
3	Jefferson East By-pass	2.7 Miles	$13,348,000
4	Possum Creek Road Improvement and Bridge Replacement	0.7 Miles	$4,313,000
5	Braselton to Talmo to Gainesville Connectivity Improvement	1.6 Miles	$9,045,000
6	Braselton to Pendergrass Connectivity Improvement	1.2 Miles	$9,951,000
7	Braselton/Hoschton to Maysville Connectivity Improvement	2.7 Miles	$12,639,000
8	B. Wilson Road Extension Improvements	5.4-8.7 Miles	$185,000,000

Source: Countywide Roadways Plan, 2008-2028, Table 82, by Moreland Altobelli Associates, Inc. 2009.

PROJECT IMPROVEMENTS

Project improvements recommended in the Countywide Roadways Plan are supported in this comprehensive plan because that plan is adopted by reference. The Countywide Roadways Plan also includes a long-range work program (2015-2028). It is the intent of this plan that projects listed in the Countywide Roadways Plan that are poised for implementation during the next five or six years be included in the capital improvement program called for in the community work program. Projects of the Countywide Roadways Plan may not incorporate specific projects called for by the Gainesville-Hall Metropolitan Planning Organization. When the Countywide Roadways Plan is revised as called for in the comprehensive plan, the project improvements listing should be amended to accommodate any specific projects called for the MPO’s short- and long-range plans.

CHAPTER 6
COMMUNITY WORK PROGRAM

In presenting the community work program, the county hereby articulates a number of important qualifiers and caveats. The county has included the projects listed in the work program because they were (a) identified by department heads; (b) called for in the previous work program but deferred; and/or (c) suggested by the county's planning consultant based on a variety of professional planning standards and considerations. Generally, the suggestions in the work program are *discretionary*, and few if any of them are based on critical health and safety concerns.

County leaders believe all of these projects and initiatives are worthy, *if* funding is available. However, there remains great uncertainty with regard to county revenues for capital projects and new program initiatives. Similarly, some of the work program initiatives may only be feasible if outside funding is obtained, such as a grant. Economic or fiscal conditions may continue to constrain the county's spending with regard to funding capital improvements and initiating new projects as suggested in the community work program. Therefore, *implementation of the community work program is not guaranteed*. Department heads, the general public, and others must keep these points in mind and cannot cite the community work program as a financial commitment by the Jackson County Board of Commissioners.

Depending on revenue availability, the projects and activities listed in the community work program may be: (a) deferred for one or more years; (b) moved to long-range; (c) reduced in scope if possible; and/or (d) deleted from the work program altogether. The county's administration will evaluate capital improvements and program needs each year during the budgeting process and will use the community work program as a guide in recommending priorities to the Board of Commissioners. If the county decides in the future not to implement one or more projects called for in the work program during the next five years, it will do so in a way that ensures the public health, safety, and general welfare will not be negatively impacted.

High priority programs and actions mean that the county is expected to take concrete steps and measures to implement them within the next five years (2015-2019). Further, the county should report on progress toward completing these programs and measures. Programs and actions not listed as high priority are important, but may be beyond the fiscal and administrative capacity of the county to fully implement during the next five years. Such items not listed as high priority are not required to be, but may be reported in, future implementation assessments.

Table 6.1. Community Work Program Summary

No.	Title	Fiscal Year	Responsible Agency	Estimated Cost ($)	Funding Source(s)
H	**HOUSING**				
H-1	Neighborhood Stabilization Program 3	2012	Public Development	See program details	Federal
ED	**ECONOMIC DEVELOPMENT**				
ED-1	Inventory of Industrial Buildings and Lands	2015-2016	Alliance for Economic Development; GIS	Included in GIS Dept. operating	County Operating Budget
ED-2	Economic Development Strategic Plan	2016-2017	Chamber of Commerce	$100,000	County general fund
ED-3	Georgia Innovation Crescent	2015-2019	Chamber of Commerce	--	Chamber Operating
ED-4	Certified Work Ready Community	2015-2019	Chamber of Commerce	--	Chamber Operating
ED-5	Former Agri-Cycle Site Reclamation and Redevelopment (URA-3)	2018-2019	Multiple	Unknown	Brownfield Grant (U.S.)
ED-6	Interstate 85 Welcome Center	2018-2019	Chamber of Commerce	$250,000	Various options
NR	**NATURAL RESOURCES**				
NR-1	Natural Resources Inventory Maintenance and Update	2015-2019	GIS	--	Department Operating
NR-2	Environmental Planning Criteria Implementation	2015-2019	Public Development with GIS	--	Department Operating
NR-3	Floodplain Management	2015-2019	Public Development with GIS	--	Department Operating
NR-4	Acquisition of Conservation Land: Forest Preserves	Long Range	County Land Agent; Public Development	Not Specified ($millions)	Federal/state grants; general obligation bond
NR-5	Stormwater Management (MS4 Program)	2015-2016	Public Development	Not Specified	Department Operating
NR-6	Stormwater Utility	Long Range	Finance, planning, engineering,	Professional Services	County General Fund
HP	**HISTORIC PRESERVATION**				
HP-1	Countywide Historic Resources Inventory	2015-2016	Public Development	$60,000	Department Professional Services
HP-2	Graduate Student Historic Preservation Internship	2015-2016	Public Development	$6,000	Department Operating
HP-3	Heritage Tourism Component of Economic Development Plan	2016-2017	Chamber of Commerce	$15,000	Chamber Operating
HP-4	Heritage Village Improvements at Hurricane Shoals Park	2015-2019	Buildings and Grounds	$15,000 (annually)	County General Fund; Donations
HP-5	New Heritage Village Sites (2) (land acquisition and site preparation)	2017-2019	Buildings and Grounds	$80,000	County General Fund; Donations

No.	Title	Fiscal Year	Responsible Agency	Estimated Cost ($)	Funding Source(s)
HP	**HISTORIC PRESERVATION**				
HP-6	Nominations to the National Register of Historic Places	2015-2019	Public Development	$2,500 per nomination	Department Professional Services
HP-7	Nominations to Georgia Centennial Farms Program	2015-2019	Public Development	Professional Services	Department Professional Services
HP-8	Historic trails and Cemeteries Identification and Marking	2017-2018	Public Works	$10,000	County CIP; Donations and volunteer labor
LU	**LAND USE**				
LU-1	Land Use and Development Monitoring	2015-2019	Public Development; GIS	(operating)	County Operating
LU-2	Development Review and Current Planning Assistance	2015-2019	Public Development	Per Request for Proposal	Department Professional Services; application fees
LU-3	Regulatory Impact Audit and Evaluation of Regulations	2016-2017	Public Development	Per Request for Proposal	Department Professional Services
LU-4	Amendments to Unified Development Code	2015-2019	Public Development	Per Request for Proposal	Department Professional Services
LU-5	Sustainable Development and Resilience to Climate Changes	2017-2018	Public Development	Per Request for Proposal	Department Professional Services
CC	**COMMUNITY CHARACTER**				
CC-1	Settlement Character Areas Identification Signs (annual recurring)	2016-2017	County Roads; Public Development	$7,500 (annually)	Multiple sources (see detail)
CC-2	Beautification: Keep Jackson Beautiful Program	2015-2019	Keep Jackson Beautiful	Annual appropriation	County Operating
CF	**COMMUNITY FACILITIES**				
CF-1	Master Plan for County Governmental Complex	2017-2018	Buildings and Grounds	$80,000	County Operating
CF-2	Capital Improvement Program	2016-2017	County Manager; Finance	Operating	County Operating
CF-3	Countywide Service Delivery Strategy Update	2014-2015	County Manager	Operating	County Operating
CF-4	Recreation System Master Plan Update	2016-2017	Parks and Recreation	$75,000	Department Professional Services
CF-5	Public Health and Community Center, Nicholson	2019 or Long Range	Public Health; County Manager	$400,000	SPLOST; City of Nicholson
CF-6	Comprehensive Solid Waste Management Plan	2017-2018	Solid Waste Superintendent	Per Request for Proposal	NE GA Regional Commission

No.	Title	Fiscal Year	Responsible Agency	Estimated Cost ($)	Funding Source(s)
CF	**COMMUNITY FACILITIES**				
CF-7	County Fire District and EMS Upgrade and Replacement Program	2015-2019	County Manager; Jackson County Firefighters Association	To Be Determined	Fire District tax levies
CF-8	Improvements to ISO Fire Suppression Rating Schedule	Long Range	Fire Chief	To Be Determined	Fire District tax levies
CF-9	Regional Water Plan (update)	2016-2017	Upper Oconee Water Planning Council; others	Per Request for Proposal	Upper Oconee Water Planning Council
CF-10	Countywide Library System Improvement	Long Range	Piedmont Regional Library System	To Be Determined (multiple capital projects)	Cities; County, Regional System; State
CF-11	Emergency Services and Disaster Mitigation Plans (update)	2017-2018	Emergency Management	Per Request for Proposal	Department Operating; State Grant
CF-12	Broadband Data Transmission Development	Long Range	Unknown	To Be Determined	Possible State Funds
CF-13	Public Safety Master Plan	2017-2018	Sheriff, Board of Commissioners; County Manager	To Be Determined	Department Operating
TR	**TRANSPORTATION**				
TR-1	Jackson County Airport Improvements, Phase 1	2015-2016	Airport Manager	Not Quantified	Federal Aviation Administration
TR-2	Jackson County Airport Improvements, Phase 2	2016-2020	Airport Manager	Not Quantified	Federal Aviation Administration
TR-3	Jackson County Airport Improvements, Phase 3	Long Range	Airport Manager	Not Quantified	Federal Aviation Administration
TR-4	Metropolitan Planning Organization	2015-2019	Public Development	--	Department Operating
TR-5	Countywide Roadways Plan Update	2018-2019	Road Department with Public Development	$100,000	Department Professional Services
TR-6	Rural Public Transportation Services	2015-2019	Transit Director	Operating Budget	Fares with County Operating and Georgia DOT

See individual work program descriptions which follow in this chapter.

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	H-1
Title:	Community HOME Investment Program (CHIP) (Neighborhood Stabilization Program or NSP 3)
Description:	Homeowner rehabilitation and assistance activities for 10 households. The funds are earmarked for households with at least one household member is at least 62 years of age and are targeted at “visitability” improvements to homes.
Classification:	Housing
Priority:	Medium
Existing efforts to date:	In 2012, the county sought, received, and administered grant funds for this program of homeowner rehabilitation and assistance activities.
Legal authority:	The county is authorized to receive and expend grant funds
Year to be implemented:	Ongoing, as funds are available
Department/agency assigned:	Department of Public Development
Estimated cost if any:	The Georgia Housing Finance Agency agreed to provide up to $300,000 for eligible project-related costs and up to $6000 for eligible administrative costs.
Possible funding sources:	Federal and state grants
Include in CIP?	No
Cross-referenced?	No
Rationale:	Grant monies to leverage private reinvestment are available.
Program(s) available:	Community HOME Investment Program (CHIP)
Remarks/background	None
Reference(s):	http://www.dca.state.ga.us/housing/housingdevelopment/programs/homeinvestment.asp

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-1
Title:	Inventory of Industrial Buildings and Lands
Description:	A data base using a geographic information system that identifies existing buildings, improved sites, and unimproved land available for industrial development
Legal authority:	The county is authorized to engage in economic development
Classification:	Economic Development
Priority:	High
Existing efforts to date:	Available buildings and industrial park sites are identified by the Alliance for Economic Development, Jackson County
Year to be implemented:	FY 2015-2016
Department/agency assigned:	Alliance for Economic Development and the Jackson County Department of Geographic Information Systems
Estimated cost if any:	Included in operating funds for the County GIS Department and economic development service providers
Possible funding sources:	Leverage existing data from local, regional, and state sources
Include in CIP?	No
Cross-referenced?	No
Rationale:	This information is considered essential to the recruitment of industries into the county
Program(s) available:	Other, related local, regional, and state programs can feed information into this project
Remarks/background	None
Reference(s):	The Alliance for Economic Development, Jackson County http://www.jacksonalliance.com/Available-Buildings.848.0.html

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-2
Title:	Economic Development Strategic Plan
Description:	A comprehensive, strategic plan for countywide economic development, going beyond the current emphasis on recruitment of manufacturers and bio-tech firms, to include agriculture and forestry, heritage tourism, tourism generally, and many other multi-faceted efforts. This effort will include an industry needs analysis and municipal components at the option of individual cities.
Legal authority:	The county is authorized by planning legislation to plan for the future economic development of the county
Classification:	Economic Development
Priority:	High
Existing efforts to date:	Identified in the 2010 community agenda but not implemented
Year to be implemented:	FY 2016-2017
Department/agency assigned:	Jackson County Area Chamber of Commerce
Estimated cost if any:	$100,000
Possible funding sources:	Supplement to annual funding to Jackson County Area Chamber of Commerce; Alliance for Economic Development; additional funds from participating municipalities.
Include in CIP?	No
Cross-referenced?	No
Rationale:	A comprehensive guiding framework will help the county and its partners pursue objectives successfully.
Program(s) available:	Power companies and electric membership corporations; technical assistance, Northeast Georgia Regional Commission.
Remarks/background	The 2010 comprehensive plan called for this activity, but no funds have been appropriated. It is continued from the work program of the 2010 community agenda.
Reference(s):	The Alliance for Economic Development (public-private partnership in Jackson County, GA) http://www.jacksonalliance.com/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-3
Title:	Georgia Innovation Crescent (Participation)
Description:	A collaboration that supports various economic development initiatives, including communication, marketing, site selection services, research, and innovation, with an emphasis on the life sciences
Legal authority:	The county is authorized to participate in intergovernmental activities
Classification:	Economic Development
Priority:	High
Existing efforts to date:	Participation in this initiative is ongoing
Year to be implemented:	FY 2015-2019 (ongoing)
Department/agency assigned:	Jackson County Area Chamber of Commerce
Estimated cost if any:	None identified other than ongoing participation costs
Possible funding sources:	Annual funding by Board of Commissioners to the Jackson County Area Chamber of Commerce
Include in CIP?	No
Cross-referenced?	No
Rationale:	Participation in this initiative contributes significantly to the county's economic development goals and strategies.
Program(s) available:	None identified other than the initiative itself
Remarks/background	Jackson County is one of 15 counties participating in this initiative, which also includes educational institutions as partners.
Reference(s):	Georgia Innovation Crescent http://georgiainnovationcrescent.com/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-4
Title:	Certified Work Ready Community
Description:	"Certified Work Ready Community" status is a designation showing the county has the talented workforce that business demands and the means to drive economic growth and prosperity. To be designated a Certified Work Ready Community, counties must drive current workers and the available workforce to earn Work Ready Certificates, demonstrate a commitment to improving public high school graduation rates, and build community commitment for meeting these goals.
Legal authority:	The county is authorized to participate in governmental and non-governmental activities
Classification:	Economic Development
Priority:	High
Existing efforts to date:	The 2010 community agenda mentions this program. It does not appear that the county has achieved this designation.
Year to be implemented:	FY 2015-2019 (Ongoing)
Department/agency assigned:	Jackson County Area Chamber of Commerce
Estimated cost if any:	Unknown
Possible funding sources:	None
Include in CIP?	No
Cross-referenced?	No
Rationale:	This program will contribute to economic and workforce development objectives of the county
Program(s) available:	Georgia Department of Economic Development, Workforce Division
Remarks/background	This is a national initiative started in 2011. In June 2013, ACT began accepting applications directly from counties interested in participating, where there was not a statewide ACT WRC program in place.
Reference(s):	Georgia Work Ready Communities http://workreadycommunities.org/GA/157

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-5
Title:	Former Agri-Cycle Site Reclamation and Redevelopment (URA-3 of Redevelopment Plan)
Description:	Agri-Cycle, a company that processed commercial waste on a site near Talmo, ceased operations in 2007-2008 but the site contains a waste lagoon. Reclamation includes pumping the plant's treatment ponds, filling them, demolishing all existing buildings, and removing untreated waste by truck.
Legal authority:	The county is authorized to engage in brownfield development programs in accordance with relevant state and federal rules
Classification:	Economic Development (priority redevelopment)
Priority:	Medium
Existing efforts to date:	This project (URA-3) is identified in the Redevelopment Plan adopted by Jackson County Board of Commissioners (2013)
Year to be implemented:	FY 2019
Department/agency assigned:	A combination of departments
Estimated cost if any:	Unknown
Possible funding sources:	Brownfield grant
Include in CIP?	Yes
Cross-referenced?	URA-3, Redevelopment Plan
Rationale:	This project serves both environmental protection and economic development objectives.
Program(s) available:	U.S. Environmental Protection Agency (EPA) Brownfields Program (http://www.eda.gov)
Remarks/background	None
Reference(s):	Jackson County Redevelopment Plan (2013)

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	ED-6
Title:	Interstate 85 Welcome Center
Description:	New tourism and welcome center near Interstate 85 and U.S. Highway 129
Legal authority:	The county is authorized to construct facilities that respond to needs of the citizenry.
Classification:	Economic Development
Priority:	Medium
Existing efforts to date:	The county has established a central tourism and welcoming center housed in the historic County Courthouse in downtown Jefferson. A welcome center at I-85 was identified in the 2010 community agenda, but no appropriations have been made.
Year to be implemented:	FY 2018-2019
Department/agency assigned:	Jackson County Area Chamber of Commerce
Estimated cost if any:	$250,000
Possible funding sources:	See Georgia Economic Development financing programs
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	A welcome center at Interstate 85 would be able to capitalize on through traffic more readily than the existing center in Jefferson.
Program(s) available:	Georgia Department of Economic Development, Northeast Field Service Area
Remarks/background	Consider co-locating with other facilities such as city/county law enforcement.
Reference(s):	Georgia Department of Community Affairs. 2008. Economic Development Finance Programs. https://www.georgiasbdc.org/pdfs/ecopack08.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-1
Title:	Natural Resources Inventory Maintenance and Update
Description:	Maintain data base of natural constraints on land development using geographic information system (GIS)
Legal authority:	The county is required by state rules to implement measures for the protection of environmental features
Classification:	Natural resources and environment
Priority:	High
Existing efforts to date:	This program was completed as a part of the 2010 comprehensive plan and is continued in the 2015 plan
Year to be implemented:	Update as needed (2015 – 2019, ongoing)
Department/agency assigned:	Department of Geographic Information Systems
Estimated cost if any:	n/a – part of routine operating expenses
Possible funding sources:	None required other than annual operating expenses for GIS
Include in CIP?	No
Cross-referenced?	Yes (Environmental Planning Criteria, NR-2)
Rationale:	An up-to-date inventory of natural conditions using GIS is instrumental to land development reviews conducted by the Public Development Department. Information is mostly static but some components such as flood plains change over time, thus necessitating updates.
Program(s) available:	[none specified]
Remarks/background	Comprehensive plan maps have been updated in 2015 to incorporate changes to the natural resource inventory. The inventory is also used to implement the state's rules for environmental planning criteria (1990).
Reference(s):	Technical appendix of the Community Assessment document (natural resources) (2010) (adopted by reference)

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-2
Title:	Environmental Planning Criteria Implementation
Description:	Maintain compliance with “part V” standards (state rules)
Legal authority:	The county is required by state rules to implement measures for the protection of environmental features
Classification:	Natural resources and environment
Priority:	High
Existing efforts to date:	The unified development code as amended complies with these rules
Year to be implemented:	No action required; no current work identified
Department/agency assigned:	County Department of Public Development with assistance from the Department of Geographic Information Systems
Estimated cost if any:	n/a – budget as a part of personnel/ operating expenses
Possible funding sources:	None other than annual operating budget
Include in CIP?	No
Cross-referenced?	Yes (Natural Resource Inventory, NR-1)
Rationale:	Required by state planning rules for environmental planning criteria.
Program(s) available:	[none specified]
Remarks/background:	Comprehensive plan maps have been updated to incorporate changes to the natural resource inventory. The inventory is also used to implement the state’s environmental planning criteria (1990).
Reference(s):	391-3-16 Rules and Regulations, Georgia DNR; Technical appendix of the Community Assessment document (natural resources) (2010) (adopted by reference)

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-3
Title:	Floodplain Management
Description:	Staff, administer, and enforce land development regulations to qualify the county's property owners for insurance per the National Flood Insurance Program; provide public information
Legal authority:	This action is required to maintain eligibility for flood insurance
Classification:	Natural resources and environment
Priority:	High
Existing efforts to date:	The county already has in place the planning, regulatory, and permitting, and enforcement capabilities and is operating a flood damage prevention program. Includes regulations incorporated into unified development code.
Year to be implemented:	2015 – 2019 (ongoing)
Department/agency assigned:	Department of GIS and Public Development (planning);
Estimated cost if any:	n/a – budget as a part of personnel/ operating expenses
Possible funding sources:	None other than annual operating budget
Include in CIP?	No
Cross-referenced?	No
Rationale:	Real property and personal property are threatened by flooding; property owners in county cannot obtain flood insurance unless provided, and this program is required for the county to meet certain qualifying conditions for the National Flood Insurance Program.
Program(s) available:	Federal Emergency Management Agency, National Flood Insurance Program
Remarks/background	This program should be recognized as line items in operating budgets of GIS and Public Development
Reference(s):	http://www.fema.gov/national-flood-insurance-program

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-4
Title:	Acquisition of Conservation Land: Forest Preserves
Description:	Acquire land for forest preserves identified in the 2010 comprehensive plan, using a variety of techniques
Legal authority:	The county is authorized to adopt and implement programs that protect and enhance its open spaces and green spaces
Classification:	Natural resources and the environment
Priority:	Medium (long range)
Existing efforts to date:	The 2010 comprehensive plan identified three forest preserves (adopted by reference) and possible acquisition techniques, including conservation easements, acquisition in fee-simple title, purchase of development rights, and possibly transfer of development rights.
Year to be implemented:	Long range (2020 or after; sooner if practicable)
Department/agency assigned:	County land agent with input from Public Development
Estimated cost if any:	Unknown but extensive for fee-simple title, or to purchase development rights; conservation easements may be used to partially secure blocks of conservation land.
Possible funding sources:	Federal and/or state grants; general obligation bond
Include in CIP?	No
Rationale:	Project would ensure the conservation of tree cover and green/ open space important to wildlife habitat, biodiversity, and passive recreation, and public health (air quality).
Program(s) available:	Georgia Greenspace Program (may be inactive)
Remarks/background	Land trusts can be tapped to manage land acquired; forest preserves are likely “sending” areas in a future TDR program.
Reference(s):	Georgia Department of Natural Resources

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-5
Title:	Stormwater Management (MS4 Program)
Description:	Programs related to the management of stormwater and enhancement of water quality
Legal authority:	This activity is mandated by federal and state regulations pertaining to municipal stormwater
Classification:	Natural resources and the environment
Priority:	High
Existing efforts to date:	Stormwater management is regulated by Jackson County's Unified Development Code, but part of the county is now required to be included in the MS-4 program.
Year to be implemented:	FY 2015-2016 (and ongoing)
Department/agency assigned:	County Department of Public Development; County Engineer
Estimated cost if any:	Not quantified
Possible funding sources:	Department Operating (No others identified)
Include in CIP?	No
Cross-referenced?	No
Rationale:	Federal water quality rules now require Jackson County to initiated a formalized stormwater management program for the urbanized area of the county
Program(s) available:	U.S. Environmental Protection Agency and Georgia Department of Natural Resources, Environmental Protection Division
Remarks/background	None
Reference(s):	Municipal Separate Storm Sewer System (MS4) http://water.epa.gov/polwaste/npdes/stormwater/Municipal-Separate-Storm-Sewer-System-MS4-Main-Page.cfm

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	NR-6
Title:	Stormwater Utility
Description:	Planning and financial system for assessing and collecting fees according to amount of impervious surface or impact on stormwater system.
Legal authority:	This activity is considered legal, but the county's legal counsel should be consulted with regard to particulars
Classification:	Natural Resources and Environment
Priority:	Low
Existing efforts to date:	Reference to a stormwater utility was made in the 2010 work program of the community agenda.
Year to be implemented:	Long Range
Department/agency assigned:	Finance, planning, engineering, others
Estimated cost if any:	Unknown; requires planning, engineering, and finance expertise
Possible funding sources:	Professional services, County general fund
Include in CIP?	No
Cross-referenced?	No
Rationale:	Many local governments and homeowners associations cannot adequately maintain private stormwater ponds and meet water quality standards. A new revenue source will eventually be needed, in the form of a fee proportional to impact on the stormwater system.
Program(s) available:	None listed
Remarks/background	None
Reference(s):	None listed

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-1
Title:	Countywide Historic Resources Inventory
Description:	Countywide identification of places, structures, buildings, sites, and objects that have historical value; report with photographs and maps identifying locations (GIS and GPS compatible)
Legal authority	Georgia Historic Preservation Act of 1980
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	In 1976, Jackson County's historic buildings were surveyed to identify properties that appeared eligible for listing in the National Register of Historic Places. That inventory was partially field checked in 2009, and the county's GIS Department updated maps of known historic resources.
Year to be implemented:	2016 (FY 2015-16)
Department/agency assigned:	County Department Public Development (Planning)
Estimated cost if any:	$60,000 (GIS and GPS compatible)
Potential funding sources:	Georgia Department of Natural Resources, Historic Preservation Division (most funds reserved for "certified local governments"); county operating budget
Include in CIP?	No (professional services- annual budget)
Cross-referenced?	No
Rationale:	Jackson County has not taken an active role since 2009 in identifying or protecting private properties that are historic or have historic buildings and structures. Historic character is cited in the vision statement of the plan, and measures must be taken to protect historic character.
Program(s) information available:	Georgia Historic Preservation Officer (Ga. DNR)
Additional remarks/background	Technical assistance possible from regional commission
Reference(s):	www.georgiashpo.org

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-2
Title:	Graduate Student Historic Preservation Internship
Description:	Paid graduate student internship in historic preservation
Legal authority	Georgia Historic Preservation Act of 1980
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	None
Year to be implemented:	2015 (FY 2015-2016)
Department/agency assigned:	Department of Public Development (planning); GIS in support role
Estimated cost if any:	$6,000, plus staff planner time for supervision
Possible funding sources	Operating budget: Public Development
Include in CIP?	No
Cross-referenced?	No
Rationale:	The graduate historic preservation program at the University of Georgia provides candidates for an internship and other resources that should be tapped given the close proximity to the county. The intern could help execute other preservation projects.
Program(s) available:	University of Georgia (UGA), College of Environment + Design, Master of Historic Preservation Program (+ others)
Remarks/background:	Use of professionals in training is cost effective, especially given the county's proximity to Athens (UGA)
Reference(s):	http://www.ced.uga.edu/academics/graduate-programs/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-3
Title:	Heritage Tourism Component of Economic Development Plan
Description:	Inventory, analysis, plan, and program emphasizing heritage tourism, to be integrated into strategic economic development plan
Legal authority	Local governments are authorized to engage in planning for economic development
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	The 2010 comprehensive plan called for this work program but funds have not been appropriated for the purpose
Year to be implemented:	2016 (FY 2016-2017)
Department/agency assigned:	Jackson County Area Chamber of Commerce
Estimated cost if any:	$15,000
Possible funding sources	Budget for inclusion in economic development strategic plan
Include in CIP?	No
Cross-referenced?	Yes, strategic economic development plan (ED-1)
Rationale:	There is great potential to capitalize on the historic resources within the various municipalities, as well as the agricultural heritage of Jackson County.
Program(s) available:	National Trust for Historic Preservation http://www.preservationnation.org/
Remarks/background:	Technical assistance possible from the regional commission
Reference(s):	Georgia Department of Natural Resources, Historic Preservation Division. March 2010. *Heritage Tourism Handbook: A How-To-Guide for Georgia* http://www.georgia.org/wp-content/uploads/2013/09/GA-Heritage-Tourism-Handbook.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-4
Title:	Heritage Village Improvements at Hurricane Shoals Park
Description:	Buildings and ground maintenance and incremental improvements at heritage village, where historic buildings and structures from various places in the county have been saved from destruction and relocated in a village-type arrangement.
Legal authority:	Local governments are authorized to operate historic sites
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	The county established the village and has maintained it since its inception.
Year to be implemented:	2015 – 2019 (ongoing)
Department/agency assigned:	Buildings and Grounds
Estimated cost if any:	To be determined annually; recommended $15,000 annual capital budget; higher amounts may be needed as the need for maintenance and repair is further evaluated.
Possible funding sources	County general fund (buildings and grounds); private donations
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	Routine maintenance and repair is imperative for the continued operation of heritage village. The village is also integral to pursuit of a heritage tourism plan.
Program(s) available:	Secretary of the Interior's Standards for Rehabilitation
Remarks/background:	Accepted standards should be followed in the placement and maintenance of historic structures at heritage village
Reference(s):	http://www.nps.gov/tps/standards/rehabilitation/rehab/stand.htm

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-5
Title:	New Heritage Village Sites
Description:	Land acquisition, site preparation and improvement for two additional historic villages in the county, where additional historic buildings and structures from various places in the county can be saved from destruction and relocated in a village-type arrangement.
Legal authority:	Local governments are authorized to acquire land for various purposes, including the protection of historic resources
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	Additional heritage village sites (2) were called for in the 2010 comprehensive plan, but no appropriation has been made for land acquisition and development. This project is continued from the 2010 comprehensive plan.
Year to be implemented:	2017 – 2019
Department/agency assigned:	Buildings and Grounds
Estimated cost if any:	$80,000 for initial land acquisition and site preparation (2 sites)
Possible funding sources	County general fund (buildings and grounds); private donations
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	The existing heritage village site is not large enough to accommodate many (if any) additional relocated historic structures. The county needs to have additional land options for relocating historic buildings and structures threatened by demolition.
Program(s) available:	U.S. Secretary of the Interior's Standards for Rehabilitation
Remarks/background:	Accepted standards should be followed in the placement and maintenance of historic structures at new heritage village sites
Reference(s):	http://www.nps.gov/tps/standards/rehabilitation/rehab/stand.htm

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-6
Title:	Nominations to the National Register of Historic Places
Description:	The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. It was authorized by the National Historic Preservation Act of 1966.
Legal authority:	National Historic Preservation Act of 1966
Classification:	Historic and cultural resources
Priority:	Medium
Existing efforts to date:	The county has not taken an active role in the nomination of worthy sites, structures, and buildings to the National Register.
Year to be implemented:	2015 – 2019 (ongoing as opportunities are discovered)
Department/agency assigned:	Public Development (planning)
Estimated cost if any:	Minimum of $2,500 per nomination (more for districts) (professional services)
Possible funding sources	Annual operating budget, assistance from historical society
Include in CIP?	No
Cross-referenced?	No
Rationale:	There are certain tax credit advantages to national register designation. Recognition and promotion of nationally significant historic sites is important to the county's evolving heritage tourism strategy. Historic recognition tends to increase property values.
Program(s) available:	National Park Service, National Register of Historic Places; Georgia State Historic Preservation Officer
Remarks/background	National register nominations require considerable expertise to prepare
Reference(s):	http://www.nps.gov/nr/ http://www.georgiashpo.org/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-7
Title:	Nominations to Georgia Centennial Farms Program
Description:	The Georgia Centennial Farm Program is administered by the Historic Preservation Division, Georgia Department of Natural Resources in cooperation with the Georgia Farm Bureau Federation, the Georgia Department of Agriculture, the University of Georgia, College of Agriculture and Environmental Services, the Georgia National Fair and the Georgia Forestry Commission.
Legal authority:	This program is authorized by the Georgia Department of Natural Resources
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	The Shields-Ethridge Heritage Farm, listed on the National Register of Historic Places, was recognized in 1993 as a Georgia Centennial Heritage Farm by the Department of Natural Resources. Other officially designated centennial farms in Jackson County include Holder Plantation, Sarah and Clarence Carson Farm, and Johnson Farm.
Year to be implemented:	2015 – 2019 (ongoing, as opportunities arise)
Department/agency assigned:	Department of Public Development (possible intern task)
Estimated cost if any:	Unknown – professional assistance in preparing application(s)
Possible funding sources	Private property owners (farm owners); private donations
Include in CIP?	No
Cross-referenced?	No
Rationale:	Agriculture remains the largest industry in the county. Farms have played an important role in the county's development during the 19th and 20th centuries. Farms comprise many of the county's historic resources as well as cultural landscapes. Farms contribute to the county's agricultural and rural character.
Program(s) available:	Georgia Department of Natural Resources, Centennial Farms
Reference(s):	http://georgiashpo.org/historic/centennial_farms

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	HP-8
Title:	Historic trails and Cemeteries Identification and Marking
Description:	There are at least three historic trails evident from prior analyses. Jackson Trail is an old Indian trail that crosses through Jackson County. The Locoda Trail, passing through Center, Nicholson, Commerce, and Maysville, was a historic Indian trail in the area. And the Okoloco Indian Trail passed through the western part of Jackson County where Hog Mountain Road is now located.
Legal authority:	The county will need private property owner approval to mark trails on private properties
Classification:	Historic and cultural resources
Priority:	High
Existing efforts to date:	GIS department has mapped all known cemeteries. This work program item was included in the 2010 comprehensive plan, but funding has not yet been appropriated.
Year to be implemented:	2017 (FY 2017-2018)
Department/agency assigned:	Public works (transportation)
Estimated cost if any:	$10,000 (Signage and trail markings only)
Possible funding sources	County capital improvement budget for materials; private donations and volunteer labor
Include in CIP?	Yes
Cross-referenced?	See CC-1
Rationale:	Prior participation in planning revealed the desire to ensure Jackson County knows where all of its historic trails, battle sites, cemeteries, and other resources are, and that they are appropriately marked.
Program(s) available:	Action Conservation Lands
Remarks/background	This project contributes to the county's evolving heritage tourism strategies (see HR-3)
Reference(s):	http://actontrails.org/TrailBlazing.htm

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	LU-1
Title:	Land Use and Development Monitoring
Description:	A formal system of identifying, maintaining, and updating land use information, including existing land use and the number of vacant residential subdivision lots available
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Land Use
Priority:	High
Existing efforts to date:	This work program has been completed and updated as part of the comprehensive planning process.
Year to be implemented:	2015-2019 (ongoing, updated annually)
Department/agency assigned:	Departments of Public Development and Geographic Information Systems
Estimated cost if any:	Addressed in operating department activities
Possible funding sources:	Annual operating budget
Include in CIP?	No
Cross-referenced?	No, but see also industrial lands inventory ED-1
Rationale:	A variety of purposes are served by keeping existing land use data current. For instance, the 2010 community agenda emphasized the need to monitor the balance of residential and non-residential development in the county.
Program(s) available:	None
Remarks/background	None
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	LU-2
Title:	Development Review and Current Planning Assistance
Description:	Contract with private firm for development review
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Land Use (current planning)
Priority:	High
Existing efforts to date:	The 2010 community agenda identified the need for another planner on staff. This project has been identified by the Public Development Department as an alternative to a new planner position.
Year to be implemented:	FY 2015-2016
Department/agency assigned:	County Department of Public Development
Estimated cost if any:	Unknown (per request for proposal)
Possible funding sources:	County operating budget (Public Development); application fees
Include in CIP?	No
Cross-referenced?	No
Rationale:	Securing an arrangement with a private firm for on-call development review consulting and plan review may be considered a cost-effective alternative to hiring another full-time planner
Program(s) available:	None
Remarks/background	There an increasing trend toward partially or fully privatizing land use planning and development review services in local governments. For instance, the City of Jefferson privatized its planning functions in 2007.
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	LU-3
Title:	Regulatory Impact Audit and Evaluation of Regulations
Description:	The comprehensive plan steering committee (2014) identified the need to evaluate the county's regulations with regard to tangible regulatory costs and barriers as well as values that result from regulations.
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Land Use/Fiscal
Priority:	High
Existing efforts to date:	The county previously had a cost of community services study prepared by Jeffrey Dorman of the University of Georgia.
Year to be implemented:	2016 (FY 2016-2017)
Department/agency assigned:	Public Development Department
Estimated cost if any:	Professional services – per request for proposal
Possible funding sources	Annual operating budget, special appropriation or professional services budget
Include in CIP?	No
Cross-referenced?	No
Rationale:	It is useful to audit existing regulatory provisions with an eye toward costs and benefits, not only with regard to the public sector but also the private sector (e.g., development and home-building industries). There are multiple, valid questions about the costs of regulation in Jackson County as they may compare with prior county regulations and/or peer or comparison communities. This study will assist with the implementation of objectives for economic development competitiveness.
Program(s) available:	None.
Remarks/background	None.
Reference(s):	Jeffrey H. Dorfman. 2008. *The Local Government Fiscal Impacts of Land Uses in Jackson County: Revenue and Expenditure Streams by Land Use Category.* Watkinsville, GA: Dorfman Consulting.

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	LU-4
Title:	Amendments to Unified Development Code
Description:	Changes to the county's land use regulations which are comprehensively embodied in a unified development code; multiple changes have been suggested in prior plans.
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Land Use
Priority:	High
Existing efforts to date:	The county has incrementally updated and amended its unified development code, but a more systematic approach is needed in the future to comprehensively address all necessary changes.
Year to be implemented:	FY 2015-2019 (ongoing)
Department/agency assigned:	County Department of Public Development
Estimated cost if any:	Professional services – per request for proposal
Possible funding sources:	Annual operating budget, special appropriation or professional services budget.
Include in CIP?	No
Cross-referenced?	No
Rationale:	The county has incrementally updated and amended its unified development code, but a more systematic approach is needed in the future to comprehensively address all necessary changes.
Program(s) available:	None
Remarks/background	This work program item has regularly appeared in past work programs of the county; this may be a complex, multi-year effort
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	LU-5
Title:	Sustainable Development and Resilience to Climate Changes
Description:	The comprehensive plan steering committee (2014) identified the need to anticipate the impact of changes in climate on agricultural productivity and ecological resources in the county.
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Land Use
Priority:	High
Existing efforts to date:	None. The county's comprehensive plan incorporates certain provisions regarding sustainable development but does not address issues of how the county can become more resilient in the future.
Year to be implemented:	2017 (FY 2017-2018)
Department/agency assigned:	Public Development
Estimated cost if any:	Professional services per request for proposal
Possible funding sources	Annual operating budget, special appropriation or professional services budget.
Include in CIP?	No
Cross-referenced?	No
Rationale:	Drought, natural disasters, and climate changes need to be fully anticipated and responses identified (e.g., emergency water plan).
Program(s) available:	None
Remarks/background	None
Reference(s):	Council on Environmental Quality, Climate Change Resilience http://www.whitehouse.gov/administration/eop/ceq/initiatives/resilience Executive Office of the President. 2013. The President's Climate Action Plan: http://www.whitehouse.gov/sites/default/files/image/president27sclimateactionplan.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CC-1
Title:	Settlement Character Areas Identification Signs
Description:	Place-identifying signs for historic settlement patterns in the county, following a map showing some 45 distinct subareas of the county, including incorporated and unincorporated areas, but not covering the county's entire geography. The signs will aid in the definition of character and promote historical names of places within the county. This project would engage private, community, and public efforts to install signage and unique gateway features that identify the settlement, especially the community focal point(s).
Legal authority:	Local governments are constitutionally authorized to regulate land use and engage in activities in support of regulation
Classification:	Community Character and Urban Design
Priority:	High
Existing efforts to date:	The settlement character areas map was adopted in the 2010 comprehensive plan.
Year to be implemented:	FY 2016-2017 and thereafter annually
Department/agency assigned:	County Roads; Public Development for project supervision and community outreach
Estimated cost if any:	$7,500 (recommended annual appropriation)
Possible funding sources:	General fund or capital budget; private donations and volunteer labor; community group support (competitive, matching funds)
Include in CIP?	Yes
Cross-referenced?	See also historic resources (HP-8) and economic development
Rationale:	This initiative will help people remain cognizant of the original settlement pattern of the community and county, thus bringing attention to the historical roots of early settlement patterns. It may contribute to unique designs and character of places within the county.
Program(s) available:	None
Remarks/background	None
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CC-2
Title:	Beautification: Keep Jackson Beautiful Program
Description:	Jackson County is a certified Keep America Beautiful Affiliate.
Legal authority:	Beautification is within the police powers of local government
Classification:	Community character and urban design
Priority:	High
Existing efforts to date:	Keep Jackson County Beautiful Great Jackson County Cleanup is held during April and May with program sponsorship
Year to be implemented:	2015 (ongoing)
Department/agency assigned:	Keep Jackson Beautiful
Estimated cost if any:	Annual appropriation for staffing and programming
Possible funding sources:	County operating budget; program sponsors
Include in CIP?	No
Cross-referenced?	No
Rationale:	Protects and improves the environment.
Program(s) available:	Keep Georgia Beautiful Foundation
Remarks/background	None
Reference(s):	Keep Georgia Beautiful Foundation http://www.keepgeorgiabeautiful.org/default.asp Keep Georgia Beautiful Brochure: http://www.keepgeorgiabeautiful.org/KGBbroVol.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-1
Title:	Master Plan for County Governmental Complex
Description:	A long range physical plan for building placement and other improvements to the county's central services campus
Legal authority:	Local governments are authorized to plan their own properties for the efficient layout of public facilities
Classification:	Community Facilities
Priority:	High
Existing efforts to date:	Since the campus' establishment, building and improvements have generally taken place without a master plan for the physical layout of facilities.
Year to be implemented:	FY 2017
Department/agency assigned:	County Buildings and Grounds
Estimated cost if any:	$80,000
Possible funding sources:	County operating budget
Include in CIP?	No
Cross-referenced?	No, but see also CF-13 regarding public safety master plan
Rationale:	Detailed physical planning for future buildings and facilities on the county's central campus will help the county to make efficient use of the land within the governmental complex.
Program(s) available:	None
Remarks/background	This project was identified in the short-term work program of the 2010 Community Agenda, but funds have not been appropriated.
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-2
Title:	Capital Improvement Program
Description:	A five or six-year program that prioritizes physical improvements to maintain existing county facilities (generally excluding roads) and develop new, needed community facilities. The program also identifies funding sources for the improvements.
Legal authority:	Local governments are authorized to prepare capital programs
Classification:	Community Facilities
Priority:	High
Existing efforts to date:	Although the importance of capital improvement programming has been recognized, the county has not formally initiated a regularized program for identifying and completing capital improvements to existing buildings and grounds and prioritizing new buildings and facilities.
Year to be implemented:	FY 2016 (annually updated thereafter)
Department/agency assigned:	Jackson County Manager and Finance Department with input from all departments
Estimated cost if any:	Included in annual operating funds for administration
Possible funding sources:	County annual operating budget
Include in CIP?	No
Cross-referenced?	No
Rationale:	A capital improvement program is a systematic means for identifying needs for maintenance and upgrades of existing buildings and facilities as well as future needs.
Program(s) available:	Georgia Department of Community Affairs
Remarks/background	Capital Improvements Elements (CIEs) are a required component of a comprehensive plan if the local government elects to adopt development impact fees. They are strongly recommended for all local governments.
Reference(s):	Georgia Department of Community Affairs. Revised 2005. A Guide to Preparing Annual Capital Improvements Element (CIE) Updates for Local Governments ftp://dca.state.ga.us/UGA/AnnualCIEUpdateGuide021005.PDF

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-3
Title:	Countywide Service Delivery Strategy Update
Description:	Comply with state law mandate to regularly revisit and update the countywide document for delivery of services, including the establishment of service area boundaries
Legal authority:	Georgia Service Delivery Strategy Act of 1997
Classification:	Community Facilities and Intergovernmental Coordination
Priority:	High
Existing efforts to date:	The county has regularly updated its countywide service delivery strategy in accordance with state law requirements; the latest version was completed in 2010 and is available at: http://www.dca.state.ga.us/development/planningqualitygrowth/PAGES/Regional/Verified%20local%20government%20SDS/Jackson%20County%20SDS%202010.pdf
Year to be implemented:	FY 2014-2015
Department/agency assigned:	County Manager with assistance from public development
Estimated cost if any:	Included in ongoing administration
Possible funding sources:	None
Include in CIP?	No
Cross-referenced?	No
Rationale:	In addition to being a legal mandate, the service delivery strategy is intended to avoid duplication of services and ensure that there is clarity with regard to service delivery boundaries of the county, its service providers, and municipalities.
Program(s) available:	Georgia Department of Community Affairs
Remarks/background	This work program item is coordinated with the update of the comprehensive plan.
Reference(s):	Georgia Department of Community Affairs http://www.dca.state.ga.us/development/PlanningQualityGrowth/programs/servicedelivery.asp

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-4
Title:	Recreation System Master Plan Update
Description:	Long-range planning and capital improvement programming for parks and recreation facilities, including greenways
Legal authority:	Local governments are authorized to plan for the future park and recreational needs of the community
Classification:	Community facilities
Priority:	High
Existing efforts to date:	The county adopted a System-Wide Recreation Master Plan, 2003-2012. The plan needs to be updated.
Year to be implemented:	FY 2016-2017
Department/agency assigned:	Department of Parks and Recreation
Estimated cost if any:	$75,000 (Professional services per request for proposal)
Possible funding sources:	County Parks and Recreation Department operating funds, special appropriation
Include in CIP?	No
Cross-referenced?	No (input to capital improvement program, CF-2
Rationale:	This plan is used as a guide to prioritizing and funding capital improvements for recreation and park improvements in the county. The existing plan needs a comprehensive update.
Program(s) available:	None
Remarks/background	None
Reference(s):	Georgia Recreation and Park Association http://www.grpa.org/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-5
Title:	Public Health and Community Center, Nicholson
Description:	Co-location of public health facility annex and community center with Nicholson Town Center
Legal authority:	The county will need to engage in an intergovernmental agreement with the city for the co-delivery of this facility
Classification:	Community Facilities
Priority:	Low
Existing efforts to date:	The city of Nicholson's comprehensive plan and Town Center plan call for a government facility campus shared with Jackson County for community services.
Year to be implemented:	FY 2019 or Long-range
Department/agency assigned:	Public Health; County Manager
Estimated cost if any:	$400,000 (suggested appropriation)
Possible funding sources:	Special Local Option Sales Tax (potential, future); Cost sharing with City of Nicholson
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	East Jackson County could benefit from better access to public health services and inclusion of a community building as part of the City of Nicholson's plans for its Town Center
Program(s) available:	None
Remarks/background	None
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-6
Title:	Comprehensive Solid Waste Management Plan
Description:	A ten-year plan to reduce the volume of solid waste produced (waste reduction element); also includes collection element, education and public involvement element, and land limitation element.
Legal authority:	Georgia Comprehensive Solid Waste Management Act of 1990
Classification:	Community Facilities
Priority:	Medium
Existing efforts to date:	Jackson County is one of 10 counties participating in the Northeast Georgia Regional Solid Waste Management Authority. Jackson County has participated in the past in the regional comprehensive solid waste management plan (2004).
Year to be implemented:	2017 or Per Plan Recertification Schedule
Department/agency assigned:	Solid Waste Superintendent; Department of Public Development; Northeast Georgia Regional Solid Waste Management Authority
Estimated cost if any:	Professional services per request for proposal
Possible funding sources:	Northeast Georgia Regional Commission
Include in CIP?	No
Cross-referenced?	No
Rationale:	State mandate (Georgia Comprehensive Solid Waste Management Act of 1990) for local governments to have a comprehensive solid waste management plan or participate in a multi-jurisdictional plan.
Program(s) available:	Georgia Department of Community Affairs; Georgia Department of Natural Resources
Remarks/background	See also Rules of Georgia Department of Natural Resources, Environmental Protection Division, Chapter 391-3-4 Solid Waste Management
Reference(s):	Georgia Department of Community Affairs http://www.dca.state.ga.us/development/EnvironmentalManagement/programs/wastemanage.asp Northeast Georgia Regional Solid Waste Management Authority plan http://www.negrc.org/resource-2.php?page_ID=1288896808

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-7
Title:	County Fire District and EMS Upgrade and Replacement Program
Description:	A systematic review and upgrade of county fire district and emergency medical services facilities is needed to maintain and modernize aging facilities
Legal authority:	The Jackson County Board of Commissioners can levy taxes in each fire district
Classification:	Community facilities
Priority:	Medium
Existing efforts to date:	A new West Jackson EMS facility was constructed and completed in 2014, as well as a new East Jackson EMS facility currently under construction with an estimated completion in 2015. The Plainview fire facilities have been upgraded and improved in 2014.
Year to be implemented:	2015-2019; Include projects in capital improvement program
Department/agency assigned:	County Manager; Fire Chief; Jackson County Firefighters Association
Estimated cost if any:	To be determined
Possible funding sources	Property tax levies by fire district
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	Facilities are aged and many are in need of repair/replacement
Program(s) available:	None listed
Remarks/background	None
Reference(s):	National Fire Protection Association http://www.nfpa.org/

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-8
Title:	Improvements to ISO Fire Suppression Rating Schedule
Description:	The Fire Suppression Rating Schedule (FSRS) is a manual containing the criteria ISO uses in reviewing the fire prevention and fire suppression capabilities of individual communities or fire protection areas. The schedule measures the major elements of a community's fire protection system and develops a numerical grading called a Public Protection Classification (PPC™).
Legal authority:	Insurance ratings in fire districts are based on this program
Classification:	Community Facilities
Priority:	Medium
Existing efforts to date:	The county's fire districts have made outstanding improvements over time to their ratings; additional water lines are needed for further improvement to ISO ratings.
Year to be implemented:	Long range
Department/agency assigned:	Fire Chief; Jackson County Firefighters Association
Estimated cost if any:	To be determined; depends on the multiplicity of improvements possible, some of which are capital and others operational
Possible funding sources	Property tax levies by fire district
Include in CIP?	No
Cross-referenced?	No
Rationale:	Lower fire suppression rating schedules translate into greater public safety benefits and lower insurance premiums for property owners
Program(s) available:	See ISO web page
Remarks/background	Fire chiefs can access a complimentary copy of the FSRS on ISO's Fire Chiefs Online website by registering at http://www.isomitigation.com/fco/register.html.
Reference(s):	http://www.iso.com/Products/Public-Protection-Classification-Service/Fire-Suppression-Rating-Schedule-FSRS-manual-for-PPC-grading.html

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-9
Title:	Regional Water Plan (update)
Description:	Update of plan for regional water supply and protection to include multiple agencies
Legal authority:	The Upper Oconee Basin Water Authority was formed in 1994 in response to the demand for the growing water supply needs of its four member counties: Athens-Clarke, Oconee, Barrow and Jackson.
Classification:	Community Facilities
Priority:	Medium
Existing efforts to date:	A feasibility study for a new reservoir in the county has been completed. The Upper Oconee Water Planning Council has been established and a plan was finalized in November 2011.
Year to be implemented:	2016
Department/agency assigned:	Upper Oconee Water Planning Council; Upper Oconee Basin Water Authority; Northeast Georgia Regional Commission; Jackson County Board of Commissioners; other participating local governments
Estimated cost if any:	Professional services via request for proposal
Possible funding sources	Upper Oconee Water Planning Council (possible state funding)
Include in CIP?	No
Cross-referenced?	No
Rationale:	Continued long-range planning for water supply is important to future economic development in the county
Program(s) available:	None listed
Remarks/background	None
Reference(s):	Upper Oconee Water Planning Council's Plan is available at: http://www.upperoconee.org/documents/UOC_Adopted_RWP.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-10
Title:	Countywide Library System Improvement
Description:	Actions toward development of an integrated library system for Jackson County.
Legal authority:	The county is authorized to provide library services to residents
Classification:	Community Facilities
Priority:	Medium
Existing efforts to date:	None
Year to be implemented:	Long range
Department/agency assigned:	Piedmont Regional Library System; Jackson County Library Board of Trustees
Estimated cost if any:	Not quantified but multiple capital projects are recommended
Possible funding sources	The libraries in Jackson County are supported primarily by individual cities, with some support by the county; state funds
Include in CIP?	No
Cross-referenced?	No
Rationale:	Some municipal residents are without library services unless they use the facilities in other municipalities. Jackson County's libraries have undergone a dramatic increase in use over the past several years. Existing libraries (municipal) are not sized for future growth, except Jefferson and Commerce. Operations are inconsistent and should be standardized. The county should assume a greater role in funding the library system.
Program(s) available:	None
Remarks/background	See community facilities technical report (2010) for additional information.
Reference(s):	American Library Association; Piedmont Regional Library System; Jackson County Library Board of Trustees

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-11
Title:	Emergency Services and Disaster Mitigation Plans (update)
Description:	Update of plans for addressing natural and man-made disasters
Legal authority:	The county is authorized to engage in this activity
Classification:	Community Facilities
Priority:	High
Existing efforts to date:	The county has an emergency operations and disaster mitigation plans, but they need to be updated from time to time and should be expanded in scope to fully address all possible man-made and natural disasters.
Year to be implemented:	2017
Department/agency assigned:	Jackson County Emergency Management Agency
Estimated cost if any:	Professional services via request for proposal
Possible funding sources	One-time operational budget allocation; some federal and/or state funds may be available, such as FEMA's Pre-Disaster Mitigation Plan grant program
Include in CIP?	No
Cross-referenced?	No
Rationale:	Jackson County needs to continually prepare for disasters and begin to build resilience in capital facilities. Disaster mitigation plans are prudent because they reduce overall risk to people and structures, while at the same time also reducing reliance on federal funding if an actual disaster occurs.
Program(s) available:	None noted
Remarks/background	None
Reference(s):	Local Emergency Operations Plan; Disaster Mitigation Plan http://www.jacksonemergency.com/EMA.html

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-12
Title:	Broadband Data Transmission Development
Description:	Plan for and install facilities that will provide one gigabit connections to public institutions and 100 mbps access to residences, countywide, focusing on “middle mile” networks
Legal authority:	Jackson County is authorized to plan for and provide broadband data transmission facilities
Classification:	Community Facilities
Priority:	High
Existing efforts to date:	Jackson County has contracted with Comcast and One Ring; expansion will be based on demand
Year to be implemented:	Long range or earlier if practicable
Department/agency assigned:	Unknown; this may require a new administrative organization
Estimated cost if any:	Unknown
Possible funding sources	Telecommunication services are most likely to be owned and operated by private sector enterprises. Through ARRA funding for broadband mapping, each state has been allocated planning funds to promote broadband deployment and adoption.
Include in CIP?	No
Cross-referenced?	No
Rationale:	Broadband should be considered community infrastructure that is critical to economic development. Adoption of smart technologies also depends on further development of broadband infrastructure in the county.
Program(s) available:	Federal Communications Commission; see also National Broadband Map: http://www.broadbandmap.gov/
Remarks/background	Broadband technologies, such as DSL, cable, and fiber, provide Internet service to individual customers and home networks.
Reference(s):	Federal Communications Commission (FCC) National Broadband Plan: www.broadband.gov

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	CF-13
Title:	Public Safety Master Plan
Description:	Plan for and install facilities that will maintain levels of service and provide for expansion of buildings and other facilities needed for public safety, including sheriff, courts, correctional facilities, and related facilities and services.
Legal authority:	Jackson County is authorized to plan for and provide for the maintenance and expansion of law enforcement, court, correction, and other public safety facilities.
Classification:	Community Facilities
Priority:	Medium to high
Existing efforts to date:	This item was included in the 2010 comprehensive plan but was not funded.
Year to be implemented:	2017-2018
Department/agency assigned:	County Sheriff; Board of Commissioners, County Manager
Estimated cost if any:	Unknown
Possible funding sources	This project will most likely need to be funded as a joint effort of the County Sheriff and the Board of Commissioners
Include in CIP?	No
Cross-referenced?	No
Rationale:	It is essential, given that growth trends are now resuming (as of 2015), that the county continue to plan for future law enforcement, corrections, and other public safety facilities.
Program(s) available:	None identified
Remarks/background	None
Reference(s):	None

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	TR-1
Title:	Jackson County Airport Improvements, Phase 1
Description:	Short-term improvements to Jackson County Airport, including new terminal building, self-service fueling facility, new 10-unit hangar, and stormwater/ water quality pond.
Legal authority:	The county has appropriate legal authority to operate and improve the public airport
Classification:	Transportation (air); Economic Development
Priority:	High
Existing efforts to date:	A revised airport layout plan was prepared in May 2013.
Year to be implemented:	FY 2015-2016
Department/agency assigned:	Jackson County Airport Manager
Estimated cost if any:	Not quantified
Possible funding sources:	Federal Aviation Administration Airport Improvement Program
Include in CIP?	Yes
Cross-referenced?	No
Rationale:	Continued improvements to the Jackson County airport are essential to air transportation service and economic development. Improvements can result in spin-off industrial and commercial development and more corporate interest in the county.
Program(s) available:	Airport Improvement Program: http://www.faa.gov/airports/aip/
Remarks/background	None
Reference(s):	Talbert & Bright. May 2013. Airport Layout Plan Update, Jackson County Airport. Airport Improvement Program Handbook: http://www.faa.gov/airports/aip/aip_handbook/media/AIP-Handbook-Order-5100-38D.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	TR-2
Title:	Jackson County Airport Improvements, Phase 2
Description:	Mid-range improvements to Jackson County Airport, including future corporate hangars and taxiways, runway safety area grading and road relocation, and extension of runway protection zone
Legal authority:	The county has appropriate legal authority to operate and improve the public airport
Classification:	Transportation (air); Economic Development
Priority:	Medium
Existing efforts to date:	A revised airport layout plan was prepared in May 2013.
Year to be implemented:	FY 2016 to FY 2020
Department/agency assigned:	Jackson County Airport Manager
Estimated cost if any:	Not quantified
Possible funding sources:	Federal Aviation Administration Airport Improvement Program
Include in CIP?	No
Cross-referenced?	No
Rationale:	Continued improvements to the Jackson County airport are essential to air transportation service and economic development. Improvements can result in spin-off industrial and commercial development and more corporate interest in the county.
Program(s) available:	Airport Improvement Program: http://www.faa.gov/airports/aip/
Remarks/background	None
Reference(s):	Talbert & Bright. May 2013. Airport Layout Plan Update, Jackson County Airport. Airport Improvement Program Handbook: http://www.faa.gov/airports/aip/aip_handbook/media/AIP-Handbook-Order-5100-38D.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	TR-3
Title:	Jackson County Airport Improvements, Phase 3
Description:	Long-range improvements to Jackson County Airport, including additional buildings and hangars
Legal authority:	The county has appropriate legal authority to operate and improve the public airport
Classification:	Transportation (air); Economic Development
Priority:	Low (Long range)
Existing efforts to date:	A revised airport layout plan was prepared in May 2013.
Year to be implemented:	FY 2021 and beyond (long range)
Department/agency assigned:	Jackson County Airport Manager
Estimated cost if any:	Not quantified
Possible funding sources:	Federal and state sources
Include in CIP?	No
Cross-referenced?	No
Rationale:	Continued improvements to the Jackson County airport are essential to air transportation service and economic development. Improvements can result in spin-off industrial and commercial development and more corporate interest in the county.
Program(s) available:	Airport Improvement Program: http://www.faa.gov/airports/aip/
Remarks/background	None
Reference(s):	Talbert & Bright. May 2013. Airport Layout Plan Update, Jackson County Airport. Airport Improvement Program Handbook: http://www.faa.gov/airports/aip/aip_handbook/media/AIP-Handbook-Order-5100-38D.pdf

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	TR-4
Title:	Metropolitan Planning Organization
Description:	Participation in development and update of regional transportation plan for urbanized (Western) Jackson County
Legal authority:	Federal law and rules in addition to state rules provide authority
Classification:	Transportation (multi-modal)
Priority:	High (ongoing)
Existing efforts to date:	Jackson County has established a planning relationship with the Gainesville-Hall Metropolitan Planning Organization. The update of the MPO's transportation plan is following the same schedule and planning horizon (2040) as this comprehensive plan. The county is represented on the MPO's technical coordinating committee.
Year to be implemented:	FY 2015 and Ongoing
Department/agency assigned:	Public Development Department; technical assistance by Geographic Information Systems Department
Estimated cost if any:	Staffing for meeting coordination is the only expenditure
Possible funding sources:	Covered via department expenditures
Include in CIP?	No
Cross-referenced?	No
Rationale:	Federal transportation planning requirements dictate that the urbanized area of Jackson County be addressed with a transportation plan by the metropolitan planning organization.
Program(s) available:	The MPO may provide some support to the county in overall transportation planning efforts in addition to MPO activities
Remarks/background	Priority projects need to be included in the metropolitan plan in order to receive regional, state, and/or federal funding
Reference(s):	Gainesville-Hall Metropolitan Planning Organization 2040 Metropolitan Transportation Plan http://www.ghmpo.org/GHMPO_planning.asp

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

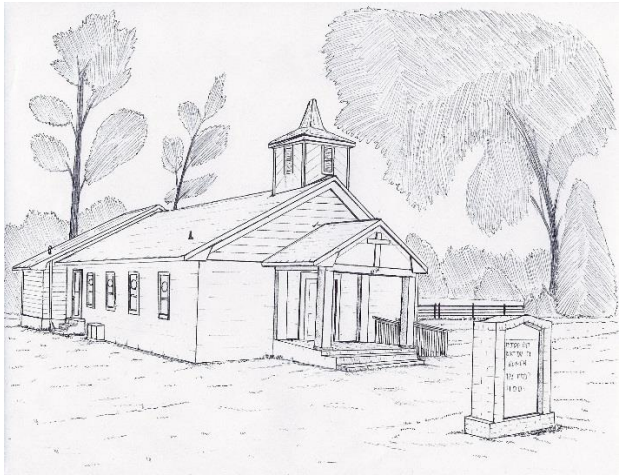
Reference number:	TR-5
Title:	Countywide Roadways Plan Update
Description:	A comprehensive assessment of roadway needs, including future conditions analysis, identification of road management requirements, signage, signalization, etc.
Legal authority:	The county has appropriate legal authority to plan for its roadways and other transportation facilities
Classification:	Transportation (multi-modal)
Priority:	Medium
Existing efforts to date:	A Countywide Roadways Plan was prepared in 2008 and integrated into the 2010 comprehensive plan
Year to be implemented:	FY 2018
Department/agency assigned:	Road Department, with involvement of the Public Development Department and technical assistance by Geographic Information Systems Department
Estimated cost if any:	$100,000
Possible funding sources:	Special annual operating budget appropriation to Road Department
Include in CIP?	No
Cross-referenced?	No
Rationale:	The 2010 comprehensive plan called for a five-year update of the countywide roadways plan; this project would extend that update period to ten years (2018) and will be overdue by then.
Program(s) available:	The MPO may provide some support to the county in overall transportation planning efforts in addition to MPO activities.
Remarks/background	Priority projects need to be included in the metropolitan plan in order to receive regional, state, and/or federal funding.
Reference(s):	Gainesville-Hall Metropolitan Planning Organization 2040 Metropolitan Transportation Plan http://www.ghmpo.org/GHMPO_planning.asp

JACKSON COUNTY, GA, COMMUNITY WORK PROGRAM, 2015-2019

Reference number:	TR-6
Title:	Rural Public Transportation Services
Description:	Jackson County operates shared-ride van services for rural residents needing public transportation.
Legal authority:	Federal and state subsidies require certain program activities; the county is authorized to provide this service
Classification:	Transportation
Priority:	High
Existing efforts to date:	This is an existing program to be continued.
Year to be implemented:	FY 2015 and ongoing thereafter
Department/agency assigned:	Transit Director, Jackson County
Estimated cost if any:	Fares are collected but the system requires subsidy for annual operating expenses and vehicle maintenance
Possible funding sources:	The program is funded jointly by the Jackson County Board of Commissioners and the Georgia Department of Transportation.
Include in CIP?	No
Cross-referenced?	No
Rationale:	This program is needed for Jackson County residents who, due to financial and/or physical burdens, do not have access to other means of transportation.
Program(s) available:	None indicated
Remarks/background	This program has been in existence in Georgia since 1979, and until 1990, it was known as the Section 18 program. The Section 5311 Program has had a significant influence on mobility in rural communities.
Reference(s):	Jackson County Transit http://www.jacksoncountygov.com/index.aspx?page=656 See also Section 5311 Program Information Georgia Rural Public Transportation Program - Administrative Guide for Local Programs

APPENDIX: SETTLEMENT CHARACTER AREAS

In historical context, Jackson County developed in a series of mostly rural and urban settlements spanning across almost all of Jackson County. The map titled “Settlement Character Areas” (in this appendix) shows some 45 distinct subparts of Jackson County, corresponding to incorporated and unincorporated places, though not covering the county’s entire geography. The settlement character areas map serves three primary purposes. First, a large county is difficult to generalize about, and it can be difficult to even refer to different subareas of the county unless there are names associated with the parts. This map allows the community to refer to smaller subareas of the county that would otherwise be difficult to describe without the aid of a map of this sort.



Historic Lebanon Church is a community focal point in the “Lebanon” settlement character area, which is in south Jackson, south of Arcade, and bisected by SR 82, Lebanon Church Rd. and B. Whitfield Rd.

Second, any attempt to describe character on a countywide basis should be cognizant of the original settlement pattern of the community. The settlement character map is thus an attempt to capture the historic roots of early settlement patterns. The map includes urban areas that correspond with municipal limits generally as they exist today. Some of the areas on this map are recognized by the community today as distinct, unincorporated communities and even have their own identifying signs along roads and highways (e.g., “Brockton” and “Apple Valley”). The names of other settlements were identified from maps of the county, such as the Georgia Department of Transportation’s general highway map and the commercially produced Aero Atlas. Names such as “Clarksboro” and “Attica” appear on them, reflecting the fact that some unincorporated communities have taken on their own, unofficial names. Other settlements were assigned names based primarily on the existence of churches and/or the names of roads. Yet others have names rooted in the earliest (e.g., Indian) history of Jackson County. Third, the settlement character map was thought to have potential to influence character area policies in Jackson County. The link to the character area maps (2025 and 2040) is made with the following table, which summarizes the locations of each settlement character area and generalizes existing and future character as shown on the character area maps. A limited set of policies apply to the settlement character areas (see Chapter 4).

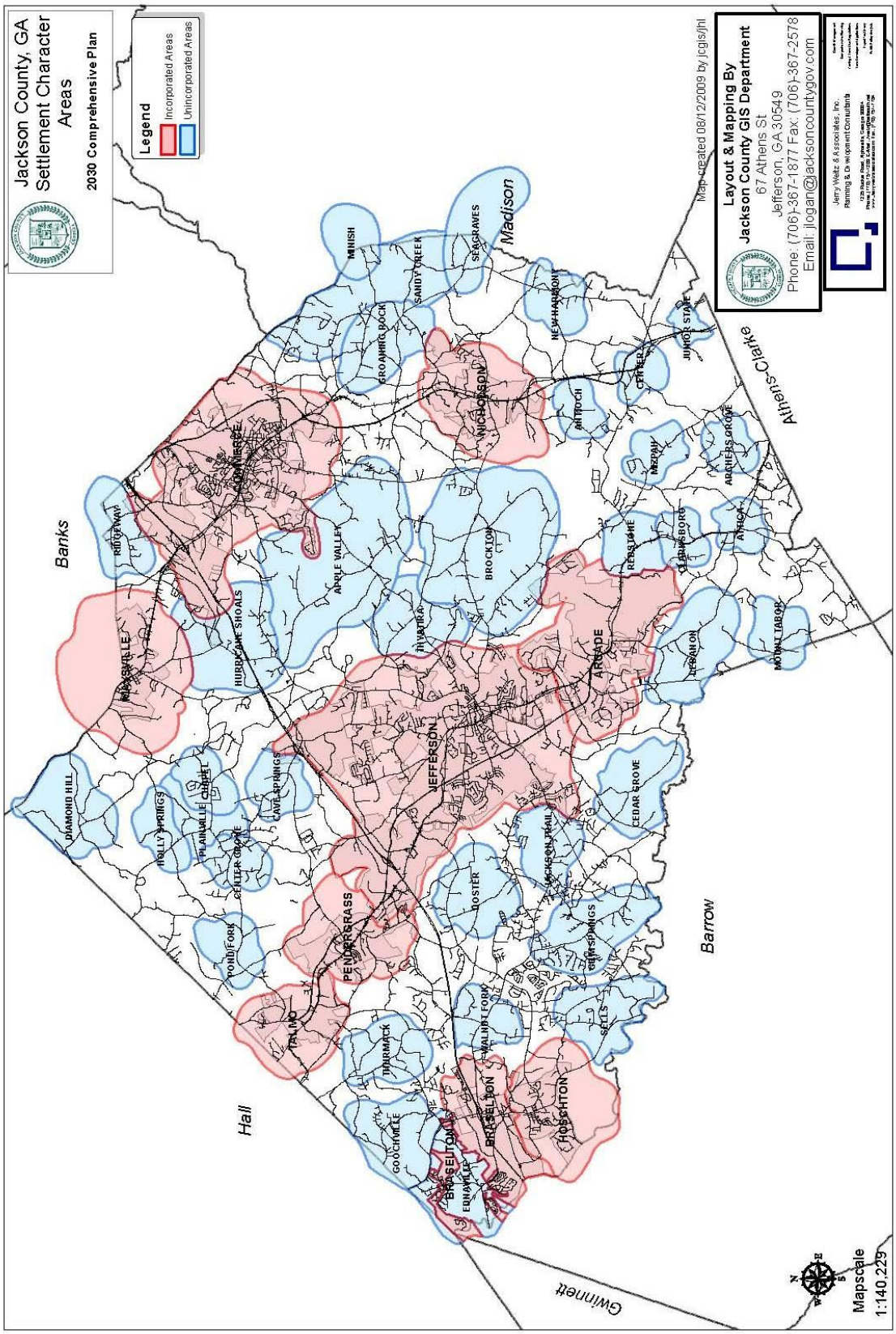

Jackson County, GA
Settlement Character Areas
2030 Comprehensive Plan
Legend
Incorporated Areas
Unincorporated Areas
Map created 08/12/2009 by jcgis/jhl
Layout & Mapping By
Jackson County GIS Department
67 Athens St
Jefferson, GA 30549
Phone: (706)-367-1877 Fax: (706)-367-2578
Email: jlogan@jacksoncountygov.com
Jerry Weitz & Associates, Inc.
Planning & Development Consultants
Banks
Madison
Athens-Clarke
Barrow
Gwinnett
Hall
DIAMOND HILL
HOLLY SPRINGS
PLAINVILLE
CENTER GROVE
POND FORK
CAVE SPRINGS
HURRICANE SHOALS
APPLE VALLEY
MINISH
SANDY CREEK
SEAGRAVES
GROANING ROCK
NICHOLSON
NEW HARMONY
ATTOCHI
CENTER
JUNIOR STATE
MCRAY
ARCHERS GROVE
ATHICA
CLARKSBORO
REDLINE
BROCKTON
TIVATRA
ARCADE
LEHAON
MOUNT LABOR
JEFFERSON
CEDAR GROVE
JACKSON TRAIL
OSTER
PENDERGRASS
OAK SPRINGS
SELLS
WALNUT FORK
TALMO
THURMACK
GOOCHOLLE
BRASELTON
EDWARDS
BRESELTON
HOSCHTON
Mapscale
1:140,229

Table A.1
Settlement Character Area Locations and Development Futures

Settlement Name	Location Description Including Major Roads	Summary of Character and Change 2025 and 2040
Braselton	West Jackson, N and S of I-85, mostly south of SR 53	Urban and suburban; developed and developing; influenced by growth from metro Atlanta area; urban and suburban expansion with sewer
Ednaville	West Jackson, N of I-85 between city limits of Braselton, Ednaville Rd.	Suburban; developed and developing; influenced by growth from metro Atlanta area; sanitary sewer
Hoschton	City of Hoschton and southern surroundings; SR 53	Urban and suburban; developed and infill development potential; suburban and rural growth along SR 53 toward Barrow County; conservation along Mulberry River; includes agricultural fringe at eastern side of settlement character area
Goochville	West Jackson, N of SR 53 along Davenport Rd. and Guy Cooper Rd.	Mix of rural, suburban, and agricultural; influenced by metro Atlanta and Gainesville-Hall County growth pressures; limited suburbanization/rural growth
Thurmack	West Jackson, along SR 60 north of I-85, including New Orr Rd. and Fairview Rd.	Predominantly agricultural and rural, limited suburban; limited change; agricultural and rural preservation
Walnut Fork	West Jackson, E of Braselton along Zion Church Road at SR 60 and Sam Freeman Rd. and SR 124, south of I-85	Rural and agricultural with limited suburbanization; rural growth north of Zion Church Road/SR 124; agricultural preservation south of Zion Church Road/SR 124; future suburban growth at I-85 and possible new interchange with SR 60
Sells	West Jackson, E of Hoschton, along SR 53 to Barrow County, including Jackson Trail Rd.	Predominantly suburban approaching “Traditions;” some rural; conservation along Mulberry River; future suburban and rural growth; limited agriculture
Gum Springs	West/South Jackson, along Gum Springs Church Rd. and Jackson Trail Rd., including SR 11 (Winder Hwy.) corridor to Barrow County	Suburban in western part including “Traditions;” mostly agricultural rural southeast of Jackson Trail Rd.; maintenance of agriculture; limited suburban and rural growth mostly in western part; agricultural/rural in SR 11 corridor
Doster	West Jackson S of I-85 along SR 332; Creek Nation Rd.	Mix of rural and agricultural with scattered existing suburbanization; predominantly rural growth area; maintenance of agriculture
Jackson Trail	Easternmost part of West Jackson along SR 11 (Winder Hwy.) and N/S of SR 124	Predominantly suburban developed and suburban developing along SR 124; mostly rural along SR 11; suburban expansion; maintenance of agriculture
Cedar Grove	South Jackson, west of SR 11 (Winder Hwy.), including W.H. Hayes Rd., Ebenezer Church Rd. and Cedar Grove Church Rd.	Predominantly agricultural with concentrations of rural development; suburban in north part near Jackson Trail and Jefferson settlements; limited development activity; agricultural and rural preservation area
Talmo	West Central Jackson, City of Talmo and surroundings, along U.S. 129, including Mountain Creek Church Rd.	Predominantly agricultural with rural/suburban town center without sewer; existing suburban along Old Gainesville Hwy; Suburban growth along U.S. 129 and Old Gainesville Hwy.
Pendergrass	West Central Jackson, City of Pender-grass and surroundings, along U.S. 129; including SR 332	Predominantly urban and suburban; developed and developing; urban expansion with sewer; suburban growth along SR 332
Jefferson	Central Jackson, 2 interchanges along I-85, U.S. 129, U.S. 129 Bus., SR 11, SR 82, and SR 335; City of Jefferson and surroundings	Predominantly urban and suburban; developed and developing; urban expansion with sewer and suburban expansion mostly with sewer; contiguous growth expansion along major highway corridors
Arcade	South Central Jackson, along U.S. 129 at U.S. 129 Bus. and SR 82; City of Arcade and surroundings	Mostly suburban and rural without sewer; substantial suburban growth planned including Town Center (4W Farms); north of U.S. 129; sewer planned long-range

Settlement Name	Location Description Including Major Roads	Summary of Character and Change 2025 and 2040
Lebanon	South Jackson, south of Arcade, bisected SR 82 to Barrow County and Lebanon Church Rd., B. Whitfield Rd.	Predominantly agricultural with rural concentrations; very limited change; agricultural and rural preservation
Mount Tabor	South Jackson along SR 330 west of Bear Creek Reservoir; Old Hunter Rd.	Almost exclusively agricultural; limited rural settlement; very limited change; agricultural preservation
Pond Fork	Northwest Jackson northeast of City of Talmo, Pond Fork Church Rd.	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
Center Grove	Northwest Jackson, Pond Fork Church Rd. and Holly Springs Rd.	Predominantly rural with some suburban; agricultural at fringes; limited rural growth
Holly Springs	Northwest Jackson N and S of Holly Springs Rd. at Lipscomb Lake Rd. and Deadwyler Rd.	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
Plainview	Northwest Jackson, Holly Springs Rd. and Plainview Rd.	Rural and agricultural; very limited change; agricultural/rural preservation
Chapel	Northwest Jackson, N and S of Plainview Rd. E of Plainview settlement	Suburban with significant rural; agricultural at fringes; very limited change from mix of additional growth; agricultural preservation at fringes
Cave Springs	Northwest Jackson, N. of I-85 along Holly Springs Rd. and Wayne Poultry Rd.	Current mix of urban, suburban, and agricultural; developing urban and future suburban; area is served with sanitary sewer and is substantial growth area
Redstone	South Jackson along U.S. 129 and New Kings Bridge Rd., SE of City of Arcade	Predominantly agricultural and rural, with limited suburban; rural growth area; agricultural preservation
Clarksboro	South Jackson along U.S. 129 at Crooked Creek Rd. and Breck Rd.	Mostly rural with some suburban; agricultural at fringes; limited rural growth; agricultural preservation
Attica	South Jackson along U.S. 129 at Lebanon Church Rd., Holiday Cemetery Rd and SR 330	Mix of suburban, rural, and agricultural; limited change at fringes along U.S. 129
Hurricane Shoals	Northwest Jackson N and S of I-85 at SR 82 Spur, including part of City of Commerce; Woods Bridge Rd.	Currently rural and agricultural but slated for urban growth mostly in Commerce; some suburban along Woods Bridge Rd. Includes proposed forest preserve
Apple Valley	North Central Jackson along Apple Valley Road, Lyle Field Rd. and SR 15 Alt.(Commerce Rd.), SW of Commerce	Predominantly agricultural with rural enclaves; Includes proposed forest preserve; very limited rural growth; agricultural preservation
Thyatira	Central Jackson east of Jefferson along SR 15 Alt. (Commerce Rd.), County Farm Rd. and Thyatira Brockton Rd.	Existing rural and agricultural; rural growth in south part and agricultural preservation in north part
Brockton	East Central Jackson along SR 335 E. of Jefferson and W. of Nicholson; Brockton Loop	Predominantly agricultural and rural; limited rural growth, agricultural preservation, conservation of Little Curry Creek and Middle Oconee River floodplains; possible location for reservoir
Mitzpah	Southeast Jackson, N and S of Jefferson River Rd.	Predominantly agricultural with rural enclaves; little to no change; agricultural preservation
Archers Grove	Southeast Jackson, between U.S. Highway 129 and Jefferson River Rd. along Archers Grove School Rd.	Predominantly agricultural with rural enclaves; very limited rural growth; agricultural preservation
Diamond Hill	Northwest Jackson S of SR 53 abutting Hall and Banks Counties	Agricultural and mostly under single ownership (Diamond Ranch); little if any change until approved major planned suburban development is constructed
Maysville	North Jackson along SR 98 and SR 82 Spur abutting Banks County, including City of Maysville and surroundings	Mix of urban, suburban, rural, and agricultural; some limited growth pressures; suburban growth to 2025 at fringes especially along SR 98, 98 corridor becoming urbanized with sewer extension by 2040
Ridgeway	Ridgeway Church Rd abutting Banks County, north of I-85 and Commerce	Agricultural and rural with urban at eastern edge adjacent to Banks Crossing; some rural growth; agricultural preservation

Settlement Name	Location Description Including Major Roads	Summary of Character and Change 2025 and 2040
Commerce	North Jackson mostly S of I-85 and along SR 98 and U.S. 441, including City of Commerce and surroundings	Mostly urban and suburban but with agriculture and rural also; urban and suburban growth area with sanitary sewer; some preservation of agriculture and rural areas at fringes
Nicholson	East Central Jackson along U.S. 441 and SR 335, including City of Nicholson and surroundings	Suburban with rural enclaves, some agriculture; Small urban town center by 2025 with limited sewer; some suburban and rural growth
Antioch	East Jackson, S of Nicholson, W of U.S. 441, along Antioch Church Rd. and Old Kings Bridge Rd.	Rural along county roads and agricultural; some rural growth; agricultural preservation; includes University of Georgia conservation land
Center	Southeast Jackson, along U.S. 441; New Kings Bridge Road and Chandler Bridge Rd. (mostly formerly incorporated)	Rural concentration at U.S. 441 and along county roads, limited suburban; rural growth area, unserved by sewer
Junior State	Southeast Jackson, W and E of U.S. 441 just north of Athens-Clarke County	Some suburban and rural; some suburban and rural growth; agricultural preservation at eastern fringe
Groaning Rock	Northeast Jackson, along SR 334 and Groaning Rock Road	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
Sandy Creek	Northeast Jackson abutting Madison County; W. L. Williams Rd., Erastus Church Rd.	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
Minish	Northeast Jackson (surrounded by Sandy Creek settlement); W. L. Williams Rd.	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
Seagraves	East Jackson S of Sandy Creek settlement, along SR 334 at Seagraves Mill Rd	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation
New Harmony	East Jackson SE of Nicholson along SR 334 at Cooper Farm Rd.	Predominantly agricultural with some existing rural settlement; very limited change; agricultural preservation

Note: Descriptions of existing and future character in this table are generalized. Refer to character area maps for specifics. Policies for settlement character areas are provided in Chapter 4.