

TAYLOR COUNTY COMPREHENSIVE PLAN  
CITY OF BUTLER      CITY OF REYNOLDS  
2008-2028

COMMUNITY ASSESSMENT ELEMENT

## Introduction

The community's first comprehensive plan prepared pursuant to state planning requirements was adopted in 1995, and was scheduled for wholesale update in 2007. Major revisions to the original state-mandated Standards and Procedures for Local Comprehensive Planning took effect in 2005, significantly altering the planning requirements. The community was granted a twelve month extension, to 2008, to comply with the new planning standards. This document was prepared in response to state planning requirements to serve as a guide in local development activities. The plan consists of three components:

### Community Assessment

The Community Assessment is an objective and professional assessment of data and information about the community that is intended to be prepared without extensive direct public participation. The Community Assessment includes:

- A list of potential issues and opportunities the community may wish to address,
- Analysis of existing development patterns, including a map of recommended character areas for consideration in developing an overall vision for future development,
- Evaluation of current community policies, activities, and development patterns for consistency with Quality Community Objectives, and
- Analysis of data and information to check the validity of the above evaluations and potential issues and opportunities.

The purpose of the Community Assessment is to present a factual and conceptual foundation upon which the rest of the Community Agenda is built. The initial list of potential issues and opportunities is intended to be an all-inclusive list for further study, and as necessary, modification in preparation of the Community Agenda. Preparation of the Community Assessment is largely a staff or professional function of collecting and analyzing data and information about the community and presenting the results in a concise, easily understood format, such as an executive summary, for consideration by the public and decision-makers involved in subsequent development of the Community Agenda.

### Community Participation Program

The Community Participation Program describes the local strategy for ensuring adequate public and stakeholder involvement in the preparation of the Community Agenda portion of the plan. Upon completion, the local government transmits both the Community Assessment and Community Participation Program to the Middle Flint Regional Development Center for review, after holding a required public hearing.

### Community Agenda

The Community Agenda portion of the comprehensive plan is the most important, for it includes the community's vision for the future as well as its strategy for achieving the vision. Because the Community Agenda provides guidance for future decision-making about the community, it must be prepared with input from stakeholders and the general public.

The Community Agenda must include three major components:

- a community vision for the future physical development of the community, expressed in the form of a map indicating unique character areas, each with its own strategy for guiding future development patterns;
- a list of issues and opportunities identified by the community for further action; and
  - an implementation program for achieving the community's vision for the future and addressing the identified issues and opportunities.

## Table of Contents

Executive Summary	5
Issues and Opportunities	8
Issues	8
Opportunities	10
Analysis of Existing Development Patterns	12
General Development Patterns	12
Land Use Definitions	13
Rural	14
Butler	16
Reynolds	18
Areas Requiring Special Attention	20
Character Areas	23
Rural	23
Butler	26
Reynolds	28
Analysis of Consistency with Quality Community Objectives	30
Data Analysis	36
Population	36
Economic Development	49
Housing	56
Natural and Cultural Resources	61
Environmental Planning Criteria	61
Other Environmentally Sensitive Areas	63
Significant Natural Resources	66
Significant Cultural Resources	66
Community Facilities	70
Intergovernmental Coordination	76
Transportation System	76
Community Participation Program	78
Stakeholder List	78
Participation Techniques	79
Schedule for Completion of Community Agenda	80

## Executive Summary

Over the course of the previous century, Taylor County recorded a net loss of 1,031 residents.

A large majority of residents continue to reside in the unincorporated area, but the municipal share of the population has increased gradually. In 1930 Butler and Reynolds collectively accounted for  $\pm 15\%$  of the community total; in 2000  $\pm 35\%$ .

Population density at the time of the 2000 Census was 23.4 persons per square mile of land area.

Local black and white populations both recorded increases between 1980 and 2000, but the increase in black residents was greater and more consistent. The net result has been a greater balance in racial composition, most evident in both municipalities where the 2000 Census documented differences of less than twenty residents between the two races.

The 1980 Census credited Taylor County with a higher per capita income than five of the adjoining counties. Over the next two decades; however, all seven recorded higher rates of increase than Taylor, and in 2000 only one adjoining county had a lower per capita income.

The 2000 Census reported the community had a higher proportion of residents living below the poverty level than any of the adjoining counties. The Department of Labor documents the community maintains a higher annual average unemployment rate than the adjoining counties. Such conditions and the commensurate signs of disinvestment are evident across much of the community.

The community has made significant strides in educational attainment.

Residents of surrounding counties exceed local performance in each of the post-secondary categories by approximately one percentile. One of the surrounding jurisdictions has a four-year college/university campus, and presence of an academic staff positively influences attainment level of the community. Exclusion of that one county places Taylor very much on par with the other six counties.

The community has an attractive public infrastructure.

After 1990, employment in Education/Health/Social Services doubled, making this the largest employment sector at the time of the 2000 Census. This was the most significant economic transformation since the 1970 Census reported Manufacturing had replaced Agriculture as the largest employment sector.

When Manufacturing was the major employer in 1980 and 1990, there were four second-tier sectors each accounting for 10%-13% of employment; Agriculture, Construction, Retail Trade and Education/Health/Social Services. With this distribution, between 40% and 50% of local employment was spread among four sectors of the economy. According to the 2000 Census, the two largest sectors alone accounted for 41% of local employment.

The same three industrial sectors are the largest employers at the local, state and national levels (2000 Census); Educational/Health/Social Services, Manufacturing, and Retail Trade. These three sectors account for 52% of local employment; 45% and 46% at the state and national levels.

The 2000 Census reported that 44% of employed residents of the community commuted to place-of-work out-of-county. In 1990 the rate was 45%; in 1980-39%. For every resident of Taylor's seven adjoining counties who traveled to work in Taylor County, 2.2 Taylor County residents commuted to work in the seven surrounding counties.

While 1,250 residents were commuting to work elsewhere, 620 were commuting from elsewhere to work in Taylor County. The difference in this commuter flow is a shortage of 630 jobs in Taylor County. With creation of this many jobs in the community, theoretically, all residents would have the option to work locally.

Recent Department of Labor data show a gradual increase in number of establishments, but a gradual decrease in employment.

The intersection of U. S. 19 and S. R. 96 on the southern corporate limits of Butler is the one site in the community most likely to attract significant investment and development. Development standards are needed to manage anticipated growth at this intersection to maximize long-term benefit to the community, and to guide extension of municipal services.

The community typically maintains a higher unemployment rate than the surrounding area.

Taylor has much in common with occupational employment of residents of the surrounding counties. The same three largest sectors rank 1-2-3 in five of the seven counties.

Taylor fares well in the comparison of wages paid by local business and industry relative to employers elsewhere, consistently ranking in the top half of counties in the surrounding area and statewide.

A local employer is utilizing the latest in communications technology to provide cellular telephone, cable television and internet services in the community and surrounding area.

Between 1980 and 2000 the conventionally constructed single-family home decreased in number by approximately 100; the mobile/manufactured home increased its presence by 1,200 units. During this twenty year period manufactured housing increased from 13% to 40% of the local housing inventory, and the trend gained strength during the period.

Because of preferential treatment under existing property tax structure, a manufactured home yields a decreasing property tax revenue stream for local government.

Between the 1990 and 2000 Censuses the proportion of dwellings lacking complete plumbing and kitchen facilities remained constant at the community level, but as the number of housing units increased (816), so too did the number lacking these facilities.

The community has a significantly higher homeownership rate than the surrounding counties.

The community netted an increase of only five residential units for sale between 1990 and 2000; a strong measure of the absence of housing choice in the community.

Public services have kept pace with development.

A responsive rural transit service is available communitywide.

Because of location astride the geologic Fall Line dividing the Piedmont and Coastal Plains Provinces, habitats preferred by plant and animal species from both Provinces are present locally. There are currently believed to be twenty-four plant species and twenty-one animal species of Special Concern distributed widely throughout the community.

The community has wetlands, floodplains, significant groundwater recharge areas and a protected river.

A historic resources survey performed in 1997 resulted in the identification of 307 resources of potential historic significance.

A historical resources survey performed in 1997 identified over 300 resources of potential historical significance distributed across the community. Four local properties/districts are currently listed on the National Register of Historic Places. Both cities have historic downtowns that could be adversely affected by anticipated development.

The overwhelming majority of the unincorporated area is comprised of undeveloped acreage; lands in forest/woodland or agricultural production. Butler accounts for .8% and Reynolds accounts for .3% of total community land area.

Environmental/housing code enforcement would be of benefit to much of the community.

No local sites are posted on the state's environmentally sensitive Superfund Site list or Hazardous Site Inventory.

Existing land use maps of both cities indicate limited sites of potential infill development. Not revealed on these maps are vacant storefronts available in the downtown areas of both cities.

Although no issues were identified within the scope of current intergovernmental agreements, there has been a lack of communications and interaction between and among the various leadership organizations. Such coordination is necessary to develop and implement a community vision for the future.

## Issues and Opportunities

Review and analysis of the statistics and other information bound herein about the Greater Taylor County community led to identification of issues affecting the quality of life, and the opportunities available to address these issues. The following is generally intended to serve as an all-inclusive list of those issues and opportunities.

### Issues

#### Population

- Generally low educational attainment
- Low per capita income
- School dropout rate is high
- Presence and use of illicit drugs
- At-risk youth population

#### Housing

- High and increasing presence of manufactured housing
- Increasing tax base reliance on residential (manufactured housing) development
- Substandard housing
- Insufficient housing options
- Disinvestment in residential neighborhoods

#### Community Facilities and Services

- Limited recreation opportunities
- Capacity of fire-rescue service
- Maintenance/improvements in transportation system
- Maintenance and expansion of water and wastewater services
- Limited medical services in the community
- Inadequate government facilities (general government, law enforcement, DFCS, HD, etc.)
- Preservation of courthouse (National Register)
- Civic/community center
- Animal control
- Local dynamic web site
- Inadequate jail facilities
- Protection of essential public records
- Preparation for the possibility of natural and/or man-made disaster

#### Economic Development

- Vacant storefronts in downtown areas
- Increased internet availability
- Tourist potential not maximized (nature enthusiasts, historical properties, Flint River, etc.)
- Limited overnight accommodations for traveling public

Services available at airport  
Lack of attractive employment opportunities/options  
Difficulty attracting industries paying higher wages  
Disconnect between current worker skill levels and type jobs desired  
North access to industrial park  
Natural gas service for industrial development  
Dynamic community website

#### Natural and Cultural Resources

Potential for degradation of natural and cultural resources  
Lack of awareness of historic resources  
Potential degradation of scenic vistas  
Soil erosion

#### Land Use

Scenic vistas  
Lack of development standards for U. S. 19 and GA. 96

#### Transportation

Improved community identity to traveling public  
Potential for indiscriminate placement of out-door advertising (billboards)  
Preservation of scenic vistas

#### Intergovernmental Coordination

Scheduled meetings/cooperation between local boards, commissions and authorities  
Town hall meetings  
Communications within the community  
Shared boundary with Macon County

## Opportunities

Promote greater involvement/expand mentoring program (Scouting, Junior Achievement)  
Continued GED/adult literacy offerings  
Increased support for Family Connections programs  
Pursue funding for Taylor County or multi-county anti-drug task force  
Increase anti-drug message throughout community  
Expand after-school programs  
Develop incentives for traditional housing  
Provide First-time Homebuyer education program  
Foster development of housing for all income levels  
Implement housing code (environmental/nuisance) enforcement communitywide  
Expand recreational opportunities  
Identify site for and develop public fishing area  
Secure funding for water and sanitary sewer systems improvements  
Provide facilities to properly house local government services  
Secure duplicate copies of and permanent storage for critical public records  
Proactive measures to protect critical facilities from the risks of disaster  
Pursue Entrepreneur Friendly designation  
Develop program to promote and support cottage industry(ies)  
Develop a local incubator to foster entrepreneurial development  
Develop e-commerce assistance for small business  
Keep a speculative industrial building available for marketing  
Develop resources to market the community to nature enthusiasts (rare species), hunting enthusiasts, river enthusiasts, etc  
Develop tourist attractions and court cycle enthusiasts from nearby metropolitan areas  
Preserve/expand economic (retail) base downtown  
Participate in Better Hometown program  
Expand Flint River Technical College course offerings  
Promote “Work Ready” program  
Develop a Revolving Loan Fund  
Adoption of applicable Part V ordinances; groundwater recharge, wetlands, river corridor  
Wholesale review of zoning ordinances in light of economic development potential  
Protect the limited prime farmland acreage from encroachment (zoning ordinance)  
Update and maintain historic resources survey  
Update historic resources survey  
Regulations for exposed/cultivated lands  
KAB affiliation (or similar)  
Wholesale review of zoning ordinances to better respond to potential growth/development  
Maintain compact and intact municipal and industrial areas  
Develop and adoption outdoor advertising (billboard) ordinances  
Scenic Byway/Corridor designation (U.S. 19 and or GA 96)  
Concentration of rural residential development to preserve rural character, better justify road improvements, and control cost of road maintenance  
Develop north access to industrial park

Develop significant jurisdictional gateways:

County U.S. 19 N-S/GA. 96 E-W

City U.S. 19 N-S/GA. 96 E-W in Butler

GA. 96 E-W in Reynolds

Regular meetings between decision-making entities: county, city, local boards, commissions and authorities

Hold regularly scheduled local government town hall meetings

Court distribution centers

Develop a dynamic community web site

Resolve boundary dispute with Macon County prior to 2010 Census

Be alert to any potential of natural gas line extension into community

## Analysis of Existing Development Patterns

### Introduction

A community's historical development patterns and existing land uses are important to planning future growth patterns. Such information has been collected and is compiled here in a single resource for ease of reference by community leaders working to develop goals and strategies for future growth, protect/preserve vulnerable natural and historic resources, enhance community attributes, and promote the local economy while also respecting property rights of the individual. Existing development patterns not only have a direct impact on a community's future growth, but typically provide the foundation upon which the community vision for the future is developed.

### General Development Patterns

Taylor County still reflects much of the heavily forested wilderness from which it was created in 1852. Approximately eighty percent of the land area is still in forest or woodland. The largest visible changes from its pristine state are conversion of land area from forest to agricultural production ( $\pm 15\%$ ), ribbons of roadway and railroad ( $\pm 4\%$ ), and the incorporation of two cities (1%).

Butler and Reynolds both settled along the pre-existing Central of Georgia Railroad connecting the major cities of Macon and Columbus. Butler was incorporated in 1872 as the seat of county government on high ground in the geographic center of the county. Reynolds, incorporated in 1915 at the intersection of the railroad and the county's largest concentration of productive soil, became a center for agricultural shipments.

As Indians progressively migrated west, white settlers migrated from an eastward direction into the territory that became Taylor County. The combination of a greater concentration of more productive soils, development of a railroad intersection in the area due east of Taylor, and a (Flint) river barrier all contributed to fewer settlers migrating westward into Taylor than might have otherwise occurred. Generally less productive soils in the central and western portions of the county, and in the adjoining counties to the west, was a disincentive for new settlements. Consequently, the area from Butler westward to the inland port city of Columbus was very sparsely settled. At this writing, the community has an unincorporated population density of <16 persons per square mile; equivalent to forty acres per person.

The most significant recent development relates to highway improvements; widening from two lanes. The community's major east-west thoroughfare parallels the older of the community's two rail lines through both cities. The north-south thoroughfare intersects the east-west route on Butler's southern corporate boundary. These are the oldest and were the first paved routes in the community.

## Land Use Inventory

During the last quarter of 2007, tax parcel data, recent (2006) aerial photography were used and field (windshield) surveys performed to collect land use data. The resulting information was analyzed and acreages tabulated by land use category for each jurisdiction. The analysis included special consideration for historical factors, development conditions, blighted and transitional areas, incompatible mixtures of land use, environmentally sensitive areas, and other areas warranting special attention. Land use information was categorized in accordance with the current *Minimum Standards and Procedures for Comprehensive Planning*.<sup>1</sup> The eight categories are identified and defined as follows:

### RESIDENTIAL

Land used primarily for single-family or multi-family dwelling units organized into general categories of net densities. Farm residences and other singular dwellings secondary to another land use on the same parcel of land are classified with the other land use.

### COMMERCIAL

Land used primarily for non-industrial business uses, including retail sales, office, service and entertainment facilities. Commercial uses may be located as a single use in one building or grouped together as part of a commercial complex.

### INDUSTRIAL

Land used primarily for manufacturing facilities, processing plants, factories, warehousing, wholesale trade facilities, mining or mineral extraction, publicly- or privately-owned landfills or other similar uses.

### PUBLIC/INSTITUTIONAL

Land used primarily by federal, state or local governments or institutions. Government uses include city halls, government building complexes, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Institutional land uses include colleges, churches, cemeteries, hospitals, etc. Some publicly-owned facilities and lands are classified under land use categories.

### TRANSPORTATION/COMMUNICATION/UTILITIES

Land used primarily for transportation (road, street and railroad) and their rights-of-way, railroad facilities, public transit stations, power generation plants, radio towers, telephone switching stations, airports, public/private utilities, or other similar uses.

### PARKS/RECREATION/CONSERVATION

Land used primarily for active or passive recreation. These may include playgrounds, parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers or other similar uses either publicly- or privately-owned.

### AGRICULTURE/FORESTRY

Land used primarily for farming (fields, pastures, animal lots, livestock production, specialty farms, farmsteads, etc.), aquaculture, or commercial timber or pulpwood production, including natural stands of timber.

### UNDEVELOPED/VACANT

Lots, parcels or tracts of land served by typical urban public services (water and/or sanitary sewer, etc.) but have not been developed for a specific use, or were developed for a specific use that has since been abandoned.

---

<sup>1</sup> State standards for local comprehensive planning

Rural Taylor County (unincorporated)

The overwhelming majority of the unincorporated area is comprised of undeveloped acreage; lands in forest/woodland or agricultural production. The most common interruptions to this vast landscape are a wide distribution of 2,600 residences, 1,140 miles of local (rural), state and U. S. routes, and 40 miles of railroad. Because roads and railroads consist of unbroken ribbons of similar or identical activity, their acreages are credited to the Transportation/Communication/Utilities category. Residences, however, are interspersed throughout the pervasive forest and agricultural acreages, usually at low densities, and are most frequently located near the roadside. They are here considered secondary uses and calculated as part of the Agriculture/Forest land use. The arbitrary assignment of one acre to each of the 2,600 rural residences yields a cumulative acreage equivalent to (1% of total land area) the rights-of-way of county dirt roads. Other, lesser acreage exceptions of note include classification of a sand mine and a commercial landfill as Industrial, a state probation center and two public school facilities as Public/Institutional, Butler’s wastewater treatment facility and state DOT maintenance facility as Transportation/Communication/Utilities, and the county recreation site and an 884 acre state-owned natural area as Park/Recreation/Conservation. The numerous churches which dot the rural landscape are, like dwellings, included in the Agriculture/Forest category. For definitional reasons, no acreage has been assigned the Undeveloped/Vacant category in the rural area.

Existing Land Use - 2007  
Rural Taylor County

Land Use Category	Acres	Percentage
Residential	*	*
Commercial	240	.1%
Industrial	716	.3%
Public/Institutional	48	.02%
Parks/Recreation/Conservation	905	.4%
Transportation/Communication/Utilities	8,595	3.6%
Agriculture/Forest	228,242	95.6%
Undeveloped/Vacant **	-	-
Total Land Area †	238,746	100.02%

\* refer to text

\*\* refer to land use definition

† excludes water area; estimated at 1,389 acres (Census)

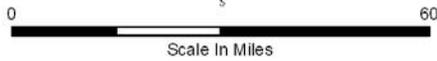
Source: county tax records with revisions by Middle Flint RDC

# Existing Land Use Taylor County 2007



## Land Use Categories

- Agriculture/Forest
- Commercial
- Industrial
- Public/Institutional
- Transportation/Communication/Utilities
- Park/Recreation/Conservation
- Undeveloped/Vacant
- Residence



C:\complan\panda\us\_06\LandUse\_Taylor.mxd

## City of Butler

Butler accounts for .8% of total community land area. The county seat retained its original corporate limits, a circle with one mile radius, for 155 years. The first alteration of the municipal boundary occurred in 2007 with annexation of a tract on the southwest perimeter.

The commercial core has been retained in the geographic center, proximate to the railroad along which the city was settled. However, recent turn-of-the-century transportation improvements in the city are contributing to dispersal local commercial activity. The north-south thoroughfare, U. S. 19, was four-laned and a divided pair, two one-way routes, was constructed to avoid destruction of the historic downtown. The east-west thoroughfare, GA. 96, was also widened to four lanes, but relocated to the south corporate limits also to avoid destruction of downtown. The intersection of these two four lane routes is a natural magnet for economic development, although at this writing only one small tract has been developed. The prospect of economic activity at this intersection has; however, attracted some local-oriented businesses south along the strip between downtown and the new intersection.

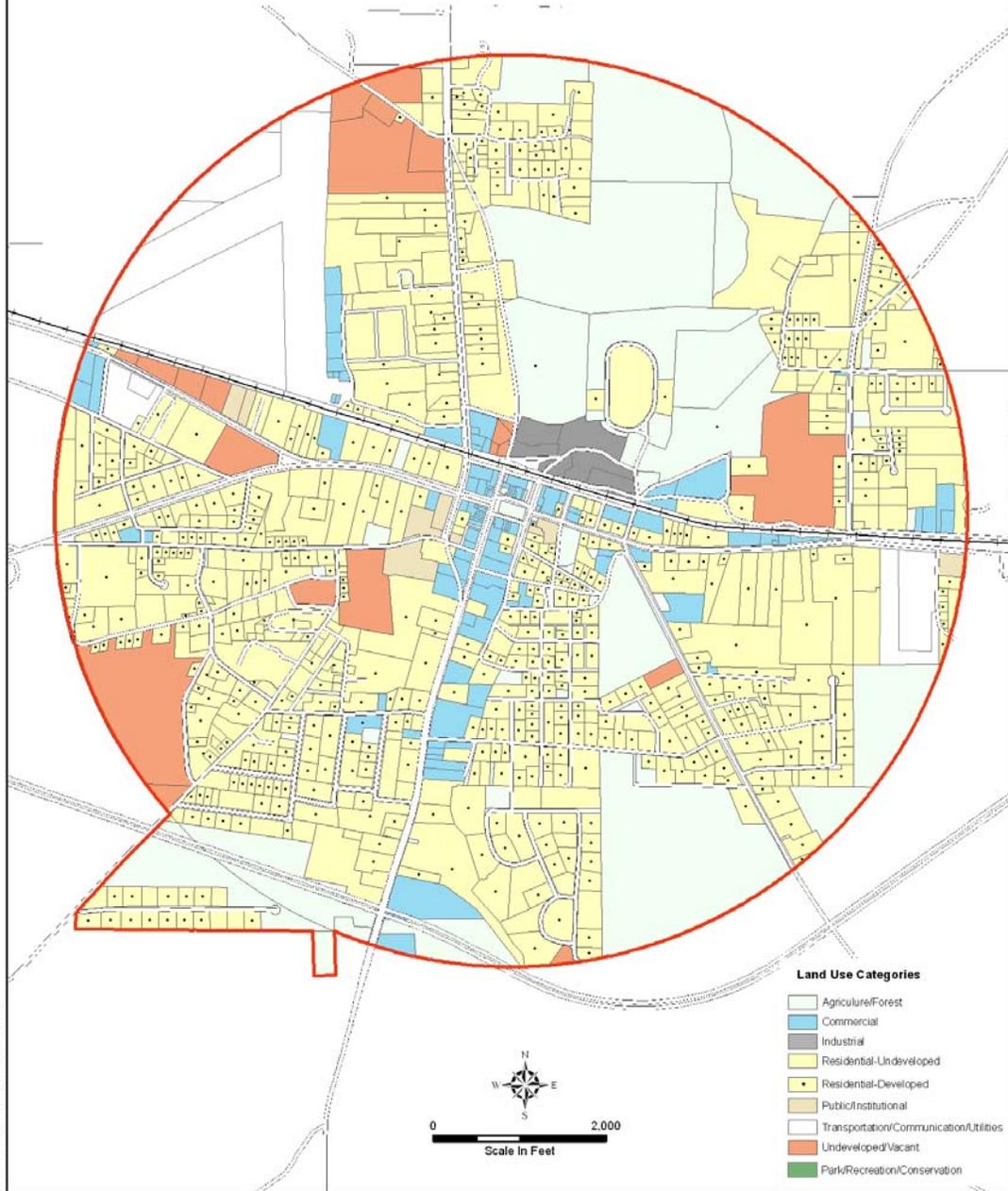
Residential area accounts for essentially half of the incorporated acreage. One-third of this acreage does not actually have a dwelling on-site, however. As the legend in the accompanying land use map shows, a symbol distinguishes between developed and undeveloped residential lots. The symbol identifying developed lots represents that only; not the specific location of the dwelling on the lot. The undeveloped parcels are, for present purposes, classified as residential because of size, location and proximity (usually contiguous) to developed residential lots. Many of these sites are attractive for infill development. Agriculture/Forestry is the second largest category. The vast majority of this acreage is located in the northeast quadrant, an area with a generally unfavorable topography. The Transportation/Communication/Utilities category is comprised of the airport on the northwest perimeter, street and railroad rights-of-way and an electrical power supplier with property near the east perimeter.

### Existing Land Use - 2007 City of Butler

Land Use Category	Acres	Percentage
Residential	1004	49%
Commercial	94	5%
Industrial	19	1%
Public/Institutional	37	2%
Parks/Recreation/Conservation	10	<1%
Transportation/Communication/Utilities	288	14%
Agriculture/Forest	462	22%
Undeveloped/Vacant**	140	7%
Total Land Area†	2054	100%

Source: county tax records with revisions by Middle Flint RDC

# Existing Land Use City of Butler 2007



## City of Reynolds

Reynolds accounts for .3% of total community land area. The City was incorporated in 1915 in the shape of an “exact square” with dimensions of 1,485 yards (455.6 acres). Subsequent annexations on all sides cumulatively increased the municipal area by 306 acres.

Residential area accounts for the largest percentage of incorporated acreage. One-quarter of this acreage does not actually have a dwelling on-site, however. As the legend in the accompanying land use map shows, a symbol distinguishes between developed and undeveloped residential lots. The symbol identifying developed lots represents that only; not the specific location of the dwelling on the lot. The undeveloped lots are, for present purposes, classified as residential because of size, location and proximity (usually contiguous) to developed residential lots. While many of these sites are available for infill development, others are not.. The greatest residential density is in the northeast quadrant, the area least conducive to development in a community with an otherwise very flat topography.

The northeast extremity, classified as Agriculture/Forest, is almost exclusively floodplain and wetland. To date, the historic buildings which comprised the original commercial core have been retained, though many are vacant. Widening of GA 96 to four lanes is attracting commercial development one block south of the historic downtown area, and toward the west perimeter of the city. An electrical and communications service provider with acreage near the center of the city, the municipal wastewater treatment facility in the northeast quadrant, and street and railroad rights-of-way account for the Transportation/Communications/Utilities acreage.

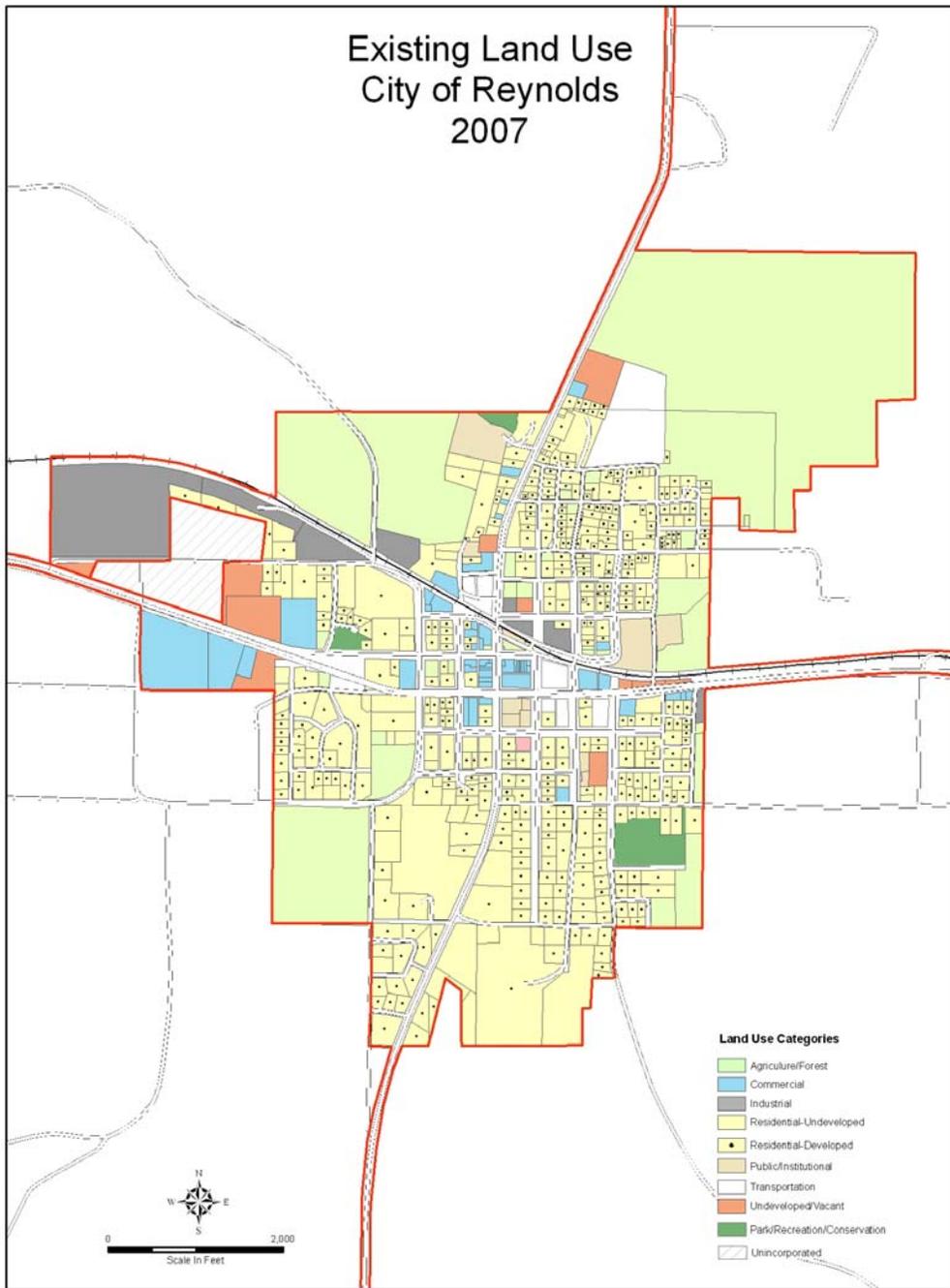
### Existing Land Use - 2007 Reynolds

Land Use Category	Acres	Percentage*
Residential	292	38%
Commercial	40	5%
Industrial	40	5%
Public/Institutional	15	2%
Parks/Recreation/Conservation	10	1%
Transportation/Communication/Utilities	76	10%
Agriculture/Forest	239	31%
Undeveloped/Vacant	50	7%
<b>Total Land Area</b>	<b>762</b>	<b>99%</b>

\* does not total 100 due to separate rounding

Source: county tax records with revisions by Middle Flint RDC

# Existing Land Use City of Reynolds 2007



Existing Land Use - 2007  
All Jurisdictions

Land Use Category	Rural	Butler	Reynolds	Taylor County
Residential	*	49%	38%	.5%
Commercial	.1%	5%	5%	.1%
Industrial	.3%	1%	5%	.3%
Public/Institutional	.02%	2%	2%	.04%
Parks/Recreation/Conservation	.4%	<1%	1%	.3%
Transportation/Communication/Utilities	3.6%	14%	10%	3.7%
Agriculture/Forestry	95.6%	22%	31%	94.7%
Undeveloped/Vacant**	-	7%	7%	.07%
Total	100.02% †	100%	99% †	99.71% †

\* refer to land use text for rural Taylor

\*\* refer to land use definition

† does not equal 100 because of separate rounding

Source: county tax records with revisions by Middle Flint RDC

## Areas Requiring Special Attention

### ***Areas of significant natural or cultural resources, especially where these are likely to be intruded upon or otherwise impacted by development.***

There are currently believed to be twenty-four plant species and twenty-one animal species of Special Concern distributed widely throughout the community. Because of location astride the geologic Fall Line dividing the Piedmont and Coastal Plains Provinces, habitats preferred by plant and animal species from both Provinces are present locally. Although their preferred habitats are present, not all of these species have been verified as being present locally.

A historical resources survey performed in 1997 identified over 300 resources of potential historical significance distributed across the community. Four local properties/districts are listed on the National Register of Historic Places; two in Butler and one each in Reynolds and the rural area. A fifth property was reviewed in 2007 by the state and recommended for inclusion on the National Register. Seven markers identifying significant events or sites in history are placed at various locations. Both cities have historic downtowns that could be adversely affected by anticipated development.

### ***Areas where rapid development or change of land uses is likely to occur***

The intersection of U. S. 19 and S. R. 96 on the southern corporate limits of Butler is the one site in the community most likely to attract significant investment and development. Once the full lengths of this major north-south thoroughfare and major trans-Georgia route are completed, traffic volumes through this intersection will increase significantly. It is important to plan for development in this area.

### ***Areas where the pace of development has and/or may outpace the availability of community facilities and services, including transportation***

To date, public services have kept pace with development. Municipal streets have been paved at a rate comparable to the statewide average; there are very few instances of unpaved city streets. A responsive rural transit service is available communitywide. Water and wastewater collection and treatment services are provided virtually all municipal residents, with reserve capacities. Service extensions are proposed to those few not currently served. The recently four-laned intersection of U. S. 19 and S.R. 96 has the potential of stimulating highway-related development which could outpace the community's ability to respond appropriately. Development standards are needed to manage anticipated growth at this intersection to maximize long-term benefit to the community, and to govern extension of municipal services.

### ***Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness***

A warehouse/industrial area adjacent to downtown Butler exhibits some unattractive features. The area is economically active so it is not a view of abandonment. Rather, the few, small, vacant lots in the vicinity are generally not maintained, randomly parked and some impounded vehicles and materials stored outside of some businesses are not buffered from public view. Redress of public and private disinvestment and haphazard development in the southwest quadrant of Butler would improve the quality of life for area residents and have a secondary, aesthetic benefit to the community. Environmental/housing code enforcement would be of benefit to much of the community.

***Large abandoned structures or sites, including any that may be environmentally contaminated***  
Such a structure is located in Butler on the north side of the intersection of the railroad with U. S. 19. The roof of the vacant building has failed. There is no indication the site is contaminated, in fact no local sites are posted on the state’s environmentally sensitive Superfund Site list or Hazardous Site Inventory.

***Areas with significant infill development opportunities***

Existing land use maps of both cities indicate areas of potential infill development. Undeveloped residential and other undeveloped/vacant lots are shown. The term “significant” is important, because these lots are relatively few in number and scattered. Not revealed on the land use maps are vacant storefronts available in the downtown areas of both cities.

***Areas of significant disinvestment, levels of poverty, and/or unemployment substantially higher than average levels for the community as a whole***

The 2000 Census reported the community had a higher proportion of residents living below the poverty level than any of the adjoining counties. The Department of Labor documents the community maintains a higher annual average unemployment rate than the adjoining counties. Such conditions and the commensurate signs of disinvestment are evident across much of the community. The 2000 Census reported the greatest concentration of individuals and families living on incomes below the poverty level resided in Butler. In both cases the county seat exceeded the community average by nine percentage points. The greatest concentration of these residents is in the southwest quadrant. This area also exhibits generally lower levels of public and private investment. Other areas of the city where similar conditions are evident, but on a smaller scale and/or different level of disinvestment, are on the northern perimeter, and in the east and southeast extremities of the city. These conditions are exhibited in the northeast quadrant of Reynolds.

## Character Areas

Character areas are defined as specific geographic areas with characteristics noticeably different from adjoining areas, have potential to evolve into a unique area when provided specific and intentional guidance, or require special attention due to unique development issues. Some traits that can be used to delineate character areas include landscaping, street design, intensity of development, building location and dimensions, topography, bodies of water, all of which can exist regardless of the activity that takes place in the area. Characteristics are based on visual form and pattern, not the activities taking place.

### Rural Character Areas

#### Jarrell

The Jarrell Community is located on S. R. 208 in the northwest quadrant of the county. Character of the area is derived from the historic features retained by approximately eighteen residential structures dating from 1850-1900. Greek Revival is the most common architectural style, with slightly fewer vernacular farm cottages present. A Craftsman bungalow is on the west side of the area. The largest home, centrally located on the south side of GA 208, is built in (a good example of) the Neoclassical style. A county store is located at the east end of the area on GA 208 in an older building that, although not historic, blends well with the surrounding structures. Several homes are set in pecan orchards, others surrounded by pasture; all are varying distances from the highway and appear to be well maintained. Numerous outbuildings (barns, silos, etc.) can be seen from the highway.

#### Fickling Mill

Fickling Mill is located around the intersection of state routes 137 and 208 in Taylor's northeast quadrant. The small community was named for Christopher F. Fickling who migrated from South Carolina. He deeded land in 1859 to his son, William H. Fickling, who later served as an officer in the War Between the States and as a member of both houses of the General Assembly. The Ficklins may have constructed an early mill near the headwaters of Patsiliga Creek, but after acquiring the property in 1910, Messrs. Neisler and Mosley constructed a dam, grist mill, cotton gin, sawmill and planing mill at the site. A small grocery and blacksmith shop were also part of the development. Mr. Mosley subsequently sold his share to a Mr. Gaultney, after which the Gaultney and Neisler families built homes on the "Wire Road" overlooking the mill. The mill site was a favorite picnic spot for young people, and some of the trees have the initials of visitors carved in them.

Dr. George Walker Fickling (1874-1953, son of William H and Elizabeth) practiced dentistry for 48 years and farmed. He served two terms as Mayor of Reynolds and one term as County Commissioner. Dr. Charles Francis Fickling (1870-1926) was a graduate of Vanderbilt University and spent his adult life practicing medicine in Taylor County.

William, son of George Walker Fickling, relocated to Macon and co-founded the very successful real estate firm Fickling and Walker Real Estate. From his wealth he contributed money to the community. His hobby of rooting Japanese cherry trees became so successful he was the

originator of the Japanese Cherry Blossom Festival in Macon.

Fickling Mill has been identified as a character area because of the concentration of approximately one dozen historic residences in an area with locally notable history. All are vernacular cottages, most have central hallway floor plans (two rooms separated by a central hallway) and front porches with simple (unturned) supports. All have pier foundations, shiplap wood siding and metal roofs. The similarity of architecture and location is suggestive of mill housing. The structures are aligned with the road, but not uniformly. All are in poor condition; some have deteriorated beyond repair. Some older shade trees grace the site, but the grounds have not been maintained and several of the cottages are overgrown with native vegetation.

#### Valley View

This character area is approximately 2.75 miles square adjacent to and southeast of Reynolds. The view from state highway 128, the west boundary of the character area, is of a portion of the Flint River valley. While there are a few other areas in the county along the public roadway with a view toward the river, this site provides the greatest variation in topography. At some points the roadway is as much as 100 feet above the valley floor. From this “aerial” perspective much more detail can be gleaned from the pastoral setting than is possible from the purely lateral or horizontal views at other sites in the county. This viewshed is an aesthetically pleasing one of row crop agriculture and peach orchards without visual intrusions.

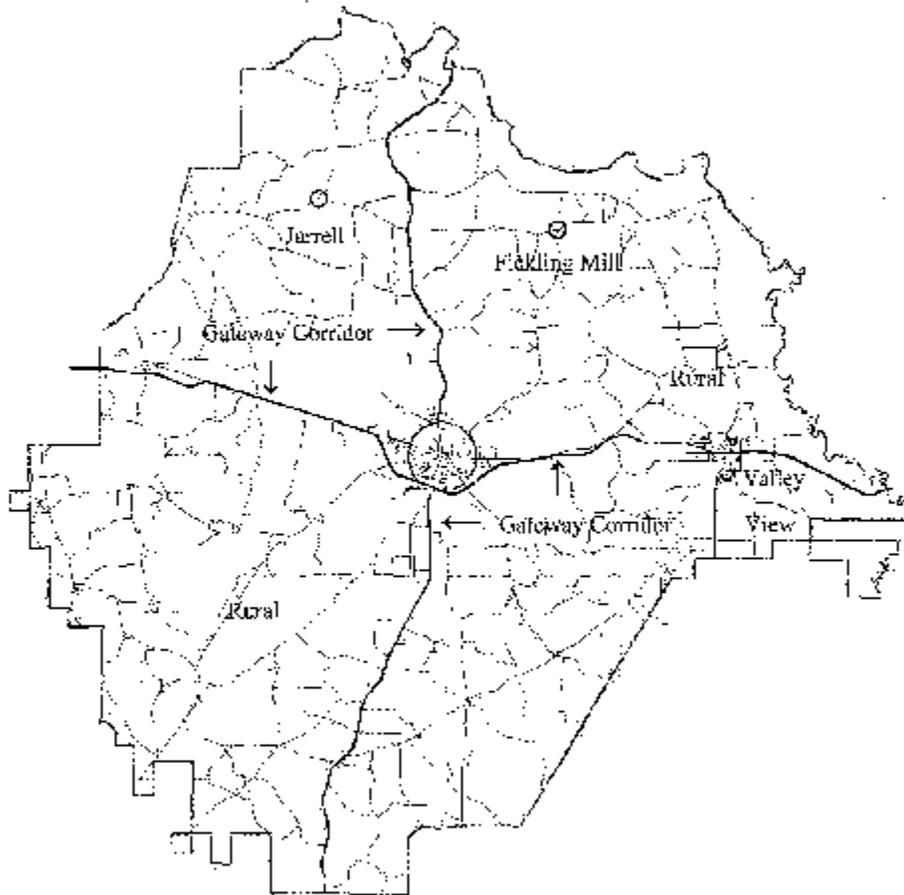
#### Gateway Corridor

This corridor is comprised of a buffer parallel to the full lengths of U.S. 19 and Georgia 96 through the community. There is an abundance of aesthetically pleasing vistas along these routes. The limited development that has occurred to date has spared the community from visual intrusions into these vistas that commonly result from unregulated outdoor advertising. The local segments of these two routes are susceptible to becoming “commercial corridors” for other jurisdictions because of anticipated increases in vehicular traffic once four lane improvements to their full lengths are completed. As long as the community lacks the highway commercial establishments patronized by the traveling public, the outdoor advertising will be promoting commerce for out-of-county businesses while intruding on local vistas. Standards for outdoor advertising along both routes are needed to preserve the scenic drive through the community.

#### Rural

By far the largest recommended character area, it is comprised overwhelmingly of forest and agriculture. All other development in this vast expanse is very sparse. Residential development should be concentrated around a community focal point characterized by a road intersection, commercial establishment, clustering of residences, and/or any condition or circumstance that has concentrated, limited development in a small area thus distinguishing it from the surrounding countryside. For historical context, such local development has been known as Charing, Howard, Mauk, Potterville, and Rupert among others. This area should also be protected from incompatible or inappropriate land uses that are out of character with a rural environment, and directed to sites where necessary services can better be provided. Activity proximate to the Gateway Corridor should complement the corridor.

# Character Areas Taylor County



DATE: 11/15/2011 11:45 AM

WILLIAMS  
CONSULTANTS  
INCORPORATED

## Butler Character Areas

### Historic Downtown

Historic Downtown is coterminous with the National Register-listed Butler Downtown Historic District, covering all or parts of seven blocks surrounding courthouse square. The area is characterized by one- and two-story freestanding and attached brick buildings. The courthouse (1935) is itself listed on the National Register. Occupying the central block it is the district's anchor, supported in large measure by the post office. The surrounding commercial buildings are typically constructed on lot lines, often sharing party walls. Landscaping is limited to foundation plantings, mature trees, concrete sidewalks and a chain-and-post fence all on the courthouse square. Amidst some vacant storefronts, the recent and complementary renovation of a Downtown building has contributed to stabilization of the area. However, the one mile strip between Downtown and intersecting four lane routes at the city limits threatens to dilute the economic activity which has historically taken place within this seven block area.

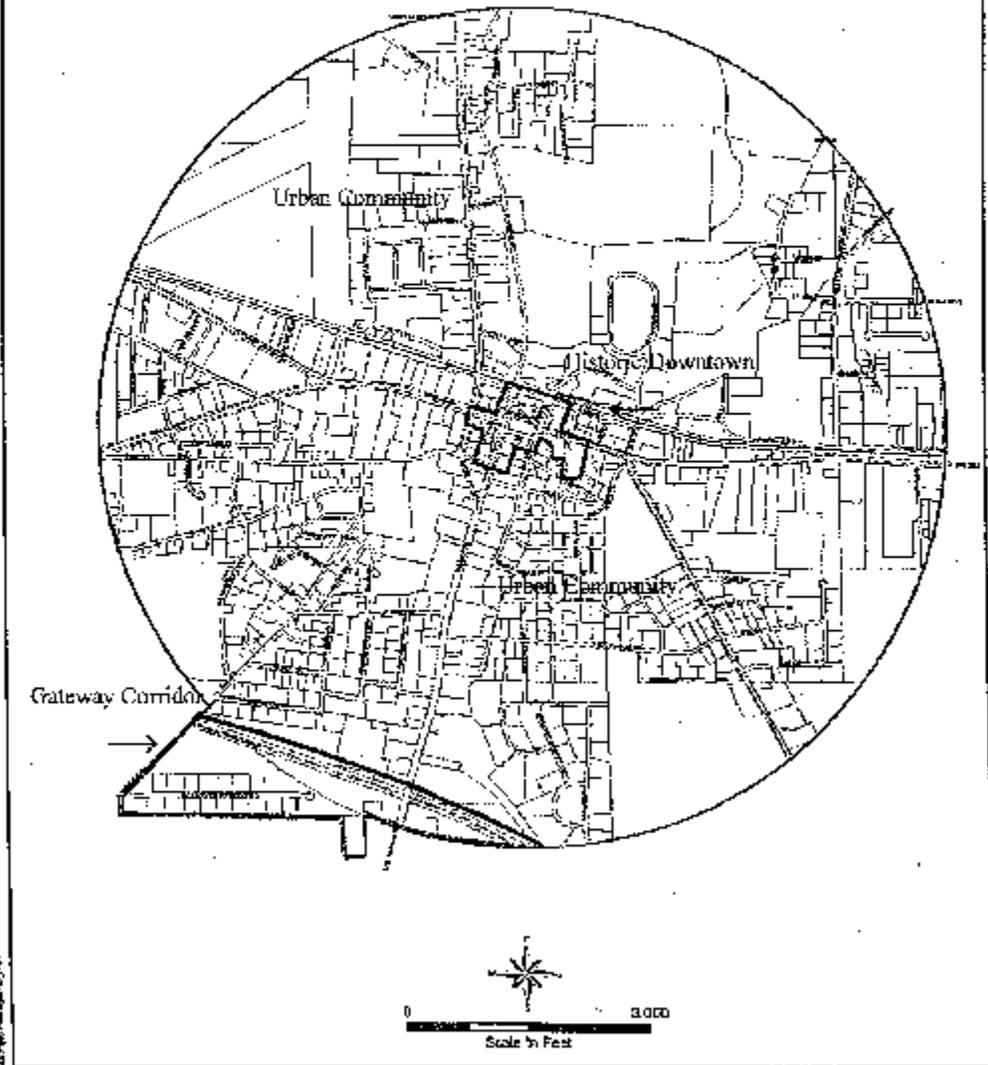
### Urban Community

This term is descriptive of the area where the greatest level of human interaction occurs, encompassing sites where residential, employment, educational, social, religious and recreational activities are concentrated. In rural communities such as Taylor County, the urban community is usually coterminous with the municipal boundary, occasionally extending into the immediately surrounding area. The concentration of services and opportunities attracts residents, and the concentration of residents is needed to justify and support the provision of services and opportunities. Variations and even conflicts in form and pattern exist within the urban setting, but it is this concentration of varied activities that gives the Urban Community a character unique from the surrounding area. This area covers approximately 90% of the city.

### Gateway Corridor

This area encompasses a horizontal buffer parallel to GA. 96 through the south extremity of the city and the adjoining annexed acreage. The attractiveness of this site to highway related businesses; restaurants, overnight accommodations, truck stops/services, etc., is enhanced by its intersection with U. S. 19, another four lane route. Because of its uniqueness in the community, development standards for this specific area, including access and egress via Tower Street, are needed to regulate and prevent haphazard development, and to maximize the long-term development potential of the site; street and lot standards, controlled/limited access, setbacks, etc. Plans for the extension of municipal utility services should be developed and pursued in accordance with appropriate development standards. Standards for placement of outdoor advertising are needed at this site and along the corridor.

# Character Areas City of Butler



## Reynolds Character Areas

### Historic Downtown

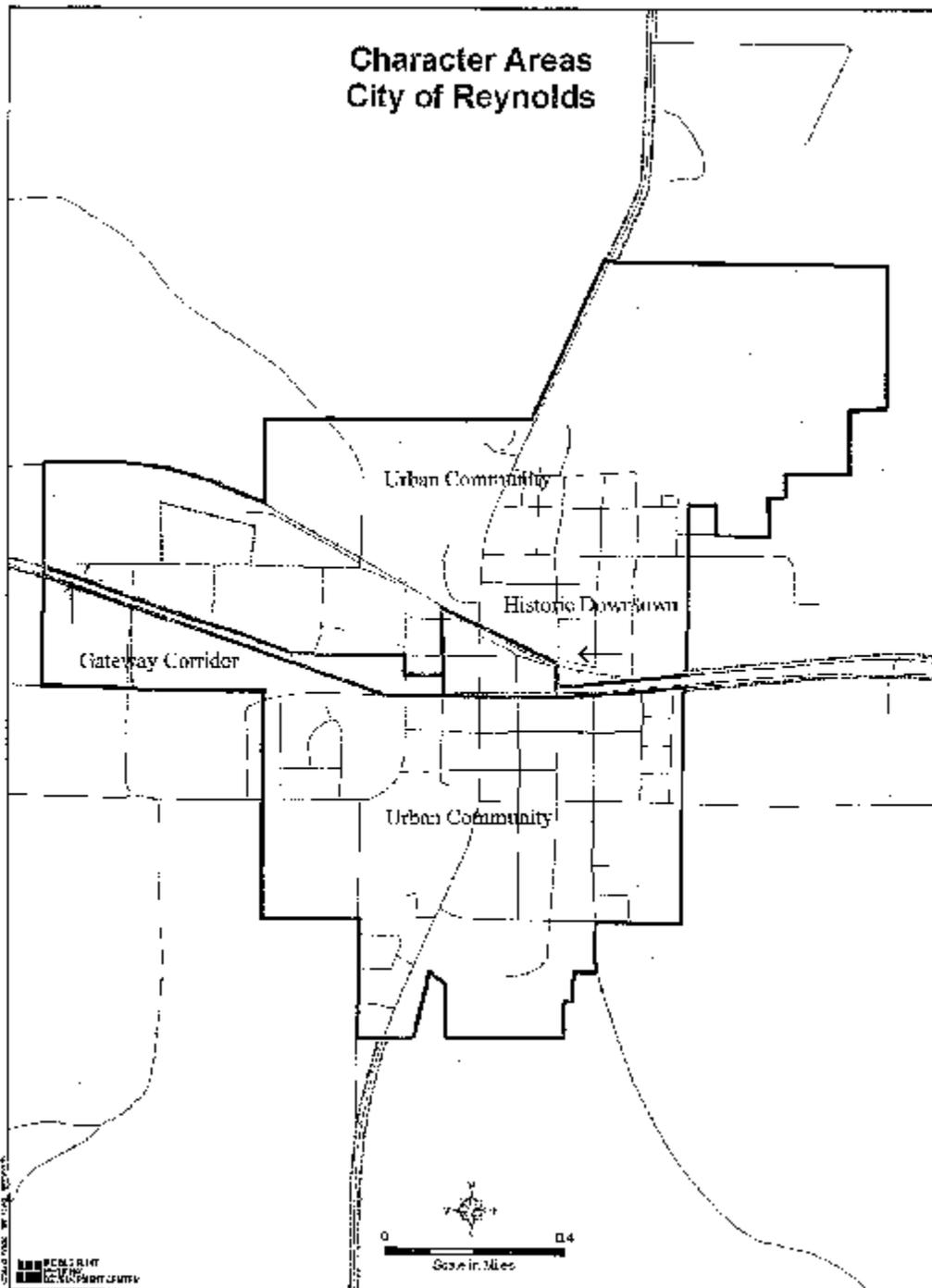
Historic Downtown covers a four-and-one-half block area anchored by the city's largest concentration of storefronts. These two-story brick buildings, all sharing a party wall, extend the full width of a city block on E. William Wainwright Street. The rear elevation of these buildings is visible from the Fall Line Freeway (GA. 96), a consequence of fire which destroyed a complementary historic building which covered the other half of the city block. Contemporaneous buildings on two adjoining blocks face these storefronts. City hall is to the north in a two-story brick complex. A smaller concentration (covering half the city block) of complementary two-story brick storefronts is west. The remainder of the block has buildings of more recent architecture. The northwest block of Downtown has a vacant lot on the near corner, with an adjoining commercial establishment of more recent construction and residences more distant. Landscaping is limited to street trees fronting city hall and a gazebo on the grounds of the renovated depot located behind city hall. A unique fact about this area is that in very few rural Georgia counties did a second, smaller city have a commercial core.

### Urban Community

This term is descriptive of the area where the greatest level of human interaction occurs, encompassing sites where residential, employment, educational, social, religious and recreational activities are concentrated. In rural communities such as Taylor County, the urban community is usually coterminous with the municipal boundary, occasionally extending into the immediately surrounding area. The concentration of services and opportunities attracts residents, and the concentration of residents is needed to justify and support the provision of services and opportunities. Variations and even conflicts in form and pattern exist within the urban setting, but it is this concentration of varied activities that gives the urban community a character unique from the surrounding area. This area covers approximately 90% of the city.

### Gateway Corridor

This area is comprised of a horizontal buffer parallel to GA. 96 across the breadth of the city. It is from this segment of highway that an increasing majority of through-traffic will get an impression of the city. Standards for outdoor advertising should be developed and implemented along the corridor.



## **Analysis of Consistency with Quality Community Objectives**

The following text describing Quality Community Objectives includes a statement of the development patterns and options that will help preserve unique cultural, natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

### **Regional Identity**

*Each region should promote and preserve a regional “identity”, or regional sense of place, defined in terms of traditional architecture, common economic linkages that bind the region together, or other shared characteristics.*

To a visitor traveling through the community Taylor County is very similar to the seven adjoining counties, and statistics also reveal many similarities. Located astride the geologic Fall Line, Taylor County shares common physical characteristics with adjoining counties in the Piedmont Province to the north and adjoining counties in the Coastal Plains Province to the south. Forest and agriculture, respectively, constitute the dominant land covers across Taylor and the surrounding area. Four of the adjoining counties were created within the same decade; all but one, including Taylor, were created within a thirty-five year period. All eight were settled by families of similar/identical cultural heritage. Similar architecture evolved across these jurisdictional boundaries, and similar construction is common throughout the area today. The same two industrial sectors employ the largest number of workers in all eight counties. Taylor and all but one adjoining county are in the same state-designated economic tier (2007).

### **Growth Preparedness**

*Each community should identify and put in place the pre-requisite for the type of growth it seeks to achieve. These might include infrastructure (roads, water, sanitary sewer) to support new growth, appropriate training of the workforce, ordinances and regulations to manage growth as desired, or leadership capable of responding to growth opportunities and managing new growth when it occurs.*

The community has an attractive physical and developmental infrastructure. Collectively, city streets need only .25 mile of additional paving to have the same percentage of paved mileage as municipalities across the state. Four-lane highways traverse this rural community, one each north-south and east-west, intersecting in the seat of county government at the geographic center of the community. The water and wastewater treatment systems of all three jurisdictions have reserve capacities, and both cities have plans to expand their systems to accommodate anticipated growth. The community has a chamber of commerce and eight separate authorities working to facilitate development; airport, housing, industrial development, public utilities, etc. Due to the limited scale of development that has occurred to date, the zoning ordinances of all three jurisdictions are relatively modest, which helps foster an understanding of the land development process by the public and private sectors. All three jurisdictions have zoning ordinances and subdivision regulations. The community can boast of one of the state’s one hundred general-purpose airports, with runway extension to 5,000 feet under development. A local cable television station supplements communications in the community provided historically by the locally-owned weekly newspaper, and the local internet service provider is extending broadband

service. The technical college serving the community maintains a local satellite campus offering certificate, diploma and degree programs in scores of academic and continuing education programs for personal, occupational and professional development via classroom and online instruction. The satellite campus is currently undergoing a 100% floor space expansion to better address workforce training needs. Adult education classes are also offered locally. The community participates in the Leadership Georgia program. The community, Butler specifically, must yet plan for anticipated economic development at the recently completed intersection of two four lane routes.

### **Appropriate Businesses**

*The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, long-term sustainability, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.*

The largest private sector employers have provided a long-term and stable core of employment for the community. A local entrepreneur grasped cutting-edge communications technology a century ago. Today, the founder's descendants utilize the latest in communications technology to provide cellular telephone, cable television and internet services in the community and surrounding area. For seven decades a local service provider has been distributing electrical service throughout the community and into the surrounding area. Rich deposits of sand have been mined in the northern portion of the county for a half century. The venture met with such success, two decades after start-up a complementary manufacturing process was initiated on-site to produce higher-end products for market. A rich ground water aquifer has made it possible for the City of Butler to meet the water needs of one of the state's few textile finishers. Addition of a management services company earlier this decade has addressed the need for more higher-skilled employment opportunities for residents. With recent completion of intersecting four-lane state routes, economic leaders are courting the kinds of establishments patronized by the traveling public, restaurants and overnight accommodations, et al, and pursuing placement of warehousing and distribution facilities. Success with the former will address the continuing need for lower-skilled employment opportunities; success with the latter will result in higher paying employment opportunities. Because of proximity to Robins Air Force Base and Fort Benning, which has recently been assigned an increased role in the national defense, the community is also courting businesses which support or complement, directly or indirectly, the military. One such employer has recently located in the community in response to the expansion at Fort Benning. Taylor County is equidistant from both installations via four lane highway. Current expansion of the area technical college's local satellite campus will facilitate enhanced worker training in support these marketing activities.

### **Educational Opportunities**

*Educational and training opportunities should be readily available in each community to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.*

Adult literacy, General Equivalency Diploma (GED) and (two-year) college credit classes are available at the local satellite campus of Flint River Technical College, centrally located in the community. Work Ready assessments are available through the school, as well as almost any academic instruction needed to resolve any deficiencies identified through the

assessment. Flint River Tech offers certificate, diploma and degree programs in scores of academic and continuing education programs for personal, occupational and professional development via classroom and online instruction. Among the many course offerings is an Entrepreneurship Technical Certificate of Credit Program to prepare students for the rigors of planning, starting and maintaining a small business. Business/industry-specific employee training for start-up or expanding industry is available through the Georgia Department of Labor Quick Start program. In addition, workforce training opportunities targeted toward specific employer/employee needs are available through the regional workforce investment board. A four-year land grant institution of the University System of Georgia, located in an adjoining county, offers graduate degree programs on-campus and online. Larger colleges and universities are located forty miles south and sixty miles northeast and west of the community. Residents have access to two-year, four-year and graduate degree programs offered on-line by colleges and universities from across the nation.

### **Employment Options**

*A range of job types should be provided in each community to meet the diverse needs of the local workforce.*

The 2000 Census reported that for every resident of Taylor's seven adjoining counties who traveled to work in Taylor County, 2.2 Taylor County residents commuted to work in one of the seven surrounding counties. When Manufacturing was the major employer in 1980 and 1990, four second-tier sectors each contributed 10%-13% to employment. With this distribution, between 40% and 50% of local employment was spread among four sectors of the economy. According to the 2000 Census, the two largest sectors alone accounted for 41% of local employment; only one other sector contributed a double-digit proportion. These statistics indicate employment options available to local residents are inadequate.

### **Heritage Preservation**

*The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.*

Both cities were successful with downtown facade improvement programs in the distant past, and since that time some site-specific successes have been achieved. Reynolds restored the railroad depot (1926) at the turn of the century for use as a library and community meeting space. Butler's historic downtown has been added to the National Register of Historic Places. A former school building in the rural Mauk community was reviewed by state preservationists in 2007 and referred for listing in the National Register of Historic Places. A countywide historic resource survey was performed in 1997, resulting in identification of 307 structures of potential historic significance. The survey did not generate follow-up preservation activity. Despite having a preservation ordinance, the high incidence of manufactured housing placement has altered the character of residential resources throughout most of the unincorporated area. There is currently no regulatory control over outdoor (billboard) advertising. With two major four lane corridors crisscrossing the community, there is the prospect of intrusions into the scenic views present along most of these two routes.

### **Open Space Preservation**

*New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors. Compact development ordinances are one way of encouraging this type of open space preservation.*

The community has a population density of less than twenty-five persons per square mile; slightly less than documented one century earlier. The two municipalities have populations of only 2,000 and 1,000. The unincorporated area is overwhelmingly comprised of forest and agricultural land uses. Because of the limited scale of development to date, open space is not a local issue. Nevertheless, the county does have set-aside provisions for subdivision development. Such developments are extremely rare, however.

### **Environmental Protection**

*Environmentally sensitive areas should be protected from negative impacts of development, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage and vegetation of an area should be preserved.*

All three jurisdictions have delayed adoption of wetland protection and groundwater recharge area protection ordinances, and the county has delayed adoption of a river corridor protection ordinance pending state updates to applicable regulatory standards. Total Maximum Daily Load Implementation Plans have been prepared for two segments of Whitewater Creek and a segment of Patsiliga Creek. Since the state began collecting information about the location and condition of underground storage tanks, releases from fifteen local sites have been confirmed; all located within areas of significant groundwater charge. Any corrective action/clean-up required has been completed at ten of these sites. Research indicates most of the community is prime habitat for almost four dozen plant and/or animal species of special concern; presence of all the species has not been confirmed, however. No effort has been exerted to consolidate such information into a single document for local reference in planning and development regulation. To date, these resources are not taken into account in land use regulation, in large part because of the absence of sufficient site-specific information. However, the State of Georgia has obtained title to an 884 acre tract known to harbor approximately one dozen plant and animal species of Special Concern. No local sites are posted on the state's environmentally sensitive Superfund Site list or Hazardous Site Inventory. The local (sand) extraction industry restores mining sites to state and federal reclamation standards. Because development has been very limited (the current population is less than in 1900), development has not resulted in any significant alteration of site topography.

### **Regional Cooperation**

*Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources or development of a transportation network.*

The community is a member of a regional (two-county) housing authority. Community leaders worked with colleagues from six other member counties of the Middle Flint Regional Development Center to establish the state's largest (seven-county) E-911 service area. Prior to this, none of the participating counties had 911 or E-911 service. Community leaders also worked with colleagues from four other member counties of the RDC to secure a single flight

for aerial photography. Economic development has been promoted for four decades through the federally designated eight-county Economic Development District (administered by the Middle Flint Regional Development Center), and much more recently through a consortium of counties centered around Columbus-Muscogee County for industrial recruitment.

### **Transportation Alternatives**

*Alternatives to transportation by automobile, including mass transit, bicycle routes, and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.*

The county has operated a communitywide rural transit service successfully for several years. Reynolds maintains a park-and-ride lot. A state-designated bicycle route traverses the community (E-W), though there is no such locally designated route. Because of the limited population base, local services must be provided from a community, rather than a neighborhood, perspective and must be easily accessible to all consumers. Consequently, because of the great distances which must be traveled for groceries, to recreation sites, libraries, etc., the privately-owned automobile is the dominant mode of transportation. Schools are all consolidated with single and separate elementary, middle and high school campuses centrally located in the community. In absence of true mixed-use neighborhood development, sidewalk is not a common feature in residential areas. Although recent additions have been made and others are planned, sidewalk facilities are limited and most prevalent along the city's thoroughfares (state routes). The jurisdictions do have provisions and specifications for sidewalk in their respective subdivision ordinances. The nature of residential development that has occurred to date, essentially devoid of subdivisions, has been such that interconnectivity has occurred naturally. In light of the potential for future development, the community should consider incorporating regulatory measures promoting interconnectivity.

### **Regional Solutions**

*Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.*

Community leaders worked with colleagues from six other member counties of the Middle Flint Regional Development Center to establish the state's largest (seven-county) E-911 service area. Community leaders also worked with colleagues from four other member counties of the RDC to secure a single flight for aerial photography. Conceived originally for the purpose of updating tax information, the community will benefit from numerous other applications of the photography. Economic development has been promoted for four decades through the federally designated eight-county Economic Development District, and much more recently through a consortium of counties centered around Columbus-Muscogee County for industrial recruitment.

### **Housing Opportunities**

*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 (thereby reducing commuting distances), to promote a mixture of income and age groups in each community, and provide a range of housing choice to meet market needs.*

Housing options are limited. Long-term assisted and subsidized housing programs provided by the housing authority maintain full occupancy. The relatively high vacancy rate reported by the

decennial census is in large part due to generally less desirable and undesirable housing. Historically, the preference has been for detached, single-family housing constructed on-site. In the past twenty years manufactured housing has become the overwhelming housing of choice. Housing in the community is affordable, influenced in large measure by placement of manufactured housing, commonly considered to be a lower-cost option. There is a shortage of housing opportunities at all income levels.

### **Traditional Neighborhood**

*Traditional neighborhood development patterns should be encouraged, including use of more human-scale development, compact development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.*

This planning term has more application in a much larger urban setting. The few retail and service establishments the small population base can sustain must be community, not neighborhood, oriented. Consequently, commercial establishments must be easily accessible by automobile to the Greater Taylor community. Sidewalks are generally absent in residential neighborhoods. Those that exist are concentrated along state thoroughfares and are well maintained. Single elementary, middle and high school campuses serve the entire county; the board of education must provide transportation for students. Most of the limited recreation facilities must also serve the greater community, not individual neighborhoods. Perhaps the community's greatest "traditional neighborhood" characteristic is the tree canopy present in much of the residential area. Reynolds is a designated Tree City. Because of the absence of population growth, the community has been spared the wholesale land clearance practices of modern subdivision developments. In light of the potential for development, the community should be sensitive to the need to protect the tree canopy in subdivision ordinances.

### **Infill Development**

*Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.*

This has been generally achieved. Both cities developed initially around tight development patterns, expanding from the historic commercial district, and the trend has generally continued. For example, a local communications company has occupied some previously vacant storefronts in Reynolds. While some interior vacant lots do exist, they are few and often problematic for developers; lot size, configuration, location, conflicting adjacent uses, etc. In both cities, residential development "boxed-in" the original commercial core, leaving insufficient acreage for later and larger commercial activities. Recent developers have been left to decide between converting existing sites and developing previously unoccupied parcels. Recent local examples, like public schools, fruit packing house, car dealership and body repair shop, had little or no option but to locate on the periphery.

## **Sense of Place**

*Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing and entertainment.*

To date, the historic downtown areas are widely considered community focal points, despite decreased activity. In both cities recent economic developments have occurred beyond this core. It will take a concerted effort to maintain this sense of place as recently completed highway improvements in both cities pull more economic activity in the direction of these increased traffic flows.

## Data Analysis

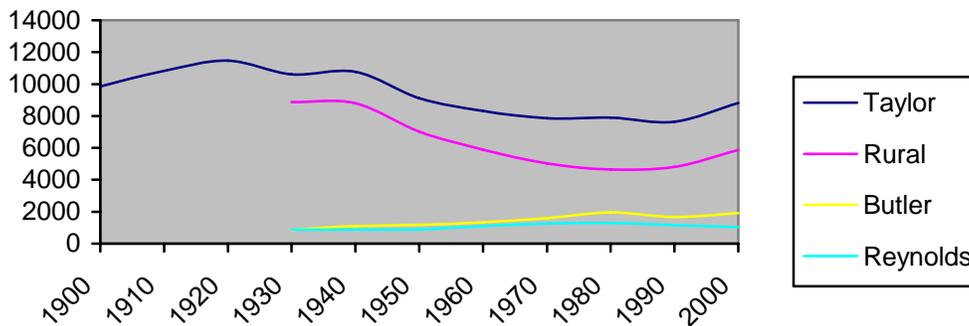
### Population

Over the course of the previous century, Taylor County recorded a net loss of 1,031 residents. The extremes in population differed by only 3,831; the high documented in 1920, the low in 1990. Based on these decennial tallies, the average for the period was 9,381. Every census in the first half of the century exceeded the average<sup>2</sup>; each census in the latter half was below the average. A large majority of residents continue to reside in the unincorporated area, but the municipal share of the population has been increasing gradually. In 1930 Butler and Reynolds collectively accounted for ±15% of the community total; in 2000 ±35%.

Population											
Jurisdiction	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Taylor	9,846	10,839	11,473	10,617	10,768	9,113	8,311	7,865	7,902	7,642	8,815
Butler	-	-	-	857	1,093	1,182	1,346	1,589	1,959	1,673	1,907
Reynolds	-	-	-	880	871	906	1,087	1,253	1,298	1,166	1,036
municipal				1,737	1,964	2,088	2,433	2,842	3,257	2,839	2,943
Rural	-	-	-	8880	8,804	7,025	5,878	5,023	4,645	4,803	5,872

Source: U. S. Census

The line graph below reveals, perhaps more clearly, variant trends in the incorporated and unincorporated populations during the last half of the century. For much of the period (1930-1980) the municipal population increased as the rural population decreased. The negative trend in the rural area (-4,235) was stronger than the increase in municipal population (+1,520), yielding an overall community loss of 2,715 residents.



This trend completely reversed during the 1980s when the municipal loss (-418) dominated the rural increase (+158), sufficient to result in another decade of population decrease. During this period net migration (number of residents moving in v. moving out) was negative, and almost twice the size of natural increase (births minus deaths). During the '90s the community recorded a 15% increase (1,173). Butler recovered most of the loss recorded in the '80s, but Reynolds experienced another loss. The rural area accounted for 91% (+1,069) of growth during the 90's. Natural increase during the 90s was slightly greater than the positive net migration.

<sup>2</sup> Note that in 1950 the census was actually 268 below the average for the century.

Population Distribution 2000	
Taylor	100%
Municipal	33.4%
Butler	21.6%
Reynolds	11.8%
Rural	66.6%

Source: 2000 Census

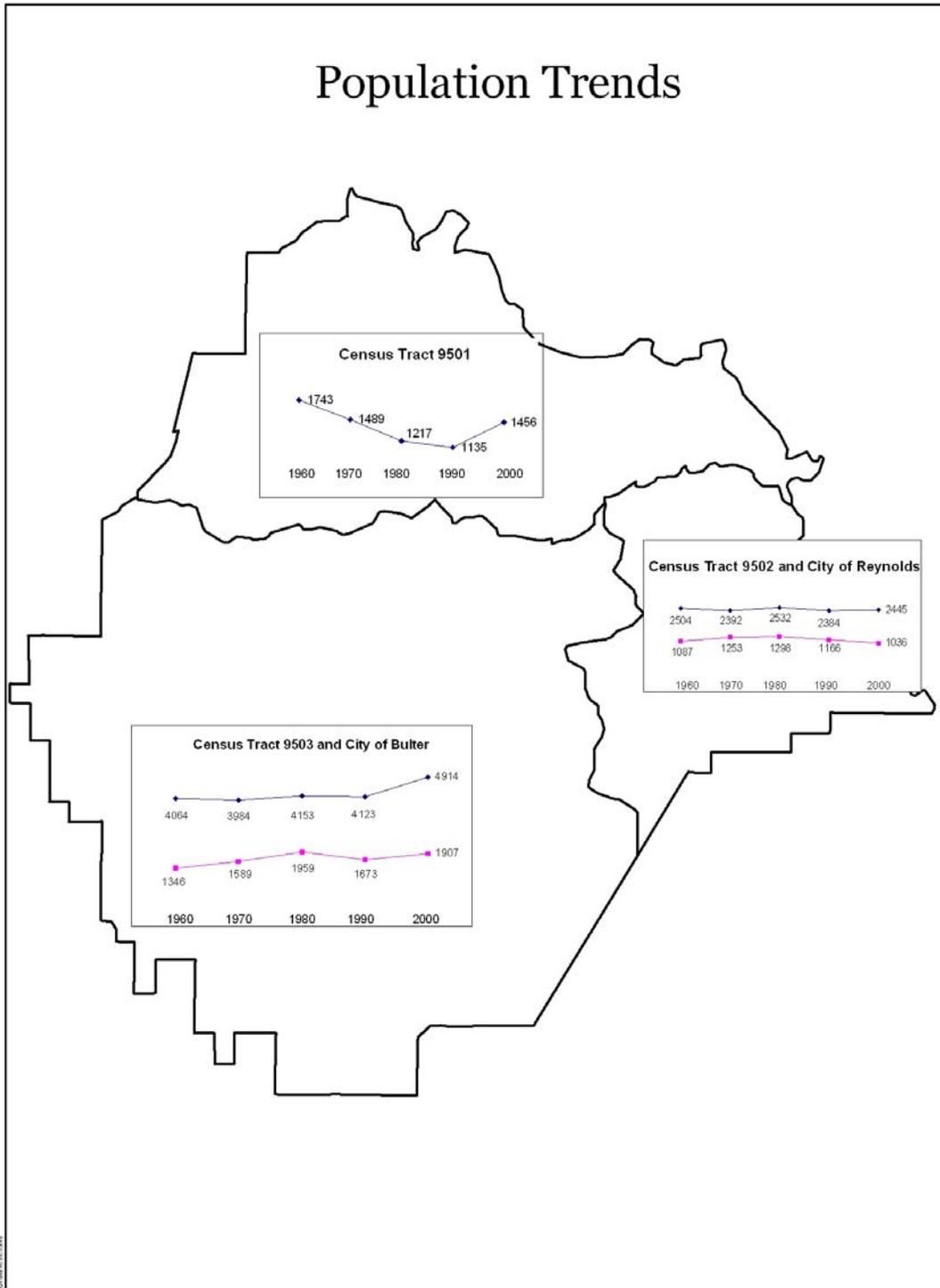
The graphic presented on the next page depicts relative concentrations of the population at the time of the 2000 Census. Total numbers of residents in each of three census tracts<sup>3</sup> (top row) are accompanied by municipal populations (lower row) for comparison. The difference between the census tract total and the municipal population therein yields the surrounding rural population.

Census Tract 9501 lacks any municipal population and is the most sparsely populated, covering 104 square miles with an average of 14 persons per square mile. The greatest population density is in east-central Taylor County. Census Tract 9502 covers 57.5 square miles and has a population density of 43 residents per square mile. Tract 9503 covers an area of 217.9 square miles and has an average of 22.6 persons per square mile. The unincorporated area around Butler has a virtually identical population density as Tract 9501. The rural area around Reynolds has almost 25 persons per square mile. Overall population density was 23.4 persons per square mile of land area.

---

<sup>3</sup> Census tracts are small, relatively permanent statistical subdivisions of a county delineated for the purpose of presenting data. Census tract boundaries normally follow visible features, but may follow governmental unit boundaries and other non-visible features in some instances. Nationwide, census tracts average approximately 4,000 inhabitants. Prior to the 2000 Census Taylor County had four census tracts, but because the area previously identified as tract 9504 accounted for so few ( $\pm 500$ ) residents, it was merged with tract 9503.

# Population Trends



Census estimates for the period 2001-2006 suggest a continuation of the overall negative trend from the previous century. Estimated annual changes were single- and (mostly) double-digit in size. The most positive estimate of the period was 2001-2002 when all local jurisdictions recorded double-digit increases. According to these official estimates, the largest changes were a net loss (-85) in Butler and net gain (+82) for the rural area. The community six-year estimated change was negative, .3%.

Total Population 1980 – 2006*									
Jurisdiction	1980	1990	2000	2001	2002	2003	2004	2005	2006
Taylor	7,902	7,642	8,815	8,764	8,863	8,881	8,875	8,826	8,792
Butler	1,959	1,673	1,907	1,891	1,915	1,910	1,916	1,846	1,822
Reynolds	1,298	1,166	1,036	1,027	1,038	1,037	1,032	1,033	1,016
Municipal total	3,257	2,839	2,943	2,918	2,953	2,947	2,948	2,879	2,838
Rural Balance	4,645	4,803	5,872	5,846	5,910	5,934	5,927	5,947	5,954

Source: U. S. Census data

\* 2001-2006 are estimates of the U. S. Census Bureau

Recent highway improvements offer significant potential for population and economic growth. This growth is not likely to occur until the full lengths of both routes connecting Atlanta-Tallahassee and Columbus-Augusta are completed. The former is nearing completion; the latter will take significantly longer. Other long-term factors will serve to mitigate eventual size of the traffic volumes along these routes.

The fact that neither route is an interstate will affect the route taken for some time-sensitive freight shipments. The community is proximate to and equidistant from two major military bases in metropolitan settings with a much larger supportive infrastructure in place. The army base at Fort Benning has been recently assigned a much larger role in the nation's military preparedness, expected to result in a significant population increase in a multi-county area over the next few years. Impact on Taylor County is expected to be mitigated by construction of a major automobile manufacturing plant a short distance north of the military base, drawing many new residents to locate between the military base and the large manufacturing plant. While the community has location advantages, in aggregate, the external factors are expected to soften the rate and amount of local growth that might otherwise occur. In addition, a population increase is likely to be mitigated to the extent new employment opportunities are assumed by current residents currently commuting to jobs out-of-county.

The population projections that follow are based on recent population trends and take into account the above described factors and others. Between 1980 and 2000 the community experienced an 11.5% population increase. This rate is used as the projection base with fractional percentage increases applied to each five year period. This methodology yields a 5.2% increase 2000-2010, 8.9% increase 2010-2020 and 12.7% increase 2020-2030. Both cities recorded net population decreases 1980-2000. On the promise of growth anticipated to result from recent transportation improvements, a flat 2% increase has been applied to each five-year projection period for the cities. No accounting has been made for any municipal annexation that might occur.

Population Projections 2000-2030							
Jurisdiction	2000	2005*	2010	2015	2020	2025	2030
Taylor	8,815	8,826	9,272	9,691	10,099	10,681	11,386
Butler	1,907	1,846	1,883	1,921	1,959	1,998	2,038
Reynolds	1,036	1,033	1,054	1,075	1,096	1,118	1,141

\* Census estimate

Source: Middle Flint RDC

Taylor generally lagged the aggregate population growth rate of the seven adjoining counties for the period 1980-2000, and the estimates for 2000-2006. During the 80s the community experienced a strong out-migration of residents. Net migration<sup>4</sup> was almost twice the size of natural increase<sup>5</sup>, yielding a small population loss for the decade. Area counties had a natural increase that was over six times the negative net migration. For the decade the community lagged growth of the surrounding area by seven percentiles.

During the 90s Taylor and the surrounding area both had a positive natural increase and net migration. Fueled by a strong rural population increase, the local growth rate was three percentage points higher than the area. During the first few years of the new century the area again benefited from natural increase and net migration, but Taylor's small natural increase was negated by migration.

Population Trend Taylor and Adjoining Counties 1980 – 2006				
Jurisdiction	1980-1990	1990-2000	1980-2000	2000-2006*
Taylor	-3%	15%	12%	-.3%
Butler	-15%	14%	-3%	-4%
Reynolds	-10%	-11%	-20%	-2%
Rural	3%	22%	26%	1%
Crawford	17%	39%	63%	3%
Macon	-6%	7%	1%	-2%
Marion	6%	28%	35%	2%
Peach	11%	12%	24%	5%
Schley	5%	5%	10%	11%
Talbot	-	-	-.6%	2%
Upson	1%	5%	6%	-
Adjoining Counties	4%	12%	16%	2%

Source: Census 2000 Summary File 3 (SF 3) Table GCT P13

\* U. S. Census estimates-latest available

<sup>4</sup> Net difference between the number of people moving in and number of people moving out of the community

<sup>5</sup> Net difference between births and deaths

The two youngest age groups generally exhibited stable distributions throughout the community; Reynolds being the one minor exception in the 5-13 age group. The two cohorts covering the teenage years (14-17 and 18-20) exhibited declining proportions communitywide; from 15% to 9% over the period studied. The proportion of younger working-age residents (21-24 and 25-34) decreased in both cities, by three percentiles; but maintained relative stability (19%) in the unincorporated area. The two age groups broadly defined here as workers of middle-age (35-44 and 45-54) recorded proportional increases throughout the community, led by a nine percentile increase among rural residents. Older workers (55-64) maintained a relative stable distribution, despite Reynolds' four percentile increase. The 65+ age group recorded a four percentile increase in both cities, while decreasing by two percentiles in the unincorporated area.

Reynolds maintained smaller proportions of all lower age groups and significantly larger proportions in the two oldest cohorts studied. Reynolds' median age has advanced at a significantly faster pace than Butler or the rural area in recent decades.

Age Distribution by Jurisdiction by Percentage 1980-2000												
Age Cohort	Taylor			Butler			Reynolds			Rural		
	'80	'90	'00	'80	'90	'00	'80	'90	'00	'80	'90	'00
0 – 4	7	7	7	7	8	8	6	7	6	7	7	7
5 – 13	16	16	15	16	16	16	15	12	13	16	16	15
14 – 17	9	6	5	9	6	5	9	5	4	9	5	5
18 – 20	6	5	4	6	5	4	4	5	3	6	5	4
21 – 24	6	6	5	7	6	4	5	6	4	6	5	5
25 – 34	13	15	13	12	14	12	13	12	11	13	16	14
35 – 44	12	12	15	12	11	13	13	12	13	11	13	16
45 – 54	9	11	13	9	11	11	9	14	13	9	11	13
55 – 64	10	9	10	10	9	10	11	10	15	10	8	10
65+	13	14	13	13	15	17	15	18	19	13	14	11
Median	30.0	32.7	35.7	29.0	31.9	35.1	33.3	37.8	42.4	-	-	-

Source: U. S. Census

Similar trends were documented in the surrounding area. The biggest variation from the local twenty-year trend was a greater decrease (by almost two percentiles) in younger workers and a greater increase (by slightly more than two percentiles) in workers of middle age.

The anticipated population growth is expected to be employment driven, attracting people of working age, some with families, and possibly stemming the recent out-migration of teenage residents. The results are indicated in the following projections for the community.

The Census reported significant decreases in the middle school and high school-age populations occurred between 1980 and 2000. While school system enrollment reportedly decreased by approximately 5% between 2000 and 2006, middle school and high school enrollment reportedly increased slightly between 2004 and 2006. A local school official indicated there were no plans or need for high school expansion in the foreseeable future. Reversal of the recent decrease in

school-age residents as documented by the Census should not have a negative impact on school facilities.

Age Distribution by Percentage – Taylor County 2000-2030				
Age Cohort	2000	2010	2020	2030
0 – 4	22%	22%	22%	22%
5 – 13				
14 – 17	9%	9%	11%	13%
18 – 20				
21 – 24	18%	18%	19%	20%
25 – 34				
35 – 44	28%	28%	27%	26%
45 – 54				
55 – 64	10%	10%	9%	8%
65+	13%	13%	12%	12%

Source: Middle Flint RDC

Local black and white populations both recorded increases between 1980 and 2000, but the increase in black residents was greater and more consistent. White residents decreased by 411 during the ‘80s and increased by 591 during the ‘90s. The black population increased both decades; 114 and 452, respectively. The net result has been a greater balance in racial composition, most evident in both municipalities where the 2000 Census documented differences of less than twenty residents between the two races.

Racial Composition 1980 - 2000									
Jurisdiction	1980			1990			2000		
	White	Black	Other*	White	Black	Other*	White	Black	Other*
Taylor	60%	40%	-	56%	43%	1%	55%	43%	2%
Butler	58%	42%	-	54%	46%	-	50%	49%	1%
Reynolds	55%	45%	-	45%	55%	-	49%	51%	-
Rural	61%	38%	1%	60%	39%	1%	58%	39%	3%
Adjoining Counties Aggregated	56%	43%	1%	58%	41%	1%	58%	39%	3%

Other: American Indian, Alaska Native, Asian or Pacific Islander, and other race  
Source: U. S. Census data (SF1) formatted by Middle Flint RDC

This local trend is contrary to that seen in the surrounding area where the black-white ratio is diverging. While both races have recently (1980-2000) increased in numbers,<sup>6</sup> the white

<sup>6</sup> Black residents: Crawford, Marion, Schley and Talbot recorded an aggregate loss of 380; Macon, Peach and Upson recorded an aggregate increase of 2,140. White residents: Macon recorded a loss of 824; Crawford, Marion, Schley, Peach, Talbot and Upson recorded an aggregate increase of 9,861.

increase outpaced that of blacks by a ratio of over 5:1. There was a thirteen percentile differential at the time of the 1980 Census; by 2000 there was a nineteen percentile difference.

The 1980 Census was the first to document the number of local residents of races other than black or white had reached double-digits (13); all were documented in the unincorporated area. Subsequent official tallies recorded a gradual increase in this segment of the population; .1%-.6%-2% in 1980-1990-2000, respectively. In 2000, the community was credited with 180 residents of “other” races. Relevant percentages for the surrounding area were .3%-1%-3%, respectively. Strong majorities of all races are most heavily concentrated in the community’s rural area.

Local Racial Distributions - 2000			
Jurisdiction	White	Black	Other
Taylor	100%	100%	100%
Municipal	30%	39%	14%
Butler	20%	25%	11%
Reynolds	10%	14%	3%
Rural	70%	61%	86%

Source: 2000 Census

Population of Hispanic Origin 1980 - 2000			
Jurisdiction	1980	1990	2000
Taylor	111	58	163
Butler	40	13	22
Reynolds	3	11	8
Rural	68	34	133

Source: U. S. Census data (SF1)

Taylor County and the surrounding area have been recently experiencing similar, gradual increases in residents of Hispanic origin. Recent county proportions have been 1%-1%-2% in 1980-1990-2000. Proportions for the surrounding area have been 1%-1%-3%. It is generally (and believed safely) assumed Hispanics are present in numbers greater than are publicly documented because of transiency, illegal status and, because of illegal status for some, fear of public officials.

Local per capita income increased 151% between 1980 and 2000. To keep pace with the effect of inflation<sup>7</sup> during the 1980s however, per capita income at the time of the 1990 Census needed to have been approximately \$400 higher. Per capita income documented by the 2000 Census outpaced the effects of inflation during the 1990s by approximately \$700. Between 1980 and 2000 per capita income increased in Butler by 172%; in Reynolds by 189%. During the 1980s the increase in Butler lagged the effect of inflation by approximately \$600; in Reynolds by nearly \$700. In both cases, the 2000 Census reported per capita income grew more during the ‘90s than did inflation; in Butler by approximately \$2,000 and in Reynolds by approximately \$3,200.

Per Capita Income 1980 - 2000									
Category	Taylor			Butler			Reynolds		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Per Capita Income	\$5,344	\$9,182	\$13,432	\$4,967	\$8,348	\$13,522	\$5,554	\$9,309	\$16,071

Source: U. S. Census data

<sup>7</sup> national inflation rate applied

The 1980 Census credited Taylor County with a higher per capita income than five of the adjoining counties. Over the next two decades; however, all seven recorded higher rates of increase than Taylor, and in 2000 only one adjoining county had a lower per capita income.

Per Capita Income 2000 Taylor Surrounding Counties								
Category	Taylor	Crawford	Macon	Marion	Peach	Schley	Talbot	Upson
Per Capita Income	\$13,432	\$15,768	\$11,820	\$14,044	\$16,031	\$14,981	\$14,539	\$17,053

Source: U. S. Census

Local sources or types of personal income are presented in the following table. Some, indeed many, households received income from more than one of these sources. The community experienced a significant shift in the sources of household income during the 90s. The biggest proportional change was the seven percentile reduction in households receiving self-employment income (both farm and non-farm). This category recorded a thirty percent reduction in the number of households receiving income from self employment, and in aggregate self-employment income. The average household income from this source was essentially unchanged at the times of the 1990 and 2000 Censuses (not adjusted for inflation). Butler did not record any impact from this change, at least on a proportional basis; Reynolds was credited with a reduction of three percentage points. It is clear from county totals the decrease in self-employment income was most common among rural residents.

Households receiving retirement income increased 23% (442-545) during the decade. This sector recorded a 196% increase in aggregate income (not adjusted for inflation), fueled in part by retirees from the nearby air force base and former residents returning home with their retirement packages earned from career employment elsewhere. This change was most significant in both cities.

The other major change documented over the course of the decade was increased reliance on wages and salaries from employer payrolls. The number of households involved increased nineteen percent (361), aggregate income increased 70%. This increase most commonly affected rural households, as the cities recorded 3 to 5 percentage point decreases.

Personal Income By Type 1990 - 2000						
Type of Household Income	Taylor		Butler		Reynolds	
	1990	2000	1990	2000	1990	2000
Wage or Salary	66%	70%	68%	63%	72%	69%
Other Types of Incomes	1%	2%	2%	3%	2%	2%
Self-employment	12%	5%	5%	5%	8%	5%
Interest, Dividends or Net Rental	6%	4%	5%	3%	5%	2%
Social Security	7%	8%	9%	8%	9%	7%
Public Assistance	2%	2%	3%	2%	2%	2%
Retirement	5%	10%	8%	16%	4%	12%

Source: U. S. Census data (SF3) compiled by DCA, formatted by Middle Flint RDC

The greatest differences between local household income types and those of the surrounding area (2000 Census) are found in wage or salary and retirement incomes. Local reliance on wage or salary income is approximately three points lower than in adjoining counties, while reliance on retirement income is approximately three points higher.

Personal Income By Type 2000								
Category	Taylor	Crawford	Macon	Marion	Peach	Schley	Talbot	Upson
Wage or Salary	70%	74%	71%	74%	75%	74%	70%	74%
Other Types of Incomes	2%	3%	3%	3%	2%	2%	3%	2%
Self Employment	5%	6%	6%	5%	4%	9%	4%	6%
Interest, Dividends or Net Rental	4%	3%	4%	4%	5%	3%	3%	3%
Social Security	8%	5%	7%	6%	6%	7%	9%	8%
Public Assistance	2%	1%	3%	2%	1%	1%	2%	1%
Retirement	10%	9%	6%	7%	8%	5%	9%	6%

Source: U. S. Census data (SF3)

The 1990 Census reported that 29% of Taylor County residents were living at or below the poverty level. Rates in Reynolds and the rural area were very similar; the rate in Butler was significantly higher. By the time of the 2000 Census the proportion living in poverty had decreased by three percentage points. By capitalizing on the economic potential promised by recent highway improvements, this rate of improvement should be increased.

Despite the improvement in local poverty, the community was credited with a rate higher than any of the surrounding counties in 2000.

Poverty Status of Individuals 1990-2000 Percent of Persons		
Local Jurisdiction	1990	2000
Taylor	29%	26%
Butler	38%	35%
Reynolds	28%	24%
Rural	27%	24%

Source: U. S. Census

Percent of Persons Below Poverty 2000 Census	
Taylor	26.0%
Macon	25.8%
Talbot	24.2%
Marion	22.4%
Peach	20.2%
Schley	19.9%
Crawford	15.4%
Upson	14.7%

Source: Georgia Statistics Program

The community has made significant strides in educational attainment.<sup>8</sup> According to the 1980 Census, almost two-thirds (64%) of adult residents (twenty-five years of age and older) did not have a high school diploma (or its equivalent). By the time of the 2000 Census slightly more than one-third (36%) of adult residents lacked the diploma. During this same period the proportion of adult residents whose highest attainment was a high school diploma improved from 22% to 39%. According to the recent trend, only half of local adult residents who begin college complete a two-year or longer degree program.

The rural area recorded the greatest improvement during the period studied. With two-thirds of the community's adult population (2000), the proportion lacking a high school diploma improved from 70% to 35%; this latter percentage identical to Reynolds in 2000. Reynolds is credited with the greatest proportion of college-educated residents.

Educational Attainment 1980-2000												
Category	Taylor			Butler			Reynolds			Rural		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<9 <sup>th</sup> grade	42%	23%	15%	35%	20%	14%	28%	20%	17%	49%	24%	15%
9 <sup>th</sup> - 12 <sup>th</sup> no diploma	22%	26%	21%	27%	29%	28%	20%	21%	18%	21%	27%	20%
HS grad/ GED	22%	31%	39%	20%	32%	31%	26%	34%	33%	21%	30%	43%
Some college no degree	7%	10%	13%	9%	8%	14%	10%	12%	16%	5%	10%	13%
Associate Degree	NA	3%	3%	NA	3%	2%	NA	2%	3%	NA	3%	3%
Bachelor's Degree	5%	5%	6%	5%	5%	7%	10%	6%	8%	3%	4%	5%
Graduate or Professional Degree	3%	2%	3%	4%	3%	4%	6%	4%	5%	1%	2%	2%

Source: U. S. Census data (SF3)

Among the adjoining counties Taylor is credited with the highest proportion (37%) of adult residents lacking a high school diploma. The highest educational attainment level for 37% of residents of the seven county area is a high school diploma; among local residents the rate is 39%. Residents of surrounding counties exceed local performance in each of the post-secondary categories by approximately one percentile. One of the surrounding jurisdictions has a four-year college/university campus, and presence of an academic staff positively influences attainment level of the community. Exclusion of that one county places Taylor very much on par with the other six counties.

<sup>8</sup> defined as highest grade completed

Educational Attainment of Surrounding Counties - 2000								
Category	Taylor	Crawford	Macon	Marion	Peach	Schley	Talbot	Upson
<9 <sup>th</sup> grade	15%	7%	16%	12%	9%	8%	13%	12%
9 <sup>th</sup> - 12 <sup>th</sup> no diploma	22%	25%	20%	22%	17%	22%	22%	21%
HS grad/ GED	39%	40%	35%	36%	33%	40%	40%	37%
Some college no degree	13%	18%	16%	16%	19%	13%	13%	14%
Associate Degree	3%	3%	2%	4%	4%	3%	3%	4%
Bachelor's Degree	6%	5%	7%	4%	10%	8%	5%	8%
Graduate or Professional Degree	3%	2%	3%	5%	7%	6%	3%	3%

Source: U. S. Census data (SF3)

Recent high school dropout rate data is presented below. For academic year 2004-2005 the community performed better than most of the surrounding systems, as five adjoining counties recorded higher dropout rates. Taylor was near the other end of the performance spectrum the other two years studied; however, as only one other county was credited with a higher dropout rate in academic years ending in 2004 and 2006. Review of the numbers behind the percentages reveals that with ten fewer dropouts local performance would have been equivalent to the surrounding area average. There is no way to distinguish between the number who dropout of the education system entirely and the number who withdrew and enrolled elsewhere. Such data is not collected.

Dropout Rates for Grades 9-12 Taylor and Adjoining Counties								
Year	Taylor/#	Crawford	Macon	Marion	Peach	Schley	Talbot	Upson
'05-'06	7.8%/38	7.6%	5.4%	8.0%	5.9%	2.6%	6.5%	6.6%
'04-'05	5.0%/23	5.2%	7.3%	6.7%	5.2%	2.3%	6.4%	4.9%
'03-'04	7.6%/33	8.1%	6.2%	5.5%	6.1%	2.9%	.4%	5.1%

Georgia Department of Education

## Economic Development

Information presented in the following table reveals the distribution of local workers among the various industries, not the number of jobs in the community. A large percentage of these jobs are located out-of-county. In 1980 and 1990 the largest proportion ( $\pm 30\%$ ) of local residents was employed in Manufacturing; two and three times the size of the second largest sector. After 1990 employment in Manufacturing decreased by one-third and doubled in Education/Health/Social Services, making the latter the largest sector (21%) at the time of the 2000 Census. This was the most significant economic transformation since the 1970 Census reported Manufacturing had replaced Agriculture as the largest employment sector.

When Manufacturing was the major employer in 1980 and 1990, there were four second-tier sectors each accounting for 10%-13% of employment; Agriculture, Construction, Retail Trade and Education/Health/Social Services. With this distribution, between 40% and 50% of local employment was spread among four sectors of the economy. According to the 2000 Census, the two largest sectors alone accounted for 41% of local employment; only one other sector (Retail Trade) contributed a double-digit proportion. As of 2000, employment is much more concentrated than in past decades.

Across the twenty-year period, Construction accounted for 10% of local workers, but recorded consistent losses ( $\pm 35$ ) in the 80' and 90's. Agriculture, Forestry, Fishing, Hunting and Mining averaged 9%, but also decreased consistently ( $\pm 105$ ) between decades. Retail Trade maintained relative employment stability during the period.

The 2000 Census reported the employment distribution in each of the two cities to be very similar to county level data. The same three largest sectors employed a majority (54%) of the Butler civilian labor force, with individual percentages varying from county data by only two percentiles. Reynolds shared the same two largest industrial sectors; two others "tied" for third. With both employing 7% of the local labor force, the numbers behind the percentages show four more workers were employed in Transportation/Warehousing/Utilities than Retail Trade. It is noted that both of these sectors recorded significant reductions in employment from 1990 levels, attributable to shrinkage in the city's civilian labor force and expansion of Educational/Health/Social Services.

The same three industrial sectors are the largest employers at the local, state and national levels (2000 Census). Employment in the Educational... sector runs 21%, 18% and 20%, respectively; Manufacturing; 20%, 15% and 14%; and Retail Trade; 11%, 12% and 12%. These three sectors account for 52% of local employment; 45% and 46% at the state and national levels.

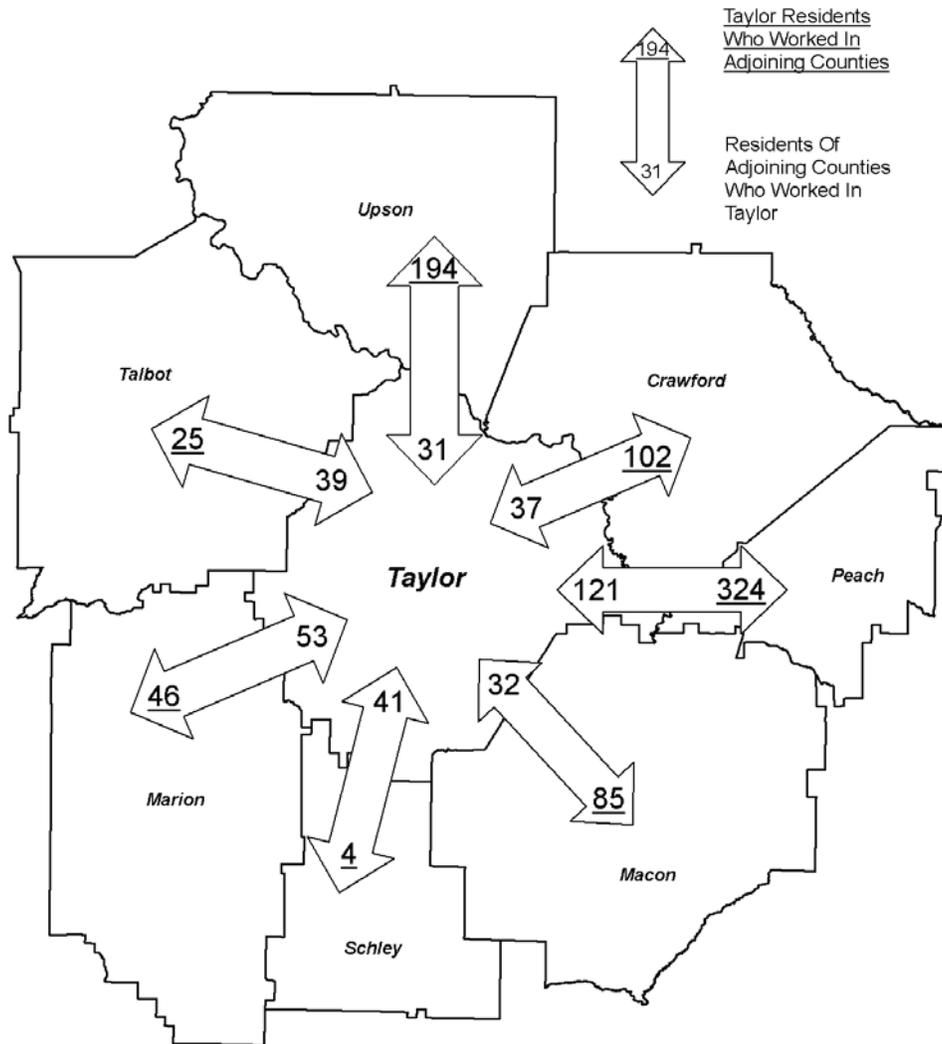
Industrial Employment by Industry 1980 - 2000												
Category	Taylor			Butler			Reynolds			Rural		
	'80	'90	'00	'80	'90	'00	'80	'90	'00	'80	'90	'00
Employed Civilian Population	2,975	2,935	3,051	825	548	579	486	467	394	1,664	1,920	2,078
Agriculture, Forestry, Fishing, Hunting, Mining	13%	10%	6%	6%	7%	5%	7%	8%	5%	18%	11%	6%
Construction	11%	10%	8%	11%	14%	8%	6%	4%	6%	12%	10%	9%
Manufacturing	27%	31%	20%	25%	26%	22%	28%	29%	19%	27%	34%	20%
Wholesale Trade	1%	4%	4%	2%	3%	2%	1%	3%	3%	1%	5%	4%
Retail Trade	12%	11%	11%	14%	14%	9%	11%	15%	7%	11%	9%	12%
Transportation, Ware-housing, Utilities	6%	9%	6%	4%	8%	5%	13%	14%	7%	5%	8%	6%
Information	NA	NA	4%	NA	NA	4%	NA	NA	6%	NA	NA	3%
Finance, Insurance, & Real Estate	3%	2%	3%	5%	5%	4%	4%	1%	4%	1%	2%	3%
Professional, Scientific, Management, Administrative, Waste Mgt. Services.	2%	2%	3%	1%	4%	3%	1%	1%	2%	2%	2%	4%
Educational, Health, Social Services	13%	11%	21%	13%	10%	23%	14%	13%	24%	12%	11%	20%
Arts, Entertainment, Recreation, Accommodation, Food Services	4%	<1%	3%	6%	0%	3%	5%	1%	4%	3%	0%	3%
Other Services	2%	4%	4%	4%	5%	6%	4%	8%	5%	1%	2%	4%
Public Administration	7%	6%	7%	10%	6%	7%	5%	6%	8%	6%	6%	7%

Source: U. S. Census data (SF3)

As already stated, many of these jobs are located out-of-county. The 2000 Census reported that 44% of employed residents of the community commuted to place-of-work out-of-county. In 1990 the rate was 45%; in 1980-39%. 2000 Census Worker Flow Files documented 1,590 local residents worked in the community; 1,250 residents commuted out-of-county to work and 780 of them commuted to the seven adjoining counties. Conversely, 620 residents of other communities commuted to work in Taylor County; 354 were residents of the seven adjoining counties. This latter cross-county commuting is presented in the following graphic.

According to this data, while 1,250 residents were commuting to work elsewhere, 620 were commuting from elsewhere to work in Taylor County. The difference in this commuter flow is a shortage of 630 jobs in the local economy. With the creation of this many jobs in the community, theoretically, all residents would have the option to work locally.

### Worker Commuting Patterns 2000 Census (Adjoining Counties Only)



C:\Solid\_Waste\_Plan\Taylor\_001\Taylor.mxd

The following table presents a more recent trend of jobs actually located in the community by industrial sector; data is not available at the city level. Consequently, the information is not comparable to other employment information presented. Because of employment security laws, limited employment information is available.<sup>9</sup> As a result, approximately one-third of the local establishments and one-fifth of the local jobs are not identified by sector, but they are aggregated in the totals.

<b>Local Employment by Industry</b>						
<b>Category</b>	<b>2000</b>		<b>2003</b>		<b>2005</b>	
	<b>Ave. # Establishments</b>	<b>Ave. Mo. Employment</b>	<b>Ave. # Establishments</b>	<b>Ave. Mo. Employment</b>	<b>Ave. # Establishments</b>	<b>Ave. Mo. Employment</b>
All Industries	158	2104	164	1991	175	1864
Agri., Forestry Fishing	*	*	9	9%	10	9%
Mining	*	*	*	*	*	*
Construction	7	3%	*	*	10	3%
Manufacturing	11	9%	8	7%	8	8%
Wholesale Tr.	9	5%	*	*	*	*
Retail Trade	31	10%	29	13%	25	11%
Transportation, Warehousing, Utilities	18	15%	10	5%	11	6%
Finance, Ins. & Real Estate	13	4%	16	4%	15	3%
Management Companies, Enterprises	-	-	4	1%	4	2%
Health Care & Social Services	*	*	5	13%	12	13%
Federal Gov't.	6	1%	6	1%	6	1%
State Gov't.	8	7%	9	7%	8	7%
Local Gov't.	9	19%	10	20%	10	22%

\* see footnote at bottom of page

Source: Georgia Department of Labor; Georgia Employment and Wages

These data show a gradual increase in number of establishments,<sup>10</sup> but a gradual decrease in employment. Local Government is documented to be the largest sector for all three periods; the school system being the major component. Other notable changes include the steep loss (200) of jobs in Transportation/Warehousing/Utilities, employment increase in Healthcare and Social

<sup>9</sup> The employment and wage information used in the accompanying table is compiled by the Georgia Department of Labor from reports submitted by employers who are subject to Georgia's Employment Security Law. Because the law specifically protects the confidentiality of individual employers, data are not disclosed in cases where there are fewer than three establishments in an industry group, and/or one establishment accounts for eighty percent or more of the employment within the group. Industry groups not meeting the criteria for disclosure are indicated by an asterisk. In addition, much of the employment in membership organizations, private households and agriculture, forestry and fishing are not covered by the Employment Security Law, thus employers do not report data to the Georgia Department of Labor.

<sup>10</sup> Usually indicates a single physical business location. However, an employer operating two or more establishments in the same type of business in a county may be shown as one establishment.

Services, and job creation in a sector new to the local economy; Management Companies. This sector increases employment diversity and wages in the local economy.

According to the Census, the civilian labor force<sup>11</sup> increased by 76 between 1990 and 2000; the number not in the labor force increased by 880.<sup>12</sup> As the result of these changes, a slight majority of local adults are not in the labor force; an increase from 44% in 1990. This is unusual in the adjacent counties, where the 2000 Census reported ±40% of the adult population absent from the labor force.

Labor Force Participation 1990 - 2000								
Participation	Taylor		Butler		Reynolds		Rural	
	1990	2000	1990	2000	1990	2000	1990	2000
Total Labor Force	3,250	3,339	627	654	522	432	2,101	2,253
Civilian Labor Force	3,242	3,318	619	654	522	427	2,101	2,237
Employed	2,935	3,051	548	579	467	394	1,920	2,078
Unemployed	307	267	71	75	55	33	181	159
In Armed Forces	8	21	8	0	0	5	0	16
Not in Labor Force	2511	3,391	614	710	416	398	1,481	2,283

Source: U. S. Census data (SF3) compiled by DCA, formatted by Middle Flint RDC

This shift in labor force participation can be partially explained; however, by some characteristics of the recent population increase. The 2000 Census credited the community with 410 residents of group quarters above the 1990 level. These include correctional facility inmates (+200), occupants of nursing homes (+70) and residents of group homes or treatment (non-institutional) facilities (+140) who are not typically in the labor force. The nursing home occupants explain 70% of Butler’s increased number not in the labor force. The balance can be attributed to the increase in the rural area. Five percent of the community’s population (2000) resided in group quarters, a factor that significantly influences the number of residents not in the labor force. An adjoining county with similar labor force statistics has 7% group occupancy.

On Census day in 1990 and 2000, Butler was credited with the community’s highest unemployment rate; essentially 11.4% on both dates. Reynolds’ aggregated average was 9.3% (10.5%-7.7%); the rural aggregated rate was 7.8% (8.6%-7%). These yielded a community rate of 8.75% (9.5%-8%). Because these rates are computed on the basis of employment status as of a particular date, they are not comparable to the more commonly referenced monthly and annual county averages released by the Department of Labor (DOL). They are cited here because monthly and annual unemployment rates for municipalities the size of Butler and Reynolds are not otherwise available.

The community typically maintains a higher unemployment rate than the surrounding area. For the nine years of data presented below, Taylor recorded a lower average annual employment one year and was equivalent to the area average another.

<sup>11</sup> individuals employed or seeking employment  
<sup>12</sup> These two numbers will not total the population increase because residents below the age of sixteen are not included in the labor force tally.

Annual Unemployment Rates									
Jurisdiction	1990	1992	1994	1996	1998	2000	2002	2004	2006
Taylor	8.5	8.2	8.1	9.2	5.8	5.2	5.8	6.6	6.4
Surrounding Area*	6.6	8.2	7.1	6.9	5.4	4.5	6.3	6.1	6.0

\* Aggregated data

Source: Georgia Department of Labor

The term occupation is indicative of the kind of work an employee performs, and is generally descriptive of the skill level of the employee and hence, collectively, the local workforce. The largest sector in both cities was the more highly skilled and typically higher paid Management... sector, followed by Production.... At the county level, the majority of workers were much more evenly distributed among Production..., Management.... and Sales....

Employment by Occupation 2000						
Jurisdiction	Management, Professional, and Related	Service	Sales and Office	Farming, fishing, forestry	Construction, Extraction, & Maintenance	Production, Transportation, Material Moving
Taylor	23%	14%	22%	3%	15%	24%
Butler	28%	12%	20%	2%	12%	26%
Reynolds	38%	17%	15%	2%	11%	18%
Crawford	21%	12%	25%	1%	19%	22%
Macon	22%	17%	17%	4%	13%	27%
Marion	21%	13%	18%	4%	14%	31%
Peach	26%	16%	25%	1%	15%	17%
Schley	26%	9%	20%	2%	14%	28%
Talbot	21%	15%	17%	2%	11%	34%
Upson	23%	13%	22%	1%	12%	30%
Georgia	33%	13%	27%	1%	11%	16%
U.S.	34%	15%	27%	1%	9%	15%

Source: Census 2000 Summary File 3 (SF 3) Table GCT P13

Taylor has much in common with occupational employment of residents of the surrounding counties. The same three largest sectors rank 1-2-3 in five of the seven counties. Of the other two; the largest sector in Crawford was Sales..., the result of proximity to one of the state's major retail centers (City of Macon/Bibb County). Management... was descriptive of the largest number of residents in Peach County, influenced by the presence of the only four-year college/university in any of the eight counties. Taylor County employment in Management, Professional and related occupations was among the highest of the eight counties.

The following wage information is based on job location, not residence of the employee. Consequently, such information gives an indication of the value of wages paid by local business and industry relative to employers elsewhere. Taylor fares well in the comparison, consistently

ranking in the top half of counties in the surrounding area and statewide.

Relative Comparison of Industrial Wages and State Rank Selected Years											
2000		2001		2002		2003		2005		2006	
County	Rank*	County	Rank*	County	Rank*	County	Rank*	County	Rank*	County	Rank*
Peach	34	Macon	26	Peach	32	Peach	34	Schley	50	Schley	41
Macon	35	Peach	36	Talbot	38	Macon	43	Macon	56	Taylor	57
Taylor	68	Taylor	51	Macon	40	Talbot	44	Peach	57	Peach	60
Upson	74	Schley	79	Taylor	64	Taylor	74	Taylor	67	Macon	62
Schley	95	Upson	84	Upson	88	Upson	79	Talbot	77	Talbot	85
Talbot	97	Talbot	94	Schley	92	Schley	81	Upson	101	Upson	90
Crawford	147	Crawford	150	Crawford	145	Crawford	128	Crawford	141	Crawford	120
Marion	156	Marion	153	Marion	152	Marion	150	Marion	142	Marion	144

Source: Employment and Wages - Georgia Department of Labor  
\* among 159 Georgia counties

Community leaders utilize local and external resources to facilitate economic development. The recently created county Chamber of Commerce is available to assist existing employers with business development and promotion. Among numerous other responsibilities this organization will be critical to preserving/reviving two historic downtowns. Separate authorities are active in airport, housing, industrial development and public utilities. Leaders are currently activity involved with extension of the local airport runway, one of one hundred general-purpose airports in the state. Industrial development staff is active and responsive with regular reports made to the local governments. This authority owns and shows an attractive industrial spec building ready for occupancy. Staff utilizes services of the federally designated regional economic development district and a separate regional partnership for economic development. The community has access to revolving loan funds administered by the economic development district for local development projects. The technical college serving the community is expanding the local satellite campus to enhance delivery of certificate, diploma and degree programs in scores of academic and continuing education programs for personal, occupational and professional development via classroom and online instruction. Work Ready employee assessments are available through the technical college. The community has access to a regionally administered workforce development program and the state-administered Quick Start program. The community also participates Leadership Georgia.

The largest recent (1990-2000) changes in employment were the decrease employment in Manufacturing and increase in Health, Education and Social Services industry. This is a significant economic loss to the community in the sense that as an industry, Manufacturing wages are significantly higher than in Education, Health.... More recent statistics generated by the Georgia Department of Labor reveal loss of jobs in the Transportation, Warehousing, Utilities sector, significant not only because of the loss of local jobs, but as an industry these are among the highest wages paid. The same date reported addition of a new industrial category in the community, Management Companies. While employment is small in number, wages were reportedly among the highest in the community.

The most pressing economic development issue on the community at this writing is planning for the development of the U. S. 19 and GA. 96 intersection in Butler. Standards regulating development in this area are critical to maximize the long-term economic benefit of this site.

## Housing

The community experienced a major shift in housing between 1980 and 2000. During this period the conventionally constructed (built on-site) single-family home (presented in the table as Single Units) decreased in number by approximately 100; the mobile/manufactured home increased its presence by 1,200 units. Both trends were documented countywide. The decrease in conventional housing occurred in all local jurisdictions. The rural area accounted for 84% of the increase in manufactured housing; Butler 13% and Reynolds 3%. In twenty years this housing type has increased from 13% to 40% of the local housing inventory, and the trend gained strength during the period. Mobile homes increased by 540 units in the 80s and 680 in the 90s. The 2000 Census documented half of the rural inventory as being manufactured housing.

Types of Housing 1980 - 2000												
Category	Taylor			Butler			Reynolds			Rural		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
Total Housing	2865	3162	3978	728	708	864	480	474	491	1657	1980	2623
Single Units	78%	66%	54%	72%	65%	56%	85%	77%	72%	79%	63%	49%
Duplex	5%	3%	2%	12%	8%	7%	4%	5%	5%	3%	-	-
Multi-Family	3%	1%	3%	4%	2%	9%	1%	4%	6%	3%	-	-
Mobile Home or Trailer	13%	29%	40%	12%	24%	28%	10%	14%	18%	15%	35%	49%
Other	-	1%	1%	-	1%	-	-	1%	-	-	2%	1%

Source: U. S. Census data

The surrounding area is experiencing a similar housing trend. The 2000 Census reported this housing type accounted for at least 40% of housing units in three adjoining counties; a fourth had 38%. Aggregated area percentages for the three periods were 12%-21%-28%.

Manufactured housing can be more difficult to maintain than conventionally constructed housing in the long-term, and could hasten deterioration of the local housing stock. In addition, because of preferential treatment under existing property tax structure, dwellings of this type typically yield a decreasing property tax revenue stream for local government. Conventionally constructed housing will appreciate in value generally, helping sustain the local property tax base for revenue generation. In absence of successful measures to counter this adverse effect on local taxation, government officials will find it increasingly difficult to fund local government services.

The 2000 Census documented the median age<sup>13</sup> of housing in Reynolds to be forty-three years; a full decade older than dwellings in the county-seat and rural area. The youngest housing inventory was documented in the rural area, the result of placement of over 1,000 manufactured

<sup>13</sup> Half of the residences were apparently constructed before 1965, the other half afterwards.

housing units during the 1980s and 1990s. Median age of housing across the community is 31-32 years. The war decade of the 1940s is credited with the smallest proportions in all local jurisdictions.

Age of Housing - 2000								
Year of Construction	Taylor		Butler		Reynolds		Rural	
	Occupancy		Occupancy		Occupancy		Occupancy	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
# occupied units	2520	761	439	274	321	124	1760	363
1990-2000	24%	18.5%	17%	31%	4%	6%	29%	13%
1980-1989	19%	17.0%	13%	13%	11%	19%	22%	19%
1970-1979	21%	33.0%	22%	31%	23%	29%	20%	36%
1960-1969	13%	14.5%	22%	12%	18%	20%	10%	15%
1950-1959	9%	5%	12%	5%	23%	7%	6%	4%
1940-1949	3%	4.5%	3%	6%	5%	6%	3%	3%
< 1940	11%	8.0%	11%	3%	16%	13%	10%	10%
Median Year Built	1976	1976	1971	1978	1963	1972	1980	1974
	1976		1975		1965		1979	

Source: U. S. Census

When more specific housing data are not available, housing conditions are commonly measured by the absence of complete plumbing and kitchen facilities.<sup>14</sup> Between the 1990 and 2000 Censuses the proportion of dwellings lacking these facilities remained constant at the community level, but as the number of housing units increased (816), so too did the number lacking these facilities. The numbers revealed 42 more without plumbing and 57 more without kitchen facilities. The increases were documented in Butler and the rural area; Butler 17 (plumbing) and 17 (kitchen), and the rural area increased by 24 and 40, respectively. These statistics grossly under count the extent of substandard housing in the community, however. There are many other physical features that contribute to housing condition, and the community's high poverty rate also has a major impact on housing conditions.

Condition of Housing 1990 - 2000										
Units Lacking Complete:	Taylor		Butler		Reynolds		Rural		Adjoining Counties	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
Plumbing Facilities	4%	4%	2%	4%	2%	2%	5%	5%	4%	2%
Kitchen Facilities	3%	3%	2%	3%	2%	1%	3%	4%	3%	1%

Source: U. S. Census data (SF3) compiled by DCA

<sup>14</sup> Complete plumbing facilities defined as an installed sink with piped water, a range, cook top and convection or microwave over, or cook stove and a refrigerator. Portable cooking equipment was not considered a range or cook stove. An ice box was not considered to be a refrigerator. Complete kitchen facilities defined as hot and cold piped water, a bathtub or shower, and a flush toilet in the unit.

Review of aggregate data from the surrounding area revealed improvements in these two general measures of housing conditions. While occupied housing increased by 19%, the proportion and number of units lacking plumbing facilities were essentially halved.

The community has a high homeownership rate, significantly higher than the surrounding counties. During the 1990s, homeowners accounted for 98% of the increase in occupied housing. This trend was most profound in the unincorporated area where owner-occupied households increased by 643, fueled in large part by placement of manufactured housing. Renter-occupied households decreased by 45 in the rural area. Butler experienced an increase of forty of each; Reynolds lost a dozen of each.

The 1990 and 2000 Censuses both credited the community with a high vacancy rate. By comparison, Census documented rates in 1970 and 1980 were both 7.4%. In 2000, there were 697 reported vacancies. Of these, 232 were “rented or sold, not occupied” and 182 were “for seasonal, recreational, or occasional use”<sup>15</sup>, and collectively accounted for 59% of total reported vacancies. This percentage was much higher than in the surrounding counties. No reason could be found to explain the high numbers.

Residential Occupancy Characteristics 1990 - 2000										
Category	Taylor		Butler		Reynolds		Rural		Adjoining Counties	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
Total Housing	3,162	3,978	708	864	474	491	1,980	2,623	32,575	38,689
Owner Occupied*	73%	77%	63%	62%	75%	72%	76%	83%	67%	67%
Renter Occupied*	27%	23%	37%	38%	25%	28%	24%	17%	18%	17%
Vacant†	11.3%	17.5%	10.7%	17.5%	5.7%	9.4%	12.9%	19.0%	7.5%	9.3%
For rent only	69	160	29	54	8	10	32	96	-	-
For sale only	26	31	12	5	1	7	13	19	-	-

\* expressed in percentages of occupied housing

† expressed as percentage of total housing

Source: : U. S. Census

Neither of these subcategories represent housing which is “on the market” in the sense of being an option for those looking for housing. Their deduction from the total number of vacancies effectively reduces the vacancy rate to 7% (283); similar to previously recorded rates. Based on this revision to the raw statistics, jurisdictional vacancy rates within the county were 9.3% for Butler, 4.2% for Reynolds and 7% in the rural area.

<sup>15</sup> “If any money rent has been paid or agreed upon but the new renter has not moved in as of the date of enumeration, or if the unit has recently been sold but the new owner has not moved in, the vacant unit is classified as “rented or sold, not occupied”. Vacant units used or intended for use only in certain seasons or for weekend or other occasional use throughout the year.

The overwhelming increase in vacancies was in renter housing. In 1990, 73% of vacant units either for sale or for rent was for renters; this increased to 84% in 2000. The community netted an increase of only five residential units for sale; a strong measure of the absence of housing choice in the community.

The median value of owner-occupied residential property increased 55% during the 90s; 59% in Butler and 33% in Reynolds. The national inflation rate during the same period was 38%. Taylor recorded the same percentage increase as three adjoining counties; two were less, two were higher.

Housing Costs 1990 - 2000						
Category	Taylor		Butler		Reynolds	
	1990	2000	1990	2000	1990	2000
Median Property Value	\$36,400	\$56,300	\$38,700	\$61,600	\$43,700	\$58,200
Median Rent	\$229	\$302	\$234	\$301	\$215	\$277

Source: U. S. Census

Countywide, median rent increased 32%; both cities were credited with 29% increases. Increases in median rents in all adjoining counties ranged from 36% to 71%.

Renters in Butler and Reynolds pay slightly higher proportions of their household income for housing than rural area renters. The percentage was lower in six of the adjoining counties than in Taylor.

Median Gross Rent as a Percentage of Household Income - 2000		
Taylor	Butler	Reynolds
26.7%	30.3%	28.6%

Source: U. S. Census

A generally accepted “safe” home mortgage ratio of residential property value to household income is 2.5:1.<sup>16</sup> Application of this formula to Taylor County’s 2000 owner-occupied median property value and median household income (\$25,148) yields a ratio of 2.24:1. Insertion of Butler’s median property value and median household income (\$22,105) into the formula yields a ratio of 2.8:1. For Reynolds, the median property value to median household income (\$25,347) ratio is 2.3:1. Within the surrounding counties the ratios ranged from 2.06:1 to 2.42:1 for the same period; five counties were equal to or lower than Taylor and two were marginally higher.

Another method for analyzing housing affordability is to substitute local wages in the ratio for median household income. The average weekly wage for jobs in Taylor County in 2000 was \$466,<sup>17</sup> yielding an annual wage of \$24,232 (based on 52 weeks). Application of a 2.5:1 ratio yields a “safe” property value/mortgage of \$60,580 for a one wage earner household; 8% above the county median and \$1,000 below the Butler median value. Increasing income by a factor of 1.5 to represent a part-time or lower-paid second household wage earner increases household income to \$36,348, significantly above the “safe” lending ratio used here.

<sup>16</sup> This ratio applies to any locale as long as local values and income are used. A 2005 Goldman Sachs study placed the national historic ratio for home loans at 2.7:1.

<sup>17</sup> Georgia Department of Labor, “Employment and Wages 2000 Averages”

Nevertheless, there are residents in the community over-burdened with the costs of housing. Two levels of burden have been considered; moderate and severe. Moderately burdened households are defined as those paying 30%-49% of net income on total housing costs; severely cost-burdened pay 50% and more. Based on incomplete information, it would appear the number of cost-burdened households decreased between 1990 and 2000. The number moderately burdened decreased communitywide by half. The 2000 Census reported 8% of the community's households were moderately cost-burdened, 5% were severely burdened.

Housing Cost Burdened 1990 - 2000								
Category	Taylor		Butler		Reynolds		Rural	
	1990	2000	1990	2000	1990	2000	1990	2000
30% - 49%	507	255	121	70	72	50	314	135
50% and greater	NA	165	NA	89	NA	30	NA	46

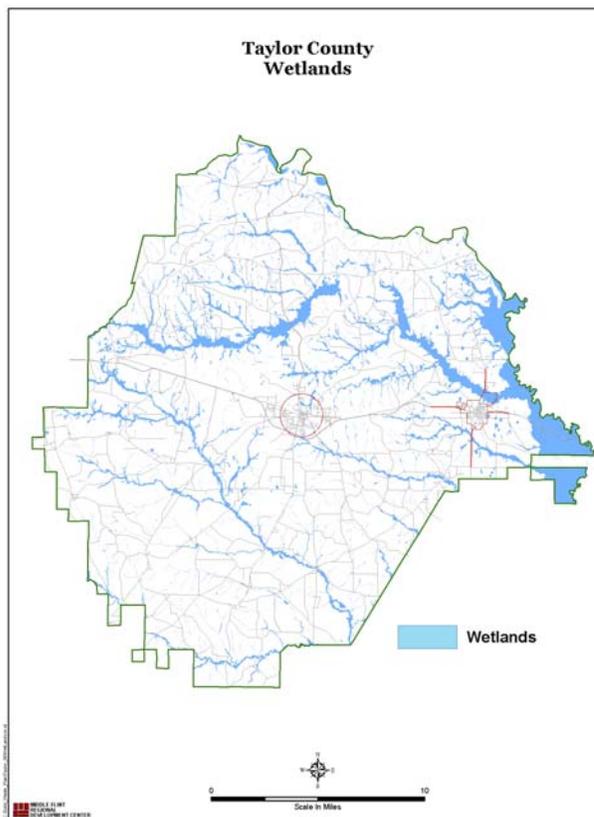
Source: U. S. Census data

## Natural and Cultural Resources

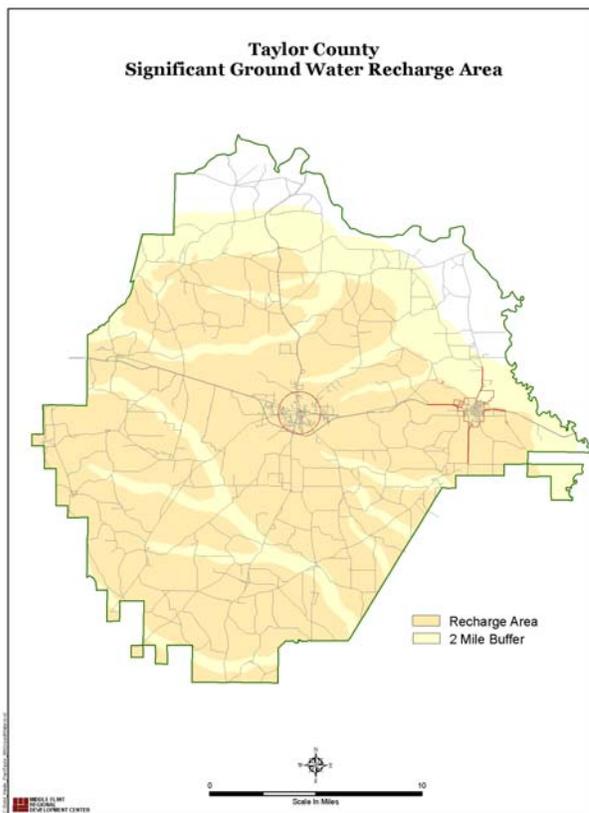
### Environmental Planning Criteria

Georgia Rules for Environmental Planning Criteria regulate development in and/or proximate to wetlands, groundwater recharge areas, protected rivers, protected mountains and public water supply watersheds.

Wetlands are defined as areas 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 and bogs (refer to accompanying map). Section 404 of the Clean Water Act provides a federal permit process that may allow activities in wetlands after a public interest review. Most activities in wetlands will require a Section 404 permit from the U. S. Army Corps of Engineers. If wetlands are altered or degraded, mitigation of offset losses will be required as a condition of a Section 404 permit. Under current federal policy, alterations or degradations of wetlands should be avoided unless it can be demonstrated that there will be no long-term adverse impacts or net loss of wetlands. Section 401 of the Clean Water Act requires certification by the State of any permit issued under Section 404. Other state and federal laws are also applicable to wetlands and wetlands protection. The applicable state environmental regulation can be found at 391-3-16-.03. All three jurisdictions have delayed adoption of a wetland protection ordinance pending state updates to applicable regulatory standards.



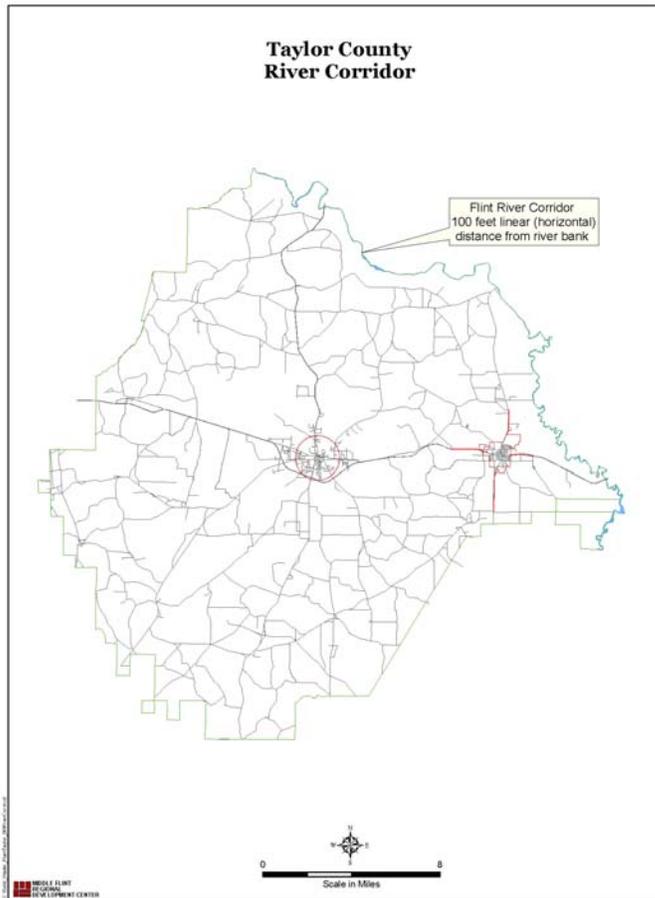
Groundwater recharge is the process by which precipitation, primarily in the form of rain, infiltrates soil and rock to add to the volume of water stored in pores and other openings within them. Aquifers are soils or rocks that will yield water to wells. Recharge areas are likely to have the greatest vulnerability to pollution of groundwater from the surface and near surface activities of man. Most of the community overlies a portion of the state's significant groundwater recharge area (refer to accompanying map). The only local exceptions are the northeast extremities proximate to the Flint River, and banks along streams where precipitation typically drains into the nearby watercourse rather than being absorbed into the soil. All three jurisdictions have delayed adoption of a wetland protection ordinance pending state updates to applicable regulatory standards.



The Georgia Mountain Protection Act defines protected mountains as land 2,200 feet or more above mean sea level. The community's highest elevation is approximately 700' above MSL near the northwest county boundary. Consequently, there are not any protected mountains in the community.

A water supply watershed is the area of land upstream of a government-owned public drinking water intake. There is not a governmentally-owned public drinking water intake (water supply reservoir) or water supply watershed in the community. Neither is the community itself within a water supply watershed. The community is located in the Coastal Plains Geologic Province, within which water supplies are almost universally withdrawn from groundwater aquifers.

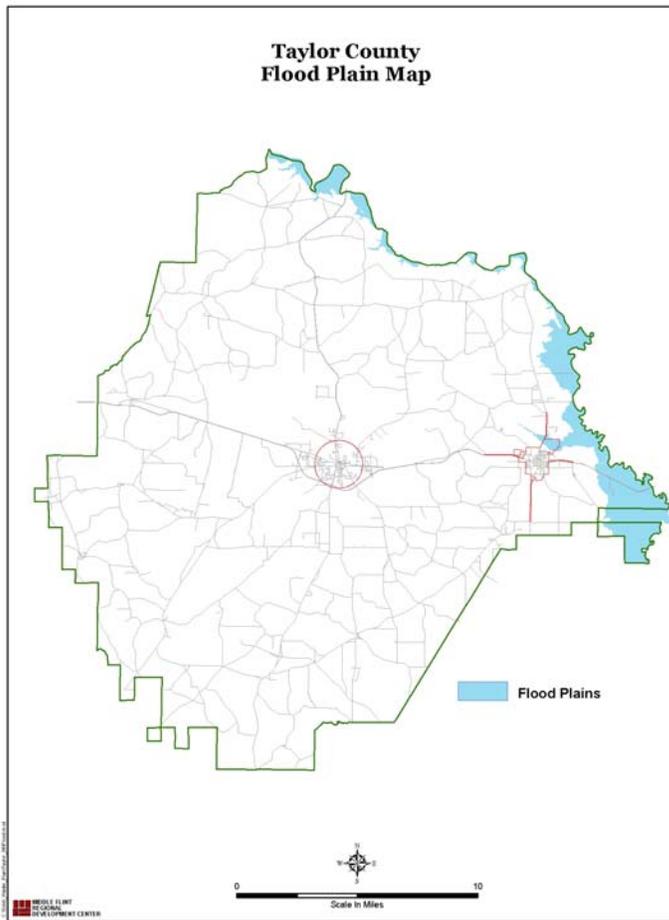
Georgia’s River Corridor Protection Act defines a protected river as any perennial watercourse with an average annual flow of at least 400 cubic feet per second, and the protected river corridor as a 100 feet buffer (horizontal distance) paralleling both sides of the river bank. The Flint River is a designated protected river. Taylor County has suspended adoption of a river corridor protection ordinance pending state updates to applicable regulatory standards



#### Other Environmentally Sensitive Areas

Groundwater aquifers safely meet all local public water supply needs; withdrawals are permitted and monitored closely by a state regulatory agency. For general planning purposes steep slopes are defined as being greater than 25%. One site, estimated to be less than 500 acres, has been identified in north-central Taylor.<sup>18</sup> There are not any coastal resources in Taylor County. Flood plains have been identified and mapped in Taylor and Reynolds. Both jurisdictions have enacted flood damage prevention ordinances and participate in the National Flood Insurance Program. Butler has been identified as not prone to flooding.

<sup>18</sup> Location determined by digital elevation model data, USGS; acreage estimation by Middle Flint Regional Development Center



Much of the community, especially the west half, is comprised of light, sandy soils. This feature, in conjunction with hilly terrain common in much of the county contributes to higher levels of erosion and sedimentation. One local stream in the western half of Taylor has been declared an impaired stream, the result of sediment.

There are currently believed to be twenty-four plant species and twenty-one animal species of Special Concern distributed widely throughout the community. Because of location astride the geologic Fall Line dividing the Piedmont and Coastal Plains Provinces, habitats preferred by plant and animal species from both Provinces are present locally. Although not all the species identified in the following table have been verified as being present, their respective habitats have been.

Special Concern Plant and Animal Species in Georgia			
Plant Specie	Habitat	Animal Specie	Habitat
Narrow-fruit Swamp Sedge	Seepage bogs; Atlantic whitecedar swamps; other habitats?	Southern Elktoe	Large creeks and river mainstems in sandy mud and rock pools
Florida Senna	Sandhill scrub; longleaf pine-wiregrass savannas	Eastern Tiger Salamander	isolated wetlands; pine dominated uplands; open fields
Atlantic White-cedar	Clearwater stream swamps in fall line sandhills	Bluestripe Shiner	Flowing areas in large creeks and medium-sized rivers over rocky substrates
Croomia	Mesic hardwood forests, usually with Fagus and Tilia	Black-crest Elimia	Slackwater habitats in medium-sized rivers
Tawny Cotton-grass	Mountain bogs; peaty wet meadows in alluvial flats in Fall Line sandhills; also in Okefenokee Swamp	Flaxen Elimia	Gravel or cobble shoals with moderate current
Dwarf Witch-alder	Openings in low woods; swamps	Delicate Spike	Large rivers and creeks with some current in sand and sand and limestone rock substrates
Bog Sneezeweed	Seepage bogs, sometimes with Sarracenia rubra near the Fall Line	Winged Spike	Spring influenced streams with substrate of sand and limestone rock
Harper Wild Ginger	Low terraces in floodplain forests; edges of bogs	Inflated Spike	Sand and limestone rock substrates
Carolina Bog Laurel	Open swamps and wet meadows; mountain bogs and Atlantic white-cedar swamps	Purple Bankclimber	Small to large rivers with moderate current and substrate of sand, fine gravel, or muddy sand
Pond Spicebush	Pond margins and wet savannas	Gopher Tortoise	Sandhills; dry hammocks; longleaf pine-turkey oak woods; old fields
Southern Twayblade	Poorly drained circumneutral soils	Barbour's Map Turtle	Rivers & large creeks of Apalachicola River drainage
Lax Water-milfoil	Bluehole spring runs; shallow, sandy, swift-flowing creeks; clear, cool ponds	Shinyrayed Pocketbook	Sandy/rocky medium-sized rivers & creeks
Allegheny-spurge	Mesic hardwood forests over basic soils	Southern Hognose Snake	Sandhills; fallow fields; longleaf pine-turkey oak
American Ginseng	Mesic hardwood forests; cove hardwood forests	Lined Pocketbook	Large creeks and rivers in stabilized shoals in moderate to swift current
Clearwater Butterwort	In shallow, sandy, clearwater streams and seeps; Atlantic whitecedar swamps	Gulf Moccasinshell	Sandy/rocky medium-sized rivers & creeks
Sandhill Golden-aster	Sandhills near fall line	Shoal Bass	Shoals and riffles of large streams to rivers
Chapman's Beakrush	Wet, sandy, peaty depressions; Chamaecyparis seeps	Apalachicola Redhorse	Pools, runs, and riffles (shoals) of large rivers and their tributaries
Green Pitcherplant	Wet meadows; upland bogs	Striped Newt	Pine flatwoods, sandhills; isolated wetlands
Sweet Pitcherplant	Atlantic white cedar swamps; wet meadows	Highscale Shiner	Flowing areas of small to large streams over sand or bedrock substrates
Canby's Club-rush	Marshes; shallow ponds; peaty swamps, as Okefenokee Swamp and Atlantic whitecedar swamps	Oval Pigtoe	Sandy, medium-sized rivers & creeks
Fringed Campion	Mesic deciduous forests	Gopher Frog	Sandhills; dry pine flatwoods; breed in isolated wetlands
Pickering's Morning-glory	Open, dry, oak scrub of sandhills	-	-
Relict Trillium	Mesic hardwood forests; limesink forests; usually with Fagus and Tilia	-	-
Barren Strawberry	Stream terraces and adjacent gneiss outcrops	-	-

Source: Georgia Department of Natural Resources Wildlife Resources Division's Nongame Wildlife Program

An indication of the rich variety of rare plant and animal species that exist in the community is state acquisition of an 884 acre site, known as the Fall Line Sandhills, in extreme west-central Taylor County. Eleven plant and animal species of concern are known to be present on-site, and at least three others are suspected of being present because of suitable habitat and occurrences nearby. Documented species include the striped newt (population here is the only one known within the fall line sandhills region), tiger salamander, gopher frog (site has perhaps the largest population in Georgia), gopher tortoise, bachman's sparrow; greater sandhill crane; sherman's fox squirrel, pondberry, sandhill golden aster, lax water-milfoil and Southern hognose snake. Florida pine snake and southeastern kestrel are all very likely to occur on-site, but have not yet been detected.

### Significant Natural Resources

Because of its physical location astride the geologic Fall Line, Taylor County offers scenic vistas of gentle rolling hills of the Piedmont Province and flatlands of the Coastal Plains. The community has the visual contrast of forested ridges and valleys, pastured hillsides and vast expanses of flat, cultivated farmland. Prime farmland is a relatively rare commodity, however; as the soil is predominantly sandy. Consequently, most of the countryside is in forest, which provides not only jobs for the lumber industry but an abundance of habitat for wild game. The deer population is among the highest in the surrounding area, and recreational hunting provides a seasonal boost to the local economy. The Flint, one of the major rivers in the state, comprises the northeastern boundary of the county.

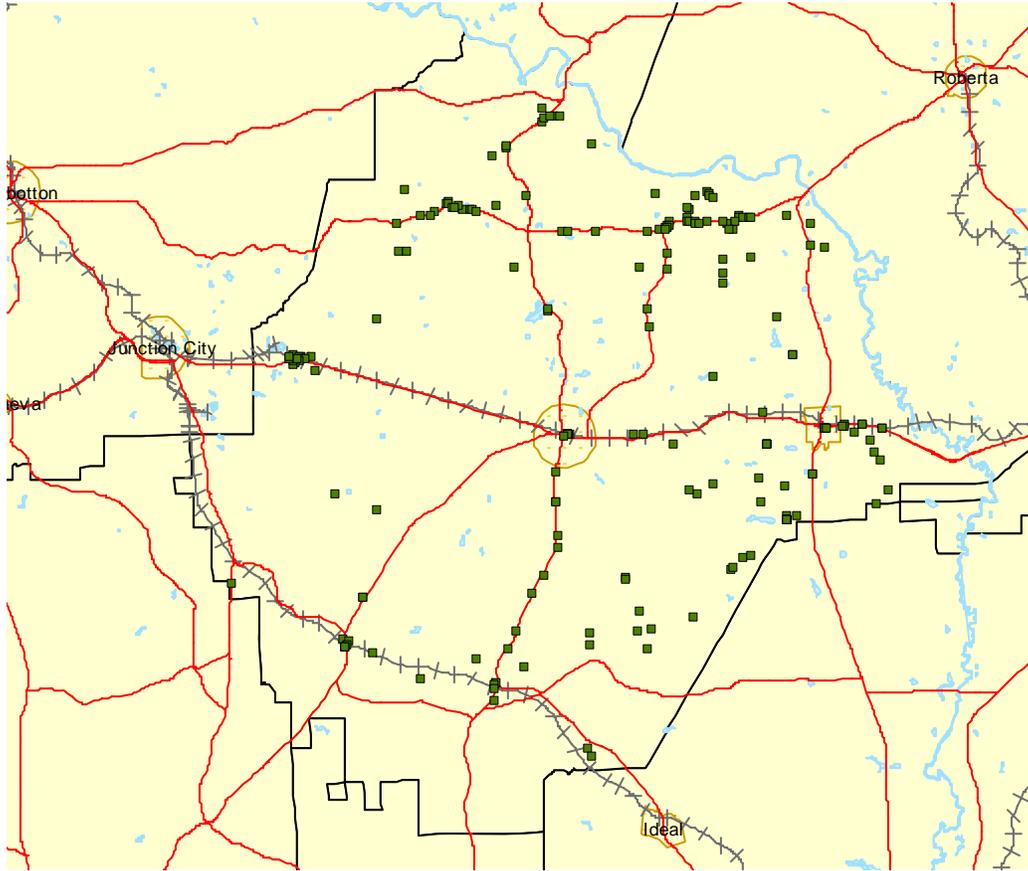
### Significant Cultural Resources

A historic resources survey performed in 1997 resulted in the identification of 307 resources of potential historic significance.<sup>19</sup> As the following map reveals, these properties are most heavily concentrated in the northern third of the county along Georgia Highway 208. At the time of the survey four percent of the structures were estimated to have been constructed before 1850, another 33% were dated to the period 1850-1899, and 64% were constructed between 1900 and 1950. Dwellings accounted for the overwhelming majority, almost 15% were constructed for use as retail businesses, and churches were the next most common resource accounting for approximately 3% of the total. A large percentage of the structures were reported as satisfying criteria for listing on the National Register of Historic Places.

---

<sup>19</sup> University of Georgia

General Locations of Resources of Potential Historic Significance  
1997 Survey



At this writing four local resources are listed on the State and National Registers of Historic Places; Butler Downtown Historic District, the Taylor County Courthouse, F. A. Ricks House in Reynolds and Union Methodist Church in unincorporated Taylor County. A former school in the rural Mauk community was placed on the State Register of Historic Places in 2007, and was referred for listing on the National Register of Historic Places.

## Historical Markers

### TAYLOR COUNTY

Taylor County was created by Act of Jan. 15, 1852 from parts of Macon, Marion and Talbot Counties. It was named for Zachary Taylor (1784-1850), 12th President of the U.S., Major-General, Commander of the Army of the Rio Grande. Known as "Old Rough and Ready," he captured Monterrey, Sept. 24, 1846 and defeated Santa Anna at Buena Vista, Feb. 22-23, 1847. First officers of Taylor County, commissioned July 24, 1852 were: J.M. Thompson, Sheriff; J.M. McCants, Clerk Sup. Ct.; James T. Harmon, Clerk Inf. Ct.; A. Rhodes, Tax Rec.; Charles Loyd, Tax Col; J.B. Hamilton, Ordinary; C. Stewart, Coroner; Jonathan Stewart, Surveyor.

(Marker located at the Taylor County Courthouse)

### GENERAL JOHN B. GORDON

Gen. John B. Gordon General John Brown Gordon (1832-1904) C.S.A., lawyer, statesman owned this farm "Beechwood", from 1888 until his death. Here he raised Texas ponies, goats, horses and cattle. For a time he lived in "the old John D. Mitchell home"; later, he moved to a nearby small house that is no longer standing. "The most important military figure in the history of Georgia, General Gordon had no training in martial affairs." Elected Captain of a group of mountaineers, he was a Lieutenant General by 1865. After the war, a strong advocate of home rule, he served in the United States Senate. (Marker located on Georgia Highway 96, 1.5 miles east of the City of Reynolds)

### OLD FEDERAL ROAD

The Federal Road across the Creek Indian County, western Georgia's first vehicular way, passed here leading from Fort Hawkins (now Macon) to the Alabama River above Mobile. The trace, which followed closely the course of the earlier noted Lower Creek Trading Path, long served as an important immigrant [sic] and post route to the west. It was opened subsequent to the 1805 Treaty of Tellico with the Cherokees. General John Floyd's army followed the road to Alabama during the Creek War of 1813-14. LaFayette traveled this way in March, 1825 enroute to Alabama.

(Marker located across from restored house, 9904 Ga. 208, Talbot Co. Previous location: US 19 @ Ga. 208, 7 miles north of Butler)

### FIFTY YEARS OF ELECTRIFICATION

In 1936, a group of farmers in the Crowell area investigated the possibility of bringing electric service to the community. In 1937, they formed Taylor County Rural Electric Cooperative with a loan from the Rural Electrification Administration to serve 175 members in Taylor County. Crowell became the first community to be served by the new electric cooperative. Thus the humble beginning of Flint Electric Membership Corporation. Flint EMC now serves members in 15 Middle Georgia counties.

(Marker located at Ga 283 (Crowell Rd) at Ga 137 at Crowell Community)

### TUSCALOOSA FORMATION

The sand clay formation here represents the first prominent Coastal Plain deposits laid upon an ancient floor of granites and gneisses. Southward this formation (Tuscaloosa Upper Cretaceous) becomes more and more deeply buried and contains marine beds. These rocks are more than 60,000,000 years old. Still older Lower Cretaceous rocks underlie them down the dip. Oil fields of Alabama and Mississippi are from marine beds of this formation, which occur also in Georgia to the south, indicating oil in Georgia too. (Marker located on US 19, 5.5 miles north of Butler)

### THE WIRE ROAD

The Wire Road, named for a line of telegraph wire once stretched along it, formed a part of the stage highway from Richmond to New Orleans. About 3 miles from the Flint River on this road is the Crowell Methodist Church, founded in 1826, on the site of an Indian Agency. Near the church were stables where fresh horses were kept for stagecoaches. Near Fickling's Mill was an inn where travelers on the coaches spent the night. Many noted guests, including General Lafayette, were entertained at the Peter Corbin mansion which stood about a mile from the Flint River on the Wire Road. (Marker located 1.5 mi W of uncton with Ga 263 near Fickling Mill)

### OLD FEDERAL ROAD

The road crossing east and west here is the Old Federal Road, western Georgia's first vehicular thoroughfare. Beginning at Fort Hawkins (now Macon), it led across the Creek Indian Country to the Alabama River above Mobile. Permission to open the trace was granted by the Indians in 1805. The road long served as an emigrant and post route to the West. Fort Perry, one-half mile due east, was established by General John Floyd's army when it came this way during the Creek War of 1813-14. LaFayette travelled this road to Alabama in 1825. He spent the night of March 30 at Spain's Tavern near Fort Perry.

The community has been the home of the Taylor County Holiness Camp Meeting since 1939. The campground, located in the northern part of the community, is the site of annual weeklong revival services. The heritage of the event/site dates from America's early history when shelters were constructed of brush, known as "Brush Arbors", for use as a tabernacle.

Reynolds is the home of the annual Georgia Strawberry Festival. Unincorporated Howard community is home of the annual Crackerland Country Fair. There are assumed to be significant archaeological sites in the community. However, specific information about any sites that may have been documented by state or state-associated researchers is not released so as to prevent vandalism of the sites.

## Community Facilities and Services

### Public Water Supply

#### Butler

Butler's original water system dates from ca 1940. At this writing three deep wells are in regular use drawing raw water from an aquifer. Two wells have rated pumping capacities of 400 gallons per minute; the third is rated at 165 gpm. The two main wells typically pump 500K gallons per day; approximately 66% of permitted capacity (500K/750K). Storage is provided by means of two elevated tanks; 300K gallons in the industrial park and 100K gallons at a site downtown. The larger tank is at a thirty-four feet higher elevation necessitating a booster pump to transfer water, when needed, from the downtown tank and wells. Service is provided citywide to 1,230 customers. System improvement needs include increased elevated storage capacity for downtown and the eastern half of the city and associated water transmission lines, service main upgrades to provide fire flow, upgrade of water transmission mains, upgrades to meet anticipated demand generated by commercial development around the U. S. 19/GA 96 intersection, service extension to proposed county jail, and system improvements in the industrial park - new wells, increased storage capacity and water main upgrades.

#### Reynolds

Reynolds' accesses its groundwater supply via three deep wells. The two wells in regular use have pumping capacities of 500 and 600 gallons per minute, while the third provides a 100 gpm reserve capacity. On average, these wells pump approximately 60% of permitted capacity (150K/255K). Raw water is treated with chlorine, fluoride, AquaMag (for iron and manganese removal) and lime (for pH adjustment). Storage is provided by a single 250K gallon elevated tank. Most of the water mains were constructed of asbestos cement pipe, a commonly-used material at the time of construction. Long-term exposure to asbestos fibers that slough off the interior of these lines into the water stream pose a potential health hazard to system customers. A major upgrade ( $\pm 50\%$  of the distribution system) in 2006 resolved much of this problem, but lines in the south half of the city are yet to be replaced.

#### Taylor

A textile manufacturer in unincorporated Potterville closed its doors in 1988 after 93 years of production. The manufacturer provided water distribution and a wastewater collection and treatment system for the benefit of Potterville residents; almost all of whom were employed by the manufacturer. The county created a water and sewerage authority in 1995 to assume ownership, operate and maintain both utility systems for residents of the former "company town". The water system has approximately 50 customers, virtually all are residential. A deep well was drilled in October 1989. Raw water is treated with chlorine and stored in a 75,000 gallon elevated tank. The distribution system is comprised of approximately 9,500 linear feet of 8" mains and 1,200 linear feet of 6" mains. The elevated tank was completely rehabilitated, new distribution mains installed and the majority of the system's service lines were installed in 2006/2007. At this writing, there are no known deficiencies in the system.

## Wastewater Collection and Treatment

### Butler

The oldest components of Butler's wastewater collection and treatment system date to 1959. At this writing the system has 710 customers. Approximately 125 residences are not served because collection lines have not yet been extended throughout the western extremity of the city. Completion of a project, which at this writing is in the initial stages of implementation, would add  $\pm 30$  of these residences. The collection system consists of  $\pm 97,575$  LF of 8",  $\pm 8,600$  LF of 10", and  $\pm 860$  LF of 15" gravity sewers, 4 sewage lift stations and approximately  $\pm 10,840$  LF of force main. Completion of the project referenced above would add  $\pm 4,255$  LF of 8" gravity sewer and  $\pm 1,670$  LF of force main to the system. The city implemented a land application wastewater treatment system in 1999, and has a permitted discharge limit of 500K gpd. At this writing wastewater flows average approximately 220K gallons per day; approximately 45% of permitted discharge. System needs known at this time include continued extensions to unserved city residents, service upgrades to meet anticipated demand from commercial development at the U. S. 19/GA. 96 intersection, and service extension to the proposed county jail. Although there are no indications at this writing, a system of this age can expect infiltration and inflow (I&I). Infiltration is groundwater that enters the collection system through cracks or offset joints in gravity lines or through cracked, broken or collapsed manholes. Inflow is storm water that enters the collection system from above ground through storm drains that are tied into the sanitary sewer system, open pipes in creeks and wet weather ditches, or manholes set too low or lacking covers.

### Reynolds

The first installment of Reynolds' sanitary sewer system was constructed in 1951; a major addition was made in 1972. With very rare exception, the collection system consists of terracotta (clay) pipe with brick manholes. Service is provided citywide to  $\pm 550$  customers. Wastewater is treated by means of an oxidation pond, and the system is permitted to discharge up to 160K gallons per day into Patsiliga Creek, a tributary of the Flint River. Infiltration and inflow resulting from wet weather events increase effluent volume by 20%-30%. These increases make treatment more difficult and occasionally cause discharges to exceed permitted effluent limits, which in turn result in the state regulatory agency issuing notices of violation and fines. Investigations performed to date reveal numerous sites of I&I throughout the system. Current needs include rehabilitation of collection lines throughout the system, and expansion and upgrade of the wastewater treatment facility.

### Taylor

The only public wastewater collection and treatment system in unincorporated Taylor County is in the Potterville community. Approximately thirty customers are served by a standard gravity-flow collection system approximately 5,900 linear feet in length. With addition of a pumping station service could be extended to a small number of nearby residents. The system's two oxidation ponds are permitted to discharge up to 120,000 gallons per day into Horse Creek. At this writing a major system renovation consisting of replacing collection and service lines, lowering manholes, and relocating collection lines and manholes from private property to public rights-of-way is nearing implementation. Upon completion (2008), there should not be any significant deficiencies in the system. Wastewater treatment/disposal is provided by means of

individual septic systems throughout the balance of the rural area, most of which overlies significant groundwater recharge area. Development throughout the rural area is very sparse; there are no indications of environmental problems. Health department standards regulate installation of new septic systems, and these standards are more stringent in significant recharge areas.

### Stormwater Management

Stormwater is managed via open drainage ditches. Turn-outs complement some of these structures in western Taylor to divert sandy soils from creeks and streams. Reynolds' northeast quadrant, a residential neighborhood, has the greatest need for improved stormwater management.

Presented below are inventories of local government buildings.

Taylor County Facilities Inventory				
Function	Address	sq. ft.	Material	Construction/ improvements
Courthouse	2 North Broad St	12,000'	masonry	1934/1987
Courthouse annex/jail	5 North Broad St	5,000'	masonry	1960/1989
Road Department Shop	155 Charing Rd	8,400	metal	2004
Publics works office/shop	155 Charing Rd	5,000'		1988
Maintenance building	168 Charing Rd	1,300'		1983
Health Dept./DFCS	178 Charing Rd	9,100'	masonry	1988
DFCS Annex	164 Charing Rd	1,600'	wood	1970
Road & Bridge Repair shop	157 Charing Rd	3,600'	masonry	1984
Recreation Department	183 Charing Rd	1,800'	wood	1995
Recreation Dept well/pump	183 Charing Rd	200'	masonry	2001
Rec. concessions/ restroom	183 Charing Rd	1,800'	metal	2004
Family connections office	35 Oak St	1,350'		1953
Scale office		100'	masonry	1995
EMS shelter	26 E. Main St	1,500'	metal	2002
Multipurpose building	196 E. Main St	8,200'		1996
Landfill office	185 Roberta Hwy	190'	wood	-
Landfill shop	185 Roberta Hwy	6,500'	metal	2000
Senior Citizens Center	25 W. Wm. Wainwright St	4,495'	frame	2003
Thrift shop (2)	1 Ivy St	3,500'	brick	1950s
County annex	7 Ivy St	9,000'	masonry	1945/2002
Industrial spec building (storage)	14 Billy Blvd	50,000'	masonry	1998
Neighborhood Service Ctr	22 E. Main St	4,160'	brick	1975
MD office	16 S. Broad St	1,300'	brick	1989
EMS Shelter	27 S. Collins St	1,800'	metal	2004

Butler Facilities Inventory				
Function	Address	Sq. Ft.	Type	Construction/ improvements
City Hall	Cedar Street	2,208	brick	1985
Library	West Main Street	3,800	brick	1994
Storage	Industrial Park Rd	2,778		1975

Storage	Cedar Street	930		1920
Storage	Cedar Street	132		1990

Reynolds Facilities Inventory				
Function	Address	Sq. Ft.	Type	Construction/ improvements
City Hall	3 E. Wm. Wainwright St	5,325'	brick	1909
Armory (multi-purpose)	86 W. Wm. Wainwright St	13,500'	masonry	1952
Depot/Library	26 North Winston St	4,130	brick	1922/2002
Gazebo/Bandstand	26 North Winston St	675'	wood	
Maintenance Barn		7,200'		1974
Fire House		4,400'	metal	1970

## Law Enforcement

### Taylor County

The Taylor County Sheriff's Department/jail is housed across the street from courthouse square in Butler. One dozen employees are comprised of a combination of investigators, deputies, communications officers, and jailers. Emergency calls are dispatched from the regional E-911 center. The department has a shortage of personnel, office and jail space and equipment. A high percentage of law enforcement activity revolves around use of illicit drugs.

### City of Butler

Jurisdiction of the Butler Police Department is confined to the incorporated limits. Six patrol vehicles are available for use by department personnel; the chief, assistant chief and four uniformed officers. Emergency calls are dispatched through the regional E-911 center.

### Reynolds

Jurisdiction of the Reynolds Police Department is confined to the incorporated limits. The department, consisting of the chief and three officers, is located adjacent to city hall. Emergency calls are dispatched through the regional E911 center.

## Fire Protection

There are six rural departments strategically located to minimize response time to fire calls, and a department is located in each of the cities. There are approximately 100 firefighters on the eight department rosters, all volunteer, some of whom serve with more than one department. This limits the number of firefighters who can respond to fire calls at any given time. Additionally, a majority of the firefighters are employed out-of-county and not available to respond to fire calls during normal business hours. Many are also out-of-county on weekends. Currently, the average response to fire calls is 3-5 firefighters. Six fully-equipped responders are needed to fight structure fires "safely"; three to enter, two to standby as back-up and one to operate the truck.

In absence of any special tax districts supporting this service, each department holds at least one annual fundraiser to supplement the limited capital and operating revenues available from local

government. Firefighters respond to all fires (structure, forest, grass) within their respective (±five-mile) service areas. Countywide mutual aid agreements are in place facilitating emergency response assistance between departments. In those areas where fire districts do not overlap, the nearest station to the incident will respond. Fire calls are dispatched by the Middle Flint Regional E-911 center located in an adjoining county. Through this regional service, the local departments also have reciprocal mutual-aid agreements with three adjoining county members of the regional E-911 authority.

In absence of a rural water system, Taylor County depends on a system of fire knockers, older-model tanker trucks to transport water to the fire and a very few dry hydrants. Fire knockers are simply a first-line of defense; designed for wildfires not structure fires. There are very few dry hydrants in the community.

Fire Service Inventory					
Department	Personnel*	Building/Year	Apparatus	ISO	Area Facilities
Pottersville Station 1	12	1500 sq. ft./1981	1 fire knocker	9	
Howard Station 2	5	1,500 sq. ft./1999	1 class A pumper 1 fire knocker	9	
Rupert Station 3	4	1,500 sq. ft./1994	1 fire knocker	9	No dry hydrants
Central Station 4	10	1,500 sq. ft./1984	1 fire knocker	9	Few dry hydrants
Mauk Station 5	6	1,500 sq. ft./1989	2 fire knockers	9	
Panhandle Station 6	10	1,500 sq. ft./1999	1 fire knocker	9	
Butler Station 7	25	3,600 sq. ft./1991	3 class A pumpers; 1 mobile water supply; 1 mobile light/power plant; 1 Type 7 engine quick response	8	
Reynolds Station 8	20	3,900 sq.ft./1990 800 sq. ft. storage	2 class A pumpers 1 fire knocker 1 tanker	8	

\* firemen all volunteer; paid Coordinator

Source: Taylor County Fire Coordinator and county property schedule

In addition to manpower, there is an extensive list of tools, material, equipment, vehicles and capital facilities needs among the eight departments.

The Taylor County Unit of the Georgia Forest Commission (GFC) is manned by two rangers and a tower operator. GFC's focus is on woodland, wildland and agricultural fires; seldom responding to structural fires. On call around-the-clock, local rangers can secure emergency support from colleagues in surrounding counties.

### Emergency Medical Service

The Taylor County Emergency Medical Services Department is manned by one full time and eight volunteer EMTs. The director is housed at Reynolds city hall. Two advanced ambulances and two basic life support ambulances are housed in metal buildings in Butler (1,500 square feet) and Reynolds (1,225 square feet).

### Solid Waste

Taylor County and Butler both collect household solid waste, the county from unstaffed green boxes distributed throughout the unincorporated area; Butler at residential curbside within the corporate limits. The collected waste is transported by county/city vehicles to the commercial landfill in the western portion of the county; one of the highest-volume landfills in the state. Reynolds contracts with a private waste hauler for weekly, curbside, household garbage collection and waste transport to an appropriate state-permitted landfill. All such waste is currently transported to the local commercial landfill. Local generators of commercial and industrial wastes make separate arrangements for collection and disposal. Municipal personnel in Butler and Reynolds collect residential yard wastes (leaves and limbs) for transport to the county inert landfill north of Butler.

### Recreation

The Taylor County Recreation Department provides services communitywide. The county recreation site on the west periphery of Butler is the location of the administrative office, four lighted softball/baseball fields and a quarter-mile walking track. The department maintains these facilities and three baseball diamonds in and owned by the City of Reynolds. Reynolds also owns and maintains two tennis courts, a city park, a quarter-mile lighted walking track, two playgrounds, and a bandstand/gazebo. In the immediate future are plans to upgrade the tennis courts and replace the fencing around the courts. An aggressive ten-year improvement program has been developed which includes: construction of a community building, parking area, playground, restrooms, concession stand and bleachers for recreation fields, installation of a water system and field lighting, purchase of maintenance equipment and upgrades and fencing of tennis courts.

### Health

The county health department is the only public health care facility in the community. Other primary care is provided by clinics and private practice physicians. A 78 bed nursing home is located in Butler. There is no local hospital.

### Libraries

Libraries in Butler and Reynolds are part of the Pine Mountain Regional Library System. The Butler library currently has an annual circulation of approximately 15,000 volumes and is in need of additional floor space. The Reynolds library is located in the depot in 2002 and has an annual circulation of approximately 5,500 volumes.

### Consistency with Service Delivery Strategy

As progress continues with plan development, updates are needed in the Service Delivery Strategy. Foremost among them are water, wastewater collection/treatment and recreation.

## **Intergovernmental Coordination**

The sheriff operates the county jail and, pursuant to terms of agreements with both cities, houses city prisoners. Chief law enforcement officers in each jurisdiction have primary responsibility for coordination. No coordination issues were identified.

Assisted/public housing services are provided in Butler and Reynolds by a multi-county authority. Municipal clerks are the primary contacts for coordination, but authority rests with elected city councils. No coordination issues were identified.

The county, representing the county and both cities, entered into a multi-county partnership with the Valley Partnership Joint Development Authority for industrial recruitment and promotion. The county's development authority director has primary responsibility for coordination. No coordination issues were identified.

The county participated in creation of a regional (seven county) E-911 authority. This agreement includes mutual aid agreements with Macon, Marion and Schley Counties for law enforcement, fire and EMS services. The county manager has primary responsibility for coordination. No coordination issues were identified.

Although no issues were identified within the scope of these agreements, there has been a lack of communication and interaction between and among the various leadership organizations. Such coordination is necessary to develop and implement a community vision for the future.

## **Transportation System**

The community accounts for .5% of the state's total road/street network. State/U.S. routes make up 29% of the local system. Across Georgia, 33% of county roads are not paved; in Taylor the rate is 58%. Statewide, 3.45% of municipal streets are not paved; the aggregate local rate is 4.2%, .25 mile short of the statewide average.

There are 49 bridges along the state routes and approximately half that number on county routes. The local structures are well maintained with local funds and state financial assistance. Route connectivity, signalized intersections and signage are all considered adequate. There is a need for roadway striping throughout the community.

The 2000 Census reported 14% of households had no vehicle available; 22% of Butler households, 15% of Reynolds households. The need for general transit and healthcare reimbursed transportation is being addressed with a county operated three vehicle transit system serving the entire community. Consideration has been given to adding a fourth vehicle. There are sidewalks along some of the state routes through both cities; otherwise pedestrian facilities are very limited. There are not any bicycle facilities in the community. Because all retail, recreational, educational services, et al, must be community-oriented, as opposed to being neighborhood services, the bicycle is not considered a feasible mode of transportation locally. GA. 96 is a state designated bicycle route, but there are no such local designations.

Among the parking needs are downtown Butler for retail, especially when some of the currently vacant storefronts become occupied, and government parking. Asphalt parking facilities are needed at the county recreation site.

There are not any local transportation terminals, railroad is the only freight service. It currently serves two industrial sites and is adequate. There is no passenger rail service. The county has plans to extend the airport runway to 5,000 feet; addition improvements needed are fuel storage facilities, hangars and office/visitor center.

The only significant traffic congestion occurs around the morning and afternoon school schedules. The '50s vintage high school facility was conveniently located near the center of Butler. Much of the residential area subsequently developed around the high school.

JOINT RESOLUTION  
AUTHORIZING SUBMISSION OF COMMUNITY ASSESSMENT ELEMENT  
TAYLOR COUNTY COMPREHENSIVE PLAN

WHEREAS; Taylor County and the Cities of Butler and Reynolds are preparing a joint comprehensive plan in accordance with the Georgia Department of Community Affairs Standards and Procedures for Local Comprehensive Planning, and

WHEREAS; said Standards and Procedures stipulate separate submission of the two primary elements of the greater comprehensive plan, the Community Assessment element, accompanied by a Community Participation Program, to be followed by submission of the Community Agenda.

THEREFORE; in accordance with specific provisions of said Standards and Procedures for Local Comprehensive Planning, the Taylor County Board of Commissioners, Mayor and Council of the City of Butler and Mayor and Council of the City of Reynolds do hereby authorize submission of the Community Assessment for state-mandated regional and state review.

Adopted and executed in respective sessions by:

TAYLOR COUNTY BOARD OF COMMISSIONERS

March 14<sup>th</sup>, 2008

Fatty James  
Chairman

Geneta Tawam  
Attest

CITY OF BUTLER

March 11<sup>th</sup>, 2008

Bary Whitley  
Mayor - Pro Tem

Rebecca Wright  
Attest

CITY OF REYNOLDS

March 17, 2008

Joneth Gist  
Mayor

Alane Peterson  
Attest