

# JACKSON COUNTY COMPREHENSIVE PLAN



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## JACKSON COUNTY COUNTYWIDE COMPREHENSIVE PLAN

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Original plan included all municipalities except Marianna and Graceville, which Adopted separate comprehensive plans. Municipalities dropped from county plan June 19, 2001.

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# **CHAPTER ONE**

## **FUTURE LAND USE ELEMENT**

### **EXECUTIVE SUMMARY**

The Future Land Use Element of the Jackson County Comprehensive Plan analyzes the County's current land use patterns and establishes policies that will guide the future development in Jackson County. These policies are set forth in the Future Land Use Map Series and in the Goals, Objectives, and Policies of the Comprehensive Plan.

Agriculture is the predominant land use in Jackson County. The County is expected to experience a low rate of growth. The County had a population of 49,746 based on the 2010 Census and a 2017 Bureau of Economic and Business Research (BEBR) population estimate of 50,418. Jackson County's population is difficult to project using State Level modeling due to its large and growing number of inmates. Based on 2017 BEBR medium population projections Jackson will have a population of 52,000. Most of this growth is expected to occur in or adjacent to the County's municipalities.

In order to accommodate the needs of the future population, the County will experience minor conversion of agricultural and undeveloped land to residential and commercial land uses. To ensure that this new development occurs in an orderly, well-planned manner, this Future Land Use Element analyzes the environmental and infrastructure constraints to development and establishes a series of future land use maps.

Environmental limitations to development include wetlands and areas with severe soil limitations. Suitability of the land for development is also limited by the availability of central wastewater treatment facilities, and potable water facilities. Thus, in most areas of the County, the density and intensity of development is limited to that which can be accommodated by septic systems.

The Future Land Use Map series sets out the land use pattern for the County through the year 2030 and beyond. In general, the future land use map allows for the maintenance and expansion of existing development patterns. It establishes several land use categories that provide the required mix of density, intensity and type of use guidelines necessary. Residential development is allowed in agricultural areas, where infill development within existing rural villages and cluster development is encouraged. Commercial, office, multi-family, industrial, and similar moderate to high intensity development is directed into areas where it can be supported with the appropriate infrastructure. Finally, the Future Land Use Element is designed to conserve environmentally sensitive lands through the designation of a conservation land use on the Future Land Use Maps series.

## **FUTURE LAND USE ELEMENT**

### **GOALS, OBJECTIVES, AND POLICIES**

**GOAL:** Through the provision of appropriate land uses, promote, protect, and improve the public health, safety, and welfare of the citizens of Jackson County, discourage urban sprawl, promote energy efficient land use patterns, and increase energy conservation, while maximizing economic benefits and minimizing threats to natural and man-made resources.

**Objective 1:** Maintain and revise land development regulations which ensure that decisions regarding land use consider natural and man-made features and resources and serve to promote the health, safety, welfare, and quality of life of the County's citizens, as well as conserve natural and historical resources. The County Land Development Code does not use traditional zoning and is based on performance standards, compatibility and functional community designs, provided such systems are consistent with and implement the objectives, policies, and Future Land Use Map (Map 1) contained in this plan.

**Policy 1.1:** Maintain, revise and enforce land development regulations that implement the objectives and policies of the Comprehensive Plan, through standards which:

- Promote quality development
- Ensure compatible land uses
- Discourage urban sprawl
- Encourage energy efficient land use patterns that account for existing and future electric power generation and transmission lines

The provisions of the Comprehensive Plan shall apply to land use and development within Jackson County and be implemented through the Land Development Code. In order to accomplish this, the regulations will:

- (1) Guide the development and subdivision of land, considering adjacent land uses, natural and historic resources and environmental constraints, such as floodplains, soil suitability, drainage, surface and groundwater quality, and stormwater management.
- (2) Conserve open space, public potable water wells and private water wells serving private water treatment systems, and protect air and water quality through appropriate density guidelines including standards for clustering, buffering, open space requirements, wetlands development restrictions, floodplains, silviculture, stormwater management and mining restrictions. Residential density in conservation areas shall be limited to a maximum of one (1) dwelling unit per forty (40) acres.

- (3) Ensure that development orders will not be issued that result in a reduction below acceptable levels of service adopted in this plan.
- (4) The number of access points to arterial and collector roads will follow Department of Transportation and/or County guidelines. The use of shared driveways will be encouraged as defined in the Land Development Code.
- (5) Conserve the character of the County through guidelines that provide development which makes the most effective and efficient use of agricultural land resources. Residential development of lands in the Agriculture 1 category shall be limited to a maximum of one (1) dwelling unit per twenty (20) acres, and in the Agriculture 2 category, a maximum of one (1) dwelling unit per one (1) acre. To preserve the greatest agricultural acreage where development does occur, clustering will be encouraged and provided for in the Land Development Code. Promote and encourage efficient use of existing infrastructure, and create land use categories that will accommodate high density development where needed.

**Policy 1.2:** There are a number of historically and archaeologically significant sites within the County. Prior to the issuance of any development approval, the Florida Master Site File shall continue to be consulted to determine whether historic or archaeologically significant resources exist on the site. The County will continue to maintain and update the County inventory of historic or archaeologically significant sites. Until additional preservation strategies and procedures can be developed, historical resources shall be protected through the benefits available to property owners whose properties are listed in the Florida Master Site File or the National Register of Historic Places.

**Policy 1.3:** Prohibit non-residential development, excepting certain recreation or conservation projects, and limit residential development in areas of the 1 percent annual chance floodplain. The requirements limiting residential development in the 1 percent annual chance floodplain shall be contained in the Land Development Code.

**Policy 1.4:** Development orders and permits shall not be issued unless infrastructure is or will be available concurrent with the impacts of development.

**Policy 1.5:** Home occupations and community facilities will be defined and shall be allowed in specified land use categories as identified in the County's Land Development Code.

**Objective 2:** The County shall maintain a Future Land Use Map and corresponding Land Development Code which coordinates future land uses with appropriate

topography, soil conditions, conservation of natural resources, availability of facilities and services, and compatibility of adjacent land uses in order to provide for appropriate densities and intensities for the County through the 2030 planning horizon.

**Policy 2.1:** The Future Land Use Categories shall be based on and be consistent with the following standards for densities and intensities:

*(THE FOLLOWING LAND USE CATEGORIES APPLY TO THE UNINCORPORATED AREAS OF JACKSON COUNTY.)*

<b><u>Land Use Category</u></b>		<b><u>Maximum Gross Density/Intensity</u></b>
CON	Conservation	1 dwelling unit/40 acres
AG-1	Agricultural-1	1 dwelling unit/20 acres 60% Impervious Surface Ratio (ISR)
AG-2	Agricultural-2	1 dwelling unit/1 acre 60% Impervious Surface Ratio (ISR)
R	Residential	4 dwelling unit./1 acre 60% Impervious Surface Ratio (ISR)
COM	Commercial	90% Impervious Surface Ratio (ISR)
I – 1	Industrial -1 (light industrial/ light manufacturing)	85% ISR
I – 2	Industrial – 2 (heavy industrial/ heavy manufacturing)	85% ISR
MUUT	Mixed Use Urban Transitional	12 dwelling unit/1 acre 85% ISR
P	Public	80% ISR
REC	Recreation	50% ISR
<b><u>Overlay Districts</u></b>		
RMHP	Rural Mobile Home Park	
USA	Urban Service Area Overlay	
RV	Rural Villages Overlay	
G	Greenways Overlay	

The specific land uses allowed within each Land Use Category shall be identified in the County's Land Development Code.

**Policy 2.2:** Agricultural land uses, including silviculture and other agricultural activities, shall be classified as follows:

The following land use categories apply to the unincorporated area of Jackson County:

**(1) AGRICULTURE 1 (AG-1)**

Areas now used and appropriate for continued use are silviculture and agriculture in large scale tracts (Large Scale being 250 contiguous acres or more, but for separation by a public easement or roadway). This land use

classification is intended for those areas of the County associated with silviculture, agriculture, and agriculture-related activities. Examples of appropriate uses are timber production, forests, crop land, pasture land, orchards and groves, limited residential, commercial/industrial development related to local agriculture activities and neighborhood commercial.

Dwellings and associated silviculture farming support buildings are allowable.

New residential development is allowable, not to exceed one (1) unit per twenty (20) acres. Maximum impervious surface ratio will be sixty percent (60%) for non-residential development. . Clustering is encouraged with the restrictions that minimum lot size shall be one-half (0.5) acre with at least 100 feet of road frontage.

## **(2) AGRICULTURE 2 (AG-2)**

Areas of the County associated with agriculture and agriculture-related activities. Examples of appropriate uses are crop land, pasture land, orchards and groves, small-scale timber production (less than 250 contiguous acres), residential, commercial/industrial development related to local agriculture activities, and neighborhood commercial. Jackson County is composed predominantly of agriculture lands; therefore, the policy concerning the development of these areas must be flexible. However, extreme care must, and will be exercised to conserve this valuable resource and ensure harmony and compatibility between the various uses. Clustering of development is encouraged. Maximum residential density for this land use is one (1) dwelling unit per one (1) acre. This density, combined with clustering and a sixty percent (60%) impervious surface ratio for non-residential, will most efficiently use those lands associated with agricultural related activities, leaving the largest possible land area in agricultural production. In order to ensure land use compatibility, maximize the efficiency of public facilities and services, and encourage the separation of urban and rural land uses, all land use and development in the Agriculture 2 category shall be consistent with the applicable policies of this Plan Element.

The following standards shall be applied to non-residential development in the Agriculture 2 land use category within the unincorporated area, in order to minimize the impacts of urban sprawl and strip development:

- (1) For lot splits, parcels, and subdivisions, created after November 29, 1995 cross-access easements and shared driveways shall be pursued. Minimum spacing between access points shall be required, as necessary, in order to meet the standards in Chapters 14-96 and 14-97, Florida Administrative Code, which shall be applied to both State and County collector and arterial roads. For lots, parcels and subdivisions in existence prior to November 29, 1995, the location and minimum spacing between access points shall meet the standards in Chapters 14-96 and 14-97, Florida



Administrative Code, to the maximum extent possible on each individual lot or parcel, which shall be applied to both State and County collector and arterial roads.

- (2) Non-residential land uses within the Agriculture 2 category shall be located only within the following areas, excluding industrial uses (a Future Land Use Map amendment would be required for any non-residential use that is not located in one of the areas defined in (2), (a) through (f) or the uses defined in (3), (a) through (c) below):
  - (a) Within a one-half ( $\frac{1}{2}$ ) mile radius of an interchange on Interstate 10, exclusive of wetland areas, as measured from the end of the taper of the limited access right-of-way;
  - (b) Within one-quarter ( $\frac{1}{4}$ ) mile from the intersection of two or more public paved roadways;
  - (c) Within the Rural Villages indicated on Map #2;
  - (d) Within the Commercial Nodes shown on Map #2.
  - (e) Commercial development existing on September 26, 1995, and adjacent land for a distance not to exceed five-hundred (500) feet from that existing commercial development, which shall include land that would be adjacent except for an intervening road right-of-way; and
  - (f) Within Urban Service Areas that are designated on the Future Land Use Map of the Comprehensive Plan.
- (3) The above restrictions on commercial and non-residential land uses shall not apply to the following land uses:
  - (a) Commercial development and other non-residential land uses that are functionally related to rural and/or agricultural land uses and may consist of but is not limited to the following types of uses; farm equipment sales and repair, kennels and veterinary services, sale of agricultural chemicals and supplies, feed sales, blacksmith shops, processing, storage, or sale of agricultural products; recreational activities such as racetracks, speedways, golf courses, country clubs, hunting or fishing camps, shooting ranges, travel trailer parks and campgrounds, and riding or boarding stables; cemeteries, airplane landing fields, communications facilities, small engine repair, and welding shops. All such land uses shall require approval as a special exception, and criteria for the approval of such special exceptions shall be adopted which shall ensure compatibility with surrounding land uses, including

compliance with Policy 3.7 of this plan element;

- (b) Home occupations which are clearly subordinate to the residential land use, and do not occupy more than twenty-five percent (25%) of the floor area of the buildings on the site or employ not more than one (1) person not living in the residence;
- (c) Community facilities, which shall be defined as places of worship, community centers, public or private schools, day care centers, and other similar facilities; and,
- (d) Potable water, sanitary sewer, recreation, drainage, electrical and natural gas distribution, police and fire, public works maintenance, and road facilities which are necessary to serve land uses and development in the Agriculture 2 category.

**Policy 2.3:** Residential land uses shall be classified as follows:

**(1) RESIDENTIAL (R)**

To provide for economical and effective use of existing infrastructure, residential expansion will be encouraged in and near incorporated areas and in other areas where central services are provided. Maximum residential density for this land use is four (4) dwelling units per one (1) acre and a sixty percent (60%) impervious surface ratio for non-residential

Neighborhood commercial developments (i.e., beauty and barber shops, convenience stores, childcare, laundry centers and other similar facilities) are allowable.

## **(2) MIXED USE URBAN TRANSITIONAL (MUUT)**

A transitional area for urban service area expansion adjacent to industrial parks, prisons, large industrial facilities, airports, municipalities, and similar land uses. The intent of this category is to provide a gradient of densities and intensities of compatible land uses. Application of the density allocation shall be applied on a sliding scale commensurate with central service provision. The sliding scale for density allocation shall be specified in the Land Development Code.

### **(a) PERMITTED LAND USES**

The following land uses shall be permitted in the Mixed Use Urban Transitional (MUUT) future land use category:

1. Agriculture and silviculture.
2. Light truck distribution/warehousing office/ professional, neighborhood commercial and enclosed storage.
3. PERMITTED USES: Light manufacturing use limited to clean industries, (i.e., those industries whose operations are conducted within enclosed facilities and where special accommodations or environmental permits regarding air and water quality standards are not required).
4. Residential from one (1) dwelling unit per acre up to twelve (12) dwelling units per acre in accordance with the location and compatibility standards in this policy, and elsewhere in this plan.
5. Community facilities (i.e., places of worship, community centers, public or private schools and day care centers and other similar facilities) in accordance with the location and compatibility standards in this policy and elsewhere in this plan.
6. Commercial land uses to support the population and the needs of mixed use development, to reduce vehicle miles traveled, and promote sustainability.

### **(b) STANDARDS FOR THE LOCATION AND MIX OF LAND USES:**

#### *Special Development Standards:*

1. Non-residential development, excluding agricultural facilities, in structures over ten thousand (10,000) gross square feet in area shall have public water and central sewer service and meet fire flow requirements pursuant to the County Land Development Regulations

and shall not exceed a maximum impervious surface ratio of eighty-five percent (85%).

2. Non-residential development, exceeding ten thousand (10,000) gross square feet in area with sewage flows less than two hundred (200) gallons per day may be granted an exception to the public sewer requirement.
3. Development shall be subject to review and approval pursuant to the procedures identified in the Land Development Regulations. Land use approval shall be contingent upon Plan consistency and a showing that needed facilities and service capacities are available concurrent with the impacts. Development approval may require additional landscape buffers, screening walls, or other similar requirements to ensure compatibility.
4. Residential uses shall not occupy over forty percent (40%) of the total area of the MUUT category.
5. Where municipal sewer and water services are not available, density shall be limited to two (2) dwelling units per acre according to Department of Health guidelines.
6. Within MUUT, the following percentage distribution among the mixture of allowable uses shall apply:
  - a. For non-residential development, no less than twenty (20) percent of the total development shall consist of allowable residential land uses.
  - b. For residential development, no less than twenty (20) percent of the total development shall consist of allowable non-residential land uses.

**Policy 2.4:** Commercial land uses shall be classified as follows:

**COMMERCIAL (COM)**

To provide adequate areas for commercial development in the unincorporated areas of the County to serve the needs of the population and the traveling public. Maximum impervious surface ratio will be ninety percent (90%). Landscaping is required and must comply with the regulations in the Land Development Code.

**Policy 2.5:** Industrial land uses shall be classified as follows:

**(1) INDUSTRIAL 1 (light industrial/light manufacturing) (I-1)**

To accommodate certain office and light industrial and light manufacturing uses, such as research and development and experimental laboratories and similar uses or the manufacturing or fabrication of products that have minimal off-site impacts. Finished or semi-finished products may be temporarily stored outdoors pending shipment. Industrial 1 development activities are capable of operation in such a manner as to not create a noticeable amount of noise, odor, smoke, glare or vibration beyond the site property line and have minimal off-site or environmental impacts. The Impervious Surface Ratio (ISR) is established at a maximum of eighty five percent (85%) of site with a minimum site Greenspace requirement of fifteen percent (15%). When site is adjacent to unlike land use categories, the Greenspace shall include a visual buffer from the unlike land use from the differentiating property line.

Commercial development shall be permitted with the Industrial 1 future land use that is ancillary, subordinate to, or supportive of the principal manufacturing use or on-site labor force. Commercial development within Industrial 1 Future Land Use category must comply with the restrictions of the Industrial 1 designation. Excluded activities include, but are not limited to: waste landfill operations, chemical production facilities, refineries, mining or explosive(s) material production and handling and any similar operations.

**(2) INDUSTRIAL 2 (heavy industrial/heavy manufacturing) (I-2)**

To accommodate heavy industrial/heavy manufacturing and ancillary commercial development that are dependent on transportation and large volumes of raw materials. Ancillary commercial development (use or building) shall be subordinate to, customarily incident to, and located on the same lot or parcel as the principal use or building. Specific performance development standards for industrial development will be developed and included within the County Land Development Code that protect the public from air, water, and noise pollution, as well as other potential nuisances. Heavy industrial/manufacturing uses shall not be located adjacent to residential or agricultural areas without adequate buffering or

integrating design and business practices to eliminate or minimize adverse impacts. Some (but not all-inclusive) heavy industrial/manufacturing uses are: chemical, petroleum, natural gas manufacturing, asphalt plant(s), pellet plant(s) and explosive manufacturing. The Impervious Surface Ratio (ISR) is established at a maximum of eighty five percent (85%) of site with a minimum site Greenspace requirement of fifteen percent (15%). When site is adjacent to unlike land use categories, the Greenspace shall include forested area that is maintained as a visual buffer from the unlike land use from the differentiating property line.

Policy 2.6: Conservation land uses shall be classified as follows:

### **CONSERVATION (CON)**

Areas with extremely limited development potential due to environmental sensitivity including the following:

- (1) Severe soils subject to guidelines set forth by the Florida Department of Health, sites with severely rated soils for septic tank use shall utilize such techniques as aerobic septic systems, and mound and fill systems where central sewer service is unavailable.
- (2) Wetlands and all surface waters of the state, including rivers, streams, and springs, as well as the buffer zones adjacent to these wetlands and including isolated wetlands.
- (3) Lands within the 1 percent annual chance floodplain as identified by FEMA.

The following criteria shall apply to all areas classified as Conservation on the Future Land Use Map:

- (1) Mining is prohibited within the Conservation land use category except for those activities lawfully approved prior to the adoption of the EAR-based Comprehensive Plan Amendments on November 9, 2010.
- (2) Preservation/conservation activities or recreational uses such as hiking, jogging, and bicycle trails, canoe launches, picnic areas, exercise stations are allowed.
- (3) Maximum residential density for this land use is one (1) dwelling unit per forty (40) acres.

**Policy 2.7:** Public land uses shall be classified as follows:

**PUBLIC (P)**

To provide adequate land for public facilities and services. Public facilities include, but are not limited to, churches, educational facilities, institutions, government centers, and prisons. Maximum impervious surface ratio will be eighty percent (80%).

**Policy 2.8:** Recreation land uses shall be classified as follows:

**RECREATION (REC)**

To provide adequate land for recreation facilities. Maximum impervious surface ratio is fifty percent (50%). Both passive and active recreational uses are permitted.

**Policy 2.9:** Overlay Districts shall be classified as follows

**(1) RURAL MOBILE HOME PARK (RMHP)**

The Rural Mobile Home Park is an overlay which may be applied in the unincorporated area of the county that is designated Agriculture 2 on the Future Land Use Map.

This designation shall apply to individual parcels or contiguous areas of land no larger than ten (10) acres in size. Land use approval shall be through the small scale amendment process pursuant to Section 163.3187, Florida Statutes (F.S).

The maximum permitted density in an area designated as being within the Rural Mobile Home Park overlay is four (4) dwelling units per one (1) acre or double the density of the surrounding existing residential area, whichever is less. For high recharge areas or karst topographic areas, the density shall be maintained at the AG-2 density unless public water and sewer is provided. Areas which are habitat for endangered species will be protected.

**(2) URBAN SERVICE AREA (USA)**

Urban Service Areas shall be defined as areas designated as being within the Future Land Use Map Series (Map 1) Urban Service Area and which are served by paved arterial and/or collector roads, and public water and sewer systems; or which are planned to be served by arterial or collector roads and public water and sewer systems pursuant to this plan, including its Capital Improvements Element.

**(3) RURAL VILLAGE OVERLAY (RV)**

The Overlay District Map in the FLUM Series (Map 2) designates traditional population centers in the unincorporated area that are primarily residential,

including areas with historic qualities, communities centered around churches, and rural store nodal development. New growth, if any, would derive primarily from infill development or limited peripheral expansion.



#### **(4) GREENWAYS OVERLAY (G)**

The Overlay District Map in the Future Land Use Map Series (Map 2) designates the general corridors to be included in the County's greenways system. Permitted land uses, their densities, intensities and development standards are controlled by the underlying future land use category and do not change as a result of the application of the Greenways overlay designation. However, property owners may sell or transfer development rights or density credits out of Greenways onto adjacent upland property (i.e., property that is not in a 1 percent annual chance floodplain, not submerged, and not a wetland). If a property owner wishes to transfer such credits to a remote site he or she owns, credits will be given in relation to the densities and intensities and types of land uses permitted in the receiving future land use category. Such credits will be permitted only when an owner sells land within a designated greenway to a public agency, or a nonprofit organization for the purposes of creating public recreational facilities compatible with the surrounding ecosystem or for conservation or preservation; or when the owner records a 99-year renewable easement allowing public recreational use, or conservation of resources through preservation of the land from development in a manner consistent with county Greenway objectives and policies. Such conveyances of property and conservation/recreation easements shall be approved by the county before density credits or transfers of development rights shall be permitted.

**Objective 3:** In order to discourage the proliferation of urban sprawl and to coordinate future land uses with the availability of facilities and services the County will promote new development in the Urban Service Areas, the Rural Villages and the Commercial Nodes that are shown on the Overlay District Map 2 of the Future Land Use Map Series and in areas that have existing infrastructure (i.e., central water or sewer). The Land Development Code shall address the manner in which new development will undergo development review, consistent with the objectives and policies of this Comprehensive Plan and the Future Land Use Map.

**Policy 3.1:** The development review and approval process shall ensure that public facilities (i.e., water, sewer, parks/recreation/open space, drainage, and solid waste) are not degraded below acceptable levels of service by development impacts.

**Policy 3.2:** Land that is conveyed from one family member to another for the purpose of establishing an additional primary residence shall be exempt from the established maximum residential density pursuant to the restrictions and allowances in Florida Statutes, 163.3179.

**Policy 3.4:** New development shall include site design which provides stormwater detention/retention areas or other approved stormwater management systems,

pursuant to applicable federal, state and local regulations in order to filter out pollutants before entering river or groundwater systems.

**Policy 3.5:** Land use and development within cones of influence surrounding potable water wells shall be consistent with applicable policies in the Comprehensive Plan.

**Policy 3.6:** Future development will be promoted by the provision of central water and sewer services allowing such essential services as a permissible use in all land use districts except Conservation. If these services are unavailable, development shall meet the requirements of this element, the County's Land Development Code and applicable federal, state and local regulations.

**Policy 3.7** Provide flexibility within the Land Development Code for the County's approval process so as to encourage new development and redevelopment within the Urban Service Areas, the Rural Villages and Commercial Nodes.

**Policy 3.8** The County shall encourage future urban development within Urban Service Areas, the Rural Villages and Commercial Nodes in conformance with the land topography and soil conditions, and within areas which are or will be served by public facilities and services.

**Objective 4:** Maintain procedures in the Land Development Code for the elimination or reduction of land uses inconsistent with the character of the County and the future land uses designated in this Plan.

**Policy 4.1:** The Land Development Code will require substantial buffering and/or screening of incompatible uses.

**Policy 4.2:** The compatibility of adjacent land uses in the agricultural land use categories (including silviculture) shall be ensured by requiring buffers which are designed to protect agricultural and non-agricultural land uses, one from the other, from the nuisances, hazards, and other intrusive effects associated with adjacent land uses. In particular, buffers shall to the extent possible, accomplish the following:

- (1) Protect agricultural activities from vehicles, noise, and other disruptive impacts that may be associated with non-agricultural land uses;
- (2) Protect non-agricultural land uses from agricultural activities, including noise, glare, odor, dust, and smoke;
- (3) The negative impacts of the land uses upon each other shall be minimized such that the long-term continuance of either land use is not threatened or impaired by these impacts; and
- (4) Buffers shall either be a natural barrier or a natural or landscaped buffer supplemented with fencing or other man-made barrier provided that the intent of this policy is fulfilled by the buffer.

**Objective 5:** The County has areas that could be adversely affected if proper stormwater management techniques are not employed. For this reason, the County shall maintain appropriate management requirements in the Land Development Code. The County has followed, and will continue to follow, the state standards. All stormwater management is permitted through the State.

**Policy 5.1:** The Land Development Code will require new development to manage stormwater runoff on-site so that post-development runoff rates, volumes, and pollutant loads do not exceed pre-development conditions.

**Policy 5.2:** The Land Development Code will require that stormwater runoff is not concentrated and directed in a manner to create flooding or erosion of adjacent properties as a result of design.

**Objective 7:** Encourage the reduction of carbon emissions and increase energy conservation within the County.

**Policy 7.1:** Encourage mixed use development within MUUT areas to reduce automobile dependence and promote alternative transportation modes by:

- (1) Encouraging interconnectivity by increasing allowable internal trip capture to adjacent existing development, adjacent future development, and internally within proposed developments; and
- (2) Incorporating the provision to support alternative transportation modes (i.e. bicycle, pedestrian, transit services, etc.) where feasible.

**Policy 7.2:** Work with local utility providers to educate the public on ways to reduce energy consumption countywide, provide energy audits as budgets allow and promote use

of alternative energy sources (solar panels, etc.) in new and rehab construction throughout the County.

**Objective 8:** Jackson County and the Jackson County School District shall coordinate the location of new and/or expanded sites for public educational facilities in order to ensure compatibility and consistency with the Comprehensive Plan, in accordance with Section 1013.33, F.S., and to maintain and enhance the joint planning procedures for coordination and development of public school facilities in time and place with plans for residential development and other services.

**Policy 8.1:** Coordination of Comprehensive Plan Amendments and Facility Planning. During the review of proposed comprehensive plan land use map amendments, the County will consider the availability and future provision of school facility capacity, the provision of school sites and facilities within neighborhoods, the compatibility of land uses adjacent to existing schools and reserved school sites, the co-location of parks, libraries, recreation and neighborhood facilities with school sites, and the linkage of schools, parks, libraries or other public use facilities for safe access.

**Policy 8.2:** School sites are allowable within any Future Land Use Map designation in the County's Comprehensive Plan except Conservation and Industrial categories. Compatibility with adjacent land uses will be ensured through the following measures:

- New school sites within the County's jurisdiction must not be adjacent to any noxious industrial uses or other property from which noise, vibration, odors, dust, toxic materials, traffic conditions or other disturbances would have a negative impact on the health and safety of students.
- Public school sites shall be compatible with environmental protection, based on soils, topography, protected species and other natural resources on the site.
- An assessment of critical transportation issues, including provision of adequate roadway capacity, transit capacity and possible bikeways shall be performed for proposed school sites prior to any development to ensure safe and efficient transport of students.
- New school sites for elementary and middle schools shall be located in close proximity to existing or anticipated concentrations of residential development and be consistent with walking and bus travel time standards. New school sites for high schools and specialized schools are suitable for other locations, due to their special characteristics.

- The development review process shall ensure that facilities such as sanitary sewer and potable water will be available at the time demanded by the new school site, and services such as public safety can also be provided.
- New school sites shall have safe ingress and egress.
- New school site shall be of sufficient size to ensure that buildings, ancillary facilities, and future expansions can be located away from floodplains, flood-prone areas, wetlands, and other environmentally sensitive areas, and will not interfere with historic or archaeological resources.

# **CHAPTER TWO**

## **TRANSPORTATION AND CIRCULATION ELEMENT**

### **EXECUTIVE SUMMARY**

The Transportation and Circulation Element contains a description of the traffic circulation system in Jackson County. Each roadway segment is assigned a level of service according to the operating conditions along that segment and the standards for rural roadways established by the Florida Department of Transportation. The element assesses the current and future level of service of the Jackson County roadway system.

The element also provides an analysis of state roads in Jackson County that are nearing capacity. There are several options to avoid or resolve potential traffic deficiencies, including verifying the data using a more sophisticated model, reducing future traffic and increasing road capacity.

In the interest of intergovernmental coordination and to reflect the shared responsibilities for managing development, the County may enter into an agreement with one or more adjacent municipal or county governments to address cross-jurisdictional impacts of development on regional transportation facilities. Based on a review of the maximum service volumes (capacities) of the County's roadway network, there are no existing transportation deficiencies and all roadways currently operate below the maximum service volume at the adopted LOS standard. Using historical and projected growth rates future roadway LOS has been evaluated. Forecasting traffic to 2020, there are no roadway LOS deficiencies anticipated on the County roadway network.

## **TRANSPORTATION AND CIRCULATION ELEMENT**

### **GOALS, OBJECTIVES, AND POLICIES**

- GOAL:** The goal of transportation planning for Jackson County is to provide a safe, convenient and efficient traffic circulation system for residents, businesses and visitors.
- Objective 1:** Ensure that current and future rights-of-way are protected from encroachment by structures of ancillary uses . This shall be implemented through subdivision and land use regulations, as well as through building codes.
- Policy 1.1:** Protect existing rights-of-way by controlling use and/or encroachment by structures or ancillary uses through setback requirements.
- Policy 1.2:** The minimum right-of-way widths for future development or improvements of roadways in Jackson County shall remain consistent with the Future Transportation Circulation Map.
- Policy 1.3:** Maintain provisions in the Land Development Code to ensure the availability of future rights-of-way when needed for roadway improvements to existing facilities. Right-of- way dedication will be required in accordance with the needs identified in the Land Development Code.
- Policy 1.4:** Development orders issued by the County shall require conveyance of right-of-way to be consistent with the Future Transportation Circulation Map (Map 3).
- Objective 2:** Ensure that transportation system needs are coordinated with land use designations and include appropriate environmental considerations throughout the planning timeframe. Review of development proposals and plans for all multifamily residential, commercial, office or industrial uses should include appropriate consideration of transportation impacts through the submission of a circulation, parking and access plan. Provisions to ensure such consideration shall be included in the Land Development Code.
- Policy 2.1:** Proposed amendments to the Jackson County Comprehensive Plan, especially amendments that involve changes to the Future Land Use Map (Map 1), shall consider the associated impact on the transportation system. Should changes in the Future Land Use Map mandate improvements to the transportation system to maintain adopted levels of service, the appropriate amendments shall be made to both the future Traffic Circulation Map and the Capital Improvements Element.
- Policy 2.2:** Roadway improvements shall be designed to provide sufficient carrying capacity to accommodate projected development as indicated in the Future Land Use Element and the Future Land Use Map (Map 1) while maintaining adopted levels of service.

- Policy 2.3:** The Land Development Code shall contain provisions regulating roadway design, including on-site vehicular and pedestrian circulation, parking, and roadway pattern. Access management regulations will limit the number and location of curb cuts along arterial and collector roadways, local thoroughfares, and local arterial roadways.
- Policy 2.4:** Review and approval of site plans and development orders should ensure that impacts of development do not lower the adopted roadway level of service.
- Policy 2.5:** Requirements for submittal of a traffic impact analysis or other traffic study for residential and non-residential development will be outlined in the Land Development Code. The traffic impact analysis or study shall quantify the proposed development's impacts on surrounding collector and arterial roads and identify the steps to be taken to prevent the level of service from degrading below the adopted LOS standard. Trip generation data for the transportation impact analysis may be based on the most recent edition of the report entitled "Trip Generation" by the Institute of Traffic Engineers or other professionally accepted methodology.
- Objective 3:** Require adequate transportation infrastructure to be available in advance of new development. This shall mean that adopted levels of service on existing facilities are not degraded below the standard set in the Capital Improvements Element.
- Policy 3.1:** New transportation facilities, bikeways, and pedestrian access facilities shall be designed to provide accessibility for disabled persons.
- Objective 4:** Continuing transportation planning for Jackson County and with the municipalities shall consider and be coordinated with appropriate local and state agencies through frequent communication and/or attendance by a representative at pertinent meetings.
- Policy 4.1:** Through implementation of policies adopted in the Intergovernmental Coordination Element, continue and maintain coordination among Jackson County, Alford, Bascom, Campbellton, Cottdale, Graceville, Grand Ridge, Greenwood, Jacob, Malone, Marianna, Sneads, and the Florida Department of Transportation for future transportation needs within or affecting Jackson County.
- Objective 5:** Support and encourage the provision of bicycle and pedestrian facilities as they relate to new development and the construction and upgrading of arterial and collector roadways. These facilities are to be concurrent with development.
- Policy 5.1:** The design of pedestrian and bicycle facilities shall be addressed in the submission of new development plans. It is recognized that the separation of these facilities from the roadway assumes importance especially in those areas near schools, parks and playgrounds, and residential facilities.



**Policy 5.2:** The County’s roadway functional classification system shall be categorized as Freeways, Principal Arterials, Minor Arterials, Major Collectors, Minor Collectors or Local Streets. The functional classifications are defined as follows:

*Freeways:* Roadways that provide the highest level of vehicular mobility and are intended to carry the greatest traffic volumes at high speeds. Accordingly, freeway mainlines provide no direct driveway access to property and provide no median breaks. Access to the freeway is provided only at interchanges and ramps.

*Principal Arterials:* Roadways that are designed to accommodate a high level of mobility and are intended to serve substantial traffic volumes over relatively long distances and at relatively high speeds. Direct property access may be provided but must be carefully managed to avoid creating unsafe and congested conditions while preserving mobility.

*Minor Arterials:* Roadways that interconnect with and support the principal arterial system. They are similar in function to principal arterials, but accommodate trips of more moderate length and distribute traffic to geographic areas smaller than that of the principal arterial system. They provide a higher degree of property access than principal arterials.

*Major Collectors:* Roadways that serve traffic volumes between arterials, from other collector streets to the arterial system, and from a major activity center to the arterial street system. Major collectors may carry relatively high traffic volumes.

*Minor Collectors:* Roadways that serve traffic volumes from minor streets to the arterial or major collector system, between other collectors, and from activity centers to a street of higher classification. Minor collectors provide driveway access to adjoining properties and generally have lower volumes, shorter trip lengths, and few through trips than major collectors.

*Local Streets:* Serve traffic from adjacent land uses and other minor streets and connects to the arterial/collector system. Local streets are intended to carry the lowest traffic volumes at the lowest speeds, discourage through traffic. They usually do not carry traffic between two streets of higher classification and they provide access to abutting land.

**Policy 5.3:** Encourage multi-purpose trips and also minimize local trips along its arterials and collectors by locating multi-family developments in close proximity to office/commercial uses and by providing pedestrian and bicycle linkage facilities.

**Policy 5.4:** Discourage “strip commercial” along arterials and collectors by emphasizing that access to new development and redevelopment along these corridors should utilize

service/frontage road opportunities and /or should utilize adjacent/shared parking areas and driveways.

**Policy 5.5:** In coordination with the Florida Department of Transportation (FDOT), the county shall review the existing transportation access management plan with the intent of restricting and/or controlling access points along State roads within the County jurisdictional limits.

**Policy 5.6:** The controlled access guidelines within this policy and FDOT rules will be applied to all commercial development and redevelopment along State roads within Jackson County. Direct access to State roads will be minimized and development access to major feeder roadways will be facilitated by frontage/service roads and through shared/adjacent parking areas.



# CHAPTER THREE

## HOUSING ELEMENT

### GOALS, OBJECTIVES, AND POLICIES

**GOAL:** To provide the climate for a variety of decent, safe, affordable and sanitary housing in suitable environments at affordable cost to meet the needs of the present and future residents of Jackson County.

**Objective 1:** Provide an environment that is conducive for the production and maintenance of a variety of housing types to accommodate the varying income needs of the existing population, anticipated population growth through 2030, and households with special housing needs.

**Policy 1.1:** Maintain on the Future Land Use Map (Map 1), land use categories that provide sufficient sites and densities to provide for a varied and functional mix of housing types for all income groups.

**Policy 1.2:** Provide information, technical assistance, and improved coordination among participants involved in housing production to maintain a housing capacity sufficient to meet the required demand.

**Policy 1.3:** Utilize the development review and approval process as part of the Land Development Code, including provisions for pre-development impact assessment and methods for tracking building permits and construction activity.

**Objective 2:** As part of a comprehensive survey of historic resources, an inventory of historically significant housing shall be maintained by the County. The inventory shall include houses that are significant examples of the architectural design of their period and those placed on the National Register of Historic Places and the State Master File list.

**Policy 2.1:** Continue to implement Historic Preservation regulations adopted as part of the Land Development Code.

**Policy 2.2:** All applicants shall obtain a certificate of approval before altering, demolishing, or moving any housing sites listed on the Florida Master Site File or in the Countywide Historical survey. Criteria for granting such a certificate will include consideration of the historic or architectural significance of the structure, future utilization of the site, and whether reasonable measures can be taken to save the structure.

- Objective 3:** As a recipient of State Housing Initiative Partnership (SHIP) funds, the Jackson County Affordable Housing Advisory Committee (AHAC) has been established to address the affordable housing needs of the County. The Committee is responsible for reviewing policies, the Comprehensive Plan policies, land development regulations, and other aspects of the County's policies and procedures that affect the cost of housing. The AHAC is responsible for making recommendations to encourage affordable housing.
- Policy 3.1:** Within the Land Development Code, non-discriminatory standards and criteria for the location of group and foster homes will be included. These standards shall be consistent with the Federal Fair Housing Amendments Act of 1988 and shall be no more restrictive than the standards set forth in Chapter 419, F.S.
- Policy 3.2:** Manufactured housing and mobile homes shall be allowed to locate in the appropriate areas of the County designated for residential development, subject to site standard requirements.
- Policy 3.3:** Coordinate with state and federal agencies to remain informed of programs for the provision of low and moderate income housing.
- Policy 3.4:** Coordinate with the Apalachee Regional Planning Council and appropriate state and federal agencies to receive and disseminate information on housing opportunity ordinances, programs, and initiatives to encourage the development of housing units for special needs housing groups.
- Policy 3.5:** Provide for housing options to meet the diverse housing needs of the elderly, such as accessory apartments, adult foster homes, and congregate living facilities.
- Policy 3.6:** Provide incentives within the Land Development Code for siting elderly homes and group housing of individuals with special needs consistent with the American Disabilities Act in proximity to the central business districts, recreation, and transportation facilities of the incorporated municipalities so that the elderly and handicapped citizens have access to shopping, recreation, and civic activities.
- Policy 3.7:** With the assistance of the appropriate state and federal agencies, the County shall incorporate measures to assist property owners with housing conservation and rehabilitation programs.
- Objective 4:** Solicit housing rehabilitation grants with the goal to reduce and eventually eliminate substandard housing in the county for the revitalization of neighborhoods, municipalities, and the county.
- Policy 4.1:** Include in the Land Development Code measures and standards to protect and stabilize established residential neighborhoods. Such measures and standards shall address mitigation of impacts from adjacent land uses, allowable uses in neighborhoods, elimination of non-conforming land uses, and eyesore/junk control.

**Policy 4.2:** Apply for federal and state housing assistance when the County can meet the eligibility requirements to receive a program award. In the case of assistance programs which use a scoring system based on U.S. Bureau of Census data as a factor in determining award, such data shall be reviewed by County staff and a determination shall be made as to the probability of program award prior to application. Where such raw scores provide a low probability of funding, the County may decline to apply for such assistance program until such time as the raw scores improve the County's standing for award.

**Policy 4.3:** As available and appropriate apply for federal and state funding for the demolition, construction, and/or rehabilitation of substandard housing and construction of new standard housing.

**Policy 4.4:** Provide assistance through funds and/or other financing mechanisms to rehabilitate the identified structures as funding is available.

**Objective 5:** Encourage and allow the creation of affordable housing options.

**Policy 5.1:** Ordinances, codes, and regulations shall be continually reviewed for the purpose of providing, reasonable requirements and to allow increased private-sector participation in meeting housing needs.

**Policy 5.2:** Allow and encourage the construction of accessory apartments, or granny flats, adjacent to single-family units in meeting the needs for affordable housing.

**Policy 5.3:** Encourage and establish guidelines for affordable housing options in areas that are served by supporting infrastructure through flexible lots size and yard requirements that permit cluster development, zero-lot-line development, and infill development on small, urban lots.

**Policy 5.4** Review ways to use Community Development Block Grant (CDBG) funds to improve infrastructure and reduce the costs in the delivery of affordable housing.

**Objective 6:** Work to provide for the diverse housing needs of all county residents. The County will adopt measures to prevent housing blight. If blighted areas are identified, procedures will be implemented to reduce or eliminate blight.

**Policy 6.1:** Utilize a code enforcement process to affect housing code enforcement actions.

**Policy 6.2:** Support and encourage the development and maintenance of a supply of permanent housing affordable to moderate, low and very low-income persons, including those

persons with special housing needs, at levels sufficient to meet current needs and projected needs.

**Policy 6.3:** Develop and maintain a comprehensive housing plan and work to increase community awareness about housing problems and issues within the county in cooperation with housing advocacy groups.

**Objective 7:** Encourage energy conservation in the design and construction of new and rehabilitation housing to reduce energy consumption within the county.

**Policy 7.1:** Continue to utilize the latest Florida Energy Efficiency Code as defined within the Florida Building Code to promote energy efficiency and use of renewable energy resources.

# **CHAPTER FOUR**

## **CONSERVATION ELEMENT**

### **EXECUTIVE SUMMARY**

The purpose of the Conservation Element is to provide a guide for the conservation of the natural resources of Jackson County. These resources include water, air, minerals and soils, floodplains, and the habitats of threatened and endangered species.

There are three major water bodies in Jackson County; the Apalachicola and Chipola Rivers and Holmes Creek and a portion of Lake Seminole. Jackson County also has six major springs along the Chipola River. The largest of these, Blue Springs, feeds Merritt's Mill Pond and Spring Creek. There are approximately 150,000 acres of wetlands in Jackson County. The Conservation Element identifies the major threats to these water resources and suggests strategies for protecting water quality.

The Element also examines the need to conserve environmentally sensitive lands, including the habitats of threatened and endangered species. For example, the caves of Jackson County provide highly valuable habitat areas.

According to the Florida Aquifer Vulnerability Assessment (FAVA), a majority of Jackson County is categorized as More Vulnerable. The FAVA is a model utilized to predict Florida's major aquifer systems to contaminant vulnerability. The FAVA for the eastern half of Jackson County is categorized as More Vulnerable, which is the same as categorized to the west of the Chipola River. The area immediately adjacent to the Chipola River and the area in the southwest corner of the County are listed as Vulnerable.

The Floridan aquifer is the primary source for consumptive water use within Jackson County. The flow of the aquifer consists of a north to south movement; therefore, most of the underground water in Jackson County comes from Alabama. Within Jackson County, more aquifer and groundwater research has been focused on the Chipola River and the surrounding land areas which empty into the river. The surrounding land that feeds into the River is known as the Chipola River Basin (hereafter referred to in this section as the Basin). Along the Basin, the aquifer is thinly confined. This Basin comprises a majority of the land area within Jackson County. A majority of the springs identified in Jackson County are part of this Basin, including Jackson Blue Spring, a first magnitude spring. In this region the Floridan aquifer is relatively thin, especially in northern Jackson County. The thickness of the Aquifer is approximately 100' in the northern portion of the county and increases to 700' along the southern reaches of the County. The total recharge area (which includes portions of southeastern Alabama and Jackson, Washington, Bay, Calhoun and Gulf Counties) changes depending on annual hydric events.



Shangri La and Jackson Blue springs recorded the highest nitrate concentrations for the springs observed. However, those are safe, stable levels and fall below the level of concern threshold of 10 mg/L. The other three contaminants recorded were within the safe groundwater threshold levels.

Outside of the Basin, the Floridan Aquifer flows from north to south, therefore the groundwater is influenced by transport from both Georgia, in eastern Jackson County, and Alabama, in western Jackson County.

During the 1980's the Florida Department of Environmental Protection (FDEP) identified high levels of ethylene dibromide (EDB) in drinking wells especially in the northeast portion of Jackson County. The EDB is a soil fumigant, used to control nematodes on golf courses, citrus, peanut, and soybean fields. High levels of this carcinogen prompted FDEP to enact stricter water well construction and water testing standards (F.S. 373.309 (1)(e)). Further steps were taken by FDEP that identified areas of greater concentrations of EDB, with Jackson County identified as a Delineated Area.

The Delineation Areas contain stricter well-construction parameters as regulated by the lead State permit agency, the Northwest Florida Water Management District (NFWFMD) (F.A.C. 62-524). Well-construction permits within the delineated areas undergo greater requirements to receive a permit. In addition to state regulations, the Jackson County Health Department provides 'Instructions for Applying for a new or Repair Septic Tank Permit' for proper installation procedures. Until the influence of out of state contaminants on Jackson County's ground water is better understood and interstate agreements accomplished, limited action can be taken by the County other than noted above.

## CONSERVATION ELEMENT

### GOALS, OBJECTIVES, AND POLICIES

**GOAL:** Conserve the natural resources of the county to maintain the health, safety, and welfare of the public and to maintain its attractiveness for development.

#### WATER RESOURCES

**Objective 1:** In order to control contamination, and to conserve and appropriately use surface waters, the County shall rely upon the Florida Department of Environmental Protection (FDEP) and the Northwest Florida Water Management District (NFWFMD) to provide the appropriate reviews regarding permitting and regulations required for groundwater wells, surface water and springs protection, buffering and construction guidelines.

**Policy 1.:**

**Policy 1.1:** Continue to work with the forum established by the Northwest Florida Water Management District that includes Jackson County and adjacent jurisdictions for the discussion and development of strategies to effectively manage the Holmes Creek and the Chipola, Chattahoochee, Econfinia, and Apalachicola Rivers.

**Policy 1.2** Coordinate with and support the state agencies and the Jackson Blue Spring and Merritt's Mill Pond Basin Stakeholders for the implementation of the strategies identified in the May 2016 Jackson Blue Spring and Merritts Mill Pond Basin Management Action Plan. **Policy 1.3:** Runoff from streets and parking areas will be carefully controlled to prevent flooding in adjacent areas and pollution of water bodies. New development shall comply with the stormwater level of service standards established in Policy 2.1 of the Capital Improvements Element.

**Policy 1.4:** Protect flood storage and conveyance functions of the 1 percent annual chance floodplain and property within flood-prone areas. Development in these areas shall be elevated a minimum of one (1) foot above the base flood elevation as indicated in the Florida Building Code.

**Policy 1.5:** Land having severe septic tank soil suitability ratings (determined by the Florida Department of Health Site Evaluation process) and where sewer lines are not available the maximum residential density is one (1) dwelling unit per one (1) acre, except where density restrictions are more stringent.

**Policy 1.6:** Use the Environmental Resource Permitting (ERP) process for wetland regulations with respect to stormwater discharge as adopted by the NFWFMD in accordance with Chapter 62-346, F.A.C.

- Policy 1.7:** Floodplain shall be defined as the 1 percent annual chance floodplains (Zones A and AE) shown on the most recently available Flood Insurance Rate Maps (FIRM) published by the Federal Emergency Management Agency (FEMA).
- Policy 1.8:** Subdivisions shall be required to include a buildable area outside of the floodplain on each lot.
- Policy 1.9:** Fill within floodplains shall be limited to the minimum necessary for development and/or access.
- Policy 1.10:** Fill shall be designed and placed to minimize interference with natural water flows.
- Policy 1.11:** Non-residential development, other than recreational uses, water-dependent uses, and water-related uses, shall be prohibited in floodplains. For those land use categories which allowed non-residential land uses at the time of plan adoption and which are in floodplains, the storage, use, transfer, and disposal of hazardous materials and hazardous waste shall be prohibited except for small-quantity generators. Any such uses, which were in existence on November 29, 1995, shall be a non-conforming use, does not be re-established if discontinued, and shall not be expanded. This policy shall not apply to land uses, which are not defined as development in Section 380.04, Florida Statutes.
- Policy 1.12:** The floodplains map used by the County shall be construed to include all floodplains shown on the on the most recent FEMA Flood Insurance Rate Maps.
- Objective 2:** Maintain land development regulations related to surface and groundwater quality and, when deemed necessary, establish additional criteria for natural drainage features and areas related to natural groundwater recharge such as, but not limited to, aquifer vulnerability, karst sensitivity, and springs protection.
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In conjunction with FDEP's and NFWFMD's concerns, stricter regulations for groundwater well construction and buffer zones have been enacted to better regulate the FDEP Delineated Area. The County follows the best management practices to reduce the introduction of potential pollutants into the aquifer system

- Policy 2.1:** A water well protection zone one hundred (100) feet in radius from the wellhead is adopted for each potable water well that serves a public water system as defined in Chapter 62-550, Florida Administrative Code. The one hundred (100) foot radius shall constitute a zone of exclusion, where no development other than parks shall

be permitted with the exception of an allowable single-family dwelling shall be permitted on a lot or parcel of record created prior to September 26, 1995. New or expanded septic systems for the dwelling must comply with current health department septic system setback requirements.

**Policy 2.2:** Continue the Soil Conservation Service’s program of public education that addresses the proper use of agricultural chemicals. The program should also address remedial measures for contaminated wells. In addition, Jackson County’s development regulations will not conflict with NFWFMD and/or other appropriate regulatory agency policies or well permitting regulations.

**Policy 2.3:** Continue to encourage and promote that landscaping for new development and redevelopment include native and/or drought-tolerant vegetation in order to conserve water resources.

**Policy 2.4:** Recharge to aquifers shall be maintained so that post-development recharge volumes are not degraded below pre-development recharge volumes.

**Policy 2.5:** Development allowable within natural drainage features shall not decrease the flood storage capacity of these drainage features or increase flood levels or velocities for all floods that are equal to or less than the 1 percent annual chance flood.

**Policy 2.6:** All new proposals for public wastewater facilities shall require a feasibility study for re-use of wastewater. The County shall require re-use of wastewater where feasible.

**Policy 2.7:** Post-development runoff volumes from development sites will not exceed pre-development runoff volumes. The design storm event shall be designated in the Land Development Code. Stormwater runoff from development sites and sanitary sewer effluent shall be treated so that state groundwater quality standards are not violated.

**Policy 2.8:** Lots for which septic tanks are the intended method of sewage disposal shall not be created unless the size and configuration of the lot would allow for the permitting of a septic tank system consistent with state regulations in place at the creation of the lot.

## **FLORA and FAUNA**

**Objective 3:** The flora, fauna, native vegetative communities, forests, and wildlife habitat in Jackson County are diverse and unique. The County shall maintain land development regulations to protect plant and animal species, with particular emphasis on species that have been designated as threatened or endangered by the

Florida Fish and Wildlife Conservation Commission, Florida Department of Agriculture and Consumer Services, and the U.S. Fish and Wildlife Service. In addition, such Land Development Regulations shall also protect native vegetative communities and wildlife habitat. The Florida Natural Areas Inventory (FNAI) shall be used as the guide in identifying endangered or threatened species habitats and unique natural areas. Populations of plant and animal species listed by state or federal agencies as endangered, threatened, or special concern species shall be supported, and the habitat needed to maintain these populations shall be protected accordingly.

**Policy 3.1:** Require a setback of fifty (50) feet or greater for all sites surrounding wetlands and caves that provide habitat for threatened or endangered species.

- Policy 3.2:** Maintain wetland resource permitting guidelines consistent with state regulations for establishing wetland boundaries, establishing protective boundaries and mitigation measures, and defining permissible activities within wetland areas in the Land Development Code.
- Policy 3.3:** Conserve native vegetative communities by allowing only minimal vegetation clearing prior to approval of development for construction. Clearing of natural communities rated as S1, S2 or S3 by Florida Natural Areas Inventory (FNAI) shall be limited to the minimal amount of clearing required to accommodate a proposed development on its proposed site. Clearing of any individual plant species that is listed as endangered or threatened by the State of Florida or the United States government shall be prohibited, except as provided in Policy 3.12 or by law, whichever is more restrictive. Clearing for uses other than legitimate agricultural and silvicultural uses shall be defined to be clearing as an adjunct to construction and shall be subject to provisions that apply to development.
- Policy 3.4:** Require that cluster development protect or replace a designated minimum of all on-site, native vegetative communities and wildlife habitats, consistent with Policies 3.6 through 3.13 below.
- Policy 3.5:** Consult the Florida Fish and Wildlife Conservation Commission prior to the approval of any development over 50 acres that may adversely impact species which are listed as endangered species, threatened species, or species of special concern. New developments shall be made to inventory threatened and endangered species and species of special concern and provide for habitat protection and a management plan to ensure the development has mitigated any impacts, consistent with Policies 3.6 through 3.14 below.
- Policy 3.6:** Continue to use the state's Fish and Wildlife identification program to conserve and appropriately use or protect unique vegetative communities.
- Policy 3.7:** A professionally conducted survey of native vegetative communities shall be required for any development that exceeds fifty (50) acres in an area where native habitat exists on the site, as determined from the current Vegetative Cover (Land-Sat) Maps available from the Florida Fish and Wildlife Conservation Commission or other professionally acceptable methods as defined in the Land Development Code.
- Policy 3.8:** A professionally prepared protection and management plan shall be required, for development sites which are subject to Policy 3.7, and shall be attached as a condition of the development order and permit. Protection of viable populations of state and federally listed endangered and threatened species and species of special concern found on the site, shall be required as part of the overall development plan which is approved as a part of the development order. Development shall be

directed to the least environmentally sensitive portion of the site with the remainder of the site permanently protected as a viable habitat area to be designated and set aside undisturbed and unaltered as open space for protection of the native habitat.

**Policy 3.9:** Native habitats shall be identified for any development which exceeds fifty (50) acres in area as determined from the current Vegetative Cover (Land-Sat) Maps available from the Florida Fish and Wildlife Conservation Commission and/or other professionally accepted methods as defined in the Land Development Code.

**Policy 3.10:** Protected areas of native habitat shall include the preservation of ground cover, understory and canopy.

**Policy 3.11:** Areas of native habitat protected pursuant to the policies under Objective 3 of the Conservation Element shall be permanently protected in their undisturbed and unaltered state as a condition of the development order, except for necessary ingress and egress, passive recreation, walkways, boardwalks, and hunting and fishing. Conservation easements that meet the requirements of the Florida Statutes, platted conservation tracts or easements, or restrictive covenants running with the land and enforceable by the residents of the development, shall be established for all protected areas. Protected habitat areas may be located on individual lots, provided that these areas are protected by platted easements and restrictive covenants.

**Policy 3.12:** Areas of habitat which are protected pursuant to the policies under Objective 3 of the Conservation Element shall be identified in order to preserve viable plant communities and wildlife populations to the maximum extent possible on site.

**Policy 3.13:** Areas of native habitat, protected pursuant to the policies under Objective 3 of the Conservation Element shall be interconnected with other existing areas of native vegetation and wildlife habitat to the maximum extent possible. During the land use planning and development review process, the effects of development on wildlife habitat and the protection of wildlife corridors shall be evaluated. To prevent fragmentation of wildlife corridors, the preservation of wildlife corridors within developments shall be required. For development, which occurs in the vicinity of State or Federal Parks or conservation lands, protected areas of native habitat shall be located adjacent to these lands whenever possible, in order to form continuous areas of protected habitat.

**Policy 3.14:** Upland and wetland/aquatic habitat shall be connected where possible, to create a mosaic of like habitats.

#### **Air Quality**

**Objective 4:** Continue efforts to meet or exceed ambient air quality standards set by the Department of Environmental Protection through the management of new development and related transportation improvements.

**Policy 4.1:** Reduce the potential for vehicular emissions by:

- (1) Encouraging planned and mixed use developments; and,
- (2) Requiring vegetative buffers between new transportation arterials and new residential developments.

**Policy 4.2:** A system of performance standards will be established to ensure that new growth conforms to the objective of maintaining clean air in the County.

### **Soil Erosion**

**Objective 5:** The Highly Erodible Land Conservation Compliance Provisions of the United States Department of Agriculture (USDA) compiled by the Natural Resources Conservation Service identifies areas of soil erosion problems. In order to conserve this valuable resource, the County will cooperate with the Jackson County Soil and Water Conservation District to prevent soil erosion resulting from agriculture, roadway construction, and land development.

**Policy 5.1:** Cooperate with the Natural Resources Conservation Service of the USDA in providing technical assistance to land owners in Jackson County to minimize soil erosion.

**Policy 5.2:** Continue to identify areas of soil erosion around bridge structures on the county's roadway system through the system devised and designed by the Road and Bridge Department. Maintenance on these facilities will be performed to address soil erosion when there are budgeted funds available.

### **Commercial Uses of Mineral Resources**

**Objective 6:** Take into consideration active and permitted mining operations and areas of mineral deposits in order to avoid incompatible land use activities and to protect natural resources.



- Policy 6.1:** Recognize the resource value of minerals in Jackson County and adopt guidelines for providing protection to adjacent property owners and natural resources.
- Policy 6.2:** Buffering shall be established by new or expanding extractive industries where the location of adjacent land does not provide natural buffering.
- Policy 6.3:** Continue to support existing programs regarding soil conservation measures for agricultural and forested lands throughout the County. In addition, the County shall coordinate through the Natural Resources Conservation Service, or other appropriate entity, with property owners in order to clearly identify strategies to be used in solving erosion problems.
- Policy 6.4:** Mining shall be prohibited in unsuitable areas, particularly wetlands. Appropriate buffering shall be required around those areas where mining is prohibited. Unsuitable areas shall include the following environmentally sensitive areas: wetlands, and all surface waters of the state, including rivers, streams, and springs, including the mandatory fifty (50) foot buffer zones adjacent to wetlands and surface waters.
- Policy 6.5:** Mining shall be prohibited in habitat areas containing endangered or threatened species habitat, unless all such species are relocated to suitable habitat, or other measures are taken to ensure the survival of viable populations of endangered and threatened species, coordinated under the direct supervision and support of the Florida Fish and Wildlife Conservation Commission and the U.S. Fish and Wildlife Service and/or other appropriate agency.
- Policy 6.6:** Mining shall be prohibited, or the following restriction shall apply, for mining in high and moderate recharge areas, to prevent contamination of aquifers: Mining operations shall require a stormwater management system that diverts stormwater runoff from material processing and vehicle maintenance and storage areas away from mining excavation areas, and also incorporates best management practices for handling vehicle fuel, hydraulic fluids, lubricants, and related materials.
- Policy 6.7:** Other than those areas which are specifically regulated by Policies 6.4 and 6.6 of the Conservation Element, a restoration plan shall be submitted, for mining in environmentally sensitive including 1 percent chance floodplains of Class I and Outstanding Florida Waters and High Recharge Potential areas of aquifers and natural communities which are listed as S1 or S2 in the Florida Natural Areas Inventory (FNAI). This restoration plan shall be submitted with the application for a mining permit, which shall be required for mining activities. No mining shall be permitted in environmentally sensitive lands unless restoration, as defined in Section 378.203, Florida Statutes, is technically and economically feasible. For all other areas, a reclamation plan shall be submitted.

**Policy 6.8:** Mining shall have the same definition in this plan as “resource extraction” in the Florida Statutes. “Extraction” or “resource extraction” means the removal of resources from their location so as to make them suitable for commercial, industrial, or construction use; but does not include excavation solely in aid of onsite farming or onsite construction, nor the process of searching, prospecting, exploring, or investigating for resources by drilling. “Resource” means soil, clay, peat, stone, gravel, sand, limerock, metallic ore, phosphate, or any other solid substance of commercial value found in natural deposits on or in the earth.

## **Hazardous Waste**

**Objective 7:** Jackson County has experienced certain problems with the unauthorized and improper disposal of hazardous waste. In order to alleviate any future problems, the County shall actively support a Hazardous Waste Management Program providing for the proper storage, recycling, collection, transportation, and disposal of hazardous waste for solid waste management

**Policy 7.1:** Continue ongoing efforts of waste sites in the County to ascertain if areas of hazardous waste pollution exist and, if so, coordinate with FDEP to affect a cleanup.

**Policy 7.2:** Continue to identify small industrial hazardous waste generators.

**Policy 7.3:** Prior to site approval of any activity that stores, uses or produces toxic matter, the responsible party shall: develop an emergency response system addressing accidents involving hazardous waste; ensure that location of the site will not degrade quality of groundwater or surface water or other natural features; ensure DEP standards for transfer and storage of hazardous waste are implemented; and coordinate with State, regional and county officials to demonstrate that compliance with the above requirements will satisfy all regulations and policies.

## Conservation and Recreation Lands

**Objective 8:** Jackson County has a great diversity of unique and sensitive lands. In order to conserve these lands, Jackson County shall continue to enforce policies to ensure the protection of environmentally sensitive areas during the site plan review process. Wetlands have been designated as low-density conservation lands on the Wetlands Map (Map 4).

**Policy 8.1:** Land Development Code shall include special development standards for wetlands that limit development to low-density and conservation uses. With the exception of development for passive recreation and water-dependent uses, non-residential development shall be prohibited in wetlands. Development shall have the same definition as in Section 380.04 Florida Statutes.

**Policy 8.2:** The following definitions and criteria shall apply to wetlands:

- (1) "Wetlands" shall be defined as those areas that are under state jurisdiction pursuant to Rule Chapter 62-340, F.A.C., and those areas that are non-jurisdictional, or federal wetlands shall be based on criteria as defined by the U.S. Army Corps of Engineers.
- (2) Soils present in wetlands are generally classified as hydric or alluvial, or possess characteristics that are associated with reducing soil conditions. The prevalent vegetation in wetlands generally consist of facultative or obligate hydrophytic macrophytes that are typically adapted to areas having soil conditions described above. These species, due to morphological, physiological, or reproductive adaptations, have the ability to grow, reproduce, or persist in anaerobic soil conditions;
- (3) Wetlands shall generally include swamps, marshes, bayheads, bogs, cypress domes and strands, sloughs, wet prairies, wet meadows, riverine swamps and marshes, hydric seepage slopes, and other similar areas. Wetlands do not include longleaf or slash pine flatwoods with an understory dominated by saw palmetto; and
- (4) The delineation of actual wetland boundaries shall be based on professionally accepted methodology consistent with the type of wetland being delineated, and shall be consistent with any unified statewide methodology for the delineation of wetlands ratified by the Florida Legislature.

**Policy 8.3:** A professionally conducted survey of development sites shall be required, prior to the approval of multi-unit/lot or non-residential development orders on sites which include wetlands, to determine the extent of both state jurisdictional and non-jurisdictional wetlands. Representatives from the Florida Department of Environmental Protection or the U.S. Army Corps of Engineers or qualified professional may be contacted for assistance in identifying the location of wetlands.

- Policy 8.4:** Development on property which includes wetlands shall be directed to the upland area, previously disturbed areas, or the least environmentally sensitive areas of the property as approved by county officials.
- Policy 8.5:** Subdivision of property which includes wetlands, shall be required to include sufficient upland areas for development on each lot.
- Policy 8.6:** Removal of native vegetation in wetlands shall be limited to the minimum necessary for development.
- Policy 8.7:** Access roads and driveways in wetlands shall be designed to minimize disturbance to natural water flows, hydroperiods, and other wetland functions, and shall be located in previously disturbed areas or the least environmentally sensitive area of the property.
- Policy 8.8:** As permitted by the appropriate regulatory agency, fill in wetlands shall be limited to the minimum necessary for access and development; as an alternative, structures may be elevated on pilings.
- Policy 8.19:** A buffer of upland vegetation shall be required adjacent to wetlands in accordance with the buffer requirements that apply to surface waters.
- Objective 9:** Continue to work with the other appropriate Federal, State and Regional agencies to protect, maintain, and restore water quality and quantity within the spring shed and all waterbodies within the County in order to maintain and protect environmental, economic, recreational, and natural functions of springs as fragile resources necessary for sustaining the quality of life.
- Policy 9.1:** Protect high magnitude springs using the latest science and technology available. The County will adopt all state and federal rules identified by statute and will develop additional language as state and federal funding is made available.

**Policy 9.2:** Develop appropriate language in order to minimize the contribution of nitrates to groundwater to foster long-term stewardship of springs, special design and best management practices (BMPs).

**Policy 9.3:** Because the county is not currently included in a regional water supply planning area, the County shall provide an analysis of the current and projected water supply needs and sources for a ten-year period in accordance with Section 163.3177(6)(d)(3) Florida Statutes.

## **SPRINGS AND GROUNDWATER PROTECTION**

**Objective 10:** Coordinate with the Florida Geologic Survey (FGS), the Northwest Florida Water Management District (NFWFMD), and Florida Department of Environmental Protection (FDEP) to obtain data/maps to delineate the first magnitude springs basins within the county.

**Table 4.1: Classifications of Spring Magnitude**

Magnitude	Average Flows (Discharge)
1	64.6 mgd or more
2	6.46 to 64.6 mgd
3	0.646 to 6.46 mgd
4	100 gpm to 448 gpm
5	10 to 100 gpm
6	1 to 10 gpm
7	1 pint to 1 gpm
8	Less than 1 pint/min

Notes: mgd = million gallons per day; gpm = gallons per minute;  
pint/min = pints per minute; see the glossary for conversions and metric units  
Source: Modified from Springs of Florida, Florida Geological Survey,  
Bulletin No. 66, 2004

**Policy 10.1:** Coordinate with FGS, the NFWFMD and FDEP to map major spring basins as federal, state, or regional funding becomes available.

**Objective 11:** Plan for the protection of springs through the implementation of specific policies.

**Policy 11.1:** Using FGS, NFWFMD and FDEP databases and federal, state and regional funding, the County will identify and delineate buffer areas around major springs and sinkholes and swallets with direct connection to the aquifer.

**Policy 11.2:** In order to avoid negative impacts to springs the county will limit or prohibit landfills, mining, and heavy industry within one-quarter (1/4) mile of first magnitude springs.

**Policy 11.3:** When heavy industrial uses are permissible according to the Future Land Use designation a geotechnical study shall be performed in order to determine if the proposed use is acceptable in the proposed location.

**Policy 11.4:** Where it is not possible to fully avoid negative impacts through limiting or prohibiting land use activities, the impact of use and development within one-quarter (1/4) mile of a first magnitude springs shall be minimized and mitigated to the maximum feasible extent.

**Policy 11.5:** The maximum residential density within one-quarter (1/4) mile of a first magnitude springs is one (1) dwelling unit per one (1) acre.

**Objective 12:** Manage the amount of fertilization and water use within a designated radius from springs.

**Policy 12.1:** Support the use of NFWFMD/University of Florida’s Institute of Food and Agricultural Services (IFAS) “No Till Soil Management” programs within the County.

**Policy 12.2:** Support NFWFMD and IFAS efforts to manage agricultural water use within spring basin areas.

**Objective 13:** Development shall comply with the design standards set forth in the following policies.

**Policy 13.1:** All development shall comply with the following setback standards (Table 4.1):

**Table 4.1: Setback Standards from Specified Features.**

<b>Feature</b>	<b>Minimum Setback (feet)</b>
1st and 2nd magnitude springs	300
3rd magnitude and smaller springs	100
Spring runs	100
Sinkholes, with direct connection to the aquifer	100
Caves (subsurface caves and flow corridors)	100
Other karst features with a direct connection to the aquifer (swallet or stream to sink)	100

1. The setback from sinkholes and swallets with direct connection to the aquifer shall be measured from the edge of the respective sinkhole or swallet.
2. The setback from springs and spring runs shall be measured from the ordinary high water line for fresh water springs.

3.The setback for caves shall be measured from the outside edge of the cave.

4.Where a lot of record is too small to accommodate development in compliance with the setbacks set forth in Table 4.1, an allowable use may be established provided that:

(a) the building and associated paved areas are located the maximum distance possible from the specified features listed in Table 4.2;

(b) swale and berm are located between the development and the specified feature; and

(c) the swale and berm are designed to direct drainage away from the feature.

**Policy 13.2:** For non-residential development, design of parking lots, sidewalks, buildings, and other impervious surfaces shall minimize connections between impervious surfaces through the following techniques. Not all techniques may be required to accomplish the requirement to minimize connections:

1. Directing flows from roof drains to vegetated areas or to rain barrels or cisterns for reuse of the water;
2. Directing flows from paved areas to vegetated areas;
3. Locating impervious surfaces so that they drain to vegetated buffers or natural areas;
4. Breaking up flow directions from large paved surfaces.

**Policy 13.3:** Use of porous pavement materials, such as pervious concrete, pervious asphalt, or other pervious or porous materials shall be encouraged to minimize the amount of impervious surface within all development.

**Policy 13.4:** All golf course siting, design, construction, and management shall implement the prevention, management, and monitoring practices, detailed in the golf course siting, design, and management chapter of the Florida Departments of Environmental Protection (FDEP) and Community Affairs publication entitled Protecting Florida's Springs Manual – Land Use Planning Strategies and Best Management Practices (November 2002) or subsequent editions.

**Objective 14:** Landscaping design and management practices shall be implemented that reduce impacts to springs and other karst features within the setbacks defined in Table 4. of this Chapter.

**Policy 14.1:** Removal of native vegetation shall be limited to the minimum necessary to accommodate development. Buildings and other disturbed areas shall be located to avoid removal of native vegetation to the maximum extent feasible.

**Policy 14.2:** Native or naturalized species shall be used in all landscaped areas in order to avoid or minimize the use of irrigation and fertilizers. A minimum of 100 percent of installed vegetation in the defined setback areas and fifty (50) percent of installed vegetation on developments within a one-quarter (1/4) mile radius of a first magnitude spring shall be native or naturalized species.

**Policy 14.3:** The land area within the required setback set forth in Table 4.2 is a buffer and all native vegetation shall be retained, except for minimal removal necessary to provide for pedestrian paths or boardwalks. Paths and boardwalks shall not exceed four (4) feet in width and shall not be paved.

**Policy 14.4:** All landscaping for development within a delineated spring basin shall conform to best management practices as stated in the Guidelines for Model Ordinance Language for Protection of Water Quality and Quantity Using Florida Friendly Lawns and Landscapes. (Florida Department of Environmental Protection, September 2, 2003) or subsequent editions.

**Policy 14.5:** Encourage managing existing and future lawns and landscapes at all county facilities using the educational guidelines contained in the University of Florida Extension's Florida Yards and Neighborhoods Program, Environmental Landscape Management (ELM) principles and Best Management Practices.

**Objective 15:** The volume, recharge, and treatment of stormwater runoff within the County shall be designed to provide protection to springs and springsheds.

**Policy 15.1:** Best Management Practices (BMPs) shall be used in combination as part of a Best Management Practices treatment plan to protect water quality and minimize flooding. Best Management Practices shall be used in the design of stormwater management facilities and systems.

**Policy 15.2:** The following Stormwater Best Management Practices shall be implemented in order to reduce nitrate loading within a one-quarter (1/4) mile radius of first magnitude springs:

1. All residential development shall use swales with swale blocks or raised driveway culverts whenever possible. An exception to this requirement may be granted when soil, topography, or seasonal high water conditions are inappropriate for infiltration as determined by a professional engineer licensed in the State of Florida.
2. Vegetated infiltration areas shall be used to provide stormwater treatment and management on all sites except when soil, topography, or seasonal high water



conditions are inappropriate for infiltration as determined by a professional engineer licensed in the State of Florida.

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3. Design of the stormwater systems for all development shall use bio-retention areas (below grade vegetated areas) to increase stormwater treatment and reduce stormwater volume.
4. Whenever infiltration systems are not feasible, wet detention systems may be used for stormwater treatment and management.

**Policy 15.3:** Design of stormwater management systems shall implement the following criteria:

1. Sinkholes, swallets, and stream-to-sink features shall not be utilized as stormwater management facilities or as any part of a stormwater treatment plan.
2. All depressions within a proposed development area will be investigated by a licensed professional using a professionally acceptable methodology for suitability of water retention using generally accepted geotechnical practices with an emphasis on identification of potential connections to the aquifer. If connections are determined to exist, the depression shall not be used for stormwater retention and the area draining to this feature under pre-development conditions shall be preserved through a conservation easement.
3. All components of the stormwater treatment and management system shall be in common ownership and shall be maintained by the responsible legal entity identified in the stormwater permit.

**Objective16:** Coordinate with local governments to ensure a consistent approach to springs, springshed, and aquifer protection.

**Policy 16.1:** Support the implementation of an interlocal agreement that specifies responsibilities for land development regulation, stormwater management, and other matters that impact the springs and springshed. The interlocal agreement shall contain joint strategies for spring protection to be implemented by all local governments within an identified springshed.

**Policy 16.2:** Continue to coordinate with the Department of Economic Opportunity, the Department of Environmental Protection, and the Water Management District regarding plan amendments and proposed development that will impact springs and/or springsheds.

**Policy 16.3** Support and promote the implementation of the nitrogen reducing strategies identified in the May 2016 Jackson Blue Spring and Merritt's Mill Pond Basin Management Action Plan.

**Objective 17:** All development proposed within one-quarter (1/4) mile of first magnitude springs shall be reviewed according to the following policies. These policies shall not pertain to a single-family residential unit or agricultural development.

**Policy 17.1:** In order to evaluate the vulnerability of proposed development sites to the leaching of nitrates into groundwater, an application for development approval shall be accompanied by an analysis of the site to determine the location and nature of sinkholes and other karst features of the property, such as stream-to-sink and other direct connections to the aquifer.

**Objective 18:** All proposed amendments to the Comprehensive Plan, including amendments to the Future Land Use Map and amendments to the Springs and Groundwater Protection section of the Conservation Element, after completion of Objective 1 and 2 of the Conservation Element, shall meet the criteria in the following policies.

**Policy 18.1:** Demonstrate that the proposed uses are appropriate, taking into consideration any environmentally sensitive areas of the site.

**Policy 18.2:** Document that the uses permissible in the proposed land use category will not include concentration or storage of hazardous materials without adequate secondary containment.

**Policy 18.3:** Demonstrate that the proposed land use category is the least intensive category that will meet a clearly demonstrated need for the use.

**Policy 18.4:** For large-scale plan amendments, provide a geophysical analysis with at least the following information: the characteristics of on-site soils; locations of geologic features including sinkholes, depressions, and swallets; depth of the water table; location of the Floridan Aquifer relative to ground surface and thickness and extent of the bedrock or other confining layers over the aquifer.

**Policy 18.5:** If the geophysical analysis required in Policy 18.4 confirms a direct connection to the aquifer, a comparative nitrate loading analysis shall be prepared by a licensed professional geologist using professionally acceptable methodology based on the land use designation on the Future Land Use Map at the time of the proposed amendment versus the proposed land use designation, considering the maximum intensity possible under the proposed land use designation. The analysis must demonstrate that there is no significant net increase in nitrate loading to groundwater.

# **CHAPTER FIVE**

## **RECREATION AND OPEN SPACE ELEMENT**

### **EXECUTIVE SUMMARY**

Jackson County is fortunate to have an abundance of natural resource-based recreational opportunities, in the form of local parks, State parks, a reservoir, and a wildlife management area. User-oriented recreational opportunities are found in various municipal parks and in the playgrounds and ball fields associated with the County's public schools. Using the Department of Environmental Protection Outdoor Recreation Plan (SCORP) guidelines for park acreages, it was found that Jackson County and its municipalities have an adequate amount of community and regional parks.

## RECREATION AND OPEN SPACE ELEMENT

### GOALS, OBJECTIVES, AND POLICIES

**GOAL:** Provide a variety of parks, recreational facilities and programs, and open space available to all residents of Jackson County. Utilize guidelines provided in the Statewide Comprehensive Outdoor Recreation Plan in developing county facilities and open space.

**Objective 1:** Continue to coordinate public and private resources to ensure that adequate facilities are provided in all parks and recreation areas.

**Policy 1.1:** Many of the recreational facilities in the county are associated with public schools. The Board of County Commissioners has established a formal agreement with the Jackson County School Board for the public's use of recreational facilities at publicly financed schools.

**Policy 1.2:** Continue to monitor existing recreational opportunities and seek funding sources to promote recreational opportunities and to prevent recreational deficiencies.

**Objective 2:** Land designated as Conservation and/or Recreation Open Space will be protected from incompatible land uses through the land development regulations.

**Policy 2.1:** TContinue to request program assistance from the Florida Department of Environmental Protection FDEP Division of State Lands, Florida Forever, Florida Communities Trust (FCT), and other assistance programs and/or agencies to secure the purchase, planning and development of recreational and open space areas.

**Policy 2.2:** Continue to address standards for the protection of open space, natural vegetation and landscape design and signage as well as the provision and use of open space for buffering and for greenbelts in order to preserve the rural quality of Jackson County and to help ensure the general health, safety, and welfare of its citizens.

**Policy 2.3:** Encourage the preservation of open space through such techniques as cluster development.

**Objective 3:** Assure, through ordinances, that residents have adequate access including parking and use areas, to all public parks and facilities. Ensure compliance with the standards established by the Americans with Disabilities Act (ADA) in all new public parks and facilities and improvements to public parks and facilities as required by law.

**Policy 3.1:** Provide ADA compliant parking spaces and ADA compliant access for all county-owned and/or operated parks facilities.

**Policy 3.2:** Work with the Northwest Florida Water Management District (NFWFMD) to study the feasibility of establishing a conservation easement program that gives property tax incentives to landowners who dedicate an easement for public access for conservation purposes.

**Objective 4:** Continue development and evaluation of a system of parks facilities to meet the recreational needs of the population and the necessary ecological function of areas of open space.

**Policy 4.1:** Continuously evaluate the needs of the park system owned and operated by the county to ensure that it meets the needs of the population.

**Objective 5:** Develop a greenways system, which supports regional and local recreational demands, attracts greater tourism, enhances economic development efforts, and preserves environmentally sensitive lands and waters.

**Policy 5.1:** Using the County Greenways Master Plan shall continue to identify ways to interconnect existing parks and conservation lands.

**Policy 5.2:** Where appropriate connect publicly owned parks and conservation lands to develop the greenways system, promote tourism, and provide amenities that will enhance economic development programs. The county shall encourage voluntary public acquisition of land (by fee and less-than-fee techniques) and other voluntary landowner participation, such as public easements.

**Policy 5.3:** Public lands shall be efficiently utilized by combining public service activities, such as parks stormwater management and aquifer recharge areas and linking them to the greenway system, wherever possible.

- Policy 5.4:** Wherever possible connect, parks and conservation lands by using existing rights-of-way, trails, and other open space corridors.
- Policy 5.5:** Explore possibilities to develop standards for greenways as an alternative approach to future park needs.
- Policy 5.6:** Coordinate with the land acquisition programs of local municipalities and regional, state, and federal agencies to encourage the connection of existing publicly owned parcels of land into the greenway system.
- Policy 5.7:** To protect sensitive ecosystems and wildlife corridors within the greenways system, locate and design facilities in an environmentally sensitive manner, including limiting or prohibiting public access where necessary.

# **CHAPTER SIX**

## **INTERGOVERNMENTAL COORDINATION ELEMENT**

### **EXECUTIVE SUMMARY**

The Intergovernmental Coordination Element (ICE) responds to the needs for coordination processes between and among governing entities at the local, state and federal levels. Methods for the resolution of conflicts and incompatibilities through intergovernmental coordination are established through the element. It represents a major effort in ensuring coordination for future development in the county. In addition, the ICE identifies measures that should be taken to ensure that all agencies influencing either development or protection of Jackson County's natural resources operate in a coordinated manner.

There are a number of state agencies whose plans and projects have a major influence on development patterns in the county.

## INTERGOVERNMENTAL COORDINATION ELEMENT

### GOALS, OBJECTIVES, AND POLICIES

**GOAL:** To respond to the needs for coordination between the County and local, regional state and federal governments as well as with private entities resulting from the implementation of Jackson County's Comprehensive Plan, and any incompatible goals and policies proposed in other comprehensive plans; to achieve the services in an economical and efficient manner and to provide adequate and quality services as required by the public.

**Objective 1:** Coordination between non-governmental utility service providers, the County, and municipalities regarding future growth and anticipated need for disposal of solid waste, water, sewer, electrical and natural gas services shall continue. Procedures shall be developed, which allow non-governmental utility service providers to be made aware of the projected need for provisions of non- governmental utility services, in order to assure that adequate non-governmental utility capacity exists to accommodate future growth.

**Policy 1.1:** An individual shall be designated to serve as liaison to non-governmental utility service providers including, but not limited to, providers of water, sewer, electrical, gas, and disposal of solid waste. The liaison will coordinate with such non-governmental utility service providers on any proposed expansion of needed utility services and will inform them of major developments that are expected to take place in the county so that adequate planning for necessary utility capacity can take place.

**Objective 2:** Coordination between Jackson County and adjacent counties, the school board, the water management district, and other regional, state and federal agencies shall be implemented through the following policies.

**Policy 2.1:** Continue the process of consultation with the State Division of Historic Resources, Bureau of Historic Preservation to identify and protect the county's historical and archeological resources.

**Policy 2.2:** ThRequest assistance as needed from the Northwest Florida Water Management District (NFWFMD), and the Florida Department of Environmental Protection (FDEP), for coordination of the management of wetlands, natural drainage features, and prime recharge areas.

**Policy 2.3:** Establish a liaison to the Jackson County School Board. The liaison shall meet regularly with the board in order to promote joint use and development of recreational facilities associated with existing educational facilities.



- Policy 2.4:** When needed the Housing Grants Coordinator shall request program assistance, from the Northwest Florida Regional Housing Authority to ensure that the County is included in any of the Authority's programs that assist low-income and moderate- income households.
- Policy 2.5:** As appropriate request program assistance from the Florida Department of Environmental Protection to conserve the county's existing open space and to investigate land acquisition funding sources.
- Policy 2.6:** Follow Florida Department of Environmental Protection standards regarding the transfer and storage of hazardous wastes in accordance with Chapter 62-30, F.A.C.
- Policy 2.7:** Participate in the Northwest Florida Water Management District and the Apalachicola Resource Management Programs that provide a regular formal forum to address the impacts of land use and stormwater runoff along Holmes Creek and the Apalachicola, Chipola, Chattahoochee, and Econfina Rivers. This includes using the Environmental Resource Permitting (ERP) process for wetland regulations with respect to stormwater discharge as adopted by the NFWFMD in accordance with Chapter 62-346, F.A.C.
- Policy 2.8:** Utilize information provided by adjacent incorporated municipalities, local governments, and agencies throughout the planning process and make results of any planning research conducted by the County available to these entities in order to establish the sharing of information.
- Policy 2.9:** Through the Emergency Manager coordinate with the incorporated municipalities, adjacent local governments, and appropriate state agencies in the implementation of emergency response plans, including, but not limited to, Hazardous Materials Emergency Response Plan, Peacetime Emergency Plan, and Hurricane Evacuation Plan.
- Objective 3:** As the County Comprehensive Plan is amended, certain conflicts may arise between this plan and other local and regional plans. The County shall encourage involvement with the public, local and regional governments, and state agencies through noticed public workshops and public hearings.

- Policy 3.1:** Use the Apalachee Regional Planning Council’s (ARPC) informal mediation process on an as-needed basis to resolve conflicts that may arise in the amendment and implementation of comprehensive plans, or annexation disputes.
- Policy 3.2:** Continue to work with the Department of Economic Opportunity, the Apalachee Regional Planning Council, and other agencies in order to ensure that the County Plan remains consistent with state and regional plans.
- Policy 3.3:** Submit copies of all proposed plan amendments to potentially affected municipalities and local governments for their review and coordination/comments. When any development is proposed that will impact development in adjacent jurisdictions, the project must be coordinated between the local governments to be impacted from the development. Coordination shall consist of project plan review, issue identification, and written communication between Jackson County and the affected adjacent jurisdictions.
- Policy 3.4:** Jackson County and its municipalities shall attempt to meet jointly for discussion of issues such as annexation, comprehensive plan coordination and compatibility of land uses along municipality-county borders.
- Policy 3.5:** Annexations by incorporated jurisdictions shall not create new enclaves and shall reduce or eliminate existing enclaves when feasible.
- Policy 3.6:** Require infrastructure services to be available to proposed annexation area at the adopted level of service consistent with the municipalities’ Comprehensive Plan.
- Policy 3.7:** To discourage the proliferation of urban sprawl, the County shall direct urban growth to areas adjacent to incorporated municipalities that can efficiently serve the proposed project with public services.
- Policy 3.8:** Maintain a systematic review of the unincorporated and incorporated boundaries in an effort to improve the services, physical appearance and compatibility between the adjoining jurisdictions. Joint planning agreements will be implemented, when appropriate.
- Objective 4:** The County, the adjacent Florida, Georgia and Alabama counties, the incorporated municipalities within Jackson County, the Florida Department of Transportation (FDOT), and the Florida Department of Corrections (FDOC) and all other state agencies should coordinate decisions to ensure that the impacts of development, including but not limited to effects on traffic, drainage, density and intensity, and water quality are addressed.

- Policy 4.1:** Establish procedures to coordinate the construction or expansion of public facilities and services with the land use decision-making process in order to ensure that the impacts of such construction or expansion are addressed.
- Policy 4.2:** Utilize interlocal agreements in all levels of local, regional, state and federal governments as a mutual benefits on an as needed basis. As needed basis.
- Policy 4.3:** Establish an informal agreement with adjacent jurisdictions and FDOT to seek input from each other concerning future transportation projects in order to ensure that such projects are consistent with local government comprehensive plans.
- Policy 4.4:** Review transportation volumes and level of service standards as they relate to state roads. Designate a liaison to coordinate with FDOT, municipalities, and adjacent counties regarding major proposed roadway improvements and proposed developments of regional impact. The purpose of such a liaison shall be the identification of impacted road segments, and the coordination of strategies to remedy such conditions.
- Policy 4.5:** Coordinate with adjacent jurisdictions on projects that will have impact outside the boundaries of the county. Coordination shall consist of project plan review, issue identification and written communication between the County and affected adjacent jurisdictions.
- Objective 5:** When establishing or revising the level of service of a public facility or service, Jackson County shall notify and coordinate with any state, regional or local entity having operational and maintenance responsibility for a public facility or service.
- Policy 5.1:** When operations and/or maintenance responsibilities are shared between the County and another entity, the County will coordinate with the entity in order to establish a level of service acceptable to both parties. Negotiations for the establishment of any level of service standard shall be documented.
- Policy 5.2:** In the event that the impact of a planned development in an adjacent local government may potentially lower an adopted level of service standard within Jackson County, the issue must be identified and addressed formally through written communication between the County, the adjacent local governments, and the private developer should the County be involved with the private developer in adjoining counties.
- Objective 6:** Coordinate with adjacent local governments to ensure a consistent approach to springs, springshed, and aquifer protection.

- Policy 6.1:** With respect to development in a springshed, Jackson County will coordinate with local governments to ensure a consistent approach to protection of springs, springshed, and aquifer protection.
- Objective 7:** Ensure inter-element coordination of land development for protection of springs and other karst features in Jackson County.
- Policy 7.1:** All development within Jackson County must comply with Objectives 10-18 and the Policies stated therein contained in Chapter 4 (Conservation Element) of this document.
- Objective 8:** Respond to the needs for coordination between the County and the Jackson County School Board, and designate locations for public educational facilities in so much that they are consistent with the Future Land Use Map (Map 1) of the Comprehensive Plan and the Land Development Code.
- Policy 8.1:** Continue coordination with the Jackson County School Board using the procedures in the adopted Interlocal Agreement for Public School Facility Planning.
- Policy 8.2:** The County and School Board planners should consider making schools and their location the focal point for new developments.
- Policy 8.3:** Provide information for emergency preparedness to Jackson County School Board.
- Objective 9:** Coordinate the Comprehensive Plan with the School district's Five Year School Facilities Work Plan and the Interlocal Agreement for Public School Facility Planning.
- Policy 9.1:** The County and the School Board shall meet the requirements in Chapter 163, Part II and Chapter 1013, Florida Statutes.

- (1) Coordinate the review of the annual update of the Capital Improvements Element of the County and the annual educational facilities report and Five-Year School Facilities Work Plan of the School Board;
- (2) Coordinate the review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure;
- (3) Coordinate the review of land uses that increase residential density;
- (4) Use recreational and physical plant facilities in a manner which fosters the coordination of use of the facilities consistent with their multi-function design.

**Objective 10:** Provide state and regional agencies and local governments located within the County, the opportunity to comment on the siting of facilities having countywide significance in the coordination of school facilities impacts on other public facilities.

**Policy 10.1:** As part of the development review process, coordinate a review of the relationship of any facilities having countywide significance to the existing comprehensive plans of all other units of local governments located within the County.

**Objective 11:** Coordinate with state-certified charter schools in a consistent manner as with other public schools with regard to planning.

**Policy 11.1:** The minimum thresholds for charter school sites shall be determined by the number of students at each facility.

**Policy 11.2:** Charter schools shall be located away from industrial uses, major arterial roadways, railroads, airports, and similar uses to avoid noise, odors, dust, traffic impact and hazards.

# **Attachment “A”**

## **CHAPTER SEVEN**

### **CAPITAL IMPROVEMENTS ELEMENT**

#### **EXECUTIVE SUMMARY**

The Capital Improvements Element is the cornerstone of the Jackson County’s Comprehensive Plan. It establishes the financial feasibility of the plan to ensure the availability of public facilities and services concurrent with the impacts of new development.

The County relies heavily on the local option gas tax and the one cent local option sales tax to fund capital improvements. The County shall also consider the increase of impact fees and voluntary cost sharing.

The Capital Improvements Element establishes a five-year schedule of capital improvements, which includes only those capital improvement needs identified in the other elements of the comprehensive plan.

As reported in the original EAR document, the County had sufficient capacity to handle the projected growth, which was less than projected in the EAR. The total County only experienced a growth of 1,062 residents, based on BEBR 2005 population estimates. The unincorporated growth was significantly less given inmate growth and municipal growth.

Since the 2001 EAR adoption, only three (3) LOS issues have arisen:

- (1) The County did not extend potable water lines along Highway 90 northward to Greenwood and therefore no new water system was developed in Northeast Jackson County as noted in the last EAR and which has not been developed since the last EAR.
- (2) The County and the School Board have adopted a School Concurrency System (effective May 2009).
- (3) The County’s LOS for sewer is now 155 gallons per day per person (an increase of 55 gallons per person).

The unincorporated population represents approximately 66% of the County’s total population. Using BEBR’s most recent population projections (2008 base year), the unincorporated population is only projected to increase by 1,624 people by 2010 (since 2008) and increase by a total of 6,700 over the next 12 years, assuming middle level BEBR projections. SPG believes that given the County’s historic growth rate and possible increases in gasoline prices these middle level projections are probably high. Nonetheless, the County has sufficient capacity to handle the existing CIP LOS standards.

## **Assessment of Level of Service (LOS) Conditions**

### *Transportation*

Based on a review of the maximum service volumes (“capacities”) of the County’s roadway network, there have been no deficiencies since the previous EAR as all roadways have been operating below the maximum service volume at the adopted LOS standard. Historical growth rates have been evaluated to project the future roadway LOS for the next planning period between 2007 and 2015 (a minimum of 1% annual growth was used if the historical trend was calculated to be less than 1%, otherwise the calculated growth rate was used). Projecting to 2015, there are no roadway LOS deficiencies anticipated on the County roadway network.

### *Recreation/Open Space*

As shown in the EAR, the County has significantly more recreation acreage and facilities than required using current LOS standards.

### *Solid Waste*

As shown in the previous EAR, the County expanded its landfill by 450 acres and has a current capacity in excess of 60+ years given the current LOS standard.

### *Potable Water*

Potable Water LOS is still 155 gpd. Most of the County’s water supply is by individual wells and small water providers and major cities. The County can withdraw an annual average of 303,000 gallons per day, 612,000 during a single day and a monthly withdrawal of 12,500,000 gpd. Current plans include the possible water expansion into Indian Springs if arsenic and lead levels rise. No data is given as it depends on DEP water quality analysis

### *Sanitary Sewer*

The County has sufficient capacity to more than meet the next seven year projected growth. For, example, the County has an inter-local agreement with the City of Marianna for sewer of 500,000 gallons per day (gpd). The current usage is 200,000 gpd. Current CIE plans include a sewer extension for Green Circle expansion by 2011 and possible sewer extension from the Town of Alford to I-10/231 also by 2011.

### *Drainage and Water Quality*

The County relies upon the review and permitting process of the state to assess drainage and water quality. There are no specific local records monitoring the levels of service of these public facilities.

## **CIE IMPLEMENTATION FIVE YEAR SCHEDULE OF IMPROVEMENTS**

The Five Year Schedule of Improvements (see following Table 7.1) is the mechanism by which the County can effectively stage the timing, projected cost, and revenue sources for the capital improvements derived from the other comprehensive plan elements, in support of the Future Land Use Element. The 5-Year Schedule of Improvements has been used to document the “economic feasibility” of the comprehensive plan, based upon the other sections of this element. The 5-year schedule will be updated annually to reflect any changes in conditions and to roll the proceeding-year into the 5-Year schedule.

### **PROGRAMS TO ENSURE THE IMPLEMENTATION OF THE CAPITAL IMPROVEMENTS ELEMENT, GOALS, OBJECTIVES, AND POLICIES**

- (1) The Capital Improvements Plan (CIP) will be updated annually as part of the County budget cycle which will include by reference the Jackson County School Board District Five Year Facilities Work Plan as adopted by the Jackson County School Board. [163.31777(1)(b)-(d) and (2)]
- (2) Land use decisions will be monitored for consistency with the Capital Improvements Element.
- (3) Maintaining the adopted LOS standards will function as a primary criterion for assessing the impact of new development on public facilities.
- (4) The County will track facility demand and capacity availability as site plans and subdivision plats are approved.
- (5) To the greatest extent possible and where financially prudent, the County’s excess fund balances will be reserved for Capital Improvement Projects.

As shown in the latest EAR document, the County does not have any identified deficiencies within its capital facilities.



**Table 7.1, Five Year Schedule of Improvements**

CIE 2020 - 2025						
Administration						
Project Name	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25	Total Project Cost
Road and Bridge Dirt Pit	\$71,546	-			\$228,454	\$300,000
Roof		\$52,000				\$52,000
CAD System	\$393,000					\$393,000
Admin Complex					\$12,000,000	\$12,000,000
Emergency Operations Center					\$2,400,000	\$2,400,000
Redevelopment of Endeavor Properties (fka Dozier)		\$2,300,000	\$1,500,000	\$1,200,000		\$5,000,000
TOTALS:	\$464,546	\$2,352,000	\$1,500,000	\$1,200,000	\$14,628,454	\$20,145,000
Engineering- Transportation						
Project Name	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25	Total Project Cost
Poplar Springs Rd	-		-	-	\$3,322,875	\$3,322,875
Union Road		-		-	\$2,064,313	\$2,064,313
CR 162 - US 231 to Greenwood	\$6,545,514					\$6,545,514
CR 162 - US 231 to Wadell Mill Lane to 1 mi. W	\$562,371					\$562,371
Blueberry Drive	-	\$850,000				\$850,000
CR278	\$1,373,625	-		-	-	\$1,373,625
CR 277 (Piano Road)			\$3,000,860			\$3,000,860
Browntown Road	\$405,468	\$125,000		\$2,438,248		\$2,968,716
Holly Timber Road				-	\$2,322,980	\$2,322,980
Old Spanish Trail				-	\$1,601,269	\$1,601,269
Kynesville Road				-	\$6,800,000	\$6,800,000
Blue Springs Rd				-	\$7,000,000	\$7,000,000
Sweet Pond Road				-	\$3,800,000	\$3,800,000
Nortek Blvd				-	\$1,200,000	\$1,200,000
Longview Road	\$586,854					\$586,854
Southern Boulevard	\$1,263,872					\$1,263,872
Mockingbird Road	\$132,944					\$132,944
TOTALS:	\$10,870,648	\$975,000	\$3,000,860	\$2,438,248	\$28,111,437	\$45,396,193

Jackson County, Florida  
Capital Improvements Element

In Compliance: December 8, 2020

Fire Rescue						
Project Name	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25	Total Project Cost
Fire Station & Administration	\$1,053,141				\$1,159,141	\$2,212,282
Fire Engine 1	\$500,000	-				\$500,000
Fire Engine X		\$500,000				\$500,000
Extrication Package	\$45,000	\$45,000	-			\$90,000
Ambulance Remount	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,000,000
Ambulance new (2)	-	-			\$340,000	\$340,000
TOTALS:	\$1,798,141	\$745,000	\$200,000	\$200,000	\$1,699,141	\$4,642,282
Recreation						
Project Name	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25	Total Project Cost
Blue Springs - FRDAP	-	-		\$100,000	\$100,000	\$200,000
Blue Springs-NWFLWM/DEP	\$729,200	\$100,000,000				\$100,729,200
Cypress Park	-	-	-	\$150,000	\$150,000	\$300,000
Neals Landing	-	-	-	\$100,000	\$100,000	\$200,000
Paramore's Landing	-	-		\$100,000	\$100,000	\$200,000
Round Lake Park	-	-	-	\$200,000	\$200,000	\$400,000
Shangri-La Restoration	-	-		\$474,237	\$474,237	\$948,474
Howell Landing	-	-	-	\$200,000	\$200,000	\$400,000
Ski Inn Boat Ramp Annex	-	-		\$50,000	\$50,000	\$100,000
TOTALS:	\$729,200	\$100,000,000	\$0	\$1,374,237	\$1,374,237	\$103,477,674
Water/Waste						
Project Name	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25	Total Project Cost
Indian Springs Sewer Ext Ph. 1					\$3,887,500	\$3,887,500
Indian Springs Water Ext Ph. 1					\$1,668,235	\$1,668,235
Indian Springs Sewer Ext. Ph. 2A	\$1,000,000	\$1,000,000			\$2,000,000	\$4,000,000
Indian Springs Water Ext Ph. 2	\$500,000	\$2,262,530			\$2,762,530	\$5,525,060
Blue Springs Road Sewer Extension					\$3,401,200	\$3,401,200
Spring Chase Sewer Main Extension	\$2,500,000				\$2,500,000	\$5,000,000

Indian Springs Sewer Ext Phase 2B-F		\$6,800,000			\$6,800,000	\$13,600,000
TOTALS:	\$4,000,000	\$10,062,530	\$0	\$0	\$23,019,465	\$37,081,995
<b>GRAND TOTALS:</b>	<b>\$17,862,535</b>	<b>\$114,134,530</b>	<b>\$4,700,860</b>	<b>\$5,212,485</b>	<b>\$68,832,734</b>	<b>\$210,743,144</b>

Note: Jackson County relies heavily on grant and loan funds in order to effect capital improvements. If grants or loans are not available to implement the above programs by the planned dates, funding from general revenue will be examined as an alternative. If there are insufficient general revenue funds available to implement the scheduled improvements, they will be rescheduled to later dates. None of the above listed capital improvements are essential to maintain adopted minimum levels of service.

## MONITORING AND EVALUATION

The role of monitoring and evaluation is vital to the effectiveness of any planning program and particularly for the Capital Improvements Element of this comprehensive plan. New sources of local government revenues or changes in state and federal allocation of shared revenues and grants will have important implications for the financial feasibility of this plan. Therefore, the Capital Improvements Element requires a continuous program for monitoring and evaluation. Pursuant to Chapter 163, F.S., this element will be reviewed on an annual basis to ensure that required fiscal resources are available to provide public facilities needed to support adopted LOS standards.

The annual review will be the responsibility of the Local Planning Agency. In Jackson County, the County Planning Director, and County Administrator will serve as advisory members at all formal deliberations related to capital improvement monitoring and evaluation. The Local Planning Agency's findings and recommendations will be presented to the local governing body at a public meeting. The local governing body will direct staff to take action deemed appropriate based upon the Local Planning Agency's findings and recommendations.

The annual review of the CIE will include the following considerations, and will include an examination of the considerations themselves in order to determine their continued appropriateness.

- (1) Any corrections, updates, and modifications concerning cost; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in the element.
- (2) The Capital Improvement Element's consistency with the other elements and its support of the Future Land Use Element.
- (3) The ability to provide public facilities and services within a particular service area in order to determine any need for provision of additional services.
- (4) The priority assignment of existing public facility deficiencies.

- (5) The progress in meeting any needs determined to be existing deficiencies.
- (6) The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority.
- (7) The effectiveness in maintaining the adopted LOS standards.
- (8) The effectiveness in reviewing the impacts of plans and programs of State agencies, the Water Management District, and any other agency that provides and/or regulates public facilities within the County's jurisdiction.
- (9) The impacts of special districts and any regional facility and service provisions upon the ability to maintain adopted LOS standards.
- (10) The ratio of outstanding general obligation indebtedness versus annual revenue.
- (11) Efforts made to secure grants or private funds, whenever available, to finance the provisions of capital improvements.
- (12) The transfer of any unexpended account balances.
- (13) The criteria used to evaluate proposed plan amendments and request for new development or redevelopment.
- (14) Capital improvements needed for the latter part of the planning period, for inclusion in the Five Year Schedule of Improvements.

## CAPITAL IMPROVEMENTS

### ELEMENT GOALS, OBJECTIVES, AND POLICIES

**GOAL:** The County adopts the goal of providing adequate facilities to all residents within the jurisdiction in a timely and efficient manner.

**Objective 1:** Capital improvements will be programmed to correct existing deficiencies, to accommodate future growth, and to replace worn out or obsolete facilities, as indicated in the five-year schedule of improvements.

**Policy 1.1:** The Board of County Commissioners will evaluate and rank capital improvements projects proposed for inclusion in the Five-Year Schedule of Capital Improvements.

**Policy 1.2:** Capital improvements projects will be prioritized and ranked according to the following set of criteria and associated points (the highest point total having the highest priority):

- 2 pts. (1) The project is needed to eliminate a proven or obvious hazard to the public health and safety;
- 2 pts. (2) The project is needed to fulfill a legal obligation by the County or municipality;
- 2 pts. (3) The project is needed to eliminate existing capacity deficiencies;
- 2 pts. (4) The project is needed to maintain adopted level of service standards;
- 2 pts. (5) The project is needed to comply with state or federal regulations;
- 1 pt. (6) The project is needed to preserve or replace an existing public facility;
- 1 pt. (7) The project is financially feasible;
- 1 pt. (8) The project is consistent with the plans of the state agencies and water management districts that provide public facilities within the local government's jurisdiction; and
- 3 pts. (9) The project will increase the economic base and quality

of life of the residents.

**Policy 1.3:** The County will update annually the Capital Improvements Element and Schedule as part of the county Budget cycle to include by reference the most recently adopted Jackson County School Board District Five Year Facilities Work Plan as provided by the Jackson County School Board.

**Policy 1.4:** Funding for infrastructure replacement and renewal shall be evaluated and allocated so as to minimize operating costs and maximize the life of infrastructure.

**Objective 2:** The Land Development Code will include adequate public facilities provisions that ensure that all land use decisions are consistent with the adopted level of service standards.

**Policy 2.1:** The following level of service standards are hereby adopted and will be maintained as growth occurs in Jackson County. The level of service listed below will also apply to Chapter 2, Transportation Element.

**(1) ROADWAYS:**

Principal Arterials.....LOS C for peak hour

All segments; All State roads within Jackson County designated as urban arterials shall have the LOS standard of “B”. These will include roadways which are part of the Florida Intrastate Highway System (FIHS).

Minor Arterials.....LOS D for peak

hour Major and Minor Collectors.....LOS D for  
peak hour

Strategic Intermodal System (SIS) facilities...FDOT recommended level of service.

**(2) RECREATION AND PARKS:**

Regional Parks.....20 acres/1000  
population Community Parks.....2  
acres/1000population

**(3) SOLID WASTE:**.....3.3 pounds per capita per day

**(4) POTABLE WATER:**.....155 gallons per capita per day

(5) **SANITARY SEWER:**.....100 gallons per capita per day

**Private On-site Systems**

The following level of service standard applies to the unincorporated area of Jackson County that is served by private, on-site disposal systems.

Private, on-site disposal systems shall meet or exceed the requirements set by the Florida Department of Health.

(6) **DRAINAGE:**

Conveyance Systems: All drainage swales and ditches shall be designed to convey the runoff generated from a 25-year, 24-hour storm event.

On collector roads, culverts and cross-drains shall convey the runoff from a 10-year, 24-hour storm.

On local roads and internal subdivision roads, culverts and cross-drains shall be designed to convey the runoff from a 10-year, 24-hour storm.

Stormwater Management Systems for development in commercial, Industrial land use categories and other land uses within the Urban Service Areas (USAs) shall be designed to either retain on-site the runoff generated by a 25-year, 24-hour storm or detain and discharge the runoff from a 25-year, 24-hour storm at peak discharge rates, which do not exceed pre-development rates.

Stormwater Management Systems for development in all other land use districts shall be designed to either retain on-site the runoff generated by a 5-year, 24-hour storm or detain and discharge the runoff from a 5-year, 24-hour storm at peak discharge rates, which do not exceed pre-development rates.

(7) **WATER QUALITY:**

Water quality treatment in general, shall be provided for runoff from the first one-inch of rainfall; or as an option, for projects or project sub-units with drainage areas of less than 100 acres, from the first 2-inch of runoff consistent with Chapter 62-25, F.A.C. –

Stormwater discharge facilities which directly discharge to Outstanding Florida Waters shall include an additional level of treatment equal to fifty percent of the treatment criteria specified in Section 62-25.035(1)(b) or Section 62-25.040 or Section 62-25.042, F.A.C.

All other discharge facilities shall be designated so as to not degrade the receiving water body below the minimum conditions necessary to assure the suitability of

water for the designated use of its classification as established in Chapter 62-302, F.A.C.

As adopted by the NFWFMD, environmental resource permits (ERP) for determining the landward extent of wetland and surface waters shall be obtained, as applicable, in accordance with Chapter 62-340, F.A.C.

**(8) Schools:**

The following are level of service standards for the Jackson County School District:

TYPE OF SCHOOL	LEVEL OF SERVICE
Elementary	107% of DOE permanent FISH capacity
Middle	100% of DOE permanent FISH capacity
High	90% of DOE Total Satisfactory Student Stations
Magnet / Special Education	100% of DOE permanent FISH capacity

**Objective 3:** Annual review of the Capital Improvements Element will be coordinated with the County budget review process. The review will ensure that projected revenues will be sufficient to comply with the 5-year schedule of capital improvements.

**Policy 3.1:** The County shall limit long-term borrowing for projects that are too expensive to be financed by current revenues.

**Policy 3.2:** Bond issues shall be structured to be amortized within a period not to exceed the useful life of the capital project.

**Policy 3.3:** Where possible, revenue, special assessment and other self-supporting bonds shall be used instead of general obligation bonds.

**Policy 3.4:** Total debt service for general obligation bonds will not exceed ten percent of net operating revenues.

**Policy 3.5:** Efforts shall be made to secure grants or private funds whenever available to finance the acquisition of capital improvements.

**Objective 4:** Future development will bear a proportionate share of the cost of facility improvements necessitated by the development in order to maintain adopted level of service standards.

**Policy 4.1:** The County will identify and use alternative sources of revenue to finance needed drainage improvements.



**Objective 5:** No final development orders will be issued that result in the degradation of public services below acceptable level of service standards adopted in the Element.

**Policy 5.1:** The County shall not issue a development order or permit that results in a reduction below the acceptable levels of service adopted in the Jackson County Comprehensive Plan.

**Policy 5.2:** The Land Development Code will include a development review process to determine the availability of public facilities concurrent with the impacts of development.

**Policy 5.3:** If capital projects needed to maintain the adopted level of service standards are not available at the time the development order is issued, then the development order shall be conditioned upon the availability of those items at the time the impacts of development occur.

**Policy 5.4:** Prior to the issuance of certificate of occupancy, the County shall verify that all public facilities are available to serve development for which development orders were issued prior to the date of adoption of this plan. Development orders for future development shall not be issued unless the County has demonstrated the following:

Compliance with the adopted Level-of-Service Standards in the Comprehensive Plan and One or a combination of the following conditions exist:

- (1) Necessary facilities and services are in place at the time that a development order or permit, consistent with 163.3180(1)(b) F.S.; [Sec. 9J-5 eliminated]
- (2) A development order or permit is issued subject to the condition that a certificate of occupancy shall not be issued unless necessary facilities and services are in place;
- (3) Necessary facilities are under construction at the time a development order or permit is issued;
- (4) Sanitary sewer, solid waste, drainage, and potable water are the only public facilities and services subject to the concurrency requirement. [163.3180(1)]
- (5) Infrastructure needed to ensure that adopted level-of-service standards are achieved and maintained for the 5-year period of the capital improvement schedule shall be included in the annual update to the Capital Improvements Plan pursuant to the requirements of s. 163.3180(5)(b).

**Policy 5.5:** The County shall adopt Concurrency Management provisions to ensure that, at the time a development order or permit is issued, adequate facility capacity is available, consistent with the criteria established in Policy 5.4 and based upon the application of the Level-of-Service Standards to the proposed development. Development orders approved prior to the actual authorization for the commencement of construction or physical activity on the land shall be conditioned to provide that actual authorization of the final development permit which shall authorize the commencement of construction or physical activity on the land shall be contingent upon the availability

of public facilities and services necessary to serve the proposed development consistent with the criteria established in Policy 5.4. In all cases, a test for concurrency will occur prior to the application for a development order or permit which contains a specific plan for development, including densities and intensities of use.-

**Policy 5.6:** Proposed Comprehensive Plan amendments and requests for new development or redevelopment shall be evaluated to determine whether the proposed action would: conform with future land uses as shown on the Future Land Use Map (Map 1) of the Future Land Use Element, and public facility availability as described in the Infrastructure Element.

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# **CHAPTER EIGHT**

## **INFRASTRUCTURE ELEMENT**

### **EXECUTIVE SUMMARY**

The Infrastructure Element analyzes Jackson County's network of public facilities and services to accommodate proposed and existing development.

Marianna, Cottondale, Grand Ridge and Sneads are the only jurisdictions in the County that currently have public sanitary sewer facilities. Malone and Graceville each operate a partial central sewer system.

Jackson County will continue to support and explore methods of reducing solid waste volumes. Monitoring of existing recycling programs and solid waste volume will continue in order to support and identify future needs.

To protect groundwater resources, the County has wellhead protection policies that regulate land uses within wellhead protection zones as identified in the Conservation Element.

## INFRASTRUCTURE ELEMENT

### GOALS, OBJECTIVES, AND POLICIES

**GOAL :** To provide adequate public facilities and services based upon the community's desire for environmental quality and financial health and to protect the unique water resource areas of the County.

**Objective 1:** Maintain a Land Development Code that discourage urban sprawl and maximize the use of existing transportation, solid waste, water and wastewater, and drainage facilities. Land development regulations shall promote concentration of new development around existing or planned infrastructure. Such regulations shall:

- (1) Maintain regulations in the Land Development Code that will encourage infill development, in order to increase utilization of existing capacity and discourage sprawl;
- (2) Continue to develop and support programs to reduce solid waste disposal volumes; monitor solid waste disposal volumes; and
- (3) Coordinate the extension of, or increase in capacity of, facilities to meet adopted level of service standards.

Groundwater quality shall be maintained so as to meet state groundwater quality standards. Recharge to aquifers shall be maintained so that post-development recharge volumes are at least equal to pre-development recharge volumes. Development within natural drainage features shall not decrease the flood storage capacity of these drainage features or increase flood levels or velocities for all floods that are equal to or less than the 1 percent annual chance flood.

**Policy 1.1:** Encourage and promote future urban development in areas which are adjacent to locations currently served by existing infrastructure or where adequate infrastructure can be provided.

**Policy 1.2:** Systems for all types of development within Commercial and Industrial Land Use categories or any land use category within the Urban Service Areas (USA) shall be conditioned to require that users be connected to central water and sewer facilities within 365 days after receiving notice of availability of public water or sewer supply or collection system lines.

**Policy 1.3:** Acquired acreage for landfills shall only be put into service to meet demand consistent with adopted level of service standards for solid waste of the County

jurisdiction unless specifically approved by the Jackson County Board of County Commissioners.

**Policy 1.4:** The following ranking system shall be used to provide projects that correct existing facility deficiencies:

Level 1: To protect public health and safety, or to preserve full use of existing facilities.

Level 2: To increase efficiency and reduce operation costs and maintenance.

Level 3: To extend facilities within service areas.

**Objective 2:** Employ the use of adopted level of service standards and other appropriate regulations as a means of controlling future uses of land. Such regulations shall ensure that appropriate infrastructure will be provided to accommodate future populations and land uses. Such regulations shall also ensure that development orders are not issued which degrade the adopted level of service.

**Policy 2.1:** Jackson County will coordinate expansion or development of new water and/or sewer infrastructure with its Capital Improvements Plan. Efforts to coordinate with municipal infrastructure development will be made as part of a long range planning effort.

**Policy 2.2:** The County will use the Environmental Resource Permitting (ERP) process for wetland regulations, and with respect to stormwater discharge as adopted by the Northwest Florida Water Management District (NFWFMD) in accordance with Chapter 62-340 F.A.C.

**Policy 2.3:** The County shall require that public facilities are in place and available to serve new development no later than the issuance of a certificate of occupancy or its functional equivalent.

**Policy 2.4:** In areas to be served by on-site wastewater treatment systems, final development orders shall not be issued prior to demonstration that applicable federal, state, and local permits for on-site wastewater treatment systems have been obtained.

**Policy 2.5:** Applications for development approval for sites located in areas identified on the Soils Map (Map 5) included in the Future Land Use Map Series as belonging to a soils association that poses moderate to severe limitations to development shall comply with standards set by Florida Department of Health (FDOH). Clustering, as defined in the Land Development Code, shall be allowed on the portion of the site posing the fewest restrictions based on the characteristics of the soils of the site.

**Policy 2.6:** Expansion of municipal or other utility systems not owned by Jackson County outside of municipal jurisdictions will be regulated through the use of service area franchise agreements with Jackson County. New utilities or expansions shall comply

with the Goals, Objectives and Policies of the Comprehensive Plan and generally support the intent of the plan.

**Policy 2.7:** Development shall not be permitted in areas not served by public sanitary sewer unless the site is approved by FDOH or another designated agency for an in-ground septic system or the developer agrees to provide a State permitted sewer system concurrent with the development.

**Objective 3:** Maintain a solid waste management monitoring program that supports and maintains the adopted level of service through correction of existing facility deficiencies and minimization of adverse impacts on the environment.

**Policy 3.1:** Monitor the existing capacity of the solid waste landfills in order to ensure that capacity exists to meet county needs for the next 20 years. When that capacity is determined to be deficient, the County will initiate actions to acquire the needed capacity.

**Policy 3.2:** Continue to support a county-wide recycling program to reduce solid waste volumes and consider recycling revenue opportunities.

**Policy 3.3:** Continue the sinkhole and groundwater quality monitoring program to ensure that the County's solid waste facilities maintain compliance with Chapter 62-701, F.A.C., as of the date of adoption of this Comprehensive Plan in its form.

**Objective 4:** Correct existing drainage facility deficiencies through: co-sponsoring of Natural Resources Conservation Service erosion and sedimentation control programs and water quality improvement programs; paving of roads according to adopted level of service standards and the schedule adopted in the CIE.

**Policy 4.1:** The development and adoption of a Stormwater Management Plan shall be completed subject to the availability for funds, which identifies the stormwater quality and quantity deficiencies within USA's and the portion of the Chipola River Drainage Basin designated for urban development (i.e. all land use categories other than Agriculture 1, Agriculture 2, Recreation, or Conservation). These studies shall recommend needed drainage improvements and shall analyze whether the adopted level of service standards are appropriate. These studies shall recommend alternative standards, if necessary. The Infrastructure Element, including the data and analysis, level of service standards, and priorities for replacement of facilities, an analysis of the financial feasibility of correcting existing facility deficiencies, and providing the future facility needs shall be amended, and the Capital Improvements Element, including the Five-Year Schedule of Capital Improvements, shall be amended within twelve (12) months of the completion of each of these Stormwater Management Plans based on the findings and recommendations contained in these plans.

**Policy 4.2:** Continue to support participation in watershed protection efforts. Efforts to identify and protect critical watershed areas will include use of the Land Development Code.

best development practices, or acquisition. Jackson County will continue to seek funding opportunities for watershed management and protection projects.

**Policy 4.3:** Standards for the preservation of natural drainage features, as defined in the Land Development Code, shall include maximum impervious surface ratios, native vegetation protection, use of silviculture/agriculture best management practices, and vegetative setback zones.

Jackson County will coordinate watershed management practices and protection with the Northwest Florida Water Management District, U.S. Army Corps of Engineers and Florida Department of Environmental Protection.

**Policy 4.4:** Maintain the Land Development Code to ensure that new development shall comply with the level of service standards for stormwater quality and quantity established in Policy 2.1 of the Capital Improvements Element.

**Objective.5:** Discourage urban sprawl and maximize the use of future facilities by allowing drainage facilities to serve more than one function and to promote the use of regional drainage facilities.

**Policy 5.1:** Planning of County-funded drainage facilities shall be in consideration of regional drainage needs. Oversizing of facilities to accommodate any regional needs should be a priority.

**Policy 5.2:** Encourage the use of pervious pavement in lieu of traditional asphalt in the land development regulations.

**Objective 6:** Ensure inter-element coordination of land development for protection of springs and other karst features in Jackson County.

**Policy 6.1:** All development within Jackson County must comply with Objectives 10-18 and the Policies stated therein contained in Chapter 4 (Conservation Element) of this document.

**Objective 7:** Conserve the County's potable water resources, natural drainage features and groundwater aquifer recharge areas.

**7:** Use sound management practices regarding prime groundwater aquifer recharge areas and natural drainage features through adoption of land development regulations and establishment of coordination mechanisms with federal, state, and local agencies.

**Policy 7.1:** Final Certificate of Occupancy shall not be issued until the applicant has demonstrated that proper state and federal permits have been issued for stormwater treatment.



**Policy 7.2:** Request Technical Assistance from the NFWFMD regarding the protection of high aquifer recharge areas and significant natural drainage features. At such time as these areas are identified, the Land Development Code shall be modified to incorporate restrictions set by FDOH.

**Policy 7.3:** The land development regulations shall use Florida Department of Environmental Protection (FDEP) Rule 62-730, F.A.C., and Chapter 403, F.S., concerning discharge of hazardous or toxic pollutants in areas of high aquifer recharge.

**Policy 7.4:** Protect vital groundwater recharge areas and closely regulate development surrounding areas of prime aquifer recharge by allowing only those land uses, site designs, and on-site stormwater drainage systems that show no detrimental impact to the prime aquifer recharge area.

**Policy 7.5:** Maximum retention requirements for stormwater shall be enforced so that post-development runoff volumes from development sites do not exceed pre-development runoff volumes. Within recharge areas, stormwater runoff from development sites and sanitary sewer effluent shall be treated so that state groundwater quality standards are not violated.

**Objective 8:** Conserve and protect potable water resources from adverse impacts through the Land Development Code and best management practices in coordination with federal, state, and local agencies.

**Policy 8.1:** Participate in water conservation and protection programs of the NFWFMD for the use intent that encourage the use of water conservation devices in all new development.

**Policy 8.2:** Encourage the use of native vegetation in landscaping, which requires minimal watering.

**Policy 2.8.3:** Cooperate with no-watering restrictions of the county, and NFWFMD during declared water shortages.

**Policy 84:** Continue to implement techniques for conservation of potable water in the Land Development Code.

## **CHAPTER NINE**

### **MONITORING AND EVALUATION PROGRAMS**

The Jackson County Countywide Comprehensive Plan will be examined on an annual basis during the preparation of the annual budget in connection with the evaluation of the Capital Improvements Element. The annual review will determine whether it is effectively guiding Jackson County.

The annual monitoring program is designed to consider accomplishments and obstacles encountered by Jackson County in all areas covered by the Comprehensive Plan. At the end of the fiscal year a monitoring report will be prepared by Jackson County which includes a brief statement of the following:

- (1) Activities, programs and accomplishments undertaken and/or completed within the immediately past fiscal year which implement one or more provisions of the Comprehensive Plan describing the degree to which the goals, objectives and policies have been successfully reached.
- (2) Actions initiated or completed during the fiscal year, which were contrary to the Comprehensive Plan, together with a justification. Where such actions were reasonable and justified, consideration shall be given to the need to amend the Comprehensive Plan.
- (3) Review of development authorized during the fiscal year and whether that development conformed to the provisions of the Comprehensive Plan. Where it is determined that development approvals were contrary to the Comprehensive Plan, consideration shall be given to the need to amend the Comprehensive Plan.
- (4) Problems or obstacles encountered during the fiscal year, which resulted in underachievement of goals, objectives, or policies and create a requirement for a plan amendment as a reasonable solution. Such plan amendments may include new or modified goals, objectives, or policies needed to correct discovered problems.
- (5) Recommendations regarding future actions, programs, or plan amendments in response to the findings in (1) through (4) above. Recommendations shall address whether data must be updated, goals/objectives/policies added or modified, and estimate the time and cost for carrying out the recommendations.
- (6) A brief summary of the development and redevelopment which has occurred in the jurisdiction during the fiscal year.
- (7) A brief statement of the relationship of development within the jurisdiction to the adopted levels of service.

The annual monitoring report shall be presented to the appropriate local governing body, after review and comment by the Local Planning Agency (LPA). Consideration of the monitoring report shall be at a regular meeting of the local governing body.

An Evaluation and Appraisal (EA) shall be completed as required by Florida law, in addition:

- (1) An updated data base including, at a minimum, (1) revised population estimates and projections based upon the latest projections from the Florida Housing Data Clearinghouse, FHDC, and (2) updating of measurable objectives to be accomplished in the first five-year period of the plan, and for the long- term period.
- (2) Recommendations for actions, programs, or plan amendments as a result of the cumulative findings from the annual monitoring reports, or the updated data and analysis.

Evaluation and Appraisals shall assess the County's comprehensive plan and advise the Florida Department of Economic Opportunity (DEO) by letter whether plan amendments are necessary to reflect changes in state requirements in the Community Planning Act since the last update of the Comprehensive Plan.

# **CHAPTER TEN**

## **ECONOMIC DEVELOPMENT ELEMENT**

### **GOALS, OBJECTIVES, AND POLICIES**

**GOAL:** Enhance the economic prosperity of all citizens of Jackson County and expand and diversify the county's tax base without compromising its rural quality of life.

**Objective 1:** Achieve a diversified and sustainable economic base in Jackson County to minimize the vulnerability of the local economy and to provide economic opportunity for all segments of the population.

**Policy 1.1:** Promote and support the goals and objectives of the County's lead economic agency in recruitment and expansion of targeted industries that will contribute to economic diversification that include, but are not limited to: manufacturing, warehousing, logistics, distribution, food processing, healthcare, communication and tourism related businesses.

**Policy 1.2:** Implement the goals of the Tourist Development Council to promote Jackson County as a tourism destination through events, advertising and accessible recreation sites.

**Policy 1.3:** Promote tourism, including eco-tourism, agri-tourism, heritage tourism and tourism-related businesses which complement the County's environmental, social and economic competitiveness.

**Policy 1.4:** Expand the economic base of the county by creating an environment that encourages entrepreneurship through partnerships with the Chamber of Commerce, Chipola College, Chipola Regional Workforce Board, SCORE Association, Florida Small Business Development Council (SBDC), Vistage and related organizations that provide education and training to the community.

**Policy 1.5:** Promote economic development efforts that build on, complement and support existing commercial, industrial and agricultural assets in the local economic system.

**Policy 1.6:** Encourage and allow flexibility in the development of home-based businesses consistent with public health, safety and nuisance concerns.

**Policy 1.7:** Evaluate and ensure that new or expanding businesses will contribute to maintaining a clean environment (air, water, soil) and will be located in areas with appropriately designated land use categories and suitable supporting infrastructure.

**Objective 2:** Provide an economic development strategy for Jackson County.

- Policy 2.1:** Pursue an integrated and coordinated approach to economic development based on citizen and other stakeholder input that focuses on the needs of the County and its municipalities. The County shall support the activities of the county's lead economic agency in the development and implementation of a strategic plan for county-wide economic development while taking into consideration the economic development goals of the region.
- Policy 2.2:** Coordinate the economic development activities of the county with the municipalities and the appropriate federal, state, regional and local agencies and economic development organizations, including Enterprise Florida, Opportunity Florida, local Mainstreet programs, Chamber of Commerce, East Jackson County Development Council and the Apalachee Regional Planning Council.
- Policy 2.3:** Pursue and utilize incentive programs such as Tax Abatement, Community Development Block Grants (CDBG), Florida Economic Trust Fund, Rural Infrastructure Grant, Tax Increment Financing (TIF), Qualified Target Industries (QTI) and any other programs or grants, such as those provided by the Economic Development Administration or US Department of Agriculture Rural Development, that may be available and are designed to assist local economic and community development projects.
- Policy 2.4:** Support and promote educational, vocational and technical training and internship opportunities to meet the needs of existing and new employers. In addition, the County will collaborate with state and local agencies and institutions including the career and technology education programs of Chipola College and Jackson County School Board, to provide and expand on vocational and entrepreneurial skills and training opportunities.
- Policy 2.5:** Coordinate the economic development efforts of the county with Enterprise Florida, Opportunity Florida, the Florida Department of Economic Opportunity, Florida's Great Northwest, and the Apalachee Regional Planning Council in a manner to assist economic growth based on foundational clusters like agriculture together with new industries in targeted sectors like agribusiness, logistics and distribution, renewable energy and sustainable building products.
- Policy 2.6:** Develop and enhance the quality of the local labor force by attracting businesses to the county that will increase the average working wage.
- Objective 3:** Develop and maintain incentive strategies to attract and retain new and expanded employment opportunities to Jackson County.
- Policy 3.1:** Promote economic development goals through a performance-based program, as defined in the Land Development Code, designed to provide economic incentives for both existing businesses desiring to expand and new businesses wishing to locate within the County, and to encourage development of speculative space for industrial, warehousing and office projects.

**Policy 3.2:** Pursue incentive programs such as Tax Increment Financing (TIF), Community Development Block Grant (CDBG), Qualified Target Industry Tax Refund program, an impact fee financing fund, a revolving capital loan fund, and land acquisition that will allow businesses and employers to invest in retaining and creating high wage job opportunities and value-added businesses. In order to determine whether incentives are provided to a project, the County shall conduct a cost/benefit assessment of any financial incentives proposed to be provided by the County to support the retention, expansion or development of local business or to attract new business. Such an assessment shall factor in the financial costs as well as the social equity and environmental impacts of proposed incentives.

## **COMPREHENSIVE PLAN MAPS FUTURE LAND USE SERIES**

Map 1: 2030 Future Land Use

Map 2: Overlay District

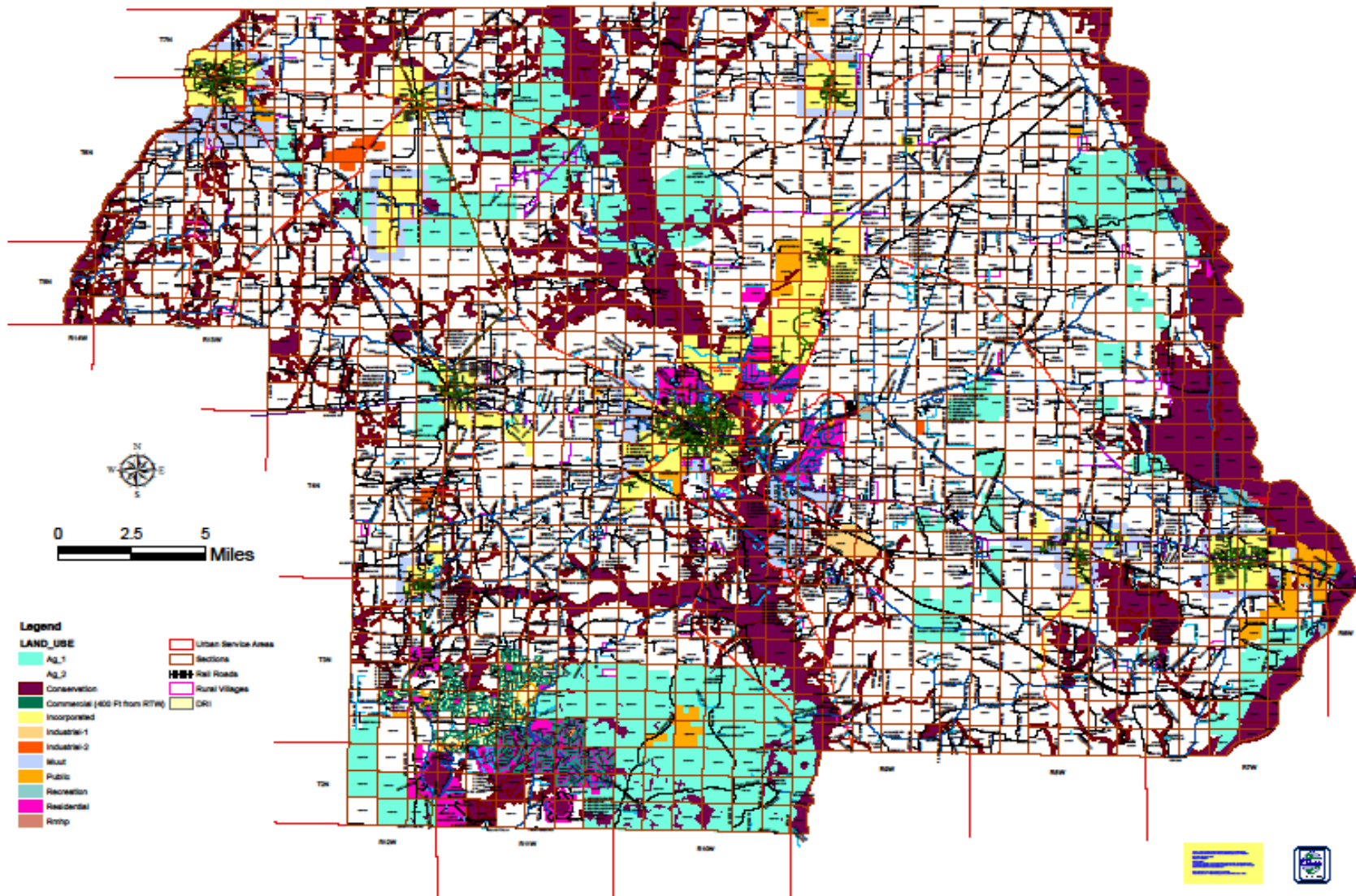
Map 3: Future Transportation System

Map 4: Wetlands

Map 5: General Soils

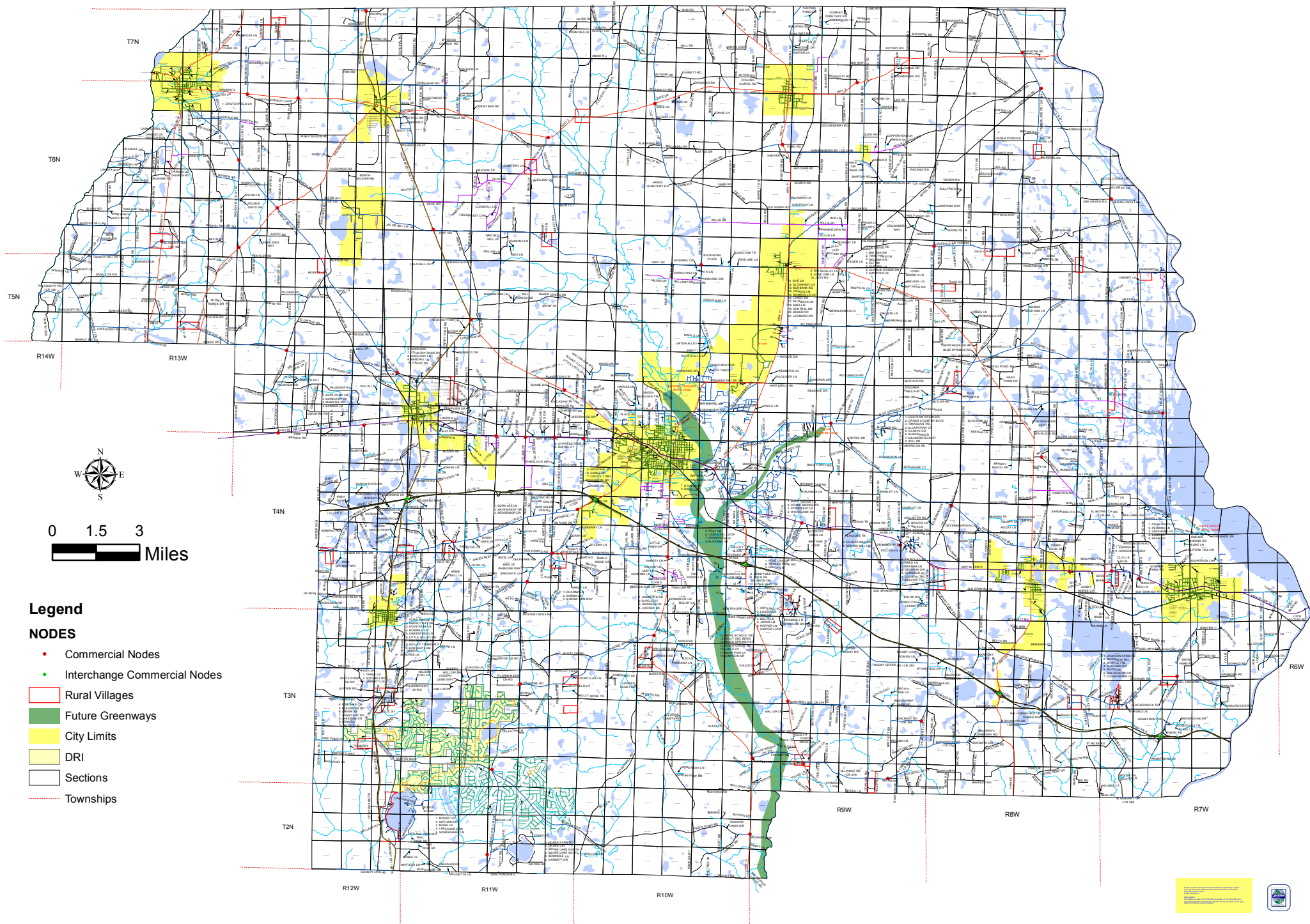


Map 1  
Jackson County Comprehensive Plan  
2030 Future Land Use Map

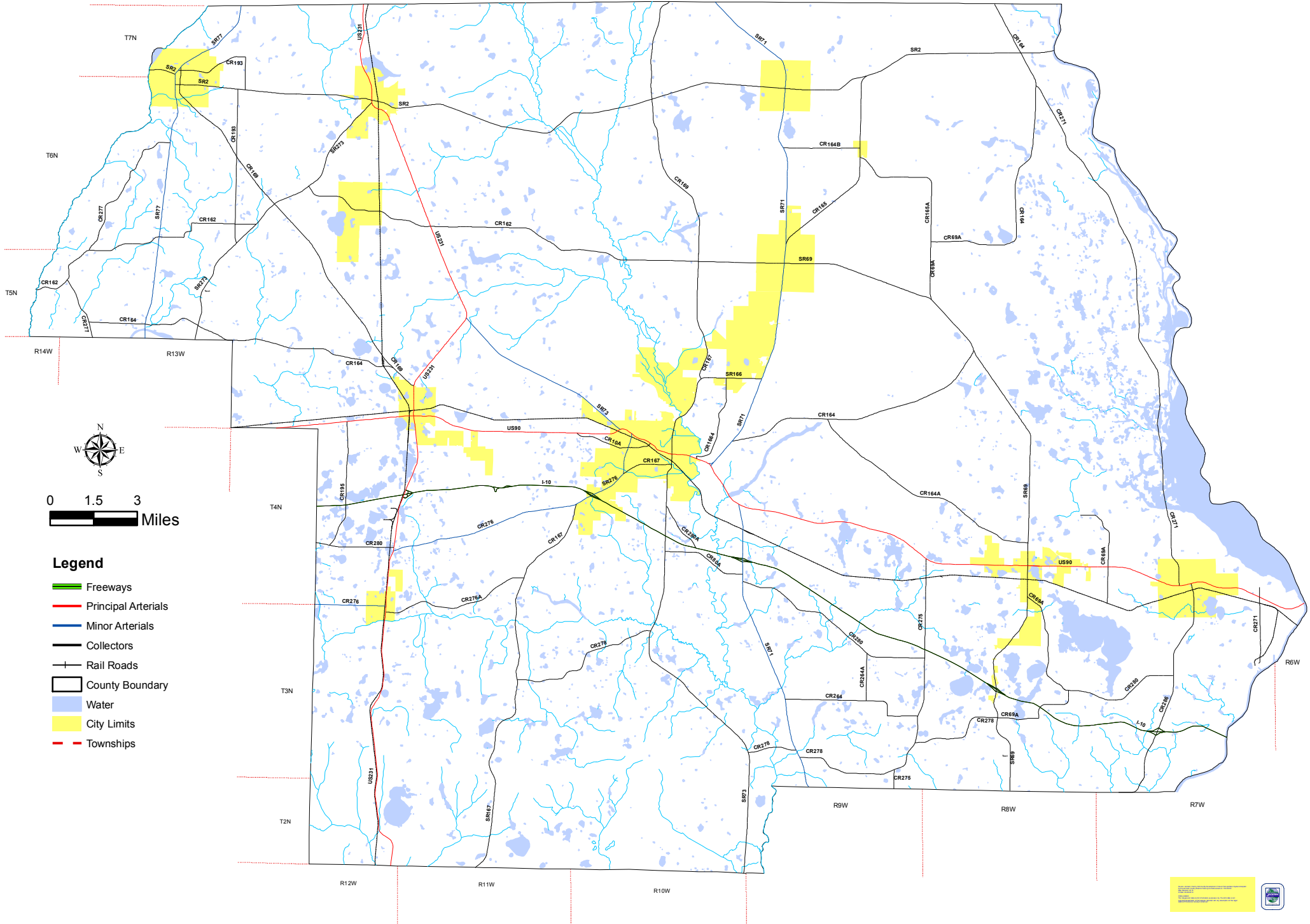




Map 2  
Jackson County Comprehensive Plan  
Overlays District Map



# Map 3 Jackson County Comprehensive Plan Future Transportation System





Map 4  
Jackson County Comprehensive Plan  
Wetlands Map

