

Volume III

The Plan

Vision for a Sustainable Future



THE PLAN

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SUSTAINABLE FUTURE

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VISION FOR A SUSTAINABLE FUTURE

County Vision

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.



Jefferson County’s Pristine Wacissa River
Source: Jefferson County Studio

County Goals & Objectives

The Vision Statement is supported by a set of goals used as a foundation to guide the Vision for a Sustainable Future. The goals, and associated objectives, serve as a living document providing guiding principles for development. Accomplishing the Community Vision will require careful consideration of the connectedness and intent behind each goal.

Environment

Protect and enhance Jefferson County’s natural environment.

Objectives:

- Protect water quality.
- Maintain or enhance recreational opportunities & access.

Circulation

Improve transportation infrastructure and services to enhance circulation in the community.

Objectives:

- Establish a sustainable and intermodal transportation network.
- Facilitate circulation of goods and people.
- Engage in collaborative planning for a sustainable transportation network.

Agriculture

Promote a sustainable local economy through the efficient use of agricultural resources.

Objectives:

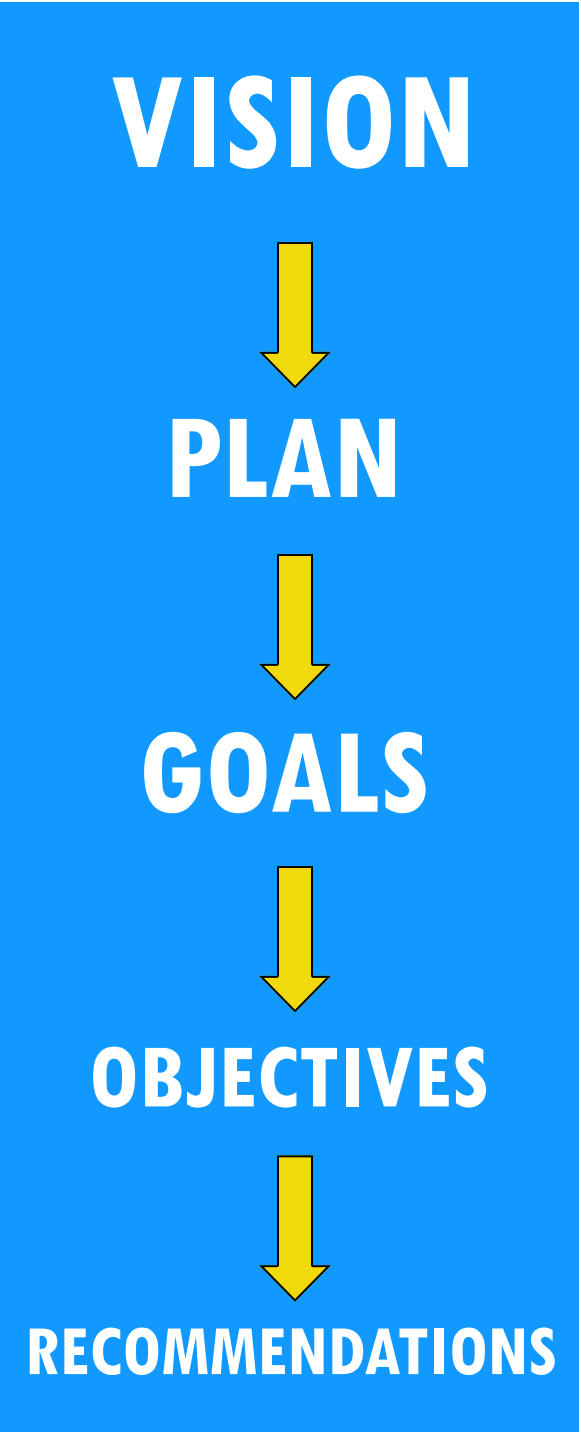
- Protect and preserve farmland and open spaces.
- Promote agriculture as an economic engine.
- Provide marketing information and technical assistance to farmers.
- Encourage diversification of agricultural activities.

Community

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

Objectives:

- Enhance traditional cultural activities/heritage.
- Preserve and enhance built environment.
- Foster sustainable economic growth.
- Promote social and economic equity.
- Enable affordable housing.



“We must adjust to changing times and still hold to unchanging principles.”

- Jimmy Carter

The Plan & Analysis

The Plan identifies and addresses the major issues facing Jefferson County. 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 where future development should occur. County development suitability analysis was completed to create the Plan.

Analysis

County development suitability analysis reveals the foundation for where development is most appropriate and is the basis of the Plan. Areas not suitable for development are displayed in red in *Figure P-1.1*. Poor soil suitability for dwelling units and the presence of wetlands increase the risk of flooding in these areas. A large portion of this undevelopable area is found in the southern third of the County. This development suitability information is used in identifying development constrained areas.

Agriculture plays a vital role in the County and continues to contribute to a large portion of the local economy. Farmland is important to preserve and should be protected from high intensity development because after farmland is converted to other uses it is unlikely to be recovered for agricultural use. The most suitable areas for farmland include land that is well drained, fertile, and gently sloping. Areas suitable for farming are displayed in green in *Figure P-1.1*. The majority of the farmland areas are located in the northern two-thirds of the County, north of Wacissa. The southern third of the County is not suitable for farming due to the soil types.

The locations of different communities can be found in yellow in *Figure P-1.1*. Monticello represents the County's largest population center and only incorporated city. The remaining communities are primarily found south of Monticello, with the exception of Ashville in the northern corner

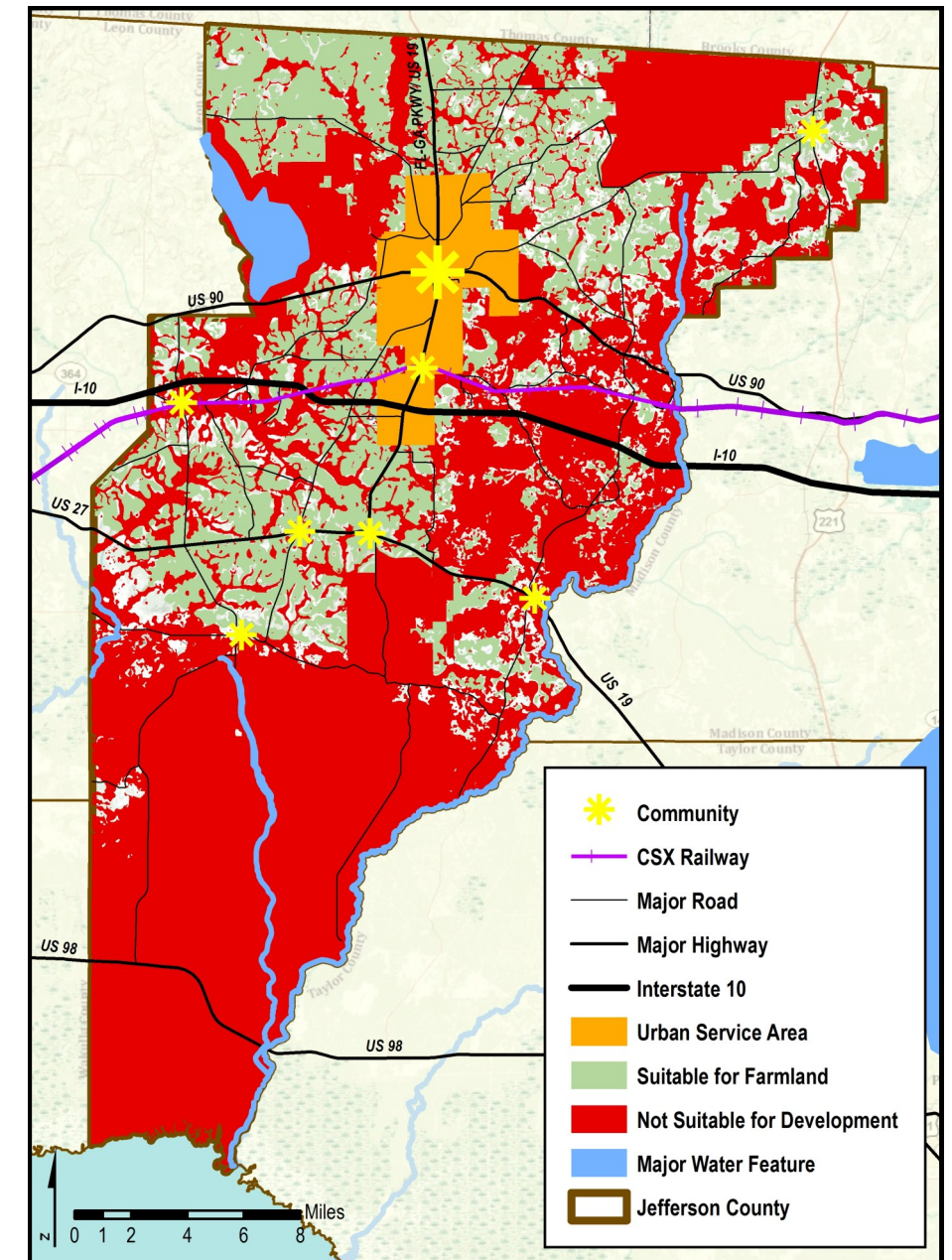


Figure P-1.1 County Development Suitability
Source: Jefferson County Studio

of the County. These communities represent established areas and are of significance to the identity of Jefferson County. The next step was to identify those areas where development could be serviced by infrastructure, displayed in orange in *Figure P-1.1*. The most appropriate location for development is within the Monticello Urban Service Area (USA). Development outside of the USA in the unincorporated areas is discouraged due to inadequate public services, with development typically served by private wells and septic tanks. The infrastructure systems within the USA have adequate capacity to handle future growth. Water and sewer systems are at approximately half capacity so residential and commercial development can grow twofold.

Roadways were the last item identified in county development suitability and they play an integral role in where development can occur. Development typically will not occur in areas not serviced by easy access to major roadways, which circulates people throughout the County and to surrounding locations. There are four major state roadways in the County and are approximately at 29 percent of capacity. Interstate 10 is the primary east to west roadway and US 19 is the primary north to south roadway, as shown in *Figure P-1.1*.

The Plan

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

The targeted goals of the Plan will:

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

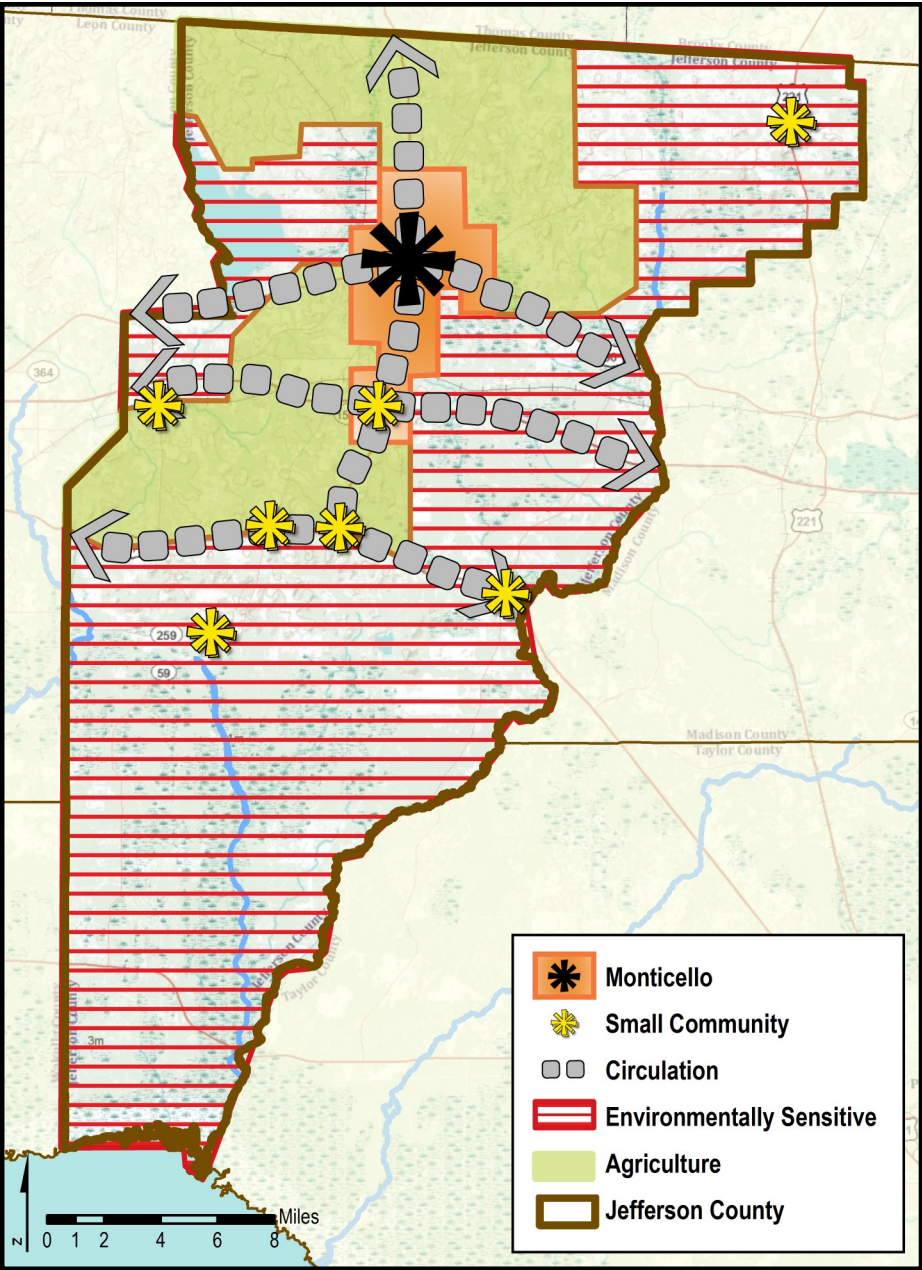


Figure P-1.2 The Plan
Source: Jefferson County Studio

Environment is the designated area where development should be discouraged, displayed in red hash marks in *Figure P-1.2*. Community members identified the most important natural features in this area to remain protected which included 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 this area to remain a pristine natural area and protected from development.

Agriculture is the designated area where farmland should be the primary use, displayed in green in *Figure P-1.2*. 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 is compiled of towns found throughout Jefferson County, displayed in yellow in *Figure P-1.2*. The USA, displayed in orange on the same map, 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 towns 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.

Circulation consists of the primary roadways that circulate people throughout Jefferson County, displayed in *Figure P-1.2*. 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 USA which is the primary focus for development. For these reasons, the Plan encourages improving transportation infrastructure and services to enhance circulation in the community.

ENVIRONMENT



“For many of us, water simply flows from a faucet, and we think little about it beyond this point of contact. We have lost a sense of respect for the wild river, for the complex workings of a wetland, for the intricate web of life that water supports.”

Sandra Postel

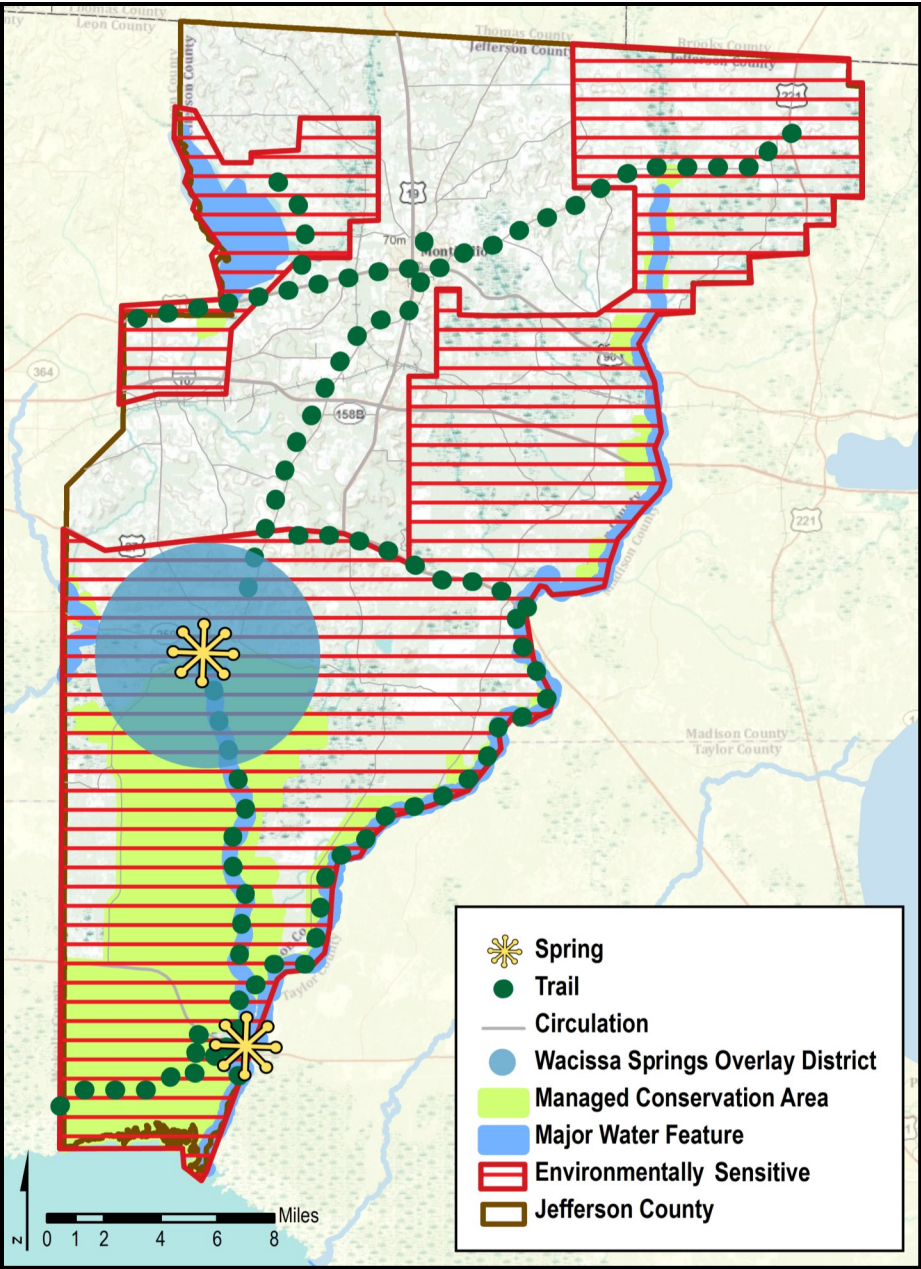


Figure P-2.1 Environmental Plan Overview

Source: Jefferson County Studio

The Environmental Plan presented in *Figure P-2.1* displays the key elements and areas the Studio focuses its recommendations on. The Studio’s recommendations are based on existing conditions research, community involvement, County development suitability, and environmentally sound best practices. The Plan includes recommendations for:

- The Wacissa Springs Group Overlay District
- Increasing recreational access on the Wacissa and Aucilla Rivers
- Ecotourism sites including
 - Proposed bike paths
 - Current hiking trails
 - The Wacissa and Aucilla River paddling trails
 - Managed Conservation Areas

The Plan is designed to protect Jefferson County’s unique and valuable natural resources while promoting economic growth through ecotourism. As detailed in the Existing Conditions report, the County has many ecologically fragile areas. Though these areas are not suitable for development, they provide a wealth of services to Jefferson County’s residents and deserve special protection and recognition.



ENVIRONMENT

GOAL - Protect and enhance Jefferson County’s natural Environment

This section addresses measures to protect the quality of Jefferson County’s water resources, to explore and support the expansion of ecotourism in the County, and to increase recreational access for residents and visitors. The recommendations regarding the environment and natural resources are divided into the following **primary focus areas**:

Springs Protection Element in the Comprehensive Plan

Ecotourism

Recreational Access

The recommendations in these focus areas will help accomplish three objectives and work towards the goal of protecting Jefferson County’s natural environment.

- Protect the **quality** of Jefferson County’s water resources through regulations adopted in the Comprehensive Plan and land use ordinances.
- Enhance **recreational opportunities** that support the natural environment through the use of ecotourism principles and best management practices.
- Improve **recreational access** for the enjoyment of residents and visitors increasing the number of public access sites and improving current sites.

Environment & Natural Resources Plan						
Primary Focus Areas	Recommendations	Implementation Phases				
		Phase 1	Phase 2	Phase 3	Phase 4	Phase 5
Springs Protection Element	<ul style="list-style-type: none"> • 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 (p. 2) 	<ul style="list-style-type: none"> • Establish a Springs Protection working group and/or Technical Advisory Committee 	<ul style="list-style-type: none"> • Establish primary and secondary springshed protection areas • Create a Wacissa Springs Group Overlay District to be included in the Jefferson County FLUM 	<ul style="list-style-type: none"> • Determine the land uses compatible with the Overlay District and set restrictions within the District. 	<ul style="list-style-type: none"> • Adopt a Springs Protection Element to the Jefferson County Comprehensive Plan • Add the Wacissa Springs Group Overlay District to the FLUM • Add the Resource Protection Article to the County’s Land Development Code 	<ul style="list-style-type: none"> • Strengthen the existing Aquifer Protection Ordinance or adopt new ordinances to further implement the Springs Protection Element
Eco-tourism	<ul style="list-style-type: none"> • Create an ecotourism master plan for Jefferson County (p. 16) 	<ul style="list-style-type: none"> • Identify specific areas to be included and promoted in the ecotourism master plan 	<ul style="list-style-type: none"> • Include ecotourism best management practices (BMPs) in the ecotourism master plan 	<ul style="list-style-type: none"> • Explicitly identify and describe partnership goals with State and Federal agencies that manage land in Jefferson County 		
	<ul style="list-style-type: none"> • Seek available grant funding to implement and promote the goals of the ecotourism master plan (p. 20) 	<ul style="list-style-type: none"> • Identify and apply for potential funding sources to support ecotourism efforts 				
Recreational Access	<ul style="list-style-type: none"> • Increase public access to the Wacissa and Aucilla Rivers by adding recreational access points (p. 22) 	<ul style="list-style-type: none"> • Improve access conditions at locations currently designated for public access 	<ul style="list-style-type: none"> • Acquire additional lands for new public access locations 			



“What happens on the land in a springshed determines the impacts on the spring itself.”
FDEP, 2008

Springs Protection Element

RECOMMENDATION: *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.*

Advances the following objective:

- Protect the **quality** of Jefferson County's water resources through regulations adopted in the Comprehensive Plan and land use ordinances.

Most of the Wacissa River is bounded by the Aucilla Wildlife Management Area and other lands managed for conservation and wildlife. However, the springs which feed the river are vulnerable to human activities because they are outside of managed lands. The Wacissa Springs Group is scattered along the uppermost 2.75 miles of the Wacissa River and consists of 1 first magnitude spring, 7 second magnitude springs, and 7 third magnitude springs. Big Blue Spring is the sole first magnitude spring. Adding a Springs Protection Element to the Jefferson County Comprehensive Plan is the ultimate goal of this recommendation. It is an important step in acknowledging the value of the springs as a resource and protecting water quality.

The Studio used two publications from the Florida Department of Environmental Protection and the Department of Community Affairs (now known as the Department of Economic Opportunity) as the basis for the action steps need to add the Springs Protection Element to the Jefferson County Comprehensive Plan. These documents offer resources for best management practices (BMPs) and land use strategies that are designed to protect springs. They also provide a wealth of material about adding springs protection measures to local comprehensive plans. Please see the Resource Toolkit for links to the full documents.

The Studio recommends the Springs Protection Element contain an overlay district for the Wacissa River headwaters and springs group. An overlay district provides additional zoning requirements when placed on a geographic area but does not change the underlying zoning. Overlay districts provide a method of placing special restrictions in addition to those required by basic zoning ordinances (Massachusetts Smart Growth/ Smart Energy Toolkit, n.d.). An overlay district for the Wacissa Springs Group would provide extra protection to this ecologically sensitive area.

Before adding the Springs Protection Element, preliminary actions must be taken to address what areas should be included in the overlay district. Jefferson County may also choose to address springs protection through ordinances such as the Aquifer Protection Ordinance (see EC-25) to provide a basis for policies to be included in their Comprehensive Plan. The first part of this section will provide a breakdown of the action steps needed to add a Springs Protection Element to the Plan and an overlay district to the County's future land use map. These steps should be implemented incrementally and when completed will provide a high level of springs protection and ensure these valued resources remain viable areas for recreation, tourism, pristine natural beauty, and high water quality. The second part of this recommendation section will focus on the Studio's assessment of what measures should be included in the Springs Protection Element.



Phase Summary

Phase 1

- Establish a working group or technical advisory committee (TAC) to evaluate threats to the spring system, gather and map information, and recommend actions that the Board of County Commissioners and others can take to protect the springs.

Phase 2

- Create primary and secondary springs protection zones and an overlay district for stricter springs protection.

Phase 3

- Determine what goals, objectives, and policies shall be included in the Springs Protection Element and what land uses shall be prohibited or discouraged.

Phase 4

- Adopt a Springs Protection Element to the Jefferson County Comprehensive Plan.
- Add the Wacissa Springs Group Overlay District to the Future Land Use Map.
- Add the Resource Protection Article of the County's Land Development Code.

Phase 5

- Strengthen the existing Aquifer Protection Ordinance or adopt new ordinances to further implement the Springs Protection Element.

Phase Descriptions

Phase 1

Establishing a working group comprised of Jefferson County citizens, local government representatives, representatives from the Suwannee River Water Management District, local planners, and Florida State University faculty and students will ensure a diversity of backgrounds and knowledge are brought to the table. This group can work together to assess current threats to the springs group and ways of alleviating current and future threats. The working group can be subdivided into a technical/scientific group and a citizen and local government interest group. The science group should gather and map information so an appropriate area can be selected for the Springs Protection Overlay District.

To cover land use activities north of the river's headwaters as well as including all of the springs that feed the river, the Studio recommends the Overlay District should extend 4 miles radially from the Wacissa headwaters. This overlay would have an area of approximately 50 miles but it likely does not include the entire springshed. The springshed is the entire land area that feeds water to the springs. A depiction of the proposed Wacissa Springs Group overlay district is presented in *Figure P-2.2*.

The Studio Overlay District's 4-mile radius is intended to:

- Cover all of the Wacissa Springs Group;
- Protect a land area not currently being managed for conservation and wildlife;
- Restrict agriculture within 4-miles of the Wacissa River's headwaters;
- Address FDEP's 2008 finding of moderate Nitrate enrichment in the four northernmost springs of the Wacissa Springs Group.



The Aucilla River
Photo by Sea Kayak Florida



“ **Springshed:**

The area of land whose water will eventually end up in a spring and spring run. The shape of this recharge area, or springshed, is influenced not only by topography but also by what is happening under the ground.

- FDEP, 2002

”

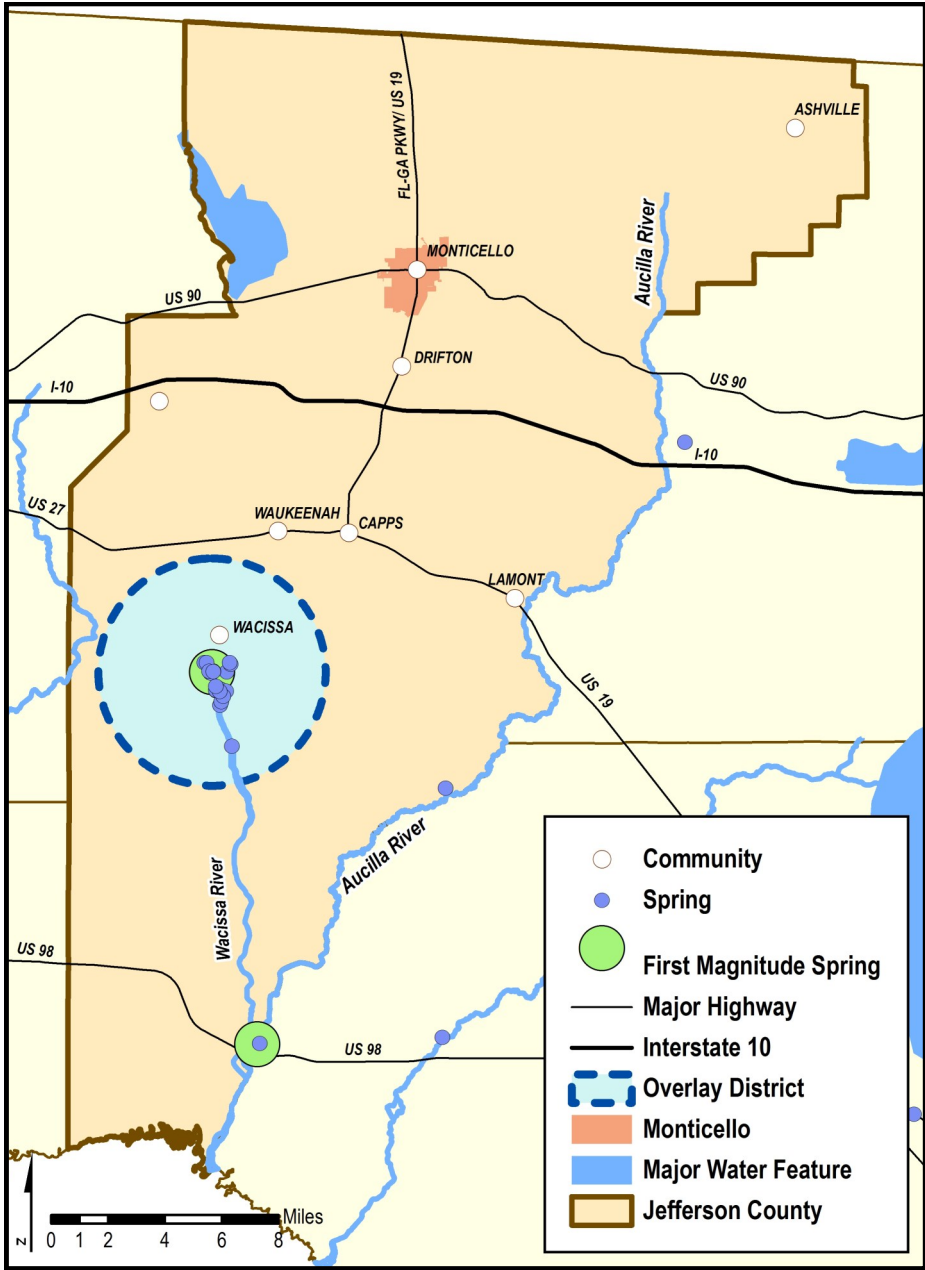


Figure P-2.2 Proposed Wacissa Springs Group Overlay District
Sources: Jefferson County Studio



Big Blue Spring
Source: USGS

Springshed designation and the designation of precise protection areas includes “potentiometric surface determinations, as well as other hydrologic, water-quality, climate, and biological data” (SDII Global Corporation, 2004, p. 3). As this data collection is beyond the scope of the Studio, after conducting research in the springs area, the science working group and/or TAC will be able to more appropriately designate the springshed area and make recommendations as to the size of the overlay district. The group can also delineate primary and secondary protection areas within the springshed and make recommendations regarding specific acceptable and unacceptable activities in these areas.



Phase 2

The science working group or TAC can also delineate primary and secondary protection areas within the Overlay District and make recommendations regarding specific acceptable and unacceptable activities in these areas. Determining the location of the primary springs protection areas should be based on travel time. “Travel time refers to the length of time between water entering the ground as recharge and flowing to the spring” (FDEP & FDCA, 2008, p. 5-6).

Primary protection areas features should include:

- Areas that provide significant water recharge to the springshed
- Surface waters that link to the spring, either directly or indirectly (stream-to-sink water connections)
- Large underground conduits, caves or geological fractures that direct water to the spring
- Sinkholes and other surface depressions that link to the conduits and fractures that lead toward the spring
- The spring and the spring run
- Buffers surrounding sensitive springshed features (FDEP & FDCA 2002, p. 21)

The secondary protection area typically includes areas that contribute and treat water up- gradient of the primary protection area (FDEP & FDCA 2002, p. 21). Examples of primary and secondary protection areas are shown in *Figure P-2.3*.

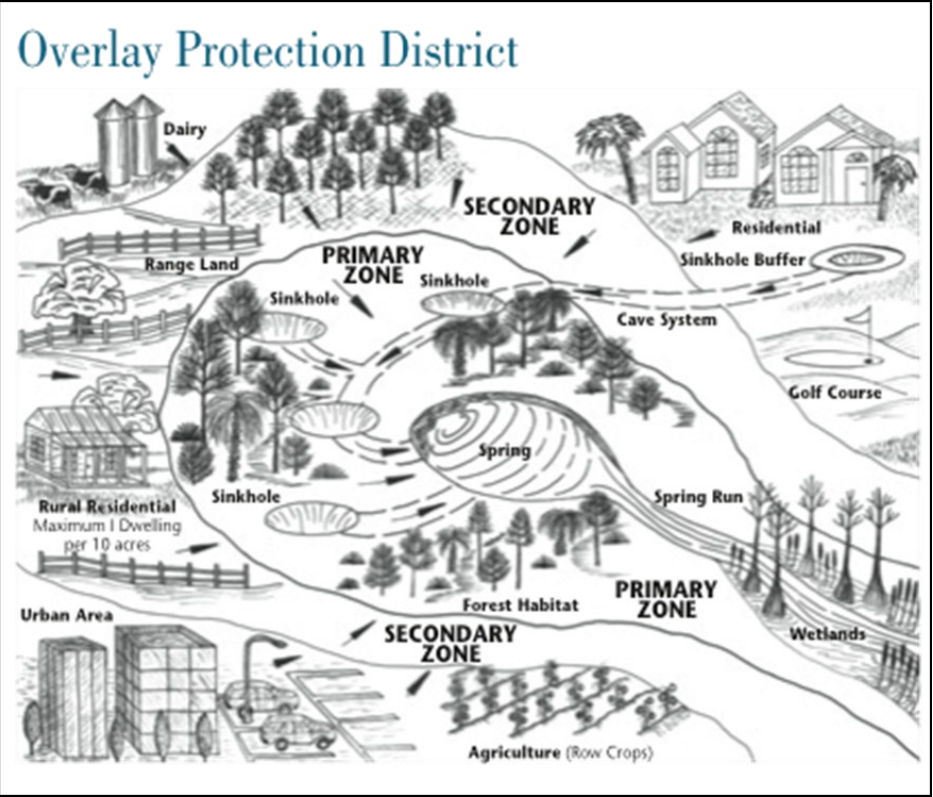


Figure P-2.3 An example of springs overlay protection district with primary and secondary areas

Source: FDEP & FDCA: Protecting Florida's Springs: Land Use Planning Strategies and Best Management Practices, 2002



Permeable pavement increases recharge and reduces runoff. When combined with drought tolerant vegetation, stormwater is appropriately managed.



*An example of runoff to a rain barrel, a way to catch and reuse stormwater.
Source: Marty Wanielista, Stormwater Management Academy, University of Central Florida*

Phase 3

The Studio recommends the Wacissa Springs Group Overlay District should place stricter regulations on septic systems within its bounds. Septic systems are cited as the third most common source of groundwater contamination and also contribute to surface water contamination when they are located close to these waters (Randolph, 2004). 1,000 Friends of Florida notes, “the greatest existing threat to the [Wacissa] river’s water is discharge from septic systems”. The Studio recommends that all newly constructed septic systems be aerobic nitrogen-reducing systems. Aerobic septic systems inject oxygen into sewage waste, stimulating the growth of aerobic bacteria, which break down and filter the wastewater and solids. They produce cleaner effluent and breakdown wastes quicker than anaerobic systems. These septic systems can provide a recovered water product that 10 mg/l of Total Nitrogen, much less than traditional septic systems. They also generally require a smaller leach field, which means they require less space and can be placed on lots that require large setbacks. When anaerobic septic systems within the overlay district experience failure, they should be replaced with aerobic systems. To further protect water quality, we recommend that the current anaerobic systems within the overlay district should be required to be inspected every three years at cost to the landowner.

In addition to recommending aerobic nitrogen-reducing septic systems within the overlay district, we recommend newly constructed septic systems be set back at least 200 feet from the Wacissa River or any water source near the individual lot line. Where this is not possible due to lot size, landowner should be required to construct septic systems as far from the water as possible and maintain a vegetated buffer between the leach field and water line.

Other possible requirements in the Overlay Districts could include clustering development with a setback from the river and mitigating impervious surface construction by vegetating a portion of the lot with

native vegetation to intercept stormwater runoff. Within the Overlay District, residential developments should strive to manage storm-water on-site where possible. Porous pavement for driveway construction should be considered for new development within the district. All residential development shall use swales with swale blocks or raised driveway culverts whenever possible. Less expensive options for retaining stormwater also include vegetated filter strips and rain gardens. Vegetation collects and holds rainwater and stormwater runoff, allowing it to percolate through the soil instead of running directly into the Wacissa River or springs.

Studio recommendations for the Wacissa Springs overlay district:

- Aerobic nitrogen-reducing septic systems
- Septic system setbacks of at least 200 feet from any water source
- Encourage or require onsite stormwater management within the overlay district through the use of porous pavement, reduced impervious surface area, vegetated filter strips, rain gardens, and native vegetation
- Using Transfer of Development Rights (see PF-4 for a rural county’s successful implementation of a TDR program) to alleviate development pressures in this sensitive area and encourage infill development in areas with water and sewer service

The Overlay District should explicitly forbid:

- Changes in zoning that would allow increased density (see *Using Transfer of Development Rights within the Overlay District* below)
 - Landfills
 - Wastewater treatment facilities
 - Mining
 - Industry

- Drainage wells for stormwater disposal
- Gas stations
- Confinement feeding lots (adapted from FDEP & FDCA, 2008 p. 5-7).

Using Transfer of Development Rights within the overlay district

Within the proposed Wacissa Springs Group Overlay District a 1959.6-acre property east of Waukeena Highway was recently approved for conversion from AG-20 zoning to AG-5. Figure P-2.4 shows the property in relation to the springs and Overlay District. This land conversion increases the number of potential housing units from 98 to 392, an increase of 294 dwelling units. If the current landowner sells the land or decides to develop it that could mean 294 new septic systems and private wells withdrawing water.

The Studio group recommends no changes in zoning that increase gross density within the Wacissa Springs Group Overlay District. Realizing density restrictions and rezoning limitations could negatively impact landowners within the overlay district, we propose designating the district as a transfer of development rights (TDR) sending district. A sending district is an “overlay zoning district established as an area in which use or development rights should be restricted and from which development rights may be transferred to a Receiving District” (Massachusetts Smart Growth/ Smart Energy Toolkit, n.d.). A receiving district is “an overlay zoning district established as an area suitable to receive transferred development rights” (Massachusetts Smart Growth/ Smart Energy Toolkit, n.d.). The Studio targeted Monticello as an area for infill development (see PF-4) as a result of community input and its provision of central water and sewer within the urban service area (USA). Monticello could be a potential receiving area for development rights from the Overlay District. Specifically, the Studio recommends adding an overlay district at Jefferson Square, depicted below in Figure P-2.5, to increase the allowable building height and floor area ratio (FAR) at this site. Allowing an increase in building height and

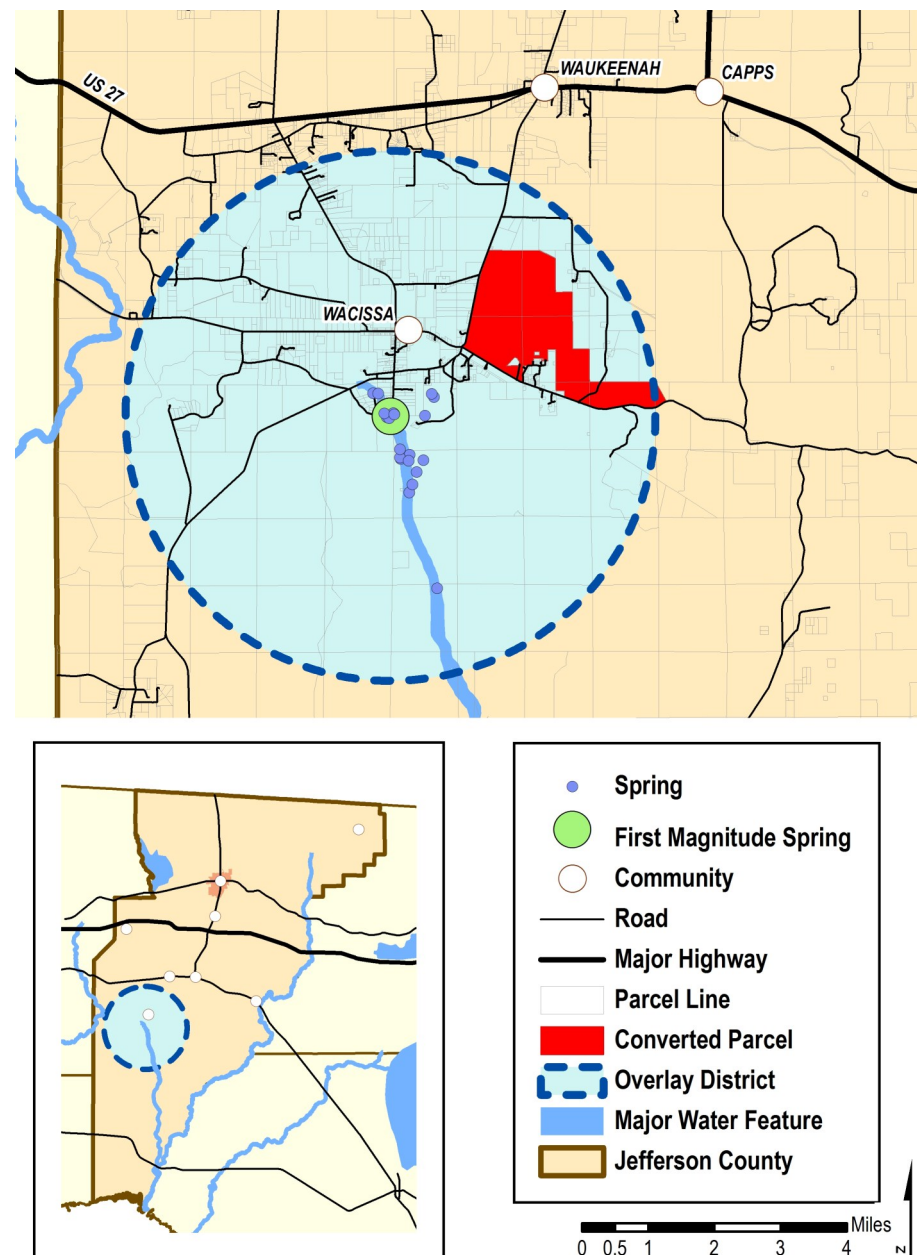
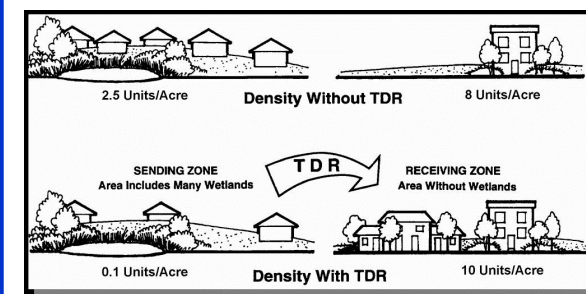


Figure P-2.4 Location of property converted from AG-20 to AG-5 in relation to the Wacissa Springs Group Overlay District



Transfer of Development Rights Schematic

Source: Huron River Watershed Council



Case Study:

The successful implementation of TDR in Lancaster County Pennsylvania (See PF-4).

FAR within the receiving area would serve as an incentive for developers to purchase the transferred development rights. Constructing larger buildings with increased rental space can bring them more revenue. The Studio also recommends Jefferson County choose to create other receiving areas within the Monticello USA. Allowing increases in density could incentivize development in these areas.

The successful implementation of a TDR program in Lancaster County could be a model for Jefferson County (See PF-4). Lancaster County’s TDR program began in 1991 under the Warwick Township’s Zoning Ordinance to protect open space and agricultural land from sprawling urban development. Since then, the TDR program in Lancaster’s Warwick Township has successfully preserved twenty-one farms comprised of more than 1,337 acres.

This sort of TDR program is feasible for Jefferson County because the County has many ecologically sensitive areas that could be used as sending areas. Additionally, pressures to convert farmland to other uses could be alleviated through the use of TDRs. The proposed Wacissa Springs Group Overlay District would restrict residential density increases and could impact the plans of landowners in the area to construct dwellings or subdivide their land and develop it. The TDR program compensates landowners who wish to make a profit from developing their ecologically sensitive land.

If the TDR program established in the Springs Protection Element fails to create a market for development rights, Jefferson County should consider maintaining a “bank” where severed development rights may be collected and sold at a later date rather than immediately transferred (FDEP & FDCA, 2008, p. A-1-1). The County would hold on to the development rights until a buyer is located. Market forces determine the ultimate value of the development rights but in the case of a County TDR bank, landowners in the sending district could negotiate with the County to ensure fair compensation.

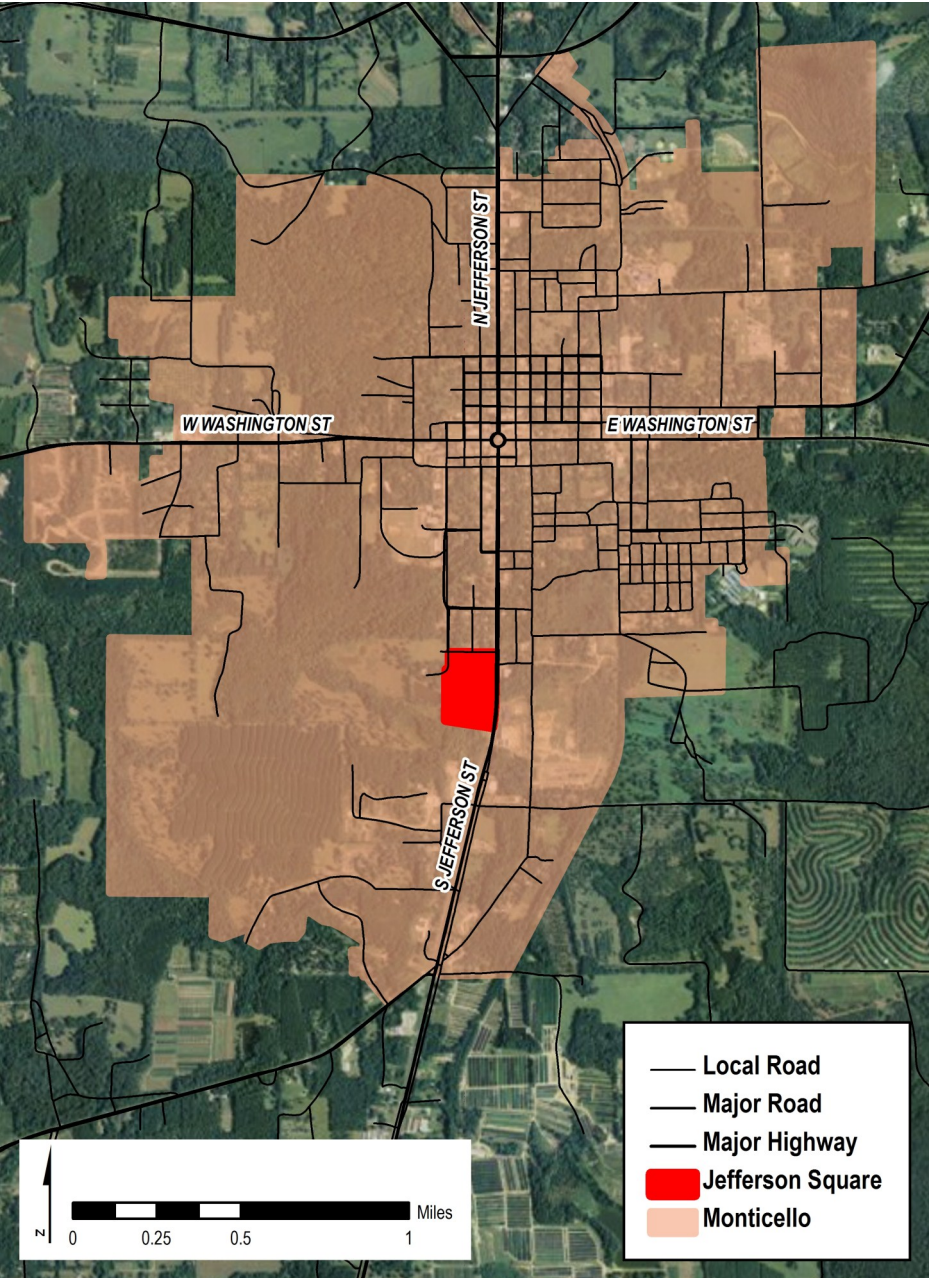


Figure P-2.5 Jefferson Square: proposed receiving area with increased allowable building height and floor area ratio.

Source: Jefferson County Studio

Phase 4

The Florida Department of Environmental Protection and FDCA (2008) recommend adding a Springs Protection Element to local comprehensive plans instead of adding amendments to the Future Land Use, Conservation, Public Facilities, and Intergovernmental Coordination Elements. “This approach will ensure that all goals, objectives, and policies for the protection of springs are contained in one location, thus making it easy to access the requirements” (FDEP & FDCA, 2008, p. 4-2). To amend a comprehensive plan FDEP and FDCA (2008) recommend the following steps:

- Review existing provisions to determine if provisions are present in the local plan and regulations and to determine if the provisions are effective for protecting springs.
- Compare existing provisions to the recommendations to the FDEP & FDCA 2008 Implementation Guidebook as part of the review.
- Select the objectives and policies needed to achieve more effective protection of the Wacissa Springs Group.
- Prepare a data and analysis report to support the proposed amendments.
- Select the regulations needed to achieve effective protection of springs and to implement the specific provisions added to the comprehensive plan.
- Add terms and definitions to the local comprehensive plan and land development regulations. (Adapted from FDEP & FDCA, 2008, p. 9).

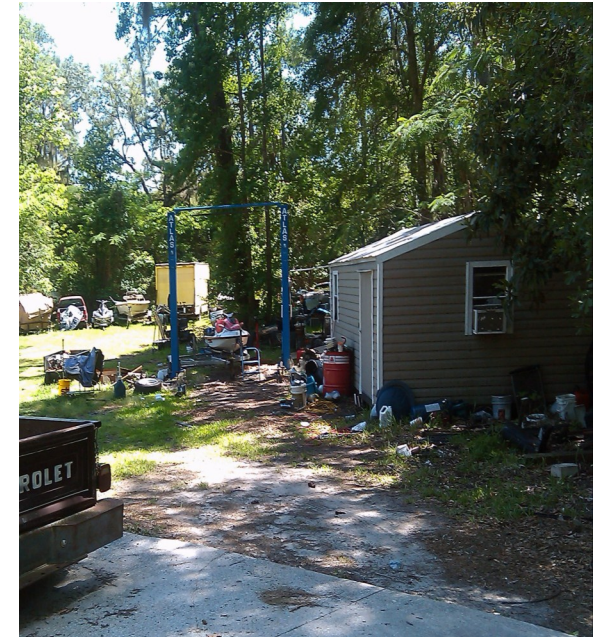
Adding the Springs Protection Element will ensure strategies for the Wacissa Springs Group protection will be publically debated, adopted and implemented. The Board of County Commissioners should use the FDEP & FDCA 2008 Implementation Guidebook for explicit springs protection objectives and policies that can be modified to fit Jefferson County. Both documents are available in the Resource Toolkit section under Environmental Resources.

Phase 5

The Aquifer Protection Ordinance (see EC-25) includes language to encourage best management landscaping practices and encourage the use of water conservation practices. It also requires any development associated with or related to the production of bottled water to be approved by a supermajority vote by the Board of County Commissioners.

The Studio recommends the Aquifer Protection Ordinance be amended to include more of the recommendations present in the FDEP & FDCA 2008 Springs Protection Implementation Guidebook.

- Set site design standards to reduce impervious surface connections
 - Locate development to minimize the length of roads and drives from existing public streets to the development in order to minimize the amount of impervious surface in the development.
 - Require all impervious surfaces to be designed to minimize the number and size of connections between the paved areas.
 - Require or recommend the use of pervious pavement materials to the maximum extent possible.
- Set setback standards
 - Require all development to be setback from springs (300 feet), sinkholes (100 feet), and caves (300 feet).
 - Require all natural vegetation within the setback area to be retained.
- Set vegetation standards
 - Require native or naturalized species to be used in all landscaped areas in order to avoid or minimize the use of irrigation and fertilizers. Require 100 percent of the vegetation planted in the springs protection areas to be native or naturalized species (Adapted from FDEP & FDCA, 2008, pp. 5-10 through 5-17).
- Make Code enforcement a priority
 - Waste left in yards or dumped into natural areas can pollute the groundwater. Especially when it includes items that contribute to pollution such as paint cans, motor oil, and old vehicles



This image scored a -2.0 in the Visual Preference Survey. It represents the lack of code enforcement and its low rating at both meetings shows residents support code enforcement.



This image scored -3.795 in the Visual Preference Survey.



Snorkeling on the Wacissa River
Source: Flickr, banichiji

- Jefferson County residents feel strongly opposed to waste and trash left in yards. Code enforcement beautifies communities and contributes to a sense of respect and pride for the natural environment. (See sidebar).

Ecotourism

RECOMMENDATION: Create an ecotourism master plan for Jefferson County

Advances Objective:

- Enhance **recreational opportunities** that support the natural environment through the use of ecotourism principles and best management practices.

Since its emergence in the 1980s, ecotourism has arguably experienced the fastest growth of all sub-sectors of the tourism industry. Increasingly tourists are seeking opportunities to experience undisturbed natural areas where they can satisfy their recreation needs while simultaneously experiencing the diversity and richness of an area’s natural, cultural, and historical resources. A 2006 study by the U.S. Department of the Interior and the U.S. Department of Commerce estimated that 87.5 million people age 16 and older in the U.S. engaged in wildlife and natural area recreation, with a total national expenditure of \$122.3 billion.

Most definitions describe ecotourism as:

- nature based;
- having low visitor impact;
- involving education and interpretation of the natural environment; and
- contributing to conservation and local communities.

The following definition is adapted from the *Queensland Ecotourism Plan 2003 – 2008* and adopted by the Studio group as the definition of future ecotourism in Jefferson County.

Ecotourism encompasses a variety of nature-based activities that promote conservation, foster visitor appreciation and understanding of natural and cultural heritage, and are managed to be ecologically, economically, and socially sustainable.

This definition acknowledges the diversity in ecotourism’s products, the role of natural and cultural heritage in ecotourism, and the need to address environmental, economic, and social/cultural issues associated with ecotourism development and management.

In 2004 the Jefferson County Economic Development Council chose Tourism as its primary focus for 2004 and formed the community-wide Tourism Development Council. In an effort to promote tourism and ecotourism, the County engaged in regional partnerships with *VISIT FLORIDA*, Natural North Florida, and Enterprise Florida. Creating an ecotourism master plan will provide a framework for the county to develop and build a regional reputation as a leader in sustainable ecotourism planning, development, management, and marketing. Development and expansion of ecotourism in Jefferson County must occur within the context of careful management of growth to ensure ecological sustainability is achieved, commercial business realities are considered, appropriate infrastructure/facilities provided, and a diverse range of quality ecotourism products are provided to match visitor needs.

Phase Summary

Phase 1

- Identify specific areas to be included and promoted in the ecotourism master plan.

Phase 2

- Include ecotourism best management practices (BMPs) in the ecotourism master plan

Phase 3

- Explicitly identify and describe partnership goals with State and Federal agencies that manage land in Jefferson County

Phase 1

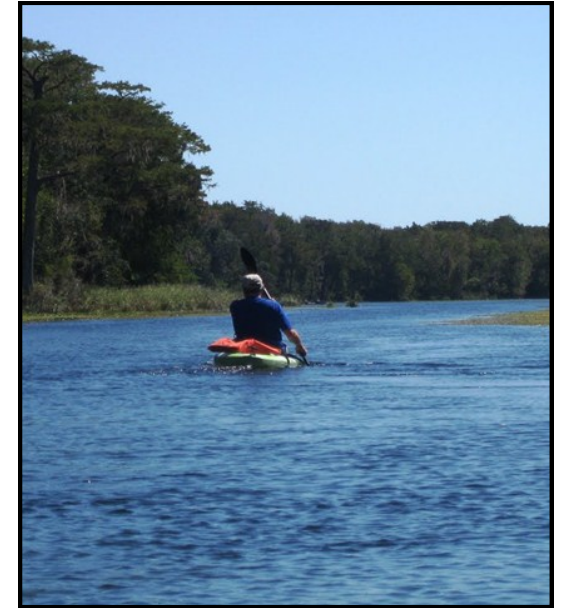
The basis of Jefferson County's attractiveness as an ecotourism destination is the County's variety of natural attractions, conserved and presented in a network of wildlife management areas, state parks, plantations, and trail systems. According to the Florida Natural Areas Inventory, 31-percent of Jefferson County is conservation lands. Public input gathered through informal interviews with community members and the formal community visioning session reveal that conservation and preservation of sensitive environmental lands is a priority. Additionally, the Visual Preference Survey indicates that Jefferson County residents strongly identify with the county's natural areas and feel passive recreational uses are an ideal fit for utilizing the natural resources and providing a sustainable solution for economic growth.

Steps to determine which areas to include in the master ecotourism plan are presented below:

- Inventory all existing natural areas and natural area recreation opportunities.
- Categorize inventoried natural areas and natural area recreation

opportunities in terms of their visitor setting. A setting is defined by a combination of physical, social, and managerial attributes. The attributes of a site include ecological features, cultural characteristics, infrastructure/facilities, accessibility, current site users and the style of on-site management including staff presence, signage, and service offered. Settings should be defined across a spectrum of low, moderate, and high recreation/tourism uses. The natural areas' and natural area recreation opportunities' setting will determine the style of ecotourism activities permitted and marketed to visitors.

- Identify linkages/ routes that connect natural areas and natural area recreation opportunities while allowing for users to experience the natural scenic quality and cultural sense of the area. The attributes to consider in linkage/route selection include: proximity to natural areas and natural area recreation opportunities, proximity to community businesses, transportation mode permitted, road class, visual preference, and canopy cover.
- Develop and interactive Jefferson County ecotourism website
 - The information should be presented in a way that allows users to create their desired experience by designing a system which allows the website user to customize a map: including route selection, destination points, and a summary of the area's character and/or importance. Additionally, a web forum should be provided where users can post information, pictures, and links about their experience and knowledge of the destinations and areas.
- Engage in a regional marketing campaign to connect with visitors seeking ecotourism experiences. Inform potential visitors of available and appropriate activities.



Kayaker on the Wacissa River
Source: Jefferson County Studio





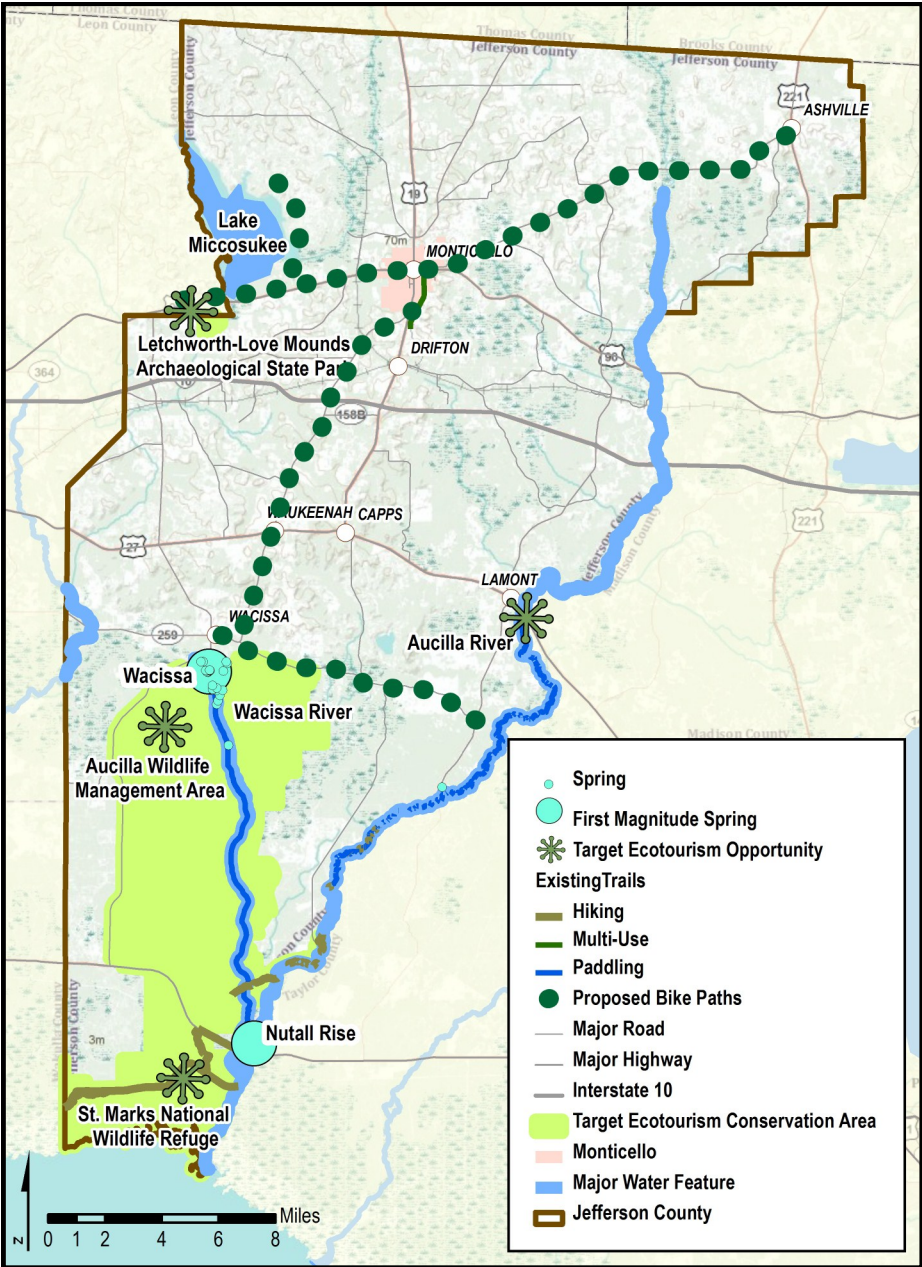
Big Blue Spring
Photo by systems librarian Flickr

Based on community input and the information reported in the Existing Conditions, the Studio recommends the ecotourism master plan should focus on the following areas:

- Wacissa River
- Aucilla River
- St. Marks National Wildlife Refuge
- Creating and connecting bike paths
- Aucilla Wildlife Management Area
- Letchworth-Love Mounds Archaeological State Park

A visual representation of the sites to include and promote in the ecotourism master plan is presented in *Figure P-2.6*. This image helps to identify the existing connections between ecotourism sites and potential areas that could be connected.

Creating and connecting bike paths is a key element for the ecotourism master plan to focus on because the CRTPA Regional Mobility Plan identified Jefferson County as having the potential “to become the bicycling capital of North Florida” (CRTPA, 2011). CRTPA intends to conduct a study to identify roadways that could benefit from a more multi-modal approach to mobility, focusing on adding wider pedestrian and bikeable paths. However, because this study is primarily concerned with mobility, it may not touch upon connecting cultural and natural destinations that would not support ecotourism efforts. Jefferson County should work with CRPTA to include an appraisal of those prospective connections in their assessment of existing and potential transportation conditions. Extending paths that have been identified by residents as desirable would meet the goal of establishing natural resource connectivity through bike paths.



P-2.6 Sites for Promotion in the Ecotourism Master Plan

Sources: Jefferson County Studio

The Studio recommends the ecotourism master plan include specific goals to:

- Extend bike paths from US-90 north towards Lake Miccosukee
- Extend paths from the US-27 and Highway 19 junction south toward the proposed trail along Walker Springs Road, connecting the Wacissa and Aucilla Rivers
- Extend paths from Walker Springs Road south along rivers to establish a Riverside Bike Trail



Wacissa River

Source: Jefferson County Studio

Phase 2

Ecotourism BMPs provide guidelines for effectively managing natural resources for public enjoyment while preserving their integrity and minimizing damage that occur from utilizing these resources. Best Management Practices that should be included in the ecotourism master plan are listed below.

- Infrastructure added to natural areas to support ecotourism should minimally impact resources and be limited to only what roads and facilities are necessary.
- Sensitive plant communities, wildlife habitats, geological features, and archeological sites should be avoided. If ecotourism occurs in sensitive areas, there should be measures in place to limit the number of visitors to the area. Seasonal, daily, or hourly visitation restrictions can also be used to reduce the number of visitors to sensitive areas.
- Provide information to visitors informing them of the importance of staying on trails, removing litter, and following Leave No Trace principles. The Leave No Trace principles are:
 - Plan Ahead and Prepare
 - Travel and Camp on Durable Surfaces
 - Dispose of Waste Properly
 - Leave What You Find
 - Minimize Campfire Impacts
 - Respect Wildlife
 - Be Considerate of Other Visitors (Int.org, 2008)
- At all visitor contact points provide interpretive material that includes guidance for visitor behavior and environmental protection information.
- Promote careful design and placement of recreational infrastructure and facilities to provide suitable visitor access experiences and minimize impacts to the natural and cultural history of the area.
- Carry out environmental assessments and/or detailed mitigation strategies to avoid or mitigate adverse impacts associated with ecotourism infrastructure, facilities, and use.





Phase 3

There are approximately 108,800 acres in conservation in Jefferson County; however only 30 acres are under local management. The large majority of conservation land in Jefferson County is managed by State agencies, including the Florida Fish and Wildlife Commission, Florida Department of Environmental Protection, and Suwannee River Water Management District or Federal agencies, or private individuals. The County should also work with CRPTA to implement bike path improvements and expansions and should represent the County's ecotourism interests at CRPTA board member meetings.

State and federal agencies must consult relevant stakeholders as they prepare management plans that dictate the provision and management of recreation opportunities. Jefferson County's Tourism Development Council should represent the County's ecotourism interests at stakeholder meetings and management advisory groups meetings for all state and federally managed conservation lands.

Ecotourism case studies and best practice guidelines highlight the importance of creating partnerships with resource persons or agencies that can assist in developing ecotourism and ongoing operational challenges. Regional collaboration with surrounding counties interested in pursuing similar ecotourism related projects is an important strategy because a collection of towns and counties has more to offer visitors than does a single municipality. The region can also apply collectively for funding, instead of competing with each other for scarce grant dollars. Partnerships and shared commitments should be forged to plan the sustainable use and management of resources, boost business and community marketing, and build financial and organization skills.

Recommendation: *Seek available grant funding to implement and promote the goals of the ecotourism master plan.*

Advances Objectives:

- Enhance **recreational opportunities** that support the natural environment through the use of ecotourism principles and best management practices.

Implementation Phases

Phase 1

- Identify and apply for potential funding sources to support ecotourism efforts

Visit Florida coordinates the Cultural Heritage and Nature Tourism Grant Program to specifically provide funding for multi-county and multi-partner marketing projects and tourism education efforts promoting ecotourism tourism in Florida. Public entities governed by a county, municipality, school district, university, an agency of state government and non-profit organizations are eligible to apply. In order to be eligible, for-profit organizations must partner with a qualified non-profit. Three grants available to Jefferson County for implementing ecotourism include:

1. Marketing Grants

These grants are available for multi-county and multi-partner programs. Projects can include marketing campaigns, brochure development, website development, economic impact studies, research projects and any other component used to market nature tourism in Florida.

- Grants awarded up to \$5,000 each
- Dollar for dollar match
- No dollar match is required for Jefferson County



2. Image Development Grants

These grants are available for multi-county and multi-partner programs. Image Development projects can include an image library, a video development project comprising an informational video production that increases awareness about nature tourism in Florida.

- Grants awarded up to \$5,000 each
- Dollar for dollar match
- No dollar match is required for Jefferson County

3. Tourism Education Grants

These grants are available for multi-county and multi-partner tourism education efforts. Tourism education projects can include presentations, workshops, public relations, and outreach programs aimed to educate and increase awareness of nature tourism in Florida. The hiring of a facilitator for community meetings is also applicable.

- Grants awarded up to \$2,000 each
- No dollar match required for Jefferson County



Big Blue Sink

Source: Jefferson County Studio



Recommendation: Increase public access to the Wacissa and Aucilla Rivers by adding recreational access points.

Advances Objectives:

- Improve **recreational access** for the enjoyment of residents and visitors increasing the number of public access sites and improving current sites.

Water resources are a significant component of Jefferson County's image, culture, and distinctiveness. Increasing recreational access to these rivers presents an opportunity for Jefferson County to enhance the local economy, encourage natural resource stewardship, and promote equitable access to county resources. Additionally, within the past year access was restricted to Malloy Landing, a popular local alternative to the Wacissa Springs Landing. This access restriction further amplifies the crowding problems and recreational use conflicts at Wacissa Landing.

The Wacissa River paddling trail, depicted in Figure P-2.7 starts at the Wacissa headsprings and runs south for fourteen miles to its terminus at Nutall Rise, just north of Highway 98. There are currently three primary access points along the Wacissa River: Wacissa Springs Landing, Goose Pasture Landing, and Nutall Rise Landing. Characteristics of these access points are detailed in Table P-2.1. During warmer months, especially on weekends and holidays, the Wacissa Springs Landing is often heavily used and becomes loud and crowded with swimmers, boaters, and picnickers.

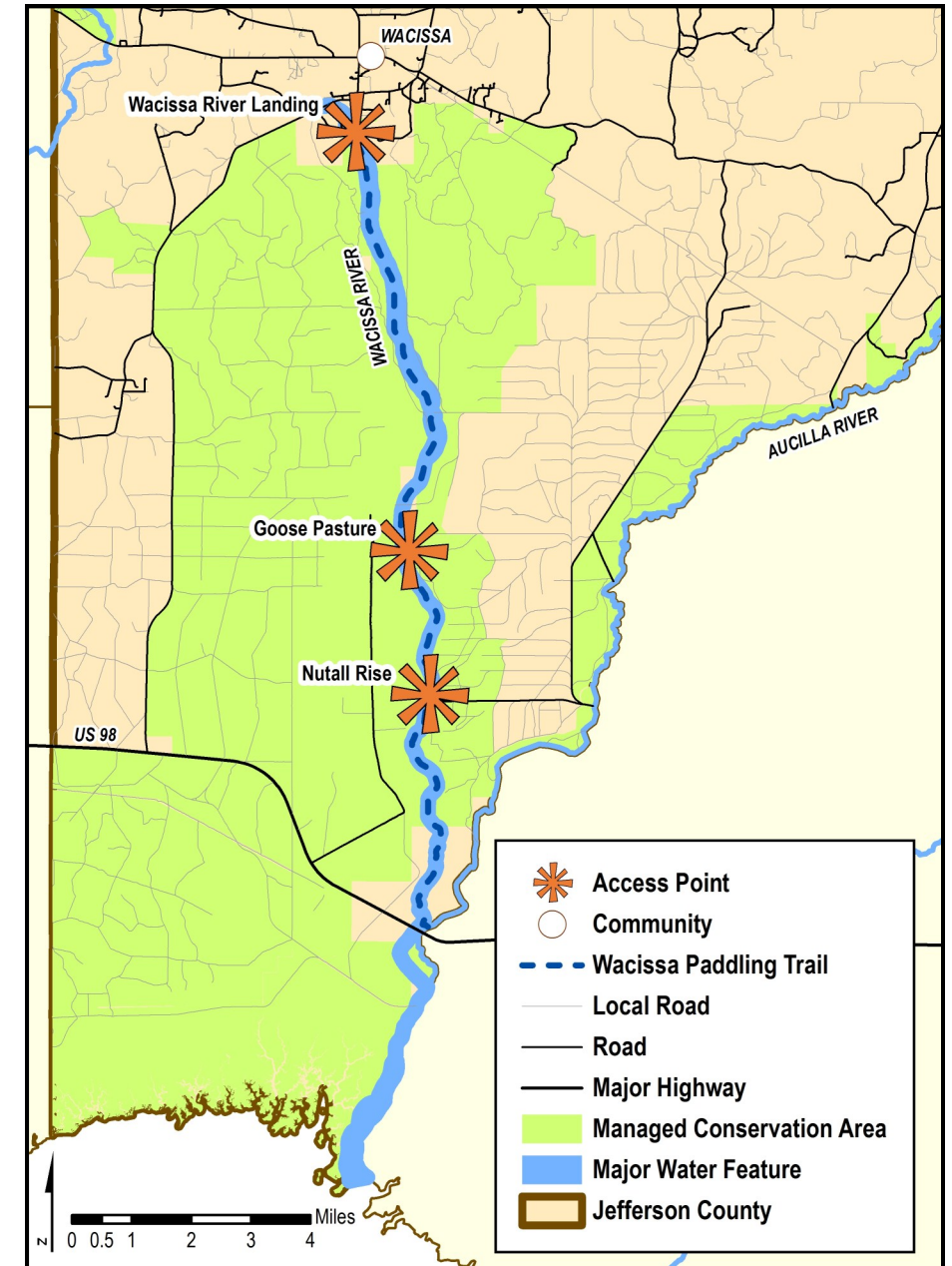


Figure P-2.7 Wacissa River Paddling rail and Access Points

Sources: FDEP; Jefferson County Studio, 2009

Table P-2.1 Characteristics of the Wacissa River Primary Access Points

Characteristics	Wacissa Springs	Goose Pasture	Nutall Rise
Parking	Yes	Yes	Yes
Parking Fee	None	None	None
Hours of Operation	24 hrs/ 7days a week	24 hrs/ 7days a week	24 hrs/ 7days a week
Crowds	Can be crowded weekends and holidays	Can be crowded weekends and holidays	No
Boat Ramps	Yes	Yes	Yes
Canoe/kayak ramp	Use boat launch	Use boat launch	Use boat launch
Bathrooms	Portable toilets	Portable toilets	Portable toilets
Potable Water	None	None	None

Source: FDEP, 2009

The Aucilla River state designated canoe trail is depicted in Figure P-2.8. The suggested paddling trail begins one mile south of Lamont at US Highway 27 and continues south for 19 miles to a point where the river disappears underground just north of Goose Pasture Road and becomes a string of deep sinks before reappearing near Nutall Rise. There are seven primary access points along the Aucilla River. Characteristics of these access points are detailed in Table P-2.3 The Aucilla River is less heavily used and therefore less crowded than the Wacissa River. Additionally, the character of the Aucilla River is dramatically different from the Wacissa River. Its dark, tannic waters and rocky shoals provide a moderately difficult paddling trip.

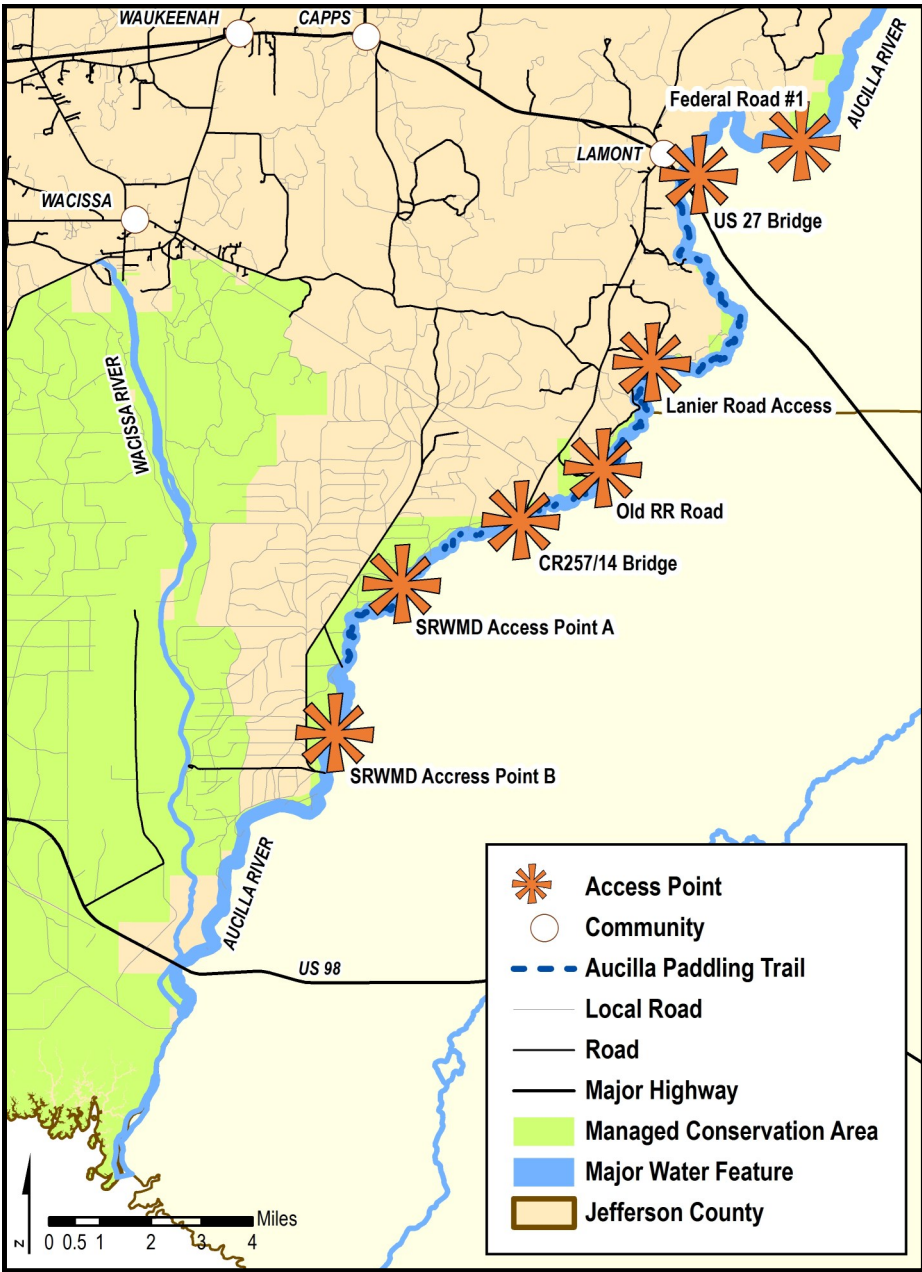


Figure P-2.8 Aucilla River Paddling Trail and Access Points

Sources: FDEP; Jefferson County Studio, 2009





Table P-2.2 Characteristics of the Aucilla River Primary Access Points

Characteristics	Federal Road #1	US 27 Bridge	Lanier Road Access	Old RR Bridge	CR 257/14 Bridge	SRWMD Access Point A	SRWMD Access Point B
Parking	Yes	Yes	Yes	Yes	No	Yes	Yes
Parking Fee	None	None	None	None	--	None	None
Hours of Operation	Day-light hours	Day-light hours	Day-light hours	Day-light hours	Day-light hours	Day-light hours	Day-light hours
Crowds	No	No	No	No	No	No	No
Boat Ramps	No	Yes	No	No	No	No	No
Canoe/kayak ramp	Yes	Use boat launch	Yes	Yes	Yes	Yes	Yes
Bathrooms	No	No	No	No	No	No	No
Potable Water	No	No	No	No	No	No	No

Source: FDEP, 2009

Implementation Phases:

Phase 1 – Improve access conditions at locations current designated for public access

Phase 2 – Acquire additional lands for new public access locations

Phase 1: Improvement of Current Public Access Locations

There are currently over 10 public access points along the Wacissa and Aucilla River, shown in Figure P-2.8. However they are in need of capital

improvements to improve access conditions including more parking, restroom facilities, waste receptacles, and interpretive kiosks. Only two sites are maintained by Jefferson County, the Wacissa Springs Landing, and the Aucilla River access point at US 27 near Lamont. Following the closure of Malloy Landing, this leaves the Wacissa River Landing as the sole public access point for northern portion of the river.

For 2010-2011 fiscal year, Jefferson County received a \$36,970 grant from the Florida Boating Improvement Program (FBIP) for the Wacissa River Landing. FBIP provides funding through grants for boating access projects and other boating-related activities on coastal and/or inland waters of Florida (FWC, 2011). In addition to using these funds to improve and expand the existing facilities at the Landing, they can also be used to fund “costs associated with non-construction projects that increase or enhance boating access for recreational boaters including, but not limited to, research, studies, or planning to determine the need for additional boating access or improvements” (FWC, 2010, p. 5).

Citizen input from the community meetings indicates residents would like more than one boat ramp near the head of the Wacissa River. The Studio recommends the County use a portion of these funds to research other potential canoe/kayak launch sites and boat ramps so as to minimize crowding at the Wacissa River Landing. The Studio also recommends holding a public meeting to gather resident’s opinions regarding what improvements will occur at the Wacissa River Landing. The public meeting should include facilitators to guide discussion and help all parties reach a compromise. If the public is involved in the plans for the Wacissa River Landing, there will be more support and buy-in for the final project.

Phase 2: Acquire additional lands for new public access locations to promote the separation of conflicting recreational uses at public access locations

There are many benefits associated with increasing public access to the Wacissa and Aucilla Rivers, including enhancements to the local economy

through recreational uses, natural resource awareness, and the promotion of equitable distribution of resources. Tourism is the state's top economic generator and presents significant opportunities for rural communities like Jefferson County. The Columbia, North Carolina case study (PF p. 6) presents an example of how eco-tourism can become the centerpiece of an area's economic development strategy, by simultaneously preserving natural resources and promoting sustainable interaction.

In addition to promoting tourism, increased recreational access to the Wacissa and Aucilla Rivers facilitates natural resource awareness and stewardship among visitors. Jefferson County's rivers present a living demonstration of the beauty and value of a healthy watershed. Through increased access to the rivers and the addition of educational signage visitors can interact with their local source of water and learn about current water issues.

Enhanced recreational access provides all Jefferson County residents with an opportunity to access the county's highly valued natural resources. Enhanced recreational access also promotes equitable access to the county's highly valued natural resources. By ensuring and enhancing public access to the river, it allows all citizens the opportunity to interact with the local natural resource, not solely the wealthy or long-time residents that have secured private property directly adjacent to the river.

New public access locations may need to be acquired:

- To minimize crowding at current public access locations and preserve a sense of solitude along the rivers
- Current public access locations may have limited expansion capabilities due to the sensitivity of the surrounding environment

For the most part, canoes, kayaks, and small motorboats are the most commonly used crafts on the Wacissa and Aucilla Rivers. Airboats and

jet skis are commonly operated in the upper reaches of the Wacissa River, particularly on the weekends and summer months. While there have been no reported collisions between paddlers and boaters, public input and analysis of current access locations suggests that the conflict between recreational uses is a concern.

It is important to develop facilities and information distribution strategies that promote the spatial separation of conflicting uses. At public access points separate facilities should be provided for the launch of motorboats and canoes/kayaks. Additionally, designated swimming areas should be identified and located away from such launch sites. Information should also be posted on kiosks and provided in paddling/boating guides at all visitor access points. These information centers should provide detailed area maps and supplemental information about the areas recreational opportunities including: launch sites, trip lengths, descriptions of river conditions, safety information, etc.

There are several techniques available to the County when seeking to acquire property for new public access points along the Wacissa and Aucilla Rivers. Using fee simple ownership the County would purchase and obtain full ownership of the properties selected for public access infrastructure.

Advantages of using fee-simple acquisition:

- County has full control of the property
- Provides full access to the property
- Guarantees permanent protection

Disadvantages of using fee-simple acquisition:

- Expensive
- Removes land from tax base
- County accepts all ownership responsibility including liability and maintenance



Multiple user types at the Wacissa River Landing: Air boaters, swimmers, canoers, and kayakers

Source: Flickr banichiji



An alternate technique to using fee-simple acquisitions for increasing public access is to use public access easements. Public access easements are a legal instrument for establishing public access to and along a waterway for fishing, boating, or other recreational and educational uses. A partial interest in the property is purchased and transferred to the county in perpetuity.

Advantages

- Less expensive than fee simple ownership
- Landowner retains ownership of the property and remains on tax roll

Disadvantages

- Landowners may be unwilling to engage in public access easements because they find it undesirable and/or the restricted use may lower property re-sale value.

The Florida Department of Environmental Protection operates the Florida Recreation Development Assistance Program (FRDAP). FRDAP is a competitive grant program that provides financial assistance to local governments to develop and/or acquire land for public outdoor recreational purposes. All County governments and municipalities and other legally constituted appropriate local government entities are eligible to apply for these grants (FDEP, 2011). The maximum grant request is \$200,000. For grants less than \$50,000, the County would not be required to match any funds. Grants over \$150,000 require a 50% local match. Jefferson County should explore this grant program to acquire lands for increased recreational access.

CIRCULATION





“Great streets do not just happen. Overwhelmingly, the best streets derive from a conscious act of conception and creation of the street as a whole. The hands of the decision makers are visible.”

- Allan B. Jacobs

Visualizing the Circulation Plan

The Circulation Plan presented in *Figure P-3.1* shows the most important transportation areas that the Studio has identified for improvement. The recommendations for circulation are based on community input at the Visioning Meetings, meetings with CRTPA and other transit professionals, and Studio research. Recommendations address five key focus areas:

- Complete Streets
- Collaborative Planning
- Infrastructure Improvements
- Community Transit
- Intermodal Networks

Many of the recommendations in this section are contingent upon Jefferson County working with transportation planning entities such as the Capital Region Transportation Planning Agency (CRTPA) and the Florida Department of Transportation (FDOT). However, the County and its leaders are ultimately responsible for enacting policies and pursuing resources that will determine the impact, efficiency, and desirability of transportation systems in Jefferson County. In order to preserve the Southern character and rural, small-town appeal of the community, the County must identify its expectations and establish firm standards for transportation projects that take place within its boundaries.

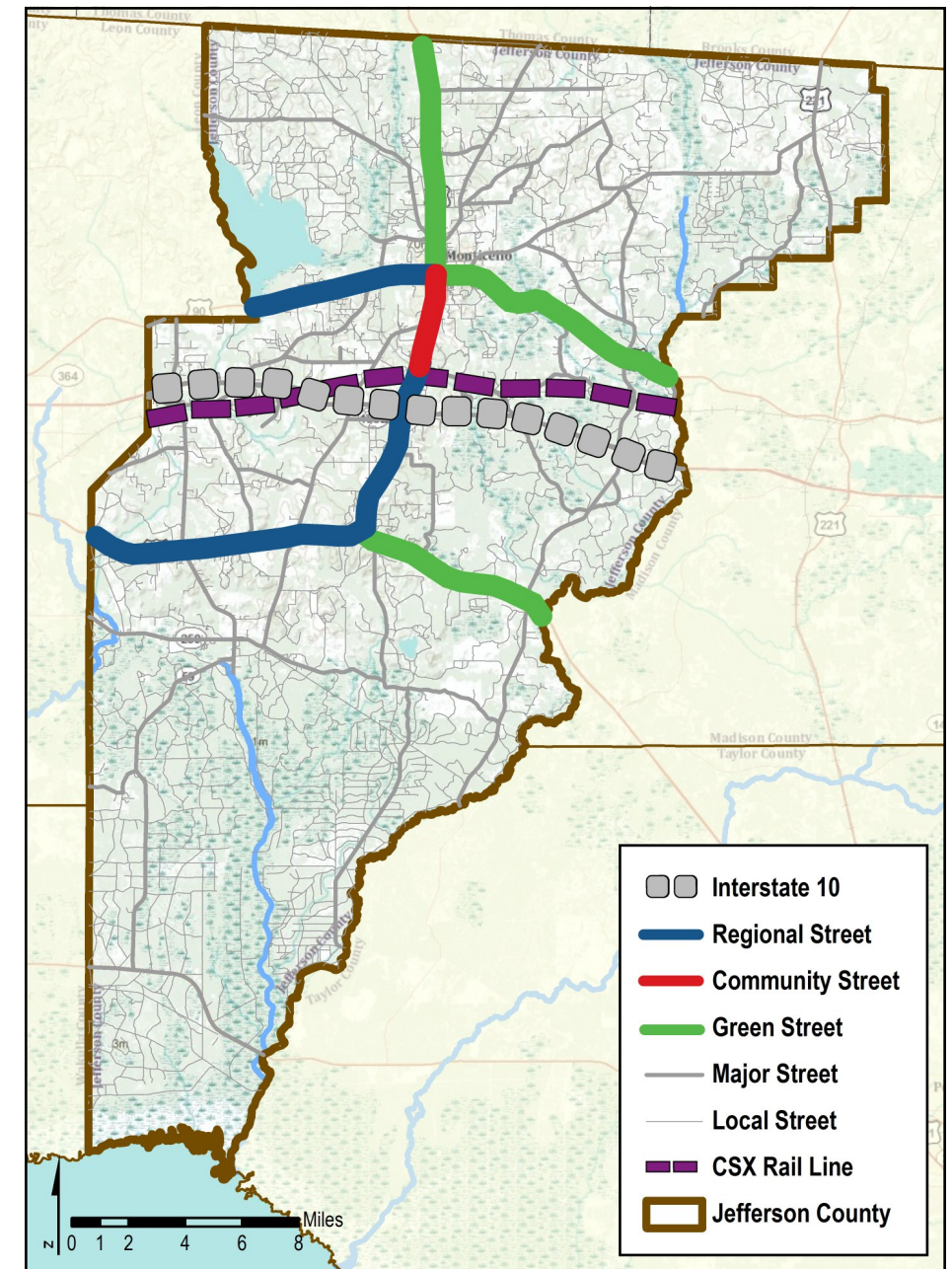


Figure P-3.1 Circulation Plan Overview
Source: Jefferson County Studio



CIRCULATION

GOAL – *Improve transportation infrastructure and services to enhance circulation in the community*

This section looks at transportation and how transit infrastructure and services facilitate the circulation of goods and people throughout the community. The recommendations regarding transportation are divided into the following **primary focus areas**:

Complete Streets

Collaborative Planning

Infrastructure Improvements

Community Transit

Intermodal Networks

Together, the recommendations in these focus areas help to further **three main objectives** that will help the County realize its goal for improving transportation.

- Establish a **sustainable intermodal transportation network** which promotes safety and efficiency.
- Engage in **collaborative planning** to ensure Jefferson County implements a sustainable transportation network
- Facilitate **efficient circulation of goods and people** through a variety of transportation modes including freight, public transportation and cycling.

Circulation Plan				
Primary Focus Areas	Recommendations	Implementation Phases		
		Phase 1	Phase 2	Phase 3
Complete Streets	Complete Streetscapes (p. 30)	Identify desirable design elements and street amenities	Adopt streetscape master plan for important roads	Install improvements consistent with master plan
Collaborative Planning	CRTPA, FDOT, and other transportation planning entities (p. 34)	Establish a unified transit development strategy	Adopt desirable road and driveway standards	Leverage funds from outside sources to support local projects
Infrastructure Improvements	Road Safety and Efficiency (p. 36)	Establish road and infrastructure goals for the County	Create project tiers based on priority and importance	Procure revenues to provide road facility improvements
	Monticello Bypass (p. 39)	Agree on a uniform planning strategy for all future bypass proposals	Evaluate alternatives and engage stakeholders that would be affected by the project	Proceed with the alternative that has the least impacts; secure SIS funding
Community Transit	Public Transit (p. 41)	Establish political support for public transit	Form partnerships; Identify funding sources	Identify key destinations; Propose Winn Dixie as park-and-ride location; Market public transit service
	Ridesharing (p. 42)	Designate Vanpool Coordinator; Identify residents who would benefit from program	Identify and implement potential park-and-ride locations	Advertise vanpool program
Intermodal Networks	Rail Connectivity (p. 45)	Work with CSX Transportation to obtain a rail connection in Jefferson County	Conduct site suitability analyses to determine ideal intermodal yard location	Utilize rail connection as a catalyst for sustainable economic growth
	Biking Destination (p. 47)	Identify target groups and stakeholders; engage them in multi-modal planning and funding initiatives	Develop a marketing campaign that promotes biking in Jefferson County	Work with CRTPA, FDOT, and other entities to install bike lanes and construct multi-use trails



A comprehensive overview and resources for **Complete Streets** are available online at <http://www.completestreets.org>

Complete Streets

RECOMMENDATION: *Identify desirable Complete Street streetscape standards. Adopt and implement a streetscapes master plan.*

Advances the following objectives:

- *Establish a sustainable intermodal transportation network which promotes safety and efficiency.*
- *Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.*

Roadways designed according to Complete Streets principles ensure that safe and efficient mobility are provided for more than just motor vehicles. Complete streets aim to create a desirable and visually appealing streetscape. But there is another important justification for ensuring multi-modal transit facilities are included in road designs: In rural areas like Jefferson County, members of the community who do not have access to reliable, affordable transportation must rely on others for rides. Otherwise, they must walk, bike, or stay home. Senior citizens and low-income residents are particularly impacted by rural development patterns. Unless the transportation network enables safe mobility for the transportation-disadvantaged, these citizens may not be able to access jobs, health care, schools, and stores they need. Planning networks that enables circulation for a variety of transportation modes is essential to ensure a healthy and vibrant community.

In rural communities like Jefferson County, elements such as on-street parking, bike lanes, wide sidewalks, well-marked pedestrian crossings, and green elements such as street trees and landscape buffers work together to compliment the main travel lanes and create a complete streetscape.

Implementation Phases

Phase 1

Identify desirable design elements and street amenities that would provide aesthetic and mobility improvements to Jefferson County's road networks. Use the appropriate and inappropriate elements identified in the Visual Preference Work with CRTPA to ensure bicycle and pedestrian recommendations are integrated into its bike-ped master plan.

Phase 2

Formulate and adopt a Complete Streets Master Plan to guide collaborative and local planning for the Regional, Community, and Green Streets identified on the Circulation Plan map at the beginning of this section.

Phase 3

Seek funding to install bike lanes, multi-modal trails, and other amenities in accordance with the Complete Streets Master Plan. Consult the Resource Toolkit at the back of Volume III for potential funding sources.

Model Regional Street Sectional

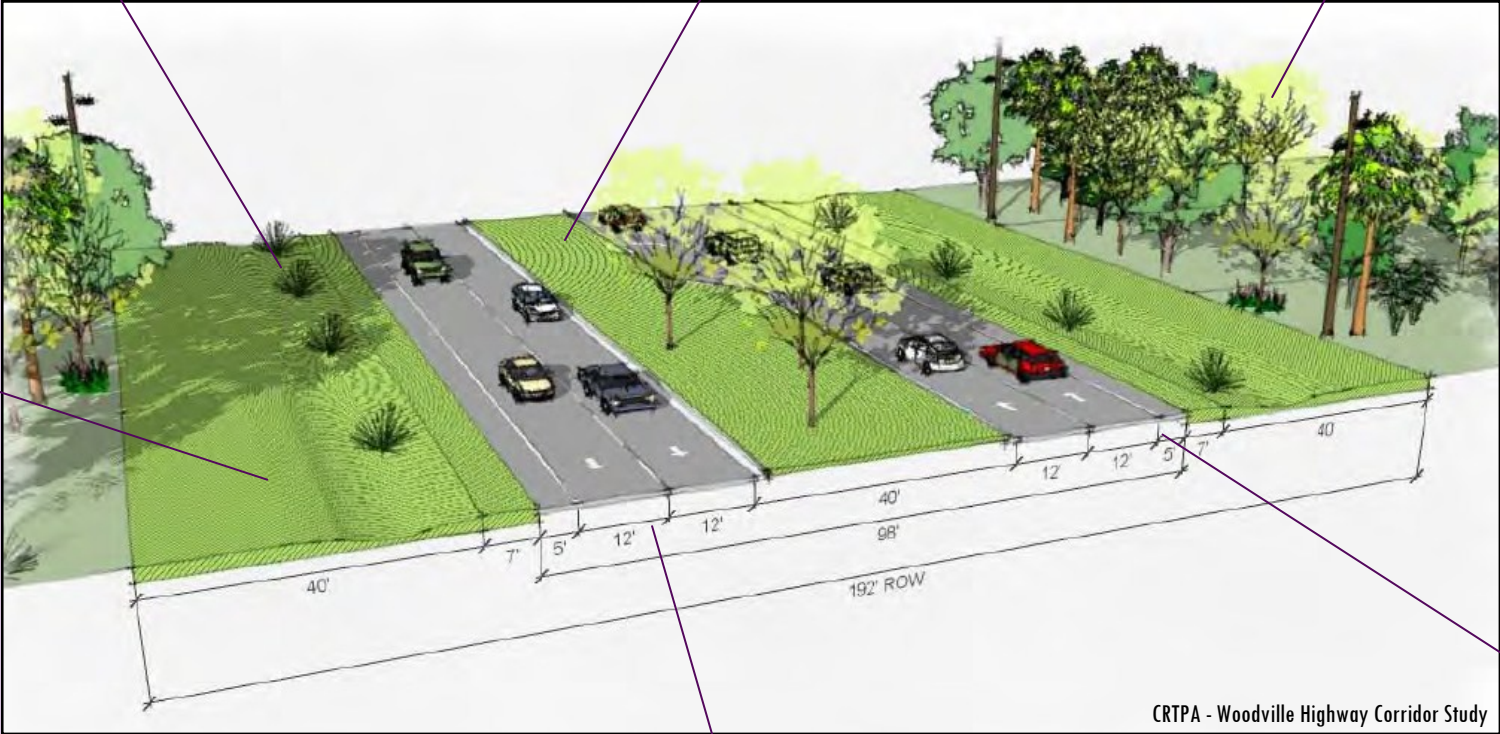
Through collaborative planning, Jefferson County has access to an extensive array of transportation resources. Work that CRTPA has done on previous projects, such as these renderings for the Woodville Highway Corridor Plan, can be easily—and immediately—translated and applied to fit Jefferson County.

Vegetated bioswale that catches and treats stormwater runoff

Wide, pervious, landscaped median

Maintains existing natural landscaping

Wide right-of-way that allows for future installation of additional travel lanes, mixed-use trails, and other improvements



Paved shoulders that also serve as bike lanes

Wide lanes that facilitate regional mobility

CRTPA - Woodville Highway Corridor Study

Model Green Street Sectional

Native vegetation that aligns travelway, creating a garden parkway experience

Vegetated bioswale that catches and treats stormwater runoff



Paved shoulders that also serve as bike lanes

Wide lanes that facilitate safe travel on rural roads

Model Community Street Sectional

Pervious, landscaped buffer that separates streets and vehicles from pedestrian realm

Center turn lane that helps minimize congestion



Wide sidewalks that both enhance storefronts and facilitate pedestrian walkability

On-street parking provides convenient access to main street shops

A middle turn lane is shown here, but may not be feasible in Monticello. A landscaped median, or even no middle barrier, may be more appropriate for Jefferson County



Collaborative Planning

RECOMMENDATION: *Work with CRTPA and other planning agencies to ensure their initiatives integrate and preserve the rural character of Jefferson County*

Advances the following objectives:

- *Establish a sustainable intermodal transportation network which promotes safety and efficiency.*
- *Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network*
- *Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.*

Collaborative planning on transportation projects with agencies such as CRTPA and FDOT is essential for Jefferson County, which does not have ready access to the same financial or institutional resources that larger counties and agencies have at their disposal. Yet the approaches to planning in highly developed areas are very different than what is necessary for Jefferson County's comparably small population and rural communities. The County must ensure that projects initiated by outside agencies and consultants, who may be unfamiliar with Jefferson County, incorporate and preserve the community's unique character.

In March of 2011, Jefferson County officially became a voting member of the Capital Regional Transportation Agency. CRTPA's plans focus on Highway 19 between Monticello and the interchange with Interstate 10. The Agency suggests the County take steps in order to prevent the traffic and congestion that is often spurred by frequent curb cuts and commercial development along major transportation corridors. The concern is that Highway 19 could become lined by development and mimic Highway 319 in Wakulla County or Capital Circle in Tallahassee.

One strategy CRTPA has identified to minimize this congestion scenario is through employment of side access roads, which would take local traffic away from the main Highway 19 thoroughfare and channel it onto limited-access side roads. Such side access roads are currently utilized along sections of US 27 (Apalachee Parkway) in Leon County. For comparison, the daily traffic volume on Apalachee is 18,600 vehicles, whereas in Jefferson County, Highway 19 south of Monticello has just 5,400 vehicles that travel it daily. The Studio's analysis of growth in Jefferson County does not forecast the high degree of development along US 19 or anywhere else in the county that would necessitate the need for such extensive infrastructure installations. Limiting the number of curb cuts and making buildings accessible within connected, concentrated hubs would negate the need for side access roads.

Similarly, CRTPA planners are concerned the interchanges in Jefferson County could become built-up and congested if businesses and commercial driveways are established near the on and off ramps for I-10. The Agency proposes a combination of driveway restrictions and limited -access side roads to help prevent sprawling, congested development near the interchanges. It is the Studio’s assessment that focusing new and infill development in and near Monticello rather than the interstate is essential for ensuring the economic sustainability of Jefferson County’s only incorporated community. If the county pursues this approach to managing its growth, extensive infrastructure investments at the interchanges will not be necessary.

Implementation Phases

Phase 1

Establish a unified development strategy for Jefferson County and the City of Monticello. Agree on expectations and priorities for outside planning entities when completing projects in Jefferson County.

Phase 2

Adopt standards and specific development codes for roadways, curb cuts, and commercial driveways that minimize the potential for sprawled development and traffic congestion. Choose streetscape aesthetics that preserve the County’s character while providing mobility efficiency.

Phase 3

Seek funds from outside sources in order for limited County resources to be applied to other projects. Potential sources include FDOT, the Small County Outreach Program, the Small County Roads Assistance Program, and the Federal Highway Administration.



resource toolkit

FWHA Rural Transportation Planning
<http://www.fhwa.dot.gov/planning/rural/>

Reconnecting America
<http://www.reconnectingamerica.org/>



SCOP & SCRAP

Although the State’s Small County Outreach Program and the Small County Road Assistance Program have experienced funding decreases in recent years, the programs continue to offer supplemental funding opportunities for road improvement projects in Florida’s small counties.

Infrastructure Improvements

RECOMMENDATION: *Maintain a safe and efficient road network throughout the County*

Advances all following objectives:

- *Establish a sustainable intermodal transportation network which promotes safety and efficiency.*
- *Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.*

Roads are the arteries that enable circulation throughout a community. In addition to facilitating travel, roads provide essential logistical services including trade, mail delivery, and quick access for emergency services. As long as private motor vehicles are the primary means of transit, maintaining a safe and reliable road network is essential if Jefferson County is to prosper.

The Florida Department of Transportation and the Jefferson County Road Department currently monitor pavement conditions and traffic volumes of Jefferson County’s road systems. Regular paving and funding schedules keep the infrastructure in relatively good condition. However, the County Road Department’s 2011 strategic plan warns that insufficient funding will result in deteriorated road conditions that present safety risks for motorists. The County Road Department currently operates on a \$2 million annual budget—approximately 20 percent of the estimated \$10 million needed to optimally maintain the current road network, complete backlogged projects, and repair and procure new equipment for system management.

CRTPA identifies resurfacing projects in Jefferson County for Fiscal Years 2012-2016 in its Transportation Improvement Program; information about these projects as well as their funding sources can be found in *Table EC-4.3* in the Existing Conditions report. Jefferson County should work with CRTPA to identify funding sources for additional road improvement projects.

Participants at the Community Visioning Meetings identified portions of three major roads that are important to the community and which should be considered for future improvements. These include US Highway 90 (Mahan Drive); US Highway 27/State Road 20 (Apalachee Parkway); and County Road 146 (Asheville Highway). Residents specified these roads because they showcase the environment and rural character of Jefferson County. Concerns over safety and congestion, as well as streetscape and viewshed aesthetics, make residents want to ensure these roads remain in good condition and continue to compliment the County’s rural character.

Road Improvements Identified at Visioning Meetings

Visioning Meeting Participants identified three roads they would like to see considered for resurfacing or widening in Jefferson County. These include Highway 90 west of Monticello, Ashville Highway (CR 146), and Highway 27 from the Leon County boundary to Waukeenah. The Studio collected data from FDOT to assess feasibility and determine whether there is an actual need for improvements of these road facilities. Considerations included the year each road was last paved, average annual daily traffic counts, and other criteria.

Table P-3.1 Roads Identified for Improvement at Visioning Meetings

	US Highway 90 (Mahan Drive)	US Highway 27/ State Road 20	County Road 146 (Ashville Highway)
Limits (Identified at Visioning Meetings)	Western-most Leon County boundary to US Highway 19 in Monticello	Leon County boundary to CR 259	Highway 19 in Monticello including East Pearl Street to US Route 221 in Ashville
Length	10.4 miles, including 3 miles in Leon County	7.5 miles	14.4 miles
Existing Lanes	2	4	2
Divided Road?	No	Yes	No
Daily Traffic Count	Peak: 4,600 Low: 3,300	Peak: 6,100 Low: 5,200	Peak: 2,000 Low: 1,800
Last paved	Partially in 2008	2007	2007
2011 FDOT Pavement Classification	Good-Very Good	Very Good	Good

Source: Florida Department of Transportation, 2011; author’s calculations

US Highway 90 offers the most compelling case for road improvements, especially where it reenters Leon County heading west towards Tallahassee. Jefferson County’s 2011 revised Comp Plan identifies this small road as being the only segment of any state road in the Jefferson County with a level of service (LOS) rating that is a C; all other state roads have either A or B LOS ratings.

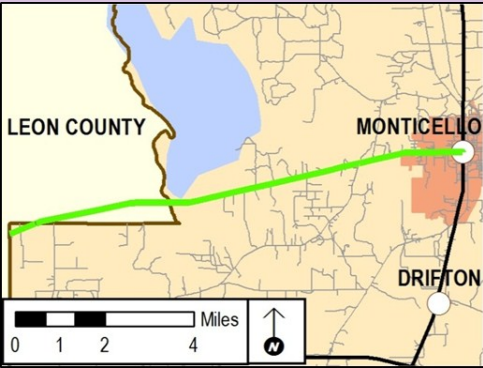


Figure P-3.2 Hwy 90 West of Monticello
Source: FDOT, 2011

Site visits by the Studio observed the pavement to be in relatively good condition. FDOT’s record of work projects from the last five years indicates the portions of Highway 90 in Leon County as well as the northwest sliver of Jefferson County were resurfaced in 2007. No resurfacing projects for the Jefferson County segments west of the Leon County boundary have been scheduled for Highway 90 until after 2016.

The image on the left below shows a section of Highway 90 west of Monticello with paved shoulders that bicyclists frequently utilize as bike lanes. However, not all of Highway 90 features paved shoulders. The repaved portions within Leon County do not have paved shoulders, nor are there bike lanes. This transition in the streetscape shown in the image on the right is startling and abrupt. Building the new road portions without paved shoulders creates safety hazards for bikers as well as motorists, especially in areas where the soil grade has eroded away from the travel surface.



US Highway 90 west of Monticello
Source: Jefferson County Studio



US Highway 90 west of Monticello
Source: Jefferson County Studio





US Highway 27 is a popular route for commuters traveling from southern Jefferson County to Tallahassee. The road is a divided highway with two lanes of traffic in each direction. Between Waukeenah and the Leon County line, the AADT count increases by 1,500 heading west. The existing facility is more than capable of handling this number of vehicles.

The speed limit along most of Highway 27 is 65 mph. Because of the high speed limits, the road is not safe for bike traffic, even though some portions, such as the speed zone near Waukeenah, actually have biking facilities. The cycling lanes phase out quickly heading west, however. The Studio utilized US 27 frequently while conducting site visits to the county and noted the pavement to be in fairly good condition. FDOT records indicate the highway was resurfaced in 2007.

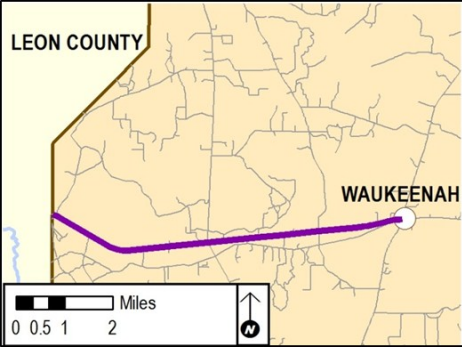


Figure P-3.3 Highway 27 from Leon County Line to CR 259
Source: FDOT, 2011

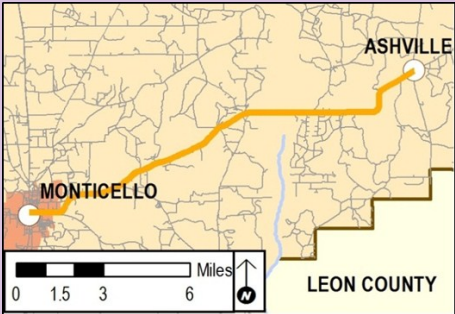


Figure P-3.4 Asheville Highway from US 19 to Route 221
Source: FDOT, 2011

Asheville Highway begins as East Pearl Street in Monticello and extends northeast to US Route 221 in Asheville. Also known as County Road 146, Asheville Highway is a two-lane road that provides access to many farms and agricultural operations. It is also one of Jefferson County's most scenic routes



Asheville Highway (CR 146)
Source: Jefferson County Studio

Daily vehicle trips range from 1,800 near Asheville to 2,000 approaching Monticello. County Road 146 intersects US 19 in Monticello and continues east as East Pearl Street through a historic residential district. In this area, the much of the road is lined with sidewalks and veiled by majestic Live Oak trees. The streetscape is a perfect complement to historic Monticello and the century-old homes that line its streets.



East Pearl Street in downtown Monticello
Source: Jefferson County Studio

The main deficiency the Studio observed during site visits is the pavement. The travel surface is in disrepair and in need of complete resurfacing. The photo on the right shows numerous spot-patches and partial resurfacing projects that currently comprise the paved surface of East Pearl Street. It is not aesthetically pleasing and will likely continue to deteriorate unless the entire surface is paved.



Pavement in disrepair on East Pearl Street
Source: Jefferson County Studio

Outside of Monticello, Asheville Highway turns into a winding two-lane country road. Large agricultural operations in this part of Jefferson County generate frequent truck traffic. At present, there are no paved shoulders along Asheville Highway. These two variables create a safety obstacle for bikers. In addition, there are some road segments where the soft shoulder has been worn down below the level of the travel surface, whether because of traffic or erosion. Motorists whose tires veer from the pavement in these areas may be in danger of losing control of their cars

Implementation Phases

Phase 1

CRTPA and other transportation agencies should arrange workshops with Jefferson County officials and planners to establish road infrastructure goals for the County. Engage stakeholder groups and the public to ensure there is community consensus for the transportation infrastructure goals.

Phase 2

Based on the outcomes of the Phase 1, establish a tiered priority list of road projects that best utilize Jefferson County’s limited resources for road projects. Assign project priorities according to stakeholder weights and community input. Tier 1 projects are most important for circulation in Jefferson County. Projects in subsequent Tiers will be implemented once Tier 1 projects are complete or as funding becomes available.

Phase 3

Aggressively pursue funding from outside resources to help implement priority projects. Potential funding sources include the Federal Highway Administration (FHWA), the Small County Outreach Program (SCOP), and the Small County Roads Assistance Program (SCRAP). Another option is for voters to approve a temporary Discretionary Sales Surtax, such as the one-cent sales tax that has funded a combination of environmental and transportation projects in Leon County.

RECOMMENDATION: Establish a uniform planning strategy to address proposals for a Highway 19 bypass route around Monticello

Advances the following objectives:

- Establish a sustainable intermodal transportation network which promotes safety and efficiency.
- Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network

One of the recommendations that surfaced repeatedly at both visioning meetings proposed the construction of a bypass route to direct thru-traffic from the traffic circle in Monticello to an alternative route either through or around the city. Residents’ reasoning for the thru-traffic realignment mainly centers around the large volume of truck traffic traveling north and south along Highway 19. The trucks, and the vehicular traffic in general, generate noise, exhaust fumes, and detract from Monticello’s rural small-town aesthetic. In addition, residents cited pedestrian safety along Highways 19 and 90 and near the traffic circle in particular as further justification for realigning traffic flow through the city.



Traffic circle at intersection of US 19 and US 90 in Monticello
Source: Google Earth, 2011



Voters in Leon County and Thomas County, GA, have elected to fund community and infrastructure projects at increased level in recent decades by passing local sales surtaxes for their Counties. Such a funding mechanism for infrastructure improvements may be of interest in Jefferson County in the future.



LPA's 2005 report is included as *Appendix F* in this report. Future planners should revisit the alternatives analyzed in this report before considering future bypass proposals.

Based on the overwhelming community support for a Highway 19 bypass voiced at the Visioning Meetings, the Studio's impression is that such a proposal would have been explored at some point before our meetings in October 2011. The Studio contacted FDOT's District 3 office in Chipley to determine whether the state has ever looked into an alternative route through Monticello. Indeed, four bypass studies have been conducted, one every decade since 1976. The Studio considered the most recent, a 2005 study completed by The LPA Group that consisted of a corridor analysis of Highway 19 in Monticello and proposals for alternative routes through and around the city.

LPA's work with FDOT regarding the traffic circle sufficiently assessed the existing conditions at the traffic circle and along US 19 in downtown Monticello. Crash reports indicated no greater incidence of accidents at or near the intersection, while traffic analysis and future volume forecasts determined that the existing facility will accommodate traffic through 2030. Although a bypass route would arguably enhance the aesthetic character and reduce traffic in Monticello, the quantitative data do not justify a bypass route around the City.

Another alternative in the LPA study proposed altering the geometry of the traffic circle to allow for greater mobility and higher speeds through the intersection. The anticipated increase would be 7 miles per hour. This greater vehicle velocity around a turn with extremely limited sight distance would present serious risks for pedestrians. Therefore, the Studio recommends no changes be made to the traffic circle.

The Studio's assessment is that LPA's study was an open and transparent process that engaged local citizens and City and County officials. Consultants conducted two public meetings, gave presentations to both the Jefferson County Board of County Commissioners and the Monticello City Council, and facilitated a joint workshop for the Jefferson County Planning Commission and Monticello Local Planning Agency. Before initiating any bypass studies in the future, planners should revisit LPA's report with updated traffic and truck volume data to determine whether expending additional money and resources on a new study is warranted.

Implementation Phases

Phase 1

Jefferson County, the City of Monticello, CRTPA, FDOT, and other invested entities should establish a single, uniform approach for bypass planning. CRTPA should take the lead in conducting future studies to avoid duplication of efforts and unnecessary expenditure of resources by entities acting independently.

Phase 2

If traffic data or conditions in downtown Monticello change to the point that warrants a new bypass feasibility study, planners must engage stakeholders in the community to determine community support for future alternatives. A multi-criteria analysis can help determine the most preferred alternative among competing stakeholder interests. In addition, a cost-benefit analysis will establish whether the project will benefit or harm the community, especially the economy of downtown Monticello. Impacts of bypasses around other towns such as Thomasville should be researched before making a final decision.

Phase 3(a)

If the decision is to proceed with bypass construction, the alignment should be one that results in minimal environmental and community impacts. The project should also incorporate the rail and intermodal recommendations outlined in the subsequent sections of this report.

Phase 3(b)

To help fund potential construction of a bypass, pursue funds designated for improvements to the State's Strategic Intermodal Systems (SIS). Highway 19 is an SIS facility, and a bypass route that more efficiently facilitates truck mobility would likely qualify for SIS funding.

Community Transit



RECOMMENDATION: Implement and maintain an express bus service from Monticello to Tallahassee

Advances the following objectives:

- *Establish a sustainable intermodal transportation network which promotes safety and efficiency.*
- *Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network*
- *Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.*

Rising fuel prices and a stagnant economy strengthen the demand for transportation alternatives. Not only are there economic pressures to provide other transportation options, but social concerns as well. Roughly 48 percent of Jefferson’s population is potentially transportation disadvantaged (CRTPA, 2011a). Transportation disadvantaged are those who cannot obtain their own transportation due to a disability, age, or income. The CRTPA Regional Mobility Plan reports that 46.9 percent of Jefferson County residents commute to Leon County. A shuttle to Monticello to Tallahassee would help support those individuals who are either transportation disadvantaged or looking for alternative transit options to Tallahassee.

There has long been a well-defined need for transportation alternatives in Jefferson County. In an April 2009 community meeting held by CRTPA, an identified issue was the lack of commuter options to Tallahassee/ Leon County. Again in 2011, during the Studio’s Visioning Meetings,

many participants communicated a need for mass transit within the County. Mass transit can be effective in traditionally rural areas like Jefferson County. Gadsden County has successfully implemented a shuttle service from Quincy to Tallahassee with stops in Midway and at Tallahassee Community College.

There are many outside funding sources that could be used to support an express bus from Monticello to Tallahassee. Currently, an express bus service from Monticello to Tallahassee is priority 8 on CRTPA’s Regional Mobility Plan Priority Project List, but it is contingent upon local funding for annual operating costs. The implementation of the bus service could have many economic and social benefits for the County. However, the Studio recognizes that funding is a constraint. Table P-3.2 lists some of

Table P-3.2 Potential Outside Funding Sources Public Transit

Name	Source	Description
Public Transit Service Development	Florida Department of Transportation	Provides initial funding for special public transit projects
Job Access and Reverse Commute	U.S. DOT Federal Transit Administration	Funding for capital, planning and operating expenses for projects that transport low income individuals to and from employment related activities
Formula Grants for Other than Urbanized Areas	U.S. DOT Federal Transit Administration	Funding for capital, operating, and administrative expenses for public transportation projects that meet the needs of rural communities

Source: U.S. DOT, FDOT



the potential funding sources that could be used to fund the system. While the entire system cannot be paid long-term solely by grants, they would alleviate some of the costs. Commuter Services has estimated that the average willingness to pay for the Gadsden Express is \$2.50/ride. The Studio expects a similar willingness to pay in Monticello.

The County should approach Winn-Dixie and the management of Jefferson Square on US 19 to inquire about the use of their lot as a potential park-and-ride location for the bus service. If Winn-Dixie is willing to let the bus services utilize its parking lot, all parties benefit. Riders benefit because it is centrally located, and Winn-Dixie and other Jefferson Square businesses would see an increase in sales from more daily customer traffic. The Quincy stop along the Gadsden Express route uses their local Winn-Dixie as a park-and-ride, and the partnership has worked well. Further studies need to determine the most effective route by mapping destinations, including workplaces and schools, of potential riders. Advertising and marketing of the bus service will be needed to make Jefferson County residents aware of the new service.

Implementation Phases

Phase 1

Establish political support to augment the resident's desire for public transit within Jefferson County. Political support is essential for the project implementation.

Phase 2

Form key partnerships and start the discussion among key transit partners such as FDOT, CRTPA, StarMetro and Commuter Services. Next, identify internal and external funding sources.

Phase 3

Identify key destinations in Leon County for Jefferson County commuters. These studies may focus on specific workplace areas and educational facilities. Next, inquire with Winn Dixie managers about letting the County use their parking lot as a park-and-ride location for the bus service. Then, advertise and market the express bus to inform Jefferson County residents of the new service.

RECOMMENDATION: Encourage ridesharing, specifically vanpooling participation in Jefferson County

Advances the following objectives:

- Establish a sustainable intermodal transportation network which promotes safety and efficiency.
- Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network
- Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.

Ridesharing encompasses carpooling, vanpooling, or any other method that enables people to travel together. Vanpools are a group of people traveling to a common workplace from the same community, riding together in a van (US EPA, 2005). Typically, vanpool participants meet at a central location and travel to the final destination. Vanpooling in particular is a viable opportunity for Jefferson County.

According to CRTPA’s Regional Mobility Plan (RMP), 46.9 percent of Jefferson County residents commute to Leon County. It is likely that this part of the population has similar destinations. Commuter Services of North Florida facilitates a program called EZ Share which helps connect potential ridesharing matches. There are 42 Monticello EZ Share subscribers who have submitted requests to locate people with whom they can share a ride. The Monticello sector plan of the RMP states that 14 of the 42 individuals report current participation in carpools or vanpools. During the Community Visioning Sessions, many participants voiced a need for alternative transportation.

FDOT has identified Jefferson County as an “Area of Critical Economic Concern”. This designation means that Jefferson County has low-income areas, high unemployment rates, lack of stable year-round employment opportunities, and limited access to public transportation. However, it enables the County to participate in the Florida Rural Vanpool Program. FDOT acquired funds through the American Recovery and Reinvestment Act (ARRA) of 2009 to subsidize 60 percent of the total monthly vanpool costs for commuters that participate in the Rural Vanpool Program. Vanpool participants would only be responsible for 40 percent of the total vanpooling costs. Table P-3.3 shows the monthly cost per rider from Monticello to Tallahassee.

Table P-3.3 Monthly Cost Per Vanpool Rider from Monticello to Tallahassee*

Number of Riders	Monthly Cost
7 Riders	\$81.81
6 Riders	\$95.44
5 Riders	\$114.53
4 Riders	\$143.16

**based on 22 work days/month; cost includes insurance, maintenance and fuel costs, based on an estimated 20mpg for a 7 passenger van
Source: Commuter Services of North Florida*

Through vanpool participation, residents can save hundreds and even thousands of dollars each year in reduced fuel costs and reduced wear and tear on their private vehicles (Commuter Services of North Florida, 2011). Also, vanpooling could be used to increase access to jobs which may be available in adjacent counties (especially Leon County). Since there is no form of public transportation, there is a need to provide transportation alternatives.



The implications of Jefferson County’s designation as an **Area of Critical Economic Concern** are discussed in the Current Economy section of Volume 1.



Not only do savings justify the implementation of a vanpooling program; there are environmental and social benefits as well. Vanpool participants reduce their per capita emissions by riding in a single vehicle. The reduction in emissions will translate into improved air quality. Participants also benefit from social interaction instead of isolated commutes. This increased social interaction helps build social capital in a community. Employees with long commutes are likely to be interested in vanpools as a way to reduce the stress of long-distance commuting. Vanpooling enables participants to spend their time commuting by reading, sleeping, or just relaxing. Since mass transit is not yet available in Jefferson County, ridesharing may be the most desired alternative to driving alone.

Commuter Services of North Florida can assist individuals in forming a vanpool and recruiting new riders, and can assist in the lease of the van, if needed. With assistance from Commuter Services and the substantial savings provided by the Florida Rural Vanpool Program, vanpooling in Monticello is an attractive and viable transportation alternative. Jefferson County should help promote vanpooling options to residents. This promotion should involve identifying groups that would most likely benefit, as well as marketing of the program. The County should also provide park-and-ride areas for vanpool participants to leave their personal vehicles. Potential areas for park-and-ride facilities include the Winn Dixie plaza and the old Brahma hotel parking lot on US 90. Jefferson Square managers will need to be approached about a partnership which allows vanpool riders to leave their cars in the parking lot. The existing park-and-ride off of Interstate-10 at Exit 225 could also be used. The Studio believes that this park-and-ride lot would benefit from increased signage and lighting.



Potential park-and-ride lot off of US 90 at the Brahma hotel
Source: Google Earth

Implementation Phases

Phase 1

Designate a Jefferson County Vanpool Coordinator who can help facilitate the communication between the potential vanpool participant and Commuter Services of North Florida. The Vanpool Coordinator should identify clusters of potential vanpool riders by advertising through the County's website and by inquiring with top employers of Jefferson County residents.

Phase 2

Designate additional park-and-ride locations in the County. Potential sites include the Jefferson Square parking lot and the Brahma hotel on US 90. Lighting and signage improvements should be made to the current park-and-ride lot off of I-10 at exit 225.

Phase 3

The Vanpool Coordinator should also market the vanpool program in conjunction with Commuter Services of North Florida. Potential marketing strategies include speaking at county commission meetings, developing a vanpool flier for distribution at churches and schools, or utilize social media outlets such as Facebook and Twitter to inform residents about vanpooling opportunities from Jefferson County to Leon County.

Intermodal Networks

RECOMMENDATION: Link into the existing CSX freight rail line that passes through Jefferson County

Advances all following objectives:

- Establish a sustainable intermodal transportation network which promotes safety and efficiency.
- Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network
- Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.

Although an operational CSX rail line currently runs through Jefferson County, there are no stops within the County. Railroads are an efficient way to transport large volumes of goods and people over long distances at relatively lost cost. Rail transit, moreover, at present has more sustainable potential than semi-trucks and other motorized forms of transit. If the County could secure a freight depot in the County, the long-term economic potential would be tremendous. Jefferson County would suddenly be connected to a network that spans across the South and the entire eastern third of the United States, as well as seaports that could provide access to a global market.

The location shown in *Figure P-3.5* has strategic locational advantages for a facility to capitalize on the County’s existing rail line. The Studio followed up by looking at the development suitability for this location, which is located immediately adjacent the CSX railroad, Highway 19, and Interstate 10.

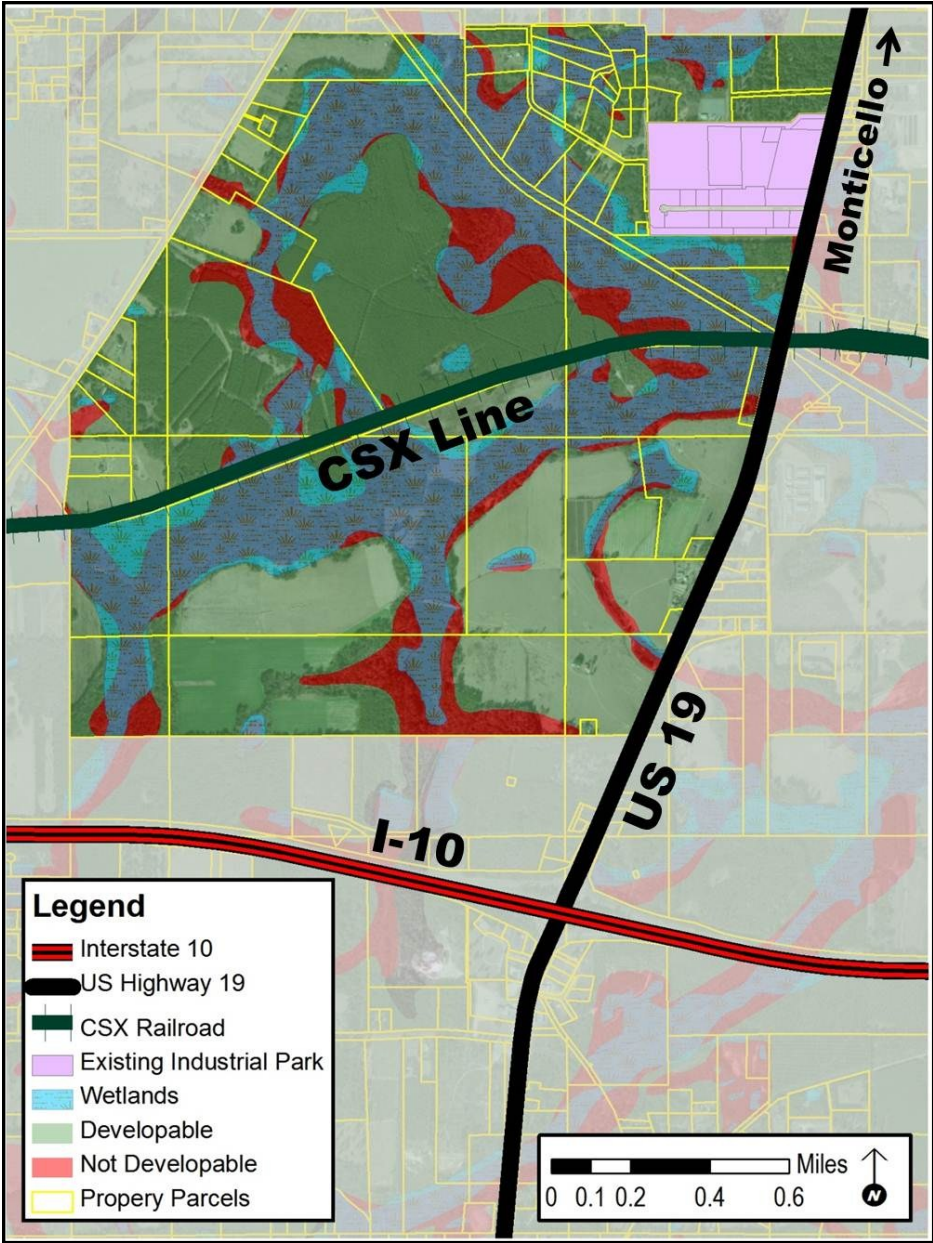


Figure P-3.5 Proposed location for rail facility
Source: FDOT, 2011; USDA Natural Resources Conservation Service, 2011





The Studio looked at existing wetlands and soil classifications in the area to identify locations that may be suitable for development. The green areas indicate developable areas on the map in *Figure P-3.5*. The Studio recommends developing north of the railroad tracks, as facilities here could be integrated with the county’s existing industrial park. While a rail facility could be used for a variety of applications, the Studio recommends the County explore possibilities for an agricultural processing plant that could distribute locally grown food to surrounding communities. Such an arrangement would allow for Jefferson County to draw upon one of its most valuable assets—agriculture—and create a sustainable export economy.

Implementation Phases

Phase 1

Enter negotiations with CSX Transportation to obtain a freight rail connection in Jefferson County at the location shown in *Figure P-3.5*, which is ideally situated near major road transit corridors as well as the County’s existing industrial park.

Phase 2

Conduct site surveys and development suitability analyses to determine where placement of the proposed intermodal yard would have minimal impacts on community character and the environment.

Phase 3

Utilize the rail connection as a catalyst for sustainable economic growth. Create an export economy within Jefferson County that draws upon its abundant agricultural resources to service markets across the region.

RECOMMENDATION: *Establish Jefferson County as a premiere biking destination in North Florida*

Advances the following objectives:

- *Establish a sustainable intermodal transportation network which promotes safety and efficiency.*
- *Engage in collaborative planning to ensure Jefferson County implements a sustainable transportation network*
- *Facilitate efficient circulation of goods and people through a variety of transportation modes including freight, public transportation and cycling.*



Bicyclist on Gamble Road
Source: Jefferson County Studio

Appendix D of CRTPA’s Regional Mobility Plan identifies potential for Jefferson County “to become the bicycling ‘capital’ of North Florida” (CRTPA, 2011). The county and Monticello’s unique character, low traffic volumes, and outdoor recreational opportunities are cited as reasons for this recommendation. CRTPA is a proponent of multi-modal transportation corridors, and incorporation of biking facilities has helped establish biking as a safe and viable form of transportation in Tallahassee and Leon County. Collaborative planning and leveraging efforts have also

helped create a regional transportation and recreation network centered around biking across the capital region. For example, the Capital Cascades Trail, which is being constructed by Blueprint 2000 Intergovernmental Agency through revenues generated by a one-cent voter-approved local option sales tax in Leon County, will eventually connect to the St. Marks Trail, a paved recreational trail that currently extends from Tallahassee all the way through Wakulla County to the coast.

The Capital Region has a dedicated and growing community of bicyclists. It is because of proactive leveraging of outside funds and from avid stakeholder support that Leon County and others have made significant progress in making its transportation networks accessible with improved safety for bikers. The Studio sees value in CRTPA’s multi-modal initiatives and encourages Jefferson County to employ their biking-related recommendations in Jefferson County.

In addition, there are innumerable benefits that make biking investments appropriate for Jefferson County. The International Bicycle Fund, a non-profit organization that promotes bicycle transportation, identifies the following benefits of cycling:

- Reduction of air pollutants, including carbon dioxide and other greenhouse gases
- Efficient, inexpensive transportation for those who do not have access to a motor vehicle
- Improvements in physical, emotional, and social health
- Thousands in fuel and vehicle maintenance savings annually

Source: International Bicycle Fund, 2011

According to the Bureau of Labor Statistics, the average family spent \$8,758 dollars on transportation in 2009 (Visual Economics, 2011). \$2,384 of this went to pay for fuel alone. Every trip taken with a bicycle rather than a private motor vehicle will help save on fuel costs. In addition, the reduction in carbon dioxide emissions, oil spills, radiator leaks, and other common vehicle effluents will greatly improve the health of Jefferson County’s diverse ecosystems and water bodies.

Jefferson County is in a unique position to benefit from biking in that an active biking community already exists in the capital region of Florida. Capital City Cyclists is perhaps the most active biking association in the Tallahassee area. Ongoing initiatives to promote biking include efforts such as Bike Tallahassee and the Knight Creative Communities Institute’s program, Tallahassee on Two Wheels . In addition, Bicycle Tallahassee is a program that educates Leon County school children about the benefits of biking. Several biking committees service the City of Tallahassee as well. These include the Multi-Modal Advisory Committee, which oversees CRTPA multi-modal initiatives, and the Committee for a Bikeable Community, an advocacy arm of Capital City Cyclists. Jefferson County would do well to engage these and other stakeholders in establishing the area as a destination for cyclists.

Planners should implement a marketing strategy that highlights Jefferson County’s many natural and historic sites. The ultimate goal would involve a series of bike routes that showcases areas such as the headwaters of the Wacissa, the Lloyd Post Office, the Ike Anderson Bike Trail, and various locations in downtown Monticello. It might also be possible to collaborate with the Monticello-Jefferson County Chamber of Commerce to arrange for local businesses and restaurants to deliver discounts for members of bike clubs or for customers who have biked during that particular visit. Such an arrangement would not only attract cyclists to Jefferson County for recreational purposes, but also encourage them to spend money and support the local economy.



Cycling organizations and initiatives in the capital region:

Bicycle Tallahassee
www.bicycletallahassee.com

Bike Tallahassee
www.biketallahassee.com

Capital City Cyclists
www.cccyclists.org

Committee for a Bikeable Community
www.cccyclists.org/cbc

Tallahassee on Two Wheels
www.kccitallahassee.com/initiatives/Tallahassee-on-two-wheels



Implementation Phases

Phase 1

Identify target biking groups and engage them as stakeholders in multi-modal planning and funding initiatives. Create a Jefferson County biking club as well as an advocacy program that (1) promotes road-sharing and bike safety, and (2) educates the community about the benefits of cycling.

Phase 2

Develop marketing and promotional strategies to attract bikers to Jefferson County. For example, create a brochure that shows bike routes connecting important natural, historic, and cultural attractions in Jefferson County. Encourage local businesses to patronage customers who bike to their store with discounts and special programs.

Phase 3

Work with FDOT, CRTPA, and other transportation entities to ensure bicycle facilities are integrated with infrastructure projects in Jefferson County. Construct bike lanes and mixed-use trails that connect important destinations in the community; facilities should also connect into regional bike networks such as the Capital Cascades Trail and the St. Mark's Trail in Leon and Wakulla Counties.

AGRICULTURE

Visualizing the Agriculture Plan

The Agriculture Plan presented in *Figure P-4.1* illustrates the key agricultural lands of focus in Jefferson County. The Studio’s Agriculture recommendations focus primarily on the highlighted lands and the circulation patterns of agricultural goods both within and outside of the County. The recommendations are based on existing conditions research, community input, County development suitability, and agricultural and land use best practices. Agriculture recommendations are made to advance the four main objectives:

- Promote agriculture as an economic engine through becoming a local food provider to North Florida
- Provide marketing information and technical assistance to Jefferson County farmers
- Encourage diversification of agricultural activities such as agritourism and community supported agriculture programs to augment farmer’s income
- Preserve Jefferson County’s agricultural lands

The Plan is designed to protect Jefferson County’s vast agricultural resources while promoting sustainable agricultural practices and achieving economic growth. The County’s prime farmlands make the promotion of agriculture an important aspect of Jefferson County’s future. The importance of agriculture in Jefferson County should be preserved and promoted for future generations.

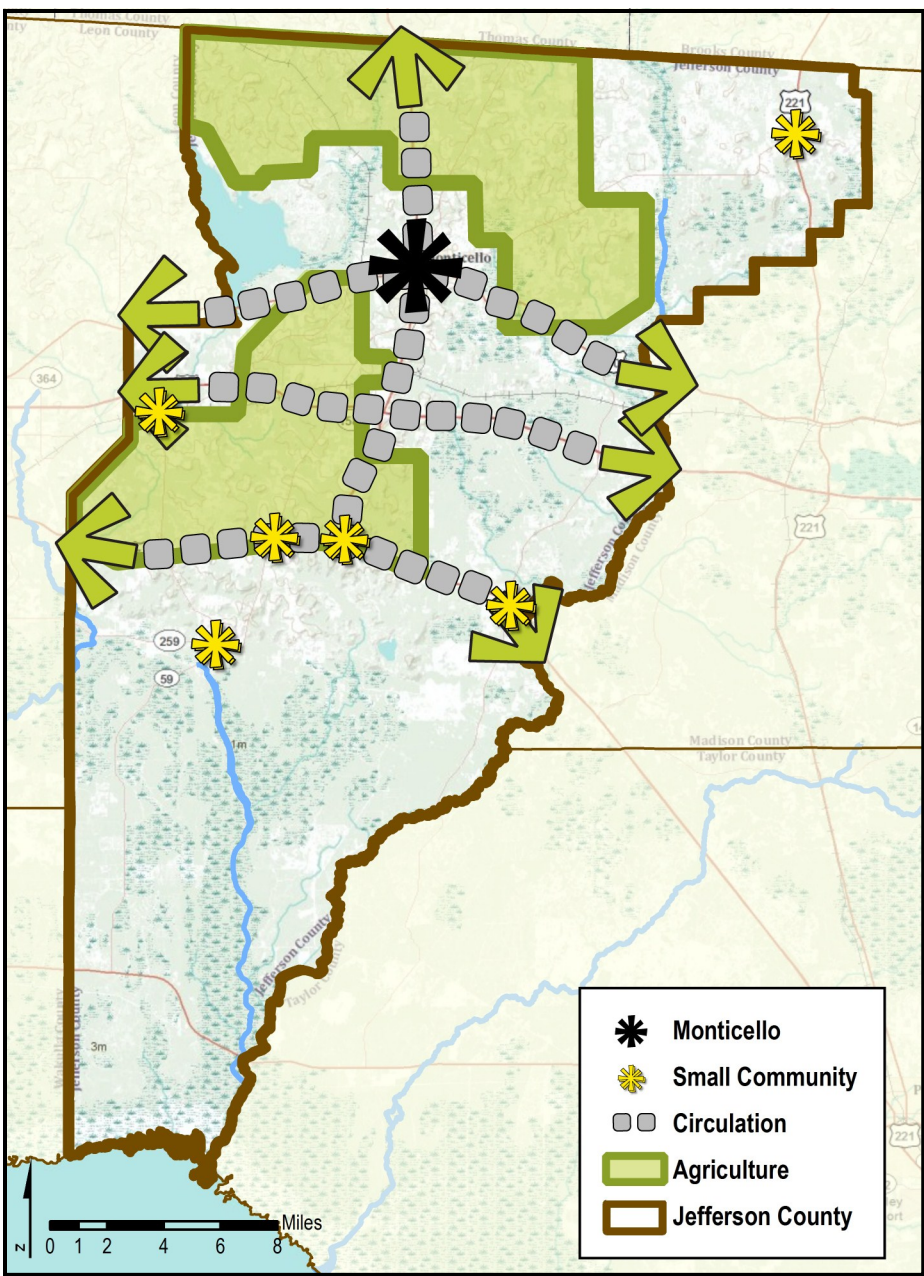


Figure P-4.1: Agriculture Plan Overview

Source: Jefferson County Studio



AGRICULTURE

GOAL – *Promote a sustainable local economy through the efficient use of agricultural resources*

This section outlines how Jefferson County’s agricultural resources can be utilized to create a sustainable future. The recommendations for maximizing agricultural resources can be broken down into the following **primary focus areas**:

Sustainable Agriculture

Supporting Sustainable Agriculture through Land Use

Together, the recommendations in these focus areas help to further **four main objectives** that will help the County realize its goal for supporting agriculture.

- *Promote agriculture as an **economic engine** through becoming a local food provider to North Florida*
- *Provide **marketing information** and **technical assistance** to Jefferson County farmers*
- *Encourage diversification of agricultural activities such as **agritourism** and **community supported agriculture** programs to augment farmer’s income*
- ***Preserve** Jefferson County’s agricultural lands*

Agriculture Plan				
Primary Focus Areas	Recommendations	Implementation Phases		
		Phase 1	Phase 2	Phase 3
Sustainable Agriculture	Become a Local Food Provider (pg. 52)	Acknowledge agriculture’s importance	Limit Comp Plan amendments to ag lands; Allow agriculture in all land use categories; Partnerships to provide farmers new expertise	Direct Marketing initiative; Explore processing and distribution center options
	Establish Agriculture Partnerships (pg. 54)	Facilitate cooperation	Contact food service providers at nearby institutions	Pursue grant opportunities (USDA)
	Create a Direct Marketing Strategy (pg. 55)	Form Direct Marketing Task Force	Contact resources to assist for free or no-fee	Leverage resources; Establish image
	Promote Agritourism and Agritainment (pg. 56)	Coordinate with JCTDC	Connect farmers with bed and breakfasts; Market farms at festivals	Pursue funding opportunities (USDA VPA-HIP)
	Promote Sustainable Agricultural Practices (pg. 57)	Communicate with IFAS on sustainable ag practices; Identify gaps in sustainable agriculture knowledge	IFAS should sponsor sustainable agriculture workshops; Incentivize implementation of sustainable agricultural practices	Study barriers and opportunities to implementation
	Support the Expansion of Community Supported Agriculture Partnerships (pg. 58)	Identify farmers interested in CSAs; Provide CSA; Market CSA to consumers	Hold a meeting with prospective shareholders; Encourage shareholders to make financial	Maintain CSA website with contact information
Supporting Sustainable Agriculture through Land Use	Encourage Use of Conservation Easements (pg. 60)	Create a “culture of ag preservation”; Encourage growth within Monticello USA; Support small-scale agriculture in residential areas		
	Modify Comprehensive Plan to Preserve Agriculture (pg. 61)	Revise agricultural land use classifications	Adopt a voluntary Farmland Mitigation and Protection Ordinance	Adopt a local Transfer of Development Rights Ordinance



The recommendations outlined in this section will require a high level of coordination and cooperation between Jefferson County’s leadership, agricultural community, business leaders , developers and State and Federal contacts.

Sustainable Agriculture

RECOMMENDATION . Become a provider of local foods within a 150-mile radius.

Advances the following objectives:

- Promote agriculture as an economic engine through becoming a local food provider to North Florida
- Preserve Jefferson County’s agricultural lands

With 642 farms in Jefferson County (USDA, 2007), ample opportunities exist for Jefferson County to become a “breadbasket” for the region. Nationally the local food movement has grown in importance as an increasing market share of consumers seek out foods grown and produced closer to home.

Population centers such as Jacksonville (pop. 821,784), Valdosta (pop. 54,518), Tallahassee (pop. 181,376), Gainesville (pop. 124, 354), Ocala (pop. 53,491), and Panama City (pop. 36,484) are all within 150 miles of Jefferson County. These cities, as well as others within the immediate region, provide Jefferson County’s agricultural producers the opportunity to access a sizeable population base all within approximately two hours. *Figure P-4.2* illustrates the 50, 100 and 150 mile radius from Jefferson County and population centers within the area.

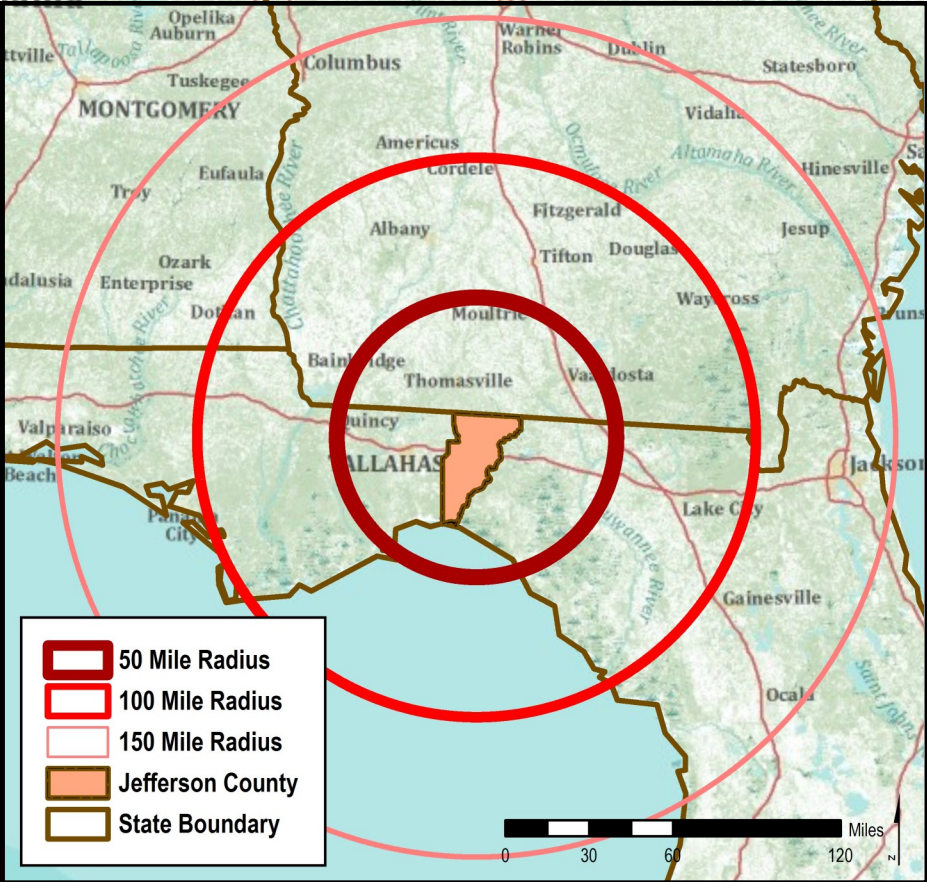


Figure P-4.2: Radius Map illustrates population centers within a 150-mile radius of Monticello.
Source: Jefferson County Studio



There is evidence that local food systems will increasingly become an economic necessity in the coming years as well. Estimates show that on average, agricultural products travel 1,500 miles before reaching their end destination. (Heller & Keoleian, 2000) With the cost of diesel fuel increasing 37% (U.S. EIA) from January 2010 to October 2011, it is less likely that the current agricultural model of shipping food over great distances from large industrial farming operations will be able to continue well into the future. As the price of oil continues to rise due to increased global demand on a finite resource, the cost of shipping food products over great distances will likely become prohibitively high, leading populations to look for more localized food options.

The Studio believes that agricultural production will continue to be one of Jefferson County's greatest assets and will provide long-term sustainability for the community and immediate region. It is the Studio's assessment that bolstering the local agricultural industry by featuring the County as a regional food provider for populations within a 150-mile radius will play an integral role in the county's future.

Implementation Phases

Phase 1

- Jefferson County's officials, as well as local agricultural producers, must come to a consensus that agriculture is a vital part of the Jefferson County way of life.

Phase 2

- Support agricultural production by limiting Comprehensive Plan Map amendments that could convert agricultural lands to other uses.
- Allow agricultural uses in all land use categories, where feasible.
- Provide opportunities for farmers to gain additional expertise through partnerships with the County's extension agent, Florida Department of Agriculture and Consumer Services, U.S.D.A, and North Florida Community College's Green Industries Institute.

Phase 3

- Establish a direct marketing initiative for local producers to advertise their products and production capabilities to the surrounding 150-mile area.
- Explore options for processing and distribution infrastructure for Jefferson County agricultural products.



Case Study: *The New North Florida Cooperative Farm to School Program, Gadsden County. Farmers partner with school districts across the western Panhandle to directly market their products.*

(PF-9)

RECOMMENDATION. Establish partnerships with neighboring universities, schools and other institutions to provide food products.

Advances the following objectives:

- Promote agriculture as an economic engine through becoming a local food provider to North Florida
- Preserve Jefferson County's agricultural lands

The Studio believes that nearby universities and institutions provide an excellent opportunity for Jefferson County's farmers to access a stable purchaser of locally produced foods. Florida State University, Florida A&M University, the Jefferson and Leon County School Districts, as well as nearby prisons and hospitals should be viewed as a resource for the promotion of Jefferson County's agricultural resources. The Studio believes that by seeking out opportunities with nearby institutions, the County's farmers could gain access to a stable purchaser and promote the area's way of life.



FSU's Suwannee Room Cafeteria
Source: FSU Dining

Implementation Phases

Phase 1

- Facilitate cooperation among Jefferson County's producers.

Phase 2

- Contact food service providers at each of the area's nearby universities to discuss direct food supply options.
FSU – Aramark/Seminole Dining Services
(850) 644-3663
FAMU– Sodexo/Florida A&M Dining
(850) 599-3245
- Contact local school district offices to explore opportunities for Jefferson County's farmers to supply cafeteria produce and other products.
- Contact administrators of USDA's "Farm to School" program to determine how to best involve Jefferson County farmers.
Florida Department of Education:
Rachael Terrin (850) 245-9320
Florida Department of Agriculture and Consumer Service:
Woody Lewis (850) 487-6694
- Pursue direct agricultural product service opportunities with other area institutions such as prisons, hospitals and nursing facilities.

Phase 3

- Pursue grant opportunities and other resources for Jefferson County Farmers through USDA's "Farm to School" program: http://www.fns.usda.gov/cnd/f2s/grants_resources.htm



RECOMMENDATION. Establish a direct marketing strategy for Jefferson County farmers to advertise and market their products.

Advances the following objectives:

- Promote agriculture as an economic engine through becoming a local food provider to North Florida
- Provide marketing information and technical assistance to Jefferson County farmers

In order for Jefferson County to fully support agriculture as a viable economic model, efforts must be made to support direct marketing of Jefferson County agriculture. Internet marketing, social media strategies and other targeted advertising should all be considered as part of a broader direct marketing initiative. Studies such as that by Starr et. al (2003) note that farmers routinely rate direct marketing as one of their most significant challenges. Recognizing this challenge will be important for Jefferson County's leaders in order to facilitate the growth of local agriculture.



Source: Flickr

Implementation Phases

Phase 1

- Form a Direct Agricultural Marketing Task Force that will be comprised of both local farmers and local officials.
(Implement 2012)

Phase 2

- The Task Force should reach out to marketing resources that may be able to develop direct marketing strategies for little to no fee, such as the FSU College of Communication and Information.
 - Use of internet marketing tools such as Constant Contact mailing lists and social media technologies such as Facebook and Twitter must be incorporated.

Phase 3

- Leverage marketing resources available through USDA and the Florida Department of Agriculture and Consumer Services.
- Establish Jefferson County agriculture as a distinct brand; images of quality and freshness should come to mind when the consumer thinks of Jefferson County agriculture.

“ Studies such as that by Starr et al. (2003) note that farmers routinely rate direct marketing as one of their largest challenges.

Recognizing this challenge will be important for Jefferson County's leaders in order to facilitate the growth of local agriculture.

”



“ Rather than building large hotels, numerous eateries, and other tourist amenities that disrupt the agricultural focus of the areas, sell tourists on the experience of blending into the agricultural enterprise completely and naturally. ”

- Koven and Lyons (2010, p. 129)

RECOMMENDATION. *Promote Agritourism and Agritainment as a means for producers to augment their farm’s income while also drawing guests to other Jefferson County establishments.*

Advances the following objectives:

- *Provide marketing information and technical assistance to Jefferson County farmers*
- *Encourage diversification of agricultural activities such as agritourism and community supported agriculture programs to augment farmer’s income*
- *Preserve Jefferson County’s agricultural lands*

The Studio believes that agritourism and agritainment present options for Jefferson County to attract tourism dollars while preserving and promoting the County’s rural lifestyle without disruptive and unsightly development.

Agritourism and agritainment are tourism and guest services industries which bring visitors and guests to farms in order to actively participate in agricultural production, learn about agricultural processes, purchase farm goods or participate in other recreational activities on the farm such as hay rides and livestock petting zoos.

The recent New Leaf Market 4th Annual Farm Tour on October 15th and 16th, 2011 was viewed by many participants as a successful endeavor. The Studio’s assessment is that participating in events such as the farm tour, and promoting other such events that attract guests to Jefferson County’s farms can create an economic multiplier, with dollars spent visiting the farms “multiplying” through the community as guests visit local shops and restaurants. Local lodging establishments such as Jefferson County’s bed and breakfasts stand to gain as well.

Implementation Phases

Phase 1

- Coordinate an agritourism and agritainment marketing strategy with the Jefferson County Tourist Development Council.

Phase 2

- Connect interested farmers with bed and breakfast establishments.
- Market all farms interested in participating in agritourism and agritainment at community festivals such as the annual Watermelon Festival.

Phase 3

- Pursue funding sources to actively promote agritourism and agritainment.
 - USDA’s recently-announced VPA-HIP program offers \$50 million in agritourism grants



Source: Jefferson County Studio

RECOMMENDATION. *Promote sustainable agricultural practices on private and publicly owned lands in Jefferson County by providing educational resources and promotional assistance.*

Advances the following objectives:

- *Provide marketing information and technical assistance to Jefferson County farmers*
- *Preserve Jefferson County’s agricultural lands*

Sustainable agricultural practices are essential to a long term, viable agriculture industry in Jefferson County. These practices include site-specific farming practices designed to meet current and future needs for food, fiber, energy, and ecosystem services (Montana State University, 2008). Such practices include organic farming, adoption of nitrogen-fixing cover crops, utilizing integrated pest management systems and reduced or no-tillage systems. In 2007, the USDA Census of Agriculture reported that there were nine certified organic Jefferson County farms totaling 99 acres. As discussed above, there is a market for sustainably grown food.

Jefferson County must provide assistance to enable its farmers to grow agricultural products sustainably because it will benefit the County’s natural resource base and quality of life for residents.

Sustainable agriculture can be broken into three components: economic, environmental and social (University of Kentucky, 2008). In order to achieve economic sustainability a farm must be profitable while balancing environmental and social concerns. An example of a sustainable agriculture practice that can have a positive economic impact is diversification of crops. This action helps reduce financial risk because if one crop does poorly during the season, there will be other products that can yield financial returns to the farm. This practice also leads to

improved soil quality because of the association of greater soil organic matter, soil structure, and aggregation compared to mono-cropping (University of Wisconsin, 2005).

Sustainable agriculture employs ecologically sound practices that have little to no adverse effect on natural ecosystems. One example of this is using Integrated Pest Management (IPM) instead of solely relying on pesticides to manage pests. Some strategies of IPM include: using optimum planting densities, timing planting and transplanting operations to avoid high pest populations, employing biological control and growing pest resistant varieties (University of Kentucky, 2008).

Social sustainability relates to the quality of life for farmers and the community at large. Farmers should have personal interactions with consumers and purchase their supplies locally to be socially sustainable. The Monticello Vineyards & Winery used the New Leaf Farm tours to educate and develop relationships with their consumers. These actions strengthen the relationship between farmer and consumer.

In the transition to a wholly sustainable agricultural system in Jefferson County, farmers must set a series of small realistic steps (University of California Davis, n.d.). There will be variations in what sustainable practices can be implemented based on the site of the farm, family economics and personal goals. While it is encouraged to reduce or eliminate pesticide usage in Jefferson County, each farm should individually decide the minimum amounts of pesticides needed and reduce environmental impact.

The Jefferson County IFAS Extension Office has access to resources to assist farmers in growing their products sustainably. Jefferson County should partner with IFAS extension to provide more educational opportunities to all growers, from large scale farmers to hobby gardeners. If all cultivators in the County are using sustainable farming methods, there will be fewer environmental impacts and greater crop yields.



During the New Leaf Farm tour, Monticello Vineyards & Winery used this sign to explain their organic process of producing wine to participants.

Source: Jefferson County Studio



Potential Education and Training Opportunities:

- Land maintenance and operation
 - Best management practices for soils, produce, livestock, pest control and water quality.
- Expanding capacity in terms of extending crop seasons, value-added processing,
- Strategies for interfacing with farmers markets, restaurants and grocery stores, agri-tourism and forming CSAs.
- Business strategies
- Organic certification and others

Implementation Phases

Phase 1

- Jefferson County should communicate with IFAS extension about best agricultural practices relative to the County as well as areas needing improvement (e.g. agriculture waste management)

Phase 2

- IFAS should lead a series of workshops to educate Jefferson County farmers about strategies to integrate sustainable agriculture practices into their operations.
- Incentivize the implementation of agricultural practices by publicly recognizing farmers who are providing food to Jefferson County and having the least environmental impact.

Phase 3

- Monitor the amount of pesticides used and environmental gains in Jefferson County (e.g. improved water quality) after implementation of sustainable agricultural practices.
- Conduct a study or survey to better understand sustainable agriculture barriers and assistance opportunities for farmers.

RECOMMENDATION . Support the expansion of Community Supported Agriculture partnerships within Jefferson County by facilitating CSA discussions, providing training and assisting with advertising efforts.

Advances the following objectives:

- Provide marketing information and technical assistance to Jefferson County farmers
- Encourage diversification of agricultural activities such as agritourism and community supported agriculture programs to augment farmer's income
- Preserve Jefferson County's agricultural lands

Community Supported Agriculture (CSA) consists of a community of individuals who pledge support to a farm so that the farmland becomes the community's farm, with the growers and consumers providing mutual support and sharing the risks and benefits of food production (USDA, 1993). In 2007, there were 9 Jefferson County farms that marketed products through CSAs. CSA's are becoming increasingly popular because of the desire to reconnect with nature and the farmers who grow the crops.

Essentially, a CSA is a partnership between farmer and consumers. Community members will buy shares of the farm and pledge to help cover the farm's cost. In return, they receive shares into the farm's bounty throughout the growing season. Another benefit is the member's participation in food production and satisfaction gained from reconnecting to the land. Farming is a high risk and capital intensive industry. When members pay upfront, they share the risks of farming (e.g. poor harvests because of pests). Farmers benefit by receiving a fair, steady source of income and consumers benefit by getting fresh produce grown in a sustainable manner by someone they know and trust.

As described earlier, there is a market for locally sourced food and CSAs can help meet the demand. If more farms are supported by their community through CSAs, the more likely it is they will persist. This is because the community financially and in some cases physically share the burden of producing food for the area. There is an increased disconnect between many people and the agricultural systems which they depend upon (Kwantlen University, n.d.). Many CSAs bridge the knowledge gap by developing farmer-consumer relationships and sometimes allowing consumers to assist on the farm. CSA's are a sustainable approach to meeting food demands in a given area.



Community involvement on a CSA farm.
Photo by sayingthankyou.wordpress.com

With 642 farms in Jefferson County, there are many opportunities to develop CSA programs. CSAs provide a unique opportunity to involve community members into their food supply. Jefferson County has enough farmers to engage not only Jefferson County residents, but people in the region. If the County government can support the initiation of CSA's in the community, it will show a distinct commitment to sustainable agriculture in North Florida. Assistance from the Jefferson County government is needed to raise awareness of these opportunities and then market them to potential shareholders.

Implementation Phases

Phase 1

- Jefferson County, IFAS Extension and interested farmers should meet to decide upon forming CSA(s) within the County.
- Jefferson County and IFAS Extension should provide training to farmers. Training topics can include determining farm costs, number and price of shares needed to cover costs, costs to feed participants and how much production the land can sustain.
- Jefferson County should help market the formation of the CSA to its residents and neighboring communities through a direct marketing plan. This could be done through a web advertisements, newspaper articles and displays at local farmers markets.

Phase 2

- Jefferson County, IFAS Extension, and interested farmers should hold exploratory meeting with prospective shareholders.
- Encourage shareholders to make a financial commitment to the CSA.

Phase 3

- The County should also maintain a Jefferson County CSA directory that informs potential shareholders of contact information, location of farms, CSA delivery and/or pick up points as well as other relevant information.



Example : 1 Week Family CSA Share

- 1 qt tomatoes
- 5 oz mesclun mix
- 1 head lettuce
- 2 cucumbers
- 1 -1/2 lb green beans
- a large bunch of herbs
- 2 radishes
- bunch of beets with tops

Source: <http://www.redlandorganics.com/CSAbrochure.htm>



**Natural Resources
Conservation Service:
Resource for individuals
wanting more information
about conservation
easements.**

**See Resource Toolkit*

Supporting Agriculture through Land Use

RECOMMENDATION. *Encourage the use of conservation easements to protect agricultural lands from higher densities and premature conversion.*

Advances all three objectives:

- *Promote agriculture as an economic engine through becoming a local food provider to North Florida*
- *Preserve Jefferson County's agricultural lands*

The Studio recommends that the County should use conservation easements to preserve agricultural lands. This is a legal method that would allow landowners to voluntarily restrict the ways in which a designated parcel of land can be used. Because agriculture is an important part of Jefferson County's identity, conservation easements coordinated with the Florida Department of Agriculture would ensure that privately owned lands are used in publicly desirable ways.

The push to preserve agricultural land would help to create a "culture of agriculture preservation" in Jefferson County where prime farmland is preserved indefinitely. Florida Statute §704.06 describes the method for the creation, acquisition, and enforcement of these tools. Because the State would be receiving the easement, it obtains the right and obligation to enforce the restrictions on both current and future owners of the property. The restrictions limit the type and amount of development that may occur on the parcel thereby preventing higher density development and the premature conversion of agricultural land.

A best practice of managing growth is to prioritize development and to not zone or otherwise designate land use any higher than necessary to ensure adequate infrastructure capacity, resource protection, and to

preserve the quality of life (DeGrove, 108, 1991). Because the restrictions are often in the public's interest and typically diminish the value of the land, landowners can receive property, income, and estate tax benefits from granting the easement. The extent of the tax benefits depends on the details of the conservation easement, federal and state incentives at the time the easement is complete and landowners' specific circumstances. Property owners of agricultural land would be encouraged to work with the Natural Resources Conservation Service (NRCS) in Jefferson County or a local land trust to learn more about conservation easements.

Implementation Phases

Phase 1

- Immediately create a "culture of agriculture preservation" by working with the Natural Resources Conservation Service coordinated through the Florida Department of Agriculture to create conservation easements on agricultural land uses.
- Encourage growth only within the Monticello urban service area.
- Support agriculture by allowing small-scale agriculture and private gardens in all residential and higher-density land use categories.

RECOMMENDATION. *Modify Comprehensive Plan to prioritize the preservation of agricultural lands.*

Advances all three objectives:

- *Promote agriculture as an economic engine through becoming a local food provider to North Florida*
- *Preserve Jefferson County's agricultural lands*

The Studio believes that good land use regulations paired with market based incentives yield a healthy balance of protection of natural and agricultural resource while protecting property rights. Prime agricultural farmland is a limited resource. Land use designations should be used to preserve and sustain this resource. Agricultural zoning should be meaningful and enforceable. The County's current Future Land Use Map does little to protect agricultural lands. If a developer or landowner can easily rezone or change their property's land use classification, the intention of the land use planning process has failed. Without a justifiable public good and lack of the requested land use elsewhere within the jurisdiction, no agricultural land should be converted to other uses. Jefferson County must ensure that all zoning and land use decisions and amendments to the Future Land Use Map (FLUM) protect the County's natural and agricultural resources while preserving the community's rural character.

Implementation Phases

Phase 1

- Revise agriculture land use classifications in the Comprehensive Plan to include:
 - Language that specifically discourages other land uses
 - Limits on the subdivision of land
 - Agriculture-related commercial uses

Phase 2

- Adopt a voluntary Farmland Mitigation and Protection Ordinance that allows developers or landowners who do develop agriculturally-designated lands to:
 - Receive density bonuses for preserving farmland
 - Permanently protect one acre of farmland for every one acre they convert to other uses. Result should yield no net loss of farmlands.

Phase 3

- Adopt a local Transfer of Development Rights Ordinance to protect agricultural lands.
 - Similar to the Environmental Protection TDR recommendation on page P-13.
 - Case study for an agricultural TDR program identified on PF Page 4



Jefferson County should avoid converting agricultural lands to other uses

Source: NRCS





COMMUNITY

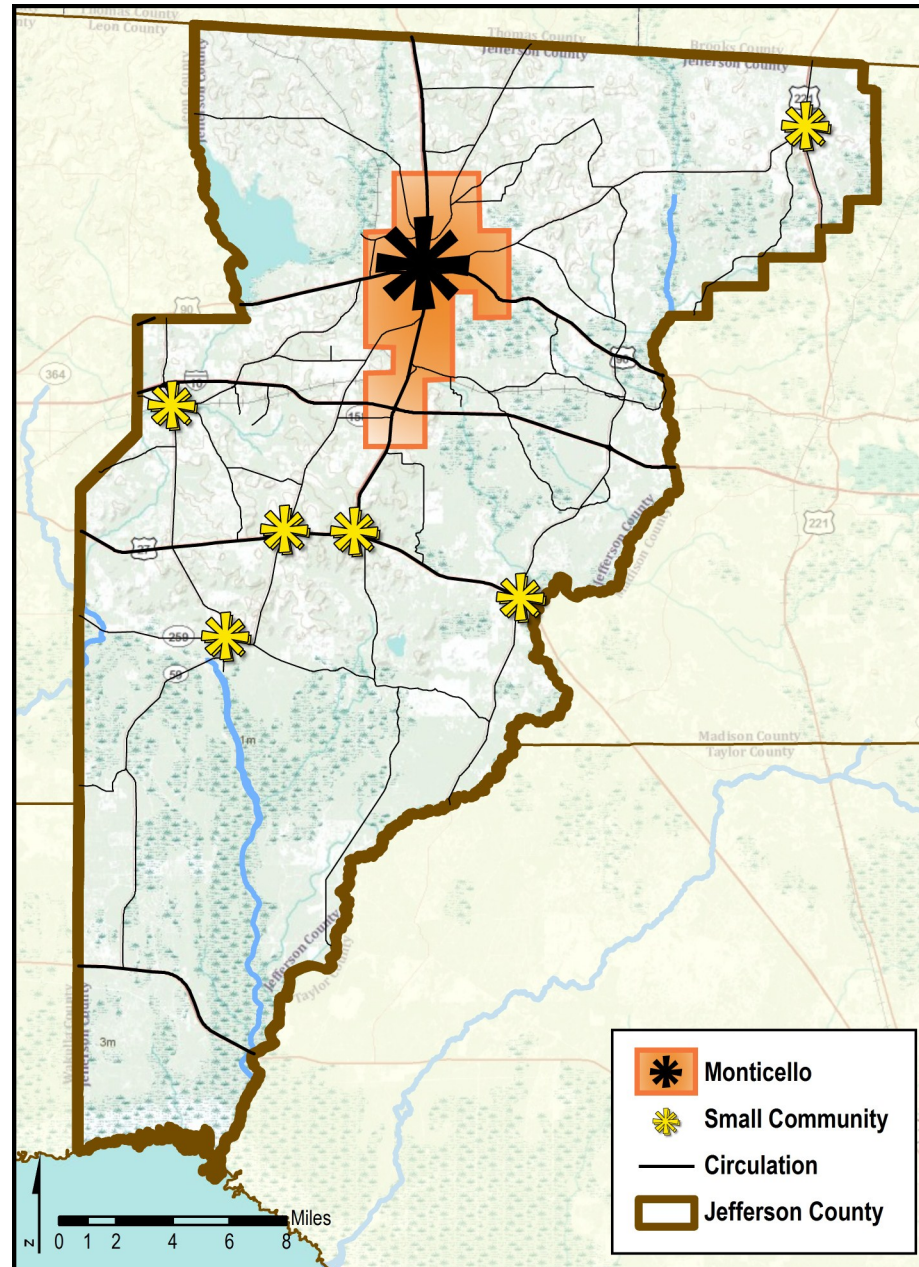


Figure P-5.1 The Community Plan for Jefferson County
Source: Jefferson County Studio

THE COMMUNITY PLAN

The Community Plan concentrates the recommendations within the urban service area (USA) outlined in *Figure P-5.1*. Comments provided during the community visioning exercises support this concentration of improvements within the City of Monticello, specifically in and around the downtown area. The recommendations offered here can be adopted in other areas when the scale of those communities outside the USA is accounted for.

The Plan calls for targeted development with the Urban Service Area (USA). This development includes infill of existing, vacant buildings, creation and maintenance of city parks, expansion of public services and increased multi-modal connectivity between destinations within the City of Monticello. The reasoning follows that the USA boundary defines the extent of the current water and sewer lines that can support more intensive uses. Concentrating development within this area will not only avoid the costs of new infrastructure construction but will eliminate the need to connect new developments to the existing water and sewer.

The Plan will create common social spaces and opportunities for residents to readily access those spaces. These spaces, while important for residents, will also support the attraction of visitors from the surrounding area.



COMMUNITY

GOAL - Create sustainable, accessible, and equitable communities while maintaining the cultural integrity of the County

A community is characterized by the relationships between its neighbors and residents. Jefferson County must provide four main functions to enable the development of vibrant and sustainable communities. The four functions include: providing services to County members, provide resources for the County, promote equitable standards in all areas of the County, and maintain access to all amenities in the County. In order for a community to form and support these relationships, there need to be accessible public places where residents and visitors can engage each other in a social capacity. This involves promoting walkability within neighborhoods, connecting neighborhoods with other social areas, and making social centers inviting. The recommendations regarding community are divided into the following primary focus areas:

Pedestrian-Oriented Community Centers

Downtown Revitalization

Community Development Projects

Jefferson Square

Together, the recommendations in these focus areas help to further the **five main objectives** that will help the County realize its goal of Community development.

- Enhance **traditional** cultural activities/heritage through community activities and expanding tourism opportunities
- Preserve and enhance **built environment** with infill and streetscape projects
- Foster **sustainable** economic growth through small business development and stable operating hours in built areas
- Promote social and economic **equity** through walkable communities, diverse housing options, and increased community resources
- Enable **affordable** housing through economic incentives and mixed-use development



Downtown Monticello
Source: Jefferson County Studio



Downtown Monticello
Source: Jefferson County Studio

“A thing is right when it tends to preserve the integrity, stability, and beauty of the biotic community. It is wrong when it tends otherwise.”

Aldo Leopold

Community Plan Phases				
Primary Focus Areas	Recommendations	Implementation Phases		
		Phase 1	Phase 2	Phase 3
Pedestrian-Oriented Community Centers Downtown Revitalization	Create a “Community Center” Overlay District (p.68)	<ul style="list-style-type: none"> Identify a “community center” Establish a TDR program Combine TDR and Mixed-Use Program to create Overlay District 	<ul style="list-style-type: none"> Tailor Overlay District to scale of community Adopt design standards for form based codes within the Overlay District 	
	Increase Infill Development Support (p. 72)	<ul style="list-style-type: none"> Create a Countywide Infill Coordinator Position Develop a TDR Program Community Acceptance 	<ul style="list-style-type: none"> Monticello Planning Policy Amendment Establish Design Guidelines 	<ul style="list-style-type: none"> Streamline Regulatory Process Development Standards Adopt Significant Financial Incentives Provide Incentives for Affordable Housing
	Increase Small Community Parks in Monticello (p. 74)	<ul style="list-style-type: none"> Select Existing Vacant Parcels for Community Parks Increase Community Involvement in Parks Provide Programming Opportunities Improve Physical Condition of Parks 	<ul style="list-style-type: none"> Connect Spaces to Existing Walkways Diversify Community Involvement Continue Diversifying Program Opportunities Maintain Parks through Dedicated Investors Implement Educational and Community Garden 	<ul style="list-style-type: none"> Maintain Community Involvement in Parks Maintain Park Programming Continue a Practice of Maintenance and Care
	Provide Increased Pedestrian Connectivity (p. 76)	<ul style="list-style-type: none"> Conduct Needs Assessment Identify Destinations to Connect Incorporate Input from Stakeholders Develop Action Plan for Strategic Support 	<ul style="list-style-type: none"> Prioritize Areas for Improvement Develop Partnerships with State and Regional Organizations for Best Practices 	<ul style="list-style-type: none"> Design Sidewalks to Fit Character of Monticello Begin Construction of Sidewalks
	Sufficiently Light Pedestrian Walkways while Contributing to Character of Monticello (p. 80)	<ul style="list-style-type: none"> Conduct a Study of Nighttime Street Activity Determine Appropriate Distance between Fixtures Select Fixtures to Fit Character Installation of Fixtures concurrently with Sidewalk development 		
	Establish a Marketing Plan For City Events (p. 82)	<ul style="list-style-type: none"> Determine the Demographics of the Patrons Attending Events 	<ul style="list-style-type: none"> Develop a Written Marketing Plan 	<ul style="list-style-type: none"> Keep Promotional Messages Tied to Community Theme
	Stabilize Operating Business Hours (p. 84)	<ul style="list-style-type: none"> Make Downtown Businesses Pledge to Increase Business Hours 	<ul style="list-style-type: none"> Continue to Build upon the Speaker Series at Main St. Monticello meetings 	
	Attract New Businesses to Monticello & Create Link , Jefferson County & Monticello Tourism (p. 85)	<ul style="list-style-type: none"> Coordinate Ecotourism with Downtown Tourism Efforts 	<ul style="list-style-type: none"> Establish Downtown Monticello as a Bicycle Destination 	<ul style="list-style-type: none"> Attract a Variety of New Businesses to Downtown Monticello
	Display Local High School Student’s Art in Vacant Storefronts (p. 86)	<ul style="list-style-type: none"> Establish Relationship with Vacant Store Landowners 	Coordinate with Local Schools	

Community Plan Phases				
Primary Focus Areas	Recommendations	Implementation Phases		
		Phase 1	Phase 2	Phase 3
Community Development Tables	Establish a Small Business Incubator (p. 88)	<ul style="list-style-type: none"> Conduct a Market Analysis Select an Incubator Site Prepare an Incubator-Financing Plan Incubator Organization and Management 	<ul style="list-style-type: none"> Establish Facility Design Select Support Service Offered by the Incubator 	<ul style="list-style-type: none"> Implement Marketing Practices
	Use Empty or Under-Used Historical Buildings for Infill Projects (p. 90)	<ul style="list-style-type: none"> Adopt Standard Regulations for Historic District 	<ul style="list-style-type: none"> Advise Developers for Guidance throughout Process 	<ul style="list-style-type: none"> Fill a Vacant Historic Landmark, such as the Historic Jefferson High School, as a Museum on African American History in Jefferson County
	Expand Library Branches in the County (p. 91)	<ul style="list-style-type: none"> Public Input 	<ul style="list-style-type: none"> Secure Funding for Library Determine Location of Library 	<ul style="list-style-type: none"> Community Involvement in Library Development and Design
Jefferson Square	Construct a Mixed-Use Center at Jefferson Square (p. 92)	<ul style="list-style-type: none"> Gather Public Input Conduct a Market Analysis 	<ul style="list-style-type: none"> Establish Mixed-Use Regulatory Codes Formulate Mixed-Use Center Design 	<ul style="list-style-type: none"> Implement Affordable Housing Incentives for Developers Construct Pedestrian-Oriented Ground Level Connectivity
	Connect Jefferson Square to Existing Bike Trails and Green Spaces (p. 96)	<ul style="list-style-type: none"> Secure Funding for Trail Connectivity Construct Wide Sidewalks and Bike Lanes Within Mixed-Use Center Design 	<ul style="list-style-type: none"> Create Walking Path and Small Community Park around Stormwater Pond Behind Property 	<ul style="list-style-type: none"> Connect New Water Street Park to Jefferson Square Connect Jefferson Square to “Rail to Trail” System in South Monticello Establish a Park-n-Ride in the north side of Jefferson Square
	Create Dynamic Community Spaces within Jefferson Square (p. 97)	<ul style="list-style-type: none"> Design for Outside Seating and Gathering Spaces 	<ul style="list-style-type: none"> Include Location for a Local Farmer’s Market 	<ul style="list-style-type: none"> Display Local Art and Incorporate other Beautification Methods



Pedestrian-Oriented Community Center

RECOMMENDATION: Create a “Community Center” Overlay District.

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Foster sustainable economic growth through small business development and stable operating hours in built areas
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources
- Enable affordable housing through economic incentives and mixed-use development

Communities can be categorized according to the physical scale of the height of community buildings and houses in relation to the width of streets and the intensity of uses. The significant differences between small and “Monticello”-scale communities in Jefferson County include:

- Available infrastructure
- Services available to the nearby population
- Current Land Uses
- Streetscape or Built Environment Characteristics (Design Standards)

However, even with the differing degrees of the characteristics above among these hierarchies of community, there are similar approaches to containment of development and preservation of natural or agricultural lands surrounding residential zones. These proposed zones are outlined in *Figure P-5.2* which shows a community center in the red interior of the containment circle. Any destination within the green surrounding layer

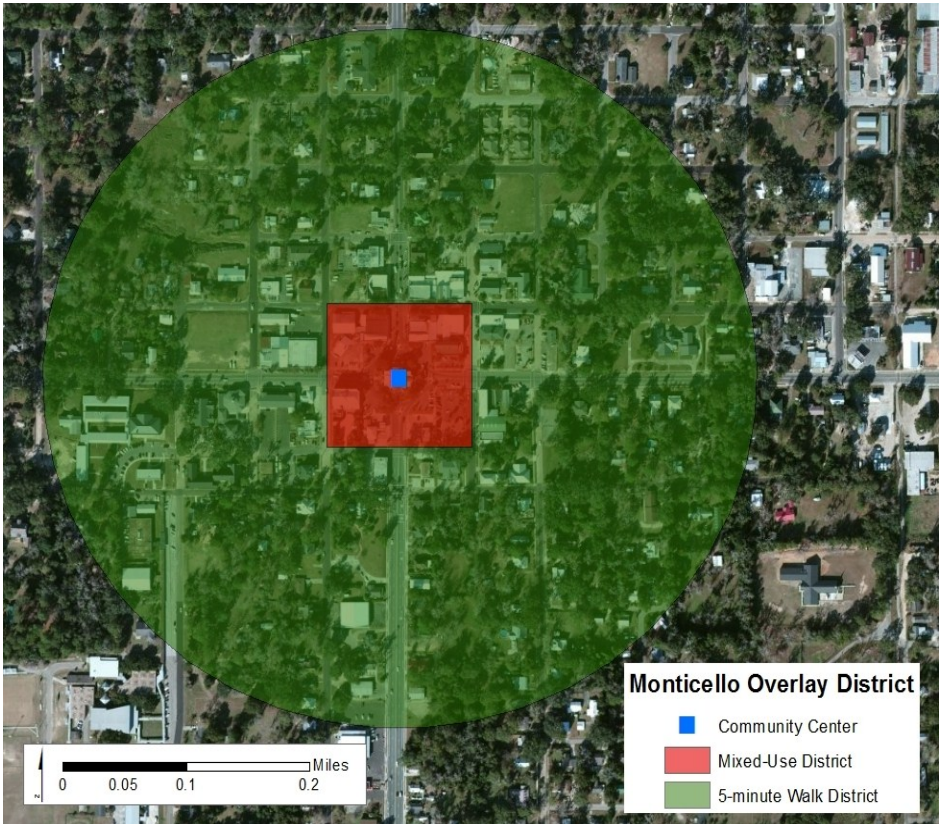


Figure P-5.2 Community Center Overlay District in Downtown Monticello
Source: Jefferson County Studio

Monticello Overlay District

Figure P-5.2 above demonstrates what the Community Center Overlay District would look like over Downtown Monticello. The Community Center here is the Jefferson County Courthouse. The four blocks immediately surrounding the Courthouse should be considered for mixed-use development. Extending further is the green 5-minute walking district which should contain other commercial or civic destinations for pedestrians.

is within a five minute walk of the community center and may include public service offices or tourist destinations. Immediately outside the five minute walking area, residential zones would buffer the exterior natural areas from the more intensive uses of the community centers.

If the layer of a district encompasses 25 percent or more of a parcel, that parcel will be absorbed into the Mixed-Use District Overlay and the standards set forth by the community would apply to development on that specific parcel. This delineation of community centers, five minute walking areas, and residential zones would clearly demonstrate where development is desirable and where it would better contribute to service needs. For example, developing within the community center district or the five minute walking area instead of converting uses of exterior agricultural lands would preserve contiguous natural areas. This can be accomplished through the use of a Transfer Development Rights (TDR) program, designating the red mixed-use development area as a receiving district.

While the image on the previous page indicates how this overlay would appear over the downtown district of Monticello, the overlay can be used in other areas of Monticello and in other communities in the County (Figure P-5.3). Within these hierarchies of community, there are related approaches to containment of development and preservation of natural or agricultural lands surrounding residential zones.

Phase Implementation

Phase 1

- **Identify a “community center” within a community around which to concentrate development and intensity of use:** This immediate developable area may vary with the character and extent of current development within each community. The scale of development within a larger, more intensified community like

Community Center Overlay District in Waukeena

Figure P-5.3 below is another example of the overlay district. Slightly different here is the change in hierarchy. The scale of the community in Waukeena is not similar to the scale of community in Monticello. Hence, the community center selected is a local convenience store, selected here as a starting point for an expanded MUD in the future. Other developments could be transferred to the mixed-use district immediately surrounding this convenience store. A majority of the 5-minute walking district will be occupied by residences. Focusing development in and around this starting point will preserve the agricultural lands and natural features surrounding the residential areas.



Figure P-5.3 Example of Community Center Overlay in Waukeena
Source: Jefferson County Studio

For examples of TDR implementation in Jefferson County see: *Using Transfer of Development Rights in Overlay District*, page P-7; or *Downtown Revitalization*, page P-73.





See **Overlay District implementation** in Taylor County Comprehensive Plan case study on page PF-2

For more **resources** on Form Based Codes see:

- Form Based Codes Institute: <http://www.formbasedcodes.org>
- Understanding Form Based Code Transects: <http://www.youtube.com/watch?v=yvjHEqBlcRY>

- Monticello will not mirror the scale (or type) of development within small communities like Waukeelah.
- **Establish a TDR program in which land owners and developers can purchase appropriate development rights:** Guiding future development away from the agricultural lands the County would like to preserve would involve providing land owners and developers with the opportunity to concentrate that development elsewhere. Identifying sending/receiving districts within a community, or between communities, would accomplish this.
- **Combine the demarcated sending/receiving districts, community centers and the immediate surrounding developable, mixed-use zone to display the resulting layered Overlay District.**

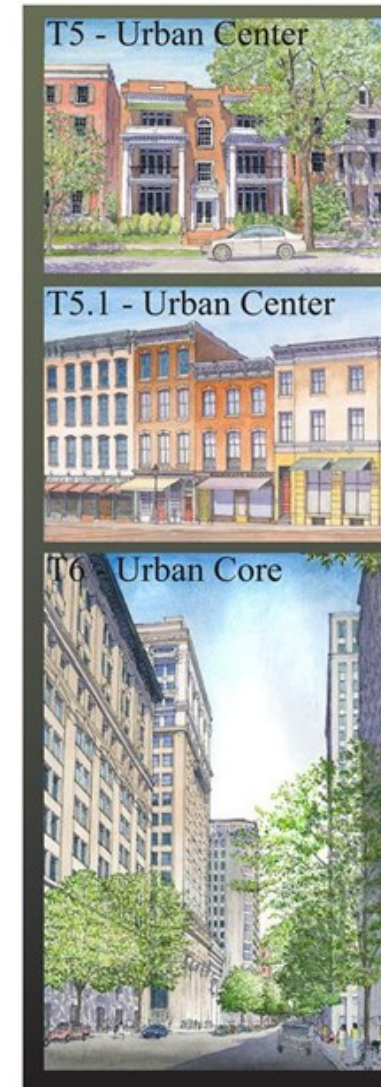
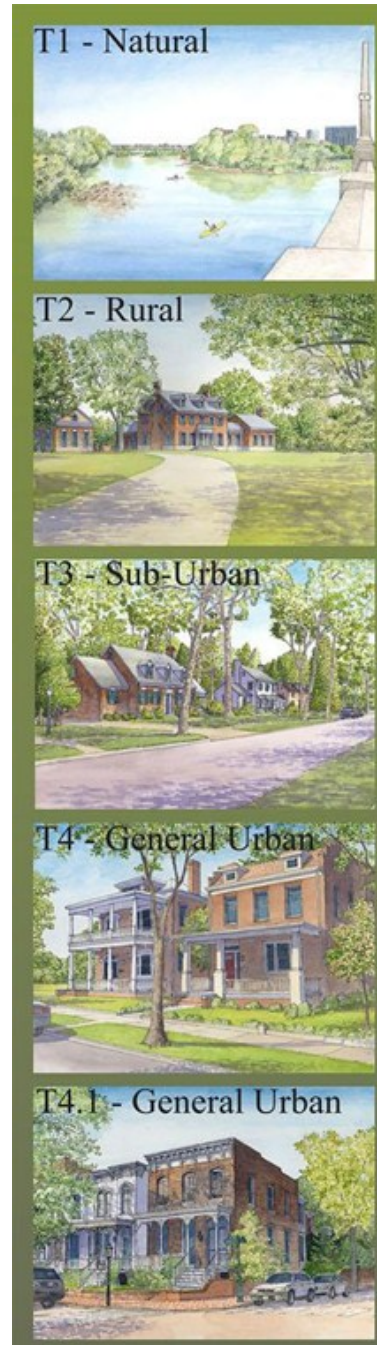
Phase 2

- **Once districts within the Overlay have been clearly identified, tailor the Overlay District to the scale of each community:** The hierarchy of scale within Jefferson County ranges from Monticello to the smaller and less dense communities like Waukeelah, Drifton, and Wacissa. As such, the mixed-use district of the overlay in Monticello, which may include affordable housing, childcare, offices, and commercial uses, will be markedly different from the mixed-use of a small community. By contrast, small communities may only have a local convenience store surrounded by relatively dense residential development. The types of destinations within the five minute walking radius around these community centers will also differ between Monticello and the smaller communities. Where Monticello may offer an African-American History Museum within a five minute walk of the Jefferson County Courthouse, Waukeelah and Wacissa may only have more residential areas or agricultural lands.



Example of Mixed-Use development and form base design standards
Source: <http://art.com>

- **Adopt design standards for Form Based Codes (FBCs) within the Overlay District to establish a design relationship between the buildings, sidewalks, landscaping, lighting, street furniture, etc.:** The appearance of development within the mixed-use district should fit the form and function of the community center itself. In Monticello, the FBCs would not amend the underlying zoning framework. Instead, the focus would be on the consistency of physical form of buildings instead of separating allowable uses. This approach encourages mixed-used development and can also support an increasing emphasis on bicyclist/pedestrian-friendly sidewalk and street designs. FBCs can also be used in small communities where zoning is non-existent. The FBCs, once again, would not be considered conventional zoning as they do not dictate the uses allowable within the Community Center Overlay District but would instead assure that the façade of those uses maintains the character of the community. Main Street FBCs may differ significantly from Historic District FBCs. FBC Transects visually demonstrate how FBCs look in varying community scales



*Example of Form Based Code Transects
(T1-T6 Image)*

Source: <http://www.urbanindy.com/2010/10/20/zoned-out-indy/form-based-code-transect/>





Preferred Downtown Environment based on results from the Visual Preference Survey

Source: Jefferson County Studio

See case study on the best practices implemented in the ‘City of Sacramento Infill Strategy’ (p. 11)

Downtown Revitalization

RECOMMENDATION: *Implement infill development policies within Jefferson County Planning Department*

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Foster sustainable economic growth through small business development and stable operating hours in built areas
- Enable affordable housing through economic incentives and mixed-use development

Infill development is the process of developing vacant or under-used parcels within existing developed areas that are already largely developed. Jefferson County residents have demonstrated a preference for full and vibrant downtown environments, which many of their current built areas lack due to empty lots or vacant buildings. Many areas within Monticello have significant potential for infill and redevelopment. Building upon the 5-minute Community Center outlined in the previous recommendation, the Studio established some primary goals for the infill policies applied within Jefferson County including:

- Providing for affordable housing options within the County
- Promoting infill development, rehabilitation, and reuse that contributes to the character of the surrounding areas
- Revising Jefferson County plans and ordinances to support infill development goals
- Removing regulatory obstacles and creating flexible development standards for infill developers
- Providing focused incentives and project assistance to assist in infill development
- Engaging the community to ensure new infill development addresses

neighborhood concerns and to gain greater understanding and support for infill development

Focusing on infill development will increase property values in the town centers, foster community identity, and promote sustainable use of space. Results from the community meetings, as identified through the Visual Preference Survey results, reinforce the interest in filling empty buildings within Monticello, specifically empty commercial properties.

Implementation Phases

Phase 1

- **Create a Countywide Infill Coordinator Position:** Monticello will create this new position to promote and market infill development, assist infill projects through the development process, identify infill project issues, and implement various infill incentive programs. The Coordinator will work with County and City departments and other agencies involved in infill development processes to streamline the process for developers. The Coordinator will also be responsible for monitoring and tracking infill development and programs, identifying and implementing additional infill programs, and pursuing additional grant funding and other financial support opportunities.
- **Develop a Transfer of Development Right Program:** Jefferson County will implement a TDR Program to manage land development within Monticello. As demonstrated in *Figure P-5.4*, the TDR will allow landowners to sever development rights from properties in the County-designated low-density agricultural areas, the “sending area”, and sell them to purchasers who want to increase the density of development in areas that the County has selected as higher density areas, the “receiving area”.
- **Adopt an Infill Strategy with Annual Monitoring and Reporting on Infill Development:** The Infill Coordinator will annually report to the County Commissioners on the status of infill development and implementation of the Infill Strategy and will assess the effectiveness

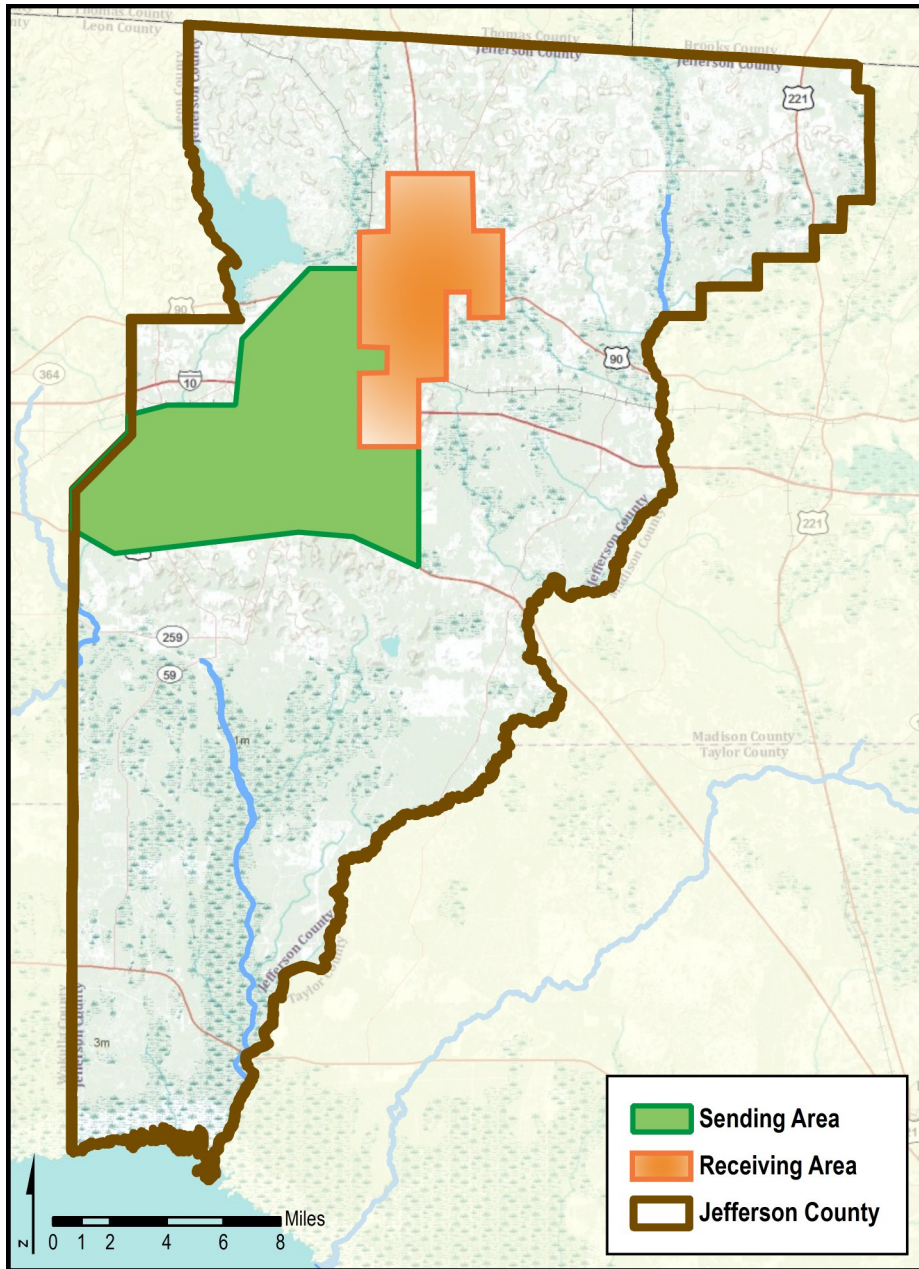


Figure P-5.4 TDR Program Sending and Receiving Areas

Source: Jefferson County Studio

of certain programs, progress in achieving Monticello's infill goals, and recommend new programs or funding.

- **Community acceptance:** Due to one of the primary constraints on infill development being community skepticism, an important element of success in infill development is maintaining transparency in the process. The community needs to remain informed and involved in the process. Monticello should hold meetings to educate the community on the goals and benefits of infill, listen and respond to concerns, and ensure continued high quality and safe design.

Phase 2

- **Monticello Planning Policy Amendment:** This amendment will provide a policy framework for enacting the infill strategies in the City, including pursuing additional funding and support, identifying priorities, and standardizing building codes for the City.
- **Establish clear design guidelines:** In an area such as Monticello, it is especially significant that new development matches the character of the surrounding buildings. It is therefore necessary to have appropriate design guidelines that ensure infill development is designed in a fashion to meet these goals. Particularly important are the guidelines for commercial corridors (City of Sacramento, 2002).

Phase 3

- **Provide Incentives for Affordable Housing Infill:** Jefferson County policies must address the disadvantaged population directly. Currently, affordable housing is lacking in many of the towns and especially in Downtown Monticello. The County shall encourage infill developers to create affordable housing options through incentives such as: expedited permit processing, density bonuses, identifying qualified renters or buyers, and reduced fees.
- **Streamline regulatory process and create flexible development standards for infill projects:** Using input from stakeholders, County Commissioners will uphold policies that apply flexibility and require staff approvals for infill development that meets the criteria of the



There have been many studies on the relationships between open green spaces and adjacent property values. The **National Park Service** is just one organization that has focused on the studies that reveal increases in property values in instances where the property is located near or adjacent to open spaces. (<http://www.nps.gov/pwso/rtca/propval.htm>)

established form based code.

- Areas of interest include:
 - Building Codes
 - Parking
 - Public Improvements
 - Infrastructure
 - Traffic Levels
 - Street Lighting
 - Affordable Housing
- **Adopt significant financial incentives for infill developers:** Infill programs require significant financial backing from a variety of sources. Typical methods include tax-increment financing, acquiring and assembling land, fee reductions and deferrals, assuming or sharing costs of infrastructure improvements, allocation of general funds, and using or leveraging other funding sources such as community development block grants, housing funds, tax credit programs, and other funding programs.
- **Provide Incentives for Affordable Housing Infill:** Jefferson County policies must address the disadvantaged population directly. Currently, affordable housing is lacking in many of the towns and especially in Downtown Monticello. The County shall encourage infill developers to create affordable housing options through incentives such as: expedited permit processing, density bonuses, identifying qualified renters or buyers, and reduced fees.

These recommendations are all aimed at achieving an infill strategy that involves political and financial commitment to changing current development policies, determining creative methods of addressing regulatory limitations, and locating substantial funding sources. These policies take the first step at reducing some of the most significant constraints on infill development and identify some ongoing difficulties, such as funding sources.

RECOMMENDATION: *Increase and maintain small community parks in Monticello.*

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources

Jefferson County is replete with natural resources and state lands, yet many areas are lacking common green spaces. Specifically, an increase in community parks within Monticello, as well as the connectivity between these spaces in built spaces, would provide social, economic, and environmental benefits to residents and visitors. According to GIS data, there are 16 vacant commercial properties in Monticello and 421 vacant residential properties that could be used as strategic areas for community open spaces. *Figure P-5.5* focuses on those vacant properties which are most centrally located to Downtown Monticello and would fall within the one-quarter town center discussed on page 68. Community parks improve physical and psychological health, strengthen community ties, increase property values of neighboring parcels, and make neighborhoods and cities more attractive places to live and work.

Implementation Phases

Phase 1

- **Select Existing Vacant Parcels for Community Parks:** The Studio determined which parcels within Monticello would be most ideal for urban park designs. These parcels were selected based on certain criteria: existing, vacant parcels; no current structures on the parcel; local vegetation; proximity to residential and commercial areas; and walkability to surrounding areas and nearby green spaces. Choosing

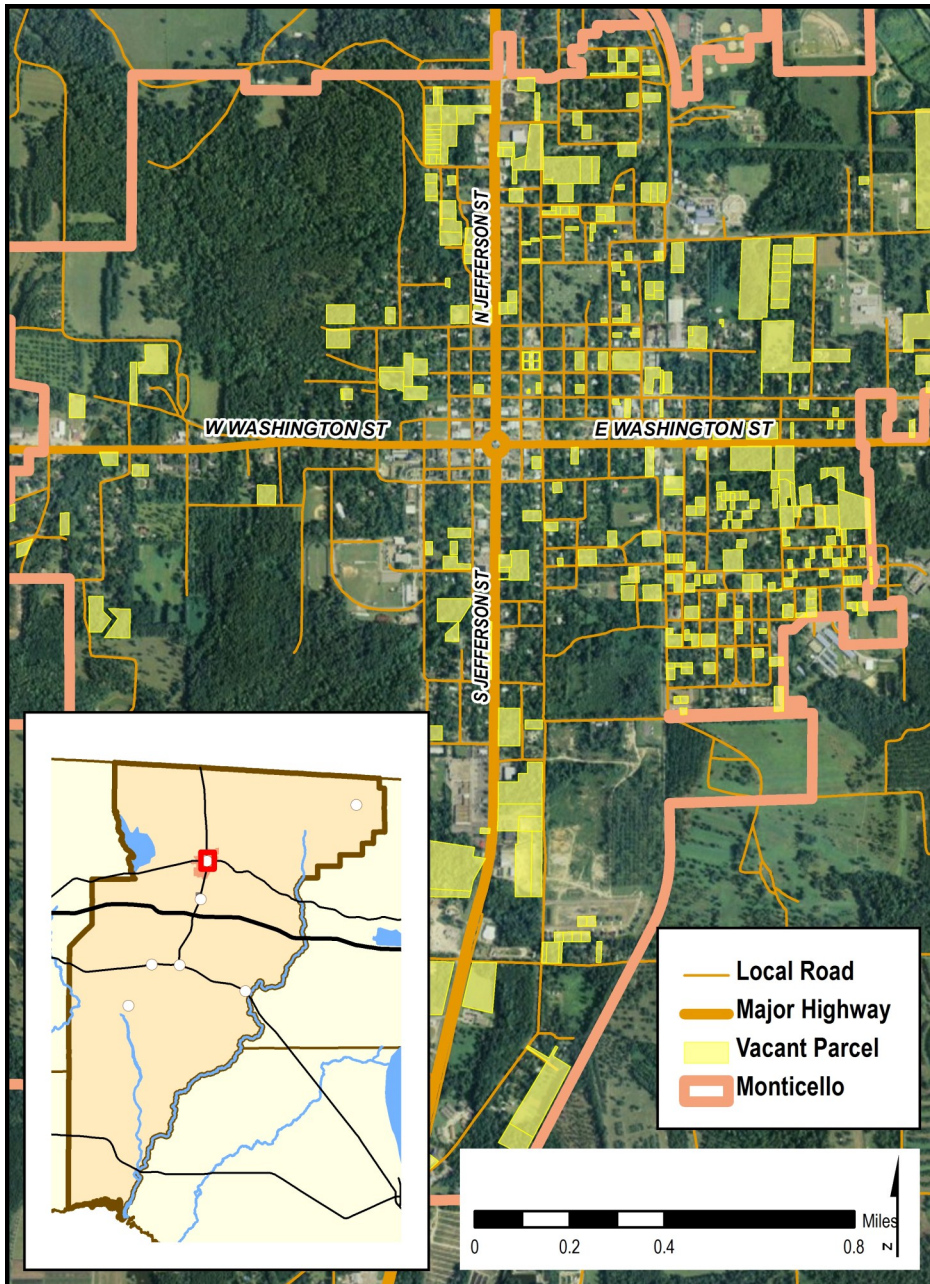


Figure P-5.5 Vacant Parcels in Monticello as potential locations for Community Parks

existing vacant parcels is a less expensive option than clearing spaces for urban parks, and Monticello has some prime areas for this type of use. Apply for federal and state grants for acquisition of properties, such as the Florida Recreation Development Assistance Program. (<http://www.dep.state.fl.us/parks/OIRS/default.htm>)

- **Determine Size and Activity Center of Parks:** The images to the right demonstrate the range of sizes and activities within parks. These public spaces should have easily understood goals like children’s playground, recreation, or casual relaxation areas.
- **Increase Community Involvement in Parks:** Incorporate both local partners and develop leadership skills and networks within the neighborhood spaces. Determine new leaders and partners in the neighborhood park project, and include the Parks and Recreation Board.
- **Provide Programming Opportunities to Promote Park Use:** Establish new park events and increase attendance at those events.
- **Improve Physical Condition of Parks:** Increase resources and investment in park facilities and programs. Initiate small scale, physical improvements, such as addition of trash receptacles. To finance improvements, appeal to residents and local businesses to “sponsor” specific parks. They will financially support the park and signage will designate who beautifies specific spaces.

Phase 2

- **Connect Chosen Spaces to Existing Walkways:** Choose spaces could easily be connected to existing pedestrian walkways, maintaining safe pathways for children traveling to the parks and bike paths for alternate modes of traveling to the park.
- **Diversify Community Involvement in Parks:** Offer new opportunities for collaborators and increase relationships among partners.
- **Continue Diversifying Program Opportunities:** Maintain a diversity of programs and continue diversifying park uses.
- **Maintain Parks through Dedicated Investors:** Supply more resources for ongoing physical improvements, maintenance, and



Community Park Varieties
Source: Jefferson County Studio



“The ballet of the good city sidewalk never repeats itself from place to place, and in any once place is always replete with new improvisations.”

— Jane Jacobs, *The Death and Life of Great American Cities*

repair of the parks.

- **Implement Educational and Community Garden Program:** Involve the community in their green space improvement is through a combination educational vegetation and community garden program. Local schools and organizations, such as the 4-H Club, will start a community garden program in one of the green spaces near downtown.

Phase 3

- **Maintain Community Involvement in Parks:** Continue the previously established community involvement policies in and ongoing and effective partnership between the parks and community.
- **Maintain Park Programming:** Continue to actively program for park uses in the community
- **Continue a Practice of Maintenance and Care:** Maintain accessible, safe, clean conditions in neighborhood parks.

Through the implementation of these recommendations and associated steps, as well as a thorough determination of financial options for funding, Monticello can increase the number of small neighborhood parks within their city center as well as improve upon existing parks through community involvement strategies.

RECOMMENDATION: Remove barriers to establishing a walkable community by providing high connectivity pedestrian/bicycle facilities to popular community destinations

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources
- Foster sustainable economic growth through small business development and stable operating hours in built areas

During the visioning meeting exercises, Jefferson County residents noted that if their community were more walkable, they could encourage their children to walk to school instead of having to take the bus or be driven by their parents. They cited safety concerns, specifically how if they presently chose to walk in their neighborhoods they would be sharing the street with cars. Residents find this problematic, both as the driver and as the pedestrian. The importance of sidewalks goes beyond the safety standard and encourages residents to view the places in which they live from the ground instead of from the window of a passing car. When pedestrians are encouraged to walk around their neighborhoods and their community centers, they are prone to notice issues and details that may have otherwise gone unnoticed before. This includes shops and parks that are hidden by large trees, not easily visible from the street. Therefore, sidewalks are economically beneficial as they connect businesses to residential and recreational areas, thereby promoting commerce and a healthy lifestyle. This connectivity is not only important for people already living in Jefferson County, but individuals visiting for a special event or just passing through.

When more public places are encouraged, this may indirectly address the

racial tensions identified during the community involvement processes. Encouraging interpersonal interaction fosters social capital as mentioned in the transportation recommendations. Increased social capital strengthens the community and encourages communication among its residents.

Implementation Phases

Phase 1

- **Conduct a targeted “Stakeholder Needs Assessment” to determine desired community connectivity:** While Jefferson County residents have expressed locations where they would prefer bicycle paths, the County should survey residents and interest groups that will actually use the bikeable facilities. Mapping exercises similar to those used in the Jefferson County visioning meeting would provide stakeholders with visual reference to the physical relationship between existing facilities and social areas they visit often. Discussions should also focus on the safety of current walkable areas.

One area within Monticello identified by residents as having inadequate pedestrian and bikeable facilities is the area referred to as Roostertown, the conditions of which are featured in the sidebar photograph. Roostertown is a neighborhood located approximately one-half mile southeast from the Jefferson County Courthouse. The lack of walkable areas and safe pedestrian paths which would otherwise connect this neighborhood to the center of Monticello makes mobility a challenge for those choosing to walk as well as those residents who have no choice but to walk to reach their destinations.

Transportation and mobility are significant functions of a community. Being able to move between popular or necessary origins and destinations while connecting those destinations with residential areas are essential parts of that function. *Figure P-5.6* demonstrates two destinations that could potentially be connected to Roostertown with a

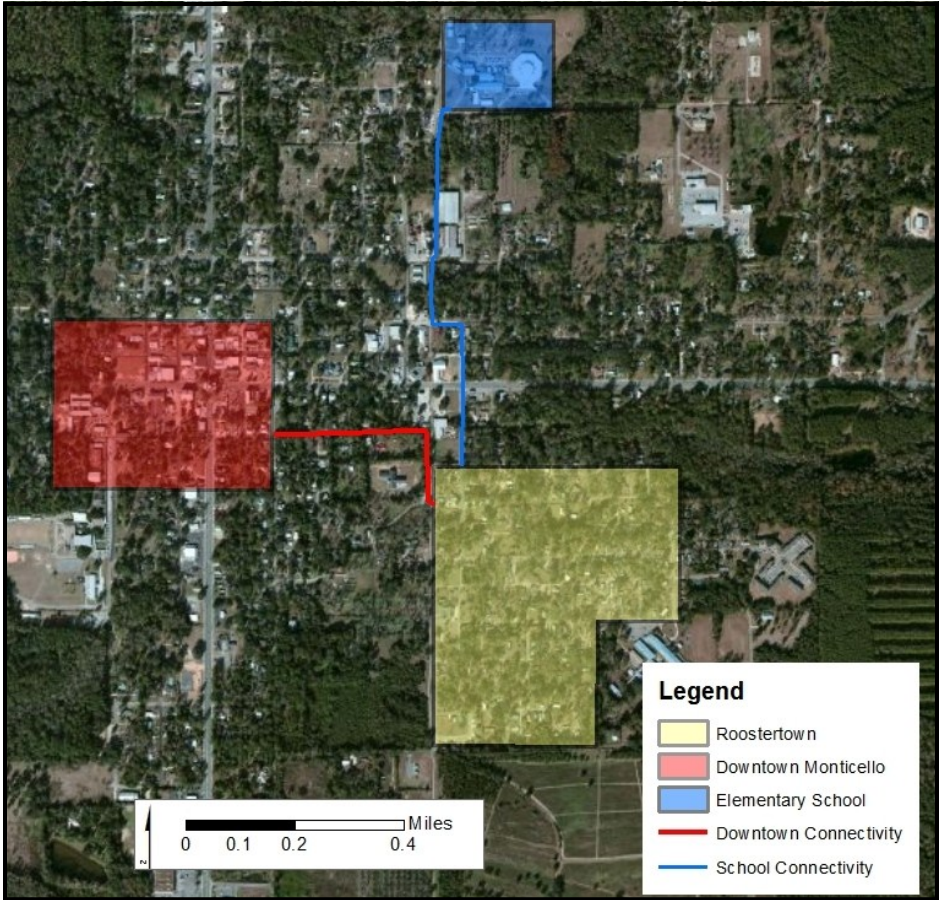


Figure P-5.6 Connecting Roostertown to Community Areas

Source: Jefferson County Studio

series of sidewalks within the Roostertown community: the Jefferson County Elementary School and the Downtown Monticello area. Without these recreational and civic connections, neighborhoods like Roostertown are islands within the larger community, isolated from vital social networks.

- **Identify thoroughfares that can accommodate sidewalks and reinforce access to other destinations in Monticello:** Local



*Roostertown: Existing Intersection:
Martin Luther King Jr. & 1st Street
Source: GoogleEarth*





**Florida Department of Transportation
SRS Coordinator:**

Pat Pieratte
Phone Number: (850) 245-1529
Fax Number: (850) 245-1554
Email: pat.pieratte@dot.state.fl.us
Web: http://www.dot.state.fl.us/safety/SRTS_files/SRTS.shtm

agency transportation officials should determine which transportation routes identified by stakeholders in the previous step can accommodate pedestrian facilities considering the present width of the street and speed limits. Roads with the capacity for improvement and which provide appealing shared roadway conditions will determine the extent of connectivity along existing traffic routes. A follow-up stakeholder meeting to discuss these feasibility issues may be necessary depending on the results.

- **Identify destinations within and surrounding the neighborhood to connect with pedestrian walkways:** For pedestrian connectivity to destinations outside of neighborhoods planning officials should incorporate input from community stakeholders. County officials should invest resources in a study of locations where there is or could potentially be an increase in pedestrian usage. These destinations can include local churches, schools, parks, and shopping centers. *Figure P-5.6* demonstrates the spatial relation of Roostertown to the two destinations listed above and also highlights the routes residents may use to reach those places. Distance from Roostertown to:

- Jefferson County Elementary School = 0.8 miles
- Jefferson County Courthouse = 0.6 miles

- **Institutionalize pedestrian-friendly transportation policies and marketing campaigns:** Once funding is secured, community and official support would need to ensure policies that encourage the use of pedestrian paths and trails are included in Jefferson County's transportation policies. Pedestrian mobility is an important factor to implementing multi-modal streets that can accommodate sidewalks, bike lanes, and automobile traffic. The official support of a pedestrian oriented lifestyle in Jefferson County would be conveyed to local residents through the use of media outreach plan. The walkability of the downtown area and surrounding areas can be highlighted during festivals and weekend events. Additional steps

can include the printing of brochures and maps clearly delineating the walkable paths in Monticello, the areas they connect, and activities available at those featured destinations.

- County officials should also take into consideration the adoption of new setback requirements for buildings and traffic ways along roads that currently are or could be considered pedestrian-oriented. Make allowances for outdoor seating (café-style accommodations), benches, vegetation and landscaping for character development. Public transportation is also important for transportation disadvantaged sections of the population. Often, this section of the population includes the elderly and the youth who either do not want to or cannot operate an automobile. To support access to public transit hubs, establishing connectivity using existing walkways and identifying areas where connectivity is lacking will be vital to meeting this transportation goal.

Phase 2

- **Develop a strategic action plan to set forth pedestrian safety countermeasures:** Local planning officials should coordinate with the Florida Department of Transportation for assistance in drafting and implementing a "Strategic Bikability/Pedestrian Action Plan." Within this plan, Jefferson County officials will state the community's short and long-term goals for pedestrian safety measures and connectivity goals based on community and stakeholder input as well as community goals.
- **Administration should attempt to familiarize themselves with the support and training** available through the U.S. Department of Transportation Federal Highway Administration in their online compilation of best practices, pedestrian safety action plans, and free webinars (http://safety.fhwa.dot.gov/ped_bike/).
- **Through partnerships with interest groups and transportation agencies, secure funding sources:** Using the strategic plan drafted



in the previous step, Jefferson County should partner with interest groups to present clear goals and objectives within the plan to local agencies and organizations. Funding for the construction of walkable areas and paths can potentially come from the following sources:

- Combined projects: Safe Routes to Schools funding supports walkability initiatives for school children and includes funding for bicycle safety measures. The combined project approach would be relevant along Railroad Street from Roostertown north to connect to the local elementary school.
- Public Fundraising Campaign: Groups and individuals invested in the construction and maintenance of sidewalks may contribute to an endowment of private local donations for future maintenance.
- The Capital Regional Transportation Planning Agency (CRTPA) – CRTPA is in the initial stages of assessing the pedestrian facilities currently available throughout Jefferson County to be included in a *Bike/Ped Master Plan*.
- Florida Department of Transportation (FDOT) has partnered with local communities through the Safe Routes to Schools program to create pedestrian safety action plans and even assist with funding for the implementation of these action plans. Coordinate goals with National Center for Safe Routes to Schools (SRS) for the State of Florida. Funding to construct sidewalks is also available through the SRS program.

Phase 3

- **Begin construction of new sidewalks by prioritized areas:** The priority areas should have been identified in the strategic action plan from Phase II. There will be stages to the need and desirability of walkable areas. Since connectivity would be a subsection of the county-wide Bike/Ped Master plan, bicycle paths may need to be constructed within neighborhood before they can eventually be connected to main traffic areas. This prioritization will be at the discretion of the strategic plan drafters.

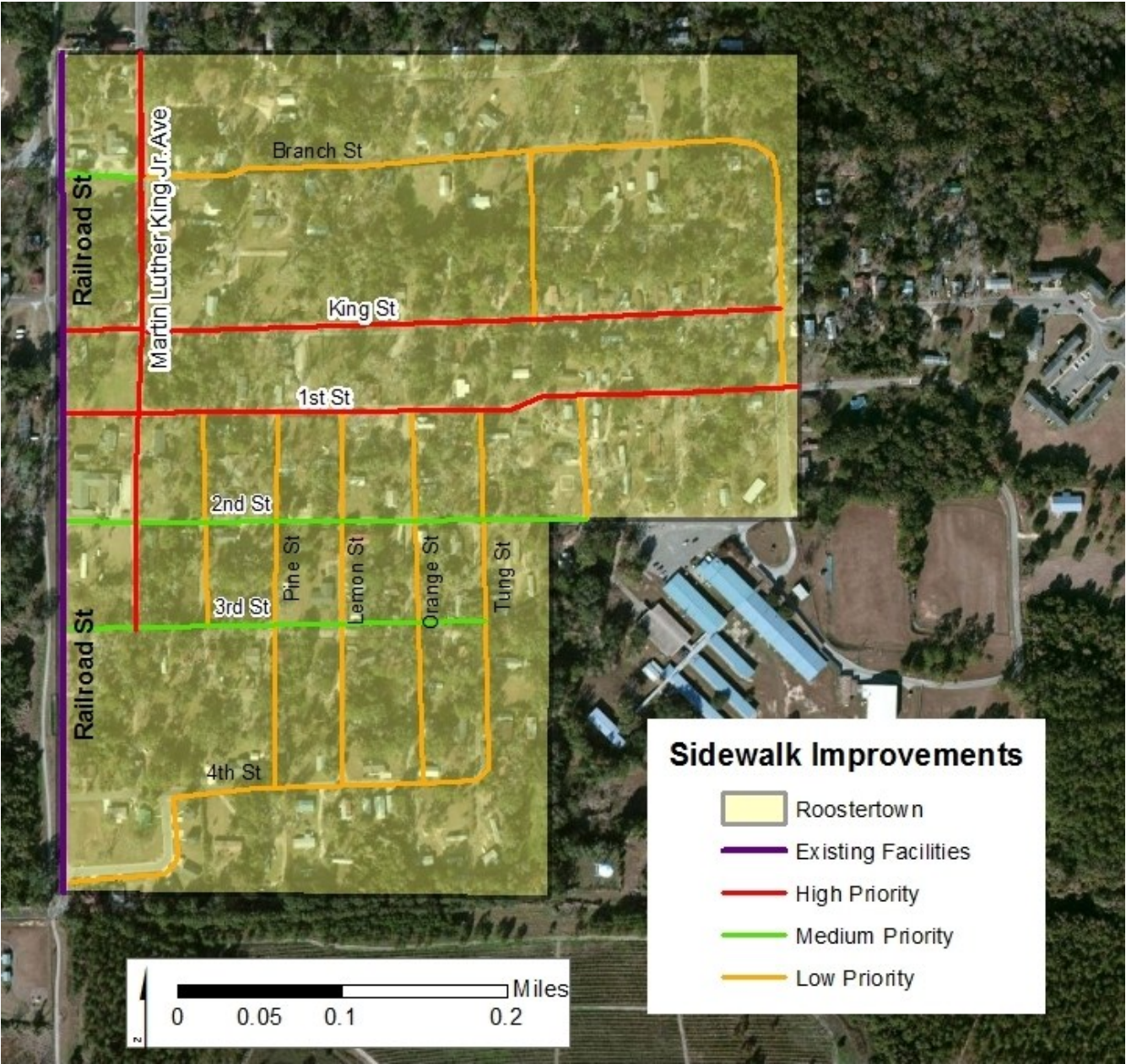


Figure P-5.7 Prioritized Streets for New Sidewalks in Rooster Town
Source: GoogleEarth



See *Safety Layer*, page PF 44.
Figure PF-4.2 *Safety Layer Results*
Monticello Inset Map



*"Cobra Head" Light Fixture Example of
poor pedestrian lighting*
Source: Flickr

- Organizing construction according to the prioritization plan follows the information presented in for Roostertown in *Figure P-5.7*. Railroad Street already has existing pedestrian facilities. Highest priority would then be given to streets that would connect to Railroad Street and Martin Luther King Jr. Highest priority streets would establish connectivity to external roads and sidewalks. Phasing the construction of new sidewalks would meet construction goals in the face of limited funding.
- **Design sidewalks to fit the historic and rural character of the community.** Sidewalks should fit the pedestrian traffic that will eventually use it and also fit the surrounding character of the area. Constructing 8-foot sidewalks in a residential neighborhood would appear out-of-place, contributing the visible impervious area and detracting from the rural aesthetic of the neighborhood itself. During both community visioning sessions held in Jefferson County, participants were resoundingly clear about the importance of having access to safe, beautiful sidewalks. Responses to the Visual Preference Survey exercise support this across a range of categories including residential areas, downtown Monticello, and through areas with a primarily recreational use.
- **Improve the quality and safety of current pedestrian facilities:** This step may be implemented concurrently with the construction of new walkways. Residents will not find the construction of new sidewalks encouraging if current sidewalks are not safe or usable. The safety record of current paths should be addressed before assuming additional path construction and maintenance.

Advances Objectives:

RECOMMENDATION: *Sufficiently light pedestrian pathways for night safety.*

- Enhance traditional cultural activities/heritage through community activities and expanding tourism opportunities
- Preserve and enhance built environment with infill and streetscape projects

Participants at the community visioning meeting identified areas in Monticello they deemed unsafe at night due to lack of sidewalks and particularly a lack of walkway lighting. Sidewalks alone are insufficient to address the safety and social interaction concerns of Jefferson County. Pedestrian friendly lighting is equally important. With a limited number of evening functions, the number of necessary street lamps to adequately light sidewalks and paths will differ greatly from communities that are much more active at night. Though the amount of lighting each area would need would depend highly on the evening functions of that community, lampposts also serve to contribute to the theme of the street, neighborhood, and city overall. Where there is an identifiable character to a street, it is easier for pedestrians to find that area aesthetically pleasing and as a result, inviting. Currently, throughout Monticello and other unincorporated areas of Jefferson County, the lighting fixtures predominantly being used are those referred to as "Cobra-Head" lights, featured here in the sidebar.

While these fixtures effectively light the street for motorists, they are not conducive to a pedestrian friendly street. Because the head of light is so far removed from the streetscape, the use of cobra-head lights tends to create many dark spots along the street. In communities where residents would enjoy evening walks, the ability to identify another pedestrian approaching them on the street is greatly hampered by poor lighting. Not only does this run counter to addressing the safety issues residents are so concerned about, but dark spots can also be perceived as unsafe. Even if the actual crime level is low, insufficient lighting detracts from the

perception of safety and will therefore affect the number of people who willingly venture out during the night (Boyce et al, 2000). The more dark spots along a street, the fewer the people that can watch out for illicit activity.

When seeking to promote pedestrian friendly atmosphere, there is little consensus on what the proper height of light fixtures should be. The height considered conducive to pedestrian-oriented lighting ranges anywhere from eight to fifteen feet depending on location. Taking into consideration the number of trees along walkways in Jefferson County, the preferred height will be between eight and twelve feet above the sidewalk. Pedestrian friendly lighting will do very little to achieve its goals if the lighting is lost between the trees.

Implementation Phases

Phase I

- Conduct a study to analyze the intensity of activity on a street after dark
- Due to the fact that few Jefferson County businesses are open late into the night, extensive amounts of light may be unnecessary and may even go so far as to be considered a nuisance to residents. In situations like this, densely installing lampposts on each side of the street may be overkill if the number of pedestrians who can benefit from the practice is still relatively low.
- Determine the appropriate distance between light fixtures to sufficiently light streets/sidewalks without crowding the curb with lamp posts. *Figure P-5.7* shows an example of one street cross-section in Downtown Monticello before and after streetscape renovations.
 - This practice will also serve to minimize the intensity of light in less dense, rural areas. Increasing the distance between fixtures and height of fixtures will minimize the potential for glare and nuisance complaints. Staggering light fixtures along



Figure P-5.8 Before and After Rendering of Highway 19
Image includes Proposed Economic Incubator Site, improved walkways, and light fixtures
Source Google Earth



“Caged Acorn” lighting

Source: www.sternberglighting.com



Gaines Street Vision in Tallahassee
Source: http://www.talgov.com/gaines/gst_plan.cfm



The Watermelon Festival Parade
Source: Florida Recreation Blog



Vendor at the Watermelon Festival
Source: Florida Recreation Blog

sidewalks will also contribute to the minimization of light intensity issues.

- Select light fixtures to fit the historical character of the community. The fixtures that will eventually be selected will not only need to sufficiently illuminate pedestrian walkways, they will also need to contribute to the general aesthetic of the community as well. In order to maintain and emphasize the historic richness and culture of the county, officials will want to select fixtures that contribute to that ideal. Lamp posts in along Gaines Street in Tallahassee combine lighting with advertising and connective themes to help communicate their community character.
- Installation of lamp posts along pedestrian facilities should happen concurrently with the construction of those facilities. This will contribute to the perception of pedestrian-friendliness as the walkability strategic plan is implemented throughout the community.

RECOMMENDATION: *Expand Weekend Festivals and Events.*

Advances Objective:

- Enhance traditional cultural activities/heritage through community activities and expanding tourism opportunities

One of the main benefits tourism can provide a small rural downtown is the economic development impact of new income circulating into the area. This is achieved through the creation of new shops and jobs. This income also includes the sales taxes and fees paid by the tourists, which help pay for public resources and infrastructure. Currently in Jefferson County, the only major urban area that can support viable tourism is in downtown Monticello (USDA).

Within downtown Monticello, the main strength of their tourism is focused around weekend festivals and events, such as the Watermelon Festival, Southern Music Rising and historical ghost tours. These festivals and events bring in large crowds and are a great strength to the downtown by the increasing revenue to the established downtown business and street vendors. These events are the staple to tourism within downtown Monticello and should be expanded. The most successful of the downtown festivals are the events that have historical and cultural aspects embedded within them.

A valuable resource Mainstreet Monticello and Jefferson County Chamber of Commerce should invest in is developing a marketing plan that can help the downtown capitalize on their existing strengths and opportunities. The marketing plan would consist of surveys and models used to find community attitudes toward tourism, tourism patterns, travel cost and the economic impacts tourism can provide. One of the most essential findings would be to discover downtown Monticello’s specific customer base and implement new types of strategies, targeted specifically towards this type of consumer in the downtown. This



Implementation Phases

Phase 1

- **Determine the demographics of the patrons attending such events:** This can be done by hiring professionals or through partnerships with entities such as the Florida State University's Event Management Program.

Phase 2

- **Develop a written marketing plan:** This will help ensure optimal marketing strategies for promotion: There is funding available for these types of initiatives through The United States Department of Agriculture. Specifically, downtown Monticello is eligible for grants like the Rural Business Opportunity Grant, which allows for funding initiatives such as a marketing plan. Information on grants like the Rural Business Opportunity Grant can be found through the USDA website and by contacting USDA Service Center locations. Offices are located throughout Florida but, in relation to Jefferson County, the closest offices are located Marianna, Lake City and Gainesville.

Phase 3

- **Keep promotional messages tied to an overall community theme** emphasizing the historical and cultural attributes. This includes brochures, billboards, and public announcements. (USDA)

marketing plan will aid in more successful marketing and advertising for the downtown merchants. An example marketing plan is profiled in *Figure P-5.8*. The overall goal will increase tourism and encourage repeat visitors to the downtown. (USDA)

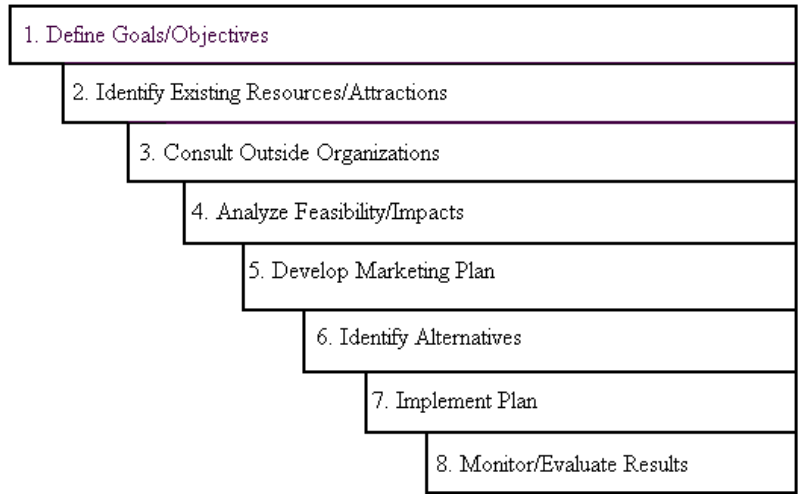


Figure P-5.9 Steps in Planning and Developing Tourism
Source: USDA <http://www.nal.usda.gov/ric/ricpubs/tourism.html>



Inconsistent Business Hours in Downtown Monticello

Source: Direct Sales Strategies Blog

An article written by Joanne Steele of RuralTourismMarketing.com provides tips that small rural downtowns business owners should abide by in regards to their operating business hours. The applicable tips relating to downtown Monticello suggests that stores should be open when visitors are in town. This means after 4pm and on the weekends, especially Saturdays. The businesses needn't be open until late into the evening, just long enough to capitalize on shopping needs after work for residents commuting from Tallahassee. Failure to do so enables Tallahassee to capture the market for commuters by encouraging them to do their after work shopping in Tallahassee. (Steele, 2009)

RECOMMENDATION: *Increase and Stabilize Operating Business Hours in Downtown Monticello*

Advances Objective:

- Foster sustainable economic growth through small business development and stable operating hours in built areas

One problem identified at the community vision meetings was both the inadequacy and inconsistency of business hours of the local shops located in downtown Monticello. This is a substantial problem and the sentiment was echoed by many of the residents. Given this inconsistency in operating hours, locals and tourists are left unsatisfied. Most importantly, tourists may not return to the business or the area itself due to the difficulty of planning a trip to Monticello to visit a particular store. Through site visits and interviews, the majority of the downtown shops were found to be closed on Mondays, Saturdays and weekdays after 4pm.

As stated in the Hayesville, North Carolina case study, one business owner took it upon himself to renovate the appearance of his storefront by pressure washing and repainting awnings. This personal action had a snowball effect, whereby neighboring storeowners began to improve the upkeep of their store's physical appearance as well. The storeowners of Hayesville ended up partnering with the local government to create what is known as the Community Revitalization Association. This association helped the beatification process of the downtown in relation to public infrastructure. (UNC, p. 17-21)

A similar process can be implemented in downtown Monticello to address the problem of operating business hours. Much like the Hayesville CRA program, Monticello already has the non-profit organization- Main Street Monticello- created. Main Street Monticello works closely with the local government organizations including the Monticello Chamber of Commerce, City of Monticello, Jefferson County

Tourist Development Council, Jefferson County Economic Development Council and the Historical Society of Monticello (Main Street Monticello). However, even though Monticello has the program set up, it is lacking the active participation of all downtown business owners; thus, they are lacking a community vision. Community buy-in is essential to the revitalization of downtown Monticello. Main Street Monticello and the Chamber of Commerce need to instill the value that these small implementations will have, with the overall goal of increasing revenue for the storeowners and the community.

Implementation Phases

Phase 1

- **Make downtown businesses pledge they will increase business hours**
 - Get Local competing eateries to collaborate to stagger their hours of operation for the slower weekday operating hours. This will give the residents and visitors at least some options available to eat. For instance, if all the local eateries are closed on Monday, then no businesses are capitalizing on the available revenue. (Steele, 2009)
 - Have retail business owners could consider opening up later in the day so they can stay open later. This way they can attract customers who are coming home from work or going out to eat. (Steele, 2009)

Phase 2

- **Continue to build upon the Speaker Series at Main Street Monticello meetings** whereby business owners are educated on current business trends and practices.
 - The most successful way to ensure community buy-in is to emphasize the benefits to the individual businesses owners. In this case, it would be the resulting increased consumer base and revenue.

RECOMMENDATION: *Attract New Businesses to Downtown and create linkages between Jefferson County tourism and downtown Monticello tourism*

Advances Objective:

- Foster sustainable economic growth through small business development and stable operating hours in built areas

Monticello, like most rural downtowns, is an area that cannot survive on local customers alone, due to their low population and minimal discretionary income available. One way to increase the shopping amenities for residents of Jefferson County is to increase tourism.

One problem identified in the community visioning meetings was the lack of business to patronize. Downtown Monticello shops carry little variety. For such a small downtown, however, there are a number of stores producing the same goods or providing the same service, i.e. three hair salons and two florists. This leads to an overabundance of some goods and services, while leaving the downtown devoid of many others.

In conjunction with the last recommendation, one way to increase downtown business hours is to attract new business that are more likely to be open in later in the evening. Examples of these are centered around general entertainment and socializing, such as coffee shops, restaurants, and theatrical plays. Since these businesses encourage more of nightlife, it will entice the surrounding businesses to be open. These types of establishments will also give more amenities to the younger demographic, which was another problem identified in the Community Visioning Meetings.

Currently, as in Jefferson County tourism is concerned, the majority of the tourist attractions are ecotourism related due to the natural recreation, and are based on or near the Wacissa River. Like most

ecotourism, this is conducive to activities available only during the day. Downtown Monticello can help sustain alternative venues for entertainment available during the evening or in the case of bad weather. This linkage of different tourism related activities would help entice tourists to stay longer, or make a vacation of it. This, in turn, will help the motels and bed-n-breakfasts in the county.

As stated in the Etowah, Tennessee case study on page PF-13, the town uses their ecotourism strength of its National Park to help develop a downtown corridor that attracts both locals and tourist alike. The newly purchased railroad train excursion helped link the two areas. To start, the local Chamber of Commerce worked with the downtown merchants to help take advantage of the tourism opportunity in a few ways. Initially the Chamber helped with simple changes to merchant's business routines and coordinated schedules with the anticipated tourist traffic. Secondly, for a small fee of \$200 per merchant, the chamber developed a tourist guide detailing all the local dining, shopping and entertainment available within the area. The key to tourism in Jefferson County will be linking the strength of ecotourism and downtown Monticello. (UNC, p. 54 -61)

Since Tallahassee residents frequently bike down Mahan and into Jefferson County, creating a biking friendly atmosphere could help connect the existing biking community and downtown sustainability. If this aspect can be made appealing, it could increase tourism from the biking community. As previously discussed, this could include bike storage facilities to encourage bikers to enjoy the other aspects the town

Implementation Phases

Phase 1

- Coordinate the ecotourism of the Wacissa with downtown Monticello. The key is a partnership between the two sectors of businesses. The Chamber of Commerce could be a conduit between



“The key to tourism in Jefferson County will be linking the strength of ecotourism and downtown Monticello.”



Kayaking on the Wacissa
Source: Paddling.net



For more information on
Rural Enterprise Zones, visit
<http://www.floridaenterprisezones.com>

the two.

- **Phase 2**
- Establish Downtown Monticello as a bicycle destination point within Jefferson County.
 - Street furniture, such as bicycle racks, should be available throughout downtown Monticello.



Examples of Bike Racks
Source: Living Downtown Des Moines

Phase 3

- Attract a variety of new businesses to downtown Monticello, particularly businesses that are open later in the evening.
 - Attractive motivations include funding through grants and tax incentives. A great incentive is the creation of a Rural Enterprise Zone. The overall goal is to attract new private investment in specific areas, such as downtown Monticello.
 - Encourage more downtown events in the evening in an effort to entice businesses to stay open later to service the crowds.

Recommendation: Display local high school student artwork in vacant storefronts

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects

Due to the recent economic downturn, downtowns everywhere are experiencing more and more vacant storefronts. Downtown Monticello is no exception. This really hinders the perception to residents and tourist alike. One easy solution other small towns are implementing is display local high school student's artwork in the vacant storefront windows. This not only helps the perception of a more vibrant downtown, but it also helps increase students morale and adds a community service component that can be added to resumes and college applications.

Given the proliferation of vacancies in Monticello, there is increasing number unsightly storefronts. This will help foster a sense of community for the parents and students whose artwork is going to be displayed, while simultaneously improving the general aesthetics of the vacant building. During our community visions meetings, many residents expressed the need to involve the youth in the community.

Implementation Phases

Phase 1

- The most difficult part will be getting permission from the landlords to access the vacant storefronts. It will require a good relationship with the owners and an agreement that the art will not block the sight of the property. They need to be mindful that the owners need prospective lessees to be able to view the property. The students can even do a light cleaning of the storefront, such as sweeping and cleaning the windows to maximize aesthetics.

Phase 2

- Coordinate with the local schools to offer students the opportunity to display their artwork for free. A contest or club could even be created out of this project.

It has been encouraging speaking with the leaders of Main Street Monticello and the Jefferson County Chamber of Commerce. There are a number of initiatives they are already pursuing and they are making great strides. It is clear that the leadership understands the need for tourism and is intent on addressing it head on.

In addition to what is currently being done, there are a number of efforts Downtown Monticello can undertake in order to increase the tourism to the area. These range from increasing availability of goods and services, coordinating them with other strengths of the Jefferson County and increasing the overall aesthetics. Ultimately, these measures will lead to a more pleasurable experience in Downtown Monticello and encourage revisits.



Artwork in Commercial Windows

Source: MSA





See **3rd Street Business Incubator** Case Study on page PF-14. Lovell, Wyoming has successfully renovated an abandoned shopping mall into a multi-unit small business incubator to foster new entrepreneurship within the City.

Community Development Projects

RECOMMENDATION: Establish a small business incubator in the abandoned hardware store on US 19 one block north of the Jefferson County Courthouse.

Advances Objectives:

- Foster sustainable economic growth through small business development and stable operating hours in built areas
- Preserve and enhance built environment with infill and streetscape projects

A small business incubator is a facility that offers flexible space and support services at a discounted rate. Incubator support services include office space, financial assistance, and management training and are designed to house multiple tenants at once. By housing multiple tenants, the incubator reduces the individual cost to tenants of acquiring support services. A small business incubator in Monticello could help the local economy by expanding the economic base and creating jobs from within the town. The City is in need of economic revival and a small business incubator to foster locally owned cooperatives could give some of the local ingenuity a jumpstart with the tools to succeed.

Implementation Phases

Phase 1

- **Conduct a Market Analysis:** A thorough analysis will identify potential tenants and the demand for an incubator and the services that it would provide.
- **Select an Incubator Site:** An incubator site should be attractive and

project an image of success as well as being easily accessible. *Figure P-5.7* shows an aerial view of the proposed economic incubator site in Downtown Monticello. The Studio recommends the empty hardware store on US 19, one block north of the Jefferson County Courthouse. *Figure P-5.11* shows a rendering of the improved façade of the incubator. The building is 0.382 acres, centrally located in Monticello, and could be internally subdivided into three offices and one common area. The building could be purchased from the owner through a grant, such as from the United States Department of Agriculture. The Rural Business Opportunity Grant is one option that promotes sustainable economic development in rural communities. (http://www.rurdev.usda.gov/BCP_RBOG.html)

- **Prepare an incubator-financing plan:** Incubators should generate a plan to span a five to ten year period, including all immediate and long-term capital needs. The end goal is for the incubator to be self-sustaining in five years. Options for financing include grants from state or federal agencies.
- **Incubator Organization and Management:** Incubator coordination should not be considered outside of the needs and demands of the surrounding environment. The goals of the community and their expectations should be included in the overall business plan. Community involvement and information is imperative to the process.

Phase 2

- **Facility Design:** The design should be formatted for convenience factors in the community. Important factors include the location of corridors and loading areas. The space should also provide easy occupation for a variety of tenants, for example agriculture business farm stands or distribution center for locally purchased food.
- **Select support service offered by the incubator:** Determine the type and range of services offered in the incubator and how these services will be financed. Options include: tenants paying for services, incubator sponsoring the provisions, subsidizing the services, or outside sponsors.

Phase 3

- **Marketing:** Attracting new tenants is crucial to the success of an incubator. A good location is important for public visibility. The facility should also be neat in appearance. Community and county-wide marketing strategies are also important. Best practices for marketing include: informal external network (word of mouth), affiliated agency/center referral, current tenant referrals, public speaking, mass media, brochures/pamphlets, newspaper classifieds, radio advertising, and television ads.

A small business incubator, while requiring a significant amount of capital and investment up-front, is ultimately a method of increasing economic growth and potential in small cities, such as Monticello. By encouraging community businesses, a city encourages community pride and will strengthen the ties and character of the city.

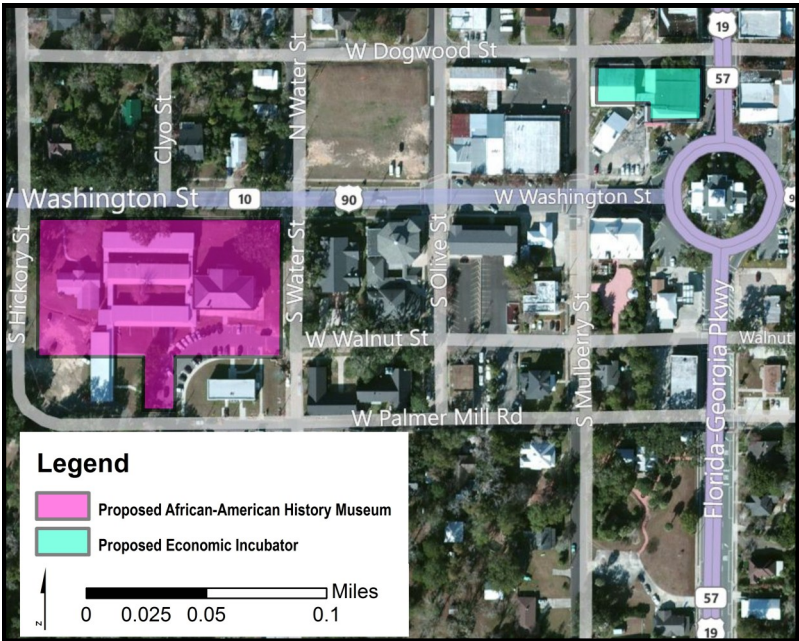


Figure P-5.10 Community Focus Areas in Downtown Monticello
Source: Jefferson County Studio



Figure P-5.11 Before and After Rendering of Highway 19
Building on the left is the proposed location for a small business incubator
Source: Jefferson County Studio





Historic Jefferson High School
Source: Jefferson County Studio

RECOMMENDATION: *Use empty or under-used historical building for infill projects.*

Advances Objectives:

- Enhance traditional cultural activities/heritage through community activities and expanding tourism opportunities
- Preserve and enhance built environment with infill and streetscape projects
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources

Monticello is a beautiful, historic city, but some of its most historic buildings are either sitting empty or under-used. This is not abnormal, most historic districts need good new construction in order to promote economic vitality, improve development density, and generate activity that encourages investment in the rehabilitation of the existing historic character. Incorporating appropriate new construction into historic centers has the potential to: increase property values on parcels that are in need of development; increase density, decrease sprawl, and maximize existing infrastructure; and support the preservation of historic buildings and help increase their economic potential.

Implementation Phases

Phase 1

- **Adopt Standard Regulations for Historic District:** Jefferson County should adopt regulations that provide across-the-board clarity for what can and cannot be built in a historic district. Guidelines must consist of simple and clear wording that can be understood and applied by professionals and the public alike. There are many important elements to keep in mind when constructing

standards regulations. For example, County residents desire the prominent display of the architectural styles of Jefferson County’s historical buildings. When implementing redevelopment, these architectural styles should be at the forefront of the design process (Historic Preservation of Oregon, 2011).

Phase 2

- **Advise Developers for Guidance throughout Process:** Planning advisors should also encourage development teams to meet with city commissioners prior to any application for permits. This process provides an opportunity to educate a developer about public expectations, opportunities, and regulatory requirements early in the design review process.

Phase 3

- **Fill a vacant historic landmark, such as the Historic Jefferson High School, as a Museum on African American History of Jefferson County:** A popular use of infill development of historic spaces is to create public uses for it, for example a community meeting center or local museum. Using these empty buildings for public uses both provides for the community and is a sustainable way of conserving the environment. Built in 1915, the Monticello High School has been sitting empty and would provide an excellent historical resource for the community if used as a museum for African American History of the county. The property is currently owned by the County School Board and has previously been considered for a museum location and would require assistance from federal grants for funding. (http://www.flmnh.ufl.edu/vertpaleo/auquilla11_1/Jeffco.htm) This recommendation also addresses the racial inequality that was addressed in the history section in the existing conditions. The museum can also support and add value to the current self-guided African American Historic Tour.

RECOMMENDATION: *Expand library branches in Jefferson County through the implementation of a “Bookmobile” service.*

Advances Objective:

- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources

Libraries are a key component to Community growth. A necessary means of fostering literacy and education in a community, libraries bring in new ideas and social activities. Libraries also serve the disadvantaged population by offering public resources to residents who do not have the opportunity to travel to larger cities. Jefferson County currently has one library branch, and residents have expressed the need for more branches throughout the County; however attempts to establish branches have met economic hurdles. Implementing a bookmobile service would allow access to library services while sharing the cost among multiple towns.

Bookmobiles are large vehicles designed for use as a library. The vehicle holds books on shelves so when parked; the books are accessible by readers. It usually has enough space for people to sit and read inside, but locating near parks could provide outside reading opportunities. Mobile library services are often used to provide library services to small towns that lack public library buildings. The bookmobiles would also provide services to those groups who have difficulty accessing libraries, such as occupants of retirement homes. These mobile centers can also carry computer equipment for public use. (MSU Philosophy Club, 2009).

Implementation Phases

Phase 1

- **Public Input:** Determine interest in combined library services option through a bookmobile. County Commission Meetings have recently discussed the need for a new library branch in the County. Last year Jefferson County applied for renovations on a building in Lamont to be converted into a library. The Studio’s Community Meetings also determined the need for more library branches within the County. Public input meetings could determine the viability of the joint venture.

Phase 2

- **Secure Funding for Bookmobile:** The County previously applied for a State Farm Grant. Other grant opportunities can be found through the Institute of Museum and Library Services. (<http://www.imls.gov/applicants/project.aspx>)
- **Determine Locations of Bookmobile:** The bookmobile destinations should be centrally located in the built areas around the County such as: Lamont, Wacissa, and Waukeelah. Within these towns, the vehicle should have a designated location adjacent to a community park with easy access by all local residents.

Phase 3

- **Community Involvement in Bookmobile Development:** The Community should remain an intrinsic part of the process during implementation. Incorporating the Community will maintain a connection between the project and the residents and result in potential funding opportunities and higher visitation after implementation of the mobile service.



For a post-vehicular society:

Other cities around the world have adopted a system similar to the Bookmobile without using buses. A Camel Library Service has been implemented in Kenya. This service was funded by the Kenyan government and started with three camels in October 1996, growing to twelve in 2006 and delivering 7000 books daily in English, Somali and Swahili. (The Camel Bookstore, 2008)



Streetscape Example
Source: EDSA, 2007

Jefferson Square Redevelopment

RECOMMENDATION: Construct four, two-story mixed-use buildings on Jefferson Square commercial site.

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources
- Foster sustainable economic growth through small business development and stable operating hours in built areas
- Enable affordable housing through economic incentives and mixed-use development

Jefferson Square Redevelopment Project is an opportunity for Jefferson County to integrate multiple concepts of sustainability in to a single project. LEED for Neighborhood Development is a green neighborhood certification program that integrates the principles of smart growth, new urbanism, and green building into the first national program for neighborhood design. Mixed-use development is the use of a building or set of buildings for more than one purpose. The development will contribute to a variety of objectives, including housing provision, revitalized town centers, and more sustainable urban environments. When combined with improved transit, mixed-use centers reduce the reliance on automobile travel preserving agricultural and forest lands; and provide a greater variety of shopping and housing types.

Jefferson Square, located south of Monticello’s Downtown on US19, is a prime location for redevelopment and revitalization of underused space, see location of parcel in Figure P-5.12. Currently a strip mall containing

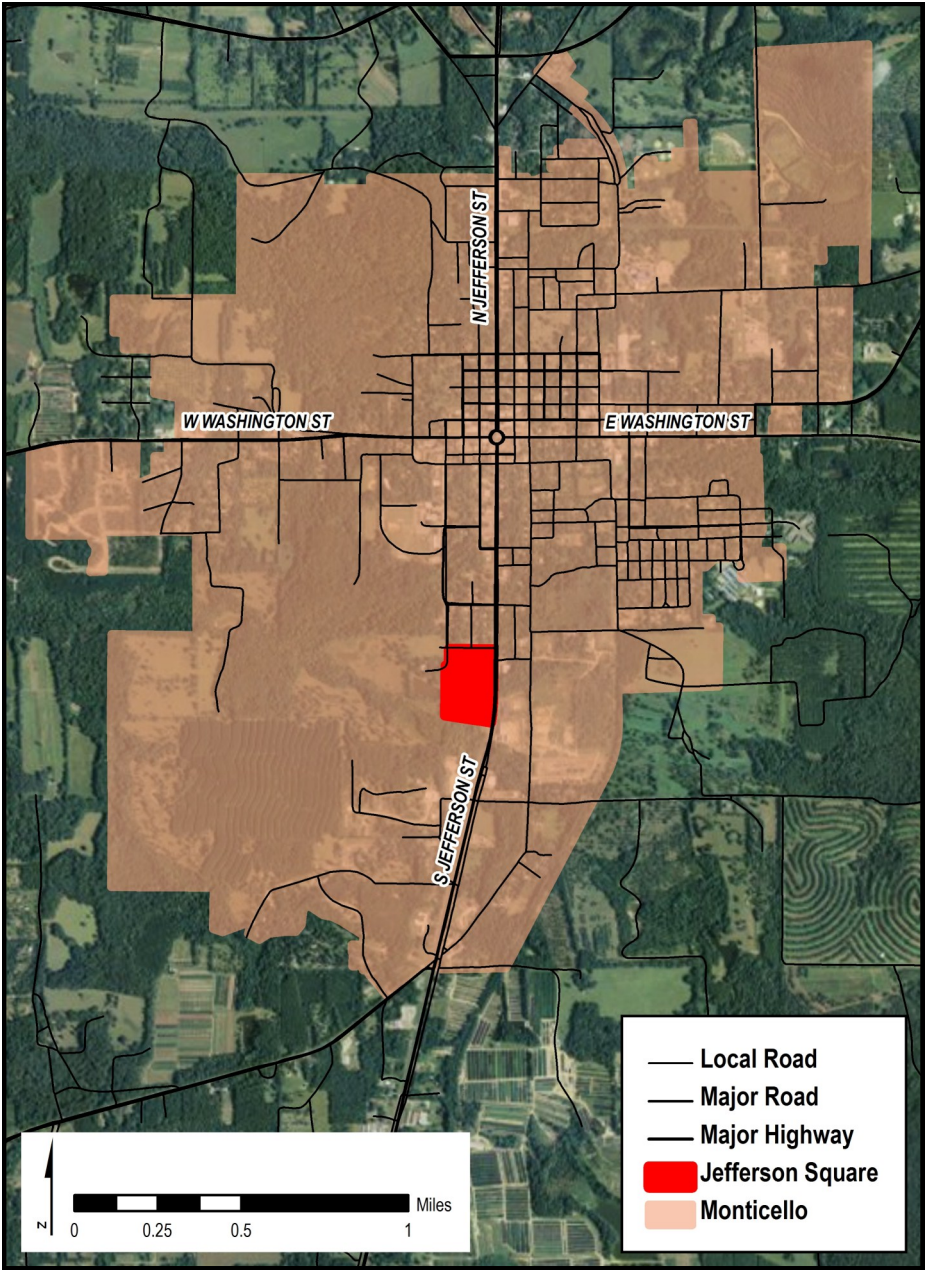


Figure P-5.12 Proposed site of Jefferson Square Mixed-Use Center within Monticello City Limits
Source: Jefferson County Studio



Figure P-5.13 Overhead rendering of proposed design for Jefferson Square's Mixed-Use Center

Source: Jefferson County Studio

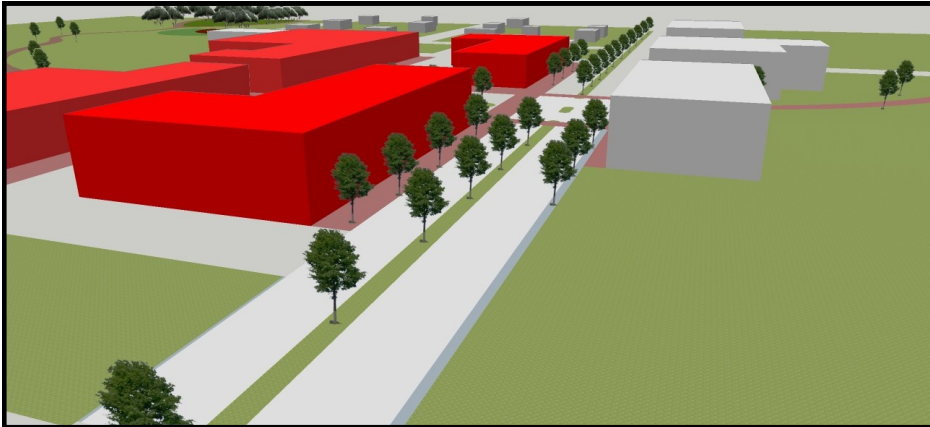


Figure P-5.14 Rendering of Tree-lined Highway 19 adjacent to Jefferson Square

Source: Jefferson County Studio

Winn-Dixie, Family Dollar, and other small commercial stores, the Studio recommends revitalizing this area as a mixed-use center. Figures P-5.13 & 5.14 shows renderings of the proposed mixed-use center.



Smart Location and Linkage: Where to Build

- Smart Locations
- Design with Nature
- Connected Neighborhoods
- Public Transit

Neighborhood Pattern and Design: What to Build

- Neighborhoods that Use Land Efficiently
- Diverse and Convenient Neighborhoods
- Walkable Streets
- Reduced Parking and Transportation Demand
- Bicycle-Friendly Design
- Mixed Uses and Community Spaces

Green Infrastructure and Buildings: How to Manage Environmental Impacts

- Green Buildings
- Reusing Older Buildings
- Reducing Pollution
- Keeping Things Cool
- Neighborhood-Wide Energy
- Recycling and Reuse

Source: U.S. Green Building Council



Source: U.S. Green Building Council



Explanation of **complete streets** demonstrations located in Transportation, P-page 25.

Implementation Phases

Phase 1

- **Gather Public Input:** Incorporating the Community in the development and policy process will maintain a culture of transparency and ownership of the mixed-use centers.
- **Conduct a Market Analysis:** Analysis will identify future tenants and the demand for affordable housing options on Jefferson Square.

Phase 2

- **Establish Form Based Regulatory Codes:** Form Based codes can be used to create the unique nature of specific development or an entire area. Form-based codes use physical form, rather than separation of land uses, as their organizing principle. Form based codes can maximize economic development opportunities by creating a sense of place. The following elements should be considered and incorporated when constructing regulatory codes:
 - **Community Character:** Residents want to maintain the rural character of the town center. Mixed-use development should fit into this character by remaining under three stories high and keeping a façade similar to surrounding areas.
 - **Mixed-Use/Integration of Uses:** Mixed-use development should be surrounded by parcels with a combination of uses (existing and/or planned). Development should also have easy access among services, stores, and other amenities for the residents and tenants.
 - **Landscaping:** Implement landscaping designs that focus on the regional vegetation to emphasis the character and charm of North Florida.
 - **Density:** While maintaining the character of Monticello, the development should be focused on compact development within the city center. Increasing density will help strengthen neighborhood character and encourage walking and bicycling.

- **Connectivity:** New mixed-use development should be connected/nearby to local shopping, services, housing, and amenities. (Figure P-5.14)
- **Public Spaces:** As discussed later in this section, creating public spaces/parks where people have the opportunity to organize, such as for a public outdoor market or festival, or informally gather are necessary.

- **LEED ND Design:** LEED for Neighborhood Development is a green neighborhood certification program that integrates the principles of smart growth, new urbanism, and green building into the first national program for neighborhood design. (U.S. Green Building Council) Specifically relating to infrastructure and buildings, the design should incorporate:
 - Energy Efficient Buildings
 - Utilize water efficient landscaping options
 - Incorporate stormwater management
 - Use solar orientation and on-site renewable energy sources
 - Connect the building design to open spaces and the community
 - Design for tree-lined and shaded streets



Figure P-5.15 Full rendering of connected parks and buildings for Jefferson Square

Source: Jefferson County Studio

Phase 3

- **Implement Affordable Housing Incentives for Developers:** Jefferson Square will address the affordable housing needs of Jefferson County through developing incentives. These incentives will include a combination of bonus densities and fee waivers to encourage the affordable housing provision within Jefferson Square. Due to the extreme lack of apartment housing in Monticello, this housing option would provide greater opportunities for individuals working nearby or in the center and would address the needs of the disadvantaged population in Jefferson County.
- **Market for Mixed-Commercial and Service Uses:** Elements within the Mixed-use center should reflect the needs of the community. Some examples for services within Jefferson Square include: small Continuing Education Programs and a physician's assistant office.
- **Construct Pedestrian-Oriented Ground Level Connectivity:** Sidewalks should fit the pedestrian traffic that will eventually use it and fit the surrounding area. This mixed-use center is designed around pedestrian and alternate transportation uses. Incorporating primarily retail and commercial businesses on the first level, the surroundings area should have large, well-lit sidewalks and crosswalks among the four buildings, as demonstrated in *Figure P-5.17*.
- **Increase Street Parking Options and Decrease Parking Lot Space:** A majority of the parking spaces for the mixed-use center should be street parking lining the buildings. The north side of the development will have a small parking lot utilizing the following parking lot requirements:
 - Use a low parking ration to each commercial or residential property
 - Use minimum stall dimensions with the most space-efficient configuration
 - Designate 30 percent of the spaces for compact, hybrid, and plug-in vehicles only
 - Use pervious surfacing in spillover parking spaces
 - Drain parking lot runoff into infiltration islands using curbs

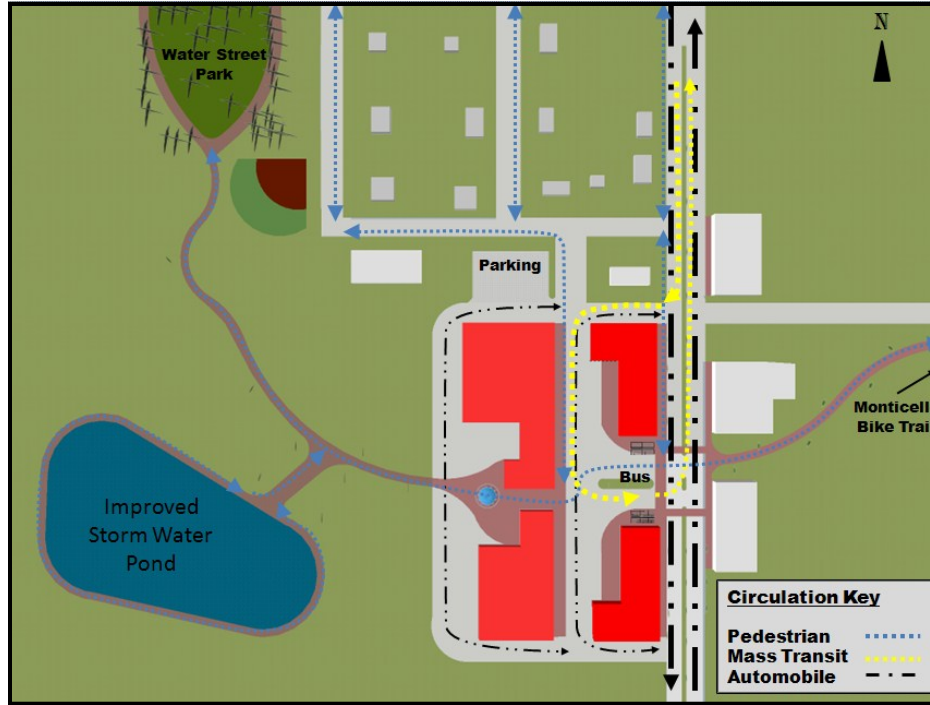


Figure P-5.16 Rendering of circulation connections within Jefferson Square
Source: Jefferson County Studio

Mixed-use, when used in conjunction with regulations protecting the city character and appearance, can make a city center a more livable and sustainable space. The Studio recommends mixed-use for Monticello because it has already naturally integrated some mixed-use over the course of its development and a more streamlined and organized plan of mixed-use development would enhance a city core with many vacant and under-used parcels.





RECOMMENDATION: *Connect Jefferson Square to existing bike trails and green spaces.*

Advances Objectives:

- Preserve and enhance built environment with infill and streetscape projects
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources

Existing Conditions outlined the current road and highway structure of Jefferson County, illuminating the extensive network within the county, however one of the weaknesses in the county is its alternative transportation connectivity. As discussed in the Connectivity section of Transportation, there are many methods of extending connectivity to other areas within the county. The mixed-use center at Jefferson Square offers many opportunities for connectivity through trails and bike paths. The Studio recommendations highlight these existing conditions and the availability of improvement.

For more information on **federal grants** for community parks, visit <http://www.floridadep.org/gwt/grants/>

Implementation Phases

Phase 1

- **Secure Funding for Trail Connectivity:** Apply for grants supporting trail and bike paths expansions, such as the Recreational Trails Program through the Department of Environmental Protection.
- **Construct Wide Sidewalks and Bike Lanes Within Mixed-Use Center Design:** Sidewalks should both accommodate the pedestrian traffic and the surrounding character of the area. (Figure P-5.16) The mixed-use center at Jefferson Square is designed for alternative transportation options, bikers and walkers being two of the demographics most directed towards. Sidewalks should be wide and

well-lit and bike paths should be clearly marked and prevalent, incorporating bike racks into the design.

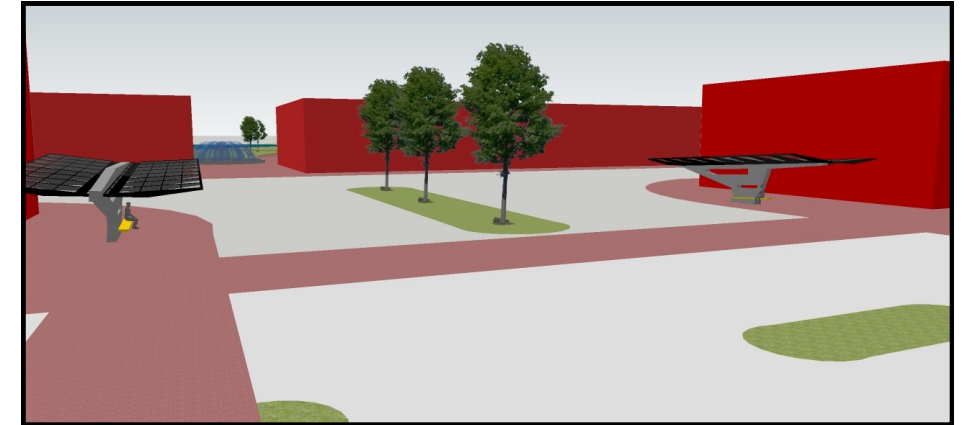


Figure P-5.17 Rendering of Center Court for Jefferson Square
Source: Jefferson County Studio

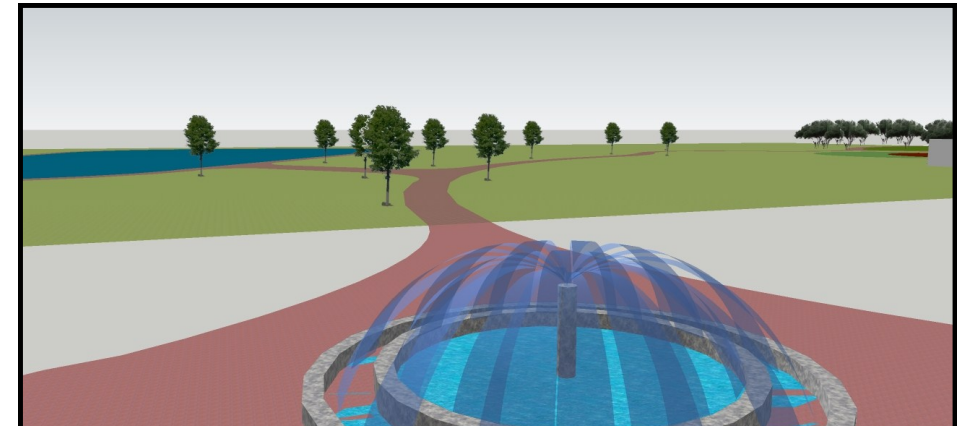


Figure P-5.18 Rendering of fountain entrance to connected trails
Source: Jefferson County Studio

Phase 2

- **Create Walking Path and Small Community Park around Stormwater Pond Behind Property:** Jefferson Square currently has a small retention pond behind its property, this space should be redesigned as a small park and open green space for residents and visitors to the mixed-use center. The trail leading to New Water Street Park will also connect to a trail circling the pond. *Figure P-5.18* shows the proposed trail connections to Jefferson Square.

Phase 3

- **Connect New Water Street Park to Jefferson Square:** As displayed in *Figure P-5.15*, Jefferson Square will be connected to the park off of South Water Street by a trail off the back of the property.
- **Connect Jefferson Square to “Rail to Trail” System in South Monticello:** This trail system begins north of Monticello on Mamie Scott Road and follows the old rail line south. It is a two mile paved bike and pedestrian trail with the option to extend further on the same abandoned rail line. The Studio recommends connecting a trail from the US19 side of Jefferson Square to the existing trail.
- **Establish a Park-n-Ride on the south side of Jefferson Square:** There is currently only one park-n-ride location within Jefferson County, as discussed in the Transportation section. Jefferson Square would be easily accessible to both Monticello and other populated towns in Jefferson County. Its central location and multi-use function makes it an ideal location for this sustainable transportation option.

Greenways and connectivity make our communities more livable, improve the economy through tourism and civic improvement, preserve and restore open space, and provide opportunities for physical activity to improve fitness and mental health. Connecting Jefferson Square to existing greenways will improve community dynamics and the public health of the town.

RECOMMENDATION: *Create dynamic and interactive community spaces within the Jefferson Square mixed-use complex.*

Advances Objectives:

- Enhance traditional cultural activities/heritage through community activities and expanding tourism opportunities
- Promote social and economic equity through walkable communities, diverse housing options, and increased community resources
- Foster sustainable economic growth through small business development and stable operating hours in built areas

Incorporating open community spaces into the design of Jefferson Square will encourage community involvement in the project and its success. Green spaces are one way to enable local residents to have a share in a local resource as well as to develop community spirit and inclusion. By providing a space for leisure and recreation, the mixed-use development will not just be used for shopping or sleeping (for those residents living in the upstairs apartments), but for all aspects of life.

Implementation Phases

Phase 1

- **Design for Outside Seating and Gathering Spaces:** Jefferson Square should be designed with spaces for benches, picnic tables, and meeting areas outside. These spaces can be within the property housing the four primary buildings.

Phase 2

- **Include Location for a local Farmer’s Market:** Jefferson County residents demonstrated an interest in supporting local farmer’s





markets and using Jefferson Square as a permanent location for this event would increase visitation and develop a variety of uses for this mixed space.

Phase 3

- **Display Local Art and Incorporate other Beautification Methods:** Beautiful spaces attract frequent visitors and prolonged stays. Including local art will increase community pride in the space. *Figure P-5.17* shows one example of using community fountains to beautify the open spaces around Jefferson Square.

The recommendations for Jefferson Square are based on the need for increased affordable housing, beautification of commercial spaces, and incorporation of varied transportation uses in the county. Jefferson County residents have demonstrated a desire for improved use of their common areas, and as a commercial property that is frequently visited; Jefferson Square is a prime location for improvement and revitalization. These recommendations will increase economic viability in the area, improve affordable housing options, and promote community development.

MOVING FORWARD

The Jefferson County: Vision for a Sustainable Future is not a regulatory document, but rather a set of goals and recommendations to guide the County into the future. It is a tool to use as a roadmap for the future.

When the recommendations established in this Vision are compiled and implemented with an unyielding commitment to building Jefferson County as a model sustainable community, there is the potential to create a very unique and vibrant County. In the past few months the Studio team has seen the potential within the Community and its tremendous commitment to maintaining the County's charming character. The coming years will determine if Jefferson County is able to meet its ambitious goals.

Resource Toolkit

To assist Jefferson County in implementing the recommendations in this sustainability plan and to help in future initiatives, the Studio compiled a list of online resources that can be consulted at little or no cost. Some provide links to program resources, while others provide information about funding opportunities. The resources at these websites can help make Jefferson County a vibrant and sustainable community.

Agricultural Resources

National Center for Appropriate Technology

Resources for alternative energy, sustainable agriculture, and organic farming
<https://www.ncat.org/>

National Sustainable Agriculture Coalition

Advocacy organization for policy-based reforms that promote sustainability in agriculture, food systems, natural resources, and rural communities
<http://sustainableagriculture.net/>

FAMU College of Engineering Sciences, Technology, and Agriculture

FAMU offers a variety of courses about farming, agribusiness, and agricultural engineering
<http://www.famu.edu/cesta/main/>

Sustainable Tallahassee

Promotes sustainable technologies, green industries, and environmental education in the Tallahassee region
<http://sustainabletallahassee.org/>

UF Institute of Food and Agricultural Sciences Extension Program

Provides support and innovation research for farmers across Florida
<http://solutionsforyourlife.ifas.ufl.edu/about/>

University of California Sustainable Agriculture Research and Education Program

Resources for developing and implementing sustainable production and marketing systems
<http://www.sarep.ucdavis.edu/about/index.htm>

Natural Resources Conservation Service

Resources for individuals wanting more information about conservation easements.
<http://www.nrcs.usda.gov/wps/portal/nrcs/main/national/home>

Community Enhancement Resources

Florida Housing—State Housing Initiatives Partnership

Provides funds to local governments as an incentive to create partnerships that promote affordable homeownership and multifamily housing
<http://www.floridahousing.org/Home/HousingPartners/LocalGovernments/>

Florida Communities Trust

Assists communities in protecting important natural resources, providing recreational opportunities and preserving waterfronts
http://www.dep.state.fl.us/lands/FL_Communities_Trust/default.htm

Florida Main Street Program

Resources available through Monticello's designation as a Main Street community

<http://www.flheritage.com/preservation/mainstreet/index.cfm>

Historic Preservation Grants Program

Funding opportunities to aid in preserving and protecting the state's historic and archaeological sites and properties

<http://www.flheritage.com/grants/>

HUD Florida Community Development Block Grant Florida Community Development Block Grant

Rural grant program that benefits Very Low, Low or Moderate Income through initiatives to eliminate slum or blight

<http://www.hud.gov/local/shared/working/groups/frmwrkcolnfl/fund/cdbgfl.cfm?state=az>

Pedestrian Webinar Series

Free webinars for planners about creating pedestrian-friendly communities

http://safety.fhwa.dot.gov/ped_bike/ped_focus/webinar.cfm

A Resident's Guide for Creating Safe and Walkable Communities

Strategies for transforming Jefferson County and Monticello into a pedestrian-friendly community

http://safety.fhwa.dot.gov/ped_bike/ped_cmnlty/ped_walkguide/ch1_ways.cfm

Safe Routes to School

A federal initiative with funding opportunities to increase walkability around schools

<http://www.saferoutesinfo.org/program-tools/find-state-contacts/florida>

Smart Growth/Smart Energy Toolkit

Toolkit designed expressly to assist in the implementation of smart growth / smart energy with modules, case studies, and sample ordinances

http://www.mass.gov/envir/smart_growth_toolkit/pages/intro-to-SG.html

Technical Preservation Services

Develops historic preservation policy and guidance on preserving and rehabilitating historic buildings

<http://www.nps.gov/tps/>

University of Virginia

Professor Franklin Dukes, Lecturer and Director of the Institute for Environmental Negotiation

<http://www.arch.virginia.edu/faculty/FrankDukes/>

Economic Resources

Florida Association of Counties - Small County Coalition

Political coalition that gives increased visibility and support to issues of primary concern to small counties and rural communities

http://www.smallcountycoalition.com/Home_Page.html

Florida Chamber of Commerce

Statewide advocacy organization for businesses in the State of Florida

<http://www.flchamber.com/>

National Business Incubation Association

Provides professionals with information, education, advocacy and networking resources to bring excellence to the process of assisting early-stage companies

<http://www.nbia.org/>

Rural Tourism Marketing

Marketing resources for tourism programs in small communities

<http://mail.google.com/mail/?shva=1#inbox>

Education

Florida Department of Education

Strategic plan for the State of Florida, a resource in creating a long-range strategic plan

http://www.fldoe.org/Strategic_Plan/

Leon County Schools

Strategic plan for Leon County School District, a resource in creating a long-range strategic plan

http://www.leon.k12.fl.us/newLCShomeFiles/planning_Policy_Dev.html

Environmental Resources

Discovery Communications – TreeHugger.com

News and resources about green energy technologies, sustainable agriculture, and environmental advocacy around the globe

<http://www.treehugger.com/>

Environmental Protection Agency – Brownfields and Revitalization Program

Information and funding opportunities to clean up listed and contaminated brownfield sites

<http://epa.gov/brownfields/>

Florida Department of Agriculture—Florida Forestry Service

Grants, programs, and services that for smart forestry management and land conservation

<http://www.fl-dof.com/services.html>

Land and Water Conservation Fund

Funding resource for environmental conservation initiatives

<http://www.lwcfcoalition.org/florida.html>

Protecting Florida’s Springs: An Implementation Guidebook

Companion to the Land Use Planning and Best Management Practices manual that provides explicit instructions for adding springs protection policies to local comprehensive plans

<http://www.floridajobs.org/fdcp/dcp/springs/Files/springsimplementationguidebook.pdf>

Protecting Florida’s Springs: Land Use Strategies and Best Management Practices

Excellent manual regarding land use planning and best management practices for protecting Florida's springs

<http://www.floridajobs.org/fdcp/dcp/springs/Files/springsmanual.pdf>

Source Water Protection Ordinances

Model source and surface water protection ordinances

http://www.mass.gov/envir/smart_growth_toolkit/pages/intro-to-SG.html

Tallahassee-Leon County Wakulla Springs Initiative

Information about Tallahassee and Leon County’s initiative to protect Wakulla Springs

<http://www.floridajobs.org/fdcp/dcp/springs/Files/springsmanual.pdf>

GIS Resources

Florida Department of Transportation GIS Data Directory

Basemaps, shapefiles, geodatabases, and other statewide data in easy-to-download formats

<http://www.dot.state.fl.us/planning/statistics/gis/>

Florida Geographic Data Library

Database of state and county-level featuring a variety of GIS data; maintained by the University of Florida's GeoPlan Center

<http://www.fgdl.org/>

National Resources Conservation Service – Soil Data Mart

Download the most recent metadata of soil types in Jefferson County

<http://soildatamart.nrcs.usda.gov/>

Planning Resources

American Planning Association – Florida Chapter (FAPA)

Program and networking opportunities for planning professionals in the State of Florida

<http://www.floridaplanning.org/>

Form-Based Codes Institute

Leading advocacy and resource center for form-based land development codes

<http://www.formbasedcodes.org/>

U.S. Green Building Council

Non-profit community of leaders working to make green buildings available to everyone within a generation

<http://www.usgbc.org/>

U.S. Environmental Protection Agency: Smart Growth

Trip generation tool for mixed-use developments

http://www.epa.gov/smartgrowth/mxd_tripgeneration.html

Recreation Resources

Florida Recreation Development Assistance Program

FDEP-administered grants that provide financial assistance for acquisition or development of land for public outdoor recreation

<http://www.dep.state.fl.us/parks/OIRS/default.htm>

Recreational Trails Program

FDEP grant program that funds enhancements for recreational trails and facilities

<http://www.floridadep.org/gwt/grants/>

Transportation Resources

Capital City Cyclists

Homepage of one of Tallahassee and Leon County's most active biking associations; provides information and links to biking resources

<http://www.cccyclists.org/>

Capital Region Transportation Planning Agency

Agency that coordinates transportation planning in the capital area, including Jefferson County

<http://www.crtpa.org>

Commuter Services of North Florida

Provides resources and coordinates transportation services for commuters in the capital region

<http://www.commuterservices.org/>

Congress for the New Urbanism

leading organization promoting walkable, mixed-use neighborhood development, sustainable communities and healthier living conditions
<http://www.cnu.org/>

National Complete Streets Coalition

Leading resource and advocacy organization for Complete Streets design principles
<http://www.completestreets.org/>

USF Center for Urban Transportation Research

Transportation resources for policymakers, transportation professionals, education systems, and the public
<http://www.cutr.usf.edu/index.shtml>



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