

East Alabama Regional Planning and Development Commission

TOWN OF JACKSON'S GAP COMPREHENSIVE PLAN

This document was prepared under the direction of the

JACKSON'S GAP PLANNING COMMISSION

AND

JACKSON'S GAP TOWN COUNCIL

by the

EAST ALABAMA REGIONAL PLANNING AND DEVELOPMENT COMMISSION

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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 Town of Jackson's Gap, Alabama. This document is to be used as a basis for policy and zoning decisions in the community through the year 2020. 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 residents and visitors both 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

The comprehensive plan is a part of an ongoing process. A great comprehensive plan is the result of a team effort, attributed to the involvement of community leaders, citizens, community stakeholders, and the planning commission. The plan must involve a mechanism through which community needs, issues, concerns, and solutions are address and thoroughly examined. In the spring of 2009, the East Alabama Regional Planning and Development Commission (EARPDC) contracted with the Town of Jackson's Gap to create a comprehensive plan in order to guide and direct land use and development in a logical manner, consistent with town goals and objectives.

To begin the planning process, an initial public hearing was called and conducted on April 28, 2009 in the Town of Jackson's Gap Town Hall. The meeting was used as an introductory planning session to inform town council, the planning commission and the general public on the nature, benefits, and processes involved in creating and using a comprehensive plan for future land use and development in the town. 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, along with statistical data, was recorded by staff and used as a foundation for the plan to build upon.

After the initial public hearing, EARPDC staff conducted a series of working sessions with the Jackson's Gap Planning Commission on a tri-monthly and bi-monthly basis in order to keep the planning commission updated on the plan's progress and for EARPDC staff to receive guidance and direction in the planning process.

Location

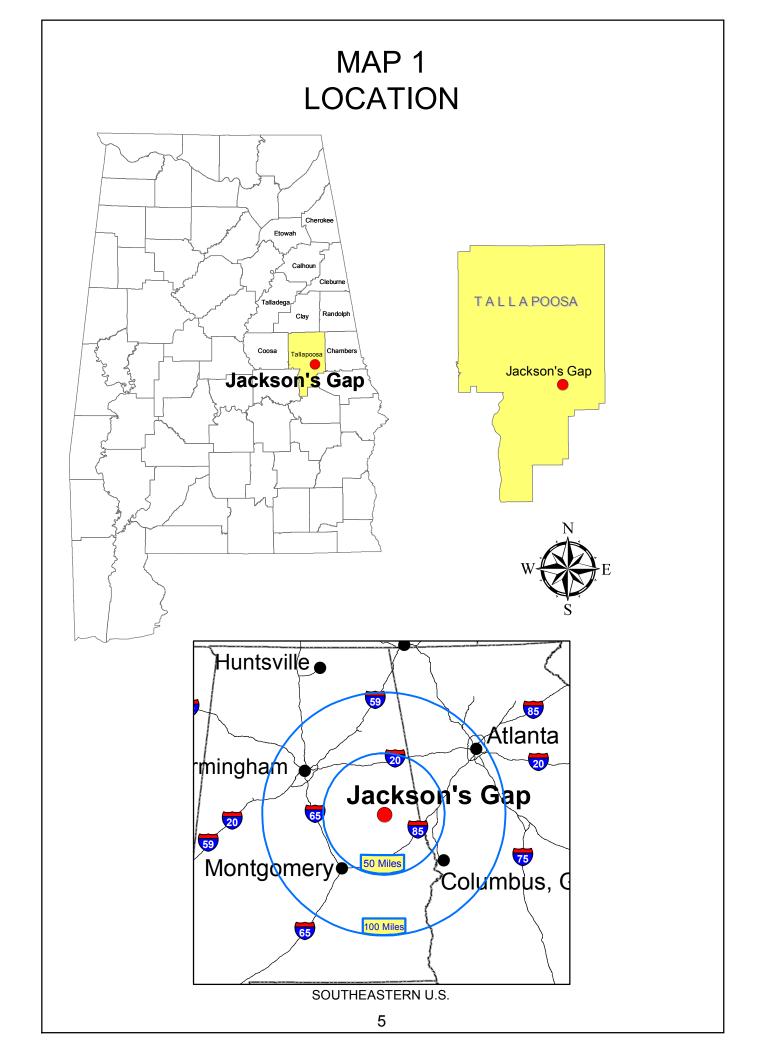
The Town of Jackson's Gap is located in the central portion of Tallapoosa County, approximately 55 miles north of Montgomery and 90 miles southeast of Birmingham. US Highway 280 connects Jackson's Gap with Auburn/ Opelika, 45 miles to the southeast and Alexander City, 10 miles to the northwest. Nearby Lake Martin, one of the south's largest and finest, is an attractive recreational amenity to the area.

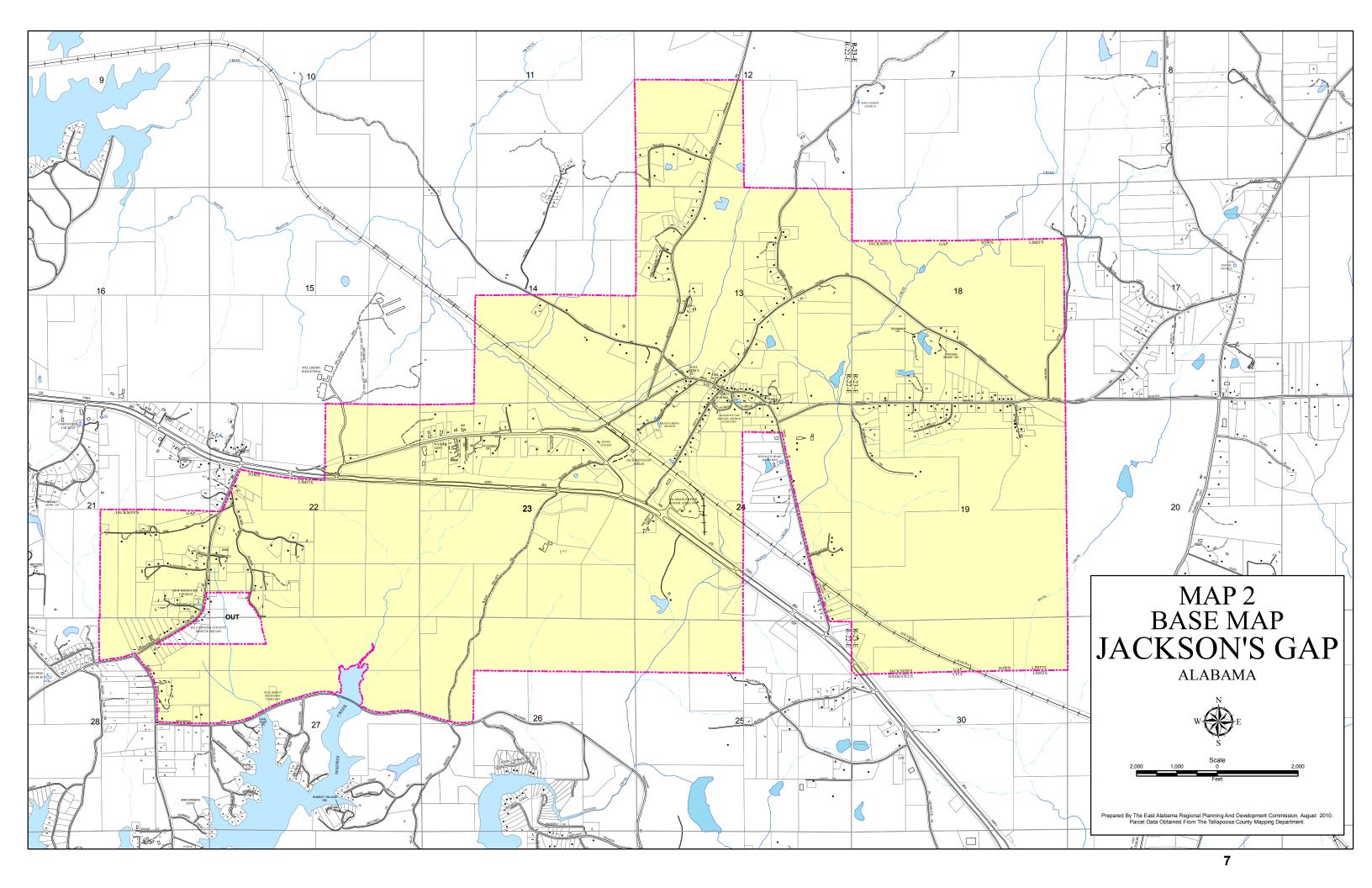
General Information

The Town of Jackson's Gap (pop. 786 US Census 2000) was incorporated and settled primarily by native Carolinas and Georgians. Historically, since 1900 Jackson's Gap has shown steadily increasing population growth, with the exception of a recent decline from 1980 to 2000. Jackson's Gap close proximity to US Highway 280 offers convenient market and distribution connections with major communities to the northwest such as Birmingham and to the southeast in Auburn and Opelika. Nearby Lake Martin, known as possibly the most beautiful lake in the south, offers 750 miles of shoreline and 44,000 acres of crystal clear water for fishing, swimming, skiing, sailing, and motor-boating. The lake area is considered one of the nation's most prestigious retirement communities due to luxurious lakefront living, a wide variety of recreational opportunities, and exceptional healthcare.

Historical Background

Prior to European influence the area of Jackson's Gap was home to the Creek Indian Nation, a Confederation of Indian Tribes banded together for the well-being and protection of its members. Around 1200 A.D the Creek Indians migrated from the southwest to occupy large regions of present day Georgia and Alabama and by 1500 spread throughout most of the southeast region. The early 18th century marked the beginnings of European contact and the Creek began trading relations with Spanish, French, and British nationalities, however, the British eventually won primary influence and many tribes allied with the English against Cherokee and other Indian rivals. This period of peace between white settlers and the Creek lasted until 1783 when, in an attempt to form a binding treaty, two Creek Chiefs, Tallassee and Cussetta, ceded land to the newly formed United States. This treaty spurred division among tribes and a war with the U.S., which eventually led to the end of the Creek Indian Nation in 1827. The decisive battle of this conflict was at Horseshoe Bend, located approximately 8 miles north of Jackson's Gap, where on March 27, 1814 General Andrew Jackson lead a group of 5,000 volunteers, along with allied Cherokee and Creek Indians, to defeat a powerful Creek faction called the "Red Sticks". Today the battleground is a National Military Park reserved in commemoration of this historic event.





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 town'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 town 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 Town of Jackson's Gap 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 town, making it what it is today. Table P-1 shows historical population trends for Jackson's Gap, Tallapoosa County, and Alabama between 1990 and 2000.

Table P-1. Historic Population Trends: Jackson's Gap, Tallapoosa County, Alabama							
Year	Jackson's Gap	% Change	Tallapoosa Co.	% Change	Alabama	% Change	
1990	733	N/A	38,826	0.39%	4,040,587	3.8%	
2000	786	7.2%	41,475	6.82%	4,447,100	10.1%	

Source: U.S. Census of Population 1990 and 2000 STF 3.

Jackson's Gap showed similar population growth trends to Tallapoosa County and Alabama. Between 1990 and 2000 the town increased in population from 733 to 786, a climb of 7% while the county grew by 6% and the state 10%. Most of Jackson's Gap population growth could be attributed to housing development spurred by new business and economic development located along U.S. Hwy. 280 in other nearby communities such as Alexander City and Dadeville. Growth could also be associated with new housing development along Lake Martin.

Place of Birth

Place of birth data is useful in determining population trends through migration patterns in the town's population. Examination of this data will show if the town is drawing population from other

states and other counties or if the population is predominantly Alabama-born. Place of birth patterns show that Jackson's Gap had only slight migration of residents born outside of Alabama. The substantial majority of residents in the town were native born at 91% in 1990 and 85% in 2000. Most residents born in a state other than Alabama were from another southern state (64% in 1990 and 66% in 2000) indicating considerable in-ward migration from nearby states. A considerable portion of residents in Jackson's Gap were born in a northeastern state at 17% in 1990 and 23% in 2000, suggesting migration from the New England area. People born abroad from the U.S. or born in a foreign country comprised an insignificant portion of the town's population. Table P-2 examines Place of Birth for the Town of Jackson's Gap from 1990 to 2000.

Table P-2. Place of Birth: Tow	Change 1990-2000					
Born in	1990	% of Total	2000	% of Total	#Change	%Change
State of Residence	672	91.7%	668	85.0%	-4	-0.6%
Another State	56	7.6%	104	13.2%	48	85.7%
A Northeastern State	10	17.9%	24	23.1%	14	140.0%
A Midwestern State	4	7.1%	7	6.7%	3	75.0%
A Southern State	36	64.3%	69	66.3%	33	91.7%
A Western State	6	10.7%	4	3.8%	-2	-33.3%
Born outside U.S.	3	0.4%	2	0.3%	-1	-33.3%
Puerto Rico	1	33.3%	0	0.0%	-1	-100.0%
U.S. Island Areas	0	0.0%	0	0.0%	0	0.0%
Abroad of U.S. Parents	2	66.7%	2	100.0%	0	0.0%
Foreign-born	2	0.3%	12	1.5%	10	500.0%
Total	733	100.0%	786	100.0%	53	7.2%

Source: U.S. Census of Population 1990 and 2000 STF 3.

Place of Residence

Place of residence is defined as: The area of residence 5 years prior to the reference date (1990 and 2000) of those who reported moving to a different housing unit (U.S. Census Glossary). This data is useful to determine community migration patterns. Examination of this data will verify if the town has been gaining or losing in population previously living in other states and countries, and if the town's residents have been fairly stationary or mobile.

The slight majority of residents in Jackson's Gap tended to remain fairly stationary at 51% in 1990 and 62% in 2000. Between 1990 and 2000 the town reported a considerable 34% increase in residents living in the same home and a somewhat substantial decrease (-13%) in residents living in a different house, suggesting a decline in inward migration to the community. The significant majority of Jackson's Gap residents (87% in 1990 and 73% in 2000) who did move into the town came from some other place in Tallapoosa County. Residents previously living outside the county tended to migrate from another county in the state. Table P-3 examines place of residence for the Town of Jackson's Gap between 1990 and 2000.

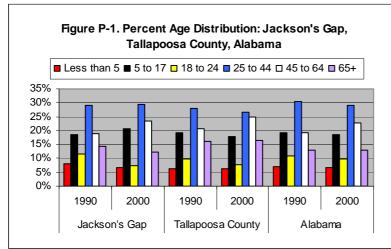
Table P-3. Place of Residence: Town of Jackson's GapChange 1990-2000						
Resided in	1985	% of Total	1995	% of Total	#Change	%Change
Same House in	336	51.8%	453	62.6%	117	34.8%
Different House in	313	48.2%	271	37.4%	-42	-13.4%
Same County	275	87.9%	199	73.4%	-76	-27.6%
Same State	23	7.3%	37	13.7%	14	60.9%
Other State	15	4.8%	35	12.9%	20	133.3%
Northeastern State	9	60.0%	16	45.7%	7	77.8%
Midwestern State	0	0.0%	3	8.6%	3	300.0%
Southern State	4	26.7%	11	31.4%	7	175.0%
Western State	2	13.3%	5	14.3%	3	150.0%
Puerto Rico	0	0.0%	0	0.0%	0	0.0%
U.S. outlying area	0	0.0%	0	0.0%	0	0.0%
Foreign Country	0	0.0%	0	0.0%	0	0.0%
Total	649	100.0%	724	100.0%	75	11.6%

Source: U.S. Census of Population 1990 and 2000 STF 3.

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 17), Young Adult/College Age (18 to 24), Young Adult/ Beginning Worker (25 to 44) Middle Age/Working Adult (44 to 64), and Senior/Retired (65+). Jackson's Gap age distribution closely followed Tallapoosa County and



Alabama trends, with the exception of population loss. Between 1990 and 2000 the town lost population in every age category except Youth/K-12 and Middle Age/Working Adult. Tallapoosa County, during this time, only lost population in the Young Adult/College Age group, while Alabama gained, in various degrees, in every age distribution category. However, in 2000, the town's age categories showed similar and

reasonably undistinguished distribution with both the county and state. Figure P-1 illustrates percent age distribution for Jackson's Gap, Tallapoosa County and Alabama from 1990 to 2000. Notice the similar distribution of age categories between the town, county and state during this time.

From 1990 to 2000, Jackson's Gap lost population. The most substantial loss was shown in the Young Adult/College Age group with a -36% decrease. Tallapoosa County also decreased in this age category by -17%. This loss could be attributed to college age individuals leaving home to go to school or to find employment in another community. The town's loss of Senior/Retired population could be attributed to seniors passing on or moving elsewhere to find better health benefits, while decreases in Toddler/Preschool group could be due to families having fewer children. Jackson's Gap did, however, increase somewhat substantially (20%) in Middle Age/Working Adult population, as did Tallapoosa County and Alabama, both at 28%, indicating a well established and stable segment of the population overall.

Median age in Jackson's Gap followed similar trends to Tallapoosa County and Alabama as well. In 2000, median age in Jackson's Gap was 35.9, while Tallapoosa County showed 39.3 and Alabama reported 35.8. Median age for Jackson's Gap was not available in 1990. Table P-4 displays age distribution for Jackson's Gap, Tallapoosa County, and Alabama between 1990 and 2000.

Table P-4. Age Distribution: Jackson's Gap, Tallapoosa County, Alabama										
Age Group		Jackson's Gap Tallapoosa County A			Tallapoosa County			Alabama	Alabama	
Age Gloup	1990	2000	% Change	1990	2000	% Change	1990	2000	%Change	
Less than 5	63	52	-17.5%	2,493	2,562	2.8%	280,785	294,822	4.5%	
% of Total	8.0%	6.8%	-17.570	6.4%	6.2%	2.070	6.9%	6.6%	7.570	
5 to 17	146	157	7.5%	7,434	7,475	0.6%	779,216	827,790	6.2%	
% of Total	18.5%	20.6%	7.576	19.1%	18.0%	0.070	19.3%	18.6%	0.276	
18 to 24	90	57	-36.7%	3,779	3,133	-17.1%	434,617	437,088	0.6%	
% of Total	11.4%	7.5%	-30.770	9.7%	7.6%	-17.170	10.8%	9.8%	0.076	
25 to 44	228	224	-1.8%	10,816	11,089	2.5%	1,237,765	1,294,710	4.6%	
% of Total	28.9%	29.4%	-1.070	27.9%	26.7%	2.570	30.6%	29.1%	4.0%	
45 to 64	149	179	20.1%	8,051	10,344	28.5%	785,598	1,012,662	28.9%	
% of Total	18.9%	23.5%	20.170	20.7%	24.9%	20.570	19.4%	22.8%	20.570	
65+	113	92	-18.6%	6,253	6,872	9.9%	522,606	580,028	11.0%	
% of Total	14.3%	12.1%	- 10.070	16.1%	16.6%	3.370	12.9%	13.0%	11.070	
Total	789	761	-3.5%	38,826	41,475	6.8%	4,040,587	4,447,100	10.1%	
Median Age	N/A	35.9	N/A	35.5	39.3	10.7%	33	35.8	8.5%	

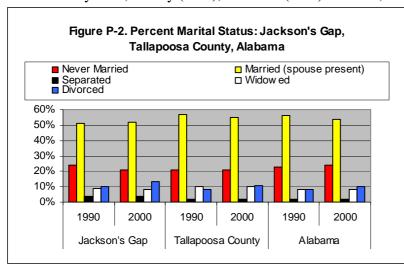
Source: U.S. Census of Population, 1990 and 2000 SF 3.

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 (spouse present), 3) separated, 4) widowed, 5) divorced.

According to Census data the substantially dominant marital status for Jackson's Gap in 1990 (51% of the 15 and older population) and 2000 (52%) was married (spouse present). Both Tallapoosa County and Alabama registered similar trends, with married (spouse present)

representing 54% to 57% of the population. Between 1990 and 2000 divorce rates rose somewhat in the town by 36%, county (39%), and state (40%). In 2000, divorce status in Jackson's Gap at



13% slightly exceeded Tallapoosa County (11%) and Alabama (10%). Figure P-2 illustrates percent marital status for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the similar distribution of marital status between the town, county, and state during this time. This information indicates that the town has kept pace with social patterns in the county and state and should not be immediately concerned about

developing programs and enlisting organizations to help troubled families. Table P-5 examines marital status for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table P-5. Marital Status (Age 15 and Older): Jackson's Gap, Tallapoosa County, Alabama										
Marital Status		Jackson's Gap			allapoosa (County	Alabama			
Wantai Otatus	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change	
Never Married	138	130	-5.8%	6,408	6,767	5.6%	744,326	839,185	12.7%	
% of Total	24.6%	21.7%	-3.070	21.2%	21.0%	3.070	23.9%	24.5%	12.770	
Married (spouse present)	287	313	9.1%	17,330	17,836	2.9%	1,759,408	1,864,137	6.0%	
% of Total	51.1%	52.3%		57.3%	55.3%		56.6%	54.4%		
Separated	25	25	0.0%	715	779	9.0%	65,583	75,988	15.9%	
% of Total	4.4%	4.2%	0.070	2.4%	2.4%	0.070	2.1%	2.2%		
Widowed	52	49	-5.8%	3,194	3,268	2.3%	275,552	274,547	-0.4%	
% of Total	9.3%	8.2%	0.070	10.6%	10.1%	2.070	8.9%	8.0%	0.470	
Divorced	60	82	36.7%	2,580	3,597	39.4%	264,234	371,218	40.5%	
% of Total	10.7%	13.7%	55.770	8.5%	11.2%	00.470	8.5%	10.8%	40.576	
Total	562	599	6.6%	30,227	32,247	6.7%	3,109,103	3,425,075	10.2%	

Source: U.S. Census of Population, 1990 and 2000 SF 3.

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 small Alabama communities, Jackson's Gap is predominantly a white community, although blacks comprise a substantial portion of the population. From 1990 to 2000 the town's white population grew by 7%, yet remained at 67% of the total population in both years. Tallapoosa County also increased in whites by 7% and remained at 73% in 2000, while Alabama grew by 6%

and decreased slightly from 73% to 71% in white population. In 2000, blacks represented a slightly larger portion of the town population at 32% as compared to the county and state, both at 25%. Table P-6 exhibits racial distribution for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table P-6. Racial Distribution: Jackson's Gap, Tallapoosa County, Alabama										
Racial		Jackson's Gap			allapoosa (County	Alabama			
Characteristics	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change	
White	495	530	7.1%	28,460	30,492	7.1%	2,975,247	3,161,671	6.3%	
% of Total	67.5%	67.4%	7.170	73.3%	73.5%	7.170	73.6%	71.1%		
Black	238	245	2.9%	10,211	10,582	3.6%	1,019,743	1,153,044	13.1%	
% of Total	32.5%	31.2%	2.570	26.3%			25.2%	25.9%	13.170	
Other	0	11	111.0%	155	401	158.7%	45,597	132,385	190.3%	
% of Total	0.0%	1.4%	111.070	0.4%	1.0%	100.7 /0	1.1%	3.0%	100.070	
Total	733	786	7.2%	38,826	41,475	6.8%	4,040,587	4,447,100	10.1%	

Source: U.S. Census of Population, 1990 and 2000 SF 3.

Gender Distribution

In typical American communities females tend to slightly outnumber males, due primarily to higher male mortality rates and longer female life expectancy. Jackson's Gap, in 2000, followed a different pattern in which males at 50% of the population slightly outnumbered females at 49%. Tallapoosa County followed patterns similar to the national trend with 47% males and 52% females as did Alabama at 48% male and 51% female. From 1990 to 2000 male population increased in the town by 5% while females decreased by -11%. Both the county and state showed somewhat of an increase in both males and females during this time. Table P-7 examines gender distribution for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

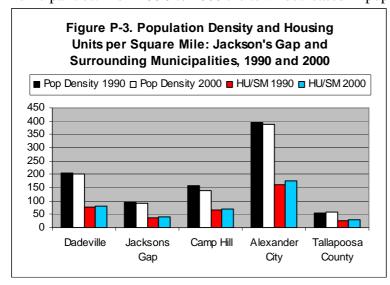
Table P-7. Gender Distribution: Jackson's Gap, Tallapoosa County, Alabama										
Gender		Jackson's	Gap	Та	allapoosa (County	Alabama			
Gender	1990	2000	%Change 1990 2000 %Change		%Change	1990	2000	%Change		
Male	364	383	5.2%	18,229	19,704	8.1%	1,935,936	2,144,463	10.8%	
% of Total	46.1%	50.3%	0.270	47.0%	47.5%	0.170	47.9%	48.2%	10.070	
Female	425	378	-11.1%	20,564	21,771	5.9%	2,104,651	2,302,637	9.4%	
% of Total	53.9%	49.7%	11.170	53.0%	52.5%	0.070	52.1%	51.8%	5.470	
Total	789	761	-3.5%	38,793	41,475	6.9%	4,040,587	4,447,100	10.1%	

Source: U.S. Census of Population, 1990 and 2000 SF 3.

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).

Jackson's Gap exhibited low population and housing density in comparison to other surrounding municipalities. From 1990 to 2000 the town decreased in population density from 93 persons per



square mile to 90 p/sq. mile, a decrease of -3%. Other nearby communities during this time also showed slight decreases in population density, however, maintained considerably higher densities than Jackson's Gap. Camp Hill's population at 1,273, for example, ranged closest with Jackson's Gap (761) yet displayed more than twice the density at 200 p/sq. mile, despite a density loss of -9%. Figure P-3 illustrates population density and housing units per square mile for Jackson's Gap and its surrounding

municipalities in 1990 and 2000. Notice the town's low density in both population density and housing density. This information indicates that Jackson's Gap sustained plenty of land and open space within the community in which to grow and develop. Table P-8 shows population and housing densities for Jackson's Gap and its surrounding municipalities from 1990 to 2000.

Table P-8. Population Density and Area: Jackson's Gap and Surrounding Municipalities										
Geographic Area	Total Area	Total Land Area	Pop. Per sq. mile	Housing Units Per sq. mile	Total Population					
Jackson's Gap 1990	8.4	8.4	93.9	36.9	789					
2000	8.43	8.43	90.3	41.8	761					
%Change	0.4%	0.4%	-3.8%	13.3%	-3.5%					
Dadeville 1990	16.0	16.0	204.8	78.4	3,276					
2000	16.0	16.0	200.7	79.9	3,212					
%Change	0.0%	0.0%	-2.0%	1.9%	-2.0%					
Camp Hill 1990	9.1	9.1	155.5	65.8	1,415					
2000	9.08	9.07	140.4	67.7	1,273					
%Change	-0.2%	-0.3%	-9.7%	2.9%	-10.0%					
Alexander City 1990	36.5	36.4	396.7	162.4	14,439					
2000	38.98	38.8	386.6	176.6	15,008					
%Change	6.8%	6.6%	-2.5%	8.7%	3.9%					

Source: U.S. Census of Population, 1990 and 2000 SF 3.

Analytical Summary

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

Historical Population Trends

• Jackson's Gap showed similar population growth trends to Tallapoosa County and Alabama. Between 1990 and 2000 the town increased in population from 733 to 786, a climb of 7% while the county grew by 6% and the state 10%. Most of Jackson's Gap population growth could be attributed to housing development spurred by new business and economic development located along U.S. Hwy. 280 in other nearby communities such as Alexander City and Dadeville. Growth could also be associated with new housing development along Lake Martin.

Place of Birth

 Place of birth patterns show that Jackson's Gap had only slight migration of residents born outside of Alabama. The substantial majority of residents in the town were native born at 91% in 1990 and 85% in 2000. Most residents born in a state other than Alabama were from another southern state (64% in 1990 and 66% in 2000) indicating considerable in-ward migration from nearby states.

Place of Residence

• The slight majority of residents in Jackson's Gap tended to remain fairly stationary at 51% in 1990 and 62% in 2000. Between 1990 and 2000 the town reported a considerable 34% increase in residents living in the same home and a somewhat substantial decrease (-13%) in residents living in a different house, suggesting a decline in inward migration to the community.

Age Distribution

- Jackson's Gap age distribution closely followed Tallapoosa County and Alabama trends, with the exception of population loss. Between 1990 and 2000 the town lost population in every age category except Youth/K-12 and Middle Age/Working Adult.
- Tallapoosa County, during this time, only lost population in the Young Adult/College Age group, while Alabama gained, in various degrees, in every age distribution category. However, in 2000, the town's age categories showed similar and reasonably undistinguished distribution with both the county and state.
- Median age in Jackson's Gap followed similar trends to Tallapoosa County and Alabama as well. In 2000, median age in Jackson's Gap was 35.9, while Tallapoosa County showed 39.3 and Alabama reported 35.8. Median age for Jackson's Gap was not available in 1990.

Marital Status

• According to Census data the substantially dominant marital status for Jackson's Gap in 1990 (51% of the 15 and older population) and 2000 (52%) was married (spouse present). Both Tallapoosa County and Alabama registered similar trends, with married (spouse present) representing 54% to 57% of the population. Between 1990 and 2000 divorce rates rose somewhat in the town by 36%, county (39%), and state (40%). In 2000, divorce status in Jackson's Gap at 13% slightly exceeded Tallapoosa County (11%) and Alabama (10%).

Race Distribution

- Similar to many small Alabama communities, Jackson's Gap is predominantly a white community, although blacks comprise a substantial portion of the population. From 1990 to 2000 the town's white population grew by 7%, yet remained at 67% of the total population in both years.
- Tallapoosa County also increased in whites by 7% and remained at 73% in 2000, while Alabama grew by 6% and decreased slightly from 73% to 71% in white population. In 2000, blacks represented a slightly larger portion of the town population at 32% as compared to the county and state, both at 25%.

Gender Distribution

• Jackson's Gap, in 2000, showed that males at 50% of the population minimally outnumbered females at 49%. Tallapoosa County followed patterns similar to the national trend with 47% males and 52% females as did Alabama at 48% male and 51% female.

Population Density

• Jackson's Gap exhibited low population and housing density in comparison to other surrounding municipalities. From 1990 to 2000 the town decreased in population density from 93 persons per square mile to 90 p/sq. mile, a decrease of -3%. Other nearby communities during this time also showed slight decreases in population density, however, maintained considerably higher densities than Jackson's Gap.

CHAPTER III: ECONOMY

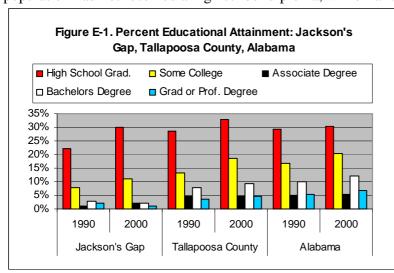
The economy directly affects a community's growth and prosperity. The state of the local economy i.e. how well it creates and maintains employment opportunities, handles production, and distributes goods and services greatly influences population, housing, transportation, and land use. Therefore, a clear understanding of the local economy is a vital factor for community growth and development as well as a sustainable comprehensive planning effort.

This chapter of the comprehensive plan examines the following economy related elements: educational attainment, income, commuting patterns, labor force participation and unemployment, occupational status, poverty, and public assistance. Jackson's Gap has some economic potential. Located in central Tallapoosa County, in close proximity to Alexander City and Dadeville and supported by U.S. Hwy. 280 and AL Hwy. 49 Jackson's Gap has convenient access to significant Alabama highways and commercial centers.

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.

In terms of educational attainment, Jackson's Gap lagged considerably behind Tallapoosa County and Alabama. Between 1990 and 2000 the town increased in recipients of high school diplomas by a significant 62% while the county showed an increase of 30% and the state 17%. However in 2000, approximately 7% of town residents held a college degree, compared to 18% in the county and 24% in the state. Also in 2000, approximately half (50%) of Jackson's Gap 25 and older population had not received a high school diploma, while Tallapoosa County reported 29% in this



attainment category and Alabama 24%, indicating a substantial need for higher attainment in the schools. The town did however increase persons having attended college, but receiving no degree, by a significant 74%, growing from 8% of the population in 1990 to 11% in 2000. Figure E-1 illustrates percent educational attainment for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the considerably higher representation of college degree

holders in the county and state than in the town. As a planning initiative Jackson's Gap should

develop policies and plans to promote learning and increase educational attainment for its resident population. Table E-1 examines educational attainment for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table E-1. Educational Attainment: Jackson's Gap, Tallapoosa County, Alabama									
Educational Level	Jackson's Gap			Tallapoosa County			Alabama		
Eddodiional Ecvel	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change
Less Than 9th Grade	112	91	-18.8%	4,405	2,729	-38.0%	348,848	240,333	-31.1%
% of Total Pop. 25 Years +	26.3%	17.5%	10.070	17.5%	9.6%	00.070	13.7%	8.3%	01.170
9th to 12 Grade, No Diploma	154	171	11.0%	6,206	5,760	-7.2%	494,790	473,748	-4.3%
% of Total Pop. 25 Years +	36.2%	32.9%	11.070	24.7%	20.3%	-1.2/0	19.4%	16.4%	-4.570
High School Graduate	97	158	62.9% 7,18		9,348	30.1%	749,591	877,216	17.0%
% of Total Pop. 25 Years +	22.8%	30.4%	02.570	28.6%	32.9%	00.170	29.4%	30.4%	17.570
Some College, No Degree	35	61	74.3%	3,313	5,235	58.0%	427,062	591,055	38.4%
% of Total Pop. 25 Years +	8.2%	11.8%	74.570	13.2%	18.5%	30.070	16.8%	20.5%	30.470
Associate Degree	4	13	225.0%	1,148	1,289	12.3%	126,450	155,440	22.9%
% of Total Pop. 25 Years +	0.9%	2.5%	220.070	4.6%	4.5%	12.570	5.0%	5.4%	22.570
Bachelors Degree	13	15	15.4%	1,981	2,679	35.2%	258,231	351,772	36.2%
% of Total Pop. 25 Years +	3.1%	2.9%	10.470	7.9%	9.4%	00.270	10.1%	12.2%	00.270
Graduate or Professional	11	10	-9.1%	921	1,333	44.7%	140,997	197,836	40.3%
% of Total Pop. 25 Years +	2.6%	1.9%	0.170	3.7%	4.7%	77.770	5.5%	6.9%	40.070
Persons 25 Years and Over	426	519	21.8%	25,161	28,373	12.8%	2,545,969	2,887,400	13.4%
% of Total Population	54.0%	68.2%	21.070	64.8%	68.4%	12.070	63.0%	64.9%	10.470

Source: U.S. Census of Population, 1990 and 2000 SF 3.

Income

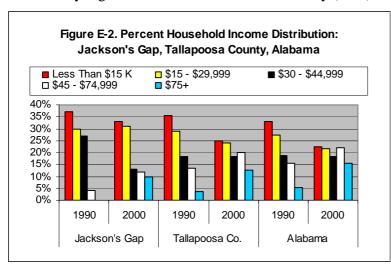
Monetary income is a primary factor in determining a community's wealth and prosperity. Higher incomes promote a higher standard of living and more return investment into the community, while lower incomes suggest lower standards and less investment. Therefore, a comprehensive economic study requires a though 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 HHI is the accumulation of all income generated within a specified household. Median household income (MHI), which is characterized as the exact middle point monetary amount of household incomes collected, was also examined.

Jackson's Gap households ranked considerably low in terms of household income. From 1990 to 2000 Jackson's Gap increased in households earning less than \$15 K per year by 13% while both Tallapoosa County and Alabama decreased in this income bracket by -21%. Also during this time the town decreased in households earning between \$29,999 and \$45 K by -38% while county and state increased in this category by 14% and 12%, respectively. In 2000, the considerably majority of Jackson's Gap households (64%) earned less than \$30 K while Tallapoosa County at 48% and

Alabama at 44% showed less representation in this lower income group. Also in 2000, approximately 22% of the town's households earned more than \$44,999 as compared to substantially higher household income in the county (32%) and state (37%). This information



indicated that Jackson's Gap lagged substantially behind Tallapoosa County and Alabama in household income, suggesting lower-paying jobs and less wealth being brought into the community. Figure E-2 illustrates percent household income distribution for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the significantly larger portion of town households earning less than \$30 K compared to the county and state during this time. Also of considerable

notation, in 2000, both Tallapoosa County and Alabama showed substantially more balanced income distribution than Jackson's Gap. Such balance indicates a more stable and sustainable economy, with a greater mix of high and low income jobs.

Median household income (MHI) was also examined. Jackson's Gap also lagged behind Tallapoosa County and Alabama in MHI. Between 1990 and 2000, the town grew in MHI by a minor 6%, while the county and state grew by a substantial 39% and 44%, respectively. Jackson's Gap MHI grew from \$21,641 in 1990 to \$23,026 in 2000. Tallapoosa County MHI increased from \$22,020 to \$30,745 and Alabama climbed from \$23,597 to \$34,135 during this time. Table E-2 displays household income distribution for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

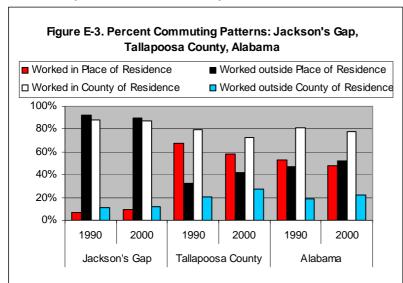
Table E-2. Household Income Distribution: Jackson's Gap, Tallapoosa County, Alabama										
Income Level		Jackson's Gap			allapoosa C	County	Alabama			
income Level	1990	2000	% Change	1990	2000	% Change	1990	2000	%Change	
Less Than \$15 K	92	104	13.0%	5,215	4,116	-21.1%	498,957	391,406	-21.6%	
% of Total	37.9%	33.1%	13.070	35.5%	24.7%	-21.170	33.1%	22.5%	-21.070	
\$15 - \$29,999	73	98	34.2%	4,246	4,023	-5.3%	412,393	378,264	-8.3%	
% of Total	30.0%	31.2%	04.270	28.9%	24.2%	0.070	27.4%	21.8%	0.070	
\$30 - \$44,999	67	41	-38.8%	2,685	3,068	14.3%	284,506	318,861	12.1%	
% of Total	27.6%	13.1%	00.070	18.3%	18.4%	1 1.0 70	18.9%	18.4%	12.170	
\$45 - \$74,999	11	39	254.5%	1,997	3,333	66.9%	231,304	381,959	65.1%	
% of Total	4.5%	12.4%	204.070	13.6%	20.0%	00.570	15.4%	22.0%	00.170	
\$75+	0	32	320.0%	558	2,091	274.7%	78,849	266,895	238.5%	
% of Total	0.0%	10.2%	020.070	3.8%	12.6%	214.170	5.2%	15.4%	200.070	
Total Households	243	314	29.2%	14,701	16,631	13.1%	1,506,009	1,737,385	15.4%	
Median Income	\$21,641	\$23,026	6.4%	\$22,020	\$30,745	39.6%	\$23,597	\$34,135	44.7%	

Source: U.S. Census of Population, 1990 and 2000 SF 3.

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 town and its surrounding municipalities, thus advancing the local economy.

A national trend between 1990 and 2000 has been increasing commutes to work in both time and distance. Both Tallapoosa County and Alabama followed this trend, however, Jackson's Gap did not follow. From 1990 to 2000 the town increased in commuters working in their place (town) of residence by 36%, while the county and state decreased in these commuters by -22% and -4%,



respectively. However, in 2000, Jackson's Gap had a significantly smaller portion (9%) of commuters working in their place of residence, compared to Tallapoosa County (41%) and Alabama (47%) workers commuting in place. This information indicated that the town, at this time, was lagging behind the county and state in creating job opportunities near where employees lived and residents needed to travel outside the town to find employment. Figure E-3

illustrates percent commuting patterns for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the small portion of commuters working in place of residence for the town, compared to the county and state, and the significantly large portion of workers commuting out of town.

Commuters from inside and outside the county were also examined. Between 1990 and 2000 Jackson's Gap showed a slight increase (3%) of commuters working in Tallapoosa County, while the county showed an 11% decrease in workers commuting to work in the county. Alabama increased in commuters working in the state by 4% during this time. In 2000, the substantial majority (87%) of town commuters worked in the county, while the county and state showed similar representation at 72% and 78%, respectively.

Jackson's Gap would benefit greatly from a fairly stationary labor force and concentrated economy. The town would save time and money on highway infrastructure improvements and expansion as a result of people living closer to their jobs. Other infrastructure costs such as electrical, sewer, and water would be reduced considerably. Workers should have the option of living closer to work and have the incentive to do so. As the town grows and expands, it should continue to seek employees from other surrounding counties, states, and countries in order to better

diversify its employment base and promote new ideas and options for growth and development. Table E-3 shows commuting patterns for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

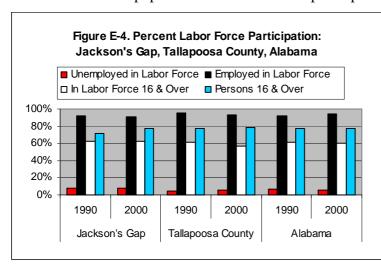
Table E-3. Commu	iting Pa	tterns:	Jackson's	Gap, T	allapoo	sa County	, Alabama		
Geographic Area		Jackson's	Gap	Ta	llapoosa (County	Alabama		
Geographic Area	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change
Worked in Place of Residence	22	30	36.4%	6,754	5,207	-22.9%	596,516	569,905	-4.5%
% of Total	7.1%	9.3%		67.1%	58.4%		53.2%	47.8%	
Worked outside Place of Residence	288	293	1.7%	3,307	3,710	12.2%	525,480	621,853	18.3%
% of Total	92.9%	90.7%		32.9%	41.6%		46.8%	52.2%	
Total Place	310	323	4.2%	10,061	8,917	-11.4%	1,121,996	1,191,758	6.2%
Worked in County of Residence	271	279	3.0%	13,714	12,125	-11.6%	1,363,133	1,421,356	4.3%
% of Total	88.3%	87.5%		79.9%	72.4%		81.5%	78.0%	
Worked outside County of Residence	36	40	11.1%	3,456	4,616	33.6%	310,438	400,437	29.0%
% of Total	11.7%	12.5%		20.1%	27.6%		18.5%	22.0%	
Total County	307	319	3.9%	17,170	16,741	-2.5%	1,673,571	1,821,793	8.9%

Source: U.S. Census of Population, 1990 and 2000 SF 3.

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 seek communities with a strong labor force from which to draw qualified employment. To do this they must estimate approximately how many candidates are available to fill positions required to perform necessary operations. Therefore, a proper understanding of a community's labor force is critical to a comprehensive planning effort.

Jackson's Gap labor force somewhat followed trends in Tallapoosa County and Alabama. From 1990 to 2000, the town increased in labor force participation by 4%, while the county decreased by -1% and the state climbed by 8% in participation. However, in 2000, approximately 62% of the town's 16 and older population were labor force participants while the county and state showed



56% and 59%, respectively. Figure E-4 illustrates percent labor force participation for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the similar representation between the town, county, and state in labor force participation and other categories displayed. This information suggests that Jackson's Gap kept pace with Tallapoosa County, and Alabama in terms of labor force participation during this time.

Unemployment patterns were also examined between 1990 and 2000. Jackson's Gap showed slightly higher unemployment at 8% in 2000 than Tallapoosa County and Alabama, both at 6%. Table E-4 exhibits labor force participation for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table E-4. Labor Fo	Table E-4. Labor Force Participation: Jackson's Gap, Tallapoosa County, Alabama										
Labor Classification	Jackson's Gap			Та	Tallapoosa County			Alabama			
Labor Glassification	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change		
Total Persons 16+	566	587	3.7%	30,152	32,480	7.7%	3,103,529	3,450,542	11.2%		
In Labor Force	352	366	4.0%	18,603	18,402	-1.1%	1,895,361	2,061,169	8.7%		
% in Labor Force	62.2%	62.4%	0.3%	61.7%	56.7%	-8.1%	61.1%	59.7%	-2.3%		
Armed Forces	0	0	0.0%	44	58	31.8%	24,980	14,069	-43.7%		
% in Armed Forces	0.0%	0.0%	0.0%	0.2%	0.3%	33.3%	0.9%	0.7%	-22.2%		
Civilian Labor Force	352	366	4.0%	18,559	18,344	-1.2%	1,870,381	2,047,100	9.4%		
Employed	323	334	3.4%	17,702	17,232	-2.7%	1,741,794	1,920,189	10.2%		
Unemployed	29	32	10.3%	857	1,112	29.8%	128,587	126,911	-1.3%		
% Unemployed	8.2%	8.7%	6.1%	4.6%	6.1%	32.6%	6.8%	6.2%	-8.6%		
Not in Labor Force	214	221	3.3%	11,549	14,078	21.9%	1,208,168	1,389,373	15.0%		

Source: U.S. Census of Population, 1990 and 2000 SF 3.

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 is useful for determining where job opportunities exist and where job growth is most or least likely to occur. For categorization purposes, occupational status has been divided into 6 categories, which included: 1) Management / Business—which constituted business and financial operators, farmers and farm operators, and financial specialists, 2) Professional / Related—which consisted of architects, engineers, legal occupations, computer specialists, social services, and technical healthcare occupations, 3) Services—healthcare support, firefighting and law enforcement, ground and building maintenance, food accommodation, and personal care services, 4) Sales / Office—sales and related, and administrative, 5) Construction / Extraction—construction trade workers, extraction workers, and supervisors, 6) Production / Transportation—production occupations, transportation and moving occupations, aircraft and traffic control operations, motor vehicle operators, rail, water, and other transportation related occupations.

Jackson's Gap, in 2000, showed substantially less economic diversity than Tallapoosa County and Alabama in terms of occupations. During this time almost half (47%) of the town's jobs pertained to either production/transportation or construction/extraction purposes, while the county recorded 33% and the state 25% in this category. Also in 2000, Jackson's Gap provided considerably less jobs entailing professional/related and management/business at 24% than both Tallapoosa County and Alabama at 33% and 40%, respectively. However, the town, county, and state, ranked fairly even in service provisions. This information indicates that Jackson's Gap has sustained an economy based primarily on blue-collar, lower paying, occupations while Tallapoosa County and Alabama relied chiefly on white-collar, skilled, professional jobs.

Occupational status data was collected from the 2000 U.S. Census. Provisions for job overlap in each category and individual multiple occupations were not taken into consideration. The information collected is useful in giving a broad indication of occupational status in the defined areas. Table E-5 shows occupational status for Jackson's Gap, Tallapoosa County, and Alabama in 2000.

Table E-5. Occupational S	Table E-5. Occupational Status: Jackson's Gap, Tallapoosa County, Alabama, 2000										
Occupation	Jackson's Gap	% of Total	Tallapoosa Co.	% of Total	Alabama	% of Total					
Management / Business	56	15.5%	4,081	20.9%	566,325	25.1%					
Professional / Related	34	9.4%	2,468	12.6%	354,456	15.7%					
Service	42	11.6%	2,214	11.3%	259,106	11.5%					
Sales and Office	57	15.8%	4,295	22.0%	497,262	22.0%					
Construction / Extraction	68	18.8%	2,200	11.2%	217,200	9.6%					
Production / Transportation	104	28.8%	4,300	22.0%	365,441	16.2%					
Total	361	100.0%	19,558	100.0%	2,259,790	100.0%					

Source: U.S. Census of Population, 1990 and 2000 STF 3.

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 for the respective community. 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.

Poverty status was categorized into age classes. The largest age class was 18 to 64, which held the most poverty for Jackson's Gap at 51% in 1990 and 56% in 2000. Tallapoosa County, at 43% in 1990 and 49% in 2000, also recorded the most significant portion of its poverty in this age group as did Alabama at 48% and 53%, respectively. Also in 2000, both the county at 36% and state at 34% showed slightly larger portion of poverty in younger age groups (groups age 17 and under) than Jackson's Gap at 30%.

Jackson's Gap lagged considerably behind Tallapoosa County and Alabama. Between 1990 and 2000, the town increased in poverty by a substantial 64%, while the county climbed by 2% and the state declined by -14%. The town also increased it's poverty rate significantly from 16% of the population in 1990 to 26% in 2000, while the county and state remained between 15% and 18% during this time. This information indicates that Jackson's Gap has been growing considerably in poverty while Tallapoosa County and Alabama have held back poverty and increased mitigation. Table E-6 shows poverty status for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table E-6. Poverty St	atus: Ja	ckson'	s Gap, Tall	apoosa	County	, Alabama				
Poverty Status		Jackson's	Gap	Ta	ıllapoosa	County	Alabama			
1 overty olates	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change	
5 and under	27	27	0.0%	686	787	14.7%	87,462	82,914	-5.2%	
% of Total	21.3%	13.4%	0.070	11.2% 11.7%		14.770	12.1%	11.9%	0.270	
6 to 17	18	34	88.9%	1,268	1,639	29.3%	166,174	154,967	-6.7%	
% of Total	14.2%	16.9%	00.070	20.7%	24.4%	20.070	23.0%	22.2%	J.1 70	
18 to 64	65	114	75.4%	2,642	3,323	25.8%	350,179	373,940	6.8%	
% of Total	51.2%	56.7%	70.470	43.2%	49.5%	20.070	48.4%	53.6%	0.076	
65 and above	17	26	52.9%	1,520	962	-36.7%	119,799	86,276	-28.0%	
% of Total	13.4%	12.9%	32.370	24.9%	14.3%	-30.770	16.6%	12.4%	-20.076	
Total	127	201	58.3%	6,116	6,711	9.7%	723,614	698,097	-3.5%	
% Below Poverty Level	16.1%	26.4%	64.1%	15.8%	16.2%	2.5%	18.3%	16.1%	-12.0%	

Source: U.S. Census of Population, 1990 and 2000 STF 3.

Public Assistance

Public assistance income supports households below the pre-determined poverty threshold. An examination of public assistance income is useful in determining how many people are in need of receiving public monetary support and if that need is being met. To determine levels of need, public assistance status was measured against below poverty level information.

In 1990 and 2000, the large majority of Jackson's Gap residents received no public assistance income. In 2000, approximately 3% of possible qualifiers received no assistance as compared to 11% in 1990, a decline of -55%. Both Tallapoosa County and Alabama showed similar trends decreasing by -73% and -70%, respectively. Poverty increased in the town from 16% in 1990 to 26% in 2000, a percent change of 64%, while the county and state remained relatively unchanged, ranging between 15% and 18%. This information indicates that Jackson's Gap lagged behind Tallapoosa County and Alabama considerably in mitigating poverty through public assistance. Although the county and state decreased their levels of giving, poverty remained relatively unchanged. Table E-7 displays public assistance status for Jackson's Gap, Tallapoosa County, and Alabama between 1990 and 2000.

Table E-7. Public Assistance Income Status: Jackson's Gap, Tallapoosa County, Alabama											
Status	,	lackson's	Gap	Ta	llapoosa C	County	Alabama				
Otatas	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change		
Public Assistance Income	27	12	-55.6%	1,326	350	-73.6%	130,616	38,964	-70.2%		
% of Total	11.1%	3.8%		9.0%	2.1%		8.7%	2.2%			
No Public Assistance Income	216	302	39.8%	13,375	16,281	21.7%	1,375,393	1,698,421	23.5%		
% of Total	88.9%	96.2%		91.0%	97.9%		91.3%	97.8%			
Totals	243	314	29.2%	14,701	16,631	13.1%	1,506,009	1,737,385	15.4%		
% Below Poverty Level	16.1%	26.4%	64.0%	15.8%	16.2%	2.5%	18.3%	16.1%	-12.0%		

Source: U.S. Census of Population, 1990 and 2000 STF 3.

Analytical Summary

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

Educational Attainment

- In terms of educational attainment, Jackson's Gap lagged considerably behind Tallapoosa County and Alabama. Between 1990 and 2000 the city increased in recipients of high school diplomas by a significant 62% while the county showed an increase of 30% and the state 17%. However in 2000, approximately 9% of town residents held a college degree, compared to 18% in the county and 24% in the state.
- Also in 2000, approximately half (50%) of Jackson's Gap 25 and older population had not received a high school diploma, while Tallapoosa County reported 29% in this attainment category and Alabama 24%, indicating a substantial need for higher attainment in the schools.

Income

- Jackson's Gap households ranked considerably low in terms of household income. From 1990 to 2000 Jackson's Gap increased in households earning less than \$15 K per year by 13% while both Tallapoosa County and Alabama decreased in this income bracket by -21%. Also during this time the town decreased in households earning between \$29,999 and \$45 K by -38% while county and state increased in this category by 14% and 12%, respectively.
- In 2000, the considerably majority of Jackson's Gap households (64%) earned less than \$30 K while the Tallapoosa County at 48% and Alabama at 44% showed less representation in this lower income group.

Commuting Patterns

- From 1990 to 2000 the town increased in commuters working in their place (town) of residence by 36%, while the county and state decreased in these commuters by -22% and -4%, respectively. However, in 2000, Jackson's Gap had a significantly smaller portion (9%) of commuters working in their place of residence, compared to Tallapoosa County (41%) and Alabama (47%) workers commuting in place.
- Commuters from inside and outside the county were also examined. Between 1990 and 2000 Jackson's Gap showed a slight increase (3%) of commuters working in Tallapoosa County, while the county showed an 11% decrease in workers commuting to work in the county. Alabama increased in commuters working in the state by 4% during this time. In 2000, the substantial majority (87%) of town commuters worked in the county, while the county and state showed similar representation at 72% and 78%, respectively.

Labor Force Participation and Unemployment

• Jackson's Gap labor force somewhat followed trends in Tallapoosa County and Alabama. From 1990 to 2000, the town increased in labor force participation by 4%, while the county decreased by -1% and the state climbed by 8% in participation. However, in 2000, approximately 62% of the town's 16 and older population were labor force participants while the county and state showed 56% and 59%, respectively.

• Unemployment patterns were also examined between 1990 and 2000. Jackson's Gap showed slightly higher unemployment at 8% in 2000 than Tallapoosa County and Alabama, both at 6%.

Occupational Status

- Jackson's Gap, in 2000, showed substantially less economic diversity than Tallapoosa County and Alabama in terms of occupations. During this time almost half (47%) of the town's jobs pertained to either production/transportation or construction/extraction purposes, while the county recorded 33% and the state 25% in this category.
- Also in 2000, Jackson's Gap provided considerably less jobs entailing professional/related and management/business at 24% than both Tallapoosa County and Alabama at 33% and 40%, respectively. However, the town, county, and state, ranked fairly even in service provisions.

Poverty Status

- Jackon's Gap lagged considerably behind Tallapoosa County and Alabama. Between 1990 and 2000, the town increased in poverty by a substantial 64%, while the county climbed by 2% and the state declined by -14%.
- The town also increased it's poverty rate significantly from 16% of the population in 1990 to 26% in 2000, while the county and state remained between 15% and 18% during this time.

Public Assistance

• In 1990 and 2000, the large majority of Jackson's Gap residents received no public assistance income. In 2000, approximately 3% of possible qualifiers received no assistance as compared to 11% in 1990, a decline of -55%. Both Tallapoosa County and Alabama showed similar trends decreasing by -73% and -70%, respectively.

CHAPTER IV: HOUSING

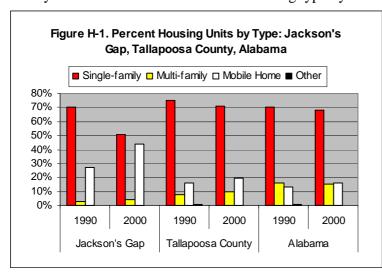
Housing is one of the most fundamental elements of community needs. In order for a community to grow and prosper there must be a diverse and satisfactory amount of quality housing available. A housing examination is useful in determining housing types, existing housing conditions, availability, and affordability, in order to identify and meet the town's housing needs. Jackson's Gap 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, conditions, value, and affordability.

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. Jackson's Gap 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 three hundred-twenty 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 was the dominant housing type found in Jackson's Gap, however, from 1990 to 2000, Jackson's Gap declined in single-family by a significant -22%, while Tallapoosa County and Alabama increased in this housing type by 11% and 14%, respectively. In 1990 single-



family comprised 70% of the housing stock then dropped substantially to just over half (51%) in 2000. Figure H-1 illustrates percent housing units by type for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the significant decline in the portion of single-family and increase in mobile home units.

Single-family units in the town, during this time, were replaced by mobile homes as these units increased by a considerable 76%,

representing 27% of the housing stock in 1990 and then approximately 44% in 2000. The county and state showed significantly less mobile home development at 19% and 16%, respectively. Table H-1 examines housing unit types for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

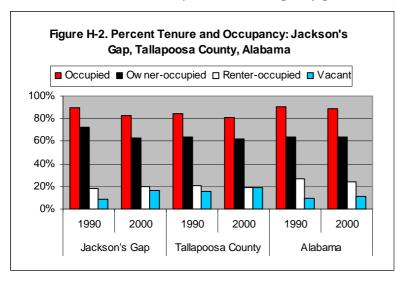
Table H-1. Ho	Table H-1. Housing Unit Types: Jackson's Gap, Tallapoosa County, Alabama											
Housing Types		Jackson's	Gap	Ta	ıllapoosa C	County	Alabama					
riousing rypes	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change			
Single-family	233	181	-22.3%	13,042	14,575	11.8%	1,171,201	1,338,832	14.3%			
% of Total	70.0%	51.0%	-22.570	75.3%	71.1%	11.070	70.1%	68.2%	14.570			
Multi-family	10	15	50.0%	1,372	1,937	41.2%	266,351	300,569	12.8%			
% of Total	3.0%	4.2%	00.070	7.9%	9.4%	41.270	15.9%	15.3%	.2.370			
Mobile home	90	159	76.7%	2,784	3,961	42.3%	217,784	319,212	46.6%			
% of Total	27.0%	44.8%	7 0.7 70	16.1%	19.3%	42.070	13.0%	16.3%	40.070			
Other	0	0	0.0%	114	37	-67.5%	15,043	5,098	-66.1%			
% of Total	0.0%	0.0%	3.370	0.7%	0.2%	07.070	0.9%	0.3%	33.170			
Total Units	333	355	6.6%	17,312	20,510	18.5%	1,670,379	1,963,711	17.6%			

Source: U.S. Census of Population, 1990 and 2000 STF 1.

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.

Jackson's Gap tenure and occupancy patterns somewhat followed Tallapoosa County and Alabama. Between 1990 and 2000, the town increased in occupied units by a slight 4%, while the county increased in occupied units by a somewhat larger 13% and the state climbed by 15%. In 2000, approximately 83% of Jackson's Gap homes where occupied, while the Tallapoosa County occupancy rate showed 81% and Alabama 88%. This information indicates that the town was somewhat in line with county and state occupancy patterns. Figure H-2 illustrates percent tenure



and occupancy status for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the fairly even distribution of tenure and occupancy status between the town, county, and state.

Tenure status in Jackson's Gap also tended to follow Tallapoosa County and Alabama. From 1990 to 2000, the town decreased in owner-occupied units by a minor 0.9%, while the county and state increased in owner-occupied

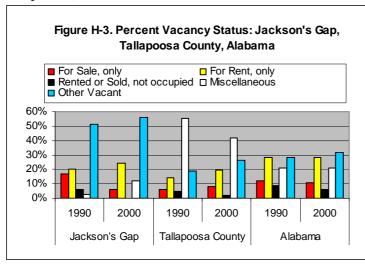
housing by 15% and 18%, respectively. However, in 2000, owner-occupancy status, at 63% of all occupied units in the town, reported similar representation to the county (62%) and state (64%), indicating a convergence with county and state tenure. Also from 1990 to 2000, Jackson's Gap increased in renter-occupied housing by 26%, while Tallapoosa County reported 8% and Alabama 7%. In 2000, the town, county, and state all showed between 19% and 24% renter-occupied status. Table H-2 examines housing occupancy and tenure for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table H-2. Hous	Table H-2. Housing Occupancy and Tenure: Jackson's Gap, Tallapoosa County, Alabama										
Housing Units	Jackson's Gap			Та	allapoosa (County	Alabama				
riousing office	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change		
Occupied	281	294	4.6%	14,700	16,656	13.3%	1,506,790	1,737,080	15.3%		
% of Total	90.6%	83.5%	4.070	84.9%	81.2%	10.070	90.2%	88.5%	10.070		
Owner Occupied	225	223	-0.9%	11,045	12,707	15.0%	1,061,897	1,258,705	18.5%		
% of Total	72.6%	63.4%	-0.9%	63.8%	62.0%	10.070	63.6%	64.1%	10.070		
Renter Occupied	56	71	26.8%	3,655	3,949	8.0%	444,893	478,375	7.5%		
% of Total	18.1%	20.2%	20.070	21.1%	19.3%	0.070	26.6%	24.4%	1.070		
Vacant	29	58	100.0%	2,612	3,854	47.5%	163,589	226,631	38.5%		
% of Total	9.4%	16.5%	100.076	15.1%	18.8%	47.5%	9.8%	11.5%	00.070		
Total	310	352	13.5%	17,312	20,510	18.5%	1,670,379	1,963,711	17.6%		

Source: U.S. Census of Population, 1990 and 2000 STF 1.

Vacancy Status

Vacancy status is applicable in determining how vacant housing has been utilized. Any unoccupied housing unit at the time of enumeration is considered vacant. Vacancies can also be occupied houses for rent, sale, or for seasonal or recreational use only, so long as the primary occupants usually reside elsewhere. 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.

Jackson's Gap vacancy status tended to differ substantially from Tallapoosa County and Alabama. Between 1990 and 2000, over half (51% to 56%) of the town's vacant units were used for other—nonspecified purposes, while the county reported this use between 19% and 26% for all vacancies, and the state showed between 28% and 32%. Figure H-3 illustrates percent vacancy status for Jackson's Gap,

Tallapoosa County, and Alabama between 1990 and 2000. Notice the substantial portion of other

vacant units in Jackson's Gap compared to Tallapoosa County and Alabama. Jackson's Gap also registered a considerably larger increase (100%) in vacancies than did the county (47%) and state (38%). Table H-3 exhibits vacancy status for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

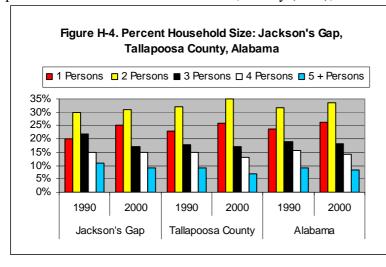
Table H-3. Vacancy	Status:	Jackso	n's Gap, Ta	allapoos	sa Cour	nty, Alabam	a			
Vacancy Status		Jackson's	Gap	Та	allapoosa	County		Alabama		
vacancy diatus	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change	
For Sale, only	5	4	-20.0%	162	309	111.1%	19,845	25,858	30.3%	
% of Total	17.2%	6.9%	20.070	6.2%	8.0%	111.170	12.1%	11.4%	00.070	
For Rent, only	6	14	133.3%	371	767	102.2%	45,871	64,091	39.7%	
% of Total	20.7%	24.1%	100.070	14.2%	19.9%	102.270	28.0%	28.3%	33.770	
Rented or Sold, not occupied	2	0	-100.0%	130	113	-55.4%	16,058	15,560	-3.1%	
% of Total	6.9%	0.0%		5.0%	2.9%		9.8%	6.9%		
Miscellaneous	1	7	600.0%	1,447	1,653	20.0%	35,904	47,574	32.5%	
% of Total	3.4%	12.1%	000.070	55.4%	42.9%	20.070	21.9%	21.0%	32.376	
Other Vacant	15	33	120.0%	502	1,012	92.8%	45,911	73,548	60.2%	
% of Total	51.7%	56.9%	120.070	19.2%	26.3%	32.070	28.1%	32.5%	00.Z /0	
Total Vacant Units	29	58	100.0%	2,612	3,854	47.5%	163,589	226,631	38.5%	

Source: U.S. Census of Population, 1990 and 2000 STF 1.

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 vise-versa.

In terms of household size Jackson's Gap closely followed Tallapoosa County and Alabama trends. From 1990 to 2000, the town increased in two-person households by 7% and the county and state both grew in this category by 21%. In 2000, the dominant household size was the two-person household in the town at 31%, county (35%), and state (33%). However, one-person



households followed closely behind at 25% for the Jackson's Gap and 26% for both Tallapoosa County and Alabama. Figure H-4 illustrates percent household size for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the substantial portion of two-person households in the town, county, and state.

Also in 2000, Jackson's Gap recorded a slightly larger portion of households with 3 or more persons

(42%) than both the county (38%) and state (40%), suggesting slightly larger families at this time. Table H-4 displays household size for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

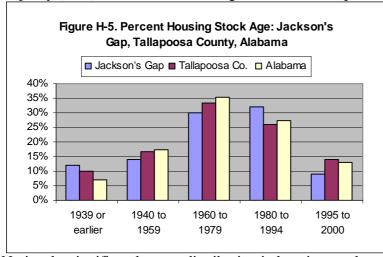
Table H-4. House	hold Siz	ze: Jack	son's Gap	, Tallapo	oosa Co	unty, Alab	ama		
Household Size		Jackson's	Gap	Та	allapoosa (County	Alabama		
riouseriola Size	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
1 Persons	57	76	33.3%	3,445	4,408	28.0%	358,078	453,898	27.9%
% of Total	20.3%	25.9%	33.370	23.4%	26.5%	20.070	23.8%	26.1%	27.570
2 Persons	86	92	7.0%	4,835	5,862	21.2%	479,623	579,336	21.1%
% of Total	30.6%	31.3%	7.070	32.9%	35.2%	21.270	31.8%	33.4%	21.170
3 Persons	62	52	-16.1%	2,732	2,890	5.8%	284,321	314,914	10.8%
% of Total	22.1%	17.7%	10.170	18.6%	17.4%	0.070	18.9%	18.1%	10.070
4 Persons	43	46	7.0%	2,276	2,253	-1.0%	235,881	245,212	3.3%
% of Total	15.3%	15.6%	7.070	15.5%	13.5%	-1.070	15.7%	14.1%	3.370
5 Persons or more	33	28	-15.2%	1,412	1,243	-12.0%	148,887	143,720	-4.9%
% of Total	11.7%	9.5%	-15.2%	9.6%	7.5%	12.070	9.9%	8.3%	4.570
Total Persons	281	294	4.6%	14,700	16,656	13.3%	1,506,790	1,737,080	15.3%
Average HH Size	2.76	2.59	-6.2%	2.6	2.44	-6.2%	2.62	2.49	15.3%

Source: U.S. Census of Population, 1990 and 2000 STF 1.

Housing Conditions

Housing Stock Age

Housing age is an indicator of housing conditions and needs. A general study of housing age can be used to assess probable housing conditions and needs within the community. Jackson's Gap housing stock in 2000 ranked similar in age to homes in Tallapoosa County and Alabama. The majority (58%) of the town's housing was constructed prior to 1980 while the county and state



reported similar figures at 60% and 59%, respectively. Housing in Jackson's Gap built prior to 1960 accounted for 27% of the housing stock, while Tallapoosa County reported 26% and Alabama 24%. This information indicates that the town followed housing construction patterns and development similar to the county and state. Figure H-5 illustrates housing stock age for Jackson's Gap, Tallapoosa County, and Alabama from prior 1939 to 2000.

Notice the significantly even distribution in housing stock age between the town, county, and state during this time. Approximately 42% of Jackson's Gap housing was built between 1980 and 2000, while Tallapoosa County and Alabama both reported 40% of its housing built during this time.

This information suggests that the town had slightly newer housing construction than the county and state on average. Table H-5 shows housing stock age for Jackson's Gap, Tallapoosa County, and Alabama from prior 1939 to 2000.

Table H-5. Housing Stock Age:	Jackson's	Gap, Tallapo	oosa Coun	ity, Alabama			
Housing Stock	Jacks	on's Gap	Tallapoo	osa County	Alabama		
Tiodoling Glook	Number	%Change	Number	%Change	Number	%Change	
1995 to 2000	34	-70.4%	2,851	-46.8%	255,736	-52.2%	
% of Total	9.6%	70.470	13.9%	40.070	13.0%	02.270	
1980 to 1994	115	5.5%	5,360	-21.4%	534,533	-22.8%	
% of Total	32.4%	0.070	26.1%	21.170	27.2%		
1960 to 1979	109	105.7%	6,820	100.1%	692,480	102.6%	
% of Total	30.7%	100.7 70	33.3%	100.170	35.3%	102.070	
1940 to 1959	53	20.5%	3,408	64.6%	341,735	145.5%	
% of Total	14.9%	20.070	16.6%	01.070	17.4%	1 10.070	
1939 or earlier	44	N/A	2,071	NA	139,227	NA	
% of Total	12.4%	· ·			7.1%		
Total Units	355		20,510		1,963,711		
Median Year Structure Built	1976		1975		1975		

Source: U.S. Census of Population, 1990 and 2000 STF 3.

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. Based on these aspects, Jackson's Gap showed somewhat of a need for physical housing improvements. In 2010, EARPDC cartography staff conducted a field check of the town to inventory housing improvement needs (See Map#3 *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 (junky) 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 2010, there were approximately 387 housing units in Jackson's Gap. Single-family units accounted for 222 (57%), manufactured 162 (41%), and multi-family 3 (0.007%). During this time the town showed considerable need for improvements. Approximately 58% of the housing stock

was in deteriorating condition and 6% dilapidated. Manufactured housing showed the greatest need with about 63% of homes in deteriorating condition. Approximately 123 (55%) single-family homes were reported deteriorating condition. Table H-6 shows physical housing conditions for Jackson's Gap in 2010.

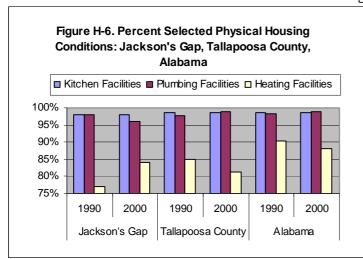
Table H-6. Physical Housing Conditions: Jackson's Gap, 2010										
Housing	Single Family		Multi-F	amily	Manufa	actured	Totals			
Conditions	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
Sound Condition	85	38.3%	3	100.0%	48	29.6%	136	35.1%		
Deteriorating	123	55.4%	0	0.0%	102	63.0%	225	58.1%		
Dilapidated	14	6.3%	0	0.0%	12	7.4%	26	6.7%		
Total	222	100.0%	3	100.0%	162	100.0%	387	100.0%		

Source: EARPDC Housing Inventory Study, 2010.

Selected Physical Housing 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 utilities such as plumbing, kitchen, and heating in order to sufficiently serve the resident population. Data pertaining to physical housing conditions was collected from the 1990 and 2000 U.S. Census and examined the following physical conditions: 1) complete plumbing facilities, 2) complete kitchen facilities, and 3) complete heating facilities.

Selected physical housing conditions for Jackson's Gap ranked on par with Tallapoosa County and Alabama. Between 1990 and 2000 the town increased slightly in provision of complete plumbing



and kitchen facilities by 4% and 6%, respectively, while both the county and state increased in these facilities by slightly more than 16%. However, in 2000 the town, county, and state recorded more than 95% of homes with complete plumbing and kitchen facilities. Figure H-6 illustrates percent selected physical housing conditions for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the fairly even representation of facilities during this time. Also during this time provision of complete heating

facilities increased in Jackson's Gap by a substantial 15%, representing 77% of all housing units in 1990 and 84% in 2000, and bringing the town up to par with county and state provision. Table H-7 shows selected physical housing conditions for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

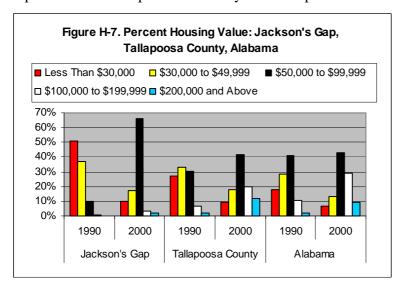
Table H-7. Selec	Table H-7. Selected Physical Housing Conditions: Jackson's Gap, Tallapoosa County, Alabama											
Conditions	Jackson's Gap			Tall	apoosa Co	unty	Alabama					
Conditions	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change			
Complete Kitchen Facilities	327	348	6.4%	17,052	20,221	18.6%	1,648,290	1,937,261	17.5%			
% of Total	98.2%	98.0%		98.5%	98.6%		98.7%	98.7%				
Complete Plumbing Facilities	328	343	4.6%	16,914	20,277	19.9%	1,642,879	1,939,344	18.0%			
% of Total	98.5%	96.6%		97.7%	98.9%		98.4%	98.8%				
Heating Facilities	258	299	15.9%	14,673	16,595	13.1%	1,504,745	1,732,744	15.0%			
% of Total	77.5%	84.2%	10.970	84.8%	80.9%	13.170	90.2%	88.2%	13.070			
Total Units	333	355	6.6%	17,312	20,510	18.5%	1,670,379	1,963,711	17.6%			

Source: U.S. Census of Population, 1990 and 2000 STF 3.

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. Jackson's Gap recognizes the need to promote and encourage quality housing development and has been active in preparing for such growth.

Housing value in Jackson's Gap has somewhat kept pace with Tallapoosa County and Alabama. In 1990 approximately 10% of the town's homes were valued at \$50 K or higher but in 2000 that figure rose to a significant 72%. For comparison, the county at 72% showed similar representation and the state reported higher home values at 80%, showing that Jackson's Gap made significant improvement to compete with county and state patterns. However, both Tallapoosa County and



Alabama showed considerably higher representation of homes valued above \$99,999, at 31% and 38%, respectively. Jackson's Gap reported 5% in this category. Figure H-7 illustrates percent housing value for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000. Notice the substantial increase in homes valued between \$50 K and \$99,999 for Jackson's Gap and the considerably larger portion of homes valued higher than \$99,999 in Tallapoosa County and Alabama in 2000. This information indicates

that while the town increased in housing value, the county and state reported higher housing values overall. Median housing value (MHV) increased in Jackson's Gap from \$29,400 to a considerable \$60,500 while MHV in Tallapoosa County grew from \$42,800 to \$73,600 and Alabama increased from \$53,700 to \$85,100. Table H-8 shows housing value of owner-occupied units for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table H-8. Housing Value of Owner-occupied Units: Jackson's Gap, Tallapoosa County, Alabama											
Housing Value		lackson's G	ар	Та	llapoosa Co	ounty		Alabama			
riousing value	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change		
Less Than \$30,000	61	11	-82.0%	2,024	788	-61.1%	138,101	57,528	-58.3%		
% of Total	51.3%	10.3%	02.070	27.2%	9.2%	01.170	18.1%	6.3%			
\$30,000 to \$49,999	45	19	-57.8%	2,481	1,538	-38.0%	214,835	118,659	-44.8%		
% of Total	37.8%	17.8%	07.070	33.3%	18.0%	-50.070	28.1%	12.9%	1 1.070		
\$50,000 to \$99,999	12	71	491.7%	2,268	3,538	56.0%	313,210	392,400	25.3%		
% of Total	10.1%	66.4%	431.770	30.5%	41.3%	00.070	41.0%	42.7%	20.070		
\$100,000 to \$199,999	1	4	300.0%	515	1,694	228.9%	82,341	264,879	221.7%		
% of Total	0.8%	3.7%	300.070	6.9%	19.8%	220.570	10.8%	28.8%	221.770		
\$200,000 and above	0	2	200.0%	152	1,008	563.2%	16,239	85,104	424.1%		
% of Total	0.0%	1.9%	200.070	2.0%	11.8%	000.270	2.1%	9.3%	12 11 70		
Total Units	119	107	-10.1%	7,440	8,566	15.1%	764,726	918,570	20.1%		
Median Value	\$29,400	\$60,500	105.8%	\$42,800	\$73,600	72.0%	\$53,700	\$85,100	58.5%		

Source: U.S. Census of Population, 1990 and 2000 STF 3.

Housing Affordability

Jackson's Gap 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. Jackson's Gap 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 2000 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 2000 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.)". Table H-9 shows housing affordability for Jackson's Gap, Tallapoosa County, and Alabama from 1990 to 2000.

Table H-9. Housing Affordability: Jackson's Gap, Tallapoosa County, Alabama									
Ownership Status	Jackso	n's Gap	Tallapoos	sa County	Alabama				
Ownership Status	1990	2000	1990	2000	1990	2000			
Median Contract Rent	\$147	\$230	\$160	\$225	\$229	\$339			
Median Gross Rent	\$222	\$286	\$254	\$358	\$325	\$447			
Median Value Owner- Occupied Housing	\$38,300	\$57,100	\$42,800	\$73,600	\$53,200	\$85,100			
% of Units > \$100,000	2.6%	17.0%	9.0%	31.5%	12.9%	38.1%			
Total Housing Units	1,254	1,266	17,312	20,510	1,670,379	1,963,711			

Source: U.S. Census of Population, 1990 and 2000 STF 1&3.

Cost of living in Jackson's Gap was considerably low compared to Tallapoosa County and Alabama. From 1990 to 2000 median contract rent in the town rose from \$147 to \$230 and median gross rent also increased from \$222 to \$286 during this time. Median value of owner occupied housing increased to \$57,100 in the town while the county and state reported \$73,600 and \$85,100 respectively.

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.

Home-ownership in Jackson's Gap has been relatively affordable. In 2000, approximately 56% of home owners spent less then 20% of their income on housing and 70% spent less than 25% of their income on housing. In comparison, Tallapoosa County residents spending less than 20% of their income on housing accounted for 62% and owners spending less than 25% represented 74%. Alabama home-owners represented 60% and 72%, respectively. Table H-10 shows selected monthly owner costs as a percentage of household income for Jackson's Gap, Tallapoosa County, and Alabama between 1990 and 2000.

Table H-10. Selected Monthly Owner Costs As A Percentage of Household Income: Jackson's Gap, Tallapoosa County, Alabama										
Percent of Income		Jackson's	Gap	Gap Tallapoosa County			Alabama			
T CICCIII OI IIICOIIIC	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change	
Less than 20%	72	60	-16.7%	4,933 5,336		8.2%	482,702	556,093	15.2%	
% of Total	60.5%	56.1%	-10.7 /6	66.3%	62.3%	0.276	63.1%	60.5%	15.270	
20 to 24%	19	15	-21.1%	-21 1% 741		37.2%	93,693	110,978	18.4%	
% of Total	16.0%	14.0%	-21.170	10.0%	11.9%	37.270	12.3%	12.1%	10.470	
25 to 29%	5	6	20.0%	537	519	-3.4%	56,044	67,849	21.1%	
% of Total	4.2%	5.6%	20.070	7.2%	6.1%	-3.470	7.3%	7.4%	21.1/0	
30 to 34%	0	7	700.0%	293	360	22.9%	33,671	42,840	27.2%	
% of Total	0.0%	6.5%	700.076	3.9%	4.2%	22.570	4.4%	4.7%	21.270	
35% or more	19	17	-10.5%	880	1,217	38.3%	91,195	127,930	40.3%	
% of Total	16.0%	15.9%	-10.070	11.8%	14.2%	50.576	11.9%	13.9%	40.376	
Not computed	4	2	-50.0%	56	117	108.9%	7,421	12,880	73.6%	
Total	119	107	-10.1%	7,440	8,566	15.1%	764,726	918,570	20.1%	

Source: U.S. Census of Population, 1990 and 2000 STF 3.

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.

Renting has been relatively affordable in Jackson's Gap. In 2000, approximately 30% of renting households spent less than 20% of their income on rent and 39% spent less than 25% of their income on housing. In comparison, Tallapoosa County residents spending less than 20% of their income on housing accounted for 32% and renters spending less than 25% represented 41%. Alabama home-owners represented 32% and 43%, respectively. Table H-11 displays gross rent as

a percentage of household income for Jackson's Gap, Tallapoosa County, and Alabama between 1990 and 2000.

Table H-11. Gross Rent As A Percentage of Household Income: Jackson's Gap, Tallapoosa County, Alabama										
Percent of Income		Jackson's	Gap	Tallapoosa County			Alabama			
1 creent of income	1990	2000	%Change	1990	2000	%Change	1990	2000	%Change	
Less than 20%	17	20	17.6%	1,365 1,230		-9.9%	139,708	153,017	9.5%	
% of Total	38.6%	30.3%	17.070	39.6%	32.3%	0.070	32.6%	32.6%	3.576	
20 to 24%	0	6	600.0%	361	361	0.0%	52,569	51,356	-2.3%	
% of Total	0.0%	9.1%	000.070	10.5%	9.5%	0.070	12.3%	10.9%	2.570	
25 to 29%	0	11	1100.0%	293	383	30.7%	42,333	41,425	-2.1%	
% of Total	0.0%	16.7%	1100.070	8.5%	10.1%	30.170	9.9%	8.8%	2.170	
30 to 34%	0	1	100.0%	254	210	-17.3%	28,501	29,476	3.4%	
% of Total	0.0%	1.5%	100.070	7.4%	5.5%	17.070	6.7%	6.3%	5.476	
35% or more	11	11	0.0%	693		36.9%	117,289	128,349	9.4%	
% of Total	25.0%	16.7%	0.070	20.1%	24.9%	00.070	27.4%	27.4%	3.470	
Not computed	16	17	6.3%	478	672	40.6%	47,624	65,506	37.5%	
Total	44	66	50.0%	3,444	3,805	10.5%	428,024	469,129	9.6%	

Source: U.S. Census of Population, 1990 and 2000 STF 3.

Analytical Summary

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

Units by Type

- Single-family housing was the dominant housing type found in Jackson's Gap, however, from 1990 to 2000, Jackson's Gap declined in single-family by a significant -22%, while Tallapoosa County and Alabama increased in this housing type by 11% and 14%, respectively.
- In 1990 single-family comprised 70% of the housing stock then dropped substantially to just over half (51%) in 2000.

Tenure and Occupancy

- Jackson's Gap tenure and occupancy patterns somewhat followed Tallapoosa County and Alabama. Between 1990 and 2000, the town increased in occupied units by a slight 4%, while the county increased in occupied units by a somewhat larger 13% and the state climbed by 15%.
- In 2000, approximately 83% of Jackson's Gap homes where occupied, while the Tallapoosa County occupancy rate showed 81% and Alabama 88%. This information indicates that the town was somewhat in line with county and state occupancy patterns.

Vacancy Status

• Jackson's Gap vacancy status tended to differ substantially from Tallapoosa County and Alabama. Between 1990 and 2000, over half (51% to 56%) of the town's vacant units were used for other—non-specified purposes, while the county reported this use between 19% and 26% for all vacancies, and the state showed between 28% and 32%.

Household Size

- In terms of household size Jackson's Gap closely followed Tallapoosa County and Alabama trends. From 1990 to 2000, the town increased in two-person households by 7% and the county and state both grew in this category by 21%.
- In 2000, the dominant household size was the two-person household in the town at 31%, county (35%), and state (33%). However, one-person households followed closely behind at 25% for the Jackson's Gap and 26% for both Tallapoosa County and Alabama.

Housing Stock Age

- Jackson's Gap housing stock in 2000 ranked similar in age to homes in Tallapoosa County and Alabama. The majority (58%) of the town's housing was constructed prior to 1980 while the county and state reported similar figures at 60% and 59%, respectively.
- Housing in Jackson's Gap built prior to 1960 accounted for 27% of the housing stock, while Tallapoosa County reported 26% and Alabama 24%. This information indicates that the town followed housing construction patterns and development similar to the county and state.

Physical Housing Conditions

• Jackson's Gap showed considerable need for physical housing improvements. Approximately 58% of the housing stock was in deteriorating condition and 6% dilapidated. Manufactured housing showed the greatest need with about 63% of homes in deteriorating condition. Approximately 123 (55%) single-family homes were reported deteriorating condition.

Selected Physical Housing Conditions

• Selected physical housing conditions for Jackson's Gap ranked on par with Tallapoosa County and Alabama. Between 1990 and 2000 the town increased slightly in provision of complete plumbing and kitchen facilities by 4% and 6%, respectively, while both the county and state increased in these facilities by slightly more than 16%. However, in 2000 the town, county, and state recorded more than 95% of homes with complete plumbing and kitchen facilities.

Housing Value

- Housing value in Jackson's Gap has somewhat kept pace with Tallapoosa County and Alabama. In 1990 approximately 10% of the town's homes were valued at \$50 K or higher but in 2000 that figure rose to a significant 72%.
- For comparison, the county at 72% showed similar representation and the state reported higher home values at 80%, showing that Jackson's Gap made significant improvement to compete with county and state patterns. However, both Tallapoosa County and Alabama showed considerably higher representation of homes valued above \$99,999, at 31% and 38%, respectively. Jackson's Gap reported 5% in this category.

Housing Affordability

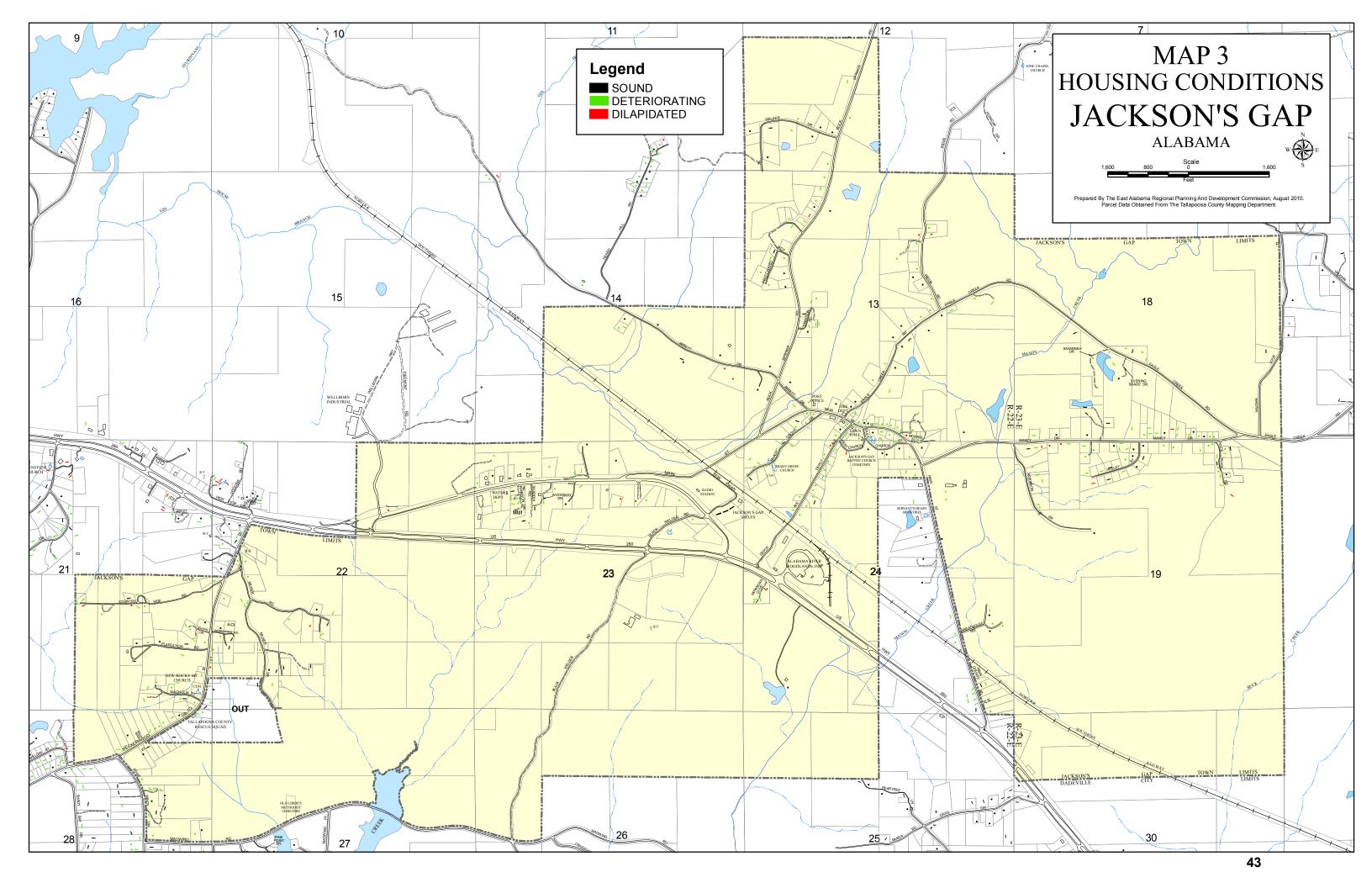
• Cost of living in Jackson's Gap was considerably low compared to Tallapoosa County and Alabama. From 1990 to 2000 median contract rent in the town rose from \$147 to 230 and median gross rent also increased from \$222 to 286 during this time. Median value of owner occupied housing increased to \$57,100 in the town while the county and state reported \$73,600 and \$85,100 respectively.

Affordability of Owner-occupied Housing

• Home-ownership in Jackson's Gap has been relatively affordable. In 2000, approximately 56% of home owners spent less then 20% of their income on housing and 70% spent less than 25% of their income on housing. In comparison, Tallapoosa County residents spending less than 20% of their income on housing accounted for 62% and owners spending less than 25% represented 74%. Alabama home-owners represented 60% and 72%, respectively.

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Renting has been relatively affordable in Jackson's Gap. In 2000, approximately 30% of renting households spent less than 20% of their income on rent and 39% spent less than 25% of their income on housing. In comparison, Tallapoosa County residents spending less than 20% of their income on housing accounted for 32% and renters spending less than 25% represented 41%. Alabama home-owners represented 32% and 43%, respectively.



CHAPTER V: COMMUNITY FACILITIES

Community facilities are crucial to the planning effort, affecting growth and development throughout the town. 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 town. Properties with direct access to utilities such as municipal water, sewer, and power can develop at reduced costs and safely support greater developments than properties in more remote and unserviceable areas. Also, a town creates additional opportunities for growth and development by upgrading and extending their services to other areas of town. 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 four community facilities have been identified and discussed in this chapter. These include: town administration, fire department, law enforcement, and water utilities.

The purpose 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 town clerk. This chapter reviews these findings in text and as a summation in the analytical summary at the end of the chapter.

Town Administration

Town Council

Jackson's Gap town government consists of five council members and the mayor. Elected officials serve 4-year terms. In addition to determining the town budget, town council also makes decisions regarding town departments. The mayor sits on the council to make recommendations and introduce issues and to vote on ordinances and resolutions. An ordinance or resolution must have the mayor's signature to be passed. Should the mayor decide not to sign an ordinance or resolution the council may still pass it with a second vote. The role of the town 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 Town Hall on the second Monday of each month. Offices located in Town Hall include the Mayor's Office, Town Clerk's Office, and Police Chief Office.

Planning Commission

Jackson's Gap Planning Commission primary directive is to serve the community by promoting and guiding development in accordance with town policy and plans. The commission gives final approval or denial of subdivision plats and other development plans and makes recommendations for rezoning to town council. Commission representation consists of nine members, seven of which are appointed by town council, one council representative appointed by town council, and one representative appointed by the mayor. Meetings are called as necessary and held in the Town Council Chambers.

Zoning Board of Adjustments

The Jackson's Gap Zoning Board of Adjustments consists of four members, each appointed by town council to serve a three-year term. The responsibility of the board is to make adjustments to the zoning ordinance involving cases of unjust and unnecessary hardships placed on property owners due to rezoning decisions. The board meets on an as needed basis at Town Hall.

Jackson's Gap Town Administration identified two improvements needed to provide better administrative services to the community. These include the following:

- 1. More police officers needed
- 2. Bring fire rating down from ISO 9

Public Safety

Law Enforcement

The Jackson's Gap Police Department was founded in 1980 with the continuing mission to make the town a safe and secure place to live. Department staff currently consists of one full-time officer and 1 part-time officer. The current ratio of officers to residents is 1 to 800, which is deemed too low. At least 1 more officer is needed in order to provide sufficient town service.

Jackson's Gap police jurisdiction extends approximately 1.5 miles outside the town limits. The most common crime in the town is burglary and theft. However, this crime has been successfully mitigated through visible presence of officers and extra patrols when possible. The police department currently owns and maintains two vehicles, one 2010 Dodge and one 2001 Chevy. There are currently no plans to add to or upgrade the department's fleet.

Fire and Rescue

The Jackson's Gap Fire Department was established in 1976 with the goal of providing fire protection and prevention throughout the community. Department staff comprises 18 volunteer firefighters, called on an as needed basis. Approximately 7 firefighters have completed paramedic training. Based on professional viewpoint the department sustains enough personnel to adequately serve the town's resident population of approximately 700. The fire department's jurisdiction is 5 square miles. Emergency calls are handled through 2 way radio, beepers, and through the Sheriff's Department.

Currently vehicles used by the Jackson's Gap Fire Department include:

- 1—Tanker
- 2—Pumpers
- 1—Rescue Truck

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. The Jackson's Gap Fire Department ISO rating was a Class 9, indicating that the department might not meet fire protection standards, and significant improvements have been deemed necessary. The department could further improve its ISO rating through firefighter training and better record keeping.

The Jackson's Gap Fire Department identified two improvements needed to provide better services to the community. These include:

- 1. Improve the Fire Department's ISO rating from 9 to a 6 or 7
- 2. Hire personnel or unpaid volunteer to ensure the Fire Department establishes and keeps a low ISO rating

Utilities

The Jackson's Gap Water Authority was established in 1968 and provides water services for the community. The Authority is a private company categorized under Water and Sewage Companies and serves approximately 2,000 customers.

Water Utilities

There are approximately 66,797 feet of water main lines in the town, varying in diameter size of less than 2½ inches to 10 inches. The Jackson's Gap Water Authority currently plans to expand water services into the Buxton area to the northeast of Jackson's Gap. Table CF-1 displays water line size and distribution for the Town of Jackson's Gap in 2010.

Table CF-1. Water Line Size and Distribution: Jackson's Gap, 2010									
Water Line Size (Inches Diameter)	Linear Distance (Feet)	Percent Distribution							
2 1/2	342	0.5%							
3	18,777	28.1%							
6	21,206	31.7%							
8	11,637	17.4%							
10	14,835	22.2%							
Total	66,797	100.0%							

Source: EARPDC database, 2010.

Jackson's Gap water system has been determined to provide adequate service in sustaining community 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 industrial. Based on data provided, approximately 70% of town water lines are inventoried at 6 diameter inches and above, indicating suitable infrastructure provision for residential uses and fire protection. The town's water system could support some light to moderate commercial, requiring 8 inch line, but not a significant amount of development. Jackson's Gap should continue to inventory and maintain its current water infrastructure in order to best meet community needs. As residential growth continues the town should extend water lines accordingly. Water line location is shown on Map#5: *Water Utilities*.

The Jackson's Gap Water Authority identified three improvements needed to provide better services to the community. These include:

- 1. More manpower—at least 1 person added to staff
- 2. Rehab old water lines
- 3. Securing a second water source—The Authority currently buys water from Alexander City

Analytical Summary

This analytical summary outlines the top three needs determined by each community facilities entity in the Town of Jackson's Gap in 2010. Results were based on the 2010 Community Facilities Survey distributed and collected by EARPDC and the Town of Jackson's Gap.

Town Administration

- 1. More police officers needed
- 2. Bring fire rating down from ISO 9

Law Enforcement

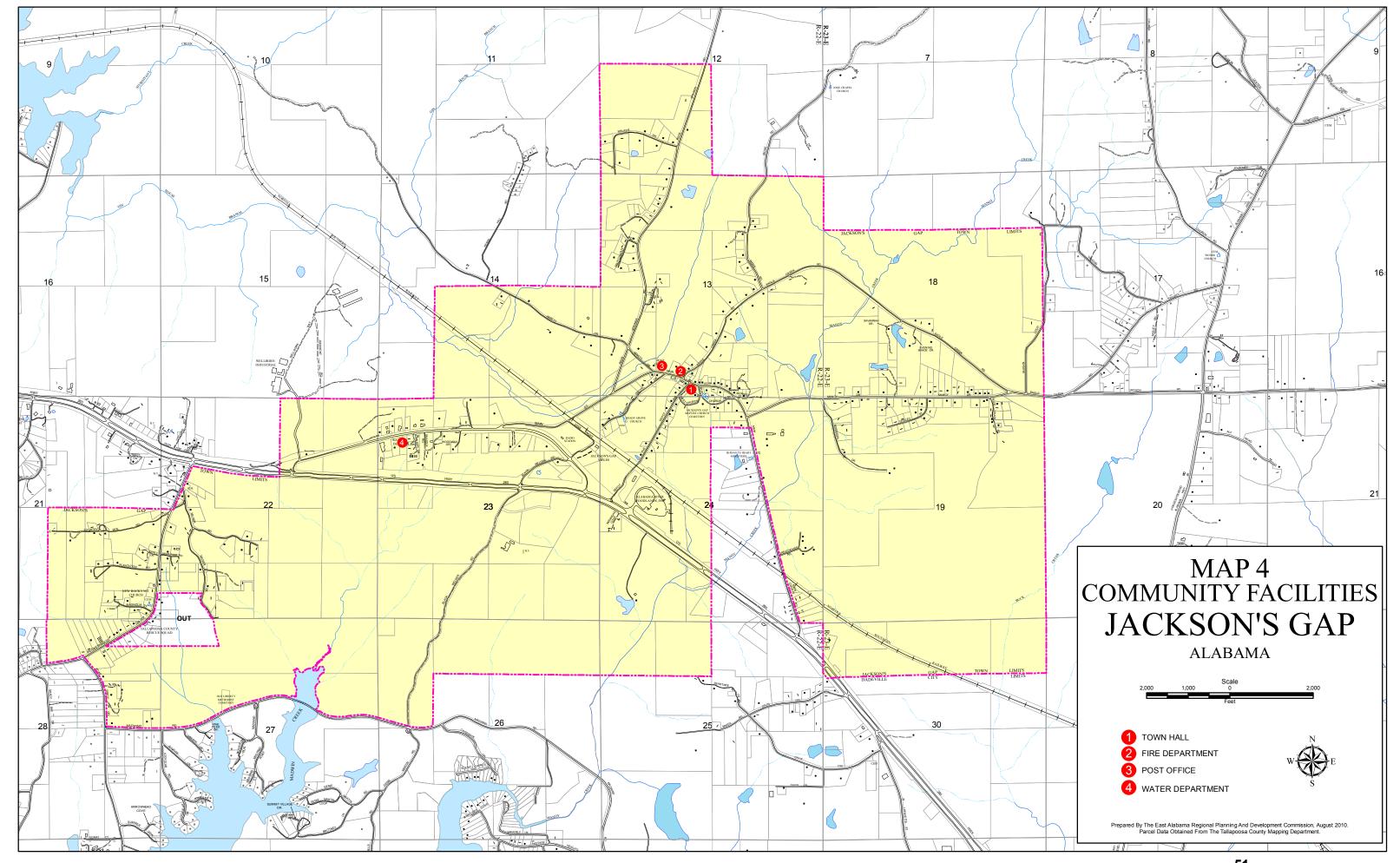
1. At least 1 more officer is needed in order to provide sufficient town service.

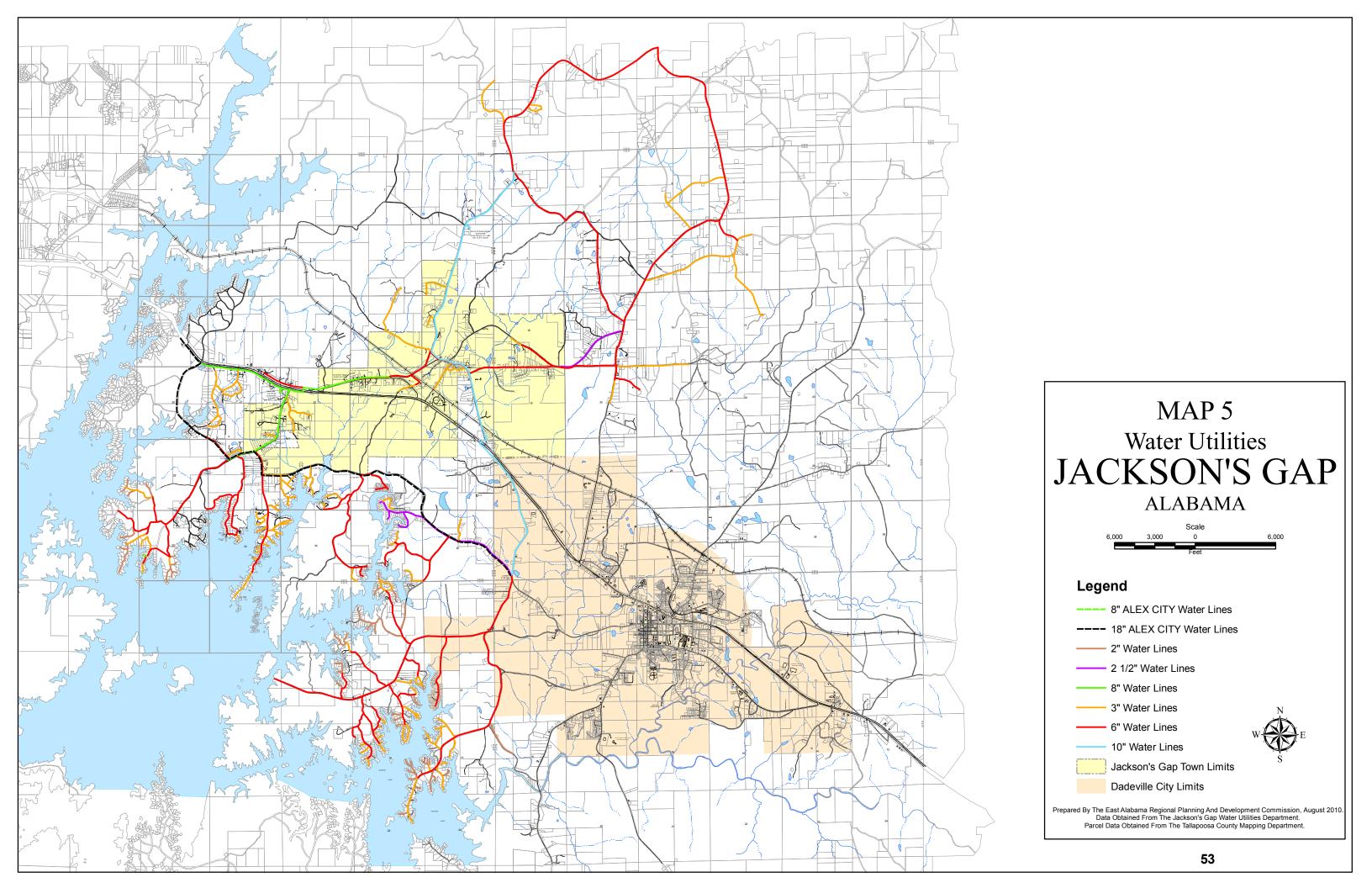
Fire and Rescue

- 1. Improve the Fire Department's ISO rating from 9 to a 6 or 7
- 2. Hire personnel or unpaid volunteer to ensure the Fire Department establishes and keeps a low ISO rating

Water Utilities

- 1. More manpower—at least 1 person added to staff
- 2. Rehab old water lines
- 3. Securing a second water source—The Authority currently buys water from Alexander City





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. Efficient 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 town's existing transportation infrastructure and outline efforts for improving their 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 Town of Jackson's Gap. Traffic volumes along five major routes through the town have been used to calculate maximum capacity and future growth projections. Other modes of transportation, such as bicycling and air transport are also discussed in this section.

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 Town of Jackson's Gap is located approximately 40 miles northeast of Interstate 85.

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. Arterials could also be urban or rural in character. The principal arterial extending through the town is U.S. Hwy 280.

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 Roads

Federal highways are owned and funded by the U.S. Department of Transportation; the State Department of Transportation coordinates improvements on these roadways. Federal highways running through Jackson's Gap include U.S. Highway 280.

Other Federal Roads

These roads are owned and maintained by other federal agencies, such as the U.S. Department of the Interior. Examples of these roadways include national forest roads and national park service roads. There are no federal roads of this sort in the town.

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. State Highway 49 passes close to Jackson's Gap on the eastern side.

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 under written agreement with the county.

Municipal Streets

Municipal streets consist of all other public roads inside town boundaries (excludes private roads). All roads in Jackson's Gap not listed in the other classifications fall into this category. The major municipal routes running through the town are Main Street, Eagle Creek rd., Mancy Drive, and Depot Ave.

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. 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.

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 subtract the V/C of 0.76 from 100. Then 100 - 0.76 = 0.24% which is the 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.

According to Level of Service information, Jackson's Gap showed LOS A, free flow traffic, throughout most of its roadway system, with a few areas, particularly in the downtown recording LOS C, stable traffic flow, indicating that the town, for the most part, should be able to increase in traffic volumes substantially before significant improvements need to be made. Locations for traffic stations and accompanying 2008 traffic counts and LOS in the Jackson's Gap can be seen on Map#6: *Transportation Plan*. Stations are marked in parentheses with 2008 traffic counts and LOS identified below.

U.S. Hwy. 280

Federal Highway U.S. 280 passes through Jackson's Gap, connecting the town with the City of Dadeville in the immediate southeast and continuing further to the Auburn/Opelika metro area. To the nearby northwest of Jackson's Gap is Alexander City and further along the route lies metro Birmingham. The route is classified as a 4-lane divided principal arterial throughout its length and traverses through numerous rural communities in eastern and east/central Alabama. This classification is sustained as such through the Town of Jackson's Gap. Traffic volumes indicate that the highway sustains relatively free traffic flow. Level of Service A (free traffic flow) throughout the route indicates that traffic volumes could increase substantially before improvements need consideration. Table T-1 shows traffic volumes and level of service along U.S. Hwy. 280 in the Town of Jackson's Gap from 2000 to 2008.

Table T-1. Traffic Volumes, US Highway 280: Town of Jackson's Gap										
Location of Traffic Count 2000 2002 2004 2006 2008 # Change % Change LO										
N. Shady Point Dr. (508)	16,790	17,100	16,740	16,990	16,400	-390	-2.3%	В		
N. Peckerwood Rd. (509)	13,570	13,250	13,020	13,290	12,700	-870	-6.4%	Α		
BTW Co. Rd. 57 & Dirt Co. Rd. (804)	11,570	11,810	11,760	12,060	11,470	-100	-0.9%	Α		
N. State Rt. 49 (510)	11,720	11,930	11,180	11,490	10,900	-820	-7.0%	Α		

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

Traffic volumes along U.S. Hwy. 280 decreased somewhat substantially along the section traversing the town. The greatest decline occurred in the western portion of the town near Alexander City with a drop from 13,570 AADT in 2000 to 12,700 in 2008, a decline of -6%. Maximum capacity for a 4-lane divided principal arterial highway is set at 32,500 AADT for an undeveloped rural area and 36,900 for rural developed, indicating that 2008 traffic volumes ranging from 10,900 to 16,400 would need to double in order to approach capacity along this route. This information suggests that significant traffic improvements along U.S. Hwy. 280 through the town should not be needed in the near future.

AL Hwy. 49

Alabama State Route 49 by-passes Jackson's Gap in the eastern portion, however, the town should consider traffic conditions along this route with any plans for annexation. The route connects to the City of Dadeville to the immediate south and Interstate 85 further along this direction. To the north AL Hwy. 49 joins with numerous small towns and Talladega National Forest near the Anniston/Oxford metro area. The route is classified as a 2-lane undivided minor rural arterial with much of the land along this route being rural in nature, thus exemplifying low traffic counts. Level of service throughout the examined area was at LOS A, free flow traffic, showing little need for considerable improvements in the near future. Maximum capacity for AL Hwy. 49 is set at 17,800 indicating that under current conditions, ranging between 1,000 and 2,000 AADT, traffic could increase substantially before improvements would need to be made. Table T-2 examines traffic volumes and level of service along AL Hwy. 49 in the Town of Jackson's Gap from 2000 to 2008.

Table T-2. Traffic Volumes, AL Highway 49: Town of Jackson's Gap								
Location of Traffic Count	2000	2002	2004	2006	2008	# Change	% Change	LOS
BTW. Eagle Creek and Sessions (816)	950	920	960	930	1,000	50	5.3%	Α
NE of Co. Rd. 44 (817)	1,230	1,150	1,250	1,250	1,320	90	7.3%	Α
N. of US HWY 280 (523)	1,870	1,850	2,170	2,160	2,230	360	19.3%	Α

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

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 a 10-year period is shown below:

- 1. Calculate the difference between the traffic volumes in the past 10 years. 2005 AADT is 10,230 1995 AADT is 10,010. 10,230 10,010 = 220.
- 2. Second, the difference is divided by the earliest AADT examined, which is 1995 data. Difference is 220/ AADT 1995 is 10,010. 220/ 10,010 = .0219 or 2.2%, which is the growth rate for the 10-year period.
- 3. Third, the growth rate is multiplied by the traffic volume of the most recent year. Growth rate is 2.2 x 10,230 AADT 2005. .0219 x 10,230 = 224.84. This calculation produces the estimated increase over the next 10-year period, which is 224.84.
- 4. Lastly, the estimated increase and the most recent AADT are summed. Estimated increase 224.84 + 10,230 AADT 2005. 224.84 + 10,230 = 10,455. This calculation gives us the projected traffic count on this section of road for 2015, which is 10,455.

Traffic projections have been calculated for the year 2016 as well as probable Level of Service at these count stations in the town at this time. Traffic volumes for 2000 and 2008 have been used for point of reference data.

Traffic projections indicate that Jackson's Gap should have substantially free traffic flow into 2017. LOS A, free traffic flow, is shown throughout the town considering volume growth as a general trend. Table T-3 displays AADT in 2000 and 2008 as well as 2016 traffic projections and accompanying LOS for the town's major roadways.

Table T-3. Annual Average Daily Traffic Projections, 2008-2016							
Roadway	Location of Traffic Count	2000	2008	2016	LOS		
U.S. Hwy. 280	N. Shady Point Dr. (508)	16,790	16,400	16,010	В		
	N. Peckerwood Rd. (509)	13,570	12,700	11,830	Α		
	BTW Co. Rd. 57 & Dirt Co. Rd. (804)	11,570	11,470	11,370	Α		
	N. State Rt. 49 (510)	11,720	10,900	10,080	Α		
AL Hwy. 49	BTW. Eagle Creek and Sessions (816)	950	1,000	1,050	Α		
	NE of Co. Rd. 44 (817)	1,230	1,320	1,410	Α		
	N. of US HWY 280 (523)	1,870	2,230	2,590	Α		

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

Highway Access Management

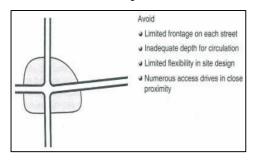
Highway access management plays an important role in transportation efficiency, management, and safety. Many communities and other developed areas throughout the country have neglected proper access management standards, resulting in mismanaged traffic coordination and unnecessary congestion and gridlock at major intersections. As the community promotes development along the major highway corridors Jackson's Gap 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. Once established, these guidelines could be used to create a practical set of access management regulations to be included in the town'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 throughout the city street system. The comprehensive plan is not intended to serve as an exhaustive and complete guidebook or manual for access management, rather it offers a set of basic planning principals drawn in as a basis for more in depth study. These guidelines and subsequent figures selected from the *Highway Access Management Manual*, produced by the Transportation Research Board of the National Academies, are listed as follows:

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, better traffic circulation throughout the commercial area, flexibility in site design, and fewer access problems at the intersection. Figure T-1 shows improper placement of commercial activity centers, while Figure T-2 illustrates proper commercial center placement.



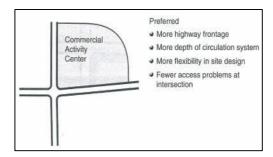
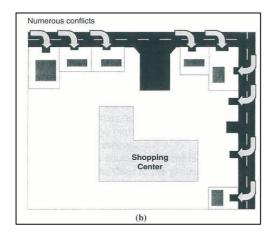


Figure T-1. Improper Commercial Node.

Figure T-2. Proper Commercial Node

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.





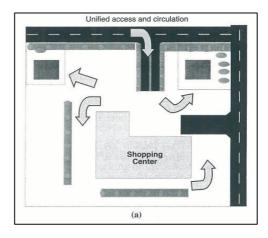


Figure T-4. Proper Corner Parcel Access

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,

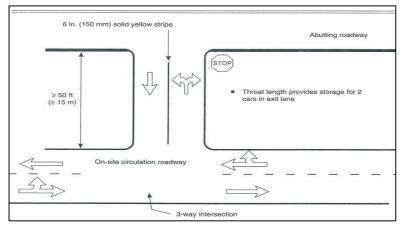


Figure T-5. Proper Throat Length

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.

Grid-pattern Connectivity

The most critical component of highway access management is a unified and well integrated roadway network system. Without such as 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

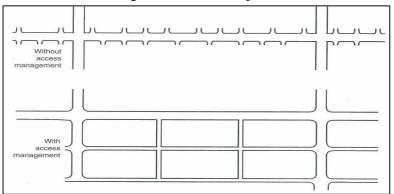


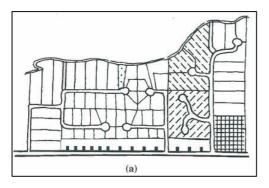
Figure T-6 illustrates two street systems—one without access management and numerous direct access points to individual parcels, and the other with access management showing a supporting street system with direct access only at connector and local street intersections.

and local roads, not arterial roads.

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.



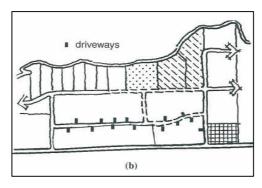


Figure T-7. Improper Connectivity

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.

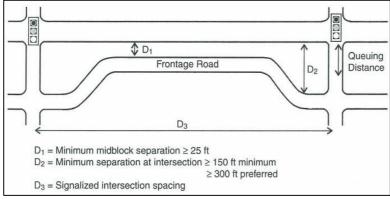


Figure T-9. Minimum Separation for Frontage Roads

Analytical Summary

The analytical summary for transportation provides a general outline describing road classifications, maximum capacity, capacity assessment, MPO planned improvements, and additional recommendations for the following major routes in town:

U.S. Hwy. 280

Classification: The route is classified as a 4-lane divided principal arterial throughout its length in Jackson's Gap and serves as the primary roadway in the town.

Maximum Capacity: 32,500

Capacity Assessment: Maximum capacity level for a 4-lane principal arterial highway is set 32,500, indicating that with the highest AADT at 16,400 traffic volumes could increase considerably before improvements need consideration. Level of Service B, stable traffic flow, also verifies this conclusion.

MPO Planned Improvements: None

Recommendations: No significant improvements needed.

AL Hwy. 49

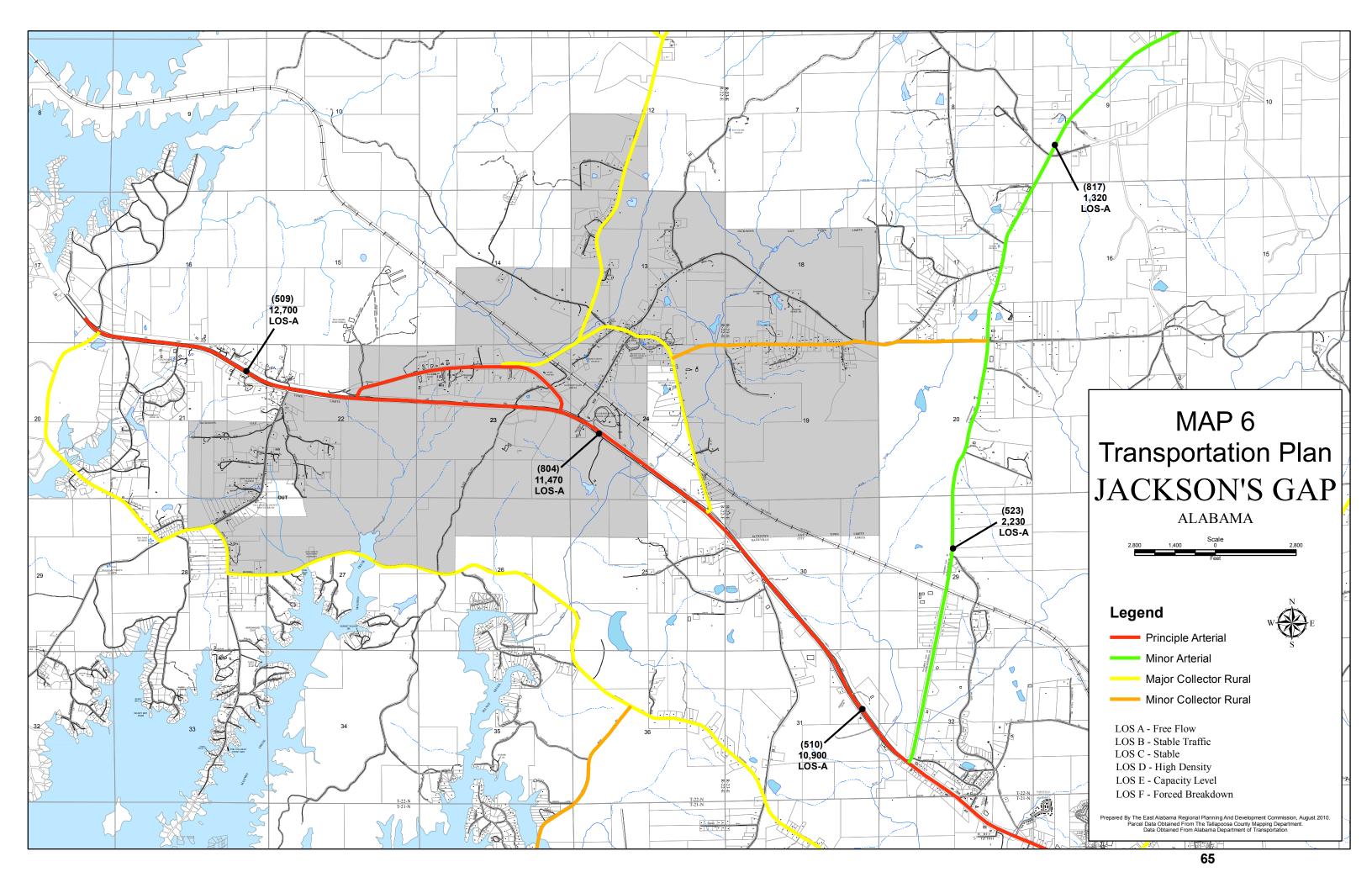
Classification: The route is classified as a 2-lane undivided rural minor arterial throughout its length from the City of Dadeville to Talladega National Forest.

Maximum Capacity: 17,800

Capacity Assessment: Maximum capacity level for a 2-lane undivided rural minor arterial is set at 17,800 indicating that with a 2008 AADT between 1,000 and 2,230, traffic volumes could increase multiple times before capacity is reached. Level of Service A, free traffic flow, also verifies this information.

MPO Planned Improvements: None

Recommendations: No significant improvements needed.



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 ecotourism. 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 Jackson's Gap 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

Jackson's Gap is located in the central section of Tallapoosa County approximately 70 miles north of Montgomery and 85 miles southeast of Birmingham. Major natural resources in the area include Talladega National Forest, approximately 35 miles to the northwest and Lake Martin, on the town's western boundary. Lake Martin is the town's major natural resource and amenity. Known as possibly the most beautiful lake in the south, Lake Martin offers 750 miles of shoreline and 44,000 acres of crystal clear water for fishing, swimming, skiing, sailing, and motor-boating. The lake area is also considered one of the nation's most prestigious retirement communities in regards to luxurious lakefront living. Other than steep slopes in some areas, environmental constraints are not a significantly prevalent problem to development. The town should be able to develop and expand reasonably well without environmental hindrance.

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, wetlands, areas unfit for septic systems, and shrink/swell soils in the town. Jackson's Gap land area is composed of a broad range of soil series classifications, which identify the

previously mentioned constraints. The *Environmental Constraints* Map (Map#7) identifies and locates Jackson's Gap 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 Natural Resources Conservation Service. The following highlights list environmental constraints in town along with their associated soil series, characteristics, and pertaining development limitations:

- Steep Slope—Series include a variety of complex types such as, Gwinnett-Agricola, Madison-Louisa, Pacolet-Rion, and Tallapoosa-Fruithurst which account for approximately 91% of Tallapoosa County soils with steep slope characteristics. Series is characterized by deep, well-drained, moderately permeable soils on uplands, formed in residuum weathered from cherty limestone. Slopes range from 2 to 45 percent, but dominantly 6 to 15 percent. Areas should be restricted to low intensity development such as agricultural or single-family residential for most proper land use. Prior to development, stabilization precautions should be determined and implemented in steep slope areas in order to mitigate landslides and erosion.
- *Floodplains/Wetlands*—Series include soil types such as Chewacla-Cartecay, Wehadkee, and Tocca, which account for approximately 89% of the county's soils with floodplain/wetland characteristics. Soil characteristics consists of deep, somewhat poorly drained, slowly permeable soils formed in thick beds of loamy alluvium deposited from upland sandstone and shale. Slope ranges are limited at 0 to 2 percent. Similar to steep slope areas, floodplains should be restricted to low intensity development such as agricultural or single-family residential for most proper land use. Prior to development, floodplain hazard mitigation strategies must be determined and implemented in order to enhance flood protection and limit potential damage.
- Septic Restrictive Areas—Soil types consist of Cowarts, Hard Labor, Mecklenburg, Tallapoosa —Baden-Fruithurst, accounting for 82% of the county's soil deemed septic restrictive. Soil is characterized as moderately deep, moderately well drained, slowly permeable soils on uplands. Slopes range from 1 to 35 percent, but dominantly 1 to 5 percent. Due to slow percolation and low depth to bedrock areas with these soils are unfit for septic systems.
- *Shrink/Swell*—Soil types include Wynott-Winnsboro. Soil is characterized as very stony, with 6 to 15 percent slope, and is restrictive in nature to substantial development due to extensive shrinking and swelling under wet or dry conditions. As a general rule, areas with substantial shrink/swell conditions should not sustain intensive development.

Steep Slopes

Steep slopes are an environmental constraint worthy of attention. Many slopes have weak or lose 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 acerbates 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.

The Environmental Constraints Map (Map#7) shows a considerable amount of land in steep-slope areas, however, most of these situations are not of considerable restraint to more intensive development.

Floodplains

Floodplains are areas highly susceptible to flood conditions occurring during extreme rainfall and should thus be reserved for minimal development. 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.

Floodplains are not a considerable constraint to the town. The most significant floodplains in Jackson's Gap are found in the eastern portion of town. For more detail see Map#7: *Environmental Constraints*.

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. Ecotourism 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. Jackson's Gap primary water body is the Lake Martin a short distance to the west and southwest of town. Jackson's Gap should continue to plan and develop policy to protect water quality in Lake Martin and its adjoining tributaries, utilizing local organizations such as the Tallapoosa Clean Water Partnership and Lake Martin Lake Watch.

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 lead 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.

Jackson's Gap exhibits determined wetland areas in the eastern portion of town, in agricultural areas. For more detail see Map#7: *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. The town should consider identifying lands sensitive to environmental degradation and working with the Alabama Land Trust to adequately reserve and manage land for wildlife preservation. The Alabama Land Trust is a cooperative organization that helps landowners protect and manage their land through Land Protection and Land Stewardship Programs. These programs allow landowners, through the use of conservation easements, 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, ALT has preserved about 60,000 acres of open space throughout the state.

With the natural amenity of Lake Martin and an abundance of wilderness land Jackson's Gap should consider planning for wildlife preservation in order to promote environmental protection and enhance the town's draw as an outdoor recreational community.

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.

Tallapoosa County is home to a diverse population of plants and animals. A few of these species are ESA listed as threatened and endangered and should be considered for preservation purposes.

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Threatened species in the county include the Bald Eagle and Fine-lined Pocketbook Mussel. The Red-cockaded Woodpecker is the only endangered listed species known to occur in the county.

Aviary Animals

Bald Eagle—Recognized as the symbol of our country, adult bald eagles have dark bodies with a distinctive white head, neck, and tail feathers. Young eagles are less identifiable, having not yet grown their white feathers until after one year. The bald eagle is a large bird with a body length of 28 to 32 inches and a wingspan of 6 to 7 feet. Eagles catch and eat live fish from lakes and streams and wild game, however, they will also scavenger for dead animals. Nests for raising their young



are primarily located at the tops of tall trees near the water and are re-used every year. Although the Bald Eagle is listed as a threatened species, their numbers are steadily increasing across the nation. Guidelines for protecting bald eagles, formulated by the U.S. Fish and Wildlife Service, recommend restricting activities and disturbances around known Bald Eagle nesting sites. Nearby counties where the eagle is known to occur include neighboring Elmore County. The Bald Eagle is has also been found in various counties throughout the state and in particular in northern Alabama.

Red-cockaded Woodpecker—is a small black and white bird (7-8 inches in length)



distinguishable from other black and white woodpeckers by its large white cheek patch and zebra stripped or laddered back. Despite the name, no red is visible. The red-cockaded woodpecker is also the only woodpecker in Alabama that lives in living pine trees by drilling a three-inch diameter into the heart of the tree. The birds tend to flock in small groups on a one to ten acre colony or cluster and feed on mites, insects, and larvae underneath the tree bark. Since nesting requires large and old (65 years and older) pines the woodpeckers do not occur in many places. Dens found in an area should be kept in tact until an experienced biologist can determine if the site is still active. The U.S. Fish and Wildlife Service and other conservation agencies provide management advice for preserving active woodpecker dens and

nesting sites. Nearby counties where the Red-cockaded woodpecker is know to occur include Macon, Coosa, and Clay Counties.

Invertebrates

The Fine-lined Pocketbook Mussel is the only invertebrate mollusk in Tallapoosa County listed on the threatened species list. Other nearby counties where the Fine-lined Pocketbook Mussel is known to occur include Elmore, Lee, Clay, Macon, and Talladega Counties.

As a part of policy to preserve the natural environment and inherent species diversity, Jackson's Gap 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 legal 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 of 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 and sets forth broad recommendations. Environmental constraints pose significant limitations for land use and development, thus requiring careful consideration of proper planning and mitigation measures. The topics indicated below describe these considerations and offer opportunities for more effective and efficient land use.

Soil Characteristics

- Steep Slope—Series include a variety of complex types such as, Gwinnett-Agricola, Madison-Louisa, Pacolet-Rion, and Tallapoosa-Fruithurst which account for approximately 91% of Tallapoosa County soils with steep slope characteristics. Areas should be restricted to low intensity development such as agricultural or single-family residential for most proper land use.
- **Floodplains/Wetlands**—Series include soil types such as Chewacla-Cartecay, Wehadkee, and Tocca, which account for approximately 89% of the county's soils with floodplain/wetland characteristics. Similar to steep slope areas, floodplains should be restricted to low intensity development such as agricultural or single-family residential for most proper land use.
- **Septic Restrictive**—Soil types consist of Cowarts, Hard Labor, Mecklenburg, Tallapoosa Baden-Fruithurst, accounting for 82% of the county's soil deemed septic restrictive. Due to slow percolation and low depth to bedrock areas with these soils are unfit for septic systems.
- **Shrink/Swell**—Soil types include Wynott-Winnsboro at 100%. Soil is characterized as very stony, with 6 to 15 percent slope, and is restrictive in nature to substantial development due to extensive shrinking and swelling under wet or dry conditions.

Steep Slopes

• Steep slopes do not pose a significant environmental constraint in the city. The Environmental Constraints Map (Map#7) shows a considerable amount of land in steep-slope areas, however, most of these situations are not of considerable restraint to more intensive development.

Floodplains

• Floodplains are not a considerable constraint to the town. The most significant floodplains in Jackson's Gap are found in the eastern portion of town. For more detail see Map#7: *Environmental Constraints*.

Water Resources

• Jackson's Gap primary water body is the Lake Martin a short distance to the west and southwest of town. Jackson's Gap should continue to plan and develop policy to protect water quality in Lake Martin and its adjoining tributaries, utilizing local organizations such as the Tallapoosa Clean Water Partnership and Lake Martin Lake Watch.

Wetlands

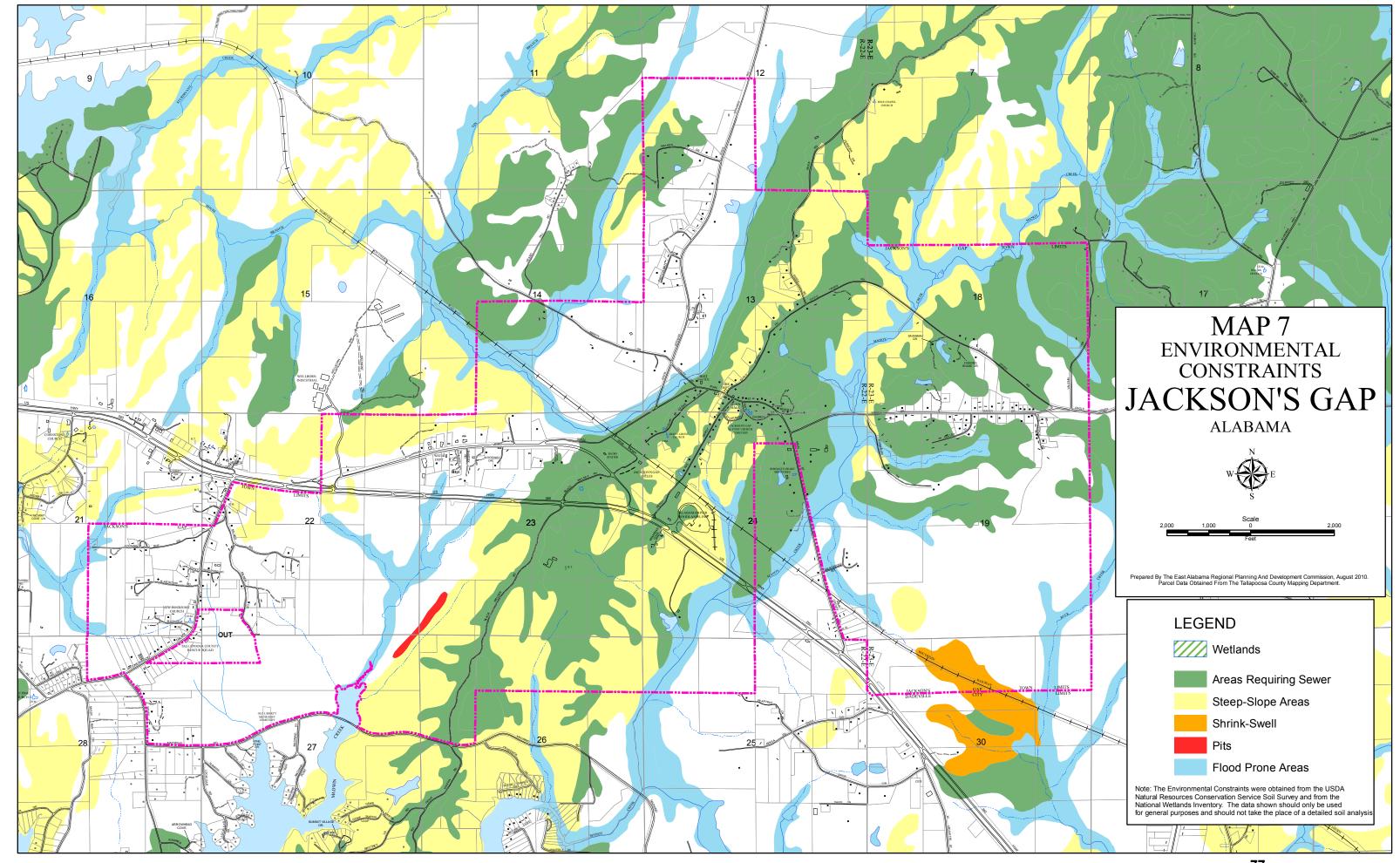
• Jackson's Gap exhibits determined wetland areas in the eastern portion of town, in agricultural areas.

Wildlife Habitats

• With the natural amenity of Lake Martin and an abundance of wilderness land Jackson's Gap should consider planning for wildlife preservation in order to promote environmental protection and enhance the town's draw as an outdoor recreational community.

Threatened and Endangered Species

- An examination of threatened and endangered species in Tallapoosa County shows the Bald Eagle and Fine-Lined Pocketbook Mussel on the threatened list and the Red-cockaded Woodpecker as endangered.
- As a part of policy to preserve the natural environment and inherent species diversity, Jackson's Gap should implement best management practices for forestry, maintained and updated by the Alabama Forestry Commission, taking the previously mentioned threatened and endangered species into account. These management practices are not legal 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 of 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.



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 town 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 town.

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 town. The future land use plan and accompanying *Future Land Use* Map (Map#10) 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#9), 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 Jackson's Gap Comprehensive Plan.

Single-Family Residential

Areas intended for detached homes designed to house one family, including manufactured homes on individual lots.

Multi-Family Residential

Areas intended for structures that contain two or more independent housing units, including duplexes, townhouses, and apartment buildings.

Manufactured Home Park

Areas intended for manufactured homes not on individual lots.

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 town 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 town limits. Jackson's Gap has approximately 5,631 total acres within the town limits, which includes right-of-ways and bodies of water and 10,015 land acres. Approximately 3,856 acres (85% of the land) in the town are undeveloped leaving room for development as environmental constraints allow. For more detail on existing land use see Map#8: *Existing Land Use*. Table LU-1 shows existing land use acreage for the Town of Jackson's Gap in 2010.

Table LU-1. Existing Land Use Acreage: Town of Jackson's Gap, 2010							
Land Use Category	Acres in City	% of Total Land Area	% of Developed Land Area				
Agricultural	165.1	3.7%	22.8%				
Commercial	34.9	0.8%	4.8%				
Industrial	33	0.7%	4.6%				
Single-Family Residential	407.7	9.0%	56.3%				
Multi-Family Residential	4.4	0.1%	0.6%				
Park and Recreation	0	0.0%	0.0%				
Public	16.1	0.4%	2.2%				
Undeveloped	3,856.5	85.4%	N/A				
Total Land Area	4,517.7	100.0%	N/A				
Total Developed Land	724.5	16.0%	100.0%				
Total Water in City	352.4	N/A	N/A				
Total City Acreage	5,631.5	N/A	N/A				

Source: EARPDC database, 2010.

Agriculture

Since approximately 16% of the land within Jackson's Gap is developed, agriculture constitutes a substantial portion of developed land at 3% with 1,156 acres. Approximately 22% of developed land in Jackson's Gap is used for agriculture. The primary agricultural areas within the town are located in the south central portion of the town with small areas on the western, southern and eastern borders.

Commercial

Approximately 34 acres (0.8% of the total land and 4% of developed land) in Jackson's Gap is dedicated to commercial development. Much of this land is located in the downtown area and along U.S. Hwy. 280. A substantial goal for the town is to promote and enhance commercial development through small business establishments in the downtown. Jackson's Gap should acquire additional land for commercial development along U.S. Hwy. 280 in preparation for growth which could be spurred by encroachment from Dadeville in the southeast and Alexander City to the northwest.

Industrial

Jackson's Gap uses about 33 acres for industrial development (0.7% of the total land use and 4% developed). The town's industry is categorized as general manufacturing and located primarily along U.S. Hwy 280 in the central portion of town. The site is a prime area for industrial recruitment with convenient U.S. highway 280 and rail access near the central town area.

Residential

Residential land use in the form of single-family housing is spread throughout the town, particularly in the northern and central part of town with the southern areas reasonably limited. Single-family residential is substantially the largest residential use in town, constituting 407 acres and accounting for 56% of total developed land in town. Multi-family land use throughout Jackson's Gap is sparse, accounting for less than 1% of total developed land use.

Public/Parks and Recreation

Jackson's Gap currently reserves no areas for parks and recreation. However, nearby Lake Martin provides abundant opportunities for outdoor recreation.

Undeveloped

The single most dominate land use in the town is undeveloped, consisting of 3,856 acres and 85% of total land use. The majority of this land is spread out fairly evenly throughout the town with the largest concentrations in the south. Although steep slopes represent a significant constraint, this land could be used for commercial and industrial development, particularly along U.S. Hwy. 280.

Zoning Patterns

Zoning plays an important role in the growth and development of the town 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 town. 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 town's zoning ordinance and zoning map (Map#9: *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 dominant zoning district in Jackson's Gap was agriculture at 84% of all zoned land. Single-family Residential followed substantially behind at 9%. Commercial zoning accounted for approximately 5% of the town's zoning while manufacturing reported less than 1%. This information indicates that Jackson's Gap is primarily an agricultural community with some single-family and very little commercial and manufacturing accommodation. Table LU-2 examines zoning acreage and percent of total for Jackson's Gap in 2010.

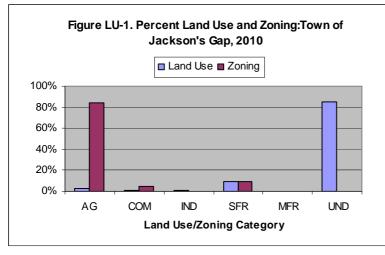
Table LU-2. Zoning Acreage and Percent of Total: Town of Jackson's Gap, 2010								
Zoning	District Classification	Acres Zoned	% of Total	Acres Zoned	% of Total			
AG	Agricultural	3,811.2	84.4%	3,811.2	84.4%			
R-1	Single Family Residential	439.3	9.7%	443.4	9.8%			
R-2	Multi-Family Residential	4.1	0.1%	445.4				
VC	Village Commercial	2.9	0.06%	258.2	5.7%			
HC	Highway Commercial	255.3	5.7%	250.2	J.1 /6			
LM	Light Manufacturing	3.7	0.1%	3.7	0.1%			
Totals		4,516.5	100.0%	4,516.5	100.0%			

Source: EARPDC database, 2010.

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 town. 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 town should grow.

In 2010, single-family residential was the dominant land use at 9% for Jackson's Gap. Approximately 9% of Jackson's Gap is zoned for residential suggesting that the town should expand its residential districts or add new ones in strategic locations in order to grow in home



development. Multi-family land use and zoning accounted for less than 1% of the total land area, indicating low priority for residential densities higher than single-family. Figure LU-1 compares percent land use and zoning for Jackson's Gap in 2010.

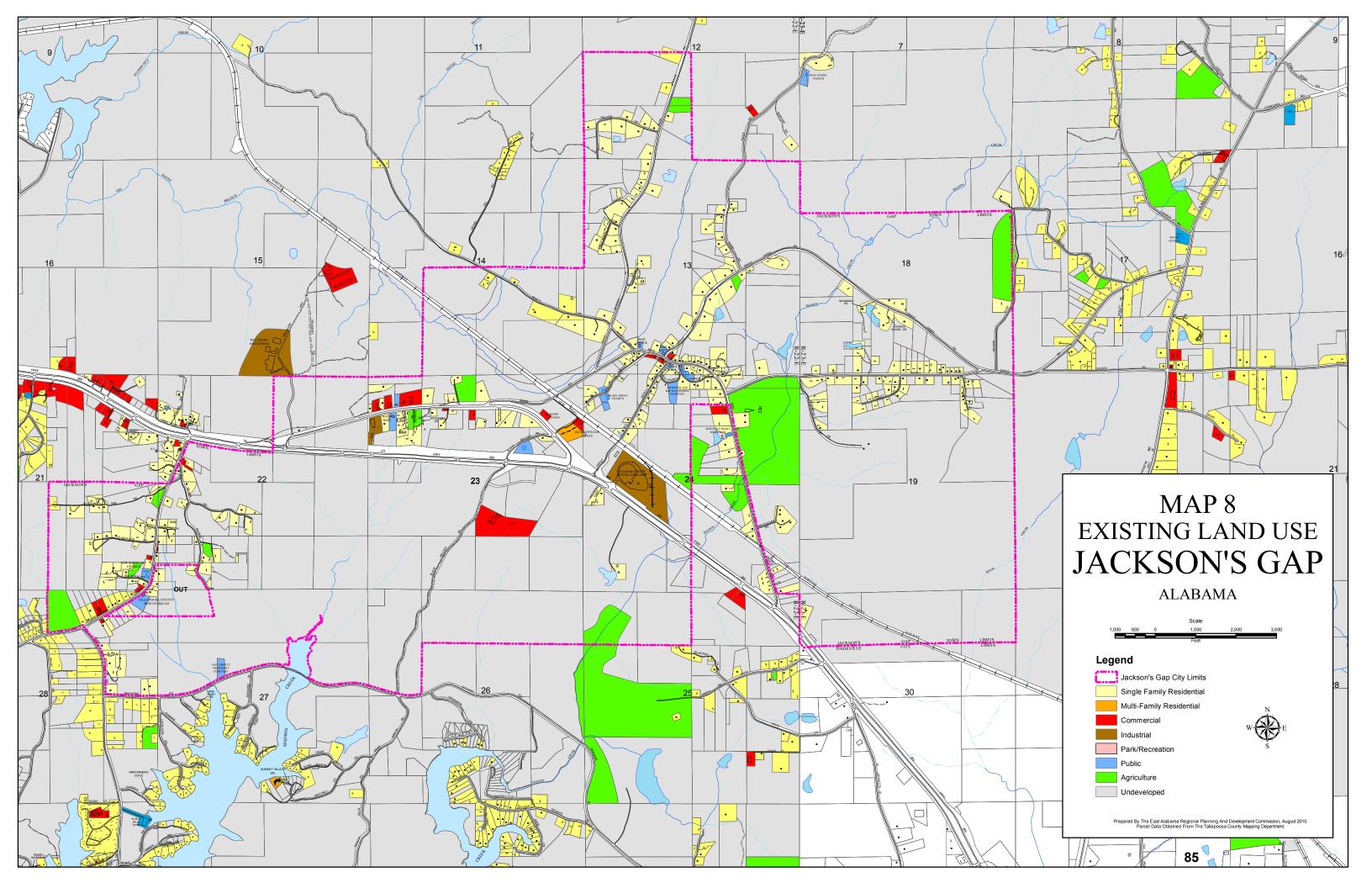
Agricultural followed singlefamily, representing the second most significant portion of land use at 3% with expansion provided through zoning at 84% of the town land area, indicating that the town holds substantial land available for agriculture. Commercial and industrial purposes followed distantly, both representing less than 1% of land use. Zoning for commercial represented 5% of the land area, while industrial showed less than 1%. As development continues in Jackson's Gap, primarily along U.S. Hwy. 280, the town should consider zoning more land for commercial and industrial use in preparation for this sort of development. Commercial should be encouraged primarily in the downtown and at strategic locations along U.S. Hwy. 280 while industry should locate on the outskirts of town, also along this highway, where more land is available.

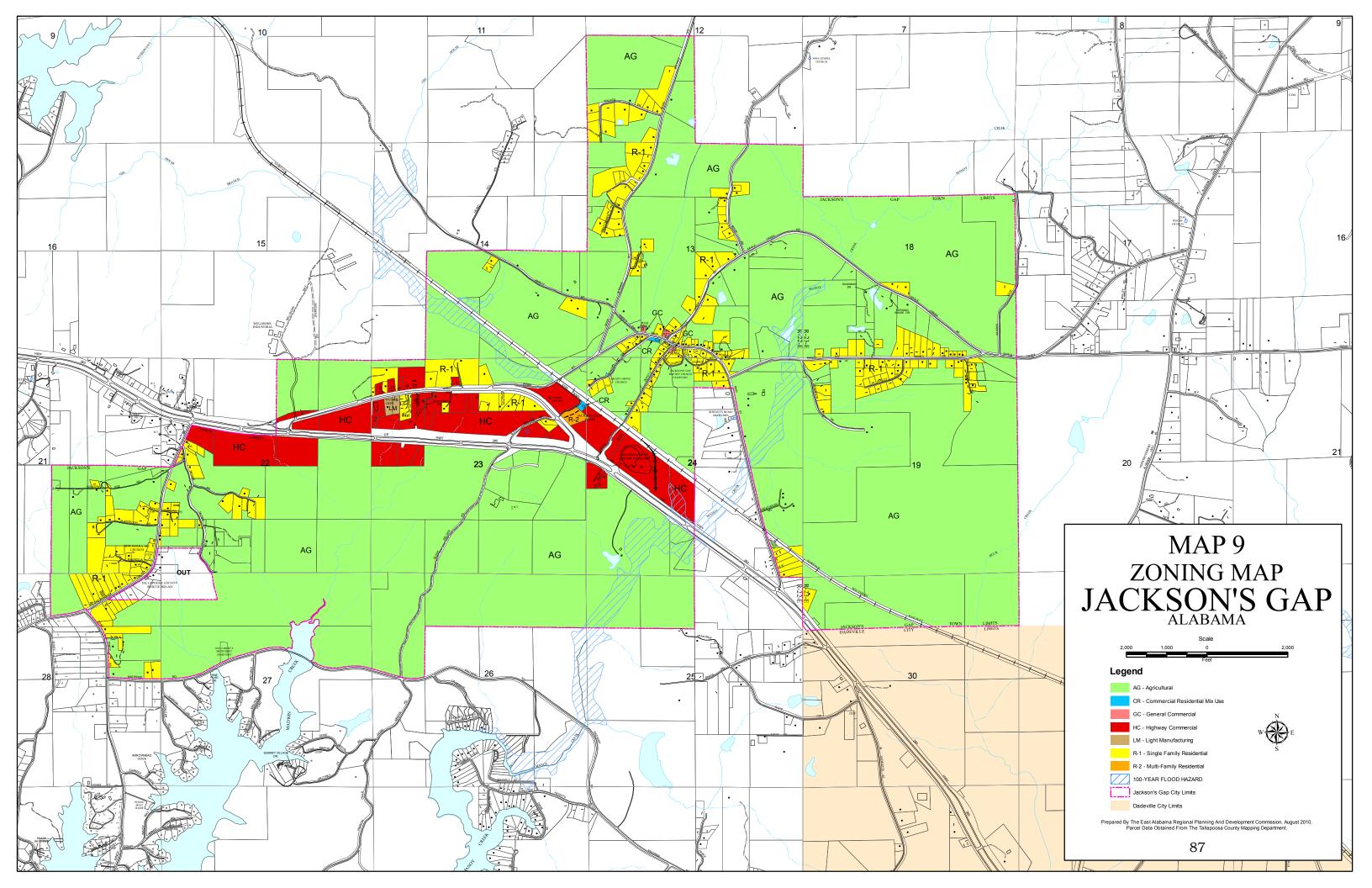
Future Land Use Plan

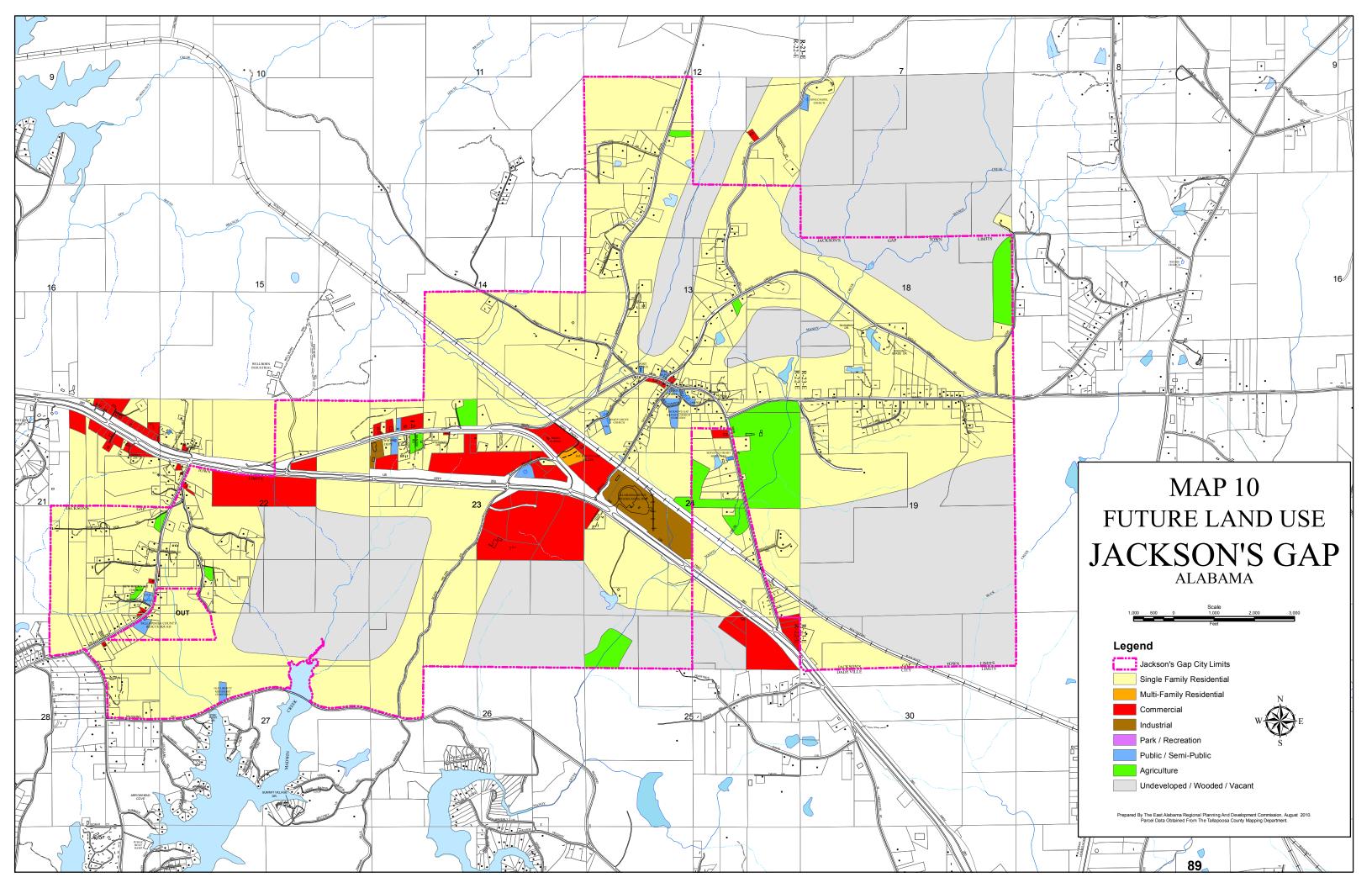
As a community grows and expands, a plan for land use and development is critical for guiding the city in a manner that logically and efficiently meets city goals and objectives. The Town of Jackson's Gap desires to grow in a manner that effectively and efficiently utilizes land and community resources. The future land use plan and accompanying map (See Map#10: *Future Land Use*) provides general guidance in this directive.

As previously discussed, Jackson's Gap is limited in its ability to grow due to adjacent borders with the City of Dadeville to the southeast and Lake Martin and Alexander City to the northwest. The town's primary growth will most likely occur along U.S. Hwy. 280 as Alexander City and Dadeville grow in commercial development towards Jackson's Gap. Current zoning allows for much more of this land to be used for commercial immediately adjacent to U.S. Hwy. 280 and for general manufacturing along large tracts also adjacent the highway (See Map#9: *Zoning*). The following highlights are general recommendations for land use planning and development in the Town of Jackson's Gap:

- The most intensive commercial use such as highway commercial should be established along U.S. Hwy. 280, while lighter forms of commercial such as Village Commercial should be promoted and encouraged in the downtown and in less intensive use areas in order to conserve space and protect small scale neighborhoods.
- Single-family residential should be promoted and encouraged to concentrate near areas suited for parks and recreation and in agricultural areas with convenient proximity to the downtown.
- Wetlands and flood prone areas should be preserved 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.
- Annex Wellborn and possible concrete industry into the town.
- Annex land east of town along Crouch rd. to AL Hwy. 49.
- Annex land in the central section of town, incorporating a section of railroad and US Hwy. 280.
- Annex land to the south along Lake Martin







CHAPTER IX: COMMUNITY VISIONING PROCESS

The strategic community visioning process, as described and implemented in this comprehensive plan, is modeled after a Community Visioning Guide produced by the Oregon Visions Project, a voluntary committee of planning professionals sponsored by the Oregon Chapter of the American Planning Association. Established in 1992, the Oregon model has been used, with suitable success, by many small communities throughout the State of Oregon. The model is not intended to provide a perfect visioning process for every community, but should establish a basic foundation upon which goals and objectives are created and implemented.

The basis of the strategic community visioning process is to create and implement a means through which the community can accurately identify and prioritize needs, and determine a plan to meet those needs. The process strives to encourage a focus on long-range planning by examining the "bigger" picture and posing the following questions: Where are we now? Where are we going? Where do we want to be? How do we get there?

In order to address these questions and formulate a plan, the community visioning process is organized into four steps, listed as follows:

- Step 1: Community Profile. Where are we now?
- Step 2: Trends Analysis. Where are we going?
- Step 3: Community Visioning. Where do we want to be?
- Step 4: Action Plan. How do we get there?

Step 1: Community Profile. Where are we now?

The purpose of the community profile is to establish the foundation upon which the plan is formed and progress measured. Products produced in this beginning phase include the following:

- SWOT Analysis and Prioritized SWOT Analysis
- Significant Findings and Community Statistical Profile

SWOT Analysis

The initial phase of the community visioning process for the Town of Jackson's Gap involved engaging community participation in a SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis (See Appendix A for complete details). The SWOT Analysis was further refined by prioritizing the three most important items (in no particular order) in each category. These items are listed as follows:

Strengths

- **Location**—Convenient access to U.S. Hwy. 280 and the major metro markets of Auburn/Opelika to the southeast and Birmingham to the northwest. Lake Martin in the area.
- Active Local Church Organizations—Provide support for community goals and activities.

Weaknesses

- **Relation Between Town and Local Government**—Better and more open communication needed between local officials and the community.
- Water Supply and Distribution—Water supply is needed on the opposite side of the new U.S. Hwy. 280.
- **Services for Seniors**—Better service is needed for seniors in terms of housing, transportation, and medical assistance.
- **Fire Protection**—Fire Department needs to raise its ISO rating.

Opportunities

- Promote and Encourage Cooperation between the Town and Jackson's Gap Water Authority—Opportunity to work together to meet goals for better water distribution throughout the town.
- Commercial Development along U.S. Hwy. 280—As the neighboring communities of Dadeville and Alexander City grow, commercial development will be encouraged to locate in Jackson's Gap along U.S. Hwy. 280. The town should work to determine goals and objectives for infrastructure development in preparation for commercial growth. Jackson's Gap also has the opportunity to annex more land for commercial development along U.S. Hwy. 280.
- Housing Development along Lake Martin—A small portion of Jackson's Gap incorporates Lake Martin. The town could annex more of this valuable land into the community in order to increase revenue and encourage opportunities for parks and recreation.

Threats

- **Deterioration of Buildings and Continued Blight**—A significant number of homes in Jackson's Gap are in substantial need of repair.
- **Seniors Needs Unmet**—Concern that seniors will not have housing, transportation, and medical needs met and move away from the community.

Disclaimer: The SWOT Analysis 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.

Significant Findings

The significant findings highlight important community data (at the township, county, state, and national level) extracted from the 2000 Census, for comparison and analysis. The community statistical profiles for Census 1990, 2000, and 2010, as well as the 2010 American Community Survey (See Appendix C: Community Profiles), provide a more complete examination of population, economy, and housing statistical information and establish important benchmarks from which the community can track progress. This statistical information, in addition to community values and participatory input, establishes a reliable and useful foundation in analyzing trends and scenarios and in policy and plan formulation—the next step in the community visioning process. Significant findings pertaining to population, economy, housing, community facilities,

transportation, and land use for the Town of Jackson's Gap are listed as follows for review (See pertaining chapters for more details):

Population

Population Growth: Between 1990 and 2000 Jackson's Gap grew in population by 7%. This is average growth compared to the county (6%), state (10%), and nation (13%) during this time.

Economy

- Educational Attainment: Educational attainment in Jackson's Gap ranked substantially low. In 2000, approximately 7% of the town's population, aged 25 years and older, had received an Associates degree or higher. The county at 18%, state (24%), and nation (30%) all showed significantly higher educational attainment than the town.
- **Household Income:** Median household income for Jackson's Gap also ranked low. Median income for the town, in 2000, was \$23,026 while the county reported \$30,745, state—\$34,135, and nation—\$41,994.
- Commuting Patterns: Commuting patterns, according to work in place (town) of residence, were significantly low at 9%, in 2000. This information shows that approximately 9% of the town's residents lived in the town and worked in the town. The remainder of the working residents found employment outside the town. On average, other communities in the county reported 58% of their residents living and working in their respective city, while the state recorded 47% and the nation 42%. This information is attributed to a lack of employment establishments in the community.

Housing

- **Physical Housing Conditions:** Physical housing conditions will be determined from housing conditions survey when made available.
- **Housing Value:** Housing values were also considerably lower in Jackson's Gap. In 2000, median housing value for the town was \$60,500 while the county reported \$73,600, the state—\$85,100, and the nation—\$119,600.

Community Facilities

- Town Administration: More police officers needed
- Town Administration: Bring fire rating down from ISO 9
- Water Utilities: More manpower—at least 1 person added to staff
- Water Utilities: Rehab old water lines
- Water Utilities: Securing a second water source—The Authority currently buys water from Alexander City

Transportation

• No significant highway improvements needed in the immediate future.

Environmental Features

• There are no major environmental constraints to limit Jackson's Gap with significant development.

Land Use

Jackson's Gap provides an abundance of developable land along U.S. Hwy. 280 for industrial
and commercial development. As the surrounding cities of Alexander City and Dadeville grow
and develop along this transportation corridor commercial and industrial opportunities
increase.

Step 2: Trends Analysis. Where are we going?

The general objective of the second step in the community visioning process, trends analysis, is to gain a general understanding of what the Town of Jackson's Gap has sustained over the former 10 year time period and how the community will probably progress in another 10 years if current trends and activities continue as the status quo. Statistical information in 1990 and 2000 has been analyzed and researched to determine current and projected trends and their potential impact on the community. The main products produced in this stage include the following:

- Trend Statement
- Probable Scenario

Trend Statement

A trend statement presents a formal description of significant trends pertinent to changes in population, economy, housing, and transportation, over a ten year period. The trend statement should also reflect and express a locally held view and understanding of past conditions in addition to statistical reference. Jackson's Gap trend statement is stated as follows:

Based on 1990 and 2000 Census data alone the Town of Jackson's Gap has improved slightly in educational attainment, household income, and commuting patterns. The town improved significantly in housing value, but still fell considerably short of comparable county, state, and national housing values.

Probable Scenario

The probable scenario is a list of things that will probably occur in the community, in the next 10 years, if a new plan is not administered and the status quo is maintained. This probable scenario describes a broadly defined, yet understandable and achievable picture of the status quo future. The following occurrences listed have been determined as part of the town's probable future scenario:

- **Population Growth**—Jackson's Gap will probably experience minor increase in population given overall growth in communities along the U.S. Hwy. 280 corridor.
- **Age Distribution**—Jackson's Gap will probably decrease in senior populations due to a lack of senior housing, transportation needs, and healthcare facilities. These people might move to either Dadeville or Alexander City, both cities with adequate housing and outstanding healthcare. Young adult/College age populations (age 18 to 24) along with Young

adult/Beginning worker (25 to 44) might also leave the community in order to pursue educational opportunity and employment. Middle-aged/Working adults (age 45 to 64) might move in to the community, as established workers in neighboring communities, looking for a more relaxed and slower paced lifestyle.

- **Educational Attainment**—in terms of college degree holders will probably increase slightly but continue to rank considerably lower than county, state, and national attainment.
- **Household Income**—median household income for the town will increase slightly, but rank substantially lower than income levels in the county, state, and nation.
- Commuting Patterns—The town will most likely decrease slightly in residents living and working in the community, in following trends, but rank much lower than the county, state, and nation in this category due to a lack of employment opportunity. Jackson's Gap commuters might have shorter commutes to work due to close proximity to employment in Alexander City and Dadeville and free flowing traffic volumes along U.S. Hwy. 280.
- **Labor Force Participation**—should follow county, state, and national trends (around 60%) substantially close.
- **Unemployment**—should follow county and state trends fairly close (around 5% to 6%). Based on past trends. Nationally the unemployment rate was around 3% in 2000. However, recent downturn in employment could show higher unemployment rates up to 9% or 10% in 2010.
- **Poverty**—Jackson's Gap poverty rate should follow county and state trends. Nationally the poverty rate should be somewhat considerably less.
- **Housing Value**—should increase, but fall considerably behind county, state, and national home values.

Step 3: Community Visioning. Where do we want to be?

Vision Statement

Simply stated, a community vision is the overall shared picture of future community character. A vision statement is a formal description of that vision, used to express the general direction in which the city desires to grow and change. This vision statement gives guidance to planning initiatives that could be attributed 10, 20, or even 30 years into the future for implementation and completion.

Jackson's Gap has a vision of growing and prospering as a successful Alabama community. The vision expressed and encompassed in a city approved vision statement reads as follows:

The Town of Jackson's Gap will strive to grow and develop as an attractive, historic Alabama community offering quality small-town living and social charm. With convenient access to major transportation routes, and close proximity to major metro markets, the town will promote and prepare for substantial commercial growth, particularly along the major roadways. In addition to commercial development, the town will continue to promote and encourage quality residential living and development.

Preferred Scenario

The preferred scenario is simply a list of developments that residents would like to see occur in their community in the next 10 years. These developments should be broadly described, yet convey an understandable and achievable picture of a future in which the goals and objectives in the plan are met. The following developments listed have been determined as part of the town's preferred future scenario:

- Commercial Development—Due to the town's location on a major transportation route, between two larger communities, Jackson's Gap has a unique advantage to grow in highway commercial development. A positive scenario for the community would be to have the town increase in commercial development along U.S. Hwy. 280. The town's borders should be marked with noticeable welcome signage to notify visitors entering the town that they are in the community of Jackson's Gap. Areas reserved for highway commercial development should be established on zoning map and promoted on the future land use map in the Comprehensive Plan
- **Community Facilities**—The town will improve it's Fire Department ISO rating and provide better protection and services to the community and reduce homeowner insurance for it's residents.
- **Housing Development**—The community of Jackson's Gap holds the opportunity to be a "bedroom community" to the larger neighboring cities of Alexander City and Dadeville, should the town provide a variety of housing for seniors. Multi-family housing should be promoted.
- **Education**—The preferred scenario for Jackson's Gap is to grow large enough to support a K-12 school.
- Transportation Infrastructure Enhancement—The town should prepare for significant residential and commercial growth through transportation infrastructure enhancements along U.S. Hwy. 280 and other major routes in the community. Roads in need of improvements should be inventoried and updated in accordance with prioritized needs. The town should work with ALDOT to assure compliance with state regulations.
- City Utility Infrastructure Enhancement—Jackson's Gap should prepare for significant residential and commercial growth through water and sewer utility enhancement along U.S. Hwy. 280 and other major routes in the community. Utilities should be inventoried and updated in accordance with prioritized needs. The Town of Jackson's Gap and Jackson's Gap Water Authority should meet on a regular basis to discuss infrastructure needs and plan to meet needs accordingly.

Step 4: Action Plan. How do we get there?

Goals and Objectives

In order to achieve the community vision and preferred scenario set forth, Jackson's Gap needs to establish appropriate goals and objectives, a means of attaining those goals and objectives, and a methodology to evaluate progress. The following chapter, Chapter X: Goals and Objectives, identifies and prioritizes goals, objectives, strategies for the planning period. This chapter also

utilizes performance indicators for measuring progress toward goals and objectives, and gives further recommendations for accomplishing them.

Implementation

The final stage of the action plan is implementation, which is introduced and performed in Chapter XI: Implementation. This chapter identifies and prioritizes specific projects and work activities for planning and guiding city improvements, growth, and expansion. An implementation schedule outlines the intentions of each project.

CHAPTER X: GOALS AND OBJECTIVES

Vision Statement

Jackson's Gap 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: The Town of Jackson's Gap will strive to grow and develop as an attractive, historic Alabama community offering quality small-town living and social charm. With convenient access to major transportation routes, and close proximity to major metro markets, the town will promote and prepare for substantial commercial growth, particularly along the major roadways. In addition to commercial development, the town will continue to promote and encourage quality residential living and development.

In order to achieve this vision, Jackson's Gap 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 work activities/projects for planning and guiding town improvements, growth, and expansion. It also utilizes performance indicators for measuring progress toward goals and objectives, and gives further recommendations for accomplishing them.

Goal-Setting Process

In July of 2009, the East Alabama Regional Planning and Development Commission (EARPDC) and the Jackson's Gap Planning Commission began work on the Jackson's Gap Comprehensive Plan Update. The first meeting conducted 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 goals and objectives 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 town 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 town 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.

Objectives

Broadly define how the goals are to be accomplished.

Strategies

Provide a basic mechanism for accomplishing the stated objectives.

Work Activities/Projects

These actions are specifically defined, applicable, practical, and measurable steps to be performed or activated throughout the implementation process (this process is described in greater detail in the subsequent implementation chapter). Such activities/projects are to be understood as viable alternatives/options working for goal attainment and thus are substantially more specified than goals and objectives. The work activities/projects listed in the Implementation Schedule of Chapter XI: Implementation will be those decided by the planning commission and town council to be implemented.

Importance

The importance for any given goals, objectives, and strategies is explained under the subheading entitled as such. Importance can be justified through statistical analysis or as an established community priority.

Additional Recommendations

Additional recommendations are also advocated as useful and complementary strategy implementation tools.

Performance Indicators

Specified, quantitative, targeted goals or measures used in measuring progress toward goal achievement, yet more substantially for strategy initiation and evaluation.

The goals and objectives listed below, as well as proceeding strategies and work activities/projects (shown as bulleted), have been established and approved by the Jackson's Gap Planning Commission and the Jackson's Gap Town Council as a practical methodology for the future improvement, growth, and development of the Town of Jackson's Gap:

Goal #1: Promote and Enhance Commercial Development

Objective #1: Utilize the U.S. Hwy. 280 Corridor and Major Roads such as Jackson's Gap Rd. and Main Street to Establish Highway Commercial Development in the Town

Strategy: Promote and encourage new and existing businesses to locate along these major corridors by supplying the appropriate infrastructure needs.

Strategy: Purchase land along US Hwy. 280 for commercial use.

Update: Currently the town has purchased 27 acres of commercial zoned property along US Hwy. 280 in the western section of town.

Goal #2: Promote and Enhance Residential Development

Objective #1: Improve Housing Conditions

Strategy: Elimination and Prevention of Slum or Blight in Specific Areas.

Importance: According to an EARPDC housing conditions study, conducted in 2009, approximately 52% of the town's single-family housing was in deteriorating condition, and 9% recorded dilapidated status. Multi-family homes reported the greatest need with about 76% of homes in deteriorating condition and 9% dilapidated.

Recommendation: Jackson's Gap should apply for blight/slum clearance funding through ADECA and establish administration to keep accurate records of housing conditions throughout the town. The town may secure funding through ADECA to demolish vacant, deteriorated, abandoned buildings and also receive funds to remove environmental contamination on a property in order to prepare the land for reuse. In order to review criteria needed and the process involved in attaining grant funding through ADECA consult Prevention/Elimination of Slums or Blight under the National Objectives of the State Community Development Block Grant Program.

Additional Recommendations: Make provisions for brick and stone masonry in the Jackson's Gap Zoning Ordinance. One method for accomplishing this is to introduce new regulations stating that each housing unit in designated residential areas be constructed with a specified percentage of brick or stone masonry. The town could work with trade associations such as *Brick SouthEast*, a brick manufacturing trade association based in Atlanta, GA, to adopt and implement an optional stone and brick masonry directed zoning ordinance. Create and distribute educational material to developers interested in building quality affordable housing using brick and stone masonry. The city should also designate areas on the *Future Land Use Plan* (Map #10) in the comprehensive plan for quality affordable housing.

Performance Indicator: Eliminate 10% of the town's dilapidated or deteriorated housing by 2015 and 25% by 2021.

Goal#3: Promote and Enhance Industrial Development

Objective #1: Encourage the Building and Development of New Industries Within the Town

Strategy: Annex future site of Regency World-wide Partners Concrete Facility into the Town Limits

Strategy: Annex Wellborn Industries into the Town Limits

Strategy: Secure Land for Industrial Park and Industrial Expansion

Importance: Jackson's Gap needs new business in order to increase revenue and provide better services to the community. The town also needs to grow in employment opportunities.

Goal#4: Promote and Enhance Community Facilities

Objective #1: Improve Town Government Services

Strategy: Establish and Maintain an Official Town Website

Importance: In order to reach and attract outside interests and further promote itself as a positive place to work and live, the town needs to have a suitable presence on the internet.

Objective #2: Improve Law Enforcement Services

Strategy: Hire a Full-time Police Officer

Objective #3: Improve Fire and Rescue Services

Strategy: Improve the Fire Department's ISO Rating from 9 to a 7 or 6

Importance: A top priority for Jackson's Gap is to improve the fire department ISO rating. The town needs to improve the fire department ISO rating in order to provide better protection and services to the community and also to reduce homeowner insurance for residents.

Recommendation: Jackson's Gap could seek grant funding through the Federal Emergency Management Agency (FEMA) in order to hire personnel dedicated to motivating volunteers and following through with the process necessary to achieving and maintaining a low ISO rating.

Grants specifically tailored to meeting staffing needs are obtained through the FEMA program entitled Staffing for Adequate Fire Emergency and Response Grants (SAFER). The goal of SAFER is to enhance local fire departments ability to comply with staffing, response, and operational standards.

Performance Indicator: Decrease ISO rating of 9 to 7 or 6 by 2014

Objective #4: Improve Parks and Recreation

Strategy: Secure Land for a Public Park and Walking Trail

Importance: Jackson's Gap needs to provide better recreational opportunities for residents within the town limits.

Recommendation: Funding for walking trails may be obtained through the Recreational Trails Program, funded and administered through ADECA. Grants are applied for and selected on a competitive basis and technical assistance prior to application is highly recommended. The public park shall be built on Main Street near the railroad bridge.

Performance Indicator: Build park by 2014.

Strategy: Secure Land for and Build a Community Center

Importance: The town needs an adequate building for people and clubs/organizations to congregate and hold meetings and/or special events.

Recommendation: The town could receive a Brownfield Assessment and Clean-up grant through ADECA or EPA in order to decontaminate the Community Club lot and several other sites along US Hwy. 280.

Objective #5: Improve Town Utility Infrastructure

Strategy #1: Prepare for Growth by Building a Sewer Treatment Facility and Establish Sewer Infrastructure along U.S. Hwy. 280, Jackson's Gap Rd., and Main Street.

Strategy #2: Prepare for Growth by Extending Water Lines from Madwind Rd. to connect with Jackson's Gap Way.

Importance: Commercial development in the town will most likely be developed in the area along U.S. Hwy. 280. As new development and growth continues on either side of Jackson's Gap, in Dadeville and Alexander City, the town should be prepared for growth by establishing the proper water and sewer utilities. Community Development Block Grants (CDBG) may be obtained

through The Alabama Department of Economic and Community Affairs (ADECA) for infrastructure building and improvements.

Goal#5: Promote and Enhance Transportation Infrastructure

Objective: Improve the Town's Road Network

Strategy: Identify Areas of Jackson's Gap which Need Significant Paving and Stormwater Drainage Improvements.

Goal#6: Promote and Enhance Land Use and Development

Objective#1: Reserve Land for Commercial Development

Strategy: Designate Land for Commercial Development on the Future Land Use Plan Map in the Comprehensive Plan and Plan Town Growth Accordingly

Objective#2: Reserve Land for Residential Development

Strategy: Designate Land for Residential Development on the Future Land Use Plan Map in the Comprehensive Plan and Plan Town Growth Accordingly

Objective#3: Reserve Land for Public Uses and Parks and Recreation

Strategy: Designate Land for Public Uses and Parks and Recreation on the Future Land Use Plan Map in the Comprehensive Plan and Plan Town Growth Accordingly

Objective#4: Annex More Land Into Town

Strategies:

- Annex Wellborn and possible concrete industry into the town in order to bring in more industry
- Annex land east of town along Crouch rd. to AL Hwy. 49
- Annex land in the central section of town, incorporating a section of railroad and US Hwy. 280 in order to bring in more commercial development
- Annex land to the south along Lake Martin in order to bring in more residential development.

CHAPTER XI: IMPLEMENTATION

The most important and difficult aspect of any planning effort is plan implementation. Successful implementation of a plan is especially difficult where it 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 Town of Jackson's Gap has limited resources and competing planning priorities. This plan also recognizes that the town must depend upon the cooperation of other independent boards and agencies to implement those aspects of the plan that the town cannot directly control. Finally, Jackson's Gap 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 town 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.

The purpose of this chapter is to identify some of the optional strategies and resources at the disposal of the local governments to implement the general recommendations of this plan. The proposed implementation schedule near the end of this chapter is 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.

Town Administration

The Town of Jackson's Gap has a mayor and full-time support staff to handle the town's daily administrative needs. The administrative staff can use the comprehensive plan as a general guide for coordinating expansion of the town's public facilities and services to address future growth needs. However, it must be recognized that, due to the town'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 town government will be needed to ensure that the policies and programs recommended by this plan are fully implemented. The town 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 (depending on the population of the city).

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.

Financing

Financial constraints can be the greatest obstacle 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. Jackson's Gap must actively continue its efforts to secure outside financial support 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 sources exist to help small communities in terms of planning and development. The most significant sources are listed as follows:

- 1. Community Development Block Grants (CDBG) administered for the state by the Alabama Department of Economic and Community Affairs (ADECA) and federally funded through the Department of Housing and Urban Development (HUD), which can be used to finance water and sewer improvements and housing rehabilitation in low-to-moderate income areas. Also funded and administered through ADECA is the Recreational Trails Program created to assist communities in acquiring, developing, or improving trail-related resources.
- 2. The Economic Development Administration (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.

- 3. The Appalachian Regional Commission (ARC), which provides funding support for community improvement projects in economically distressed areas of the Appalachian Region.
- 4. The East Alabama Regional Planning and Development Commission (EARPDC), which offers revolving loan funds to provide gap financing for local businesses. The EARPDC also provides matching funds to communities that use the commission's services for planning projects, such as the preparation of this plan, zoning ordinance preparation, and preparation of subdivision regulations.
- 5. The Alabama Department of Transportation (ALDOT), which constructs new highways, offers special Transportation Enhancement Grants through the Intermodal Surface Transportation Efficiency Act, and runs a Safety Management Program.
- 6. The Alabama Historical Commission (AHC), which 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.
- 7. The Alabama Department of Environmental Management (ADEM), which helps finance public water extensions through a special low-interest loan fund and finances special water and sewer demonstration projects.
- 8. The Small Business Administration (SBA), which provides technical assistance to entrepreneurs in rural areas through the local Small Business Development Centers.
- 9. US Department of Agriculture Rural Development (USDA), which 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.
- 10. The local Community Action Agencies, which 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.
- 11. The local Chamber of Commerce (Chamber) and Industrial Development Authorities (IDA), which sponsor and finance economic development efforts and initiatives within their jurisdictions.
- 12. Alabama Power, the Tennessee Valley Authority (TVA), and the Rural Electric Cooperatives (REC), which finance and provide technical assistance for a wide range of local economic development initiatives.
- 13. Rural Alabama Initiative (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.

- 14. The Environmental Protection Agency (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 Grants Program, Environmental Justice Through Pollution Prevention Program, National Center for Environmental Research, Pollution Prevention Incentives for States, Water Grants, and Watershed Funding.
- 15. Federal Emergency Management Agency (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, UASI Non-profit Security Grant Program.
- 16. Alabama League of Municipalities (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 thorough 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

Jackson's Gap should continue to explore project-financing opportunities with all of these entities when undertaking projects to implement this comprehensive plan. The town should also consider developing public-private partnerships. Of course, outside financing usually will not cover all of the costs associated with a project. The town 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 Schedule

One way to promote plan implementation is to create a plan implementation schedule. The implementation schedule lists work activities or projects to be undertaken during a five to ten-year period. The schedule should formulate the timeframe within which each work activity should be undertaken, establish which local entity is responsible for carrying out the activity, and identify

potential partners and funding resources in implementing the work activity/project. This schedule was formulated based on town goals, objectives, and strategies established in the previous chapter. These goals, objectives, and strategies were then prioritized and translated into specific work activities and projects to be implemented and/or continued indefinitely as an integral aspect of the comprehensive plan. Table I-1 examines Jackson's Gap implementation schedule for projects to be implemented from 2011 through 2021 and continuing indefinitely for ongoing work activities.

Table I-1. Implementation Schedule: Town of Jackson's Gap, 2011-2021			
Timeframe	Work Activity/Project	Implementing Agency	Potential Partners/ Funding Sources
2011-2014	Improve Fire Dept. ISO Rating	Town of Jackson's Gap	FEMA
2011-2014	Build City Park and Walking Trail	Town of Jackson's Gap	ADECA / ALDOT
2012-2015	Conduct Brownfield Assessment	Town of Jackson's Gap	EPA / ADECA
2012-2015	Conduct Town Revitalization	Town of Jackson's Gap	ADECA
2015-2021	Build Community Center	Town of Jackson's Gap	ADECA
2015-2021	Build Sewer Disposal Facility and Install Sewer Lines	Town of Jackson's Gap	EDA / CDBG
2015-2021	Extend Water Lines from Madwind Rd. to connect with Jackson's Gap Way	Jackson's Gap Water Authority	EDA / CDBG

Source: Goals and Objectives Chapter of Town of Jackson's Gap Comprehensive Plan, 2011.

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 town 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 town 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 town 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. In addition, the 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 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.

PLANNING COMMISSON RESOLUTION

RESOLUTION

A RESOLUTION BY THE JACKSON'S GAP PLANNING COMMISSION APPROVING THE 2011 TOWN OF JACKSON'S GAP COMPREHENSIVE PLAN AMENDMENT, PROVIDING FOR AN EFFECTIVE DATE OF SAID PLAN AMENDMENT, AND FORWARDING SAID PLAN AMENDMENT TO THE CITY COUNCIL FOR ITS CONSIDERATION 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 Town of Jackson's Gap, 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 June 6, 2011 to solicit final public comments on the 2011 Town of Jackson's Gap Comprehensive Plan Amendment 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 TOWN OF JACKSON'S GAP, ALABAMA:

SECTION 1. That the 2011 Town of Jackson's Gap Comprehensive Plan Amendment, and all maps contained therein, are hereby approved 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 amendment shall become effective upon the date of approval by the Planning Commission.

SECTION 3. That the aforementioned plan amendment shall be forwarded to the Jackson's Gap City Council for its consideration as an advisory policy document.

ADOPTED, this 6th day of June, 2011.

Chair, Jackson's Gap Planning Commission

ATTEST.

Sedretary, Jackson's Gap Planning Commission

TOWN COUNCIL RESOLUTION

RESOLUTION OQ- O 6

TOWN OF JACKSON'S GAP COUNTY OF TALLAPOOSA COUNTY STATE OF ALABAMA

A RESOLUTION BY THE TOWN COUNCIL OF THE TOWN OF JACKSON'S GAP, APPROVING THE 2011 TOWN OF JACKSON'S GAP 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 Town of Jackson's Gap, 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 June 6, 2011 to solicit final public comments on the 2011 Town of Jackson's Gap Comprehensive Plan in accordance with Title 11, Chapter 52, Section 10 of the Code of Alabama, 1975, as amended, and subsequently adopted a resolution adopting the aforementioned plan, providing an effective date thereof, and forwarding the plan to the Town Council for its consideration as an advisory policy document.

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON'S GAP, ALABAMA that the 2011 Town of Jackson's Gap Comprehensive Plan, and all maps contained therein, are hereby approved as an advisory document to guide the Town in policy formulation and implementation.

ADOPTED, this 14th day of June, 2011.

Janis Canham Mayor

ATTEST:

City Clerk