

City of Jacksonville Alabama



COMPREHENSIVE PLAN

September 2016

Prepared by the East Alabama Regional Planning and Development Commission

**CITY OF JACKSONVILLE
COMPREHENSIVE PLAN**

**This document was prepared under the direction of the
JACKSONVILLE CITY PLANNING COMMISSION**

AND

JACKSONVILLE CITY COUNCIL

by the

**EAST ALABAMA REGIONAL PLANNING AND DEVELOPMENT
COMMISSION**

for additional information:

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Abstract:

The intent of this Comprehensive Plan is to serve as a guide for the future growth and development of the City of Jacksonville, Alabama. This document is to be used as a basis for policy and zoning decisions in the community through the year 2027. This study presents recommendations on the general location and extent of residential, commercial, and public land uses needed to serve the projected population.

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CHAPTER I: INTRODUCTION

Purpose of the Comprehensive Plan

The primary purpose of the comprehensive plan is to provide direction for local public policy and planning implementation necessary for increasing quality of life and livability for a community's citizens and visitors presently and in the future. The comprehensive plan, also called a master plan, is the most basic public policy guide for a community and its development. All other plans, studies, and land use codes and ordinances should be adopted in accordance with the comprehensive plan and toward the promotion and advancement of its goals and objectives. A comprehensive plan consists of the following components:

1. an inventory and assessment of population and economic trends and community resources (such as schools, roads, public buildings, undeveloped land, constrained land, and natural resources);
2. a summary of community needs and goals; and
3. a coordinated strategy for the management or improvement of community resources and the future growth and development of the city.

The comprehensive plan serves two major purposes: to help local officials better understand growth and development trends and community problems; and to develop strategies to use available resources effectively when addressing local problems and building capacity for future growth. If the growth and development of a city can be compared to the construction of a house, then the comprehensive plan is the blueprint. It contains a list of building tools and materials (the inventory and assessment component), instructions on how to put the pieces together and in what order (the statement of goals, objectives, and policy recommendations, and implementation schedule), and a picture or image of the desired product (the conceptual future land use map).

The Benefits of the Comprehensive Plan

A plan can provide many benefits to a community. For example, a comprehensive plan can and does:

1. draw attention to important community problems or needs;
2. promote the city to outside development interests;
3. communicate public policies to residents of the community;
4. help prioritize and coordinate investments in public improvements;
5. help minimize wasteful spending of tax dollars;
6. identify sources of funds that can be used to address local needs; and
7. serve as a guide for local zoning ordinances and other development codes.

Although a plan can offer many benefits to a community, it is important to remember that the plan is only as good as the information it contains, and can only benefit the community if it is used by the city and updated regularly to reflect changing needs and conditions. It is recommended that a community adopt a new comprehensive plan once every 10 years in order to accommodate changes in growth and development patterns and the most recent needs and desires for the community.

Legal Authority

Alabama law requires that every municipal planning commission prepare and adopt a plan for the community (Title 11, Chapter 52, Section 8 of the Code of Alabama, 1975). Although the comprehensive plan is adopted by the planning commission, it should serve as the primary guide for the formulation of local public policy and for coordinating the future growth and development of the community. Therefore, the governing body of the community should be involved in the plan preparation process, or should be afforded an opportunity to review and comment on the draft plan before its adoption by the Planning Commission. In some communities, the City Council also has adopted the plan after its adoption by the Planning Commission. However, Alabama law recognizes only the Planning Commission's action on the plan, so adoption of the plan by a City Council cannot substitute for adoption by the Planning Commission.

According to Title 11, Chapter 52, Section 10 of the Code of Alabama, 1975, the Planning Commission may adopt a comprehensive plan in its entirety, or it may adopt individual sections or chapters of the plan as they are prepared. Before the plan or any section or portion of it may be adopted by the Planning Commission, a public hearing must be conducted. Alabama law does allow the Planning Commission to dispense with the public hearing, if the City Council conducts a public hearing on the plan or plan section prior to its adoption by the Planning Commission. Once the comprehensive plan has been adopted by the Planning Commission, an attested copy of the plan must be certified to the City Council and the Probate Judge.

The law also requires local zoning to be prepared in accordance with the comprehensive plan (Title 11, Chapter 52, Section 72 of the Code of Alabama, 1975). Some communities interpret this provision of law to mean that the zoning map and the future land use map in the comprehensive plan must be identical. However, this interpretation of the relationship between the zoning map and the comprehensive plan only constrains the plan's ability to guide future growth and development. The future land use map contained in the plan should be developed as a general depiction of desired local development patterns at the end of the planning period, which may be ten to twenty years into the future. Therefore, it should identify areas that will be more desirable for more intensive development after the supporting infrastructure improvements have been completed to allow such development. On the other hand, zoning should guide land uses and development to occur in areas that are suitable given existing conditions and limitations. This distinction between the future land use map contained in the comprehensive plan and the zoning map gives the zoning map legal authority to regulate current development, and allows the plan to serve as a guide for future zoning changes to provide for new growth and development.

The adoption of a comprehensive plan also gives the Planning Commission authority to review and approve the construction of public streets and squares, parks, public buildings, and public utilities (Title 11, Chapter 52, Section 11 of the Code of Alabama, 1975). If the Planning Commission determines that a proposal to construct such public facilities is not consistent with the comprehensive plan, it may disapprove the proposal and provide written notice of its findings to the City Council or the applicable governing authority. The City Council or applicable governing authority can overturn the Planning Commission's disapproval by a two-thirds majority vote of its entire membership.

Planning Process

In the spring of 2012 the East Alabama Regional Planning and Development Commission (EARPDC) contracted with the City of Jacksonville to create a comprehensive plan for Jacksonville in order to guide and direct land use and development in a logical manner, consistent with the goals and objectives of the city.

To initiate the planning process, an initial public hearing was called and conducted on March 21, 2013 in the Jacksonville Community Center. The meeting was used to inform the city council and the public on the nature, benefits, and processes involved in creating and using a comprehensive plan for future land use and development in the city. The meeting also was used to gather public input about community strengths, weaknesses, opportunities, and threats in what is referred to as a SWOT Analysis. This information was recorded by staff for future use.

After the initial public hearing, EARPDC staff conducted a series of working sessions with the Jacksonville Planning Commission (JPC) on a bi-monthly basis in order to keep JPC updated on the plans progress and for EARPDC staff to receive guidance and direction on the plan. Working sessions focused on analyzing and discussing information presented in the chapters of the plan and were also used to create goals, objectives, strategies and plans for land use and development within the City of Jacksonville. The EARPDC cartography staff provided mapping services for practical land use research and applications.

Location

The City of Jacksonville is located in northern Calhoun County, bordering the Appalachian foothills of northeastern Alabama. Nearby cities include Piedmont about 10 miles to the north and the metro-area of Gadsden, in Etowah County, approximately 10 miles northwest. Jacksonville is part of the northern edge of the Anniston/Oxford metro area, which extends along AL Hwy. 21 southward into the communities of Weaver, Anniston, and Oxford on the southern end. Close proximity to major metro markets, as well as convenient highway access, positions Jacksonville for economic development and growth. Interstate 20 is located approximately 21 miles to the south, connecting Birmingham, AL to the west and Atlanta, GA to the east while I-59 runs through Gadsden, linking Birmingham with Chattanooga, TN. For more details on Jacksonville's location in relation to other Alabama communities see Map #1: *Location*.

General Information

Jacksonville holds promise as a prosperous city, serving as a medium-sized community in the region, yet offering appealing small town charm with safe and attractive neighborhoods, beautiful antebellum homes and historic churches, excellent schools, and a historic public Square in the center of town. The city also is located at the northern edge of Talladega National Forest, which provides great natural beauty as well as numerous outdoor recreational opportunities.

The city offers recreation opportunity, both indoor and outdoor, in abundance. The Jacksonville Community Center, located in the west part of the city, along Alexandria Rd., provides a sports facilities such as a gymnasium, indoor walking track, swimming pool, fitness room, aerobics room, meeting rooms, and a 3-field lighted soccer complex, along with a wide array of sports and fitness programs and

competition events to choose from. The city also maintains 9 community parks as well as two bicycling and hiking trails. Jacksonville's major bicycling/hiking trail is the Chief Ladiga Trail, which extends a total of 33 miles from the City of Anniston northward through the City of Weaver west Jacksonville, at the Community Center, into the City of Piedmont then connects with the Silver Comet Trail which runs through Georgia to the outskirts of Atlanta. These trails combined offer 94 miles of bicycling/hiking travel, forming the longest paved trail in America. Plans are currently underway to extend the Chief Ladiga an additional 7 miles through Anniston. The city also provides a Senior Center adjacent the Community Center and an excellent senior program, for residents age 50 and older, which include a wide variety of indoor and outdoor recreational activities, events, and competitions at the district and state level. Jacksonville continually strives to capitalize on recreational resources and enhance programs and events each year.

Jacksonville offers excellent educational opportunity. The primary educational institution in the city is Jacksonville State University (JSU). First founded in 1836 as Jacksonville Academy, with a small schoolhouse on one acre of land, JSU has grown and today is the premiere educational institution in the East Alabama Region, enrolling approximately 9,000 students and 1,000 staff serving in a wide array of academic teaching professions, and cultural and athletic activities. In addition to quality education at JSU, Jacksonville city schools are ranked some of the best in the State. According to City-data.com, which uses a weighted 2010 test average as compared to other schools in Alabama with 0 being worst to 100 best, Jacksonville High School (grades 7-12) ranked 76, while Calhoun County High Schools overall rated 60 and Alabama 51. Another quality educational institution in Jacksonville is the Calhoun County Career Technical Center. The Center was founded with the mission to "prepare students for success in the workplace, in further studies, and in life" and the goal of the Center is to have every student college and career ready. In addition, the Center serves all 15 county schools in Calhoun County with a wide array of programs to meet student interests and goals in life.

The downtown Square has long been a site of community pride for Jacksonville, with a variety of prosperous small shops and restaurants. Located on AL Hwy. 21, a major commercial corridor, the Square, along with businesses along this route hold significant economic growth potential and should continue to prepare for commercial development.

Overall the City of Jacksonville offers a high quality of life to residents and visitors, with a rich historical heritage, natural beauty, good quality schools, abundant recreational opportunities, and positive economic growth.

Historical Background

The City of Jacksonville holds a background rich in culture and history. Prior to European settlement the lands of north Alabama, north Georgia, east Tennessee and North Carolina was home to the Cherokee Indians. First contact with Europeans occurred as early as 1540 when Spanish explorer Hernando DeSoto met with the Cherokee on the Coosa River near the present day Town of Cedar Bluff in Cherokee County, approximately 15 miles to the north of Jacksonville. In 1816, as the United States began to settle Indian land, General Andrew Jackson met with representatives of the Cherokee, Creek, and Chickasaw nations to ratify a peace treaty and establish territorial boundaries with the Indian Nation. Members of the Cherokees built allies with Jackson and fought with him in his victory over divisive Creeks in the Battle of Horseshoe

Bend, near present day Alexander City, thus strengthening the bond with the United States. In 1826 the Cherokee began emulating western influence, forming a democratic government with a written constitution, two representative assemblies, regular elections, and a sophisticated court system. By 1835 the Cherokee had agreed to and signed over 30 treaties, however the U.S. broke all of them. In that same year action was taken to permanently remove the Cherokee from their land, as missionary and government agent J.F. Schermerhorn drew up a treaty ceding all Cherokee lands east of the Mississippi River to the U.S. and moving the Indians to the Territory of Oklahoma. In a vote at Red Clay, Tennessee this treaty was rejected by ninety-five percent of the voting Cherokee, but ratified by the U.S. Senate nonetheless. Government opposition arose with the help of Samuel Worchester, missionary to the Cherokee Nation, and Chief John Ross who carried the decision to the Supreme Court in the case Cherokee Indians vs. the State of Georgia. First Chief Justice John Marshall ruled in favor of the Indians with the dissention that the Indians who entered the initial agreement were not legally empowered to do so. Ironically, the treaty was forced on them by their old ally, President Andrew Jackson, who made the statement, “John Marshall has made his decision, now let him enforce it!” With no policing power the Supreme Court could not act and the illegal treaty passed through. In 1838, just two years after Cherokee County was created, the U.S. Army forced the Cherokee, consisting mainly of women and children, from their homes and marched them west to Oklahoma on the infamous “Trail of Tears.” Many, due to sickness and old age, died along the way.

The City of Jacksonville was established in 1833 on land purchased from Creek Indian Chief “Du-Hoag” Ladiga, signer of the 1832 Cusseta Treaty under terms that the Creeks relinquish their remaining lands to the US and Ladiga was allowed to select land in the county to have his title validated. First known as Drayton the town was renamed in honor of Andrew Jackson in 1834 and served as the county seat for Calhoun County until 1899 when it relocated to the City of Anniston.



The City of Jacksonville has a history centered on education, particularly with Jacksonville State University (JSU). In 1834 Jacksonville reserved one square acre of land for a schoolhouse and two years, later in 1836, founded Jacksonville Academy. The Academy, in 1837, was then established as Jacksonville Female Academy Normal School and through the years became known as Jacksonville State Teachers College before attaining university status in 1966. Today JSU is the premier university in the East Alabama Region enrolling approximately 9,000 students and employing over 1,000 staff as of 2012.

Today Jacksonville strives to preserve its unique historical, natural, and cultural heritage while promoting and encouraging quality growth and development throughout the city.

Figure INTRO-1. Jacksonville Courthouse of Calhoun County, circa 1880.

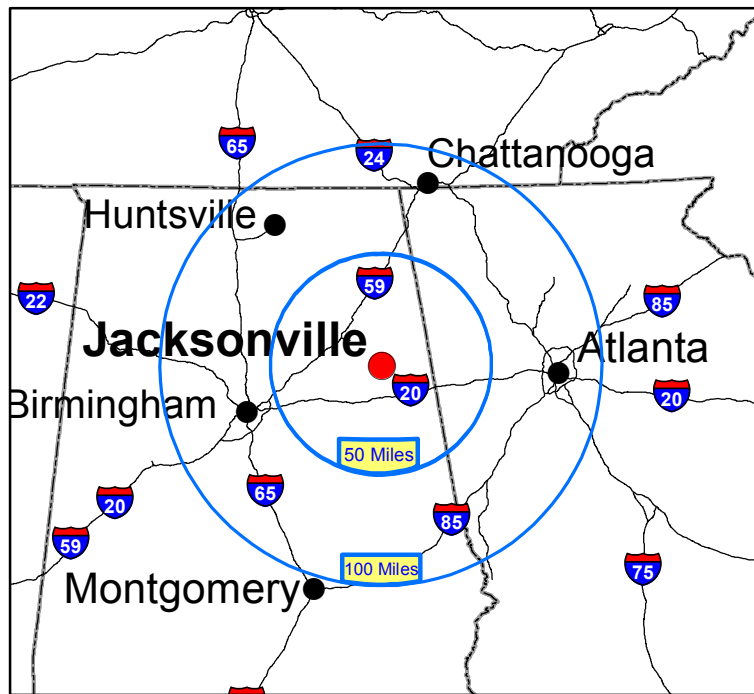
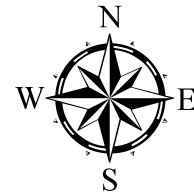


Figure INTRO-2. Scene on the West Side of the Square in downtown Jacksonville (date unknown)

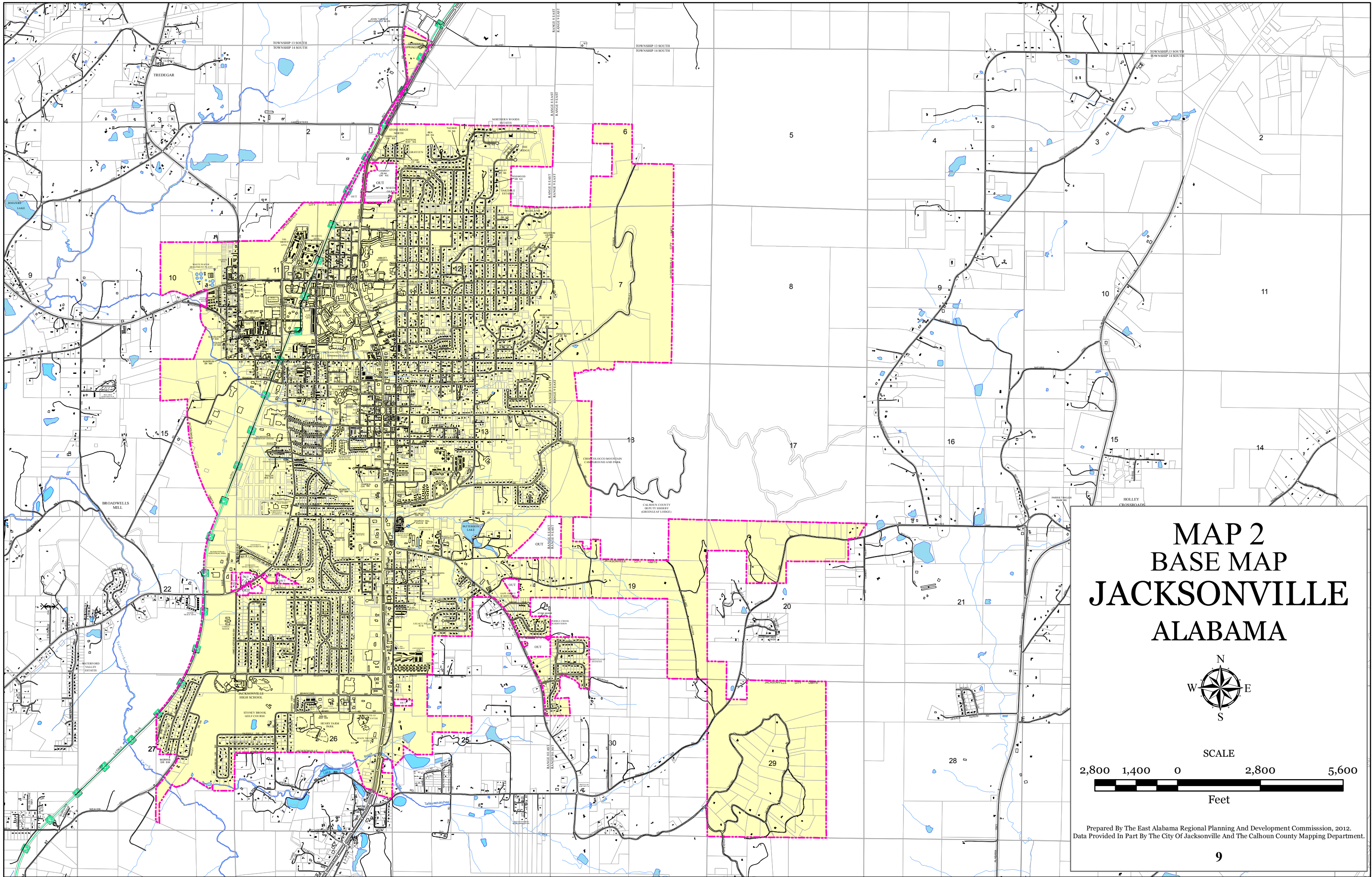


Figure INTRO-3. Calhoun County – aerial view of the City of Jacksonville, Jacksonville State University campus, Jacksonville High School. (date unknown)

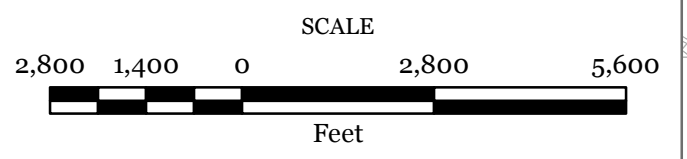
MAP 1 LOCATION



SOUTHEASTERN U.S.



MAP 2 BASE MAP JACKSONVILLE ALABAMA



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

CHAPTER II: POPULATION

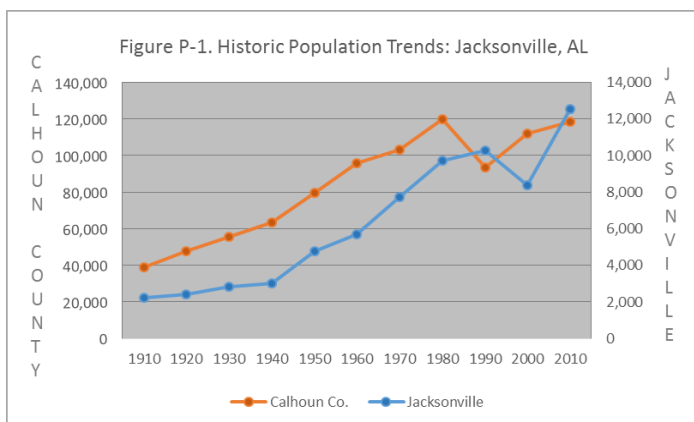
Population characteristics and trends play a pivotal role in the planning effort. Since people constitute a city, the general population creates a city’s identity, distinguishing it from other communities. Changes in population influence land use decisions, economic spending patterns and employment, public services, and needs for public improvements. Furthermore, a clear understanding of existing population characteristics and trends gives guidance to city officials for making the most informed and effective decisions in meeting growth and development needs in a diverse and changing community. The purpose of this chapter is to gain an understanding of population change and composition in the City of Jacksonville in order to explore decisions and develop public policies and plans, which will best serve its present and future residents. This chapter examines historic population trends and place of birth and residence patterns. Population composition includes elements such as age, racial, and gender distributions, marital status, and population density. Finally, an analytical summary of population findings concludes the chapter.

Population Trends

Historic Population Trends

All community populations change to some degree over a given span of time. Historic population trends are useful in showing when and to what degree population has increased, decreased, or stabilized over a given time period. Major trends usually identify and reflect the goals and values of our nation as a whole and how communities respond to changing times and historical events. Although unfit for predicting the future, this information is useful for planning by understanding how and why social and cultural history shaped the city, making it what it is today.

Historically, Jacksonville has shown fairly consistent population growth, increasing from 2,231 persons in 1910 to 12,548 in 2010. The most significant growth for the city occurred from 1940 to 1950 when Jacksonville grew from almost 3,000 to 4,751, a percent increase of 58%. Since then the Jacksonville showed consistent growth until the time between 1990 and 2000 in which the city decreased by a



somewhat considerable -18%. However, this drop was immediately succeeded by a substantial growth of 49% between 2000 and 2010, indicating sufficient recovery. Calhoun County reported similar consistent growth, increasing from 39,115 persons in 1910 to 118,572 in 2010, with a somewhat substantial drop of -22% in population between 1980 and 1990 and then rebounding with 20% growth from 1990 to 2000 and 5% growth from 2000 to 2010. Figure P-1 shows historic population trends for the City of Jacksonville and Calhoun County between 1910 and 2010. Notice

the somewhat significant drops and increases in population for the city and county during this time. The significant decrease in population for the city between 1990 and 2000 could have some association with Fort McClellan Army Base which closed its doors in 1999, while increase in population from 2000 to

2010 could be attributed to a climb in student enrollment at JSU, which grew from 8,002 in 2000 to 9,504 in 2010, a 19% increase. The University accommodated this increase at the time by providing an additional 482 units for student housing, thus growing the city’s population substantially. Table P-1 displays historic population trends for Jacksonville, Calhoun County, Alabama, and the US from 1910 to 2010.

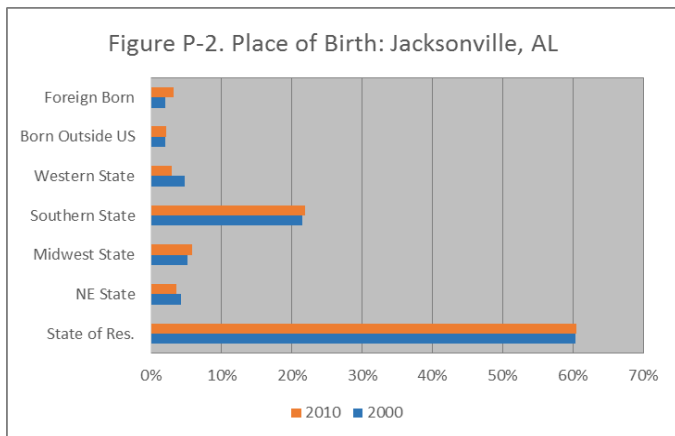
Year	Jacksonville	% Change	Calhoun Co.	% Change	Alabama	% Change	US	% Change
1910	2,231	N/A	39,115	N/A	2,138,093	N/A	92,228,531	N/A
1920	2,395	7.4%	47,882	22.4%	2,348,174	9.8%	106,021,568	15.0%
1930	2,840	18.6%	55,611	16.1%	2,646,248	12.7%	123,202,660	16.2%
1940	2,995	5.5%	63,319	13.9%	2,832,961	7.1%	132,165,129	7.3%
1950	4,751	58.6%	79,539	25.6%	3,061,743	8.1%	151,325,798	14.5%
1960	5,678	19.5%	95,878	20.5%	3,266,740	6.7%	179,323,175	18.5%
1970	7,715	35.9%	103,092	7.5%	3,444,165	5.4%	203,302,031	13.4%
1980	9,735	26.2%	119,761	16.2%	3,893,888	13.1%	226,542,199	11.4%
1990	10,283	5.6%	93,436	-22.0%	4,040,587	3.8%	248,718,301	9.8%
2000	8,404	-18.3%	112,249	20.1%	4,447,100	10.1%	281,421,906	13.1%
2010	12,548	49.3%	118,572	5.6%	4,779,736	7.5%	308,745,538	9.7%

Source: Jacksonville Land Use and Housing Plan, 1978; Jacksonville Comprehensive Land Use Plan, 1991; US Census of Population, 2000 and 2010.

Place of Birth

Place of birth data is useful in determining population trends through migration patterns in the city’s population. Examination of this data will show if the community is drawing population from other states and other counties or if the population is predominantly Alabama-born. Place of birth patterns show that Jacksonville had a significant portion of it’s population migrate inward from other states and a small portion born outside the US.

The majority of residents in Jacksonville, 60% both in 2000 and 2010, were born in Alabama with a substantial portion of residents born in another state, 35% in 2000 and 34% in 2010. The considerable majority of residents born in another state originated in another Southern state with 60% in 2000 and 63% in 2010, accounting for 21% of the total population in both years. Residents born in a Midwestern state, at



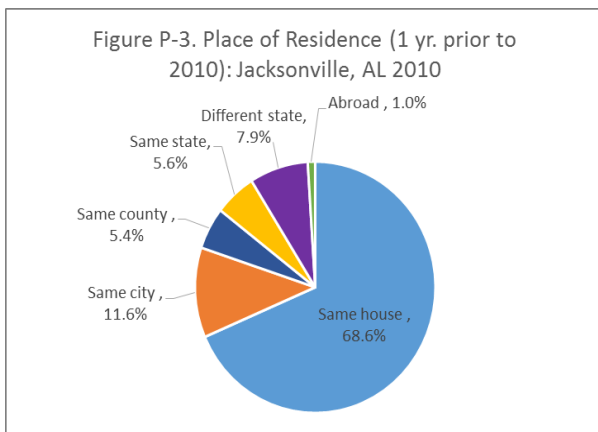
5% in 2000 and 2010, ranked a distant second to residents migrating from another Southern state. Figure P-2 illustrates place of birth for Jacksonville between 2000 and 2010. Notice that the city displayed virtually no change in the portion of residents born in the state, and also fairly minor changes in the portion of residents born in another state. Although Jacksonville, between 2000 and 2010, increased in residents born in another Southern state and in residents born in a Midwestern state by 40% and 55%, respectively, the city reported little change in the portion of

residents from another state due to significant loss of residents born in a Western state, and little growth of residents born in a Northeastern state. This information indicates a fairly stationary population with the city comprising mostly of residents born in the community or elsewhere in the state, most residents born outside the state where born in another Southern state in reasonably close geographical proximity. For more information consult Table P-2. *Place of Birth* in Appendix A.

Place of Residence

Place of residence is defined as: The area of residence 1 year prior to the reference date (2009 and 2010) of those who reported moving to a different housing unit (U.S. Census Glossary). This data is useful to determine city migration patterns. Examination of this data will verify if the city has been gaining or losing in population previously living in other states and countries, and if the city’s residents have been fairly stationary or mobile.

From 2009 to 2010, Jacksonville showed some significant transition (mobility) of residents to different homes. Residents living in the same house 1 year prior to 2010 accounted for 68% of the population, while residents transitioning to another home accounted for 30%. Most residents transitioning to another home moved in from somewhere else outside the city (19%) either from somewhere else in the county (5%) the state (5%) or a different state altogether (7%). Residents previously living outside the US accounted for 1% of the population. Figure P-3 shows place of residence for Jacksonville in 2010, based on where current residents lived one year prior to 2010. Notice the substantially larger portion of residents who remained in the same house and also the significantly large portion of residents moving in from somewhere else either in the same county, state, or a different state. This information indicates somewhat significant transition of residents from 2009 to 2010, however, the substantial majority remained in place or transitioned within the city. For

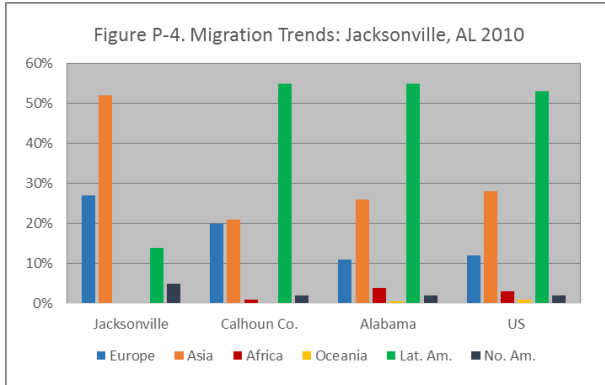


more information consult Table P-3 *Place of Residence* in Appendix A.

Foreign Migration

Foreign migration examines residents who were not US citizens at birth, born to parents who were not at the time US citizens, yet currently live as legal residents in the US, Puerto Rico, or US Island areas. This information is useful to determine foreign representation and cultural significance in the community.

Although Jacksonville reported a small portion of foreign migration in comparison to overall population, the city showed substantially different trends when compared to the county, state, and nation. In 2010 the city’s foreign born population accounted for 2% of the total population, while the county reported 2%, the state 3%, and the nation 12%. The slight majority (52%) of Jacksonville’s foreign born residents were of Asian descent, while the majority of Calhoun County and Alabama’s foreign born were of Latin decent (both at 55%) and the US reported 53%. The city also showed a somewhat larger portion of European decent at 27% than the county (20%), state (11%), and nation (12%). Figure P-4 illustrates migration trends of foreign born population for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice



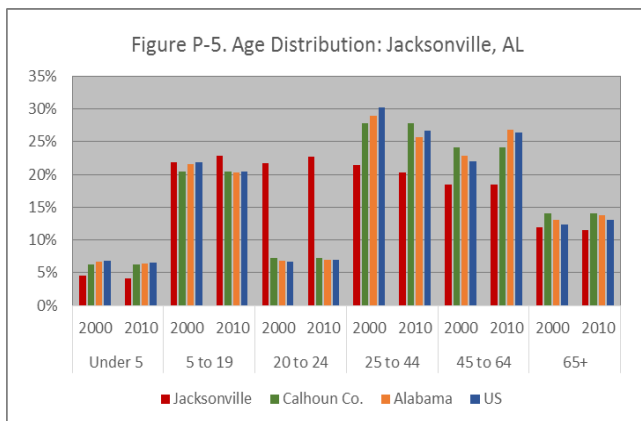
the considerably larger portion of Asian population for the city compared to the county, state, and nation and the substantially larger portion of Latin population in the county, state, and nation as compared to the city. Jacksonville also reported a somewhat considerably higher portion of residents with European descent compared to Calhoun County, Alabama, and the US during this time. For more information consult Table P-4 in Appendix A.

Population Composition

Age Distribution

Age distribution is a critical element in any population study. A community must structure their budget and resources to meet a wide variety of residents’ needs. Needs tend to differ significantly from one age group to another, therefore a proper understanding of age distribution in the community is necessary. For the purposes of this study, age distributions are classified as followed: Toddler/Preschool (Less than 5 years in age), Youth/K-12 (5 to 19), Young Adult/College Age (20 to 24), Young Adult/ Beginning Worker (25 to 44) Middle Age/Working Adult (44 to 64), and Senior/Retired (65+).

Jacksonville age distribution followed substantially different patterns from Calhoun County, Alabama, and the US. From 2000 to 2010 the city increased by 56% in Youth/K-12 and in Young Adult/College age, together accounting for 43% of the population in 2000 and 45% in 2010. Calhoun County reported a considerably smaller portion of Youth and Young Adult population at 27% in this age group in 2000 and 2010 while Alabama and the US reported similar figures at 28% in 2000 and 27% in 2010 indicating that the city held a substantially larger portion of young population than the county, state, and nation during this time. Jacksonville, in turn, recorded a substantially smaller portion of Young Adult/Beginning Worker and Middle Age/Working Adult, at 38% in 2000 and 39% in 2010, than Calhoun County (51% in 2000 and 2010), Alabama (51% and 52%, respectively) and the US (52% and 53%).



Figures P-5 shows age distribution for Jacksonville, Calhoun County, Alabama, and the US between 2000 and 2010. Notice the substantially larger portion of Young Adult/College Age persons (20 to 24) in the city compared to the county, state, and nation, and the considerably larger portion of Middle Age/Working Adults (25 to 44) in the county, state, and nation. A larger youth and college age population in the city

could be attributed to Jacksonville State University, as traditionally young college students comprise a significant portion of the city’s population. However, Jacksonville showed considerable growth in Young Adult/Beginning Worker with a 41% increase, during this time, as Calhoun County reported a slight -5% decrease as did Alabama (-4%) and the US at -3%, suggesting that the city could be drawing in students or

working individuals 25 years or somewhat older. For more information consult Tables P-5 and P-6 *Age Distribution* in Appendix A.

Median age further verifies a younger population for Jacksonville when compared to Calhoun County, Alabama and the US. From 2000 to 2010 Jacksonville’s median age decreased slightly from 26.2 years to 25.1 while Calhoun County reported a slight increase from 37.2 to 38.2. Both Alabama and the US showed slight decrease in median age, dropping from 37.9 to 35.8 and 37.2 to 35.3, respectively.

Marital Status

Marital status also plays an important role in demographic studies. A thorough understanding of marital status allows a community to determine family needs and develop programs and policy toward building stronger families. For purposes of this study, marital status reports for all persons age 15 and older and is organized into 5 categories which are as follows: 1) never married, 2) married (except separated), 3) separated, 4) widowed, 5) divorced.

According to 2007-2011 American Community Survey data almost half (48%) of Jacksonville’s population aged 15 and older was never married while both Calhoun County and Alabama reported substantially less persons who had never married at 27% as did the US with 31%. Calhoun County at 48%, Alabama and the US (both at 50%) showed a substantially larger portion of married persons than reported in Jacksonville at 35%. The county, state, and nation also recorded a slightly higher portion of divorced persons than the city. Figure P-6 illustrates marital status for Jacksonville, Calhoun County, Alabama, and the US in 2010.

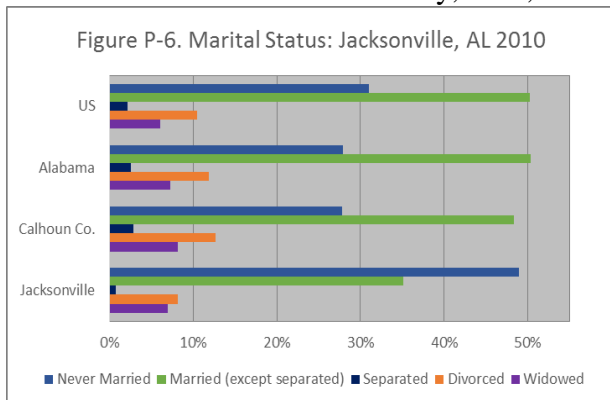


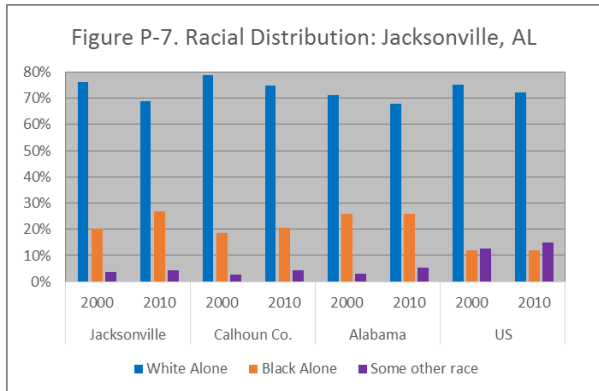
Figure P-6 illustrates marital status for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice the significantly larger portion of never married persons in the city compared to the county, state, and nation also the substantially larger portion of married persons for the county, state, and nation than in the city. Once again, this could be attributed Jacksonville State University which comprises a considerably large portion of young college students who have never married. A low divorce rate could also be due to JSU student representation since a smaller portion of the

city’s population was married compared to the county, state, and nation. For more information consult Table P-7 *Marital Status* in Appendix A.

Race Distribution

A general understanding of racial diversity is necessary for a community to better serve its residents. Communities with varying races tend to have differing cultural and ethnic needs, however, these factors can spur greater opportunities for growth within the community. Similar to many communities in Alabama, Jacksonville is a predominantly white community increasing from 6,404 (accounting for 76% of the population) in 2000 to 8,618 (68%) in 2010, a 34% increase, however, during this time, black population increased from 1,696 (20%) to 3,362 (26%) a 98% increase, indicating a slight increase in

racial diversity. Figure P-7 examines racial distribution for Jacksonville, Calhoun County, Alabama, and the US from 2000 to 2010. Notice the substantially dominant portion of white persons in the city, county, state, and nation along with the slight decline in the city’s portion of whites and slight increase in black population.



In 2010 the city held a slightly larger portion of black population at 26% than the county at 20% and similar portion to the state also at 26%. The nation reported 12% black population, but a somewhat significantly larger representation of races other than white and black. This information indicates that black populations increased in the city to a somewhat more significant extent than in the county, state, and nation, suggesting a trend toward more racial diversity. A trend toward more diversity for the city could be attributed to an increase in college outreach for JSU as the University

strives to draw in more people from other areas of the country and around the world. For more information consult Tables P-8 and P-9 *Race distribution: Jacksonville, AL* in Appendix A.

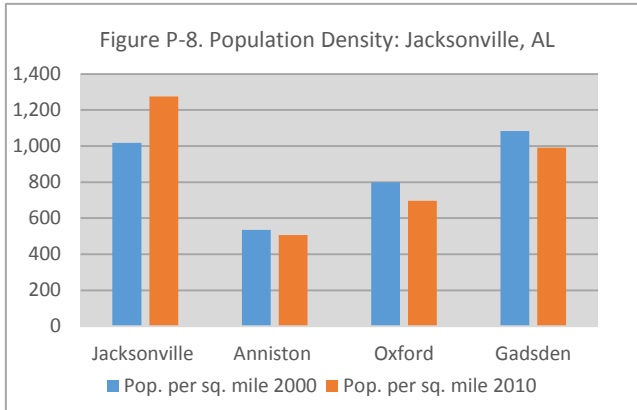
Gender Distribution

In typical American communities females tend to slightly outnumber males, due primarily to higher male mortality rates and longer female life expectancy. Jacksonville closely followed this pattern, as well as Calhoun County and Alabama communities, in general. Jacksonville’s population, in 2000, comprised 47% male and 52% female and showed little change in 2010 with 46% male and 53% female. Calhoun County and Alabama reported similar minor change as the county reported 47% male and 52% female in 2000 and 48% male and 51% female in 2010 while Alabama recorded 48% male and 51% female in both years. The US showed a slightly smaller gap with 49% male and 50% female in 2010. For more information consult Table P-10 *Gender Distribution* for Jacksonville, Calhoun County, and Alabama between 2000 and 2010 and the US in 2010 for comparative purposes in Appendix A.

Population Density

Every community desires to grow in size and population, competitively. Population density measures this growth and examines how population changes affect city growth. Density is defined and calculated as: The total number of housing units within a geographic entity divided by the land area of that entity measured in square kilometers or square miles (U.S. Census 2000). According to the National Center for Immigration Studies, a city must have a population density of 1,000 people or more per square mile in order to be considered an urban area and receive the appropriate grant resources available.

According to 2000 and 2010 Census data, the City of Jacksonville meets the criteria of an urban area, increasing in population density from 1,018 to 1,274, a 25% increase. Figure P-8 displays population density for Jacksonville and other communities in the Anniston/Oxford metro area, as well as the City of Gadsden in neighboring Etowah County. Notice the increase in population density for Jacksonville while



Anniston, Oxford, and Gadsden decreased in population density. Decrease in population density could be attributed to overall population loss in Anniston and Gadsden, which declined by -4% and -5%, respectively, while Oxford increased significantly in population but almost doubled in land area during this time. Jacksonville increased in population by 49% but only increased in land area by 1.6 square miles, thus accounting for a larger increase in population density. For more information consult Table P-11 *Population Density* in Appendix A.

Analytical Summary

The analytical summary provides a general review of the topics discussed in each chapter followed by a brief assessment of the information.

Historical Population Trends

Historically, Jacksonville has shown fairly consistent population growth, increasing from 2,231 persons in 1910 to 12,548 in 2010. The most significant growth for the city occurred from 1940 to 1950 when Jacksonville grew from almost 3,000 to 4,751, a percent increase of 58%. Since then the Jacksonville showed consistent growth until the time between 1990 and 2000 in which the city decreased by a somewhat considerable -18%. However, this drop was immediately succeeded by a substantial growth of 49% between 2000 and 2010, indicating sufficient recovery.

Assessment: Jacksonville and Calhoun County's most significant population growth occurred between 2000 and 2010 in which the city grew by 49%, while Calhoun County increased by 5%, Alabama 7%, and the US 9%. This could be attributed to a considerable 19% increase in student enrollment at JSU during this time.

Place of Birth

The majority of residents in Jacksonville, 60% both in 2000 and 2010, were born in Alabama with a substantial portion of residents born in another state, 35% in 2000 and 34% in 2010. The considerable majority of residents born in another state originated in another Southern state with 60% in 2000 and 63% in 2010, accounting for 21% of the total population in both years. Residents born in a Midwestern state, at 5% in 2000 and 2010, ranked a distant second to residents migrating from another Southern state.

Assessment: The significant majority of Jacksonville residents were born in Alabama, however a somewhat substantial portion were born in another southern state.

Place of Residence

From 2009 to 2010, Jacksonville showed some significant transition (mobility) of residents to different homes. Residents living in the same house 1 year prior to 2010 accounted for 68% of the population, while residents transitioning to another home accounted for 30%. Most residents transitioning to another home moved in from somewhere else outside the city (19%) either from somewhere else in the county (5%) the state (5%) or a different state altogether (7%). Residents previously living outside the US accounted for 1% of the population.

Assessment: Although Jacksonville showed some resident mobility, the significant majority of residents remained in place.

Foreign Migration

The slight majority (52%) of Jacksonville's foreign born residents were of Asian descent, while the majority of Calhoun County and Alabama's foreign born were of Latin descent (both at 55%) and the US reported 53%. The city also showed a somewhat larger portion of European descent at 27% than the county (20%), state (11%), and nation (12%).

Assessment: In 2010 the slight majority of Jacksonville's foreign born population was of Asian descent, while the majority of Calhoun County, Alabama, and US foreign born was Latin.

Age Distribution

Youth Population: Jacksonville age distribution followed substantially different patterns from Calhoun County, Alabama, and the US. From 2000 to 2010 the city increased by 56% in Youth/K-12 and in Young Adult/College age, together accounting for 43% of the population in 2000 and 45% in 2010. Calhoun County reported a considerably smaller portion of Youth and Young Adult population at 27% in this age group in 2000 and 2010 while Alabama and the US reported similar figures at 28% in 2000 and 27% in 2010 indicating that the city held a substantially larger portion of young population than the county, state, and nation during this time.

Young Adult/Middle Age: Jacksonville, in turn, recorded a substantially smaller portion of Young Adult/Beginning Worker and Middle Age/Working Adult, at 38% in 2000 and 39% in 2010, than Calhoun County (51% in 2000 and 2010), Alabama (51% and 52%, respectively) and the US (52% and 53%).

Median Age: Median age further verifies a younger population for Jacksonville when compared to Calhoun County, Alabama and the US. From 2000 to 2010 Jacksonville's median age decreased slightly from 26.2 years to 25.1 while Calhoun County reported a slight increase from 37.2 to 38.2. Both Alabama and the US showed slight decrease in median age, dropping from 37.9 to 35.8 and 37.2 to 35.3, respectively.

Assessment: The significantly dominant age status for Jacksonville between 2000 and 2010 was Youth and Young Adult/College Age populations under the age of 25, with Young Adult Working Age and Middle Age (Ages 25 to 64) populations showing a smaller portion in the city.

Marital Status

According to 2007-2011 American Community Survey data almost half (48%) of Jacksonville's population aged 15 and older was never married while both Calhoun County and Alabama reported substantially less persons who had never married at 27% as did the US with 31%. Calhoun County at 48%, Alabama and the US (both at 50%) showed a substantially larger portion of married persons than reported in Jacksonville at 35%.

Assessment: Jacksonville showed a significantly larger portion of persons who had never married as compared to Calhoun County, Alabama, and the US. The county, state, and nation reported more married than the city. This could be attributed to the student body at JSU which represents a significant portion of young people who have never married.

Race Distribution

Similar to many communities in Alabama, Jacksonville is a predominantly white community increasing from 6,404 (accounting for 76% of the population) in 2000 to 8,618 (68%) in 2010, a 34% increase, however, during this time, black population increased from 1,696 (20%) to 3,362 (26%) a 98% increase, indicating a slight increase in racial diversity. In 2010 the city held a slightly larger portion of black population at 26% than the county at 20% and similar portion to the state also at 26%. The nation reported

12% black population, but a somewhat significantly larger representation of races other than white and black.

Assessment: Although the significantly dominant race in the city has been white, the portion of black population in the city has grown to slightly surpass the county and remain on par with the state, indicating more diversity, yet less diversity than the nation, which reported a larger portion of other minorities.

Gender Distribution

In typical American communities females tend to slightly outnumber males, due primarily to higher male mortality rates and longer female life expectancy. Jacksonville closely followed this pattern, as well as Calhoun County and Alabama communities, in general. Jacksonville's population, in 2000, comprised 47% male and 52% female and showed little change in 2010 with 46% male and 53% female. Calhoun County and Alabama reported similar minor change as the county reported 47% male and 52% female in 2000 and 48% male and 51% female in 2010 while Alabama recorded 48% male and 51% female in both years. The US showed a slightly smaller gap with 49% male and 50% female in 2010.

Assessment: Jacksonville's gender distribution closely followed Calhoun County, Alabama, and the US with female population slightly outnumbering male.

Population Density

According to 2000 and 2010 Census data, the City of Jacksonville meets the criteria of an urban area (1,000 persons per square mile), increasing in population density from 1,018 to 1,274, a 25% increase. Also between 2000 and 2010 Jacksonville increased in population by 49% but only increased in land area by 1.6 square miles, thus accounting for a larger increase in population density compared to other nearby communities such as Anniston, Oxford, and Gadsden.

Assessment: Jacksonville showed significantly higher population density compared to nearby communities in the metro area and qualifies as an urban center.

CHAPTER III: ECONOMY

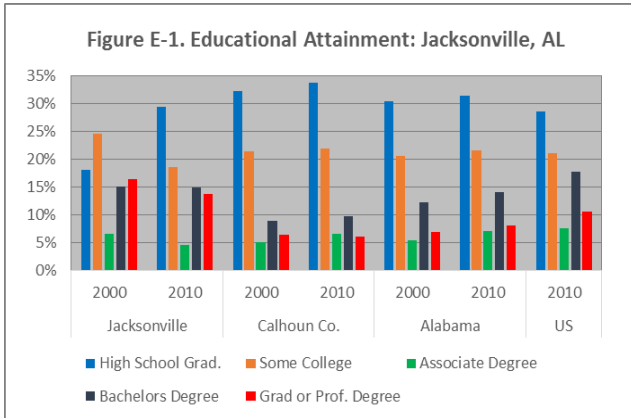
The economy directly affects a community's growth and prosperity. The state of the local economy i.e. how well it creates and maintains employment opportunities, handles production, and distributes goods and services greatly influences population, housing, transportation, and land use. Therefore, a clear understanding of the local economy is a vital factor for community growth and development as well as a sustainable comprehensive planning effort. The City of Jacksonville holds significant economic growth and development potential being part of the Anniston/Oxford Metro Area as well as its location with convenient access to AL Hwy. 21 and the Chief Ladiga Trail. Education also plays a vitally important role in Jacksonville's economy with Jacksonville State University (JSU) being the major educational institution in the East Alabama Region, contributing substantially to career training and workforce development in the area. The city also provides quality education from levels K-12, which is considered to be the one of best in the state. Jacksonville should continue to capitalize on and promote quality education as a foundation for economic growth and development.

This chapter of the comprehensive plan examines the following economy related elements: educational attainment, income, commuting patterns, labor force participation and unemployment, class of worker, industrial composition, occupational status, and poverty. These elements for the city shall be compared to those of the county, state, and nation in order to establish a foundation for comparison. Economic information for this chapter has been obtained from the US Census 2000 as well as American Community Survey (ACS) estimates collected between the years of 2007-2011. However, due to variations in their data collection methodologies, much of the information presented from these sources cannot be compared together for trend analysis or should only be compared with caution. For example, one of the most significant differences between the US Census 2000 and the ACS is the data collection timeframe or reference period. All Census 2000 data was collected in 1999, while ACS data for small cities and towns, under 20,000 in population, was collected between the years of 2007 and 2011. This methodology was established in order to provide more recent data updates in 5 year increments, as opposed to once every 10 years, with new data being released each consecutive year. Other methodology factors for consideration may include differences in question wording, tabulation, and universes. For purposes of a complete economic study each section of this chapter shall explain which aspects of the 2000 Census and ACS may be compared and trends shall be examined more closely when safe comparisons are deemed available between the two sources. General comparisons in data sources must be analyzed as speculation and only comparisons of percent, means, medians, and rates have been examined, not standard numbers, as recommended by the Census Bureau.

Educational Attainment

Education is a vital factor for initiating community growth and economic development. A high quality education system prepares and empowers individuals within the community to be productive, successful leaders in their respective fields of training and expertise. This, in turn, qualifies individuals for greater earning potential, allowing more money to be reinvested into the community, building the local economy. According to Census Bureau analysts, educational attainment information between the 2000 Census and

2007-2011 ACS may be safely compared. In terms of educational attainment Jacksonville ranked considerably higher than Calhoun County and Alabama and similar to the US. In 2000, approximately 31% of the 25 and older population for Jacksonville held a bachelors degree or higher, while Calhoun County reported 15% and Alabama recorded 19%. In 2010, the city decreased slightly in their portion of bachelor degree or higher recipients to 28%, but still significantly outranked the county at 15% and the state at 22%, while the nation reported 28%. This information indicates that between 2000 and 2010 Jacksonville’s population, aged 25 and older, held significantly higher attainment, at the bachelor degree level and above, than Calhoun County and Alabama, but showed similar attainment to the US. This could



be attributed to Jacksonville State University, which would account for a substantial portion of the population serving as professors and residents having graduated from the school. Overall educational attainment in 2010, accounting for high school or higher, showed that Jacksonville at 81% of the 25 and older population, maintained slightly higher attainment than Calhoun County at 77% and similar attainment to Alabama at 81%, while the US reported slightly higher attainment at 85%. Figure E-1 examines educational attainment for Jacksonville, Calhoun County, Alabama,

and the US between 2000 and 2010 (information based on 2007-2011 ACS Estimates). Notice the significantly larger portion of bachelor and graduate/professional degree holders for the city compared to the county and state, while the nation reported similar or slightly higher attainment at this level. For more information consult Table E-1 *Educational Attainment* in Appendix B.

Income

Monetary income is a primary factor in determining a community’s wealth and prosperity. Higher incomes promote a higher standard of living and more return investment into the community, while lower incomes suggest lower standards and less investment. Therefore, a comprehensive economic study requires a thorough understanding of community income.

Household Income

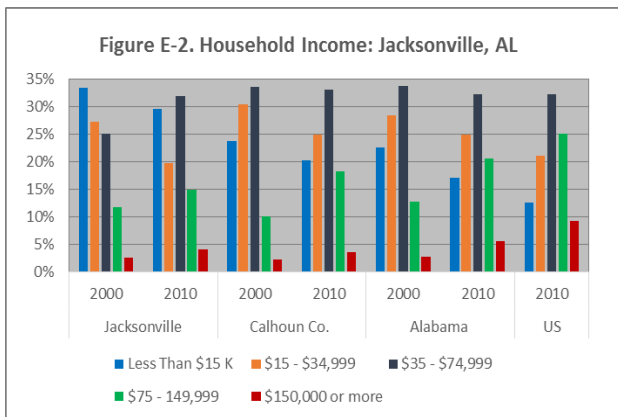
Household income (HHI) is the most basic and generalized variable in measuring income. A household is considered a dwelling unit in which one or more individuals live. Therefore, the household income is the accumulation of all income generated within a specified household. Median household income (MHI), which is characterized as the exact middle (median) point monetary amount of household incomes collected, was also examined.

To gain a better understanding of how wealth is distributed throughout the community, an examination of the percent total and percentage change of households at different income levels (or brackets) was conducted. This information was obtained from the 2000 Census and American Community Survey

(ACS) 2007-2011. The Census Bureau maintains that income information from these sources may be compared and analyzed, but only with substantial caution due to differences in the reference period in which the data was collected (See Economy Chapter Introduction for more details). Inflation from 2000 to 2010 must also be considered when comparing changes in income during this time.

Between 2000 and 2010 Jacksonville’s household income was somewhat surpassed by Calhoun County and considerably outranked by Alabama, and the US. Median household income in the city rose substantially from \$23,726 to \$35,589 a 50% increase, while the county MHI grew from \$31,768 to \$39,467 a 24% increase. The state’s MHI climbed from \$34,135 to \$42,934, an increase of 25%, while the nation increased from \$41,994 to \$52,762, a 25% increase. This information indicates that Jacksonville, although the city increased in household income to a significantly greater extent, still lagged behind Calhoun County, Alabama, and the US during this time.

A further examination of household income at the income bracket level shows results similar to the median incomes. In 2000, the substantial majority, approximately 60%, of Jacksonville households earned less than \$35 K per year, while Calhoun County reported a somewhat smaller portion of households in this earning bracket with 54% and Alabama recorded 50%. In 2010, approximately 49% of city households earned less than \$35 K while the county reported 45%, the state 41%, and the nation 33%. Lower median



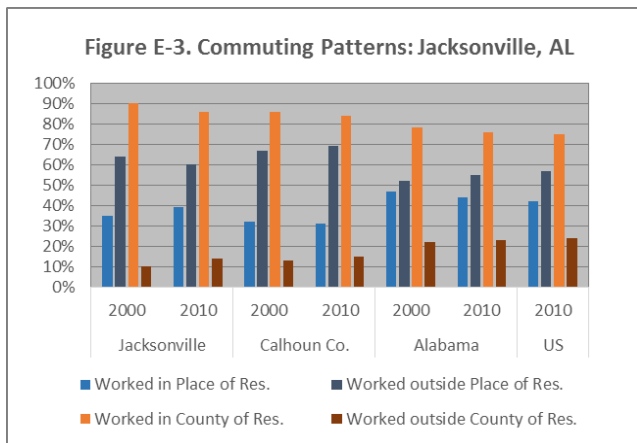
household income for Jacksonville could be attributed to Jacksonville State University, which would account for a considerable portion of college students in the community, whose households typically earn significantly less than average. Also in 2010, city households with high status earnings were outranked slightly by the county and substantially by the state and nation. Approximately 18% of Jacksonville households, in 2010, earned more than \$75 K while Calhoun County reported 21%, Alabama 26%, and the US 34%, indicating lower than average incomes. Figure E-2

illustrates household income for Jacksonville, Calhoun County, and Alabama from 2000 to 2010 and the US in 2010 for comparative purposes. For more information consult Table E-2 *Household Income* in Appendix B.

Commuting Patterns

Commuting patterns can be used to gauge how far away people in a community live from their place of work and how much time was spent in transition to and from home and the workplace. These patterns are useful in recognizing places for job development and retention as well as alleviating long commuting time and travel distances in the city and its surrounding municipalities, thus advancing the local economy. This section of the economy chapter will examine such commuting information as place of work, commuting travel time, and means of transportation to give a complete picture of commuting within the City of Jacksonville and provide suggestions for improving travel to and from work. According to the Census Bureau, commuting data in Census 2000 and the 2007-2011 ACS may be safely compared.

Place of work was the major component in understanding commuting patterns with the two variables examined being those residents (workers 16 and older) who live in their place of residence (city) and work in their respective city along with those who live in the city, but commute outside the city to work. Census Bureau and ACS information show interesting and significant changes in commuting patterns for Jacksonville. In 2000 the considerable majority (approximately 64%) of Jacksonville workers commuted outside the city to their place of work, however, in 2010 approximately 60% of city workers commuted outside the city, indicating slightly more job opportunity in town and/or residents moving closer to work.



Calhoun County, from 2000 to 2010, showed a different trend reporting a slight increase (67% to 69%) in its portion of commuters working outside their respective place of residence, suggesting slightly less job opportunity and/or residents moving farther away from their place of work. Alabama also increased slightly in its portion of workers (52% to 55%) commuting outside their place of residence, while the US reported 57% in 2010. This information indicates that the City of Jacksonville has been able to provide slightly more job opportunity for their residents, in comparison to other communities in Calhoun County,

but somewhat substantially less opportunity than other communities in Alabama and the US as a whole. Figure E-3 displays commuting patterns for Jacksonville, Calhoun County, and Alabama between 2000 and 2010 and the US in 2010 for comparative purposes.

A further study of commuting patterns examines work-related travel within in the county of residence and state of residence. Variables explored in this case consisted of data pertaining to commuters who lived in the county and worked in the county and those who lived and worked in their state of residence. The considerable majority of Jacksonville commuters (90% in 2000 and 86% in 2010) lived and worked in Calhoun County as did the majority of commuters in other communities in the county, with 86% in 2000 and 84% in 2010. However, both Alabama and the US reported proportionately more commuting outside the county of residence with approximately 78% of commuters in the state commuting to work in their respective counties of residence in 2000 and 76% in 2010. Similar to Alabama, the US recorded 75% in this category in 2010. This information indicates that the city and county provided proportionately more job opportunities for residents in their respective county than did the state and nation during this time. For more information consult Table E-3 *Commuting Patterns* in Appendix B.

Means of transportation for Jacksonville were also examined. These transportation means are categorized as the following: 1) Personal Vehicle (drove alone), 2) Vehicle (carpool), 3) Public Transportation (including taxi), 4) Walked, 5) Other means, 6) Worked at Home. As a special note, the ACS excludes taxis from the “public transportation” category and includes them with “other means” while the Census includes them in “public transportation”. The most popular means of transportation, according to Census data and national trends, has been the personal automobile with a single occupant with carpooling a distant second. Personal vehicle was the substantially dominant mode of transport in Jacksonville with approximately 84% of all workers in 2000 driving a personal vehicle alone to work and 86% driving alone

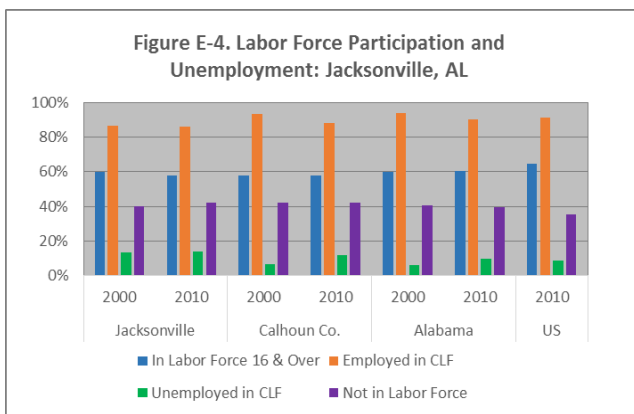
in 2010. Calhoun County reported no change in personal vehicle commuting at 85% in 2000 and 2010 as did Alabama with 83% for both years. The US reported little change with 75% in 2000 and 76% in 2010. These figures suggest that Jacksonville commuters tended to rely on personal vehicular transportation to a considerable degree in 2000 and in 2010, however, in 2010 Jacksonville reported a slight increase of workers living and working at home, growing from 1% to 4%, while Calhoun County showed 1% in 2000 and 2010 and Alabama 2% for both years. The US recorded a slight rise from 3% to 4% in this category. This increase of city workers living and working at home could be attributed to improvements with at-home online job training and services and telecommuting opportunities often associated with college towns.

In addition to means of transportation, travel time to work was also examined. According to Census 2000 and ACS 2007-2011 data, Jacksonville worker commute times decreased slightly from an average of 22 minutes to 20 minutes. Calhoun County also showed a slight decrease in commuting times from 23 minutes to 22 while Alabama remained at 24 minutes and the US at 25 minutes.

Labor Force Participation and Unemployment

Labor force participation is based on how many individuals ages 16 and over are a part of the labor force, and if they are employed or unemployed as civilian or armed forces. Businesses desiring to relocate or expand search for communities with a strong labor force in which to draw qualified employment. To do this they must estimate approximately how many candidates are available to fill positions required to perform necessary company operations. Therefore, a proper understanding of a community’s labor force is critical to a comprehensive planning effort.

Concerning labor force participation, Jacksonville ranked fairly on par with Calhoun County, Alabama, and the US. Between 2000 and 2010 the city increased in civilian labor force by 28%, while the county grew by 5% and the state by 9% during this time. However, the portion of city residents age 16 and over in the labor force at 60% in 2000 and 57% in 2010 ranked comparable to the county (57% and 58%) and state (59% and 60%) while the nation reported slightly higher participation at 64% in 2010. Also in 2010,



unemployment in the city’s labor force at 14% ranked slightly higher than the county at 12% and somewhat significantly higher than the state and nation at 9% and 8% respectively. Figure E-4 illustrates labor force participation for Jacksonville, Calhoun County, and Alabama from 2000 to 2010 and the US in 2010 for comparative purposes. Notice the fairly even distribution of city civilian labor force participation in comparison to the county, state, and nation and also the slightly higher portion of unemployed persons in the labor force in the city in contrast to the county, state,

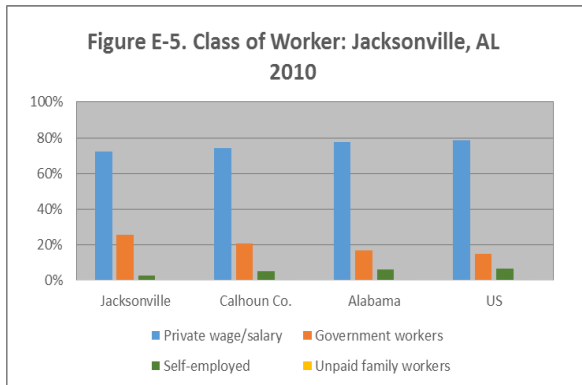
and nation. This could be attributed Jacksonville State University where a significant portion of students would be considered eligible to enter the workforce, but instead choose to focus on academics. For more information consult Table E-4 *Labor Force Participation and Unemployment* in Appendix B.

As a cautionary note, the data between Census 2000 and ACS 2007-2011 should be compared with the understanding that reference periods for the two sources are different. The reference period for Census 2000 was the week prior to Census Day April 1, 2000 while the reference period for ACS 2007-2011 was revolving based on when the respondent completed survey or the field representative conducted the interview.

Class of Worker

An examination of class of worker gives a community a better understanding of the general types of workers presently employed and their respective means of generating income. Class of worker information has been organized into four categories: 1) Private wage and salary workers, 2) Government workers, 3) Self-employed in own not incorporated business workers, 4) Unpaid family workers. Concerning trend analysis, comparisons of data between the 2000 Census and ACS 2007-2011 cannot be conducted due to the use of different tabulation categories. Also the 2000 Census tables did not account for the “full-time, year round” population. For the purposes of this study, only information from the ACS 2007-2011 has been used.

According to ACS 2007-2011 data the considerable majority (72%%) of Jacksonville of workers received a private wage or salary as did workers in Calhoun County (74%), Alabama (77%) and the US (78%). The city showed a slightly larger portion of government workers at 25% than the county at 20% and the state at 16%. The US reported 14% in government workers. Figure E-5 examines class of worker for



Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice that the substantial majority of workers in the city, county, state, and nation received either a private wage or salary. Also, Jacksonville also showed a slightly larger portion of government and workers than Calhoun County, Alabama, and the US. This information suggests that the city had a slightly larger portion of white-collar, government and administrative workers than the county, state, and nation and a smaller portion of blue-collar private wage/salary workers. As a planning consideration,

the city could strive to promote and encourage blue-collar employment while maintaining government and administrative-related professions in order to increase employment and job opportunities. For more information consult see Table E-5 *Class of Worker* in Appendix B.

Occupational Status

Every economically viable community has a variety of occupations through which services are performed and money is circulated. A study of occupational status shows what kind of labor is being utilized in a community. This information is useful for determining where job opportunities exist and where job growth is most or least likely to occur. Occupation describes the kind of work a person does on the job.

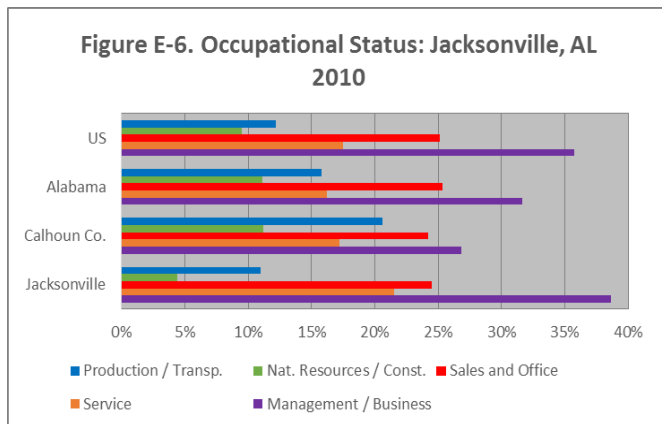
For people working two or more occupations during the reference week data was collected the occupation in which the employee worked the greatest number of hours was accounted as the person’s occupation. In order to categorize occupations, occupational status has been divided into 5 categories, which include: 1) Management / Business Related—which constitutes business and financial operators and specialists, architects, engineers, legal occupations, computer specialists, social services, and technical healthcare occupations, 2) Services—consisting of healthcare support, firefighting and law enforcement, ground and building maintenance, hotel and food accommodation, arts, entertainment, education, recreation, and personal care services, 3) Sales / Office—sales and related, and administrative, 4) Natural Resources / Construction—which includes fishing, farming, and forestry operations, construction trade workers, extraction workers, and supervisors, 5) Production / Transportation—production occupations, transportation and moving occupations, aircraft and traffic control operations, motor vehicle operators, rail, water, and other transportation related occupations.

Occupational status comparisons between 2000 Census and ACS 2007-2011 information has been accepted by the Census Bureau, however, caution must be noted due to changes in tabulation. For ACS 2007-2011 data 2002 NAICS (North American Industry Classification System) codes were mapped to the most equivalent 2007 codes, while 2000 Census information were based on 1997 codes. Codes and descriptions in the Electronic Shopping, Wholesale, and Information categories have been changed.

Jacksonville occupation status showed considerable differences compared to Calhoun County, Alabama and the US. The major occupations for Jacksonville constituted of Management/ Business with 34% of all occupations in 2000 and 38% in 2010 and Sales and Office with 27% in 2000 and 24% in 2010. Together these occupations accounted for slightly over 60% of all jobs in Jacksonville. Management/Business occupations for the city grew by 43% during this time while the county increased in this occupation by 4%

and the state by 13% indicating substantially more growth of white-collar professions for the city. Calhoun County showed Management/Business occupations comprising 25% of the economy in 2000 and 26% in 2010 while the state reported 29% and 31% respectively. The nation recorded 35% in 2010. Figure E-6 displays occupational status for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice the substantially larger portion of Management/Business occupations and Service occupations for the city compared to the county, state, and nation. This could be due to employment

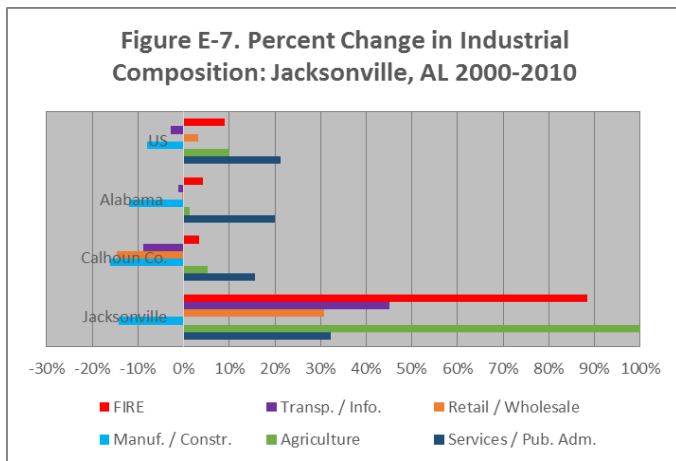
in relation to Jacksonville State University where a substantial portion of occupations entail administrative and educational work. The city also provides significant employment in healthcare, social services, and food and hotel accommodation. For more information consult Table E-6 *Occupational Status* in Appendix B.



Industrial Composition

Any economically prosperous community will have a diverse and changing economic base, offering a variety of job opportunities and services to its population. As markets change and demand for specified goods and services increase or decrease, industrial sectors will vary in size and in their influence on the overall industrial composition and economic welfare of the community; therefore, a proper examination of industrial composition is necessary to plan for economic development and opportunities. This section of the economy chapter focuses on industrial composition by industry employment. For categorization purposes, industries have been separated into 6 industrial sectors, which include: 1) Agriculture—consisting of such industries as agriculture, forestry, fishing, hunting, and mining, 2) Manufacturing/Construction, 3) Wholesale and Retail Trade, 4) Transportation/Information—including warehousing, utilities, and communications 5) FIRE (Finance, Insurance, Real-Estate), 6) Services/Public Administration—which entails professional, scientific, administrative, waste management, arts, education, healthcare and social assistance, food accommodation, and other services. According to the Census Bureau, industrial data between the 2000 Census and ACS 2007-2011 may be compared, but with caution due to the same tabulation differences as occupational information previously explained in the occupation status section.

For the most part, Jacksonville grew in industrial employment. Between 2000 and 2010 Jacksonville increased in total employment, overall by 27%, while Calhoun County decreased by a slight -0.5% and Alabama and the US increased by 5% and 9%, respectively. The city increased most significantly in Services and Public administration, employing approximately 730 more persons in 2010 compared to 2000, an increase of 32%, while Calhoun County climbed by 15%, Alabama 19%, and the US at 21%. This growth could be attributed to an increase in restaurants, hotels, and service stations, as well

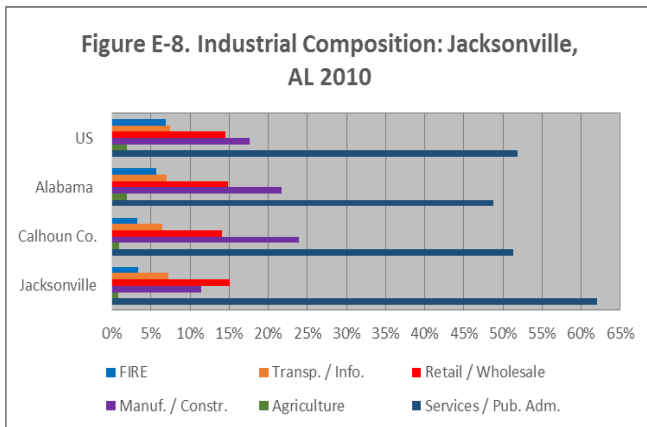


expansion of the local university. Retail and Wholesale employment increased somewhat significantly for the city employing 173 more persons and increasing by 30%, while the county reported a -14% decline and the state a slight -0.4% drop. Such increase for the city might be due to growth of small scale retailer downtown and along AL Hwy. 21 and some contribution from big-box department stores. State decline could have been caused by the loss of employment in many small towns as store owners either shut down or move to new communities in other states due to economic

downturn. Manufacturing and Construction related industries recorded somewhat substantial decline in Jacksonville at -14%, Calhoun County (-16%), and Alabama (-11%) which may have resulted from the common trend of increased global competition, forcing many manufacturing establishments to re-locate to larger metro areas in other states and in other countries in order to compete. Figure E-7 illustrates percent change in industrial composition for Jacksonville, Calhoun County, and Alabama from 2000 to 2010. Notice the city’s substantial growth in Services/Public Administration while the county and state increased in this sector to a significantly lesser degree. Also notice the city’s growth in Retail/Wholesale as the

county showed somewhat substantial decline in this sector and the minimal decline. Furthermore, Jacksonville increased slightly in the Transportation/Info., FIRE, and Agriculture sectors, however these industries were so small that major positive number changes would negate significant percent growth.

An examination of industrial composition in 2010 shows the most substantially dominant industry for Jacksonville being Services/Public Administration at 62% followed distantly by Retail/Wholesale Trade at 15%. Calhoun County showed significantly less Service/Public Administration industry at 51% while Alabama reported 48% and the US approximately 51%, also indicating substantially less employment in this particular industry. While Jacksonville reported proportionately more Services than Calhoun County, Alabama, and the US in 2010, Manufacturing and Construction related industries were more prevalent in



the county at 23%, state (21%), and nation (17%) than in the city at 11% during this time, indicating proportionately more white-collar workers and less blue-collar for the city than the county, state, and nation. Figure E-8 shows industrial composition for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice the substantially larger portion of Service/Public Administration related industries for the city compared to county, state, and nation and also the considerably larger portion of Manufacturing/Construction industries for the county, state, and nation compared to the city. This could be

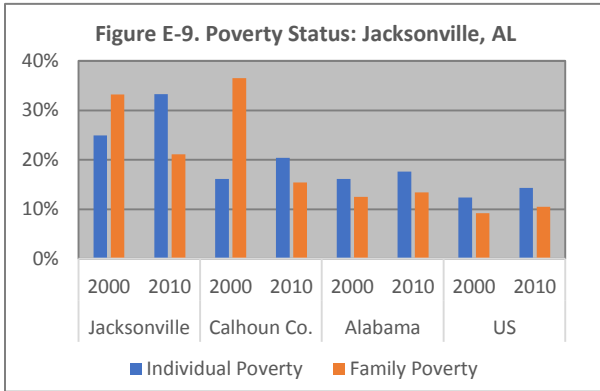
attributed to Jacksonville State University which maintains substantial employment in administrative and service related jobs. Also the commercial areas in the downtown and along AL Hwy. 21 offer a considerable portion of service related employment for a small city. As a planning consideration, Jacksonville should strive to retain and draw-in more manufacturing jobs and establishments in order to bolster this sector and create a more balanced and stable economy for the future. For more detailed information consult Table E-7 *Industrial Composition* in Appendix B.

Poverty Status

Poverty status shows the economic welfare of a community and can be used to assess a community’s need for public assistance. According to the U.S. Census glossary, poverty is measured in accordance with monetary income, excluding capital gains or losses, taxes, non-cash benefits, and whether or not a person lives in a family or non-family household, compared to the selected poverty threshold, which varies based on family size and composition. People who cannot be included in poverty studies include: unrelated individuals under 15, and people in institutional group quarters, college dormitories, military barracks, and living conditions without conventional housing and who are not in shelters. According to the Census Bureau, poverty status may be compared, but with caution due to reference period issues.

In terms of poverty status, Jacksonville poverty ranked substantially higher than Calhoun County, Alabama, and the US. Between 2000 and 2010 individual poverty for the city increased significantly from 24% of the population to 33%, while the county reported a modest increase from 16% to 20% and both

Alabama (16% to 17%) and the US (12% to 14%) showed minor increase. Family poverty, however, for the city indicated the opposite trend, decreasing considerably from 33% in 2000 to 21% in 2010, as did the county, dropping from 36% to 15%, while the state (12% to 13%) and nation (9% to 10%) showed minor increase but still held a somewhat lower portion of family poverty than the city and county during this time. Figure E-9 illustrates poverty status for Jacksonville, Calhoun County, Alabama, and the US from 2000 to 2010. Notice the significant increase of individual poverty for the city compared to the county,



state, and nation. This could be an attribute of Jacksonville State University (JSU) with a large and consistently growing portion of college students who would not meet income levels needed to exceed the poverty threshold. A drop in the portion of families below poverty status for the city could be due to an increase in median household income as previously discussed. A more detailed review of poverty shows that Jacksonville reported a slightly larger portion of households receiving food stamps. According to the 2007-2011 ACS the city

reported approximately 16% of households receiving food stamps, in the past 12 months, while the county showed 15% and the state 12%, indicating a slightly larger portion of households meeting the appropriate low income criteria. As a planning consideration Jacksonville should work with JSU to encourage and promote skilled businesses and industry which could draw graduates, thus providing more income in the community. For more information on poverty status consult Table E-8 *Poverty Status* in Appendix B.

Analytical Summary

The analytical summary provides a general review of the topics discussed in each chapter and gives a broad assessment of the information provided.

Educational Attainment

High School Attainment or Higher: Overall educational attainment in 2010, accounting for high school or higher, showed that Jacksonville at 81% of the 25 and older population, maintained slightly higher attainment than Calhoun County at 77% and similar attainment to Alabama at 81%, while the US reported slightly higher attainment at 85%.

Bachelors' Degree or Higher: In 2000, approximately 31% of the 25 and older population for Jacksonville held a bachelor's degree or higher, while Calhoun County reported 15% and Alabama recorded 19%. In 2010, the city decreased slightly in their portion of bachelor degree or higher recipients to 28%, but still significantly outranked the county at 15% and the state at 22%, while the nation reported 28%.

Assessment: Jacksonville ranked substantially higher than Calhoun County and Alabama in terms of educational attainment at the higher attainment levels and fairly comparable to the US.

Income—Household Income

Median Household Income: Median household income in the city rose substantially from \$23,726 to \$35,589 a 50% increase, while the county MHI grew from \$31,768 to \$39,467 a 24% increase. The state's MHI climbed from \$34,135 to \$42,934, an increase of 25%, while the nation increased from \$41,994 to \$52,762, a 25% increase.

Household Income—\$35,000 or Less: In 2000, the substantial majority, approximately 60%, of Jacksonville households earned less than \$35 K per year, while Calhoun County reported a somewhat smaller portion of households in this earning bracket with 54% and Alabama recorded 50%. In 2010, approximately 49% of city households earned less than \$35 K while the county reported 45%, the state 41%, and the nation 33%.

Assessment: Household income for Jacksonville in 2010 indicates that city households, in general, earned slightly less than Calhoun County and significantly less than Alabama, and US households, despite substantially higher increases for the city since 2000.

Commuting Patterns

Place of Work: In 2000 the considerable majority (approximately 64%) of Jacksonville workers commuted outside the city to their place of work, however, in 2010 approximately 60% of city workers

commuted outside the city, indicating slightly more job opportunity in town and/or residents moving closer to work. Calhoun County, from 2000 to 2010, showed a different trend reporting a slight increase (67% to 69%) in its portion of commuters working outside their respective place of residence. Alabama also increased slightly in its portion of workers (52% to 55%) commuting outside their place of residence, while the US reported 57% in 2010.

Out-of-County Commuting: The considerable majority of Jacksonville commuters (90% in 2000 and 86% in 2010) lived and worked in Calhoun County as did the majority of commuters in other communities in the county, with 86% in 2000 and 84% in 2010. However, both Alabama and the US reported proportionately more commuting outside the county of residence with approximately 78% of commuters in the state commuting to work in their respective counties of residence in 2000 and 76% in 2010. Similar to Alabama, the US recorded 75% in this category in 2010.

Means of Transportation: Personal vehicle was the substantially dominant mode of transport in Jacksonville with approximately 84% of all workers in 2000 driving a personal vehicle alone to work and 86% driving alone in 2010. Calhoun County reported no change in personal vehicle commuting at 85% in 2000 and 2010 as did Alabama with 83% for both years. The US reported little change with 75% in 2000 and 76% in 2010. These figures suggest that Jacksonville commuters tended to rely on personal vehicular transportation to a considerable degree in 2000 and in 2010, however, in 2010 Jacksonville reported a slight increase of workers living and working at home, growing from 1% to 4%, while Calhoun County showed 1% in 2000 and 2010 and Alabama 2% for both years. The US recorded a slight rise from 3% to 4% in this category.

Travel Time to Work: From 2000 to 2010 Jacksonville worker commute times decreased slightly from an average of 22 minutes to 20 minutes. Calhoun County also showed a slight decrease in commuting times from 23 minutes to 22 while Alabama remained at 24 minutes and the US at 25 minutes.

Assessment: Personal vehicle for Jacksonville was the substantially dominant form of transport with the considerable majority of commuters living and working in the city. In 2010 Jacksonville showed significantly less commuters (60%) traveling to work outside the city than reported in Calhoun County (69%) but somewhat more than Alabama (55%) and the US (57%) suggesting more employment opportunities in the city than other communities in the county, but slightly less opportunity than in the state and nation. The city also reported a slightly larger portion of people working from home than in the county and state, but comparable with the nation.

Labor Force Participation and Unemployment

Labor Force Participation: Between 2000 and 2010 Jacksonville increased in civilian labor force by 28%, while the county grew by 5% and the state by 9% during this time. However, the portion of city residents age 16 and over in the labor force at 60% in 2000 and 57% in 2010 ranked comparable to the county (57% and 58%) and state (59% and 60%) while the nation reported slightly higher participation at 64% in 2010.

Unemployment: In 2010, unemployment in the city's labor force at 14% ranked slightly higher than the county at 12% and somewhat significantly higher than the state and nation at 9% and 8% respectively. However, consideration with this information must be given to the substantially large student population at JSU, who may or may not have made the decision to enter the workforce.

Assessment: Jacksonville labor force participation ranked reasonably on par with Calhoun County and Alabama, but somewhat significantly lower than the US while city unemployment ranked slightly higher than the county and state and significantly higher than the nation.

Class of Worker

Private wage/salary: According to ACS 2007-2011 data the considerable majority (72%) of Jacksonville of workers received a private wage or salary as did workers in Calhoun County (74%), Alabama (77%) and the US (78%).

Government worker: The city showed a slightly larger portion of government workers at 25% than the county at 20% and the state at 16%. The US reported 14% in government workers.

Assessment: Most of Jacksonville's workers receive a private wage or salary, similar to Calhoun County, Alabama, and the US, however the city also showed a slightly larger portion of government workers, which could be attributed to administrative and professional employment at JSU.

Occupational Status

Management/Business: The major occupations for Jacksonville constituted of Management/ Business with 34% of all occupations in 2000 and 38% in 2010 and Sales and Office with 27% in 2000 and 24% in 2010. Together these occupations accounted for slightly over 60% of all jobs in Jacksonville. Calhoun County showed Management/Business occupations comprising 25% of the economy in 2000 and 26% in 2010 while the state reported 29% and 31% respectively. The nation recorded 35% in 2010.

Sales/Office: In 2010 Jacksonville Sales and Office occupations accounted for approximately 24% of all employment as did Calhoun County while Alabama and the US both showed 25%.

Assessment: Jacksonville showed substantial representation and growth in Management/Business occupations as did Calhoun County and Alabama. The city also showed a significant portion of Sales and Office occupations similar to the county, state, and nation.

Industrial Composition

Services/Public Administration: The city increased most significantly in Services and Public administration, employing approximately 730 more persons in 2010 compared to 2000, an increase of 32%, while Calhoun County climbed by 15%, and Alabama 19%. This growth could be attributed to an

increase in restaurants, hotels, and service stations, as well expansion of the local university. Services/Public Administration accounted for approximately 62% of all city employment in 2010 while the county at 51%, state (48%), and nation (51%) reported considerably less.

Retail/Wholesale Trade: Retail and Wholesale employment increased somewhat significantly for the city, between 2000 and 2010, employing 173 more persons and increasing by 30%, while the county reported a -14% decline and the state a slight -0.4% drop. In 2010, Retail/Wholesale accounted for 15% of all city jobs and 14% in the county, state, and nation.

Manufacturing/Construction: Manufacturing and Construction related industries recorded somewhat substantial decline in Jacksonville at -14%, Calhoun County (-16%), and Alabama (-11%) indicating that the city, county, and state followed a national trend of manufacturing loss during this time. In 2010 Manufacturing/Construction accounted for 11% of all city jobs, 23% of county, 21% state, and 17% nation.

Assessment: For the most part, Jacksonville grew in industrial employment. Between 2000 and 2010 Jacksonville increased in total employment, overall by 27%, while Calhoun County decreased by a slight -0.5% and Alabama and the US increased by 5% and 9%, respectively. The city grew in employment in all sectors except Manufacturing/Construction, while the county and state declined in Manufacturing/Construction, Retail/Wholesale, and Transportation/Info. This information indicates that the city outgrew the county and state in terms of job development and opportunity.

Poverty Status

Individuals Below Poverty Level: Between 2000 and 2010 individual poverty for Jacksonville increased significantly from 24% of the population to 33%, while Calhoun County reported a modest increase from 16% to 20% and both Alabama (16% to 17%) and the US (12% to 14%) showed minor increase.

Families Below Poverty Level: Family poverty, however, for the city indicated the opposite trend, decreasing considerably from 33% in 2000 to 21% in 2010, as did the county, dropping from 36% to 15%, while the state (12% to 13%) and nation (9% to 10%) showed minor increase but still held a somewhat lower portion of family poverty than the city and county during this time.

Assessment: Jacksonville's poverty level for individuals and families ranked considerably higher than Calhoun County, Alabama, and the US in 2000 and 2010.

CHAPTER IV: HOUSING

Housing is one of the most fundamental elements of community needs. In order for a community to grow and prosper there must be a diverse and satisfactory amount of quality housing available. A housing examination is useful in determining housing types, existing housing conditions, availability, and affordability, in order to identify and meet the city's housing needs. The City of Jacksonville recognizes these needs and has taken action to address concerns. This chapter examines housing characteristics such as unit types, tenure and occupancy status, vacancy status, household size, housing stock age, physical and selected physical conditions, value, and affordability.

Housing information was collected from the US 2000 Census and US 2010 Census and the 2007-2011 American Community Survey (ACS). Census 2000 and 2010 information is used as 100-percent count benchmark data for people and housing, and collected once every 10 years during the year prior to dissemination, while the 2007-2011 ACS consists of estimate data updated yearly, and collected within a 5-year timeframe, for communities with a population of less than 20,000 people. The Census Bureau provides both forms of information in order to offer the most accurate data (every 10 years in the Census) as well as the most recent (in the ACS working on yearly schedule). Housing information such as tenure and occupancy, and vacancy status have been obtained from the 2000 and 2010 Census while data pertaining to units by type, household size, housing stock age, selected physical housing conditions, housing value, gross rent, and owner and renter affordability have been drawn from ACS. Physical housing conditions have been obtained from a special EARPDC observational survey conducted in 2013.

For comparative purposes and trend analysis, housing information from Census 2000 has been examined, however, according to Census Bureau experts, certain data characteristics in Census 2000 cannot be safely compared with the American Community Survey due to differences in data collection methodology. The Census Bureau has determined that the following housing characteristics for Census 2000 and ACS may be safely compared: units in structure (units by type), tenure and occupancy, household size, kitchen facilities and plumbing facilities (selected physical housing conditions), home value (owner-occupied housing). Characteristics that may not be safely compared: year structure built (housing stock age), gross rent, and gross rent as a percentage of household income (affordability). For this study these characteristics have only been examined through the 2007-2011 ACS. Vacancy status should only compare Census 2000 data with Census 2010.

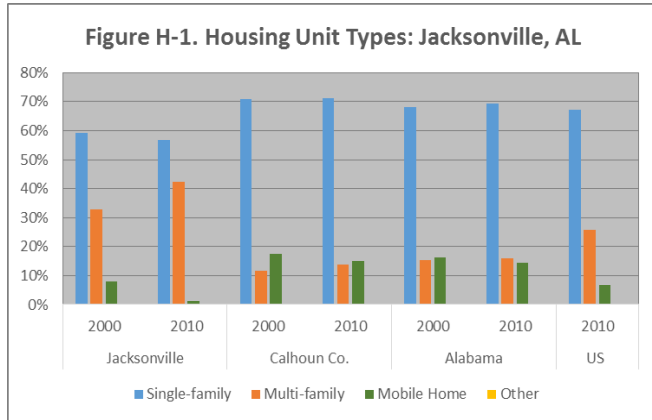
Housing Inventory

Units by Type

Housing comes in many forms and styles, each aiming to satisfy a wide range of people with changing demands and needs. A community that champions a variety of housing types has an advantage in that it provides many housing options with which to choose from, thus attracting more people. An examination of unit types reveals the most common and least common housing options available, expressing trends in housing development. Jacksonville housing consists of the following types: 1) Single-family—one unit attached or detached structures housing one family, primarily a house 2) Multi-family—contains two or more units within one structure with one family per unit; these include apartments, town homes, and duplexes, 3) Manufactured—a transportable structure which is two hundred fifty-six or more square feet,

when installed, to be used as a dwelling with or without a foundation, 4) Other—any living accommodations occupied as a housing unit that does not fit the previous types, such as houseboats, railroad cars, campers, and vans.

Single-family housing in 2000 was the dominant housing unit type in Jacksonville, accounting for approximately 59% of the city’s housing stock and 56% in 2010. Calhoun County showed substantially more single-family units accounting for 70% of all units in 2000 and 71% in 2010 as did Alabama reporting 68% and 69%, respectively while the US reported 67% in 2010. Jacksonville showed considerably more multi-family housing, at 32% in 2000 and 42% in 2010, than Calhoun County (11% and 13%, respectively) and Alabama (15% and 15%) and the US at 25% in 2010. The city also reported



proportionately less mobile home development than the county, state, and nation. Figure H-1 exhibits units by type for Jacksonville, Calhoun County, Alabama, and the US between 2000 and 2010. Notice the substantial dominance in the portion of single-family housing for the city, county, state, and nation. Also notice that Jacksonville held a significantly smaller portion of single family compared to the county, state, and nation and reported considerably more multi-family. The city’s increase and large portion of multi-family could be attributed Jacksonville State University which provides multi-

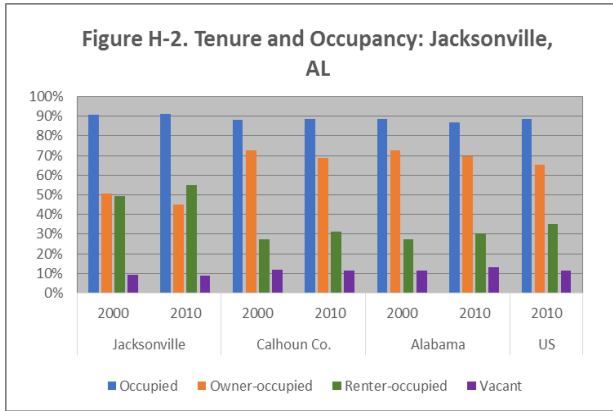
family units to college students. In addition to this, between 2000 and 2010 JSU added approximately 482 new student housing units as apartments and dormitories? For more information consult Table H-1 *Housing Unit Types* in Appendix C.

Tenure and Occupancy Status

Housing occupancy and ownership patterns change as a result of the housing market and population growth or decline. A study of housing ownership patterns is useful in analyzing housing needs and guiding policies toward better housing development.

Occupancy status for Jacksonville showed comparable reports with Calhoun County, Alabama, and the US while tenure showed substantially different findings. Between 2000 to 2010 Jacksonville increased in housing occupancy by 50%, while Calhoun County increased by 4% and Alabama by 8%, however the portion of occupied housing for the city at 91%, in 2010, reported only slightly higher occupancy than the county (88%), state (86%) and nation at 88%, indicating that although the city increased in occupancy at a substantially greater rate, occupancy status remained fairly stationary and on par. Tenure for the city reported significantly different status. Between 2000 and 2010 renter occupancy for Jacksonville increased by 66%, while Calhoun County and Alabama increased by 18% and 19%, respectively. In 2010 renter occupied housing in Jacksonville accounted for approximately 54% of all housing units, while Calhoun County showed 31%, Alabama 30%, and the US 34%, indicating a considerably larger portion of renter-occupied housing for the city, than in the county, state, and nation. Figure H-2 illustrates tenure and occupancy for Jacksonville, Calhoun County, and Alabama between 2000 and 2010 and the US in 2010

for comparative purposes. Notice the fairly even distribution in the portion of occupied housing in the city,

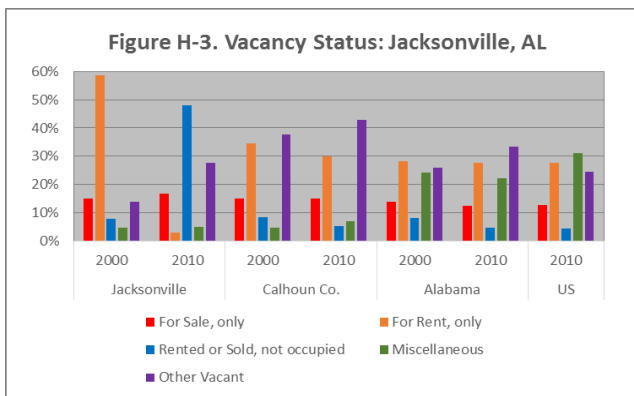


county, and state and also the significantly larger portion of renter-occupied housing in the city compared to the county, state, and nation. This could be attributed to Jacksonville State University which comprises a substantial portion of renter-occupied housing for college students. The city also provides a significantly larger portion of multi-family housing than the county, state, and nation, which in general, is renter-occupied. For more information consult Table H-2 *Tenure and Occupancy Status* in Appendix C.

Vacancy Status

Vacancy status is useful in determining how vacant housing has been utilized. Any unoccupied housing unit is considered vacant. Vacancies can also be occupied houses for rent, sale, or for seasonal or recreational use only. Five basic categories were selected to identify how vacant housing was being used, these included: 1) for sale only units, 2) for rent only units, 3) rented or sold, but not occupied, 4) miscellaneous—this includes units used for seasonal, recreational, occasional use, or migrant workers, 5) other—which entails other non-specified uses.

In terms of vacancy status Jacksonville differed somewhat substantially from Calhoun County, Alabama and the US. In 2000 the majority (58%) of vacant units in Jacksonville were “for rent only” while Calhoun County reported 34% in this category, Alabama 28% and the US 27%. Then in 2010 the city showed almost half (48%) of vacant units as “rented or sold, not occupied” and “for rent only” units dropped to 2%.



The most dominant vacancy uses for the county and state, in 2010 was “other vacant” comprising 43% and 33% respectively, while the most dominant vacancy use in the nation was “miscellaneous” at 31%. Figure H-3 shows vacancy status for Jacksonville, Calhoun County, and Alabama in 2000 and 2010, and the US in 2010 for comparative purposes. Notice the city’s substantially larger portion of “for rent only” vacant units in 2000 along with the sharp drop in these units in 2010 and the increase in “rented or sold, not occupied” during this time.

This shift for the city could be attributed to the national housing slump between 2007 and 2010, which made selling homes more difficult and the option to sell or rent such available units more attractive. For more information consult Table H-3 *Vacancy Status* in Appendix C.

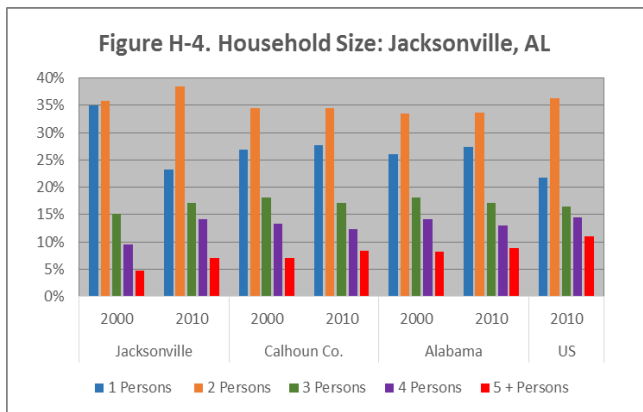
Vacancy rates were also examined and used to determine whether the housing supply in Jacksonville is adequate to meet demand. The vacancy rate is calculated by dividing the number of vacant and available housing units by the total number of units. According to the US Housing and Urban Development Agency

(HUD) the acceptable rate for owner-occupied housing is 1.5 while rental is 5, meaning that communities exhibiting rates lower than these thresholds do not provide adequate housing to meet demand, while communities with higher rates exceed demand. In accordance with 2007-2011 ACS estimates Jacksonville’s homeowner vacancy rate of 0.0 indicates that the city does not meet housing demand for owner-occupancies, while the 10.6 rate for rental suggests that the city substantially exceeds demand for renters. Calhoun County reported a 2.1 rate for homeowner and 6.3 for rental, which was closer to the target, while Alabama, at 2.4 homeowner rate and 9.3 rental showed a close to target homeowner rate and an exceeded rental. The US recorded 2.4 and 7.8, respectively. This information indicates that Jacksonville should consider policies and plans to make more owner-occupied homes available and find means to better fill rentals in the process.

Household Size

Household size is a useful measure in determining how housing is being utilized and in meeting household needs. Generally speaking, a community with fewer individuals per household could best utilize housing by building smaller or more compact housing than a community with larger households and vice-versa.

Jacksonville households (owner-occupied) followed substantially different patterns compared to Calhoun County, Alabama, and the US. Between 2000 and 2010 Jacksonville showed a significant drop of -55% in 1-person households and another decline of -26% in 2-person households while Calhoun County reported a 7% and 4% increase, respectively and Alabama showed an 89% increase and 39% climb, respectively. In 2000 approximately 70% of the city’s households constituted 1 and 2 persons while the county at 61% and state at 59% reported somewhat less. However, in 2010, the city recorded a drop to 61% in the portion



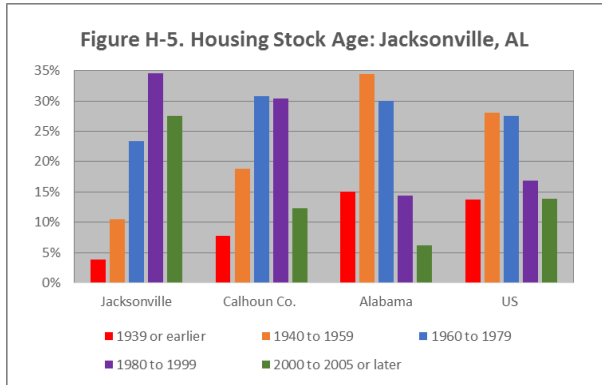
of 1 and 2 person households, particularly in 1-person households which declined from 34% to 23%, falling more closely in line with the county, state and nation. Figure H-4 displays household size for Jacksonville, Calhoun County, and Alabama from 2000 to 2010 and the US in 2010 for comparative purposes. Notice the considerably larger portion of 1 person households for the city in 2000 and then the significant drop in the same category in 2010 as the portion of 2-person increased. Smaller family size for the city could be attributed Jacksonville State University, in which the

traditional student body comprises a young population which have not started families. Also a significant drop in the city’s portion of 1 person households and a slight climb in 2-person could be due to an increase in recently married families, co-sharers, and senior residents who have already raised children. For more information consult Table H-4 *Household Size (Owner-occupied)* in Appendix C.

Housing Conditions

Housing Stock Age

Housing stock age is a good indicator of current housing conditions and needs. A general study of housing age can be used to assess probable housing conditions and needs for improvements within the community. Jacksonville's housing stock age is considerably new. In 2010, the substantial majority, approximately 62% of all city housing units were built post 1980, while Calhoun County reported 42%, Alabama 20%, and the US 30% in this age category. Furthermore, approximately 85% of Jacksonville homes were built post 1960 with Calhoun County reporting 73%, Alabama 50%, and the US 58%, indicating a substantially newer housing base for the city in comparison to the county, state, and nation. Figure H-5 illustrates housing stock age for Jacksonville, Calhoun County, Alabama, and the US from 1939 or earlier to 2005 or later based on 2007-2011 ACS data. Notice the considerably larger portion of city homes built post 1980 in comparison to the county, state, and nation and also the significantly larger portion of city homes built after 2000. This information could be



attributed to substantially higher population growth in Jacksonville from 2000 to 2010, as previously discussed in the population chapter, in which the city grew by 49% while the county at 5%, state (7%), and nation (9%) reported considerably less growth. For more information consult Table H-5 *Housing Stock Age* in Appendix C.

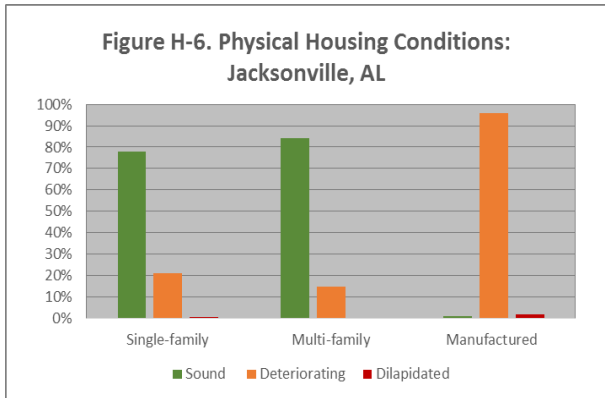
Physical Housing Conditions

Quality physical housing conditions play an important role in serving the general population and in attracting new people to the community. This section of the plan examines physical housing conditions for outside physical aesthetic appearance and structural stability. In 2013, EARPCD cartography staff conducted a field check of the city to inventory housing improvement needs (See Maps 4A and 4B: *Housing Conditions*) based on three pre-determined criteria: 1) sound condition, 2) deteriorating, 3) dilapidated. These criteria are described as follows:

- **Sound conditions**—units need no work, all painted areas are painted, roof is straight with no sags, good shingles or other roof material, gutters attached and in good functional shape, all siding or brick is intact and properly maintained. Windows have screens or storm windows. No rotten doors and windows in place, shingles in good condition. No rotten or missing shutters. All doors are in good shape. Foundations are full and not cracked or sagging.
- **Deteriorating conditions**—units may show one or many improvements needed. Roofs are sagging and/or curled with missing shingles, rotten or missing trim or siding, cracks in brick or foundation, piles of trash, unkempt yards, cluttered appearance. These units are wide ranging from almost sound condition to nearly dilapidated.

- Dilapidated—units are neglected and could be vacant, abandoned, or burned and not repaired. These units exhibit many obvious defects and have been deemed “unlivable” and not habitable under city code.

As of 2013, there were approximately 3,619 housing units in the City of Jacksonville, of which 3,084 (85%) were single-family, 409(11%) were multi-family, and 126 (3%) were manufactured. Results of the housing inventory, conducted by EARPCDC, showed that approximately 2,764 housing units (76% of the city’s housing stock) was in sound condition, 837 units (23%) were in deteriorating condition, and 18 (0.5%) were dilapidated. Manufactured housing showed some need for improvements with 121 units (96%) in deteriorating condition, however, these units only represent 3% of the total housing stock.

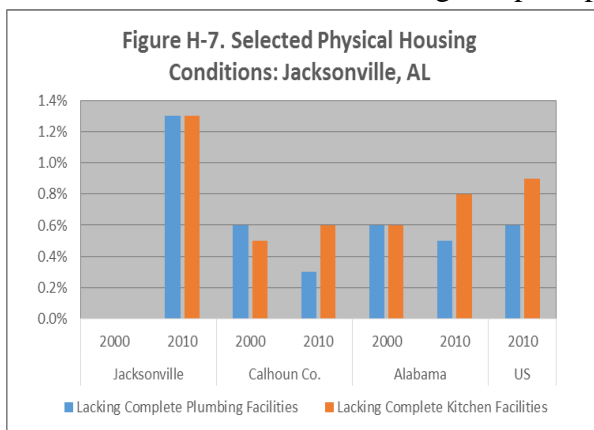


Single-family reported 651 deteriorating units accounting for 21% of single family homes and 18% of the total housing stock, representing the greatest need. Only 15 single family units were inventoried as dilapidated. Figure H-6 examines physical housing conditions for Jacksonville in 2013. Notice the substantial portion of single family and multi-family units in sound condition. This information indicates that Jacksonville’s housing stock is in reasonably good condition and no improvements would be needed in the near future. Good

housing conditions in the city could be attributed to new developments built after 1980, since new housing tends to show better condition than older homes. Based on the information provided, the city should not need to make significant housing improvements in the near future. For more information see Table H-6 *Physical Housing Conditions* in Appendix C.

Selected Physical Conditions

Quality selected physical housing conditions play an important role in serving the general population and in attracting new people to the community. Homes throughout the community need proper, complete, and reliable facilities such as plumbing and kitchen in order to sufficiently serve the resident population. Data pertaining to selected physical housing conditions was collected from the 2000 Census and the ACS 2007-2011 which examined units lacking complete plumbing facilities and units lacking complete kitchen



facilities.

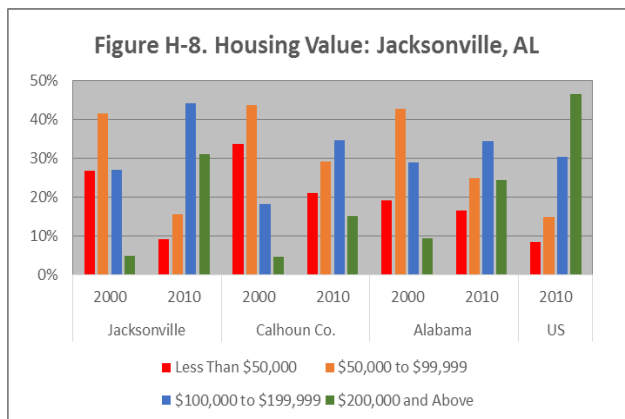
Jacksonville’s selected physical housing conditions reported somewhat different patterns from Calhoun County, Alabama, and the US. Between 2000 and 2010 the city increased in homes lacking complete plumbing and homes lacking complete kitchen facilities from 0 units to 59, accounting for 1.3% of the total housing stock in 2010, while the county decreased in homes lacking complete plumbing facilities by -49% and increased in housing units lacking complete kitchen facilities by 8%,

accounting for 0.3% lacking complete plumbing and 0.6% lacking complete kitchen utilities in 2010. Alabama also reported a slight decrease (-12%) in homes lacking complete plumbing facilities and a 42% increase in homes lacking complete kitchen utilities, accounting for 0.5% and 0.8%, respectively in 2010. The US reported 0.6% for plumbing and 0.9% for kitchen in 2010. Figure H-7 shows selected physical housing conditions for Jacksonville, Calhoun County, Alabama, and the US between 2000 and 2010. Notice that the city increased in homes lacking complete plumbing and in homes lacking complete kitchen facilities to a greater extent than the county, state, and nation and in 2010 reported slightly more homes lacking these conditions. This could be attributed to an increase in new housing development, as previously discussed, since many new homes could still be in need of complete utilities. For more information consult Table H-7 *Selected Physical Housing Conditions* in Appendix C.

Housing Value

Housing value is a critical element of a comprehensive housing study. Every community desires housing with high resale value and growing equity. The information provided focuses chiefly on housing value for owner-occupied housing, being the primary form of housing in the community. Jacksonville recognizes the need to promote and encourage quality housing development and has been active in preparing for such growth.

Jacksonville housing values ranked higher than average compared to Calhoun County and Alabama, but lower than the nation. From 2000 and 2010 the city increased in homes valued between \$100 K and \$199,999 by a significant 124%, while the county increased by 86% and the state 67% at this time. In 2000 approximately 31% of the city’s housing stock was valued at or higher than \$100 K then in 2010 values increased substantially reporting about 75% of homes valued at or over \$100 K, while the county



showed 49%, the state 58%, and the nation 76%, indicating that the city held considerably higher housing value than the county and state, and comparable value with the nation. However, the nation reported a substantially larger portion of homes valued above \$200 K at 46% than did the city at 31%. Jacksonville, between 2000 and 2010, also decreased in homes valued lower than \$100 K by a significant - 102% while the county decreased by -73% and the state increased by a slight 3%, further suggesting growth in housing value. Figure H-8 illustrates housing value for

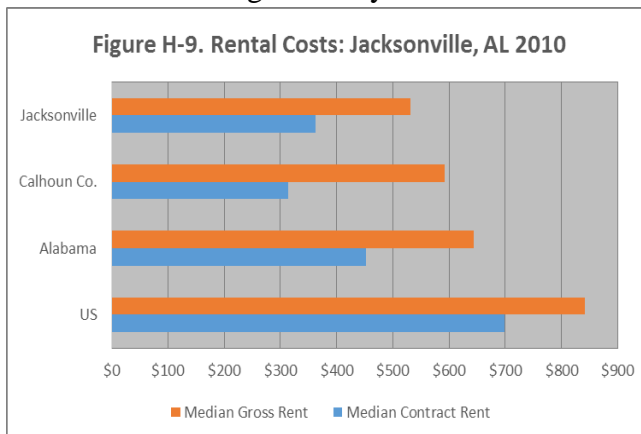
Jacksonville, Calhoun County, and Alabama from 2000 to 2010 and the US in 2010 for comparative purposes. Notice the substantial increase in the city’s portion of homes valued at \$100 K or higher in compared to the county and state. Also notice in the city the considerable decline in the portion of homes valued below \$100 K compared to the county and state. This information indicates that between 2000 and 2010 Jacksonville housing values grew and surpassed values in Calhoun County and Alabama and ranked comparable to the US, with the exception of homes valued in the highest price category at or above \$200 K.

Median housing value (MHV) examined for Jacksonville and compared to Calhoun County, Alabama, and the US further verified these findings. Between 2000 and 2010 Jacksonville MHV increased from \$79,200 to \$146,500 while Calhoun County showed a growth from \$65,700 to \$99,600. Alabama reported an increase from \$85,100 to \$120,800 while the US showed \$186,200 in 2010. Substantial increases in housing values and higher housing values for the city could be attributed to new housing development and good physical housing conditions as previously discussed. For more information consult Table H-8 *Housing Value* (Owner-occupied units) in Appendix C.

Housing Affordability

Jacksonville recognizes the need to establish and maintain housing, which is affordable and suitable to its residents. According to the Alabama Housing Finance Authority, the generally accepted affordability standard for housing cost is no more than 30 percent of household income. The city’s housing substantially satisfies this requirement. Housing affordability is examined through changes in contract rent, gross rent, and housing value. Contract rent is, as described in the 2010 Census, “The monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included”. Gross rent is also defined in the 2010 Census as, “The amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.)”.

Cost of living for Jacksonville in terms of rental costs has been considerably low. In 2010, median contract rent for the city was \$363 which was somewhat higher than the county at \$314 but lower than the state at \$452 and significantly lower than the nation at \$699. Median gross rent for the city at \$532 was



somewhat lower than the county at \$593 and significantly lower than the state at \$644 and nation reporting \$841. Figure H-9 shows median contract rent and median gross rent for Jacksonville, Calhoun County, Alabama, and the US in 2010. This information indicates that rental units in Jacksonville were comparable in cost to others Calhoun County, yet were substantially less expensive than units in other parts of the state and the nation, suggesting a lower cost of living. However, the next section examines affordability based on monthly owner and

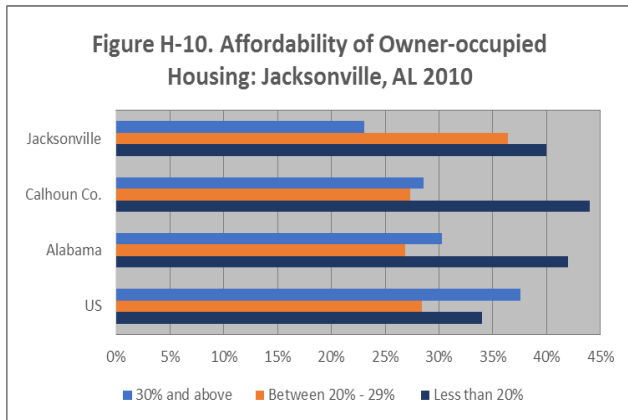
renter costs as a percentage of household income in order to determine the portion of household income spent on housing costs. For more information consult Table H-9 *Rent Costs* in Appendix C.

Affordability of Owner-occupied Housing

Affordability of owner-occupied housing is vitally important in maintaining housing occupancy and population growth within the community. The relative affordability of owner-occupied housing was determined by examining selected monthly owner costs as a percentage of household income. As a

common goal, communities should strive to make housing more affordable to their residents without sacrificing structural quality, working facilities, and aesthetic appeal.

Owner-occupied housing in Jacksonville has been relatively affordable. In 2010, approximately 40% of Jacksonville home-owners paid less than 20% of their income on housing costs, while Calhoun County reported 44% and Alabama 42%, and the US 34%. Approximately 36% of city homeowners spent between 20% and 30% of their income on housing, which ranked somewhat considerably higher than the county (27%), state (26%), and nation at 28%. Homeowners in Jacksonville paying less than 30% of their



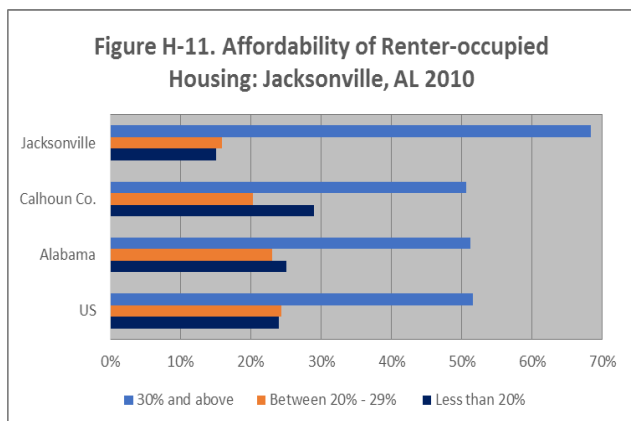
household income on housing costs, the affordability threshold, accounted for 76%, while Calhoun County showed 71%, Alabama 68%, and the US 62%, indicating somewhat more affordability in the city than in other places in the county, state, and nation. Figure H-10 displays selected monthly owner cost as a percentage of household income for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice the substantial portion of homeowners in the city spending less than 20% of their household income on housing costs and also the considerably larger portion

of city homeowners spending between 20% and 30% of their household income on housing costs compared to the county, state, and nation. This could be attributed to households earning higher incomes as previously mentioned in the economy chapter. For more information consult Table H-10 *Selected Monthly Owner Costs as a Percentage of Household Income* in Appendix C.

Affordability of Renter-occupied Housing

Renting has often been an attractive alternative to owning a home. Home ownership is generally more expensive and houses often require greater maintenance than apartments, town homes, or condominiums. Although home ownership, nationally, is much more popular and highly regarded, renter-occupied housing is needed to meet the needs of a diverse population, requiring a variety of housing choices.

Despite lower rates, as previously discussed, renting in Jacksonville has been a considerably less



affordable option compared to renting in Calhoun County, Alabama, and the US. In 2010, the substantial majority, approximately 68% of city renters spent 30% or more of their household income on rental costs, while the county reported 50% and the state and nation both 51%, indicating substantially less affordability for the city and more households exceeding the affordability threshold. Approximately 15% of renter households for the city spent less than 20% on housing costs while the county reported 29%, the state 25%, and the nation 24%, suggesting considerably more

affordability in other places outside the city. Figure H-11 illustrates gross rent as a percentage of household income for Jacksonville, Calhoun County, Alabama, and the US in 2010. Notice the substantially larger portion of city households spending 30% or more of their household income on rental costs compared to the county, state, and nation. Also notice the significantly smaller portion of city households spending less than 20% of their household income on rental costs in comparison. This information could be due to a significantly large portion of college students in the city who generally earn less income than the average family and occupy rental units as opposed to home ownership. For more information consult Table H-11 *Gross Rent as a Percentage of Household Income* in Appendix C.

Housing Affordability and Transportation Costs

In addition to determining affordability, based on housing costs as a percentage of household income, the City of Jacksonville acknowledges that other costs, such as transportation, play an important role in creating a more comprehensive understanding of affordability. This portion of the affordability section examines owner-occupied housing affordability and transportation costs combined in order to create a more accurate and clearer picture of affordability in Jacksonville.

In 2013 the US Department of Housing and Urban Development created a Location Affordability Portal in order to understand the combined cost of housing and transportation throughout the US. HUD recognizes that affordability constitutes many more factors than rent and mortgage and that transportation is, in general, the second most significant cost in the affordability equation. In many places in the US, particularly rural areas, transportation costs may equal or exceed housing costs. The goal of the Location Affordability Portal is to provide the public with reliable, user-friendly data and resources on combined housing and transportation costs to help consumers, policymakers, and developers make more informed decisions about where to live, work, and invest.

Geographically, LAP examines housing and transportation affordability information in Census designated block groups, each located within a particular census tract (See Map 3). Census tracts 21.01, 21.02, and 21.03 covers the substantial majority of Jacksonville's city limits, with some small areas extending into census tract 20 and census tract 18. Notice that the northeastern section of Jacksonville, in block group 1 of census tract 21.02, reported the highest combined cost with households spending approximately 65% of their income on housing and transportation costs while block group 1 of census tract 21.01 showed the lowest combined spending at 48%. Such low spending could be attributed convenient highway access to AL Hwy. 21 and to student housing at JSU, which occupies the majority of block group 1 of census tract 21.01. The highest spending in block group 1 of census tract 21.02, on the city outskirts, could be due to a lack of highway access and greater distance to commercial areas. One common trend in affordability is that households in rural areas located outside the city and more distant from commercial centers and major highway access tend to spend a larger portion of their income on transportation costs due to having to spend more money on fuel and vehicle maintenance, than households in more urban environments, closer to commercial areas. Notice on Map 3: *Housing Affordability Index*, which shows location affordability at the census block level, that the census blocks incorporating the more densely populated areas of the cities and towns in the region show lower affordability percentages thus indicating more affordability than the census blocks incorporating rural areas. This information indicates that although owner-occupied housing

costs in rural areas are generally affordable based solely on housing affordability as a percentage of household income, additional transportation costs involved raise affordability to levels higher than expected. Although there is currently no determined affordability threshold for combined housing and transportation costs, simply because transportation costs often comprise much more than commuting, any given household should probably consider that spending 63% or more of their household income on housing and transportation costs combined unaffordable.

Although there is currently no determined affordability threshold for combined housing and transportation costs, simply because transportation costs often comprise much more than commuting, any given household should probably consider that spending 60% or more of their household income on housing and transportation costs combined rate as unaffordable. As a planning consideration, Jacksonville should make plans and policies to enhance vehicular transportation and promote and encourage opportunities for alternative means of transportation, such as bicycling and walking, in order to improve efficiency and reduce costs to households.

Analytical Summary

The analytical summary provides a statistical review of the information discussed in each chapter and analyzes the data through a general assessment.

Units by Type

Single-family: Single family housing in 2000 was the dominant housing unit type in Jacksonville, accounting for approximately 59% of the city's housing stock and 56% in 2010. Calhoun County showed substantially more single-family units accounting for 70% of all units in 2000 and 71% in 2010 as did Alabama reporting 68% and 69%, respectively while the US reported 67% in 2010.

Multi-family: Jacksonville showed considerably more multi-family housing, at 32% in 2000 and 42% in 2010, than Calhoun County (11% and 13%, respectively) and Alabama (15% and 15%) and the US at 25% in 2010.

Manufactured: The city also reported proportionately less mobile home development than the county, state, and nation.

Assessment: Jacksonville reported significantly more multi-family housing than the county, state, and nation and less single-family and manufactured. This could be attributed to the college where students tend to prefer multi-family to single-family housing.

Tenure and Occupancy

Occupancy status: Between 2000 to 2010 Jacksonville increased in housing occupancy by 50%, while Calhoun County increased by 4% and Alabama by 8%, however the portion of occupied housing for the city at 91%, in 2010, reported only slightly higher occupancy than the county (88%), state (86%) and nation at 88%, indicating that although the city increased in occupancy at a substantially greater rate, occupancy status remained fairly stationary and on par.

Tenure: Tenure for the city reported significantly different status. Between 2000 and 2010 renter occupancy for Jacksonville increased by 66%, while Calhoun County and Alabama increased by 18% and 19%, respectively. In 2010 renter occupied housing in Jacksonville accounted for approximately 54% of all housing units, while Calhoun County showed 31%, Alabama 30%, and the US 34%, indicating a considerably larger portion of renter-occupied housing for the city, than in the county, state, and nation.

Assessment: Housing occupancy for the city ranked slightly higher than the county, state, and nation and renter-occupied housing accounted for the slight majority of city housing units, substantially outranking the county, state, and nation. Once again this could be attributed to a significant portion of college student housing.

Vacancy Status

In 2000 the majority (58%) of vacant units in Jacksonville were “for rent only” while Calhoun County reported 34% in this category, Alabama 28% and the US 27%. Then in 2010 the city showed almost half (48%) of vacant units as “rented or sold, not occupied” and “for rent only” units dropped to 2%. The most dominant vacancy uses for the county and state, in 2010 was “other vacant” comprising 43% and 33% respectively, while the most dominant vacancy use in the nation was “miscellaneous” at 31%.

In accordance with 2007-2011 ACS estimates Jacksonville’s homeowner vacancy rate of 0.0 indicates that the city does not meet housing demand for owner-occupancies, while the 10.6 rate for rental suggests that the city substantially exceeds demand for renters (HUD designated homeowner rate threshold is 1.5 while rental rate is 5).

Assessment: Jacksonville increased in vacant homes which were for sale or rent while the county and state reported more homes used for other vacant purposes and the nation showed more miscellaneous uses, indicating that rental homes became a considerably more popular housing choice for the city. Vacancy rates suggest that Jacksonville has an over-abundance of rental homes available, but does not meet demand for owner-occupied. The city should consider policies and plans to make more owner-occupied homes available and find means of filling available rentals.

Household Size

Between 2000 and 2010 Jacksonville showed a significant drop of -55% in 1-person households and another decline of -26% in 2-person households while Calhoun County reported a 7% and 4% increase, respectively and Alabama showed an 89% increase and 39% climb, respectively. In 2000 approximately 70% of the city’s households constituted 1 and 2 persons while the county at 61% and state at 59% reported somewhat less. However, in 2010, the city recorded a drop to 61% in the portion of 1 and 2 person households, particularly in 1-person households which declined from 34% to 23%, falling more closely in line with the county, state and nation.

Assessment: The city showed a substantial decline in 1-person households and somewhat less decrease in 2-person households. However, in 2010 the city reported a somewhat larger portion of 2-person households than the county, state, and nation, suggesting combination in the city.

Housing Stock Age

Housing built post 1980: In 2010, the substantial majority (62%) of all city housing units were built post 1980, while Calhoun County reported 42%, Alabama 20%, and the US 30% in this age category.

Housing built post 1960: Furthermore, approximately 85% of Jacksonville homes were built post 1960 with Calhoun County reporting 73%, Alabama 50%, and the US 58%, indicating a substantially newer housing base for the city in comparison to the county, state, and nation.

Assessment: In 2010 Jacksonville reported substantially newer housing than the county, state, and nation.

Physical Conditions

Results of the housing inventory, conducted by EARPDC, showed that approximately 2,764 housing units (76% of the city's housing stock) was in sound condition, 837 units (23%) were in deteriorating condition, and 18 (0.5%) were dilapidated. Manufactured housing showed some need for improvements with 121 units (96%) in deteriorating condition, however, these units only represent 3% of the total housing stock. Single-family reported 651 deteriorating units accounting for 21% of single family homes and 18% of the total housing stock, representing the greatest need. Only 15 single family units were inventoried as dilapidated.

Assessment: Based on the 2013 EARPDC housing inventory, the considerable majority of Jacksonville's housing stock was in sound condition.

Selected Physical Conditions

Between 2000 and 2010 the city increased in homes lacking complete plumbing and homes lacking complete kitchen facilities from 0 units to 59, accounting for 1.3% of the total housing stock in 2010, while the county decreased in homes lacking complete plumbing facilities by -49% and increased in housing units lacking complete kitchen facilities by 8%, accounting for 0.3% lacking complete plumbing and 0.6% lacking complete kitchen utilities in 2010. Alabama also reported a slight decrease (-12%) in homes lacking complete plumbing facilities and a 42% increase in homes lacking complete kitchen utilities, accounting for 0.5% and 0.8%, respectively in 2010. The US reported 0.6% for plumbing and 0.9% for kitchen in 2010.

Assessment: In 2010 Jacksonville reported a slightly larger portion of homes lacking complete plumbing and kitchen facilities than Calhoun County, Alabama, and the US, however, this could be attributed to an increase in new housing development since many new homes could still be in need of complete utilities.

Housing Value

Housing value \$100 K and higher: In 2000 approximately 31% of the city's housing stock was valued at or higher than \$100 K then in 2010 values increased substantially reporting about 75% of homes valued at or over \$100 K, while the county showed 49%, the state 58%, and the nation 76%, indicating that the city held considerably higher housing value than the county and state, and comparable value with the nation.

Median Housing Value: Between 2000 and 2010 Jacksonville MHV increased from \$79,200 to \$146,500 while Calhoun County showed a growth from \$65,700 to \$99,600. Alabama reported an increase from \$85,100 to \$120,800 while the US showed \$186,200 in 2010.

Assessment: Jacksonville housing value substantially surpassed Calhoun County and Alabama, yet ranked considerably lower than the US.

Housing Affordability

In 2010, median contract rent for the city was \$363 which was somewhat higher than the county at \$314 but lower than the state at \$452 and significantly lower than the nation at \$699. Median gross rent for the

city at \$532 was somewhat lower than the county at \$593 and significantly lower than the state at \$644 and nation reporting \$841.

Assessment: Rental costs in the city ranked somewhat comparable to the county, somewhat higher in the state, and considerably higher in the nation.

Affordability of Owner-occupied Housing

In 2010, approximately 40% of Jacksonville home-owners paid less than 20% of their income on housing costs, while Calhoun County reported 44% and Alabama 42%, and the US 34%. Approximately 36% of city homeowners spent between 20% and 30% of their income on housing, which ranked somewhat considerably higher than the county (27%), state (26%), and nation at 28%. Homeowners in Jacksonville paying less than 30% of their household income on housing costs, the affordability threshold, accounted for 76%, while Calhoun County showed 71%, Alabama 68%, and the US 62%, indicating somewhat more affordability in the city than in other places in the county, state, and nation.

Assessment: In 2010 Jacksonville owner-occupied housing was substantially affordable with the considerable majority (76%) of home owners spending less than 30% of their household income on housing costs.

Affordability of Renter-occupied Housing

In 2010, the substantial majority, approximately 68% of city renters spent 30% or more of their household income on rental costs, while the county reported 50% and the state and nation both 51%, indicating substantially less affordability for the city and more households exceeding the affordability threshold. Approximately 15% of renter households for the city spent less than 20% on housing costs while the county reported 29%, the state 25%, and the nation 24%, suggesting considerably more affordability in other places outside the city.

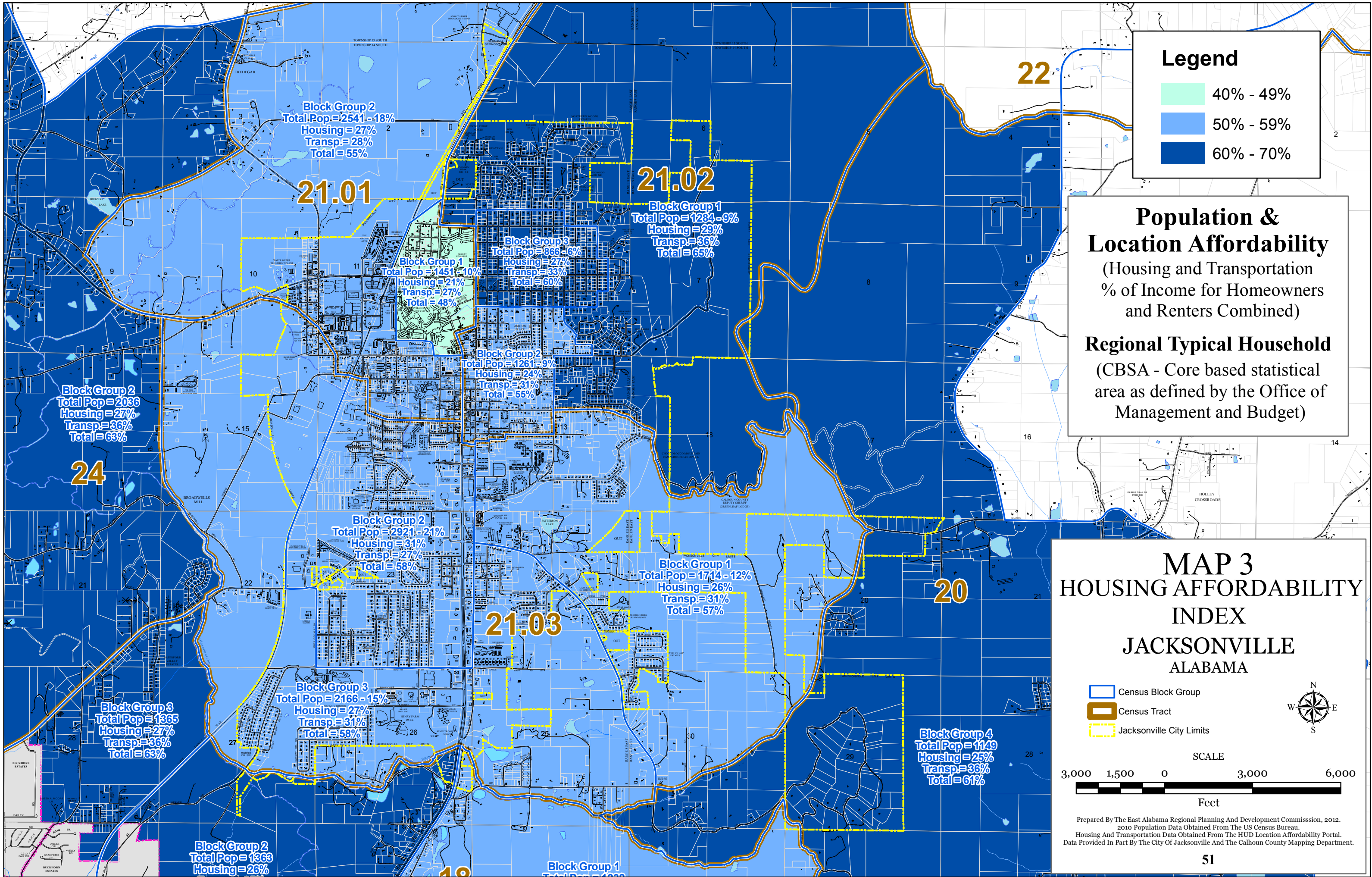
Assessment: In 2010 Jacksonville renter-occupied housing was substantially less affordable with the considerable majority (68%) of renters spending more than 30% of their household income on housing costs.

Housing and Transportation Affordability Combined

According to the Jacksonville Location Affordability Map most of the city's census blocks show that transportation costs, as a percentage of household income, was similar to housing costs and in a few blocks slightly exceeded housing costs. In slightly over half the blocks the cost of transportation and housing combined equated to 60% or more of the median household income.

Although there is currently no determined affordability threshold for combined housing and transportation costs, simply because transportation costs often comprise much more than commuting, any given household should probably consider that spending 60% or more of their household income on housing and transportation costs combined rate as unaffordable. As a planning consideration, Jacksonville should make plans and policies to enhance vehicular transportation and promote and encourage opportunities for

alternative means of transportation, such as bicycling and walking, in order to improve efficiency and reduce costs to households.



Legend

- 40% - 49%
- 50% - 59%
- 60% - 70%

Population & Location Affordability
 (Housing and Transportation % of Income for Homeowners and Renters Combined)

Regional Typical Household
 (CBSA - Core based statistical area as defined by the Office of Management and Budget)

MAP 3
HOUSING AFFORDABILITY INDEX
JACKSONVILLE
ALABAMA

Census Block Group
 Census Tract
 Jacksonville City Limits

SCALE
 3,000 1,500 0 3,000 6,000
 Feet

Prepared By The East Alabama Regional Planning And Development Commission, 2012.
 2010 Population Data Obtained From The US Census Bureau.
 Housing And Transportation Data Obtained From The HUD Location Affordability Portal.
 Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

51

Block Group 2
 Total Pop = 2541 - 18%
 Housing = 27%
 Transp = 28%
 Total = 55%

21.01

21.02

Block Group 1
 Total Pop = 1284 - 9%
 Housing = 29%
 Transp = 36%
 Total = 65%

Block Group 1
 Total Pop = 1451 - 10%
 Housing = 21%
 Transp = 27%
 Total = 48%

Block Group 3
 Total Pop = 866 - 6%
 Housing = 27%
 Transp = 33%
 Total = 60%

Block Group 2
 Total Pop = 1261 - 9%
 Housing = 24%
 Transp = 31%
 Total = 55%

Block Group 2
 Total Pop = 2036
 Housing = 27%
 Transp = 36%
 Total = 63%

24

Block Group 2
 Total Pop = 2921 - 21%
 Housing = 31%
 Transp = 27%
 Total = 58%

21.03

Block Group 1
 Total Pop = 1714 - 12%
 Housing = 26%
 Transp = 31%
 Total = 57%

20

Block Group 3
 Total Pop = 1365
 Housing = 27%
 Transp = 36%
 Total = 63%

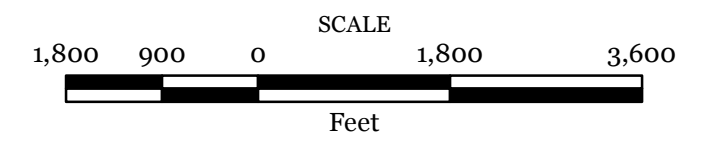
Block Group 3
 Total Pop = 2166 - 15%
 Housing = 27%
 Transp = 31%
 Total = 58%

Block Group 4
 Total Pop = 1149
 Housing = 25%
 Transp = 36%
 Total = 61%

Block Group 2
 Total Pop = 1333
 Housing = 26%

Block Group 1
 Total Pop = 1399

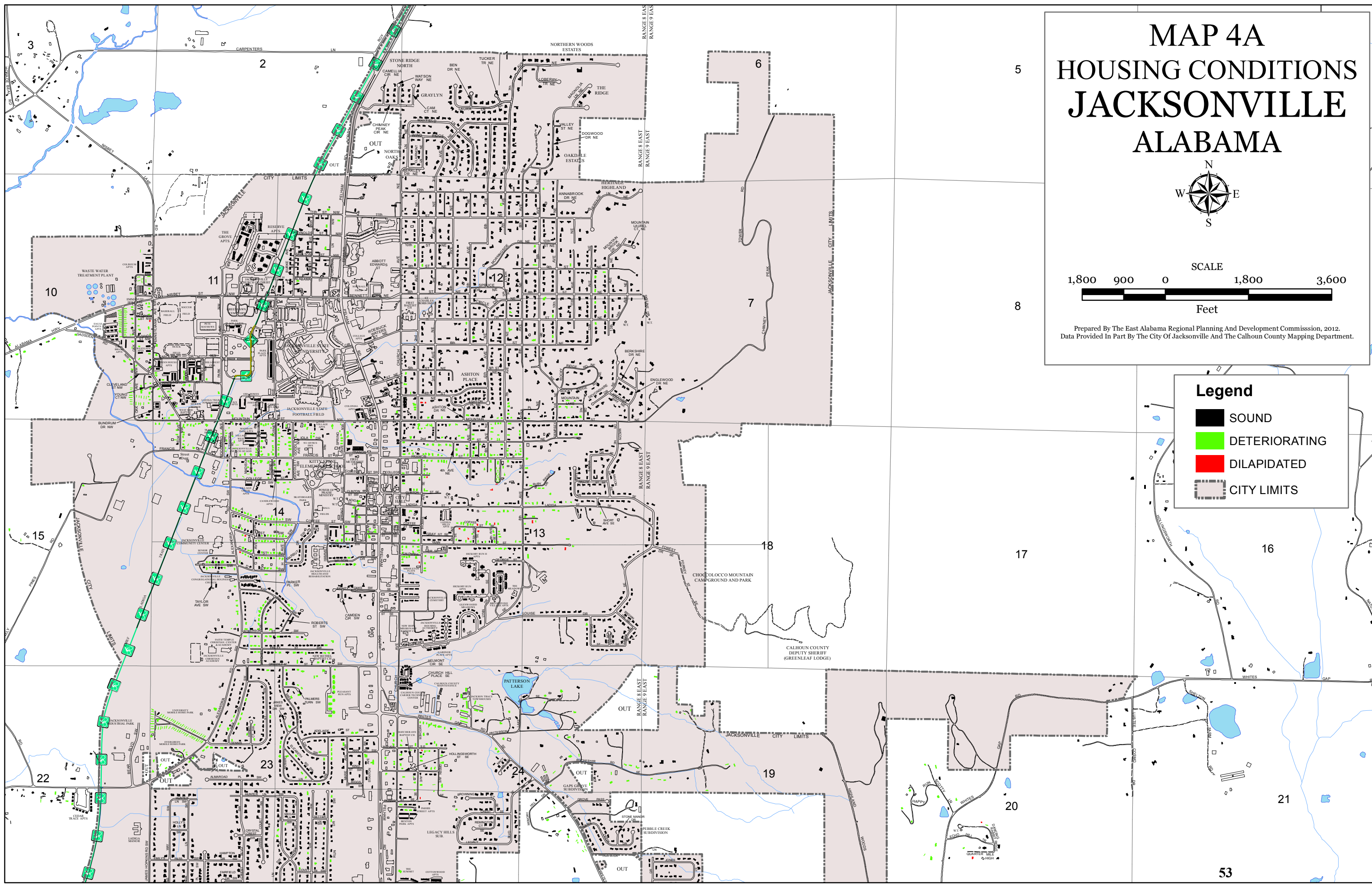
MAP 4A HOUSING CONDITIONS JACKSONVILLE ALABAMA



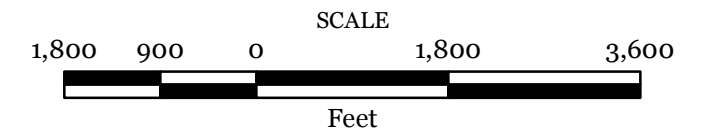
Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

Legend

- SOUND
- DETERIORATING
- DILAPIDATED
- CITY LIMITS



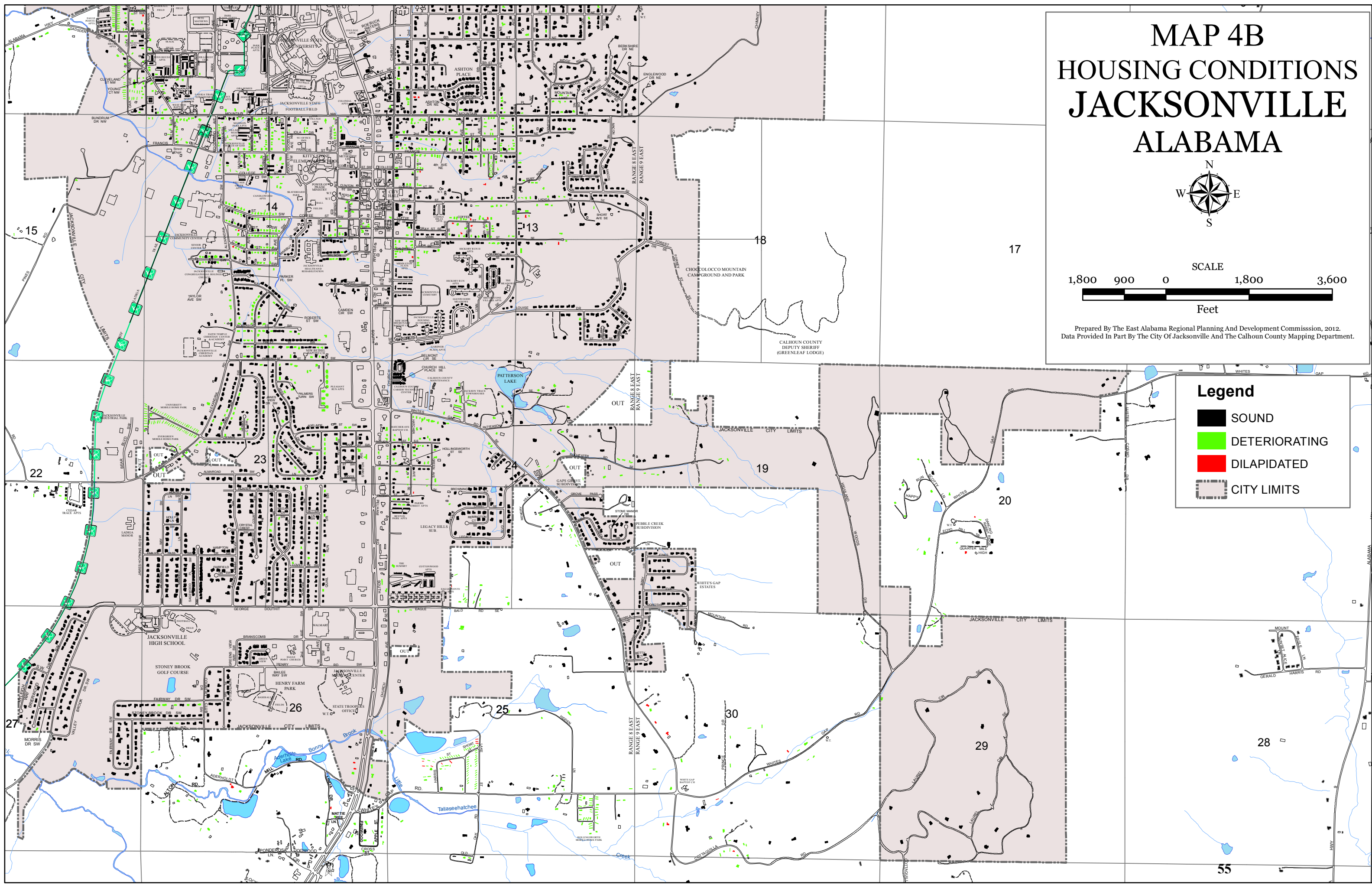
MAP 4B HOUSING CONDITIONS JACKSONVILLE ALABAMA



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

Legend

- SOUND
- DETERIORATING
- DILAPIDATED
- CITY LIMITS



CHAPTER V: COMMUNITY FACILITIES

Community facilities are crucial to the planning effort, affecting growth and development throughout the city. Accessibility to community facilities and the extent to which they serve the community has direct influence on land use patterns and development trends within the city. Properties with direct access to utilities such as municipal water, sewer, and gas can develop at reduced costs and safely support greater developments than properties in more remote and unserviceable areas. Also, a city creates additional opportunities for growth and development by upgrading and extending their services to other areas of the city. Community facilities must have plans for conducting continued maintenance while ensuring quality service, meeting the needs of a diverse and changing population. A total of twelve community facilities have been identified and discussed in this chapter. These include: city administration, law enforcement, fire and rescue, education, public library, housing authority, parks and recreation, senior citizen facilities and programs, medical facilities and healthcare services, street and sanitation, wastewater treatment plant, and utilities such as water, sewer, and gas.

The purpose of this chapter is to inventory existing community facilities and services, assess their capacity to serve existing and future needs, and suggest improvements and expansions for meeting these needs. In order to determine current community facility goals and needs, surveys were distributed to facility and department leaders and collected by the Jacksonville Planning Department. This chapter reviews these findings in context and as a needs summation in the analytical summary at the end of the chapter.

City Administration

City administration for the City of Jacksonville oversees the daily tasks and functions needed to operate and maintain city owned public facilities and services throughout the community. Offices located in Jacksonville City Hall include the Mayor's Office, City Clerk's Office, City Building Department, Planning Department, Human Resources, Municipal Court, and Water Works, and Gas and Sewer Office. City Hall is also used for City Council meetings, Municipal Court, and various other meetings. Currently, the City Administration Building is in need of additional office space in order to more adequately meet administration needs. City administration oversees and maintains City Council, Planning Commission, Zoning Board of Adjustment and Appeals, Library Board, and Civil Service Board. All other boards, commission, councils, committees, or authorities subsequently listed are owned and operated by their respective entities.



Figure CF-1. Jacksonville City Hall, 2016.

City Council

Jacksonville's city government consists of five council members and the Mayor. Elected officials serve 4-year terms, elected at the same time and running consecutively. In addition to determining the city budget, City Council also makes decisions regarding city departments. An Ordinance or Resolution must have the Mayor's signature to be adopted. Should the Mayor decide not to sign an Ordinance or Resolution the council may still adopt it with a second vote. The role of the City Clerk is to arrange the council's agenda for meeting, determine rules of order, keep records of meetings, and sit in on budget meetings. Council meetings are conducted in City Hall on the second and fourth Monday of each month at 6:00pm for work sessions and at 7:00pm for council meeting.

Planning Commission

Jacksonville's Planning Commission primary directive is to serve the community by promoting and guiding development in accordance with city policy and plans. The commission gives final approval or denial of subdivision plats and other development plans and makes recommendations for rezoning to city council. Commission representation consists of nine (9) members, six (6) of which are appointed by the Mayor and approved by City Council, one (1) Council member ex-officio, one (1) Administrative ex-officio, and the Mayor or the Mayor's designee. Terms are served in staggered one to six year duration for the six members appointed by the Mayor while the Mayor, Council member, and Administrative official serve during the Mayor's tenure. In addition, the Planning Commission may elect members currently serving within the Commission as Chairman (to serve for 1 year), Chairman Pro-tempore (1 year), and Secretary (to serve at the pleasure of the Commission). Meetings are held on the Thursday following the 3rd Tuesday of each month at City Hall.

Board of Adjustment and Appeals

The purpose of the Jacksonville Board of Adjustment and Appeals is to hear appeals from decisions of municipal, administrative officials relating to the application of municipal zoning regulations, to grant or deny variances and special exception uses permitted on appeal. Member composition includes five (5) members plus two (2) supernumerary members who serve on call of the chairman in the absence of regular members. Appointments are made by City Council unless the Council delegates the authority to the Mayor. Members are required to serve three years, staggered.

Civil Service Board

The Civil Service Board for the City of Jacksonville strives to maintain order and justice within the civil workforce. The Board consists of five (5) members appointed by the Senator and Representative representing Jacksonville each to serve a six (6) year term. Board meetings are conducted on the first Monday every month in the Civil Service Office. Functions of the Board can be found on the City of Jacksonville website.

Industrial Development Board

The primary directive of the Jacksonville Industrial Development Board is to recruit new industries. Board members must be qualified electors and taxpayers of the municipality. Members are appointed by City Council to serve six-year staggered terms. Should a local Chamber of Commerce exist at the time of election members must be chosen from the Chamber, unless deemed unsuitable or unavailable. No board member may be a member of the municipal governing body or of the county, or state, or a city employee. A minimum of seven members is required. The Board meets on the third Wednesday of each month in City Hall.

Tree Commission

The Jacksonville Tree Commission provides regular periodic meetings to discuss tree and shrubbery planting and maintenance throughout the city. A total of seven (7) members are appointed by City Council to serve four (4) year staggered terms.

Water Works, Gas and Sewer Board

The Water Works, Gas, and Sewer Board holds the authority to operate municipal water, sewer, and gas systems for the city. Board membership consists of three to seven members each serving six year staggered terms. If the Board maintains three members then two may serve on a municipal governing body, and should the Board hold five to seven members then three may serve on a governing body. Meetings are conducted on the third Monday of each month at City Hall.

Calhoun Cleburne Mental Health Board

The vision of the Calhoun Cleburne Mental Health Board is to provide quality mental health treatment “To Those in Need, By Those Who Care”. The mission of the Board is to ameliorate and prevent mental illness, substance abuse, and mental retardation, which it strives to accomplish by providing a comprehensive range of accessible and coordinated mental health services to residents of Calhoun and Cleburne Counties. The Board consists of three members appointed to serve six (6) year terms. Meetings are held on the third Tuesday at the Mental Health Center on a quarterly basis.

Regional Medical Center Jacksonville

The continuing mission of Regional Medical Center Jacksonville is to serve the community by combining medical and technological resources of a regional center for healthcare with the warm, friendly and personal touch of a caring and compassionate staff. A total of two (2) board members are appointed by City Council to serve five (5) year terms with meetings conducted on the third Monday of each month.

Library Board

The purpose of the Library Board of the City of Jacksonville is to operate public libraries. A total of five (5) members are appointed by City Council to serve four-year staggered terms. The Library Board meets the third Wednesday of each month, except in August, in the Jacksonville Public Library.

Jacksonville Board of Education

The City of Jacksonville Board of Education strives to sustain a community of learners where excellence is the standard and to produce graduates of superior academic and social development. This goal is accomplished through the delivery of an effective and innovative curriculum, administered by a caring staff, in an environment that fosters self-confidence, high expectations, and responsible citizenship. The Jacksonville Board of Education comprises five (5) elected members, each serving four-year staggered terms. Board meetings are held every third Monday of each month.

Senior Citizens Board

The Senior Citizens Board is designed to serve the residents of Jacksonville age 55 and older, keeping seniors active and involved in the community. The Board is comprised of a minimum of seven (7) members with annually reviewed terms. Meetings are held the second Tuesday in the months of January, April, July, and October.

Jacksonville Bicycle Advisory Committee

The Jacksonville Bicycle Advisory Committee works to make Jacksonville bicycle friendly through volunteer efforts. The Committee comprises seven (7) members serving a one (1) year term. Meetings are held the third Tuesday of the month, every two months.

Jacksonville Arts Council

The purpose of the Jacksonville Arts Council is to aid, encourage, advise, and correlate activities to promote the cultural arts of Jacksonville and neighboring communities served by the City of Jacksonville. The Council consists of seven (7) appointed members with as many as fifteen auxiliary members selected and invited by the executive board to represent various segments of the community. Each member serves a three (3) year staggered term. Meetings are held as needed.

Jacksonville Housing Authority

The mission of the Jacksonville Housing Authority is to provide safe, decent, sanitary housing for low income families. The Housing Authority Board comprises five (5) members each serving five (5) year

staggered terms. Meetings are conducted the second Wednesday every other month in the Housing Authority building.

Jacksonville Rental Housing Committee

The purpose of the Jacksonville Rental Housing Committee is to maintain and protect the common interests of rental property tenants and owners throughout the city. The Committee is composed of five (5) members serving three (3) year staggered terms. Meetings are conducted as needed.

Jacksonville City Administration Needs

Jacksonville City Administration identified three items needed to provide better services to the community. These include the following:

1. Create better bicycle and pedestrian access. The city should provide more bicycle lanes and sidewalks.
2. Provide more city parks throughout the city along with funding and volunteers to provide development and maintenance.
3. Provide more cleanup and infrastructure maintenance—which could be accomplished through work release programs.

Public Safety

Law Enforcement

Jacksonville's Police Department was founded in 1834 with the continuing mission to protect and serve the citizens of Jacksonville and the State of Alabama. Department staff currently consists of 25 full-time officers, 7 dispatchers, a Records Clerk, a Jailer, a Police Chief, and an Assistant Police Chief. The current ratio of residents to officers is approximately 834 to 1. According to the professional opinion of the Police Chief, a more adequate and attainable ratio of 500 to 1 is needed to better serve and protect the community.

Emergency calls are handled through the Central Public Dispatch Center which responds to E-911 and other telephones and then dispatches emergency units through the department computer aided dispatch system and received by vehicles. Police vehicles can also access State, National, and Local information through computers located in the vehicles. As a goal for the city, the department's in car and office computers need replacing as well as radio upgrades. The city's police jurisdiction covers approximately 82.36 square miles and may extend as much as three miles outside the city limits, however, due to jurisdiction overlap with neighboring communities certain areas have been negotiated. At present there are no plans to expand the police jurisdiction.

The Jacksonville Police Department currently owns and maintains the following vehicles:

1-1997 Ford, 1-2003 Ford, 1-2006 Ford, 1-2008 Chevy, 1-2009 Ford, 2-2010 Fords, 1-2010 Ford Truck, 2-2011 Fords, 2-2012 Dodges, 2-2013 Dodges, 2-2014 Dodges, 2-2015 Dodges, 2-2016 Ford IUs, 2-1033 program Humvees. Provided proper funding support, the department plans to purchase two new vehicles each year, however, more new vehicles would better serve department needs.

Programs in which the police department is involved include the following:

- Calhoun/Cleburne County Drug and Violent Crime Taskforce—was established in 1988 to respond to illegal drug distribution and violent crimes in Calhoun and Cleburne Counties. The Taskforce relies on assistance and tip information from residents concerning illegal drug dealers in their neighborhoods as well as information on violent crimes. Since drug distribution and violent crimes tend to move across jurisdictional borders the Taskforce seeks assistance and cooperation from numerous communities and neighborhoods in the dual county area.
- Operation Save Teens—is an educational faith-based program designed to inform preteens, teens, parents, teachers, school administrators, and law enforcement officials on the dangers associated with the illicit use of drugs and alcohol. The department believes that law enforcement and the public need to work together in order to resolve drug problems and crimes related to drugs. Education is the first important step in this process. Currently the program has conducted over 50 school presentations, 22 church presentations, plus 7 major town meetings which have reached over 28,000 teenagers and parents in Calhoun County and the surrounding area.
- School Resource Officer (SRO)—is a program designed with the main goal to prevent delinquency by promoting relations between youth and law enforcement. This is accomplished through law enforcement, education, and counseling. SROs teach law related education and other relevant topics as well as counsel students on various concerns, provide a safe and secure campus and are involved in the student’s lives as a positive role model.

The Jacksonville Police Department identified three items needed to provide better services to the community, which include the following:

1. Recruit and train more officers
2. Update facilities
3. Purchase new vehicles and equipment such as updated in-car and office radios and computers

Note: The police department is adding more officers and building new facilities. Also in the past few years the department has purchased new vehicles.

Fire and Rescue

The Jacksonville Fire Department is committed to provide excellence in delivery of fire, emergency medical, and rescue services to our community. The department will achieve this through competence, courage, and compassion. Services provided by the department, in addition to fire suppression, includes fire prevention and public education (through Fire Prevention Courses in schools and Campus Fire Safety Programs at JSU), advanced life support – EMS transport, hazardous materials response, technical rescue (confined space, structural collapse, trench and high angle), extrication, and training. Department staff comprises 25 full-time firefighters, 14 part-time, and 20 volunteer. At present 16 firefighters have completed paramedic training and 4 have started. Based on professional viewpoint the department does not sustain enough personnel to adequately serve the city’s resident population and needs 14 full-time

personnel on duty at all times to handle call volumes and patterns and to staff enough positions needed for response.

Emergency calls are handled through E-911 where it is dispatched to the appropriate units. The fire department jurisdiction encompasses 8.3 square miles of city limits and 38 square miles of unincorporated, along with 150 square miles of EMS coverage.

Current vehicles used by the Jacksonville Fire Department include 2-fire engines, 1-truck, 1-brush/wildland, 3-advanced life support transport units, 3-staffed cars, 1-technical rescue (Calhoun County MRT). In addition, the department is planning the following vehicle upgrades:

- FY 2013—new fire engine
- FY 2014-2016—replace 1 ambulance

Funding for vehicle upgrades is provided by the Fire Tax and General Fund.

Fire protection and prevention efficiency and effectiveness is based on criteria, classified into a rating system, developed by the International Standards Organization's (ISO) Public Protection Classification Program (PPCP). This rating system ranks approximately 44,000 fire department jurisdictions across the country on a scale of 1 to 10. A rating of 1 signifies exemplary fire protection while a 10 indicates that the department does not meet minimum ISO standards and stronger measures must be taken. Criteria are based on three major evaluated categories which include:

- Fire alarms—communications center, telephone service, emergency listings in phone book, and dispatch circuits,
- Fire department—type and extent of fire personnel training, number of people in training, emergency response time, maintenance and testing of fire-fighting equipment,
- Water supply—available water supply exceeding daily consumption, components of water supply system such as pumps, storage, and filtration, water flow rate, fire hydrant condition, maintenance, and distribution.

These ISO measures, through the PPCP, give communities an objective approach in evaluating fire suppression services by establishing country-wide standards that help its departments plan and budget for facilities, equipment, training, water infrastructure, and emergency communication. In addition to mitigating fire damage and loss of lives, an improved ISO rating benefits communities through reduced insurance premiums to home owners and businesses, saving of taxpayer dollars, and in enhancing an overall prestige component to the community and its fire department.

Jacksonville's Fire Department ISO rating was Class 3/3X with Class 3 rating for all homes within 5 road miles of the station and 1,000 ft. from a fire hydrant and Class 3 rating for homes within 5 road miles of the station but more than 1,000 ft. from a fire hydrant. This rating for the department indicates above average and adequate service for homes within 1,000 ft. of a fire hydrant and for homes more than 1,000 ft. from a hydrant. Factors involved in this rating included response protocols, water system, and dispatch in the rural area. However, the department could improve its ISO rating by implementing a fire station realignment to provide reduced response times, which is currently in progress.

Jacksonville’s Fire Department identified three items needed to provide better services to the community. These include the following:

1. Implementation of fire station re-alignment would enhance response times and provide better fire protection. The fire department plans to construct a new fire station on the south end of the coverage area along with a plan to later build another station on the north end and eliminate the current station altogether (See Community Facilities Map for locations).
2. Increased staffing would allow the department to better handle calls, operate and maintain vehicles and equipment, and manage the station.
3. Build a training facility. This would help the department prepare fire fighters for situations involving live fire, technical rescue, and others in a controlled environment.

Educational Facilities

Educational facilities play a major role in community development by preparing and training individuals and youth for the competitive workforce and life-long learning. Jacksonville provides five schools—Kitty Stone Elementary School, Jacksonville High School, Jacksonville Christian Academy, Jacksonville State University, and Calhoun County Career Academy.

The mission of the City of Jacksonville Board of Education is to provide a community of learners where excellence is the standard, produce graduates of superior academic and social development through the delivery of an effective and innovative curriculum by a caring staff in an environment that fosters self-confidence, high expectations, and responsible citizenship. Table CF-1 displays educational facilities and resources for Jacksonville in 2013.

Table CF-1. Educational Facilities: Jacksonville, AL 2013								
School	Teachers Available		# Students	# Classrooms	Programs			
	Full	Part			Band room	Gym	Library	Comp. Lab
Jacksonville High School	44	4	698	52	1	2	0	3
Jacksonville Christian Academy	17	0	164	18	0	1	1	1

Source: Jacksonville Community Facilities Survey, 2013.

Jacksonville High School

Jacksonville High School was established in 1919 as the Jacksonville Laboratory High School with the mission to provide appropriate learning opportunities that promote high academic, physical, and ethical growth of students enabling them to become productive citizens in an ever-changing society. Jacksonville High School is accredited with the Alabama Department of Education.

School staff currently consists of 44 full time teachers and 4 part time, serving 698 enrolled students. The present ratio of students to teachers is 21 to 1, which has been deemed inadequate to meet educational needs. However, local funding has enabled the school to employ more teachers.

Extracurricular programs offered by Jacksonville High School include Band, Choir, FBLA, FFA, Focus Group, Jazz Band, and Spanish Club while sports activities consist of Cross County, Football—both Junior High and Varsity, Volleyball—Junior High, Junior Varsity, and Varsity, Basketball—Junior High and Varsity, Baseball—Junior High, JV, and Varsity, Golf, Soccer, Softball—JV and Varsity, Tennis, and Track.

At present there are no plans to renovate or expand Jacksonville High School facilities.

In order to provide better services to the community Jacksonville High School seeks to add more electives to its curriculum such as visual arts, foreign languages, and Science, Technology, Engineering, Arts, and Math (STEAM) opportunities



Figure CF-2. Jacksonville High School, 2016.

Jacksonville Christian Academy

Jacksonville Christian Academy, also known as Faith Temple Christian Academy, was established in 1980 with dedication to academic excellence in a Christian environment. Academy founders developed high scholastic standards with a well-balanced program of traditional courses and extra-curricular activities. The Academy is accredited by the International Christian Accrediting Association (ICAA), Southern Association of Colleges and Schools (SACS), Commission of International and Trans-regional Accreditation (CITA) and the National Council for Private Schools Association (NCPSA). JCA is also a candidate for membership in the American Christian School Institute (ACSI) and is a state registered school.

School staff consists of 17 full-time teachers currently serving 164 students with a student/teacher ratio of 12 to 1, which is deemed adequate in meeting educational needs. Academy facilities include 18 classrooms, a computer lab, gym, library, weight room, sanctuary/auditorium, football field, and lunch room.

Programs offered by the Academy include National Honor Society and a variety of athletic activities such as Football, Volleyball, Basketball, Baseball, Softball, and Cheerleading.

Calhoun County Career Academy

The Calhoun County Career Academy was founded with the mission to “prepare students for success in the workplace, in further studies, and in life”. The goal of the Academy is to have every student college and career ready. The Academy serves all 15 county schools in Calhoun County with a wide array of programs to meet student interests and goals in life. Programs offered by the Academy include: Automotive Technology, Collision Repair, Cooperative Education, Cosmetology, Culinary Arts, Early Childhood Education, Gifted Enrichment, Health Sciences, Precision Machining, and Welding Technology. All career technical programs in Calhoun County are Business Industry Certified (BIC)

which entails meeting rigorous standards evaluated in lesson plans, community, business and industry involvement, and job placement and equipment that mirrors actual job conditions.

In addition to program facilities the Academy provides an Access Lab where students can make up credits as well as a BYOD (Bring Your Own Device) allowance to support class assignments.

Academy staff presently consists of 21 employees, which includes 10 Career/Technical Instructors, 4 Gifted Teachers, a Resource Instructor, Guidance Counselor, Secretary, Bookkeeper, 2 Custodians, and Director. The student/teacher ratio is approximately 35 to 1, which is deemed adequate in meeting education needs. The Academy serves approximately 500 gifted education students and 350 career and technical students as well as alternative school students varying in numbers.

There are currently no plans for facility replacement, renovation, or expansion since recent upgrades in 2012 when Building #2 had a new roof installed and all heating and cooling units replaced therein.

The Calhoun County Career Academy identified three items needed to provide better educational services to the community, which include:

1. Update all equipment to meet business and industry requirements.
2. Train all school personnel in Project Based Learning in order to train students how to problem solve and work in teams.
3. Evaluate every program based on the workforce needs of Workforce Development Region V.

Jacksonville State University

Jacksonville State University was originally founded in 1836 as Jacksonville Academy, with a small schoolhouse on one acre of land. Then in 1882-83 the Alabama Legislature created a state normal school, establishing Jacksonville State Normal School, acquiring the facilities and equipment of Calhoun College, a two-story brick building situated on twelve acres of land. Jacksonville State Normal School was later renamed in 1930 to Jacksonville State Teachers College in order to reflect a higher education role. Then in 1957 the institution name was changed again to Jacksonville State College when the first graduate program—a master’s degree in elementary education was created. In August 1966 the State Board of Education was authorized to elevate the college to university status, finally establishing Jacksonville State University. Today JSU has grown and developed into the premiere educational institution in the East Alabama Region, maintaining a 459 acre campus with 59 buildings in multiple locations and enrolling approximately 8,693 students (7,588 undergraduate and 1,072 graduate) and 319 full-time teachers and 178 part-time. JSU offers 40 academic programs in business,



Figure CF-3. Bibb-Graves Hall, JSU 2016.

education, engineering and technology, nursing, social work, drama, art, music, computer science, family and consumer science, and communication organized in four colleges of study—Arts and Sciences, Education and Professional Studies, Commerce and Business Administration, and Nursing, as well a graduate program. JSU Business School was recently ranked within the nation’s top tenth percentile by the Princeton Review. In addition, JSU plans to provide a Bachelor of Science Degree in Applied Forensic Investigation. The University also manages numerous sports programs in Football, Volleyball, Basketball, Cross country, Baseball, Softball, Soccer, Tennis, Golf, Track and Field, and Rifle.

Graduation and transfer-out rates for students who began their studies at JSU in the fall of 2006 account for 29%. However, students who have already attended another postsecondary institution or who began their studies on a part-time basis are not tracked for this rate, which means the rate could be considerably higher. JSU graduates experience high employment rates with nursing students reporting greater than 90% employment and teaching students showing 76% within the year of graduation. Increased collaboration with academic programs and businesses should lead to even greater opportunities for graduates.

According to the JSU Facilities Master Plan and the Capital Projects Schedule, as reported to the State of Alabama for Jacksonville State University, the only major project for FY 2014-2015 is the upgrade to Pete Matthews Coliseum, which includes improvements to heating, ventilation, and air conditioning, using approximately \$2 million in funding. Other various projects around campus include roof repairs, HVAC improvement, parking lot resurfacing, and elevator replacement totaling \$11,750,000. There are no planned expansions at the University for FY 2014-2015, however, JSU plans to build a new performance facility for the David Walters Department of Music with an estimated \$15 million in funding over the next five years.

The vision of Jacksonville State University is to strive for continuous improvement as a learning-centered community committed to developing the ability to think critically, solve problems creatively and collaboratively, and communicate effectively. As its mission JSU strives to provide distinctive educational, cultural, and social experiences for a diverse student population. As a learning centered university, JSU strives to challenge students academically in a responsive environment, meeting students’ educational, career and personal goals. As an academic institution, JSU seeks to produce broadly educated graduates prepared for global engagement. As a public, comprehensive university, JSU promotes excellence in scholarly and service activities consistent with its academic and professional strengths.



Figure CF-4. Houston Cole Library, JSU 2016.

Goals for Jacksonville State University include the following:

1. Educate students to be productive, responsible citizens and effective leaders.
2. Advance student learning through academic excellence.
3. Increase student and faculty participation in research and service activities.
4. Create a diverse learning community that facilitates academic and professional excellence.
5. Effectively use technology to support learning, research, information management, and evidence-based decision-making.
6. Continuously improve administrative processes and services.
7. Enhance revenue growth and financial planning to ensure adequate fiscal resources for the University.

According to the Jacksonville State University Strategic Plan for 2011-2016, the University plans to apply eight strategies and accompanying strategic objectives (shown bulleted) to enhance educational programs and services, which include the following:

Strategy #1: Employ new methodologies and technologies in the classroom.

- Create, furnish, equip, and staff a Teaching and Learning Center (TLC).
- Create, furnish, equip, and staff a multimedia center.
- Update and expand classroom technology.
- Update and expand faculty technology.
- Increase number of instructional design personnel.
- Implement student portable computing program.

Strategy #2: Expand quality online programs and services.

- Expand the number of online programs.
- Develop new unique online programs that have universal appeal.
- Develop a centralized process for establishing programs online.
- Increase the number of instructional designers.
- Raise adjunct faculty salaries to attract new qualified online instructors.
- Create a certification program for online instructors.
- Implement new technologies online and in the classroom.

Strategy #3: Improve the campus experience.

- Develop a marketing plan for JSU events.
- Increase campus outreach to the local community.
- Invest in a firm to conduct a market study for constructing a Student Commons Building.
- Re-establish and complete Paul Carpenter Village for all recognized JSU national Greek organizations.

Strategy #4: Increase collaboration to better serve undergraduate students.

- Develop and maintain a virtual one stop shop.
- Implement a customer service training campaign.
- Establish a Professional Development Center for JSU employees.

Strategy #5: Ensure student job readiness.

- Institute a university-wide Job Readiness Survey and Employer Survey, by major, to recent graduates and their employers.
- Increase student awareness and understanding of professionalism in the workforce.
- Increase service learning opportunities with a component of common student learning themes and outcomes.

- Ensure all undecided undergraduate students (freshmen and transferring) receive career assessment as a pre-requisite for advisement.

Strategy #6: Recruit and retain qualified undergraduate students.

- Better track students through the academic progression.
- Implement the Strategic Enrollment Management Plan to increase recruitment and retention of qualified students.

Strategy #7: Recruit and retain graduate students and streamline the graduate admissions process.

- Ensure all graduate degree programs establish and adhere to application/admission deadlines.
- Identify graduate programs where impediments to admission/retention exist due to unnecessary or redundant curricular requirements, and improve.
- Develop a marketing plan to improve visibility of online and traditional graduate programs through more effective use of program websites and the online version of the graduate bulletin.

Strategy #8: Increase international engagement for the University community.

- Increase number of international students.
- Foster curricular innovations that increase access to language and culture.
- Expand international collaboration and cross-cultural opportunities.
- Strengthen university infrastructure to support international students.

Note: For more details on strategies and strategy objectives for JSU consult the Jacksonville State University Strategic Plan (2011-2016).

Jacksonville Public Library

The Jacksonville Public Library was established in 1957 with the purpose to make library materials, programs, and services freely and easily available to the community for the pursuit and enhancement of education, information, and leisure time activities. The library is a part of the City of Anniston and Calhoun County Library System, funded primarily through city funds but also through annually received state aid and federal grants, obtained usually every other year. Library staff consists of 6 full-time and 7 part-time and approximately 20 volunteers. An additional 2 temporary full-time staff are hired in June and July when the library is the busiest. Average daily attendance is 240.

The library collection offers approximately 57,500 volumes, 66 periodicals, 549 audio tapes, 3 video cassettes, 1,671 video DVDs, and 8 newspapers. Average monthly circulation is approximately 7,560 items with up to 15,000 in June.

Programs offered by the library include:

- Summer Reading Program—for children, teens, and adults
- Monthly After-school and Adult Program
- Story time for Preschoolers
- Outreach programs to nursing homes and assisted living facilities
- Seasonal programs for all ages

The Jacksonville Public Library identified three improvements needed to provide better library services to the community. These are listed as follows:

1. Install Security System for materials—such as a magnetic or electronic security system which would help mitigate theft each year.
2. Build a History Room—which would provide a space for patron use and utilize environmental controls to better preserve historically significant books, club scrapbooks, family files, maps, letters, etc. Should the city build a historical museum these materials could be transferred and open more library space for patron use.
3. Secure Funding to Maintain and Update Library Materials and Services—specifically to maintain current collection and program levels, purchase new software to replace dated reference and circulating non-fiction books and to restore professional development opportunities.

Housing Authority

The Jacksonville Housing Authority was established in 1958 with the goal to provide safe, decent, sanitary, and affordable housing for eligible persons in need of assistance and to apply resources for the efficient and effective management and operation of public housing units. Presently, 225 people are on the waiting list for public housing with approximately 50 percent of applicants being single mothers with children. Most of the single family units have been modernized with new kitchens and bathrooms and the Authority is currently updating the HVAC system. Funding for upgrades is obtained through HUD capital fund money and bank loans. Table CF-2 examines housing projects and modernization updates for Jacksonville in 2013.

Housing Projects	Year Constructed	# of Units	Year of Modernization
Profile Homes	early 1960s	48	Done annually
South Church Homes	late 1960s	40	Some annual updates
Eastwood Homes	late 1960s	10	2009/2010
Myrick Manor	1979	48	None
Roebuck Manor	1982	52	None
Glenwood Meadows	1995	25	None
Gardner Place	2003	14	None

Source: Jacksonville Housing Authority Community Facility Survey, 2013.

The Jacksonville Housing Authority identified three items needed to provide better housing services to the community, which include:

1. Build more housing units, particularly one bedrooms.
2. Establish bus service to housing units, since many residents do not have personal vehicles.
3. Conduct more police patrols through properties in order to deter crime in areas.

Parks and Recreation

The City of Jacksonville offers numerous opportunities for parks and recreation. The city’s major recreation facility is the Jacksonville Community Center, located along Alexandria Rd, SW in the western portion of the city. The Community Center provides facilities such as a gymnasium, indoor walking track,

swimming pool, fitness room, aerobics room, meeting rooms, and a 3-field soccer complex. Activities and programs offered at the Community Center include after-school programs, community meetings, fitness opportunities, and instructional classes in Zumba, Senior Yoga, Yoshukai Karate, Belly Dancing, and Krav Maga. The Historical Jacksonville Train Depot houses the Civil service offices and a large room used for rentals while the Senior Center provides a variety of programs and activities for seniors. The Jacksonville City Pool offers seasonal swimming lessons, team, public swim, and rentals. The city provides youth leagues in Softball, Baseball, T-ball, Wee-ball, Soccer, Basketball, Swim team, track, and camps for Volleyball, Basketball, and Soccer. The city also hosts annual events for example 4th of July celebration, Halloween, 5K runs, and the Chief Ladiga half marathon.

Parks and recreation staff comprise 5 full-time administrators, 11 maintenance workers, 5 senior staff, 2 full-time support staff, 5 part-time positions, and seasonal staff such as life guards, after-school staff, and day camp staff.



Figure CF-5. Jacksonville Community Center 2016.

Jacksonville owns 8 city parks and maintains 9 along with 2 bicycling/hiking trails which are listed as follows:

City Park—located at 271 Coffee St., SW offers four outdoor basketball courts, 2 softball fields, 4 soccer practice fields, a skateboard park and pavilion, and restrooms.

Pocket Park—situated at 206 Ladiga Street, SE at the corner of Church Ave., SE and Ladiga Street East, provides a pergola for sitting, park bench, and a site for seasonal farmers market.

The Square—located in the downtown center provides 1 stage, park benches, historical markers, and statues.

Eastwood Park—which is owned by Jacksonville State University and maintained by the parks and recreation department, provides 1 practice field for baseball.

Henry Farm Park—located at 350 Henry Rd. SW offers a walking trail and mountain bike trails as well as 1 baseball field, 2 softball fields, several park benches and picnic tables, 1 pavilion with picnic tables, concessions, restrooms, and a playground.

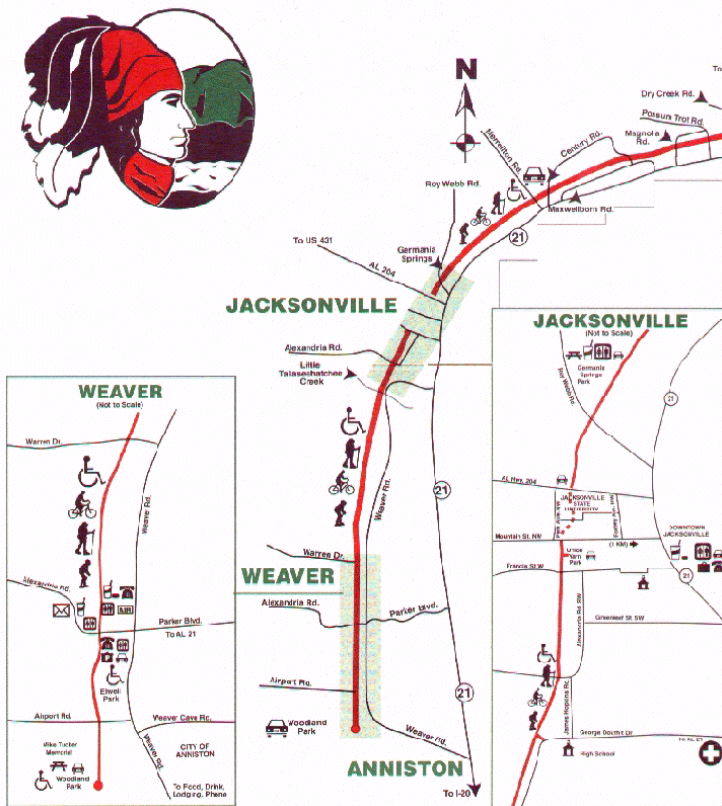
Germania Springs—provides 2 baseball practice fields, 2 baseball game fields, 1 soccer field, 2 playgrounds, 3 pavilions with picnic tables, and restrooms. The park also offers 1 short handicapped accessible trail along the creek. The Park is located at 2293 AL Hwy. 21 N.

Ladiga Garden Park—on the corner of Francis Str., West and Chief Ladiga Trail the park offers a gazebo and picnic table along with several identification labels for trees and plants in the garden.

204/Ladiga Trail Pocket Park—situated on the north side of AL Hwy. 204 where the Chief Ladiga Trail crosses the highway. This park is a former trail head. The parks and recreation department is in the beginning phase of re-landscaping the park along with 2 new picnic tables.

Frogtown Soccer Complex—located at 501 Alexandria Rd SW. provides 2 full size soccer fields, 3 small soccer fields, 1 pavilion with picnic tables, a concession stand and restrooms.

Chief Ladiga Trail



Chief Ladiga Trail—The Chief Ladiga Trail is a 32.5 mile paved bicycling and pedestrian recreational trail on the bed of the former Seaboard/CSX Railroad which extends from Alabama into Georgia, connecting Jacksonville to the Cities of Weaver and Anniston to the southwest and the City of Piedmont in the northeast. From Piedmont the Chief Ladiga Trail joins the Silver Comet Trail which then extends another 63 miles to Smyrna GA, forming the longest bicycling/hiking trail east of the Mississippi River. Funding for the Trail was obtained from Intermodal Surface Transportation Efficiency Act (ISTEA) enhancement grants and through grants from the National Recreational Trails Fund (NRTF) in the 1990s. The Cities of Weaver and Jacksonville opened the Trail through their cities in 1998 while the final section through Cleburne County was completed in 2007. The Jacksonville Parks and Recreation Department maintains several park benches along the 9 miles of trail extending through the city.

Figure CF-6. Map of the Chief Ladiga Trail, 2016.

Creekside Trail—connects the Chief Ladiga Trail to Alexandria Rd., SW at A Street, SW. Trail to be used as a nature trail with benches along the pathway. Three phases planned to complete trail (For more details see Transportation Chapter).

In terms of park and recreation expansion for the city, the parks and recreation department plans to expand the Greenway/Creekside Trail from the Chief Ladiga Trail to the downtown.

The Jacksonville Parks and Recreation Department identified two items needed to provide better parks and recreation services to the community, which include:

1. Attain more funding to upgrade and maintain facilities and parks through grants and gifts.
2. Promote program growth.

Senior Citizen Facilities and Programs

Jacksonville offers opportunities for senior citizens, age 55 and older, to participate in a wide variety of activities and services in the community. The Jacksonville Senior Center is the primary facility for senior programs and services in the city.

Jacksonville Senior Center

The main goal of the Jacksonville Senior Center, serving seniors age 50 and older, is to keep seniors active and involved in the community. The Senior Center accomplishes this by providing a wide variety of activities at the facility which includes the following: Guest Speakers, Guest Performers, Crafts, Games, Bingo, Dominos, Computers with Internet Access, Singing, Piano available to play, PACE, Other Exercise Classes, Line Dancing Classes, Walking Area (indoor and outdoor), Wii Game System, Reading Materials, Trips (day and overnight), Masters Games Practice (year round), Drum Circle, Farkel Tournaments, Computer Classes, Cell Phone Classes, Card Ministry, Recycled Card Makers, Blood Pressure Checks, Basketball Shooting, Shuffleboard, Monthly Birthday Parties, Fundraisers throughout the year. Annual events at the Senior Center include: Christmas Party, Easter Egg Hunt, Easter Hat Parade, Halloween Costume Contest, Halloween Party, Thanksgiving Potluck, Valentines Party, Fitness Contest, Health Fair, Tomato Growing Contest, Dance, Volunteer Appreciation Party, Masters Games Celebration Awards Party.

Events that the Senior Center provides transportation to include: Senior May Day Celebration (Talladega AL), Masters Game of Alabama (District and State), EAC Line Dancing Workshop, Visit Farmers Market or Farm, Spelling Bee, Christmas Shopping, Other Shopping Trips, Health Fairs, Out-to-East Trips (monthly), 1 Day Trips (monthly).



Figure CF-7. Jacksonville Senior Center, 2016.

The Jacksonville Senior Center also participates yearly in the Masters Games at the District and State Level held in August and October each year. Events offered in this competition include: Basketball Free Throw, Billiards, Checkers, Frisbee Throw, Horseshoes, Nerf Football Throw, Rook Card Game,

Shuffleboard, Softball Throw, Table Tennis, Dominos (singles and doubles), Swimming (25m and 50m freestyle and backstroke).

In addition to these activities the Senior Center provides daily meals at the facility and homebound delivery, serving approximately 52 facility meals and 32 homebound. Price per meal is \$2.98. The waiting list for meals constitutes 4 individuals. Seniors must be 60 years or older to be eligible to participate in the meals program.

The Jacksonville Senior Center identified four items needed to provide better senior services to the community, which include:

1. Secure more funding
2. Purchase a vehicle for transporting homebound meals
3. Attain more program support from churches in the community
4. Purchase a bus to take seniors on trips

Medical Facilities and Healthcare Services

The Regional Medical Center Jacksonville is an 89-bed facility, built in 1976 by the local health care authority. The Center is owned by the Regional Health Management Corporation and is a parent company to the Regional Medical Center in Anniston. The mission of the Center is to “strive to make a difference in the lives of our community by providing quality, compassionate care in a work environment that fosters employee commitment and pride. In pursuit of the mission the Regional Medical Center believes in value of commitment to excellence, a caring and compassionate spirit, customer service second to none, integrity and honesty in everything they do, mutual respect and teamwork. Funding is provided by third party and patient billing.

Current Center staff include 2 general physicians, 3 specialty physicians, 200 full-time staff which includes nurses and office administration, and 25 part-time staff. The Center serves approximately 60,000 patients per year with outreach and education promoted through health fairs and community events.

Programs and services provided by the Regional Medical Center consist of the following: Cardiopulmonary Services, Emergency Services, Intensive Care, Laboratory Services, Medical Alerts, Physical Therapy, Radiology Services, Senior Care Unit—Genesis, Surgical Services, Women’s and Children’s Services, Medical Services and Technology.



Figure CF-8. Regional Medical Center Jacksonville, 2016.

The Regional Medical Center Jacksonville identified three items needed to provide better medical services to the community, which include:

1. Provide more specialty physicians, which could be accomplished by working with RMC Anniston to improve availability of specialty services.
2. Increase hospital community and services, which could be achieved through the Center's ties to RMC Anniston and marketing efforts in this area.
3. Improve access to healthcare insurance for patients, which could be assisted through the Affordable Care Act along with improved employment opportunities for residents.

Street and Sanitation

The Jacksonville Street and Sanitation Department provides services related to the maintenance, repair, and construction of city streets and rights-of-ways. The following is a list of services provided:

- Street repairs
- Sidewalk, curb, and gutter repair
- Construction, paving, and repaving
- Maintenance of all street and traffic signs
- Maintenance of ROW and ditch areas
- Leaf collection
- Street sweeping
- Trash and brush pickup
- Animal control
- Mosquito control

Republic Services provides solid waste collection which is disposed of at the Calhoun County Landfill. Republic Services also provides recycling.

The Jacksonville Street and Sanitation Department identified three items needed to provide better sanitation services to the community, which include:

1. Promote and enhance Lawn Waste Disposal Education in order for residents to be more informed and aware of how to manage and dispose of lawn waste such as leaves, tree limbs, and grass clippings. Waste must not be placed in streets and ditches since stormwater runoff often forces material away, clogging storm drains and inlet boxes, causing significant problems. The city is working with school age children in this education process, hoping that this information will be carried to parents, and the larger community, as well.
2. Promote and encourage litter reduction. Litter used to be a problem, however, this situation seems to be improving due mostly to education and stiffer fines.
3. Provide more street sweeping to enhance the look of the city and keep stormwater as clean as possible.

Wastewater Treatment Plant

The Jacksonville Wastewater Treatment Plant (WWTP) was established in 1955 to provide quality wastewater treatment and safe disposal for the community. Staff for the facility consist of a Wastewater Plant Manager—whose responsibility is to oversee plant operation in assigning jobs, supervising

employees, and conduct reports and requisitions, Plant Operator—works with the lab on testing water to make sure the plant is operating properly, files paperwork and enters lab results into the computer, does scheduled and unscheduled maintenance on all processing equipment involved, and helps with WWTP cosmetics, Labor Worker—assists the operator in all aspects of the job, performs grounds maintenance such as cutting grass, shoveling sludge, washing equipment and works on WWTP cosmetics.

The Jacksonville WWTP uses an activated sludge process and trickling filter process to separate particulate matter from inflow water. Inflow and infiltration is currently a problem for the WWTP as heavy rains overload the Plant hydraulically, however, a preliminary study is being conducted to determine exactly what kind of upgrade is needed. Maximum capacity of the WWTP is 8.75 million gallons per day (MGD) which has been exceeded in heavy rain events. With the coming upgrade the current design flow of 3.5 MGD should be increased to 4.5 MGD. This upgrade, along with inflow and infiltration improvements, will supply the WWTP with enough performance to last another 20 years. Effluent from the Plant flows into the Williams Branch of the Tallasseehatchee Creek and then travels to the Coosa River. At present the facility is compliant with the Alabama Department of Environmental Management (ADEM).

Currently the WWTP is conducting the preliminary design phase of the needed facility upgrade with the Water Works, Gas, and Sewer Board of the City of Jacksonville budgeting \$50,000 in FY 2014 for this project. The Plant has reached the end of the last 20 year upgrade cycle with the most recent upgrade completed in 1992. In addition, the wastewater treatment plant plans to secure a State Revolving Loan in the amount of \$10 million in order to conduct a mechanical upgrade with the tertiary treatment filter system.

The Wastewater Treatment Plant identified three items needed to provide better services to the community, listed as follows:

1. Obtain proper funding to support current and future needs.
2. Reduce inflow and infiltration to maximize the use of the Plant.
3. Establish a new vision for the next 20 years and beyond and be proactive in the process of making the WWTP suitable for the community.

Utilities

The Jacksonville Water Works, Gas, and Sewer Board was established in 1948 with the goal to provide quality water, sewer, and gas services to customers at a reasonable rate. The board serves approximately 12,000 customers within the city limits and less than 100 residents outside the city limits.

Water Utilities

Jacksonville maintains approximately 502,698 linear feet of water lines, extending throughout the city, varying in size from less than 4 inches diameter to 12 inch and some unknown sized lines. Table CF-3 displays water line size and distribution for the City of Jacksonville in 2016.

Table CF-3. Water Line Size and Distribution: Jacksonville, 2016		
Water Line Size (Inches Diameter)	Linear Distance (Feet)	Percent Distribution
Less than 4"	96,393	19.2%
4"	3,816	0.8%
6"	228,903	45.5%
8"	55,478	11.0%
10"	12,022	2.4%
12"	27,724	5.5%
Unknown Size	78,362	15.6%
Total	502,698	100.0%

Source: Jacksonville Community Facility Survey, Water Utilities, 2016.

The city’s water system has been determined to provide adequate service in sustaining needs. Water line size of 6 inches is, in general, the minimum required line diameter for general use and fire protection in areas zoned for agriculture and single-family residential, while water lines 8 inches lines, or larger, are usually required in multi-family and commercial areas. Twelve inches diameter is generally the minimum size required for light industrial and 16 inches for heavy industry. According to the community facilities survey, approximately 64% of Jacksonville’s water lines constitute 6 inches or larger, which adequately serves residential use. Most of the city’s 6 inch lines run through residential areas, while larger lines 8 to 16 inches extend through commercial areas along AL Hwy. 21 and near larger facilities at Jacksonville High School and Jacksonville State University. At present the city has located two new well sites for water infrastructure expansion. The city currently holds a bond of \$1,900,000 which will be used for this project as soon as easements are obtained. Water line size and distribution is shown on Map#6: *Water Utilities*.

The Jacksonville Water Works, Gas, and Sewer Board identified three items needed to provide better water services to the community, which are listed as follows:

1. Add an additional water source.
2. Add additional loops in the current system to provide a reinforced water supply.
3. Perform a water rate study.

Sewer Utilities

Jacksonville’s sewer system comprises approximately 347,846 lines, extending throughout the city, varying in size from less than 4 inches diameter to 30 inches. The city’s sewer system has been determined to provide adequate service in sustaining city needs. Sewer line size of 6 inches is the generally accepted minimum standard diameter for private land use. Eight inch lines are acceptable for public land use, while 12 inches and above should support light to moderate industry. Heavy industry may require 16 inch diameter line. According to the community facilities survey, approximately 93% of Jacksonville’s sewer lines constitute 6 inches or larger, which adequately serves residential use, while 8 inches or larger comprise 64%. Approximately 12% of the city’s sewer lines constitute 12 inches or larger, needed to support industry. Most of the city’s 6 and 8 inch lines run through residential and commercial areas throughout the city, while larger lines 10 to 30 inches extend into industrial areas in the western part

of the community. Table CF-4 displays sewer line size and distribution for the City of Jacksonville in 2016. Sewer line location is shown on Map#7: *Sewer Utilities*.

Sewer Line Size (Inches Diameter)	Linear Distance (Feet)	Percent Distribution
4" and Less	2,562	0.7%
6"	103,375	29.7%
8"	156,815	45.1%
10"	23,312	6.7%
12"	17,026	4.9%
15"	12,995	3.7%
18"	7,631	2.2%
30"	4,743	1.4%
Unknown Size	19,387	5.6%
Total	347,846	100.0%

Source: Jacksonville Community Facility Survey, Sewer Utilities, 2016.

Jacksonville’s Water Works, Gas, and Sewer Board identified two improvements needed to provide better sewer services to the community. These include the following:

1. Locate areas with infiltration and make repairs as needed.
2. Upgrade sewer lift stations throughout the city.

Gas Utilities

As a general rule, gas line size needed for specific uses is determined by the distance from the nearest meter to the appliance use, since gas pressure diminishes over distance. Most residential uses require lines ½ inches diameter in typical service lines while commercial may require 1 inch lines. Heavy industry may require 6 inch lines depending on line distribution and the use involved.

Distribution lines or “mains” form the second highest tier of gas lines which carry gas from the gate station to the consumer’s home or business, connecting to service lines. These main lines may range in size from 2 inches to 24 inches depending on the use entailed. Jacksonville maintains approximately 427,111 linear feet of gas mains extending throughout the city, varying in size from ¾ inches diameter to 6 inches. The city’s gas system has been determined to provide adequate service in sustaining city needs. According to the community facilities survey approximately 99% of the city’s gas mains comprise lines 1 inches or larger, which is adequate for residential and commercial, provided proper gas pressure and 8% of the system constitutes 6 inch lines, needed for heavy industry. Gas line location is shown on Map#8: *Gas Utilities*.

The city is currently in progress of replacing one mile of cast iron gas main per year as an improvement to the gas system, with an estimated cost of \$50,000 per year to be funded by the Water Works, Gas, and Sewer Board over the next 10 years. Table CF-5 shows gas line size and distribution for the City of Jacksonville in 2016.

Table CF-5. Gas Line Size and Distribution: Jacksonville, 2016		
Gas Line Size (Inches Diameter)	Linear Distance (Feet)	Percent Distribution
1" GALV	10,816	2.5%
3/4" PE	234	0.1%
1" PE	21,912	5.1%
2" PE	193,687	45.3%
4" PE	170	0.04%
2" HP STL	20,985	4.9%
3" HP STL	30,487	7.1%
4" HP STL	4,768	1.1%
6" HP STL	26,342	6.2%
2" CI	44,690	10.5%
2.25" CI	54,263	12.7%
4" CI	5,433	1.3%
6" CI	9,732	2.3%
2" PLASTIC	3,590	0.8%
Total	427,111	100.0%

Source: Jacksonville Community Facility Survey, Gas Utilities, 2016.

The Jacksonville Water Works, Gas, and Sewer Board identified two improvements needed to provide better gas services to the community. These improvements are listed as follows:

1. Add additional SCADA (Supervisory Control and Data Acquisition) monitoring devices in the gas system to monitor inlet and outlet pressures more closely.
2. Add a secondary gas feed to be connected to the city's current feed in case of pipeline disruption.

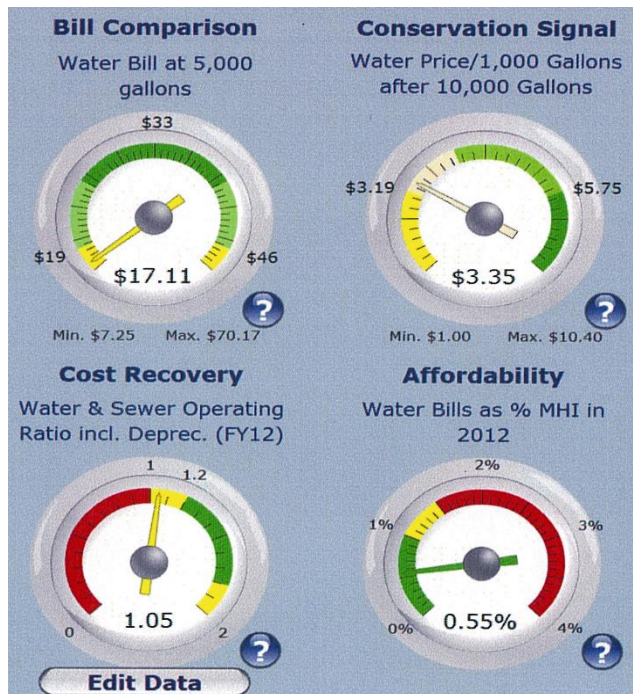
Utility Costs and Affordability

Utility companies, departments, and organizations across the nation maintain utility rates for the distribution of services within their respective service areas. Such rates are determined by the utility providers' ability to provide adequate service to customers and the customers' ability to pay for these services. For the most part, utility providers set rates based on current service generated. Should utilities need to expand to serve other areas rates are raised but then passed on to additional customers served, thus leveling the rates as a whole. Utility providers must continually work to maintain the proper balance of service and affordability in order to operate most effectively both presently and in the future, should maintenance situations and expansion demand additional costs. Since rates and services need to be closely monitored and adjusted accordingly, assistance for such monitoring and similar data collection may be useful to the utility provider. One organization providing this type of assistance is the University of North Carolina (UNC) Environmental Finance Center (EFC) operated through the UNC School of Government. The EFC is an interdisciplinary group which works collaboratively with partners within and outside the University to assist communities and organizations with increasing capacity to address the financial aspects of environmental protection and service delivery. One of the environmental programs offered through EFC is Drinking Water and Wastewater which works to promote smart management and resilient

business models for drinking water and wastewater utilities. The EFC, with cooperation with the Alabama Department of Environmental Management (ADEM), conducted a water and wastewater rates survey of nearly all local government and other categories of utilities (regional authorities, non-profits, for-profits, etc.) in Alabama in 2014 in which over 450 utilities across the state participated in the survey. This information has been provided on the EFC website in the Alabama Water and Wastewater Rates Dashboard. Information for this utility rate and affordability study of Jacksonville has been obtained from the Dashboard. Figure C-1 displays rate comparison with bill comparison, conservation signal, cost recovery, and affordability for the City of Jacksonville Water Works Board in 2014. The following definitions apply in measuring water rates and affordability for Jacksonville:

Bill Comparison—shows what a residential customer is charged monthly for 5,000 gallons in their water bills, relative to what is charged by other utilities in the same comparison group. Notice that Jacksonville, at \$17.11, charges at the lowest 10% compared to other similar utility services in Alabama.

Conservation Signal—The charge for the next 1,000 gallons beyond 10,000 gallons per month is one of several pricing signals the utility sends to their customers to encourage conservation. It mostly affects



residential customers with high discretionary consumption. Notice that Jacksonville charges reasonably low rates for consumption over 10,000 gallons per month at \$3.35. The utility could charge more for consumption over 10,000 per month in order to further encourage conservation.

Affordability—shows the percentage of Jacksonville’s Median Household Income (MHI), in accordance with the American Community Survey 2008-2012 estimates, spent annually on water bills for 5,000 gallons. There is no net measure for affordability, however, a rating of less than 1.0% of MHI is considered affordable, while 1.0% to 1.5% is somewhat affordable, and over 1.5% unaffordable. This information shows that water rates are substantially affordable for the average city household.

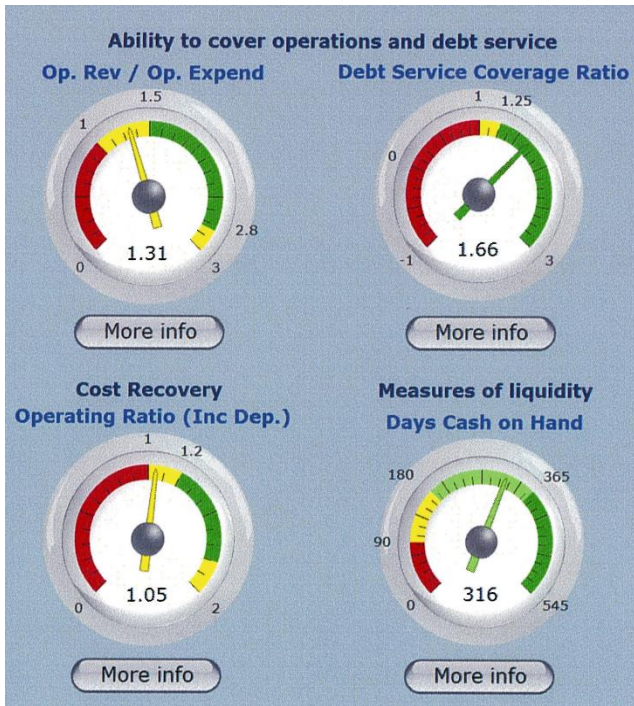
Figure CF-9. Rate Comparison: Jacksonville, AL 2014.

Cost Recovery—This operating ratio is a measure of whether the utility’s rates are sufficient to cover the cost of operations and capital (in the form of depreciation). It measures operating revenues divided by operating expenses (including depreciation) in Fiscal Year 2012. A ratio of less than 1.0 could be a sign of financial concern. In general, this ratio should be higher than 1.0 in order to accommodate future capital investments. Notice that Jacksonville cost recovery at 1.05 rates slightly higher than 1.0, which is acceptable, however, since affordability ranks well, the city may benefit by increasing rates slightly to better assure sufficient operation and prepare for future expansion.

In addition to rate comparisons and affordability, the EFC also surveyed financial benchmarks which measure utility’s financial ability to cover operations and debt service. Financial benchmarks for measurement identified and surveyed in 2014 were: Operating revenue generated and expended, debt service coverage ratio, and measures of liquidity. Cost recovery is also a financial benchmark but was examined in rate comparisons.

The following definitions apply in measuring financial benchmarks for Jacksonville:

Operating Revenue / Operating Expenditures—Non-capital operating ratio which measures the ability to cover day-to-day expenditures, excluding depreciation, using operating revenues (mostly charges to customers). A ratio of less than 1.0 indicates that revenues were insufficient to cover the utility’s day-to-day expenditures, let alone debt service of future capital expenses. This indicator does not include considerations for depreciation or capital costs. In general, this ratio should be significantly higher than 1.0 to accommodate capital investments. Notice that Jacksonville only slightly exceeds 1.0 in operating revenue and operating expenditures. This ratio should be raised in order to prepare for future growth and utility expansion.



Debt Service Coverage Ratio—Measures the ability to pay for debt service and day-to-day expenditures using operating revenues (mostly charges to customers). A ratio of less than 1.0 indicates that revenues were insufficient to cover the utility’s day-to-day expenditures and payments on principal and interest on existing long-term debt, and the utility runs the risk of going into default. In general, this ratio should be higher than 1.0 in order to set money aside for future capital investments. EFC information shows relatively good debt service coverage for Jacksonville.

Measures of Liquidity—Also known as days cash on hand, measures the level of unrestricted cash (reserves) the utility maintains relative to day-to-day expenditures. This estimates the number of days the utility can pay its daily expenditures with no revenue coming in. Generally, a utility should aim to maintain

Figure CF-10. Financial Benchmarks: Jacksonville, AL 2014. several months’ worth of cash on hand, and at the very least exceed the length of the billing period (usually 30-60 days). A typical AA-rated utility maintains over a year’s worth of cash on hand. Jacksonville ranks relatively well with liquidity and could continue operating with cash on hand for several months. Figure C-2 displays financial benchmarks with operating revenue and operating expenditures, debt service coverage, measure of liquidity, and cost recovery for Jacksonville in 2014.

Analytical Summary

This analytical summary outlines the top needs determined by each community facility department/organization in the City of Jacksonville in 2013. Results were based on the 2013 Community Facilities Survey distributed and collected by the Jacksonville Planning Department.

City Administration

1. Create better bicycle and pedestrian access. The city should provide more bicycle lanes and sidewalks.
2. Provide more city parks throughout the city along with funding and volunteers to provide development and maintenance.
3. Cleanup and infrastructure maintenance—which could be accomplished through work release programs.

Law Enforcement

1. Recruit and train more officers
 2. Update facilities
 3. Purchase new vehicles and equipment such as updated in-car and office radios and computers
- Note: The police department is adding more officers and building new facilities. Also in the past few years the department has purchased new vehicles.

Fire and Rescue

1. Implementation of fire station re-alignment would enhance response times and provide better fire protection. The fire department plans to construct a new fire station on the south end of the coverage area along with a plan to later build another station on the north end and eliminate the current station altogether (See Community Facilities Map for locations).
2. Increased staffing would allow the department to better handle calls, operate and maintain vehicles and equipment, and manage the station.
3. Build a training facility. This would help the department prepare fire fighters for situations involving live fire, technical rescue, and others in a controlled environment.

Education

Jacksonville High School

In order to provide better services to the community Jacksonville High School seeks to add more electives to its curriculum such as visual arts, foreign languages, and Science, Technology, Engineering, Arts, and Math (STEAM) opportunities.

Calhoun County Career Academy

1. Update all equipment to meet business and industry requirements.
2. Train all school personnel in Project Based Learning in order to train students how to problem solve and work in teams.
3. Evaluate every program based on the workforce needs of Workforce Development Region V.

Jacksonville State University

See Strategies as previously examined in the JSU 2011-2016 Strategic Plan.

Jacksonville Public Library

1. Install Security System for materials—such as a magnetic or electronic security system which would help mitigate theft each year.
2. Build a History Room—which would provide a space for patron use and utilize environmental controls to better preserve historically significant books, club scrapbooks, family files, maps, letters, etc. Should the city build a historical museum these materials could be transferred and open more library space for patron use.
3. Secure Funding to Maintain and Update Library Materials and Services—specifically to maintain current collection and program levels, purchase new software to replace dated reference and circulating non-fiction books and to restore professional development opportunities.

Housing Authority

1. Build more housing units, especially one bedrooms.
2. Establish bus service to housing units, since many residents do not have personal vehicles.
3. Conduct more police patrols through properties in order to deter crime in areas.

Parks and Recreation

1. Attain more funding to upgrade and maintain facilities and parks through grants and gifts.
2. Promote program growth.

Senior Center

1. Obtain more funding.
2. Purchase a vehicle for transporting homebound meals.
3. Attain more program support from churches in the community.

Regional Medical Center-Jacksonville

1. Provide more specialty physicians, which could be accomplished by working with RMC Anniston to improve availability of specialty services.
2. Increase hospital community and services, which could be achieved through the Center's ties to RMC Anniston and marketing efforts in this area.
3. Improve access to healthcare insurance for patients, which could be assisted through the Affordable Care Act along with improved employment opportunities for residents.

Street and Sanitation

1. Promote and enhance Lawn Waste Disposal Education in order for residents to be more informed and aware of how to manage and dispose of lawn waste such as leaves, tree limbs, and grass clippings. Waste must not be placed in streets and ditches since stormwater runoff often forces material away, clogging storm drains and inlet boxes, causing significant problems. The city is working with school age children in this education process, hoping that this information will be carried to parents, and the larger community, as well.

2. Promote and encourage litter reduction. Litter used to be a problem, however, this situation seems to be improving due mostly to education and stiffer fines.
3. Provide more street sweeping to enhance the look of the city and keep stormwater as clean as possible.

Wastewater Treatment Plant

1. Obtain proper funding to support current and future needs.
2. Reduce inflow and infiltration to maximize the use of the Plant.
3. Establish a new vision for the next 20 years and beyond and be proactive in the process of making the WWTP suitable for the community.

Utilities

Water Utilities

1. Add an additional water source.
2. Add additional loops in the current system to provide a reinforced water supply.
3. Perform a water rate study.

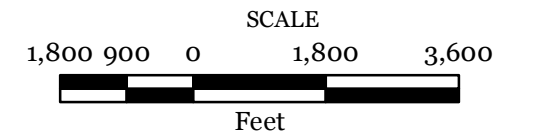
Sewer Utilities

1. Locate areas with infiltration and make repairs as needed.
2. Upgrade sewer lift stations throughout the city.

Gas Utilities

1. Add additional SCADA (Supervisory Control and Data Acquisition) monitoring devices in the gas system to monitor inlet and outlet pressures more closely.
2. Add a secondary gas feed to be connected to the city's current feed in case of pipeline disruption.

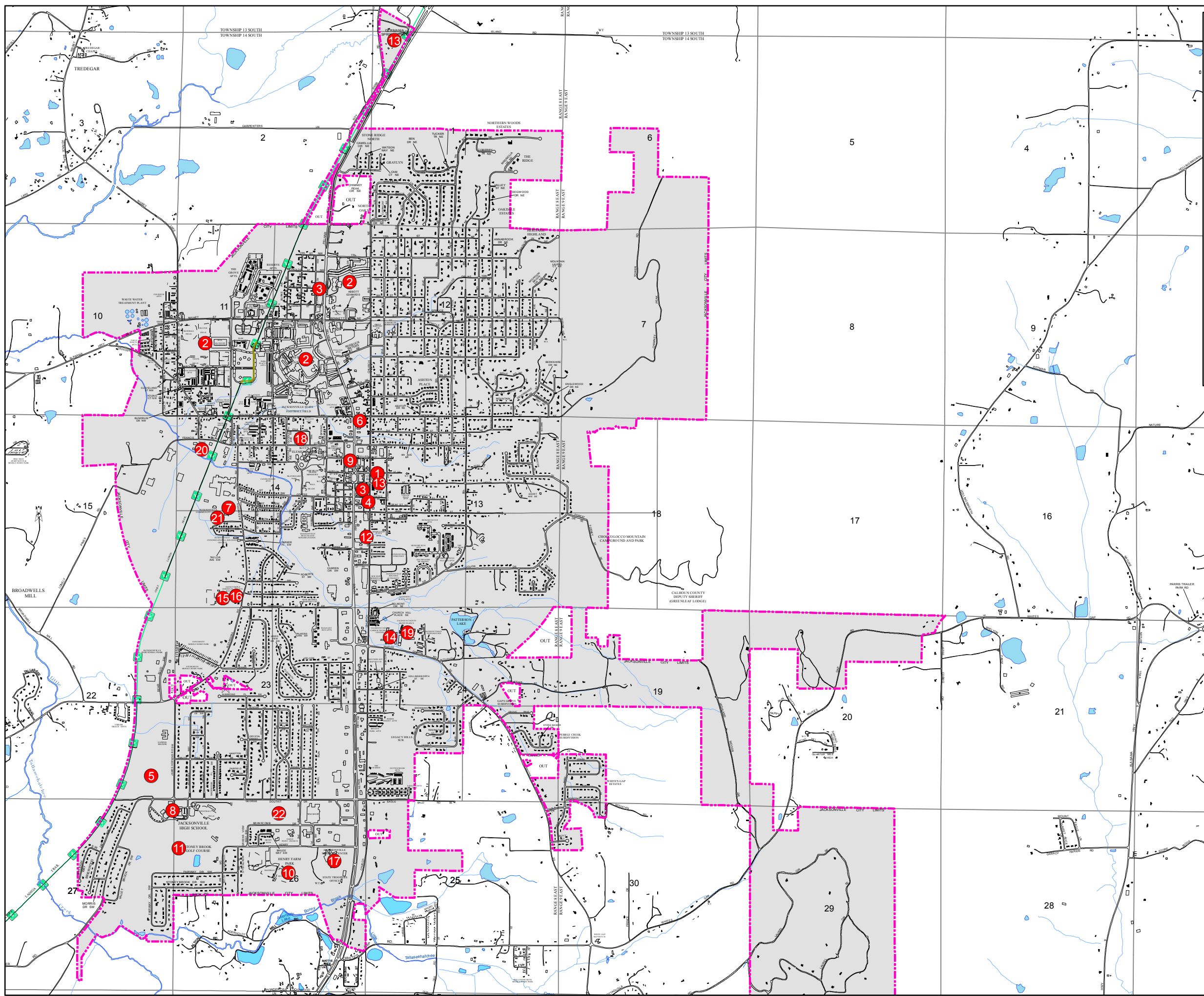
MAP 5 COMMUNITY FACILITIES JACKSONVILLE ALABAMA

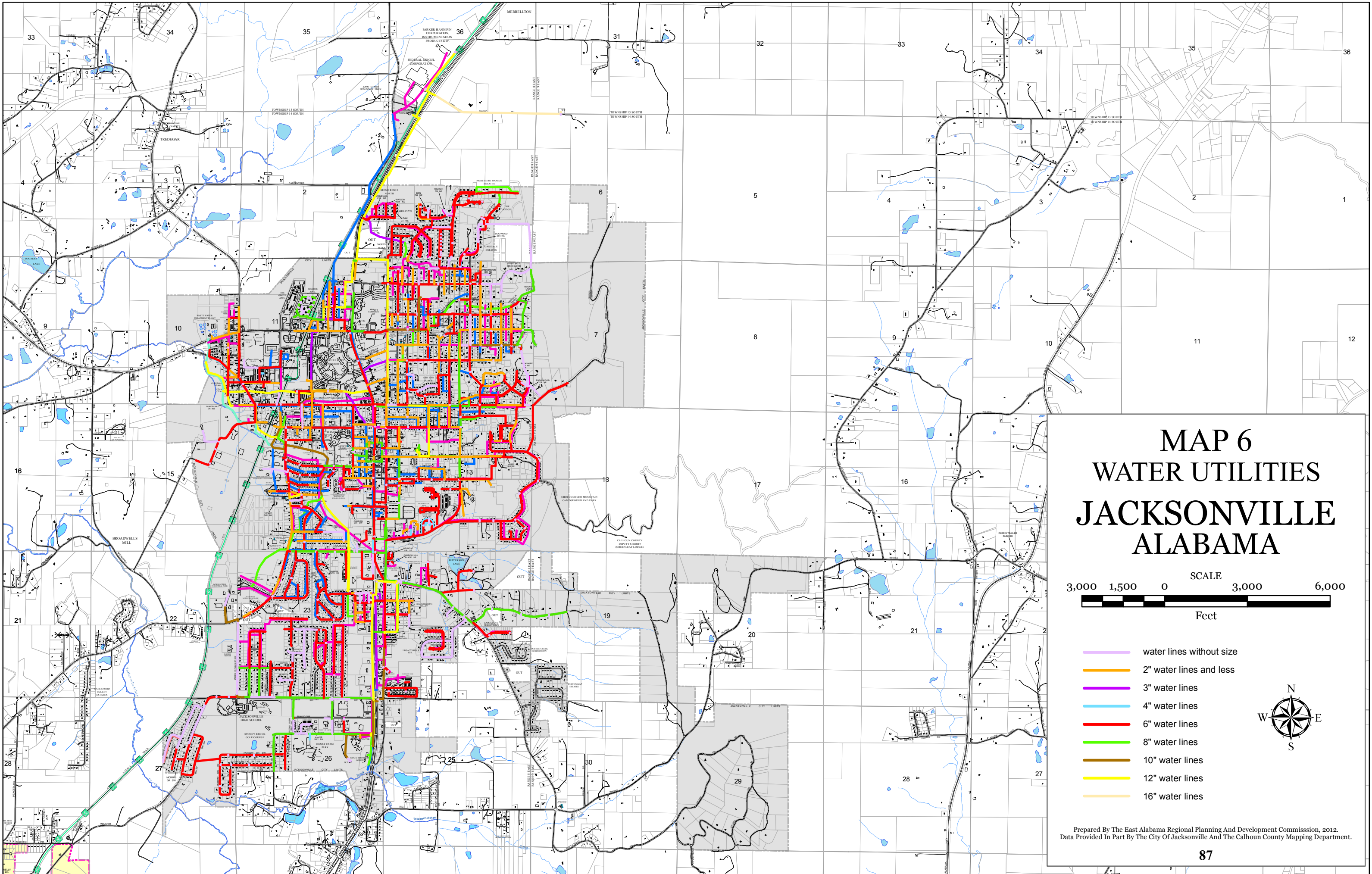


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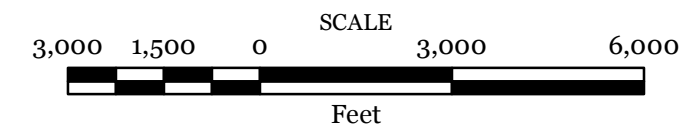
Legend

- 1** CITY HALL & WATER WORKS, GAS & SEWER BOARD
- 2** JACKSONVILLE STATE UNIVERSITY
- 3** PROPOSED FIRE STATION 2.
- 4** EUGENE S. BURNHAM FIRE STATION
- 5** KITTY STONE ELEMENTARY SCHOOL
- 6** POST OFFICE
- 7** JACKSONVILLE COMMUNITY CENTER
- 8** JACKSONVILLE HIGH SCHOOL
- 9** LIBRARY
- 10** HENRY FARM PARK
- 11** STONEY BROOK GOLF COURSE
- 12** JACKSONVILLE MENTAL HEALTH CENTER
- 13** GERMANIA SPRINGS PARK
- 14** CALHOUN COUNTY CAREER TECHNICAL CENTER
- 15** JACKSONVILLE CHRISTIAN ACADEMY
- 16** FAITH TEMPLE CHRISTIAN CENTER AND ACADEMY
- 17** JACKSONVILLE MEDICAL CENTER
- 18** EMS OFFICE & 911 OFFICE
- 19** CALHOUN COUNTY MAINTENANCE
- 20** JACKSONVILLE STREET DEPARTMENT
- 21** JACKSONVILLE SENIOR CENTER
- 22** PUBLIC SAFETY & JUSTICE CENTER
(POLICE DEPARTMENT, FIRE DEPARTMENT & COURT)





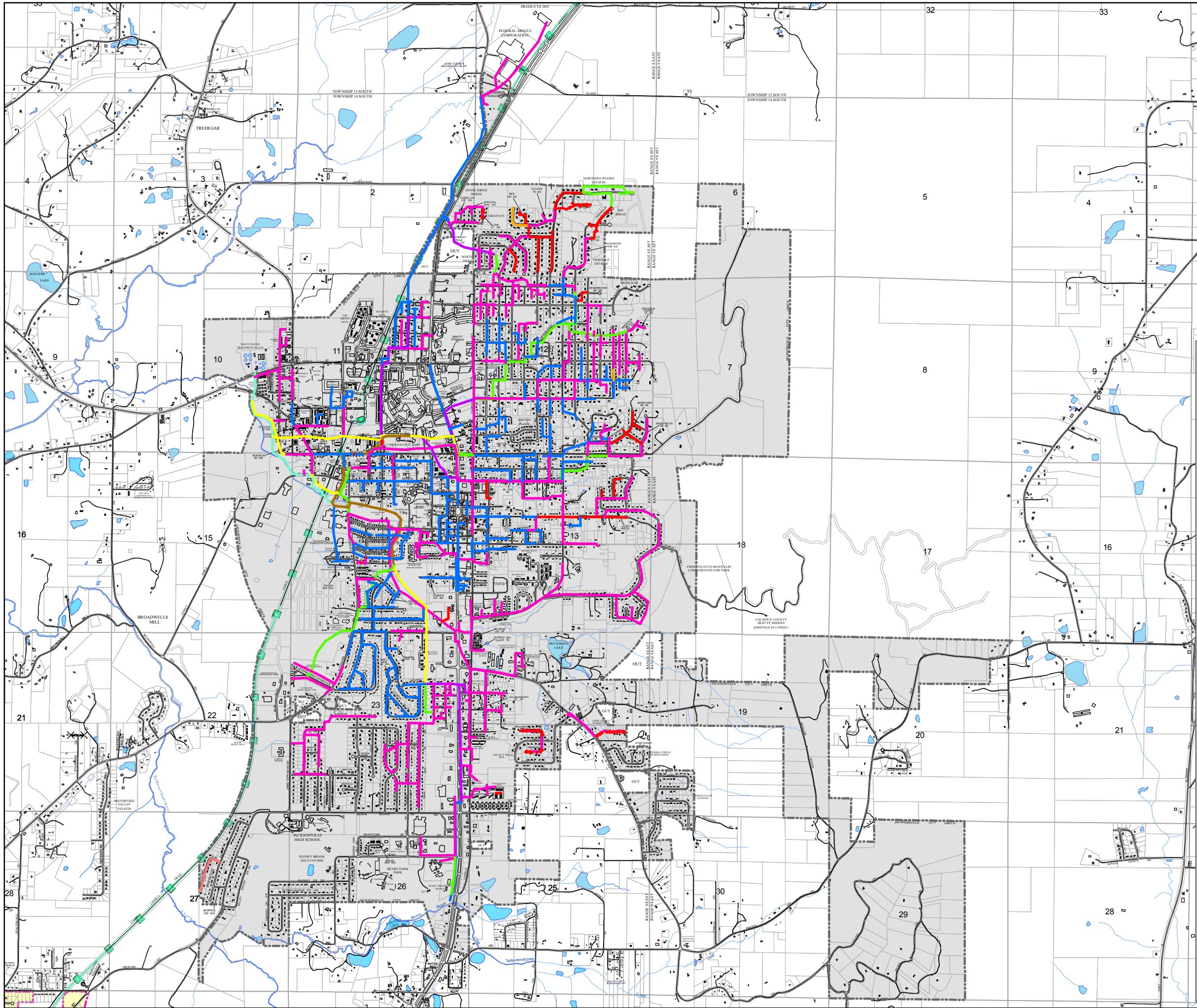
MAP 6 WATER UTILITIES JACKSONVILLE ALABAMA



- water lines without size
- 2" water lines and less
- 3" water lines
- 4" water lines
- 6" water lines
- 8" water lines
- 10" water lines
- 12" water lines
- 16" water lines



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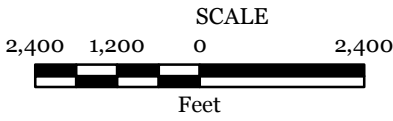


MAP 7

SEWER UTILITIES

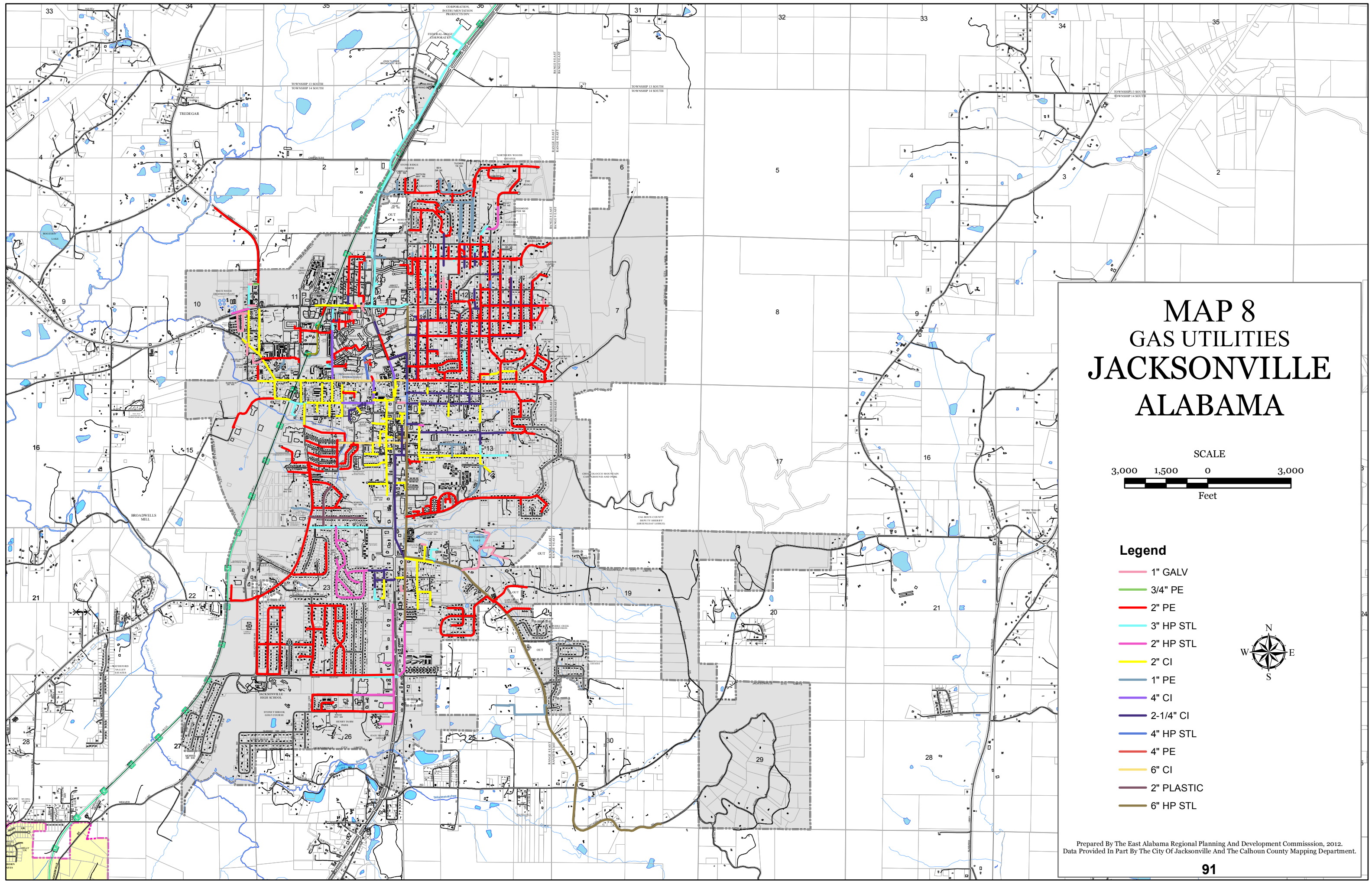
JACKSONVILLE

ALABAMA

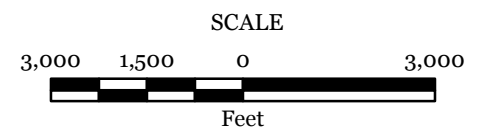


- SEWER LINES (WITHOUT SIZE)
- 3" SEWER LINES
- 4" SEWER LINES
- 6" SEWER LINES
- 8" SEWER LINES
- 10" SEWER LINES
- 12" SEWER LINES
- 15" SEWER LINES
- 18" SEWER LINES
- 30" SEWER LINES

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MAP 8 GAS UTILITIES JACKSONVILLE ALABAMA

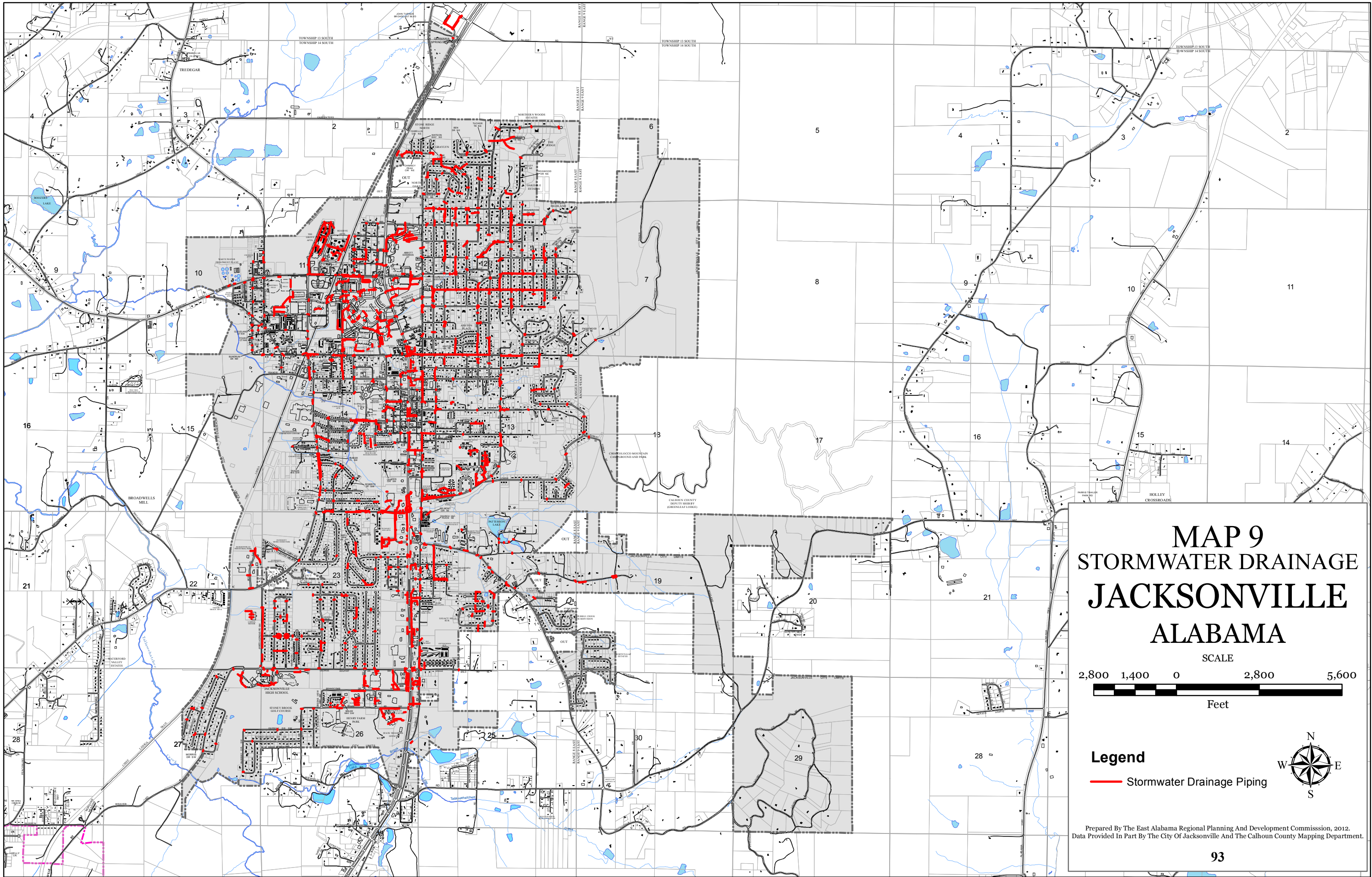


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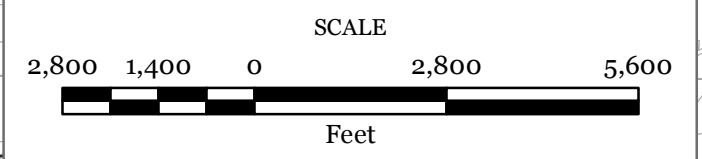
- 1" GALV
- 3/4" PE
- 2" PE
- 3" HP STL
- 2" HP STL
- 2" CI
- 1" PE
- 4" CI
- 2-1/4" CI
- 4" HP STL
- 4" PE
- 6" CI
- 2" PLASTIC
- 6" HP STL



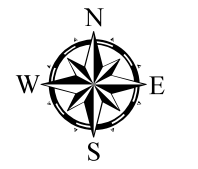
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Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.



MAP 9 STORMWATER DRAINAGE JACKSONVILLE ALABAMA



Legend
— Stormwater Drainage Piping



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CHAPTER VI: TRANSPORTATION

Transportation is an essential element and must be carefully planned and developed to best meet the needs of the community. As America continues to grow in population and more people rely on vehicular travel, transportation planning for the automobile will continue to be of major importance. Traffic flow and mobility influences the economic welfare and overall quality of life within a community. Routes with high traffic concentrations need to be identified and properly planned in order to accommodate present conditions and anticipated future growth. Traffic patterns also direct locations for growth and development. Industries and businesses wishing to be made visible and accessible to the public and to their suppliers tend to locate along major traffic routes. A well-planned transportation system should save business and the general population time and money by allowing its users to deliver goods, services, and other resources as efficiently and safely as possible. Therefore, it is important to analyze a city's existing transportation infrastructure and outline efforts for improving its local transportation network.

The purpose of this chapter is to provide information on existing traffic conditions and recommend actions to further enhance the transportation infrastructure within the City of Jacksonville. Traffic volumes along two major routes through the city, AL Hwy. 21 and AL Hwy. 204, have been used to calculate maximum capacity and future growth projections in order to prioritize roadway improvement projects on these routes. Jacksonville also plans to conduct roadway improvements such as widening and repaving on other streets in the city as well as maintaining and building sidewalks and bicycling trails in order to promote and enhance this alternative form of transportation throughout the community.

Definitions

When studying road transportation it is useful to classify roads and streets according to their function. Road classifications can be used to identify road characteristics and whether or not these roads are eligible for federal funding. The highway functional classification system is organized into a hierarchical structure with interstates exhibiting the highest traffic volumes, followed by arterials—principal and minor, collectors—major and minor, and local roads. The following roadway definitions of the functional classification of roads and streets are described by the Alabama Highway Department of Transportation.

Interstates

Interstates are divided highways with full control of access and grade separation at all intersections. The controlled access inherent in interstates results in high-lane capacities, enabling these roadways to carry up to three times the amount of traffic per lane as arterials. Interstates move traffic at relatively high speeds. The City of Jacksonville is located with somewhat distant access to an interstate freeway system. Interstate 59 traveling northeast to Chattanooga and southwest to Birmingham, is located approximately 24 miles to the west, while Interstate 20, running east to Atlanta and west to Birmingham is accessible about 20 miles to the south.

Arterial Streets

Arterial streets are designed to handle large volumes of traffic. Arterials serve primarily as feeders to the interstate system and act as major connectors between land-use concentrations. With a suggested lane

width of twelve feet, this class of roadway may be separated by a median. A secondary purpose of an arterial is to provide some access to adjacent property. The use of a curb lane for parking, loading, and unloading should not be permitted due to interference with the flow of traffic. There are two classifications of arterials: principal and minor. Principal arterial highways connect communities to freeways and expressways while minor arterial highways join with principal arterial highways and collectors. The major principal arterial highway traversing through Jacksonville is AL Hwy. 21/Pelham Road while AL Hwy. 204/Nisbet Street, NW is a minor arterial.

Collector Streets

Collector streets serve the purpose of collecting and distributing the traffic from the local streets to the arterials. With a suggested lane width of twelve feet, collectors are important for serving adjacent property and loading and unloading goods. Typically, collectors have lower volumes of traffic to accommodate shorter distance trips.

Local Streets

Local streets, designed to provide access to abutting property, are usually no wider than twelve feet. Most residential streets and alleys are considered local streets.

Administrative Street Classification

Streets are not classified by function only, but also by which entity owns and maintains them. Through an administrative street classification system, governments are able to identify which entity is responsible for a particular roadway and designate funding for projects accordingly. The Administrative Street classification categories are as follows:

Federal Highways

Federal highways are owned and funded by the U.S. Department of Transportation; the State Department of Transportation coordinates improvements on these roadways. There are no federal highways extending through Jacksonville.

Other Federal Roads

These roads are owned and maintained by other federal agencies, such as the U.S. Department of the Interior. These roadways include national forest roads and national park service roads.

State Highways

State Highways are owned and maintained by the State Department of Transportation both in unincorporated portions of a county and within municipal corporate boundaries. AL Hwy. 21 and AL Hwy. 204 are the two state routes passing through Jacksonville.

County Roads

County roads can be divided into two types: (1) roads owned and maintained by the county; and (2) roads owned by the county but maintained by the municipality with county agreement.

Municipal Streets

Municipal streets consist of all other public roads inside city boundaries (excludes private roads). All public roads in Jacksonville not listed in the other classifications fall into this category.

Private Roads

Private roads are not publicly funded but should be considered when planning future municipal street network expansions. This classification includes subdivision roads that have not been dedicated to the city and substantially long, shared driveways.

Traffic Volumes and Capacity

Traffic volumes are useful to determine traffic flow throughout a community, identify areas of high, medium, and low traffic volumes, and how traffic flow has been directed and changed over time. This data can be used to direct where road improvements, property access, and land developments should occur and the extent to which these occurrences should be administered.

Traffic volume data was collected from strategically placed traffic counters, which are identified by their mile marker positions. Traffic volumes are measured from Annual Average Daily Traffic (AADT) counts at these positions. Annual Average Daily Traffic is simply an indicator of the number of vehicles traveling on a particular section of roadway on any particular day for a given year.

After AADT is determined, it is compared to practical capacity to check if present volumes can adequately serve the public or not. Capacities are calculated by ALDOT using three data inputs: functional classification, number of lanes, and type of developments adjacent to the roadway. The *Calhoun County Area Transportation Plan 2025 Update Plan* provides a list of functional highway classifications and their respective maximum capacities.

In order to determine how many more vehicles a particular portion of roadway can adequately serve the formula V/C (V = Traffic Volume and C = Traffic Capacity) is calculated to produce a ratio. If the ratio is less than 1 then capacity is adequate for that road and improvements are not mandatory. However, if the ratio is 1 or more than 1 then capacity is surpassing or has surpassed the maximum number of vehicles the road is designed to properly serve. For example, a rural principal arterial in an undeveloped area may adequately serve up to 32,500 vehicles per day. Should the AADT be 25,000 then: V/C calculates as 0.76. Next: $100 - 0.76 = 0.24\%$ capacity available.

Another method used to determine if present volumes are adequate or not is to compare traffic volumes along a road type with Level of Service (LOS). The Alabama Department of Transportation has provided definitions for LOS, which are as follows:

Level of Service A Free traffic flow

Level of Service B	Stable traffic flow
Level of Service C	Stable traffic flow
Level of Service D	High-density stable traffic flow
Level of Service E	Capacity level traffic flow
Level of Service F	Forced or breakdown traffic flow

Ideal traffic flow is Service level A, but B and C permit adequate traffic flow as well. Service level D is high-density stable traffic flow. When traffic volumes reach level D, plans to accommodate higher traffic volumes should be taken into consideration. Plans to accommodate more traffic are mandatory should traffic volumes meet or exceed levels E and F.

Traffic conditions in Jacksonville indicate LOS A on AL Hwy. 204 extending west on US Hwy. 431 and on AL Hwy. 21 at the northern edge of the city. LOS C shows stable traffic at the city center, however in the southern portion ALDOT traffic counts show LOS D high density and LOS F forced breakdown, indicating substantial need for roadway improvements in these areas in order to accommodate traffic and mitigate congestion.

AL Hwy. 21/Pelham Road

Alabama Highway 21 runs from the Florida state line in Escambia County and ends in Piedmont approximately 10 miles northeast of Jacksonville. The route is classified as a 2-lane undivided rural principal arterial throughout its length in rural areas and then widens to a 4-lane urban principal arterial in the Cities of Sylacauga, Talladega, Oxford, Anniston, and Jacksonville. This highway serves as Jacksonville’s primary connection to other communities in the Anniston/Oxford metro area and Interstate 20 to the south. Table T-1 shows AADT volumes for AL Hwy. 21 in the City of Jacksonville and the periphery from 2003 to 2011 in 2-year increments over an eight year period, 2011 Level of Service, and traffic count stations in parenthesis.

Location of Traffic Count	2003	2005	2007	2009	2011	# Change	% Change	LOS
At Tallahatchee Creek (132)	22,470	21,940	20,100	18,900	21,049	-1,421	-6.3%	C
North of Parris Street (133)	22,920	24,370	20,560	21,130	30,288	7,368	32.1%	D
BTW Greenleaf & Whites Gap Rd. (135)	N/A	N/A	N/A	N/A	42,130	N/A	N/A	E
South of Mountain Street (138)	20,970	22,620	19,810	19,640	22,920	1,950	9.3%	C
At University Circle (139)	17,610	18,190	16,560	16,420	19,270	1,660	9.4%	C
Intersection with AL Hwy. 204 (3006)	N/A	N/A	N/A	N/A	14,680	N/A	N/A	A
North of 11th Street (141)	10,060	9,050	8,010	7,830	9,239	-821	-8.2%	A
North of Carpenters Lane (13)	7,800	8,190	7,120	6,920	6,244	-1,556	-19.9%	A

Source: ALDOT website: Traffic Data, Statewide Traffic Volume Map.

According to ALDOT traffic counts for the route in Jacksonville, traffic volumes increased considerably in the southern part of the city and decreased somewhat significantly in the northern section. The most significant increase in traffic from 2003 to 2011 occurred in the south-central section, north of Parris Street, with an AADT increase from 22,920 to 30,288, a percent increase of 32%, and change in LOS from C (Stable flow) to D (High Density). The most substantial decrease occurred just outside of the northern city limits, north of Carpenters Lane, with an AADT drop from 7,800 to 6,244, a percent decline

of 19%. Jacksonville also reported significantly high traffic volumes near the city center, between Greenleaf Street and Whites Gap Road with a 2011 traffic count of 42,130 AADT. The ALDOT approved maximum capacity for a 4-lane undivided urban principal arterial roadway is 31,000 therefore maximum capacity in this particular section was exceeded by just over 11,000, showing LOS F (Forced breakdown). Such high traffic volumes could be attributed to JSU commuters living in the southern part of the city, requiring this roadway, as well as traffic generated from the high school and commercial establishments in the southern section to and from residential areas in the northern part of the city. The highway is also the only route for trucks transporting goods and services to and from the northern and southern sections. In order to address traffic flow along AL Hwy. 21 in Jacksonville ALDOT, through the ATRIP (Alabama Transportation Revitalization Improvement Program) in 2012, provided funding and assistance to upgrade signal timing at 9 major intersections along AL Hwy. 21 in the city, and remove one signal. While signal upgrades along AL Hwy. 21 would be beneficial, more improvements, such as widening and/or better highway access management, are needed in the near future in order to sufficiently accommodate significant traffic growth in this area. Alternatively, the city could mitigate congestion in this area by providing alternate routes through the city and/or a downtown bypass for truck traffic. To locate traffic count stations with accompanying 2011 AADT and LOS see Map 10: *Transportation Plan*.

AL Hwy. 204

Alabama Highway 204 extends from Jacksonville, on the north side of the city, to connect with US Hwy. 431. The route is classified as a 2-lane undivided urban minor arterial in the city limits and transitions to a rural roadway outside the city. This roadway serves as the city’s primary connector to the Gadsden metro area and Interstate 59 to the west. Table T-2 exhibits AADT volumes for AL Hwy. 204 in Jacksonville and the city periphery from 2003 to 2011 in 2-year increments over an eight year period.

Location of Traffic Count	2003	2005	2007	2009	2011	# Change	% Change	LOS
BTW Park Ave. and Forney Ave. (390)	7,520	7,250	7,040	6,930	7,000	-520	-6.9%	A
East of Old Gadsden Road (392)	5,910	5,680	4,540	4,570	4,590	-1,320	-22.3%	A
East of Cedar Springs Road (918)	7,820	7,150	6,600	6,650	6,830	-990	-12.7%	A
Intersection w/ Broadwell Mill Rd. (916)	7,820	7,170	6,260	5,600	8,150	330	4.2%	A
At Tallahatchee Creek (10)	6,830	6,040	5,450	5,600	5,840	-990	-14.5%	A

Source: ALDOT website: Traffic Data, Statewide Traffic Volume Map.

According to ALDOT traffic counts, traffic volumes along this route decreased considerably, from 2003 to 2011, with the most significant drop (-22%) occurring east of Old Gadsden Road followed by decline further west at east Cedar Springs Road and Tallaseehatchee Creek. Maximum capacity for a 2-lane undivided minor arterial is 17,800 AADT therefore with traffic counts between 5,000 and 7,000 as reported traffic volumes could double before the city should consider significant roadway improvements. LOS A (free flow) along with traffic decreases from 2003 to 2011 indicate that AL Hwy. 204 should not need road improvements in the near future.

Traffic Projections

Traffic projections are used to give an indication of future traffic counts given current conditions occurring at the same rate for the same span of time. It is important to remember that these projections are not used to predict future traffic volumes. They only provide an expectation of what could happen if current trends and conditions remain the same. An example of how traffic count projections are calculated for an 8-year period is shown below:

1. Calculate the difference between the traffic volumes in the past 8 years.
2011 AADT is 30,288 - 2003 AADT is 22,920. $30,288 - 22,920 = 7,368$.
2. Second, the difference is divided by the earliest AADT examined, which is 2003 data.
Difference is $7,368 / \text{AADT 2003 is } 22,920$. $7,368 / 22,920 = .3214$ or 32.1%, which is the growth rate for the 8-year period.
3. Third, the growth rate is multiplied by the traffic volume of the most recent year.
Growth rate is $32.1 \times 30,288 \text{ AADT 2011}$. $.3214 \times 30,288 = 7,368$. This calculation produces the estimated increase over the next 8-year period, which is 7,368.
4. Lastly, the estimated increase and the most recent AADT are summed.
Estimated increase $7,368 + 30,288 \text{ AADT 2011}$. $7,368 + 30,288 = 37,656$. This calculation gives us the projected traffic count on this section of road for 2019, which is 37,656.

According to traffic projections from 2011 to 2019 there would still be little need for roadway improvements along AL Hwy. 204 and AL Hwy. 21 in the northern part of the city. However, projected increases in traffic volumes along AL Hwy. 21 in the central and particularly in the southern portion of city along this route indicate maximum capacity attained and further exceeded, particularly north of Parris Street and between Greenleaf Street and Whites Gap Rd. This information further ascertains the need for roadway improvements in the near future. Table T-3 displays AADT along Jacksonville’s major routes from 2003 to 2011 and projects LOS for 2019.

Roadway	Location of Traffic Count	2003	2011	2019	LOS
AL Hwy. 21	At Tallahatchee Creek (132)	22,470	21,049	19,628	C
	North of Parris Street (133)	22,920	30,288	37,656	E
	BTW Greenleaf & Whites Gap Rd. (135)	N/A	42,130	N/A	F
	South of Mountain Street (138)	20,970	22,920	24,870	D
	At University Circle (139)	17,610	19,270	20,930	C
	Intersection with AL Hwy. 204 (3006)	N/A	14,680	N/A	A
	North of 11th Street (141)	10,060	9,239	8,418	A
	North of Carpenters Lane (13)	7,800	6,244	4,688	A
County Rd. 204	BTW Park Ave. and Forney Ave. (390)	7,520	7,000	6,480	A
	East of Old Gadsden Road (392)	5,910	4,590	3,270	A
	East of Cedar Springs Road (918)	7,820	6,830	5,840	A
	Intersection w/ Broadwell Mill Rd. (916)	7,820	8,150	8,480	A
	At Tallahatchee Creek (10)	6,830	5,840	4,850	A

Source: ALDOT website: Traffic Data, Statewide Traffic Volume Map.

Highway Access Management

Highway access management plays an important role in transportation efficiency, management, and safety. Many communities and other developed areas throughout the country have neglected proper access management standards, resulting in mismanaged and unnecessary traffic congestion and gridlock at major intersections. As development continues along the AL Highway 21 corridor through Jacksonville, the city would benefit substantially from logical and practical highway access management guidelines, serving to ease access and enhance traffic flow at important intersections and other access points along the city’s major highway. Once established, these guidelines could be used to create a practical set of access management regulations to be included in the city’s zoning ordinance and implemented through lawful enforcement of zoning codes.

The basic purpose of highway access management is to improve traffic flow along the highway while maintaining efficient, adequate, and safe vehicular accessibility. Highway access management guidelines included herein Comprehensive Plan format must not be enforced as law, but are useful in providing basic direction and guidance in establishing practical and effective highway access. These guidelines and subsequent diagrams, selected from the Alabama Department of Transportation Highway Access Management Guidelines manual, are listed as follows: 1) Placement of Commercial Activity Centers, 2) Corner Parcel Access, 3) Throat Length, 4) Grid Pattern Connectivity, 5) Connectivity in Local Neighborhoods, 6) Frontage Roads.

Placement of Commercial Activity Centers

As a common pattern in commercial development, commercial activity centers tend to locate around major street corners and intersections. These commercial activity centers, also known as commercial nodes, begin with a location at the corners of intersections and can significantly inhibit traffic flow and access if all four corners are developed with entrance and exit points. In planning for proper access management, this practice should be avoided. Commercial property should be promoted and encouraged to develop as commercial activity centers at only one corner of the intersection, undivided by the major intersection instead of on all four corners and spread out along the highway. This type of access management permits more highway frontage due to proper separation and distance from the major intersection, creating better traffic circulation throughout the commercial area along with greater flexibility in site design and fewer potential access problems at the intersection. Although commercial developments tends to favor close and convenient proximity to the intersection, along with higher

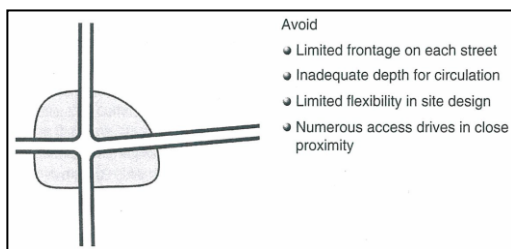


Figure T-2 Improper Commercial Node

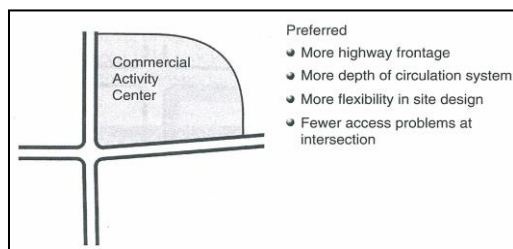


Figure T-1. Proper Commercial Node

visibility to incoming traffic, the placement of commercial nodes better prepares the community and business areas for more manageable and sustained growth in the future. Figure T-1 shows the improper placement of commercial nodes while T-2 shows proper placement.

Corner Parcel Access

Corner parcel lots, also known as outparcels, enlist high priority and value to businesses due to efficient access and convenient visibility along two major roads instead of a single road. In order to avoid access management problems and congestion at the intersection these parcels need to be tightly regulated with limited access. As a sustainable traffic management practice the preferred strategy is to permit a maximum of two access points, one located on each intersecting highway, into a collectively shared parking area, as opposed to allowing several access points, each with single access into individual parcels with separate parking. This preferred strategy enhances traffic flow and access by utilizing shared parking and keeping access to a minimum along the major roadway, while the non-preferred strategy produces numerous traffic access conflicts and unnecessary congestion. Figure T-3 shows improper corner parcel access with multiple single access points for each parcel and non-shared parking, while Figure T-4 illustrates proper access management with two major access points and shared parking.

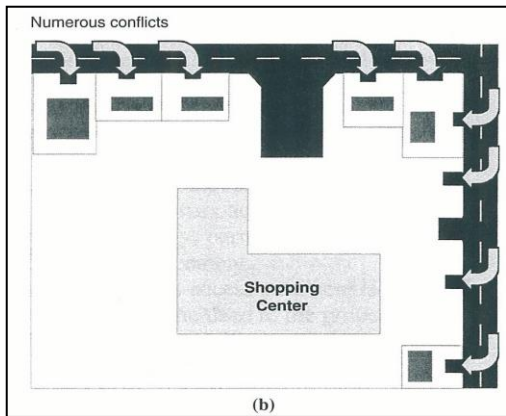


Figure T-3. Improper Corner Parcel Access

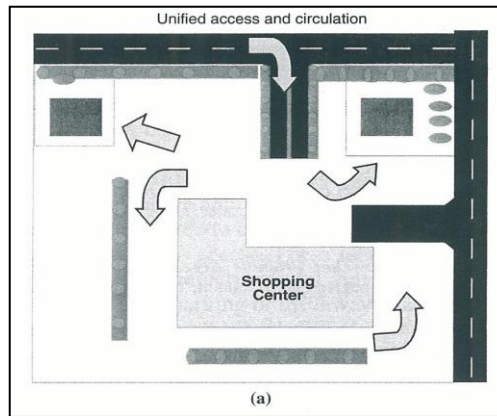


Figure T-4. Proper Corner Parcel Access

Throat Length

Throat length is characterized as the length of roadway or driveway used to connect the highway intersection to the on-site traffic circulation intersection, namely a parking lot parcel or another parallel roadway. Proper throat length is necessary to provide safe vehicular clearance at both intersections and mitigate bunching of vehicles at these access points. Adequate throat length should allow left-turning vehicles sufficient clearance of traffic, in the opposing right hand lane, before meeting on-site circulation. As a general rule, a minimum of two vehicles should be able to remain safely stationary within the throat at any given moment. This practice should substantially reduce congestion and crash rates on the abutting roadway and circulation site. Figure T-5 demonstrates proper throat length between the abutting roadway and on-site circulation. For specific land uses the following throat lengths have been recommended:

- 300 feet for mall or supercenter
- 250 feet for retail development with more than 150,000 square feet of floor space
- 150 feet for retail development with 100,000 to 150,000 square feet of floor space
- 50 feet for small retail strip developments at intersection corner parcels
- 30 feet for convenience store at intersection corner parcels

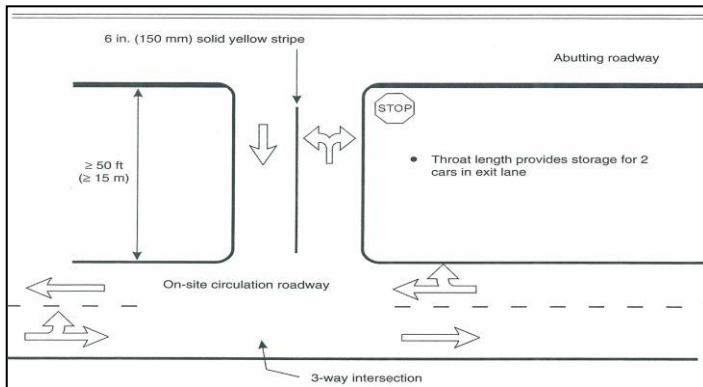
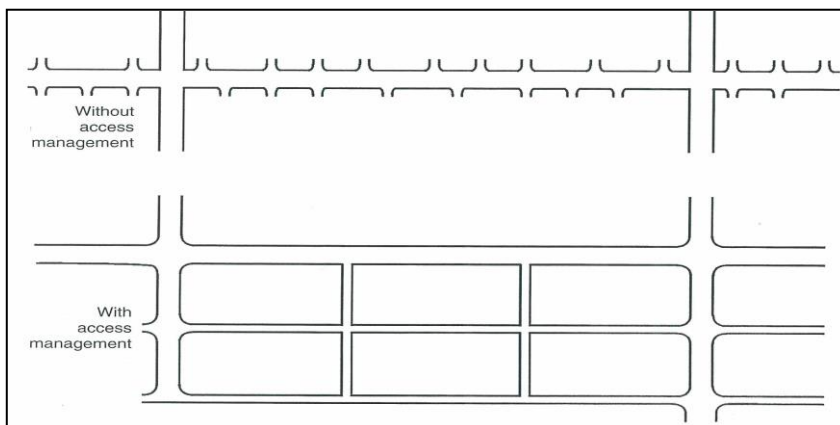


Figure T-5. Proper Throat Length

Grid-pattern Connectivity

The most critical component of highway access management is a unified and well integrated roadway network system. Without such a system, street connectivity fails and the result is increased traffic congestion and reduced safety. The common grid-pattern system is the most basic, yet efficient, safe, and overall useful road network strategy available. This pattern should be the basis for street networking and accompanying city development. Grid pattern connectivity is designed to promote and encourage access to major thoroughfares through connector routes and the local road system instead of giving direct access to individual parcels. In order to free traffic flow and reduce congestion individual parcels should be accessed directly only through connector and local roads, not arterial roads. In addition to free flow and reduced congestion, streets with better access management provide for safer and more recognizable access to establishments along the roadway. Figure T-6 illustrates two street systems—one without access management and numerous direct access points to individual parcels, and the other with access



management showing a supporting street system with direct access only at connector and local street intersections. Proper access management should allow entrance and exit to and from properties chiefly through numerous minor connection roadways and limit curb cut access on the major arterial street in order to mitigate potential collisions and improve traffic flow.

Figure T-6. Street Network With and Without Proper Access Management

Connectivity in Local Neighborhoods

Grid pattern connectivity should also be promoted and encouraged in local neighborhoods in order to create safe and efficient transportation throughout the community. Connectivity hindrances such as dead-ends, cul-de-sacs, and gated communities force drivers to use major roadways for even short trips, thus adding to congestion. A fragmented street system will also increase length of trip and time driving, as well as impede emergency access. As a basic connectivity strategy, cities should create transportation plans and policies to mitigate the use of connectivity hindrances and promote and encourage an integrated vehicular transportation network. Figure T-7 shows improper connectivity, heightening demand for arterial access, while Figure T-8 illustrates proper and efficient connectivity, creating less demand for arterial access.

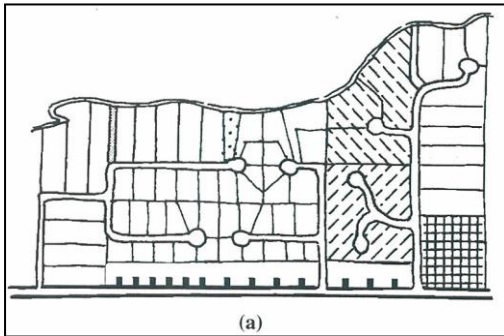


Figure T-7. Improper Connectivity

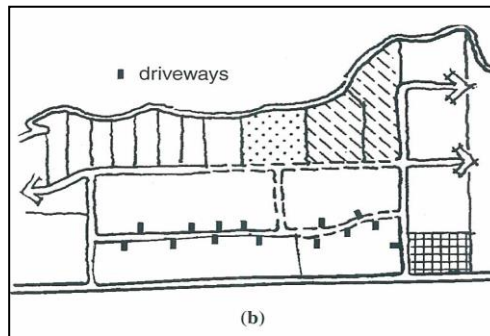


Figure T-8. Proper Connectivity

Frontage Roads

Common alternatives to direct grid access roads consist of frontage roads and service roads. These roads run parallel to the major highway, providing access points only along connectors to the major road. The two main goals of this strategy is 1) to decrease direct access along the major route, thus creating and sustaining uninhibited traffic flow along the major route and 2) diverting and separating business oriented traffic from through routing traffic. The only barrier to using frontage roads is highly limited access, which is itself the basis. Figure T-9 shows minimum separation between the frontage road and the major roadway.

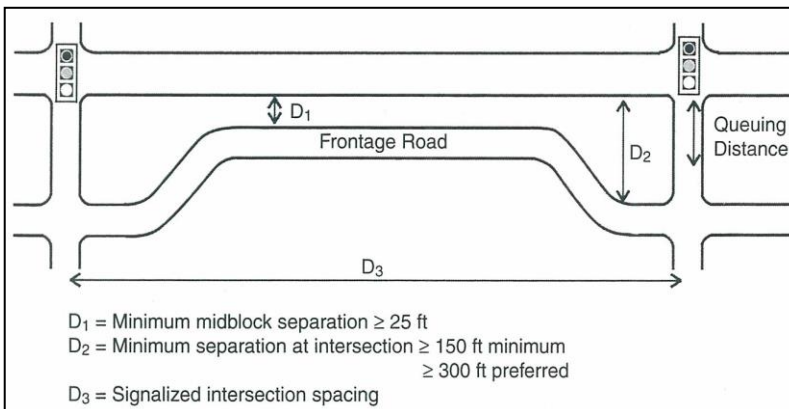


Figure T-9. Minimum Separation for Frontage Roads

Transportation Plan

As a growing and thriving community, Jacksonville needs to plan for effective and efficient transportation. The primary form of transportation throughout the City of Jacksonville is personal vehicular with most traffic generation along the two main routes, AL Hwy. 21 and AL Hwy. 204. According to ALDOT traffic counts AL Hwy. 204 reported significant decreases in traffic volumes and sustainable capacity while AL Hwy. 21 showed significant growth and breached maximum capacity, particularly in the southern portion through the city. The city needs a manageable plan to accommodate traffic growth and mitigate congestion along AL Hwy. 21 in addition to improvements needed on other streets. In order to promote and enhance other forms of transportation such as bicycling and walking, the city plans to build and improve sidewalks and bicycle trails throughout the community.

Street Improvements

The Calhoun County Metropolitan Planning Organization (MPO) has identified street improvement projects in Jacksonville, with cooperation through the Federal Highway Administration, the Federal Transit Administration, the Alabama Department of Transportation, and the East Alabama Regional Planning and Development Commission. Street improvements for the city, such as widening and repaving, have been documented as follows in accordance with the 2008-2011 and the 2012-2015 Transportation Improvement Program. See Map 11: *Roadway Improvement Plan* in order to locate projects with the corresponding identification numbers listed below.

1. Greenleaf Street SW—Widen and resurface road from AL Hwy. 21 to Alexandria Rd. (Complete)
2. Alexandria Rd. SW—Resurface and culvert replacement from Francis Street to Bear Blvd. (Complete)
3. Mountain Street NW—Resurface from Old Gadsden Rd. to AL Hwy. 21 (Complete)
4. Coffee ‘A’ Street—Resurface from Alexandria Rd. SW to AL Hwy. 21
5. Gardner Drive SE—Resurface from Church Street to Vann Street. (Complete)
6. AL Hwy. 21/Pelham Rd.—Signal Upgrade Timing at intersections
7. White’s Gap Road SE—Resurface from Macy Lane SE to Whites Gap Road at Whites Gap Baptist Church
8. Nesbit Lake Road—Resurface from Nesbit Street NW to Cove Road. (Complete)
9. Anniston/Weaver/Jacksonville Road—Repave from James Hopkins Rd. SW to Sky High Drive (Phase I) (Eliminated from Project List)
10. Mountain Street, NE—Resurface from AL Hwy. 21 to 8th Ave. NE
11. Church Ave.—Resurface from 11th Street, NE to George Douthit Drive, SE

Jacksonville has a considerably well integrated and connected road grid throughout, making vehicular transportation substantially safe and efficient. Only a few proposed new routes have been recommended in order to provide more convenient connections and improve traffic flow. These recommendations are as follows (See Map 11 for details):

12. Proposed new route—Extension of Bear Blvd. SW to intersection of Alexandria Rd., SW and Greenleaf Street SW.

13. Proposed new route—Connection from Eagle Crest Blvd., SW and George Douthit Drive, SW to Branscomb Drive, SW and Greens View Way, SW.
14. Proposed Improvement—Reconfigure the Public Square by straightening AL Hwy. 21 north/south and constructing parking lots along east/west sides.

In addition to street improvements Jacksonville proposes upgrades to traffic signal lights along AL Hwy. 21/Pelham Road. In 2012 the city received financial assistance for signal upgrades through the Alabama Transportation Rehabilitation and Improvement Program (ATRIP) as a part of the 2012 ATRIP Initiative which accesses federal bonds for road and bridge projects in immediate need. For these projects ATRIP funds 80% of the finances needed with a 20% match from the local government or through a local public-private partnership. The following signal upgrades are listed for the intersections as follows (See Map 8 for more details):

- AL Hwy. 21/Pelham Rd., North and Nisbet Str./Bennett Blvd. (SR 204)
- AL Hwy. 21/Pelham Rd., North and University Circle, North
- AL Hwy. 21/Pelham Rd., North and University Circle, South/Roebuck Waters Street
- AL Hwy. 21/Pelham Rd., North and Mountain Street
- AL Hwy. 21/Pelham Rd. and Francis Street
- AL Hwy. 21/Pelham Rd., South and Coffee Street
- AL Hwy. 21/Pelham Rd., South and James Street
- AL Hwy. 21/Pelham Rd., South and Greenleaf Street
- AL Hwy. 21/Pelham Rd., South and Douthit Drive

Sidewalks and Bicycling Trails

As a part of its transportation plan Jacksonville proposes transportation projects for alternative modes, such as bicycling and pedestrian routes, throughout the city, enhancing travel and accessibility to the Chief Ladiga Trail, downtown, JSU, and other parts of the city. The following pedestrian/bicycling improvements have been proposed in accordance with the 2012 Bicycle and Pedestrian Plan under guidance from the Calhoun Area Metropolitan Planning Organization, and as determined goals from the Jacksonville Quality of Life Committee. See the *Pedestrian/Bicycle Transportation Plan* (Maps 12A and 12B) for locations of projects with corresponding identification numbers.

1. Widening and improvement of sidewalks on both sides of Mountain Street, NW from Chief Ladiga Trail to AL Hwy. 21/Pelham Rd., North
2. Sidewalk construction from JSU main campus to Stone Center
3. Crosswalk, lights, and signals (AL Hwy. 21 to Brewer Hall)
4. Sidewalk construction on west side of AL Hwy. 21 (AL Hwy. 204 to Brewer Hall)
5. Crosswalk construction and improvements (AL Hwy. 21 and AL Hwy. 204 intersection)
6. Crosswalk construction and improvements (AL Hwy. 21 and Mountain Street)
7. Crosswalk construction and improvements (AL Hwy. 21 and James Street, SE)
8. Sidewalk construction on south side of AL Hwy. 204 (Park Ave., NW to AL Hwy. 21)
9. Sidewalk construction on west side of AL Hwy. 21 (Coffee Street to Greenleaf Street, SW)
10. Curb extensions, crosswalk improvements, and landscaping (Jacksonville Square)
11. Rehab Jacksonville NS Depot (Welcome Center and Chief Ladiga Trail access)

12. Sidewalk construction west side of AL Hwy. 21 (Trustee Circle to Mountain Street)
13. Creekside Trail/Greenway extension from Alexandria Rd., SW to A Street SW (Phase II)
14. Creekside Trail/Greenway extension from A Street SW to Greenleaf Street, SW near Winn-Dixie (Phase III)
15. Pedestrian loop from Winn-Dixie across AL Hwy. 21 at light and across Church Ave., SE at Gardner Drive, SE to connect to Gardner Drive, SE sidewalk continuing to Vann Street, SE
16. Pedestrian/Bicycle bridge over creek at City Park
17. Finley Street, SW connector with pedestrian/bicycle bridge behind Winn-Dixie
18. Sidewalk construction on east side of AL Hwy. 21 from Alumni House to Square
19. Sidewalk construction on south side of George Douthit Drive, SW from Jacksonville High School to Wal-Mart
20. Connectors to Chief Ladiga Trail: North Campus Link at 11th Street, NW
21. Sidewalk maintenance on neighborhood streets (Curb cut and repairs on Vann Street)
22. Connector to Chief Ladiga Trail: North Campus Link on Alabama Street, NW
23. Sidewalk construction on east side of Church Ave., SE extending from the Fire Department to New Hope Missionary Baptist Church
24. Sidewalk construction on west side of 8th Avenue SE from Vann Street SE to Mountain Street NE
25. Pedestrian/Bicycle trail from creekside greenway through City Park to Ladiga Street, SW
26. Sidewalk construction on north side of Ladiga Street, SW from Spring Avenue, SW to Square
27. Creekside Trail/Greenway construction from Mountain Street NW to AL Hwy. 21
28. Sidewalk construction on north side of Greenleaf Street, SW from Alexandria Rd., SW to Winn-Dixie
29. Connector to Chief Ladiga Trail from Bear Blvd. SW
30. JSU pedestrian bridge

Analytical Summary

The analytical summary provides a general review of the topics discussed in each chapter and sets forth broad recommendations.

Traffic Volumes and Capacity

AL Hwy. 21/Pelham Road

Traffic Capacity and Assessment: Jacksonville, along AL Hwy. 21 reported significantly high traffic volumes near the city center, between Greenleaf Street and Whites Gap Road with a 2011 traffic count of 42,130 AADT. The ALDOT approved maximum capacity for a 4-lane undivided urban principal arterial roadway is 31,000 therefore maximum capacity in this particular section was exceeded by just over 11,000, showing LOS F (Forced breakdown). Such high traffic volumes could be attributed to JSU commuters living in the southern part of the city, requiring this roadway, as well as traffic generated from the high school and commercial establishments in the southern section to and from residential areas in the northern part of the city. The highway is also the only route for trucks transporting goods and services to and from the northern and southern sections.

Recommendations: Roadway improvements along AL Hwy. 21, such as widening and better highway access management, are needed in the near future in order to sufficiently accommodate significant traffic growth in this area. Alternatively, the city could mitigate congestion in this area by providing alternate routes through the city and/or a downtown bypass for truck traffic.

AL Hwy. 204/Nisbet Street, NW

Traffic Capacity and Assessment: According to ALDOT traffic counts, traffic volumes along this route decreased considerably, from 2003 to 2011, with the most significant drop (-22%) occurring east of Old Gadsden Road followed by decline further west at east Cedar Springs Road and Tallaseehatchee Creek. Maximum capacity for a 2-lane undivided minor arterial is 17,800 AADT therefore with traffic counts between 5,000 and 7,000 as reported traffic volumes could double before the city should consider significant roadway improvements. LOS A (free flow) along with traffic decreases from 2003 to 2011 indicate that AL Hwy. 204 should not need road improvements in the near future.

Recommendations: No improvements needed in the near future.

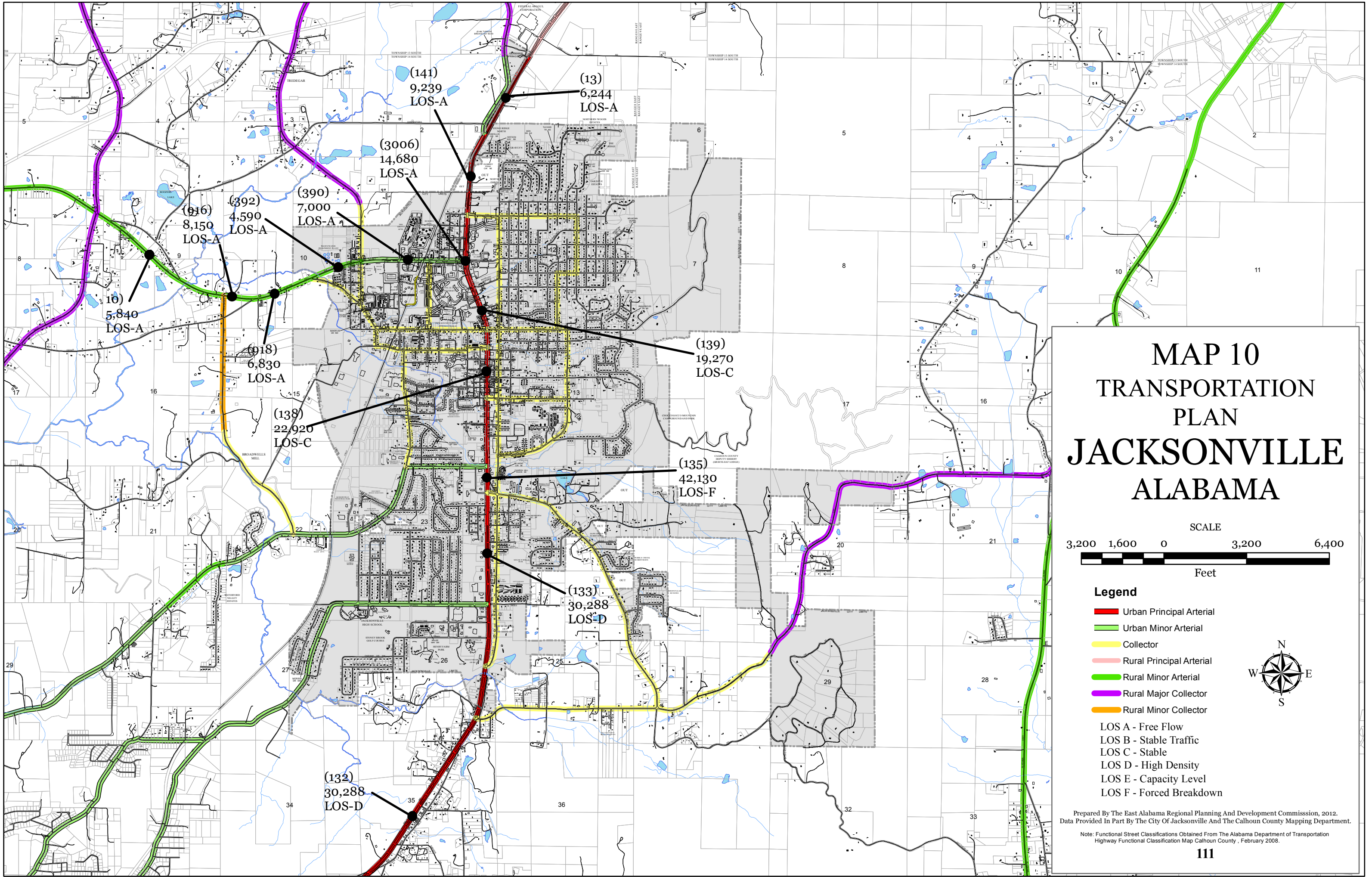
Street Improvements

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Program. See Map 11: *Roadway Improvement Plan*, in order to locate projects with the corresponding identification numbers listed in the Street Improvements section of this chapter.

Sidewalks and Bicycle Trails

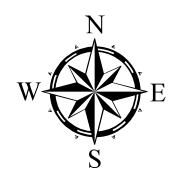
As a part of its transportation plan, Jacksonville proposes transportation projects for alternative modes, such as bicycling and pedestrian routes, throughout the city, enhancing travel and accessibility to the Chief Ladiga Trail, downtown, JSU, and other parts of the city. The sidewalk and bicycle trail projects previously listed in this chapter have been proposed in accordance with the 2012 Bicycle and Pedestrian Plan under guidance from the Calhoun Area Metropolitan Planning Organization and as determined goals from the Jacksonville Quality of Life Committee. See the *Pedestrian and Bicycle Plan Maps* (Maps 12A and 12B) for locations of projects with corresponding identification numbers.



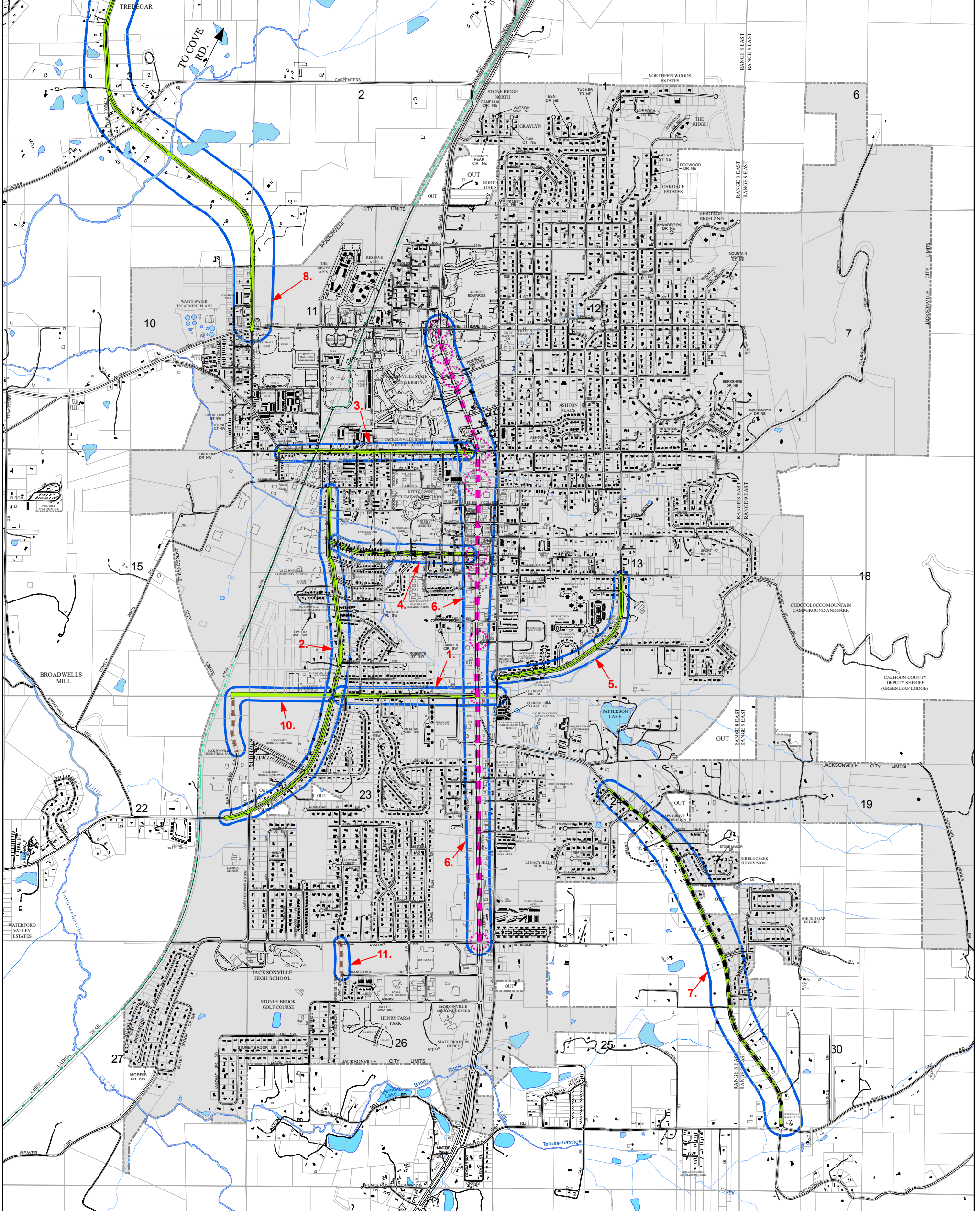
MAP 10 TRANSPORTATION PLAN JACKSONVILLE ALABAMA

SCALE
3,200 1,600 0 3,200 6,400
Feet

- Legend**
- █ Urban Principal Arterial
 - █ Urban Minor Arterial
 - █ Collector
 - █ Rural Principal Arterial
 - █ Rural Minor Arterial
 - █ Rural Major Collector
 - █ Rural Minor Collector
- LOS A - Free Flow
 LOS B - Stable Traffic
 LOS C - Stable
 LOS D - High Density
 LOS E - Capacity Level
 LOS F - Forced Breakdown



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
 Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.
 Note: Functional Street Classifications Obtained From The Alabama Department of Transportation
 Highway Functional Classification Map Calhoun County, February 2008.



MAP 11 ROADWAY IMPROVEMENT PLAN JACKSONVILLE ALABAMA

SCALE

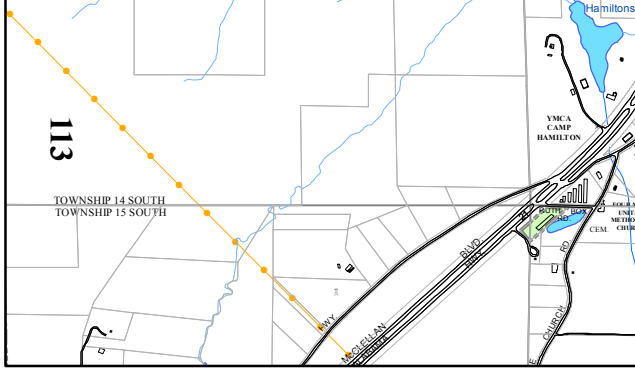
2,000 1,000 0 2,000

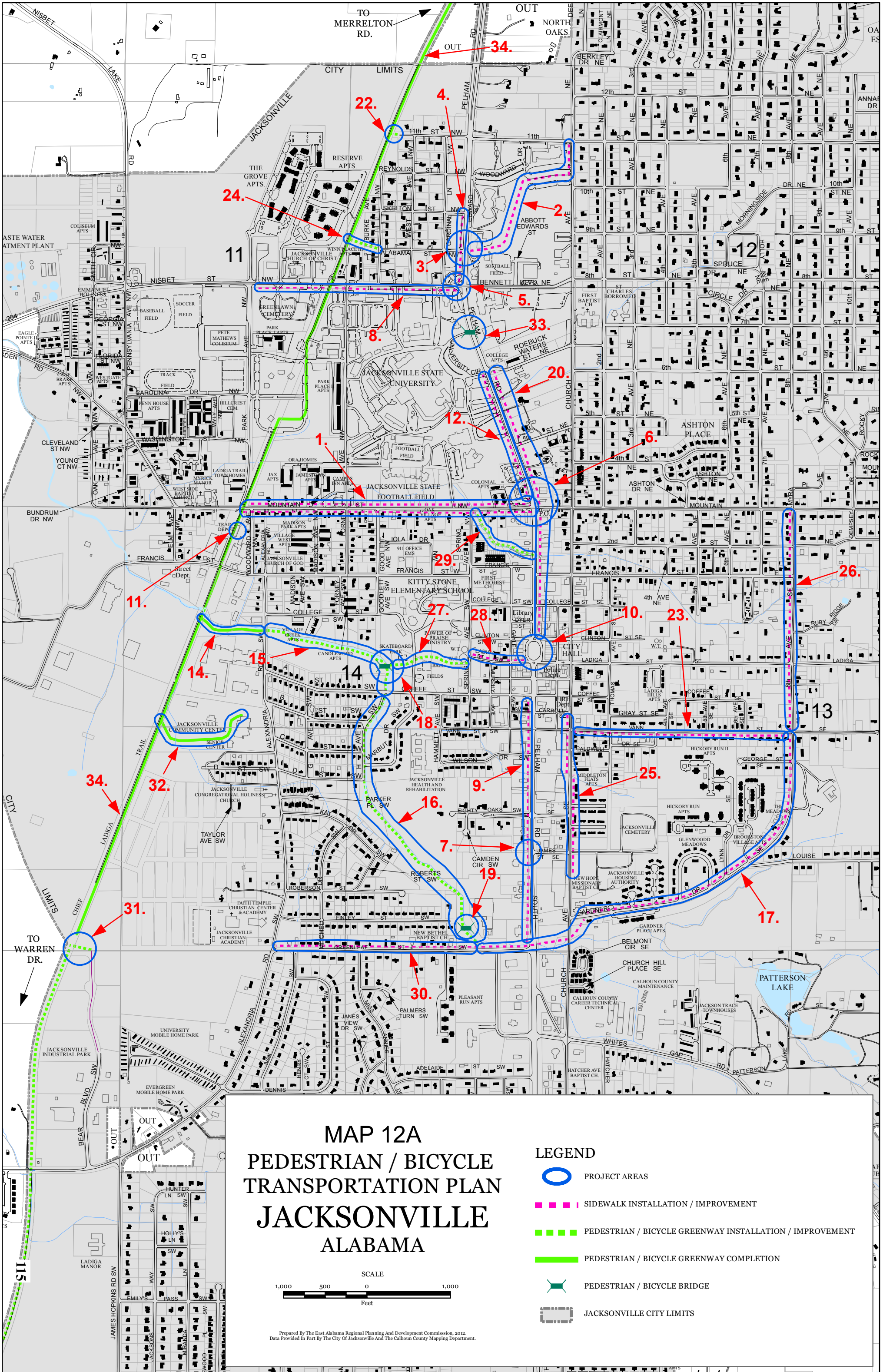
Feet

LEGEND

- PROJECT AREAS
- PROPOSED NEW ROUTES
- SIGNAL UPGRADE / TIMING
- ROADWAY IMPROVEMENT (INCOMPLETE)
- ROADWAY IMPROVEMENT (COMPLETE)
- ⊙ INTERSECTION SIGNAL TIMING UPGRADE
- JACKSONVILLE CITY LIMITS
- WEAVER CITY LIMITS

Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.



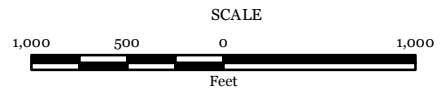


MAP 12A

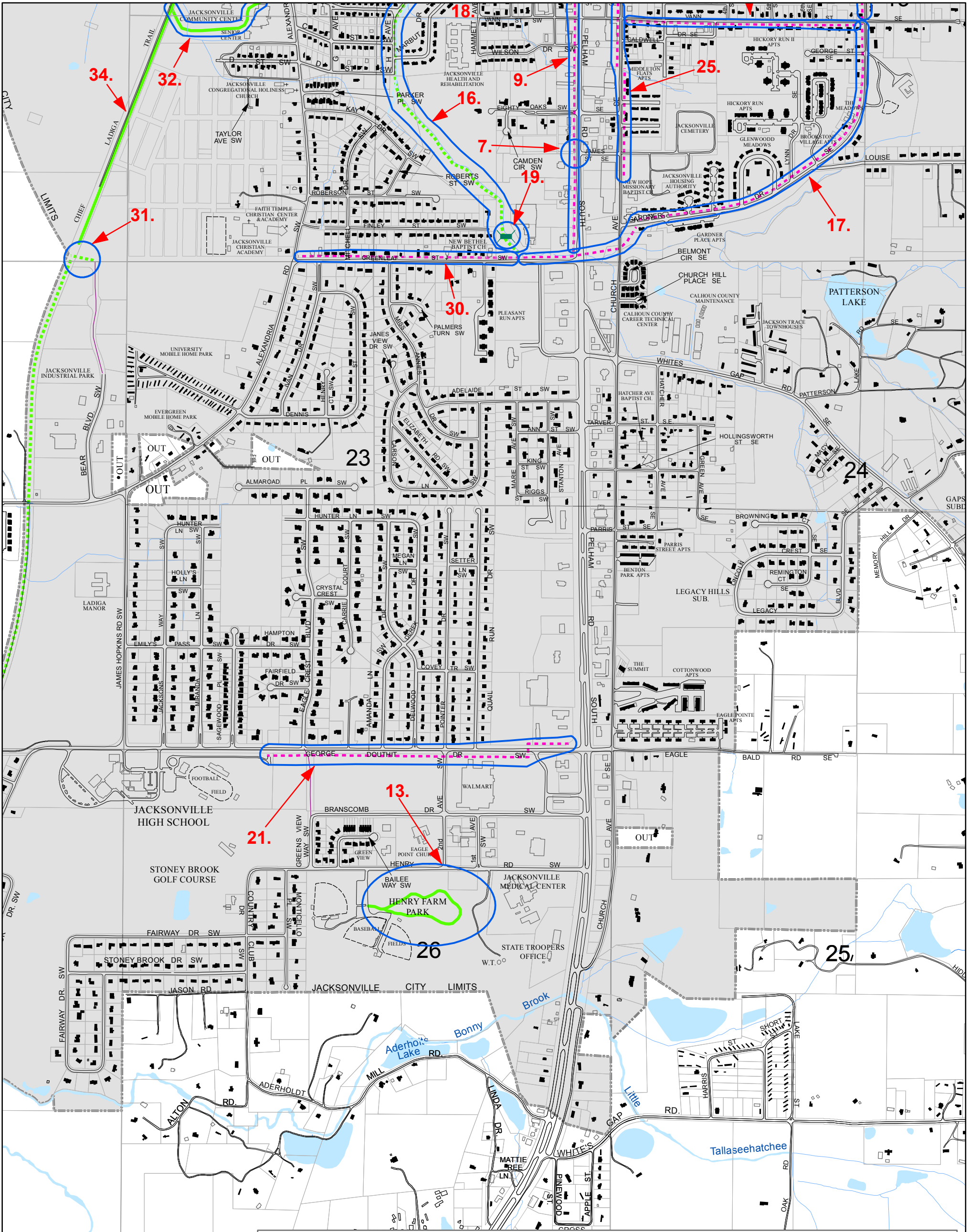
PEDESTRIAN / BICYCLE TRANSPORTATION PLAN

JACKSONVILLE ALABAMA

- LEGEND**
- PROJECT AREAS
 - - - SIDEWALK INSTALLATION / IMPROVEMENT
 - - - PEDESTRIAN / BICYCLE GREENWAY INSTALLATION / IMPROVEMENT
 - PEDESTRIAN / BICYCLE GREENWAY COMPLETION
 - ⌵ PEDESTRIAN / BICYCLE BRIDGE
 - JACKSONVILLE CITY LIMITS

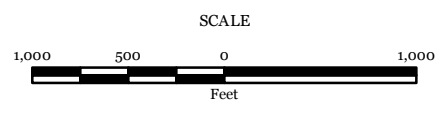


Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.



MAP 12B PEDESTRIAN / BICYCLE TRANSPORTATION PLAN JACKSONVILLE ALABAMA

- LEGEND**
-  PROJECT AREAS
 -  SIDEWALK INSTALLATION / IMPROVEMENT
 -  PEDESTRIAN / BICYCLE GREENWAY INSTALLATION / IMPROVEMENT
 -  PEDESTRIAN / BICYCLE GREENWAY COMPLETION
 -  PEDESTRIAN / BICYCLE BRIDGE
 -  JACKSONVILLE CITY LIMITS



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City of Jacksonville And The Calhoun County Mapping Department.

CHAPTER VII: ENVIRONMENTAL FEATURES

The natural landscape and its features play an important role in the development and planned growth of any community. Features such as floodplains, wetlands, threatened or endangered species habitats, steep slopes, sensitive and rocky soils can be a hindrance to development. Other features such as lakes, streams, rivers, mountains, mineral resources, caves, and forests can act as economic catalysts in the form of resource harvesting, recreational opportunities, and/or eco-tourism. Good planning should recognize these benefits natural amenities provide, utilize them to their full extent, and minimize ecological damages in the process. Misguided and unmitigated development on sensitive lands often results in ecological and economic disasters in the form of landslides, sinkholes, and increased flooding. Through prior identification of these hazards and proper guidance of development, many disasters can be avoided, and community enhancements realized. Sensitive lands could be preserved for parks and open space, adding amenities and character to the community. It is in Jacksonville's best interest to guide and direct what kinds of developments are most suitable for any given area and how much building is feasible. With modern engineering and construction equipment, building in areas once thought impossible are now possible, however, this often is costly and not always the best and most effective option. The natural environment will always be a pivotal factor in development decisions. This chapter examines environmental features, such as soil characteristics, steep slopes, floodplains, water resources, wetlands, wildlife habitats, and threatened and endangered species, in order to identify areas sensitive to development and to give general guidance on assessing their development feasibility.

Overview of Natural Resources and Constraints

The City of Jacksonville is located in the northern portion of Calhoun County bordering the western portion of the northern most part of the Talladega National Forest and the Dugger Mountain Wilderness Preserve. The city forms the northern section of the Anniston/Oxford metro area.

According to soil inventory data, Jacksonville showed substantial environmental constraints throughout the city, the most prevalent of which were steep slopes and septic restrictive areas. The most significant environmental constraint is steep slopes, accounting for approximately 2,176 acres and 31% of the total land area coverage in the city. These areas consist of rough, dry soils and are located primarily in the eastern section of the city bordering the Talladega National Forest. Substantial development in steep slope areas should take necessary precautions in order to prevent erosion and water run-off which could cause structural instabilities. Septic restrictive constraints accounted for 944 acres and 13% of the land area in the city limits. These areas consist of soils unfit for septic system percolation and drainage and extend extensively throughout the city. Floodplains have also been determined as a somewhat considerable constraint, covering approximately 464 acres and 6% of the city for both 100 year floodplain and 500 year. Most floodplains in Jacksonville are located adjacent to streambeds in the central and southern portions. Flood prone areas accounted for approximately 428 acres and 6% of the total land area, located adjacent to or overlapping floodplains. In general, land deemed as floodplains tend to flood more rapidly and excessively than flood prone areas due to the nature of the soils, low elevations, and close proximity to water bodies. Data pertaining to floodplain areas have been obtained in accordance with FEMA floodplain FIRM (Federal Insurance Rate Maps) maps and flood prone areas as identified by the USDA's

National Resources Conservation Service (NRCS) maps. Table EF-1 shows environmental features/constraints and distribution for Jacksonville in 2016.

Table EF-1. Environmental Features: Jacksonville, 2016		
Environmental Feature/Constraint	Acreage	Percent Distribution
Steep Slopes	2,176.74	31.3%
Flood Prone	428.77	6.2%
Wetlands	12.54	0.2%
Septic Restrictive	944.94	13.6%
Shrink-Swell Soil	23.19	0.3%
Depth to Saturated Zone	85.81	1.2%
Floodplains (100 yr.)	399.66	5.8%
Floodplains (500 yr.)	64.99	0.9%
Total City Acreage	6,946.38	100.0%

Source: EARPDC database, 2016.

Soil Characteristics

Proper knowledge and understanding of soil characteristics is useful in determining environmental constraints and land suitability for specified development intensity. Soil types and classifications are extensively numerous and any given community could discover a myriad of samples to categorize. Therefore the scope of this soil characteristics study is to examine only the most commonly associated soil types, distinguishing environmental constraints such as steep slopes, floodplains and wetlands, areas unfit for septic systems, and shrink-swell. Jacksonville’s land use constraints are generally composed of three broad soil classifications/series: 1) Stony Rough Land 2) Lehew-Montevallo Series, and 3) Philo Series. The *Environmental Constraints* Map (Map 13) identifies and locates the city’s environmental constraints based on these and other soil classifications in order to guide and direct land use and development decisions accordingly. Soil information was made available through the *Soil Survey of Calhoun County*, 1961. The following highlights list environmental constraints in Jacksonville along with their associated soil series or classifications, characteristics, and pertaining development limitations:

- **Steep Slopes**—Stony Rough Land—characteristic of stony rough land from mountainous areas with sandstone outcrops and quartzite bedrock. Soil is generally shallow over bedrock with high runoff and slow infiltration. Capacity for available moisture is low as well as natural fertility. Most of this land is difficult to reach, even for timber harvesting, and is best suited for parks and preservation. Slopes range from 25 percent or higher.
- **Septic Restrictive**—Lehew-Montevallo—consists of shallow, well-drained, medium to strongly acidic soils which developed from the residuum of shale and fine-grained, platy sandstone. Subsoil is weak and permanent vegetation is needed to protect the soil from erosion. Runoff is moderate to rapid as is internal drainage and permeability. Infiltration is moderate and capacity for available moisture low. Most acreage is unsuitable for cultivation. Slopes range from 15 to 30 percent.

- ***Floodplain and Flood-prone***—Philo Series—constitute strongly acidic, moderately well drained soils developing in local and general alluvium. Soils occur on first bottoms along most streambeds in the northern part of Calhoun County. Runoff is slow and flooding commonly occurs during long rains or heavy rains of short duration. Infiltration is medium and permeability moderate. Capacity for available moisture is high. These areas should be preserved and planned for parks and recreation or low density residential development where feasible.

Steep Slopes

Steep slopes are an environmental constraint worthy of attention. Many slopes have weak or loose soils unfit for development. Modern engineering practices may be able to overcome these obstacles, but not without major costs, significant time, and careful planning. Development along steep slopes also exacerbates storm-water runoff, as paved ground is less capable of absorbing rain and other water based elements. Although criterion for slope development varies, the following general thresholds are used in planning and engineering to determine acceptable and non-acceptable developments:

3 percent

Generally accepted limit for railroads

8 percent

Generally accepted limit for highways, although grades of 6 percent or less are desirable for highways intended to accommodate heavy truck traffic.

10 percent

Generally accepted limit for driveways

15 percent

Point at which engineering costs for most developments become significant and extensive anchoring, soil stabilization, and stormwater management measures must be applied.

25 percent

Generally accepted limit for all development activity.

Jacksonville has considerable steep slope coverage, as previously discussed, with approximately 2,176 acres and 31% land coverage within the city limits, located primarily in eastern portion of the city bordering Talladega National Forest. Most of this area should be preserved for parks and recreation, with low density residential development where feasible.

Floodplains

Floodplains are areas highly susceptible to flood conditions occurring during extreme rainfall and should thus be reserved for minimal development. According to the Natural Resources Conservation Service a floodplain is defined as, “the nearly level plain that borders a stream and is subject to inundation under flood stage conditions unless protected artificially.” Buildings constructed in floodplains should be placed

on significantly tall foundations or built so as to redirect water flow into more suitable areas of the floodplain. As a general rule, development in floodplains should be avoided so as to allow the floodplain to absorb water and in turn recharge groundwater resources. If properly maintained and preserved floodplains can be a valuable resource. Floodplains are rich in nutrients continually cycled through rivers, streams, and lakes, which makes the land primarily suitable for farming and pastureland. The floodplain, secure in its natural state, serves to protect our drinking water, conserve the beauty of our natural resources, and sustain our local ecosystems.

Floodplains are divided into three zones determined by the Federal Emergency Management Agency (FEMA). According to FEMA, zones for floodplains are specified as followed:

Zone A

Areas of 100-year base flood elevations and flood hazard factors not determined. These areas are of dark color on the FEMA floodplain map.

Zone B

Areas between limits of the 100-year flood and 500-year flood, or certain areas subject to 100 year flooding with average depths less than one (1) foot or where the contributing drainage area is less than one square mile, or areas protected by levees from the base flood. These areas are of a lighter color than Zone A on the floodplain map.

Zone C

Zone C areas are areas of minimal flooding. These areas are not indicated by color on floodplain maps.

Jacksonville's 100-year (Zone A) floodplains and 500-year floodplains (Zone B) are located primarily along tributaries 1, 2, and 3 of the Tallaseehatchee Creek, running through the central portion of the city and along Little Tallaseehatchee Creek, traversing the southern edge of the city limits. Floodplain acreage constitutes 399.99 acres of 100-year (5% of the total land area) and 64.99 acres of 500-year (0.9%). Floodplains and flood prone areas are shown on the *Environmental Constraints Map* (Map#13) and may overlap each other at particular locales.

Water Resources

Water resources serve a variety of positive functions for the community. A clean and beautiful aquatic environment not only benefits residents environmentally, but also economically. Eco-tourism adds to local revenue and attracts businesses. Developing in a manner that best utilizes this highly valued resource is in the best interest of any community. Overall, quality water resources enhance quality of life. Jacksonville's primary water resource is tributaries 1, 2, and 3 of the Tallaseehatchee Creek and Patterson Lake in the central section of the city along with Little Tallaseehatchee Creek on the southern edge.

The Alabama Environmental Management Act authorizes the Alabama Department of Environmental Management (ADEM) to establish and enforce water quality standards, regulations and penalties in order to maintain state and federal water quality provisions. From this authorization, the ADEM Administrative

Code prohibits the physical, chemical, or biological contamination of state waters through source and non-point source pollution. Point source pollution is defined as pollution originating from a definable source such as a ditch, pipe, concentrated animal feed lot, or container. Non-point source pollution does not originate from a defined source, but can be attributed to agricultural and construction related runoff, and runoff from lawns and gardens.

Wetlands

Since the passage of the Clean Waters Act (CWA) in 1977, wetland preservation has gained in national attention. More than 100 million acres of wetlands in the continental U.S. and Alaska have been preserved. Wetlands function as a vital aquatic system contributing to habitat diversity, flood control, and recharging and cleaning of polluted water. They also provide green space for communities, which drive up neighboring property values. There currently is no solid definition of a wetland. Environments such as ponds, bogs, marshes, swamps, estuaries, or bottomland forest could be considered wetlands, however, identification can also be based on hydrology, soil conditions, and vegetation types. Such a broad understanding has led to the protection of many normally “dry” lands as wetland in numerous preservation efforts.

Wetlands are protected nationally under Section 404 of the Clean Water Act, which requires permits for the discharging and dredging of defined “wetlands.” Section 404 is jointly administered by the Army Corps of Engineers (Corps) and the Environmental Protection Agency (EPA). The Corps administers permits, while the EPA sustains the right to veto any permit issued. Developers should always contact the nearest Corps officials before disturbing considered wetland areas.

Jacksonville determined wetland areas cover approximately 12 acres (0.2% of the total land), located the southwestern part of the city. For more detail see Map#13: *Environmental Constraints*.

Wildlife Habitats

Every year millions of people across the U.S. spend time and monetary resources viewing wildlife and enjoying the great outdoors. Nature serves as an escape and refuge from the busy and congested urban environment. Jacksonville should consider identifying lands sensitive to environmental degradation and working with the Alabama/Georgia Land/Chattowah Open Land Trust to adequately reserve and manage land for wildlife preservation. The Alabama/Georgia Land Trust/Chattowah Open Land Trust are non-profit 501 (c)(3) conservation organizations dedicated to protecting land for present and future generations by helping private land owners protect land through conservation easements and manage their land through Land Protection and Land Stewardship Programs. Conservation easements allow land owners to set aside or protect areas from encroaching development, protecting valuable farm and forestland, ecologically significant areas, water sources, and natural view-sheds. As of 2011, the Alabama/Georgia Land Trust/Chattowah Open Land Trust have safeguarded more than 193,000 acres of open space throughout Alabama and Georgia with more than 560 conservation easements, making the Land Trust the leader in land protection in the southeastern US.

Opportunity exists for wildlife habitat preservation in Jacksonville. As a planning consideration, Jacksonville should promote and encourage land and wildlife preservation in order to enhance the city's draw as an outdoor recreational community. Preservation could be promoted along planned pedestrian and bicycle routes, which follow streambeds and floodplains, connecting the Chief Ladiga Trail to various other sections of the city.

Threatened and Endangered Species

National environmental policies protect this country's natural resources and amenities. The Endangered Species Act (ESA), passed by Congress in 1973, was established to protect species of plants and animals from extinction. Plants and animals listed as threatened or endangered species by the U.S. Department of Interior are to be protected on both public and private land. Endangered species are defined, according to the ESA, as: "any species which is in danger of extinction throughout all or a significant portion of its range." Threatened species are defined as: "any species that are likely to become endangered in the foreseeable future." Plant and animal species may be placed on the threatened and endangered species list if they meet one or more of the following scientific criterion: (1) current or threatened destruction of habitat, (2) overuse of species for commercial, recreational, scientific, or educational purposes (3) disease or predation, (4) ineffective regulatory mechanisms, and (5) other natural or manmade factors affecting the species' chances of survival. The U.S. Fish and Wildlife Service (USFWS) is charged with the responsibility of enforcing ESA regulations. Although most forest and lake related activities would not affect endangered species, developers, loggers, and other land-owners should review their plans with the USFWS or the Alabama Department of Natural Resources to verify ESA compliance.

Alabama is an ecologically diverse state with a significant amount of threatened and endangered species. Only the States of California at 309 and Hawaii (329) have more plants and animals than Alabama (117) placed on the threatened and endangered species list. According to the USFWS Alabama Ecological Services Field Station, the latest listing for threatened and endangered species in Calhoun County, conducted in April 2011 have been listed as follows:

Birds

The Red-cockaded Woodpecker *Picoides borealis* was listed as endangered in Calhoun County as well as in Alabama in general and several other southeastern states. Broadly described, the bird has a longish bill, black barred white with a black crown, nape, and moustachial stripe border white cheeks and side of neck. The male shows a small red mark on the side of nape.

Flowering Plants—Flowering plants reported as endangered in Calhoun County constituted the Green Pitcher plant *Sarracenia oreophila* and Tennessee Yellow-eyed grass *Xyris tennesseensis* while threatened species included Mohr's Barbara's buttons *Marshallia mohrii*, and White Fringless orchid *Platanthera integrilabia*.

Clams—Clams listed as endangered consisted of the Southern Acornshell *Epioblasma othcaloogensis*, Upland Combshell *Epioblasma metastriata*, Ovate Clubshell mussel *Pleurobema perovatum*, Coosa Moccasinshell mussel *Medionidus parvulus*, Triangular Kidneyshell mussel *Ptychobranchus greenii*, ,

Southern Clubshell mussel *Pleurobema decisum*, Southern Pigtoe *Pleurobema georgianum*. The Fine-lined Pocketbook mussel *Lampsilis altilis* was listed as threatened.

Fish—The Blue Shiner *Cyprinella caerulea* and the Pygmy Sculpin *Cottus paulus* were listed as threatened.

Mammals—Mammals listed as endangered included the Indiana bat *Myotis sodalis* and the Gray bat *Myotis grisescens*.

Snails—The Painted Rocksnail *Leptoxis taeniata* was listed as endangered.

Illustrated below in Figure EF-1 are a few of the threatened and endangered species in Calhoun County.

Figure EF-1. Threatened and Endangered Species in Calhoun County



As a part of policy to preserve the natural environment and inherent species diversity, the town should implement best management practices for forestry, maintained and updated by the Alabama Forestry Commission, taking the above mentioned species into account. These management practices are not regulations, but rather general guidelines for development and construction which best manages environmental protection and impact mitigation. The *Best Management Practices for Forestry* guidelines include preservation and maintenance procedures for the following amenities and tactics: 1) Streamside Management Zones, 2) Stream Crossings, 3) Forest Roads, 4) Timber Harvesting, 5) Reforestation/Stand Management, 6) Forested Wetland Management, 7) and Revegetation/Stabilization.

Analytical Summary

The analytical summary provides a general review of the topics discussed in each chapter.

Steep Slopes

Jacksonville has considerable steep slope coverage with approximately 2,176 acres and 31% land coverage within the city limits, located primarily in the eastern portion of the city bordering the Talladega National Forest. Most of this area should be preserved for parks and recreation, with low density residential development where feasible.

Floodplains

Jacksonville's 100-year (Zone A) floodplains and 500-year floodplains (Zone B) are located primarily along tributaries 1, 2, and 3 of the Tallaseehatchee Creek, running through the central portion of the city and along Little Tallaseehatchee Creek, traversing the southern edge of the city limits. Floodplain acreage constitutes 399.66 acres of 100-year (5% of the total land area) and 64.99 acres of 500-year (0.9%).

Flood Prone Areas

Flood prone areas accounted for approximately 428 acres and 6% of the total land area, located adjacent to or overlapping floodplains.

Septic-Restrictive Areas

Septic restrictive constraints accounted for 944 acres and 13% of the land area in the city limits. These areas consist of soils unfit for septic system percolation and drainage and extend extensively throughout the city.

Water Resources

Jacksonville's primary water resource is tributaries 1, 2, and 3 of the Tallaseehatchee Creek and Patterson Lake in the central section of the city along with Little Tallaseehatchee Creek on the southern edge

Wetlands

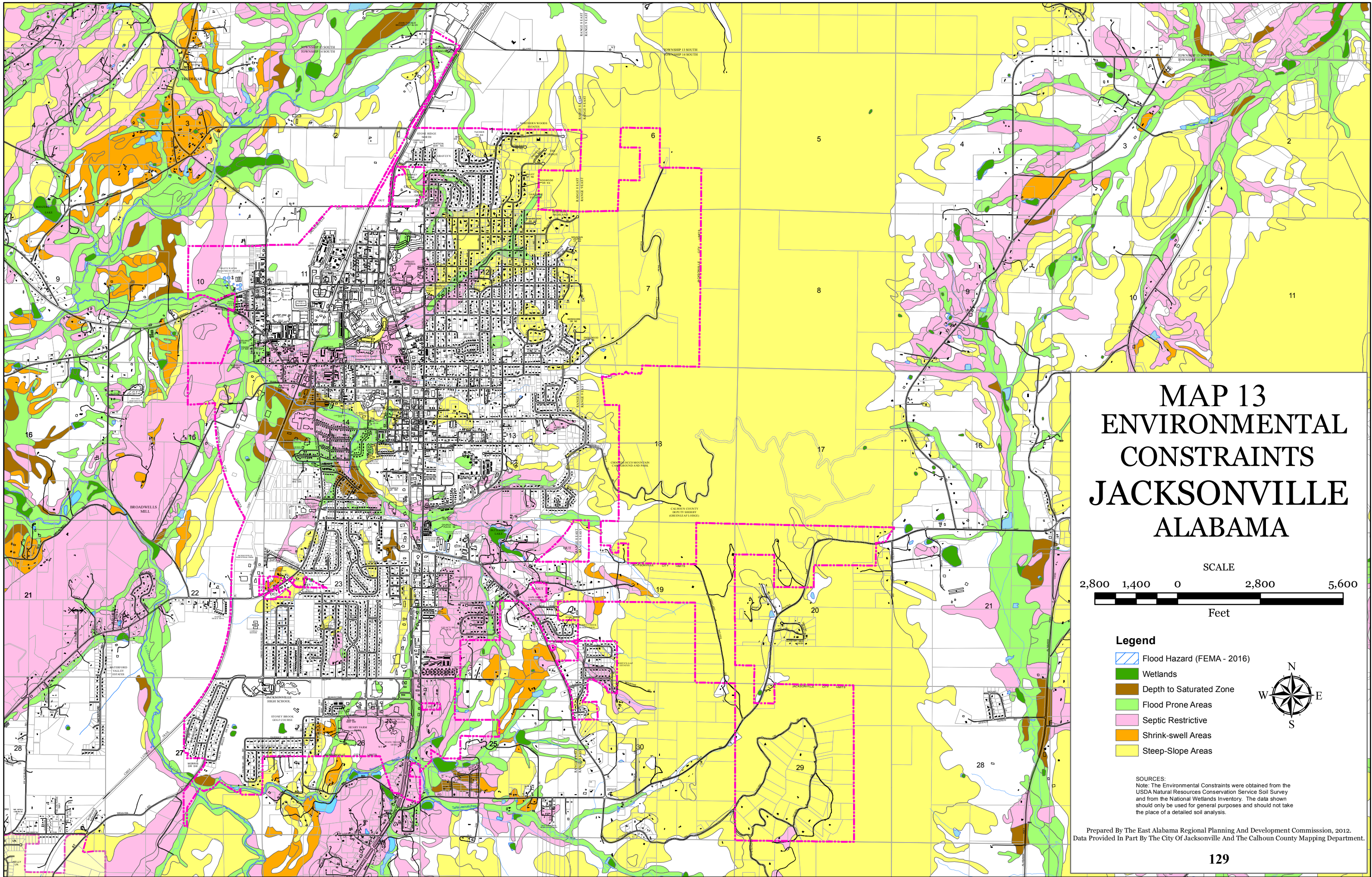
Jacksonville determined wetland areas cover approximately 12 acres (0.2% of the total land), located the southwestern part of the city.

Wildlife Habitats

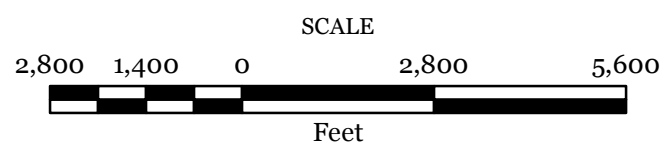
Opportunity exists for wildlife habitat preservation in Jacksonville. As a planning consideration, Jacksonville should promote and encourage land and wildlife preservation in order to enhance the city's draw as an outdoor recreational community. Preservation could be promoted along planned pedestrian and bicycle routes, which follow streambeds and floodplains, connecting the Chief Ladiga Trail to various other sections of the city.

Threatened and Endangered Species

As a planning consideration, in order to protect and maintain plant and animal species, Jacksonville could implement Best Management Practices for Forestry. The *Best Management Practices for Forestry* guidelines include preservation and maintenance procedures for the following amenities and tactics: 1) Streamside Management Zones, 2) Stream Crossings, 3) Forest Roads, 4) Timber Harvesting, 5) Reforestation/Stand Management, 6) Forested Wetland Management, 7) and Revegetation/Stabilization. These practices are regularly maintained and updated by the Alabama Forestry Commission.



MAP 13 ENVIRONMENTAL CONSTRAINTS JACKSONVILLE ALABAMA



- Legend**
- Flood Hazard (FEMA - 2016)
 - Wetlands
 - Depth to Saturated Zone
 - Flood Prone Areas
 - Septic Restrictive
 - Shrink-swell Areas
 - Steep-Slope Areas



SOURCES:
 Note: The Environmental Constraints were obtained from the USDA Natural Resources Conservation Service Soil Survey and from the National Wetlands Inventory. The data shown should only be used for general purposes and should not take the place of a detailed soil analysis.

Prepared By The East Alabama Regional Planning And Development Commission, 2012.
 Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

CHAPTER VIII: LAND USE AND DEVELOPMENT

A comprehensive plan must explore existing land use, development trends, and zoning patterns in order to understand how the city has developed, why it developed as it did, and what development will most likely occur given the current trends. A proper understanding of land use, zoning, and development patterns allows officials to make informed decisions affecting the orderly growth and development of their city.

The purpose of the land use chapter is to guide and direct development with the goal of sustaining orderly and coordinated development in accordance to changing needs, presently and in the future. This chapter examines existing land use, zoning patterns, compares existing land use and zoning patterns, and proposes a future land use plan which gives recommendations for coordinating better land use within the city. The future land use plan and accompanying *Land Use Plan Map* (Map#16) is a conceptual future plan to be used in guiding zoning and development decisions. It is not intended to be used as a zoning map or even to reflect similarities to districts on the *Zoning Map* (Map#15), rather it is to be used as a conceptual vision for the community's future.

Definitions

The following land use categories are described below for use in the Jacksonville Comprehensive Plan.

Single-Family Residential

Areas intended for a detached residential dwelling unit, other than a mobile home, designed for and occupied by one family only.

Multi-Family Residential

Areas intended for detached residential units containing two or more dwelling units such as duplexes, townhomes, condominiums, dormitories, and apartments.

Manufactured Home Park

Areas intended for mobile homes, in which any plot of ground upon which one or more mobile homes occupied for dwelling purposes are located, regardless of whether or not a charge is made for such accommodations.

Commercial

Areas intended for shopping centers, free-standing stores, service establishments, offices, and in some cases residential uses.

Industrial

Areas intended for manufacturing and research and development facilities.

Public and Semi-Public

Areas intended for public and semi-public uses including city governmental offices, public schools, churches and cemeteries.

Parks and Recreation

Public areas intended for recreational use including athletic fields, playgrounds, and nature areas.

Agriculture

Areas actively engaged in or suited for farm production under specified conditions.

Undeveloped/Forestry

Includes private and vacated land upon which no development or active use is apparent. Included in this category is roadway, railroad, and utility rights-of-way and forested land, which may or may not be actively engaged in timber production.

Existing Land Use

Existing land use data helps communities determine how a city will develop and what types of development it favors and does not favor. The East Alabama Regional Planning and Development Commission maps and records data on land use in the city limits. Jacksonville has approximately 6,946 total acres within the city limits, which includes right-of-ways and bodies of water and 6,206 land use acres, which does not include right-of-ways and water. Approximately 3,087 acres in the city are undeveloped leaving room for development as environmental constraints allow. For more detail on existing land use see Map#14: *Existing Land Use*. Table LU-1 shows existing land use acreage for the City of Jacksonville in 2016.

Table LU-1. Existing Land Use Acreage: City of Jacksonville, 2016			
Land Use Category	Acres in City	% of Total Land Area	% of Developed Land Area
Agricultural	236.66	3.8%	7.6%
Commercial	178.74	2.9%	5.7%
Industrial	70.39	1.1%	2.3%
Single-Family Residential	1,608.42	25.9%	51.6%
Multi-Family Residential	226.51	3.6%	7.3%
Park and Recreation	26.10	0.4%	0.8%
Public-Semi Public	772.85	12.5%	24.8%
Undeveloped	3,087.11	49.7%	N/A
Total Land Use Area	6,206.78	100.00%	N/A
Total Developed Land	3,119.67	50.26%	100.0%
Total City Acreage	6,946.38	N/A	N/A

Source: EARPDC database, 2016.

Agriculture

Agriculture constitutes a fairly small portion of developed land within the city limits at 7% with 236 acres. Much of this land extends north and south along the Chief Ladiga Trail in the western section of the city, with some agriculture in the southeastern portion. Agriculture accounts for approximately 3% of the total land use within the city.

Commercial

Approximately 178 acres (5% of the developed land and 2% of the total) in Jacksonville is dedicated to commercial development. The significant majority of this land is located directly adjacent AL Hwy. 21, extending north and south through the city, and used as highway commercial. A substantial goal for the city is to promote and enhance commercial development through small business establishments in the downtown and more intensive commercial use along AL Hwy. 21.

Industrial

Jacksonville uses about 70 acres for industrial development (2% developed land use and 1% of the total). Much of the city's industrial land incorporates the area formerly used by the cotton mill in the southwestern section of the city. As a general goal the city desires to promote and encourage industrial development in this area. The city's industrial park currently serves a few businesses.

Residential

Residential land use in the form of single-family housing is spread fairly consistently throughout the city, with the largest concentrations in northeastern quadrant in Jacksonville near JSU. A large portion of single-family is located in the southern section near the High School as well. Single-family residential is substantially the largest residential use in the city constituting 1,608 acres, accounting for 51% of developed land use and 25% of total land use in the city. Multi-family land use in the city is located in somewhat small pockets close to the downtown and near JSU, accounting for only 7% developed land use and 3% of total land use.

Public/Parks and Recreation

Provision of public land use plays an important role in community services. Jacksonville's public land use, accounting for 772 acres (24% developed and 12% total land use) is spread throughout the city with most of the land serving colleges and schools. Land dedicated to parks and recreation account for 26 acres located near the Square in the downtown.

Undeveloped

The single most dominate land use in the city is undeveloped, consisting of 3,087 acres and 49% of total land use. The majority of this land is located along steep slopes in the mountainous eastern section of the city. Much of this land could be considered for parks and recreation expansion or agriculture and woodland.

Zoning Patterns

Zoning plays an important role in the growth and development of the city and its citizens. The zoning ordinance is created to promote desirable standards in land use, prevent land use conflicts, and maintain

and guide growth and development in accordance to the comprehensive plan and its goals and objectives for the city. A properly prepared zoning ordinance clarifies to property owners what can and cannot be developed on their property, so as not to interfere with the rights and privileges of their neighbors. The city’s zoning ordinance and zoning map (Map#15: *Zoning*) should be periodically updated to insure it represents the goals, objectives, and policies best suited for the future growth and development of the community as a whole.

The City of Jacksonville provides approximately 6,947 acres of zoning, which includes right-of-ways, but not bodies of water. The dominant zoning district in Jacksonville is single-family residential (SFR) with 3,666 acres, accounting for slightly over half (52%) of the total zoning acreage. Most single-family districts are located in the northern portion of the city, with other large sections in the southwestern and southeastern portions. Multi-family ranked a distant second to single-family with 2,040 acres and 29% of the total zoning acreage. Most multi-family zoned land is concentrated in the central and northwestern sections of the city. General Business reported 719 acres and 10% of the total zoning, mostly concentrated along AL Hwy. 21 in the central and southern parts of the city. Table LU-2 examines zoning acreage and percent of total for Jacksonville in 2016.

Table LU-2. Zoning Acreage: City of Jacksonville, 2016					
Zoning	District Classification	Acres Zoned	% of Total	Acres Zoned	% of Total
R-1	Single-Family Residential	3,666.14	52.8%	5,706.54	82.1%
R-2	Two-Family Residential	596.39	8.6%		
R-3	Multi-Family Residential	1,444.01	20.8%		
B-1	Local Shopping	40.23	0.6%	759.82	10.9%
B-2	General Business	719.59	10.4%		
M-1	Light Industry	221.79	3.2%	442.70	6.4%
M-2	Heavy Industry	220.91	3.2%		
PUD	Planned Unit Development	36.40	0.5%	36.40	0.5%
RIP	Residential /Institutional/ Professional	2.51	0.04%	2.51	0.04%
Totals		6,947.97	100.0%	6,947.97	100.0%
PS	Public Square Overlay Zone	30.00	0.5%	30	0.5%

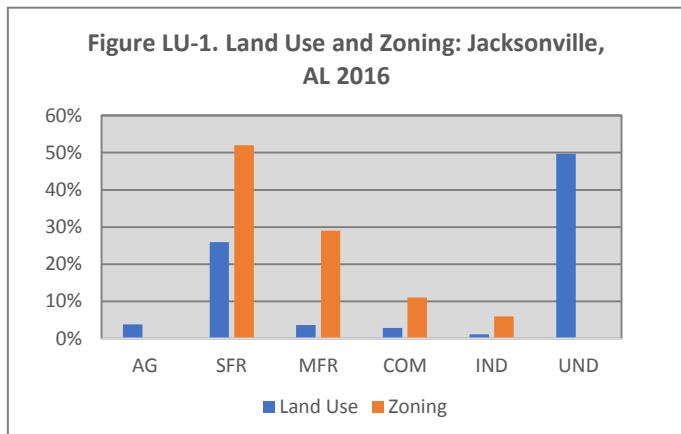
Source: EARPDC database, 2016.

As Jacksonville grows and develops, new zoning districts may be added to the community in order to promote and encourage different types of land use and development, thus meeting a greater variety of needs and providing more opportunity for residents and businesses. In July 2014 the Jacksonville City Council requested the City Planning Commission to develop a proposal for a new overlay district along Mountain Street in the central portion of the City. The Planning Commission would be tasked with delineating the district boundaries, an intent for the district, and regulations directing the type of development in the district that would be most compatible and beneficial to the area under consideration and the City as a whole. The proposed district encompasses approximately six blocks along the southern border of JSU campus and the City, across the street from the football stadium. Currently much of the land use in the designated district area is residential with some small commercial. In order to be compatible with the neighborhood, the district would allow for a mixture of residential and small business uses, and

mixed-use development which would allow two story buildings allocating small business to the ground floor and residential above. The goal of such a district in this area is to provide a variety of new small, compact businesses which would primarily benefit area residents, college students, and visitors to the college on football game days.

Existing Land Use and Zoning Patterns

A comparison of land use and zoning is beneficial in determining land use and zoning patterns. Zoning should reflect community needs and guide land use and development throughout the city. Comparing these elements of the plan based on percent of land used and land zoned for specific purposes is useful in determining current development patterns and directing how the city should grow. The two most dominant land use classifications, in Jacksonville, aside from undeveloped (UND), in 2016, was single-family (SFR) at 1,608 acres and 25% of the total land use, and public/semi-public with 772 acres and 12% of the total land use. Multi-family (MFR) ranked third with 226 acres and 3% of the total land use and commercial reported 178 acres at 2%. Zoning for these land uses indicate substantial land available for growth with single-family residential districts accounting for 3,666 acres, which is considerably more than twice the amount of land currently used for this purpose, and multi-family residential districts reporting 1,2040 acres, which is several times more land than currently used. Commercial and industrial zoning



district also provide significantly more land for these purposes than presently utilized. In terms of agriculture there is at present approximately 236 acres used for this development, yet the city does not provide an agriculture district. In order to better accommodate agriculture uses, the city should consider an agriculture zoning district. Figure LU-1 illustrates percent land use and zoning for Jacksonville in 2016 for comparison. Notice that the city provides substantially more land in all districts than what is currently utilized,

with the exception of agriculture. Also notice the significant amount of land within the city limits which is undeveloped. This information indicates that the city holds plenty of potential for substantial development, however, a significant amount of undeveloped land is located in areas of steep slopes which may prove considerable constraint for development. As a planning consideration, the city should prioritize infill development in commercial areas along AL Hwy. 21 and in established residential neighborhoods, while parks and recreation should be planned for areas under environmental constraints.

Land Use Plan

As a community grows and expands, a plan for land use and development is critical for guiding the city in a manner that logically and efficiently meets city goals and objectives. The City of Jacksonville desires to grow in a manner that effectively and efficiently utilizes land and community resources. The future land use plan and accompanying map (See Map#16: *Land Use Plan*) provides general guidance in this

directive. The following highlights are general recommendations for land use planning and development in the city:

- **Single-family:** Single-family residential should be promoted as the major residential use throughout the city and development should utilize potential infill in established neighborhoods, outside of steep slope and floodplain areas, in order to spur renewal and increase housing values. New suburban developments should locate in areas to the north or south near AL Hwy. 21 and commercial areas and to the west along the Chief Ladiga Trail to promote this important amenity.
- **Multi-family:** Multi-family should be promoted and encouraged to locate in the central portion of the city near the downtown and JSU.
- **Commercial:** Compact commercial development should be promoted in the downtown area with more intensive commercial along AL Hwy. 21 extending to the north and southern parts of the city.
- **Industrial:** The former cotton mill area in the southwestern portion of the city. The industrial park currently has lots available for development. The city's industrial park currently serves a few businesses.
- **Public and Semi-public:** Adequate expansion land should be reserved for important community facilities such as schools and other city service buildings.
- **Environmental Constraints:** Accommodations for environmental constraints must be taken into consideration in a land use plan. Constraints such as steep slopes should be reserved for parks and recreation or low density residential development where water and sewer is feasible. Wetlands and extreme flood prone areas should also be reserved for parks and recreation and where feasible, low-density residential. Intensive commercial and industrial developments locating in these areas need to first conduct substantial flood hazard mitigation procedures in accordance with ADEM regulations.

Analytical Summary

The analytical summary provides a general review of the topics discussed in each chapter.

Agriculture

Agriculture constitutes a fairly small portion of developed land within the city limits at 7% with 236 acres. Much of this land extends north and south along the Chief Ladiga Trail in the western section of the city, with some agriculture in the southeastern portion. Agriculture accounts for approximately 7% of the total land use within the city. There are currently no agriculture zoned districts in the city.

Commercial

Approximately 178 acres (5% of the developed land and 2% of the total) in Jacksonville is dedicated to commercial development. The significant majority of this land is located directly adjacent AL Hwy. 21, extending north and south through the city, and used as highway commercial. A substantial goal for the city is to promote and enhance commercial development through small business establishments in the downtown and more intensive commercial use along AL Hwy. 21. Commercial zoning allows for somewhat substantial room for growth and development.

Industrial

Jacksonville uses about 70 acres for industrial development (2% developed land use and 1% of the total). Some of the city's industrial land incorporates the area formerly used by the former cotton mill in the southwestern section of the city. As a general goal the city desires to promote and encourage industrial development in this area. Industrial zoning allows for somewhat substantial room for growth and development.

Residential

Residential land use in the form of single-family housing is spread fairly consistently throughout the city, with the largest concentrations in north Jacksonville near JSU. A large portion of single-family is located in the southern section near Jacksonville High School as well. Single-family residential is substantially the largest residential use in the city constituting 1,608 acres, accounting for 51% of developed land use and 25% of total land use in the city.

Multi-family land use in the city is located in somewhat small pockets close to the downtown and near JSU, accounting for only 7% developed land use and 3% of total land use. Residential zoning allows for substantially enough room for single-family and multi-family growth and expansion within the city limits.

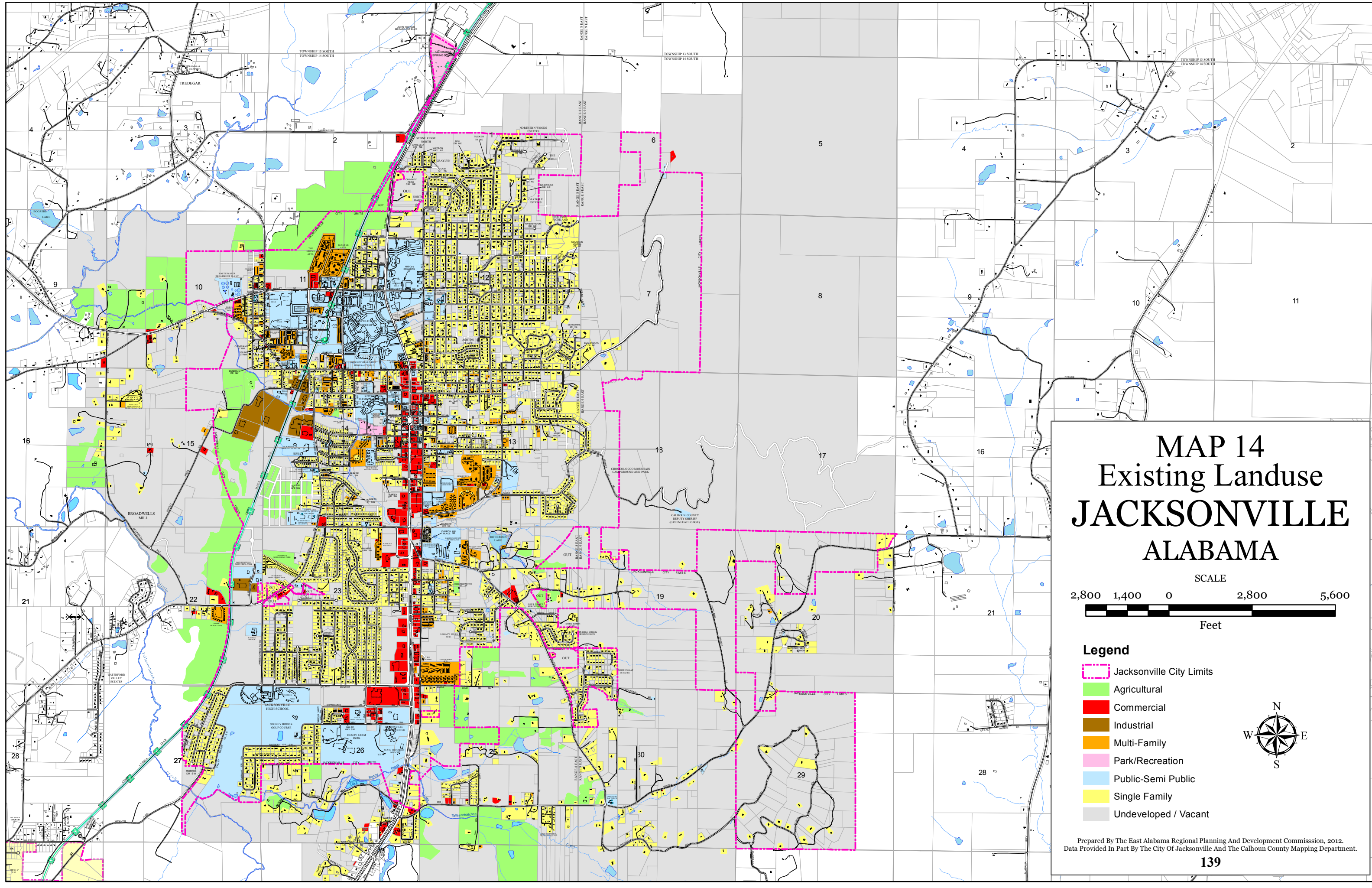
Public/Parks and Recreation

Provision of public land use plays an important role in community services. Jacksonville's public land use, accounting for 772 acres (24% developed and 12% total land use) is spread throughout the city with most of the land serving colleges and schools. Land dedicated to parks and recreation account for 26 acres

located near the Square in the downtown. Since public and parks and recreational uses are allowed in most residential commercial districts, the city provides substantial room for growth and development.

Undeveloped

The single most dominate land use in the city is undeveloped, consisting of 3,087 acres and 49% of total land use. The majority of this land is located along steep slopes in the mountainous eastern section of the city with some in floodplain areas. Much of this land could be considered for parks and recreation expansion or agriculture and woodland.

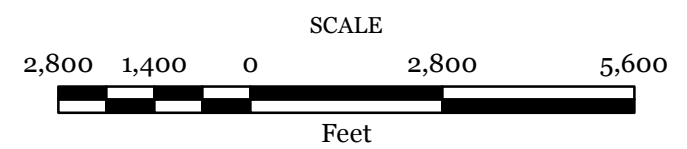


MAP 14

Existing Landuse

JACKSONVILLE

ALABAMA

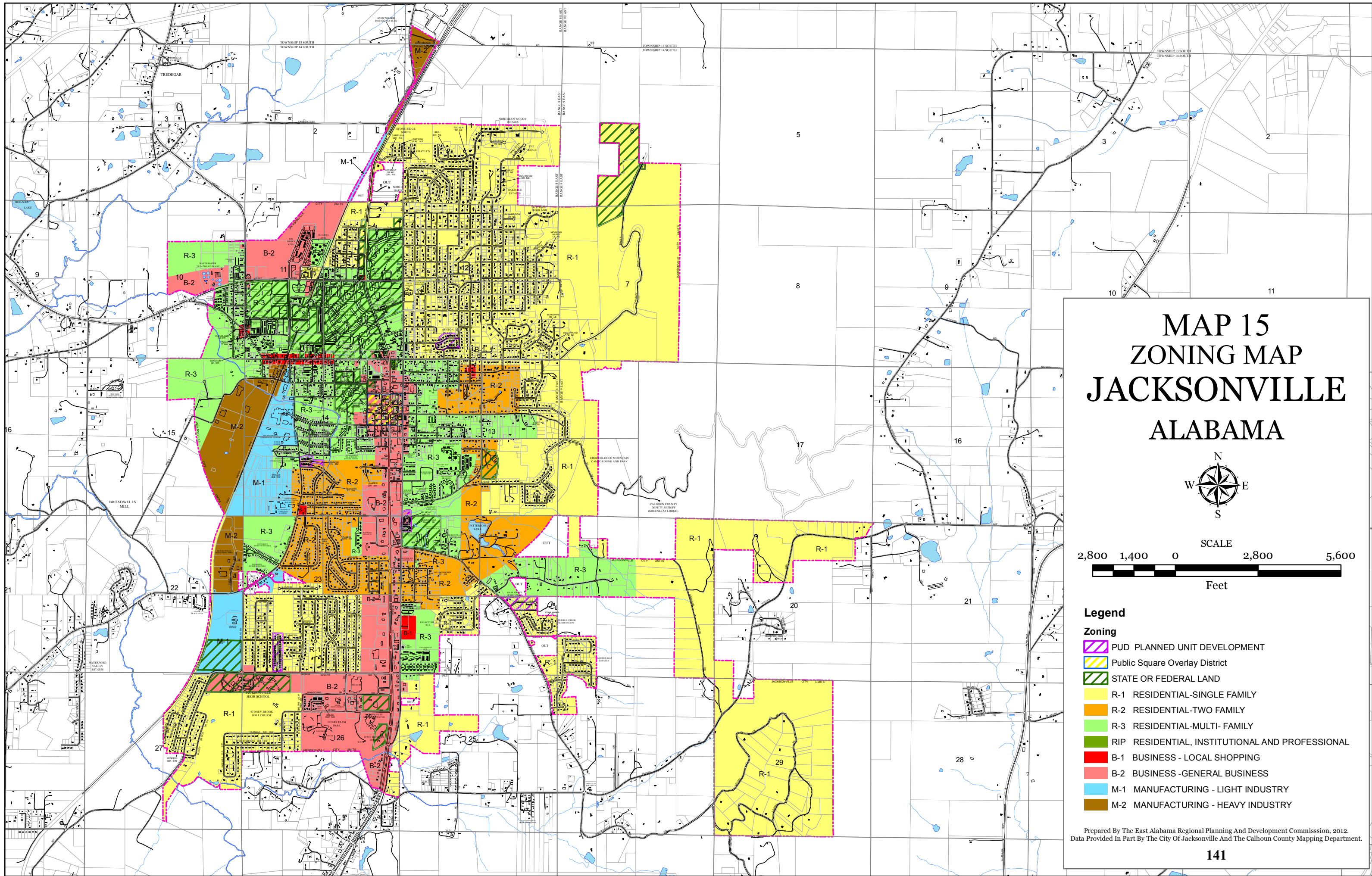


Legend

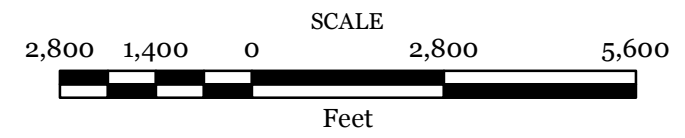
- Jacksonville City Limits
- Agricultural
- Commercial
- Industrial
- Multi-Family
- Park/Recreation
- Public-Semi Public
- Single Family
- Undeveloped / Vacant



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
 Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

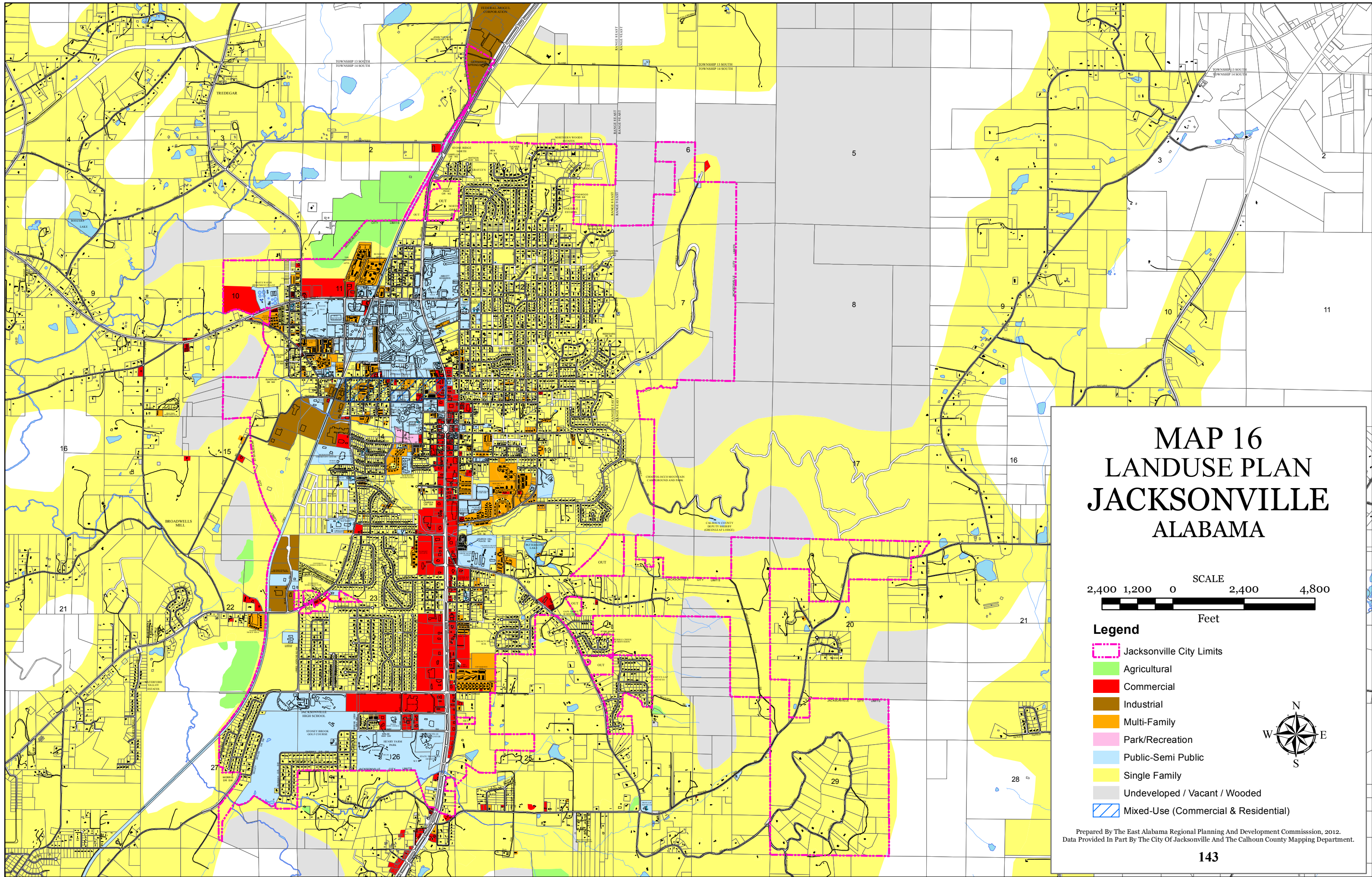


MAP 15 ZONING MAP JACKSONVILLE ALABAMA

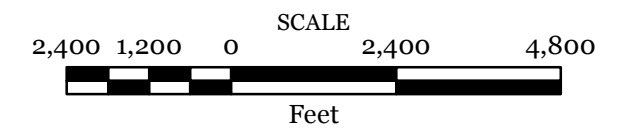


- Legend**
- Zoning**
- PUD PLANNED UNIT DEVELOPMENT
 - Public Square Overlay District
 - STATE OR FEDERAL LAND
 - R-1 RESIDENTIAL-SINGLE FAMILY
 - R-2 RESIDENTIAL-TWO FAMILY
 - R-3 RESIDENTIAL-MULTI- FAMILY
 - RIP RESIDENTIAL, INSTITUTIONAL AND PROFESSIONAL
 - B-1 BUSINESS - LOCAL SHOPPING
 - B-2 BUSINESS -GENERAL BUSINESS
 - M-1 MANUFACTURING - LIGHT INDUSTRY
 - M-2 MANUFACTURING - HEAVY INDUSTRY

Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.



MAP 16 LANDUSE PLAN JACKSONVILLE ALABAMA



- Legend**
- Jacksonville City Limits
 - Agricultural
 - Commercial
 - Industrial
 - Multi-Family
 - Park/Recreation
 - Public-Semi Public
 - Single Family
 - Undeveloped / Vacant / Wooded
 - Mixed-Use (Commercial & Residential)



Prepared By The East Alabama Regional Planning And Development Commission, 2012.
Data Provided In Part By The City Of Jacksonville And The Calhoun County Mapping Department.

CHAPTER IX: STRATEGIC PLANNING

Strategic planning has many broad definitions and applications and may be used at discretion in a wide variety of organization fields and practices to formulate the goals, objectives, strategies, and projects needed in achieving a desired end result or state. The term “strategic” according to Webster’s Dictionary is, “skill in managing or planning” and the related term “stratify” means “to form in layers or strata”. Together these definitions emphasize a skilled planning and management process conducted through a series of steps, or layers, which build upon each other. Here are a few more definitions of strategic planning:

Strategic Planning—*“an organization’s process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy.”* Wikipedia.

Strategic Planning—*“a systematic process of envisioning a desired future, and translating this vision into broadly defined goals or objectives and a sequence of steps to achieve them.”* BusinessDictionary.com

Strategic Planning—*“is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization’s direction in response to a changing environment.”* Balanced Scorecard Institute.

One common thread in the definitions is that strategic planning is a process, sequence of steps, or activity used to meet a common goal or vision. The strategic planning strategy may be useful to an organization or agency in order to “connect the dots” for achieving an end result where the lines themselves are unclear, as Henry Mintzberg, an internationally renowned academic and author on business and management states about strategy formation. Mintzberg explains that strategic planning, “dot connecting” is an inherently creative activity, which cannot be systematized. In other words, strategic planning can assist in coordinating planning efforts and measure progress on strategic goals, but it must occur “around” the strategy formation process rather than within it, as systemization dictates. Systemization is a rigid and unyielding framework which must be based entirely in the system operated in. The strategic planning process must provide a framework in which to work, but it also must be flexible enough to adequately respond to and accommodate changes of ideas or functionality which may often occur. This “around” type of strategic planning shall be further described and exemplified later in this chapter.

Strategic Planning Process

The purpose of this chapter is to provide guidance and direction through the strategic planning process. The Comprehensive Plan then uses this strategic planning to formulate the goals, objectives, strategies, and projects needed to achieve a community vision of the City’s desired future, which are described and discussed in the subsequent chapters. The strategic planning process is organized into a series of five steps which constitute the following:

1. Inventory and Analysis—gathering Census data and building a City Profile on population, economic, and housing information, conducting community surveys, mapping, and receiving public views and opinions on assets and issues affecting community growth and development.
2. Visioning Process—Establishment of a community approved “Vision Statement” and “Mission Statement”. The vision statement is conceptually an ideal future state for a community, while the mission statement describes what the community is doing to achieve the vision and why it is doing it.
3. Goals and Objectives—Establishment of goals, objectives, strategies, and projects which agree with, support, and advance the community vision and mission. Goals and objectives should be prioritized at this stage as well.
4. Implementation—Establishment of implementation tables which lists specific projects and strategies along with their respective timeframes for completion. The implementation portion also identifies implementing agencies, potential partners and funding sources, and discusses past efforts in working toward project and strategy completion. Project prioritization should also be conducted at this stage.
5. Evaluation—Establishment of action plan/evaluation tables listing projects and strategies along with their respective completion status. Evaluation should be conducted during the planning process and updated periodically after the plan is complete.



Figure SPP-1. Strategic Planning Process Stages

Figure SPP-1 illustrates the strategic planning process “connecting dots” through all the stages involved. The process begins with inventory and concludes with evaluation, however, final evaluation may also proceed, full circle, to the beginning inventory and analysis as evaluation may reveal a need for more recent and updated information about the community.

Along with the stages involved, the strategic planning process acknowledges the need to inquire of necessary information to determine what is being searched for and to focus efforts. Therefore, specific questions have been posed at each stage, tailored to gather the information and ideas needed at every point and in the subsequent stages of the process, thus keeping with “skilled planning” and building upon or “stratifying” upon previous work. The following lists the stages of the strategic planning process and questions posed at each stage.

1. Inventory and Analysis—Where Are We Now?
2. Visioning Process—Where Do We Want to Be?
3. Goals and Objectives—How Will We Get There?
4. Implementation—How Will We Get There? (Same as Goals and Objectives)
5. Evaluation—How Will We Measure Progress?

Figure SPP-2 displays the strategic planning process stages along with inquiries at each stage and the tasks involved at each stage. Notice how these stages build upon each other in a “stratifying” fashion. This

chapter on strategic planning shall provide a review of the information already collected and analyzed in the Inventory and Analysis (Chapters on Population, Economy, Housing, Community Facilities, Transportation, and Land Use) section of the plan, with a discussion of the most significant findings in the community, and then proceed with establishing Vision and Mission Statements for the community. This shall answer the questions: Where Are We Now? And Where Do We Want to Be? The remaining questions and stages shall be discussed in the following Chapters (Goals and Objectives, Implementation, and Evaluation).



Figure SPP-2. Strategic Planning Process Stages along with Inquiries and Tasks Involved.

Strategic planning may function reasonably well in the previously described method, however, Mintzberg explains that strategic planning cannot be systematized and that it must occur “around” the strategy formation process rather than within it. Thus, planning may occur at various different stages at once in order to provide more flexibility for ideas and functionality throughout. For example, a community may have established community projects and strategies for implementation before its goals and objectives and vision and mission statements are created. This may be allowed, however, the goals, objectives, strategies, and projects must be in agreement with and serve to advance the vision and mission statements established altogether at the end. Ideally, the strategic planning process should be conducted sequentially along the stages given, however, the final product of the strategic plan is what counts, not necessarily the process itself.

Inventory and Analysis



The purpose of the inventory and analysis stage is to collect and analyze data and community input in order to establish a foundation upon which the plan shall make informed decisions for goals, objectives, strategies, and projects, and form benchmarks upon which community progress is measured. Products produced in this beginning phase include the following:

- Significant Findings from US Census and ACS
- SWOT Analysis
- Jacksonville 2014 Community Survey

Significant Findings

The significant findings highlight important community data (at the city, county, state, and national level) extracted from the 2010 Census and the 2007-2011 American Community Survey, for comparison and analysis. The community statistical profile examines important population, economic, and housing

information to be used to determine priorities and establish benchmarks from which the community can track progress when future statistics are collected and made available. Table SPP-1 displays a city profile chart comparing Jacksonville data with that of Calhoun County, Alabama, and the US in 2010. The chart has been color-coded to reflect data comparisons between the city and the county, state, and nation, which may be interpreted as follows:

- Green—City data is at or above the given geography.
- Yellow—City data is somewhat below (Not more than 10%) the given geography.
- Red—City data is significantly below (More than 10%) the given geography.

Table SPP 1. City Profile Comparison Chart: City of Jacksonville, AL 2010					
	Jacksonville	Calhoun County	Alabama	US	Comments
Population Growth (2000-2010)	49.3%	5.6%	7.5%	9.7%	
Educational Attainment (Bachelors +)	28.6%	15.8%	22.0%	28.2%	
Median Household Income	\$35,589	\$39,467	\$42,934	\$52,762	
Labor Force Participation (Pop. 16+)	57.9%	58.0%	60.3%	64.8%	
Unemployment Rate (Pop. 16+)	14.0%	12.0%	9.6%	8.7%	* Lower Unemployment is rated Green, Higher Yellow and Red
Overall Business Growth (2000-2011)	27.2%	-0.5%	5.6%	9.3%	
Mean Travel Time to Work (minutes)	20.7	22.2	24.0	25.4	* Lower Mean Travel Time to Work is rated Green, Higher Yellow and Red
Worked in Place of Residence	39.5%	30.1%	44.8%	42.4%	
Poverty Status (Individual)	33.3%	20.4%	17.6%	14.3%	* Lower Poverty Status is rated Green, Higher Yellow and Red
Poverty Status (Family)	21.1%	15.4%	13.4%	10.5%	* Lower Poverty Status is rated Green, Higher Yellow and Red
Occupied Housing Units	91.4%	88.8%	86.7%	88.6%	
Median Housing Value	\$146,500	\$99,600	\$120,800	\$186,200	
Owner-occupied HH Affordability (Less than 30%)	62.4%	68.9%	71.4%	76.4%	
Renter-occupied HH Affordability (-30%)	48.3%	48.1%	49.3%	30.9%	
Median Year Structure Built	1990	1976	1980	1975	

Source: US Census 2010 and ACS 2007-2011

One of the most significant findings for Jacksonville is in population growth. Between 2000 and 2010 the city grew by 49% while Calhoun County at 5%, Alabama (7%) and the US (9%) increased in population, but to a substantially lesser extent. Another significant finding is in business growth in which the city increased in persons employed by a substantial 27% meanwhile the county declined slightly by -0.5% and the state and nation increased by 5% and 9% respectively. Population and business growth could be attributed to a wide variety of causes, however, many people are attracted to the city by the quality of life which Jacksonville provides for its residents such as quality schools, recreation, and other community facilities. Jacksonville State University is also a big draw to the community in spurring growth and development. Housing values rated high in Jacksonville with values surpassing the county and state considerably, but falling substantially below the national median value. Housing affordability in the city also rated low compared to the county, state, and nation. The table indicates that the major area needed for improvement in the city was in poverty. However, these findings can be misleading, since such a large portion of the city is comprised of college students who typically fall below the poverty threshold with income, yet fare well in managing personal needs. Housing affordability may also be affected by the college student population since these persons may spend considerably more of their household income on housing costs than the typical family. From a quick comparison of statistical data, Jacksonville has been managing well as a city in providing for its residents. More information is needed to determine the most important community needs and improve on facilities and services in order properly manage growth and development and prepare for the future. For more information see the Community Profile in Appendix D.

SWOT Analysis

The Jacksonville SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis was conducted at the initial public hearing in May of 2012. Jacksonville city council, the Planning Commission, and residents were in attendance to offer their views and opinions of the city’s strengths, weaknesses, opportunities and threats. Figure SPP-3 shows the results of the SWOT Analysis from this meeting.

Figure SPP-3. City of Jacksonville SWOT Analysis



Significant strengths and opportunities discussed at the meeting were quality schools, parks and recreational opportunities, historic preservation, the Chief Ladiga Trail, and the natural beauty of the city with its location at the foothills of the Appalachian Mountains of Talladega National Forest. The city has capitalized on these important resources to build one of the most attractive communities in East Alabama and plans to continue to improve upon these assets. Some of the most substantial weaknesses and threats to the community revolved around the downtown Square. Residents were concerned over the loss of business on the Square as development moved outward along AL Hwy. 21 toward the city’s edge. Ideas were discussed as to how to improve the Square and bring more business

to the Square. Traffic on the Square was viewed as a major safety concern for pedestrians and created and hindrance to shopping and spending time in the downtown area.

Another concern was the lack of sidewalks in the community and the high dependence on the automobile. Residents felt that if more sidewalks and pedestrian trails were constructed in the city and linked to other important routes and destination areas more people would use them and relieve some automobile dependence. A plan to improve recreational trails and make connections to the Chief Ladiga Trail would enhance recreational opportunities and provide for alternative transportation options throughout the community. While the city provides many quality facilities and services, the people of the community would like to see more improvements in the downtown on the Square and build more avenues for walking and bicycling to destination places. More information on community needs is provided in the Community Survey.

Jacksonville also has plans to develop an overlay district along Mountain Street, across from JSU and the football stadium, in which residents and visitors may utilize on game days in the fall. The district would also serve college students in close proximity of the University and other residents in this central location of the city. For future consideration, the district could also be linked to the downtown Square thus enhance business opportunities in both areas. For more information see SWOT Analysis in Appendix E.

Community Survey

In order to provide further public input and direction for the Comprehensive Plan a community survey was distributed throughout the city and also posted through Survey Monkey. Survey Monkey is an on-line survey system used to collect, report, and analyze survey data for communities on a wide variety of topics. Through Survey Monkey residents could access and fill out the survey on-line, mark questions, and post their thoughts and opinions directly into the system. A link to Survey Monkey was provided on the City of Jacksonville website and residents were notified of the posting on their water utility bill for the month of August. The on-line survey opened on June 20, 2014 and closed on September 30 of that year. A total of 477 surveys were collected through this method. To examine more detailed information gathered, see the Survey Monkey data tables and figures in Appendix D.

During this time, the Jacksonville Planning Department handed approximately 1,600 paper surveys to the Jacksonville Board of Education for distribution to Kitty Stone Elementary School and Jacksonville High School. These surveys were included in student homework packets, assuring that parents receive the surveys on the first week of school in August. Jacksonville's planning staff also distributed and collected paper surveys at various public facilities throughout the city such as at the Jacksonville Police Station, Public Library, Community Center, and City Hall. Upon collection, all paper surveys were sent to East Alabama Commission staff to manually enter the information into Survey Monkey for data input and analysis. A total of 868 surveys were collected through paper entry to combine with 477 direct users for a total of 1,348 surveys. According to the 2013 US Census population estimate for Jacksonville at 12,484, this amount of survey responses represented 10.79% of the community, which allowed for a statistically significant analysis of the city. However, such a small sample size cannot count toward making decisions from the majority of resident views and opinions.

On the survey a total of 10 questions were inquired of residents, which are listed as follows:

1. *Are you a resident of Jacksonville?*—Yes or No.
2. *What is your age?*—24 or under, 25 to 49, 50 or over
3. *Please let us know how you feel about the following*—Chief Ladiga Trail, City School System, City Utility Services, Trash Pick-up, Recycling, etc.
4. *Are you concerned about the following items?*—Housing Conditions, Traffic Congestion, Pedestrian Safety, Lack of Sidewalks and Bicycle Lanes, Code Enforcement, etc.
5. *Please rank what you feel are the most important needs for the City of Jacksonville, with 1 being the most important or urgent need, and 10 being the least urgent or important need*—Code Enforcement, Traffic Control, Parks and Recreation, Job Opportunities, etc.
6. *What opportunities do you think the city should make a priority?*—Renovate the Square to attract new business, Invest in marketing the Chief Ladiga Trail, City Partnership with JSU, Improve and expand recreational opportunities, etc.
7. *How satisfied are you with the city’s communication with residents?*—Very Satisfied, Satisfied, Neutral, Dissatisfied, Very Dissatisfied, Don’t Know.
8. *Have you contacted the City of Jacksonville in the last year?*—Yes or No. If No skip to question 10.
9. *How would you rate the city’s customer service?*—Exceptional, Good, Fair, Poor.
10. *If things were to continue the same as usual in the City of Jacksonville, how do you think the city would stand in 10 years?*—Very good, Good, Fair, Bad, Very Bad.

The following is an analysis of responses for each question asked on the survey in order ascertain public views and opinions:

Are you a resident of Jacksonville?

Results from the survey showed 1,218 respondents (91.4%) being Jacksonville residents and 114 (8.5%) being non-residents. A total of 1,332 respondents answered the question and 16 skipped. Jacksonville residents were considered persons living within the city limits of Jacksonville at the time the survey was conducted.

What is your age?

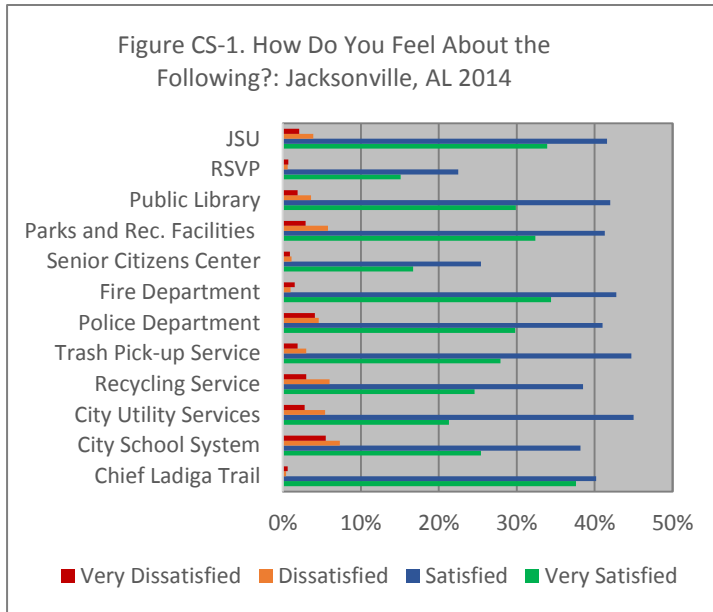
In terms of age, the majority of survey respondents at 924 persons (67.4%) were within the 25 to 49 years age range along with 219 (16.3%) aged 50 years or older and 193 (14.4%) at 24 or under. This information was needed in order to better understand demographics of respondents and how different age groups responded to the questions inquired.

Please let us know how you feel about the following:

Respondents were asked how they felt about the following facilities and services—Chief Ladiga Trail, City School System, City Utility Services, Recycling Service, Trash Pick-up Service, Police Department, Fire Department, Senior Citizens Center, Parks and Recreation Facilities, Public Library, Retired Senior and Volunteer Program (RSVP), and Jacksonville State University (JSU). Respondents chose how they felt by marking their choice from various categories—Very Satisfied, Satisfied, Neutral, Dissatisfied, Very Dissatisfied, and Don’t Know.

In general, the substantial majority of respondents to the survey were satisfied with city facilities and services, reporting either satisfied or very satisfied to all those examined. Services and facilities

garnering 40% or more of satisfied responses from respondents included JSU, the public library, parks and recreation, fire department, police department, trash pick-up service, trash pick-up service, utility services, and the Chief Ladiga Trail. Also, some of these same entities gathered 30% or more responses of very satisfied from respondents such as JSU, public library, parks and recreation facilities, fire department, and the Chief Ladiga Trail, accounting for at least 70% or more of respondents being either satisfied or very satisfied with these services and facilities.



Facilities and services which ranked lower than others comprised the city school system, with 12.8% of respondents being either dissatisfied or very dissatisfied, and recycling service, reporting 9% the same category. However, these respondents represented only a small portion of responses overall. Most respondents who were dissatisfied with the city school system were aged 25 to 49 with just over 10% being either dissatisfied or very dissatisfied. The age group 50 or older also reported some dissatisfaction

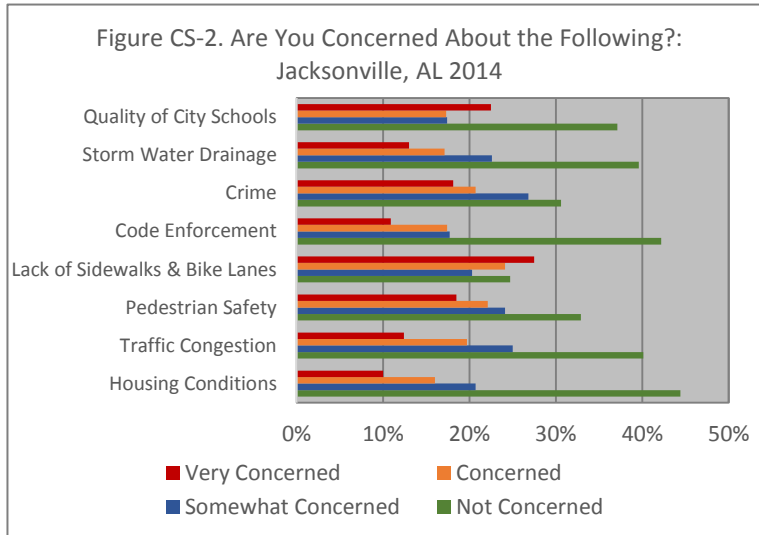
with city schools with 13% being dissatisfied and 6% very dissatisfied. Figure CS-1 examines how respondents felt about Jacksonville facilities and services in 2014. Notice the substantial portion of satisfied and very satisfied responses for each service and facility examined. This information indicates that, although improvements should always be considered, Jacksonville services and facilities adequately met resident needs and will most likely continue to do so in the future. For more survey information consult the Community Survey data tables in Appendix F.

Are you concerned about the following items?

Survey respondents were asked if they were concerned about the following items—Housing Conditions, Traffic Congestion, Pedestrian Safety, Lack of Sidewalks and Bicycle Lanes, Code Enforcement, Crime, Storm Water Drainage, and Quality of City Schools. Once again respondents chose how they felt by marking their choice from a series of categories—Not Concerned, Somewhat Concerned, Very Concerned, and Don’t Know.

The majority of survey respondents felt little or no concern for the potential items of concern to choose from. In terms of code enforcement and housing conditions over 40% of respondents felt no concern. Also over 30% of respondents showed no concern for quality of city schools, storm water drainage, crime, pedestrian safety, and traffic congestion, which ranked close to 40%. This information does not suggest that these items are not valid concerns, however, many respondents felt that they were not significant threatening issues. A significant amount of respondents felt somewhat concerned over the issues of crime (approximately 26%) traffic congestion (25%) pedestrian safety (24%) storm water drainage (22%), and housing conditions (20%). Items drawing much concern from respondents included quality of city schools, with 22% of respondents being very concerned and lack of sidewalks and bicycle lanes, which showed 27% being very concerned. Lack of sidewalks and bicycle lanes was the top concern for respondents with slightly over half (51%) of respondents being either concerned or very concerned. The age group which

showed the most concern for the lack of sidewalks and bicycle lanes was persons aged 50 or older with 28% being concerned and 37% very concerned. This age group also showed some substantial concern for pedestrian safety with 29% reporting concerned and 24% very concerned and code enforcement with 26% concerned and 22% very concerned. Age group 25 to 49 also reported lack of sidewalks and bicycle lanes as their most substantial concern with 23% being concerned and 25% very concerned, followed somewhat distantly by quality of city schools with 16% showing concern and 24% being very concerned. Respondents aged 24 or under also indicated lack of sidewalks and bicycle lanes as their biggest concern with 21% being concerned and 24% very concerned. Crime was also a substantial concern for younger respondents with 17% being concerned and 24% very concerned. Figure CS-2 displays the level of



concern that respondents felt toward various items holding possible concern for the community. Notice the substantial portion of respondents who felt no concern for the items listed, but also the considerable portion of responses showing concern for the lack of sidewalks and bicycle lanes and quality of city schools. This information indicates that the city should consider encouraging school improvements as well as building more sidewalks and bicycle lanes throughout the city. For more survey information consult the Community Survey data tables and in Appendix F.

Please rank what you feel are the most important needs for the City of Jacksonville, with 1 being the most important or urgent need, and 10 being the least urgent or important need.

This question was meant to gather more detailed community input on concerns, priorities, and needs within the city. Respondents were asked to rank the following needs as instructed—Code Enforcement, Traffic Control, Parks and Recreation, Job Opportunities, Utility Services, Transportation Infrastructure Improvements, Public Safety, City Coordination with JSU, Partnerships with Local Organizations and Neighboring Communities, and Historic Preservation.

According to respondent input, job opportunities rated the most important or urgent need with 469 (36.8%) respondents marking this choice as a number 1, the most important or urgent need, and 972 (76.1%) marking any choice number between 1 and 5 on the scale. Public safety ranked a fairly distant second with 329 (26%) respondents marking 1 and 868 (68.4%) marking any number from 1 through 5. The need for job opportunities could have been attributed to lack of business and job loss in the community while the need for public safety could have been due to concerns with crime and pedestrian access on AL Hwy. 21 through the city center. Other needs such as city coordination with JSU, city partnerships with local organizations and neighboring communities, and historic preservation reported some emphasis, although considerably less than job opportunities and public safety, suggesting significant need for improvement in these two areas. Needs which reported the least importance or urgency were parks and recreation, code enforcement, and utilities. Both age groups 25 to 49 and 50 or older indicated

job opportunities and public safety as the two most important needs, while age group 24 or under reported job opportunities and city coordination with JSU as most urgent.

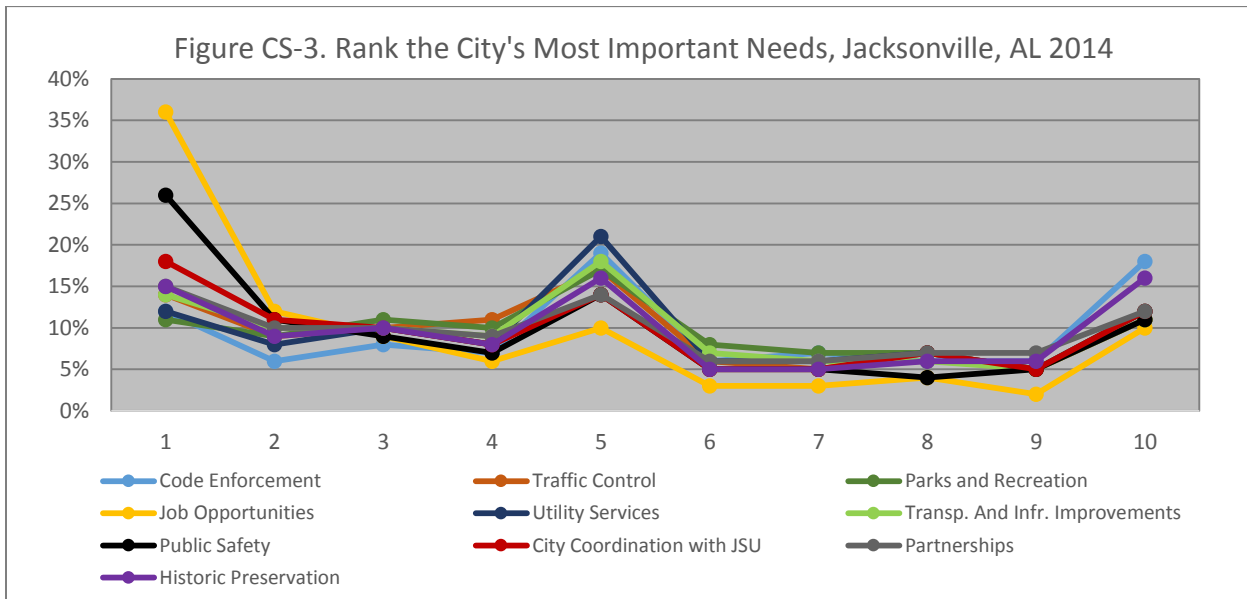


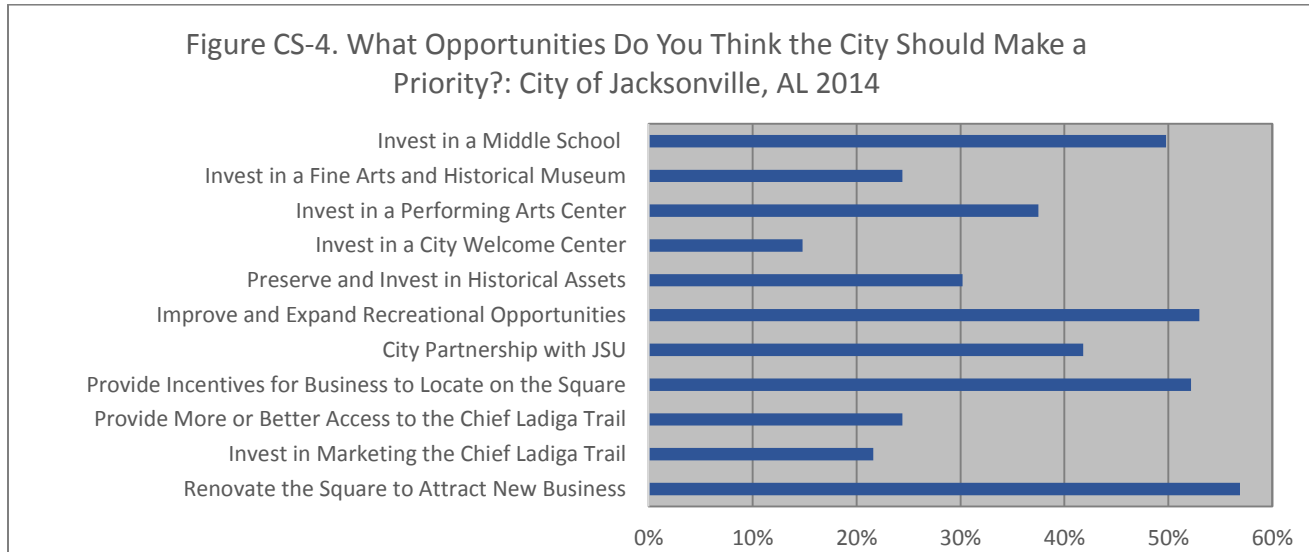
Figure CS-3 exhibits ranking of the community needs, in terms of importance and urgency, among ten rankings with 1 being most urgent/important and 10 least urgent/important. Notice that job opportunities and public safety were the most important needs ranking the substantially highest rating at 1 and lowest at rating 10 while needs such as utilities, code enforcement, and parks and recreation tended to rank lower in the higher rating and higher in the lower rating, indicating less importance. For more survey information consult the Community Survey data tables in Appendix F.

What opportunities do you think the city should make a priority?

This question was designed to establish priorities for future improvements and growth in the city. Respondents were instructed to check which opportunities the city should make a priority, as many as they felt necessary (all opportunities could be checked or none at all). These opportunities included—Renovate the Square to attract new businesses, Invest in marketing the Chief Ladiga Trail, Provide more or better access to the Chief Ladiga Trail, Provide incentives for businesses to locate on the Square, City partnership with JSU, Improve and expand recreational opportunities, Preserve and invest in historical assets, Invest in a City Welcome Center, Invest in a Performing Arts Center, Invest in a Fine Arts and Historical Museum, and Invest in a Middle School.

According to the survey the top opportunity that the city should make a priority, as indicated by 701 (56.9%) respondents, was to renovate the Square to attract new business, followed closely by improving and expanding recreational opportunities (53.0%), providing more incentives for businesses to locate on the Square (52.2%), and investing in a new middle school at 49.8%. These priorities fell in line with the urgent need to create more job opportunities, concerns for quality city schools, and the lack of sidewalks and bicycle lanes. Other opportunities that rated high were a city partnership with JSU (41.8%) and investing in a performing arts center at 37.5%. Figure CS-4 shows which opportunities respondents felt

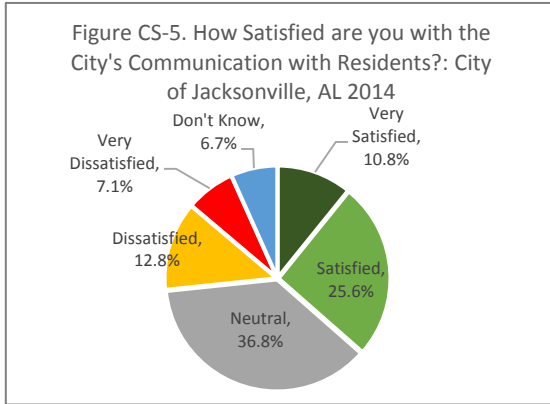
the most strongly and least strongly that the city should make priorities. Notice that Square renovation, business incentives for the Square, improving and expanding recreational opportunities, and investing in a middle school rated the highest by a significant margin. For more survey information consult the Community Survey data tables in Appendix F.



The various age groups examined all reported somewhat different views on priorities, which is useful in showing community values as related to these demographics. Respondents in the age group 24 and under reported renovating the Square to attract new business as the most important priority at 60% followed by a city partnership with JSU (53%), improving and expanding recreational opportunities (51%), and investing in a performing arts center (50%). Respondents in age group 25 to 49 indicated investing in a middle school at 56% as the central priority followed by improving and expanding recreational opportunities (55%), renovating the Square (54%), and providing incentives for businesses to locate on the Square (50%). Finally, respondents in age group 50 or over showed their top priority to be providing incentives for businesses to locate on the Square (68%), followed by renovating the Square to attract new business (64%), preserving and investing in historical assets (42%), and improving and expanding recreational opportunities (41%). This information presented logical priorities for the age groups. For example, the age group 24 and under, which could have represented, for the most part, high school and college students, highly prioritized a city partnership with JSU in order to build cooperation between the city and university in enhancing education and job opportunities in the city and also the highly valued priority to invest in a performing arts center. The age group 25 to 49 highly valued investing in a middle school, which could have been attributed to parents of elementary school children expressing their children’s needs in the future. This group also showed a high priority to improve and expand recreational opportunities, which again could have been due to parents of young children expressing a significant need to promote and enhance youth recreational opportunities. In the survey, nine respondents commented that more youth recreation is needed. Respondents in the age group 50 and over indicated a high priority to preserve and invest in the city’s historical assets. Since Jacksonville holds many beautiful historical buildings and other structures, preserving historical assets would serve to maintain and enhance the city’s unique cultural character and aesthetic charm.

How satisfied are you with the city’s communication with residents?

The City of Jacksonville strives to announce public meetings and keep open communication to residents for information and input on city events, plans, and developments. This question seeks to ascertain public input on how well the city handles communication with residents. Respondent choices comprised of Very Satisfied, Satisfied, Neutral, Dissatisfied, Very Dissatisfied, and Don’t Know.



According to the survey, approximately 25.6% of respondents were satisfied with the city’s communication with residents and 10.8% were very satisfied. The single largest portion of respondents at 36.8% were neutral on the matter, while 12.8% were dissatisfied, 7.1% very dissatisfied, and 6.7% did not know. Figure CS-5 shows respondents satisfaction or dissatisfaction with the city’s communication with residents. Although the city should

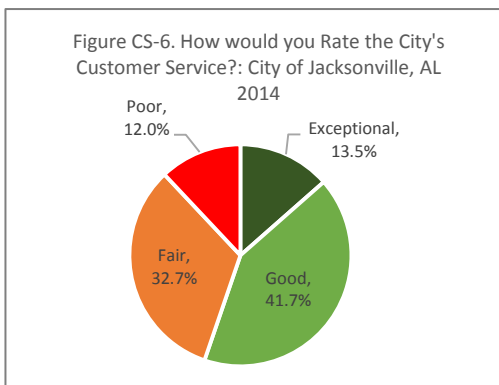
continue to work on improving communication, for the most part, respondents were overall satisfied with communication in this area. Neutral respondents could have marked such response due to a lack of need to contact the city or having no preference either way.

Have you contacted the City of Jacksonville in the last year?

Approximately 34.8% of respondents had contacted the City of Jacksonville in the last year and conducted business of some type with a city department, while the majority at 65.2% had no contact with the city in the last year. Only respondents who had contacted the city within the last year were asked how they rated the city’s customer service, while respondents who had not contacted the city within the last year were instructed to skip the question on customer service and proceed to the final question.

How would you rate the city’s customer service?

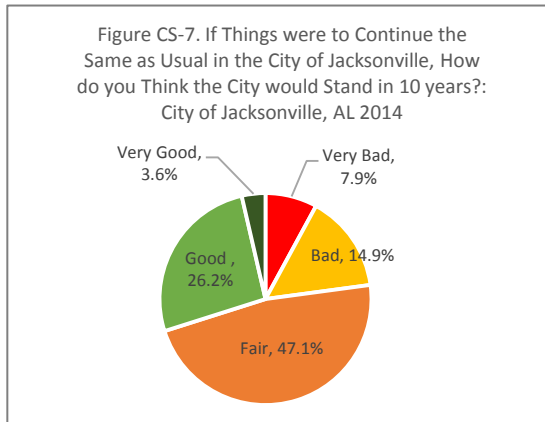
This question was meant only for respondents having contacted the city in the last year, pertaining to the previous inquiry. Service rating choices comprised of—Exceptional, Good, Fair, and Poor. Approximately 13.5% of respondents rated the city’s customer service exceptional, while 41.7% rated city service good, 32.7% fair, and 12.0% poor, indicating that the slight majority (55.2%) of residents consider the city’s customer service good to exceptional and the considerable majority (87.9) fair to exceptional. This information indicates good service overall, however, some improvements should still be considered based on a few responses. Some people had concerns about response time with recycling service and mismanaged road repaving. Figure CS-6 displays respondents rating of the city’s customer service. Notice that the significant majority of respondents felt customer service was fair, good, or exceptional and only a small portion rated poor service. For more survey information consult the Community Survey data tables in Appendix F.



32.7% fair, and 12.0% poor, indicating that the slight majority (55.2%) of residents consider the city’s customer service good to exceptional and the considerable majority (87.9) fair to exceptional. This information indicates good service overall, however, some improvements should still be considered based on a few responses. Some people had concerns about response time with recycling service and mismanaged road repaving. Figure CS-6 displays respondents rating of the city’s customer service. Notice that the significant majority of respondents felt customer service was fair, good, or exceptional and only a small portion rated poor service. For more survey information consult the Community Survey data tables in Appendix F.

If things were to continue the same as usual in the City of Jacksonville, how do you think the city would stand in 10 years?

The final question in the survey was intended to ascertain the community’s outlook on Jacksonville’s future. Respondents were given the following choices in their rating—Very Good, Good, Fair, Bad, Very



Bad. Most respondents felt fairly optimistic about Jacksonville’s future with approximately 47.1% rating fair, 26.2% good, and 3.6% very good. However, approximately 14.9% rated bad and 7.9% very bad, indicating that a somewhat substantial portion of respondents had a negative outlook on the city’s future if things were to continue the same as usual. Figure CS-7 illustrates how respondents felt the city would stand in 10 years given that things were to continue the same as usual. Notice that the significant majority felt that the city would rate fair to good in 10 years. For more survey information consult the Community Survey data tables in Appendix F.

Summary of Community Survey Results

The community survey represents a statistically significant portion of the Jacksonville population, meaning the information gathered and analyzed from the results of this survey accurately represents residents’ views and opinions for the entire community. This information is useful in guiding and directing city policies and development plans based on priority and importance to the community overall. The formulation of goals, objectives, and strategies in this Comprehensive Plan and in future planning endeavors may also utilize community responses indicated in this survey.

The considerable majority of survey respondents were Jacksonville residents between the ages of 25 and 50 who felt satisfied with city facilities and services. Few residents reported feeling dissatisfied or very dissatisfied with city facilities and services, indicating that the city should continue to conduct administration as usual, although improvements should be considered when deemed necessary.

The major concern for the city was the lack of sidewalks and bicycle lanes, with slightly more than half (51%) of respondents feeling either concerned or very concerned over this issue. Given this information the city should consider plans to build sidewalks and bicycle lanes along routes where pedestrians and bicyclists most likely travel, making connections to the downtown, JSU, greenway trails, and the Chief Ladiga Trail. These plans would also serve to increase recreational opportunities for youth and promote and encourage alternative transportation options.

Job opportunities rated the most important or urgent need. Comments from respondents indicated the need to establish businesses which cater to JSU students and the youth population. The proposed special business district along Mountain Street should be a good start to promoting and encouraging this type of business with convenient walking proximity to the JSU campus. As a planning consideration, the city should strive to annex more land to the north and to the south along AL Hwy. 21 and extend water and sewer service in these areas in order to prepare for further commercial development. However, highway access management

should be considered for the southern portion since current traffic volumes show high density. Much of the open land to the north could be used for large commercial establishments and industrial development with the proper zoning. As a basic strategy for economic development, and to reduce sprawl, the city should develop plans and policies to promote and encourage small business in the Square and other places in the central portion of the city, and larger commercial establishments on the outskirts where more land is available and supportive of higher traffic volumes. For traffic management, large lot sizes and reduced curb cuts will enhance traffic flow, thus reducing the congestive effects of sprawl. Jacksonville could also partnership with JSU in order to work with the university to improve and/or develop educational programs which will attract business establishments seeking graduates with the appropriate skills and training needed.

In terms of opportunities as priorities the majority of survey respondents indicated the priority to renovate the Square to attract new business. Many residents feel the Square is the “heart” of the community and needs to be preserved and promoted as the major business center. Comments from respondents expressed the need to improve the Square by making the area more aesthetically appealing and to provide businesses with incentives to locate on the Square. Many respondents also felt the city should improve and expand recreational opportunities, especially for youth and college students at the university.

Considering planning for Jacksonville, many of the important needs and top priorities expressed overlap in terms effecting one another. For example, the need for jobs could be addressed by improving the Square and providing incentives for business to locate in the area. In addition, building new sidewalks and bicycle lanes shall encourage residents to walk or bicycle to stores for business, commute to work by bicycle or foot, and enhance recreational opportunity. Investing in a middle school would promote education, a foundation for job development, while a performing arts center would bring more people into the city who will in turn conduct business there.

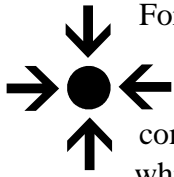
Based on survey results the City of Jacksonville should, as top priorities, strive to:

- Renovate the Square to attract new business.
- Provide incentives for businesses to locate on the Square.
- Improve and expand recreational opportunities.
- Invest in a middle school.

***Disclaimer:** The Community Survey was conducted and recorded as a survey based on community perception and opinion and is not intended, by itself, to be solidly grounded with factual information. The information presented therein was used only as a basis for determining community understanding and in establishing a platform for further research. Furthermore, the 10% portion of the population surveyed cannot be used as a basis for determining the views and opinions of the City’s majority.*

Vision and Mission

Vision Statement



For any community to thrive and prosper there needs to be a vision for the future. A vision is the collective understanding of the ideal future of where a community wants to go and what it wants to be. Jacksonville has a vision of growing and prospering as a successful Alabama community. This vision can be expressed and encompassed in a city approved vision statement which reads as follows: “A place to live, a place to grow, *THE* place to be.”

Mission Statement

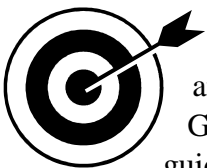
The mission statement describes what the city is doing to attain the established vision and why it is doing that. A mission statement is more action-oriented than a vision statement and, as the mission is exercised, should result in an achieved vision. Jacksonville’s mission statement reads as follows:

“The City of Jacksonville promotes and maintains itself as an attractive, successful, and highly sustainable Alabama community offering a safe and friendly environment where residents live, work, learn, play, and invest in the local economy.

The city will commit resources to preserving its historical and cultural heritage and natural amenities as well as promoting and enhancing quality education, skilled workforce development, and important community facilities and services in order to compete in the larger regional economy and provide a higher quality of life for residents and visitors to the city.

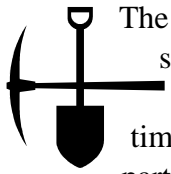
With convenient access to major transportation routes and metro market areas, the City of Jacksonville will prepare for substantial commercial growth, primarily along major highways, and plan appropriately for residential development in the surrounding areas, in order to manage progress in a positive direction.”

Goals and Objectives



In order to achieve the community vision and mission statement, Jacksonville needs to establish appropriate goals and objectives, a means of attaining the most important goals and objectives, and a methodology to evaluate progress. The following chapter, Chapter X: Goals and Objectives, identifies goals, objectives, strategies, and projects to be used as guidance in good planning principles. However, Chapter XI: Implementation & Evaluation establishes prioritized projects and strategies for implementation and an action plan for planning and evaluation purposes.

Implementation



The Implementation and Evaluation Chapter identifies and prioritizes specific projects and strategies for planning and guiding city improvements, growth, and expansion.

Implementation schedules with strategy and project listings along with their respective timeframes for completion and prioritization are provided at the end of this chapter. Potential partnerships and funding sources for projects and strategies have also been considered in the implementation schedules.

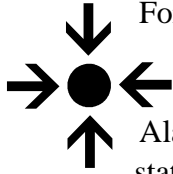
Evaluation



The final stage of the Comprehensive Plan is evaluation. In addition to the Implementation Schedules, projects and strategies are listed in Action Plan/Evaluation Tables along with their respective completion status in order to continue strategy and project updates during and after the Comprehensive Plan is finished. The East Alabama Regional Planning and Development Commission recommends that the city establish a point person or committee to oversee progress and evaluate the Comprehensive Plan post adoption on an annual basis, at minimum.

CHAPTER X: GOALS AND OBJECTIVES

Vision Statement



For any community to thrive and prosper there needs to be a vision for the future. A vision is the collective understanding of the ideal future of where a community wants to go and what it wants to be. Jacksonville has a vision of growing and prospering as a successful Alabama community. This vision can be expressed and encompassed in a city approved vision statement which reads as follows: “*A place to live, a place to grow, THE place to be.*”

Mission Statement

The mission statement describes what the city is doing to attain the established vision and why it is doing that. A mission statement is more action-oriented than a vision statement and, as the mission is exercised, should result in an achieved vision. Jacksonville’s mission statement reads as follows:

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In order to achieve this vision and mission, Jacksonville needs to establish appropriate goals and objectives, a means of attaining those goals and objectives, and a methodology to evaluate progress. This chapter identifies goals, objectives, strategies, and projects for planning and guiding city improvements, growth, and expansion. Since the city possesses limited resources for improvements, not every goal, objective, strategy, and project in this chapter of the Comprehensive Plan may be accomplished, rather the overall purpose of this chapter is to list and describe practical and achievable planning guidance and principals for properly maintaining city resources and preparing the community for future growth and development. The following implementation chapter lists and describes specific projects and strategies which the city plans to pursue and accomplish within given timeframes for completion along with a discussion of implementing agencies and potential partners and funding sources for further assistance.

Planning Overview

One of Jacksonville’s major goals is to promote and enhance economic development with an objective to promote and improve the downtown area, particularly in the historic Square. Located in the center of the city along AL Hwy. 21. Jacksonville’s historic Square is considered the heart of the city and the main

focal point of economic development. Although in recent years the majority of economic growth has occurred to the south of the Square along AL Hwy. 21, following residential expansion in the area, city residents desire to strengthen existing business as well as promote and encourage new small businesses at the city center. One objective toward this goal would be to revitalize the Merchants' Association and organize more community-wide events on the Square. The Merchants' Association would form a cooperative group of business owners to work together to enhance the attractiveness of the Square through such improvements such as storefront aesthetics, natural beautification, signage, and in creating a more welcoming environment while more community-wide events on the Square would serve to increase businesses publicity. A significant concern for store owners on the Square and for residents in general is pedestrian safety. Pedestrians crossing from either side of the Square must negotiate four lanes of arterial street traffic with vehicle speed rates often exceeding those necessary for safe walking. Insufficient pedestrian crossing is a common problem at other intersections with AL Hwy. 21 in Jacksonville, however, in addressing this concern ALDOT, through the ATRIP (Alabama Transportation Revitalization Improvement Program) in 2012, provided funding and assistance to upgrade signal timing at 9 major intersections along AL Hwy. 21 and removing one in the city. These timing enhancements should create better signaling for pedestrians as well as enhance traffic access and flow along AL Hwy. 21.

In terms of transportation Jacksonville is conducting a series of road improvement projects and constructing pedestrian/bicycling trails in accordance with MPO plans. Road improvements mainly constitute repaving along several major avenues in the city, however, the city has also planned for alternative forms of transportation such as bicycling and hiking in order to enhance connectivity and travel from the Chief Ladiga Trail to JSU, the Square, and other parts of the city, thus creating more recreation opportunity, mitigating automobile dependency, and improving overall quality of life for residents and visitors to the community.

Another major goal for the city is to promote and enhance community facilities with an objective to upgrade the wastewater treatment plant in preparation for city growth and development. The WWTP has reached the end of the last 20 year upgrade cycle and is currently conducting the preliminary design phase to determine the exact upgrade needed. The Plant upgrade needs to increase design flow in order to sustain sufficient performance for another 20 years. Jacksonville also plans a fire station re-alignment with proposed new fire station sites in the southern and northern parts of the city in order to increase coverage area and improve the ISO rating. For more information on city planning see Planning Documents in Appendix G.

Goal-Setting Process

In May, 2012 the East Alabama Regional Planning and Development Commission (EARPDC) and the Jacksonville Planning Commission began work on the Jacksonville Comprehensive Plan Update. The first meeting, conducted on April 16, 2013, was an initial public meeting in which the planning process was introduced and a SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis for the community was performed. From this analysis, EARPDC and the planning commission formed a basis in which to identify community needs and in determining goals and objectives. EARPDC and the planning commission then met on a bi-monthly or tri-monthly basis as needed in order to establish and prioritize

goals and objectives, determine projects for implementation, and to subsequently generate a future land use plan and map to guide land use and development.

Goals and Objectives



The primary directive of the comprehensive plan is the formation of goals and objectives for city improvement, growth, and expansion, and the development of a plan in which to accomplish them. The purpose of this chapter, and the subsequent implementation chapter, is to provide a methodological planning roadmap with practical applications for attaining established city goals and objectives. The following definitions provide a framework through which goals and objectives can be achieved and evaluated.

Definitions

Goals

Goals in this chapter have been identified with the purpose of promoting community vision, through considerably broad-based perspectives. The definition of a “goal” in accordance with *businessdictionary.com* is, “an observable and measurable end result having one or more objectives to be achieved with a more or less fixed timeframe.”

Objectives

Objectives define, in more specified terms, how goals are to be accomplished. The definition of objectives as described by *businessdictionary.com* is, “A specific result that a person or system aims to achieve within a time frame and with available resources.” As a general understanding, objectives are basic tools that underlie all planning and strategic activities and serve as a basis for creating policy and evaluating performance. While goals are often broad-based in nature, objectives are more specific and easier to measure. Goals usually have long-term and possibly continuous timeframes, while objectives function as a series of smaller, shorter-term steps needed along the way toward goal completion and continuation. For example, a common goal in planning might be to enhance economic development throughout the community, while an objective for this goal may be to redevelop the downtown. Although downtown redevelopment by itself will not enhance economic development throughout the community, it does serve in making progress toward the goal of enhancing economic development on a community-wide scale. Goals express broad actions directed at the community level, while objectives express more specific actions, addressing how to attain the goal and directed at specific places, organizations, or other entities within the city. In other words, goals answer the question of what is going to be done, while objectives answer who is going to do it and how. Objectives may also address where the goal shall be accomplished, if applicable, and when the goal shall begin and be completed as to a particular timeframe.

Projects/Strategies

These actions are specifically defined, applicable, practical, and measurable steps to be performed or activated throughout the implementation process. Such projects/strategies are to be understood as viable actions working for goal attainment and thus are substantially more specified than goals and objectives. Projects are defined as actual and tangible “on-the-ground” activities, such as conducting a road repaving project, planting trees in the downtown, installing new water lines, or building/expanding city hall while strategies are specific and measurable tasks, such as hiring a new position on city staff, conducting a

survey, purchasing equipment, or creating a downtown revitalization plan. Projects and strategies have been listed in this chapter in order to identify the goals and objectives they support and serve as candidates for consideration, but prioritized as actual planned actions for completion and evaluated accordingly in the Chapter XI: Implementation and Evaluation.

Rationale

The rationale or importance for any given goals, objectives, strategies, and projects is explained under the subheading entitled as such. Rationale can be justified through significant findings in statistical analysis, community survey, or as an established community priority.

Additional Recommendations

Additional recommendations are advocated as useful and complementary implementation tools which may enhance projects and strategies.

Notation

Additional notes which describe and/or explain current work and progress in relation to a specific strategy or project.

The goals and objectives listed below, in no particular order of priority, as well as proceeding strategies and projects have been established by city departments, the Calhoun County Metropolitan Planning Organization, and citizen input. These goals, objectives, strategies, and projects shall be reviewed, revised, and approved by the Jacksonville Planning Commission and the Jacksonville City Council as a practical methodology for the future improvement, growth, and development of the City of Jacksonville:

Economic Development

The City of Jacksonville desires economic growth and prosperity, strengthening existing businesses while attracting new business to the community. The Jacksonville Square is considered by many to be the “heart” of the community both economically and socially. In this aspect Jacksonville shall strive to preserve the Square by supporting existing business needs, encouraging expansion, and recruiting new businesses to the Square. The city shall also promote and encourage new commercial development along Hwy. 21 and other commercial and industrial zoned areas of the city. Economic development is organized into four categories of equal importance which, when planned and directed together, serve to enhance the overall business climate and economic success of the community. These categories (listed below as sections) are as follows:

- Section 1: Maintaining Existing Business
- Section 2: Expanding Existing Business
- Section 3: Business Recruitment, and
- Section 4: Education and Workforce Development

Section 1: Maintaining Existing Business

Goal: Maintain and Strengthen Existing Business throughout the Community

Objective 1: City to Maintain and Strengthen Existing Business by Providing and Maintaining an Attractive, Healthy, and Thriving Business Environment in the Public Square and Preserving the Historical Character of the Public Square

Rationale: In establishing the direction of Jacksonville’s vision statement, economic development needs to maintain a focus on preserving the attractive, historical, and aesthetic look and feel of the downtown business environment. Based on the Community Survey, approximately 56% of 1,348 respondents felt the city should make a priority to renovate the Square to attract new business and 52% felt the city should provide more incentives for new businesses to locate on the Square.

Projects and Strategies:

- Project: Conduct an inventory and assessment of downtown business resources and needs.
- Project: Create and implement a downtown revitalization plan.
- Project: Create and implement a downtown beautification and/or street scape improvement plan.
- Project: Create an economic development plan for the downtown.
- Strategy: Identify business owners and other stakeholders (banks, schools and training centers, investment firms, etc.) available in forming an organization or committee to determine the most important business resources and needs in the community and prioritize accordingly.
- Strategy: Create or revitalize a downtown merchants’ association.
- Conduct roadway improvements.

Objective 2: City to Prepare for Quality, Accessible, and Sustainable Business Management along Major Highway Commercial Corridors

Rationale: Jacksonville shows need for improved access management along US Hwy. 21 in the southern part of the city where traffic is the heaviest. Traffic counts at a few key points along this route indicate Level of Service at high density, capacity level, and breakdown. The city should make plans to work and coordinate with ALDOT to improve traffic flow and highway access and enhance the appeal of businesses along this important highway corridor.

Projects and Strategies:

- Strategy: Conduct an access management study of business access points and traffic flow along major commercial corridors in the city to determine needed access improvements.
- Strategy: Conduct a signage inventory and assessment and identify potential aesthetic issues.
- Strategy: Conduct an inventory and assessment of existing infrastructure, such as water and sewer lines, along major highway commercial corridors to determine needed repairs and upgrades.
- Project: Create and implement a commercial highway corridor beautification and/or street scape improvement plan.
- Project: Conduct a highway corridor study and develop a plan for improving highway commercial corridors throughout the city.

Section 2: Expanding Existing Business

Goal: Promote and Encourage Expansion of Existing Business in the Community and Provide a Means for Proper and Efficient Business Growth and Development.

Objective 1: Expand Commercial and Industrial Zoning Districts

Projects and Strategies:

- Strategy: Designate land and conduct annexations in accordance to a future land use map.
- Strategy: Prepare for appropriate and necessary infrastructure (i.e. roadways and utilities) expansion into planned growth areas which support respective zoning districts.
- Project: Conduct an inventory of existing infrastructure and prepare a growth plan for the community.

Objective 2: Enhance Economic Development by Creating an Overlay District Along Mountain Street, NW.

Projects and Strategies:

- Strategy: Create an overlay district along Mountain Street, NW across from Jacksonville State University, and develop Zoning Regulations for the district to be included in the Jacksonville Zoning Ordinance.

Section 3: Business Recruitment

Goal: Attract and Recruit New Business to the Community and Provide Proper and Efficient Methods to Accommodate and Expand New Enterprises.

Objective: Develop Plans and Policies to Make New Business Location and Start-ups Convenient, Affordable, and Sustainable

Projects and Strategies:

- Strategy: Provide incentives (i.e. tax reductions, and reduced start-up fees) for new businesses to locate in the community.
- Strategy: Create or revitalize an economic development organization.
- Strategy: Create a One-Stop-Shop for new business to secure needed requirements.
- Strategy: Market city business accommodations and opportunities to outside interests.
- Strategy: Provide adequate transportation, utility infrastructure, and land for new business recruitment in accordance to an economic development plan or other planning document.

Section 4: Education and Workforce Development

Goal: Improve and Strengthen Economic Development through Educational Training and Workforce Development

Objective: City to Develop Partnerships with Local, County, or Regional Schools to Prepare Students for Workforce Positions.

Rationale: According to the community survey, approximately 53% of respondents felt the city should make a priority for the city to partnership with Jacksonville State University in order to coordinate education programs, workforce training, and job placement with local employers.

Projects and Strategies:

- Strategy: Conduct job fairs at local schools.
- Strategy: Schools to work with local businesses to develop curriculum and training in meeting local workforce needs.
- Strategy: Businesses and schools create a local network to market and advertise job openings and opportunities in nearby cities and counties.
- Project: Build a career placement and development center.
- Project: Build a vocational training school.

Housing

Housing is a vitally important element in every community in meeting resident needs. A well-planned community will have a variety and substantial mix of housing choices available such as single-family, multi-family, and mobile home, maintained in good condition, as well as quality affordable housing. The city shall also make plans and policies to preserve housing values and increase its housing stock in appropriate residential areas.

Section 1: Existing Housing Stock

Goal: Maintain and Strengthen the City's Existing Housing Stock and Provide Attractive, Safe, Stable, and Affordable Housing throughout the Community

Section 2: Housing Development

Goal: Promote and Encourage New Housing Development in Strategic Areas Well Suited for Residential Growth

Objective: Create More Housing Choices in Order to Meet the Needs of a Diverse and Changing Population

Projects and Strategies:

- Strategy: Identify housing needs pertaining to housing conditions, type, value, and affordability and make plans and policies to promote and encourage the kind of housing most needed throughout the community.

Objective: Identify and Inventory Residential Areas with Proper Zoning and Infrastructure Support for Low, Medium, and High Density Housing Development

Projects and Strategies:

- Strategy: Conduct an assessment of housing in close proximity to needed infrastructure and create a plan to build new homes near current supportive infrastructure or where necessary water and sewer service lines and roads are planned for.
- Strategy: Plan for and build new housing developments in areas close to or adjacent land designated for or as parks and recreation, bicycle and hiking trails, environmental preservation, and other low-impact uses complimentary to residential development.

Community Facilities and Utilities

The City of Jacksonville strives to provide quality community facilities and services for residents and visitors to the city. In order to promote and enhance important community facilities and services, Jacksonville needs to determine and meet priority maintenance for existing facilities and service needs and identify future priority facilities and services needed for growth and expansion. Community facilities and utilities have been organized into 11 sections listed as follows: 1) City Administration, 2) Public Safety, 3) Educational Facilities and Services, 4) Public Library, 5) Housing Authority, 6) Parks and Recreation, 7) Senior Center, 8) Healthcare Facilities and Services, 9) City Maintenance, 10) Wastewater Treatment Plant, 11) Utilities.

Section 1: City Administration

Goal: Promote and Enhance City Administration Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Prepares the City for Future Growth and Expansion.

Objective 1: Improve and Enhance City Hall Facilities

Projects and Strategies:

- Project: Build new / relocate City Hall.

Objective 2: Improve and Enhance City Hall Services

Projects and Strategies:

- Strategy: Create a One-Stop-Shop service at City Hall for new business start-ups and for business expansion.

Section 2: Public Safety—Fire and Police Departments

Goal: Promote and Enhance Public Safety Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Prepares the City for Future Growth and Expansion

Objective 1: Fire Department to Improve Fire Fighting Training and Response Time to Emergency Situations

Projects and Strategies:

- Project: Build a Fire Station Training Facility.
- Project: Fire Station Re-alignment (See community facilities map for locations).
- Strategy: Increase Fire Station Staff.

Objective 2: Police Department to Improve Police Training and Response Time to Emergency Situations

Projects and Strategies:

- Strategy: Recruit and Train more Police Officers.
- Strategy: Purchase new Police Vehicles and Equipment.

Notation: The police department is adding more officers and building new facilities. Also in the past few years the department has purchased new vehicles. The city currently has adopted plans to build a public safety complex on George Douthit Drive near the Jacksonville High School and the currently planned new elementary and middle school facility.

Section 3: Educational Facilities and Services

Goal: Promote and Enhance Educational Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Prepares Youth for Success in the Workforce and Life-long Learning.

Objective 1: Improve Facilities and Services for Elementary and Middle School Children

Projects and Strategies:

- Project: Build Middle School Addition to the new Elementary School.

Objective 2: Improve Facilities and Services at Jacksonville High School.

Projects and Strategies:

- Strategy: Add more electives to the High School curriculum, such as visual arts, foreign languages, and Science, Technology, Engineering, Arts, and Math (STEAM) opportunities.

Objective 3: Improve Facilities and Services at the Calhoun County Career Academy

Projects and Strategies:

- Strategy: Update all equipment to meet business and industry requirements.
- Strategy: Train all school personnel at CCCTC in Project Based Learning in order to train students how to problem solve and work in teams.
- Strategy: Evaluate every program based on the workforce needs of Workforce Development Region V.

Objective 3: Improve Facilities and Services at Jacksonville State University

Projects and Strategies:

- Project: Build a Music Building (3-5 year plan)
- Project: Roofing project.
- Project: 3 HVAC projects.
- Project (s): Parking and street resurfacing.
- Project: Create, furnish, equip, and staff a Teaching and Learning Center.
- Project: Create, furnish, equip, and staff a multimedia center.
- Strategy: Implement student portable computing program.
- Strategy: Develop a centralized process for establishing programs online.
- Strategy: Create a certification program for online instructors.
- Strategy: Develop a marketing plan for JSU events.
- Strategy: Invest in a firm to conduct a market study for constructing a Student Commons Building.
- Project: Re-establish and complete Paul Carpenter Village for all recognized JSU national Greek organizations.
- Strategy: Develop and maintain a virtual one-stop-shop.
- Strategy: Implement a customer service training campaign.
- Strategy: Establish a Professional Development Center for JSU employees.
- Strategy: Institute a university-wide Job Readiness Survey and Employer Survey, by major, to recent graduates and their employers.
- Strategy: Implement the Strategic Enrollment Management Plan to increase recruitment and retention of qualified students.
- Strategy: Develop a marketing plan to improve visibility of online and traditional graduate programs through more effective use of program websites and the online version of the graduate bulletin.
- Project: Make renovations and energy efficiency upgrades for Eastwood School.

Note: For more details on strategies and strategy objectives for JSU consult the Jacksonville State University Strategic Plan (2011-2016).

Section 4: Public Library

Goal: Promote and Enhance Public Library Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Adequately Assists and Encourages Users to Read, Study, and Grow in Learning.

Objective: Upgrade Jacksonville Public Library Services and Facilities.

Projects and Strategies:

- Project: Install security system (gates and material markers) to mitigate theft of materials: books, dvds, periodicals, etc.
- Project: Address problems with erosion, gutters, and sidewalks.
- Project: Create a climate controls in the History Room if/when furniture and artifacts are moved to a city museum; remaining historically significant archival materials (books, family files, maps, and letters) will be better preserved and extra space will allow research.
- Strategy: Secure Funding to Maintain and Update Library Materials and Services—specifically to maintain current collection and program levels, purchase new software to replace dated reference and circulating non-fiction books and to restore professional development opportunities.
- Project: Re-design library with permanent computer lab and media display with security cabinets.
- Project: Build landscaping as fencing or hedges along the curb on SW near annex.
- Project: Install self-service copier and fax machine.
- Project: Repaint the interior upstairs and downstairs of the original building.
- Project: Carpet basement level (Youth Depts. & Processing)
- Project: Install new shelving upstairs, in the main reading room, and downstairs, in the children's reading room.

Section 5: Housing Authority

Goal: Promote and Enhance Housing Authority Facilities and Services in a Manner which Properly Maintains Existing Housing and Services and Provides Equal Opportunity for Safe, Decent, and Affordable Housing to Residents in Substantial Need.

Objective: Improve and Enhance the Jacksonville Housing Authority to Provide more Convenience and Safety for Residents.

Projects and Strategies:

- Project: Build more housing units, particularly one bedrooms.
- Strategy: Establish bus service to housing units.
- Strategy: Conduct more police patrols through properties.

Section 6: Parks and Recreation

Goal: Promote and Enhance Parks and Recreation Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Provides an Attractive and Enjoyable Environment for Community-wide Recreation.

Objective 1: Improve and Enhance the Chief Ladiga Trail

Projects and Strategies:

- Project: Paint murals along Chief Ladiga Trail.
- Project: Plant wildflower garden at junction of Chief Ladiga Trail and creek near spur.
- Strategy: Establish a Ladiga Trail Volunteer Committee.
- Project: Upgrade depot grounds with grounds with beautification plantings on west side of Chief Ladiga Trail.
- Project: Build a disc golf course near Chief Ladiga Trail or Eastwood School.

Objective 2: Improve and Enhance the Jacksonville Community Center

Projects and Strategies:

- Project: Build and install playground equipment in children's playground area at Community Center, City Park, and Eastwood Pocket Park.
- Project: Build additional meeting rooms in Community Center.
- Project: Build a Splash pad water feature at Community Center.
- Project: Make drainage improvements and repair parking lot.

Objective 3: Promote and Enhance Beautification throughout the City

Projects and Strategies:

- Project: Cleanup invasive vegetation under tree canopy at corner of creek and A Street SW.
- Project: Build Peace Garden at Creekside Trail near Alexandria Rd. entrance to City Park.
- Project: Build a duck pond near creek.
- Project: Plant a flower garden at entrance of Creekside Trail at Alexandria Rd.
- Strategy: Develop a tree planting plan for parks and the Chief Ladiga Trail edges.

Objective 4: Promote and Enhance Other Recreational Facilities throughout the City

Projects and Strategies:

- Project: Build a stage at the bottom of stake park hill.
- Project: Build Youth Sports Complex.
- Project: Build Tennis Courts (at least 6).
- Project: Build Playground at Public Safety Complex near pond and walking trail.

Section 7: Senior Center

Goal: Promote and Enhance Senior Center Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Provides Productive and Enjoyable Programs and Activities for Senior Residents.

Objective: Improve and Enhance Senior Citizen Facilities and Programs at the Jacksonville Senior Center

Projects and Strategies:

- Strategy: Purchase a vehicle for transporting homebound meals.
- Strategy: Attain more program support from churches in the community.
- Strategy: Purchase a bus to take seniors on trips.

Section 8: Healthcare Facilities and Services

Goal: Promote and Enhance Hospital Facilities and Medical Services in a Manner which Properly Maintains Existing Facilities and Services and Provides Quality Patient Care and Accommodation

Objective: Improve and Enhance Healthcare Services at Regional Medical Center Jacksonville

Projects and Strategies:

- Strategy: Provide more specialty physicians.
- Strategy: Increase hospital community and services.
- Strategy: Improve access to healthcare insurance for patients.

Section 9: City Maintenance

Goal: Promote and Enhance City Maintenance Facilities and Services in a Manner which Properly Maintains Existing Facilities and Services and Provides for an Attractive, Safe, Clean, and Well-maintained Community

Objective: Improve and Enhance Street and Sanitation Services throughout the City

Projects and Strategies:

- Strategy: Promote and enhance Lawn Waste Disposal Education.
- Strategy: Promote and encourage litter reduction.
- Strategy: Provide more street sweeping.

Section 10: Waste Water Treatment Plant

Goal: Promote and Enhance Wastewater Treatment Plant Facilities in a Manner which Properly Maintains Plant Facilities and Provides Adequate Wastewater Treatment Currently and in Preparation of Future City Growth and Expansion

Objective 1: Maintain Facilities and Services at the Jacksonville Wastewater Treatment Plant

Projects and Strategies:

- Strategy: Obtain proper funding to support current and future needs.
- Strategy: Reduce inflow and infiltration to maximize the use of the Plant.

Objective 2: Prepare the Wastewater Treatment Plant for Future Expansion

- Strategy: Establish a new vision for the next 20 years and beyond and be proactive in the process of making the WWTP suitable for the community (Currently in progress).

Notation: The wastewater treatment plant plans to secure a State Revolving Loan in the amount of \$10 million in order to conduct a mechanical upgrade with the tertiary treatment filter system.

Section 11: Utilities—Water, Sewer, and Gas

Goal: Promote and Enhance Water, Sewer, and Gas Utility Infrastructure and Services in a Manner which Properly Maintains Existing Infrastructure and Services and Prepares the City for Future Growth and Expansion

Objective: Improve Existing Water Lines and Service throughout the City

Projects and Strategies:

- Strategy: Add an additional water source.
- Strategy: Add additional loops in the current water system to provide a reinforced water supply.
- Strategy: Perform a water rate study.
- Project: Build an addition to the existing shop.
- Project: Install a stockpile pit with poured concrete walls.
- Project: Enclose the rear of the building.
- Strategy: Purchase in-truck computer GIS mapping systems.
- Strategy: Automate all water and gas meters in the commercial book.

Objective: Improve Existing Sewer Lines and Service throughout the City

Projects and Strategies:

- Strategy: Video sewer mains to attempt to locate more infiltration areas for repair.
- Strategy: Upgrade sewer lift stations throughout the city.

Additional Recommendation: For new sewer lines Jacksonville could use high density Polyethylene pipe (HDPE). High density Polyethylene pipe line provides significant benefits to the community. Unlike conventional cast iron piping, which is highly susceptible to corrosion, abrasion, and rusting over time, particularly along joints and fittings, HDPE is highly resistant to corrosion, abrasion, and rust. HDPE also maintains structural strength better than cast iron under external pressures which may otherwise cause the pipe to crack or fracture. These characteristics of HDPE piping attribute to lower maintenance, substantially reducing the likelihood of water leaks and breaks. Also, the smoothness of the inner and outer pipe walls significantly lowers buildup of scum and sedimentation, creating better flow performance throughout the system. Furthermore, HDPE is cheaper and easier to install than other types of piping, such as cast iron, GRP, and PVC, because it is highly flexible and more easily bends around obstructive objects as needed, thus reducing the necessity for joints and fittings.

Although HDPE piping was first introduced in the 1950s, the option is growing in popularity due to significant progress in production. Many project managers have approved HDPE as the perfect alternative because of its strength, durability, and easy installation. The estimated design life of HDPE pipe is 75 to 100 years, which is a somewhat substantially longer lifespan than that of cast iron at 60 to 80 years.

Objective: Improve Existing Gas Lines and Service

Projects and Strategies:

- Strategy: Add a secondary gas feed to be connected to the city’s current feed in case of pipeline disruption.
- Strategy: Continue Cast iron gas main replacement.
- Strategy: Add additional SCADA (Supervisory Control and Data Acquisition) monitoring devices in the gas system to monitor inlet and outlet pressures more closely.

Transportation

In order to promote and enhance transportation, Jacksonville needs to provide basic maintenance of existing streets and highways as well as sustaining effective access between roadways and properties. The city should make plans for future roadway development and accompanying access, and properly accommodate opportunities for alternative modes of transportation such as bicycling, hiking, and transit.

Section 1: Existing Roadway Improvements

Goal: Promote and Enhance Transportation by Properly Maintaining Existing Roadways and Access and Continuing Effective Planning for Expansion, and Accommodating Alternative Modes of Transportation

Objective: Improve Existing Street Conditions in Accordance with The Calhoun County Metropolitan Planning Organization (MPO) Designated Roadway Improvement Activities.

MPO Designated Roadway Improvement Projects:

- Project: AL Hwy. 21/Pelham Rd.—Signal Upgrade Timing at intersections.
- Project: Resurface Church Ave. (11th Str. NE to George Douthit Dr.)
- Project: Resurface Mountain Str. NE (AL Hwy. 21 to 8th Ave. NE)

Notation: In 2012 the city received financial assistance for signal upgrades, at 10 major intersections along AL Hwy. 21, through the Alabama Transportation Rehabilitation and Improvement Program (ATRIP) as a part of the 2012 ATRIP Initiative which accesses federal bonds for road and bridge projects in immediate need. For complete project listings and locations see Chapter VI: Transportation.

Additional Recommendation: Concerning road repaving, Jacksonville could use a new and innovative road paving technique called Full-Depth Reclamation (FDR), in which existing worn out asphalt is recycled back into base material along with Portland Cement to create a new roadway base. With FDR, there is no need for hauling in new aggregate or hauling out old material for disposal, thus greatly reducing transportation and disposal work and enhancing cost effectiveness. This cost effectiveness leads to the ability to create a greater area of dependable and stable roadbed for the same amount of money as traditional asphalt patching. As an additional incentive, the recycled base produced is stronger, more uniform, and more moisture resistant than the original base, resulting in a longer and lower maintenance life cycle than traditional patch and overlay. FDR with cement, as the project proposes, adds approximately 5 more years to the roads life cycle than would traditional asphalt patching. The FDR technique is typically the best option for all road repaving projects in which more than 20% of the base and subgrade below the pavement are seriously damaged and cannot be rehabilitated with simple asphalt overlay.

Although the FDR technique may appear to be the best option all around for road repaving, only roads which exhibit one or more of the following characteristics should be considered candidates:

- The pavement is seriously damaged and cannot be rehabilitated with simple repaving.
- Existing pavement distress indicates the problem is likely in the base or subgrade.
- The existing pavement requires patching in excess of 20%.
- The pavement structure is inadequate for current or future traffic.

For more information on full-depth reclamation contact: www.strongroads.info

Section 2: Alternative Forms of Transportation

Goal: Promote and Enhance Transportation by Accommodating Alternative Forms of Transportation such as Bicycling, Walking, and Transit

Objective: Improve and Enhance Bicycle and Pedestrian Routes in Accordance with the 2012 Calhoun County Metropolitan Planning Organization (MPO) Bicycle and Pedestrian Plan.

MPO Designated Bicycle and Pedestrian Route Improvement Activities:

- Project: Sidewalk construction on south side of George Douthit Drive, SW from Jacksonville High School to Wal-Mart.

- Project: Sidewalk construction on north side of Greenleaf Street, SW from Alexandria Rd., SW to Winn-Dixie.
- Project: Finley Street connector with pedestrian/bicycle bridge behind Winn-Dixie.
- Project: Sidewalk construction on west side of AL Hwy. 21 (AL Hwy. 204 to Brewer Hall)
- Project: Sidewalk construction on south side of AL Hwy. 204 (Park Ave., NW to AL Hwy. 21)
- Project: Crosswalk construction and improvements (AL Hwy. 21 and AL Hwy. 204 intersection)
- Project: Crosswalk construction and improvements (AL Hwy. 21 and James Street, SE)
- Project: Crosswalk construction and improvements (AL Hwy. 21 and Mountain Street)
- Project: Replace/Upgrade Pedestrian Crossing Signs in Jacksonville Square.
- Project: JSU pedestrian bridge crossing west and east side of AL Hwy. 21.

Additional Projects and Strategies:

- Project: Add Vann Street stop and Senior Center stop to Gamecock Express Route.
- Project: Establish neighborhood connection paths to Quail Run SW, Carson Ln SW, and Pointer Dr. SW
- Project: Extend Creekside Trail from Coffee Str. SW to Greenleaf Str.
- Project: Extend Creekside Trail from Coffee Str. SE to Square (Build bridge across creek to make connection).
- Project: Establish pedestrian loop from City Park along creek to Greenleaf Str. SE across AL Hwy. 21 and across Church Str. at Gardner Dr. SE to Vann Str. SE sidewalk.

Objective: Improve Traffic Flow along AL Hwy. 21 through the City

Projects and Strategies:

- Strategy: In order to properly manage traffic growth along AL Hwy. 21, particularly in the central and southern section of the city, the city needs to develop plans and projects to effectively and safely increase traffic flow while maintaining adequate traffic access to properties.

Importance: Jacksonville reported significantly high traffic volumes near the city center, between Greenleaf Street and Whites Gap Road with a 2011 traffic count of 42,130 AADT, which exceeded maximum capacity considerably, showing LOS F (Forced Breakdown). Also the most significant increase in traffic along AL Hwy. 21, from 2003 to 2011, occurred in the south-central section, north of Parris Street, with an AADT increase from 22,920 to 30,288, a percent increase of 32%, and change in LOS from C (Stable flow) to D (High Density). Traffic projections indicate that this section of roadway will reach maximum capacity in 2019.

Additional Recommendations: Jacksonville could work with ALDOT to coordinate access management in conjunction with plans to widen priority sections of AL Hwy. 21 near the downtown and in the southern portion of the city where traffic volumes pose a significant concern. The city should also consider options and make plans to reconfigure the Public Square in order to make it safer and more pedestrian friendly.

Environment

In order to promote and enhance the natural environment, Jacksonville should identify unique natural areas sensitive to development pressures and preserve these areas in accordance with species needs.

Environmental Preservation

Goal: Promote and Enhance Environmental Preservation by Sustaining Unique Natural Environments

Objective: Protect and Preserve Wildlife Habitats

Projects and Strategies:

- Strategy: Protect and Preserve Spotted and Marbled Salamander Habitat in Henry Farm Park.

Importance: Henry Farm Park, located in the southern section of Jacksonville, provides a unique site which sustains large spotted and marbled salamander populations. In the park's spring-fed pond, near the walking bridge, over 1,100 spotted salamander egg masses have been identified. This is a significant population because elsewhere in Alabama a maximum of only approximately 200 egg masses exist in one place. Since the salamanders often return to their birthplace, along the same route each year, the pond and the surrounding area should be preserved in its natural state in order to protect these species. The spotted salamander is very sensitive to changes in their ecology and rising water acidity could substantially reduce populations. No clear-cutting of trees or disturbing the pond in any way should be allowed, including not spraying for mosquitos directly over the pond or placing insecticides in the pond. The park provides the opportunity for wildlife research and nature educational programs of the spotted and marbled salamander much like the *Salamander March* in Homewood, Alabama.

Land Use and Zoning

In order to promote and enhance planning and zoning, Jacksonville must utilize the appropriate city departments and local groups to identify existing residential, commercial, and industrial areas with substantial maintenance needs and make plans to provide the appropriate maintenance. The city must also utilize the appropriate departments and groups to determine growth policies, recognize associated opportunities, and direct new development on a course beneficial to the city as a whole.

Land Use Planning and Preservation

Goal: Promote and Enhance Planning and Zoning by Utilizing City Departments and Local Groups to Identify and Meet Land Use and Zoning Needs and Establish Policies and Plans to Benefit the Community

Objective 1: Promote and Enhance Residential Land Use and Development

Projects and Strategies:

- Strategy: Designate land for residential development on the Future Land Use Plan Map in the Comprehensive Plan and plan city growth accordingly.

Objective 2: Promote and Enhance Commercial Land Use and Development

Projects and Strategies:

- Strategy: Designate land for commercial development on the Future Land Use Plan Map in the Comprehensive Plan and plan city growth accordingly.
- Strategy: Establish Overlay District along Mountain Street, NW.

Objective 3: Promote and Enhance Industrial Land Use and Development

Projects and Strategies:

- Strategy: Designate land for industrial use on the Future Land Use Plan Map in the Comprehensive Plan and plan city growth accordingly.

Objective 4: Promote and Enhance Land Use for Parks and Recreation

Projects and Strategies:

- Strategy: Designate land for parks and recreation on the Future Land Use Map in the Comprehensive Plan and plan city growth accordingly.
- Strategy: Plan city growth in accordance with the goals, objectives, and strategies for bicycle and pedestrian routes in the Comprehensive Plan and updates to the city's Bicycle and Pedestrian Plan.

Objective 5: Promote and Enhance Agricultural Land Use and Development

Projects and Strategies:

- Strategy: Designate land for agricultural use on the Future Land Use Map in the Comprehensive Plan and plan city growth accordingly.
- Strategy: Establish Agricultural District regulations in the city's Zoning Ordinance and designate Agricultural Zoning Districts in the city.

Objective 6: Promote and Enhance Mixed-Use Development.

Importance: Jacksonville uses approximately 233 acres (4% of the total land use) within the city limits for agricultural purposes, however, there are no agricultural zoning regulations in the city's Zoning Ordinance or designated Agricultural Zoning Districts within the city. Should Jacksonville plan on maintaining and expanding agricultural land use within the city limits the city should consider updating the Zoning Ordinance with Agricultural Provisions and making Agricultural Districts available on the Zoning Map.

CHAPTER XI: IMPLEMENTATION & EVALUATION

In the previous chapter, goals, objectives, strategies, and projects have been presented and described for planning guidance and consideration in forming public policy and plans for the next 10 years. Goals, objectives, strategies, and projects originate from good planning principles and practices, however, attributable to the community's limited resources and time constraints, not every single goal and objective, along with their respective projects and strategies will be implemented and realized. Therefore, implementation, as this chapter presents, strives to identify and select projects and strategies from the goals and objectives which are most important to the city and which the city plans to effectively implement. The tables in this chapter list the projects and strategies that the city plans to implement along with timeframes within which the city plans to conduct and complete each project/strategy. These timeframes are as follows: Immediate, Short-term, Mid-term, Long-term, and Future Consideration. The tables also show the years each timeframe encompasses and prioritization. Some projects/strategies may incorporate multiple timeframes through which they will be conducted and finalized, for example Jacksonville utilities plans to keep replacing cast iron gas mains and conduct sewer main infiltration from 2016 through 2022.

The purpose of this chapter is to identify some of the optional strategies and resources at the disposal of local governments to implement the general recommendations of this plan. The proposed implementation schedules are intended to serve as a general organizational strategy for plan implementation. Although specific timeframes are identified for each recommended action, actual implementation may occur under different time frames and under varying methodologies, as may be dictated by financial constraints or competing needs and priorities. This chapter also provides action plans/evaluation tables to assist city administration in tracking project progress toward completion on a yearly basis.

Successful implementation spans the work of many people often requires the cooperative action of multiple entities, some of which may have varying degrees of commitment to and responsibility for the success of the planning effort. Other common obstacles to successful plan implementation include funding constraints, insufficient access to needed technical support and resources, and conflicting interpretations of problems and needs. All of these impediments, to some degree, are relevant to comprehensive planning implementation.

This comprehensive plan acknowledges that the City of Jacksonville has limited resources and competing planning priorities. However, city administration has sufficient technical expertise and capacity to react quickly to the complex issues affecting the city. This plan also recognizes that the city must depend upon the cooperation of other independent boards and agencies to implement those aspects of the plan that the city cannot directly control. Jacksonville must respond to a wide range of changing needs, all of which must be considered when determining priorities for local action. It is difficult to foresee the critical issues that will arise tomorrow, but the comprehensive plan is useful in guiding and directing policy toward a more sustainable community. The city must retain the ability to establish its own priorities in any given year to satisfy its own needs. As a result, full implementation of this plan will not happen quickly and may take longer to achieve than initially expected.

City Administration

The City of Jacksonville has a Mayor and full-time support staff to handle the city's daily administrative needs. The administrative staff can use the comprehensive plan as a general guide for coordinating expansion of the city's public facilities and services to address future growth needs. However, it must be recognized that, due to the city's relatively small size and lack of large, stable sources of revenue, the administrative staff's capacity to fully monitor and implement the plan is somewhat constrained. Support and assistance from every level of city government will be needed to ensure that the policies and programs recommended by this plan are fully implemented. The city can also seek assistance from support agencies—such as the Alabama Department of Economic and Community Affairs, the East Alabama Regional Planning and Development Commission, and USDA Rural Development—for technical assistance in implementing the goals and objectives of the plan.

Codes and Ordinances

Basic local development codes include zoning ordinances, subdivision regulations, and building codes. These codes and regulations help local governments manage growth and development and are important local tools to support plan implementation efforts. Local governments can and do adopt other special ordinances to address specific community needs, but such ordinances may require special legislation to implement. This section discusses in detail those development codes that municipalities are authorized to adopt and implement under existing state law.

Zoning

Zoning ordinances are adopted by local governments to control the location, intensity, and character of land uses in the community. They also help communities prevent conflicts between neighboring property owners resulting from land development activities, and they help protect the public from any excessive environmental impacts that may result from private development activities. Local governments derive their zoning powers from the state through the Code of Alabama (Title 11, Chapter 52, Article 4). The primary purpose of local zoning ordinances is to promote public health, safety, and general welfare by fostering coordinated land development in accordance with the comprehensive plan. Adopting a zoning ordinance is an effective means of implementing land use and development recommendations contained in the comprehensive plan. Generally speaking, zoning ordinances adopted by local governments must be prepared in accordance with a comprehensive plan, as required under Title 11, Chapter 52, Section 72 of the Code of Alabama, 1975.

Subdivision Regulations

While zoning ordinances control the nature and intensity of land uses, subdivision regulations govern the manner by which land is divided in preparation for development. Subdivision regulations contain standards for subdivision design, lot layout, and the placement and construction of public facilities within subdivisions. Although most subdivisions in small communities are residential in nature, the regulations should be developed to also address commercial or industrial subdivisions.

Municipal governments in Alabama are authorized to adopt and enforce subdivision regulations under Title 11, Chapter 52, Section 31 of the Code of Alabama, 1975. The Code further authorizes cities to enforce their local subdivision regulations within a planning jurisdiction in the surrounding unincorporated areas, up to five miles beyond the city limits. In the East Alabama region, many municipalities exercising their extraterritorial subdivision powers do so only within their police jurisdiction boundaries, which may be either 1.5 or 3 miles from the city limits.

Building Codes

Local building codes establish basic minimum construction standards for buildings, including homes and commercial and industrial buildings. The purpose of a building code is to ensure quality development and protect public safety. By adopting building codes, local governments can require developers and contractors to secure building permits before undertaking construction activities. Applicants for building permits also can be required to provide evidence that they have received County Health Department approval for on-site septic systems, thereby providing an effective mechanism to ensure compliance with local health regulations. Cities and counties in Alabama are authorized, under Title 41, Chapter 9, Section 166 of the Code of Alabama, 1975, to adopt minimum building standards that have been adopted by the Alabama Building Commission.

Partnerships, Financing, and other Resources

Financial constraints and planning assistance can be some of the greatest obstacles to plan implementation in smaller communities. Many communities must wait for funding to become available in its entirety before a plan or project can be implemented and have no expertise or guidance in planning. Jacksonville must actively continue its efforts to secure outside financial support and assistance for plan implementation in order to meet its goals and objectives to prepare for growth and development and to promote its community vision for the future. A number of financial assistance and partnership sources exist to help small communities in terms of planning and development. The most significant sources are listed as follows:

- 1. Alabama Department of Economic and Community Affairs (ADECA):** The Alabama Department of Economic and Community Affairs was created in 1983 by the Alabama Legislature as an arm of the Governor's Office, created to streamline and professionalize the management of a number of federally funded programs administered by the state. Consolidating numerous agencies into a single department considerably reduced administrative costs and ensured more effective and efficient implementation and enforcement of federal requirements for monitoring, reporting, and auditing. ADECA is composed of seven divisions and various support sections constituting—1) Communications and Information, 2) Community and Economic Development, 3) Energy, 4) Law Enforcement and Traffic Safety, 5) Office of Water Resources, 6) Surplus Property, and 7) Support Sections. One of the most widely used ADECA divisions, by communities, is Community and Economic Development. The Community and Economic Development Division provides the following program areas:
 - Community Development Programs—probably the most well-known program is the Community Development Block Grant Program (CDBG) which provides funding to improve communities in various areas through the following funds:

- Competitive Fund—which provides funding for projects such as water and sewer line rehabilitation and extension, housing rehabilitation, neighborhood and downtown revitalization, street and drainage improvements.
- Community Enhancement Fund—which provides funding assistance for fire protection, senior citizen centers, community centers, Boys & Girls clubs, and recreational facilities.
- Planning Fund—provides funding to eligible communities to conduct planning activities to promote orderly growth, regional development, and revitalization efforts.
- Economic Development Fund—provides funding to all eligible communities for projects that support the creation and retention of jobs.

Note: Communities seeking funding assistance through the CDBG Program should demonstrate 51% low to moderate income (LMI) in the community for planning grants and 51% LMI for project areas pertaining to proposed projects.

- Community Service Block Grants—assists low-income Alabama residents in gaining employment, education, and many other skills.
- Appalachian Regional Commission (ARC)—seeks to fund projects and programs to create new jobs, spur economic development, build roads and infrastructure, advance education and promote wellness in central and north Alabama.
- Community Stabilization Program—established to provide funding assistance with the purpose of stabilizing communities that have suffered from foreclosures and abandonment.
- Disaster Recovery—funds which may be allocated after federally declared disasters and used for activities such as replacement or repair of infrastructure and housing damage resulting from the declared disaster.
- Alabama Enterprise Zones—provides tax incentives to corporations, partnerships, and proprietorships that locate or expand within designated Enterprise Zones.
- Recreational Trails Program (RTP)—provides funding assistance to federal agencies, states, local governments and nonprofit organizations for the development and improvement of recreational trails.
- Alabama Advantage—provides information for people looking to relocate or retire in Alabama.
- Emergency Shelter Grant Program—grant funding is used to upgrade existing homeless facilities and domestic abuse shelters.
- Land & Water Conservation Fund (LWCF)—administers grants funding walking and exercise trails, playgrounds, tennis and basketball courts, soccer fields, baseball and softball diamonds, and other outdoor areas that improve communities.
- Delta Regional Authority (DRA)—strives to improve many aspects of communities in 20 Alabama counties of the Delta Region area of the state.

Contact Information: Phone (334) 242-5099 Website: www.adeca.government.gov

2. **Connecting ALABAMA:** Connecting ALABAMA is a multi-year initiative promoting the availability and adoption of broadband Internet access throughout the state. The initiative seeks to identify and leverage all available funding sources for both demand and supply side programs. Demand-side initiatives are designed to advance healthcare, education, agriculture, and other economic development opportunities and may require non-traditional funding, while supply-side initiatives for infrastructure development and service delivery in rural areas may require non-commercial sources of funding such as government and foundation grants. The Connecting

ALABAMA website at: www.connectingalabama.gov contains a link to the Federal Funding Manual which serves as a guide to federal programs useful to communities seeking federal funds to deploy, use, or benefit from telecommunications networks and technologies. Other grant opportunities for the advancement and financing of telecommunication infrastructure and technology include:

- USDA’s Rural Utilities Service—which provides programs to finance rural America’s telecommunications infrastructure.
- The Distance Learning and Telemedicine Program (DLT)—which utilizes loans and grants and loan/grant combinations to meet educational and health care needs in rural areas throughout the country.
- The Community Connect Grant Program—offers financial assistance to eligible applicants to install and expand broadband in unserved areas with the goals of enhancing public safety services and fostering economic growth.

Contact Information: Email info@ConnectingALABAMA.gov

Website: www.connectingalabama.gov

- 3. Alabama Power Company Economic and Community Development:** Alabama Power provides reliable electricity supply, at competitive prices, to approximately 1.4 million homes, businesses, and industries in the southern two-thirds of Alabama. The Alabama Power Company, through their department of Economic and Community Development provides services for economic development in the following areas 1) Building and Site Evaluation, 2) Labor Force Analysis, 3) Electrical Services, 4) Transportation/Logistics Analysis, and 5) Alabama Tax and Incentive Analysis. The department also offers services in community development through the following programs: 1) Advantage Site Program, 2) Industrial Site Development Program (ISDP), 3) Speculative Building Program, and 4) ACE (Alabama Communities of Excellence) Program, which uses strategic community planning in forming goals and plans for the community’s future.

Contact Information: Phone 1-800-718-2726 Website: www.amazingalabama.com

- 4. The Economic Development Administration (EDA):** EDA, established under the Public Works and Economic Development Act of 1965, was formed to help communities generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas of the United States. In continuing its mission, EDA operates on the principal that distressed communities must be empowered to develop and implement their own economic development strategies. The communities in the East Alabama Region are recognized by EDA as part of an Economic Development District, which enables them to receive EDA grant funding for infrastructure improvements, which support projects used to create new local jobs. Investment programs provided by EDA include the following: Public Works and Economic Development Program, Economic Adjustment Assistance Program, Research and National Technical Assistance, Local Technical Assistance, Planning Program, University Center Economic Development Program, Trade Adjustment Assistance for Firms Program.

- 5. The East Alabama Regional Planning and Development Commission (EARPDC):** EARPDC offers revolving loan funds to provide gap financing for local businesses. The Commission provides matching funds to member governments that use the commission’s services for planning projects, such as the preparation of comprehensive plans, strategic plans, land use plans, housing studies, zoning ordinances, and subdivision regulations as well as mapping services. The Commission also offers grant writing and administration services to member governments to secure funding for a wide variety of community projects and for community planning.

- 6. The Alabama Department of Transportation (ALDOT):** ALDOT constructs new highways, offers special Transportation Enhancement Grants through the Intermodal Surface Transportation Efficiency Act, and runs a Safety Management Program.
- 7. The Alabama Historical Commission (AHC):** AHC provides special grants to restore local historic buildings and structures and assists in surveying historic properties and preparing applications for inclusion in the National Historic Register.
- 8. The Alabama Department of Environmental Management (ADEM):** ADEM helps finance public water extensions through a special low-interest loan fund and finances special water and sewer demonstration projects.
- 9. The Small Business Administration (SBA):** SBA provides technical assistance to entrepreneurs in rural areas through the local Small Business Development Centers.
- 10. The US Department of Agriculture Rural Development (USDA):** USDA offers a range of grant and loan programs to help finance housing improvement projects, economic development initiatives, infrastructure improvement projects, and city jail expansions and construction.
- 11. Local Community Action Agencies:** Action Agencies conduct a wide range of programs to assist low and moderate income households throughout the rural areas, in such areas as heating assistance, Head Start, and weatherization programs.
- 12. The local Chamber of Commerce (Chamber) and Industrial Development Authorities (IDA):** The Chamber and IDA sponsor and finance economic development efforts and initiatives within their jurisdictions.
- 13. Alabama Power, the Tennessee Valley Authority (TVA), and the Rural Electric Cooperatives (REC):** TVA and REC finance and provide technical assistance for a wide range of local economic development initiatives.
- 14. Rural Alabama Initiative (RAI):** RAI is a grant program, funded by the Alabama Cooperative Extension System and administered through the Economic and Community Development Institute (ECDI). ECDI has the mission to improve the quality of life of Alabama citizens by promoting continuing economic and community development policy and practice through communication, education, research, and community assistance. Through RAI the Institute provides a mechanism for rural communities to attain monetary assistance for community development goals. The main goal of RAI is to assist communities that seek economic prosperity and a better quality of life.
- 15. The Environmental Protection Agency (EPA):** EPA offers grant and technical assistance to small communities through a variety of environmental preservation, protection, and education programs, fellowships, and research associateships. Grant programs administered under EPA include: The Brownfields Grant Program, Environmental Education Grants Program, Environmental Information Exchange Network Grant Program, Environmental Justice Grants Program, Environmental Justice

through Pollution Prevention Program, National Center for Environmental Research, Pollution Prevention Incentives for States, Water Grants, and Watershed Funding.

16. Federal Emergency Management Agency (FEMA): FEMA provides grants and technical assistance to small communities through a variety of emergency management, prevention, and education programs. Grant programs administered under FEMA include: The Buffer Zone Protection Program, Emergency Management Performance Grant, Homeland Security Grant Program, Intercity Bus Security Grant Program, Operation Stonegarden, Port Security Grant Program, Regional Catastrophic Preparedness Grant Program, Transit Security Grant Program, Trucking Security Grant Program, Urban Areas Security Initiative (UASI) Non-profit Security Grant Program.

17. Alabama Clean Water Partnership (ACWP): Alabama has more rivers, lakes, and groundwater than any other place in the country and is the richest state in the US in terms of water. Approximately 10% of all water in the US flows within the state's borders. The Alabama Clean Water Partnership is a statewide 501 (c) (3) non-profit organization comprised of a diverse and inclusive coalition of public-private interest groups and individuals working together to improve, protect, and preserve water resources and aquatic ecosystems in the state. The main purpose of the ACWP is to "make connections" in linking individuals, companies, organizations, and governing bodies in order to educate the public about the importance of clean water and to assist in projects to protect and preserve Alabama's water resources and aquatic ecosystems. This purpose is accomplished through efforts to improve communication and information sharing as well as appropriate coordination and collaboration. The ACWP, on the homepage of their website: www.cleanwaterpartnership.org inquires "Do you know of a stream that needs help?" this link brings up an ACWP Stream Nomination Form through which an applicant may submit a stream for consideration. Each nomination is added to a priority list that will assist in directing attention and resources to Alabama watersheds. The ACWP also provides the services of one statewide coordinator and facilitators for each of the ten river basins in the state. Each facilitator coordinates basin meetings and projects in their respective basins while the coordinator supports the facilitators and transfers information between the basins. For more information contact the website or phone: (205)266-6285.

18. The US Census Bureau: The Census provides substantial statistical information and to communities, counties, states, and the nation at large. The most significant and widely used data tools provided by the Census Bureau is the Decennial Census—which provides 100% count information and is updated every 10 years—and the American Community Survey which provides estimate information and is updated every year for all municipalities with a one year survey period for each municipality with population over 65 K in population, a 3 year period for municipalities with between 20 K and 65 K and a 5 year period for all cities and towns in the nation. Another significant tool offered by the Census is the Census Business Builder: Small Business Edition. The Builder is an interactive tool which allows small business owners a way to easily navigate and use key demographic and economic data to help guide research into opening a new business or expand their existing. Key features of the Census Business Builder include:

- Easy to use menus to select the owners type of business and potential business location
- An interactive map that allows selection of the area to explore for business opportunities, including comparisons to neighboring areas.
- Dynamically generated business county and city-level reports (including trend charts) that can be easily incorporated into a business plan and used for further research.

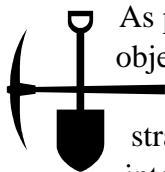
Contact information: Website www.census.gov

19. Alabama League of Municipalities (ALM): ALM assists municipalities in Alabama in funding local projects and purchases. This organization has established the AM Fund, administered by the Alabama Municipal Funding Corporation, to provide low-cost, tax-exempt financing to Alabama communities. Municipalities borrow from the AM Fund at a low tax-exempt interest rate to fund almost any municipal project and equipment purchase. Goals determined through the administration of AM Fund incorporate the following:

- Share issuance costs that reduce individual borrower’s costs
- Participate in bond issues of sufficient size to enable the borrowers to achieve attractive interest rates
- Minimize staff time by using straightforward loan documentation

Jacksonville should continue to explore project-financing opportunities with all of these entities when undertaking projects to implement this comprehensive plan. The city should also consider developing public-private partnerships. Of course, outside financing usually will not cover all of the costs associated with a project. The city must be prepared to provide local matching funds, where needed to leverage outside grants, to cost share with private partnerships, and to undertake projects that cannot be funded by outside sources.

Implementation Schedules



As previously mentioned, due to limited resources and time constraints, not all the goals, objectives, strategies, and projects outlined in this plan shall be realized. Therefore, the city must effectively identify and prioritize the most important, impactful, and feasible projects and strategies in Chapter X: Goals and Objectives and then incorporate such projects and strategies into an implementation plan. One way to form an implementation plan is to create an implementation schedule. The implementation schedule lists strategies and projects to be undertaken as Immediate (1-2 years), Short-term (3-5 years), Mid-term (6-9 years), Long-term (10 to 20 years), and Future Consideration (over 20 years). The schedule formulates a specified timeframe within which each project and strategy should be undertaken, establish which local entity is responsible for carrying out the activity, and identify potential partners and funding resources (PP & FS) in implementing respective strategies and projects. The implementation schedule should also prioritize projects in order to efficiently and effectively channel efforts and resources into the currently most important projects and conserve resources for projects which might not be important at present but could be in the future. The method of prioritizing projects in this plan was to distribute a prioritization survey to the city’s planning commission and city council. The survey listed all projects and asked responders to check priority for each project. In the implementation tables, project prioritization is based on stars received and described as follows:

- Critical Priority—4 stars
- High Priority—3 stars
- Middle Priority—2 stars
- Low Priority—1 star
- No Priority or Don’t Know—No stars

Implementation Schedule I-3. Street Transportation Improvements, 2016

	Task	Assigned To	PP & FS	Priority	Start	End	Dur	%	Year				
									2016	2017	2018	2019	
	Street Transportation Improvements			Rate w/ stars	1/1/16	12/31/18	765						
1	AL Hwy. 21 signal upgrade timing at intersections from G. Douthit to AL Hwy. 204	ALDOT	ALDOT	★★★	1/1/17	7/1/17	127						
2	Resurface Mountain Street NE (AL Hwy. 21 to 8th Ave. NE)	City of Jacksonville	Calhoun Co. MPO	★★★	1/1/16	12/31/17	504						
3	Resurface Church Ave. (11th St. NE to George Douthit Dr. SW)	City of Jacksonville	Calhoun Co. MPO	★★★	1/1/17	12/31/18	513						

Implementation Schedule I-4. Parks and Recreation, 2016

	Task	Assigned To	PP & FS	Priority	Start	End	Dur	%	Year														
									2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029		
	Parks and Recreation			Rate w/ stars	1/1/17	12/31/28	3122																
1	Upgrade depot grounds with beautification plantings on west side of Chief Ladiga Trail	Parks and Recreation		★	1/1/17	12/31/19	774																
2	Build and install playground equipment in childrens' playground area at Community Center, City Park, and Eastwood Pocket Park	Parks and Recreation		★★	2/11/19	2/10/25	1566																
3	Cleanup invasive vegetation under tree canopy at corner of creek and A Street, SW	Parks and Recreation		★	1/1/20	12/31/22	783																
4	Plant wildflower garden at junction of Chief Ladiga Trail and creek near spur	Parks and Recreation		★	1/1/18	1/1/21	785																
5	Plant a flower garden at entrance of Creekside Trail at Alexandria Rd.	Parks and Recreation		★	1/1/23	12/31/25	783																
6	Build a stage at the bottom of skate park hill	Parks and Recreation			1/1/26	12/31/28	782																
7	Build a duck pond near creek	Parks and Recreation			1/1/26	12/31/28	782																
8	Build additional meeting rooms in Community Center	Parks and Recreation		★	1/1/26	12/31/28	782																
9	Build a Splash Pad water feature at Community Center	Parks and Recreation		★★	1/1/18	1/1/20	523																
10	Build a Youth Sports Complex	Parks and Recreation		★★	1/1/20	12/31/22	783																
11	Develop a tree planting plan for parks and the Chief Ladiga Trail edges	Parks and Recreation		★	1/1/20	12/31/22	783																
12	Build Tennis Courts (at least 6)	Parks and Recreation		★	1/1/26	12/31/28	782																

Implementation Schedule I-5. Bicycle and Pedestrian Trails, 2016

	Task	Assigned To	PP & FS	Priority	Start	End	Dur	%										
									2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
	Bicycle and Pedestrian Trails			Rate w/ stars	1/1/17	12/31/28	3122											
1	Add Vann Street stop and Senior Center stop to Gamecock Express Route	Parks and Recreation	Calhoun Co. MPO	★	1/1/17	12/31/19	774	☒										
2	Complete second story depot rehab	Parks and Recreation	Calhoun Co. MPO	★★	1/19/17	12/26/17	237											
3	Replace faded crosswalk signs on Square	Parks and Recreation	ALDOT	★★	1/1/26	12/31/28	782	☒										
4	Build Finley Street, SW connector with pedestrian/bicycle bridge behind Winn-Dixie	Parks and Recreation	Calhoun Co. MPO	★	1/1/23	12/31/25	783											
5	Establish neighborhood connection paths to Quail Run SW, Carson Ln SW, and Pointer Dr. SW	Parks and Recreation	Calhoun Co. MPO	★★	3/10/17	1/20/19	480	☒										
6	Extend Creekside Trail from Coffee Str. to Greenleaf Str.	Parks and Recreation	Calhoun Co. MPO	★★	1/1/20	12/31/22	783											
7	Extend Creekside Trail from Coffee Str. SE to Square (Build bridge across creek to make connection)	Parks and Recreation	Calhoun Co. MPO	★★	2/8/17	1/10/19	495	☒										
8	Establish pedestrian loop from City Park along creek to Greenleaf Str. SE across Al Hwy. 21 and across Church St. at Gardner Dr. SE to Vann Str. SE sidewalk	Parks and Recreation	Calhoun Co. MPO	★	1/1/26	12/31/28	782											

Implementation Schedule I-6. Utilities, 2016

	Task	Assigned To	PP & FS	Priority	Start	End	Dur	%										
									2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
	Utilities			Rate w/ stars	1/1/16	12/31/25	2592											
1	Additional Water Source	Jacksonville Utilities Board		★★	1/1/16	12/31/17	504	☒										
2	Additional loops in the current water system to provide a reinforced water supply	Jacksonville Utilities Board		★★	1/1/17	12/31/19	774											
3	Perform a water rate study	Jacksonville Utilities Board		★★	1/1/16	12/31/17	504	☒										
4	Upgrade sewer lift stations throughout the city	Jacksonville Utilities Board		★★	1/1/23	12/31/25	783											
5	Add a secondary gas feed to be connected to the city's current feed in case of pipeline disruption	Jacksonville Utilities Board		★★★	1/1/17	12/31/19	774	☒										
6	Add additional SCADA monitoring devices in the gas system regulator station to monitor inlet and outlet pressures more closely	Jacksonville Utilities Board		★★	1/1/16	1/1/17	252											
7	Cast iron gas main replacement (Currently in Progress)	Jacksonville Utilities Board		★★★	1/1/16	12/31/22	1809	☒										
8	Video sewer mains to attempt to locate more infiltration areas for repair	Jacksonville Utilities Board		★★★	1/1/16	12/31/22	1809											

Implementation Schedule I-7. Miscellaneous (City Administration, Public Safety, Land Use/Zoning, Senior Center), 2016

	Task	Assigned To	PP & FS	Priority	Start	End	Dur	%							
									2016	2017	2018	2019	2020	2021	2022
	Main Topic			Rate w/ stars	1/1/16	12/30/22	1809								
1	City Administration				1/1/16	1/1/17	252								
1.1	Fire-station Re-alignment	City of Jacksonville		★★	1/1/16	12/31/16	252								
1.2	Build Public Safety Complex (Currently in Progress)	City of Jacksonville			1/1/16	12/30/16	252								
1.3	Build Fire Station Training Facility	City of Jacksonville		★	1/1/16	1/1/17	252								
2	Land Use and Zoning				1/1/17	12/31/19	774								
2.1	Establish Overlay District along Mountain Street, NW	City of Jacksonville		★★	1/1/17	12/31/19	774								
3	Senior Center				10/1/16	12/5/19	818								
3.1	Purchase a vehicle for transporting home-bound meals	City of Jacksonville		★	1/1/18	12/5/19	504								
3.2	Purchase a bus for senior transportation service	City of Jacksonville			10/1/16	1/1/17	62								
4	Education				1/1/20	12/30/22	783								
4.1	Make renovations and energy efficiency upgrades for Eastwood School	JSU			1/1/20	12/30/22	783								

Action Plan and Evaluation Tables



For every project and strategy the city administers, an action plan and evaluation process should be established to track the tasks needed for completion. Similar to the implementation schedules, action plan evaluation tables have been provided to assist city administration in keeping track of respective strategies and project status throughout their implementation, however, instead of organizing the tables into planning element categories, the action plan tables show which projects should be started on beginning with all the projects scheduled to start in 2016, and in each subsequent year, ending with projects beginning in 2027. Years 2022 and 2025 are not listed because the city does not have any projects scheduled to begin in those years.

The action plan tables have also been combined with evaluation. For the evaluation process, city administration may mark where each project stands toward completion in their respective status column. The following Action Plan/Evaluation Tables (Tables AP-1 to AP-10) may be utilized for such purpose. Project status has been identified in three categories which are listed and described as follows:

- ✓ Inactive—projects/strategies which are planned for but have not yet been initiated.
- ✓ Administration—projects/strategies which have been initiated by administration.
- ✓ Complete—projects/strategies which are complete, approved, and administration closed out.

Table AP-1. 2016 Action Plan and Evaluation (Timeframe 2016 to 2022)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year						
										2016	2017	2018	2019	2020	2021	2022
	2016 Action Plan and Evaluation					1/1/16	12/31/22	1809								
1	Resurface Mountain Street NE (AL Hwy. 21 to 8th Ave. NE)	High				1/1/16	12/31/17	504	X							
2	Video sewer mains to attempt to locate more infiltration areas for repair	High				1/1/16	12/31/22	1809								
3	Cast iron gas main replacement (Currently in Progress)	High				1/1/16	12/31/22	1809	X							
4	Fire-station Re-alignment	Middle				1/1/16	12/31/16	252								
5	Build a Fire Station Training Facility	Middle				1/1/16	1/1/17	252	X							
6	Add additional SCADA monitoring devices in the gas system regulator station to monitor inlet and outlet pressures more closely	Middle				1/1/16	1/1/17	252								
7	Additional Water Source	Middle				1/1/16	12/31/17	504	X							
8	Perform a water rate study	Middle				1/1/16	12/31/17	504								
9	Interior paint upstairs and downstairs of original building only (public library)	Low				1/1/16	12/31/17	504	X							
10	Build landscaping as fencing or hedges along the curb on SW near annex (public library)	None				1/1/16	12/31/17	504								
11	Purchase a bus for senior transportation service	None				10/1/16	1/1/17	62								

Table AP-2. 2017 Action Plan and Evaluation (Timeframe 2017 to 2019)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year			
										2017	2018	2019	2020
	2017 Action Plan and Evaluation					1/1/17	12/31/19	774					
1	AL Hwy. 21 signal upgrade timing at intersections from G. Douthit to AL Hwy. 2014	High				1/1/17	7/1/17	127	X				
2	Resurface Church Ave. (11th Str. NE to George Douthit Dr. SW)	High				1/1/17	7/1/17	127					
3	Upon Completion of Public Safety Complex, work to preserve and find use for Old Police Dept.	High				1/1/17	12/31/19	774	X				
4	Add a secondary gas feed to be connected to the city's current feed in case of pipeline disruption	High				1/1/17	12/31/19	774					
5	Complete second story depot rehab	Middle				1/19/17	12/26/17	237	X				
6	Establish neighborhood connection paths to Quail Run SW, Carson Ln SW, and Pointer Dr. SW	Middle				3/10/17	1/20/19	480					
7	Extend Creekside Trail from Coffee Str. SE to Square (Build bridge across creek to make connection)	Middle				2/8/17	1/10/19	495	X				
8	Establish Overlay District along Mountain Street, NW	Middle				1/1/17	12/31/19	774					
9	Additional loops in the current water system to provide a reinforced water supply	Middle				1/1/17	12/31/19	774	X				
10	Upgrade depot grounds with beautification plantings on west side of Chief Ladiga Trail	Low				1/1/17	12/31/19	774					
11	Add Vann Street stop and Senior Center stop to Gamecock Express Route	Low				1/1/17	12/31/19	774					

Table AP-3. 2018 Action Plan and Evaluation (Timeframe 2018 to 2020)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year			
										2018	2019	2020	2021
	2018 Action Plan and Evaluation												
1	Build a Splash Pad water feature at Community Center	Middle	X	X	X	1/1/18	1/1/20	523	X				
2	Plant wildflower garden at junction of Chief Ladiga Trail and creek near spur	Low				1/1/18	1/1/21	785					
3	Purchase a vehicle for transporting home-bound meals (Senior Center)	Low	X	X	X	1/1/18	12/5/19	504	X				
4	Carpet basement level (Youth depts. and processing) (public library)	None				1/1/18	12/17/20	774					

Table AP-4. 2019 Action Plan and Evaluation (Timeframe 2019 to 2024)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year					
										2019	2020	2021	2022	2023	2024
	2019 Action Plan and Evaluation														
1	Build and install playground equipment in children's playground area at Community Center, City Park, and Eastwood Park	Middle	X	X	X	2/11/19	2/10/25	1566	X						

Table AP-5. 2020 Action Plan and Evaluation (Timeframe 2020 to 2022)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year			
										2020	2021	2022	2023
	2020 Action Plan and Evaluation												
1	Build a Youth Sports Complex	Middle	X	X	X	1/1/20	12/31/22	783	X				
2	Extend Creekside Trail from Coffee Str. to Greenleaf Str.	Middle				1/1/20	12/31/22	783					
3	Cleanup invasive vegetation under tree canopy at corner of creek and A Street, SW	Low	X	X	X	1/1/20	12/31/22	783	X				
4	Develop a tree planting plan for parks and the Chief Ladiga Trail edges	Low				1/1/20	12/31/22	783					

Table AP-6. 2021 Action Plan and Evaluation (Timeframe 2021 to 2023)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%	Year			
										2021	2022	2023	2024
	2021 Action Plan and Evaluation												
1	Install security system (gates and material markers) to mitigate theft of materials: books, dvds, periodicals, etc.	Middle	X	X	X	1/1/21	1/2/23	522	X				
2	Install self-service copier and fax machine	Low				1/1/21	12/31/23	781					

Table AP-7. 2023 Action Plan and Evaluation (Timeframe 2023 to 2025)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%				
										2023	2024	2025	2026
	2023 Action Plan and Evaluation					1/1/23	12/31/25	783					
1	Upgrade sewer lift stations throughout the city	Middle				1/1/23	12/31/25	783					
2	Plant a flower garden at entrance of Creekside Trail at Alexandria Rd.	Low				1/1/23	12/31/25	783					
3	Build Finley Street, SW connector with pedestrian/bicycle bridge behind Winn-Dixie	Low				1/1/23	12/31/25	783					

Table AP-8. 2024 Action Plan and Evaluation (Timeframe 2024 to 2026)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%				
										2024	2025	2026	2027
	2024 Action Plan and Evaluation					1/1/24	12/31/26	784					
1	Create climate controls in the History Room if/when furniture and artifacts are moved to a city museum; remaining historically significant archival materials (books, family files, maps, letters) will be better preserved and extra space will allow research	Middle				1/1/24	12/31/26	784					

Table AP-9. 2026 Action Plan and Evaluation (Timeframe 2026 to 2028)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%				
										2026	2027	2028	2029
	2026 Action Plan and Evaluation					1/1/26	12/31/28	782					
1	Replace faded crosswalk signs on Square	Middle				1/1/26	12/31/28	782					
2	Establish pedestrian loop from City Park along creek to Greenleaf Str. SE across AL Hwy. 21 and across Church Str. at Gardner Dr. SE to Vann Str. SE sidewalk	Low				1/1/26	12/31/28	782					
3	Build additional meeting rooms in Community Center	Low				1/1/26	12/31/28	782					
4	Build Tennis Courts (at least 6)	Low				1/1/26	12/31/28	782					
5	Build a duck pond near creek	None				1/1/26	12/31/28	782					
6	Build a stage at the bottom of skate park hill	None				1/1/26	12/31/28	782					

Table AP-10. 2027 Action Plan and Evaluation (Timeframe 2027 to 2030)

	Project/Strategy	Priority	Inactive	Administration	Complete	Start	End	Dur	%					
										2027	2028	2029	2030	2031
	2027 Action Plan and Evaluation					1/1/27	12/31/30	1043						
1	Install new shelving upstairs and downstairs of original building	Low				1/1/27	12/31/30	1043						
2	Re-design library with permanent computer lab and media display with security cabinets	Low				1/1/27	12/31/30	1043						

Plan Adoption and Amendment

According to Title 11, Chapter 52, Section 8 of the Code of Alabama, 1975, the municipal planning commission is authorized to prepare and adopt a local comprehensive plan. The comprehensive plan can be adopted by resolution in whole or in successive chapters or elements, as provided in Title 11, Chapter 52, section 10 of the Code of Alabama, 1975. However, prior to adoption or disapproval of the plan by the planning commission, the planning commission or the city council must publish notice of and conduct a public hearing to solicit comments on the proposed plan from concerned citizens. State law does not specify the format to be used for notification or conduct of the required public hearing. However, common sense dictates that the hearing should be notified and conducted in accordance with the standard procedures used by the planning commission or city council, as may be applicable.

Once the plan has been adopted in accordance with state law, the planning commission is empowered to assume additional administrative authorities. These authorities are specified in Title 11, Chapter 52, Section 11 of the Code of Alabama, 1975. According to this statute, no street, square, public building or structure, park or other public way, ground or open space, or public utility can be constructed or authorized in the community without approval by the planning commission. The planning commission must review the proposed community facility improvement for consistency with the adopted comprehensive plan. If the planning commission determines that the proposed improvement is not consistent with the plan, it may disapprove the improvement. Such a vote can be overturned by a two-thirds majority vote of all city council members.

As this provision of Alabama law illustrates, the comprehensive plan is an important document. It serves as a legal support for local zoning authority, and it governs the expansion of public facilities and infrastructure in the community. Therefore, it is important to remember that the adoption of a comprehensive plan document is not the end of the planning process. It is merely the beginning of an ongoing dedicated planning effort. The local government must be committed to a plan monitoring, review, and implementation effort if the plan is to achieve its stated objectives (The East Alabama Regional Planning and Development Commission recommends updating the Implementation Schedules and Action Plan on a yearly basis at minimum). In addition, the entire plan should be reviewed and revised periodically in response to growth and changing conditions in the community. While Alabama law does not prescribe a revision schedule for local government comprehensive plans, communities should update the entire plan at least once every ten years to incorporate more recent data from the latest U.S. Census. New census data is needed to determine growth and population trends used by the plan. More frequent updates should be conducted if the community experiences rapid growth or change, or if the community proposes to undertake a significant public investment to stimulate future growth or change.

RESOLUTIONS

RESOLUTION R-1930-17

A RESOLUTION BY THE CITY COUNCIL OF THE CITY OF JACKSONVILLE ADOPTING THE 2016 CITY OF JACKSONVILLE COMPREHENSIVE PLAN AS AN ADVISORY POLICY DOCUMENT.

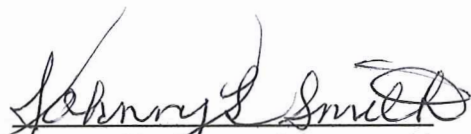
WHEREAS, Title 11, Chapter 52, Section 8 of the Code of Alabama, 1975, as amended, authorizes the Planning Commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries which, in the Planning Commission's judgment, bear relation to the planning of the municipality and, from time to time, to amend, extend or add to the plan; and

WHEREAS, the City of Jacksonville, Alabama recognizes the vulnerability of its resources, property and operation to the potential impacts of future growth and development and, therefore, desires to exercise its planning powers in accordance with Alabama law; and

WHEREAS, the Planning Commission conducted a public hearing on September 22, 2016 to solicit final public comments on the 2016 City of Jacksonville Comprehensive Plan in accordance with Title 11, Chapter 52, Section 10 of the Code of Alabama, 1975, as amended, and subsequently approved the plan and forwarded the plan to the City Council for its consideration as an advisory policy document.

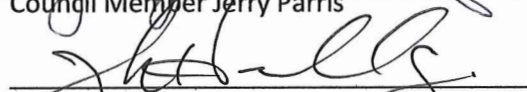
NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Jacksonville, Alabama that the 2016 City of Jacksonville Comprehensive Plan, and all maps contained therein, are hereby adopted as an advisory document to guide the City in policy formulation and implementation.

PASSED AND ADOPTED this 11th day of October, 2016


Approved by Mayor Johnny L. Smith


Council President Sandra Fox Sudduth



Council Member Jerry Parris

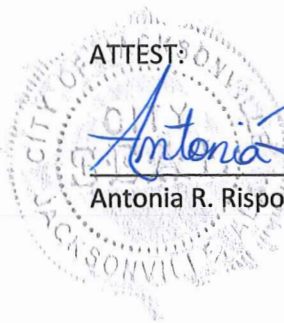

Council Member Jimmy L. Harrell, Jr.


Council Member Truman Norred

(ABSENT)

Council Member Jonathan Tompkins

ATTEST:

Antonia R. Rispoli Fanning, City Clerk



RESOLUTION OF THE PLANNING COMMISSION

**A RESOLUTION BY THE JACKSONVILLE PLANNING COMMISSION
APPROVING THE 2016 CITY OF JACKSONVILLE COMPREHENSIVE PLAN.
PROVIDING FOR AN EFFECTIVE DATE OF SAID PLAN, ACKNOWLEDGING THE
CITY COUNCIL ADOPTED THE PLAN AS AN ADVISORY POLICY DOCUMENT.**

WHEREAS, Title 11, Chapter 52, Section 8 of the Code of Alabama, 1975, as amended, authorizes the Planning Commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries which, in the Planning Commission's judgment, bear relation to the planning of the municipality and, from time to time, to amend, extend or add to the plan; and

WHEREAS, the City of Jacksonville, Alabama recognizes the vulnerability of its resources, property and operation to the potential impacts of future growth and development and, therefore, desires to exercise its planning powers in accordance with Alabama law; and

WHEREAS, the Planning Commission conducted a public hearing on September 22, 2016 to solicit final public comments on the 2016 City of Jacksonville Comprehensive Plan in accordance with Title 11, Chapter 52, Section 10 of the Code of Alabama, 1975, as amended.

NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Jacksonville, Alabama:


SECTION 1. That the 2016 City of Jacksonville Comprehensive Plan, and all maps contained therein, was approved on September 22, 2016 in accordance with the authority granted to the Planning Commission by Title 11, Chapter 52, Section 8 of the Code of Alabama, 1975, as amended.

SECTION 2. That the aforementioned plan became effective October 11, 2016 after adoption by the City Council.

SECTION 3. That an attested copy of the aforementioned plan shall be certified to the Calhoun County Probate Judge.

SECTION 4. That the Planning Commission acknowledges that the City Council, on October 11, 2016, adopted the plan as an advisory document and expresses their appreciation to the City Council for their action.

ADOPTED, this 20th day of October, 2016.



Chairman, Jacksonville Planning Commission

ATTEST:



Acting Secretary, Jacksonville Planning Commission