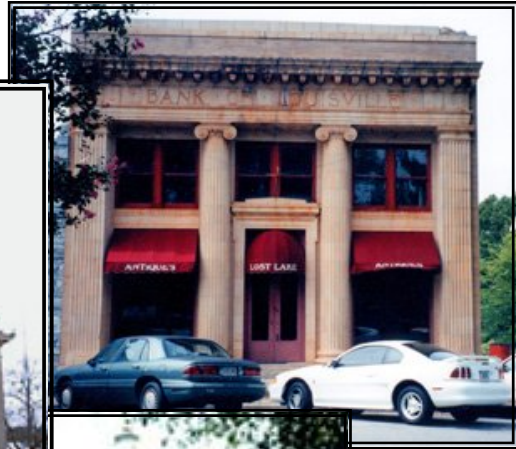


# **JEFFERSON COUNTY**

## **Joint Comprehensive Plan**

### **2004-2024**



Prepared by the Central Savannah River Area  
Regional Development Center for Jefferson County,  
Georgia and the cities of Avera, Bartow, Louisville,  
Stapleton, Wadley and Wrens, Georgia.

**TABLE OF CONTENTS**

<b>Chapter 1: Population</b>	<b>Page 1</b>
Introduction	Page 1
Population	Page 2
Education	Page 7
Income	Page 10
Assessment	Page 12
<b>Chapter 2: Economic Development</b>	<b>Page 18</b>
Introduction	Page 18
Economic Base	Page 19
Major Economic Activities	Page 29
Labor Force Analysis	Page 31
Assessment	Page 43
<b>Chapter 3: Housing</b>	<b>Page 53</b>
Introduction	Page 53
Housing Supply	Page 53
Occupancy and Tenure	Page 57
Cost of Housing	Page 59
Assessment	Page 60
<b>Chapter 4: Natural and Cultural Resources</b>	<b>Page 67</b>
Introduction	Page 67
Natural Resources	Page 67
Major Parks, Recreation and Conservation Areas	Page 88
Cultural Resources	Page 88
Residential Resources	Page 90
Industrial Resources	Page 93
Institutional Resources	Page 94
Transportational Resources	Page 95
Rural Resources	Page 96
Other Historic, Archaeological and Cultural Resources	Page 96
Assessment	Page 98
<b>Chapter 5: Community Facilities</b>	<b>Page 100</b>
Introduction	Page 100
Transportation	Page 100
Water Supply and Treatment	Page 106
General Government	Page 109
Public Safety	Page 110
Recreation Facilities	Page 115
Hospitals and Other Public Health Facilities	Page 116
Educational Facilities	Page 118

## TABLE OF CONTENTS

Libraries and Other Cultural Facilities	Page 120
Goals and Policies	Page 121
<b>Chapter 6: Land Use</b>	<b>Page 126</b>
Introduction	Page 126
Existing Land Use	Page 126
Future Land Use	Page 136
Future Land Use Narrative	Page 145
Other Issues	Page 149
<b>Chapter 7: Intergovernmental Coordination</b>	<b>Page 152</b>
Introduction	Page 152
Adjacent Local Governments	Page 152
School Boards	Page 153
Industrial Development Authorities	Page 154
Independent Special Districts	Page 154
Assessment	Page 155
<b>Chapter 8: Short Term Work Program</b>	<b>Page 159</b>
<b>Chapter 9: Credits</b>	<b>Page 177</b>
<b>Chapter 10: Summary of Goals</b>	<b>Page 180</b>

**LIST OF FIGURES**

**Chapter 1: Population**

Table P-1: Total Population, 1980-2025	Page 2
Table P-2: Population Change	Page 2
Table P-3: Total Households, 1980-2025	Page 3
Table P-4: Average Household Size, 1980-2025	Page 3
Table P-5: Age Distribution	Page 4
Table P-6: Racial Composition	Page 5
Figure P-1: Educational Attainment	Page 7
Table P-7: Educational Attainment, 1980-2000	Page 8
Table P-8: Post Secondary Education Attendance	Page 9
Table P-9: Test Scores and Dropout Rates	Page 9
Table P-10: Per Capita and Household Income	Page 10
Table P-11: Households by Income %, 1980-2000	Page 11

**Chapter 2: Economic Development**

Table E-1: Dropout Rates	Page 19
Table E-2: Employment by Sector for Jefferson County	Page 20
Table E-3: Employment by Sector for Jefferson County (%)	Page 20
Table E-4: Percentage of Employees in Each Sector, 2000	Page 21
Table E-5: Number of Employees per Sector, 2000	Page 22
Table E-6: Percentage of Employers per Sector, 2000	Page 22
Table E-7: Comparison of Jobs by Sector	Page 23
Table E-8: Jefferson County: Earnings by Sector	Page 24
Table E-9: Jefferson County: Earnings by Sector (%)	Page 25
Table E-10: Georgia – Earnings by Sector (%)	Page 25
Table E-11: Jefferson – Average Weekly Wages	Page 26
Table E-12: Georgia – Average Weekly Wages	Page 26
Table E-13: Average Weekly Wage by Sector, 2001	Page 27
Table E-14: Sources of Personal Income	Page 28
Table E-15: Sources of Personal Income, Percentage	Page 29
Table E-16: Major Manufacturers in Jefferson County	Page 30
Table E-17: Percentages of Total Employment by Occupation, 2000	Page 31
Table E-18: Percentages of Total Employment by Occupation, Jefferson County	Page 32
Table E-19: Employment by Occupation	Page 33
Table E-20: Employment by Occupation (%)	Page 33
Table E-21: Employment by Occupation	Page 33
Table E-22: US Employment by Occupation	Page 34
Table E-23: Labor Force Participation, 2000	Page 34
Table E-24: Labor Force Participation and	Page 35



# TABLE OF CONTENTS

Unemployment, 1990	
Table E-25: Labor Force Participation and Unemployment, 2000	Page 35
Table E-26: Year by Year Breakdown of Unemployment Rates	Page 36
Table E-27: Jefferson County: Labor Force by Place of Work	Page 36
Table E-28: Number of Commuters from Jefferson County and Destinations Counties	Page 37
Table E-29: Persons Working in Jefferson County	Page 37

## Chapter 3: Housing

Table H-1: Housing Stock by Type, 1980-2000	Page 54
Table H-2: Housing Stock by Age, 1980-2000	Page 55
Table H-3: Housing Conditions	Page 57
Table H-4: Occupancy and Tenure of Housing, 1980-2000	Page 58
Table H-5: Cost of Housing, 1980-2000	Page 59
Table H-6: Housing Needs Projections	Page 64

## Chapter 4: Natural and Cultural Resources

Table N-1: Jefferson County Protected Species	Page 85
---	---------

## Chapter 5: Community Facilities

Table C-1: Jefferson County and Municipalities Road Network	Page 101
Table C-2: Level of Service Classification	Page 102
Table C-3: Jefferson County and Municipalities Government Buildings	Page 110
Table C-4: Jefferson County Public and Private Schools	Page 119
Table C-5: Jefferson County Technical Education Center	Page 119

## Chapter 6: Land Use

Table L-1: 2002 Existing Land Use Acreage County Totals	Page 127
Table L-2: 2002 Existing Land Use Acreage Municipality Totals	Page 127
Table L-3: 2025 County Land Use Projections	Page 137
Table L-4: 2025 Municipal Land Use Projections	Page 137

## Chapter 7: Intergovernmental Coordination

## Chapter 8: Short Term Work Program

Joint Five Year Short Term Work Program	Page 159
City of Avera Joint Five Year Short Term Work	Page 161

## TABLE OF CONTENTS

Program, 2004-2008	
City of Bartow Joint Five Year Short Term Work 2004-2008	Page 162
City of Louisville Joint Five Year Short Term Work Program, 2004-2008	Page 163
City of Stapleton Joint Five Year Short Term Work Program, 2004-2008	Page 165
City of Wadley Joint Five Year Short Term Work Program, 2004-2008	Page 166
City of Wrens Joint Five Year Short Term Work Program, 2004-2008	Page 167
Jefferson County Report of Accomplishments, 1998-2002	Page 169
City of Avera Report of Accomplishments, 1998-2002	Page 171
City of Bartow Report of Accomplishments, 1998-2002	Page 172
City of Lewisville Report of Accomplishments, 1998-2002	Page 173
City of Stapleton Report of Accomplishments, 1998-2002	Page 174
City of Wadley Report of Accomplishments, 1998-2002	Page 175
City of Wrens Report of Accomplishments, 1998-2002	Page 176

**LIST OF MAPS**

**Chapter 1: Population**

**Chapter 2: Economic Development**

**Chapter 3: Housing**

**Chapter 4: Natural and Cultural Resources**

Figure N-1: Jefferson County Watersheds	Page 70
Figure N-2: Jefferson County Groundwater Recharge Areas	Page 72
Figure N-3: Jefferson County Groundwater Susceptibility	Page 73
Figure N-4: Jefferson County Wetland Areas	Page 75
Figure N-5: Jefferson County Flood Zones	Page 76
Figure N-6: Jefferson County Soil Association Boundaries	Page 82
Figure N-7: Jefferson County Farmland and Wetland Boundaries	Page 84
Figure N-8: Jefferson County Threatened and Endangered Species	Page 87

**Chapter 5: Community Facilities**

**Chapter 6: Land Use**

Figure L-1: Jefferson County Current Land Use	Page 128
Figure L-2: Avera Current Land Use	Page 129
Figure L-3: Bartow Current Land Use	Page 130
Figure L-4: Louisville Current Land Use	Page 131
Figure L-5: Stapleton Current Land Use	Page 132
Figure L-6: Wadley Current Land Use	Page 133
Figure L-7: Wrens Current Land Use	Page 134
Figure L-8: Jefferson County Future Land Use	Page 138
Figure L-9: Avera Future Land Use	Page 139
Figure L-10: Bartow Future Land Use	Page 140
Figure L-11: Louisville Future Land Use	Page 141
Figure L-12: Stapleton Future Land Use	Page 142
Figure L-13: Wadley Future Land Use	Page 143
Figure L-14: Wrens Future Land Use	Page 144

**Chapter 7: Intergovernmental Coordination**

## INTRODUCTION

Taking a broad look at a community's population growth from the past, to the present and into the future is essential to any comprehensive planning process. This section provides a basis for the Economic Development, Transportation, Community Facilities, Housing and Land Use elements of Jefferson County's 10-year Comprehensive Plan update. The dynamics of Jefferson County's past population trends, present population conditions and future estimates of population growth will lay the groundwork for the community's initiatives for growth in the next ten years. Future population forecasts supply a vital picture for the planning of infrastructure improvements and land development patterns that are consistent with the goals and policies established in the other elements of this Plan.

A combination of data resources, including the United States 2000 Census Bureau, Woods and Poole Economics, Inc., Georgia Department of Labor, and Georgia Department of Education are utilized to create the most accurate portrait of Jefferson County's population dynamics.

The methodology used in population projections greatly affects their outcome. The most simple and least time-consuming method is trend analysis of population change. This method utilized past tendencies to make projections about the future. Cohort component analysis makes estimates based on three (3) main factors affecting population change: birth rate, death rate, and migration. Neither method considers more comprehensive factors affecting population changes.

The Woods & Poole Economics, Inc. method is based on a large computer aggregation that contains historic census data and models population growth on natural increase and migration based on job creation. The model balances projections across the state and the nation so that changes in one region are reflected in another. The planning process requires that one population projection method be consistently used to determine plan requirements. Woods & Poole Economics (2002) projections will be used throughout the comprehensive plan. Where municipal population projections are unavailable, the county growth or decline rate will be used to determine trends.

## Setting

Jefferson County is one of 14 counties that comprise the Central Savannah River Area (CSRA). The county is a member of the Central Savannah River Area Regional Development Center (RDC) located in Augusta. Eighty-two (82) percent of the CSRA's population resides in Augusta-Richmond, Columbia and McDuffie Counties. This tri-county metropolis is part of the five county Augusta-Aiken Metropolitan Statistical Area (MSA). Aiken and Edgefield Counties comprise the South Carolina portion of the Augusta-Aiken MSA. The counties surrounding the CSRA's center hub, Augusta, have traditionally been its bedroom communities. Yet, each surrounding county is working diligently to improve their employment base so as not to be economically dependent on Richmond County.

The area outside of the Augusta-Aiken MSA is rural and economically dependent on agriculture and manufacturing. Jefferson, Washington and Johnson Counties as well as the western half of McDuffie County are Kaolin dependant areas. Timber is the prime agricultural commodity in Jefferson County and in the surrounding rural areas. The

## POPULATION

manufacturing of kaolin is a focus of the region's industry. These three areas, as well as Burke, Emmanuel, Jenkins, Johnson and Screven Counties, are also impacted by the Floridian Aquifer. The aquifer supplies approximately 50% of Georgia's water supply.

The northern and southern tips of Jefferson County are Enterprise Communities. Based on census tract analysis and a designation by the federal government, the Enterprise Community classification deems these two areas in the county as some of the poorest of the region and thus, warranting special attention. An Enterprise Community receives money from the federal government for the implementation of new and innovative projects to help the area. Other Enterprise Communities in the CSRA include the entire lower half of Warren County, the northeastern portion of Hancock County, the western majority of Taliaferro County and one-third of eastern Burke County.

## POPULATION

Jefferson County and the municipalities have undergone slow but gradual population decline over the last two decades (Table P-1). The county has lost 1,137 of its population, representing a 6.1% decline. In percentage terms, Wadley has lost the most population at 14.3% while Wrens' population decline was the lowest at 4.1%. Only Louisville among the municipalities has regained some of the population losses of the 1980s in the 1990s.

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Jefferson County</b>	18,403	17,906	17,408	17,337	17,266	17,214	17,234	17,264	17,358	17,448
<b>Avera</b>	248	230	212	215	217	216	217	218	219	220
<b>Bartow</b>	357	338	319	312	304	303	306	308	309	311
<b>Louisville</b>	2,823	2,622	2,421	2,567	2,712	2,704	2,707	2,712	2,726	2,739
<b>Stapleton</b>	388	370	351	335	318	317	318	319	320	321
<b>Wadley</b>	2,438	2,442	2,446	2,267	2,088	2,082	2,085	2,090	2,103	2,116
<b>Wrens</b>	2,415	2,405	2,396	2,355	2,314	2,307	2,310	2,316	2,328	2,330

Source: U.S. Bureau of the Census; Woods & Poole (2002)

Population projections for the county and municipalities highlight very limited population growth through the planning period. Population in Jefferson County and the municipalities is projected to increase 1.2% through 2025 (Table P-2), significantly below the projected rural CSRA growth rate of 10.5% and state (+35.9) and national (+27) averages.

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Jefferson County</b>	N/A	-2.7%	-2.8%	0.4%	-0.4%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Avera</b>	N/A	-7.2%	-7.8%	1.4%	0.9%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Bartow</b>	N/A	-5.3%	-5.6%	-15%	-17%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Louisville</b>	N/A	-7.1%	-7.6%	6.1%	5.6%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Stapleton</b>	N/A	-4.6%	-5.1%	-4.5%	-5%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Wadley</b>	N/A	0.1%	0.1%	7.3%	-7.9%	-0.3%	0.1%	0.2%	0.5%	0.5%
<b>Wrens</b>	N/A	0.4%	0.3%	-1.7%	1.7%	-0.3%	0.1%	0.2%	0.5%	0.5%

Source: U.S. Bureau of the Census; Woods & Poole (2002); Calculations by CSRA RDC  
N/A: Not Available

**Households**

Household growth change varies from jurisdiction to jurisdiction in Jefferson County and the municipalities. In the unincorporated area, household growth has been continual in the past two decades, increasing 5.8% between 1980 and 2000. Among the municipalities, only Louisville (+1%), Wrens, (+6.3%) and Avera (+7.6%) reported an increase in households since 1980. Household growth in Louisville and Wrens reflects a trend of more single people and couples without children residing in the county’s two most populous cities. Household growth in the county and municipalities is projected to increase 1.1% through 2025.

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Jefferson County</b>	5,993	6,359	6,130	6,234	6,344	6,410	6,458	6,485	6,469	6,419
<b>Avera</b>	92	92	92	95	99	100	111	111	110	109
<b>Bartow</b>	120	112	104	100	95	96	97	97	96	95
<b>Louisville</b>	985	930	875	935	994	1,004	1,111	1,115	1,112	1,093
<b>Stapleton</b>	146	139	131	120	110	111	112	112	111	110
<b>Wadley</b>	778	808	838	802	765	772	776	779	777	761
<b>Wrens</b>	849	867	888	896	903	1,003	1,110	1,114	1,111	1,092

Source: U.S. Bureau of the Census; Woods & Poole (2002); Calculations by CSRA RDC

Average household size has continually declined in Jefferson County and the municipalities in the past two decades (Table P-4). Between 1980 and 2000, average household size declined by 0.36 in the unincorporated area, 0.26 in Louisville, 0.41 in Wadley and 0.21 in Wrens. Since 1990, average household size has decreased by 0.42 in Avera, 0.4 in Bartow, and 0.39 in Stapleton. Average household size throughout the county and municipalities is projected to decline by an average of 0.03 through 2025.

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Jefferson County</b>	3.01	2.81	2.77	2.72	2.65	2.61	2.59	2.58	2.59	2.62
<b>Avera</b>	N/A	N/A	2.30	2.09	1.88	1.84	1.82	1.81	1.82	1.85
<b>Bartow</b>	N/A	N/A	2.90	2.70	2.50	2.46	2.44	2.43	2.44	2.47
<b>Louisville</b>	2.70	2.70	2.70	2.57	2.44	2.40	2.38	2.37	2.38	2.41
<b>Stapleton</b>	N/A	N/A	2.70	N/A	2.31	2.27	2.25	2.24	2.25	2.28
<b>Wadley</b>	3.02	2.91	2.80	2.70	2.61	2.57	2.55	2.54	2.55	2.58
<b>Wrens</b>	2.85	2.78	2.70	2.67	2.64	2.60	2.58	2.57	2.58	2.61

Source: U.S. Bureau of the Census; Woods & Poole (2002); Calculations by CSRA RDC  
N/A: Not Available

**Age**

Table P-5 presents historical trends and projections in the age distribution of Jefferson County and municipalities residents. Overall, there are significant differences in the distribution of ages within the county and the municipalities. The unincorporated area as well as Louisville Wadley and Wrens have, on average, 10% more residents in the 0-17 and 18-34 age brackets than the other municipalities. The number of residents in the 45-



# POPULATION

64 age bracket has increased in proportion to the decline of younger age groups. There are no significant differences in the distribution of ages among other age groups.

Since 1980, there was been a continual decline of residents in the 0-17 age bracket among all jurisdictions, ranging from a low of 0.1% in Wadley to a high of 15% in Bartow.

Through 2025, residents in the 0-17 and 35-44 age brackets are projected to decline. A decline in the 35-44 age bracket is almost always correlated with a decline in lower age groups since they account for most of the children residents. Senior age groups are projected to increase by 5% through the planning period and will account for most of the relative population growth in the county and municipalities.

<b>Table P-5: Age Distribution</b>										
<b>Jefferson Co. Age Distribution %</b>										
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
0-17 Years Old	33.5%	32%	30.4%	29.4%	28.4%	25.9%	25.7%	26.1%	26.2%	26.1%
18-34 Years Old	25.4%	24.9%	24.5%	23%	21.4%	22.4%	23.1%	23.3%	22.6%	21.6%
35-44 Years Old	9.4%	11.3%	13.3%	14.1%	15%	13.4%	12%	11.4%	11.5%	12.3%
45-64 Years Old	17.9%	17.5%	17%	19.1%	21.3%	24%	25.6%	25.4%	23.9%	22.6%
65+ Years Old	13.6%	14.1%	14.6%	14.1%	13.7%	12.9%	13%	14%	15.8%	17.2%
<b>Avera Age Distribution %</b>										
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
0-17 Years Old	26.2%	23.4%	20.7%	19.8%	18.9%	16.4%	16.2%	16.6%	16.7%	16.6%
18-34 Years Old	19.7%	20.4%	21.2%	20.1%	19.1%	20.1%	20.8%	21%	20.3%	19.3%
35-44 Years Old	12.5%	10.9%	9.4%	13%	16.6%	15%	13.6%	13%	13.1%	13.9%
45-64 Years Old	16.9%	20%	23.1%	26%	29%	31.7%	33.3%	33.1%	31.6%	30.3%
65+ Years Old	24.6%	25.1%	25.7%	20.4%	15.2%	14.4%	14.5%	15.5%	17.3%	18.7%
<b>Bartow Age Distribution %</b>										
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
0-17 Years Old	36.9%	30.3%	23.7%	22.8%	21.9%	19.4	19.2	19.6%	19.7%	19.6%
18-34 Years Old	21%	28%	35.1%	28%	21%	22	22.7	22.9%	22.2%	21.2%
35-44 Years Old	8.9%	7.5%	6.2%	11.8%	17.4%	15.8	14.4	13.8%	13.9%	14.7%
45-64 Years Old	17.6%	19.7%	21.9%	26.6%	31.4%	34.1	35.7	35.5%	33%	31.7%
65+ Years Old	15.4%	14.1%	12.8%	14.2%	15.7%	14.9	15	16%	17.8%	19.2%
<b>Louisville Age Distribution %</b>										
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
0-17 Years Old	27.6%	27.2%	26.9%	25.5%	24.1%	21.6	21.4%	21.8%	21.9%	21.8%
18-34 Years Old	24.7%	25.1%	25.6%	21%	16.5%	17.5	18.2%	18.4%	17.7%	16.7%
35-44 Years Old	7.6%	9.2%	10.9%	13.2%	15.6%	14	12.6%	12%	12.1%	12.9%
45-64 Years Old	21.3%	19.9%	18.6%	18.8%	18.9%	21.6	23.2%	23%	21.5%	20.2%
65+ Years Old	18.7%	18.2%	17.8%	17.6%	17.5%	16.7	16.8%	17.8%	19.6%	21%

# POPULATION

**Table P-5: Age Distribution Continued**

Stapleton Age Distribution %										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
0-17 Years Old	30.4%	28.8%	27.3%	23.2%	19.1%	16.6	16.4%	16.8%	16.9%	16.8%
18-34 Years Old	20.6%	18.8%	17%	17.2%	17.5%	18.5	19.2%	19.4%	18.7%	17.7%
35-44 Years Old	8.5%	11.9%	15.3%	14.2%	13.2%	11.6	10.2%	9.8%	9.9%	10.7%
45-64 Years Old	13.6%	19.6%	25.6%	21.4%	17.2%	19.9	21.5%	21.3%	19.8%	18.5%
65+ Years Old	17.7%	15.9%	14.2%	12.7%	11.3%	10.5	10.6%	11.6%	13.4%	14.8%
Wadley Age Distribution %										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
0-17 Years Old	34.2%	33%	31.9%	32.1%	32.1%	29.8%	29.6%	30%	30.1%	30%
18-34 Years Old	25.6%	25%	24.4%	24.6%	24.7%	25.7%	26.4%	26.6%	25.9%	24.9%
35-44 Years Old	7.7%	10.4%	13.1%	12.7%	12.4%	10.8%	9.4%	8.8%	8.9%	9.7%
45-64 Years Old	15.7%	14.9%	14.2%	14.6%	15.1%	17.8%	19.4%	19.4%	17.9%	16.6%
65+ Years Old	16.6%	16.5%	16.2%	16%	15.9%	15.1%	15.2%	16.2%	18%	19.4%
Wrens Age Distribution %										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
0-17 Years Old	32.9%	32.7%	32.6%	32.4%	32.2%	29.7%	29.5%	29.4%	29.5%	29.4%
18-34 Years Old	25.9%	25%	23.1%	21.5%	20%	21%	21.7%	21.9%	21.2%	20.2%
35-44 Years Old	10.1%	11.9%	13.8%	13.8%	13.8%	12.2%	10.8%	10.2%	10.3%	10.1%
45-64 Years Old	17.1%	16.5%	15.9%	18.1%	20.4%	23.1%	24.7%	24.5%	23%	21.7%
65+ Years Old	13.9%	14.1%	14.3%	16%	17.8%	17%	17.1%	18.1%	19.9%	21.3%

Source: U.S. Bureau of the Census; Woods & Poole (2002); Calculations by CSRA RDC

## Race

In 2000, the population of Jefferson County was comprised of 42% white, 56.2% black, 1.4% Hispanic, 0.01% Asian or Pacific Islander, and 0.01% Native American (Table P-6). Between 1980 and 2000, the proportional population of all racial groups has remained relatively constant in the unincorporated area but has changed significantly in the municipalities. The change is more evident in Louisville and Wadley where the percentage of black residents has increased approximately 11% and 14% respectively between 1980 and 2000. In Bartow, Stapleton and Wrens, the black population has increased by approximately 8% while in Avera, the black population declined by 8%. There has not been significant change in other population groups in the past two decades.

**Table P-6 : Racial Composition**

Jefferson Co. Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
<b>White</b>	8,296	45	7,976	43.9	7,656	43.9	7,461	42.6	7,267	42
<b>Black</b>	10,058	54.6	9,905	54.5	9,753	55.9	9,735	55.6	9,717	56.2
<b>Hispanic</b>	268	1.4	264	1.4	259	1.4	259	1.4	259	1.4
<b>Native</b>	9	0.01	5	0.01	1	0.01	10	0.01	21	0.01
<b>Asian &amp; Pacific Islander</b>	20	0.01	15	0.01	9	0.01	18	0.01	28	0.01

# POPULATION

## Table P-6 : Racial Composition Continued

Avera Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	199	80.2	195	83.6	189	89.1	190	89.2	192	88.4
Black	49	19.7	36	15.5	23	10.8	23	10.8	23	10.6
Hispanic	4	1.6	2	0.8	0	0	0	0	1	0.4
Native	0	0	0	0	0	0	0	0	0	0
Asian & Pacific Islander	0	0	0	0	0	0	0	0	0	0
Bartow Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	188	52.6	164	47.8	140	43.9	115	42.1	90	40.3
Black	169	47.3	175	51	179	56.1	156	57.1	133	59.6
Hispanic	7	2	4	1.1	2	0.6	2	0.8	3	0.6
Native	0	0	0	0	0	0	0	0	0	0
Asian & Pacific Islander	0	0	0	0	0	0	0	0	0	0
Louisville Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	1,262	44.7	1,157	44	1,052	43.5	982	38.2	912	33.6
Black	1,553	55	1,461	55.5	1,369	56.5	1,579	61.4	1,788	65.9
Hispanic	20	0.7	10	0.3	0	0	5	0.2	10	0.3
Native	0	0	0	0	0	0	0	0	1	0.1
Asian & Pacific Islander	8	0.3	4	0.1	0	0	3	0.1	6	0.2
Stapleton Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	302	77.8	302	81.4	302	79.1	263	78.9	223	70.1
Black	80	20.6	65	17.5	49	18.5	70	21	91	28.6
Hispanic	3	0.7	1	0.2	0	0	0	0	0	0
Native	6	1.5	3	0.6	0	0	0	0	0	0
Asian & Pacific Islander	0	0	0	0	0	0	0	0	0	0
Wadley Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	859	35.3	739	29.8	619	25.3	521	22.9	423	20.2
Black	1,573	64.5	1,701	68.7	1,827	74.6	1,718	75.6	1,610	77.1
Hispanic	57	2.3	32	1.3	7	0.3	30	1.3	52	2.5
Native	1	0.04	0	0	0	0	1	0.01	3	0.1
Asian & Pacific Islander	5	0.2	2	0.01	0	0	0	0	1	0.05
Wrens Racial Composition										
	1980	%	1985	%	1990	%	1995	%	2000	%
White	1,018	42.1	964	39.7	909	37.9	839	35.7	768	33.2
Black	1,380	57.1	1,429	58.9	1,477	61.6	1,493	63.6	1,508	65.1
Hispanic	46	1.9	24	1	2	0.08	10	0.4	18	0.8
Native	2	0.1	2	0.1	1	0.04	1	0.05	2	0.1
Asian & Pacific Islander	7	0.3	8	0.3	9	0.3	5	0.2	4	0.1

Source: U.S. Bureau of the Census

**EDUCATION**

The educational level of a community is often a determinant of economic development. The skill levels of residents in an area can be inferred from the level of education prevalent in the citizenry. Companies requiring skilled workers may look for areas with high rates of high school graduates while industries requiring highly-skilled workers may seek counties with large numbers of college graduates. The reverse is also true, with the county seeking to attract companies that are a good fit for the educational level of its citizens.

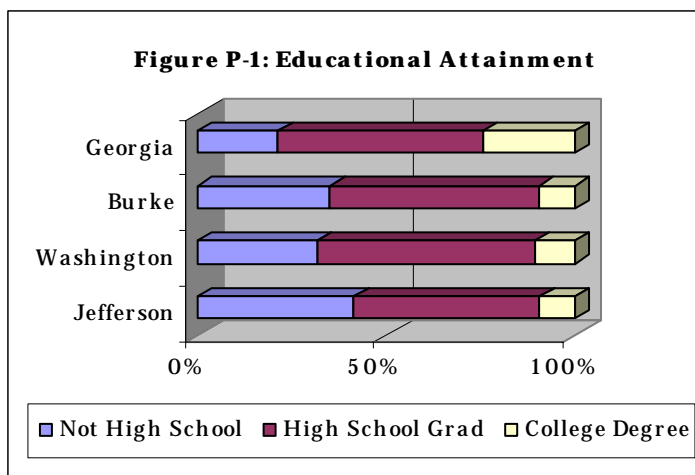
Educational level is also important when evaluating a school system’s quality. If the number of high school dropouts is particularly high for a certain area, the school system could be in need of improvement. School system quality can also be a factor in determining quality of life for the citizens of an area. The better the school system, the better the perceived quality of life.

**Educational Attainment**

Educational attainment in Jefferson County has continually improved since the 1980’s. In 1980, 63.5% of Jefferson County residents over the age of 25 had not completed high school (Table P-7). By 2000, this percentage had dropped to 41.4%. The number of citizens aged 25 or higher completing high school or some college has risen from 29.5% in 1980 to 45.7% in 2000. The percentage of residents completing four or more years of college reached 12.6% in 2000 from a low of 6.8% in 1980. The level of education in the county, however, is still far below the state average, with nearly 25% of Georgians over the age of 25 completing four or more years of college in 2000.

Figures for the cities of Louisville and Wrens are comparable to county figures. Bartow and Wadley have significant percentage of their populations (49.4% and 53.6% respectively) that have less than a high school diploma. Both Avera and Stapleton have a higher share of residents reaching the 9<sup>th</sup> grade but too many fail to graduate. All the incorporated cities in Jefferson County show a higher percentage of population not completing high school than the state average. Likewise, with the exception of Bartow and Louisville, the percentage of population completing four or more years of college is lower in the cities.

The education level of the Jefferson County population is more comparable to that of other rural counties in the CSRA than with statewide figures (Fig P-1). At 16.7%, the county is in the mid-range in the region in percentage of population aged 25 or higher with less than a 9<sup>th</sup> grade education. This is significantly higher than the state average of 7.6%. For the percentage of population with a high school diploma or higher, Jefferson



## POPULATION

County stands at 58.3%, significantly lower than the CSRA average of 66.4% and the state average of 78.6%. The percentage of population with a Bachelor's degree or more in Jefferson County is 9%, while the CSRA average is 11.95%, and the state average is 24.3%.

**Table P-7: Educational Attainment, 1980-2000**

1980							
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens
Less than 9 <sup>th</sup> grade	41.3%	N/A	N/A	N/A	N/A	N/A	N/A
9 <sup>th</sup> to 12 <sup>th</sup> grade (no diploma)	22.2%	N/A	N/A	N/A	N/A	N/A	N/A
High school graduate	21.6%	N/A	N/A	N/A	N/A	N/A	N/A
Some college (no degree)	7.9%	N/A	N/A	N/A	N/A	N/A	N/A
Associate degree	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Bachelor's degree	6.8%	N/A	N/A	N/A	N/A	N/A	N/A
Graduate or professional degree	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1990							
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens
Less than 9 <sup>th</sup> grade	27%	24%	28.1%	29.4%	46.6%	39.5%	32.3%
9 <sup>th</sup> to 12 <sup>th</sup> grade (no diploma)	23.3%	31.8%	29.4%	17.5%	35.1%	37.6%	29.1%
High school graduate	30.1%	41.8%	24.1%	43.4%	36.9%	32.5%	39.3%
Some college (no degree)	9.9%	8.5%	16.3%	13.2%	5.4%	9.6%	14.7%
Associate degree	3.4%	7.7%	1.3%	3.9%	1.8%	3.7%	4.2%
Bachelor's degree	4.4%	1.5%	9.1%	9%	6%	4.5%	8.1%
Graduate or professional degree	1.8%	0%	4.5%	4%	0.6%	2.1%	3.8%
2000							
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens
Less than 9 <sup>th</sup> grade	16.7%	5%	20.6%	15.1%	21.4%	25.6%	17.2%
9 <sup>th</sup> to 12 <sup>th</sup> grade (no diploma)	24.7%	37.9%	28.8%	25.7%	15.9%	28%	23.3%
High school graduate	33.9%	41.7%	18.8%	30.8%	36.8%	27.5%	34.4%
Some college (no degree)	11.8%	6.9%	18.8%	11%	14.1%	8.7%	12.5%
Associate degree	3.6%	3.8%	1.7%	2%	2.4%	5.1%	3.7%
Bachelor's degree	6.2%	4.4%	3.5%	10%	2.4%	3.5%	4.6%
Graduate or professional degree	2.8%	0%	7.6%	5.1%	6.7%	1.5%	4%

Source: U.S. Bureau of the Census  
N/A: Not Available

The number of Jefferson County high school graduates attending Georgia public colleges and technical schools has varied since 1995 (Table P-8). With the exception of 1997 and 1998, public college attendance has averaged between 18% and 20%. Public college attendance is significantly below neighboring Burke and Washington Counties and the state average.

Similarly, public technical college attendance has varied since 1985. On average, Jefferson County high school graduates attend public technical colleges at a rate of twice the state average. The county's public technical college attendance is on par with neighboring Burke and Washington Counties.

<b>Table P-8: Post-Secondary Education Attendance</b>							
	<b>Georgia Public Colleges</b>						
	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Jefferson County</b>	18.3%	19.9%	14.3%	15.6%	20.9%	N/A	N/A
<b>Burke County</b>	24.4%	25.2%	26.3%	21.8%	22.5%	N/A	N/A
<b>Washington County</b>	15.2%	29.1%	30.2%	27.9%	27.6%	N/A	N/A
<b>Georgia</b>	35%	30%	30.2%	38.8%	37.5%	37.3%	36.1%
	<b>Georgia Public Technical Colleges</b>						
	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Jefferson County</b>	11.7%	10.9%	11.8%	15.1%	10.2%	16%	N/A
<b>Burke County</b>	8.1%	13.8%	7.3%	12.2%	14.7%	22.7%	N/A
<b>Washington County</b>	2.7%	21.8%	34.6%	13.3%	9.7%	16%	N/A
<b>Georgia</b>	5.4%	6.2%	7.1%	6.5%	6.4%	7.4%	8.8%

Source: Georgia Department of Education  
N/A: Not Available

### Test Scores and Dropout Rates

High School graduation test scores decreased continually in Jefferson County from 1995 to 2001, mirroring a statewide trend of declining test scores (Table P-9). Overall, test scores are 29% lower in Jefferson County than the state average and approximately 20% below neighboring Burke and Washington Counties. In 1995, the peak test attainment year in county, Jefferson test scores were close to the state average and significantly above neighboring jurisdictions.

<b>Table P-9: Test Scores and Dropout Rates</b>							
<b>High School Test Scores</b>							
	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Jefferson County</b>	76%	55%	47%	34%	36%	39%	36%
<b>Burke County</b>	70%	62%	63%	58%	63%	54%	55%
<b>Washington County</b>	65%	53%	51%	48%	54%	56%	56%
<b>Georgia</b>	82%	76%	67%	68%	66%	68%	65%
<b>High School Drop Out Rate</b>							
	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Jefferson County</b>	7.9%	8.6%	8.4%	7%	6.3%	5.4%	4.6%
<b>Burke County</b>	12.2%	10.7%	8.8%	9%	11.3%	8.9%	9.9%
<b>Washington County</b>	16.7%	11.8%	12%	11%	9.4%	7.6%	7.7%
<b>Georgia</b>	9.2%	8.6%	7.3%	6.5%	6.5%	6.5%	6.4%

Source: Georgia Department of Education

The high school dropout rate in Jefferson County declined from 7.9% in 1995 to 4.6% in 2001 and is currently below the state average (6.4) and significantly below neighboring Burke (9.9%) and Washington (7.7%) Counties (Table P-9).



**INCOME**

**Per Capita and Average Household Income**

Per capita income in Jefferson County has risen significantly in the past two decades, from \$10,525 in 1980 to \$17,664 in 2000 (1996 dollars) (Table P-10). Per capita income is projected to increase further to \$24,938 by 2025. The statewide per capita income increased from \$15,353 in 1980 to \$25,433 by 2000, and is expected to rise to \$33,413 by 2025. Although both county and state incomes are projected to rise through the planning period, per capita income will rise much faster in the county (41.1%) than the statewide average (31.3%).

Jefferson County has a higher per capita income than all of the municipalities. Wadley and Bartow have the lowest incomes at \$9,369 and \$11,873 respectively, while Louisville and Stapleton are in the \$15,000 range, just shy of the county average. All of the municipalities posted significant per capita income increases since 1990, outpacing both the county and statewide growth rate. Overall, increases in per capita income since 1990 have averaged 50%, with a high of low of 34.8% in Wadley and a high of 62% in Bartow.

<b>Table P-10: Per Capita and Household Income</b>						
<b>Per Capita Income (1996 \$)</b>						
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2025</b>
<b>Jefferson County</b>	\$10,525	\$12,533	\$14,198	\$16,093	\$17,664	\$24,938
<b>Avera</b>	N/A	N/A	\$9,358	\$11,980	\$14,613	N/A
<b>Bartow</b>	N/A	N/A	\$7,320	\$9,597	\$11,873	N/A
<b>Louisville</b>	N/A	N/A	\$9,948	\$12,488	\$15,028	N/A
<b>Stapleton</b>	N/A	N/A	\$9,305	\$12,567	\$15,829	N/A
<b>Wadley</b>	N/A	N/A	\$6,948	\$8,159	\$9,369	N/A
<b>Wrens</b>	N/A	N/A	\$8,488	\$10,457	\$12,425	N/A
<b>Georgia</b>	\$15,353	\$18,512	\$20,715	\$22,287	\$25,433	\$33,413
<b>Average Household Income (current \$)</b>						
	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2025</b>
<b>Jefferson County</b>	N/A	N/A	\$18,005	\$25,719	\$28,088	\$45,060
<b>Avera</b>	N/A	N/A	\$18,000	\$23,115	\$28,229	N/A
<b>Bartow</b>	N/A	N/A	\$18,281	\$21,016	\$23,750	N/A
<b>Louisville</b>	N/A	N/A	\$20,915	\$20,399	\$19,883	N/A
<b>Stapleton</b>	N/A	N/A	\$19,231	\$27,260	\$35,288	N/A
<b>Wadley</b>	N/A	N/A	\$12,107	\$13,704	\$15,300	N/A
<b>Wrens</b>	N/A	N/A	\$16,322	\$19,973	\$23,623	N/A
<b>Georgia</b>	N/A	N/A	\$33,259	\$35,692	\$42,158	\$59,049
Source: U.S. Bureau of the Census; Woods & Poole (2002); Calculations by CSRA RDC						
N/A= Not Available						

A similar trend can be seen with the mean household income: both the county and state mean household incomes increased between 1990 to 2000, but county household income rose more rapidly than the state average (Table P-10). In 1990, county mean household income was \$18,005 (in current dollars) while the

## POPULATION

statewide average was \$33,259, a difference of approximately \$15,000 higher. By 2000, county mean household income reached \$28,088 while the statewide average topped \$42,158, a difference of close to \$14,000.

Unlike per capita income, average household income for most municipalities is closer in line with the county average. In Avera (\$28,229) and Stapleton (\$35,288) income are actually higher than the county. Household incomes in Louisville (\$19,883) and Wadley (\$15,300) are lower, reflecting a trend identified in the per capita income section. Overall, the rise in household income is on par with per capita income rates.

### Distribution of Households by Income

The distribution of income in Jefferson County and the municipalities has continually increased in the past two decades. In 1980, over 51.7% of Jefferson County residents earned less than \$9,999. By 2000, this number dropped to 20.2%. The most significant changes are found in the municipalities. In Bartow, Louisville, Wadley and Wrens, the percentage of residents currently earning less than \$9,999 is less than half the 1980 rate. The percentage of residents earning less than \$9,999 in Bartow declined from 45.6% in 1980 to 3.2% in 2000, and dropped from 31.3% to 8.7% in Stapleton during that same period. Both Bartow and Stapleton have significantly less residents in that income bracket than the statewide average.

**Table P-11: Households by Income %, 1980-2000**

1980								
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens	Georgia
Less than \$9,999	51.7%	43.4%	45.6%	43.2%	31.3%	61.9%	49.4%	33.3%
\$10,000-\$29,999	36%	33.2%	26.4%	31.7%	23.3%	35.6%	36.5%	42%
\$30,000-\$49,999	9.4%	9%	5.6%	9.7%	5.6%	6.9%	9.4%	17.1%
\$50,000-\$74,999	0.6%	0%	0%	0.8%	0%	1.4%	0.1%	3.5%
\$75,000 +	2.1%	3%	1.6%	1.1%	2%	1.3%	2.7%	4%
1990								
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens	Georgia
Less than \$9,999	35.2%	18.2%	17.5%	30.1%	16.5%	42.9%	35.2%	16.7%
\$10,000-\$29,999	41%	26%	41.3%	36.9%	37.8%	38.2%	38.8%	34.6%
\$30,000-\$49,999	18.4%	20.6%	26.6%	20.9%	31%	13.1%	15.2%	25.7%
\$50,000-\$74,999	6.6%	6.5%	4.5%	6.6%	2.2%	3.7%	8.5%	14.4%
\$75,000 +	1.5%	4.3%	0%	5.4%	2.2%	2%	2.1%	8.4%
2000								
	Jefferson Co.	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens	Georgia
Less than \$9,999	20.2%	3.2%	24%	26.1%	8.7%	33.6%	24.4%	10.1%
\$10,000-\$29,999	37%	55.7%	35.6%	32.2%	34.8%	41.2%	37.5%	24.6%
\$30,000-\$49,999	22.3%	29.5%	23%	19.8%	29.1%	15%	19.3%	23%
\$50,000-\$74,999	13%	7.4%	11.5%	9.9%	15.6%	5.7%	11.9%	19.7%
\$75,000 +	7.6%	4.2%	5.8%	11.9%	11.7%	4.8%	6.8%	22.7%

Source: U.S. Bureau of the Census



## **POPULATION**

The overwhelming majority of county and city residents fall within the \$10,000 to \$29,999 income bracket. Ranging from a low of 32.2% in Louisville to a high of 55.7% in Avera, the percentage of residents in that income bracket is significantly above the state average of 24.6%. The fastest growing income category throughout the county and municipalities has been the \$30,000 to \$49,000 bracket. There are over twice as many county residents earning between \$30,000 and \$49,000 as there were in 1980, while the percentage of city households earning those income levels increased from single digits in 1980 to an average of 25% in 2000.

### **ASSESSMENT**

#### **Population**

Jefferson County and the municipalities have undergone slow but gradual population decline over the last two decades. The county has lost 1,137 residents, representing a 6.1% decline. In percentage terms, Wadley has lost the most population at 14.3% while Wrens' population decline was the lowest at 4.1%. Only Louisville and Wrens among the municipalities have regained some of the population losses of the 1980s in the 1990s. This contrasts with significant population growth rates for the CSRA region, the state and the nation. Between 1980 and 2000, the CSRA population increased by 21.5% while the non-urbanized portions of the CSRA (excludes Richmond and Columbia Counties) increased by 7.2%. The state and national population increased by 50% and 25.1% respectively during that same period.

Population loss often mirrors a general decline in total employment. In Jefferson County, however, the local economy as a whole strengthened during phases of population loss. Between 1980 and 1990, the period of the most significant population loss in Jefferson County (-6.1%) and Louisville (-14.2%), total employment increased 6.5%. Statewide employment increased 34.3% during that same period. Furthermore, the unemployment rate declined significantly between 1980 and 1990, and commuting patterns remained relatively unchanged.

Explaining population loss requires examining specific segments of the Jefferson County population. Population loss since 1980 occurred primarily in the 0-34 age groups. The number of residents in these age groups declined 20.6% in the county and approximately 12% in the municipalities, a net loss of over 2,238 residents in an already small rural community. The past and current structure of the Jefferson County economy, largely dominated by manufacturing and lower paying service jobs, explains the exodus of younger people. In 1999, the last year for which complete Georgia Department of Education data for Jefferson County is available, over 31.1% of high school graduates attended Georgia public and technical colleges. This figure does not include out-of-state or private colleges. For younger residents entering the workforce after college, there is a mismatch between their education and the type of jobs available in the community. In short, there is little incentive for younger residents to return to Jefferson County and the municipalities after completing post-secondary education.

Municipalities within Jefferson County have lost population at different paces. For the smaller jurisdictions (Avera, Bartow, Stapleton) the loss has been limited to only a handful of residents. Family ties and lesser dependence on the local economy ensures more stable population levels. Both Louisville and Wrens lost population during the

## POPULATION

1980s but regained most of the losses during the 1990s. For Wadley, however, the decline has been continual.

Total population in Jefferson County and the municipalities is projected to increase 1.2% through 2025, significantly lower than the rural CSRA (10.5%), state (+35.9%) and national (+27%) averages. A significant portion of the county's population growth will come from the 65+ age groups (+27.7%). With services (32.6%) and retail trade (44.6%) projected to account for most of the job growth through 2025, there will be a mismatch between the county's and municipalities' increasingly older age distribution and the new jobs available in the community.

Negative or small population growth rates in Jefferson County and the municipalities since 1980 reflects the challenges many rural areas face. Statewide population growth rates disproportionately reflect Georgia's large metro areas. Furthermore, Jefferson County borders the Augusta-Richmond County area. There is a significant development gap between the urbanized portions of Richmond County to the east Jefferson County's boundary with Richmond County to the west. From a land use-economic development perspective, there is ample affordable land within Richmond County for growth to occur. As such, Jefferson County can only benefit from metropolitan growth after the rural parts of Richmond County are developed.

### Households

Household growth varies from jurisdiction to jurisdiction in Jefferson County and the municipalities. In the county, household growth has been continual in the past two decades, increasing 5.8% between 1980 and 2000. Among the municipalities, only Louisville (+1%), Wrens, (+6.3%) and Avera (+7.6%) reported an increase in households since 1980. Household growth in Louisville and Wrens reflects a trend of more single people and couples without children residing in the county's two most populous cities. Nevertheless, household growth rates in the county and cities are below the CSRA (9.9%), state (60.2%) and national averages (30.9%). Through 2025, the number of households in Jefferson County and the municipalities will increase by 1.1%, a relatively low growth rate compared to state (35.9%) and national (27.3%) averages.

Household growth in Jefferson County and the municipalities has increased at substantially higher rates than the total population. Growth in total households necessitates a corresponding increase in the housing supply to ensure housing meets the community's needs. Between 1980 and 2000, the housing supply in Jefferson County and the municipalities increased by 11.1%. Housing growth has thus outpaced growth in total population and households, ensuring a sufficient supply of housing.

The increase of total households relative to a stagnate population in Jefferson County and the municipalities can be viewed through the lens of declining average household size. Between 1980 and 2000, average household size declined by 0.36 in the unincorporated area, 0.26 in Louisville, 0.41 in Wadley and 0.21 in Wrens. Since 1990, average household size has decreased by 0.42 in Avera, 0.4 in Bartow, and 0.39 in Stapleton. By contrast the state and national average household size declined by .18 and .15 respectively. Given the smaller overall population of Jefferson County, the Jefferson-state/national household size differential is not significant. Through 2025, average household size throughout Jefferson County and the municipalities will stabilize and approach state and national levels.

## Age

Overall, there are significant differences in the distribution of ages within the county and the municipalities. The unincorporated area as well as Louisville Wadley and Wrens have, on average, 10% more residents in the 0-17 and 18-34 age brackets than the other municipalities. The number of residents in the 45-64 age brackets has increased in proportion to the decline of younger age groups. Since 1980, there has been a continual decline of residents in the 0-17 age bracket among all jurisdictions, ranging from a low of 0.1% in Wadley to a high of 15% in Bartow.

Through 2025, residents in the 0-17 and 35-44 age brackets are projected to decline. A decline in the 35-44 age brackets is almost always correlated with a decline in lower age groups since they account for most of the children residents. Senior age groups are projected to increase by 5% through the planning period and will account for most of the relative population growth in the county and municipalities.

Throughout Jefferson County and the municipalities, middle age and senior population groups accounted for most of the population growth since 1980, in line with CSRA, state, and national trends. This growth was not high enough, however, to compensate for the loss of younger age groups. In other parts of the CSRA, the state and the nation, younger age groups are growing in proportion to senior age groups, ensuring population growth across all age groups. As the workforce continues to age, local governments will have to support an aging population that will be increasingly dependent on non-wage sources of income. From a housing and community facilities perspective, future projects and planning will need to take these demographic shifts into account.

## Race

Between 1980 and 2000, the proportional population of all racial groups has remained relatively constant in the unincorporated area but has changed significantly in the municipalities. The change is more evident in Louisville and Wadley where the percentage of black residents has increased approximately 11% and 14% respectively between 1980 and 2000. In Bartow, Stapleton and Wrens, the black population has increased by approximately 8% while in Avera, the black population declined by 8%. There has not been significant change in other population groups in the past two decades.

Shifts in racial composition need to be viewed in the context of declining population. As noted, all jurisdictions in Jefferson have suffered population decline since 1980. Among the white population, there have been declines in the county (12.4%), Bartow (50%), Louisville (15.1%), Stapleton (26.1%), Wadley (50.7%), Wrens (24.5%). The black population has increased both in absolute and relative terms. Matching these data with age group distribution highlights a trend. The exodus of younger age groups has been more pronounced among the white population and has shifted the county and cities' racial balance. Through 2025, the countywide black population will increase by 12% while the white population will decline by 17.4%.

Past, current and future race demographics in Jefferson County and the municipalities run contrary to state and national trends, which project, as a share of total population, a declining white population, an unchanged black population and a growing Hispanic



population. Whereas the Hispanic population will account for 8.9% of total population in Georgia and 19.2% nationally by 2025, in Jefferson County and the municipalities, the Hispanic population will not exceed 1.4%.

## **Education**

### **Education Attainment**

Educational attainment in Jefferson County has continually improved in the past two decades. In 1980, 63.5% of Jefferson County residents over the age of 25 had not completed high school. By 2000, this percentage had dropped to 41.4%. The number of residents completing high school or some college has risen from 29.5% in 1980 to 45.7% in 2000. The percentage of residents completing four or more years of college reached 12.6% in 2000 from a low of 6.8% in 1980. The level of education in the county, however, is still far below the state average, with nearly 25% of Georgians over the age of 25 completing four or more years of college in 2000.

Figures for the cities of Louisville and Wrens are comparable to county figures. Bartow and Wadley have a significant percentage of their populations (49.4% and 53.6% respectively) with less than a high school diploma. Both Avera and Stapleton have a higher share of residents reaching the 9<sup>th</sup> grade but too many fail to graduate. All the incorporated cities in Jefferson County show a higher percentage of residents failing to complete high school than the state average. Likewise, with the exception of Bartow and Louisville, the percentage of residents completing four or more years of college is lower in the cities.

The education level of the Jefferson County population is more comparable to that of other rural counties in the CSRA than with statewide figures. At 16.7%, the county is in mid-range in the region in percentage of residents with less than a 9<sup>th</sup> grade education. This is significantly higher than the state average of 7.6%. The percentage of county residents with a high school diploma or higher stands at 58.3%, significantly lower than the CSRA average of 66.4% and the state average of 78.6%. The percentage of residents with a Bachelor's degree or more in Jefferson County is 9%, while the CSRA average is 11.95%, and the state average is 24.3%.

The County and municipalities have gained ground over the last twenty years. The number of students not completing high school has declined an average 12% every 10-year period since 1980. Jefferson County's current high school completion rate is on par with the state average.

A similar pattern is seen in post secondary education. Since 1980, the number of Jefferson County residents with some college or more has more than doubled to 24.4%, just 0.4% below the statewide average. The gap with the statewide average has therefore declined significantly.

That Jefferson County and the municipalities are catching up to the state average in educational attainment is no surprise and reflects gains in education attainment made region-wide. In the past two decades, there has been an important shift in state and local education policy. State education policy, in an attempt to increase test scores and improve its national rating, has increased



school resources and facilitated teacher development. As a result, Jefferson County schools have had unprecedented resources devoted to improving educational attainment. On the local level, there is an acknowledgment in the community that today's economy requires education and training. Even in a manufacturing and lower skill service-dominated economy, a high school diploma has become indispensable.

While Jefferson County's economy is still primarily a manufacturing and lower skill service economy, the CSRA economy is more diverse and a higher skilled workforce. In 2000, over 41.4% of Jefferson County students did not complete high school. A substantial number of residents will therefore not be able to participate in the regional economy.

Based on local education attainment levels, the community will need to attract two different types of employment sectors. On the one hand, manufacturing and construction, will allow residents with a high school diploma or less to participate in the local economy. On the other hand, projected employment growth in public utilities, communications, and finance will provide employment opportunities for residents with college education. Current education attainment levels suggest the need to aggressively pursue these sectors.

### **Test Scores, Drop-Out Rate and Post-Secondary Education**

Test scores have declined 40% in Jefferson County between 1995 and 2001. While test scores statewide have been dropping, the decline in Jefferson County has been much more dramatic. Test scores in Burke and Washington Counties have declined 15% and 9% respectively in that same period. Statewide test scores have declined 17%. Current test scores in Jefferson are 12% below the state average. Low achievement scores will have an impact on economic development, as it will be difficult to persuade industries to locate in the county.

The high school dropout rate in Jefferson County declined from 7.9% in 1995 to 4.6% in 2001 and is currently below the state average (6.4%) and significantly below neighboring Burke (9.9%) and Washington (7.7%) Counties.

The number of Jefferson County high school graduates attending Georgia public colleges and technical schools has varied since 1995. With the exception of 1997 and 1998, public college enrollment has averaged between 18% and 20%. Public college enrollment is significantly below neighboring Burke and Washington Counties and the state average. Education indicators are therefore mixed. Although high school completion rates in Jefferson County are higher than other jurisdictions, proportionately less graduates go on to attend college.

Similarly, public technical college enrollment has varied since 1985. On average, Jefferson County high school graduates attend public technical colleges at a rate of twice the state average. The county's public technical college enrollment is on par with neighboring Burke and Washington Counties. Enrollment peaks during industrial expansion. However, graduates soon realize that the supply of technical college graduates far exceeds demand in Jefferson County's economy.

## **POPULATION**

The local school system is enhancing Jefferson County's economic development potential. The school dropout rate has consistently declined and is below the state average, translating into higher educational attainment across all education levels. Although test scores have decline significantly and will need be addressed, education attainment improvements since 1980 makes Jefferson County's school system an asset.

### **Income**

The distribution of income in Jefferson County and the municipalities has continually increased in the past two decades. In 1980, over 51.7% of Jefferson County residents earned less than \$9,999. By 2000, this number dropped to 20.2%. The most significant changes are found in the municipalities. In Bartow, Louisville, Wadley and Wrens, the percentage of residents currently earning less than \$9,999 is less than half the 1980 rate. The percentage of residents earning less than \$9,999 in Bartow declined from 45.6% in 1980 to 3.2% in 2000, and dropped from 31.3% to 8.7% in Stapleton during that same period.

The overwhelming majority of county and city residents fall within the \$10,000 to \$29,999 income bracket. Ranging from a low of 32.2% in Louisville to a high of 55.7% in Avera, the percentage of residents in that income bracket is significantly above the state average of 24.6%. The fastest growing income category throughout the county and municipalities has been the \$30,000 to \$49,000 bracket. There are over twice as many county residents earning between \$30,000 and \$49,000 as there were in 1980, while the percentage of city households earning those income levels increased from single digits in 1980 to an average of 25% in 2000.

Income differentials are generally explained by the lower cost of living in Jefferson County. The average weekly wage paid in the county is \$452, compared to the statewide average of \$629. Furthermore, median property values and rent in Jefferson are less than half the state average. Given the local cost of living, it is unlikely that income levels will approach the state average by 2025.

**INTRODUCTION**

The Economic Development chapter provides an inventory and assessment of the current state of the economy in Jefferson County. It will give an in-depth look at the economic engine that drives Jefferson County and the cities of Avera, Bartow, Louisville, Stapleton, Wadley and Wrens. This chapter will provide information dealing with economic base, occupational trends, labor force and local and regional opportunities of the county and cities. Utilizing collected data and information from other chapters of this comprehensive plan, this examination will provide a base for economic development planning and policy making into the 21<sup>st</sup> century for Jefferson County and the fore mentioned six incorporated cities within its boundaries.

Jefferson County's location and accessibility are the key elements that will allow economic growth and change over the upcoming years. The County is adjacent to I-20 with access from GA 17 and GA 221 midway between two state capitals and has nearby connections to Interstates 75 and 85 in Atlanta, Charlotte, Raleigh and other cities via connections. In addition Bush Field Airport in nearby Augusta offers direct flights to Newark, New Jersey; Columbia, South Carolina, Charlotte, North Carolina; and Atlanta, Georgia. Other Transportation related opportunities include rail service provided through CSX, and access to the international ports of Savannah and Charleston, both two and a half hours away.

A major change is currently occurring in Jefferson County. The Fall Line Freeway, which bisects the county, is being widened from a 2-lane road to a 4-lane highway. Fall Line Freeway, which crosses the State of Georgia, connects the Cities of Columbus and Augusta and eventually the total length of this route will be 4- lanes. This stands to be a major factor as Augusta becomes more accessible in the years ahead.

Jefferson County has seen its population decline over the past 20 years and little growth is projected over the next 25 years. Whether or not the widening of Fall Line Freeway will have an effect on the population changes remains to be seen but it appears it will have some effect as the Augusta Metropolitan area becomes more accessible. This slow population growth will allow Jefferson County, Avera, Bartow, Louisville, Stapleton, Wadley and Wrens to strive towards attracting the type of residential, commercial and industrial growth that will best meet the overall goal of protecting the rural character of the County while providing housing and employment opportunities for all of its citizens.

Jefferson County contains six municipalities although 58% of the population lives outside of these six municipalities in the unincorporated areas. The current population of the county is 17,429 (2000 Census) but is projected to lose population over the next 20 years and then begin a gradual increase. Household size is expected to decrease as well, representing a growing single population, smaller families and the maturing of the population of the county. The proportion of the population over 65 years is projected to increase from approximately 13.6% to 17% over the next 25 years. This is due to the increasing number of young adults who are leaving the county to seek out better employment and housing opportunities. This is also the result of longer life spans.

The educational system is an important resource in Jefferson County. There are approximately 3,427 students in the K-12 system in 6 schools, including the new Jefferson County High School. As can be seen in table E-1 the dropout rate for grade 9-12 is 4.9%, which is lower than the surrounding counties (Burke County 8.9%)(Washington

County 5.4%). This is also lower than the state average of 6.4%. This allows the County to remain competitive when recruiting industry.

<b>County</b>	<b>Jefferson</b>	<b>Washington</b>	<b>Burke</b>	<b>Georgia</b>
<b>Percentage Dropout 9-12 Grade</b>	<b>4.90%</b>	<b>5.40%</b>	<b>8.90%</b>	<b>6.00%</b>

Source: U.S. Bureau of the Census

**ECONOMIC BASE**

Jefferson County must be viewed within the regional context. As Jefferson County is located within the Central Savannah River Area, it is important to understand the economic forces driving the region as well as the county. During the past several decades the Augusta region and the Atlanta region, much like most of the southeastern section of the nation, has experienced a boom in population, housing and jobs. An excellent transportation system, a positive housing market and continued corporate relocation and immigration will continue to fuel the region’s growth through the early part of the 21<sup>st</sup> century. Jefferson County’s proximity to both of these rapidly growing areas and the continued expansion of the Fall Line Freeway provides ample opportunity for Jefferson County to experience economic growth.

The region has a diversified, expanding base of industry that has kept the region intact. Services, manufacturing and retail trade are the leading employers in the area. The area has two natural assets; timber and kaolin. The area is one of the world’s largest suppliers of kaolin for ceramics and fillers. However it must be noted that the future of this industry is in question as technologies evolve. Forestry companies make wood products ranging from paper to pulpwood to fine furniture and flooring. Textile firms across the area manufacture apparel of all types. Medical companies turn out pharmaceuticals, medical supplies and diagnostic equipment. Firms in emerging technologies, such as telecommunications and environmental remediation, are offered support throughout the Central Savannah River Area.

**Employment by Sector**

Employment refers to the number of people employed by local businesses and industries, sole proprietors and those that are self-employed. This includes people living in surrounding areas coming to Jefferson County to work, but does not include residents of Jefferson County who commute to jobs outside the County limits. The data does not determine if the workforce in Jefferson County are also resident's of the county. Table E-2 examines employment opportunities and trends in Jefferson County from 1980 to 2025. As can be seen by this table, total employment had been increasing until 1995. Between 1995 and 2000 the total employment dropped and the forecast is for this trend to continue until sometime between 2005 and 2010.

Table E-2 highlights that similar to the county’s population, the total number of employees is decreasing as well. The current forecast shows that the workforce will start to increase in the next five years and slowly grow as the population of the county increases as well as the median age of the county residents.

## ECONOMIC DEVELOPMENT

**Table E-2: Employment by Sector For Jefferson County**

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>TOTAL EMPLOYMENT</b>	7,288	7,684	7,764	8,150	7,571	7,793	8,044	8,313	8,603	8,915
<b>FARM EMPLOYMENT</b>	921	802	656	561	544	526	505	488	475	467
<b>AGRICULTURAL SERVICES, OTHER</b>	135	109	227	352	417	472	505	533	561	592
<b>MINING</b>	96	47	76	55	55	51	49	47	47	46
<b>CONSTRUCTION</b>	330	363	251	297	363	371	381	391	399	407
<b>MANUFACTURING</b>	2,189	2,729	2,683	2,799	1,980	1,968	1,980	1,996	2,014	2,037
<b>TRANSPORT, COMM. &amp; PUBLIC UTIL</b>	216	235	203	235	257	263	287	310	331	349
<b>WHOLESALE TRADE</b>	231	333	345	363	254	293	315	334	353	371
<b>RETAIL TRADE</b>	689	713	840	978	996	989	1,009	1,036	1,066	1,097
<b>FINANCE, INS. &amp; REAL ESTATE</b>	266	245	232	266	319	342	359	374	390	407
<b>SERVICES</b>	1,006	977	996	1,093	1,152	1,205	1,264	1,332	1,409	1,494
<b>FEDERAL CIVILIAN GOVT</b>	56	51	54	50	60	60	61	61	62	61
<b>FEDERAL MILITARY GOVT</b>	76	89	77	73	62	63	64	65	65	66
<b>STATE AND LOCAL GOVT</b>	1,077	991	1,124	1,028	1,112	1,190	1,265	1,346	1,431	1,521

Source: U.S. Bureau of the Census; Woods & Poole Economics

Table E-3 employment by sector for Jefferson County broken down into percentages:

**Table E-3: Employment by Sector for Jefferson County (%)**

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>FARM EMPLOYMENT</b>	12.64	10.44	8.45	6.88	7.19	6.75	6.28	5.87	5.52	5.24
<b>AGRICULTURAL SERVICES, OTHER</b>	1.85	1.42	2.92	4.32	5.51	6.06	6.28	6.41	6.52	6.64
<b>MINING</b>	1.32	0.61	0.98	0.67	0.73	0.65	0.61	0.57	0.55	0.52
<b>CONSTRUCTION</b>	4.53	4.72	3.23	3.64	4.79	4.76	4.74	4.7	4.64	4.57
<b>MANUFACTURING</b>	30.04	35.52	34.56	34.34	26.15	25.25	24.61	24.01	23.41	22.85
<b>TRANSPORT, COMM. &amp; PUBLIC UTIL</b>	2.96	3.06	2.61	2.88	3.39	3.37	3.57	3.73	3.85	3.91
<b>WHOLESALE TRADE</b>	3.17	4.33	4.44	4.45	3.35	3.76	3.92	4.02	4.1	4.16
<b>RETAIL TRADE</b>	9.45	9.28	10.82	12	13.16	12.69	12.54	12.46	12.39	12.31
<b>FINANCE, INS. &amp; REAL ESTATE</b>	3.65	3.19	2.99	3.26	4.21	4.39	4.46	4.5	4.53	4.57
<b>SERVICES</b>	13.8	12.71	12.83	13.41	15.22	15.46	15.71	16.02	16.38	16.76
<b>FEDERAL CIVILIAN GOVT</b>	0.77	0.66	0.7	0.61	0.79	0.77	0.76	0.73	0.72	0.68
<b>FEDERAL MILITARY GOVT</b>	1.04	1.16	0.99	0.9	0.82	0.81	0.8	0.78	0.76	0.74
<b>STATE AND LOCAL GOVT</b>	14.78	12.9	14.48	12.61	14.69	15.27	15.73	16.19	16.63	17.06

Source: U.S. Bureau of the Census; Woods & Poole Economics

Table E-3 shows that the 3 highest sectors of employment for the county in the year 2000 were: manufacturing, services and state and local government. Over the course of the next 20 years that is expected to change somewhat where state and local government will replace the service sector in second place. However, manufacturing will continue to be the sector with the highest percentage of employees in Jefferson County. This graph also shows how the farm employment sector is decreasing and will continue to do so. This sector has decreased by almost half in the last 20 years.

## ECONOMIC DEVELOPMENT

Neighboring Washington and Burke Counties have similar patterns in the various employment sectors, however it is important to note that neither of these counties shows a forecasted decrease in total employment numbers like Jefferson County.

Tables E-4 and E-5 display the six incorporated cities within Jefferson County in the year 2000. The first graph shows the six incorporated cities and total number of employees in each sector.

	<b>Avera</b>	<b>Bartow</b>	<b>Louisville</b>	<b>Stapleton</b>	<b>Wadley</b>	<b>Wrens</b>
<b>Agriculture, forestry, fishing and hunting, and mining</b>	10.3	15.1	2.4	1.2	0.6	4.5
<b>Construction</b>	6.2	11.6	3.4	2.5	7.5	6.3
<b>Manufacturing</b>	38.1	20.9	32.9	25.9	40.1	19.5
<b>Wholesale trade</b>	3.1	0	1	2.5	2.6	4
<b>Retail trade</b>	15.5	0	11	22.2	7	8
<b>Transportation and warehousing, and utilities</b>	8.2	7	4	6.2	7.2	3.8
<b>Information</b>	0	0	1.7	3.7	1.4	0.8
<b>Finance, insurance, real estate, and rental and leasing</b>	3.1	3.5	4.3	2.5	1.4	2.8
<b>Professional, scientific, management, administrative, and waste management services</b>	0	3.5	7.5	3.7	5.1	4.3
<b>Educational, health and social services</b>	9.3	14	22.5	8.6	12.1	23
<b>Arts, entertainment, recreation, accommodation and food services</b>	0	14	5.6	0	3.7	8.3
<b>Other services (except public administration)</b>	6.2	4.7	1.3	8.6	2	6.2
<b>Public administration</b>	0	5.8	2.3	12.3	9.3	8

Source: U.S. Bureau of the Census

Manufacturing has the highest percentage of employees in each sector. This can be explained by the numerous small factories and manufacturing plants within the county. Many of the numbers are easy to explain. The Bartow Community Center and the activities that are offered there could explain the 14% in Bartow in the arts and entertainment sector. This table shows us that the three largest sectors were manufacturing; educational, health and social services, and retail trade.



## ECONOMIC DEVELOPMENT

**Table E-5: Number of Employees Per Sector, 2000**

	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens
<b>TOTAL EMPLOYMENT</b>	97	86	875	81	653	599
<b>Agriculture, forestry, fishing and hunting, and mining</b>	10	13	21	1	4	27
<b>Construction</b>	6	10	30	2	49	38
<b>Manufacturing</b>	37	18	288	21	262	117
<b>Wholesale trade</b>	3	0	9	2	17	24
<b>Retail trade</b>	15	0	96	18	46	48
<b>Transportation and warehousing, and utilities</b>	8	6	35	5	47	23
<b>Information</b>	0	0	15	3	9	5
<b>Finance, insurance, real estate, and rental and leasing</b>	3	3	38	2	9	17
<b>Professional, scientific, management, administrative, and waste management services</b>	0	3	66	3	33	26
<b>Educational, health and social services</b>	9	12	197	7	79	138
<b>Arts, entertainment, recreation, accommodation and food services</b>	0	12	49	0	24	50
<b>Other services (except public administration)</b>	6	4	11	7	13	37
<b>Public administration</b>	0	5	20	10	61	49

Source: U.S. Bureau of the Census

Table E-6 shows the percentage of employees in each sector for Jefferson County, Burke County, Washington County, the state of Georgia, and the United States of America.

**Table E-6: Percentage of Employees per Sector, 2000**

	Jefferson	Burke	Washington	Georgia	U.S.A
<b>FARM EMPLOYMENT</b>	7.19	15.68	4.66	1.37	1.85
<b>AGRICULTURAL SERVICES, OTHER</b>	5.51	0.6	1.00	1.16	1.29
<b>MINING</b>	0.73	0.11	15.41	0.19	0.47
<b>CONSTRUCTION</b>	4.79	12.22	4.86	6.24	5.74
<b>MANUFACTURING</b>	26.15	19.62	6.62	12.23	11.41
<b>TRANSPORT, COMM. &amp; PUBLIC UTIL</b>	3.39	9.11	10.93	6.17	4.92
<b>WHOLESALE TRADE</b>	3.35	2.02	1.91	5.61	4.53
<b>RETAIL TRADE</b>	13.16	10.54	12.73	16.72	16.33
<b>FINANCE, INS. &amp; REAL ESTATE</b>	4.21	2.87	2.66	7.1	8.06
<b>SERVICES</b>	15.22	12.63	17.1	29.08	31.81
<b>FEDERAL CIVILIAN GOVT</b>	0.79	0.71	0.52	1.97	1.73
<b>FEDERAL MILITARY GOVT</b>	0.82	1.02	0.64	1.92	1.24
<b>STATE AND LOCAL GOVT</b>	14.69	12.87	20.96	10.25	10.61
<b>TOTAL EMPLOYMENT</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: U.S. Bureau of the Census

It is important to note that while over one quarter of all the jobs held by Jefferson county residents are manufacturing, the national average is only around ten percent. In addition, while approximately 30% of the U.S. population works in the service industry; only 15% do so in Jefferson County.

In the service sector, it can be seen that Jefferson County has half of the national average percentage. In the agricultural services, it is seen that Jefferson County’s percentage of employees in the agricultural sector is five times greater than the national average, the State of Georgia and the two peer counties.

Table E-7 offers a comparison of the percent of jobs by sector in the County and the State of Georgia for the years 2000, 2010, 2020 and 2025. One of the primary differences between Jefferson County and the State of Georgia is in the Manufacturing sector. Jefferson County’s numbers are more than double the state percentage. In addition, the services sector is another sector where Jefferson County and the State of Georgia differ greatly. While there is forecasted growth for the State of Georgia, Jefferson County is expected to experience little growth in this sector.

<b>Table E-7: Comparison of Jobs by Sector</b>								
<b>PERCENTAGES</b>	<b>2000</b>		<b>2010</b>		<b>2020</b>		<b>2025</b>	
	<b>Jefferson County</b>	<b>Georgia</b>	<b>Jefferson County</b>	<b>Georgia</b>	<b>Jefferson County</b>	<b>Georgia</b>	<b>Jefferson County</b>	<b>Georgia</b>
<b>FARM EMPLOYMENT</b>	7.19	1.37	6.28	1.13	5.52	0.95	5.24	0.88
<b>AGRICULTURAL SERVICES, OTHER</b>	5.51	1.16	6.28	1.22	6.52	1.23	6.64	1.23
<b>MINING</b>	0.73	0.19	0.61	0.17	0.55	0.16	0.52	0.15
<b>CONSTRUCTION</b>	4.79	6.24	4.74	6.22	4.64	6.1	4.57	5.98
<b>MANUFACTURING</b>	26.15	12.23	24.61	11.13	23.41	10.08	22.85	9.58
<b>TRANSPORT, COMM. &amp; PUBLIC UTIL</b>	3.39	6.17	3.57	6.38	3.85	6.34	3.91	6.22
<b>WHOLESALE TRADE</b>	3.35	5.61	3.92	5.71	4.1	5.71	4.16	5.7
<b>RETAIL TRADE</b>	13.16	16.72	12.54	16.45	12.39	16.27	12.31	16.15
<b>FINANCE, INS. &amp; REAL ESTATE</b>	4.21	7.1	4.46	7	4.53	6.87	4.57	6.78
<b>SERVICES</b>	15.22	29.08	15.71	30.89	16.38	33.12	16.76	34.42
<b>FEDERAL CIVILIAN GOVT</b>	0.79	1.97	0.76	1.66	0.72	1.46	0.68	1.38
<b>FEDERAL MILITARY GOVT</b>	0.82	1.92	0.8	1.72	0.76	1.53	0.74	1.44
<b>STATE AND LOCAL GOVT</b>	14.69	10.25	15.73	10.31	16.63	10.17	17.06	10.08

Source: U.S. Bureau of the Census; Woods & Poole Economics

Of the businesses in Jefferson County, only 5.4% of them have 50 or more employees. This translates into 94.6% of the businesses having fewer than 50 employees.

**Earnings by Sector**

Much of the following analysis uses the term “economic sector”. According to the 2002 Woods and Poole Georgia State profile, the following industries existed in Jefferson County in 2000:

- Farm Employment
- Agricultural Services, Other
- Mining
- Construction
- Manufacturing
- Transport, Comm. & Public Utilities
- Wholesale Trade



## ECONOMIC DEVELOPMENT

- Retail Trade
- Finance, Insurance and Real Estate
- Services
- Federal Civilian Government
- Federal Military Government
- State and Local Government

According to the 2002 Woods and Poole Economics inc. Georgia State Profile, there are approximately 350 businesses in Jefferson County. Of these businesses, 24.3% are classified as retail trade; 11.4% are classified as health care and 10.4% are classified as services.

Tables E-8 and E-9 present earnings that include the total of wages, salaries and other earned income paid to persons working for the businesses or industries located in a given geographic area. In addition there are comparisons to the peer counties, and the State of Georgia.

**Table E-8: Jefferson County: Earnings by Sector**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total (1996 \$)</b>	\$119,870,000	\$143,206,000	\$151,365,000	\$172,677,000	\$173,658,000	\$187,598,000	\$202,319,000	\$218,080,000	\$235,004,000	\$253,304,000
<b>Farm (1996 \$)</b>	(\$603,000)	\$4,860,000	\$5,686,000	\$9,333,000	\$7,746,000	\$8,371,000	\$8,960,000	\$9,624,000	\$10,390,000	\$11,280,000
<b>Agricultural Services, Other (1996 \$)</b>	\$2,393,000	\$1,514,000	\$4,083,000	\$8,682,000	\$6,013,000	\$6,820,000	\$7,563,000	\$8,306,000	\$9,095,000	\$9,960,000
<b>Mining (1996 \$)</b>	\$7,087,000	\$4,134,000	\$6,518,000	\$5,615,000	\$4,330,000	\$4,634,000	\$4,914,000	\$5,196,000	\$5,489,000	\$5,798,000
<b>Construction (1996 \$)</b>	\$5,013,000	\$7,611,000	\$4,319,000	\$6,219,000	\$8,495,000	\$8,736,000	\$8,989,000	\$9,260,000	\$9,540,000	\$9,833,000
<b>Manufacturing (1996 \$)</b>	\$48,914,000	\$61,886,000	\$61,455,000	\$70,444,000	\$60,161,000	\$62,803,000	\$65,985,000	\$69,405,000	\$73,004,000	\$76,810,000
<b>Trans, Comm, &amp; Public Utilities (1996 \$)</b>	\$6,718,000	\$7,451,000	\$6,321,000	\$8,184,000	\$13,646,000	\$15,545,000	\$17,472,000	\$19,463,000	\$21,475,000	\$23,482,000
<b>Wholesale Trade (1996 \$)</b>	\$4,454,000	\$5,665,000	\$7,349,000	\$7,993,000	\$6,056,000	\$6,676,000	\$7,289,000	\$7,949,000	\$8,666,000	\$9,447,000
<b>Retail Trade (1996 \$)</b>	\$9,625,000	\$10,470,000	\$9,995,000	\$11,344,000	\$13,338,000	\$14,737,000	\$16,030,000	\$17,279,000	\$18,535,000	\$19,837,000
<b>Finance, Insurance, &amp; Real Estate (1996 \$)</b>	\$3,008,000	\$3,172,000	\$3,751,000	\$4,537,000	\$5,887,000	\$6,880,000	\$7,750,000	\$8,645,000	\$9,622,000	\$10,720,000
<b>Services (1996 \$)</b>	\$11,788,000	\$11,608,000	\$14,286,000	\$14,821,000	\$17,441,000	\$19,753,000	\$22,423,000	\$25,443,000	\$28,833,000	\$32,629,000
<b>Federal Civilian Government (1996 \$)</b>	\$2,188,000	\$1,933,000	\$1,908,000	\$2,016,000	\$2,077,000	\$2,071,000	\$2,095,000	\$2,136,000	\$2,187,000	\$2,245,000
<b>Federal Military Government (1996 \$)</b>	\$533,000	\$1,037,000	\$842,000	\$823,000	\$865,000	\$919,000	\$972,000	\$1,025,000	\$1,077,000	\$1,128,000
<b>State &amp; Local Government (1996 \$)</b>	\$18,752,000	\$21,865,000	\$24,852,000	\$22,666,000	\$27,603,000	\$29,653,000	\$31,877,000	\$34,349,000	\$37,091,000	\$40,135,000

Source: U.S. Bureau of the Census; Woods & Poole Economics



## ECONOMIC DEVELOPMENT

**Table E-9: Jefferson County: Earnings by Sector (%)**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total (1996 \$)</b>	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
<b>Farm (1996 \$)</b>	-0.50%	3.39%	3.76%	5.40%	4.46%	4.46%	4.43%	4.41%	4.42%	4.45%
<b>Agricultural Services, Other (1996 \$)</b>	2.00%	1.06%	2.70%	5.03%	3.46%	3.64%	3.74%	3.81%	3.87%	3.93%
<b>Mining (1996 \$)</b>	5.91%	2.89%	4.31%	3.25%	2.49%	2.47%	2.43%	2.38%	2.34%	2.29%
<b>Construction (1996 \$)</b>	4.18%	5.31%	2.85%	3.60%	4.89%	4.66%	4.44%	4.25%	4.06%	3.88%
<b>Manufacturing (1996 \$)</b>	40.81%	43.21%	40.60%	40.80%	34.64%	33.48%	32.61%	31.83%	31.07%	30.32%
<b>Trans, Comm, &amp; Public Utilities (1996 \$)</b>	5.60%	5.20%	4.18%	4.74%	7.86%	8.29%	8.64%	8.92%	9.14%	9.27%
<b>Wholesale Trade (1996 \$)</b>	3.72%	3.96%	4.86%	4.63%	3.49%	3.56%	3.60%	3.64%	3.69%	3.73%
<b>Retail Trade (1996 \$)</b>	8.03%	7.31%	6.60%	6.57%	7.68%	7.86%	7.92%	7.92%	7.89%	7.83%
<b>Finance, Insurance, &amp; Real Estate (1996 \$)</b>	2.51%	2.21%	2.48%	2.63%	3.39%	3.67%	3.83%	3.96%	4.09%	4.23%
<b>Services (1996 \$)</b>	9.83%	8.11%	9.44%	8.58%	10.04%	10.53%	11.08%	11.67%	12.27%	12.88%
<b>Federal Civilian Government (1996 \$)</b>	1.83%	1.35%	1.26%	1.17%	1.20%	1.10%	1.04%	0.98%	0.93%	0.89%
<b>Federal Military Government (1996 \$)</b>	0.44%	0.72%	0.56%	0.48%	0.50%	0.49%	0.48%	0.47%	0.46%	0.45%
<b>State &amp; Local Government (1996 \$)</b>	15.64%	15.27%	16.42%	13.13%	15.90%	15.81%	15.76%	15.75%	15.78%	15.84%

Source: U.S. Bureau of the Census; Woods & Poole Economics

**Table E-10: Georgia – Earnings by Sector (%)**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total (1996 \$)</b>	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
<b>Farm (1996 \$)</b>	0.16%	1.27%	1.36%	1.40%	0.98%	0.93%	0.89%	0.85%	0.82%	0.79%
<b>Agricultural Services, Other (1996 \$)</b>	0.37%	0.41%	0.46%	0.53%	0.59%	0.60%	0.61%	0.62%	0.62%	0.62%
<b>Mining (1996 \$)</b>	0.65%	0.48%	0.36%	0.29%	0.27%	0.25%	0.22%	0.21%	0.19%	0.18%
<b>Construction (1996 \$)</b>	5.66%	6.57%	5.82%	5.39%	6.00%	5.86%	5.67%	5.46%	5.26%	5.06%
<b>Manufacturing (1996 \$)</b>	22.54%	20.03%	17.51%	16.84%	14.86%	14.45%	14.05%	13.59%	13.08%	12.53%
<b>Trans, Comm, &amp; Public Utilities (1996 \$)</b>	9.33%	8.85%	8.75%	9.43%	9.89%	9.99%	10.01%	9.96%	9.84%	9.63%
<b>Wholesale Trade (1996 \$)</b>	8.87%	9.04%	8.86%	8.17%	8.44%	8.36%	8.21%	8.05%	7.88%	7.71%
<b>Retail Trade (1996 \$)</b>	10.33%	10.64%	9.17%	9.08%	8.99%	8.97%	8.93%	8.87%	8.80%	8.71%
<b>Finance, Insurance, &amp; Real Estate (1996 \$)</b>	5.44%	5.59%	6.43%	6.86%	7.57%	7.66%	7.73%	7.78%	7.81%	7.82%
<b>Services (1996 \$)</b>	15.63%	17.36%	21.95%	24.33%	26.77%	27.78%	29.02%	30.44%	32.02%	33.73%
<b>Federal Civilian Government (1996 \$)</b>	5.64%	5.11%	4.66%	4.17%	3.39%	3.11%	2.87%	2.67%	2.49%	2.33%
<b>Federal Military Government (1996 \$)</b>	3.72%	3.68%	2.69%	2.49%	2.06%	1.94%	1.83%	1.72%	1.62%	1.53%
<b>State &amp; Local Government (1996 \$)</b>	11.67%	10.97%	11.97%	11.01%	10.18%	10.10%	9.95%	9.78%	9.58%	9.37%

Source: U.S. Bureau of the Census; Woods & Poole Economics

Table E-10 highlights current statewide sector earnings. Similar to sector employment rates, the Georgia economy is much more diverse than that of Jefferson County and no sector accounts for more than a quarter of total earnings. The widest gap is found in manufacturing, where sector earnings account for over 10% more in Jefferson County than the state average. The service sector, on the other hand, contributes a higher share

## ECONOMIC DEVELOPMENT

of earnings statewide. Whereas the service sector accounts for 24.3% of earnings in Georgia, it accounts for less than 10% in Jefferson County.

### Wages

In 1999, the average weekly wage paid in Jefferson County was \$452, significantly lower than the Georgia average of \$629 (Tables E-11, E-12). Between 1989 and 1999, average weekly wages have increased 52.5%. Current average weekly wages paid by sector range from a low of \$324 in services to a high of \$914 in Mining. Historically, these sectors have always been at the higher and lower ends of the wage scale. The highest wage growth rates between 1990 and 2000 were in construction (45.7%), retail trade (44.1%), manufacturing (44%), and Agriculture (26.2%).

**Table E-11: Jefferson – Average Weekly Wages**

Category	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>All Industries</b>	\$316	\$322	\$328	\$347	\$347	\$362	\$379	\$399	\$429	\$433	\$452
<b>Agriculture, Forestry, Fishing</b>	277	329	367	436	NA	382	NA	NA	NA	NA	NA
<b>Mining</b>	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Construction</b>	NA	242	312	329	273	NA	268	309	NA	399	440
<b>Manufacturing</b>	NA	328	343	371	365	392	417	453	517	501	522
<b>Transportation, Comm, Util</b>	NA	468	498	499	516	534	558	535	579	557	NA
<b>Wholesale</b>	NA	307	323	354	338	374	376	384	386	400	437
<b>Retail</b>	NA	181	183	200	201	203	210	220	239	251	255
<b>Financial, Insurance, Real Estate</b>	NA	396	377	351	384	394	399	409	418	425	444
<b>Services</b>	NA	252	247	269	264	269	277	280	275	293	314
<b>Federal Gov</b>	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>State Gov</b>	NA	416	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Local Gov</b>	NA	244	NA	NA	NA	280	287	290	311	332	338

Source: U.S. Bureau of Labor Statistics; NA: Not Available

**Table E-12: Georgia— Average Weekly Wages**

Category	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>All Industries</b>	\$404	\$424	\$444	\$471	\$480	\$488	\$509	\$531	\$562	\$598	\$629
<b>Agri, Forestry, Fishing</b>	267	276	285	297	304	312	322	336	347	373	390
<b>Mining</b>	561	589	605	NA	NA	698	734	741	781	832	866
<b>Construction</b>	NA	434	439	451	461	479	508	534	556	590	623
<b>Manufacturing</b>	NA	450	473	503	511	531	555	588	620	656	684
<b>Transportation, Comm, Util</b>	NA	603	635	689	709	720	737	769	805	842	895
<b>Wholesale</b>	NA	603	632	669	695	711	729	762	809	873	932
<b>Retail</b>	NA	236	244	255	260	267	275	286	299	318	335
<b>Financial, Insurance, Real Estate</b>	NA	544	569	627	648	648	693	741	799	872	900
<b>Services</b>	NA	414	439	464	471	475	501	519	551	580	611
<b>Federal Gov</b>	NA	543	584	612	651	667	666	701	774	791	808
<b>State Gov</b>	NA	451	462	460	471	NA	493	517	533	561	579
<b>Local Gov</b>	NA	387	401	401	410	420	440	461	480	506	523

Source: U.S. Bureau Labor Statistics  
NA: Not Available

## ECONOMIC DEVELOPMENT

In 2001 the average weekly wage paid in Jefferson County was \$488, which was considerably lower than the statewide average of \$676 during that same time period. Average weekly pay was considerably higher for neighboring Burke and Washington Counties at \$599 and \$561 respectively (Table E-13). In Jefferson County the Mining sector had the highest weekly wages at \$ 914. The lowest sector was retail trade at \$324 dollars a week. In Jefferson County the wholesale trade sector averaged \$519 a week while the State of Georgia averaged \$1,022, almost twice as much.

**Table E-13: Average Weekly Wage By Sector, 2001**

INDUSTRY	Jefferson County	Burke County	Washington County	State of Georgia
<b>Agriculture, forestry</b>	\$446.00	\$350.00	\$482.00	\$417.00
<b>Construction</b>	\$446.00	\$397.00	\$383.00	\$687.00
<b>Manufacturing</b>	\$586.00	\$508.00	\$546.00	\$711.00
<b>Wholesale Trade</b>	\$519.00	\$496.00	\$528.00	\$1,022.00
<b>Retail Trade</b>	\$324.00	\$311.00	\$303.00	\$433.00
<b>Finance and insurance</b>	\$513.00	\$485.00	\$516.00	\$1,051.00
<b>Real estate and rental and leasing</b>	\$335.00	\$252.00	\$312.00	\$670.00
<b>Transportation and warehousing</b>	\$534.00	\$463.00	\$527.00	\$808.00
<b>Services</b>	\$376.00	\$635.00	\$473.00	\$680.00
<b>Mining</b>	\$914.00	NA	\$1,064.00	\$876.00
<b>Average Weekly Wage (all Sectors)</b>	\$488.00	\$559.00	\$561.00	\$676.00

Source: U.S. Bureau of Labor Statistics  
NA: Not Available

The overall 1990 to 2002 increases in Jefferson County wages were below the state average and local wages remain significantly lower than elsewhere in Georgia. The only sectors comparable in actual wages were agriculture/forestry and mining where county wages exceeded the state average. The largest local-statewide wage gaps are found in finance and insurance and wholesale trade where the state wage doubles the county wage.

### Sources of Personal Income

The sources of personal income are indicators of how a community receives its income. The state of Georgia Department of Community Affairs, with the assistance of Woods & Poole Economics, Inc. has developed categories of personal income. These five categories of personal income include the following:

- 1) **Wage and Salary**-Total income earned as compensation for working or rendering services;
- 2) **Other Labor Income**-Total employer contributions to private pension or worker's compensation funds;
- 3) **Proprietor's Income**-Proprietor's Income measured total profits earned from partnership and sole proprietorships;
- 4) **Dividends-Investments-Rent-Interest Payments and Interest Income**-total income from investments and rental property; and
- 5) **Transfer Payments**-Total income from payments by the government under many different programs that include Social Security, unemployment insurance, food stamps, veterans benefits and countless others.



## ECONOMIC DEVELOPMENT

Associated with these figures is a Residence Adjustment Category, which measures the net amount of personal income of residents of the county that is earned outside the county. When the number is positive, as in Jefferson County it means the amount of income earned outside the county by residents of the county is greater than the amount of income earned in the county by non-residents. This confirms the data trends seen in the previous chart that states that incomes are higher outside the county.

Table E-14 provides sources of income data for Jefferson County, the state and the nation.

**Table E-14: Sources of Personal Income**

PERCENTAGES	1990			1995			2000		
	Jefferson	Georgia	U.S.A	Jefferson	Georgia	U.S.A	Jefferson	Georgia	U.S.A
<b>PERSONAL INCOME</b>	100	100	100	100	100	100	100	100	100
<b>WAGES AND SALARIES</b>	49.01	60.36	56.16	48.5	59.07	55.25	45.06	61.54	58.16
<b>OTHER LABOR INCOME</b>	6.99	8.68	7.85	6.78	8.63	7.96	5.24	7.05	6.37
<b>PROPRIETORS INCOME</b>	5.29	7.11	7.8	6.38	7.96	8.04	7.24	8.36	8.61
<b>DIVIDENDS, INTEREST &amp; RENT</b>	16.15	17.34	20.18	14.89	16.31	18.79	16.77	16.64	18.29
<b>TRANSFER PMTS. TO PERSONS</b>	24.6	10.94	12.17	27.62	12.62	14.31	26.51	11.04	12.87
<b>LESS SOCIAL INS. CONTRIBUTIONS</b>	3.66	4.33	4.15	4	4.45	4.33	3.36	4.42	4.3
<b>RESIDENCE ADJUSTMENT</b>	1.61	-0.1	-0.02	-0.18	-0.15	-0.01	2.54	-0.21	-0.01
PERCENTAGES	2010			2020			2025		
	Jefferson	Georgia	U.S.A	Jefferson	Georgia	U.S.A	Jefferson	Georgia	U.S.A
<b>PERSONAL INCOME</b>	100	100	100	100	100	100	100	100	100
<b>WAGES AND SALARIES</b>	46.05	61.72	58.69	46.82	61.62	58.93	47.07	61.51	58.96
<b>OTHER LABOR INCOME</b>	4.79	6.59	6.24	4.74	6.37	6.08	4.71	6.26	6
<b>PROPRIETORS INCOME</b>	6.56	8.22	8.49	6.47	8.06	8.37	6.41	7.97	8.29
<b>DIVIDENDS, INTEREST &amp; RENT</b>	16.12	16.28	17.95	15.31	16.05	17.8	14.99	16.05	17.78
<b>TRANSFER PMTS. TO PERSONS</b>	27.6	11.34	13.3	28.09	11.71	13.82	28.37	11.96	14.1
<b>LESS SOCIAL INS. CONTRIBUTIONS</b>	3.61	4.77	4.68	3.89	5.09	5.01	4	5.21	5.14
<b>RESIDENCE ADJUSTMENT</b>	2.49	0.63	0	2.46	1.27	0	2.44	1.47	0

Source: U.S. Bureau of the Census; Woods & Poole Economics

When comparing Jefferson County to the State of Georgia and the United States as a whole several differences become apparent. During the period from 1990-2000 Jefferson County's percentage of wages and salary is considerably lower than the state or national percentages. This can be attributed to the fact that Jefferson County has a lower average income and salary than the state or national averages. Similar comparisons can be made in the "other labor" category.

The most dramatic difference between Jefferson County and the state and nation is in the transfer payments category. This category reflects a variety of government programs such as social security, food stamps and unemployment insurance. This number, which over the course of the past 10 years has been more than double the state and national average is reflective of the county's poverty rate which is 23%, higher than the state rate at 13% and more than double the national rate at 9%.

Jefferson County's residence adjustment will continue to be positive through the year 2025. This suggests the continuing trend of residents of Jefferson County earning more money outside the county than the money being earned in Jefferson County by residents. The state residence adjustment has remained steady since 1990 and that trend is

## ECONOMIC DEVELOPMENT

projected to continue through 2025. The resident who earns income in one county but lives in a different county would have that income counted under positive residential adjustment in the county in which the resident lives, and the county in which the resident works would have a negative adjustment. Although higher than the state averages, Jefferson County's increasing amount of personal income earned outside the county by residents compared to the amount of income earned in the county by nonresidents demonstrates a decrease in the job base in Jefferson County. The State of Georgia's numbers are extremely close to 0%, which shows that almost all residents of Georgia earn their income in the state. The same can be said for the United States.

**Table E-15: Sources of Personal Income, Percentage**

	1990			1995			2000		
	Jefferson	Burke	Washington	Jefferson	Burke	Washington	Jefferson	Burke	Washington
<b>PERSONAL INCOME</b>	100	100	100	100	100	100	100	100	100
<b>WAGES AND SALARIES</b>	49.01	60.51	60.51	48.5	48.93	48.93	45.06	49.76	49.76
<b>OTHER LABOR INCOME</b>	6.99	8.77	8.77	6.78	7.49	7.49	5.24	6.13	6.13
<b>PROPRIETORS INCOME</b>	5.29	6.48	6.48	6.38	5.26	5.26	7.24	6.76	6.76
<b>DIVIDENDS, INTEREST &amp; RENT</b>	16.15	14.75	14.75	14.89	13.91	13.91	16.77	14.38	14.38
<b>TRANSFER PMTS. TO PERSONS</b>	24.6	21.68	21.68	27.62	24.76	24.76	26.51	22.48	22.48
<b>LESS SOCIAL INS. CONTRIBUTIONS</b>	3.66	4.36	4.36	4	3.69	3.69	3.36	3.59	3.59
<b>RESIDENCE ADJUSTMENT</b>	1.61	-7.84	-7.84	-0.18	3.35	3.35	2.54	4.09	4.09
	2010			2020			2025		
	Jefferson	Burke	Washington	Jefferson	Burke	Washington	Jefferson	Burke	Washington
<b>PERSONAL INCOME</b>	100	100	100	100	100	100	100	100	100
<b>WAGES AND SALARIES</b>	46.05	50	50	46.82	49.91	49.91	47.07	49.74	49.74
<b>OTHER LABOR INCOME</b>	4.79	5.47	5.47	4.74	5.33	5.33	4.71	5.24	5.24
<b>PROPRIETORS INCOME</b>	6.56	6.91	6.91	6.47	6.68	6.68	6.41	6.57	6.57
<b>DIVIDENDS, INTEREST &amp; RENT</b>	16.12	13.94	13.94	15.31	13.62	13.62	14.99	13.53	13.53
<b>TRANSFER PMTS. TO PERSONS</b>	27.6	23.59	23.59	28.09	24.7	24.7	28.37	25.32	25.32
<b>LESS SOCIAL INS. CONTRIBUTIONS</b>	3.61	3.85	3.85	3.89	4.07	4.07	4	4.15	4.15
<b>RESIDENCE ADJUSTMENT</b>	2.49	3.94	3.94	2.46	3.82	3.82	2.44	3.76	3.76

Source: U.S. Bureau of the Census; Woods & Poole Economics

When comparing Jefferson County sources of personal income to the sources of neighboring counties, Jefferson county's wages and salaries were significantly lower than the neighboring counties in 1990, but in the years after, the neighboring counties wages and salaries actually decreased to a similar level as Jefferson County's (Table E-15).

### MAJOR ECONOMIC ACTIVITIES

The Jefferson County area has seen some increase in economic activity since 1970; however, growth has slowed somewhat during the last decade. Jefferson County's proximity to the Augusta and Atlanta metro areas is one of the main reasons for the growth that has occurred. Below is a detailed description of economic development opportunities by sector within the County and region.

***Retail Trade and Services***

Service employment in Jefferson County increased from 966 jobs in 1990 to 1,152 jobs in 2000. This is an increase of 156 jobs. The retail trade also saw an increase of 156 jobs increasing from 840 to 996. Besides agricultural services, these two sectors saw the greatest increase. Jefferson County has the potential to increase these numbers with the numerous recreational and historical opportunities in the county by increasing and promoting more tourism.

***Manufacturing and Wholesale Trade***

Manufacturing and wholesale trade are reviewed in this section together because these sectors share many of the same characteristics such as land use, employee education and skill levels. Manufacturing employment in Jefferson County went from 2,683 in 1990 to 1980 in the year 2000 this is a loss of 703 jobs, the largest loss. The percentage of jobs in the manufacturing sector remained almost the same, which shows that almost all of the jobs lost in the county were in the manufacturing sector. Wholesale trade also saw a loss of jobs from 345 to 254. Regaining these jobs will be important in the future. The widening of US Route 1 will bring potential for these sectors to increase greatly.

Small and medium firms manufacturing a variety of products represent the manufacturing sector in Jefferson County such as those located in the Louisville Airport Industrial Park. Key Manufacturers in

Jefferson County are included in Table E-16.

<b>Company</b>	<b>City</b>	<b># of Employees</b>
Thermo King Corp.	Louisville	437
Battle Lumber Co., Inc.	Wadley	240
Glit, Inc.	Wrens	207
J. M. Huber Corp., Engineered Materials Division	Wrens	178
Cadet Mfg. Corp.	Louisville	175
Wadley Shirt Co.	Wadley	138
Fulghum Industries, Inc.	Wadley	125
Lewis Steel Works	Wrens	122
Air Balance, Inc., Div. of MESTEK, Inc.	Wrens	119
A & M Products Manufacturing Company	Wrens	88
Lamb Lumber Holding Co., Inc.	Wrens	72
Georgia Tennessee Mining & Chem. Co.	Wrens	42
Dixieland Wood Products, Inc.	Louisville	26
L T & E, Inc.	Wrens	25
Atwell Pecan Co., Inc.	Wrens	20
Central Steel Building System	Louisville	20
Cooper Machine Co, Inc.	Wadley	18
Helena Chemical Co.	Louisville	12
Rachels Machine & Fabrication, Inc.	Wadley	10
Fall Line Publishing, Inc.	Louisville	9
The News & Farmer/Jefferson Reporter	Louisville	7
A. P. Jones Timber Co.	Louisville	5
Hodges Machine Shop, Inc.	Bartow	4
C & G Machining & Welding	Stapleton	2
Riverside Mfg. Co.	Wadley	5
Source: Georgia Department of Industry, Trade & Tourism		

**Special and Unique Economic Activities**

The Jefferson County Development Authority and the chamber of commerce are the primary vehicles to attract and provide available locations and opportunities for industrial development. The Development Authority has had success as of late. The Development Authority was responsible for the retention and growth of Glit/Microtron. In addition the Development Authority has been successful in obtaining grants from a variety of sources for the expansion of both the Louisville and Wrens airports and the Louisville Industrial Park. Other accomplishments include creating the Shake Rag Industrial site.

**Tourism**

Jefferson County is well positioned to capitalize on tourism. In addition to the Ogeechee River, numerous historical and recreation qualities provide good tourism opportunities. The county has applied for various state and federal grants aimed at enhancing potential tourist areas such as the Louisville downtown historic district.

Wrens is home to the largest gourd farm this side of the Mississippi River. The farm is located on Highway One and is a gem in the community. It attracts many people and is well known nationally and internationally.

**LABOR FORCE ANALYSIS**

**Employment by Occupation**

This section includes an inventory and assessment of the employment of Jefferson County’s labor force. Work force characteristics include gender, amount of participation in the work force, and occupation and sector of the workers.

Table E-17 shows the percentages of total employment by occupational classifications for 2000 in Jefferson County. Comparisons are also made with Burke and Washington Counties, the State of Georgia and the United States. Also included is a breakdown of the six incorporated municipalities in the county. This analysis looks at the occupations of the residents of the county, regardless of where they work.

<b>Table E-17: Percentages of Total Employment by Occupation, 2000</b>					
	<b>Jefferson</b>	<b>Burke</b>	<b>Washington</b>	<b>Georgia</b>	<b>U.S.A</b>
<b>Employed civilian population 16 years and over</b>	100	100	100	100	100
<b>OCCUPATION</b>					
<b>Management, professional, and related occupations</b>	22.8	21.4	22.8	32.7	33.6
<b>Service occupations</b>	15.6	15.7	20.1	13.4	14.9
<b>Sales and office occupations</b>	17.9	20.3	19.4	26.8	26.7
<b>Farming, fishing, and forestry occupations</b>	2.7	1.7	1.5	0.6	0.7
<b>Construction, extraction, and maintenance occupations</b>	10.6	11.4	13.4	10.8	9.4
<b>Production, transportation, and material moving occupations</b>	30.4	29.5	22.8	15.7	14.6
Source: U.S. Bureau of the Census					

## ECONOMIC DEVELOPMENT

Table E-18 shows the information for the six incorporated cities in Jefferson County

	Avera	Bartow	Louisville	Stapleton	Wadley	Wrens
<b>Employed civilian population 16 years and over</b>	100	100	100	100	100	100
<b>OCCUPATION</b>						
<b>Management, professional, and related occupations</b>	7.2	24.4	27.3	21	11.6	27.2
<b>Service occupations</b>	4.1	22.1	14.2	8.6	17.6	21
<b>Sales and office occupations</b>	24.7	14	25.6	24.7	10.9	21.5
<b>Farming, fishing, and forestry occupations</b>	0	3.5	1.4	0	1.4	1.2
<b>Construction, extraction, and maintenance occupations</b>	23.7	11.6	5.5	23.5	12.1	5.5
<b>Production, transportation, and material moving occupations</b>	40.2	24.4	26.1	22.2	46.4	23.5

Source: U.S. Bureau of the Census; Woods & Poole Economics

Tables E-19 - E-22 provide local, state and national employment data. The three top occupations of County residents in the year 2000 were production, transportation, and material moving occupations (30.4%), management, professional and related occupations (22.8%) and sales and office occupations (17.9%). These occupations account for over 70 % of the working residents of Jefferson County. Jefferson County has similar percentages to both Burke and Washington County. However the difference is more noticeable when compared to state and national figures.

It can be seen from these two graphs that in the two skilled labor categories, management and professional and sales and office, Jefferson County falls below both the state and national averages. However in the production, transportation and material moving category Jefferson County has more than twice the percentage of employees in that sector. Continued development of industrial and commercial facilities may have a future impact on where residents work.

Category	Avera		Bartow		Louisville		Stapleton		Wadley		Wrens	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
<b>TOTAL All Occupations</b>	70	97	132	86	1083	875	153	81	826	653	919	599
<b>Executive, Administrative and Managerial (not Farm)</b>	4	0	14	9	26	121	5	6	51	12	69	56
<b>Professional and Technical Specialty</b>	2	7	8	12	142	118	10	11	58	64	103	107
<b>Technicians &amp; Related Support</b>	2	NA	2	NA	12	NA	2	NA	9	NA	18	NA
<b>Sales</b>	3	6	12	0	146	96	10	3	65	21	95	41
<b>Clerical and Administrative Support</b>	11	18	19	12	107	128	17	17	69	50	115	88
<b>Private Household Services</b>	0	NA	0	NA	7	NA	0	NA	6	NA	8	NA
<b>Protective Services</b>	2	NA	2	NA	16	NA	0	NA	8	NA	20	NA
<b>Service Occupations (not Protective &amp; Household)</b>	2	6	19	6	96	89	25	6	86	35	114	50
<b>Farming, Fishing and Forestry</b>	0	0	7	3	29	12	3	0	17	9	11	7
<b>Precision Production, Craft, and Repair</b>	17	27	13	18	142	189	27	10	99	218	68	71

## ECONOMIC DEVELOPMENT

**Table E-19: Employment by Occupation Continued**

<b>Machine Operators, Assemblers &amp; Inspectors</b>	17	23	29	10	201	48	27	19	249	79	194	33
<b>Transportation &amp; Material Moving</b>	8	12	2	3	55	39	14	8	50	85	43	70
<b>Handlers, Equipment Cleaners, helpers &amp; Laborers</b>	2	NA	5	NA	104	NA	13	NA	59	NA	61	NA

Source: U.S. Bureau of the Census; NA: Not Available

**Table E-20: Employment by Occupation (%)**

Category	Avera		Bartow		Louisville		Stapleton		Wadley		Wrens	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
<b>TOTAL All Occupations</b>	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
<b>Executive, Administrative and Managerial (not Farm)</b>	5.71%	0.00%	10.61%	10.47%	2.40%	13.83%	3.27%	7.41%	6.17%	1.84%	7.51%	9.35%
<b>Professional and Technical Specialty</b>	2.86%	7.22%	6.06%	13.95%	13.11%	13.49%	6.54%	13.58%	7.02%	9.80%	11.21%	17.86%
<b>Technicians &amp; Related Support</b>	2.86%	NA	1.52%	NA	1.11%	NA	1.31%	NA	1.09%	NA	1.96%	NA
<b>Sales</b>	4.29%	6.19%	9.09%	0.00%	13.48%	10.97%	6.54%	3.70%	7.87%	3.22%	10.34%	6.84%
<b>Clerical and Administrative Support</b>	15.71%	18.56%	14.39%	13.95%	9.88%	14.63%	11.11%	20.99%	8.35%	7.66%	12.51%	14.69%
<b>Private Household Services</b>	0.00%	NA	0.00%	NA	0.65%	NA	0.00%	NA	0.73%	NA	0.87%	NA
<b>Protective Services</b>	2.86%	NA	1.52%	NA	1.48%	NA	0.00%	NA	0.97%	NA	2.18%	NA
<b>Service Occupations (not Protective &amp; Household)</b>	2.86%	6.19%	14.39%	6.98%	8.86%	10.17%	16.34%	7.41%	10.41%	5.36%	12.40%	8.35%
<b>Farming, Fishing and Forestry</b>	0.00%	0.00%	5.30%	3.49%	2.68%	1.37%	1.96%	0.00%	2.06%	1.38%	1.20%	1.17%
<b>Precision Production, Craft, and Repair</b>	24.29%	27.84%	9.85%	20.93%	13.11%	21.60%	17.65%	12.35%	11.99%	33.38%	7.40%	11.85%
<b>Machine Operators, Assemblers &amp; Inspectors</b>	24.29%	23.71%	21.97%	11.63%	18.56%	5.49%	17.65%	23.46%	30.15%	12.10%	21.11%	5.51%
<b>Transportation &amp; Material Moving</b>	11.43%	12.37%	1.52%	3.49%	5.08%	4.46%	9.15%	9.88%	6.05%	13.02%	4.68%	11.69%
<b>Handlers, Equipment Cleaners, helpers &amp; Laborers</b>	2.86%	NA	3.79%	NA	9.60%	NA	8.50%	NA	7.14%	NA	6.64%	NA

Source: U.S. Bureau of the Census; NA: Not Available

**Table E-21: Employment by Occupation**

Category	Jefferson County				Georgia			
	1990		2000		1990		2000	
<b>TOTAL All Occupations</b>	6,780	100%	5,952	100%	3,092,057	100%	3,839,756	100%
<b>Executive, Administrative and Managerial (not Farm)</b>	331	4.88%	576	9.68%	378,984	12.26%	538,647	14.03%
<b>Professional and Technical Specialty</b>	496	7.32%	784	13.17%	383,012	12.39%	717,312	18.68%
<b>Technicians &amp; Related Support</b>	207	3.05%	NA	NA	110,766	3.58%	NA	NA
<b>Sales</b>	598	8.82%	440	7.39%	379,746	12.28%	446,876	11.64%
<b>Clerical and Administrative Support</b>	642	9.47%	624	10.48%	494,823	16.00%	581,364	15.14%
<b>Private Household Services</b>	52	0.77%	NA	NA	15,882	0.51%	NA	NA
<b>Protective Services</b>	94	1.39%	NA	NA	52,596	1.70%	NA	NA





Occupation	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
<b>Service Occupations (not Protective &amp; Household)</b>	774	11.42%	556	9.34%	302,084	9.77%	444,077	11.57%
<b>Farming, Fishing and Forestry</b>	349	5.15%	158	2.65%	68,111	2.20%	24,489	0.64%
<b>Precision Production, Craft, and Repair</b>	860	12.68%	1,209	20.31%	366,819	11.86%	346,326	9.02%
<b>Machine Operators, Assemblers &amp; Inspectors</b>	1,486	21.92%	630	10.58%	262,930	8.50%	415,849	10.83%
<b>Transportation &amp; Material Moving</b>	392	5.78%	602	10.11%	142,189	4.60%	254,652	6.63%
<b>Handlers, Equipment Cleaners, helpers &amp; Laborers</b>	499	7.36%	NA	NA	134,115	4.34%	NA	NA

Source: U.S. Bureau of the Census; NA: Not Available

Category	1990		2000	
<b>TOTAL All Occupations</b>	115,452,905	100%	129,721,512	100%
<b>Executive, Administrative and Managerial (not Farm)</b>	14,227,916	12.32%	17,448,038	13.45%
<b>Professional and Technical Specialty</b>	16,287,187	14.11%	26,198,693	20.20%
<b>Technicians &amp; Related Support</b>	4,251,007	3.68%	NA	NA
<b>Sales</b>	13,606,870	11.79%	14,592,699	11.25%
<b>Clerical and Administrative Support</b>	18,769,526	16.26%	20,028,691	15.44%
<b>Private Household Services</b>	520,183	0.45%	NA	NA
<b>Protective Services</b>	1,981,723	1.72%	NA	NA
<b>Service Occupations (not Protective &amp; Household)</b>	12,746,927	11.04%	15,575,101	12.01%
<b>Farming, Fishing and Forestry</b>	2,835,950	2.46%	951,810	0.73%
<b>Precision Production, Craft, and Repair</b>	13,077,829	11.33%	11,008,625	8.49%
<b>Machine Operators, Assemblers &amp; Inspectors</b>	7,886,595	6.83%	12,256,138	9.45%
<b>Transportation &amp; Material Moving</b>	4,715,847	4.08%	7,959,871	6.14%
<b>Handlers, Equipment Cleaners, helpers &amp; Laborers</b>	4,545,345	3.94%	NA	NA

Source: U.S. Bureau of the Census; NA: Not Available

**Employment Status**

Table E-23 outlines labor force participation in Jefferson, Burke and Washington Counties, the State of Georgia and the United states in 2000.

	Jefferson	U.S.A.	Georgia	Burke	Washington
<b>Total in Labor Force</b>	52.2	63.9	66.1	56.5	53.7
<b>Civilian Labor Force</b>	52.2	63.4	65	56.2	53.7
<b>Military Labor Force</b>	0	0.5	1.1	0.3	0
<b>Males in Labor Force</b>	52.4	42.5	40.6	47.7	53.7
<b>Females in Labor Force</b>	47.6	57.4	59.4	52.3	46.3

Source: U.S. Bureau of the Census



It can be seen from this chart that Jefferson County has the lowest percentage of the total population 16 years or older (labor force) that are participants in the labor force. Jefferson County has a total force of 52.2 % of 16 year olds that are working. This is somewhat lower than Burke (56.5%) and Washington (53.7%) counties and considerably lower than the State of Georgia (66.1%) and the United States (63.9) It is also interesting to point out that Jefferson County and Washington County both have a greater percentage of males in the labor force while Burke County, the state of Georgia and the United States have a greater percentage of females.

**Unemployment**

Table E-24 shows information about labor force participation and unemployment in Jefferson County in 1990. These figures are compared to Burke and Washington Counties, the State of Georgia and the United States. The unemployment rate in 1990 in Jefferson County was higher than the state and national unemployment rate, but was very similar to neighboring counties. This illustrates the regional distress in the economy, in and around Jefferson County.

It is important to point out that between 1990 and 2000 the state and national unemployment rates dropped while the three counties increased, with Jefferson County seeing the largest increase from 7.9% to 11.75%.

**Table E-24: Labor Force Participation and Unemployment, 1990**

	Jefferson	U.S.A.	Georgia	Burke	Washington
<b>Labor Force</b>	7,362	123,473,450	3,278,378	8,614	8,703
<b>Employed</b>	6,780	115,681,202	3,090,276	7,905	8,053
<b>Unemployed</b>	582	7,792,248	188,102	709	650
<b>Unemployed rate of Labor Force</b>	7.9	6.31	5.73	8.23	7.4

Source: U.S. Bureau of the Census; Woods & Poole Economics

**Table E-25: Labor Force Participation and Unemployment, 2000**

	Jefferson	U.S.A.	Georgia	Burke	Washington
<b>Labor Force</b>	6,747	138,820,935	4,129,666	9,108	8,626
<b>Employed</b>	5,952	129,721,512	3,839,756	8,220	7,804
<b>Unemployed</b>	793	7,947,286	223,052	842	822
<b>Unemployed Rate of Labor Force</b>	11.75%	5.70%	5.40%	9.24%	9.52%

Source: U.S. Bureau of the Census; Woods & Poole Economics

Table E-25 represents the labor force participation and unemployment in 2000. The table shows that Jefferson County has an unemployment rate of 11.75%. Ten years later, the unemployment rate in Jefferson County has increase 4 percentage points and remains higher than the state and national rates. The rate is also higher than Burke and Washington Counties by 2% and more than double the State and national rates. These rates are even higher after the labor force decreased, but the number of unemployed workers increased by 211. The neighboring counties' unemployment rates increased, but only half of the increase that Jefferson County saw.

Table E-26 shows a year -by -year breakdown of unemployment rates for Jefferson County, Burke County, Washington County, the state of Georgia and the nation.

The three counties have consistently fluctuated over the past twelve years, while the state and nation have remained quite steady, not increasing or decreasing by more than 2% from any year to the other. This illustrates that a small economy like Jefferson County with relatively few employers, is much more sensitive to economic shifts such as plant closings, lay-offs, or downsizing than is a large economy like the Georgia economy or the U.S. economy.

	<b>Jefferson</b>	<b>Burke</b>	<b>Washington</b>	<b>Georgia</b>	<b>U.S.A.</b>
<b>1990</b>	8.2	10.9	5.9	5.5	5.6
<b>1991</b>	6.7	11.2	5.1	5.0	6.8
<b>1992</b>	8.7	15.8	5.6	7.0	7.5
<b>1993</b>	7.6	12.0	4.5	5.8	6.9
<b>1994</b>	7.2	12.3	3.8	5.2	6.1
<b>1995</b>	11.3	13.9	5.5	4.9	5.6
<b>1996</b>	13.6	16.4	6.0	4.6	5.4
<b>1997</b>	13.3	14.7	9.0	4.5	4.9
<b>1998</b>	12.3	13.1	8.4	4.2	4.5
<b>1999</b>	13.4	9.6	7.5	4.0	4.2
<b>2000</b>	9.2	7.7	5.1	3.7	4.0
<b>2001</b>	9.8	7.8	4.8	4.0	4.7
<b>2002</b>	10.6	8.8	5.4	5.1	5.8

Source: U.S. Bureau of the Census; Woods & Poole Economics

**Commuting Patterns**

Employment opportunities within the county are primarily service or public administration geared to the needs of the immediate population. In 2002 approximately 66% of the working population of Jefferson County worked within the county. This number is higher than the state average but lower than the national average.

<b>Category</b>	<b>1990</b>	<b>2000</b>
<b>Worked in County of Residence</b>	5219	3842
<b>Worked outside county of Residence</b>	1399	1924

Source: U.S. Bureau of the Census; Woods & Poole Economics

Overall there is a trend for more and more people to work outside of their county of residence. It can be seen that Jefferson County experienced a greater percentage loss than its peer counties, the State of Georgia and the Nation as a whole. Although the county will continue to actively promote and encourage non- residential development in appropriate locations, it will most likely increase its commuter/bedroom community orientation.

The table below takes a closer look as to where Jefferson County residents are commuting to work:

**Table E-28: Number of Commuters From Jefferson County and Destination County**

Number of Workers	County of Employment	County of Residence
3,842	Jefferson County	Jefferson County
507	Richmond County	Jefferson County
315	Washington County	Jefferson County
220	McDuffie County	Jefferson County
192	Burke County	Jefferson County
153	Columbia County	Jefferson County
153	Emanuel County	Jefferson County
106	Johnson County	Jefferson County
51	Baldwin County	Jefferson County
40	Glascock County	Jefferson County
34	Jefferson County	Jefferson County
26	Bibb County	Jefferson County
26	Hancock County	Jefferson County
16	Laurens County	Jefferson County
14	Bulloch County	Jefferson County
14	Jenkins County	Jefferson County
13	Fulton County	Jefferson County
13	Tattnall County	Jefferson County
10	Chatham County	Jefferson County
8	Wilkinson County	Jefferson County
6	Houston County	Jefferson County
4	Toombs County	Jefferson County
3	Hall County	Jefferson County

Source: U.S. Bureau of the Census

**Table E-29: Persons Working in Jefferson County**

County of Residence	Number of Workers	% of Workers
Jefferson County	3842	69.9%
Richmond County	292	5.5%
McDuffie County	220	4.0%
Burke County	192	3.5%
Glascock County	175	3.2%
Emanuel County	170	3.1%
Columbia County	132	2.4%
Washington County	67	1.2%
Other	409	7.4%

Source: U.S. Bureau of the Census

## **Economic Development Agencies**

Effective economic development programs are a group effort; involving not only local government and staff but also the cooperation of and resources available from other potential partners that have programs at various levels.

- **The CSRA Unified Development Council**

The CSRA UDC is a voluntary organization of concerned local and regional economic development groups, community service associations, and educational institutions whose purpose is to continuously improve the area's economic structure and quality of life. The CSRA UDC provides its members with such services as city/county/regional planning, state and federal grant applications, historic preservation, small business loans, data services and strategic planning

- **Jefferson County Development Authority/Chamber of Commerce**

The Development Authority/ Chamber of Commerce is actively involved in promoting tourism, business and industrial development, and improving the quality of life for Jefferson County residents.

- **Jefferson Energy Cooperative**

Operation Round Up is an innovative program that provides funding for all kinds of worthy projects in Jefferson County and the surrounding service area. Through Operation Round Up, Jefferson Energy Cooperative Foundation fills the food, shelter, health and education needs of people in the community. The Jefferson Energy Cooperative bills of participating consumers are automatically "rounded-up" to the nearest dollar. For example, if a bill is \$92.71 the payment will be \$93.00 with the 29 cents going directly to the Jefferson Energy Cooperative Foundation. The average Member contributes about six dollars a year. Requests for assistance from The Jefferson Energy Cooperative Foundation are evaluated and awarded by a separate board of directors, made up of nine volunteer leaders from Jefferson County and the surrounding service area. The Jefferson Energy Cooperative Foundation is a state chartered, non-profit organization and any small administrative costs will be absorbed by Jefferson Energy Cooperative.

- **Georgia Power Company, Economic Development Division**

Georgia Power is the oldest economic developer in Georgia, and has an economic development division whose primary role is to attract businesses to the state. Georgia Power's primary local contact for economic development issues is generally the Chamber of Commerce. Georgia Power's Community Development Department also serves as a clearinghouse for communities to identify matching grants and other programs to plant trees, add fire hydrants or upgrade the water and sewer infrastructure. The sources of grant money may be state or federal agencies.

- **Georgia Department of Industry, Trade and Tourism**

The Georgia Department of Industry, Trade and Tourism (GITT) is a state-funded agency mandated to serve as the agent for all the cities and counties in the State of

Georgia. The GITT's primary purpose is to assist potential businesses considering locating in Georgia by identifying an optimal location for their operational needs. GITT has a working relationship with the utility companies, rail systems, banks, universities and other agencies with resources to facilitate economic development.

- **Georgia Department of Community Affairs**

The Department of Community Affairs is responsible for state administration of many incentive programs as well as providing technical assistance in the area of economic development to local governments, development authorities, and private for-profit entities.

- **OneGeorgia Authority**

OneGeorgia Authority utilized one-third of the state's tobacco settlement to assist the state's most economically challenged areas. The \$1.6 billion is anticipated to be available over the 25-year term of the settlement. OneGeorgia investments are targeted towards Tier 1 and 2 counties, based on the four-tier job tax credit map. Tier ranking is based on unemployment and poverty rates in addition to per capita income. Jefferson County is a Tier 1 county, eligible for OneGeorgia assistance.

## **Economic Development Programs and Tools**

- **Georgia Business Expansion Support Act**

In 1994, the State passed legislation for tax credits against state income taxes to encourage economic development in Georgia. Some of the programs are targeted to specific industry groups (industry, tourism, and research and development) while others apply to all employers. For instance, tax credits for retraining employees and for providing childcare are available to all businesses.

Job tax credits and investment tax credits are available to the targeted industry groups at different levels, depending on the economic development relative needs of an area. The following is a brief description of potential programs

*Job Tax Credit.* Applies to business or headquarters of a business engaged in manufacturing, warehousing and distribution, processing, tourism, and research and development industries. Does not include retail businesses.

*Investment Tax Credit.* Allows a corporation or person, which has operated an existing manufacturing facility in the state for the previous three years to obtain a credit against income tax liability.

*Retraining Tax Credit.* Any employer in Jefferson County that provides retraining for employees is eligible for a tax credit equal to 25% of the costs of retraining per full-time student up to \$500.

*Child Care Credit.* Any employer in Jefferson County that provides or sponsors childcare for employees is eligible for a tax credit of up to 50% of the direct cost of operation to the employer. The credit cannot exceed more than 50% of the taxpayer's total state income tax liability for that taxable year.



*Manufacturing Machinery Sales Tax Exemption.* Provides for exemption from the sales and use tax for manufacturing equipment

*Primary Material Handling Sales Tax Exemption.* Provides for exemption from the sales and use tax on purchases of primary material handling equipment which is used directly for the handling and movement of tangible personal property in a new or expanding warehouse or distribution facility when such new facility or expansion is worth \$10 million or more.

*Electricity Exemption.* Electricity purchased for the direct use in manufacturing a product is exempt from sales taxes when the total cost of the electricity makes up 50% or more of all the materials used in making the product. It allows full exemption on the sales tax and is available for new and existing firms.

- **Financing Mechanisms**

**Community Improvement Districts:** The Georgia Constitution provides for a special tax district called a Community Improvement District (CID). This type of district can be created only upon the petition of the property owners themselves, and is managed by a board that includes representatives of the property owners and the County. Under a CID, only nonresidential property is subject to the special tax, and the funds must be used only for certain public facilities, such as roads and water and sewer utilities. The funds can be used for both capital and operating expenditures, and the special nature of the Act allows the basis of taxation to be the development density or impact of a property as well as its assessed value. The Act also allows debt financing without referendum since a majority of the property owners (who must own at least 75% of the properties by value) must request the CID designation. A plus for the City is that debts of a CID are not debts of the government and do not affect the City's debt limit, while the CID can enjoy a lower interest rate due to its quasi-governmental structure.

**Urban Enterprise Zone:** Under an Urban Enterprise Zone, specific areas are delineated where deteriorating physical or market conditions have resulted in little or no investment in property improvements or development. Within an Urban Enterprise Zone, if a property owner renovates or develops a site, the City's property taxes can be frozen at the pre-improvement level for a specified time period, then rising in annual steps to full value taxation at the end of the period. This approach is useful in encouraging investment that would otherwise not occur, and in eventually increasing the tax base where taxes would otherwise continue to fall through depreciation.

Urban Enterprise Zones can be set up through State legislation for commercial, industrial or housing investment, but should be used only where development would not otherwise occur.

**Tax Increment Financing:** This approach allows property taxes to rise as sites are developed or improved, but directs all or some of the increase over and above the pre-improvement tax level into public facilities that have been built to support the area's revitalization. In effect, the government takes the risk through provision of public improvements up front, and then pays itself back through the higher tax collection increment while assuring that the pre-improvement tax collections continue to go into the general fund. Once the improvements are paid for, all of the taxes will go into the general fund. This approach can be very useful

in a carefully controlled revitalization effort for a deteriorating area, where future renovations and development can be reasonably anticipated but are dependent on a general improvement to the area.

**Development Impact Fees:** Fair and reasonable development impact fees can be a useful tool in encouraging economic development when the development community recognizes that adequate public facilities are important to attracting buyers and tenants to their developments. This maintains the long-range health of the community and therefore the continued ability of development to be a profitable enterprise.

## **Education and Training Opportunities**

- **Educational and Training Opportunities**

Augusta Technical Institute has opened the area's first high-tech "incubator", a facility that offers engineers, scientists, researchers and other free or low-cost technical support as well as office and research space. This facility is an extension of Augusta Tech's QuickStart Program.

In addition to Augusta Tech, Swainsboro Technical Institute and an extension of the Georgia Institute of Technology provide technical training and support. Sandersville Regional Technical Institute has recently opened a satellite campus in Jefferson County.

The Business and Industry Services department at Sandersville Technical College focuses on the specific skills that are needed in the local economy whether it is necessary to improve computer skills, or to learn more about small engines. The mining industry has been and continues to be extremely important to the economic development of the area. Sandersville Tech is a source for MSHA training for employees and contractors in the five-county area. They also provide OSHA training, Medic First Aid, forklift safety and Electrician, Plumbing, and HVAC License recertification to meet the annual requirements.

- **Sandersville Technical College – Jefferson County Technical Education Center**

The Jefferson County Technical Education Center is located at 1257 Warrior Trail in Louisville, adjacent to the High School. This facility is a Sandersville Technical College location which teaches various vocation skills through a dual enrollment program with the High School and also teaches curriculum to an average of 135 students per quarter. There are two locations for instruction; one is a 10,000 sf facility and the other is a commercial truck driving range that covers 10 acres. The entire campus covers nearly 18 acres. The instructional building is operating at capacity and has even brought in portable classrooms to handle the overflow. The Technical School is planning on expanding into teaching welding and electrician curriculum.

The Adult Literacy Program for adults who want to improve their basic education skills. This program is designed for adults who have different needs, backgrounds, and skill levels. Classes are offered during the day and evening and offered in Louisville and Wrens. The program consists of the following five general services:

*Basic, General, and Specialized Education:* Instruction is provided in the areas of reading, arithmetic, writing and grammar, science, social studies and life skills.

*GED Test Preparation:* Through general and specialized instruction and practice tests, instructors help students prepare to successfully complete the GED Examination.

*Workplace Literacy Programs:* Customized on-site programs on a cost recovery basis to assist employers in helping its employees improve skills needed to perform present and future jobs.

*English Language Programs:* English Language programs are designed to assist non-English speaking adults develop the English speaking, writing and life skills needed to live and work in the United States.

*General Education Diploma (GED) Testing:* Sandersville Tech is the GED Testing Center for a five county area which includes Jefferson County. The test is offered monthly at Sandersville Tech and periodically in Jefferson County.

Dual Enrollment-HOPE offers opportunities for students throughout Georgia to earn a technical college credential while attending high school. The purpose of dual enrollment-HOPE is to allow high school students to begin a postsecondary program in their chosen career field while attending high school.

Students in the Sandersville Technical College service area take courses taught by Sandersville Tech instructors and earn credit at both Sandersville Tech and their high school. This option prepares students for the workforce and also allows them to experience postsecondary courses, thus facilitating a smooth transition for students as they graduate from high school and continue their education.

Current Dual Enrollment-HOPE programs offered through Sandersville Tech include the following that are embedded in Sandersville Technical College diplomas: MOS Excel and Access Certificate, Web Site Fundamentals Certificate, and Wire Welding Certificate. The following programs are also offered: Certified Nurse Assisting Certificate, Certified Customer Service Specialist Certificate, and Certified Manufacturing Specialist Certificate.

Tech Prep is a nationwide career development system that serves students by facilitating their smooth transition from secondary schools into postsecondary education, encouraging postsecondary learning, and eliminating undue entrance delays, duplication of course content, or loss of credit. Tech Prep students follow a program of study for their chosen career field that enables them to reach their career goals.

Tech Prep begins in high school and requires at least two years additional education in a college/university, technical college, or apprenticeship.

Tech Prep introduces students to various careers and offers them a planned sequence of courses from secondary through postsecondary education, often including the opportunity for worksite learning, to help them become qualified for their chosen careers. The mission of Tech Prep is to provide every student an opportunity to participate in a seamless educational system that includes high-level academic and technical preparation for workforce readiness and lifelong learning. Workplace learning

available through Tech Prep helps students see how their academic subjects are actually used in the work world and why they are important to future success.

### Workforce Development

The staff and faculty in the Business and Industry Services department at Sandersville Technical College continue to focus on the specific skills that are needed in today's competitive economy whether it is necessary to improve computer skills, or to learn more about small engines, The mining industry has been and continues to be extremely important to the economic development of the area. Sandersville Tech is a source for MSHA training for employees and contractors in the five county area. They also provide OSHA training, Medic First Aid, forklift safety and Electrician, Plumbing, and HVAC License recertification to meet the annual requirements. Other specific workforce development programs offered are:

*Certified Customer Service Specialist-* This 160 (15 credit) hour certificate course provides training in the skills needed by service industries in which customer contact skills are vital. Topics include: business principles/quality customer service basics; positive work ethics; customer contact skills and computer skills. Participants will complete a refresher course in business writing and business math as well as learn important tips on projecting a positive image, personal wellness and job interview skills.

*Certified Manufacturing Specialist-* This 160 (15 credit) hour certificate course was designed by industry training professionals. The course provides participants with an overview of the functional and structural makeup of a manufacturing organization. Subjects include: organization structure, common process equipment, team skills, quality control methods, safety, personal wellness and job interview skills. In short, participants learn the skills needed to be successfully employed in a manufacturing environment.

*Mechanical and Electrical Maintenance Skills Assessment and Training-* Sandersville Tech offers comprehensive customized training services to businesses in Jefferson County. The staff will work with the company to assess your training needs and develop a proposed training plan.

*Georgia Retraining Tax Credit-*In addition to receiving a skilled workforce, companies participating in certain programs may be eligible for a tax credit under this incentive.

- **East Central Georgia Workforce Investment**

The East Central Georgia Consortium (ECGC) provides adult employment and training services, career advice and technical skills and training to adults and dislocated workers and provides youth apprenticeship programs in Jefferson County. The ECGC also provides On the Job Training (OJT) for industries located in Jefferson County and the ECGC service area.

## ASSESSMENT

### **Employment by Sector**

It is important to point out that certain sectors will continue to grow while others will decrease in size. The data shows that farm employment will decrease over time while the

service industry will grow during the next 25 years. The service sector for the state of Georgia is projected to be steady and slightly increasing over the next 25 years, but the service sector is twice as large in the state of Georgia as Jefferson County. Conversely, the manufacturing sector in Jefferson County is projected to decrease over the next 25 years but this sector in Jefferson County is actually twice the size as the sector as a whole throughout Georgia. Jefferson County should concentrate on cushioning the loss of manufacturing jobs by improving housing and focusing on increasing other service sector jobs.

The projected increase in state and local government services may indicate a rise in the population which would necessitate more, efficient services offered by governments. There will be a greater need for employees to help provide these services.

### **Earnings by Sector**

The State of Georgia has a diversified economy with various sectors that provide a more evenly balanced dispersion of sector wages. A more diverse economy which spreads can spread wages over a wider variety of sectors is less susceptible to economic decline because of one business closing. In Jefferson County, there are is a high susceptibility to economic decline if a manufacturer closes or relocates. With 34% of sector wages coming from manufacturing, this is a very important sector in the County's economy. The county may want to focus on retention, ensuring that the manufacturing employers stay in the county to stave off a quick economic decline, while seeking to encourage large businesses to relocate.

The county has plenty of land available for economic development to build and or expand business centers which can help in retaining local businesses and which is critical in furthering economic development.

Over the next 25 years, there will be a slight decline in manufacturing by percent of sector earnings, but an increase in wages earned in this sector. The decline will only be a 4%, services sector increasing by just over 2% compared to the state's service sector earnings, which will see the greatest sector wages increase of 7% over the next 25 years. The service sector wages though will nearly double in 25 years, by increasing from \$17.4 million to \$32.8 million. This increase is similar to the increase in manufacturing sector wages by over \$16 million over 25 years.

Another sector that will double in wages is the finance, insurance, and real estate sector. This sector will increase from only \$5.8 million to \$10.7 million in sector wages over 25 years. This is an increase of nearly \$1 million every five years. This increase could be attributed to new housing starts, people locating in the county, and even planning their finances for the future.

Local governments develop their economies by enhancing their transportation infrastructures. Jefferson County is improving the transportation network in the county and should concentrate on developing the areas around these important networks. It is also important for the local governments to prepare written plans for their economic development programs to take a critical look at the circumstances and identify opportunities to capitalize on emerging industries. Jefferson County needs to focus on the



critical issues of retaining manufacturing, and set priorities for diversification of the economy.

### **Average Weekly Wages**

The average weekly wage in all sectors rose 67% over 10 years in the state of Georgia whereas the average weekly wage in Jefferson County rose 54% over 10 years. In monetary amounts, the increase for Georgia wages went from \$424 per week to \$676 per week, an increase of \$252 per week. These wages translate into an average annual pay of \$35,152 for Georgia wage earners. In monetary amounts, the increase for Jefferson County wages went from \$322 to \$488, an increase of only \$166 per week, which is almost \$100 less of an increase than for the state. The average annual wages in Jefferson County translate into \$25,376, which is \$10,000 a year less than the state average. For every \$1.00 earned in the state of Georgia, Jefferson County residents are only earning 72¢.

Although the average weekly wage is lower in Jefferson County, than in the State, this can be attributed to many factors. The cost of living in Jefferson County is lower than in highly industrialized and commercialized areas of the state, such as the Atlanta area. The high paying jobs in Atlanta could make the state average increase.

Earnings in all sectors have increased steadily since 1990, although employment has not increased in all sectors. Manufacturing employment has decreased from 2,683 in 1990 to 1,980 in 2000. This is a 26.2% decrease in employment, but wages during that same time have increased from \$328 to \$586. This is a 79% increase in wages over a period of ten years. It is projected that manufacturing employment will steadily increase over the next 25 years. Farm employment has also decreased from 921 in 1980 to 544 in 2000, with a projection of decreasing further by 2025.

To raise the weekly wages of Jefferson County employees, the county should focus on retaining the manufacturing jobs in the community and possibly providing firm-specific job training as a business incentive to ensure the population is trained for possible expansions and/or new manufacturers moving into the county. More general programs for job training, which focus on the needs of workers and on a broader range of community businesses should also continue through the Workforce Investment Boards and various public-private partnerships.

### **Personal Income by Type**

The trend that Jefferson County residents earn their income outside of the county illustrates that there are not jobs available for the workforce living in Jefferson County. This can also illustrate a lack of skilled labor to offer relocating businesses. An unskilled labor pool is a barrier to economic development. The very high percentage of transfer payments to persons signifies that income is not being generated by over a quarter of the residents in or out of the county to be spent in the county. These residents also may not be able to work or are just unskilled for the opportunities in the area. Job training and workforce development needs to be a large part of the local economic development plan. History has shown that the transfer payments have either increased or remained steady over the years. This trend needs to be addressed.



Jefferson County transfer payments to individuals are well above the state average where in the past data and forecasted data show that the county is twice as high in transfer payments than the rest of the state and is at least 2% higher than the neighboring counties.

### **Major Economic Activities**

Enhancing the transportation infrastructure will help develop the economy in Jefferson County. With the future expansion and improvement of both the Wrens airport and the Louisville Airport, the county can capitalize on the opportunity in hopes using transportation to attract new industries. Glit/Microtron is already in the process of doubling the size of their Jefferson County facility.

Jefferson County has also acquired a satellite campus of Sandersville Technical College. The school teaches various vocation skills through a dual enrollment program with the High School and also teaches curriculum to an average of 135 students per quarter.

The County has been proactive in the areas of planning and providing the necessary infrastructure to attract industry as in the development of the Louisville Airport Industrial Park. In addition, the widening of the Fall Line Freeway, State Routes 1 and 88 and renovations at both airports will be a major asset in attracting future economic growth.

### **Special and Unique Economic Activities**

Throughout Georgia, tourism is the second most important industry and a viable economic development strategy for many rural communities. Jefferson County and the municipalities are in the process of pursuing various strategies aimed at promoting tourism and stimulating to the local economy. These efforts include working with other community in establishing a Civil War Heritage Trail and participating in the Georgia Scenic Byways program. The purpose of both of these programs is to capitalize on unique historical and scenic qualities that offer Jefferson County regional, state and national exposure. Participation in such programs should continue and more opportunities should be sought.

Aggressive marketing campaigns have succeeded in small communities throughout the state. Warren County and the municipalities are well positioned to capitalize on tourism. In addition to the Ogeechee River, numerous historical and recreation qualities provide good tourism opportunities. The county has applied for numerous state and federal grants aimed at enhancing potential tourist areas such as the Louisville historic district.

### **Employment by Occupation**

The three top occupations of County residents in the year 2000 were production, transportation, and material moving occupations (30.4%), management, professional and related occupations (22.8%) and sales and office occupations (17.9%). These occupations account for over 70 % of the working residents of Jefferson County. Jefferson County has similar percentages to both Burke and Washington Counties. However the difference is more noticeable when compared to the State and National numbers. The top three occupations in Jefferson County do not compare to those of the state of Georgia and the country. The top three occupations in the state and country,

## ECONOMIC DEVELOPMENT

which have nearly identical ratios, are management, professional and related occupations (33%), sales and office occupations (27%), and production, transportation, and material moving occupations (15%). Service occupations are a close fourth place in both the state and country with 14%.

In state and country employment, the highest employment occurs in management, professional and related occupations at 33%, but in Jefferson County, this is the second highest employment occupation at 23%. The occupations in this grouping are normally higher paying jobs than the other occupation groupings and Jefferson County is lagging behind the state and the nation in this category. These occupations are important to increase the per capita income and to increase household incomes which will in turn be spent in the county. Since these higher incomes are limited, economic development will be held back in the county.

There are several workforce development and educational opportunities available to residents in Jefferson County, with Technical Colleges providing the necessary training for employment in the local businesses. These training programs and curriculum do not address management or professional jobs, but address technical and service jobs. The nearest four-year universities that would provide training and education for these professional jobs are in Augusta, Georgia. Below is a list of the nearest 4-year universities available to Jefferson County residents.

- 4-yr: Augusta State University at Augusta (48 miles) with 5,400 students.
- 4-yr: Medical College of GA at Augusta (48 miles) with 2,001 students.
- 4-yr: Paine College at Augusta (48 miles) with 880 students.
- 4-yr: Georgia Southern University at Statesboro (63 miles) 15,000 students

Economic development issues may include inviting these four-year colleges and others into the community to encourage growth and education in these occupation areas. Satellite campuses or GSAMS classes could be offered to increase the management and professional occupations. These occupations could also be minimal because of the type of companies located in Jefferson County. There are no high-tech and few big businesses located in Jefferson County that would require a four-year degree or higher education.

In the two skilled labor categories, management and professional and sales and office, Jefferson County falls below both the state and national averages by nearly 10% in each category. However in the production, transportation and material moving category Jefferson County has more than twice the percentage of employees in that sector than both the state and national averages. This could be indicative of the excellent transportation routes in and through Jefferson County and the availability of job training in these types of occupations. Continued development of industrial and commercial facilities may have a future impact on what occupations are available for residents.

In Jefferson County, all occupations have decreased a total of 828 jobs or 12%. In contrast, jobs in the State of Georgia have increased 747,699 or 24%. The difference between the two is 36%. The biggest job loss in Jefferson County came in the machine operators, assemblers and inspectors occupation category with a loss of 856 jobs or a 58% decrease in this occupational category. This is a huge hit to the economy of Jefferson County. The largest increase in jobs came in the precision production, craft, and repair category with an increase of 349 jobs or a 40% increase. This occupational category also increased to be the highest percentage of overall jobs in the county with

20% of jobs coming from that category in 2000. This increase equates to 13% of overall jobs in 1990 or a 7% increase of the total jobs.

The largest occupational category increase for both the state and the country occurred in the professional and technical specialty category. For the state of Georgia, jobs increased 87% in that category, and for the nation, jobs in that occupational category increased 61%. These are both huge increases in those occupational categories. These increases help account for the overall increase in per capital income and average incomes around the nation, excluding Jefferson County.

### **Employment Status**

Jefferson County needs to improve its labor force. Currently only 34% of the county population has higher than a high school diploma (or equivalent). Jefferson County residents have access to several institutions that provide advanced vocational and academic diplomas such as Augusta Technical Institute, Augusta State University, Sandersville Technical College, and Paine College. Although the transportation network in and through Jefferson County is efficient, many residents do not have the capability to travel 48 or more miles to the nearest university to take classes. In addition, with the high poverty rates, the money to fund a college education is not available for non-traditional students.

### **Unemployment**

The unemployment rate in 1990 in Jefferson County was higher than the state and national unemployment rate, but was very similar to neighboring counties. This illustrates the regional distress in the economy, in and around Jefferson County.

Between 1990 and 2000 the state and national unemployment rates dropped while Jefferson County saw the largest increase in unemployment from 7.9% to 11.75%. The unemployment rates of neighboring Burke and Washington counties also increased over that same ten year period.

In 1990, Jefferson County had an unemployment rate of 7.9%. Ten years later, the unemployment rate in Jefferson County has increased 4 percentage points and remains higher than the state and national rates. The rate is higher than Burke and Washington Counties by 2% and more than double the State and national rates. These rates are even higher after the labor force decreased, even though the number of unemployed workers increased by 211. The neighboring counties' unemployment rates also increased, but only half of the increase that Jefferson County withstood.

The three counties have consistently fluctuated over the past twelve years, while the state and nation have remained quite steady, not increasing or decreasing by more than 2% from any year to the other. This illustrates that a small economy like Jefferson County with relatively few employers, is much more sensitive to economic shifts such as plant closings, lay-offs, or downsizing than is a large economy like the Georgia economy or the U.S. economy. Washington County's economy does not fluctuate as much as Jefferson County or even Burke County, but this is due to a more developed economy which includes a city run electric department and the kaolin mining industry.

A large employer in Jefferson County would help to lower the unemployment rate, but a better educated workforce would allow for a greater opportunity for employment.

### **Commuting Patterns**

In 2000, there were 5,766 people in the workforce in Jefferson County. Of those, 3,842 or 67% worked in Jefferson County. There is still a large percentage, 33% or 1,924 people who commute to work outside of Jefferson County. Of the individuals working in Jefferson County, 70% of them also live in Jefferson County. Therefore, 30% of individuals who work in Jefferson County do not live in Jefferson County. There are 1,924 individuals commuting to workplaces outside of Jefferson County and 1,657 individuals commuting to Jefferson County from other counties. This makes a difference of 267 more individuals commuting out of the county than commuting into the county for employment. This does not necessarily illustrate that Jefferson County is a bedroom community, but it does illustrate that there needs to be a better economic development plan to get those jobs into the County and keep those residents in the county to reduce commutes and increase revenue for the county.

This fact also illustrates that Jefferson County is obviously a desirable place to live. Affordable housing is available, but there probably is not enough middle class housing to attract higher income individuals into the community.

### **Economic Development Agencies**

The Jefferson County Development Authority and the Chamber of Commerce promote the county and municipalities for economic development purposes. Coordination with Georgia Power, Georgia Department of Industry, Trade & Tourism, the Department of Community Affairs and the CSRA Regional Development Center ensures that multiple agencies are assisting in those efforts. Existing support programs and tools are sufficient for the county's continued economic development. However, the county will need to pursue marketing and development efforts more aggressively. In particular, the county should supplement existing agencies assistance with its own programs. The regional agencies are responsible for multiple jurisdictions. As such, they are incapable of meeting all of Jefferson County's development needs. More resources need to be made available to the Development Authority.

Jefferson County residents have unprecedented access to education, job training and workforce development opportunities. In a rapidly changing economy where the opening or closing of a single plant can drastically change the community's economic base, local officials will need to monitor these programs more closely and coordinate extensively with area schools and technical colleges, as well as appropriate workforce development authorities.

In economic development planning, an important question is how much growth is desired. Not all residents agree on the definition of growth or even whether growth is a good idea. For some, Jefferson County should strive to become the major trade center it was centuries ago. For others, keeping the small town charm is why they live in Jefferson County and development should be limited. However, most agree that the Jefferson economy is under performing and needs to expand. Those who argue in favor of keeping Jefferson County a small rural community acknowledge that the continued exodus of population and jobs will only hurt the county and themselves in the long run.

Jefferson County's projected employment growth rate of 19.8% is well below the state average of 41.7%. It is important to recognize that Woods & Poole population projections are tied to projected employment. If the county manages to outperform in the employment indicator, a corresponding increase in population will appear in future projections. The county and municipalities will need to grow at the state average rate in order to meet economic development goals. This translates into 3,191 new jobs by 2025 instead of the 1,513 projected jobs. The types of businesses and industries to be encouraged will be primarily in manufacturing, transportation, communication and public utilities and finance, insurance and real estate as they conform to community's development goals and are appropriate for the skill level of the population.

### **Economic Development Programs and Tools**

Economic Development programs and tools are used to recruit industries, strengthen businesses and stimulate the economy among others. For Jefferson County and its municipalities, some programs are more effective than others. Job tax and investment credits, and manufacturing machinery sales tax exemptions are clearly effective as they relate directly to the types of industries in the community and provide incentives for existing industries to continue and expand their operations. These programs have been used effectively in the past and will continue to be used.

Incentives provided to industrial recruits through the Georgia Business Expansion Act provide good incentives for development but these incentives are not exclusively only in Jefferson County but are offered all over the state. As such, Jefferson County and the municipalities enjoy no competitive advantage. Jefferson County is already at a disadvantage as other, wealthier jurisdictions already have the sites, and water and sewer infrastructure needed to attract prospects in place. The various One Georgia programs provide funding for site development and infrastructure, and are vital resources needed by the county to remain competitive in recruiting industry. The One Georgia program provided funding for the Glit/Microton expansion and the county will benefit from infrastructure improvements and proximity to its primary population base.

Programs and tools for economic development revolve around incentives offered to recruit industry. Tax abatement has become an important policy in rural economic development statewide. The local government forgoes either full or part of taxes for the benefit of having jobs in the community, which in turn supports related businesses and industries. This is an important tool that needs to be used. The sheer number of jurisdictions offering this incentive in other parts of the state means that Jefferson County will have to offer it. In short, a combination of economic development tools and programs, along with local tax incentives and state funding for infrastructure will provide incentives to draw industry to Jefferson County and the municipalities.

Community improvement districts, enterprise communities, tax increment financing, and development impact fees are all important and useful economic growth tools that cities in Jefferson County can use to develop or redevelop downtowns or city sectors. However, not all of these tools are effective. Development impact fees, for example, are useful when demand for development is high and local governments have the luxury negotiating. In Jefferson County and the municipalities, the current economic realities are not conducive to development impact fees. Similarly, community improvement districts are useful when businesses absorb the extra cost. The struggling downtowns



throughout the cities in Jefferson County would not benefit from this tool. All of the cities in the county and the county have relied on state and federal funds, and the efforts of private citizens and civic groups associated with the Main Street Program, Downtown Development Revolving Loan Fund, and Local Development Funds, programs to revitalize downtown areas. These approaches have been highly successful and should continue.

### **Education and Training Opportunities**

There are several workforce development and educational opportunities available to residents in Jefferson County, with Technical Colleges providing the necessary training for employment in the local businesses. These training programs and curriculum do not address management or professional jobs, but address technical and service jobs. The nearest four-year universities that would provide training and education for these professional jobs are in Augusta, Georgia.

Economic development issues may include inviting these four-year colleges and others into the community to encourage growth and education in these occupation areas. Satellite campuses or GSAMS classes could be offered to increase education for higher paying occupations. There are relatively few positions located in Jefferson County that require a four-year degree or higher education. The workforce development and training is very extensive and targeted to the population and positions available in Jefferson County. These opportunities should be marketed and highlighted to attract businesses to the area.

### **Goals and Implementation**

The primary future economic development goal for Jefferson County and its cities is to encourage economic growth and nonresidential development in the appropriate locations. As the Central Savannah River Area Region continues to grow, Jefferson County needs to focus on capturing some of the growth that is occurring around them. Jefferson County should focus on creating opportunities for sustainable development, including targeting clean industry and tourism opportunities. The County and Cities should continue to strive for an appropriate balance between maintaining the rural character of Jefferson County and the need to provide appropriate employment opportunities and necessary services for its residents during the next 25 years.

All goals, objectives, and policies apply to Jefferson County and the municipalities unless otherwise noted.

Goal 1: Attract new business and retain existing ones.

Goal 2: Diversify the local economy.

Goal 3: Create employment opportunities for residents.

Goal 4: Increase educational attainment

Goal 5: Promote the county's tourist attractions.

Goal 6: Coordinate economic development with other elements in this plan.

To address these goals, Jefferson County and the municipalities will need to:



## ECONOMIC DEVELOPMENT

- Enhance and promote the growth and expansion of existing business and industry.
- Encourage collaboration between employers, employees, and existing educational facilities to establish an educated, quality, and sustainable workforce.
- Facilitate a relationship between federal, state, and local governments with business and industry to promote economic development.
- Nurture sectors that provide high earnings and wages.
- Encourage higher labor participation rates and reduced unemployment.
- Collaborate on a multi-jurisdictional level to promote tourism throughout the region.

Policies that will address these needs include:

- Participate more actively in regional economic planning entities such as the Unified Development Authority and the Unified Development Council.
- Take advantage of Tier Status to improve County's economic situation, by participating regionally with other counties and by using revolving loan funds to help start-ups.
- Encourage chamber of commerce to meet with all businesses – A Business Rotation “Team”.
- Use authority granted under the Georgia Enterprise Zone Employment Act to create jobs and economic activity in distressed neighborhoods.
- Encourage future development in areas with adequate services and infrastructure.
- Invest in water/sewer/natural gas projects where necessary.
- Encourage economic growth of existing populated and developed areas.
- Monitor existing industries for plant job reduction or closure.
- Work closely with surrounding area technical schools to assist local residents with job training and employment placement.
- Apply for state and federal grants to support tourism projects.
- Encourage higher education institutions to locate in the county (applies to Jefferson County).
- Attract retirees.

## INTRODUCTION

The housing element is an important part of the overall comprehensive plan as housing accounts for a significant share of land use in Jefferson County, and is vital to economic development efforts.

The purpose of the housing section is to inventory and assess the existing housing stock and to formulate a set of goals, objectives and policies to ensure adequate housing for future populations. The private sector has and will continue to play the primary role in providing housing. However, Jefferson County and the municipalities can facilitate the process through their statutory authority and regulatory power.

The Governor's Office has formulated a set of statewide planning goals that include Quality Community Goals to coordinate local government planning through the state under each of the comprehensive plan elements. One of the goals directly relates to housing: "To ensure that residents of the state have access to adequate and affordable housing". In accordance with the overall goal, the state has developed a Quality Community Objective to help direct local governments in formulating local goals, policies and objectives. The statewide objective is: "Quality housing and a range of housing size, cost, and density should be provided in each community, to make it possible for all who work in the community to also live in the community".

Jefferson County and the municipalities will work within the framework of the state initiative to support goals, objectives, and policies governing the future development of housing that meets the needs identified in the inventory and assessment components of this plan section.

## HOUSING SUPPLY

Table H-1 identifies the existing local housing stock and includes historical data for comparison with state averages. Since 1980, the total number of housing units in Jefferson County increased 11.2%, significantly below the state average of 63%. Approximately 63.1% of the current housing stock is stick built single-family units, with mobile homes or trailers accounting for 27.6%. The number of single-family units declined significantly in the past two decades. In 1980, single-family units accounted for 79.7% of the total housing stock, over 16% more than in 2000. The number of multi-family units declined from 9.7% to 9.3% in that same period.

The percentage of single-family units statewide has declined 8.7% since 1980. Multi-family units levels in Jefferson County have historically been low compared to the state average but since 1980 have decreased 0.4%. The decline in multi-family units is not surprising considering that the unincorporated area does not have an abundance of infrastructure typically required for increased residential development densities.

The number of mobile home units in Jefferson County has increased steadily in the past two decades, from 10.6% of total housing units in 1980 to 27.6% in 2000. By contrast, the number of mobile home units statewide has increased by less than 5% in that same period. In the past decade, neighboring jurisdictions have adopted stricter mobile home ordinances that led many mobile home owners to locate in Jefferson County.

## HOUSING

The cities of Avera, Bartow, Louisville, Stapleton, Wadley and Wrens experienced similar housing trends since 1980. In all cases, the number and percentage of single-family units declined while the share of mobile home units increased. The most dramatic change occurred in Bartow where the percentage of single-family units dropped from 92.8% to 69.4%. Throughout the municipalities, the number of multi-family units has remained relatively stable, with the exception of increases in both Wadley (+96.2%) and Wrens (+34.7%). The increase in multi-family units in Wadley and Wrens is a direct result of affordable and public housing initiatives undertaken since the 1980s.

<b>Table H-1: Housing Stock by Type, 1980-2000</b>						
	<b>1980</b>		<b>1990</b>		<b>2000</b>	
	Total	%	Total	%	Total	%
<b>Jefferson Co.</b>						
Single-Family	5,174	79.7%	4,727	66.9%	4,560	63.1%
Multi-Family	630	9.7%	556	7.9%	671	9.3%
Mobile Home	688	10.6%	1782	25.2%	1990	27.6%
Total	6,492	100.0%	7,065	100.0%	7,221	100.0%
<b>Avera</b>						
Single-Family	111	84.1%	95	77.2%	120	74.1%
Multi-Family	3	2.3%	0	0.0%	0	0.0%
Mobile Home	18	13.6%	28	22.8%	42	25.9%
Total	132	100.0%	123	100.0%	162	100.0%
<b>Bartow</b>						
Single-Family	128	92.8%	114	85.1%	75	69.4%
Multi-Family	6	4.3%	1	0.7%	6	5.6%
Mobile Home	4	2.9%	19	14.2%	27	25.0%
Total	138	100.0%	134	100.0%	108	100.0%
<b>Louisville</b>						
Single-Family	845	78.2%	719	76.9%	833	76.4%
Multi-Family	167	15.5%	108	11.6%	137	12.6%
Mobile Home	68	6.3%	108	11.6%	120	11.0%
Total	1080	100.0%	935	100.0%	1090	100.0%
<b>Stapleton</b>						
Single-Family	141	75.8%	104	61.9%	86	71.7
Multi-Family	22	11.7%	13	7.4%	8	6.6
Mobile Home	23	12.5%	51	30.7%	26	21.7
Total	186	100.0%	168	100.0%	120	100.0%
<b>Wadley</b>						
Single-Family	711	85.7%	606	63.3%	519	59.1%
Multi-Family	79	9.5%	107	11.1%	155	17.6%
Mobile Home	39	4.8%	235	25.6%	204	23.3%
Total	829	100.0%	958	100.0%	878	100.0%

**Table H-1: Housing Stock by Type, 1980-2000 Continued**

<b>Table H-1: Housing Stock by Type, 1980-2000 Continued</b>						
<b>Wrens</b>						
Single-Family	678	73.1%	666	68.6%	677	64%
Multi-Family	187	20.2%	180	18.5%	252	23.8%
Mobile Home	62	6.7%	112	12.9%	128	12.2%
Total	927	100.0%	970	100.0%	1,057	100.0%
<b>Georgia</b>						
Single-Family	1,525,070	75.8%	1,712,259	64.9%	2,201,467	67.1%
Multi-Family	334,622	16.6%	598,271	22.7%	681,019	20.8%
Mobile Home	152,948	7.6%	327,888	12.4%	399,251	12.1%
Total	2,012,640	100.0%	2,638,418	100.0%	3,281,737	100.0%
Source: U.S. Bureau of the Census						

**Age and Condition of Housing Supply**

There is a great variety in age of the housing supply in Jefferson County, as seen in Table H-2. Over 60% of the houses were built prior to 1980. The largest decade of growth was from 1990 to 2000 when 23.2%, a total of 1676 houses were built. This growth occurred after a decline during the 1980's. The City of Avera, which has the smallest percentage of homes built before 1939 (4.9%) saw the most growth during the period of 1990-2000. Over 58% or 94 of Wrens' housing were constructed during that period. The City of Wrens saw the smallest percentage of growth during that same time period with only 13.1% of the stock being constructed then. The town of Bartow has the highest percentage of houses built before 1939 (33.3%). As a whole Jefferson County saw a smaller percentage of new housing (23.2%) built during the 1990-2000 decade than did the state of Georgia (27.3%)

**Table H-2: Housing Stock by Age, 1980-2000**

<b>Table H-2: Housing Stock by Age, 1980-2000</b>				
<b>Jefferson County</b>	<b>HOUSING UNITS</b>		<b>ACCUMULATED UNITS</b>	
year structure built	number	percent	number	percent
1939 or earlier	755	10.5	775	10.5 more than 60 years old
1940-1959	1135	15.7	1890	26.1 more than 40 years old
1960-1969	982	13.6	2872	39.8 more than 30 years old
1970-1979	1479	20.5	4351	60.3 more than 20 years old
1980-1989	1194	16.5	5545	76.8 more than 10 years old
1990-march 2000	1676	23.2	1676	23.2 less than 10 years old
Total	7221	100	7221	100
<b>Avera</b>	<b>HOUSING UNITS</b>		<b>ACCUMULATED UNITS</b>	
year structure built	number	percent	number	percent
1939 or earlier	8	4.9	8	4.9 more than 60 years old
1940-1959	21	13	29	17.9 more than 40 years old
1960-1969	11	6.8	40	24.7 more than 30 years old
1970-1979	15	9.3	55	40 more than 20 years old
1980-1989	13	8	68	42 more than 10 years old
1990-march 2000	94	58	94	58 less than 10 years old
Total	162	100	162	100

# HOUSING

**Table H-2: Housing Stock by Age, 1980-2000 Continued**

<b>Table H-2: Housing Stock by Age, 1980-2000 Continued</b>				
<b>Bartow</b>	HOUSING UNITS		ACCUMULATED UNITS	
year structure built	number	percent	number	percent
1939 or earlier	36	33.3	36	33.3 more than 60 years old
1940-1959	23	21.3	59	54.6 more than 40 years old
1960-1969	9	8.3	68	63 more than 30 years old
1970-1979	9	8.4	77	71.3 more than 20 years old
1980-1989	16	14.8	93	86.1 more than 10 years old
1990-march 2000	15	13.9	15	13.9 less than 10 years old
Total	108	100	108	100
<b>Louisville</b>	HOUSING UNITS		ACCUMULATED UNITS	
year structure built	number	percent	number	percent
1939 or earlier	100	9.2	100	9.2 more than 60 years old
1940-1959	380	34.9	480	44 more than 40 years old
1960-1969	176	16.1	656	60.2 more than 30 years old
1970-1979	190	17.4	846	77.6 more than 20 years old
1980-1989	117	10.7	963	88.3 more than 10 years old
1990-march 2000	127	11.7	127	11.7 less than 10 years old
Total	1090	100	1090	100
<b>Stapleton</b>	HOUSING UNITS		ACCUMULATED UNITS	
year structure built	number	percent	number	percent
1939 or earlier	21	17.5	21	17.5 more than 60 years old
1940-1959	12	10	33	27.5 more than 40 years old
1960-1969	22	18.3	55	45.8 more than 30 years old
1970-1979	29	24.2	84	70 more than 20 years old
1980-1989	8	6.7	92	76.7 more than 10 years old
1990-march 2000	28	23.3	28	23.3 less than 10 years old
Total	120	100	120	100
<b>Wadley</b>	HOUSING UNITS		ACCUMULATED UNITS	
year structure built	number	percent	number	percent
1939 or earlier	137	15.6	137	15.6 more than 60 years old
1940-1959	172	19.6	309	35.2 more than 40 years old
1960-1969	89	10.1	398	45.3 more than 30 years old
1970-1979	119	13.6	517	58.9 more than 20 years old
1980-1989	125	14.2	642	73.1 more than 10 years old
1990-march 2000	236	26.9	236	26.9 less than 10 years old
Total	878	100	878	100
<b>Wrens</b>	HOUSING UNITS		ACCUMULATED UNITS	
year structure built	number	percent	number	percent
1939 or earlier	119	11.3	119	11.3 more than 60 years old
1940-1959	188	17.8	307	29 more than 40 years old
1960-1969	131	12.4	438	41.4 more than 30 years old
1970-1979	297	28.1	735	69.5 more than 20 years old
1980-1989	183	17.3	918	86.9 more than 10 years old
1990-march 2000	139	13.1	139	13.1 less than 10 years old
Total	1057	100	1057	100

Georgia	HOUSING UNITS		ACCUMULATED UNITS		
	year structure built	number	percent	number	percent
	1939 or earlier	192972	5.9	192972	5.9 more than 60 years old
	1940-1959	427488	13	620420	18.9 more than 40 years old
	1960-1969	416047	12.7	1036467	31.6 more than 30 years old
	1970-1979	608926	18.6	1645393	50.1 more than 20 years old
	1980-1989	721174	22	2366567	72.1 more than 10 years old
	1990-march 2000	915130	27.9	915130	27.9 less than 10 years old
	Total	3281737	100	3281737	100
Source: U.S. Bureau of the Census					

The availability of plumbing facilities and percentage of homes built prior to 1939 are often used as indicators of substandard housing. Overall, housing conditions throughout Jefferson County and the municipalities is adequate and comparable to state levels (Table H-3). This represents a significant improvement, particularly for the county, which managed to cut the number of housing units without complete plumbing facilities from 13.3% in 1980 to 1.7% in 2000. The only exception is Bartow where the percentage of housing units without adequate plumbing facilities is 10 to 15 times higher than countywide, regional and statewide figures.

The higher percentage of pre-1939 units highlights increased usage of historic homes and buildings in the municipalities, particularly within the cities' historic districts. Given the number and importance of historic districts in Jefferson County, date of construction is not an accurate indicator of housing conditions.

	Lack Plumbing			Pre-1939		
	1980	1990	2000	1980	1990	2000
<b>Jefferson Co.</b>	13.34%	4.36%	1.72%	24.21%	13.04%	10.46%
<b>Avera</b>	2.27%	7.32%	0.00%	37.12%	47.97%	4.94%
<b>Bartow</b>	36.96%	20.15%	16.67%	51.45%	22.39%	33.33%
<b>Louisville</b>	9.91%	1.07%	1.19%	23.89%	8.66%	9.17%
<b>Stapleton</b>	6.45%	1.79%	0.00%	38.17%	24.40%	17.50%
<b>Wadley</b>	7.84%	5.01%	1.71%	19.42%	9.71%	15.60%
<b>Wrens</b>	5.07%	1.03%	0.47%	21.47%	17.22%	11.26%
<b>CSRA</b>	N/A	2.10%	1.50%	N/A	9.40%	7.40%
<b>Georgia</b>	N/A	1.10%	0.90%	15.00%	8.00%	5.90%
Source: U.S. Bureau of the Census; N/A = Not Available						

## OCCUPANCY AND TENURE

Housing occupancy and tenure characteristics are important variables in determining the adequacy of the existing housing stock. Owner-occupied housing in Jefferson County and the cities of Bartow, Louisville, Wadley and Wrens is on par with the CSRA and state averages (Table H-4). Avera and Stapleton have significantly higher rates of owner-occupied housing, reflecting typically higher home ownership rates found in smaller rural communities. The percentage of owner-occupied housing units has remained



## HOUSING

relatively stable throughout Jefferson County and the municipalities. Bartow is the only jurisdiction to experience a sharp rise in the percentage of owner-occupied units.

The owner to renter ratio mirrors the above-mentioned trends and highlights either stable or increased home ownership throughout most jurisdictions in the county (Table H-4). In the unincorporated areas, the ratio has increased from 2.00:1 to 2.59:1 in the past decade, indicating that for every renter-occupied unit, there are 2.59 owner-occupied units. The trend of high owner to renter ratios is also seen in the municipalities, as well as the CSRA and elsewhere in the state. The only exception is Avera, where the ratio dropped from 6.62:1 to 4.63:1 since 1980.

**Table H-4: Occupancy and Tenure of Housing, 1980-2000**

	Occupied Units			Vacancy Rate			Owner-Occupied %		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Jefferson Co.</b>	5,946	6,093	6,339	N/A	15.93%	14.00%	61.09%	59.63%	63.34%
<b>Avera</b>	99	92	95	N/A	36.96%	57.89%	86.87%	67.39%	92.63%
<b>Bartow</b>	125	109	104	N/A	27.52%	11.54%	54.40%	53.21%	71.15%
<b>Louisville</b>	973	843	962	N/A	13.17%	12.06%	65.47%	64.89%	66.94%
<b>Stapleton</b>	150	132	103	N/A	21.97%	16.50%	78.00%	88.64%	78.64%
<b>Wadley</b>	775	830	764	N/A	14.46%	14.14%	63.61%	63.25%	62.96%
<b>Wrens</b>	848	893	932	N/A	9.74%	15.13%	61.91%	57.22%	54.94%
<b>CSRA</b>	117,685	139,071	158,840	N/A	13.10%	12.40%	65.10%	65.70%	68.40%
<b>Georgia</b>	1,871,700	2,366,600	3,006,400	7.00%	10.30%	8.40%	60.40%	58.20%	67.50%
Owner					Renter				
	Vacancy %	Renter-Occupied %			Vacancy %	Owner-Renter Ratio			
	2000	1980	1990	2000	2000	1980	1990	2000	
<b>Jefferson Co.</b>	0.02%	33.30%	30.81%	28.01%	0.15%	2.00:1	2.24:1	2.59:1	
<b>Avera</b>	0.00%	13.13%	29.35%	20.00%	0.00%	6.62:1	2.30:1	4.63:1	
<b>Bartow</b>	4.93%	45.60%	42.20%	21.15%	0.00%	1.19:1	1.26:1	3.36:1	
<b>Louisville</b>	0.27%	34.53%	32.86%	34.30%	0.48%	1.90:1	1.97:1	1.95:1	
<b>Stapleton</b>	8.73%	22.00%	16.67%	21.36%	0.00%	3.55:1	5.32:1	3.68:1	
<b>Wadley</b>	0.84%	36.39%	37.71%	37.83%	1.34%	1.75:1	1.68:1	1.66:1	
<b>Wrens</b>	0.31%	38.09%	41.66%	43.35%	0.92%	1.63:1	1.37:1	1.27:1	
<b>CSRA</b>	2.10%	34.90%	34.30%	31.60%	7.90%	1.89:1	1.91:1	2.17:1	
<b>Georgia</b>	2.20%	32.00%	31.50%	32.50%	8.40%	1.85:1	0.100706019	2.0:1	

Source: U.S. Bureau of the Census; N/A = Not Available

Vacant homes and apartment units are necessary to provide a choice of location and price for housing consumers. A healthy vacancy rate is approximately 5% and fluctuates according to the housing market. Too few vacant units drive up prices and limit housing choices, while too many reduces the demand for new units. Vacancy rates throughout Jefferson County are above both the CSRA and state average (Table H-4). In 2000, the vacancy rate in the county was 14% and ranged from 11.5% to 16.5% in the municipalities. The only exception is Avera where the vacancy rate is unusually high at 57.8%. In the past decade, vacancy rates declined in the county and Bartow, Louisville,

## HOUSING

Stapleton and Wadley but increased in Avera and Wrens. The CSRA and state averages dropped slightly in that same period.

With the exception of Bartow and Stapleton, the owner vacancy rate throughout Jefferson County and the municipalities is below 1%, significantly below the CSRA and state averages. Renter vacancy rates in jurisdictions that have available rental units range from 0.15% in the unincorporated areas to 1.3% in the Wadley. Renter vacancy rates are significantly below CSRA (7.9%) and state (8.4%) averages. Since a 5% vacancy is often cited as necessary for a healthy rental market, this suggests that more owner and rental units may be needed.

### COST OF HOUSING

The cost of housing in Jefferson County and the municipalities has increased steadily since 1980 but remains significantly below CSRA and state median values (Table H-5). The median property value of a Jefferson County home in 2000 was \$45,600, slightly higher than in Avera, Bartow, Louisville, and Wadley but below Stapleton and Wrens. By contrast, the median value of a home in the CSRA is \$73,500 and \$100,600 statewide. Between 1980 and 2000, the median value of a home in Jefferson County and the municipalities more than doubled. Median property values in the CSRA and state average have increased fourfold since 1980.

Median monthly rent throughout Jefferson County and the municipalities averages just under \$200, below the CSRA and state averages. This is primarily due to the lack of high-end apartment units for rent in the county and a relatively high number of multi-family public housing units. The least expensive rents are in the unincorporated area, Wadley and Wrens, where a cluster of affordable housing serves a majority of the low-income, unemployed, and low-wage retail and service sector labor force.

	Median Property Value			Median Rent		
	1980	1990	2000	1980	1990	2000
<b>Jefferson Co.</b>	\$21,300	\$37,700	\$45,600	\$54	\$218	\$183
<b>Avera</b>	\$13,300	\$33,800	\$39,500	\$49	\$225	\$264
<b>Bartow</b>	\$22,500	\$50,000	\$37,500	\$49	\$138	\$99
<b>Louisville</b>	\$23,300	\$47,600	\$44,400	\$60	\$247	\$189
<b>Stapleton</b>	\$15,200	\$36,700	\$52,800	\$49	\$144	\$220
<b>Wadley</b>	\$16,900	\$28,400	\$31,800	\$54	\$234	\$166
<b>Wrens</b>	\$25,100	\$39,500	\$60,000	\$65	\$215	\$161
<b>CSRA</b>	N/A	\$59,999	\$73,500	N/A	\$277	\$364
<b>Georgia</b>	\$23,100	\$71,278	\$100,600	\$153	\$365	\$505

Source: U.S. Bureau of the Census; N/A = Not Available

**ASSESSMENT****Housing Stock**

In the past two decades, the total number of housing units in Jefferson County and the municipalities has increased over 11%. While the housing growth rate was far below the state average of 63%, the statewide population increased along with new housing growth. During that same period, the local population declined from 6.1% in Jefferson County to an average 10% in the municipalities. Compounding population loss is decreasing household size (-.36 persons per household since 1980) and 5.8% increase in the number of new households across Jefferson County.

Approximately 63% of the current housing supply is stick built single-family units, with mobile homes or trailers accounting for 27.6%. Since 1980, there has been a shift in the county's housing types. Single family units that were dominant form of housing units in the 1980s, have continually declined both in absolute numbers and in their percentage of the total housing supply, while the number of mobile homes has increased 182% in the last 20 years. In 1980, 80% of the housing stock in Jefferson County was single-family units. By 2000, the rate dropped to 63%. A similar shift away from single-family units occurred in the municipalities. The most dramatic decline was in Bartow, where the percentage of single-family units declined from 93% to 69%.

Since 1980, the total number of single-family units contracted by 614 units or 11.8% in Jefferson County and the municipalities. While the number of multi-family units increased throughout the county, most notably in Wadley where multi-family units account for close to 18% housing supply, the growth of this housing type has not kept with increases mobile home units. The growth of mobile home units has been explosive. Since 1980, approximately 1300 new mobile home units, representing a 189% increase, were added to county's total housing supply and currently account for over 27.5% of the housing stock. Even in the municipalities, where available infrastructure is conducive to stick-built housing developments, close to 20% of all housing units are mobile homes. In Wadley, the percentage of mobile homes has increased almost fivefold since 1980.

A number of causes explain these housing trends. First, the decline of single family units mirrors population loss during the past two decades. Second, the increase in mobile home units is directly related to housing affordability. While the median value of a home in Jefferson County is \$45,600 and \$44,333 in the municipalities, mobile homes values rarely exceed \$33,000. Countywide income levels highlight the increasing popularity of mobile housing. Approximately 23% of the countywide population falls below the poverty line and per capita and average household incomes are significantly below the state average. Finally, over 20% of Jefferson County households and 25% of households in the municipalities earn less than \$10,000 per year. In short, mobile home units are partly a response to housing affordability issues.

For the local community, there are primarily two issues related to mobile home ownership. First, mobile homes do not provide sufficient revenue to offset the cost of infrastructure provided. Second, it is widely accepted that stick-built units encourage community stability because it limits mobility and increases a homeowner's financial stake in the community.

Overall, the range of local housing types is sufficiently diversified. There is no longer a dominant housing type as in the 1980s when single-family units accounted for in excess of 75% of the housing supply. The increase in multi-family housing, though mostly affordable and public housing units, provides more diversity in housing choices.

The existing supply of housing units in Jefferson County and the municipalities meets the community's current needs. Both the number of households and the number of total units has increased at a higher rate than the population. Between 1980 and 2000, the total number of households in Jefferson County grew 6% while housing units increased by over 11%.

### **Income and Housing Adequacy**

Increases in housing costs must generally correlate with increases in income to ensure that affordable housing options are available to the entire population (see section on housing costs below for more detailed information). The cost of living in Jefferson County and the municipalities is significantly lower than the CSRA and state average because of the rural nature of the county and the absence of large-scale development. The wages and earnings of residents as a whole have continually risen since the 1980s. While local wages are low compared to the state average, the cost of purchasing a home or renting in Jefferson County and the municipalities is well below the state average.

Concern with housing affordability lies with low-income groups. Approximately 23% of Jefferson County residents fall below the poverty line and over 20% of households earn less than \$10,000 per year. The number of households earning less than \$29,999/year in household income far exceeds mid-income ranges, particularly among the most populous cities of Louisville, Wadley and Wrens. The presence of multi-family, subsidized housing units throughout Jefferson County and some of the municipalities currently house a large share of low-income residents. Low incomes are offset only by the lower cost of living.

The community's non-resident workforce's housing needs is more complicated to quantify because of the assumption that they wish to reside in Jefferson County. The idea behind the statewide objective of "to make it possible for all who work in the community to also live in the community" relates primarily to communities in which the non-resident workforce commutes to areas where the cost of housing is unaffordable, not to rural jurisdictions where housing cost differentials are minimal from one county to the other. Over 65% of Jefferson County's workforce resides in the County, while non-resident commuters come from over 20 other counties, notably Richmond County (6.7%) and Washington County (4.2%).

### **Housing Conditions**

In general, the housing stock in Jefferson County and the municipalities is older than the CSRA and state averages. Less than 5.9% of Georgia homes were built prior to 1939, less than Jefferson County (10.5%), and significantly less than Bartow (33.3%).

Over 60% of Jefferson County's housing supply was constructed prior to 1980, slightly higher than the 56.6% for the CSRA and 49.9% for the state. The largest decade of housing construction in Jefferson County and the municipalities occurred during the 1990s, with over 23% of the housing units were built.

Overall, the condition of the housing stock is adequate throughout the county and the municipalities and very comparable to regional and state levels. The lack of complete plumbing facilities in the county has declined from 13.3% in 1980 to 1.7% in 2000, and is comparable to CSRA (1.5%) and statewide (0.9%) averages. Rates in most municipalities are similar to the county average, however, Bartow still lacks plumbing in 16.7% of housing units. Overall, housing conditions have improved drastically since 1980, primarily because of the phasing out of older units and increased care by homeowners.

The municipal housing stock, while older, has been aided by the preservation efforts of homeowners. None of the historic districts are at risk of dilapidated structures. There are areas of concentrated areas of substandard housing throughout the municipalities that need to be addressed.

### **Assessment of Occupied Units**

Homeownership trends are reflected in the owner-to-renter ratio. In the CSRA, there are 2.17 owners for every renter, up from 1.91 since 1980. Statewide, the ratio is has increased from 1.89 to 2.17 in the past two decades. Jefferson County has a higher percentage of owner-occupied units than the state of Georgia. This may be due to the more rural nature of the county. Of the incorporated areas in Jefferson County, Avera has the highest percentage of Owner-occupied units (83.8 %) and Wrens has the lowest at 57.7 %.

Homeownership trends vary throughout the region. In the CSRA, homeownership has increased gradually since 1980, from 65.1% to 68.4% in 2000. This mirrors a statewide trend towards increased homeownership. Statewide, homeownership increased from 60.4% to 67.5% in the last past two decades. In Jefferson County, the home ownership rate has remained flat, increasing by just 2% since 1980. With the exception of Wadley and Wrens, homeownership rates in the municipalities have all increased. This reflects the city's continued population decline since 1980 and relatively high poverty levels as seen through the provision of significant multi-family public housing units and below average income levels.

Homeownership trends are reflected in the owner-to-renter ratio. In the CSRA, there are 2.17 owners for every renter, up from 1.91 since 1980. Statewide, the ratio is has increased from 1.89 to 2.17 in the past two decades. Similarly, the ratio in Jefferson County has increased by .59 since 1980. The ratio in the unincorporated area is typical of rural communities where home ownerships rates are higher.

Vacancy rates throughout Jefferson County and the municipalities are above both the CSRA and state average. In 2000, the vacancy rate in Jefferson County was 14%, slightly below the 15.9% in 1990. Vacancy rates declined throughout all the municipalities except Wrens. The vacancy rate in the CSRA is 12.4% and 8.4% statewide.

The owner vacancy rate in Jefferson County is 0.02%, significantly below CSRA and state averages. Renter vacancy rates in jurisdictions that have available rental units range from 0.15% in the unincorporated areas to 1.3% in the Wadley. The renter vacancy rate is low compared to the CSRA (7.9%) and state (8.4%) averages. Since 5% is a desired rate for rental unit availability, this suggests more units will be needed in light of projected increases in new households through 2025.



## **Seasonal Units**

There are no significant seasonal units in Jefferson County and its municipalities.

## **Housing Costs**

The median property value in Jefferson County is \$45,600, with the highest value in Wrens (\$60,000) and lowest in Wadley (\$31,800). Median property values countywide are significantly below the CSRA average of \$73,500 and state average of \$100,600. Since 1980, the median value of a home in Jefferson County increased by 114%, with most of the municipalities following suit. By contrast, median property values in the CSRA and statewide have increased fourfold in that same period. With owner vacancy rates at historic lows and below the state average, coupled with an increasing number of new households, median property value increases have been relatively small. This is primarily due to little demand in residing in Jefferson County. The county will enjoy very limited population growth and the commuting population, primarily located in neighboring counties, is willing to commute reasonable distances to work.

Median monthly rents in Jefferson County are \$183, in line with those of the municipalities, but well below median rents found in the CSRA (\$364) and statewide (\$505). In the past 20 years, median rents increased 239% in Jefferson County. In the past decade, median rents actually declined 19.1%, due primarily to the lack of high-end apartments and a relatively high number of public and affordable housing units. The least expensive units are found in the unincorporated area, Wadley and Wrens, where there is a cluster of affordable housing that houses the majority of the low-wage retail and service sector labor force.

The supply of affordable housing for the resident and nonresident commuting populations is not readily available. Although property values and rents are affordable to even the lowest paid workers, vacancy rates are too low to ensure an adequate supply.

In general, housing costs are not impacted by special circumstances. During the peak of job losses and population decline of the 1980s and 1990s, median-housing values increased substantially. This indicates strong demand for housing.

## **Future Demand**

The forecast of future housing demand is based primarily on the projected population and economic trends established in previous sections of this chapter and the plan. Currently, the majority of the county and municipalities' housing inventory is single-family units with a relatively small percentage of multi-family, and an increasing percentage of manufactured home units.

Ranging from 0.02% to 0.84%, owner vacancy rates in Jefferson County and the larger cities of Louisville, Wadley and Wrens are well below CSRA and state averages and highlight a future housing shortage, even as total population and the total number of households is projected to increase minimally through 2025. The fastest growing demographic during the planning period is the 65+ age groups (5%). The number of younger age groups, particularly those of children-raising age, will continue to decline. This will result in even lower average household sizes through 2025. Given these demographic shifts, and assuming the owner-renter ratio remains constant over the



## HOUSING

planning period, the result will be a net shortage of available owner units and a renter vacancy rate that will quickly approach zero.

Employment base remains a significant consideration in planning for housing. The workforce is projected to increase by 36.8% through 2025, representing hundreds of potential new residents. Without an adequate supply of housing units, Jefferson County and the municipalities will not succeed in housing the projected workforce and will struggle to attract new commercial and industrial employers. Currently, close to 35% of Jefferson County jobs are held by non-residents. Most commuters are from adjacent Richmond and Washington Counties. These workers tend to work in highly specialized manufacturing and public administration occupations. The county and cities need to view these workers as potential homeowners and support housing policies that will encourage commuters to reside in the county.

Median incomes will continue to rise in Jefferson County and the municipalities. This rise is particularly evident in household income, which is projected to reach \$45,060 by 2025. Current incomes are adequate to afford median-priced homes within the county and municipalities. While projections for household income distribution are unavailable, two trends suggest overall income increases in middle-income groups. First, median incomes are rising at relatively high rates. Second, sector earnings indicate that the fastest growing employment sectors in the local economy will also be the highest paid.

Table H-6 provides housing needs projections through 2025. Projections were computed by factoring anticipated population and household growth, household size, the vacancy rate, the county's economic development policies, and the assumption that 25% of the out-of county workforce will reside in the county.

<b>Table H-6: Housing Needs Projections</b>								
	<b>Total Units</b>	<b>New Units</b>	<b>Single Family</b>	<b>New Units</b>	<b>Multi-Family</b>	<b>New Units</b>	<b>Mobile-Home</b>	<b>New Units</b>
<b>Jefferson Co.</b>								
<b>2000</b>	7,221	N/A	4,560	N/A	671	N/A	1,990	N/A
<b>2005</b>	7,335	114	4,632	72	682	11	2,021	31
<b>2010</b>	7,432	211	4,694	134	690	19	2,058	58
<b>2015</b>	7,504	283	4,740	180	698	25	2,078	78
<b>2020</b>	7,546	325	4,767	207	701	28	2,090	90
<b>2025</b>	7,588	367	4,809	234	704	31	2,102	102
<b>Avera</b>								
<b>2000</b>	162	N/A	120	N/A	0	N/A	42	N/A
<b>2005</b>	162	0	120	0	0	0	42	0
<b>2010</b>	162	0	120	0	0	0	42	0
<b>2015</b>	162	0	120	0	0	0	42	0
<b>2020</b>	162	0	120	0	0	0	42	0
<b>2025</b>	162	0	120	0	0	0	42	0

**Table H-6: Housing Needs Projections Continued**

	Total Units	New Units	Single Family	New Units	Multi-Family	New Units	Mobile-Home	New Units
<b>Bartow</b>								
<b>2005</b>	108	0	75	0	6	0	27	0
<b>2010</b>	108	0	75	0	6	0	27	0
<b>2015</b>	108	0	75	0	6	0	27	0
<b>2020</b>	108	0	75	0	6	0	27	0
<b>2025</b>	108	0	75	0	6	0	27	0
<b>Louisville</b>								
<b>2000</b>	1,090	N/A	833	N/A	137	N/A	120	N/A
<b>2005</b>	1,115	25	852	19	140	3	123	3
<b>2010</b>	1,130	50	866	38	143	6	126	6
<b>2015</b>	1,156	76	881	53	149	12	131	11
<b>2020</b>	1,196	90	891	63	151	14	133	13
<b>2025</b>	1,210	120	901	73	153	16	135	15
<b>Stapleton</b>								
<b>2000</b>	120	N/A	86	N/A	6	N/A	26	N/A
<b>2005</b>	120	0	86	0	6	0	26	0
<b>2010</b>	120	0	86	0	6	0	26	0
<b>2015</b>	120	0	86	0	6	0	26	0
<b>2020</b>	120	0	86	0	6	0	26	0
<b>2025</b>	120	0	86	0	6	0	26	0
<b>Wadley</b>								
<b>2000</b>	878	N/A	519	N/A	155	N/A	204	N/A
<b>2005</b>	901	23	533	14	159	4	209	5
<b>2010</b>	923	45	546	27	163	8	214	10
<b>2015</b>	945	67	559	40	167	12	219	15
<b>2020</b>	959	81	968	49	170	15	222	18
<b>2025</b>	973	95	977	58	173	18	225	21
<b>Wrens</b>								
<b>2000</b>	1,057	N/A	677	N/A	252	N/A	128	N/A
<b>2005</b>	1,083	26	694	17	258	6	131	3
<b>2010</b>	1,107	50	711	34	263	11	133	5
<b>2015</b>	1,131	74	738	51	268	16	135	7
<b>2020</b>	1,145	88	947	60	271	19	137	9
<b>2025</b>	1,159	102	956	69	274	22	139	11

N/A: Not Applicable

## Goals, Objectives and Policies

All goals, objectives, and policies apply to Jefferson County and the municipalities unless otherwise noted.

Goal 1: Provide housing choice, in a variety of price ranges, for both homeowners and renters.

Goal 2: Encourage new housing development to locate in proximity to existing or planned infrastructure and near important community attractions.

Goal 3: Provide housing for 25% of all non-resident commuters.

Goal 4: Increase Home Ownership

To address these goals, Warren County and the municipalities will need to:

- Encourage a wide range of housing types to accommodate varying age groups, household sizes and work force needs throughout the community.
- Ensure adequate supply of special needs and affordable housing for seniors and low and moderate-income households. (applies to Jefferson County and the Cities of Louisville, Wadley and Wrens).
- Preserve and rehabilitate the existing housing stock.
- Encourage infill-housing development, where appropriate, in suitable areas supported by necessary infrastructure.
- Educate the public about down payment assistance programs.
- Coordinate first time homebuyer workshops.

Policies that will address these needs include:

- Ensure that all housing meets minimum federal housing standards.
- Encourage the renovation of substandard or vacant units for use as affordable housing units for low-to-moderate income households.
- Work with developers to encourage speculative housing development. (applies to Jefferson County and the Cities of Louisville, Wadley and Wrens).
- Develop the infrastructure needed for housing growth.
- Encourage water and sewer tap on as opposed to wells and septic tanks.
- Seek state and federal funding assistance for housing rehabilitation and special needs housing assistance (applies to Jefferson County and the Cities of Louisville, Wadley and Wrens).
- Participate in the CHIP program.
- Designate Urban Redevelopment Areas.
  
- Avoid scattered, non-contiguous residential development patterns and promote clustered residential development.
- Preserve and enhance historic homes.
- Adopt ordinances to help remove dilapidated stock.
- Maintain higher-density housing in downtown districts (applies to municipalities).
- Encourage mixed-use development within downtown districts (applies to municipalities).
- Coordinate housing rehabilitation with downtown revitalization efforts (applies to municipalities).

## **INTRODUCTION**

The American Heritage Dictionary defines Natural Resources as “A material source of wealth, such as timber, fresh water, or a mineral deposit, that occurs in a natural state and has economic value.” The initial inventory of Jefferson County suggests that there are abundant natural resources that are being both utilized and protected by the concerned citizens and employees of the county.

Jefferson County is located between the mountains of north Georgia and the seashores of the coastal plain. More specifically, Jefferson County is located in the Coastal Plain region. The fall line, which separates the coastal plain from the southern Piedmont, runs through the northern sections of the county. Jefferson County is located centrally in the Central Savannah River Area. Glascock, Warren, McDuffie and Richmond Counties border Jefferson County to the north, Burke County to the East, Johnson and Emanuel Counties to the south and Washington County to the west. Jefferson County has a total area of 531.2 square miles or 339,936 acres. Louisville, the county seat and largest city is located about 50 miles southwest of Augusta. U.S Highways 1, 221 and 319, serve the County; in addition seven state routes bisect Jefferson County. Jefferson County lies 140 miles southeast of Atlanta and 110 miles northwest of Savannah.

The County is located at the cusp of two geological regions, the Southern Piedmont and the Georgia Coastal Plain. This gives the county a mixture of geological features and provides for a variety of landscapes and available resources. The fall line, which runs through Jefferson County, is a geological boundary following the Appalachian Mountain range from Alabama to New York. In Georgia and South Carolina the fall line separates the Southern Piedmont from the Southern Coastal Plain. The location has implications for how drinking water is retrieved in the county as the Floridian aquifer closely follows the boundaries of the Fall Line. (In areas north of the fall line it is more practical to draw water from the surface sources than from deep wells, as is the recommended practice in areas south of the fall line). The general geology of Jefferson is underlain by mix of coastal plain sediments including cretaceous, Pliocene-Miocene-Oligocene, and Eocene-Paleocene varieties.

## **NATURAL RESOURCES**

### **Water Resources**

Water is a fragile resource and one of concern for the residents of Jefferson County. Jefferson County residents recognize the importance of protecting and ensuring clean and safe drinking water. Maintaining high standards for water quality results in public health benefits that are advantageous to all Georgians. Land-disturbing activities associated with development can increase erosion and sedimentation; storm water runoff and industrial uses that involve hazardous waste pose a potential risk of contamination to nearby public drinking water supplies. The rural nature of the county eases the risks of such issues, however, because of the importance of water as a resource it is important to ensure that best management practices are followed now and are in place when future development occurs.

As part of the requirements of the Georgia Department of Community Affairs' minimum standards, communities must comply with minimum standards established by the Department of Natural Resources with respect to land and water resources. Commonly

known as “Part 5 Minimum Environmental Standards” these statewide standards were developed by DNR pursuant to code section 12-8-8 and address four basic concerns applicable to Jefferson County:

- Groundwater Recharge Areas
- Water Supply Watersheds
- Wetlands
- River Corridor Protection

To comply with Part 5 minimum standards for each category of resources, communities must:

- Identify and inventory any occurrences of these resources within the community’s jurisdiction
- Determine whether the community has appropriate protective regulations that are at least as stringent as those imposed by DNR
- Determine whether additional regulations are needed to meet or exceed the minimum standards imposed by DNR

### **Public Water Supply Sources**

Jefferson County does not operate a public water system. The County purchases water from the City of Louisville and distributes the water through county-owned lines to 457 customers. Most county residents rely on private wells for their water supply.

The municipalities all depend on groundwater as their source of public water.

### **Assessment**

See section on water supply watersheds.

### **Water Supply Watersheds**

Water supply watersheds are defined by the Department of Natural Resources as the areas of land upstream of a governmentally owned public drinking water intake. There are many different factors that determine the volume of water in a stream or other body of water. These factors include amount of precipitation, land cover, slope, soil type, and capacity and speed of absorption into the soil. Any water that is not absorbed by the soil, detained on the surface by lakes or ponds, or used by vegetation, runs off of the land as overflow, or surface run-off. Water that is later released by the soils adds to this overflow to produce what is known as total run-off. As run-off flows to areas of lower elevation, it collects in drainage areas, the boundaries of which form watersheds. Run-off from these watersheds flows into streams, which serve as outlets for water in the watersheds.

The removal of vegetation and the introduction of paving for roads, parking lots, etc. increase the total run-off on a site which in turn increases erosion, flooding, and sedimentation of water resources. To protect drinking water supplies downstream, The Department of Natural Resources has recommended buffer requirements to water supply watersheds that are less than 100 square miles in size.

If Jefferson County should in the future, create a public drinking water intake, the following are recommendations for water supply watersheds that are less than 100 square miles and include a reservoir:

- 150 foot buffer around the reservoir
- 100 foot buffer on each side of perennial streams within a 7 mile radius of the reservoir boundary
- 50 foot buffer on each side of the perennial stream outside the 7 mile radius
- 150 foot setback on each side of the perennial stream within a 7-mile radius of the reservoir boundary
- 75 foot setback on each side of the perennial stream outside the 7 mile radius
- Impervious surfaces may not cover more than 25 % of the total area in the watershed

Protection of Jefferson County's water supply will help keep drinking water for county residents free of contamination from various pollution sources. By limiting the amount of pollution that gets into the water supply, governments can reduce the cost of purification and guarantee improved public health.

There are three watersheds within the boundaries of Jefferson County (see Fig. N-1):

- Brier Creek
- Ohoopee River
- Upper Ogeechee River

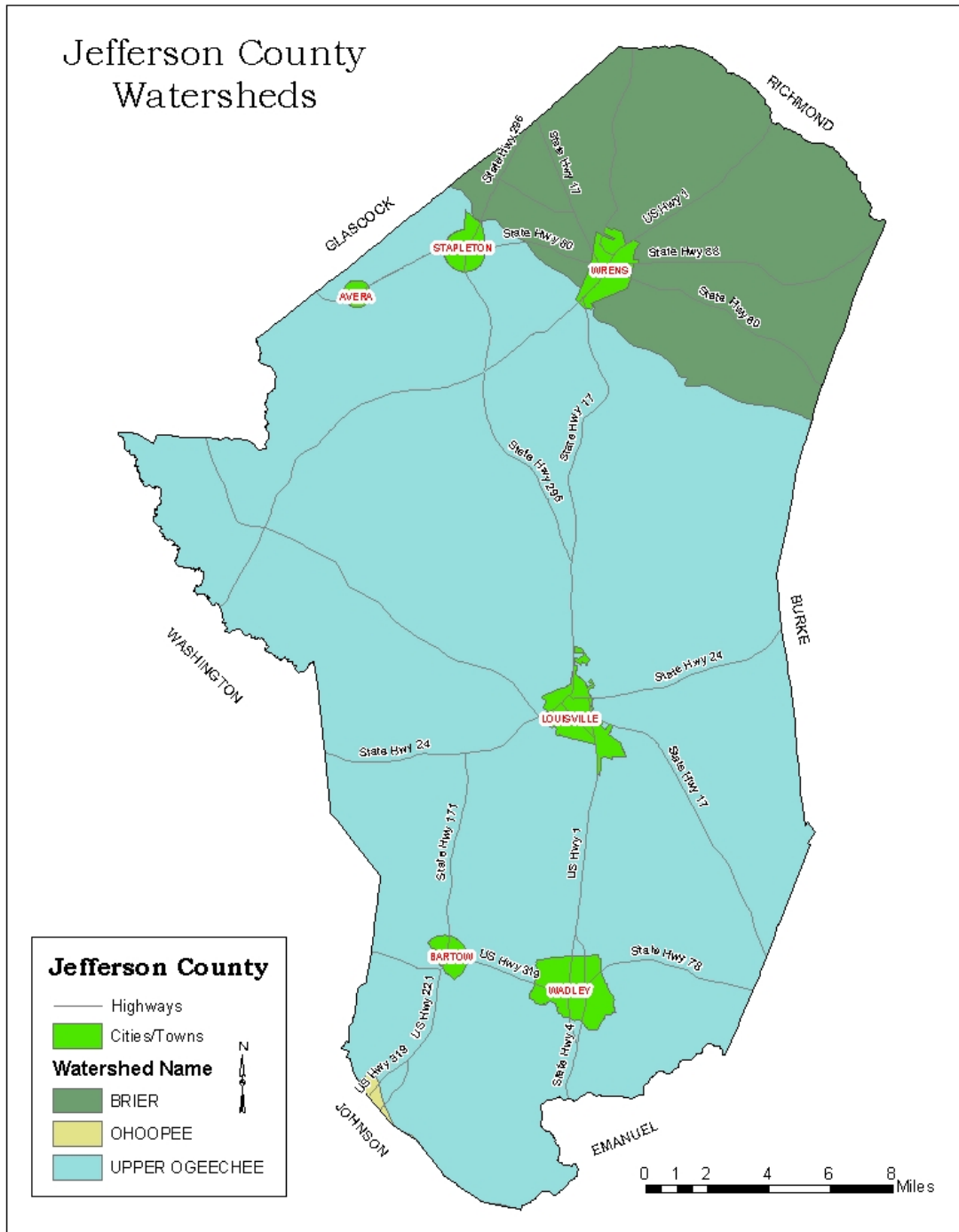
Currently there are no surface water intake areas in Jefferson County. However the City of Waynesboro in Burke County does withdraw surface water from Brier Creek at a point approximately 17 linear miles downstream from the Jefferson County line. Even though the northernmost portion of Jefferson County lies within the Waynesboro public water supply watershed, the area of the watershed is great than 100 square miles. The Department of Natural Resources recommended buffer requirements end seven miles upstream from the withdrawal point. Therefore, since Jefferson County is approximately 10 miles beyond the seven-mile threshold, no buffers or regulation should be necessary in Jefferson County to protect Waynesboro's water supply watershed.

### **Assessment**

The municipal water supplies in Jefferson County are all supplied by groundwater. Jefferson County should consider developing a Water Conservation Plan in order to meet future water use demands. It is important for any jurisdiction to have a plan of action in the event that the major water supply sources run dry or become contaminated. Although Jefferson County does not currently have surface water intake areas in use, drought conditions or contamination of wells could make it necessary to utilize sources of surface water. Consequently, the protection of watersheds in Jefferson County should be a major area of concern during the planning period.



**Figure N-1: Jefferson County Watersheds**



## **Groundwater Recharge Areas**

Recharge areas are portions of the earth's surface where water infiltrates the ground to replenish an aquifer, which is any stratum or zone of rock beneath the surface of the earth capable of containing or producing water from a well. In order to avoid toxic and hazardous waste contamination to drinking water supplies, groundwater or aquifer recharge areas must be protected. While recharge takes place throughout almost all of Georgia's land area, the rate or amount of recharge reaching underground aquifers varies from place to place depending on geologic conditions.

The Georgia Department of Natural Resources has mapped all of the recharge areas in the state that are likely to have the greatest vulnerability to pollution of groundwater from surface and near surface activities of man. Development in these areas should be limited to very low impact development in which little to no area is covered with impervious surfaces such as roads, parking lots and building sites. The sub-surface integrity of these areas should also be maintained by avoiding development that may contaminate water supplies. However, since the last comprehensive plan was written, the County's groundwater recharge areas have been impacted from an old county landfill leaking, the construction of a new landfill in a recharge area, and the application of sludge from adjacent counties.

The Cretaceous Aquifer serves northern Jefferson County. This aquifer is primarily a system of sand and gravel and serves as a major source of water for East Central Georgia. The border of this aquifer follows the route of State Highway 24 and runs east to west. The Floridian Aquifer serves the southern half of Jefferson County and is made of confined limestone, dolostone, and calcareous sand.

The only significant groundwater recharge area in Jefferson County is located in the northern half of the county. Most of the area lying north of the fall line is within the Cretaceous aquifer where it is more practical to draw water from surface sources than from deep wells. The southern half of the county is located within the Floridian Aquifer region where deep wells are used to draw water and the environmental concerns are not as great.

The Georgia Department of Natural Resources recommends that local governments adopt criteria for groundwater protection as part of their land use regulations. This is particularly important for the cities that lie within the groundwater recharge areas in the northern part of the county. The new recommended criteria should pertain to any new development within the recharge areas.

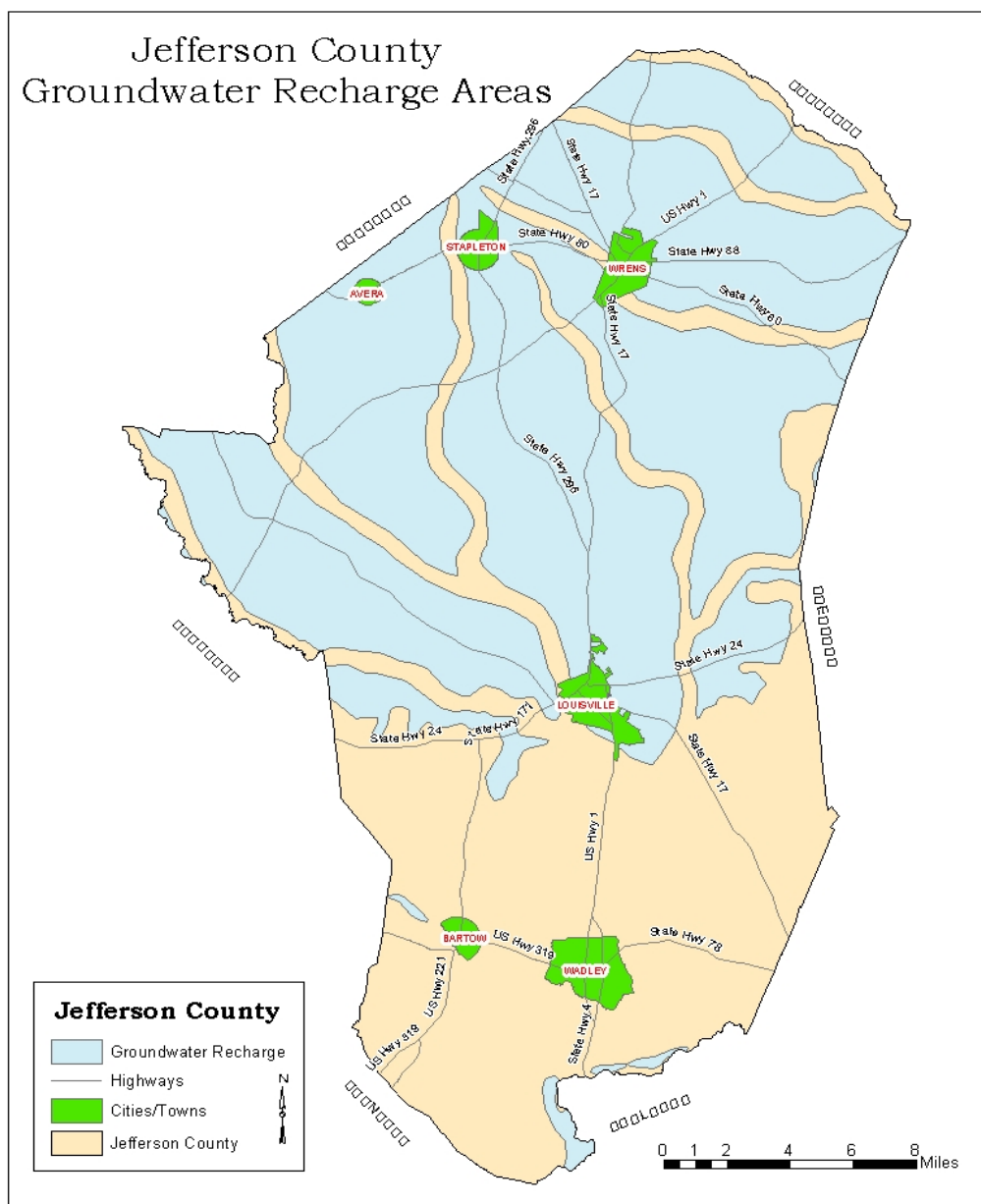
Jefferson County should consider developing a Water Conservation Plan in order to meet future water use demands. It is important for any jurisdiction to have a plan of action in the event that the major water supply sources run dry or become contaminated

Figure N-2 highlights groundwater recharge locations in Jefferson County. Figure 3 highlights areas in Jefferson County that have high and moderate susceptibility to pollution.

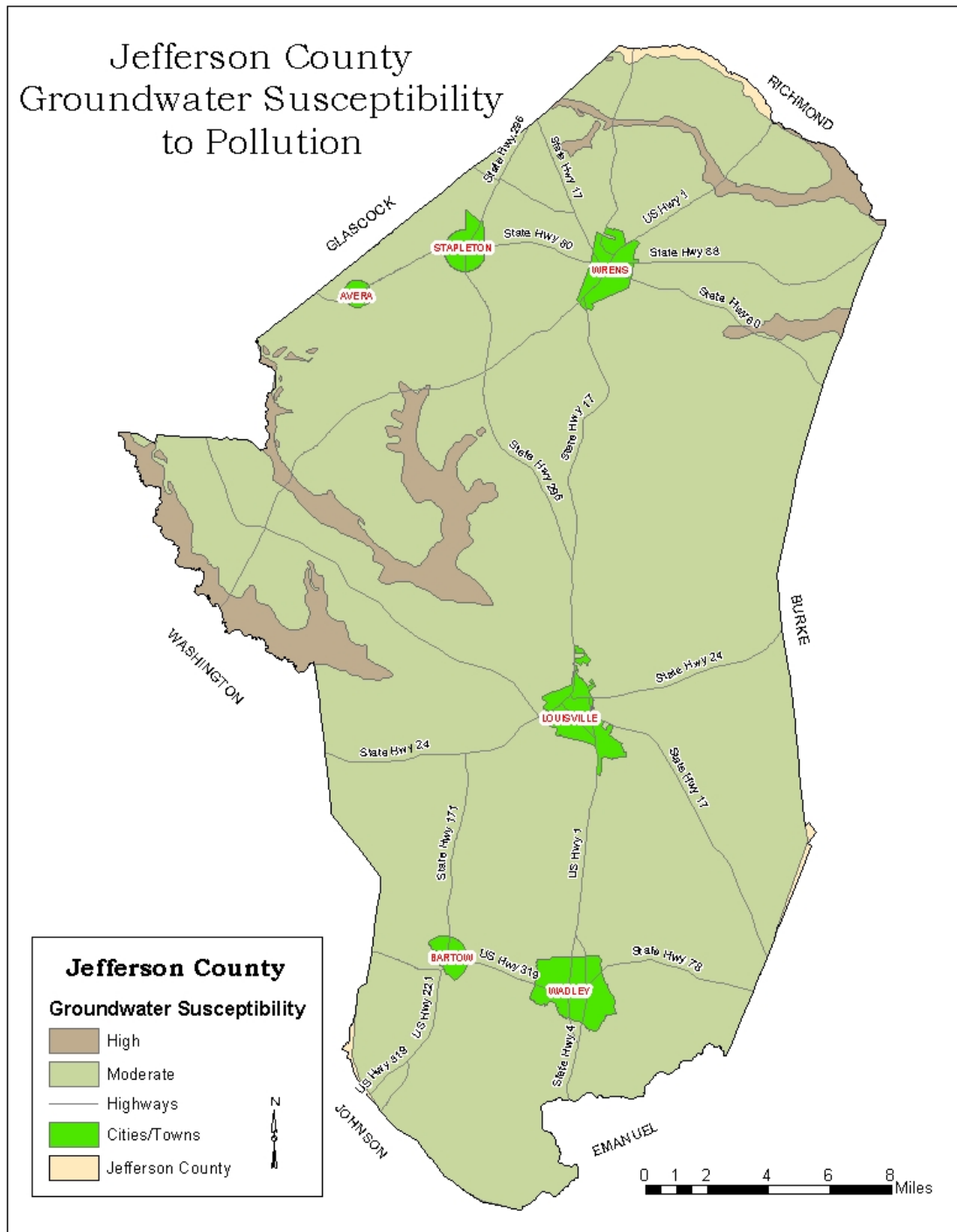
**Assessment**

Potential development within the recharge areas should be kept at levels that will not impair the recharge area. The Jefferson County Health Department’s current regulations governing lot size and septic tank locations in the recharge areas should be sufficient to protect the groundwater during the planning period. Therefore no additional development restrictions are planned by Jefferson County to address groundwater recharge areas. Currently the unincorporated areas of Jefferson County as well as the cities of Bartow, Louisville, Stapleton, Wadley and Wrens have zoning ordinances, which offer groundwater protection and ensure best practices.

**Figure N-2: Jefferson County Groundwater Recharge Areas**



**Figure N-3: Jefferson County Groundwater Susceptibility**



## **Wetlands**

Wetlands serve as important fish and wildlife habitats and breeding grounds. They are also an integral factor in food chain production (see Figure N-4). Numerous plant and animal species have adapted to the special conditions of freshwater wetlands and cannot survive elsewhere. Federal law defines freshwater wetlands as those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Under natural conditions, wetlands help to maintain and enhance water quality by filtering out sediments and other non-point source pollutants from adjacent land uses.

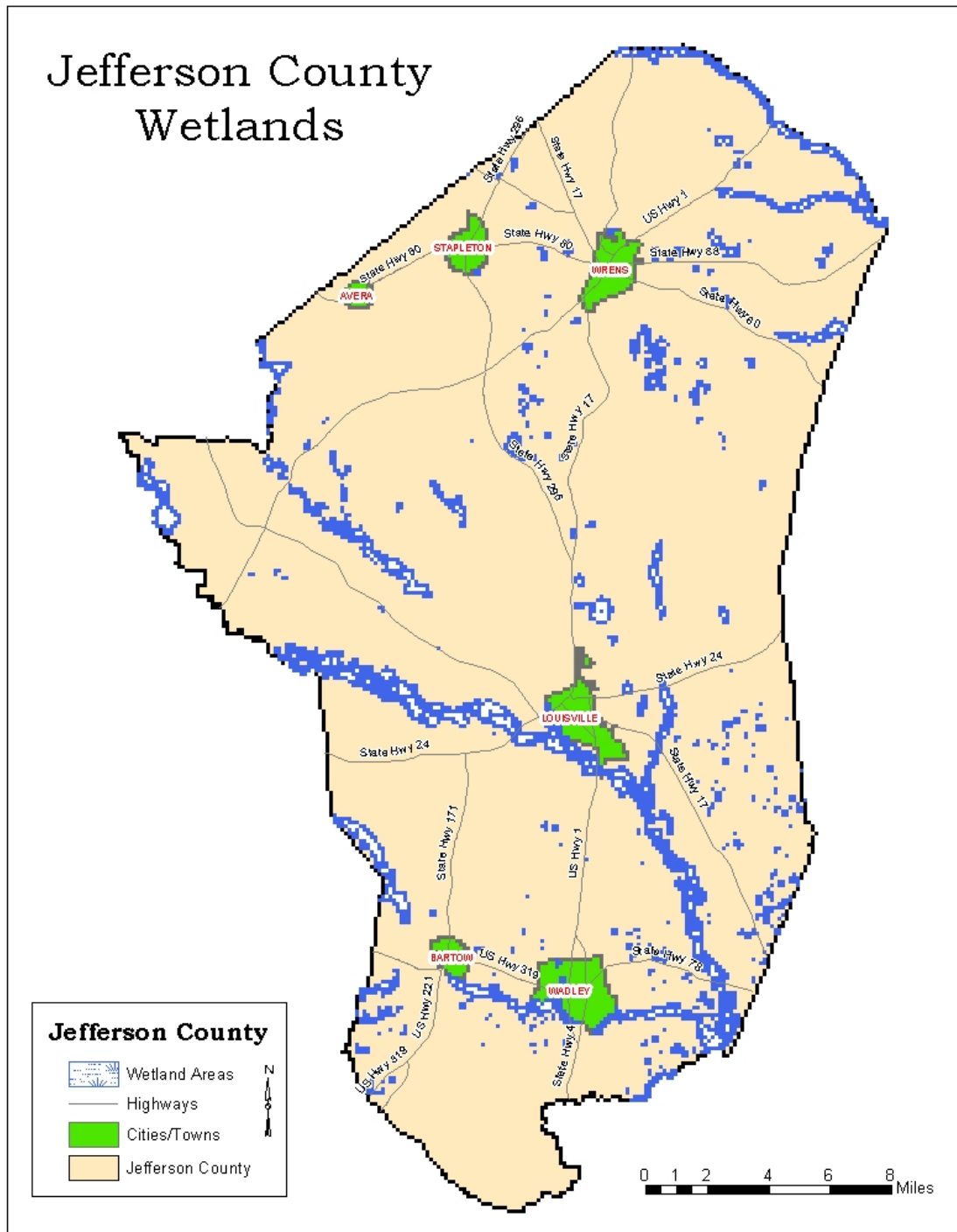
The wetlands present in Jefferson County are displayed in Figure 4. This map is based on the location of soil associations that contain many of the characteristics found in a wetland environment. Land uses in wetland areas should be limited to low impact uses. This includes timber production and harvesting, wildlife and fishery management, and recreation.

The land uses for wetlands as well as other uses are covered in more detail under section 404 of the Federal Clean Water Act. Section 404 prohibits the discharge of dredging or fill material into the water bodies or wetlands of the United States unless a permit is granted. The United States Army Corps of Engineers administers this program. They determine if a section 404 permit should be issued by analyzing the project's impact on the wetland.

## **Assessment**

Jefferson County has adopted a Wetlands Protection Ordinance as required by the Georgia Minimum Planning Standards set forth by the Department of Community Affairs. The ordinance was passed to promote wetland protection, while taking into account varying ecological, economic development, recreational and aesthetic values. The objective of the ordinance is to protect wetlands from alterations that will significantly affect or reduce their primary functions for water quality, floodplain or erosion control, groundwater recharge, and aesthetic nature and wildlife habitat. This ordinance refers to projects located within a wetlands area to the Army Corps of Engineers for review.

Figure N-4: Jefferson County Wetland Areas





### **Protected Mountains**

Jefferson County is located in the coastal plains region of Georgia. Therefore there are no significant mountain ranges and/or mountains located within the borders the county.

### **Protected Rivers**

Jefferson County is home to a segment of the Ogeechee River. This 250-mile river runs through the center of Jefferson County and is the only major river in Georgia with no dam. The river serves many purposes including drinking water, wildlife habitat and recreation.

The Ogeechee River has been designated as a protected river by the Georgia Department of Natural Resources and an Ogeechee River Corridor Protection plan was adopted by Jefferson County in 2000. The purpose of the protection plan is to establish measures to guide future growth and development in the areas adjacent to the Ogeechee River. The Ogeechee River Protection District includes the land within 100 feet, horizontally, on both sides of the river.

### **Assessment**

With the Ogeechee River Corridor Protection Ordinance in place, no further actions are required regarding river corridors in Jefferson County. This ordinance will help guide growth in areas adjacent to the Ogeechee River.

### **Costal Resources**

There are no coastal resources in Jefferson County and the municipalities.

### **Flood Plains**

Flooding is defined as the temporary covering of soil with water from overflowing streams and by run-off from adjacent slopes. Water left standing after a rainfall, however is not considered flooding, nor is water in swamps. Flooding is characterized in terms, which describe the frequency and duration of the flood and the time of the year that the flood occurs.

Floodplains serve three major purposes: Natural water storage and conveyance, water quality maintenance, and groundwater recharge. These three purposes are greatly inhibited when floodplains are misused or abused through improper and unsuitable land development. For example, if floodplains are filled in order to construct a building, then valuable water storage areas and recharge areas are lost. This causes unnecessary flooding in previously dry areas. Therefore, floodplain development is usually discouraged with the exception of recreational facilities.

Presently the cities of Bartow, Louisville, Stapleton, Wadley and Wrens all participate in the National Flood Insurance Program (NFIP). This allows residents to purchase flood insurance.

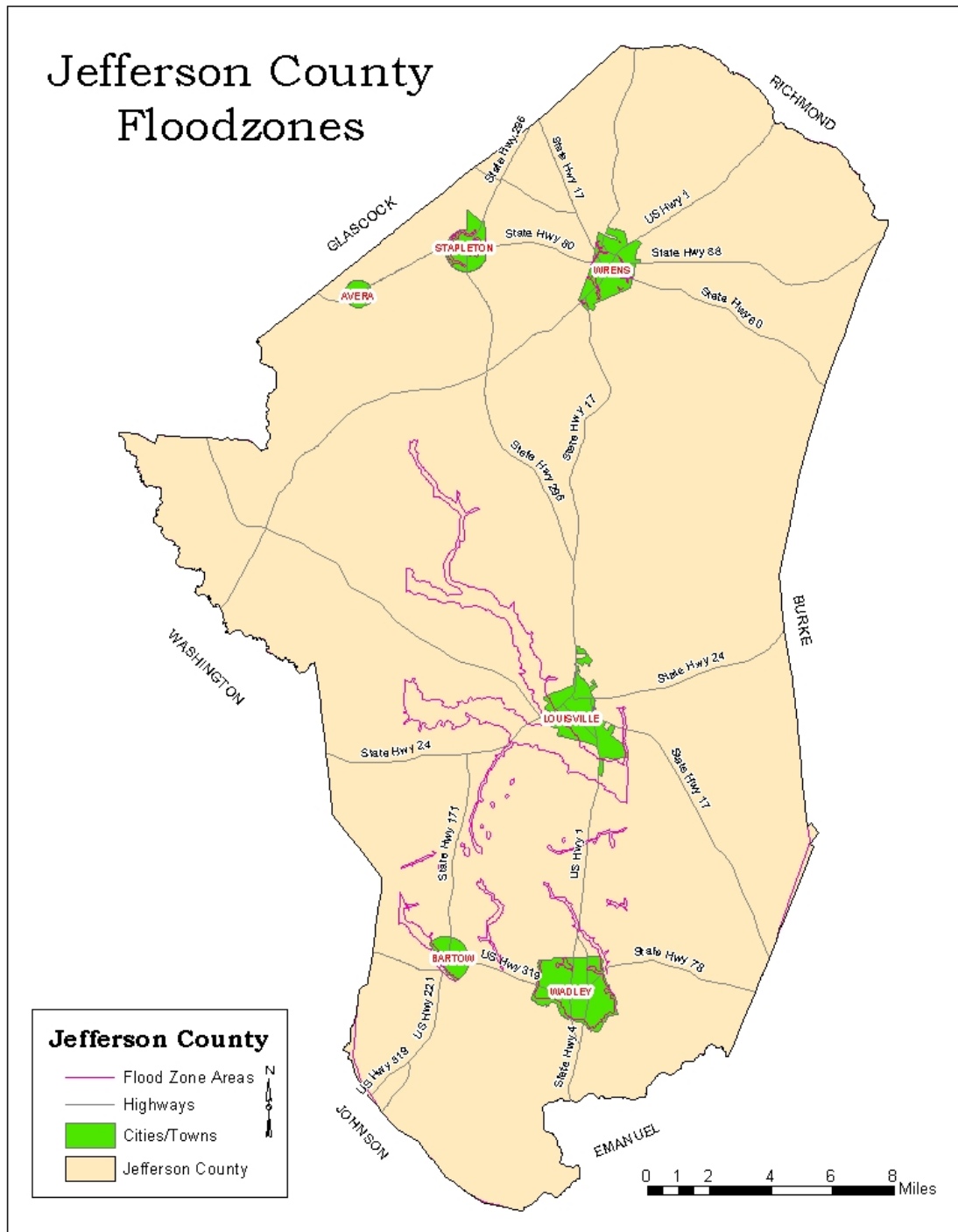
Figure N-5 displays the areas that are designated as flood zone areas.

**Assessment**

Development within the floodplain areas of Jefferson County is discouraged with the exception of very low impact development, such as recreational facilities (i.e. trails, open fields, etc). With this type of land use, the floodplains are utilized with out disturbing the cycles of the floodplain.

Governmental action in the areas of floodplains is limited to the municipalities served by the National Flood Insurance Program through the Federal Emergency Management Act (FEMA). The cities that are already participating in the NFIP should continue to do so. Maps are currently available for the cities in Jefferson County, and these should continue to be used for guiding future development when growth does occur. In addition, the city of Avera should consider participating in the NFIP. If a community is located near a floodplain and does not participate in the program, the federal government can withhold disaster funding, mortgage backing, disaster relief or direct loans.

**Figure N-5: Jefferson County Flood Zones**



## Soil Types

Jefferson County is located in the Vidalia Upland category of physiographic patterns. The physical features and climate in the region determine the category. This moderately dissected upland has a well-developed stream pattern of sand consisting of gravel and clay. Floodplains are narrow, except along principal rivers, which have wide, bordering swamps. Altitude above sea level in Jefferson County varies from 100 to as high as 500 feet.

Due to the variety of soils types and their factors on erosion, this section delineates areas containing severe physical limitations to growth and should serve as a guideline for the location of future land development.

Jefferson County is in both the Carolina and Georgia Sand Hills land resource area and the Southern Coastal plain major land resource area. Characteristics of the Carolina and Georgia Sand Hills area are very gently sloping to moderately sloping steep soils on uplands. These soils are well drained to excessively drained. They commonly have a thick, sandy surface layer and a loamy subsoil or are sandy throughout. The subsoil, if it occurs, is generally firm. The Southern Coastal Plain major land resource area, which makes up a large part of the county, is made up of mainly nearly level to gently sloping soils on uplands. These soils are well drained and have a sandy surface layer and a loamy or clay-like subsoil.

The United States Department of Agriculture Soil Conservation Service (SCS), in cooperation with the University of Georgia College of Agricultural and Environmental Sciences completed a soil survey for Jefferson County in 1987. This survey indicates the overall suitability of land for development based on the following limiting factors: Flooding, steep slopes, depth to bedrock, high water table, excessive shrink-swell capacity of the soil and poor percolation.

The 1987 soil survey shows that a variety of soils and soil types are present in Jefferson County. These include:

- **Chastain-Bibb-Osier**- Poorly drained soils that have a loamy surface layer and a dominantly clayey subsoil or are loamy and sandy throughout. The main management concerns are wetness and control of flooding. The soils are well suited to the trees commonly growing in the area. They are unsuited to field crops, hay, and pasture, and they are severely limited as sites for nonfarm uses.
- **Herod-Muckalee-Meggett**- Poorly drained soils that are loamy throughout or that have a loamy surface layer and sandy and loamy underlying layers or a clayey subsoil. The main management concerns are wetness and the control of flooding. The soils are well suited to the trees commonly growing in the area. They are unsuited to field crops, hay and pasture, and they are severely limited as sites for nonfarm use.
- **Dothan Fuquay-Tifton**- Well drained soils that have a sandy or loamy surface layer or a sandy surface layer and subsurface layer and a loamy subsoil. The main management concerns are controlling erosion on the very gently sloping and gently sloping soils that have a sandy or loamy surface layer and the low available water capacity of the soils that have a sandy surface layer and subsurface layer.

The soils are well suited to most uses; however, the low available water capacity of the soils that have a sandy surface layer and subsurface layer is a limitation for agricultural uses.

- **Orangeburg-Faceville-Lucy-** well drained soils that have a sandy or loamy surface layer or a sandy surface layer and subsurface layer and a loamy or clayey subsoil. The main management concerns are controlling erosion on the very gently sloping g to strongly sloping soils that have a sandy or loamy surface layer and the low available water capacity of the soils that have a sandy surface layer subsurface layer. The nearly level to gently sloping soils that have a sandy or loamy surface layer are well suited to most nonfarm uses; however, the suitability of the more sloping soils and of the soils that have a low available water capacity is limited for agricultural uses.
- **Nankin-Cowarts-Dothan-** Well drained soils that have a sandy or loamy surface layer and loamy or clayey subsoil. The main management concern is controlling erosion on the soils that re very gently sloping to moderately steep. The soils on ridge tops and the gently sloping soils on hillsides are well suited to most nonfarm uses. Moderately slow or slow permeability is a limitation in places, and the slope is an additional limitation in the steeper areas on hillsides.
- **Troup-Bonifay-Cowarts-** Well drained soils that have a sandy surface layer and subsurface layer or a sandy or loamy surface layer and a loamy subsoil. The main management concern is the low available water capacity of the soils that have a sandy surface layer and subsurface layer. The suitability of these soils for agricultural uses is limited. The nearly level to gently sloping soils are well suited to most nonfarm uses. Seepage generally is a limitation affecting most sanitary facilities, and the slope is an additional limitation in the steeper areas on hillsides.
- **Troup-Lucy-Lakeland-** Well drained soils that have a sandy surface layer and subsurface layer and a loamy subsoil and excessively drained soils that are sandy throughout. The main management concern is the low available water capacity. These soils have limited suitability for agricultural uses. The very gently sloping and gently sloping soils are well suited to most nonfarm uses. Seepage is a limitation affecting most sanitary facilities and the slope is an additional limitation in the steeper areas on the hillsides.

Figure N-6 displays the various soil types throughout Jefferson County and aids in showing areas that are better suited for development or left alone for farming and other agricultural uses.

Jefferson County and its six incorporated cities are primarily within the Dothan-Fuquay-Tifton and Orangeburg-Faceville-Lucy Soil associations. (SEE MAP 1) These two make up 74% of the county. These soils are strong and well drained with slopes range from 0 to 15%. Excess surface water drains into a system of intermittent and perennial streams. There are few areas of open water. The soils are used mainly for field crops, hay, or pasture, but many areas are wooded. Roads, utility lines, fences, and farm homes and associated structures are common. The degree of visual diversity is moderate. These soils are good for most urban and agricultural uses.

The main areas of concern regarding soils in Jefferson County are the areas adjacent to the rivers and creeks, most notably the Ogeechee River and Rocky Comfort Creek. These soils are in flood plain areas and make up approximately 5% of Jefferson County. The primary concerns are wetness and controlling of flooding. Flooding usually occurs from fall to mid-spring. Except for roads and utility lines these soils are characterized by little manmade development and future manmade development should be avoided.

Due to the amount of agricultural and farming uses occurring in the county, soil erosion is a major concern. Efforts have been made to limit the practice of tillage and irrigation by requiring monitoring devices be put on irrigation systems and planting trees to prevent erosion due to the covering up of cultivated lands.

Jefferson County should use the 1994 Soil survey to determine location of future development as it paints a very clear picture as to what soils exist in every location within the county. The soil survey not only provides detailed maps of the county but also gives detailed explanations of what type, if any, of development should occur throughout the county. Knowing the correct soil association will help determine if planning and engineering practices will be needed to overcome the limitations of the present soil. Development should not occur in areas where engineering practices and a large capital investment are needed to overcome soil limitations.

Areas identified as having inherent erodability are especially vulnerable to erosion. These are areas where increased control mechanisms will be needed. Slope, rainfall intensity and duration, and the construction methods used in development all contribute to erosion.

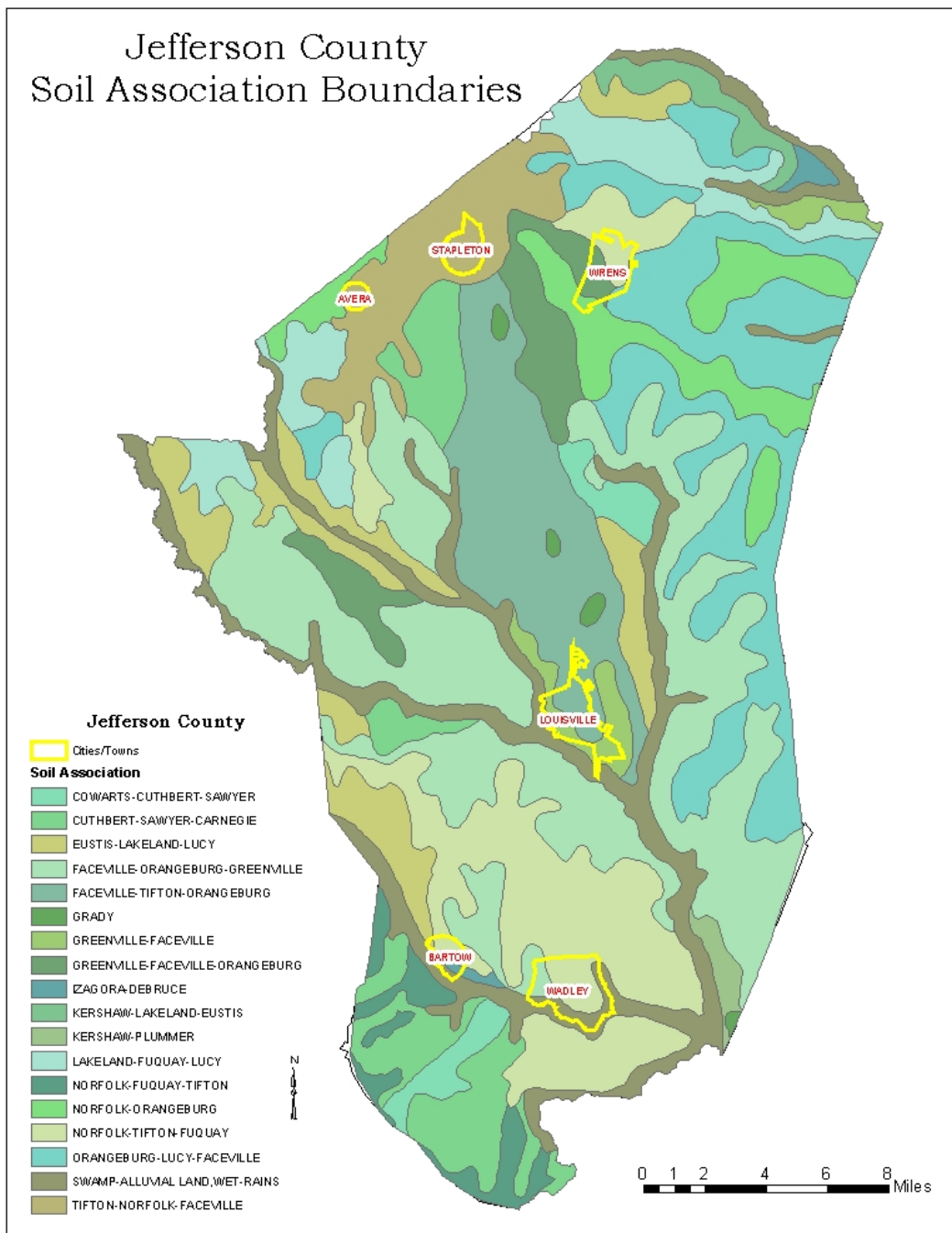
Construction techniques such as retention/detention ponds, vegetative cover, and sediment fencing are ways to control erosion. Under the Georgia Erosion and Sedimentation Act local governments must either enforce erosion control ordinances locally or have the state do it for them. Currently unincorporated Jefferson County, Wrens and Louisville have an erosion control ordinance.

### **Assessment**

Although some areas of Jefferson County (approximately 10% of the total land area) are in areas that have poor soils for agriculture and development, there is ample developable land to handle current density and development patterns. Additional restrictions based on soil association are not yet required however efforts to curb erosion should continue.



**Figure N-6: Jefferson County Soil Association Boundaries**



## **Steep Slopes**

Steep slopes include areas, other than protected mountains, where the slope of the land exceeds 18% and therefore warrants special management practices. The reason for identifying and regulating development on steeply sloped terrain is similar to the reasons for mountain protection. Soil conditions are often shallow and unstable in these areas, resulting in erosion and vegetative loss, and reduced water quality.

Steep slope areas are lightly scattered throughout Jefferson County.

## **Assessment**

Little development is anticipated in the 20-year planning horizon; therefore, no impact on steep slopes is anticipated.

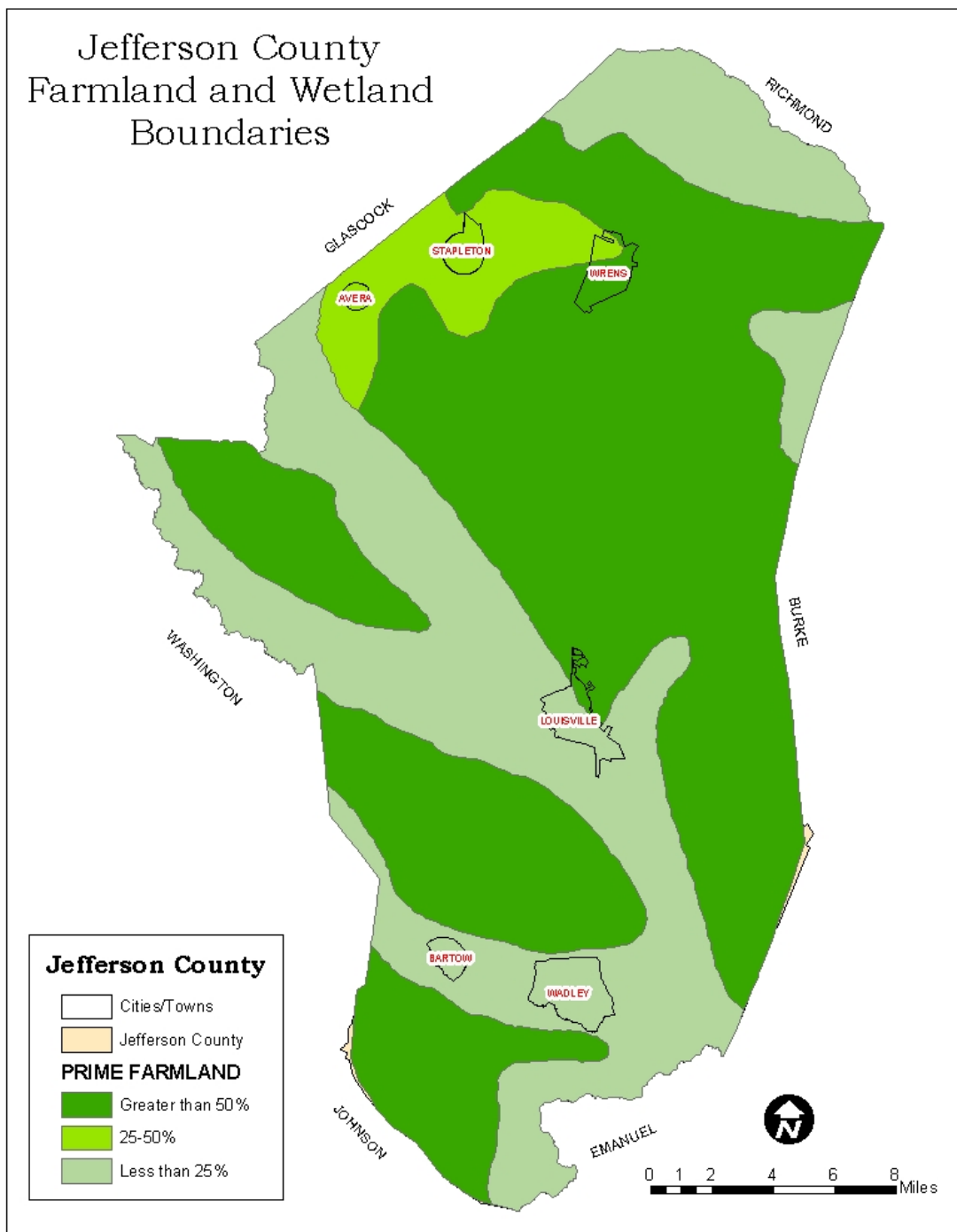
## **Prime Agricultural and Forest Land**

Prime Farmland is defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is currently available for these uses. It has the combination of soil properties, growing season and moisture supply needed to produce sustained high yields of crops in an economic year if it is treated and managed according to acceptable farming methods. In the year 2000, Georgia ranked 4<sup>th</sup> in the nation in converting prime farmland over to urban uses. This occurred because, as stated earlier, much of the land that had been utilized for farmland is also prime land for urban development. The number of farms and the number of acres farmed has decreased during the past ten years. Controlling future development can prevent more prime farmland being turned into urban land.

Currently the two largest landholders of forested land are International Paper and Thiele Kaolin.

Figure N-7 highlights prime agricultural and farmland areas within Jefferson County. The darker areas indicate land that is more suitable and has a greater potential for agricultural output. The areas with greater than 50 % prime farmland should remain as that land use and non-farm uses should be planned in areas that are less than 50% prime farmland.

Figure N-7: Jefferson County Farmland and Wetland Boundaries



**Assessment**

As of 1997 there were an estimated 214,000 acres of timber in Jefferson County. This represents 63% of the county’s usable land. Of the 214,000 acres, 169,000 are individually owned. The landowners of the timber should be educated about maximizing the benefit of their resource. If trees aren’t harvested correctly they will mature and become unusable. Jefferson County has seen an increase in acreage devoted to timber over the past 10 years. Increasing the acreage of timber will allow farmers more commodities on less land and increasing the overall revenue for the county as timber revenue exceeds most other agricultural activities within the County.

Currently the Georgia Department of Forestry oversees all timber related activities in the county. This ensures best practices and management of the resource and ensures that the various land resources within the county are protected when logging operations occur. This includes fire suppression, soil stabilization and terracing and controlled burning. This ensures that runoff and sedimentation don’t enter the water supply.

The proposed zoning regulations set into place will ensure protection of the agricultural land within Jefferson County due to restrictions on land use changes. With these regulations in place Jefferson County can continue to utilize timber as a major resource. The Forestry Commission also has gone through great efforts to educate the forestry community. Programs such as the Sustainable Forestry Initiative have enabled farmers across Jefferson County and the State to learn how to implement best management practices.

**Table N-1: Jefferson County Protected Species**

<b>Common Name</b>	<b>Latin Name</b>	<b>Location in County</b>
Southern Hognose Snake	Heterodon Simus	Northeast, Northwest, East-Central
Dwarf Waterdog	Necturus Punctatus	North-Central (Wrens Area)
Indian Olive	Nestronia Umbellula	Northeast
Rosemary	Ceratiola Ericoides	Northeast
Silky Camellia	Stewartia Malacodendron	Northeast
Red-Cockaded Woodpecker	Picoides Borealis	West-Central
Sweet Pitcherplant	Sarracenia Rubra	Central (Louisville)
Spotted Turtle	Clemmys Guttata	East-Central
American Pillwort	Pilularia Americana	West-Central
Grit Beardtongue	Penstemon Dissectus	Southwest (Bartow)
Atlantic Pigtoe Mussel	Fusconaia Masoni	Southwest (Bartow)
Pineland Barbara Buttons	Marshallia Ramosa	Extreme Southwest
Yellow Flytrap	Sarracenia Flava	Extreme South
Flatwoods Salamander	Ambystoma Cingulatum	Southeast
Gopher Frog	Rana Capito	Southeast

**Plant and Animal Habitats**

The Georgia Department of Natural Resources under the Natural Heritage Inventory Program has compiled an inventory of plants, animals and natural habitats in the state, which are rare enough to warrant state and federal protection. Table N-1 lists protected species by common name, latin name and location within the county. Figure N-8 illustrates the locations of protected plant and wildlife species in Jefferson County. The

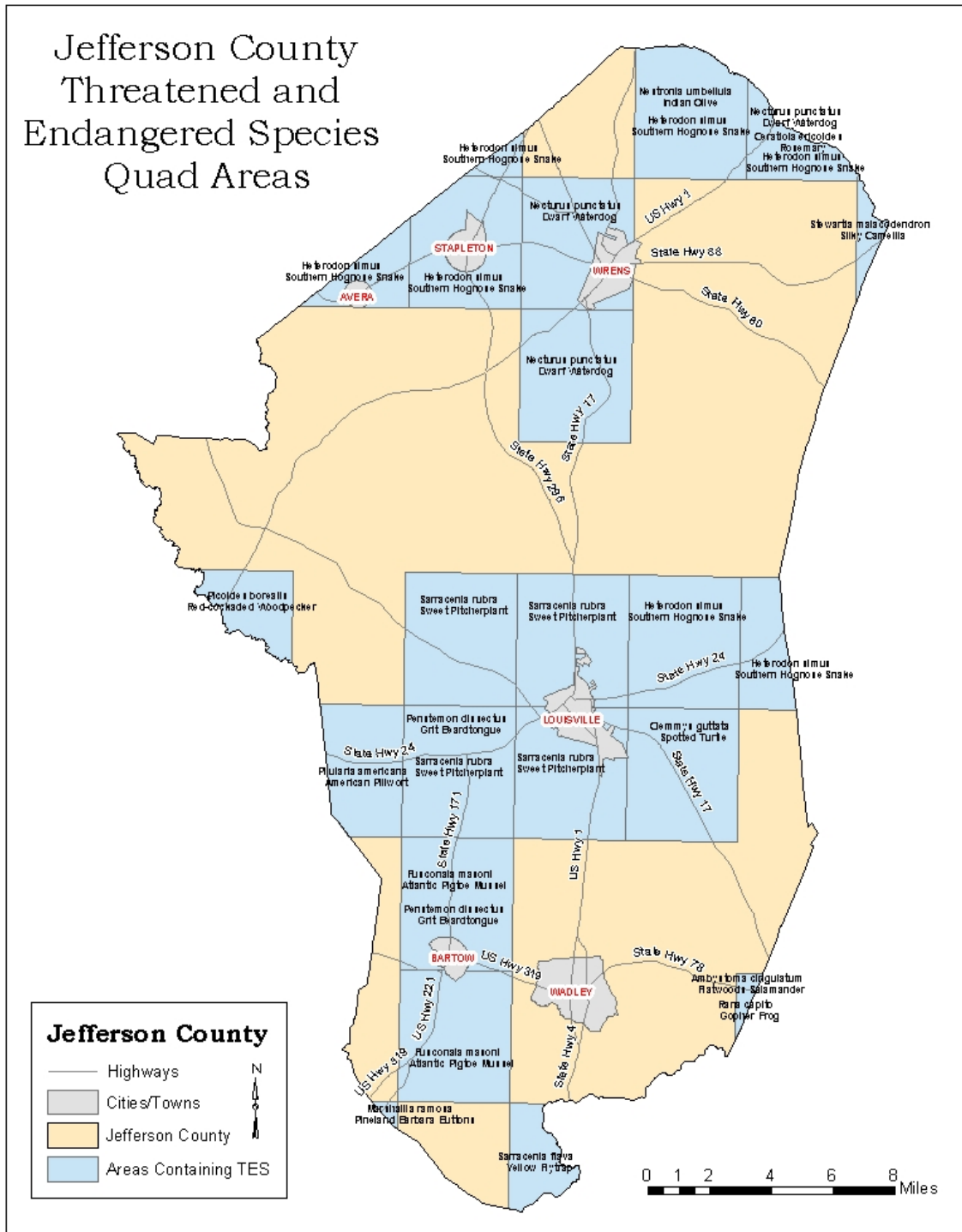
species identified through the Department of Natural Resources, which are endangered or threatened, are vulnerable to the impacts of changes in land use and increases or decreases in population. Because the population growth over the next ten years is not expected to increase dramatically, the areas containing threatened and endangered species are not likely to be affected during the planning period due to current zoning regulations.

The cities of Avera, Stapleton, Wrens, Louisville and Bartow all fall within the areas that contain threatened and endangered species. Wadley does not fall into one of the quad areas.

### **Assessment**

Jefferson County should take measures to protect threatened and endangered species if new development should occur in these areas. The regulations that have been created for guiding land development have taken these threatened and endangered species areas into consideration.

**Figure N-8: Jefferson County Threatened and Endangered Species**





**MAJOR PARKS, RECREATION AND CONSERVATION AREAS**

There are no federal, state or regional parks in Jefferson County. Recreation is limited to county and municipal parks and schools. Many of these parks are in need of repair and improvements. The County recently purchased 200 acres along the Ogeechee River for passive outdoor recreation purposes. This proposed park will insure protection and access to the Ogeechee. Parks will be addressed in more detail in the community facilities section of the plan.

**Assessment**

Jefferson County has the resources and land availability to create parks for both passive and active recreation. Setting aside some land will benefit the county in the long term and will be a draw for tourism and future residents.

**Scenic Views and Sites**

With the exception of State Historical Markers and National Register Markers, Jefferson County has no official system of identifying or classifying scenic views or other important sites. Numerous sites are worthy of consideration for special status:

- Ogeechee River
- Georgia Civil War Heritage Trail
- Jefferson Davis Memorial Highway

**Assessment**

The county and cities should identify and promote important scenic points of interest or views throughout the county and seek programs and initiatives to do so. Louisville and Jefferson County have submitted a scenic byway application to the Georgia Department of Transportation to designate certain sections of SR 24, 78, 17, US 319 and certain county roads. Classifying scenic views and sites will be a major component of the project.

The Scenic Byway Program is a program where routes are designated as scenic based on criteria set by the state. Once the route is designated, a corridor management plan is written, signs are posted along the route and the route is promoted by the state through various mediums such as maps, brochures and state guides.

The Ogeechee River is another area with scenic sites that should be recognized. A park or nature preserve along the banks of the river would help preserve the area and bring visitors to the county.

**CULTURAL RESOURCES**

The 1978 Historic Resources Survey provided a baseline of historic properties eligible for the National Register and that should be considered for preservation concerns.

Much preservation work has been completed in Louisville. In 1990, through a Survey and Planning grant from the Historic Preservation Division (HPD), the City of Louisville hired Jaeger/Pyburn Company to complete a Historic Context Statement for the city's history.

The Historic Context Statement tells the story of Louisville's developing architecture within the context of her history. The periods covered are: Pre-colonial Period, to 1733, Colonial and Early National Period, c. 1733-1796, State Capital Period, c. 1796-1806, Antebellum and Civil War Period, C. 1806-1865, Reconstruction and New South, c. 1865-1920, and Economic Decline and Depression, c. 1920-1941.

A second grant from HPD provided employment in 1991 to hire Jaeger/Pyburn to complete a National Register of Historic Places nomination for the Louisville Commercial Historic District, listed in 1994. This is discussed under NRHP nominations.

A third study, the Georgia in April 1992, the Georgia Downtown Design Team, created preservation opportunity in the City of Louisville. This team of volunteer architects from American Institute of Architects, Atlanta Chapter, and staff of the Georgia Office of Historic Preservation conducted a public seminar on downtown revitalization and examined the following Louisville historic buildings making preservation recommendations. Nearly all of these buildings have implemented the suggestions.

- City Hall ( in WWII hospital)
- Old Jail on Courthouse lawn
- Planters Cotton Warehouse
- Denny Building
- Louisville Drug Store/Jones Heat and air
- PAL Theater
- Abbot and Stone
- Jefferson Hotel
- Old Market House
- Old City Cemetery
- Courthouse Lawn

Willis Franklin Denny II (1874-1905) was an important transitional figure in the development of Georgia architecture at the turn of the 20<sup>th</sup> century. A native of Louisville, he was one of the first trained architects in America. His work reflects major shifts in design that took place from the eclectic Victorian forms to the more balanced Neoclassical and revival styles. He attended Mercer University and the Cornell School of Architecture, and worked in established architectural firms, including Bruce and Morgan in Atlanta. He formed his own firm in Atlanta, Phillips and Denny. During his lifetime, he designed many public and commercial buildings, like the Jefferson County Courthouse and the grand Piedmont Hotel in Atlanta. He is best known for his residential and church architecture. Atlanta's First United Methodist and St. Mark's United Methodist churches are prominent Peachtree Street buildings in the Gothic Revival style. Smaller churches in this style were the Inman Park United Methodist Church in Atlanta (1897) and Central Baptist Church in Newnan (1898). Denny also designed the Westminister Presbyterian Church and the Hebrew Synagogue in Atlanta. He designed the First Baptist Church and Richmond Hotel in Augusta. Rhodes Hall in Atlanta (1903) is a picturesque Victorian in the Romanesque Revival style with castle-like towers—home once to the Georgia State Archives and now home to the Georgia Trust for Historic Preservation. He is also known to have designed two other homes of prominent Atlanta citizens. Denny died prematurely of tuberculosis at the age of 31. It prevented him from fulfilling his own promising career. His legacy was enhanced by the

## NATURAL AND CULTURAL RESOURCES

prominent careers of Eugene Wachendorff and Neel Reid, who both trained in Denny's office. The range of Denny's work shows how one talented designer handled the dramatic transition in architectural styles at the turn of the century. (Reference: New Georgia Encyclopedia, Willis F. Denny II, [www.georgiaencyclopedia.org](http://www.georgiaencyclopedia.org))

In Louisville, Denny designed the First Baptist Church building at age 18 as a birthday gift to his mother (now demolished) and designed or remodeled nine other buildings. Until recently, Philippa Denny, the Granddaughter of the architect and Jefferson County historian, owned three buildings on Broad Street in Louisville of her grandfather's design.

There are nine Willis Franklin Denny II buildings in Louisville that should be NR listed and noted for preservation opportunities. They are included in the pending Louisville HD.

- J.D. Polhill Sr. House, 9<sup>th</sup> and Peachtree, (moved to rural Jefferson County)
- Ramsey-Smith-Ethridge House, 401 Broad
- Rhodes-Stone House, 707 Peachtree (owned by United Methodist Church)
- Abbott House, Mulberry and 8<sup>th</sup>
- Phillips-Seebach House, 206 West 7<sup>th</sup> (demolished in 1990)
- Wright-Livingston-Agel House, 208 East 8<sup>th</sup>
- Denny Building (three storefronts), Broad Street, NR listed in Commercial HD
- Enterprise Building, Broad Street, NR listed in Commercial HD
- Jefferson County Courthouse, Broad Street, NR listed

Louisville Historic District is pending and will include all eligible historic resources within the city limits. Of note are the Willis Denny Buildings, those in the Louisville Historic District.

### RESIDENTIAL RESOURCES

There is one residential NRHP listing located in Wadley. The **Cunningham Coleman House**, located southeast of Wadley, was listed on the National Register in 1984. This home is an 1825 sand hills house type with Greek Revival details. The design is a raised, weatherboard, two over four room central hall house plan of one and half stories. It is representative of a middle-sized, antebellum cotton plantation and post Civil War farm area known as "Cunningham Corner." The level of significance is local and private.

Potential National Register of Historic Places residential properties include:

- Noted resources from the 1978 Historic Resources Survey and citizen input
- McDaniel-Little-Patterson House, 702 Mulberry, circa 1880
- Dixon-Cobb House, 718 Screven Street, circa 1880
- Little Brewton House, 403 Broad Street, built 1873
- Marion Little House, 401 Broad Street, built circa 1900
- Ramsey-Smith-Ethridge House, 33 West Broad, built late 1870's
- Abbot House, Mulberry and 8<sup>th</sup>, built pre 1860
- Sigmund Zacharias House, 115 8<sup>th</sup> street, built 1879 (owned by the Rollins)
- Austin House, 208 8<sup>th</sup> street, circa 1830 (oldest house in Louisville)
- Lowry-Edwards-Willie House, US 1, poet Harry Stillwell Edwards lived here with his son.

## **Wrens**

The City of Wrens has been under the lens of many planning groups due to the widening of the Fall Line Freeway (US 1). Many historic homes and structures were investigated to ensure they would not be demolished during construction. Thus far only one historic home has been razed.

Wrens has a number of historic and cultural resources of importance. As the city is closest to Augusta and will be most affected by the widening of route 1, Wrens should be prepared to take steps for further protection of the resources.

Wrens is home to the McCollum House that is in a state of deterioration and in dire need of preservation. This house and library were named for Professor McCollum. He was a teacher and superintendent of Jefferson County schools for 75 years. He is also responsible for naming the Central Savannah River area in a contest in 1950. This house is currently privately owned and should be turned over for public use.

Wrens also has a number of well-maintained historic residences that are worthy of recognition. Many have been documented in the 1978 survey. However some were not recorded and little is known about them.

In deeding the land for the rail and depot, William John Wren also deeded land for a park, called "Kill Kare," located on the block where the Wrens post office now stands. William John Wren made several other gifts of land, such as the property for the Associate Reformed Presbyterian Church and Wren family cemetery. Wren had many properties that are now part of the historic downtown or have become archaeological sites: mercantile store, planning mill, flour mill, and Wrens bank. He was president of McNair-Young Oil Company, the town's largest industry when Wren died in 1919. He served in the Georgia legislature. The Wren family built a large Neo-classical home that stands today.

Wrens should investigate having a citywide National Register of Historic Places district. Of note from the 1978 Historic Resources Survey.

- William Wren House-103 Williams, circa 1884
- Stone House, 208 Stone, circa 1900
- Carpenter-Wren House, 207 Stone Street, circa 1900
- Avery House, 302 Stone, circa 1900
- Phillips House, Old Quaker Road circa 1890
- Mrs. C.P. Wren House, Main and Ellis Streets, circa 1920
- Barton-Fleming House, 103 Barton Street
- Pope Hill, Main Street, circa 1830
- Railley-Howard House, Main Street, circa 1900, owned by Wrens DAR
- In addition, vernacular historic housing should be considered for National Register of Historic Places nomination on the following streets: Stone, Center, Cotton, Speering, Ellis, Frederick, Quaker, Howard, King, Walker, Kings Mill, and Russell

**Wadley**

The City should consider applying for a citywide National Register of Historic Places nomination with its abundant historic properties. The City of Wadley has an intact downtown commercial area and historic residential area.

Wadley is also home to a large number of historic houses, many built in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Many of these houses are in need of repair. An example of one such house is the Butts House built in 1890.

**Stapleton**

Eligible historic properties in Stapleton should be considered for a citywide historic district nomination.

**Bartow**

Bartow has a plethora of residences that express the rich history of the area. There are many “textbook” examples of Folk Victorian and Queen Anne architecture throughout the city.

The entire town of Bartow is intact from high style to vernacular residential resources that are included in the pending citywide National Register of Historic Places district. The following homes have been noted by citizens of having architectural significance in the Town of Bartow:

- Herschel E. Smith House, GA 221, Circa 1890
- Kinman House-GA 221
- William Slater House, GA 242, Circa 1865
- Johnson –McMillian-Josey House, Circa 1863
- James K. Smith House, GA 221, Circa 1870

**Avera**

Avera also has a number of tall gabled homes that are in good condition. There is a large frame front gable house was built in the 1890's

**Commercial Resources**

Louisville Commercial Historic District was listed on the National Register in 1994. The District includes 180 acres, 43 buildings, 1 structure (Old Market NR listed individually). The period of significance is 1750-1949. Architectural styles of the district include Beaux Arts, Romanesque, and Early Commercial. The District includes the Courthouse (NR thematic courthouse nomination), which is listed separately. The District extends four blocks NW to SE along Broad Street and the majority of the buildings are brick, typical of small commercial towns. Significant structures include the post office designed by U.S. Supervising Architect Louis A. Simon, county jail, telephone exchange, former Baptist Church Sunday School, Jefferson Hotel, Abbot and Stone building, Planter's Cotton Warehouse, and the Pal Theater. Native Louisville architect Willis F. Denny II designed three of the two-story commercial buildings. The District has a state level of significance.

James Abbott Law Office, on 7<sup>th</sup> between Green and Mulberry in Louisville, circa 1880's also has a local historic significance and should be considered for the National Register.

The entire downtown district of Wrens should be listed as historic. The Historic Preservation Division evaluated the commercial historic district in 2003 for NR eligibility. There are a few facades that need to be uncovered in order to have a contiguous historic district.

Other possible National Register of Wrens properties include:

- 306 Center Street, Circa 1900
- Stone Building, Cotton Street, Built 1906
- Coca Cola Bottling Company
- Estelle Street buildings

The entire commercial district of Wadley should be considered for an NR district.

The city of Stapleton located in the northwestern part of Jefferson County was a railroad town with a prosperous population. At the height of prosperity in the early 20<sup>th</sup> century, an intact downtown with two blocks of a half dozen brick commercial buildings were constructed. The commercial buildings are of a high style and several are two story. The City has been given the landmark Garment Factory building, but it is in need of rehabilitation. There are many frame vernacular historic homes that would add to a citywide historic district nomination. The intact downtown area of Stapleton should be considered for a citywide historic district nomination.

In Bartow, Magnolia Mornings, an antebellum plantation bed & breakfast, has appealed to travelers for years. The bed & breakfast provides peaceful country life and includes both Victorian and European-style rooms, complete with antique furniture. People from across the state and the southeast have stayed at Magnolia Mornings, with some even holding wedding receptions and other special events. The entire downtown commercial area of Bartow is one of the most intact downtowns in the CSRA. All historic commercial properties are included in the pending citywide National Register of Historic Places district.

The entire downtown of Avera is intact and should be considered for National Register listing and could use façade improvements. The Kitchens Grocery store in Avera is a classic one-room country store that is no longer in use. The building has a signature Pepsi sign and a gabled roof. Renovation and preservation of this building should occur.

### **INDUSTRIAL RESOURCES**

The Cotton Seed Oil Mill Storage House in Louisville, circa 1940s was used to make and store cotton seed cakes fed to cattle and used for fish bait. The mill has been demolished but the Storage House is still standing. This is one of two still standing on the eastern coast.

The Old Market House in Louisville was built in 1758 and was constructed as a trading market pre-dating the city of Louisville. The open-air market is the only building of its kind still standing in Georgia and one of only a few such remaining in the United States.



The market rests on a 24'-square foundation and features twelve heavy wooden piers supporting a pyramidal roof. A small cupola with pointed-arch gothic windows and vent openings rests atop the roof. The historic 1772 bell that hangs serves as a reminder of the gift that was intended for King Louis XVI, but was stolen by a pirate ship before it found its way in Louisville's Market House. The historic structure carries a state level of significance. In 1995 the City of Louisville received ISTEIA enhancement funds to implement the recommendations for the Old Market House made by the Downtown Design Team. The Market House was restored to a period of significance of 1923 when it was moved 12 feet to the center of the street to pave the road.

In Wrens, the Lewis Steel Works, on Main Street (US 1), is 50-60 years old. Currently, they make self-dumping hoppers, recycling bins and dumpster. The company began in Augusta in 1896 making wagon wheels.

The City of Wadley has several cotton warehouses and related industrial buildings, however, development for a mini-mall has allowed demolition of some of the structures.

Wadley also has an old railroad caboose open to the public in its downtown park. The city would like funding for its restoration. It could be used as a welcome center or a small museum.

The Stapleton Depot is a small wooden depot that has been moved from its original location to the western edge within the city limits. It has been rehabilitated for use as a community center using two Local Development Fund grants. It is owned by the City of Stapleton. Also in Stapleton, there is a large Cotton Gin which was built in the 1920s and is intact. It has the potential to be a tourism draw, although it is in need of restoration.

In Bartow, there are several cotton gins included in the citywide historic district.

### **INSTITUTIONAL RESOURCES**

The Jefferson County Courthouse was listed on the National Register in 1980 in Georgia Courthouse Thematic National Register nomination. The courthouse was built in 1904 by F. P. Heifner and designed by architect Willis Franklin Denny. The original style is Classical Revival. In 1980, the courtroom was remodeled and in 1990, the elevator added and new windows in 1990s. Features prominent domed clock tower and two-story pediment porticos supported by classical columns. The level of significance of this property is State level.

Louisville United Methodist Church was built in 1893. A former Methodist minister of the church, Rev. Thompson, designed the church, which has twenty Tiffany studio windows.

The Wrens Institute was an early school of 1898 on the west side Patterson Bridge Road. In 1913, it was accredited as one of a handful of Class One four-year high schools in the state. The school outgrew its quarters again, and this time a modern brick building was constructed in 1919 where the modern Wrens Library is located. The high school building was demolished. Associated with the school is a building that is still standing, the 1942 Agricultural building, now used as the Wrens Human Development Center. The first school established for African-American students within the city limits was located near the present Seventh Day Adventist Church. In 1929, funds were given by

## NATURAL AND CULTURAL RESOURCES

philanthropist Julius Rosenwald for a four room school for African-Americans. This building has been demolished. (Reference: Tracking Wrens, 1884-1984)

There are also several other institutional resources in Wrens, which include:

- Presbyterian Church Property, 401 Kings, Circa 1900 (site of Erskine Caldwell home)
- Presbyterian Church, Patrick and Kings streets, Built 1895
- Wrens Chapel AME Church, Howard Street
- Agricultural Building of Wrens, Main Street
- Wrens Baptist Church, circa 1930, Main Street
- Wrens United Methodist Church, Russell Street
- New Zion Church, moved in 1898

The City of Wadley has a historic school auditorium that city council has voted to nominate to the National Register of Historic Places. It is currently being used for community events. The City has spent Local Development Funds on the property to improve the roof and interior.

Stapleton has several small wooden and brick historic churches that would be included in the historic district.

Bartow is an intact small town with many of its commercial, residential and religious structures of high integrity. Some of the recent preservation efforts include the restoration of the old School. A group of volunteers, known as the Bartow Community Club have restored the school. In 1992 the group received money from the Governors Emergency Fund and a Local Development Fund grant to restore the school and auditorium. This is an ongoing project, however most of the school has been restored and the auditorium is now home to The Schoolhouse Players, a performing arts group, and is also used as a large meeting hall. In addition the lunchroom and kitchen have been restored and can also be used for a variety of functions. Future goals are to restore the classrooms.

The two prominent historic churches in the Town of Bartow are the Bartow United Methodist Church and the Bartow Baptist Church.

## TRANSPORTATIONAL RESOURCES

Wrens has received Transportation Enhancement Funds to make major improvements to its downtown historic district. The plans are underway to add streetscape improvements and complement the town's original plan where the railroad went down Main Street.

Wrens was founded as a crossroads community at the junction of the Wrightboro Road and Patterson's Bridge Road (present-day U.S. Highway 1) near Pope Hill. The first settlers located near this crossroads around the time of the American Revolution. John Wren acquired 600 acres of land from Mund Gross in 1839 of which part became the City of Wrens and most of its commercial business district.

The Augusta, Gibson, and Sandersville Railway asked for a right of way through the property of William John Wren for a new train line that would begin in Augusta and end

in Sandersville. The railroad insisted that the town be named Wrens. The railroad, established in 1885, also built a depot. The railroad did a lucrative business in freight of cotton, logs, and fertilizer, but by 1893 was bankrupt. The depot was originally in the middle of Broad Street, and was moved twice to its present location. The depot has been bricked on the exterior for use as a community center.

Prior to the Revolutionary War and until the 1840s, the Town of Bartow was known as Wood's Fort, a log and brick fortification built by Solomon Wood against attacks from the Creek Nation. Bartow was also known as Spiers Turnout until the 1860's. The development of the town was significantly influenced by the location of the Central of Georgia Railroad line through the area and by the presence of the Williamson Swamp Creek, which flows northwest to Southeast and is paralleled by the railroad tracks. The Central of Georgia Railroad Depot was constructed in 1859 and is one of the oldest buildings in the Bartow District. The Depot is being rehabilitated through Transportation Enhancement Activity funding.

During the Civil War, the town was a constant source of supplies for Confederate soldiers until the arrival of General Sherman's troops, who swept through the area on their mission to destroy crops, houses, and rail lines between Atlanta and Savannah.

## **RURAL RESOURCES**

The unincorporated areas of the county have numerous historical and cultural resources. Many of the resources are located in Stellaville, Matthews and Moxley. A majority of the historic structures were included in the 1978 survey.

Matthews has two important structures that should be preserved. The first is the post office, which was built around 1900. This is a typical small community post office. It is a 1 room structure with a simple shed porch. The post office stands at center of the Matthews and the porch is a popular place for socializing.

Another landmark that needs repair and preservation is the old Tractor Repair Shop. This is an old brick structure with three large arched windows. The building has been neglected for years and it is recommended that efforts be made to restore in some form.

Stellaville is another small-unincorporated community in Jefferson County. The community has a number of frame houses that are representative of the early 1900's.

About ½ mile from downtown Avera is the Omaha Springs Resort. This resort was once a summer spa getaway retreat for residents of Louisville and other parts of Georgia. The 3-story building was built in the early 1900's and is currently being rented to an artist.

## **OTHER HISTORIC, ARCHAEOLOGICAL AND CULTURAL RESOURCES**

Ogeechee Old Town Plantation, located on SR17 in the county, is one of the oldest plantations in America and pre-dates the colonization of Georgia. Originally a native settlement, and later colonial trading post, Old Town is home to 4,000 acres and 26 historic buildings. The property includes a library, grist mill, smokehouse, water tower, church, main house, overseer's house, along with several tenant houses and barns, all built between 1898 and 1910.

Early Indian history centered around Old Town. In the late 17<sup>th</sup> and early 18<sup>th</sup> centuries, Old Town was home to the Yucees, a part of the Lower Creek Confederation that occupied the region stretching through central Georgia and across the Chattahoochee River into central Alabama. Because of economic dependence on white traders and to escape wars with the British, Indians abandoned Old Town for the Chattahoochee River. Old Town was thus abandoned and remained mostly uninhabited until the early 1750s. During the Revolutionary War, Old Town and the surrounding area was the front line between the American and British armies.

Numerous conferences with the Indians were held at Old Town and several treaties were signed. The 1763 Treaty with the Creek Indians ceded the lands and allowed for white settlement. The Georgia trustees originally hoped to create a colony of small compact settlements populated by small landowners who were ready to cultivate their farms and to defend them in war. From mid to late 18<sup>th</sup> century, Georgia governing authorities began to encourage “up-country” or “frontier” settlements with the promise of free land. Thus settlement began around Old Town and throughout Jefferson County.

From 1767 to the present day, through prosperity and depression, Old Town has been continually operated as a plantation. It is probably the oldest plantation in Georgia to retain its original acreage and to be in continuous operation. Today, Old Town draws tourists who want to experience its rich history and pristine scenic views. Family run and operated, Old Town’s cottages offer charming accommodations with southern antiques, pool and tennis courts.

Thanks to abundant forests, ponds and rivers, this part of Jefferson County is home to some of the best hunting and fishing in the state. Outdoor enthusiasts travel from far and wide to experience the thrill of bagging trophy-size game.

The Wrens downtown is also home to a historic water tower built in the 1920’s. As this is one of the older water towers in the region and does not appear in good condition, it should be painted.

Wrens is also home to the largest gourd farm east of the Mississippi River. The farm draws people to its festival every year. Many decorated gourd ornaments are seen around the region.

Each year, the Bartow Community Club sponsors Speir's Turnout Festival, which celebrates Bartow's beginning as Speir's Turnout, Stop Number 11 on the Central of Georgia Railroad line. With its Life in the Past Lane theme, the Festival offers a full day of continuous live entertainment, a parade, crafts, country cooking, antique auto show, antique farming equipment displays, musical entertainment, games and rides youngsters. While antique cars have long been one of the Festivals attractions, a recent addition is an over-head parade of powered parachute aircraft (wind speeds permitting) and rides in the colorful flying machines.

The Atlanta Journal/Constitution calls Bartow the smallest town in America with a thriving community theater. The Schoolhouse Players have evolved into a regional performing group that draws actors and large audiences from a wide radius. The Players, known for their attention to sets, lighting, and costumes, present a full season of plays and musicals, as well as additional concerts ranging from classical to country.

The City of Bartow has sponsored the Bartow Historic District, a citywide National Register nomination, pending Historic Preservation Division approval. Every eligible historic resource within the city limits will be listed, including African-American properties, the downtown commercial buildings, residential, commercial, industrial, institutional, and the city cemetery.

The Bartow Cemetery is part of the proposed historic district. It is a large open space enclosed by a low stone wall. Hardwood and cedar trees are scattered throughout. Makers in the cemetery date from the 1860's to the current period.

Bartow residents often remind tourists not to let the town's size of 300 residents fool them. Bartow has produced its share of important people, including state governor and vice-presidential candidate Herschel V. Johnson and Broadway playwright and best-selling author of *Beulah Land* Lonnie Coleman. In 2000, the town hosted a national convention honoring one of its favorite residents, Roy Evans, inventor and manufacturer of the Jeep used in World War II. Evans' Jeep is one of the national treasures of the Smithsonian, and the convention attracted people from all over the United States and Canada.

### **ASSESSMENT**

In order for Jefferson County to identify the historical and cultural resources that are present, a professionally conducted updated Historic Resources Survey needs to be completed. The 1978 survey only covered a small portion of the historic structures in the county and neglected any but large significant houses. A more complete survey of the resources will provide the cities and county with a complete historic properties inventory that will enable the cities or county to apply for historic preservation grants or for National Register Status or identify preservation issues. In addition, many buildings have been moved or demolished since the 1978 survey and there is currently no record of such changes.

A common concern among residents of the county is the lack of African-American history that has been recorded and recognized. Efforts are being made through the pending citywide historic districts of Louisville and Bartow to achieve that goal.

National Register nominations should be encouraged by all of the local governments. The National Register does not affect property uses or rights. The National Register does increase an awareness of the importance of the Country's historic building stock and sites, and therefore promotes good maintenance and respect of them. The cities of Wrens, Stapleton, Waldey, and Avera have potential for nominating historic districts to the register.

Protection of historic properties is available through the Certified Local Government Program. This is a long but worthy process for a local governments to pass an historic preservation ordinance, appoint an historic preservation commission, and finally, to locally designate historic areas for design review. This is the only historic preservation program that allows local control and participation in preserving the character of neighborhoods in external change in appearance, new construction to conform aesthetically, demolition, moving buildings, and demolition by neglect. Wrens has just adopted an historic preservation ordinance and appointed an historic preservation

commission. They are beginning the process towards designation of becoming a Certified Local Government. As Route 1 is widened and the threat of sprawl from Augusta becomes a possibility, the CLG status will help protect its historical integrity.

The Jefferson County Historical Society was created in 1995 and has been a great force in researching and collecting data about various aspects of the history of Jefferson County. The office is currently located in the historic Quincy Building on Broad Street in Louisville. The Society owns and has restored this building. Exhibits of Jefferson County history can be seen and an archives can be used by the general public. . Leroy Lewis, the current president has done extensive research on cemeteries and gravesites throughout the county that is housed there.

National Register sites are an important asset and Jefferson County should strive to add more sites to the current list. Benefits from being a national register site include:

- Recognition that a property is of significance to the nation, the state, or the community
- Consideration in the planning for Federal or federally assisted projects
- Eligibility for Federal tax benefits
- Qualification for Federal Assistance for historic preservation, when funds are available.

### Goals and Policies

All goals and policies apply to Jefferson County and the municipalities unless otherwise noted.

Goal: To preserve and protect natural and cultural resources.

The address this goal, Jefferson County and the municipalities will need to:

- Protect public water supply sources, wetlands, flood plains, and plant & wildlife animal habitats.
- Continually monitor natural resources for pollution.
- Encourage development away from sensitive areas.
- Develop scenic views and sites.
- Conduct an updated Historic Resources Survey of rural Jefferson County and all incorporated cities.
- Restore/rehabilitate the 1869 Depot in Bartow (applies to Bartow)
- Nominate citywide the Town of Bartow and the City of Louisville to the National Register of Historic Places (applies to Bartow and Louisville).
- Nominate other eligible historic resources to the National Register of Historic Places.
- Identify Sherman's March to the Sea with signage (applies to Jefferson County and Louisville).
- Identify the Civil War Plaza and the Confederate War Cemetery with signage (applies to Jefferson County and Louisville).
- Continue in Wrens the Historic Preservation Commission work towards Certified Local Government designation (applies to Wrens).
- Continue downtown revitalization improvements (applies to the municipalities).



## INTRODUCTION

The adequacy and availability of community facilities is a necessary part of the comprehensive planning process due to the importance of maintaining and attracting future residents, businesses and industries to the area. Growth needs to be managed in such a way as to not put an undue burden on existing community facilities, and thereby negatively affect the overall quality of life in the county and municipalities. It is important that the prioritizing, scheduling and construction of community facilities meet the needs of current and future populations, while at the same time guide and direct growth in an orderly and logical manner.

The Community Facilities Element inventories the various public and semi-private facilities and services available in Jefferson County and the municipalities and assesses the quality and availability of these community facilities. Figure C-1 provides a general overview of community facilities and will be referred to throughout this section.

## TRANSPORTATION

An efficient transportation network is a key element in determining Jefferson County's ability to develop. Adequate transportation facilities are necessary for the transport of people and goods and services. The efficiency of the network has a direct impact on land use through its ability to disperse increased traffic levels as a function of residential, commercial, and industrial development.

### Existing Road Network

Roadways are classified by the U.S. Department of Transportation based on their function within the local highway network. Each major classification category is defined as follows:

**1. Principal Arterials:** These roads, which include interstates and rural freeways, serve substantial regional, statewide or interstate trips; connect most urban areas of 25,000 or more and virtually all urban areas of 50,000 or more; and provide an integrated network without stub connections except where geography dictates otherwise.

**2. Minor Arterials:** These roads form a rural network that links other cities, larger towns, and other traffic generators, capable of attracting travel over similarly long distances; links all developed areas of the state; and serve corridors with trip lengths and travel density greater than those predominantly served by rural collector or local systems. Minor arterials constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through movement.

**3. Major Collectors:** These roads primarily serve the county rather than regional or state traffic. Consequently, more moderate speeds are typical. They serve any county seat or larger town not on an arterial route, and other traffic generators of equivalent intra county importance; link the latter places with nearby larger towns or cities, arterials and freeways; and serve the more important intra county travel corridors.

**4. Minor Collectors:** These roads also serve county-wide traffic and collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road;

## COMMUNITY FACILITIES

provide service to smaller communities; and link the locally important traffic with more significant generators.

U.S. Highways 1, 221, 319, and Georgia Highways 102 and 80 all intersect a portion of the county and are the primary arterials in Jefferson County. Interstate Highway 16 passes 32 miles south of the county line, while Interstate Highway 20 passes just 22 miles away via Georgia Highway 17. The attached map displays the location of these arterials. Roads classified on the map are considered major county thoroughfares and serve as main transportation routes within the county and to surrounding areas. All other county or municipal roads not classified on the thoroughfare map are considered locally serving. Most of the roadway network is rural, with only a handful of urban roads in Louisville, Wadley and Wrens.

Table C-1 identifies the total mileage and paved roadways of each local jurisdiction. Most of the network is in the unincorporated areas. The municipalities include smaller, mostly-paved roadways. By contrast, approximately half the county road network is paved.

<b>Table C-1: Jefferson County and Municipalities Road Network</b>		
<b>Jurisdiction</b>	<b>Total Mileage</b>	<b>Unpaved Mileage</b>
<b>Jefferson County</b>		
State Routes	390.56	0
County Roads	1,127.40	555.40
City Streets	149.43	10.80
<b>Total</b>	<b>1,668.51</b>	<b>566.26</b>
<b>Avera</b>		
State Routes	1.10	0
County Roads	2.13	0.27
City Streets	2.02	0
<b>Total</b>	<b>5.25</b>	<b>0.27</b>
<b>Bartow</b>		
State Routes	1.84	0
County Roads	0.94	0
City Streets	2.84	0.16
<b>Total</b>	<b>5.62</b>	<b>0.16</b>
<b>Louisville</b>		
State Routes	8.20	0
County Roads	2.87	0
City Streets	18.35	3.13
<b>Total</b>	<b>29.42</b>	<b>3.13</b>
<b>Stapleton</b>		
State Routes	2.93	0
County Roads	3.82	0.61
City Streets	5.73	0
<b>Total</b>	<b>12.48</b>	<b>0.61</b>
<b>Wadley</b>		
State Routes	6.43	0
County Roads	1.90	0
City Streets	20.99	1.36
<b>Total</b>	<b>29.32</b>	<b>1.36</b>
<b>Wrens</b>		
State Routes	6.25	0
County Roads	5.05	0.73
City Streets	18.18	1.18
<b>Total</b>	<b>29.48</b>	<b>1.91</b>
Source: Office of Transportation Data, Georgia Department of Transportation, 2002		

**Level of Service**

The quality of service provided by the road network requires quantitative and qualitative measures of operational efficiency. The primary method of analysis is to determine the Level of Service (LOS) of the major thoroughfares within the network. According to the Highway Capacity Manual, LOS is a measure describing operational conditions of a roadway in terms of average speed, travel time, maneuverability, and traffic interruptions. Table C-2 identifies six LOS categories, ranging from A to F, each describing the operating conditions associated with them.

<b>Table C-2: Level of Service Classification</b>	
<b>Level of Service</b>	<b>Operating Conditions</b>
A	Free flow, minimum delay at signalized intersections.
B	Occasional short delays that may require waiting through one red light.
C	Stable flow with intermittent delays at signalized intersections (typical design level). Backups may develop behind turning vehicles.
D	Approaching unstable flow and may require waiting through two or more red lights.
E	Unstable flow. Roadway is operating at capacity with high levels of congestion that may result in lengthy delays.
F	Forced flow through jammed intersections. Excessive delays resulting in extremely high levels of congestion

The LOS indicates the roadway conditions during the peak hour of traffic. It is calculated by determining the ratio of traffic volume to roadway capacity for segments of individual roadways based on accumulated flow from collector roads within the traffic shed. The typical design level of a road represents an operational LOS C. This indicates that roads are designed to adequately handle 65% of the traffic capacity while maintaining a stable flow of traffic.

The entire traffic network in Jefferson County is operating at an adequate level of service of C or better, with the majority of roadways operating at LOS A. According to the latest traffic count data provided by the Georgia Department of Transportation (2002) the heaviest traveled road in the county U.S. 1 (6,900 Average Annual Daily Traffic). With the exception of SR 221 in western Jefferson County (2,300 AADT), all other roadways carry less than 2,000 AADT.

Traffic levels have increased slightly over the past five years according to the DOT 1997-2002 Annual Average Daily Trips Reports with the largest increases found along U.S. 1. Louisville, Wadley and Wrens’ role as the county’s major employment centers, combined with the access to arterial state routes, increases the amount of daily vehicle trips into and through these cities.

There are currently 3 major road projects within the Jefferson County:

- State Route 4/ U.S. 1 (Fall Line Freeway)- Widening beginning at County Road 41 and extending north to Sandy Run creek in Jefferson and Richmond Counties.

## COMMUNITY FACILITIES

- State Route 88 (Fall Line Freeway)-Widening for additional lanes from County Road 106 to State Route 11 in Jefferson and Washington County.
- State Route 88-Reconstruction and realignment beginning south of State Route 171 and extending east of State Route 296 in Jefferson County.

### **Pedestrian and Bicycle Facilities**

There is currently no comprehensive sidewalk inventory for Jefferson County and the municipalities. There are no known sidewalks in the unincorporated areas. Avera, Bartow, and Stapleton have some sidewalk coverage in their downtown area while Louisville, Wadley and Wrens have more extensive networks, which include both downtown areas and adjacent residential areas. The CSRA RDC is in the process of conducting a region-wide inventory of pedestrian facilities, including sidewalks and curb ramps. When complete, the inventory will assist in future planning efforts.

There are no bicycle facilities in Jefferson County and the municipalities. State Bicycle Route 35 passes through Jefferson County.

### **Signalization and Signage**

The only signalized intersections and significant traffic signage in Jefferson County are located within the Cities of Louisville, Wadley and Wrens, along U.S 1. These corridors handle significant traffic volumes and represent the cities' main commercial corridors. Signalization is essential at these intersections to provide an orderly flow of traffic in and out of the various commercial establishments.

### **Bridges**

There are numerous bridges scattered throughout Jefferson County. The county has numerous state highways and all bridges along these roads are maintained by the Georgia Department of Transportation. Bridges located along county roads are maintained by the county.

### **Public Transportation**

In addition to coordinated transportation through the Georgia Department of Human Resources, Jefferson County Transit (WCT) provides public transportation for county residents. Services include transporting residents to and from destinations for shopping, work, school, personal appointments, and recreational opportunities within and outside the county. The county and state fleets include a total of eight vans – two wheelchair accessible and six 12-15-passenger vans. Approximately 2,771 monthly trips are provided to county residents.

### **Railroads**

Rail companies provide crucial cargo transport for industries in Jefferson County. Many items and materials are too bulky or heavy to be shipped by truck and are moved by rail. Norfolk Southern has two lines that pass through Wadley and Wrens en route to Warrenton and Atlanta. In addition, the Central Georgia Railroad has a short line connecting Wadley with Louisville.

## **Port Facilities and Aviation**

Airports located in Louisville and Wrens provide small craft aviation services. The airport in Wrens maintains a hangar space of 6,396 sf. and a runway. The airport in Louisville has a runway 5,000 feet long and offers hangars and tie-downs. There is 15,500 sf of hangar space available as well as one T-hanger that will accommodate 4 planes. The current terminal building is small and old and needs to be replaced. There are two parallel unpaved taxiways.

The nearest commercial air service is in Augusta, 35 miles away. Atlanta-Hartsfield International Airport, located in Atlanta approximately 150 miles from Louisville, provides major commercial airline service. The ports of Savannah (122 miles) and Charleston (227 miles) provide port facilities.

## **Assessment**

### **Road Network and LOS**

Roadways drive the Jefferson County economy and are considered significant as much for their economic development function as for local transport needs. At close to 50%, the county has an unacceptably high percentage of unpaved roads. Neither current nor future needs are being met with so many unpaved roads. While some roads in very low density have always been and will continue remain dirt roads, the county will need to implement projects prioritized through the years. Over 95% of roads within municipalities are paved. No major problem areas were identified current needs are being met. At current levels of service, future needs will also be met in the municipalities.

Future land use patterns will play a significant role in the continued efficiency of the transportation network. According to the Institute of Traffic Engineers, a typical single-family detached home generates an average of 9.54 vehicle trips per day while commercial and industrial facilities generate from 20 to 2000 vehicle trips per day. In 2000, there were close to two passenger vehicles per household in the county and municipalities. While population growth is projected to be minimal through 2025, countywide housing projections, based in part on continual increases in the number of new households, are anticipated to reach 367. Given current levels of service, the projected increase in new housing will not significantly impact the existing network.

The economic development policy contained in this comprehensive plan calls for significant levels of growth in manufacturing, an employment sector with the potential to alter the network. Given the municipality's ability to provide water and sewer infrastructure, it is likely that manufacturing plants will locate in proximity to Louisville, Wadley and Wrens. Should that occur, the municipalities and Jefferson County will need to consider the traffic implications of potentially significant truck and vehicular traffic along U.S. 1

Louisville, Wadley and Wrens' relatively high traffic levels are not only a result of its concentration of population and housing but also their importance as the county's commercial centers. As noted in the Economic Development chapter, these cities are the main source of employment opportunities in the county, as well as attracting employees

from outside of the county. As economic development continues in and around the cities, and the amount of jobs increases traffic, impacts on the urban thoroughfare network can be expected to worsen.

In order to better assess the impacts of land use on the transportation network and to identify potential implementation measures to mitigate those impacts a detailed thoroughfare study and plan is needed. A thoroughfare plan can provide a much more precise assessment and identify specific needs for implementation.

### **Pedestrian and Bicycle**

Overall, there is lack of pedestrian and bicycle facilities in the county and the municipalities. Most of the municipalities' sidewalk system is over 30 years old. Sidewalk systems exist within the incorporated areas but are underutilized mainly because they are not contiguous, have structural pavement problems and do not provide intermodal connections.

The CSRA RDC is currently in the process of developing a bicycle and pedestrian plan for the 13-county CSRA area. A complete inventory and assessment as well as recommendations will be completed by 2005. In 2004, Louisville was awarded Transportation Enhancement funds to complete streetscape work along Main Street. The county and cities should continue applying for TE grants to complete much needed pedestrian and bicycle projects.

No bicycle routes have been identified within the county or the municipalities. The regional bicycle and pedestrian plan will include recommendations for bicycle routes, including facilities along the proposed scenic byway route. In addition to identifying an internal network, the plan will examine ways to link local bicycle networks with the state system, thus providing residents with alternative transportation modes.

### **Bridges and Signalization**

The adequacy of the overall road network is dependent on bridge maintenance and the adequacy of signalized intersections to maintain a steady traffic flow. The county continues to monitor the condition of bridges and repair them on an as needed basis. The only (3) planned improvement bridge project included in the GDOT State Transportation Improvement Program (for years 2004-2006) are along SR 4, SR 17 and U.S. 221.

The level of service (LOS) of the signalized intersections is directly correlated to the level of service of the road segments that they control. Currently, all signalized intersections in Louisville, Wadley and Wrens are operating at a LOS C or better. Signs are well maintained and in clear view and all traffic signals are operational and strategically placed.

### **Public Transportation**

JCT is currently able to meet demand for public transportation. With the projected 5% growth in the seniors population group through 2025, JCT will need additional vehicles to accommodate future demand. Like many public transit providers, the existing fleet is always an issue. Buses will eventually require replacing.



**Railroads**

Both Norfolk Southern and Central Georgia Railroad currently provide an acceptable level of service and are expected to continue to do so. Even with the anticipated economic growth policy outlines in the Economic Development section, both rail providers have enough capacity to continue providing adequate service.

**WATER SUPPLY AND TREATMENT**

Residents, businesses, and industry require a safe, reliable and adequate supply of water to sustain a good quality of life and to allow for and sustain economic growth and for fire protection. Currently, in Jefferson County, there are several municipal water systems serving the Cities and the surrounding areas and a limited County-owned distribution system. A significant portion of the County, including some new subdivisions, depends on individual wells for water supply. With some minor exception, the individual water systems do not appear to have a cohesive plan or strategies to ensure that the current and future water supply needs of the citizens of the County are met.

The County purchases its water from the City of Louisville and distributes the water through county-owned lines to 457 customers. The system has a capacity of 600. Customers not on the waterline are served by individual wells.

**Avera**

The City of Avera has a water supply and distribution system, which consists of two water wells and one 60,000 gallon elevated storage tank, and 6-inch and smaller water lines. One well produces 160 gallons per minute and is 160 feet deep. The second well produces 250 gallons per minute and is 385 feet deep. The City treats 40,000 gallons of water daily, but 374,400 gallons of water are capable of being treated each day. The system serves 160 water customers and is capable of serving 180 customers. The water system is currently adequate for fire protection. The water system is 42 years old.

**Bartow**

The City of Bartow operates two water wells and one 75,000 gallon storage tank. One well located at Academy Circle produces 57,000 gallons per day while the second well located on Shop Street produces 97,000 gallons per day. The City treats 60,000 gallons of water daily, but 75,000 gallons of water are capable of being treated each day. The system serves 186 water customers and is capable of serving 250 customers. The water system is currently adequate for fire protection. The water system is 35 years old.

**Louisville**

The City of Louisville serves 1,226 water customers but is capable of serving 2,000 customers. The City maintains three ground storage tanks, storing 20,000 gallons, 100,000 gallons, and 750,000 gallons of water. There are also three elevated tanks, storing 100,000 gallons, 150,000 gallons and 250,000 gallons. Each day, the City treats 758,000 gallons of water and is capable of treating 2,000,000 gallons of water a day. The system is 24 years old and is adequate for fire protection.

**Stapleton**

The City of Stapleton has its own water system which treats 44,000 gallons of water daily and is capable of treating 252,000 gallons of water daily. One storage tank stores 65,000 gallons of water while the other storage tank stores 75,000 gallons of water. The system serves 200 water customers and is capable of serving 300 customers. The system is 48 years old and is adequate for providing fire protection.

**Wadley**

The City of Wadley has two water wells, one on Butts Street and one on Forbes Street and there are two water storage tanks, one that stores 200,000 gallons and one that stores 400,000 gallons. The system currently serves 937 customers but is capable of serving 5,000. The system is 25 years old and provides adequate fire protection in most areas. The water distribution system in some areas consists of 2-inch and smaller galvanized iron water lines.

**Wrens**

The City of Wrens has five ground water wells which serve 2,000 water customers. The system is capable of serving 6,000-8,000 customers. From these wells, there are 80,000 gallons treated daily with 1,497,600 gallons capacity. There are four storage tanks which store a total of 800,000 gallons of water. The system is approximately 35 years old and most areas have adequate fire protection.

**Assessment**

Currently, the water supply needs of the county and municipalities are being met. Current demand is significantly below the municipalities' total permitted withdrawal, treatment, and storage capacities. Population growth is projected at 1.2% through 2025 while housing units are anticipated to increase by approximately 367. Most of the county's housing growth is projected to be in and around Louisville, Wadley and Wrens. Given current water capacities, growth will easily be accommodated. However, the county wishes to pursue and encourage large-scale manufacturing, which may add stress on the existing system. The county and providing municipalities will need to coordinate on planning for future water service provision

In some areas that consist of 2-inch and smaller galvanized iron water lines, there are frequent complaints of low pressures and low flows. Corrosion of galvanized piping restricts flows and sometimes causes discoloration. The small diameter water lines will not support fire protection, so in areas where there are small diameter water lines there is no fire protection. Larger mains are needed along with fire hydrants in these areas.

The water supply equipment of Wrens is in fair condition and preventative maintenance is conducted on pumps, motors, and chlorinating equipment. The majority of the City is served adequately sized distribution lines, however, there are neighborhood pockets still served by 2-inch and smaller water mains and some areas still lack adequate fire protection.

## **Sewerage System and Wastewater**

The Cities of Avera, Stapleton, and residents of the county do not have sewerage systems. All residences and businesses are served by individual septic tanks. The City of Avera is considering installing a city-wide sewerage system.

### **Bartow**

The City of Bartow currently provides sewer service to its city residents. The total treatment capacity of the system is 50,000 gallons per day.

### **Louisville**

The City of Louisville provides sewer to most areas of the City. The City has two water pollution control plants. One pond has one cell and is permitted at 62,000 gpd but has not exceeded 5,000 gpd maximum flow. The main pond has three cells and is permitted to treat 560,000 gpd and is currently operating at 50% capacity. Total capacity is 622,000 gpd. There are currently 1,100 city customers tied on to the system. The county sends its waste to the water pollution control plant in Louisville, which serves 435 customers. The system is relatively new and was enlarged in 1985.

### **Wadley**

The City of Wadley also provides sewer to its residents. The system presently serves approximately 798 customers. The original system was constructed in the 1960's and has been expanded over the years to serve additional customers. There have been numerous upgrades made to the sewer system during the recent years, but additional improvements are needed. The sewerage collection system consists of 8-inch, 10-inch, 12-inch gravity sewer lines, eight (8) pump stations, and 4-inch and 6-inch force mains. The sewage is collected and treated at the City's oxidation pond facility where the sewerage treatment plant is operating at approximately 75% of its rated design capacity of 215,000 gallons per day.

### **Wrens**

The City of Wrens provides sewer services to most areas of the City. The City's water pollution control plant is permitted to treat 480,000 gallons per day and is currently operating at 60% capacity.

## **Assessment**

Sewer lines throughout the City of Wadley are in poor condition. Many of the pipes are vitrified clay pipes, which have cracked, broken or are sagging, causing water to pool and allowing groundwater into the system. Roots have also entered these pipes creating blockage and allowing seepage and infiltration. The City's oxidation pond is permitted to treat up to an average of 215,000 gallons per day. Due to excessive flows caused by inflow and infiltration in the system, the oxidation pond is overloaded and periodically exceeds its permit. The system is over capacity and needs to be upgraded.

## COMMUNITY FACILITIES

The City of Wrens collection system is currently plagued by deficiencies which contribute to inflow and infiltration problems, which combined with a rapidly growing service area, creates problems for the city's sewage system. A plant expansion of 1,000,000 gpd capacity is currently underway to allow for additional growth.

Across the state, regional watershed studies and TMDL implementation plans have increasingly identified septic tanks as an increasing non-point source pollutant. The abundance of septic tanks in unincorporated areas has increased dramatically over the past twenty years as suburban development has outpaced urban development. The number and location of all of the septic tanks in the county is not precisely known, but the number of households not using a public sewerage system would indicate that there are over 3,000 individual septic systems (according to the number of households in Jefferson County). This estimate illustrates the large number of unmonitored septic systems in the county, which should be cleaned out every 3-5 years to ensure proper operation. Currently there are only limited regulations in place to monitor the maintenance of septic systems so once a problem occurs, it is generally too late to prevent contaminants from entering the ground and surface water.

### **Solid Waste Management**

Jefferson County operates a landfill along U.S.1 under permit # 081-011D(MSWL). The majority of solid waste in Jefferson County comes from residential use or household garbage, including paper products, plastics, glass, aluminum, and ferrous metals. A limited amount of commercial and industrial waste consists of corrugated paperboard and wood waste.

Green box collection is used in the unincorporated areas for solid waste disposal. Currently there are green boxes at twenty-five (25) separate sites in the county. The county provides solid waste services for the City of Avera. The Cities of Louisville and Bartow haul their waste to the county landfill while the rest of the municipalities contract with private haulers.

More detailed information on the county and municipalities' solid waste management inventory and future plans are contained in the Joint Jefferson County Solid Waste Management Plan.

### **Assessment**

Jefferson County is experiencing very little population growth and the County's current disposal programs and operations are adequate for meeting needs during the planning period. Collection programs in Jefferson County are sufficient to meet the demands of residents and businesses. Because the County is rural and residential areas are scattered, at-the-source countywide collection is not a priority at this time.

## **GENERAL GOVERNMENT**

Jefferson County operates under a commission-based system of government in which five commissioners are elected to four-year terms. All the municipalities operate under a mayoral system of government.

## COMMUNITY FACILITIES

Table C-3 presents an inventory of general government facilities. Although the respective local governments own and operate a variety of buildings, only those that are used for everyday government activity are reported on.

<b>Table C-3: Jefferson County and Municipalities Government Buildings</b>	
<b>Building Name</b>	<b>Use</b>
Jefferson County Courthouse	Downtown Louisville
Avera City Hall	28 x 15 sf – adjoined to U.S. Post Office
Avera Fire Department	60 x 30 sf meeting space and two bays
Bartow Railroad Depot (Leased)	2,300 sf used for City Operations
Bartow Community Center	10,000+ sf used for theatrical productions, and community meetings
Bartow Police Department	33x48 sf and two jail cells that are not used
Bartow Fire Station	400 sf meeting space with one bay, office located in City Hall
Louisville City Hall	10,000 sf City Operations
Louisville Utilities Office	340 sf
Louisville City Shop	1,600 sf
Louisville City Recreation	600 sf
Louisville Police Dept.	1,300 sf located in City Hall, no holding cells
Louisville Fire Department	420 sf, two bays
Stapleton City Hall	600 sf – located in the Fire House
Stapleton Police Department	250 sf – located in the Fire House, no holding cells
Stapleton Fire Chief's Office	250 sf – located in the Fire House
Stapleton Fire Department	30 x 30 sf meeting space, six bays
Wadley City Hall	1,200 sf – city operations
Wadley Police Department	2,832 sf – across the street from City Hall, no holding cells
Wadley Recreation Bldg.	2,024 sf – located at the City Park
Wadley Multi-Purpose Bldg.	320 sf - hold heavy equipment
Wadley City Barn	1,998 sf – hold city equipment
Wadley Fire Department	874 sf meeting space, four bays
Wrens Municipal Building	8,713 sf – includes City Administration Offices, fire bays, police office and a civic room
Wrens Community Center	2,139 sf – for community events
Wrens Public Works	8,151 sf – shop
Wrens Human Development Center	9,752 sf
Wrens Law Enforcement Center	2,709 sf
Wrens Airport Hangar	6,396 sf

### **Assessment**

In terms of office space and general physical facilities, Jefferson County is operating near capacity. As future departments expand and grow, additional space may be required in the latter stages of the planning period. As a future option, a county government complex should be considered.

With exception to normal scheduled replacements of vehicles and major equipment, the county has an adequate fleet of vehicles and equipment that is categorized as being in generally fair condition.

### **PUBLIC SAFETY**

Public Safety includes the Sheriff's Department, the Marshal's Department, city police departments, emergency medical services, fire protection and animal control.

## **Fire Protection**

An effective fire department is a vital link in the chain of regional development, affecting insurance costs and, thus, the willingness of people and industries to settle in a given area. Fire protection is directly affected by the quality of the water system and a lack of infrastructure can severely reduce the community's ability to provide adequate fire protection.

The existence and adequacy of a water system become a determining factor in the rating given a fire department by the Insurance Services Organization (ISO). Other factors include: the size and type of buildings in a community, the presence or absence of a fire alarm system, how calls are received and handled, whether fire fighters are paid or volunteer, whether there is a community water system, the size of water mains, and how long it takes a department to respond to a call. This independent organization weighs all these factors to assign a department a rating between one and ten, with a rating of nine or ten meaning that an area is relatively unprotected.

ISO ratings are not legal standards but recommendations that insurance companies can use to set fire insurance rates. Because they are set by an independent organization, they become an easy way of comparing community fire departments. However, because these ratings involve weighing several variables, they do not directly compare. For instance, a rating of seven in two different communities does not mean that each is working with the same equipment under the same circumstances. Rather, one could have an adequate water system but inadequate personnel and equipment, the other, the reverse.

## **Jefferson County**

Jefferson County has seven fire departments throughout the county that provide service to both the incorporated and unincorporated areas. There is also a detachment of the Georgia Forestry commission that combats woodland, wildlife and agricultural fires.

Each department receives funding from the county to provide services and derives the remainder of its funding through private donations and fund raisers. Each department primary coverage area is within a five mile radius of the fire station and the secondary coverage area is to provide backup to all other departments when needed.

Jefferson County itself has two departments with 28 volunteer firefighters and a total of three bays. The county insures six fire trucks, ranging in model years from 1957 to the two newest 1974 International pumper trucks.

## **Avera**

The City of Avera is served by an all volunteer fire department, with 22 volunteer firefighters. ISO rating for the district is a 6. The department owns vehicles; two pumpers and a brush truck.

## **Bartow**

The City of Bartow is served by an all volunteer fire department, with 18 volunteer firefighters. ISO rating for the district is a 7. The department owns four vehicles; three pumpers and a Chevy Impala.



**Louisville**

The City of Louisville is served by one fire department staffed with four full-time paid firefighters, and 28 volunteer firefighters. The department owns four vehicles; three pumpers and one fire knocker. The ISO rating for the district is a 5.

**Stapleton**

The City of Stapleton is served by an all volunteer fire department, with 15 volunteer firefighters. ISO rating for the district is a 6. The department owns four vehicles; two pumpers a fire knocker and a service truck.

**Wadley**

The City of Wadley is served by an all volunteer fire department, with 15 volunteer firefighters. ISO rating for the district is a 7. The department owns four vehicles; four pumpers, one of which is a 2003 Freightliner 1000 gallon pumper.

**Wrens**

The City of Wrens is served by the Wrens Fire Department located on Broad Street. The department has 1,840 sf of space and four bays. There are six full-time employees of the fire department made up of the Fire Chief, the Assistant Fire Chief and four firefighters. There are also twenty volunteer firefighters. The fire department insures three 750-gallon pumper trucks, two 1,000-gallon knocker/forestry trucks, and one rescue truck. The trucks range in model years from 1967 to 1991. The ISO rating for the department is 4.

**Police/Sheriff Department**

Jefferson County is served by numerous police/sheriff departments. Avera and Stapleton do not have their own police departments and are served by the Jefferson County Sheriffs Department. Bartow, Louisville, Wadley and Wrens each have their own departments. The County is also served by regional offices of the Georgia Bureau of Investigation and The Georgia State Patrol.

**Jefferson County**

Jefferson County Sheriff's Department employs the Sheriff, 14 deputies, five jailers, three investigators and two clerical personnel. The Department has a total of 30 vehicles, including 20 police cars, one pickup truck and one van.

**Wrens**

The City of Wrens has its own police department located in the main City Hall building which is staffed by the Police Chief, an Assistant Chief, three full-time and four part-time officers, and one full-time sergeant. The City also runs its own 911 communications center staffed by four full-time dispatchers and two part-time dispatchers for the City of Wrens.

**Louisville**

The City of Louisville has its own police department which staffs one Police Chief and seven full-time officers. The department is located in the City Hall building with approximately 1,300 sf of space. The Department has no holding cells as all prisoners are housed at the county jail. The department owns four 1996 police cars and one 1993 police car.

**Wadley**

The City of Wadley has its own Police Department that employs one Police Chief, one investigator, and five police officers. The Police Department is located immediately across the street from the City Hall. All prisoners are sent to the county jail as the city has no holding cells. The Police Department owns three Crown Victoria police cars with model years of 1994, 1996 and 1999.

**Bartow**

The City of Bartow has its own Police Department located in the City Hall Building. There are two holding cells, but they are used for storage. The Department has one full time Police Chief and two part-time officers. There is only one police car, which is a 1991 Crown Victoria. All prisoners are sent to the county jail.

**Stapleton**

The City of Stapleton has its own Police Department located in the Firehouse. The Department covers 250 sf for the full-time Police Chief and two part-time patrol officers. There is only one 1999 Crown Victoria which serves as the police car. All prisoners are sent to the county jail.

All residents of Jefferson County have access to 911 service. The 911 service connects residents to police, fire and ambulance service. The Dispatch office is in Louisville and there is a substation in Wrens. The 911 Service is dispatched to all cities and the county sheriffs department except for the City of Wrens. They utilize their own system so any 911 calls are transferred over to their departments. In 2002 there were 18,941 calls dispatched through the 911 service. The average response time from call to arrival of public safety department was 15 minutes during the year 2002. The 911 service has 3 employees on staff during the day on weekdays and 2 employees on staff at night and on weekends.

The Jefferson County 911 service has mutual aid agreements with neighboring counties and therefore can respond to and assist in calls outside the jurisdiction.

The Jefferson County Jail is currently the only place being used to house inmates at this time. All inmates are brought there instead of being incarcerated in the individual municipality. The new jail will open the first of September 2004 with 120 beds and 8 holding cells which will meet the county's needs for a time. This facility will act as the Law Enforcement Center housing the Magistrate, 911 Communications Center and the Sheriff's Department.

## **Emergency Medical Services**

Jefferson County gets its Emergency Medical Services (EMS) through a private corporation called Rural / Metro. Services provided include emergency and non-emergency ambulance transportation. The company provides dispatching services as well providing emergency service training.

The Rural/Metro EMS service has its main station at the Jefferson County Hospital. In addition there are substations located in Wrens and Wadley. The Hospital Station and the Wrens Substation operate on a 24 hour basis and the Wadley Substation operates from 7 AM to 7 PM.

The Rural/Metro EMS service maintains 4 ambulances in the county but only operate 3 at any time. The 4<sup>th</sup> is kept as a backup. The ambulances are all ALS (Advanced Life Support) units.

During the Monday through Friday 7 AM to 7 PM shift the service has three trucks operating. On weekends and from 7 PM to 7 AM during the week they operate with 2 trucks. The EMS service responds to around 2,500 calls a year. The average response time for calls is 12 minutes which is 3 minutes faster than the 15 minute time required by the Jefferson County Board of Commission.

The Rural/ Metro EMS service is dispatched through the Jefferson County 911 service and is contracted through the Jefferson County Board of Commission. The Rural/Metro Ambulance service has mutual aid agreements with Burke, Emanuel, and Richmond Counties which allows them to assist outside of the county borders. A written mutual aid agreement with Washington County is in the works as The Washington County Prison is located closer to Jefferson County.

## **Animal Control**

Currently the County provides no extensive animal control services. The County contracts spay & neutering, euthanasia and disposal of animals. Services such as viewing areas for individuals interested in adopting pets are found throughout the region.

## **Marshal Department**

The County currently provides a Marshal Department to protect the judiciary, provide courtroom and building security and serve court orders (criminal and civil) as well as civil process for the public. Having countywide jurisdiction, deputies of the Marshal's Office also enforce state, federal and county laws; serve arrest warrants and participate in the community through positive public service. There are three Deputies and one Marshal who have their office in the County Courthouse.

## **Assessment**

With the realignment and reconstruction widening of State Route 88 through Jefferson County, it is expected that with more traffic, there will be more traffic accidents. These accidents will include semi-tractor trailers that carry all types of flammable items across the state. Usage by heavy vehicles will increase, thereby requiring special equipment for fire fighting on these types of fires.

## COMMUNITY FACILITIES

Jefferson County and its municipalities are well served by police, fire and ambulance service. The initial assessment shows that many departments are in need of newer vehicles.

Services for 911 are done countywide, but Wrens also has its own 911 department. These separate services covering the same areas should be analyzed and considered for consolidation of services.

Each municipality and the unincorporated areas of the County are currently being well served by the fire departments. However based upon initial assessment of the inventory it can be seen that many new vehicles are needed. Many vehicles are well over 20 years old and their dependency is questionable. Intergovernmental agreements exist for fire protection and have worked well in the past for full coverage and back-up of all county residents. Water systems in all of the municipalities will need to be improved and maintained to ensure fire hydrant coverage and essential water pressure for fire protection.

In 2000, Jefferson County spent \$2.7 million or 34.5% of total county spending on public safety which includes spending for law enforcement, fire services and jails.

To address the numerous stray dogs and cats, the county should consider an animal shelter or a humane society.

## RECREATIONAL FACILITIES

There are several public benefits that may accrue from park and recreation services. Those benefits begin with by contributions to economic development by enhancing real estate values, attracting tourists, attracting businesses, and attracting retirees. Benefits continue by helping to alleviate social problems by preventing youth crime, facilitating healthy lifestyles, and reducing environmental stress. The other major benefits of parks and recreation services are general environmental stewardship through historical preservation and the natural environment.

Recreational Activities in Jefferson County are provided through a series of County and Municipal services. The Jefferson County Recreation Department located in Louisville provides and maintains 2 facilities. One is located in Louisville and the other in Wadley. There are initial plans to create one in Wrens.

The recreation center and park located in Louisville is a 20-acre facility which includes softball fields, basketball courts, tennis courts, and general playground equipment. This facility is fairly new and is in good condition.

The City of Wadley enjoys a beautiful park that covers several acres and contains a ball field, two basketball courts, two tennis courts, a swimming pool, various playground equipment, restrooms, picnic tables, grills, a picnic pavilion, and a field house for park staff. Much of the park is in disrepair though. The tennis courts need to be resurfaced and need new nets. The basketball courts need new backboards and new nets. Many of the grills are not usable and the fencing around the ball field needs to be repaired. The pool has been upgraded and will be used the summer of 2004. The buildings are in good condition and some of the playground equipment is new.

There are also a number of municipal parks located throughout the county that are run by the city governments. One such park is located in Stapleton which includes general playground equipment and one tennis court. The City of Avera also has a small city park with antiquated playground equipment that needs to be removed and replaced as well as a multi-purpose playing field. Louisville recently built a small playground behind Louisville Academy.

Jefferson County has recently purchased Ogeechee Crossing Park, a 236-acre park with passive recreation, historical sites, river access, and hiking trails along the Ogeechee River near Louisville. The park is in the planning stages now with many proposals for ideas including areas for camping and picnicking.

### **Assessment**

The National Recreation and Park Association has set as a guideline level of service 10 acres of park, recreation, or open space per 1,000 persons. This is merely a guideline and every community has its own set of needs based on the demographics of the population. Based on this guideline, the county should have at least 170 acres of neighborhood park space. The current neighborhood park space only covers approximately 30 acres, which makes the ratio of neighborhood park space in the county to be approximately 2 acres per 1,000 persons. It is difficult for the county to maintain parks of this type within the unincorporated area because of the low-density, scattered style of residential development that occurs outside of municipal boundaries.

If the new Ogeechee Crossing Park is included to determine the level of service of all parks and recreation, the ratio is increased to nearly 16 acres per 1,000 persons. This portion represents an adequate amount of space for residents, but the neighborhood parks are the areas in which residents are more likely to use on a regular basis since they are close to their homes and hold regular recreational events for children and parents alike.

Recreation facilities around the county vary in size and quality. The small community parks are generally small and contain very old equipment that should be removed and upgraded up to the national park and recreation standards. The City of Wrens needs to have a recreation complex for its population. With an additional recreation area in Wrens, the level of recreation service could be increased to 10 acres per 1,000 persons as recommended.

### **HOSPITAL AND OTHER PUBLIC HEALTH FACILITIES**

The Jefferson County Hospital, located in Louisville, is the only acute care facility located in the county. The hospital has a capacity of 37 beds, but is licensed for 65 beds and offers emergency and full outpatient facilities and services. The Hospital is an Acute care center, with 24 hour emergency services, X-ray lab, physical therapy, CT scans, mammograms, outpatient surgery, cardiology clinic and a wellness center. The hospital has a staff of approximately 158, which includes part-time and full-time physicians, nurses, administration and support staff. The hospital campus has two professional practice offices in the main building, two professional practice offices located in an adjacent building, and an outdoor track. As mentioned the hospital facility also

## COMMUNITY FACILITIES

operates a Wellness Center that offers a varied number of programs including fitness and general health seminars.

The hospital has a total of 56,148 square feet with 49,577 square feet of usable space. The hospital was built in 1974 and was updated in 1988 through the one cent local option sales tax. In 2002 the hospital reported 3,066 total inpatient days, 831 total admissions, and a general occupancy rate of 12.92 % and an average stay in days of 3.69.

In 2000, the number of physicians in the county per 1,000 population was 0.8, compared with the 1.9 state average. Jefferson County had 3.6 hospital beds per 1,000 population in 2000, which was greater than the statewide average of 3.1 beds per 1,000 population.

### **Health Department**

The Jefferson County Health Department offers a variety of health services to county residents and has one location in the county located in Louisville. The department has five Registered Nurses on staff and services offered include children's medical care, preventative health care, women's health services, WIC administration, family planning, birth control, counseling, STD diagnosis and treatment, and TB tests and treatment, and immunizations. The County Health Department is also responsible for private septic tank permitting and environmental controls, water sampling, and restaurant inspections. There are seven administrative personnel in addition to the environmentalist and the five nurses. The Health Department also contracts with the school system to provide four LPNs and one RN to the schools.

### **Nursing Homes**

There are two privately run nursing home facilities operating in Jefferson County, Glendale in Wadley and Old Capitol Hill in Louisville. According to 2002 statistics, there were a total of 241 beds available between the two facilities and they were reporting an average occupancy rate of 82.72%.

### **Assessment**

The demand for health services in the county continues to grow as Jefferson County's population grows and ages and as poverty remains or increases. With 23% of the individuals in the county are living in poverty, and 19% of families are living in poverty, their needs for healthcare will be fulfilled at the public health facility for basic needs and the hospital for other, more serious needs. It is important that the county works with the education and economic development areas to remove this burden from the healthcare facilities.

The hospital has begun a health occupations course for high school juniors and seniors. This is a collaborative effort between the hospital authority and the Jefferson County Board of Education. The program includes classroom instruction, job shadowing, and college scholarships for students who commit to returning to the county after graduation.



## **COMMUNITY FACILITIES**

Badly needed improvements are planned in the hospital's physical plant. These improvements will be necessary to maintain the level of service necessary for the residents and visitors to the county.

Heritage of Old Capitol Hospital, also in Louisville, offers 143 beds, clinical laboratory services, dental services, mental health services are provided onsite to residents, occupational therapy, pharmacy services, physical therapy, podiatry services, social work services, speech/language pathology services and diagnostic x-ray services.

Administrators also cited a transportation issue related to healthcare. Many people out in the county cannot make appointments with healthcare providers because of inadequate transportation. Due to the county residential development being spread throughout the county and the county being so large, it is difficult to get around the county without a car.

Jefferson County had 13.6 licensed nursing home beds per 100 persons in 1999, compared with the state average of 5.5 per 100 persons. Although the number of nursing home beds is below the state average, this does not take into consideration the staff and staff hours per patient. Relating to growth, the nursing home facilities should be adequate for the county. The quality of nursing homes all over the state can always improve.

In 2002, the number of physicians in the county per 10,000 persons was 7.5, compared to the state average of 19.3. The number of physicians in Jefferson County is below the state average, but the county and the hospital are working diligently to improve that ratio. This problem coincides with economic development, quality of life, and available housing. Bringing physicians to the county will take more than just a job at the local hospital, it will take community and economic development improvements. The number of physicians though will have to work, although not adequate, for the population.

Other areas that are inadequate and should be considered, that could fall under the health facilities category, are the following needs: Birthing centers; substance abuse programs; youth development programs; domestic violence services/programs.

## **EDUCATIONAL FACILITIES**

The Jefferson County Board of Education provides public elementary and secondary education throughout Jefferson County. There are two private schools operating in Jefferson County.

The Jefferson County Board of education administers 6 public schools with 221 teachers and 3,601 students. In 2001, the new consolidated high school graduated 233 graduates. In 2000, the two private schools 254 students enrolled. The current capacity of the schools is more than adequate to facilitate any population growth in the county. The School Board has used SPLOST funds to pay for improvements such as roof replacements and various improvements to the elementary schools and to the middle schools.

<b>Public School Name</b>	<b>Location</b>	<b>Grades</b>	<b>Total</b>	<b>Capacity</b>
Carver Elementary School	Wadley	PK-05	354	600
Wrens Elementary School	Wrens	PK-05	708	800
Louisville Academy	Louisville	PK-05	683	800
Louisville Middle School	Louisville	8-Jun	469	700
Wrens Middle School	Wrens	8-Jun	364	600
Jefferson County High School	Louisville	12-Sep	1,023	1,400
<b>Total</b>			<b>3,601</b>	<b>4,270</b>
<b>Private School Name</b>	<b>Location</b>	<b>Grades</b>	<b>Total</b>	
Pinecrest Mennonite School	Stapleton	8-Jan	55	
Thomas Jefferson Academy	Louisville	PK-12	199	
<b>Total</b>			<b>254</b>	

The Jefferson County Technical Education Center is located at 1257 Warrior Trail in Louisville, adjacent to the High School. This facility is a Sandersville Technical College location which teaches various vocation skills through a dual enrollment program with the High School and also teaches curriculum to an average of 135 students per quarter. There are two locations for instruction; one is a 10,000 sf facility and the other is a commercial truck driving range that covers 10 acres. The entire campus covers nearly 18 acres. The instructional building is operating at capacity and has even brought in portable classrooms to handle the overflow. The following programs have an average enrollment per quarter as follows:

<b>Program</b>	<b>Students</b>
Medical – Nursing	75
Commercial Truck Driving	30
Business Office Technician	20
Early Childhood Education	10
<b>Total</b>	<b>135</b>

The Technical School is also expanding into teaching welding and electrician curriculum.

**Assessment**

Ten years ago, the County School system had 3,839 students and in 2002, there were 3,855 students, including the private school students. This is less than a 1% increase over 10 years, which shows that the population has been steady over the past 10 years. The same steady, slow growth is expected in the future for Jefferson County Schools. The students and teachers have spread out in the schools to take advantage of the space, but there is sufficient capacity for growth.

The Jefferson County Technical Education Center is operating at capacity and needs to grow to fill the needs of current and potential students. Bringing in portables to handle the increased enrollment is adequate temporarily, but in no way is adequate for the long term. Demand exists for the programs the school offers, but the facilities need to be expanded. The land is available for expansion and the county is being proactive in locating needed funds for expansion. The expansion is necessary to fulfill trained workforce needs in Jefferson County for economic development.



**LIBRARIES AND TOHER CULTURAL FACILITIES**

The Jefferson County Public Library System serves Jefferson County with libraries in Louisville (also the headquarters office), Wrens (McCollum Public Library), and Wadley. All three of the public libraries have meeting spaces that can be used by the community. The library system also has a van delivery service to local schools, Headstarts, and daycare centers to help supplement children's access to books in their daily environment. All three branches provide similar services with Louisville Public also serving as the library system headquarters. Services provided include:

- Books, including large-print books
- Magazines
- Videos/DVDs
- Audiobooks
- Music CDs (Louisville only)
- PINES Holds/ILL
- Local newspapers
- Internet access computers
- Children's computers with educational games
- Fax machine
- Photocopier
- Children's story hours
- [Vacation Reading Club](#)
- Voter registration
- Meeting rooms
- Family Literacy Centers

The Jefferson County Library, located in Louisville, is 8,200 square feet and employs 6 full-time and 3 part-time personnel. The meeting space includes 640 square feet and seats 56. The library has 2,579 registered patrons, 27,527 volumes, 141 videos, and 1,000 audio tapes.

The McCollum Public Library located in Wrens staffs one full time Librarian and three part-time persons. The capacity of the library is 5,220 square feet along with a meeting room that is 627 square feet and seats 50. The library has 1,976 registered patrons, 15,351 books, 369 audio tapes, and 500 cassettes and CDs.

The Wadley public library employs one full-time librarian and one part-time employee. The library area covers 2,750 square feet and includes a 370 square foot meeting room that seats 30. The library has 902 registered patrons, 10,273 books and 285 videos.

Services for Senior Citizens in Jefferson County are provided by the Jefferson County Senior Citizen Center which is located on 7<sup>th</sup> Street in Louisville. The Center is for people ages 60 and up and is open during the week from 9 AM to 5 PM. The Center provides recreation, an exercise program, and arts and crafts. Lunch is served daily.

## **Assessment**

The public library system seeks to provide a collection of materials, in a variety of formats, which reflect the diversity of the population served, and of American society. In the collection, as many points of view are included as possible. The library possesses approximately 83,000 volumes, which is equal to 4.8 volumes per capita. The Georgia Public Library System has adopted standardized recommendations for libraries which states that a library should maintain a current, thoroughly weeded collection of materials appropriate to the service responses the library has chosen. The library nearly meets the highest level of service, but is considered to have a comprehensive materials collection with 4.8 volumes per capita. The library is considered to have the lowest level of service, or the essential materials collection with having 2 volumes per capita. A library is considered to have a full materials collection with 3 volumes per capita, and a comprehensive materials collection with 5 volumes per capita.

The three libraries in Jefferson County are funded jointly by the County, the individual cities, and the public school system. The Wrens and Wadley libraries are somewhat new, built in 1992 and 1993 respectively and have adequate capacity. The Louisville library was remodeled and expanded in 1995. During that renovation, half of the parking lot was used for the expansion so parking space is limited and there is no room to increase parking availability. Although the libraries are either relatively new or renovated, the libraries were built with the old style library in mind. The libraries have beautiful tables and chairs, available for use throughout the libraries, but not enough room for the present computers or room to expand areas for computer usage. The libraries were not built to be technology savvy so there is not enough wall space to set up more computers. Patrons often times must crown around and wait for computers to become available.

The meeting space is also limited. When there is a program, the meeting room in Louisville holds 56 chairs, but 140 people could be crammed in the room. This is a result of limited space and limited personnel. The library system needs to have an additional person to implement children's programming. More comprehensive programming will enable the groups to be smaller, for example, programs by age, instead of all ages having to attend one reading program at one time. The Louisville library also has an antiquated heating system run by a boiler system. The heating system will need to be replaced in the next ten years and will cost upwards of \$80,000. Shelving is also needed in the various libraries to ensure that the current inventory of books can be held and used by the patrons and not discarded.

It is asserted that the Art Community is one of the County's best community assets. These assets include the amateur theater in Bartow (75% attendance from outside community); Art guild; excellent high school and middle school band; and the community festivals.

## **GOALS AND POLICES**

All goals and policies apply to Jefferson County and the municipalities unless otherwise noted.

**Transportation**

Goal 1: Improve overall transportation system and facilities in Jefferson County.

Policy 1-1: Provide additional public transportation opportunities to Jefferson residents.

Policy 1-2: Continue to cooperate with Georgia DOT on the upgrade and expansion of major U.S. highways and state routes.

Policy 1-3: Improve transportation opportunities for citizens in distant areas.

Policy 1-4: Build new airport terminal in Louisville and pave parallel runways (applies to the City of Louisville).

**Water Supply and Treatment**

Goal 1: Continue to expand and improve the water system.

Policy 1-1: Examine the feasibility of developing a countywide water authority and take steps towards implementation (applies to Jefferson County).

Policy 1-2: Pursue State/Federal funds for expansion and improvement projects.

Policy 1-3: Use expansion and improvement projects to attract businesses.

Policy 1-4: Develop water/sewer system master plan and coordinate expansion.

Goal 2: Provide adequate water service to all Jefferson County residents.

Policy 2-1: Provide adequate and timely services to existing and proposed businesses.

Policy 2-2: Identify and replace substandard segments of the public water system.

**Sewerage System and Wastewater Treatment**

Goal 1: Continue to expand and improve the sewer system.

Policy 1-1: Pursue State/Federal funds for expansion and improvement projects.

Policy 1-2: Use expansion and improvement projects to attract businesses.

Policy 1-3: Develop water/sewer system master plan and coordinate expansion.

Goal 2: Provide adequate sewage disposal to all Jefferson County residents.

Policy 2-1: Continue to expand the public sewer service as it becomes economically feasible to attract business opportunities.

Policy 2-2: Provide adequate and timely services to existing and proposed businesses.

Policy 2-3: Improve and expand the public sewer system.

Goal 3: Increase level of sewage treatment to improve the quality of life.

Policy 3-1: Apply for funds from the Department of Natural Resources for improved water treatment.

**Solid Waste Management**

## COMMUNITY FACILITIES

Goal 1: Provide for the adequate collection, reduction, and disposal of solid waste in Jefferson County and its municipalities.

Policy 1-1: Form a committee for solid waste management.

Policy 1-2: Increase opportunities for recycling/composting and yard waste collection.

Policy 1-3: Implement funding mechanism to keep landfill county-owned.

Policy 1-4: Develop landfill policy in Jefferson County that would prevent acceptance of outside waste.

Policy 1-5: Protect residents from illegal sludge and landfill development.

### General Government

Goal 1: Improve the working conditions of general government buildings in Jefferson County and the municipalities.

Policy 1-1: Consider constructing a county government complex (applies to Jefferson County).

Policy 1-2: Improve handicapped accessibility at city and county governments.

### Public Safety

Goal 1: Provide adequate law enforcement Jefferson County and the municipalities.

Policy 1-1: Strive to bring the management and operation of City and County law enforcement agencies in line with national standards.

Policy 1-2: Examine the feasibility of constructing a new City/County jail (applies to Jefferson County and Louisville).

Policy 1-3: Provide additional law enforcement officers to meet peak demand (applies to Jefferson County and all municipalities except Avera and Stapleton).

Policy 1-4: Complete implementation of E-911 dispatch system for law enforcement, as well as fire, EMS, and Rescue services.

Policy 1-5: Update and purchase additional equipment including radio and surveillance equipment and vehicles (applies to Jefferson County and all municipalities except Avera and Stapleton).

Policy 1-6: Purchase and install a networked computer system.

Policy 1-7: Consider consolidation of Sheriff, Marshal, and even Police (applies to Jefferson County and all municipalities except Avera and Stapleton).

Goal 2: Improve fire protection throughout Jefferson County.

Policy 2-1: Continue to replace and upgrade all fire equipment.

Policy 2-2: Construct two new fire stations with adequate training facilities for the Jefferson County Fire Department (applies to Jefferson County).

Policy 2-3: Provide a sufficient number of full-time and volunteer firemen at each fire department to meet national standards.

Policy 2-4: Increase the number of fire towers at community fire stations.

Policy 2-5: Assemble and coordinate a regional hazardous materials team.

Goal 3: Continue to provide adequate emergency medical services for all residents of Jefferson County.



## COMMUNITY FACILITIES

Policy 3-1: Provide adequate training facilities for EMS personnel (applies to Jefferson County).

Policy 3-2: Provide cross training for firefighters and EMS personnel (applies to Jefferson County).

Policy 3-3: Provide a covered facility to house EMS vehicles and equipment in the Louisville station (applies to Jefferson County).

Policy 3-4: Investigate the possibility of locating a county EMS station in Wadley (applies to Jefferson County).

Policy 3-5: Acquire additional ambulances to be used at the Louisville, Wadley, and Wrens EMS stations (applies to Jefferson County).

Goal 4: Consider consolidation of E-911 Services.

Policy 4-1: Determine feasibility of delivery methods.

Goal 5: Develop Domestic Violence Center/Shelters

Policy 5-1: Address Domestic and child abuse issues.

Policy 5-2: Secure funds for domestic violence and child abuse centers and programs.

Policy 5-3: Secure funding for investigators to find a way to protect those who cannot protect themselves.

### Recreation Facilities

Goal 1: Improve and enhance recreational facilities, activities and passive recreation opportunities for people of all ages in Jefferson County.

Policy 1-1: Apply for funds to increase parks and recreation levels of service.

Policy 1-2: Identify potential passive recreation opportunities and then apply for funding to implement such activities in the community.

Policy 1-3: Develop additional activities for young people.

Goal 2: Consider feasibility of consolidating the parks and recreation departments.

Policy 2-1: Identify resources/inventory.

Policy 2-2: Consider changes and improvements in methods of service delivery.

### Hospitals and Other Public Health Facilities

Goal 1: Improve and supplement health care services provided by the Jefferson County Hospital (applies to Jefferson County).

Policy 1-1: Actively recruit a surgeon and additional doctors specializing in family practice and pediatrics (applies to Jefferson County).

Policy 1-2: Acquire a renal dialysis system for the hospital (applies to Jefferson County).

Policy 1-3: Establish a Rural Health Clinic to provide basic health care services to Jefferson County residents (applies to Jefferson County).

Policy 1-4: Strengthen the local hospital by marketing medical services to patients in surrounding communities (applies to Jefferson County).

## **COMMUNITY FACILITIES**

Policy 1-5: Establish a prenatal program for young mothers through the Medical College of Georgia (applies to Jefferson County).

### **Educational Facilities**

Goal 1: Continue to support the long-range plans of the Jefferson County School Board.

Policy 1-1: Renovate current school buildings (applies to Jefferson County).

Policy 1-2: Continue to improve and expand vocational program in the High School (applies to Jefferson County).

Policy 1-3: Continue to upgrade and renovate the elementary schools (applies to Jefferson County).

Goal 2: Expand existing Technical Education Center facilities to accommodate growing enrollment.

### **Libraries and Other Cultural Facilities**

Goal 1: Continued support of the public library system and other cultural facilities to ensure adequate service is provided to existing and future populations.

Policy 1-1: Continue to provide financial and human resource support to the Jefferson County Public Library System to meet identified needs (applies to Jefferson County).

Policy 1-2: Maintain a good working relationship with the library system to continue its good service to the citizens of the county (applies to Jefferson County).

Policy 1-3: Increase the amount of space available for public computer use (applies to Jefferson County).

Policy 1-4: Improve access to library resources (applies to Jefferson County).

## INTRODUCTION

Land use and development patterns are the result of interaction between demographic trends, economic circumstances and social attitudes. Technological changes in areas such as transportation and construction, and the availability and cost of land, water, and energy also influence existing development patterns.

The purpose of the Land Use element is to ensure that the distribution of land uses meets the future economic, social, physical and environmental needs of Jefferson County and the municipalities. The Future Land Use map can assist local governments in making development decisions that complement long-term goals established throughout this plan and avoid the emergence of inefficient development patterns.

Since the adoption of the Joint Jefferson County Comprehensive Plan in 1994, the county has experienced relatively small growth rates. Overall, the county remains a rural area and has not experienced the suburban growth seen elsewhere in the region. This chapter links other elements of the plan to create a vision for the future of Jefferson County and the municipalities, and provide direction for managing anticipated growth.

## EXISTING LAND USE

The current land use map was generated using categories from the tax assessor's database in Jefferson County and is mapped by parcel. The parcels were mapped in 2002 using 2002 aerial photography and existing tax maps with best-fit methodology. The parcels were then linked by parcel number to the tax assessor database which includes a land use category. These categories were not an exact match and all parcels were reviewed and corrected as necessary. The following land use categories are used for the current land use map:

**Residential.** The predominant use of land within the residential category is for single-family and multi-family dwelling unit organized into general categories of net densities.

**Commercial.** This category is for land dedicated to non-industrial business uses, including retail sales, office, service and entertainment facilities, organized into general categories of intensities. Commercial uses may be located as a single use on one building or grouped together in a shopping center or office building.

**Industrial.** This category is for land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction activities, or other similar uses, organized into general categories of intensity.

**Public/Institutional.** This category includes certain state, federal or local government uses, and institutional land uses. Government uses include city halls and government building complexes, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Examples of institutional land uses include colleges, churches, cemeteries, hospitals, etc.

**Transportation/Communication/Utilities.** This category includes such uses as major transportation routes, public transit stations, power generation

## LAND USE

plants, railroad facilities, radio towers, telephone switching stations, airports, port facilities or other similar uses.

**Park/Recreation/Conservation.** This category is for land dedicated to active or passive recreational uses. These areas may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers or similar uses.

**Agriculture.** This category is for land dedicated to agriculture, farming (fields, lots, pastures, farmsteads, specialty farms, livestock production, etc.) or other similar rural uses such as pastureland not in commercial use.

**Forestry.** This category is for land dedicated to commercial timber or pulpwood harvesting or other similar rural uses such as woodlands not in commercial use.

Tables L-1 and L-2 display current land uses in Jefferson County and the municipalities and provide percentage breakdowns for all current land use classifications. The attached maps show the distribution of existing land uses using the same classifications.

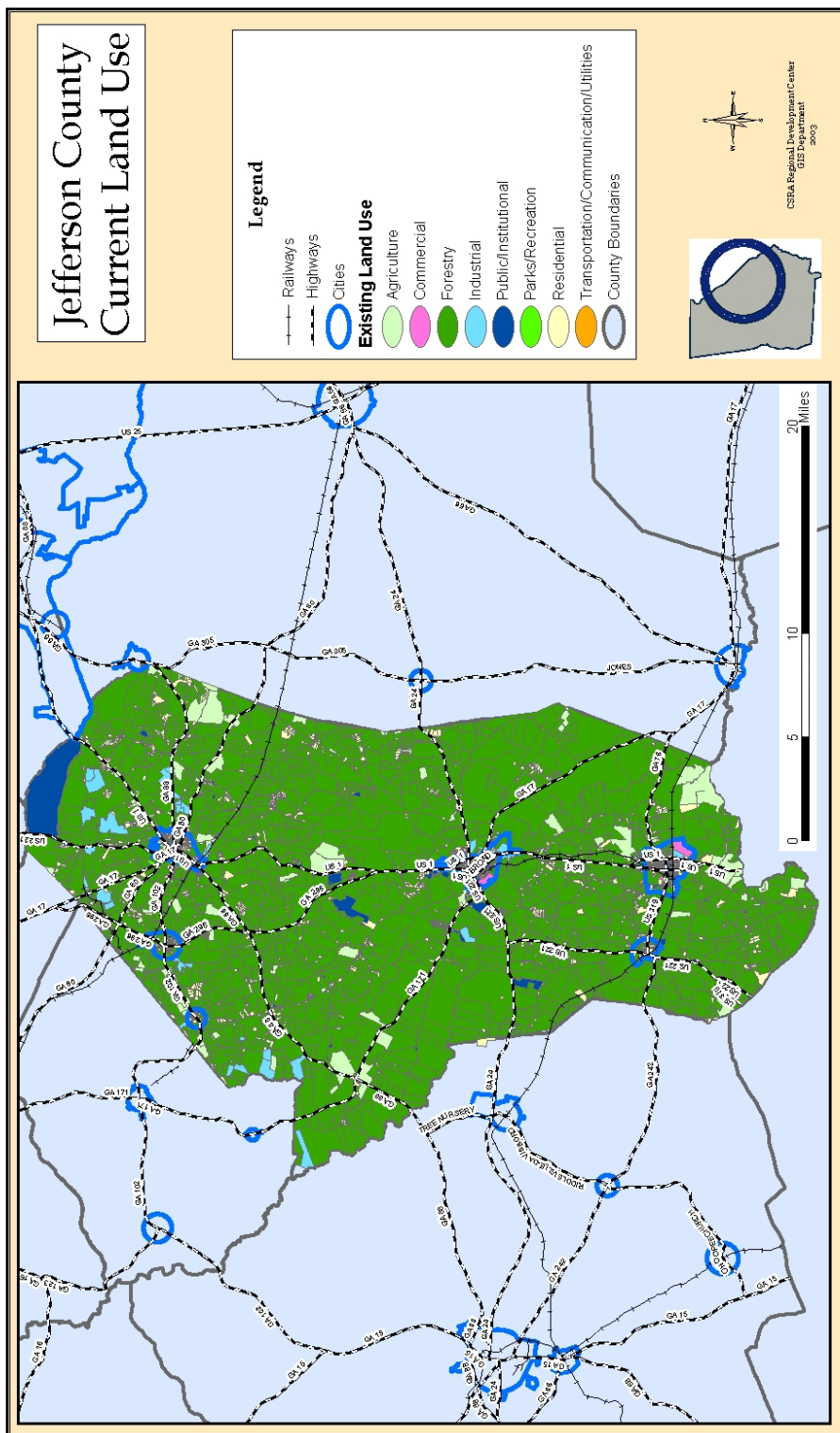
Land Use	Acres	% of Total
Residential	16,916	5.0%
Commercial	1,470	0.4%
Industrial	5,166	1.5%
Public/Institutional	7,041	2.0%
Parks/Recreation/Conservation	168	0.1%
Transportation/Communication/Utilities	7,197	2.1%
Agricultural	14,847	4.4%
Forestry	287,186	84.5%
<b>Totals</b>	<b>339,991</b>	<b>100%</b>

Source: Jefferson County Tax Assessor's Office; calculations by CSRA RDC

Land Use	Louisville		Wrens		Wadley		Avera		Bartow		Stapleton	
	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total
Residential	653	28.0%	779	39.6%	1,024	35.0%	199	48.9%	308	42.5%	300	26.9%
Commercial	410	17.7%	207	10.6%	489	16.8%	1	0.1%	45	6.3%	12	1.0%
Industrial	195	8.4%	51	2.6%	132	4.5%	0	0%	0	0%	4	0.4%
PI	204	8.7%	165	8.5%	186	6.4%	11.3	2.3%	65	8.9%	23	2.0%
P/R/C	88	3.9%	5	0.3%	14	0.5%	7	2%	0	0%	1	0.1%
T/C/U	353	15.1%	215	10.9%	265	9.0%	31	7.7%	44	6.0%	90	8.0%
Agriculture	26	1.2%	55	2.8%	59	2.0%	11	2.7%	0	0%	41	3.8%
Forestry	396	17.0%	487	24.7%	754	25.8%	147	36.1%	263	36.3%	643	57.8%
<b>TOTALS</b>	<b>2,325</b>	<b>100%</b>	<b>1,964</b>	<b>100%</b>	<b>2,923</b>	<b>100%</b>	<b>407</b>	<b>100%</b>	<b>725</b>	<b>100%</b>	<b>1,114</b>	<b>100%</b>

Source: Jefferson County Tax Assessor's Office; calculations by CSRARDC

**Figure L-1: Jefferson County Current Land Use**



**Figure L-2: Avera Current Land Use**

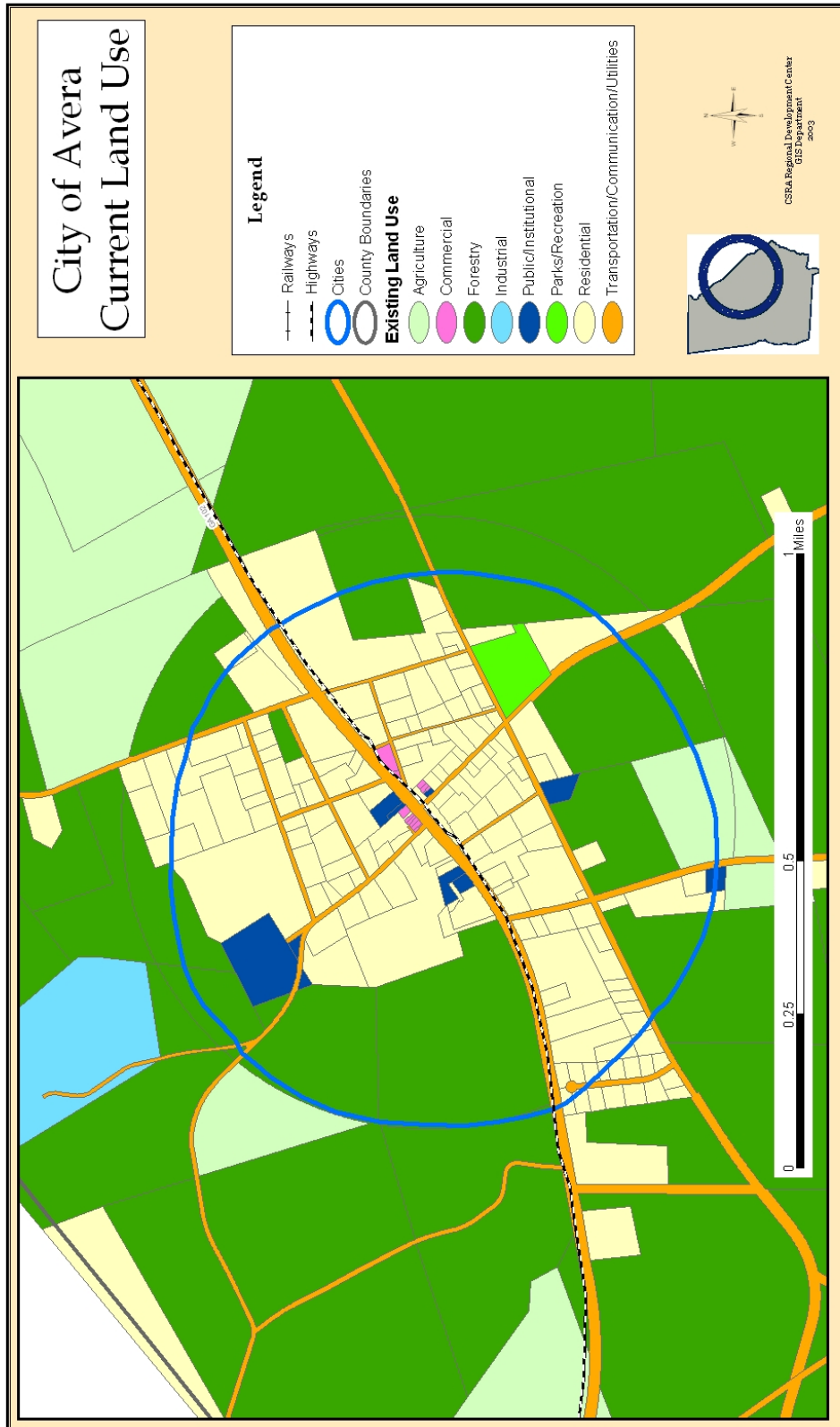
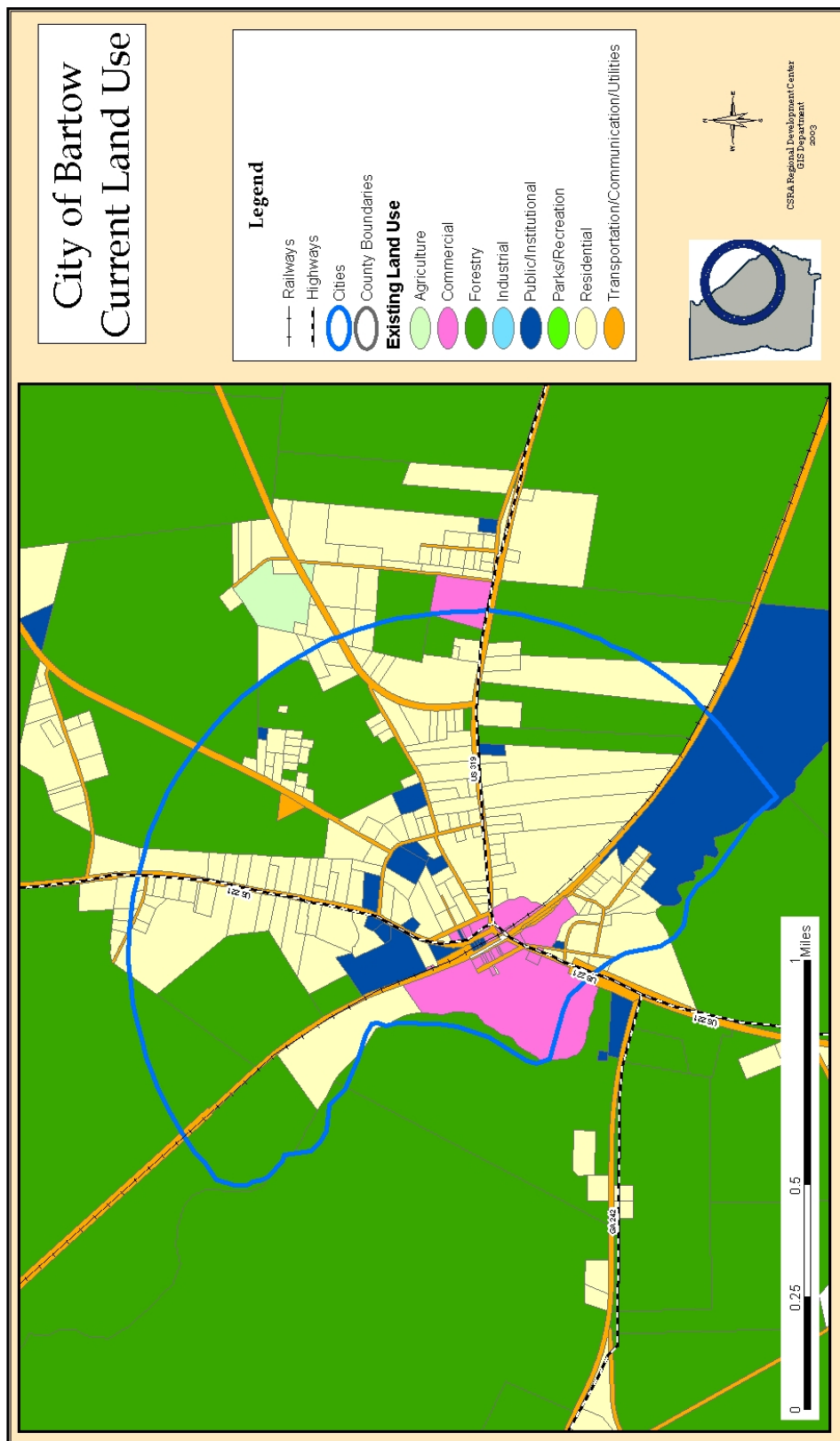
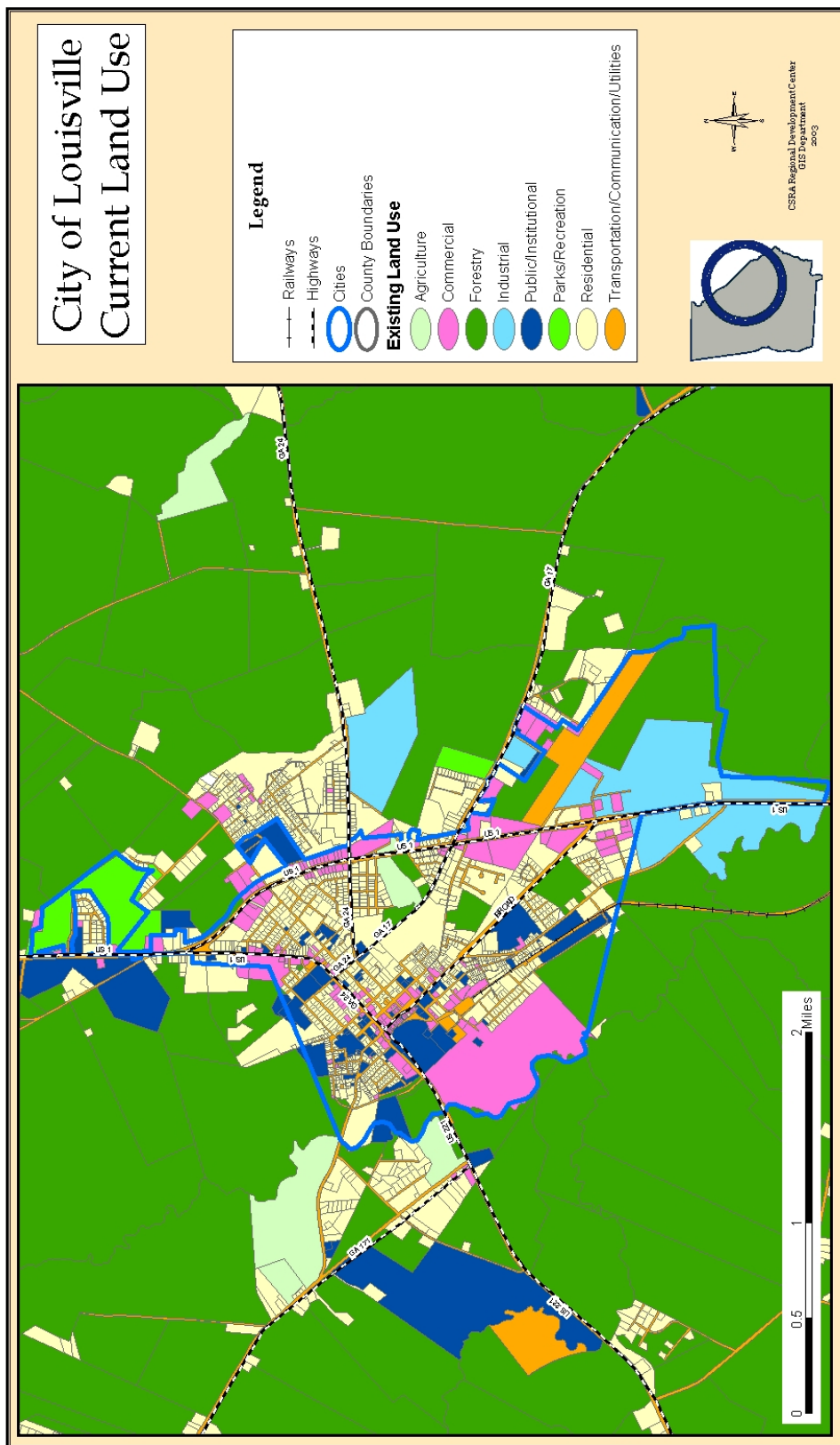




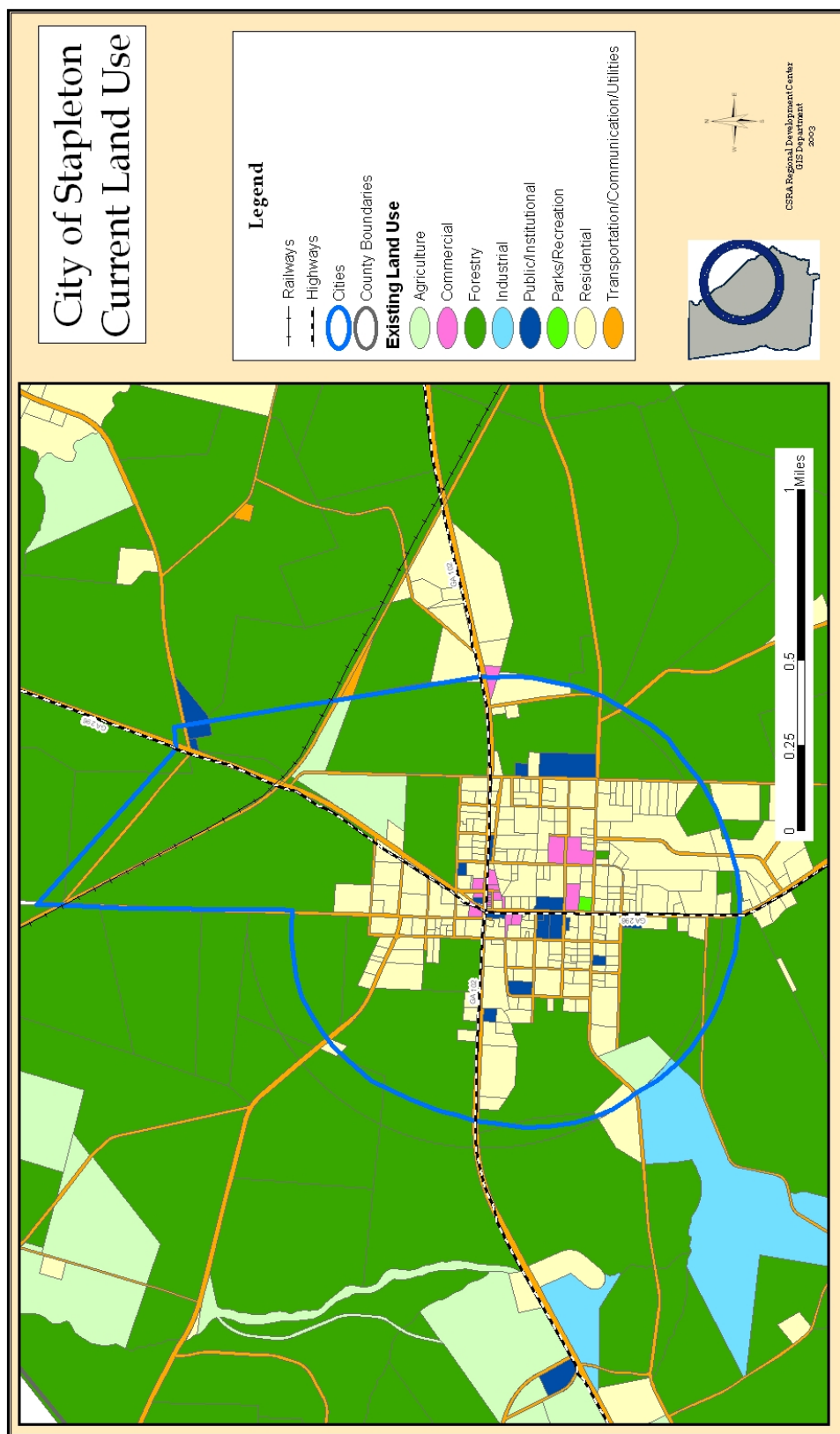
Figure L-3: Bartow Current Land Use



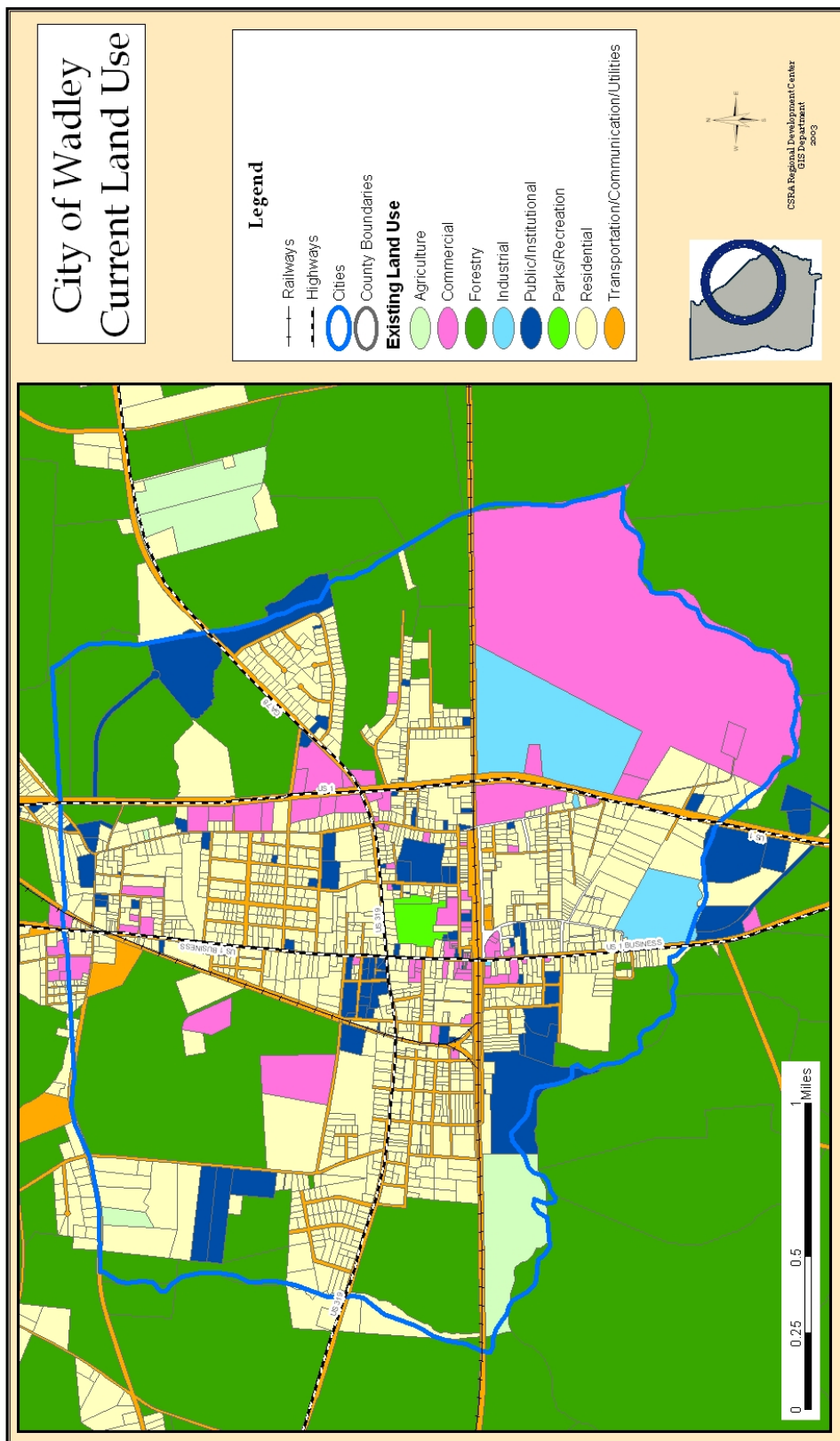
**Figure L-4: Louisville Current Land Use**



**Figure L-5: Stapleton Current Land Use**

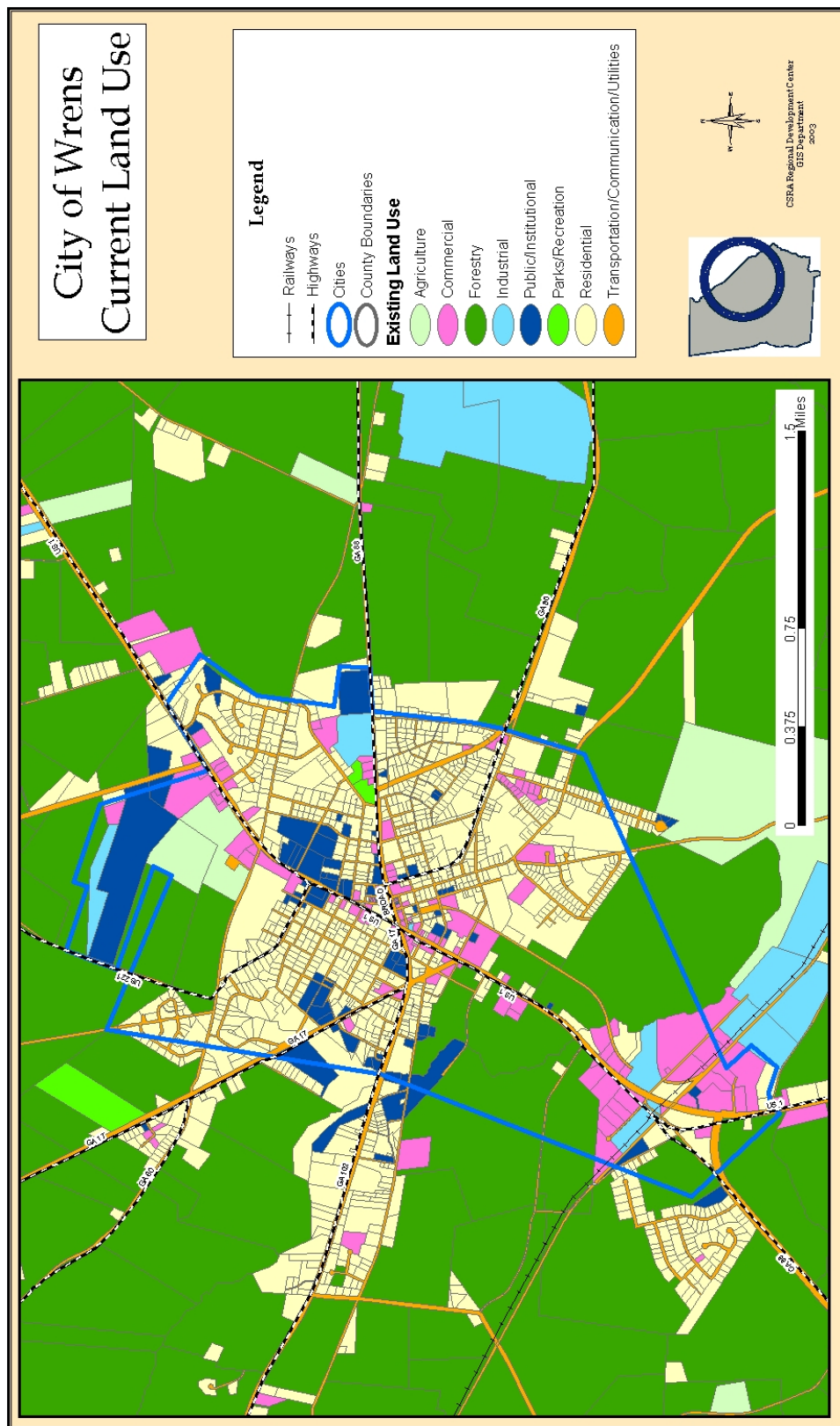


**Figure L-6: Wadley Current Land Use**





**Figure L-7: Wrens Current Land Use**



The county's predominant land use is forestry, which accounts for 84.5% of total land use. Residential and agricultural land uses account for the second largest share of land use at 9.4%. County land use patterns have changed little since the last comprehensive plan update. In 1993, forestry, agriculture and residential accounted for approximately the same share of land use. All other land uses in the county combine to account for approximately 6.1%.

The municipalities have more diverse land use patterns. Residential land uses account for a low of 27% in Stapleton to a high of 48.9% in Avera. Commercial land use is significantly higher in Louisville, Wadley and Wrens than the other municipalities, reflecting larger population shares and traditional status as trading centers. Conversely, Avera, Bartow, and Stapleton have higher shares of forestry-classified land, highlighting low rates of conversion to residential and commercial uses.

## Assessment

### Historical Factors

Existing land use in Jefferson County is impacted by past historical events. The incorporated cities in the county were conveniently developed along the railroad to transport cotton. As cities grew and developed, and as the transportation networks (rail and streets) were developed and improved, various land use patterns emerged. Much of the residential development initially centered around city centers. As cities grew, additional residential and business patterns began to develop. Jefferson County's existing land use map demonstrates these patterns and shows residential and business clustering around the county's six cities. In addition, the county's proximity to Richmond County (on Jefferson County's eastern) also served as a catalyst for small residential development along the commuting corridor. For the most part, much of the county's residents traditionally traveled outside the county to take advantage of larger shopping and entertainment opportunities in the Augusta-Richmond County area. As a result, major commercial and business development has not been focused in areas outside the existing urban centers.

Other factors have affected the existing land use in Jefferson County, and these are outlined in the information below.

### Development and Location

Existing development patterns can be attributed to the rural characteristics of Jefferson County. Louisville, Wrens, Wadley, Avera, Bartow, and Stapleton's presence in the county, as established communities, has led to the focus of new development in and around the cities, minimizing suburban type development in the rural areas. This is especially true in the areas surrounding Louisville, Wrens, and Wadley.

Jefferson County's location near the Augusta/Aiken MSA is a major determining factor in the pace of development. The distance between Jefferson County and the Augusta/Aiken metropolitan statistical area was once perceived as being too far for willing commuters. However, U.S. Highway 1 was recently completed as a four-lane divided highway from Augusta to Wrens. A substantial amount of Georgia Highway 88 is currently being developed into a four-lane highway between Wrens and Sandersville. All of this work is part of the State of Georgia's commitment to complete the Fall Line



Freeway, connecting Columbus to Macon to Augusta. As portions of the Fall Line Freeway are completed, the commute time to the county will be shortened. This is illustrated in the Economic Development chapter's discussion on commuting patterns.

### **Infrastructure Availability**

Certain types of infrastructure, such as water, sewer, and transportation influence where and how much development occurs. Their impact is as follows:

#### **Transportation**

Transportation is one of the strongest influences on land use patterns. Travel behavior and the existence of roads have a direct impact on the location of new development. Jefferson County has an abundance of state routes intersecting the rural areas and linking them with the county's six cities. Historically, development patterns in the unincorporated areas have occurred along, or within close proximity to these major road networks.

The improved efficiency of road networks has led to increased reliance on motorized travel, which is reflected in the way we develop our neighborhoods. The most prominent features of the county's subdivisions are garages, driveways, wide roads, and a lack of sidewalks. The increased mobility of the population, in general, has led to a drastic decrease in mixed-use and neighborhood commercial development and has decreased our mobility options through a forced reliance on the automobile, even for the shortest of trips.

#### **Availability of Water and Sewer**

The lack of major infrastructure networks within the unincorporated regions of the county has led to this dispersed pattern, with little opportunity for clustered development. The extension of water and sewer networks outside city boundaries has allowed commercial, industrial and residential development to occur at higher densities adjacent to the city.

The lack of water and sewer in the unincorporated areas of the county limits the economic development options outside of the infrastructure networks service areas and requires low-density single-family residential development.

The unavailability of sewer means that all new development outside of the cities' (primarily Louisville, Wrens, and Wadley) service areas must rely on individual septic tanks to dispose of their wastewater. The environmentally sound use of septic systems relies on the ability of the soils to naturally absorb the septic treated wastewater and on individual homeowners to properly maintain their septic systems. The increased use of septic tanks not only increases the potential for raw waste leaks into groundwater sources, but also limits the ability to reuse treated wastewater.

### **FUTURE LAND USE**

The Future Land Use map is an important tool used in implementing the Comprehensive Plan. The map does not represent an exact pattern of development but identifies appropriate areas of opportunity for each land use category to accommodate the

## LAND USE

expected growth.

Throughout the planning horizon, real estate markets and the availability of infrastructure and services will determine the exact location and timing of development. The map is intended as a guideline for planning commissioners, staff, and elected officials to use in making development decisions. As local economics and demographics change over time, so too should the Future Land Use map. It requires periodic monitoring to ensure that development decisions are being made using the most accurate illustration of the desired future growth patterns.

Land Use	Acres	% of Total
Residential	18,625	5.5%
Commercial	1,526	0.4%
Industrial	7,328	2.2%
Public/Institutional	7,041	2.1%
Parks/Recreation/Conservation	168	0.0%
Transportation/Communication/Utilities	7,197	2.1%
Agricultural	14,818	4.4%
Forestry	283,288	83.3%
<b>Totals</b>	<b>339,991</b>	<b>100%</b>

Source: Calculations by CSRA RDC

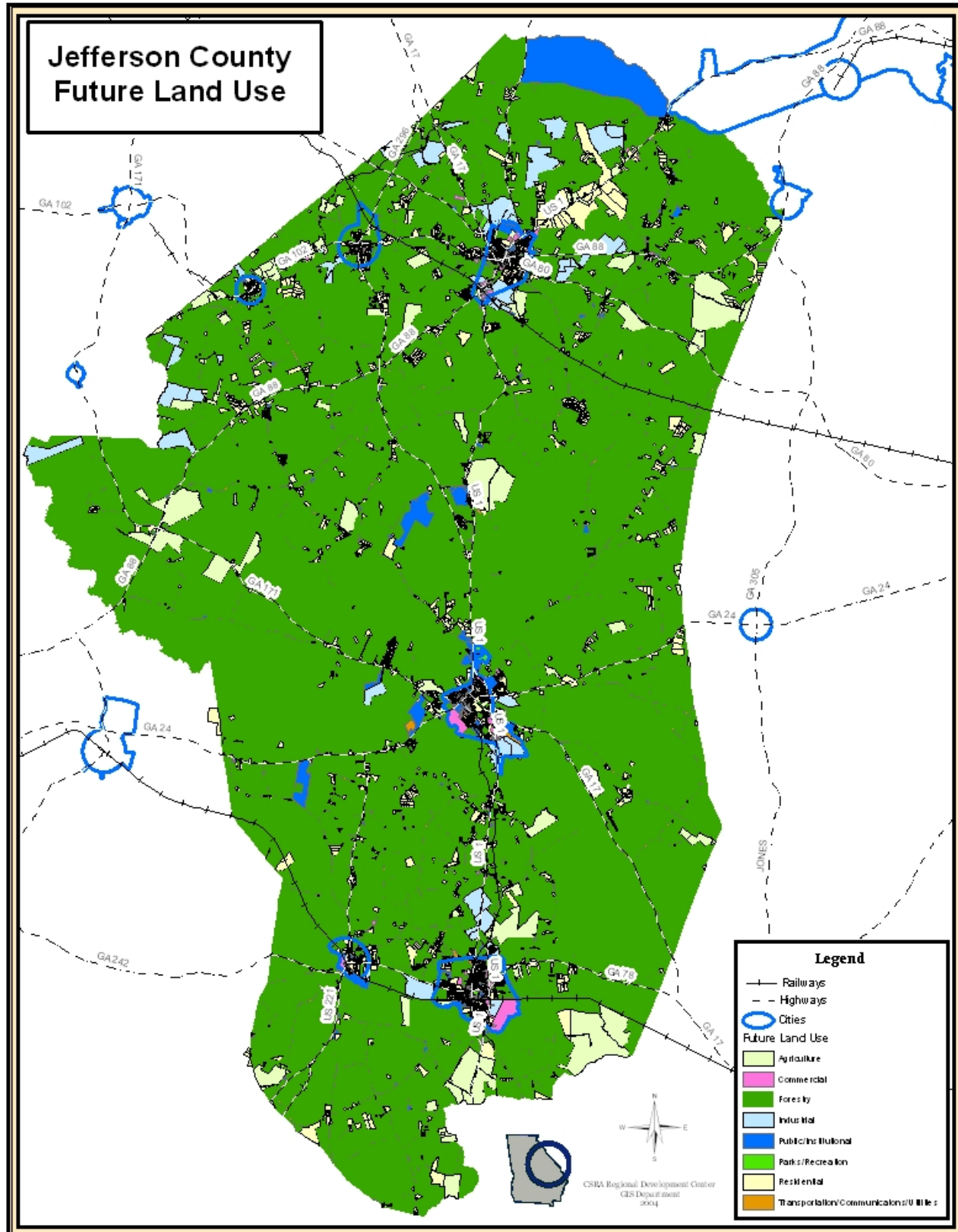
To ensure that adequate land is dedicated to each land use according to future needs acreage must be projected throughout the planning period to ensure the future land use map reflects anticipated development and growth. Normally, the Per Capita Use Rate method is used. This method extrapolates the rate of population per acre for each land use and calculates the projected acreage requirements based on the estimates established in the population element. However, projected population growth is so small that using this method will yield minimal changes in acreage for the various land use classifications. Instead, the future land use map is based on local government policies and priorities.

Tables L-3 and L-4 displays future land uses in Jefferson County and the municipalities and provides percentage breakdowns for all current land use classifications. The attached maps provide visual representation of future land uses using the same classifications.

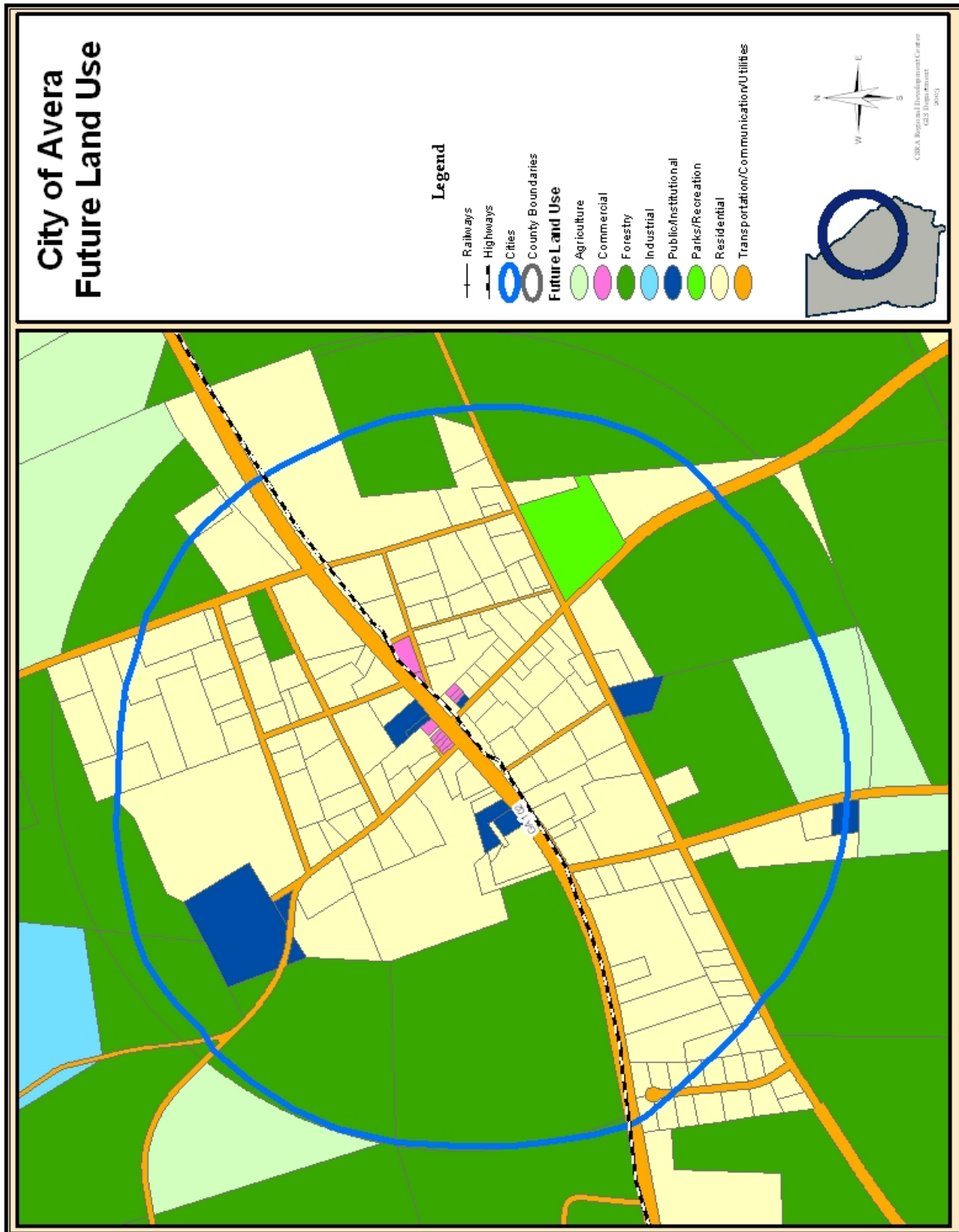
Land Use	Louisville		Wrens		Wadley		Avera		Bartow		Stapleton	
	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total
Residential	646	27.8%	768	39.1%	1,015	34.7%	199	48.9%	308	42.5%	300	26.9%
Commercial	417	17.9%	247	12.6%	498	17.0%	1	0.1%	45	6.3%	12	1.0%
Industrial	350	15.1%	359	18.3%	282	9.6%	0	0%	0	0%	4	0.4%
PI	204	8.8%	165	8.4%	186	6.4%	11	2.3%	65	8.9%	23	2.0%
P/R/C	88	3.8%	5	0.3%	14	0.5%	7	2%	0	0%	1	0.1%
T/C/U	353	15.2%	215	10.9%	265	9.1%	31	7.7%	44	6.0%	90	8.0%
Agriculture	26	1.1%	26	1.3%	59	2.0%	11	2.7%	0	0%	41	3.8%
Forestry	241	10.4%	179	9.1%	604	20.7%	147	36.1%	263	36.3%	643	57.8%
<b>TOTALS</b>	<b>2,325</b>	<b>100%</b>	<b>1,964</b>	<b>100%</b>	<b>2,923</b>	<b>100%</b>	<b>407</b>	<b>100%</b>	<b>725</b>	<b>100%</b>	<b>1,114</b>	<b>100%</b>

**LAND USE**

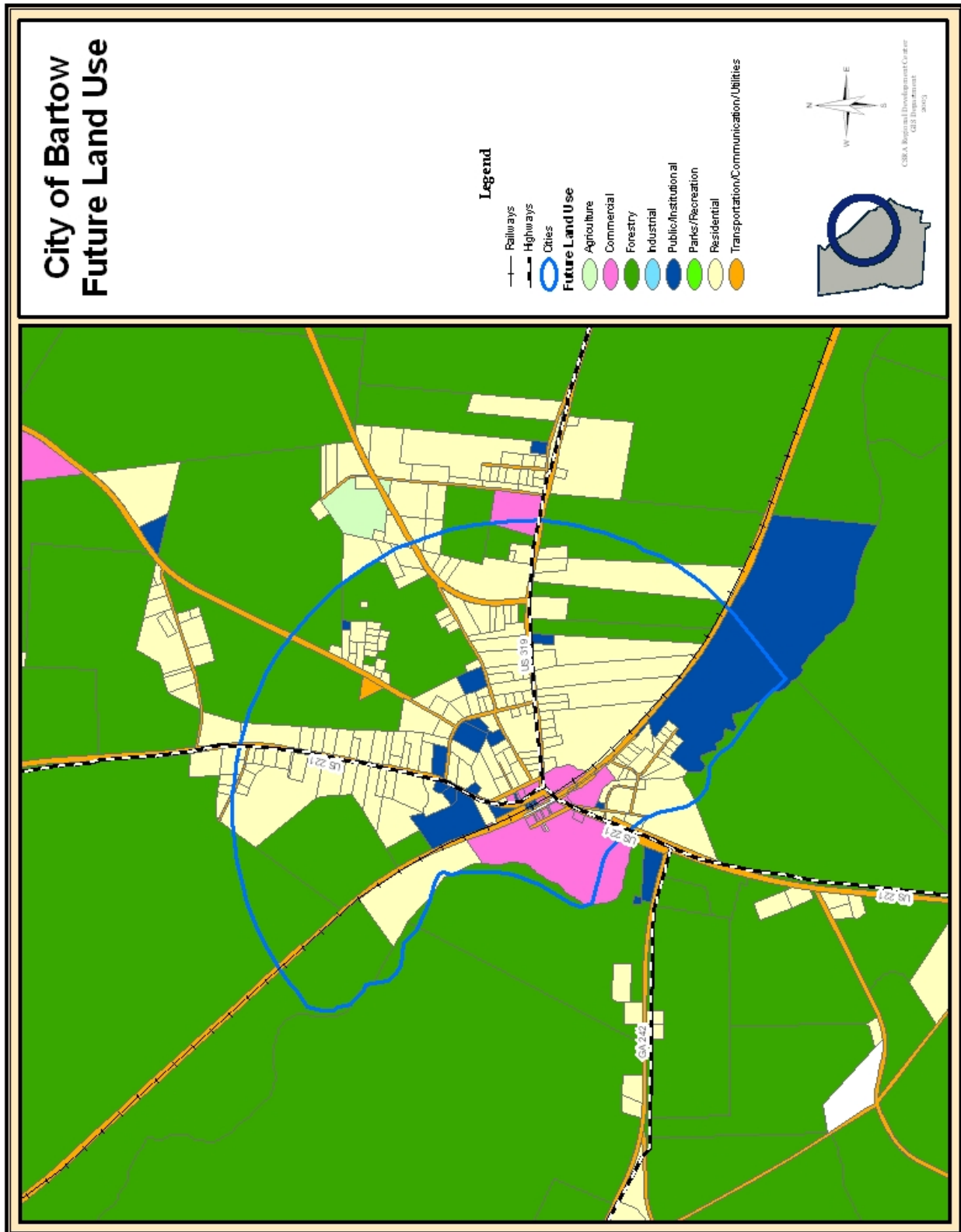
**Figure L-8: Jefferson County Future Land Use**



**Figure L-9: Avera Future Land Use**

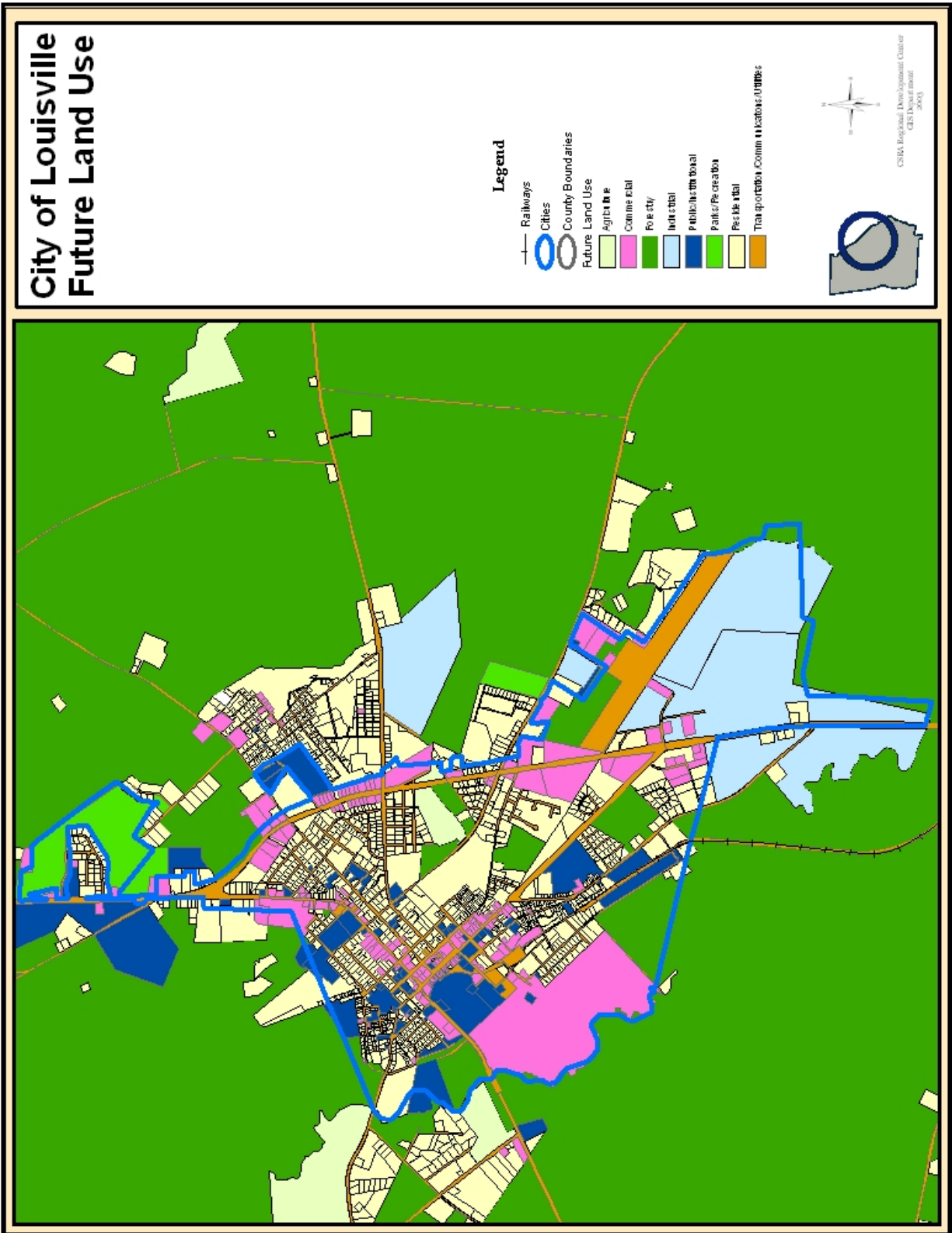


**Figure L-10: Bartow Future Land Use**



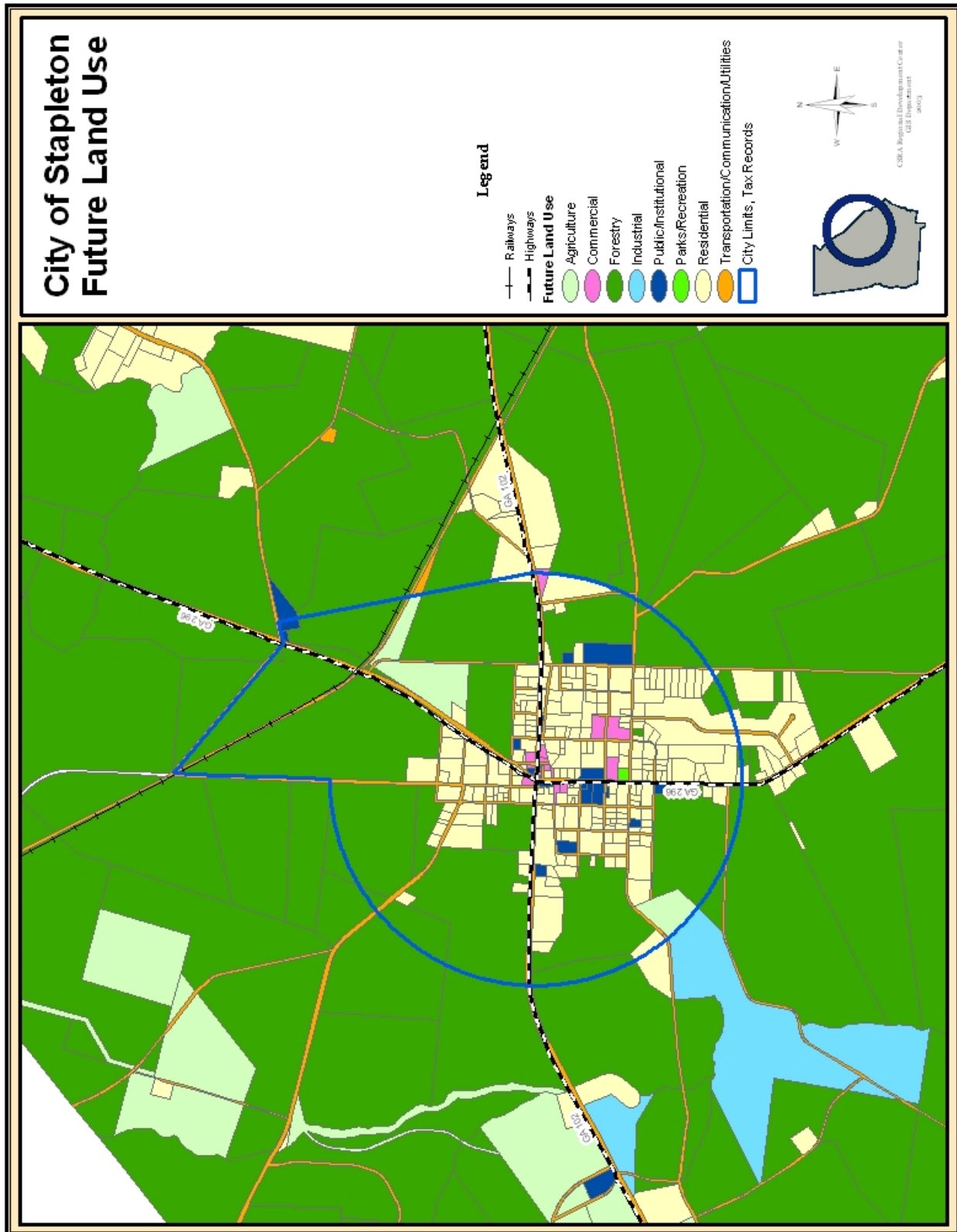


**Figure L-11: Louisville Future Land Use**

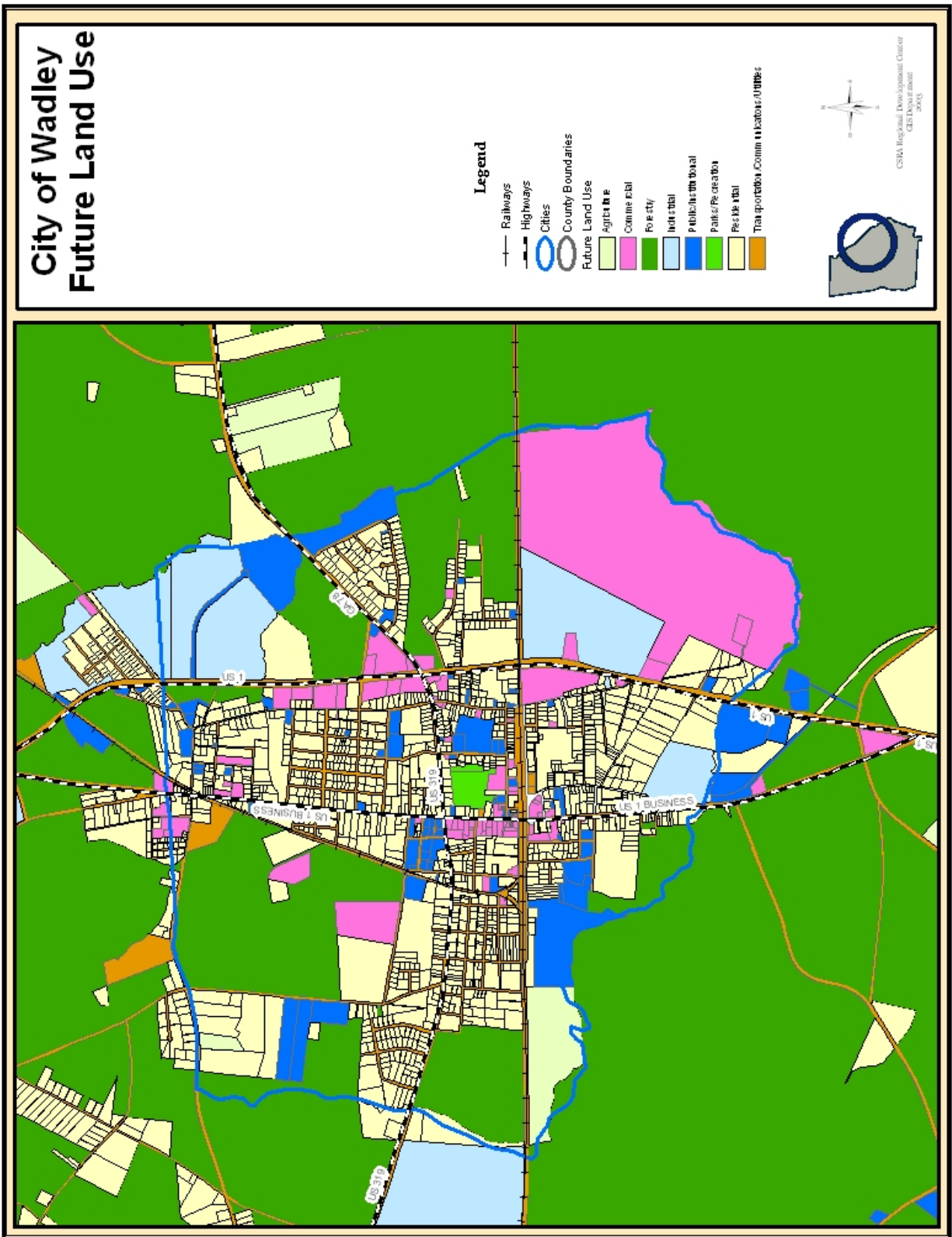




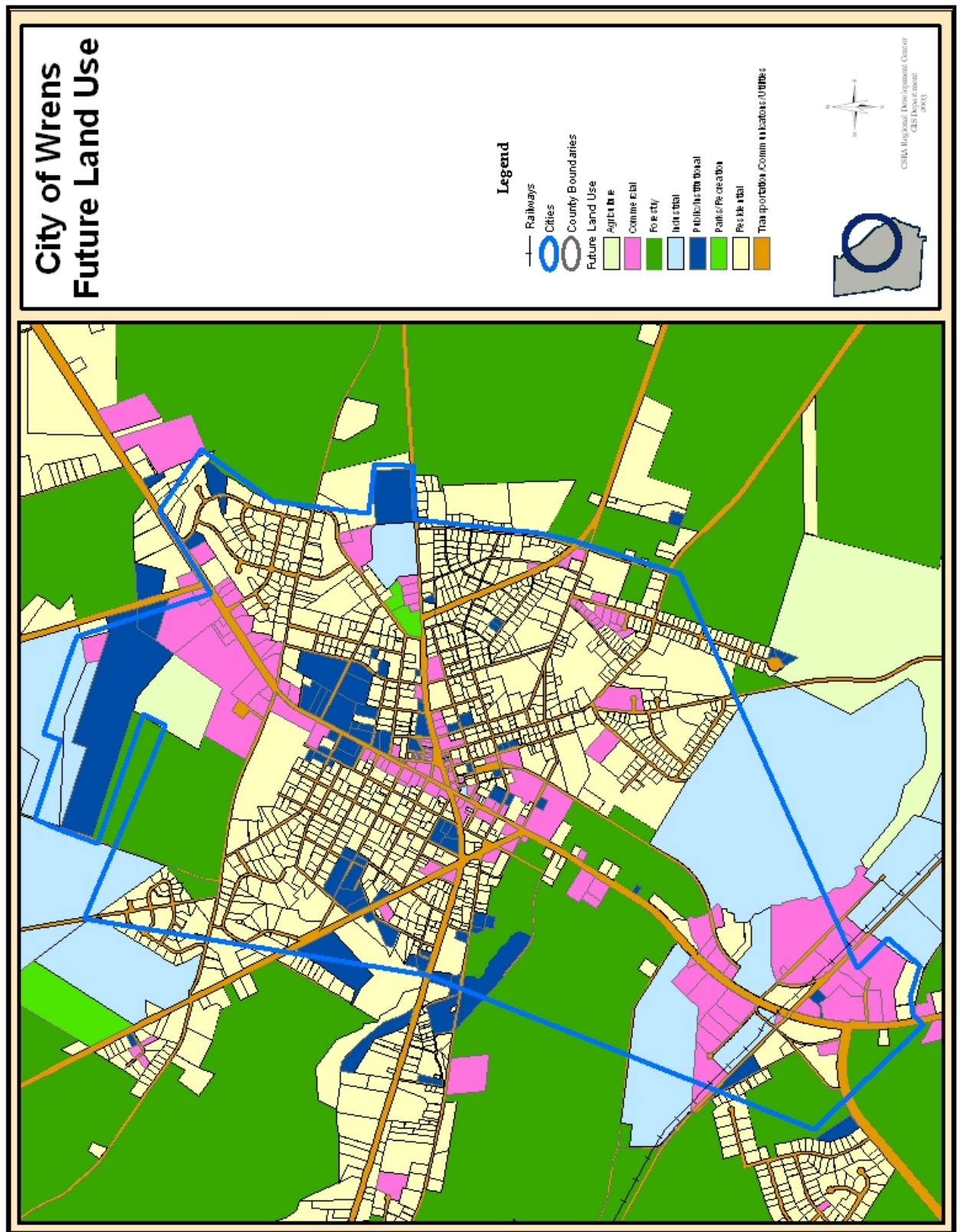
**Figure L-12: Stapleton Future Land Use**



**Figure L-13: Wadley Future Land Use**



**Figure L-14: Wrens Future Land Use**



**FUTURE LAND USE NARRATIVE****Jefferson County**

The county has experienced very little growth over the past decade, and future forecasts project relatively slow growth patterns. Despite the slow growth forecasts the county intends to work closely with the cities to preemptively manage future growth. Additionally, as the Fall Line Freeway and US Route 1 corridor widening projects are completed, the county expects growth to occur.

The main areas of the county considered adequate for growth are those areas adjacent to Louisville, Wrens, and Wadley. The majority of planned commercial, industrial and residential expansion is appropriate for these areas because of their proximity to the cities and the community facilities and services that they provide, as well as their access to major thoroughfares.

Jefferson County's rural character is illustrated by its abundance of natural resources. The lack of development pressures in the county has contributed to the continued presence of these resources and projected development needs can be well managed without negatively impacting any environmentally sensitive area. Refer to the Natural Resources chapter for further discussion on the location and assessment of existing natural areas. The intent of the Future Land Use map is to coordinate growth with the presence of natural resources and to minimize the impacts of development through designating appropriate areas to accommodate growth. All development within the designated areas on the map must adhere to environmental regulations to minimize all impacts on the natural resources identified in the Natural Resources Chapter.

Similarly, the county has an abundance of cultural resources. These are truly fragile resources that must be treated in the same fashion as natural features because of the local importance that they hold. Future development needs to incorporate the preservation of locally significant historic resources as identified in that element of this plan.

Jefferson County's relative isolation from major urban markets decreases outside influences on local development patterns. This is expected to change as the State completes the Fall Line Freeway and as GA 17 is developed into a four-lane highway. As commuting patterns shift and urbanized areas continue to expand Jefferson County may develop a greater attraction to urban commuters as a suburban, "bedroom," community.

The county is considering implementation of zoning as a viable method of controlling future land use. Through the zoning ordinance, the county will be able to foster land use decisions that adequately address the community's land use goals.

**City of Louisville**

Louisville represents the largest concentration of development in the county. Louisville is the county seat and houses not only all of the city government offices, but also the majority of county facilities. Louisville's location at the intersection of the county's major thoroughfares contributes to its being the economic center of the county. The major thoroughfare corridors intersecting Louisville are designated for commercial or industrial development because of their access to the road network.



There are no readily identifiable areas suitable for future annexation; however, the extension of water service outside of the city boundary will increase development adjacent to the city. Increased commercial and residential expansion outside of the city limits requires the expansion of city infrastructure networks.

The nature of the central business district provides opportunity for alternative land use development patterns. The downtown square and central business district houses a number of retail and public uses and represents one of the city's historic districts. The local government continues to revitalize and redevelop existing historic structures within the district and promotes the development of a mixed-use environment to developers. To date, there has not been a large demand for these types of development but as economic development initiatives continue within, and surrounding the city, this type of development may become more attractive.

Much of the city has already been built and there is little undeveloped space available within the city limits. Land use patterns are relatively established within the city and illustrate development patterns focusing economic activity along major transportation corridors and within the downtown with residential development radiating outwards from a central business district. This does not generate any significant transition between land uses.

Louisville is an urbanized area and has no rural or agricultural designated land within its boundary. The city utilizes a zoning ordinance that coordinates growth with the Future Land Use map. The ordinance allows mixed-use development within the downtown district as an alternative development pattern.

### **Natural Barriers to Growth**

Soils found in Louisville were Faceville-Tifton-Orangeburg, which has slight to no development restrictions. However, Greenville-Faceville and Swamp-Alluvial, Land, Wet-Rains were also identified in the Louisville. These soil types present hindrances to development since they are found primarily along or near the Ogeechee River and along floodplains. These natural barriers provide guidance for the direction of future growth in the City.

### **City of Wrens**

The City of Wrens originated with the building of the railroad. The community offered direct access to the railroad, and therefore grew in population and in industry. The cotton industry was dependent upon rail access.

### **Natural Barriers**

Soils found in Wrens were Norfolk-Tifton Fuquay and Faceville-Orangeburg-Greenville and Greenville-Faceville-Orangeburg, which have slight to no development restrictions. Floodplain areas exist around Brushy Creek in the western portion of the City.

### **City of Wadley**

The City of Wadley has its roots tied directly to the development of the railroad, which provided impetus for the early growth and Wadley. A farming community known as Bethany was located in the northern section of Wadley when Central of Georgia Railroad operated through the area in 1875. Most of the community moved south of the railroad and merged with others to create the town. It was incorporated and was named for William Wadley, a famous railroad developer and Superintendent of Transportation for the South during the Civil War.

### **Natural Barriers**

A portion of Wadley contains the soil Swamp Alluvial, Land, Wet-Rains. As the name of the soil indicates, the soils' main attributes are swampy, and marshy. This soil is primarily found along the southwestern section of the town. Flood hazard areas exist around the southern and eastern parts of the City and between Charles Street and Cooper Street as well as highway 1 and GA 78.

Little has changed in Wadley over the past decade and population forecasts illustrate similar trends can be expected. The city has an abundance of available land within the city limits and does not foresee a need to annex any additional land. The majority of growth is planned in and around the existing and planned infrastructure networks.

### **City of Avera**

The City of Avera has its roots tied directly to the Railroad. Structures in the City date back to 1880. Avera is located in the northwestern part of the county and is directly west of Wrens and Stapleton.

Avera is located on an Aquifer recharge area, which causes development restrictions. The City will need to use Georgia Department of Natural Resources protection criteria to ensure that groundwater is not tainted.

The city is currently adequately served by community facilities and infrastructure. No existing areas of development were identified that would outpace community or public facilities.

The proportions of land use in Avera are not expected to change over the planning period. Residential and commercial uses are expected to remain the same given the projected level of growth. The city's population is not expected to experience a dramatic increase during the planning period (see the Population Element). Additionally, the city is located in the northwestern part of the county and is not located along a primary highway.

### **City of Bartow**

The City of Bartow has its roots tied directly to the railroad. Structures in the City date back to 1880. The city is located in the southwestern part of the county and directly west



of Wadley.

In review of the soil survey of the county, one particular soil type was identified as being unsuitable for development. The soil identified was Swamp Alluvial, Land, Wet-Rains. As the name of the soil indicates, the soils' main attributes are swampy, and marshy. This soil is primarily found along the southwestern section of the town. It runs along the Williamson Swamp Creek. Another soil found in Bartow was Norfolk-Tifton-Fuquay, which has slight to no development restriction. Bartow's only flood plain is located in the same area, which is already been described as swampy and unsuitable for development.

Bartow's future land use patterns should not change significantly over the next 20 years. The city's population is not expected to experience a dramatic increase during the planning period (see the Population Element). Additionally, the city is located in the southwestern part of the county and is not located along a primary highway.

### **City of Stapleton**

The City of Stapleton has its roots tied directly to the railroad. Structures in the City date back to 1880. It is located in the northwestern part of the County and is directly west of Wrens.

### **Natural Barriers**

No particular soils were identified as unsuitable for residential, commercial or industrial development. However, Stapleton is located on an Aquifer recharge area, which presents development restrictions. The City will need to use Georgia Department of Natural Resources protection criteria to ensure that groundwater is not tainted.

Stapleton's future land use patterns should not change significantly over the next 20 years. The city's population is not expected to experience a dramatic increase during the planning period (see the Population Element). Additionally, the city is located in the northwestern part of the county and is not located along a primary highway. This pattern is not expected to change substantially during the next 20 years. As the State develops and implements plans to four-lane Georgia Highway 17, Stapleton's land use is expected to be impacted by the increased north-south accessibility in its immediate vicinity. However, it is too early in the development stages for this program to affect the city's growth rate during the period covered by this Comprehensive Plan.

### **Annexation Issues**

There are no plans for annexation during the planning period. There is an existing annexation agreement between the county and municipalities should an annexation issue arise.

### **Assessment**

Overall, future land use changes will be relatively minor. Population projections highlight the relatively slow pace of growth in Jefferson County and the municipalities. Approximately 3,927 acres of agricultural and forestry land uses will be needed to

accommodate growth in other land uses. By 2025, the combined acreage of these two land uses will decline by 1.2% to 87.7% of total land use. The largest increase in land use growth share will occur in Industrial, which is projected to increase by 2,162 acres through 2025. For a jurisdiction of its size, Jefferson County is one of Georgia's most aggressive on economic development. The Development Authority has purchased various parcels and funds have been used for improvements around existing industrial parks. The added acreage reflects this culmination of policies and investments.

Residential acreage will increase by 1,709 acres, mostly in northern Jefferson County, where proximity to the Augusta metropolitan area has led to interest in subdivisions. Assuming 1 dwelling unit per acre, standard for residential densities in the county, the added acreage will accommodate projected growth in new households within the county as well as a portion of the out-of-county workforce. In the municipalities, residential acreage will remain largely unchanged. The existing vacancy rate highlights some housing availability and most of the larger cities within the county are almost fully developed. Since none of the municipalities are considering annexation, most residential development will occur in the unincorporated area.

Commercial land use is projected to increase by 56 acres. Almost all the increase in commercial acreage is projected within the municipalities along U.S. 1. The widening of the existing highway and its designation as the Fall Line Freeway (linking two major metropolitan areas) is expected to increase traffic levels enough to justify expansion of existing commercial areas.

Other land uses are not projected to increase through the planning period. There are no community facilities projects planned that would require additional acreage in other land uses.

## **OTHER ISSUES**

### **Economic Development**

An important issue in Jefferson County is the development of a local tourism industry. Jefferson County has an enormous tourism potential that has yet to be fully utilized. This will be further enhanced as the Fall Line Freeway is completed and as Georgia Highway 17 if developed into a four-lane divided highway. The abundance of natural and historic resources in the county and cities is an opportunity to attract visitors from outside the county, region, and state. This potential must be closely tied with future land use patterns to ensure that future development generated from increased tourism does not negatively impact the very resources that allowed it.

### **Natural and Historic Resources**

Natural and cultural resources account for a significant portion of Jefferson County's acreage. The need to protect these resources is paramount. As noted, the County and municipalities should attempt to encourage development away from watersheds, groundwater recharge areas, wetlands, floodplains, and primary agricultural lands. There are significant land parcels outside these environmentally sensitive areas to develop. Population and housing growth rates are not projected to be significant. Even with the county's aggressive economic policy related to manufacturing growth, there are plenty to locations in proximity to the larger municipalities that do not impact

environmentally sensitive areas.

As the Natural and Historic Resources element of this plan notes, Jefferson County is ripe with historic resources and has an abundance of natural resources. Over the coming years, the implementation of the Department of Natural Resources Environmental Planning Criteria will help to preserve the natural environmental features of the county and enhance the residents' quality of life.

These initiatives must be fully adopted and regulated in order to ensure the preservation of the natural environment, particularly the Ogeechee River. This includes the preservation of historic resources. The county has a rich and illustrious history that is preserved in the abundance of historic resources throughout the county, particularly in the City of Louisville. It is important that the county and municipalities treat these resources as susceptible environmental areas to ensure that they are preserved for future generations to enjoy.

### **Community Facilities, Services and Transportation**

The timing and location of facility and service expansion is a major contributor to the ability of the county and municipalities to manage growth. Intergovernmental cooperation is a necessity in order to take full advantage of existing facilities and to help curb the unnecessary development of vacant land in the county. The ability to focus new developments into those areas that can accommodate them with the necessary infrastructure is the key to the successfully managing growth. This is more applicable to the municipalities because of their existing infrastructure networks.

Sprawling patterns of development further decrease the economic feasibility of extending public infrastructure in the county and will further increase the costs associated with providing public services. The ability to develop in a compact fashion decreases the costs associated with providing the required infrastructure and creates population clusters that are easier to service for the school system, law enforcement, fire protection, and emergency medical services.

### **Housing**

Suburban development creates a homogeneous environment dominated by single-family residential development. The dominance of a single type of housing limits housing options and segregates populations based on socioeconomic characteristics. The stigmas attached to mobile/manufactured homes prevent their inclusion in a typical subdivision, and this is generally true of multi-family dwellings as well.

The county and cities want to promote the development of various types of housing and focus residential development in areas equipped with existing, or planned, supportive infrastructure to allow greater flexibility in the type of development that can occur. In order to meet the needs of an expanding and diversifying labor force, a range of housing types are required.

It is important that the county and cities continue to monitor their housing and demographic conditions to identify potential deficiencies in the housing market that they may be able to help adjust through regulation.

**Goals and Policies**

The following goals apply to Jefferson County and the municipalities unless otherwise noted:

**Goal 1: Develop orderly and compatible land uses.**

Policy 1-1: Accommodate additional residential, commercial, and industrial designated areas.

Policy 1-2: Encourage infill housing and the revitalization of older neighborhoods (applies to the municipalities)

Policy 1-3: Coordinate all new development with other elements in the Comprehensive Plan.

**Goal 2: Minimize negative impacts associated with new development on environmentally sensitive areas.**

Policy 2-1: Maintain water quality through the protection of environmentally sensitive lands.

**Goal 3: Coordinate new development with public facilities.**

Policy 3-1: Invest in facilities construction and expansion and services in areas designated for growth.

Policy 3-2: Base project approval decisions on the ability of the existing or planned public facilities to accommodate increased use.

## INTRODUCTION

The intergovernmental Coordination Element provides local governments an opportunity to inventory existing intergovernmental coordination mechanisms and processes with other local governments and governmental entities that can impact success implementation of the local comprehensive plan. This section also provides an assessment of the adequacy and suitability of existing coordination mechanisms to serve the current and future needs of the community, and to articulate goals and formulate a strategy for effective implementation of community policies and objectives.

## ADJACENT LOCAL GOVERNMENTS

**Relationship to the Comprehensive Plan:** Jefferson County and the municipalities participated in and developed a joint comprehensive plan in 1994 and are continuing this tradition of cooperation in the 2004 joint comprehensive plan update. An advisory committee was established with representatives from each city council and the county commission. Public hearings were also held jointly with most city councilpersons and county commissioners in attendance.

**Existing Coordination Mechanisms:** Jefferson County and the municipalities have a formal SPLOST agreement outlining the use of tax revenues for each jurisdiction, tax appropriations for each type of project allowed under the agreement, as well as distribution breakdowns by jurisdiction and project type. The cities and county also have a formal annexation agreement outlining the process required and circumstances necessary for an annexation to occur. Other coordinated efforts include water services, cemeteries, tax collection, magistrate court, tax assessor, clerk of court and the extension service. The county commission and city councils meet informally several times a year to discuss coordination efforts.

**Parties or Offices Within the Local Government with Primary Responsibility for Coordination:** Many of the communities within the county have a professional administrator. In his/her day-to-day duties, this person is charged with daily coordination with other local government on an informal basis. Where a local administrator/manager does not exist, the city clerk fills in for that person. Additionally, the chief elected officer of each jurisdiction coordinates activities with other government jurisdictions as needed.

Generally, the following intergovernmental coordination activities take place in the service delivery functions noted below:

### Water

All cities within Jefferson County provide their citizens with public water. The City of Louisville also provides water to some portions of unincorporated Jefferson County. Each city expands their systems as necessary without coordination between the other jurisdictions and Wrens.

### Sewer

The Cities of Louisville, Wrens, Wadley and Bartow have public sewer systems. The

unincorporated areas of the County as well as the Cities of Avera and Stapleton depend on individual septic systems for wastewater treatment.

### **Solid Waste**

Jefferson County owns and operates and Municipal Solid Waste Landfill within the county. The County provides solid waste collection for unincorporated Jefferson County. The City of Wadley contracts with a private hauler and the Jefferson County landfill. All other incorporated areas contract with private haulers but the waste is transported to the Jefferson County landfill.

### **Building Inspection**

The Cities of Wadley, Louisville, Bartow and unincorporated Jefferson County share a building inspector. The City of Wrens has an independent building inspection program, but there is an informal system in place to share building permit information with the County.

### **Recreational Services**

The Cities of Louisville, Wrens and Wadley have independent recreation departments. The County has a recreation department as well and the Cities of Avera, Stapleton and Bartow have access to recreational programs only through the County. This is an area where there is tremendous overlap of service and minimal coordination between local governments. Each individual recreation department has a successful, information relationship with elementary and middle schools within their jurisdictions for coordination of facilities.

### **Animal Control**

The Cities of Louisville and Wrens are the only two jurisdictions that provide any type of animal control. Jefferson County also provides spay and neutering, euthanasia and disposal. This, also, is an area of potential coordination.

### **Library**

There are three (3) libraries in the county. Library functions are funded jointly. This arrangement appears to be adequate to meet current and future demands.

## **SCHOOL BOARDS**

**Relationship to the Comprehensive Plan:** A representative from the school board served on the comprehensive plan advisory committee. The school board consults the comprehensive plan for data and direction when applying for school funding grants.

**Existing Coordination Mechanisms:** Jefferson County, the cities, and the Jefferson County Board of Education jointly pay the operating costs of the Jefferson County library. There is also a coordinated effort between Jefferson County local governments and the school board to provide recreational opportunities. The governmental recreation departments coordinate with the school system to share athletic facilities.



## **INDEPENDENT SPECIAL DISTRICTS**

There are no independent special districts in Jefferson County and the municipalities.

## **INDUSTRIAL DEVELOPMENT AUTHORITIES**

**Relationship to the Comprehensive Plan:** Representatives from the Development Authority and Chamber of Commerce served on the comprehensive plan advisory committee. The industrial development authorities refer to the comprehensive plan, for data, guidance, and implementation purposes, more than any other authority within the county. As a result, the comprehensive plan is a document these organizations will use to develop future projects.

**Existing Coordination Mechanisms:** The Development Authority and Chamber of Commerce are housed in the same building and jointly employ staff. While this is an informal coordination mechanism, the staffing needs are small enough for this structure to serve both organizations. More formal coordination mechanisms exist between the Development Authority and the county and cities. The authorities meet frequently to discuss current and future projects and funding mechanisms.

## **Utility Companies**

**Relationship to the Comprehensive Plan:** Two utility companies provide service to customers in Jefferson County and the municipalities. Georgia Power provides service to all jurisdictions while Jefferson Electric Membership Corporation and Georgia Power provide service to the unincorporated area. There are no relationships between utility companies and the comprehensive plan.

**Existing Coordination Mechanisms:** Although no formal process for coordinating activities is in the place, the county and city administrators/clerks within their jurisdictions have primary responsibility for coordination.

## **Service Delivery Strategy**

The Service Delivery Strategy identifies several agreements between local governments within Jefferson County and with neighboring jurisdictions. Cooperation in carrying out these agreements is generally managed at the staff level on a day-to-day basis. They include agreements:

- Between Jefferson County, neighboring counties and the municipalities for Fire Protection services (Mutual Aid agreement).
- Between Jefferson County, the municipalities and the Jefferson County Board of Education to share the operations cost of the library.
- Between Jefferson County and the municipalities for the county to provide public works assistance.
- Between Jefferson County and the municipalities for rescue services.
- Between Jefferson County and Louisville to provide water services to portions of the unincorporated areas.

- Between Jefferson County and the cities of Wadley, Bartow and Louisville to share the cost of a building inspector.
- Between Jefferson County and the cities of Avera, Bartow and Stapleton for access to county recreational programs.
- On an adopted joint dispute resolution process for resolving land use disputes over annexation.

The county's existing Service Delivery Strategy is currently up-to-date and does not need to be changed at this time. The existing SDS is consistent with this Comprehensive Plan.

### **Governor's Greenspace Program**

Jefferson County and the municipalities have not participated in the Governor's Greenspace Program.

### **Costal Management**

Jefferson County and the municipalities are not located within a costal management zone.

### **Appalachian Regional Commission**

Jefferson County and the municipalities are not located within the Appalachian Regional Commission.

### **Water Planning Districts**

Jefferson County and the municipalities not located within a state designated water-planning district.

### **Transportation Requirements for Non-Attainment Areas**

Jefferson County and the municipalities are not located within a non-attainment area.

## **ASSESSMENT**

### **Land Use Conflicts at Jurisdictional Borders**

Existing coordination mechanisms are important both regionally and within jurisdictions. Jefferson County and neighboring counties do not have any land use conflicts at jurisdictional borders due to the lack of development at or near their respective boundaries. However, there are no formal mechanisms in place to ensure future conflicts can be resolved. Both the Savannah River Parkway and the Fall Line Freeway, part of the Governor's Road Improvement Program (GRIP) to provide four-lane highway access to most Georgia communities, has the potential to alter traffic patterns given Jefferson County's location along U.S. 1 (Fall Line Freeway) and proximity to U.S. 25 (Savannah River Parkway). One of the primary purposes of GRIP is to encourage development in the state's smaller communities. Historically, major highway

projects have encouraged development in scattered areas, primarily commercial development as a response to increases in traffic, that have the potential to conflict with Jefferson County's agricultural land use patterns. The CSRA RDC currently serves as an ad hoc forum to resolve such issues but formal agreements among counties will be needed.

Currently, all of the municipalities within Jefferson County have available developable land within their jurisdiction, primarily in their outer rings. Projections for the municipalities highlight minimal population and household growth over the planning period. However, one of the economic development objectives pursued by the county and municipalities is to locate industrial development in proximity to available infrastructure. Economic development planning is therefore tied to the municipalities' infrastructure capacity. Since residential development is the municipalities' primary need for land, this has the potential to cause land use conflicts in areas adjacent to city boundaries. As the county moves towards implementing this economic development policy, coordination with the municipalities will be needed to ensure that land use conflicts do not arise at jurisdictional borders.

One existing mechanism that helps identify land use conflicts at jurisdictional borders is the review of the local comprehensive plan by the CSRA RDC. The RDC reviews all local plans within its jurisdiction for internal consistency and for any conflicts with plans of local governments within the region, plans of contiguous local governments outside the region, and the RDC's regional plan. In the absence of a plan amendment, the RDC reviews such plans every 10-year period and the local government is under no obligation to alter its future land use map and policies to address or resolve a land use conflict with a neighboring community identified during the regional review process. This limitation becomes evident when considering that the community's economic development vision calls for significant levels of development with potential land use implications. An agreement to hold meetings between city councils and the county commission during the planning phase of a major development impacting jurisdictional land use should be formalized.

### **Lack of Information about Plans of Adjacent Communities**

Because of the regular meetings and coordinated efforts of all local governments within Jefferson County, lack of information about plans, policies or other documents relating to the communities is not an issue. However, lack of information among neighboring counties and other affected parties is obvious. The RDC is required only to provide notice of Jefferson County's joint comprehensive plan to other local governments and is not required to send copies of the plan to these jurisdictions. Furthermore, this mechanism goes into affect after the local comprehensive plan is completed and regional review hearings are optional. Combined, these elements do not allow for meaningful input into the plant contents by contiguous or potentially affected local governments. Finally, the development of a countywide Service Delivery Strategy is a powerful tool to address issues arising within a county but does not address the problem of land use conflicts between two or more counties.

These limitations point to the need for additional coordinating mechanisms to address possible future issues. Beyond the land use implications outlined in the preceding section, Jefferson County has economic development objectives and policies that relate

specifically to multi-jurisdictional issues. First, one of the county's objectives is to join neighboring jurisdictions in developing tourism trails. Furthermore, commuting patterns discussed in the economic development section highlight the regional nature of the CSRA economy. These are significant issues that require a formal intergovernmental coordination mechanism. The county and municipalities should use the RDC as a vehicle to encourage multi-jurisdictional consensus on individual SDRs.

### **Service Provision Overlaps or Conflicts**

There is potential for service conflict or overlap in the areas of public libraries, solid waste collection, recreation, water service, street/road maintenance and fire protection. These are areas that intergovernmental coordination efforts need to be focused. During the course of developing this comprehensive plan, these topics were discussed at length and added as appropriate to the implementation program. All local governments in Jefferson County recognize the possibility for continued consolidation of services and are willing to examine options such as service coordination with adjacent counties as well as consolidation of governments within the county. The existing mechanism of informal coordination is currently adequate will be adequate through the planning period.

### **Annexation Issues Between Cities and Counties**

Jefferson County and the municipalities have an existing annexation agreement in place and no annexation issues are expected. The existing agreement will continue to be adequate through the planning period.

### **Conflicting Development Projections and Public Facility Sitting**

Due to existing coordination mechanisms, meetings and information sharing, there are no issues related to conflicting development projections and public facility sitting. All public entities currently use consistent population projections and the sitting of public facilities, particularly schools, recreation facilities and industrial parks, have been and continue to be coordinated through the combined efforts of local governments, the school board, and development authorities.

### **Issues Relating to Applicable State and Regional Programs**

While there is no formal agreed upon process ensuring that extraterritorial water and/or sewer extensions and improvements are consistent with the land use plan and ordinances of the "receiving" jurisdiction, there are several circumstances mitigating any conflicts. Unincorporated Jefferson County would be the only potentially "receiving" jurisdiction because the county is the only jurisdiction that is provided with water service by one of the municipalities. Therefore, there is no potential conflict in offering service outside incorporated jurisdictions. Second, the comprehensive plan is a joint plan addressing current and future needs for infrastructure in each of the incorporated areas as well as the unincorporated county. Because all jurisdictions share the same comprehensive plan, there is no potential conflict for provision of services such as water and sewer that was not addressed during the planning process. Finally, each jurisdiction participated in developing future land use maps for both the county both and the unincorporated areas, and the most efficient method of providing services to areas that are intended to be developed was been identified and agreed upon during the planning

process.

All municipalities within Jefferson County are participating in developing a joint comprehensive plan that will ensure that their plans are compatible. During the development of this joint plan, land use regulations such as zoning and environmental protection ordinances in each of the jurisdictions were reviewed for consistency with the updated comprehensive plan ensuring compatibility. There is no formal process beyond this joint comprehensive planning effort to ensure compatibility between jurisdictions. However, this informal process has been successful and should continue to be so based on the minimal amount of development projected to occur throughout the planning period.

### **Goals**

The following goals apply to Jefferson County and the municipalities.

Goal 1: Maintain existing formal and informal intergovernmental coordination mechanisms within county jurisdictions (including quasi-governmental institutions), among neighboring jurisdictions, and within regional organizations.

Goal 2: Encourage, where outlined, formal intergovernmental coordination mechanisms.

Goal 3: Examine consolidation of parks/recreation, police/sheriff's and dispatch services.

**JEFFERSON COUNTY**

Joint Five Year Short Term Work Program 2004-2008

ELEMENT	2004	2005	2006	2007	2008	Responsibility	Cost	Fund Source
<b>ECONOMIC DEVELOPMENT</b>								
1) Construct Road Into Industrial Park						County	\$ 176,000	County
2) Work closely with Development Authority to retain existing businesses						County and Dev. Authority	N/A	N/A
3) Work closely with Development Authority to recruit new businesses						County and Dev. Authority	N/A	N/A
4) Continue allotting 3/4 mills to Economic Development from Ad Valorum Taxes						County	\$ 1,368,750	County - Ad Valorum
<b>NATURAL &amp; CULTURAL RESOURCES</b>								
1) Pursue training for E & S Implementation and enforcement						County	\$ 15,000	County
2) Adopt and enforce sewerage disposal land application ordinance						County	\$ 15,000	County
3) Develop Ogeechee River Crossing						County and State	\$ 250,000	County and State
4) Update and enforce environmental protection ordinances						County	\$ 250,000	County and State
<b>LAND USE</b>								
1) Adopt Comprehensive Land Use Plan						County	\$ 5,000	County
2) Review and Revise Land Use Plan						County	\$ 35,000	County





City of Avera Joint Five Year Short Term Work Program 2004-2008									
ELEMENT	2004	2005	2006	2007	2008	Responsibility	Cost	Fund Source	
<b>ECONOMIC DEVELOPMENT</b>									
1) Recruit new local businesses						City	N/A	N/A	
<b>NATURAL &amp; CULTURAL RESOURCES</b>									
1) Update and enforce environmental protection ordinances						City	\$5,000	DCA/local	
2) Renovate historic downtown city-owned building						City	\$50,000	State/City	
<b>LAND USE</b>									
1) Review/revise land use regulations						City	\$5,000	DCA/local	
2) Pursue annexation possibilities						City	N/A	N/A	
<b>HOUSING</b>									
1) Continue to encourage private companies to construct low-moderate income housing						City	N/A	N/A	
<b>COMMUNITY FACILITIES</b>									
1) Build new City Hall						City	\$500,000	City/USDA	
2) Build new fire station						City	\$500,000	City/USDA/FEMA	
3) Upgrade food, drainage and roads						City	\$120,000	City/DCA/USDA/DOT	
4) Upgrade city park						City	\$30,000	City/L/D/F/DNR	
4) Purchase new fire truck						City	\$50,000	City/FEMA	
5) Purchase new firefighting equipment						City	\$20,000	City/FEMA	
6) Upgrade water lines						City	\$300,000	City/GEFA/USDA	
<b>INTERGOVERNMENTAL COORDINATION</b>									
1) Continue following and updating the Service Delivery Strategy						Cities/County	N/A	N/A	
2) Continue to improve coordination on HB489						Cities/County	N/A	N/A	



City of Louisville									
Joint Five Year Short Term Work Program 2004-2008									
		2004	2005	2006	2007	2008			
ELEMENT							Responsibility		
							Cost		
							Fund Source		
<b>ECONOMIC DEVELOPMENT</b>									
1)	Airport Improvements						City	\$1.5 million	Fed/State/Local
2)	Re-establishment of Downtown Development Authority						City	\$2,500	City
3)	Provide training for Downtown Development Authority members						City	N/A	N/A
4)	Recruit new local businesses						City	N/A	N/A
5)	Rely on Local Development Fund to support small business						City	N/A	N/A
6)	Infrastructure improvements to Industrial Park						City	\$1.5 million	One Georgia/GEFA/USDA/City
<b>NATURAL &amp; CULTURAL RESOURCES</b>									
1)	Develop design guidelines for the Historic Preservation Commission and an Historic Preservation Ordinance						City	\$20,000	DCA/local
2)	Pursue training for E&S implementation and enforcement						City	\$3,000	City
3)	Update and enforce environmental protection ordinances						City	\$5,000	DCA/local
<b>LAND USE</b>									
1)	Develop historic district and historic district ordinance						City	\$8,000	DCA/local
2)	Review/revise land use regulations						City	\$5,000	DCA/local
<b>HOUSING</b>									
1)	Pursue rehabilitation of low-moderate income housing						City	\$500,000	CHIP/local
2)	Pursue home-buyer education program						City	N/A	N/A
3)	Continue to utilize the existing inspection system in conjunction with the standard building code and provide for proper recording and documentation						City	N/A	N/A
4)	Expand affordable home ownership through the Single Family Development						City	\$600,000	City/DCA/Local Banks
<b>COMMUNITY FACILITIES</b>									
1)	Sewer expansion						City	\$120,000	One GA/USDA
2)	Build new firestation						City	\$750,000	SPL/OST
3)	Purchase street sweeper						City	\$100,000	SPL/OST
4)	Purchase new fire truck						City	\$190,000	SPL/OST



City of Stapleton Joint Five Year Short Term Work Program 2004-2008								
ELEMENT	2004	2005	2006	2007	2008	Responsibility	Cost	Fund Source
<b>ECONOMIC DEVELOPMENT</b>								
None								
<b>NATURAL &amp; CULTURAL RESOURCES</b>								
1) Rehabilitate city-owned two-story mercantile building						City	\$500,000	Signature/LDF/GA Heritage/Local
2) Rehab city-owned historic gym						City	\$150,000	GA Heritage/LDF/Local
<b>LAND USE</b>								
None								
<b>HOUSING</b>								
None								
<b>COMMUNITY FACILITIES</b>								
1) Purchase First National Bank building						City	\$150,000	Signature/LDF/Local
2) Water service on H296						City	\$500,000	CDBG/Local
<b>INTERGOVERNMENTAL COORDINATION</b>								
1) Continue following and updating the Service Delivery Strategy						Cities/County	N/A	N/A
2) Continue to improve coordination on HB489						Cities/County	N/A	N/A



City of Wadley								
Joint Five Year Short Term Work Program 2004-2008								
ELEMENT	2004	2005	2006	2007	2008	Responsibility	Cost	Fund Source
<b>ECONOMIC DEVELOPMENT</b>								
1) Establish industrial park						City	NA	NA
2) Recruit local businesses						City	NA	NA
3) Work with County Development Authority and local Industrial Board						City	NA	NA
4) Improve infrastructure at industrial park						City	\$300,000	Grants/loans DCA/OneGA/USDA
<b>NATURAL &amp; CULTURAL RESOURCES</b>								
1) Develop design guidelines for historic preservation						City	\$20,000	DCA/local
2) Develop historic district ordinance						City	\$8,000	DCA/local
3) Update and enforce environmental protection ordinance						City	\$5,000	DCA/local
<b>LAND USE</b>								
1) Review and revise land use regulations						City	\$5,000	DCA/local
2) Pursue annexation						City	NA	NA
<b>HOUSING</b>								
1) Pursue rehabilitation of low to moderate income housing						City	\$500,000	DCA/local/USDA/local banks
2) Utilize building codes to improve housing conditions						City	NA	NA
<b>COMMUNITY FACILITIES</b>								
1) Sewer upgrade and expansion throughout city						City	\$500,000	DCA/GEFA/USDA/local
2) Upgrade oxidation pond						City	\$200,000	DCA/GEFA/USDA/local
3) Upgrade sewer lines from Waste Water Treatment Plant						City	\$300,000	DCA/GEFA/USDA/local
4) Purchase police cars						City	\$80,000	DCA/LLBEG/GOHS/local
5) Flood, drainage and road improvements						City	\$250,000	DCA/DOT/County/local
6) Continue to upgrade park						City	\$100,000	DCA/DNR/local
<b>INTERGOVERNMENTAL COORDINATION</b>								
1) Continue following and updating SDS						City/County	NA	NA
2) Continue to follow HB489						City/County	NA	NA

City of Wrens Joint Five Year Short Term Work Program 2004-2008									
		2004	2005	2006	2007	2008	Responsibility	Cost	Fund Source
<b>ELEMENT</b>									
<b>ECONOMIC DEVELOPMENT</b>									
1)	Airport runway expansion						City	3.4 million	Fed/State/local
2)	Re-establishment of Downtown Development Authority						City	\$2,500	City
3)	Provide training for Downtown Development Authority members						City	N/A	N/A
4)	Recruit new local businesses						City	N/A	N/A
5)	Sewer expansion and new lift station						City	\$65,000	One GA/Renewing Loan Fund
6)	Gas line extension to Quaker Road Development						City	\$2,500	City
7)	Infrastructure improvement along US 1 South						City	1.5 million	GEFA/One GA/USDA/local
8)	Rely on local development fund to support small businesses						City	N/A	N/A
9)	Work closely with County Development Authority for business recruitment						City/Dev. Authority	N/A	N/A
10)	Implement Support Weed and Seed program						City	\$750,000	US Attorney Office
<b>NATURAL &amp; CULTURAL RESOURCES</b>									
1)	Develop design guidelines for the Historic Preservation Commission and an Historic Preservation Ordinance						City	\$20,000	DCA/local
2)	Update historic resources survey						City	\$5,000	City/HPD
3)	Pursue training for E&S implementation and enforcement						City	\$3,000	City
4)	Pursue Certified Local Government Status						City	N/A	N/A
5)	Include greenspace element in the development of a recreation facility						City	4 million	City/LDFL&W Construction Fund
6)	Update and enforce environmental protection ordinances						City	\$5,000	DCA/local
7)	Renovate historic downtown city-owned building						City	\$50,000	City
8)	Support Wrens Better Home Town revitalization efforts						City	N/A	N/A
9)	Implement TE Streetscape						City	\$750,000	TE/City/LDF
10)	Upgrade old ROTC building						City	\$20,000	City
11)	Encourage preservation of Howard Manor						DAR Chapter	N/A	N/A
12)	Restore appearance of 1925 water tank						City	\$20,000	City/State/Federal

<b>City of Wrens</b>		
<b>Report of Accomplishments 1999-2003</b>		
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>
<b>ECONOMIC DEVELOPMENT</b>		
1) Promote training programs at human development center to prepare for employment	completed	
2) Continue to fund and operate the local development authority in Wrens for business retention and recruitment, as well as site and spec building development	postponed	lack of funding
<b>COMMUNITY FACILITIES</b>		
1) Recreation fields and baseball fields and tennis courts	postponed	project revised
2) Purchase police cars	completed	continue
3) Expand and upgrade gas system to accommodate residential, commercial and industrial users.	completed	
4) Upgrade water lines	completed	
5) Upgrade sewer lines and WWTP	underway	continue
6) Provide labor for road improvements. US1 widening and provide labor for improvements. Fall Line Freeway	completed	
<b>NATURAL/CULTURAL RESOURCES</b>		
1) Encourage preservation of Howard Manor.	postponed	lack of funding
2) Restore appearance of 1925 water tank.	postponed	lack of funding
<b>HOUSING</b>		
1) Continue to utilize the existing inspection system in conjunction with the standard building code and provide for proper recording and documentation	completed	continue
2) Continue to encourage private companies to construct low to moderate income housing in Wrens	completed	continue
<b>LAND USE</b>		
1) Continue to enforce the existing zoning ordinance	completed	continue
2) Provide for annual review of zoning ordinance	underway	continue
3) Resurfacing airport runway	completed	

LAND USE										
1)	Provide Planning Commission training							City	\$10,000	DCA/local
2)	Develop historic district and historic district ordinance							City	\$8,000	DCA/local
3)	Review/revise land use regulations							City	\$5,000	DCA/local
4)	Pursue annexation possibilities							City	N/A	N/A
<b>HOUSING</b>										
1)	Pursue rehabilitation of low-moderate income housing							City	\$500,000	CHIP/local
2)	Pursue home-buyer education program							City	N/A	N/A
3)	Continue to utilize the existing inspection system in conjunction with the standard building code and provide for proper recording and documentation							City	N/A	N/A
4)	Continue to encourage private companies to construct low-moderate income housing in Wrens							City	N/A	N/A
<b>COMMUNITY FACILITIES</b>										
1)	Sewer expansion/2 lift stations							City	\$120,000	One GA/USDA
2)	Develop new recreation facility							City	4 million	City/LDFL & W construction fund
3)	Build new firestation							City	\$750,000	SPL/OST
4)	Purchase street sweeper							City	\$50,000	City
5)	Purchase new fire truck							City	\$170,000	SPL/OST
6)	Construct new municipal well and storage tank							City	1.75 million	GEFA/USDA
7)	Upgrade water/sewer/gas meters to digital							City	\$750,000	SPL/OST
8)	Renovate historic downtown city-owned building							City	\$50,000	City
9)	Upgrade 911 system incorporating CAD and provide training							City	\$250,000	City/GEMA
10)	Develop city pond as recreation area to include picnic area and walking trail							City	\$50,000	City/LDF
11)	Upgrade sewer lines and waste water treatment plant							City	8.8 million	USDA
12)	Purchase police cars							City	\$40,000	City
<b>INTERGOVERNMENTAL COORDINATION</b>										
1)	Continue following and updating the Service Delivery Strategy							Cities/County	N/A	N/A
2)	Continue to improve coordination on HB489							Cities/County	N/A	N/A

<b>Jefferson County</b>			
<b>Report of Accomplishments 1998-2002</b>			
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>	
<b>ECONOMIC DEVELOPMENT</b>			
1) Continue funding the Chamber of Commerce at \$25,000 annually	completed	ongoing	
2) Examine Industrial Development Authority Action Plan that was prepared by the CSRA RDC and act on the recommendations	postponed	lack of funding	
<b>COMMUNITY FACILITIES</b>			
1) Apply for CDBG grant for the replacement and expansion of aging water and sewer lines	completed		
2) Purchase new patrol vehicles equipped with radios for the Sheriff's Department	completed		
3) Purchase county road equipment as needed	completed		
4) Purchase additional office equipment for the E-911 office	completed		
5) Close county landfill and open new Subtitle D landfill	completed		
6) Construct a Material Recovery Facility at the landfill site	completed		
7) Fund Jefferson County Hospital at \$150,000	completed		
8) Facilitate and coordinate with GA DOT on the Highway 1 expansion project	underway	ongoing	
9) Facilitate and coordinate with GA DOT on the Fall Line Freeway project	underway	ongoing	
10) Facilitate and coordinate with GA DOT on the Highway 17 expansion project	underway	ongoing	
<b>NATURAL/CULTURAL RESOURCES</b>			
1) Continue the renovations on the "old warehouse" adjacent to the courthouse	completed		
2) Encourage and support historic preservation activities in the county by maintaining the HP section of the Plan	completed	ongoing	
3) Obtain/purchase option on approximately 250 tracts of land with 3/4 mile frontage on Ogeechee river	underway		
4) Exercise option to purchase land for recreation park	postponed	lack of funds	
5) Develop park facility	postponed	land purchased but lack of funding	
<b>HOUSING</b>			

	None		
<b>LAND USE</b>			
1)	Study and implement nuisance ordinance	completed	
2)	Study and implement mobile home ordinance	completed	
3)	Study and implement subdivision regulations to require plan review and proper recording	completed	
4)	Study and implement county zoning ordinance to protect and guide future growth in the unincorporated areas	completed	



<b>City of Avera</b>		
<b>Report of Accomplishments 1999-2003</b>		
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>
<b>ECONOMIC DEVELOPMENT</b>		
1) Water Tank (125,000 gallons)	postponed	lack of funding
<b>COMMUNITY FACILITIES</b>		
1) Playground equipment and chain length fence for around playground	postponed	lack of funding
<b>NATURAL/CULTURAL RESOURCES</b>		
None		
<b>HOUSING</b>		
None		
<b>LAND USE</b>		
None		

<b>City of Bartow</b>		
<b>Report of Accomplishments 1999-2003</b>		
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>
<b>ECONOMIC DEVELOPMENT</b>		
None		
<b>COMMUNITY FACILITIES</b>		
1) Apply for a CDBG grant for the replacement of ageing water lines	completed	
2) Purchase new patrol vehicle for police department	not completed	lack of funding
3) Refinish exterior of water tank	completed	
4) Facilitate and coordinate the North Railroad Ave street project with GA DOT	ongoing	
5) Facilitate and coordinate the Noah Heggs Road street project with GA DOT	ongoing	
6) Facilitate and coordinate the Baldee Road street project with GA DOT	ongoing	
7) Facilitate and coordinate the Belle Warthen Road street project with GA DOT	ongoing	
8) Facilitate and coordinate the Dan Martin Road street project with GA DOT	ongoing	
9) Purchase new garbage truck	completed	
<b>NATURAL/CULTURAL RESOURCES</b>		
None		
<b>HOUSING</b>		
None		
<b>LAND USE</b>		
None		

<b>City of Louisville</b>			
<b>Report of Accomplishments 1999-2003</b>			
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>	
<b>ECONOMIC DEVELOPMENT</b>			
1) Industrial Development Council to construct speculative building	underway	one completed; one underway	
2) Support the activities of Jefferson County Chamber of Commerce	underway	ongoing	
<b>COMMUNITY FACILITIES</b>			
1) Drainage improvement project	completed		
2) Louisville Airport runway extension and installation of visual aids	underway	runway extension complete	
3) Fund Jefferson County hospital	underway	ongoing	
4) Purchase new patrol vehicles with radios for Police Dept.	completed		
5) Purchase equipment for sanitation and public works	completed		
6) Purchase equipment for Fire Dept.	completed		
7) Apply for CDBG grant for replacement and expansion of aging water and sewer lines	postponed	lack of funding	
8) Facilitate and coordinate with GA DOT for Highway 1 widening project	underway	ongoing	
9) Purchase playground equipment for City Park	underway		
<b>NATURAL/CULTURAL RESOURCES</b>			
1) Investigate applying for Certified Local Government Status	underway		
2) Support activities of Jefferson County Historical Society	complete	ongoing	
3) Apply for funds to preserve historic Revolutionary Cemetery	postponed	lack of funding	
<b>HOUSING</b>			
None			
<b>LAND USE</b>			
None			

City of Stapleton Report of Accomplishments 1999-2003		
Activity	Status	Explanation
<b>ECONOMIC DEVELOPMENT</b>		
None		
<b>COMMUNITY FACILITIES</b>		
1) Water system (new well)	completed	
<b>NATURAL/CULTURAL RESOURCES</b>		
1) Reface store fronts in downtown area	postponed	lack of funding
<b>HOUSING</b>		
None		
<b>LAND USE</b>		
None		

<b>City of Wadley</b>		
<b>Report of Accomplishments 1999-2003</b>		
<b>Activity</b>	<b>Status</b>	<b>Explanation</b>
<b>ECONOMIC DEVELOPMENT</b>		
1) Investigate the use of the middle school for a satellite technical college	completed	
2) Encourage recycling firms to locate in Jefferson County	underway	ongoing
3) Build a Mini-Mall on Butts and Park Avenue	completed	
<b>COMMUNITY FACILITIES</b>		
1) Pursue CDBG grant for sewer line extension for Lillian & Maye Streets.	not accomplished	lack of funding
2) Pursue CDBG grant for replacement of water lines on Williams, Green, Foster, & Poplar Street	completed	
3) Water tank restoration	completed	
4) Restoration of street lights on Hwy 1 bypass	completed	
5) Purchase two additional police cars equipped with radio, radar, etc.	completed	
6) Purchase playground equipment for the city park	completed	
7) Restore caboose in the city park and add other items	not accomplished	lack of funding
8) Add exercise trails to the city park	not accomplished	lack of funding
<b>NATURAL/CULTURAL RESOURCES</b>		
1) Appoint a historic resource advisory committee to act as review team to pursue grants, site designation, and periodic update of the HR section of this plan	not accomplished	lack of interest
<b>HOUSING</b>		
None		
<b>LAND USE</b>		
1) Continue to enforce the existing zoning ordinance	completed	continue
2) Provide for annual review of zoning ordinance	underway	continue

## C R E D I T S

On behalf of the citizens of Jefferson County, this long-range Comprehensive Plan has been developed to ensure that the future vision of today's community can be met.

This plan was developed over a two year period with input and assistance from the following local community residents and civic and business leaders:

**Jefferson County Board of Commissioners  
City of Avera Mayor and Council  
City of Bartow Mayor and Council  
City of Louisville Mayor and Council  
City of Stapleton Mayor and Council  
City of Wadley Mayor and Council  
City of Wrens Mayor and Council**

**Jefferson County Comprehensive Planning Committee:**

**1. City of Avera City Council Member:**

Name: Leisa Hadden Title: City Councilwoman  
Address: PO Box 96, Avera, GA 30803  
Phone: (706) 547-6128

**2. City of Bartow City Council Member:**

Name: Hubert Jordan Title: Mayor  
Address: City Hall, P.O. Box 248, Bartow, GA 30143  
Phone: (478) 364-3300 Fax: (478) 364-7901

**3. City of Louisville City Council Member:**

Name: Don Rhodes Title: City Administrator  
Address: PO Box 527, Louisville, GA 30434  
Phone: (478)625-3166  
Email: [louisvil@csranet.com](mailto:louisvil@csranet.com)

**4. City of Stapleton City Council Member: PENDING REPLACEMENT**

**5. City of Wadley City Council Members:**

Name: Herman Baker Title: Mayor  
Charles Lewis Mayor Pro-Tem  
Address: City Hall, P.O. Box 219, 30477  
Phone: (478) 252-1116 Fax: (478) 252-9954

**6. City of Wrens City Council Member:**

Name: Donna Scott-Johnson Title: City Administrator  
Address: PO Box 125, Wrens, GA 30833  
Phone: (706) 547-3000  
Email: [donnaj@cityofwrens.com](mailto:donnaj@cityofwrens.com)



**7. Jefferson County Board of Commissioners Member:**

Name: Isaiah Thomas Title: County Commissioner  
Address: PO Box 596, Louisville, GA 30434  
Phone: (478) 625-3695  
Email: [thomasi@csranet.com](mailto:thomasi@csranet.com)

**8. Jefferson County Development Authority Member:**

Name: Brad Day Title: Executive Director  
Address: 302 East Broad Street, Louisville, GA 30434  
Phone: (478) 625-8134 Cell: (706) 339-4726  
Email: [rbday@jeffersoncounty.org](mailto:rbday@jeffersoncounty.org)

**9. Board of Education Member:**

Name: Steve Norton Title: Jefferson County BOE  
Address: 306 Quaker Road NE, Wrens, GA 30833  
Phone: (706) 547-2955  
Email: [snorton48@aol.com](mailto:snorton48@aol.com) (h) [snorton@augserv.com](mailto:snorton@augserv.com) (w)

**10. Environmental Based Member:**

Name: Larry Hodges Title: First National Bank & Trust,  
Trust Forester  
Address: P.O. Box 467, Louisville, GA 30434  
Phone: (478) 625-2000  
Email: [lhodges@fnb-trust.com](mailto:lhodges@fnb-trust.com)

**11. Citizen At Large #1:**

Name: Lloyd Long Title: Retired  
Address: 708 Mulberry Street, Louisville, GA 30434  
Phone: (478) 625-7061

**12. Citizen At Large #2:**

Name: Edie Pundt Title: First National Bank & Trust  
Branch Mgr./ Wadley Branch Vice Pres.  
Address: 25 North Main Street, Wadley, GA 30477  
Phone: (478) 252-5276 or (478) 252-1262  
Email: [epundt@fnbtrust.com](mailto:epundt@fnbtrust.com)

**13. Jefferson County Tax Assessor:**

Name: George W. Rachels Jr. Title: County Tax Assessor  
Address: P.O. Box 555, Louisville, GA 30434  
Phone: (478) 625-8209 or fax (478) 625-4008

**14. Jefferson County Board of Commissioners Member II:**

Name: Paul C. Bryan Title: County Administrator  
Address: P.O. Box 658, Louisville, GA 30434  
Phone: (478) 625-3332 Email: [jpcpbryan@bellsouth.net](mailto:jpcpbryan@bellsouth.net)

**15. Georgia Forestry Commission:**

Name: Wade (Reggie) Morgan Title: Chief Forest Ranger  
Address: 2053 Old US 1, Wadley, GA 30477  
Phone: Jefferson: (478) 625 3319\* Glascock: (706) 598-3732  
Home: (478) 625-7399 Fax: (478) 625-9949  
Email: [Jeffersonunit@gfc.state.ga.us](mailto:Jeffersonunit@gfc.state.ga.us)

**16. Citizen at Large #3:**

Name: Robert Clements Title: Augusta-Richmond County  
Public Works Engineer  
Address: 2031 Clements Daniel Road, Louisville, GA 30434  
Phone: Home: (478) 625-7175 Work: (706) 796-5062  
Fax: (706) 796-5045  
Email: [rc4958@co.richmond.ga.us](mailto:rc4958@co.richmond.ga.us)

**17. Citizen at Large #4:**

Name: Geary Davis Title: Fulghum Fibers Compliance Mgr.  
Address: P.O. Box 613, Louisville, GA 30434  
Phone: Home: (478) 625-3836 Work: (706) 651-1000 ext. 18  
Fax: (706) 651-1101  
Email: [Geary.Davis@FULGHUMFIBRES.COM](mailto:Geary.Davis@FULGHUMFIBRES.COM)

**18. Jefferson County Chamber of Commerce Member**

Name: Lil Agel Title: Vice President-Chamber of Commerce  
Address: 302 East Broad Street, Louisville, GA 30434  
Phone: (478) 625-8134  
Email: [leagel@jeffersoncounty.org](mailto:leagel@jeffersoncounty.org)

**19. Citizen at Large #5**

Name: Carolyn Swint  
Address: 712 West Nelmes, Louisville, GA 30434  
Phone: (478)625-9895  
Fax: (478)625-7999

**20. Jefferson County Board of Commission: Chairman**

Name: Dr. Gardner J. Hobbs-Chairman  
Address: P.O. Box 658 (202 E. Broad Street) Louisville, GA 30434  
Phone: 478-625-3332  
Fax: 478-625-4007

This plan was written and compiled by the Central Savannah River Area Regional Development Center.

## **SUMMARY OF GOALS**

### ***SUMMARY OF GOALS AND OBJECTIVES***

Below is a summary description of the goals and objectives developed in this planning document.

---

---

#### ***HOUSING GOALS***

##### **1. Reduce substandard housing by improving the quality of housing**

- a) Take advantage of CHIP program
- b) Participate in rehabilitation programs
- c) Designate Urban Redevelopment Areas and then follow through
- d) When possible, do abatement of dilapidated houses
- e) Inventory existing housing stock
- f) Adopt ordinances to help remove dilapidated stock

##### **2. Increase Home Ownership**

- a) Educate the public about down payment assistance programs
- b) Coordinate first time home buyer workshops

##### **3. Encourage subdivision development**

- a) Work with developers to encourage “spec” housing development
- b) Expand water/sewer facilities throughout county
- c) Develop the infrastructure needed for housing growth
- d) Encourage sewer tap on, not septic tanks
- e) Encourage water tap on, not wells

---

---

#### ***ECONOMIC DEVELOPMENT GOALS***

##### **1. Reduce unemployment**

- a) Increase educational attainment
  - a. explain Sandersville Tech offerings
  - b. get other higher education groups to come
  - c. enhance adult literacy program
- b) Reduce high school dropout rate
- c) Use tax incentives to attract new businesses
- d) Use 3 or 4 mill tax to fund development
- e) Attract retirees (helps bring in new jobs)

##### **2. Attract New Businesses**

- a) Increase water/sewer/natural gas capacity countywide
- b) Use tax incentives to attract new businesses
- c) Train your workforce to better utilize state programs such as Quickstart
- d) Tap into State programs and funds for training,
- e) Use Sandersville Tech’s training programs,

## **SUMMARY OF GOALS**

- f) Take advantage of Tier Status to improve County's economic situation, participate regionally with other counties, use revolving loan funds to help start-ups

### **3. Retain and Expand Existing Businesses**

- a) Encourage large and small businesses to locate in the county
- b) Show appreciation to existing businesses
- c) Look into incentives for expansion projects
- d) Work with businesses to identify and apply for grants to help with expansion
- e) Encourage chamber of commerce to meet with all businesses – A Business Rotation “Team”

### **4. Improve Transportation Systems**

- a) Four lane highways through County – US #1 being widened
- b) Expand airport runway in Wrens
- c) Finish Fall Line Freeway

---

---

## **LAND USE GOALS**

### **1. Encourage “positive” development**

- a) Annually review the Comprehensive Plan and the STWP
- b) Review development regulations and zoning ordinances to insure they are up to date with current existing laws
- c) Conduct training for planning commissioners

### **2. Encourage conservation:**

- a) Greenspace developments
- b) Protect streams and rivers

### **3. Brownfields Redevelopment Planning**

- a) identify brownfields
- b) address and cleanup brownfields
- c) tap State/Federal resources/grants

---

---

## **COMMUNITY FACILITY GOALS**

### **1. Improve Fire Protection Facilities**

- a) Utilize SPLOST funds for fire equipment/facilities
- b) Apply for state/federal grants for fire equipment/facilities when applicable
- c) Continue cooperation among agencies

### **2. Enhance Recreation Parks and Passive Recreation opportunities**

- a) Apply for funds to increase parks and recreation opportunities.
- b) Identify potential passive recreation opportunities and then apply for funding to implement such activities in the community.

## **SUMMARY OF GOALS**

### **3. Water System Expansion/Improvements**

- a) Study the possibility of developing a countywide water authority and take steps towards implementation.
- b) Tap into State/Federal funds for expansion

### **4. Expand programs for Youth**

- a) Tap into State/Federal funds for youth programs
- b) Encourage Arts programs for youth
- c) Establish a Youth Leadership Program – might help bring youth back to county

### **5. Develop Domestic Violence Center/Shelters**

- a) Address Domestic and child abuse issues
- b) Secure funds for domestic violence and child abuse centers and programs
- c) Secure funding for investigators to find a way to protect those who cannot protect themselves

---

---

## ***NATURAL AND CULTURAL RESOURCES GOALS***

### **1. Protect streams/rivers/creeks**

- a) Adopt buffer ordinances to protect against development disruptions on streams/ rivers/ creeks
- b) Prevent landfills from being developed near or adjacent to streams/ rivers/ creeks
- c) Adopt and enforce State regulations designed to protect streams/ rivers/ creeks

### **2. Protect quality of groundwater**

- a) Adopt and enforce ordinances to protect groundwater recharge areas
- b) Watershed assessments – follow State guidelines

### **3. Protect Historic Resources Countywide**

- a) Participate in National Registry Programs
- a) Apply for funds to renovate/protect historic resources
- b) Apply for funds to conduct HR surveys periodically
- c) Promote historic resources of the County
- d) Protect historic resources in the County
- e) Preserve historic resources in the County
- f) Preserve natural animal sites
- g) Support revitalization efforts especially in downtown areas

---

---

## ***INTERGOVERNMENTAL COORDINATION GOALS***

- ### **1. Coordination of land use decisions between County/City/School Board/Development Authority – hold semi-annual meetings to discuss projects, and funding of those projects.**

## **S U M M A R Y O F G O A L S**

### **2. Look into consolidation of parks/recreation services**

- a) identify resources/inventory
- b) identify methods of service delivery

### **3. Look into consolidation of police/sheriff's office**

- a) identify resources/inventory
- b) identify methods of service delivery

### **4. Look into consolidation of dispatch services**

- a) identify resources/inventory
- b) identify service delivery methods