June 2025

FINAL REPORT

Jackson County Transportation Plan

GAINESVILLE-HALL
Metropolitan Planning Organization

RS&H

COUNTY OF JACKSON
STATE OF GEORGIA

RESOLUTION 25-008

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF JACKSON COUNTY, GEORGIA APPROVING AND ADOPTING THE JACKSON COUNTY TRANSPORTATION PLAN UPDATE

WHEREAS, In order to maintain current and future projections for transportation needs, and thereby remain eligible for selected state funding and permitting programs, each local government in Georgia needs to prepare, adopt, maintain, and implement a transportation plan; and

WHEREAS, Jackson County has prepared an update to its transportation plan, with appropriate opportunity for involvement and input from stakeholders and the general public; and

WHEREAS, The Jackson County Transportation Plan update has been prepared in cooperation with the State of Georgia Department of Transportation, Federal Highway Administration, and the Gainesville-Hall Metropolitan Organization;

Now, therefore, IT IS HEREBY RESOLVED as follows:

1.

The Jackson County Transportation Plan update, dated June 2025, is hereby adopted.

2.

The Clerk of the Board is hereby directed to submit a certified copy of this Resolution to the Gainesville-Hall Metropolitan Planning Organization.

3.

To publicize adoption, the adopted transportation plan update shall be maintained by the Jackson County Public Development Department.

ADOPTED AND APPROVED, THIS THE 18TH DAY OF AUGUST, 2025.

Marty Clark, Chairman

Jackson County Board of Commissioners

Ericka Johnson, Deputy County Clerk

SEAL

GAINESVILLE-HALL
Metropolitan Planning Organization

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A Resolution by the Gainesville-Hall Metropolitan Planning Organization Policy Committee Adopting the Jackson County Transportation Plan: 2025 Update

WHEREAS, the Gainesville-Hall Metropolitan Planning Organization is the designated Metropolitan Planning Organization for transportation planning within the Gainesville Metropolitan Area Boundary which includes all of Hall County and a portion of Jackson County following the 2020 Census; and

WHEREAS, the Policy Committee (PC) is the recognized decision making body for transportation planning with the Gainesville-Hall Metropolitan Planning Organization (GHMPO); and

WHEREAS, the Jackson County Transportation Plan: 2025 Update makes recommendations to improve the area's accessibility, mobility, and safety;

NOW, THERE, BE IT RESOLVED that the Gainesville-Hall Metropolitan Planning Organization adopts the Jackson County Transportation Plan: 2025 Update.

A motion was made by PC member Sam Couvillon and seconded by PC member Jeff Stowe and approved this the 12th Day of November, 2025.

Chairman David Gibbs, Chair
GHMPO Policy Committee

Joseph Boyd, Director
GHMPO

JACKSON COUNTY TRANSPORTATION PLAN 2025 UPDATE

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CHAPTER 1
OVERVIEW

BACKGROUND

This update to the previous 2019 Jackson County Transportation Plan (CTP) reviewed the transportation system, gathered new data, conducted outreach, and developed a series of transportation recommendations for the future. This update coincides with the Gainesville-Hall Metropolitan Planning Organization (GHMPO) 2055 Metropolitan Transportation Plan (MTP) update as well as the Jackson County Comprehensive Plan update. This CTP update leveraged the development of these planning efforts through combined outreach efforts and cross coordination on project recommendations.

This CTP updated and expanded upon the findings of the previous 2019 CTP to meet current county needs and future considerations for transportation projects throughout the area.

STUDY AREA

Jackson County (the county) is located just northeast of the Atlanta Metropolitan area and northwest of Athens-Clarke County Unified Government. Jackson County had a population of 75,907 in 2020 and is bordered by five (5) counties (Barrow, Oconee, Madison, Banks, and Hall) and has nine (9) municipal partners (Arcade, Braselton, Commerce, Hoschton, Jefferson, Marysville, Nickleson, Pendergrass, and Talmo).[1] The county seat is the City of Jefferson with a population of 13,262 in 2020 (US Census).

The southwestern part of Jackson County is within the GHMPO which encompasses all of Hall County and a portion of Jackson County. **Figure 1** shows a map of Jackson County along with its municipalities and major roadways. **Figure 2** shows the GHMPO boundary which includes the southwestern portion of Jackson County. GHMPO works in unison with the county on the coordination and development of regional transportation planning in the area.

The region continues to see population growth due to its proximity to the Atlanta Metro area; however, much of the county has maintained its largely rural and exurban character. Jackson County's population has expanded from 60,485[2] in 2010 to 75,907 people in 2020, representing a 25.5% growth over the last 10-year period. In 2023, the US Census American Community Survey[3] (ACS) 5-year estimates approximated the total population of the county to be 80,640, which shows a 6.2% growth in three years. This population growth has also been followed by employment increases and regional investment in significant employment centers. The county's location near metro areas and direct access to I-85 provide noteworthy incentives for employers to target this area. Large employers such as Amazon and SK Battery have expanded into the county, creating jobs and increasing opportunities in the area. The planned 2026 opening of the Inland Port (known as Blue Ridge Connector) in neighboring Hall County is expected to result in the western portion of the county to see increased industrial growth, warehousing, and distribution centers.

[1] https://data.census.gov/table?q=Population+Total&g=050XX00US13157
[2] https://data.census.gov/table/DECENNIALPL2010.P1?q=Population+Total&g=050XX00US13157
[3] https://data.census.gov/table/ACSDP5Y2023.DP05?q=Population&g=050XX00US13157

FIGURE 1. MAP OF JACKSON COUNTY

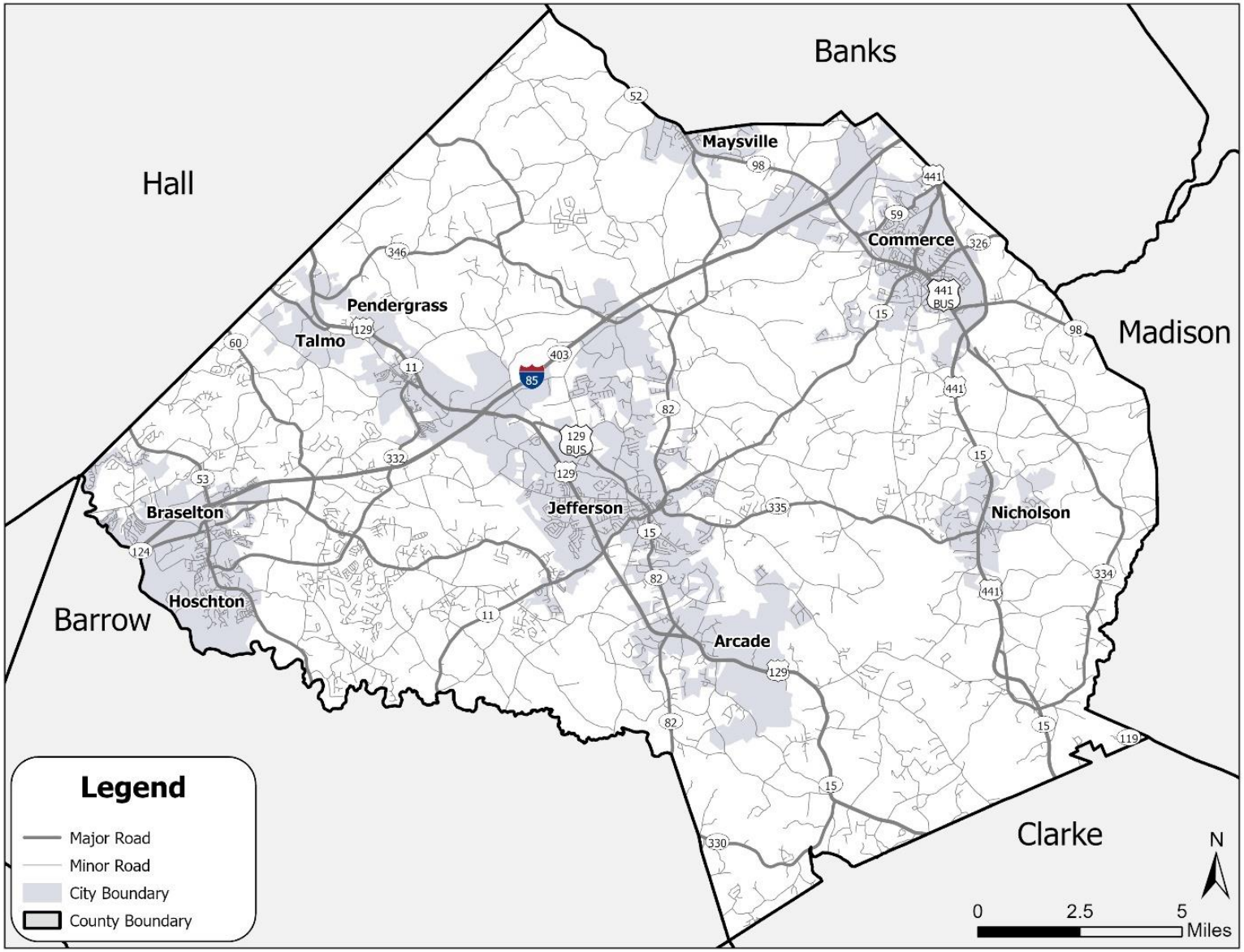
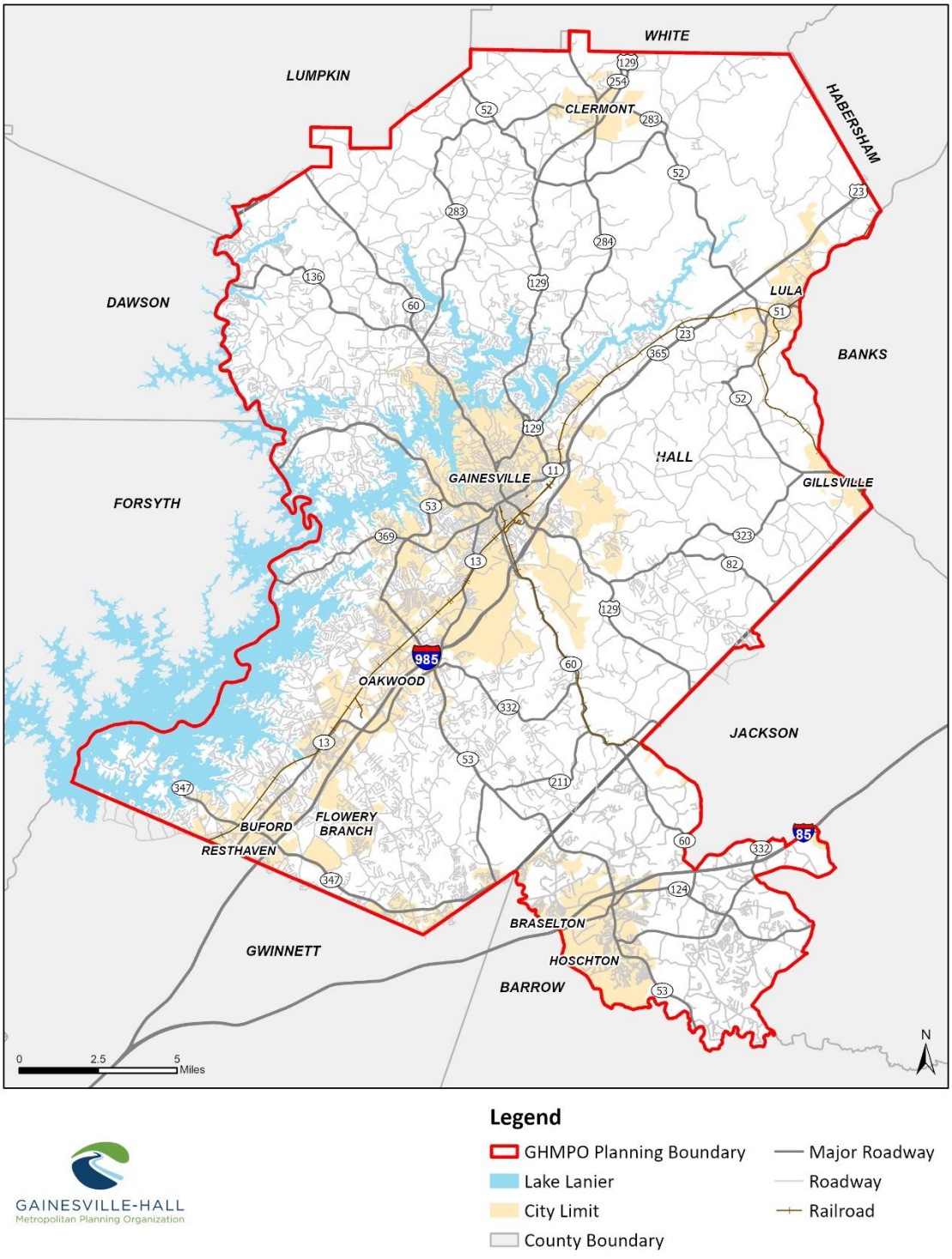


FIGURE 2. MAP OF GHMPO PLANNING BOUNDARY



GAINESVILLE-HALL
Metropolitan Planning Organization

Source: GHMPO

PAST STUDIES AND PLANS

During the development of this CTP update, a variety of documents developed from past and current planning efforts in the region were leveraged to fully understand priorities and regional shifts. The 2025 CTP document serves as an update to the previous plan, developed in 2019. The following documents were reviewed to understand county priorities, major projects, and ongoing efforts which may impact regional transportation. **Table 1** lists past studies and plans.

TABLE 1. PAST STUDIES AND PLANS

Studies and Plans, by Year
Jackson County
2011 Connect Jackson-Bike, Ped, Greenways
Jackson County Unified Development Code (2019, updated 2025)
Jackson County Comprehensive Plan Update (under development)
2019 Jackson County Transportation Plan
Jackson County - Municipalities
2024 Braselton Hoschton Area Mobility Study
GHMPO
2020 GHMPO RTP
2055 GHMPO Metropolitan Transportation Plan (MTP)
2025 GHMPO Bicycle and Pedestrian Plan Update
Northeast Georgia Regional Commission (NEGRC)
2023 Northeast Georgia Regional Plan
Statewide Plans
Georgia Department of Transportation (GDOT) Statewide Transportation Improvement Program (STIP) FY 2024-2027

COMMUTE PATTERNS

The county's commuting trends highlight how transportation over significant distances is key to the employment throughout the county, with a majority of employees traveling outside of the county and many traveling over an hour to work. As of 2020, Jackson County has 32,748 workers aged 16 years and over,[4] as shown in **Table 2**. The data shows that over 90% of workers commute using a motorized vehicle (car, truck or van), and over 82% commute alone, with only 6.3% working from home. These patterns signify historic investment in vehicular travel in the county and highlight the relatively minimal use of public transit and bicycle and pedestrian infrastructure in the area.

[4] https://www.census.gov/programs-surveys/acs/

TABLE 2. MEANS OF TRANSPORTATION TO WORK

Transportation Type	Percent of Total
Workers 16 years and over	32,748
Car, truck, or van	91.2%
Drove alone	82.8%
Carpooled	8.4%
Workers per car, truck, or van	1.05
Public transportation (excluding taxicab)	0.8%
Walked	0.3%
Bicycle	0.0%
Taxicab, motorcycle, or other means	1.4%
Worked from home	6.3%

Source: US Census 2020 ACS 5-Year Estimates

A slightly greater proportion of people live in Jackson County and work outside the county than people who commute into Jackson County for work from outside counties. There is minimal disparity (less than 2k people) between the number of people commuting externally in to work in Jackson and those who live in Jackson commute to work outside of the county. **Table 3** depicts the inflow and outflow of workers and residents of Jackson County in 2020[5]

TABLE 3. PLACE OF WORK

Place of Work/Residence	Count	Percent of Total
Employed in Jackson County	28,623	100.0%
Employed in Jackson County, Living Outside	21,251	74.2%
Employed and Living in Jackson County	7,372	25.8%
Living in Jackson County	30,354	100.0%
Living in Jackson County, Employed Outside	22,982	75.7%
Employed and Living in Jackson County	7,372	24.3%

Source: US Census OnTheMap Application and
2020 LEHD Origin-Destination Employment Statistics

As depicted in **Table 4**, most households in the county have access to a vehicle; however, 2.5% of households lack regular access to a vehicle. This amounts to nearly 1,900 people in the County without any vehicle access, indicating that these individuals may face difficulty traveling.

The most prevalent industries making up the majority of Jackson County's workforce are manufacturing (20%), retail trade (16.7%), and wholesale trade (11.5%). These employment types rely heavily on the safe

[5] https://onthemap.ces.census.gov/

and efficient movement of the transportation network to ensure continued prosperity in the area. The key employment features of the county are listed in **Table 6**.

TABLE 4. VEHICLES AVAILABLE PER HOUSEHOLD

Vehicles Available	Percent of total
No vehicle available	2.5%
1 vehicle available	8.6%
2 vehicles available	40.6%
3 or more vehicles available	48.3%

Source: US 2020 ACS 5-Year Estimates

TABLE 5. NAICS INDUSTRY BREAKDOWN FOR JACKSON COUNTY

NAICS Industry	Count	Percent of Total
Agriculture, Forestry, Fishing and Hunting	256	0.9%
Mining, Quarrying, and Oil and Gas Extraction	10	0.0%
Utilities	287	1.0%
Construction	1,196	4.2%
Manufacturing	5,738	20.0%
Wholesale Trade	3,290	11.5%
Retail Trade	4,774	16.7%
Transportation and Warehousing	2,422	8.5%
Information	126	0.4%
Finance and Insurance	216	0.8%
Real Estate and Rental and Leasing	1,594	5.6%
Professional, Scientific, and Technical Services	829	2.9%
Management of Companies and Enterprises	60	0.2%
Administration & Support, Waste Management and Remediation	1,854	6.5%
Educational Services	1,859	6.5%
Health Care and Social Assistance	1,171	4.1%
Arts, Entertainment, and Recreation	57	0.2%
Accommodation and Food Services	1,299	4.5%
Other Services (excluding Public Administration)	450	1.6%
Public Administration	1,135	4.0%

Source: US Census OnTheMap Application and
2020 LEHD Origin-Destination Employment Statistics

The reported average commute time of 31.1 minutes in Jackson County is higher than the US average commute time of 26.9 minutes (difference of 15.6%), as well as Georgia's average commute time of 28.7 minutes (difference of 8.4%). 12.2% of Jackson County commuters have commute times that exceed 60 minutes, compared to just 9.3% nationwide and 10.9% statewide.[6] This time spent commuting on the roadway shows a continued need for investment in roadway infrastructure to improve commutes and maintain transportation efficiency. The average travel time to work for Jackson County is shown in **Table 6**.

TABLE 6. TRAVEL TIME TO WORK

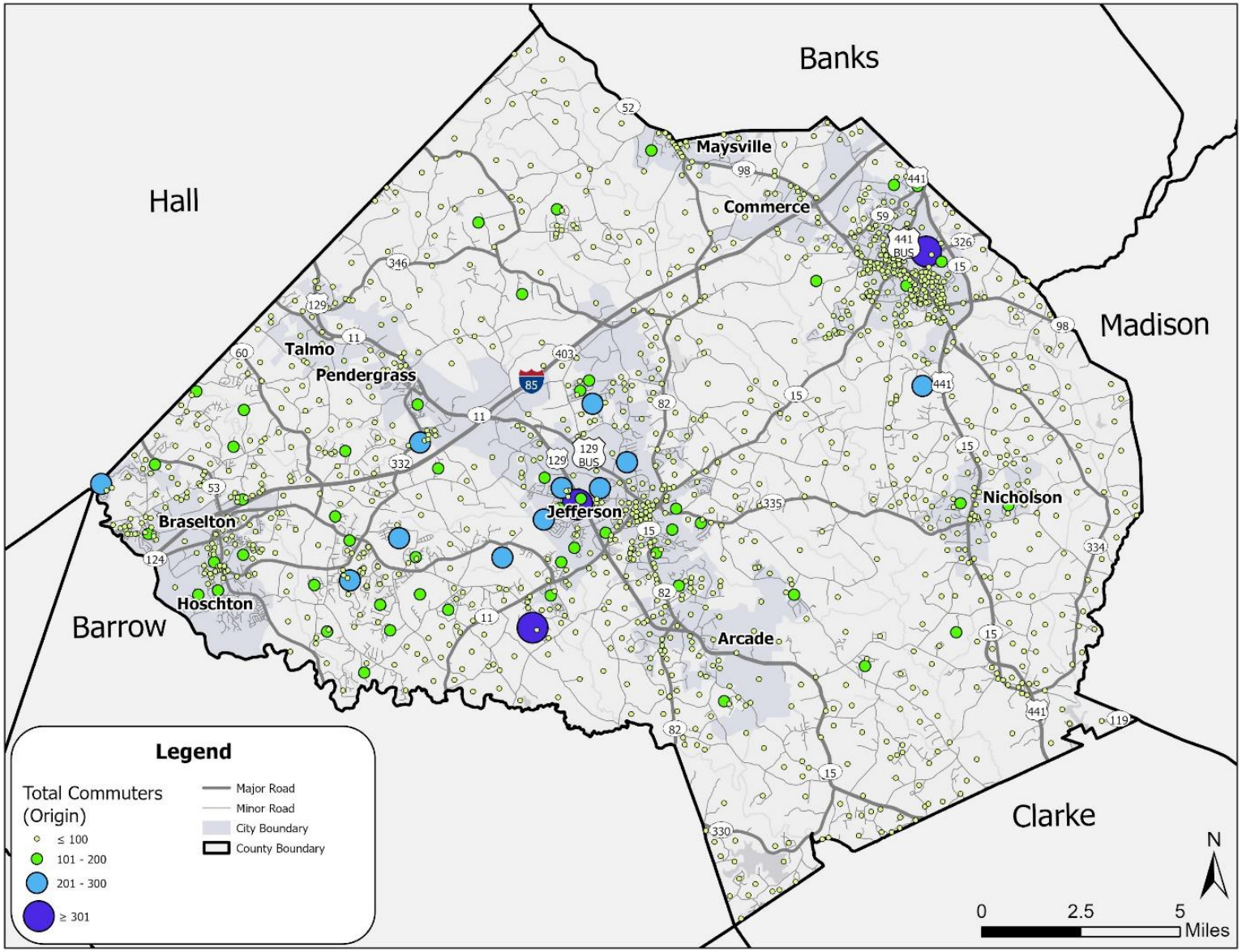
Travel Time to Work	Percent of total
Less than 10 minutes	8.5%
10 to 14 minutes	11.1%
15 to 19 minutes	11.7%
20 to 24 minutes	12.1%
25 to 29 minutes	5.8%
30 to 34 minutes	17.1%
35 to 44 minutes	9.5%
45 to 59 minutes	12.0%
60 or more minutes	12.2%
Mean travel time to work (minutes)	31.1

Source: US Census 2020 ACS 5-Year Estimates

The generalized origin of commuters within the community is depicted in **Figure 3**. These clusters are largely within the urbanized and suburban areas of the county.

6 https://data.census.gov/table/ACSST5Y2020.S0801?q=travel+time+to+work&g=010XX00US_040XX00US13_050XX00US13157

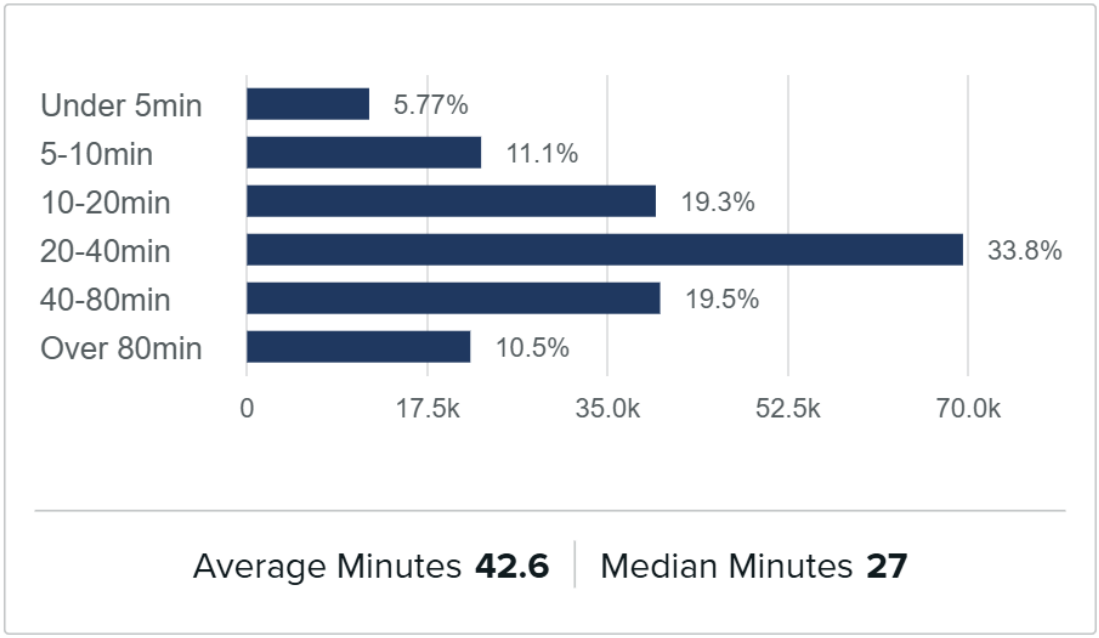
FIGURE 3. JACKSON COUNTY COMMUTER ORIGINS (2021)



Source: LEHD

Metrics such as travel time, number of trips, and others were aggregated across the county for an average weekday in the spring of 2024 using the Replica[7] application, which simulates trip movements to provides counts and other trip analyses. The results show an average commute trip duration of 42.6 minutes and a median trip duration of 27 minutes for all trips within the county. The increase in average trip duration from 31.1 minutes in 2020 to 42.6 minutes in 2024 conveys increasing demand on the transportation network and increases in congestion within Jackson County. A detailed distribution of trip duration in Jackson County on an average weekday in spring of 2024 is shown in **Figure 4**.

FIGURE 4. TRIP DURATION (MINUTES) ON AN AVERAGE WEEKDAY, SPRING 2024



Source: Replica Places, Spring 2024

ENVIRONMENTAL CONSIDERATIONS

A variety of sources were considered and pooled together to inform the historical and environmental analysis of Jackson County. Infrastructure projects for both motorized and non-motorized users can have impacts on the historical and environmental resources of the region. These elements were considered during both the needs assessment and the project evaluation and prioritization phases. Projects were mapped in relation to:

1. Identified historical resources obtained from the Georgia's Natural, Archeological, and Historic Resources Geographic Information System (GNAHRGIS)
2. Wetlands and waterbodies obtained from the National Wetlands Inventory (NWI)

[7] https://www.replicahq.com/

Additionally, a list of endangered species of flora and fauna was obtained from the US Fish and Wildlife Service Environmental Conservation Online System (ECOS) and is shown in **Table 7**. Potential impacts should be considered and mitigated where applicable and feasible during the planning and early design phases of any future project.

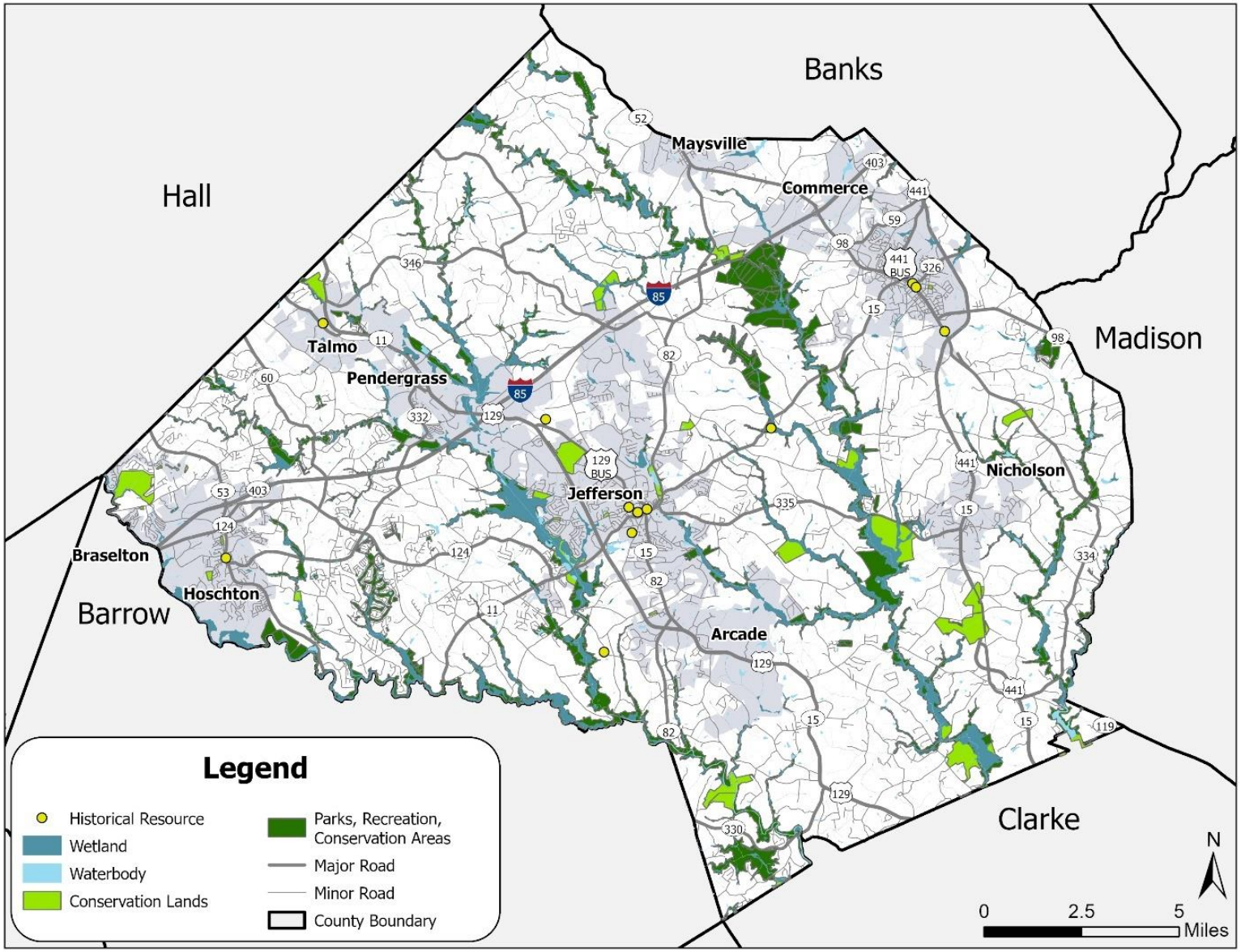
TABLE 7. ECOS SPECIES LISTED IN JACKSON COUNTY

Scientific Name	Common Name	ESA Listing Status
Amphianthus pusillus	Little amphianthus	Threatened
Moxostoma robustum	Robust redhorse	Under Review
Isoetes melanospora	Black spored quillwort	Endangered
Perimyotis subflavus	Tricolored bat	Proposed Endangered
Myotis grisescens	Gray bat	Endangered
Danaus plexippus	Monarch butterfly	Proposed Threatened
Myotis lucifugus	Little brown bat	Under Review

Source: US Fish and Wildlife Service ECOS, Accessed February 2025

Figure 5 shows the location of both the water features (rivers, streams, wetlands, etc.) and the historical resources located within the Jackson County boundary. Whereas water bodies of various nature are located throughout the county, constituting potential resources for the augmentation of the county's bicycle and pedestrian infrastructure, historical resources (buildings, landmarks, etc.) are mostly located within the municipal boundaries of Jefferson, Braselton, Hoschton, and Commerce.

FIGURE 5. JACKSON COUNTY ENVIRONMENTAL CONSIDERATIONS



Source: GNAHRGIS, Department of Natural Resources, Jackson County

CHAPTER 2
TRAVEL AND ROADWAY CONDITIONS

FUNCTIONAL CLASSIFICATION

All roads in the county are classified according to the roadway functional classification based on the degree of access, the level of mobility, and the general character of the roadway. Interstates have the highest functional classification, providing users with the highest level of mobility and the lowest degree of access; they generally have the highest speed limits with grade-separated interchanges. Principal arterials consist of roads such as freeways and expressways, and provide high levels of mobility and low access, similar to interstates. Minor arterials provide are similar to principal arterials and serve trips of more moderate lengths. Major and minor collectors provide connections between arterials and local roads. The lowest level in the functional classification is that of local roadways, which provide the highest degree of access and the lowest mobility.

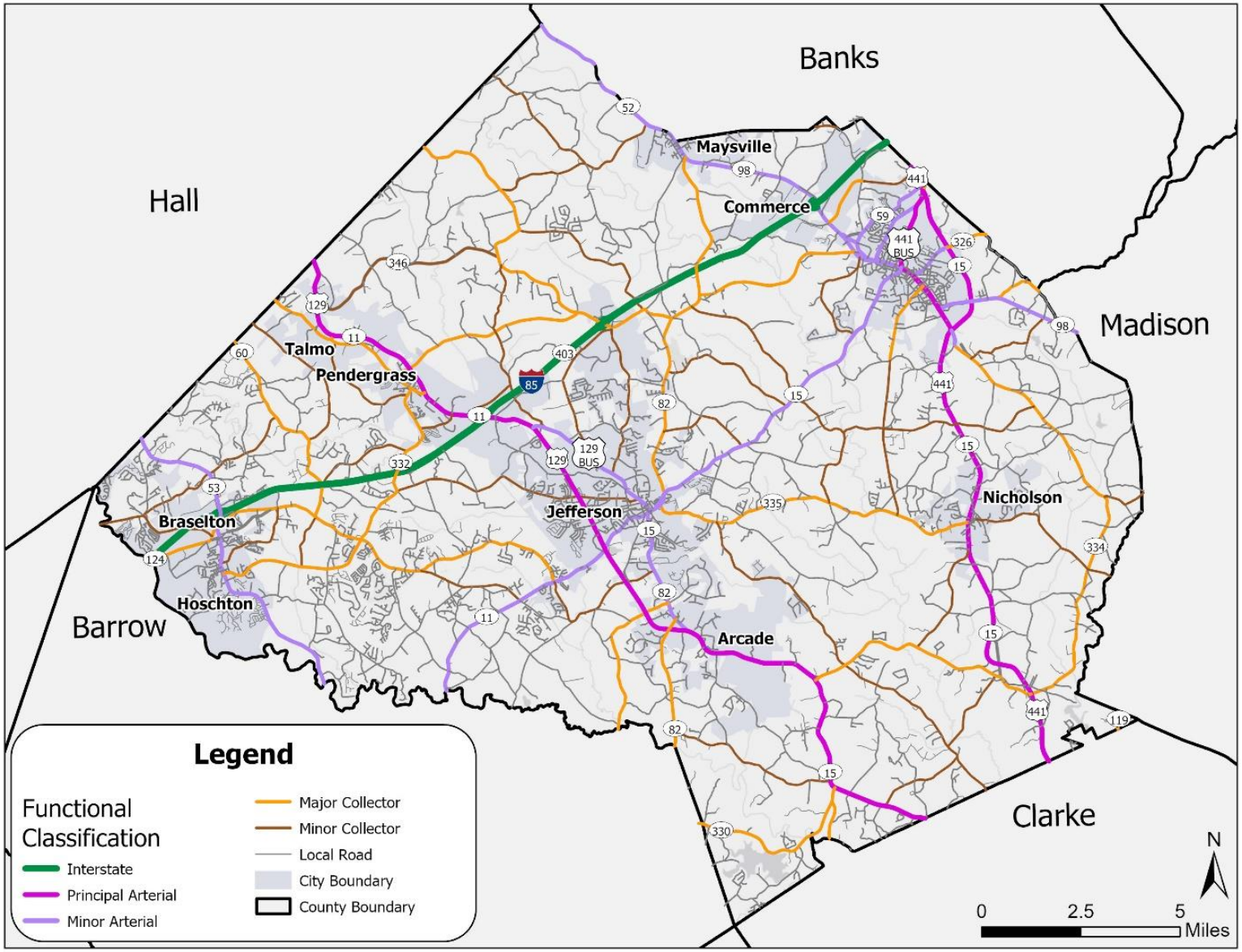
Table 8 and **Figure 6** shows the functional classification for roadways in Jackson County. I-85 is the only interstate in Jackson County, which is served by a number of principal arterial roads including US 129/SR 11 and US 441/SR 15. The principal arterials are oriented NW-SE and connect the municipalities in the central and eastern sections of the county, whereas US 441/SR 15 (a minor arterial) is oriented NE-SW through the middle of the county.

TABLE 8. MILEAGE BY ROAD FUNCTIONAL CLASSIFICATION, JACKSON COUNTY

Functional Classification	Total Miles	Percentage
Interstate	49.0	5%
Principal Arterial	49.2	5%
Minor Arterial	58.7	5%
Major Collector	105.5	10%
Minor Collector	124.5	12%
Local Road	691.9	64%
Total	1078.3	100%

Source: GDOT Roadway Inventory (2023)

FIGURE 6. FUNCTIONAL CLASSIFICATION



Source: GDOT Roadway Inventory (2023)

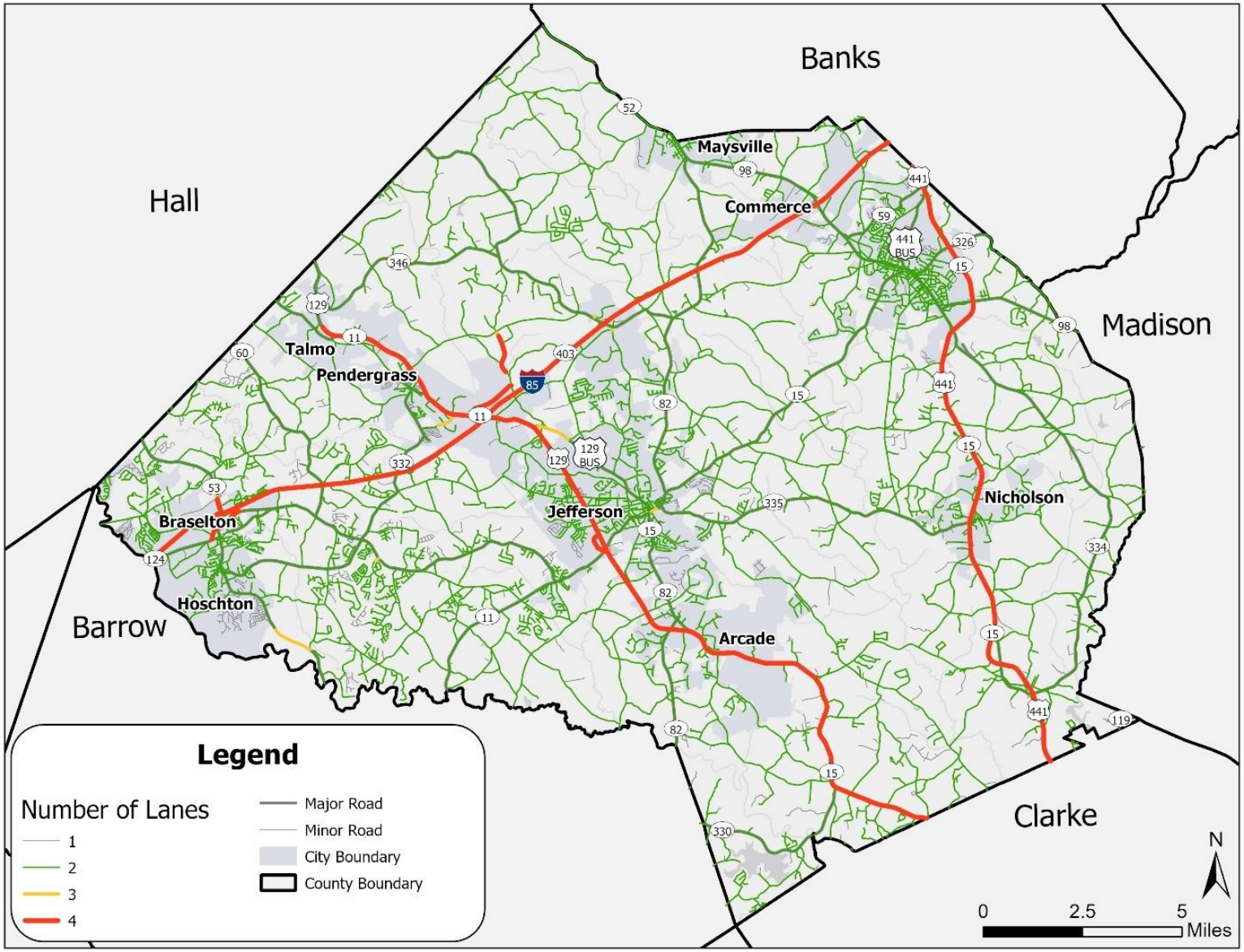
TRAVEL LANES AND PAVED/UNPAVED MILES

Based upon 2023 data, most roads within Jackson County consist of two (2) travel lanes, or one (1) lane per direction of travel, apart from some segments of the interstate (I-85) and some major arterials which have two (2) lanes per direction of travel. Roads with more than two (2) lanes in total generally have higher speeds, are designed to handle a higher volume of traffic, and tend to have a higher functional classification. In Jackson County, these roads with higher functional classifications consist of the I-85 and US routes (US 129 and US 441). **Figure 7** shows the number of travel lanes for the roads in Jackson County.

There are a total of 1,042 miles of roadway in Jackson County, excluding private roads, ramps, and unbuilt roads. Of these, 945 miles are paved with asphalt, 4 miles are paved with concrete, and 93 miles are unpaved.[8]

[8] https://www.dot.ga.gov/DriveSmart/Data/Documents/400%20Series/441/441_Report_2023.pdf

FIGURE 7. NUMBER OF TRAVEL LANES



Source: GDOT Roadway Inventory (2023)

SIGNALIZED INTERSECTIONS

There are 32 traffic signals located in Jackson County.[9] Six (6) previously signalized intersections were to either removed or converted into other intersection control devices (e.g., roundabouts). Of the 32 signalized locations, 26 (81%) are located within city limits. **Table 9** contains the exact breakdown of signalized intersections per municipality as of 2024. Most of the signalized intersections are located at the junction between state and US routes, or at interchanges where the traffic patterns and volumes require signalization.

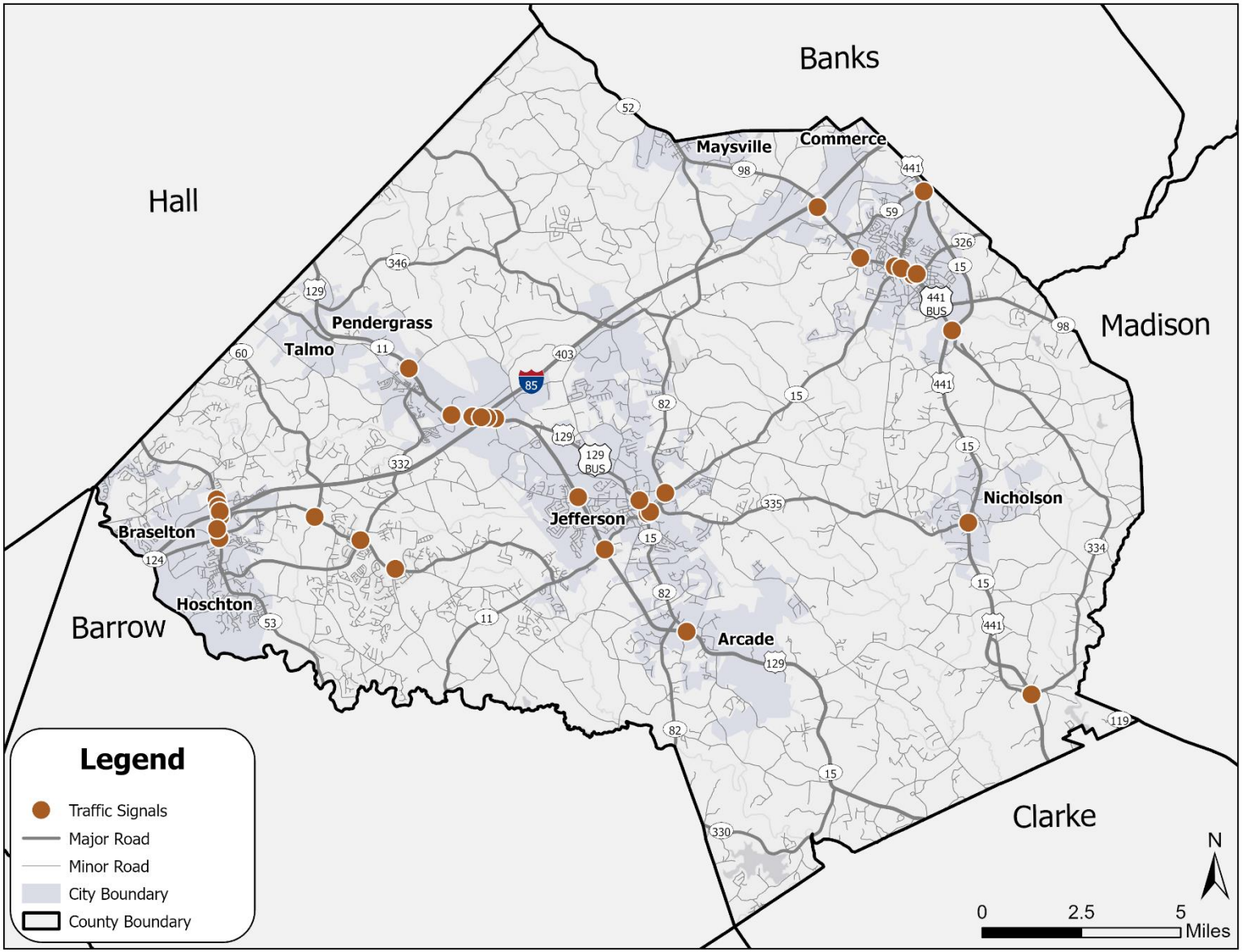
TABLE 9. NUMBER OF SIGNALIZED INTERSECTIONS BY JURISDICTION

Jurisdiction	Number of Signalized Intersections
Hoschton	0
Arcade	1
Maysville	0
Pendergrass	1
Nicholson	1
Talmo	0
Braselton	5
Jefferson	10
Commerce	8
Unincorporated	6
Total	**32**

Source: GeoPI

[9] https://www.dot.ga.gov/applications/geopi/Pages/Search.aspx#

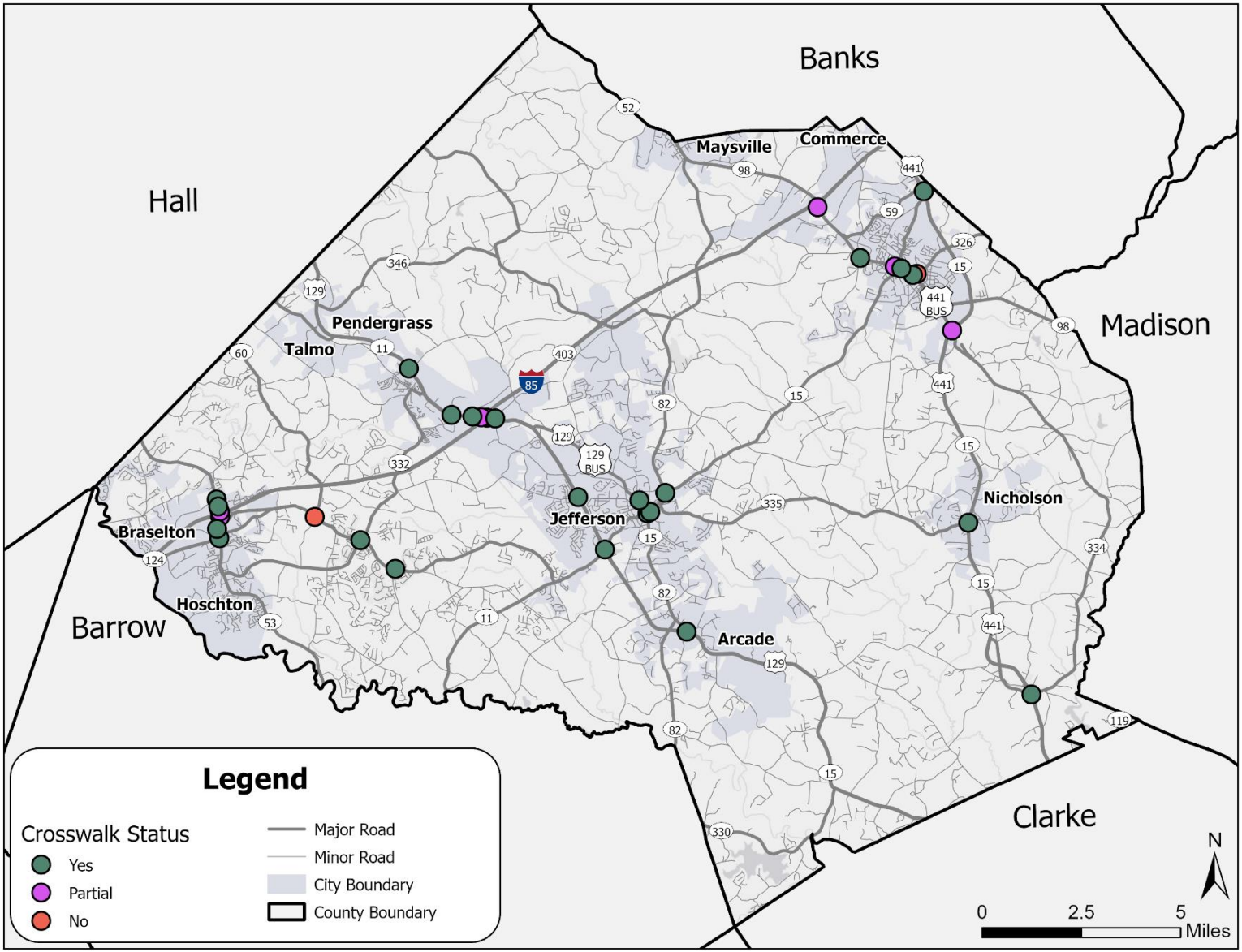
FIGURE 8. SIGNALIZED INTERSECTIONS IN JACKSON COUNTY



Source: GeoPI

Of the 32 signalized intersections, seven (7) of the intersections only contain partial crosswalks, and two (2) do not contain crosswalks at all. **Figure 9** shows the status of crosswalk locations in Jackson County. The locations with the most limited crosswalk infrastructure at signalized intersections are Commerce and Braselton, as well as the intersection of I-85 and US 129/SR 11. The lack or minimal presence of pedestrian crossing infrastructure provides a barrier for those without access to a vehicle to safely cross at intersections, disincentivizing pedestrians from crossing at intersections where drivers are likely to expect to see people walking. This can lead to pedestrians choosing to cross unpredictably along the roadway, creating spontaneous and oftentimes unavoidable conflicts with moving vehicles.

FIGURE 9. CROSSWALK PRESENCE AT SIGNALIZED INTERSECTIONS IN JACKSON COUNTY



Source: GeoPI, RS&H Analysis

TRANSIT

Jackson County Transit provides service within Jackson County and external service to Athens-Clarke County to the southwest. This is maintained as an on-demand service provided by three (3) 10-passenger vans equipped with wheelchair access. Operating from 7 a.m. to 4 p.m. Monday to Friday, this is a Shared-Ride service for connecting residents with their destinations.[10] At this time, Jackson County does not operate a fixed-route bus service. **Table 10** shows the typical transit fares.

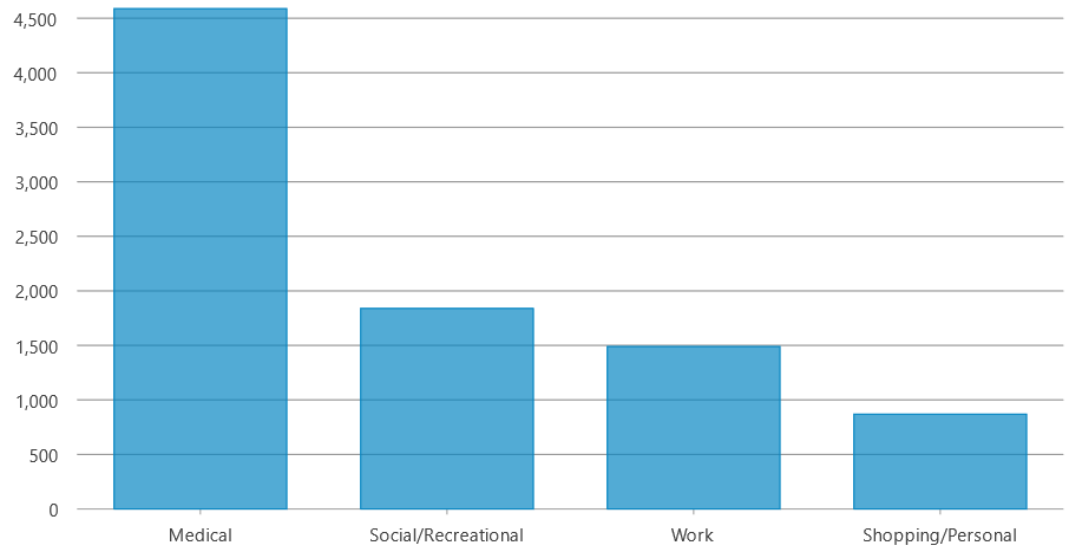
TABLE 10. TRANSIT FARES

Transit Fare	One-Way/ In-County	Round Trip/ In-County	One-Way/ Out of County	Round Trip/ Out of County
Total	$4.00	$8.00	$9.00	$18.00

Source: Jackson County Transit

Additionally, the 2020 Jackson County Transit Feasibility Study identified recent trends of transit use. As depicted in **Figure 10,** the majority of trips using transit were medical in nature, taking patrons to their medical providers within Jackson and nearby Athens-Clarke County. Thousands of transit trips are taken in Jackson County annually, yet there is no fixed-route service available for transit users. Should future transit investment prove to be a continued local desire, partnerships with nearby municipal partners and adjacent transit agencies should be leveraged to connect Jackson County residents with common destinations. **Figure 11** depicts the clustering of trip locations as identified within the transit feasibility study; as shown by the large dark red circles, many trips were taken to Commerce and Jefferson.

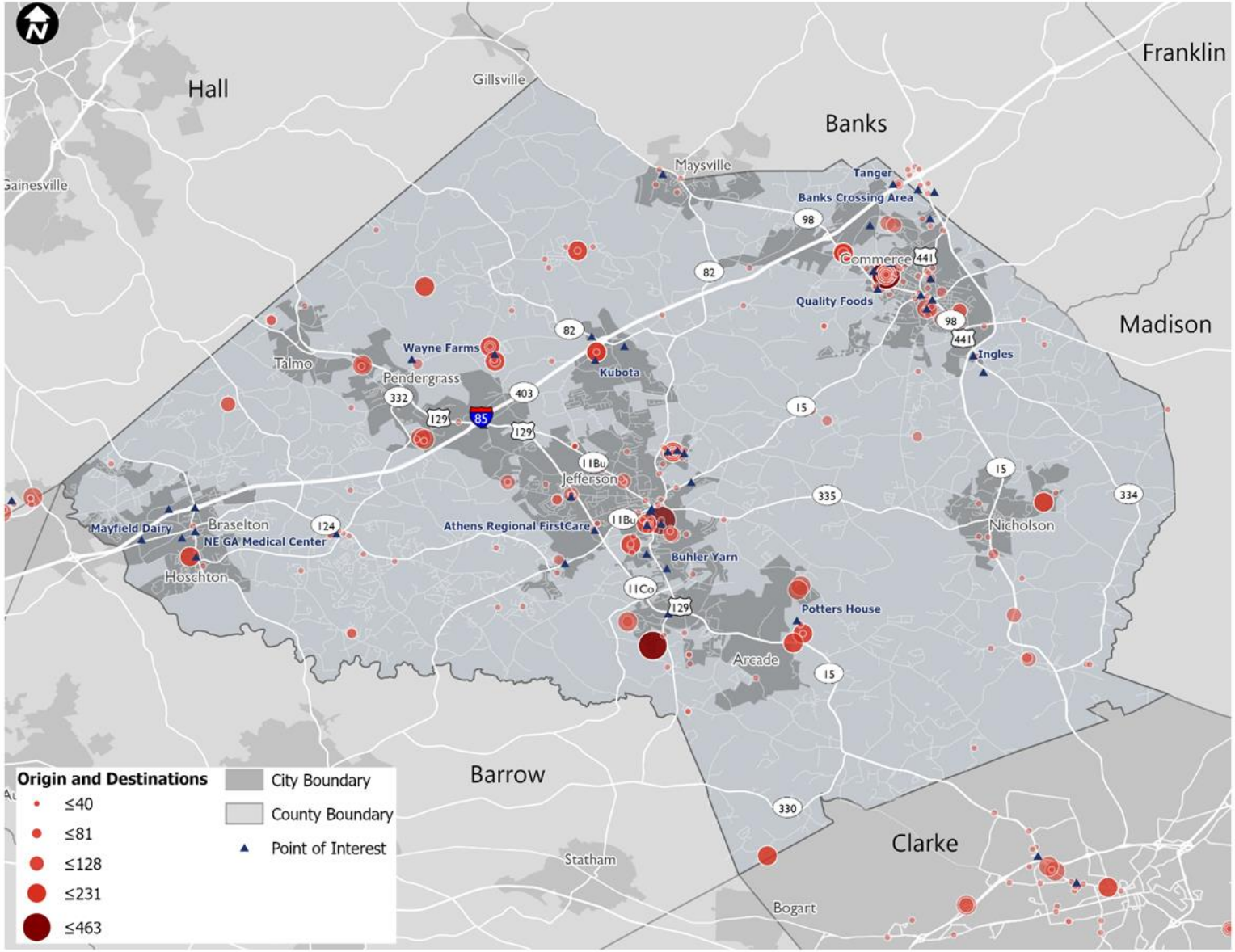
FIGURE 10. TOTAL ANNUAL TRANSIT TRIPS BY PURPOSE



Source: 2020 Jackson County Transit Feasibility Study

[10] https://www.jacksoncountygov.com/364/Fares

FIGURE 11. TOP TRIP DESTINATIONS



Source: 2020 Jackson County Transit Feasibility Study

BICYCLE AND PEDESTRIAN

Alternative modes of transportation to the personal vehicle constitute an essential mobility and accessibility tool for residents within and visitors to Jackson County. Though a majority of trips within and through the county are undertaken in a personal or commercial vehicle, bicycle and pedestrian trips play a critical role in the functioning of the transportation network. These trips provide increased mobility options while contributing to the reduction of congestion, emissions, and other negative externalities associated with automobile traffic.

In Jackson County in 2020, less than 0.1% of commuters biked to work, and only 0.3% walked.[11] These data points are below the state and national averages for the same time period. The biking and walking disparity in Jackson County demonstrates that there is both a need to improve the existing infrastructure that caters to these modes as well as an opportunity to encourage a mode shift through the diversification of transportation solutions to improve and expand transportation options for those with limited access to a personal vehicle. **Table 11** shows the breakdown of biking and walking commute to work averages compared by geographic area.

TABLE 11: BIKING AND WALKING COMMUTES TO WORK AVERAGES, 2020

Benchmark	Bike to Work Average	Walk to Work Average
Jackson County	<0.1%	0.3%
State of Georgia	0.2%	1.5%
National	0.5%	2.6%

Source: US Census ACS 2020 5-Year Estimates

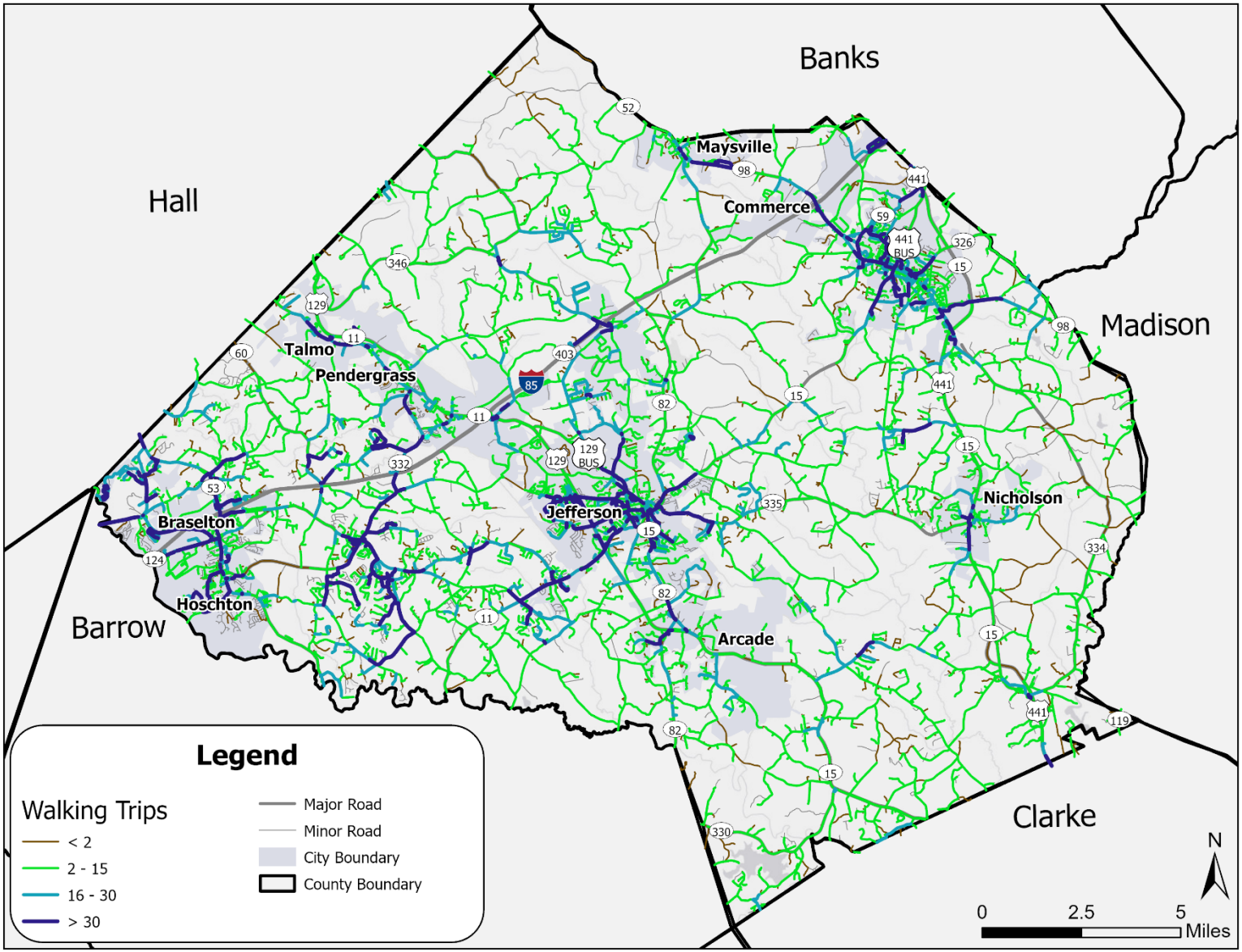
Downtown areas in Jackson County have seen a progressive expansion of sidewalk coverage, with better crossing accommodations (crosswalks, bulb outs, etc.) being built at major intersections and high-traffic areas in towns such as Jefferson, Braselton, and Hoschton. In addition to the sidewalk network, Jackson County has around 14.9 miles of dedicated trails, mainly located within parks and forested areas.

Beyond the municipal areas, future improvements to the existing bicycle and pedestrian infrastructure may focus on connections to and between residential areas, hospitals, schools, and greenspaces where there are the highest expected number of trips and the higher return on investment in terms of safety and accessibility. A Replica analysis was conducted at the county level to identify areas of identified walking trips. This dataset was compiled by aggregating GPS probe data and shows a higher concentration of walking and biking trips in the core areas of the major towns, mostly in Jefferson, Commerce, Braselton, and Hoschton, along with the southwestern part of the county between Braselton/Hoschton and Jefferson. Significant biking trip density was also found along the boundary with Clarke County, as there are trails in

11 https://data.census.gov/table/ACSST5Y2020.S0801?q=travel+time+to+work&g=010XX00US_040XX00US13_050XX00US13157

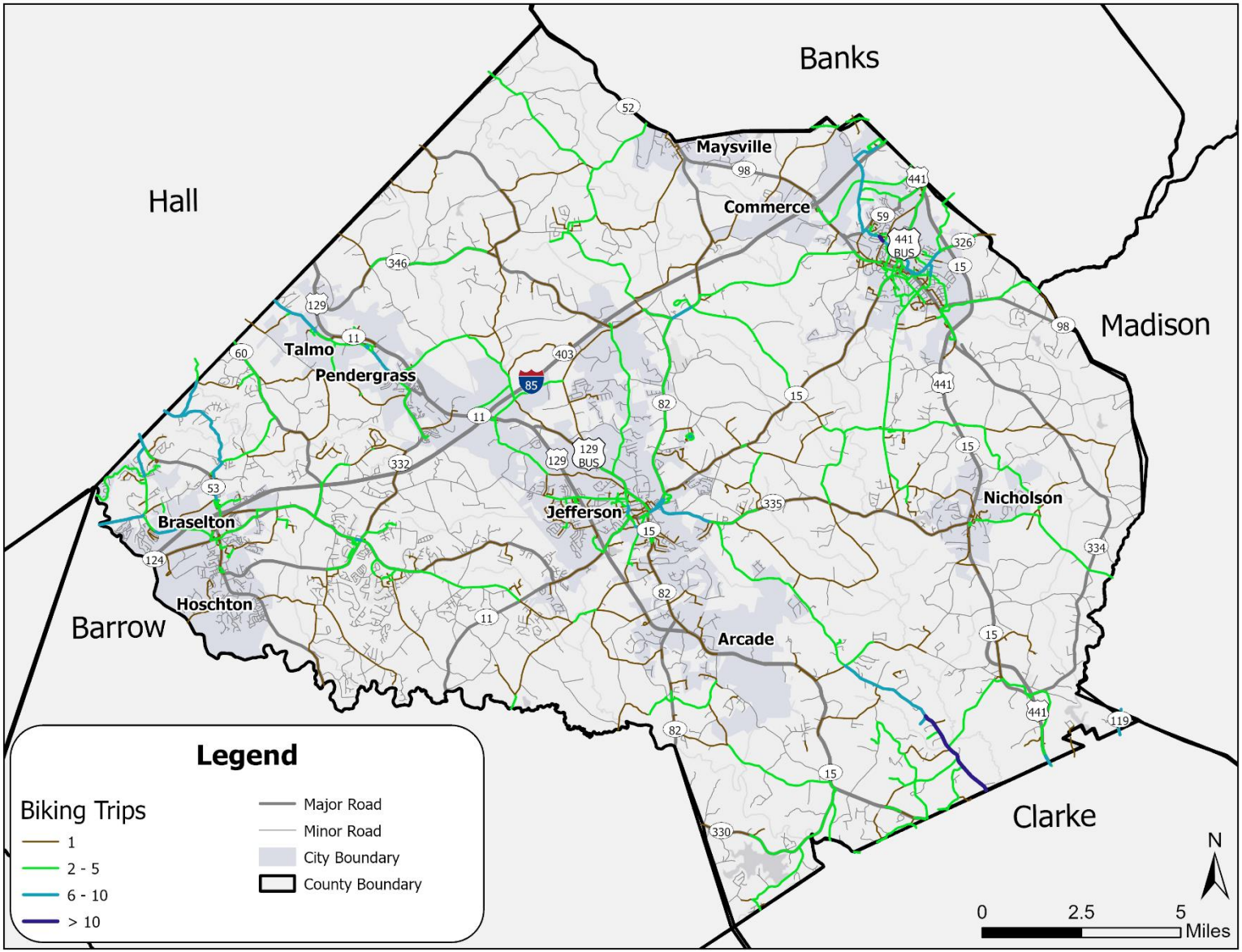
the area that connect to Athens. Walking trips and biking trips on an average spring 2024 weekday are shown in **Figure 12** and **Figure 13** respectively.

FIGURE 12. REPLICA ANALYSIS OF WALKING TRIPS ON AN AVERAGE WEEKDAY IN SPRING 2024, JACKSON COUNTY



Source: Replica Places, Spring 2024

FIGURE 13. REPLICA ANALYSIS OF BIKING TRIPS ON AN AVERAGE WEEKDAY IN SPRING 2024, JACKSON COUNTY



Source: Replica Places, Spring 2024

CHAPTER 3
EXISTING PERFORMANCE

SAFETY/CRASH DATA

Areas of the county are experiencing significant growth, leading to vehicle volume increases and crash numbers are increasing. The past five-year period was characterized by the COVID-19 Pandemic which led to regional reductions in crashes during its height; However, after this peak, the nation experienced a crash rebound with higher numbers of crashes. In Jackson County, crashes have increased in the past five years (12,096 crashes between 2018-2022) compared to the previous five-year span (9,405 crashes between 2014-2018). Some rapidly growing areas in the county include the western portion of the county near Braselton and Hoschton, Jefferson, and general increases in traffic volume and truck traffic across most of the region.

The crash figures in 2020-2021 were during the height of the COVID-19 pandemic and eventual return to normal period. During this period the nation and the county saw increased in crashes after the pandemic. **Table 12** and **Figure 14** depict this trend.

Crashes are classified based on the injuries sustained by those involved. It has become common practice to use the KABCO Severity scale for this purpose:

- K – Killed: A reported injury of any person that produced death within 30 days after the date of the accident.
- A – Serious Injury: Any injury that prevents the injured person from walking, driving, or normally continuing the activities that that person was capable of performing prior to the accident.
- B – Visible Injury: Any injury that is evident to any person other than the injured at the scene of the accident.
- C – Complaint Injury: Possible injuries that are claimed or indicated by behavior but not by wounds.
- O – No injury.

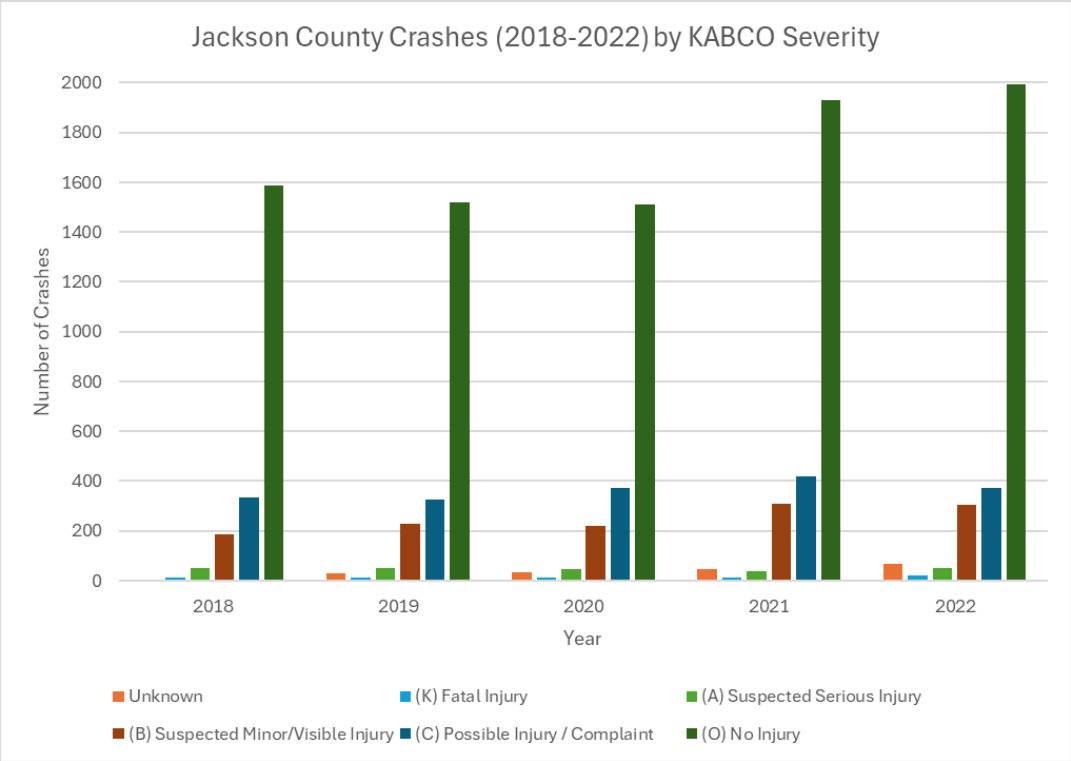
In 2022 alone, there were a total of 2,810 crashes, of which 21 (<1%) were classified as Fatal Injury crashes and 52 (1.8%) were Suspected Serious Injury crashes. As shown in **Table 12**, GDOT reports 12,096 crashes in the county over this five-year period. **Figure 14** depicts this crash count information by KABCO severity.

TABLE 12: VEHICULAR CRASHES BY KABCO SEVERITY, 2018-2022

KABCO Severity	2018	2019	2020	2021	2022	Total
K – Killed	13	13	11	12	21	70
A – Serious Injury	49	52	46	40	52	239
B – Visible Injury	188	227	221	308	303	1,247
C – Complaint Injury	336	324	373	418	373	1,824
O – No Injury	1,585	1,518	1,509	1,932	1,994	8,538
Total	**2,173**	**2,162**	**2,193**	**2,758**	**2,810**	**12,096**

Source: AASHTOWare Numetric Crash Data, 2018-2022

FIGURE 14. JACKSON COUNTY VEHICULAR CRASHES FOR 2018 – 2022 BY KABCO SEVERITY



Source: AASHTOWare Numetric Crash Data, 2018-2022

Table 13 shows the breakdown of crashes by roadway functional class, showing that most crashes occurred along high-volume, high-speed roads, such as interstates and major and minor arterials.

TABLE 13. JACKSON COUNTY VEHICULAR CRASHES FOR 2018 – 2022 BY FUNCTIONAL CLASS

Functional Class	2018	2019	2020	2021	2022	Total
Interstate	348	406	358	555	515	2,182
Principal Arterial Other	514	486	514	602	629	2,745
Ramps	20	33	16	47	86	202
Minor Arterial	409	407	413	529	568	2,326
Major Collector	322	322	327	347	403	1,721
Minor Collector	179	135	201	213	197	925
Local	266	273	294	315	269	1,417
Not able to Classify	115	99	70	150	28	462
All Road Classes*	**2,173**	**2,161**	**2,193**	**2,758**	**2,695**	**11,980**

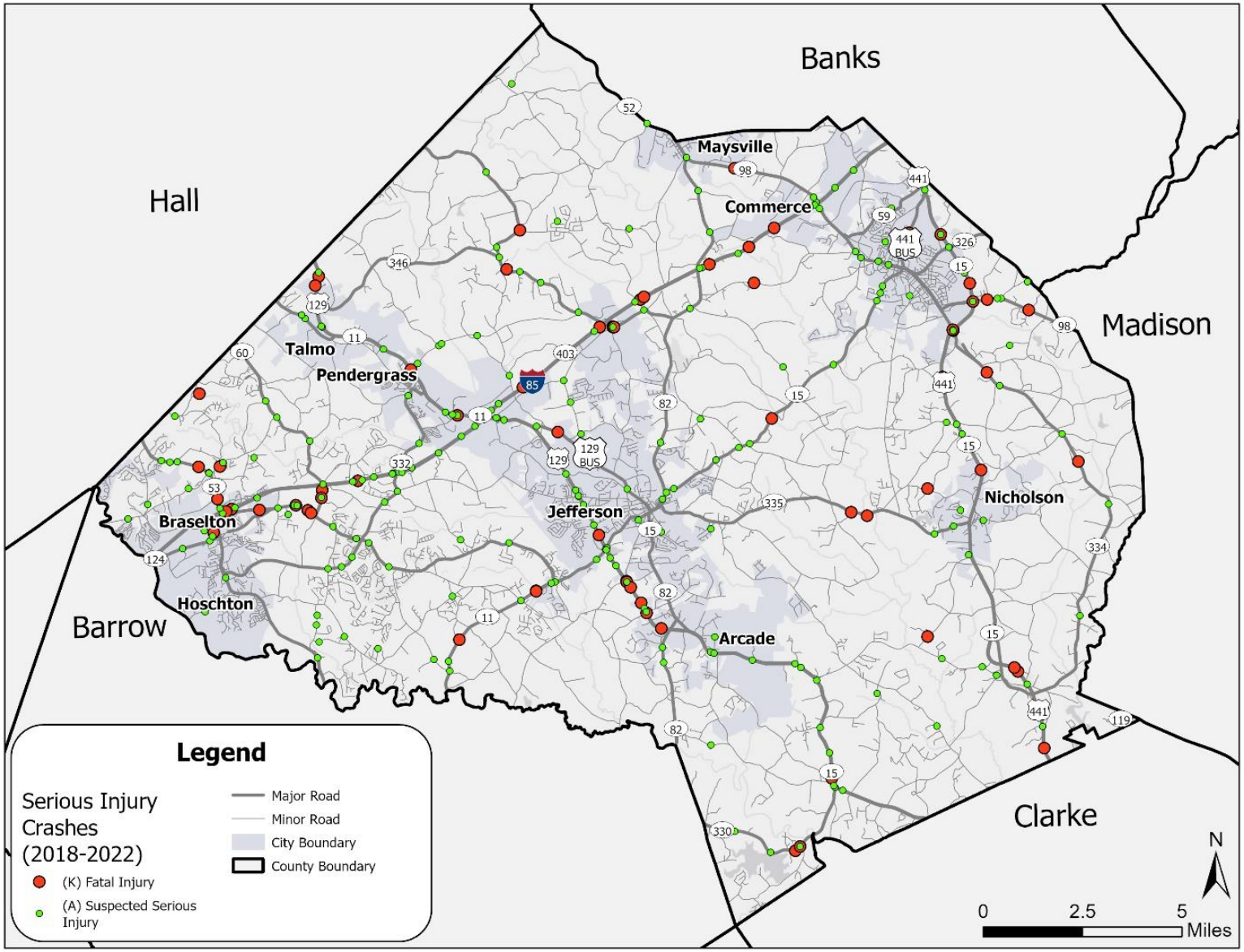
*116 crash records are missing functional class data.

Source: AASHTOWare Numetric Crash Data, 2018-2022

High severity crashes, comprised of serious injury and fatality crashes, are most concentrated on higher volume roadways such as I-85 and SR 129, and in urban areas such as Braselton and Hoschton, Jefferson, and Commerce. Locations in the county that show consistent safety concerns should be prioritized for future infrastructure improvements. **Figure 15** shows the approximate location of Suspected Serious Injury and Fatal Injury crashes between 2018 and 2022.

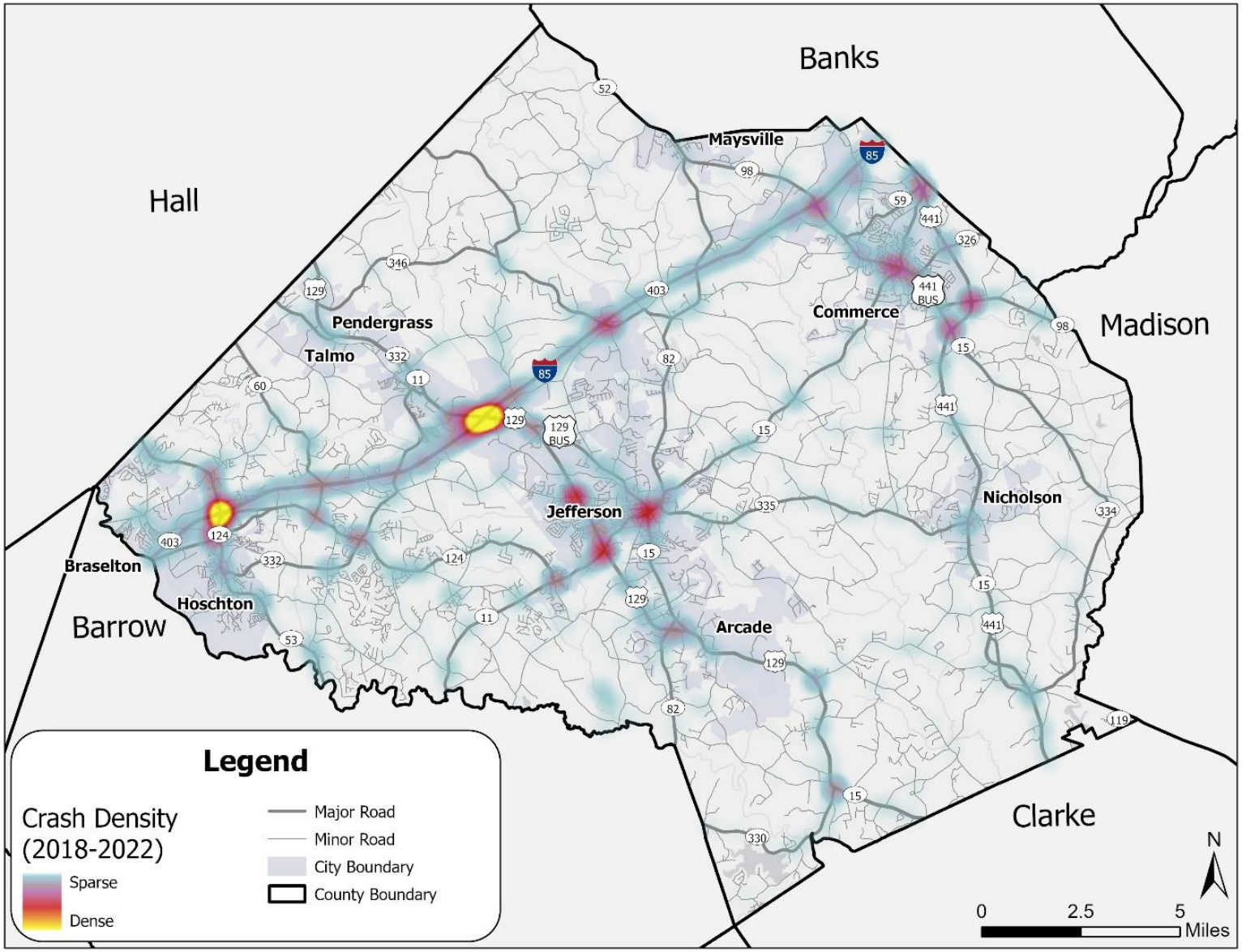
Figure 16 is a heat map which illustrates all crashes between January 2018 and December 2022 with crash hotspots shaded based on the density of crashes that occurred in the area: the yellow locations show the highest density of crashes, while the red and blue areas show lower crash densities respectively. These crash hotspots are located primarily along corridors containing higher traffic volumes, greater speeds, and large intersections, where a high number of turning movements are more likely to occur.

FIGURE 15. JACKSON COUNTY SERIOUS (K OR A ON THE KABCO SCALE) VEHICULAR CRASHES FOR 2018 – 2022



Source: AASHTOWare Numetric Crash Data, 2018-2022

FIGURE 16. CRASH HEATMAP (2018-2022) FOR JACKSON COUNTY



Source: AASHTOWare Numetric Crash Data, 2018-2022

To better account for both the number of crashes and their severity and allow for an apples-to-apples comparison of crashes, the Equivalent to Property Damage Only (ePDO) metric is commonly used. The ePDO metric indicates the number of property damage only crashes that it would take to equal a crash of a particular severity. Higher severity crashes, such as fatal injury crashes or serious injury crashes, have a higher corresponding ePDO compared to complaint injury crashes. In this way, the higher severity crashes are "translated" into an equivalent number of no injury (or property damage only) crashes. This conversion results in a comparison between ePDO crashes accounting for both the number and the severity of the crashes at a given location.

Following the crash density analysis, the intersections and segments with the highest ePDO from across the county were evaluated. A list of 20 crash hotspots by was developed. **Table 14** and **Table 15** identify these intersection and segment locations respectively, along with each rank and the corresponding street names. These hotspots are ranked from highest to lowest ePDO from 2019-2023.

TABLE 14. JACKSON COUNTY TOP 20 CRASH HOTSPOTS, BY EPDO

Rank	Intersection Street 1	Intersection Street 2
1	US 441/SR 15/Veterans Memorial Pkwy	Allen Rd
2	SR 82/Dry Pond Rd	Jett Roberts Rd/Horace Head Rd
3	US 129/Jefferson Bypass	Etheridge Rd
4	US 441/SR 15/Veterans Memorial Pkwy	SR 98/Ila Rd
5	US 129/Jefferson Bypass	Galilee Church Rd
6	SR 11/Winder Hwy	Panther Dr
7	US 129/Jefferson Bypass	Panther Dr
8	US 129/Jefferson Bypass	Old Pendergrass Rd
9	US 441/SR 15/Veterans Memorial Pkwy	SR 326/State St/Old Carnesville Rd
10	US 441/SR 15/Veterans Memorial Pkwy	W E King Rd
11	SR 330	Savage Rd
12	SR 124	Jesse Cronic Rd
13	US 129/SR 11	Hog Mountain Rd/New Salem Church Rd
14	SR 53	Braselton Pkwy
15	SR 15/Jefferson Rd	S Apple Valley Rd
16	US 129/SR 11	Village Pkwy/Wayne Poultry Rd
17	SR 53	Ednaville Rd/Hwy 53
18	US 129/SR 11	Concord Rd
19	Brockton Rd	McRee Rd/Stewart Loop
20	SR 82/Holly Springs Rd	Plainview Rd

Source: AASHTOWare Numetric Crash Data 2019-2023

TABLE 15. JACKSON COUNTY TOP 20 CRASH SEGMENTS, BY EPDO

Rank	Segment	From	To
1	I-85 NB	SR 82	SR 98
2	I-85 NB	SR 53	SR 11
3	I-85 SB	SR 53	SR 11
4	I-85 SB	SR 82	SR 98
5	SR 124	Deer Ridge Cir	SR 60
6	I-85 SB	SR 82	SR 11
7	SR 53	Jackson Ave	New Cut Rd
8	I-85 SB	SR 53 Off Ramp	SR 53 On Ramp
9	Homer Rd	Hospital Rd	Cedar Rd
10	Winder Hwy	Jackson Trail Rd	Hamilton Rd
11	Jefferson Bypass	Etheridge Rd	Galilee Church Rd
12	SR 11	Pond Fork Church Rd	Sosbee Rd
13	I-85 SB	SR 11 Off Ramp	SR 11 On Ramp
14	SR 11	John B Brooks Rd	I-85 SB On Ramp
15	SR 330	Big Bear Rd	Thurmond Rd
16	SR 11	I-85 SB On Ramp	I-85 NB Off Ramp
17	Jefferson Bypass	Galilee Church Rd	SR 11
18	Jefferson Rd	Lebanon Church Rd	Brock Rd
19	SR 60	SR 124	Walnut Rd
20	Veterans Memorial Pkwy	State St	SR 98

Source: AASHTOWare Numetric Crash Data 2019-2023

Appendix A includes safety fact sheets for the top 10 locations listed in **Table 14** and **Table 15**. The fact sheets include a summary of the total number of crashes for the five (5) year period listed above (2019-2023) including number of crashes by KABCO severity. Each of the locations includes a map showing specific crashes, in addition to the following information:

- KABCO Severity
- Crash Year and Time of Day
- Manner of Collision
- Location at Impact
- Most Harmful and First Harmful Event
- Operator/Pedestrian Contributing Factors
- GDOT District
- Strategic Highway Safety Plan (SHSP) Emphasis Area
- Vehicle type
- Vehicle Contributing Factor
- Roadway Contributing Factor
- Light Condition
- Countermeasures

Crash Rates

In addition to the ePDO hotspot analysis described above, a crash rate analysis was performed using the AASHTOWare Numetric Network Screening tool, with data from January 2018 to December 2022. The crash rate analysis considers both the roadway volume and the number of crashes. The crash rate is obtained by normalizing the number of crashes using the roadway volume. This type of analysis can be carried out for both road segments and intersections. **Table 16** shows the top 10 segments by crash rate in Jackson County. **Table 17** depicts the same analysis for intersections.

TABLE 16. TOP 10 SEGMENTS BY CRASH RATE

Map ID	Roadway Name	From	To	Crash Rate
1	US 129/SR 11	I-85 Ramps (East)	I-85 Ramps (West)	7,376.1
2	US 441 BUS/SR 98	Barber St	New St	5,294.2
3	Concord Rd	US 129/SR 11	The Pointe at Concord	5,199.4
4	Storey St	Kissam St	SR 82/Sycamore St	3,671.1
5	Rouse Rd	McNeal Rd	Lena Dr	3,479.0
6	McCreery Rd	SR 82	Hunter Rd	3,382.4
7	Hog Mountain Rd	US 129/ SR 11	Possum Creek Rd	3,336.9
8	Commerce Rd	Old US Hwy 441	End	3,061.1
9	Maley Rd	SR 15/Commerce Rd	Airport Rd/County Farm Rd	2,899.2
10	Highland Way	Upland Dr	Upland Dr	2,887.9

Source: AASHTOWare Numetric Crash Data, 2018-2022

TABLE 17. TOP 10 INTERSECTIONS BY CRASH RATE

Map ID	Intersection Name	Crash Rate
1	Jackson Trail Rd at Lewis Roberts Rd	16.1
2	Jett Roberts Rd at Dry Pond Rd	8.3
3	Diamond Hill Church Rd at Slater Rd	6.4
4	Ridgeway Church Rd at SK Blvd/Steve Reynolds Industrial Pkwy	4.6
5	Hogans Mill Rd at Hammond Rd	4.1
6	Swain Rd at Swain Ln	4.1
7	Mountain Creek Church Rd at Midland Rd	4.1
8	US 129/SR 11 at New Salem Church Rd	3.7
9	US 441 at SR 98/Ila Rd	3.6
10	SR 332 at Walnut Rd/Boone Rd	3.4

Source: AASHTOWare Numetric Crash Data, 2018-2022

BRIDGE CLASSIFICATION RATINGS

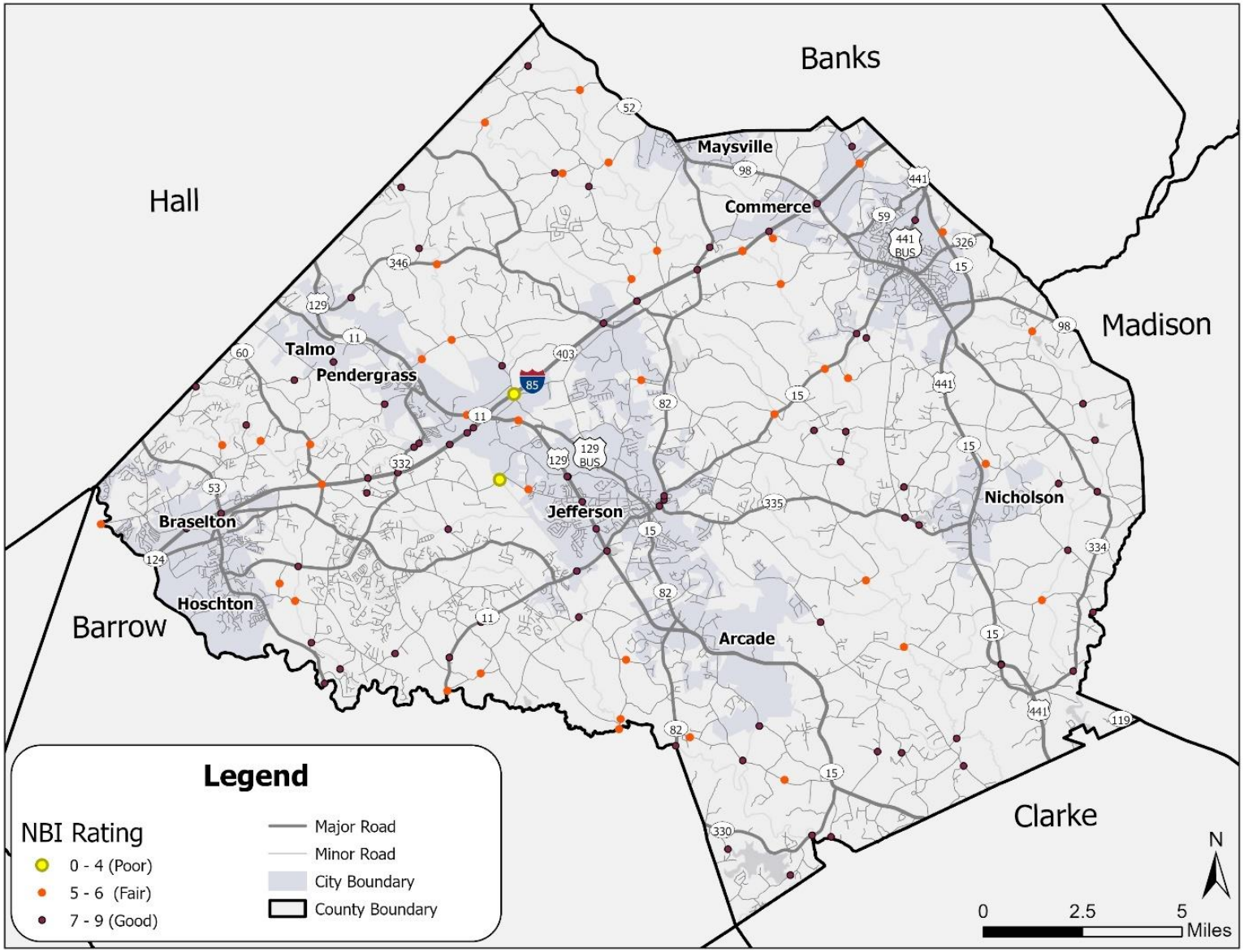
The National Bridge Inventory (NBI) database was referenced to understand the condition ratings of the structures within Jackson County. This database identifies 127 structures within the county and five (5) additional structures within 100 feet of the county boundary. NBI classification ratings are based on a series of criteria rating each structure's features (deck, substructure, superstructure, and culvert) on a scale of 1-9, with 1 being the lowest and 9 being the highest. The lowest score for a structure feature is used to identify the rating. Scores 1-4 represent Poor condition, 5-6 are classified as Fair condition, and structures with a score of 7 or higher are in Good condition. **Figure 17** depicts the location of the structures in Jackson County and their classification ratings.

Using this methodology, two structures in the county fall within the Poor classification:

- Valentine Industrial Pkwy over I-85 (Structure Number 000000015700210)
    - STIP project was let in 2023 for this structure location: GDOT PI# 0016523
- Old Pendergrass Road over Middle Oconee River (Structure Number 000000015750370)

Structures in Poor condition will typically take priority in terms of bridge improvement and replacement projects, followed by structures in Fair condition.

FIGURE 17. JACKSON COUNTY BRIDGE STRUCTURES BY NBI CLASSIFICATION RATING



Source: NBI, Retrieved in September 2024

PAVEMENT CONDITION

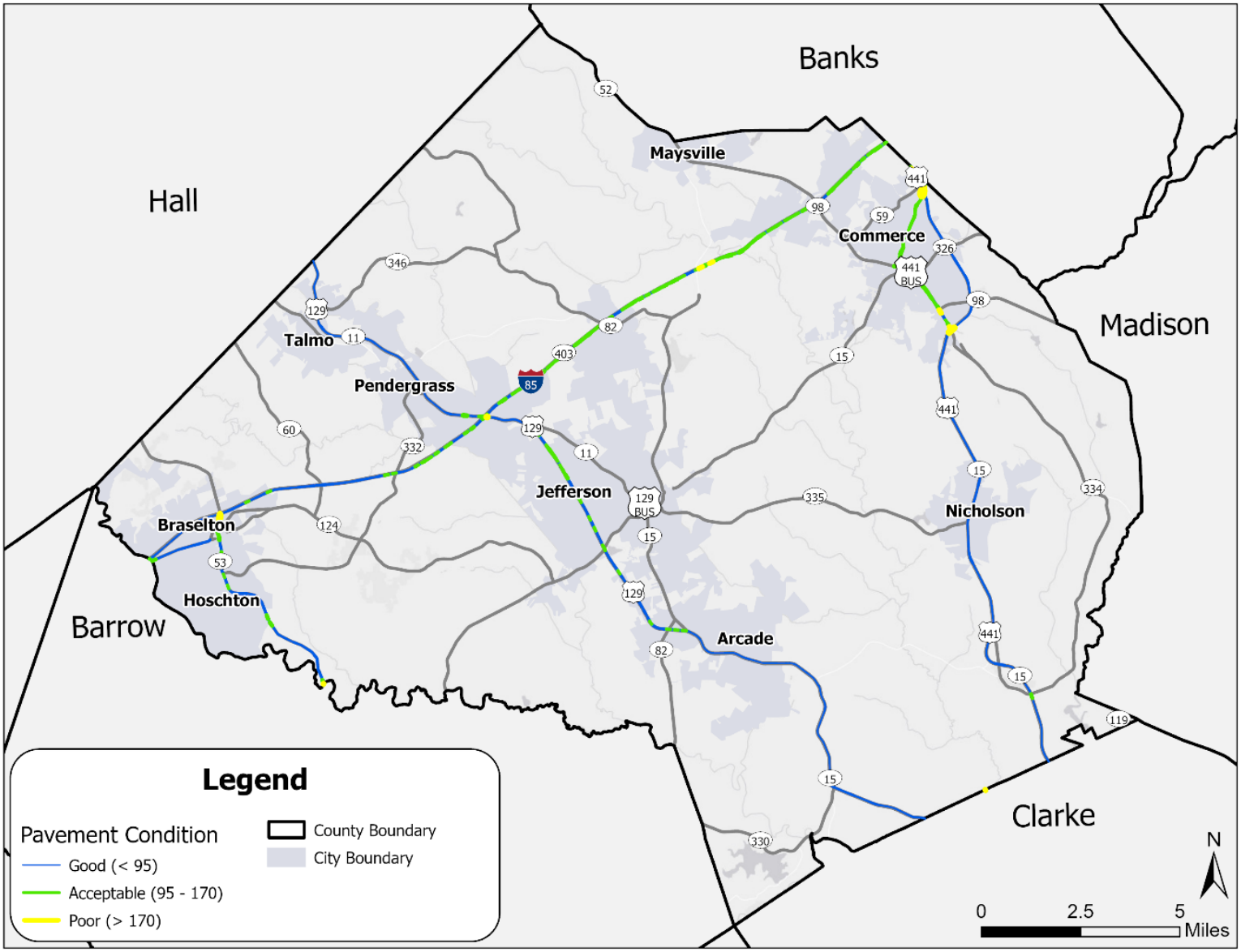
Pavement conditions in Jackson County were retrieved from the 2023 Highway Performance Monitoring System[12] (HPMS) data from the U.S. Department of Transportation (USDOT), consisting of highway limits, conditions, use, efficiency, and other roadway characteristics. HPMS pavement condition is classified by the International Roughness Index (IRI), which measures roughness in percentage of lane miles. A higher IRI score reflects greater road roughness and poorer ride quality. FHWA's Office of Highway Policy Information (OHPI) delineates roughness scores as follows:[13]

- Good: Less than 95 inches per mile
- Acceptable: Between 95 and 170 inches per mile
- Poor: Greater than 170 inches per mile

Figure 18 shows the pavement condition of major roads within Jackson County. Depicted in yellow, a few notable locations classified as having Poor pavement condition include downtown Braselton, intersections to the north and south of downtown Commerce, the intersection of US 129 and I-85 northwest of Jefferson, and a few other locations along I-85. Locations with rougher roadway surfaces lead to quicker deterioration and may be potential locations identified for maintenance efforts in the future.

[12] https://geodata.bts.gov/datasets/483bd180fe814872b82a66dbf65e25f0/about
[13] https://www.fhwa.dot.gov/policyinformation/pubs/hf/pl11028/chapter7.cfm

FIGURE 18. JACKSON COUNTY ROADWAY PAVEMENT CONDITION, 2023



Source: FHWA HPMS (2023)

TRAFFIC VOLUMES

The most common way to express traffic volumes is in terms of average annual daily traffic (AADT), which is the "mean traffic volume across all days for a year for a given location along a roadway."[14] **Figure 19** illustrates Jackson County's 2022 AADT. As often is the case, roadways with higher functional class, more lanes, and higher speed limits tend to have higher AADT values. **Table 18** lists the roads with the highest AADT (2022) across the entire county along with starting and ending intersections. Roadways with the highest AADTs are typically the community's major roadways, which often require increased maintenance and improvements, to foster movements along the preferred routes in the region.

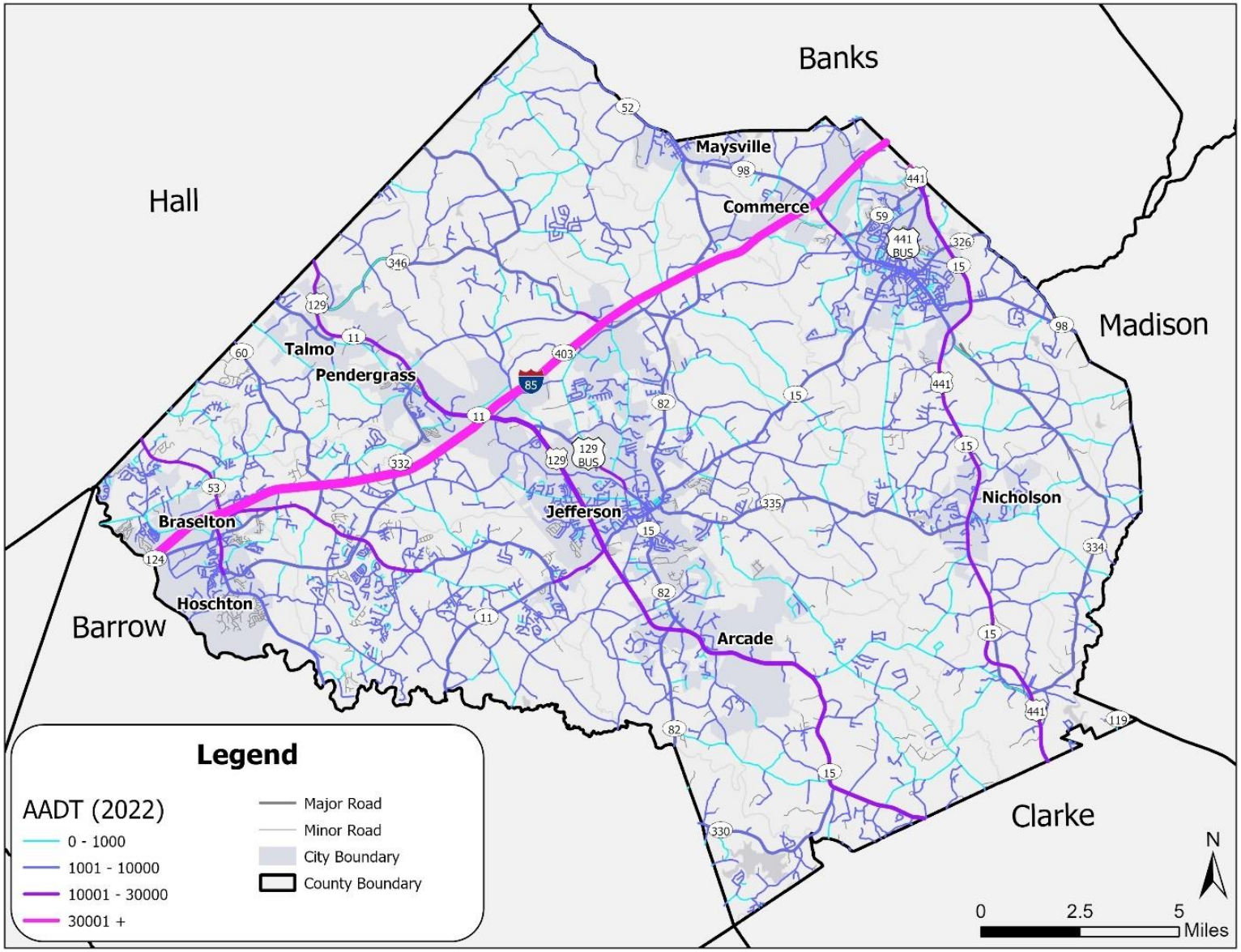
TABLE 18. JACKSON COUNTY ROADWAYS WITH AADT OVER 15,000

Roadway	Area of County	Start and End Point of Segment	AADT
I-85	Northern	Crosses Entire County	51,600-63,900
SR 53	Braselton	I-85 to SR 332	16,400-23,500
SR 15/US 441	Commerce	Jefferson Rd/SR 335 to Banks County Line	15,400-31,100
SR 124	Braselton	SR 53 to Doster Rd	15,400-16,800
US 441	Commerce	Clarke County Line to SR 334	16,600-16,800
US 129/SR 11	Jefferson	Old Gainesville Hwy to Clarke County Line	19,500-28,300

Source: GDOT Geodatabase (2022)

[14] https://www.fhwa.dot.gov/policyinformation/pubs/pl18027_traffic_data_pocket_guide.pdf

FIGURE 19. JACKSON COUNTY TRAFFIC VOLUMES, 2022

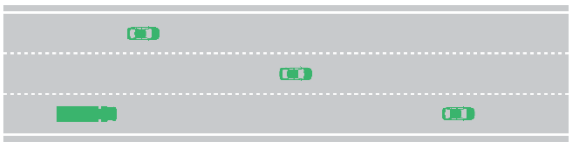


Source: GDOT Traffic Geodatabase (2022)

LEVEL OF SERVICE

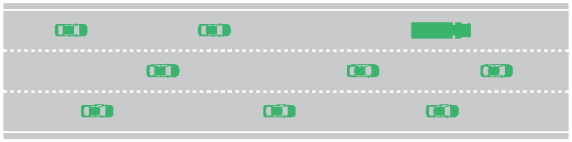
Level of Service (LOS) is a well-documented and widely adopted metric used by transportation professionals to evaluate the performance of transportation systems. LOS represents "a traveler's perception of the quality of service provided by an individual intersection or roadway segment, as measured by the standard of free-flowing automobile traffic."[15] **Figure 20** illustrates the LOS concept and the general conditions for each LOS classification.

FIGURE 20. LEVEL OF SERVICE DESCRIPTION

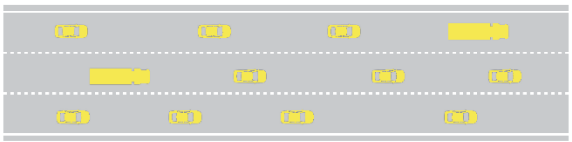


***LOS A** - No Delay (Free Flow)*

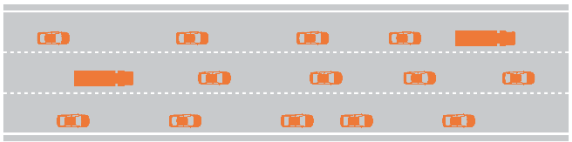
***LOS B** - Minimal Delay (Free Flow)*



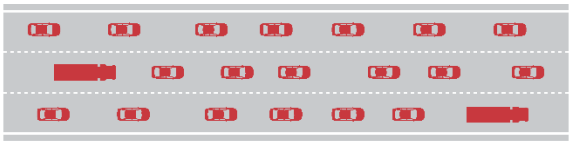
***LOS C** - Minimal Delay*



***LOS D** - Moderate Delay*



***LOS E** - Delay, Roadway At/Above Roadway Capacity*



***LOS F** - Significant Delay, Roadway Substantially Exceeding Capacity*

Depending on the facility type and the context (rural, developing rural, suburban, urban, heavily developed urban, etc.), GDOT defines different LOS thresholds of acceptability. In general, C, B, and A LOS values are

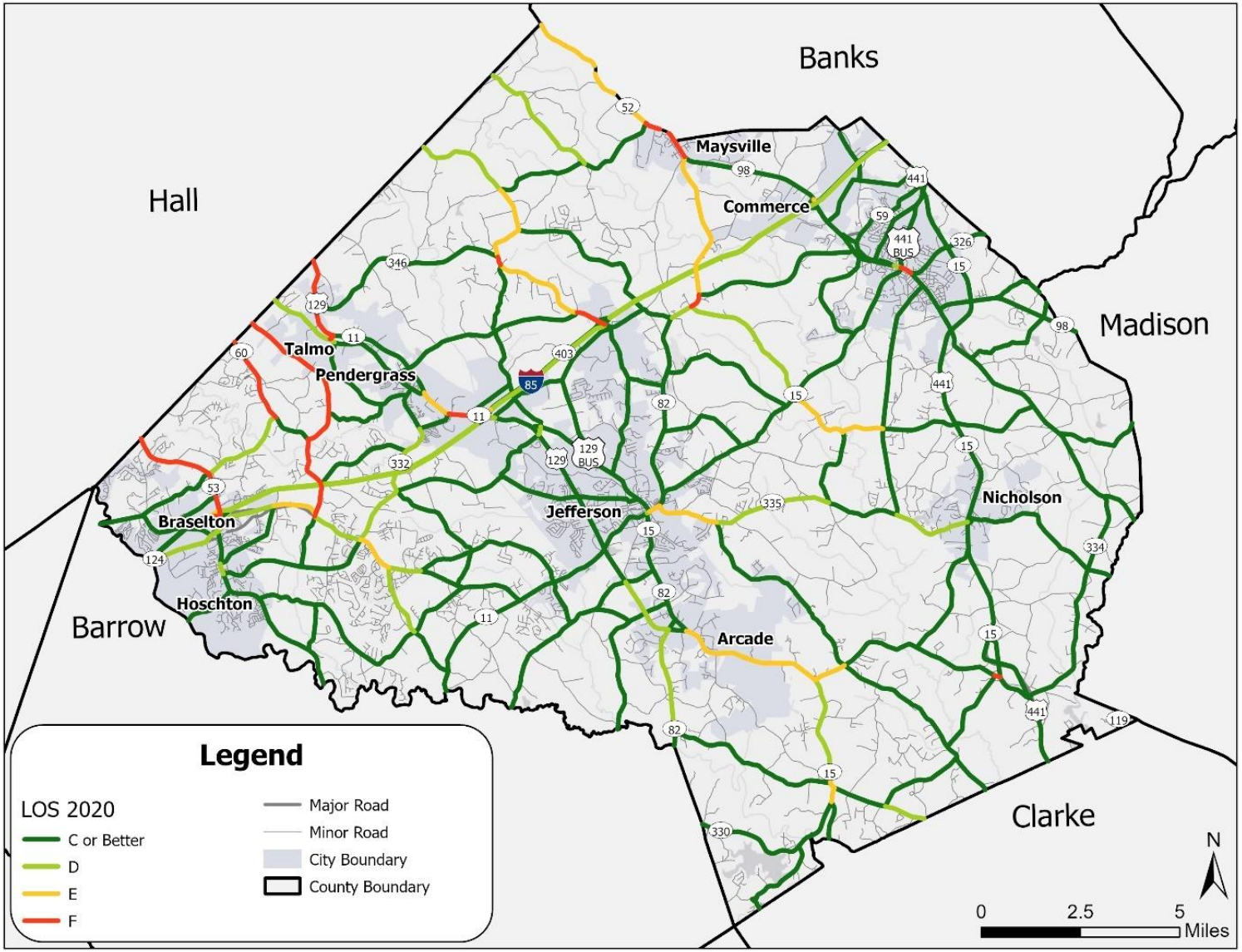
[15] https://www.transportation.gov/sites/dot.gov/files/docs/mission/office-policy/transportation-policy/266046/los-case-study-intro508_0.pdf

appropriate (and in certain urban environments LOS D is also deemed appropriate). Segments with LOS E or F, were used to evaluate areas of need and identify potential projects.

The LOS data used as a part of this plan was gathered from the GDOT GHMPO model developed as part of the 2055 GHMPO MTP plan update.
Figure 21 shows the base year (2020) model for the entirety of Jackson County. It is important to note that not all roadways are part of the model, and there are many local and minor collector segments with no data. Among the roads included within the model, results show worse LOS values in the northwestern part of the county, north of I-85.

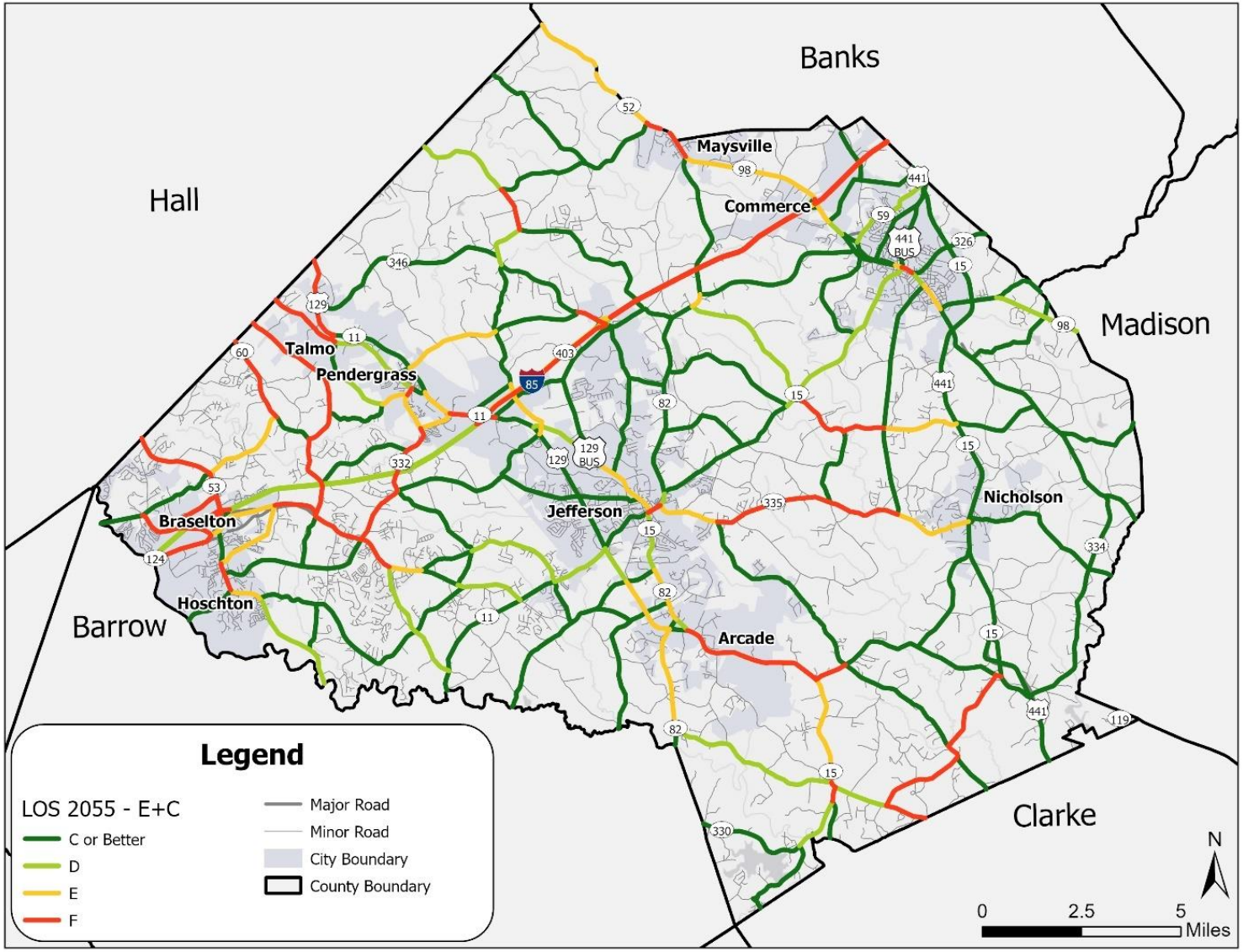
Beyond the base year, a future (2055) year scenario was developed. This scenario includes the original (2020) road network layout and characteristics, plus any existing and committed projects between 2020 and 2055. Additionally, the traffic flows used in the model were adjusted and projected into the future year. The results of this analysis are shown in **Figure 22**. Due to the changes in the travel demand (traffic flow), many road segments show a decline in LOS compared to the base year; significant segments of the interstate, along with several US and state routes (such as US 129, SR 332, SR 335, SR 60, etc.), have LOS values of E or F.

FIGURE 21. JACKSON COUNTY LOS, BASE YEAR (2020)



Source: GHMPO Travel Demand Model

FIGURE 22. JACKSON COUNTY LOS, FUTURE YEAR (2055) EXISTING + COMMITTED (E+C)



Source: GHMPO Travel Demand Model

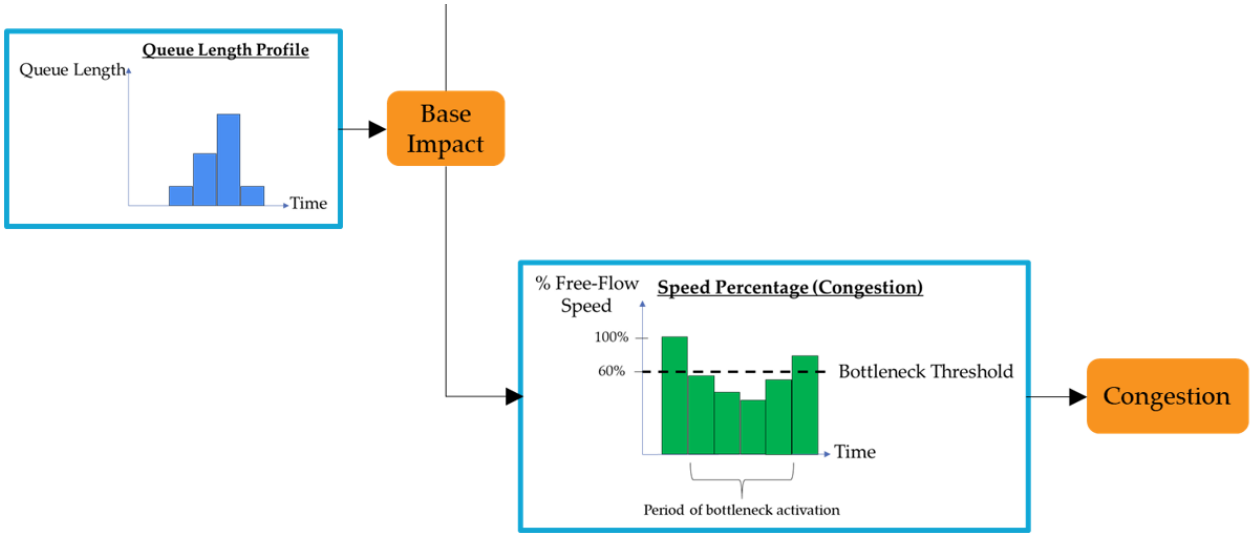
BOTTLENECKS

The Regional Integrated Transportation Information System (RITIS) dataset provides information regarding traffic bottlenecks or intersections that have a history of recurring congestion. The bottlenecks are calculated based on an impact factor as shown below.

*Impact Factor = Average duration of congestion * Maximum length of congestion queue * Number of occurrences*

The RITIS bottleneck data was collected for a period of 12 months between January 1st, 2023, and December 31st, 2023. The statistic used by RITIS to rank bottleneck locations is called Base Impact. Base Impact is the sum of the queue length over the duration of the bottleneck. **Figure 23** depicts how the base impact and congestion measures are developed through the RITIS data analysis.

FIGURE 23. RITIS BASE IMPACT AND CONGESTION MEASURE DIAGRAM



Source: RITIS Probe Data Analytics Suite

Table 19 displays the top 10 bottleneck areas in the county.

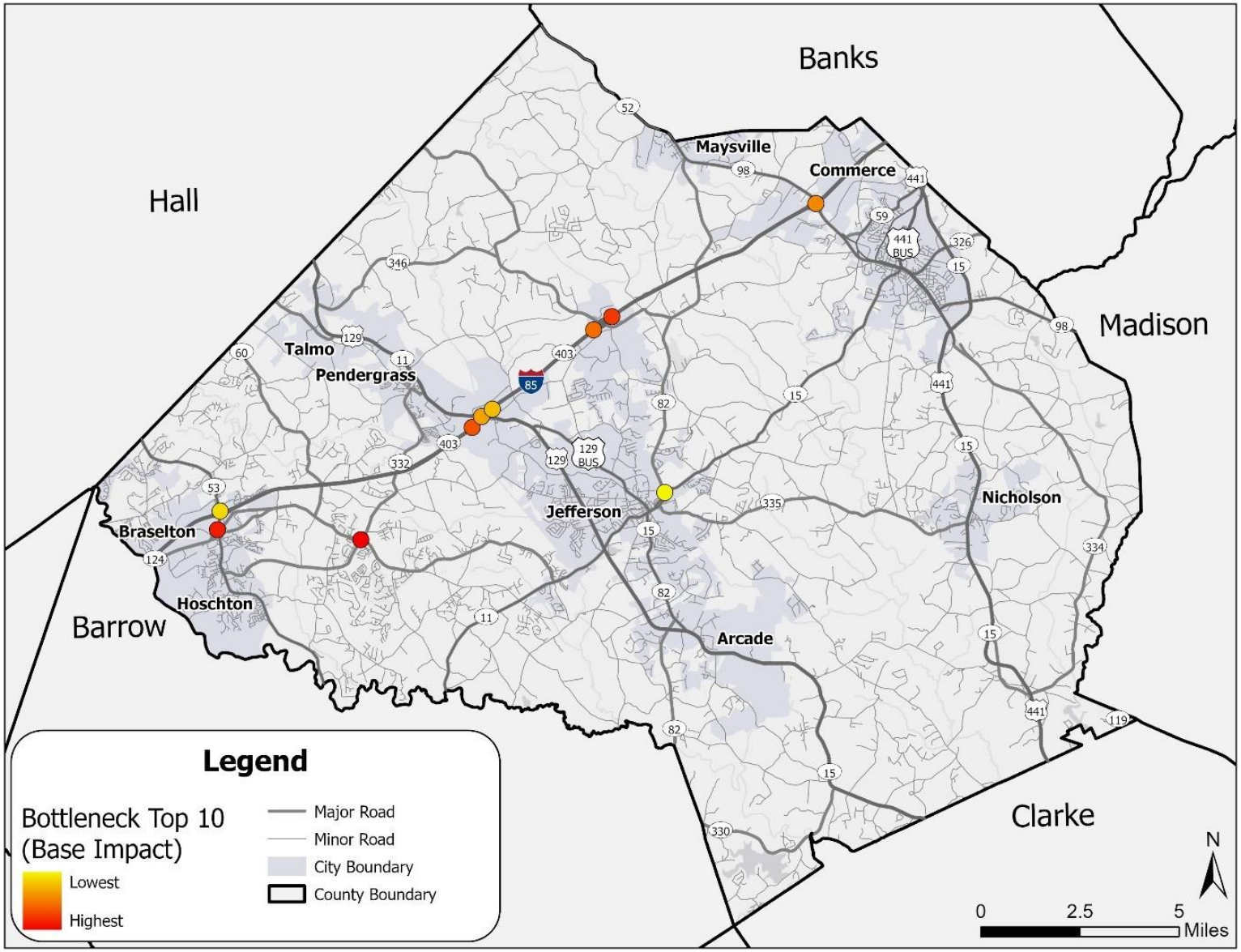
TABLE 19. TOP 10 BOTTLENECK LOCATIONS, RANKED BY BASE IMPACT FACTOR

Rank	Location	Base Impact Factor	Average Maximum Queue Length (Miles)	Average Daily Duration	Agency-Reported Events
1	GA-82 S @ US-129-BR/GA-11-BR/GORDON ST	115,087	0.66	7h 57 m	9
2	GA-53 W @ I-85/GA-403	93,107	0.7	5 h 53 m	12
3	I-85 N @ US-129/GA-11/EXIT 137	71,609	7.43	26 m	384
4	US-129 N @ I-85/GA-403	68,987	1.37	2 h 18 m	39
5	I-85 N @ GA-98/EXIT 147	55,795	8.24	20 m	472
6	I-85 S @ GA-82/DRY POND RD/EXIT 140	42,347	7.7	16 m	278
7	I-85 S @ US-129/GA-11/EXIT 137	41,590	6.13	21 m	326
8	I-85 N @ GA-82/DRY POND RD/EXIT 140	40,058	6.84	16 m	248
9	GA-53 E @ GA-124/BROADWAY AVE/DAVIS ST	35,058	0.52	3 h 10 m	12
10	GA-124 N @ GA-332	33,832	1.38	1 h 7 m	11

Source: RITIS

The bottleneck locations, shown in **Figure 24**, are concentrated along major roadways. The point locations shown on the map do not accurately capture the extent of the congestion which forms because of the bottlenecks. Rather, these points show locations where the source of congestion likely lies (i.e., typically the origination point of the congestion). These are also obtained because of the aggregation of one (1) year of data, so the extent or severity of individual congestion events is not captured. Nevertheless, this information is a useful starting point to evaluate specific locations where a congestion study or other improvements, both localized and corridor-level, might be needed.

FIGURE 24. JACKSON COUNTY BOTTLENECK LOCATIONS (2023)



Source: RITIS

FREIGHT CONDITIONS

Freight is a vital consideration of the transportation trends within the region and throughout the nation. Georgia benefits from the Port of Savannah and a robust roadway and rail network for the movement of goods. This network is supplemented through the development of inland port facilities which aid in the transfer of goods between rail and trucks. The Blue Ridge Connector inland port facility is being developed in nearby Hall County, adding to the importance of the freight network in the region.[16]

Within Jackson County, I-85 is the most significant freight corridor. The interstate is identified on both the National Highway Freight Network and the Strategic Highway Network (STRAHNET). Tied very closely to freight movements, the STRAHNET identification is reserved for corridors which are vital to the nation's defense and movement of military troops and supplies during times of need.

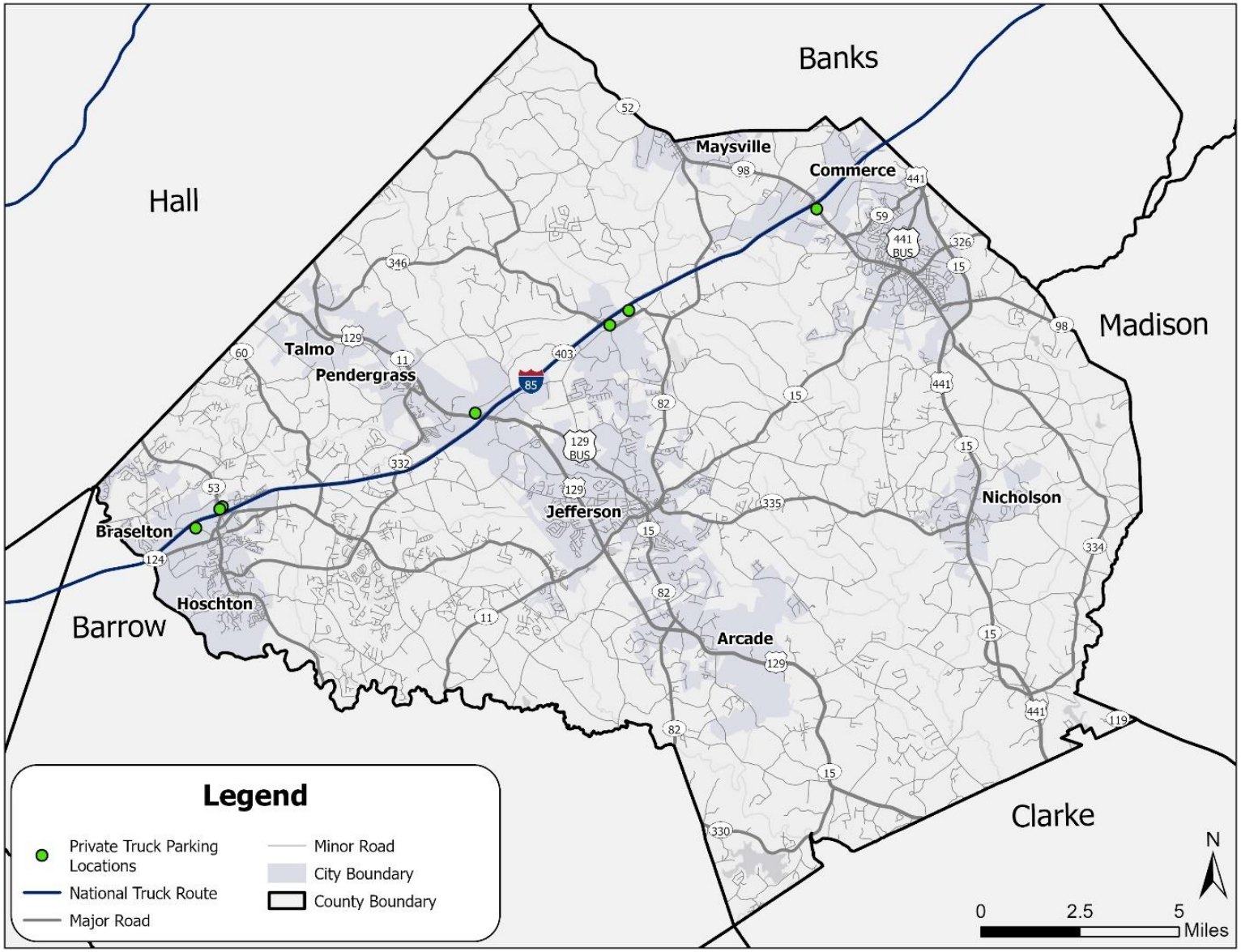
Locally, Jackson County has seen significant growth in industrial, manufacturing, and other freight-related industries. Primarily, this freight-related growth has been along the I-85 corridor, with one of the most notable inclusions being the SK battery facility. The development of these employment centers can help provide economic boosts to the community while also highlighting the need for a robust and efficient transportation system.

A regional and national consideration of truck freight is access to truck parking facilities in areas of need. Truck parking has historically been insufficiently included in many areas across the U.S., yet truck parking is a crucial component of the freight network; the presence of truck parking allows drivers to meet regulations and be able to rest and refresh safely. GDOT recently completed the Georgia Freight Plan, which identifies areas of truck parking availability and demand. This analysis was conducted at a statewide level and identifies the western portion of Jackson County as an area of Truck Parking Need. **Figure 25** depicts the portion of the county which was identified in this analysis and the location of known truck parking facilities.

The STIP[17] and the recently completed GHMPO MTP[18] document the planned improvements in the area which may improve access to the I-85 corridor. The most significant projects anticipated to impact freight in the region are outlined in **Table 20**.

[16] https://gaports.com/facilities/inland-ports/brc/
[17] https://www.dot.ga.gov/GDOT/Pages/STIP.aspx
[18] https://www.ghmpo.org/planning-documents/regional-transportation-plan/

FIGURE 25. TRUCK PARKING FACILITIES IN JACKSON COUNTY



Source: GDOT Statewide Freight Plan

TABLE 20. PROJECTS ANTICIPATED TO IMPACT FREIGHT

Project Source	GDOT PI / Local ID	Description	Project Type
STIP	0016523	I-85 @ Cr 229/ Valentine Industrial Pkwy NW of Jefferson	Bridge Replacement
GHMPO	0013086 / GH-102	I-85 at SR 60 - New Interchange (Widen SR 60 from I-85 to SR 124 - Unfunded)	New Interchange
GHMPO	GH-152	Widen SR 124 from before Henry Braselton Dr to SR 332 (4 lanes)	Widening
GHMPO	0013310 / GH-040	SR 53 from I-85/Jackson St SR211/Hall	Widening
GHMPO	GH-111A	Project to address congestion and safety along SR 60/Candler Rd between I-85 and SR 211	Widening

Source: GDOT STIP and GHMPO MTP

CHAPTER 4
ASSESSMENT OF FUTURE NEEDS

ASSESSMENT OF FUTURE MOBILITY

Future demand for transportation can be assessed using projections derived from travel demand models. These models rely on socioeconomic data, specifically population data, households, employment, and student enrollment for both the base and future years. The socioeconomic data is obtained for the base year and projected for the future year at a granular level and input into the Traffic Analysis Zones (TAZs). **Table 21** presents the SE data control totals for 2020 and 2055 used within the travel demand model for the Jackson County area.

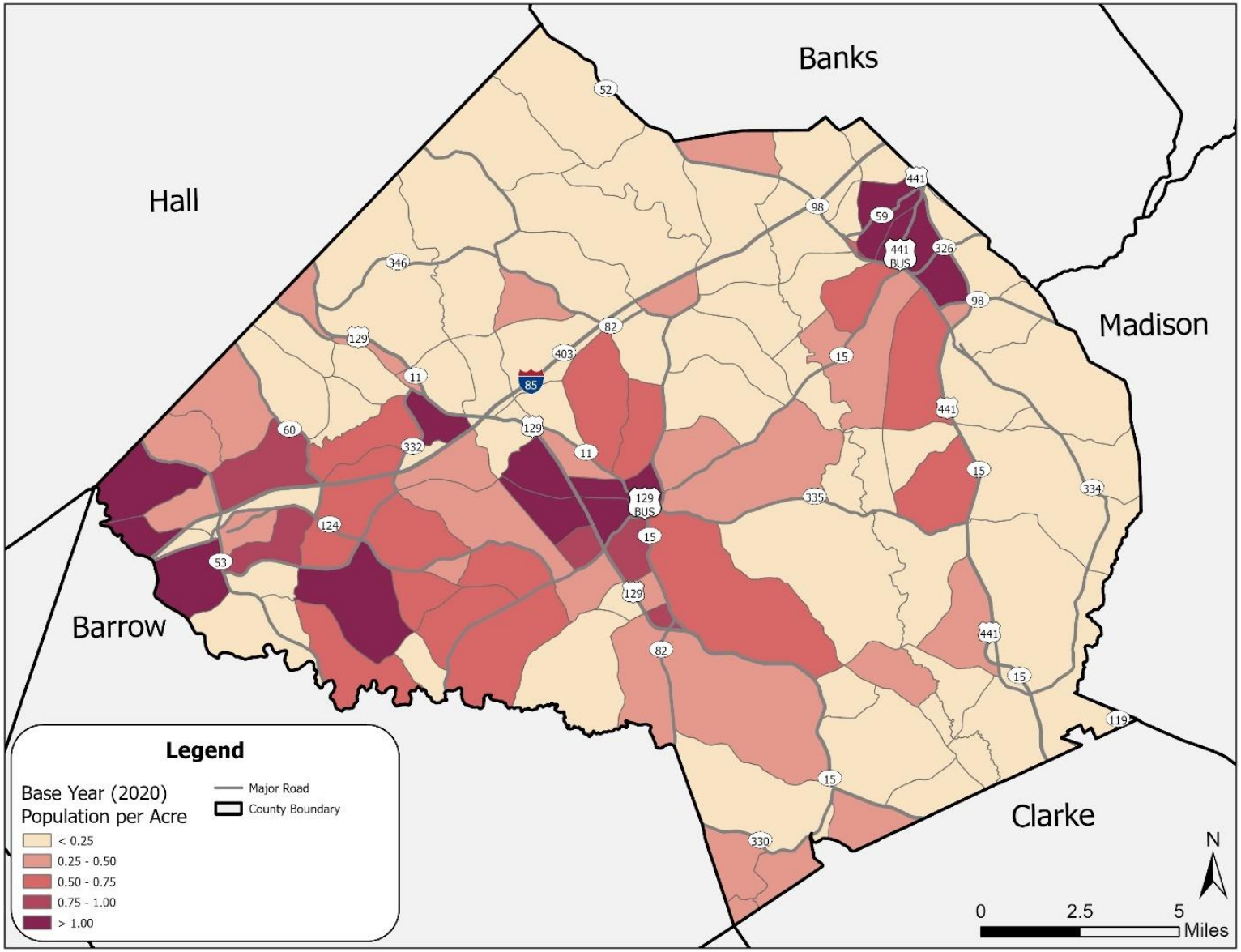
TABLE 21. SUMMARY OF 2020 AND 2055 SE DATA CONTROL TOTALS

Year	Population	Households	Employment
2020 Base Year	75,915	26,178	27,885
2055 Future Year	140,451	48,601	63,500
2020 to 2055 Change	+64,536	+22,423	+35,615

Source: GHMPO 2055 MTP, RS&H Analysis

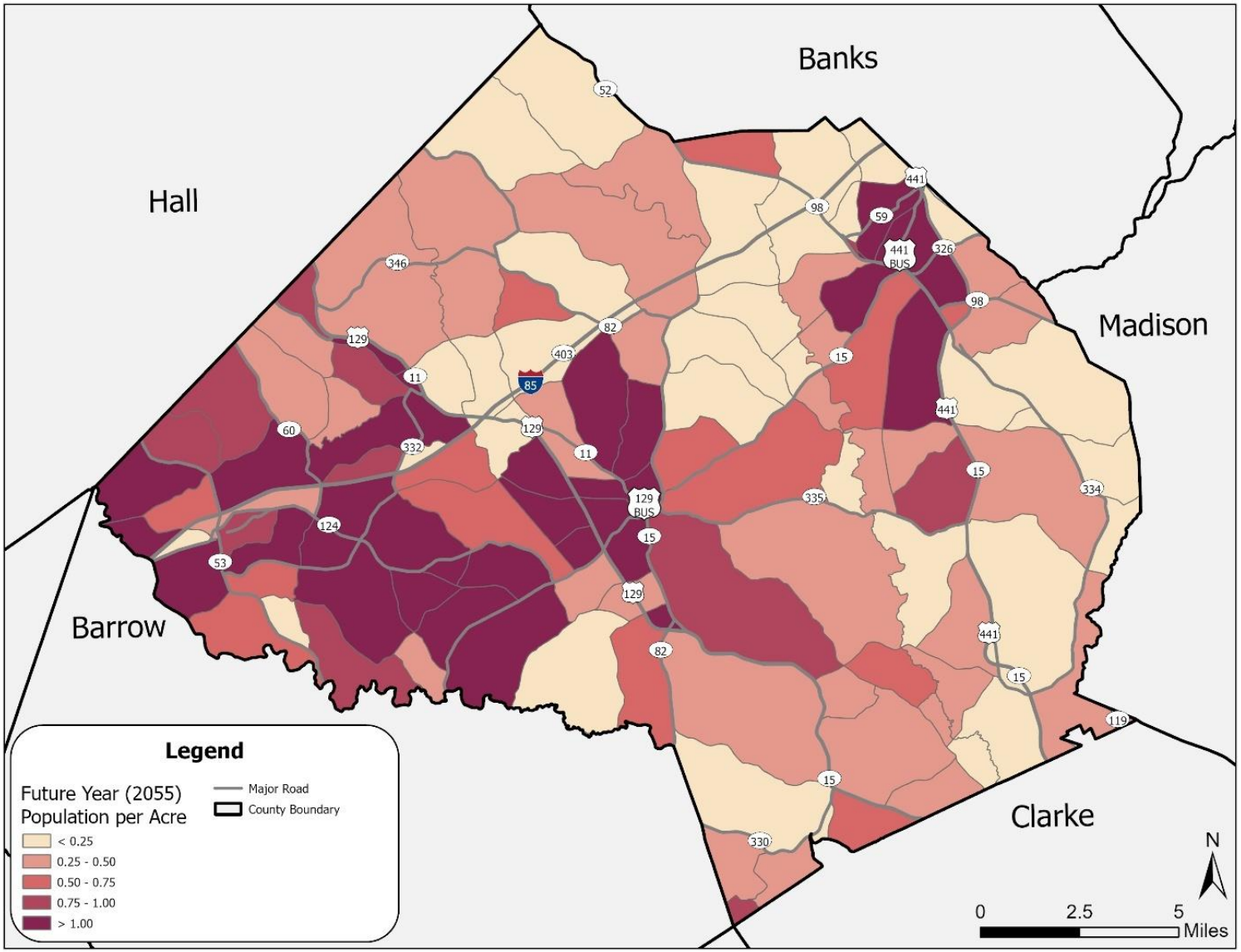
Based on this data, there is a significant projected increase in the total county population between 2020 and 2055, in which the number of residents will rise from 75,915 to 140,451 (85.0% increase). This increase in population will be mirrored in the number of households, with an anticipated change from 26,178 households in 2020 to 48,601 in 2055 (85.6% increase). Employment will also change over the next three decades, with jobs projected to increase from 27,885 to 63,500 (127.7% increase). **Figure 26**, **Figure 27**, **Figure 28**, and **Figure 29** depict the increases from base year (2020) to future year (2055) in population and employment. TAZ. Socioeconomic development memos for the 2020 and 2055 SE data are presented as **Appendix B**. As part of the development of the 2055 MTP update for GHMPO, the final SE data approved by the technical committee was incorporated into the regional GHMPO model.

FIGURE 26. BASE YEAR (2020) POPULATION OF JACKSON COUNTY



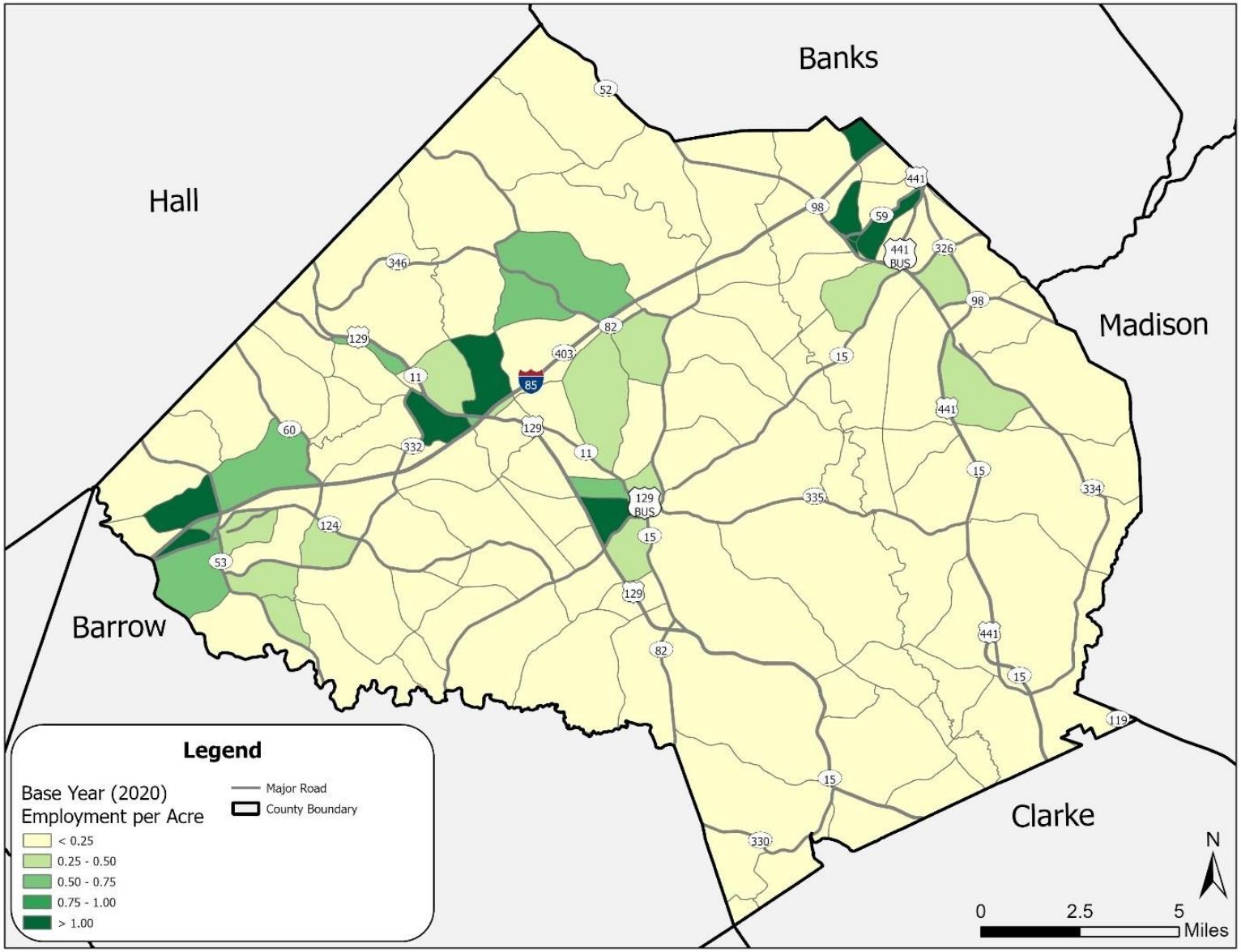
Source: GHMPO Travel Demand Model

FIGURE 27. FUTURE YEAR (2055) POPULATION OF JACKSON COUNTY



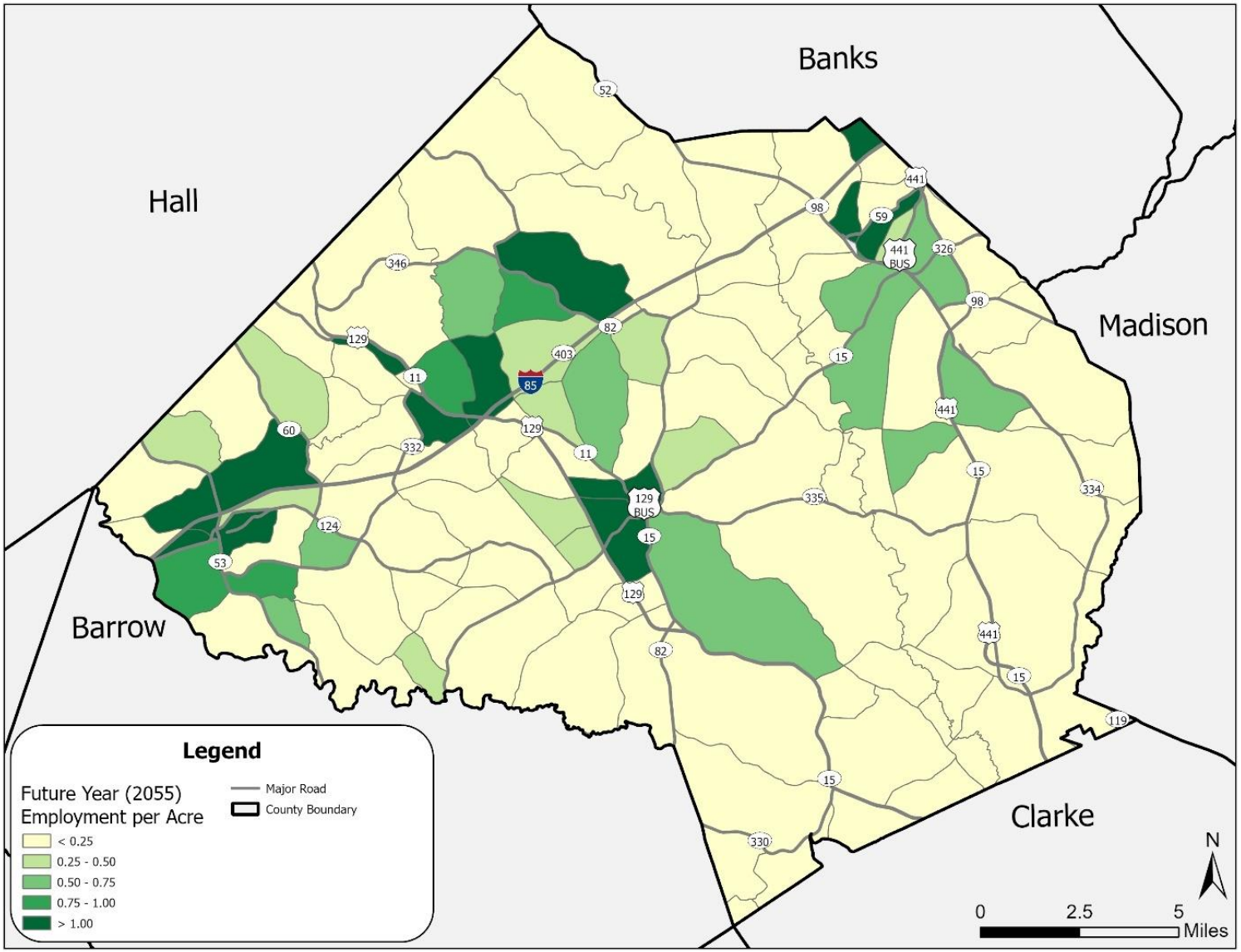
Source: GHMPO Travel Demand Model

FIGURE 28. BASE YEAR (2020) EMPLOYMENT OF JACKSON COUNTY



Source: GHMPO Travel Demand Model

FIGURE 29. FUTURE YEAR (2055) EMPLOYMENT OF JACKSON COUNTY



Source: GHMPO Travel Demand Model

Travel Demand Model Results

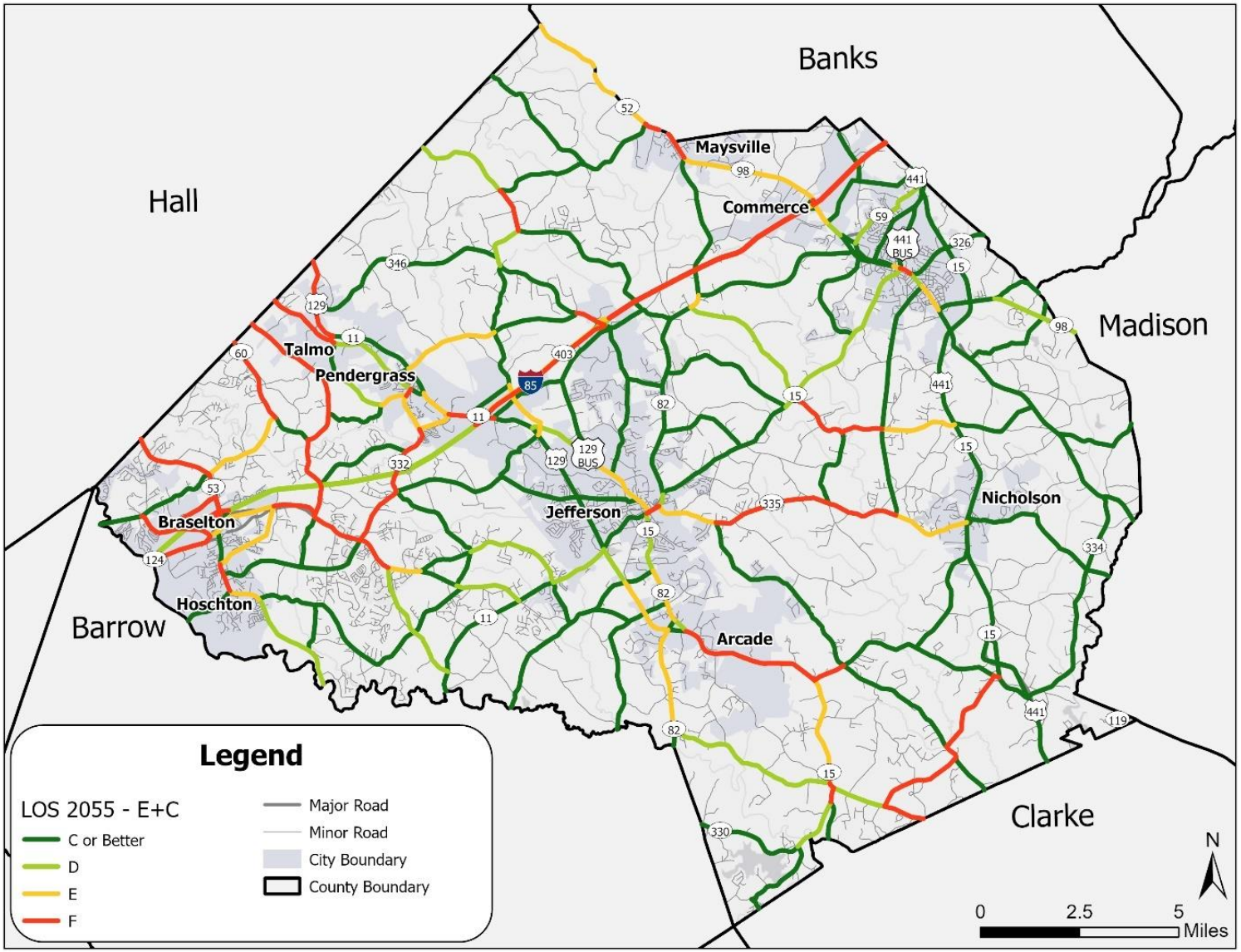
A review of the LOS results produced by the travel demand model provided the following corridors in **Table 22** . The estimated performance of the road network, exemplified in the future year existing plus committed projects (E+C) LOS, in conjunction with the population and employment growth projections, were used to identify areas of anticipated need within the county. **Figure 30** depicts the LOS scores throughout the county with areas of worse LOS (F and E) represented in yellow and red. These LOS scores represent corridors likely to have poor conditions in the future year after consideration for the existing and committed projects in the area. These poor LOS corridors represent opportunities for focused improvement into the future.

TABLE 22. TOP 10 E+C CORRIDORS IN JACKSON COUNTY WITH WORST LOS SCORE

Corridor	From	To
SR 82	Wayne Poultry Rd	I-85 NB On/Off Ramp
US 129/SR 11	W of John B Brooks Rd	New Salem Church Rd/Hog Mountain Rd
US 129/SR 11	Main St	Hall County Line
Braselton Pkwy	Jesse Cronic Rd	SR 53
SR 53	I-85 NB On/Off Ramp	Hall County Line
SR 98/N Elm St/N Broad St	Jefferson St	State St
New Kings Bridge Rd	Chandler Bridge Rd	Old US Hwy 441
SR 332	John B Brooks Rd	SR 124
I-85 NB Off Ramp	I-85	SR 53
Mountain Creek Church Rd	Mountain Creek Dr	Hall County Line

Source: 2055 GHMPO MTP

FIGURE 30: 2055 E+C LEVEL OF SERVICE



Source: 2055 GHMPO MTP

STAKEHOLDER AND PUBLIC OUTREACH

Stakeholder and Public Outreach Coordination

During the development of this plan, the study team interacted with a variety of stakeholders and partners, including County and City representatives, GHMPO staff, and the NEGRC staff. Meetings were held both in person and virtually, starting with a kickoff meeting on June 3rd, 2024. This Jackson County Transportation Plan was developed in coordination with several other planning efforts in the area. In particular, the Jackson County Comprehensive Plan (the Comprehensive Plan) being developed by NEGRC: a meeting on June 17, 2024, was held with NEGRC staff to coordinate the two efforts. Additionally, the 2055 GHMPO MTP update was carried out by RS&H staff in concurrence with the development of the Jackson County Transportation Plan.

Throughout 2024, a series of stakeholder and public meetings were held:

- July 11, 2024: Open house in coordination with the Comprehensive Plan
- July 26, 2024: Meeting with Jackson County staff
- August 13, 2024: Open house in coordination with the Comprehensive Plan
- September 10, 2024: Open house in coordination with the Comprehensive Plan
- October 15, 2024: Open house in coordination with the Comprehensive Plan (**Figure 31**)
- November 12, 2024: Meeting with the Comprehensive Plan Steering Committee
- December 18th, 2024: Meeting with Jackson County staff

FIGURE 31: OPEN HOUSE PARTICIPATION

Comments were received from attendees on handwritten comment sheets and through the interactive presentation platform Mentimeter. Comments were used determine priorities and consider potential projects where local preference was identified. These comments are included in **Appendix C**.

Survey Outreach

Engaging with local stakeholders and residents is vital to the creation of a plan that incorporates the desires of a community or region. Beyond in-person engagement, the CTP survey was provided online in order to increase engagement with those who were unable to be present at public meetings and to garner more detailed feedback. The survey was circulated online via social media, and the Jackson County Georgia Government Facebook page, The survey consisted of 11 transportation-focused questions followed by nine (9) optional demographic questions and an interactive mapping section. There were a total of 3,087 people who took the question portion of the survey, and within the interactive map section, 13 map pins were provided with comments on transportation issues and opportunities throughout Jackson County.

Online Survey: Transportation Questions

The Jackson County Transportation Plan Update online survey provided background information regarding the comprehensive plan update and the survey's purpose of informing the transportation needs and goals of Jackson County. The survey was open from mid-July of 2024 through early December of 2024.
The survey question results begin on the following page.

Question 1: Where do you live?

Of the survey respondents, 26.9% (827 total) responded that they live in the City of Hoschton. 23.3% of respondents (717 total) reported that they live in Unincorporated Jackson County.

FIGURE 32: RESPONDENT HOME LOCATIONS

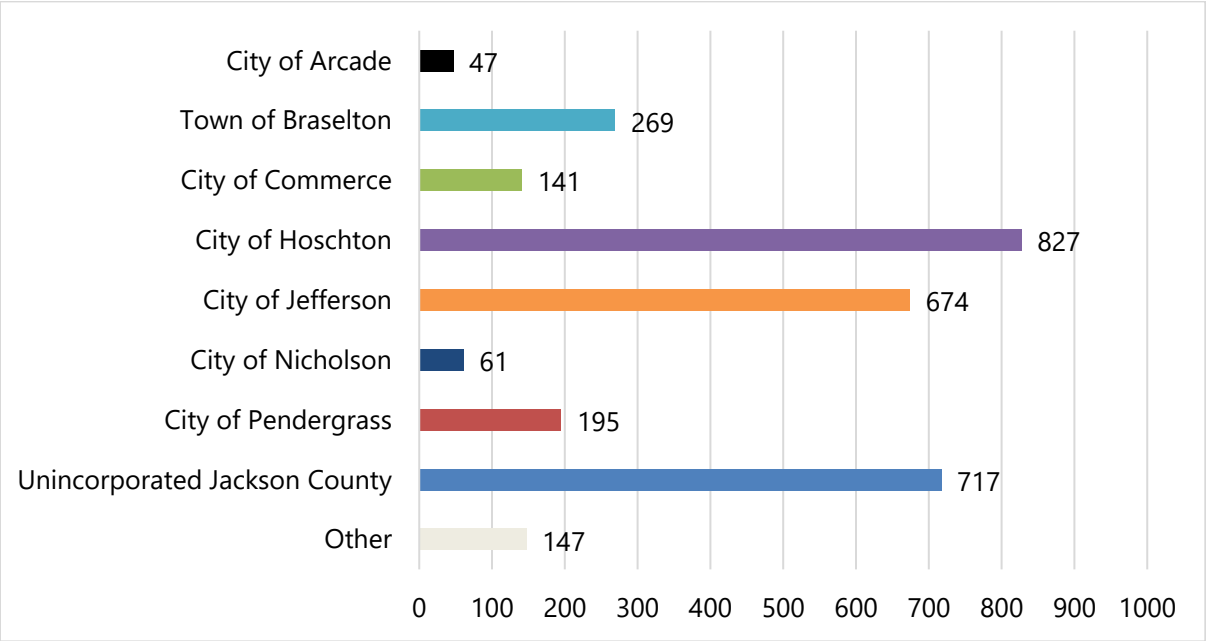


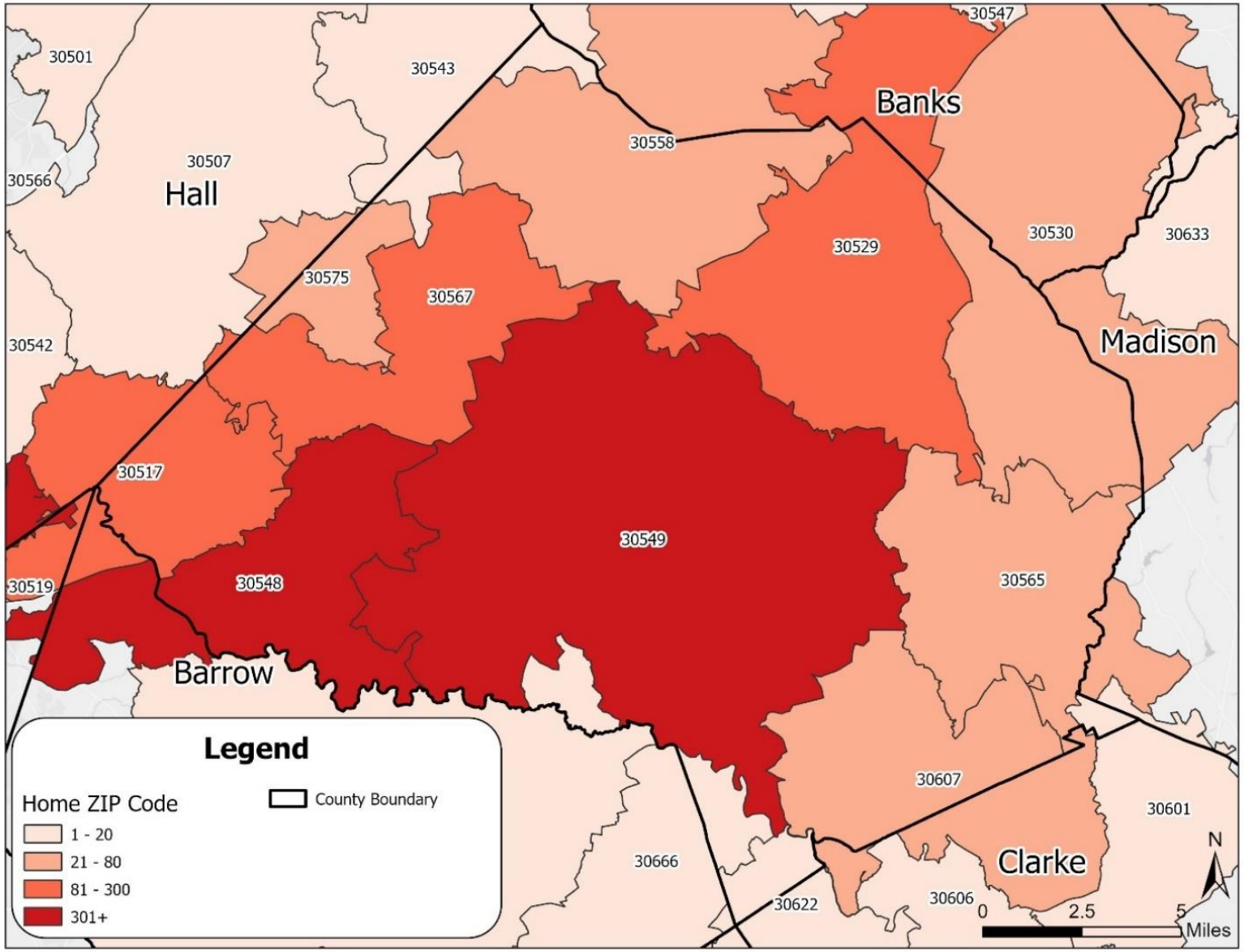
TABLE 23: RESPONDENT HOME LOCATIONS

Answers	Count	Percentage
City of Arcade	47	1.5%
Town of Braselton	269	8.7%
City of Commerce	141	4.6%
City of Hoschton	827	26.9%
City of Jefferson	674	21.9%
City of Nicholson	61	2.0%
City of Pendergrass	195	6.3%
Unincorporated Jackson County	717	23.3%
Other	147	4.8%
(Skipped this question)	9	-

Question 2: What is your home zip code?

As shown in **Figure 33**, most respondents considered their home ZIP code to be 30549 (1,019 responses) in central Jackson County and 30548 in southwestern Jackson County and parts of Barrow County and Hall County (986 responses). There were 48 respondents that skipped this question.

FIGURE 33: HOME ZIP CODE RESPONSES



Question 3: Do you work or attend school outside your home?

1,824 respondents (59.4%) reported that they work or attend school outside their home.

TABLE 24: WORK CONDITION

Answers	Count	Percentage
Yes	1,824	59.4%
Sometimes, I have a hybrid work environment	308	10.0%
No, I work from home full-time	269	8.8%
No, I am retired	499	16.2%
No, other	172	5.6%
(Skipped this question)	15	-

Question 4: If yes or sometimes (work or attend school outside the home), where do you work/go to school?

26.2% of respondents (553 total) answered that they work or attend school in Gwinnett County, and 22.2% (469 total) responded that they go to Jackson County for work or school.

TABLE 25: SCHOOL OR WORK LOCATION

Answers	Count	Percentage
Banks County	42	2.0%
Barrow County	122	5.8%
Clarke County	170	8.1%
DeKalb County	39	1.9%
Fulton County	111	5.3%
Gwinnett County	553	26.2%
Hall County	305	14.5%
Jackson County	469	22.2%
Madison County	6	0.3%
I work from home/Not Applicable	30	1.4%
Other	261	12.4%
(Skipped this question)	979	-

Question 5: If yes or sometimes (work or attend school outside the home), approximately how many miles do you travel to work/school (one-way)?

Most survey takers (770 total or 36.3%) reported that they travel 20 to 40 miles one-way to get to work or school. Only 114 respondents (5.4%) travel less than 5 miles to work or school.

TABLE 26: COMMUTE DISTANCES

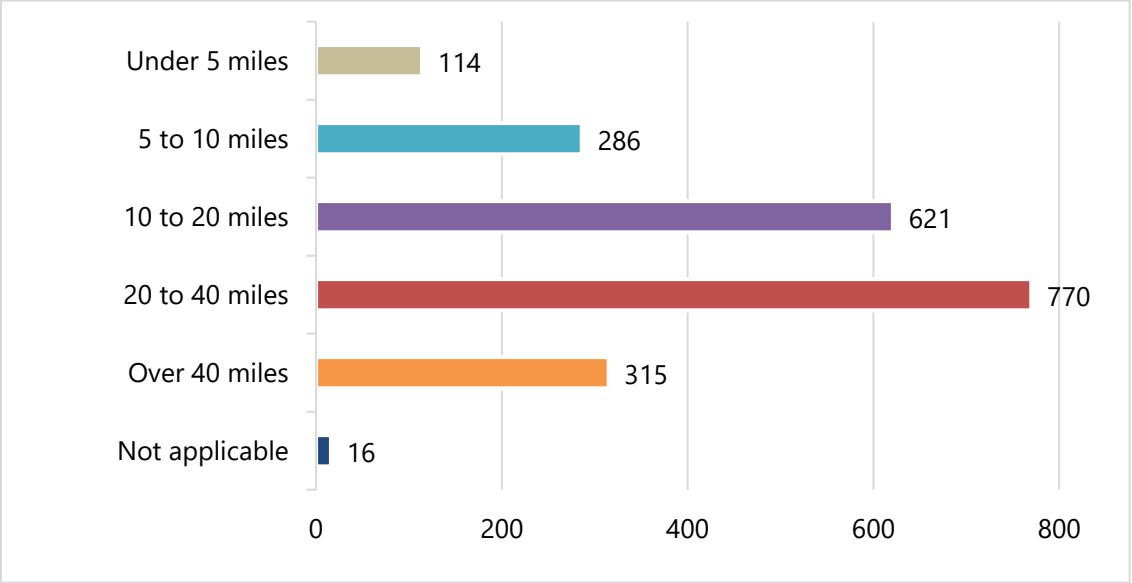


TABLE 27: COMMUTE DISTANCES

Answers	Count	Percentage
Under 5 miles	114	5.4%
5 to 10 miles	286	13.5%
10 to 20 miles	621	29.3%
20 to 40 miles	770	36.3%
Over 40 miles	315	14.8%
Not applicable	16	0.8%
(Skipped this question)	965	-

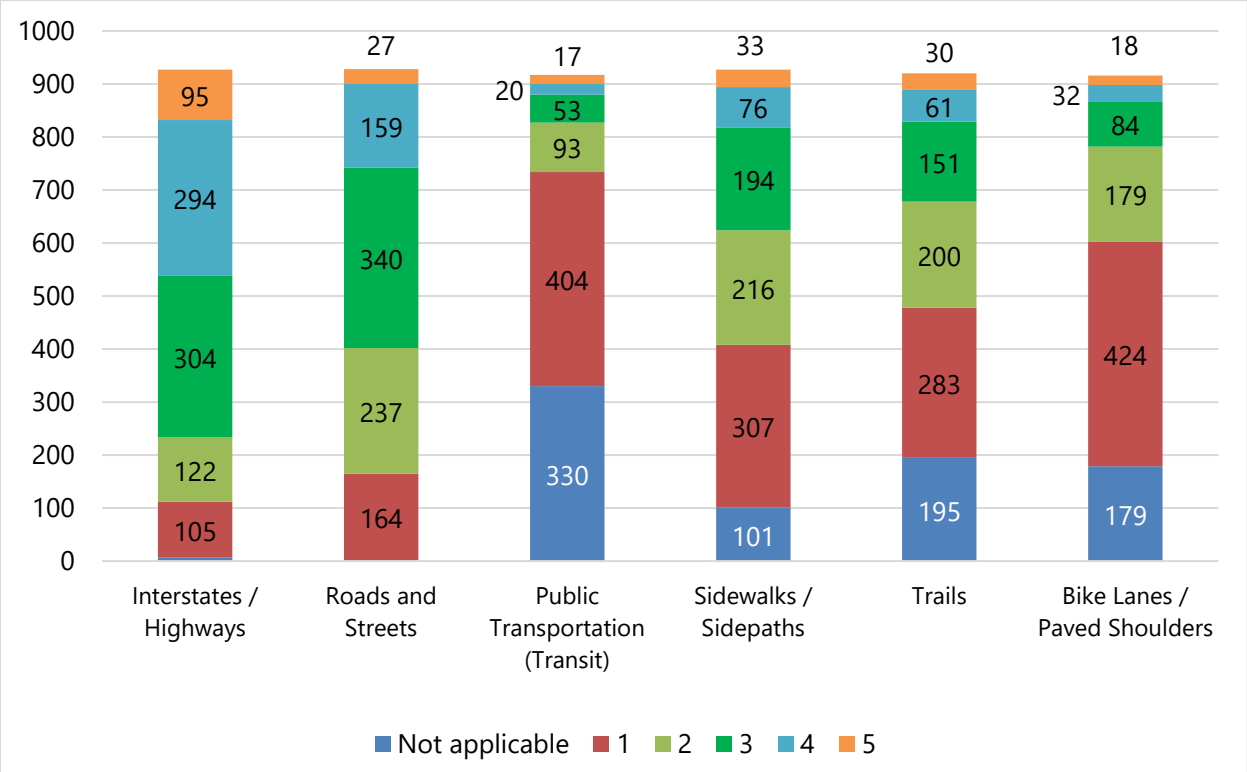
Question 6: Please rate the quality of existing infrastructure in Jackson County (1 is poor, 5 is excellent).

The infrastructure types, in order of excellent quality to poor quality, were given a rating score (1 through 5) which corresponded to the perceived level of quality. For example, for each category, the number of votes given to the score of 5 (excellent quality) was multiplied by 5. The number of votes given to the score of 4 for each category was multiplied by 4, and so on. The sum of all votes multiplied by corresponding weights gave a total score for each category, the order of which determined the overall infrastructure category rankings

In order from highest quality to lowest quality, the existing infrastructure areas in Jackson County were ranked by respondents as follows, according to the answers provided for Question 6:

1. Interstates / Highways
2. Roads and Streets
3. Sidewalks / Side paths
4. Trails
5. Bike Lanes / Paved Shoulders
6. Public Transportation (Transit)

FIGURE 34: INFRASTRUCTURE RANKING



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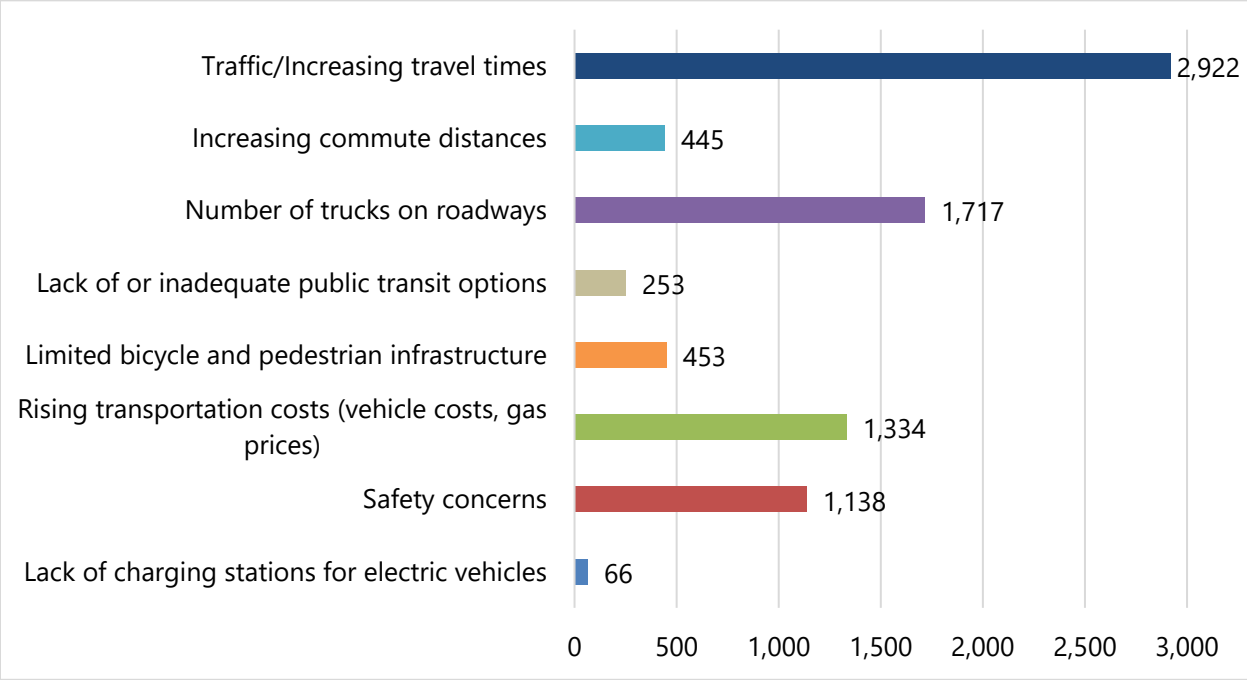
Question 7: What are the top 3 transportation challenges you, or your community face? (select 3)

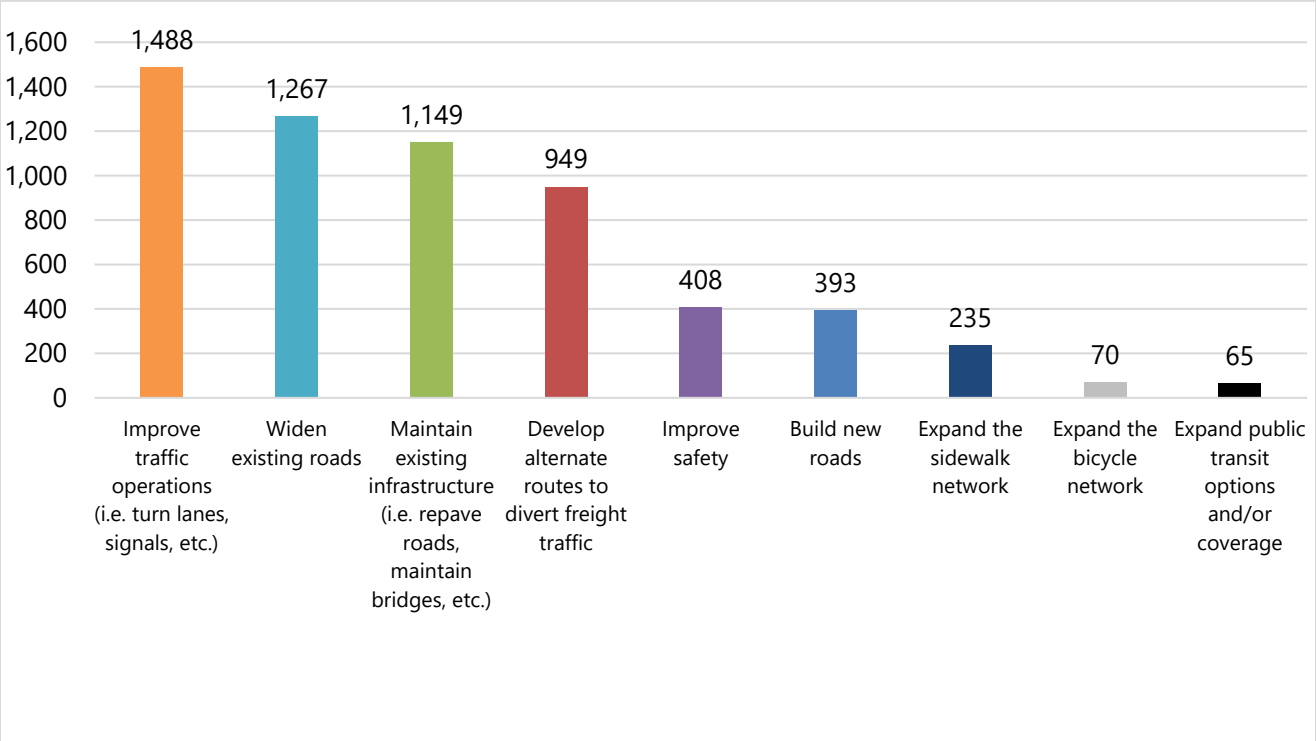
Of the transportation challenges presented to survey takers, those that were deemed the top challenges that the community faces were Traffic/Increasing Travel Times (2,922 votes), Number of Trucks on Roadways (1,717), and Rising Transportation Costs (1,334 votes). Lack of Charging Stations for Electric Vehicles was considered the lowest priority challenge, receiving 66 votes.

FIGURE 35: TRANSPORTATION CHALLENGES



Question 8: Which two (2) of the following are your highest priorities for transportation investment?
Of the choices listed in Question 8, Improve Traffic Operations (1,488 votes) and Widen Existing Roads (1,267 votes) were rated as the highest priorities for transportation investment in the area by survey takers.

FIGURE 36: TRANSPORTATION INVESTMENT



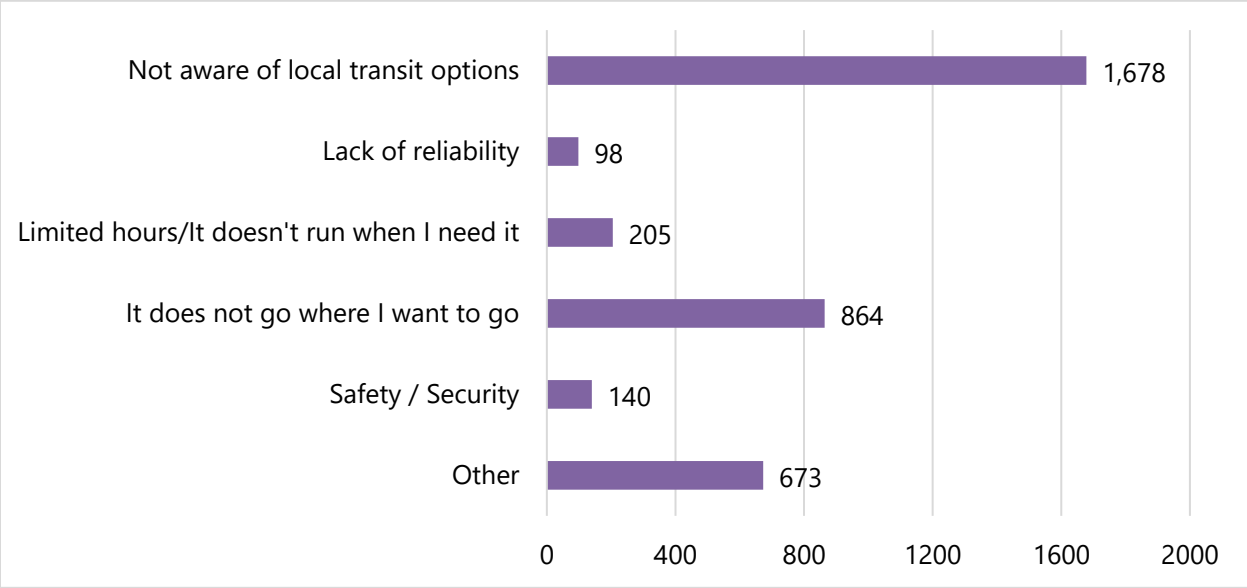
Question 9: Do you use Jackson County Transit?
Approximately 99% of survey takers responded that they do not use Jackson County Transit.

TABLE 28: USE OF JACKSON COUNTY TRANSIT

Answers	Count	Percentage
Yes	37	1.2%
No	3,035	98.8%
(Skipped this question)	15	-

Question 10: Why don't you use transit?

Nearly half of the respondents reported that they do not use transit in the area due to a lack of awareness of local transit options (1,678 responses). The second most common answer for why respondents do not use transit was that the transit services do not reach where they want to go (864 responses).



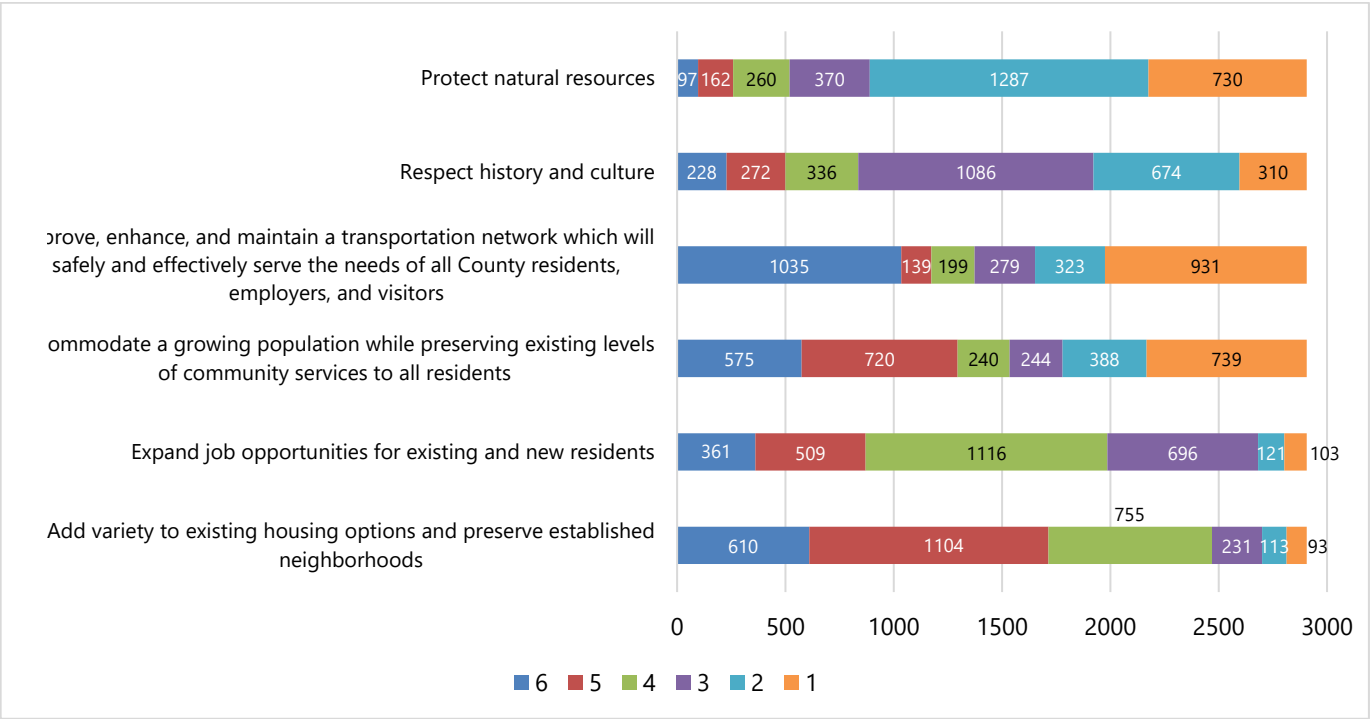
Question 11: Rank the previous Comprehensive Plan goals in order of importance.

In order of most important to least important, the previous Comprehensive Plan goals were ranked by respondents as follows, according to the answers provided for Question 11:

1. Protect natural resources
2. Respect history and culture
3. Accommodate a growing population while preserving existing levels of community services to all residents
4. Improve, enhance, and maintain a transportation network which will safely and effectively serve the needs of all County residents, employers, and visitors
5. Expand job opportunities for existing and new residents
6. Add variety to existing housing options and preserve established neighborhoods

A similar methodology to that used in Question 6 was used to determine the overall ranking of the previous Comprehensive Plan goals. Each ranking score was given a weight that corresponded to the perceived level of importance. For example, for each goal, the number of votes given to the ranking of 1 (most important) was multiplied by 6. The number of votes given to the ranking of 2 was multiplied by 5, and so on, down to 6th rank being multiplied by 1. The sum of all ranks multiplied by corresponding weights gave a total score for each goal, the order of which determined the overall goal rankings.

FIGURE 37: GOAL RANKING



Online Survey: Interactive Map

The mapping portion of the online survey invited respondents to place pins on a map to identify roadway, safety, and sidewalk-related concerns and opportunities. Along with the pin, respondents were asked to provide comments about the issues or opportunities at the locations they identified. In total, 13 map comments were provided by respondents and are shown in **Figure 38** and listed in **Table 29**. Respondents could also place votes on other comments that they supported, the last column in **Table 29** depicts the results of these votes.

FIGURE 38. COMMENT MAP RESULTS MAPPED BY CATEGORY

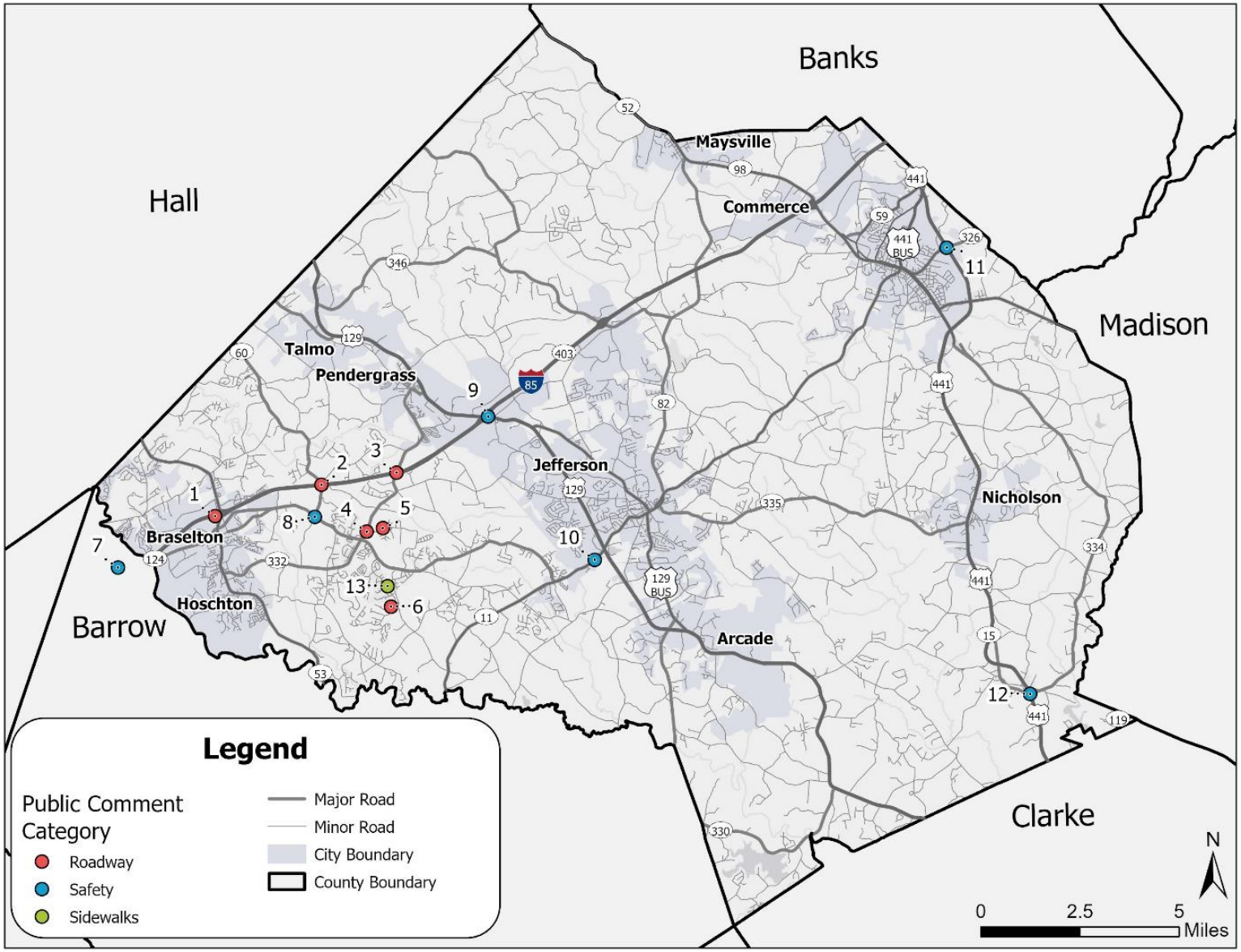


TABLE 29. COMMENT MAP RESULTS LISTED BY CATEGORY

	oint #	Comment	Point Location	Number of Votes
oadway	1	)n ramps from 85. I worry about being hot from ehind during peak traffic times. Then getting to them ırly am adds 30 minutes to my commute daily."	35 EB Off Ramp at ₹ 53	1
	2	, future I85 and Highway 60 interchange should be ·ogrammed."	35 at SR 60	0
	3	;A DOT needs to add 85 exit and on ramps at 332 and 5"	35 at SR 332	1
	4	Ve need a traffic signal or roundabout here"	₹ 332 at Old Skelton d	0
	5	leed a four way stop here"	ld Skelton Rd at harlotte Dr	0
	6	raselton/Hoschton"	aditions Way	0
Safety	7	he new round about at exit 126 is a safety hazard. ıere is too much traffic coming from winder for exiting affic to safely enter the roundabout. People coming off ; have to pull out in front of cars and traffic is backing) onto 85. I waited over 1"	35 WB Off Ramp at ₹ 221	0
	8	here is desperate need for a traffic circle here. Traffic is ıpossible in all directions and the turn off Sam eeman Road is nearly impossible to navigate without most wrecking."	₹ 124 at Sam eeman Rd/SR 60	0
	9	he number of large box trucks and 18 wheelers ngestion at major intersections with no relief."	₹ 129 at I-85	0
	10	Ve need to add something in orning/midday/afternoons to help students who are riving/leaving the Empower College and Career Center r arrival/dismissal that will keep them safe when trying enter/exit campus. Hwy 11 is busy ALL the time and acked"	₹ 11 at Empower mpus entrance	0
	11	lease add a traffic light at this intersection. There is so uch traffic and visibility is very poor. At certain times of nes of day, it is nearly impossible to make a left turn ere."	S Hwy 441/SR 15 at ₹ 326/State St/Old arnesville Rd	0
	12	outhbound 441 @ 334 in Center has limited sight stance to the traffic control light with a 1-2 % down ade to the intersection. Commuter, RV, Commercial affic light and heavy duty have a great deal of difficulty owing and stopping in that sight d"	S Hwy 441/SR ;/Commerce Rd at ld US Hwy 441/SR 34	2
idewalk	13	raditions"	aditions Way	0

CHAPTER 5
RECOMMENDATIONS

PROJECT DEVELOPMENT AND PRIORITIZATION

Project Development

The identification of projects to be included within this CTP began with the inclusion and refinement of projects identified in the previous plan and the review of ongoing and near-term planning efforts. This review included direct coordination with GHMPO on the development of their 2055 GHMPO MTP which was approved in May of 2025. Since a portion of Jackson County is included within the MPO, all relevant projects identified within the MTP have been included within the CTP.

Project Recommendations

The project recommendations and their tiering have been organized into network classifications including Roadway, Non-motorized, and transit. These recommendations for roadway infrastructure include:

- New roadways
- Roadway extensions
- Roadway realignments
- Intersection realignments
- Intersection operational improvements
- Bridge projects

Projects included in this plan were incorporated through local knowledge, technical assessment, and public input. Using this information each of the projects have been included in the following three (3) tiers:

- Tier 1 – Greatest Need
- Tier 2 – Moderate Need
- Tier 3 – Lesser Need

Additionally, for visual representation, the projects have been split into "corridor" and "spot" projects for road segments and intersection/interchange/bridge projects, respectively. Corridor Projects are more linear in nature and denoted by an "L" with their project ID number while spot projects are specific points in the county which are denoted by a "P" in their project ID. Examples of these are identified below:

Corridor Projects
- New roadways
- Roadway extensions
- Roadway realignments

Spot Projects
- Intersection realignments
- Intersection operational improvements
- Bridge projects

The projects listed by tier have been included in **Table 31** and **Table 32**. **Figure 39** and **Figure 40** depict the Tiered Corridor and Spot projects respectively. **.**

FIGURE 39: JACKSON COUNTY CORRIDOR PROJECTS

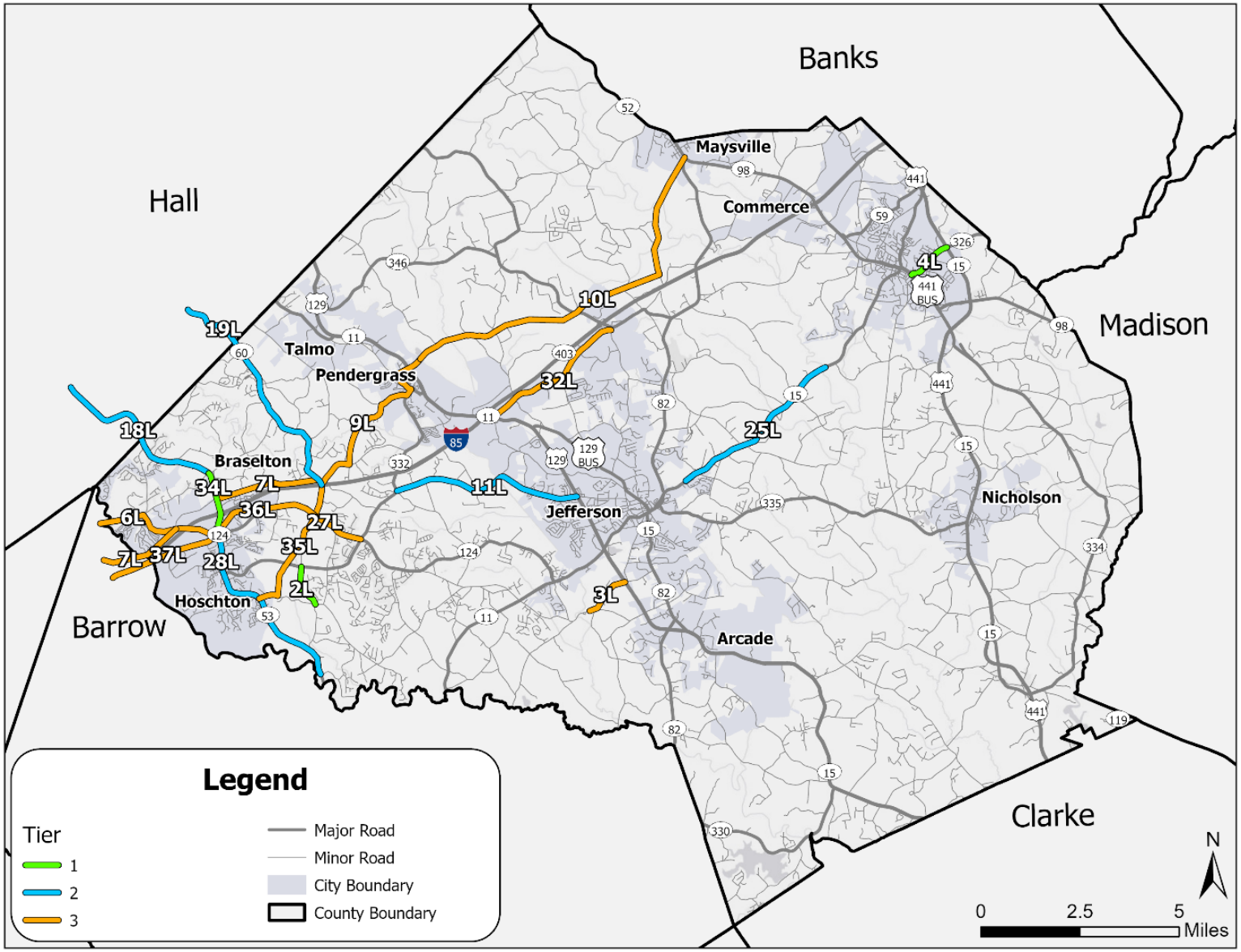


FIGURE 40: JACKSON COUNTY SPOT PROJECTS

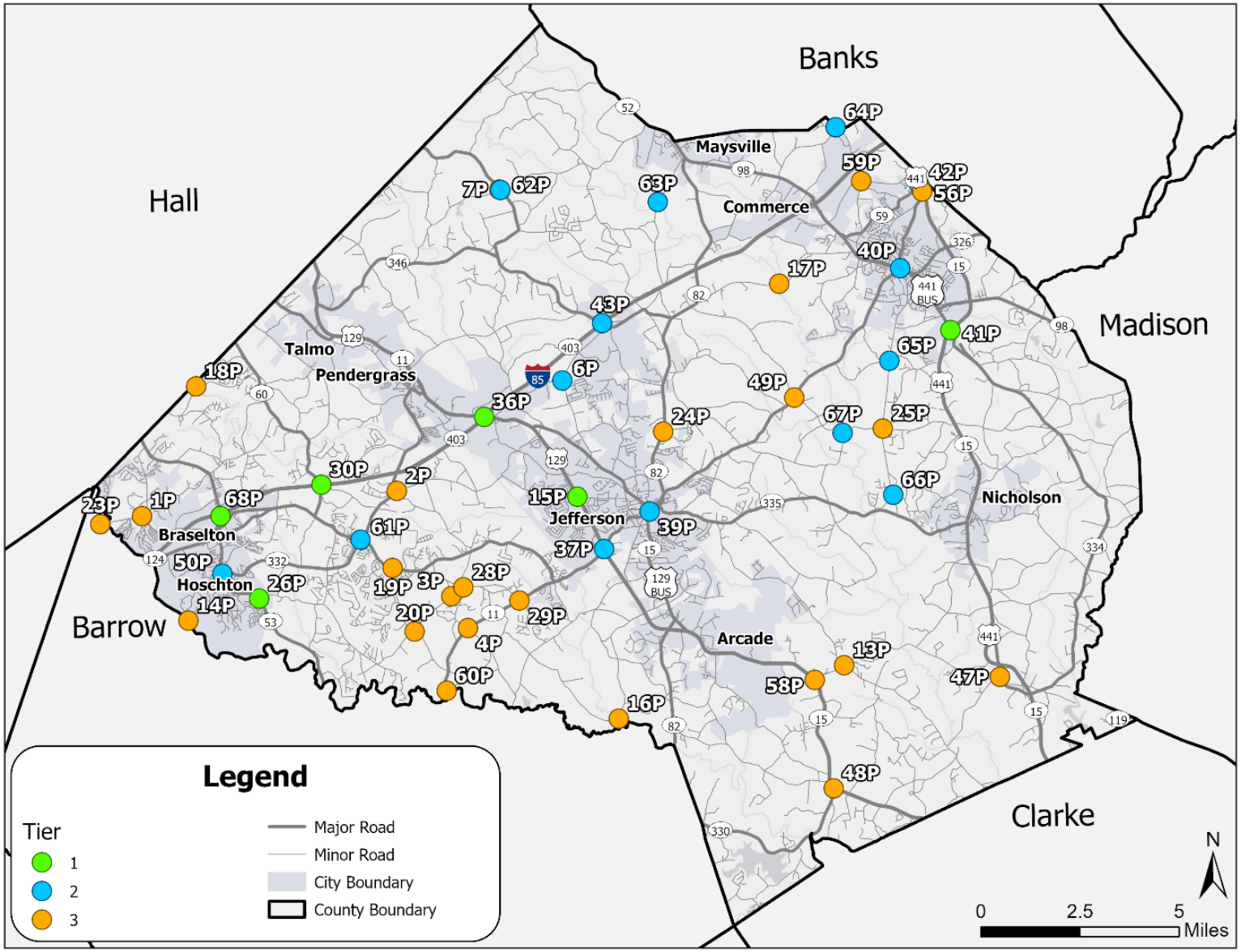


TABLE 30. TIER 1 PROJECT LIST

ID	Tier	Description	Project Type	GDOT PI	Approx. Length (mi)	Est. Cost
36P	1	I-85 Ramps at US 129 / SR 11	Operational Improvements	0019137	NA	$1,723,147
41P	1	US 441/SR 15/Veterans Memorial Parkway and Allen Road	Intersection Improvement	NA	NA	$4,899,000
15p	1	US 129 / Jefferson Bypass at Old Pendergrass Rd	Intersection Improvement	NA	NA	$4,899,000
4L	1	SR 336 (State Street) Improvements	Realignment and Termini Intersection Improvements	NA	1.18	$13,860,167
26P	1	SR 53 at Jackson Trail Road Intersection Improvement (BHAM Study Recommends Additional Turn Lane)	Intersection Improvement	NA	NA	$546,000
2L	1	Sam Freemen Road Extension (Correlates to BHAM Study Recommendation for SR 60 Extension from I-85 to SR 124)	New Construction	NA	1.13	$36,000,000
30P/GH-102	1	New Interchange located at I-85 and SR 60 (BHAM Study also includes the widening of SR 60 from I-85 to SR 124)	New Interchange	0013086	NA	$27,506,177
34L/GH-151	1	Widening of State Route 53/Winder Highway from State Route 124 to New Cut Road	Widening	0020735	1.45	$20,543,800
68P	1	I-85 NB Exit Ramp at SR 53	Operational Improvement	0020937	NA	$1,348,000

TABLE 31. TIER 2 PROJECT LIST

ID	Tier	Description	Project Type	GDOT PI	Approx. Length (mi)	Est. Cost
11L	2	Old Pendergrass Road Improvements	Widening	NA	4.97	$58,634,756
43P	2	I-85 Interchange Ramps at SR 82	Roundabouts at Ramps	0018399	NA	$6,228,000
37P	2	US 129/Jefferson Bypass and Winder Hwy	Intersection Improvement	NA	NA	$4,899,000
40P	2	SR 15 Alt (Jefferson Street/Homer Road) and SR 98 (North Elm Street/North Broad Street)	Intersection Improvement	NA	NA	$4,899,000
6P	2	Hog Mountain Rd / Storey Lane	Intersection Improvement	NA	NA	$4,899,000
39P	2	US 129 Business / Washington Street / Gordon Street at Lee Street/Sycamore Street	Intersection Improvement	NA	NA	$4,899,000
42P	2	SR 15 / US 441 / Homer Road at Mt Olive Road	Intersection Improvement	NA	NA	$4,899,000
19L/GH 111A	2	Widening of State Route 60/Candler Road between State Route 211 and I-85 (Phase I)	Operational Improvement	NA	6.14	$129,228,430
27L/GH -152	2	Widening of State Route 124 from Henry Braselton Road to CR 171/ State Route 332	Widening (2 to 4 lane)	0007663	3.36	$62,629,701
28L	2	SR 53 From I-85 To CR 167/Tapp Wood Road (Extents may need to be modified based on BHAMS)	Operational Improvement	0008434	5.42	$57,680,686
50P	2	SR 53 at Towne Center Parkway / SR 332 / Pendergrass Road	Intersection Improvement	S010874	NA	$10,754,000
61P	2	SR 124 at SR 332 Intersection Improvements	Intersection Improvement	NA	NA	$9,636,000
62P	2	SR 82 at Deadwyler Road	Intersection Improvement	NA	NA	$4,899,000

ID	Tier	Description	Project Type	GDOT PI	Approx. Length (mi)	Est. Cost
63P	2	Chandler Cemetery Road Bridge Replacement	Bridge Replacement	NA	NA	$65,787,000
64P	2	Yarborough Ridgeway Rd at Ridgeway Church Rd	Intersection Improvement	NA	NA	$4,899,000
65P	2	Waterworks Rd at Sheep Pasture Rd	Intersection Improvement	NA	NA	$4,899,000
66P	2	Waterworks Rd at Cabin Creek Rd	Intersection Improvement	NA	NA	$4,899,000
67P	2	Apple Valley Rd at Hoods Mill Rd	Intersection Improvement	NA	NA	$4,899,000
25L	2	Eastbound & Westbound Pass Lanes on SR 15 Alt Between Commerce & Jefferson	Passing Lanes	0000402	2.10	$34,793,801
18L/GH -040	2	Widening of State Route 53/Winder Highway from State Route 211 in Hall to New Cut Road in Jackson	Widening	0013310	4.60	$99,325,338

TABLE 32. TIER 3 PROJECT LIST

ID	Tier	Description	Project Type	GDOT PI (if available)	Approx. Length (mi)	Est. Cost
48P	3	US 129/SR 15 at SR 330	Intersection Improvement	NA	NA	$137,274
58P	3	SR11/US 129 at New Kings Bridge Road	Intersection Improvement	NA	NA	$4,899,000
49P	3	Apple Valley Road @ Jefferson Rd/SR 15 Alt.	Intersection Improvement	0019466	NA	$3,250,000
20P	3	Jackson Trail Road at Gum Springs Church Road	Intersection Improvement	NA	NA	$4,899,000
25P	3	Hoods Mill Rd at Waterworks Rd Intersection Improvement	Intersection Improvement	NA	NA	$4,899,000
28P	3	Doster Road at Jackson Trail Road Intersection Improvement	Intersection Improvement	NA	NA	$4,899,000
13P	3	New Kings Bridge Rd / Jefferson River Rd	Intersection Improvement	NA	NA	$4,899,000
16P	3	SR 319/Etheridge Road at Middle Oconee River 5.4 mile south of Jefferson (Bridge ID 157-0023-0). Bridge is posted.	Bridge	NA	NA	--
17P	3	Woods Bridge Road at North Oconee River 3.5 miles W of Commerce (Bridge ID 157-0050-0). Bridge is posted.	Bridge	NA	NA	--
18P	3	Cooper Bridge Road at Walnut Creek 4 miles north of Braselton (Bridge	Bridge	NA	NA	--

ID	Tier	Description	Project Type	GDOT PI (if available)	Approx. Length (mi)	Est. Cost
		ID 157-5074-0). Bridge is posted.				
23P	3	Liberty Church / Thompson Mill Road at Mulberry River 7.0 miles north of Auburn on Barrow/Jackson Co. line. (Bridge ID# 013-5009-0). Bridge is posted.	Bridge	NA	NA	--
2P	3	SR 332 at Old Pendergrass Rd. and Creek Nation Rd.	Intersection Improvement	NA	NA	$4,899,000
4P	3	SR 11/Winder Hwy at Lewis Roberts/Ebenezer Church Road	Intersection Improvement	NA	NA	$4,899,000
7P	3	SR 82 / Holly Springs Rd at Lipscomb Lake Rd	Intersection Improvement	NA	NA	$4,899,000
19P	3	SR 124 at Gum Springs Church Rd Intersection Improvement	Intersection Improvement	NA	NA	$4,899,000
24P	3	SR 82 at County Farm Rd Intersection Improvement	Intersection Improvement	NA	NA	$4,899,000
29P	3	SR 11/Winder Highway at Jackson Trail Road Intersection Improvement	Intersection Improvement	NA	NA	$4,899,000
47P	3	New Kings Bridge Rd and Old Hwy 441	Intersection Improvement	NA	NA	$4,899,000
56P	3	Hospital Road Connector	Intersection Improvement	NA	NA	$4,899,000

ID	Tier	Description	Project Type	GDOT PI (if available)	Approx. Length (mi)	Est. Cost
59P	3	SK Boulevard at Ridgeway Church Road	Intersection Improvement	NA	NA	$4,899,000
3P	3	Jackson Trail Road at Lewis Roberts Road	Intersection Improvement	NA	NA	$4,899,000
3L	3	Galilee Church Road Improvements	Realignment	NA	NA	$4,899,000
10L	3	Wayne Poultry to Chandler Cemetery (Braselton To Maysville Connection Improvement)	Widening and New Construction	NA	9.79	$7,000,000
32L	3	Realignment of Hog Mountain Rd / McClure Industrial / Possum Creek Road to bring up to industrial standards	Realignment	NA	3.87	$72,404,729
6L	3	Jessie Cronic Road and Thompson Mill Road Improvements	Widening	NA	3.19	$37,604,034
7L	3	Braselton Pkwy Extension	New Construction	NA	4.75	$88,948,979
9L	3	Braselton To Pendergrass Connection Improvement from SR 124 at SR 60 to Wayne Poultry Rd	Widening	NA	4.96	$80,810,948
1P	3	Jesse Cronic Rd & Thompson Mill Rd.	Intersection Improvement	NA	NA	$4,899,000
60P	3	SR 11 / Winder Highway (Jackson/Barrow Line) Bridge Maintenance	Bridge	M006500	NA	--

ID	Tier	Description	Project Type	GDOT PI (if available)	Approx. Length (mi)	Est. Cost
14P	3	SR 82 at Middle Oconee River 5 mi NE of Statham (Peachtree Rd / Jackson County Line / Covered Bridge Road Bridge)	Bridge	0013819	NA	$8,183,294
35L / 4-27	3	Extension of SR 60 from SR 124 to SR 53	New Road	NA	2.77	$159,399,819
36L / 4-4	3	SR 124 from SR 53 to SR 332	Widening	NA	4.05	$124,653,557
37L / 4-5	3	SR 124 from 211 to SR 53	Widening	NA	3.01	$92,643,755

In addition to known or planned projects, a needs analysis was conducted to identify additional areas for consideration throughout the county. This needs analysis included several data points with a focus on safety, level of service and stakeholder feedback. Through this analysis 40 projects were identified as described below:

- 15 Identified as the top EPDO segments and intersections in the county
- One (1) Corridor (US 129/Jefferson Bypass) identified due to a high number of fatal crashes
- Ten (10) Corridors identified due to high LOS per the 2055 TDM results
- 14 Locations identified through stakeholder feedback

As projects are constructed and developed, the county may consider further review of these locations to determine potential project needs or improvements. The projects identified through these needs have been identified within **Table 33**.

TABLE 33. POTENTIAL PROJECT LIST

ID	Description	Project Type
N1	SR 82/Dry Pond Rd at Jett Roberts Rd/Horace Head Rd	Safety Study (Intersection)
N2	US 129/Jefferson Bypass at Etheridge Rd	Safety Study (Intersection)
N3	US 441/SR 15/Veterans Memorial Parkway and SR 98/Ila Rd	Safety Study (Intersection)
N4	US 129/Jefferson Bypass at Galilee Church Rd	Safety Study (Intersection)
N5	US 129/Jefferson Bypass at Panther Dr	Safety Study (Intersection)
N6	I-85 from SR 82/Dry Pond Rd to SR 98/Maysville Rd	Safety Study (Corridor)
N7	I-85 from SR 53 to US 129/SR 11	Safety Study (Corridor)
N8	I-85 from US 129/SR to SR 82/Dry Pond Rd	Safety Study (Corridor)
N9	SR 15/Homer Rd from Hospital Rd to Cedar Rd	Safety Study (Corridor)
N10	SR 11/Winder Hwy from Jackson Trail Rd to Hamilton Dr	Safety Study (Corridor)
N11	US 129/Jefferson Bypass from Galilee Church Rd to Etheridge Rd	Safety Study (Corridor)

ID	Description	Project Type
N12	US 129/Jefferson Rd from Brock Rd to Lebanon Church Rd	Safety Study (Corridor)
N13	US 129/Jefferson Bypass from Panther Dr to SR 82	Safety Study (Corridor)
N14	SR 82 from Wayne Poultry Rd to I-85 NB On/Off Ramp	Operational Study
N15	US 129/ SR 11 from W of John B Brooks Rd to New Salem Church Rd/Hog Mountain Rd	Operational Study
N16	US 129/SR 11 from Main St to Hall County Line	Operational Study
N17	Braselton Pkwy from Jesse Cronic Rd to SR 53	Operational Study
N18	SR 53 from I-85 NB On/Off Ramp from Hall County Line	Operational Study
N19	SR 98/N Elm St/N Broad St from Jefferson St to State St	Operational Study
N20	New Kings Bridge Rd from Chandler Bridge Rd to Old US Hwy 441	Operational Study
N21	SR 332 from John B brooks Rd to SR 124	Operational Study
N22	I-85 NB Off Ramp from I-85 to SR 53	Operational Study
N23	Mountain Creek Church Rd from Mountain Creek Dr to Hall County Line	Operational Study
N24	Old US Hwy 441/SR 334 at US 441/SR 15/Commerce Rd	Intersection Improvement
N25	US 441/SR 15/Veterans Memorial Parkway at SR 326/State St/Old Carnesville Rd	Intersection Improvement
N26	Skelton Road at Charlotte Drive	Intersection Improvement
N27	SR 332 at Old Skelton Road	Intersection Improvement
N28	SR 11/Winder Hwy at Empower Campus Entrance	Safety Study (Intersection)

ID	Description	Project Type
N29	SR 124 at Boone Rd	Intersection Improvement
N30	Jefferson River Rd from SR 335 to County Boundary	Trail/SUP/sidewalks/bike lanes
N31	Pond Fork Church Rd from US 129/SR 11 to SR 82/Holly Springs Rd	Safety Study (Corridor)
N32	SR 332/Pendergrass Rd at Wehunt Rd	Intersection Improvement
N33	Sidewalk/Bike Lanes connectin Braselton and Hoschton	Trail/SUP/sidewalks/bike lanes
N34	SR 53 at Railroad Ave	Intersection Improvement
N35	Braselton/Hoschton Bypass	New Road
N36	SR 53 at SR 332/Pendergrass Rd	Intersection Improvement
N37	SR 53 at PeachTree Rd	Intersection Improvement
N38	SR 11/Winder Hwy at Panther Dr	Safety Study (Intersection)
N39	US 441/SR 15/Veterans Memorial Parkway at SR 326/State St/Old Carnesville Rd	Safety Study (Intersection)
N40	SR 124/Broadway Ave at Jesse Cronic Rd	Safety Study (Intersection)

Project Prioritization

In the near term, the alignment and development of projects have been decided by regional planning and engineering partners. As projects come online and are implemented, a three-tier system has been continued to determine regional priorities. This tiered approach helps steer the development of projects based on regional needs and desires. Supporting the three-tier approach, a prioritization methodology has been developed to objectively compare each of the projects.

The project prioritization process consisted of assigning values to proposed projects in Jackson County based on factors such as safety, congestion, environmental considerations, and public input. As shown in **Table 34**, depending on the extent to which a project addressed each of the factors, a score between 0 and 2 was given to the project for each subcategory. The sum of the subcategory scores determined each project's ranking in the priority list. The intention is to give higher priority to projects that potentially address roadway and bridge safety concerns and congestion issues, while limiting potential interaction with floodplains, sensitive habitats, and sites listed on the National Register of Historic Places (NRHP).

This prioritization scoring is intended to provide additional data points for each project and aid in future decision making.

TABLE 34. PROJECT PRIORITIZATION SCORING MATRIX

Category	Subcategory	Project Score		
		2	1	0
Safety	ePDO Top 20 Intersections and Segments	ePDO top 20 intersection or segment exists at project location	ePDO top 20 intersection or segment exists at some part of project but does not directly align with project location	No top 20 ePDO intersections or segments at project location
	Fatalities	Fatality has occurred within 50 ft (2018-2022)	-	No fatalities occurred within 50 feet (2018-2022)
Congestion	LOS Base Year (2025)	LOS F exists at some point along the segment	LOS E exists at some point along the segment	LOS D or better along the segment
	LOS Future Year (2055) E+C	LOS F exists at some point along the segment	LOS E exists at some point along the segment	LOS D or better along the segment
Bridge	National Bridge Inventory Condition	Direct interaction with structure that has Poor (NBI 0-4) Rating	Within 100 feet of structure that has Poor Rating (NBI 0-4)	No interaction with structure that has Poor Rating (NBI 0-4)
Environmental Considerations	Historic Sites	Directly interact with a historic site on the NRHP	Within 100 feet of a historic site on the NRHP	No interaction with sites on the NRHP
	Conservation and Wetlands	Directly interact with a conservation area, wetland, or waterbody	Within 100 feet of a conservation area, wetland, or waterbody	No interaction with a conservation area, wetland, or waterbody
Public Input	Jackson Survey Comments	A comment addresses project's specific location	A comment is provided but is not specifically addressing the project location	No comments provided that are relevant to project
	Jackson County Survey Votes	Score = Number of votes given to comment about project		
	Comp Plan Open House Comments	A comment addresses project's specific location	A comment is provided but is not specifically addressing the project location	No comments provided that are relevant to project
	GHMPO Open House Comments	A comment addresses project's specific location	A comment is provided but is not specifically addressing the project location	No comments provided that are relevant to project
	Steering Committee Menti	A comment addresses project's specific location	A comment is provided but is not specifically addressing the project location	No comments provided that are relevant to project
	GHMPO Comment Pins	A comment addresses project's specific location	A comment is provided but is not specifically addressing the project location	No comments provided that are relevant to project
	GHMPO Comment Votes	Score = Number of votes given to comment about project		

NON-MOTORIZED SYSTEM RECOMMENDATIONS

Considerations of multi-modal movements outside of the roadway network were also considered as part of this plan. There have been a series of previous planning efforts related to bicycle and pedestrian modes in the area. The most recent of these is the GHMPO Bicycle and Pedestrian Master Plan which was completed in May of 2025. This plan outlined a series of recommendations which include a portion of Jackson County.

During the public involvement process, there was limited response related to the development of non-motorized facilities; however. there is a local preference for trail/shared use facilities. In the southern portion of the county, continued conversations and feasibility studies have been conducted to extend the existing Life Path trail and make better connections into Hall County and the Highlands to Islands system.
This section includes recommendations, generalized recommendations based upon previous planning efforts, input received from the Technical Committee and the general public as well as current state and federal standards.

Relevant Planning efforts in the area include the following:

- Northeast Georgia Plan for Bicycling and Walking (2010)
- Connect Jackson: Biking-Pedestrian-Greenways (2011)
- Bicycle and Pedestrian Plan– GHMPO (2025
- City of Jefferson Pedestrian, Bicycle and Multi-Use Path Master Plan
- Braselton Trail Feasibility Study

Building from the 2011 plan and area improvements, the recommendations from these plans should be implemented as feasible and where possible in a manner that helps create a network. Several of the recent planning efforts reflect on the development of shared use paths and trails which are often a major community asset for both recreation and transportation. However, the county wide consideration of sidewalks and bike lines should remain in focus.

With the Connect Jackson plan being over 13 years old, it is recommended that another analysis be undertaken to update the existing conditions, identify community needs, and help prioritize investment. To support the development of multi-use facilities, the development of a bicycle and pedestrian task force should be considered. A group comprised of agency officials, members of the public and other stakeholders would help shape the development of the multimodal system.

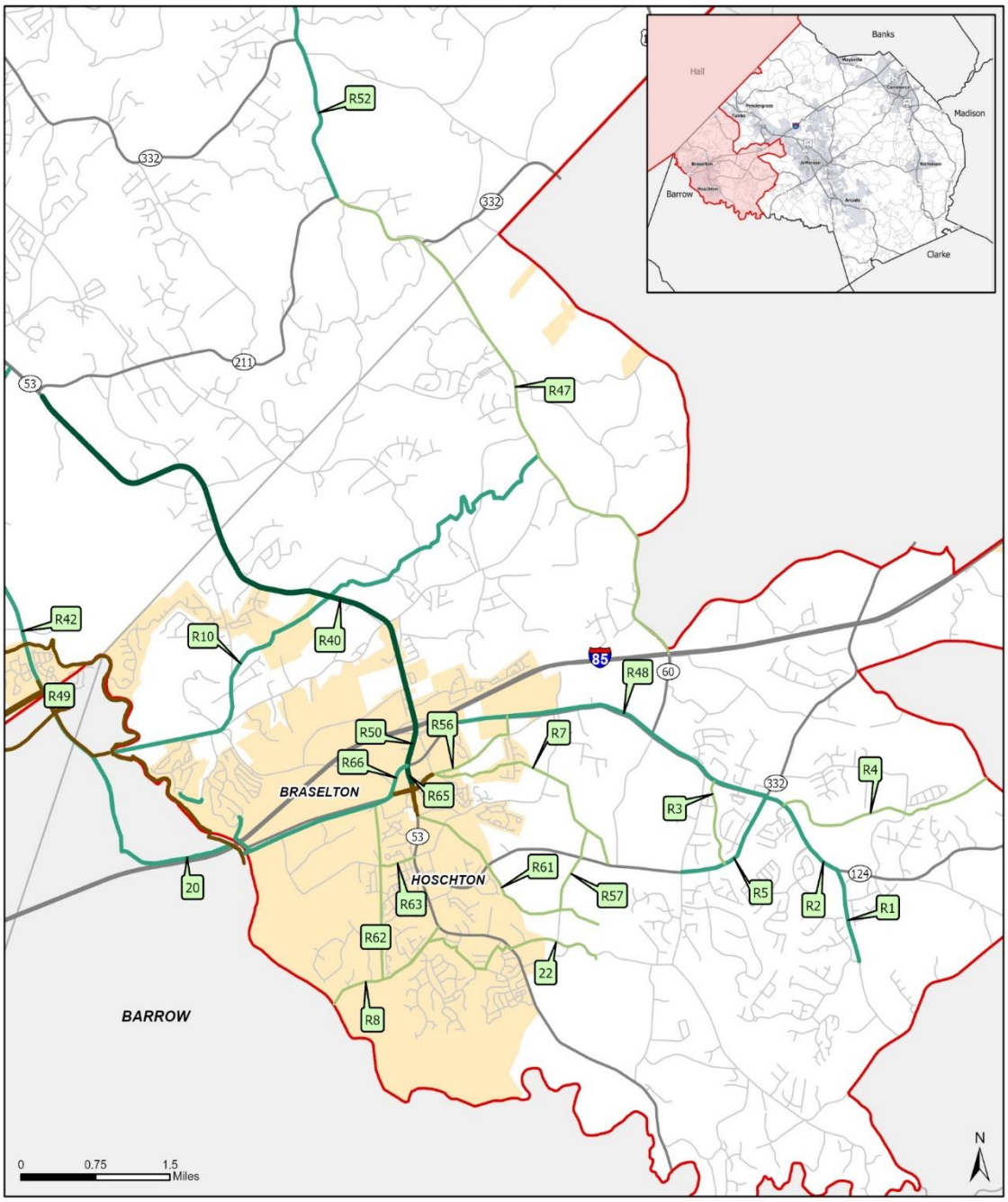
GHMPO has developed a bicycle and pedestrian plan which includes the analysis of the bicycle and pedestrian network and specific recommendations for the portion of Jackson County located within the boundary of GHMPO. This plan lays out a 30-year vision for the region, focusing on the augmentation of the existing infrastructure to improve connectivity, safety, and the reach of the regional trail system. The specific recommendations resulting from this plan are shown in **Table 35** and **Figure 41.**

TABLE 35. GHMPO BICYCLE AND PEDESTRIAN PLAN UPDATE – RECOMMENDATIONS FOR JACKSON COUNTY

Tier	Score	Map #*	Project Type	Project Name/Description
Tier 1	13	R40	Sidewalk/Multi-use Path	SR 53 from I-85 to SR 211
	12	R50	Multi-use Path	GeoPI Project ID 0020735; SR 53 from Lewis Braselton Blvd/SR 124 to Ednaville Rd/New Cut Rd
	11	R65	Multi-use Path	Connection between R50 and the existing path along SR 53
Tier 2	10	R66	Multi-use Path	Connection between R50 and the existing path along SR 124
	10	R49	Multi-use Path	GeoPI Project ID 0016089; SR 211 from Pinot Noir Dr to SR 347
	10	R52	Sidewalk and Bike Lane	MTP Project GH-111B; SR 60 from SR 211 to Calvary Church Rd
	9	R2	Sidewalk/Multi-use Path	SR 124W from SR 332 to Gum Springs Church Rd
	9	R10	Greenway/Multi-Use Path	Multi-Use Path along Thompson Mill Rd and New Liberty Church Rd from Thompson Mill Rd to north of Crest Club Dr; Greenway from New Liberty Church Rd across SR 53 along creek to SR 60
	9	R42	Sidewalk and Bike Lane	SR 211 from SR 53 to SR 347
	9	R48	Multi-use Path	MTP Project GH-152; SR 124 east of Zion Church Rd to SR 332
	8	20	Greenway	Braselton Connector Trail; connect Braselton Life Path to Downtown Braselton along I-85 and SR 124 with crossing of I-85 at Mulberry River
	6	R1	Sidewalk/Multi-use Path	Gum Springs Church Rd from SR 124 to Old Traditions Pl
	6	R5	Multi-use Path	SR 332 from SR 124 to Boone Rd
Tier 3	5	R4	Greenway	SR 124 to Creek Nation Rd
	5	R47	Sidewalk	MTP Project GH-111A; SR 60 from SR 211 to I-85
	5	R62	Multi-use Path	Hoschton Life Path Alt. #1 west of SR 53
	5	R63	Multi-use Path	W Jefferson St from R62 to SR 53
	4	R3	Greenway	Along creek from SR 332 to SR 124
	4	R7	Greenway	Along Indian Creek from Downtown Braselton to SR 332
	3	R8	Multi-use Path	Peachtree Rd from Mulberry River to SR 53
	3	R61	Greenway	Hoschton Life Path Alt. #2 east of SR 53
	3	22	Multi-use Path	Sell's Mill Connector Trail; Jackson Trail Rd from SR 53 to Sell's Mill Park
	2	R56	Multi-use Path	Davis St from Pinecrest Ln to Henry E. Braselton Dr; Henry E. Braselton Dr from Davis St to SR 124
	0	R57	Greenway/Multi-use Path	Indian Creek Rd from R61 to SR 332

Source: GHMPO; *Projects beginning with an "R" are a new recommendation in the GHMPO Bicycle and Pedestrian Plan Update.

FIGURE 41: GHMPO BICYCLE AND PEDESTRIAN PLAN UPDATE - RECOMMENDATIONS FOR JACKSON COUNTY



TRANSIT SYSTEM RECOMMENDATIONS

Jackson County Completed its Transit Feasibility Study[19] which outlined a series of future scenarios and potential recommendations that could be developed into the future. The scenarios result in three possible conditions:

- Scenario 2A: Demand Response Service for Urban and Rural Service (One Fleet)
- Scenario 2B: Demand Response Service for Urban and Rural Service (Two Fleets)
- Scenario 3: New Fixed Route Service (Urban Areas) & Demand Response (Rural Areas)

As the county population continues to grow and urban densities increase, the Transit Feasibility Study should be referenced for future conditions. Along with the scenarios, the Transit Feasibility Study recommended the inclusion of more technology into the service, specifically, automatic vehicle location technologies which can be utilized to improve service and management of the system. Additionally, it was recommended that Jackson County Transit consider the following:

- Continue to Participate in Regional Transit Discussions
- Enhance Marketing and Outreach Activities and Investments
- Engage in Community and Peer Agency Coordination.

These recommendations will help ensure Jackson County Transit remains abreast of ongoing trends and opportunities in the region while also engaging with the community. These connections will help shape transit in the region through the future.

[19] https://www.ghmpo.org/wp-content/uploads/2020/11/Final-Adopted-Report.pdf