

COUNTY OF JACKSON
STATE OF GEORGIA

RESOLUTION 25 - 0 15

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF JACKSON COUNTY
APPROVING AND ADOPTING THE
JACKSON COUNTY 2055 COMPREHENSIVE PLAN

WHEREAS; In order to maintain qualified local government certification, and thereby remain eligible for selected state funding and permitting programs, each local government in Georgia must prepare, adopt, maintain, and implement a comprehensive plan as specified in state administrative rules; and

WHEREAS; Jackson County has prepared an updated comprehensive plan, with appropriate opportunity for involvement and input from stakeholders, an appointed steering committee, and the general public; and

WHEREAS; Public hearings as required by the state's administrative rules have been held; and

WHEREAS; Jackson County has transmitted the comprehensive plan for review by the Northeast Georgia Regional Commission and the Georgia Department of Community Affairs as required by local planning requirements of the state; and

WHEREAS; The Northeast Georgia Regional Commission has notified the county of the Georgia Department of Community Affairs' (DCA's) determination that the comprehensive plan meets minimum requirements of DCA Rules; Chapter 110-12-1, Minimum Standards and Procedures for Local Comprehensive Planning;

Now, therefore IT IS RESOLVED as follows:

1.

The Jackson County 2055 Comprehensive Plan, dated October 2025, is hereby adopted.

2.

County staff is hereby directed to provide a copy of this adoption resolution and the adopted 2055 Comprehensive Plan within seven days of local adoption to the Northeast Georgia Regional Commission.

3.

To publicize adoption, the adopted comprehensive plan shall be maintained on Jackson County's website.

So RESOLVED, this 20th day of October, 2025

Marty Clarke

Chair, Board of Commissioners

Erunka Johnson

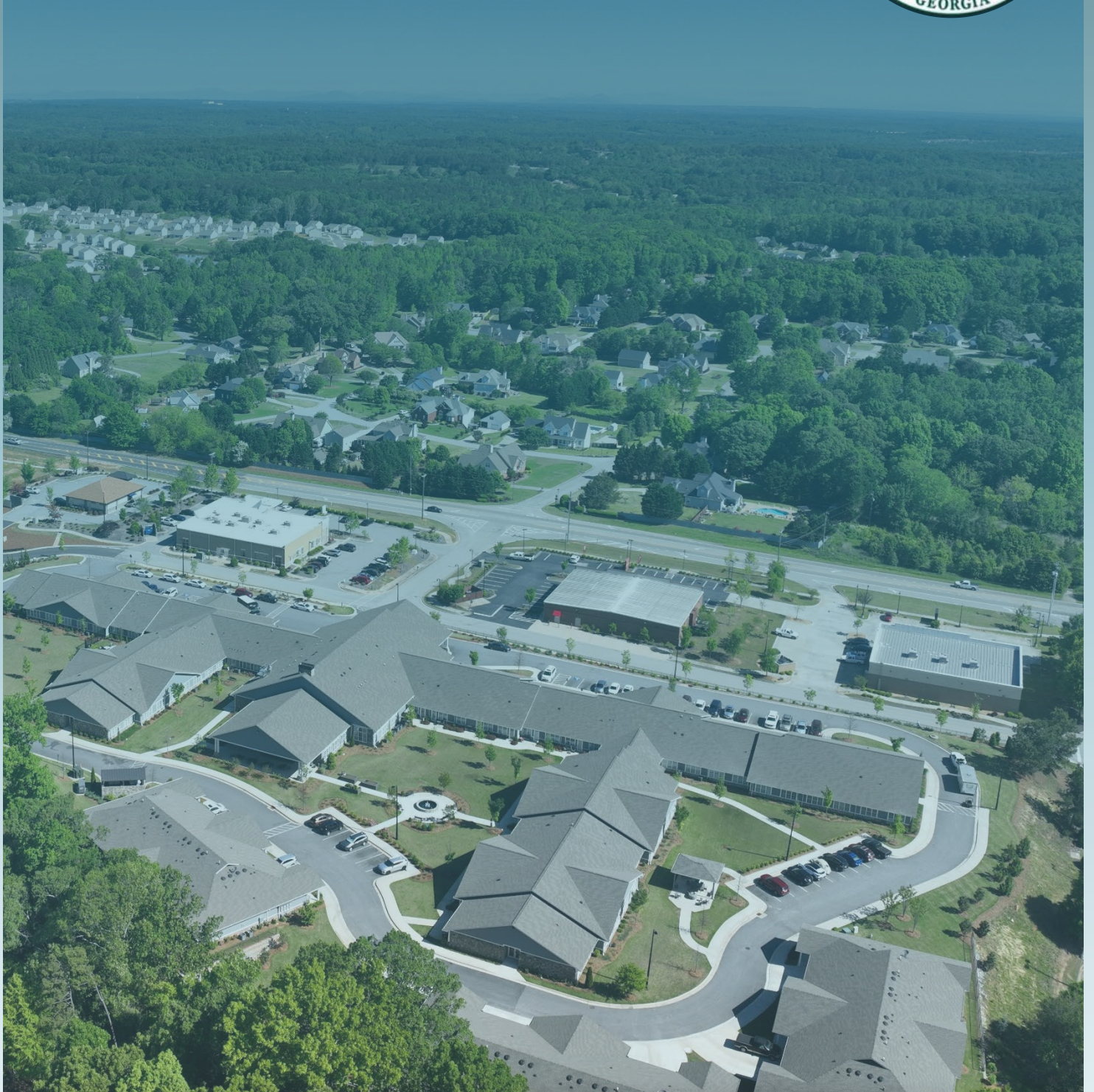
Deputy County Clerk

SEAL:



Jackson County

Comprehensive Plan 2055



Adopted October 20, 2025



Prepared by the Planning & Government Services Division
of the Northeast Georgia Regional Commission

Acknowledgements

Steering Committee Members

Listed on page 10.

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INTRODUCTION



The first chapter of this five-year update to the Jackson County Comprehensive Plan is intended to provide an introduction to the plan document's content, organization, as well as necessary context for the elements that follow.

Purpose

A Comprehensive Plan is a community's guide for growth and improvement to public services, community resources, local policies, and the built environment. The plan represents the preferred vision for the community's future and provides a tangible list of actions that the community is committed to undertaking to achieve that vision. It is intended to provide guidance to local elected officials on land use patterns, the existing needs of facilities and services, and the protection and enhancement of quality of life within the community.

By considering current needs and existing opportunities, the plan provides a foundation for decision-making in support of achieving short- and long-term goals. The plan seeks to establish ground rules for how the community will develop and invest by asking four questions:

- Where are we now?
- Where are we going?
- Where do we want to be?
- How do we get there?

This Comprehensive Plan is firmly grounded in the reality of where we are as a community today. This section provides important background information about the community, including our regional context, history, current land use patterns, development regulations, and finally an analysis of demographic and market conditions. Collectively, this section will provide context critical to understanding the influences that shaped the development of the *Jackson County Comprehensive Plan 2055*.

Context

Jackson County, Georgia, is in the Northeast Georgia Region. It was established in 1796 and comprises the Jefferson, Georgia, Micropolitan Statistical Area. The county seat is Jefferson, and other cities within the county include Arcade, Braselton, Commerce, Hoschton, Jefferson, Maysville, Nicholson, Pendergrass, and Talmo (Figure 1). Residents value Jackson County's rural character, connection with agriculture, and historic and natural resources; however, the area is under tremendous development pressure. According to the US Census, Jackson County was the fourth fastest growing county in the United States from July 1, 2022, to July 1, 2023, and again from July 1, 2023, to July 1, 2024! Through careful planning, the County is working to balance the need for additional residences and workplaces with protection of resources and rural lands.

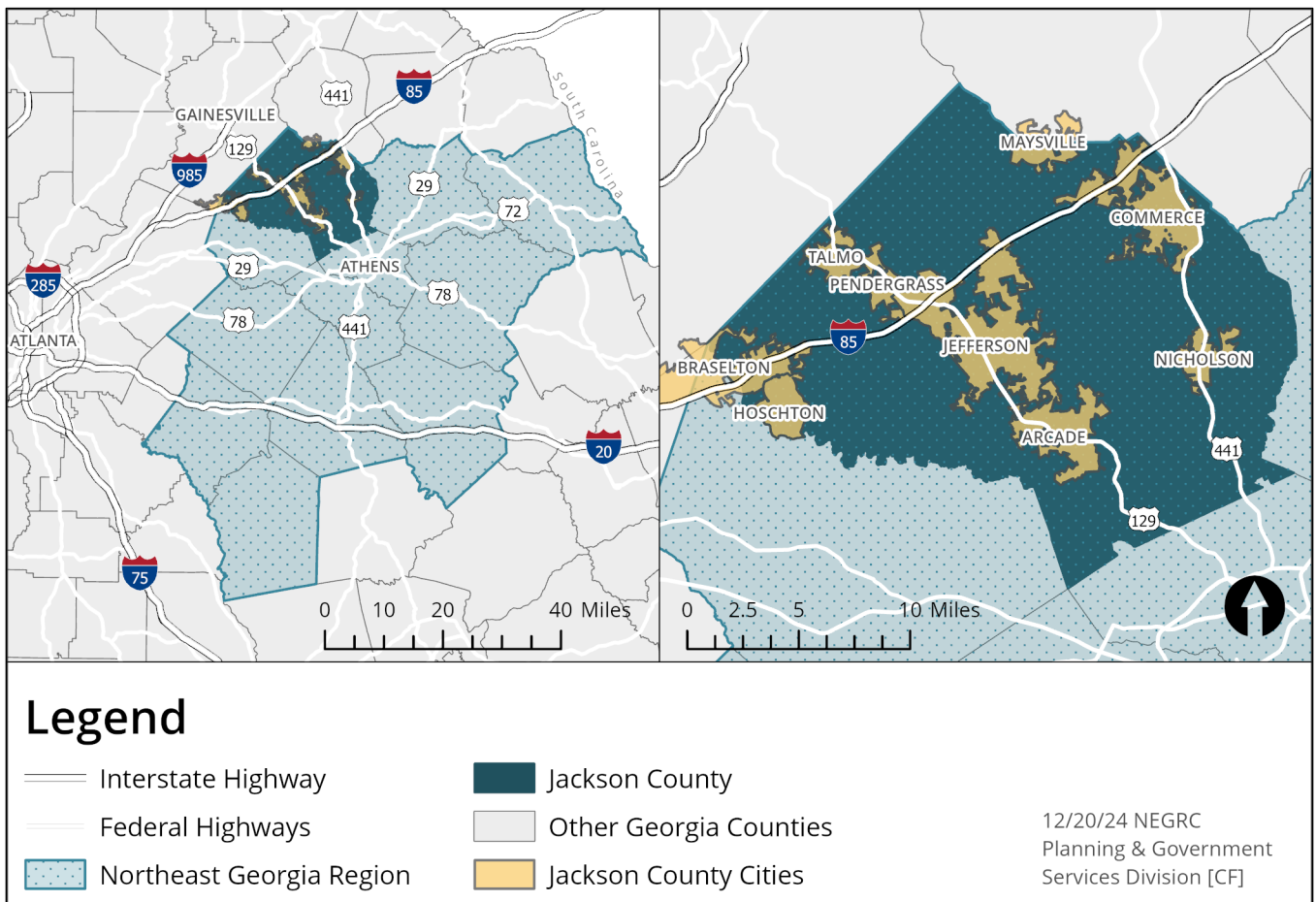


Figure 1. Jackson County is within the Northeast Georgia Region (left). Cities in Jackson County include Arcade, Braselton, Commerce, Hoschton, Jefferson, Maysville, Nicholson, Pendergrass, and Talmo (right).

This plan represents the latest version of a nearly continuous effort to understand and plan for growth in unincorporated Jackson County. Since 1974 when the County first adopted a zoning ordinance to ensure the orderly and logical development of land, the county has developed a continuum of plans, which this plan builds upon. These plans are either referenced specifically or incorporated by default. Additionally, Jackson County is affected by the plans of several regional planning organizations. Applicable plans include:

Jackson County Plans

- Jackson County Transportation Plan (2025)
- Connect Jackson–Bike, Pedestrian, & Greenways Plan (2011)
- Jackson County Urban Redevelopment Plan (2020)
- Jackson County Comprehensive Plan 2050 (2020)
- Jackson County Annual Financial Reports
- Jackson County Unified Development Code (2017)
- Jackson County Airport Plan
- Jackson County Water and Sewerage Authority Plan

Regional Plans

Appalachian Regional Commission

- Appalachia Envisioned: A New Era of Opportunity: ARC Strategic Plan Fiscal Years 2022–2026 (2021)

Gainesville Hall Metropolitan Planning Organization (MPO)

- Regional Transportation Plan (2025)
- Bicycle and Pedestrian Plan (2025)

Northeast Georgia Regional Commission

- Northeast Georgia Comprehensive Economic Development Strategy 2022–2026 (2022)
- Northeast Georgia Regional Plan (2023)
- Northeast Georgia Regional Transit Development Plan (2024)
- Northeast Georgia Resource Management Plan for Regionally Important Resources (2018)

Northeast Georgia Regional Solid Waste Management Authority

- 2021–2031 Northeast Georgia Regional Solid Waste Plan (2022)

Upper Oconee Regional Water Council

- Upper Oconee Regional Water Plan (2023)

Contents

This plan conforms to the Rules of the Georgia Department of Community Affairs (DCA) *Minimum Standards and Procedures for Local Comprehensive Planning*, which became effective on October 1, 2018. Accordingly, it contains the following required elements:

Community Goals

The Community Goals element establishes the vision the plan will work towards achieving. It establishes reasonable and rational goals and recommends policies that will help move the community toward those goals. The foundation of the vision and goals is an analysis of the County's current strengths and weaknesses, as well as the existing opportunities, and threats (SWOT). This analysis was completed by members of the Steering Committee that guided the development of the plan document from beginning to end.

Needs and Opportunities

The Needs and Opportunities element identifies key issues the plan will address. Developed and prioritized by input from the public, the Steering Committee, and staff, this element is the basis for action items identified in the Community Work Program.

Land Use

An updated Land Use element, which describes the vision for unincorporated Jackson County's development in both type and intensity, is included as a framework for staff and local decision makers. This update builds upon the methodology used for the 2015 and 2020 plans, with updates recommended to the planning staff, and reviewed by the Steering Committee to reflect changes in the built environment since the previous plan's adoption and subsequent amendments.

Transportation

Jackson County's Transportation Plan serves as the Transportation element, and key elements of the Transportation Plan are summarized within this Comprehensive Plan. The Transportation Plan was updated in 2025 in collaboration with the Gainesville-Hall Metropolitan Organization, whose boundaries include the City of Hoschton, the Town of Braselton, small areas on the south sides of Talmo and Jefferson, and portions of western unincorporated Jackson County. During plan development in 2024, residents from across the county provided input for the Transportation Plan through a community survey and at open houses in Commerce, Hoschton, Jefferson, and Nicholson.

Broadband Services

The Broadband Services element includes goals and actions intended to promote the deployment of cost-effective broadband services into areas of unincorporated Jackson County that DCA and the Georgia Technology Authority (GTA) have designated as unserved.

Community Work Program

The Community Work Program is a list of action items developed to respond to high-priority needs and opportunities, and demonstrating continuous progress towards the Plan's identified goals. The program includes a short-term program of work, which lays out specific implementation measures for the next five years. Also included is a report of accomplishments from the 2020 plan.

Capital Improvements

A Capital Improvements Element (CIE) specifies capital improvements for which development impact fees will be charged in the County's land use jurisdiction. The Capital Improvements Element is a separate document, which is updated annually in accordance with DCA's Impact Fees Rules.

Community Input

The foundation of this Plan document was built on extensive community input gathered through a variety of methods (Figure 2). To allow residents and stakeholders opportunities to provide feedback in a setting where they felt most comfortable, public outreach efforts included formal public hearings, informal open houses, and an anonymous online public survey. In addition, the Steering Committee appointed by the Board of Commissioners met four times for facilitated discussion of focused topics. Documentation of all hearings, meetings, and open houses can be found in the Appendix (page A-2).

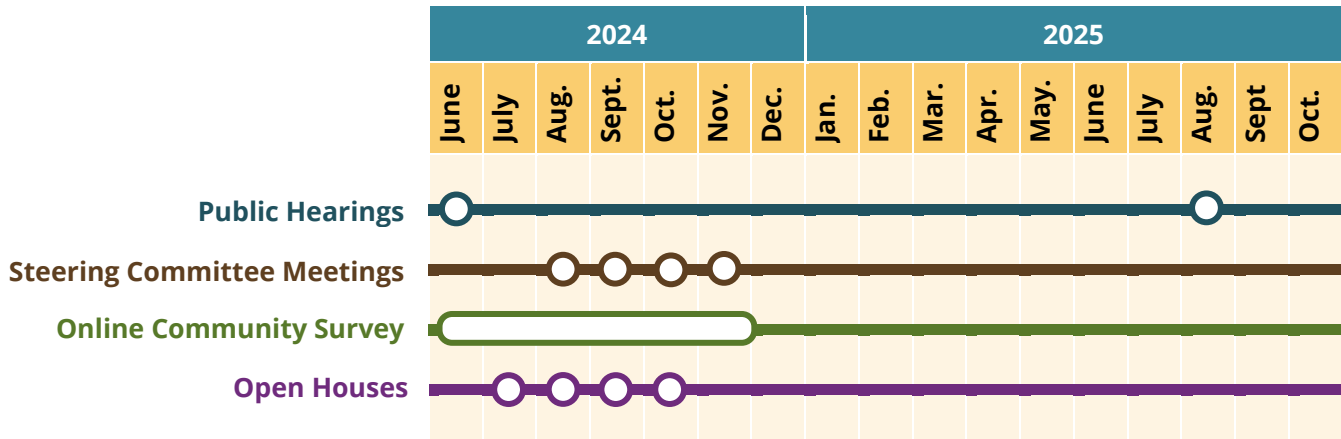


Figure 2. Schedule of public input and involvement events during Comprehensive Plan Update, with symbols indicating the month in which each event took place.

Public Hearings

The planning process began with the initial public hearing on June 17th, 2024. A final public hearing was held on August 18th, 2025, before the plan was submitted to DCA for review.

Open Houses

Jackson County invited community members to four open houses to learn about and provide input for the Comprehensive Plan and Community Transportation Plan updates. The open houses took place from July to October 2025 in Jefferson, Nicholson, Hoschton, and Commerce (Figure 3).

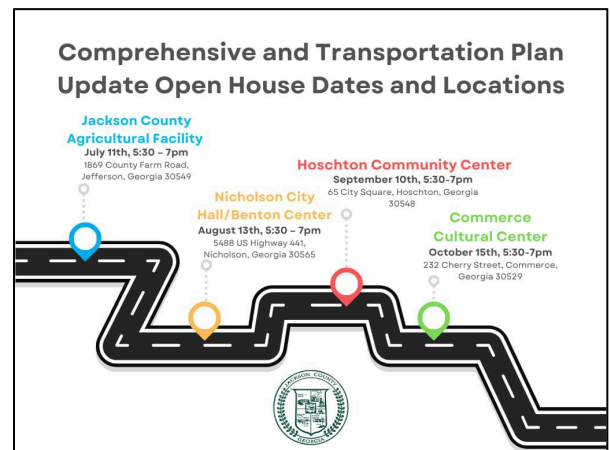
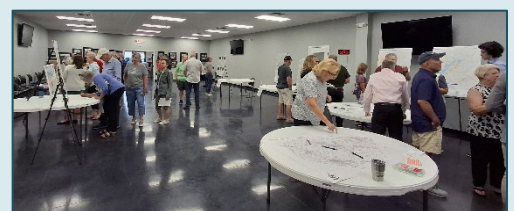


Figure 3. Public outreach and input opportunities included four open houses.



Steering Committee

The county created a steering committee comprised of residents representing various community interests who could offer guidance and direction to the staff as they developed the plan. This committee met four times to discuss various plan elements and provided feedback on drafts of plan sections. The list of identified stakeholders who were invited to each meeting follows (Table 1).

Table 1. Stakeholders who were invited to participate on the Steering Committee for the 2025 Comprehensive Plan and Comprehensive Transportation Plan updates.

Name	Affiliation	Commission District
Joseph Boyd or Michael Haire	Gainesville-Hall Metropolitan Planning Association	n/a
Jim Hix	Jackson County Board of Commissioners	1
Jonathan Peevy	Georgia Department of Transportation / Resident	1
Hunt Hayes	Jackson County Builders Association	1
Cain Thurmond	Resident	1
Ranata Pittman	Resident	1
Christiane Belisle	Resident	1
Tom Strong	Jackson County Airport	1
Jim Shaw	Jackson County Chamber of Commerce	1
Ellie Pennybacker	Jackson County Habitat for Humanity	2
Cameron Watts	Jefferson Police Department	2
Alicia Vargas	Commerce City Schools	2
Brodriche Jackson	Jefferson Police Department / Maysville City Council	2
John Moseley	Jackson County Planning Commission	3
John Uessler	Empower College and Career Center	3
Scott Butler	Hoschton Planning Commission	3
Randy Mincey	Toyota Industries (TICA / TACG / TIESNA)	3
Larry Turner	Jackson County Planning Commission	4
Walter Barnett	Jackson County Board of Adjustment	4
Greg Pittman	Jackson County Extension and 4-H	4
Joe Hicks	Jackson EMC / Jackson County Industrial Development Authority	4
Liz French	Keep Jackson County Beautiful / Jefferson City Schools	4
Philip Brown	Jackson County School System	4
Michael Williams	Resident	4
Irma Robles	City of Nicholson	4
John Keeble	Resident	4
Phil Page	Jackson County Planning Commission	5
Joey Leslie	Jackson County Water and Sewer Authority / Upper Oconee Basin Water Authority	5
Jason Wester	Jackson County School System	5
Josh Shepherd	Resident	5
Kenny Whitworth	Resident	5

Community Survey

An online survey was used to solicit input from a larger sample of Jackson County residents than would be possible through traditional committee and public meetings. The survey was open for over five months (June 17th through December 1st, 2024). The survey was advertised on the County's social media sites, on the plan update website, in a newspaper press release, and in-person at community open houses.

Over 1,400 community members completed the survey! Survey participation is summarized in the Appendix, beginning on page A-7. Detailed survey responses and analysis were provided to County staff in a separate report.

NEGRC's Role

The Planning and Government Services Division of the Northeast Georgia Regional Commission (NEGRC) assisted with the development of this plan, including facilitating public involvement and input meetings. Additionally, NEGRC hosted the community survey and an online website that served as an information hub for the plan update process (Figure 4).

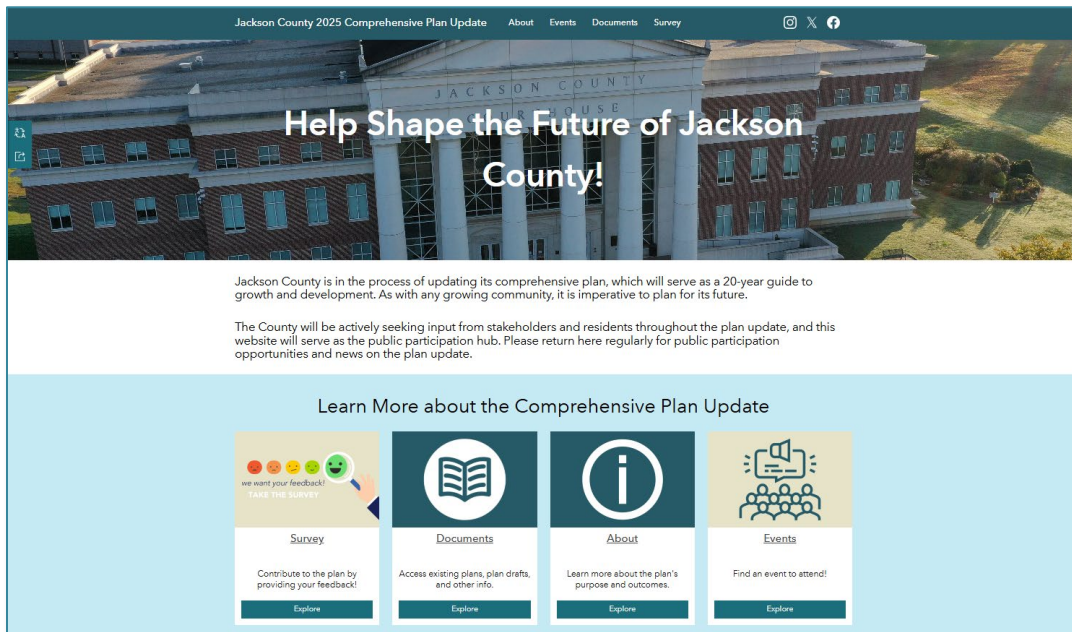


Figure 4. Home page of the Comprehensive Plan update website, which was used to share information about the plan update with the public and collect feedback through an online community survey.

Review Process

According to the DCA's rules for comprehensive planning, effective October 1, 2018, the County must transmit the plan to NEGRC when all required components are complete. The transmittal must also include the community's certification that it has considered both the Regional Water Plan and the Rules for Environmental Planning Criteria. Once it completes its review, the NEGRC will forward the plan to the DCA for review.

Once the plan has been found by the DCA to comply with Minimum Standards and Procedures, the approved Plan must be adopted to maintain Qualified Local Government status.

Data & Statistics

The facts, figures, and statistics used to develop the Plan were generated from data compiled throughout the planning process. The data and analyses were used to identify general trends and provide a reliable quantitative context to describe existing conditions and assist in informing the recommendations and policies. Unless otherwise noted, all data are sourced from Esri's Business Analyst Software, which is based on 2010 and 2020 U.S. Census Data and the Census's 2018–2022 American Community Survey.

EXISTING CONDITIONS

2



This chapter provides a snapshot of the community's current state. These existing conditions form the foundation upon which the plan's goals, policies, analyses, and recommendations are based. The following topics are addressed within this chapter:

- Regional Setting (page 14)
- Population & Community (page 14)
- Existing Land Use (page 17)
- Community Facilities & Services (page 19)
- Interjurisdictional Coordination (page 20)

Consideration of existing conditions continues in the following chapters, which are included as separate elements to allow for more in-depth analysis:

- Transportation (Chapter 6)
- Broadband Services (Chapter 7)
- Housing (Chapter 8)
- Economic Development (Chapter 9)
- Natural Resources & Resilience (Chapter 10)

Additional community statistics used in the analysis of existing conditions and to guide discussion during open houses and Steering Committee meetings can be found in the Appendix.

Unless otherwise noted, all data in this chapter are sourced from Esri's Business Analyst Software, which is based on the U.S. Census and American Community Survey.

Regional Setting

Jackson County is located in northeastern Georgia and is situated approximately 50 miles northeast of Atlanta and 75 miles southwest of Greenville, South Carolina (Figure 5). The County is within the Piedmont-Atlantic Megaregion, an emerging megaregion that stretches from approximately Birmingham, Alabama, to Raleigh, North Carolina, along the Interstate 20/Interstate 85 corridor. According to the U.S. Office of Management and Budget, Jackson County comprises the Jefferson Micropolitan Statistical Area, and it borders the Athens-Clarke County, Gainesville, and Atlanta-Sandy Springs-Roswell Metropolitan Statistical Areas (MSAs). Jackson County is experiencing growth pressures from each of these neighboring MSAs, especially on the west side of the County. While Jackson County's character is mostly rural, its regional location provides residents with easy access to larger urban centers and amenities.

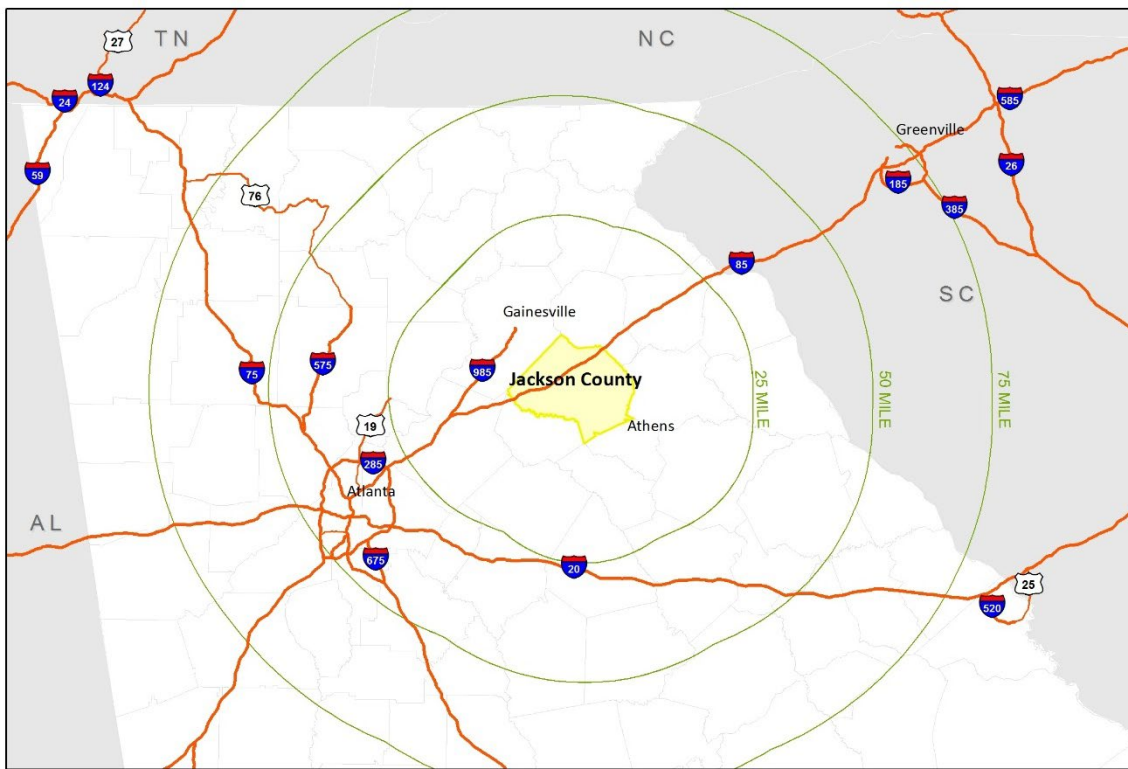


Figure 5. Regional setting of Jackson County, Georgia, including interstate routes. Distances shown are measured from the Jackson County border.

Population & Community

Demographic Profile

Demographic data for Jackson County are summarized in Table 2. Many of these statistics are discussed in more detail in this chapter or in other sections of the plan.

Table 2. Summary of Jackson County population and households. Population and percent change are from the U.S. Census Bureau's vintage 2024 population estimates; all other values are 2024 estimates from Esri Business Analyst Online.

Jackson County, GA	
Population 2024 Estimate	93,825
Population, percent change: 2020–2024	+23.6%
Male	50.1%
Female	49.9%
Households	30,730
Average Household Size	2.89
Median Household Income	\$89,073
Persons in Poverty	8.5%

Population & Households

In 2024, the U.S. Census estimated Jackson County's population to be 93,825 residents. Since 2020, the County's population has grown by approximately 17,907, an overall increase of 23.6% (5.8% annually). Esri predicts that by 2029, the population is projected to increase to 102,669, a 2.8% annual increase (Figure 6). The average household size in 2024 was 2.89 people and the total number of households is expected to increase from 30,730 households in 2024 to 35,185 in 2029, reflecting an annual increase of 2.75% (Figure 7). The projected growth in population provides an opportunity to guide growth in a manner that supports neighborhoods, employment centers, and available infrastructure.

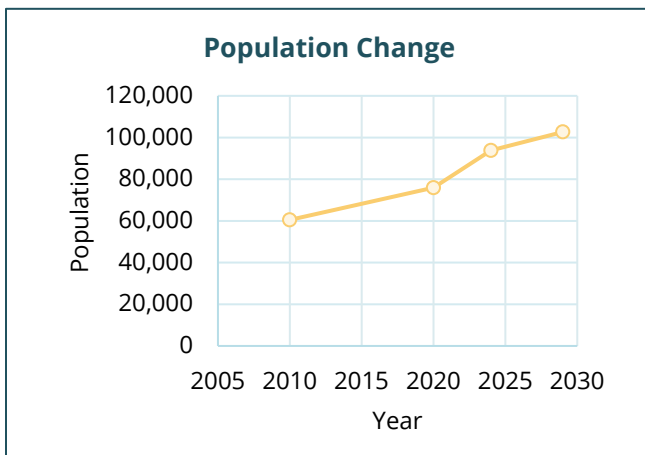


Figure 6. Jackson County population change over time, from the U.S. Census (2010 and 2020), estimated (2024) and projected (2029).

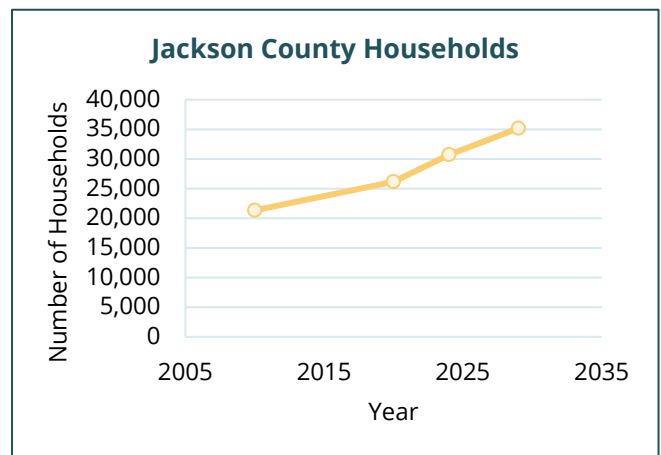


Figure 7. Number of households in Jackson County, from the U.S. Census (2010 and 2020) and projected (2024 and 2029).

Age

In 2024, the age group with the largest percentage of Jackson County’s population was projected to be 35-44, encompassing 14.1% of residents (Figure 8). By 2029, this age group is still expected to be the County’s largest with 14.1% of the total. The median age in the County was 38.6, compared to the Northeast Georgia Region’s median age of 37.6. Jackson County’s population is aging. In 2029, the County’s median age is expected to increase to 39.3. While the 85+ and 75-84 age groups represent smaller shares of the total population, their projected growth between 2024-2029 is proportionally significant. The 85+ population is expected to increase by nearly 40% and would rise from 1.4% to 1.7% of the total population, and the 75-84 group is projected to increase by more than 25% (from 5.3% to 5.8%).

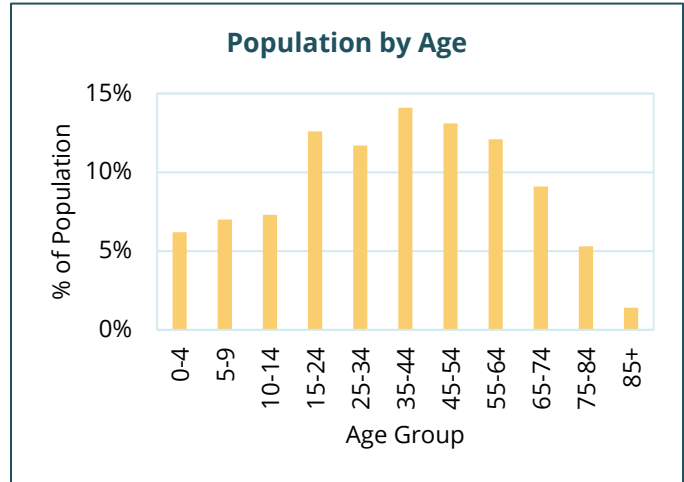


Figure 8. Age distributions of the 2024 populations of Jackson County (estimated).

Race & Ethnicity

Based on 2024 estimates, the majority of Jackson County’s residents are White (77.0%), followed by Black (7.9%), and two or more races (7.2%). The remainder of the population is Asian (2.7%) or another race (4.9%) (Figure 9). 10.4% of Jackson County residents identify as being of Hispanic origin, up from 8.8% in 2020. The 2018-2022 American Consumer Survey estimated that approximately 4.5% of Jackson County’s adult population ages 18-64 speaks Spanish, and 3.7% of the Spanish-speaking individuals surveyed indicate that they speak English “well” or “very well.” A diversity index measures the probability that two randomly selected individuals will belong to different racial or ethnic groups. Jackson County has a diversity index of 50.6, which is lower than both the region (61.7) and state (71.0), indicating a less racially and ethnically diverse population. It is important for the County to ensure that the voices of its small but growing minority populations are heard and that resources are accessible for all demographics.

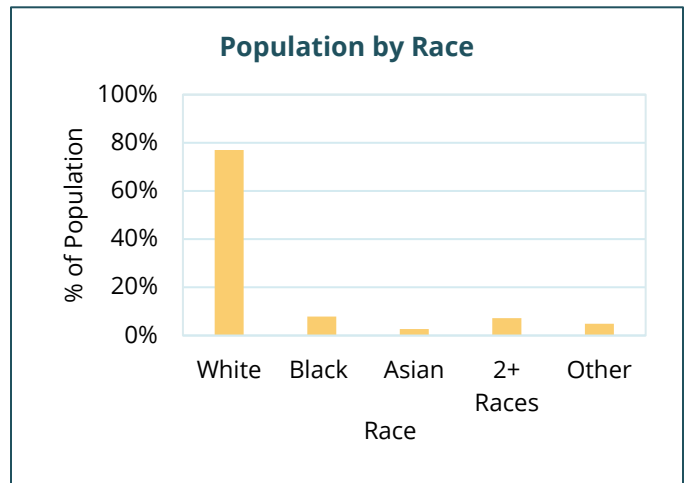


Figure 9. 2024 population of Jackson County by race (projected).

Income

Household incomes in Jackson County are higher than surrounding areas and are projected to increase. The estimated median household income for Jackson County residents was \$89,073 in 2024, also higher than the region (\$77,236) and state (\$77,086). Additional income distribution details and comparisons can be found in Figure 24 and Figure 25 of the Housing chapter (page 86).

Existing Land Use

Jackson County continues to experience steady growth and transformation in how land is used across both incorporated and unincorporated areas. The 2024 Existing Land Use (ELU) Study¹, conducted by the Jackson County GIS Department, classifies all parcels based on actual use rather than zoning designation, providing an accurate snapshot of current development patterns and long-term trends (Figure 10). As of July 1, 2024, the Agricultural and Forestry (AF) category remains the dominant land use in Jackson County, accounting for 61.39% of total land area (approximately 134,926 acres). However, this category continues to decline as development expands, showing a 3.2% decrease since 2020 and a loss of over 4,400 acres in the last four years. Residential uses, including traditional single-family (R), mobile homes (SW, DW, MHP), duplexes (D), and multi-family housing (MF), now account for 20.42% of the County's land. The Single-Family Residential category alone comprises 17.08%, a modest increase of 3.67% since the last study. Commercial (C) and Industrial (I) land uses account for only small portions of the total land area (Commercial: 0.74%, 1,621 acres; Industrial 3.37%, 7,409 acres), but both increased considerably on a percentage basis from 2020 to 2024. Commercial land area increased by 15.65% (+1,621 acres) and Industrial land area increased by 25.77% (+1,518 acres) since the last study. Figure 11 shows the percentage of land within the county that was occupied by each land use category in 2024.

As Jackson County continues to experience development pressure, particularly in unincorporated areas, the fiscal impacts of these land use patterns play an important role in planning decisions. A 2023 study, *The Fiscal Impacts of Land Uses in Jackson County*², analyzed the cost of community services (COCS) across three major land use categories: residential, commercial/industrial, and farm/forest/open space. Findings show that residential development in Jackson County nearly breaks even from the perspective of the county government, generating \$0.97 in revenue for every \$1.00 in service costs. However, when county school expenses are included, residential uses fall further behind—producing only \$0.71 per dollar of service cost. In contrast, commercial and industrial properties create a strong fiscal surplus. These uses generate \$1.54 for every \$1.00 of county government services and \$3.38 with schools included, highlighting the value of encouraging balanced economic development alongside residential growth. Farm and forest lands also contribute more than they cost—yielding \$1.37 per dollar spent by the County and \$3.42 per dollar when schools are included. These lands benefit from conservation tax programs like CUVA, which modestly shift the tax burden to homeowners (e.g., a \$200,000 home pays about \$76 more annually), but still result in a net fiscal gain and help preserve the rural character of the County.

¹ 2024 Existing Land Use Study, Joel Logan, GISP & Steve Cumblidge, Jackson County GIS, July 2024

² *The Fiscal Impacts of Land Uses in Jackson County: Revenue and Expenditure Streams by Land Use Category*, Jefferey H. Dorfman, University of Georgia, July 2023

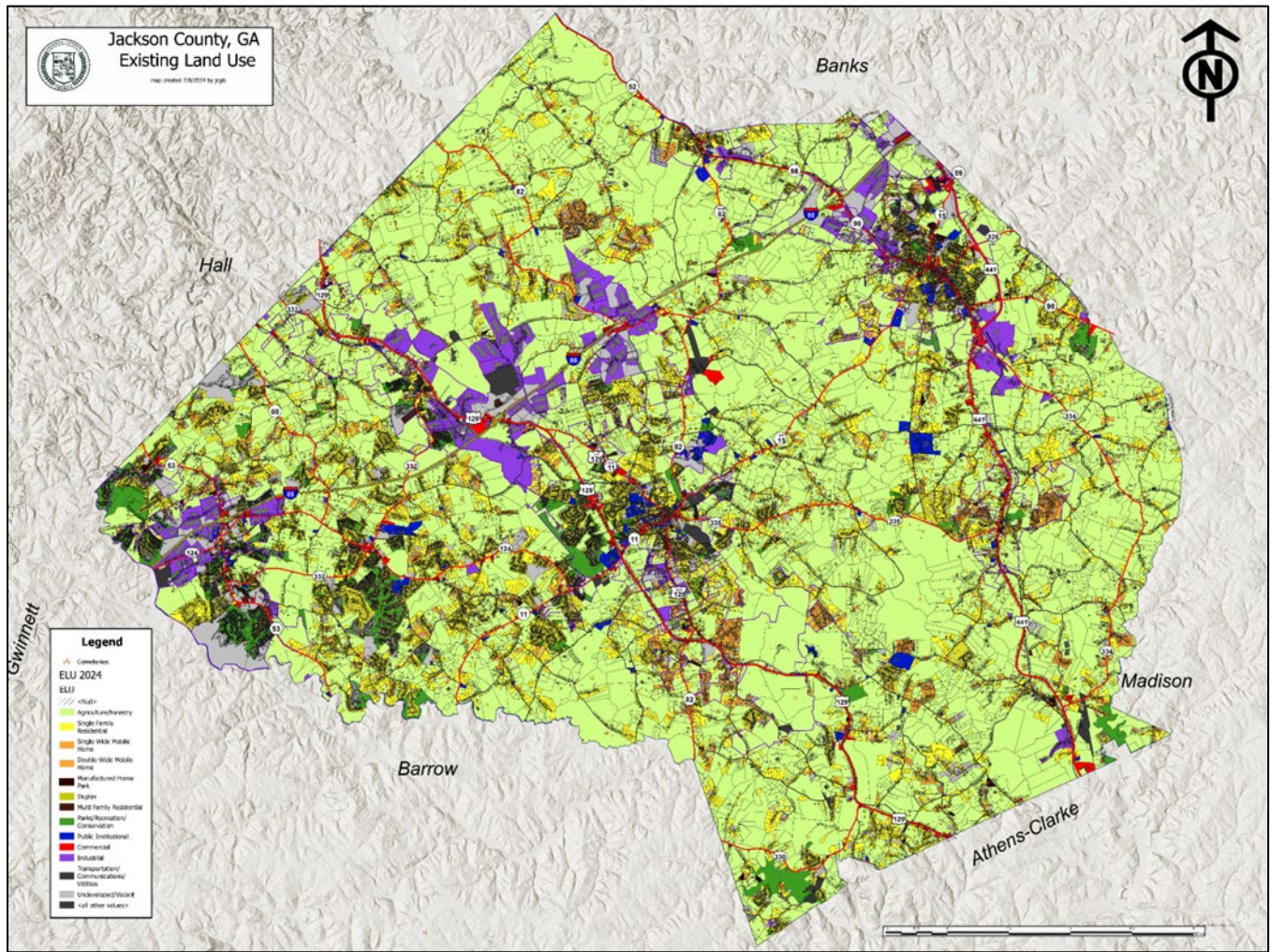


Figure 10. Existing land uses in Jackson County, as of July 1, 2024, as categorized in the 2024 Existing Land Use Study (Jackson County GIS).

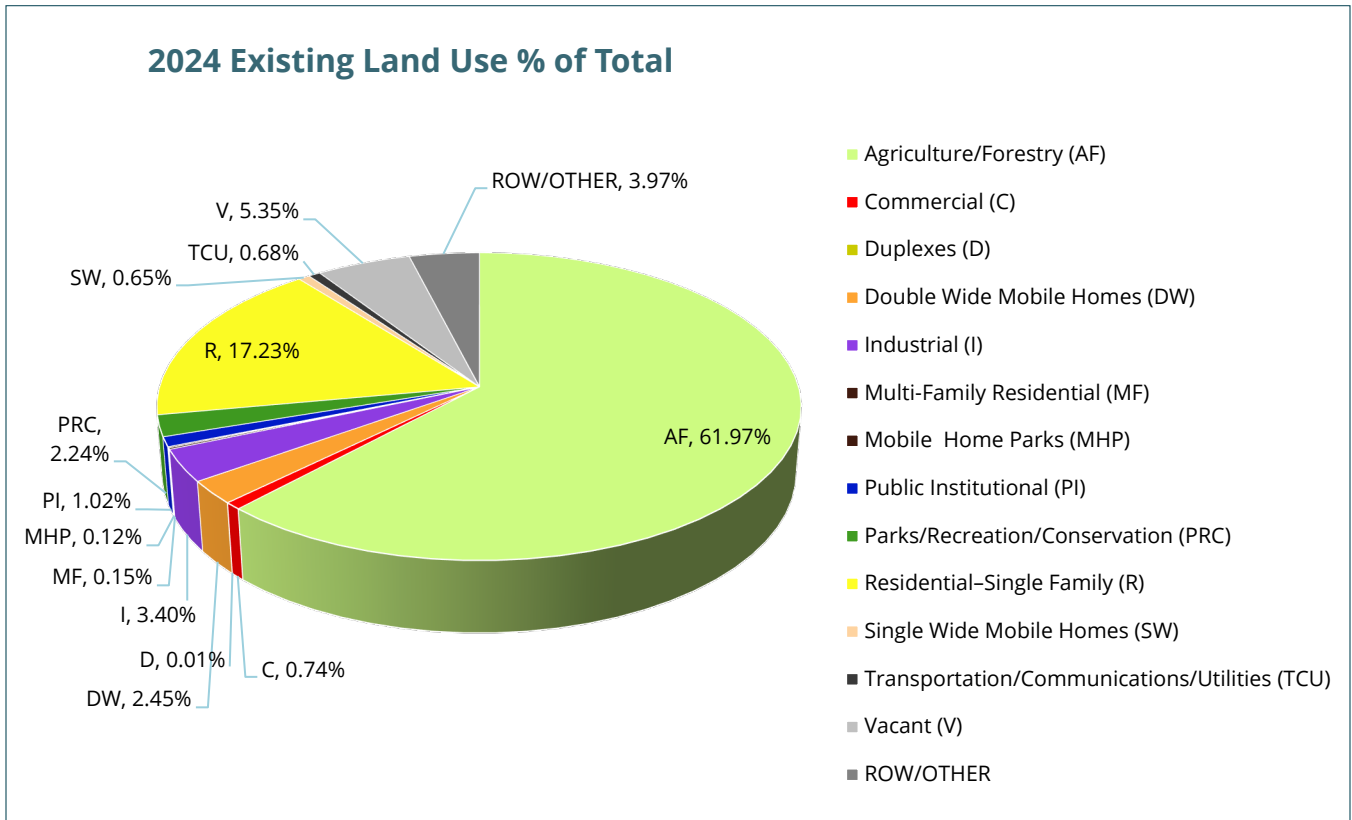


Figure 11. Percentage of Jackson County land area occupied by each land use category, as of July 1, 2024. Image modified from 2024 Existing Land Use Study (Jackson County GIS).

Community Facilities & Services

Jackson County is governed by an elected Board of Commissioners (BOC) that includes a Chairman and five district Commissioners. Four additional elected officials oversee different services in the County, including the sheriff, tax commissioner, coroner, and surveyor, and ten elected judges and court officials manage the judicial system. The County's nineteen departments provide a full spectrum of services for the County, including law enforcement, fire services, recreational activities, limited transit, solid waste disposal, and construction and maintenance of highways, streets, bridges, and other infrastructure.

Jackson County also has a range of community facilities that support the health, well-being, and daily needs of its residents. These include eight libraries, multiple parks, and community centers located throughout the County. The Jackson County Courthouse and the newly built Jackson County Administrative Building in Jefferson serve as central hubs for government operations. There are three public school districts in Jackson County: the Jackson County School System, Jefferson City Schools, and Commerce City Schools.

Interjurisdictional Coordination

Service delivery arrangements among the County and nine Cities are summarized in the Jackson County Service Delivery Strategy. This document must be revised at least once every ten years and was last updated in 2022.

A key priority identified by members of the Steering Committee is for the County and Cities to come together regularly for county-wide discussions about growth and development strategies and priorities. It was suggested that the County and Cities schedule a retreat or meeting together every 1-2 years to discuss topics such as development preferences, annexation strategies, and limitations on service delivery capacity.

The Jackson County Area Chamber of Commerce coordinates and promotes economic development throughout the county. The Jackson County Industrial Development Authority (IDA) encourages county-wide industrial development and owns industrial parks within the City of Commerce and the City of Jefferson. The Town of Braselton and the Cities of Commerce, Hoschton, Jefferson, and Maysville provide additional economic development services through their Downtown Development Authorities, and the City of Jefferson additionally has its own Industrial Development Authority. Communication and partnership among the Chamber of Commerce and all the various development authorities in the county is essential, especially during the current period of rapid growth. It would be beneficial for the Chamber of Commerce to work with the development authorities to develop an economic development strategic plan, which would serve as a roadmap for identifying and achieving the County's economic development vision and goals.

COMMUNITY VISION & GOALS

3



This section outlines the community's vision for the future, as well as the goals the County will commit to working towards in order to make the vision a reality. Each goal is followed by policies that provide guidance and direction for achieving the ideals articulated by the goals. Together, the vision and goals represent the aspirations of County residents for their legacy.

The community's vision is described on page 22. These are the community's goals:

- Protect natural resources (page 23).
- Respect history and culture (page 28).
- Expand job opportunities for existing and new residents (page 29).
- Add variety to existing housing options and preserve established neighborhoods (page 31).
- Accommodate growing population while preserving existing levels of community services to all residents (page 32).
- Improve, enhance, and maintain a transportation network that will safely and effectively serve the needs of all County residents, employers, and visitors (page 34).

Community Vision

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

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

We can achieve these aims with a carefully thought-out growth plan that concentrates workplaces in the cities and along major transportation routes (especially Interstate 85, U.S. Highway 441, and U.S. Highway 129), while keeping resource lands and rural places much the same as they are now. We welcome new residents who want to share the many positive attributes of our county, including the friendliness and helpfulness of our people. When more subdivisions are needed, we expect them to be constructed according to our growth plan and in a manner sensitive to the valuable historic, scenic, and environmental resources that we have, preserving them to the maximum extent possible. This means maintaining some of the land as greenbelts, wildlife corridors, open space, agriculture (livestock and crop production), and/or historic sites, rather than platting all of the land into lots.

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

Community Goals

Protect natural resources

Jackson County's natural resources are the single most important contributor to defining the character and sense of place that only exists here. In order to ensure that they are protected from the possible negative impacts of development, applications for comprehensive plan amendments, rezoning, special uses, variances, and subdivision plats are expected to conform to the following specific policies, and departure from them may be the basis for disapproval. After review by the Department of Public Development of applications or land development proposals in relation to these policies, the Department may propose and the Planning Commission and Board of Commissioners may impose conditions of approval intended to mitigate impacts on natural resources.

1. Wetlands – Preservation and Mitigation.

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

2. Wetlands – Review for Development Impacts.

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

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

3. Wetlands – Buffers.

When a development proposal is located close to a wetland, a minimum 25-foot wide protective buffer will be established around the wetland.

4. Wetlands – Uses.

Uses of wetlands may include:

- Timber production and harvesting;
- Wildlife and fisheries management;
- Wastewater treatment;
- Recreation;
- Natural water quality treatment or purification;
- Other uses permitted under Section 404 of the Clean Water Act.

Unacceptable uses may include:

- Receiving areas for toxic or hazardous waste or other contaminants;
- Hazardous or sanitary waste landfills.

5. Groundwater Recharge Areas.

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

6. Water Supply Watersheds.

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

7. Water Supply Watersheds – Future.

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

8. Water Supply Watersheds – Land Acquisition.

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

9. Water Supply Watersheds – Enforcement of Buffer around Bear Creek Reservoir.

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

10. River Corridor Protection.

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

11. River Corridor Supplemental Buffer Policies.

In addition to the regulations of Sec. 511 of the UDC which implement the Rules for Environmental Planning Criteria for River Corridor Protection (391-3-16-.04, "Criteria for River Corridor Protection"), Jackson County hereby adopts the following policies for protected river corridors along the North Oconee River, the Middle Oconee River, and the Mulberry River:

- No dwelling or building should be constructed within 75 feet of the riverbank.
- When a single-family dwelling is proposed in a river corridor, the dwelling should be sited on non-vegetated (open) parts of the required 100-foot buffer.
- For all building uses except for single-family dwellings, when that half of the buffer closest to the river is not fully forested or vegetated, it should be replanted with native vegetation.

12. Floodways and Floodplains.

Prohibit development within floodways and restrict or prohibit development in flood plains. In no event should development be permitted that inhibits the flow of floodwaters.

13. Floodways and Floodplains – Observed But Not Mapped.

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

14. Minimize Water Quality Impacts.

The location and intensity of development should be sited to minimize the negative effects of that development on water quality, both during and after construction.

15. Stormwater Best Management Practices.

Implement best practices for water pollution control and stormwater management, including but not limited to "low impact development" techniques such as bio-filters (vegetated swales/strips), wet ponds, and constructed wetlands.

16. Prime Farmland Soils – Generally.

Jackson County's prime farmland soils are hereby declared to be important natural resources worthy of protection for future crop cultivation in support of the county's future food security.

17. Prime Farmland Soils – Protection.

Outside "urban" character areas, consult the map of prime farmland soils in future development proposals to prevent building and development encroachment within them, if possible. Outside "urban" character areas, prevent the inclusion of prime farmland soils within residential subdivision lots, where permitted, if alternative designs are feasible. Where subdivision is permitted outside "urban" character areas, promote the clustering of development and the arrangement of subdivision lots in a way that will maximize the future use of prime farmland soils for cropland cultivation.

18. Soils with Severe Limitations on Septic Tank Absorption Fields.

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

19. Steep Slopes.

The following policies apply to lands with steep slopes (25 percent or more as shown on topographic surveys):

- When conservation subdivisions are proposed, steep slopes should be set aside as secondary conservation areas per the Unified Development Code.
- No lot should be created with more than 50 percent of its area containing steep slopes, and lot subdividers should demonstrate that each lot has a suitable building envelope outside steeply sloping areas.
- If a building site must be created with steep slopes, all buildings and structures on such building sites should have foundations, which have been designed by a civil engineer or other qualified professional.
- When development must occur within steeply sloping areas, site designers should propose and apply innovative concepts for slope and soil stabilization, and limitations on grading.

20. Habitat Conservation.

The following policies apply:

- Participate in any regional inventory of important (not necessarily endangered) habitats and any regional habitat conservation plan if initiated by the Northeast Georgia Regional Commission.
- Consider habitat information in the review of land developments, including but not limited to the database of the DNR Natural Heritage Program, USFWS County Listing of Threatened and Endangered Species, and the DNR Listing of Locations of Special Concern Animals, Plants, and Natural Communities.
- Promote and pursue principles of landscape ecology when reviewing large developments and major subdivisions.

21. Trees and Tree Canopy.

The following policies apply:

- **Street Trees.** Encourage or require the planting of street trees in subdivisions and new land developments.
- **Tree Protection.** Restrict the cutting of trees, and require the replacement of trees with trees of like species and value.
- **Tree Canopy.** Preserve and enhance tree canopy, by enforcing tree protection regulations in Article 12, Division 3 of the Unified Development Code.

22. Water Conservation.

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

23. Stormwater Management.

- Design man-made lakes and stormwater ponds for maximum habitat value and to serve as amenities for the development.
- Sites should be designed, where possible, to drain to the rear or side, where detention ponds are more appropriately located. Fenced detention ponds in front yards are strongly discouraged, if not prohibited altogether.
- When stormwater detention or drainage is placed adjacent to the right-of-way, the slope should be 3:1 or less and the facility designed as an amenity feature to reduce the visual impact of the otherwise required fencing.

24. New Subdivisions.

New, major residential subdivisions should be required to ensure that adequate funding is available for maintenance of any non-public on-site stormwater detention facilities.

25. Sustainable Development Practices.

- Identify and revitalize “brownfield” (environmentally contaminated) sites.
- Institute water reuse (grey water) systems where feasible.
- Conduct and/or encourage private inventories of construction/demolition materials that can be reused and recycled (e.g., building materials deconstruction and reuse plans).
- Promote renewable energy resources such as solar electricity.
- Promote, and reward if possible through incentives, “green building” (e.g., green roofs) and green building code practices, such as but not limited to the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) Rating System.
- Institute stream bank stabilization using plant materials, where needed.
- Encourage other sustainable practices, such as use of porous materials and installation of rain gardens.

Respect history and culture

The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.

1. Incentives.

Provide incentives to protect and preserve historic resources.

2. Historic Resources Survey.

Maintain and update the county's survey of historic resources at regular intervals (target timeline would be once every 10 years).

3. Relation to Economic Development.

Ensure that historic preservation and heritage tourism become components of the county's overall economic development strategies.

4. Countywide Emphasis.

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

5. National Register Listings.

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

6. Georgia Centennial Farms.

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

7. Reuse of Historic Buildings.

The reuse of historic buildings is encouraged, provided the architectural character or historic significance of the building and site is retained.

8. Movement of Historic Buildings.

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

9. Salvage of historic materials.

When a historic building or structure can neither be preserved on its original site nor moved intact to a county heritage village site, the building or structure should be carefully deconstructed and the most historically or culturally significant features and materials retained and donated to the county or historic society.

10. Partnership with Historical Society & Tumbling Waters.

Jackson County should partner with the Jackson County Historical Society, and the Tumbling Waters Association in efforts to educate the citizenry and property owners about the importance of preserving and protecting historic resources in the county.

Expand job opportunities for existing and new residents

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

1. Range of Jobs Available.

A range of job types should be provided in each community to meet the diverse needs of the local workforce.

2. Education and Training.

Educational and training opportunities should be readily available in the county to permit residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial endeavors. Increase skill levels of the resident labor force, in order to attract higher paying employers, while retaining and improving workforce for existing employers. The County will work in conjunction with the Empowerment School and Community/Technical Colleges to ensure that existing opportunities for training are meeting the evolving needs of all employment sectors.

3. Economic Development Generally.

Expand the economic base and increase employment opportunities while protecting environmental, historic, and community character.

4. Diversity of Economic Development Approaches.

Prepare economic development strategies and plans that are comprehensive in nature, such that all economic activities are addressed. The recently adopted Regional Comprehensive Economic Development Strategy (CEDS) can serve as a top line guide for this.

5. Infrastructure.

In designated locations, coordinate with Jackson County Water and Sewer Authority to provide and maintain sanitary sewer capacity and road capacity in order to attract new industry and manufacturing and commercial activities.

6. Positive Business Climate.

Create and maintain a positive climate for business in the county.

7. Promotion and Recruitment.

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

8. Business Retention.

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

9. Relation to Land Use Plan.

Designate and reserve sufficient land for industrial and commercial development on the future land use plan maps.

10. Home Occupations.

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

11. Balanced Regulation.

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

12. Public Participation.

Promote and facilitate public participation in future economic development planning.

13. Municipal Participation.

Consider the needs of individual municipalities in future economic development planning.

Add variety to existing housing options and preserve established neighborhoods

Quality housing and a range of housing size, cost, and density should be provided in the county.

1. Housing Variety.

Encourage a variety of home styles, densities, and price ranges in locations that are accessible to jobs and services and where appropriate infrastructure exists or is planned, to ensure housing for individuals and families of all incomes and age groups.

2. Life Cycle and Mixed Generation Communities.

Encourage “life cycle” or “mixed generation” communities that provide for persons of different age groups (including seniors) to live in the same community as they age.

3. Housing for Persons with Disabilities.

Avoid regulations and practices that would discourage the provision of housing for persons with disabilities.

4. Design and Location of Senior and Disabled Housing.

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

5. Avoid Regulatory Barriers.

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

6. Nonprofit Housing Organizations.

Encourage and cooperate with, community-based housing organizations in the pursuit of more affordable workforce housing, and allow these organizations the ability to apply for relief from the minimum square footage requirement through established processes when building in unincorporated Jackson County.

7. Substandard Housing.

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

8. Housing and Property Standards Codes.

Allocate appropriate resources to enforce housing and property maintenance codes.

9. State and Federal Housing and Community Development Programs.

Pursue federal and state financial assistance programs to improve areas of substandard housing and improve neighborhoods and communities.

Accommodate growing population while preserving existing levels of community services to all residents

County staff will evaluate development proposals according to the following multipliers to assess their impact on community services unless a facility-specific master plan has been adopted to supersede these guidelines.

1. Water

300 gallons per day per equivalent residential unit or 100 gallons per day per functional population (residents plus employees) within the given service area, whichever is less.

2. Sewer

225 gallons per day per functional population within the given service area.

3. Roads

No worse than a Level of service "D" (a condition with heavy traffic operating at tolerable speeds, although temporary slowdowns in flow may occur) for county roadways and state highways.

4. Law Enforcement

Two sworn officers for each 1,000 functional population within the given service area.

5. Emergency Medical Services

One EMS station and vehicle for every 10,000 residents countywide.

6. Fire Stations and Rolling Stock

1.0 square feet of fire department building space per functional population and one fire engine per 4,000 functional population.

7. Parks and Recreation

2.0 acres of developed park and recreation facilities per 1,000 residents, and 2.5 acres of passive county recreation and/or open space land per 1,000 residents (excluding state owned facilities), for a total of 4.5 acres per 1,000 residents in the service area.

8. Administrative Space

0.5 square feet of administrative space per functional population.

9. Impact of Development on Schools.

Planning staff and development applicants should use the school system pupil generation multipliers in Table 3 to evaluate impacts of residential development on the public school systems, unless updated multipliers are published by one or more of the public school systems in Jackson County.

Table 3. Public school Generation Multipliers per Household Jackson County (Year 2025 Data)

Grade	Student Generated Per Household 2025
Pre-k through 2nd grade	0.1099
Pre-k	0.0201
Kindergarten	0.0289
1 st grade	0.0302
2 nd grade	0.0307
3rd through 5th	0.0989
3 rd grade	0.0336
4 th grade	0.0331
5 th grade	0.0321
6th through 8th	0.0977
6 th grade	0.0329
7 th grade	0.0327
8 th grade	0.0321
9th through 12th	0.1324
9 th grade	0.0355
10 th grade	0.0346
11 th grade	0.0319
12 th grade	0.0304
Total Per Household	0.4388

Improve, enhance, and maintain a transportation network that will safely and effectively serve the needs of all County residents, employers, and visitors

County staff will adhere to the following principles and standards for the County's own transportation plans and projects, and they will advocate for state and regional partners to follow them for their plans or projects within Jackson County.

1. Safety and Efficiency

Improve the safety and efficiency of the existing transportation network through targeted improvements to intersections and roadways.

2. Multi-modal Transportation Coordination

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

3. Funding

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

4. Social and Environmental Impacts

Minimize adverse social and environmental impacts associated with roadway improvements.

5. Aesthetics

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

6. Traffic Routing

Ensure that vehicular traffic, especially truck traffic, be routed to preserve the peace and quiet of residential neighborhoods.

7. Transportation Plan

Support, update, and work towards implementing the goals, and projects identified in the 2025 Jackson County Transportation Plan.

NEEDS & OPPORTUNITIES

4



Through analyses and conversations with staff, elected officials, the committee, stakeholders, and the community, a summarized list of needs and opportunities was developed to guide policy and project recommendations.

Needs

- There is a continued desire for more diversified goods and services, particularly dining, entertainment options, and child care.
- Demands for more housing, jobs, and services to accommodate the growing population need to be balanced with the community's desire to maintain the County's rural character; to accomplish this, new growth should be managed responsibly through efficient land-use practices that direct new development towards existing population centers and infrastructure, rather than towards new greenfield development in rural areas.
- There may be a mismatch in some areas between jobs and available housing; as part of an overall strategic planning effort, the Chamber of Commerce should identify where additional workforce housing is needed near employment centers. The presence of warehouses and distribution centers has concerned residents as they have been built close to residential areas and have increased truck traffic.
- The county should encourage a larger variety of housing types and prices to meet the demand from existing and emerging markets, such as the aging population, families, young professionals, and those relocating to or from within Jackson County.
- Bicycle facilities are needed to accommodate both existing and would-be cyclists.
- Congestion continues to be a major issue, particularly at "rush hour."
- The County's location to the north of Atlanta and along the interstate make it a logical, if not necessary, place for trucks to cut-through or stop. There is a need to accommodate parking, and services required by the transportation and logistics industries while maintaining a balance with the quality of life that they can impact.
- With the County's current rapid rate of development, now is a crucial time for communication and collaboration among the County and its nine municipalities about topics such as housing needs, land development priorities, and economic development.

Opportunities

- A larger, more diverse population, along with those wishing to age in place, will create a market for residential and other development that is denser, more walkable, and lower maintenance.
- Development of a county-wide strategic plan, led by the Chamber of Commerce, would create a roadmap for coordinated and deliberate economic development.
- The overall high quality of life will continue to attract new residents.
- The recommendations of the Transportation Plan should work towards mitigating congestion.
- The County should continue to invest in quality-of-life enhancements such as recreational trails, parks, and community gathering spaces or community centers.
- The County should continue to invest in infrastructure to keep ahead of the demands of growth and to continue its high level of service for the foreseeable future.
- Georgia's local option sales tax programs (SPLOST, LOST, TSPLOST, and ELOST; subject to voter approval) and Hotel-Motel taxes are mechanisms that can enable the County to generate revenues from visitors from beyond its boundaries.
- There is still a large amount of undeveloped land, providing County staff and officials with the opportunity to creatively and carefully plan for and manage growth.
- The County's Capital Improvements Element enables a portion of the costs of infrastructure serving new development to be paid by developers through development impact fees.
- It would be feasible to build a multi-use path across the County to connect Jackson County's pedestrians and bicyclists to Hall County's Highlands-to-Islands trail system and Athens-Clarke County's North Oconee Greenway system. To make this long-term vision a reality, the County should begin acquiring rights-of-way soon, before the needed land is developed.

LAND USE

5



This chapter of the comprehensive plan provides descriptions and maps to help Jackson County manage future development in a way that protects resources, maintains existing and desired character, ensures compatibility with existing development, and establishes efficient growth patterns.

Hierarchy of Development Management Levels

Jackson County's plan for development management consists of a hierarchy of levels, starting first with the most generalized and progressing to increasingly specific descriptions: (1) character areas, (2) future land use, (3) current zoning map, and (4) special overlays map. Each of these levels is briefly described below.

1. Character Areas

The Character Area Map shows the desirable (generalized) development pattern in the future, and it is followed by narratives and policies that describe appropriate development within each character area in detail. The character area map has significance in terms of rezoning requests, special use approvals, variances, major subdivision plats, and municipal annexations. This comprehensive plan requires consistency with the character area map in terms of the provision and extension of sanitary sewer service and also the relative intensity or density of development. A proposed rezoning, special use, variance, major subdivision plat, or municipal annexation must be consistent with this map in terms of sanitary sewer and density/intensity. The Character Areas Map, narratives, and policies are included in this plan, beginning on page 39.

2. Future Land Use

The Future Land Use Map is to be reviewed in conjunction with the Character Areas Map. The Future Land Use map specifies details with respect to land use at the parcel level (e.g., whether residential, commercial, industrial or other land use is appropriate). The map is followed by descriptions and policies associated with each Future Land Use category. While the Character Areas establish density, intensity, and desired design, the Future Land Use map designates which specific uses are considered appropriate. The Future Land Use Map, descriptions, and policies are included in this plan, beginning on page 57.

3. Official Zoning Map

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

4. Special Overlays Map

This map establishes special areas, such as road corridors, that have policies (and in some cases accompanying regulations) that apply to development within them. The designations on the Special Overlays Map may have regulatory significance even with development that is consistent with the Official Zoning Map. The Special Overlays Map is not included within this plan, but the overlay districts are described beginning on page 70.

Character Areas

Character Areas Overview

The Character Areas Map in Jackson County's comprehensive plan is a critically important tool for countywide growth management (Figure 12). Jackson County's strategic approach to character area mapping is consistent with the primary purpose of character area planning articulated in local planning rules of the state, which is generally to maintain, preserve, and enhance the unique characteristics of the County's places. The character mapping approach used in Jackson County, however, goes beyond that basic objective by incorporating countywide growth management principles such as land classification, urban and suburban containment, urban service area boundaries, growth phasing, adequate public facilities, and annexation planning.

This plan provides a Character Areas Map of the desired development pattern for all unincorporated areas of the County. The map uses a typology of five generalized land classifications:

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

Following the map is a Consistency Matrix that lists how each character area aligns with future land uses and zoning districts. Each character area is then described in detail, in the pages following the Consistency Matrix. For all character areas, the principal implementation technique is the zoning ordinance, which is contained within the county's Unified Development Code (UDC). Added to the zoning districts is the principle of consistency, which requires that zoning changes must be made in accordance with the Character Areas Map and Future Land Use Map.

Character Areas Map

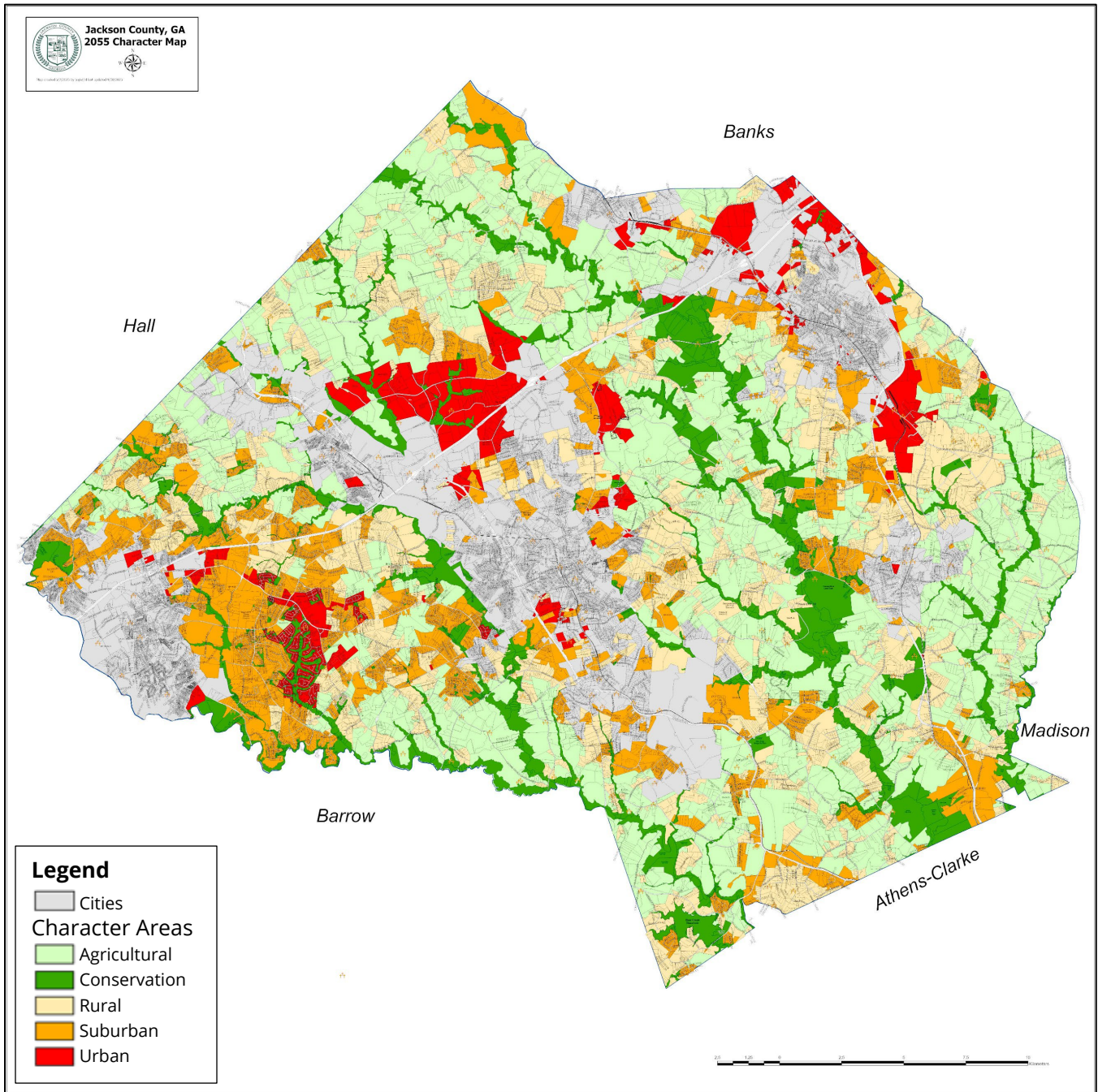


Figure 12. Character Areas Map. Descriptions of each Character Area begin on page 42.

Consistency Matrix

The table below provides a comprehensive listing of how the character areas align with future land use and zoning districts shown on the county’s official zoning map and described in the Unified Development Code. This table provides the most essential information used for consistency determinations and overrides individual descriptions of character areas in the event of conflict or inconsistency.

Character, Land Use, and Zoning District Consistency Matrix			
Character Area	Future Land Use	Zoning	
Conservation (p. 42)	Park/Recreation/Conservation (p. 60)	(as zoned)	
Agricultural (p.44)	Intensive Agriculture (p. 61)	Planned Commercial Farm District (PCFD) Agricultural Rural Farm District (A-2)	
	Agricultural/Forestry (p. 61)	Agricultural Rural Farm District (A-2)	
	Residential (p. 63)	Agricultural Rural Farm District (A-2)	
	Public/Institutional (p. 65)	Agricultural Rural Farm District (A-2)	
Rural (p. 47)	Agricultural/Forestry (p. 61)	Agricultural Rural Farm District (A-2) Agricultural Residential (AR)	
	Residential (p. 63)	Agricultural Residential (AR) Manufactured Housing (MH)	
	Public/Institutional (p. 65)	Neighborhood Retail Commercial (NRC)	
	Commercial (p. 66)	Neighborhood Retail Commercial (NRC)	
Suburban (p. 50)	Residential (p. 63)	Single-family Detached (R-1) Medium Density Residential (R-2)	
	Public/Institutional (p. 65)	Neighborhood Retail Commercial (NRC)	
	Commercial (p. 66)	Neighborhood Retail Commercial (NRC) Community Retail Commercial (CRC)	
	Master-Planned Mixed Use (p. 68)	Planned Development (Special Use)	Neighborhood Retail Commercial (NRC)
		Medium Density Residential (R-2)	Single-family Detached (R-1)
		Single-family Detached (R-1)	Single-family Detached (R-1)
Urban (p. 53)	Residential (p. 63)	Medium Density Residential (R-2)	
		Multi-family Residential (R-3)	
		Neighborhood Retail Commercial (NRC)	
	Public/Institutional (p. 65)	Neighborhood Retail Commercial (NRC)	
		Commercial (p. 66)	Neighborhood Retail Commercial (NRC) Community Retail Commercial (CRC) Highway Retail Commercial (HRC)
		Master-Planned Mixed Use (p. 68)	Planned Development (Special Use)
	Industrial (p. 69)		Light Industrial (LI) General Industrial (GI) Heavy Industrial (HI)

Conservation Character Area

Implementation Summary

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

Conservation Character Area Policies

1. **Open Space.** When a major subdivision (6 or more lots) or land development of 5 acres or more involves land designated as conservation, such subdivision or land development should protect as permanent open space all (or at least the vast majority) of the land designated as conservation.
2. **Preferred Methods.** Preferred methods of the permanent protection of conservation lands as open space include dedication to a public entity (if dedication is acceptable locally) and/or a conservation easement with management by an approved land trust.
3. **Transfer /Purchase of Development Rights.** Subject to County initiation of a transfer or purchase of development rights (TDR/PDR) program, the transfer or purchase of development rights will also be a preferred method of permanent open space protection.
4. **Acceptable Method.** Ownership and management by a homeowners, condominium, or property owners association may also be an acceptable method of permanent open space protection. The use of such conservation lands for crop cultivation may be permitted.
5. **Passive Recreation.** Jackson County intends conservation lands to be publicly accessible for passive recreational opportunities, particularly when public access is supported by specific policies for public open space acquisition and/or parks and greenway plans.
6. **Private Exclusion.** The set aside of conservation lands for private use (i.e., only the residents or users of the subject development) will not be considered acceptable unless it can be demonstrated that public access is impractical, unnecessary, or otherwise unsupportive in terms of county policies.
7. **Land Development Impacts.** If land development within a conservation area is permitted, it needs to minimize the impact on water quality and the environment. Acceptable mitigation practices for land development in conservation areas may include limiting pavement and impervious surfaces, natural buffers, and low impact development designs that feature naturalized designs for stormwater management.
8. **Annexation.** If a municipality annexes land designated as conservation, it should provide for the permanent protection of the land designated as conservation by appropriate means in a manner consistent with county policies for the conservation character area.



Representative photos of the Conservation Character Area

Agricultural Character Area

Implementation Summary

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

Agricultural Character Area Policies

1. **Sewer.** The extension of public sewer service into this character area is not contemplated and highly discouraged.
2. **Land Subdivision and Development.** Major subdivisions (6 or more lots) for non-agricultural purposes are inconsistent with this character area and should not be allowed. Land developments of 2 acres or more, when unrelated to agriculture, forestry, resource land use or public or semi-public use, are inconsistent and should not be allowed.
3. **Small Subdivisions.** Small or “*de minimus*” land subdivisions (i.e., creation of no more than three lots in any given three-year period) for purposes of intra-family land transfer or public sale are consistent with this character area, if consistent with other stated character area policies. Successive practices over time of such subdivisions to the point that more 6 or more lots are created on the same original lot of record is inconsistent with this character area and should be precluded via regulation.
4. **Septic Tank Limitations.** Where flexibility permits, new lots when permitted should be located and designed to avoid soils with severe limitations on septic tank absorption fields, as mapped and provided in this comprehensive plan.
5. **Farmland Impact of Subdivisions.** In cases where the subdivision of land is permitted in the agricultural character area, as a prerequisite for plat approval, the subdivider should be required to demonstrate the subdivision’s impact on prime farmland soils will be minimized. This may be achieved by excluding (where options exist) prime farmland soils from the boundaries of subdivided lots, by locating lots at the edges of resource lands (rather than in the middle where it might disrupt farming potential or render large scale farming activities difficult), and limiting the size (area) of such lots to within a range of 1.5 acre minimum to 2.0 acres maximum.
6. **Public and Semi-Public Uses.** The siting of public uses (especially schools) and quasi- or semi-public uses within agricultural character areas is strongly discouraged, unless such uses are resource dependent in terms of location.
7. **Acknowledgement of Nuisance Impacts.** As a prerequisite for a building permit to construct a single-family dwelling or manufactured home, or as a condition of subdivision plat approval, in the agricultural character area, the applicant should sign an acknowledgment form which indicates that the applicant is proposing to build or subdivide in an agricultural area with potential nuisances to occupants of residential dwellings
8. **Agricultural Outbuildings.** The maintenance and repair of barns and other agricultural buildings which contribute to agrarian and/or rural character is specifically and strongly encouraged. Proposals for subdivision or land development, where permitted, should be required to indicate whether such outbuildings exist on site and provide a plan for maintaining and preserving them, or in the alternative, provide an opportunity for alternative plan for preservation or relocation to another approved historic settlement site.
9. **Manufactured Housing.** In agricultural character areas, the fewest possible restrictions will be placed on the installation of manufactured housing, where homes are otherwise permitted.

10. **Farm Worker Housing.** Temporary housing for migrant farm workers is generally not considered necessary in Jackson County but if a need exists may be permissible by right in agricultural districts subject to specific use standards.
11. **Transfer /Purchase of Development Rights.** Subject to county initiation of a transfer or purchase of development rights (TDR/PDR) program, the transfer or purchase of development rights will also be a preferred method of permanent open space protection.
12. **Annexation.** Annexation by a city of land designated as agricultural character is not contemplated and highly discouraged. Jackson County may object to a municipal annexation of agricultural land, unless a compelling need is demonstrated.



Representative photos of the Agricultural Character Area

Rural Character Area

Implementation Summary

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

Rural Character Area Policies

1. **Sewer.** The extension of public sewer service into rural character areas is not contemplated and highly discouraged.
2. **Septic Tank Limitations.** Where flexibility permits, lot arrangements should be located and designed to avoid soils with severe limitations on septic tank absorption fields, as mapped and provided in this comprehensive plan.
3. **Conservation Principles.** Major subdivisions (6 or more lots) in a rural character area are strongly encouraged, if not required, to follow principles of conservation subdivision and design, either as generally accepted by planning professionals or as specifically stated in county regulations.
4. **Subdivision Lot Design.** When land is subdivided, regular or recurring patterns of lots are discouraged; instead, lot layouts that maintain the informality of existing and nearby property ownership patterns is encouraged to maintain rural character. In cases of minor subdivisions (5 or less lots) “flag” or “panhandle” lots and shared access easement arrangements may be consistent with this character area and permitted.
5. **Access to Abutting Conservation Lands.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide pedestrian easements or fee-simple land dedications to public open spaces and/or publicly designated conservation lands on all abutting properties.
6. **Public and Semi-Public Uses.** The siting of public uses (especially schools) and quasi- or semi-public uses within rural character areas is discouraged, unless it can be demonstrated that other suitable locations in suburban and/or urban character areas do not exist or there are clear location advantages to siting such uses in rural areas.
7. **Agricultural Outbuildings.** The maintenance and repair of barns and other agricultural buildings which contribute to agrarian and/or rural character are specifically and strongly encouraged. Proposals for subdivision or land development, where permitted, should be required to indicate whether such outbuildings exist on site and provide a plan for maintaining and preserving them, or in the alternative, provide an opportunity for an alternative plan for preservation or relocation to another approved historic settlement site.

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

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

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

9. **Manufactured Housing.** In rural character areas, some restrictions will be placed on the installation of manufactured housing, where homes are otherwise permitted. Manufactured home parks will not be permitted. Manufactured home subdivisions are permitted subject to meeting county requirements. Manufactured homes placed on lots outside of designated manufactured home subdivisions are permitted subject to meeting aesthetic standards (e.g., roof pitch, skirting, heated floor area requirements or requirements for double-section homes, etc.).
10. **Annexation.** Annexation by a city of land designated as rural character is not contemplated and discouraged. Jackson County may object to a municipal annexation of rural lands, unless a compelling need is demonstrated, particular if density higher than that contemplated in the county's rural character area is proposed.



Representative photo of the Rural Character Area

Suburban Character Area

Implementation Summary

Suburban			
PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Neighborhood Protection	Overarching Land Use(s)	Predominantly residential but multiple uses permitted
Environmental Protection	Achieve through regulation of the built environment	General Intensity of Development	Moderate
Open Space Protection	Set-aside; opportunities exist	SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)	
Growth preparedness	Leading role of area	Land Subdivision Permissions	Permitted
Appropriate Business	Applicable in limited contexts	Agriculture and Forestry	Permitted
Employment Options	Applicable in limited contexts (retail/service)	Residential Density "Target"	1 unit per 1 acre
Educational Opportunities	Applicable in limited contexts	Residential Density Maximum	1 unit per 0.5 acres
Housing Opportunities	Contributing role	Manufactured Housing	Prohibited or substantial restrictions
Traditional Neighborhood	Encouraged but not anticipated	Multi-Family Housing	Permitted only if sewer exists and then only at low densities
Infill Development	Leading role of character area (essential need)	Institutional (Churches, Schools, etc.)	Permitted if compatible scale and character
Heritage Preservation	Contributing role	Commercial	Provisions for neighborhood retail and service uses
Regional identity	Contributing role	Industrial	Generally not anticipated and discouraged; exceptions
Sense of Place	Contributing role	Semi-Public Uses	Permitted
Regional Cooperation	Leading role of character area (municipal-county service delivery)	PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES	
Transportation Alternatives	Feasible and encouraged if not required	Existing Base Zoning District(s)	R-1; R-2; MH; NRC
Jobs-Housing Relationship	Imbalanced with housing; some employment	New/Modified Base Zoning District(s)	None identified
		Existing Overlay District(s)	East and West Jackson Corridors
		New Overlay District(s)	None identified
WATER AND SEWER SERVICE AVAILABILITY		TRANSPORTATION-RELATED CONSIDERATIONS	
Sanitary Sewer Available?	Not usually; some places	Special Tool(s): Land Acquisition for Open Space	Set-asides with development; minimum open space requirements
Public Water Available?	Yes, connection required	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		TRANSPORTATION-RELATED CONSIDERATIONS	
Overall Building Form/Pattern	Predictable and repetitive	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	25-40' predictable and repetitive; facing street	Road Service and Surfacing	Paved county roads and state highways
Desired Design Principles	Conservation and conventional subdivisions	Road Design Features (Improvements)	Curb and gutter; suburban standard; mostly curvilinear with cul-de-sacs
Special Design Features	Planned, monumental entrances	Access Management	Regulated
Stormwater Management	Engineered/ required	Connectivity	Encouraged
Parking Areas	Paved off-street parking required (minimums and maximums)	Sidewalks	Required and provided as development occurs

Suburban Character Area Policies

1. **Sewer.** Land development and land subdivisions in the suburban character area should be connected to public sanitary sewer as a condition or prerequisite of development approval, where public sanitary sewer is within reasonable proximity (i.e., 1,000 feet or less) of the land being developed and practical to do so, as determined by planning, public works, and environmental health officials of the county.
2. **Conservation Principles.** Major subdivisions (6 or more lots) in suburban character areas are encouraged (not required), where opportunities exist, to follow principles of conservation subdivision and design.
3. **Access to Abutting Conservation Lands.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide pedestrian easements or fee-simple land dedications to public open spaces and/or publicly designated conservation lands on all abutting properties.
4. **Pedestrian Facilities.** Major subdivisions (6 or more lots) are strongly encouraged, if not required, to provide sidewalks within the subdivision and linking to public sidewalks planned for or provided outside the subdivision and connecting to public open spaces and/or publicly designated conservation lands on all abutting properties. Land developments are strongly encouraged, if not required, to provide pedestrian facilities interior to the development and linking to public sidewalks planned for or provided outside the land development and connecting to public open spaces and/or publicly designated conservation lands on abutting properties.
5. **Traditional Neighborhood Development.** Major subdivisions designed based on accepted principles of traditional neighborhood development (a.k.a., “new urbanism”) are consistent with this character area if compatible in density and consistent with other stated policies for the suburban character area.
6. **Adequate Public Facilities.** As a condition of approval, major subdivisions (6 or more lots) and major land developments should be required to demonstrate availability of public water, fire protection, law enforcement, roads, stormwater management, parks and recreation, and public school facilities. Major subdivisions and major land developments that cannot demonstrate all such facilities are available or planned at the time of development or within a reasonable period of time thereafter may gain approval only if they mitigate the lack of such facilities, through the dedication of land in the subdivision or off-site, on-site and/or off-site improvements, payment of impact fees if imposed by the county, or payment of in-lieu fees or other acceptable arrangements via development agreements.
7. **Manufactured Housing.** Manufactured home parks, manufactured home subdivisions, and manufactured homes on individual lots are strongly discouraged if not prohibited by regulation.
8. **Non-Residential Building Sizes.** Where permitted (see future land use plans for guidance), non-residential building space should not exceed the following (gross square feet):

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



Representative photos of the Suburban Character Area

Urban Character Area

Implementation Summary

Urban			
PRINCIPLE(S) AND QUALITY COMMUNITY OBJECTIVES (QCOs)		GENERAL LAND USE FRAMEWORK	
Overarching Principle(s)	Efficient growth and Adequate Public Facilities	Overarching Land Use(s)	Multiple uses; mixed uses encouraged
Environmental Protection	Achieve through regulation of the built environment	General Intensity of Development	High
Open Space Protection	Set-aside as opportunities exist	SPECIFIC LAND USE PERMISSIONS (see Table 4.1 for future land use districts)	
Growth preparedness	Leading role of area	Land Subdivision Permissions	Permitted
Appropriate Business	Leading role of area	Agriculture and Forestry	Permitted but discouraged
Employment Options	Leading role of area	Residential Density "Target"	1 unit per 0.5 acres
Educational Opportunities	Leading role of area	Residential Density Maximum	Variable based on housing type
Housing Opportunities	Leading role of area	Manufactured Housing	Discouraged if not prohibited
Traditional Neighborhood	Encouraged	Multi-Family Housing	Permitted in locations per plan
Infill Development	Leading role of character area (opportunities)	Institutional (Churches, Schools, etc.)	Permitted and encouraged in locations per plan
Heritage Preservation	Contributing role	Commercial	Permitted and encouraged in locations per plan
Regional identity	Contributing role	Industrial	Permitted and encouraged in locations per plan
Sense of Place	Diverse opportunities	Semi-Public Uses	Permitted
Regional Cooperation	Leading role of character area (municipal-county service delivery)	PRIMARY LAND USE REGULATORY IMPLEMENTATION MEASURES	
Transportation Alternatives	Required based on opportunities	Existing Base Zoning District(s)	R-3; CRC; NRC; CRC; LI, GI
Jobs-Housing Relationship	Usually imbalanced in favor of employment	New/Modified Base Zoning District(s)	None identified
		Existing Overlay District(s)	East and West Jackson Corridors; Airport
WATER AND SEWER SERVICE AVAILABILITY		New Overlay District(s)	None identified
Sanitary Sewer Available?	Yes (required or planned)	Special Tool(s): Land Acquisition for Open Space	Set-asides with development; minimum open space requirements
Public Water Available?	Yes, connection required	Special Tool: Corridor Map	Reserve future facilities/routes
DESIGN-RELATED CONSIDERATIONS (BUILT ENVIRONMENT)		TRANSPORTATION-RELATED CONSIDERATIONS	
Overall Building Form/Pattern	Concentrated and diverse	Primary Mobility Option	Automobile
Building Setback from Road; Orientation	0-30'; Regular but variable and flexible depending on use	Road Service and Surfacing	Paved county roads and state highways
Desired Design Principles	New Urbanism – traditional neighborhood	Road Design Features (Improvements)	Curb and gutter; urban standard applied; grid or modified grid pattern encouraged
Special Design Features	Variable based on land use and intensity	Access Management	Regulated
Stormwater Management	Engineered/ required	Connectivity	Required
Parking Areas	off-street parking required (minimum and maximums)	Sidewalks	Required and provided

Urban Character Area Policies

1. **Sewer.** Land development and land subdivisions in the urban character area should be connected to public sanitary sewer as a condition or prerequisite of development approval.
2. **“Dry Sewer.”** If the immediate connection of land development or land subdivisions to public sanitary sewer is not practical, the installation of “dry” sanitary sewers for purposes of later connection to the public system may be acceptable.
3. **Interim Development Without Sewer.** Interim development with little sewage disposal generation or “low flow” demands that can be handled with a septic or other on-site sewage management system, as approved by the Jackson County Environmental Health Department, may be authorized.
4. **Pedestrian Facilities.** All subdivisions and land developments are strongly encouraged, if not required, to provide sidewalks within the subdivision and linking to public sidewalks planned for or provided outside the subdivision and connecting to public open spaces and/or publicly designated conservation lands on all abutting properties.
5. **Adequate Public Facilities.** As a condition of approval, all subdivisions and land developments should be required to demonstrate availability of public water, fire protection, law enforcement, roads, stormwater management, parks and recreation, and public school facilities. Subdivisions and land developments that cannot demonstrate all such facilities are available or planned at the time of development or within a reasonable period of time thereafter may gain approval only if they mitigate the lack of such facilities, through the dedication of land in the subdivision or off-site, on-site and/or off-site improvements, payment of impact fees if imposed by the county, or payment of in-lieu fees or other acceptable arrangements via development agreements.
6. **Manufactured Housing.** Manufactured home parks, manufactured home subdivisions, and manufactured homes on individual lots are strongly discouraged if not prohibited by regulation



Representative photos of the Urban Character Area

Principles for Ensuring Consistency with Character Areas Map

The county seeks to ensure that future zoning decisions are made in a manner consistent with the Character Areas Map (page 40). The legal requirement to be consistent with the county's comprehensive plan is contained in the county's unified development code. In order to assist with determining consistency, a number of principles are articulated here which should be consulted when interpreting the character maps and the consistency requirement.

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

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

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

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

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

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

Future Land Use

Future Land Use Map

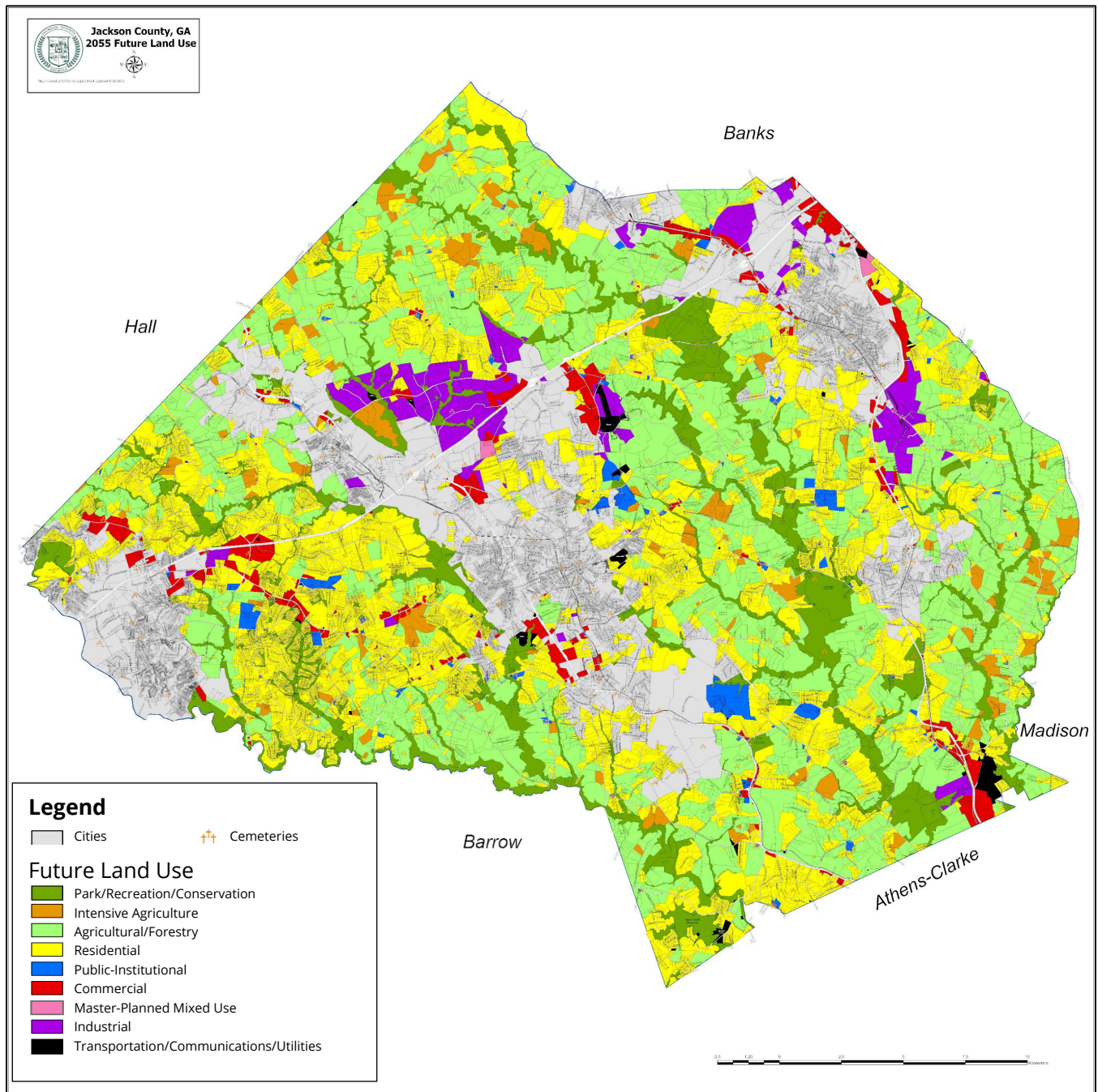


Figure 13. Future Land Use Map. Descriptions of each land use category begin on page 59.

Land Use Policies Generally

1. **Efficient Development Patterns.** Use land efficiently to avoid the costs and problems associated with exurban, rural, suburban, and urban sprawl.
2. **Property Rights.** In applying land use plans and regulations, all property owners must be afforded some reasonable economic use of their properties, but not necessarily the “highest and best” use as that term is understood in the real estate appraisal profession. The fact that a property would be valued more highly if rezoned is not in itself a sufficient reason for rezoning. However, a showing that property cannot be reasonably used in accordance with the existing regulations may be considered among other reasons for approving a land use amendment and/or changing the zoning district applicable to a given property.
3. **Balance.** In land use planning and individual decisions about land use, Jackson County strives to balance non-residential and residential development in order to reduce the burden of taxes on residents. This means that Jackson County will strive to protect parcels designated for commercial and industrial uses rather than rezoning such parcels to uses that do not support sustained economic health and higher wage jobs in the county.
4. **Compatibility.** Rezoning if approved should result in land development that is suitable in view of the use and development of adjacent and nearby property. Development should not adversely affect the existing use or usability of adjacent or nearby property.
5. **Public Facility and Service Impacts.** Development should not occur or be approved which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, public safety facilities, parks and recreation facilities, libraries, schools, or other publicly-provided facilities and services.
6. **Buffers and Screening.** Screen negative views through site planning, architectural, and landscape devices. Utilize buffers to separate potentially conflicting or incompatible land uses.
7. **Transitions.** Avoid harsh or abrupt changes of land use or character, by encouraging a logical and compatible relationship of land use and character, transitioning from one property development to another. In terms of land use, the ideal progression of land use compatibility is from residential to public-institutional (including private office), to commercial, to industrial. In terms of character areas, the ideal progression of character compatibility is from agricultural, to rural, to suburban, to urban. If harsh or abrupt changes in land use or character cannot be avoided, the transition should be better facilitated with special design techniques, step downs in intensity or density, and/or conditions of approval relating to building height, building setbacks, buffers, and limitations on incompatible operating characteristics.
8. **Prevailing Land Use Patterns.** Respect and maintain prevailing land use patterns, unless the future land use plan clearly suggests changes are appropriate.
9. **Spot Zoning and Spot Land Use Amendments.** Decisions about amendments to the future land use plan maps and official zoning map should not result in the creation of an isolated future land use designation or isolated zoning district unrelated to adjacent and nearby land use or zoning districts.
10. **Land Use-Transportation Connections.** Coordinate land use and transportation decisions.
11. **Creativity and Flexibility.** Encourage creativity in development design and provide for design flexibility. Jackson County is open to considering land planning and development concepts that may be new to the county but have been implemented successfully in other places.

12. **Redevelopment.** Encourage redevelopment of obsolete or deteriorating buildings, properties, and areas.
13. **Development Approval Process.** Continually monitor the time frames required to review development proposals and shorten them or make them more efficient where possible.
14. **Intergovernmental Coordination.** Coordinate land use decisions between the county and municipalities. Land use decisions made by municipalities at the time of annexation should respect and be consistent with the character and future land use plans previously approved by Jackson County. Municipalities should anticipate formal objections by the county when annexations are for zoning and development inconsistent with the county's comprehensive plan.
15. **Architectural Requirements.** Promote the highest quality of development. Reevaluate and reconsider architectural and site design standards as appropriate to encourage increased quality of site development, architectural detailing and materials. Implement design controls through requirements in the Unified Development Code, and through other appropriate means.
16. **Sustainable Development Practices.** Communities and individual land developments which are developed consistent with generally accepted principles of sustainable development should receive priority consideration over developments relying on conventional designs and features. Any available incentives should be used to reward development which meets generally accepted sustainable development principles.

Future Land Use Categories

The relationship of future land use categories to character areas is summarized in the Consistency Matrix (page 41).

Descriptions and policies for each of the following future land use categories can be found on the pages listed below.

- Park / Recreation / Conservation, page 60
- Intensive Agriculture, page 61
- Agricultural/Forestry, page 61
- Residential, page 63
- Public-Institutional, page 65
- Commercial, page 66
- Master Planned Mixed Use, page 68
- Industrial, page 69
- Transportation / Communications / Utilities, page 70

Park/Recreation/Conservation

This category includes lands dedicated to both active and passive recreational uses. These lands may be either publicly or privately owned, and they may include playgrounds, public parks, nature preserves, wildlife management areas, forest preserves, golf courses, recreation centers, or similar uses. Additionally, this category includes conservation lands, such as the floodplains of major rivers and streams, land that has been set aside for conservation or to meet open space requirements, such as through a conservation easement or as a condition of development approval, and a large wetlands complex west of Jefferson.

Also included is the area surrounding the proposed Parks Creek Reservoir, which is being planned by the City of Jefferson with cooperation from Jackson County Water and Sewerage Authority for a water supply reservoir. It is recommended that the land surrounding the reservoir be used for open space, watershed protection, and limited passive recreational activities.

All of the lands within the “Conservation” character area are designated as Park/Recreation/Conservation on the Future Land Use Map. Park/Recreation/Conservation lands also exist in other character areas, such as a developed recreation complex in an urban character area, or a neighborhood park in a suburban neighborhood.

Intensive Agriculture

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

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

Agricultural/Forestry

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

The Future Land Use Map retains agricultural character as much as possible, considering needs for future conversion of farmland for residential uses and promoting the preservation of agricultural and forestry lands in many different non-urban unincorporated parts of the county. Even so, agricultural and forestry use (not counting land in the intensive agricultural category which will be retained) will decline as a percentage of all unincorporated land uses.

Land Use Policies: Intensive Agriculture and Agricultural/Forestry

1. **Preservation.** Preserve and encourage agricultural land use and operations, especially poultry farms which are vital to the county's economy.
2. **Avoid Conflicts.** Avoid, reduce, and mitigate the occurrence of conflicts between agricultural and non-agricultural land uses.
3. **Notices.** Applicants for building permits for buildings or for uses on non-agricultural land abutting agricultural land or operations should be required to be supplied with notice about the county's support of the preservation of agricultural lands and operations and the potential for nuisance-type operations emanating from active farm operations.
4. **Buffers.** New non-agricultural land developments adjacent to intensive agricultural operations (excluding lands designated in the agricultural/forestry future land use plan category) should provide a sizeable buffer (i.e., at least 100 feet in width) to reduce the potential conflicts between intensive agricultural and non-agricultural land uses.
5. **Residential Lot Platting.** When new lots are platted pursuant to residential land use allowances in intensive agriculture and/or agricultural/forestry future land use plan categories, the lots should be designed so that they are large enough for a well (if unserved by public water supply) and septic tank (i.e., at least one acre) but small enough to not take away land from potentially viable future agricultural use (i.e., not more than two acres). Such lots should be located at the edge of agricultural fields and farm operations as opposed to being in the middle of the tract or otherwise making existing or future farming operations more difficult or less efficient.
6. **Best Management Practices.** Although agricultural operations are normally exempted from state and local soil erosion and sedimentation controls, agricultural property owners should be educated on the proper application of Best Management Practices (BMPs) and encouraged to apply them.
7. **Commercial Sales and Agri-tourism.** Avoid regulations and policies that would prevent agricultural areas and farms from offering to the public the commercial sale of farm products produced on the premises (e.g., farm produce stands) in agricultural and rural character areas. Also, avoid restrictions that would have the effect of preventing or discouraging recreational-based agritourism opportunities on farms and in agricultural areas (e.g., "U-Pick" farms, pumpkin patches, etc.).
8. **Development Standards.** Agricultural-related land development within intensive agriculture and agricultural/forestry land use classifications should be subjected only to the most minimal development regulations, i.e., those that are essential to public health, safety, and welfare.

Residential

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

Future residential development will be primarily located within and near existing residentially developed areas. These include infill development within existing residential nodes and corridors, new residential neighborhoods near cities, and gradual expansion of existing residential areas. Locating new residences in or near existing residential areas enables infrastructure efficiency and helps to protect the county's rural and agricultural character where possible.

Land Use Policies: Residential

1. **Protect Residences from Incompatible Land Uses and Nuisances.** Where designated residential on the future land use plan maps, maintain and preserve quiet, stable neighborhoods of residences at low (or current) densities. Preserve and enhance the stability of existing residential neighborhoods. Protect residential areas (whether rural, suburban, or urban) from nuisances (e.g., excessive noise, odor, traffic and lighting) and from encroachment by incompatible land uses.
2. **Preservation of Residential Neighborhoods.** The consideration of the preservation of the integrity of residential neighborhoods shall be considered to carry great weight in all land use plan amendment and rezoning decisions.
3. **Transitional Properties and their Impacts on Residential Neighborhoods.** In those instances in which property proposed for change in future land use category or rezoning from residential to nonresidential use fronts on a major thoroughfare and also adjoins an established residential neighborhood, the factor of preservation of the residential area shall be considered to carry great weight in all land use plan amendment and rezoning decisions.
4. **Natural Areas, Open Space and Recreation.** New residential development should preserve the natural amenities of the land through maintenance of conservation areas and open spaces. When new major residential subdivisions or any multi-family complexes are developed, there should be a minimum of 20 percent of the total development area set aside for green space, open space, and active or passive recreational opportunities.
5. **Densities.** The density of residential development should be guided by the character area designations (agricultural, rural, suburban, and urban), with increasing densities permitted as development transitions from agricultural to urban.
6. **Market for Single-family Homebuilding Opportunities.** Encourage homebuilding on existing, vacant, residential subdivision lots prior to platting of new residential lots. Jackson County strongly encourages the consumption of available inventory of single-family lots prior to rezoning for new single-family residential subdivisions. Jackson County will consider the market need for housing in decisions whether to rezone for new single-family detached residential subdivisions.
7. **Neighborhood Interconnectivity.** Encourage intra- and inter-connectivity within, between, and among residential neighborhoods. Roads ending in cul-de-sacs are discouraged in all character areas but where provided should be limited to suburban character areas.
8. **Residential Use Adjacent to Water Supply Reservoirs.** New residential development is highly discouraged along the shorelines of public water supply reservoirs.

Public-Institutional

This category includes federal, state, or local government uses, and a wide variety of institutional land uses. Government uses include county-owned facilities, fire stations, post offices, and schools. Private institutional uses include schools, colleges, churches, cemeteries, and private non-profit meeting halls, among others. The public/institutional category also specifically includes private office development, which may include selected, low-intensity personal service establishments and other quasi-commercial land uses.

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

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

Land Use Policies: Public-Institutional

1. **Reservation for Certain Uses.** Certain properties, particularly those at key road intersections with sufficient acreage, may be appropriate for institutional uses such as churches, other places of worship, private schools, non-profit clubs and lodges, institutional residential facilities such as nursing homes and care centers, and public or other semi-public uses. Priority should be given to these uses prior to establishing other uses permitted in the public-institutional future land use category, such as private offices.
2. **Intensities.** The intensity (floor-area ratio or building space per acre) of institutional development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban.
3. **Transitional Nature.** The public-institutional future land use category is considered a transitional designation to buffer residential uses from commercial and/or industrial uses, as shown on the future land use plan maps.
4. **Site Plan Review.** Regardless of which character area within which it is located, all institutional developments should be reviewed with respect to the following which should not be considered limiting: access, site design, landscaping, parking, environmental protection, lighting, and signage.

Commercial

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

Land Use Policies: Commercial

1. **Patterns.** Discourage patterns of “strip” commercial development. Encourage building designs which locate all of the off-street parking provided on the commercial lot between the road and the building.
2. **Efficient Use.** Encourage the re-occupancy of existing retail space prior to the construction of new retail spaces.
3. **Intensities.** The intensity (floor-area ratio or building space per acre) of commercial development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban.
4. **Site Plan Review.** Regardless of which character area within which it is located, all commercial developments should be reviewed with respect to the following which should not be considered limiting: access, site design, landscaping, parking, environmental protection, lighting, and signage.
5. **Long-term Quality versus Short-Term Maximizing of Investment.** Unless specifically designated as an interim use (where long-term development of a more permanent nature is contemplated), commercial developers need to consider the long-term impact of their development on the surrounding community. Efforts to maximize return on investment with little consideration to the long-term community impact will be judged by the county accordingly.
6. **Highway Commercial Uses.** The fact that an existing lot has frontage on a state or federal highway is one consideration but is not in itself prima facie evidence that such property should be or will be allowed to be used commercially. The creation of new highway business districts without frontage on a state highway is strongly discouraged. Great scrutiny will be given to any requests for land use amendments or rezonings to extend highway commercial zoning districts beyond those areas designated on the future land use plan maps. Substantially compelling evidence of the need for additional highway business uses in the county must be presented to support such a change.
7. **Architectural Harmony among Phases and Outparcels.** When commercial development occurs in phases, and for commercial development with outlots reserved for future commercial development, the property owner or developer should ensure that the designs of building forms are interrelated and architecturally harmonious.
8. **Neighborhood Commercial.** Where commercial is designated at corners of intersections of local roads, the commercial land uses within such neighborhood-serving commercial nodes should not contain highway-oriented commercial developments such as but not limited to lodging, auto sales, auto service, and open air business establishments. With the exception of convenience stores with

gasoline pumps, neighborhood commercial areas do not permit or accommodate automotive uses or other types of more intensive highway business activities, or those uses that generate excessive traffic, noise, odors, pollution, safety hazards, or other adverse impacts which would detract from the desirability of adjacent properties for residential use. Commercial development within neighborhood commercial nodes should be small-scale commercial uses of a convenience nature serving nearby residential neighborhoods as opposed to a regional market. Uses within neighborhood commercial areas generally occur within enclosed buildings with no outside storage and limited (if any) outdoor display of goods and merchandise.

9. **Interstate 85 Frontage.** Commercial developments with frontage on Interstate 85 should maintain trees immediately adjacent to the interstate right of way, to buffer noise emanating from the interstate highway and reduce impacts noise will have on nearby properties. A natural, undisturbed buffer of 50 feet in width should be maintained along the property's frontage on Interstate 85. Such a buffer will allow for a significant view corridor into the site while mitigating some of the noise impacts compared with commercial sites that are clearcut all the way to the Interstate right of way.
10. **Impervious Surfaces.** Within water supply watersheds and other sensitive environmental areas, strong consideration should be given by site designers and land developers to special design techniques that will reduce surface water runoff. Impervious surfaces should be limited in such areas to no more than 60 percent of the total site area. Pervious pavement and gravel parking should be permitted in order to allow site developments to meet this criterion.

Master Planned Mixed Use

This category applies only to a few existing developments. It is appropriately applied only in urban areas which have water and sewer service. This category encourages an appropriate mix of residential, office, civic-institutional, retail-service, and open space in a planned environment.

Land Use Policies: Master Planned Mixed Use

1. **Densities and Intensities.** The density of residential development and intensity of non-residential development (floor-area ratio or building space per acre) of commercial development should be guided by the character area designations (rural, suburban, and urban), with increasing densities permitted as development transitions from rural to urban. Within a master planned mixed use development, densities and intensities should be greatest at road intersections and/or along major road corridors and the least at the fringe along property lines abutting less intensive development.
2. **Housing Variety.** Encourage a variety of home styles, housing types, densities and price ranges, including mixed-income housing, within mixed-use developments.
3. **Attached and Group Quarters Housing.** Attached housing and group quarters housing are encouraged to be located within mixed-use developments.
4. **Life Cycle and Mixed Generation Communities.** Within mixed use developments, encourage “life cycle” or “mixed generation” communities that provide for persons of different age groups (including seniors) to live in the same community as they age.
5. **Vertical Mixed Use.** Within master-planned mixed use developments, the vertical mixing of residential with office and commercial land uses is desirable.
6. **Pedestrian Retail.** A pedestrian-oriented retail district should be planned and provided for mixed use developments large enough to support such a district.
7. **Jobs-Housing Balance.** Having 1.5 jobs for each housing unit is considered a good balance of residential and nonresidential development. This policy should be used as a guide in planning development in this category, but it is non-binding.

Industrial

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

Land Use Policies: Industrial

1. **Appropriate Locations.** All industrial land uses should be limited to areas with relatively level topography, adequate water and sewerage facilities, and access to arterial streets.
2. **Expansion of Existing Suburban Industrial Areas.** Zoning for existing industrial uses designated “suburban” on the character area map should not be expanded unless sanitary sewer is provided and expansion takes place in an “urban” character area.
3. **Light versus Heavy Industry.** New industrial operations should be limited to those that are not objectionable by reason of the emission of noise, vibration, smoke, dust, gas, fumes, odors or radiation and that do not create fire hazards, explosion hazards, or other objectionable conditions. However, in areas designated for industry which are clearly removed from residential areas, heavy manufacturing and heavy industrial uses, including those creating objectionable conditions, are considered appropriate.
4. **Industrial Park and Campus Designs.** Future industrial developments serving more than one industry are strongly encouraged to be developed within planned industrial parks which are designed with campus-style layouts including generous building setbacks from exterior roads and landscaping.
5. **Interstate 85 Frontage.** Industrial developments with frontage on Interstate 85 should maintain trees immediately adjacent to the interstate right of way, to buffer noise emanating from the interstate highway and reduce impacts noise will have on nearby properties. A natural, undisturbed buffer of 50 feet in width should be maintained along the property’s frontage on Interstate 85. Such a buffer will allow for a significant view corridor into the site while mitigating some of the noise impacts compared with industrial sites that are clear-cut all the way to the Interstate right of way.
6. **Impervious Surfaces.** Within water supply watersheds and other sensitive environmental areas, strong consideration should be given by site designers and land developers to special design techniques that will reduce surface water runoff. Impervious surfaces should be limited in such areas to no more than 60 percent of the total site area. Pervious pavement and gravel parking should be permitted in order to allow site developments to meet this criterion.
7. **Reservation of Prime Industrial Sites with Publicly Subsidized Sewer for High Employment-Generating Uses.** In areas designated for future industrial development, priority should be placed on attracting industrial developments with significant employment densities (i.e., jobs per acre of land or per acre of building space). Jackson County may elect not to approve rezoning for industrial development in such areas if the development proposed is for low density employment industrial uses such as warehousing, so as to reserve prime industrial sites that have been subsidized with regard to sanitary sewer service for the highest employment-generating industrial uses.

Transportation/ Communications/ Utilities

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

Special Overlays

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

East and West Jackson Corridor Overlay Districts

The East Jackson Corridor Overlay District applies to land along State Route 15 Alt., US Highway 441, State Route 98, State Route 334, State Route 326, and U.S. Highway 129 from the Clarke County line to the Arcade city limits. The West Jackson Corridor Overlay District applies to land along Louis Braselton Boulevard, Davis Street, State Route 124, and State Route 53. The boundaries of both districts apply to parcels in unincorporated Jackson County that are within 500 feet of the centerline of the listed roads. Applicants for development in these corridors are required to submit building plan applications showing proposed building materials and demonstrating consistency with a number of regulations and guidelines pertaining to uses, ground floor area limitations, lot standards, access management, landscaping, environmental controls, parking, dumpsters, lighting, architecture, and signage (see Sections 431 to 449 of the Unified Development Code). These corridors are recognized in the Special Overlays Map.

Parts of the State Route 98 and U.S. Highway 441 corridors have shared land use jurisdiction with the City of Commerce. Between downtown Commerce and the north side of Interstate 85, State Route 98 passes in and out of Commerce's city limits several times. Along U.S. Highway 441, much of the west side is in Commerce, and most of the east side is unincorporated. Commerce and Jackson County have both adopted overlay regulations for both corridors. The unincorporated portions of both corridors are within the East Jackson Corridor Overlay District.

Jackson County Airport Overlay

Another overlay established in the Jackson County Unified Development Code (Sections 411 through 426) is the Jackson County Airport Overlay District. The airport overlay has been adopted to protect the flight approach areas to the airport, in accordance with Federal Aviation Administration (FAA) requirements. In the overlay, heights of buildings and other obstructions are regulated to ensure safe flight/aviation operations. The airport zone overlay is specifically recognized on the Special Overlays Map.

State Route 334 Scenic Corridor

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

TRANSPORTATION

6



The Department of Community Affairs requires a transportation element for any local government whose jurisdiction falls within a Metropolitan Planning Organization (MPO) boundary. The analyses required for a transportation element can be found within *The Jackson County Comprehensive Transportation Plan*, which is adopted by reference into this Comprehensive Plan. The most recent update of this countywide transportation plan was adopted in 2025.

This chapter does not substitute for the countywide transportation plan; instead, it provides an overview of its contents, context, and recommendations. This chapter similarly summarizes the Gainesville Hall MPO's transportation plans.

Countywide Transportation Plan

The Jackson County Comprehensive Transportation Plan (CTP) analyses transportation conditions and needs county-wide. As noted above, the CTP is part of this comprehensive plan. The CTP was updated in 2025 to serve as a long-range plan to:

- Integrate land use and transportation decision making,
- Identify existing and future roadway capacity and operational problems,
- Formulate transportation goals, objectives, and policies to guide future growth, and
- Prepare a long-range list of capital projects to resolve present and future transportation needs in a financially feasible manner.

The CTP's analyses include an inventory of existing conditions of roadways and means of travel, assessment of the performance of the existing network, and projections of future travel demands. Additionally, a project list was developed to address identified needs, including roadway improvements, non-motorized system improvements, and transit system improvements. Please refer to the countywide transportation plan for details of these analyses and recommendations.

Other County Transportation Initiatives

Transit

Jackson County Transit operates on-demand rural transit service countywide. Service is available to destinations in Jackson County and Athens-Clarke County. This is a shared ride service, and rides must be scheduled in advance.

NEGRC adopted a regional transit development plan in 2024, with the input of regional stakeholders including representatives of the Jackson County government and Jackson County Transit. Recommendations from that plan that are applicable to Jackson County include:

- Demand-Response Recommendations
 - Item Sc-1-c: Jackson County provides Saturday service for a 9-hour span (six-month pilot).
 - Item Sc-2-b: Jackson County extends hours of operation to a 12-hour service span for three days of the week.
 - Item T-1-a: All rural transit providers partner with GDOT to implement the Let's Ride application for scheduling and fare payment.
 - Item Sc-1-b: Jackson County extends daily hours of operation to a 12-hour service span.
- Commuter Recommendations:
 - Item ES-1-b: Jackson County forms a public-private partnership with large employers to offer employer-specific shuttles.
 - Item V-2-b: Counties within the Northeast Georgia Region partner with Enterprise, or similar entity, to start a regional vanpool program.
 - Item V-2-c: Jackson County Transit, Hall Area Transit, and Barrow County partner on establishing a commuter shuttle with stops in each respective county.
 - Item NC-2-b: Athens-Clarke County and Jackson County Transit partner to run a commuter shuttle between Athens and Jefferson.
 - Item NC-2-c: Athens-Clarke County and Jackson County Transit partner to run a commuter shuttle between Athens and Commerce.
- Administrative Tools and Guidance Recommendations:
 - Jackson County/GHMPO carry out an update of the 2020 Feasibility Study for Urban and Rural Transit Service.
 - All rural transit service providers offer frequent rider discounts (25% off).

Bicycle & Pedestrian

The *Connect Jackson: Biking-Pedestrian-Greenways Plan* (2011) includes an assessment of existing sidewalks and shared-use paths, as well as conservation corridors for potential greenways and/or off-road shared use paths. Specifics of this plan should serve as the baseline for future recommendations, while recognizing that some needs and opportunities will have changed because of the considerable amount of new development that has occurred in Jackson County since 2011. A strategic step in the update of the countywide bicycle and pedestrian plan would be the development of a bicycle-pedestrian or multi-modal task force. Such a task force would be able to update the 2011 plan and make specific corridor-level recommendations focusing on key connections within Jackson County, considering public input and recommendations and analyses from existing plans.

The County is interested in creating a multi-use path that would cross the county in an east-west direction. Such a trail would connect the Jackson County residents with the Highlands-to-Islands Trail system to the west (via a connection with multi-use paths in Hoschton and Braselton) and with Athens-Clarke County's trail system to the east. The comprehensive plan update's Steering Committee discussed this idea at a meeting, and members were supportive of the concept. The connector trail's path is shown in Figure 14 and Figure 15. On a case-by-case basis, as a condition of development, proposed developments along the route will be required to dedicate right-of-way or an easement for the portion of the route within their site boundaries and may also be required to build that portion of the path. Alignment changes may be considered by the local government on a case-by-case basis.

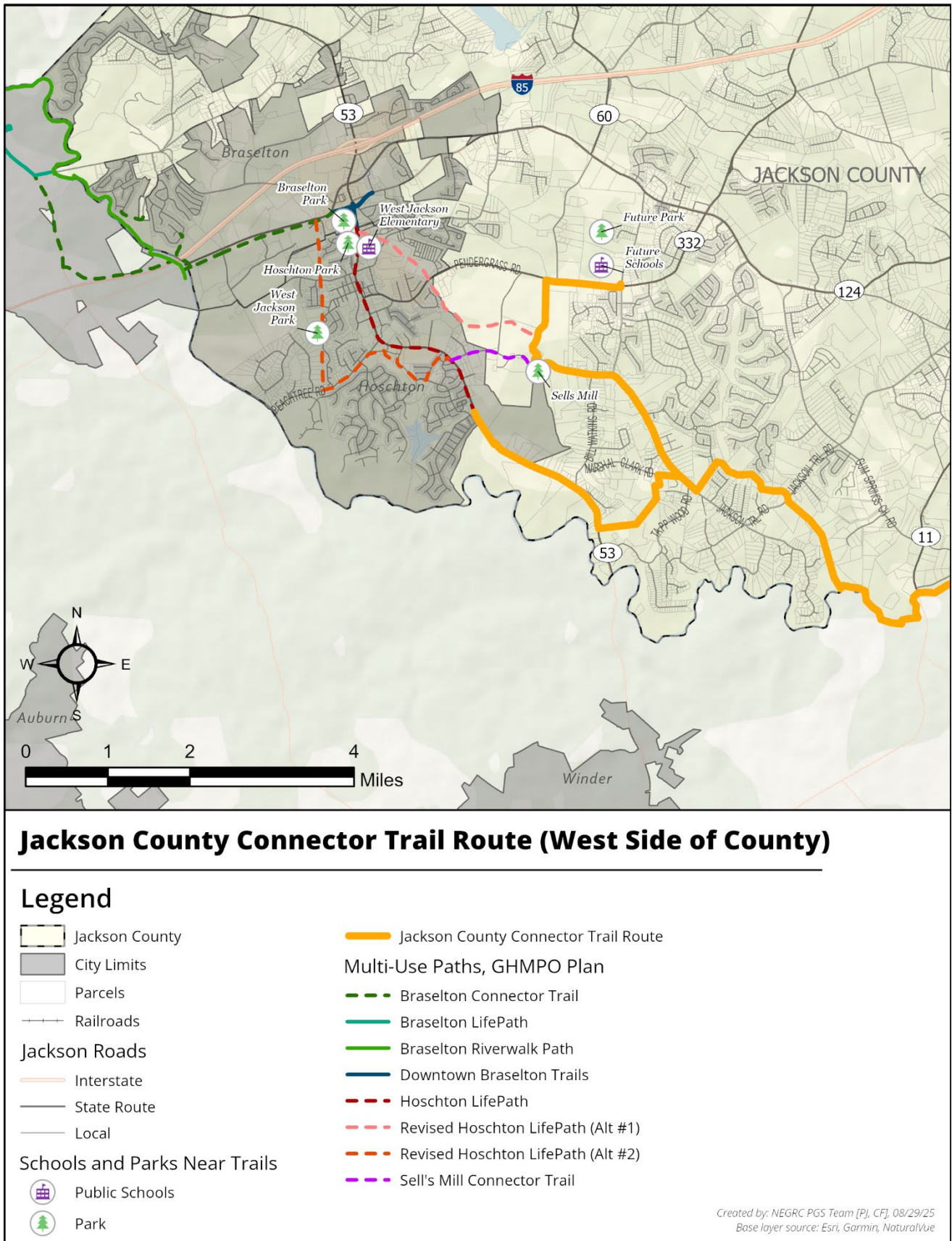


Figure 14. Path of future multi-use connector trail. For context, existing and planned multi-use trails in Jackson County from the Gainesville Hall MPO's 2025 Bicycle and Pedestrian Plan are also shown. The western half of the county is shown in this map; the trail route also extends across the eastern half of the county, as shown on the next page.

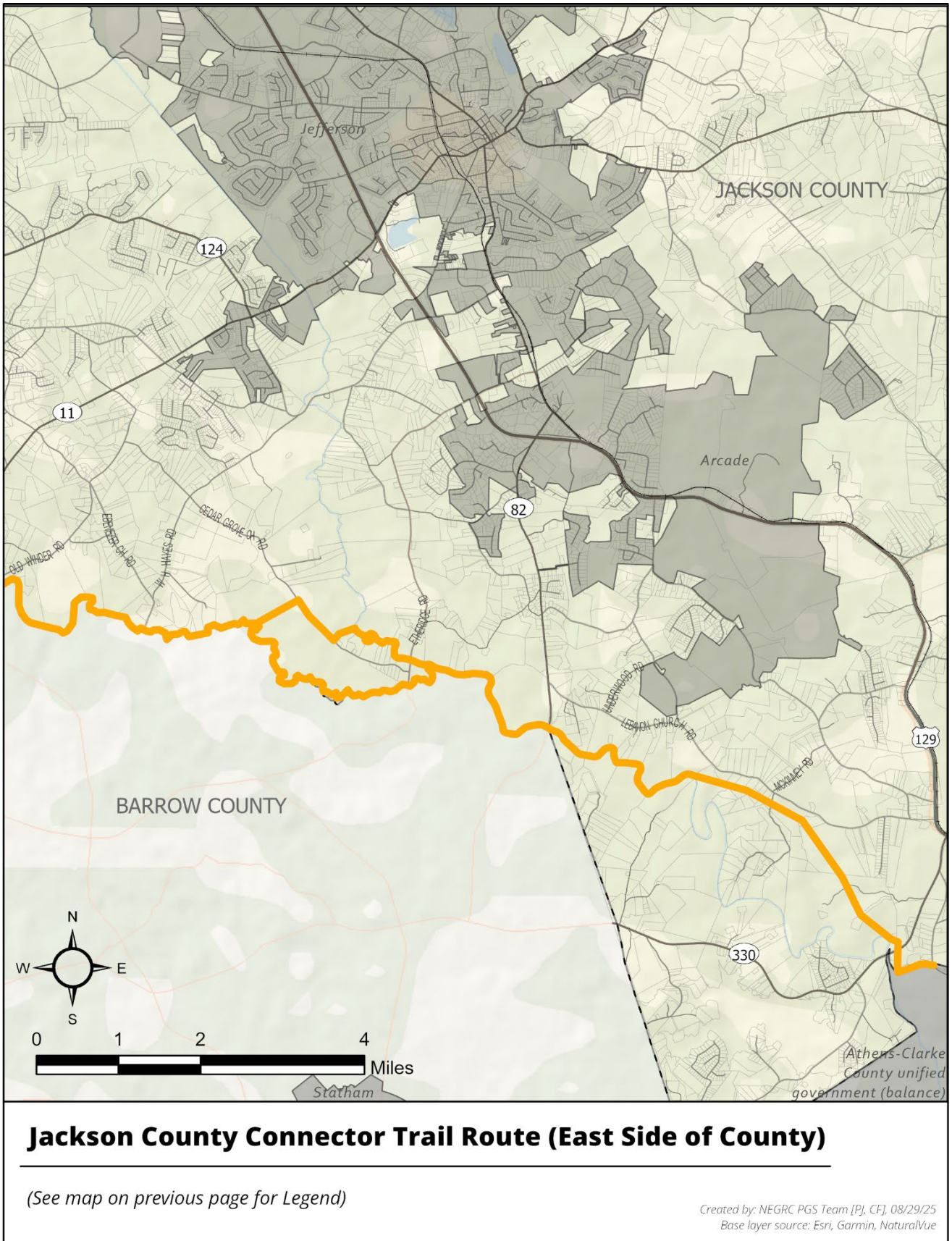


Figure 15. Path of future multi-use connector trail. The eastern half of the county is shown in this map; the trail route also extends across the western half of the county, as shown on the previous page.

Gainesville-Hall MPO

The Gainesville-Hall MPO (GHMPO) includes all of Hall County and the southwestern corner of Jackson County (Figure 16). Jackson County staff and officials represent the County on GHMPO’s Technical Coordinating Committee and Policy Committee, and a Jackson County resident is on GHMPO’s Citizen Advisory Committee.

The *Gainesville-Hall Metropolitan Planning Organization 2055 Metropolitan Transportation Plan* was adopted in May 2025. This plan is updated every five years and includes transportation planning objectives and projects for the MPO for the next 30 years. GHMPO also has a Bicycle and Pedestrian Plan, the most recent update of which was also adopted in May 2025.

GHMPO Goals & Objectives

The goals and objectives listed below are from the *Gainesville-Hall Metropolitan Planning Organization 2055 Metropolitan Transportation Plan*. Following the next regional transportation plan update, the updated plan should be consulted for the MPO’s most up-to-date goals and objectives. These goals and objectives only apply to the portion of Jackson County that is within the GHMPO planning area; however, many of them represent opportunities for collaboration and information sharing that may benefit other parts of the county, too.

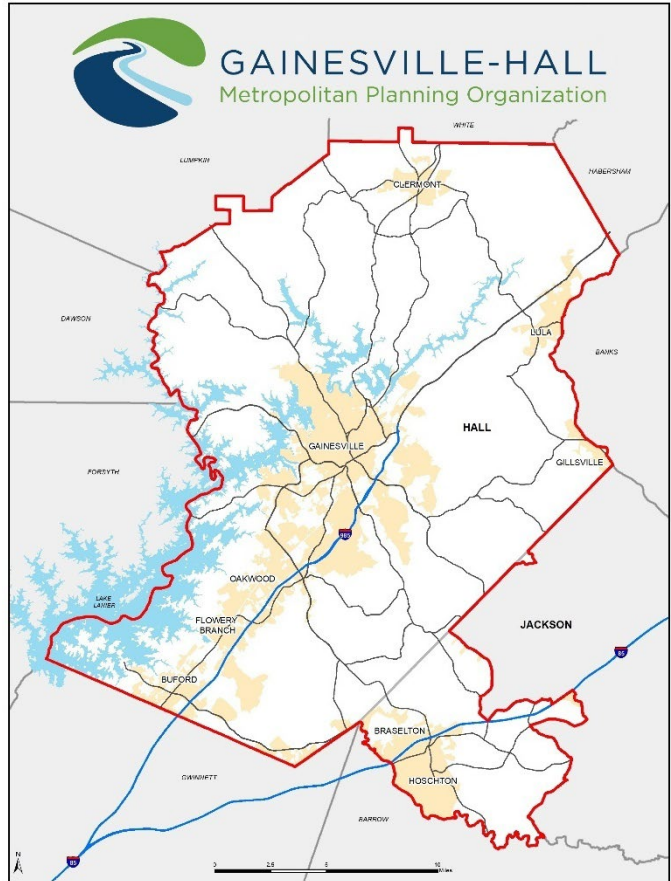


Figure 16. Part of Jackson County is within the Gainesville-Hall MPO’s planning area, which is outlined in red, above.

- **GHMPO Goal 1: Coordination and Outreach**
Educate and seek feedback and input from as many people as possible during the plan development process.
- **GHMPO Goal 2: Multimodal Connectivity**
Provide a more integrated multimodal and intermodal transportation system.
- **GHMPO Goal 3: Safety and Security**
Ensure a safe and secure transportation system.
- **GHMPO Goal 4: System Preservation and Maintenance**
Preserve the existing transportation system.
- **GHMPO Goal 5: Environment**
Develop a transportation system that promotes the attainment of air quality standards, protects the natural environment, promotes public health, and improves system resiliency.
- **GHMPO Goal 6: Economic Vitality**
Advance the region’s economic competitiveness.
- **GHMPO Goal 7: Efficiency**
Maximize the efficiency of the transportation system.
- **GHMPO Goal 8: Fairness**
Use a fairness lens when making transportation decisions.

BROADBAND SERVICES



Expansion of broadband is a top priority region wide. The Northeast Georgia *Comprehensive Economic Development Strategy (CEDS) 2022–2026* prioritizes broadband expansion through specific tasks in its Action Plan (Action Items 3.1–3.4). This CEDS update was crafted through key stakeholder input from the entire Northeast Georgia Region, including economic development professionals, educators, business leaders, and elected officials.

Additionally, in 2018 the Georgia Department of Community Affairs launched the Georgia Broadband Deployment Initiative (GDBI) to coordinate and establish broadband programs to increase economic, educational, and social opportunities for Georgia citizens and businesses. The initiative provides for the expansion of broadband infrastructure and services through new state and local broadband planning policies.

Definitions

To provide clarity about the terminology used in this chapter for elected officials and the public, definitions from state laws are provided here for better understanding of the technology and legal requirements:

Broadband affiliate: Any person, which directly or indirectly controls, is controlled by, or is under common control of one or more electric membership corporations and which is used to provide broadband services. (O.C.G.A. 46-3-171; SB 2 (2019))

Broadband facilities: Any facilities and equipment utilized to provide or support broadband services. (O.C.G.A. 46-3-171; SB 2 (2019))

Broadband network project: Any deployment of broadband services. (O.C.G.A. 50- 39-1)

Broadband services: A wired or wireless terrestrial service that consists of the capability to transmit at a rate of not less than 25 megabits per second in the downstream direction and at least 3 megabits per second in the upstream direction to end users and in combination with such service provides: (A) Access to the Internet; or; (B) Computer processing, information storage, or protocol conversion. (O.C.G.A. 50-39-1).
Broadband services provider: Any provider of broadband services or a public utility or any other person or entity that builds or owns a broadband network project. (O.C.G.A. 50-39- 1)

Communications service provider: A provider of cable service as defined in 47 U.S.C. Section 522(6), telecommunications service as defined in 47 U.S.C. Section 153(53), or information service as defined in 47 U.S.C. Section 153(24), as each such term existed on January 1, 2019. (O.C.G.A. 46-3-171; SB 2 (2019))

Electric easement: A right of way or an easement, whether acquired by eminent domain, prescription, or conveyance, that is used or may be used for transmitting, distributing, or providing electrical energy and services by utilizing aboveground or underground wires, cables, lines, or similar facilities. (O.C.G.A. 46-3-171; SB 2 (2019))

Retail broadband services: Any broadband services other than those provided for: (A) The internal use of an electric membership corporation; (B) The internal use of another electric membership corporation; (C) Resale by another electric membership corporation or other communications service providers; or (D) Use as a component part of communications services that other communications service providers offer to their customers. (O.C.G.A. 46-3-171; SB 2 (2019))

Served area: A census block that is not designated by the Department of Community Affairs as an unserved area.

Unserved area: A census block in which broadband services are not available to 20 percent or more of the locations as determined by the Department of Community Affairs pursuant to Article 2 of chapter 39.

Regulatory Context

Broadband Services Element of Comprehensive Plan

Adopted in 2018, the Achieving Connectivity Everywhere (ACE) Act requires that “the governing bodies of municipalities and counties shall provide in any comprehensive plan for the promotion of the deployment of broadband services by broadband services providers” (O.C.G.A. 36-70-6). Minimum elements of local comprehensive plans “shall include the promotion of the deployment of reasonable and cost-effective access to broadband services by broadband services providers” (O.C.G.A. 50-8-7).

Rules of the Georgia Department of Community Affairs for local planning were revised (effective October 1, 2018) to incorporate this mandate. The revised rules require “an action plan for the promotion of the deployment of broadband services by broadband service providers into unserved areas within its jurisdiction. The action plan must describe steps for the promotion of reasonable and cost-effective access to broadband to parts of the local government's jurisdiction designated by the Department as unserved areas.”

Deployment of Broadband Services

Broadband Service by Electric Membership Corporations (EMCs) are now authorized by Georgia state law to furnish broadband services on a nondiscriminatory basis, plus EMCs may form, fund, support, and operate a broadband affiliate, directly or indirectly (O.C.G.A. 46-3-200; Senate Bill 2 (2019)).

EMCs, and EMCs that have a broadband affiliate that provides retail broadband services, shall have a duty to provide access to the poles, ducts, conduits, and easements of such electric membership corporation to all communications service providers on rates, terms, and conditions that are just, reasonable, and nondiscriminatory (O.C.G.A. 46-3-200.2; Senate Bill 2 (2019)).

Electric easement owners can install, maintain, lease and operate broadband services within electric easements “so long as no additional poles or other ground-based structures are installed...” (O.C.G.A. 46-3-205; Senate Bill 2 (2019)). Telephone cooperatives are now authorized by Georgia state law to furnish broadband services directly or indirectly through a contractual arrangement or through a broadband affiliate (O.C.G.A. 46-5-61 and 46-5-63; Senate Bill 17 (2019)).

The 2019 Georgia General Assembly passed, and the governor signed, Senate Bill 66, the Streamlining Wireless Facilities and Antennas Act (O.C.G.A. Chapter 36-66C), to streamline the deployment of wireless broadband in the public rights of way.

Optional Certification

A local government that has a comprehensive plan with a broadband element may apply to the Georgia Department of Community Affairs (DCA) for certification as a “broadband ready community” (O.C.G.A. 50-39-40). However, a local government will not be certified unless it has also “enacted an ordinance for reviewing applications and issuing permits related to broadband network projects” which meets several specified contents. DCA is also required by the law to “develop a model ordinance for the review of applications and the issuance of permits related to broadband network projects” (O.C.G.A. 50-39-41).

Findings

Access to broadband services in today's society is essential to everyday life. Access to broadband services is a necessary service as fundamental as electricity, gas, or phone service. There is a growing need to provide the much-needed infrastructure to the homes and businesses without access to broadband services due to their location in rural and other unserved areas. Ensuring broadband services deployment will have a positive effect on education, health care, public safety, business and industry, government services, and leisure activities. Promoting an equitable deployment of broadband services is a public necessity, one of the basic functions of government, and a benefit to the entire County. The General Assembly finds that electric membership corporations providing broadband services should be permitted to use existing electric easements to provide or expand access to broadband services. The General Assembly also finds that utilizing existing electric easements to provide broadband services, without the placement of additional poles or other ground based structures, does not change the physical use of the easement, interfere with or impair any vested rights of the owner or occupier of the real property subject to the electric easement, or place any additional burden on the property interests of such owner or occupier. Consequently, the installation and operation of broadband services within any electric easement are merely changes in the manner or degree of the granted use as appropriate to accommodate a new technology and, absent any applicable express prohibition contained in the instrument conveying or granting the electric easement, shall be deemed as a matter of law to be a permitted use within the scope of every electric easement (O.C.G.A. 46-3-205).

Broadband Service Assessment

The Department of Community Affairs (DCA) is tasked by the law with determining the areas in the state that are served or unserved by broadband (O.C.G.A. 50-39-20). The map below (Figure 17) illustrates broadband service availability in Jackson County as of June 2024, using data from the Broadband Data Collection (BDC), a national dataset maintained by the Federal Communications Commission. It displays the percent of locations served by broadband within each geography, where “served” is defined using the FCC’s current benchmark of broadband infrastructure with speeds greater than or equal to 100 Mbps download and 20 Mbps upload. As is apparent from the map, a higher percentage of locations are generally served in the north and west parts of unincorporated Jackson County than in the central, south, and east.

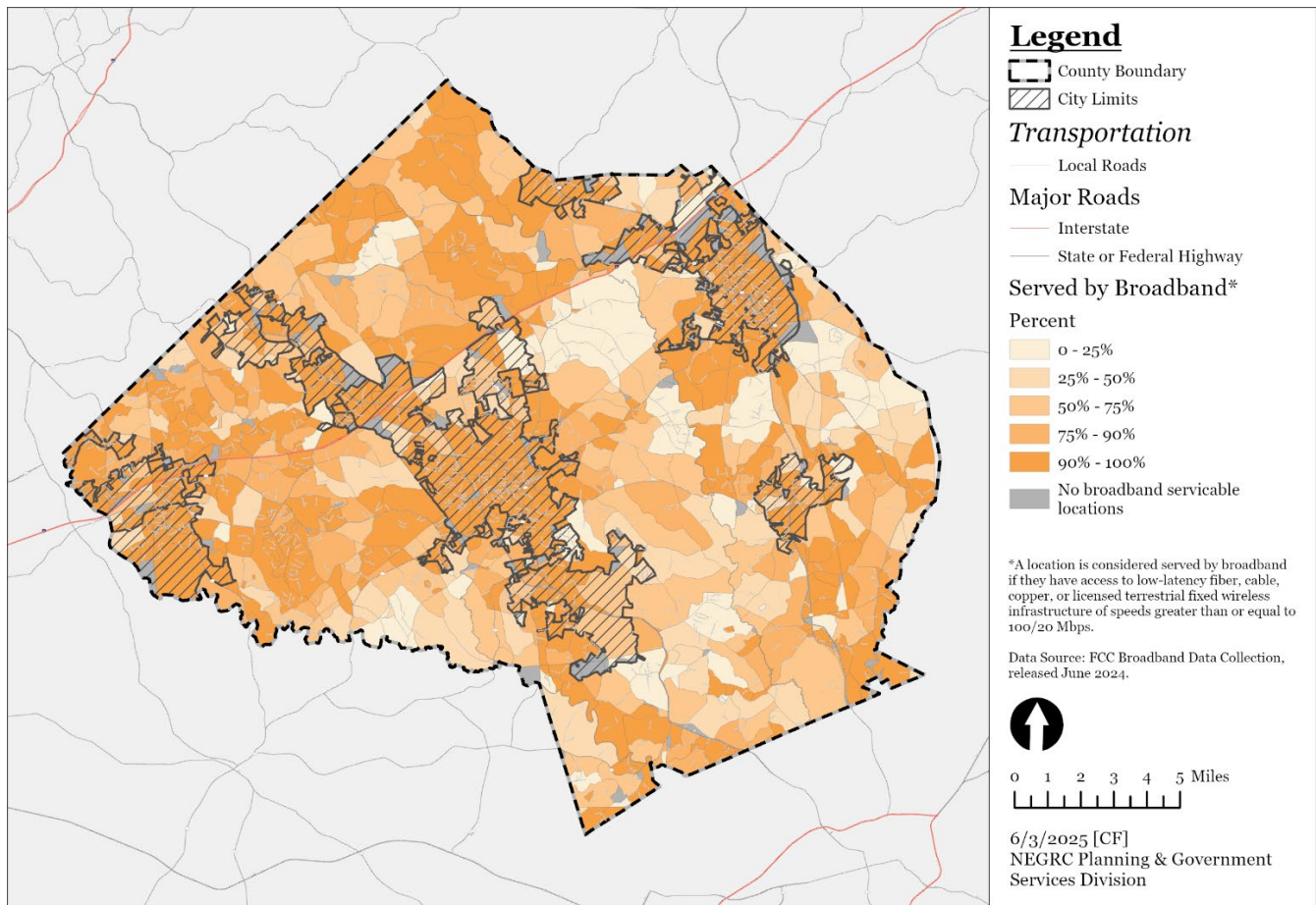


Figure 17. Broadband availability in Jackson County, as of June 2024 (FCC Broadband Data Collection).

Public feedback from the Online Community Survey (page 11) highlights some frustrations with internet access. No questions specifically asked about broadband access, but 15 people mentioned broadband or internet access in their response to the question about what they hope the County will be like in 20 years. Comments ranged from poor connection quality, to a low number of provider options, to insufficient speeds available. Negative comments about broadband quality or availability came from people living in all five Commission districts, and from both incorporated and unincorporated areas.

HOUSING

8



The purpose of the housing chapter is to evaluate the adequacy and suitability of the existing housing stock to serve current and future community needs. It provides an overview of current housing types, occupancy, and costs and explores housing needs and opportunities for the community.

Jackson County chose to include a housing element to plan for anticipated increases in population and housing needs. Because of Jackson County's major transportation routes and its proximity to Athens and the Atlanta metropolitan area, the county has experienced large population gains in recent years, which makes the need for additional housing options even more important.

Unless otherwise noted, all data in this chapter are sourced from Esri's Business Analyst Software, which is based on the U.S. Census and the American Community Survey.

Housing Age, Condition, & Quantity

Existing Conditions

Jackson County has experienced significant residential development since 2000, with 52% of all housing units built from 2000–2022. The County constructed the most housing units between 2000-2009, with over 8,900 housing units built. However, 20.2% of the housing stock predates 1980, including some homes built before 1940 (3.9%) (Figure 18). The predominance of newer housing stock indicates opportunities to ensure energy efficiency and modern standards. However, the older segment of housing may require rehabilitation to maintain safety, livability, and structural integrity.

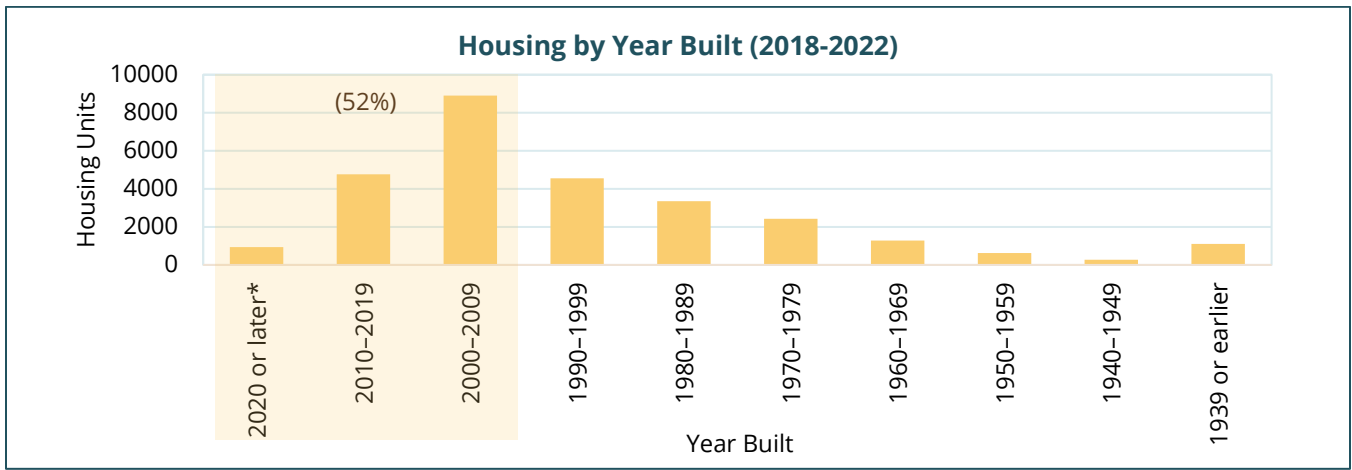


Figure 18. When existing housing units were built (*as of the 2018–2022 American Consumer Survey).

According to the U.S. Census, the number of households in Jackson County increased by over 4,800 from 2010 to 2020, which was a 22% increase. This rate of household growth was significantly higher than that of the 12-county Northeast Georgia Region and the state of Georgia (Figure 19). Between 2020 and 2029, the number of households in Jackson County is projected to increase even more rapidly. By 2029, it is projected that Jackson County will be home to 35,185 households, which would be a 34.4% increase from 26,174 households in 2020 (Figure 20).

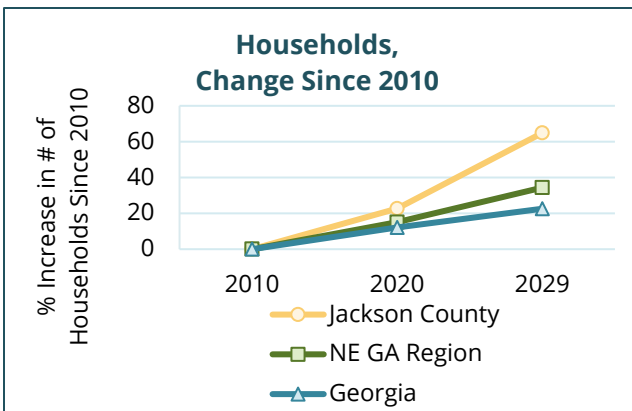


Figure 19. Number of households in Jackson County, actual (2010 and 2020) and projected (2024 and 2029).

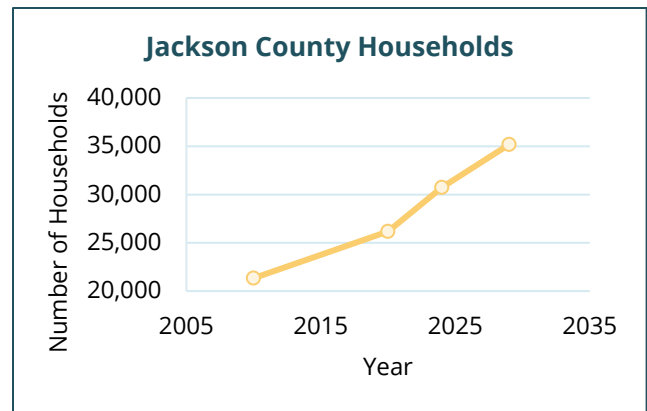


Figure 20. Jackson County household growth since 2010, compared with the region and state (2029 values are projected).

Housing permit data provide insight into residential growth trends within the County over the past two decades. Between 2005–2024, a total of 16,584 housing permits were issued across the County and its nine municipalities. The mid-2000s saw strong housing permit activity, with 1,339 permits issued in 2006. However, the 2008 financial crisis significantly impacted new housing development, with permits dropping from 819 in 2007 to just 278 in 2008, and reaching a low of just 49 permits in 2011. Permit issuance began to recover after 2012 and has gradually increased since then. 1,840 permits were issued in 2024, which is the highest number of permits issued in any year during this 20-year period. From 2005–2010, most housing permits were issued in unincorporated Jackson County, but every year since 2013, more permits have been issued by the cities than by the County. The proportion of permits issued by the County has decreased gradually over time, with the unincorporated area accounting for nearly two-thirds of permits in 2005 and less than one-third of permits in 2024 (Figure 21).

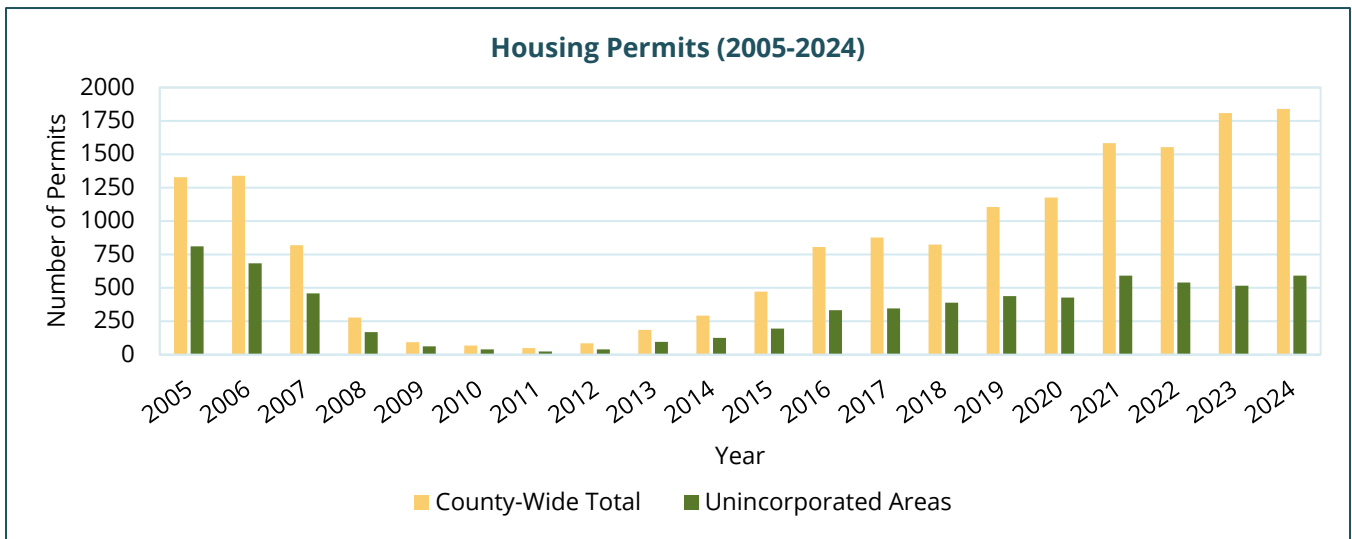


Figure 21. Housing permits issued across Jackson County and its nine municipalities, from 2005–2024 (Jackson County GIS Department).

Future Housing Needs Analysis

As Jackson County continues to experience steady population growth, it is important to estimate how many new housing units will be needed to accommodate residents in the future. This analysis provides a projection of housing demand based on anticipated population increases and average household size, helping guide planning efforts and policy decisions. While the exact number of housing units needed will depend on multiple factors, a basic estimate can be calculated by taking the projected population for a future year and subtracting the base year population. The result is then divided by the average household size, producing an estimate of how many new housing units will be necessary to house the additional residents.

This analysis uses the Governor’s Office of Planning and Budget’s (OPB’s) 2024–2060 population projections. The base year for this housing needs analysis is 2024, with an estimated population of 90,303³. The OPB’s projected population for 2035 is 112,167, for 2045 is 132,340, and for 2055 is 151,969. For the purposes of

³ OPB’s 2024 population estimate of 90,303 is based on the U.S. Census’s Bureau’s Vintage 2023 methodology. This estimate is somewhat lower than the Census’s Vintage 2024 population estimate of 93,825, which is used throughout the rest of this plan. OPB’s 2024 estimate was used in this analysis because it shares a consistent baseline and methodology with OPB’s 2035, 2045, and 2055 projections.

the analysis, it was assumed that average household size will remain constant at the current level of 2.89 people per household.

Using these methods, the Northeast Georgia Regional Commission estimates that Jackson County will need 7,565 new housing units by 2035, 14,546 new housing units by 2045, and 21,338 new housing units by 2055. These estimates assume that household size will remain stable throughout the period. The calculations do not account for housing turnover, current housing surpluses or shortages, replacement of aging or substandard housing units, or adjustments for vacancy rates. As such, these estimates provide a general baseline only, providing an indicator of the approximate magnitude of residential development Jackson County and its cities may need to accommodate in the coming years (Table 4).

Table 4. Projected number of total new housing units that will be needed in Jackson County by 2035, 2045, and 2055, based on the Governor's Office of Planning and Budget (OPB) 2024–2026 population projections. Calculation of housing units needed uses 2024 as a baseline and assumes that the average household size will remain at 2.89 people per household. Analysis by the Northeast Georgia Regional Commission.

Year	2024	2035	2045	2055
Population Projection	90,303	112,167	132,340	151,969
Projected Population Growth (Since 2024)	--	21,864	42,037	61,666
Estimated Total New Housing Units Needed	--	7,565	14,546	21,338

It is important to emphasize that while these projections illustrate potential future housing demand, it is not the responsibility of local government to build these units directly. Rather, the role of local government is to create conditions that allow housing to be developed in a way that meets community needs. This includes adopting zoning and land use regulations that support a diversity of housing types and densities, investing in infrastructure to support future development, and ensuring that the development review process is transparent and efficient. The County can also play a proactive role in encouraging partnerships with private and nonprofit sectors to promote housing affordability and availability.

Housing permit data help contextualize the housing needs analysis by illustrating how the local development community has responded to housing demand over the past two decades. Permit trends indicate that the County is already experiencing a strong surge in residential construction. Following a sharp decline in permits during the Great Recession, housing activity has steadily increased, with annual permit totals rising consistently since 2012, with over 1,500 new units approved in each of the last four years (Figure 21). If this pace continues, Jackson County is on track to meet or exceed the projected number of housing units needed; however, careful planning will still be necessary to ensure that types, locations, and affordability of new homes align with future population needs.

After considering the projected number of housing units needed to accommodate future population growth and the number of new housing permits the County and the cities within it have already approved in recent years, it is likely that less residential land will be needed than is depicted on the 2020 Future Land Use Map. Therefore, the amount of land designated as “Residential” has been reduced on this plan update’s Future Land Use Map.

Housing Mix & Occupancy

As of 2018–2022, Jackson County had a total of 28,209 housing units. Esri predicts this number will rise to 37,222 by 2029. Jackson County’s housing stock is primarily detached single family residential homes, with an estimated 81.3% of homes falling into this category in 2018–2022. Single-family attached homes, such as townhomes, account for only 0.6% of the housing stock, while multifamily housing, including duplexes and apartment complexes, makes up 5.1% of the housing stock. In addition, 13% of housing units are mobile homes. Jackson County has a higher concentration of single-family homes than both the region (74.6%) and the state (66.6%) (Figure 23). The limited availability “missing middle” housing types (i.e. duplexes, townhomes, and small apartment buildings) reflects the county’s historical preference for low-density development, contributing to challenges in housing diversity and affordability.

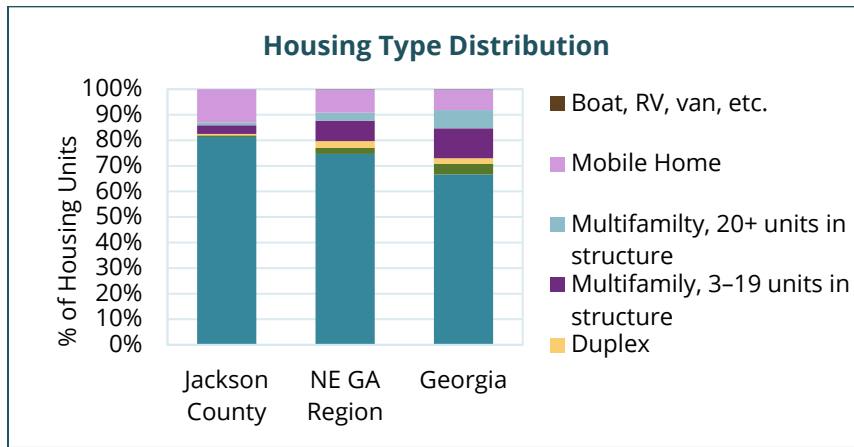


Figure 23. Mix of housing types in Jackson County compared with the region and state, 2018–2022.

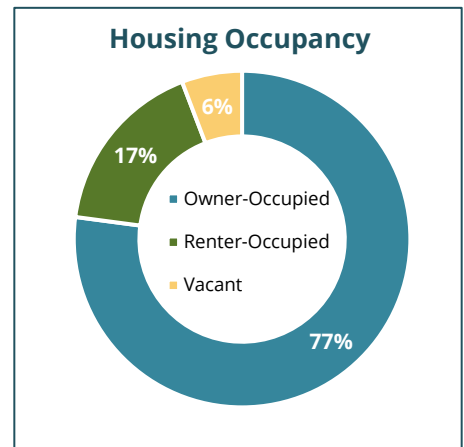


Figure 22. Occupancy of housing units in Jackson County, 2024.

As of 2024, approximately 77.1% of housing units in Jackson County are owner-occupied, 17.1% are renter-occupied, and 5.8% are vacant (Figure 22). Esri predicts that by 2029, owner-occupied homes will increase to 79.1% and renter-occupied homes will decrease to 15.2%. Jackson County’s vacancy rate is lower than both the region (6.5%) and the state (8.7%). A low vacancy rate often indicates a high demand for housing, which is consistent with the county’s high rate of population growth. Additionally, the decreasing proportion of rental housing may limit options for non-owners, young professionals, and lower-income households.

Responses to the Online Community Survey (page 11) and SWOT Analysis (page A-9) generally aligned with one of three viewpoints:

- Support for more intentional and diverse housing development, with more affordable housing and options beyond the dominant single-single family model. This group of respondents also emphasized a desire for neighborhoods to have high connectivity and convenient access to amenities.
- Strong preference for single-family houses and opposition to higher-density development.
- Opposition to “cookie-cutter” houses and neighborhoods that lack visual character.

To balance these viewpoints while meeting the housing needs presented by the county’s high growth rate, it is important to manage growth in ways that preserve rural character by steering new residential density toward target areas that can support new growth with appropriate infrastructure and services.

Housing Costs

In 2024, the estimated median household income for Jackson County residents was \$89,073, which is much higher than the median incomes of households within the region and state (Figure 25). Nearly a quarter of households earn between \$100,000 and \$149,000 annually (Figure 24).

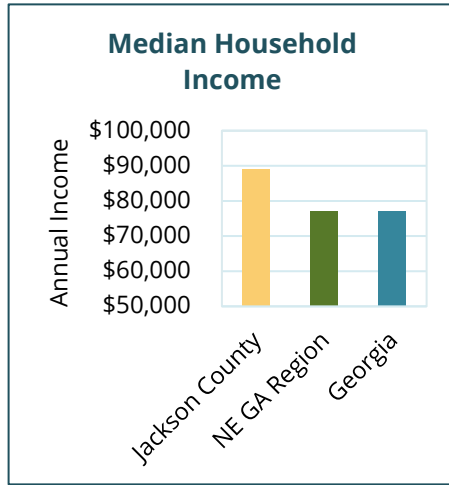


Figure 25. Median 2024 household income of Jackson County residents, compared with the region and state (projected).

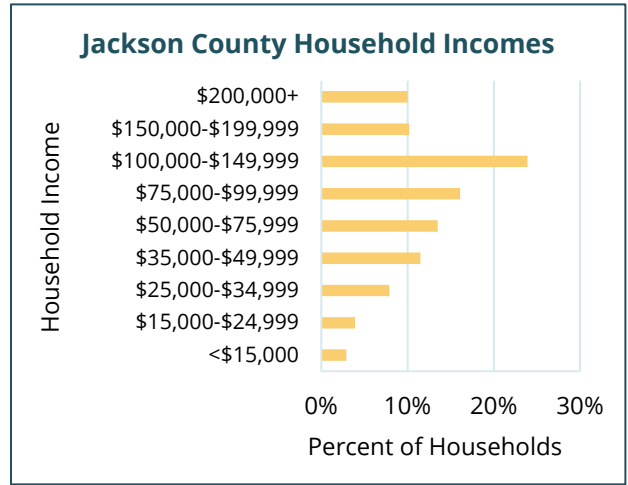


Figure 24. 2024 Distribution of household incomes in Jackson County (projected).

National real-estate marketplace company Zillow has developed the Zillow Home Value Index (ZHVI), which identifies the typical value of homes in an area based on the mean of the middle 30 percent of the market (35th to 65th percentile). This approach captures the middle segment of home values—excluding both the highest and lowest extremes—to provide a more stable and representative measure of typical home prices an area. As of December 31, 2024, the typical home value in Jackson County was approximately \$407,560, which is higher than the statewide average of \$339,653 (Figure 9). Home values in Jackson County have increased notably over time, aligning with regional and national trends of rising housing costs. Figure 10 compares home values to average Jackson County household incomes over time, highlighting a growing disparity as home values have increased at a significantly faster rate than household incomes.

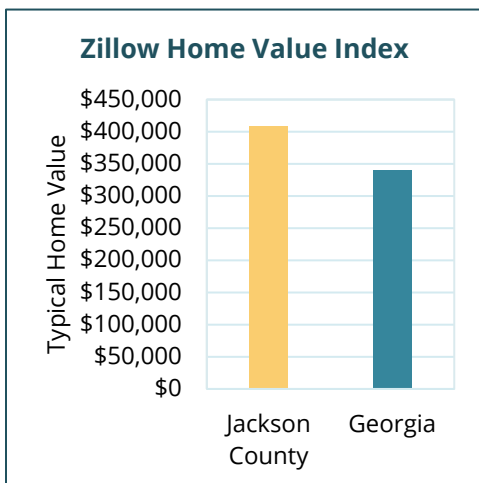


Figure 27. December 2024 Jackson County typical home values (ZHVI, Smoothed and Seasonally Adjusted, All Homes), compared with the state.

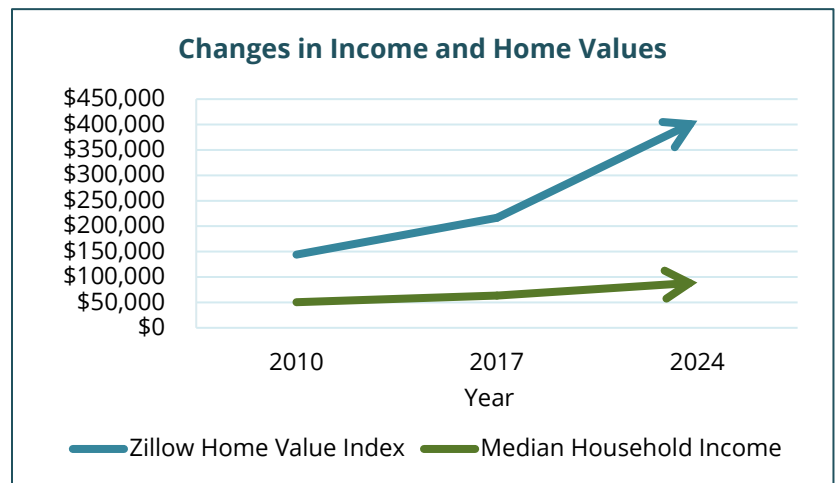


Figure 26. Zillow Home Value Index (ZHVI, Smoothed and Seasonally Adjusted, All Homes) compared with median household incomes in Jackson County, from 2010 to 2024. ZHVI value shown is for December of the indicated year. Household income values are annual.

The Zillow Observed Rent Index (ZORI) measures the typical market rent for new leases across a given area, based on the mean of the middle 30% of observed rents (35th to 65th percentile). As of December 31, 2024, the typical market rent in Jackson County was \$2,071 per month. Compared with neighboring counties, Jackson County's typical rents are comparable to those of Barrow County (\$2,090) and Gwinnett County (\$2,025), but higher than those of Hall County (\$1,780) and Athens-Clarke County (\$1,786) (Figure 28).

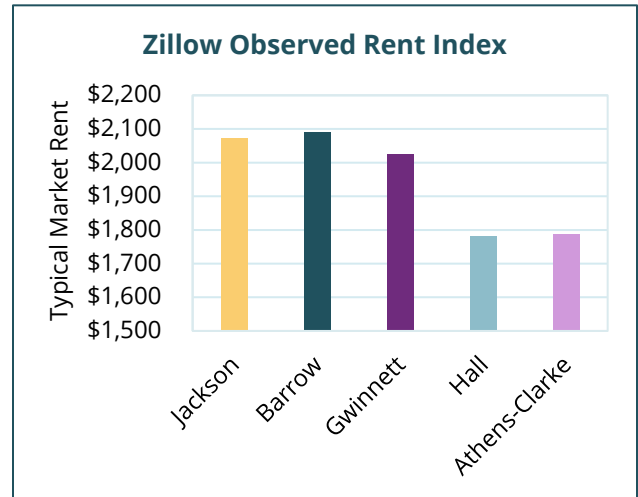


Figure 28. December 2024 typical market rent (ZORI, Smoothed and Seasonally Adjusted, All Housing Types). Jackson County and neighboring counties (data not available for Banks and Madison Counties).

Households are generally considered cost-burdened when they spend more than 30% of their income on housing. For homeownership, the Zillow Home Value Index (ZHVI) for December 2024 reported a typical home value of \$407,560. Using this number in Zillow's Mortgage Calculator, with a 10% down payment, 30-year fixed mortgage at a 7% interest rate, the total monthly housing cost would be approximately \$2,819. Based on an affordability threshold of housing costing no more than 30% of income, a household would need to earn around \$112,760 annually to afford the typical home without being cost-burdened. For renters, the typical monthly rent reported by the Zillow Observed Rent Index (ZORI) was \$1,889. Applying the same method, a household would need to earn approximately \$82,840 per year to afford the typical rent in Jackson County without being cost-burdened. These numbers, shown in Figure 29, highlight the growing need for affordable rental and homeownership opportunities, particularly for moderate and low-income households.

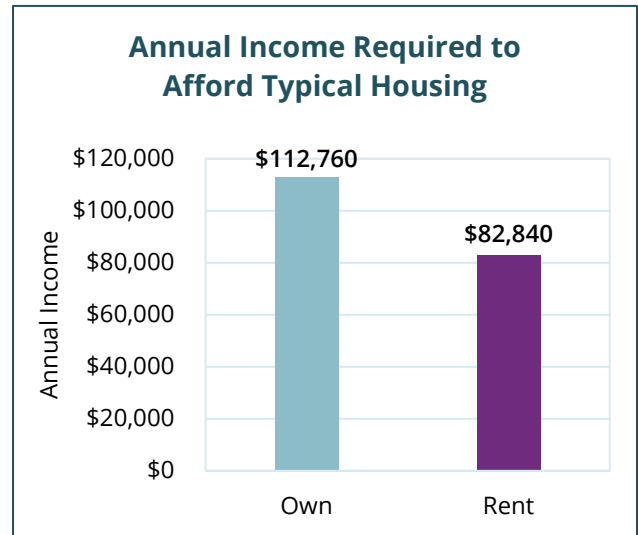


Figure 29. Annual income needed to afford a typical home mortgage or rent in Jackson County in 2024, based on December 2024 ZHVI and ZORI estimates, and assuming a 30% affordability threshold.

Jackson County's household income distribution reflects a diverse economic landscape, with 40% of households earning below \$50,000 annually in 2024 and 44% earning \$100,000 or more. This income stratification directly impacts housing affordability, as shown in Table 5.

Table 5. Income brackets, % of households in income bracket, and ZAC home price affordability ranges for Jackson County.

Income Brackets (ACS, 2024)	% Of Households in Income Bracket (ACS, 2024)	Home Price Affordability Ranges (ZAC, 2024)
Up to \$34,999	14.7%	Up to \$105,000
\$35,000–\$49,999	11.5%	\$105,000–\$160,000
\$50,000–\$74,999	13.5%	\$160,000–\$250,000
\$75,000–\$99,000	16.1%	\$250,000–\$335,000
\$100,000–\$149,999	23.9%	\$335,000–\$505,000
\$150,000 and up	20.2%	\$505,000+

Jackson County's owner-occupied housing market is primarily concentrated in the mid-range price categories. As of the 2018–2022 American Consumer Survey, 38.2% of homes were valued between \$250,000 and \$400,000 and an additional 20.8% were valued between \$175,000 and \$250,000 (Table 6). This suggests that a significant portion of the housing stock during these years was best suited for households earning \$75,000 or more annually, given affordability thresholds. Over 21% of homes were valued above \$400,000, catering to higher-income households earning more than \$100,000. This distribution highlights a potential affordability gap for households who may struggle to find suitable ownership opportunities within their financial means. Expanding the supply of homes priced below \$250,000 could help bridge this gap and ensure a more inclusive housing market for residents across various income levels.

Table 6. Owner-occupied housing unit value ranges and % of owner-occupied homes in value bracket for Jackson County, 2018–2022.

Owner-Occupied Housing Unit Value Ranges (ACS, 2018–2022)	% Of Owner-Occupied Homes in Value Bracket (ACS, 2018–2022)
Up to \$125,000	11.9%
\$125,000–\$175,000	7.6%
\$175,000–\$250,000	20.8%
\$250,000–\$400,000	38.2%
\$400,000–\$500,000	10.2%
\$500,000+	11.4%

Another way of looking at housing costs is to consider the costs of housing and transportation together, as doing so provides a more comprehensive understanding of the affordability of living somewhere. Housing and transportation together are considered affordable if they cost no more than 45% of a household's income. Jackson County has an H+T Index of 44%, meaning that a “regionally-typical household” in Jackson County (i.e., a household earning \$82,056 annually with 2.96 people and 1.24 commuters) spends 44% of its income on the costs of housing and transportation together (Center for Neighborhood Technology, <https://htaindex.cnt.org>, 2025 update, based on 2018–2022 American Consumer Survey).

Jobs-Housing Balance

Of the over 36,400 Jackson County residents ages 16 and older who work, an estimated 44.6% work in Jackson County, 53.9% work in Georgia but outside of Jackson County, and the remaining 1.5% work outside of Georgia. The U.S. Census’ OnTheMap application indicates that in 2022, more people commuted into Jackson County to work from outside than commuted from Jackson County to work in other locations (Figure 30). Additionally, approximately 19% of people who work in Jackson County also live there.

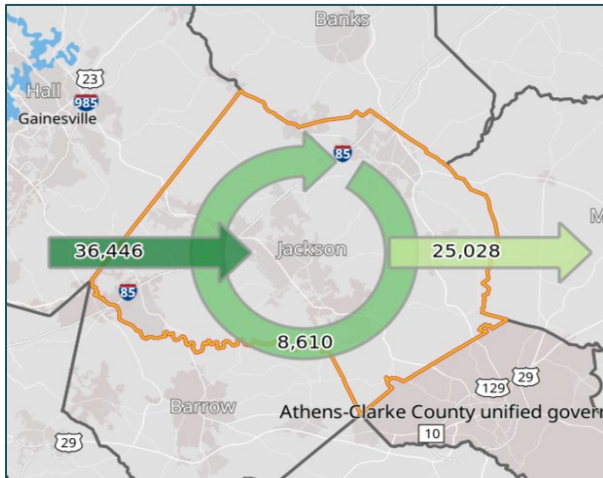


Figure 30. More people commuted into Jackson County to work in 2022 than commuted from Jackson County to work in other locations, and 19% of people who worked in Jackson County also lived there (image from <https://onthemap.ces.census.gov/>).

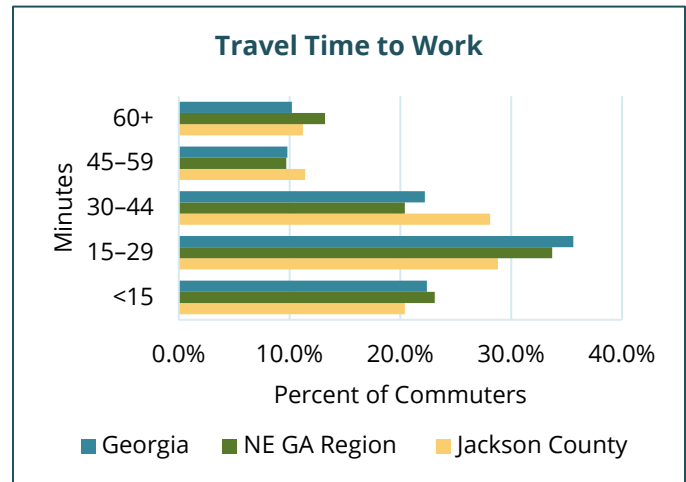


Figure 31. Travel time to work for Jackson County residents who did not work from home compared with the region and state, 2018-2022.

Among workers who did not work from home, the average travel time to work was 30.7 minutes, with about half of workers (49.2%) traveling less than 30 minutes to work; however, some workers have much longer commutes, with 11.2% of workers commuting more than an hour each way (Figure 31). Jackson County’s daytime 2024 population (84,713) was smaller than the U.S. Census’ estimate for the County’s total 2024 population (93,825), with 37,379 being workers and 47,334 being residents. Of Jackson County residents who commuted to work in 2022, the largest group traveled west, towards Hall County and from the east side of Jackson County to the center and west side. The second-largest group traveled southwest, towards Gwinnett County and other parts of metro Atlanta (Figure 32). Many commuters also drive to Athens–Clarke, Barrow, and Oconee Counties (U.S. Census on the Map).

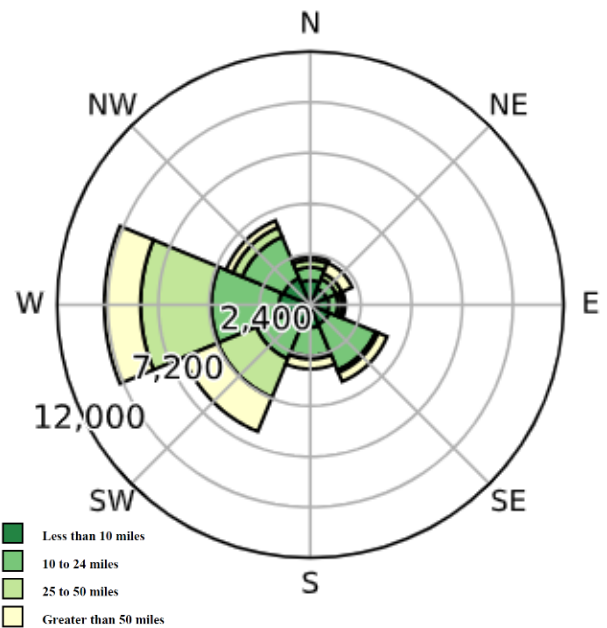


Figure 32. Distance and direction traveled by Jackson County residents who commuted to their jobs in 2022, according to the U.S. Census OnTheMap Application. Ring size indicates the number of people, color indicates the distance traveled, and the direction of each wedge corresponds with the direction traveled from home to work (image from <https://onthemap.ces.census.gov/>).

Many residents of the Northeast Georgia Region hold jobs that—as individuals—do not afford them homes within the region’s housing price points. As of 2020, some of the most held occupations in the region are: laborer and freight, stock, and material mover; retail salesperson; cashier; office clerk; waiter and waitress; customer service representative; general and operation manager; elementary school teacher; and fast food and counter worker. Georgia Bureau of Labor Statistics data provided average salaries of these top occupations, which are shown relative to their ZAC home affordability price point. Of these top 9 occupations, 7 could not afford the 2020 median home value of \$187,646 on a single income and 3 could not afford the 2020 median home value on two incomes (Table 7).

Table 7. Housing affordability for the nine most common occupations in the Northeast Georgia, as of 2020, for single-income households and for two-income households where both earners earn the listed salary. Affordability calculated using the ZAC (Zillow Affordability Calculator). Note that for this analysis, the ZAC’s default settings for monthly debt (\$250), down payment (\$20,000), debt-to-income (36%), interest rate (7%), and loan term (360 months) were left unchanged; in reality, monthly debt and down-payment would vary depending on income and home price. 2020 Median Household Income, Median Home Value, and ZHVI Typical Home Value are shown for comparison.

Occupation	Average Salary (2020)	Affordable Home Price (Single-Income)	Affordable Home Price (Two-Income)
General and Operations Managers	\$102,493	\$347,451	\$702,964
Elementary School Teachers	\$64,418	\$209,604	\$433,238
Office Clerks, General	\$39,108	\$121,894	\$259,558
Laborers & Freight, Stock, & Material Movers	\$35,884	\$109,884	\$236,214
Customer Service Representatives	\$35,302	\$107,656	\$231,999
Retail Salesperson	\$31,077	\$96,252	\$201,407
Waiters and Waitresses	\$27,283	\$81,380	\$176,961
Cashiers	\$24,656	\$71,082	\$157,608
Fast Food and Counter Workers	\$23,310	\$65,805	\$147,693

LEGEND:
— 2020 Median Household Income (\$57,751)
- - - 2020 Median Home Value (\$187,646)
- . - 2020 ZHVI Typical Home Value, 12-month average (\$253,166)

Steering Committee members recognized this issue, noting that many of the county’s workers, particularly those in the distribution sector, struggle to earn enough to afford homeownership. One comment on the SWOT Analysis stated, “Although these pay enough to get by, I doubt that many of their jobs will ever provide employees with home ownership levels of income,” emphasizing how these gaps could exacerbate long-term housing and poverty issues (page A-9). This highlights the need to align housing development with local wage levels, presenting an opportunity to promote workforce housing options and partnerships that ensure housing affordability for essential workers.

Life Cycle Availability & Housing Needs of Special Populations

It is important for a community to have a diverse mix of housing sizes and types if it wants to meet the needs of individuals and families throughout the human life cycle. In Jackson County, the most common housing type is single-family residential, with many neighborhoods zoned for house and lot sizes that are well-suited for families with children living at home. When diversified housing stock is available, people typically move among houses of different sizes and price points throughout their lifetimes. For example, apartments, townhouses, and small houses are often sought by young adults, couples without children, and seniors, because these smaller homes are typically both less expensive and easier to maintain than large single-family homes.

Another life cycle consideration of housing is location. Families with children often prefer homes near amenities like schools or parks and in neighborhoods where other children live. Where mobility is a concern, such as for some seniors and disabled people, single-story housing in walkable or easy driving distance from stores and services is often desirable. Comments from the community survey echoed these preferences, with one respondent stating a desire for more “affordable single-family homes with more ranch plans,” and another expressing interest in retiring “in a tight-knit community that integrates housing, recreation, healthcare, and commerce within walking distance.” These comments highlight the opportunity to expand age-friendly housing options that are well-integrated with services, amenities, and transportation choices, supporting residents through all phases of life. Other seniors prefer or need to live in housing made specifically for seniors, such as in retirement communities, assisted living facilities, or nursing homes.

Seniors 65 and older were 15.8% of Jackson County's population in 2024 and are projected to increase to 17.3% in 2029, as the community's median age increases from 38.6 to 39.3. As the County's population ages, there will be an increased need for senior living facilities and small homes such as single-story houses, townhouses, or small apartment buildings.

Summary of Needs & Opportunities

The following priority housing needs are identified in this chapter:

- Through regulations, policies, and infrastructure investments, create conditions to enable new housing that meets the needs of the County's rapidly growing population, including:
 - More affordable housing and more attainable workforce housing.
 - Higher diversity of housing types and sizes, to provide options for all stages of the life cycle.
 - Residential neighborhoods that are well-connected, with convenient access to amenities and services
- Balance the need for more housing with the community's desire to protect rural character. Maintain low-density development and single-family homes in rural areas, and steer denser new residential development toward targeted areas that can support growth with appropriate infrastructure, services, and amenities, such as near cities and other existing development.
- As the County's senior population continues to increase, anticipate the need for additional senior living facilities and for small and accessible additional housing types that can enable seniors to live independently for longer, such as single-story homes, small townhomes, and small apartments or condominiums.

Some potential opportunities for meeting these needs were discussed during Steering Committee meetings. One opportunity discussed was to plan for land use efficiency by restricting new development to where infrastructure already exists, incentivizing new housing to be priced to align with the salaries of nearby jobs, and establishing policies and procedures to promote connectivity within and among residential developments and with other surrounding parcels.

Another opportunity discussed was to evaluate the land development code for whether changes are needed to enable or incentivize smaller housing options. Examples include reducing minimum square footage requirements, allowing single-room occupancies near employment centers, and building transitional housing for families that are experiencing homelessness. Additionally, a Steering Committee member suggested that a homeless shelter might be needed, especially if rents continue to increase.

Additionally, the Steering Committee noted a strong need for county-wide coordination on housing policies. They encouraged the County and cities to come together to identify common goals and strategies for future housing development.

Finally, one specific housing opportunity that many Steering Committee members expressed support for is to allow small "agrihoods." An agrihood is one type of clustered development, where the allowable residential density on a site is redistributed. Homes are grouped together on smaller lots than would otherwise be allowed, to protect the rest of the site for use as farmland. The total number of houses is generally the same as what would be allowed by existing land use regulations, but because the houses are placed on smaller lots, most of the land on the site can remain rural.

Housing Goal & Policies

One of the County's goals is to "Add variety to existing housing options and preserve established neighborhoods." This goal and policies for implementing it are listed on page 31.

ECONOMIC DEVELOPMENT

9



Jackson County has chosen to include an economic development element to identify community goals, needs, and opportunities related to economic development and community vitality. The analysis within this chapter should also be considered within the broader context of the 2022–2026 update of *The Northeast Georgia Comprehensive Economic Development Strategy (CEDS)*, which is the economic development plan for the twelve counties in the Northeast Georgia Region.

Unless otherwise noted, all data in this chapter are sourced from Esri’s Business Analyst Software, which is based on the U.S. Census and the American Community Survey.

Local Labor Force

An area’s Labor Force includes civilians aged 16 and older who are either employed or actively looking for work. As of February 2025, the Georgia Department of Labor (GDOL) estimates Jackson County’s total Labor force as 44,872 people.

Unemployment rates are based on the percentage of the civilian Labor Force who are not employed and are actively looking for work. The GDOL estimates Jackson County’s February 2025 unemployment rate as 3.0%, which is lower than Georgia’s 3.7% unemployment rate and the U.S.’s 4.5% unemployment rate (not seasonally adjusted). Jackson County’s unemployment rate decreased overall from 2014 to 2022, except for a large unemployment spike in 2020 during the COVID-19 pandemic, and it has been increasing since 2022. This is consistent with the trends observed for the state of Georgia (Figure 33).

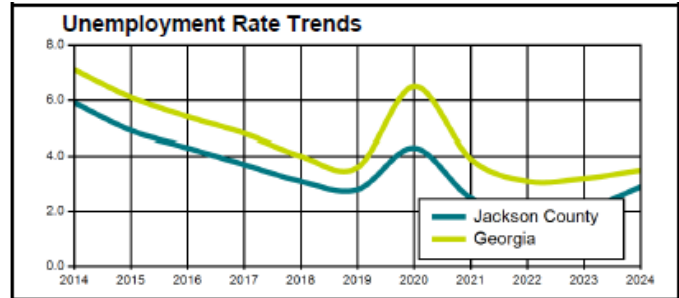


Figure 33. Unemployment Trends since 2014 for Jackson County and Georgia (GDOL Georgia LaborMarket Explorer).

When considering the highest level of education completed by adults (age 25 and above), approximately 10% of adults have not finished high school or the equivalent, 33% earned a high school diploma or equivalent, 18% completed some college, 10% earned an associate degree, 19% earned a bachelor’s degree, and 9% earned a graduate or professional degree (Figure 34). As over half of the workforce does not have a college degree, one focus of economic development efforts should be workforce training for jobs that do not require a college degree.

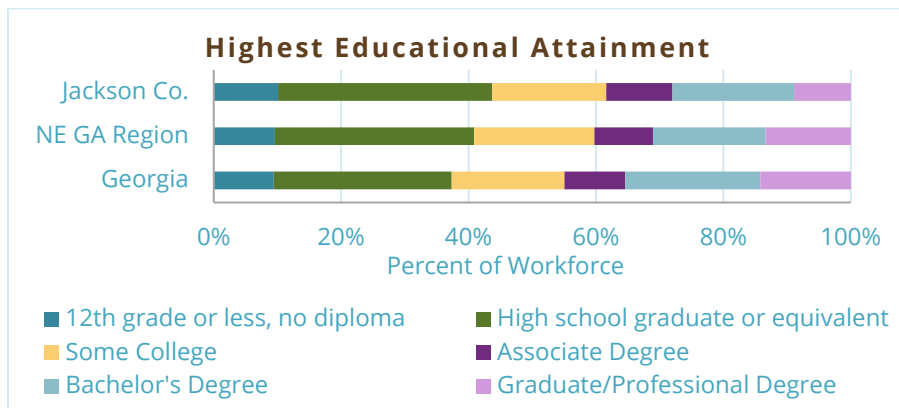


Figure 34. Workforce, ages 25+, by highest level of education attained, for Jackson County compared with the region and state (2024).

Diversity of the Economic Base

Current Sectors

Among the twenty industries identified by the North American Industry Classification System (NAICS, 2022), the top five industries in Jackson County for the third quarter of 2024 are listed in Table 8, as ranked by the GDOL. The ten largest employers in Jackson County in 2024 are listed in Table 9.

Table 8. The five industries in Jackson County with the most employees in the third quarter of 2024, out of 17 of the 20 North American Industry Classification System (NAICS) sectors; three sectors are excluded from GDOL's published rankings due to the use of confidential data (GDOL Georgia LaborMarket Explorer).

Top Five Industries	
By Number of Employees	
1.	Transportation and Warehousing
2.	Manufacturing
3.	Retail Trade
4.	Wholesale Trade
5.	Educational Services

Table 9. The ten largest employers in Jackson County during the third quarter of 2024. Excludes all government agencies except correctional institutions, state and local hospitals, and state colleges and universities (GDOL Georgia LaborMarket Explorer).

Ten Largest Employers	
Listed Alphabetically	
•	Amazon.Com Services, Inc.
•	FedEx
•	HG Georgia Merchants, Inc.
•	Kubota Manufacturing of America Corporation
•	SK Battery America
•	TD Automotive Compressor Georgia, LLC
•	The William Carter Company
•	ULINE
•	Wayne Poultry
•	Willams-Sonoma Direct

Among the ten industry sectors identified in U.S. Census data, nearly 43% of Jackson County's employed population works in the service industry, making it by far the largest employment sector. Other major industries include manufacturing (14.0%), retail trade (13.3%), and construction (8.9%), followed by transportation and utilities (5.9%) (Figure 36). In terms of occupation, the largest share of Jackson County workers is employed in professional roles (21.3%), followed by those in management, business, and financial occupations (17.9%). Service occupations also employ a significant portion of residents (14.5%), with additional concentrations in administrative support (12.0%), transportation/material moving (9.2%), and sales (8.9%) (Figure 35).

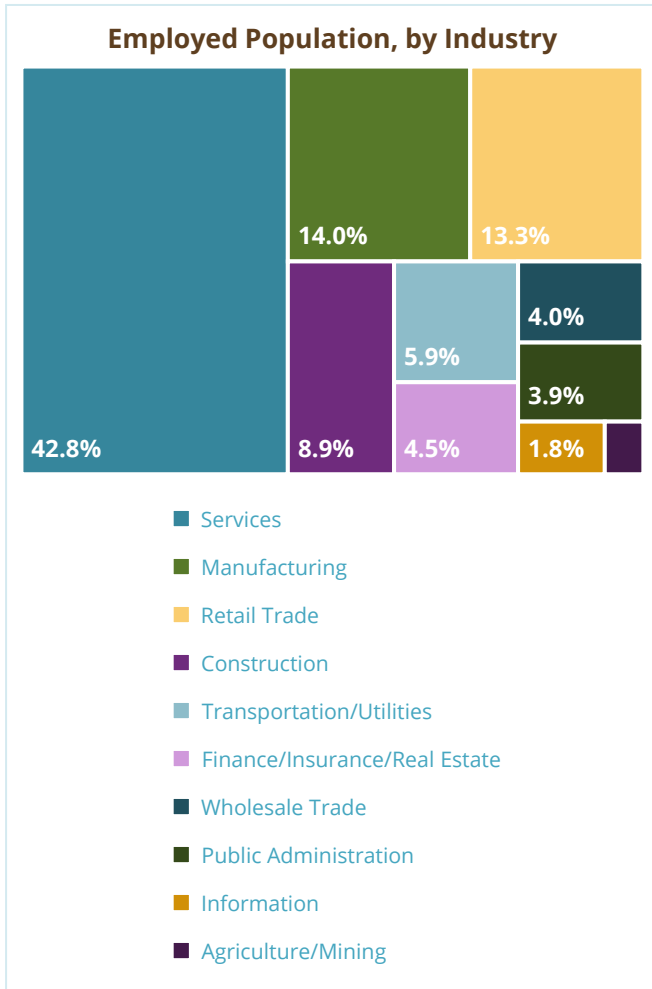


Figure 36. Jackson County's 2024 employed population, ages 16+, by industry.

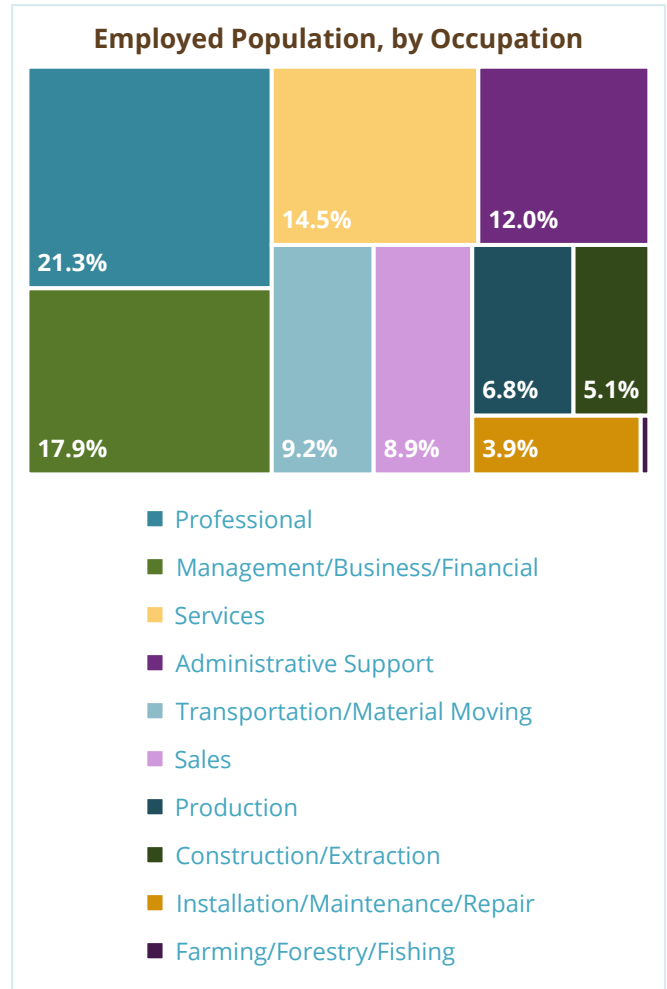


Figure 35. Jackson County's 2024 employed population, ages 16+, by occupation.

Growth Opportunities

Regional Growth of Industries & Occupations

The GDOL reports projected industry and occupation growth for the Northeast Georgia Local Workforce Development Area, which includes Jackson County and corresponds with the 12-county Northeast Georgia Region. These projections are based on National Industry-Occupation Employment Matrix (NIOEM) from the U.S. Bureau of Labor Statistics; the NIOEM includes hundreds of detailed industry and occupation categories.

The fastest growing industries and occupations in the Northeast Georgia Region for 2020–2030 are listed in Table 10 and Table 11. Industries are ranked by annual percent change and by total change in the number of employees. Occupations are ranked by annual percent change and by number of annual job openings. The industries and occupations listed under “highest total annual percent change” and “highest total employment change” are expanding quickly in the region and may present economic development opportunities for Jackson County; however, note that some of the industries and occupations with high percentage growth employ a low total number of people. Most of the occupations listed under “Highest Annual Openings” are jobs that employ many people and experience high rates of turnover.

Table 10. Industries with the highest projected employment growth in Northeast Georgia Local Workforce Development Area for the 2020–2030 period, ranked by total annual percent change and total employment change. For each category, the ten fastest growing out of a total of 61 ranked industries are listed. Industry categories are based on the National Industry-Occupation Employment Matrix (GDOL Labor Market Explorer).

Industries by Projected Growth, 2020–2030 (Northeast Georgia Region)					
Highest Total Annual Percent Change			Highest Total Employment Change		
Rank	Industry	Total Annual Percent Change	Rank	Industry	Total Employment Change
1	Accommodation	6.06%	1	Food Services and Drinking Places	6,205
2	Motion Picture and Sound Recording Industries	6.03%	2	Educational Services	4,256
3	Warehousing and Storage	3.98%	3	Ambulatory Health Care Services	3,145
4	Clothing and Clothing Accessory Stores	3.49%	4	Warehouse and Storage	2,953
5	Support Activities for Transportation	3.09%	5	Administrative and Support Services	1,959
6	Food Services and Drinking Places	3.09%	6	General Merchandise Stores	1,618
7	Amusement, Gambling, and Recreation Industries	3.05%	7	Hospitals	1,525
8	Ambulatory Healthcare Services	3.01%	8	Accommodation	1,318
9	Electronics and Appliance Stores	2.95%	9	Food and Beverage Stores	1,233
10	Nonstore Retailers	2.81%	10	Professional, Scientific, and Technical Services	1,146

Table 11. Occupations with the highest projected employment growth and the most job openings in Northeast Georgia Local Workforce Development Area for the 2020–2030 period, ranked by total annual percent change and total number of annual openings. For each category, the ten highest of over 800 ranked occupations are listed. Occupation categories are based on the National Industry-Occupation Employment Matrix (GDOL Labor Market Explorer).

Occupations by Projected Growth, 2020 –2030 (Northeast Georgia Region)					
Highest Total Annual Percent Change in Employment			Highest Annual Openings		
Rank	Occupation	Total Annual Percent Change	Rank	Occupation	Annual Openings
1	Nurse Practitioners	6.55%	1	Laborers and Freight, Stock, and Material Movers, Hand	2,002
2	Physical Therapist Assistants	5.61%	2	Retail Salespersons	1,368
3	Hotel, Motel, and Resort Desk Clerks	5.46%	3	Waiters and Waitresses	1,108
4	Cooks, Restaurant	5.41%	4	Cashiers	1,024
5	Physician Assistants	4.92%	5	Fast Food and Counter Workers	959
6	Bartenders	4.39%	6	Stockers and Order Fillers	801
7	Substance Abuse, Behavioral Disorder, and Mental Health Counselors	4.24%	7	Office Clerks, General	583
8	Medical and Health Services Managers	4.19%	8	Customer Service Representatives	580
9	Furniture Finishers	4.02%	9	Heavy and Tractor-Trailer Truck Drivers	505
10	Chefs and Head Cooks	3.95%	10	Cooks, Restaurant	498

Community Preferences for Growth

In a 2023 survey⁴, Jackson County residents were asked to select five retail categories (from a list of 33) that they would like to see the County to focus development efforts around in the next 3–5 years. Five retail categories were selected by more than a quarter of respondents:

- Local restaurants and cafes (49.3%)
- Organic and natural food grocery stores (43.1%)
- Sit-down restaurant chains (31.8%)
- Locally-owned, “mom & pop” grocery stores (27.1%)
- Combination live / work / shop / dine / play development (25.5%).

All five of these top retail categories from the 2023 survey are food-related, and three of them are more specifically related to dining options. This is consistent with the 2025 Community Survey conducted for this comprehensive plan update (page 11), where responses to the question “what types of job opportunities or businesses do you feel are missing within Jackson County?” most frequently aligned with the “restaurants and dining” category. Specific responses to this question included quality sit-down restaurants, certain restaurant chains, locally owned restaurants, upscale dining, and farm-to-table restaurants.

The 2023 economic development survey also asked respondents to identify three categories of industry (from a list of 13) that they think should be encouraged to launch, develop, and expand in Jackson County over the next 3-5 years. Three industry categories were selected by more than a quarter of respondents:

- Agribusiness and farming (59.6%)
- Healthcare, medical, and wellness firms (48.7%)
- High technology (31.0%).

Responses to both the SWOT analysis (page A-9) and the 2025 Community Survey (page 11) indicate that many community members perceive that warehouses are over-represented in the County’s current economic mix, and that the County should thus limit future development of warehouses. This echoes the findings of the 2023 economic development survey, where distribution centers (6.3%) and warehouses (4.0%) were among the least frequently selected categories for the question about which industries should be encouraged to grow. Among other industrial land use categories, light manufacturing (21.1%), alternative energy (16.9%), heavy manufacturing (9.0%), and construction (6.5%) were all selected more frequently than distribution centers and warehouses.

Respondents to the Community Survey had mixed opinions about future retail development: “retail stores” was the second-most frequently identified category of missing job opportunities or businesses, with some big-box stores being specifically named as businesses residents would like to see within the County, but many other respondents stressed a need to limit big-box stores and retail redundancy. There is a strong need for additional commercial development in unincorporated areas, to strengthen and diversify the County’s tax base. Overall, discussions at Steering Committee meetings and feedback from the Community Survey both pointed towards a need for a balanced approach to commercial development: more commercial development is needed, but it should be carefully targeted to areas that are appropriate for each retail category, in consideration of each location’s existing and desired future character.

⁴October 2023 survey conducted by Mark Kooyman of Experience Insight Consulting; 992 respondents.

Local Agencies, Programs, & Tools



Figure 37. The Jackson County Area Chamber of Commerce leads economic development efforts throughout Jackson County.

The Jackson County Area Chamber of Commerce leads economic development efforts throughout Jackson County (Figure 37). The chamber has a board and several committees, which include the Ambassadors, Governmental Affairs, Public Relations, Small Business Development, Education, and Women in Business Committees and the Leadership Jackson Advisory Council. Leadership Jackson is a leadership development program operated by the Chamber of Commerce. The County also has an Industrial

Development Authority (IDA). Many of the cities within Jackson County have local development authorities, which present collaboration opportunities for the Chamber of Commerce and the IDA. Braselton, Commerce, Hoschton, Jefferson, and Maysville each have a Downtown Development Authority, and Jefferson and Commerce additionally have Industrial Development Authorities.

Two workforce development programs that operate within the county are WorkSource Georgia and the Empower College & Career Center. Jackson County is within the Northeast Georgia service area of WorkSource Georgia (Figure 38). WorkSource Georgia is funded through the federal Workforce Innovation Opportunity Act (WIOA) and provides workforce preparation, educational opportunities, and tuition assistance. The Jackson County School System operates the Empower College and Career Center, an educational partnership with area businesses (Figure 39). It provides a variety of career training opportunities for high school students, including dual-enrollment, work-based learning, and internship opportunities.

Jackson County does not currently have a department or authority that is responsible for promoting tourism. Some members of the Steering Committee recommended that the Chamber of Commerce should take on this responsibility, but the Chamber might not have the capacity to take on this new role at current staffing levels. An additional limitation is that many local jurisdictions fund tourism promotion through hotel and motel taxes, but the County's revenue from hotel and motel taxes is low because there are few hotels in unincorporated Jackson County. Attracting additional hotels to the unincorporated area would provide additional hotel and motel tax revenue, which could be used for this purpose. Two cities within the county have their own authorities focused on visitors and tourism: Braselton and Commerce.



Figure 38. Jackson County residents can use workforce development services provided by the Northeast Georgia WorkSource Georgia.



Figure 39. The Empower College and Career Center provides a variety of career training pathways for high school students.

Regional Coordination

The Northeast Georgia Comprehensive Economic Development Strategy (CEDS) is a regional economic development plan developed by the Northeast Georgia Regional Commission (NEGRC) to promote long-term economic prosperity across the 12-county Northeast Georgia Development District. The 2022–2026 CEDS aims to build on the Region’s strengths while addressing economic weaknesses and reducing the impacts of potential threats. Through extensive input from the CEDS Committee and NEGRC staff, the plan identifies five key goals to guide regional development:

- Advance a framework for a dynamic transportation network;
- Encourage a holistic and complementary technology and energy sector;
- Improve and expand broadband access;
- Foster a competitive and educated workforce; and
- Promote and cultivate social and environmental equity throughout communities.

These priorities closely align with Jackson County’s own economic goals, particularly in areas such as infrastructure investment, workforce development, and equitable growth.

Planning Needs

An economic development strategic plan serves as a community’s roadmap to guide economic growth and enhance economic vitality. It identifies strategies, objectives, and actions to attract investment, create jobs, and enhance quality of life. Development of an economic development strategic plan, led by the Chamber of Commerce in collaboration with development authorities throughout the county, can also help to build consensus among the Cities and County.

Some specific questions an economic development strategic plan can address, identified by the Steering Committee and from public input, include:

- Where are Jackson County residents spending their money outside of the county, and which of those amenities can be brought into the county?
- What tools and incentives would be beneficial for retaining existing businesses?
- What types of housing are needed, and where, to address mismatches between available housing and jobs?
- What types of jobs are residents commuting out of the county for, and can those types of job opportunities be brought to the county?
- Are there barriers that are preventing certain residents from entering the workforce, such as childcare needs? If so, what can the County do to help overcome those barriers?
- What tourism destinations should be promoted? Which department, organization, or authority should take the lead on promoting tourism? And what opportunities exist for promoting agritourism, specifically?
- What economic development opportunities and impacts are expected as a result of the planned airport expansion?
- How can the County attract new entertainment and recreation amenities for the community, such as a large entertainment center and a large family-oriented recreation center?

Economic Development Goal & Policies

One of the County's goals is to "expand job opportunities for existing and new residents." This goal and policies for implementing it are listed on page 29.

Additionally, policy 3 under the goal "respect history and culture" identifies historic preservation and heritage tourism as components of economic development (page 28).

NATURAL RESOURCES & RESILIENCE

10



As stated under the County’s goal to “protect natural resources,” natural resources are an important contributor to Jackson County’s character and sense of place (page 23). Additionally, natural resources provide essential infrastructure that helps the County prepare for and recover from natural disasters and other risks. Jackson County has elected to include a Natural Resources & Resilience element to identify sensitive natural resources, identify issues and opportunities related to their protection and management, and consider the Department of Natural Resources Environmental Planning Criteria (DNR Rules, Chapter 391-3-16).

Environmentally Sensitive Areas

Four of the five types of important natural resources identified in Georgia’s Environmental Planning Criteria are found in Jackson County: water supply watersheds, groundwater recharge areas, wetlands, and river corridors. These resources are mapped in Figure 40. The location and management objectives of each of these resources should be taken into account during the County’s consideration of development proposals and other land-use decisions.

Georgia EPD monitors the water quality of major streams and reservoirs throughout the state and publishes its findings in the 305(b)/303(d) integrated report, entitled “Water Quality in Georgia.” Figure 40 indicates which monitored streams in Jackson County are or are not meeting the water quality standards for their designated uses, according to Appendix A of EPD’s 2024 integrated report. Reasons listed for streams not meeting their designated use standards are briefly summarized in Table 12. For more details, including which specific reaches are affected, see the integrated report.

Table 12. Summary of water quality criteria not met in certain Jackson County streams, according to Georgia EPD’s 2024 Water Quality Monitoring Assessment.

Stream	Bacteria	E. coli	Biota Impacted (Macroinvertebrate)	Biota Impacted (Fish)	Dissolved Oxygen
Portion of Allen Creek	x				
Bear Creek		x			
Candler Creek	x				
Portions of Middle Oconee River	x		x		
Portions of Mulberry River	x		x		
Portions of North Oconee River	x	x	x		
Portions of Pond Fork	x				
Shankles Creek		x		x	
Tributary to Hardeman Creek				x	
Tributary to Mulberry Creek				x	
Portion of Walnut Creek	x		x		
Portion of Beaverdam Creek					x

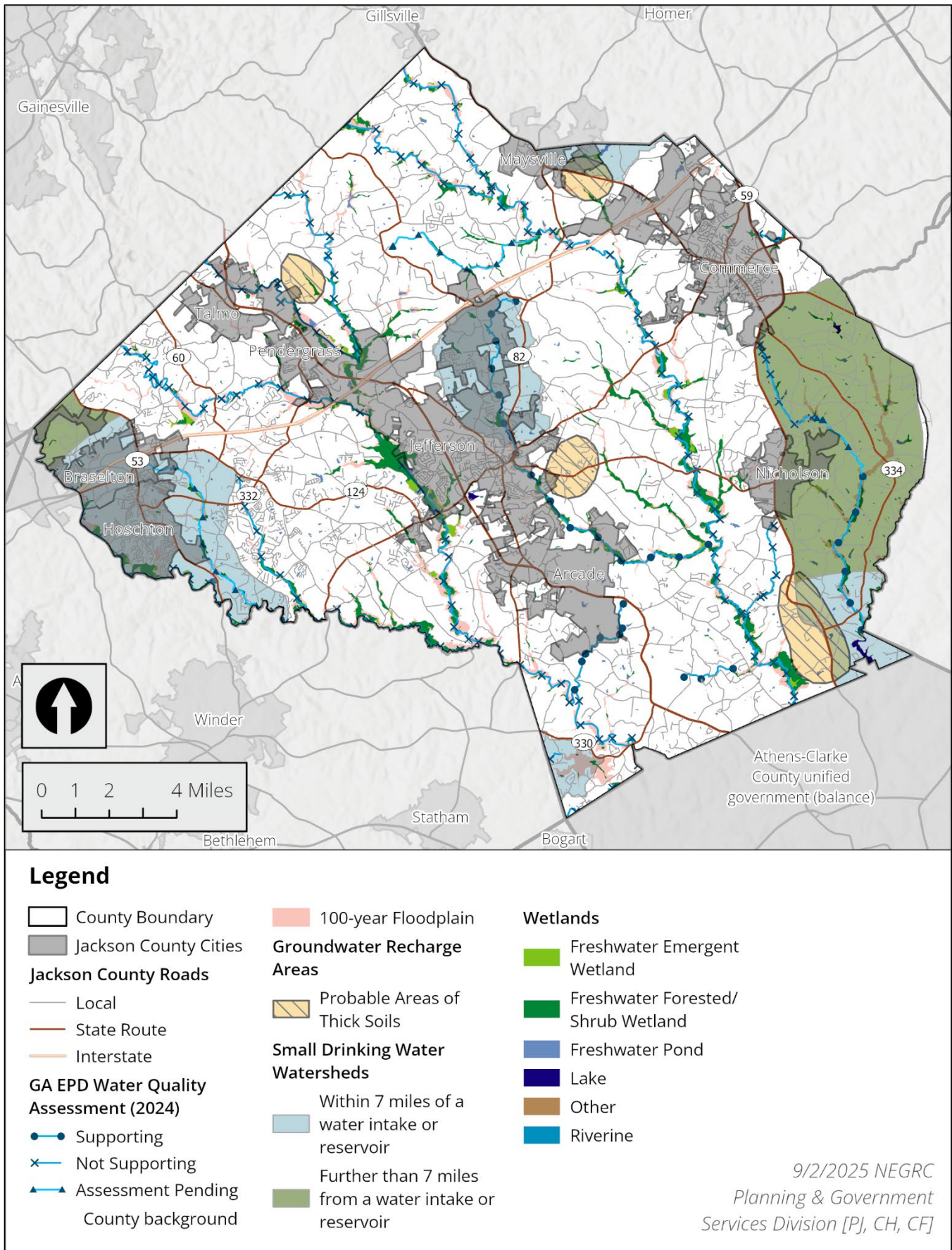


Figure 40. Environmentally sensitive areas in Jackson County and stream designations for water quality.

Land Use Efficiency to Protect Natural & Agricultural Resources

The policies supporting Jackson County's goal to "protect natural resources" begin with the statement that "Jackson County's natural resources are the single most important contributor to defining the character and sense of place that only exists here" (page 23). Public input from the online survey, open house, and Steering Committee meetings also emphasized the importance of protecting the county's overall rural character, including its natural resources, agricultural resources, and small-town feel. And yet, as the fourth fastest-growing county in the nation, Jackson County is experiencing rapid growth and high development pressures. Furthermore, as discussed in other chapters of this plan, public input and demographic and economic data all indicate that some additional development is needed, especially more housing, entertainment, lodging, and retail.

Implementing policies that prioritize land use efficiency can help Jackson County effectively manage incoming development to discourage sprawl and protect its invaluable natural resources and distinctive rural character. In this context, land use efficiency refers to encouraging compact growth in and near already-developed areas, including near cities and where sewer and water infrastructure already exist. It also means promoting infill and redevelopment, rather than new greenfield development, when possible. With thoughtful land use policies that direct new development towards existing infrastructure and existing population centers, the County can accommodate growth while protecting important natural and agricultural areas from development, fragmentation, and sprawl.

At a county-wide scale, tools for implementing land use efficiency include the County's Unified Development Code, the natural resources policies on page 23, and the Character Areas and Future Land Use maps on pages 40 and 57 and their accompanying narratives and policies. Adherence to the Character Areas map is an especially important step towards land use efficiency, as the plan's character areas identify which densities and intensities of use are appropriate in each area based on existing infrastructure. It is important to periodically evaluate each of these tools to determine whether their implementation is resulting in efficient land use or in unchecked sprawl.

On a localized scale, clustered development is a tool for minimizing the disruption of agricultural and natural resources. Clustered development is a land planning approach where buildings are grouped together on a small portion of a property to preserve a significant amount of the remaining land. The number of homes allowed in a clustered development is typically the same or very similar to the number that would be allowed if the same parcel were developed as a conventional subdivision; however, because each house is built on a much smaller lot in a clustered development than in a conventional subdivision, much more of the total land area is able to be set aside and protected from development. One specific type of clustered development is a conservation subdivision, which dedicates the protected portion of the land for recreation and protection of natural resources. Another type of clustered development is an "agrihood," where the protected portion is maintained as farmland. As discussed in the Housing chapter, on page 92, Steering Committee members were generally supportive of the idea of revising the development code to allow agrihoods, as a tool for helping to protect the County's rural character.

Regional Water Planning

Most of Jackson County is in the Oconee River Basin. Rainwater that falls within this basin flows into the tributaries of the North and Middle Oconee Rivers, and ultimately to the Atlantic Ocean via the Altamaha River. A small part of northeastern Jackson County is in the Savannah River Basin.

Jackson County is part of the Upper Oconee Regional Water Council. The *Upper Oconee Regional Water Plan* is updated every five years, most recently in 2023. The regional water plan identifies five key water resource issues to focus on, one of which is strategic wastewater management in fast-growing counties including Jackson. A fact sheet summarizing the plan is included on page A-30 of the Appendix. Jackson County and the Jackson County Water and Sewerage Authority (JCWSA) are responsible for assisting with implementation of the regional water plan and are eligible for Regional Water Plan Seed Grant funding from Georgia EPD for projects that relate to the water plan's management practices and recommendations.

Additionally, Jackson County participates in the Mulberry Watershed Partnership. In 2017 and 2018, stakeholders from Jackson County, the Town of Braselton, the City of Winder, and Barrow County, and community organizations met to develop the *Mulberry River Watershed Management Plan* to address water quality impairments within the watershed. The watershed plan includes recommendations for management practices, ordinance updates, outreach, and monitoring.

Emergency Management & Hazard Mitigation

The Jackson County Emergency Management Agency/Office of Homeland Security (EMA/OHS) coordinates the efforts of the County in mitigation, preparedness, response, and recovery from disasters and emergencies. It coordinates with federal, state, and other local agencies before, during, and after an emergency or disaster. They operate through a Local Emergency Operations Plan, Hazard Mitigation Plan, and Statewide Mutual Aid Agreements.

Natural Resources Goals & Policies

One of the County's goals is to "Protect natural resources." This goal and policies for supporting it are listed on page 23.

WORK PROGRAM

11



The Work Program chapter consists of two main components: a Report of Accomplishments and a Community Work Program. The Report of Accomplishments (page 108) provides a status report of the 2021–2025 Community Work Program. Subsequently, the Community Work Program (page 110) is updated to reflect a new, tangible list of projects to complete over the following five years (2026–2030). The list identifies priority projects, timelines for implementation, responsible parties, and funding strategies.

This chapter also includes a list of continuous operational responsibilities related to land use planning, development, and other priorities identified in this plan. The listed activities are ongoing tasks that the County carries out routinely as part of day-to-day operations. They are included here for informational purposes and are not considered to be part of the 2026–2030 Community Work Program.

Report of Accomplishments

This section summarizes progress on the activities listed in the Work Program from the previous Comprehensive Plan Update.

**One asterisk denotes items carried forward to the next Community Work Program (CWP, page 111).*

***Two asterisks denotes items carried forward to the list of Continuous Operational Responsibilities (page 112). These are ongoing programs that County has been implementing and will continue to implement. They are marked as “canceled” here to indicate that they are not included in the new five-year Community Work Program, due to their continuous nature.*

Report of Accomplishments, 2020–2025		
Activity	Status	Notes
**Inventory of industrial buildings and lands as part of URP	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
*Economic development strategic plan	Postponed	Postponed due to availability of staff and financial resources. Revised and carried forward as CWP #1.
*Former Agri-Cycle Site reclamation and redevelopment (URA-3)	Ongoing	On site remediation work is complete. Decisions about redevelopment are ongoing. Revised and carried forward as CWP #2.
Natural resources inventory maintenance update	Canceled	Unclear what project this item was referring to.
**Environmental Planning Criteria implementation	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Floodplain management	Canceled	General floodplain management moved from work program to “Continuous Operational Responsibilities” list. County is working with GaEPD on updating floodplain maps by 2027 (added as new CWP #11).
**Acquisition of cons. land: forest preserves; passive recreation options	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Stormwater management (MS4 Program)	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
*Stormwater utility	Ongoing	Modified and carried forward as CWP #3.
*Endangered Native American Heritage Protection Plan	Ongoing	This project is now more clearly defined as development of the new North Oconee Heritage Mounds Park. Modified and carried forward as CWP #9.
Graduate student historic preservation internship	Completed	Internship is complete. Student developed a parks ordinance related to historic preservation. Presenting ordinance to Board of Commissioners is new CWP #10.
**Heritage Village improvements at Hurricane Shoals Park	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Land use and development monitoring	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Development review and current planning assistance	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Amendments to Unified Development Code	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Sustainable development and resilience to Climate Changes	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Beautification: Keep Jackson Beautiful program	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
Master plan for County Governmental Complex	Completed	
**Capital Improvement Program	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
Countywide Service Delivery Strategy update	Completed	

(Table continues on next page)

(Table continued from previous page)

Report of Accomplishments, 2020–2025		
Activity	Status	Notes
*Recreation system master plan update	Ongoing	Carried forward as CWP #8.
**Comprehensive solid waste management plan	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
Public Safety Radio System Upgrade	Completed	
**Improvements to ISO Fire Suppression Rating Schedule	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Regional Water Plan (update)	Completed	Plan adopted 2023. Added participation in Regional Water Plan implementation and updates to “Continuous Operational Responsibilities” list.
Countywide Library System Improvement	Canceled	This is a responsibility of the Piedmont Regional Library System.
**Emergency Services and Disaster Mitigation Plans (update)	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Broadband Data Transmission Improvements	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
*Public Safety Master Plan	Ongoing	Carried forward as CWP #7.
Apply for Broadband Ready Certification	Canceled	While broadband expansion is important to the County, this certification program is no longer a priority.
Senior Center Expansion	Completed	
Jackson County Airport Improvements, Phase 1	Completed	
*Jackson County Airport Improvements, Phase 2	Ongoing	Phases listed here are from the 2016 Airport Layout Plan. Project details and phasing have changed in more recent plans. Combined with next item, modified, and carried forward as CWP #4.
*Jackson County Airport Improvements, Phase 3	Ongoing	Phases listed here are from the 2016 Airport Layout Plan. Project details and phasing have changed in more recent plans. Combined with previous item, modified, and carried forward as CWP #4.
**Metropolitan Planning Organization	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Countywide Roadways Plan Update	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
**Rural Public Transportation Services	Canceled	Moved from work program to “Continuous Operational Responsibilities” list.
*Establish working group to guide multi-modal transportation plan	Postponed	Dependent upon funding opportunities. Carried forward as CWP #5.
*Inventory and map of existing septic systems in the unincorporated County.	Ongoing	Carried forward as CWP #6.

Community Work Program

Work Program Policies

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

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

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

Community Work Program, 2026–2030

This section summarizes priority projects for the next five years.

**An asterisk denotes items that have been carried forward from the 2020–2025 Work Program.*

Community Work Program, 2026–2030					
#	Activity	FY	Responsible Agency	Estimated Cost	Funding Source(s)
1	*Develop Economic Development Strategic Plan	2026–2030	Chamber of Commerce	\$100,000	County Operating Budget, Grants
2	*Redevelopment of former Agri-Cycle site (URA-3)	2026–2030	Multiple	TBD after project(s) are decided upon	TBD after project(s) are decided upon
3	*Explore the feasibility of a stormwater utility program	2026–2030	Finance, Planning	Staff time	Department Professional Services
4	*Complete projects listed in Jackson County Airport Capital Improvements Program for FY2026–FY2030	2026–2030	Airport Manager	\$40 Million	Federal, State, GDOT, SPLOST, TSPLOST
5	*Establish working group to guide multi-modal transportation plan	2026–2030	Public Development, Parks and Rec	Staff time/TBD	Department Professional Services
6	*Inventory and map of existing septic systems in unincorporated Jackson County	2026–2030	GIS Department	Staff time	Department Professional Services
7	*Public Safety Master Plan	2026–2030	Sheriff, Board of Commissioners, County Manager	TBD	Department Operating
8	*Recreation System Master Plan Update	2026–2030	Parks and Rec	TBD	Department Operating
9	*North Oconee Heritage Stone Mounds Park	2026–2028	Parks and Rec	\$2.9 Million	LWCF Grant, General Fund, SPLOST, In-Kind
10	Present parks ordinance drafted by historic preservation graduate student to Board of Commissioners, for consideration	2026–2028	GIS Department	Staff Time	Department Professional Services
11	Work with Georgia EPD to update floodplain maps	2026–2027	GIS Department	Staff time	Department Professional Services
12	Village of Hope Transitional Housing Development	2026–2028	County Manager, Non-profit partnership	\$5 million	Grants, Private Funding
13	Develop site plan for park at Boone Road/State Route 332	2026–2030	Capital Projects Manager	Staff time	Department Professional Services
14	New Kings Bridge Park	2026	Parks and Rec	\$30 Million	General Fund, SPLOST, Impact Fees
15	Sewer expansion to airport	2026–2027	Public Utilities Department, City of Jefferson	\$2.1 Million	ARC Grant
16	Create and establish 334 Scenic Overlay district	2026–2030	Public Development	Staff Time	Department Professional Services
17	Collaboration meeting of unincorporated County and Cities/Towns to discuss common initiatives	2026–2030	Public Development	Staff Time	Department Professional Services
18	Create online interactive map of connector trail route and establish procedures for acquiring rights-of-way during new development along the route	2026–2030	GIS, Public Development, County Manager	Staff Time	Department Professional Services

Continuous Operational Responsibilities

Items listed in this section are ongoing responsibilities that County staff and officials implement on a perpetual, as-needed basis. This is not an exhaustive list of the County’s operational responsibilities; it focuses only on priority programs or activities that relate directly to land use planning and management or to other needs and opportunities identified within this plan. Due to the continuous and repetitive nature of these tasks, they are not considered to be part of the 2026–2030 Community Work Program.

Continuous Operational Responsibilities			
#	Activity	Responsible Agency	Funding Source(s)
1	Inventory of industrial buildings and lands as part of URP	Chamber of Commerce	County Operating Budget
2	Environmental Planning Criteria implementation	Public Development with GIS	Department Operating Budget
3	Floodplain management	Public Development with GIS	Department Operating Budget
4	Acquisition of conservation land: forest preserves; passive recreation options	Board of Commissioners	LWCF Grants, Bonds, General Fund, Capital Fund
5	Stormwater management (MS4 Program)	Public Development	Department Operating Budget
6	Heritage Village Improvements and Maintenance at Hurricane Shoals Park	Building and Grounds	County General Fund, Donations
7	Land use and development monitoring	Public Development; GIS	County Operating Budget
8	Development review and current Planning Assistance	Public Development	Department Operating Budget
9	Amendments to Unified Development Code	Public Development	Department Professional Services
10	Sustainable development and resilience to climate changes	Public Development	Department Professional Services
11	Beautification: Keep Jackson Beautiful program	Keep Jackson Beautiful	County Operating Budget
12	Capital Improvements program	County Manager; Finance	County Operating Budget
13	Improvements to ISO Fire Suppression Rating Schedule	Fire Chief	Fire District tax levies
14	Participation in implementation of and updates to Upper Oconee Regional Water Plan	Upper Oconee Water Planning Council; JCWSA	County Operating Budget, Upper Oconee Regional Water Council, State Grant
15	Emergency services and disaster mitigation plans	Emergency Management	Department Operating Budget, Grant
16	Broadband data transmission Improvements	JEMC, private	Possible State funds
17	Participation in Gainesville-Hall Metropolitan Planning Organization	Public Development	Department Operating Budget
18	Countywide Roadways Plan updates	Road Department, Public Development	Department Professional Services
19	Rural public transportation services	Transit Director	Fares, with County Operating Budget and Georgia DOT
20	Participation in Northeast Georgia Regional Solid Waste Authority, including solid waste management plan implementation and updates	Solid Waste Superintendent; Public Development	Department Professional Services

APPENDIX



Appendix Contents

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Documentation of Public Participation

Public Hearings

Hearing #1


WEDNESDAY, MAY 29, 2024 THE JACKSON HERALD PAGE 7A

NOTICE OF PUBLIC HEARING

Jackson County will conduct a Public Hearing on June 17, 2024, at the Jackson County Courthouse, 5000 Jackson Parkway, Jefferson, GA, 30549. The hearing will take place during the Jackson County Board of Commissioners Meeting, which will begin at 6:00 pm.

Comprehensive Plan Update for Jackson County

The purpose of the Public Hearing is to brief the community on the process for developing the County's 2025 comprehensive plan update and to obtain input on the proposed planning process. Residents, business owners, and all stakeholders are invited to attend the Public Hearing to provide comments, ideas, and suggestions. If you are unable to attend and wish to receive information regarding the hearing, please contact the Northeast Georgia Regional Commission at (706) 369-5650 or cflaute@negr.org.



**Jackson County
Board of Commissioners**

June 17, 2024 at 6:00 PM
Jury Assembly Room - County Courthouse

AGENDA

1. **Call to Order - Chairman Tom Crow**
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
10. **Zoning Related Business**
 - A. **New Business**
 1. **MA-24-0130 : Brian Wade, 8425 Holly Springs Road, Maysville; 5.31 acres (Map 087/Parcel 013A)**
Request to change the Character Area Map from "Agricultural" to "Rural" and leave the Future Land Use Map as "Residential"
 2. **RZ-24-0204 : David Elder, 159 Bellamy Road, Athens; 4.01 acres (Map 043/Parcel 018B)**
Request to rezone from A-2 (Agricultural Rural Farm District) to AR (Agricultural Residential) in order to subdivide into 2 tracts
 3. **RZ-24-0206 : Thomas Bursi, 407 Cooper Bridge Road, Braselton; 4.96 acres (Map 117/Parcel 004)**
Request to rezone from A-2 (Agricultural Rural Farm District) to AR (Agricultural Residential) in order to subdivide into 3 tracts
 4. **Comprehensive Plan Update Public Hearing**
The purpose of the public hearing is to brief the community on the process for developing the County's 2025 comprehensive plan update and to obtain input on the proposed planning process. Residents, business owners, and all stakeholders are invited to provide comments, ideas, and suggestions.
11. **Adjournment**

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Hearing #2

NOTICE OF PUBLIC HEARING

Jackson County will conduct a Public Hearing on **Monday, August 18, 2025**, at the Jackson County Courthouse, 5000 Jackson Parkway, Jefferson, GA, 30549. The hearing will take place during the Jackson County Board of Commissioners Meeting, which will begin at **6:00 pm**.

Comprehensive Plan Update for Jackson County

The purpose of the Public Hearing is to brief the community on the contents of the County's 2025 comprehensive plan update, provide an opportunity for final comments, and notify the public of the transmittal and adoption schedule. All interested parties are invited to attend. If you are unable to attend and wish to receive information regarding the hearing, please contact the Northeast Georgia Regional Commission at (706) 369-5650.

A draft of the Comprehensive Plan Update is available at:
<https://jackson-co-comp-plan-garc.hub.arcgis.com/>



Jackson County Board of Commissioners

August 18, 2025 at 6:00 PM
Jury Assembly Room - County Courthouse

AGENDA

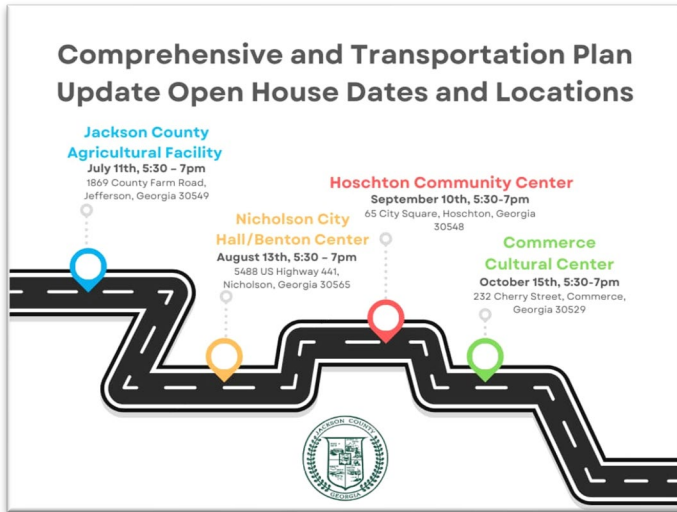
1. **Call to Order - Chairman Marty Clark**

- To approve an upgrade of the E911 Recording System
- B. Approve adding a training console for E911 operations**
To approve the addition of a E911 dispatcher console for training purposes.

9. **New Business**

- A. Proclamation for National Recovery Month 2025**
Approve a proclamation designating September 2025 as National Recovery Month in Jackson County
- B. Adopt the Jackson County Human Resources Policy and Procedure Manual (Revised 2025, effective August 18, 2025)**
Adopt the Jackson County Human Resources Policy and Procedure Manual (Revised 2025; effective August 18, 2025)
- C. School Resource Officer Contract**
An agreement between the Jackson County Board of Education, the Jackson County Board of Commissioners, and the Sheriff's Office to agree to the staffing of SROs in the Jackson County School System.
- D. Award bid for renovations and addition to the Historic Braselton Gym Project**
To revise the funding plan previously presented on August 4, 2025, and to award the construction bid for the renovations and addition to the Historic Braselton Gym.
- E. Creation of a Streetlight Special Tax District for Allen Manor Subdivision**
To authorize the Chairperson to establish a special tax district for streetlights for Allen Manor subdivision. An application has been submitted by Kevin Hornbuckle as authorized representative.
- F. Creation of a Streetlight Special Tax District for Jackson Farms Subdivision**
To authorize the Chairperson to establish a special tax district for streetlights for Jackson Farms. An application has been submitted by Toby Heard as authorized representative.
- G. Jackson County 2055 Comprehensive Plan Public Hearing and Request for Transmittal**
To request the transmittal of the 2055 Comprehensive Plan to the Northeast Georgia Regional Commission (NEGRC) and the Georgia Department of Community Affairs (DCA) for review and approval.
- H. Jackson County Transportation Plan Update - Adoption by Resolution**
To request the Commission to adopt a resolution approving and adopting the transportation plan update
- I. Capital Improvement Element (CIE) and Community Work Program Annual Update**
An annual update of the Capital Improvement Element (CIE) and Community Work Program is required by the Georgia Department of Community Affairs (DCA).
- J. Consider One (1) Year Moratorium Regarding Convenience Stores, Gas Stations, Car Washes, and Vape/Head Shops**
A resolution of the Jackson County Board of Commissioners establishing a moratorium for one (1) year on the acceptance of new applications for site

Open Houses



Open House #1, Jefferson

NEGRC NORTHEAST GEORGIA REGIONAL COMMISSION		Jackson County Comprehensive Plan Update Open House #1: July 11 th , 2024, 5:30-7:00 p.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549	
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS	
Carol Flaute	Planner - NEGRC		
Philip Jones	GIS Manager - NEGRC		
Mark Bandy	Pub Director - NEGRC		
Beck Pirie	Govt + Planning - NEGRC		
Gary Shivers Hooper	Citizen		
John Moseley	Planning firm		
Sarah & Bud Tanner	Property Owner		
Kathy Wilkowitz	Citizen		
Ed Shepard			
Greg Pittman	Party over / No Exp.		
George & Jan Austin	Resident		
David Kirby	paper carrier / voter / citizen		
Clara Stachler	Prop owner		
Sandy L. Papp	Prop owner		
Cindy & Leo Crane	Residential owner		
Tr Clark	Homeowner / 2024 Candidate		
Tom Johnson	JCAE		
Larry B. Kiner	AAHC		

NEGRC NORTHEAST GEORGIA REGIONAL COMMISSION		Jackson County Comprehensive Plan Update Open House #1: July 11 th , 2024, 5:30-7:00 p.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549	
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS	
Suzanne Anderson	Citizen		
Lilijack Pabell	Citizen Property Owner		
Suz Hix	BoC		
Greg Hallett	Homeowner		
Paul Dyer	Homeowner / Party / Guest		
Betsy Sue Herbs	Homeowner		
Martha Pittman	Steering Committee		
Sally Pittman			
Gina Roy	JC GOVT		
Kenny & Barbara Ross	Homeowner		
Hunt Taylor	Steering Committee		


NEGRC NORTHEAST GEORGIA REGIONAL COMMISSION		Jackson County Comprehensive Plan Update Open House #1: July 11 th , 2024, 5:30-7:00 p.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549	
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS	
Norme Hutchins	Resident		
Wynelle Carroll	Resident		
Tom Shaw	Jackson County Chamber of Comm		
Kenneth & Wanda Guste	Resident		
Bluse Giles	Resident		
Stella Willy	Artist		
Sue Kieckhefer	Resident		
Heath Keckhfer	Resident		
Dennis & Aprilia Scarsville	Resident		


Open House #2, Nicholson

NEGRC NORTHEAST GEORGIA REGIONAL COMMISSION		Jackson County Comprehensive Plan & Transportation Plan Updates Open House #2: August 13 th , 2024, 5:30-7:00 p.m. Nicholson City Hall/Benton Center 5488 US Highway 441, Nicholson, GA 30565	
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS	
David Hoelz	Law Firm		
Kathy Hines			
Jim Hines			
David Hugg			
Bluse Giles			
Paul Dyer	Party Guest		
Betsy Isardley			
Paul Jackson			
Paul Bouchard	non profit		
Jim Bouchard	non profit		
S. Hoos	Party Guest		
Annette & Eddie Jennings			


NEGRC NORTHEAST GEORGIA REGIONAL COMMISSION		Jackson County Comprehensive Plan & Transportation Plan Updates Open House #2: August 13 th , 2024, 5:30-7:00 p.m. Nicholson City Hall/Benton Center 5488 US Highway 441, Nicholson, GA 30565	
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS	
Jeff Leslie	JCWSA		
Richard O'Keefe	Public NEA/Citizen		
C. Brewer	Party Guest		
Teresa Martin-Yates	Forbrite Woods & Farm, LLC		
Teresa-Evyn			
Walt Davis	Self		
Greg Pittman	Jackson County Citizen		
Kenneth Williams	Self		
Phil Gray	NGOC		


Open House #3, Hoschtton


 Jackson County Comprehensive Plan & Transportation Plan Updates Open House #3: September 10 th , 2024, 5:30-7:00 p.m. Hoschtton Community Center 65 City Square, Hoschtton, GA 30548		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Joe Reese		
Jane Blandford	Blandford Farms	
Karen Blandford	Blandford Farms	
Joe Sheffield		
Jackie Elliott		
Debra Givens	City of Hoschtton	
Brian John Bowers	Hoschtton	
Paulie Bruttner	Crosswind	
Sheila Neal	Crosswind	
Vicki Bailey	Crosswind	
Jack Pitts	Crosswind	
Paul Rose	Crosswind	
Artis Chambers	Jefferson	
Ralph Savel	Jefferson	
Debra Martin	Hoschtton	
Cathy Vera	Hoschtton	
Scott Easterly	Hoschtton	
Jim Coffey	Hoschtton	
Julie Griffin	Local Resident	

 Jackson County Comprehensive Plan & Transportation Plan Updates Open House #3: September 10 th , 2024, 5:30-7:00 p.m. Hoschtton Community Center 65 City Square, Hoschtton, GA 30548		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Don Williams	Crosswind	
Tom New	"	
Betsy Doughter		
Tim Cook	Resident	
Tony Williams	Resident	
Laurie Williamson	Resident	
And Lewis	Resident	
Travis	Resident	
Steve Conway	Resident	
Pat Johnson	Resident	
Carol Jones	Resident	
Pecci Eavin	Resident	
Wynne Myrland	Resident	
Robert Brown	Hoschtton City Council member, resident	
John Darnell	Opposition to NEGR quality	
Ray Brown	Resident	
John White Johnson	Resident	
Chris Haskin	Resident	

Open House #4, Commerce


 Jackson County Comprehensive Plan & Transportation Plan Updates Open House #4: October 15 th , 2024, 5:30-7:00 p.m. Commerce Cultural Center 232 Cherry St., Commerce, GA 30529		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Carol Finkle	Sr. Community Planner, NEGR	
Philip Jones	GIS Manager, NEGR	
Beck Price	Community Planner, NEGR	
HELANO SMITH	CITY OF COMMERCE	
Yvonne Hill	Orange River Land Trust	
Kathy Davidson	Sperry Corporation	


 Jackson County Comprehensive Plan & Transportation Plan Updates Open House #4: October 15 th , 2024, 5:30-7:00 p.m. Commerce Cultural Center		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Jodi Bogmison	Citizen	
Ellie Pennacker	YEPH	
Marjorie Adams		
Robert Adams		
Tina Truscott		
John Orman	Citizen	
Jawing Birkner	Atlanta Area Horse Community	
Linda Davis	Citizen	Linda Davis SRE@gmail.com

 Jackson County Comprehensive Plan & Transportation Plan Updates Open House #4: October 15 th , 2024, 5:30-7:00 p.m. Commerce Cultural Center 232 Cherry St., Commerce, GA 30529		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Martha Coursey	manager, Historic India, Oak Fo	
Shelby Sorenson	232 Cherry St., Commerce, GA 30529	
Babs McDonald	Citizen for Sustainable	


Steering Committee Meetings


Steering Committee Meeting #1

 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #1: August 13 th , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
JAMIE DUBE	JACKSON COUNTY GOVERNMENT	
Hannah Slater	JACKSON COUNTY GOVERNMENT	
Alex Barry	NEGR	
Carl Fink	NEGR	
Beachie JACKSON	Maryville City Council	
JOHN KEEBLE	PAUL COP FINANCIAL	
Tom Spivey	Spivey Co. ARMY	
Joe Hicks	citizen	
Christina Beale	Robison Financial (Pete)	
Scott Butner	Hoschtton, PAE	
Alan Turner	Jackson County Planning Board	
John Westberry	Jackson County Planning Board	
Paul Reed	Jackson Co. Home System	
Greg Pittman	Jackson County Extension	
Carl Thompson	Central Farm Credit Services of America	
Lee Branch	Jefferson City Schools / RFP Jackson Co. Board	
JASON WESTER	JESS	
Ellie Pennybacker	Jackson Co. Habitat for Humanity	
John Westberry	Employer College & Career Center	
Josh Sheppard	Citizen	


 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #1: August 13 th , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Mincey Williams	Citizen, Business owner	
Hunt Hayes	Jackson County Homeless Shelter Association	
Kenny Williams	Paul Reed / Development	
Reddy Mincey	Tyfuse Industries	
MURRAY CLARK	JACKSON CO. DEC	
Tom Spivey	Jackson County Chamber	
Alicia Vargas	El Parian / Commerce City Schools	


Steering Committee Meeting #2

 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #2: September 3 rd , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Jamie Dove	Jackson County Public Development	
Hannah Slater	Jackson County Public Development	
Alicia Vargas	Commerce City Schools	
John Keelie		
Tom Strawn	SC member MEA	
Ellie Pennybacker	JC Habitat for Humanity	
Imo E. Robles	City of Nicholson	
Jason Boyd	GHMO	
Michael Hume	GHMO	
Christiane Belak	Georgia	
Scott Butler	Hoschton	
John Wesseler	County Planning Comm	
Liz French	County Planning Commission	
Paula B...	JESS	
Jason Westere	JESS	
Michael Williams	Citizen	
Joey Leslie	JCWSA/UCDWA	
Joshua Sheppard	Citizen	
John Wesseler	JESS/EMPLOYEE	
Greg Pittman	Jackson County Extension / 4-H	


 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #2: September 3 rd , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Con Thummond	Citizen	
Keay Whitworth	Citizen	
Tom Shaw	JC Chamber	
Beck Price	NEGRC	
Carol Flute	NEGRC	


Steering Committee Meeting #3

 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #3: October 1 st , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Alex Barry	NEGRC	
Carl Flute	NEGRC	
Jack Price	NEGRC	
John Wesseler	Jackson County Planning Comm	
Liz French	Jackson County Planning Comm	
Tom Strawn	JCRP&T	
June ...	Jackson County	
Hannah Slater	Jackson County	
Joey Leslie	JESS	
Paula B...	JESS	
Imo Robles	City of Nicholson	
Joey Leslie	JESS	
Ellie Pennybacker	JCHFH	
John Wesseler	JESS	
Jason Westere	JESS	
Liz French	K5161 JESS	
John Keelie		

 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #3: October 1 st , 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Michael Hume	GHMO	
Joseph Boyd	GHMO	
Tom Strawn	JCRP&T	
Imo Robles	City of Nicholson	
John Keelie		
Joe Hicks		
Scott Butler	City of Hoschton	
John Wesseler	Jackson County Planning Comm	
Con Thummond	Citizen	
John Wesseler	Empower College + Career Center	
Huat Hayes	SCBA	
Liz French	K5161 JESS City Schools	
Tom Shaw	Jackson County Chamber	

Steering Committee Meeting #4

 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #4: November 12, 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Carol Flute	Senior Community Planner, NEGRC	
Jamie Dove	Public Development Director, JCRC	
Hannah Slater	JC Senior Planner	
Joey Leslie	JCWSA/UCDWA	
Liz French	K5161 JESS	
Con Thummond	Citizen	
John Wesseler	EMPLOYEE/JESS	
Randy Mincey	Tynda Group Companies	
Imo E. Robles	City of Nicholson	
Liz French	Jackson County Planning Commission	
Con Thummond	Jackson County Planning Commission	
John Wesseler	Jackson County Planning Comm	
Scott Butler	Hoschton Planning Commission	
Christiane Belak	Georgia	
Jason Boyd	GHMO	
Michael Hume	GHMO	
John Wesseler	Citizen	
Tom Shaw	Chamber	
Ellie Pennybacker	JCHFH	
Tom Strawn	JC NEGRC	

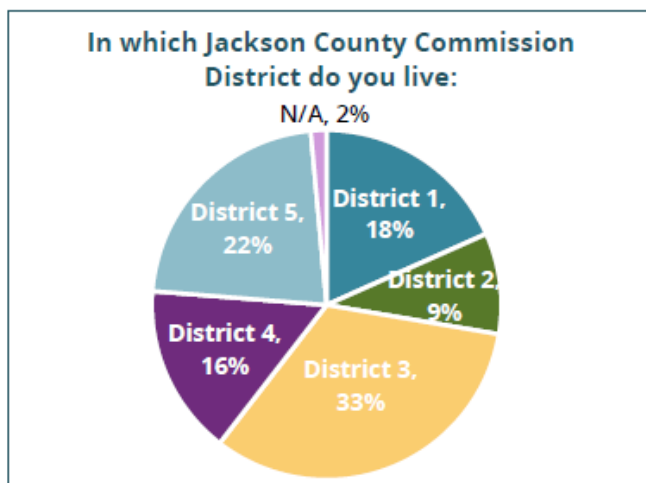
 Jackson County Comprehensive Plan & Transportation Plan Updates Steering Committee Meeting #4: November 12, 2024, 9:30-11:30 a.m. Jackson County Agricultural Facility 1869 County Farm Road, Jefferson, GA 30549		
NAME	ROLE/ORGANIZATION REPRESENTING	EMAIL ADDRESS
Paula B...	JANUARY 2025 SYSTEM	
Jason Westere	JESS	
Joe Hicks	JEMC/IDA	

Online Community Survey

An online survey was conducted to gather broad community input for Jackson County's 2025 Comprehensive Plan Update. This survey aimed to identify key needs and opportunities by reaching a larger sample of residents than traditional committee meetings and public forums could accommodate. Open for over five months (June 17th through December 1st, 2024), the survey was promoted through the County's social media platforms, the plan update website, a newspaper press release, and in-person at community open houses.

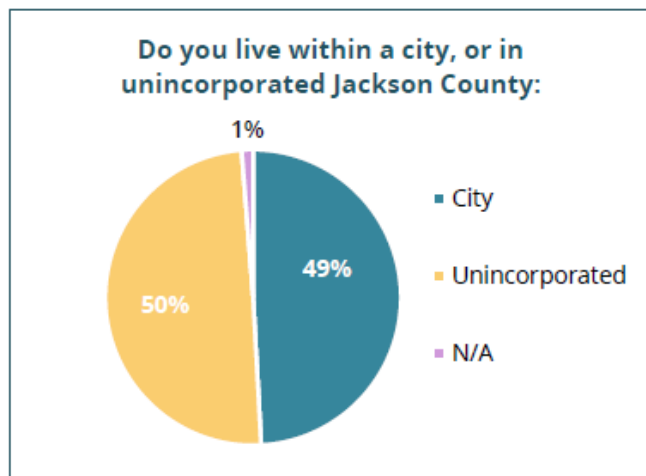
More than 1,400 community members participated in the survey! NEGRC provided all survey responses to the County in a separate report during plan development. The charts below summarize self-reported information about survey participants.

Survey Question: In which Jackson County Commission District do you live:



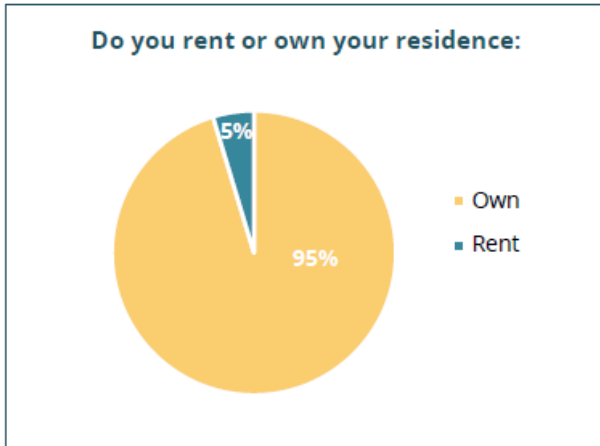
Commission District	Count of Responses
District 1	265
District 2	135
District 3	474
District 4	228
District 5	322
Not in Jackson County	21
Total	1,445

Survey Question: Do you live within a city, or in unincorporated Jackson County:



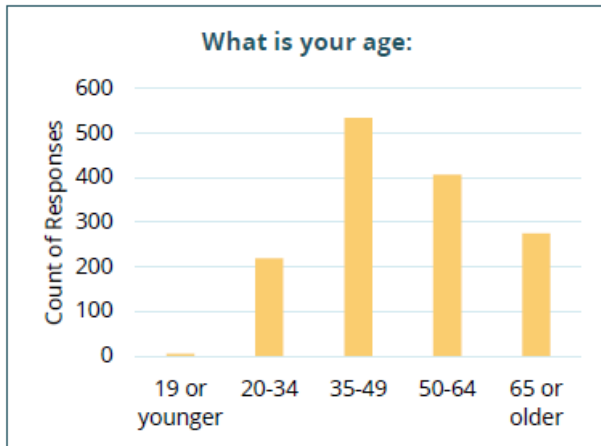
Area of Residence	Count of Responses
Unincorporated area	717
City limits	710
Not in Jackson County	18
Total	1,445

Survey Question: Do you rent or own your residence:



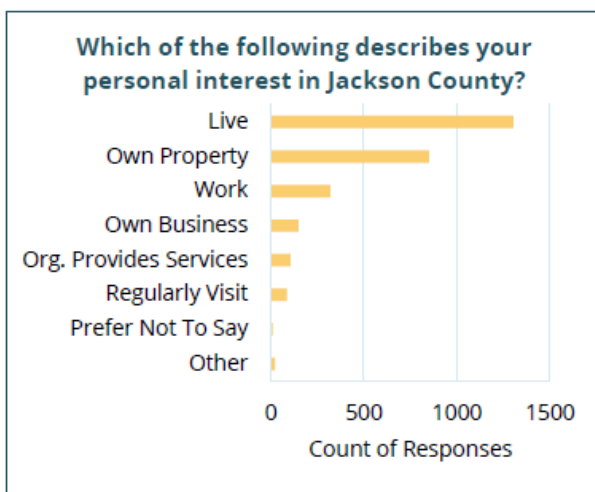
Housing Tenure	Count of Responses
Own	1,369
Rent	67
Total	1,436

Survey Question: What is your age:



Age Group	Count of Responses
19 or younger	5
20-34	219
35-49	534
50-64	407
65 or older	275
Total	1,440

Survey Question: Which of the following describes your personal interest in Jackson County (select all that apply):



Personal Interest	Count of Responses
Live	1,302
Own Property	849
Work	320
Own Business	148
Organization Provides Services	105
Regularly Visit	87
Prefer Not to Say	10
Other	23
Total	2,844

Responses in the "Other" category most frequently mention children attending schools in Jackson County or living in nearby areas.

Note: Respondents could select more than one option, so the total count of responses may exceed the total number of survey participants.

SWOT Analysis

Jackson County Comprehensive Plan, 2025 Update

Steering Committee SWOT Survey Responses

Strengths

Good Leadership. Growing population.

1. Sense of community
2. Location along I-853. Close proximity to other large, suburban centers - Buford, Gainesville, and Athens.

Great Leadership within our county. A good mix between Rural and Commercial areas within the county. Great communication between County Leadership and Residents of Jackson County.

Jackson County can set and maintain the standard of rural living while also growing within it's means that doesn't interfere with quality of living and the natural state of our landscape and environment.

Location: Between Atlanta and Greenville along I-85 corridor and between Athens and Gainesville. Just over an hour to Hartsfield-Jackson Airport. High academic achievement of workforce generally. Diversity of industry. Growth in industry and population. Some balance in the tax digest. We have Jamie Dove.

Strong school system (JCSS); Proximity to all of the entertainment and restaraunts of a large college town; proximity to lake Lanier, Road Atlanta, NE Ga. mountains/waterfalls, fishing, hiking trails, outdoor activities; access to two great hospital systems surrounding the county. Leadership, recently, has been exceptional from the employees to the elected officials. Schools and County Admin buildings have been constructed with no debt. We have opportunities through TSPLOST and ESPLOST to generate revenues from outside our current citizens. We need to do a better job of articulating the need for capital expenditures and how these tax plan opportunities help the county with very little impact to local citizens.

I-85

Exceptional People: A community enriched by talented, dedicated, and brilliant individuals. Family-Friendly Environment: An ideal place to raise families, offering safety, community values, and quality living. Prime Location: Close to the amenities of a major city while retaining a charming rural character. Strong Leadership: Effective and visionary county government with a skilled and committed staff. Opportunities for Growth: Strategically positioned for smart, sustainable development.

Great school system, still offering semi-rural living in areas, Convenient to metro, shopping and entertainment.

Jackson County still holds a lot of Country charm. And still has a lot of agriculture and livestock activity. The citizens of the county For the most part would like to keep it that way. Jackson County also has strong leadership to help guide the county in the correct direction

Plenty of undeveloped space. We still have the opportunity to creatively plan for growth. Seems like our population is getting younger which should lead to new ideas and support for change.

Jackson County has developed good plans for over 40 years. The plans have been followed and efficient growth has taken place for the most part. There is still much greenspace and the opportunity to farm is still available.

Jackson County Comprehensive Plan, 2025 Update

Steering Committee SWOT Survey Responses

Weaknesses

Keeping up with growth in regard to infrastructure. Roads, schools, parks and recreation facilities are all areas that need additional resources to keep up with the demand that the growing population is creating for the county.

1. Commercial and retail options
2. Communication between county and cities
3. Access to adequate water resources to keep up with industrial, commercial, and residential growth

Coordination between all Municipalities within our county. Overcrowding of schools due to over development of residential communities in certain areas of the county.

Indecisiveness and division. The county struggles with agreeing on the basis of what is beneficial to the residents and tax digest. Obviously the residential growth on the West side is far more substantial than that of the East side. Although more funds specifically board of education funds get redirected to that area.

Lack of a unified plan for the future and less than optimal cooperation between governments. Lack of understanding between governments as to how actions affect each other and the rest of the county. Nine municipalities in a county of 90,000 people complicates planning & zoning. Three school systems is inefficient and makes annexation an especially critical, and divisive issue. Lack of commercial and retail investment have led to sales tax dollars going to neighboring counties. Developers have purchased and developed land close to the interstate for distribution businesses.

One current and foreseeable struggle Aris the three school systems instead of a unified county system. This divides the funds that could be supporting one system and short changes the taxpayers and the students. Second are the cities that approve high density developments without regards to the financial and administrative burden that puts on the county. Communication between county and city leadership and all citizens. We need a "marketing" department.

Duplication of services. We do not have enough commercial growth. Annexation is a major issue.

Established Leadership Dynamics: Long-standing leadership with deep ties to the old Jackson County community may present challenges in fostering new perspectives and innovative approaches. Traffic Congestion: Rapid growth has placed significant strain on transportation (especially in West Jackson), resulting in increased traffic and highlighting the need for strategic improvements. As road widening projects are undertaken, Jackson County and GDOT must carefully plan for the relocation of utilities within the right-of-way and ensure these costs are adequately budgeted. Rapid Growth Challenges: The county's fast-paced expansion risks overburdening existing resources and infrastructure including their costs of maintenance and repair. Water Resource Limitations: Limited water resources will act as a bottleneck for future growth without proper planning. To partially address this, allocating future SPLOST funds to JCWSA for water resource development would be a proactive step.

Transportation, growth, planning, fall out from past lack of vision and planning. Dealing today with development initially approved in 2019 is beyond reason as much has changed in intervening years, .

As the county continues to develop, no matter what the rate of development is, the county does not have enough infrastructure, road improvements and not enough schools. The county has nine cities that are not on the same page as the unincorporated part of the county. But they still affect these items within the county.

Too many school systems and overlapping government services. Townships should not be able to approve growth that they are not funding directly (schools especially). Until that is solved or the county and cities unify their governments, it will always be hard to fund infrastructure well.

Traffic is becoming an obstacle for farming. Clear cutting of land without rules to have a minimum number of trees replanted on 8-10 acre lots. Wildlife habitat disturbances are increasing damages to property and road hazards.

Steering Committee SWOT Survey Responses

Opportunities

Be a place that is well planned and designed to address the needs of our citizens well into the future.

1. Manage growth to preserve our own identity2. Become a destination to not only live, but also work and play in our own community3. Become a more unified county by bringing all municipalities and the county together to define what we want Jackson County to be and to hold each other accountable to those standards.

County needs to find ways to over communicate when it comes to voting on certain items. For example: T-SPLOST. Citizens of the community clearly didn't understand the impact of T-SPLOST not passing. Attract Hotels to the area for when people visit our county. Attract more restaurants to the area.

It has the potential to be the best county to live, do business, and go to school in.

Achieve a level of county-wide success through a shared vision, cooperation and collaboration.Learn from Gwinnett: what it did right as well as what it would do differently.Leverage a more regional perspective. Attract the retail and commercial businesses it wants.

With the studies recently completed by JCWSA and the county with Jeffrey Dorfman, PhD. the county is well on its way to being an example to the country on how to create a financially sustainable county that puts the financial and physical safety of its current citizens first. Creating large maintenance and operations budgets for infinity is not sustainable. High density residential projects create just such a scenario and by doing diligence on the actual capital costs and M&O costs for these projects and holding the land owner, developer and builders accountable for their actual capital costs will go a long way to protect the financial assets of current citizens.

Explode and be a county that is the envy of many others.

Smart Growth Initiatives: The county has the potential to pursue strategic, sustainable development that balances economic expansion with preserving the quality of life for existing residents. By fostering thoughtful planning, new growth can enhance the community without overburdening current citizens or resources.Infrastructure Investment: Leveraging partnerships and funding opportunities, such as SPLOST allocations, to enhance water, sewer, and transportation infrastructure, supporting long-term development.Economic Development: Attracting diverse industries and businesses that create jobs and contribute to the tax base while minimizing the strain on local services.Conservation and Recreation: Protecting natural old-growth forests by avoiding clear-cutting for subdivisions and prioritizing sustainable land use practices, while enhancing recreational amenities to uphold the county's rural charm and attract families and visitors.

Protect agriculture areas vital to not only Jackson County but the State economy by judicious planning, increase family oriented activities, limit urban growth, offer agri-hood development.

Jackson County has the opportunity to handle the development in a different fashion than Gwinnett County. The leadership in the county has the opportunity to manage this in a lot more sensible fashion, rather than just let it run away!!

Be a trend setter in its approach to solving the various issues like water sourcing, affordable housing and school growth. The same things that are challenging us could also lead to positive changes.

Management of traffic and congestion in different zones of the county. Where schools are being built, school systems and the county need to work closely together and include traffic studies.Ways to efficiently maintain large tracts of farmland in the county to preserve a healthy environment for the county as a whole.

Jackson County Comprehensive Plan, 2025 Update

Steering Committee SWOT Survey Responses

Threats

The potential struggle to keep up with increased demands that population growth presents if the individual municipalities fail to collaborate with the county to address growth in a manner that allows for our infrastructure to be improved in conjunction with new development in the future.

1. Not being forward thinking and allowing outside forces to dictate the future Jackson County
2. Losing the Jackson County identity due to growth by not managing it to our best interests
3. Ignoring that growth will happen by not setting collaborative standards for this growth across all areas of Jackson County - both incorporated and unincorporated areas.

Over Development of residential communities. Overcrowding of schools. Water and Sewer demand. Infra-Structure

Political division, corporate developers, and special interests.

Rapid growth has strained the resources of the county and is particularly difficult for the county school system.

Local government decision-making-in-a-vacuum. Transportation infrastructure investment is a must. New-comer activists who want to keep Jackson County the same as it was when they moved here, 15 minutes ago. A lack of workforce housing make it difficult for businesses of all sizes to adequately staff.

The county is vulnerable to the high density projects approved by cities that do not want to be accountable to property owners. We need to market the TSPLOST and ESPLOST opportunities better. I think by educating our citizens by having commissioners or "marketing" person show up at city meetings and regularly contribute the local newspapers we can create a better informed public. An informed public is likely to vote for collusion, corruption and crony politics in their elected officials. Fortunately we currently do not seem to have the greatest threat to citizens. The lack of due diligence by elected officials voting on matters is the greatest threat to our county at the county and city level.

Failing to plan and think through a long-term vision. Lack of education around the county on things like T-SPLOST

Potentially inconsistent enforcement of rules and policies influenced by political pressure undermines fairness and trust. Unchecked development of storage facilities, warehouses, convenience stores with slot machines, and cramped housing detracts from the county's character. Rapid approval of 55+ developments risks creating an imbalanced, elderly population with reduced diversity. Without balanced commercial growth and fair fees, developers may profit at the expense of local residents, devaluing the community. Overdevelopment strains resources and infrastructure, compromising quality of life and eroding the county's rural charm.

Logistic centers overgrowth, transportation nightmares in corridors, too much encroachment on agri land, water treatment and resources issues to come

We are the fourth fastest growing county in the country. If we don't hold our ground, and stand firm, we will be run over with development of all kinds. Quicker than any of us want to think. We need to take steps now to close some of the loopholes that are available to developers and builders, And believe me, they know where they are!!

Having a large section of its citizens working in the distribution center industry. Although these pay enough to get by, I doubt that many of their jobs will ever provide employees with home ownership levels of income and will exacerbate affordable housing and overall poverty issues over time. I don't know if zoning or planning can address this easily but definitely would like to see better paying industries moving into the county.

Growth that does not contribute positive funds for the county. Growth that damages water and other natural resources in the county.

Community Data



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
Population Summary	
2010 Total Population	60,481
2020 Total Population	75,907
2020 Group Quarters	604
2024 Total Population	89,301
2024 Group Quarters	604
2029 Total Population	102,669
2024-2029 Annual Rate	2.83%
2024 Total Daytime Population	84,713
Workers	37,379
Residents	47,334
Household Summary	
2010 Households	21,341
2010 Average Household Size	2.80
2020 Total Households	26,174
2020 Average Household Size	2.88
2024 Households	30,730
2024 Average Household Size	2.89
2029 Households	35,185
2029 Average Household Size	2.90
2024-2029 Annual Rate	2.74%
2010 Families	16,478
2010 Average Family Size	3.18
2024 Families	23,417
2024 Average Family Size	3.29
2029 Families	26,680
2029 Average Family Size	3.31
2024-2029 Annual Rate	2.64%
Housing Unit Summary	
2000 Housing Units	16,221
Owner Occupied Housing Units	69.5%
Renter Occupied Housing Units	23.3%
Vacant Housing Units	7.2%
2010 Housing Units	23,750
Owner Occupied Housing Units	69.2%
Renter Occupied Housing Units	20.7%
Vacant Housing Units	10.1%
2020 Housing Units	27,699
Owner Occupied Housing Units	75.6%
Renter Occupied Housing Units	18.9%
Vacant Housing Units	5.5%
2024 Housing Units	32,619
Owner Occupied Housing Units	77.1%
Renter Occupied Housing Units	17.1%
Vacant Housing Units	5.8%
2029 Housing Units	37,322
Owner Occupied Housing Units	79.1%
Renter Occupied Housing Units	15.2%
Vacant Housing Units	5.7%

Data Note: Household population includes persons not residing in group quarters. Average Household Size is the household population divided by total households. Persons in families include the householder and persons related to the householder by birth, marriage, or adoption. Per Capita Income represents the income received by all persons aged 15 years and over divided by the total population.

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
2024 Households by Income	
Household Income Base	30,730
<\$15,000	2.9%
\$15,000 - \$24,999	3.9%
\$25,000 - \$34,999	7.9%
\$35,000 - \$49,999	11.5%
\$50,000 - \$74,999	13.5%
\$75,000 - \$99,999	16.1%
\$100,000 - \$149,999	23.9%
\$150,000 - \$199,999	10.2%
\$200,000+	10.0%
Average Household Income	\$110,835
2029 Households by Income	
Household Income Base	35,185
<\$15,000	2.2%
\$15,000 - \$24,999	3.0%
\$25,000 - \$34,999	6.1%
\$35,000 - \$49,999	9.7%
\$50,000 - \$74,999	12.5%
\$75,000 - \$99,999	15.3%
\$100,000 - \$149,999	26.2%
\$150,000 - \$199,999	13.7%
\$200,000+	11.2%
Average Household Income	\$125,278
2024 Owner Occupied Housing Units by Value	
Total	25,160
<\$50,000	2.2%
\$50,000 - \$99,999	3.4%
\$100,000 - \$149,999	2.6%
\$150,000 - \$199,999	4.4%
\$200,000 - \$249,999	12.0%
\$250,000 - \$299,999	17.3%
\$300,000 - \$399,999	28.0%
\$400,000 - \$499,999	14.5%
\$500,000 - \$749,999	10.3%
\$750,000 - \$999,999	3.8%
\$1,000,000 - \$1,499,999	0.9%
\$1,500,000 - \$1,999,999	0.1%
\$2,000,000 +	0.5%
Average Home Value	\$373,206
2029 Owner Occupied Housing Units by Value	
Total	29,517
<\$50,000	1.9%
\$50,000 - \$99,999	2.9%
\$100,000 - \$149,999	2.3%
\$150,000 - \$199,999	3.8%
\$200,000 - \$249,999	10.4%
\$250,000 - \$299,999	17.4%
\$300,000 - \$399,999	28.0%
\$400,000 - \$499,999	16.0%
\$500,000 - \$749,999	11.3%
\$750,000 - \$999,999	4.3%
\$1,000,000 - \$1,499,999	1.0%
\$1,500,000 - \$1,999,999	0.1%
\$2,000,000 +	0.5%
Average Home Value	\$387,273

Data Note: Income represents the preceding year, expressed in current dollars. Household income includes wage and salary earnings, interest dividends, net rents, pensions, SSI and welfare payments, child support, and alimony.

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
Median Household Income	
2024	\$89,073
2029	\$101,300
Median Home Value	
2024	\$328,689
2029	\$340,016
Per Capita Income	
2024	\$38,152
2029	\$42,943
Median Age	
2010	36.9
2020	38.2
2024	38.6
2029	39.3
2020 Population by Age	
Total	75,907
0 - 4	6.3%
5 - 9	7.1%
10 - 14	7.7%
15 - 24	12.4%
25 - 34	12.4%
35 - 44	13.4%
45 - 54	13.4%
55 - 64	12.4%
65 - 74	9.2%
75 - 84	4.7%
85 +	1.1%
18 +	74.4%
2024 Population by Age	
Total	89,301
0 - 4	6.2%
5 - 9	7.0%
10 - 14	7.3%
15 - 24	12.6%
25 - 34	11.7%
35 - 44	14.1%
45 - 54	13.1%
55 - 64	12.1%
65 - 74	9.1%
75 - 84	5.3%
85 +	1.4%
18 +	75.2%
2029 Population by Age	
Total	102,669
0 - 4	6.2%
5 - 9	6.4%
10 - 14	7.0%
15 - 24	12.1%
25 - 34	12.4%
35 - 44	14.1%
45 - 54	12.9%
55 - 64	11.8%
65 - 74	9.8%
75 - 84	5.8%
85 +	1.7%
18 +	76.5%

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
2020 Population by Sex	
Males	37,433
Females	38,474
2024 Population by Sex	
Males	44,713
Females	44,588
2029 Population by Sex	
Males	51,044
Females	51,625
2010 Population by Race/Ethnicity	
Total	60,481
White Alone	86.8%
Black Alone	6.8%
American Indian Alone	0.2%
Asian Alone	1.7%
Pacific Islander Alone	0.0%
Some Other Race Alone	2.7%
Two or More Races	1.8%
Hispanic Origin	6.2%
Diversity Index	32.9
2020 Population by Race/Ethnicity	
Total	75,907
White Alone	79.7%
Black Alone	6.9%
American Indian Alone	0.3%
Asian Alone	2.3%
Pacific Islander Alone	0.1%
Some Other Race Alone	4.1%
Two or More Races	6.6%
Hispanic Origin	8.8%
Diversity Index	45.8
2024 Population by Race/Ethnicity	
Total	89,301
White Alone	77.0%
Black Alone	7.9%
American Indian Alone	0.4%
Asian Alone	2.7%
Pacific Islander Alone	0.1%
Some Other Race Alone	4.9%
Two or More Races	7.2%
Hispanic Origin	10.4%
Diversity Index	50.6
2029 Population by Race/Ethnicity	
Total	102,669
White Alone	75.2%
Black Alone	8.3%
American Indian Alone	0.4%
Asian Alone	3.0%
Pacific Islander Alone	0.1%
Some Other Race Alone	5.3%
Two or More Races	7.7%
Hispanic Origin	11.4%
Diversity Index	53.5

Data Note: Persons of Hispanic Origin may be of any race. The Diversity Index measures the probability that two people from the same area will be from different race/ethnic groups.

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
2020 Population by Relationship and Household Type	
Total	75,907
In Households	99.2%
Householder	34.5%
Opposite-Sex Spouse	20.5%
Same-Sex Spouse	0.2%
Opposite-Sex Unmarried Partner	1.8%
Same-Sex Unmarried Partner	0.1%
Biological Child	29.0%
Adopted Child	0.8%
Stepchild	1.7%
Grandchild	3.1%
Brother or Sister	1.0%
Parent	1.3%
Parent-in-law	0.5%
Son-in-law or Daughter-in-law	0.7%
Other Relatives	1.4%
Foster Child	0.1%
Other Nonrelatives	2.4%
In Group Quarters	0.8%
Institutionalized	0.6%
Noninstitutionalized	0.1%
2024 Population 25+ by Educational Attainment	
Total	59,702
Less than 9th Grade	3.5%
9th - 12th Grade, No Diploma	6.6%
High School Graduate	26.7%
GED/Alternative Credential	6.9%
Some College, No Degree	17.9%
Associate Degree	10.4%
Bachelor's Degree	19.1%
Graduate/Professional Degree	8.9%
2024 Population 15+ by Marital Status	
Total	70,990
Never Married	24.8%
Married	60.6%
Widowed	5.2%
Divorced	9.4%
2024 Civilian Population 16+ in Labor Force	
Civilian Population 16+	43,635
Population 16+ Employed	96.8%
Population 16+ Unemployment rate	3.2%
Population 16-24 Employed	13.0%
Population 16-24 Unemployment rate	6.6%
Population 25-54 Employed	64.6%
Population 25-54 Unemployment rate	3.2%
Population 55-64 Employed	15.9%
Population 55-64 Unemployment rate	1.1%
Population 65+ Employed	6.5%
Population 65+ Unemployment rate	2.0%

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



Community Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	Jackson Count...
2024 Employed Population 16+ by Industry	
Total	42,233
Agriculture/Mining	0.8%
Construction	8.9%
Manufacturing	14.0%
Wholesale Trade	4.0%
Retail Trade	13.3%
Transportation/Utilities	5.9%
Information	1.8%
Finance/Insurance/Real Estate	4.5%
Services	42.8%
Public Administration	3.9%
2024 Employed Population 16+ by Occupation	
Total	42,233
White Collar	60.2%
Management/Business/Financial	17.9%
Professional	21.3%
Sales	8.9%
Administrative Support	12.0%
Services	14.5%
Blue Collar	25.3%
Farming/Forestry/Fishing	0.2%
Construction/Extraction	5.1%
Installation/Maintenance/Repair	3.9%
Production	6.8%
Transportation/Material Moving	9.2%
2020 Households by Type	
Total	26,174
Married Couple Households	59.9%
With Own Children <18	25.7%
Without Own Children <18	34.2%
Cohabiting Couple Households	5.6%
With Own Children <18	2.3%
Without Own Children <18	3.3%
Male Householder, No Spouse/Partner	13.7%
Living Alone	8.3%
65 Years and over	2.9%
With Own Children <18	1.4%
Without Own Children <18, With Relatives	2.9%
No Relatives Present	1.0%
Female Householder, No Spouse/Partner	20.8%
Living Alone	9.9%
65 Years and over	5.5%
With Own Children <18	4.3%
Without Own Children <18, With Relatives	5.8%
No Relatives Present	0.8%
2020 Households by Size	
Total	26,174
1 Person Household	18.2%
2 Person Household	32.0%
3 Person Household	18.6%
4 Person Household	17.2%
5 Person Household	8.2%
6 Person Household	3.3%
7 + Person Household	2.4%

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

October 02, 2024



ACS Housing Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
TOTALS				
Total Population	77,033		0	High
Total Households	25,740		412	High
Total Housing Units	28,209		63	High
OWNER-OCCUPIED HOUSING UNITS BY MORTGAGE STATUS				
Total	20,562	100.0%	538	High
Housing units with a mortgage/contract to purchase/similar debt	14,204	69.1%	651	High
No Second Mortgage and No Home Equity Loan	13,031	63.4%	685	High
Multiple Mortgages	1,045	5.1%	209	Medium
Second mortgage and Home Equity Loan	13	0.1%	22	Low
Only Home Equity Loan	786	3.8%	192	Medium
Only Second Mortgage	246	1.2%	110	Medium
Home Equity Loan without Primary Mortgage	128	0.6%	79	Medium
Housing units without a mortgage	6,358	30.9%	528	High
AVERAGE VALUE BY MORTGAGE STATUS				
Housing units with a mortgage	\$331,128		\$26,501	High
Housing units without a mortgage	\$333,027		\$77,152	Medium
OWNER-OCCUPIED HOUSING UNITS BY MORTGAGE STATUS & SELECTED MONTHLY OWNER COSTS				
Total	20,562	100.0%	538	High
With a mortgage: Monthly owner costs as a percentage of household income in past 12 months				
Less than 10.0 percent	1,284	6.2%	337	Medium
10.0 to 14.9 percent	3,121	15.2%	370	High
15.0 to 19.9 percent	3,214	15.6%	389	High
20.0 to 24.9 percent	2,158	10.5%	286	High
25.0 to 29.9 percent	1,111	5.4%	250	Medium
30.0 to 34.9 percent	662	3.2%	226	Medium
35.0 to 39.9 percent	478	2.3%	195	Medium
40.0 to 49.9 percent	771	3.7%	223	Medium
50.0 percent or more	1,289	6.3%	254	High
Not computed	116	0.6%	70	Medium
Without a mortgage: Monthly owner costs as a percentage of household income in past 12 months				
Less than 10.0 percent	3,210	15.6%	393	High
10.0 to 14.9 percent	1,219	5.9%	241	Medium
15.0 to 19.9 percent	606	2.9%	182	Medium
20.0 to 24.9 percent	308	1.5%	124	Medium
25.0 to 29.9 percent	226	1.1%	108	Medium
30.0 to 34.9 percent	332	1.6%	237	Low
35.0 to 39.9 percent	93	0.5%	64	Low
40.0 to 49.9 percent	68	0.3%	45	Low
50.0 percent or more	238	1.2%	103	Medium
Not computed	58	0.3%	54	Low

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: High Medium Low

August 30, 2024



ACS Housing Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
RENTER-OCCUPIED HOUSING UNITS BY CONTRACT RENT				
Total	5,178	100.0%	471	High
With cash rent	4,583	88.5%	457	High
Less than \$100	59	1.1%	57	Low
\$100 to \$149	96	1.9%	75	Low
\$150 to \$199	58	1.1%	77	Low
\$200 to \$249	90	1.7%	69	Low
\$250 to \$299	0	0.0%	34	Low
\$300 to \$349	15	0.3%	24	Low
\$350 to \$399	47	0.9%	62	Low
\$400 to \$449	122	2.4%	70	Medium
\$450 to \$499	177	3.4%	89	Medium
\$500 to \$549	177	3.4%	106	Medium
\$550 to \$599	508	9.8%	200	Medium
\$600 to \$649	261	5.0%	107	Medium
\$650 to \$699	300	5.8%	188	Medium
\$700 to \$749	337	6.5%	176	Medium
\$750 to \$799	341	6.6%	188	Medium
\$800 to \$899	456	8.8%	154	Medium
\$900 to \$999	331	6.4%	142	Medium
\$1,000 to \$1,249	480	9.3%	179	Medium
\$1,250 to \$1,499	405	7.8%	150	Medium
\$1,500 to \$1,999	207	4.0%	102	Medium
\$2,000 to \$2,499	82	1.6%	64	Low
\$2,500 to \$2,999	11	0.2%	20	Low
\$3,000 to \$3,499	0	0.0%	34	Low
\$3,500 or more	23	0.4%	34	Low
No cash rent	595	11.5%	203	Medium
Median Contract Rent	\$757		\$37	High
Average Contract Rent	\$852		\$127	High
RENTER-OCCUPIED HOUSING UNITS BY INCLUSION OF UTILITIES IN RENT				
Total	5,178	100.0%	471	High
Pay extra for one or more utilities	4,991	96.4%	454	High
No extra payment for any utilities	187	3.6%	147	Low

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: High Medium Low



ACS Housing Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
RENTER-OCCUPIED HOUSING UNITS BY GROSS RENT				
Total:	5,178	100.0%	471	High
With cash rent:	4,583	88.5%	457	High
Less than \$100	0	0.0%	34	Low
\$100 to \$149	20	0.4%	33	Low
\$150 to \$199	0	0.0%	34	Low
\$200 to \$249	56	1.1%	67	Low
\$250 to \$299	94	1.8%	86	Low
\$300 to \$349	105	2.0%	84	Low
\$350 to \$399	0	0.0%	34	Low
\$400 to \$449	45	0.9%	44	Low
\$450 to \$499	3	0.1%	6	Low
\$500 to \$549	30	0.6%	25	Low
\$550 to \$599	217	4.2%	173	Low
\$600 to \$649	105	2.0%	60	Medium
\$650 to \$699	70	1.4%	50	Low
\$700 to \$749	156	3.0%	79	Medium
\$750 to \$799	259	5.0%	123	Medium
\$800 to \$899	698	13.5%	256	Medium
\$900 to \$999	403	7.8%	180	Medium
\$1,000 to \$1,249	1,116	21.6%	241	Medium
\$1,250 to \$1,499	370	7.1%	150	Medium
\$1,500 to \$1,999	615	11.9%	205	Medium
\$2,000 to \$2,499	165	3.2%	78	Medium
\$2,500 to \$2,999	20	0.4%	26	Low
\$3,000 to \$3,499	0	0.0%	34	Low
\$3,500 or more	36	0.7%	40	Low
No cash rent	595	11.5%	203	Medium
Median Gross Rent	\$1,007		\$64	High
Average Gross Rent	\$1,099		\$160	High

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: High Medium Low

August 30, 2024



ACS Housing Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
HOUSING UNITS BY UNITS IN STRUCTURE				
Total	28,209	100.0%	63	High
1, detached	22,926	81.3%	438	High
1, attached	176	0.6%	97	Medium
2	181	0.6%	86	Medium
3 or 4	187	0.7%	129	Low
5 to 9	498	1.8%	202	Medium
10 to 19	247	0.9%	148	Medium
20 to 49	58	0.2%	47	Low
50 or more	261	0.9%	175	Low
Mobile home	3,661	13.0%	354	High
Boat, RV, van, etc.	14	0.0%	22	Low
HOUSING UNITS BY YEAR STRUCTURE BUILT				
Total	28,209	100.0%	63	High
Built 2020 or later	933	3.3%	253	Medium
Built 2010 to 2019	4,760	16.9%	418	High
Built 2000 to 2009	8,904	31.6%	566	High
Built 1990 to 1999	4,550	16.1%	440	High
Built 1980 to 1989	3,349	11.9%	510	High
Built 1970 to 1979	2,429	8.6%	420	High
Built 1960 to 1969	1,280	4.5%	242	High
Built 1950 to 1959	622	2.2%	171	Medium
Built 1940 to 1949	275	1.0%	93	Medium
Built 1939 or earlier	1,107	3.9%	323	Medium
Median Year Structure Built	2001		2	High
OCCUPIED HOUSING UNITS BY YEAR HOUSEHOLDER MOVED INTO UNIT				
Total	25,740	100.0%	412	High
Owner occupied				
Moved in 2021 or later	902	3.5%	218	Medium
Moved in 2018 to 2020	3,961	15.4%	409	High
Moved in 2010 to 2017	7,121	27.7%	592	High
Moved in 2000 to 2009	5,268	20.5%	388	High
Moved in 1990 to 1999	1,562	6.1%	233	High
Moved in 1989 or earlier	1,748	6.8%	299	High
Renter occupied				
Moved in 2021 or later	507	2.0%	185	Medium
Moved in 2018 to 2020	1,190	4.6%	291	Medium
Moved in 2010 to 2017	2,249	8.7%	382	High
Moved in 2000 to 2009	1,005	3.9%	273	Medium
Moved in 1990 to 1999	144	0.6%	79	Medium
Moved in 1989 or earlier	83	0.3%	67	Low
Median Year Householder Moved Into Unit	2013		1	High

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: High Medium Low

August 30, 2024



ACS Housing Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
OWNER-OCCUPIED HOUSING UNITS BY VALUE				
Total	20,562	100%	538	High
Less than \$10,000	192	0.9%	132	Low
\$10,000 to \$14,999	44	0.2%	43	Low
\$15,000 to \$19,999	23	0.1%	24	Low
\$20,000 to \$24,999	75	0.4%	48	Medium
\$25,000 to \$29,999	95	0.5%	70	Low
\$30,000 to \$34,999	65	0.3%	54	Low
\$35,000 to \$39,999	61	0.3%	49	Low
\$40,000 to \$49,999	166	0.8%	101	Medium
\$50,000 to \$59,999	229	1.1%	94	Medium
\$60,000 to \$69,999	97	0.5%	55	Medium
\$70,000 to \$79,999	97	0.5%	51	Medium
\$80,000 to \$89,999	355	1.7%	157	Medium
\$90,000 to \$99,999	504	2.5%	196	Medium
\$100,000 to \$124,999	426	2.1%	128	Medium
\$125,000 to \$149,999	934	4.5%	205	Medium
\$150,000 to \$174,999	639	3.1%	161	Medium
\$175,000 to \$199,999	1,139	5.5%	262	Medium
\$200,000 to \$249,999	3,145	15.3%	455	High
\$250,000 to \$299,999	3,263	15.9%	416	High
\$300,000 to \$399,999	4,583	22.3%	510	High
\$400,000 to \$499,999	2,088	10.2%	310	High
\$500,000 to \$749,999	1,489	7.2%	291	High
\$750,000 to \$999,999	383	1.9%	132	Medium
\$1,000,000 to \$1,499,999	347	1.7%	184	Medium
\$1,500,000 to \$1,999,999	40	0.2%	39	Low
\$2,000,000 or more	83	0.4%	61	Low
Median Home Value	\$280,600		\$7,691	High
Average Home Value	\$331,715		\$28,648	High

Data Note: N/A means not available.

2018-2022 ACS Estimate: The American Community Survey (ACS) replaces census sample data. Esri is releasing the 2018-2022 ACS estimates, five-year period data collected monthly from January 1, 2018 through December 31, 2022. Although the ACS includes many of the subjects previously covered by the decennial census sample, there are significant differences between the two surveys including fundamental differences in survey design and residency rules.

Margin of error (MOE): The MOE is a measure of the variability of the estimate due to sampling error. MOEs enable the data user to measure the range of uncertainty for each estimate with 90 percent confidence. The range of uncertainty is called the confidence interval, and it is calculated by taking the estimate +/- the MOE. For example, if the ACS reports an estimate of 100 with an MOE of +/- 20, then you can be 90 percent certain the value for the whole population falls between 80 and 120.

Reliability: These symbols represent threshold values that Esri has established from the Coefficients of Variation (CV) to designate the usability of the estimates. The CV measures the amount of sampling error relative to the size of the estimate, expressed as a percentage.

- High Reliability: Small CVs (less than or equal to 12 percent) are flagged green to indicate that the sampling error is small relative to the estimate and the estimate is reasonably reliable.
- Medium Reliability: Estimates with CVs between 12 and 40 are flagged yellow-use with caution.
- Low Reliability: Large CVs (over 40 percent) are flagged red to indicate that the sampling error is large relative to the estimate. The estimate is considered very unreliable.

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: high medium low

August 30, 2024



ACS Population Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
TOTALS				
Total Population	77,033		0	■■■
Total Households	25,740		412	■■■
Total Housing Units	28,209		63	■■■
POPULATION AGE 3+ YEARS BY SCHOOL ENROLLMENT				
Total	74,624	100.0%	234	■■■
Enrolled in school	19,614	26.3%	613	■■■
Enrolled in nursery school, preschool	1,125	1.5%	245	■■■
Public school	735	1.0%	209	■■■
Private school	390	0.5%	146	■■■
Enrolled in kindergarten	1,083	1.5%	258	■■■
Public school	933	1.3%	247	■■■
Private school	150	0.2%	78	■■■
Enrolled in grade 1 to grade 4	3,990	5.3%	398	■■■
Public school	3,591	4.8%	402	■■■
Private school	399	0.5%	132	■■■
Enrolled in grade 5 to grade 8	5,109	6.8%	446	■■■
Public school	4,835	6.5%	456	■■■
Private school	274	0.4%	134	■■■
Enrolled in grade 9 to grade 12	4,701	6.3%	371	■■■
Public school	4,327	5.8%	381	■■■
Private school	374	0.5%	154	■■■
Enrolled in college undergraduate years	2,956	4.0%	468	■■■
Public school	2,507	3.4%	396	■■■
Private school	449	0.6%	210	■■■
Enrolled in graduate or professional school	650	0.9%	217	■■■
Public school	487	0.7%	183	■■■
Private school	163	0.2%	96	■■■
Not enrolled in school	55,010	73.7%	581	■■■
POPULATION AGE 65+ BY RELATIONSHIP AND HOUSEHOLD TYPE				
Total	11,126	100.0%	200	■■■
Living in Households	10,842	97.4%	206	■■■
Living in Family Households	8,633	77.6%	454	■■■
Householder	4,232	38.0%	339	■■■
Spouse	3,304	29.7%	306	■■■
Parent	610	5.5%	160	■■■
Parent-in-law	211	1.9%	113	■■■
Other Relative	267	2.4%	107	■■■
Nonrelative	9	0.1%	14	■■■
Living in Nonfamily Households	2,209	19.9%	380	■■■
Householder	2,099	18.9%	368	■■■
Nonrelative	110	1.0%	67	■■■
Living in Group Quarters	284	2.6%	39	■■■

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: ■■■ high ■■■ medium ■■■ low

October 02, 2024



ACS Population Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
WORKERS AGE 16+ YEARS BY PLACE OF WORK				
Total	36,440	100.0%	875	High
Worked in state and in county of residence	16,247	44.6%	851	High
Worked in state and outside county of residence	19,642	53.9%	855	High
Worked outside state of residence	551	1.5%	237	Medium
SEX BY CLASS OF WORKER FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER				
Total:	36,907	100.0%	831	High
Male:	19,561	53.0%	570	High
Employee of private company workers	14,000	37.9%	700	High
Self-employed in own incorporated business	1,211	3.3%	285	Medium
Private not-for-profit wage and salary workers	934	2.5%	276	Medium
Local government workers	1,461	4.0%	309	Medium
State government workers	510	1.4%	161	Medium
Federal government workers	340	0.9%	138	Medium
Self-employed in own not incorporated business workers	930	2.5%	255	Medium
Unpaid family workers	175	0.5%	144	Low
Female:	17,346	47.0%	589	High
Employee of private company workers	11,514	31.2%	578	High
Self-employed in own incorporated business	650	1.8%	208	Medium
Private not-for-profit wage and salary workers	1,164	3.2%	227	High
Local government workers	2,123	5.8%	315	High
State government workers	766	2.1%	211	Medium
Federal government workers	192	0.5%	83	Medium
Self-employed in own not incorporated business workers	886	2.4%	188	Medium
Unpaid family workers	51	0.1%	57	Low
POPULATION IN HOUSEHOLDS AND PRESENCE OF A COMPUTER				
Total	76,269	100.0%	17	High
Population <18 in Households	19,388	25.4%	12	High
Have a Computer	19,111	25.1%	209	High
Have NO Computer	277	0.4%	209	Low
Population 18-64 in Households	46,039	60.4%	203	High
Have a Computer	44,527	58.4%	534	High
Have NO Computer	1,512	2.0%	472	Medium
Population 65+ in Households	10,842	14.2%	206	High
Have a Computer	10,131	13.3%	266	High
Have NO Computer	711	0.9%	187	Medium
HOUSEHOLDS AND INTERNET SUBSCRIPTIONS				
Total	25,740	100.0%	412	High
With an Internet Subscription	23,500	91.3%	539	High
Dial-Up Alone	22	0.1%	31	Low
Broadband	18,881	73.4%	569	High
Satellite Service	2,461	9.6%	409	High
Other Service	126	0.5%	78	Medium
Internet Access with no Subscription	497	1.9%	185	Medium
With No Internet Access	1,743	6.8%	304	High

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: High Medium Low

October 02, 2024



ACS Population Summary

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2018-2022 ACS Estimate	Percent	MOE(±)	Reliability
WORKERS AGE 16+ YEARS BY MEANS OF TRANSPORTATION TO WORK				
Total	36,440	100.0%	875	
Drove alone	28,464	78.1%	1,064	
Carpooled	2,881	7.9%	434	
Public transportation (excluding taxicab)	190	0.5%	108	
Bus or trolley bus	173	0.5%	107	
Light rail, streetcar or trolley	0	0.0%	34	
Subway or elevated	17	0.0%	28	
Long-distance/Commuter Train	0	0.0%	34	
Ferryboat	0	0.0%	34	
Taxicab	174	0.5%	168	
Motorcycle	68	0.2%	71	
Bicycle	23	0.1%	39	
Walked	169	0.5%	81	
Other means	273	0.7%	145	
Worked at home	4,198	11.5%	553	
WORKERS AGE 16+ YEARS (WHO DID NOT WORK FROM HOME) BY TRAVEL TIME TO WORK				
Total	32,242	100.0%	1,065	
Less than 5 minutes	738	2.3%	232	
5 to 9 minutes	2,401	7.4%	380	
10 to 14 minutes	3,455	10.7%	492	
15 to 19 minutes	4,012	12.4%	551	
20 to 24 minutes	3,403	10.6%	392	
25 to 29 minutes	1,870	5.8%	321	
30 to 34 minutes	5,411	16.8%	594	
35 to 39 minutes	2,204	6.8%	408	
40 to 44 minutes	1,455	4.5%	312	
45 to 59 minutes	3,670	11.4%	514	
60 to 89 minutes	2,657	8.2%	424	
90 or more minutes	966	3.0%	256	
Average Travel Time to Work (in minutes)	30.7		1.9	
FEMALES AGE 20-64 YEARS BY AGE OF OWN CHILDREN AND EMPLOYMENT STATUS				
Total	22,318	100.0%	168	
Own children under 6 years only	1,723	7.7%	364	
In labor force	1,167	5.2%	249	
Not in labor force	556	2.5%	220	
Own children under 6 years and 6 to 17 years	1,882	8.4%	322	
In labor force	1,275	5.7%	280	
Not in labor force	607	2.7%	169	
Own children 6 to 17 years only	5,631	25.2%	449	
In labor force	4,446	19.9%	464	
Not in labor force	1,185	5.3%	296	
No own children under 18 years	13,082	58.6%	489	
In labor force	9,657	43.3%	552	
Not in labor force	3,425	15.3%	388	

Source: U.S. Census Bureau, 2018-2022 American Community Survey

Reliability: high medium low

October 02, 2024



2020 Census Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2010		2020		2024		Annual Rate		
	Number	Percent	Number	Percent	Number	Percent	2000-2020	2010-2020	2020-2024
Total Population	60,481	100.0%	75,907	100.0%	89,301	100.0%	3.06%	2.30%	3.90%
Household Population	59,724	98.7%	75,303	99.2%	88,697	99.3%	3.12%	2.34%	3.93%
Group Quarters	757	1.3%	604	0.8%	604	0.7%	-1.45%	-2.23%	0.00%
Population Density	177.9	-	223.5	-	263.0	-			
Total Housing Units	23,750	100.0%	27,699	100.0%	32,619	100.0%	2.71%	1.55%	3.92%
Total Households	21,341	89.9%	26,174	94.5%	30,730	94.2%	2.80%	2.06%	3.85%
Total Vacant	2,409	10.1%	1,525	5.5%	1,889	5.8%	1.34%	-4.47%	5.17%
Average Household Size	2.80	-	2.88	-	2.89	-	-	-	-

Population by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	75,907	100.0%	69,195	91.2%	6,712	8.8%
Population Reporting One Race	70,893	93.4%	66,395	87.5%	4,498	5.9%
White	60,464	79.7%	59,064	77.8%	1,400	1.8%
Black	5,232	6.9%	5,136	6.8%	96	0.1%
American Indian	245	0.3%	127	0.2%	118	0.2%
Asian	1,780	2.3%	1,744	2.3%	36	0.0%
Pacific Islander	44	0.1%	30	0.0%	14	0.0%
Some Other Race	3,128	4.1%	294	0.4%	2,834	3.7%
Population Reporting Two or More Races	5,014	6.6%	2,800	3.7%	2,214	2.9%
Diversity Index	45.8	-	-	-	-	-

Population 18+ by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	56,451	74.4%	52,190	75.4%	4,261	63.5%
Population Reporting One Race	53,379	70.3%	50,499	73.0%	2,880	42.9%
White	45,821	60.4%	45,015	65.1%	806	12.0%
Black	3,890	5.1%	3,839	5.5%	51	0.8%
American Indian	182	0.2%	111	0.2%	71	1.1%
Asian	1,343	1.8%	1,325	1.9%	18	0.3%
Pacific Islander	39	0.1%	30	0.0%	9	0.1%
Some Other Race	2,104	2.8%	179	0.3%	1,925	28.7%
Population Reporting Two or More Races	3,072	4.0%	1,691	2.4%	1,381	20.6%

Population <18 by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	19,456	25.6%	17,005	24.6%	2,451	36.5%
Population Reporting One Race	17,514	23.1%	15,896	23.0%	1,618	24.1%
White	14,643	19.3%	14,049	20.3%	594	8.8%
Black	1,342	1.8%	1,297	1.9%	45	0.7%
American Indian	63	0.1%	16	0.0%	47	0.7%
Asian	437	0.6%	419	0.6%	18	0.3%
Pacific Islander	5	0.0%	0	0.0%	5	0.1%
Some Other Race	1,024	1.3%	115	0.2%	909	13.5%
Population Reporting Two or More Races	1,942	2.6%	1,109	1.6%	833	12.4%

Data Note: Hispanic population can be of any race. Population density is measured in square miles. Esri's Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.



2020 Census Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

	2010		2020		2024		Annual Rate		
	Number	Percent	Number	Percent	Number	Percent	2000-2020	2010-2020	2020-2024
Total Population	60,481	100.0%	75,907	100.0%	89,301	100.0%	3.06%	2.30%	3.90%
Household Population	59,724	98.7%	75,303	99.2%	88,697	99.3%	3.12%	2.34%	3.93%
Group Quarters	757	1.3%	604	0.8%	604	0.7%	-1.45%	-2.23%	0.00%
Population Density	177.9	-	223.5	-	263.0	-			
Total Housing Units	23,750	100.0%	27,699	100.0%	32,619	100.0%	2.71%	1.55%	3.92%
Total Households	21,341	89.9%	26,174	94.5%	30,730	94.2%	2.80%	2.06%	3.85%
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Average Household Size	2.80	-	2.88	-	2.89	-	-	-	-

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Population Reporting One Race	70,893	93.4%	66,395	87.5%	4,498	5.9%
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Total	56,451	74.4%	52,190	75.4%	4,261	63.5%
Population Reporting One Race	53,379	70.3%	50,499	73.0%	2,880	42.9%
White	45,821	60.4%	45,015	65.1%	806	12.0%
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Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.

October 02, 2024



2020 Census Profile

Jackson County, GA
 Jackson County, GA (13157)
 Geography: County

Prepared by Esri

Group Quarters Population	2020	
	Number	Percent
Total	604	0.8%
Institutionalized population	491	0.6%
Correctional facilities for adults	242	0.3%
Juvenile facilities	0	0.0%
Nursing facilities/Skilled-nursing	249	0.3%
Other institutional facilities	0	0.0%
Noninstitutionalized population	113	0.1%
College/University student housing	0	0.0%
Military Quarters	0	0.0%
Other noninstitutional	113	0.1%

Population by Sex	2020	
	Number	Percent
Male	37,433	49.3%
Female	38,474	50.7%

Population by Age	2020	
	Number	Percent
Total	75,907	100%
Age 0-4	4,768	6.3%
Age 5-9	5,398	7.1%
Age 10-14	5,832	7.7%
Age 15-19	5,369	7.1%
Age 20-24	4,031	5.3%
Age 25-29	4,363	5.7%
Age 30-34	5,012	6.6%
Age 35-39	5,074	6.7%
Age 40-44	5,082	6.7%
Age 45-49	5,095	6.7%
Age 50-54	5,093	6.7%
Age 55-59	5,025	6.6%
Age 60-64	4,355	5.7%
Age 65-69	3,701	4.9%
Age 70-74	3,299	4.3%
Age 75-79	2,264	3.0%
Age 80-84	1,314	1.7%
Age 85+	832	1.1%
Age 18+	56,451	74.4%
Age 65+	11,410	15.0%

Data Note: Hispanic population can be of any race. Population density is measured in square miles. Esri's Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.

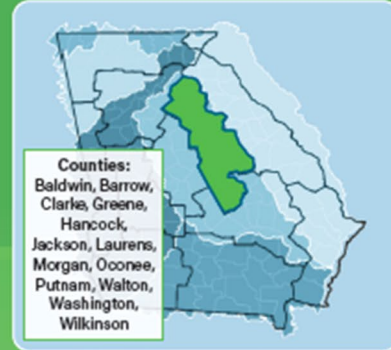
October 02, 2024

2023 REGIONAL WATER PLAN

UPPER OCONEE REGION

BACKGROUND

The Upper Oconee Regional Water Plan was initially completed in 2011 and subsequently updated in 2017 and 2023. The plan outlines near-term and long-term strategies to meet water needs through 2060. Major water resources include portions of the Oconee, Ocmulgee, Ogeechee, Savannah, and Altamaha river basins and various groundwater aquifer systems. The Upper Oconee Region encompasses several major population centers including Athens, Milledgeville, and Dublin.



OVERVIEW OF UPPER OCONEE REGION

The Upper Oconee Region encompasses 13 counties in the central-northeast portion of Georgia. Over the next 40 years, the population of the region is projected to increase from approximately 617,000 to 1.025 million residents. The region's leading economic sectors include government, health care, services, manufacturing, retail and construction.

Following the retirement of Plant Branch thermoelectric facility, surface water withdrawals for the region decreased significantly and water use for the energy sector is less than 1 million gallons per day. In 2020, groundwater supplied 52% of water use and surface water supplied 48% of the region's total water demand. Municipal, agricultural, and industrial water uses were 48%, 28%, and 24% of total water demand, respectively.

KEY WATER RESOURCE ISSUES ADDRESSED BY THE COUNCIL

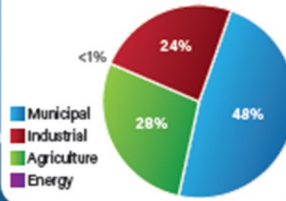
1. Efficient use of the water by all sectors, recognizing the diverse characteristics of the Upper Oconee.
2. Strategic wastewater management in fast growing counties (Barrow, Clarke, Greene, Jackson, Morgan, Oconee, and Walton Counties).
3. Potential limitations on future surface water supplies in existing impoundments.
4. Protecting the water quality of Lakes Oconee and Sinclair and the Oconee River by reducing both point and nonpoint source nutrient loads.
5. The natural capacity of the water bodies to process pollutants is exceeded in the middle (Morgan and Putnam Counties) and lower (Laurens County) portion of the basin due to zones of low dissolved oxygen.



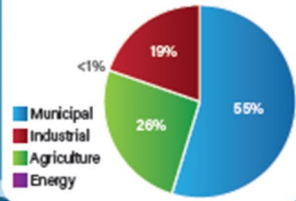
UPPER OCONEE WATER PLANNING REGION

FORECASTED REGIONAL WATER DEMANDS

2020 WATER DEMAND
TOTAL = 146 MGD



2060 WATER DEMAND
TOTAL = 191 MGD



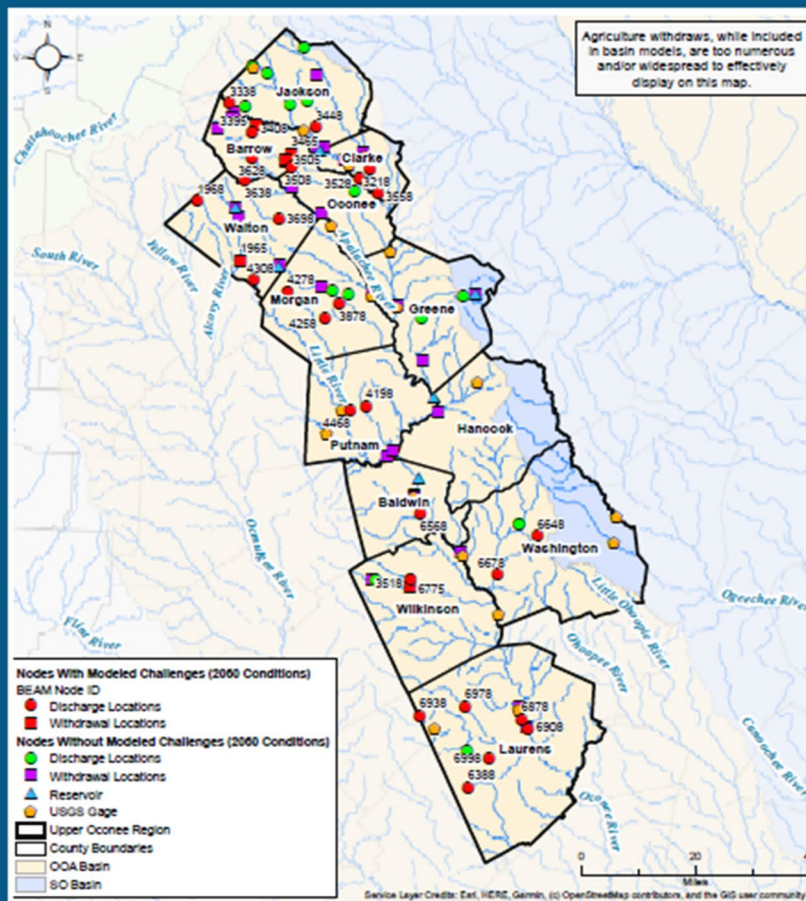
SUMMARY OF 2023 RESOURCE ASSESSMENT RESULTS

GROUNDWATER: At the regional level, there will be adequate supplies to meet the region's future groundwater supply needs over the planning horizon.

SURFACE WATER QUALITY: Water quality problems are predicted to occur in Lakes Oconee and Sinclair due to excess nutrients resulting from a combination of point and nonpoint source pollutant loads from anticipated wastewater discharges and land use changes.

SURFACE WATER AVAILABILITY: Over the next 40 years, the modeling analysis indicates potential challenges in meeting demand for water supply at withdrawal facilities in three counties: Barrow, Walton, and Wilkinson. Potential challenges in meeting demand for assimilation of treated wastewater are indicated at direct discharge facilities in ten counties. The map below shows locations where surface water availability was analyzed; symbols in red indicate facilities where modeling results show potential challenges.

POTENTIAL 2060 SURFACE WATER CHALLENGES IN THE UPPER OCONEE REGION



UPPER OCONEE MANAGEMENT PRACTICES

The Upper Oconee Plan describes 25 management practices targeted toward current and future needs. Actions for surface and groundwater are grouped and listed by the water use sectors that will implement them. The Plan also includes practices for resources shared with other regions. Representative practices are summarized here.


WATER CONSERVATION: To address potential challenges in meeting future water needs, the Upper Oconee Plan encourages conservation pricing and development of water conservation goals.

WATER SUPPLY: Practices include expansion of existing reservoirs and development of new sources.


WASTEWATER & WATER QUALITY: The Upper Oconee Plan calls for implementation of centralized sewer in developing areas where density warrants and development of local wastewater master plans to evaluate wastewater treatment and disposal options to meet future demands. Comprehensive land use planning and local government participation in construction erosion and sediment control are also encouraged.

RECOMMENDATIONS TO STATE: Focus on incentives, collaboration and cooperation with state and local planning agencies, and support for plan implementers; fund water planning; focus funding and assistance on areas with shortfalls; continue monitoring to help conserve Georgia's natural, historic, and cultural resources.

PRODUCED: JUNE 2023



Jackson County



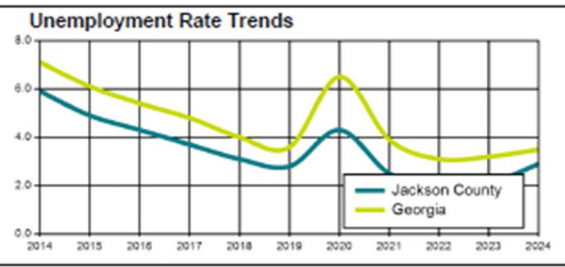
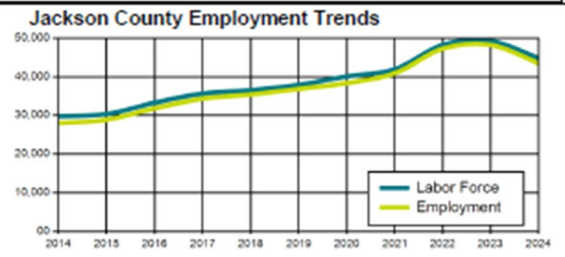
Updated: Apr 2025

Labor Force Activity

	February 2025			
	Labor Force	Employed	Unemployed	Rate
Jackson	44,872	43,512	1,360	3.0%
Banks	9,567	9,266	301	3.1%
Barrow	47,796	46,291	1,505	3.1%
Clarke	66,174	63,838	2,336	3.5%
Gwinnett	513,116	495,683	17,433	3.4%
Hall	108,588	105,228	3,360	3.1%
Madison	14,200	13,719	481	3.4%
Oconee	21,877	21,223	654	3.0%
Jackson Area	826,190	798,760	27,430	3.3%
Georgia	5,365,979	5,168,564	197,415	3.7%
United States	170,116,000	162,544,000	7,572,000	4.5%

Note: This series reflects the latest information available. Labor Force includes residents of the county who are employed or actively seeking employment.

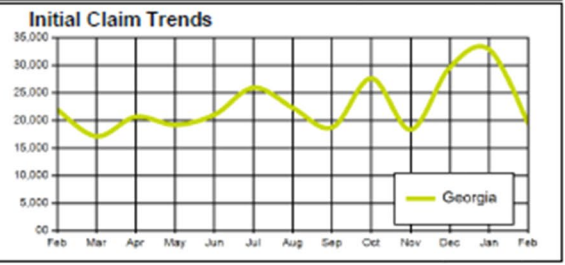
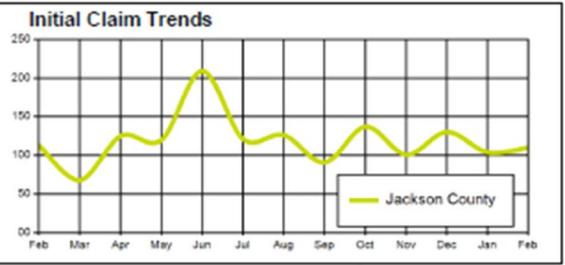
Source: Georgia Department of Labor; U.S. Bureau of Labor Statistics.



Initial Claims Activity

	February 2025	January 2025	December 2024	Total
Jackson	110	104	130	344
Banks	24	23	32	79
Barrow	130	172	194	496
Clarke	130	167	323	620
Gwinnett	1,559	1,869	1,402	4,830
Hall	238	338	310	886
Madison	29	53	83	165
Oconee	21	27	49	97
Jackson Area	2,241	2,553	2,523	7,317

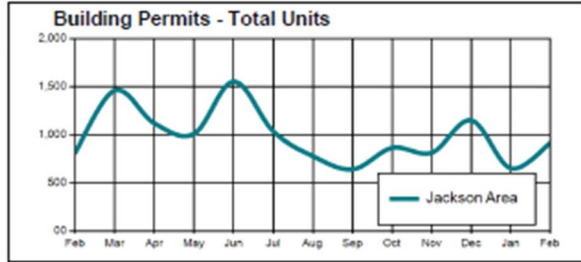
Source: Georgia Department of Labor; U.S. Bureau of Labor Statistics.



Building Permit Construction Activity

Jackson Area				
	February 2025	January 2025	December 2024	Total
Totals	915	652	1,150	2,717
Family residential	692	619	722	2,033
Multi family resident	223	33	428	684

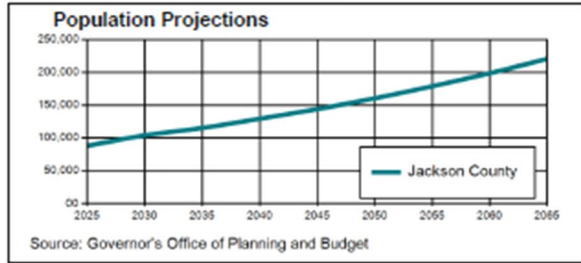
Source: U.S. Census Bureau.



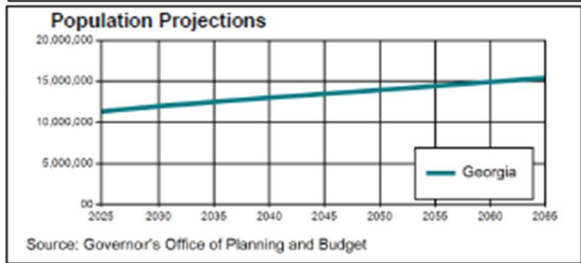
Population Activity

	Annual 2023	Annual 2022	Difference
Jackson	88,615	83,936	4,679
Banks	19,789	19,328	461
Barrow	92,792	89,299	3,493
Clarke	129,933	129,875	58
Gwinnett	983,526	975,353	8,173
Hall	217,267	212,692	4,575
Madison	32,191	31,473	718
Oconee	44,182	43,588	594
Jackson Area	1,608,295	1,585,544	22,751
Georgia	11,029,227	10,912,876	116,351
United States	334,914,895	333,287,557	1,627,338

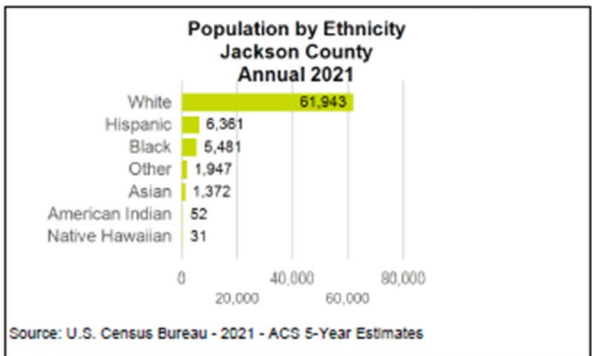
Source: Georgia Department of Labor, U.S. Census Bureau.



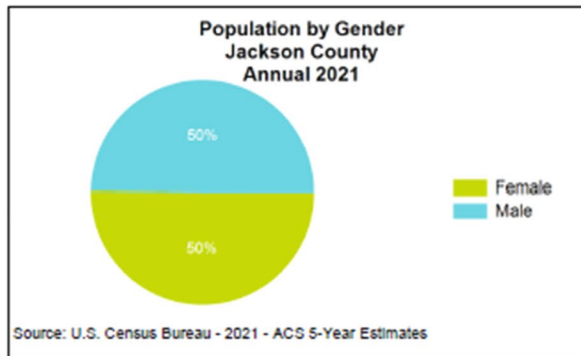
Source: Governor's Office of Planning and Budget



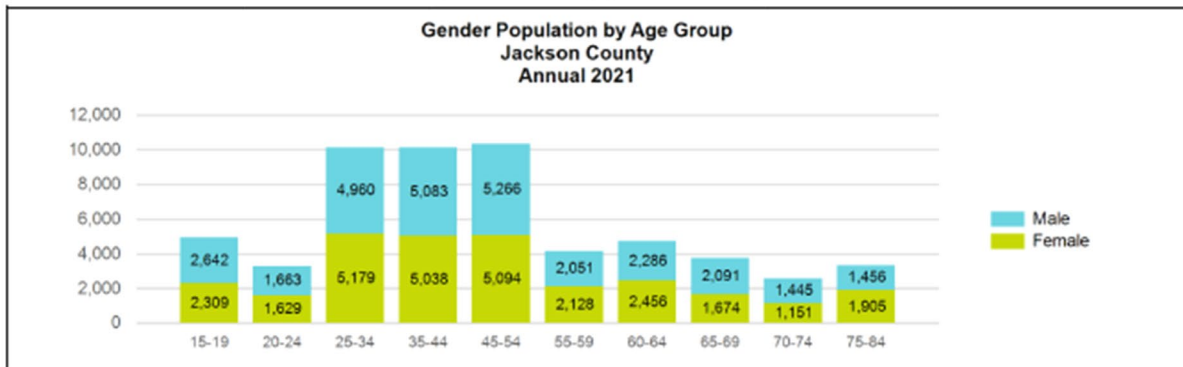
Source: Governor's Office of Planning and Budget



Source: U.S. Census Bureau - 2021 - ACS 5-Year Estimates



Source: U.S. Census Bureau - 2021 - ACS 5-Year Estimates



Industry Mix - 3rd Quarter of 2024

INDUSTRY	Jackson				Jackson Area			
	NUMBER OF FIRMS	NUMBER EMPLOYMENT	PERCENT	WEEKLY WAGE	NUMBER OF FIRMS	NUMBER EMPLOYMENT	PERCENT	WEEKLY WAGE
Goods-Producing	446	10,485	22.9	1,222	7,227	113,072	17.3	1,353
Agriculture, Forestry, Fishing and Hunting	30	266	0.6	948	182	1,483	0.2	1,025
Mining, Quarrying, and Oil and Gas Extraction	2	*	*	*	28	355	0.1	1,663
Construction	297	1,645	3.6	1,389	5,096	39,977	6.1	1,496
Manufacturing	117	8,561	18.7	1,198	1,921	71,257	10.9	1,279
Food	14	1,958	4.3	1,017	176	20,882	3.2	1,030
Beverage and Tobacco Product	5	*	*	*	50	1,330	0.2	1,098
Textile Mills	2	*	*	*	25	818	0.1	1,088
Textile Product Mills	1	*	*	*	43	470	0.1	1,087
Wood Product	9	290	0.6	1,496	71	2,123	0.3	1,192
Printing and Related Support Activities	5	40	0.1	579	174	2,329	0.4	1,215
Chemical	11	251	0.5	1,345	159	4,207	0.6	1,512
Plastics and Rubber Products	6	306	0.7	1,106	69	4,214	0.6	1,223
Nonmetallic Mineral Product	7	198	0.4	1,134	97	2,499	0.4	1,532
Fabricated Metal Product	17	334	0.7	1,291	227	5,315	0.8	1,191
Machinery	11	*	*	*	153	7,172	1.1	1,451
Computer and Electronic Product	2	*	*	*	118	3,726	0.6	2,140
Electrical Equipment, Appliance, and Component	2	*	*	*	78	4,532	0.7	1,420
Transportation Equipment	11	1,344	2.9	1,029	60	5,297	0.8	1,108
Furniture and Related Product	3	24	0.1	958	115	1,495	0.2	1,096
Miscellaneous	11	54	0.1	3,329	221	2,545	0.4	1,495
Leather and Allied Product	0	0	0.0	0	8	64	0.0	1,083
Petroleum and Coal Products	0	0	0.0	0	10	78	0.0	1,495
Apparel	0	0	0.0	0	16	48	0.0	897
Primary Metal	0	0	0.0	0	19	767	0.1	1,637
Paper	0	0	0.0	0	32	1,348	0.2	1,546
Service-Providing	1,490	31,510	68.8	827	38,732	456,655	69.7	1,136
Utilities	3	*	*	*	44	1,245	0.2	1,768
Wholesale Trade	115	3,208	7.0	1,079	3,136	47,635	7.3	1,615
Retail Trade	261	4,900	10.7	839	4,957	78,484	12.0	802
Transportation and Warehousing	90	*	*	*	1,656	32,647	5.0	1,002
Information	29	153	0.3	1,175	993	7,946	1.2	1,889
Finance and Insurance	94	298	0.7	1,295	2,431	15,769	2.4	1,668
Real Estate and Rental and Leasing	96	1,588	3.5	883	2,239	10,754	1.6	1,224
Professional, Scientific, and Technical Services	188	783	1.7	1,344	6,335	37,003	5.7	1,813
Management of Companies and Enterprises	1	*	*	*	234	10,023	1.5	1,944
Administrative and Support and Waste Management and Remediation Services	141	963	2.1	883	3,310	45,652	7.0	959
Educational Services	13	82	0.2	497	626	7,906	1.2	838
Health Care and Social Assistance	146	1,499	3.3	869	4,930	79,714	12.2	1,230
Arts, Entertainment, and Recreation	17	170	0.4	497	702	7,797	1.2	1,384
Accommodation and Food Services	144	2,275	5.0	410	3,795	57,819	8.8	471
Other Services (except Public Administration)	152	802	1.8	996	3,344	16,260	2.5	1,008
Unclassified - Industry not assigned	154	91	0.2	1,244	3,876	2,022	0.3	1,116
Total - Private Sector	2,090	42,086	91.8	926	49,835	571,748	87.3	1,179
Total - Government	60	3,739	8.2	991	706	83,165	12.7	1,197
Federal Government	14	198	0.4	1,705	142	5,328	0.8	1,968
State Government	8	71	0.2	1,061	165	20,538	3.1	1,189
Local Government	38	3,470	7.6	949	399	57,299	8.7	1,128
ALL INDUSTRIES	2,150	45,824	100.0	931	50,541	654,917	100.0	1,181
ALL INDUSTRIES - Georgia					393,974	4,851,678		1,304

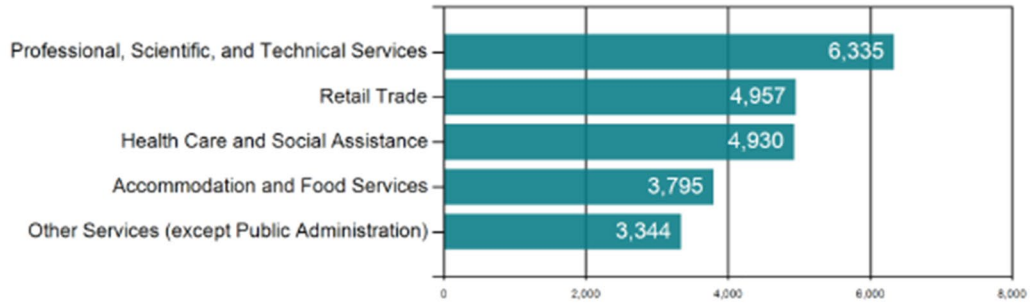
Note: *Denotes confidential data relating to individual employers and cannot be released. These data use the North American Industrial Classification System (NAICS) categories. Average weekly wage is derived by dividing gross payroll dollars paid to all employees - both hourly and salaried - by the average number of employees who had earnings; average earnings are then divided by the number of weeks in a reporting period to obtain weekly figures. Figures in other columns may not sum accurately due to rounding. All figures are 3rd Quarter of 2024.

Source: Georgia Department of Labor. These data represent jobs that are covered by unemployment insurance laws.

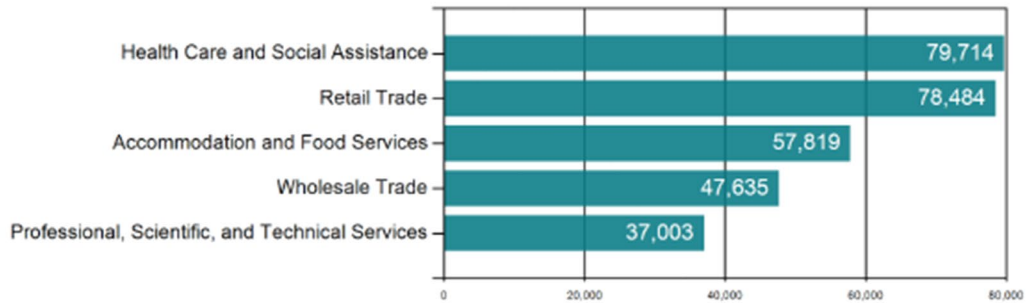
Top Industries - 3rd Quarter of 2024

Jackson Area

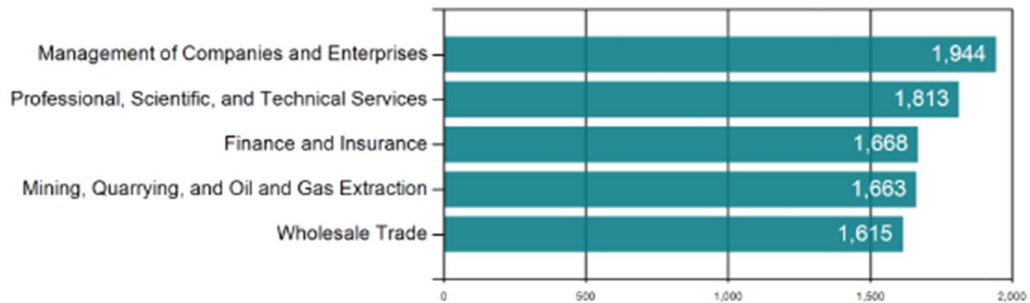
Top Industries by Firms



Top Industries by Employment



Top Industries by Weekly Wages



Source: Georgia Department of Labor. These data represent jobs that are covered by unemployment insurance laws.

Technical College Certificate Graduates - 2023

PROGRAMS	TOTAL GRADUATES			PERCENT CHANGE	
	2021	2022	2023	2021-2022	2022-2023
Automobile/Automotive Mechanics Technology/Technician	590	610	623	3.4	2.1
Welding Technology/Welder	339	186	349	-45.1	87.6
Child Care Provider/Assistant	245	258	315	5.3	22.1
Accounting Technology/Technician and Bookkeeping	288	253	299	-12.2	18.2
Cosmetology/Cosmetologist, General	169	206	257	21.9	24.8
Computer Installation and Repair Technology/Technician	303	222	228	-26.7	2.7
Nursing Assistant/Aide and Patient Care Assistant/Aide	123	115	181	-6.5	57.4
Emergency Medical Technology/Technician (EMT Paramedic)	119	116	176	-2.5	51.7
Heating, Air Conditioning, Ventilation and Refrigeration Maintenance Technology/	147	190	171	29.3	-10.0
Computer and Information Systems Security/Information Assurance	187	163	164	-12.8	0.6

Source: Technical College System of Georgia
 Note: Please visit TCSG website for any college configuration changes.

Technical College Diploma Graduates - 2023

PROGRAMS	TOTAL GRADUATES			PERCENT CHANGE	
	2021	2022	2023	2021-2022	2022-2023
Cosmetology/Cosmetologist, General	106	97	120	-8.5	23.7
Medical/Clinical Assistant	80	67	70	-16.3	4.5
Accounting Technology/Technician and Bookkeeping	61	46	62	-24.6	34.8
Computer and Information Systems Security/Information Assurance	79	67	59	-15.2	-11.9
Early Childhood Education and Teaching	74	74	58	0.0	-21.6
Automobile/Automotive Mechanics Technology/Technician	134	88	56	-34.3	-36.4
Welding Technology/Welder	59	37	55	-37.3	48.6
Business Administration and Management, General	82	86	53	4.9	-38.4
Heating, Air Conditioning, Ventilation and Refrigeration Maintenance Technology/	41	35	48	-14.6	37.1
Licensed Practical/Vocational Nurse Training	44	59	47	34.1	-20.3

Source: Technical College System of Georgia
 Note: Please visit TCSG website for any college configuration changes.

Technical College Degree Graduates - 2023

PROGRAMS	TOTAL GRADUATES			PERCENT CHANGE	
	2021	2022	2023	2021-2022	2022-2023
Registered Nursing/Registered Nurse	124	98	118	-21.0	20.4
Business Administration and Management, General	115	126	97	9.6	-23.0
Accounting Technology/Technician and Bookkeeping	92	71	79	-22.8	11.3
Computer and Information Systems Security/Information Assurance	94	84	79	-10.6	-6.0
Automobile/Automotive Mechanics Technology/Technician	77	72	57	-6.5	-20.8
Network and System Administration/Administrator	71	71	55	0.0	-22.5
Early Childhood Education and Teaching	83	69	53	-16.9	-23.2
Radiologic Technology/Science - Radiographer	59	44	51	-25.4	15.9
Criminal Justice/Safety Studies	45	49	42	8.9	-14.3
Computer Programming/Programmer, General	45	42	29	-6.7	-31.0

Source: Technical College System of Georgia
 Note: Please visit TCSG website for any college configuration changes.

Top Ten Largest Employers - 2024*

Jackson County	Jackson Area	<u>COUNTY</u>
Amazon.Com Services, Inc.	Amazon.Com Services, Inc.	Jackson
FedEx	Athens Regional Medical Center	Clarke
HG Georgia Merchants, Inc.	Fieldale Farms Corporation	Hall
Kubota Manufacturing of America Corporation	Gold Creek Processing, LLC	Hall
Sk Battery America, Inc.	Northeast Georgia Medical Center, Inc.	Hall
TD Automotive Compressor Georgia, LLC	Northside Hospital, Inc.	Gwinnett
The William Carter Company	Publix Super Markets, Inc.	Gwinnett
ULINE	The Kroger Company	Gwinnett
Wayne Poultry	University Of Georgia	Clarke
Williams-Sonoma Direct, Inc.	Walmart	Gwinnett

*Note: Represents employment covered by unemployment insurance excluding all government agencies except correctional institutions, state and local hospitals, state colleges and universities. Data shown for the Third Quarter of 2024. Employers are listed alphabetically by area, not by the number of employees.

Source: Georgia Department of Labor

Education of the Labor Force

Jackson Area

	PERCENT DISTRIBUTION BY AGE					
	PERCENT OF TOTAL	18-24	25-34	35-44	45-64	65+
Elementary	5.9%	1.9%	4.4%	7.9%	6.7%	6.8%
Some High School	7.3%	11.3%	6.5%	7.2%	6.1%	7.2%
High School Grad/GED	25.4%	32.1%	23.9%	21.8%	23.8%	29.2%
Some College	21.5%	39.5%	19.7%	17.3%	18.4%	19.1%
College Grad 2 Yr	8.1%	4.6%	9.5%	9.3%	9.0%	6.4%
College Grad 4 Yr	20.3%	9.9%	25.6%	22.0%	22.1%	17.7%
Post Graduate Studies	11.6%	0.7%	10.4%	14.6%	14.0%	13.7%
Totals	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Note: Totals are based on the portion of the labor force between ages 18 - 65+. Some College category represents workers with some

Source: U.S. Census Bureau - 2021: ACS 5-Year Estimates.

Georgia Department of Labor Location(s)

Career Center(s)
 150 Evelyn C. Neely Drive
 Athens, GA 30601
Phone: (706) 583 - 2550 **Fax:** (706) 369 - 5895

For copies of Area Labor Profiles, please visit our website at: <http://dol.georgia.gov> or contact Workforce Statistics Division, Georgia Department of Labor, 148 Andrew Young International Blvd N.E. Atlanta, GA. 30303-1751. Phone: 404-232-3875; Fax: 404-232-3888 or Email us at workforce_info@gdol.ga.gov

BARBARA RIVERA HOLMES - COMMISSIONER, GEORGIA DEPARTMENT OF LABOR
 Equal Opportunity Employer/Program
 Auxillary Aids and Services Available upon Request to Individuals with Disabilities
 Workforce Statistics Division; E-mail: Workforce_Info@gdol.ga.gov Phone: (404) 232-3875

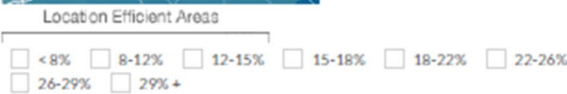


County: Jackson, GA

Traditional measures of housing affordability ignore transportation costs. Typically a household's second-largest expenditure, transportation costs are largely a function of the characteristics of the neighborhood in which a household chooses to live. [Location Matters](#). Compact and dynamic neighborhoods with walkable streets and high access to jobs, transit, and a wide variety of businesses are more efficient, affordable, and sustainable.

The statistics below are modeled for the Regional Typical Household. Income: \$82,056 Commuters: 1.24 Household Size: 2.96 (Jefferson, GA)

Map of Transportation Costs % Income



Location Efficiency Metrics

Places that are compact, close to jobs and services, with a variety of transportation choices, allow people to spend less time, energy, and money on transportation.

0%

Percent of location efficient neighborhoods

Neighborhood Characteristic Scores (1-10)

As compared to neighborhoods in all 955 U.S. regions in the Index

Job Access
2.4

Low access to jobs

AllTransit Performance Score
0

Car-dependent with very limited or no access to public transportation

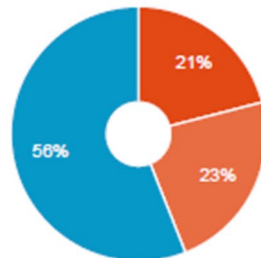
Compact Neighborhood
1.8

Very low density and limited walkability

Average Housing + Transportation Costs % Income

Factoring in both housing and transportation costs provides a more comprehensive way of thinking about the cost of housing and true affordability.

- Housing
- Transportation
- Remaining Income



Transportation Costs

In dispersed areas, people need to own more vehicles and rely upon driving them farther distances which also drives up the cost of living.



\$18,871
Annual Transportation Costs



2.25
Autos Per Household



24,361
Average Household VMT

0%

Transit Ridership % of Workers

10

Annual Transit Trips

8.02 Tonnes

Annual Greenhouse Gas per Household



H+T Metrics

Affordability		Demographics	
Housing + Transportation Costs % Income:	44%	Block Groups:	48
Housing Costs % Income:	21%	Households:	25,740
Transportation Costs % Income:	23%	Population:	77,033

Household Transportation Model Outputs

Autos per Household:	2.25
Annual Vehicle Miles Traveled per Household :	24,361
Transit Ridership % of Workers:	0%
Annual Transportation Cost:	\$18,871
Annual Auto Ownership Cost:	\$14,452
Annual VMT Cost:	\$4,409
Annual Transit Cost:	\$10
Annual Transit Trips:	10

Housing Costs

Average Monthly Housing Cost:	\$1,464
Median Selected Monthly Owner Costs:	\$1,594
Median Gross Monthly Rent:	\$701
Percent Owner Occupied Housing Units:	80%
Percent Renter Occupied Housing Unit:	20%

Greenhouse Gas from Household Auto Use

Annual GHG per Household:	8.02 Tonnes
Annual GHG per Acre:	1.74 Tonnes

Environmental Characteristics

Gross Household Density:	0.12 HH/Acre
Regional Household Intensity:	3,891 HH/mile ²
Percent Single Family Detached Households:	82%
Employment Access Index:	4,926 Jobs/mi ²
Employment Mix Index (0-100):	43
Transit Connectivity Index (0-100):	0
Transit Access Shed:	0 km ²
Jobs Accessible in 30 Minute Transit Ride:	0
Available Transit Trips per Week:	0
Average Block Size :	112 Acres



Jackson County
Comprehensive Plan
2055