



RESTORE RENEW REBUILD | JACKSON COUNTY FLORIDA

# Countywide Plan



## Jackson County Board of County Commissioners

Presented by:

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# Overview & Introduction



# Introduction

“The Restore Renew Rebuild Jackson countywide planning effort was an opportunity for our community to look into our past, present, and future. We have thoroughly examined our past, acknowledged our present, and envisioned our future. I am excited and hopeful to see Jackson County better than it was before the storm. My vision is for our County to be not only restored but redeemed.” -- Wilanne Daniels, County Administrator

The Restore Renew Rebuild Jackson initiative was created in response to Hurricane Michael that devastated Jackson County. However, the scope of the initiative goes far beyond simple rebuilding. Citizens, County and City governments, private businesses and other stakeholders rallied together to use the hurricane as a catalyst to restore the spirit of Jackson County, renew our vision, and rebuild our future together.

The Restore Renew Rebuild Jackson initiative integrated community input with planning expertise to develop a realistic action plan for realizing the vision of individual cities, towns, and neighborhoods across the County.

Restore Renew Rebuild Jackson was commissioned by the Jackson County Board of County Commissioners and supported by the North Florida Inland Recovery Group.

The Restore Renew Rebuild Jackson process takes place on two parallel levels with a strong emphasis towards action. At the countywide level, residents, business leaders, and stakeholders have crafted a vision and action plan for improving the overall quality of life in Jackson by balancing culture, nature, economic development, education, and physical and spiritual wellbeing across the County.

At the same time, the County engaged in addressing the direct and indirect impacts of the Hurricane Michael on residents and businesses daily lives. By gathering together in District meetings, residents focused on issues specific to the activities and experiences of their day-to-day lives. They outlined realistic actions for achieving their vision.

In planning and implementing Jackson County's future, no group or individual can act alone. Businesses, organizations, the government, and individual citizens must work together in a collaborative and cooperative way to build a revitalized Jackson and start taking the first concrete steps toward that vision.

# Approach

## What is the concept behind the Restore Renew Rebuild Jackson initiative?

The Countywide planning process is organized according to the six Recovery Support Functions (RSF) designated in the National Disaster Recovery Framework (NDRF). These RSFs consist of the physical, cultural, social, organizational, educational, and economic domains of a community.

Using the NDRF model as an organizing framework ensures the creation of a balanced plan for the County's future. It also allows for the use of common terminology and aligns support agencies across all levels of governments for the implementation phase of the plan. While community needs often fall across multiple RSFs, working in this way ensures that each sector garners equal consideration during the planning and community engagement process.

The Countywide process used the RSF framework to focus on overall domain vision, assets and needs. The Planning District process also used the RSF framework but dug more deeply into issues and ideas taking shape in the County's hurricane-impacted areas.

Most importantly, public engagement has been key to developing the most appropriate recommendations for Jackson County.

Community members; organizational and business leaders; municipal, regional and state agencies; and elected officials must recognize that ownership and participation

in implementation of this plan is the key to realizing the hopes and dreams of the many community members who participated in creating the plan. The public meetings at both the Countywide and District levels addressed three core phases of developing the plan:

**Phase 1 | Vision:** Define the function, purpose and intent of each RSF and sub-elements

**Phase 2 | Strategy:** Develop and synthesize opportunities, consider financial implications

**Phase 3 | Prioritize:** Confirm and prioritize recommendations and implementation steps

In addition to this project framework and to the work of FEMA, Florida Department of Emergency Management, and GP Strategies, obtaining additional expertise was important.

A grant from USDA REDI provided expertise economic analyses and forecasting and played a very significant role in the development and shaping of the Countywide recommendations in the Economic Development RSF. Her intimate knowledge of Jackson County was crucial in the eventual development of recommendations that respond well to the climate and stakeholders

of the County and Region and provide for concise and tailored direction.

Wendy Schlesinger, Director of Jackson County Community Development provided real estate analysis to the entire project team, including significant work tailored to the conditions and needs of the Districts in the Restore Renew Rebuild Jackson Plan. Her work included in-depth real estate market analyses as well as supplemental information related to the types of funding resources necessary for implementing the many and varied recommendations in the plan pertaining to real estate and development.



# Process

## Schedule, Phases and Community Participation

The Restore Renew Rebuild Jackson planning process began in July of 2019 and was completed in November of 2019.

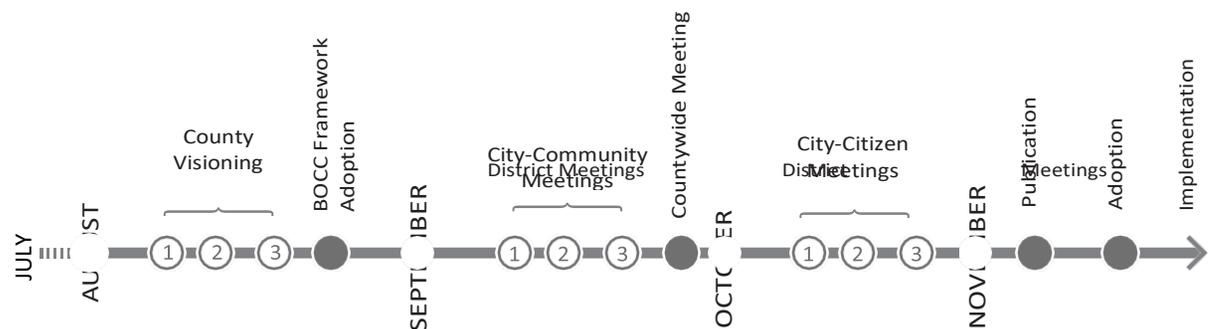
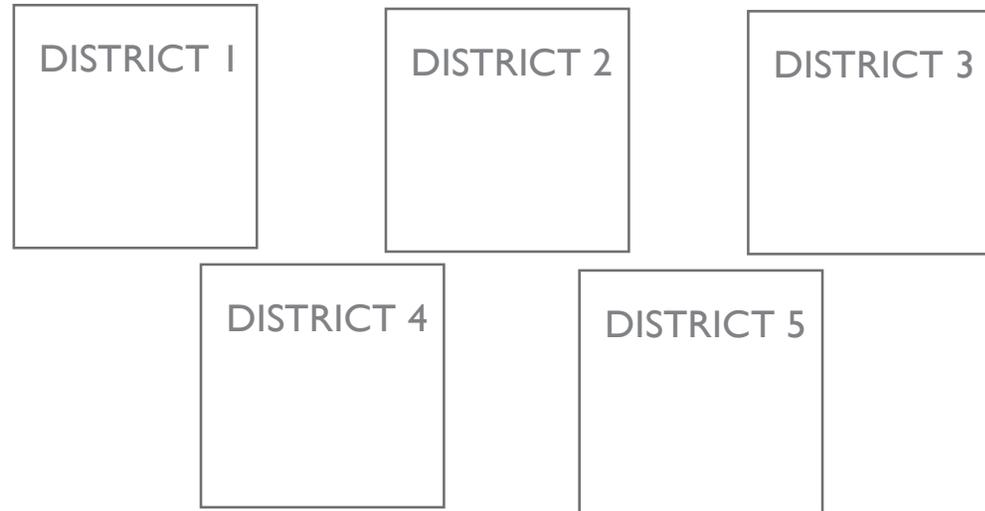
The Countywide and Planning Sector meetings took place as iterative and parallel processes with issues and solutions developed in the Districts informing the Countywide process. The Restore Renew Rebuild Jackson Plan works to assure that the County and its cities and towns can function harmoniously.

There were three Countywide Meetings, three County Government visioning meetings, and 12 Planning Sector Meetings - one meeting with each City/Town and an additional meeting with County Seat, Marianna.

The first phase of meetings focused on Visioning, the second on Opportunities and Recommendations, and the final round on Priorities and Implementation.



### Restore Renew Rebuild Jackson Planning Process



# Recommendation Structure

## How to read a Restore Renew Rebuild Jackson recommendation

In the Restore Renew Rebuild Jackson Plan, recommendations will follow a uniform structure to ensure continuity and clarity. Typical categories include:

### Breadcrumbs

- “Breadcrumbs” are intended to show the source of an idea or recommendation. Throughout the community meeting process, ideas were cataloged and analyzed to develop a diverse plan that addressed all the community’s needs. Breadcrumbs allow readers and community members to understand where recommendations were conceived.

### General Description

- The “General Description” offers a perspective on the existing conditions in the County that the recommendation will address.
- This section also contains a vision and mission statement that defines the RSF’s purpose and intent

### Partnerships/Stakeholders

- The “Partnerships/Stakeholders” section is a list of actors that might be well-suited to participate in the implementation of the recommendation.
- Importantly, the partnership lists readers will see are by no means exclusive, and any individual, group, or organization who is interested in participating or being included in moving forward are encouraged to do so.

### Resource Needs

- This section provides a brief description of some of the resources needed for successful implementation of the recommendation.
- “Resource Needs” can range from financing and grant funding to leadership, management, and communication.

### Potential Resource Opportunities

- The “Potential Resource Opportunities” section lists existing programs, collaborations, projects, and funding sources that might contribute to the successful implementation of the recommendation.
- This list is not exclusive: additional resources should always be explored and included in the Restore Renew Rebuild Jackson implementation process.
- More resource opportunities are expanded upon in sections at the end of this document which were prepared in conjunction with philanthropic, real estate, and economic development consultants.

### Precedents/Best Practices

- The precedents and best practices described in this section offer examples of projects or programs that can provide insight into similar ideas that have worked in other places and cities.
- Implementation leaders are encouraged to reach out to their peers involved in those best practices to seek advice on challenges, tactics, and strategies on how to successfully implement the recommendation.

### Priority

- The priority of a recommendation is often determined by the level of support it received during the community meeting process.
- Funding opportunities, time, feasibility, and impact were also considered in judging the priority of the recommendation.

### Action Steps

- The “Action Steps” section is a simplified checklist that can act as a starting point for implementation.
- These steps are subject to change at the discretion of Implementation Leaders as dictated by on-the-ground reality of implementation once the recommendation is put into action.

### Project Location

- The “Project Location” of a recommendation is often “Countywide”, as many of the following recommendations affect the entirety of Jackson County.
- When the recommendation affects a more specific location, it is expressed here to focus efforts on that site.

# Countywide Overview

## A Brief on the History and Character of Jackson County

With a total land area of over 955 square miles and a population hovering around 48,000, Jackson County is a rural community and takes pride in its natural resources, small towns and quiet rural way of life. With thousands of acres of rich Florida landscape, there's a lot to be proud of. The county's stewarded natural habitats and environments provide ample support for outdoor lifestyles and activities from bass fishing at Lake Seminole to tubing down Spring Creek. The County looks to the future, while preserving the traditions and values on which the community was built. In all visions for the county's future, this holds true, as economic development and population growth are considered with an eye toward maintaining the county's rural characteristics and preserving the natural resources.

Jackson County was created in 1822 by the Florida Territorial Council, making it only the third county in Florida. The first county government assembled at the area of the county now known as Blue Springs. Blue Springs is now a park and core natural and recreational resource of Jackson County; and the County Seat is the City of Marianna. Cotton production was the early economic driver of the County. In the early to mid-19<sup>th</sup> century plantation-style farming was dominant. As with most Southern rural communities, the Civil War and post-war reconstruction had a huge disruptive impact on the culture and economy. However, population and economic growth accelerated in the late 1800's and early 1900's with the agriculture retaining its position as the primary economic driver. With an increase in industrial and military investment in the American South following World War II, regional growth in West Florida brought expanded competition from neighboring Tallahassee, Pensacola, and Panama City that resulted in a stagnation in growth in Jackson County.

Aside from the construction of the Federal Correctional Institution outside the City of Marianna, the end of the 20<sup>th</sup> century saw little cultural or economic change in Jackson County. As Jackson County has moved into the 21<sup>st</sup> century, priorities have shifted toward economic and cultural diversity and participation. Currently, the primary industries for Jackson County are educational services, healthcare and social services, retail, and public administration.

Jackson County land use is primarily agricultural, timber and conservation, lending to its strong standing as an agritourism, ecotourism, and nature-based tourism destination in northern Florida. With over 150,000 acres of wetlands, a popular cave system, and six springs, the county is well known for its parks and wildlife refuges. Parks like Blue Springs are part of an essential economic sector in Jackson County, bringing in tourists from all over the Region. The strong agricultural presence in the county and the availability of a wide range of products has led to the creation of local foods movements, including the grower-only weekly farmers' market, which has been a pillar of the community since 1975. These local foods movements are only increasing, with the goal of making Jackson the "Local Foods County" with agricultural products grown in Jackson County identified as Locally Grown and marketed to county communities, restaurants and stores.

In 2017, Jackson County's population was estimated to be 48,571, which is a 2.1% decline in population since the 2010 census. The distribution by gender is 55.4% male and 44.6% female, which is far greater than Florida's distribution of 48.9% male and 51.1% female. The median age of the Jackson County population is 41.5 years, while Florida's median age is 41.8 years. In terms of race, Jackson County has a majority population of whites at 69.3%, and a smaller, but significant population of African Americans at 27%. 79.7% of Jackson County citizens have attained a high school degree, compared with an overall percentage for the State of Florida of 87.6%. Jackson County also has an

unemployment rate higher than the 4.2% average for the State of Florida at 5.1%. In 2017, 21.6% of the population lived below the poverty line, compared to 15.5% of the general Florida population.

Like its many peer rural counties, Jackson County has faced many economic challenges including declining work-age population and the lack of local infrastructure and resources to support diverse economic and industrial development. Affected by the lack of transportation, telecommunication infrastructure, healthcare services, affordable and adequate housing, and job opportunities, Jackson County has seen its population decrease and its best and brightest leave for better opportunities. These challenges are being addressed by Jackson County through strong advocacy at the State level and aggressive pursuit of new opportunities, resources, and assets that can propel Jackson County and the Florida Panhandle into a new age of rural prosperity. Major employers and education institutions play an important role in building and maintaining momentum and supporting innovation in the local economy. Our position between multiple, high-density and expanding urban centers will continue to create opportunities for Jackson County to become a hub for logistics, manufacturing, and agriculture.

Before Hurricane Michael, Jackson County had not been significantly affected by a major hurricane in over 10 years. The primary natural threats to the community are tornados and flooding. Since 1950, there have been 41 tornado events, compared to 14 tropical storm/hurricane events in Jackson County. In the past 15 years, Jackson County has been within the declaration area for seven major disasters, including five (5) hurricanes and two (2) high wind and flooding events. Due to its relative safety as an inland county, Jackson County was unprepared for the devastating impacts of Hurricane Michael. However, as hurricanes and tropical storms become more frequent, stronger and slower moving, Jackson is ensuring that it is prepared for all potential disasters to increase economic and community resilience for future events.

Since Hurricane Michael, Jackson County has had many community organizations work to promote and improve the county with the help of local citizens. These organizations range from religious groups to economic development teams. Their goals, while focused on different sectors, are to improve the lives of the citizens of the county. Further, there are inter-county groups, including the North Florida Inland Recovery Group, which have taken on leadership, advocacy, and coordination roles in the recovery. The North Florida Inland Recovery Group was formed in partnership between Calhoun and Jackson Counties and is supported by many additional entities such as Opportunity Florida and CareerSource.

Since Hurricane Michael, the hardships faced by the population have only increased. However, these hardships have not reduced Jackson's capacity for economic development.

In 2015, through a Rural Infrastructure Fund grant from the Florida Department of Economic Opportunity and the support of Gulf Power Company, the County completed the Jackson County – Marianna Distribution and Construction Services Park, a McCallum Sweeney Certified Industrial Park. In 2018 Jackson County acquired almost 600 acres of property once used for the A.G. Dozier School for Boys. The County was also awarded nearly \$6 million in Florida Job Growth Grant Program funds to redevelop the property into a Regional Employment Center in coordination with Chipola College. With Chipola College providing workers trained and certified in advanced technical skills, and undeveloped land being prepared for industrial occupancy, the County provides an excellent location for businesses to consider.

Finally, with Interstate 10 running directly through Jackson County, Jackson County is in an excellent position to increase industrial and shipping sectors leveraging the ease of transportation of goods east-west through the region. Opportunities also exist to capitalize on people and goods "just passing through" the County. Development of travel services and concessions along the interstate corridor, easily accessible by long-haul truck drivers and other travelers, would support Jackson's economic development and job creation. Jackson also is the only county adjacent to both Alabama and Georgia, making Jackson County a Florida "First Stop" for tourist travelers from both states to the coastal regions of Florida.

Jackson County is a community that has struggled to succeed in uncertain and difficult times, both economically and environmentally. However, with the County's many resources and an ambitious strategy for long term recovery, there is hope for future economic prosperity that will bring quality of life without the loss of the unique traditional, rural culture.





# Recovery Initiatives & Recommendations

# Major Moves

The six primary Recovery Support Functions and their recommendations are listed below. Each recommendation appears in the order in which it was prioritized by meeting participants.



## Housing

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- 1** | Provide equitable access to a variety of housing options to include multi-family and transitional housing
- 2** | Encourage increase of housing stock by pairing developers with existing development infrastructure abandoned after housing crises in order to expedite construction
- 3** | Target middle income residential growth through planned developments designed and marketed to Public Safety and Medical Service professionals, retirees, and/or management professionals
- 4** | Improve Infrastructure to existing and potential developments for expanded marketability



## Infrastructure

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- 1** | Develop Telecommunication Infrastructure to Improve e-connectivity throughout the County
- 2** | Focus transportation improvements to better serve Jackson residents by connecting them to economic centers, natural resources, and cultural amenities.
- 3** | Modernize and Consolidate Government Facilities to improve service delivery through government alignment and reduce maintenance and capital improvement costs.
- 4** | Implement best practices for delivery of water and wastewater services to reduce infrastructure cost and expand coverage.
- 5** | Increase Public Safety capacity through Equipment and Infrastructure investments



## Cultural and Natural Resources

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- 1** | Foster and promote reforestation through public awareness and advocacy, ongoing liaison with state and federal government, and encouraging community involvement.
- 2** | Encourage pride in Jackson County's natural resources and cultural identity to attract a vibrant and youthful population that will be stewards of these resources.
- 3** | Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity.



## Health and Social Services

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- 1 | Put schools, libraries, and religious institutions at the center of creating a nexus of places, programs, and access to technology to meet community needs
- 2 | Better engage the public in the process and importance of technical workforce education reform
- 3 | Expand local specialized health services, including mental health programs.
- 4 | Raise awareness of, and increase accessibility of wellness services, such as exercise centers, healthy food options, and family and life counseling.



## Economic Development

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- 1 | Develop and harness Jackson's role as the economic connector of the North Florida and South East
- 2 | Support the restoration of Agriculture Industry heavily impacted by Hurricane Michael and expand Agricultural Science
- 3 | Create opportunity for economic growth by expanding access to commercial and industrial property and necessary utilities.
- 4 | Expand career/workforce development and educational partnerships to provide all residents with an opportunity to meaningfully contribute to Jackson's economy and meet the needs of employers



## Planning and Sustainability

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- 1 | Strengthen County capacity to deliver required services and sustain growth by development of a Strategic Plan to include a long-term financial plan
- 2 | Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways.
- 3 | Improve collaboration and coordination across government entities and departments by strengthening existing partnerships and creating inter-governmental working groups





# Housing

## Purpose

Develop strategies that support the development and redevelopment of inclusive and sustainable communities across the County that integrate social and cultural connectivity, smart city technology, and disaster resilient solutions in order to strength the housing market, provide quality, affordable rental property, and improve quality of life.

## Priority Recommendations

1. Provide equitable access to a variety of housing options to include multi-family and transitional housing.
2. Encourage increase of housing stock by pairing developers with existing development infrastructure abandoned after housing crises in order to expedite construction.
3. Target middle income residential growth through planned developments designed and marketed to Public Safety and Medical Service professionals, retirees, and/or management professionals.
4. Improve infrastructure to existing and potential developments for expanded marketability.

# Housing #1

## Provide equitable access to a variety of housing options to include multi-family and transitional housing

### Breadcrumbs

- Housing Strategy Session
- Economic Development Strategy Session

### General Description

Throughout the Restore Renew Rebuild Jackson community meeting process, a priority among governments and residents was to support the expansion of a healthy residential stock. Ensuring a vital housing stock will lift the County's efforts to attract and maintain a vibrant and diverse population. This goal requires a diverse offering of housing stock. Property vacancies, affordability, homeownership, and variety of residential housing types are essential to making this vision a reality for all Jackson County residents, regardless of age, race, disability, or criminal record.

First, the rehabilitation and rejuvenation of hurricane-damaged and vacant property must be addressed in the post-hurricane housing market. Progress has been made in restoring houses after the Hurricane, but there are still many homes that are in a state of disrepair, stemming from before storm. The County can facilitate incentives for residents and developers to initiate and ease restoration projects as well as new infill development of a variety of different types. By tying this assistance to a demand for affordability, Jackson County can supply refreshed housing to all who need it.

Another problem facing the County is lack of diversity in the housing portfolio. Currently, the overwhelming majority of residential structures in the city are either single-family homes or manufactured homes.

There are several types of housing that revitalize communities and provide residences for a diverse and vibrant population such as lofts, townhouses, and live-work spaces. Creative incentives must be explored to call for the construction of senior housing, loft apartments, mixed-use infill, historic adaptive reuse, townhouses, multi-generational housing, disabled access housing, and live-work spaces.

Improving accessibility to affordable homeownership is already a County priority. The process of attaining a home might be improved to attract more and younger residents; however, the real issue is the capacity of residents to purchase and stay in their home. A Homeownership Training Program at the community scale would provide residents the information they need to work through the steps required for investing in a home. Relationships developed with local banks could encourage participation in these types of Homeownership Training Programs for approved loan applications to moderate to high risk applicants. These actions would increase the rates in which residents are approved for loans and keep their homes, cultivating stronger neighborhoods.

### Partnerships / Stakeholders

- Habitat for Humanity
- HAP Housing
- Local Housing Authorities

### Resource Needs

1. Market rate home-ownership housing incentives to cover the gap between the costs of construction and market prices
2. Incentives and grants for home repairs
3. Homeownership Training Program
4. Downtown Development

### Potential Resource Opportunities

1. HUD CDBG and CDBG-DR
2. Housing Developers
3. Construction Contractors

### Priority

High

### Action Steps

1. Create Homeownership Training Program and partner with Banks to encourage participation for home loan applicants
2. Identify Housing Enterprise Zones that provide incentives to developers to construct desired housing units in specific areas

### Project Location

City of Marianna, Alford/Cottondale, Graceville/Campbelton, Grand Ridge/Sneeds, Malone

# Housing #2

## Encourage increase of housing stock by pairing developers with existing development infrastructure abandoned after housing crises in order to expedite construction

### Breadcrumbs

- Housing Strategy Session
- Economic Development Strategy Session

### General Description

Following the housing crisis of 2011, the County of Jackson was left with several developments that were abandoned partially completed. These developments may have complete or partial infrastructure constructed with only a few or no residential homes built within them. These sites present an immediate opportunity for developers to construct a high volume of single-family or multi-family housing in areas previously identified as in need of housing development.

As a result of Hurricane Michael it was revealed that the County's housing stock was aged and was constructed during periods with insufficient building codes necessary to ensure the construction of a structure that can withstand the effects of Hurricane force wind. The need for well-built permanent residences, that can be constructed quickly, at a low cost, has led to the identification of the Modular Home building process as a likely fit for most of these quick development opportunities.

Modular home building process typically uses 15% more lumber than onsite built homes which adds to structural integrity of the home and costs 25%-30% less than standard construction. Additionally, modular homes construction can be completed in a much shorter time than site built homes.

To speed the process of construction, the developer can be completing any remaining site preparations in these abandoned developments while the structural elements of the facility is completed. The home will be 80% complete when it arrives on site, reducing time delays for onsite inspections.

Furthermore, these homes retain their value compared to a mobile or manufactured home. This allows home owners to build wealth instead of owning a depreciating asset. They also increase the value of the communities they are built in and can be designed to conform with architectural aesthetics of the neighborhood or County/City's desires.

### Partnerships / Stakeholders

- HUD
- Developers
- Modular Home Manufactures
- County and City Planning Departments

### Resource Needs.

1. List of available developments and existing ownership
2. HUD Incentives for developers to cover cost of Modular Home sale compared to Manufactured Home sale
3. Modular Home Manufacturer Partner with accommodating home designs for neighborhood

### Potential Resource Opportunities

1. HUD CDBG or CDBG-DR funding
2. Opportunity Zone Development Incentives
3. Modular Home Developers

### Priority

High

### Action Steps

1. County Planning Department must identify all available developments and ownership structure.
2. Coordinate quick development strategy with HUD to incentivize Modular home construction in existing developments that conform with architectural aesthetics of community
3. Enhance infrastructure from abandoned developments to County utility infrastructure and work centers

### Project Location

County wide

# Housing #3

## Target middle income residential growth through planned developments designed and marketed to Public Safety, Medical Service, Management professionals, Technical Service Workers, and/or retirees

### Breadcrumbs

- Housing Strategy Session
- Planning and Sustainability Strategy Session
- Infrastructure Strategy Session

### General Description

With the anticipated growth of manufacturing and industrial job development in the County and Region, there is an opportunity to attract population growth through planned developments focused on specific professional groups or individuals with specific lifestyles. Regional amenities and professional opportunities, within a reasonable commute of Jackson County, can entice professionals and retirees to take advantage of Jackson County's rural, small town culture and lower cost of living while retaining all the advantages of nearby population centers.

An aging U.S. population is anticipated to produce a high number of retirees migrating to Florida to take advantage of low taxes and warm climate. It is likely that a segment of these retirees would be interested in a small town lifestyle that avoids busy tourist areas but still has access to those amenities during off-seasons. These populations are anticipated to have disposable income, which would stimulate the local retail economy. They would also be a valuable resource to support volunteer organizations, teaching, and/or civic involvement.

There is a growing emphasis on expanding Jackson County's growing Logistics and Manufacturing industry which will require more housing options for residents supporting these new employers. Understanding the average salary of these employment opportunities it will be wise to design neighborhoods that are located in close proximity to these employment opportunities, provides quality, disaster resistant homes, and offers quality of life amenities like parks, walking trails, and healthy food options in close proximity. These designed communities could be created on undeveloped land or created in re-envisioned neighborhoods that have been underserved but that are located in strategic areas.

Maximizing technology and expansion of broadband and 5G technologies, Jackson County can build developments specifically designed for remote workers from Tallahassee, Panama City, Dothan, AL, or Atlanta, GA. The appeal of a rural lifestyle and culture and take advantage of lower real estate costs, all while retaining existing employment could attract both management and medical professionals as well as Public Safety officials that have an affinity to small town, rural lifestyle with strong access to outdoor sports activities.

### Partnerships / Stakeholders

- HUD
- Developers
- County and City Planning Departments
- Economic Development

### Resource Needs

1. Careful coordination between Economic Development and Planning Departments.
2. Capitalize on local creativity as being a key engine of defining neighborhood identity.
3. Opportunity Zone development synchronization for housing and employment

### Potential Resource Opportunities

1. Opportunity Zone development incentives
2. HUD CDBG and CDBG-DR funding

### Priority

High

### Action Steps

1. Economic Development opportunities should be evaluated in land development planning to identify best locations for residential grow
2. Residential developments should be equipped with high-speed broadband for full access e-connectivity
3. Jackson County marketing plan should include outreach to capture segment of growing retiree population.

### Project Location

County wide

# Housing #4

## Improve infrastructure to existing and potential developments for expanded marketability.

### Breadcrumbs

- County Comprehensive Plan
- Housing Strategy Session
- Planning and Sustainability Strategy Session
- Infrastructure Strategy Session

### General Description

To attract and expand residential, commercial, and industrial development there must be a concerted effort to provide consistent and standardized delivery of utilities throughout the County. The lack of these services in the County have left potential developments dormant or underutilized. Providing standardized system for sewer and water in unincorporated areas of the County will encourage development in areas identified as Opportunity Zones and areas that are prime location for development based on their location to major transportation infrastructure and growing population centers.

As part of a larger strategy to market development opportunities, the County and small towns will have an advantage when competing with surrounding, more populated areas, by providing Public Utilities for sewer and water. The option for Public Utilities in new developments would decrease developer's initial cost of constructing infrastructure and provide a more marketable development. These two factors are anticipated to spur residential development in general and increase the median home price in the developments where public utilities are provided.

Smaller municipalities will be advantage by using County provided Sewer Utilities because they have representation to inquire on performance and price through the Board of County Commissioners. On the contrary, small towns will have no representation when utilizing other Utility systems and would be at the mercy of those entity's rate hikes. Additionally, the cost of creating and hiring staff to maintain their own system would likely be cost prohibitive.

The development and expansion of County owned and maintained Public Utilities will create opportunity for residential growth in unincorporated areas and provides an opportunity for Municipal tie-in, which would be cost efficient solution that maintains the Municipality's oversight responsibility of their section of the system and creates a consistent and standardized system for end users throughout the County.

### Partnerships / Stakeholders

- Jackson County Cities and Towns
- Department of Environmental Quality
- Civil Engineering Firms
- Developers

### Resource Needs

1. Wastewater Treatment Plant
2. Expanded Utilities Division
3. Updated Fee and Rate Schedule
4. Update Standard Operation Procedures for Utilities

### Potential Resource Opportunities

1. EDA Grant funding for Disaster Recovery and Resilience
2. HUD CDBG-DR funding for Disaster Recovery
3. State funding

### Priority

High

### Action Steps

1. Identify strategic location for County Public Utilities Wastewater Facility.
2. County Utilities coordinate permitting with Florida Department of Environmental Protection.
3. Engage Civil Engineering firm to create feasibility study for development of County Public Utility system.
4. Begin coordination with Cities and Towns to integrate into a consolidated delivery system of Public Utilities

### Project Location

South Jackson County, Countywide



# Infrastructure

## Purpose

Enhance and develop regional infrastructure that increases speed of transportation between population centers, reduces vulnerability to damage caused by natural events, leverages innovation and natural resources, and creates efficiency in the quality and delivery of government services in order to better serve, protect and connect residents, and expand economic opportunities to rural areas.

## Priority Recommendations

1. Develop telecommunication infrastructure to improve e-connectivity throughout the County.
2. Focus transportation improvements to better serve Jackson residents by connecting them to economic centers, natural resources, and cultural amenities.
3. Modernize and consolidate government facilities to improve service delivery through government alignment and reduce maintenance and capital improvement costs.
4. Implement best practices for delivery of water and wastewater services to reduce infrastructure cost and expand coverage.
5. Increase Public Safety Capacity through Equipment and Infrastructure investments.

# Infrastructure #1

## Develop Telecommunication Infrastructure to improve e-connectivity throughout the County

### Breadcrumbs

- County Comprehensive Plan
- County Capital Improvement Plan
- Economic Development Strategy Session
- Infrastructure Strategy Session
- Public Safety Strategy Session

### General Description

Increasing access to broadband will broaden opportunities for the residents of Jackson County through local job creation, workforce training, Smart City technological innovations, telemedicine, further education, increased connectivity, enhanced trade logistical efficiencies and access to new clients, among other opportunities. The County is engaged in an effort to provide state of the art technology to its residents who have been affected by the digital divide and lack the connectivity to improve not only their daily lives, but the accessibility to obtain a greater education, training, and job opportunities. A growing trend related to broadband projects similar to this proposed one is the rise in telecommuting opportunities. With greater access to connectivity, the County can attract new workers to relocate to Jackson County. New workers would benefit from its rural, low property costs, etc. and the County would, in turn, benefit from new residents with disposable income. Greater connectivity allows for a range of options like online education that can feed into broader County priorities like adult education, workforce training and re-education.

As part of the grander vision, the Jackson County Broadband project, (identified as enhanced fiber network connectivity) in conjunction with other economic development initiatives, will be instrumental for the long-term recovery strategy of the county.

### Economic Development Priorities:

**Recovery & Resilience** - From a public safety perspective, Jackson County's middle and last mile network infrastructure will also serve as a means for local law enforcement, first responders and emergency operations authorities to maintain reliable network connectivity for communication during emergency and non-emergency events. Enhanced broadband access will enable residents and businesses to maintain connectivity and improve communication during emergency evacuations, which might otherwise be unavailable.

**Critical Infrastructure** – Recognizing that broadband is considered critical infrastructure, the County has identified this project as a potential solution to address unserved areas that have been ignored by Tier 1 providers (such as AT&T, Comcast, Verizon, etc.) and as a method by which to deploy the proposed network in a cost-effective manner such as other utilities and modes of infrastructure.

**Workforce Development & Manufacturing** – Enhanced fiber network connectivity will enable innovative approaches for workforce development and vocational training programs requiring ultra-fast broadband for simulation modules and remote connectivity to educational resources, community colleges and universities.

**Exports & FDI** – Network infrastructure can be integrated into existing and future inland port trade processing sites which will enhance the capabilities of logistics and security of shipments and containerized cargo processing (enhanced logistical efficiencies) in the region.

**Agriculture** – Extending broadband access to the farms of Jackson County is anticipated to increase production at a lower cost. It will reduce labor requirements which could increase the ability for smaller producers to be competitive in a growing Local Grown food market. Giving farmers the ability to grow more on less land with lower capital investment will decrease the barriers to careers in agriculture and create more interest in farming as an occupation.

**Opportunity Zones** – Jackson County anticipates that the proposed fiber network project will attract private investment within the two zones and beyond their boundaries to create additional funding for additional fiber to the premise deployment and Smart Cities innovations.

### Quality of Life Priorities:

**Tele-medicine** – A top priority for Jackson County is creating an increase of medical specialists for residents to easily access. Tele-medicine brought by high-speed internet connections would allow this and have wide reaching positive effects on several priorities for the County. Tele-medicine would improve medical services, decrease travel time, increase use of health services, specifically mental health services, and reduce out of County Ambulance transportations. Broadband will improve all residents quality of life with the usage of tele-medicine as a portion of Jackson County's overall health care network.

Telecommuting – Countywide access to high speed internet would allow for residents to work remotely through telecommuting. This is a major priority for the County, as it will allow management professionals to work in Jackson County while pursuing other rural ambitions such as operating a small family farm or local restaurant or boutique. Bringing professionals that work in Tallahassee, Jacksonville, or Atlanta to Jackson County will increase the median annual income, increase tax revenue, and spur the local economy with an infusion of disposable income used in the County. Working where you live will also allow a higher quality of life for these residents, as they will now be able to spend more time at home and not commuting in traffic.

Future Tech – As technology rapidly expands the reliance on high-speed internet connections like 5G will power the innovations. By creating the infrastructure that can deliver the highest connection speeds available and adapt to industry and technological changes to this market, Jackson County will improve the way it commutes, learns, plays, eats, and interacts with one another. The future of Jackson County will rely on bringing this utility to all residents and investing on future improvements.

#### Partnerships / Stakeholders

- County Government
- Utility Providers
- End-Users
- Business/Industry

#### Resource Needs

1. Capital for initial instillation of fiber network
2. Industry Experts and Providers
3. Private Investment
4. Public Outreach
5. Urban planning initiatives
6. Strategic Planning

#### Potential Resource Opportunities

1. EDA FY 2019 Disaster Funding
2. Private Business

#### Precedent

#### Priority

High

#### Action Steps

1. Submit grants for funding of Middle Mile
2. Coordinate with providers to expedite delivery of Last Mile
3. Market services to residents and promote use for tele-medicine
4. Submit grants to federal recovery programs to fund infrastructure improvements identified in recovery plan
5. Coordinate infrastructure improvements with Broadband project to align with updated economic devolvement strategy and long-term recovery plan

#### Project Location

County wide

# Infrastructure #2

## Focus transportation improvements to serve Jackson residents better by connecting them to economic centers, natural resources, and cultural amenities.

### Breadcrumbs

- County Comprehensive Plan
- County Capital Improvement Plan
- Local Mitigation Strategy Plan
- Economic Development Strategy Session
- Infrastructure Strategy Session
- Public Safety Strategy Session

### General Description

The health of many counties often depends on healthy and functional transportation systems. Jackson County residents overwhelmingly support improvements to local transportation infrastructure to improve the way the County connects. Suggested improvements focus on reducing the percentage of unpaved roads in the County through a Capital Investment program dedicated to paving strategically important roadways.

The County has continued to suffer repetitive loss to road surfaces and road base due to normal and catastrophic flooding. FEMA has repeatedly funded repairs to the same unpaved roads over the past 30 years. These roads continue to be vulnerable to flooding. Paving these roads and creating improved drainage for them would reduce or eliminate this type of damage and thus save the Federal Government money over time. It would also improve the ability for emergency vehicles to utilize them and reduce response times, reduce traffic on State maintained roads, and decrease maintenance cost on personally owned vehicles.

Improvements would prioritize paving of connector roads or to roads critical to economic development. Roads that meet these priorities have been identified in each District.

A “complete street” strategy would improve corridors that connect cultural and commercial areas within town centers and between towns. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists.

Complete Street improvements could add bike lanes from Chipola College to Downtown Marianna or improved network of sidewalks and bike paths between Downtown Marianna and the Endeavor neighborhood and businesses. Creating transportation infrastructure within communities for multiple styles of transportation would encourage biking and walking (see Health and Social Services Priority #3) to access community centers, libraries, restaurants, government facilities, or shopping.

Connecting the different cities and towns in Jackson County can use the “complete streets” strategy too. Adding dedicated bike trails between towns can create a reasonable option for transportation and increase economic expansion between both. Grand Ridge and Sneads and Campbellton and Graceville are approximately 6.5 miles apart. This is approximately a 30 minute bike ride between towns with full human power. Motorized assisted bicycles would decrease that time by half. Old Spanish Trail, between Grande Ridge and Sneads, could be developed as “complete street” initiative that could connect two communities with a idyllic, tree line avenue that will promote residential and commercial growth between the communities.

Increased bike paths to connect cities and towns could encourage a new industry of motorized and non-motorized bicycles. This same concept of connection to natural resources and parks should be prioritized to encourage walking and bicycling to these amenities

With the installation of Broadband fiber in Jackson County (see Infrastructure Priority #1) and the adoption of “complete street” policies, the County will prepare for the anticipated transportation revolution that includes autonomous cars Ride sharing services like Uber and Lyft are not prevalent in Jackson County. An effort to encourage these services to become available within the County should begin. These services would both add jobs to the market and increase mobility between towns, to downtown areas, cultural draws, and to parks and recreational locations. In some cities, Ride Sharing services are decreasing Ambulance call outs to transfer non-critical patients to emergency room visits.

### Partnerships / Stakeholders

- Planning Departments
- FDOT
- HUD
- Engineering and Public Works Departments

### Resource Needs

1. Urban Planning Initiatives
2. Intergovernmental Coordination
3. Community Prioritization
4. Government Funding

**Potential Resource Opportunities**

- 1. HUD CDBG and CDBG-DR funding
- 2. FEMA Hazard Mitigation funding
- 3. FDOT Scheduled Improvements
- 4. Private Business

**Precedent**

**Priority**

High

**Action Steps**

- 1. Establish inter-governmental Infrastructure Working Group
- 2. Identify all connector roads in need of improvement throughout the County to include roads that would create greater economic development and quality of life enhancements through connection to local amenities and economic centers.
- 3. Outreach by Economic Development Board to establish Ride Share employees in Jackson County that could begin to service towns and cities and connect residents to

education, cultural, health, and recreation amenities.

- 4. Submit grants to Federal Recovery programs to fund infrastructure improvements identified in the recovery plan.
- 5. Coordinate with State DOT to re-prioritize scheduled infrastructure improvements to align with updated economic development strategy and long-term recovery plan.

**Project Location**

County wide

# Infrastructure #3

## Modernize and Consolidate Government Facilities to improve service delivery through government alignment and reduce maintenance and capital improvement costs.

### Breadcrumbs

- Infrastructure – Facilities Strategy Session
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- Infrastructure – Public Safety Strategy Session

### General Description

The Jackson County is a rural County with low population density spread across 11 cities and towns. Most County government facilities are located in or around Marianna, the County seat, with additional facilities dispersed throughout the County. The buildings that house County personnel and functions are at least 30 to 40 years old, or older. Many have been repaired or retrofitted multiple times and still are not adequate to support evolving County functions or the effective integration of technology.

Many County offices have access issues or provide only a narrow selection of services, requiring multiple stops. Many services which currently require office visits could be handled online with adequate internet and telecommunication services.

The County recovery from Hurricane Michael exposed the frailty of most of the County properties but also provides the opportunity to envision a new way of delivering County services. Influx of state and federal recovery assistance funding provides the means to modernize and relocate County government services into more suitable and convenient facilities.

The recent transfer of the Dozier property to the County provides open land in centrally located areas of the County with street frontage and road and parking infrastructure already in place. Declines in younger population and consolidation of schools by the Jackson County School District has left some large institutional-style buildings unused and available for redevelopment. The construction of new facilities or renovation of under-utilized properties also offer the opportunity to address the need for suitable long-term shelter and saferooms for future wind and/or flood events.

Further investigation into community interest in development of online delivery options for County services is warranted and broadband infrastructure would be necessary to implement transformational shifts in how citizens access government services. Thorough evaluation of redevelopment, relocation, and consolidation options for existing County and City facilities are necessary. Input from the community should be given proper consideration in determining the most advantageous locations, facilities, and delivery methods for County services and functions moving into Long-term Recovery.

### Partnerships / Stakeholders

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- District 1, 2, 3, 4, 5 Public Meetings
- City Government Meeting

### Resource Needs

1. Time and effort commitments from organizations willing to participate in the implementation of the recommendation.
2. Capitalize on local creativity as being a key engine of defining neighborhood identity.
3. Consolidated Engineering Division

### Potential Resource Opportunities

1. HUD CDBG
2. USDA
3. BRIC
4. Loans

### Priority

High

### Action Steps

1. Leading Cultural Organizations should contribute to the creation of the Springfield Cultural Coordinating Committee.
2. Neighborhood Councils should appoint an Arts and Culture volunteer liaison to work with the CCC and ensure that neighborhood desires are heard and acted upon.

### Project Location

County wide

# Infrastructure #4

## Implement best practices for delivery of water and wastewater services to reduce infrastructure cost and expand coverage.

### Breadcrumbs

- Jackson 2020
- LMS Plan
- Capital Improvement Project List
- Infrastructure Strategy Session
- Planning and Sustainability Strategy Session

### General Description

As the County's population and economy grows, there will be a continued need for wastewater utilities. These needs, along with a general absence of a comprehensive, regional strategy to address this issue, has led to a patchwork of wastewater treatment plants and associated infrastructure that is sized for small communities. When single entity plants are not available, for expedience sake, some communities are seeking to tie into other City's existing systems. The costs of this expedience will ultimately be reflected in the economic, regulatory and environmental issues that this less efficient model of wastewater treatment creates. Loss of efficiency and economies of scale, and through greater impact on our local waterways will all take a long-term toll on Jackson County in the next 20 to 30 years.

Consolidating the existing infrastructure will require a guiding regional authority and incentives for regional treatment solutions. Failure to make this effort now will result in an ever-increasing cost and logistical challenge of retrofitting a patchwork of an aging infrastructure network. It will also result in opportunity costs, as a lack of regional infrastructure will encourage business and industry to look to neighboring Counties that have regional systems and organizations in place.

As the County gradually expands, the challenge will only grow larger and more complex. Should the County develop at an accelerated pace the cost to "unwind" the unintended consequences of this planning error could be catastrophic. The time to address this County wide issue is before we've gone to far in a direction that has proven to be detrimental to economic and population growth as well as the environment.

Regional consolidation of wastewater infrastructure has economic and environmental considerations. The underlying economic incentive is based on the benefits of the economies of scale inherent to larger plants. Revenues received from wastewater services generated in individual municipalities could be paid to those government entities after maintenance and overhead costs are retained by the Utility. This would retain the incentive some municipalities have for purchasing maintaining their own wastewater systems with the added benefit of not having the administrative burden of such a system.

A Regional body could coordinate facility development for groupings of new development, and analyze and selectively target older small systems for consolidation if necessary. Backed up with integrated funding mechanisms a regional entity could provide a regional perspective and coordinating point for a more comprehensive approach to shaping infrastructure growth. The resources and credibility of a specialized regional entity could help bridge the gap for smaller entities that have limited resources and/or may have concerns over control. Before a Regional Authority proposal could be implemented a more comprehensive study should be completed that includes robust empirical evidence of wastewater impacts on water bodies and detailed and localized cost-benefit evaluations of consolidations are necessary to build a more specific case for this approach.

### Partnerships / Stakeholders

- City Governments
- Department of Environmental Protection
- Local Engineering Firms

### Resource Needs

1. Feasibility study of implementing a Regional Utilities District for the County and consolidating wastewater infrastructure
2. City and town government representative's time and effort to consider how to implement a regional strategy to incentivize cooperation.

### Potential Resource Opportunities

1. Local Engineering Firms
2. State and Federal funding for study
3. State and Federal funding for infrastructure

### Priority

High

### Action Steps

1. County authorize a feasibility study to evaluate Regional Utilities District
2. Create a Utilities Working Group that includes local government officials responsible for planning and maintaining utilities.
3. Coordinate with Florida DEP to evaluate best practices of Regional Utilities

### Project Location

County wide

# Infrastructure #5

## Increase Public Safety capacity through investment in Personnel, Infrastructure, and Equipment

### Breadcrumbs

- Jackson 2020
- LMS Plan
- Public Safety Strategy Session
- Planning and Sustainability Strategy Session

### General Description

In the course of strategy meetings held to address perceived County infrastructure deficits, concerns regarding the current state of Public Safety infrastructure were expressed. Improvements to County correctional facilities, emergency management capacity and capabilities, better incorporation of technology, increased numbers of highly skilled staff, and investment in new and improved physical facilities, vehicles and equipment were discussed.

An immediate crisis facing Jackson County is the lack of available Emergency Medical Equipment, specifically, Ambulances. A limited amount of local medical specialists results in Ambulance trips outside of the County and puts that Ambulance out of service for several hours at a time. With a limited number of Ambulances to begin with, any extended out of service time due to out of county transports reduces county wide emergency coverage considerably. The distance of trips also places unnatural wear and tear on these Ambulances, as does the existing unpaved infrastructure that crisscrosses the County. Excess maintenance of these Ambulances caused by these factors increase the reduction of emergency services and increase the cost to provide service.

Interstate 10 poses a high risk for multi-patient response requirements which requires multiple Ambulances to respond and also go out of service during treatment and transport. An increase in the number of Ambulances and qualified Advanced Life Safety certified professionals is a critical life safety need for the County. The need can also be supported through improvement to infrastructure that could open up faster routes between population centers and reduce wear and tear on the equipment, and by increasing access to Medical Specialists through hospital exchanges, telemedicine, and third-party transfer services.

The County Emergency Operations Center received minor damage during Hurricane Michael. The current EOC is over 10 years old and located adjacent to the County Roads & Bridges compound. Hurricane Michael destroyed the Roads & Bridges Office and Main Warehouse and much of the Roads & Bridges staff was temporarily relocated to the EOC.

The occurrence of Hurricane Michael highlighted some areas for improvement in the County Emergency Management infrastructure. The location of the EOC and size were restrictive for an event of this size. As the County grows the need for an EOC that is adequate to coordinate County and Regional response will become critical. Personnel were cramped in the existing EOC and transporting between the EOC location and City government offices created some impediments to full coordination.

Additionally, room for improvement was identified for dedication and training for EOC staffing and effective use of newer technologies in coordinating and communicating in preparation for and response to an event. The need to integrate equipment, software and capabilities in WebEOC for communication and resource requests was identified as a priority need. The integration of this technology into County emergency management efforts would require investment in additional staff and training to ensure effective use in case of an event.

The damage to highly forested areas through Jackson County has caused heightened concern regarding the possibility of wildfires. Fire rescue services in Jackson County are provided by a combination of County and City Fire and Rescue personnel, vehicles and equipment and volunteer fire departments. A GSG Study completed in 2013 evaluating the fire protection and response throughout the County found staffing insufficient. Much of the County vehicles and equipment are also older or were donations from other agencies. This results in high maintenance costs and low reliability. Investment in Fire Rescue capacity are required to reduce response times and improve overall fire protection and suppression capabilities. The findings of the GSG Study are still valid and could be adopted and implemented.

Complicating the County's fire rescue and EMS capabilities is a chronic problem with unfilled staff positions. Increased pay and access to improved facilities and equipment are likely required to address this issue. The County typically relies upon grants or loans to make infrastructure improvements. However, the formation of a Fire MSBU could be considered to raise funding for improved Public Safety.

The County also relies heavily on a strong and capable Volunteer Fire Service. These Volunteer Fire Services are typically organized politically in Cities or Towns. Those Cities and Towns provide housing and equipment for the Volunteer Fire Departments (VDF) and the VFDs coordinate with County Fire/Rescue in their jurisdiction. Utilizing County Fire/Rescue facilities to support local VFDs or creating joint Stations for County/VFD operations could reduce the overall cost to local jurisdictions for Fire Services. Typically, this type of established Fire Suppression Services will reduce insurance costs and promote residential and commercial development in the surrounding area.

The Jackson County Correctional Facility also received minor damage during Hurricane Michael. Insurance proceeds and Federal assistance

funding is being used to address the damage. However, consideration of the repairs and further financial investment in the facility prompted discussion of the age of the facility (built in 1990) and the effectiveness of the current facility design and equipment in meeting the changing correctional challenges facing the County.

Over the years the County has been faced with housing an increased number of violent offenders. Safe, secure and effective housing and supervision of these offenders requires additional and more-highly trained staff, incorporation of monitoring and containment technologies, and correction facilities designed to provide more single cells for segregation of violent offenders.

#### Partnerships / Stakeholders

- County Government
- County Fire and Rescue
- National Forest Service
- Volunteer Fire Departments
- County and City Utilities

#### Resource Needs

1. Time and effort commitments from organizations willing to participate in the implementation of the recommendation.
2. Capitalize on local creativity as being a key

3. engine of defining neighborhood identity.
3. Consolidated Engineering Division

#### Potential Resource Opportunities

1. Existing Public Safety Plan
2. Federal Recovery Funding
3. Local Governments and Public Safety Organizations
4. Chipola College Training and Education for Public Safety

#### Priority

High

#### Action Steps

1. Examine Public Safety Plan and enact recommendations
2. Engage Cities and Towns to develop a strategy for delivering Public Safety services in an economical and expeditious manner
3. Identify all County and City employees and stakeholders in need of EOC staff training and provide training through classroom or exercises
4. Enhance ability to utilize tele-medicine and third-party transport services to reduce Ambulance use for non-critical calls.

#### Project Location

County wide



# Cultural and Natural Resources

## Purpose

Build on existing physical and natural assets to celebrate and improve Jackson County's historical character and culture through physical enhancements, support and marketing of cultural events, and enhancing infrastructure that can connect residents to cultural and natural amenities in order to enhance community identity, improve quality of life, support innovation in agricultural and energy, and attract visitors from the region's tourism industry.

## Priority Recommendations

1. Foster and promote reforestation through public awareness and advocacy, ongoing liaison with state and federal government, and encouraging community involvement.
2. Encourage pride in Jackson County's natural resources and cultural identity and attract a vibrant and youthful population to be stewards of these resources.
3. Design, develop, operate, and connect places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity.

# Cultural and Natural Resources #1

Foster and promote reforestation through public awareness and advocacy, ongoing liaison with state and federal government, and encouraging community involvement.

## Breadcrumbs:

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- District 1, 2, 3, 4, 5 Public Meetings
- City Government Meeting

## General Description

Hurricane Michael destroyed or damaged 2.8 million acres in over 200 communities throughout the Florida Panhandle. In Jackson County, where nearly 450,000 acres were in forest land, the Florida Forest Service estimated that nearly 300,000 acres of forest land, about 66%, were severely damaged. The Forest Services defines “severely damaged” as 75% of timber damaged. Trees and forest land are an important resource in any community. Forests play a vital role in maintaining healthy watersheds, providing habitat to wildlife, and improving water quality. The timber industry in the Florida Panhandle suffered \$1.3 billion loss that cannot easily be recovered.

In Jackson County, trees have been a particularly important resource integral to the timber industry, recreation, tourism, and the general quality of life. The loss of tree cover and the sight of acre after acre of damaged and broken forest is jarring. The loss of the trees has and will continue to create negative economic, ecological and aesthetic consequences. Beyond the immediate economic loss, losses can include decreased property values, decreased interest in development, and loss of recreational appeal. Things will not go back to the way they were anytime soon, but they can get better.

In January 2019, the Arbor Day Foundation, along with the Florida Forest Service, Verizon, FedEx, International Paper and Texas Roadhouse, gave out hundreds of seedling trees in Marianna. That is small contribution in light of the extent and severity of the loss, but it is the type of affirmative action that must be supported and promoted to ensure the reforestation of the county.

Leveraging its strong existing relationships with the Florida Forestry Services and Florida and national forestry associations, the County can assist private landowners with access to potential grant funding, and technical assistance and advice on reforestation planning. The County can encourage community action and volunteerism to help restore public forest lands, wildlife management areas, and greenways throughout the County. For state parks and federal and state-owned wildlife management areas, it will be essential to keep the County concerns on the forefront and encourage proper and timely restoration and reforestation of these areas. Developing and maintaining relationships with non-profit organizations, such as the Arbor Day Foundation, and applying for grant funding and other types of recovery assistance can provide strong financial backing and an increased profile to keep Jackson County and its trees a recovery priority.

## Partnerships / Stakeholders

- County and City Governments
- Volunteer Organizations
- Schools
- Religious Organizations
- Neighborhood Groups

## Resource Needs

- Public advocacy and awareness of the consequences of the timber loss and how to help
- Volunteer days for planting trees
- Seeds and trees prepared for planting

## Potential Resource Opportunities

- USDA Reforestation grant
- Private Investment
- Community Programs
- Non-Profit Engagement

## Precedent

## Priority

High

## Action Steps

1. Develop outreach program to promote Federal Programs for farm losses due to Hurricane Michael
2. Support local advocacy groups working for protection and expansion of natural areas
3. Invest in beautification of streets and thoroughfares using trees and plants

## Project Location

Countywide

# Cultural and Natural Resources #2

Encourage pride in Jackson County's natural resources and cultural identity and attract a vibrant and youthful population to the County as stewards to these resources.

## Breadcrumbs:

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- District 1, 2, 3, 4, 5 Public Meetings
- City Government Meeting

## General Description

Even before Hurricane Michael, Jackson County sought to highlight the unique natural and cultural resources that the county has to offer visitors, potential residents and new businesses. A strategy for attracting new residents, businesses, and employers to the area should include continuing development, support and awareness of the county's resources. By showcasing and improving access to these areas, Jackson may attract a youthful population to continue to care for the natural resources entrusted to them. Attracting young people to Jackson County is essential for the County's future as an economic and cultural center in the Florida Panhandle.

Examination of the management of and investment in the County's natural resources may also be necessary to support improved access and usage. Lake Seminole, famous for bass-fishing, is under-utilized due to access issues created by insufficient infrastructure. Spring Creek Park is overcrowded by tourists, which makes it difficult for locals to get involved. These are two examples of County resources that could maximize utilization and enjoyment by planning and infrastructure investment.

To encourage locals to take part in their local natural resources, the County must ensure the facilities are designed and managed to accommodate the quantity and type of attendance, activities, and events the County wishes to encourage. Currently, Lake Seminole does not have the space to host bass fishing tournaments or rental facilities for those without their own boats to be able to access the lake. At other recreational facilities, overcrowding has created the need for limitations on the number of daily visitors to avoid degradation of the environment, and to make the space more enjoyable to those who visit.

To encourage pride and engagement within the local community, the County could develop an outreach program highlighting the best qualities of life in Jackson County. This could be supported by a community events focused on educating the local community about aspects of the county that are not widely known or appreciated. As the County's bicentennial approaches, folding this campaign into the celebrations could increase the impact of both programs. Not only will it celebrate Jackson County's past 200 years, it will help to propel the County into the future.

## Partnerships / Stakeholders

- Jackson 2020
- Cultural and Natural Resources Strategy Session
- Planning and Sustainability Strategy Session
- City Government Meeting

## Resource Needs

- Funds for infrastructure enhancements and additions
- Strategic plan that adopts appropriate fees for use
- Public awareness and media outreach

## Potential Resource Opportunities

- Jackson 2020
- Cultural and Natural Resources Strategy Session
- Planning and Sustainability Strategy Session
- City Government Meeting

## Precedent

**Priority**  
High

## Action Steps

1. Improve or create infrastructure to increase utilization of parks and recreational spaces
2. Reimagine marketing campaign on the highlights of Jackson County with focus on entire network of natural resources
3. Re-design Jackson County website to match updated branding
4. Emphasis the need for entertainment districts in downtown or traditional neighborhood districts

## Project Location

Boat Ramps and Launches Countywide  
Marianna Downtown  
Endeavor  
Graceville

# Cultural and Natural Resources #3

Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity

## Breadcrumbs:

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- District 1, 2, 3, 4, 5 Public Meetings
- City Government Meeting

## General Description

During meetings with stakeholders, many identified a lack of community spaces as a primary concern. Without enough meeting or congregational spaces to offer programs, the community involvement is difficult to sustain. Currently, the county lacks these types of spaces, such as multi-use convention centers, bowling alleys, and local nightlife options. Stakeholders believe that by increasing these spaces it will strengthen the county's identity as a diverse rural community.

Multi-use convention centers and other spaces that can support both public and private uses would help to encourage special events and activities that could expand the cultural, artistic, and recreational opportunities within the County. They would also serve as spaces for local citizens to run their own events or programs, which increases entrepreneurship and creativity among local citizens.

Bowling alleys and nightlife options would be beneficial to attracting new citizens, along with keeping current citizens. At this time, most citizens leave every weekend to visit Tallahassee, Dothan, or one of the many other cities in close proximity to Jackson.

If Jackson were able to offer evening activity options, it would encourage locals to stay for the weekends, increasing revenue and pride in the County. Potential venues need to be accessible to a diverse population through affordability, location, and the type of venue.

The creation of family-friendly evening venues could help attract younger visitors and potential residents to the County. There are several spaces in the County that would work perfectly as community spaces. With the closing of the Beall's store on Hwy 71, the space has been empty. Refurbishment could bring it to life as a restaurant, bowling alley, or other family friendly meeting space. Further, as redevelopment continues in the Endeavor property, opportunities for new spaces on the property to serve the new employees in the industrial parks and the nearby residential areas could appear. And as the housing development continues in Jackson County at large, this priority will be increasingly important as demand increases for these community spaces, cultural and artistic venues, and local nightlife options.

## Partnerships / Stakeholders

- Jackson 2020
- Cultural and Natural Resources Strategy Session
- City Government Meeting

## Resource Needs

1. Multi-use convention center
2. Local, family-friendly nightlife spaces
3. Interest from family friendly venues

## Potential Resource Opportunities

1. Redevelopment of closed stores
2. New residential developments will require local spaces nearby

## Precedent

## Priority

High

## Action Steps

1. Identify strategic locations that provide greatest access for regional utilization and largest economic and cultural impact
2. Utilize planners and developers to provide best practices and solutions for facility and land use
3. Match non-profits and community organizations with available venues through a dedicated coordinating agency
4. Create inter-governmental strategies to create synergy between planned investments

## Project Location

Marianna  
Endeavor  
Cottondale  
Graceville  
Sneads



# Health and Social Services

## Purpose

Nurture the residents of Jackson County's physical, mental, and spiritual health and welfare by increasing accessibility to affordable care within their communities, promoting awareness of private and non-profit service networks, offering and encouraging expanded and alternative educational opportunities, and providing community assets for programs that shepherd the holistic improvement of health and welfare in order to reduce health care costs, increase the availability of a qualified work force, reduce occurrence of crime, and improve resident's healthy interpersonal relationships.

## Recommendations

1. Put schools and libraries at the center of creating a nexus of places, programs, and access to technology to meet community needs.
2. Better engage the public in the process and importance of technical workforce education reform landowner.
3. Expand local specialized health services, including mental health programs.
4. Raise awareness of, and increase accessibility of wellness services, such as exercise centers, healthy food options, and family and life counseling.

# Health and Social Services #1

## Put schools and libraries at the center of creating a nexus of places, programs, and access to technology to meet community needs

### Breadcrumbs

- Countywide Meeting Round 1
- JCSB Education Group
- District 3 Meeting Round 1
- District 2 Meeting Round 1
- Education Stakeholders meeting

### General Description

Greater access to educational services is one of Jackson County's greatest public needs. A novel approach must be adopted for current city and county assets to be fleshed out into far-reaching institutions that do more than provide learning opportunities for children and young adults. Citizens of Jackson County should count on schools and libraries for community support in its multitude of iterations. These physical spaces can do more than provide an education; they can stand for the advancement towards a better quality of life and provide the means for achieving it.

In light of the hurricane last October, and in an effort to address longstanding educational and community challenges, community institutions must galvanize social services to cultivate success from the bottom-up. By serving the young people of Jackson County and their families, the Jackson County Independent School District (JCISD), as well as parochial and private schools, and Colleges can apply educational capacities to serve the community at large and at the same time increasing their capacity to offer services to their students.

With a changing demand for technical services in the workforce, educational instructions and civic groups must contribute to redefining career and training priorities that will provide the employee skills that match current and anticipated economic development in Jackson County.

Beyond just the classroom, school facilities, and school boundaries; community goals can be reached by enabling school facilities to do more than teach children for eight hours a day.

This social support does more than educate, it provides a place for the whole community to solve issues, improve health, build capacities, and develop partnerships. The wide-reaching JCISD and College networks should be arena for these functions. This approach is modeled in the Community Schools Initiative ([communityschools.org](http://communityschools.org)) and can transform a school from being simply a schoolhouse into a facility that serves people of all backgrounds, ages, and abilities.

Key steps include: increasing facility hours, offering services to all ages, providing workforce readiness training, adult literacy classes, technological competency classes, developing community partnerships, and utilizing creative thinking in implementation. Certain Institutions in Jackson County already offer some of these services. By fulfilling these capacities, JCISD will firmly establish its role in the Jackson County community and garner more support from neighborhoods that harbor its facilities. In all cases, increased community participation and cooperative communication in these facilities is paramount in ensuring success for students and families.

The Panhandle Public Library Cooperative System recently completed a strategic plan that laid out achievable recommendations to improve its service to the County. There have been serious shortcomings in enacting this plan because of budgetary issues. If the city's libraries are to provide the services that would make them one of the pillars of the community, they will have to look for creative mechanisms to achieve their goals, especially in the short term. It is imperative for the community to rally in support of the library system that does far more than just house books. Libraries are the local stewards of knowledge, both analog and digital.

One strategy for catalyzing progress is through the partnership of some public library branches with educational institutions. This approach would enable the consolidation of resources to allow for increased hours of operation, improved language and literacy services, and more opportunities to access technology and technological education. Obviously, this implementation item has different action steps in the short- and long-term.

Planning for a joint educational venture is a difficult process, but JCISD, Chipola and Baptist College of Florida, and Jackson County's library leadership already possess the forethought necessary to accommodate these methods. Not only will library services improve the educational experience of County residents, but these joint facilities will also be able to provide a wide range of social services and act as a community center for health, literacy, community organization, capacity building, and access to technology. Shared facilities reduce expenses and provide greater services with the most efficient use of resources.

### Partnerships/Stakeholders

- Jackson County Independent School Board
- Chipola College
- Board of Library Commissioners
- Baptist College of Florida
- Panhandle Public Library Cooperative System
- Florida State University
- West Florida State University
- Jackson County Health Department
- Marianna Library
- Graceville Library
- Greenwood Library
- Private Business Sector
- Public, Parochial, Private School Leaders
- Cultural Center
- Residents and Neighborhood Councils
- School Superintendent
- Jackson County Health and Fitness Stakeholders

### Resource Needs

1. The Superintendent of JCISD system needs to be committed to extending the system's functions, benefits, and presence beyond the classroom.
2. New school design should be pursued with full-service Community Schools in mind.
3. The JCISD Superintendent and local College leaders need to explore community outreach techniques that embody a Community School and set prioritizations that meet actual current and future demands of the local and national work force market
4. The Library Master Plan needs to be implemented with additional consideration being given to co-location of community libraries with community schools.
5. Creative thinking about joint-use facilities in general and their potential for more efficient use of resources, greater impact, and expanded services.
6. Library services need to engage and support the diverse community of Jackson County; helping those who don't speak English, are unemployed, or wish to continue academic enrichment.

### Potential Resource Opportunities

1. The Panhandle Public Library Cooperative Strategic Plan. This plan offers several suggestions that would improve and modernize the system and prepare City Library facilities for the 21st Century. This plan could provide a step-by-step process for helping the library system in Springfield.
2. CDBG-DR funds for education in low to moderate income areas
3. Florid School Building Assistance Authority
4. Parks and Recreation Divisions are one of the largest providers of after school enrichment. These Division can collaborate with the JCISD and community organizations to develop a series of learning and recreation programs. This partnership could be valuable in implementing this recommendation.
5. Gates Foundation (Library funding)

### Precedents/Best Practices Community Schools

#### ***William R. Peck Full Service Community School (Holyoke, MA)***

The William R. Peck School, just up the road from Springfield, is a Full Service Community School (FSCS) that cultivates thoughtful and strategic partnerships in order to support the academic and non-academic aspirations and needs of the students and families it serves. The school provides: After School, Case Management, CHARLA services, College Awareness, Family Assistance Team, Family Resource Room, Health Center, On Site Registrations, Parents in the Classroom, and Peck Parents United in Action (PPUA). There is a wealth of community partners governed by a Central Coordinating Committee and working in organized workgroups.

The FSCS initiative operates from the following guiding philosophies:

- Commitment to Family-School-

Community Partnership – We believe that Peck students will be most successful when family, school and the community are working in collaboration.

- Strengths Based Assumptions – We believe that all Peck families want the best for their children, that there is a role for every family member in FSCS work, and that every parent can contribute meaningfully to their child's education.
- Commitment to Consistent Academic Improvement-Our commitment is to finding strategies that contribute to improved student achievement.
- Parent Leadership – We value parent partnership in all aspects of programming and governance and we will continue to work towards parent leadership in the initiative.
- Accountability through Participatory Evaluation- We are committed to the continuous strengthening of the FSCS initiative through ongoing formative and summative evaluation grounded in the experiences of our partners including students, families, faculty and community partners.
- Family Voice- Programming and partnerships are determined in response to the articulated needs and aspirations of Peck students and families rather than either perceived student/ family needs on the part of the school, or stated needs and desires of community partners.
- Multiple Forms of Parent Engagement - We understand that parent participation in their child's education can take many forms, some more visible in the school building than others, and that this participation happens at Peck, in the home and in the community.

### **Francis Scott Key School (Philadelphia, PA)**

The Francis Scott Key School has served its South Philadelphia neighborhood for over 100 years. The school works with students and families that have recently entered the country and focuses on language arts and literacy training curriculum. Using the Success for All program developed at Johns Hopkins University, the Key school has made priorities of having small class sizes and personalized reading instruction. The school provides adult literacy workshops and other adult education programs that promote family learning and healthy development. Health is a key component in the curriculum. A school counselor communicates regularly with families and works with an on-site school-community coordinator to provide family support services, career and educational guidance, and referrals and assistance with obtaining other services. The school's focus on academics and family support has led to improvements in all metrics: better school climate, increased attendance, and improved test scores.

#### **Summary**

#### **School-Centered Neighborhood Revitalization**

Education, housing and neighborhood revitalization go hand in hand. New education and housing partnerships can stabilize families and boost student achievement.

Over the last decade, school- centered neighborhood revitalization has been an experimental tactic used in several US cities. This approach is carried out through replacing blighted housing with an attractive new school. The school is then used as a means to retain and drawing-in a revitalization-minded community.

The scale and complexity of this approach often requires significant public funding. Most school-centered neighborhood revitalization projects have been driven by large federal investments, such as those from the HOPE VI program.

Jackson County can adopt this approach using Disaster aid from FEMA, DOE, and HUD to prioritize repair of damage school facilities that centralize community resources for targeted areas which will unify community and create a more well-adjusted student in at risk communities. To be successful as a revitalization engine there will need to be community and local businesses to rally in support.

#### **Priority**

Urgent

#### **Project Location**

Countywide, with prioritization on Hurricane Michael damaged facilities, Old Marianna High School, and Marianna Middle School to support

the overall educational infrastructure and South Marianna neighborhoods

#### **Action Steps**

1. JCISD commitment to expanding the functions and benefits of the system beyond the classroom.
2. The JCISD, private school, and College networks to partners with the Community Schools Initiative to assist in transforming local public schools into facilities that serve citizens before, during, and after school hours.
3. JCISD will further explore design opportunities for creating 21st Century Community Schools in rebuilding and repairs of Hurricane Michael damaged facilities.
4. On a community level, branch libraries and community schools will meet and discuss the opportunity to combine library services with the focus on providing accommodations and neighborhood-specific services to the community at large and at the neighborhood level.
5. Schools and libraries alike will engage the greater Jackson County community, expand their hours of operation beyond the school day and maximize the benefit they provide to citizens: enhanced language services, increased access to technology, health and wellness, and improved social service programming will all be included.

# Health and Social Services #2

## Better engage the Public in the process and importance of Technical Workforce Education reform

### Breadcrumbs:

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session
- District 1, 2, 3, 4, 5 Public Meetings
- City Government Meeting

### General Description

Enacting education reform is one of the most pressing issues in the improvement of the Jackson County and regional education system. If the Jackson County workforce is intended to meet the present demand for good paying technical jobs, institutional and changes in perception must be supported by residents to achieve their desired impact. Presently, Technical Workforce training and related professions are not widely accepted as life-time path by parents for their children. Despite these professions having a low cost for obtaining certification and having immediately job opportunities with high paying salaries; parents have demonstrated a preference to focus their child's educational and professional options strictly to those offered by a 4-year University degree.

It is vital that public opinion becomes an asset for school reform rather than an obstacle. According to independent research, parental and community engagement is the most important factor in enacting ambitious education reform strategies. Shackled with budgetary issues, the JCISD is unable to allocate sufficient funds to developing a more robust means of public engagement around reform-related issues. Therefore, a Local Education Fund (LEF) or some equivalent advocacy and funding organization should be established.

LEFs are non-profit organizations that work to enhance local engagement in public education. These entities are commonly funded by foundation or government grants. LEFs are not solely dedicated to school reform; they also serve as conduits between citizens and schools for shaping curriculum and monitoring progress.

A steering committee of key business and education leaders from Jackson County could lay the groundwork for moving forward on key initiatives and be able to adapt to changing demands of education and workforce.

### Partnerships / Stakeholders

- Jackson County Independent School District
- Chipola College
- Economic Development Board
- Chamber of Commerce
- Local Education Fund

### Resource Needs

1. The Superintendent of JCISD and the President of Chipola College need to be equally committed to coordinate efforts for provision of the highest level of access to Technical training for Jackson County students and residents.
2. Establishment of a Local Education Fund (LEF) or equivalent organization
3. An organization to assume the role of engaging the public in rising to the challenges of existing and future workforce needs
4. The public needs to be more educated on the long term professional benefits and opportunities from a career in trade or technical skilled workforce

### Potential Resource Opportunities

1. Chipola College Technical Certification Program
2. JCISD student and parent population

### Priority

High

### Action Steps

1. The "Educational Domain" working group will establish a set of short- and mid-term goals for the implementation for this recommendation.
2. An organization will obtain grant funding and work to establish a network of citizens, stakeholders, and school administrators throughout Jackson County for the expressed purpose of creating a public engagement strategy for education reform. This organization could be part of the Restore Renew Rebuild Jackson implementation process, a Local Education Fund, or an organization with a similar mission.
3. This implementation organization will take on the role of engaging the public in interacting with the JCISD and the regional college and university spectrum.

### Project Location

County-wide

# Health and Social Services #3

## Expand local specialized health services, including mental health programs.

### Breadcrumbs

- Health Group Strategy Meeting
- Public Safety Strategy Meeting
- Economic Development Strategy Meeting

### General Description

In 2019, the Jackson County Community Health Assessment Status found that there was a definite need to expand mental health services to new areas in Jackson County. When comparing the rates of illnesses between Jackson County and the greater Florida, it was found that the County has consistently had higher rates of most illnesses. Specialty care for many of these illnesses, including heart disease, allergies, and mental illnesses, is hard to access in the County, as the specialists are stretched thin in the rural areas, or their patients have a hard time reaching them due to distance. By encouraging more specialists to work part or full time in Jackson County, access to specialized health care for rural residents would be significantly easier, decreasing the number of avoidable high cost emergency room visits.

With the addition of Broadband Infrastructure (see Infrastructure Priority #1) throughout the County there is an opportunity to implement tele-medicine and as solution to this problem. Tele-medicine is also expected to produce greater participation in access of mental health services because of the convenience of utilization from the privacy of your own home. Jackson County government services will need to promote the use of tele-medicine to create a healthier population and reduce the overall cost of health care.

Currently, there is limited providers of Urgent Health Care in the private sector. These private health care providers have become an effective way to address common medical ailments without utilizing the Emergency Room. The County's Economic Development Board should develop a strategy to recruit Urgent Care facilities in strategic locations to serve both urban and rural communities.

In the case of unavoidable emergency room visits, increasing funding for the Emergency Medical Services to be able to transport their patients to the nearest health care facility would increase the quality of life in Jackson County. This issue is particularly important after Hurricane Michael created widespread devastation, highlighting the need for increased EMS capacity. Improving infrastructure for rapid respond to critical calls can save lives and allow for faster re-deployment of equipment and personnel.

### Partnerships/Stakeholders

- State of Florida Health Department
- Marianna Hospital
- Jackson County Health and Fitness Stakeholders
- Jackson County EMS
- Regional Health Care Providers and Hospitals
- Economic Development Board

### Resource Needs

1. County Health Stakeholder Working Group to organize and coordinate broad initiatives and achieve comprehensive goals.
2. Expanded facilities for utilization by health care providers.
3. Collaboration with regional health care providers to extend their access into Jackson County and Jackson County

resident's access to them.

4. Improved transportation infrastructure to traverse County for purposes of emergency response and transportation to regional hospitals
5. Greater access to Urgent Care providers
6. Mental and Behavioral Health provider

### Potential Resource Opportunities

1. County property and infrastructure available for potential Health Care Providers to develop facilities
2. Department of Health funding for Mental and Behavioral Health infrastructure and services
3. Funding for Federally Qualified Health Centers
4. FEMA, HUD, EDA funding for infrastructure improvements

### Priority

High

### Action Steps

1. Develop Health Care Working Group
2. Enact Health Survey Plan Recommendations
3. Identify Mental and Behavioral Health providers and court for development of Endeavor property
4. Prioritize infrastructure improvements of transportation avenues that create faster response times to vulnerable populations and health care providers.
5. Identify Urgent Care or Federally Qualified Health Care Providers to serve rural populations

### Project Location

Endeavor, Sneeds/Grand Ridge, Alford/Cottdonale, Malone, Graceville/Campelton

# Health and Social Services #4

## Raise awareness of, and increase accessibility of wellness services, such as exercise centers, healthy food options, and family and life counseling.

### Breadcrumbs

- Education Group Strategy Meeting
- Health Services Strategy Meeting
- Planning and Sustainability Meeting
- Economic Development Meeting

### General Description

The County should use all of its available resources to provide places and services that address our resident's physical, mental and spiritual health.

Wellness services have shown to increase overall quality of life, from the reduction of chronic diseases. Currently, Jackson County ranks 63rd out of 67 counties in Florida on health behaviors, including tobacco use, diet and exercise, alcohol and drug use, and sexual activity. By increasing the accessibility of wellness services through discounts and ensuring healthy options are available in all areas of Jackson County, the County would quickly rise in this ranking. In the past 3 years, obesity, smoking, sexually transmitted diseases, suicide, and teen births have increased in number in Jackson County. Exercise centers, healthy food options, and life counseling would reduce these instances and raise the quality of life.

Increased awareness of risk factors related to smoking and sexual activity, particularly with teenagers and young adults, would have lasting impacts on the overall health of the community.

Heart disease, chronic lower respiratory disease, and diabetes are some of the leading causes of death in Jackson County, and with increased access to healthy foods and exercise centers, these could be reduced.

As part of a comprehensive strategy to address wellness issues, a Spiritual Stakeholders Network should be created to bring all religious leaders and congregations into a single network of available spiritual advisory services for individuals and families in need. The stigma that comes with seeking help with family or relationship issues can often be overcome through the anonymity of participation or counseling at a church or other religious institution.

Following Hurricane Michael, there were a high volume of volunteer organizations that had available resources and manpower to deliver services and supplies to people in need. Often time these groups did not have sufficient guidance on where needs were that could be addressed. As a result, the Inland Recovery Group was formed. This group will continue to coordinate resolution of resident needs and should be used to plan for the coordinated response of NGOs and Volunteer Organizations in future events.

### Partnerships/Stakeholders

- County and City Parks and Rec Departments
- State Health Department
- Chamber of Commerce
- Spiritual Stakeholder Network
- Inland Recovery Group
- Economic Development Board
- JCISD
- Chipola College
- Non-governmental Organizations
- Volunteer Organizations

### Resource Needs

1. Spiritual Stakeholder Network that promotes and advertises spiritual counseling for family and individuals.
2. County, City, School District asset list that can be marketed to residents for exercise options

3. Marketing Plan for Comprehensive Wellness services strategy
4. Volunteer Organization coordination plan for Disaster or Emergency Response
5. Target development of healthy food options like grocery stores and farmer's markets to be more accessible to population centers.

### Potential Resource Opportunities

1. County property and infrastructure available for potential Health Care Providers, NGOs, Volunteer Organizations, and Religious entities
2. Church facilities and groups
3. Funding for counseling services through Department of Health

### Priority

High

### Project Location

Countywide

### Action Steps

1. Develop Spiritual Stakeholders Network to offer standardized areas of life counseling
2. Identify entity or organization to develop Marketing Plan for encouraging residents to take advantage of the County's resources for exercise, healthy diet options, and spiritual health services
3. Improve public parks and spaces to enhance exercise
4. Improve infrastructure to encourage walking to commercial areas and healthy food options
5. Identify "healthy food deserts" and target for development.



# Economic Development

## Purpose

Provide an accessible and profitable environment for businesses to be created, expand, and re-locate in Jackson County by supporting a consistent approach to economic development that emphasizes diversity and balance in order to establish long term growth and economic stability that results in rising quality of life and personal fulfillment for residents.

## Priority Recommendations

1. Develop and harness Jackson's role as the economic connector of the North Florida and South East.
2. Support the restoration of Agriculture Industry heavily impacted by Hurricane Michael and expand Agricultural Science to grow the County as a leader in Agricultural production
3. Create opportunity for economic growth by expanding access to commercial and industrial property and necessary utilities.
4. Expand career/workforce development and educational partnerships to provide all residents with an opportunity to meaningfully contribute to Jackson County's economy and meet the needs of existing and future employers.

# Economic #1

## Develop and harness Jackson's role as the economic connector of the North Florida and South East

### Breadcrumbs:

- Economic Development Group Strategy Meeting
- Planning and Sustainability Group Strategy Meeting
- Infrastructure Group Strategy Meeting
- Health and Social Service Strategy Meeting
- Housing Strategy Meeting

### General Description

Jackson County is strategically located to supply the Southeast United States, quickly and efficiently, with goods and services utilizing manufacturing and logistic strategies from large scale distribution centers to innovative “just in time” custom manufacturing. Jackson County's immediate access to Interstates, Highways, and Rail that connect the Southeast and its geographic position between major population and economic hubs of New Orleans, Mobile, Tallahassee, Jacksonville, as well as Birmingham and Atlanta make it a logical choice for distribution centers. Its proximity to multiple ports and an expanding commercial airport increases its desirability as a location for these services.

Only a one-hour drive to the south lies many of the Country's most desirable vacation locations as well as one the fastest growing areas in the Country. The beaches of the Florida Panhandle are world renown and provide a valuable amenity to business looking to offer a high quality of life for their employees while still being protected from the harshest of environmental threats bore by coastal communities. This Florida Panhandle coast is also poised have a population boom with retirees migrating from colder climates and high tax states to Florida. This will present an additional major population center that is in immediate proximity to Jackson County and will be necessary to support with goods and services.

The region has expansive access to highly qualified resources from across the Southeast's colleges and Universities. Many of these graduating students are familiar with the Panhandle and all the natural amenities it has to offer. Businesses seeking to establish industry presence in the region and obtain agility to reach a diverse client base will find a strong supply of talented resources that will appreciate the low cost of living in Jackson County and the world class amenities the region provides.

Historically, Jackson County has been an Agricultural center for the State and the Region.

This is still the case, but Hurricane Michael made a significant negative impact on several agricultural industries, particularly the timber industry. Special attention and support will be required to reestablish this industry. The USDA is presenting programs to help stabilize the industry, but complete restoration could take decades. Jackson County is also presented an opportunity to shift its agriculture priorities and expand its influence in Agricultural Science and Innovation through investment in technology and education and in cultivation of its strong culture and history.



In recent history, Jackson County has been slow to adjust to changing economic conditions. As US policy on trade shifted in the early 1990s, many of Jackson County's manufacturing jobs left the Country. The loss of good paying jobs for high school educated workers led to stagnation of growth and then to a decrease of population. The malaise generated by this transformational economic shift created lost decades for Jackson County. The County is now beginning to adjust to the new economic environment, realize the advantages it has as a regional hub that can accelerate regional economic growth, and look toward the future to innovate and diversify in preparation for an always changing economic environment.

When the global economic landscape changes, diverse, dynamic, and entrepreneurial cities with mutually supportive regional relationships have experienced more economic success. To stay competitive, Jackson County and its political subdivisions must strive for a relationship predicated on cooperation, balance, and communication. ALL of Jackson County must recognize the importance of mutually beneficial economic initiatives – what helps the Cities and Towns of Jackson County, helps the County Government and vice versa. The County Government is best positioned to provide certain services that would benefit each City, Town and Resident and provide full representation to ensure those services are adequately priced and efficiently provided to the citizens. Other services provided by Cities and Towns could be enhanced with a reduction in cost by utilizing a strategic plan of resource sharing. Leveraging each community's advantages and collectively and cohesively advocating for their initiatives as part of a regional strategy will initiate a rising tide of prosperity that will reach every community in the County. Only by acknowledging and accepting the interdependency of each unique entity within Jackson County can the County fully realize and maximize its enormous potential as regional economic power.

To start, Jackson County must work to solidify its role as the center of North Florida. Bolstering a strong physical and economic presence by developing and expanding utility services, specifically Broadband, will pair the County's convenient geography with necessary technology. Simultaneously, existing government owned land and facility resources must be marketed with the transforming utility capacity and local, technical training capability to showcase a brand-new, dynamic opportunity to investors. Jackson County should be aggressively marketed to Logistics, Manufacturing, Agriculture, Health Care, Information Technology, Educational, Entertainment and other Industries as a prime location to reach 20 million residents.

As part of the long-term strategic growth plan for the County and Region, immediate engagement on long term infrastructure projects should occur. Interstate projects that connect Jackson County and the growing Panhandle of Florida directly with Atlanta should be prioritized. Currently, the 335 miles between I-75 (Lake City FL) and I-65 (Mobile AL) is by far the largest span of unconnected Interstate to north/south travel along the Southern United States. The next longest span is only 209 miles between Lafayette, LA and Houston, TX. On average there is a north/south Interstate connection every 110 miles from San Antonio to Jacksonville. Florida Highway 231 is approximately 164 miles from I-65 in Mobile, AL and I-75 in Lake City, FL, making it the almost exact halfway point between those two Interstates. T also provides a direct route north to connect to I-185 in Columbus, GA and could connect Panama City, FL if extended just 50 miles directly south. Railway expansion and future transportation solutions similar to rail should be explored along I-10 corridor and perhaps alternatives to north/south travel and cargo transportation.

#### Partnerships / Stakeholders

- Economic Development Board
- City and County Government
- DOT
- Developers
- USDA
- EDA
- HUD

#### Resource Needs

1. Infrastructure Funding for Utility Expansion
2. County Government Strategic Plan
3. Inter-governmental Cooperation and Planning
4. Economic Development Marketing Campaign

#### Potential Resource Opportunities

1. Fiber network
2. Common Capital
3. Opportunity Zone Credits
4. Government Property
5. Historic Buildings
6. Federal Funding

#### Priority

Urgent

#### Action Steps

1. Accomplish major catalytic infrastructure project with Broadband Middle-Mile and Last Mile phased infrastructure initiative.
2. Collaborate with Broadband providers to expand the "Last Mile" in remaining sections of the County
3. Achieve short-term development progress by completing a series of high priority development projects.
4. Focus on continuous status updates and political urgency to finish these projects.
5. Work with regional and state leaders and private sector partners to fund and implement these projects.
6. Completion of these projects is essential to build momentum, enhance credibility, and communicate success stories.

#### Project Location

Countywide with emphasis on Endeavor to Chipola Corridor, Lake Seminole area development, 231/I-10 connection area development, and Mega-Site

# Economic #2

## Support the restoration of the Agricultural Industry devastated by Hurricane Michael and expand Agricultural Science to grow the County as leader in Agricultural production.

### Breadcrumbs

- Education Group Strategy Meeting
- Health Services Strategy Meeting
- Planning and Sustainability Meeting
- Economic Development Meeting
- City Meeting
- Public Meeting

### General Description

Hurricane Michael caused extensive damage to agricultural operations critical to the economies of the rural counties along the I-10 corridor in the Florida Panhandle. As of 2017, approximately 65% of land use in Jackson County was for agricultural purposes with agricultural production totaling nearly \$100 million that year. This area of Florida had not been struck by a major hurricane in over 100 years, so huge, 50-150 year-old trees were snapped off or blown over onto homes, barns, fences, grain bins and other structures all over the County. Structures that could withstand the winds were instead damaged by the tree fall. Cotton, a major crop in Jackson County, was just ready for harvest when it was destroyed by the storm. Cattle ranches had miles of fence damage and tons of debris to be moved before repairs could be made. Equipment, barns and grain bins not built to withstand hurricane winds were mangled, damaged or destroyed.

It could take years for Jackson County farmers and agri-businesses to recover from the lost income, and to repair or replace the damaged or destroyed fences, equipment, barns and homes that are a defining part of the County landscape. Disaster assistance programs provided by the United States Department of Agriculture (USDA) can assist with hurricane damaged fences, debris removal, lost livestock, and timber replanting, but the magnitude of the impact exceeds existing programs. It will be essential for local farmers to reach out to agricultural organizations such as Florida Farm Bureau, Florida Cattlemen's Association and the Florida Forestry Association to work with federal representatives to get help for local farmers and producers. Otherwise many Jackson County farm businesses may not recover from this devastating storm.

Leveraging its strong existing relationships with these agricultural organizations, the County can help farm businesses and producers push for special federal assistance similar to that provided to agricultural areas damaged by Hurricanes Harvey and Irma under the Bipartisan Budget Act of 2018. The outreach and assistance can also be used to help local farm businesses identify opportunities in agricultural science and research to expand their pre-disaster production and participate in R&D efforts to identify new crops for cultivation in the face of climate change.

The County could also continue ongoing coordination with Chipola College to provide educational opportunities in agricultural sciences and agronomy. Additional educational opportunities could produce future potential farmers and agri-business people ready to meet the challenges of increasingly severe weather events and potential disruptions to normal operations. The County should include increasing the resiliency of its farms and farmers along with other economic development initiatives in the long term recovery from Hurricane Michael.

### Partnerships/Stakeholders

- County and City Governments
- Chamber of Commerce
- Economic Development Board
- Developers
- Florida DEP

### Resource Needs

1. Land
2. Local Developers and Utility Providers
3. Buy-in from Community and Government Leaders
4. Funding for Infrastructure Improvements
5. Establishment of an Organization or Entity to coordinate planning for Utilities Co-Op.

**Potential Resource Opportunities**

1. EDA Funding
2. HUD Funding
3. Existing Infrastructure
4. Government owned land and property
5. Other grants and appropriations

**Priority**

High

**Project Location**

Countywide

**Action Steps**

1. Develop list of all Agricultural producers and perform outreach to ensure each producer is aware of all federal programs available to them for Hurricane Michael recovery
2. Expand Agriculture educational programs and cultural awareness programs through coordination between K-12, college, private sector, public sector, and PNPs.
3. Invest in infrastructure to support expansion of Ag Science educational and Agricultural cultural programs and events
4. Collaborate with Broadband providers to expand the “Last Mile” in all sections of the County to support advancement in Agricultural production from advanced equipment and transportation.

# Economic #3

## Create opportunity for economic growth by expanding access to commercial/industrial property and necessary utilities.

### Breadcrumbs

- Education Group Strategy Meeting
- Health Services Strategy Meeting
- Planning and Sustainability Meeting
- Economic Development Meeting

### General Description

To effectively increase the job opportunities in Jackson County, there must be sites prepared for occupation by new companies.

Acquiring and developing potential sites for commercial and industrial work to occur is one of the top priorities for the County to be able to bring in new businesses. Companies considering their newest locations rate each option on a variety of benefits, and one is always the ease of initiating operations. Ensuring the commercial and industrial sites are set up with utilities, road access, and amenities for the workers increases the likelihood that the County will be chosen for a new company site.

To effectively set up sites for commercial use, they need:

- Water and sewage
- Electricity lines
- Road access, capable of handling heavy trucks
- Reliable broadband
- Hotels and food options for visiting employees

Jackson County has many of these requirements already established in certain areas. To open all of Jackson County for business, these services and amenities need to be standardized across the County to ensure all potential sites can host an interested industrial or commercial development.

Jackson County consists of 11 different Cities and Towns which each have utility needs for Broadband, Water and Wastewater (see Infrastructure Priorities #1 and #4). For prosperity to reach all areas and residents of Jackson County, a strong, centralized, and cooperative Utilities entity should be established that could reduce costs and share revenues to the benefit of the entire County and each of its residents. Such an entity would protect residents and local governments from future rate hikes without adequate representation with the Utility provider.

Jackson County Government is currently seeking to expand Broadband access to all areas of the County which would allow for each community to seek out Economic Development opportunities that would have been previously unavailable. The institution of a centralized Water/Wastewater or Wastewater Cooperative Utility that could be accessed by any of the 11 political subdivisions would expand opportunity faster, farther, and cheaper than could possibly be reached otherwise

### Partnerships/Stakeholders

- County and City Governments
- Chamber of Commerce
- Economic Development Board
- Developers
- Florida DEP

### Resource Needs

1. Land
2. Local Developers and Utility Providers
3. Buy-in from Community and Government Leaders
4. Funding for Infrastructure Improvements
5. Establishment of an Organization or Entity to coordinate planning for Utilities Co-Op.

### Potential Resource Opportunities

1. EDA Funding
2. HUD Funding
3. Existing Infrastructure
4. Government owned land and property
5. Other grants and appropriations

### Priority

High

### Project Location

Countywide

### Action Steps

1. Develop complete list of County owned land and property that can be used for evaluating potential for commercial sale
2. Development of an exploratory committee or feasibility study to determine cost and benefits for implementing a Public Utilities Co-Op for Water and/or Wastewater
3. Collaborate with Broadband providers to expand the “Last Mile” in remaining sections of the County

# Economic #4

## Expand career/workforce development and educational partnerships to provide all residents with an opportunity to meaningfully contribute to Jackson County's economy and meet the needs of existing and future employers.

### Breadcrumbs

- Economic Development Strategy Session
- Health and Social Services Strategy Session
- Planning and Sustainability Strategy Session

### General Description

Economic development and growth are intrinsically linked to an area's educational attainment and the quality of its workforce. Rankings of site selection factors for business location decisions almost always cite workforce as the most important factor and leading economic development research highlights the importance of attracting talented, skilled workers as a major asset for successful and competitive urban areas. In addition, preK-12 education and the increasingly available data on education performance directly influence both business and residential location decisions.

Enhanced workforce development, and talent delivery (linking workforce skills and job readiness to employer needs) must be one of Jackson County's top priorities for economic development and the recovery plan. This strategy should result in a visible and strongly supported system (See Health and Social Services Priority #2), from preK-12 education to adult literacy to creating a pipeline of skilled workers linked to Jackson County's target industries.

To accomplish meaningful improvement in the County requires an holistic approach to workforce development that covers: a) preK-12 education; b) basic job readiness and literacy for a wider range of residents; c) job training that meets the needs and skill requirements of current and new businesses; and d) retaining and attracting highly skilled and educated workers to help attract and retain innovative businesses.

Workforce development needs to start at the moment a child begins his or her education. Math, science, and language proficiencies are critical in today's working environment and ensuring that the education system provides its students with these basic capabilities must be a priority. Language and technological literacy are of paramount importance when entering the workforce for all jobs. Learning these skills should start in early childhood education and continue through high school. A focus on K-12 education is a priority in Jackson County for several reasons and it plays a vital role in successful workforce development.

Programs to improve basic job readiness must happen at a scale that is accessible to all residents. Libraries, community centers, and schools are best positioned and equipped to fulfill this capacity. Job training services will build upon future technology and improved literacy services. This directive will engage residents that have had difficulty participating in the economy in the past, such as minorities and the under-educated.

As a county, Jackson needs to work at attracting and retaining younger residents (see Cultural and Natural Resource Priority #2). A goal should be to develop a clear pipeline of educated/skilled workers to the existing and emerging business sectors in Jackson County. This pipeline must include a close partnership with Chipola College and the JCISD that adjust existing policies and procedures that restrict participation in life changing technical programs to young people that are in the greatest need of this training and that are most suited for it.

The pipeline should also include collaborative internship programs, school recruiting, and apprenticeships. A Chipola College/ JCISD partnership should be established that with the regional workforce development organizations to improve the connection between employers, workforce training and employees. Because Chipola College possess many students originally from the region, improving this connection will help students recognize the concrete benefits of staying in Jackson County after school. In addition to assuring students that jobs are available, other strengths should also be emphasized, particularly to students who do not have personal ties to the region. Jackson County's affordable cost of living, proximity to larger metropolitan areas, easy access to outdoor recreation, and developing cultural amenities are a few of the city's attributes that may appeal to a recent college graduate.

It is extremely important that local employers and education stakeholders communicate regarding their needs. The workforce must be prepared to contribute to target industries (see Economic Development Priority #1) within Jackson County. Education and job readiness programs must focus on cultivating skills for industries like information technology, health care, and light and advanced manufacturing. By initiating this communication, direct hiring will become more pervasive, leading to more students remaining in Jackson County after graduation.

An important theme throughout the Restore Renew Rebuild Jackson Plan is the reactivation of “innovation”. By working in partnership, both educational and business actors could work in a mutually beneficial manner. For students and educators, this could mean augmented funding and infusion of entrepreneurial enthusiasm that would create a more enriching learning environment that prepares students for participating in the local economy. For businesses, a relationship with educational institutions can play a part in developing new products, solving organizational deficiencies, and producing a crop of skilled local workers.

### Partnerships / Stakeholders

- Jackson County Independent School Board
- Chipola College
- Florida Dept of Economic Opportunity
- Local Employers
- City and County Governments

### Resource Needs

- Commitment to closely collaborate between JCISD and Chipola college
- Established communication connectors between County employers and the technical training pipeline

### Potential Resource Opportunities

1. Florida DOE
2. Florida Career Source-Florida Flex Grants
3. Chipola and JCISD Technical Training Programs
4. Jackson County Economic Development

**Priority:** Urgent

### Action Steps

#### Workforce Development: Education System

1. Address Early Childhood education deficiencies and prepare children to be linguistically and technologically literate
2. Vo/Tech programs and partnerships in high schools are some of the better programs in the education system to critical expand internships and training for technically skilled jobs that result in high paying careers. A focus on collaboration with higher education to co-locate or share space for programs would provide greater opportunity to Jackson County youth.
3. Expand and refine internship/co-op programs for college and high school students linked to successful local companies
4. Create a prize for student innovation to spark creative discussion, product innovation, and entrepreneurial thought in the high school and university systems. By getting young people excited about these types of ventures, the economy for Jackson County can be centered on a partnership for problem solving and generating mutual prosperity. The synergy of education and business presents an opportunity to nourish this innovation for the benefit of Springfield and its residents.
5. Like programs in Georgia and Michigan, develop a program to provide free or significantly reduced tuition for Jackson County public high school graduates to attend Jackson County’s colleges.

#### Workforce Development: Post-Education

1. Create a one-stop shop for workforce placement and support entity in Jackson County. The entity would coordinate with Florida DOE, local and regional employers, and the Jackson County educational pipeline to connect qualified jobseekers with employers or connect unqualified jobseekers with appropriate training programs.
2. Offer community-based workforce training classes through community centers, libraries, and school that address specific and existing workforce needs. (see Health and Social Services Priority #1)

#### Talent Delivery: Connect workers with businesses

1. JCISD and Technical colleges and local businesses must work together to understand needs and form a mutually beneficial relationship. This will likely require regular reviews of curriculum with the business community to understand what training needs are not being met and ensure a commitment to flexibility that meets the needs of new, emerging businesses.
2. Develop creative incentives to attract businesses and skilled workers: a) Integrate with Career Source Florida’s Quick Response Training Program to offer competitive, tailored training programs that provide skilled workers for new/expanded businesses in target industries that meet certain requirements; and b) offer incentives to live in Jackson County – this could apply for teachers, emergency service providers (fire, police) and perhaps other skilled professions (see Housing Priority #3)
3. Working with the Florida DOE, analyze gaps between supply and demand of qualified workers

### Project Location

Countywide



# Planning and Sustainability

## Purpose

Create systems and process of government that reduce bureaucratic delay of services, increases interagency efficiencies, reduces costs to provide services, and increases County revenue in order to provide sustainability for maintenance of an increased infrastructure outlay and to retain and recruit qualified and talented government employees.

## Priority Recommendations

1. Strengthen County capacity to deliver required services and sustain growth by development of a Strategic Plan to include a long-term financial plan.
2. Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways.
3. Improve collaboration and coordination across government entities and departments by strengthening existing partnerships and creating inter-governmental working groups.

# Planning and Sustainability #1

Strengthen County capacity to deliver required services and sustain growth by development of a Strategic Plan to include a long-term financial plan.

## Breadcrumbs

- County Planning and Sustainability Working Group - Meeting 2

## General Description

Strategic planning is about influencing the future rather than simply preparing or adapting to it. The focus is on aligning organizational resources to bridge the gap between present conditions and the envisioned future.

Strategic planning will be a comprehensive and systematic management tool designed to help the County government assess the current environment, anticipate and respond appropriately to changes in the environment, envision the future, increase effectiveness, develop commitment to the organization's mission and achieve consensus on strategies and objectives for achieving that mission.

***While it is important to balance the vision of community with available resources, the resources available should not inhibit the vision.***  
The organization's objectives for a strategic plan will determine how the resources available can be tied to the future goals.

An important complement to the strategic planning process is the preparation of a long-term financial plan, prepared concurrently with the strategic plan. A government should have a financial planning process that assesses the long-term financial implications of current and proposed policies, programs, and assumptions.

A financial plan illustrates the likely financial outcomes of courses of actions.

## Partnerships / Stakeholders

- County Departments and Agencies
- City/Town Governments
- Board of County Commissioners

## Resource Needs

1. Substantial staff capacity
2. Lean Government consulting
3. A communications strategy
4. Strong collaboration with Community
5. Advisory Committee members

## Potential Resource Opportunities

1. Grants
2. State of Florida

## Priority

Urgent

## Project Location

Countywide

## Precedents / Best Practices

### ***Winston-Salem and Grand Rapids***

- Two similar sized city's that are doing just this
- Public/private partnership
- Review how they are organizing their groups through City-to-City relationship with County and learn from people who made site visits.
- Built around the nexus model so that all recommendations are accounted for.

## Action Steps

1. Initiate the Strategic Plan Process
2. Assess Environmental Factors
3. Identify Critical Issues
4. Set Small Number of Broad Goals
5. Develop Strategies to Achieve Broad Goals
6. Develop Measurable Objectives
7. Monitor Progress

# Planning and Sustainability #2

Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways.

## Breadcrumbs:

- Jackson 2020
- Economic Development Strategy Session
- Planning and Sustainability Strategy Session

## General Description

Jackson County is host to many unique and impressive physical and natural assets. Residents and visitors agree that history, architecture, an inter-connection of rural towns, extensive tree canopy, and exceptional waterways are major strengths of the County.

Despite having great rural character, current infrastructure doesn't always adequately complement that charm. Some of these problems are due to the destruction caused by the hurricane. Loss of tree canopy, decaying sidewalks and streets, inadequate signage, and disconnected neighborhoods, cities, and towns all contribute to the need for more aesthetic and infrastructure improvements. Such improvements would polish and enhance current strengths and result in improved public spaces, streetscapes, and overall quality-of-life. Adding new signage, crosswalks, flower gardens, planting trees, and new lighting can make the physical environment of City and Town centers more inviting and enjoyable for people to live, visit, and develop. Some of these improvements are already underway as recovery to direct damages.

As repairs and development continue, it will be important to control recovery so we do not repeat the same planning mistakes that allowed the sprawl that damaged the charm of what made our small towns special. A Regional Development Plan is required that isolates areas of the County for major improvements that immortalize the turn of the century, small town, rural American design that exists in Jackson County; and then connects those same areas together through a "complete street" strategy. This will ensure that no area of the County is left behind and each area's strengths and assets are maximized for their individual gains and the County's collective benefit. A comprehensive Regional Development Plan must be part of an inter-government cooperative effort, and the community needs to play a more active role in setting priorities.

With Interstate 10 intersecting the full length of the County, and access to our Cities and Towns lying primarily through several Interstate exchanges, the County is provided an opportunity to promote Jackson County at these exchanges. As travelers pass through or exit for rest, food, or supplies, their perception of all Jackson County will be influenced by these brief interactions. Therefore, it is important, even essential, for the County to invest in a coordinated design and messaging campaign that presents the image we desire local residents and visitors to have of Jackson County and its Cities, Towns, and Residents.

## Partnerships / Stakeholders

- County Departments and Agencies
- City/Town Governments
- Board of County Commissioners

## Resource Needs

1. Substantial staff capacity
2. Lean Government consulting
3. A communications strategy
4. Strong collaboration with Community
5. Advisory Committee members

## Potential Resource Opportunities

1. Grants
2. State of Florida DOT

## Priority

Medium

## Project Location

Countywide

## Precedents

## Action Steps

1. Identify strategic locations for traditional neighborhood design or development
2. Develop aesthetic and message for use in gateway improvements
3. Utilize existing assets to create Jackson County tie-ins for an integrated and cohesive approach to image management such as water towers

# Overall

## Description

This domain addresses overarching countywide recommendations that impact all other recommendations in some way.

## Recommendations

1. Implement the Restore Renew Rebuild Jackson Plan. Monitor and champion measurable progress

# Overall #1

## Implement the Restore Renew Rebuild Jackson Plan. Monitor and champion measurable progress

### Breadcrumbs

- Planning and Sustainability Strategy Session

### General Description

This is perhaps the most important recommendation in the Restore Renew Rebuild Jackson Plan. The residents of Jackson County adopted many of these same priorities and recommendations in their Jackson Vision 2020 Plan. As of yet there are few that of the priorities that have been positively affected by actions taken over the past 20 years. It is easy to understand that the residents of Jackson County may have doubts about a similar process and plan in 2020 that envisions the next 20 years. It is for this reason this “plan” was conducted and design the way it was. Creating a Priority based plan that specifies projects with an outline for completion through Action Steps, Stakeholders, and Resources, an opportunity exists for Government and Community Leaders to use this a measuring stick of success with easily identifiable metrics and responsible parties. It will be crucial that the plan be implemented in a manner that allows residents and stakeholders to track its progress, measure successes, identify areas for improvement, demand accountability, and find inroads to participate in its execution.

It will be essential that these recommendations are implemented through steady, meaningful and consistent leadership that seeks partnerships with many stakeholders inside and outside the County. This example of strong, consistent, and inclusive leadership should be demonstrated first in the County Government which will permeate in Municipal Government, Business and Philanthropic Communities, and the Residents of the County.

Efficient and objective monitoring of this plan will determine its outcome. An Implementation Board that measures success through an established list of metrics should be established. This Board would evaluate progress based on factors such as quality of life, education level, financial prosperity, personal well-being, and opinion of the future in Jackson County. The Implementation Board would evaluate improvement in meeting Priorities goals individually and adjust strategy and projects according to the outcomes of individual projects that were completed to positively affect that Priority. By evaluate the effectiveness of individual projects on different Priorities, the County can better determine which projects result in the biggest impact for various Priorities. Likewise, they will be able to identify which Government funded projects produce the highest secondary investment from Private Industry or that have the highest resulting increase in business income following government investment. These measurables will create smart investment decisions in the future and allows for adjustment to strategy and project priorities moving forward.

### Partnerships / Stakeholders

- County Departments and Agencies
- City/Town Governments
- Board of County Commissioners
- Business Leaders

### Resource Needs

1. Personal Commitment of Time
2. Established Metrics
3. Monitoring and Measuring Tools

### Potential Resource Opportunities

1. Chamber of Commerce
2. Educational Boards
3. Governments
4. Civic Groups
5. Polling Agencies

### Priority

High

### Action Steps

1. Identify responsible board size
2. Recruit diverse board members
3. Establish Metrics and Measurement criteria

# Projects

As shown in this report, the Restore Renew Rebuild Jackson plan includes multiple Priorities that are intended to achieve the County's purpose for individual Recovery Support Functions. These Priorities will be utilized to evaluate existing and future projects' effectiveness to achieving the County's distinct purposes and overall mission.

The intention of project evaluation is to utilize projects currently included in various County plans and determine if their completion will achieve one or many of the County's stated Priorities. The evaluation will also determine if existing projects fail to address any of the County's priorities. In these cases, the projects identified through the multiple workshops and public meetings will be evaluated to determine their feasibility and effectiveness and then added to the plan's list of potential projects.

The purpose of this plan will be to adapt to a changing environment and adjust or add projects based on outcomes that are evaluated throughout each year. Completion of project identified in this plan may make a significant impact on priorities which will affect future project priorities. An annual evaluation and update of the plan should include project evaluation and prioritization.

As this plan is not simply a disaster recovery plan it will be imperative to include projects that are included in other planning initiatives such as Hazard Mitigation Plan, Community Health Plan, Capital Improvement Plans, and Master Development Plans. Each of these plans address critical elements of different RSFs with an emphasis on their specific area of focus. As such, it should be a priority for each of these planning efforts to acknowledge this plan and its multiple statements of Purpose and the County's mission statement when identifying and prioritizing projects.

The following pages will provide a current list of projects and matrix that connects them with the Priorities that they support. Individual project profiles will detail:

- Project description,
- how its completion would address one of the County's stated Priorities,
- what actions will be required to accomplish completion of the project,
- what stakeholders will need to be involved, and
- what funding is currently or may be available for the project.

These Project profiles will help planners and managers execute the implementation strategy, monitor the effectiveness of the project, and evaluate against expectations.

# Project/Priority Matrix

	Housing	Economic Development	Health and Social Services	Cultural and Natural Resources	Infrastructure	Planning and Sustainability
Government Administrative Complex						✓
Fire Stations x 4			✓		✓	
Public Safety Stations x 4			✓		✓	
Community Center/Shelters x 4			✓		✓	
Endeavor Infrastructure	✓	✓	✓	✓		✓
Endeavor Grounds Enhancement		✓		✓		
Agricultural Center Enhancements		✓		✓	✓	
Endeavor Cultural Center		✓	✓	✓		
Events Center (Indoor)		✓		✓		✓
Events Center (Outdoor)		✓		✓		✓
Public Safety Center/EOC					✓	
Public Health/Mental Health Center		✓	✓			
Broadband Infrastructure (Middle Mile)	✓	✓	✓	✓	✓	✓
Broadband Infrastructure (Last Mile)	✓	✓	✓	✓	✓	✓
County Stormwater Management Plan	✓	✓		✓	✓	
Water/Sewer Improvements	✓	✓			✓	✓
Multiple Feeder Road Improvements		✓	✓		✓	
Pooser Road Improvements	✓	✓			✓	
River Road Improvements		✓		✓		✓
Ambulances x 3			✓		✓	
Government Operations Strategic Plan						✓
Government Financial Strategy Plan						✓
Economic Development Plan		✓				✓
Government Asset Management Plan					✓	✓
Community Health Plan Integration			✓			
County Detention Center Cell Modernization					✓	

# Project #1

## Endeavor Redevelopment – Utilities

### General Description

The hurricane inflicted significant damage to the Endeavor (Dozier) campus infrastructure completely destroying and damaging the old electrical, water, wastewater and natural gas systems.

**Electrical:** Hurricane Michael completely destroyed the electrical system and lighting. It is proposed that FEMA PA funds will be available to replace most of the lighting and electrical system.



**Drinking Water & Fire Protection:** Much of the water system was constructed in the 1920s. The damage from the hurricane uprooted trees resulted in numerous leaks. Given the age and condition of the water pipes, it is impractical to attempt to repair the 50+ year old water lines therefore, replacement is the only feasible option. Using insurance proceeds from DJJ, a new 10" water main was constructed to serve the new Sheriff's office located in the former JJOC building on campus.

Insurance funds allowed for the purchase of approximately 6,500 lineal feet of water pipe which has been stored on site. The insurance funds were not sufficient to allow for the installation of the pipe or installation of the required additional pipe. The County proposes to install the existing pipe and furnish and install the remaining water pipe, fire hydrants and valves necessary to bring the campus back into service.



**Wastewater:** The wastewater pumping station was crushed by trees from Hurricane Michael and manholes and shallow gravity sewer lines were damaged by uprooted trees. DJJ insurances proceeds allow sufficient funds to do some wastewater manhole and sewer line repairs and repair to one pump at the pumping station to allow the relocated Sheriff's office to have wastewater service until more complete and permanent repairs can be made to the wastewater system.

The County proposes repairing the wastewater pumping station and damaged sewer lines to FDEP requirements to service the entire campus.



**Natural Gas:** The natural gas system serving Dozier was 50+ years old. Hurricane Michael caused significant damage to the old natural gas lines on campus. It is not practical nor safe to attempt the repair of the old lines. Complete natural gas line replacement is required. The County proposes to replace the natural gas lines on campus.



### Project Benefit

Repairing the damaged infrastructure with at Endeavor is the first step in reinventing the State-run Arthur G. Dozier School for Boys from a sprawling property of abandonment and blight, with a notorious history, into a vibrant new self-sustained community that balances the development of jobs and housing with adequate provision of community infrastructure such as government buildings, culture-learning centers, sporting facilities, and event destinations.

### Critical Infrastructure Function

Restoring functioning electrical, water, wastewater and natural gas is critical to the facility improvements planned for the campus.

### Public Need

Restoring the utilities will provide the critical support to the autism transition academy, workforce and student housing development and industrial park as a recreation center and a facility for regional and community functions.

### RSFs Supported

1. Infrastructure
2. Cultural and Natural Resources
3. Housing
4. Economic Development
5. Planning and Sustainability

### Priorities Addressed

1. Create opportunity for economic growth by expanding access to commercial and industrial property and necessary utilities
2. Improve infrastructure to existing and potential developments for expanded Marketability
3. Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
4. Provide adequate water and sewer infrastructure to existing and new developments
5. Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways

### Potential Resource Opportunities

- FDEM Grant
- State of Florida
- Bond

### Partnerships / Stakeholders

- Florida Electric
- Sheriff Department
- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule				Schedule	
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
Utilities-01		Engineering Design	\$ 25,000	11/4/2019	12/13/2019
Utilities-02		Install existing water pipe in storage - 6,500 lf	\$ 162,000	1/6/2020	3/27/2020
Utilities-03		Furnish and install water pipe and valves - 3,200 lf	\$ 144,000	2/3/2020	5/1/2020
Utilities-04		Furnish and install fire hydrants - 11 fire hydrants	\$ 33,000	2/20/2019	5/1/2020
Utilities-05		Repairs to wastewater lift station	\$ 85,000	12/9/2019	12/27/2019
Utilities-06		Repair and replacement of wastewater pipelines - 2,200 lf	\$ 166,000	2/3/2020	5/1/2020
Utilities-07		Natural gas line replacement -8,000 lf	\$ 24,000	2/3/2020	5/29/2020
Utilities-08		Electrical & Lighting	\$ 1,644,000	11/11/2019	3/20/2019
Utilities-09		Construction Services & Inspection	\$ 35,000	1/6/2020	5/29/2020
PM-01		Program Management Services	\$ 29,000	11/4/2019	5/30/2020
		<b>TOTAL</b>	<b>\$ 2,347,000</b>	11/4/2019	5/30/2020

# Project #2

## Endeavor Redevelopment – Streets and Streetscapes

### General Description

Jackson County assumed ownership of the former Dozier School for Boys from the State of Florida in December 2018, two months after the hurricane. Hurricane Michael inflicted significant damage to the Endeavor (Dozier) campus streets as a result of downed trees and debris removal operations. The County proposes to repair and repave the damaged streets and provide streetscaping to replace the lost trees cover.

The overall road repairs required for the entire Development are expansive and will be made as phases of the site are developed. To provide access to the critical facilities of Pierce Hall, Animal Control Shelter, and the Sheriff's Office and the Cultural Centers of the Museum and Cultural Center, Community and Events Center, and the Community Meeting House; three critical sections are being requested in this application.

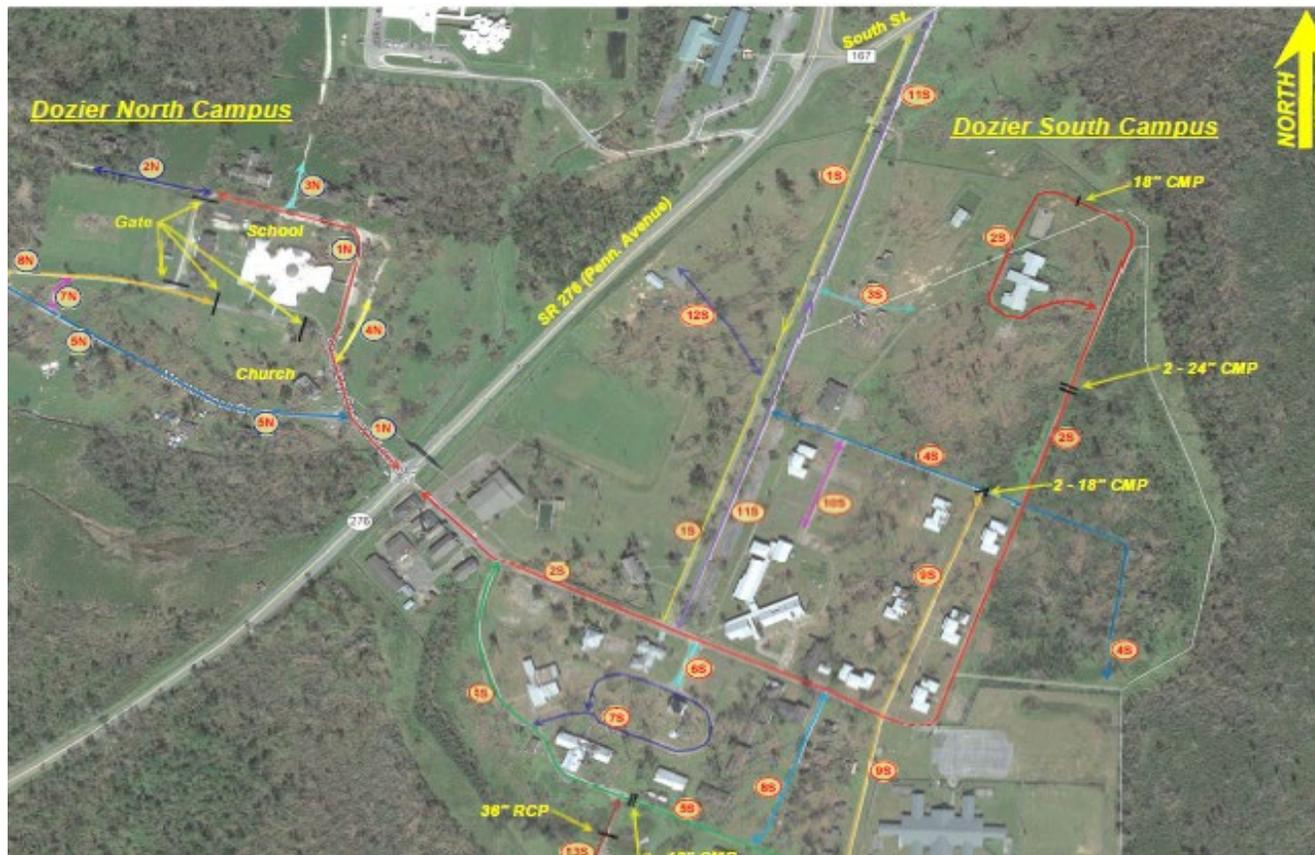
These sections are 1S and 11S, and 2S. These stretches of road consist provide access to main thoroughfares, including SR 276. Roads 1S and 11S represent the main entrance to the site and functions as the infrastructure backbone of the site. 1S and 11S intersect 2S near the Community Meeting House and Museum and Cultural Center. 2S then runs west to the Sheriff's Office and then North to Pierce Hall. Repairing all identified roads will provide multiple points of entry which will be important for Public Safety vehicles and equipment that may respond to the site.

### Project Benefit

The closure of the Dozier School by the State of Florida in 2011 had a significant negative impact upon the Jackson County's economic has suffered through the great recession and is one of the few counties within the State that has not recovered. Hurricane Michael has greatly exasperated the struggling rural economic. Restoring the street infrastructure is critical to utilizing the campus for job creation and developing workforce housing.

### Critical Infrastructure Function

The repair of the two main roads in this section of the Endeavor property will be vital to increase Public Safety egress from the Sheriff's Office located in the Southwest corner of the property. It will also provide access to Pierce Hall which will be supporting Housing restoration.



### **Benefit to the Region**

The establishment of roadways that intersect the property will create access to the other economic, public safety, and recovery benefits that come from the other facilities and services offered in the development. These benefits will be accessed across the Region

### **Benefit to the State**

The establishment of roadways that intersect the property will create access to the other economic, public safety, and recovery benefits that come from the other facilities and services offered in the development. The State will benefit from an increase of economic development in the area, a reduction of required resources for recovery, and its participation in the recognition and acknowledgement of mistakes made during the management of the Dozier Boy's School.

### **RSFs Supported**

1. Infrastructure
2. Cultural and Natural Resources
3. Housing
4. Economic Development
5. Planning and Sustainability

### **Priorities Addressed**

1. Create opportunity for economic growth by expanding access to commercial and industrial property and necessary utilities
2. Improve infrastructure to existing and potential developments for expanded Marketability
3. Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
4. Provide adequate water and sewer infrastructure to existing and new developments
5. Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways

### **Potential Resource Opportunities**

- FDEM Grant
- State of Florida
- Bond

### **Partnerships / Stakeholders**

- Sheriff Department
- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule			Schedule	
Phase Item	Description of Scope of Work	Cost Estimate	Start	End
Streets-01	Engineering Design & Surveying	198,000	11/19 1/20	11/19 1/20
Streets-02	Roadway 1S	\$340,00	1/20 6/20	1/20 6/20
Streets-03	Roadway 2S	\$655,000	1/20 6/20	1/20 6/20
Streets-04	Roadway 3S		1/20 6/20	1/20 6/20
Streets-05	Roadway 4S		1/20 6/20	1/20 6/20
Streets-06	Roadway 5S		1/20 6/20	1/20 6/20
Streets-07	Roadway 6S		1/20 6/20	1/20 6/20
Streets-08	Roadway 7S		1/20 6/20	1/20 6/20
Streets-09	Roadway 8S		1/20 6/20	1/20 6/20
Streets-10	Roadway 9S		1/20 6/20	1/20 6/20
Streets-11	Roadway 10S		1/20 6/20	1/20 6/20
Streets-12	Roadway 11S	\$340,000	1/20 6/20	1/20 6/20
Streets-13	Roadway 12S		1/20 6/20	1/20 6/20
Streets-14	Roadway 13S			
Streets-15	Construction Services & Inspection	\$35,800		
PM-02	Program Management Services	\$36,850		
	<b>TOTAL</b>	<b>\$ 1,265,650</b>		

# Project #3

## Endeavor Redevelopment – Demolition

### General Description

The hurricane inflicted significant damage to the Endeavor (Dozier) campus infrastructure completely destroying and damaging the old electrical, water, wastewater and natural gas systems.

**Electrical:** Hurricane Michael completely destroyed the electrical system and lighting. It is proposed that FEMA PA funds will be available to replace most of the lighting and electrical system.



**Drinking Water & Fire Protection:** Much of the water system was constructed in the 1920s. The damage from the hurricane uprooted trees resulted in numerous leaks. Given the age and condition of the water pipes, it is impractical to attempt to repair the 50+ year old water lines therefore, replacement is the only feasible option. Using insurance proceeds from DJJ, a new 10" water main was constructed to serve the new Sheriff's office located in the former JJOC building on campus.

Insurance funds allowed for the purchase of approximately 6,500 lineal feet of water pipe which has been stored on site. The insurance funds were not sufficient to allow for the installation of the pipe or installation of the required additional pipe. The County proposes to install the existing pipe and furnish and install the remaining water pipe, fire hydrants and valves necessary to bring the campus back into service.



**Wastewater:** The wastewater pumping station was crushed by trees from Hurricane Michael and manholes and shallow gravity sewer lines were damaged by uprooted trees. DJJ insurances proceeds allow sufficient funds to do some wastewater manhole and sewer line repairs and repair to one pump at the pumping station to allow the relocated Sheriff's office to have wastewater service until more complete and permanent repairs can be made to the wastewater system.

The County proposes repairing the wastewater pumping station and damaged sewer lines to FDEP requirements to service the entire campus.



**Natural Gas:** The natural gas system serving Dozier was 50+ years old. Hurricane Michael caused significant damage to the old natural gas lines on campus. It is not practical nor safe to attempt the repair of the old lines. Complete natural gas line replacement is required. The County proposes to replace the natural gas lines on campus.



### Project Benefit

Repairing the damaged infrastructure with at Endeavor is the first step in reinventing the State-run Arthur G. Dozier School for Boys from a sprawling property of abandonment and blight, with a notorious history, into a vibrant new self-sustained community that balances the development of jobs and housing with adequate provision of community infrastructure such as government buildings, culture-learning centers, sporting facilities, and event destinations.

### Critical Infrastructure Function

Restoring functioning electrical, water, wastewater and natural gas is critical to the facility improvements planned for the campus.

### Public Need

Restoring the utilities will provide the critical support to the autism transition academy, workforce and student housing development and industrial park as a recreation center and a facility for regional and community functions.

### RSFs Supported

6. Infrastructure
7. Cultural and Natural Resources
8. Housing
9. Economic Development
10. Planning and Sustainability

### Priorities Addressed

6. Create opportunity for economic growth by expanding access to commercial and industrial property and necessary utilities
7. Improve infrastructure to existing and potential developments for expanded Marketability
8. Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
9. Provide adequate water and sewer infrastructure to existing and new developments
10. Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways

### Potential Resource Opportunities

- FDEM Grant
- State of Florida
- Bond

### Partnerships / Stakeholders

- Florida Electric
- Sheriff Department
- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule				Schedule	
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
Utilities-01		Engineering Design	\$ 25,000	11/4/2019	12/13/2019
Utilities-02		Install existing water pipe in storage - 6,500 lf	\$ 162,000	1/6/2020	3/27/2020
Utilities-03		Furnish and install water pipe and valves - 3,200 lf	\$ 144,000	2/3/2020	5/1/2020
Utilities-04		Furnish and install fire hydrants - 11 fire hydrants	\$ 33,000	2/20/2019	5/1/2020
Utilities-05		Repairs to wastewater lift station	\$ 85,000	12/9/2019	12/27/2019
Utilities-06		Repair and replacement of wastewater pipelines - 2,200 lf	\$ 166,000	2/3/2020	5/1/2020
Utilities-07		Natural gas line replacement -8,000 lf	\$ 24,000	2/3/2020	5/29/2020
Utilities-08		Electrical & Lighting	\$ 1,644,000	11/11/2019	3/20/2019
Utilities-09		Construction Services & Inspection	\$ 35,000	1/6/2020	5/29/2020
PM-01		Program Management Services	\$ 29,000	11/4/2019	5/30/2020
		<b>TOTAL</b>	<b>\$ 2,347,000</b>	11/4/2019	5/30/2020

# Project #4

## Endeavor Redevelopment – Pierce Hall

### General Description

Pierce Hall is 10,916 sf building that was used by Dozier for juvenile intact processing and detention. Jackson County desires to renovate and provide the building to the North Florida Inland Recovery Group (NFIRG), which is the nonprofit organization serving Jackson and Calhoun Counties for the long-term recovery efforts from Hurricane Michael and future events. The NFIRG will utilize the building for staff offices, supply staging and storage, and living quarters for volunteer groups that come to assist with recovery efforts. The building is equipped with a kitchen, dining area and bathroom facilities, which will support these desired uses, however, much renovation and code upgrades are required to return the building to useable condition.



Utilities on the property will also need repair to operate out of the facility in its desired function and capacity. This includes Electric, Water, Wastewater, and Natural Gas. Future use of the facility during a disaster as a Point of Distribution and coordinating location for Volunteer Agencies will provide a significant impact on the Region and State's ability to provide resources and supplies to those in need. Following Hurricane Michael there was difficulty pairing volunteers and donated supplies with disaster survivors. The dedication of Pierce Hall and the NFIRG as a center for VOAD utilization will maximize the impact of these entities following a disaster. Thus, reducing the need for State resources and creating a force multiplier to response and recovery efforts.

Immediately the repairs to Pierce Hall will support the Regional effort to restore the housing stock by coordinating VOAD's housing repair efforts. These organizations will operate out of Pierce Hall and even have lodging and dining available in the facility. The purpose is to reduce the cost to the VOADs and make it easier to reside in the area they are performing their work in. This is anticipated to increase productivity and stretch VOAD's budgets allowing for more repairs to be completed.

### Project Benefit

A functioning nonprofit long-term recovery group is critical to the recovery efforts of the community. With the shortage of office space and housing due to the storm, the NFIRG is hampered in its ability to meet the recovery needs of the community. Renovating Pierce Hall will provide the NFIRG enough space for staff offices, counseling rooms, staging and storing food. Most critically, Pierce Hall will provide dormitory facilities for the numerous volunteer teams desiring to travel to Jackson County on a short-term basis to assist with the recovery efforts.



### Critical Infrastructure Function

The renovation of Pierce Hall to support the NFIRG is critical towards assisting the region in addressing the mental, emotional and physical needs of those impacted by Hurricane Michael.

### Benefit to the Region

The NFIRG is a regional organization directly serving Jackson and Calhoun Counties and also assisting Liberty, Washington, Gadsden and Washington Counties. The immediate benefits of supporting VOADs provide housing assistance will be felt regionally and create a base for those same VOADs to expand their efforts in the region.

Following a future event, the existence of a central VOAD staging and coordination center will create a force multiplier to Regional efforts to support individual disaster survivor's immediate needs. VOADs supporting the surrounding Counties will be able to establish a comfortable base in Pierce Hall to efficiently provide a variety of services and supplies.

### Benefit to the State

By providing support to the NFIRG, the State's efforts in the long-term recovery of the region is greatly enhanced through the leveraging of private sector donations and volunteers. This will reduce burden on State resources and budget allowing it to focus on areas of most need.

### Public Need

As discussed above, Pierce Hall will serve as a meeting space to address the vital needs of citizens in the recovery area.

### RSFs Supported

1. Infrastructure
2. Housing
3. Health and Social Services
4. Planning and Sustainability

### Priorities Addressed

1. Infrastructure #5 – Increase Public Safety capacity through Equipment and Infrastructure investments
2. Housing #3 – Provide equitable access to a variety of housing options to include multi-family and transitional housing
3. Health and Social Services #3 – Expand local specialize health services, including mental health programs
4. Planning and Sustainability #3 - Improve collaboration and coordination across government entities and departments by strengthening existing partnerships and creating inter-governmental working groups.

### Potential Resource Opportunities

- FDEM Grant
- State of Florida
- Bond

### Partnerships / Stakeholders

- Florida Electric
- North Florida Inland Recovery Group
- Local Engineers
- Contractors
- VOADs

Estimated Cost

Scope of Work, Cost Estimate and Schedule			Schedule	
Phase Item	Description of Scope of Work	Cost Estimate	Start	End
S-146-01	Architectural and structural design for repair and renovations	\$ 45,000	11/19/2019	2/20/2019
S-146-02	Roof and truss repair	\$ 57,000	1/19/2019	3/20/2019
S-146-03	Electrical & lighting repairs, renovations and code improvements	\$ 48,000	12/19/2019	5/20/2019
S-146-04	Plumbing repairs, renovations and code improvements	\$ 63,000	12/19/2019	5/20/2019
S-146-05	Fire code improvements	\$ 15,000	2/20/2019	5/20/2019
S-146-06	Flooring repairs and renovations	\$ 40,000	4/1/2019	6/20/2019
S-146-07	Interior walls, ceilings and surfaces	\$ 60,000	4/1/2019	6/20/2019
S-146-08	HVAC repairs and renovations	\$ 98,000	2/19/2019	6/20/2019
S-146-09	Exterior walls and soffits	\$ 15,000	12/19/2019	4/20/2019
S-146-10	Windows and door repairs and renovations	\$ 32,000	12/19/2019	4/20/2019
S-146-11	Exterior regrading, landscape and parking lot improvements	\$ 80,000	12/19/2019	4/20/2019
S-146-12	Construction Services & Inspection	\$ 16,600	11/19/2019	5/20/2019
PM-04	Program Management Services	\$ 22,800	11/4/2019	6/30/2019
	<b>TOTAL</b>	<b>\$ 592,400</b>	11/19/2019	7/20/2019

# Project #5

## Endeavor Redevelopment – Museum & Cultural Center

### General Description

Jackson County, in conjunction with the Tourist Development Council, desires to restore the old dining hall located on the former Dozier School for Boys property and create a museum and cultural center. The 10,500 sf cafeteria was significantly damaged by Hurricane Michael and is not eligible for insurance or FEMA PA funds as it was inactive at the time of the event. The renovation of the dining hall provides an excellent opportunity for creating a museum and cultural center to, among other things, acknowledge the sites history. The dining hall is adjacent to the infamous "White House", which has already been designated by the Florida Legislature to be preserved as a State historic building.



Precedent for use of a former dining hall as a museum is seen at the USO Museum in Hattiesburg, MS. This site was also damaged by a natural disaster and was transformed into a point of local pride and national recognition. The County believes the Dozier Boy's Home contains similar physical qualities with Hattiesburg's USO Museum and would create a cultural and educational venue that generates a regional and statewide draw of visitors.

To repair the facility and renovate for exhibits, utilities infrastructure will need to be repaired at the development site. This includes electric, water, wastewater, and natural gas.



Interior damages caused by the destruction of the roofing system will include ceiling, walls, flooring, and doors and windows. The electrical and mechanical systems damaged will also require repair and upgrade to existing codes. As the site will maintain its dining format there will be minimal need to redesign for preparation of exhibits. The proposed project is intended to repair all damages caused by Hurricane Michael.



**Project Benefit**

The closure of the Dozier School by the State of Florida in 2011 had a significant negative impact upon Jackson County due to the job losses. Jackson County's economy has suffered through its greatest recession and is one of the few counties within the State that has not recovered. Hurricane Michael has greatly devastated the struggling rural economy. By converting the dining hall into a museum and cultural center, jobs will be created, and tourism will increase.

The museum will create a momentum for the redevelopment of the entire site as visitor traffic will encourage commercial development.

**Critical Infrastructure Function**

The museum will be fortified and will include safe rooms to protect important local historical documents, which currently are not safe-guarded.

**Benefit to the Region**

The Dozier facility was a regional employer and has been well-known throughout the region for generations. The creation of the museum is an Investment in the region's culture and history. By preserving this facility as a place to tell our story we can improve civic pride and cultural awareness. The site will be an anchor to the 1,278 Endeavor development and provide cultural programming that will be offered to the regions schools as well as open to the public. The projects location to I-10 will facility easy access from the surrounding area and promote repeat visitors. As a major source of regional employment, the Endeavor development will draw residents from the five regional counties daily. Having this cultural center in proximity to employment and commercial centers will promote awareness and repeat traffic from the region improving the overall economy.

**Benefit to the State**

The State of Florida and Jackson County has been plagued by the infamous reputation of Dozier School for Boys. In order provide an opportunity to Jackson County, the Florida Cabinet transferred the entire property to Jackson County on December 4, 2018. During the property transfer, Jackson County assumed the responsibility to preserve both the White House and the Boot Hill Cemetery. The State will soon be placing a monument at the Boot Hill Cemetery. As MLK, Jr. said of Birmingham "I like to believe that the negative extremes of Birmingham's past will resolve in to the positive and utopian extremes of her future; that the sins of the dark yesterday will be redeemed in the achievements of a bright tomorrow."

The museum and cultural center envisioned for this site will be a giant leap for the State to acknowledge its past approach to juvenile justice and demonstrate its determination to improving practices and approaches that are beneficial to both the individual and society at large.

**RSFs Supported**

1. Cultural and Natural Resources
2. Economic Development
3. Planning and Sustainability
4. Infrastructure

**Priorities Addressed**

1. Economic Development #1 – Develop and harness Jackson's role as the economic connector of North Florida
2. Natural and Cultural Resources #2 – Encourage pride in Jackson County's natural and cultural identity and attract a vibrant and youthful population to be stewards of these resources
3. Planning and Sustainability #2 - Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways
4. Natural and Cultural Resources #3 - Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
5. Infrastructure #4 - Provide adequate water and sewer infrastructure to existing and new developments

**Potential Resource Opportunities**

- FDEM Grant
- State of Florida
- Philanthropic

**Partnerships / Stakeholders**

- Florida Electric
- Tourist Development Council
- NAACP
- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule				Schedule	
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
	S-113-01	Remove trees from roof and debris within the building	\$ 25,000	11/4/2019	11/18/2019
	S-113-02	Architectural and structural design for repair and renovations	\$ 120,000	11/4/2019	2/4/2019
	S-113-03	Roof and truss repair	\$ 87,000	1/20/2020	2/20/2020
	S-113-04	Electrical & lighting repairs, renovations and code improvements	\$ 40,500	2/20/2020	6/20/2020
	S-113-05	Plumbing repairs, renovations and code improvements	\$ 37,000	2/20/2020	6/20/2020
	S-113-06	Fire sprinkler renovations and code improvements	\$ 55,000	2/20/2020	6/20/2020
	S-113-07	Flooring repairs and renovations	\$ 54,000	2/20/2020	6/20/2020
	S-113-08	Interior walls, ceilings and surfaces	\$ 135,000	3/20/2019	6/20/2019
	S-113-09	HVAC repairs and renovations	\$ 160,000	1/20/2020	4/20/2020
	S-113-10	Exterior walls and soffits	\$ 28,000	2/28/2020	6/20/2020
	S-113-11	Windows and door repairs and renovations	\$ 60,000	2/20/2020	6/20/2020
	S-113-12	Exterior regrading and landscape	\$ 18,000	4/20/2020	6/20/2020
	S-113-13	Construction Services & Inspection	\$ 24,500	1/20/2020	12/20/2020
	PM-04	Program Management Services	\$ 35,000	11/4/2019	6/30/2020
		<b>TOTAL</b>	<b>\$ 879,000</b>	11/4/2019	6/30/2020

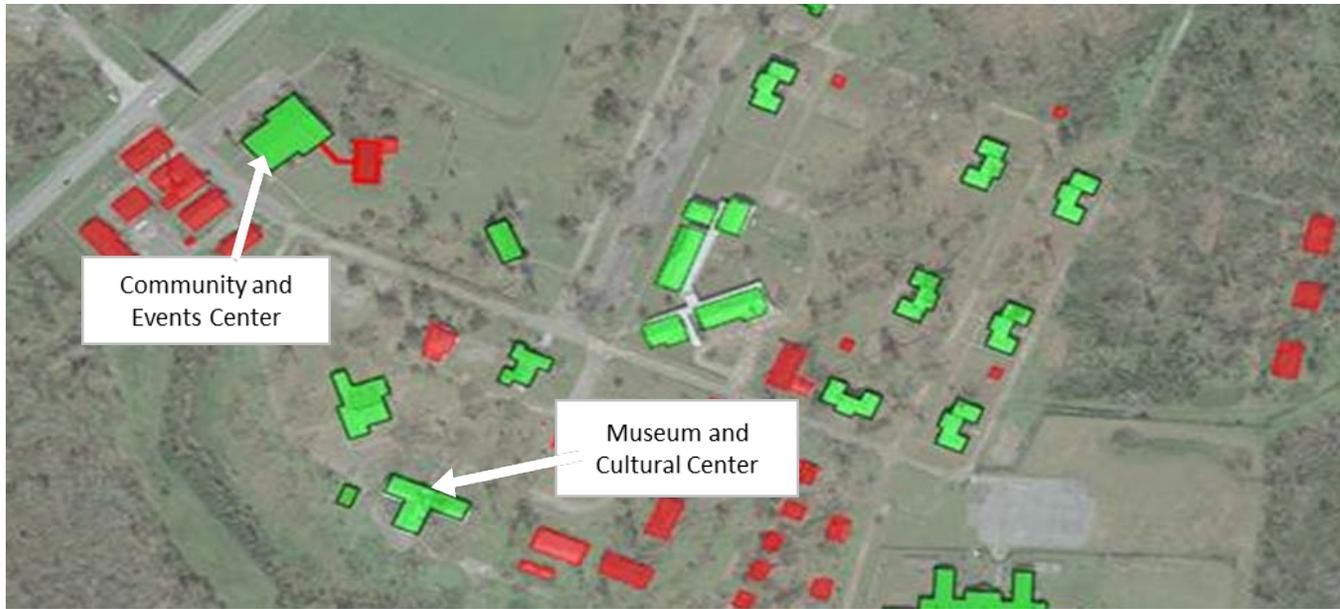
# Project #6

## Endeavor Redevelopment – Community Center

### General Description

Hurricane Michael inflicted significant damage to the Dozier gym destroying the roof, HVAC systems, electrical service resulting in water damage to the gym floor and ceiling. Enough insurance funds were made available to replace the roof, which has been completed. The scope of this project is to repair, replace, and renovate the HVAC system, electrical system, plumbing, ceiling, interior walls, windows, etc. This will allow the facility to function as a Community Center and Event Center in support of the adjacent Museum and Cultural Center.

The facility retains architectural elements that make it advantageous as dual purpose events center that can support charitable or educational events held at the Museum and Cultural Center which is located just east of the site. A priority of the County's is to consolidate services and functions of its existing facilities so creating a multipurpose space that can serve as community center for the surrounding area and events center is aligned with the comprehensive strategy. An engineering analysis will also be conducted as a part of this project to determine the feasibility of retrofitting the gym to meet the requirements of a public shelter or enhanced hurricane protection area.



### **Project Benefit**

The closure of the Dozier School by the State of Florida in 2011 had a significant negative impact upon the Jackson County due to the job losses. Jackson County's economy has suffered through its great recession and is one of the few counties within the State that has not recovered. Hurricane Michael has greatly devastated the struggling rural economy. By restoring this facility into a gym and community center, tourism will increase resulting in the creation and retention of jobs.

### **Critical Infrastructure Function**

An engineering analysis will be conducted as a part of this project to determine the feasibility of retrofitting the gym to meet the requirements of a public shelter or enhanced hurricane protection area.

### **Benefit to the Region**

Augmenting the Museum and Cultural Center, the Community and Events Center will expand the offering of educational curriculum and cultural events at both venues. The dual centers will create an advantageous and convenient venue for conventions, symposiums, and job fairs held by employers or governments in the counties of Calhoun, Washington, Holmes, Liberty and Gadsden.

### **Benefit to the State**

Restoring the old Dozier School for Boys gym into a community and event center will support the desire and intent of the State of Florida in restoring the abandoned State facility into a center providing economic opportunity to the hurricane damaged rural region. The synergy between the Museum and Cultural Center and the Community and Events Center will expand capacity to host Regional events and solidify Marianna and Jackson County as the pivotal connection creating an economic development triangle with Tallahassee and Panama City.

### **Public Need**

The Community and Event center will provide needed support to the Endeavor residential community as well as Marianna's underserved west end neighborhood. Volunteer agencies and non-profits will utilize this facility to provide services.

### **RSFs Supported**

1. Cultural and Natural Resources
2. Economic Development
3. Planning and Sustainability
4. Infrastructure

### **Priorities Addressed**

1. Natural and Cultural Resources #3 – Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
2. Planning and Sustainability #2 - Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways
3. Infrastructure #3 – Modernize and consolidate Government facilities to improve service delivery through government alignment and reduce maintenance and capital improvement costs.

### **Potential Resource Opportunities**

- FDEM Grant
- State of Florida
- Bond

### **Partnerships / Stakeholders**

- Florida Electric
- Sheriff Department
- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule					
			Schedule		
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
	S-160-01	Architectural and structural investigation of feasibility of renovating to hurricane shelter	\$ 25,000	11/4/2019	2/4/2019
	S-160-02	Architectural and structural design for repair and renovations	\$ 85,000	11/4/2019	2/4/2019
	S-113-03	Roof and truss repair - completed			
	S-113-04	Electrical & lighting repairs, renovations and code improvements	\$ 51,000	2/20/2020	6/20/2020
	S-113-05	Plumbing repairs, renovations and code improvements	\$ 62,000	2/20/2020	6/20/2020
	S-113-06	Fire sprinkler installation and fire code improvements	\$ 68,000	2/20/2020	6/20/2020
	S-113-07	Flooring repairs and renovations	\$ 21,000	2/20/2020	6/20/2020
	S-113-08	Interior walls, ceilings and surfaces	\$ 69,000	2/20/2020	6/20/2020
	S-113-09	HVAC repairs and renovations	\$ 180,000	2/20/2020	6/20/2020
	S-113-10	Exterior walls and soffits	\$ 24,000	2/20/2020	6/20/2020
	S-113-11	Windows and door repairs and renovations	\$ 48,000	2/20/2020	6/20/2020
	S-113-12	Exterior regrading, landscape and parking lot improvements	\$ 121,000	2/20/2020	6/20/2020
	S-113-13	Construction Services & Inspection	\$ 22,600	2/20/2020	6/20/2020
	PM-06	Program Management Services	\$ 31,000	11/4/2019	6/30/2020
		<b>TOTAL</b>	<b>\$ 807,600</b>		

# Project #7

## Endeavor Redevelopment – Community Meeting Facility

### General Description

The Chapel is a 3,234 sf building fixed north of the Museum and Cultural Center. Jackson County desires to repair and renovate the Chapel and provide a community meeting space and a spiritual wellness center. The lot containing the Chapel is intended to be landscaped to create a tranquil park setting used for reflection and relaxation. Insurance proceeds were used to replace the roof that was heavily damaged by Hurricane Michael, but no funds were available for other repairs and renovations.



### Project Benefit

A community meeting space has always been an important location for small town America. The chapel will be part of the Endeavor Development's cultural spaces and will be utilized as a collective with the Museum and Cultural Center and the Community and Events Center. These three key components will synchronize to host larger events while functioning independently to host multiple groups simultaneously.

### Critical Infrastructure Function

The project serves not critical infrastructure function

### Benefit to the Region

Augmenting the Museum and Cultural Center and the Community and Events Center, the Endeavor Chapel will expand the offering of meeting and educational options for event planning. The triumvirate of multi-use facilities will create an advantageous and convenient venue for conventions, symposiums, and job fairs held by employers or governments in the counties of Calhoun, Washington, Holmes, Liberty and Gadsden.

### Benefit to the State

Repairing the Endeavor Chapel will support the desire and intent of the State of Florida in restoring the abandoned State facility into a center providing economic opportunity to the hurricane damaged rural region. The synergy between the Cultural Facilities will expand capacity to host Regional events and solidify Marianna and Jackson County as the pivotal connection creating an economic development triangle with Tallahassee and Panama City.

### Public Need

The Endeavor Chapel will provide needed support to the areas resident's spiritual wellbeing. The location

will be designed for quiet reflection to focus on inner peace. The humble building in the thriving development will be a reminder of the value of simplicity and virtue that has always existed in Jackson County's residents.

### RSFs Supported

1. Cultural and Natural Resources
2. Health and Social Services
3. Planning and Sustainability

### Priorities Addressed

1. **Cultural and Natural Resources #3** – Design, develop, and operate places and spaces that expand cultural development and offer operational space for private and charity groups to deliver services and programs that support cultural awareness and identity
2. **Planning and Sustainability #2** - Create a pattern of planned growth that emphasizes traditional small-town communities through preservation, rural aesthetic development of downtowns, and beautification of community gateways
3. **Health and Social Services #1** - Put schools, libraries, and religious institutions at the center of creating a nexus of places, programs, and access to technology to meet community needs
4. **Health and Social Services #4** - Raise awareness of, and increase accessibility of wellness services, such as exercise centers, healthy food options, and family and life counseling

### Potential Resource Opportunities

- FDEM Grant
- State of Florida

### Partnerships / Stakeholders

- Local Engineers
- Contractors

Estimated Cost

Scope of Work, Cost Estimate and Schedule				Schedule	
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
	S-156-01	Architectural design for repair and renovations	\$ 16,000	11/19	2/20
	S-156-02	Roof and truss repair - completed			
	S-156-03	Electrical & lighting repairs, renovations and code improvements	\$ 13,000	12/19	4/20
	S-156-04	Plumbing repairs, renovations and code improvements	\$ 9,000	12/19	4/20
	S-156-05	Fire code improvements	\$ 4,000	2/20	4/20
	S-156-06	Flooring repairs and renovations	\$ 11,000	1/20	4/20
	S-156-07	Interior walls, ceilings and surfaces	\$ 12,000	1/20	4/20
	S-156-08	HVAC repairs and renovations	\$ 28,000	12/19	4/20
	S-156-09	Exterior walls and soffits	\$ 15,000	12/19	4/20
	S-156-10	Windows and door repairs and renovations	\$ 14,000	12/19	4/20
	S-156-11	Exterior regrading, landscape and parking lot improvements	\$ 15,000	12/19	4/20
	S-156-12	Construction Services & Inspection	\$ 4,150	11/19	4/20
	PM-07	Program Management Services	\$ 5,650	11/19	6/20
		<b>TOTAL</b>	<b>\$ 146,800</b>	11/19	6/20

# Project #8

## Endeavor Redevelopment – Animal Control Facility

### General Description

Building S-147 is a 2,000 sq ft building that was used by Dozier for canine operations and training. Jackson County desires to renovate and utilize the building as the Jackson County Animal Control operations facility. The County provides animal control services to the County citizens and requires a facility to temporarily house detained animals, as well as support staff operations. The building is equipped with office space and fourteen individual kennels with access to an exterior exercise yard. The building is also equipped with a sewer disposal system for the facility that was tied into the wastewater system. Building system needs minor repairs, but the connecting system will need significant repair due to disruption by tree fall. The structure has roof damage and moderate damage to the building envelope and supporting systems. Renovation of the facility and code upgrades are required to return the building to useable condition.



### Project Benefit

Hurricane Michael devastated much of the Jackson County infrastructure to include County buildings. In addition, many residents were driven from their homes as a result pets were separated from their owners during the storm. Other feral animals were also driven from their natural habitats and this has led to a significant increase in animal control calls. Jackson County is working hard to meet this challenge to protect the health and safety of its citizens. Renovating this facility meets the need for a facility to support increased animal control operations and provides the desperately needed sheltering space for animal-related nuisance and stray issues that impact County citizen.

### Critical Infrastructure Function

The renovation of the Kennel to support the Jackson County Animal Control is critical to assisting the region in recovery and protecting the health and physical well-being of citizens and animal populations impacted by Hurricane Michael.

### Benefit to the Region

Additional Animal Control assets will reduce Jackson County's need to rely on already strained capacity of neighboring Counties. Animal control is a function that can be a cost burden for most local government and therefore, difficult to support needs outside jurisdictions. By providing the facilities to detain threatening animals, threats to the health and safety of the County and regional neighbors is reduced.

### Benefit to the State

By providing animal control support, we reduce threats to the health and safety of the region and assist in the prevention of spreading diseases such as rabies across our State.

### RSFs Supported

1. Infrastructure

### Priorities Addressed

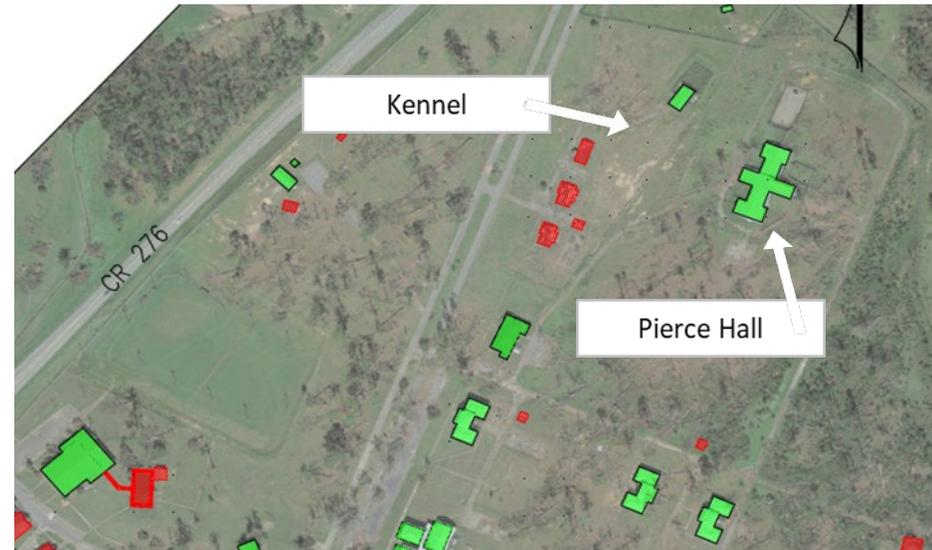
1. **Cultural and Natural Resources #3** – Increase Public Safety capacity through equipment and infrastructure investment

### Potential Resource Opportunities

- FDEM Grant
- State of Florida

### Partnerships / Stakeholders

- Local Engineers
- Contractors



Estimated Cost

Scope of Work, Cost Estimate and Schedule				Schedule	
Phase	Item	Description of Scope of Work	Cost Estimate	Start	End
	S-147-01	Roof Replacement	\$ 15,000	11/19	2/20
	S-146-02	Electrical & lighting repairs, renovations and code improvements	\$ 5,000	12/19	4/20
	S-146-03	Plumbing repairs, renovations and code improvements	\$ 4,900	12/19	4/20
	S-146-04	Flooring repairs and renovations	\$ 4,000	1/20	4/20
	S-146-05	Interior walls, ceilings and surfaces	\$ 12,500	1/20	4/20
	S-146-06	HVAC repairs and renovations	\$ 4,500	12/19	4/20
	S-146-07	Exterior walls and soffits	\$ 15,000	12/19	4/20
	S-146-08	Windows and door repairs and renovations	\$ 9,000	12/19	4/20
	S-146-10	Exterior regrading, landscape and parking lot improvements	\$ 35,000	12/19	4/20
	S-146-11	Construction Services & Inspection	\$ 3,150	11/19	4/20
	PM-08	Program Management	\$ 4,350	11/19	6/20
		<b>TOTAL</b>	<b>\$ 112,400</b>	11/19	6/20



