Volume I

Vision for a Sustainable Future

Jefferson County, Florida



A SUSTAINABLE VISION

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"In every community there is work to be done. In every nation, there are wounds to heal. In every heart there is the power to do it."—Marianne Williamson

EXECUTIVE SUMMARY

Jefferson County is a rural community of roughly 15,000 people located in Florida's Panhandle Region. The Community is home to immense resources: pristine environmental features such as the Wacissa and Aucilla Rivers, an abundance of farmland that includes 642 active farms, and a historic downtown that reminds visitors of a time gone by. These resources have largely been a constant and positive influence for Jefferson County's history, but increased changes throughout the decades have left the Community searching for solutions.

The Florida Planning and Development Lab was contracted to develop a vision and sustainability plan for the County. Drawing from a 2004 visioning process that Jefferson County leaders felt had lost its purpose and sense of urgency, the Studio used professional data analysis techniques, community input and other informal conversations to inform the Studio's Recommendations and Plan.

The following report summarizes the Studio's Plan and Recommendations. The values, priorities, and preferences of community members were examined to identify how the County should move forward. The Plan is a long-range guide to help prioritize future development, growth strategies, and community development based on County development suitability, infrastructure, and community input. The Plan sets goals and objectives, and makes recommendations for future action. The Plan is shown in Figure P-1.2.

Recommendations are broken down by the key components of the Jefferson County community: Environment, Circulation, Agriculture and Community. Specific Implementation Phases allow the community to identify how to adopt recommendations in its effort to achieve a sustainable future.

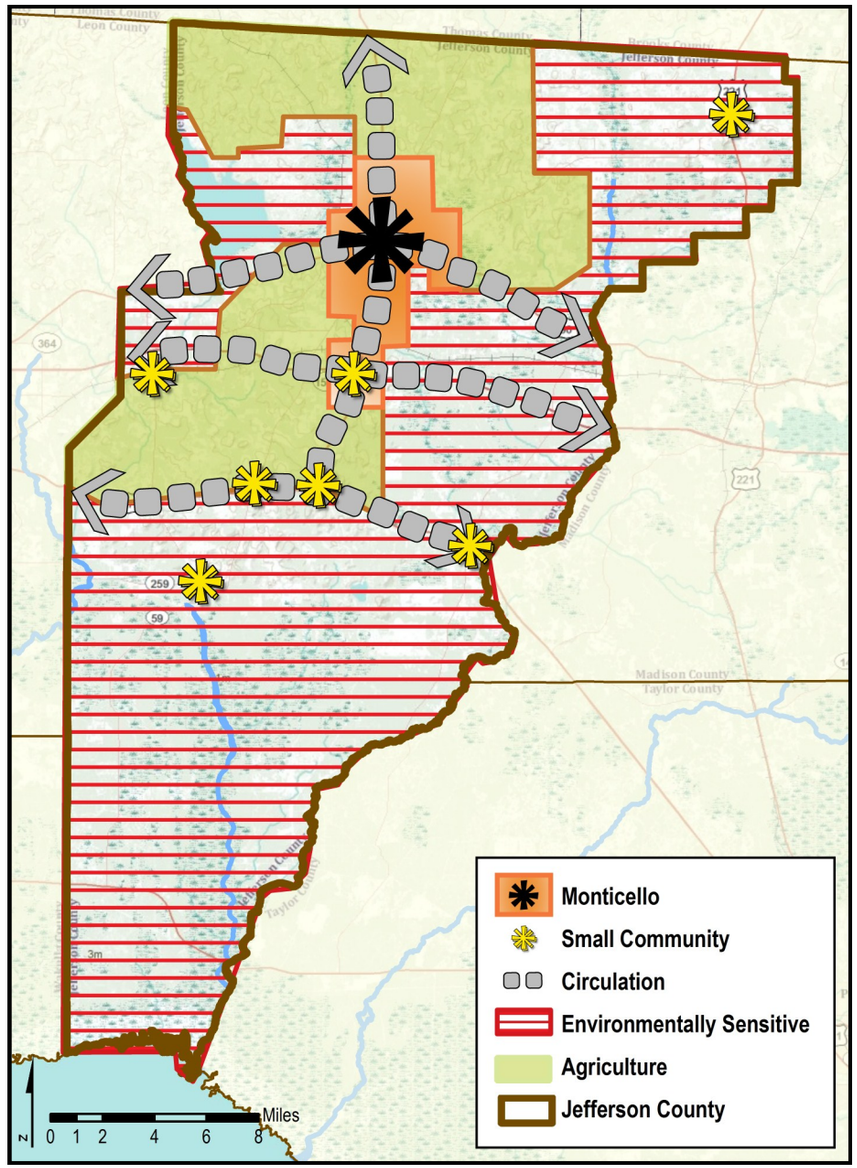


Figure P-1.2 The Plan

Source: Jefferson County Studio

Existing Conditions Highlights

- The 2010 population in Jefferson County was 14,761, below its historic high of 17,210 in 1910. Growth projections show the 2050 population reaching 17,721.
- The median age is 44 years, and is 60.0 percent White and 36.0 percent Black.
- Jefferson County's average annual pay is $28,646 and well below Florida's average annual pay of $41,570. It is also the lowest in the surrounding Capital region.
- Water and sewer infrastructure systems exist within the Monticello Service Area.
- The Jefferson Communities Water Systems provides potable water to unincorporated areas, but no sewer services are provided. Private wells and septic systems limit growth and impact the community's environmental resources.
- The County's current Future Land Use Map entitles 67,197 housing units.
- Unemployment stood at 9.2 percent as of July 2011; up from 3.7 percent in 2000. Despite the high rate, the County's unemployment is lower than other surrounding counties.
- The County is heavily dependent on government employment, with 36.0 percent of the County's residents employed in Federal, State or local government. Trade, Transportation and Utilities Industries are the second largest industrial category at 20.0 percent of the County's employment. Private investment is severely lacking.
- The Cody Scarp divides the County into two portions, the Northern Highlands and Coastal Lowlands.
- Water resources such as the Aucilla and Wacissa Rivers are an important aspect of the community's image, culture, and distinctiveness.
- Both the Northwest Florida and Suwannee River Water Management Districts protect and manage water resources in the County.
  Thirty one percent of the land area in Jefferson County is protected through state or federal ownership or permanent conservation easement held by government or a non-profit organization.
- The number of farms in Jefferson County increased by 54 percent from 418 in 2002 to 642 in 2007
- While the number of farms has increased overtime, the average size of the farms has decreased by 28 acres.

Vision For A Sustainable Future

Jefferson County is a rural community seeking to preserve and utilize its ***unique agricultural, cultural***, and ***natural resources*** to achieve ***economic viability*** and ***sustainability*** in the present and into the future. The County recognizes that a thriving community depends on a clear understanding of the relationships between economic development, environmental protection, and social equity. Jefferson County endeavors to see its community flourish while preserving its unique natural environment.

The Plan

The Plan has identified four topic areas that include community, environment, agriculture, and circulation. The Plan creates goals and objections, enabling recommendations to be made.

The targeted goals of the Plan will:

- Protect and enhance Jefferson County's natural environment.
- Improve transportation infrastructure and services to enhance circulation in the community.
- Maximize agricultural opportunities to create a sustainable local economy through efficient use of resources.
- Create sustainable, accessible, and equitable communities while maintaining the cultural integrity of the County.

Environment

The environmental area is where development should be constrained. Community members identified the most important natural features in this area to remain protected including the Wacissa and Aucilla Rivers, the headwaters of the Wacissa River, Lake Miccosukee, Letchworth-Love Indian Mounds, and the Cody Scarp. These natural features are a part of the identity and allure of Jefferson County for its residents. The development suitability shows that these natural areas are prone to flooding. There are numerous wetlands, particularly in the southern third and throughout the eastern side of the County, that are semi-permanently flooded. For these reasons, the Plan designates these areas to remain a pristine natural area and protected from development.

Circulation

Circulation consists of the primary transportation networks that move people throughout Jefferson County. The primary roadways that were identified include I-10, US 19, US 90, and US 27. Development in Jefferson County heavily depends on these targeted roadways and this roadway network should be the focus of infrastructure improvements or any type of intermodal network. Three of the four roadways intersect the Monticello Urban Service Area, which is the area where development is directed. For these reasons, the Plan encourages improving transportation infrastructure and services to enhance circulation in the community.

Agriculture

The agriculture area is where farmland should be the primary use. These areas are largely found in the northern half of the County. Agriculture still remains a large part of the local economy and identity of Jefferson County due to the abundance of farmland. Utilizing this prime farmland to promote a sustainable local economy is an efficient use of these agricultural resources. Development can occur in this designation but should be limited due to the lack of public water and sewer services. For these reasons, the Plan encourages the lower density designation on these agricultural lands so as to promote the benefits of agricultural use.

Community

Community is comprised of towns found throughout Jefferson County. The Monticello urban service area (USA) is the most appropriate location for future development. The infrastructure systems such as water and

sewer have adequate capacity to double the existing population it serves. Infill development within the USA enables the infrastructure systems in place to be utilized more cost effectively, since populations are being targeting to where the public services are and not vice versa. The primary focus of development is in Monticello since it is within the USA and provides most of the public services. The towns outside of the USA represent the remaining population centers in the County. Infill development is also encouraged within these smaller communities to help utilize limited resources. Walkability and connectivity between these neighborhoods and social areas should be encouraged to support vibrant and sustainable communities throughout Jefferson County. For these reasons, the Plan targets future development primarily in Monticello followed by the remaining community centers.

Recommendations

Using information from the Existing Conditions report, public input gathered during two Community Visioning Meetings, and other informal community interactions, and a County development suitability analysis, the Studio developed its final Plan for Jefferson County. Each recommendation identifies the Objectives supported by the recommendation. Specific implementation phases outline how the County should begin to implement each recommendation. Recommendations were developed in four categories most important to Jefferson County's future: Natural Resources, Circulation, Agriculture and Community. Recommendations were focused on Target Areas within each of the four primary categories.

Natural Resources

***GOAL**: Protect and enhance Jefferson County's natural environment.*

- Add a Springs Protection Element to the Jefferson County Comprehensive Plan and the Wacissa Springs Group Overlay District to the County's Future Land Use Map and County Code.
- Create an ecotourism master plan for Jefferson County.
- Seek available grant funding to implement and promote the goals of the ecotourism master plan.
- Increase public access to the Wacissa and Aucilla Rivers by adding recreational access points.

Circulation

***GOAL**: Improve transportation infrastructure and services to enhance circulation in the community and regional connections.*

- Identify desirable Complete Street streetscape standards. Adopt and implement a streetscapes master plan.
- Work with CRTPA and other planning agencies to ensure their initiatives integrate and preserve the rural character of Jefferson County.
- Maintain a safe and efficient road network throughout the County.
- Establish a uniform planning strategy to address proposals for a Highway 19 bypass route around Monticello.

- Implement and maintain an express bus service from Monticello to Tallahassee
- Encourage ridesharing, specifically vanpooling participation in Jefferson County.
- Link into the existing CSX freight rail line that passes through Jefferson County.
- Establish Jefferson County as a premiere biking destination in North Florida.

Agriculture

***GOAL**: Maximize Agricultural opportunities to create a sustainable local economy through efficient use of resources.*

- Become a provider of local foods within a 150-mile radius.
- Establish partnerships with neighboring universities, schools and other institutions to provide food products.
- Establish a direct marketing strategy for Jefferson County farmers to advertise and directly market their products.
- Promote Agritourism and Agritainment as a means for producers to augment their farm's income while also drawing guests to other Jefferson County establishments.
- Promote sustainable agricultural practices on private and publicly owned lands in Jefferson County by providing educational resources and promotional assistance.
- Support the expansion of Community Supported Agriculture (CSA) partnerships within Jefferson County by facilitating CSA discussions, providing training and assisting with advertising efforts.
- Encourage the use of conservation easements to protect agricultural lands from higher densities and premature conversion.
- Modify Comprehensive Plan to prioritize the preservation of agricultural lands.

Community

***GOAL**: Create sustainable, accessible, and equitable communities while maintaining the cultural integrity of the County.*

- Create a "Community Center" Overlay District.
- Implement infill development policies within the Jefferson County Planning Department.
- Increase and maintain small community parks in Monticello.
- Remove barriers to establishing a walkable community by providing high connectivity pedestrian/bicycle facilities to popular community destinations.
- Sufficiently light pedestrian pathways for night safety.
- Expand weekend festivals and events.
- Increase and stabilize operating business hours in downtown Monticello.
- Attract new businesses to downtown and create linkages between Jefferson County tourism and downtown Monticello tourism.

- Display local high school student's artwork in vacant storefronts.
- Establish a small business incubator in the abandoned hardware store on US 19 one block north of the Jefferson County Courthouse.
- Use empty or under-used historical building for infill projects.
- Expand library branches in Jefferson County through the implementation of a "Bookmobile" service.
- Construct four, two-story mixed-use buildings on Jefferson Square commercial site.
- Connect Jefferson Square to existing bike trails and green spaces.
- Create dynamic and interactive community spaces within the Jefferson Square mixed-use complex.

METHODOLOGY

In order to develop a Visioning and Sustainability Plan for Jefferson County, the Studio members visited the county and conducted informal interviews with residents and business owners. After initial visits, the Studio researched the existing conditions of Jefferson County. This research includes: environmental resources, demographics, current economics, government, public facilities, future land use, infrastructure, and cultural resources. Based on trends and information revealed by the existing conditions and visits to the County, the Studio members collected relevant case studies to compare conditions in Jefferson County to successful projects around the country. The Studio also researched Jefferson County's history to better understand how it informs the current situation. The Studio members held two community visioning meetings to gather information from residents regarding their likes, dislikes, and desires for the future of their county. After analyzing results from the meetings, the Studio members formulated the future vision of Jefferson County, including specific recommendation to implement some of the visioning preferences. Based on research and results from surveys and discussions at the community visioning meeting, the Studio members determined the implications that the current situation has on the future of Jefferson County and formulated goals for the future that provide a blend of resident values and professional opinion.

Case Studies

The Studio gathered best practices of case studies, focusing on successful environmental preservation projects, sustainable agriculture, alternative transportation opportunities, and community development. Some examples of areas we have investigated include: Greensburg, Kansas; Big Stone Gap, Virginia; Lovell, Wyoming; and Bakersville and Hayesville, North Carolina. The Studio also looked at some of the economic development practices used in neighboring counties, such as Gadsden County, Florida and Thomas County, Georgia. Some best practices applied to the vision for Jefferson County incorporate development of smaller sustainable farms, encourage direct purchasing of locally produced food in community restaurants, place greater emphasis on the arts and ecotourism, and use volunteer-led projects.

Previous Visioning on Jefferson County

Before formulating recommendations, the Studio reviewed the Community-Visioning Plan constructed by the county in 2004. This plan focused on preserving the character of the County as well as the natural resources. It emphasized economic development and maintaining the natural charm/character of the county. The subjects of the current study are residents of Jefferson County, and public and private organizations involved in Jefferson County.

Data Collection – Sampling methods

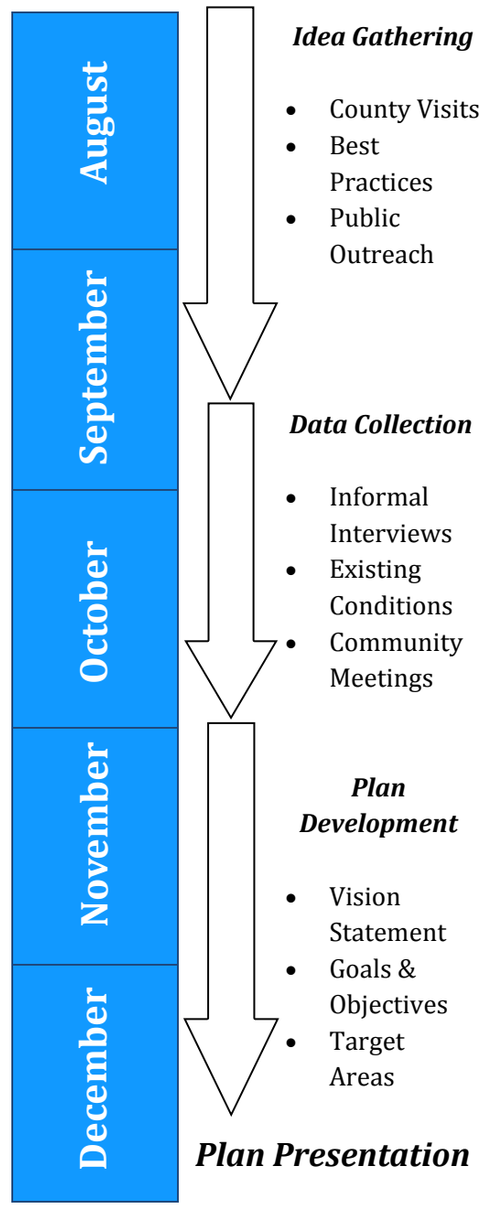
Jefferson County Visits

There were many stages in the process of collecting data on Jefferson County. However, before any formal collection was performed, the Studio assessed the County on the ground level. Studio members performed visual studies through County visits, conducted informal interviews with residents on the street, and partook in walking and driving tours through the historical districts.

Existing Conditions Report

The Studio conducted a thorough investigation into Jefferson County's existing conditions inventory in order to provide a thorough, detailed, and focused description of current conditions to guide the vision for the county's future.

Project Timeline



Public Outreach

The Studio gathered public opinion and concerns, through various outreach procedures, for feedback and comments on current conditions and future development. The Studio contacted the local government, made contacts with local organizations, talked to church leaders, and the school system. Electronically, the Studio frequently updated a blog, set up an email account, created a twitter account, and made a Facebook page in order to supply all the current means of communication. The Studio distributed the information for all of these communication sources, including the established times for community meetings, on flyers around the county as well as using the previously established relationships in the government and organizations.

Community Meetings

The Studio held two community-visioning meetings in Monticello, repeating the exact same programs and activities at each session. During these community meetings the Studio collected a wide range of data through observation, discussion, and concrete responses to activities. This information was collected both overtly and covertly, transcribing verbal responses to questions as well as attitudes and reactions. The Studio collected similar data through a serious of formal interviews with various members of the community.

Methods of Data Collection

The first exercise of the Community Visioning Meeting was to post where they live, work, play, and shop on a large map of Jefferson county and neighboring areas, including Thomasville and Tallahassee. Participants then completed individual surveys regarding demographic information and general feedback about their relationship with Jefferson County, what they like and dislike most, and what aspects of the county are of greatest concern. The meeting then moved into a group exercise on visual preferences and reactions to various images from around the county and country. The visual image preference survey was administered to gain an understanding of what residents feel is appropriate and inappropriate for the future of Jefferson County. Finally the Community Visioning participants completed small group mapping exercises working with multiple layers of trace to corresponding themes and questions. The layers of trace corresponded to questions regarding environmental resources, safety, areas in need of change, areas prioritized for population growth, areas suitable for commercial development, and transportation and connectivity.

First Visioning Session
Source: Jefferson County Studio

Type of Data Collected

Data collected from the Live/Work/Play/Shop maps was analyzed as comparative percentages of where residents of Jefferson County spend their time. The individual Surveys collected both demographic information and gave each participant the opportunity to respond anonymously to questions regarding the future of Jefferson County. From the Visual Preference Survey, the Studio showed 104 images from various categories and places to the participants and had them rank these images individually from -5 to 5, going with their initial reactions. These results told us which type of residential areas the community prefers, what they consider to be pristine environmental conditions, and what type of commercial options they favor, among other topics.

The small group mapping activity collected the widest range of information and allowed individuals to physically circle and highlight their favorite areas of the county, areas of concern, and locations for future growth, as well as the preferred type of growth. The trace layers addressed environmental resources, transportation, safety, and development.

Methods for Data Analysis and Interpretation

After the community meetings, the Studio synthesized all group trace layers for the four categories: environmental, safety, population growth, and transportation. The results were combined into one map for each trace category. The live, work, shop, play, maps were combined into two maps, one for each community meeting, with circle size corresponding to the number of "dots" placed in that location. The results from individual surveys were compiled to discern common themes in responses as well as outlier responses.

Statistics were calculated from quantitative data including ratings from the visual preference survey, age, and income. This data provided the demographics of the residents who attended the community meetings. Their qualitative responses were also recorded and analyzed for similarities and differences in the responses based on their individual economic or geographical situation within Jefferson County.

The visual preference surveys were counted and averaged to determine which images were most and least popular, both as a whole and between the two groups. These images were then organized according to rank and the Studio members determined trends in the type and style of development most appealing to the people of Jefferson County.

Using this data as the base, the Studio compiled a list of recommendations for the county. These were focused on natural resource preservation, transportation corridors, sustainable agriculture, and community development.

Preparation for Second Visioning Meeting
Source: Jefferson County Studio

Preparation for First Visioning Meeting
Source: Jefferson County Studio

EXISTING CONDITIONS

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EXISTING CONDITIONS

Jefferson County is a rural community in Northwest Florida seeking to preserve and utilize its unique agricultural, cultural, and natural resources to achieve economic viability and sustainability in the present and into the future. This section presents existing conditions in Jefferson County and provides necessary background information that the Studio used to help formulate its recommendations. The existing conditions inventory provides a thorough and focused description of current conditions in order to guide the vision for the County's future. Historical information is presented to provide a better foundation for Jefferson County's existing conditions and what drivers are likely to affect its future conditions. Understanding the historical, social, political, demographic, economic, and cultural contexts of a place is a firm foundation on which to build an informed future.

History

Native American and Spanish Early History

Preceding the Spanish occupation, the area now known as Jefferson County was predominantly occupied by the Apalachee Indian tribe. The tribe inhabited many of the lands between the Aucilla and Ochlockonee Rivers. Initial Spanish explorers Panfile de Narvaez and Hernando de Soto met fierce resistance from native tribes in north Florida. Narvaez's expedition passed through an Apalachee village for the first time in 1528. Over the next century, the Spanish established a foothold in the region by building missions. In the 1600s, the Spanish established the St. Augustine colony. The Catholic Church was eager to send missionaries to the panhandle region. Missionaries were well received by the Apalachee tribe, resulting in 18 missions eventually being erected in the north Florida region (Shofner, 1976, 1-3). Five Franciscan missions were constructed along an east-west line that today approximately follows U.S. Highway 27 today (Hawkins, n.d.).

In the early 1700s, the missions were destroyed by the English Governor of South Carolina in retaliation against the Spanish. Remnants of three Spanish Franciscan missions still exist today and are a part of the National Register of Historic Places. These sites inslude San Joseph de Ocuya, near Lloyd; San Juan De Aspalaga, near Wacissa; and San Miguel de Asile, near Lamont (National Register of Historic Place, 2011). The Apalachee left the area after the missions were destroyed. Seminole, Creek, Tallahassee, and Miccosukee tribes moved into the region, where they were encountered by American settlers in the 19th Century.

The range of the Apalachee region that later became Jefferson County was a zone of conflict between white settlers and Native American tribes, primarily the Seminoles. The United States government attempted to enter into a treaty with the Seminole Indians, guaranteeing the tribe land in the panhandle area. Removal of Native Americans to the reservations was never completed. Despite this, white settlers continued to move into present-day Jefferson County and the surrounding area. In 1818, Spain ceded the territory of Florida to America. Florida became the 27th state of the United States in 1845.

The Early Years of Jefferson County

Settlement of Jefferson County was spurred by its proximity to Tallahassee, which was settled as Florida's capital in 1824, and by its suitability for cotton cultivation. Early settlers bought large tracts of forest and old Native American fields to clear for farming (Hawkins, n.d.). Growth in the region demanded a changing political structure, and county divisions also began. In 1824, Leon County was created with

Jefferson County Court House
Source: Jefferson County Studio

boundaries extending from the Ochlockonee River to the Suwanee River. James Gadsden settled in the region at a plantation named Wacissa. Prince Achille Murat acquired land the same year and named it Lipona. The first official community to be established prior to 1827 was the community of Waukeenah. In 1827, a line was drawn from the Georgia border to the Gulf of Mexico through Lake Miccosukee, creating the western border and of Jefferson County. Jefferson County was later subdivided to allow for the creation of Madison County.

The Role of Agriculture in Jefferson County's History

Jefferson County's current condition as a rural and agricultural place has its roots in the formation of the County. Since its creation, the County's soils and climate have made it a place highly suitable for crop production. Railroads contributed to the County's early growth and also helped shape its agricultural history. The arrival of trains and railroads in Jefferson County allowed areas such as Lloyd and Wacissa to prosper because of their proximity to train stations. The County's railroads flourished from the 1850s into the 20th Century. By the end of the Civil War, debt from railroad expansion coupled with changing weather conditions and crop diseases that contributed heavily to consistent crop failures led County farmers to move away from cotton sharecropping and explore other crops.

In the 1880s, Jefferson County farmers began to grow corn. Though the corn yield was not sufficient enough to produce a significant profit, the County was able to meet its own demand for corn and no longer had to import corn from out of state. Farmers continued to diversify their agricultural pursuits by growing watermelons, potatoes, cabbages, and onions in larger quantities. By 1884, farmers were supplying a majority of the nation's watermelon seeds (Shofner, 1976, 381). Farmers also attempted to grow tobacco during this time. Though lucrative, the venture was abandoned by most farmers for lack of skilled labor in processing the harvested tobacco leaves.

Cattle Farm
Source: Jefferson County Studio

Prior to 1875, there was very little emphasis placed on the quality of breeding horses and livestock. To purchase horses and cattle for breeding, residents in Jefferson County travelled to livestock fairs in Tallahassee and Thomasville. After 1880, residents of the County began to enter their own livestock into competitions at these fairs, because they were unable to host any fairs of their own. Though residents greatly improved the lineage of their horses and the quality of their hogs and cattle, cholera decimated livestock numbers in 1884.

Logging activity had a slow start in the latter part of the 19th Century and did not gain momentum until the early 1900s (Shofner, 1976, 385-386.) Each mill found it difficult to produce an amount of lumber that would justify the money employers invested in the logging company. One of the first large-scale logging companies only operated four months out of the year. Another mill near the Aucilla River remained in operation the whole year but also had difficulty producing enough lumber to yield a significant profit. Another issue plaguing the County was the inability of loggers to recognize that many of the trees they harvested were on state lands. Because fines for illegal logging on state lands were minimal, Jefferson County found illegal logging to be a common problem in its forests.

The Chinese tung tree was introduced in Jefferson County in 1906. Chinese tung trees were grown for their seeds, which produced oil that was used as a wood finish, a drying agent in paint and varnish, a waterproofing agent, and as an ingredient to manufacture linoleum, oilcloth, inks, resins, artificial leather, lubricants, brake linings, and cleaning and polishing compounds (FloriData, 2010). By the late 1950s, there were over 12,000 acres of tung trees planted in the County, the center of Florida's tung oil production (Hawkins, n.d.). Increases in tung harvesting lead to multiple tung mills in Monticello, Capps and Lamont. Though many tung orchards were lost to late spring freezes and local mills were forced to close, a small amount of tung was commercially produced in Jefferson County through the late 1960s and early 1970s. Ultimately, hurricane Camille brought an end to the tung industry in

Jefferson County and the rest of the gulf coast region. Most former tung orchards in the County have been bulldozed and are used for other crops, pasture, or timberland (Hawkins, n.d.).

By the early 1990s, Jefferson County produced 80 percent of the world's supply of watermelon seeds. As a result of growers overcrowding the market and because of changes in consumer desires, the watermelon seed business has decreased dramatically. Today, around ten farms produce watermelons in Jefferson County (USDA Census of Agriculture, 2007, Table 30).

Historical Race Relations

After Emancipation and the end of the Civil War, freedmen entered into working contracts with plantation owners for work. Because of rampant illiteracy among the African American population, these contracts often took advantage of the freedman who could not read the terms set forth. When disagreements arose between Whites and African Americans, they often resulted in violence (Shofner, 1976, 285). Punishments were more severe for African Americans.

Social relationships between African Americans and Whites were virtually non-existent, and the County remains severely segregated to this day. Oral histories collected from Jefferson County African American residents mention very little racial strife. This may be attributable to the minimal interaction African Americans had with Whites in the early to mid-1900s. Local White schools were not available to African American children growing up around the Monticello area. When African American children did go to school in Jefferson County, they walked and were not offered school bus services like white children.

Current Race Issues

Jefferson County is very much like many Southern rural areas in the fact that it has a long-standing, historical racial tension between African Americans and Whites. This was evidenced by the fact that it was necessary for our Studio to offer two community visioning meetings in order to get an equal representation of Jefferson County residents. At the first meeting, held in downtown Monticello at the Opera House, 90 percent of attendees were White. The second meeting was held in the historically black Monticello neighborhood referred to as "Rooster Town." This meeting was held as Missionary Baptist Church; 65 percent of attendees were African American.

The questionnaire distributed by the Studio at the community visioning meetings asked participants to identify their race. The Studio found that racial tension and segregation were more openly discussed and indicated in survey responses at the Baptist Church meeting.

Looking through the survey responses, there were specific areas of interest that differed between the two races. Responses to questions concerning safety and historical preservation substantially differed between the two meetings. The majority of respondents, both White and African American, agreed Jefferson County is a very safe place concerning crime. However, Opera House respondents felt if a crime were to occur, it would be in the Rooster town area, where a large portion of the African American population resides. When the Baptist Church respondents were asked the same question, they indicated Rooster Town has the greatest need for sidewalks and adequate lighting, but did not feel it was a place where crime was likely to occur.

Another difference found in the questionnaire as well as in the visual preference survey was that the White respondents were more likely than the African American respondents to view the historical preservation of downtown as a high priority. One possible explanation of this may be due

The "Meeting Tree"
Source: Panoramio

Race Relation Resources

E. Franklin Dukes is a professor at the University of Virginia and is currently teaching a new course titled "UVA History: Race and Repair", an outgrowth of a project he initiated entitled University & Community Action for Racial Equity (UCARE), addressing UVA's legacy of slavery, segregation and discrimination.

See Resource Toolkit.

to the history of segregation and the era the downtown represents. In particular, a group at the Baptist Church mentioned that they would like the "Meeting Tree" by the Monticello Court House to be cut down because they believe it is a place where slaves and criminals were publicly hanged.

Conclusion

While integration was legalized in the latter half of the 20th Century, the African American and White communities still had minimal interactions. Similar community dynamics are pervasive in present-day Jefferson County. Most community organizing is done through churches that are generally separated by race. The County currently faces difficulties engaging all races in the planning process, since finding a platform with which to attract differing groups can be problematic.

Environment and Agriculture

Land Cover

The development and continuation of Jefferson County as a rural agricultural community is heavily influenced by its environmental conditions. Water features, karst topography, and soils help determine where productive agriculture and development can occur. Jefferson County's land uses provide a picture of what is going on under the soil. The northern two-thirds of the County have more topsoil covering limestone and are used for crop and livestock farming on sandy and loam soils. The flat and poorly drained soils to the south are used for timber production, which can withstand wetter soils than crop farming. *Figure EC-2.1* shows the land cover types in Jefferson County. The southern area contains many of the County's important water features including the Wacissa River, Wacissa Springs group, and the Aucilla River.

Jefferson County covers 392,365 acres, or approximately 613 square miles. Land cover is comprised of many distinct ecological communities including: mixed hardwoods and pines in the northern portion of the County; longleaf pine-turkey oak Hills in the south-central portion of the County along the Cody Scarp; freshwater marsh associated with the upper Aucilla River; swamp hardwood, hardwood hammocks; and salt marsh along the entire 6-mile coastline (JeffersonCountyfl.gov).

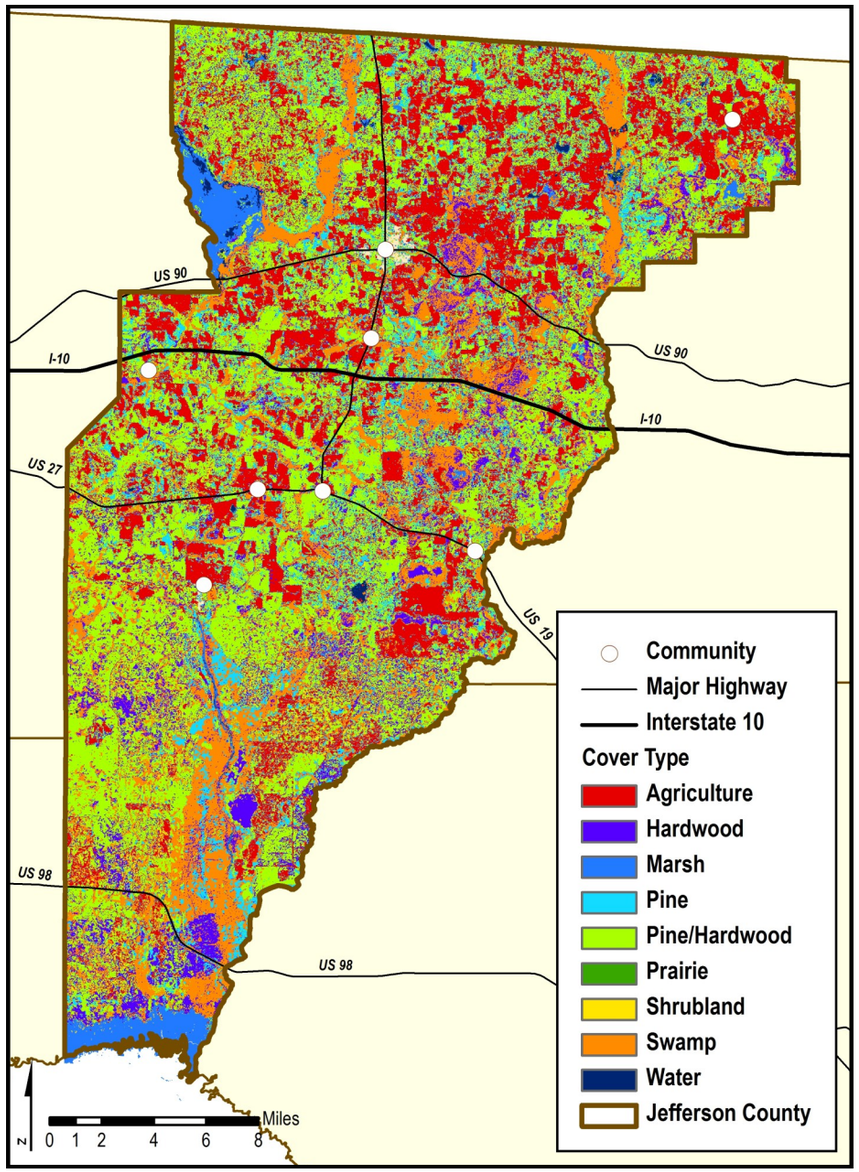
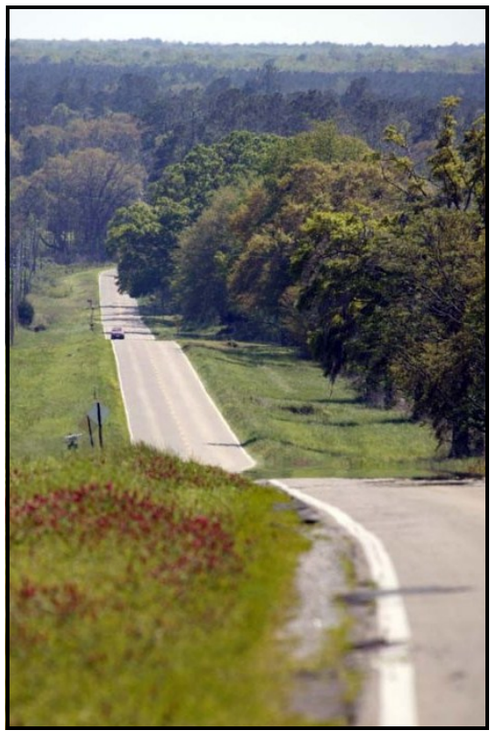


Figure EC-2.1 Jefferson County Land Cover Types

Source: Florida Fish and Wildlife Conservation Commission, 2005



The Cody Scarp
Source: FDEP

The physiographic division known as the Cody Scarp divides Jefferson County into two portions. The Northern Highlands, also known as the Red Hills Region, lie over a thick sequence of erosion-resistant sand, clay, and carbonate sediments. The Coastal Lowlands are characterized by a thin sand mantle covering the Floridan aquifer's limestone, with small sinkholes, limestone, and dolostone (Upchurch, 2007, p.4). The Floridan aquifer lies underneath Jefferson County and is the primary drinking water source for it and all of north Florida. The aquifer is vulnerable to contamination by pollutants, such as nitrates, which can enter the aquifer through porous limestone, sinkholes, and percolation and compromise the safety of drinking water (Upchurch, 2007, p.14). The Cody Scarp formed as a result of Plio-Pleistocene (1.5- 2.5 million years ago) shoreline development and fluvial/karst erosion, and is primarily a karst escarpment. *Figure EC-2.2* shows the Cody Scarp and types of limestone coverage in Jefferson County. The northern two-thirds of the County are in Area III, where limestone coverage is 30 to 200 inches thick. The lower third of the County is in Area I, where the limestone is bare or thinly covered.

When compared with *Figure EC-2.1*, the Cody Scarp line depicted in *Figure EC-2.2* shows the approximate location where land cover changes from agriculture to silviculture, forests, and wetlands. Development and agriculture in the southern third of the County is limited by the soils and nearness of limestone. Water quality can easily be impacted by agricultural and pastureland runoff as well as human developments such as septic systems. As a result of the fragile ecological conditions south of Cody Scarp, there is significantly less development than in northern Jefferson County.

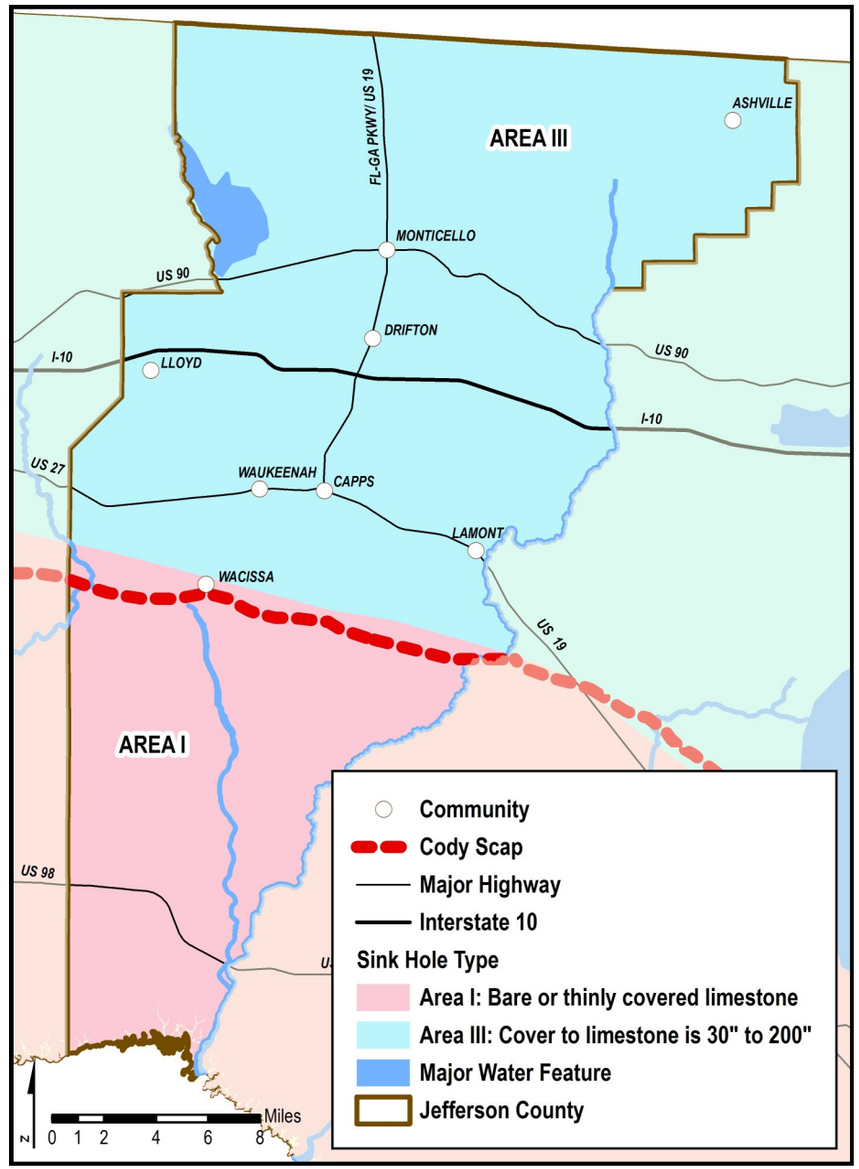


Figure EC-2.2 Jefferson County Limestone Areas and the Cody Scarp
Source: St. Johns River Water Management District, 1997

Suitability for Development

Figure EC-2.3 shows the southern third of the County below the Cody Scarp in red, meaning it is not suitable for construction of dwellings. "The ratings for dwellings are based on the soil properties that affect excavation and construction costs. The properties that affect the load-supporting capacity include: depth to water table, ponding, flooding, subsidence, shrink-swell potential, and compressibility" (USDA Natural Resources Conservation Service, n.d.). Most of the soils in Jefferson County, 53 percent, are considered very limited for dwellings. Surrency fine sands make up 8.6 percent of the County's sands, totaling over 34,000 acres. These sandy soils are severely limited for the construction of dwellings because they are prone to flooding and ponding and are close to the water table. Chaires fine sand covers 28,758 acres of the County and comprises 7.2 percent of the County's sands. This type of sand is very limited for the construction of dwellings because it is prone to flooding and ponding and is close to the water table. Other factors that affect soils' suitability for construction are slope, content of organic matter, proximity to hard rock, shrink-swell potential, and subsidence potential (USDA Natural Resources Conservation Service, n.d.). These factors are present in some of Jefferson County's soils but do not cause as many limitations as flooding, ponding, and proximity to the water table.

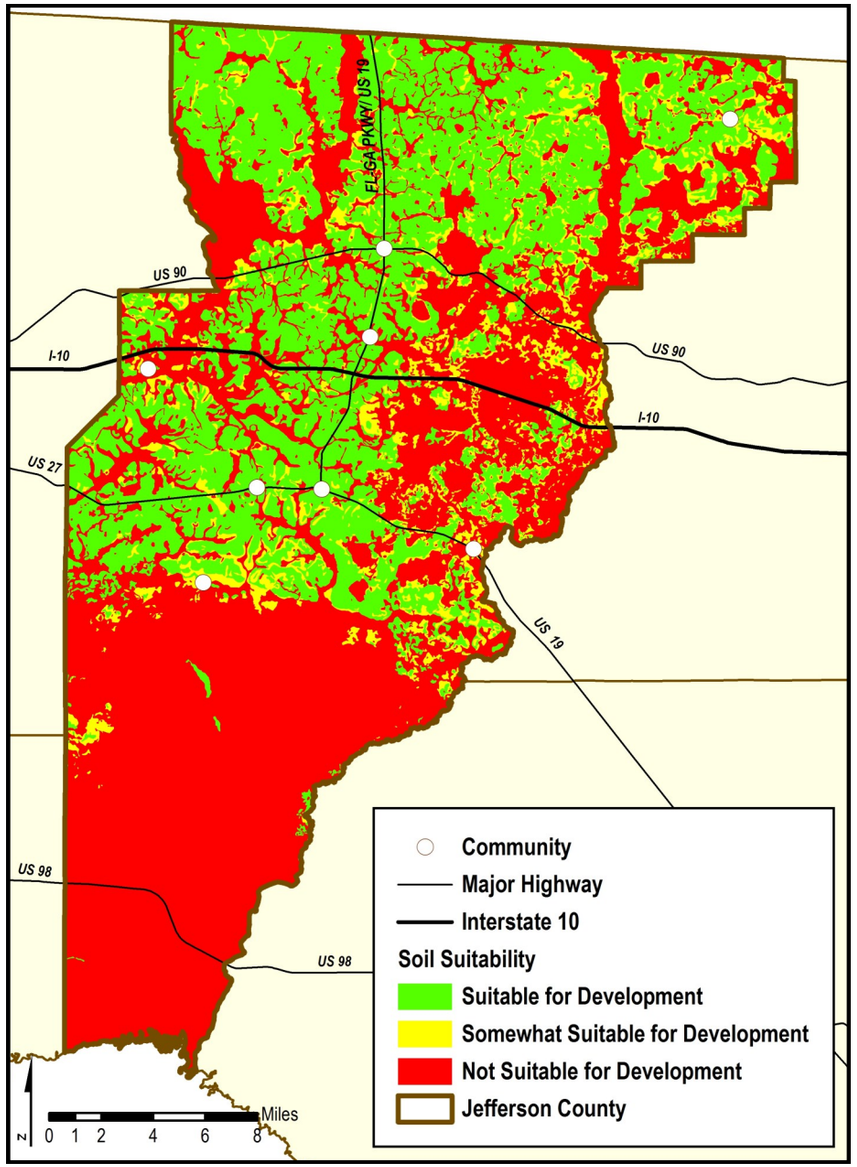


Figure EC-2.3 Jefferson County Soil Suitability for Dwellings

Source: USDA Natural Resource Conservation Service, 2010

Drainage is an important characteristic of soil used in determining an area's suitability for septic tanks. Jefferson County has central sewer only within the urban service boundary of Monticello. Accordingly, residential development outside of Monticello requires on-site wastewater treatment in the form of septic tanks and drainfields. Gently sloping, thick, permeable soils with deep water tables make the best sites for septic systems (soil.ncsu.edu, 1997). *Figure EC-2.4* shows the drainability of Jefferson County soils. Well drained soils are located primarily in the northern two-thirds of the County. These soils are more suitable for septic systems. The southern third of the Count contains mostly poorly drained and very poorly drained soils that are not suitable for septic tanks. When soil drainability is too low, soils are not sufficient to drain effluents, resulting in surface seepage from septic drainfields. When drainability is too high, septic tank effluent can permeate the soil too quickly before sufficient filtration has occurred. This can lead to effluent ending up in surface waters or the groundwater.

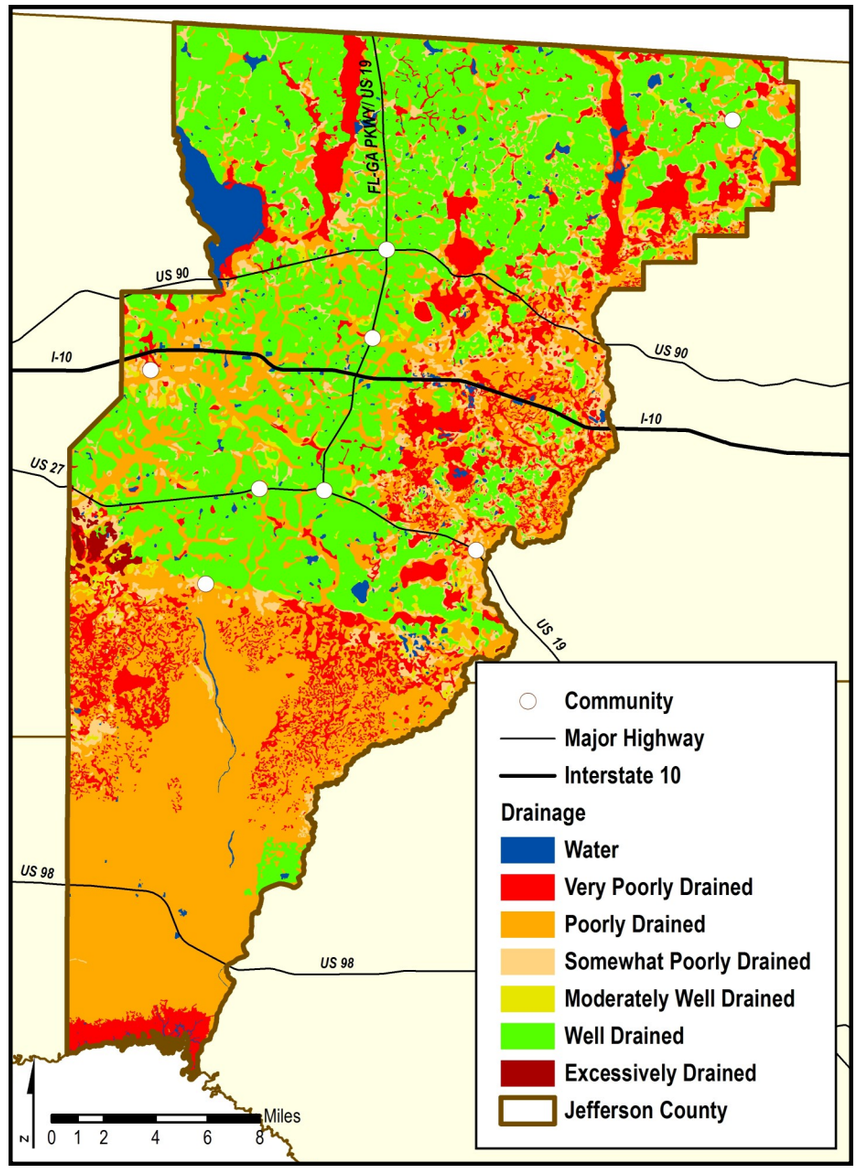


Figure EC-2.4 Jefferson County Soils by Drainage

Source: USDA Natural Resources Conservation Service, 2010

Flood frequency is also a component of determining which areas are suitable for residential development. *Figure EC-2.5* shows the frequency of floods in Jefferson County, which is closely related to the distribution of wetlands shown in *Figure EC- 2.6.* The most common wetlands in the county are semi-permanently flooded or seasonally flooded. Most of the seasonally flooded acreage in the southern third of the County is associated with the Wacissa and Aucilla Rivers. During peak flow periods, the rivers overflow into surrounding wetlands. The southern third of the County is dominated by the presence of wetlands, again suggesting it is not as suitable for development south of US 27 and US 19. The semi-permanently flooded wetlands to the West and East of Monticello are associated with Ward's Creek and the Aucilla River, respectively.

Wacissa River
Source: Tall Timbers

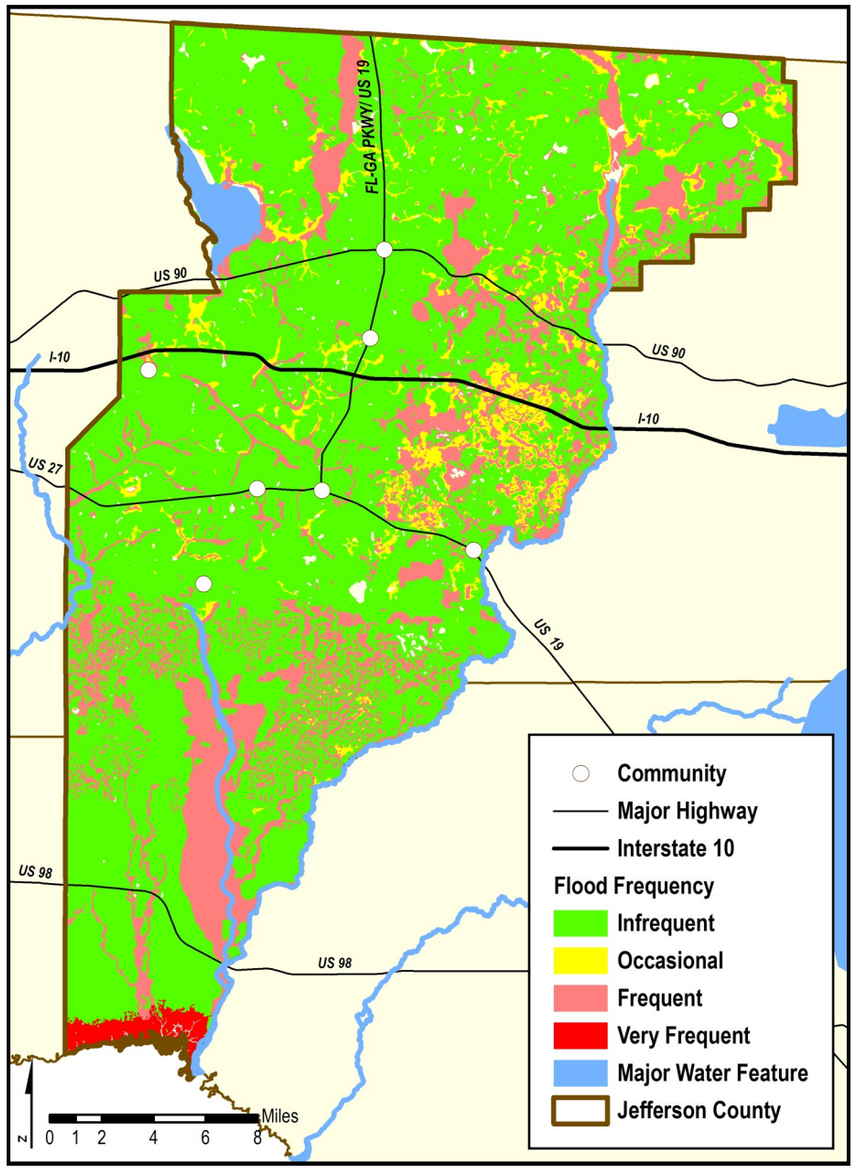


Figure EC-2.5 Jefferson County Flood Frequency

Source: USDA Natural Resources Conservation Service, 2010

Hydric soils and the frequent presence of standing water make construction on wetlands expensive and challenging. Wetlands provide many benefits to the residents of Jefferson County. Wetlands provide flood protection by absorbing and slowly releasing water from the major rivers in the county and the Gulf of Mexico. Wetland trees and other vegetation also help to slow down floodwaters (Randolph, 2004). Another benefit humans receive from wetlands is improved water quality. Wetlands remove nutrients, wastes, and sediments before it reaches open water and the groundwater. Wetlands are also sites of groundwater recharge when they are located near to the water table.

Prime farmland is important to conserve and maintain as part of the working landscape. The USDA defines prime farmland as "land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses" (USDA Natural Resources Conservation Service, n.d.). Prime farmland is of major importance in meeting the nation's short and long-term needs for food. "Because the supply of high-quality farmland is limited, the USDA recognizes that responsible levels of government, as well as individuals, should encourage and facilitate the wise use of our nation's prime farmland" (USDA Natural Resources Conservation Service, n.d.). Jefferson County has historically been and continues to be a rural county with agriculture contributing a great deal to the local economy. Soil suitability analyses for farmland examine soil texture, bulk density, drainability, stoniness, rockiness, and erodibility. Prime agricultural soils are fertile and well drained, and are generally on level or gently sloping lands (Randolph, 2004). *Figure EC-2.7* displays the types of farmland throughout Jefferson County. All prime farmland and farmland of local importance is located within the northern two-thirds of the county, north of Wacissa. Below the Cody Scarp, there is no prime farmland or farmland of local importance because of the hydric soils. It is important to consider that once prime farmland is converted to other uses, it unlikely to be recovered for agricultural use.

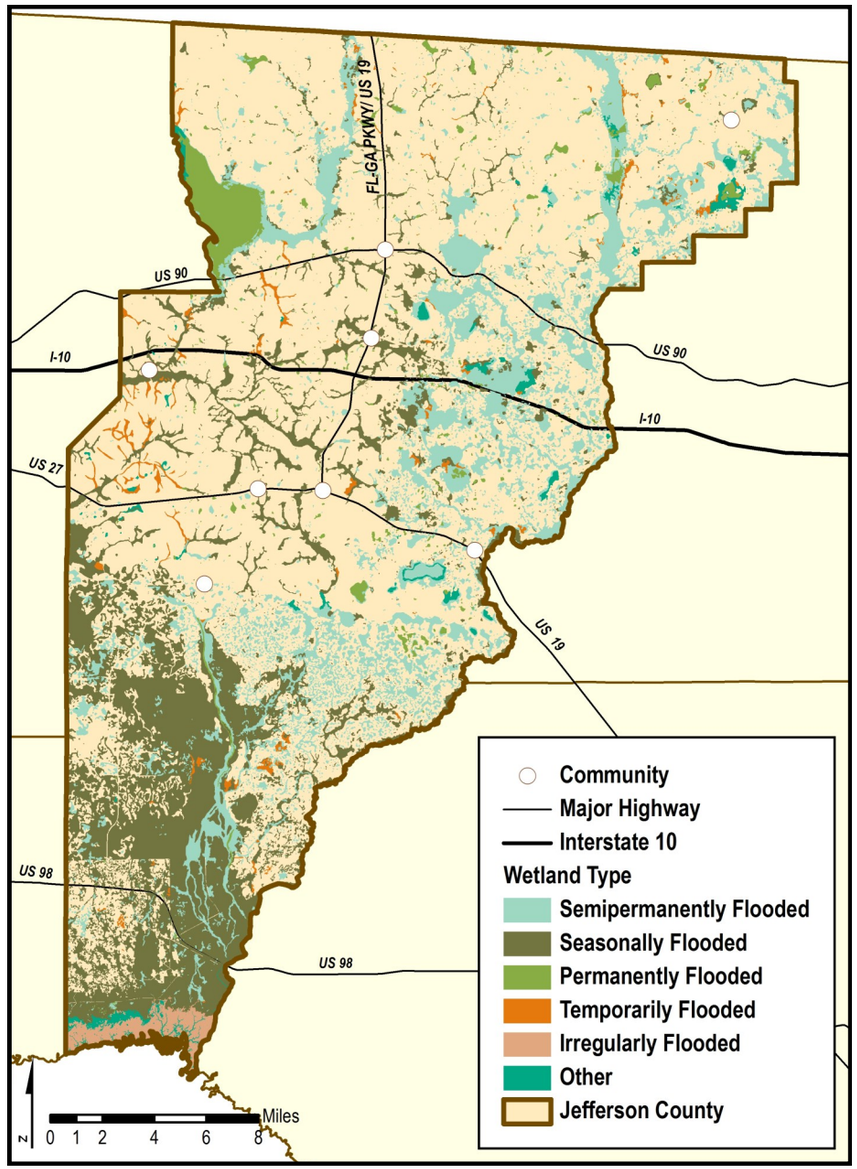


Figure EC-2.6 Jefferson County Wetland Type and Distribution

Source: U.S. Fish and Wildlife Service Division of Habitat and Resource Conservation, 2011

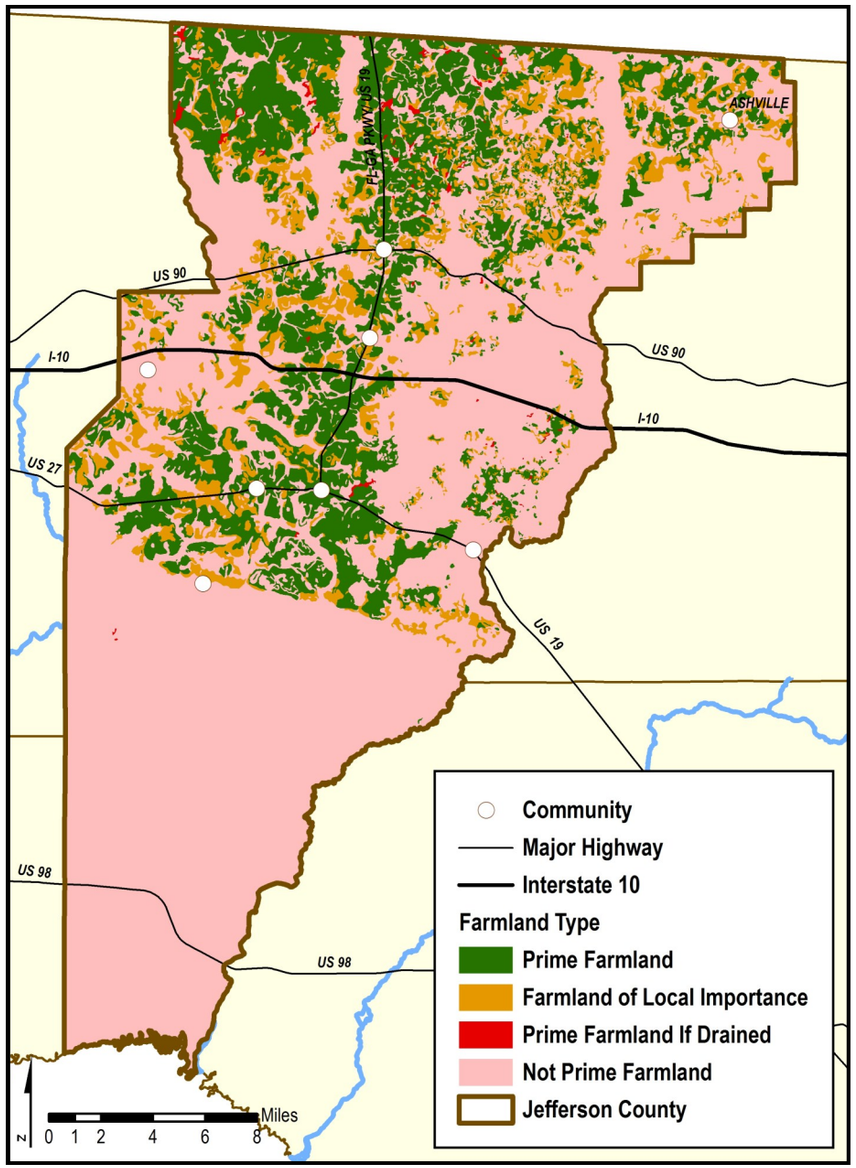


Figure EC-2.7 Jefferson County Farmland Types

Source: USDA Natural Resource Conservation Service, 2010

Jefferson County has historically been and continues to be a rural county with agriculture contributing a great deal to the local economy. Soil suitability analyses for farmland examine soil texture, bulk density, drainability, stoniness, rockiness, and erodibility. Prime agricultural soils are fertile and well drained, and are generally on level or gently sloping lands (Randolph, 2004). *Figure EC-2.7* displays the types of farmland throughout Jefferson County. All prime farmland and farmland of local importance is located within the northern two-thirds of the county, north of Wacissa. Below the Cody Scarp, there is no prime farmland or farmland of local importance because of the hydric soils. "The loss of prime farmland to other uses puts pressure on marginal lands, which generally are more erodible, droughty, and less productive and cannot easily be cultivated" (USDA Natural Resources Conservation Service, n.d.). It is also important to consider that once prime farmland is converted to other uses, it unlikely to be recovered for agricultural use.

Farmland and suitability for the construction of dwellings are influenced by slope. *Figure EC-2.8* displays the slopes for all of Jefferson County. The County is predominantly flat, with slopes less than 2 percent. Areas with greater than 8 percent slope are associated with the Cody Scarp. Slopes greater than 8 percent may present problems for construction or require engineering measures to level the site prior to construction. In general, Jefferson County does not have many areas where slope is a factor limiting development.

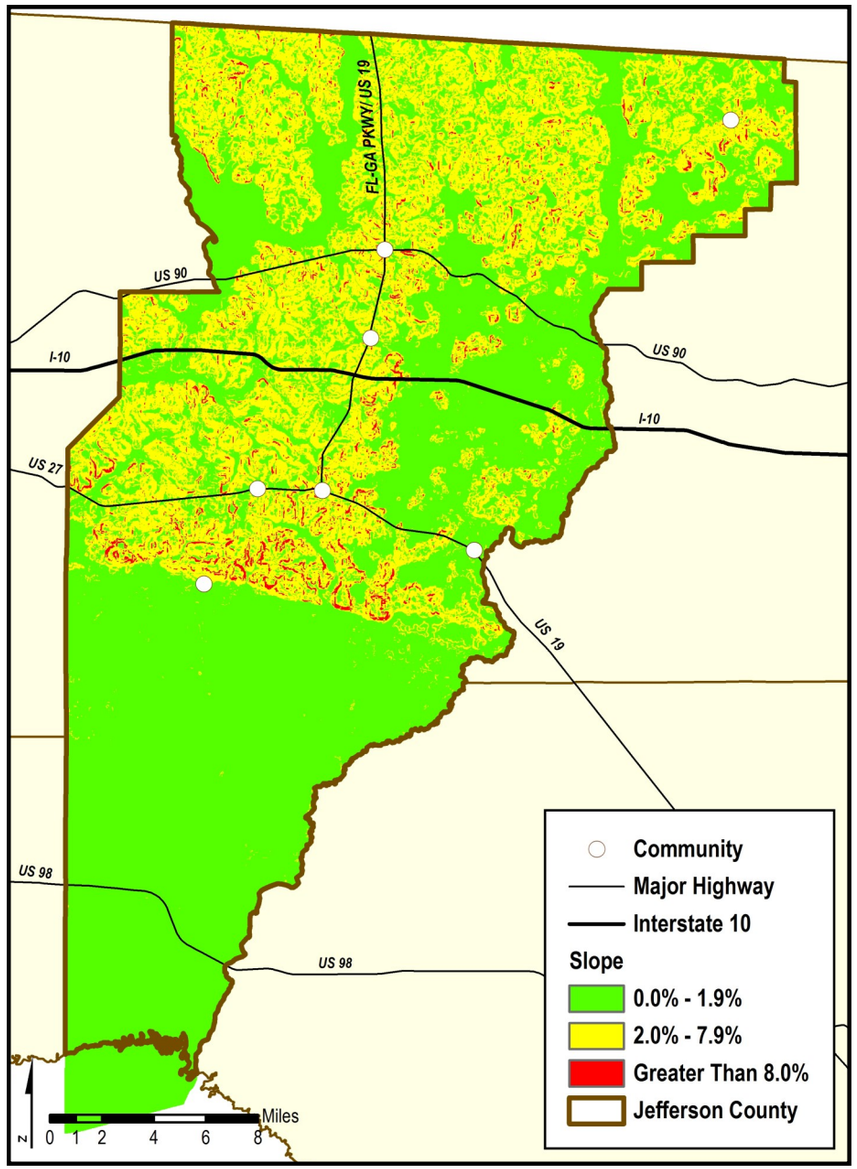


Figure EC-2.8 Jefferson County Slopes

Source: USDA Natural Resource Conservation Service, 2010

Water Resources

Water resources, displayed in *Figure EC-2.9,* are a significant component of Jefferson County's image, culture, and distinctiveness. The two major rivers in the County are the Aucilla and the Wacissa. The Wacissa Springs group, Lake Miccosukee, Ward Creek, and Lloyd Creek are also important water resources. The Aucilla River runs along the eastern boundary of the County before reaching salt marsh at the Gulf of Mexico.

Aucilla River

Source: Igougo.com

The Aucilla River is an important resource for the County because it serves as flood control, purifies surface waters, provides a nursery and sanctuary for fish and wildlife, and recharges the underground water supply (Lenz, 2006, p.4). It is also a very unique river because it "disappears" in several locations, meaning the river flows into sinkholes and emerges above ground farther south (Lenz, 2006, p.4). This feature is notable because sinkhole openings provide direct access for pollutants to enter the aquifer. In the Aucilla River basin, private landowners have conserved more than 45,000 acres in Florida and Georgia with the use of conservation easements held by the Tall Timbers Land Conservancy, the Suwannee River Water Management District, and The Nature Conservancy (Lenz, 2006, p.3).

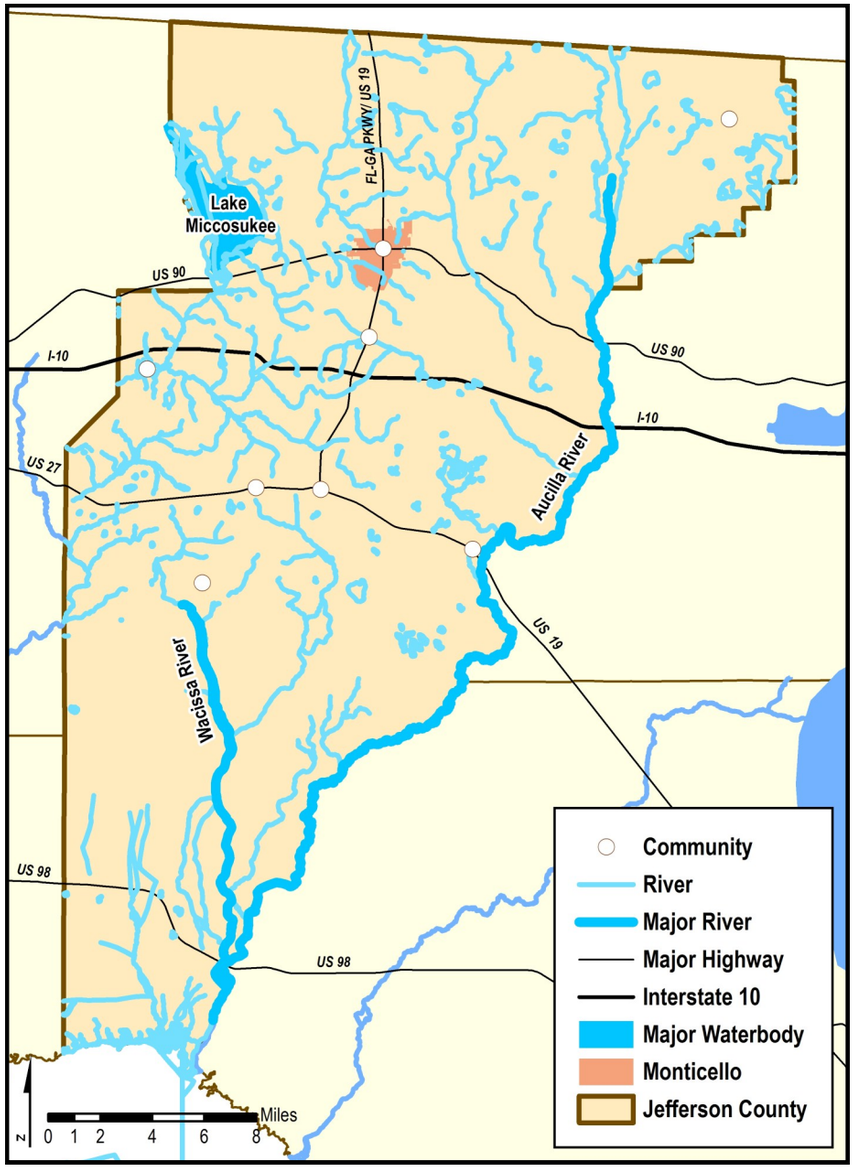


Figure EC-2.9 Jefferson County Water Features

Source: Florida Department of Environmental Protection, 1999

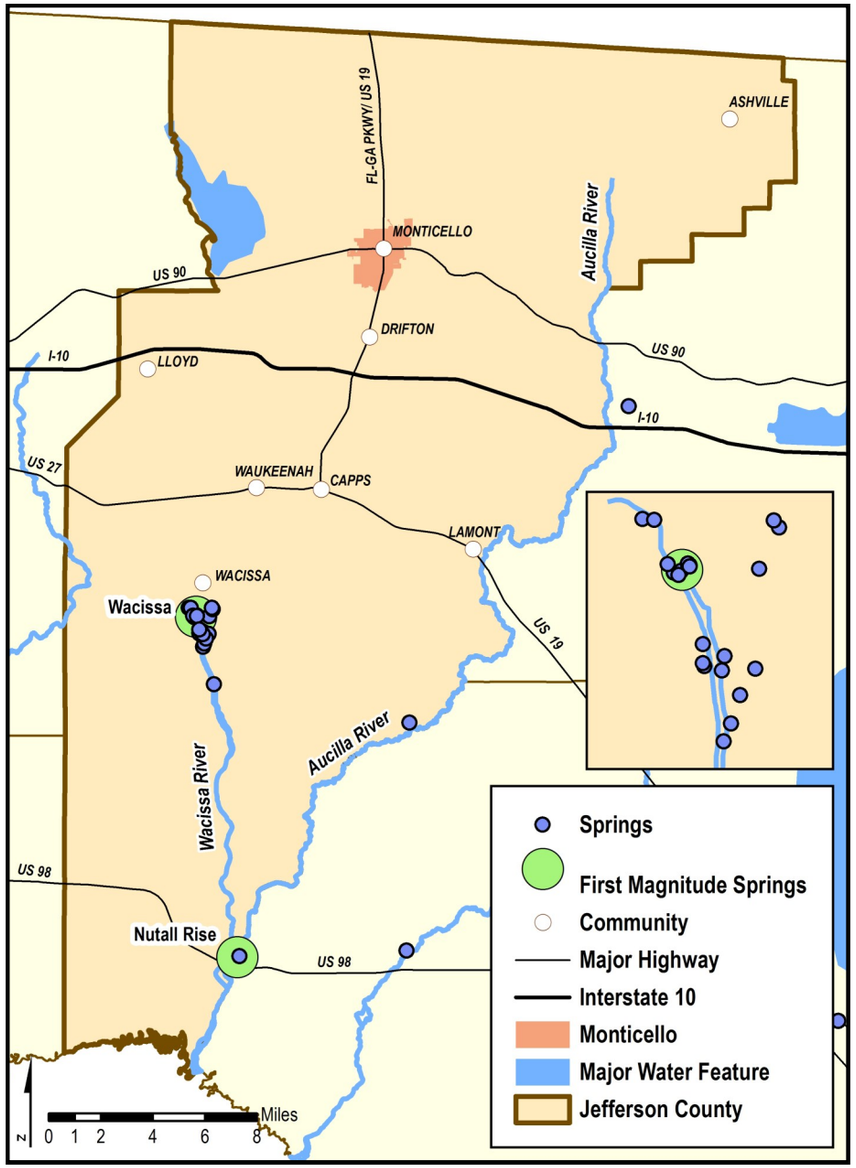


Figure EC-2.10 Jefferson County Springs and the Wacissa Springs Group

Source: Florida Department of Environmental Protection, 2001

Northwest Florida Water Management District Logo
Source: NorthWest Florida Water Management District

The Wacissa River is the main tributary of the Aucilla and runs approximately south from its headsprings. The Wacissa River is primarily spring-fed and is clearer, straighter, shorter, and shallower than the Aucilla, which is fed by rainfall (Lenz, 2006, p. 11). The Wacissa Springs Group is shown in *Figure EC-2.10.* The upper 2.75 miles of the Wacissa River is fed by one first-magnitude spring (which has a flow greater than 100 cubic feet per second), seven second-magnitude springs, and 7 third-magnitude springs. The springs are an important window into the water quality of the Floridan Aquifer. They form where groundwater is forced up from the Aquifer and onto the surface through openings in the ground. Springs provide access for pollutants to directly enter the Aquifer and compromise water quality.

Both the Aucilla and Wacissa Rivers are designated as Outstanding Florida Waters (OFW), "waters designated worthy of special protection due to their natural attributes" and their existing good water quality (Outstanding Florida Waters, FDEP, 2009). OWF designation only affects activities that require a DEP WMD permit, such as dredge and fill activities and pollutant discharge activities. Fishing, boating, swimming, and river setback ordinances on these rivers are not affected by the OFW designation.

Jefferson County is divided evenly between the Northwest Florida Water Management District (NWFMD) to the west and the Suwannee River Water Management District (SRWMD) to the east, shown in *Figure EC-2.11.* Water Management Districts (WMDs) are set by watershed, the water flow within a drainage basin, so WMDs do not conflict about how to manage water resources. The Wacissa and Aucilla Rivers are contained in the SRMWD and the St. Marks River in NWFWMD. Both WMDs work to protect and manage water resources for consumptive use and for the health and integrity of the natural systems. The SRWMD uses a variety of strategies to protect the Wacissa and Aucilla watershed including land acquisition and management, restoration of natural hydrology and native vegetation, use of prescribed fire to restore habitat and natural communities, and water quality monitoring (SRWMD, n.d).

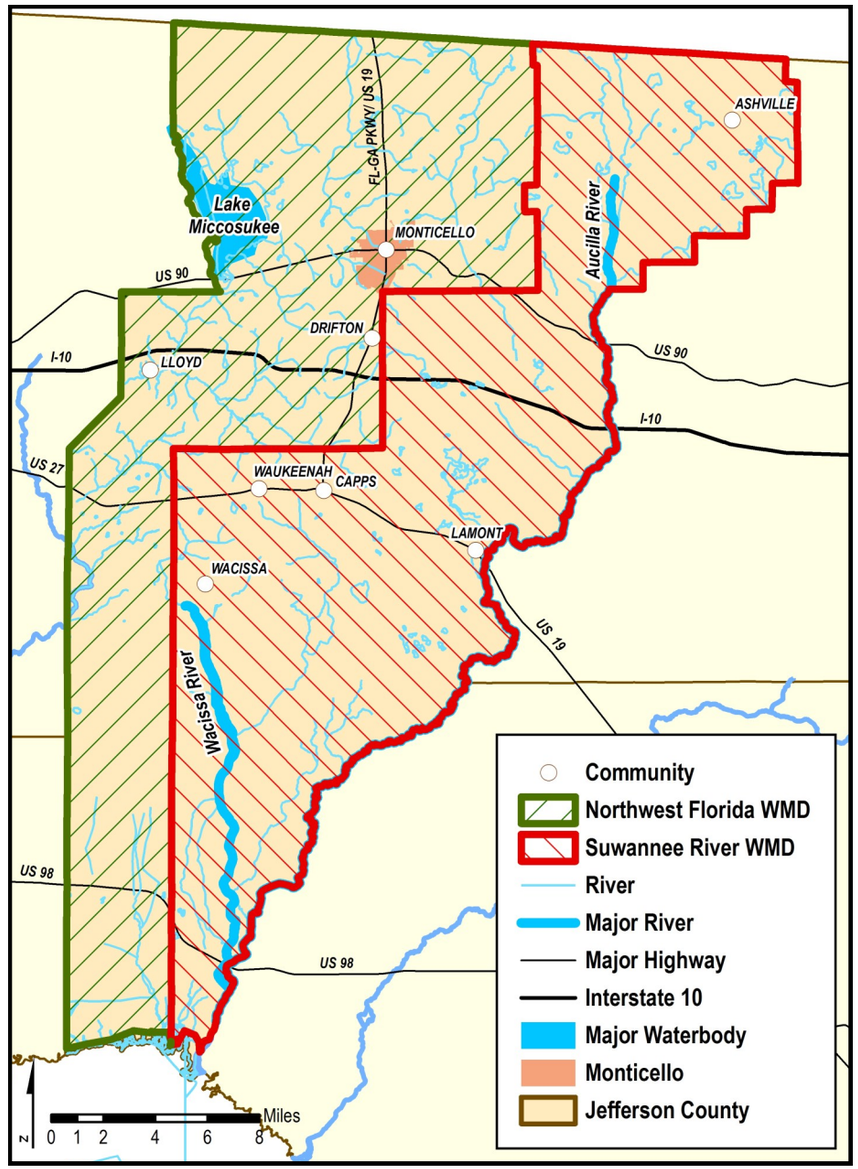


Figure EC-2.11 Jefferson County Water Management Districts
Source: Florida Department of Environmental Protection, 2004

The Aquifer Protection Ordinance

Though water resources and the Coastal Lowlands make for scenic and valuable assets to Jefferson County, the vulnerability of the lower third of the County limits the amount and type of development that can occur there. Building in sensitive karst areas is both hazardous and costly. Ground water quality can easily be compromised because the aquifer is so close to surface and there are many sinkholes and springs to contribute pollutants directly to the Floridan Aquifer. Attempting to develop land that is too wet or unstable is a waste of resources. Any development that generates a large amount waste should be prohibited below the Cody Scarp.

The Wacissa Springs group caught the attention of the Nestle Waters Company as a potential source for bottled spring water. Friends of the Wacissa, a grassroots regional coalition, worked for 13 months and mounted a public awareness campaign to bring attention to the corporate practices of Nestle Waters along with the long-term impact of commercial water bottling. On July 27th, 2011, Nestle Waters announced that they would not pursue commercial water extraction from the Wacissa River springs group (savethewacissa.com, 2011).

The Friends of the Wacissa advocated for the passage of a local Jefferson County Aquifer Protection Ordinance. The Ordinance was passed during the September 15, 2011, Jefferson County Commission meeting and contains a number of new measures to protect the Wacissa Springs group and water quality for the Wacissa/Aucilla ecosystem from degradation by the production of bottled water. Water pumping stations and other facilities associated with bottled water production are specifically excluded from government facilities that provide essential or important public services. New language was adopted in Section 4.02.02 of the Jefferson County Land Development Code to promote best management landscaping practices and encourage the use of water management conservation practices. Section 9.02.02 of the Jefferson County Land Development Code designates “Any development involving the installation of infrastructure to support, or to be served by, large scale withdrawals of groundwater (greater than 100,000 gallons per day as a thirty (30) day rolling average) for purposes other than agriculture, irrigation, recreation, public or private utility, or construction dewatering” and “any development associated with, or related to, the production of bottled water” is a major development requiring a supermajority vote of approval by the Board of County Commissioners (Aquifer Protection Ordinance, 2011). While these new measures will ensure debate and community input are involved if the decision to allow water bottling in the County arises again, there are other measures that could be implemented to more explicitly protect the water quality of the Wacissa Springs group and the rivers.

Source: Save the Wacissa

Conservation

Much of the southern tier of Jefferson County is managed for wildlife and conservation. According to the Florida Natural Areas Inventory, 28 percent of Jefferson County is conservation lands (*Table EC-2.1*). Conservation easement lands are located mostly in the northern portion of the County, shown in *Figure EC-2.12.* Interviews with County residents reveal that conservation and preservation of sensitive environmental lands is a priority. Tall Timbers Research Station and Land Conservancy, an ecological research center, assists with conservation in the Northern Highlands/Red Hills region in Jefferson County. In addition to research, Tall Timbers has protected more than 121,000 acres through conservation easements, with over 18,000 acres protected in Jefferson County (Tall Timbers, n.d.). They are currently the largest regional land trust in Florida and Georgia, making the organization a strong partner for conservation in Jefferson County.

Table EC-2.1. Acres of Conservation Lands in Jefferson County

Types of Lands	Acres
Local Conservation Lands	30
State Conservation Lands	66,960
Federal Conservation Lands	7,960
Private Conservation Lands	33,850
Total Conservation Lands	108,800
County Area	392,365
% of County in Conservation	28%

Source: Florida Natural Areas Inventory, 2011

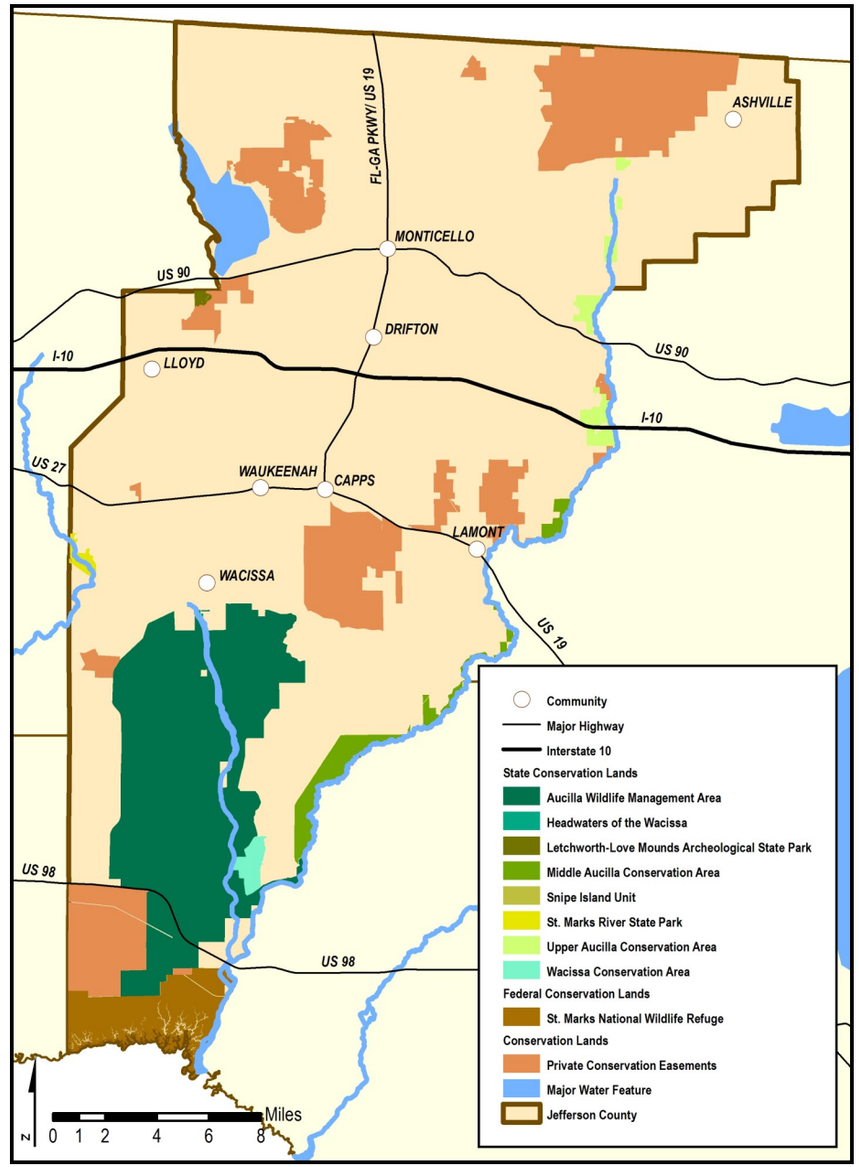


Figure EC-2.12 Jefferson County Managed Lands

Source: Florida Natural Areas Inventory, 2011

Together the Aucilla Wildlife Management Area (AWMA) and the St. Marks National Wildlife Refuge (SMNWR) contain over 80,000 of Jefferson County's 392,365 acres (Jefferson County Extension, 2009). The AWMA is twelve miles east of Tallahassee and buffers approximately 15 miles of the Wacissa River and 9 miles of the Aucilla River. The AWMA's bottomlands and pinewoods help to protect the entire Wacissa River Watershed. In addition to protecting this watershed, the AWMA is open to the public for hunting deer, wild hogs, and turkeys. SMNWR is also open to the public for recreation activities including fishing, hunting, hiking, and wildlife viewing and receives over 250,000 visitors each year (U.S. Fish and Wildlife Service, 2011). The vast quantity of land managed for conservation also plays an important role in offering recreational activities to visitors and residents of Jefferson County.

Wildlife

Because much of Jefferson County is wetland, undeveloped land, or conservation land, it supports substantial biodiversity. Wildlife viewing opportunities draw people to the St. Marks Wildlife Refuge and other areas of Jefferson County. The County is home to roughly 35 federally listed endangered, threatened, and species of special concern (U.S. FWS, 2011). Among the endangered species are the hawksbill turtle, wood stork, and West Indian manatee (*Table EC-2.2*). The biodiversity can provide many ecotourism opportunities throughout the County but would impact development if it were proposed in critical habitat for any endangered species. Actions that threaten to "take" a listed species require an Environmental Impact Assessment, often an expensive and lengthy endeavor.

Table EC-2.2. Partial List of Federally Listed Species in Jefferson County

Type	Common Name	FWS Status	Natural Communities
Fish	Gulf Sturgeon	Threatened	Estuarine, Marine, Riverine
Amph./ Rept.	Eastern indigo snake	Threatened	Palustrine, Terrestrial
Amph./ Rept.	Hawksbill turtle	Endangered	Marine
Bird	Wood Stork	Endangered	Estuarine, Lacustrine, Palustrine
Bird	Red-cockaded Woodpecker	Endangered	Terrestrial
Mammal	West Indian manatee	Endangered	Estuarine, Marine, Riverine

Source: U.S. Fish and Wildlife Service "Federal Threatened, Endangered, and Other Species of Concern likely to Occur in Jefferson County Florida (2011)"

Wood Stork
Source: Audubon of Florida

Outdoor Recreation

Jefferson County has an abundance of forests, rivers, fields, and springs available for recreation. Lake Miccosukee spreads over 6,200 acres of the northwest border while three major rivers, the Wacissa, Aucilla, and St. Marks cover hundreds more acres (Florida's Great Northwest, n.d.). Not only are there plentiful waterways, 68 percent of the County's land is forest (Jefferson County Extension, 2009). The Beau Turner Youth Conservation Center also holds workshops for youth groups to promote appreciation of the outdoors.

The Wacissa Springs group, Wacissa River, and Aucilla River are popular destinations for swimming, fishing, kayaking, canoeing, and snorkeling. There are three public canoe trail access points along the Wacissa River, as well as a paddling trail established by the Florida Department of Environmental Protection (FDEP, 2001). Canoe and kayak rentals are available seven days a week year-round from sunrise to sunset at Wacissa River Canoe & Kayak Rentals, located in Wacissa (wacissarivercanoerentals.com, 2011).

Hiking and bicycling are also popular throughout the County. The 1,400-mile -long Florida National Scenic Trail passes through southern Jefferson County and gives hikers the opportunity to travel along the Aucilla River. Scenic country roads throughout the County provide expeditions for cyclists. Trails for paddling, hiking, and bicycling are shown in *Figure EC-2.13.* Multi-use trails can be used bicycling.

Jefferson County's thousands of acres in parks and plantations offer seasonal hunting opportunities. Wild turkey, quail, wild hogs, deer and other game are plentiful. Every January, Continental Field Trial Championships, a bird dog field competition, are held at Dixie Plantation in the County. This event draws many competitors from within and outside of Florida.

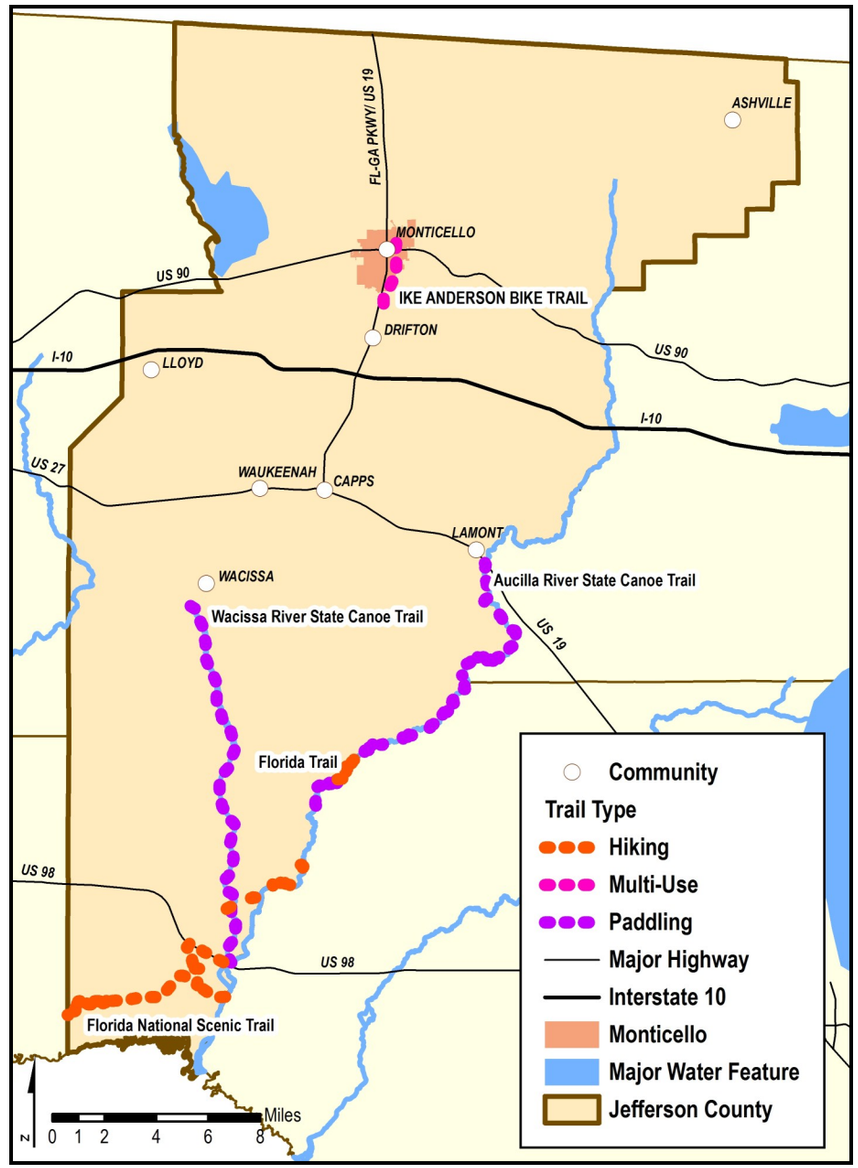


Figure EC-2.13 Jefferson County Trails

Source: Florida DEP Protection Office of Greenways and Trails, 2009

Agriculture

The rural lifestyle associated with Jefferson County is due in part to a history agricultural operations and their continuance today. The 2004 *Economic Vitality & Quality Living: Creating an Action Plan for the Future of Monticello & Jefferson County* showed through a resident survey that preserving rural lifestyle is important to County residents. The 1976 historical report *History of Jefferson County* explained slow to moderate growth is key maintaining a rural way of life. The emphasis on a rural lifestyle closely associated with agriculture has been consistent from Jefferson County's origin and throughout its history.

Currently, Jefferson County is considered to be a rural area with a significant number of agricultural operations ranging from pecans and wheat to livestock production. Though agriculture has declined as an economic mainstay over the last century, Jefferson County is still the strongest county in the agricultural sector for this region. Approximately 24 percent of the County's income is derived directly from agriculture and forestry (Jefferson County, n.d.). As of 2007, 92 County farms employed 483 individuals (USDA, 2007, Table 7). The majority of crop and livestock farming occurs within the northern two-thirds of the County because the southern third is mostly wetlands and hydric soils that are unsuitable for farming (Jefferson County Extension, 2009). *Figure EC-2.14* shows the dominant presence of agriculture in the northern portion of the County and timberland to the south.

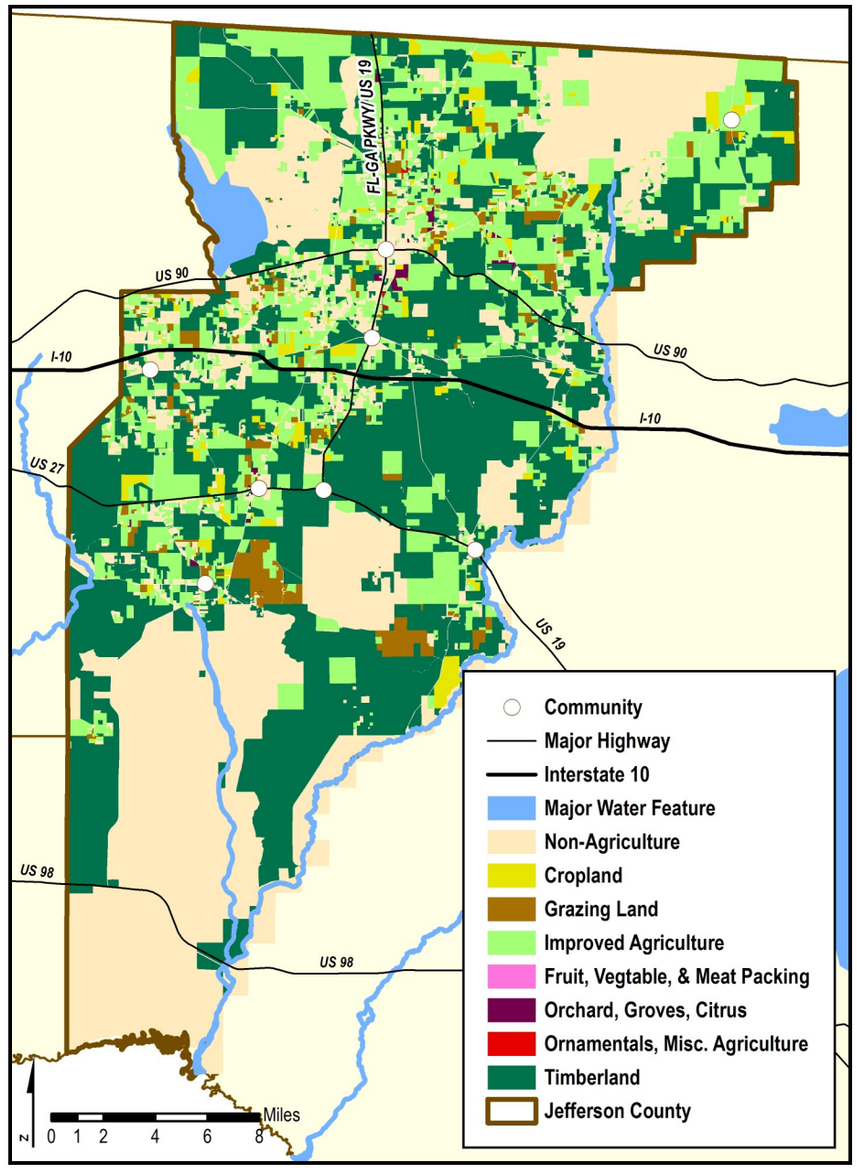


Figure EC-2.14 Jefferson County Agriculture Types

Source: Florida Department of Revenue, 2010

Watermelon Farmer
Source: Flickr

From 2002 to 2007 there was a 54 percent increase in the number of farms in Jefferson County (*Table EC-2.3*), but the average farm size decreased by 28 acres (USDA, 2007, Table 8). Most farms in the County are 10 to 49 acres (*Figure EC-2.15*), smaller than large scale agricultural operations. Typically, these farmers grow food for their families and may sell additional crops but also rely on supplemental income generated outside of their farms. The increase in smaller farms improves Jefferson County's and the surrounding region's food security. Food security is a concept meaning people have access to safe, healthy foods in sufficient quantities. Though food security is a complex and global sustainability issue, Jefferson County helps address the issue regionally with multiple smaller food producers. If one farmer has a poor season, other farmers can help meet the demand for agricultural products. Multiple small-scale producers increase the diversity of foods produced and are generally less destructive to the environment than large scale producers. The shift to more farms shows the opportunity for a sustainable food system in northwest Florida in which people consume local foods from nearby small farms. In July 2011, the United Nations released a statement urging governments to work towards increasing small-scale farming operations to overcome food crises and enable production to support the global population. Typically, large-scale farming is resource intensive and degrades the environment (Evans, 2011).

Table EC-2.3 Farm Number and Size in Jefferson County, Florida

	2002	2007	% Change
Number of Farms	418	642	+54
Land in Farms	132,727 acres	147,432 acres	+11 acres
Average Size of Farm	318 acres	230 acres	-28 acres

Source: USDA 2007 Census of Agriculture, Table 8

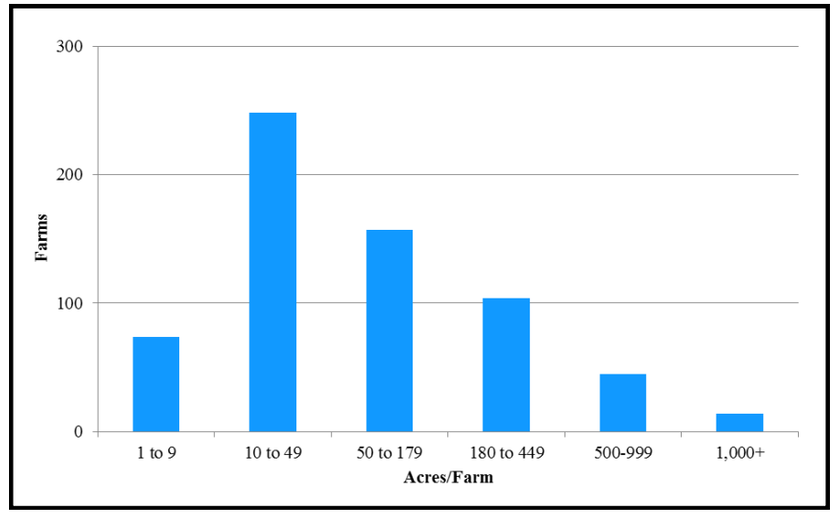


Figure EC-2.15 Jefferson County Farm Sizes in 2007

Source: USDA 2007 Census of Agriculture, Table

Table EC-2.4 displays the number of farms in Jefferson County and the surrounding counties in 2002 and 2007, as well as the percentage of change over this period. In keeping with the increase in small farms in the County, Jefferson had the greatest percent increase in total farms, 54 percent, compared to neighboring counties. Jefferson County's increase in farms is dramatic when compared to the 8 percent gain in Florida. Small farming operations could be a viable way for the County to increase income while supporting the traditional rural and agricultural lifestyle that is important to residents.

Table EC-2.4 Number of Farms in Jefferson and Surrounding Counties in 2002 and 2007

	2002	2007	% Change
Florida	44,081	47,463	8%
Jefferson County	418	642	54%
Madison County	529	678	28%
Taylor County	101	132	31%
Wakulla County	126	147	17%
Leon County	281	324	15%

Source: USDA 2007 Census of Agriculture, Table 1

Table EC-2.5 Local Produce Availability in Jefferson County

Crop	*Available*
Greens	late October to June
Onions	late April to mid June
Sweet Corn	mid June to July
Pecans	late October to early December
Blueberries	late May to early July

Source: Jefferson County Extension Office, Local Produce Availability (2009)

Crops

Jefferson County ranks number one in Florida for pecans and number two for harvesting Christmas trees (USDA, 2007, Table 25 and 32). Historically, Jefferson County was known for producing watermelons and watermelon seeds. According to a citizen interview, there used to be 500 watermelon growers in Jefferson County. The number of growers crowded the market, and climate change influenced the decline in watermelon growers. Watermelon prices fell because more farmers were producing them. Additionally, the national trend in watermelon consumption favored smaller, hybrid watermelons over the large melons produced by Jefferson County farmers. As seedless melons became popular, the seeding operations in the County diminished. As of 2007, there were only 10 farms that produced watermelons and 171 acres of watermelon cropland (USDA Census of Agriculture, 2007, Table 30). Following declines in watermelon sales, Jefferson farmers shifted to more profitable crops. Currently, pecans and forestry are the largest agriculture markets in the County (USDA, 2007, Table 25 and 32). *Table EC-2.5* provides a partial list of local produce availability in Jefferson County. The County has a diverse agricultural portfolio and has farmers in diverse agricultural operations from forestry to animal husbandry to vegetable crops. According to the 2007 USDA Census of Agriculture, Jefferson County has 33,951 acres of total cropland and 147, 432 acres of land in farms.

The amount of land in farms is much greater than cropland because it includes woodland and wasteland not actually under cultivation or used for pasture or grazing, provided it was part of the farm owner's total operation. All grazing land, except land used under government permits on a per-head basis, was included as land in farms (USDA Census of Agriculture Appendix B, 2007).

Fresh Produce
Source: Flickr

Organic Agriculture and Other Sustainable Initiatives

Nine Jefferson County farms produce organic agricultural products (USDA, 2007, Table 43). As of 2007, only 99 acres of Jefferson County's 147,432 farmland acres were used to facilitate organic production. With growing concern for long-term human health and environmental impacts caused by pesticide use, this may be an area of opportunity for expansion in Jefferson County. There is enough land to facilitate the expansion of organic agricultural operations in the County, though the cost of USDA organic certification could be a hurdle for small farmers.

Currently, 17 farms generate energy or electricity for their own use (USDA, 2007, Table 44). In Jefferson County, 100 farms executed conservation practices such as no-till or limited tilling, filtering runoff to remove chemicals, and fencing animals from streams. During an informal interview with an Ashville dairy farmer, he explained he uses a sophisticated manure recycling system to reduce his fertilizer and irrigation costs. His use of this method has saved him money and earned praise from the Florida Department of Environmental Protection.

Nine County farms participate in community-supported agriculture (CSA). CSAs consist of a community of individuals who pledge support to a farm operation (DeMuth, 1993). Typically, members of the farm pledge in advance to cover the anticipated costs of the farm operation and farmer's salary. In return, they receive shares of farm's bounty throughout the growing season. The expansion of CSAs could help to increase the profitability of local farms and provide buyers in and around Jefferson County with healthy, local foods.

USDA's Conservation Reserve Program (CRP) is a voluntary program that provides annual rental payments and cost-share assistance when committing land to long-term conservation efforts. The CRP seeks to minimize erosion and topsoil loss as a result of agricultural activities. The payments to landowners are based on their land's rental value (USDA, 2011). CRP will also cover up to 50 percent of costs in establishing approved conservation practices. To be eligible for the CRP, cropland must meet at least one of these requirements: have been planted four out of the last six years; have a weighted average erosion index of 8 or higher; or be located in a national or state CRP conservation priority area (USDA, 2011). Farmers benefit from taking part in the program because they are financially reimbursed, and society at large benefits from reductions in water runoff, conserved wildlife habitat, and improved conditions of water bodies. Roughly one third of Jefferson County cropland has been committed to CRP (*Figure EC-2.16*), while two-thirds of cropland is part of the Conservation Reserve, Wetlands Reserve, Farmable Wetlands, or Conservation Reserve Enhancement Programs. The 2007 USDA Census of Agriculture found farmers participating in these programs collected $1,588,000 (Table 5). The large amount of land in Jefferson County that is a part of the CRP and other programs allows small farmers to receive economic assistance for ecologically sound practices. Government aid through conservative farming programs is an effective way to keep agricultural lands in production and reduce economic pressures on farmers to sell their lands for development.

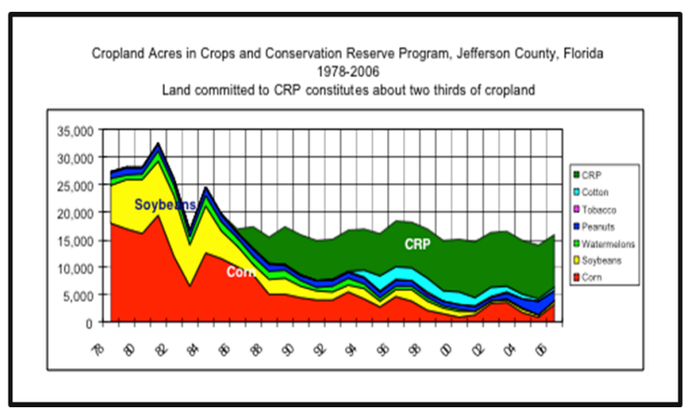


Figure EC-2.16 Jefferson County Cropland by Type and Acres in the Conservation Reserve Program

Source: USDA 2007 Census of Agriculture

Rural Tourism

The 2004 report *Economic Vitality & Quality Living: Creating an Action Plan for the Future of Monticello & Jefferson County* expressed a desire to expand rural tourism. The Dixie plantation in Monticello used to give tours but no longer offers that service. On October 15-16, 2011, New Leaf market in Tallahassee sponsored local farm tours. The Monticello route covered the following farms: Heavenly Homestead, Backyard Farm, Monticello Vineyards & Winery, Full Moon & Holly Hill Farm, Golden Acres Ranch, and Green Industries Institute. The event allowed participating Jefferson County farms to showcase and sell their products and communicate with customers. According to operator of Golden Acres Ranch, past farm tours were successful and brought many people to her farm. Studio team members participated in the 2011 farm tour. During a visit to Golden Acres Ranch, the Studio group saw over 100 visitors. With the large number of farms and plantations in Jefferson County and the success of the fourth annual farm tour, there is potential for growth in the rural tourism sector.

Source: Flickr

Conclusion

The development and continuation of Jefferson County as a rural agricultural community is heavily influenced by environmental conditions. Water features, karst topography, and soils help determine where productive agriculture and development can occur. The northern third of the County is primarily used for agriculture while the southern third consists mostly of wetlands and thin, sandy soil unsuitable for development. These constraints direct future growth and development to the central third of the County. In addition to dictating the best and most logical locations for development, Jefferson County's environmental resources provide many benefits for residents in the form of recreational opportunities, ecosystem services, and earnings from tourism. The climate and soils of the northern portion of Jefferson County make it well suited for agricultural production. Moving into the future, as sprawl and human populations continue to grow, Jefferson County is poised to provide food for its region and contribute to the area's food security.

Source: Etf Trends

> "Jefferson County is poised to provide food for its region and contribute to the area's food security."

Cultural Resources

Jefferson County is rich in historic and contemporary cultural resources. Historic buildings and sites throughout the County serve as tangible expressions of the County's unique history. The County offers a wide range of activities, events, and festivals that feature these historic resources and highlight the community's cultural heritage.

National Register of Historic Places

The National Register of Historic Places is the United State government's official list of districts, sites, buildings, structures, and objects worthy of preservation because of their significance in American history, architecture, archeology, engineering, and/or culture (National Register of Historic Places, 2011). To be placed on the National Registry, a property must meet at least one of the Registry's previously stated significance criteria and possess integrity of location, design, setting, materials, workmanship, feeling, and association.

While Registry listings are primarily symbolic and honorary in nature, properties listed on the National Registry or located within a National Register Historic District may be eligible for various tax provisions, grants, and other considerations. For example, properties may qualify for tax incentives derived from the total value of expenses incurred preserving the property, or tax credits for the certified rehabilitation of income-producing historic structures. Listed properties are also considered in planning for federal, federally licensed, and federally assisted projects. Additionally, properties can qualify for federal grants for historic preservation.

There are twenty-one National Register of Historic Places sites in Jefferson County; their locations are depicted in *Figure EC-3.1*. The majority of these sites are individual structures located within the Monticello Historic District and the Lloyd Historic District, and are therefore not individually depicted in the map. Most of the County's historic structures are concentrated in these two areas because of their proximity to the railway routes that shaped the County's settlement patterns. However, there are also three sites located near US Highway 27 included on the Historic Registry. These sites are significant for their information potential regarding the Native American and Spanish cultures that occupied Jefferson County in the mid-17th and early-18th Centuries. The following is a complete list of the National Registry of Historic Places sites in Jefferson County sites.

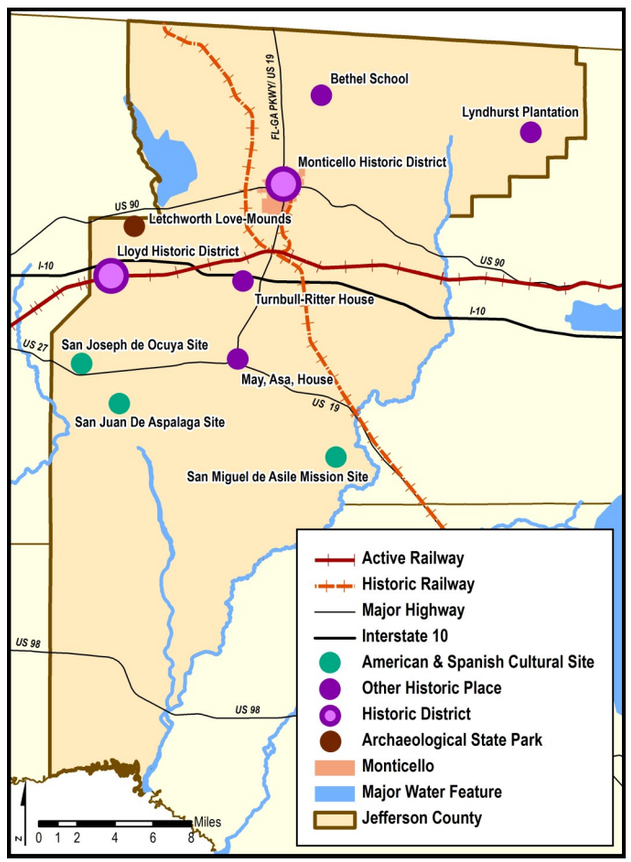


Figure EC-3.1 Jefferson County National Register of Historic Places
Source: National Register of Historic Places, 2010

Monticello Opera House
Source: Jefferson County Studio

American and Spanish Culture Sites

There are three historic sites outside of the Monticello and Lloyd Historic District that significantly differ from the other eighteen National Registry sites in Jefferson County: San Miguel de Asile Mission Site, San Juan Aspalga Site, and San Joseph de Ocuya Site (National Register of Historic Places, 2011). These sites are significant for their information potential regarding the historic Native American and Spanish cultures that occupied Jefferson County in the mid-seventeenth and early-eighteenth century. In the 17th Century, five Franciscan missions were erected in the County along an east-west line, near what would become US Highway 27. These Franciscan missions were part of Spain's efforts to colonize the region and convert the Timucan and Apalachee Native Americans to Christianity. The missions were destroyed by the English-led raids against Creek Indians, which lasted from 1703 to 1707. Following the raids, the Apalachee were dispersed and the missions abandoned. However, the land remained occupied by Miccosukees, a branch of the Creek tribe who became part of the Seminole group when American settlers entered the County in the 19th Century.

While not on the National Register of Historic Places, Letchworth-Love Mounds is an Archaeological State Park that preserves what remains of a prehistoric Native American site. The Park is located near Lake Miccosukee on Jefferson County's eastern border. It is noteworthy because it protects one of the oldest mound complexes in Florida. It may have once included more than 15 mounds; however, today only four remain. The mounds were built between 300-900 A.D. and served as the ceremonial and political center of a large Native American chiefdom. The mounds at the site served as both platform structures and burial grounds. The site's primary mound measures 46 feet high and nearly 300 feet across its base. It is thought to be largest surviving mound in Florida.

Lloyd Historic District

The Village of Lloyd was established in the 1850s as railroads evolved into the primary means of goods transportation for Jefferson County residents. An early settler, Walter Lloyd, was instrumental in getting the Pensacola and Georgia Railroad to construct a depot in the area. The construction of the Lloyd Railroad Depot in 1858 signaled the birth of Lloyd, which sprung up over the next year and prospered alongside the railroad until the 1930s. The Lloyd Historic District provides examples of Frame Vernacular architecture and includes 20 buildings of historic interest built in the mid- and late-19th Century. Significance of these historical structures centers on architecture, archeology, trade, and transportation as Lloyd was located on a railroad line (Jefferson County Tourist Development, n.d.).

Lloyd Historic Rail Depot
Source: Jefferson County Studio

A walking tour of the Lloyd Historic District allows tourists to view the properties listed on the National Registry. Pamphlets detailing the tour route and building information are also available within the Monticello Historic District outside the Chamber of Commerce. In the Lloyd Historic District, each building on the Registry is clearly identified with a placard on the physical structure. Highlights of the district include the Lloyd Railroad Depot and the Lloyd Women's Club.

The Lloyd Railroad Depot is the oldest brick station in Florida, one of only two surviving antebellum depots in the entire state, and the second-oldest building in Lloyd. It was constructed by the Pensacola and Georgia Railroad to provide the cotton producing County access to the Atlantic and Gulf Coast seaports. Decline of use began with the boll weevil infestation and the growth of highway transportation. Today, half of the structure is used by the US Post Office and the other side of the building is under renovation to create a community room.

Monticello Historic District

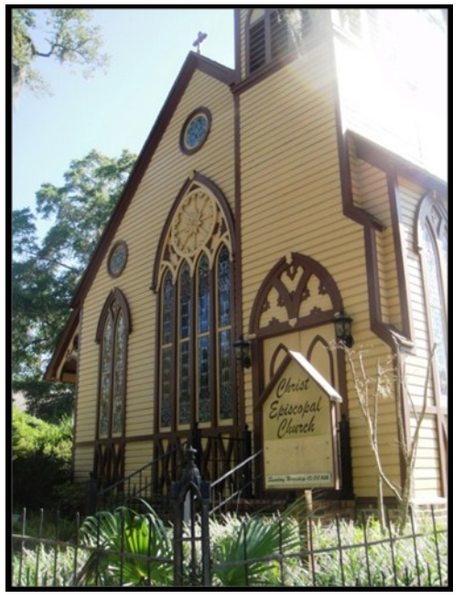
After Jefferson County's establishment in 1927, Monticello quickly developed into the social, economic, and governmental center of the County (Florida Division of Historical Resources, 2011). While post-Civil War fires destroyed most of the City's early downtown commercial buildings, a number of residential dwellings built during the 1830s and 1840s remain. Following the Civil War, economic recession suppressed further construction in Monticello until the 1880s. As a result, most of Monticello's downtown commercial buildings date from the late 19th Century and are constructed of brick. Other dwellings built during this period reflect the typical development of North Florida towns in the late 19th Century. However, unlike other Florida towns of the same era, 19th Century Monticello's residential development remains largely intact. The City provides numerous examples of Greek Revival, Classical Revival, Frame Vernacular, Victorian, and Stick style architecture. The Monticello Historic District, located in the heart Monticello, contains forty-two 19th Century buildings within twenty-seven blocks, many of which are listed due to their architectural and/or event significance.

An extensive walking and driving tour of the Monticello Historic District allows tourists to view the many properties listed on the National Registry. Pamphlets detailing the tour route and building information are available within the Historic District outside the Chamber of Commerce. Highlights of the Monticello Historic District include the Monticello Opera House, Jefferson Academy, and the Wirick-Simmons House.

During Monticello's boom years in the 1890s, Monticello businessman John H. Perkins built Monticello Opera House (Monticello Opera House, 2011). Originally termed the "Perkins Block," the first floor served Perkins' mercantile interests while the Opera House, located on the second floor, housed the largest stage in the region. A new railroad spur brought anticipation of resort trade from Northern tourists wintering in Monticello. The theater proved successful, attracting both professional touring groups and local productions. However, in the early 1900s railroads were re-routed to bypass the City, and Monticello returned to its role as a rural County seat. Wealthy patrons that once wintered in the area started to travel farther South and Perkins, unable to attract theater productions, discontinued live productions. After failed attempts to utilize the auditorium as a movie theater, the Opera House was abandoned until the early 1970s. At the threat of demolition, an organization formed to restore the Opera House to its previous grandeur and provide opportunities for young performers. Today, the theater is used by local performers as well as nationally renowned musicians.

The Monticello Historic District also contains Florida's oldest brick school building. Erected in 1852, "Jefferson Academy" is located on the Jefferson County High School campus (Jefferson County Tourist Development, n.d). This structure is owned by the local government and is one of two structures on the National Registry that is currently designated as not-in-use. The Wirick-Simmons House, built in 1831 for a Methodist Circuit Rider preacher, is believed to be the oldest building in Monticello (Jefferson County Historical Association, 2010). The house is the current headquarters of the Jefferson County Historical Association

Source: Jefferson County Studio



Christ Episcopal Church
Source: Jefferson County Studio

(JCHA) and contains a museum exhibiting records and items of historic interest and value donated or on loan from the citizens of Jefferson County. The JCHA is dedicated to the preservation and practical use of the County's historical treasures and believes the widespread approval and success of the Wirick-Simmons House restoration serves as a motivating force to making the County conscious of its valuable heritage.

Monticello African American Historic Sites

The African American community currently makes up 36 percent of Jefferson County's population. Since the County's formation, the African American community has played an important role in County affairs (Jefferson County Tourist Development, n.d.). The influences are especially articulated in their effort to establish schools for the education of their children during the late 1800s and early 1900s. The African American Historic Tour is based in the north end of Monticello. The African American historic sites are all marked and labeled both on the physical structure and maps. A highlight of the tour includes the Bethel AME Church. Constructed in 1886, this is the first African American Church built in the County (McCarthy, 2007). After the Civil War, it became the site of the area's first Freedmen's school for the education of ex-slaves.

Religious Facilities

Religious center facilities are located throughout the residentially developed regions of Jefferson County. Religious facilities are a prominent cultural feature of the County and not only act as a place of worship, but also a facility for community gatherings, social networking, and social service initiatives. Just under half of the facilities are Baptist churches, and approximately one-fourth are African Methodist Episcopal Churches. Historic and current church compositions reflect the County's strained race relationships and often remain segregated to this day.

Activities, Events and Festivals

Jefferson County offers a wide range of activities, events, and festivals that highlight its cultural heritage. These events draw participants and support from both County residents and visitors from surrounding counties in Florida and Georgia. Prominent events include the Jefferson County Home and Heritage Tour, Monticello Haunted Historic District Tour, Monticello Opera House performances, and the Watermelon Festival.

Jefferson County Home and Heritage Tour

The biannual Home and Heritage Tour is sponsored by the Jefferson County Historical Society and highlights approximately twenty historically important buildings and distinctive places of interest (Jefferson County Historical Association, 2010). The tour also features additional cultural and historic elements such as a show of antique automobiles along scenic roads, or an exhibit of vintage musical instruments at the Monticello Opera House. After the tour concludes, participants are invited to the historic Wirick-Simmons house, the headquarters of the Jefferson County Historical Association, for food and entertainment.

Monticello Haunted District Tour

Monticello is considered "the most haunted small town in the United States" by ABC News and plays upon the combination of historical fact and haunted stories to offer guided ghost tours (Jefferson County Tourist Development, n.d.). 90-minute walking tours of Haunted Downtown Monticello are conducted by the Big Bend Ghost Trackers. Tours are offered on the last Sunday of each month and on each Friday and Saturday in October. Two interesting stops on the tour include the Roseland Cemetery and the Monticello Opera House. The Roseland

Cemetery, established in 1872, is where Union and Confederate soldiers were laid to rest after the Battle of Olustee, along with the families of the earliest settlers. The Monticello Opera House is also on the stop, focusing on its historical importance and Romanesque revival as well as on haunted stories from its past.

Monticello Haunted District Tour
Source: Jefferson County Tourist Development Council

Monticello Opera House Performance

The Monticello Opera House acts as the civic center for Jefferson County and hosts seasonal performances of plays, musicals, ballets, and various light entertainment, as well as films, lectures, and travelogues (Monticello Opera House, 2011). The Opera House is well known for its unparalleled acoustics, attracting well-known musicians who use the facility as a recording studio. Events at the Opera House are well attended by the residents of Jefferson County as well as visitors from Leon County and South Georgia.

Watermelon Festival and Southern Music Rising

Residents and visitors celebrate the County's traditional agricultural heritage thorough the annual Watermelon Festival (Jefferson: The Keystone County, Retrieved online 2011). At one time, farmers in the County produced and processed over 80 percent of the watermelon seed sold nationally. The Watermelon Festival is held during the peak of the melon season and features a craft fair, 5-kilometer foot race, and musical performances. The Festival is a popular annual event that showcases Monticello's small-town character and attracts visitors from across the North Florida region. The Southern Music Rising Festival is held in Monticello during Spring. The Foundation for the Preservation of Historic American Music promotes and organizes the Festival, which includes musical performances by locals and musicians from around county, as well a craft and food fair.

Conclusion

Jefferson County is rich in historic and contemporary cultural resources. These cultural resources provide both a window to view the past and an opportunity to secure Jefferson County's future economic viability. Throughout the County, the historic buildings are a tangible expression of their history and prominent features creating a unique sense of place. By understanding the County's historic structures and the underlying cultural influences behind their development, one can better comprehend the contemporary County's existing social and cultural relationships. Most salient is the concentration of historic and contemporary cultural resources in the city of Monticello. Since the County's establishment, Monticello has acted as the social, economic, and governmental center of the community. The existence of intact historic resources provides an opportunity to enhance the prominence of cultural features through restoration initiatives and marketing programs. This asset can provide benefits to the community through sustainable economic development.

Watermelon Festival
Source: Jefferson County Tourist Development Council

Inside of Monticello Opera House
Source: Flickr

Infrastructure

Infrastructure services in Jefferson County offer both opportunities and weaknesses. With generally well-served state roads, traffic is able to flow freely with little service disruption. Infrastructure systems such as sanitary sewer and potable water are limited within the county, requiring unincorporated areas to extensively rely upon well and septic systems. The City of Monticello is served by full telecommunications services, but there are service limitations in the southern portion of the County.

Major Regional Transportation Networks

Since its settlement, Jefferson County has had a strong connection to its neighboring counties, primarily Tallahassee in Leon County and Thomasville in Thomas County, Georgia. While geographic, economic, and social factors have often driven these relationships, they have been reinforced by the County's regional major regional transportation networks. The primary regional connections are depicted in *Figure EC-4.1.* Five US Highways run directly through the County, four of which connect Jefferson County to either Tallahassee or Thomasville.

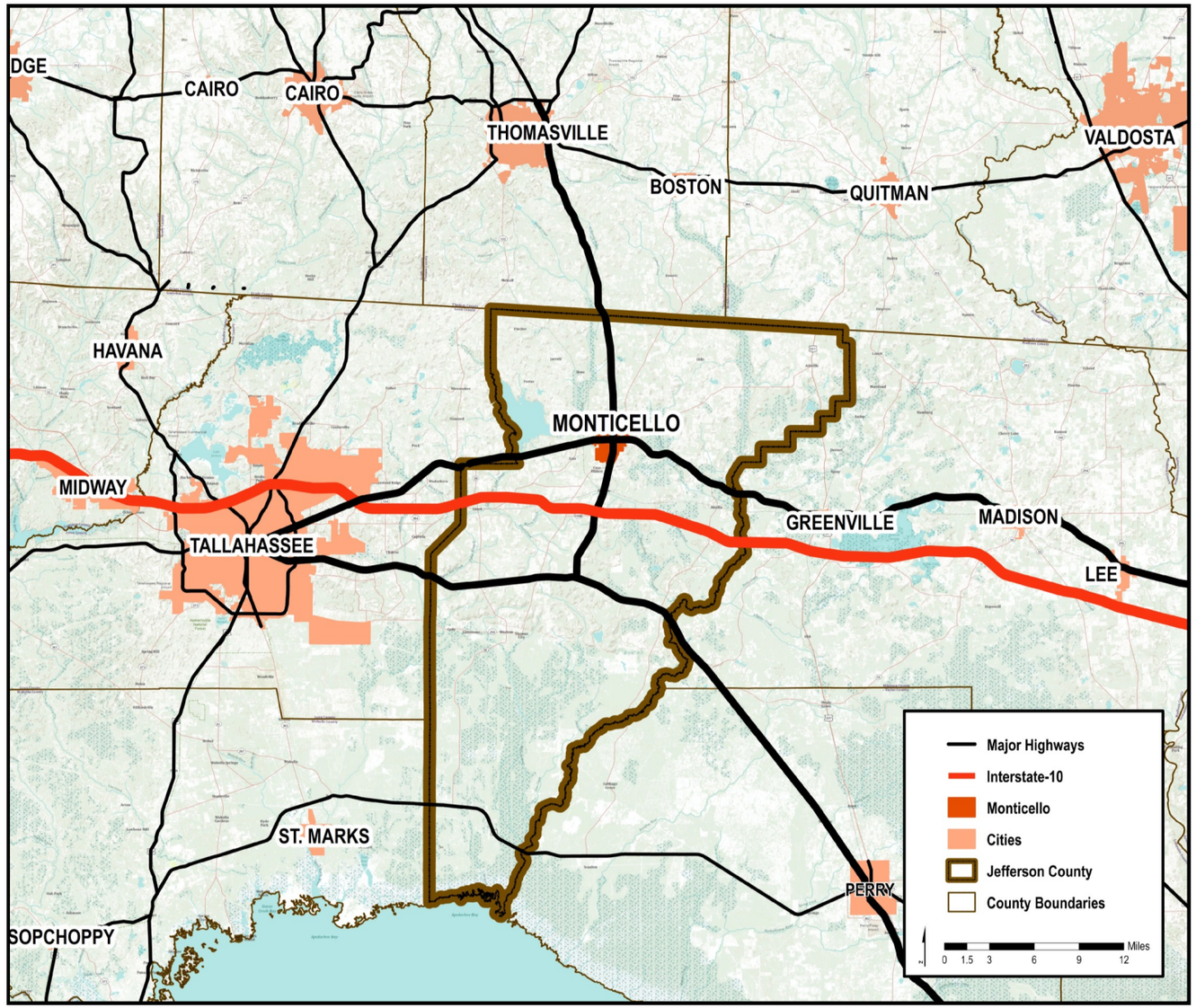


Figure EC-4.1 Jefferson County Major Regional Transportation Networks

Source: Florida Department of Transportation, 2010; Georgia Department of Transportation.

Regional Transportation Development

In Jefferson County there are two Strategic Intermodal System (SIS) facilities. The first is Interstate-10 and the second is US 19 from the Georgia state line to the Madison County line. The SIS program was created by the Florida Legislature in 2003 to improve Florida's economic prosperity and competitiveness and is administered by the Florida Department of Transportation (FDOT). The system links the State's top tier transportation facilities to efficiently move people and products across the State. The major component is the SIS Highway system which links seaports, airports, railways, and other intermodal/freight facilities. The designation of two SIS facilities in Jefferson County indicates FDOT funding will be prioritized for improvements on these designated roadways. The purpose of the SIS is to build the capacity of transportation networks. Jefferson County's desire to preserve rural character could be placed under pressure if additional capacity building is required. In the future, Jefferson County will need to support future road designs that preserve its rural character instead of roads with high volume and capacity.

Highway 90

Source: Jefferson County Studio

There are four primary transportation corridors (*Figure EC-4.2)* that run East-West through Jefferson County: US Route 98, US Highway 27/US Highway 19, US Highway 90, and Interstate-10. Constructed in the 1930s and 1940s to provide a coastal transportation route for Gulf Coast cities, US Route 98 is the only major transportation corridor in the southern portion of the county. It provides Jefferson County a direct connection to Perry and Florida's Gulf Coast communities, including St. Marks. US Highway 19 was developed in the 1920s to replace the western route of Dixie Highway.

US Highway 90 was formerly a historic tribal path, turned trans-continental highway, named the Old Spanish Trail in the 1920s. It was one of the most prominent American Auto trails and provided east-west access across northern Florida until the construction of Interstate-10.

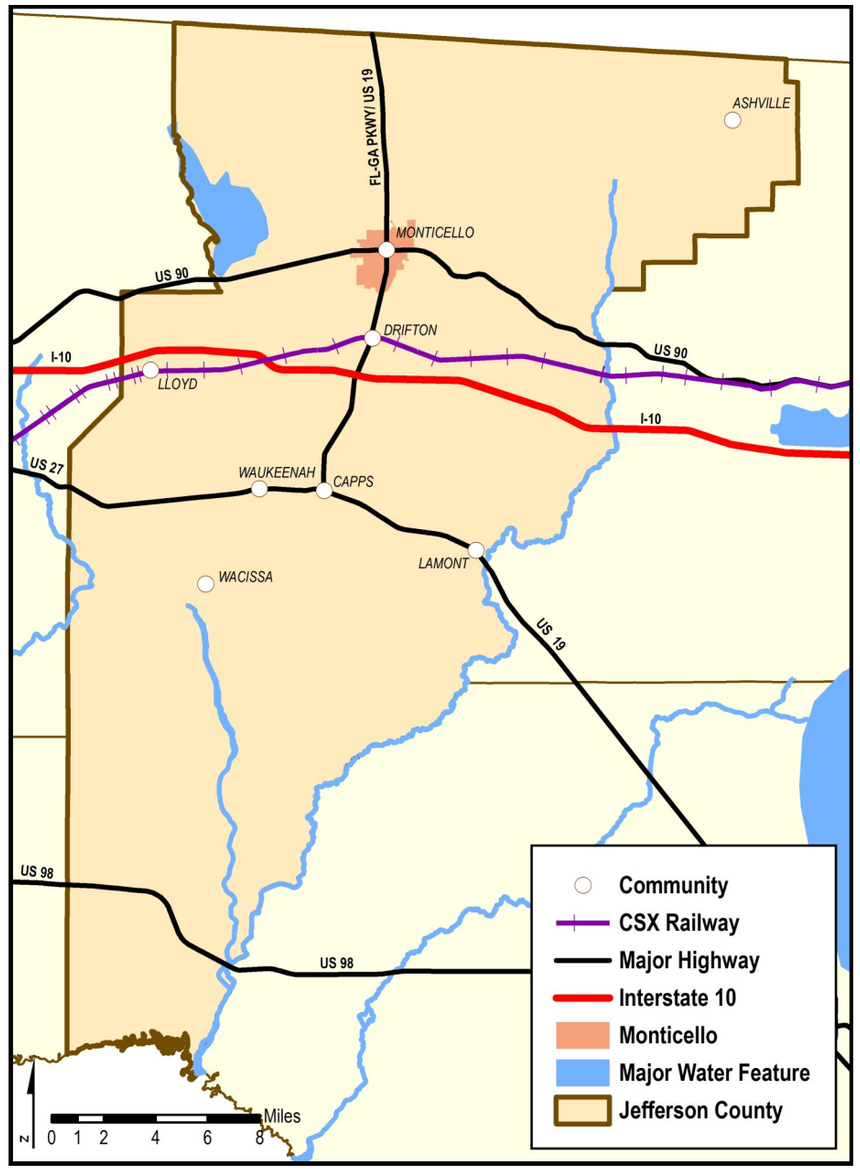


Figure EC-4.2 Jefferson County Major Transportation Corridors

Source: Florida Department of Transportation, 2010

Interstate-10 is the most recently constructed major transportation corridor in Jefferson County. It is the fourth-longest interstate highway and runs from Jacksonville, Florida, to the Pacific Ocean in California. After its construction in 1970, it replaced US Highway 90 as the primary east-west route across north Florida. There are three interchanges in Jefferson County, providing residents and visitors with high levels of connectivity to neighboring counties in Florida.

Additionally, a Class I Railroad operated by the CSX Transportation runs East-West through Jefferson County and transports large freight from the Gulf Coast to the Atlantic. A Class I Railroad is defined as a freight railroad with operating revenue of $378.8 million or more (Association of American Railroads, 2010). This network accounts as one of the largest rail networks in the Southeastern United States. Within the CSX rail network, Jefferson County can reach 21,000 miles of track and has access to 70 ports (CSX, 2011). The rail line is located five miles south of Monticello on US 19 near the County's industrial park.

There is only one primary North-South transportation corridor in Jefferson County and therefore limited North-South connectivity. This transportation corridor, Highway 19, is a highly traveled route that runs north from US Highway 27 to Thomasville, Georgia. *Figure EC-4.3* depicts the County's major roads. The Jefferson County local street network provides high-quality connectivity to areas in the northern two-thirds of the county, also shown in *Figure EC-4.3.* However, roads in rural areas are often unpaved, as shown in *Figure EC-4.4.*

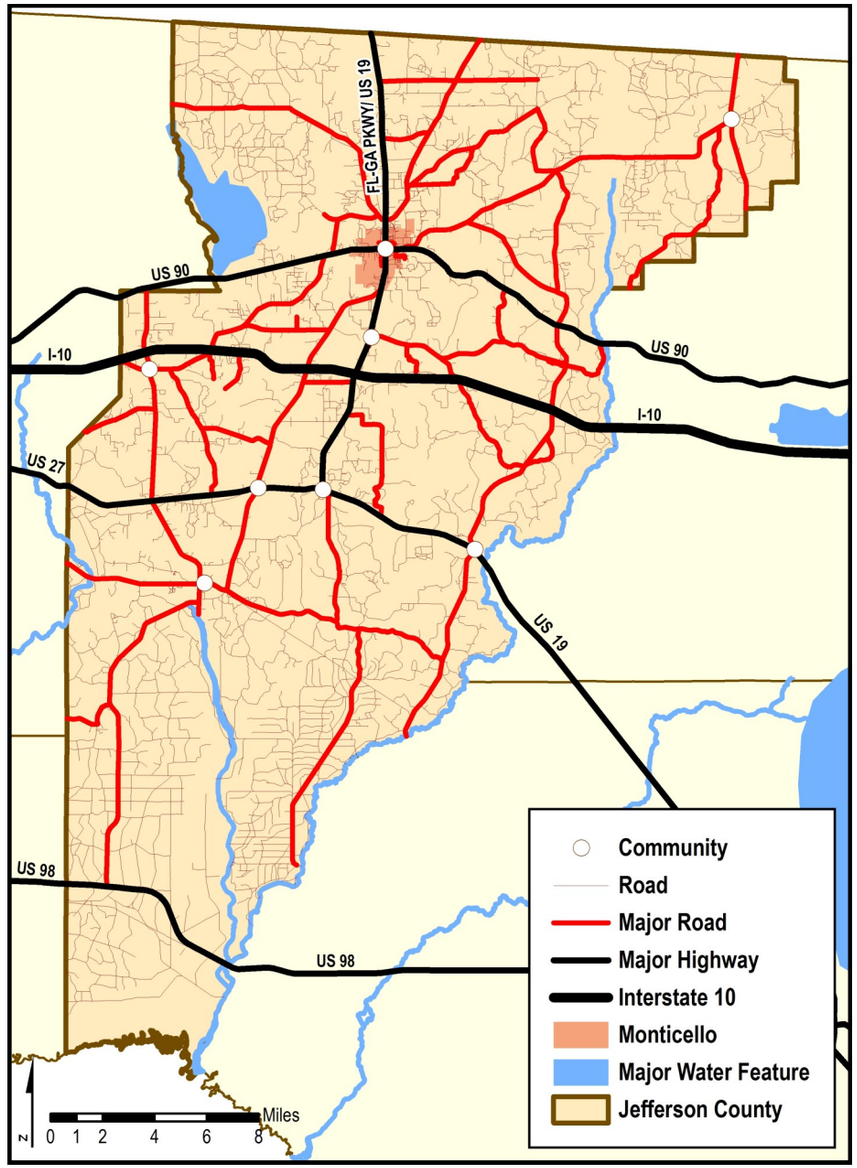


Figure EC-4.3 Jefferson County Major Roads

Source: Florida Department of Transportation, 2010

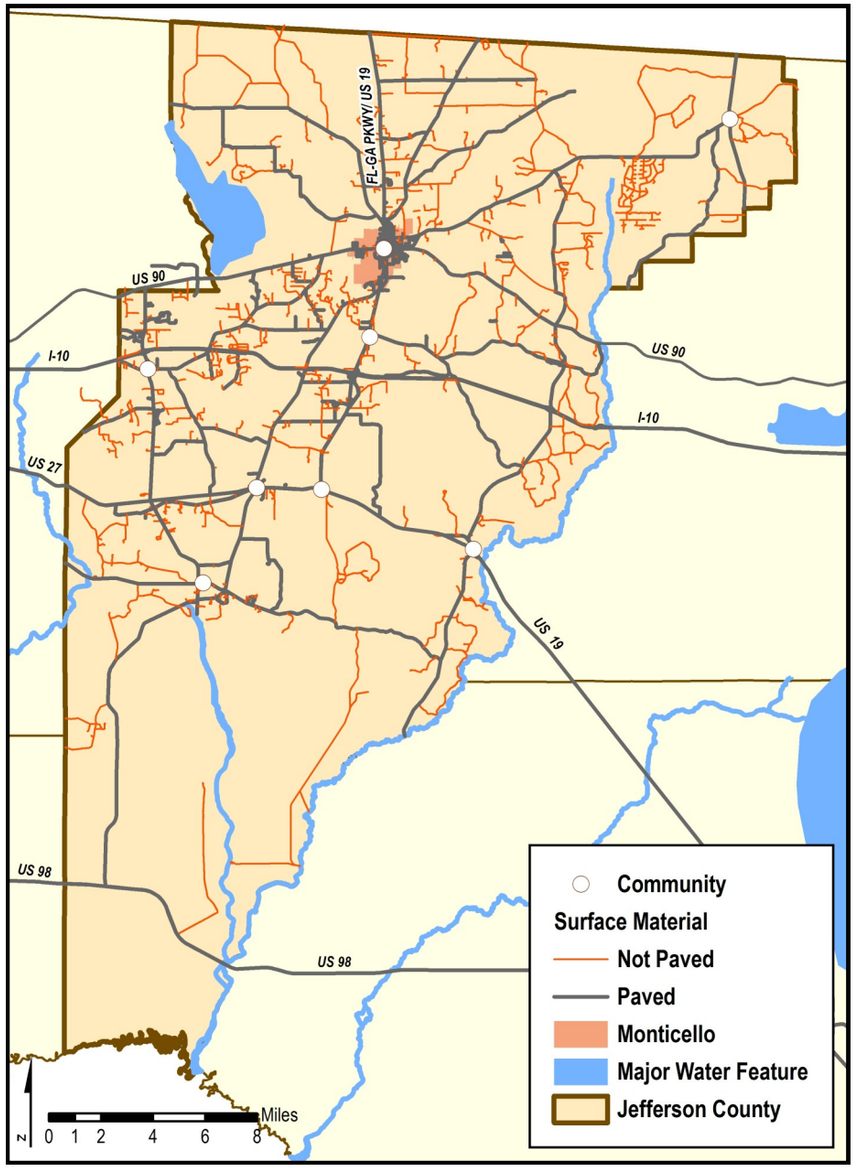


Figure EC-4.4 Jefferson County Roads by Material

Source: Florida Department of Transportation, 2010

The level of service for all the state roads are considered "B" level, with the exception of the western corner segment of US 90 which "C". A "B" level of service is defined by the Federal Highway Capacity Manual as reasonably free flow. A "C" level of service is considered stable flow. The western corner segment located adjacent to Leon County accounts for less than one mile of roadway. The level of service for all but one state road segment is higher than the minimum "C" standard that the Jefferson County Comprehensive Plan requires for two-lane state roads and multi-lane state roads.

Roadway capacity refers to the maximum traffic flow obtainable on a given roadway using all available lanes. There are only two roadway sections that are over 50 percent capacity: the western corner on US 90, and I-10 from Leon County to Madison County. On average, the percentage of capacity for all 17 state roadway segments is 29 percent of maximum capacity. The average 5-year growth rate from 2005 to 2010 shows a very slow growth rate, with many roadways actually experiencing decreased daily vehicle trips. On average, the 5-year growth rate for all 17 state roadway sections is less than one-half percent. *Table EC-4.1* displays the level of service and capacity for all state roadway segments.

US Highway 19

Source: Jefferson County Studio

Table EC-4.1: Level of Service and Capacity on State Roadways

Roadway (State Road Sections)	# of Lanes	Length (Miles)	Average Daily Traffic (2010)	Level of Service	% of Capacity	Average 5 Year Growth (2005-2010)
State Road 59						
US 98 to Wacissa Springs Rd	2	13.06	600	B	7.41%	-1.22%
Wacissa Springs Rd to US 27	2	4.583	1,500	B	18.52%	-1.84%
US 27 to I-10	2	6.083	2,466	B	30.44%	-0.72%
I-10 to Leon County Line	2	2.082	1,600	B	19.75%	4.36%
US 19 (SR 57)						
US 27/SR20 to I-10	4	4.741	4,000	B	15.21%	1.58%
I-10 to South City Line	4	3.414	6,800	B	25.86%	3.63%
N. City Line to CR 259 & CR 149 (Boston Hwy)	4	0.376	5,500	B	22.01%	-0.89%
CR 259 & CR 149 (Boston Hwy) to GA Line	4	7.183	4,300	B	16.35%	3.40%
US 27						
Leon County to US 19	4	9.997	5,300	B	20.15%	-0.33%
US 19 to Madison County	4	7.056	7,056	B	21.38%	-0.59%
US 90						
Western Corner	2	0.63	4,600	C	56.79%	0.61%
Leon County to W. City Line	2	5.349	3,900	B	48.15%	0.67%
E. City Line to Madison Co.	2	8.665	2,250	B	27.78%	-0.84%
US 98						
Wakulla County to Taylor Co.	2	7.412	1,950	B	24.07%	-2.32%
US 221						
Madison County to GA	2	6.002	775	B	9.57%	-0.22%
I-10						
Leon County to US 19	4	9.272	25,500	B	68.73%	1.44%
U.S. 19 to Madison County	4	10.2	22,871	B	61.65%	0.08%

Source: Florida Department of Transportation, 2010 Levels of Service on State Roads.

Jefferson County Journey to Work Patterns

Over 75 percent of Jefferson County's workforce commutes an average of 30 minutes to work. *Figure EC-4.5* shows Jefferson County's workers average travel time from home to work. There are similar average work to home commuting times in Wakulla and Gadsden, the two counties on the western border of Leon County. The length of the typical commute indicates that many people work in surrounding cities, particularly Tallahassee. Jefferson County is often referred as a "bedroom community" for Tallahassee, because of the large commuter population.

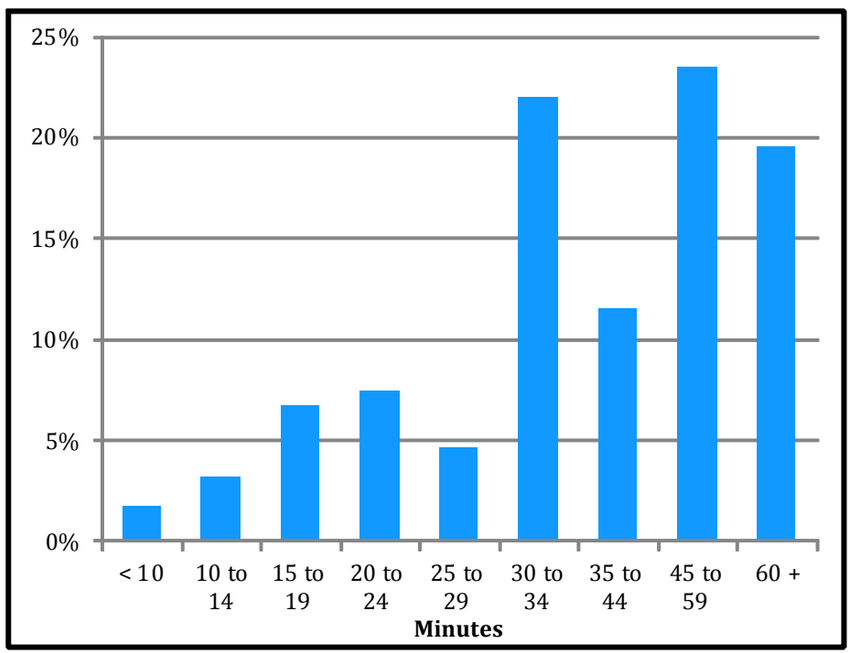


Figure EC-4.5 Jefferson County Average Journey to Work, 2005-2009

Source: U.S. Census, American Community Survey 2005-2009

Regional Transportation Planning

The Capital Region Transportation Planning Agency (CRTPA) coordinates transportation planning projects in Gadsden, Jefferson, Leon and Wakulla counties. The fifteen-member board, which is responsible for overseeing the CRTPA and its operations, includes one voting member from the Jefferson County Board of County Commissioners. The Commissioner is also the representative for the City of Monticello. Jefferson County has been included in some CRTPA planning initiatives since 2007, but only became an official voting member in March of 2011. Jefferson County also has a Community Traffic Safety Team that meets to receive safety recommendations and then carries forward priorities to the CRTPA and/or Florida Department of Transportation.

The CRTPA board adopted the Transportation Improvement Program (TIP) for Fiscal Years 2011/12-2015/16 on June 20, 2011. Across this five-year planning horizon, Jefferson County anticipates nearly $23 million in improvements. Details about the sources for improvement funds for each fiscal year are presented in *Table EC-4.2*.

Table EC-4.2 TIP Funding Sources for Jefferson County, FY 2011/21-2015/16

Fund. Source	2011 to 2012	2012 to 2013	2013 to 2014	2014 to 2015	2015 to 2016	Total
Federal	2,805,422	4,198,305	380,148	-	-	7,383,875
Local	15,794	16,269	16,906	16,884	16,884	82,737
State	2,821,605	10,742,789	160,732	1,598,309	169,287	15,492,722
Total	5,642,821	14,957,363	557,786	1,615,193	186,171	22,959,334

Source: CRTPA FY2012-2016 Transportation Improvement Program, 2011

Table EC-4.3: TIP Projects for Jefferson County, FY 2011/21-2015/16

Project Type	Project Description	Fiscal Year	Total Funding	Funding Source	TIP Ref. Number
Bicycle and Pedestrian	Construction of sidewalk on US 90 from Holly Road to Willow Street in Monticello	2011/12 2013/14	418,163	Federal	B-7
Bicycle and Pedestrian	Construction of bicycle and pedestrian projects in Jefferson County	2012/13	132,000	State	B-8
Bridge	Repairs to Burnt Mill Creek bridges on US 27	2011/12	85,131	State	C-6
Public Transportation	Funding to provide transportation for the disadvantaged - trips and equipment	Recurring	817,700	State	E-8
Public Transportation	Funding to provide transportation for the disadvantaged - trust fund	Recurring	90,415	State	E-9
Resurfacing	Resurfacing of US 27 from west of CR 259 to west of US 19	2012/13	4,102,207	Federal	F-10
Resurfacing	Resurfacing of US 19/27 from west of US 19 to west of JC Lee Road	2012/13	10,541,885	State	F-11
Resurfacing	Resurfacing of Gamble Road (SR 59) from north of US 27 to north of I-10	2011/12	3,163,671	State Federal	F-12
Resurfacing	Resurfacing of Waukeenah Hwy (CR 259) from Gamble Road (SR	2011/12	1,474,368	State	F-13
Resurfacing	Resurfacing of Watermill Road from Lloyd Creek Road to CR 259 (Waukeenah Hwy)	2011/12	500,000	State	F-14
Resurfacing	Resurfacing of Interstate 10 Eastbound Rest Area	2011/12 2014/15	810,188	State	F-15
Resurfacing	Resurfacing of Interstate 10 Eastbound Rest Area	2011/12 2014/15	823,606	State	F-16

Source: CRTPA FY2012-2016 Transportation Improvement Program, 2011

The projects that will impact Jefferson County over the course of this five-year period include resurfacing, bridge repair, and bicycle and pedestrian projects. Specific TIP projects for Fiscal Years 2011/12-2015/16 are outlined in *Table EC-4.3*

The FY 2012-2017 Regional Mobility Plan identifies express bus service running from Monticello to Tallahassee as the number 8 priority for transit improvement in the CRTPA region. This bus service will cost $2,136,872 in local funding to operate through the CRTPA's 2035 planning horizon—a 24 year period. As of the writing of this report, however, Jefferson County and Monticello do not have the funds necessary for this operation. In the Studio's meeting with CRTPA representatives, Agency officials stated that there are ample funding opportunities to help cover capital costs for projects like express shuttles. Thereafter, annual operating expenses such as insurance, maintenance, fuel, and driver pay the main hindrance to providing shuttle transportation. Agency planners stated that annual operating expenses for a shuttle like the one proposed for Monticello traditionally run $100,000 to $120,000 annually.

CRTPA projects in Leon and the other regional counties place a strong emphasis on multimodal transport, with incorporation of rail transit and bicycle and pedestrian facilities. The concentration of development around Monticello, suggests it would be eligible for CRTPA projects regarding these initiatives. However, in the City of Monticello Sector Plan in the Regional Mobility Plan, CRTPA makes a recommendation that would be beneficial for the community—that is, to make Jefferson County a biking capital for north Florida. The County's natural and historic areas provide ample exploration opportunities for adventurists on two wheels.

Road in need of resurfacing

Source: Jefferson County Studio

The Apalachee Regional Planning Council (ARPC) is a multi-purpose regional planning entity that plans for and coordinates intergovernmental solutions to regional growth-related problems, provides technical assistance to local governments, and creates a regional information network. The ARPC includes the counties of Calhoun, Franklin, Gadsden, Gulf, Jackson, Jefferson, Leon, Liberty, Wakulla, and their 28 respective municipalities.

Alternative Transportation Needs

The closest major airport is the Tallahassee Regional Airport, which provides both commercial and freight service. (Talgov: Tallahassee Regional Airport, 2011). Jefferson County has four small private airfields. The largest, Rear Fields, contains a 4,000-foot grass runway and is available for aircraft tie-downs. Additionally, the Greyhound Bus line, the largest provider of intercity bus transportation with more than 2,000 destinations across the United States, has a stop accessible in Monticello.

Water, Sewer and Solid Waste

Incorporated City of Monticello

The City of Monticello, which uses the Floridan Aquifer as its primary water source, provides waste and sewer service to the city's Urban Services Area (USA). This 33-square-mile area is depicted in *Figure EC-4.6.* The USA is at its highest point 5 miles from the existing city boundaries, and extends in a radial fashion along major arterials and some secondary routes. The USA is divided into five separate areas: North, South, East, West, and Interstate Interchange areas. The incorporated city boundaries of Monticello account for approximately 10 percent of the total USA area.

The level of service standard for potable water is 210 gallons per capita per day (gpcpd), and for sewer it is 148 gpcpd. The maximum capacity for potable water is 1,333,000 gallons per day (gpd), and for sewer it is 1 million gpd. This total includes the City of Monticello's recently completed rehabilitation project on its urban service area sewage collection and sewage station infrastructure. The City of Monticello currently services approximately 1,280 housing units for water and 1,335 housing units for sewer. The City of Monticello confirmed that they are at roughly half-capacity for both water and sewer. This would enable an additional 1,335 housing units to connect to sewer and 1,280 housing units to connect to water.

The City of Monticello currently services 247 commercial units for water and 252 commercial units for sewer. Commercial usage accounts for roughly 8 percent of capacity for both water and sewer. Since residential units account for half of the water capacity, adding in the 8 percent from commercial use would leave an additional 593 commercial units able to connect to water. Likewise, residential units account for half of the sewer capacity. Adding in the 8 percent from commercial use would enable an additional 603 commercial units to connect to sewer services (see Appendix G for methodology).

The City of Monticello is not looking to expand the water or sewage infrastructure systems at this time. In the past, there have been proposals to expand water outwards on US 19 North, but because funding for water system expansion has been significantly reduced, these proposals have not been implemented. The water and sewer systems were initially financed through a loan from the USDA Rural Development program. There are no restrictions on the types of uses that may connect to the water and sewage systems, based on the loans provided. New developments within the City limits are required to connect to water and sewer systems. No new private wells or septic tanks are allowed if within 200 feet of the city water or sewer lines. New development outside of the

City's urban service area does not have to connect to the water or sewer utilities.

Jefferson County Solid Waste also provides curbside pickup garbage and recycling service for the Monticello urban service area, as well as garbage and recycling dumpster sites throughout the county for unincorporated residents. Jefferson County entered into an inter-local agreement with Dixie, Madison, and Taylor Counties in June 1991 to form the Aucilla Area Solid Waste Administration. They currently use a regional landfill facility located in Greenville, Florida. The facility has been constructed and improved to serve the four counties at the adopted level of service of 4.5 pounds per capita for solid waste services until 2075. No expansion of solid waste service is currently planned, since there is adequate foreseeable capacity to 2075.

Unincorporated Jefferson County

The Jefferson Communities Public Water System, which also uses the Floridan Aquifer as its primary water source, provides water service to areas in unincorporated Jefferson County, shown in *Figure EC-4.6.* Currently, the system has over 800 service connections over 85 miles of mains. This system replaced several private wells and non-community water systems that were contaminated with high levels of bacteria and in close proximity to pollution point services. The system provides drinking water to residents of the towns of Waukeenah, Wacissa, Lloyd, Lamont, Aucilla and the Boland Community.

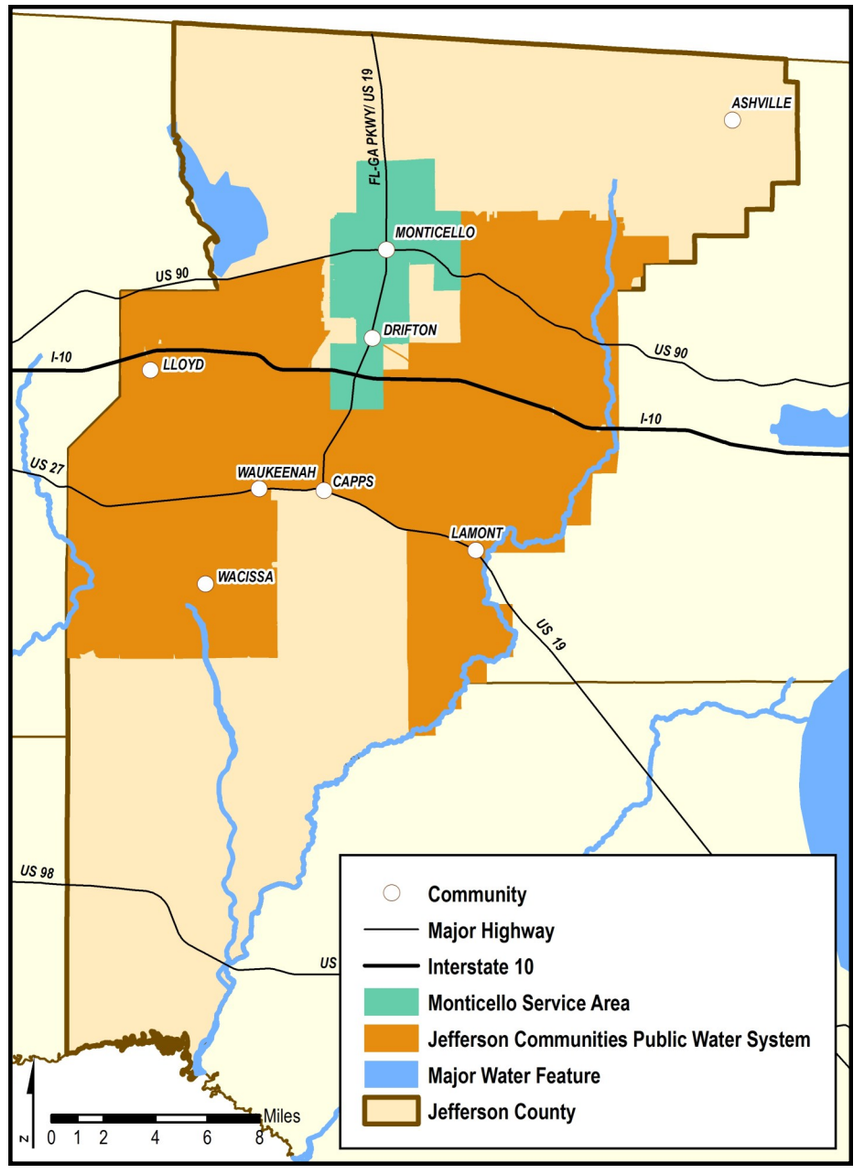


Figure EC-4.6 City of Monticello Urban Services Area & Jefferson Communities Public Water

Source: Jefferson Planning Department & Jefferson Communities Public Water System

The Jefferson Communities Public Water System is regulated by the two Water Management Districts, and the quality of the water is monitored and regulated by the Florida Department of Environmental Protection. The utility is permitted to withdraw about 16.7 million gallons per month; however, only 7.7 million gallons per month are currently withdrawn. The 7.7 million gallons provides water to 1,250 residential customers and one commercial unit throughout Jefferson County. This provides for 9 million gallons of excess capacity, which could service 1,500 new residential customers if the average household uses 6,000 gallons per month. Additional permits would need to be obtained for any additional demand over the 16.7 million gallons per month. Jefferson Communities Public Water System also provides service to one commercial and several industrial users. Outside of the urban service area, residents are not required to connect to the water system. The Board of County Commissioners in Jefferson County would have to enact a requirement for residents to connect. Individuals that live in the unincorporated areas without water services provided by the Jefferson Communities Public Water System must rely upon private wells.

At the present time, no additional expansion of the water system is being considered. The water system was financed by USDA Rural Development grants and loans and Florida Department of Environmental Regulation grants. The grants and loans do not place any restrictions on the types of uses that may connect to the water system. The annual operating cost for operation and maintenance is approximately $576,000, which includes the loan payments and a required reserve of $311,000.

There is no sewage infrastructure for unincorporated Jefferson County. Residential and commercial development must rely on septic tanks to complete on-site sewage treatment and disposal. A permit is required any time a septic system is installed, repaired, altered, modified, or abandoned. Applications for permits include legal description, floor and site plans, and on-site soil investigation.

Communication Services

Jefferson County has limited communication services available, with a majority of the services centered in Monticello (Jefferson: The Keystone County, 2011). CenturyLink provides telecommunication services. Cable TV service is only available in downtown Monticello; however County residents can receive strong signals from the major networks and PBS via antenna or satellite. Additionally, CenturyLink is the sole provider of DSL high-speed internet in Jefferson County; however, residents can also connect via satellite. The Monticello News, published twice weekly, keeps residents updated about local events.

Internet Access

High-speed internet access in Jefferson County is currently concentrated in the City of Monticello and along Highway 19, the primary North-South transportation corridor. In the southern portion of the County and in other rural areas, the technology infrastructure and telecommunications lines are not in place to provide high-speed internet. CenturyLink is the sole provider of DSL high-speed internet in Jefferson County; however some residents opt to connect via a satellite network (National Telecommunications and Information Administration, 2010). These service plans require premium service packages that can be cost-prohibitive to County residents. In areas where internet access is unavailable, residents can access the internet at the RJ Bailar Public Library. Students also have the ability to access the internet during school hours.

The North Florida Broadband Authority (NFBA) is a government entity working to expand broadband infrastructure and access in a fourteen-county region in North Florida, including Jefferson County. In 2009, NFBA received a $30.1 million grant from American Recovery and

Reinvestment Act to help establish a broadband infrastructure network called the Middle Mile. According to NFBA, the Middle Mile will "link the enormous capacity of the Internet backbone 'superhighways' to the rural and underserved areas in North Florida" (NFBA, 2011). The expanded broadband network will benefit schools, homes, businesses, health clinics, and local governments.

Conclusion

Infrastructure services within Jefferson County are adequate in the City of Monticello's urban service area but are limited in the unincorporated areas. The City of Monticello's water and sewer systems have the capacity to double the current number of system hook-ups. Commercial usage only accounts for roughly eight percent of the total capacity of water and sewer systems; therefore, service could be provided to several hundred more commercial units.

The lack of sanitary sewer systems outside of the City of Monticello's urban service area forces residents to rely on private on-site septic tanks. Over time, the abundance of private septic tanks can cause damage to sensitive wetlands, rivers, and other protected areas. The Jefferson Communities Public Water System is limited in the unincorporated areas. However, even in areas where the public water is, residents are not required to connect. Thus, private on-site septic tanks and water wells are common in the County's unincorporated areas.

Transportation mobility within the county is serviceable, but there are some unpaved local roads and other transportation facilities in need of resurfacing. Most of the state roadways are above the level of service standards set by the County and State. There is extra capacity on State roadways, as the average percentage of capacity is at present only 29 percent. The level of service for these state roadways is above the minimum standards, and the average 5-year growth rate for daily traffic volume is below one-half percent.

Future Land Use

Jefferson County, known for its rural beauty, consists largely of agriculture and conservation lands in its Future Land Use Map (FLUM). The FLUM entitles 67,197 units of residential development. Due to the County's historically low growth rate, it would take several hundred years for entitled units to be developed. The County has the ability to regulate when and where growth occurs with its Comprehensive Plan and Land Development Code.

Future Land Use Classifications

Jefferson County has fourteen future land use categories; *Figure EC-5.1* displays the distribution of the various classifications in the County. *Table EC-5.1* shows the categories and percentages of acres covered under each future land use designation. 95 percent of Jefferson County's future land use is designated for agriculture and conservation. The combined area reserved for residential use is less than 3 percent of total future land use in the entire County. Environmental constraints such as wetlands and poor soils limit where development can occur. The remaining 2 percent of the future land use designations consist of business or commercial, industrial, prison, and mining land uses.

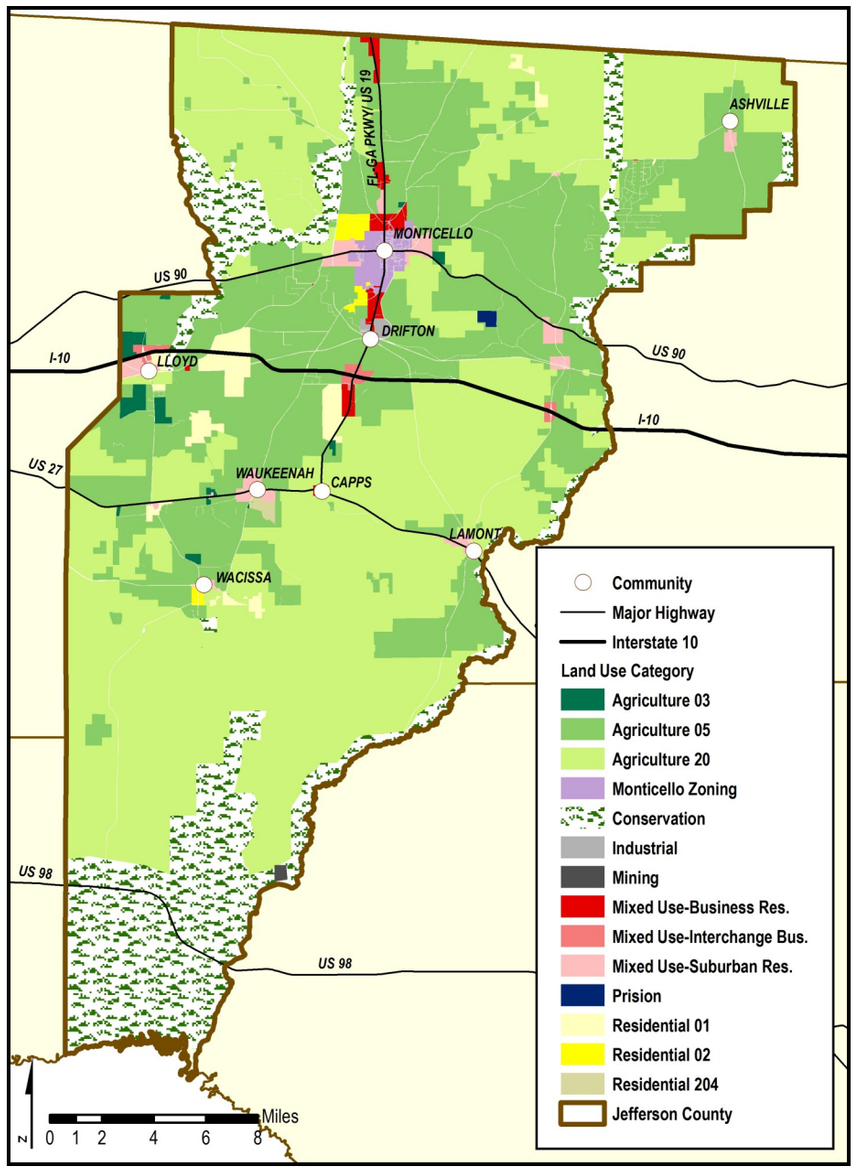


Figure EC-5.1 Jefferson County Future Land Use
Source: Jefferson County Planning Department

Table EC-5.1 Future Land Use Categories

Land Use Category	Percent Area Covered
Agriculture 03, 05, 20*	79.76%
Conservation	15.82%
Residential 01, 02, 204	1.71%
Mixed Use-Suburban Residential	1.03%
City Boundary	0.68%
Mixed Use-Business Residential	0.56%
Mixed Use-Interchange Business	0.22%
Industrial	0.11%
Prison	0.07%
Mining	0.05%
Total	100%

**Agriculture 03: 1,876 acres; Agriculture 05: 121,264 acres; and Agriculture 20: 184,712 acres*

Source: Jefferson County Planning Department; Studio's calculations

Farming has historically been and continues to be an important industry for Jefferson County. The FLUM helps preserve agricultural lands by allowing only low-density development in important agricultural areas and prescribing higher-density residential development in areas with existing density concentrations where infrastructure and services are already in place. However, large-lot developments often occur on Agriculture-03 and 05 across the County. Existing owners of agricultural lands often rely on their vested property values as a major retirement investment: citizen comments at public meetings reveal that aging Jefferson County residents intend to subdivide and sell their land, and to use the profit for retirement income. The largest population group in Jefferson County is in the 45-64 years-old age range, an indication that many property owners may intend to develop their property within the next several decades.

Mechanisms for property owners to subdivide and develop their land exist. *Table EC-5.2* displays the capacity for residential development in Jefferson County. The residential capacity is currently 67,197 residential units. According to Studio calculations, the 100-year housing need is approximately 5,221 housing units. This is the number of residential units that will be needed assuming that the historic growth rate of 0.0068 percent remains steady; this has been the average growth rate since 1970. The 100-year housing need is substantially less than what is entitled in the County's FLUM. The 5,221 housing units needed in over the next 100 years accounts for only nine percent of the total entitled residential units. The complete build-out of all 67,197 residential units entitled in the FLUM would not occur until the year 2367 (see *build out methodology Appendix C*). *Figure EC-5.2* shows the 100-year residential need. The graph starts off at -986; this number represents the number of unoccupied housing units identified in the 2010 Census. The methodology assumes unoccupied units will become occupied before new units are constructed.

Table EC-5.2 Capacity for Residential Development

Future Land Use Category	Number of Parcels	Total Acreage	Residential Development Capacity
Agricultural 20	1,000	184,712	9,236
Agricultural 05	5,745	121,264	24,253
Residential 02	146	4,936	9,872
Mixed Use-Suburban Residential	878	3,177	12,708
Agricultural 03	66	1,876	625
Residential 01	872	1,601	1,601
Mixed Use-Business Residential	429	869	8,698
Residential 204	2	370	204
		Total	**67,197**

Source: Jefferson County Planning Department, Studio's Calculations

It is unlikely that the number of housing units will reach the 67,197 projection total, especially when site suitability is taken into account. Land use suitability studies will help determine which areas or specific sites are suitable for a particular kind of development. These analyses include constraining factors such as wetlands, slope, flooding, and proximity to major roads and water lines. Lands that are near ecologically sensitive areas should not be developed because of the damaging impacts to natural and aquatic resources.

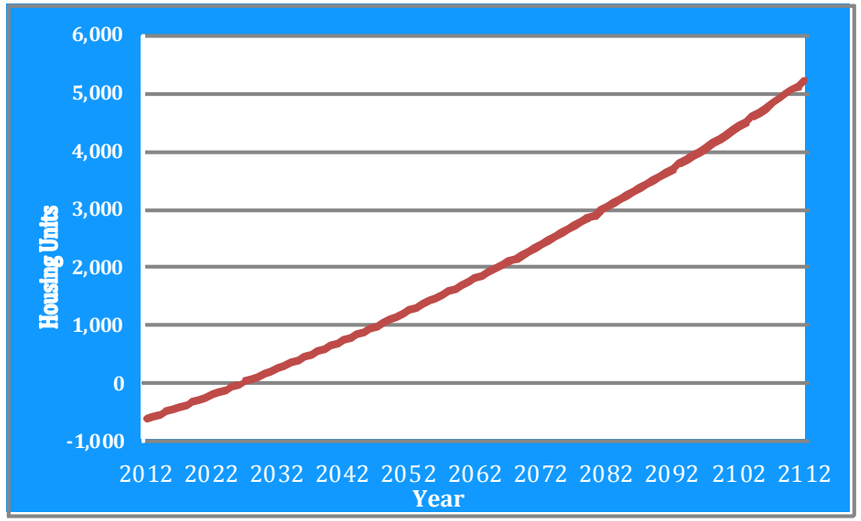


Figure EC-5.2 100-Year Housing Need

Source: Jefferson County Planning Department; Studio's Calculations

Development outside of the City of Monticello's urban service area does not have the option of connecting to the municipal sewer system, requiring property owners to install private septic tanks. Widespread septic tank installations throughout the County will have harmful long-term impacts on groundwater quality. FLUM Amendments that allow for greater development opportunities outside the service areas increase the likelihood that the County's sensitive natural areas will be degraded.

Commercial development intensities are not outlined in the Jefferson County Comprehensive Plan. The Plan only outlines the percentage of each land area that can be developed commercially. The Mixed Use-Interchange Business FLUM designation is reserved wholly for commercial uses. Twenty percent of the Mixed Use-Suburban Residential designation may be developed for commercial uses. Sixty percent of Mixed Use-Business Residential designation may be utilized for commercial land uses. *Table EC-5.3* illustrates the maximum acreage

of each land use category of the Jefferson County Comprehensive Plan that allows commercial uses.

Table EC-5.3 Developable Commercial Acres

Commercial Type	Developable Commercial Acres
Mixed Use Interchange Business	677
Mixed Use Suburban Residential	795
Mixed Use Business Residential	1,304
Total	2,776

Source: Jefferson County Planning Department; Studio's calculations

Conclusion

Based on the historically slow growth rate, the total residential build-out for each land use category would take 355 years. This total residential need assumes that the historic growth rate of less than one-half percent remains the same. If population growth rate increases or decreases, the need for housing will also change. Otherwise, the vast majority of the County's land—95 percent—is designated conservation and agricultural. The land use category of Agriculture 20 has been very effective at limiting low density, sprawling growth. This will help preserve Jefferson County's rural and agricultural character. FLUM amendments that allow for increased densities in existing residential areas serviced by the urban service area will not have a detrimental impact on the environment. However, permitting increased density in the County's rural areas, and especially its southern portions, will strain the County's infrastructure and public services and result in increased environmental degradation.

Government and Public Facilities

Jefferson County's government structure is similar to many small local governments found throughout Florida, where limited staff is expected to take on a broader range of tasks and roles. Like many local governments throughout the nation, Jefferson County has seen a decrease in operating budgets in recent years. Revenues for Jefferson County have been impacted by the recent national recession as well as the large amount of land in conservation, which removes the property from the County's tax rolls.

Government Structure

Jefferson County provides basic public services with limited staff and resources. The County's Building Department is in charge of building code enforcement and processing all permit applications, including business, residential and electrical permits. The Emergency Management Department is a division of the County Sheriff's Office and is responsible for planning, preparing for, mitigating, and managing potential emergency situations in Jefferson County. The Extension Services Department coordinates with USDA and other County offices and businesses to promote and inform the public of agricultural endeavors. Fire and Rescue services manage the County's professional EMS and Fire personnel. The County's Grants Administration Department oversees the various grant programs within the County, such as housing assistance and other government grants and assistance programs. The Planning Department is responsible for the County's Land Development Code and maintaining the County's Comprehensive Plan. Recreation is responsible for administering and coordinating the County's public recreation programs as well as maintaining the County's various recreation facilities including public playgrounds, basketball courts, and other facilities. The County's Road Department preserves current road facilities while also constructing and enhancing facilities when feasible. The County's Solid Waste & Recycling Department administers the County's solid waste pick -up sites, recycling center, and Adopt-A-Road program.

Fiscal Status

Similar to many local governments, Jefferson County depends on tax revenues generated from property taxes, both real and personal property, in order to provide basic services. Like all neighboring counties, Jefferson County has seen its annual revenues decrease, largely due to the recent national economic recession and the corresponding collapse in the nation's real estate market. *Table EC-6.2* demonstrates the falling annual tax roll values. While there has been a decrease in the amount of total revenue collected, Jefferson County provides the highest spending per person at $2,116 compared to the surrounding counties. As of 2010, Jefferson County took in over $31 million, which is the smallest amount in total revenues collected compared with its neighbors. However, the small county population of 14,761 enables higher spending per person. *Table EC-6.1* shows the annual total revenue collections of Jefferson County and the surrounding counties. The largest source of Jefferson County's revenues come from intergovernmental revenues such as grants and aid at 41%. Taxes are the second largest source at 25%.

Table EC-6.1 Annual Total Revenue Collections, Jefferson and Surrounding Counties

County	2010 Revenue, All Sources (1,000s)	2010 Per Capita Revenue
Gadsden	$72,929.4	$1,572
Jefferson	$31,234.6	$2,116
Leon	$365,330.8	$1,326
Madison	$34,140.4	$1,775
Taylor	$36,152.8	$1,601
Wakulla	$50,078.0	$1,627

Source: Florida EDR

Table EC-6.2 Change in Annual Taxable Values, Jefferson and Surrounding Counties

County	2006	% change (06-07)	2007	% change (07-08)	2008	% change (08-09)	2009	% change (09-10)	2010
Gadsden	$1,227,428,598	16.8	$1,433,635,362	-2.57	$1,396,722,698	0.06	$1,397,521,292	-1.53	$1,376,184,308
Jefferson	$505,375,668	19.03	$601,554,534	-3.95	$577,771,345	-0.89	$572,606,662	-5.32	$542,142,549
Leon	$14,731,323,912	11.22	$16,383,809,278	-4.10	$15,711,676,048	-7.08	$14,598,570,133	-1.30	$14,409,226,025
Madison	$636,893,495	12.77	$718,254,687	-2.84	$697,820,472	-5.99	$656,039,987	-6.07	$616,233,159
Taylor	$1,280,706,035	9.64	$1,404,202,731	0.95	$1,417,583,210	-4.56	$1,352,885,305	-6.78	$1,261,092,580
Wakulla	$1,423,348,586	10.43	$1,571,761,713	-6.98	$1,462,095,410	-8.77	$1,333,882,040	-10.60	$1,192,454,342

Source: Florida Department of Revenue, Property Valuations and Tax Data Books

Jefferson County Middle and High School
Source: Flickr

Public and Private School System

The Jefferson County Public School system is made up of three schools, the locations of which are shown in *Figure EC-6.1*. These include Jefferson Elementary (Pre-K through 4); Jefferson Middle/High School (grades 5-8 and 9-12); and the Jefferson County Adult Center - GED preparation program. The Public School system has a student-teacher ratio of 15.38, which is similar to the surrounding counties of Gadsden (14.87); Madison (14.98); Leon (15.79); Wakulla (16.49); and Taylor (17.13) (Common Core of Data, 2010). The total enrollment for the 2011-2012 school year is 1,021 students, making it one of the smallest school districts in the State.

The Aucilla Christian Academy, which provides education programs for K -12 students. Its enrollment for the 2011-2012 school year is 311 students. The second private school is the Monticello Christian Academy which provides education programs for PK-12 students. This private school belongs to Accelerated Christian Education and serves 47 students. The Care Charter School of Excellence operated until August 2010, when it was taken over by the Jefferson County School District due to funding constraints. Some Jefferson County students attend private school in neighboring Leon County, including North Florida Christian Academy and Florida High School.

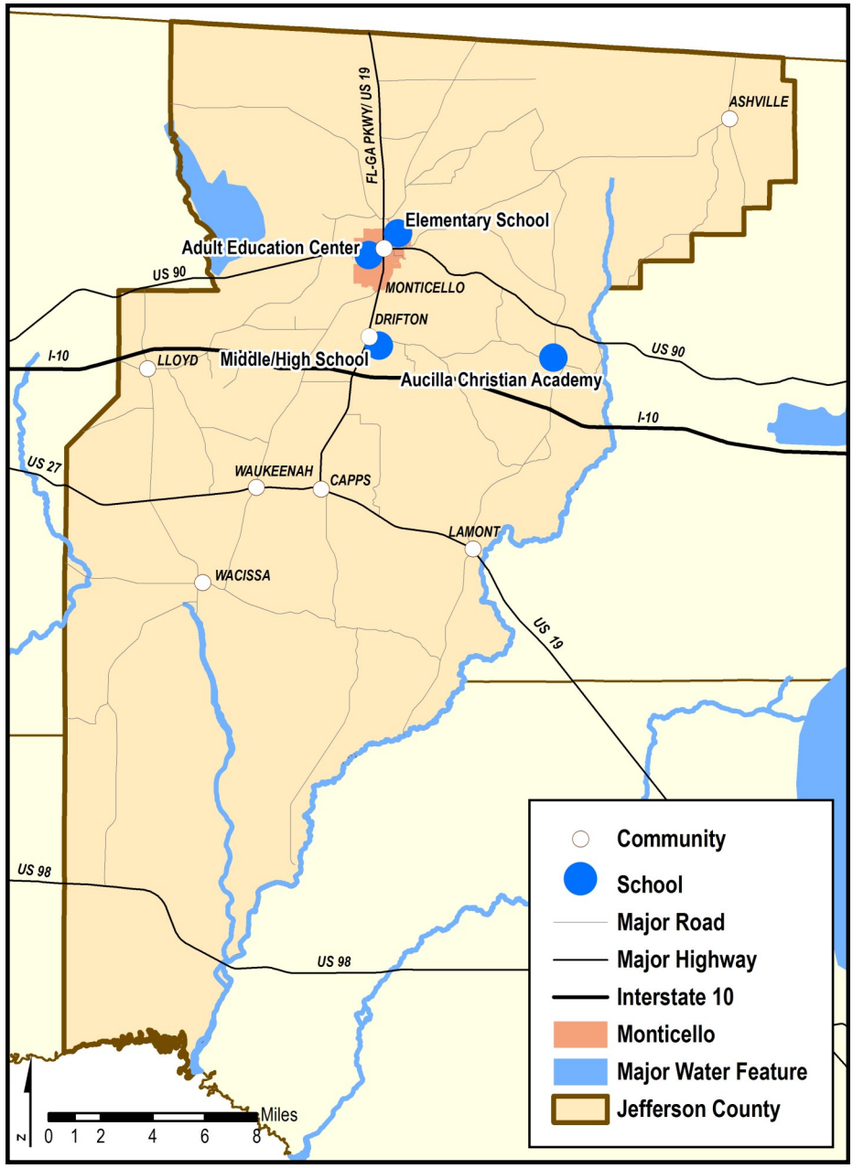


Figure EC-6.1 Jefferson County Schools
Source: Florida Department of Education, 2010

The Jefferson County School District has faced tremendous fiscal challenges in recent years, being one of only two school districts in the state to declare a state of financial emergency as defined by s. 218.503 (1), F.S. The district first declared such an emergency in April 2009, projecting a deficit of $500,000. This, coupled with poor school performance as defined by the Florida Department of Education, has led to parents moving their children out of Jefferson County public schools and into either private schools in or public enrollment in Leon County (Armario, 2009). In April 2009, the State of Florida declared a financial emergency board to oversee the district (Online Sunshine). The lack of a long-range strategic plan and persistent racial tensions were other factors plaguing the school system, as mentioned during an interview with Vice Chairperson of the Jefferson County School District, Marianne Arbulu (M. Arbulu, personal communication, November 15, 2011).

Figure EC-6.2 shows that the Jefferson County Public School system has the highest per–student spending compared to surrounding counties. The comparably small size of the school district allows for more spending per student. However, the performance rating of the Jefferson County Public School system is one of the lowest in the area with a D rating. Leon and Wakulla districts both have A ratings, and Taylor and Gadsden both have C ratings. Only Madison County shares a D rating for its public school. Jefferson County High School has the second-highest absenteeism rate of 18.7 compared to schools in the surrounding area. Wakulla has a 24.6 percent absenteeism rate, while the State average is 14.4 percent (District Demographics, 2010).Only 41 percent of Jefferson County students are considered “ready for college” based on common placement test scores, compared to the State average of 64 percent (District Demographics, 2010). This highlights an important factor inhibiting the upward income mobility of Jefferson County’s youth. College graduates have higher and more stable incomes than high school graduates. With such a low percentage of the County’s students ready for college, higher education and social mobility may be limited.

The Historic Jefferson County High School
Source: Jefferson County Studio

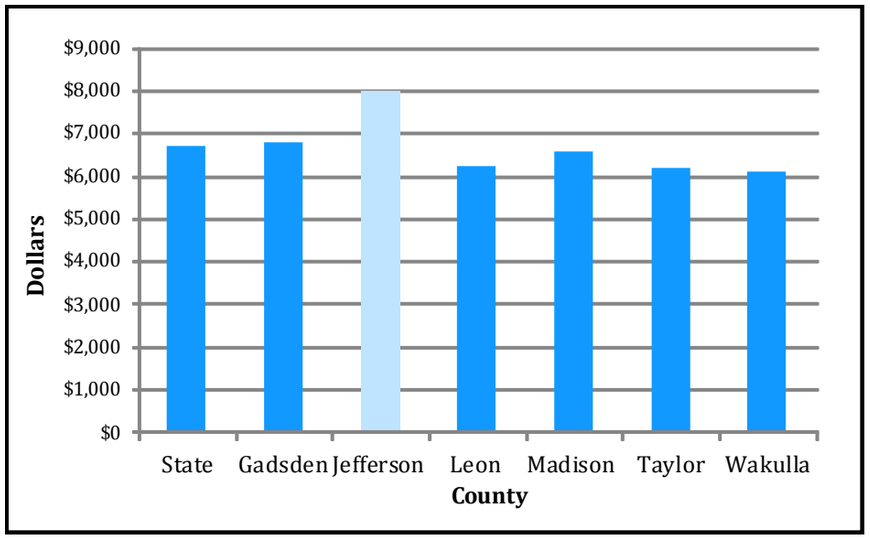


Figure EC-6.2 Spending Per Student (2009-2010)

Source: Florida Department of Education, Total Program Costs Per Students - Operating Funds.

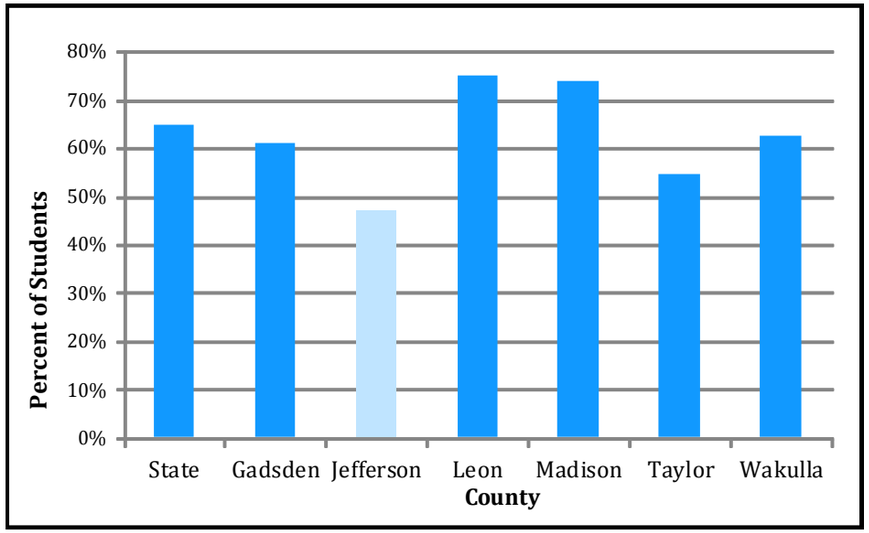


Figure EC-6.3 Students Pursuing Higher Education (2009-2010)

Source: Florida Department of Education, Graduation Follow-up

There are many universities and colleges in the region surrounding Jefferson County. Two nationally recognized state universities, Florida State University and Florida Agricultural and Mechanical University, are located in nearby Tallahassee, along with Tallahassee Community College and Lively Vocational-Technical College. Two-year and four-year degrees are also available at Valdosta State College (Georgia), North Florida Community College, Thomas County Community College (Georgia) and the Troy State University (Alabama) adjunct college. Although there are numerous higher education facilities nearby, many Jefferson County public school students do not continue education past high school. *Figure EC-6.3* shows that the Jefferson County Public School System has the lowest percentage of students going into higher education in the area—47.2 percent—compared to surrounding counties (District Graduation Follow-up, 2010)

Library System

The Wilderness Coast Public Libraries (WILD) system was established in October 1992 as an administrative office for the cooperative multi-county library system for Wakulla, Jefferson, and Franklin counties. The system serves over 58,105 residents and has a combined collection of approximately 100,000 items in its four libraries. The public library located in Monticello, the RJ Bailar Public Library, provides access to more than 20 computers in a state-of-the-art computer lab. In addition, the library features a community room that can host classes and meetings, as well as free computer and technical training in a partnership with WILD. The RJ Bailar Public Library is open to the public on Monday, Wednesday, and Friday from 9 a.m.-5:30 p.m.; Tuesday and Thursday from 9:00 a.m.-7 p.m.; and Saturday from 9:00 a.m.-3:00 p.m. The library allows residents who may not otherwise have access to computers and internet connection and to access these valuable resources.

Health Services

Jefferson County has three medical clinics, the locations of which are shown in *Figure EC-6.4,* including the Health Department Clinic, the Gerry Medical Center, and the Tallahassee Memorial Hospital Clinic (TMH), all in Monticello. The Health Department Clinic is operated by a state-county partnership and offers health education, immunizations, preventative testing, check-ups, dental care, and other general practice care. The Health Department Clinic employs 42 employees, including one full-time primary care and one part-time doctor in addition to nurses, social service workers, and other administrative and support staff. The Health Department Clinic provides wider coverage to patients with Medicare, Medicaid, or no insurance through a federal grant for low-income individuals. The Gerry Medical Center is operated by the Archbold Medical Center, which is based in Thomasville. The clinic offers general practice care from two full-time primary care doctors. The TMH Clinic employs two full-time doctors and other medical personnel, and offers the same basic services provided by the Health Department Clinic, with the addition of optical services. For more specialized care, there are three major hospitals within 30 miles that are immediately accessible through Life Flight emergency helicopter services.

The County has three medical facilities capable of handling independent living and full service extended care for seniors. These include the Brynwood Center and Cross Landings Health & Rehabilitation Center located in Monticello and the Watkins Health Center located near the FL-GA border. These three facilities have more than 175 beds and seven physicians on staff. All three sites advertise a higher standard of personalized care and a tranquil rural setting, compared to other locations in Florida. As Jefferson County's population continues to age, residents will increasingly rely on high-quality medical facilities as well as long-term care facilities.

Public Safety

Jefferson County has a full-time, six-person fire department in Monticello, which is paid for by the County. The fire department has one fire truck, six ambulances, one squad vehicle, one brush truck capable of carrying 300 gallons of water, and one crash truck capable of carrying 660 gallons of water and 60 gallons of foam. The helicopter service is operated out of Taylor County. There are Volunteer Fire Departments in Monticello which are operated by the City. There are also Volunteer Fire Departments in Lloyd, Ashville, and Wacissa.

Law enforcement services are provided by three separate agencies: the Jefferson County Sheriff's Department, the Monticello Police Department, and the Florida Highway Patrol. There are currently 60 staff members, including 3 cooks, 5 office staff, 1 nurse, 9 dispatchers, 2 emergency management personnel, 14 correction officers, 5 on-call correction officers, and 21 deputies including the sheriff. The Sheriff's Office is located in the industrial park and has a fleet of 22 patrol vehicles. Current staffing is sufficient for current demand. With a historic annual growth rate of .0068% since 1970, population increases will not substantially affect the need for public safety public personnel.

Jefferson County Fire and Rescue
Source: Jefferson County Website

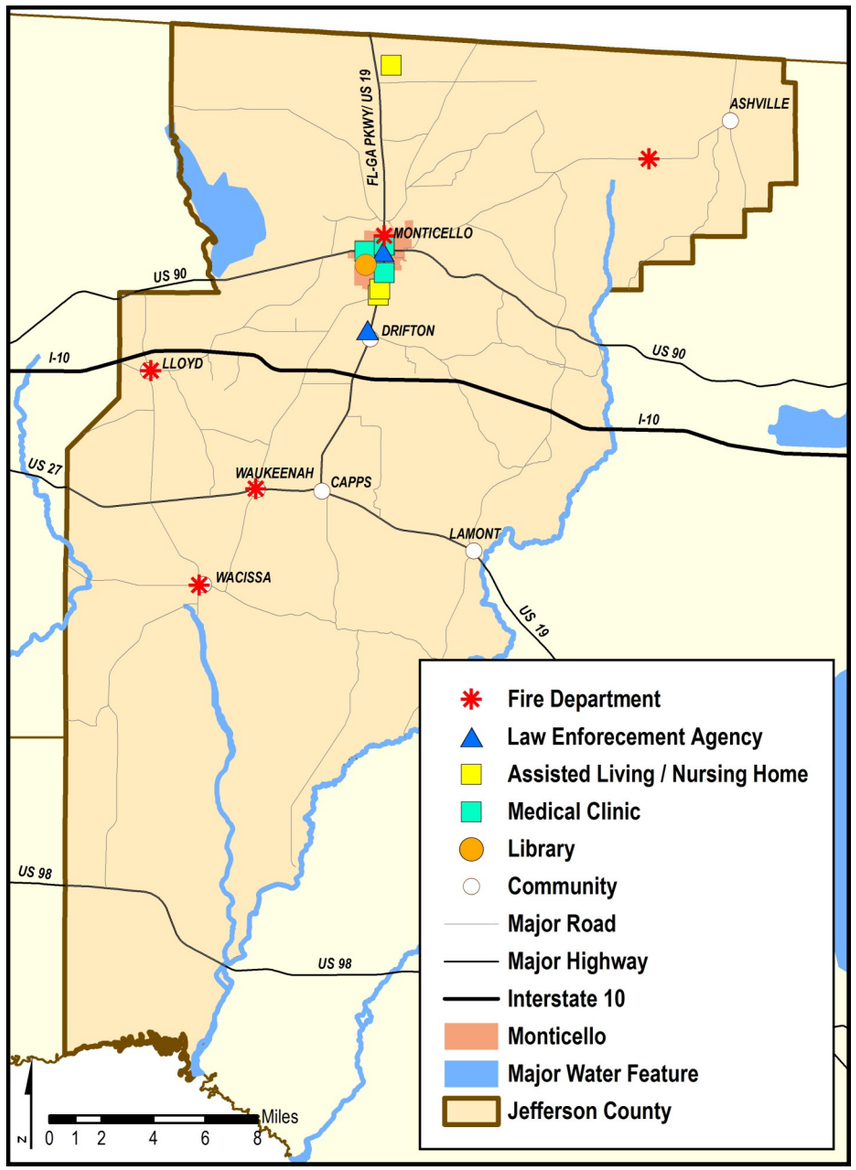


Figure EC-6.4 Jefferson County Services
Source: Florida Department of Revenue, 2010

Conclusion

Even with limited staff in its local government, Jefferson County is able to spend more per capita than surrounding counties. The County's small population enables the revenue generated to stretch farther. As of 2010, the county collected over $31 million, which was the lowest amount collected compared to surrounding counties, but with its small population, allowed for $2,116 of spending per person.

One of the most important services provided to residents is education through the Public School System. This institution has been plagued by a history of poor educational performance and prior mismanagement of school funding. Many parents therefore send their children to neighboring county schools or to private institutions. Lack of a strategic long-range plan combined with racial tensions have contributed to the problems with the public school system today. While there are several nearby colleges and universities, Jefferson County has the lowest percentage of its public school graduates attending higher education compared to neighboring school districts. Much consideration must be given to the school district, since it plays such a vital role in how Jefferson County will grow.

Current Population Demographics

According to the 2010 Census, the current population in Jefferson County is 14,761 persons. This is down from the County's highest historic population of 17,210 in 1910. The population of the County declined after 1910 for many reasons, reaching a historic low of 8,778 in 1970. *Figure EC-7.1.* illustrates the historic changes in Jefferson County's population. Shofner (1976, 452) attributes the population decline from 1910 to 1970 to several factors, including farmers leaving their lands for more lucrative opportunities in industrial cities in the North and elsewhere in Florida. Other reasons for population loss from 1910 to 1920 include World War I and the Influenza epidemic (Shofner, 1976, 467). A continued agricultural depression between 1920 and 1930 led more farmers to abandon their lands for economic prospects elsewhere.

Jefferson County was heavily reliant upon agriculture through the 1930s. The Great Depression forced struggling farmers to leave their land. Federal economic programs were insufficient to encourage any new farming at the time, but those farmers who remained were provided government assistance. In the 1940s, young men were drawn away to fight in WWII, while many more left their rural homes to work in munitions factories. Since the 1970s, the population has slowly rebounded. The County's population increased as old and new residents began to grow weary of the hyper-consumerism of the preceding twenty years and returned to the rural lifestyle of Jefferson County. Jefferson County has continued to see a consistent increase in its population over the last four decades. (Shofner, 1976, 556).

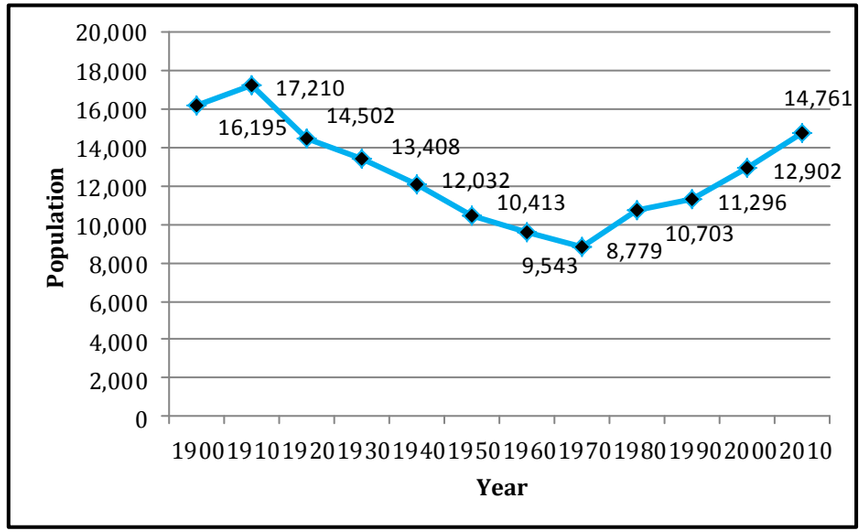


Figure EC-7.1 Jefferson County Changes in Total Population, 1990 - 2010

Source: U.S. Census Population of Counties by Decennial Census: 1900 to 1990, Table P001, U.S. Census 2000, Table P1, U.S. Census 2010

Population Forecast

The University of Florida's Bureau of Economic and Business Research (BEBR) Medium-series population projections were used to determine Jefferson County's future population to 2040. *Figure EC-7.2* shows that exceeding the 1910 population high of 17,210 may occur by 2040, when the population is projected to reach 18,000. BEBR Medium-series projections were used because they are considered the acceptable state planning standard for projecting need in comprehensive plans. BEBR projections show moderate growth through 2040.

The population of the State of Florida is expected to double by 2060 to roughly 35 million people. According to the report "Florida 2060," written by the University of Florida's GeoPlan Center for 1,000 Friends of Florida, the majority of Florida's anticipated growth is expected to occur in coastal areas of South Florida and along the I-4 corridor near Orlando and Tampa. Very little of Florida's future growth is projected to occur in Jefferson County, keeping population growth modest to low through 2050.

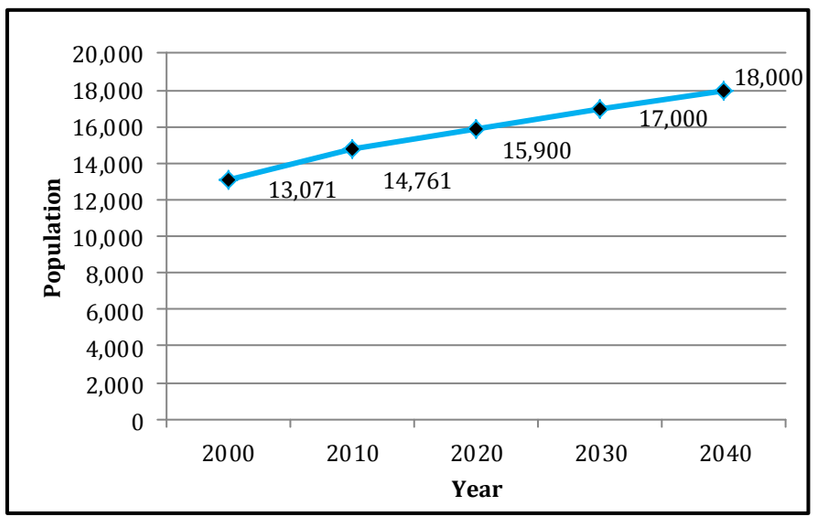


Figure EC- 7.2 Jefferson County Population Forecast 2050

Source: Bureau of Economic and Business Research

Population Growth

In order to understand the significance of population growth in the County, it is important to compare Jefferson County's population growth to changes in the surrounding counties and Florida. Jefferson County's population grew 14 percent from 1990 to 2000, and again by 14 percent again from 2000 to 2010. Only Jefferson and Taylor Counties have seen an increase in their population growth rates. Growth rates in the surrounding region have declined, following a similar statewide trend. While Florida's population by State and County is increasing, growth rates are not. Population growth for Jefferson and surrounding counties is compared to Florida in *Figure EC-7.3. Figure EC-7.4* shows the location of Jefferson and surrounding comparison counties.

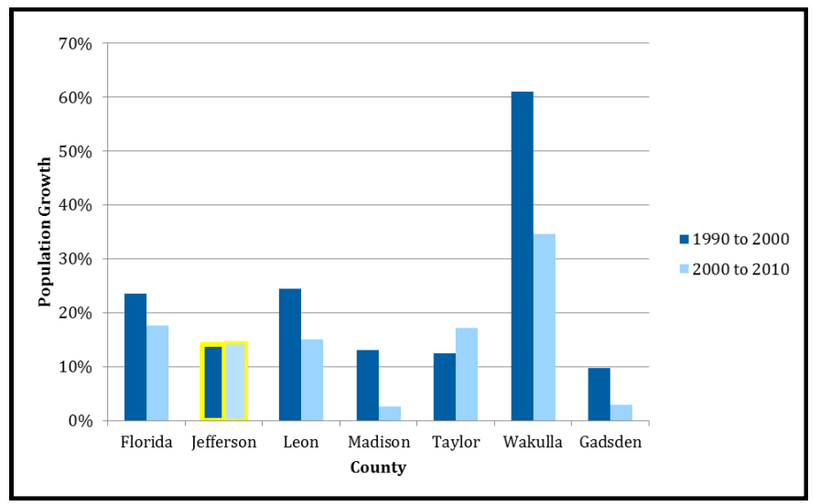


Figure EC-7.3 Population Growth in Florida, Jefferson , and Surrounding Counties

Source: Table P001, U.S. Census 1990; Table P001, U.S. Census 2000; Table P1, U.S. Census 2010

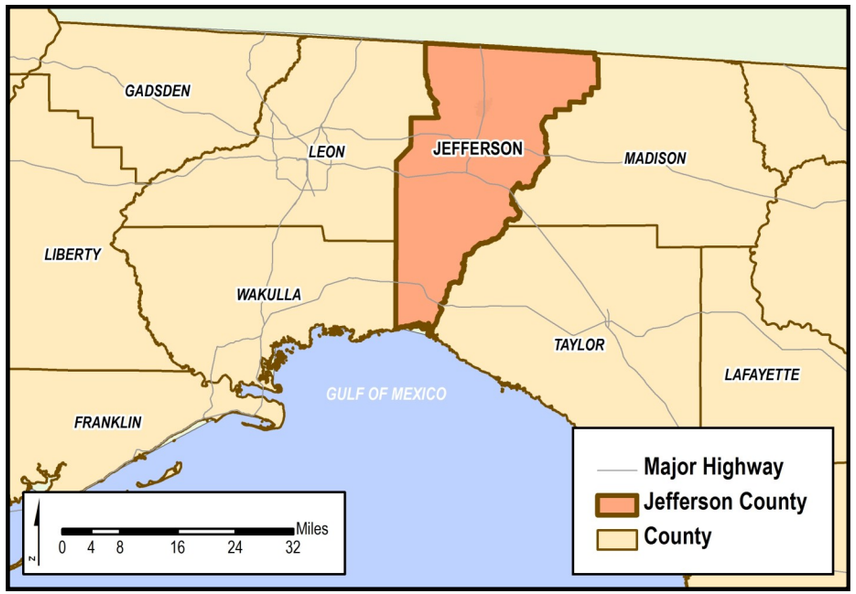


Figure EC-7.4. Jefferson County and Surrounding Counties

Source: Florida Geographic Data Library

The US Census Bureau defines an urban area as an "urbanized area with 50,000 or more population" (US Census Bureau, 2010). There are no communities in Jefferson County that meet this definition. The population of Jefferson County has historically lived predominantly outside of the incorporated City of Monticello. Since 1990, this trend has continued, with the City of Monticello accounting for less of the County's total population over the previous two decades.

Table EC-7.1 shows the changes in Monticello's population expressed as a percentage of the total Jefferson County population. As the population has increased over time, the percentage of Jefferson County residents living within the Monticello City limits has decreased. This likely suggests some combination of incoming residents deciding to live in unincorporated Jefferson County, and current residents that are staying in the County but moving to unincorporated areas. This trend suggests increasing suburbanization, as population concentration in incorporated Monticello decreases and is dispersed to unincorporated areas. See *Figure EC-7.5, Figure EC-7.6, and Figure EC-7.7* for current and historical spatial distribution map of Jefferson County by Census Block.

Table EC-7.1. Changes in Jefferson County Incorporated Place Population

Year	Incorporated Population (Monticello)	Percent of Population
1990	*2,573*	*22%*
2000	*2,533*	*20%*
2010	*2,506*	*16%*

Source: U.S. Census Bureau 1990, Table P001; U.S. Census Bureau 2000, Table P001; U.S. Census Bureau 2010, Table P1

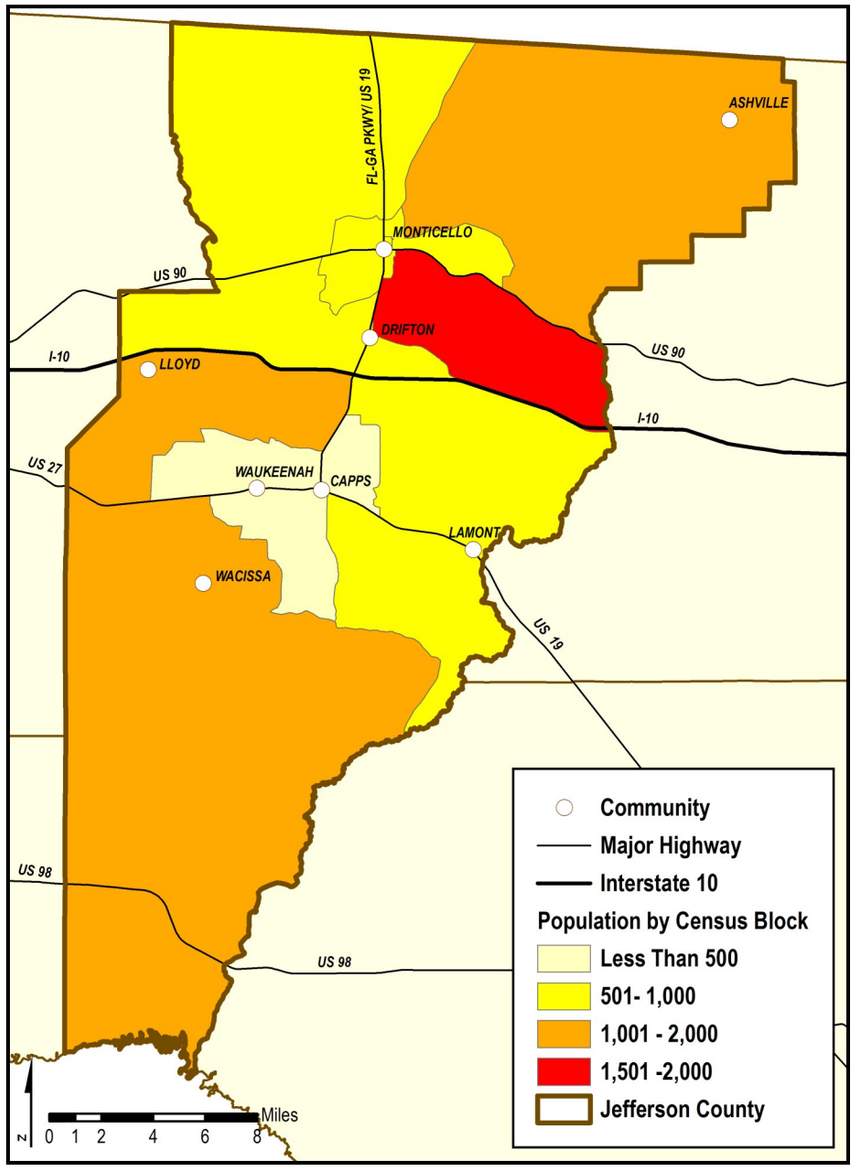


Figure EC-7.5 Jefferson County Population Distribution by Census Block in 1990

Source: U.S. Census 1990

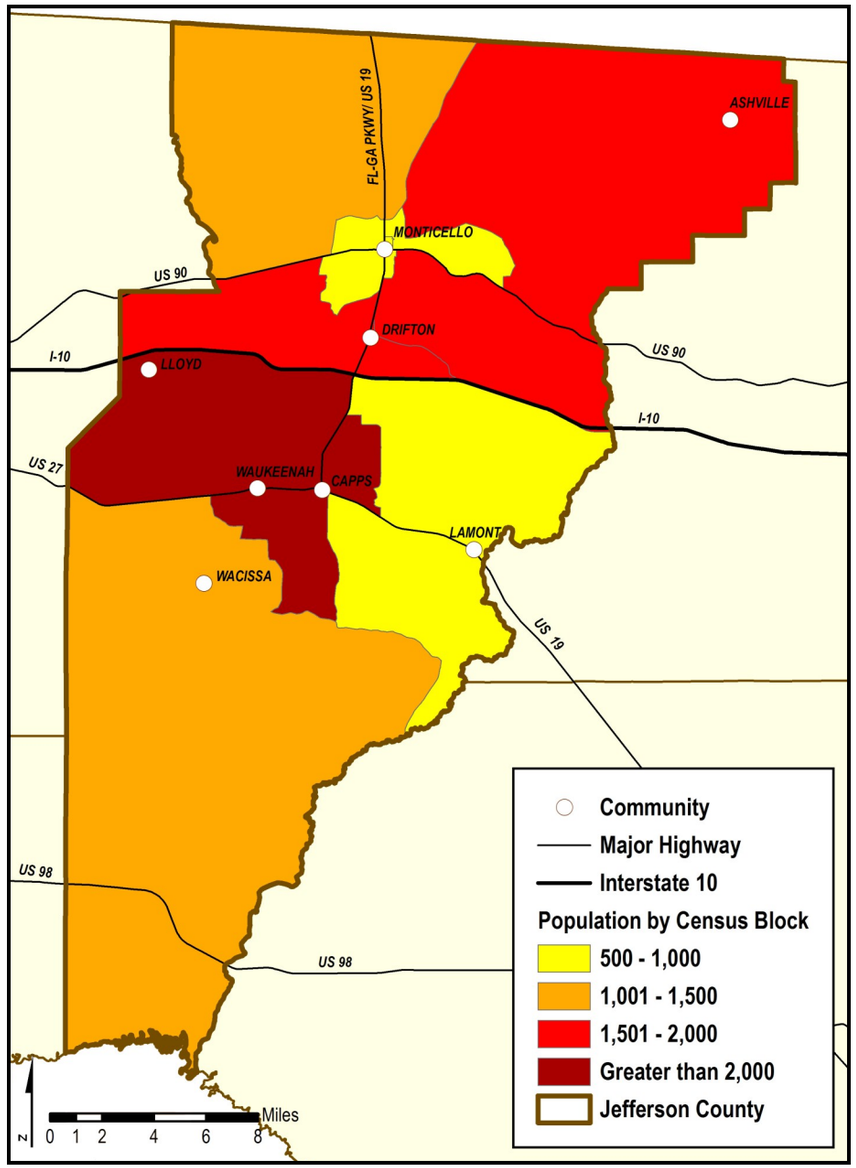


Figure EC-7.6 Jefferson County Population Distribution by Census Block in 2000

Source: U.S. Census 2000

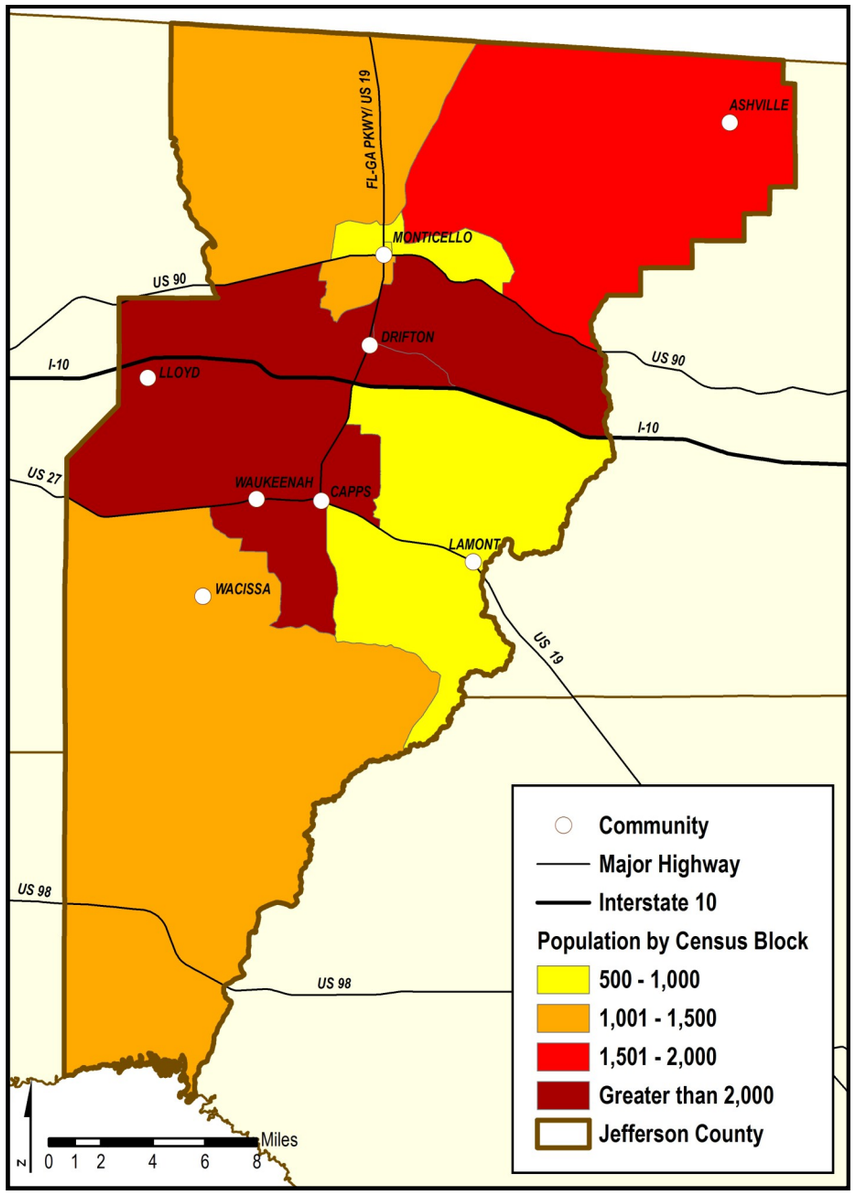


Figure EC-7.7 Jefferson County Population Distribution by Census Block in 2010

Age and Sex Compositions

Figure EC-7.8 illustrates Jefferson County's current population distribution. The median age in Jefferson County is 44 years. The median age for males is approximately 42 years, and the female median age is approximately 46 years. See *Figure EC-7.9* for Jefferson County's 2000 population distribution. The most notable demographic shift over the past decade is the marked decline in young adults ages 15 through 24, and school aged children, ages 5 through 14. This important trend could be attributed to families not choosing to stay and locate in Jefferson County as a result of the poor education system and a lack of economic opportunities.

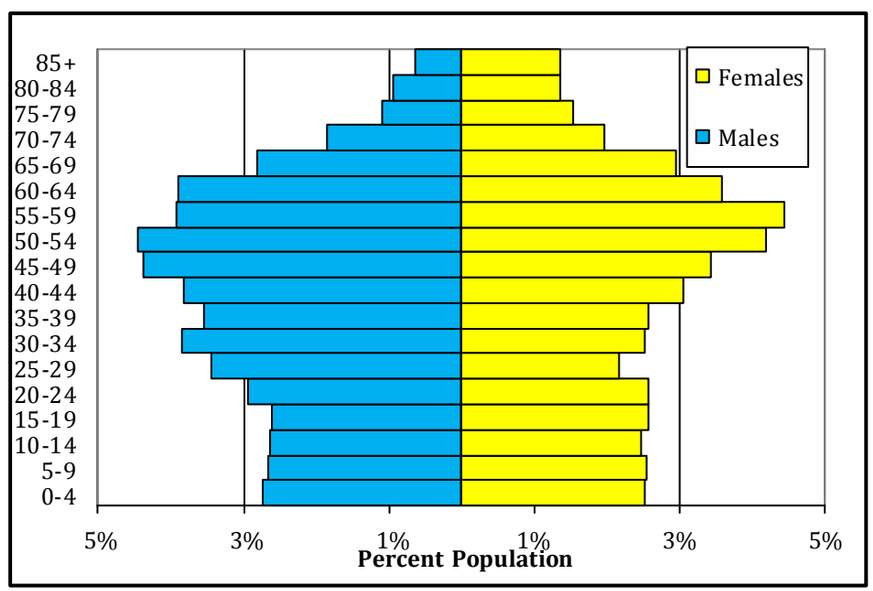


Figure EC-7.8. Jefferson County Age Sex Cohort 2010

Source: U.S. Census 2010 SF1 Table P12

Rosewood Plantation
Source: Flickr

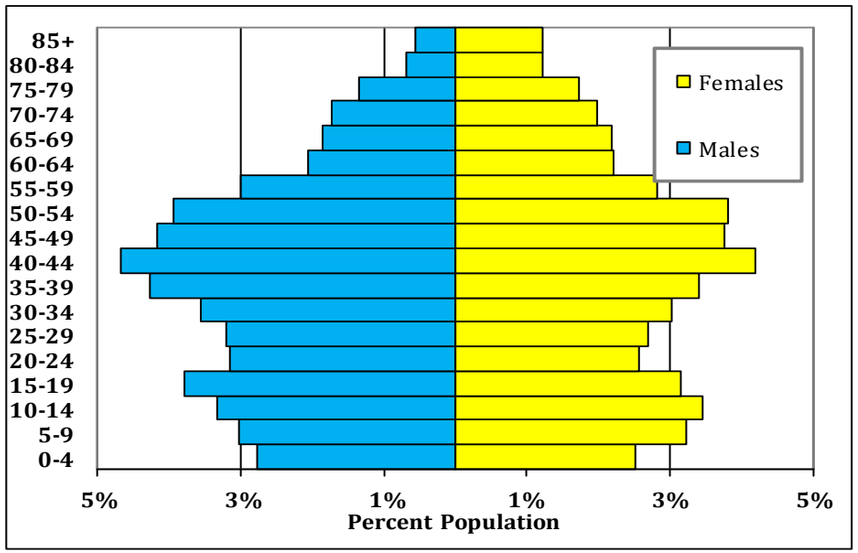


Figure EC-7.9. Jefferson County Age Sex Cohort 2000

Source: U.S. Census 2000 Table P012

Race and Ethnicity

In the 2010 Census, each location is predominantly white, with Jefferson and Madison Counties containing the largest proportion of the African-American population. Jefferson County's Asian population is similar in size to Madison and Wakulla Counties.

Over the last 30 years, the State of Florida has seen the percentage of its White population decline, with increasing diversification of its minority population. This follows closely with national trends. Jefferson and Madison counties show an increasing percentage of White residents, contrary to national and statewide trends. *Table EC-7.2* shows the racial compositions of Jefferson County compared to the State and surrounding counties. See *Appendix Table IX-3.1* for changes in Jefferson County's Hispanic population from 2000 to 2010. The Hispanic population has doubled in Jefferson County over the decade.

Table EC-7.2. County and State Racial Composition Comparison

	1990		2000		2010	
	White	Black	White	Black	White	Black
Florida	83%	14%	77%	14%	75%	16%
Gadsden	16,686 (41%)	23,700 (58%)	17,448 (39%)	25,763 (57%)	17,113 (36%)	26,283 (56%)
Jefferson	6,334 (56%)	4,897 (43%)	7,647 (59%)	4,947 (38%)	9,078 (60%)	5,412 (36%)
Leon	141,712 (73%)	46,527) (24%)	158,893 (66%)	69,704 (29%)	178,527 (63%)	88,520 (30%)
Madison	9,545 (57%)	6,915 (41%)	10,769 (57%)	7,549 (40%)	11,282 (58%)	7,579 (39%)
Taylor	13,791 (80%)	3,083 (18%)	14,988 (77%)	3,666 (19%)	17,342 (75%)	4,799 (21%)
Wakulla	12,226 (86%)	1,837 (13%)	19,684 (86%)	2,631 (11%)	25,743 (82%)	4,691 (15%)

Source: Table P003, US Census 1990; Table P003, U.S. Census 2000; Table P3,

Households and Families

Of the total number of households in Jefferson County, 67 percent identify as a "Family" household. Of those family households, 70 percent identify as Husband/Wife. The number of households led by a single parent is still high, with most single parent households having a female head of house at 22 percent. Data for those identifying as "Family" is displayed in *Figure EC-7.10.*

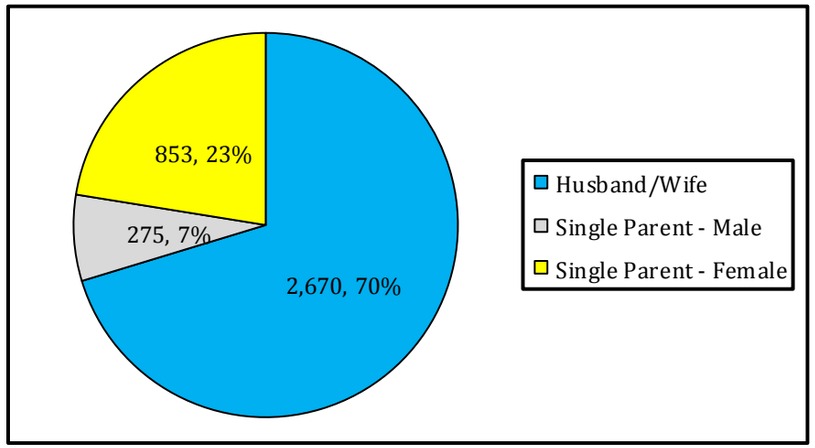


Figure EC-7.10. Jefferson County Households and Families, 2010

Source: U.S. Census 2010 Table QT-P11

Housing

The median value of owner-occupied homes in Jefferson County is $126,500, which falls in the middle range when compared to other counties in the region. The median value has risen by $49,500 from $77,000 in 2000. The most housing types in Jefferson County are single-family and mobile homes. *Table EC-7.3* details the value categories of owner-occupied housing units in Jefferson County. There is a huge disparity between home values throughout the County. While 57.1 percent of homes are valued at less than $150,000, the presence of plantation mansions and other high-value estates skews the median value of homes upward. Housing trends for Jefferson and surrounding counties are displayed in *Table EC-7.4* The Census appraised median value for a mobile home in Jefferson County is $65,600. Compared to surrounding counties, Jefferson County has the highest persons per a household at 2.8.

Table EC-7.3Value of Jefferson County Owner-Occupied Housing Unit, 2005-2009 Estimate

Value	Number of Housing Units	Percentage
Less than $50,000	821	22.0%
$50,000 - $99,999	565	15.1%
$100,000 - $149,999	746	20.0%
$150,000 - $199,999	425	11.4%
$200,000 - $299,999	565	15.1%
$300,000 - $499,999	346	9.3%
$500,000 - $999,999	142	3.8%
$1,000,000 or above	123	3.3%

Source: American Community Survey 2005-2009 Estimates

Table EC-7.4 Jefferson County Housing Trends, 2005 - 2009

	Home ownership Rate	Median Value of Owner-occupied Housing units	Number of Housing Units	Persons per Household	Percentage of Housing units in multi-unit structures
Florida	70%	$211,300	8,852,754	2.52	30%
Gadsden County	73%	$96,000	19,365	2.7	6%
Jefferson County	79%	$126,500	5,937	2.8	4%
Leon County	54%	$192,300	123,423	2.29	32%
Madison County	73%	$88,500	8,346	2.55	9%
Taylor County	85%	$87,600	10,162	2.74	3%
Wakulla County	84%	$143,100	10,956	2.53	2%

Source: U.S. Census Bureau

Jefferson County has a 14.9 percent residential structure vacancy rate, equaling 986 residential units. This vacancy rate is lower than all surrounding counties aside from Leon and Gadsden Counties. Table EC-7.5 illustrates the comparison of Jefferson County's vacancy rate to other counties in the region. The table shows that Jefferson County's housing market has been impacted by the national recession and housing bubble, with vacancy rate increasing from 10.6 to 14.9 percent from 2000 to 2009. Area counties as well as Florida also experienced similar increases in vacancy rates over the same period.

Table EC-7.5 Vacancy Rates for Jefferson and Surrounding Counties, 2000, 2010

	Vacancy Rate (2000)	Number Vacant Units (2000)	Vacancy Rate (2010)	Number Vacant Units (2010)
Florida	13.2%	965,018	17.5%	1,568,778
Gadsden	10.4%	1,836	13.1%	2,554
Jefferson	10.6%	556	14.9%	986
Leon	7.2%	7,453	10.6%	13,191
Madison	15.4%	1,207	17.9%	1,496
Taylor	25.6%	2,470	28.1%	3,084
Wakulla	14.0%	1,370	18.1%	2,314

Source: Census 2010, American Community Survey

The homes in Jefferson County were built over a span of 200 years. As *Figure EC-7.11* shows, just under a quarter of the structures in Jefferson County were built before the 1960s. This accounts for the large number of historic buildings in Jefferson County. Despite the long era of home building, the majority of the County's development is concentrated over the 30-year period from 1970 to 2000, with approximately 60 percent of all structures currently existing in the County built within this time frame. The 1980s and 1990s were the most prolific decades for housing construction, with a combined 3,229 of the County's estimated 5,806 housing units constructed over these two decades. The home growth strongly correlates to the population growth detailed earlier, as both show increases beginning in 1970, with the most dramatic increases over the 1980's and 1990's. The increases in population coupled with the decreasing proportion of Jefferson County residents living within the incorporated City of Monticello and the large proportion of housing stock constructed from 1970 to 2000 highlight a suburbanizing trend that is consistent with national trends over the same period.

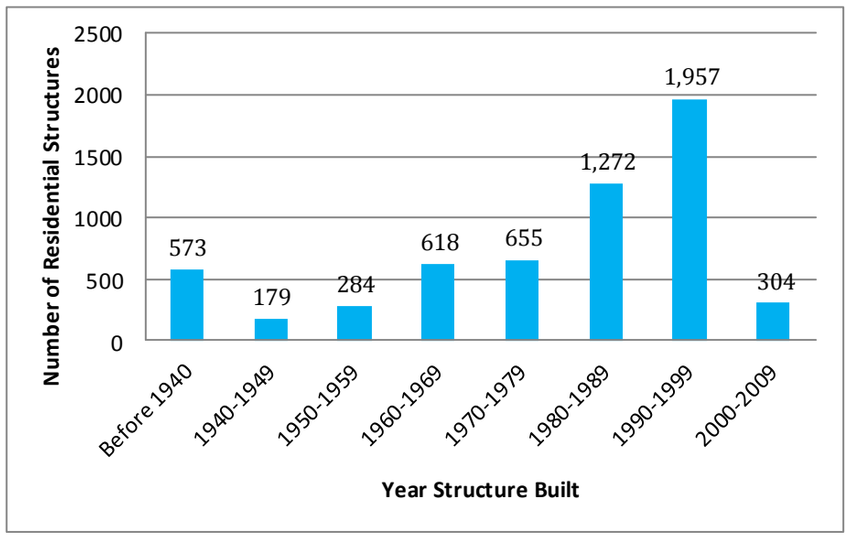


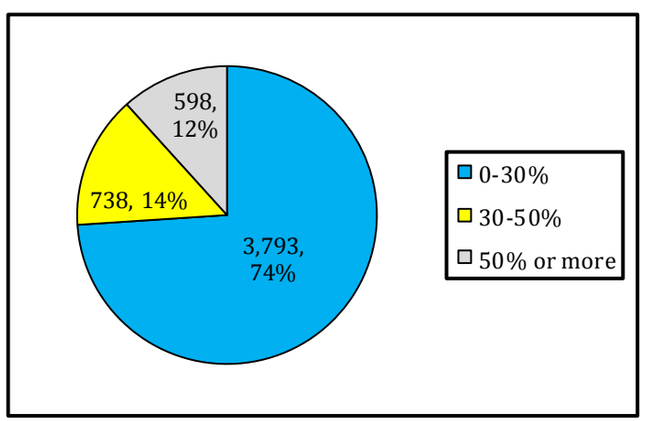
Figure EC-7.11 Jefferson County Building Structure by Year

Source: U.S. Census, 2005-2009 American Community Survey

Affordable Housing

Affordable housing issues exist in Jefferson County. Approximately 26 percent of the County's population pays more than 30 percent of its income towards housing. *Figure EC-7.12* demonstrates the number of households by housing cost burden. This shows that despite high home ownership rates, a housing affordability gap may exist in Jefferson County. The University of Florida's Shimberg Center, a statewide authority on housing affordability studies, ranks Jefferson County 18th out of 67 (1 worst, 67 best) counties in the State for Households With Cost Burden Above 30% and Income Below 50% average median income. The American Community Survey estimates that 110 of the 4,739 households in Jefferson County, or 2.3 percent, received Public Assistance Money (Jefferson County Website, 2010). The high number of housing cost-burdened residents and the number of residents receiving public assistance funds suggests that the County's lack of apartments and other multi-family housing options may place an undue cost burden on many of the County's residents. With single-family homes currently making up the vast majority of Jefferson County's housing units, mobile homes are an important housing option for lower-income residents.

Figure EC-7.12 Jefferson County Household by Cost Burden



Source: Florida Housing Data Clearinghouse, Shimberg Center, University of Florida

Institutionalized Population

Jefferson County contains the Jefferson County Correctional Institute, a male-only facility with a maximum occupancy of 1,179 inmates. The facility currently houses 1,150 male inmates. The inmates maintain their own facility and can qualify for a work release program available in the Tallahassee-Leon County area.

The Brynwood Center is located in the county and is a nursing home for the elderly population. The Center currently has 80 occupants, with 97 total certified beds.

Crime

The crime statistics for Jefferson County are only available at the county level and not the local level through the Florida Department of Law Enforcement (FDLE). *Table EC-7.6* shows the overall county crime statistics for the two most recent years. *Table EC-7.7* displays the change in number of violent and non-violent crimes over the last five years.

Table EC-7.6 Jefferson County Crime Statistics, 2009-2010

	2009	2010	% Change
Population	14,677	14,663	-0.1%
Total Arrests	594	634	6.7%
Total Index Offenses	322	386	19.9%
Violent Rate	763.1	1,111.60	45.7%
Non-Violent Rate	1,430.80	1,520.80	6.3%
Index Rate	2,193.90	2,632.50	20%

Source: U.S. Census Bureau Quickfacts

Probation and Parole Office located in Monticello

Source: Jefferson County Studio

Table EC-7.7 Jefferson County Crime Trends

Year	Population	Total Crimes	Violent Crimes	Nonviolent Crimes
2006	14,353	313	125	188
2007	14,494	308	143	165
2008	14,553	380	215	165
2009	14,677	322	112	210
2010	14,663	386	163	223

Source: U.S. Census Quickfacts

In 2009 Jefferson County's crime rate was 2,193.9. The rate increased to 2,632.5 in 2010, a 20% increase. Over the same period, Florida's crime rate decreased by 6.7%. In 2010 Jefferson County ranked #1 in the state in violent crime with an indexed violent crime rate of 1,111.6 per 100,000.

Conclusion

Current demographic data for Jefferson County indicates that the County has numerous similarities with the surrounding region, but several notable differences as well. The County's racial demographics have changed contrary to statewide trends, with increasing percentages of White residents but a doubling of the Hispanic population. Jefferson County data indicates an increasingly suburbanizing county, as evidenced by the increased population since 1970; this also correlates to new housing development and the population's continued move away from incorporated Monticello. The County must give further consideration to affordable housing needs, with the County currently ranking 18th in the State for housing cost burdens for low-income residents (University of Florida's Shimberg Center). With demographic changes, Jefferson County must also adapt and change in order to accommodate its population's needs.

Current Economy

The Jefferson County economy has been marked by high unemployment, traditionally low incomes, and limited private sector business investment. These factors have led to the County's continuing designation as a Rural Area of Critical Economic Concern, (RACEC) as designated by the Governor of Florida and defined by statute. A Rural Area of Critical Economic Concern designation allows the County to waive some State-level economic development incentives criteria and requirements for economic development programs, while also providing additional State assistance for research, marketing, and site selection activities. Despite the RACEC designation and high unemployment and low wages, the County does not currently contain a Rural Enterprise Zone, one of the State of Florida's key economic development tools for rural areas that offer tax incentives to encourage business investment.

Income

Jefferson County's average annual pay is lower than state and regional levels as displayed in *Table EC-8.1*.

Table EC-8.1 Average Annual Pay 2010

	Annual Pay
Florida	$41,570
Jefferson	$28,646
Leon	$39,559
Wakulla	$32,970
Gadsden	$30,965
Taylor	$35,627
Madison	$29,067

Source: Bureau of Labor Statistics

Median family income for Jefferson County is near the state average. *Table EC-8.2* indicates historical trends for median family income for Jefferson, the Tallahassee MSA, and Florida.

Table EC-8.2 Median Family Income, 1959-2009

	1959	1969	1979	1989	1999	2009
Florida	$18,529	$25,999	$28,956	$32,319	$45,625	$56,809
Jefferson	$10,756	$17,369	$19,708	$25,049	$40,407	$56,242
Leon	$20,299	$28,209	$31,697	$37,000	$52,962	$64,987
Wakulla	$10,921	$19,277	$23,490	$27,810	$42,222	$61,983
Gadsden	$11,246	$17,615	$21,496	$24,091	$36,238	$42,869
Taylor	$15,084	$21,439	$26,449	$25,171	$35,061	$45,164
Madison	$10,257	$18,065	$19,932	$22,250	$31,753	$42,031

Table EC-8.2: Source: American Fact Finder and U.S. Census Bureau Table C-2

Industry and Employment

Unemployment statistics for Jefferson County show its unemployment rate in July 2011 at 9.2 percent, compared to 10.7 percent for the Florida. When compared to surrounding counties in the Tallahassee MSA, Jefferson appears to be lagging behind. Leon (8.9) and Wakulla (8.4) both have lower unemployment rates than Jefferson, although Jefferson County does have a lower rate than Gadsden County (10.5). Neighboring counties to the east also have higher unemployment rates than Jefferson County, with Taylor (10.8) and Madison (12.5) both seeing unemployment significantly higher than Jefferson. Recent historic trends indicate that Jefferson County has performed better than the Florida average unemployment rate, but has had higher unemployment rates than Leon and Wakulla Counties. Gadsden, Taylor, and Madison maintain

a higher historical unemployment rate. *Table EC-8.3* indicates historic unemployment trends.

Table EC-8.3 Historic Unemployment Trends

	1990	2000	2010	July 2011
Florida	6.3	3.8	11.5	10.7
Gadsden	5.1	4.0	10.6	10.5
Jefferson	4.3	3.7	9.3	9.2
Leon	3.3	3.0	8.2	8.9
Madison	9.0	4.1	11.7	12.5
Taylor	12.2	4.9	11.5	10.8
Wakulla	3.9	3.2	8.2	8.4

Source: Florida Office of Economic and Demographic Research, U.S. Bureau of Labor Statistics

Jefferson County has an estimated total labor force of 6,621 for the year 2010, which accounts for 44.9% of the county's total population. There are 613 unemployed persons in Jefferson County according to 2010 estimates (U.S. Bureau of Labor Statistics, 2010).

Employment data for Jefferson County indicates that the County is heavily reliant upon government employment, trade, transportation, and utilities industries. Government employs 817 people in Jefferson County, accounting for 36.0 percent of the County's employment. The largest subgroup is local government employment with 428 employees, followed by 348 employees in State government, and 41 employees working in Federal positions. Private sector employment in Jefferson County accounts for 1,713 employees, for total county employment equaling 2,530 (U.S. Bureau of Labor Statistics, 2010). See *Table EC-8.4* for detailed statistics regarding general employment classifications in Jefferson County. See *Table EC-8.5* for comparison of general employment classification with the State of Florida and regional counties.

Table EC-8.4 Detailed Statistics for Employment Classification

	Employees	Establishments	Total Wages	Average Weekly Wage	Average Annual Pay
Federal	41	10	$1,611,000	$753	$39,237
State	348	18	$12,351,000	$683	$35,491
Local	428	8	$12,923,000	$581	$30,205
Private	1713	292	$45,576,000	$512	$26,614

Source: U.S. Bureau of Labor Statistics

Table EC-8.5 Number Employees, General Employee Classification

	Federal	*State*	*Local*	*Private*
Florida	142,286 (2.1%)	187,300 (2.6%)	735,276 (10.3%)	6,044,165 (85%)
Gadsden	136 (1.0%)	3,288 (25.0%)	1,696 (12.9%)	8,055 (61.1%)
Jefferson	41 (1.6%)	348 (13.8%)	428 (16.9%)	1,713 (67.7%)
Leon	1,823 (1.3%)	35,798 (26.0%)	11,997 (8.7%)	88,218 (64%)
Madison	50 (1.2%)	491 (11.5%)	900 (21.1%)	2,833 (66.2%)
Taylor	41 (1.0%)	800 (11.9%)	882 (13.1%)	5,012 (74.0%)
Wakulla	107 (2.0%)	847 (15.6%)	1075 (19.8%)	3,398 (62.6%)

Source: U.S. Bureau of Labor Statistics

Table EC-8.6 reflects the breakdown of industrial categories for Jefferson County compared to state and region. Government comprises a considerable percentage—32.3 percent—of the average annual Jefferson County employment, reflecting both a combination of the county's proximity to Tallahassee as well as limited private sector investment. Other regional counties also reflect similarly high percentages of employment in the government industry sector. *Table EC-8.6* depicts average annual employment by industry for 2010. *Table EC-8.7* illustrates the breakdown of average annual wages by industry for 2010.

Table EC-8.6 Average Annual Employment by Industry, 2010

	Florida	Gadsden	Jefferson	Leon	Madison	Taylor	Wakulla
Government	15.0%	38.7%	36.0%	36.0%	33.7%	25.6%	37.3%
Trade, Transportation and Utilities	20.5%	17.1%	20.0%	13.2%	18.3%	16.3%	15.6%
Leisure & Hospitality	12.9%	4.1%	10.6%	10.5%	7.1%	7.3%	11.0%
Education & Health Services	14.8%	5.7%	10.1%	13.0%	16.4%	10.8%	6.8%
Natural Resources & Mining	1.2%	10.5%	9.9%	0.1%	5.8%	4.3%	0.5%
Construction	4.9%	5.3%	4.9%	3.5%	2.6%	N/A	5.7%
Other Services	3.2%	1.2%	4.2%	4.2%	2.0%	1.8%	2.1%
Professional and Business Services	14.7%	6.1%	4.1%	11.5%	2.5%	2.1%	6.4%
Financial Activities	6.6%	1.6%	2.5%	4.6%	2.6%	1.9%	3.8%
Manufacturing	4.3%	8.5%	1.2%	1.4%	8.3%	21.9%	10.5%
Information	1.9%	1.2%	1.1%	2.0%	0.6%	0.8%	0.3%
Information	1.9%	1.2%	1.1%	2.0%	0.6%	0.8%	0.3%

Source: Florida Office of Economic and Demographic Research

Farmer's & Merchants Bank Logo
Source: Farmer's & Merchants Bank

Jefferson County Kennel Club

Source: Jefferson County Kennel Club

Table EC-8.7 Average Annual Wage by Industry, 2010

	Florida	Gadsden	Jefferson	Leon	Madison	Taylor	Wakulla
Government	$47,360	$33,791	$32,907	$44,669	$33,112	$32,678	$33,661
Trade, Transportation & Utilities	$37,111	$27,740	$33,821	$26,870	$38,590	$23,654	$23,938
Leisure and Hospitality	$21,448	$12,338	$11,972	$13,081	$12,484	$12,579	$11,938
Education & Health Services	$43,685	$24,040	$23,991	$42,212	$38,711	$30,990	$25,765
Natural Resources & Mining	$41,570	$25,168	$28,646	$33,439	$29,119	$35,625	$20,415
Construction	$41,088	$40,613	$29,797	$36,635	$28,783	$45,253	$25,926
Other Services	$29,608	$29,608	$18,540	$37,906	$21,994	$21,469	$24,174
Professional and Business Services	$49,155	$30,498	$24,934	$52,994	$31,392	$38,521	$34,958
Financial Activities	$57,043	$32,915	$35,973	$52,724	$35,792	$30,634	$35,546
Manufacturing	$51,847	$35,646	$19,951	$49,238	$27,470	N/A	$73,774
Information	$61,487	$39,775	$35,628	$47,660	$26,897	$31,822	$46,175

Source: Florida Office of Economic and Demographic Research

The largest private sector employers are the Brynwood Center (Nursing/ Elder Care facility) and Simpson Nurseries, each with over 100 employees. The top seven employers listed in *Table EC-8.8* comprise more than 450 of the total 1,713 private sector jobs (Enterprise Florida).

Table EC-8.8 Top Private Sector Employers, 2010

Employer	*Number Employees*
Brynwood Center (Nursing Facility)	125
Simpson Nurseries (Wholesale Tree Nursery)	100
Crosslandings Health & Rehab (Skilled Nursing Facility)	90
Jefferson County Kennel Club (Greyhound Racing)	90
Farmer's & Merchant's Bank (Financial Institution)	60
Con-Way Freight (Ground Transportation)	27
Florida Auto Tag Agency, Inc. (Data Processor)	17

Source: Enterprise Florida

With the exception of the Jefferson County Kennel Club, the top private sector employers in Jefferson County are centrally located in and around Monticello, as illustrated in *Figure EC-8.1* Con-way Freight, which has 27 employees, is located in the Jefferson County Industrial Park located on Highway 19. *Figure EC-8.2*illustrates the location and dimensions of the remaining available parcels in the Jefferson County Industrial Park. The County government, including the Sheriff's office building, has developed several parcels within the park. This limits the available land for private sector business attraction.

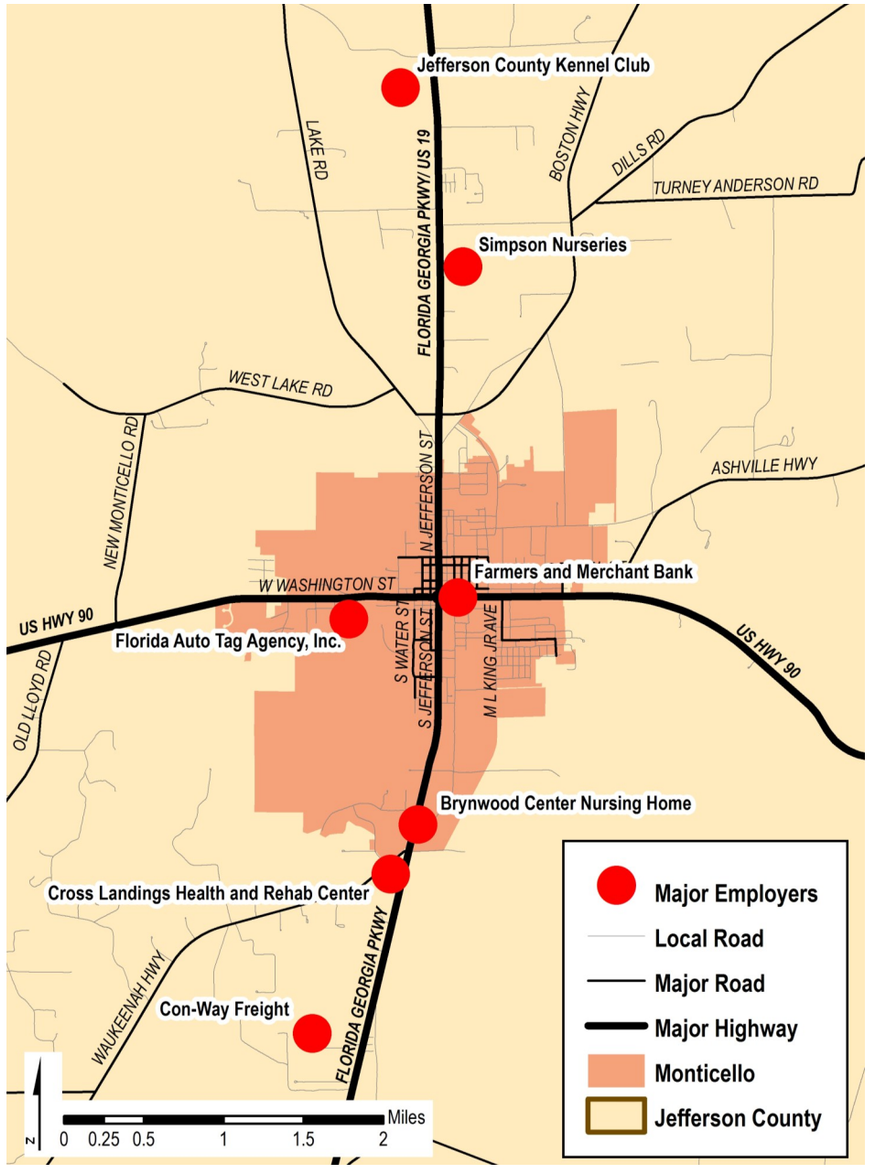


Figure EC-8.1 Jefferson County Major Employers

Source: Enterprise Florida

One of the top employers in Jefferson County

Source: Simpson Nurseries

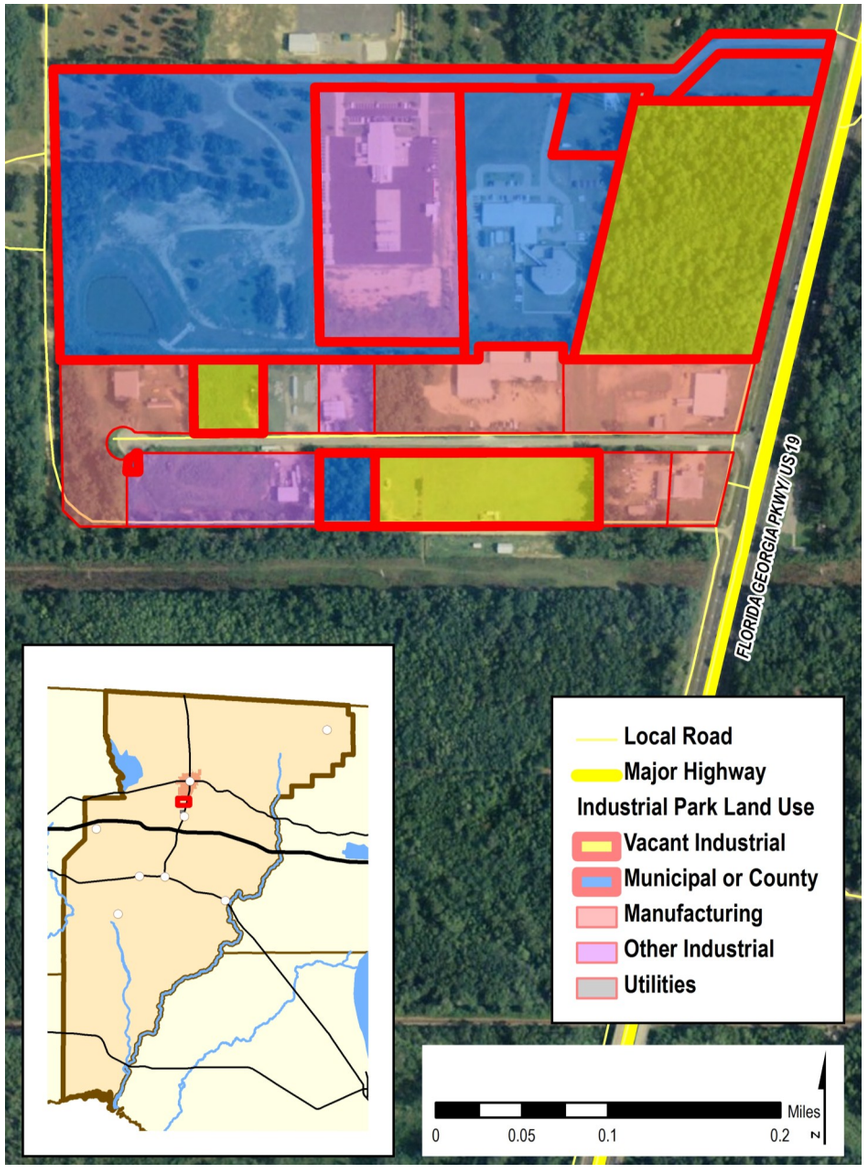


Figure EC-8.2 Jefferson County Industrial Park

Source: Florida Department of Revenue

Conclusion

With limited private sector investment and heavy reliance upon government employment, Jefferson County's economy has historically struggled. The County is heavily reliant upon government sector employment, reflecting a local economy that is heavily intertwined with fiscal and budgetary constraints of the State and local government. Diversifying the County's local economy is key to future success. Encouraging private sector employment should be one of the County's top priorities in order to boost wages and lower unemployment. The county must utilize its key assets and creatively incentivize business investment to engender small businesses and promote job growth.