

# **The Appling County Joint Comprehensive Plan**

## **Community Assessment and Community Participation Program**

A Comprehensive Plan for Appling County and the cities of Baxley,  
Graham, and Surrency, Georgia  
in accordance with the Georgia Planning Act of 1989

Prepared By:

The Appling County Comprehensive Plan Executive  
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Heart of Georgia Altamaha Regional Development Center

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# INTRODUCTION

## Purpose

*The Appling County Joint Comprehensive Plan* is a comprehensive plan prepared under the Standards and Procedures for Local Comprehensive Planning (Local Planning Requirements) of the Georgia Planning Act of 1989. It is a joint plan for Appling County and its municipalities – the cities of Baxley, Graham, and Surrency. The plan was designed to meet the legislation’s requirements for each local government to have a plan for its future growth and development in accordance with the state standards. It is a full update of the previously joint comprehensive plan first adopted in 1991, but is basically a new plan, prepared under new standards.

As a comprehensive plan, *The Appling County Joint Comprehensive Plan* is a critical self-examination of Appling County and its municipalities in the areas of population, economic development, natural and cultural resources, community facilities and services, housing, land use, intergovernmental cooperation, solid waste, and service delivery; and a path for the community’s future growth and development. The plan is truly a reflection of the community’s concerns and desires for the future.

Appling County is a rural county in Southeast Georgia lying south of the Altamaha River. Its extensive southern yellow pine forests and transportation, first with the Altamaha River, then the railroads, and then U.S. highways, have always played, and continue to play, important roles in its economy and growth and development. The current population is around 18,000 (17,419 in the 2000 Census) for the County and 4,400 in the City of Baxley. All three municipalities trace their beginnings to the establishment of the railroad in the late 19<sup>th</sup> Century. All are now located on U.S. 341, and Baxley, the county seat, lies at the crossroads of U.S. 1 and U.S. 341. The county has experienced past surges of growth because of the railroad, and the location of the Edwin I. Hatch Nuclear Power Plant in the 1970s. Growth appears to be accelerating in the 2000s because of the location in Baxley of a Wal-Mart Supercenter and other economic diversification in small businesses/industries, the location of the two U.S. highways, and resident in-migration. Transportation, location, agriculture and forestry, and the outstanding natural resources of the county continue to be opportunities and keys for future growth and development.

The community continues to prepare for growth and development, and is welcoming of such growth. The recent announcement of the location of a wood fuel pellet plant in the Tri-County Industrial Park is illustrative of both the opportunities and the county's preparation. The community wants to maintain its high quality rural quality of life. The community is scenic, vibrant, and attractive for both industry and residents. This plan focuses on strategies to take advantage of these assets and opportunities to further prepare for and attract future growth and development compatible with the existing rural character and quality of life.

*The Appling County Joint Comprehensive Plan* was developed in the true spirit and intent of the Georgia Planning Act in that it was prepared by the community with the assistance of planners and not vice versa. The Appling County Local Plan Coordination Committee, which oversaw the plan's development, was comprised of elected and appointed officials and interested public and private citizen leaders and stakeholders appointed by the governments. The resulting plan, when finalized, will delineate the goals, objectives, programs and projects the community wishes to pursue to continue the progress, growth, and development of the county as an attractive community in which to live and work.

## **Format**

The plan is organized by the two main components required by the Georgia Planning Act and the "Local Planning Requirements:" the *Community Assessment* and the *Community Agenda*. The plan does address the elements recommended for a comprehensive plan, including those at the Basic Level at which Appling County and its municipalities are required to plan. These include: Population; Economic Development; Natural and Cultural Resources; Community Facilities and Services; Housing; Land Use; and Intergovernmental Coordination. Under each element of the plan, there was an inventory and assessment to determine where the community was and had been, what were the current trends, and to help delineate and define issues and opportunities facing Appling County and its municipalities. The first section of the comprehensive plan, the *Community Assessment*, accomplishes these steps and provides the foundation to decide what the community desires for its future growth and development, and how it plans to achieve its vision.

This *Community Assessment* and its examination of the community is organized by element and the requirements of the "Local Planning Requirements." The inventory and analysis

in the main body of the text are those necessary to illustrate current conditions and trends and to help define potential issues and opportunities. More data of potential interest, detailed tables, and some additional maps are included in the Appendix.

A Community Participation Program as required by the Local Planning Requirements to identify the scope and techniques of planned public participation of the plan (most importantly, the *Community Agenda*) is also included. The final components of the plan will include the *Community Agenda* as well as other appendices to address the Appling County Joint Solid Waste Management Plan and the Appling County Service Delivery Strategy. These planning documents are being prepared concurrently in accordance with Georgia Department of Community Affairs' requirements and to insure consistency and coordination.

## **Plan Development**

As stated, *The Appling County Joint Comprehensive Plan* is being developed in accordance with the guidelines of the Standards and Procedures for Local Comprehensive Planning. It is being prepared with considerable community and public involvement, even at the *Community Assessment* stage. The Appling County Joint Comprehensive Plan Executive Committee was comprised of elected and appointed members appointed by the Appling County Board of Commissioners and each of the municipalities. This Executive Committee was responsible for policy direction and direct local government input and supervision. The Local Plan Coordination Committee was comprised of the Executive Committee members and other representatives from public and private agencies, entities, and stakeholders important to the planning process. This process involved even more citizens. Representatives included those from the Chamber of Commerce/Development Authority, school system, local technical college, public agencies, environmental and cultural groups, and other business and community leaders. This allowed for better coordination and a wider range of community input, both public and private.

The public hearing required after the draft *Community Assessment* is prepared and prior to its submittal was held on a joint basis August 21, 2006 at the Appling County Courthouse Annex. The Local Plan Coordination Committee met a number of times to review and help identify any potential issues and opportunities and to delineate potential character areas. There was extensive interaction and participatory techniques employed. A final meeting to review the entire *Community Assessment* in draft was also held. The Community Participation Program identified additional planned public and community involvement.

Staff from the Heart of Georgia Altamaha Regional Development Center provided general technical assistance, guidance, synthesis, analysis, mapping, writing, and editing assistance in development of this plan. However, ***The Appling County Joint Comprehensive Plan*** is a plan being prepared by and for the people of Appling County and its municipalities in the true spirit and intent of the Georgia Planning Act of 1989. Ownership of this plan rests with the citizens and governments of Appling County. The overriding concern throughout the plan's development is the idea, "What can be done to make our community a better place to live and work in the future?" It is the local citizenry who will benefit from plan implementation, and whose actions are necessary to carry out the plan and bring about their desired future.

# POPULATION

## Introduction

Population is the initial element identified in the Minimum Standards as required in a local comprehensive plan. Planning would be quite different for a rapidly expanding population than for a declining or stable one. Early identification of existing trends can stimulate and bring forward strategies to reverse directions and direct changes. The Population Element provides local governments with the framework to inventory the numbers and characteristics of their population, to determine trends, and to assess problems and opportunities. Such information serves as a foundation for decision-making in other elements of the plan to determine the community service and infrastructure needs, economic development strategies, and housing necessary to support the existing and future population. Determination of needed lands to accommodate expected population and growth are also made possible. Local desires, environmental, and other constraints, of course, further factor into this decision-making.

Data is presented in this section on population and demographics for Appling County and its three municipalities (Baxley, Graham, and Surrency), both in tabular form as well as numerous charts to illustrate various points of discussion. It is important to note that the City of Graham did not become a municipality until 1991. Only those tables which are deemed useful to highlight a particular point(s) have been included in this section. More detailed tables concerning the different topics that are included in this section can be found in the Appendix of this Community Assessment. Although estimates of future populations are necessary and vital to the planning process, many demographers are reluctant to involve themselves in forecasts of small areas. This reluctance is the result of projection inaccuracies due to scale and the many variables involved. Considering the distance that many of today's workers commute, an increase in job opportunities would not necessarily result in a proportionate increase in the number of people residing in the county. Therefore, any projection technique utilized for small areas is at best an "educated guess" of what population levels might actually be in the future. This is especially true for information regarding the municipalities. When analyzing and assessing population



data, it is more important to note general size, scale, and trends rather than get caught up in specific numbers and slight discrepancies.

## **Total Population**

Table P-1 and Charts P-1 through P-3 provide information on current, historic, and projected population levels for Appling County and its municipalities in accordance with the Local Planning Requirements. Comparable information for Georgia and the United States is shown on Table P-1 and Chart P-1. Table P-1 and Chart P-1 also provide percentage of population change for comparison purposes, including those of Georgia and the U.S. Appling County has three municipalities within its borders, ranging from a population high of 4,454 in Baxley to a low of 244 in Surrency in 2004. Appling County is a rural, non-metropolitan area with planted pine plantations dominating its landscape. The county's pine forests, along with its location along U.S. 341, U.S. 1, and the Altamaha River, has largely influenced its growth patterns over the years. The decline of manufacturing in the county in recent years has slowed growth somewhat, but the county's location and its natural and cultural resources quite possibly hold the keys to future growth and development.

Table P-1 and Chart P-1 are included to demonstrate the historic and current population trends within Appling County and how county and city population changes compare at state and national levels. The table uses 1980, 1990, 2000, and 2004 (estimate) figures, as compiled by the U.S. Bureau of the Census for Appling County and its municipalities to show recent growth trends. The chart uses the same data as that used in Table P-1 to show the percent change in population for each period. The information in the table and chart for Appling County shows that from the period between 1980 and 2000, the county's growth (11.9 percent) was only about half of the national growth average of 25.2 percent. Moreover, the county's growth rate over this time was even more significantly less than that of Georgia, which grew at the rapid rate of 50.1 percent. Much of the county's shortfall, compared to state and national growth, can be attributed to the lack of significant net economic growth in the last two decades. There has been good economic diversification in small businesses/industries, but retraction in apparel and other areas. In the period of 1980-1990, Appling County increased in population at a 1.2 percent rate, while

the state (18.6 percent) grew at a rate that was nearly double that of the nation (10.6 percent) for the same period. The county increased its growth rate even more from the period of 1990-2000 (10.6 percent). The county growth rate was approaching the national growth (13.2 percent) and almost 40 percent of state growth (27.0 percent). Over the last two decades, Appling County has continued to experience growth at a rate somewhat less than either the nation or the state. Again the county growth is only about 50 percent that of the nation, and 20 percent that of the state. The explosive growth in North Georgia and the Atlanta metropolitan area over the last 20 years tends to skew the data somewhat for the state as a whole, which has experienced population growth at twice the rate of the U.S. The U.S. is growing twice as fast as Appling County, while Georgia is growing five times as fast. However, the county is steadily growing despite its slower economic growth as compared to the rest of the state as a whole. There are some indications growth is accelerating somewhat in the 2000s.

**TABLE P-1**  
**HISTORIC POPULATION AND PERCENT CHANGE**  
**Appling County, Baxley, Graham, Surrency, Georgia, and U.S.**  
**1980-2004**

	<b>1980</b>	<b>1990</b>	<b>1980-1990 % Change</b>	<b>2000</b>	<b>1990-2000 % Change</b>	<b>2004</b>	<b>2000-2004 % Change</b>	<b>1980-2000 % Change</b>
<b>Appling County</b>	15,565	15,744	1.2	17,419	10.6	17,906	2.7	11.9
<b>Baxley</b>	3,586	3,841	7.1	4,150	8.0	4,454	7.3	15.7
<b>Graham</b>	N/A	N/A	N/A	312	N/A	323	3.5	N/A
<b>Surrency</b>	368	253	-31.2	237	-6.3	244	2.9	-33.6
<b>Georgia</b>	5,462,989	6,478,216	18.6	8,229,820	27.0	8,684,715	5.5	50.6
<b>United States</b>	224,810,192	248,709,873	10.6	281,421,906	13.2	290,809,777	3.3	25.2

Sources: US Bureau of the Census, Census of Population, 1980, 1990, and 2000; [www.census.gov](http://www.census.gov), 2006.

CHART P-1

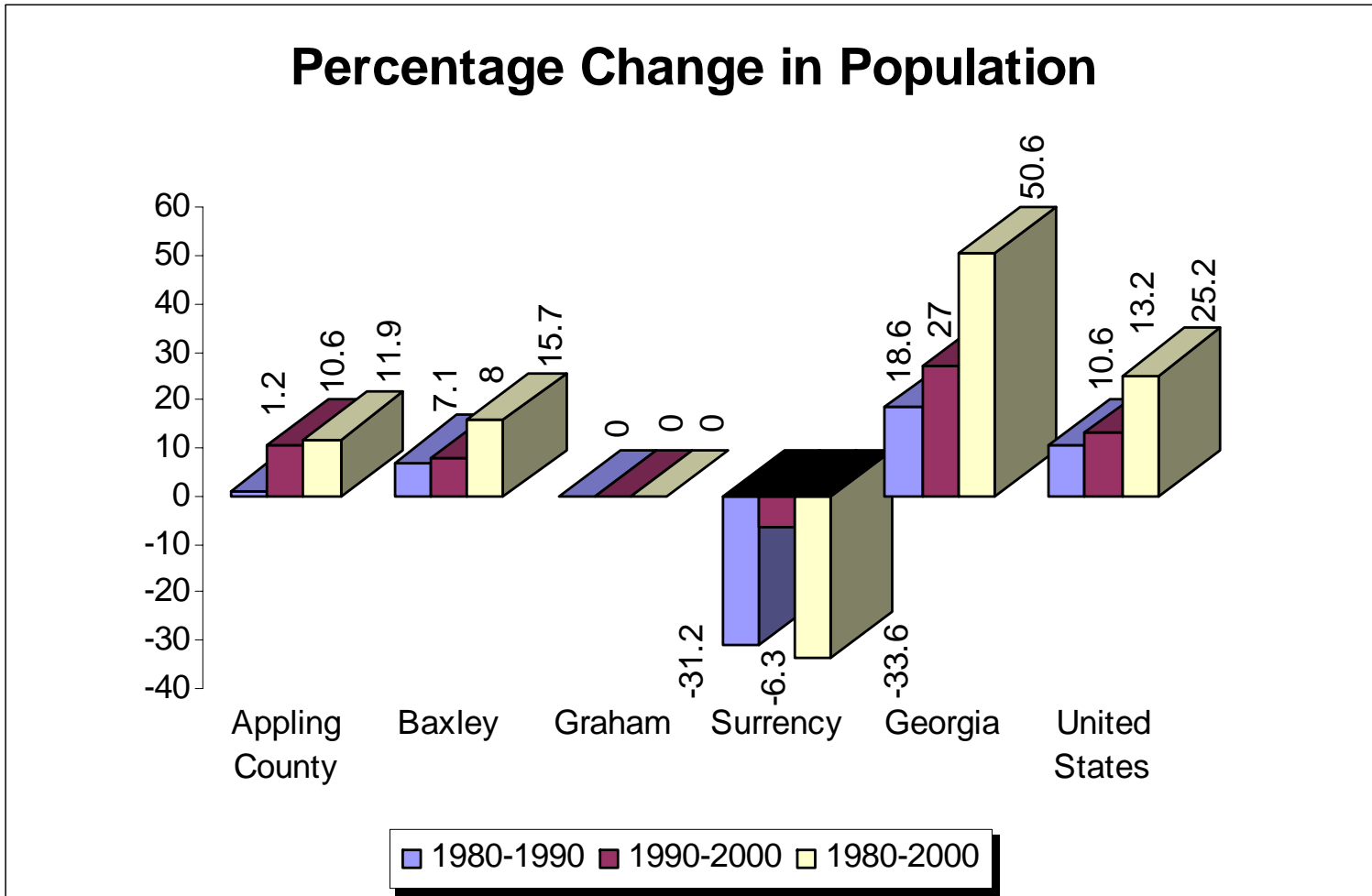


Chart P-2 depicts the percentage change in population for Appling County and its surrounding counties between 1980 and 2000. From 1980-1990, Appling County ranked sixth out of seven (1.2 percent) in comparison to the growth rate of its surrounding counties. Appling County's growth was only higher than Tattnall County (-2.2 percent). Growth during this period ranged from a high of 11.9 percent in Pierce County to a low of -2.2 percent in Tattnall County. During the period 1990-2000, Appling County's growth climbed to fourth (10.6 percent) among its surrounding counties, exceeding the growth experienced in Toombs (8.3 percent), Bacon (5.6 percent), and Jeff Davis (5.4 percent) counties. Overall, for the 20 year period of 1980-2000, Appling County ranked fifth out of the seven listed counties with an 11.9 percent growth rate.

Chart P-3 gives the projected percentage change in population for Appling County and its municipalities for the years 2005 through 2030. It is important to note that Georgia was not projected or included in Chart P-3 due to the 2030 projections for Georgia being unavailable. The Heart of Georgia Altamaha RDC staff projections, using an exponential growth formula provided by Microsoft Excel and also adjusted for Census estimates, show that Appling County is projected to increase its population percentage by 28.1 percent from 2005-2030. The City of Graham is projected to increase its population percentage the most (22.2 percent), while the City of Baxley is projected to increase its population percentage by 13.2 percent, the least of the municipalities during the same period.

CHART P-2

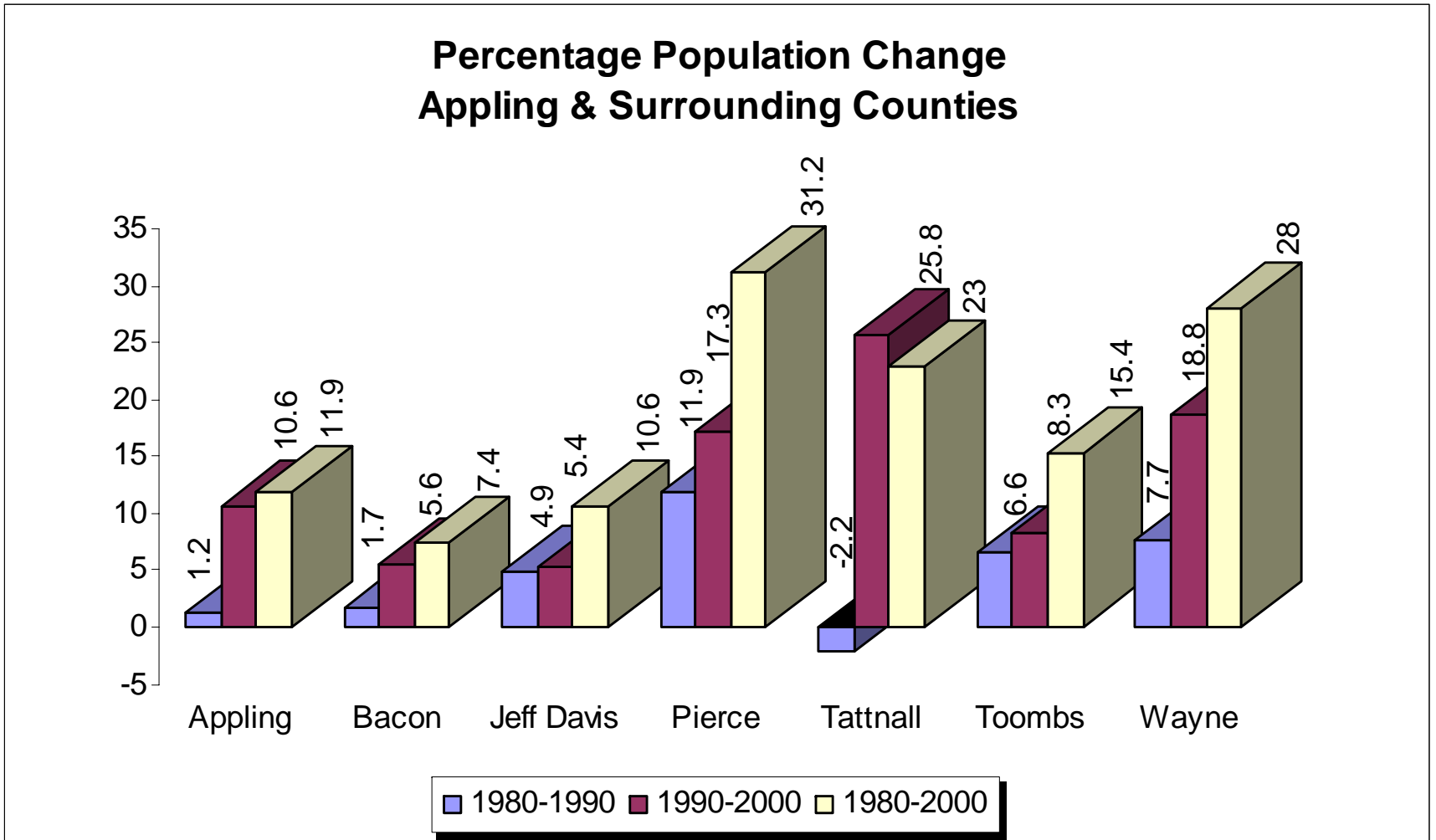
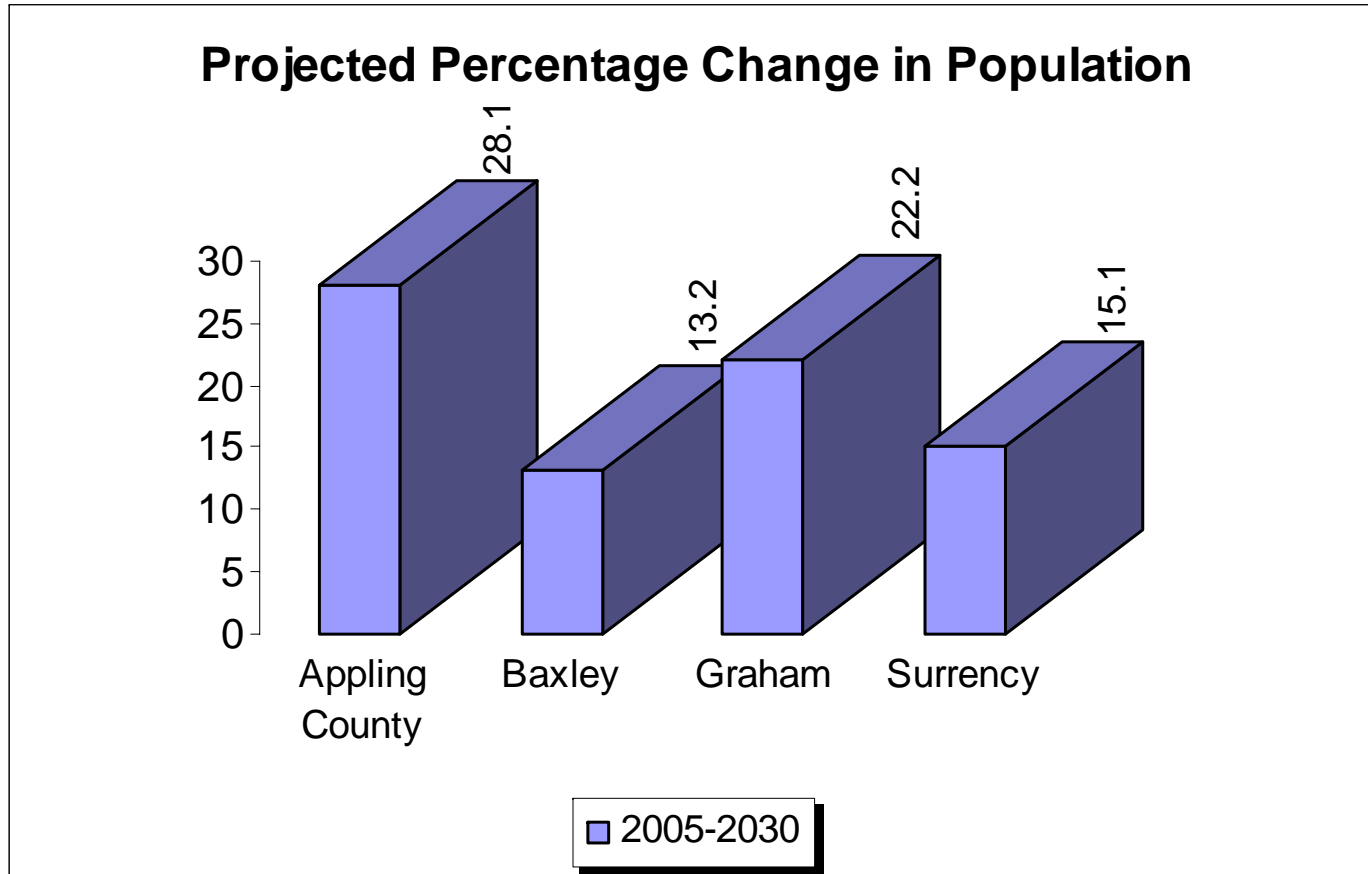


CHART P-3



Appling County Municipalities. Table P-1 shows the historic, current, and projected populations for the municipalities located in Appling County. The population growth amongst the municipalities can be described as either steady growth or steady decline. From 1980 to 1990, the City of Baxley (7.1 percent) experienced an increase in population growth and the City of Surrency experienced a decrease (-31.2 percent). From 1990-2000, Baxley (8.0 percent) increased in population and Surrency (-6.3 percent) declined again in population growth. From 2000-04, all three of the municipalities are estimated to have experienced growth with a high of 7.3 percent in Baxley and a low of 2.9 percent in Surrency. From 1980 to 2000, Baxley (15.7 percent) was the only municipality that exhibited an increase in population according to Census numbers. The City of Baxley was the only municipality in Appling County to experience an increase in population each decade. The City of Surrency experienced a decrease in population each decade. The population decline experienced in Surrency over the last 20 years or so has remained steady. This is likely the result of the general trend seen in other areas in recent years of more people desiring to live in the unincorporated areas as opposed to municipalities. The future projections through 2030 for the municipalities show that, although at a minimal rate, the population is expected to continue recent trends and increase slightly during the period from 2005 to 2030, as shown in Chart P-3.

### Assessment

From 1980-2000, Appling County experienced population growth at a rate that was only about 20 percent that of the state and 50 percent of the nation as a whole. The county and its municipalities continue to exhibit limited growth despite the significant lack of strong economic growth. What population growth that did occur was mostly the result of natural increase rather than the influx of new residents, although this may now be changing. The continuing growth, however limited, highlights the county's assets for growth, including its location, continuing public infrastructure investment, and its abundant natural and cultural resources. Among surrounding counties, Appling County ranked fifth out of seven from 1980 to 2000 with a growth rate of 11.9 percent, again due in large part to sluggish economic growth. In real terms, the county as a whole is experiencing slow growth at best, but growth nonetheless. On the other hand, one municipality (Baxley) has been increasing its population while Surrency has been



declining. The City of Graham has been a municipality since 1991 and has seen stable growth through 2004. Future projections show current trends for the county continuing to grow for the next 20-25 years or so, while the City of Surrency should see their decline begin to level off and somewhat reverse itself as shown in Chart P-3. These trends should continue, barring major economic development events occurring, be it the closing of another major employer, or the location of a major new establishment(s) bringing with it abundant jobs.

## Households

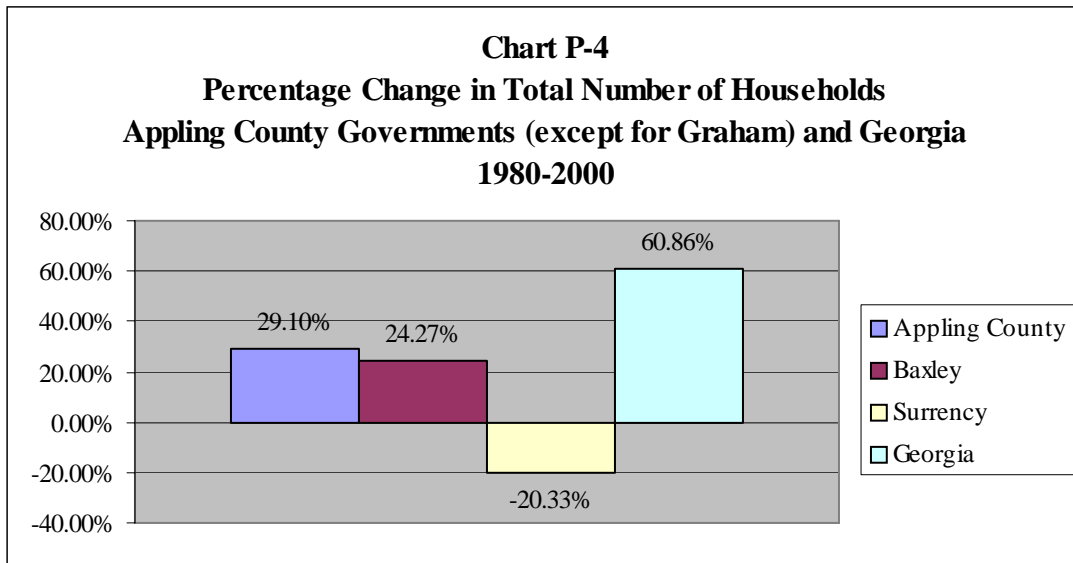
Table P-6 details the historic number of total households for Appling County, its three municipalities, and Georgia from 1980 to 2000. Chart P-4 shows the percentage change in the total number of households for Appling County, its municipalities, and Georgia for the same time period.

As shown in Table P-6 and Chart P-4, the total number of households in Appling County increased by 1,489 from 1980 to 2000, which is an increase of just over 29 percent during that time. This is compared to a 12 percent increase in total population during the same period. In comparison, the total number of households in Georgia increased by almost 61 (60.86) percent, largely due to the explosive growth around the metro Atlanta area. This was just more than double the rate of the county's growth. The greater household than population increase is reflective of the national trend of declining household size. Appling County is no exception to this rule, which had its average household size steadily decrease from 2.99 persons in 1980 to 2.67 in 1990 to 2.60 in 2000. The county had a noticeably higher average household size than the state in 1980, but by 1990 the gap had significantly narrowed to the point that the county's average household size nearly matched that of the state as a whole. By 2000, Georgia's average household size of 2.65 was higher than Appling County's (2.60) for the first time. This trend is projected to continue through at least 2025 when Georgia is projected to have an average household size of 2.63 and Appling County's is projected to be 2.48, thus substantially widening the gap. Also, Appling County's average household size was higher than the national average

**TABLE P-6  
TOTAL NUMBER OF HOUSEHOLDS  
Appling County, Baxley, Graham, and Surrency, and Georgia  
1980-2000**

Total Households	1980	1990	2000
Appling County	5,117	5,834	6,606
Baxley	1,261	1,442	1,567
Graham	N/A	N/A	120
Surrency	123	97	98
Georgia	1,869,754	2,366,615	3,007,678

Sources: U.S. Bureau of the Census, 1983, [www.census.gov](http://www.census.gov), 2006 (STF 1 data was used to obtain 1990 figures. SF 1 data was used to obtain 2000 figures.).



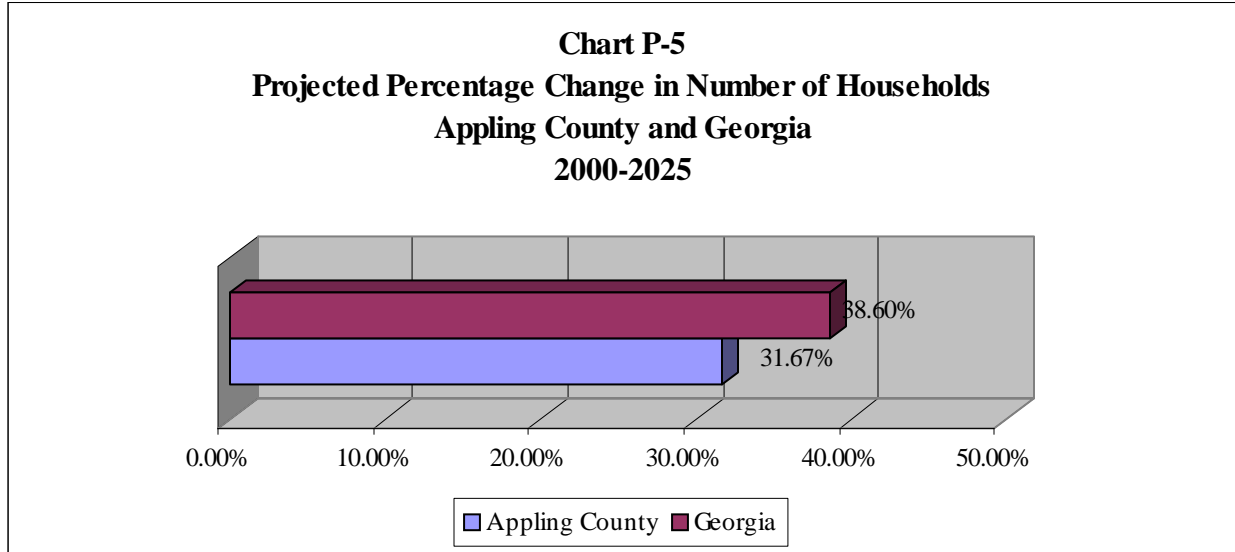
in both of the last two decades, although by 2000 the county’s average household size was just above that for the nation as a whole. This trend is expected to continue only until 2005, when the county’s average household size is expected to equal that for the nation as a whole. By 2025, the county’s average household size is projected to be well below that of the U.S. It is

interesting to note that with Georgia's booming population, the state's average household size is expected to remain slightly higher than the nation through 2025, as both are expected to remain fairly stable.

Households are expected to increase about 32 percent in Appling County to a total of 8,698 in 2025, based upon adjusted figures, as shown in Chart P-5. This is roughly only about 80 percent of the projected Georgia net increase of roughly 39 percent during the same period. While the county continues to see a slow but steady increase in the number of households and a decrease in average household size, which is expected to go from 2.60 persons per household in 2000 to 2.48 in 2025, it is expected to remain well below that of the state's 2025 estimate of 2.63 persons per household. Since households are equivalent to occupied housing units, only a moderate amount of net housing units will be needed in the county to accommodate the number of households that are expected (See Housing Element for projected housing figures). The modest projected increase in population growth is not expected to put any substantial pressure on the local housing market.

Municipalities. Total households increased only minimally during the period of 1980-2000 in the largest municipality of Baxley, as shown in both Table P-6 and Chart P-4, and actually decreased significantly in the City of Surrency. Baxley experienced a net gain of 306 households, or 24.3 percent, between 1980 and 2000. The majority of Baxley's household growth occurred during the 1980s as the city gained 181 households, before increasing by an additional 125 households, between 1990 and 2000. This would be consistent with the general moderate increase in population during this same time. Meanwhile, the City of Surrency experienced a dramatic decline in total households over the last two decades, with a sharp decrease of some 20.3% between 1980 and 2000. This is actually somewhat less than the loss of some one-third of the City's population during this same period of time, likely due in some part to natural increase in addition to others leaving for the unincorporated areas of the county. The City of Graham was not incorporated until 1991, so only 2000 Census data is available. Future projections show that steady and minimal increases in the number of households are anticipated to continue for each of the municipalities, again consistent with the slow, steady projected

population increase. Baxley is projected to add a net total of 346 new households by 2030, or a gain of 22.1 percent from 2000. This percentage gain would be two-thirds of the roughly 32



percent gain projected for the county. Both Graham and Surrency are each projected to increase in households by roughly one-third over the next 25-30 years, approximately matching the growth that is projected for the unincorporated areas. Average household sizes are expected to continue to decline in the municipalities through 2030.

**Assessment**

Because of the trend of population migrating more to the unincorporated areas of Appling County, the county was actually the recipient of the largest actual and percentage increase in the number of households in the county from 1980-2000. Only modest changes at best have occurred overall in the municipalities, and their percentage growth is projected to be roughly equal or somewhat below that of the county through 2030. Prior to 2000, Appling County had a larger average household size than that of the United States and Georgia. Future trends project the county to continue to have a smaller average household size than both the state and the nation through 2025. The increased numbers of households in Appling County can be attributed to smaller household sizes within the county, as opposed to actual significant population growth.

Slow but steady increases in the total number of households are anticipated for the county and the municipalities through 2030, with average household sizes expected to continue to decline through 2030. Together these projections do not reflect a significant increased demand for new housing. The modest population growth that is expected is not projected to be sufficient enough to warrant additional pressures on the local housing market.

## Age Distribution

The current and historic population by age distribution for Appling County, Georgia, and the U.S. is shown in Table P-9. Chart P-6 displays the percentage of age distribution in 2000 for Appling County, Georgia, and the U.S., based on Table P-9. The same information is shown for Appling County and its municipalities for 1980-2000 in Table P-11.

Appling County is in some respects like most counties in terms of its age structure. A combination of two categories, the less than 25 and 25-54 categories, represented a combined 78.4 percent of the county's population in 2000. This trend is not just a county trend because these same two combined categories represent 78.9 percent of the U.S. population in 2000 and 82.3 percent of Georgia's population in 2000, as shown in Table P-9 and Chart P-6. However, all three experienced decreases in the less than 25 age population from 1980-2000 in terms of percentage of overall population. Appling County ranks slightly below the U.S. and slightly above Georgia in terms of its elderly percentage of total population at 11.8 percent in 2000, as shown in Table P-9 and Chart P-6. This county percentage, like the state and nation, is a decrease from the number in 1990. The county percentage was below the national number of 12.4 percent and above the state number, which was at 9.6 percent in 2000. The county's percentage of those ages 55-64 was also slightly higher than both the state and the nation. The county's population is somewhat older than the state and not quite as old as the nation, as shown in Table P-9 and Chart P-6.

Table P-11 shows the raw numbers from 1980-2000 for 10 age categories. In the five age categories from zero to 24, Appling County experienced a decrease in all of the age categories. In the five age categories 25 and up, Appling County experienced an increase. The City of

**TABLE P-9  
HISTORIC POPULATION AGE DISTRIBUTION  
Appling County, Georgia, and U.S.  
1980-2000**

	United States			Georgia			Appling County					
	Percent			Percent			Percent			Number		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Total</b>	100	100	100	100	100	100	100	100	100	15,565	15,744	17,419
<b>Less Than 25</b>	41.4	36.5	35.3	43.5	39.7	36.7	46.1	39.1	36.2	7,169	6,154	6,298
<b>Age 25-54</b>	37.7	42.6	43.6	38.6	46.0	45.6	35.1	40.3	42.2	5,458	6,343	7,348
<b>Age 55-64</b>	9.6	8.4	8.6	8.5	3.8	8.1	8.5	8.4	9.8	1,321	1,319	1,711
<b>Age 65 &amp; Over</b>	11.3	12.5	12.4	9.4	10.5	9.6	10.3	12.2	11.8	1,607	1,928	2,062

Sources: US Bureau of the Census, Census of Population, 1983 (1980 data); [www.census.gov](http://www.census.gov), 2006 (1990 and 2000 data).

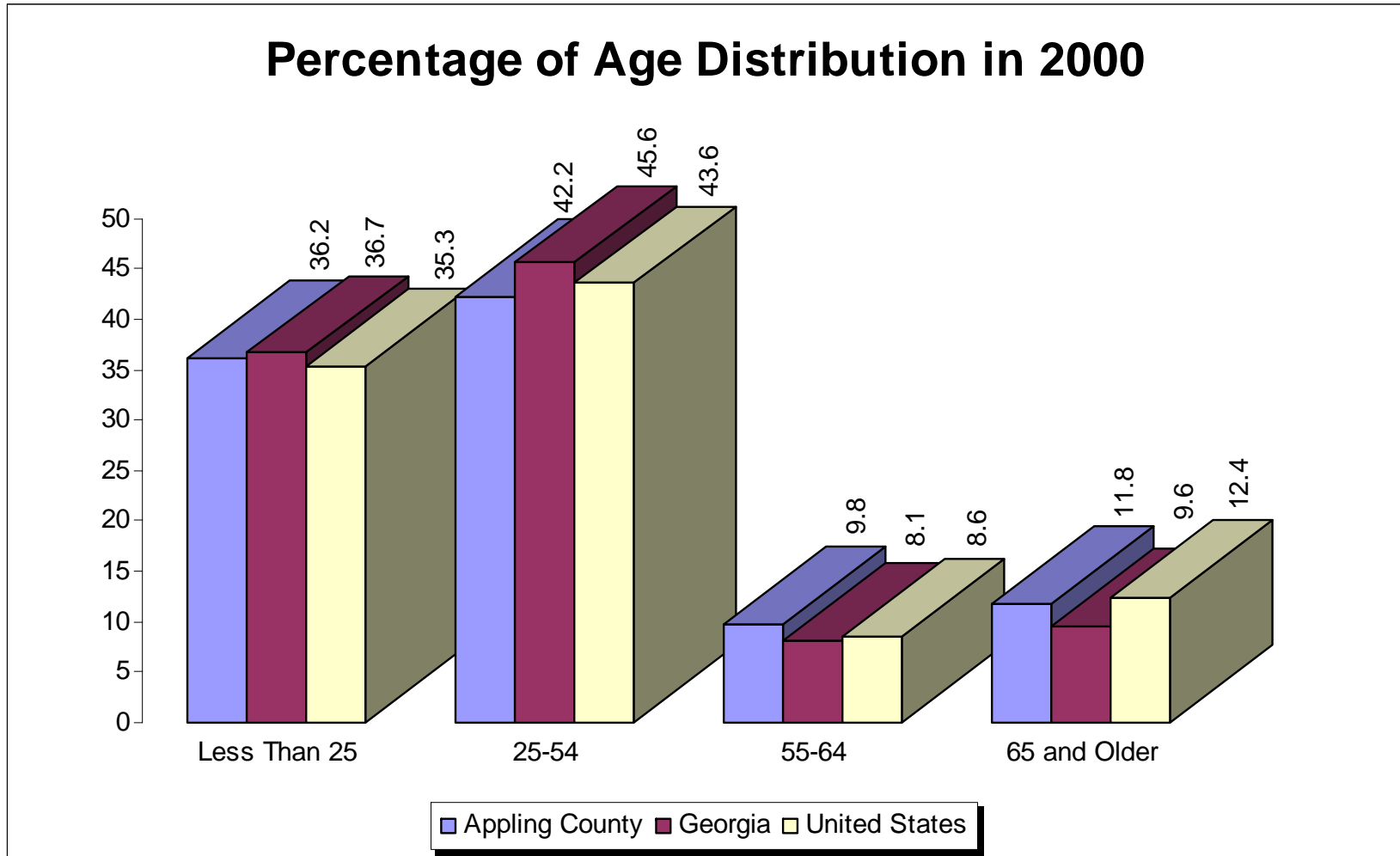
**TABLE P-11**  
**HISTORIC POPULATION BY AGE DISTRIBUTION**  
**Appling County, Baxley, Graham, and Surrency**  
**1980-2000**

	Appling County			Baxley			Graham			Surrency		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>TOTAL Population</b>	15,565	15,744	17,419	3,586	3,841	4,150	N/A	N/A	312	368	253	237
<b>0 – 4 Years Old</b>	1,342	1,084	1,273	306	260	316	N/A	N/A	23	26	17	17
<b>5 – 13 Years Old</b>	2,707	2,614	2,534	570	705	599	N/A	N/A		78	36	43
<b>14 – 17 Years Old</b>	1,315	886	922	275	233	231	N/A	N/A		25	16	5
<b>18 – 20 Years Old</b>	764	728	718	171	161	204	N/A	N/A		14	12	7
<b>21 – 24 Years Old</b>	1,041	842	851	226	198	226	N/A	N/A	78*	24	7	14
<b>25 – 34 Years Old</b>	2,308	2,410	2,312	484	539	513	N/A	N/A	46	55	31	26
<b>35 – 44 Years Old</b>	1,768	2,300	2,657	353	483	593	N/A	N/A	46	39	44	36
<b>45 – 54 Years Old</b>	1,382	1,633	2,379	300	338	492	N/A	N/A	43	30	16	41
<b>55 – 64 Years Old</b>	1,321	1,319	1,711	347	326	373	N/A	N/A	42	26	30	16
<b>65 Years and Over</b>	1,607	1,928	2,062	554	598	603	N/A	N/A	34	51	44	32

Sources: US Bureau of the Census, Census of Population, 1983 (1980 data), [www.georgiaplanning.com](http://www.georgiaplanning.com), [www.census.gov](http://www.census.gov), 2006 (1990 and 2000 data).

\* Note: Different Census categories were utilized for the City of Graham for 2000 data. Census categories were combined to get the numbers in the table. However, 78 persons were not identified in a particular category because census categories (Ages 5-24) are combined differently from georgiaplanning.com.

CHART P-6





Baxley experienced an increase in all but one age category (14-17), while 21-24 remained the same. The City of Surrency experienced a decrease in all but one age category (45-54). The City of Graham does not have any numbers to compare because of not becoming incorporated until 1991.

### **Assessment**

In Appling County and the City of Baxley, the historic population of those 25 years old and older increased slightly from 1980 through 2000. In Appling County and the City of Surrency, the historic population of those 0-24 declined from 1980 through 2000. If this trend continues in the future, the population of Appling County will continue to become older. These trends are typical for a rural area, which normally depicts a growing elderly population because of higher numbers in the middle age and older population age categories. This will present a challenge to local governments in that the older population requires different service needs than a younger population, particularly in terms of health care.

### **Racial Composition**

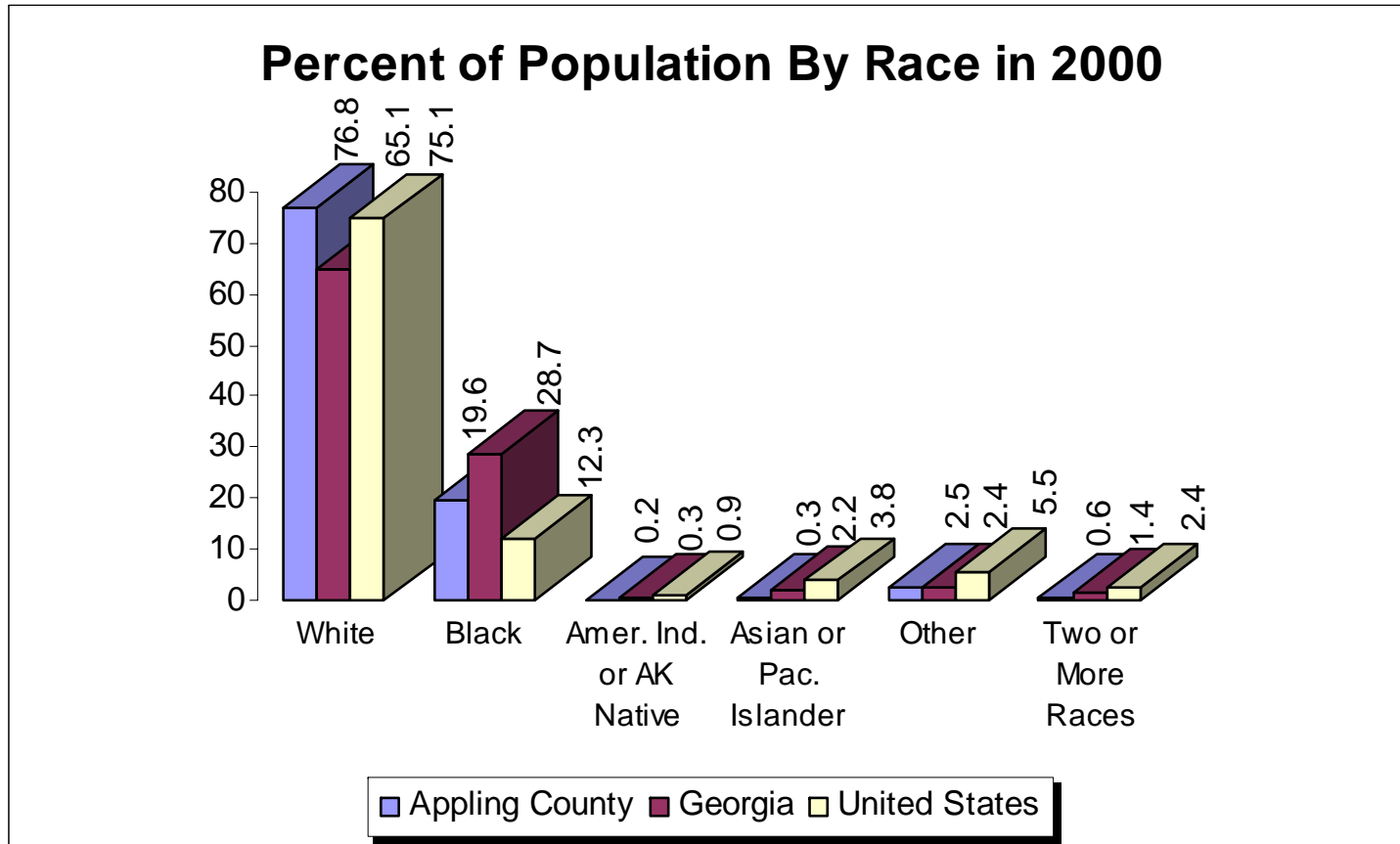
Table P-16 and Chart P-7 deal with the current racial composition of Appling County, Georgia, and the United States. Table P-16 shows that as of 2000, the largest reported minority in Appling County, Georgia, and the U.S. were Blacks, which made up 19.6, 28.7, and 12.3 percent, respectively. There are about one and a half times as many blacks (19.6 percent) in the county compared to the U.S. (12.3 percent) and just over nine percent less than the state (28.7 percent). In Georgia, two categories (Black and White) combined to make up 93.8 percent of the total population, while in Appling County they combined to make up 96.4 percent in 2000. The largest race categories, excluding Whites and Blacks, are the Other category for the county, state, and the U.S. From 1980-1990, all of the race categories experienced an increase for Georgia and the U.S. From 1980-1990, the White race category experienced a decrease in population in Appling County. The race categories of American Indian or Alaska Native, Asian or Pacific Islander, and Other experienced an increase in population in Appling County from 1980-1990. Appling County experienced an increase of approximately 323 Hispanics from 1980-2000,

**TABLE P-18**  
**PERCENT OF POPULATION BY RACE**  
**Appling County, Georgia, and U.S.**  
**2000**

	<b>United States</b>	<b>Georgia</b>	<b>Appling County</b>
<b>TOTAL Population</b>	100	100	100
<b>White</b>	75.1	65.1	76.8
<b>Black</b>	12.3	28.7	19.6
<b>American Indian or Alaska Native</b>	0.9	0.3	0.2
<b>Asian or Pacific Islander</b>	3.8	2.2	0.3
<b>Other</b>	5.5	2.4	2.5
<b>Two or More Races</b>	2.4	1.4	0.6

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

CHART P-7



much like surrounding counties which also experienced a significant increase. However, even this total was likely an undercount, as there is a known rapidly expanding Hispanic population in Appling County. In 2000, all of the municipalities in Appling County were dominated by Whites and Blacks. Since 1980, the two categories have declined in the percentage of the population in the City of Surrency. In the City of Baxley, there was an increase in the Black race category and a decrease in the White race category since 1980.

### **Assessment**

The racial composition of Appling County, the municipalities of Appling County, Georgia, and the U.S. in 2000 is dominated by Whites and Blacks. However, since 1980 the two categories have declined in the percentage of the population in only one (Surrency) of the municipalities. The two categories have experienced an increase in one and a decrease in another in the City of Baxley. From 1980-1990, Whites and Blacks also decreased in population for Surrency, while the other race categories changed slightly or remained the same. Appling County experienced significant growth in its Hispanic population from 1980-2000, even though the total numbers were low, and likely undercounted. Hispanics seem to be increasing in the 2000s. All of the other race categories are expected to grow at a slow and steady pace which will cause the White and Black categories to decrease in the future. This may present interesting challenges to local governments in terms of language and cultural barriers, education, and other service provisions.

### **Educational Attainment**

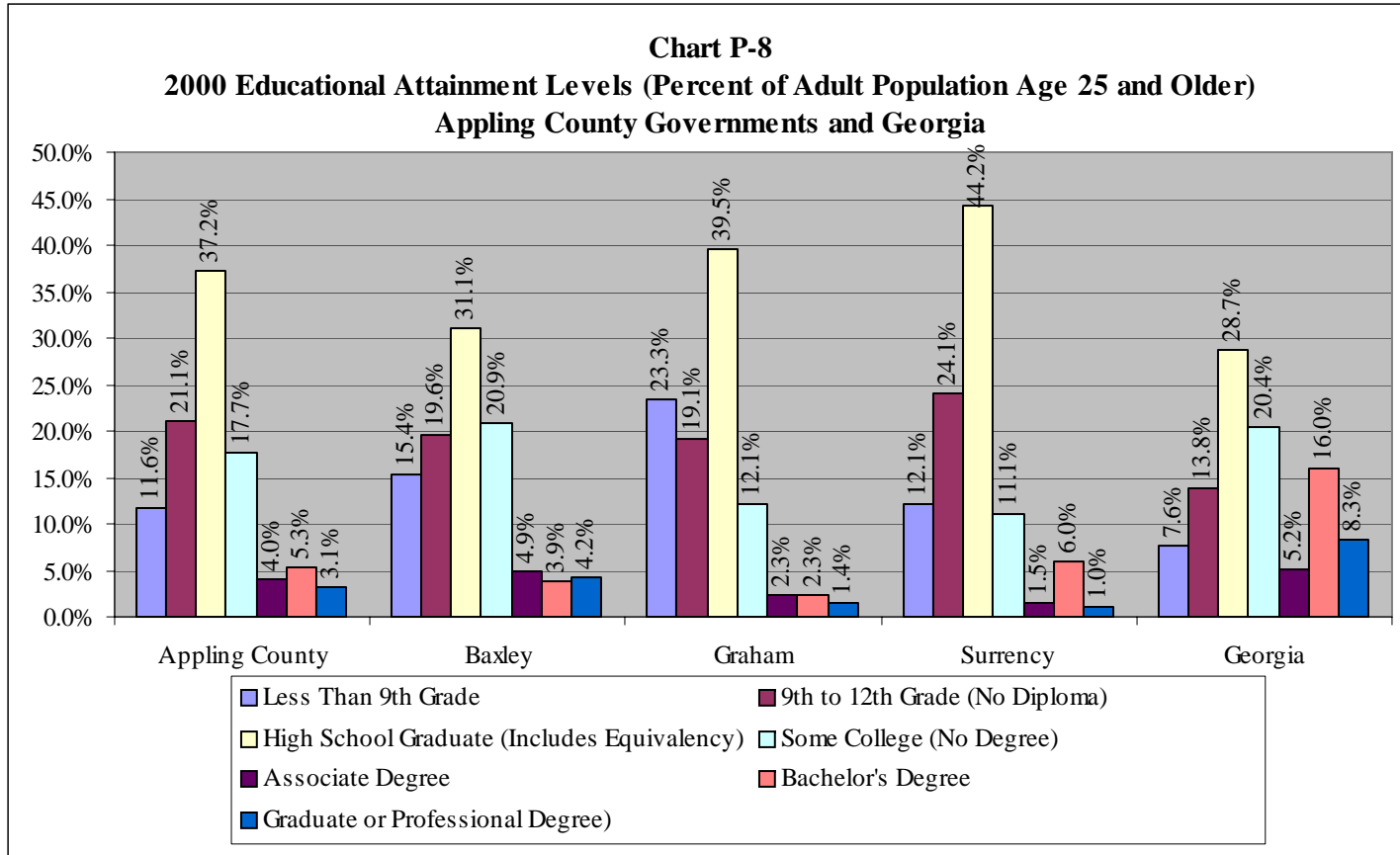
Tables P-25 and P-26 and Charts P-8 and P-9 provide information on current and historic education levels of the adult population in Appling County and its municipalities. In Table P-25 and Chart P-8, Georgia is included for comparisons in educational attainment of the percentage of persons 25 and older. Table P-26 and Chart P-9 compare the educational attainment of persons 25 and older in Appling County to those in surrounding counties and the State of Georgia.

**TABLE P-25**  
**EDUCATIONAL ATTAINMENT**  
**Percent of Persons Age 25 and Older**  
**Appling County, Baxley, Graham, Surrency, and Georgia**  
**1980-2000**

Category	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Appling County</b>								
1980	8,386	32.2	26.2	27.5	7.6*	N/A	3.9	2.5
1990	9,646	19.9	23.0	34.4	11.7	2.8	4.7	3.5
2000	11,004	11.6	21.1	37.2	17.7	4.0	5.3	3.1
<b>Baxley</b>								
1980	2,038	34.3	25.4	20.2	9.8	NA	7.1	3.3
1990	2,320	27.5	19.7	30.1	11.0	1.7	5.4	4.5
2000	2,566	15.4	19.6	31.1	20.9	4.9	3.9	4.2
<b>Graham</b>								
1980	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1990	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2000	215	23.3	19.1	39.5	12.1	2.3	2.3	1.4
<b>Surrency</b>								
1980	201	47.3	29.9	18.9	2.0	NA	2.0	0.0
1990	164	19.5	39.0	18.3	15.9	2.4	2.4	2.4
2000	199	12.1	24.1	44.2	11.1	1.5	6.0	1.0
<b>Georgia</b>								
1980	3,085,528	23.7	19.9	28.5	13.3*	NA	8.5	6.1
1990	4,023,420	12.0	17.1	29.6	17.0	5.0	12.9	6.4
2000	5,185,965	7.6	13.8	28.7	20.4	5.2	16.0	8.3

Source: U.S. Census Bureau, 1983, [www.census.gov](http://www.census.gov), 2006 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

\* - 1980 Census data did not differentiate between those with Some College (No Degree) and those with an Associate Degree.



**TABLE P-26**  
**EDUCATIONAL ATTAINMENT**  
**Percent of Persons Age 25 and Older**  
**Appling County, Surrounding Counties, and Georgia**  
**1980-2000**

County	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Appling</b>								
1980	8,386	32.2	26.2	27.5	7.6*	N/A	3.9	2.5
1990	9,646	19.9	23.0	34.4	11.7	2.8	4.7	3.5
2000	11,004	11.6	21.1	37.2	17.7	4.0	5.3	3.1
<b>Bacon</b>								
1980	5,186	33.4	24.9	29.6	5.2*	N/A	3.8	3.0
1990	5,730	17.9	24.0	39.9	8.8	2.8	3.7	2.9
2000	6,525	12.0	20.3	44.0	13.0	4.0	3.7	2.9
<b>Jeff Davis</b>								
1980	6,347	37.6	21.9	26.2	6.9*	N/A	4.5	2.9
1990	7,309	20.6	24.2	32.5	11.4	3.1	6.1	2.2
2000	8,036	13.1	23.6	35.4	15.5	4.0	6.0	3.3
<b>Pierce</b>								
1980	6,667	32.1	21.3	30.6	9.1*	N/A	4.8	2.1
1990	8,266	18.9	21.1	39.1	11.3	3.4	4.4	1.9
2000	10,131	12.0	18.2	41.2	15.6	2.9	6.8	3.3
<b>Tattnall</b>								
1980	10,893	31.6	24.1	29.1	10.1*	N/A	5.2	1.9
1990	11,654	20.6	22.0	37.8	10.5	2.7	4.9	1.6
2000	14,688	11.7	22.0	39.2	16.3	2.9	5.5	2.3
<b>Toombs</b>								
1980	12,577	31.0	25.0	24.8	9.9*	N/A	6.3	2.9
1990	14,172	18.2	22.8	31.7	12.1	3.9	7.4	4.0
2000	16,212	11.4	21.3	35.0	15.5	4.1	8.4	4.2

**TABLE P-26 (Cont'd)**  
**EDUCATIONAL ATTAINMENT**  
**Percent of Persons Age 25 and Older**  
**Appling County, Surrounding Counties, and Georgia**  
**1980-2000**

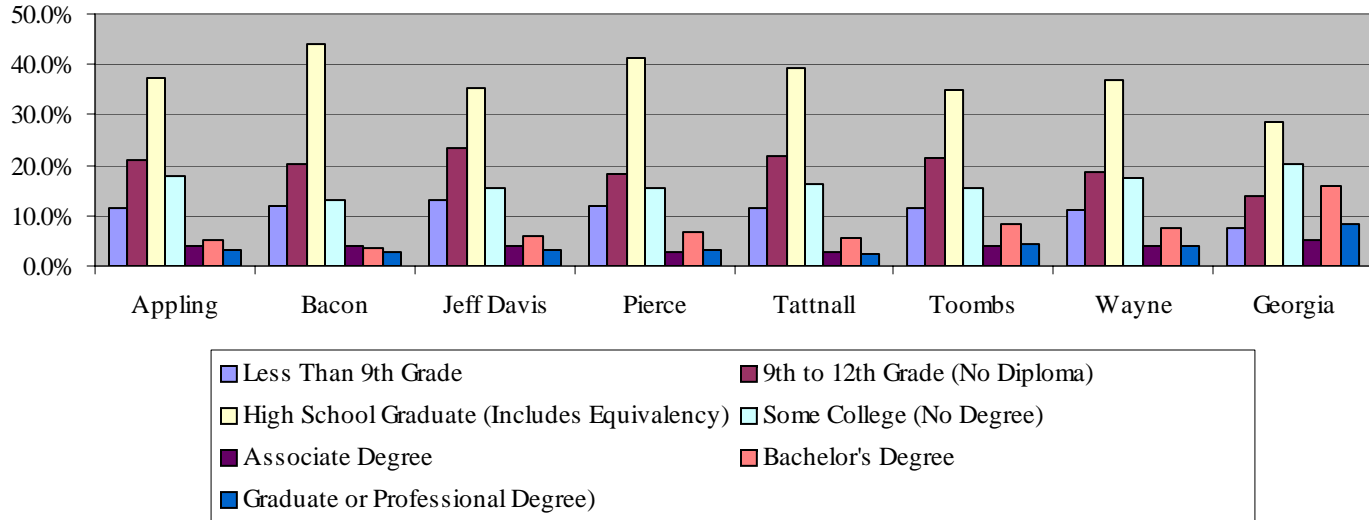
County	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Wayne</b>								
1980	11,739	29.8	21.5	30.8	10.7*	N/A	4.5	2.6
1990	13,870	15.6	21.5	35.6	12.3	5.4	5.9	3.7
2000	17,531	11.1	18.8	37.1	17.6	3.8	7.6	4.0
<b>Georgia</b>								
1980	3,085,528	23.7	19.9	28.5	13.3*	NA	8.5	6.1
1990	4,023,420	12.0	17.1	29.6	17.0	5.0	12.9	6.4
2000	5,185,965	7.6	13.8	28.7	20.4	5.2	16.0	8.3

Source: U.S. Bureau of the Census, 1980, [www.census.gov](http://www.census.gov), 2004 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

\* - 1980 Census data did not separate those with Some College (No Degree) and those with an Associate Degree.



**Chart P-9**  
**2000 Educational Attainment Levels (Percent of Population Age 25 and Older)**  
**Appling County, Surrounding Counties, and Georgia**



Appling County has a less educated population in comparison to the state, as shown in Table P-25. This is not all that unexpected with the county being a predominantly rural area, where lower educational levels are common. In 2000, Appling County lagged behind the state in every category. However, the county has made improvements in all categories since 1980. Over the last two decades, the percentage of county residents with less than a ninth grade education has declined by some two-thirds (32.2 percent to 11.6 percent). However, this is still more than one-half the rate of Georgia as a whole (7.6 percent). Those with a ninth to twelfth grade education but who did not complete requirements necessary to receive a high school diploma have declined only slightly countywide since 1980 (26.2 percent to 21.1 percent), and this percentage is nearly greater than one-half of the statewide rate (13.5 percent). The county has seen slight increases in the percentage of residents with a college degree, particularly those with Some College but no degree (its percentage more than doubled), but those percentages are still well below statewide figures. On a more positive note, more county residents now have at least a high school level education (67.3 percent) than those who do not (32.7 percent).

In terms of surrounding counties, Appling County consistently has had less college graduates in its population than most of its neighbors, particularly the regional growth centers of Wayne County and Toombs County. Among its surrounding counties in 2000, only Jeff Davis County (36.7 percent), Tattnall County (33.7 percent), and Toombs County (32.7 percent) had a greater or equal portion of the population with less than a high school level education than that of Appling County (32.7 percent), as shown in Table P-35 and Chart P-9. Appling County had a lower percentage of those with a post-secondary education than any of the other surrounding counties, with the exception of Bacon and Tattnall. The county's percentage of those with a Bachelor's Degree (5.3 percent) was lower than the other counties, with the exception of Bacon County (3.7 percent). However, Appling County (17.7 percent) had a higher percentage of those with Some College (No Degree) than any of the surrounding counties.

Municipalities. The 2000 percentage of those without a high school diploma was higher in all of the municipalities (anywhere from 35 percent in Baxley to 42.4 percent in Graham), than the county as a whole (32.7 percent), likely due in part to an older population in the cities than in the unincorporated area. The cities also had a lower percentage of college-educated residents,

with the exception of Baxley (13 percent), than the county (12.4 percent). The lowest educational attainment rates overall tended to be in the City of Graham, where roughly 4 in 10 of the citizens had less than a high school level education and six percent had some form of post-secondary degree. The highest educational attainment levels in the county were found in Baxley, which is by far the largest of the municipalities and is home to a satellite campus of Altamaha Technical College.

## **Assessment**

Appling County continues to lag behind in efforts to have a more educated population than Georgia. From 1980-2000, Appling County saw a decrease in the percentage of its population with no high school diploma, and an increase in those who had at least a high school diploma. However, these trends seem to be well behind state and national trends, where both are seeing its numbers of those with only a high school diploma decrease, but those moving on to the college level increase. For those in Appling County and its municipalities who are moving on to college-level education, there are increasing numbers of those receiving degrees of some type over the last decade, if only slightly so. In any case, these numbers are considerably behind the state as a whole. These trends bear serious consequences in that they present barriers for the county to attract economic development. The overall low skill levels of the local population must be addressed for the county to attract the kind of growth it desires. Fortunately, there are some programs in place to address the skill levels of the labor force. These will be discussed in the Economic Development element.

## **Income**

Per capita incomes for Appling County, Georgia, and the U.S. from 1980-2000, as shown in current dollars, are shown in Table P-28, and per capita incomes for all three in addition to the county's municipalities, as shown in actual dollars, are included in Table P-29. Chart P-10 shows Appling County's per capita income as a percentage of that of Georgia and the U.S. in current dollars from 1980 to 2000, while Chart P-11 shows the percentage change in per capita income for all three from 1980 to 2000. Table P-32 shows the percentage of household income

**TABLE P-28**  
**PER CAPITA INCOME**  
**Appling County, Georgia, and the U.S.**  
**1980-2000**

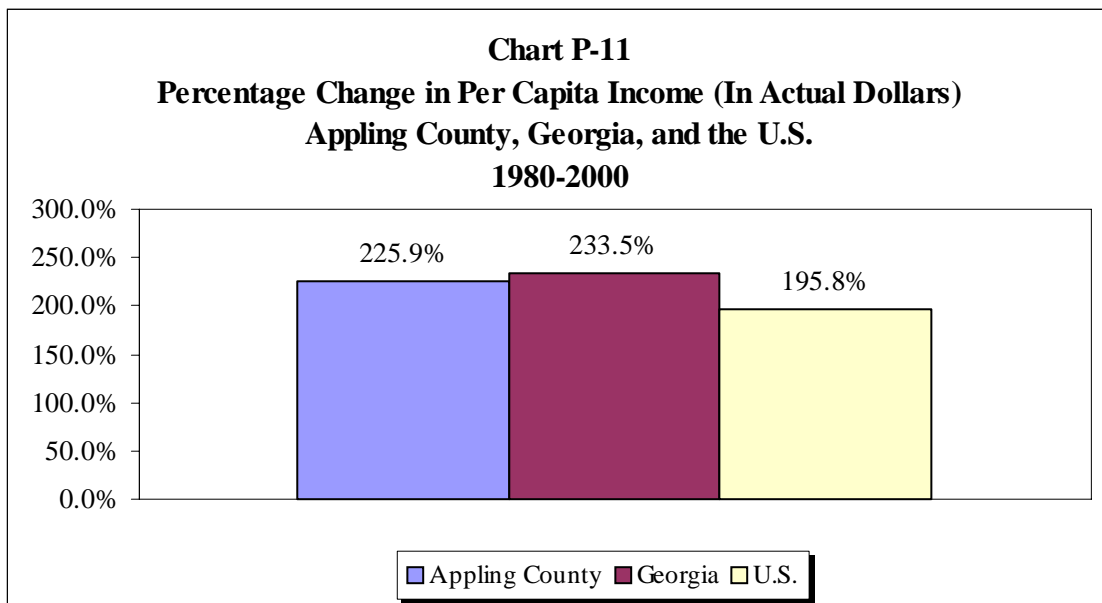
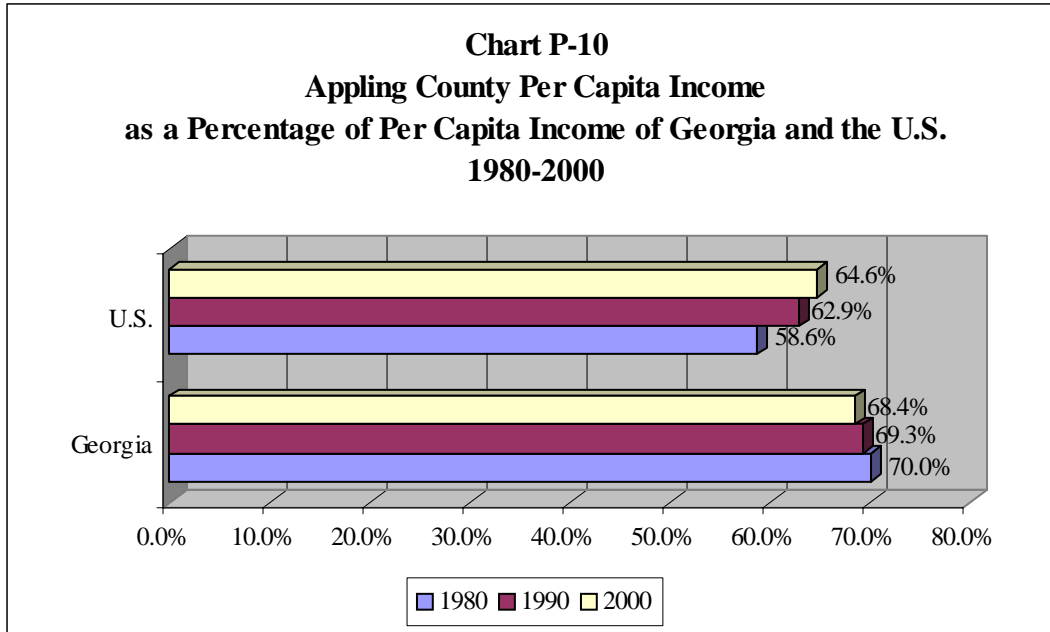
<b>Income per Capita (Current \$)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Appling County	\$5,896	\$12,070	\$19,214
Georgia	\$8,426	\$17,407	\$28,103
United States	\$10,062	\$19,188	\$29,760

Source: Bureau of Economic Analysis, Regional Economic Information System, 2006.  
 All dollar estimates are in current (2004) dollars.

**TABLE P-29**  
**PER CAPITA INCOME**  
**Appling County Governments, Georgia, and the U.S.**  
**1980-2000**

<b>Income per Capita (actual \$)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Appling County	\$4,533	\$9,901	\$15,044
Baxley	\$4,741	\$8,221	\$14,321
Graham	NA	NA	\$14,270
Surrency	\$3,285	\$6,790	\$14,794
Georgia	\$6,402	\$13,631	\$21,154
United States	\$7,298	\$14,420	\$21,587

Source: U.S. Bureau of the Census, 1980, [www.census.gov](http://www.census.gov), 2006 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).



**TABLE P-32**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Appling County and Georgia**  
**1980-2000**

Category	Appling County			Georgia		
	1980	1990	2000	1980	1990	2000
TOTAL Households	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Income less than \$5,000	23.61%	11.65%	NA	16.20%	7.90%	NA
Income \$5,000 - \$9,999	23.53%	13.03%	16.74%	17.10%	8.87%	10.13%
Income \$10,000 - \$14,999	17.98%	11.27%	7.96%	16.28%	8.62%	5.85%
Income \$15,000 - \$19,999	15.16%		9.96%	14.19%	8.87%	5.91%
Income \$20,000 - \$29,999			14.92%	11.53%	17.13%	12.74%
Income \$30,000 - \$34,999	15.05% <sup>1/</sup>	36.64% <sup>4/</sup>	6.95%	8.23%	7.90%	6.22%
Income \$35,000 - \$39,999			5.72%	5.53%	6.77%	5.87%
Income \$40,000 - \$49,999	3.07% <sup>2/</sup>	14.70% <sup>2/</sup>	9.18%	3.36%	11.03%	10.85%
Income \$50,000 - \$59,999			7.81%	2.04%	7.61%	9.24%
Income \$60,000 - \$74,999		9.86% <sup>5/</sup>	8.57%	1.47%	6.85%	10.48%
Income \$75,000 - \$99,999		1.86%	6.78%	2.57%	4.63%	10.36%
Income \$100,000 or more	1.60% <sup>3/</sup>	0.98%	5.41%	1.52%	3.81%	12.34%

<sup>1/</sup> Includes the \$20,000-\$29,999 and \$30,000-\$34,999 income categories.

<sup>2/</sup> Includes the \$35,000-\$39,999 and \$40,000-\$49,999 income categories.

<sup>3/</sup> Includes the \$50,000-\$59,999, \$60,000-\$74,999, \$75,000-\$99,999, and \$100,000 or more income categories.

<sup>4/</sup> Includes the \$15,000-\$19,999, \$20,000-\$29,999, and \$30,000-\$34,999 income categories.

<sup>5/</sup> Includes the \$50,000-\$59,999 and \$60,000-\$74,999 income categories.

Source: U.S. Bureau of the Census, 1980; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-33**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Baxley, Graham, and Surrency**  
**1980-2000**

Category	Baxley		
	1980	1990	2000
TOTAL Households	NA	100.00%	100.00%
Income less than \$5,000	NA	17.34%	NA
Income \$5,000 - \$9,999	NA	18.86%	23.57%
Income \$10,000 - \$14,999	NA	13.59%	8.66%
Income \$15,000 - \$19,999	NA		
Income \$20,000 - \$29,999	NA		
Income \$30,000 - \$34,999	NA	30.31% <sup>1/</sup>	27.39% <sup>1/</sup>
Income \$35,000 - \$39,999	NA		
Income \$40,000 - \$49,999	NA	10.61% <sup>2/</sup>	12.68% <sup>2/</sup>
Income \$50,000 - \$59,999	NA		
Income \$60,000 - \$74,999	NA	6.87% <sup>3/</sup>	18.22% <sup>3/</sup>
Income \$75,000 - \$99,999	NA	1.39%	2.36%
Income \$100,000 or more	NA	1.04%	7.13%

**TABLE P-33 (Cont'd)**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Baxley, Graham, and Surrency**  
**1980-2000**

Category	Graham			Surrency		
	1980	1990	2000	1980	1990	2000
TOTAL Households	NA	NA	100.00%	NA	100.00%	100.00%
Income less than \$5,000	NA	NA	NA	NA	25.00%	NA
Income \$5,000 - \$9,999	NA	NA	22.83%	NA	11.00%	17.05%
Income \$10,000 - \$14,999	NA	NA	11.81%	NA	13.00%	7.75%
Income \$15,000 - \$19,999	NA	NA		NA		
Income \$20,000 - \$29,999	NA	NA		NA		
Income \$30,000 - \$34,999	NA	NA	29.92% <sup>4/</sup>	NA	45.00% <sup>4/</sup>	32.56% <sup>4/</sup>
Income \$35,000 - \$39,999	NA	NA		NA		
Income \$40,000 - \$49,999	NA	NA	11.81% <sup>2/</sup>	NA	2.00% <sup>2/</sup>	10.08% <sup>2/</sup>
Income \$50,000 - \$59,999	NA	NA		NA		
Income \$60,000 - \$74,999	NA	NA	15.75% <sup>5/</sup>	NA	4.00% <sup>5/</sup>	27.13% <sup>5/</sup>
Income \$75,000 - \$99,999	NA	NA	5.51%	NA	0.00%	5.43%
Income \$100,000 or more	NA	NA	2.36%	NA	0.00%	0.00%

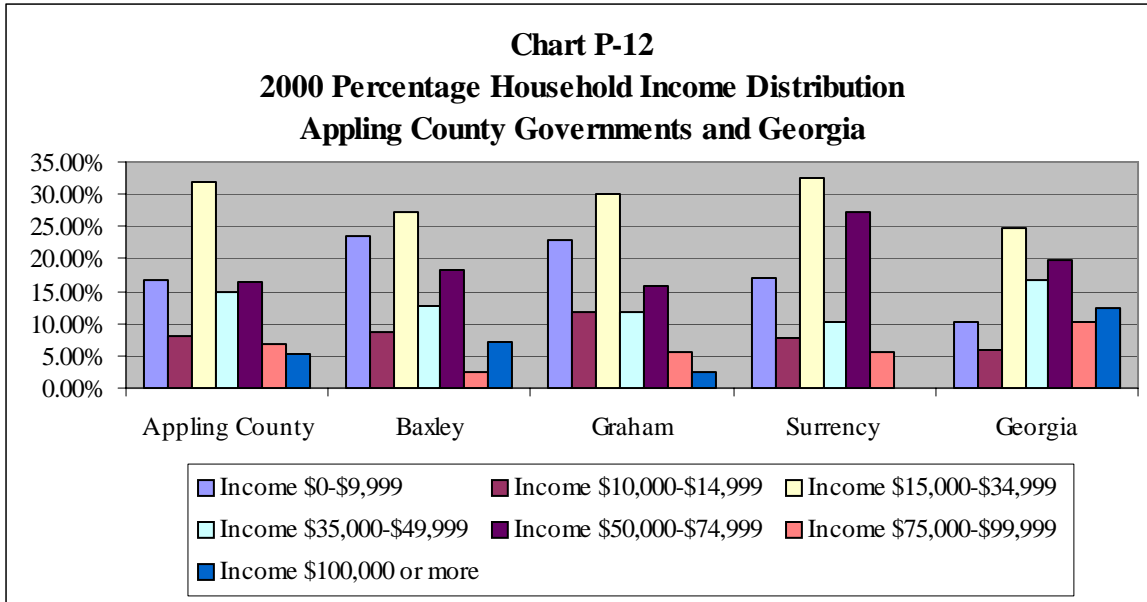
<sup>1/</sup> Includes the \$15,000-\$19,999, \$20,000-\$29,999, and \$30,000-\$34,999 income categories.

<sup>2/</sup> Includes the \$35,000-\$39,999 and \$40,000-\$49,999 income categories.

<sup>3/</sup> Includes the \$50,000-\$59,999 and \$60,000-\$74,999 income categories.

Sources: U.S. Bureau of the Census, 1983, [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.





distribution for Appling County and makes a comparison with the state, while Table P-33 shows the percentage distribution of household income for the municipalities. Chart P-12 depicts the 2000 percentage distribution of household income for the county, municipalities, and the state to highlight ongoing trends.

From 1980 to 2000, Appling County’s per capita income increased significantly less than Georgia and the U.S. in current dollars in terms of absolute numbers, as shown in Table P-28. In absolute numbers, Appling County’s per capita income increased by \$13,318, or 225.9 percent, to \$19,214 from 1980 to 2000, as shown in Chart P-11. At the same time, Georgia’s per capita income increased by \$19,677, or 233.5 percent, to \$28,103 between 1980 and 2000, and the U.S. per capita income increased by \$19,698, or 195.8 percent, to \$29,760. Appling County’s 1980 per capita income of \$5,896 was 70 percent of the state’s 1980 per capita income and 58.6 percent of the national per capita income, as shown in Chart P-10. By 2000, however, the gap between the county’s per capita income and that of the state had widened slightly but had closed slightly with the nation, as the county’s per capita income had become 68.4 percent of Georgia’s per capita income and 64.6 percent of the U.S. figure. Georgia’s per capita income, which was 83.7 percent of U.S. per capita income in 1980, was 94.4 percent of the nation’s per capita income by 2000, as the state’s strong economy helped to generate healthy income growth for the state as a whole. Based on current dollars, the county’s per capita income is failing to keep up

with the growth of the state and nation as a whole, while the state continues to close the gap with the rest of the U.S.

As shown in Table P-32 and Chart P-12, by 2000 Appling County had the highest percent, by far, of its household income distribution in the less than \$10,000 and \$20,000-\$29,999 income categories, which were approximately one-sixth and one-seventh of the county's households, respectively. The local percentage of households with incomes of less than \$10,000 was more than one-half of the statewide rate, and the percentage of households with incomes between \$20,000-\$29,999 was slightly higher than the state as a whole. The distribution of income by households is much more diverse at the state level than is the case locally. The apparent differences between the state and Appling County can also be seen in the higher income categories, those ranging from \$60,000 and upwards. Appling County had a combined 20.76 percent of households in this category in 2000, while the state had 33.18 percent of its households located within one of these three combined categories. Simultaneously, over one-half (56.53 percent) of the county's households had incomes of under \$35,000, compared to 40.85 percent at the state level. Next to those households with incomes of less than \$10,000 and \$20,000-\$29,999, the next highest income group countywide was those households with incomes between \$15,000-\$19,999, comprising roughly one-tenth (9.96 percent) of the county's total households. The one-sixth of the county's households alone with incomes of less than \$10,000 in 2000 was down by some two-thirds from 47.14 percent in 1980, but it remains an indication that poverty was and still is a significant concern locally.

Municipalities. By 2000 as shown in Table P-29, per capita incomes in Baxley, Graham, and Surrency were somewhat lower than the county as a whole. This remains mostly unchanged from 1980, with the one exception being that Baxley's per capita income was just above that of the county in 1980. Surrency presently has the highest per capita income among the municipalities, albeit some \$250 less than the county in 2000. Baxley's per capita income in 1980 was approximately \$200 more than the county as a whole, before decreasing to roughly \$700 lower than the county by 2000. Surrency's per capita income (350.3 percent) experienced a larger percentage increase than the county as a whole over the last two decades (231.9 percent).

Baxley's per capita income experienced a noticeably smaller absolute increase than the county as a whole over the last two decades (\$10,511 vs. \$9,580) and, as a result, a lower percentage increase (202.1 percent vs. 231.9 percent). Although no figures are available for Graham prior to 2000, that city's per capita income currently is the lowest in the county, some \$50 less than Baxley's and roughly \$800 less than the county. Possible causes of such relatively low-income figures in the cities in general can be attributed to a lack of educational attainment, the increasing elderly population, and the high percentage of minority residents who tend to have lower incomes than the population as a whole. Table P-33 shows that in 2000, household incomes in the cities were, for the most part, largely distributed in the lowest income categories (with the exception of Surrency, where household incomes were more concentrated in the middle income categories), even more so than in the rural areas of the county. Some one-fifth to one-fourth of households in the municipalities in 2000 had incomes of less than \$10,000, with the exception of Surrency where just over 17 percent of households were in this category. Some one-third of households in Baxley and Graham had incomes of less than \$15,000, compared to about one-fourth in Surrency. Some 60-65 percent of households in the municipalities had incomes of less than \$35,000. On a slightly more positive note, approximately 60 percent of households in Baxley and Graham, along with 70 percent in Surrency, had incomes between \$30,000-\$75,000, indicating a fair number of middle-income households is present despite the high percentages of lower income households. In all three municipalities, roughly one-third of all households were in the \$30,000-\$34,999 range. In Surrency, just under one-third of household incomes were in the \$60,000-\$74,999 range. Some one-fourth of households in Graham and one-third of households in Baxley and Surrency had incomes of \$60,000 or above. These figures indicate relatively high numbers of poverty and low-income households still exist within the cities and the county to a significant extent, although a significant middle class is also present.

### **Assessment**

Although Appling County's per capita income has increased markedly over the last two decades, the results continue to show incomes, both per capita as well as household, that are significantly behind that of the state and nation. As can be predicted, a majority of the income

distribution for Appling County and its municipalities falls in the \$0-\$29,999 range, with a substantial number falling below \$10,000. The higher income ranges did experience noticeable growth from 1980-2000. However, incomes remain relatively low in the county, indicating a sizable portion of households remain in poverty. This is to be expected given the relatively low educational attainment levels and significant elderly population. For local household incomes to catch up to the rest of the state and nation, much work will have to be done to raise the skill levels of the local labor force. Only through increased skill levels will Appling County be able to attract the kinds of good-paying jobs necessary to raise household incomes sufficiently.

# ECONOMIC DEVELOPMENT

## Introduction

Economic development is one of the major factors, if not the most important factor, that defines a community's overall health and vitality. A community undertakes comprehensive planning to make itself a better place to live and work, and improve its overall quality of life. Most often this requires economic prosperity, the enhancement of the tax base, wages, and available jobs. These enhancements provide the dollars required for community infrastructure and service improvements, better housing, and a higher standard of living.

It is necessary for a community to understand and address the factors driving its economic development to improve itself and make its desired future happen. Appling County's past development is an obvious example of commerce's influence on growth and development. From the family farm to the development of the timber industry, Appling County's growth periods prior to World War II have been associated with commerce and economic development. Similarly the changing face of economic development can cause decline. Much of the late twentieth century saw the decline of the railroad as a principle means of transportation and the advent of the automobile that allowed people greater mobility to search for better employment and higher wages. Further changes in technology led to the development of more mechanized farming that requires a lesser number of people needed to work the farm than in times past.

This plan element addresses the state of economic development of the Appling County community, including its three municipalities of Baxley, Graham, and Surrency. The economic base, labor force, local economic resources, and ongoing economic trends of the community are examined through a community assessment and the identification by the local community of issues and opportunities that require further attention. The inclusion of economic data, as required for ten years prior to the plan and for twenty years beyond plan preparation, has been satisfied to the best of the community's ability. Almost all economic data is presented at the county level, because such data for rural areas is generally only available at that level, and economic planning generally only makes sense at that level. Only limited data would be available for the municipalities. The county as a whole is truly an inseparable economic entity, most significant economic activity centers on the county seat of Baxley, and local economic resources and activities generally take place on a joint countywide basis. It has been accepted

for a long time in Appling County that the economic fate of all four local governments is intertwined, and that the local economy could not be analyzed or developed except on a countywide basis.

The Minimum Standards require the inclusion of a multitude of numbers and data forecasts, all of which can be found in the Appendix to this *Community Assessment*. Certain individual tables and charts necessary to illustrate key points are included within the Economic Development chapter of this *Community Assessment*. Many of these numbers are provided from data obtained through national econometric models that are based on past occurrences, and known trends and influences. It should be remembered that data are numbers with inherent accuracy problems, no matter the source. Application of models which display accurate national results become less accurate when applied to smaller areas because of sheer size. The purpose for these numbers is to provide a snapshot of the community and to help understand ongoing trends. Those citizens and leaders involved in plan preparation often have intuitive knowledge and insight on both the conditions of the local economy and the reality behind the numbers. The recognition and acknowledgement of strengths and weaknesses revealed in such analysis provides the foundation to determine means, goals, and policies appropriate for local community economic development strategies.

The organization of this element of the plan is structured to comply with guidelines established by the Georgia Department of Community Affairs. The element continues with an analysis and assessment of the economic base, labor force, local economic development resources, and recent and ongoing economic trends of the countywide community. It concludes with a listing of major findings that summarize the key points of analysis, and a summary of needs assessment addressing potential issues and opportunities that the community may wish to address in the forthcoming community agenda portion of the comprehensive plan.

## **Economic Base**

**Overall Description/Trends.** Appling County is a rural county in southeast Georgia with a past and present intricately tied to transportation and agriculture. Over 66 percent of its land area is in timberlands. With the changes in agricultural technology over the last fifty years, only a minimal portion of the county's employment is still in agriculture or related activities. The county's early development can be traced to the Altamaha River's access to the area's rich pine forests, and later development to railroads and U.S. Highways 1 and 341 (Golden Isles Parkway). Appling County's future economic development may similarly be tied to these

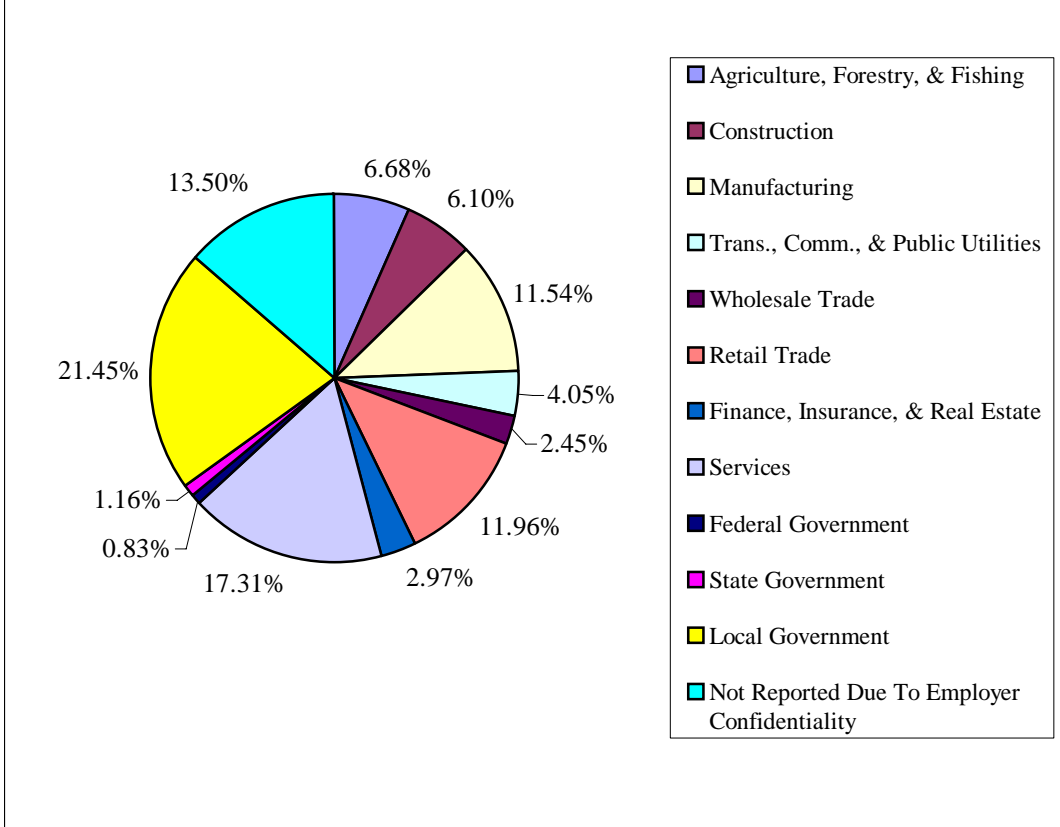
features. Its biggest assets include its agricultural and forestry land base and other natural resources, and its transportation access. The county has shown small, relatively stable growth, but at a rate much slower than that of the state or the U.S as a whole.

Data from such various sources as the Georgia Department of Labor, the U.S. Bureau of Economic Analysis, the U.S. Bureau of Labor Statistics, and the U.S. Census Bureau are illustrated in Charts ED-1 through ED-14 to illustrate the Appling County economic base and compare it to the Georgia economy. While one may take issue with specific numbers, these data are important to denote recent trends and local economic influences and differences with the state. As might be expected, there are major differences between the local and state economic bases as well as widely divergent growth patterns.

In isolation, the Appling County economy has exhibited generally modest growth in the last twenty years. Employment has grown from 7,193 workers in 1990 to 8,404 in 2004. Total earnings have increased (in actual dollars) from \$172.7 million in 1990 to \$302.3 million in 2004. While this growth has remained positive (which may not be said of all rural areas), it pales in comparison to state or national growth. From 1990 to 2004, Appling County's total employment grew approximately 17 percent, while total earnings increased by 75 percent. This county employment growth was far less than that of the U.S. (45.5 percent) and about one-fifth of Georgia's (76.9 percent). County total earnings increase for the period was just below that of the U.S. (75.9 percent) but only about one-half that of Georgia's (141.2 percent). This is certainly evidence that while the county economy was not completely stagnant, it fell significantly behind that of the state and nation in terms of both employment and earnings.

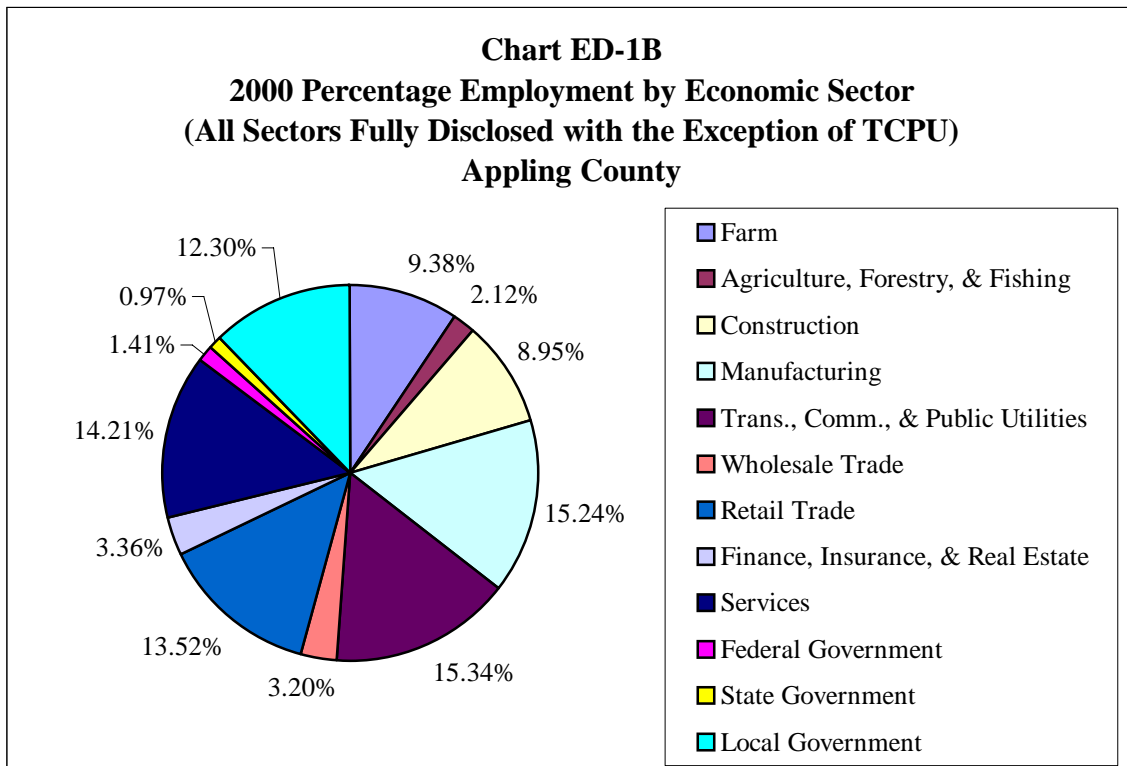
**Employment By Sector.** The detail of employment by sector, both in terms of non-farm employment and including farming, shown for Appling County in Charts ED-1A, ED-1B, and ED-1C, respectively, and its comparison with Georgia in Charts ED-2A and ED-2B reveal major differences in the two economies. The top four sectors of employment in Appling County in 2005 were, in descending order: Local Government, Services, Retail Trade, and Manufacturing. However, it should be noted that much of the employment figures for Transportation, Communication, and Public Utilities, which was the county's second leading sector of employment in 2000, were not made public in 2005 due to employer privacy concerns in the Public Utilities sector. Some 13.5 percent of the county's total employment was not reported publicly in 2005 for this reason. Much of this percentage most likely comes from the Public Utilities sector, which when combined with the 4.05 percent which was reported for

**Chart ED-1A**  
**2005 Percentage of Non-Farm Employment by Economic Sector**  
**Appling County**

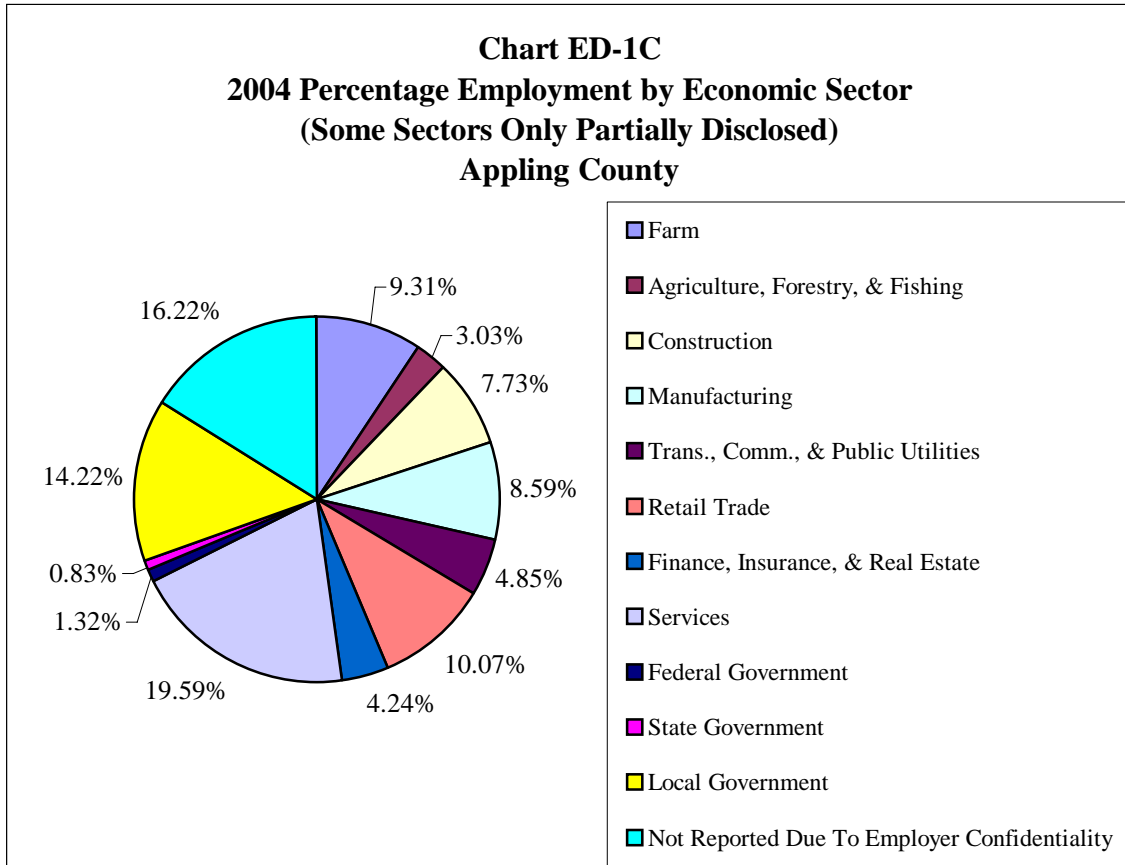


Source: Georgia Department of Labor, 2006.

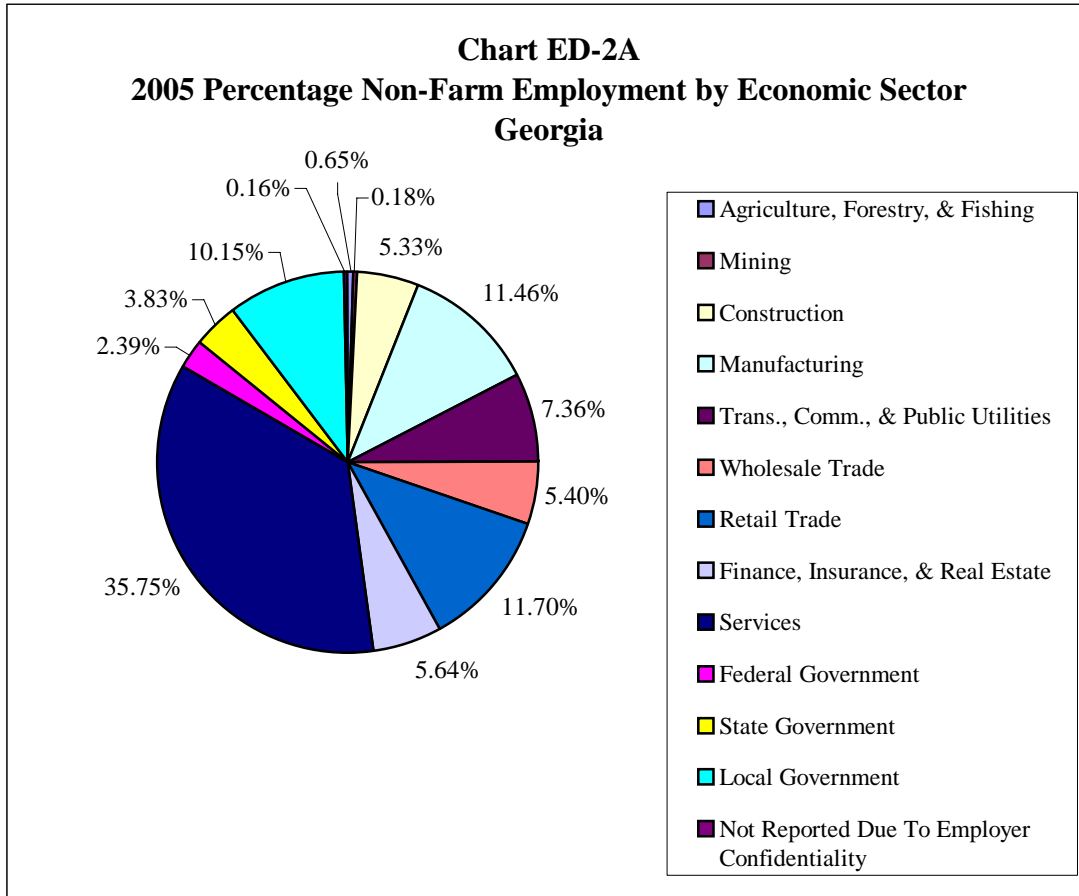




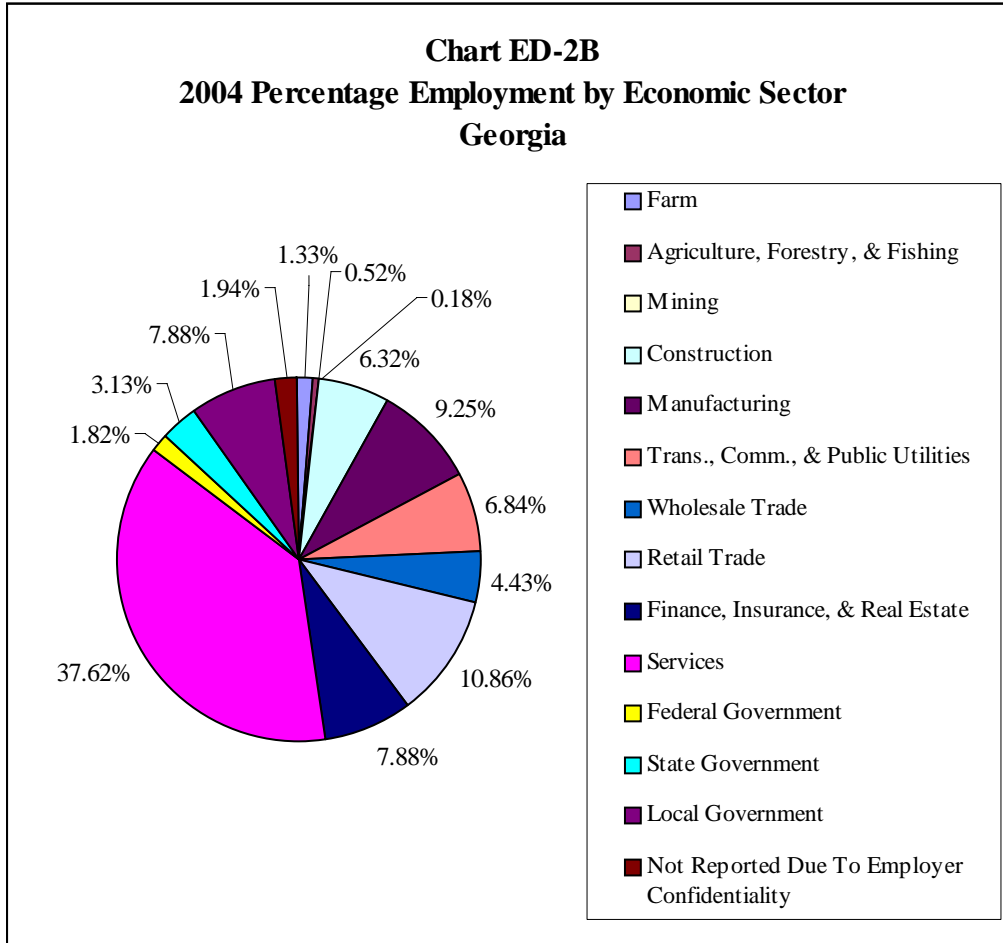
Source: U.S. Bureau of Economic Analysis, 2006.



Source: U.S. Bureau of Economic Analysis, 2006.



Source: Georgia Department of Labor, 2006.



Source: U.S. Bureau of Economic Analysis, 2006.

Transportation and Communications, would have consisted of 17.55 percent of total countywide employment and would have been the county’s third leading sector of employment. Georgia's top four 2005 employment sectors were almost the same as those for the U.S. These were Services, Retail Trade, Manufacturing, and Local Government. Nationally, Services were first, followed by State and Local Government, Retail Trade, and Manufacturing. Until 2000, Manufacturing was the top employment sector in Appling County for those sectors whose figures were released publicly, although in 1990 and 1995 the percentage of those sectors not reporting due to employer confidentiality was higher than that for any other sector locally, again due largely in part to the Transportation, Communication, and Public Utilities sector. Local Government has been consistently second in recent years. Services, which had been third a decade or so ago, is now the leading sector for local employment. In 1990, Georgia began the

switch from an economy that was led in employment by the Manufacturing sector to an economy where the Services sector employed the greatest number of people. Simultaneously, Appling County was beginning to transition away from an economy with manufacturing as the primary employer. In the state as a whole, this change had occurred some decades ago.

In terms of percentages, farming jobs were seven times as prevalent in Appling County in 2004 as Georgia, and more than five times as prevalent as the U.S. Other sectors with a larger presence in Appling County in 2004 than in Georgia were construction (just slightly above Georgia's percentage) and local government (almost double that of Georgia). On the other hand, the local Services, Finance/Insurance/Real Estate, and Wholesale Trade sectors in Appling County in 2000 were about one-half that of Georgia, and the local Federal Government and State Government sectors were about one-third and two-thirds, respectively, less than the state.

The change that has taken place in the Appling County economy over the last decade and a half has been quite significant. As of 2005, some 62 percent of the local economy's total non-farm employment can be found in just four sectors: Local Government, Services, Retail Trade, and Manufacturing. Between 1990 and 2005, employment in the Services sector increased by more than double (8.77% to 17.31%), and Agriculture, Forestry, and Fishing employment increased almost 400 percent (1.37% to 6.68%). On the other hand, substantial declines were found in the Manufacturing (21.24% vs. 11.54%) sector, likely due to major losses in the apparel market, indicating a decreasing reliance on a historically very important component of the local economy.

At the same time, both the state and national economies have experienced fundamental shifts as well. The largest increase in Georgia's non-farm employment between 1990 and 2005 was in the Services sector (19.97% vs. 35.75%), while the steepest decline was found in the Manufacturing sector (19.00% vs. 11.46%). This mirrors the change in the national economy over the same time period, as the economy at both the state and federal level shifts away from a manufacturing-based economy to one that is more service-based. Between 1990 and 2005 the Services sector increased in terms of total non-farm employment in the U.S. from 28.39 percent to 40.55 percent. Simultaneously, the Manufacturing sector's share of total U.S. employment dropped from 14.46 percent to 8.9 percent, as that sector has experienced hard times over the last two decades due to technological changes and an increasingly competitive global economy.

Although no projections are available at the present time, the current data seems to indicate that the ongoing trends taking place at the local, state, and national level should continue. Total employment in Appling County should continue its slow and steady increase

from recent years, barring the location to the county of any future major developments. The largest sectors of employment in Appling County will likely continue to be found in the Manufacturing, Services, Local Government, and Retail Trade sectors, assuming that employment in the Public Utilities sector remains undisclosed on a consistent basis. When Public Utilities employment is taken into consideration, it is likely the county's largest single source of employment and should remain so with the presence of Plant Hatch. The four aforementioned sectors combined presently comprise some 55-60 percent of Appling County's total employment, and this will likely remain the case for the foreseeable future. The Services sector is the fastest growing sector both in terms of actual numbers and its share of total employment in the county, mirroring the current trend at the state and national levels of a more service-based economy. The Manufacturing sector is expected to continue a marked and steady decline in terms of its share of total employment. The recent trend towards diversification in a number of small, different industries may ameliorate this trend of declining manufacturing. Despite a slight drop in retail trade employment in the last five years, it is likely that a rebound to some extent could be expected, given the recent new retail/commercial growth in Baxley and with future opportunities becoming available as development continues to occur along the U.S. 341 West Corridor near the new Wal-Mart SuperCenter. The Farm sector is expected to continue its slow decline from previous years as the economy continues to become less dependent on agriculture.

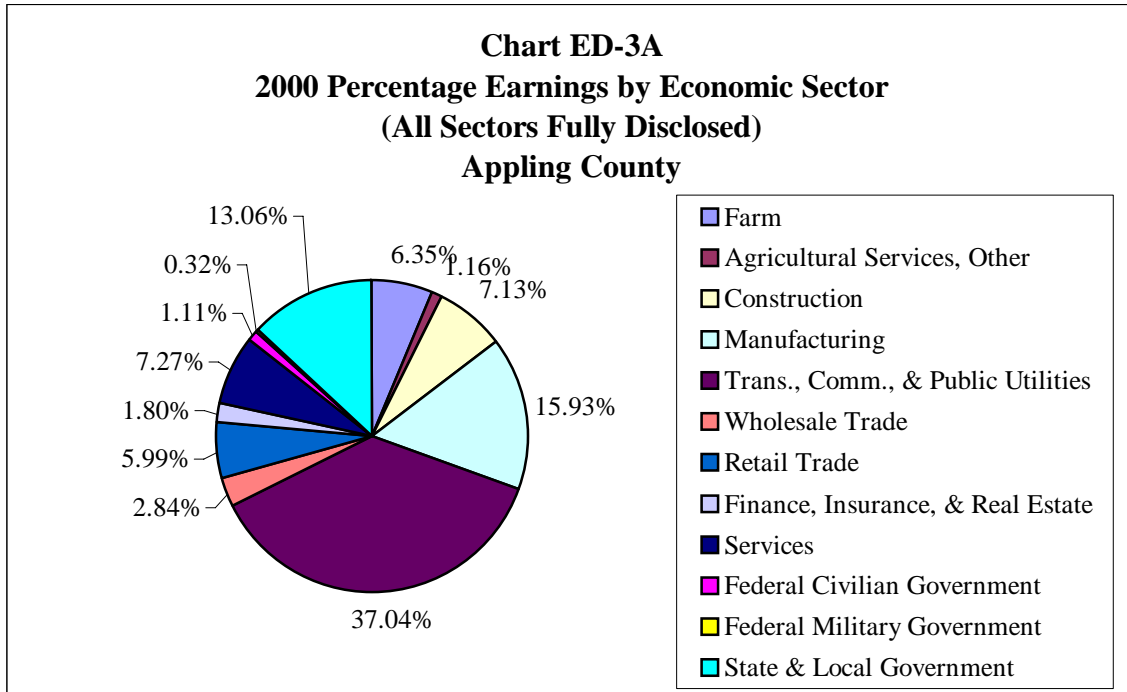
The state of Georgia's economy could reasonably be expected to head in much the same direction as it has been. The largest sectors of employment in Georgia are expected to likely continue to be in the Services, Retail Trade, Local Government, and Manufacturing sectors; currently comprising some two-thirds of Georgia's total employment. The Services sector is expected to continue to see the biggest increase statewide in the near future, as it becomes an even more dominant player in the state's economy than even at present. This trend mirrors that currently ongoing at the national level as well. Manufacturing is expected to continue a slow and steady decline in terms of its share of total employment, remaining only a shadow of what it used to be in terms of being a major player in the state's employment picture. The same is ongoing at the federal level. Some of the void is being filled through local government and retail trade jobs, although the percentage of total employment in these sectors is only slightly higher than manufacturing at the present time.

**Earnings By Sector.** In terms of 2000 earnings, the three highest employment sectors in Appling County were Transportation/Communications/Public Utilities, Manufacturing, and State & Local Government. The Transportation/Communications/Public Utilities sector is the highest sector by far in terms of total earnings, more than twice as high as that for the Manufacturing

sector, due in large part to the presence of the Southern Company's Edwin I. Hatch Nuclear Power Operating Facility on the Altamaha River. While fourth in total employment in 2000, the Retail Trade sector is only seventh in total earnings, attributable to the lower wage jobs that are commonly found in this sector. The same can be said for Services, which is third in total employment but fourth in total earnings. Although on the decline, agriculture remains important to the local economy, being sixth in terms of total earnings as well as total employment. It is significant to note the top three sectors provided about 65 percent of Appling County 2000 earnings. Transportation/Communications/Public Utilities alone provided over one-third of total earnings (37.04 percent). Charts ED-3A and ED-3B illustrate the state of total earnings in Appling County as of 2000 and 2004, respectively. Between 1990 and 2004, earnings in the Manufacturing sector declined by almost one-half as a percent of total earnings in Appling County (14.30% vs. 9.09%), accompanying the decline in total employment. On the other hand, Agriculture Services earnings increased by five times as a percentage of total earnings (0.51% vs. 2.49%), while Farm earnings held relatively steady as a percentage (6.83% vs. 6.74%). Other sectors remained fairly steady, with either a slight increase or decline throughout the period.

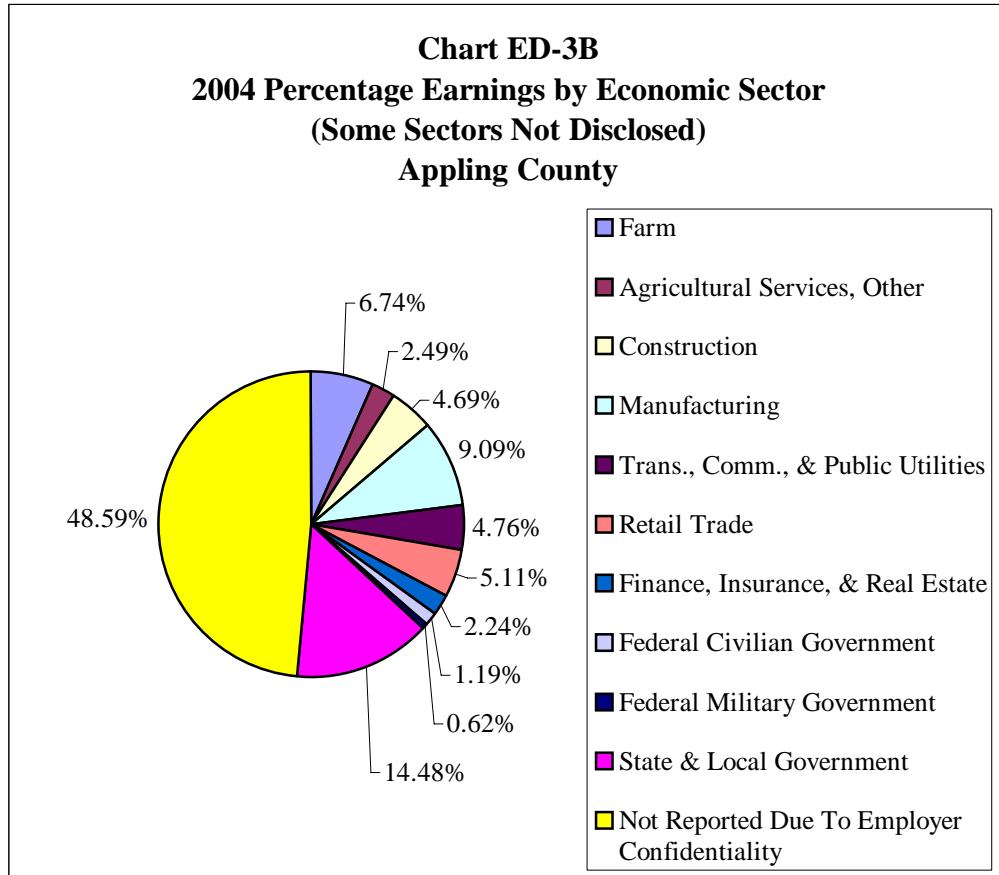
Georgia's 2000 top four sectors in terms of earnings were Services, Manufacturing, Transportation/Communications/Public Utilities, and State & Local Government. However, Georgia's top four sectors provided nearly two-thirds of total non-farm earnings, and Services alone accounted for almost one-third (29.94 percent) of total earnings, as shown in Chart ED-4. Between 1990 and 2004, earnings in the Manufacturing sector declined by nearly one-third at the state level in terms of its share of total earnings. The Services sector's share increased by nearly 40 percent over that same time.

In 2000, the top four sectors in terms of earnings at the national level were Services, Manufacturing, State & Local Government, and Finance, Insurance, and Real Estate. These four sectors combined to make up some 67 percent of total earnings nationwide. Interestingly, while Retail Trade was one of the top employers in the U.S., it only made up just 6.6 percent of total earnings. This is a reflection of the low-paying jobs that are often found in this particular sector. The changes in total earnings at the national level mirror closely those found in Georgia, with Manufacturing steeply declining in terms of its share of the total and Services sharply rising.

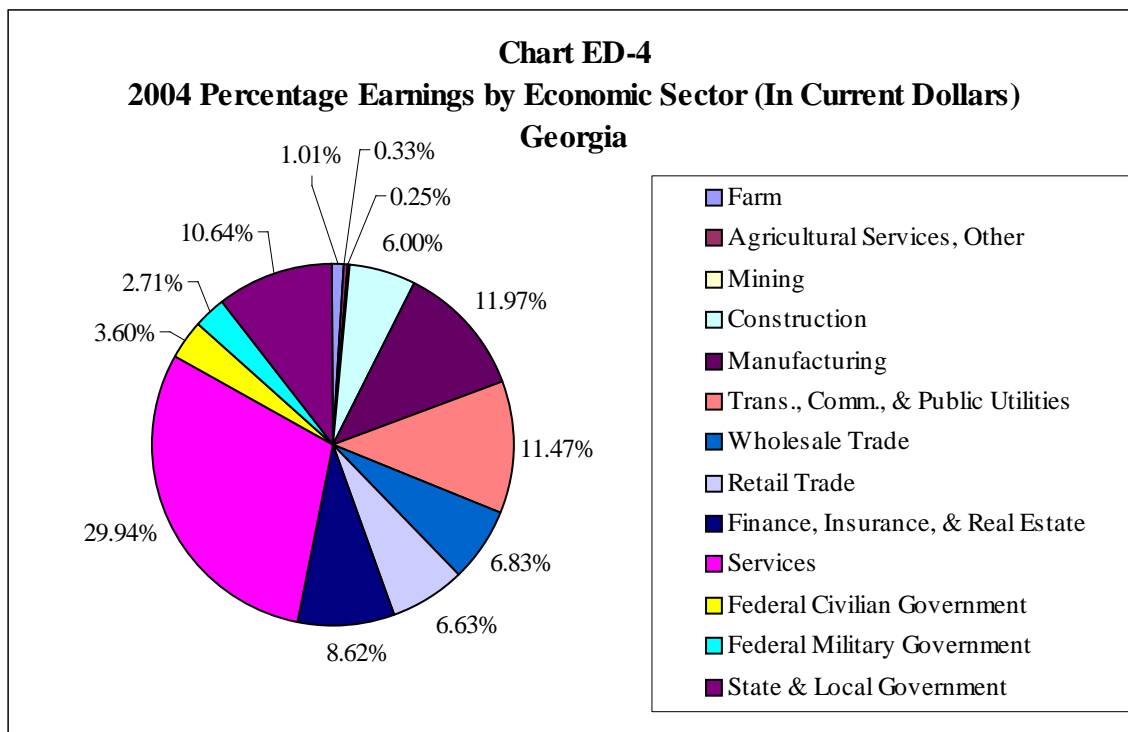


Source: U.S. Bureau of Economic Analysis, 2006.





Source: U.S. Bureau of Economic Analysis, 2006.



Source: U.S. Bureau of Economic Analysis, 2006.

Although no projections are again available at the present time, the current data seems to indicate that the ongoing trends taking place at the local, state, and national level should continue. As of 2000, more than 6 in 10 of Appling County’s total earnings can be found in just three sectors: Transportation/Communications/Public Utilities, Manufacturing, and State & Local Government. This mirrors the trends ongoing for total employment, minus the lower paying Retail Trade and Services sectors, which had higher percentages of employment than State & Local Government. While government jobs should still be a stable source of employment, they are not likely to produce great numbers of new jobs unless expansions or new openings occur sometime in the future. The recent location of a state diversion center to the county should certainly bring needed strength to this sector in particular and to the whole local economy in general. Manufacturing jobs are also not in the numbers locally that they once were, although those that remain seem to be well paying. The county’s manufacturing base does appear to still be strong at least to some extent. While the county’s economy is expected to become more service-oriented, it is interesting to note that earnings in that sector were only about one-fourteenth of the county’s total earnings as of 2000 as compared to about one-seventh of total

county employment, and service earnings were also about only one-half those found in manufacturing or government jobs. This is reflective of the lower wages that are common in many services industries. Although still quite important to the local economy, earnings in Farm jobs are expected to continue to slowly decline as employment numbers level off.

Ongoing trends for Georgia's total earnings could reasonably be expected to continue for some time to come. Almost one-third of Georgia's total earnings in 2004 were in the Services sector, and, with service-oriented industries on the rise statewide, this sector should become an even more dominant part of the state's economy. This seems to indicate that Services will continue to increase its stronghold on the state's economy for the next couple of decades. Another sector that is on the rise, albeit not to the same extent as services, is the Transportation, Communications, and Public Utilities sector. As of 2004, it had become some one-eighth of total earnings statewide, some one-third higher as a percentage of total earnings than in 1990. Manufacturing earnings are still another one-eighth of total earnings, slightly higher than this sector's percentage of total statewide employment as large numbers of people remain employed in manufacturing jobs despite steady declines in this sector.

National trends closely resemble those indicated for Georgia. As in Georgia, almost one-half (some 45 percent) of the U.S. total earnings in 2004 were in the Services and Manufacturing sectors. Services jobs alone were responsible for one-third of total U.S. earnings. Earnings trends for state and local government jobs are very similar to those seen in Georgia. Finance, Insurance, and Real Estate earnings, on the other hand, are slightly higher nationally than in the state, and this trend is likely to continue for the next few years.

## **Detailed Economic Sector Inventory and Analysis**

**Agriculture and Agribusiness.** Agriculture and agribusiness, including forestry, has historically been the most important economic sector in Appling County, but it is steadily on the decline locally as is the case throughout Georgia and the U.S. As described earlier, Appling County's yellow pine forests played an important role in the development of the county, and 66.4 percent of its current land area is in timberlands, predominantly slash and loblolly pine plantations.

The face of agriculture continues to change in Appling County as elsewhere as it becomes more mechanized and concentrated in larger operations on fewer acres. A rather startling picture is the loss of farms, almost 40 percent, since 1964. At the same time, however, lands dedicated to cropland and pasture have also decreased somewhat over roughly the last 40

years. According to the 2002 U.S. Census of Agriculture, from 1964 to 2002 Appling County lost more than one-third of its farms. Between 1992 and 2002 there was a slight increase (although the 2002 number was down somewhat from 1997), according to the 2002 Census of Agriculture, indicating that perhaps the decline in the number of farms was beginning to level off at least to some extent. By 2002 there were 557 farms in Appling County valued at \$1,566 per acre. Many small, family-owned farms have had to give way to larger, more corporate-owned operations due to higher production costs resulting from the changes in technology and increased competition from other countries.

Along with these trends, agriculture is the weakest it has been in the county since 1964 in terms of gross sales. Much of the acreage of cropland/pasture loss has been planted in pine trees. The U.S. Bureau of Economic Analysis data showed that farming in 2004 provided about 11 in 100 local jobs whereas it provided only about 1 in 100 for the state as a whole. The \$55.7 million in agricultural sales in 2002 was up markedly from \$31.1 million in 1992 and more than double from \$23.7 million in 1987, reflecting that farm earnings still appear to be healthy at this time even as jobs are fewer than in previous years. Much of these earnings can be attributed to large amounts of land being in timber production. The forests and natural resources of the county do offer opportunities for the development of value-added enterprises and recreation-based hunting and fishing enterprises. The recent announcement of the pending opening of Appling County Pellets, which will specialize in converting wood waste into fuel for producing electricity, presents a prime opportunity. Agriculture will never provide the employment opportunities necessary to support large population numbers, but will remain a very important economic impact in the county, especially if nurtured and properly supported.

**Manufacturing.** The Manufacturing sector remains an important part of the economy of Appling County, although its decline over the last two decades has been more severe than that seen at the state or national levels due to substantial losses in the apparel industry. Manufacturing provided over one-fifth (21.24 percent) of county jobs and over one-seventh of earnings (14.30 percent) in 1990, although by 2005 the Manufacturing sector provided just one-ninth (11.54 percent) of county jobs and just over one-eleventh (9.09 percent) of county earnings. This larger than normal reliance on one sector has suffered from a global economy that has made this particular sector become far more competitive now than 10 or 20 years ago, with increasing competitiveness likely to continue.

Appling County had approximately 10 industries which employed 50 or more people as of 2005, all located either in or near Baxley, which provide over 900 jobs total. This trend of diversification toward a number of smaller industries rather than one or two large ones is

positive. Three industries employ 100 or more workers. The largest manufacturer is Rayonier, which operates a lumber mill in Baxley that employs approximately 200 people. J.M. Miles Construction, which produces fabricated structural steel, and Baxley Veneer & Cleat, which specializes in box shoo, lumber, and wood chips, both employ just over 100 people. The garment industry had been a very important component of the local economy, although its influence has waned considerably in recent years as it has been decimated by foreign competition. The garment industry as a whole in the U.S. is very unhealthy and is suffering greatly due to foreign competition with cheap labor costs. This Manufacturing sector has virtually vacated the county at this time, with the exception of Douglas and Harper, which produces garments for hospitals and convalescent facilities and employs roughly 90 people. The prospects for luring any new major employers in the garment sector back to the county are almost non-existent. The low wages of this sector are somewhat of a handicap.

The transportation access, abundant water supply, and the vast forests and agricultural potential are among many assets for growth of manufacturing in the county. Value-added industries utilizing forest or agricultural products, such as the aforementioned Appling County Pellets, and firms needing international shipping for export are potential manufacturing concerns that could flourish in Appling County.

**Government.** This sector was defined to include local, state, and federal offices and institutions such as the local public school system and the technical college. However, the Georgia Department of Labor data shown in Tables ED-1 and ED-2, along with the U.S. Bureau of Economic Analysis data shown in Tables ED-5 and ED-6, do show even with limitations, that State and Local Government alone was the leading local economic employment sector and the leading earnings sector among those sectors whose figures were made public. State and Local Government alone was shown in 2000 to provide nearly 1 in 5 local jobs, and about 1 in 7 local dollars of earnings.

The Woods and Poole data may not reflect the full impact of individual establishments in this sector on the local economy. According to a Georgia Department of Labor Area Labor Profile for Appling County that was conducted in 2005, 38 separate offices with over 1,500 employees were operational in Appling County. This is between one-fourth and one-fifth of local employment. Much of the growth in local employment since 1990 as indicated by the Georgia Department of Labor data has taken place in this sector, since this sector was second only to the Services sector in employment growth during the 1990s in terms of actual numbers of employees. This sector provides much stability to the local economy. Although no projections are available, recent trends would likely indicate that growth for this sector would look to

continue to be small but steady as reflected in the Labor Department data, as there is positive potential for growth through population expansion, expansion of service, and the securing of new governmental functions, such as a new diversion center.

**Services.** The Services sector in Appling County is an increasingly important presence in the local economy, much as it is at the state and national levels. However, growth at the local level has not been nearly as robust as that at the state and national levels over time. Actual employment in this sector more than tripled in Appling County between 1990 and 2005. As of 2005, it was second in employment and third in earnings countywide as of 2000 (Service earnings were not available in 2005), but still well below state figures. Services are an essential element of modern daily living, whether they are industrial, medical, physical, or social. Although services are expanding in the county, the lack of extent of services locally, compared to the state or nation, could be the result of several factors. These may include the self-reliance of a rural population, the same lack of an outlying population that has plagued retail trade, the lack of population growth since 1980 when services have exploded nationally, and the lack of available training. The upward movement of this sector locally does provide opportunity and room for further growth and expansion. Professional services are limited. An aging population offers potential markets for medical and support services. The planned construction of a new nursing home facility at Appling General Hospital coupled with an aging population offers potential markets for additional medical and support services. There are already identified needs for more physicians. There are several personal care homes and assisted living facilities available locally to help serve the county's elderly population, and there is room for additional facilities in the future. The increase in technology and computer use provides a need for new types of services. The availability of Altamaha Technical College provides a source for training in specific service areas that may be identified by the community.

**Retail Trade.** The Retail Trade sector has historically been one of the strongest sectors in terms of both actual numbers and percentage of employment in Appling County over the last decade or two, but has experienced a slight decline in terms of actual numbers and percentage within the last five years or so. The Georgia Department of Labor data indicates that the Retail Trade sector is now the fourth leading sector of employment, and is down one percentage point over the last decade (and some three percentage points in the last five years) in terms of its percentage of total countywide employment. However, its percentage locally still ranks slightly ahead of the percentage for the state as a whole. As of 2005, one in every eight county jobs were in this sector, compared to about one in seven as recently as 2000.

Until recent times, Appling County had never been considered a major retail area in southeast Georgia. The major retail trade destination for local residents historically has been and continues to be the regional growth center of Wayne County (Jesup), with other activity in Toombs County (Vidalia). Additional retail opportunities abound in larger nearby growth centers of Brunswick and Waycross, as well as the relatively nearby major cities of Jacksonville, Florida and Savannah. The major sources of local retail trade are Appling, Bacon, and Jeff Davis counties with Pierce, Tattnall, Toombs, and Wayne providing lesser trade activity. Appling County has three (3) major shopping centers, four counting a revitalized downtown Baxley, all located in Baxley. The general retail trade climate in Baxley, after experiencing relatively stable growth over the last decade or so, has been on the upswing in the last couple of years, particularly with the opening of a Wal-Mart Supercenter on the west side of Baxley along the U.S. 341 West corridor in 2005. The presence of Wal-Mart has served to attract other retailers to locate nearby, such as Advance Auto Parts (which relocated from downtown Baxley), Aaron's Rent-a-Center, O'Reilly's Auto Parts, and a new Quizno's restaurant. Geography once played an important part in limiting retail trade development in the Baxley-Appling County area, but now the area is becoming more competitive with the other nearby major trade centers, such as Douglas, Jesup, and Vidalia. People living in the surrounding areas now do not have to drive as far as they previously might have to find quality shopping opportunities. Shopping centers in Baxley do good business in local trade, and the recent retail growth is beginning to invite more out-of-town shoppers.

This sector's further development will likely be dependent on the continued development around and nearby Wal-Mart to continue attracting outside shoppers, or expansion of other sectors generating population growth. A fair quantity of land is available for continued commercial/retail development in and adjacent to Baxley, particularly along the U.S. 341 West Corridor. The ongoing revitalization of downtown Baxley also offers possibilities of growth. Several new merchants have opened establishments in the downtown area within the last 4-5 years, helping to attract more shoppers to the area. The attraction of tourists and visitors would also help.

**Transportation/Communications/Public Utilities.** Transportation/Communications/Public Utilities is another economic sector with a larger percentage presence in the local economy in 2000 than in the state. Much of this presence has to do with the presence of Southern Company's Plant Edwin I. Hatch Nuclear Power Facility, which was constructed in the late 1970s-early 1980s. Employing some 800 people, Plant Hatch is far and away the county's largest employer. Although complete data is not often reported for this sector, an examination of 2000 data shows the major influence this sector has on the local economy. Some 19 percent of

total county employment was in this sector alone, primarily utilities jobs through Plant Hatch, and more than one-third (37 percent) of total countywide earnings were in this sector. Both of Plant Hatch's nuclear reactors have recently received permit renewals from the U.S. Department of Energy to continue operating for an additional twenty years beyond the expiration of their current permits, meaning that the facility's employment is likely to remain stable for quite some time.

Appling County is also home to several entrepreneurial trucking/distribution firms, mostly tied to the area's agriculture/timber industry. Baxley's location and transportation access (U.S. 1, U.S. 341, and GA 15) provide ready access to major markets throughout Georgia and northern Florida. Because of the presence of Plant Hatch and the critical element of reputation and experience in transporting goods, this sector will likely remain relatively stable in the county, even though its distance from a major interstate or metropolitan area does not lend itself to attracting warehouse or distribution concerns. However, this sector is very subject to the vagaries of economic adjustments and does not offer significant growth opportunities beyond what is already present.

**Other Sectors.** The remaining sectors of the local economy have a significantly lower percentage presence than in the state. Construction and wholesale trade are rather limited areas of the current local economy, although the local construction sector closely resembles the current state figures in terms of percentage of total employment. The lack of population and jobs growth severely curtails an abundance of new opportunities for construction work, and the lack of close proximity to a major market limits the ability of wholesale establishments to develop, although some opportunity does exist with the relative close proximity to the port at Brunswick.



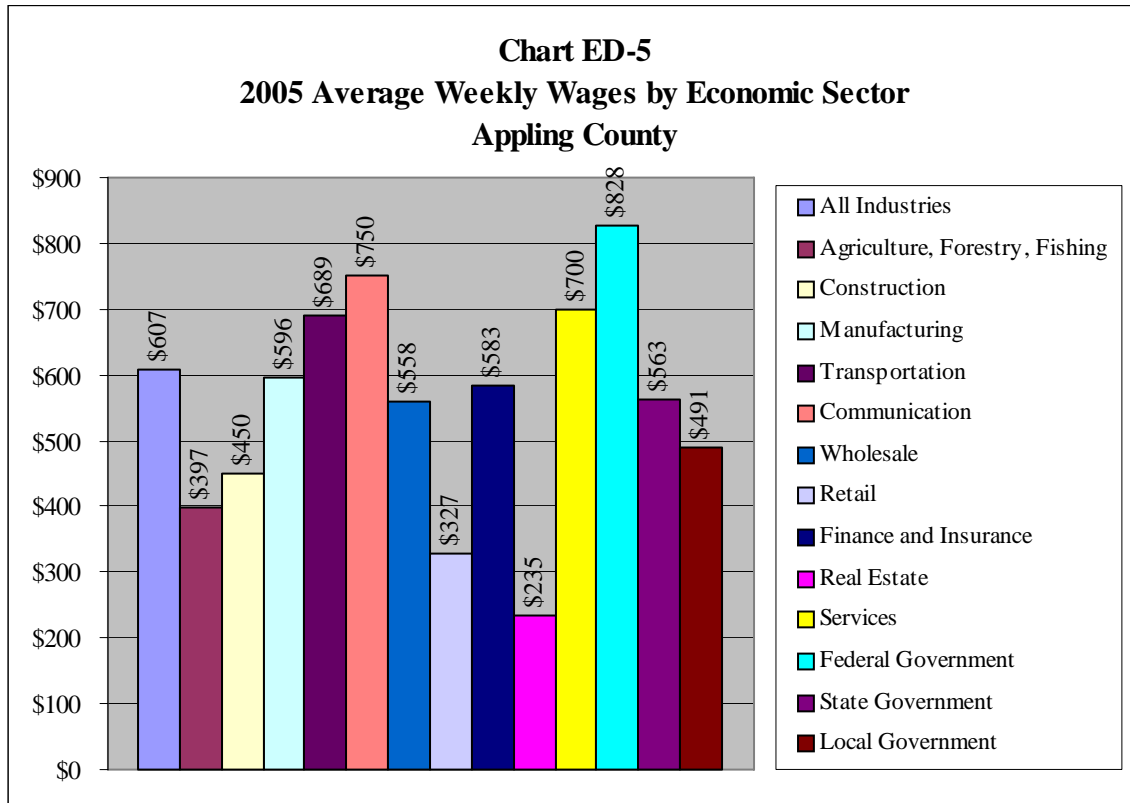
## Labor Force

### Average Weekly Wages

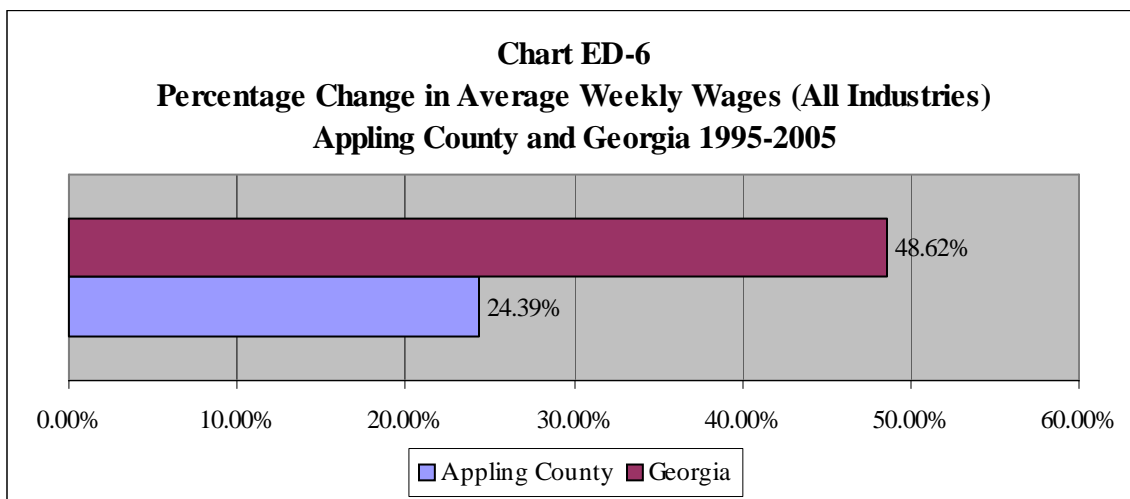
Average weekly wages for all economic sectors in Appling County with comparisons to Georgia are illustrated in Charts ED-5 and ED-6. This data is shown for the years 1995 through 2005. These figures confirm an economy not keeping pace with that of the state. Averages for all sectors show overall wages in Appling County that were on average \$18 per week behind the state in 1995, falling to \$145 per week behind by 2005. Growth in overall average weekly wages was significantly higher in Georgia (45.86 percent) than in Appling County (24.39 percent) between 1995 and 2005. Average overall wages in 2005 in Appling County were slightly more than 80 percent of Georgia's, with the Services, State Government, Transportation, and Agriculture, Forestry, and Fishing sectors in Appling County being the closest locally to the state's total for any respective sector. In 2005, the highest wages in Appling County were in the Federal Government (\$828), Communications (\$750), Services (\$700), and Transportation (\$689) sectors. The next closest sector was Manufacturing (\$596). Georgia's highest average weekly wages in 2005 were in the following sectors: Utilities (\$1,390), Communications (\$1,264), Financial and Insurance (\$1,205), and Federal Government (\$1,134).

Service wages are the closest wages in Appling County to being on the same level with the state, with wages in this sector being 93 percent of the state's average. This is likely the influence of a more growing demand for service jobs in the county than most other sectors, but it is unusual given that service jobs have a much larger presence statewide than in the local economy. Transportation and Agriculture, Forestry, and Fishing wages were both about 84 percent that of the state. Local Government wages in the county are about 78 percent that of the state. This is reflective of lower overall wages and less skilled jobs of a rural government. State and Federal Government wages locally are about 75-85 percent that of the state. It is interesting to note that, with a couple of exceptions, many of these areas with higher local wages are all sectors with lesser local presence than in the state, thus while those jobs may be fewer locally, they are well-paying ones.

The remaining sectors of the local economy have significantly lower (most 30 or more percent less) wages than the state. These same sectors had much lower employment and earnings presence locally than in the state as a whole. Thus, there are few jobs locally and supply of workers exceeds demand providing no pressure for higher wages. General economic



Sources: Georgia Department of Labor, Covered Employment and Wages Series, 2006; U.S. Bureau of Labor Statistics, 2006.



Sources: Georgia Department of Labor, Covered Employment and Wages Series, 2006; U.S. Bureau of Labor Statistics, 2006.

development and the creation of more job opportunities will lessen this situation and tend to put higher pressure on wages through efforts to attract workers.

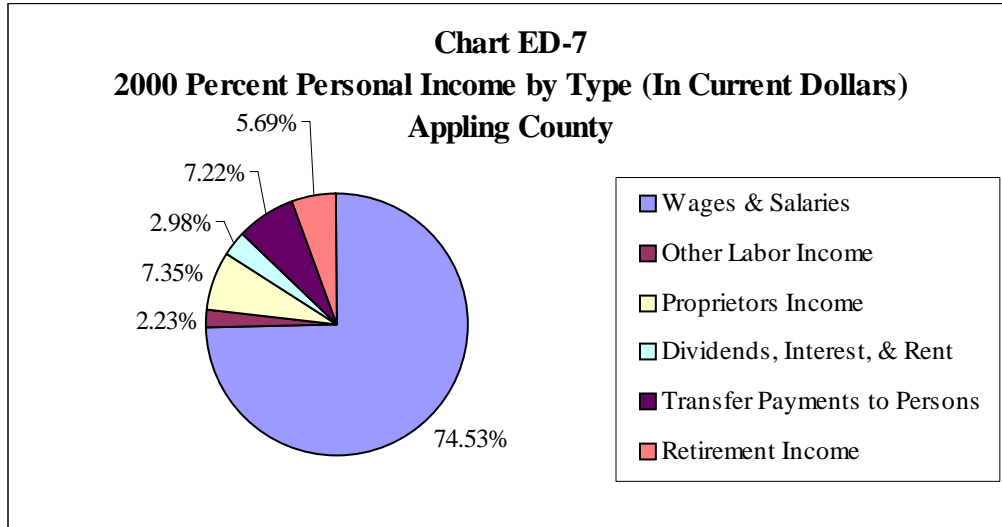
## **Sources of Personal Income**

Chart ED-7 shows the current personal income by type for Appling County as of 2000, as supplied by the U.S. Census Bureau. Chart ED-8 provides the percentage change of total personal income from 1990 through 2000 for Appling County and Georgia. Current data for total personal income shows a significant increase for the county over the last decade. The two sources of personal income with major differences between the county and state are wage and salary income and transfer payments. There is somewhat more "Other Labor" and "Proprietor's" income in the county than in the state.

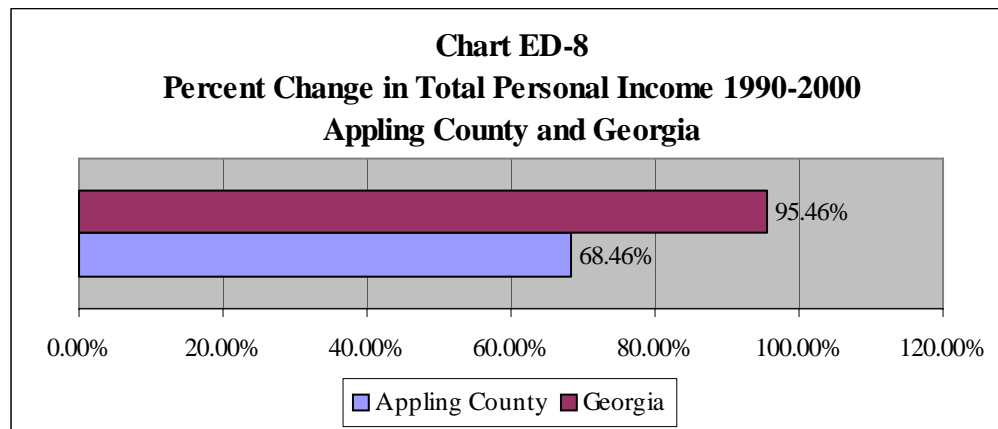
Wage and salary county income are currently less than five percentage points that of the state in terms of percentages, with a slight increase from 73.46 percent of the county's total personal income in 1990 to 74.53 percent in 2000. Without a growth in the demand for jobs, there is no pressure being placed on wages and salaries to significantly increase. Between 1990 and 2000, meanwhile, Georgia's total personal income nearly doubled (95.46%) as Appling County's increased by 68.46 percent. Transfer payments to households were the source of about 1 out of every 14 dollars of county personal income in 2000, compared to only about 1 out of every 25 dollars of personal income in the state in 2000. This indicates greater county reliance on Social Security, unemployment insurance, food stamps, and other sources of governmental assistance as might be expected in a low wage, generally poor economy. While this is a stable source of income, it is not the type conducive to produce substantive economic growth and job creation.

## **Employment by Occupation**

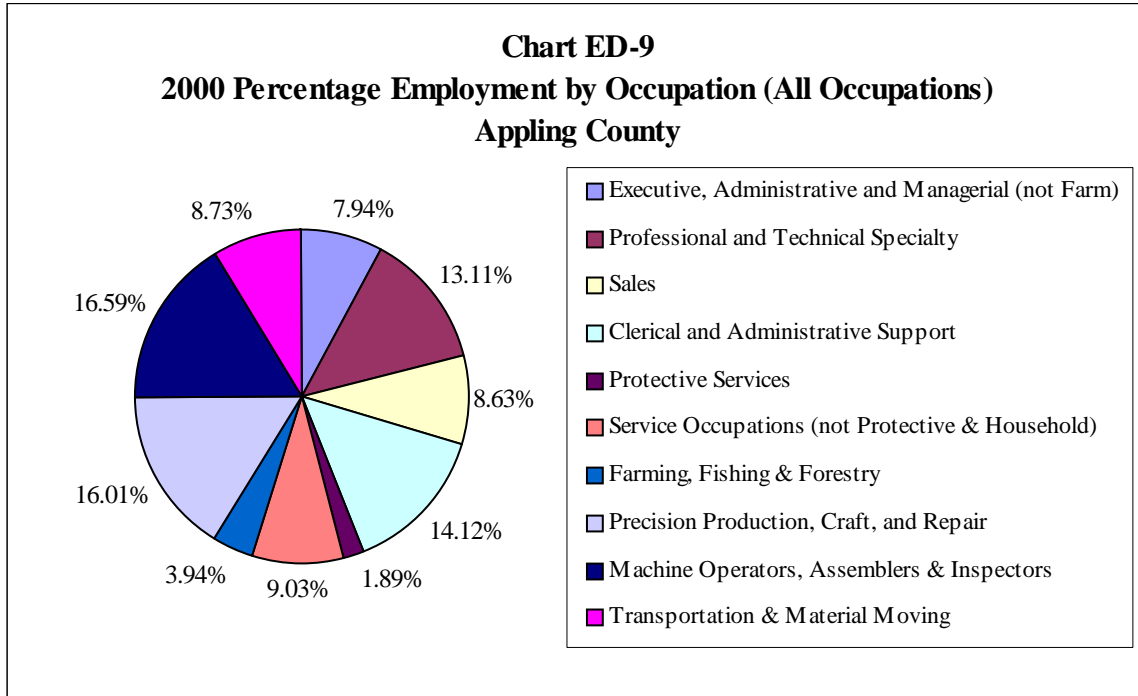
Current employment of the local labor force by occupation (or types of job held) is shown in Chart ED-9, with information at the state level provided in Chart ED-10, and the percentage change over the last decade for Appling County, its municipalities, and Georgia shown in Chart ED-11. The lower growth in the availability of local jobs is seen here once again. From 1990 to 2000, total employment by occupation actually increased rather well in Appling County (17.99 percent, a gain of 1,179 jobs), but this was significantly less than the statewide rate of 24.18 percent. The cities of Baxley and Surrency experienced a greater increase than the county as a



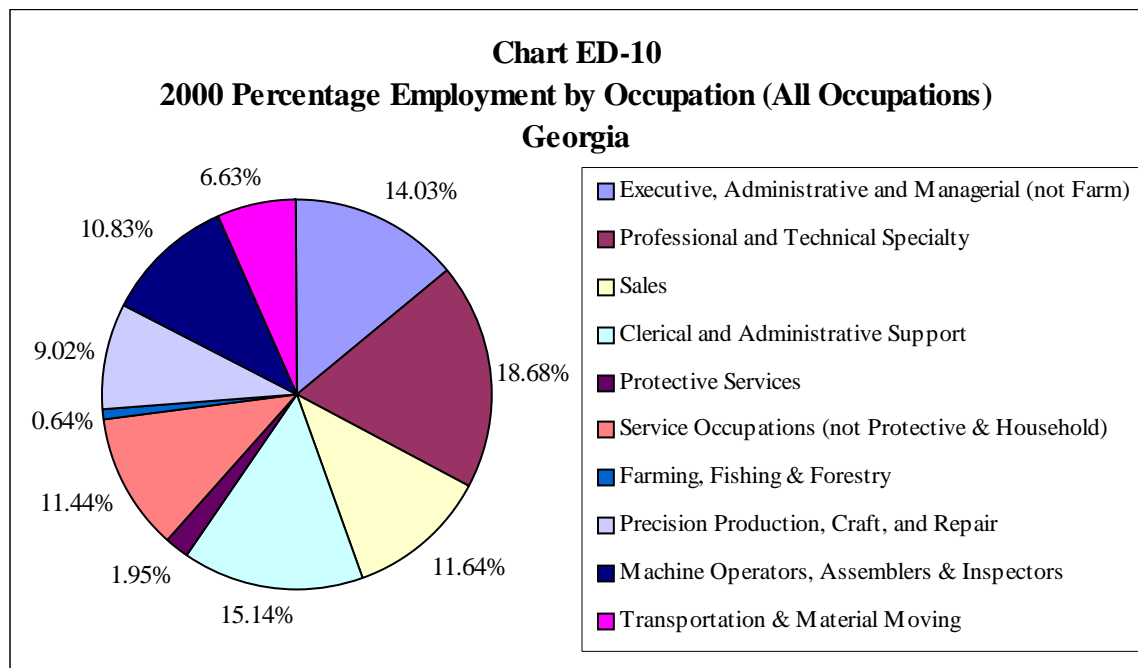
Source: U.S. Bureau of the Census, 2006.



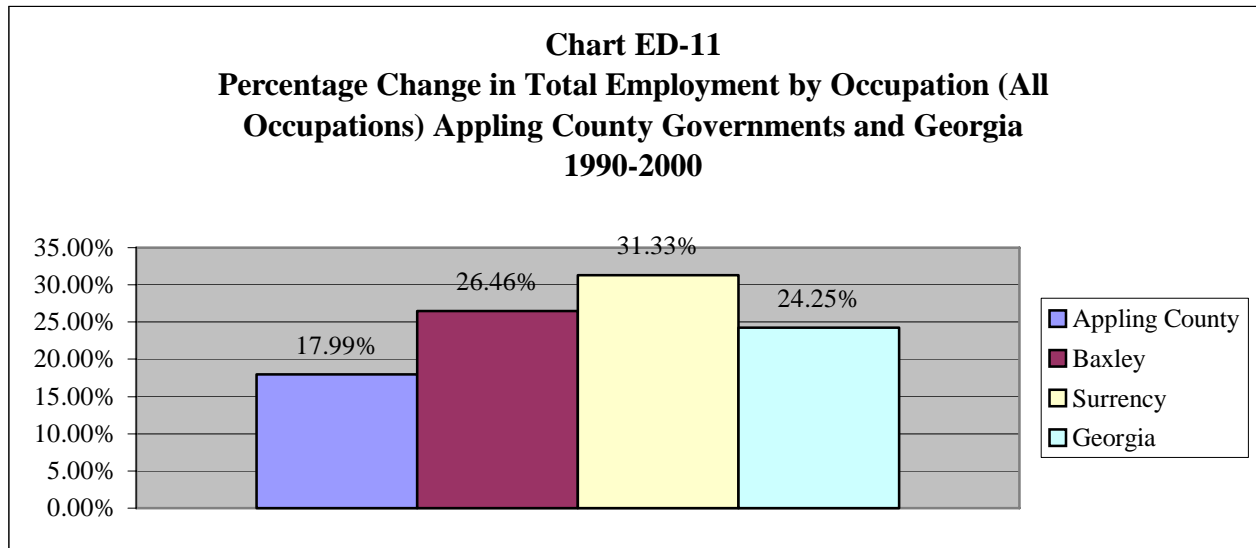
Source: U.S. Bureau of the Census, 2006.



Source: U.S. Census Bureau, [www.census.gov](http://www.census.gov); 2006.



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.

whole, with Baxley gaining 363 jobs over the last decade (26.46 percent), while Surrency gained 26 jobs (31.33 percent). No data was available for Graham in 1990 since the city was not chartered until 1991. Therefore, no comparison for Graham could be made. As of 2000, the top four occupations of Appling Countians were: Machine Operators, Assemblers, and Inspectors; Precision Production, Craft, and Repair; Clerical and Administrative; and Professional and Technical Specialty. These differ significantly from Georgia where the top four 2000 occupations were: Professional and Technical; Clerical and Administrative; Executive and Managerial; and Sales. The top U.S. occupations of 2000 were similar to Georgia except that Service occupations replaced Sales as fourth. This finding confirms that workers in Appling County are more "blue collar" oriented than other more "white collar" workers in Georgia and the U.S., although the presence of "white collar" jobs is slowly on the rise locally. There again is a reflection of the influence of manufacturing and the agribusiness industry in the local economy, and the local economy's less developed state. It also is an indicator of less educated, though not necessarily less skilled, local workers. However, local work force skills are not the technological skills of an information age either.

This assessment of a growth in local "white-collar" workers is also seen in analysis of 1990 to 2000 change. While "farming, forestry, and fishing" experienced a substantial decline locally in real numbers, the second leading state and national labor force occupation (clerical and administrative support) increased four percentage points locally, while declining nearly a full

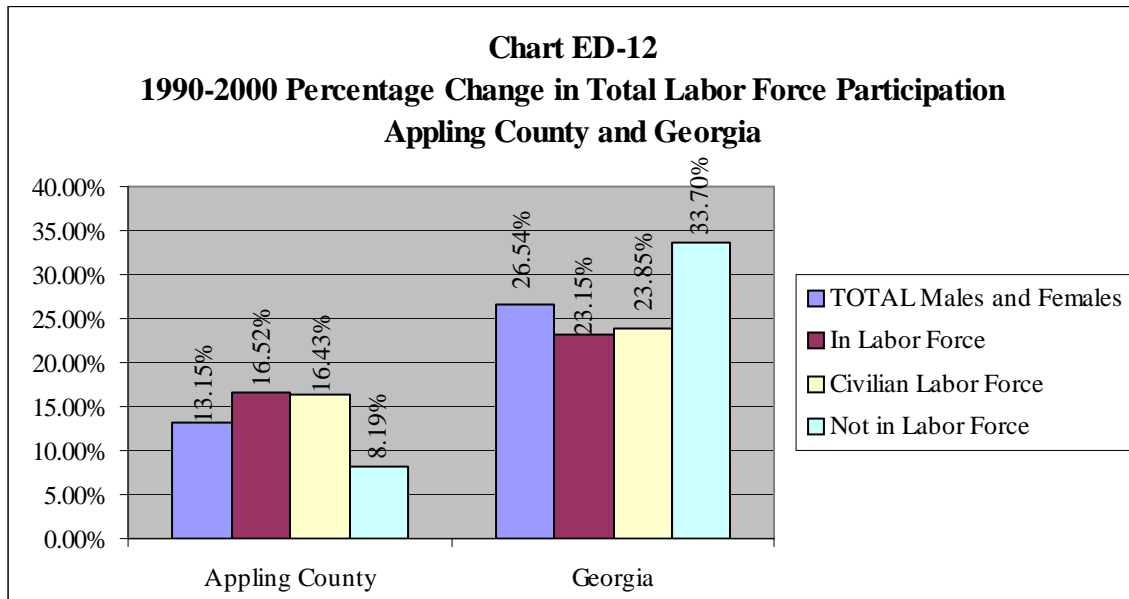
percentage point at both the state and national levels. Appling Countians also took just slightly more sales jobs in 2000 as opposed to 1990, while these jobs experienced a noticeable decline at the state and national levels. However, their percentage of the local labor force was still only about two-thirds that of the state and nation. On the other hand "machine operators, assemblers, and inspectors," a standard "blue collar" occupation, increased on a percentage basis locally, and remained substantially greater than that of Georgia and U.S. percentages.

While the technical, "blue collar" skills of the local work force serve the current manufacturing economic base of the county well, it points to a need for more education and retraining of the labor force to attract information age jobs. Technology is pervasively invading even traditional manufacturing arenas. Greater educational efforts are currently ongoing thanks to the availability of Altamaha Technical College's satellite campus in Baxley and other nearby post-secondary facilities. While these efforts are helping Appling County to develop a greater presence of "white-collar" jobs, more still needs to be done to allow Appling County to catch up to the information age that has propelled the economies of the state and the nation.

## **Employment Status and Labor Force Characteristics**

Current and historic data on employment status and labor force characteristics are shown in Chart ED-12 in a comparison of the percentage change over the last decade for Appling County and Georgia. The total labor force in Appling County grew by 1,541 workers in the ten years from 1990 to 2000, an increase of just over 13 percent. During the same period the state labor force grew by more than 26.5 percent, while the U.S. labor force expanded at roughly the same rate of Appling County at 13.5 percent. Those not in the labor force increased in total numbers by more than twice the rate of the labor force as a whole (4,747 persons in 1990 vs. 5,136 persons in 2000, a gain of 389 persons, or 8.2 percent). Some of this change could be the result of people dropping out of the labor force, given the slower growth in the local economy compared to the rest of the state, as mentioned earlier.

County employment in the civilian labor force fell well short of Georgia growth but did noticeably outpace the U.S. as a whole during the 1990s. This again may be testament to the increase of government jobs and the economic diversification into a number of small businesses/industries. County civilian employment increased by 1,146 persons during the 1990s, or 16.43 percent, compared to 11.8 percent for the U.S. and 23.8 percent for the state. One important factor affecting those in the labor force is the significant portion of the county's



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.

population that is elderly. As of 2000, some 11.8 percent of the county’s population was age 65 and older. This percentage is almost one-fourth higher than the state (9.6 percent) but slightly lower than the nation (12.4 percent). As more young people leave the area in search of good paying jobs elsewhere, the remaining population is aging and, thus, slowly leaving the labor force.

Of the 1,541 new workers added to Appling County’s total labor force between 1990 and 2000, 852, or 55.29 percent, were males. This compares to Georgia where 28.6 percent of new workers were males and the U.S. where about 14.3 percent of new workers were males. However, in 2000 males constituted 48.44 percent of the local labor force compared to 48.5 percent in Georgia and 48 percent in the U.S. Despite this similar percentage of local male workers compared to the rest of the state and nation, the male participation rate in the county labor force in 2000 was about 70 percent, down somewhat from 74 percent in 1990 and slightly less than Georgia's 73 percent male participation rate and the U.S. rate of almost 71 percent. The number of males not in the labor force locally rose by about one-third in actual numbers over the last decade. This increase is likely attributable to the loss of some available “blue collar” jobs locally, particularly in manufacturing, while the small decrease in the local participation rate is

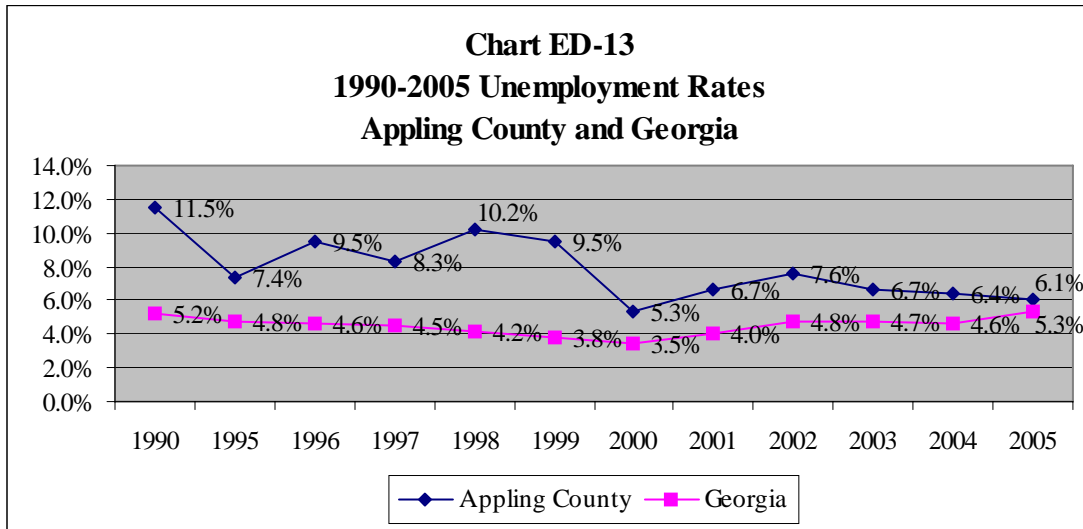


more the result of modest population growth. The female participation rate in the local labor force is also somewhat below that of the state and nation (just over 53 percent in Appling County, over 59 percent in Georgia, and 57.5 percent in the U.S.). Overall, the county had only 61.27 percent of persons aged 16 or older in the work force in 2000 compared to Georgia's 66 percent and the U.S.'s 64 percent.

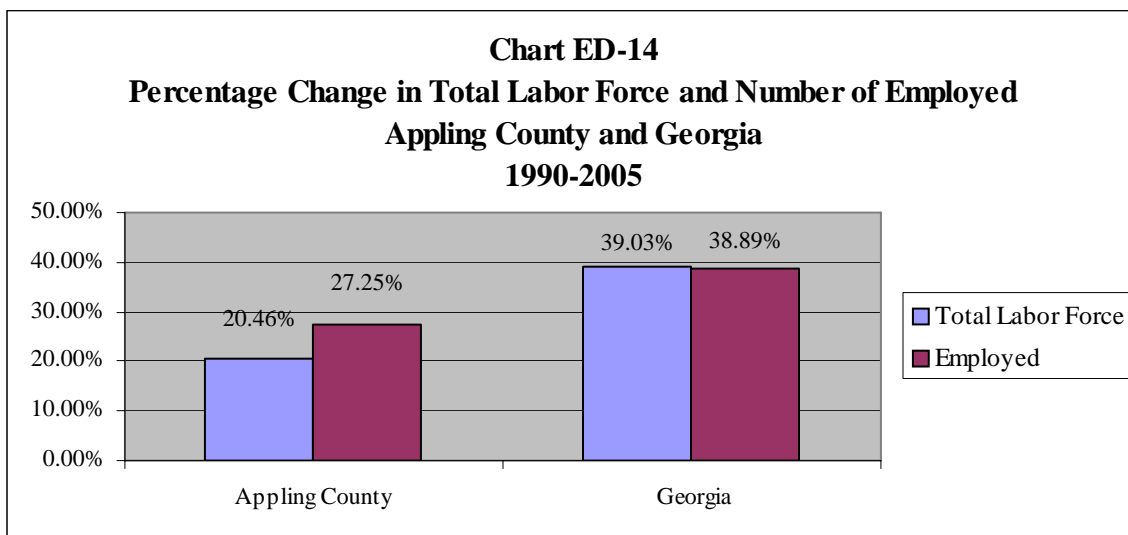
These statistics indicate somewhat less than healthy growth in the local labor force, especially when compared to Georgia, though not as dire as is the case in some other locales, and holding its own when compared to the U.S. However, it also means that there are likely other available workers in the population not currently counted in the labor force. The county population may have larger numbers of elderly and those with transfer payments, but the gap between the local labor force and that of the state and nation is slightly larger than one might like. There may be some indication that welfare and benefits programs are still more attractive than current low wage jobs, in spite of the welfare reforms that have transpired at the state and national levels. This is more evidence of an increased need for labor force education and training to increase participation rates, and greater diversification of the economy.

## **Unemployment Rates**

Chart ED-13 details annual average unemployment rates in Appling County from 1990 through 2005, while Chart ED-14 highlights the percentage change in the total labor force and the number of employed persons during the 1990s both on a countywide and statewide level. Unemployment in the Appling County labor force has been consistently above that of Georgia and the U.S. since 1990 as the economic boom seen throughout much of Georgia and the U.S. during the latter half of the 1990s failed to have much positive impact at the local level. Appling County could still not keep pace with the rapid growth throughout Georgia but did manage to fare better than the U.S. as a whole, as evidenced by an increase of 1,524 persons from the local labor force between 1990 and 2005 (20.46 percent compared to the state's growth rate of 28.88 percent and the national growth rate of 13.82 percent). Unemployment rates in Appling County are normally above all surrounding counties, except Jeff Davis since 2000. On a positive note, the county's unemployment rate has made some progress in recent years, dropping from usually between 9-10 percent during the 1990s to between 6-7 percent since 2000. Appling County unemployment is usually 1 to 2 percentage points above the economic center and much larger Wayne County and less than 1 percentage point above Toombs County, as well as usually about 2 to 4 percentage points above the Georgia rate and 1 to 2 percentage points above the U.S. rate.



Source: Georgia Department of Labor, 2006.



Source: Georgia Department of Labor, 2006.

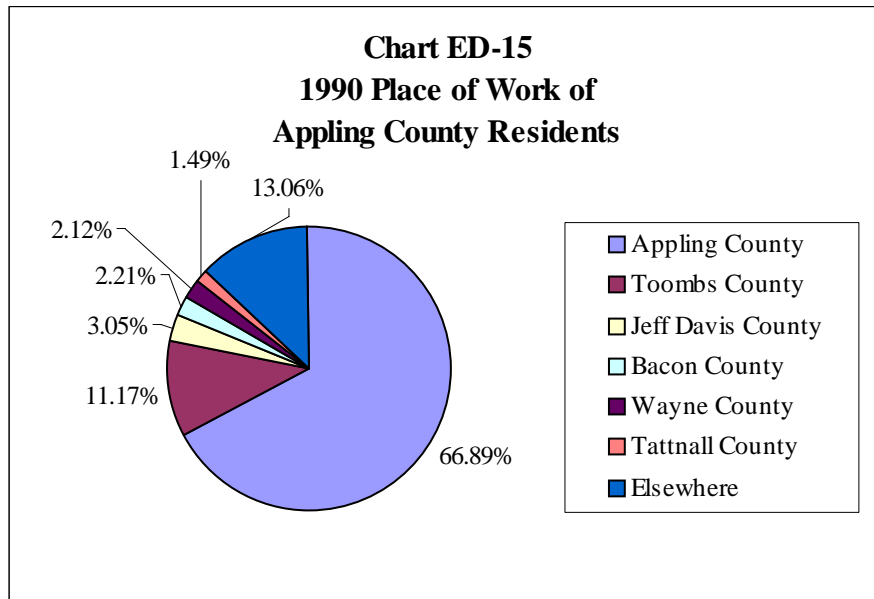
Unemployment in Appling County has been less in the 2000s than in the 1990s. There are also indications that Appling County’s economy has been adding jobs at nearly the same pace as its labor force growth. It certainly is doing better than many rural areas.

## Commuting Patterns

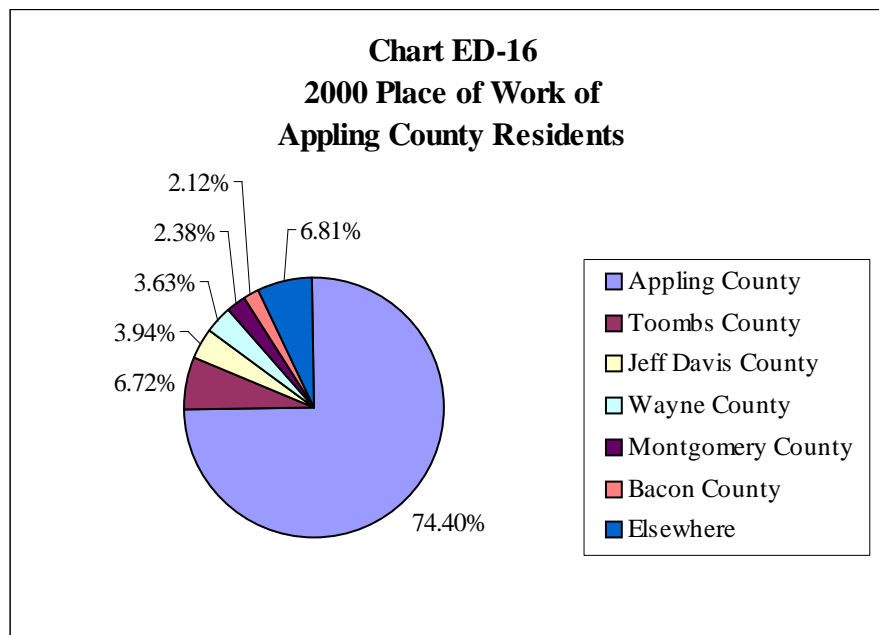
Charts ED-15 through ED-18 depict commuting patterns and trends of the local labor force and details by county where the local resident labor force is working, and where the people working in Appling County live. The charts document that a decreasing number of residents have to commute outside the county to find work. Over 34 percent of the local resident labor force traveled elsewhere for jobs in 2000 compared to 49.5 percent in 1990. 380 additional residents were working in the county in 2000 than 1990, while 633 fewer residents had to go outside the county. During the same period, the local economy gained 1,113 jobs, despite a 253 person reduction in the local workforce. These are mostly positive results for the local economy, and are much different than many rural areas. As discussed previously, the modest growth of the labor force in the county has thus far not limited job creation. Overall, this means those in the local labor force are increasingly less likely to pursue employment outside of the county since additional job opportunities are being created at home in numbers abundant enough to allow those people to work at home.

The detailed tables showing what counties workers lived in and what counties local workers worked in document that while 1,871 Appling Countians traveled outside the county for work in 2000, 2,144 workers from outside the county had jobs in Appling County, more than likely with the county's major employers (Plant Hatch, Rayonier Wood Products, and Wal-Mart, for example). Appling Countians not working in their home county usually work predominantly in Toombs County (Lyons/Vidalia), with Jeff Davis County (Hazlehurst) and Wayne County (Jesup) being secondary destinations. The numbers commuting to Toombs County declined by more than 40 percent between 1990 and 2000, while those commuting to Wayne County increased by some two-thirds. Most of those Appling Countians commuting to these counties are most likely finding employment with the more vibrant manufacturing base in these areas and their better-paying jobs. People commuting from outside the county to jobs in Appling County are more likely to come from Jeff Davis County (Hazlehurst) or Bacon County (Alma). Appling County workers increasingly are finding local jobs, but may still have to look elsewhere for a source of appropriate employment.

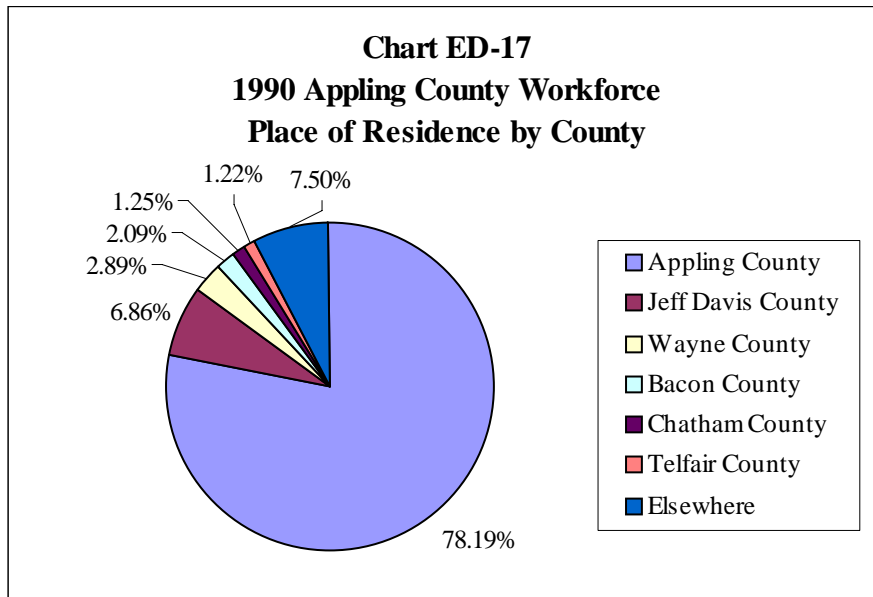
**Baxley, Graham, and Surrency.** The labor force of Appling County's three municipalities is assumed to mirror that of the county because their residents are included in county figures, and there truly is only one local economy. This is especially true for Baxley, which is the location for the vast majority of county employment and home for 23.8 percent of



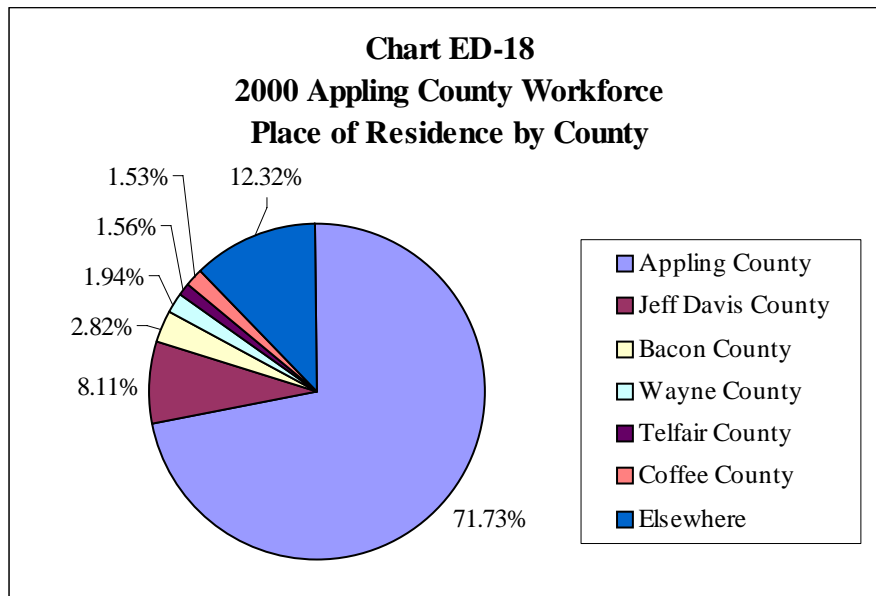
Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.



Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov); 2006.

county population. Graham and Surrency do have some farming, manufacturing, government, retail trade and service jobs and occupations, even if in limited numbers. Most of the public community schools in Appling County are located in or near Baxley, with an elementary school

on both the northern and southern ends of the county to serve a significant population in those unincorporated areas. Education levels are somewhat lower in the municipalities, primarily because of the high percentage of elderly residents. The age of residents would also tend to lower the participation rates of the city's labor force. Measures designed to increase overall county employment and improve the skills of the local work force will also benefit the municipalities in due measure.

## **Local Economic Development Resources**

### **Economic Development Agencies**

Appling County has a number of important organizations that focus attention on, direct and assist economic development efforts of the community. Most of these organizations are countywide in concern and work to the benefit of all citizens and governments. The following analysis highlights key local economic development resources.

Baxley-Appling County Chamber of Commerce  
305 West Parker Street  
P.O. Box 413  
Baxley, GA 31515  
Phone: (912) 367-7731 Fax: (912) 367-2073

The Baxley-Appling County Chamber of Commerce is the first contact for newcomers, both labor and industry, to the community, providing assistance and information of all types related to the area.

The Baxley-Appling County Chamber of Commerce is led by local citizens who are experienced in all fields of community activities. The Chamber has a segment devoted to industry, both old and new, and provides help in areas of labor education, business retention and industry recruitment. The Chamber is funded by dues paid by the local members and is under contract with the Development Authority of Appling County to carry out certain development activities. The Baxley-Appling Chamber has built a reputation of being an active and effective force for business development in the area. It is a rallying point, and should take a lead role, when the community needs to band together. It was instrumental in the community locating Altamaha Technical College's satellite campus in Baxley and other recent economic development activities.

Development Authority of Appling County  
305 West Parker Street  
P.O. Box 720  
Baxley, Georgia 31515  
Phone: (912) 367-7731 Fax: (912) 367-2073

The Development Authority of Appling County was constituted in 1973, and is a public authority founded by Georgia public law. This act set up an authority with nine board members appointed by the Appling County Commissioners who serve staggered four-year terms. Officers are elected from the members of the board. The Authority is funded by a 1/2 mill of property tax per year. This funding is to finance Authority activities, recruit new industry, and assist present industry. The Development Authority, along with the Chamber, has built a reputation as being an active player in local economic development efforts and is striving to continue to be effective. New developments in recent years include the location of Wal-Mart SuperCenter and Contender Boats to Baxley, as well as the location of a Department of Corrections Pre-Release facility to the Appling County Industrial Park West and a wood fuel pellet plant which is slated to open in the Tri-County Industrial Park.

Baxley/Appling County Board of Tourism  
P.O. Box 537  
Baxley, Georgia 31515  
(912) 367-7731 Fax: (912) 367-2073

The Baxley/Appling County Board of Tourism was formed by the City of Baxley and Appling County in the early 1990s as a vehicle to promote tourism in the area. The Board is funded by a 5 percent motel/hotel tax. The funds are used for operation of the Board and to assist and promote tourism. The Tourism Board, along with the City of Baxley's Better Hometown Program, has been very active in promoting existing festivals and special events of the community, including the continuing development of the Baxley Tree Fest, the Altamaha River Rat Run Excursion, Fall Canoe Paddle, and the Celebration of Lights Christmas Parade and Winter Wonderland, as well as promoting other aspects of the county with appeal to visitors.

Baxley Downtown Development Authority  
P.O. Box 290  
Baxley, Georgia 31515  
(912) 367-8300 Fax: (912) 367-8304

The Baxley Downtown Development Authority is a public authority formed by the City of Baxley in 1982 to promote development of the central business district. Members serving on the Authority are appointed by the City, and funding is received through annual appropriations from the City's general fund budget. The funds are used for operation of the Authority and to assist and promote downtown development. The Downtown Development Authority is very active in promoting business retention and building improvements through grants and loans to qualifying individual businesses, and has been involved in community beautification efforts.

Southeast Georgia Regional Development Authority  
P.O. Box 720  
Baxley, Georgia 31515  
(912) 367-7731

The Southeast Georgia Regional Development Authority is a public authority founded by Georgia public law in 1995 as the Development Authority of Appling, Bacon, and Jeff Davis counties (aka Tri-County Development Authority) before changing to its current name in 1997. This act set up a multi-county authority so that Appling County might be able to pool its limited resources with two of its neighboring counties for the purposes of coordinating and enhancing local economic development recruitment activities. The Authority is funded jointly by all three counties to finance Authority activities, recruit new industry, and assist present industry in all three areas. The Authority is headed by an executive director who serves as a de facto full-time economic developer for the tri-county area, and consists of a nine-member board of directors with three representatives from each of the three counties. The Authority owns a 127-acre industrial park that is located just east of Graham along U.S. 341 in Appling County near the Appling/Jeff Davis County line. This multi-county industrial park is among the first of its kind in Georgia in that all of the development costs and revenues to the park are equally shared among the three counties. The Authority has become an active and effective player in bringing additional economic development activities to Appling County and the surrounding area, such as Contender Boats and Appling County Pellets.



Altamaha Technical College (Baxley campus)  
1334 Golden Isles Parkway, West  
Baxley, Georgia 31513  
(912) 367-1700

Altamaha Technical College's main campus is located 30 miles southeast of Baxley on U.S. 341 in Jesup, with a satellite campus in Appling County located on U.S. 341 West in Baxley. Altamaha Tech is a state funded school and guarantees the ongoing availability of state-of-the-art trained employees whose skills match those required in today's competitive work place. Altamaha Tech also provides adult literacy and continuing education services to residents of Appling County. Georgia's Quick Start Training program is offered at Altamaha Tech. This program enables new industry to train their work force while their facility is under construction or allow an expanding existing industry to train additional workers in new technologies. The Quick Start Program also offers an Existing Industries Program to aid retention and expansion efforts. Individual referrals which match client needs for specific training are available through Altamaha Tech. All graduates of Altamaha Tech are covered by the Department of Technical and Adult Education "Technical Education Guarantee" which assures industry that graduates can either perform as advertised in their trained field, or the graduate will be retrained at the school's expense. Further discussion about ATC's programs will be included under the Training Opportunities section.

## **Programs**

The Development Authority of Appling County has among its economic development assets the 174-acre Appling Industrial Park East and the 187-acre Appling Industrial Park West, both located on the outskirts of Baxley along U.S. 341. Both parks are fully served with water and sewer access. Also within Appling County is another 127-acre site for utilization as an additional industrial park (the Tri-County Industrial Park), located just east of Graham on U.S. 341 near the county's border with Jeff Davis County. The Tri-County Industrial Park is owned by the Southeast Georgia Regional Development Authority, which is a collaboration among Appling, Bacon, and Jeff Davis counties to attract economic and industrial development projects that would be beneficial to all three counties. The park has access to rail service onsite via the Norfolk Southern Railway, along with water and sewer service. Future plans call for construction of an Authority-financed "spec building" to further assist in attraction of new industry. Appling County Pellets is proposed to be the Tri-County Industrial Park's first tenant in Fall 2007. The planned renewable biofuels mill will specialize in converting forestry waste such as saw dust and logging debris into wood pellets, which could be used as fuel for generating

electricity. Some 20 full-time jobs are expected to be created, along with an additional 90 jobs in supporting forestry and energy related businesses. Appling County has recently had the Georgia Department of Corrections open a new diversion center. The center is expected to eventually employ some 45-50 people and have an annual payroll of approximately \$2 million. It is located in the Appling Industrial Park West. Limited resources have prevented Appling County and its municipalities from developing the additional infrastructure necessary to be able to attract and retain industrial development. However, locals do realize the importance of being able to provide jobs and a stable economic base that will allow its citizens to work and keep their wages at home, and there does appear to be continued efforts to make it possible for the area to be more marketable to potential businesses and industries than in times past. At the present time, there is ample room in the county for future industrial growth.

The Baxley Better Hometown Program was designated by the Georgia Department of Community Affairs in 2000 to promote development and revitalization of the central business district. The program is headed by a board of directors appointed by the City, and funding is received through annual appropriations from the City's general fund budget. The funds are used for operation of the program and to assist and promote downtown development. The Better Hometown Program is very active in promoting business retention and building improvements through grants and loans to qualifying individual businesses, has been involved in community beautification efforts, and has been active in the ongoing renovations to Baxley's downtown area.

Appling County and its municipalities assist with industrial development with "Freeport" exemption on industrial inventories. An exemption of 100 percent was established countywide and serves those industries located in Appling County or the cities of Baxley, Graham, and Surrency. Appling County is also classified as a Tier One county by the OneGeorgia Authority, making qualifying industries locating to Appling County eligible to receive up to \$3,500 per job created. The Development Authority and Chamber also are seeking to continue their ongoing efforts to work closely together to assist existing industry. While the programs and resources of these agencies have had noticeable effectiveness, they are not remaining static. There are ongoing plans for improvement.

## Training Opportunities

Altamaha Technical College (Baxley campus)  
1334 Golden Isles Parkway, West  
Baxley, Georgia 31513  
(912) 367-1700

Through its educational programs and services, Altamaha Technical College seeks to assist students in the development of their individual potential and meet identified needs of local businesses. ATC also holds high standards for their students, not only in academic performance, but also in the area of work ethics.

ATC, with its main campus located in Jesup in Wayne County with a satellite campus in Baxley, is a growing tech school that in the future hopes to provide more for Appling County and the surrounding counties. It is accredited by the Accrediting Commission of the Council on Occupational Education. The presence of ATC is an excellent economic development attractor and provides a flexible means to meet needed educational improvement skills level training of the local labor force. Its programs can be easily coordinated and adapted to meet newly identified, special, or changing training needs. Among the economic development programs and services offered through ATC are: computer training both on campus and on-site, custom training and credit courses for existing businesses, job placement and referral services for ATC's graduates, managerial and supervisory training, basic skills training in manufacturing, customer service, and construction, and Quick Start training to new and expanding industries. These services are an essential resource in recruiting new industries and promoting retention of existing industry.

Altamaha Technical College offers (in addition to the Quick Start Training described above) Associate in Applied Technology programs along with diploma and certificate programs and continuing education programs on the main campus in Jesup, and satellite campuses in Baxley and Hazlehurst as well as adult education programs at its satellite campus in Ludowici. Associate in Applied Technology degrees are offered in such areas as administrative office technology, computer information systems, early childhood care and education, and process manufacturing technology, in addition to such diploma and certificate programs as business office technology, microcomputer specialty, electrical construction and maintenance, electrical control systems, industrial systems technology, and mechanical control systems. Continuing

education programs are currently offered in computers, personal development, technical development, business and professional development, and allied health care.

Adult education classes through the General Equivalency Degree for basic literacy for those not able to read and write are offered at the Baxley campus. Special classes have been set up at local companies.

Several other institutions of higher learning are within a short driving distance of Baxley/Appling County. South Georgia College and Waycross College, both two-year community colleges based in Douglas and Waycross, respectively, provide students with various associates degrees to prepare them for further education at a four-year college or university. Both schools are located within a 45-minute drive from Baxley. Many students have found that attending either South Georgia College or Waycross College is the best option for them since Appling County is close enough to commute back and forth, and it is less costly than many other colleges. Georgia Southern University is a major college of choice for students who want to attend a university located nearby. It is located in Statesboro, Georgia, which is approximately 65 miles from Appling County. Valdosta State University is another popular college located close to Appling County. It is approximately 100 miles away in Valdosta, Georgia. The university status that both Georgia Southern and Valdosta State achieved some years ago has provided a multitude of Appling County students with many opportunities to receive a better education. Brewton-Parker College is the closest college in terms of proximity for Appling County students. It is located in Mount Vernon, Georgia, which is just 40 miles from Baxley. Brewton-Parker College allows Appling County students the opportunity to pursue a four-year college education or higher without having to travel far from home. With an enrollment of approximately 1,300 students, this private school affiliated with the Georgia Baptist Convention provides a more intimate learning environment through smaller class sizes, than the roughly 15,000-student population of GSU or 10,000-student population of VSU, which appeals to a number of Appling County students. Many Appling County students seeking the opportunity to return home upon graduation can have the chance to do so.

In addition to these training resources, job-training programs through the Workforce Investment Act Program are also available in Appling County. The program for Service Delivery Region Nine, administered through the Heart of Georgia Altamaha Regional Development Center and provided by Job Training Unlimited, Inc., based in Claxton, provides assistance to adults, youths, welfare recipients, and displaced workers through its local One-Stop Center in Baxley. The One-Stop Center is currently located at Altamaha Technical College, Baxley Campus and serves as a single access point for Appling County residents in need of

work-related services. Workers who have been laid off from their present job can receive individual training accounts to obtain training at a local technical college or four-year college and receive assistance in paying for tuition, books, and support services such as child care and transportation. Services for youth are available, such as after school programs, tutoring, mentoring, and work experience to help prepare them for life after graduation. Those currently on public assistance programs can receive help in making the transition from welfare to the workforce. The WIA Program and the local One-Stop Center have been a tremendous resource in helping many local residents either get back on their feet or find their niche in the workplace.

## **Economic Trends**

### **Recent Major Economic Activities**

As noted in other sections, the opening of the new Wal-Mart SuperCenter in Baxley in 2005 and the accompanying retail/commercial development is the biggest economic base structural change in recent years. This development has added some much needed stability to the local economy amidst recent declines elsewhere.

There have been several other changes in the last few years or so. The continuing development of the county's industrial parks (Appling Industrial Park East and Appling Industrial Park West), as well as the creation of the Tri-County Industrial Park in 1995, has helped to stimulate some needed industrial growth while still leaving ample space available for continued growth. Contender Boats, a major manufacturer of sport fishing boats, has announced its intent to invest some \$12.6 million in constructing a facility in the Appling Industrial Park East, creating a workforce that is expected to ultimately reach some 500 persons. Appling County Pellets, a subsidiary of Fram Renewable Fuels, LLC in Savannah is slated to become the Tri-County Industrial Park's first tenant in Fall 2007. The planned renewable biofuels mill will specialize in converting forestry waste such as saw dust and logging debris into wood pellets, which could be used as fuel for generating electricity. The mill already has long term contracts in place with several European markets for the mill's output. Some 20 full-time jobs are expected to be created, along with an additional 90 jobs in supporting forestry and energy related businesses. Another important development, although not recent, is the location of the Altamaha Technical College's Baxley Campus. This activity was discussed previously under the Training Opportunities section, but the presence of ATC is an important component in the efforts to upgrade the educational and skill levels of the local population, a development that is critical to future local economic development efforts.

## Special Economic Activities

The most unique or special economic activity in Appling County is tourism. While still a fledgling activity to some extent, its current impact is beginning to be realized, and there is plenty of room for continued growth. Tourism is often misunderstood because of recent developments and narrowly construed as amusement attractions. Appling County will likely never be a major tourist destination, and should not be, given its unique rural character and important natural resources. But defining tourism as simply visitor attraction, Appling County does now enjoy limited tourism benefits, and has some potential. The designation of a state or national park along the Altamaha River could generate very significant tourist visit numbers. The Moody Forest Natural Area has untapped potential for visitor attraction as its resources are of national park caliber. During U.S. 1's heyday, it is not likely that many people sought Appling County/Baxley as a place of diversion. It became a necessary, or even planned, stop for conveniences. No one can deny the economic impact that resulted. The resurrection of the regional promotion of SR 121 as the Woodpecker Trail also offers increased tourism potential.

Baxley has an annual Tree Fest in the spring where its population swells to well over its normal 4,500 residents. The Tree Fest has been held annually since 1990 and is the community's way of celebrating the importance of the timber industry to the local economy. Surrency has an annual Surrency Day celebration on the second Saturday of each October with significant attendance from the whole county and surrounding area, while Graham also has an annual Graham Day each October. It has been estimated that 250,000 people utilize the Altamaha River for recreation each year. The "1970 National Survey of Fishing and Hunting" documented benefits in excess of \$2 million annually more than 30 years ago from sport fishing along the Altamaha. Although no specific figures were available to make a comparison, the increasing popularity of sport fishing compared to 30 years ago means that the economic benefits are likely to be significantly higher today. Appling County has two public wildlife management areas, the Bullard Creek Wildlife Management Area and one adjacent to the Moody Forest Natural Area, and many private hunting clubs utilize the area's vast forests for hunting at present. It is known that a number of these hunters are Floridians traveling considerable distance to visit and hunt in Appling County. The county is home to several potential passive recreation areas, including Falling Rocks Park (Deen's Landing), Carter's Bight Landing, and Moody Forest Natural Area, which contains 4,500 acres purchased by The Nature Conservancy to preserve the only known example of a longleaf pine-blackjack oak forest. Some 300-350 acres of the property contain longleaf and slash pine trees that are 200 to 300 years old. The Georgia Department of Natural Resources has since purchased some 1,700 acres of the property from The

Nature Conservancy for use as a Wildlife Management Area, and both organizations jointly manage the Natural Area. Good passive recreational opportunities exist through allowed activities such as hiking and managed hunting, in addition to two interpretive trails that are onsite. The county has a recreational/residential lake, Lake Mayers, which could attract visitors from across the area. The Appling County Heritage Center in Baxley has received organized visits from groups in the surrounding area, as well as from out of state visitors seeking to research family genealogy in the Center's large collection of local historic records.

Just a cursory examination of the wide range of visitors and impact of local tourism as noted above demonstrates a growing, and generally unrecognized, impact. Yet this is the tip of the iceberg. This sector offers considerable potential principally through completion of highway improvements, and natural resources tourism. Completion of four-laning of the Golden Isles Parkway between I-75 and I-16 and I-95 and through Appling County will increase travelers through Baxley primarily traveling between Atlanta and the Golden Isles. The planned four-laning of U.S. 1 will connect Baxley with Waycross, the Okefenokee Swamp, Florida to the south, as well as Augusta and South Carolina to the north. Improvement of U.S. 1 through Georgia and Appling County, coupled with the revitalization of the Woodpecker Trail (GA 121), could bring about increased north-south interstate traffic and even more visitors. The aging of the population, and growing fear and frustration with the frantic, congested pace of I-95 will divert traffic back to an upgraded U.S. 1. Travelers taking such an alternative are also likely to travel at a more leisurely pace, and be more willing to make unplanned stops for something of interest.

Hunting and fishing recreation in the county will likely grow, especially with declining opportunities in Florida because of population and development. Some 66 percent of Appling County's total land area currently consists of forestland, offering an abundant area for hunting opportunities. Excellent fishing opportunities abound in the Altamaha River near Baxley. Alternative hunting and fishing enterprises could flourish, and could provide secondary income for farmers and landowners. The county has the potential to develop into a local agri-tourism hub, given the natural resources available. With the success of the local farming industry, farm tours could be developed providing another secondary source of income for farmers. Enough farming is available to use the local agri-tourism industry as a sort of "niche" market to attract nature enthusiasts to the area.

Tourism seeking a "natural experience" is a growing phenomenon and has coined a term "nature-based tourism." The Altamaha River Basin is one of the most unique and important natural resources on the east coast of the U.S.: relatively undeveloped, Georgia's largest river-

swamp system and largest free-flowing river and second largest watershed on the eastern U.S. coast. The Nature Conservancy, upon completing a two-year ecological inventory, named it as its first bioserve in Georgia in recognition of its state, regional, and national ecological significance, and one of the "75 Last Great Places on Earth." It contains over 50 natural community types, including nearly 100 rare species of flora and fauna. In addition, the Altamaha Basin contains a number of historic and archaeological sites, all undeveloped, of extreme importance to the early settlement and development of Georgia. The Altamaha is certainly worthy of protection, and could easily approach or surpass the Okefenokee Swamp as a "nature-based tourism" attraction. Appling County currently participates in the Altamaha River Partnership's regional efforts to promote the Altamaha River for sustainable nature-based tourism. Appling County is also a logical location for a state or national park focusing on the Altamaha. If such a park were developed, Baxley could see many, many visitors. The City could become a logical overnight lodging point, especially for visitors wishing to engage in hunting or fishing excursions.

There are current limitations in hospitality accommodations, particularly lodging and restaurant facilities, in Baxley. However, this issue is being addressed by the private sector through the recent opening of a Best Western Baxley Inn and several new restaurants. If a state or national park were to be developed along the Altamaha, Baxley will not long lack the necessary accommodations. In the interim, small natural and cultural resource attractors as currently are available can continue to be developed and nurtured. Completion of planned U.S. 1 and 341 highway improvements would increase travelers and accelerate the opening of new hospitality accommodations. Vacationers "home-basing" in the Golden Isles could also be targeted for day visits in the interim, or even long-term.

Appling County has already provided a mechanism for marshalling local efforts toward tourism growth. A Baxley/Appling County Board of Tourism was established in the early 1990s after a county referendum voted to create and fund the board with a 5 percent hotel/motel tax.



## Major Findings of Economic Development Assessment

- In 2005, the four largest sectors of employment in Appling County were the Local Government (21.45%), Services (17.31%), Retail Trade (11.96%), and Manufacturing (11.54%) sectors. These four sectors combined to comprise some 60 percent of Appling County's total employment.
- In 1990, Manufacturing (21.24%), Local Government (20.15%), and Retail Trade (12.92%) were the largest sectors in the county in terms of total employment.
- Between 1990 and 2005, employment in the Services sector more than doubled (6.98% vs. 17.31%), while the Manufacturing sector declined by roughly one-half (21.24% vs. 11.54%). The Agriculture, Forestry, & Fishing sector also rose noticeably (1.37% vs. 6.68%).
- In 2005, the largest sectors of employment in Georgia were in the Services (35.75%), Retail Trade (11.7%), Manufacturing (11.46%), and State & Local Government (10.15%) sectors; comprising more than two-thirds (69.06%) of the state's total employment.
- The largest increase in the state's employment between 1990 and 2005 was in the Services sector (19.97% vs. 35.75%), while the steepest decline was in the Manufacturing sector (19.00% vs. 11.46%).
- By far, the leading sector in Appling County in terms of earnings in 2004 was State & Local Government (14.48%). The next closest sector was Manufacturing (9.09%).
- Between 1990 and 2004, earnings in the Manufacturing sector decreased by roughly one-half as a percentage of total county earnings.
- In 2004, the largest sector in terms of the percentage of total earnings in Georgia was the Services (29.94%) sector; comprising almost one-third of the state's total earnings. Approximately two-thirds (64.02%) of Georgia's total earnings came from four sectors: Services, Manufacturing, Transportation, Communications, and Public Utilities, and State & Local Government.
- In 2005, the highest Average Weekly Wages in Appling County were in the Federal Government (\$828), Communications (\$750), and Services (\$700) sectors. Georgia's highest

Average Weekly Wages were in the Utilities (\$1,390), Communications (\$1,264), Financial and Insurance (\$1,205), and Federal Government (\$1,134) sectors.

- Growth in Average Weekly Wages (All Industries) was somewhat higher in Georgia (48.62%) than in Appling County (24.39%) between 1995 and 2005. Appling County's Average Weekly Wages in 2005 were just over 80 (80.72%) percent of Georgia's, with the Services sector (93.09%) in Appling County being the only sector locally to approach that of the State.
- In 2000, the largest percentage of Appling County's total personal income consisted of Wages and Salaries by Household (74.53%), which was slightly lower than that of Georgia (78.24%). The County's percentage of Transfer Payments to Households was nearly double that of the state as a whole (7.22% vs. 4.04%).
- From 1990 to 2000, employment by occupation increased countywide (17.99%) and in the cities of Baxley (26.46%) and Surrency (31.33%), while growing statewide at a rate of almost 25 percent.
- The top occupations countywide in 2000 were Machine Operators, Assemblers, and Inspectors and Precision Production, Craft, and Repair (both about one-sixth of the total each). In the City of Baxley, Precision Production jobs were the top occupation (19.25% of the total), followed by Clerical and Administrative (another 15 percent). Graham's top occupation was Transportation and Material Moving (about one-fifth of the total), followed by Precision Production. The top occupation in Surrency was Professional and Technical Specialty (one-fifth of the total), followed by Precision Production. Georgia's highest percentage was in the Professional and Technical sector (18.68%). Slightly less than one-half of the state's employment by occupation is in the Executive, Professional, and Clerical occupations, while countywide about one-third of total employment was in these occupations.
- Between 1990 and 2000, Appling County's total labor force grew at a rate that was only about one-half that of Georgia as a whole (13.15% vs. 26.54%).
- In 2000, Appling County had considerably more people in the labor force than those who were not (60% vs. 40%). The same was true for most of the municipalities, with the exception of Graham, where both categories were roughly equal.
- In 1990, almost 74 percent of all males in Appling County were in the labor force. By 2000, however, nearly 70 percent of all males countywide were in the labor force. Conversely, the

number of females in the county's labor force increased (46% in 1990 to 53% percent in 2000). The total of all males and females not in the labor force countywide in 2000 was just slightly higher than Georgia as a whole (38.73% vs. 33.7%).

- From 1990 to 2000, Appling County outperformed the U.S. as a whole in terms of the percentage growth in the labor force and the number of new jobs.
- Between 1990 and 2005, Appling County's unemployment rates were higher than that of Georgia for each year, with a high of 11.5% in 1990 and a low of 5.3 % in 2000. Georgia's unemployment rate fluctuated from a high of 5.2% in 1990 to 3.5% in 2000. From 1995 through 2004, Georgia's unemployment rate was below 5.0% for each year.
- Among its surrounding counties, only Toombs County and Jeff Davis County had consistently higher unemployment rates throughout the period than Appling County.
- In both 1990 and 2000, Jeff Davis County was the leading county by far among those commuting into Appling County for work on a daily basis. Other leading counties, though to a lesser extent, were Bacon and Wayne.
- For those in Appling County commuting elsewhere to work, Toombs County was the top destination in both 1990 and 2000. By 2000, however, those commuting to Toombs County had declined by almost one-half, and Jeff Davis, Wayne, and Montgomery counties were becoming increasingly popular choices for those Appling Countians commuting elsewhere.
- More Appling Countians found work in the County in 2000 than in 1990, leading to less commuting elsewhere to work on a daily basis.
- During the 1990s, the percentage of Appling County residents comprising the county's workforce declined slightly from 78 percent in 1990 to 72 percent by 2000.
- The County's lead economic development agencies are the Baxley/Appling County Chamber of Commerce, the Development Authority of Appling County, the Baxley Downtown Development Authority, the Southeast Georgia Regional Development Authority, and Altamaha Technical College (through its Baxley campus). Among the county's economic development assets are three industrial parks: the 174-acre Appling County Industrial Park East, the 187-acre Appling County Industrial Park West, and a 127-acre Tri-County Industrial Park that is shared with Bacon and Jeff Davis counties. All three industrial parks are located along U.S. 341 and are

serviced with water and sewer. The Tri-County Industrial Park also has access to rail service onsite. There is also 100% Freeport exemption on various items countywide. Appling County is a Tier One county as classified by the OneGeorgia Authority, making qualified industries locating to the county eligible for tax credits of up to \$3,500/job created.

- Good education and training opportunities are available locally to improve skill levels of the local labor force through Altamaha Technical College's satellite facility in Baxley (which also offers Quick Start training to industries), nearby secondary institutions such as Brewton-Parker College, South Georgia College, Waycross College, Valdosta State, and Georgia Southern, and Workforce Investment Act program services through the local One-Stop Center in Baxley.
- Ongoing economic trends locally within the last decade include the continuing development of the County's industrial parks, the creation of the Tri-County Industrial Park, the location of Altamaha Technical College's Baxley Campus, the continued decline of manufacturing jobs as a mainstay of the local economy, the emergence of service jobs as a leading source of employment, the continued growth in new retail and commercial development (Wal-Mart, et.al.) in and near Baxley, the creation and recent success of the Baxley Tree Fest as a means of visitor attraction, and the sustained viability of state and local government jobs as a leading source of local employment and earnings. There has also been success in replacing the loss of apparel manufacturing with diversification and a number of small manufacturers and businesses, especially those employing less than 50 persons.

## **Summary of Needs Assessment**

The Appling County economy was developed relying on transportation and its vast forests, and its future to a large extent will depend on these same avenues. The local economy, while continuing to grow at a steady but modest pace, is not adding jobs at the rate its labor force is growing, even though the population and labor force itself is only modestly growing. The economy overall is less developed and diverse than the state. There is an unhealthy reliance on a volatile manufacturing sector and the relatively low wage service and retail trade industries, although recent manufacturing developments may help provide some future stability at least for the time being. The labor force is in need of modern skills improvement, and higher paying jobs to increase participation rates. Improved infrastructure is much needed in order to attract future business and industrial growth, in particular the development of the new Tri-County Industrial Park and the continued extension of infrastructure along the U.S. 341 corridor west of Baxley. Within Baxley, the downtown area is in need of continued revitalization and improvements to bring needed retail and other businesses back to the heart of the city. Continued improvements

along the U.S. 341 Corridor through Graham and Surrency are needed to attract desired retail and other business development to those municipalities. Likewise, improvements to the gateway corridors in the municipalities would serve to entice visitors as well. Continued upgrades to the county's school facilities is another important area that needs to be addressed. Quality of life issues, such as the continued development of medical services and improvements to the county's recreation facilities, are also important items that will enhance the area's liveability. Continuing to improve ongoing local cooperation is a key avenue to increase the involvement of all facets of the community to work together for the betterment of both the County and the municipalities.

Despite many structural economic problems, Appling County has a number of important assets and opportunities for growth. Appling County's location on two planned developmental highways (U.S. 1 and U.S. 341), as well as relatively close proximity to the ports of Brunswick and Savannah, continues to offer many opportunities for economic growth including transportation, tourism, and agriculture. The natural resources of the county, particularly the Altamaha River, offer enormous potential for tourism and other economic growth. The abundant groundwater supply will help. Another important advantage is that the County has the presence of abundant, available, and affordable land for industrial development. The planned development of the Tri-County Industrial Park along with the continued development of the county's other industrial parks is illustrative of this particular opportunity. Good educational facilities in the form of a satellite campus of Altamaha Technical College are key assets in continuing to raise the educational attainment levels of the community, as well as serving to attract young people from surrounding communities. The Baxley Tree Fest remains the area's major tourist drawing card, and it will continue to play a vital role in attracting visitors. It is very likely that the same areas that spurred development in the county in the 19th and 20th centuries will again stimulate development in the 21st Century. Transportation and natural resources, the fields and forests of the county, still offer the most potential for growth albeit in new variation. There is much work to be done to prepare for and stimulate this growth, but the unity of the community and its local economic development and training resources already in place can accomplish much.

# NATURAL AND CULTURAL RESOURCES

## Introduction

Appling County's abundance of natural and cultural resources contributes to its rural character and excellent quality of life. Scenic pastoral landscapes and forests abound, while the stunning and majestic Altamaha River flows unobstructed forming the county's northern boundary. Visual reminders of Appling County's agrarian, railroad, and naval stores heritage and its continued dependence on its natural resources are evident in the unincorporated areas, including crossroads communities, as well as in its three cities. These include historic farmhouses; log cabins; schools; churches; downtown commercial buildings, and others. Evidence of earlier settlements and the presence of prehistoric cultures also remain at known archaeological sites throughout Appling County.

There is strong interest in protecting Appling County's fragile natural resources and significant cultural properties, as well as its rural character, while balancing the desire for economic development and growth. It is recognized that this sometimes difficult task can be achieved through careful planning, which can actually complement natural and cultural resources and help conserve them, when guidelines are created within which sensitive resource development and utilization can occur and is encouraged.

## Natural Setting

Appling County is located within the Southern Coastal Plain and Atlantic Coastal Flatwoods Major Land Resource Areas about 50 miles inland from the Atlantic Ocean. See Map NCR-1 in the Appendix. The county seat of Baxley is located approximately 85 miles southwest of Savannah. It has a total area of approximately 330,000 acres or 514 square miles and is the 21<sup>st</sup> largest county in Georgia. The county is bordered by the Altamaha River on the north and Big Satilla Creek to the south.

Appling County has warm, humid summers with relatively mild winters. The average annual temperature is about 66 degrees. The frost-free period extends from

about March 10 to November 24, providing a growing season of approximately 260 days. Appling County receives an average annual rainfall of about 47 inches.

## **Environmental Planning Criteria**

### **WATER SUPPLY WATERSHEDS**

These natural resources are not applicable to Appling County.

### **WETLANDS**

The Georgia Department of Natural Resources (DNR) defines freshwater wetlands as “those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.” Wetlands generally include swamps, marshes, bogs, and similar areas. The highest concentrations of wetlands in Appling County are near the Altamaha River; Sweetwater Creek Corridor; Big Satilla Creek Corridor; Bishop Creek Corridor; and other major creeks, although they are found throughout the county. See the National Wetlands Inventory map of Appling County, Map NCR-2, in the Appendix. Approximately 49 percent of the county hosts hydric soils, which underlie wetlands by definition. As of April, 2006, 82.7 acres in Appling County were in the Wetlands Reserve Program. This amount is more than double the average Georgia county acreage enrolled in this conservation program.

Wetlands are important for a number of reasons, including their environmental, wildlife, recreational and aesthetic values. They play key roles in natural water filtration, flood control, water table maintenance, and local climate moderation. Wetlands provide habitat for fish and wildlife and are keys to basic food chain productivity both on land and in estuaries. They also offer diverse recreation opportunities, including hunting, fishing, hiking, nature observation, and boating. Appling County’s wetlands are home to many species of flora and fauna, including rare plants and animals, such as the yellow flytrap and Altamaha Spiny mussel. There are a number of known archaeological sites near or within the Altamaha River and major creeks, as well as likely additional sites located within or adjacent to the county’s wetlands which have not yet been identified.

The U.S. Army Corps of Engineers regulates activities in wetlands at the federal level under Section 404 of the Clean Water Act. Neither Appling County nor the cities of Baxley, Graham, or Surrency have adopted the “Environmental Conservation, On-Site Sewage Management, and Permit Ordinance,” which provides protection for wetlands as required by DNR’s Part 5 Environmental Standards. The County and cities plan to do so in the near future.

### **GROUNDWATER RECHARGE AREAS**

Groundwater recharge is a natural process whereby water infiltrates the ground to replenish an aquifer, which is an area of rock below the earth’s surface capable of storing and producing water. Recharge of Coastal Plain aquifers occurs at specific locations where the aquifer outcrops. Appling County’s significant groundwater recharge areas are located primarily along sand ridges adjacent to Ten Mile Creek in the north central area of the county. All recharge the Miocene-Pliocene-Recent Unconfined Aquifer, and are of average/medium pollution susceptibility. See Map NCR-3 in the Appendix for approximate locations.

Groundwater recharge areas need protection to avoid toxic and hazardous waste contamination of drinking water supplies. The previously referenced “Environmental Conservation, On-Site Sewage Management, and Permit Ordinance” also addresses protection for significant groundwater recharge areas as required by DNR’s Part 5 Environmental Standards under the Georgia Planning Act of 1989. Appling County and its cities plan to adopt the ordinance in the near future.

### **PROTECTED RIVER CORRIDORS**

Appling County has one Protected River Corridor, the Altamaha River, which is protected under the 1991 River Corridor Protection Act. Any perennial river or water course with an average minimum flow of 400 cubic feet per second requires protection under this Act. The Altamaha River originates at the confluence of the Oconee and Ocmulgee rivers near Lumber City in Telfair County and winds its way some 137 miles toward the Georgia coast, emptying into the Atlantic Ocean near Darien. Estimated to be more than 20 million years old, the Altamaha River remains the largest free flowing river



on the East Coast of the United States. It is Georgia's largest river-swamp system (60,000 acres) and is of major importance in maintaining the ecological balance of the state's estuarine coast. The Nature Conservancy designated the Altamaha as 1 of 75 "Last Great Places" remaining worldwide in 1991 and selected it as its first bioserve in Georgia. Public access to the Altamaha River is available in Appling County via Deen's, Morris', Davis', Eason's Bluff, and Carter's Bight landings.

The River Corridor Protection Act provides for the maintenance of a natural vegetative buffer of 100 feet on each side of the Altamaha River and strict regulations of uses infringing upon the required buffer. Map NCR-4 in the Appendix gives the general location of the Altamaha River corridor; however, the 100 foot protected buffer is too narrow to appear on a map of this scale. These corridors are of vital importance to Appling County and Georgia in that they help preserve those qualities that make a river suitable as a habitat for wildlife, for recreation, and as a source of clear drinking water. They also allow the free movement of wildlife from one area to another, help control erosion and river sedimentation, and assist in absorbing flood waters. The Altamaha River is extremely significant in terms of history as an important transportation artery for Indians and early settlers to the region and movement of goods and timber products. A number of archaeological sites along the Altamaha in Appling County have been recorded in the State Archaeological Site File at the University of Georgia, and there are likely additional sites within or near the river corridor which have yet to be discovered.

Appling County amended its previous comprehensive plan to include the Altamaha River Corridor Protection Plan, which provides for protection of this river corridor as required by DNR's Part 5 Environmental Standards. The County has not yet adopted the Environmental Conservation or other ordinance to enforce its provisions, but plans to do so in the near future.

Appling County actively participates in the Altamaha River Partnership (ARP), a regional group formed to foster economic development by promoting sustainable nature-based tourism along the Altamaha River Basin. ARP has encouraged improved

infrastructure along the river through local government pursuit of available grants, and has helped promote the river through development of a brochure/map, signage, rack cards, and a website, as well as encouraging local and regional special events.

### **PROTECTED MOUNTAINS**

These natural resources are not found in Appling County.

### **Other Environmentally Sensitive Areas**

#### **PUBLIC WATER SUPPLY SOURCES**

Groundwater is the major source of drinking water in Appling County and its municipalities. In 2000, an average of 63,550,000 gallons per day of groundwater was used county-wide. Agricultural irrigation required 3.7 million gallons per day. The Upper Floridan Aquifer System supplies most of the water used in Appling County. Said to possibly be the largest aquifer in the world (it covers one-third of Georgia, most of Florida, and parts of Alabama and South Carolina), the Floridan Aquifer also provides approximately 50 percent of Georgia's groundwater. See Map NCR-5 in the Appendix. Adoption and enforcement of the Environmental Conservation ordinance by Appling County will help prevent groundwater contamination (primarily shallow) because once an aquifer is polluted, it is nearly impossible to clean.

Appling County was one of 24 counties in southeast Georgia required by the Georgia Environmental Protection Division (EPD) under the *Interim Strategy for Managing Salt Water Intrusion in the Upper Floridan Aquifer of Southeast Georgia* to prepare a comprehensive water supply plan. BE&K/Terranext, LLC completed Appling County's plan in 2000. According to the plan under normal growth conditions, the cities of Baxley, Graham, and Surrency, each of which have Floridan wells, are expected to have sufficient water supply until at least 2050. However, location of a major new industry in any of these communities would likely result in the need for additional water. Appling County's Water Supply Plan outlined a proposed management plan consisting of the following: a domestic/commercial conservation program; research funding to

implement Metering and Leak Detection and Agricultural Conservation Programs; and implementation of an industrial conservation program for new industries seeking to locate in Appling County. EPD's moratorium on new public, industrial, or agricultural Upper Floridan wells in Appling County was lifted based on recent Sound Science Study results.

Water quality is already a concern in Appling County because of the presence of polluted waters on the state's 303(d) list of impaired waters. EPD officially identified Ten Mile, Big Satilla, Reedy, Sweetwater, Coleman's, and Five Mile creeks in Appling County as "impaired waters" for exceeding the maximum amount of one or more pollutants that a body of water can contain and still be deemed safe (TMDLs). At the time of testing between 1998 and 2002, Sweetwater and Coleman's creeks contained excessive fecal coliform and less than desired levels of dissolved oxygen. Five Mile Creek lacked sufficient biotic diversity, while Ten Mile, Big Satilla, and Reedy creeks also lacked dissolved oxygen. Total Maximum Daily Load (TMDL) Plans have been completed for all six of Appling County's currently listed impaired waters. EPD prepared the plans for Five Mile, Ten Mile, and Big Satilla creeks, and Heart of Georgia Altamaha RDC staff prepared those for Sweetwater, Reedy, and Coleman's creeks. Common observations made in these plans include the need for better data at each monitoring station and more stations for additional sampling; testing occurred during a drought which could account for more concentrated levels of pollutants; and dissolved oxygen occurs naturally. The culprits, if any, are likely non-point source pollutants, such as urban or agricultural runoff or leaking septic tanks, but may be naturally occurring. The plans, in any event, generally recommend use of Best Management Practices to improve water quality and prevent further regulations from being imposed at the local, state, or federal level. Implementation of these TMDL Plans by property owners along the impaired waters should help improve water quality.

### **STEEP SLOPES**

Appling County has few steep slopes; however, it has a number of bluffs along the Altamaha River. These include Upper Sister's, Lower Sister's, Buckhorn (Davis Landing), and Eason's bluffs. See Map NCR-6 in the Appendix for their approximate

locations. Protection would be provided through the Environmental Conservation Ordinance for the bluffs located in the Protected Altamaha River Corridor once the County adopts the ordinance, as well as through the County's soil erosion and sedimentation control ordinance.

## **COASTAL RESOURCES**

These natural resources are not applicable to Appling County.

## **FLOOD PLAINS**

Flood plains are defined as areas subject to flooding based on the 100-year (base) flood. They are an important water resource area when left in their natural or relatively undisturbed state. They help control the rate of water flow and provide an area for temporary storage of floodwaters. Vegetative flood plains enhance water quality by collecting sediment which would otherwise contribute to damaging water temperature rises, increased pollution, and reduced levels of dissolved oxygen needed for desirable aquatic species. Natural flood plains also assist groundwater recharge through local ponding and flood detention, thus slowing runoff and allowing additional time for infiltration of groundwater aquifers. Most of Appling's flood plains are found along the Altamaha River and major creeks county-wide, except north of Ten Mile Creek. See Map NCR-7 in the Appendix.

The Altamaha River flood plain forest, part of which is located in Appling County, is Georgia's largest riparian corridor. It stretches for 89 miles and ranges from one-half to six miles wide, encompassing an estimated 170,000 acres of contiguous bottomland and swamp forests. Overall high quality, relatively undisturbed flood plain forests occur along the Altamaha, with 14 different community types identified within the alluvial flood plain alone. The Nature Conservancy, through its Altamaha Flood Plain Initiative, promotes conservation through partnerships with property owners and educational outreach.

Both Appling County and the City of Baxley participate in the National Flood Insurance Program, while the cities of Graham and Surrency do not. FEMA is currently mapping the entire state of Georgia in digital format.

### **SOIL TYPES**

Appling County has seven basic soil associations. They are:

1. Kershaw-Troup Association: Excessively to well drained. Found mostly on eastern side of Satilla Creek. Slight to severe limitations for land development. Mostly sparse stands of pines, low-grade hardwoods. Comprises nearly 1.0 percent of county's land area.
2. Troup-Wicksburg Association: Somewhat excessively and well drained. Moderate to slight limitations to development, except for groundwater recharge and wet areas. Mostly woodland, some pasture. Near Altamaha River and Ten Mile Creek in northern half of county. Comprises about 15 percent of county's land area.
3. Fuquay-Tifton-Pelham Association: Well drained and poorly drained. Only slight to moderate limitations to development (except Pelham). Majority used for cultivated crops and pastures, some of best farming soil. Generally found throughout county on broad ridges adjacent to creeks. Comprises almost 26 percent of county's land area.
4. Irvington-Leefield-Hazlehurst Association: Moderately well to somewhat poorly drained. Moderate to severe development limitations. Mostly in cultivation, better soils for local crops. Mainly on smooth uplands in the southern half of the county. Comprises about 10 percent of county's land area.
5. Pelham-Leefield-Olustee Association: Poorly to somewhat poorly drained. Severe to moderate limitations for development. General farming and woodland uses, high water level. Located in large areas along U.S. 341. Comprises about 38 percent of county's land area.
6. Wahee-Coxville Association: Somewhat poorly and poorly drained. Severe development limitations. Suitable for wildlife habitat, hunting, fishing. Found on nearly level terraces along Altamaha River. Comprises about 2.0 percent of county's land area.
7. Johnston-Rains Association: Very poorly and poorly drained. Severe development limitations. Entirely wooded, provides wetlands wildlife with management. Found along branches and creeks county-wide. Comprises nearly 8 percent of county's land area.

See Map NCR-8 in the Appendix for the location of Appling County's soil associations.

Areas of Appling County where the Johnston-Rains and Pelham-Leafield-Olustee soil associations are found have development limitations based on their soil composition. Together these two associations comprise approximately 46 percent of the county's area. See Map NCR-9 in the Appendix. Approximately 49 percent of Appling County's soils host hydric or saturated soils, while an estimated 60 to 65 percent of county soils experience moderate to severe problems with development due to inadequate drainage. Soil erosion is common in Appling County, but not a severe problem. EPD issues Soil Erosion and Sedimentation Control (land disturbance) permits for Appling County, Graham, and Surrency, while Baxley issues its own.

### PLANT AND ANIMAL HABITATS

DNR's list of Special Concern Animals, Plants, and Natural Communities for Appling County lists 19 animals and 14 plants as of October, 2006, including four animals with federal status (Protected, Candidate or Partial Status) indicated by (US). They are listed below. Georgia protected species are followed by (GA).

<b>Animals</b>	<b>Plants</b>
<i>Acantharchus pomotis</i> Mud Sunfish	<i>Callirhoe triangulata</i> Clustered Poppy-mallow
<i>Aimophila aestivalis</i> Bachman's Sparrow (GA)	<i>Carex dasycarpa</i> Velvet Sedge (GA)
<i>Alasmidonta arcuata</i> Altamaha Arcmussel	<i>Evolvulus sericeus</i> var. <i>sericeus</i> Creeping Morning-glory (GA)
<i>Crotalus adamanteus</i> Eastern Diamondback Rattlesnake	<i>Iris tridentata</i> Savanna Iris
<i>Cyprinella leedsi</i> Bannerfin Shiner	<i>Liatris pauciflora</i> Few-flower Gay-feather
<i>Drymarchon couperi</i> Eastern Indigo Snake (US)	<i>Marshallia ramosa</i> Pineland Barbara Buttons (GA)
<i>Elanoides forficatus</i> Swallow-tailed Kite (GA)	<i>Penstemon dissectus</i> Grit Beardtongue (GA)
<i>Elliptio spinosa</i> Altamaha Spinymussel (US)	<i>Phaseolus polystachios</i> var. <i>sinuatus</i> Trailing Bean-vine
<i>Gopherus polyphemus</i> Gopher Tortoise (GA)	<i>Quercus austrina</i> Bluff White Oak

<i>Haliaeetus leucocephalus</i> Bald Eagle (US)	<i>Rhynchospora crinipes</i> Bearded Beaksedge
<i>Limnothlypis swainsonii</i> Swainson's Warbler	<i>Sarracenia flava</i> Yellow Flytrap (GA)
<i>Micrurus fulvius fulvius</i> Eastern Coral Snake	<i>Sarracenia minor</i> Hooded Pitcherplant (GA)
<i>Picoides borealis</i> Red-cockaded Woodpecker (US)	<i>Sideroxylon sp. 1</i> (Ochoopee Bumelia)
<i>Pituophis melanoleucus mugitus</i> Florida Pine Snake	<i>Spermacoce glabra</i> Smooth Buttonweed
<i>Pyganodon gibbosa</i> Inflated Floater	
<i>Sciurus niger shermani</i> Sherman's Fox Squirrel	

Source: Wildlife Resources Division, Georgia DNR, October 19, 2006.

At least 125 species of rare or endangered plants and animals exist along the Altamaha River, some of which are found in Appling County. These were identified during The Nature Conservancy's two-year inventory of the Altamaha River Bioreserve. The Nature Conservancy and the Georgia Department of Natural Resources completed a conservation plan to protect the entire Altamaha River Bioreserve/Lower Altamaha River Watershed in 1997.

There were no "natural communities" noted in DNR's updated list for Appling County; however, the previous list cited Pine Flatwoods believed to be the Moody Forest Natural Area. The Nature Conservancy and the Georgia Department of Natural Resources acquired the nearly 4,500 acre area to manage its old growth longleaf and slash pine forest, among the last such forests remaining in the United States. It is the home of rare wildflowers, birds, and animals, such as the endangered red-cockaded woodpecker, gopher tortoise, and eastern indigo snake. Other areas likely to include sensitive plant/animal habitat are the 20 acre A. Randall Tuten Environmental Park on the campus of Appling County Middle School, various creeks and their flood plains, and wetlands as well as uplands areas. Some protection would be afforded the county's sensitive plant and animal habitats through passage of the Environmental ordinance covering wetlands and the Altamaha Protected River Corridor.

## **Significant Natural Resources**

### **SCENIC AREAS**

Scenic areas located within Appling County are most associated with natural resources. The Altamaha River and its corridor is the focal point for a number of picturesque views, such as Upper and Lower Sister's Bluffs, Buckhorn Bluff or Davis Landing, Eason's Bluff, and Carter's Bight Landing. Also noted as scenic were the previously discussed Moody Forest/Swamp, the privately owned Rock Oven (limestone caves) and Big Pond, and Bullard Creek Wildlife Management Area. See Map NCR-10 in the Appendix.

### **PRIME AGRICULTURAL AND FOREST LAND**

Agriculture (25.6 percent) and particularly forestry (66.4 percent) are Appling County's primary land uses, with about 92 percent of the county's land area used for these purposes. According to the existing land use map prepared in conjunction with preparation of this plan, approximately 301,374 acres of Appling County are in agricultural or forest land use. See Map LU-1 in the Appendix. Prime farmland (Class I) comprises approximately 38,990 acres or 12 percent of the county's land area and consists of Tifton, Norfolk and other loamy sands. See Map NCR-11 in the Appendix. As of April 1, 2006, only 535.7 acres of Appling County farmland had been converted to timberland under the Conservation Reserve Program.

Since about 1950, the number of farms nationwide has declined significantly. This is true of Appling County as well. The county had 557 farms in 2002, a decrease of 10.2 percent from 1997. The total acreage of farms county-wide decreased from 126,257 acres in 1997 to 118,720 in 2002 (6 percent decrease). About 36.5 percent of the county's total land area was in farms in 2002 compared to the current 25.6 percent. The average farm in Appling County has increased slightly in size from 204 acres in 1997 to 213 acres in 2002. This is just less than the average of 218 acres statewide. Acres of harvested cropland decreased from 55,288 acres in 1997 to 53,566 acres in 2002 (3.1 percent



decrease). Irrigated land increased more than three times from 2,250 acres in 1997 to 7,110 acres in 2004.

Appling County's estimated value of agriculture production in 2005 was \$103,801,353 (ranked 29<sup>th</sup> in state, including poultry production or 22<sup>nd</sup> without at \$82,673,932). The rank by Commodity Group in 2005 was as follows from highest to lowest: Row/Forage Crops; Poultry/Egg; Livestock/Aquaculture; Forestry & Products; Fruit and Nuts; Other (includes hunting leases); Ornamental Horticulture; and Vegetables. The county's principal Row/Forage Crops in 2005 were cotton, peanuts, tobacco, corn, hay, soybeans, silage, wheat, rye, oats, straw, and sorghum. Appling County ranked sixth (6<sup>th</sup>) in the state for fruit and nut production in 2005, while second (2<sup>nd</sup>) in blueberries and fourth (4<sup>th</sup>) in blackberries. Livestock production in 2005 included 4,700 beef cattle; 4,200 dairy cattle; 120 hogs and pigs, as well as goats and quail. In terms of poultry production, there were 70 broiler houses and eight (8) breeder pullet houses in Appling County in 2005. At the same time, there were 12 hatching and table egg houses. Poultry production in Appling County had a Farm Gate value of \$28,204,401 in 2005.

Appling County ranks 15<sup>th</sup> in Georgia for timber production. The 2005 Farm Gate value was \$9,813,975. Most of Appling's timber land is in private/individual ownership, with the remainder owned by the forest industry and government/non-profit. In 2005, the county ranked seventh (7<sup>th</sup>) in Georgia for pine straw production (\$1.2 million); 23<sup>rd</sup> in Christmas trees; and fourth (4<sup>th</sup>) in greenhouses.

### **MAJOR PARK, RECREATION AND CONSERVATION AREAS**

Appling County has several major parks, recreation and conservation areas. These include: Bullard Creek Wildlife Management Area, Moody Forest Natural Area, and Falling Rocks Park/Deen's Landing. Located in Appling, Jeff Davis, and Montgomery counties, Bullard Creek Wildlife Management Area encompasses 13,900 acres and is open to the public for deer, turkey, small game, and alligator hunting in season. The 4,500 acre Moody Forest Natural Area is managed by The Nature Conservancy and

Georgia Department of Natural Resources, as previously noted. It also includes the Moody Forest Wildlife Management Area. Several nature trails are currently available for passive recreation. The County-owned Falling Rocks Regional Park features a double boat ramp, canoe launch, sheltered picnic area, restrooms, and camping area.

Existing public boat landings include Deen's, Carter's Bight, Eason's, and Morris' landings on the Altamaha River, as well as the private Davis' Landing. These landings can be used to access the Georgia Department of Natural Resources' officially designated Altamaha River Canoe Trail. Opportunities abound in Appling County to promote and further develop nature-based tourism, including possible development of a regional recreation lake or expansion of the existing local Lake Mayers facility. Appling County continues to be an active participant in the Altamaha River Partnership's (ARP) regional efforts to encourage nature-based tourism and compatible economic development within the 11 counties bordering the Altamaha River.

## **CULTURAL RESOURCES**

The Georgia State Legislature created Appling County on December 15, 1818 out of lands formerly occupied by the Creek Indians. It was the 40<sup>th</sup> county in Georgia in order of creation (one of several created the same day). Named in honor of Lieutenant Colonel Daniel Appling, a hero during the War of 1812, the county originally encompassed all of present-day Bacon, Jeff Davis, Pierce, and Ware counties as well as portions of Atkinson, Brantley, Charlton, Clinch, Coffee, Echols, Telfair, and Wayne counties. Many of Appling County's early settlers came from the Carolinas and the counties north of the Altamaha River. Its first seat of government was established at Holmesville in 1828.

The completion of the Macon and Brunswick Railroad through Appling County in 1870 led to the early development of Baxley. Centrally located northwest of Holmesville, Baxley was named for Wilson Baxley, a prosperous local farmer, cattle owner, and businessman who owned extensive acreage in the area and operated the community's first

store. Baxley replaced Holmesville as the county seat in 1874, and during the next year the town was incorporated.

The economy of Appling County in the nineteenth and early twentieth centuries was based primarily on farming, livestock raising, and the timber/naval stores industry. Two brothers from North Carolina ran the first commercial turpentine still in Georgia from 1858 to 1861 at the site of old Fort James in Appling County, now located in Wayne County and known as Tar Landing. Another North Carolina native, Adrian Van Bokkelyn began a turpentine operation at Pine Grove in the early 1870s which was one of the largest outfits in Georgia.

The future site of Surrency was settled in the early 1850s by Allen Powell Surrency, a Tattnall County native. Surrency, who became a prominent businessman and local civic leader, initially operated a sawmill and owned the only general store in the area. The Town of Surrency was locally incorporated in 1904, while the Georgia General Assembly chartered the town in 1911. During its heyday in the early 1900s, Surrency was recognized as the "crosstie center of the world" with as many as five train carloads shipped a day. At that time, a number of businesses were located in Surrency, including six general stores, a grocery store, a drugstore, a bank, two hotels, a cotton gin, and grist mill. The population reached 443 in 1920, but increased to only 445 by 1930.

The first settler in present-day Graham was Seaborn Hall, Jr., a farmer with extensive land holdings in the area, who opened a general store in 1866. Several years later when the Macon and Brunswick Railroad was completed through the county, another farmer and large landowner, Middleton Graham, donated the land for Station Number 8 and the city of Graham, which was named in his honor. Graham prospered in the late 19th/early 20th century largely due to the successful naval stores and timber industry. Gum and rosin processed at Van Bokkelyn's turpentine still in nearby Pine Grove were shipped out of Graham by rail, while Alexander Sessoms, also of North Carolina, ran a large naval stores operation in Graham from 1879 to 1889. The City of Graham was incorporated locally in 1897. According to the *Baxley News Banner* in 1911, Graham had five stores, a post office, an express office, a turpentine still, and a cotton

gin. In earlier years, Graham boasted three lumber companies as well as a saloon. Graham was officially granted a charter by the Georgia State Legislature in 1991.

Members of local garden clubs, under the supervision of the Altamaha Georgia Southern APDC historic preservation planner, conducted a historic structures survey from 1981-82 to identify and record all existing historic properties located in Baxley, Surrency, Graham and throughout the county. As a result of the survey, which inventoried all structures that appeared to be at least 50 years old, approximately 470 properties were recorded county-wide and their locations marked on a map. The majority of the structures recorded date from the late 19th and early 20th centuries and are of wood frame and some log construction, except for commercial/public buildings which were built primarily of brick. Late Victorian farmhouses and cottages, Craftsman bungalows, and other vernacular interpretations of nationally popular styles/forms predominate.

The 1982 Appling County Historic Resources Survey provides a good representation of the county's architecture, but given its age and the methodology used in selecting properties to record, it is no longer considered comprehensive or up to date. In the last 25 years, a number of additional properties have become historic, while others listed no longer exist. At best, it does have value for general reference until such time as local interest and funds are available to help sponsor a new survey. Matching funds are currently available through the Historic Preservation Division of Georgia DNR to assist with a limited number of surveys each year.

Appling County currently has five historic properties listed in the National Register of Historic Places, the federal government's listing of historic properties worthy of preservation. They are: the Appling County Courthouse, Citizen's Banking Company, C.W. Deen House, and former Baxley Post Office, all located in Baxley and the Bank of Surrency in Surrency. First Baptist Church and First United Methodist Church are among those historic structures in Baxley which have been officially determined eligible for the National Register as part of the environmental review process required prior to widening U.S. 1 with federal funds, although none have been actually nominated for listing. To determine National Register eligibility a property is thoroughly documented, and its value or significance is assessed along with its level of significance (local, state, national) and

integrity (survival of historic physical characteristics). Each National Register property generally must be a minimum of 50 years old. It is expected that a number of individual properties/sites and potential historic districts located throughout unincorporated Appling County and its cities may be eligible for the National Register. These include potential historic districts in downtown Baxley along North Main Street and neighborhoods in the Anthony Street, Harley Street, and Thomas/Weaver streets areas.

Less is known concerning archaeological resources in Appling County, although at least 42 sites have been recorded to date in the State Archaeological Site File at the University of Georgia. See Map NCR-12 in the Appendix for the general locations. Specific sites are not mapped to protect them from vandalism. The earliest known human inhabitants of present-day Appling County came to the area approximately 11,500 years ago, toward the end of the last Ice Age. Archaeological sites in Appling County, therefore, range from pre-historic sites where hunters manufactured stone tools to historic Indian and settler sites to small late 19<sup>th</sup>/early 20<sup>th</sup> century farmsteads, naval stores operations, and the like. The largest concentration of recorded sites in the county is along the Altamaha River, while there are also several areas along U.S. 341 east of Baxley and elsewhere in southern Appling County with documented sites. Further research is expected to yield additional Indian sites and the remains of historic communities, farms, sawmills, and turpentine operations.

Some community landmarks have been identified by the Appling County Local Plan Coordination Committee which, although they may or may not be National Register eligible or even historic, are considered locally important. It is known that the list is far from exhaustive, and no significance should be presumed because a property is not listed. Those properties which appear eligible for National Register listing are indicated; however, there are likely additional eligible properties about which a determination cannot be made without further study. All of the following are located in unincorporated areas of Appling County unless otherwise noted.

1. Residential Resources

C.W. Deen House (National Register-listed), Baxley

Graham House, Baxley

Dyal-Lewis House, Baxley

Holton House, Baxley

Rutland House, Baxley

Old Claude Lewis House, Baxley

Caroline Miller House, Baxley

Hawley Crosby House, Graham

George W. Dukes Home, Surrency

Dr. W.S. Hart Home, Surrency

Dr. F.D. Kennedy Home, Surrency

Surrency Home, Surrency

J.A. Ross Home, Surrency

Watson-Tillman Home, Surrency

E.C. Copeland Home, Surrency

George Surrency Home, Surrency

Silas Johnson Home, Surrency

Anthony Street Area Historic District (National Register-eligible), Baxley

Harley Street Area Historic District (National Register-eligible), Baxley

Thomas/Weaver streets Area Historic District (National Register-eligible), Baxley

Kennedy Home

Ed Kennedy Home

Ed Sellers Home

Elizabeth Moody Home

Natt Thomas Home

Peyton Miles, Sr. Home

Hallman House

Old Mims House

Summerall Homes (2)

Cassie Daniels Log House  
Guy Ware Home  
Hall Home  
W.W. Graham House  
Eli Sellers House  
E.T. Kennedy House  
John William Mayers House  
Log House  
Log Dogtrot (former)  
Log Dogtrot

2. Commercial Resources

Citizens Banking Company (National Register-listed), Baxley  
Florence Hotel, Surrency  
Bank of Surrency (National Register-listed), Surrency  
North Main Street Commercial Historic District (National Register-eligible), Baxley  
Overstreet Stores (2)  
Country Store

3. Industrial Resources

Old Iron Mine  
Rock Oven (Iron Mines)  
Lewis Cotton Gin, Baxley  
Youmans Mill  
Lewis Warehouse, Baxley  
Cane Grinding Mill  
Old Summerall Mill Pond  
Plant Hatch

4. Institutional Resources

Appling County Courthouse (National Register-listed), Baxley

Former Baxley Post Office (National Register-listed), Baxley  
First Baptist Church (determined National Register-eligible), Baxley  
Former Baxley Elementary School Complex, Baxley  
First United Methodist Church (determined National Register-eligible), Baxley  
Old City Gym, Baxley  
Graham United Methodist Church, Graham  
Surrency United Methodist Church, Surrency  
Surrency Missionary Baptist Church, Surrency  
Old Surrency School, Surrency  
Oak Grove Church  
Appling Church  
Zion Church  
Riverside Church  
Old Post Office  
Ten Mile Church  
Rachel Church  
Harmony Church and Cemetery  
Melton Chapel  
Altamaha School  
Mizpah Church  
Altamaha Church  
Spring Branch Church and Cemetery  
Zoar United Methodist Church  
Phillipi Church  
Friendship Church  
Bethel Church  
Satilla Church and Cemetery  
Hopewell Church  
Baptist Children's Home  
Zion Church  
Millikin Church and Cemetery



Antioch Church  
Piney Grove Church  
Lake Chapel Church  
Big Creek Church  
Memorial Church  
Carter's Chapel  
Ten Mile School  
Zoar Baptist Church  
Dyal School  
Asbury United Methodist Church  
Bennett School

5. Transportation Resources

None identified.

6. Rural Resources

All historic resources listed in unincorporated Appling County should be considered rural resources. See Appling County Cultural Resources Map Legend for list of 100 rural resources.

Edwin Moody Farm  
Weatherboard/log Farmstead  
Late Victorian Farmsteads (2)

7. Other Historic, Archaeological, and Cultural Sites

Rock Oven (Iron Mines)  
First Frame Home in County Site  
Moody Brothers Home Site  
Bethel Church Cemetery  
Omega Cemetery

Old Field Cemetery  
Easons Cemetery  
Midway Church Cemetery  
Tillman Cemetery  
Yeoman Cemetery  
Veals Still Site/CCC Camp  
Davis Cemetery  
Wheaton Community  
Deen Cemetery  
Mann Cemetery  
Sellers Cemetery  
Carter Cemetery  
Prentess Community  
Crapps Cemetery  
Campground Cemetery  
Crosby Chapel Cemetery  
Baxley Cemetery  
Corinth Cemetery  
Miles Cemetery  
Deen Cemetery  
Carter Cemetery  
Beckworth Cemetery  
Holmesville site  
Lynn Cemetery  
Old Pleasant Grove Cemetery  
Mt. Vernon Church Cemetery  
Tomberlin Cemetery  
Overstreet Cemetery  
Surrency Cemetery  
John Nail House Site  
Indian Trail

A.P. Surrency “Ghost” House Site, Surrency  
George W. Dukes Store Site, Surrency  
J.E. Dyal Turpentine Still Site, Surrency  
J.E. Dyal Quarters Site, Surrency  
Doctor’s Office Site, Surrency  
Drugstore Site, Surrency  
E.C. Copeland Gin Site, Surrency  
L.A. Watson Home and Store Sites, Surrency  
Barber Shop Site, Surrency  
Half Moon Lake (Indian mounds)  
“the Dancing Ring” (the Deadening Field)  
Indian cemetery, Lane’s Bridge vicinity

#### Sites on File at the University of Georgia

The 42 sites on file at the University of Georgia consist of prehistoric Indian sites and historic Indian and settler sites from the 19<sup>th</sup> and early 20<sup>th</sup> centuries. Two sites in Falling Rocks Park near the Altamaha River at Deen’s Landing were determined National Register eligible and several others were determined insignificant when the area was surveyed/tested in 1984 during the early planning stages for future park development.

The approximate locations of the above cited resources, with the exception of archaeological resources, are shown on Maps NCR-13 through 16 in the Appendix. As previously referenced, the archaeological sites on file at the University of Georgia are generally shown on Map NCR-12. To aid in their protection, their specific site locations are available upon request only to authorized individuals.

Historic preservation-related activity has increased overall in Appling County and its cities in recent years, with efforts ranging from renovating the historic Appling County Courthouse in Baxley to individual and community rehabilitation projects to downtown revitalization efforts. Appling County continues to demonstrate its support for historic preservation through its stewardship of the National Register-listed Appling County Courthouse, which presently continues to house some county government offices and to

be used for court proceedings. In 2006, the County completed extensive renovations to the courthouse using SPLOST funds. The County also owns the National Register-listed former Baxley Post Office, which it rehabilitated for Magistrate Court use. It received a Georgia Heritage Grant from the Georgia Department of Natural Resources/Historic Preservation Division to assist with rehabilitation plans, and won a Georgia Trust for Historic Preservation Rehabilitation Award for the successful project. Appling County additionally built its new County Annex downtown across from the historic post office. Local heritage tourism related efforts are supported by Appling County's active participation in the Woodpecker Trail Association's promotion of the historic Woodpecker Trail (GA 121), which passes through Surrency and joins GA 15 in the southern part of the county on its way to Florida.

Efforts have been underway for a number of years to improve the appearance of and generally revitalize downtown Baxley. The City has received Department of Transportation Enhancement Funds for streetscape improvements and development of a downtown park. SPLOST funds are earmarked for another downtown park being planned for the historic waterworks site. Baxley participates in Georgia's Better Hometown Program and recently received its national Main Street Program certification. Privately funded rehabilitations of historic commercial structures in downtown Baxley have also been completed.

Appling County and the City of Baxley both help support the Appling County Heritage Center, which is located in a historic classroom building on the former Baxley Elementary School campus. The Center houses a large collection of local history artifacts and is a repository for county and family records, manuscripts, and related documents used in genealogical and other research.

In recent years, the City of Surrency restored the historic Bank of Surrency for community use. The City received several small Georgia Heritage and Local Development Fund matching grants for the successful, phased project, which the Georgia Trust honored with a Restoration Award. The City of Surrency also continues to renovate

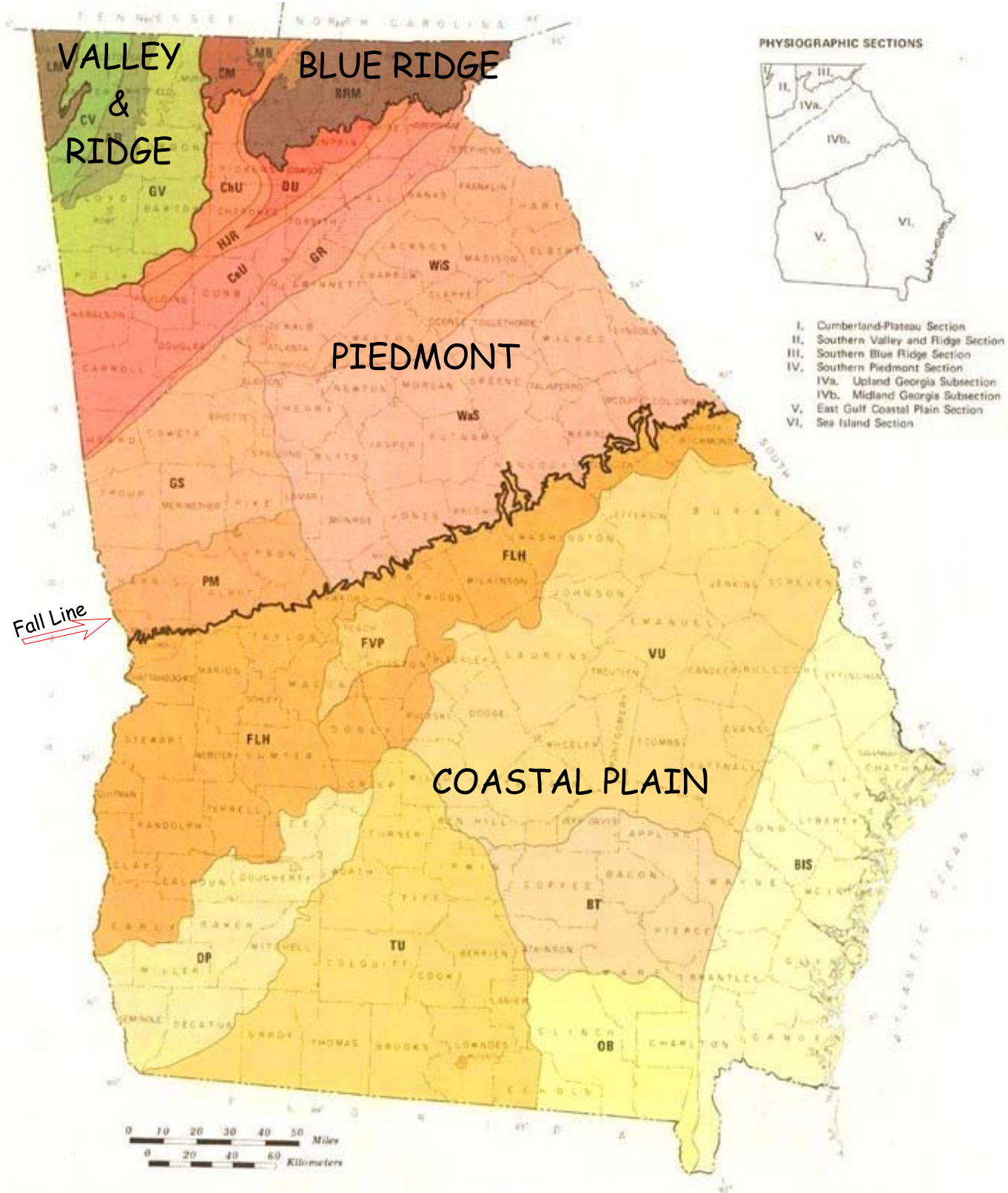
the historic Surrency School as funds permit. The school serves as the focal point of the annual Surrency Day celebration.

## **Summary Needs Assessment**

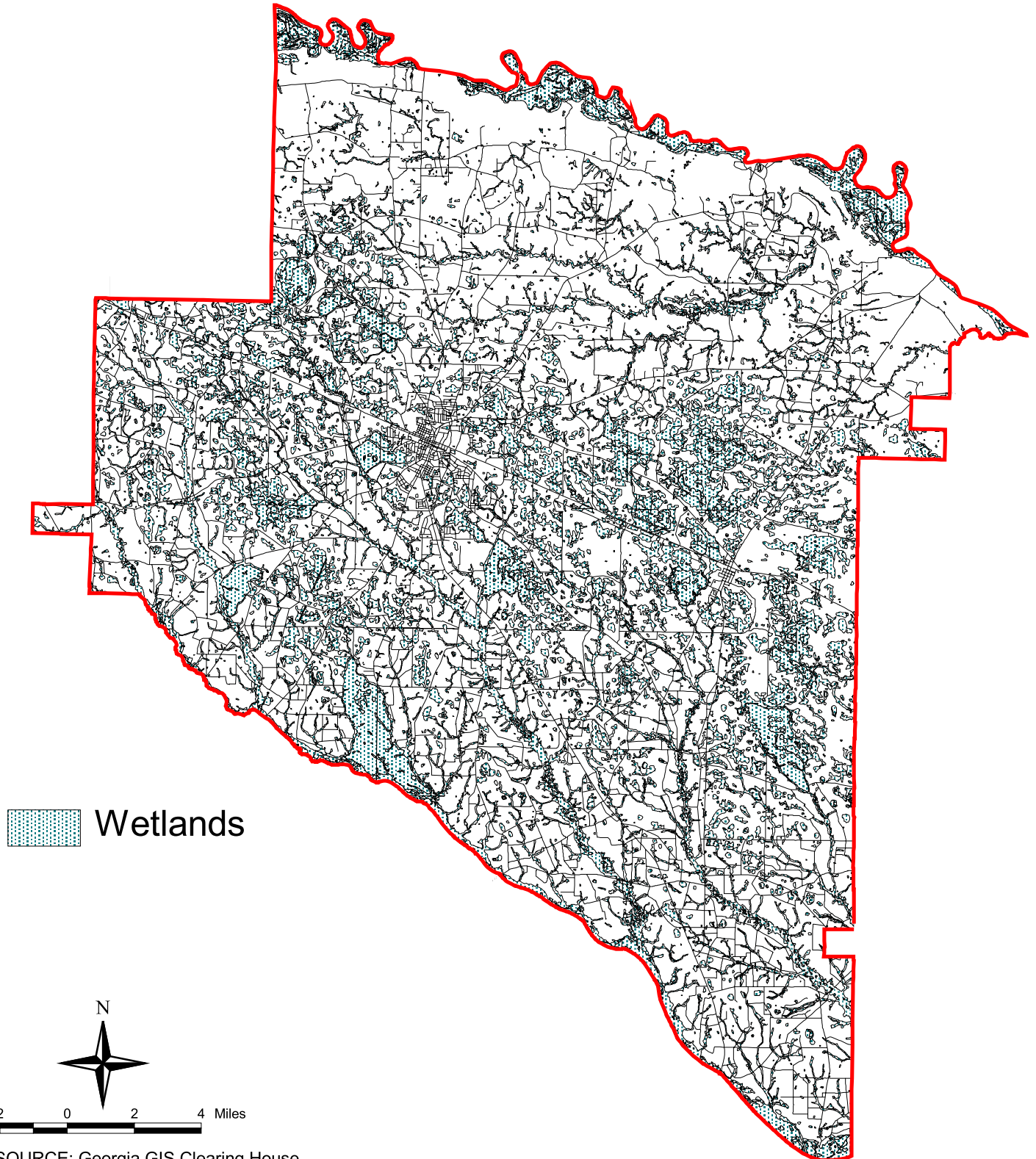
Protection of Appling County's natural and cultural resources and the county's rural character is paramount to maintaining the community's overall quality of life now and in the future. This can best be achieved through controlled and planned growth and land use regulation designed to conserve these significant resources and encourage their sensitive development, as appropriate. The Altamaha River, Moody Forest, and the county's forests and parks are among the natural resources which need to be utilized and promoted for public recreation, such as fishing, wildlife management, trail development, and/or other compatible economic development and tourism uses. Preservation of historic community landmarks, continued revitalization of downtown Baxley, and ongoing support for the Appling Heritage Center are also needed and desired. Conservation and preservation of Appling County's significant natural and cultural resources truly hold keys to the community's future.

# MAP NCR-1

## PHYSIOGRAPHIC PROVINCES OF GEORGIA

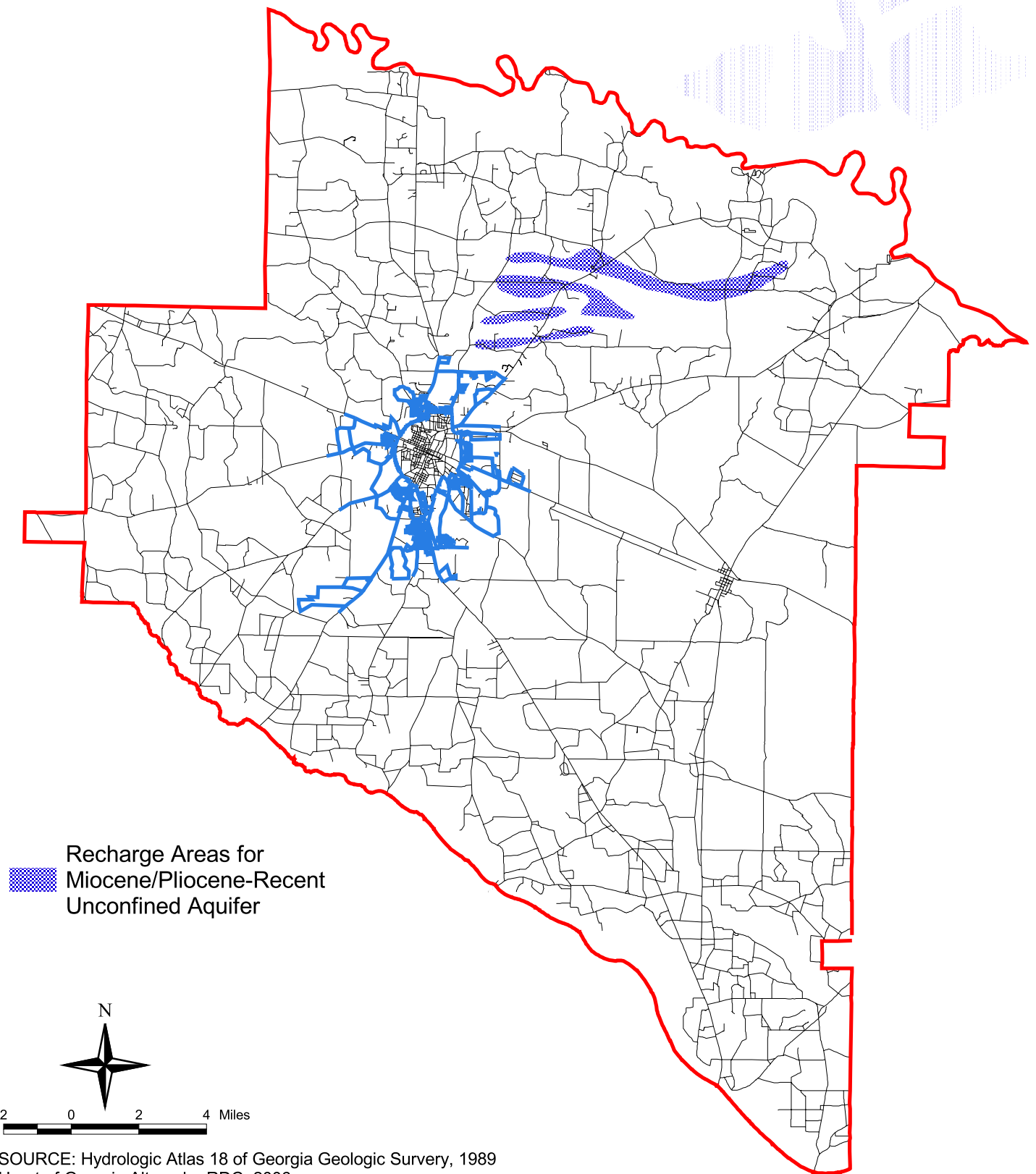


# MAP NCR-2 Appling County National Wetlands Inventory Map



SOURCE: Georgia GIS Clearing House  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-3 Appling County Significant Groundwater Recharge Areas



SOURCE: Hydrologic Atlas 18 of Georgia Geologic Survey, 1989  
Heart of Georgia Altamaha RDC, 2006

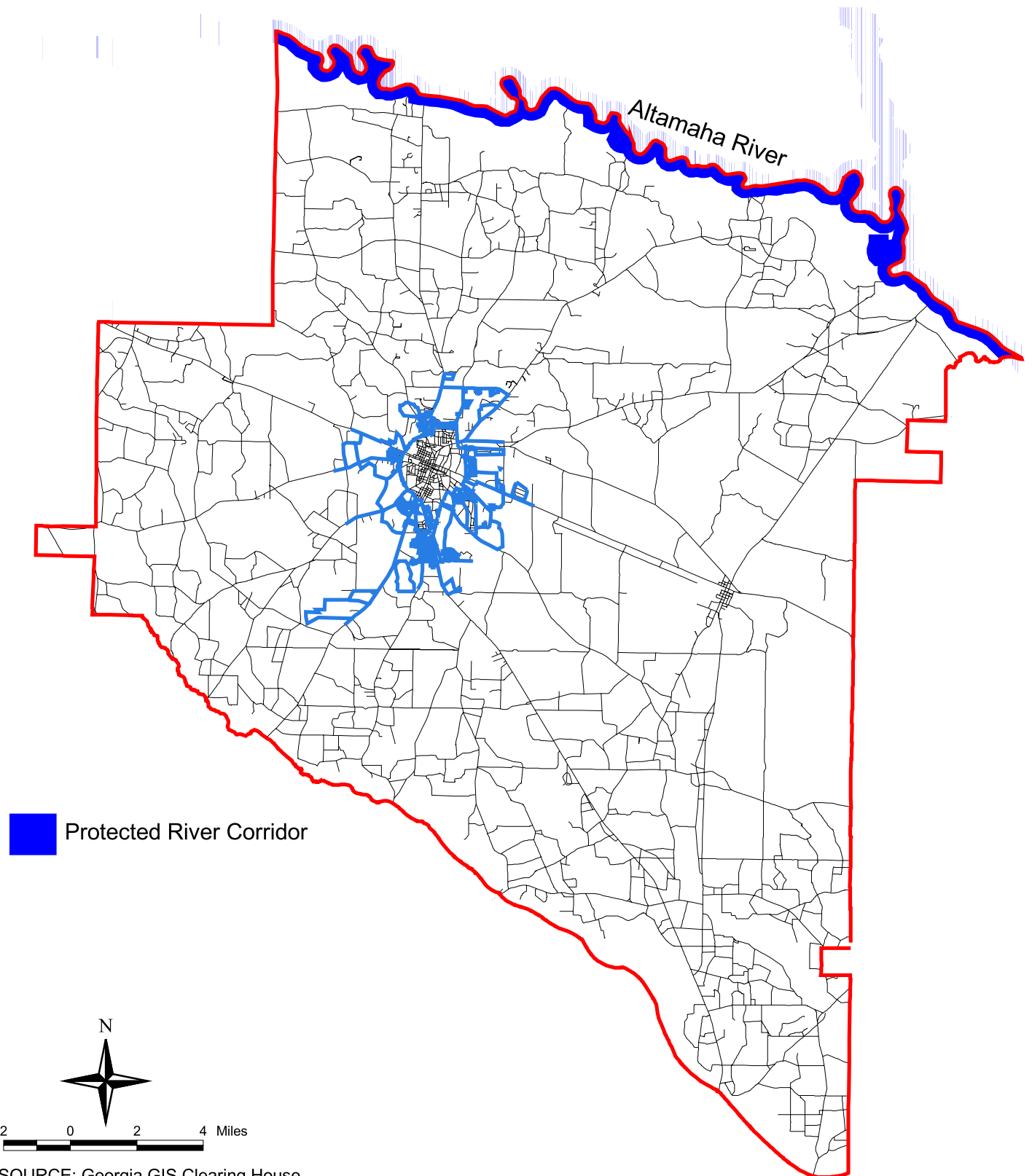


# **MAP NCR-4**

## **Appling County**

### **Altamaha River**

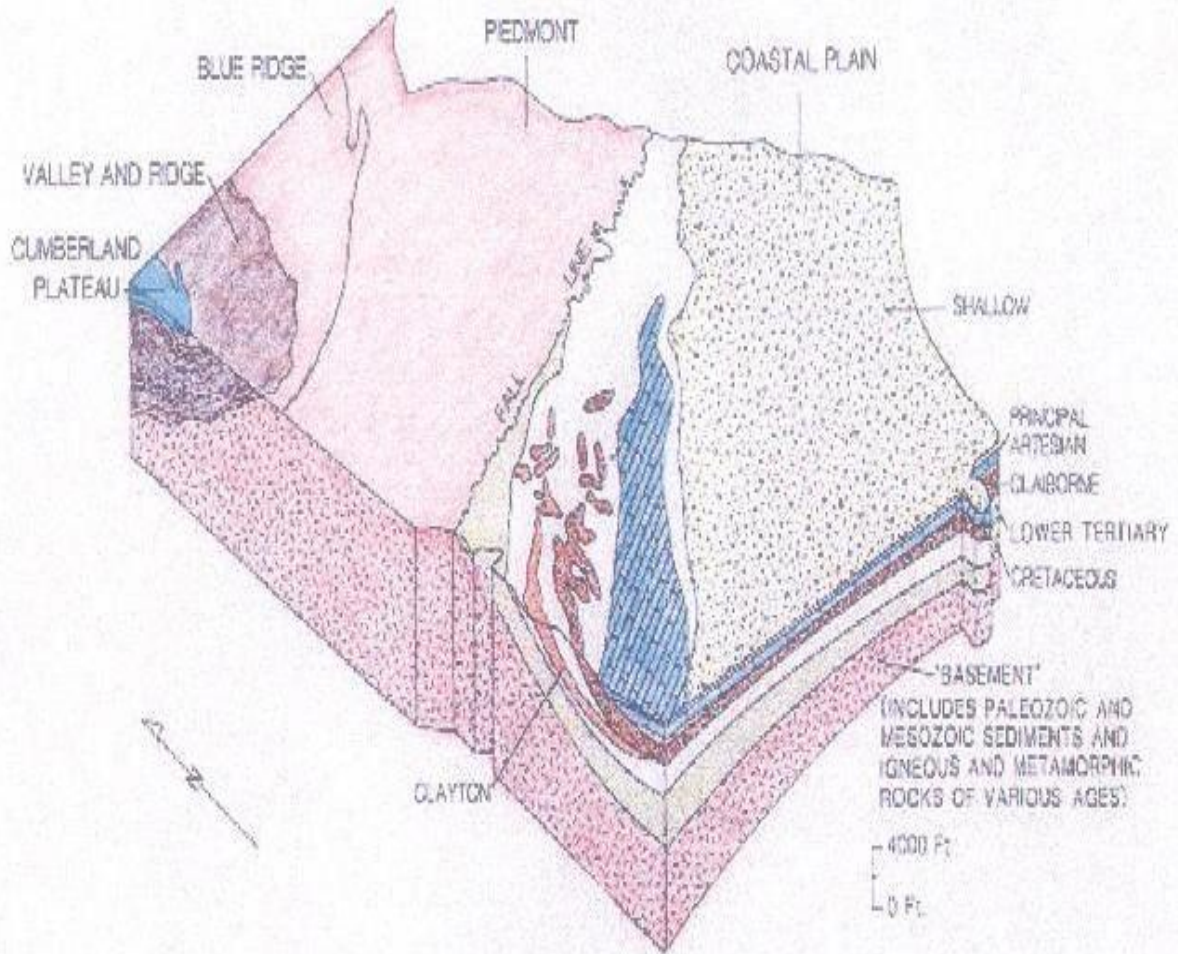
#### **Protected Corridor**



SOURCE: Georgia GIS Clearing House  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-5

## Block Diagram of Georgia



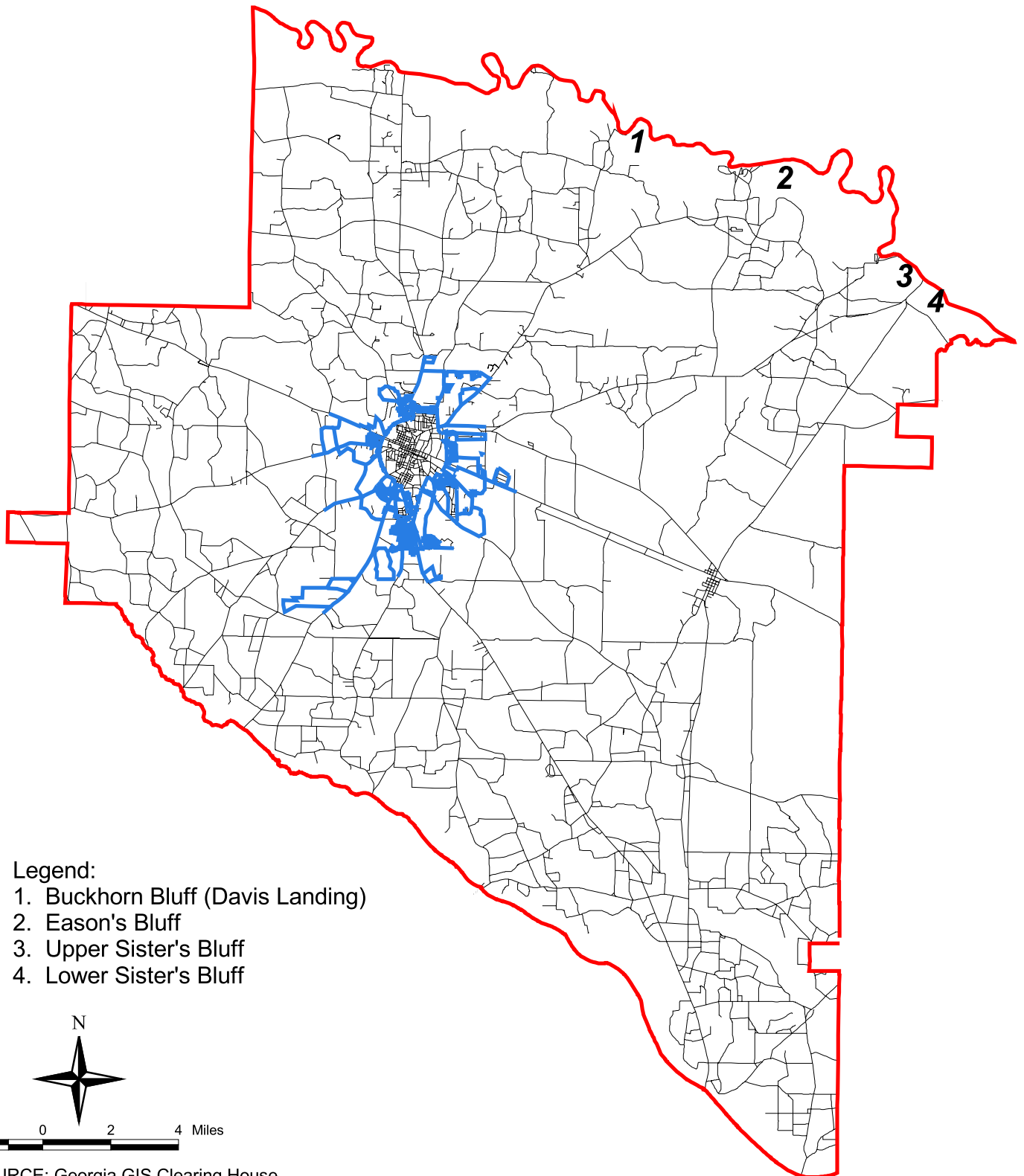
BLOCK DIAGRAM OF GEORGIA SHOWING COASTAL PLAIN AQUIFERS AND MAJOR PHYSIOGRAPHIC PROVINCES

SOURCE: Comprehensive Water Supply Plan, Wayne County  
BE&K/Terranext, LLC, 2000  
Heart of Georgia Altamaha RDC, 2004

# MAP NCR-6

## Appling County

### Steep Slopes



Legend:

- 1. Buckhorn Bluff (Davis Landing)
- 2. Eason's Bluff
- 3. Upper Sister's Bluff
- 4. Lower Sister's Bluff



2 0 2 4 Miles

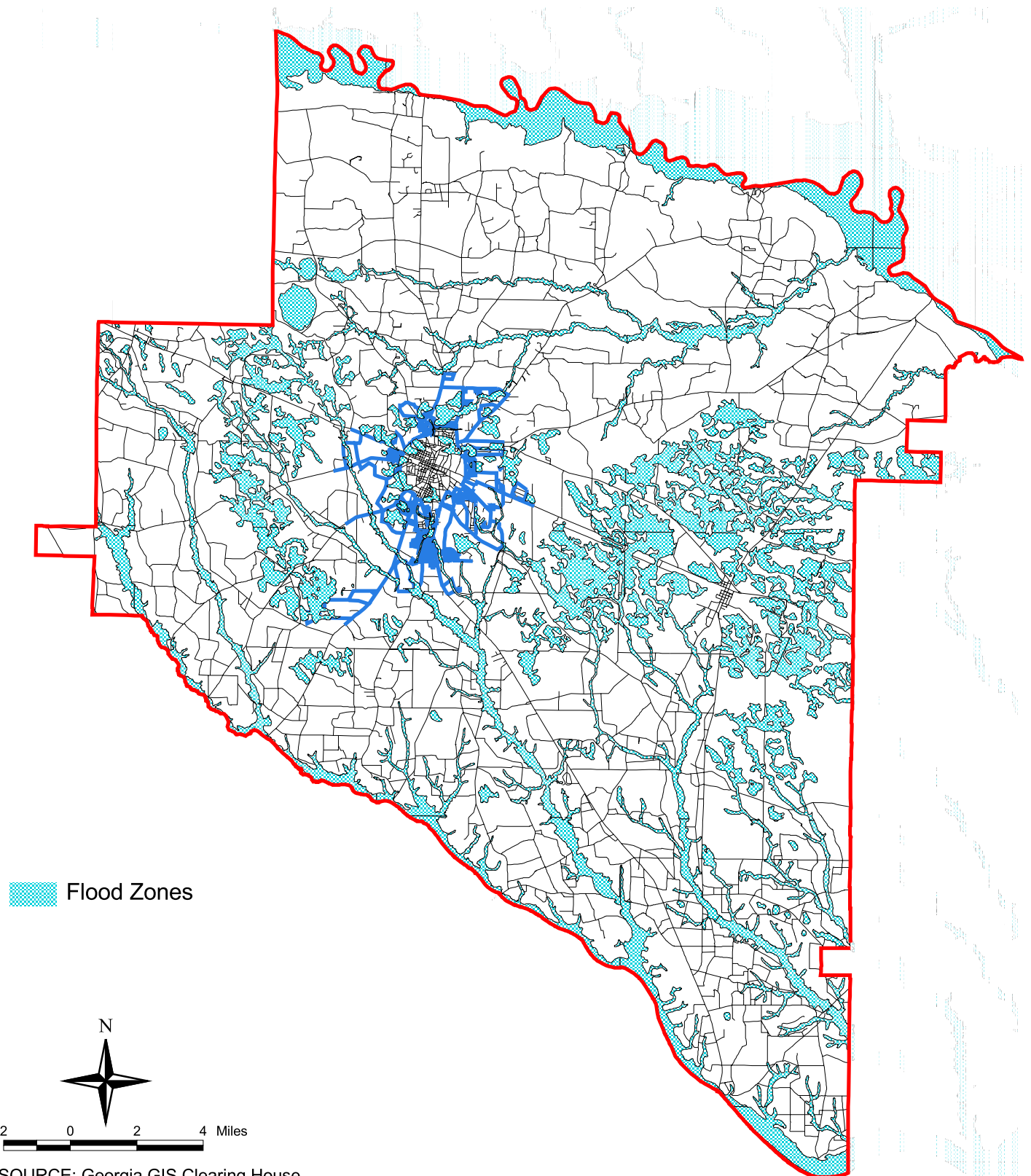
A horizontal scale bar with markings at 0, 2, and 4 miles, used for measuring distances on the map.

SOURCE: Georgia GIS Clearing House  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-7

## Appling County

### Flood Zones

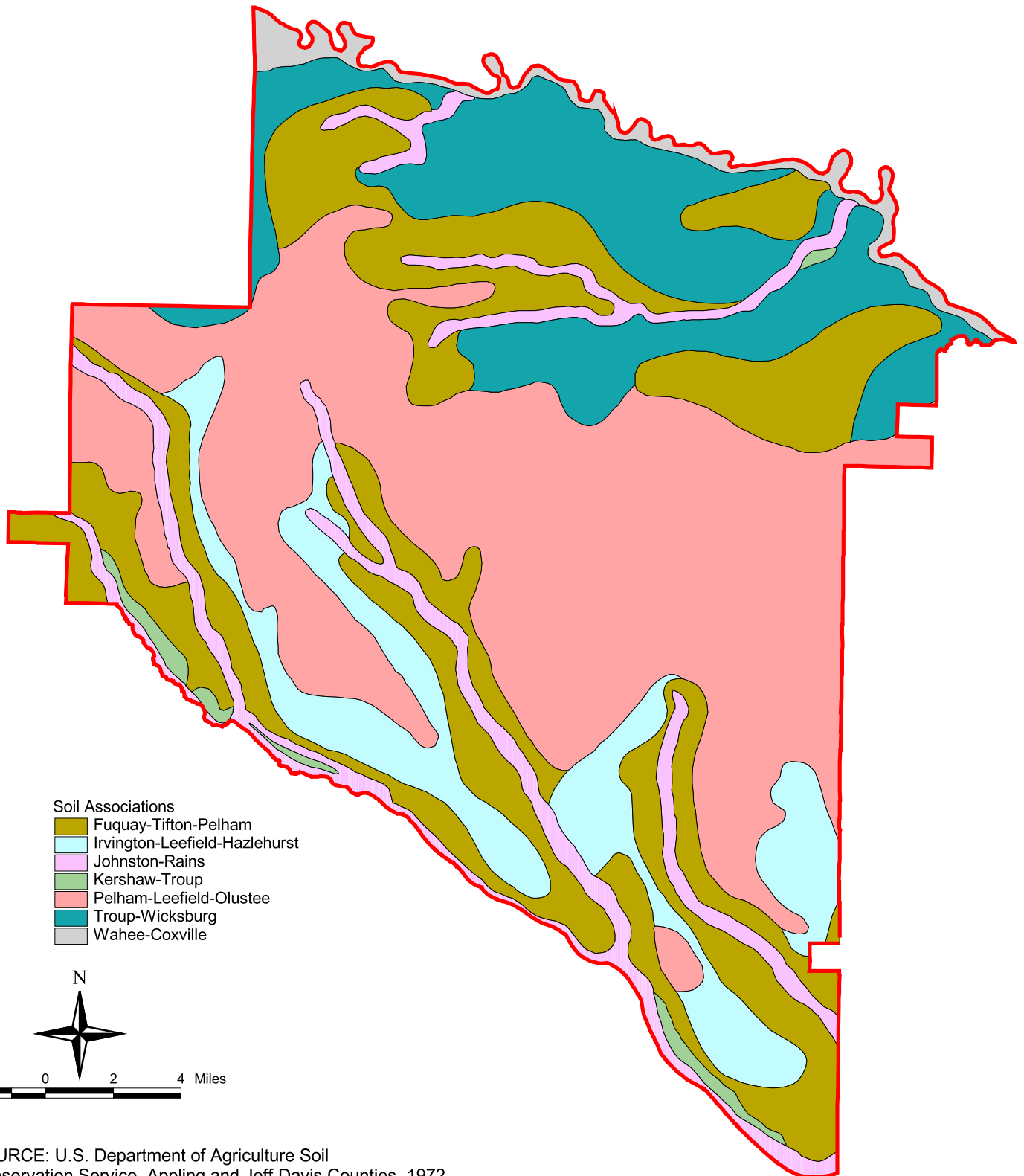


SOURCE: Georgia GIS Clearing House  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-8

## Appling County

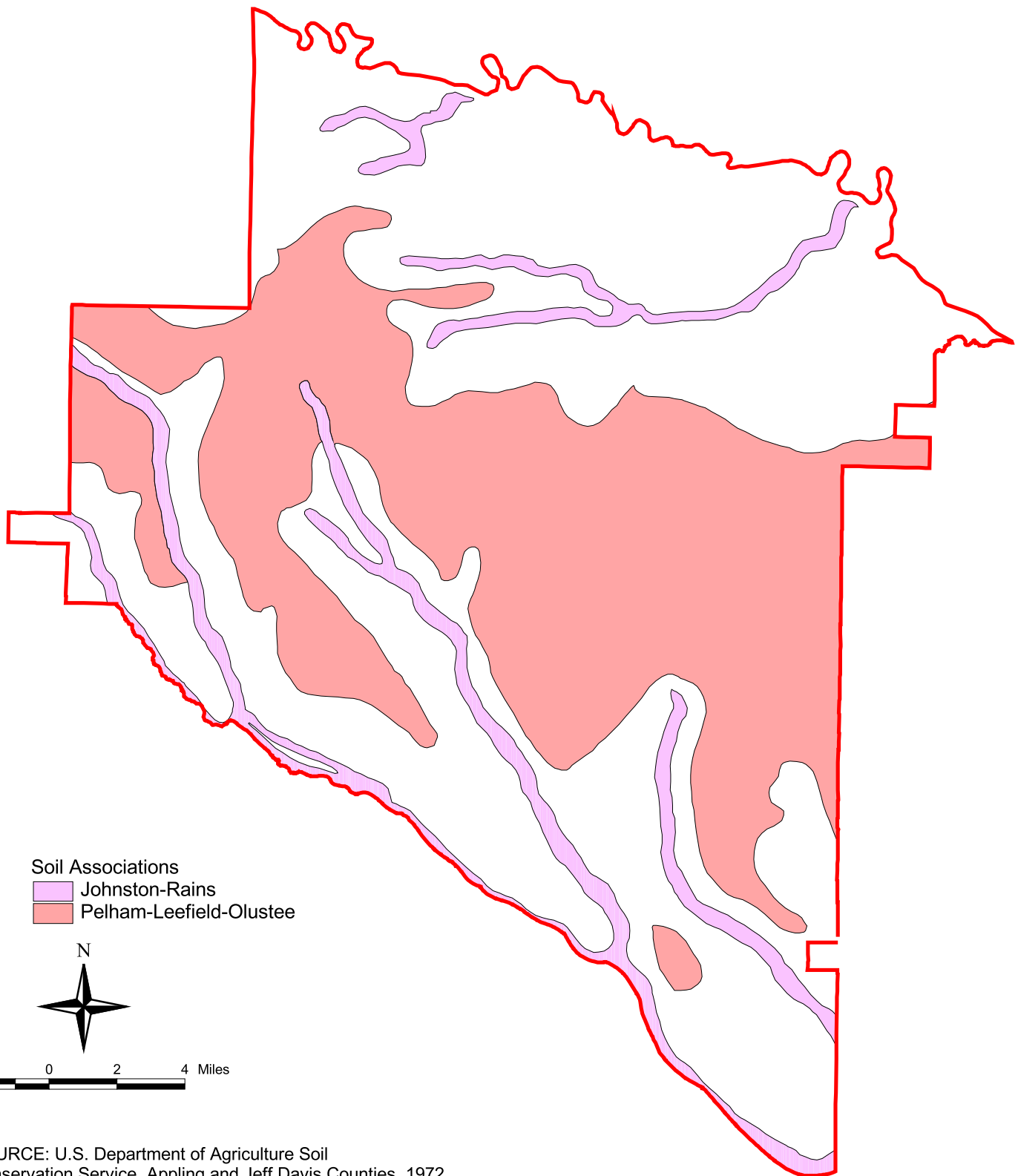
### General Soils



SOURCE: U.S. Department of Agriculture Soil Conservation Service, Appling and Jeff Davis Counties, 1972  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-9

## Appling County Soils with Development Limitations



Soil Associations

- Johnston-Rains
- Pelham-Leaffield-Olustee



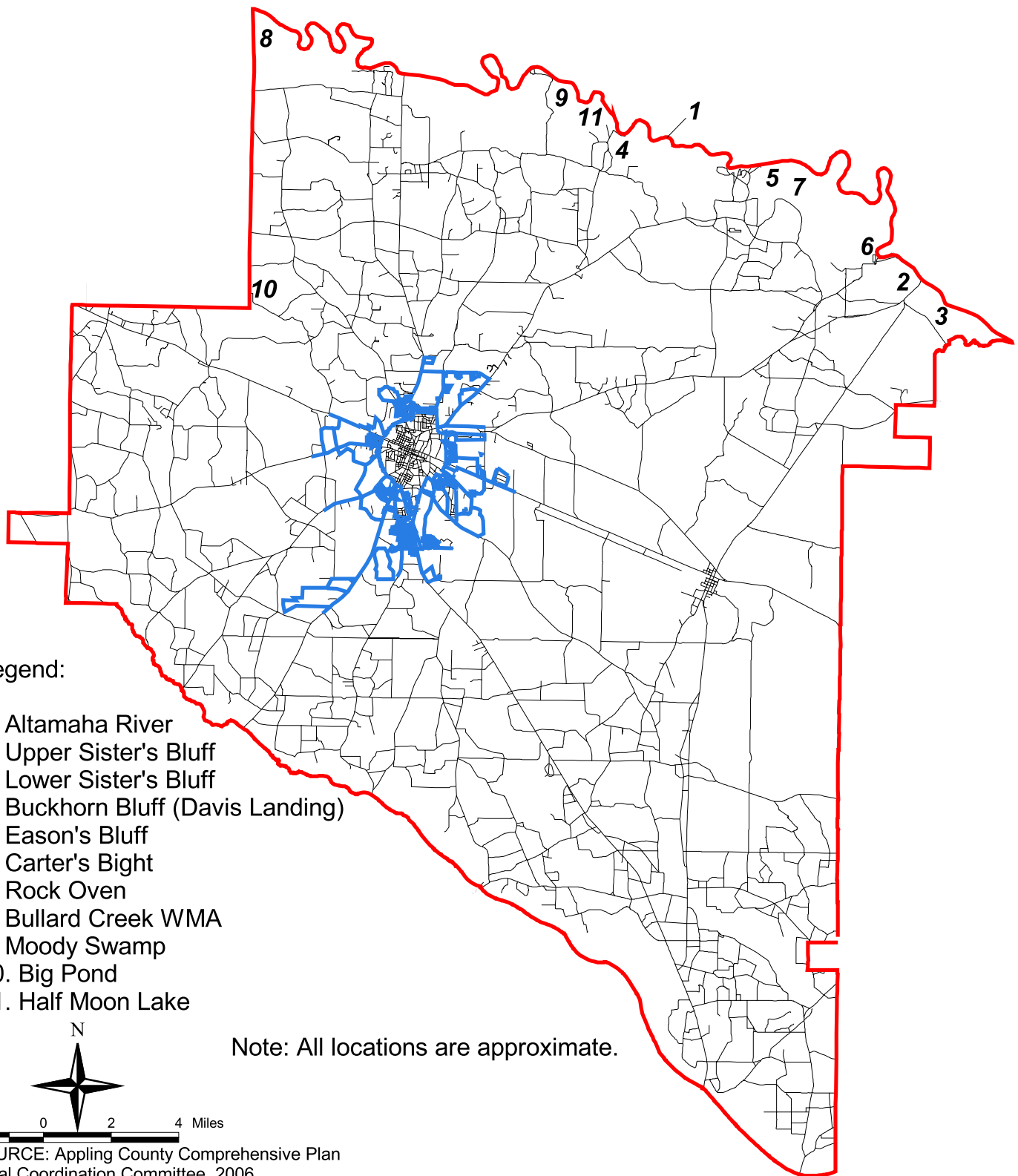
2 0 2 4 Miles

SOURCE: U.S. Department of Agriculture Soil Conservation Service, Appling and Jeff Davis Counties, 1972  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-10

## Appling County

### Scenic Areas



Legend:

- 1. Altamaha River
- 2. Upper Sister's Bluff
- 3. Lower Sister's Bluff
- 4. Buckhorn Bluff (Davis Landing)
- 5. Eason's Bluff
- 6. Carter's Bight
- 7. Rock Oven
- 8. Bullard Creek WMA
- 9. Moody Swamp
- 10. Big Pond
- 11. Half Moon Lake

Note: All locations are approximate.



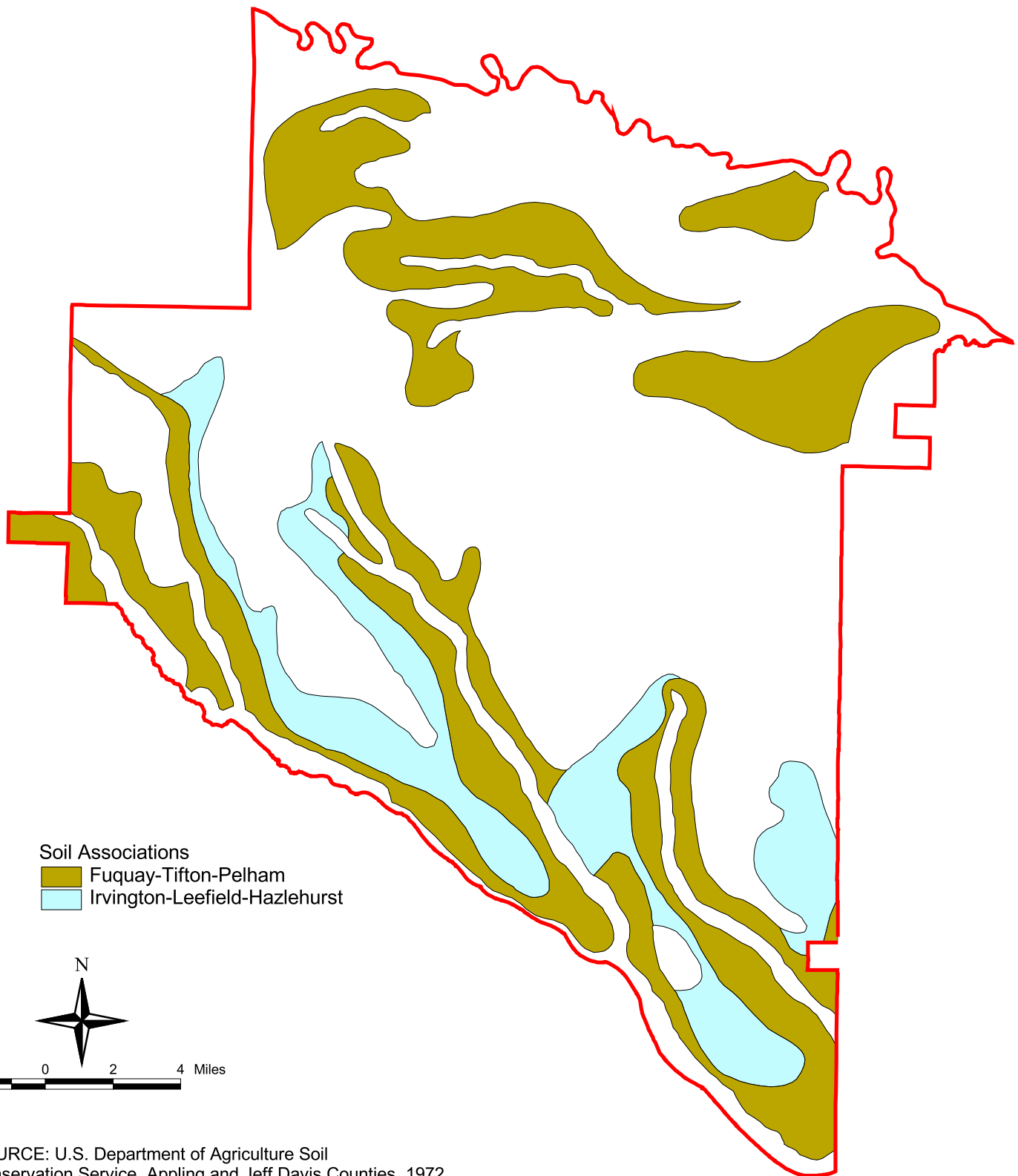
2 0 2 4 Miles

SOURCE: Appling County Comprehensive Plan  
Local Coordination Committee, 2006  
Heart of Georgia Altamaha RDC, 2006

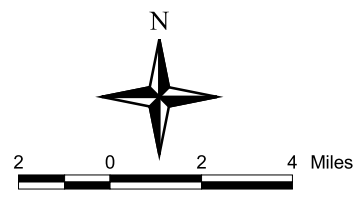
# MAP NCR-11

## Appling County

### Prime Farmland



Soil Associations  
Fuquay-Tifton-Pelham  
Irvington-Leafield-Hazlehurst



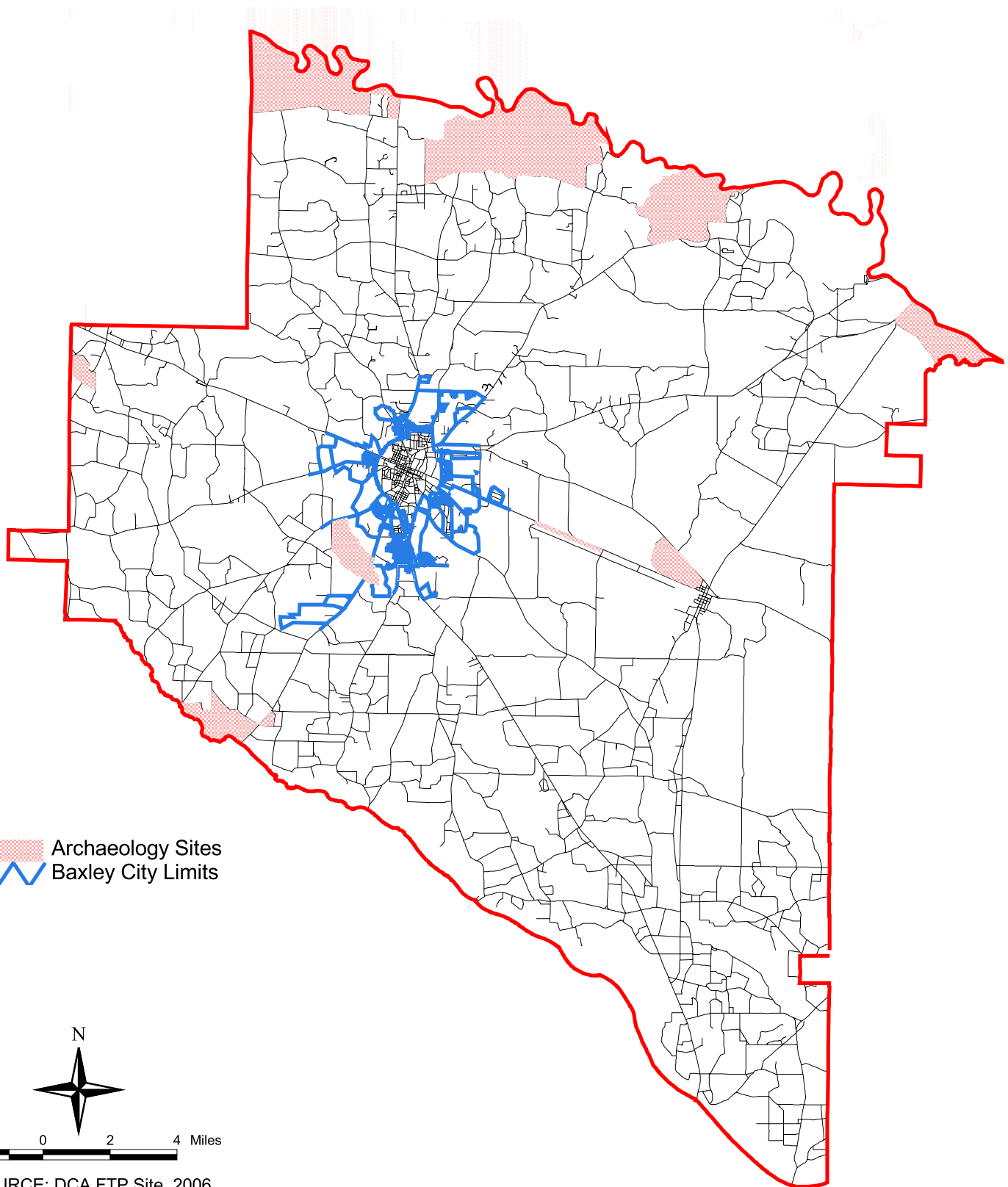
SOURCE: U.S. Department of Agriculture Soil Conservation Service, Appling and Jeff Davis Counties, 1972  
Heart of Georgia Altamaha RDC, 2006





# MAP NCR-12

## Appling County

### Archaeological Resources



 Archaeology Sites  
 Baxley City Limits



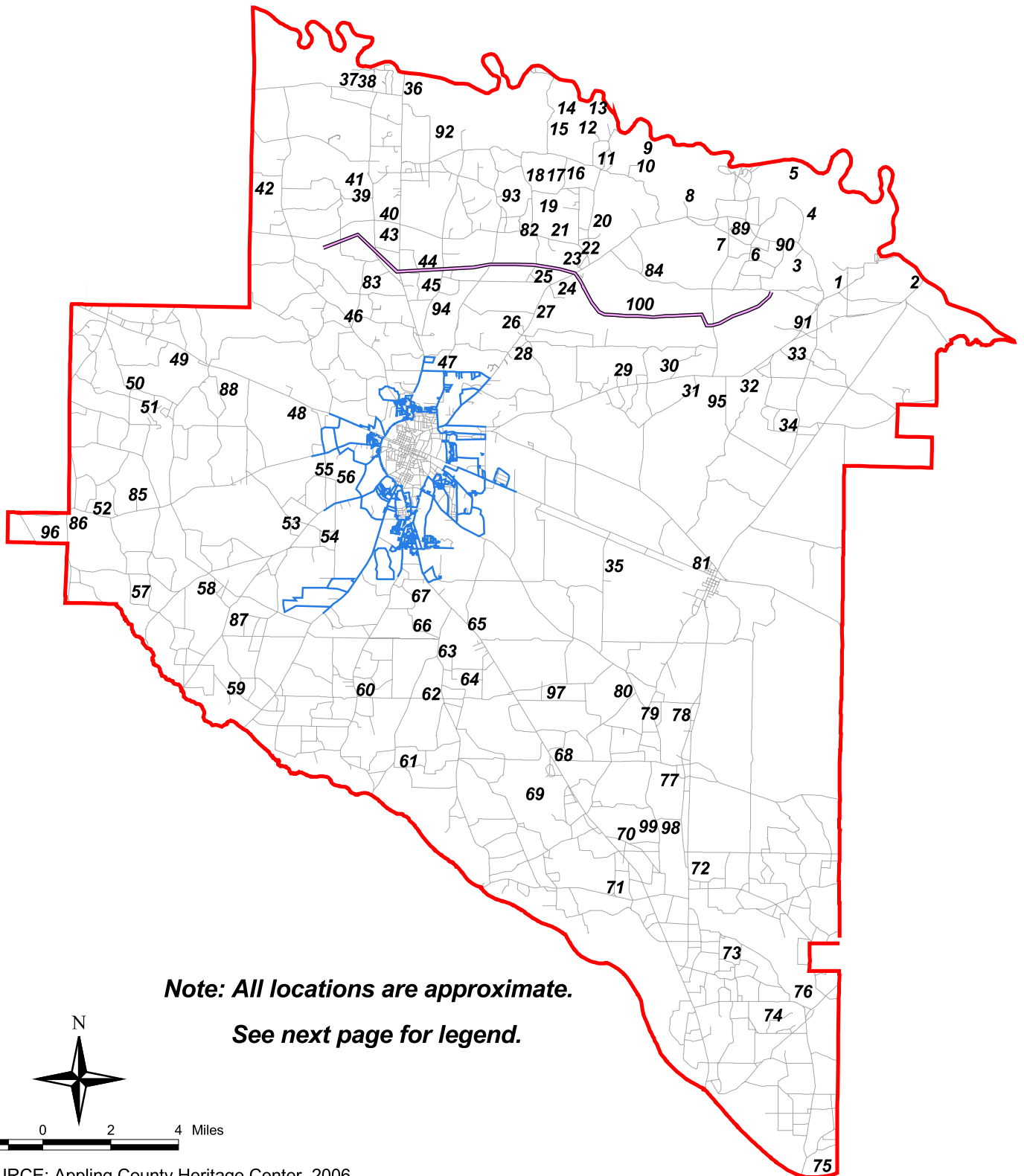
2 0 2 4 Miles

SOURCE: DCA FTP Site, 2006  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-13

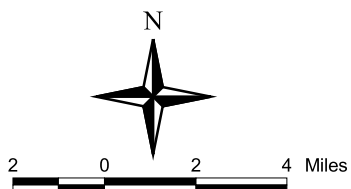
## Appling County

### Cultural Resources



**Note: All locations are approximate.**

**See next page for legend.**



SOURCE: Appling County Heritage Center, 2006  
Heart of Georgia Altamaha RDC, 2006

MAP NCR-13  
Appling County  
Cultural Resources Map Legend

1. Easons Cemetery
2. Old Iron Mine
3. Oak Grove Church
4. Appling Church
5. Rock Oven (Iron Mines)
6. Zion Church
7. Kennedy Home
8. Tillman Cemetery
9. Ed. Kennedy Home
10. Yeoman Cemetery
11. Riverside Church
12. Ed Sellers Home
13. First Frame Home in County Site
14. Elizabeth Moody Home
15. Moody Brothers Home Site
16. Cane Grinding Mill
17. Natt Thomas Home
18. Peyton Miles, Sr. Home
19. Hallman House
20. Old Post Office
21. Youmans Mill
22. Old Mims House
23. Old Summerall Mill Pond
24. Summerall Home
25. Summerall Home
26. Ten Mile Church
27. Veals Still Site/CCC Camp
28. Old Field Cemetery
29. Rachel Church
30. Harmony Church and Cemetery
31. Cassie Daniels Log House
32. Guy Ware Home
33. Bethel Church Cemetery
34. Davis Cemetery
35. Wheaton Community
36. Plant Hatch
37. Deen Cemetery
38. Mann Cemetery
39. Melton Chapel
40. Altamaha School
41. Mizpah Church
42. Altamaha Church
43. Sellers Cemetery
44. Carter Cemetery
45. Spring Branch Church and Cemetery
46. Midway Church Cemetery
47. Omega Cemetery
48. Prentess Community
49. Hall Home
50. Crapps Cemetery
51. Campground Cemetery
52. Zoar United Methodist Church
53. Crosby Chapel Cemetery
54. Phillipi Church
55. Friendship Church
56. Baxley Cemetery
57. Bethel Church
58. Corinth Cemetery
59. Miles Cemetery
60. Satilla Church and Cemetery
61. Deen Cemetery
62. Carter Cemetery
63. Hopewell Church
64. Beckworth Cemetery
65. W.W. Graham House/Holmesville Site
66. Lynn Cemetery
67. Old Pleasant Grove Cemetery
68. Mt. Vernon Church Cemetery
69. Baptist Children's Home
70. Zion Church
71. Tomberlin Cemetery
72. Millikin Church and Cemetery
73. Antioch Church
74. Piney Grove Church
75. Lake Chapel
76. Big Creek Church
77. Memorial Church
78. Overstreet Cemetery
79. Overstreet Store
80. Carter's Chapel
81. Surrency Cemetery
82. Ten Mile School
83. Eli Sellers House
84. E.T. Kennedy House

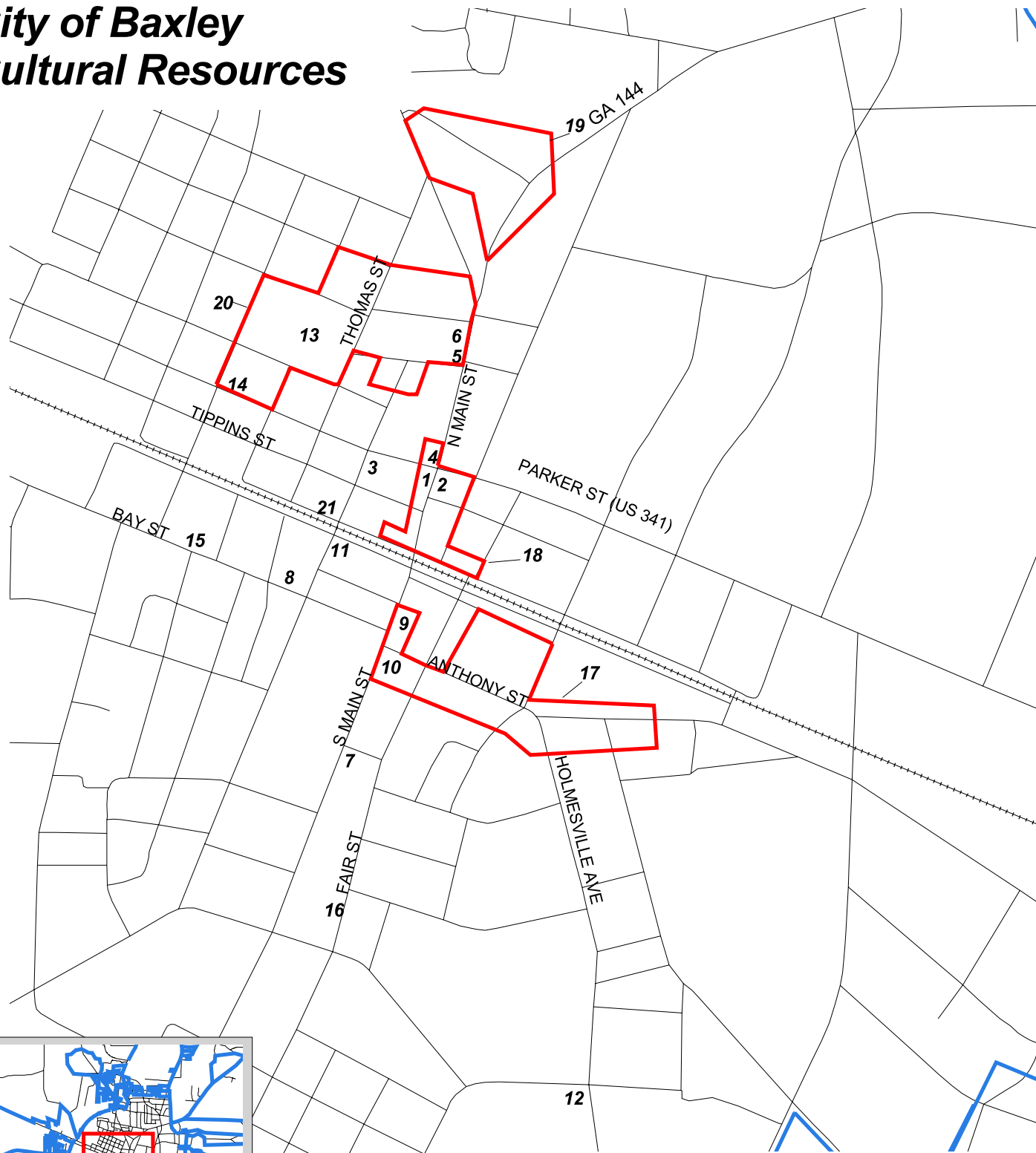
MAP NCR-13  
Appling County  
Cultural Resources Map Legend  
(continued)

85. John William Mayers House
86. Zoar Baptist Church
87. Dyal School
88. John Nail House Site
89. Country Store
90. Log House
91. Log Dogtrot (former)
92. Edwin Moody Farm
93. Asbury United Methodist Church
94. Weatherboard/log Farmstead
95. Late Victorian Farmstead
96. Late Victorian Farmstead
97. Log Dogtrot
98. Bennett School
99. Overstreet Store
100. Indian Trail

# MAP NCR-14

## City of Baxley

### Cultural Resources



**Note: All locations are approximate.**  
**See next page for legend.**

 Baxley City Limits

400 0 400 800 Feet



SOURCE: Heart of Georgia Altamaha RDC, 2006  
Heart of Georgia Altamaha RDC, 2006

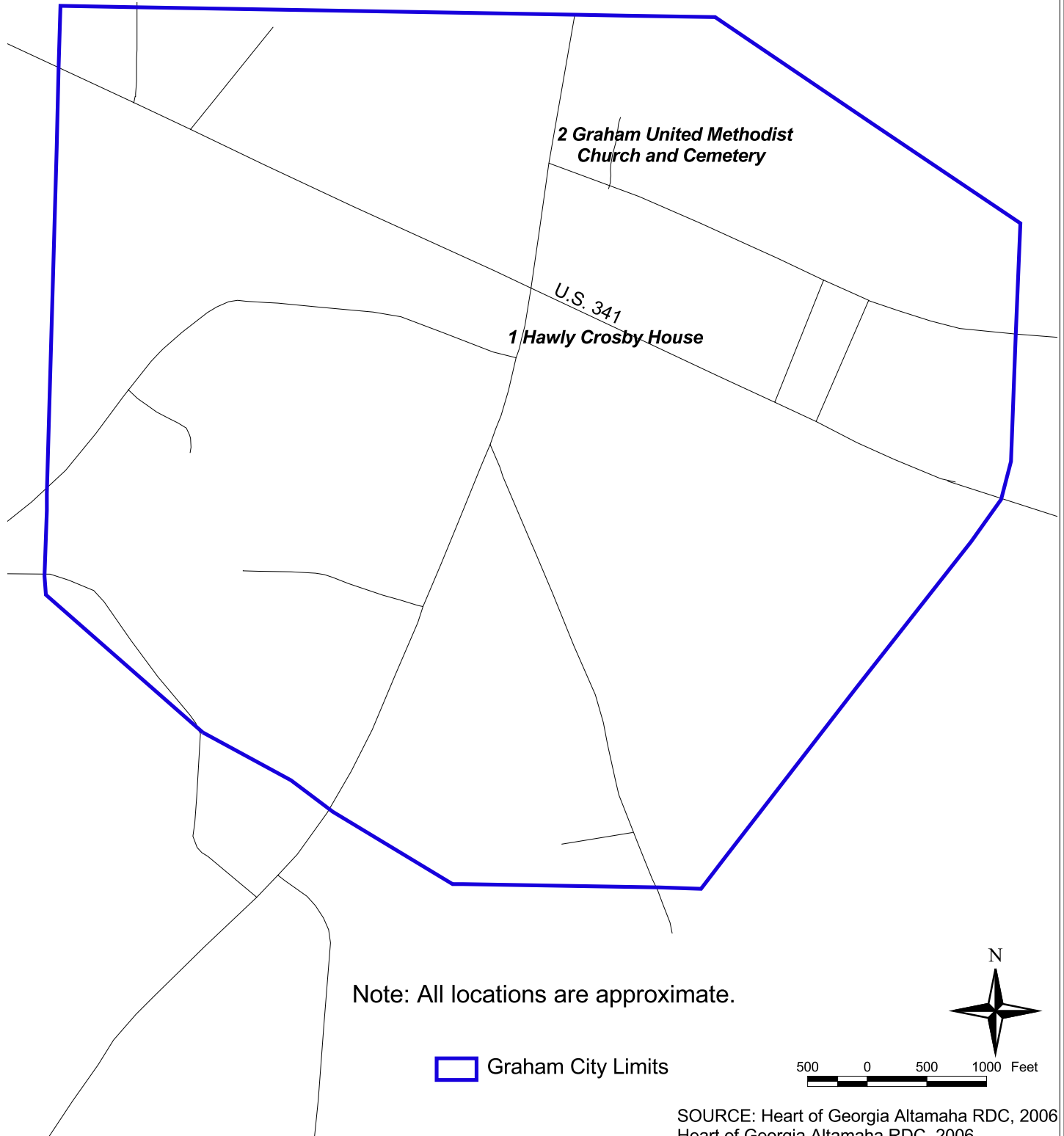
MAP NCR-14  
City of Baxley  
Cultural Resources Map Legend

1. Appling County Courthouse (National Register-listed)
2. Citizens Banking Company (National Register-listed)
3. Baxley Post Office (National Register-listed)
4. First Baptist Church (determined National Register eligible)
5. C.W. Deen/Virusky House (National Register-listed)
6. Graham House
7. Dyal-Lewis House
8. Lewis Cotton Gin
9. First United Methodist Church
10. Holton House
11. Rutland House
12. Old Claude Lewis House
13. Baxley Elementary School Complex (former)
14. Old City Gym
15. Lewis Warehouse
16. Caroline Miller House
17. Potential Anthony Street Area Historic District
18. Potential North Main Street Commercial Historic District
19. Potential Harley Street Area Historic District
20. Potential Thomas/Weaver streets Area Historic District
21. Baxley Waterworks

# MAP NCR-15

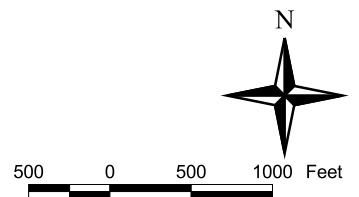
## City of Graham

### Cultural Resources



Note: All locations are approximate.

 Graham City Limits

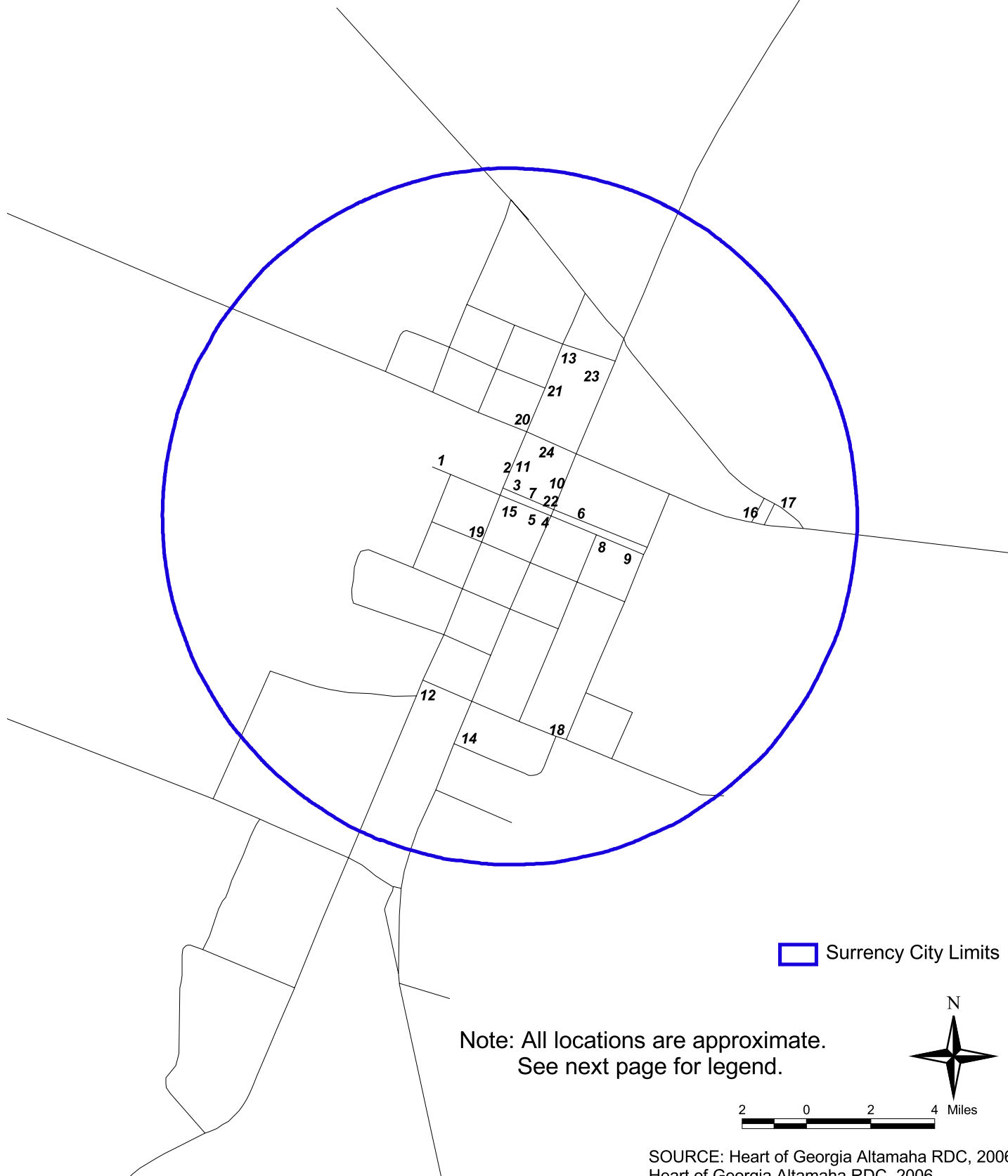


SOURCE: Heart of Georgia Altamaha RDC, 2006  
Heart of Georgia Altamaha RDC, 2006

# MAP NCR-16

## City of Surrency

### Cultural Resources



 Surrency City Limits

Note: All locations are approximate.  
See next page for legend.



 2 0 2 4 Miles

SOURCE: Heart of Georgia Altamaha RDC, 2006  
Heart of Georgia Altamaha RDC, 2006



MAP NCR-16  
City of Surrency  
Cultural Resources Map Legend

1. A. P. Surrency "Ghost" House Site
2. Florence Hotel
3. Surrency Bank (National Register-listed)
4. George W. Dukes Store Site
5. George W. Dukes Home
6. Dr. W.S. Hart Home
7. Drugstore Site
8. Dr. F.D. Kennedy Home
9. Surrency Home
10. L.A. Watson Store Site
11. L.A. Watson Home Site
12. Surrency United Methodist Church
13. Surrency Missionary Baptist Church
14. Old Surrency School
15. J.A. Ross Home
16. J.E. Dyal Still Site
17. J.E. Dyal Quarters Site
18. Watson-Tillman Home
19. E.C. Copeland Home
20. George Surrency Home
21. Silas Johnson Home
22. Barber Shop Site
23. Doctor's Office Site
24. E.C. Copeland Gin Site

# COMMUNITY FACILITIES AND SERVICES

## Introduction

The provision of services, protection of its citizens, preservation of its resources, and enrichment and enhancement of the quality of life for its people are among the primary reasons for the creation and existence of local governments. A community's facilities and infrastructure exist to address these needs. "Community Facilities and Services" is one of the most important elements required under the Georgia Planning Act because construction of new facilities and maintenance and upgrading of existing ones generally represent the largest public expenditures of local governments. Due to limited funds, ongoing planning is vital for a community to offer the services and facilities desired by current and future residents, businesses, and industries in an efficient and effective manner. The location of public facilities can be an important tool in guiding and managing growth and development. Planning ahead can provide the opportunity to properly prepare and anticipate growth, and prevent expensive mistakes.

The following contains a description, assesses the adequacy, and presents the community's recommendations for improving community facilities and services for existing and future residents in Appling County and the cities of Baxley, Graham, and Surrency as a whole in accordance with the Minimum Planning Standards and Procedures at the basic planning level. Future needs of economic growth are addressed as well as future needs required by population growth. The categories of community facilities and services considered are: transportation; water supply and treatment; sewerage system and wastewater treatment; solid waste; public safety; hospital and other public health facilities; recreation; general government; educational facilities; and library and other cultural facilities.

## Transportation

Inventory. A total of approximately 1,092 miles of county roads, city streets, and state and federal highways serve Appling County. There are a total of 920 miles of county roads. A total of 332 miles are paved, while 720 miles remain unpaved in the county. Baxley has 54.15 miles of city streets (approximately 48.72 miles of paved and 5.43 miles of unpaved). Graham has approximately 2.36 miles of city streets, including approximately 2.02 miles of paved and 0.34 miles of unpaved streets. Surrency has approximately 8.31 miles of city streets consisting of

approximately 5.48 miles of paved and 2.83 miles of unpaved streets. The county has 172 miles of roads on the State Highway System.

#### Local Government Activities.

Appling County annually budgets an average of \$511,500 for capital equipment outlays for transportation improvements. Approximately 36 people are employed in the Road Department. Adequate equipment is purchased and maintained to grade, drain, and base county roads in preparation for paving contracts and for maintenance of existing county roads, both paved and unpaved. The County has the following major road equipment: nine motor graders; two front loaders; two backhoe loaders; one bulldozer; two tractors with mowers; five dump trucks; two bush cutters; two tractor trailer lowboys; one dirt pan; one earth mixer; two excavators; and other types of equipment. An average of two to three miles of county roads are paved each year by the County, while an average of two miles are resurfaced annually under the Local Assistance Road Program (LARP).

The City of Baxley has a City funded Roads and Streets Department. The City budgets \$643,000 annually for street maintenance and repair. The City's Road Department currently employs nine people and has one backhoe; one gradeall; two motor graders; two tractors with mowers; one tractor with a motrim; one excavator; one dump truck; and various other types of equipment. An average of .25 to .50 mile of city streets are paved each year by the City of Baxley, while an average of .50 mile is resurfaced annually under the Local Assistance Road Program (LARP).

The cities of Graham and Surrency rely on the County and the Georgia Department of Transportation (DOT) for assistance in this area. The City of Graham has a backhoe and other small equipment. The City of Surrency has a backhoe, dump truck, tractor, and various other types of small equipment.

#### Major Highways.

Appling County has two major federal highways, US 1/SR 4 and US 341/SR 27. US 1/SR 4 intersects with US 341-SR 27 and SR 15 in Baxley. US 1/SR 4 begins in Appling County at the Bacon County line and goes approximately 21.13 miles to the Toombs County line. It traverses approximately 1.2 miles through Baxley. US 341/SR 27 intersects with US 1/SR 4/SR 15 in Baxley, SR 144 near Baxley, and SR 121 in Surrency. US 341/SR 27 begins at the Jeff Davis County line and continues approximately 25.07 miles to the Wayne County line.

Approximately 0.9 mile of US 341/SR 27 traverses through Graham, 1.2 miles through Baxley, and 0.9 mile through Surrency.

Six State Routes run through Appling County as well. State Route 15 (SR 121) begins at the Pierce County line and intersects with US 1/SR 4 (in Baxley and then runs concurrent with US 1), and US 341/27 in Baxley. It continues for approximately 33.04 miles to the Toombs County line. SR 144 begins at an intersection with US 341/SR 27 and travels north for approximately one mile where it turns and travels northeast intersecting with SR 121/169 to the Altamaha River and Tattnall County line. It traverses the county for a total of 15.6 miles. SR 121(SR 15), the Woodpecker Trail, begins at the Pierce County line and travels north until it branches off from SR 15. It then travels northeast intersecting with US 341/SR 27 in Surrency and then continues to an intersection with SR 144/169 and the Tattnall County line for a total of 15.6 miles. SR 121 crosses through Surrency for 0.9 mile. SR 19 starts at the Bacon County line and travels 3.04 miles to the Jeff Davis County line. SR 169 travels for 2.72 miles in the county. It starts at the Wayne County line and intersects with SR 121/144 and then continues to the Tattnall County line. SR 203 is located in the southern portion of Appling County. It enters the county from the east in Wayne County and traverses approximately 11 miles through Appling County until it reaches the Bacon County line.

All of these transportation routes serve as major thoroughfares through Appling County. Many motorists traveling to Atlanta, Macon, or Brunswick utilize U.S. 341/SR 27. Motorists traveling to Augusta or Jacksonville, Florida utilize US 1/SR 4. SR 121 is again being promoted as the Woodpecker Trail and could again be important for tourism as it travels from Florida to North Carolina.

See Maps CFSM-1, CFSM-4, CFSM-8, and CFSM-11 for the road network in Appling County and its municipalities.

#### Bridges/Overpasses.

There are 54 bridges located on county, state, and federal routes in Appling County. There are seven bridges located on state/federal routes and 47 bridges located on county roads.

#### Rail.

Norfolk Southern provides rail service in Appling County. The system has approximately 25.07 miles of mainline track that runs east/west through the county. Approximately 1.2 miles of track is in Baxley and 0.9 mile of track are in both Graham and Surrency. The track is owned by Norfolk Southern. Rail service is provided daily from Macon and Brunswick. The line runs east/west and connects the Georgia coast with Macon and Atlanta.

#### Airport.

Baxley Municipal Airport (BHC) is a publicly owned Level II airport serving the general aviation needs of the area. The airport is approximately 5 miles south of Baxley. The lighted runway, (8 and 26), is 5000' x 75' with a full length lighted parallel taxi-way. The navigational and air traffic aids include a rotating beacon with segmented circle (PCL), medium intensity runway lights (PCL), taxi-way lights (PCL), GPS RNAV approach, and NDB / AWOS-A (376.0). Other pilot and customer aids include 24/7 self-service fuel, 100LL avgas, a Jet-A with Prist (assisted fuel service is available upon request), a key-pad entry into the terminal building 24/7, a Meteorlogix MX-Vision Weather Sentry system, internet access, and a courtesy van (24/7). The airport offers 12 "T" hangars and one community hangar for rental. Security lighting is ample and additional security is provided by local authorities. The airport is partially fenced with plans to complete fencing and install security gates. It offers free ramp tie-down and auto parking. Though not provided as part of the FBO, a full maintenance facility, SkyTech Aviation, is on the airport with an IA and A&P on staff at all times.

See Map CFSM-3 for the location of the airport in Appling County.

#### Public Transit.

No general public transportation in Appling County is provided through the Section 5311 Program of the GA Department of Transportation or other means. There is specialized public transportation for clients provided through the GA Department of Human Resources (DHR) Coordinated Transportation Program (5310). Services are provided for DHR Program users and clients through a demand response program. The elderly and low income populations, handicapped, DFCS clients, and others use the program for various DHR purposes. The program utilizes vans that are equipped with an elevator for wheelchair bound passengers. On January 1, 2006, the provider for the GA Department of Human Resources (DHR) Coordinated Transportation System changed from Middle GA Community Action to Pineland CSB out of Statesboro. The Heart of Georgia Altamaha Regional Development Center now contracts with

the GA Department of Human Resources to manage the DHR Coordinated Transportation System of the DHR Coordinated Transportation Program. Transportation services will continue to be provided for people in Appling County who are clients of the Divisions of Aging, DFACS, MHDDAD, and Vocational Rehabilitation. The service area for the DHR transit system is Appling County. The low incomes of the county suggest a need for a more general public transit.

#### Bicycle and Pedestrian Ways.

Currently, a formal bike path does not exist in Appling County. Appling County is seeking to partner with the other 16 counties in the Heart of Georgia Altamaha Regional Development Center Region to implement the Heart of Georgia Altamaha Regional Development Center Regional Bike and Pedestrian Plan completed in 2005. The regional bike/pedestrian plan examines existing conditions and needs, and provides recommendations for future improvements, including new route recommendations and other efforts to boost education, safety, and usage. Needs identified for the region include additional facilities, particularly paved shoulders, additional state bike routes, better state signage, and for increased safety and educational activities. There was a special need identified to interconnect the region's state parks with bicycle facilities, and to interconnect region facilities to other state bike routes. Compatible local bicycle facilities, events and regional cooperation, marketing, and promotion were encouraged. Bicycling was seen as having potential economic development/tourism benefits for the region. The region could be promoted as a touring destination for beginning and intermediate cyclists because of its low traffic counts, open spaces, pastoral scenery, historic sites, topography, and climate. US 341/SR 27 through Appling County and US 1/SR 15 north from Baxley were recommended as proposed state bicycle routes in Appling County. There has been local discussion of connecting Baxley with the Altamaha River and its natural areas by bicycle paths.

#### Freight/Bus.

Appling County is served by 11 freight or trucking companies. The freight lines are Murray Timber Harvesting & Trucking; Lainyhawk, Inc.; Mathews Trucking, Inc.; Williams Brothers; AAA Cooper Transportation; Holland Trucking Co.; L & Z Transport; Lynn's Transportation, Inc.; Moody Trucking; and SAS Transportation. United Parcel Service, Federal Express, Roadway, D.H.L., and Western Union service are available in Appling County.

Assessment. Appling County has some transportation needs. The county ranks 21<sup>st</sup> out of 159 counties in the state in total road mileage. It also ranks 158<sup>th</sup> in the state in percentage of

roads paved. Since the county may be facing the pressure of steady population growth, there is a need to continue and work to upgrade the county transportation network to enhance the county's efforts to attract economic development and make progress toward reducing the unpaved mileage and otherwise improving roads. Appling County needs to increase the amount of roads that are paved and/or resurfaced annually in the unincorporated areas of the county. Due to an anticipated increase in rail traffic, the County and the City of Baxley need to work with the GA Department Of Transportation (DOT) to build an overpass in Baxley. The County also needs to work with the GA DOT to examine the feasibility of a truck bypass route(s) for US 341 and US 1. The County needs to continue to work with GA DOT on the current widening of US 341/SR 27 and with the proposed widening of US 1/SR 4. Both routes are becoming divided four lanes instead of two as part of the Governor's Road Improvement Program. The City of Baxley needs to expand its current streetscape project by applying for additional Transportation Enhancement Grants. The City of Baxley needs to continue to make progress toward paving all of its roads, and providing new and upgrading existing sidewalks. Drainage improvements are still needed in Baxley, west of GA 121 in Surrency, and throughout Appling County. Stormwater management continues to be somewhat of an issue throughout the county because of insufficient drainage in some areas. Surrency needs some of its roads resurfaced and sidewalks repaired and added. The City of Surrency needs to work towards paving all of its dirt roads. The City of Graham needs to work towards paving all of its city streets, as well as adding sidewalks. The County needs to continue to work with the Georgia Department of Transportation (DOT) to identify bridges in need of repair and schedule such maintenance. Some bridges in the county are in need of complete replacement. Appling County has recently identified all equipment and manpower through its project management schedule so that they will be able to maintain dirt roads in the county in a more timely manner. This will help them to develop a maintenance/replacement schedule in order to save money and time. New, more modern equipment and continued repairs to existing equipment will be needed by Appling County in the coming years to maintain and improve their roads and streets.

Railways have played an important role in the development of Appling County and each of its cities. The City of Baxley and Appling County continue to use the rail system that runs through Baxley. The freight rail service provided to Baxley is adequate to meet the needs of Appling County now, but an overpass is needed for the future. Rail traffic will continue to increase with the deepening of the port in Brunswick. These services are very important to Appling County as the industrial parks are continuing to be developed. The unincorporated area of the county needs more visible railroad signage. Rail service is vital to Appling County, and as the economy changes and different rail needs are required, the communities need to remain vigilant and supportive of keeping the current facilities and expand the level of services.

The City of Baxley needs to make some improvements to its airport facility. The City needs to construct a new terminal building, overlay the runway, widen the runway from 75 to 100 feet, and continue to make general improvements at the airport.

There are sufficient freight and other types of carriers to meet the current and future needs of businesses and individuals in Appling County. The resources are in place and could be expanded as needed.

Currently, no bike paths exist in Appling County. The county is included as a part of a regional bicycle and pedestrian plan prepared by the Heart of Georgia Altamaha Regional Development Center. The plan recommends designation of a state bike path along US 1 (from the intersection of US 341) as a connector route and along US 341 as a regional route within Appling County. There is a local need to connect the natural areas of the county and the Altamaha River to Baxley with bike paths.

The Appling County DHR Coordinated Transit System is important to the citizens of Appling County. The county has a significant elderly population and many DHR users and clients; therefore, continuation of the program is very important due to the lack of personal transportation available. The many low income citizens, and recent immigrants, within the county suggest a need for a more general public transportation system.

## **Water Supply and Treatment**

Inventory. Appling County has three municipal water systems, which are owned and operated by the cities of Baxley, Graham, and Surrency. The county government does not operate a water supply system. Unincorporated residents rely mainly on individual wells for their water supply. The cities withdraw raw water from the Floridan (limestone) Aquifer. Due to the high quality of water from the Floridan Aquifer, only the addition of chlorine and flouride is required before it is pumped into the distribution center.

The City of Baxley provides water service to approximately 2,428 residential and business customers throughout an approximate 146 mile distribution system consisting of 121 miles of water lines that are six inches or smaller and 25 miles of water lines that are eight inches or greater. 99.9 % of the households are served inside of the city limits. There are approximately 410 customers that are served outside of the city limits. See Table CF-3 for water rates inside



and outside of the city limits. The City presently operates three deep wells with a combined permitted capacity of 1.4 million gallons per day (See Table CF-1).

**TABLE CF-1**  
**Deep Wells**  
**City of Baxley**

<u>WELL NO.</u>	<u>LOCATION</u>	<u>CAPACITY (GPM)</u>	<u>DATE DRILLED</u>
1	118 Northwest Park Avenue	571	1927
2	118 Northwest Park Avenue	Not in Operation	1942
3	34 Walnut Street	631	1965
4	267 Frost Industrial Blvd.	571	1984

Four elevated storage tanks serve the City of Baxley. See Table CF-2 for information. Map CFSM-6 shows the location of water services throughout Baxley.

**TABLE CF-2**  
**Elevated Storage Tanks**  
**City of Baxley**

<u>TANK NO.</u>	<u>LOCATION</u>	<u>CAPACITY</u>	<u>DATE ERECTED</u>
1	118 Northwest Park Avenue	118,000 G	1942
2	435 East Parker Street	150,000 G	1970
3	267 Frost Industrial Blvd.	300,000 G	1984
4	232 West Park Drive	250,000 G	1997

**TABLE CF-3**  
**Water Rates Inside and Outside the City Limits**  
**City of Baxley**

<u>GALLONS</u>	<u>INSIDE WATER RATES</u>	<u>OUTSIDE WATER RATES</u>
0-2,000	Base Rate of \$9.00	Base Rate of \$13.50
2,001 & Up	Base + \$2.50/1,000 gal.	Base + \$3.75/1,000 gal.

The City of Graham provides water service to approximately 149 residential and business customers throughout an approximate 9.4 mile distribution system consisting of 5.6 miles of water lines that are six inches or smaller and 3.8 miles of water lines that are eight inches or greater. Ninety-three percent of households are served inside of the city limits. See Table CF-6 for residential and commercial water rates. There are approximately 30 customers that are served

outside of the city limits. The City of Graham also provides water service to the Tri-County Industrial Park. The City presently operates one deep well (See Table CF-4).

**TABLE CF-4**  
**Deep Well**  
**City of Graham**

<u>WELL NO.</u>	<u>LOCATION</u>	<u>CAPACITY (GPM)</u>	<u>DATE DRILLED</u>
1	9659 Golden Isles West	750	1992

One elevated storage tank serves the City of Graham. See Table CF-5 for information. Map CFSM-10 shows the location of water services throughout Graham.

**TABLE CF-5**  
**Elevated Storage Tank**  
**City of Graham**

<u>TANK NO.</u>	<u>LOCATION</u>	<u>CAPACITY</u>	<u>DATE ERECTED</u>
1	9659 Golden Isles West	150,000 G	1992

**TABLE CF-6**  
**Water Rates**  
**City of Graham**

<u>GALLONS</u>	<u>RESIDENTIAL WATER RATES</u>	<u>COMMERCIAL WATER RATES</u>
0-2,000	Base Rate of \$12.00	Base Rate of \$25.00
2,001-4,000	Base + \$2.50/1,000 gal.	Base + \$2.50/1,000 gal.
4,001 & Up	Base + \$2.00/1,000 gal.	Base + \$2.00/1,000 gal.

The City of Surrency provides water service to approximately 250 residential and business customers throughout an approximate six mile distribution system consisting of water lines that are six inches or smaller. One hundred percent of households are served inside of the city limits. There are approximately 80 customers that are served outside of the city limits. See Table CF-9 for water rates inside and outside of the city limits. The City presently operates one deep well (See Table CF-7).

**TABLE CF-7**  
**Deep Well**  
**City of Surrency**

<u>WELL NO.</u>	<u>LOCATION</u>	<u>CAPACITY (GPM)</u>	<u>DATE DRILLED</u>
1	East Martin and Andrews Street	500	1995

One elevated storage tank serves the City of Surrency. See Table CF-8 for information. Map CFSM-13 shows the location of water services throughout Surrency.

**TABLE CF-8**  
**Elevated Storage Tank**  
**City of Surrency**

<u>TANK NO.</u>	<u>LOCATION</u>	<u>CAPACITY</u>	<u>DATE ERECTED</u>
1	East Martin Street and Andrews Street	100,000 G	1995

**TABLE CF-9**  
**Water Rates Inside and Outside the City Limits**  
**City of Surrency**

<u>GALLONS</u>	<u>WATER RATES</u>
0-4,000	Base Rate of \$9.00
4,001-6,000	Base + \$0.60/1,000 gal.
6,001-10,000	Base + \$0.60/1,000 gal.
10,001 & Up	Base + \$0.50/1,000 gal.

Assessment. There are areas inside the city limits of Baxley that have been annexed that need to be connected to the City's water system. The cities need to apply for EIP and CDBG grants to assist with various projects. The City of Graham needs a backup well for its water system. The City of Baxley has a permitted capacity for water pumping of an average daily flow (ADF) of 1.4 million gallons. In 2005, the City of Baxley had an average daily flow of 0.850 MGD. The City of Graham does not have a permitted capacity. In 2005, Graham had an average daily flow of 32,500 gallons. The City of Graham needs a backup well for its system. The City of Surrency does not have a permitted capacity. In 2005, Surrency had an average daily flow of 50,000 gallons. The City of Surrency will need to increase its capacity and number of lines if a major development occurs. The cities should continue maintenance and upgrading of their water systems by replacing any inadequately sized lines and inadequate appurtenances. There is ample

room for growth both from normal population increases as well as planned future annexations. There is also a need to extend the Baxley water system to possibly connect with Graham to better serve the industrial/commercial growth of the US 341 West Corridor, and to serve/guide residential growth to its south and west.

There is a need in Appling County to ensure that private wells are located, drilled and developed in such a manner to protect public health and the environment.

## Sewerage System and Wastewater Treatment

Inventory. There is one public sewerage system in Appling County. The City of Baxley owns and operates its own municipal wastewater treatment and collection system. Since Appling County does not have a public sanitary sewerage system, individuals continue to use septic tanks in the unincorporated areas of the county not served by the City of Baxley.

The City of Baxley's wastewater treatment plant is located at 493 Howard Brannen Road. The treatment plant utilizes a completed mix, aerated pond treatment process and has a treatment capacity in average daily flow (ADF) of 2.8 million gallons. In 2005, the City of Baxley had an average daily flow of 1.0 MGD. The City's sewer collection system consists of approximately 80 miles of sewer lines with four to 16 inch pipes and 21 lift stations that lift wastewater from lower areas to gravity lines running to the treatment plant. In the near future, the City of Baxley will begin to pump treated wastewater to the Altamaha River through a Georgia Environmental Protection Division (EPD) permit instead of into Sweetwater Creek as it has done in the past. Information on the lift stations is included in Table CF-10. The first number to the left of GPM is with one pump running, while the second number is with two pumps running at the same location.

**TABLE CF-10**  
**Pump Stations**  
**City of Baxley**

<u>PUMP STATION NO.</u>	<u>LOCATION</u>	<u>YEAR</u> <u>INSTALLED</u>	<u>PUMP DATA</u>
1	1111 Blackshear Highway	N/A	700/925 GPM
2	162 Walnut Street	N/A	700/700 GPM
3	140 North Beach Street	N/A	500/500 GPM

4	888 Bay Street	N/A	100/100 GPM
5	201 Second Street	N/A	100/100 GPM
6	1861 MLK Avenue	N/A	45/(N/A) GPM
7	115 Kenny Lane	N/A	45/(N/A) GPM
8	150 Sursson Street	N/A	100/(N/A) GPM
9	8 Polly Ogden Lane	N/A	400/400 GPM
10	1029 East Parker Street	N/A	315/315 GPM
11	23 Frost Industrial Blvd.	N/A	300/300 GPM
12	414 Cadillac Drive	N/A	200/200 GPM
13	231 Donnie Lane	N/A	50/50 GPM
14	314 NFL Drive	N/A	80/80 GPM
15	175 Azalea Avenue	N/A	180/180 GPM
16	1673 Jekyll Road	N/A	100/100 GPM
17	1372 Golden Isle West	N/A	80/80 GPM
18	125 Rendi Lane	N/A	80/80 GPM
19	290 City Circle Road	N/A	800/750 GPM
20	232 West Park Drive	N/A	325/325 GPM
21	139 Tri Co. Ind. Park Dr.	N/A	500/525 GPM

The City of Baxley’s sewerage system serves approximately 1,782 customers or approximately 78 percent of households within the city limits. Residential and commercial customers are charged the same rates. See Table CF-11 for the list of sewer rates inside the City of Baxley. There are 106 sewer customers outside the City of Baxley’s city limits. The City of Baxley has also extended sewerage service to Industrial Park West and the Tri-County Industrial Park along US 341 West. See Map CFSM-7 for the location of sewer services throughout the City of Baxley.

**TABLE CF-11**  
**Sewer Rates**  
**City of Baxley**

<u>GALLONS</u>	<u>INSIDE SEWER RATES</u>	<u>OUTSIDE SEWER RATES</u>
0-2,000	Base Rate of \$10.00	Base Rate of \$15.00
2,001 & Up	Base + \$2.50/1,000 gal.	Base + \$3.75/1,000 gal.
Note: Residents of the Bassville community have a flat sewer rate of \$44.60.		

Assessment. The City of Baxley sewer system has a treatment capacity average daily flow (ADF) of 2.8 million gallons. In 2005, the City of Baxley had an average daily flow of 1.0 million gallons. The City should study the feasibility of expanding service to all current residents as well as future residents to meet future growth needs. The City should also investigate the feasibility of replacing inadequate lines. In the near future, the City of Baxley will begin to pump treated wastewater to the Altamaha River through a Georgia Environmental Protection Division (EPD) permit instead of into Sweetwater Creek through its wastewater treatment plant as it has done in the past. There is a great need for sewerage to serve/guide the expanding industrial/commercial growth in the US 341 West Corridor, as well as the expected residential growth in and near Baxley.

The cities of Graham and Surrency will likely continue to use individualized septic tanks, but there is a growing need for public sewerage systems in both communities. The feasibility should continue to be evaluated.

Septic tank regulations are enforced at the local level as a part of the State of Georgia's septic tank laws by Appling County. Citizens of Appling County can obtain a septic tank permit at the Appling County Health Department. Septic tank permits are enforced at the local level by a Georgia Department of Human Resources Environmental Health Specialist at the Appling County Health Department. A continued check of the septic tanks by the Appling County Health Department throughout Appling County is needed to ensure their proper use and installation.

## **Solid Waste**

\*See the Appling County Joint Solid Waste Management Plan for additional information.

### Inventory.

Waste Stream. Households principally contribute to the overall waste stream in the unincorporated areas of Appling County, along with lesser contributions from industries, institutions, and commercial businesses. These sectors generate different items such as paper, plastic, brown goods, food, industrial, and commercial waste. It is estimated that approximately 60 percent of the material is household garbage, 25 percent is industrial (Plant Hatch Nuclear Plant, others), 10 percent is institutional (Altamaha Technical College, two elementary schools) and five percent is commercial. In Baxley, households, commercial businesses, industries, and institutions contribute to the overall waste stream. Households contribute approximately 40

percent of the overall waste stream, while commercial businesses and industries contribute roughly 25 percent. Institutions, such as the schools in the Appling County School System, contribute about 10 percent. In Graham, households and a couple of small commercial businesses contribute to the overall waste stream. Households contribute approximately 95 percent and commercial businesses contribute the remaining five percent. In Surrency, households, commercial businesses, and industries contribute to the overall waste stream. Households contribute approximately 90 percent of the waste stream, while commercial businesses and industries contribute five percent each.

Collection and Disposal. At the present time, Appling County utilizes a private contractor (Sullivan Environmental Services) for the collection of solid waste for rural residents of the county. The County utilizes curbside collection once a week. The County charges \$12.50 per month to residents for solid waste collection. Sullivan Environmental Services also provides commercial and industrial dumpster rentals for businesses in the unincorporated area of Appling County. Customers may choose from a four, six, or eight cubic yard container. The cost depends on the size of the container and the number of times the container is picked up each week. Construction and industrial waste is taken to the Roaring Creek C & D Landfill located on East River Road in Appling County by Sullivan Environmental Services. Once the household garbage is collected, it is taken by Sullivan Environmental to the Toombs County or Broadhurst Environmental Landfill in Wayne County. See the Appling County Joint Solid Waste Management Plan for additional information on the capacity of the Roaring Creek C & D Landfill, the Toombs County Landfill, and the Broadhurst Environmental Landfill.

The City of Baxley utilizes a private contractor (Sullivan Environmental Services) for the collection of solid waste for citizens of Baxley. The City utilizes curbside collection once a week. The City charges \$8.85 per month to residents for solid waste collection. Commercial businesses may also contract with Sullivan Environmental Services for commercial collection. The City utilizes curbside collection once a week. The City charges \$25.80 per pickup to residents for commercial collection. Once the commercial garbage is collected, it is taken by Sullivan Environmental Services to the Toombs County or Broadhurst Environmental Landfill. Once the household garbage is collected, it is taken by Sullivan Environmental to the Toombs County or Broadhurst Environmental Landfill. See the Appling County Joint Solid Waste Management Plan for additional information on the capacity of the Toombs County Landfill and the Broadhurst Environmental Landfill.

The cities of Graham and Surrency utilize a private contractor (Sullivan Environmental Services) for the collection of solid waste for their citizens. Both cities utilize curbside collection

once a week. The citizens of both of the cities are billed by Sullivan Environmental Services. The City of Graham's customers are charged \$13.20 per month and the City of Surrency's customers are charged \$12.95 per month to their residents for solid waste collection. Once the household garbage is collected, it is taken by Sullivan Environmental to either the Toombs County or Broadhurst Environmental Landfill. See the Appling County Joint Solid Waste Management Plan for additional information on the capacity of the Toombs County and Broadhurst Environmental Landfills.

Illegal Dumping, Contingency Strategies. There is a problem in Appling County with illegal dumping. The County utilizes the Georgia Department of Natural Resources Game Warden to combat the problem of illegal dumping where needed. The City of Baxley does not have a problem with illegal dumping, but if a problem should arise the City would utilize the Georgia Department of Natural Resources Game Warden, Codes Enforcement, or the Baxley Police Department to combat the problem. The cities of Graham and Surrency do not have a problem with illegal dumping, but if a problem were to occur, the cities would use the police department and the Georgia Department of Natural Resources Game Warden to combat the problem, respectively. In case of a natural disaster or another event that may interrupt the flow of garbage pickup, Appling County and its municipalities would utilize their contract agreement through Sullivan Environmental Services. The County and the municipalities may also utilize nearby local governments to have access to solid waste collection equipment, if an excessive amount of waste is generated. In case of a natural disaster or another event that may interrupt the flow of garbage disposal, Appling County and its municipalities would utilize other regional landfills (the Toombs County Landfill and/or the Telfair County Landfill).

Composting/Mulching. The City of Baxley has a composting/mulching program. The City utilizes a private contractor (South Georgia Refuse) to provide a once a week curbside collection for yard trimmings and does not charge a fee. The mulch is taken to a four-acre GA EPD permitted inert landfill at the Roaring Creek C & D Landfill on East River Road. Appling County and the cities of Graham and Surrency do not have a composting/mulching program. However, the County and the cities of Graham and Surrency encourage their residents to take their mulch to the inert landfill.

Special Management Items. Appling County has a program to collect tires, white goods, and brown goods (furniture, mattresses, etc.) throughout the county. The County has a designated area at the Roaring Creek C & D Landfill and at the County Shop for residents to properly dispose of their tires. The tires are collected on a call basis by a private contractor to be recycled. White goods have a designated drop-off area at the Roaring Creek C & D Landfill.



Once a significant amount of white goods are collected, the County contacts a private contractor to collect and properly dispose the white goods. Brown goods have a designated drop-off trailer at the Roaring Creek C & D Landfill. Once a significant amount of brown goods are collected, the County takes the brown goods to the Toombs County Landfill. Citizens of the unincorporated area of Appling County may also utilize the once a month collection provided by Sullivan Environmental Services to collect their white and brown goods. Once the white and brown goods are collected, Sullivan Environmental Services takes them to the Toombs County or Broadhurst Environmental Landfill. The City of Baxley utilizes a private contractor for curbside collection of brown goods in the incorporated area. There is no fee charged for the collection of brown goods. The contractor collects the items and takes them to the Roaring Creek C & D Landfill. The County contacts a private contractor to collect the items. The City of Baxley utilizes a private contractor for curbside collection of white goods in the incorporated area. There is no fee charged for the collection of white goods. The contractor collects the items and takes them to a roll-off bin at the City's shop. A private contractor collects the white goods and takes them to the Broadhurst Environmental Landfill. There are no programs in the cities of Graham or Surrency to collect special management items. See the Appling County Joint Solid Waste Management Plan for additional information on the companies that collect these items and/or where the local governments transport them.

Recyclables. As a part of local efforts to address the State of Georgia's goals to reduce the amount of waste disposed, Appling County has a designated area at the Roaring Creek C & D Landfill and at the County Shop for residents to properly dispose of their scrap metal. The scrap metal is collected on a call basis by a private contractor to be recycled. Private businesses located in the City of Baxley collect cardboard. There are no programs in the cities of Graham or Surrency to collect recyclables. See the Appling County Joint Solid Waste Management Plan for additional information on the companies that collect recyclables or where the local governments transport them.

Education and Litter Control. Appling County currently participates in local or regional public education/beautification programs. The County participates in Keep America Beautiful with the Baxley-Appling County Chamber of Commerce, the Appling County Board of Tourism, and the Appling County Board of Education each year. The County participates in cleanups, provides literature to the school system, and places ads in the newspaper. The County also distributes pamphlets concerning the Georgia Peachy Clean Program. The County receives assistance from local Garden Clubs and civic organizations to help control litter. The County also utilizes a prison detail team four days a week from the Bacon County Probation Detention Center and a team five days a week from the Appling County Sheriff's Department. The City of

Baxley participates in three cleanup programs/projects. The City of Baxley participates in Keep Georgia Beautiful, Hands On Georgia (Sponsored by the Baxley/Appling County Chamber of Commerce), and Cleanup Day sponsored by the Baxley Better Hometown Program. The City of Baxley utilizes two prison detail teams four days a week to help control litter. The City of Surrency utilizes a prison detail team when needed from the Appling County Sheriff's Department to help control litter.

Assessment. The collection of solid waste by the County and its municipalities is adequate. With several regional landfills located in close proximity to Appling County, accessibility to a landfill for solid waste collection purposes by the local governments is adequate.

The contingency plan(s) to continue solid waste pickup and disposal in Appling County is/are adequate for the County and the municipalities in case of an emergency.

Appling County and the cities of Graham and Surrency do not currently have a composting/mulching program in use nor do they anticipate a program in the near future. The City of Baxley has a composting/mulching program. The City provides curbside pickup once a week for free. Citizens may take their mulch to the inert landfill voluntarily.

The collection program that Appling County has for special management items (tires, white and brown goods) is adequate. The collection program that the City of Baxley has for special management items (white and brown goods) is adequate. The cities of Graham and Surrency do not have a program to collect special management items. In the future, the cities need to examine the feasibility of collecting special management items.

The local governments in Appling County need to expand their recycling efforts. The existing program is limited, not very effective, and needs to be expanded to better facilitate achieving the State and local waste disposal reduction goals. The governments need to focus on two or three items to initiate the recycling program. The City of Baxley needs recycling bins for its citizens to collect recyclables in addition to the commercial cardboard bins. The codes enforcement officer needs to be increasingly utilized to educate and enforce ordinances in Appling County as needed. Unless and until more state funding for codes enforcement is put in place, the local governments need to seek other sources of funding for its local environmental codes enforcement program. The cities need to continue to utilize prison details to help control the litter. The cities need to participate in regional and statewide programs to help to control litter problems.

## Public Safety

### Law Enforcement.

Inventory. Appling County has three law enforcement agencies: the Appling County Sheriff's Department, the Baxley Police Department, and the Graham Police Department. The Appling County Sheriff's office, jail, and E-911 Center are located in a joint public safety complex at 560 Barnes Street, off US 341 West, in Baxley. Appling County operates and maintains the jail facility.

The Appling County Sheriff Department's main functions are to serve the Courts of Appling County, conduct patrols, perform criminal investigations, to operate and maintain the jail, and to operate the E-911 Center. As the chief law enforcement officer in the county, the Appling County Sheriff's Department has jurisdiction in all of Appling County, including the three municipalities, although its primary focus is in the unincorporated area. The Appling County Sheriff's Department also maintains mutual aid agreements with the three municipalities in the county and all counties surrounding Appling County.

The Appling County Sheriff's Department has a total of 58 full-time and part-time employees. The Sheriff's Department has 19 employees; the jail/detention center has a jail administrator and 25 full/part-time jailors; and E-911 has 13 full/part-time dispatchers. The current jail was completed in December, 2001 and will hold 86 male and female inmates and is adequate. Space permitting, the Sheriff will house inmates from other counties. The current jail was constructed in such a manner to allow for future expansion while keeping the facility open. The Appling County Sheriff's Department has 14 patrol cars with eleven in car cameras; the Jail has two cars and one transport vehicle; and E-911 has one car equipped with GPSing.

The Baxley Police Department has a total of 16 employees, including 12 full-time certified police officers, two clerks, and one chief. It is located in the joint public safety complex at 560 Barnes Street, off US 341 West in Baxley. The Baxley Police Department provides 24-hour preservation of peace and order, criminal apprehension and traffic enforcement along with crime prevention programs and other support services within Baxley. Each officer is issued a duty weapon, portable radio, uniforms and complete set of leather gear. The department's

equipment includes: 13 patrol cars; radio communications equipment consisting of mobile, portable and base stations equipment for two radio frequencies; and 12 in-car cameras.

The City of Graham Police Department has a total of five employees with a staff consisting of one full-time and three part-time certified officers. It is located at 9659 Golden Isles West in City Hall. The Graham Police Department has two patrol cars, two portable radios, and one in-car camera.

The Appling County Sheriff's Department may obtain assistance from the Georgia State Patrol, the Georgia Bureau of Investigation, and the Department of Natural Resources as needed.

The five-county Altamaha Drug Task Force has its main headquarters located at 433 East Parker Street in Baxley. It includes Appling (Baxley PD), Jeff Davis (Hazlehurst only), Coffee (Douglas PD), Pierce (Blackshear PD), and Wayne (Jesup only).

Also located in Appling County is the Georgia Department of Corrections' PreRelease Detention Center. The center is a state funded institution located at 252 West Park Drive in Industrial Park West located west of Baxley on US 341. The facility houses 192 inmates and has 49 employees.

See Map CF5M-4 for the location of law enforcement facilities in Appling County.

### Fire Protection.

Inventory. Appling County has 10 organized fire departments located throughout the county. All of the departments are fully volunteer departments. Each fire department covers an area of approximately five square miles. Five of them have substations to back up and assist other departments. The fire departments are: Altamaha, Baxley (Baxley Substation), County Farm (County Farm Substation), County Line, Fourth District (Fourth District Substation), Graham, Highway 144 (Hwy. 144 Substation), Red Oak (Red Oak Substation), Surrency (Surrency Substation), and Ten Mile. The Appling County E-911 Center receives fire calls for all of the fire departments in the county and serves as the central dispatch location. The City of Baxley Fire Department has a mutual aid agreement with the unincorporated fire departments and the Plant Hatch Nuclear Power Generating Plant. The fire departments in the unincorporated area of Appling County have a mutual aid agreement with each other and the City of Baxley, City of Graham, and City of Surrency and Plant Hatch Nuclear Power Generating Plant.

Appling County has a special fire and rescue tax which funds the fire departments in the unincorporated areas and provides operational funding for the City of Baxley; it also provides capital improvements, to include equipment, for the City of Graham and City of Surrency. Under the mutual aid and special fire tax agreement with the County, and in accordance with the Service Delivery Strategy Act, the City of Baxley responds to fire calls within a five square mile radius of the City of Baxley. The City of Baxley Fire Station is located at 610 City Circle Road. The City of Baxley Fire Substation is located at 252 Tippins Street. The unincorporated area of Appling County has an ISO rating of nine. All of the stations are approximately 1,200 square feet in size, while the substations are approximately 800 square feet. The Altamaha station is located on Altamaha School Road. The County Farm station is located on County Farm Road at the intersection of Buckhead Road, while the County Farm substation is located on County Farm Extension Road. The County Line station is located on Lake Chappell Road. The Fourth District Station is located on Highway 121, while the Fourth District substation is located on GA Hwy. 15. The Graham station is located on US Highway 341/State Hwy. 27 in Graham. The Hwy. 144 station is located on State Route 144, and the Hwy. 144 substation is located on Ten Mile Road. The Red Oak station is located on Red Oak Road, and the Red Oak substation is located on Satilla Church Road. The Surrency station is located on State Route 121 in Surrency, while the Surrency substation is located on State Route 121 at the railroad crossing. The Ten Mile station is located on Lennox Road. Appling County firefighters hold fire drills twice each month. Appling County volunteer firefighters get paid \$10.00 per drill or per fire. The City of Baxley stations hold fire drills once per week. Appling County started a First Responder Program and placed these personnel under each fire department and several individuals under the Appling County Rescue Squad. First Responders are also paid \$10.00 per response.

See Maps CFSM-2 and CFSM-5 for the locations of fire protection facilities in Appling County.

All of the fire trucks in the county are equipped with two-way radios and 10 portable hand-held radios per department and are able to communicate with the central dispatch. Firefighters are alerted by pager through the E-911 center. The number of trucks and personnel each department has are listed below:

**TABLE CF-12**  
**Fire Equipment and Personnel**  
**Appling County**  
**2006**

<u>Department</u>	<u>Description of Trucks</u>	<u>Number of Personnel</u>
Altamaha	2005 International Pumper, 1,000 GPM, 2,500 Gallon Tank 1994 Ford Knocker Pumper, 250 GPM, 1,000 Gallon Tank 1971 Ford Knocker Pumper, 250 GPM, 1,250 Gallon Tank	16 VFF 4 FR
Baxley (#1)	2004 International Tanker, 225 GPM, 1,250 Gallon Tank 2004 International Pumper, 1,250 GPM, 1,000 Gallon Tank 1992 Grumman Pumper, 1,250 GPM, 1,000 Gallon Tank 1974 American LaFrance Pumper, 1,250 GPM, 1,000 Gallon Tank	22 VFF (1 & 2)
Baxley (#2)	2000 International Tanker, 225 GPM, 2,000 Gallon Tank 1998 International Tanker, 225 GPM, 1,250 Gallon Tank 1964 American LaFrance Pumper, 1,000 GPM, 750 Gallon Tank 1985 Chevrolet Utility/Service Truck	
County Farm	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1991 International Knocker Pumper, 250 GPM, 1,250 Gallon Tank 1984 Chevrolet Knocker Pumper, 250 GPM 1,000 Gallon Tank 1975 Ford Knocker Pumper, 250 GPM 1,250 Gallon Tank	16 VFF 14 FR
County Line	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1996 International Knocker Pumper, 250 GPM 1,000 Gallon Tank 1975 Ford Knocker Pumper, 250 GPM, 1,050 Gallon Tank	11 VFF 9 FR
Fourth District	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1997 International Knocker Pumper, 250GPM 1,000 Gallon Tank 1988 GMC Knocker Pumper, 250 GPM 1,250 Gallon Tank	12 VFF 8 FR

	1969 Ford Pumper, Water Supply Truck, 40,000 GPH, 1,000 Gallon Tank,	
Graham	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1998 International Knocker Pumper, 250 GPM 1,560 Gallon Tank 1976 International Knocker Pumper, 250 GPM 1,000 Gallon Tank 1965 LaFrance Pumper, 500 GPM, 750 Gallon Tank	14 VFF 2 FR
Highway 144	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1997 Ford Knocker Pumper, 250 GPM, 1,250 Gallon Tank 1973 Ford Knocker Pumper, 250 GPM, 1,000 Gallon Tank	14 VFF 9 FR
Red Oak	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1996 GMC Knocker Pumper, 250 GPM, 950 Gallon Tank 1986 Ford Knocker Pumper, 250 GPM 1,250 Gallon Tank 1972 Ford Knocker Pumper, 250 GPM 1,200 Gallon Tank	21 VFF 15 FR
Surrency	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1998 International Knocker Pumper, 250 GPM 1,000 Gallon Tank 1976 Ford Knocker Pumper, 750 GPM 1,000 Gallon Tank	13 VFF 9 FR
Ten Mile	2005 International Pumper, 1,000 GPM 2,500 Gallon Tank 1994 Ford Knocker Pumper, 250 GPM, 1,000 Gallon Tank 1976 Ford Knocker Pumper, 250 GPM 1,250 Gallon Tanker 1970 Dodge Pumper, Water Supply Truck 40,000 GPH, 1,000 Gallon Tank	12 VFF 6 FR

VFF = Volunteer Firefighter

FR = First Responder

Emergency Management Service.

Inventory. The Appling County Emergency Ambulance Service is located at 471 Fair Street in Baxley. The Appling Healthcare System owns the location, the equipment, and operates ambulance service. The Hospital Board Authority is also responsible for the billing and collecting of service fees. The Appling County E-911 Center serves as the central dispatch location for the EMS. The area served is 509 square miles with a 2005 population of 17,954. The EMS operates four fully equipped, full-time basic life support ambulances providing state of the art emergency medical care to the citizens of Appling County. Its staff consists of 16 personnel, nine full-time EMT'S and seven full-time paramedics. The EMS also has basic life support supplies, non-reusable supplies, and ambulance equipment on hand in case extra supplies are needed in an emergency.

See Map CFSM-4 for the location of EMS services in Appling County.

Emergency Management Agency.

The Appling County Emergency Management Agency (EMA) is located in the Appling County Emergency Operations Center at 259 West Parker Street. The EMA consists of one (1) full-time Director, one (1) full-time Deputy Director, and 25 Volunteers. The Emergency Management Agency is the agency that has overall responsibility for the coordination and carrying out of all emergency functions during major emergencies and/or disaster situations (man-made or natural) that may affect the citizens of Appling County and the cities of Baxley, Surrency and Graham as set forth in the Emergency Support Function (ESF) 6 of the Appling County Emergency Operations Plan and the Appling County Radiological Emergency Plan (Edwin I. Hatch Nuclear Plant) under the Georgia Emergency Management act of 1981.

The Appling County volunteer Emergency Rescue Service is under the direction and control of the Emergency Management Agency and reports directly to the Director and/or his authorized representative. As set forth in Emergency Support Function (4) of the Appling County Emergency Operations plan, the Appling County Emergency Management Agency has overall responsibility for all search, rescue, and recovery operations in Appling County. The Appling County Emergency Rescue Service is a licensed rescue service in the State of Georgia under the Georgia Emergency Management Agency. It is governed by the rules and regulations as set forth in the Georgia Emergency Management Act of 1981 for rescue organizations.

The Appling County Emergency Management Agency and the Rescue Service consist of two paramedics, six Emergency Medical Technicians, and 17 Rescue Specialist/First Responders. Of the 25 personnel listed, there is one hazardous materials technician and 10



certified firefighters. All personnel are trained in CPR/AED, radiological, and all have received certifications in their 2006 requirements to meet the National Incident Management System guidelines. The Emergency Management Agency and Rescue Service own and operate eight vehicles. There are two administrative vehicles, two Quick Response Vehicles with all required equipment, including Hurst Tools (Jaws of Life), three support rescue vehicles, one mobile command vehicle (Communications), three boats for water rescue operations, and one cargo trailer with equipment (Major Emergencies, Disaster Response).

See Map CFMSM-4 for the location of EMA services in Appling County.

### E-911

The Appling County E-911 Center is an enhanced 911 center having the capability of GSing to include cell-phones. The E-911 Center receives all 911 incoming calls and provides dispatching for all law enforcement, EMS, EMA, Rescue, fire, and first responders, and has the capacity to transmit on the Public Works frequency. Appling County provides the communication equipment for the E-911 system. The County charges a one dollar monthly surcharge on land lines and a fifty cent monthly surcharge on cell phones for E-911 services.

Assessment. Although the local law enforcement agency in Appling County provides adequate public protection, there is need for additional personnel. Due to the lack of a police force in Surrency, there is a need for at least 8 additional staff in the Sheriff's department within the twenty-year planning period to help serve all of Appling County. Six more deputies are needed to provide more frequent patrols throughout the county. Two additional clerical personnel will be needed. Increased attention to drug and alcohol offenders, stiffer fines, and treatment resources associated with these activities need to be encouraged. Along with normal law enforcement procedures training, there is a need for the officers to be trained to handle incidents of terrorism. Since terrorists hit the World Trade Towers on September 11, 2001, local law enforcement has been asked to increase their awareness of suspicious activities and continue to be on heightened alert at certain times. Also, there may be a need for additional training in the future to deal with Homeland Security issues such as bio-terrorism with chemicals and various other methods terrorists use.

The Appling County jail facility was constructed in 2001 and is adequate. The County currently takes inmates from other counties. The jail was designed to be added on instead of constructing a new jail if needed. The County continues to upgrade its law enforcement

equipment each year and will need to continue to do so. Additional vehicles are also needed to meet existing and future needs. An additional officer is needed for courtroom security during court proceedings along with a state of the art metal detector.

The City of Baxley Police Department needs more officers, digital cameras, and a radar trailer for the department. The City of Graham needs a new vehicle and new equipment for its police department.

Appling County has an overall good fire protection program for a rural county. The unincorporated areas have an ISO rating of nine. The City of Baxley has an ISO rating of five. The City of Graham has an ISO rating of seven. The City of Surrency has an ISO rating of six. Most of the residences are located within 5 miles of a rural fire station. Appling County has 36 dry hydrants throughout the county and additional ones are needed to improve rural fire protection. Response time for the county fire departments ranges from three to six minutes, while the department in Baxley arrives in five to 10 minutes on the average. Fire protection in Appling County appears to operate efficiently for the present time, but faster response times and lower ISO ratings are desired. The City of Surrency needs to construct a fire station that will accommodate large firefighting vehicles.

There is also a need to obtain additional equipment for the EMS in order to better serve the citizens of Appling County. The EMS currently is in need of one fully equipped ambulance with an additional two to three fully trained EMTs to man the ambulance. As the population grows, then the need for additional equipment and personnel will grow. For example, in 20 years, if the population of Appling County doubled, then the EMS services would also double meaning it would need 10 ambulances and double the number of personnel.

Based on current and future levels of service, the Appling County EMA will need to be upgraded. There is a need to update and obtain additional equipment (communications, training, rescue, vehicles) in order to better serve the citizens of Appling County. The Emergency Operations Center needs to be upgraded to better withstand weather related incidents. The EMA needs to continue to maintain training and regulation requirements.

The E-911 system is operating efficiently. As communication technology grows then E-911 will need state-of-the-art equipment to continue to provide timely emergency dispatching services. As the need for services increases then the number of personnel will also increase.

## **Hospital and Other Public Health Facilities**

Inventory. Appling County Hospital Board Authority oversees the hospital's many operational tasks. Appling HealthCare System Hospital is located at 163 E. Tollison St. in Baxley. The hospital itself is 31,900 square feet. The building consists of a main lobby, as well as the following departments: admissions; ER; Radiology; Gift Shop; Rehab; Respiratory; Med Surge; ICU; OR; OB; Hospice; Laboratory; Medical Records; Dietary; Pharmacy; Dialysis; Information Systems; and Materials Management. Appling HealthCare is a 43 bed hospital with 15 of these beds serving as a Geriatric Behavioral Health Unit (Senior Care Unit) with an adjoining 31 bed long term care facility (Appling Nursing Home) and a 70 bed long term care facility (Appling Convalescent Center) located a mile across town. Appling Health Care also consists of three mobile units: Patient Financial Services; Administration; and Education. Appling HealthCare System owns and operates Appling Emergency Medical Services. In 2006, Appling Healthcare System began building a new 101 bed nursing home facility funded by local SPLOST monies. The System also encompasses several physician practices such as Family Medicine, Gastroenterology, General Surgery, Internal Medicine, Pediatrics, OBGYN. The system also has several visiting specialists such as Nephrology, Pathology, Cardiology, and Orthopedics. For the year 2006 thus far; the hospital and behavioral health unit have served 28,554 patients. Appling HealthCare is JCAHO accredited. In line with Appling HealthCare's Mission to provide our patient/resident with quality health care at the highest level possible the system offers various tailored programs such as Diabetes Education, Lunch and Learns for the Community, Care Seat Safety Classes, Health Fairs (Children & Adult), PDA Screenings, Drug and Alcohol Outreach, Mammography Specials, Smoking Cessation, CPR & First Aid, Safety Carnival, Speakers for community events, Critical Conditions, and Healthy Connections.

The Appling County Health Department is located at 34 Walnut Street in Baxley. This building is a 8,035 square foot facility. The building consists of a main lobby, front office with a reception area, billing office, six clinics, a baby room, a lab, and six offices. The department has 12 full-time employees. There are five nurses, five secretaries, one full-time Environmental Specialist III, and one full-time interpreter. In the fiscal year 2005, the clinic had 11,420 total visits. The clinic performed a total of 11,770 total services, while serving approximately 28 percent of the population of Appling County. The clinic provides approximately 10 programs, including family planning, physicals, immunizations, follow-ups, STD services, women's health physicals, HIV counseling, and child health services.

There are five public health home health agencies located in Appling County. Altamaha Home Healthcare is located at 68 North Oak Street. They provide skilled nursing, rehab therapies, and infusion therapies. Nurses Plus is located at 703 Ben Carter Road. They provide

personal support and Homemaker services. Georgia Home Health is located at 507 Fair Street. They provide personal support and Homemaker services. Angels With Care is located at 1781 Doc McTeir Road. They provide personal support and Homemaker services. Health Department Home Care Service is located at 355 South Main Street. They provide personal support and Homemaker services.

Appling County has two nursing homes, which are both owned and operated by the Appling County Hospital Board Authority. The Appling Nursing Home is located at 82 Walnut Street and provides 31 beds. The Appling Convalescent Center is located at 61 Donnie Lane and provides 70 beds. Both of the facilities provide services for acute need patients on a 24-hour basis. They provide services such as skilled nursing, rehab therapies, dementia activities, and hospice. In 2006, Appling Healthcare System began building a new 101 bed nursing home facility funded by local SPLOST monies. The new facility will combine and replace the two existing nursing homes.

In addition to the nursing home, Appling County has one personal care home. The Lakeview Retirement Center is located at 111 Stephens Avenue and provides 15 beds. It provides, ADL assistance, medication monitoring, social activities, transportation, and dementia care on a case-by-case basis.

See Map CFM-3 for the location of health care facilities in Appling County.

Assessment. The Appling Healthcare System needs to recruit additional doctors and other personnel, and continue to increase its medical services along with its technology.

The health department facility is adequate for some time to come. The new nursing home will be vital to Appling County because of a growing elderly population.

## Recreation

Inventory. The City of Graham has one recreation area. The Graham City Park is three acres in size and is located at 9659 Golden Isles West adjacent to the City Hall/Community Center. It has a picnic area, playground equipment, and restrooms.

The City of Surrency maintains two recreation areas. The one acre Surrency Ball Park is located at the corner of Roberson and Oak Street Extension. It has one ballfield. The one acre Surrency School Park is located at East Martin and Still streets. It has playground equipment and a basketball court.

The Appling County Recreation Department operates and maintains over 50 acres of recreation areas at two parks and two recreation complexes. The recreation office is located at 252 W. Parker Street in Baxley. The recreation office complex consists of the administrative offices, gym, and eight tennis courts. The Ernest J. Parker (Northside) Park consists of a pool, one ballfield, four basketball courts, a playground, and a picnic area. The Max Deen (Southside) Park consists of a pool, three ballfields, and three tennis courts. The main recreation complex consists of 5 regulation size ballfields, a concession stand, a maintenance area, and a one-fourth mile walking track with picnic tables and grills. The recreation department provides youth and adult baseball, softball, football, soccer, basketball, and youth tennis programs. A swimming team program is also offered.

Staffing is critical to the provision of quality parks and recreation services. The Appling County Recreation Department employs five full-time staff consisting of three professional staff members, one administrative and one maintenance staff. The department also employs approximately 30 part-time staff personnel throughout the year. This does not include the large number of volunteer personnel, such as coaches and instructors, who provide valuable assistance to the programs.

Appling County also provides other recreational facilities through the Buildings and Grounds Department. Appling County has Lake Mayers, which consists of a public park with four picnic shelters, a swimming area, a boat ramp, and other water recreational activities. Lake Mayers is 178 acres. There are also four public boat landings located along the Altamaha River providing a variety of water related activities. The boat landings consist of Deen's at the County's Falling Rocks Park, Morris,' Carter's Bight, and Eason's Bluff. With the exception of

Morris' Boat Landing, each of the other three has picnic areas and paved parking. The Georgia Department of Natural Resources (GA DNR) owns Carter's Bite and Eason's Bluff. Appling County maintains all of the landings. There are also numerous private landings as well. GA DNR and the Nature Conservancy own and operate the Moody Forest Natural Area. The Bullard Creek Wildlife Management Area in Appling and Jeff Davis counties consists of 13,900 acres. It offers camping, fishing, and a shooting range. The Appling County Board of Education operates and maintains the E. Randall Tuten Nature Park and Trail adjacent to Appling County Middle School. Numerous private hunting clubs utilize Appling County's vast forest and wetland areas for hunting.

See Maps CFSM-2, CFSM-5, CFSM-9, and CFSM-12 for the location of recreation facilities in Appling County.

Assessment. Appling County has been able to provide adequate recreation services to its citizens to this point, but it will need some financial resources, program expansion, and facility upgrades in order to continue to do so as services become increasingly popular. The Appling County Recreation Department is providing the best possible service and programs to its citizens that it can at this time given the limited amount of resources.

The City of Graham has several recreation needs for its park. It needs new playground equipment, restroom repair, and park benches. The City of Surrency needs lighting for the Ball Park and new playground equipment for the School Park. The City of Surrency would also like to construct a small playground area behind the Old Surrency School (Community Center).

There are several needs that exist for the Appling County Recreation Department. At the Max Deen Memorial Park, the score keepers building, press box building, and the fence need to be torn down. The ballfields need to be restored for youth baseball practices. Two football/soccer fields need to be built along with resurfacing the three tennis courts. At the recreation complex, the County needs to add two new little league baseball fields (200 ft. each), turn two of the larger fields into youth fields (one youth softball and one youth baseball), and add additional playground equipment. At Northside Park, continued maintenance is needed. The adjacent Junior High Gym (private) needs upgrading for utilization in the future.

The landings on the Altamaha River serve the citizens of Appling County very well; however, upgrades need to be made periodically to the landings because of deterioration. The County also needs to promote its hunting and fishing opportunities as an important asset for tourism.

## General Government

Inventory - Services. There are four local governments: the cities of Baxley, Graham, Surrency, and Appling County. Each government offers services and maintains public facilities, which enhance the quality of life for their citizens.

Incorporated in 1875, a mayor and six-member council govern the City of Baxley. Baxley provides water and sewer service, street maintenance and repairs, police and fire protection, street lighting, sanitation, zoning, animal control, codes enforcement, mosquito control, and beautification. Recreation is provided in conjunction with the Appling County Recreation Department.

Incorporated in 1991, a mayor and four-member council govern the City of Graham. Graham provides water service, fire protection, street lighting, sanitation, police protection, recreation, and beautification.

Incorporated in 1906, a mayor and five-member council govern the City of Surrency. Surrency provides water service, street maintenance, fire protection, street lighting, sanitation, recreation, and beautification. Police protection is provided in Surrency by the Appling County Sheriff's Department on a contract basis.

Appling County was created in 1818 by legislative act. The County is governed by five county commissioners elected by district with a Chairman being elected countywide. The four constitutional officers are the Sheriff, Clerk of Court, Tax Commissioner, and the Probate Court Judge. Among the services Appling County offers are public safety, court services, jail operation, road and bridge maintenance, health and welfare services, solid waste collection, C&D landfill, county extension, senior services, EMS, EMA, rural fire protection, recreation, and community development services. Public boards and authorities in Appling County include the Board of Assessors, Development Authority, Voter Registrar Board, Department of Family and Children's Services Board, Health Board, the Library Board, Southeast Georgia Region Development Authority Board, Recreation Board, Chamber of Commerce, Tourism Board, Hospital Authority, and the Tax Equalization Board.

Inventory – Facilities. The Baxley City Hall at 282 East Parker Street is a 6,767 square foot building that is currently being remodeled. It houses eight employees. The Mayor, City

Manager, Codes Enforcement Officer, City Clerk, and Better Hometown Manager all have offices located in City Hall. The City of Baxley currently has 48 full-time employees and 24 part-time employees. Baxley's Police Department and Animal Control Department is located at 560 Barnes Street and employees sixteen. The City of Baxley's fire stations are located at 610 City Circle Road (Station 1) and 401 West Parker Street (Station 2). The Fire Department employees 22 part-time certified firemen. The Street, Sanitation, Water, and Sewer department is located at 93 Tippins Street and employs sixteen. The City's Wastewater Treatment Plant is located at 493 Howard Brannen Road and has two employees. The City's Cemetery, Omega Cemetery, is located on US 1 North. The Baxley Municipal Airport is located at 361 Airport Road. See Map CFSM-5 for the location of public facilities in Baxley.

The Graham City Hall is a 2,000 square foot building jointly used as a community center located at 9659 Golden Isles West. Currently, the City of Graham employees two full-time and three part-time employees. The mayor's office, council chambers, police department, and the city clerk are located in the municipal building. The Graham Fire Station, police department, Community Center, recreation park, maintenance barn, and water department are all located at 9659 Golden Isles West. See Map CFSM-9 for the location of public facilities in Graham.

The Surrency City Hall is a 2,200 square foot building located at 64 Hart Street. The mayor's office, council chambers, the city clerk, and the water department are located in the municipal building. The Surrency Fire Station 1 is located at 51 Andrews Street. Surrency Fire Station 2 is located at 54 Hart Street. The Surrency City Cemetery is located at 171 Cemetery Street. The Surrency Ball Park is located at the corner of Roberson and Oak Street Extension. The Surrency School Park is located at East Martin and Still Street. The Old Surrency School (Community Center) is located at 483 Highway 121 SE. The City Maintenance Barn is located at 30 Ross Street. The Surrency Bank (Museum) is located at 58 Hart Street. See Map CFSM-12 for the location of public facilities in Surrency.

Appling County facilities are spread throughout the county, and have a total of 170 employees. The Courthouse is located at 36 South Main Street in Baxley and was renovated in 2006. The Probate Judge is located in the Courthouse. The Courthouse Annex is located at 69 Tippins Street in Baxley. The following offices are located in the Courthouse Annex: Tax Assessor, Tax Commissioner, Clerk of Court, Board of Commissioners, and Voter Registrar. The Appling County Recreation Offices and gym are located at 252 West Parker Street in Baxley. The EMA Offices are located at 259 West Parker Street in Baxley. The Appling County Sheriff's Office, Jail/Detention Center, and E-911 are located at 560 Barnes Street in Baxley. The Appling County DFACS office is located at 1204 West Parker Street in Baxley. The Appling County



Heritage Center is located 209 Thomas Street in Baxley. The Appling County Extension Services and USDA offices are located at 239 East Park Street in Baxley. The Appling County Library is located at 301 East Parker Street in Baxley. The Appling County Health Department is located at 34 Walnut Street in Baxley. The Emergency Medical Services (EMS) is located at 471 Fair Street in Baxley. The Appling County Hospital is located at 163 East Tollison Street in Baxley. The Appling County Board of Education is located at 249 Blackshear Highway in Baxley. The Appling County Maintenance Barn and Public Works Department is located at 1675 County Farm Road in Baxley. The Appling County Senior Center is located 305 Harvey Street in Baxley. See Maps CFSM-2 and CFSM-4 for the location of public facilities in Appling County.

Assessment - Services. It appears that the services offered by the local governments are currently adequate. However, it is anticipated that many services will need to be improved and expanded due, in part, to state and federal mandates, as well as to improve efficiency and control cost. Solid waste disposal is a service, which has changed dramatically due to the requirements of the Georgia Solid Waste Management Act. Appling County and its municipalities have implemented and continue to implement their solid waste management plan. Also, services will need to be improved to meet the ever-changing needs of the population. While services are generally good, they cannot remain static.

Given the increasing complexities of local government services and the growing burden on local governments to deliver more with less, whenever possible local governments need to employ professional staff to help provide more efficient services. There is a need for cooperative intergovernmental sharing of various services to ensure countywide enforcement and coordination, and to prevent duplication of efforts and unnecessary waste of resources.

Assessment - Facilities. The City of Baxley's major public facility needs for the next 20 years are to make further improvements in the downtown streetscape, the airport, a new downtown park, a bypass, and an overpass.

The City of Graham's major public facility needs for the next 20 years are to make improvements to their recreation area, water system, and possibly install a sewer system.

The City of Surrency needs to improve its community center along with making general improvements that are necessary throughout the city.

Although Appling County has made many strides in improving its facilities, a majority of county buildings are in need of repairs. The old county building complex located on South Oak

Street is in need of renovation. The roofs on all five buildings have been replaced but the interiors need considerable work. The Bedingfield Building needs to be renovated. The Public Works/Maintenance Barn Building needs renovating. The Senior Center and Head Start Center need to be renovated, or have new facilities constructed. Northside and Southside Parks need considerable work and upgrading. The Recreation Complex needs some repair work.

Although facilities, existing or proposed, appear to be somewhat adequate to accommodate expected population and economic growth in the county, planning for improvements should be ongoing. All of the governments in Appling County need to maintain and upgrade existing public facilities/infrastructure to meet the increasing demands of the population so as to continue providing adequate services to current and future residents. Ongoing efforts need to be made to obtain funding from state and federal sources, when available, as well as to extend the special purpose local option sales tax and collect any back taxes.

## **Educational Facilities**

Inventory. The Appling County School System is operated by the County's Board of Education, whose office is located at 249 Blackshear Highway in Baxley. The school system is comprised of six schools located throughout the county: Fourth District Elementary (P-5) at 13396 Blackshear Highway (Surrency), Altamaha Elementary School (P-5) at 344 Altamaha School Road, Appling County Primary (P-2) at 678 Blackshear Highway, Appling County Elementary (3-5) at 680 Blackshear Highway, Appling County Middle School (6-8) at 2997 Blackshear Highway, and Appling County High School (9-12) at 482 Blackshear Highway. All schools are accredited by the Georgia Accrediting Commission and by the Southern Association of Colleges and Schools.

Average enrollment for Appling County Schools in 2005-2006 was 3,229 students. The Appling County School System has approximately 504 employees, of whom 301 are certified personnel. The remaining numbers include paraprofessionals, secretaries, lunchroom staff, bus drivers, maintenance staff, and transportation personnel. The total budget for the FY 2007 school year is \$26.854 million, compared to a total budget in FY 2006 of \$24.593 million. Average monthly gross payroll is \$1,600,000.

Currently, Appling Christian Academy is the only accredited private school in Appling County. The total enrollment for ACA is 165 K-12 students. ACA has 18 employees, nine of whom are certified.

Altamaha Technical College, with its main campus in Jesup, has a satellite campus located in Baxley. The facility offers various training, adult education, and GED classes.

There are three technical college main campuses located within commuting distance of Baxley. They are: East Central Technical College located in Douglas, Southeastern Technical College located in Vidalia, and Okefenokee Technical College located in Waycross.

Several other post secondary schools are located in close proximity to Baxley. The Middle Georgia College Dublin Center is located in Dublin. There are classes offered at the center through Middle Georgia College, East Georgia College, and Georgia Southern University. Brewton-Parker College, a four-year private Baptist College is located in Mount Vernon. East Georgia College, a two-year institution, is located in Swainsboro. Waycross College is located in Waycross and South Georgia College is located in Douglas, which are both a part of the University System of Georgia.

See Map CFM-3 for the location of schools in Appling County.

Assessment. There has been some growth in the Appling County School System in past years. With the recent construction of the high school and middle school, general maintenance will be needed to those and other schools in the school system.

Altamaha Technical College and post-secondary classes that are offered in Baxley are adequate. There may be a need to expand the programs in the future.

## **Library and Other Cultural Facilities**

Inventory. The Appling County Library is located at 292 East Parker Street in Baxley. The library is one of five libraries in the Okefenokee Regional Library System. Built in 1978, the library is 6,683 square feet in size. Approximately 36 percent of the local citizens are registered as patrons. The facility houses a collection of approximately 20,000 volumes, print and on-line periodicals, three newspapers, videos, cassettes, recordings, large print books, and books on tape. The staff consists of three personnel. Special programs and services constitute a large and important segment of the total library program. These include story hour, summer read, author books and author meetings.

The total budget for the Appling County Library in 2005 was approximately \$49,000. The Appling County Board of Commissioners provides \$44,653 per year to the library, while the Appling County Board of Education provides \$5,000.

Appling County has several facilities available for cultural events. The Appling County High School Auditorium was recently built with SPLOST money, and it seats 275 people. The Baxley City Auditorium is located at 252 West Parker and seats 350 people. The Appling County Community Hall is located on Barnes Street and seats 100 people. The City of Graham has a Community Center located at 9659 Golden Isles West. It seats 50-75 people. The City of Surrency has a community center at the Old Surrency High School located on Still Street. It seats 150-250 people.

The City of Baxley hosts two major outdoor events. The Baxley Tree Fest is sponsored by the Baxley Tree Fest Committee. It takes place primarily on a weekend in April. It includes a street dance, arts and crafts, a parade, a softball tournament, a golf tournament, the Baxley Idol Competition, a tractor show, a tractor pull, a cooking competition, entertainment, carnival rides, and a baking competition. The City of Baxley also hosts a Winter Wonderland. It is sponsored by the Baxley Better Hometown Program. It includes a snow area, arts and crafts for children, buggy and horse rides, train rides, pictures with Santa, carnival rides, and marshmallow roasting.

The City of Graham hosts Graham Day. It is held in October of each year. It hosts 20 exhibitors. It has been held every year since 1993 and is held at city hall.

The City of Surrency hosts Surrency Day. It is held on the second Saturday of October each year. It hosts 20 exhibitors and has a parade. It has been held every year since 1991 as a way to give money back to the community center as a non-profit event. The event takes place at the Surrency Community Center located on Still Street.

The Appling County Courthouse, Citizens Banking Company, the C.W. Deen House, the former U.S. Post Office, all located in Baxley, are on the National Register of Historic Places. The Surrency Bank in Surrency is also located on the National Register of Historic Places.

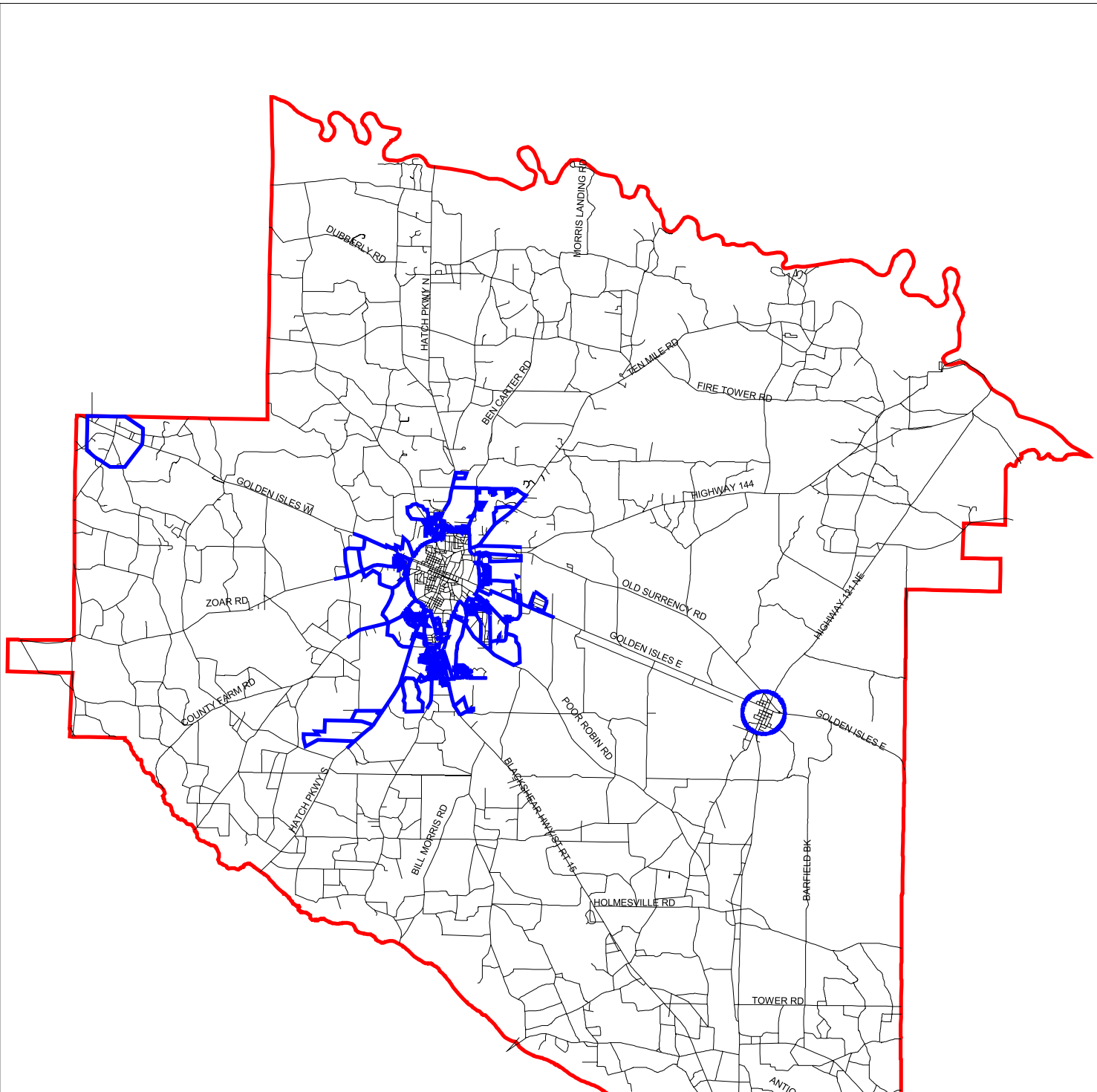
Appling County has a museum. The Appling County Heritage Museum is located at 209 Thomas Street. The City of Surrency Bank has been turned into a museum for the City of Surrency. It is located at 58 Hart Street. Both museums display local artifacts.

See Maps CFSM-5, CFSM-9, and CFSM-12 for the location of cultural facilities in Appling County.

Assessment. Appling County has several facilities for hosting cultural events and activities. The library also needs to be upgraded with new equipment and technology (broadband access). It needs to increase its circulation. An expansion or possibly a new facility is needed to increase the overall capabilities of the library. Additional funding is needed by other government agencies.

The County may need to investigate the feasibility of establishing a festival in the future.

The City of Surrency needs to continue to make improvements to its community center.

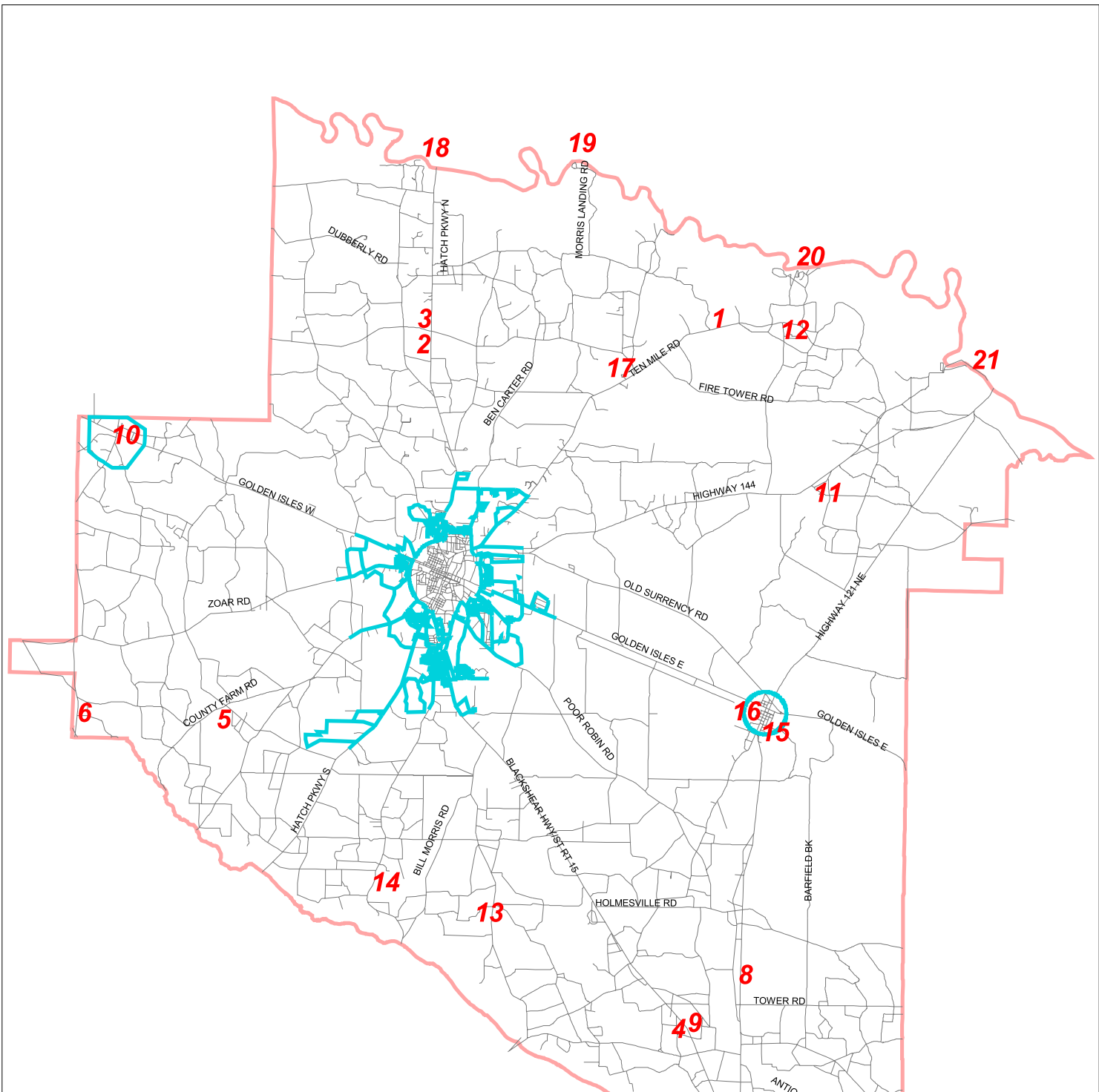


# CFSM 1 Appling County Roads

- ▭ City Limits
- ▬ Roads
- ▭ County Boundary

1 0 1 2 3 Miles

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# CFSM 2 Appling County Facilities

- ▭ City Limits
- ▬ Roads
- ▭ County Boundary




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1. Roaring Creek Landfill
2. Altamaha Elementary School
3. Altamaha Fire Station
4. Fourth District Elementary School
5. County Farm Road Fire Station
6. County Farm Road Fire Sub-Station
7. County Line Fire Station
8. Fourth District Fire Station
9. Fourth District Fire Sub-Station
10. Graham Fire Station
11. Highway 144 Fire Station
12. Highway 144 Fire Sub-Station
13. Red Oak Fire Station
14. Red Oak Fire Sub-Station
15. Surrency Fire Station
16. Surrency Fire Sub-Station
17. Ten Mile Road Fire Station
18. Deen's Landing
19. Morris' Landing
20. Eason's Bluff Landing
21. Carter's Bite Landing

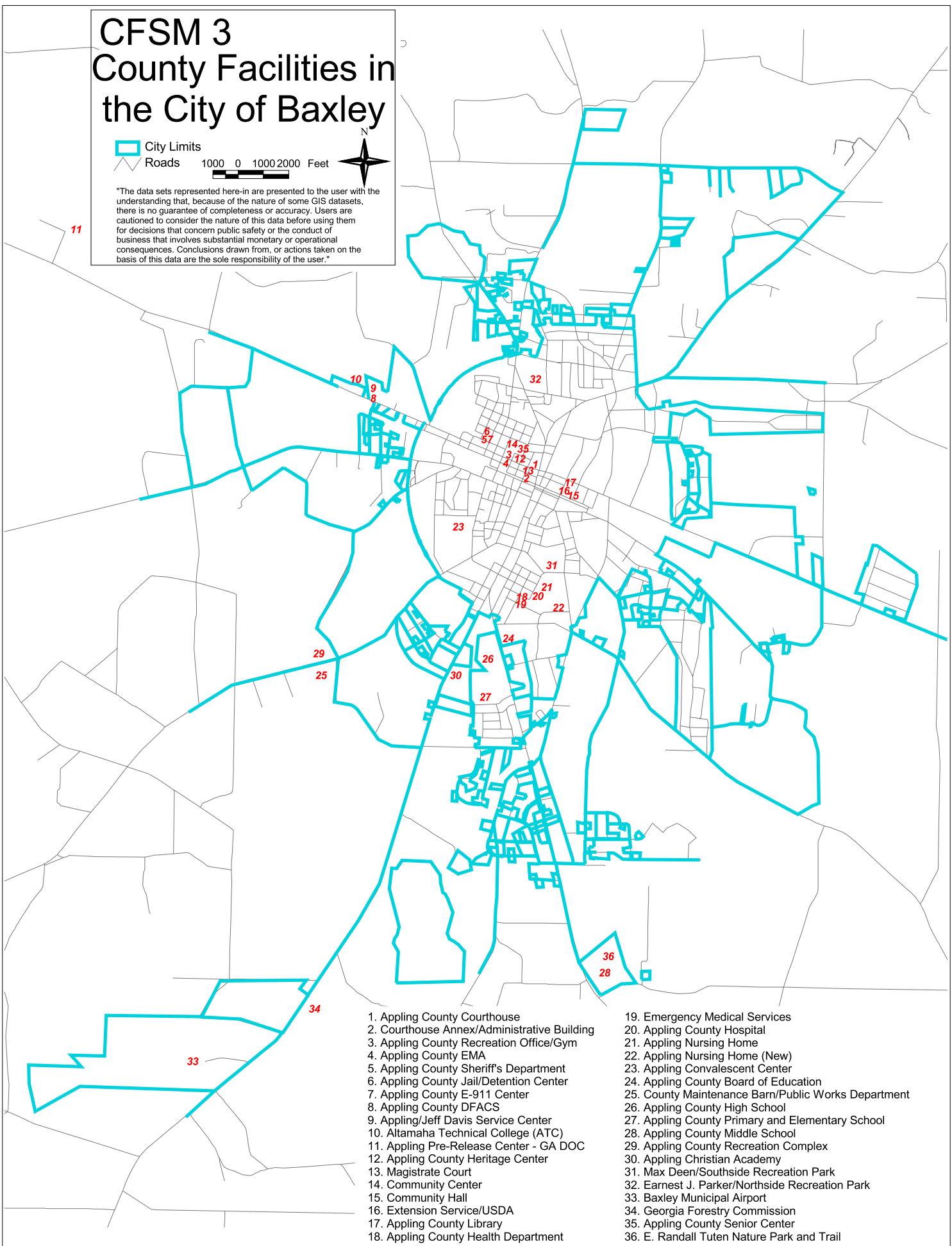
# CFSM 3 County Facilities in the City of Baxley

 City Limits

 Roads 1000 0 1000 2000 Feet



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- |   |   |
|---|---|
| 1. Appling County Courthouse                | 19. Emergency Medical Services                      |
| 2. Courthouse Annex/Administrative Building | 20. Appling County Hospital                         |
| 3. Appling County Recreation Office/Gym     | 21. Appling Nursing Home                            |
| 4. Appling County EMA                       | 22. Appling Nursing Home (New)                      |
| 5. Appling County Sheriff's Department      | 23. Appling Convalescent Center                     |
| 6. Appling County Jail/Detention Center     | 24. Appling County Board of Education               |
| 7. Appling County E-911 Center              | 25. County Maintenance Barn/Public Works Department |
| 8. Appling County DFACS                     | 26. Appling County High School                      |
| 9. Appling/Jeff Davis Service Center        | 27. Appling County Primary and Elementary School    |
| 10. Altamaha Technical College (ATC)        | 28. Appling County Middle School                    |
| 11. Appling Pre-Release Center - GA DOC     | 29. Appling County Recreation Complex               |
| 12. Appling County Heritage Center          | 30. Appling Christian Academy                       |
| 13. Magistrate Court                        | 31. Max Deen/Southside Recreation Park              |
| 14. Community Center                        | 32. Earnest J. Parker/Northside Recreation Park     |
| 15. Community Hall                          | 33. Baxley Municipal Airport                        |
| 16. Extension Service/USDA                  | 34. Georgia Forestry Commission                     |
| 17. Appling County Library                  | 35. Appling County Senior Center                    |
| 18. Appling County Health Department        | 36. E. Randall Tuten Nature Park and Trail          |



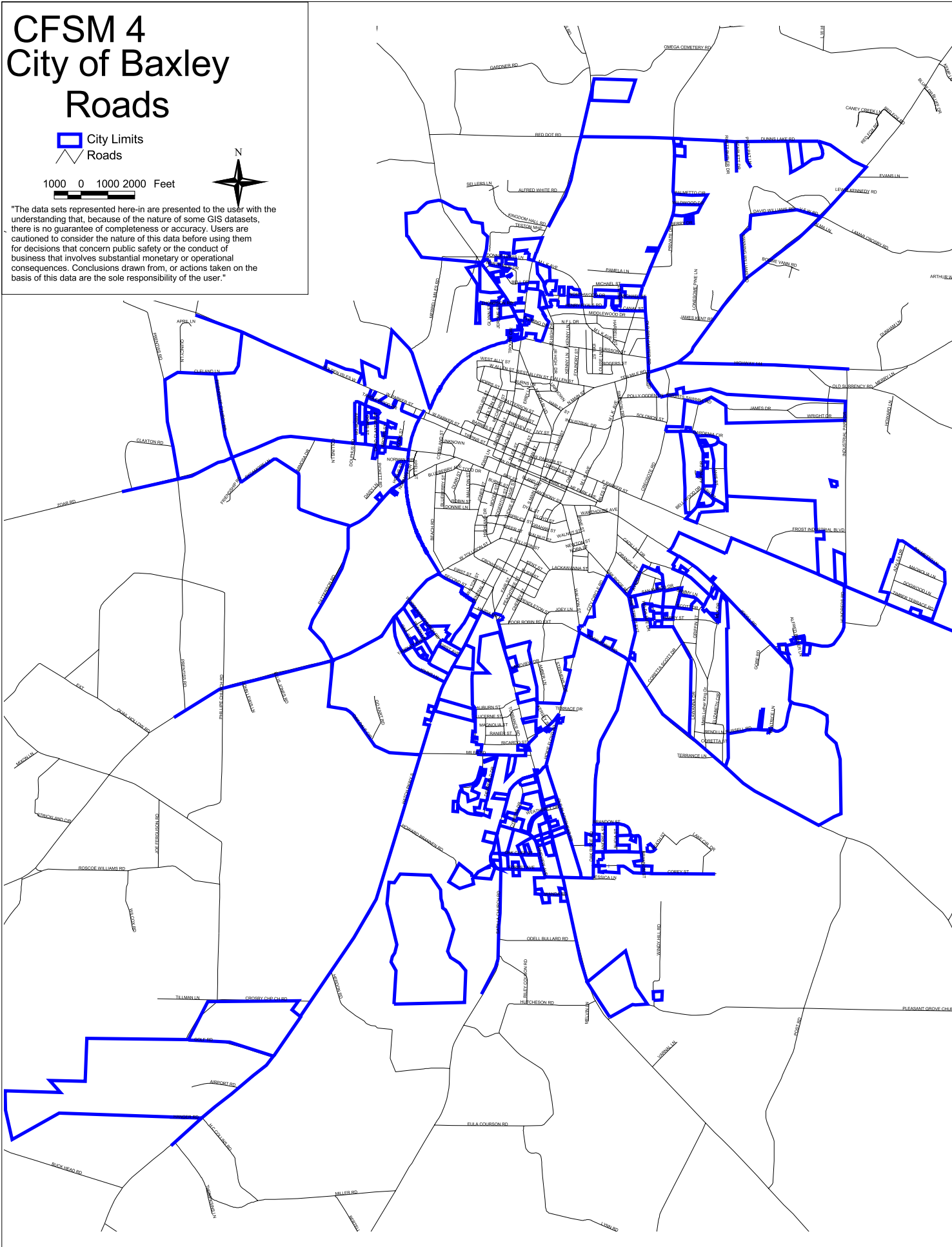
# CFSM 4 City of Baxley Roads

 City Limits  
 Roads

1000 0 1000 2000 Feet



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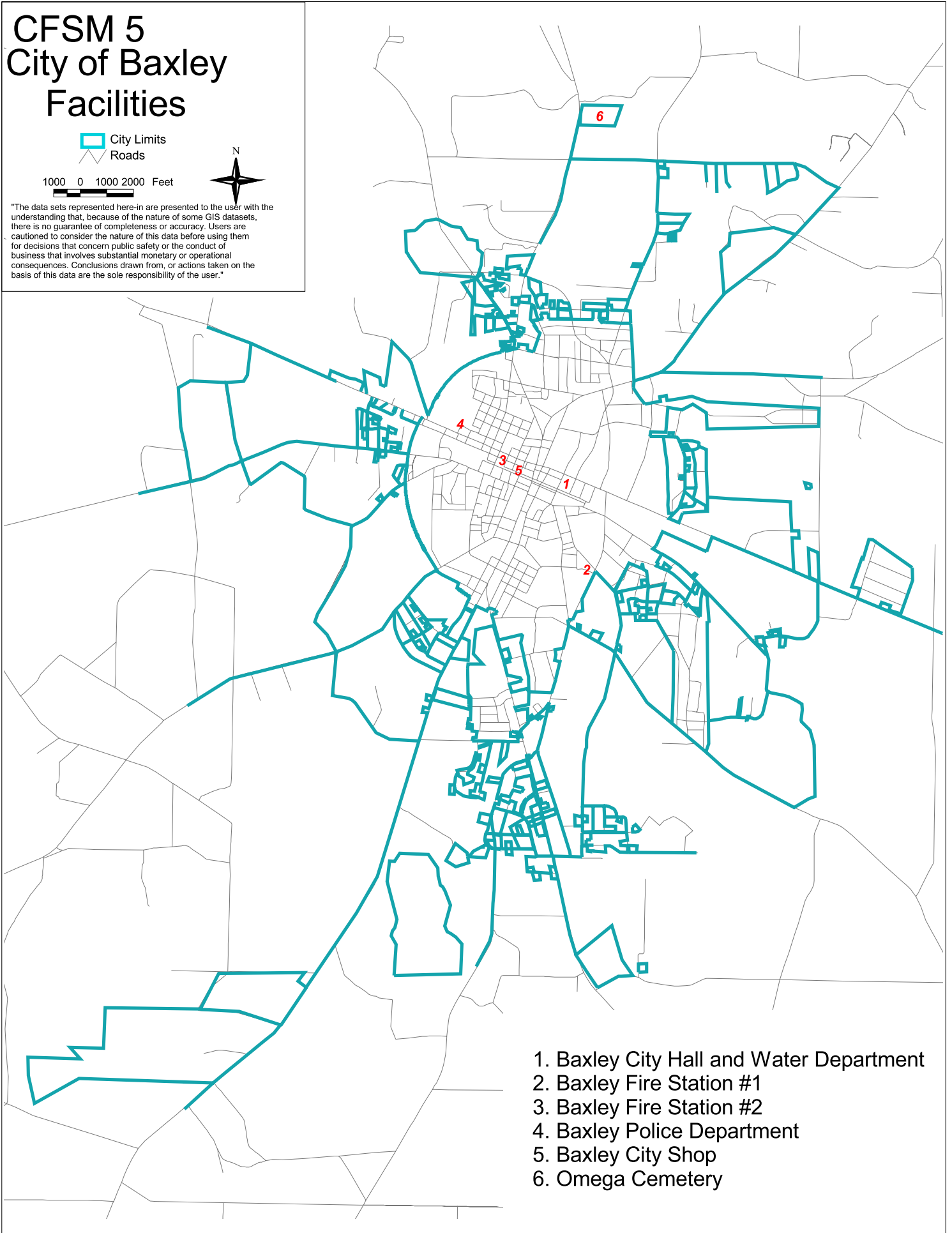
# CFSM 5 City of Baxley Facilities

 City Limits  
 Roads

1000 0 1000 2000 Feet

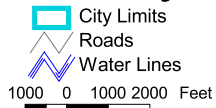


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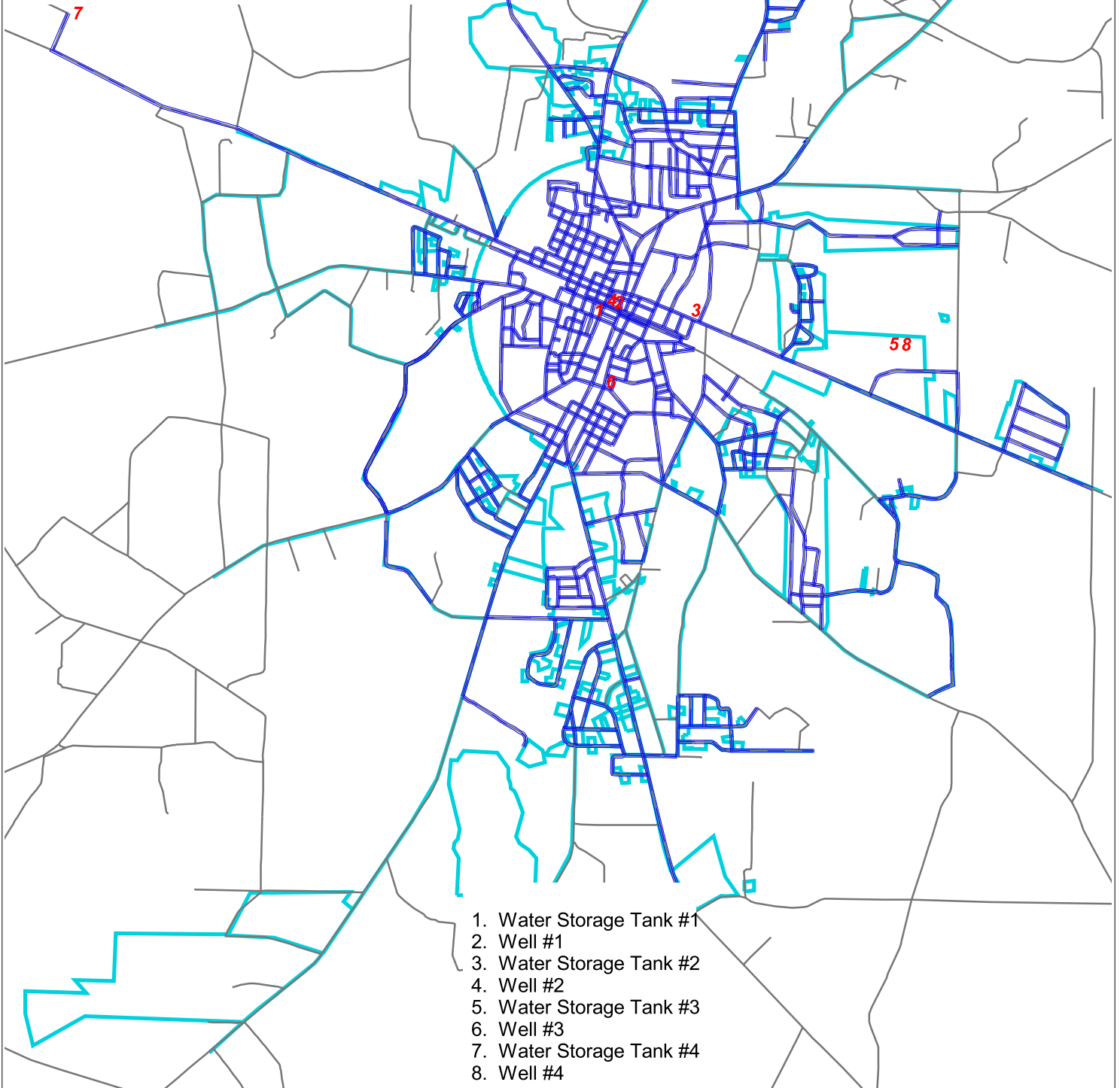


1. Baxley City Hall and Water Department
2. Baxley Fire Station #1
3. Baxley Fire Station #2
4. Baxley Police Department
5. Baxley City Shop
6. Omega Cemetery

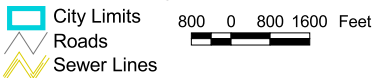
# CFSM 6 City of Baxley Water System



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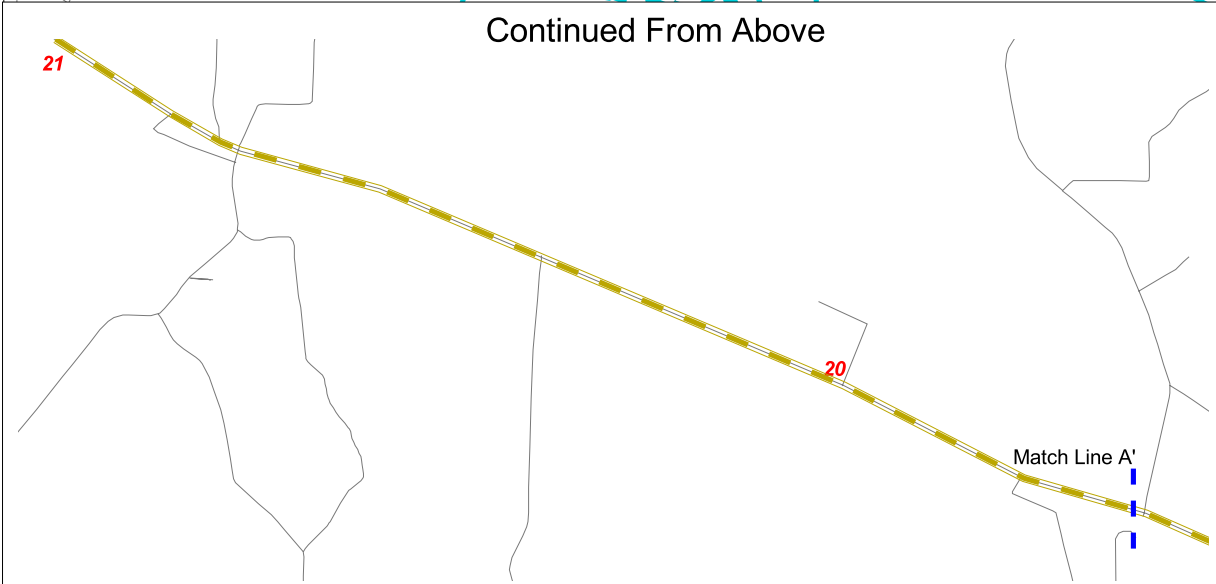
# CFSM 7 City of Baxley Sewer System



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Continued From Above



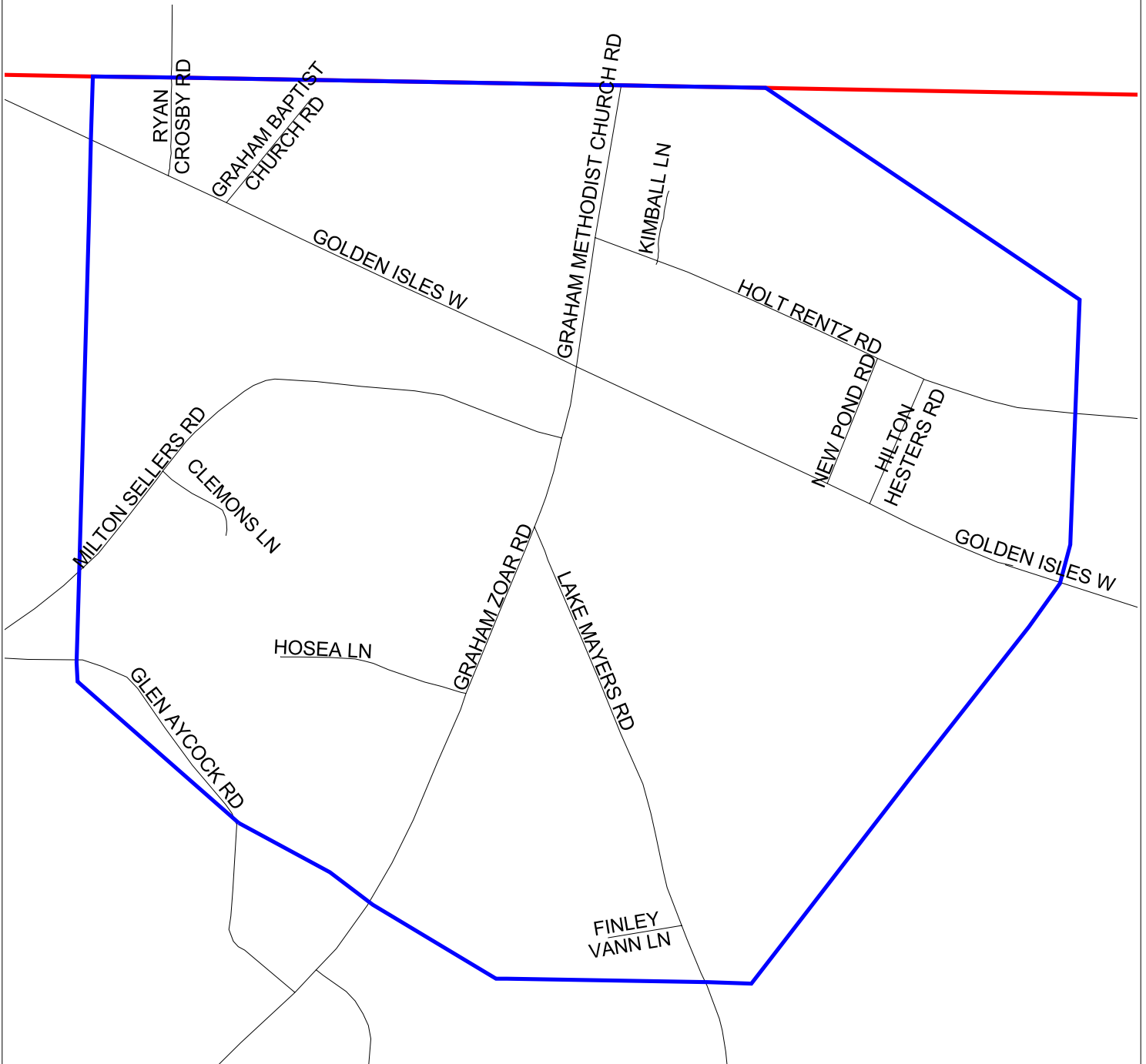
1 - 21  
Lift Stations  
(Number = Lift  
Station Number)

# CFSM 8 City of Graham Roads




-  City Limits
  -  Roads
  -  County Boundary
- 200 0 200 400 Feet



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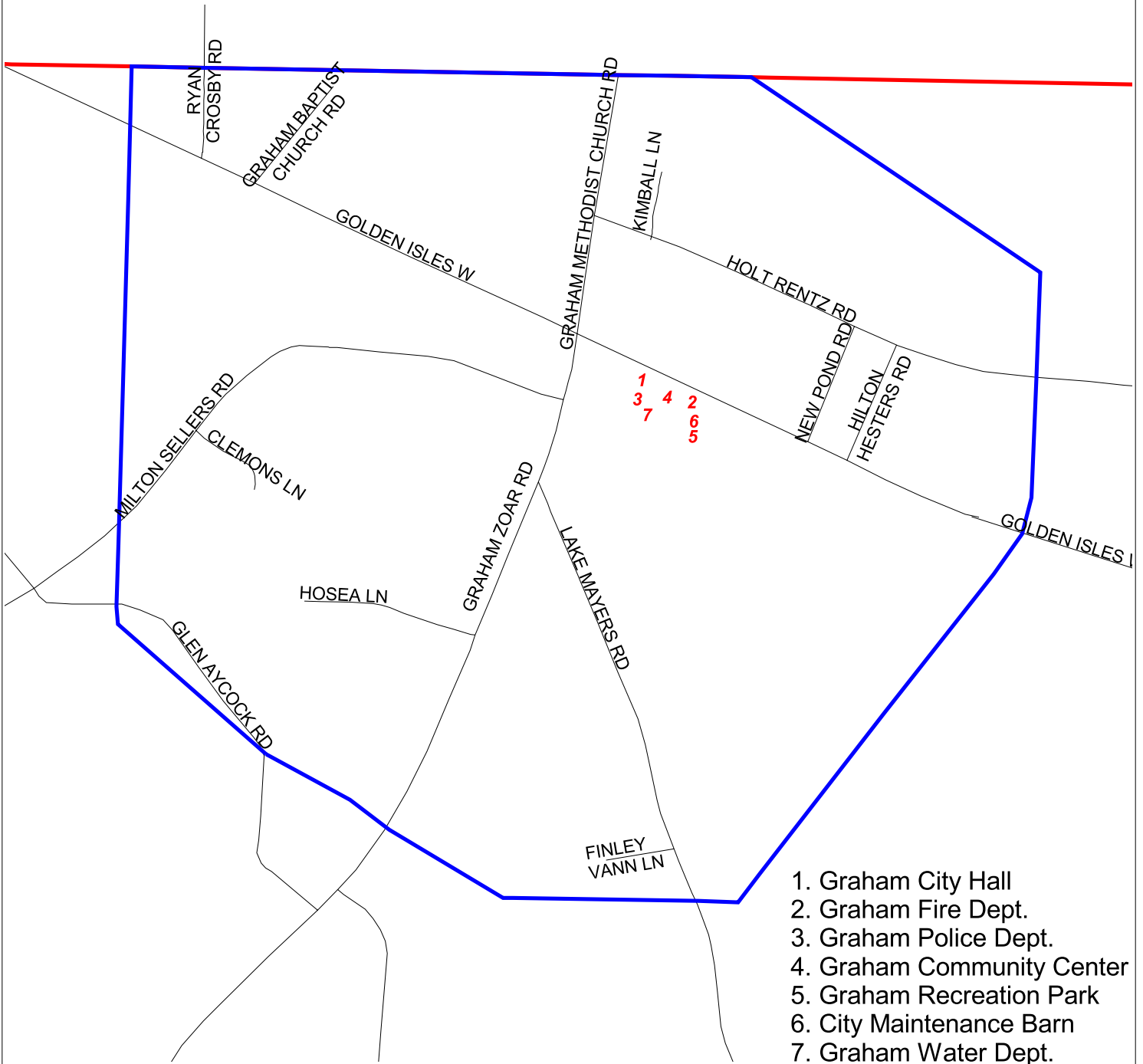


# CFSM 9 City of Graham Facilities

-  City Limits
  -  Roads
  -  County Boundary
- 200 0 200400 Feet



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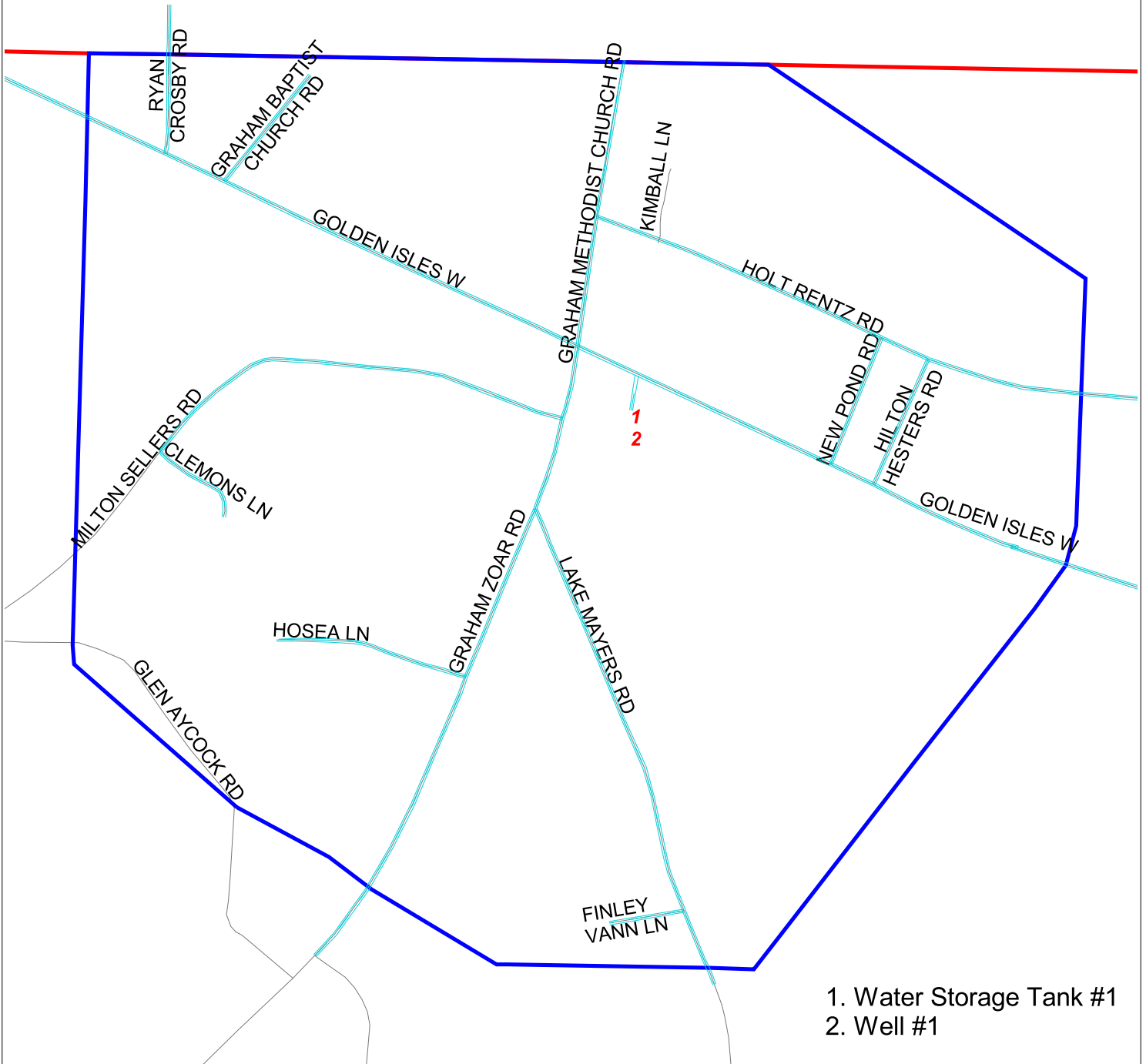
# CFSM 10 City of Graham Water System

-  City Limits
-  Roads
-  County Boundary
-  Water Lines

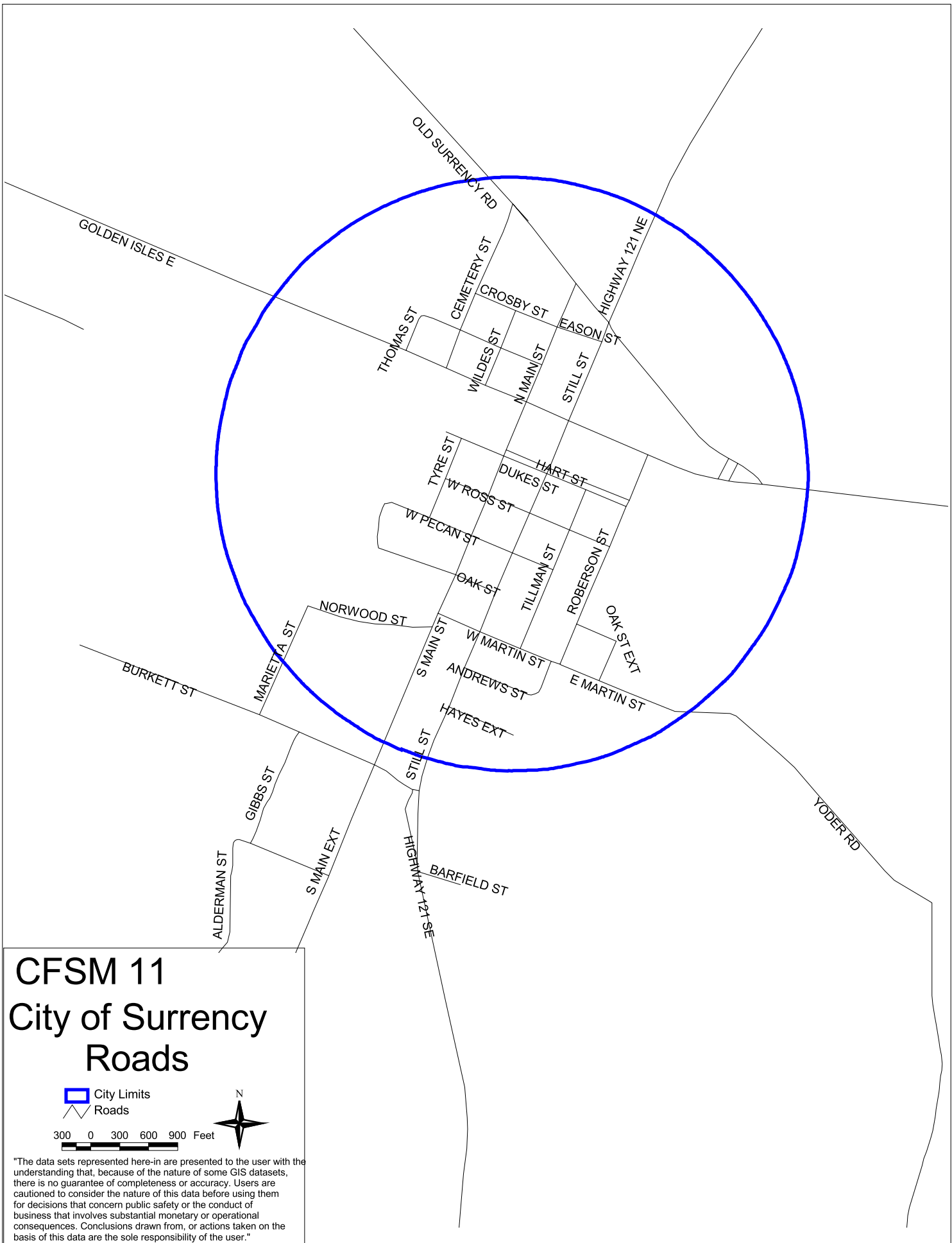


200 0 200 400 Feet

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1. Water Storage Tank #1
2. Well #1



# CFSM 11 City of Surrency Roads

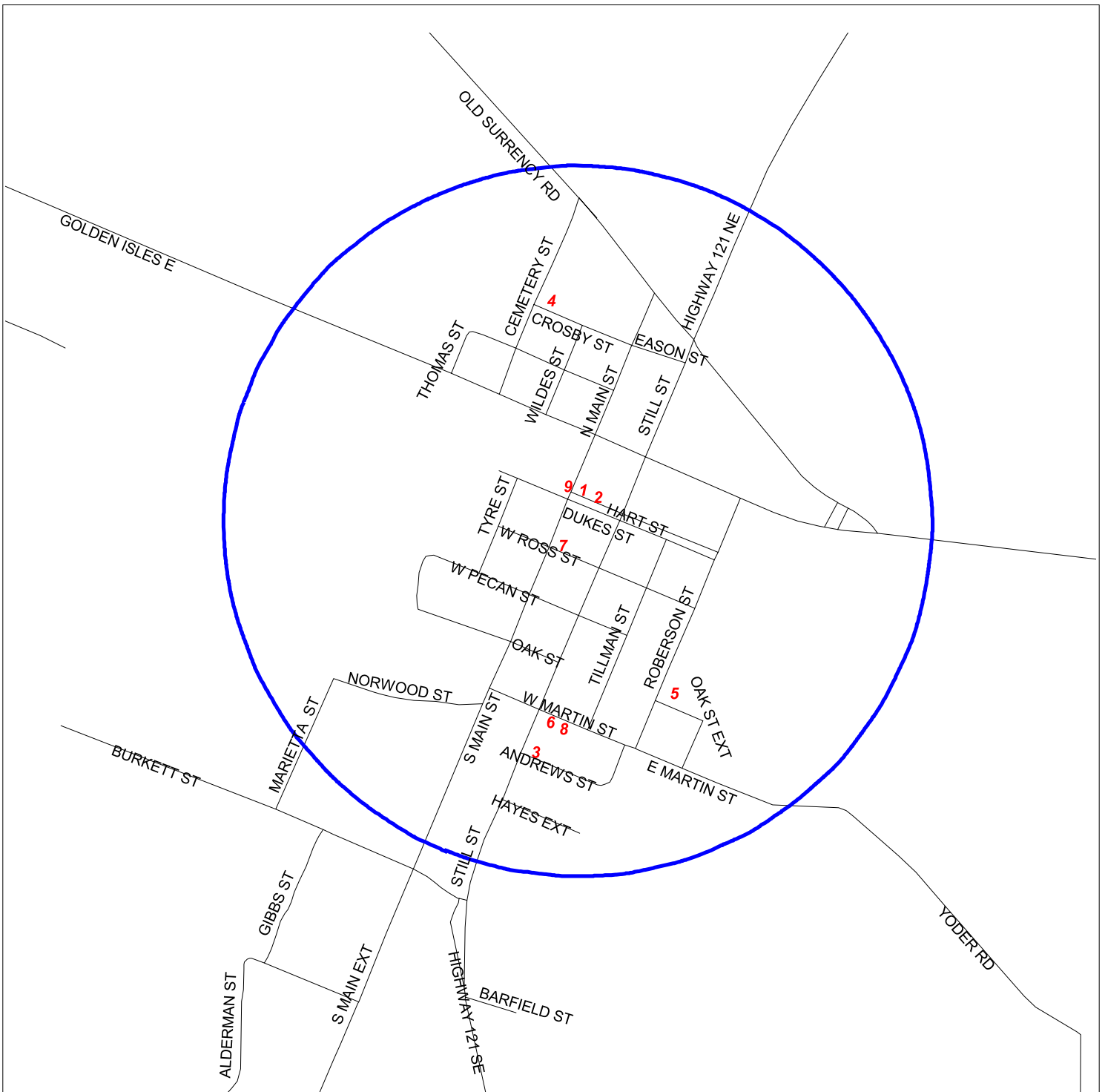
 City Limits  
 Roads

300 0 300 600 900 Feet



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# CFSM 12 City of Surrency Facilities

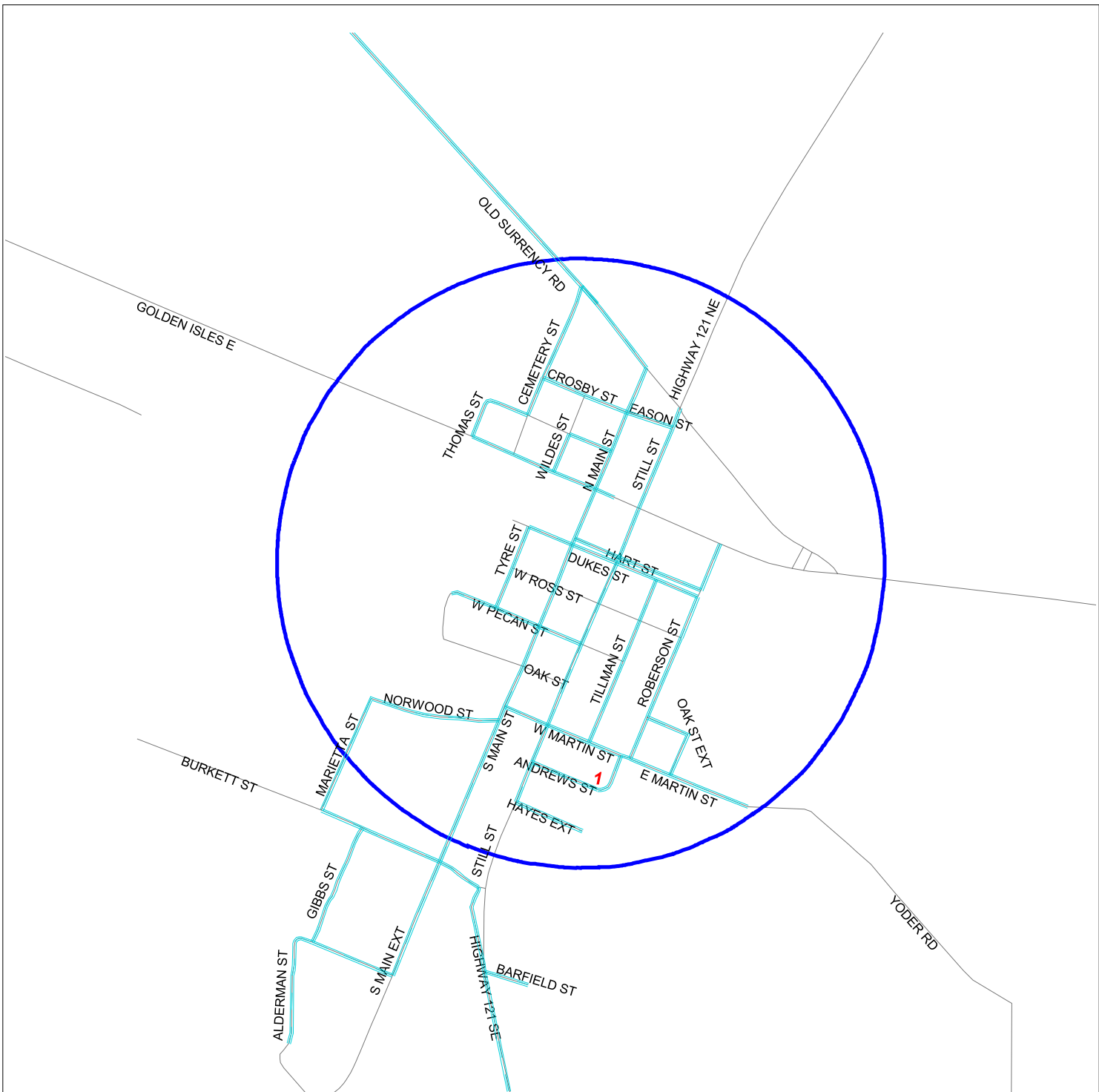
 City Limits  
 Roads

300 0 300 600 900 Feet

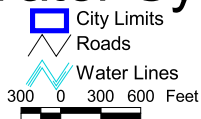


1. Surrency City Hall and Water Dept.
2. Surrency Fire Dept. #1
3. Surrency Fire Dept. #2
4. Surrency City Cemetery
5. Surrency Ball Park
6. Old Surrency School (Community Center)
7. City Maintenance Barn
8. Surrency School Park
9. Surrency Bank (Museum)

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# CFSM 13 City of Surrency Water System



1. Well #1 and Water Storage Tank #1

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## **INTERGOVERNMENTAL COORDINATION**

### **Relationship of Governmental Entities and Programs to Local Government Comprehensive Plan**

#### **Entities**

There are no apparent conflicts identified in Appling County's joint comprehensive plan with the adjacent counties. The local comprehensive plan does call for working with neighboring counties where appropriate. For example, Appling County participates with Bacon County and Jeff Davis County in the Southeast Georgia Regional Development Authority to promote economic development activities among and within all three counties. The three counties jointly own and share any tax revenues for the Tri-County Industrial Park, which is located near Graham in western Appling County, and have participated in other joint development activities. This was one of the first such arrangements in the state. Similarly, the county participates in other regional groups such as the Altamaha River Partnership, the Golden Isles Parkway Association, and the Woodpecker Trail Association. All of the county's local governments also participate in regional efforts through the Heart of Georgia Altamaha Regional Development Center and the Regional Economic Development Academy. Appling County and the cities of Baxley, Graham, and Surrency generally work well with each other, and all are cooperating to improve the community. Meetings are held periodically among the chief elected officials of each government to discuss issues as they arise. The local governments in the county also work well with the Appling County Board of Education. The school system prepares its own separate Five-Year Facilities Plan and keeps it updated annually. The local government comprehensive plan is consistent with the school system's facilities plan, and the County and the City of Baxley work with the school system on any needed infrastructure improvements. It identifies the Development Authority of Appling County as the main organization to oversee economic development activities for the county and its municipalities. The City of Baxley has its own Downtown Development Authority to oversee general beautification and economic development efforts within the city's central business district. There currently are no independent special districts in Appling County, and thus they are not applicable.

#### **Programs and Requirements**

The Appling County Service Delivery Strategy was updated in conjunction with the county's joint local comprehensive plan, and the Strategy is consistent with the comprehensive plan. The local comprehensive plan is also consistent with the Total Maximum Daily Load (TMDL) implementation plans that were prepared under EPD requirements for Coleman's and Sweetwater creeks. The comprehensive plan's implementation policies/actions address supporting the local implementation of the TMDL plans. Other state and regional programs, such as the Coastal Zone Management Program, the Governor's Greenspace Program, the Appalachian Regional Commission, and Transportation for non-attainment areas, are not in effect in Appling County and are not applicable.

## Existing Coordination Mechanisms

### Entities

There are several formal coordination mechanisms in existence between the county and adjacent counties. As mentioned earlier, the County is currently involved with Bacon and Jeff Davis counties in a joint multi-county development authority that seeks to attract economic development activities that would be beneficial to one or more of the counties. The three counties jointly own the Tri-County Industrial Park, located in western Appling County, and have an agreement to share revenues in the development of the park and other economic development activities under the Authority's auspices. The County is also an active member with other counties in the Golden Isles Parkway Association and the Woodpecker Trail Association to promote greater heritage tourism development along the routes of U.S. 341 and GA 121, respectively. As issues arise, the local government chief elected officials consult and/or meet with the appropriate administrator/chief elected official as needed. In matters involving the Development Authority and/or the Southeast Georgia Regional Development Authority, the local government chief elected officials, the Appling County Manager, and the Baxley City Manager consult and/or meet with the Executive Director of the Appling County Development Authority and the chairman of the Southeast Georgia Regional Development Authority.

There are several formal coordination mechanisms existing between the local governments in the county. For example, the County and the three municipalities have a mutual aid and fire tax service agreement involving fire protection. The cities of Baxley, Graham, and Surrency provide the service within their respective city limits and the surrounding five-mile radius, while the County provides the service in all other areas of the county. The City of Baxley owns and operates an airport with the County providing funding on an as needed basis for any capital improvements. The County also provides law enforcement protection to the City of Surrency, while the cities of Baxley and Graham have their own police departments. The County and the City of Baxley do share a joint public safety complex. The building also houses the County's E-911 service, which is also responsible for handling the City's police dispatching service. In the area of road/street construction, the County provides the service in the unincorporated area while assisting the municipalities with construction and paving as needed. The County also assists the municipalities with the grading of streets as needed. The County coordinates with Altamaha Technical College (ATC) to provide skills training and other employment services through the Workforce Investment Act (WIA) program and ATC's satellite campus in Baxley. Meetings are held as needed among the appropriate chief elected officials, the Appling County Manager, and the Baxley City Manager to resolve any ongoing problems or conflicts. In matters involving the local school system, the chief elected officials, the Appling County Manager, and the Baxley City Manager are available to meet with the school superintendent to resolve issues. Matters involving the Development Authority are handled in regular meetings between the authority's executive director and the chief elected officials, the Appling County Manager, and the Baxley City Manager. Matters involving the Baxley Downtown Development Authority are resolved through meetings including the chief elected officials, the Baxley City Manager, and the chairman of the Downtown Development Authority. Matters involving Altamaha Technical College are resolved through meetings including the chief elected officials, the Appling County Manager, the Baxley City Manager, and the president of the college. The joint comprehensive plan preparation was coordinated by a formal executive

committee and a local plan coordination committee with public and private sector members appointed by each of the local governments.

### **Programs and Requirements**

Appling County and the cities of Baxley, Graham, and Surrency are all included in Appling County's Service Delivery Strategy. These governments meet on a regular basis to discuss and resolve issues that arise within the various components of the Strategy. The TMDL implementation plans that have been prepared locally are not required to be implemented by the local governments at this time. There are current regional coordination mechanisms available through the Southeast Georgia Regional Development Authority, the Altamaha River Partnership, the Golden Isles Parkway Association, the Woodpecker Trail Association, and the Heart of Georgia Altamaha Regional Development Center. The local governments also actively participate in the RDC which provides a regional forum and means of cooperation, and the Regional Economic Development Academy serves as a forum to promote education and training while promoting economic development on a regional scale. Other state and regional programs are not applicable to Appling County at this time.

### **Joint Planning and Service Agreements**

#### **Entities**

The local governments in Appling County have an inter-agency agreement concerning responses by the various agencies in times of local emergencies. Other joint planning and service agreements exist between the local governments in the areas of airport, E-911, fire protection, law enforcement, and street basing, and the County has a formal agreement with Bacon and Jeff Davis counties in the area of economic development (Southeast Georgia Regional Development Authority/Tri-County Industrial Park). There currently are no other joint planning or service agreements between the local governments in Appling County and adjacent local governments, the school board, and the development authority.

### **Programs and Requirements**

Under the County's Service Delivery Strategy, Appling County and the cities of Baxley, Graham, and Surrency have joint agreements concerning annexations, dispute resolution, and water/sewer service extensions. The Service Delivery Strategy, including these agreements, was updated concurrent with the joint local comprehensive plan. Other state and regional programs are not applicable to Appling County.

### **Special Legislation and Joint Meetings or Work Groups for the Purpose of Coordination**

No special legislation or joint meetings or work groups are applicable to Appling County involving other local entities or state programs, other than the Southeast Georgia Regional Development Authority to oversee development of the Tri-County Industrial Park and the committees appointed to coordinate the joint comprehensive plan preparation. The local governments in the county do meet periodically to coordinate the countywide Service Delivery

Strategy and keep it current, and there is regular coordination, both formal and informal, at the local government staff levels.

## **Local Government Parties or Offices With Primary Responsibility for Coordination**

### **Entities**

The chief elected officials from each local government, the Appling County Manager, and the Baxley City Manager are the lead agents countywide for coordinating with administrators from the adjacent local governments, the school superintendent, the Development Authority executive director, the chairman of the Baxley Downtown Development Authority, the chairman of the Southeast Georgia Regional Development Authority, and the president of Altamaha Technical College.

### **Programs and Requirements**

The chief elected officials from each local government, the Appling County Manager, and the Baxley City Manager are responsible for coordinating local issues under the countywide Service Delivery Strategy. Other state and regional programs are not applicable to Appling County.

## **Issues Arising From Growth and Development Proposed In Nearby Governments**

At this time, there are some issues arising from growth and development proposed in nearby governments or within the local governments in the county, particularly as it relates to annexation, service, and land use planning issues in and around Baxley due to the current configuration of its city limits. Potential development issues could occur due to various pockets of land that are surrounded by the municipal boundaries but are not part of the city itself. No land use conflicts are present along the county's jurisdictional borders with adjacent counties. The County's comprehensive plan does not conflict with those of its neighbors. The local plan is also consistent with the Heart of Georgia Altamaha RDC's regional plan. The regional review hearing process for comprehensive plans is sufficient to obtain information about other local government plans and policies. Currently there are no service provision conflicts or overlaps in effect, but there is a need for service extension to better serve/guide growth in and around Baxley. The countywide Service Delivery Strategy is effective in addressing these issues, but there is a need for further planning and land use regulation coordination.

## **Specific Problems and Needs Identified Within Each of the Comprehensive Plan Elements That Would Benefit From Improved or Additional Intergovernmental Coordination**

There are several areas within the Local Comprehensive Plan that could stand to benefit from strengthened coordination efforts. Regional efforts to promote economic development are well underway through ongoing participation in the Southeast Georgia Regional Development Authority. Regional efforts to promote tourism and natural resource protection are well underway through ongoing participation in such regional groups as the Altamaha River Partnership, the Golden Isles Parkway Association, and the Woodpecker Trail Association. These efforts need to be maintained and strengthened as appropriate. Greater coordination and commitment between the County, the Development Authority, and the Baxley Downtown Development Authority could expand the resources available for consistent and steady economic development activities. A need also exists to strengthen the educational and skill levels of the local labor force to ensure that citizens have the skills needed for the kinds of development the county would like to attract. The relationship between the local governments of Appling County, the Appling County School System, the Region 9 Workforce Investment Board, and Altamaha Technical College to improve facilities and services should be expanded as needed. The need for potential coordination does exist concerning the enhancement of information sharing among all local governments as well as the potential for consolidating services. A significant need also exists in the area of land use planning. Appling County would stand to benefit from coordinated efforts among all jurisdictions in the coordination, establishment, and/or consolidation of comprehensive countywide land use regulations to address such areas as erosion and sedimentation control, manufactured housing, and codes enforcement. A countywide planning commission would be an effective tool toward developing a comprehensive and unified land development mechanism.

## **Adequacy of Existing Coordination Mechanisms With Related State Programs and Goals and Implementation Portions of the Local Comprehensive Plan**

The countywide Service Delivery Strategy was updated concurrent with the Local Comprehensive Plan. The local governments believe that the current Service Delivery Strategy provides a very effective and efficient delivery of local services. The Strategy addresses procedures for resolving land use and annexation issues, as well as infrastructure improvements such as water and sewer service extensions. The County's membership in the Heart of Georgia Altamaha Regional Development Center provides an avenue for improved coordination of these issues, both on a local and regional basis. Other state and regional programs are not applicable to Appling County.

## **Preliminary Issues and Opportunities**

The following preliminary issues and opportunities pertaining to Intergovernmental Coordination were identified by the Appling County Local Plan Coordination Committee as part of this Community Assessment:

### Issues

Need for cooperation/coordination in planning/land use regulation  
Need for water/sewer service expansion in/near Baxley and U.S. 341 West  
Impact of Baxley City Limits on Service Provision  
Possible service consolidations  
Improved fire protection coordination

### Opportunities

Economic Development  
Transportation improvements  
Education facilities/services



# HOUSING

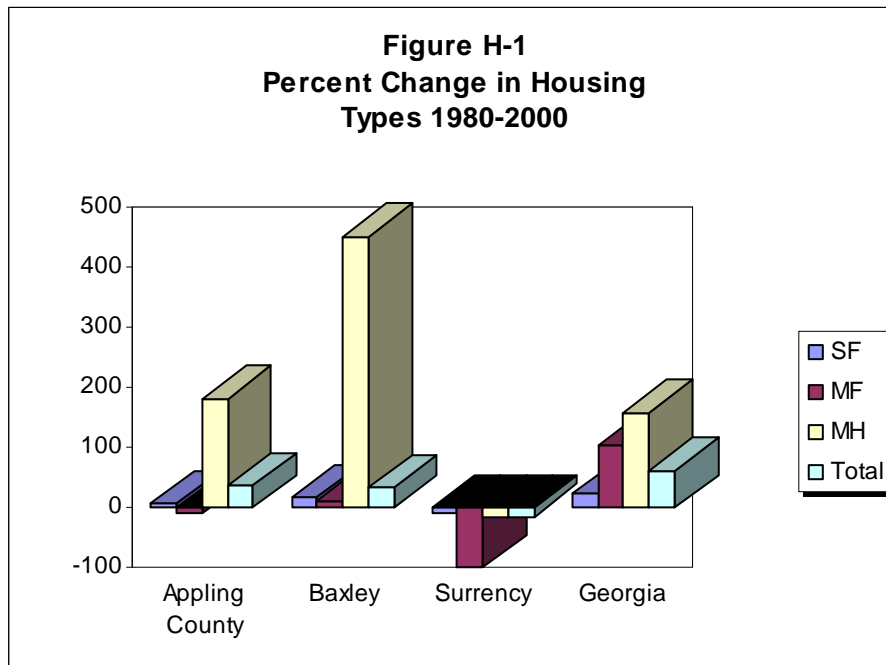
## Introduction

Housing is a key link in a comprehensive plan with important relationships to population, economic development, and land use. Growth of almost any sort usually means more people, and they need a place to live. Land must be available for development of a wide range of housing types; there needs to be choice in housing; and housing must be affordable and desirable. Improving the quality of life for people has to begin by ensuring decent, safe, and sanitary shelter. Availability and affordability of housing, and its quality and appearance have become issues important to continued economic development and social equity concerns in many communities. The condition of a community's housing may reflect the condition of the community itself.

## Housing Types and Mix

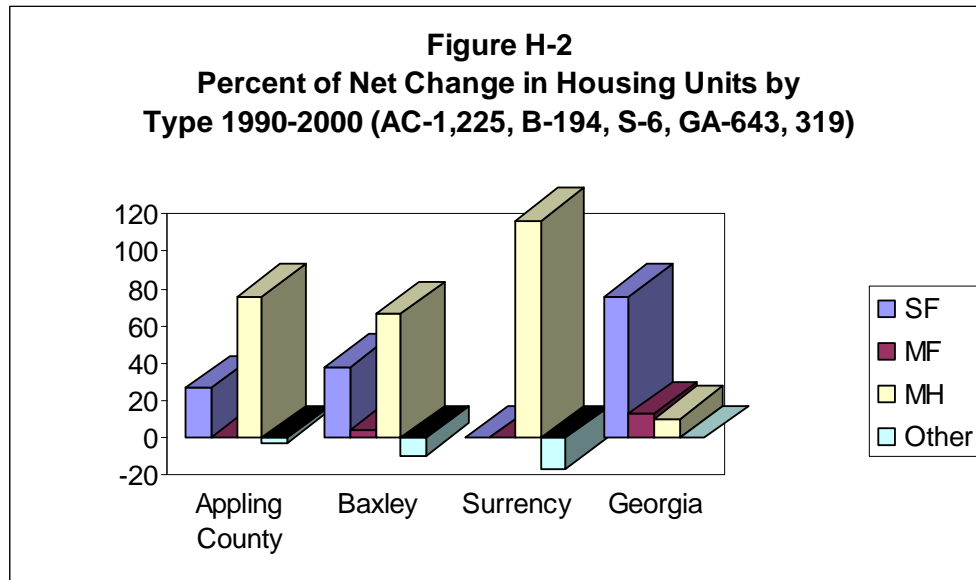
Appling County's total housing units increased by 36.3 percent (2,093 units) from 1980-2000 (5,761 to 7,854 units), about one-half the rate of Georgia's increase. The county's population grew modestly at 11.9 percent compared to the state's 50 percent during the period. Appling County gained 245 single-family homes (5.7 percent) from 1980-2000, while Baxley gained 172 such units (16.7 percent). Graham had 84 single-family homes in 2000. Since Graham was not incorporated until 1991, there is no Census data available for the City in 1980 or 1990. Surrency actually lost 11 single-family houses (-11.1 percent) from 1980 to 2000. This compares to the state's 44 percent gain. The county lost 45 multi-family units (-10.3 percent), while Baxley gained 32 such units (10.7 percent) from 1980-2000. Graham had two (2) multi-family units in 2000. Surrency lost all six (6) of its multi-family units during the 20-year period. Georgia more than doubled such units during this time. Manufactured homes county-wide increased by 1,859 units from 1980-2000 (more than 2.8 times gain in county, 5.5 times in

Baxley). There were 53 manufactured homes in Graham in 2000, but Surrency lost five (5) of its 29 such homes (-17.2 percent) from 1980-2000. This compares to Georgia's 2.5 times increase during the period. The dramatic growth of manufactured housing reflects the popularity of this lower cost housing option, which allows home ownership for more residents, as well as the availability of land upon which to locate such units.



Source: Table H-1 (See Appendix).

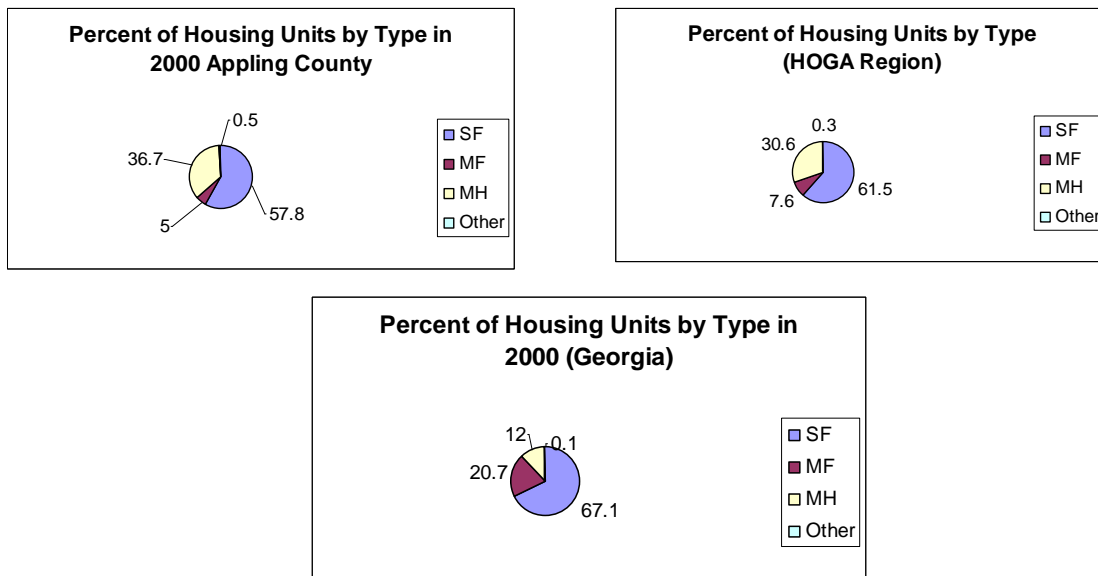
From 1990-2000, Appling County gained 1,225 net total housing units, while gaining 327 single-family homes, three (3) multi-family, and 926 manufactured housing units. Nearly 74 out of 100 net new housing units were manufactured homes compared to 10 of 100 for the state. During the same period, Baxley gained 194 units, including 129 manufactured homes, nine (9) multi-family, and 74 single-family units, but lost 18 other housing units. The U.S. Census Bureau defines "Other" as school buses, RVs, other vehicles, tents, and the like used for housing. Surrency gained six (6) net total housing units, gaining seven (7) manufactured homes and losing one (1) other unit. The number of single-family (88) and multi-family (0) units in Surrency remained unchanged throughout the 1990s. Georgia had a net increase of 76 of 100 new housing units as single-family units for the decade, as compared to Appling County's 26 of 100 units.



Source: Table H-1 (See Appendix).

Appling County had more manufactured housing (36.7 percent) in 2000 than Region 9 (30.6 percent) and the state (12 percent). Region 9 has the most manufactured housing of any region in Georgia. The county had less single-family units (57.8 percent compared to 61.5 percent for the Region and 67.1 percent for Georgia) and multi-family units (5.0 percent vs. 7.6 and 20.7 percent, respectively).

**Figure H-3**  
**Percent of Housing Units by Type, Appling County, Region, and Georgia, 2000**

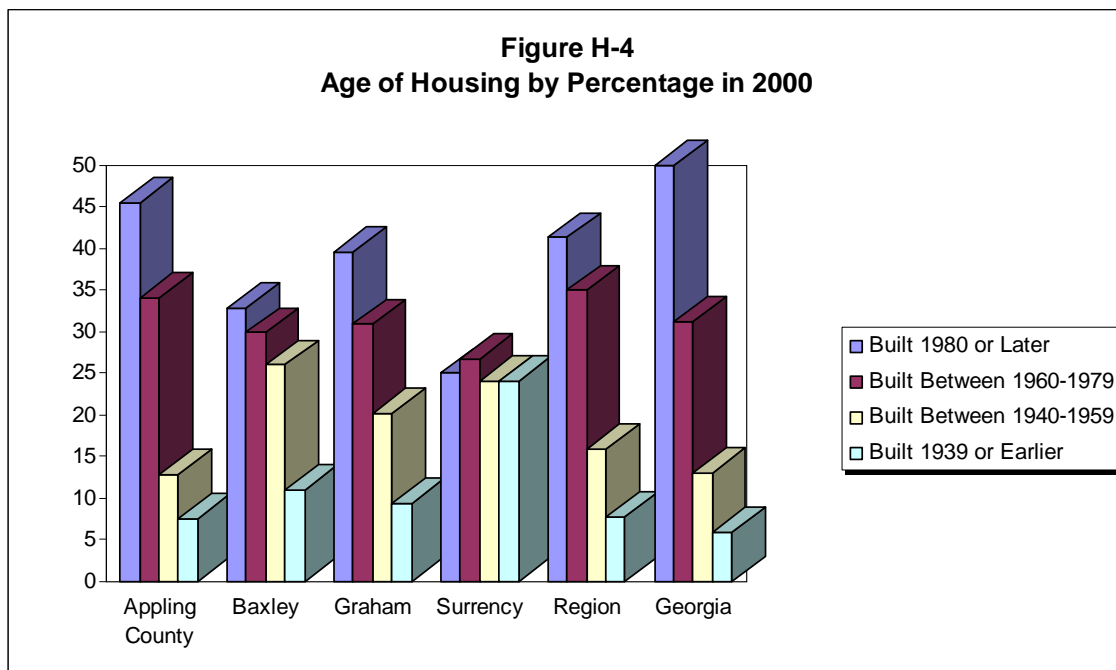


Source: Table H-2 (See Appendix).

Appling County is expected to gain about 2,635 housing units (occupied) or 39.9 percent by 2030, while Baxley's gain is expected to be about 346 housing units (22.1 percent). Graham is projected to gain 43 housing units (35.8 percent) by 2030, and Surrency's expected increase is 27 housing units (27.6 percent). A considerable increase in occupied single-family housing units is projected by 2030 for the county at 17.4 percent (688 units), while virtually the same percentage increase (17.1 percent, 181 units) is expected in Baxley. Graham is projected to have the largest increase in single-family housing county-wide by 2030 at 20 percent (15 units). Surrency's expected gain in such units is 7.7 percent (6 units). Most of the multi-family increase (72 units or 30.3 percent) is expected in Baxley, with six (6) additional units projected in the unincorporated area. This is primarily due to the City's sewer system. Neither Graham nor Surrency is expected to gain any multi-family units by 2030. Graham is projected to retain its existing two (2) such units, while Surrency currently has no multi-family housing. As expected based on recent trends, 1,880 or 71.3 percent of the total 2,635 projected increase in occupied housing units county-wide by 2030 is expected to be in manufactured homes. Within Baxley, that increase is projected at 93 units (26.9 percent). This compares to expected increases in Graham of 28 manufactured homes (65.1 percent) and 21 such units (78 percent) in Surrency. Surrency's projected percentage increase is the highest county-wide. See Table H-3 in the Appendix.

## **Condition and Occupancy**

Most of Appling County's housing (45.5 percent) has been built in the last 25 years (primarily manufactured housing), while about 33 percent of Baxley's and 40 percent of Graham's dates from this period. A quarter of Surrency's housing is from the last 25 years. About 50 percent of Georgia's units have been built during this time. Appling County has generally older housing stock than the Region or state. In 2000, about 48 percent of Surrency's housing was more than 40 years old compared to 37 percent for Baxley, 30 percent for Graham, and 20 percent for the county. Twenty-four (24) percent of Surrency's housing stock was more than 60 years old as was 11 percent of Baxley's, 9 percent for Graham, and 7.6 percent of the county's housing units.

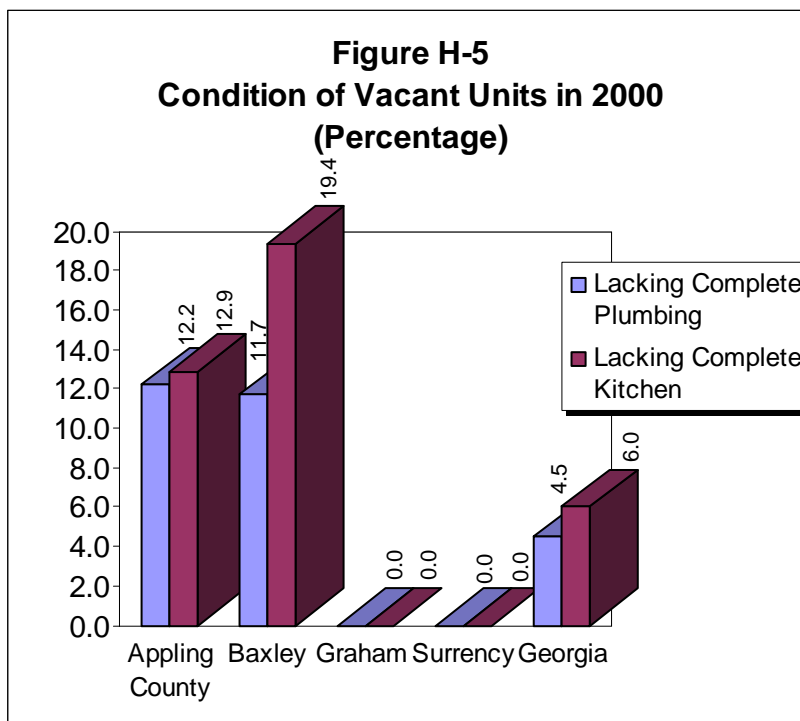


Source: Table H-4 (See Appendix).

There has been a small increase (0.6 percentage points) in housing units lacking complete plumbing in Appling County since 1980, but a substantial decrease in such units in Baxley (down from 7.0 to 1.9 percent) during the period. The county’s rate of 2.2 percent in 2000 remained much higher than Georgia’s 0.90 percent, while Baxley’s rate was even more than double the state. Both Graham and Surrency had no units with incomplete plumbing reported in 2000. Appling County and all three of its cities had less than the Region’s 2.5 percent of such units in 2000. Only 0.4 percent of occupied units in Appling County and none in Baxley lacked complete plumbing. This compares to 0.9 percent for the Region in 2000. The U.S. Census Bureau defines complete plumbing as having hot and cold piped water, a flush toilet, and a tub or shower within the dwelling. See Table H-5 in the Appendix.

Some 2.3 percent of the county’s, 3.6 percent of Baxley’s, and 2.9 percent of Graham’s housing units lacked complete kitchen facilities in 2000. This is two to three times more likely than the state, and even more so than the Region. Surrency reported no such units. Complete kitchen facilities as defined by the U.S. Census Bureau, consist of a sink with piped water, a stove, and refrigerator located inside the housing unit. See Table H-5 in the Appendix. Vacant units are much more likely to lack complete plumbing or kitchens, as to be expected, except in

Graham, where all four (4) units with incomplete kitchen facilities were occupied. One in 8 units lack such facilities in Appling County, compared to 1 in 6 in Baxley, none in Graham or Surrency, and 1 in 20 in Georgia.

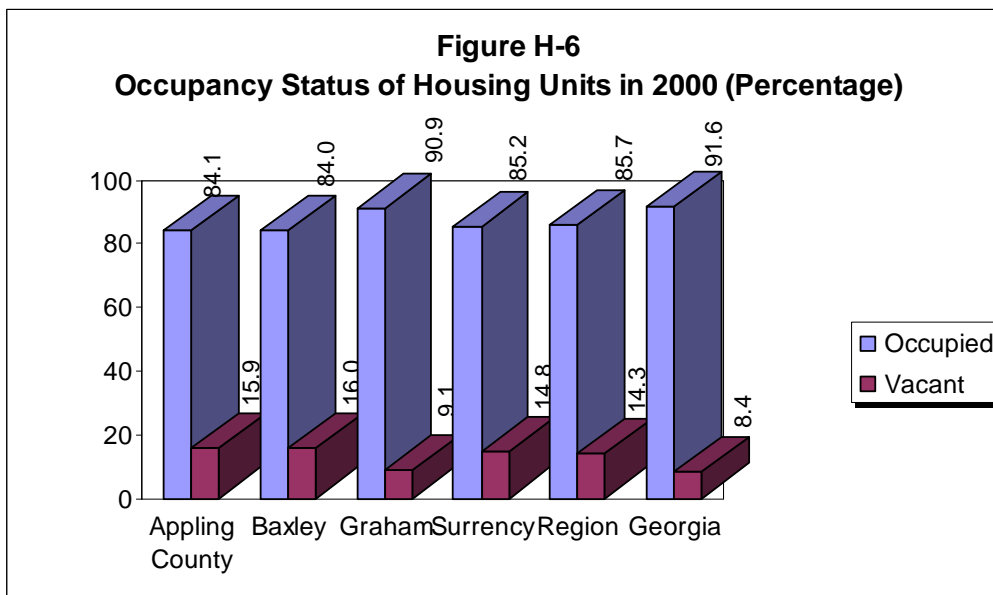


Source: Table H-7 (See Appendix).

Overcrowding, which the U.S. Census Bureau defines as more than one person per room, is generally not a problem in Appling County, except in Baxley. The city’s 5.7 percent in 2000 was higher than the Region (4.7 percent) and state (4.8 percent). The county’s rate was slightly lower at 4.7 percent, which was the same as the Region and 0.1 percent lower than the state. Graham’s and Surrency’s rates of 3.2 and 3.1 percent, respectively, were the lowest county-wide and substantially less than the state or Region. See Table H-5 in the Appendix.

There are no real concentrations of residential blight in Appling County or its cities, except for some areas in northwest, northeast, and southwest Baxley. Otherwise, blight tends to be scattered throughout the Appling County community.

Housing vacancies at 15.9 percent for the county, 16.0 percent for Baxley, and 14.8 percent for Surrency were more than the Region's 14.3 percent, and the state's 8.4 percent in 2000. Graham's vacancy rate of 9.1 percent was lower than the Region, but higher than the state.

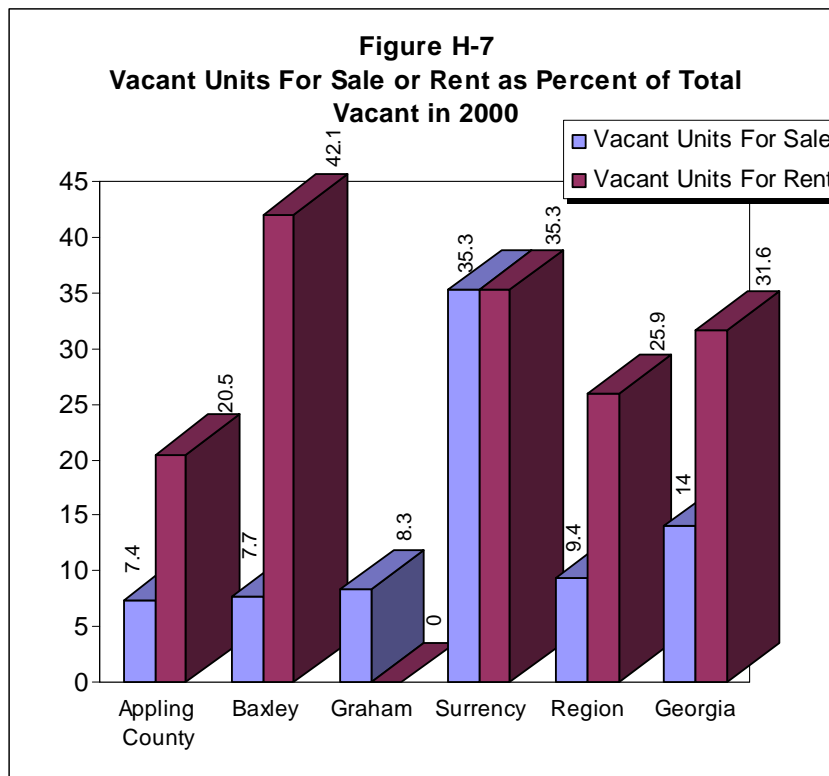


Source: Table H-6 (See Appendix).

Just over 79 percent of Appling County's occupied county housing units were owner occupied (20.9 percent renter occupied), while Graham and Surrency had even more owner occupied units at nearly 87.5 and 81.6 percent, respectively (more than the Region's 73.6 percent or Georgia at 67.5 percent). The percentage of owner occupied units increased in Surrency since 1990 (7.4 percentage points) after decreasing 6.6 percentage points between 1980 and 1990 for a net increase of 0.8 percentage points since 1980. Baxley had the most renter occupied units county-wide at 39.1 percent, which was more than the Region (26.4 percent) and state (32.5 percent). See Table H-6 in the Appendix. Appling County had an owner vacancy rate of 1.7 percent in 2000, as compared to 2.4 percent for Baxley, 0.9 percent for Graham, Surrency's 7.0 percent, 2.1 percent for the Region, and 1.9 percent for Georgia. Ninety-two (92) vacant units were listed as available for sale in 2000, including 23 units in Baxley. See Table H-7 in the Appendix. In terms of renter vacancy rate, Surrency's 25.0 percent was much higher than Appling County's 15.6 percent and Baxley's 17.1 percent. Graham had zero percent. This

compares to 14.1 percent for the Region and 8.2 percent for Georgia. About 256 units were available for rent county-wide, nearly one-half of which (126 units) were in Baxley.

Vacant housing units were less likely to be for sale in Appling County (7.4 percent), Baxley (7.7 percent), or Graham (8.3 percent) than in the Region (9.4 percent) or state (14 percent), except in Surrency (35.3 percent). They were much more likely to be for rent in Baxley (42.1 percent) and Surrency (35.3 percent) than elsewhere in the county (20.5 percent), Region (25.9 percent), or Georgia (31.6 percent). Graham had no available rental properties and only one (1) for sale in 2000 when Census data was collected. Vacant housing units in Surrency were much more likely (70.6 percent) to be for sale or rent than in Appling County as a whole (27.9 percent). The lack of homes on the market in unincorporated Appling County is largely due to the housing stock’s age and condition and to families retaining control over an old homeplace, even if vacant.

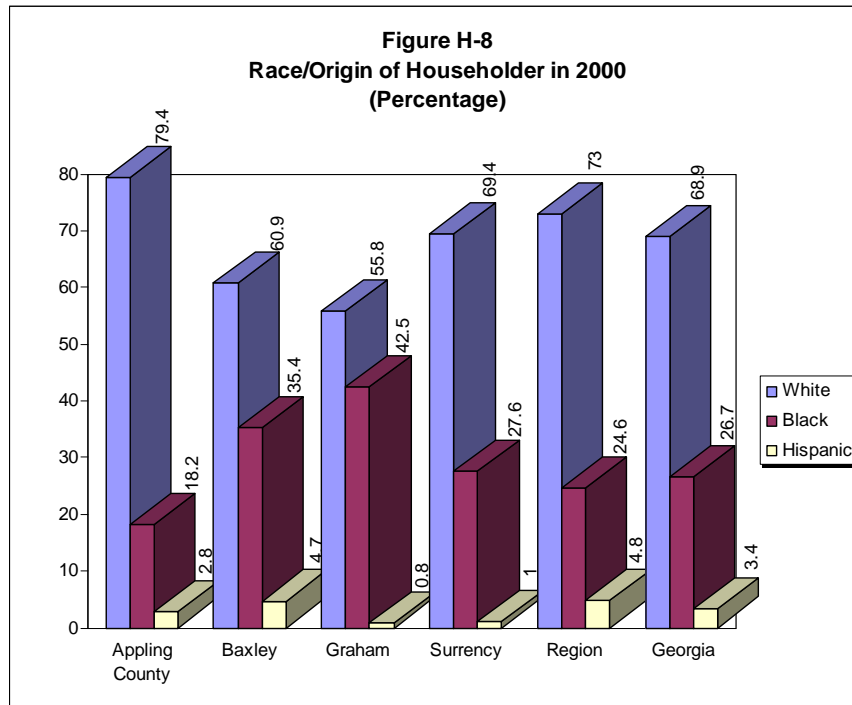


Source: Table H-7 (See Appendix).



## Householder Characteristics

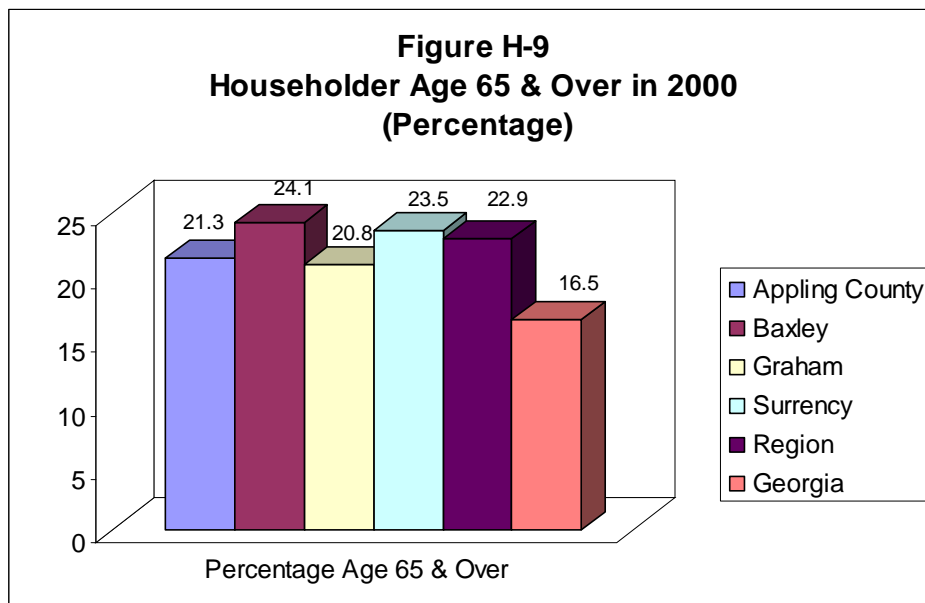
Householders in Appling County were predominantly white (79.4 percent), with 18.2 percent black, and 2.8 percent Hispanic in 2000. The cities had the highest percentage of black householders, ranging from 27.6 percent in Surrency and 35.4 percent in Baxley to 42.5 percent in Graham. The black population, especially in Graham and Baxley, was considerably higher in Appling County than in the Region (24.6 percent) or state (26.7 percent), while the Hispanic population was much lower than either, except in Baxley, where its 4.7 percent was virtually the same as the Region. Still, Hispanic households are thought to be increasing.



Source: Table H-6 (See Appendix).

Householders within Appling County (21.3 percent) were less likely to be 65 or over than those in the Region (22.9 percent), except in Baxley (24.1 percent) and Surrency (23.5 percent), but much more likely than those in the state (4 to nearly 8 percentage points more). The percentage of senior householders is lowest in Graham at 20.8 percent, but still higher than Georgia’s 16.5 percent. The high percentage of elderly householders has potential implications in terms of housing condition, such as the inability financially and physically to make repairs. Other issues include the need for accessibility adaptations and elderly support services if they remain in

their homes. It also means there will be more occupied houses becoming vacant in Appling County, and an opportunity to utilize them in marketing for potential new residents.

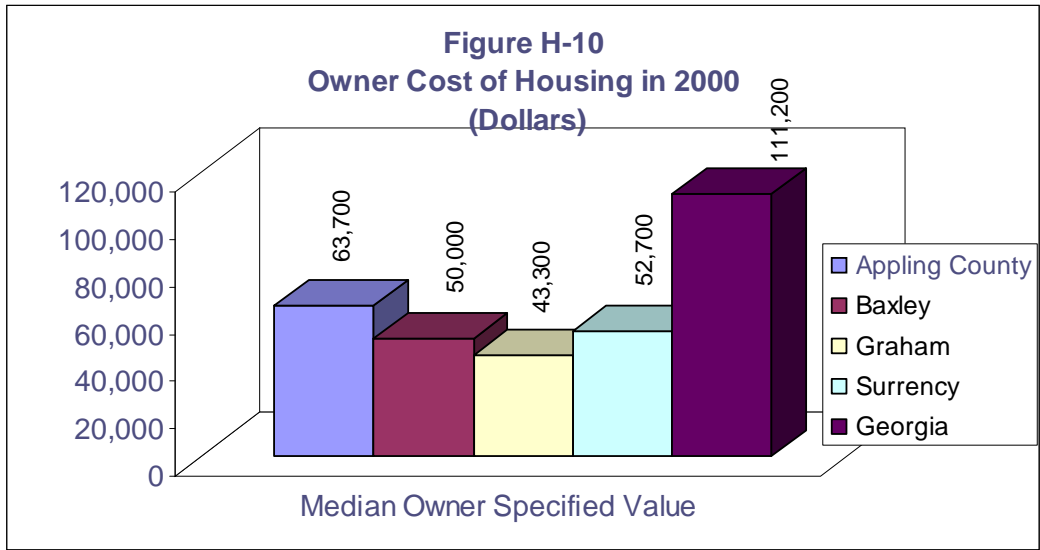


Source: Table H-6 (See Appendix).

## Cost of Housing

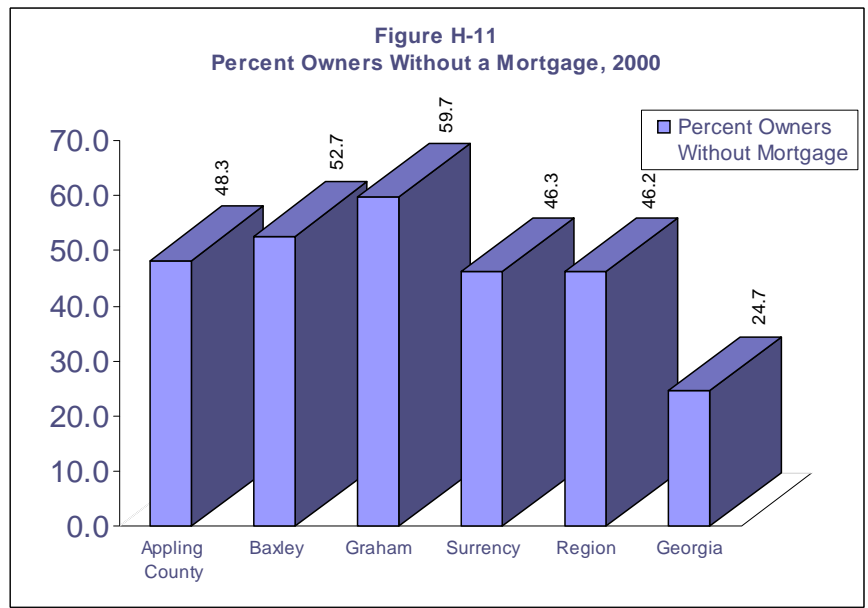
The median owner specified value of housing in Appling County was \$63,700 (57.3 percent of the state's \$111,200) in 2000. Median values in Appling County's three cities were even lower. Surrency had the highest at \$52,700, followed by Baxley's \$50,000, and Graham's \$43,300. Appling County's median owner specified value was less (ranging from \$2,700 to \$7,500 lower) than in three adjacent counties (Toombs, Tattnall, and Wayne), but was higher than two others (Bacon and Jeff Davis) by \$7,200 and \$2,700, respectively. The median mobile home value in Appling County was \$30,300, the second highest value in the Region after Laurens County. This was still more than 10 percent less than Georgia's median manufactured home value of \$33,600. Existing homes in the county (64) sold for an average price of \$68,194, less than the Region average of \$71,937. The average purchase price for Georgia (\$150,625) was more than double that of Appling County and the Region. Two new homes were reported sold county-wide in 2000 for an average price of \$42,065. Since that time, new subdivision developments and scattered single-family residential have been occurring. A total of 35 new construction permits for single-family homes have been issued in Appling County from 2000

through 2005. There were eight (8) such permits in 2005 alone for houses with an average cost of \$141,700 (the same average price for the 19 homes permitted between 2002 and 2004).



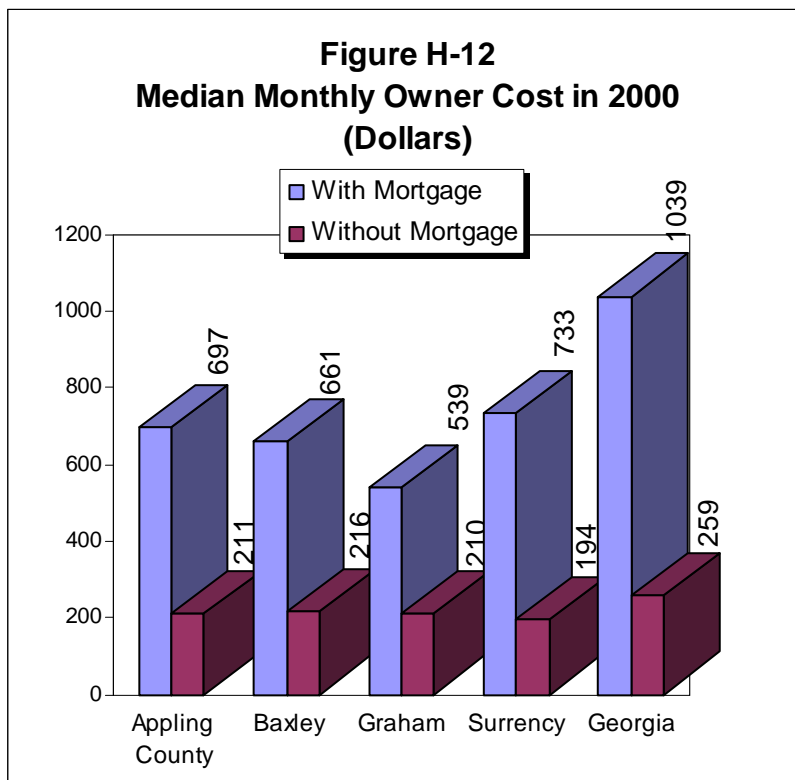
Source: Table H-8 (See Appendix).

The monthly owner cost of housing in Appling County for those with a mortgage was about 52 to 70.5 percent of the state (\$1,039) in 2000. The median in the county was \$697 compared to \$661 in Baxley. It was the lowest county-wide at \$539 in Graham and the most in Surrency (\$733). More than 48 percent of owners county-wide in Appling County did not have a mortgage in 2000, compared to 46.2 percent for the Region and 24.7 percent for the state.



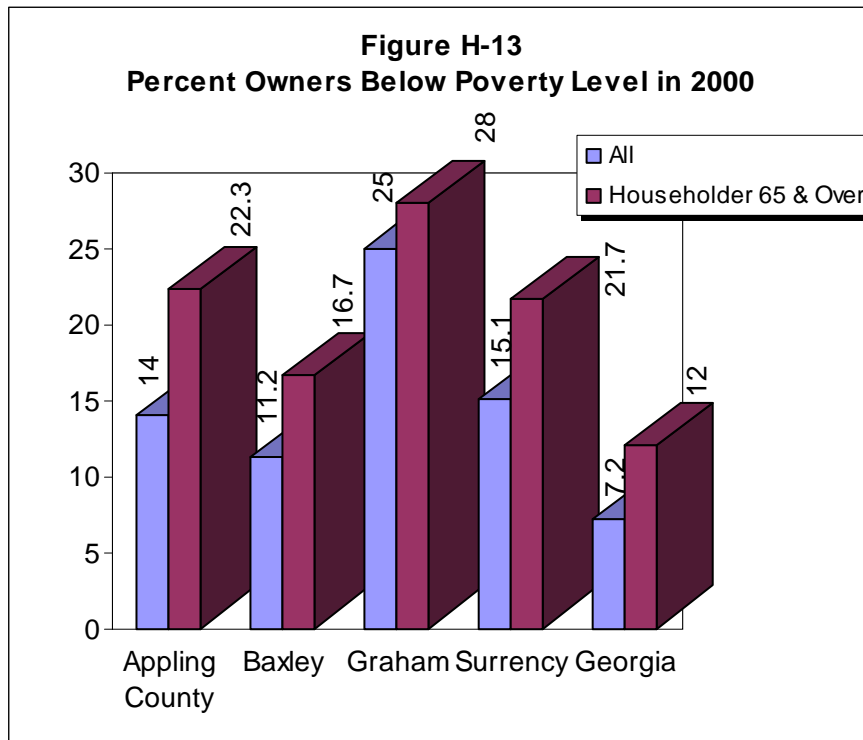
Source: Table H-8 (See Appendix).

The cost of living difference with Georgia ranged from 16.6 to 25.1 percent less within the county. It was slightly higher in Baxley (\$216) than elsewhere in the county (\$211). Surrency had the lowest cost of living at \$194. The large number of less costly manufactured housing units and the older housing stock within Appling County help explain the lower housing costs. These lower values and costs could be utilized in residential marketing.

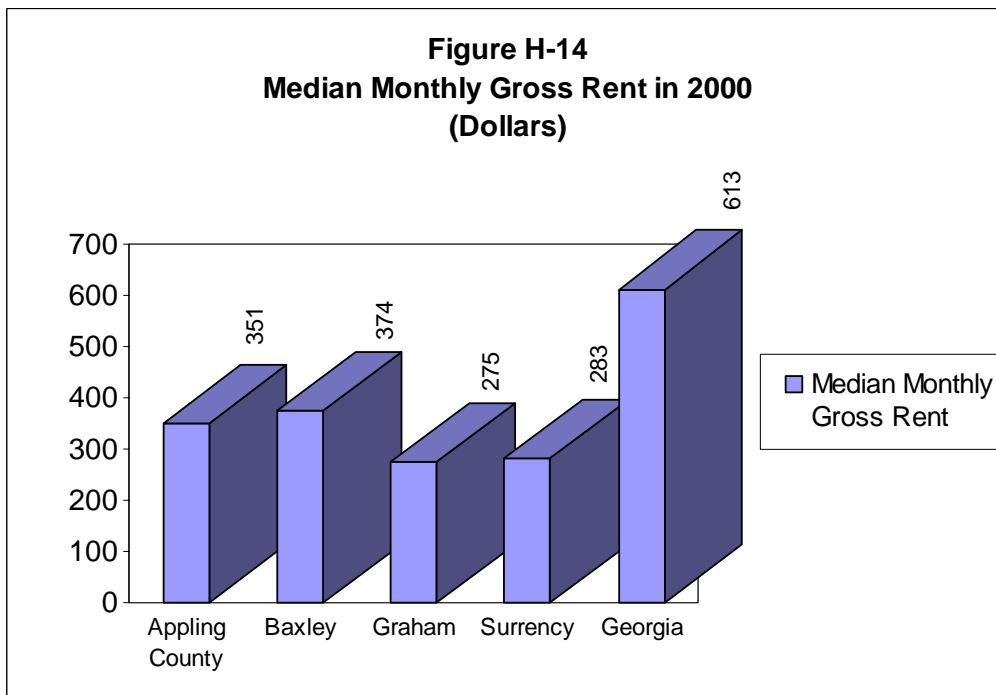


Source: Table H-8 (See Appendix).

Median rent within Appling County was \$351 compared to \$374 in Baxley, \$275 in Graham, \$283 in Surrency, and \$613 for the state. The county compares favorably to its neighboring counties in terms of median gross rent (from \$17 to \$42 less than Jeff Davis, Wayne, and Toombs counties, but \$13 to \$35 more than Tattnall and Bacon counties). Renters in Appling County and its three cities were about two to four times less likely to pay cash rent than those in the state (6.1 percent). About one in four renters in Graham, more than one in five renters in the county, about one in six in Surrency, and about one in eight in Baxley did not pay cash rent compared to about 14 percent of renters in the Region.



Source: Table H-9 (See Appendix).

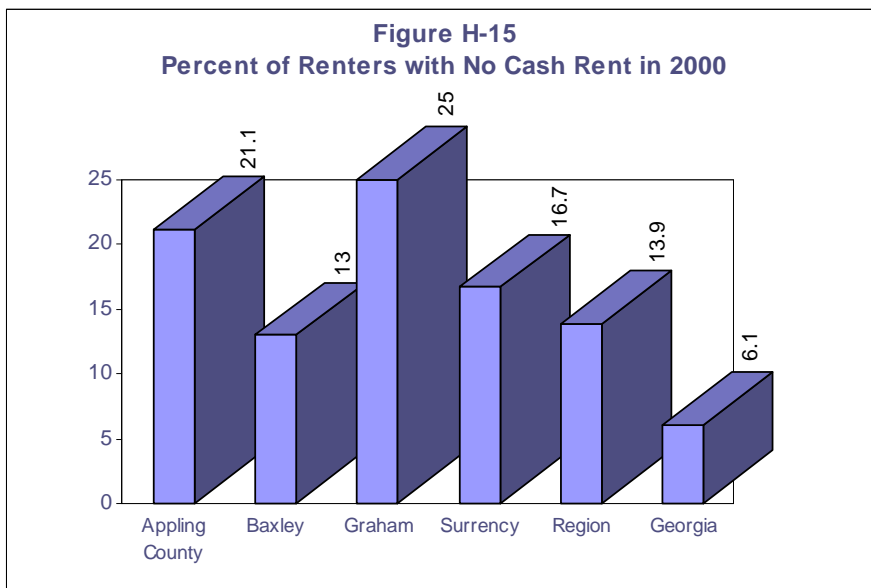


Source: Table H-9 (See Appendix).

### Cost-Burdened Households

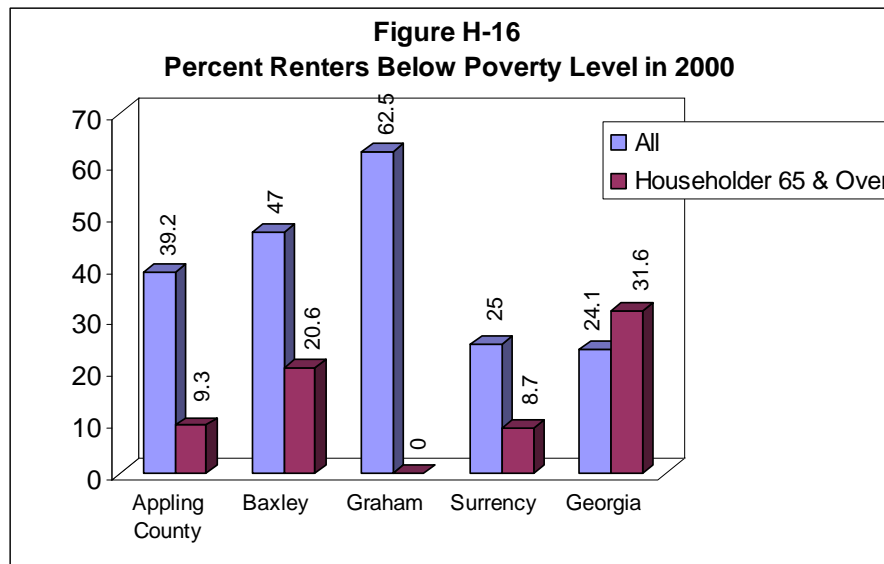
Owner householders in Appling County (18.9 percent) were much less likely to be cost burdened than those in the Region (36.6 percent) or the state (44.3 percent). Surrency owner householders (23.9 percent) were more likely to be cost burdened than others county-wide. The U.S. Census Bureau defines cost burdened as paying more than 30 percent of one’s gross income for housing costs.

Homeowners within the county were nearly twice as likely to live in poverty than those in Georgia as a whole (14 percent for county, 11.2 percent for Baxley, 25 percent for Graham, and 15.1 percent for Surrency). The poverty statistics for elderly homeowners were even higher with more than one (1) in five (5) or 22.3 percent of the county’s elderly homeowners living below the poverty level. Graham had a much higher percentage of such homeowners than the county at 28 percent compared to 21.7 percent for Surrency, 16.7 percent for Baxley, and 12 percent for the state. These statistics confirm low incomes in the county, but also have implications for housing condition. Many of these homeowners will not be able to afford housing improvements without financial assistance.



Source: Table H-8 (See Appendix).

Approximately 19 percent of renters in Appling County were cost burdened, while about 17.5 percent in Baxley were cost-burdened in 2000. The county’s two smaller cities had even higher rates (Graham at 20.9 percent and Surrency at 23.9 percent). Out of those, 16.9 percent of renters in the county were severely cost burdened, defined as spending 50 percent or more of one’s income on housing costs. Appling was one of seven Region counties where renters were severely cost burdened in 2000. Its percentage was slightly higher than Georgia’s 16.5 percent. Renters in Appling County (39.2 percent) were more than one and one-half times as likely than those in the state (24.1 percent) to live below the poverty line. Graham and Baxley renters (62.5 and 47 percent, respectively) were even more likely to live in poverty, while Surrency renters were the least likely at 25 percent. Just over 9 percent of county seniors who rent lived below the poverty line (more than one-third less than the state’s 31.6 percent), while 20.6 percent of Baxley’s senior renters lived in poverty. Graham reported none, while Surrency had 8.7 percent. There are 158 units of public housing in Appling County, all located in Baxley at about seven different sites (approximately 9 units/1,000 persons). No Low Income Housing Tax Credit units had been built in Appling, Treutlen, or Jeff Davis counties as of 2002.



Source: Table H-9 (See Appendix).

## Special Housing Needs

As the elderly population of Appling County, Baxley, Graham, and Surrency grows, there will be increasing need for assistance to aging homeowners with normal maintenance and repairs, as well as accessibility adaptations and services provided for those who remain in their own homes. The availability and cost of such assistance is a concern for those on fixed incomes and/or those who cannot physically make the repairs themselves. Often in small rural communities, such as Appling County and its cities, family members, neighbors, and/or churches provide volunteer assistance to meet the needs of elderly homeowners. The needs may also be lessened because of the large numbers of homes without a mortgage. Homeowners may be able to afford repairs even if they have lower incomes. The local senior center and the Heart of Georgia Altamaha Area Agency on Aging provide further assistance with obtaining needed services. Elderly renters, while they may not have the same maintenance and repair issues as homeowners, are a special concern given their increased likelihood of living in poverty.

Elderly housing facilities for those unable to remain in their own home in Appling County consist of one public nursing home (31 beds), one public convalescent center (70 beds), and one private facility (Lakeview Retirement Center, a 15-bed personal care home). Appling County is currently constructing a new 101 bed nursing home adjacent to the Appling Healthcare System hospital in Baxley. In addition, Elderwood Apartments in Baxley provides 30 units for eligible low to moderate income seniors.

There may be a market for public and/or private development of retirement housing for Appling County's elderly population and attracting retirees, including congregate housing for both those who can function independently, as well as those who need care. Development of retirement housing needs to take place within or near Baxley where infrastructure is available.

The Appling County Ministerial Alliance operates a homeless shelter in Baxley for men only. Fair Haven in Jesup is the closest domestic violence shelter. It serves clients in Appling and Jeff Davis as well as Wayne counties. There were two police actions taken in Appling County in 2000 in response to domestic violence reports.



There were an estimated 519 migrant and seasonal farm workers in Appling County in 1994. It is known that this figure has increased substantially in recent years, but an accurate count is difficult to obtain due to cultural differences and language barriers, as well as the illegal immigration issue. It was estimated in the late 1990s that Georgia had at least 100,000 migrant workers. There are USDA programs to assist with migrant housing needs, but they are not known to have been utilized in Appling County.

An estimated 34.4 percent of the adult population of Appling County has some type of mental, physical, or developmental disability that may or may not require special housing needs. There is presently one group home in Baxley to serve the county's disabled population.

A total of 11 cases of HIV/AIDS were reported in Appling County from 1981-2000. Although no special housing is currently provided within the Appling community for this population, Wellness Clinics in adjacent Toombs and Wayne counties provide housing assistance. The Housing Opportunities for Persons with AIDS Program, which receives funding from a Georgia Department of Community Affairs Grant, provides housing assistance to patients in Appling County, as well as Jeff Davis, Tattnall, Toombs, and Wayne counties. It seeks to locate short and long-term low-to-moderate income housing and provides help with utilities and other expenses so as to prevent homelessness among AIDS patients.

An estimated 1,045 adults in Appling County were in need of substance abuse treatment in 2001. There are currently no residential treatment facilities within the county; however, Pineland Mental Health provides day treatment services. There is a supportive living facility located nearby in Vidalia.

## **Jobs-Housing Balance**

Current and historic data on characteristics of Appling County's population that impact housing needs in the county and its cities, such as age, household size, income, average wages, and commuting patterns of the resident and nonresident workforce are addressed in the Population and Economic Development elements of this plan. Housing supply and affordability issues will not be constraining elements to expected growth. On the converse, the housing market

in the county will support and should help attract growth and development. There is a somewhat limited availability of housing for immediate occupancy, but ample land is available for development or location.

Overall, Appling County does not have major housing issues, especially ones which will prevent, or have limiting influences to, expected accommodation of future growth and development. Some special housing needs, particularly for the elderly and low income, do exist. There are also needs for housing rehabilitation, quality developments, more apartments, existing programs promotion for individuals and developers, code enforcement, and land use regulation.

# **EXISTING DEVELOPMENT PATTERNS AND LAND USE**

## **Existing and Future Growth**

Appling County is a rural county in southeast Georgia located south along the Altamaha River where its yellow pine forests have long dominated its landscape and economy. Its county seat, Baxley, is located at the crossroads of U.S. 1 and U.S. 341. Appling County grew steadily from its beginnings in the early 1800s until the turn of the century, with a particular surge of growth in the 1890s because of the railroad. All three current municipalities trace their beginnings to the railroad's location and completion in 1870. The county then grew slowly, but was relatively stable until WWII. After the war, there was slow decline until the 1970s and the location of the Edwin I. Hatch Nuclear Power Plant. The growth of the 1970s was stabilized in the 1980s because of the national recession early in the decade. Since 1990, growth has been steady (at a pace much less than the state) because of economic diversification with small businesses and the county's location. Growth continues and appears to be accelerating in the early 2000s because of the location of a Wal-Mart Supercenter, other continued economic growth, the two U.S. highways, and resident in-migration. Agriculture and forestry remain important components of the economy.

Commercial and industrial growth continues to concentrate in and near Baxley, particularly along the U.S. 341 corridor. The community's three industrial parks are located along U.S. 341, although two are west of the City Limits proper between Baxley and Graham. The existing center of growth in Baxley, combined with the location of U.S. 341, and the City's ownership of the only public sewer system, will continue this concentration, although the entire U.S. 341 Corridor, particularly from Baxley to Hazlehurst, will be a nexus of growth, especially because of the parallel railroad.

Residential growth is seen as beginning to pick up more steam in recent years as well. Past growth has concentrated near Baxley, particularly on its southern fringes, although much has also been primarily manufactured homes on scattered individual lots across the county. Several new subdivisions have been developed in recent years, again mostly south and west of Baxley, and with some in south Baxley itself. These have included the Deerfield subdivision, two along Satilla Church Road, and lots around the Country Club golf course. There has also been some growth near Altamaha River landings, Lake Mayers, and a new private lake, Lake Henry Grady, in south Appling County. This growth may be gaining momentum because of recent economic growth, sale of industrial timberlands, and purchase of land by outside interests, including those from Florida. These residential growth trends are expected to continue in a similar manner.

Future opportunities for growth include the U.S. Highway 341 and U.S. 1 corridors, as well as the Georgia Highway 15 and 121 corridors to a lesser extent. The economic growth of U.S. 341 and the completion of multi-laning on both highways will spur additional growth. Both Georgia Highway 121, with its regional cooperation to again market it as the Woodpecker Trail, and Georgia 15's importance as an intrastate connector could be important in increasing tourism and other economic growth. Appling County's location inland at the crossroads of these important highways, with easy access to Georgia's coast and its ports of Brunswick and Savannah as well as to Jacksonville, Florida, will facilitate economic and residential growth. The abundant natural and cultural resources of the County, including the Altamaha River, Lake Mayers, Moody Forest, and the Bullard Creek Wildlife Management Area, as well as its verdant pine forests will also attract growth through tourism and residential quality of life appeal. The availability of relatively inexpensive land and the climate of the county will further facilitate such growth.

The lack of code enforcement and land use regulation in the county outside of Baxley is an obstacle to managing, and guiding, and directing growth and to encouraging quality development. The appearance of the county, including the entrances to Baxley,

unregulated manufactured homes, and rundown, unkempt properties, is a detraction to sound growth. The fragmented city limits of Baxley, particularly because of the increased interface of zoned and unregulated properties which result, is a huge potential source of conflicts in land use, and a deterrent to economic investment. There are also needs for public infrastructure extension, particularly water and sewer services, to accommodate, facilitate, and properly direct growth. This is especially true south and west of Baxley for residential growth, and the U.S. 341 corridor west of Baxley for commercial/industrial and other growth. Growth will also be limited to single-family residential and limited small business growth in Graham and Surrency without public sewerage.

## **Existing Land Use**

The existing land use patterns of Appling County and its municipalities were examined by the Heart of Georgia Altamaha Regional Development Center's Geographic Information Systems staff in 2006 by analyzing previous land use studies, tax maps, and other available sources. A generalized land use map digitized as a layer to an existing digital base map meeting DCA requirements resulted. Standard land use classifications identified in the "Local Planning Requirements" were utilized as categories, except that "agriculture" and "forestry" were separated because of the dominance of these uses within Appling County. The descriptions of these land use classifications are defined as follows.

### **Land Use Category Definitions**

Residential:	The predominant use of land within the residential category is for single-family and multi-family dwelling units organized into general categories of net densities.
Commercial:	This category is for land dedicated to non-industrial business uses,

including retail sales, office, service and entertainment facilities, organized into general categories of intensities. Commercial uses may be located as a single use in one building or grouped together in a shopping center or office building.

**Industrial:**

This category is for land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction activities, or other similar uses.

**Public/Institutional:**

This category includes certain state, federal or local government uses, and institutional land uses. Government uses include city halls and government building complexes, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Examples of institutional land uses include colleges, churches, cemeteries, hospitals, etc.

**Transportation/Communications/Utilities:**

This category includes such uses as major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, port facilities or other similar uses.

**Park/Recreation/Conservation:**

This category is for land dedicated to

active or passive recreational uses. These areas may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers or similar uses.

Agriculture:

This category is for land dedicated to farming, such as fields, lots, pastures, farmsteads, specialty farms, livestock/poultry production, etc., or other similar rural uses.

Forestry:

Land dedicated to commercial timber or pulpwood production/harvesting or other woodland use.

Undeveloped/Vacant:

This category is for lots or tracts of land that are served by typical urban public services (water, sewer, etc.) but have not been developed for a specific use or were developed for a specific use that has since been abandoned.

The generalized land use maps were provided to the local governments for review and correction. The local governments utilized local knowledge by a number of staff and elected officials to note corrections to the initial GIS maps. RDC GIS staff then revised the digital information. The resulting existing land use maps are shown on Map LU-1 for Appling County; Map LU-2 for the City of Baxley; Map LU-3 for the City of Graham; and Map LU-4 for the City of Surrency.

The GIS system is also able to determine acreages for the various land use classifications in each jurisdiction. Table LU-1 provides the existing land use acreages for Appling County and each of its municipalities. Combined, agriculture and forestry land uses account for about 92 percent of the land area of the county, with forestry (mostly pine tree plantations) accounting for about two-thirds (66.4 percent) of all land use by itself. Agriculture and forestry land uses also constitute nearly two-thirds (65 percent) of all land area land use in the City of Graham, and about 46 percent of all land use in the City of Surrency. The City of Baxley, the county seat, accounts for about one-fourth of total county population, and nearly 90 percent of the county's incorporated population. Baxley contains over 72 percent of incorporated residential land use, although over 62 percent of county residential land use acreage is in the unincorporated area. As might be expected, Baxley has the largest concentration of commercial, industrial, and public/institutional land uses in the county. Over 35 percent of county industrial land use acreage is in Baxley, as is 51 percent of county commercial and 88 percent of county public/institutional land use.



**TABLE LU-1**  
**Existing Land Use Distribution, 2006**  
**(Acres)**  
**Appling County, Baxley, Graham, and Surrency**

<u>Land Use Category</u>	<u>Total</u> <u>County</u>	<u>% of Total</u> <u>County</u>	<u>Unincorporated</u> <u>County</u>	<u>% of</u> <u>Unincorporated</u> <u>County</u>	<u>Baxley</u>	<u>% of</u> <u>Baxley</u>	<u>Graham</u>	<u>% of</u> <u>Graham</u>
Agriculture	83,760	25.6	83,331	25.9	170	3.7	240	21.4
Forestry	217,614	66.4	216,809	67.5	20	0.4	493	44.0
Residential	6,368	1.9	3,950	1.2	1,753	38.1	348	31.1
Commercial	2,168	0.7	1,051	0.3	1,104	24.0	7	0.6
Industrial	1,839	0.6	1,180	0.4	656	14.2	0	0
Public/Institutional	173	0.1	18	Less than 0.1	152	3.3	1	0.1
Park/Recreation/ Conservation	11,312	3.5	11,263	3.5	34	0.7	5	0.4
Transportation/ Communications/Utilities	4,457	1.4	3,682	1.1	716	15.5	26	2.3
<b>Total</b>	<b>327,691</b>	<b>100</b>	<b>321,284</b>	<b>100</b>	<b>4,605</b>	<b>100</b>	<b>1,120</b>	<b>100</b>

<u>Land Use Category</u>	<u>Surrency</u>	<u>% of</u> <u>Surrency</u>
Agriculture	19	2.8
Forestry	292	42.8
Residential	317	46.5
Commercial	6	0.9
Industrial	3	0.4
Public/Institutional	2	0.3
Park/Recreation/ Conservation	10	1.5
Transportation/ Communications/Utilities	33	4.8
<b>Total</b>	<b>682</b>	<b>100</b>

NOTE: Percentages may not add to 100.0 because of rounding. These are only estimates, and are not 100 percent accurate because of data assumptions (see text) and computer system peculiarities.

Source: Heart of Georgia Altamaha RDC Geographic Information System, 2006.

## **Areas Requiring Special Attention**

The evaluation of the existing land use patterns and trends within Appling County and its municipalities resulted in the following identification and analysis of areas requiring special attention in accordance with state guidelines.

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

The significant natural resources of Appling County generally include its rural farmlands and timberlands and the resulting scenic landscape, but specifically the Altamaha River and Lake Mayers. The Altamaha River would include the Bullard Creek Wildlife Management Area and the Moody Forest Natural Area. These could be addressed through increased public access, nature-based tourism promotion, and compatible alternative economic development, and land use and environmental ordinance regulation. The Altamaha River would be a separate character area, but Lake Mayers, because it is relatively developed and overused, is likely to just be part of the Rural Appling Character Area.

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

Land use changes are most likely to occur in or near Baxley and the U.S. 341 Corridor west from Baxley to Graham and the Jeff Davis County line. Land use regulation, public infrastructure development, and tourism promotion are the principal means to address and influence these changes. Proposed character areas would encompass this corridor and the Baxley area.

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

The pace of development in Appling County has not been, nor is likely to be in the near future, rapid. However, the areas most likely to grow within the county lack basic or appropriate infrastructure for the most part. This particularly includes the U.S. 341 corridor west in and from Baxley and the expected residential growth areas south and west of Baxley, and the small towns of Graham and Surrency themselves. The additional and improved community facilities needed to serve and attract growth are identified elsewhere in this plan. More and better housing is also needed.

**Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness (including strip commercial corridors)**

There is an identified general need to enhance aesthetics and attractiveness in the county to enhance and attract growth and development, to better highlight the scenic beauty of the rural landscape, and to further improve the quality of life. Particular needs identified include entranceways into all municipalities, but especially Baxley because of its size and economic importance. Other areas of Baxley in need of aesthetic improvement and redevelopment include downtown older neighborhoods, especially in north Baxley; the old Junior High area; and its old recreation parks. The Surrency School is a particular need in Surrency. These needs could be addressed through regulation, code enforcement, and public and private investment. All of the Baxley areas of concern would be part of a Greater Baxley Character Area. Both Graham and Surrency, including their entranceways, would similarly be proposed character areas.

**Large abandoned structures or sites, including those that may be environmentally contaminated**

The greatest concentration of large, abandoned structures is in the City of Baxley, including old warehouses and feed stores in east Baxley near the railroad, the old Harvey's and Western Sizzlin storefronts on U.S. Highway 341 East (East Parker Street), the old creosote plant also on U.S. 341 East, and some other downtown structures. Code enforcement, clean-up and continuing diligent, diverse economic development efforts would be appropriate.

**Areas with significant infill development opportunities (scattered vacant sites)**

The predominant areas of infill opportunities are in or near Baxley because of its size and existing infrastructure. All of Appling County/Baxley's existing industrial parks have available land, and there is other available industrial property along U.S. 341. Other industrial/commercial infill opportunities exist because of the vacant buildings/properties on U.S. 341 East. Commercial infill opportunities are also available downtown and along U.S. 1, both North and South, and along U.S. 341 West because of its ongoing transition from residential to commercial land use. Residential infill opportunities within Baxley are primarily in the blighted north Baxley neighborhoods, in southwest Baxley, and in its urban fringes. The developing U.S. 341 West Corridor and its industrial parks open new areas for infill and new development, but also increases the need for infrastructure to guide and facilitate this growth. Both of the small towns have infill opportunities because of the large amounts of open space and the age of existing developments, but need infrastructure, especially sewer to guide and realize any intense growth. These opportunities can be addressed through public investment and infrastructure improvement, regulation, and the encouragement and promotion of private investment.

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

Poverty and blight is generally scattered throughout Appling County and its municipalities because of the widespread low incomes. There are concentration of areas needing housing rehabilitation in northwest and northeast Baxley, as well as southwest. To some extent, both of the small cities have housing rehabilitation needs throughout their jurisdiction, especially in their older core neighborhoods.

## **Recommended Character Areas**

The preliminarily identified and recommended character areas (and subareas) include the following parts of the county and its municipalities because of special areas of concern, their uniqueness, as well as differing expectations of, and stimuli for, growth and development. They are shown graphically on Map LU-5 for Appling County. Each municipality is considered a separate character area on its own. The Greater Baxley Character Area is shown in more detail on Map LU-6, and has a number of character areas/subareas of the City of Baxley and its environs.

**Greater Baxley.** The City of Baxley is the largest municipality, the seat of county government, the only municipality with public sewerage, and the site of most of the county's commercial, industrial, and other economic activity. As such, the City of Baxley will continue to be the focus for intense development, particularly general commercial, industrial, and multi-family residential growth. The expected growth and character area will include the surrounding environs, within approximately 3 miles of the old city limits, including both the annexed and adjacent county areas resulting from the past radial roadway annexations. This area would also include the Park West Industrial Park. This Greater Baxley area is the likely principal growth area for intense land uses because of the potential availability of water/sewer services and because it is the existing location of facilities, services, and economic development.

Subarea character areas within the Greater Baxley Character Area would be Downtown Baxley, the U.S. 1 and U.S. 341 Corridors, the existing City Limits Area, and

the Surrounding Urban Fringe currently not in the city proper. The U.S. 341 Corridor would include the Park East and Park West industrial parks. These subareas result because of the need for differing policies, implementation strategies, public investment, and regulation.

The Greater Baxley Character Area is and would be characterized by a mixture of all land use types, but at a higher density and intensity customary for small urban areas. Apartment complexes, shopping centers, industrial parks, hospitality businesses, office complexes, governmental buildings, schools, and large community recreation facilities are examples of uses that might be unique to this character area, or at least primarily and more concentrated within. The downtown and highway corridor subareas will require unique, and likely more intense, public investment, regulation, and other implementation measures. Community guidance and land use regulation in the Surrounding Urban Fringe and Highway Corridors outside the Baxley City Limits would require the coordination and cooperation of Appling County and the City of Baxley. Growth in the Downtown Baxley, the portions of the U.S. 1 and U.S. 341 Corridors within the city limits, and the remaining urban area within the city limits could be managed by the City of Baxley itself, although the lack of coordination with the adjacent county areas could pose problems and difficulties.

**U.S. 341 West Corridor.** The U.S. 341 West Corridor in and west of the City of Baxley to the City of Graham and the Jeff Davis County line just beyond (and actually on to the City of Hazlehurst) remains a recognized growth corridor, especially for commercial and industrial businesses. The highway is now completed as a divided four-lane highway for the entire length (except for five-lane sections in Baxley and Graham), has traffic volumes in excess of 11,000 per day, and at least is partly served by infrastructure for most of this length. The regional Tri-County Industrial Park is located in this corridor as well as Appling County's Park West Industrial Park. Baxley has extended sewer service to the Tri-County Park, while Graham has extended water service. The Norfolk Southern Railroad also runs parallel to U.S. 341 on the south side. The corridor was recognized as a special land use "target area" in the Heart of Georgia

Altamaha Regional Development Center's Regional Plan. After the Greater Baxley Character Area, this corridor will receive the most intense commercial/industrial growth.

This corridor will again be characterized during the planning period by a mixture of all land use types, but increasingly will be changing to greater commercial/industrial use. It is this change that necessitates special attention for public infrastructure, land use regulation, and other implementation policies and strategies of public guidance. This special attention will require coordination and cooperation by the City of Baxley, Appling County, the Appling County Development Authority, Southeast Georgia Regional Development Authority, and other public and private agencies.

**Altamaha River.** The entire northern border of Appling County is the Altamaha River, the most significant natural feature of a rural county with abundant natural and cultural resources. The Altamaha River's ecological and natural importance has been recognized by The Nature Conservancy which has labeled it one of the last 75 "Great Places" of the natural world. This agency is actively involved in facilitating the protection of the Altamaha River Corridor along its entire length. The Nature Conservancy owns a large natural area within Appling County in the Altamaha River Valley corridor, Moody Forest. Moody Forest is an area characterized by several unique natural communities, including the river swamp and an old growth longleaf pine forest. It is an area of natural significance comparable to a national park. An adjacent Wildlife Management Area (Moody Forest) purchased by the state from The Nature Conservancy original property purchase, and a portion of another state-owned wildlife management area, Bullard Creek Wildlife Management Area, both lie within the Altamaha River Valley corridor. The Edwin I. Hatch Nuclear Plant also is located adjacent to U.S. 1 and the Altamaha River. In addition, Falling Rocks Park and several other boat landings are located on the Altamaha River. The community also desires the location of a new state park along the Altamaha River, and such a park has been proposed in the past. The Altamaha River is of significant natural and economic importance to Appling County and the region. The Altamaha River has been somewhat threatened by unregulated residential development, but such development pressure remains relatively minor at present.

Principal land uses allowed in this character area should be conservation, forestry, and recreational with limited low density residential, commercial, public and transportation/compatible utility uses. The lack of county land use regulation is a major impediment to sound utilization and protection.

**Graham and Surrency.** Each of these small towns would be a character area in and of themselves. Neither has a true downtown in the traditional sense remaining, although both are traversed by U.S. 341. Because of U.S. 341, both have had relatively recent development of commercial uses along U.S. 341. In both cases, these were essentially convenience stores, although the one in Surrency is considerably larger and more of a truck stop. Graham has also had a couple of other highway oriented small businesses. Neither community has seen, nor is expected to see, major growth. Because of these circumstances, there is little need for character subareas in either of the two towns. The lack of public sewerage in both towns limits the type and intensity of future growth. There are needs to serve/protect the existing small town atmosphere, development, and quality of life, and to encourage additional compatible growth and development.

Land uses within the cities of Graham and Surrency are likely to continue to be predominantly low-density residential with some limited small business, and possibly, light-industrial growth. Some land use in all categories is likely to continue. Supportive public/institutional, recreational, transportation/communications/utility uses may possibly expand as well. Both of these communities would be helped with additional public infrastructure and land use regulation.

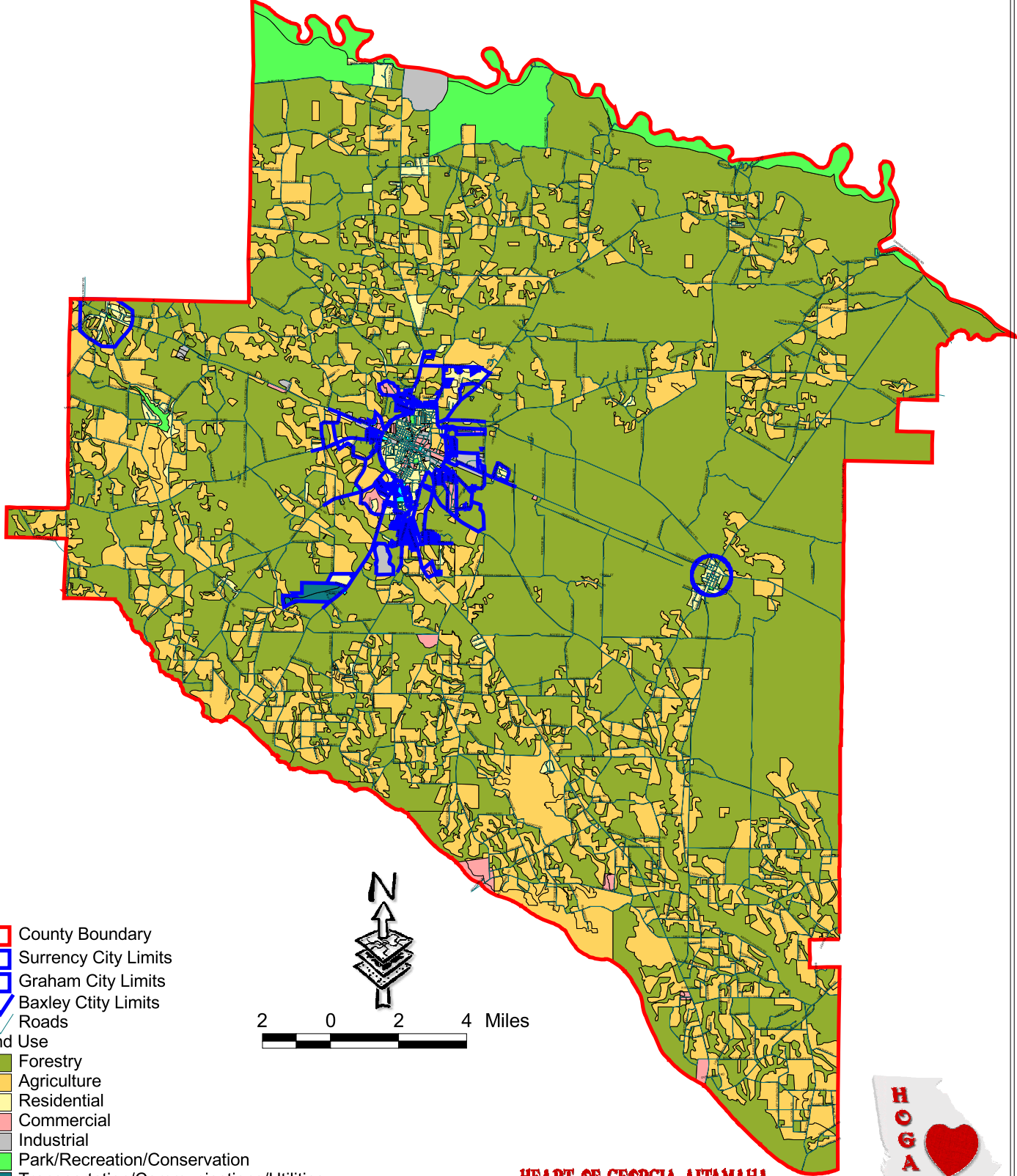
**Rural Appling County.** The vast majority of Appling County with its stable forestry/agricultural/rural land uses will be the largest character area. The verdant pine forests, the Altamaha River, and other natural and cultural assets offer attractions for residential growth to take advantage of the atmosphere, open spaces, and quality of life.



There are also advantages and potentials for economic development in a broader sense including agriculture, forestry, tourism, recreational, and value added concerns.

This remaining unincorporated area is primarily still characterized by agriculture and forestry uses. There is also scattered residential and neighborhood type commercial uses as well as transportation/communications/utilities uses, but in a rural setting. The future uses are envisioned with similar rural character land uses, although public park/recreation/conservation uses would be enhanced. There will be pockets of more intense residential growth, particularly near water bodies, such as the Altamaha River, Lake Mayers, and Lake Henry Grady, and existing residential developments. However, much of this residential development is expected south and west of Baxley. There is a need for supporting land use regulation, and for the community to proactively manage, guide, and direct growth and development and to protect its landscape and natural and cultural resources. This could also be helped through careful, controlled community investment and location of facilities, including paved roads, as well as through appropriate, coordinated land use regulation.

# LU-1 Appling County Existing Land Use



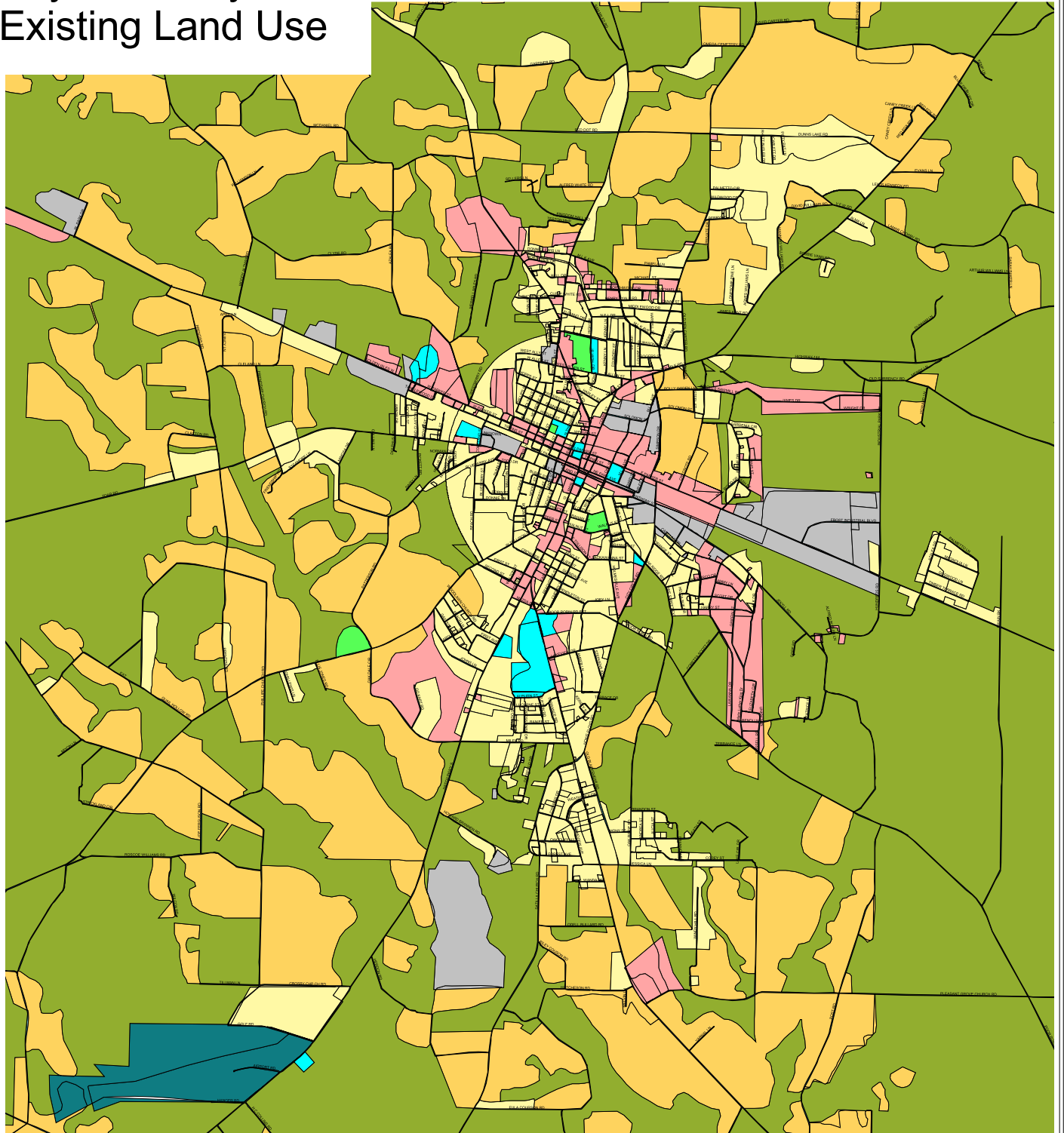
- County Boundary
- Surrency City Limits
- Graham City Limits
- Baxley City Limits
- Roads

- Land Use
- Forestry
  - Agriculture
  - Residential
  - Commercial
  - Industrial
  - Park/Recreation/Conservation
  - Transportation/Communications/Utilities
  - Public/Institutional

**HEART OF GEORGIA ALIYAMAHA  
REGIONAL DEVELOPMENT CENTER**



# LU-2 City of Baxley Existing Land Use



Land Use

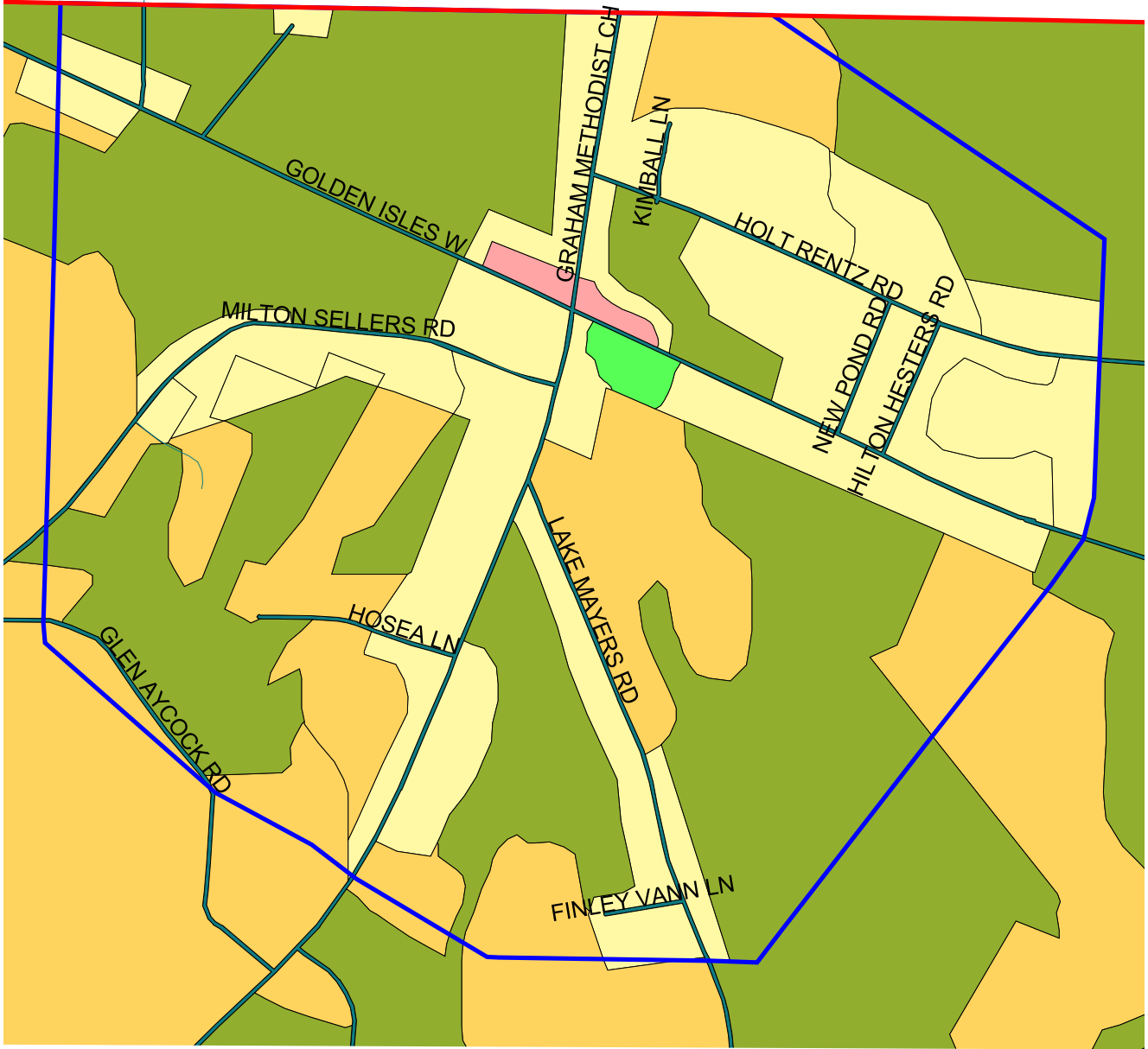
- Forestry
- Agriculture
- Residential
- Commercial
- Industrial
- Park/Recreation/Conservation
- Transportation/Communications/Utilities
- Public/Institutional

0.2 0 0.2 Miles



**HEART OF GEORGIA ALTAMAHA  
REGIONAL DEVELOPMENT CENTER**

# LU-3 City of Graham Existing Land Use



- ▭ County Boundary
- ▭ Graham City Limits
- ▬ Roads
- Land Use
- ▭ Forestry
- ▭ Agriculture
- ▭ Residential
- ▭ Commercial
- ▭ Industrial
- ▭ Park/Recreation/Conservation
- ▭ Transportation/Communications/Utilities
- ▭ Public/Institutional

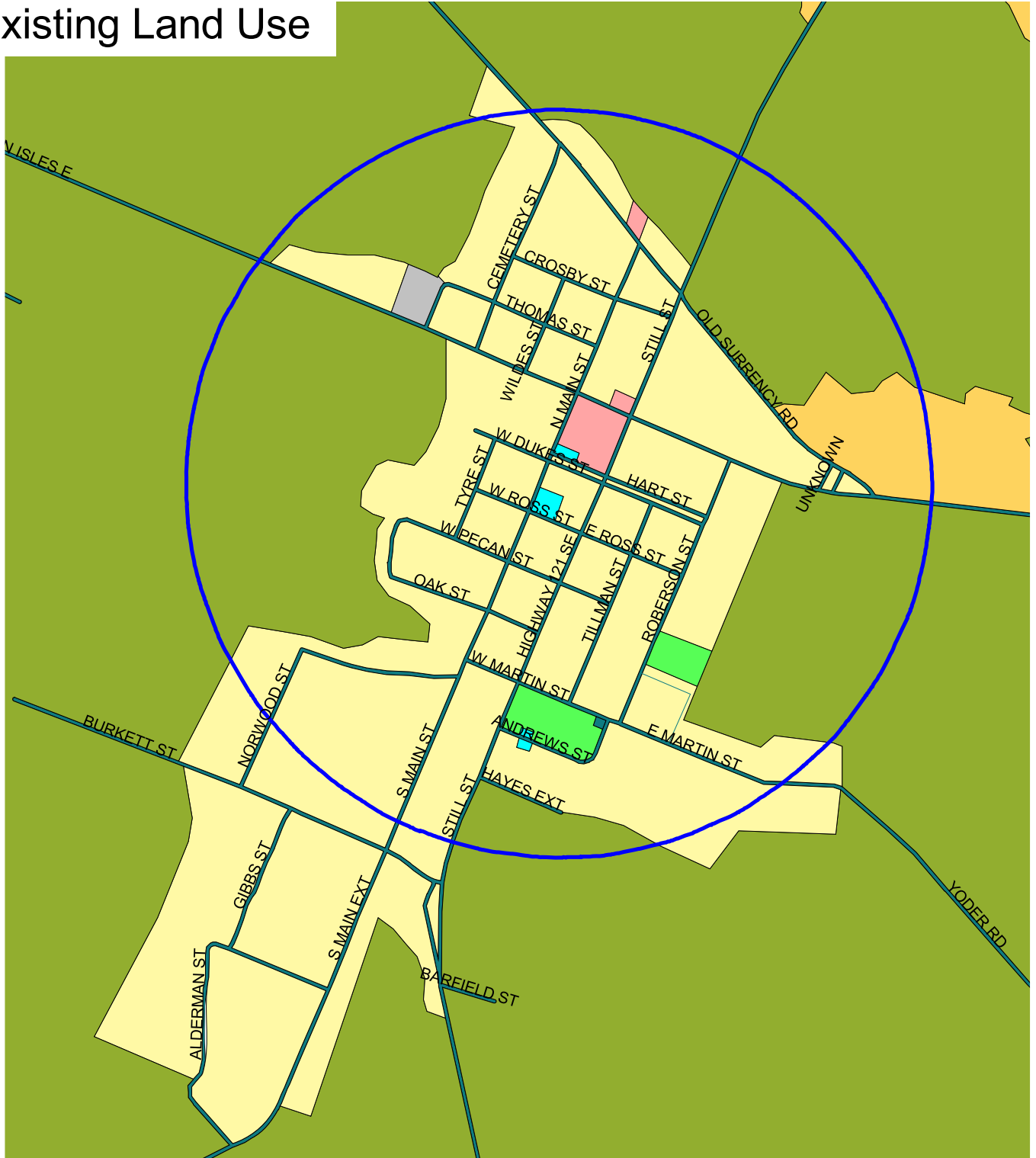


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**HEART OF GEORGIA ALTAMAHA  
REGIONAL DEVELOPMENT CENTER**

# LU-4 City of Surrency Existing Land Use



- Surrency City Limits
- Roads
- Land Use
  - Forestry
  - Agriculture
  - Residential
  - Commercial
  - Industrial
  - Park/Recreation/Conservation
  - Transportation/Communications/Utilities
  - Public/Institutional

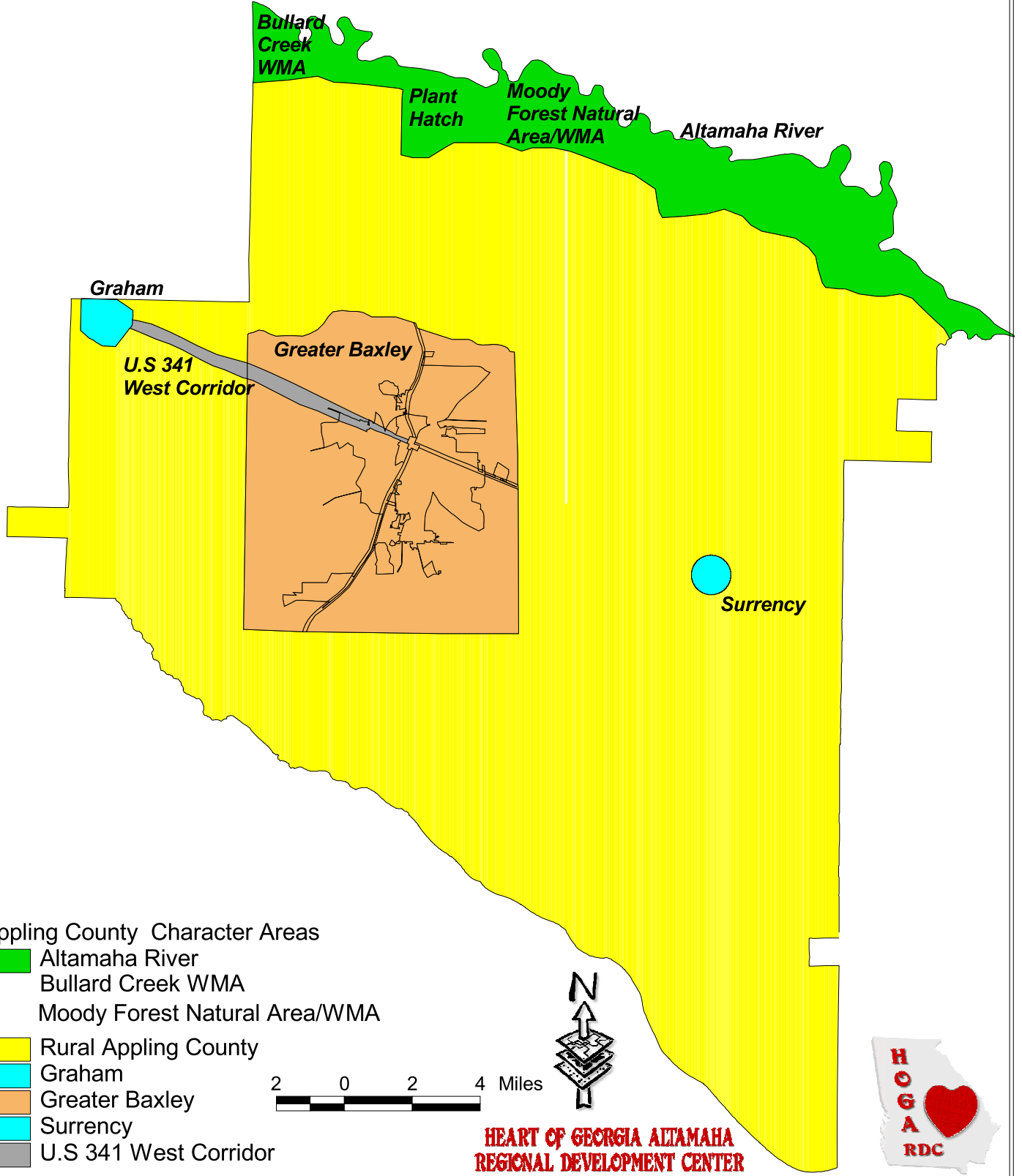


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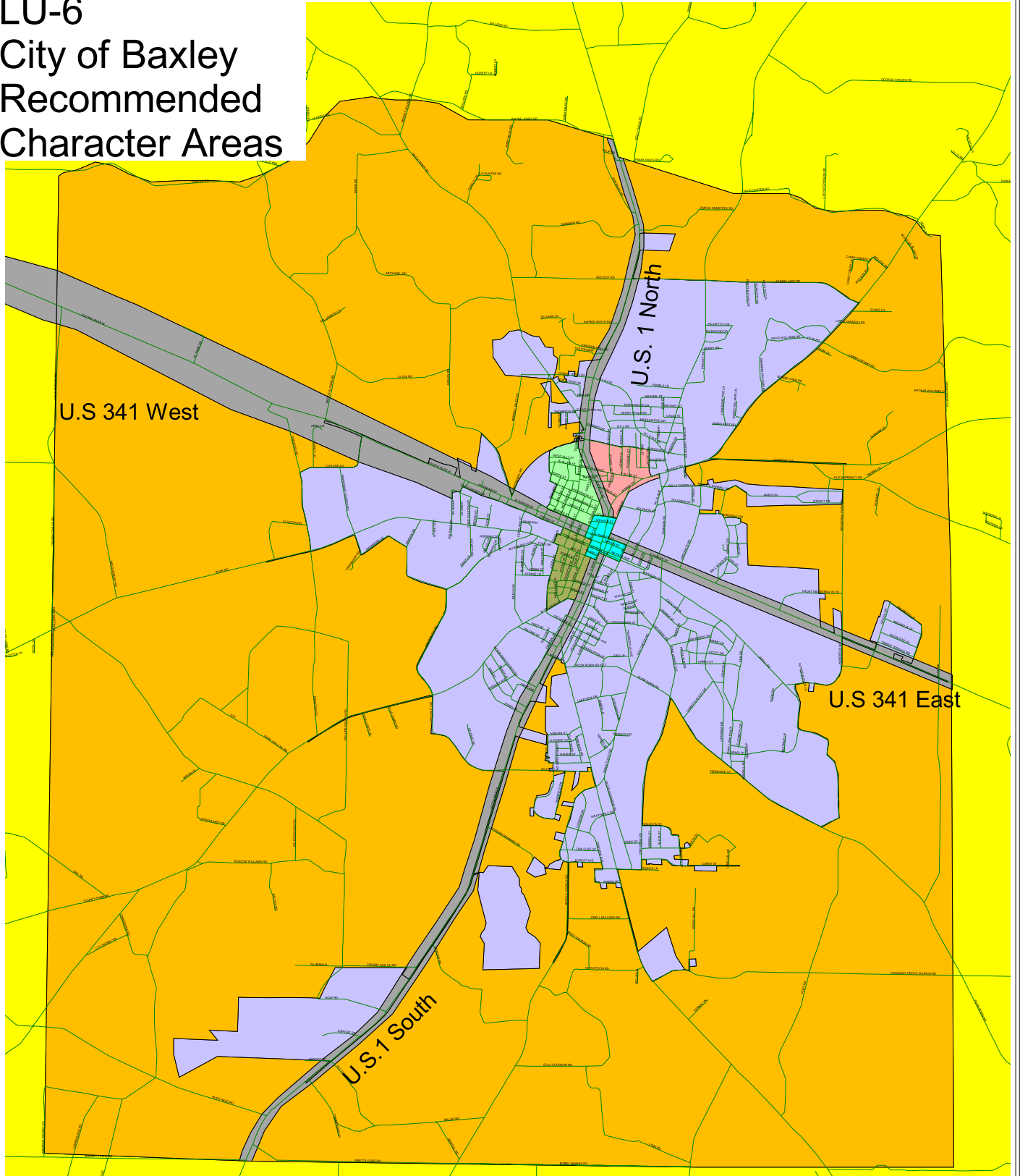
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# LU-5 Appling County Recommended Character Areas



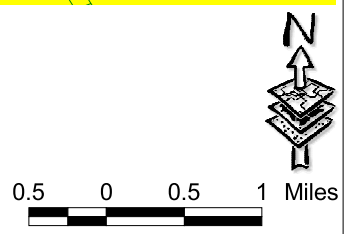
# LU-6 City of Baxley Recommended Character Areas



- Roads
- Baxley Character Areas**
- Baxley Urban Area (City Limits)
- County (Outside Urban Fringe)
- Downtown
- Baxley Urban Fringe (Remainder Outside City Limits)
- Northeast Baxley Neighborhood
- Northwest Baxley Neighborhood
- Southwest Baxley Neighborhood
- U.S. 1 Entranceways
- U.S. 341 Entranceways



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# **ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES**

## **Introduction**

The Quality Community Objectives are guidance targets established by the Georgia Department of Community Affairs in the “Local Planning Requirements” in preparation and implementation of a local comprehensive plan. They further elaborate the identified Statewide Planning Goals. A local government is required to evaluate the consistency of their policies, activities, and development patterns with these goals and objectives.

In general, Appling County and its municipalities’ policies, activities, and development patterns are supportive of and consistent with the Statewide Planning Goals. Variation of the statewide goals were all espoused in the currently adopted joint comprehensive plan. Some of this consistency, however, is due to a lack of growth pressure, and the relative stability of the local economy. The high incidence of poverty and low incomes, the stability of population levels, and the abundance of forest lands have resulted in quality environments without much development threat. The lack of comprehensive, existing land use regulation, the fragmentation of the forest industry, and the existing quality of life could pose threats and conflicts to continuation of desired growth patterns as more development, particularly residential, is attracted to Appling County.

## **Statewide Planning Goals**

The following Statewide Planning Goals are generally supported by Appling County and its municipalities’ policies, activities, and development patterns.



**Economic Development Goal:** To achieve a growing and balanced economy, consistent with the prudent management of the state's resources, that equitably benefits all segments of the population.

**Comment:** This is and has been a principal goal of all of Appling County.

**Natural and Cultural Resources Goal:** To conserve and protect the environmental, natural and cultural resources of Georgia's communities, regions and the state.

**Comment:** This is important to all of Appling County, especially because of the Altamaha River. It was a key strategy in the community's first joint comprehensive plan, and has been consistently expressed as a public and community desire.

**Community Facilities and Services Goal:** To ensure the provision of community facilities and services throughout the state to support efficient growth and development patterns that will protect and enhance the quality of life of Georgia's residents.

**Comment:** Appling County and its municipalities all strive to have adequate infrastructure to serve existing and future populations and to attract economic development, but they are limited by small tax bases and low incomes.

**Housing Goal:** To ensure that all residents of the state have access to adequate and affordable housing.

**Comment:** This is a continuing desire for all of Appling County, but is made more difficult by low incomes.

**Land Use and Transportation Goal:** To ensure the coordination of land use planning and transportation planning throughout the state in support of efficient growth and development patterns that will promote sustainable economic development, protection of natural and cultural resources and provision of adequate and affordable housing.

**Comment:** The need for transportation infrastructure improvements and corridor development are keys to future growth and development in Appling County, but there is currently only limited land use regulation outside of Baxley.

**Intergovernmental Coordination:** To ensure the coordination of local planning efforts with other local service providers and authorities, with neighboring communities and with state and regional plans and programs.

**Comment:** Appling County's governments have long worked well together from an innovative Municipal Services Agreement prior to the Service Delivery Strategy Act to economic development, both within the county and with its neighbors. The local Tri-County Industrial Park was the first in the state. This will be a continuing strategy.

## Quality Community Objectives

Consistency with these elaborations of the Statewide Planning Goals is more problematic since many do not seem to be applicable to a rural county with stable, slow growth, and since many also assume the existence of local land use regulation. The assessment tool survey of DCA was utilized in the initial draft assessment, but each Quality Community Objective is listed below with comment on Appling County and its municipalities.

**Regional Identity Objective:** Regions should promote and preserve an "identity," defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.

**Comment:** Appling County has always identified and cooperated in a regional identity of Georgia's Altamaha River and "Pine Belt," as a part of the Heart of Georgia Altamaha Region, and in joint projects with neighboring counties. This is not an issue.

**Growth Preparedness Objective:** Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer and telecommunications) to support new growth, appropriate training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.

**Comment:** This is an objective which is a basic expression of the purpose of a comprehensive plan, was addressed in the old plan, and will be addressed in this plan. There are unmet needs and issues in all of these subareas within Appling County and its municipalities. There is only limited land use/growth management regulation outside of Baxley.

**Appropriate Business Objective:** The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, 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.

**Comment:** Diverse economic development is a key to future growth of Appling County as a whole, and it is realized that current education levels/job skills limit economic development. It is also desired that the existing quality of life and natural and cultural resources of the county be protected.

**Educational Opportunities Objective:** 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.

**Comment:** The community is proud of its secondary school programs, and the facilities/programs of Altamaha Technical College--Baxley Campus, but wants to continue to improve both programs and facilities. There are continuing needs.

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

**Comment:** This is an issue within Appling County, especially in the expansion of high paying jobs and jobs to retain educated youth. It is a strong community desire to address.

**Heritage Preservation Objective:** 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.

**Comment:** This is an expressed desire of all of Appling County, but would be made more difficult under growth pressure because of a lack of zoning and comprehensive land use regulation outside of Baxley. There is some growth pressure beginning in rural Appling County.

**Open Space Preservation Objective:** 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.

**Comment:** This has not been an issue because of the large existing amount of farmland and timberland which dominates existing land use, but there are no mechanisms to achieve future set asides, especially given low tax bases and the lack of zoning and comprehensive land use regulation.

**Environmental Protection Objective:** Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, 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.

**Comment:** Environmental protection is not perceived as a local issue, but one for the state. However, there is recognition of the importance of the Altamaha River, and the need for its protection. There is minimal existing protection through solid waste, environmental planning criteria ordinances (not yet adopted in the County, but will be) and health department regulation. Again, there is a general local desire to protect natural and cultural resources and quality of life, but there is lack of supportive land use regulation.

**Regional Cooperation Objective:** 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.

**Comment:** There has been great success in Appling County in local and regional cooperation as noted elsewhere. Some of these include economic development, education, and health care. This is not an issue.

**Transportation Alternatives Objective:** 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.

**Comment:** This is not truly applicable to Appling County as large scale alternatives to the automobile in such a large, rural county are not realistic. There are some needs, especially given the age of the population and low incomes. There is no local public general purpose transit system, although the county is served by DHR's Coordinated Transit. There is a desire to improve bicycle and pedestrian facilities.

**Regional Solutions Objective:** 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.

**Comment:** As noted earlier, there have been many successes in intergovernmental cooperation in Appling County both within the county and with other counties. There are no Service Delivery controversies. This is not an issue.

**Housing Opportunities Objective:** Quality housing and a range of housing size, cost, and density should be provided in each community, to make it possible for all who work in the community to also live in the community.

**Comment:** Housing costs are relatively affordable in Appling County, but there has been great reliance on manufactured homes because of low incomes. All who work in Appling County can afford to live there, but there are housing condition problems and some cost burdened household issues.

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

**Comment:** This is truly not applicable to Appling County. Both of the small cities could be considered a “traditional neighborhood.” There is no identified market for such developments at this time. People want to live either in Baxley or the small cities on relatively large lots or more likely, large lots (an acre or more) in Appling County to preserve rural character.

**Infill Development Objective:** 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.

**Comment:** There is some vacant land, and more in need of redevelopment, within Baxley, and there is a desire for more intense residential, commercial, and industrial developments to locate in or near Baxley or in the U.S. 341 West Corridor. This is likely

to happen in any event because the only major public sewerage in the county is operated by the City of Baxley. There are also many opportunities for development within the two smaller municipalities as undeveloped land (or agriculture/forestry use) constitute large percentages of those towns' land areas. However, limited past growth has made the issue in much of the county to be the obtainment of compatible development of any kind, not just infill.

**Sense of Place Objective:** 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.

**Comment:** The development and redevelopment of Downtown Baxley has been expressed as an important concern for the community and an important focal point for future growth and development. Downtown Baxley remains a key community focal point for shopping, dining, government, meeting, cultural, and landmark uses at this point, and there is a desire that this continue. Neither of the small communities have much of a traditional downtown left, but both desire to continue to develop in their core, especially along U.S. 341.

## **LIST OF POTENTIAL ISSUES AND OPPORTUNITIES**

### Economic Development

#### Issues

Availability of Labor Force

Low educational/skill levels of labor force

Need to improve workforce work ethic

Need to work with existing industry to determine specific workforce needs

Existing industrial park improvements, include signage and Tri-County Park water capacity

Need for speculative building

Need for transportation improvements

-Need for traffic control (esp. U.S. 341)

-Need for U.S. 1 North landscaping

-Need for truck route

-Need for train overpass

Downtown Development

Need for funding for water/sewer infrastructure extension (esp. residential)

Need to maintain/improve medical facilities/services

Need to maintain/enhance school facilities/programs

Need to improve housing conditions

Need to increase housing development/availability

Need for land use planning/growth management/regulation

Need for improved appearance/aesthetics

Need for improved code enforcement

Need to enhance the quality of life

Need to enhance children and family entertainment activities/facilities

Need to establish a farmer's market

Need to improve incomes/address poverty

Need to expand jobs

Need to address empty buildings downtown and in shopping centers

#### Opportunities

Location and transportation access

Available water and sewer capacities

Available industrial land/parks

Southeast Georgia Regional Development Authority

Intergovernmental cooperation

Downtown Baxley/U.S. 341

Available/affordable land

Existing industry/economic base



Forestry/Agriculture  
Alternative fuel development  
Natural Resources - - Altamaha River/Moody Forest/Lake Mayers, etc.  
Tourism (festival, natural, agricultural, etc.)  
Altamaha Tech facilities/programs/training  
Recreation/Community Facilities (Waterworks Park, Surrency School, Old Junior High, etc.)  
New school facilities

### Natural and Cultural Resources

#### Issues

Downtown buildings  
Need to improve/enhance appearance/scenic beauty  
Need to promote nature-based tourism  
Need to develop recreational lake  
Need for additional recreational facilities along Altamaha River, including possible state park  
Need for nature trails (Bullard Creek, Falling Rocks to Eason's Landing, etc.)  
Need to develop/promote civic center

#### Opportunities

Existing natural/scenic areas (including Altamaha River, Moody Forest, Bullard Creek, etc.)  
Lake Mayers  
Tuten Environmental Park  
Historic properties worthy of preservation  
Downtown Baxley  
Surrency Bank  
Heritage Center  
Arts Council/Caroline Miller  
Forestry/Turpentine  
Agriculture  
High School Auditorium/Civic Center

### Housing

#### Issues

Need for housing rehabilitation  
Lack of infrastructure in existing or potential neighborhoods/housing developments in Baxley  
Lack of land use regulation  
Lack of code enforcement in county/smaller cities  
Lack of subdivision regulation  
Outdated Baxley subdivision regulations

Lack of planning in manufactured home parks  
Abandoned manufactured homes/dwellings  
Need for more rental properties (all income levels)  
Need for improved public housing facilities/developments

Opportunities

Existing Public Housing Grant for new Pine Street Extension development  
Christmas in April Program expansion  
Affordable land  
Development of second floor downtown loft apartments in Baxley

Land Use

Issues

Lack of regulations  
Lack of code enforcement  
Appearance/nuisances  
Junkyards/Baxley entrances  
Abandoned buildings/houses/manufactured homes  
Downtown Baxley  
Increasing amount of rural land sales, esp. to those from Florida, and price impacts  
Fragmented Baxley City Limits

Opportunities

Affordable, available land  
Attractive climate for immigrants/retirees  
Location  
Downtown/U.S. 341 Corridor in Baxley  
U.S. 341 Corridor between Baxley and Hazlehurst  
Natural Resources/Altamaha River  
Forestry/agriculture

Community Facilities/Services

Issues

Lack of infrastructure extension and its financing  
Need for water withdrawal permit capacity expansion in Baxley  
Need for airport improvements (esp. hangars)  
Need for more paving of dirt/connector roads  
Need for truck route/traffic congestion relief in Baxley

Need for railroad overpass in Baxley  
Need for bike/pedestrian improvements  
Need for recreational facility improvements (County Complex, Southside Park, E.J. Parker/Old Junior High)  
Need for Waterworks Park development  
Need for Altamaha River/Natural Resource improvements (incl. nature trail between Falling Rocks Park/Bullard Creek/Moody Forest)  
Need for State Park  
Need for new Headstart/Senior Center building(s)  
Need for recycling study  
Need for library expansion  
Need for broader cultural opportunities/utilization of new high school auditorium  
Need for Surrency School improvements

Opportunities

New governmental buildings (Courthouse and Annex, City Hall, etc.)  
New school facilities  
Altamaha Technical College  
Hospital/New Nursing Home  
New High School Auditorium  
Heritage Center  
Surrency School/Surrency Bank

Intergovernmental Coordination

Issues

Need for cooperation/coordination in planning/land use regulation  
Impact of Baxley City Limits on Service Provision  
Possible service consolidations  
Improved fire protection coordination

Opportunities

Economic Development  
Transportation improvements  
Education facilities/services

**TABLE P-1**  
**HISTORIC POPULATION AND PERCENT CHANGE**  
**Appling County, Baxley, Graham, Surrency, Georgia, and U.S.**  
**1980-2004**

	<b>1980</b>	<b>1990</b>	<b>1980-1990 % Change</b>	<b>2000</b>	<b>1990-2000 % Change</b>	<b>2004</b>	<b>2000-2004 % Change</b>	<b>1980-2000 % Change</b>
<b>Appling County</b>	15,565	15,744	1.2	17,419	10.6	17,906	2.7	11.9
<b>Baxley</b>	3,586	3,841	7.1	4,150	8.0	4,454	7.3	15.7
<b>Graham</b>	N/A	N/A	N/A	312	N/A	323	3.5	N/A
<b>Surrency</b>	368	253	-31.2	237	-6.3	244	2.9	-33.6
<b>Georgia</b>	5,462,989	6,478,216	18.6	8,229,820	27.0	8,684,715	5.5	50.6
<b>United States</b>	224,810,192	248,709,873	10.6	281,421,906	13.2	290,809,777	3.3	25.2

Sources: US Bureau of the Census, Census of Population, 1980, 1990, and 2000; [www.census.gov](http://www.census.gov), 2006.

**TABLE P-2**  
**CURRENT AND HISTORIC POPULATION AND PERCENT CHANGE**  
**Appling County and Surrounding Counties**  
**1980-2004**

	<b>1980</b>	<b>1990</b>	<b>1980-1990 % Change</b>	<b>2000</b>	<b>1990-2000 % Change</b>	<b>2004</b>	<b>2000-2004 % Change</b>	<b>1980-2000 % Change</b>
<b>Appling County</b>	15,565	15,744	1.2	17,419	10.6	17,906	2.7	11.9
<b>Bacon County</b>	9,406	9,566	1.7	10,103	5.6	10,334	2.2	7.4
<b>Jeff Davis County</b>	11,473	12,032	4.9	12,684	5.4	12,880	1.5	10.6
<b>Pierce County</b>	11,915	13,328	11.9	15,636	17.3	16,702	6.8	31.2
<b>Tattnall County</b>	18,134	17,722	-2.2	22,305	25.8	23,015	3.1	23.0
<b>Toombs County</b>	22,592	24,072	6.6	26,067	8.3	26,816	2.8	15.4
<b>Wayne County</b>	20,750	22,356	7.7	26,565	18.8	28,092	5.7	28.0

Sources: US Bureau of the Census, Census of Population, 1980, 1990, and 2000; [www.census.gov](http://www.census.gov), 2006.

**TABLE P-3  
POPULATION PROJECTIONS  
Appling County and Georgia  
2005-2030**

	2005	2006	2007	2008	2009	2010	2011	2015	2020	2025	2030
<b>Appling County (DCA, from U.S. Bureau of the Census (SF 1))</b>	17,954					18,346		18,810	19,273	19,737	20,200
<b>Georgia (DCA, from U.S. Bureau of the Census (SF 1))</b>	8,918,129					9,550,897		10,233,118	10,915,340	11,597,562	12,279,784
<b>Appling County (HOGA RDC)</b>	17,954	18,344	18,509	18,675	18,884	19,178	19,217	20,082	21,029	22,021	22,998
Note: <sup>1</sup> Adjusted numbers are due to the Woods and Poole Inc. estimate of 2004 being lower than the 2004 US Bureau of the Census estimate. Adjusted by HOGARDC Staff proportionately to retain individual methodologies											

Sources: Georgia Department of Community Affairs, utilizing U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), SF 1 data as original source, [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006; Georgia Office of Planning and Budget, 2005; Heart of Georgia Altamaha RDC Staff, 2006.

**TABLE P-4  
POPULATION PROJECTIONS  
Appling County, Baxley, Graham, and Surrency  
2005-2030**

	2005	2006	2007	2008	2009	2010	2011	2015	2020	2025	2030
<b>Appling County</b>	17,954	18,344	18,509	18,675	18,884	19,178	19,217	20,082	21,029	22,021	22,998
<b>Baxley</b>	4,402	4,430	4,453	4,475	4,498	4,523	4,543	4,638	4,752	4,869	4,984
<b>Graham</b>	325	331	334	336	339	344	347	357	370	384	397
<b>Surrency</b>	245	247	248	250	251	253	255	261	268	275	282

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff; 2006.

**TABLE P-5  
COMMUTING PATTERNS  
Appling County  
1990-2000**

<b>Category</b>	<b>1990</b>	<b>2000</b>
Daytime Population Inside County	16,916	17,261
Number of People Leaving the County During the Day to Work	1,332	2,029
Number of People Coming Into the County During the Day to Work	2,504	1,871
Total Number of Workers During the Day	7,563	7,310

Source: U.S. Bureau of the Census, [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-6  
TOTAL NUMBER OF HOUSEHOLDS  
Appling County, Baxley, Graham, and Surrency, and Georgia  
1980-2000**

<b>Total Households</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Appling County	5,117	5,834	6,606
Baxley	1,261	1,442	1,567
Graham	N/A	N/A	120
Surrency	123	97	98
Georgia	1,869,754	2,366,615	3,007,678

Sources: U.S. Bureau of the Census, 1983, [www.census.gov](http://www.census.gov), 2006 (STF 1 data was used to obtain 1990 figures. SF 1 data was used to obtain 2000 figures.).

**TABLE P-7  
AVERAGE HOUSEHOLD SIZE  
Appling County, Georgia, and the U.S.  
1980-2030**

<b>Persons per Household</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Appling County	2.99	2.67	2.60	2.56	2.56	2.53	2.51	2.48	2.44
Georgia	2.84	2.66	2.65	2.61	2.59	2.59	2.60	2.63	N/A
United States	2.74	2.63	2.59	2.56	2.54	2.54	2.55	2.58	N/A

Sources: U.S. Census Bureau, 1983, [www.census.gov](http://www.census.gov), 2006 (STF 1 data was used to obtain 1990 figures. SF 1 data was used to obtain 2000 figures.), Projections for Appling County by Heart of Georgia Altamaha RDC staff, utilizing U.S. Bureau of the Census SF 1 data as original source, 2006, Projections for Georgia and the U.S. by Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006.



**TABLE P-8**  
**CURRENT AND PROJECTED NUMBER OF HOUSEHOLDS**  
**Appling County and Georgia**  
**2000-2030**

<b>Total Households</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Appling County</b>							
Unadj. Households	6,606	6,978	7,351	7,723	8,095	8,467	8,840
Persons Per Household	2.60	2.56	2.56	2.53	2.51	2.48	2.44
RDC Population	17,419	17,954	19,178	20,082	21,029	22,021	22,998
Adj. Households	6,606	6,901	7,355	7,779	8,199	8,698	9,241
<b>Georgia</b>							
Unadj. Households	3,022,410	3,265,030	3,501,380	3,727,580	3,929,140	4,108,410	N/A
Persons Per Household	2.650	2.610	2.590	2.590	2.600	2.630	N/A
Adj. Households	3,006,409	3,311,408	3,551,311	3,799,902	3,984,730	4,166,789	N/A

Sources: County and Georgia data by Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006 (adjusted by HOGARDC, 2006).

NOTE: The number of households and persons per household were adjusted proportionately according to RDC population projections.

**TABLE P-8A  
 HISTORIC, CURRENT, AND PROJECTED NUMBER OF HOUSEHOLDS  
 AND AVERAGE HOUSEHOLD SIZE  
 Baxley, Graham, and Surrency  
 1980-2030**

	1980	1990	2000	2005	2010	2015	2020	2025	2030
<b>Baxley</b>									
Total Households	1,261	1,442	1,567	1,602	1,656	1,716	1,763	1,834	1,913
Persons Per Household	2.75	2.67	2.60	2.56	2.52	2.47	2.44	2.41	2.37
<b>Graham</b>									
Total Households	N/A	N/A	120	126	134	140	147	155	163
Persons Per Household	N/A	N/A	2.60	2.58	2.57	2.55	2.52	2.48	2.44
<b>Surrency</b>									
Total Households	123	97	98	102	107	111	115	120	125
Persons Per Household	3.00	2.61	2.42	2.40	2.37	2.35	2.33	2.30	2.26

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff projections, 2006.

**TABLE P-9**  
**HISTORIC POPULATION AGE DISTRIBUTION**  
**Appling County, Georgia, and U.S.**  
**1980-2000**

	United States			Georgia			Appling County					
	Percent			Percent			Percent			Number		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Total</b>	100	100	100	100	100	100	100	100	100	15,565	15,744	17,419
<b>Less Than 25</b>	41.4	36.5	35.3	43.5	39.7	36.7	46.1	39.1	36.2	7,169	6,154	6,298
<b>Age 25-54</b>	37.7	42.6	43.6	38.6	46.0	45.6	35.1	40.3	42.2	5,458	6,343	7,348
<b>Age 55-64</b>	9.6	8.4	8.6	8.5	3.8	8.1	8.5	8.4	9.8	1,321	1,319	1,711
<b>Age 65 &amp; Over</b>	11.3	12.5	12.4	9.4	10.5	9.6	10.3	12.2	11.8	1,607	1,928	2,062

Sources: US Bureau of the Census, Census of Population, 1983 (1980 data); [www.census.gov](http://www.census.gov), 2006 (1990 and 2000 data).

**TABLE P-10**  
**DETAILED AGE DISTRIBUTION**  
**Appling County, Georgia, and U.S.**  
**2000**

	United States	Georgia	Appling County
<b>Total</b>	100	100	17,419 (100)
<b>Age 0 to 4</b>	6.8	7.2	1,273 (7.3)
<b>Age 5 to 9</b>	7.3	7.5	1,252 (7.2)
<b>Age 10 to 14</b>	7.3	7.5	1,282 (7.4)
<b>Age 15 to 19</b>	7.1	7.2	1,422 (8.2)
<b>Age 20 to 24</b>	6.8	7.2	1,069 (6.1)
<b>Age 25 to 34</b>	14.1	15.8	2,312 (13.3)
<b>Age 35 to 44</b>	16.3	16.8	2,657 (15.3)
<b>Age 45 to 54</b>	13.4	13.1	2,379 (13.7)
<b>Age 55 to 59</b>	4.8	4.5	949 (5.4)
<b>Age 60 to 64</b>	6.6	3.5	762 (4.4)
<b>Age 65 &amp; Over</b>	12.4	9.6	2,062 (11.9)

Source: US Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE P-11**  
**HISTORIC POPULATION BY AGE DISTRIBUTION**  
**Appling County, Baxley, Graham, and Surrency**  
**1980-2000**

	Appling County			Baxley			Graham			Surrency		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>TOTAL Population</b>	15,565	15,744	17,419	3,586	3,841	4,150	N/A	N/A	312	368	253	237
<b>0 – 4 Years Old</b>	1,342	1,084	1,273	306	260	316	N/A	N/A	23	26	17	17
<b>5 – 13 Years Old</b>	2,707	2,614	2,534	570	705	599	N/A	N/A		78	36	43
<b>14 – 17 Years Old</b>	1,315	886	922	275	233	231	N/A	N/A		25	16	5
<b>18 – 20 Years Old</b>	764	728	718	171	161	204	N/A	N/A		14	12	7
<b>21 – 24 Years Old</b>	1,041	842	851	226	198	226	N/A	N/A	78*	24	7	14
<b>25 – 34 Years Old</b>	2,308	2,410	2,312	484	539	513	N/A	N/A	46	55	31	26
<b>35 – 44 Years Old</b>	1,768	2,300	2,657	353	483	593	N/A	N/A	46	39	44	36
<b>45 – 54 Years Old</b>	1,382	1,633	2,379	300	338	492	N/A	N/A	43	30	16	41
<b>55 – 64 Years Old</b>	1,321	1,319	1,711	347	326	373	N/A	N/A	42	26	30	16
<b>65 Years and Over</b>	1,607	1,928	2,062	554	598	603	N/A	N/A	34	51	44	32

Sources: US Bureau of the Census, Census of Population, 1983 (1980 data), [www.georgiaplanning.com](http://www.georgiaplanning.com), [www.census.gov](http://www.census.gov), 2006 (1990 and 2000 data).

\* Note: Different Census categories were utilized for the City of Graham for 2000 data. Census categories were combined to get the numbers in the table. However, 78 persons were not identified in a particular category because census categories (Ages 5-24) are combined differently from [georgiaplanning.com](http://georgiaplanning.com).

**TABLE P-12**  
**PROJECTED POPULATION BY AGE**  
**Appling County**  
**2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Total</b>	17,419	17,884	18,349	18,811	19,273	19,738	20,203
<b>Age 0 to 4</b>	1,273	1,253	1,234	1,214	1,194	1,174	1,155
<b>Age 5 to 13</b>	2,534	2,491	2,448	2,404	2,361	2,318	2,275
<b>Age 14 to 17</b>	922	824	726	627	529	431	333
<b>Age 18 to 20</b>	718	707	695	684	672	661	649
<b>Age 21 to 24</b>	851	804	756	709	661	614	566
<b>Age 25 to 34</b>	2,312	2,313	2,314	2,315	2,316	2,317	2,318
<b>Age 35 to 44</b>	2,657	2,879	3,102	3,324	3,546	3,768	3,991
<b>Age 45 to 54</b>	2,379	2,628	2,878	3,127	3,376	3,625	3,875
<b>Age 55 to 64</b>	1,711	1,809	1,906	2,004	2,101	2,199	2,296
<b>Age 65 &amp; Over</b>	2,062	2,176	2,290	2,403	2,517	2,631	2,745

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff, 2006.

**TABLE P-13**  
**PROJECTED POPULATION BY AGE**  
**Baxley**  
**2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Total</b>	4,150	4,291	4,434	4,575	4,714	4,845	4,988
<b>Age 0 to 4</b>	316	319	321	324	326	329	331
<b>Age 5 to 13</b>	599	606	614	621	628	635	643
<b>Age 14 to 17</b>	231	220	209	198	187	176	165
<b>Age 18 to 20</b>	204	212	221	229	237	245	254
<b>Age 21 to 24</b>	226	226	226	226	226	226	226
<b>Age 25 to 34</b>	513	520	528	535	542	549	557
<b>Age 35 to 44</b>	593	653	713	773	833	893	953
<b>Age 45 to 54</b>	492	540	588	636	684	732	780
<b>Age 55 to 64</b>	373	380	386	393	399	406	412
<b>Age 65 &amp; Over</b>	603	615	628	640	652	654	677

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff, 2006.

**TABLE P-14**  
**PROJECTED POPULATION BY AGE**  
**Graham**  
**2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Total</b>	312	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 0 to 4</b>	23	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 5 to 13</b>		N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 14 to 17</b>		N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 18 to 20</b>		N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 21 to 24</b>	78*	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 25 to 34</b>	46	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 35 to 44</b>	46	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 45 to 54</b>	43	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 55 to 64</b>	42	N/A	N/A	N/A	N/A	N/A	N/A
<b>Age 65 &amp; Over</b>	34	N/A	N/A	N/A	N/A	N/A	N/A

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff, 2006.

\* Note: Different Census categories were utilized for the City of Graham for 2000 data. Census categories were combined to get the numbers in the table. However, 78 persons were not identified in a particular category because census categories (Ages 5-24) are combined differently from [georgiaplanning.com](http://georgiaplanning.com).



**TABLE P-15**  
**PROJECTED POPULATION BY AGE**  
**Surrency**  
**2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Total</b>	237	205	180	150	124	107	99
<b>Age 0 to 4</b>	17	15	13	10	8	6	4
<b>Age 5 to 13</b>	43	34	26	17	8	0	0
<b>Age 14 to 17</b>	5	0	0	0	0	0	0
<b>Age 18 to 20</b>	7	5	4	2	0	0	0
<b>Age 21 to 24</b>	14	12	9	7	4	2	0
<b>Age 25 to 34</b>	26	19	12	4	0	0	0
<b>Age 35 to 44</b>	36	35	35	34	33	32	32
<b>Age 45 to 54</b>	41	44	47	49	52	55	58
<b>Age 55 to 64</b>	16	14	11	9	6	4	1
<b>Age 65 &amp; Over</b>	32	27	23	18	13	8	4

Sources: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com), utilizing U.S. Bureau of the Census SF 1 data as original source, 2006; Heart of Georgia Altamaha RDC Staff, 2006.

**TABLE P-16  
PROJECTED POPULATION AGE DISTRIBUTION  
Appling County, Baxley, Graham, and Surrency  
2000-2030**

<b>Appling County</b>			
	<b>2000</b>	<b>2030</b>	<b>2000-2030 % Change</b>
<b>Total</b>	17,419	20,203	15.9
<b>Less Than 25</b>	6,298	4,978	-20.9
<b>Age 25-54</b>	7,348	10,184	38.5
<b>Age 55-64</b>	1,711	2,296	34.1
<b>Age 65 &amp; Over</b>	2,062	2,745	33.1
<b>Baxley</b>			
	<b>2000</b>	<b>2030</b>	<b>2000-2030 % Change</b>
<b>Total</b>	4,150	4,998	20.4
<b>Less Than 25</b>	1,576	1,619	2.7
<b>Age 25-54</b>	1,598	2,290	43.3
<b>Age 55-64</b>	373	412	10.4
<b>Age 65 &amp; Over</b>	603	677	12.2
<b>Graham</b>			
	<b>2000</b>	<b>2030</b>	<b>2000-2030 % Change</b>
<b>Total</b>	312	N/A	N/A
<b>Less Than 25</b>	101	N/A	N/A
<b>Age 25-54</b>	135	N/A	N/A
<b>Age 55-64</b>	42	N/A	N/A
<b>Age 65 &amp; Over</b>	34	N/A	N/A
<b>Surrency</b>			
	<b>2000</b>	<b>2030</b>	<b>2000-2030 % Change</b>
<b>Total</b>	237	99	-58.2
<b>Less Than 25</b>	86	4	-95.3
<b>Age 25-54</b>	103	90	-12.6
<b>Age 55-64</b>	16	1	-93.7
<b>Age 65 &amp; Over</b>	32	4	-87.5

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; Heart of Georgia Altamaha RDC staff, 2006.

**TABLE P-17**  
**POPULATION BY RACE**  
**Appling County, Baxley, Graham, Surrency, Georgia, and U.S.**  
**1980**

Category	U.S.	Georgia	Appling County	Baxley	Graham	Surrency
<b>TOTAL Population</b>	224,810,192	5,457,566	15,565	3,586	N/A	368
<b>White</b>	186,877,632	3,944,056	12,381	2,535	N/A	242
<b>Black</b>	26,338,700	1,462,670	3,137	1,035	N/A	122
<b>American Indian or Alaska Native</b>	1,378,993	7,400	12	2	N/A	4
<b>Asian or Pacific Islander</b>	3,429,179	22,911	24	11	N/A	0
<b>Other</b>	6,726,155	18,572	11	3	N/A	0
<b>Hispanic Origin</b>	14,538,182	61,223	124	36	N/A	14

Source: US Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE P-17 (Continued)**  
**POPULATION BY RACE**  
**Appling County, Baxley, Graham, Surrency, Georgia, and U.S.**  
**1990**

Category	U.S.	Georgia	Appling County	Baxley	Graham	Surrency
<b>TOTAL Population</b>	248,709,873	6,478,216	15,744	3,841	N/A	253
<b>White</b>	199,686,070	4,600,148	12,356	2,403	N/A	194
<b>Black</b>	29,986,060	1,746,565	3,268	1,397	N/A	57
<b>American Indian or Alaska Native</b>	1,959,234	13,348	17	2	N/A	2
<b>Asian or Pacific Islander</b>	7,273,662	75,781	41	17	N/A	0
<b>Other</b>	9,804,847	42,374	62	22	N/A	0

Source: US Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE P-17 (Continued)**  
**POPULATION BY RACE**  
**Appling County, Baxley, Graham, Surrency, Georgia, and U.S.**  
**2000**

Category	U.S.	Georgia	Appling County	Baxley	Graham	Surrency	1980-2000 % Change (U.S.)	1980-2000 % Change (GA)	1980-2000 % Change (Appling)
<b>TOTAL Population</b>	281,421,906	8,186,453	17,419	4,150	312	237	25.2	50.0	11.9
<b>White</b>	211,460,626	5,327,281	13,376	2,377	165	168	13.2	35.1	8.0
<b>Black</b>	34,658,190	2,349,542	3,412	1,574	143	58	31.6	60.6	-8.0
<b>American Indian or Alaska Native</b>	2,475,956	21,737	36	9	0	2	79.5	193.7	200.00
<b>Asian or Pacific Islander</b>	10,641,833	177,416	54	25	0	0	210.3	674.4	125.00
<b>Other</b>	15,359,073	196,289	434	131	3	7	128.3	956.9	3845.00
<b>Two or More Races</b>	6,826,228	114,188	107	34	1	2	N/A	N/A	N/A

Source: US Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE P-18**  
**PERCENT OF POPULATION BY RACE**  
**Appling County, Georgia, and U.S.**  
**2000**

	United States	Georgia	Appling County
<b>TOTAL Population</b>	100	100	100
<b>White</b>	75.1	65.1	76.8
<b>Black</b>	12.3	28.7	19.6
<b>American Indian or Alaska Native</b>	0.9	0.3	0.2
<b>Asian or Pacific Islander</b>	3.8	2.2	0.3
<b>Other</b>	5.5	2.4	2.5
<b>Two or More Races</b>	2.4	1.4	0.6

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE P-19  
PROJECTED PERCENT OF POPULATION BY RACE  
Appling County, Georgia, and U.S.  
2000-2030**

	United States							Georgia							Appling County							
	2000	2005	2010	2015	2020	2025	2030	2000	2005	2010	2015	2020	2025	2030	2000	2005	2010	2015	2020	2025	2030	
<b>Total</b>	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
<b>White Pop.</b>	70.48	68.31	66.28	64.39	62.57	60.75	N/A	63.49	62.02	60.50	59.00	57.45	55.86	N/A	76.8	76.2	75.6	75.1	74.6	74.1	73.6	
<b>Black Pop.</b>	12.31	12.38	12.48	12.56	12.60	12.62	N/A	28.82	29.06	29.40	29.70	29.89	29.99	N/A	19.6	19.5	19.3	19.2	19.1	19.0	18.9	
<b>Native American</b>	0.76	0.77	0.78	0.78	0.78	0.78	N/A	0.22	0.21	0.21	0.20	0.19	0.18	N/A	0.21	0.23	0.26	0.29	0.31	0.33	0.36	
<b>Asian &amp; Pacific Islander</b>	3.90	4.42	4.97	5.50	6.03	6.59	N/A	2.17	2.64	3.19	3.77	4.37	5.05	N/A	0.31	0.35	0.38	0.41	0.44	0.47	0.49	
<b>Hispanic, any Race</b>	12.56	14.12	15.49	16.76	18.02	19.27	N/A	5.31	6.07	6.70	7.34	8.10	8.91	N/A	4.5	5.4	6.1	6.9	7.8	8.2	8.9	

Note: Percentages do not equal 100 because of races of two or more

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-20**  
**PROJECTED PERCENT CHANGE IN POPULATION BY RACE**  
**Appling County, Georgia, and U.S.**  
**2000-2030**

	United States % Change	Georgia % Change	Appling County % Change
<b>Total</b>	30.2	50.0	16.0
<b>White Population</b>	N/A	N/A	11.2
<b>Black Population</b>	N/A	N/A	12.1
<b>Native American</b>	N/A	N/A	700.0
<b>Asian &amp; Pacific Islander</b>	N/A	N/A	83.3
<b>Hispanic, any Race</b>	N/A	N/A	1,576.7

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-21**  
**PROJECTED POPULATION BY RACE**  
**Appling County**  
**2000-2030**

	2000	2005	2010	2015	2020	2025	2030	% Change 2000-2030
<b>Total</b>	18,211	18,843	19,473	20,103	20,733	21,365	21,955	20.7
<b>White Population</b>	13,376	13,625	13,874	14,122	14,371	14,620	14,869	11.1
<b>Black Population</b>	3,412	3,481	3,550	3,618	3,687	3,756	3,825	12.1
<b>Native American</b>	36	42	48	54	60	66	72	100.0
<b>Asian &amp; Pacific Islander</b>	54	62	69	77	84	92	99	83.3
<b>Other</b>	541	674	806	939	1,071	1,204	1,336	146.9
<b>Hispanic, any Race</b>	792	959	1,126	1,293	1,460	1,627	1,794	126.5

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006 (as adjusted by HOGARDC Staff proportionately)



**TABLE P-22**  
**PROJECTED POPULATION BY RACE**  
**Baxley**  
**2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>% Change 2000-2030</b>
<b>Total</b>	4,450	4,659	4,865	5,072	5,278	5,487	5,693	27.9
<b>White Population</b>	2,377	2,338	2,298	2,259	2,219	2,180	2,140	-9.9
<b>Black Population</b>	1,574	1,709	1,844	1,978	2,113	2,248	2,383	51.3
<b>Other</b>	199	246	291	337	382	429	474	138.1
<b>Hispanic</b>	300	366	432	498	564	630	696	132.0

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006 (as adjusted by HOGARDC Staff proportionately).

**TABLE P-23  
PROJECTED POPULATION BY RACE  
Graham  
2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>% Change 2000-2030</b>
<b>Total</b>	312	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>White Population</b>	165	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Black Population</b>	143	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Other</b>	3	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Hispanic</b>	1	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006 (as adjusted by HOGARDC Staff proportionately).

**TABLE P-24  
PROJECTED POPULATION BY RACE  
Surrency  
2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>% Change 2000-2030</b>
<b>Total</b>	244	210	176	142	112	96	80	-67.2
<b>White Population</b>	168	150	131	113	94	76	57	-66.0
<b>Black Population</b>	58	42	26	10	0	0	0	N/A
<b>Other</b>	11	13	15	17	18	20	23	109.0
<b>Hispanic</b>	7	5	4	2	0	0	0	N/A

Sources: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006 (as adjusted by HOGARDC Staff proportionately).

**TABLE P-25**  
**EDUCATIONAL ATTAINMENT**  
**Percent of Persons Age 25 and Older**  
**Appling County, Baxley, Graham, Surrency, and Georgia**  
**1980-2000**

Category	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Appling County</b>								
1980	8,386	32.2	26.2	27.5	7.6*	N/A	3.9	2.5
1990	9,646	19.9	23.0	34.4	11.7	2.8	4.7	3.5
2000	11,004	11.6	21.1	37.2	17.7	4.0	5.3	3.1
<b>Baxley</b>								
1980	2,038	34.3	25.4	20.2	9.8	NA	7.1	3.3
1990	2,320	27.5	19.7	30.1	11.0	1.7	5.4	4.5
2000	2,566	15.4	19.6	31.1	20.9	4.9	3.9	4.2
<b>Graham</b>								
1980	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1990	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2000	215	23.3	19.1	39.5	12.1	2.3	2.3	1.4
<b>Surrency</b>								
1980	201	47.3	29.9	18.9	2.0	NA	2.0	0.0
1990	164	19.5	39.0	18.3	15.9	2.4	2.4	2.4
2000	199	12.1	24.1	44.2	11.1	1.5	6.0	1.0
<b>Georgia</b>								
1980	3,085,528	23.7	19.9	28.5	13.3*	NA	8.5	6.1
1990	4,023,420	12.0	17.1	29.6	17.0	5.0	12.9	6.4
2000	5,185,965	7.6	13.8	28.7	20.4	5.2	16.0	8.3

Source: U.S. Census Bureau, 1983, [www.census.gov](http://www.census.gov), 2006 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

\* - 1980 Census data did not differentiate between those with Some College (No Degree) and those with an Associate Degree.

**TABLE P-26  
EDUCATIONAL ATTAINMENT  
Percent of Persons Age 25 and Older  
Appling County, Surrounding Counties, and Georgia  
1980-2000**

County	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Appling</b>								
1980	8,386	32.2	26.2	27.5	7.6*	N/A	3.9	2.5
1990	9,646	19.9	23.0	34.4	11.7	2.8	4.7	3.5
2000	11,004	11.6	21.1	37.2	17.7	4.0	5.3	3.1
<b>Bacon</b>								
1980	5,186	33.4	24.9	29.6	5.2*	N/A	3.8	3.0
1990	5,730	17.9	24.0	39.9	8.8	2.8	3.7	2.9
2000	6,525	12.0	20.3	44.0	13.0	4.0	3.7	2.9
<b>Jeff Davis</b>								
1980	6,347	37.6	21.9	26.2	6.9*	N/A	4.5	2.9
1990	7,309	20.6	24.2	32.5	11.4	3.1	6.1	2.2
2000	8,036	13.1	23.6	35.4	15.5	4.0	6.0	3.3
<b>Pierce</b>								
1980	6,667	32.1	21.3	30.6	9.1*	N/A	4.8	2.1
1990	8,266	18.9	21.1	39.1	11.3	3.4	4.4	1.9
2000	10,131	12.0	18.2	41.2	15.6	2.9	6.8	3.3
<b>Tattnall</b>								
1980	10,893	31.6	24.1	29.1	10.1*	N/A	5.2	1.9
1990	11,654	20.6	22.0	37.8	10.5	2.7	4.9	1.6
2000	14,688	11.7	22.0	39.2	16.3	2.9	5.5	2.3
<b>Toombs</b>								
1980	12,577	31.0	25.0	24.8	9.9*	N/A	6.3	2.9
1990	14,172	18.2	22.8	31.7	12.1	3.9	7.4	4.0
2000	16,212	11.4	21.3	35.0	15.5	4.1	8.4	4.2

**TABLE P-26 (Cont'd)**  
**EDUCATIONAL ATTAINMENT**  
**Percent of Persons Age 25 and Older**  
**Appling County, Surrounding Counties, and Georgia**  
**1980-2000**

County	TOTAL Adult Population 25 & Over	Less Than 9 <sup>th</sup> Grade	9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
<b>Wayne</b>								
1980	11,739	29.8	21.5	30.8	10.7*	N/A	4.5	2.6
1990	13,870	15.6	21.5	35.6	12.3	5.4	5.9	3.7
2000	17,531	11.1	18.8	37.1	17.6	3.8	7.6	4.0
<b>Georgia</b>								
1980	3,085,528	23.7	19.9	28.5	13.3*	NA	8.5	6.1
1990	4,023,420	12.0	17.1	29.6	17.0	5.0	12.9	6.4
2000	5,185,965	7.6	13.8	28.7	20.4	5.2	16.0	8.3

Source: U.S. Bureau of the Census, 1980, [www.census.gov](http://www.census.gov), 2004 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

\* - 1980 Census data did not separate those with Some College (No Degree) and those with an Associate Degree.

**TABLE P-27**  
**EDUCATIONAL GRADUATION STATISTICS**  
**Appling County, Surrounding Counties, and Georgia**  
**1999-2004**

<b>Education Graduation Statistics</b>	<b>H.S. Graduation Test Scores (All Components)</b>	<b>H.S. Dropout Rate</b>	<b>Percent of Grads Attending Georgia Public Colleges</b>	<b>Percent of Grads Attending Georgia Public Technical Colleges</b>
<b>Appling County</b>				
1999	64%	9.8%	NA	NA
2000	71%	8.9%	37.5%	11.9%
2001	66%	5.2%	27.8%	21.3%
2002	72%	6.9%	41.8%	15.4%
2003	N/A	4.2%	37.6%	14.7%
2004	N/A	6.1%	38.8%	13.9%
<b>Bacon County</b>				
1999	45%	10.6%	40.2%	12.5%
2000	58%	12.9%	N/A	11.1%
2001	49%	9.3%	N/A	N/A
2002	N/A	7.5%	40.0%	17.0%
2003	N/A	7.8%	32.9%	18.8%
2004	N/A	8.5%	28.0%	12.7%
<b>Jeff Davis County</b>				
1999	65%	10.1%	35.1%	14.9%
2000	71%	6.5%	N/A	19.4%
2001	57%	7.7%	N/A	N/A
2002	N/A	7.4%	27.2%	28.7%
2003	N/A	6.1%	29.3%	24.4%
2004	N/A	4.5%	33.9%	21.7%

**TABLE P-27 (Cont'd)**  
**EDUCATIONAL GRADUATION STATISTICS**  
**Appling County, Surrounding Counties, and Georgia**  
**1999-2004**

<b>Education Graduation Statistics</b>	<b>H.S. Graduation Test Scores (All Components)</b>	<b>H.S. Dropout Rate</b>	<b>Percent of Grads Attending Georgia Public Colleges</b>	<b>Percent of Grads Attending Georgia Public Technical Colleges</b>
<b>Pierce County</b>				
1999	56%	6.8%	N/A	12.9%
2000	66%	9.2%	N/A	16.8%
2001	49%	9.6%	N/A	N/A
2002	N/A	7.1%	36.4%	15.0%
2003	N/A	6.7%	34.1%	8.0%
2004	N/A	5.4%	49.7%	12.4%
<b>Tattnall County</b>				
1999	61%	8.3%	15.4%	20.8%
2000	67%	11.2%	N/A	22.9%
2001	52%	6.0%	N/A	N/A
2002	N/A	8.0%	17.9%	17.3%
2003	N/A	6.2%	12.8%	19.6%
2004	N/A	3.7%	33.1%	19.5%
<b>Toombs County</b>				
1999	60%	6.9%	30.4%	10.8%
2000	59%	9.2%	28.8%	8.5%
2001	56%	7.3%	30.6%	14.0%
2002	57%	7.9%	31.3%	18.2%
2003	N/A	4.4%	22.7%	11.3%
2004	N/A	2.3%	N/A	N/A



**TABLE P-27 (Cont'd)**  
**EDUCATIONAL GRADUATION STATISTICS**  
**Appling County, Surrounding Counties, and Georgia**  
**1999-2004**

<b>Education Graduation Statistics</b>	<b>H.S. Graduation Test Scores (All Components)</b>	<b>H.S. Dropout Rate</b>	<b>Percent of Grads Attending Georgia Public Colleges</b>	<b>Percent of Grads Attending Georgia Public Technical Colleges</b>
<b>Wayne County</b>				
1999	65%	10.7%	37.9%	16.4%
2000	64%	9.1%	N/A	12.0%
2001	55%	9.6%	N/A	N/A
2002	N/A	6.3%	29.3%	12.8%
2003	N/A	4.7%	45.1%	4.3%
2004	N/A	6.8%	39.0%	5.1%
<b>Georgia</b>				
1999	68%	6.5%	37.5%	6.5%
2000	71%	6.5%	37.3%	7.4%
2001	65%	6.4%	36.1%	8.8%
2002	69%	5.8%	36.1%	9.7%
2003	N/A	5.5%	38.7%	8.3%
2004	N/A	5.1%	40.0%	7.7%

Source: Georgia Department of Education (2006). NA indicates that data was not available for that particular year.

**TABLE P-28**  
**PER CAPITA INCOME**  
**Appling County, Georgia, and the U.S.**  
**1980-2000**

<b>Income per Capita (Current \$)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Appling County	\$5,896	\$12,070	\$19,214
Georgia	\$8,426	\$17,407	\$28,103
United States	\$10,062	\$19,188	\$29,760

Source: Bureau of Economic Analysis, Regional Economic Information System, 2006. All dollar estimates are in current dollars and are not adjusted for inflation.

**TABLE P-29**  
**PER CAPITA INCOME**  
**Appling County Governments, Georgia, and the U.S.**  
**1980-2000**

<b>Income per Capita (actual \$)</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Appling County	\$4,533	\$9,901	\$15,044
Baxley	\$4,741	\$8,221	\$14,321
Graham	NA	NA	\$14,270
Surrency	\$3,285	\$6,790	\$14,794
Georgia	\$6,402	\$13,631	\$21,154
United States	\$7,298	\$14,420	\$21,587

Source: U.S. Bureau of the Census, 1980, [www.census.gov](http://www.census.gov), 2006 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

**TABLE P-30**  
**MEDIAN HOUSEHOLD INCOME**  
**Appling County Governments, Georgia, and the U.S.**  
**1980-2000**

Median Household Income (Actual \$)	1980	1990	2000
Appling County	\$10,675	\$22,271	\$30,266
Baxley	NA	\$15,129	\$24,441
Graham	NA	NA	\$28,438
Surrency	NA	\$15,625	\$30,750
Georgia	\$15,033	\$29,021	\$42,433
United States	\$16,841	\$30,056	\$41,994

Source: U.S. Bureau of the Census, 1983, [www.census.gov](http://www.census.gov), 2004 (STF 3 data was used to obtain 1990 figures. SF 4 data was used to obtain 2000 figures.).

**TABLE P-31**  
**HOUSEHOLD INCOME DISTRIBUTION**  
**Appling County, Baxley, Graham, and Surrency**  
**1980-2000**

Category	Appling County			Baxley		
	1980	1990	2000	1980	1990	2000
TOTAL Households	5,078	5,794	6,594	NA	1,442	1,570
Income less than \$5000	1,199	675	NA	NA	250	NA
Income \$5000 - \$9999	1,195	755	1,104	NA	272	370
Income \$10000 - \$14999	913	653	525	NA	196	136
Income \$15000 - \$19999	770		657	NA		
Income \$20000 - \$29999			984	NA		
Income \$30000 - \$34999	764 <sup>1/</sup>	2,123 <sup>4/</sup>	458	NA	437 <sup>4/</sup>	430 <sup>4/</sup>
Income \$35000 - \$39999			377	NA		
Income \$40000 - \$49999	156 <sup>2/</sup>	852 <sup>2/</sup>	605	NA	153 <sup>2/</sup>	199 <sup>2/</sup>
Income \$50000 - \$59999			515	NA		
Income \$60000 - \$74999		571 <sup>5/</sup>	565	NA	99 <sup>5/</sup>	286 <sup>5/</sup>
Income \$75000 - \$99999		108	447	NA	20	37
Income \$100000 or more	81 <sup>3/</sup>	57	357	NA	15	112

**TABLE P-31 (Cont'd)**  
**HOUSEHOLD INCOME DISTRIBUTION**  
**Appling County, Baxley, Graham, and Surrency**  
**1980-2000**

Category	Graham			Surrency		
	1980	1990	2000	1980	1990	2000
TOTAL Households	NA	NA	127	NA	100	129
Income less than \$5000	NA	NA	NA	NA	25	NA
Income \$5000 - \$9999	NA	NA	29	NA	11	22
Income \$10000 - \$14999	NA	NA	15	NA	13	10
Income \$15000 - \$19999	NA	NA		NA		
Income \$20000 - \$29999	NA	NA		NA		
Income \$30000 - \$34999	NA	NA	38 <sup>4/</sup>	NA	45 <sup>4/</sup>	42 <sup>4/</sup>
Income \$35000 - \$39999	NA	NA		NA		
Income \$40000 - \$49999	NA	NA	15 <sup>2/</sup>	NA	2 <sup>2/</sup>	13 <sup>2/</sup>
Income \$50000 - \$59999	NA	NA		NA		
Income \$60000 - \$74999	NA	NA	20 <sup>5/</sup>	NA	4 <sup>5/</sup>	35 <sup>5/</sup>
Income \$75000 - \$99999	NA	NA	7	NA	0	7
Income \$100000 or more	NA	NA	3	NA	0	0

<sup>1/</sup> Includes the \$20,000-\$29,999 and \$30,000-\$34,999 income categories.

<sup>2/</sup> Includes the \$35,000-\$39,999 and \$40,000-\$49,999 income categories.

<sup>3/</sup> Includes the \$50,000-\$59,999, \$60,000-\$74,999, \$75,000-\$99,999, and \$100,000 or more income categories.

<sup>4/</sup> Includes the \$15,000-\$19,999, \$20,000-\$29,999, and \$30,000-\$34,999 income categories.

<sup>5/</sup> Includes the \$50,000-\$59,999 and \$60,000-\$74,999 income categories.

Sources: U.S. Bureau of the Census, 1980; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-32**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Appling County and Georgia**  
**1980-2000**

Category	Appling County			Georgia		
	1980	1990	2000	1980	1990	2000
TOTAL Households	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Income less than \$5,000	23.61%	11.65%	NA	16.20%	7.90%	NA
Income \$5,000 - \$9,999	23.53%	13.03%	16.74%	17.10%	8.87%	10.13%
Income \$10,000 - \$14,999	17.98%	11.27%	7.96%	16.28%	8.62%	5.85%
Income \$15,000 - \$19,999	15.16%		9.96%	14.19%	8.87%	5.91%
Income \$20,000 - \$29,999			14.92%	11.53%	17.13%	12.74%
Income \$30,000 - \$34,999	15.05% <sup>1/</sup>	36.64% <sup>4/</sup>	6.95%	8.23%	7.90%	6.22%
Income \$35,000 - \$39,999			5.72%	5.53%	6.77%	5.87%
Income \$40,000 - \$49,999	3.07% <sup>2/</sup>	14.70% <sup>2/</sup>	9.18%	3.36%	11.03%	10.85%
Income \$50,000 - \$59,999			7.81%	2.04%	7.61%	9.24%
Income \$60,000 - \$74,999		9.86% <sup>5/</sup>	8.57%	1.47%	6.85%	10.48%
Income \$75,000 - \$99,999		1.86%	6.78%	2.57%	4.63%	10.36%
Income \$100,000 or more	1.60% <sup>3/</sup>	0.98%	5.41%	1.52%	3.81%	12.34%

<sup>1/</sup> Includes the \$20,000-\$29,999 and \$30,000-\$34,999 income categories.

<sup>2/</sup> Includes the \$35,000-\$39,999 and \$40,000-\$49,999 income categories.

<sup>3/</sup> Includes the \$50,000-\$59,999, \$60,000-\$74,999, \$75,000-\$99,999, and \$100,000 or more income categories.

<sup>4/</sup> Includes the \$15,000-\$19,999, \$20,000-\$29,999, and \$30,000-\$34,999 income categories.

<sup>5/</sup> Includes the \$50,000-\$59,999 and \$60,000-\$74,999 income categories.

Source: U.S. Bureau of the Census, 1980; [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.

**TABLE P-33**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Baxley, Graham, and Surrency**  
**1980-2000**

Category	Baxley		
	1980	1990	2000
TOTAL Households	NA	100.00%	100.00%
Income less than \$5,000	NA	17.34%	NA
Income \$5,000 - \$9,999	NA	18.86%	23.57%
Income \$10,000 - \$14,999	NA	13.59%	8.66%
Income \$15,000 - \$19,999	NA		
Income \$20,000 - \$29,999	NA		
Income \$30,000 - \$34,999	NA	30.31% <sup>1/</sup>	27.39% <sup>1/</sup>
Income \$35,000 - \$39,999	NA		
Income \$40,000 - \$49,999	NA	10.61% <sup>2/</sup>	12.68% <sup>2/</sup>
Income \$50,000 - \$59,999	NA		
Income \$60,000 - \$74,999	NA	6.87% <sup>3/</sup>	18.22% <sup>3/</sup>
Income \$75,000 - \$99,999	NA	1.39%	2.36%
Income \$100,000 or more	NA	1.04%	7.13%

**TABLE P-33 (Cont'd)**  
**HOUSEHOLD INCOME DISTRIBUTION BY PERCENTAGE**  
**Baxley, Graham, and Surrency**  
**1980-2000**

Category	Graham			Surrency		
	1980	1990	2000	1980	1990	2000
TOTAL Households	NA	NA	100.00%	NA	100.00%	100.00%
Income less than \$5,000	NA	NA	NA	NA	25.00%	NA
Income \$5,000 - \$9,999	NA	NA	22.83%	NA	11.00%	17.05%
Income \$10,000 - \$14,999	NA	NA	11.81%	NA	13.00%	7.75%
Income \$15,000 - \$19,999	NA	NA		NA		
Income \$20,000 - \$29,999	NA	NA		NA		
Income \$30,000 - \$34,999	NA	NA	29.92% <sup>4/</sup>	NA	45.00% <sup>4/</sup>	32.56% <sup>4/</sup>
Income \$35,000 - \$39,999	NA	NA		NA		
Income \$40,000 - \$49,999	NA	NA	11.81% <sup>2/</sup>	NA	2.00% <sup>2/</sup>	10.08% <sup>2/</sup>
Income \$50,000 - \$59,999	NA	NA		NA		
Income \$60,000 - \$74,999	NA	NA	15.75% <sup>5/</sup>	NA	4.00% <sup>5/</sup>	27.13% <sup>5/</sup>
Income \$75,000 - \$99,999	NA	NA	5.51%	NA	0.00%	5.43%
Income \$100,000 or more	NA	NA	2.36%	NA	0.00%	0.00%

<sup>1/</sup> Includes the \$15,000-\$19,999, \$20,000-\$29,999, and \$30,000-\$34,999 income categories.

<sup>2/</sup> Includes the \$35,000-\$39,999 and \$40,000-\$49,999 income categories.

<sup>3/</sup> Includes the \$50,000-\$59,999 and \$60,000-\$74,999 income categories.

Sources: U.S. Bureau of the Census, 1983, [www.georgiaplanning.com](http://www.georgiaplanning.com), 2006.



**Table ED-1A**  
**Employment By Economic Sector (Non-Farm)**  
**Appling County**  
**1990-2005**

Category	1990	1995	2000	2005
Total	5,117	6,198	6,076	6,540
Agriculture, Forestry, & Fishing	70	131	248	437
Mining	0	0	0	0
Construction	228	419	506	399
Manufacturing	1,087	1,422	1,207	755
Trans., Comm., & Public Utilities	NA	NA	1,172	265*
Wholesale Trade	157	164	223	160
Retail Trade	661	856	898	782
Finance, Insurance, & Real Estate	69	143	126	194
Services	357	547	533	1,132
Federal Government	54	46	61	54
State Government	111	103	81	76
Local Government	1,031	1,117	1,021	1,403
Not Reported Due To Employer Confidentiality	1,292	1,250	0	883

\* - The number shown does not include the total for Public Utilities, which was withheld due to individual employer confidentiality reasons.

Source: Georgia Department of Labor, 2006.

**Table ED-1B**  
**Employment By Economic Sector**  
**Appling County**  
**1990-2004**

Category	1990	1995	2000	2004
Total	7,193	8,293	8,425	8,404
Farm	830	813	790	782
Agriculture, Forestry, & Fishing	89	148	179	255
Mining	0	0	0	0
Construction	344	NA	754	650
Manufacturing	1,152	1,489	1,284	722
Trans., Comm., & Public Utilities	NA	NA	1,292*	408**
Wholesale Trade	183	189	270	NA
Retail Trade	863	NA	1,139	846
Finance, Insurance, & Real Estate	157	213	283	356
Services	NA	1,075	1,197	1,646
Federal Government	124	112	119	111
State Government	112	105	82	70
Local Government	1,051	1,129	1,036	1,195
Not Reported Due To Employer Confidentiality	2,288	3,020	0	1,363

\* - The total shown does not include Communications employment due to those figures being withheld from public disclosure.

\*\* - Employment numbers for Public Utilities were not disclosed publicly. Therefore, the total shown includes only Communications and Transportation employment.

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-2A**  
**Percentage Employment By Economic Sector**  
**Appling County**  
**1990-2005**

Category	1990	1995	2000	2005
Total	100.00%	100.00%	100.00%	100.00%
Agriculture, Forestry, & Fishing	1.37%	2.11%	4.08%	6.68%
Mining	0.00%	0.00%	0.00%	0.00%
Construction	4.46%	6.76%	8.33%	6.10%
Manufacturing	21.24%	22.94%	19.87%	11.54%
Trans., Comm., & Public Utilities	NA	NA	19.29%	4.05%*
Wholesale Trade	3.07%	2.65%	3.67%	2.45%
Retail Trade	12.92%	13.81%	14.78%	11.96%
Finance, Insurance, & Real Estate	1.35%	2.31%	2.07%	2.97%
Services	6.98%	8.83%	8.77%	17.31%
Federal Government	1.06%	0.74%	1.00%	0.83%
State Government	2.17%	1.66%	1.33%	1.16%
Local Government	20.15%	18.02%	16.80%	21.45%
Not Reported Due To Employer Confidentiality	25.25%	24.43%	0.00%	13.50%

\* - The number shown does not include the total for Public Utilities, which was withheld due to individual employer confidentiality reasons.

Source: Georgia Department of Labor, 2006.

**Table ED-2B**  
**Percentage Employment By Economic Sector**  
**Appling County**  
**1990-2004**

Category	1990	1995	2000	2004
Total	100.00%	100.00%	100.00%	100.00%
Farm	11.54%	9.80%	9.38%	9.31%
Agriculture, Forestry, & Fishing	1.24%	1.78%	2.12%	3.03%
Mining	0.00%	0.00%	0.00%	0.00%
Construction	4.78%	NA	8.95%	7.73%
Manufacturing	16.02%	17.95%	15.24%	8.59%
Trans., Comm., & Public Utilities	NA	NA	15.34%*	4.85%**
Wholesale Trade	2.54%	2.28%	3.20%	NA
Retail Trade	12.00%	NA	13.52%	10.07%
Finance, Insurance, & Real Estate	2.18%	2.57%	3.36%	4.24%
Services	NA	12.96%	14.21%	19.59%
Federal Government	1.72%	1.35%	1.41%	1.32%
State Government	1.56%	1.27%	0.97%	0.83%
Local Government	14.61%	13.61%	12.30%	14.22%
Not Reported Due To Employer Confidentiality	31.81%	36.42%	0.00%	16.22%

\* - The total shown does not include Communications employment due to those figures being withheld from public disclosure.

\*\* - Employment numbers for Transportation and Public Utilities were not disclosed publicly. Therefore, the total shown includes only Communications employment.

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-3A**  
**Percentage Employment By Economic Sector**  
**Georgia**  
**1990-2005**

Category	1990	1995	2000	2005
Total	100.00%	100.00%	100.00%	100.00%
Agriculture, Forestry, & Fishing	0.93%	1.07%	1.16%	0.65%
Mining	0.30%	0.23%	0.20%	0.18%
Construction	4.96%	4.50%	5.22%	5.33%
Manufacturing	19.00%	17.50%	14.95%	11.46%
Trans., Comm., & Public Utilities	6.40%	6.23%	6.65%	7.36%
Wholesale Trade	7.27%	6.78%	6.64%	5.40%
Retail Trade	17.92%	18.73%	18.38%	11.70%
Finance, Insurance, & Real Estate	5.48%	5.13%	5.13%	5.64%
Services	19.97%	23.00%	25.62%	35.75%
Federal Government	3.52%	2.96%	2.51%	2.39%
State Government	3.94%	4.06%	3.65%	3.83%
Local Government	10.15%	9.72%	9.05%	10.15%
Not Reported Due To Employer Confidentiality	0.16%	0.09%	0.84%	0.16%

Source: Georgia Department of Labor, 2006.

**Table ED-3B**  
**Percentage Employment By Economic Sector**  
**Georgia**  
**1990-2004**

Category	1990	1995	2000	2004
Total	100.00%	100.00%	100.00%	100.00%
Farm	2.01%	1.63%	1.37%	1.33%
Agriculture, Forestry, & Fishing	0.85%	1.06%	1.14%	0.52%
Mining	0.29%	0.22%	0.20%	0.18%
Construction	5.76%	5.59%	6.16%	6.32%
Manufacturing	15.51%	14.32%	12.29%	9.25%
Trans., Comm., & Public Utilities	5.85%*	5.73%*	6.19%*	6.84%
Wholesale Trade	6.19%	5.75%	5.62%	4.43%
Retail Trade	16.42%	17.09%	16.69%	10.86%
Finance, Insurance, & Real Estate	6.64%	6.39%	7.11%	7.88%
Services	23.76%	26.51%	29.01%	37.62%
Federal Government	2.79%	2.32%	1.98%	1.82%
State Government	3.22%	3.32%	3.04%	3.13%
Local Government	8.24%	7.82%	7.26%	7.88%
Not Reported Due To Employer Confidentiality	2.47%	2.25%	1.94%	1.94%

\* - The total shown does not include Communications employment due to those figures being withheld from public disclosure.

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-4**  
**Percentage Employment By Economic Sector**  
**United States**  
**1990-2004**

Category	1990	1995	2000	2004
Total	100.00%	100.00%	100.00%	100.00%
Farm	2.26%	2.08%	1.87%	1.75%
Agricultural Services, Other	1.04%	1.19%	1.27%	0.58%
Mining	0.75%	0.59%	0.47%	0.50%
Construction	5.21%	5.18%	5.66%	5.99%
Manufacturing	14.13%	12.88%	11.46%	8.75%
Trans., Comm., & Public Utilities	4.71%	4.75%	4.94%	5.57%
Wholesale Trade	4.81%	4.65%	4.55%	3.64%
Retail Trade	16.44%	16.81%	16.32%	11.04%
Finance, Insurance, & Real Estate	7.68%	7.41%	7.91%	8.43%
Services	27.76%	29.85%	31.78%	39.84%
Federal Civilian Government	2.32%	1.97%	1.73%	1.61%
Federal Military Government	1.95%	1.54%	1.24%	1.22%
State & Local Government	10.93%	11.09%	10.78%	11.08%

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-5**  
**Earnings By Economic Sector**  
**Appling County**  
**1990-2004**

Category	1990	1995	2000	2004
Total	\$172,732,000	\$233,472,000	\$265,743,000	\$302,313,000
Farm	\$11,802,000	\$17,940,000	\$16,873,000	\$20,366,000
Agricultural Services, Other	\$881,000	\$1,391,000	\$3,083,000	\$7,520,000
Mining	\$0	\$0	\$0	\$0
Construction	\$7,190,000	NA	\$18,947,000	\$14,171,000
Manufacturing	\$24,698,000	\$39,877,000	\$42,344,000	\$27,491,000
Trans., Comm., & Public Utilities	\$1,237,000*	\$1,892,000*	\$98,441,000	\$14,375,000**
Wholesale Trade	\$3,798,000	\$5,318,000	\$7,534,000	NA
Retail Trade	\$12,378,000	NA	\$15,920,000	\$15,447,000
Finance, Insurance, & Real Estate	\$2,108,000	\$6,241,000	\$4,790,000	\$6,782,000
Services	NA	\$20,037,000	\$19,310,000	NA
Federal Civilian Government	\$1,814,000	\$2,120,000	\$2,943,000	\$3,597,000
Federal Military Government	\$696,000	\$796,000	\$860,000	\$1,884,000
State & Local Government	\$23,831,000	\$27,948,000	\$34,698,000	\$43,790,000

\* - The total shown is only that for Communications. The earnings totals for Transportation and Public Utilities were withheld due to employer confidentiality reasons.

\*\* - The total shown includes only Transportation and Communications. The earnings total for Public Utilities was withheld due to employer confidentiality reasons.

Source: U.S. Bureau of Economic Analysis, 2006.



**Table ED-6**  
**Percentage Earnings By Economic Sector**  
**Appling County**  
**1990-2004**

<b>Category</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2004</b>
Total	100.00%	100.00%	100.00%	100.00%
Farm	6.83%	7.68%	6.35%	6.74%
Agricultural Services, Other	0.51%	0.60%	1.16%	2.49%
Mining	0.00%	0.00%	0.00%	0.00%
Construction	4.16%	NA	7.13%	4.69%
Manufacturing	14.30%	17.08%	15.93%	9.09%
Trans., Comm., & Public Utilities	0.72%*	0.81%*	37.04%	4.76%**
Wholesale Trade	2.20%	2.28%	2.84%	NA
Retail Trade	7.17%	NA	5.99%	5.11%
Finance, Insurance, & Real Estate	1.22%	2.67%	1.80%	2.24%
Services	NA	8.58%	7.27%	NA
Federal Civilian Government	1.05%	0.91%	1.11%	1.19%
Federal Military Government	0.40%	0.34%	0.32%	0.62%
State & Local Government	13.80%	11.97%	13.06%	14.48%

\* - The total shown is only that for Communications. The earnings totals for Transportation and Public Utilities were withheld due to employer confidentiality reasons.

\*\* - The total shown includes only Transportation and Communications. The earnings total for Public Utilities was withheld due to employer confidentiality reasons.

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-7**  
**Percentage Earnings By Economic Sector**  
**Georgia**  
**1990-2004**

Category	1990	1995	2000	2004
Total	100.00%	100.00%	100.00%	100.00%
Farm	1.37%	1.41%	0.88%	1.01%
Agricultural Services, Other	0.47%	0.55%	0.59%	0.33%
Mining	0.37%	0.30%	0.26%	0.25%
Construction	5.80%	5.27%	5.84%	6.00%
Manufacturing	17.65%	17.07%	14.78%	11.97%
Trans., Comm., & Public Utilities	8.83%	9.61%	9.99%	11.47%
Wholesale Trade	8.96%	8.22%	8.67%	6.83%
Retail Trade	9.20%	9.05%	8.77%	6.63%
Finance, Insurance, & Real Estate	6.23%	6.83%	7.75%	8.62%
Services	21.80%	24.02%	27.23%	29.94%
Federal Civilian Government	4.64%	4.14%	3.41%	3.60%
Federal Military Government	2.73%	2.51%	2.07%	2.71%
State & Local Government	11.94%	11.03%	9.77%	10.64%

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-8**  
**Percentage Earnings By Economic Sector**  
**United States**  
**1990-2004**

Category	1990	1995	2000	2004
Total	100.00%	100.00%	100.00%	100.00%
Farm	1.26%	0.85%	0.68%	0.85%
Agricultural Services, Other	0.65%	0.63%	0.68%	0.35%
Mining	1.09%	0.85%	0.95%	0.92%
Construction	5.91%	5.31%	5.87%	6.18%
Manufacturing	19.11%	18.19%	16.46%	12.93%
Trans., Comm., & Public Utilities	6.54%	6.88%	6.79%	8.08%
Wholesale Trade	6.35%	6.16%	6.24%	5.16%
Retail Trade	9.20%	8.96%	8.58%	6.63%
Finance, Insurance, & Real Estate	6.84%	8.02%	9.89%	10.15%
Services	25.21%	26.67%	28.54%	32.23%
Federal Civilian Government	3.86%	3.68%	3.06%	3.18%
Federal Military Government	1.96%	1.55%	1.22%	1.59%
State & Local Government	12.03%	12.26%	11.02%	11.75%

Source: U.S. Bureau of Economic Analysis, 2006.

**Table ED-9**  
**Average Weekly Wages**  
**Appling County**  
**1995-2005**

Category	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
All Industries	\$488	\$503	\$540	\$538	\$567	\$591	\$585	\$601	\$621	\$648	\$607
Agriculture, Forestry, Fishing	\$240	\$284	\$300	\$306	\$335	\$333	\$414	\$384	\$368	\$369	\$397
Mining	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Construction	\$463	\$428	\$417	\$431	\$481	\$481	\$430	\$423	\$458	\$453	\$450
Manufacturing	\$405	\$437	\$471	\$464	\$527	\$530	\$522	\$576	\$570	\$581	\$596
Transportation, Comm., Utilities	NA	NA	\$1,129	\$1,112	\$1,149	\$1,265					
Transportation							\$520*	\$566*	\$593*	\$616*	\$689*
Communication							\$625*	\$646*	\$574*	\$602*	\$750*
Utilities											
Wholesale	\$473	\$454	\$459	\$464	\$434	\$473	\$540	\$537	\$526	\$561	\$558
Retail	\$228	\$238	\$236	\$236	\$254	\$258	\$317	\$338	\$341	\$359	\$327
Financial, Insurance, Real Estate	\$646	\$618	\$612	\$626	\$600	\$533					
Finance and Insurance							\$574**	\$562**	\$560**	\$582**	\$583**
Real Estate							\$250**	\$283**	\$232**	\$202**	\$235**
Services	\$393	\$404	\$400	\$315	\$309	\$335	\$691	\$705	\$738	\$781	\$700
Federal Government	\$586	\$625	\$671	\$679	\$676	\$607	\$664	\$674	\$756	\$813	\$828
State Government	\$485	\$519	\$548	\$569	\$588	\$579	\$609	\$599	\$600	\$558	\$563
Local Government	\$323	\$350	\$385	\$402	\$421	\$467	\$459	\$478	\$490	\$506	\$491

\*- Beginning in 2001, the Average Weekly Wages for Transportation, Communications, and Utilities were reported separately, and only those wages for Transportation and Communication were reported from this point forward.

\*\* - Beginning in 2001, Average Weekly Wages were reported separately for the sectors of Financial and Insurance and Real Estate.

Sources: Georgia Department of Labor, Covered Employment and Wages Series, 2006; U.S. Bureau of Labor Statistics, 2006.

**Table ED-10**  
**Average Weekly Wages**  
**Georgia**  
**1995-2005**

<b>Category</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
All Industries	\$506	\$529	\$558	\$592	\$622	\$658
Agriculture, Forestry, Fishing	\$322	\$336	\$348	\$372	\$390	\$403
Mining	\$734	\$741	\$781	\$831	\$866	\$879
Construction	\$508	\$534	\$556	\$590	\$623	\$655
Manufacturing	\$555	\$588	\$617	\$653	\$684	\$721
Transportation, Comm., Utilities	\$737	\$769	\$805	\$834	\$896	\$949
Transportation						
Communication						
Utilities						
Wholesale	\$729	\$762	\$809	\$870	\$933	\$988
Retail	\$275	\$285	\$299	\$318	\$335	\$350
Financial, Insurance, Real Estate	\$693	\$740	\$801	\$867	\$901	\$967
Financial and Insurance						
Real Estate						
Services	\$501	\$519	\$550	\$582	\$612	\$657
Federal Government	\$666	\$701	\$772	\$797	\$807	\$847
State Government	\$493	\$517	\$532	\$561	\$579	\$588
Local Government	\$440	\$461	\$480	\$507	\$523	\$549

**Table ED-10 (Cont'd)**  
**Average Weekly Wages**  
**Georgia**  
**1995-2005**

<b>Category</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
All Industries	\$676	\$687	\$704	\$728	\$752
Agriculture, Forestry, Fishing	\$417	\$410	\$421	\$432	\$472
Mining	\$876	\$915	\$952	\$993	\$1,026
Construction	\$687	\$693	\$710	\$739	\$768
Manufacturing	\$711	\$728	\$761	\$797	\$811
Transportation, Comm., Utilities					
Transportation	\$808*	\$828*	\$838*	\$870*	\$816*
Communication	\$1,102*	\$1,098*	\$1,148*	\$1,181*	\$1,264*
Utilities	\$1,235*	\$1,292*	\$1,312*	\$1,315*	\$1,390*
Wholesale	\$1,022	\$1,018	\$1,032	\$1,085	\$1,128
Retail	\$433	\$440	\$454	\$464	\$473
Financial, Insurance, Real Estate					
Financial and Insurance	\$1,051**	\$1,082**	\$1,117**	\$1,174**	\$1,205**
Real Estate	\$670**	\$697**	\$715**	\$770**	\$811**
Services	\$680	\$688	\$702	\$727	\$752
Federal Government	\$893	\$969	\$1,036	\$1,071	\$1,134
State Government	\$605	\$631	\$640	\$641	\$656
Local Government	\$571	\$593	\$610	\$620	\$632

\* - Beginning in 2001, the Average Weekly Wages for the Transportation, Communications, and Utilities sectors were reported separately. Prior to 2001, the Average Weekly Wages for these sectors were combined.

\*\* - Beginning in 2001, the Average Weekly Wages for the Financial, Insurance, and Real Estate sectors were reported separately. Prior to 2001, the Average Weekly Wages for these sectors were combined.

Sources: Georgia Department of Labor, Covered Employment and Wages Series, 2006; U.S. Bureau of Labor Statistics, 2006.

**Table ED-11**  
**Appling County Average Weekly Wages**  
**As a Percentage of Georgia Average Weekly Wages**  
**1995-2005**

<b>Category</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
All Industries	96.44%	95.09%	96.77%	90.88%	91.16%	89.82%
Agriculture, Forestry, Fishing	74.53%	84.52%	86.21%	82.26%	85.90%	82.63%
Mining	NA	NA	NA	NA	NA	NA
Construction	91.14%	80.15%	75.00%	73.05%	77.21%	73.44%
Manufacturing	72.97%	74.32%	76.34%	71.06%	77.05%	73.51%
Transportation, Comm., Utilities	NA	NA	140.25%	133.33%	128.24%	133.30%
Transportation						
Communication						
Utilities						
Wholesale	64.88%	59.58%	56.74%	53.33%	46.52%	47.87%
Retail	82.91%	83.51%	78.93%	74.21%	75.82%	73.71%
Financial, Insurance, Real Estate	93.22%	83.51%	76.40%	72.20%	66.59%	55.12%
Finance and Insurance						
Real Estate						
Services	78.44%	77.84%	72.73%	54.12%	50.49%	50.99%
Federal Government	87.99%	89.16%	86.92%	85.19%	83.77%	71.66%
State Government	98.38%	100.39%	103.01%	101.43%	101.55%	98.47%
Local Government	73.41%	75.92%	80.21%	79.29%	80.50%	85.06%

**Table ED-11 (Cont'd)**  
**Appling County Average Weekly Wages**  
**As a Percentage of Georgia Average Weekly Wages**  
**1995-2005**

<b>Category</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
All Industries	86.54%	87.48%	88.21%	89.01%	80.72%
Agriculture, Forestry, Fishing	99.28%	93.66%	87.41%	85.42%	84.11%
Mining	NA	NA	NA	NA	NA
Construction	62.59%	61.04%	64.51%	61.30%	58.59%
Manufacturing	73.42%	79.12%	74.90%	72.90%	73.49%
Transportation, Comm., Utilities					
Transportation	64.36%*	68.36%*	70.76%*	70.80%*	84.44%*
Communication	56.72%*	58.83%*	50.00%*	50.97%*	59.34%*
Utilities					
Wholesale	52.84%	52.75%	50.97%	51.71%	49.47%
Retail	73.21%	76.82%	75.11%	77.37%	69.13%
Financial, Insurance, Real Estate					
Finance and Insurance	54.61%**	51.94%**	50.13%**	49.57%**	48.38%**
Real Estate	37.31%**	40.60%**	32.45%**	26.23%**	28.98%**
Services	101.62%	102.47%	105.13%	107.43%	93.09%
Federal Government	74.36%	69.56%	72.97%	75.91%	73.02%
State Government	100.66%	94.93%	93.75%	87.05%	85.82%
Local Government	80.39%	80.61%	80.33%	81.61%	77.69%

\*- Beginning in 2001, the Average Weekly Wages for Transportation, Communications, and Utilities were reported separately, and only those wages for Transportation and Communication were reported from this point forward.

\*\* - Beginning in 2001, Average Weekly Wages were reported separately for the sectors of Financial and Insurance and Real Estate.

Sources: Georgia Department of Labor, Covered Employment and Wages Series, 2006; U.S. Bureau of Labor Statistics, 2006.



**Table ED-12**  
**Personal Income By Type (In 1996 Dollars)**  
**Appling County**  
**1990-2000**

Category	1990	2000
Total	\$155,067,370	\$261,228,300
Wages & Salaries	\$113,912,170	\$194,695,100
Other Labor Income	\$2,122,467	\$5,832,100
Proprietors Income	\$11,860,873	\$19,199,800
Dividends, Interest, & Rent	\$7,692,369	\$7,794,900
Transfer Payments to Households	\$12,569,031	\$18,850,400
Retirement Income	\$6,910,460	\$14,856,000

Sources: [www.georgiaplanning.com](http://www.georgiaplanning.com), taken from U.S. Bureau of the Census, 2004.

**Table ED-13**  
**Percent Personal Income By Type (In 1996 Dollars)**  
**Appling County**  
**1990-2000**

Category	1990	2000
Total	100.00%	100.00%
Wages & Salaries	73.46%	74.53%
Other Labor Income	1.37%	2.23%
Proprietors Income	7.65%	7.35%
Dividends, Interest, & Rent	4.96%	2.98%
Transfer Payments to Persons	8.11%	7.22%
Retirement Income	4.46%	5.69%

Sources: [www.georgiaplanning.com](http://www.georgiaplanning.com), taken from U.S. Bureau of the Census, 2004.

**Table ED-14**  
**Percent Personal Income By Type (In 1996 Dollars)**  
**Georgia**  
**1990-2000**

Category	1990	2000
Total	100.00%	100.00%
Wages & Salaries	78.51%	78.24%
Other Labor Income	1.13%	1.70%
Proprietors Income	6.26%	5.60%
Dividends, Interest, & Rent	5.62%	5.27%
Transfer Payments to Households	5.05%	4.04%
Retirement Income	3.43%	4.57%

Sources: [www.georgiaplanning.com](http://www.georgiaplanning.com), taken from U.S. Bureau of the Census, 2004.

**Table ED-15**  
**Employment By Occupation**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

Category	1990			
	Appling County	Baxley	Graham*	Surrency
TOTAL All Occupations	6,553	1,372	NA	83
Executive, Administrative and Managerial (not Farm)	412	105	NA	4
Professional and Technical Specialty	601	187	NA	6
Technicians & Related Support	172	52	NA	0
Sales	539	198	NA	6
Clerical and Administrative Support	655	96	NA	7
Private Household Services	19	10	NA	0
Protective Services	138	28	NA	2
Service Occupations (not Protective & Household)	719	185	NA	4
Farming, Fishing and Forestry	391	19	NA	12
Precision Production, Craft, and Repair	1,136	139	NA	20
Machine Operators, Assemblers & Inspectors	985	184	NA	13
Transportation & Material Moving	508	78	NA	9
Handlers, Equipment Cleaners, Helpers & Laborers	278	91	NA	0

**Table ED-15 (Cont'd)**  
**Employment By Occupation**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

Category	2000			
	Appling County	Baxley	Graham	Surrency
TOTAL All Occupations	7,732	1,735	106	109
Executive, Administrative and Managerial (not Farm)	614	112	10	8
Professional and Technical Specialty	1,014	223	12	22
Technicians & Related Support	NA	NA	NA	NA
Sales	667	171	7	7
Clerical and Administrative Support	1,092	262	11	8
Private Household Services	NA	NA	NA	NA
Protective Services	146	47	3	4
Service Occupations (not Protective & Household)	698	199	9	2
Farming, Fishing and Forestry	305	44	0	16
Precision Production, Craft, and Repair	1,238	334	19	20
Machine Operators, Assemblers & Inspectors	1,283	227	14	11
Transportation & Material Moving	675	116	21	11
Handlers, Equipment Cleaners, Helpers & Laborers	NA	NA	NA	NA

\*- Graham was not chartered as a city until 1991. Therefore, 1990 Census data is not available for Graham.

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-16**  
**Percentage Employment By Occupation**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

<b>1990</b>				
<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham*</b>	<b>Surrency</b>
TOTAL All Occupations	100.00%	100.00%	NA	100.00%
Executive, Administrative and Managerial (not Farm)	6.29%	7.65%	NA	4.82%
Professional and Technical Specialty	9.17%	13.63%	NA	7.23%
Technicians & Related Support	2.62%	3.79%	NA	0.00%
Sales	8.23%	14.43%	NA	7.23%
Clerical and Administrative Support	10.00%	7.00%	NA	8.43%
Private Household Services	0.29%	0.73%	NA	0.00%
Protective Services	2.11%	2.04%	NA	2.41%
Service Occupations (not Protective & Household)	10.97%	13.48%	NA	4.82%
Farming, Fishing and Forestry	5.97%	1.38%	NA	14.46%
Precision Production, Craft, and Repair	17.34%	10.13%	NA	24.10%
Machine Operators, Assemblers & Inspectors	15.03%	13.41%	NA	15.66%
Transportation & Material Moving	7.75%	5.69%	NA	10.84%
Handlers, Equipment Cleaners, Helpers & Laborers	4.24%	6.63%	NA	0.00%

**Table ED-16 (Cont'd)**  
**Percentage Employment By Occupation**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

<b>2000</b>				
<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham</b>	<b>Surrency</b>
TOTAL All Occupations	100.00%	100.00%	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	7.94%	6.46%	9.43%	7.34%
Professional and Technical Specialty	13.11%	12.85%	11.32%	20.18%
Technicians & Related Support	NA	NA	NA	NA
Sales	8.63%	9.86%	6.60%	6.42%
Clerical and Administrative Support	14.12%	15.10%	10.38%	7.34%
Private Household Services	NA	NA	NA	NA
Protective Services	1.89%	2.71%	2.83%	3.67%
Service Occupations (not Protective & Household)	9.03%	11.47%	8.49%	1.83%
Farming, Fishing and Forestry	3.94%	2.54%	0.00%	14.68%
Precision Production, Craft, and Repair	16.01%	19.25%	17.92%	18.35%
Machine Operators, Assemblers & Inspectors	16.59%	13.08%	13.21%	10.09%
Transportation & Material Moving	8.73%	6.69%	19.81%	10.09%
Handlers, Equipment Cleaners, Helpers & Laborers	NA	NA	NA	NA

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.



**Table ED-17**  
**Percentage Employment By Occupation**  
**Georgia**  
**1990 and 2000**

Category	1990	2000
TOTAL All Occupations	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	12.26%	14.03%
Professional and Technical Specialty	12.39%	18.68%
Technicians & Related Support	3.58%	NA
Sales	12.28%	11.64%
Clerical and Administrative Support	16.00%	15.14%
Private Household Services	0.51%	NA
Protective Services	1.70%	1.95%
Service Occupations (not Protective & Household)	9.77%	11.44%
Farming, Fishing and Forestry	2.20%	0.64%
Precision Production, Craft, and Repair	11.86%	9.02%
Machine Operators, Assemblers & Inspectors	8.50%	10.83%
Transportation & Material Moving	4.60%	6.63%
Handlers, Equipment Cleaners, Helpers & Laborers	4.34%	NA

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 1991, 2005.



**Table ED-18**  
**Percentage Employment By Occupation**  
**United States**  
**1990 and 2000**

Category	1990	2000
TOTAL All Occupations	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	12.32%	13.45%
Professional and Technical Specialty	14.11%	20.20%
Technicians & Related Support	3.68%	NA
Sales	11.79%	11.25%
Clerical and Administrative Support	16.26%	15.44%
Private Household Services	0.45%	NA
Protective Services	1.72%	1.97%
Service Occupations (not Protective & Household)	11.04%	12.89%
Farming, Fishing and Forestry	2.46%	0.73%
Precision Production, Craft, and Repair	11.33%	8.49%
Machine Operators, Assemblers & Inspectors	6.83%	9.45%
Transportation & Material Moving	4.08%	6.14%
Handlers, Equipment Cleaners, Helpers & Laborers	3.94%	NA

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 1991, 2005.

**Table ED-19**  
**Labor Force Participation**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

<b>1990</b>				
<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham*</b>	<b>Surrency</b>
TOTAL Males and Females	11,720	2,785	NA	194
In Labor Force	6,973	1,457	NA	85
Civilian Labor Force	6,973	1,457	NA	85
Civilian Employed	6,553	1,372	NA	83
Civilian Unemployed	420	85	NA	2
In Armed Forces	0	0	NA	0
Not in Labor Force	4,747	1,328	NA	109
TOTAL Males	5,572	1,200	NA	100
Male in Labor Force	4,106	761	NA	58
Male Civilian Labor Force	4,106	761	NA	58
Male Civilian Employed	3,909	721	NA	56
Male Civilian Unemployed	197	40	NA	2
Male in Armed Forces	0	0	NA	0
Male Not in Labor Force	1,466	439	NA	42
TOTAL Females	6,148	1,585	NA	94
Female in Labor Force	2,867	696	NA	27
Female Civilian Labor Force	2,867	696	NA	27
Female Civilian Employed	2,644	651	NA	27
Female Civilian Unemployed	223	45	NA	0
Female in Armed Forces	0	0	NA	0
Female Not in Labor Force	3,281	889	NA	67

**Table ED-19 (Cont'd)**  
**Labor Force Participation**  
**Treutlen County and Soperton**  
**1990 and 2000**

**2000**

<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham</b>	<b>Surrency</b>
TOTAL Males and Females	13,261	3,185	235	208
In Labor Force	8,125	1,856	117	113
Civilian Labor Force	8,119	1,856	117	113
Civilian Employed	7,732	1,735	106	109
Civilian Unemployed	387	121	11	4
In Armed Forces	6	0	0	0
Not in Labor Force	5,136	1,329	118	95
TOTAL Males	6,424	1,470	116	97
Male in Labor Force	4,482	1,004	60	71
Male Civilian Labor Force	4,476	1,004	60	71
Male Civilian Employed	4,306	955	57	69
Male Civilian Unemployed	170	49	3	2
Male in Armed Forces	6	0	0	0
Male Not in Labor Force	1,942	466	56	26
TOTAL Females	6,837	1,715	119	111
Female in Labor Force	3,643	852	57	42
Female Civilian Labor Force	3,643	852	57	42
Female Civilian Employed	3,426	780	49	40
Female Civilian Unemployed	217	72	8	2
Female in Armed Forces	0	0	0	0
Female Not in Labor Force	3,194	863	62	69

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-20**  
**Labor Force Participation (By Percentage)**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

<b>1990</b>				
<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham*</b>	<b>Surrency</b>
TOTAL Males and Females	100.00%	100.00%	NA	100.00%
In Labor Force	59.50%	52.32%	NA	43.81%
Civilian Labor Force	59.50%	52.32%	NA	43.81%
Civilian Employed	55.91%	49.26%	NA	42.78%
Civilian Unemployed	3.58%	3.05%	NA	1.03%
In Armed Forces	0.00%	0.00%	NA	0.00%
Not in Labor Force	40.50%	47.68%	NA	56.19%
TOTAL Males	100.00%	100.00%	NA	100.00%
Male in Labor Force	73.69%	63.42%	NA	58.00%
Male Civilian Labor Force	73.69%	63.42%	NA	58.00%
Male Civilian Employed	70.15%	60.08%	NA	56.00%
Male Civilian Unemployed	3.54%	3.33%	NA	2.00%
Male in Armed Forces	0.00%	0.00%	NA	0.00%
Male Not in Labor Force	26.31%	36.58%	NA	42.00%
TOTAL Females	100.00%	100.00%	NA	100.00%
Female in Labor Force	46.63%	43.91%	NA	28.72%
Female Civilian Labor Force	46.63%	43.91%	NA	28.72%
Female Civilian Employed	43.01%	41.07%	NA	28.72%
Female Civilian Unemployed	3.63%	2.84%	NA	0.00%
Female in Armed Forces	0.00%	0.00%	NA	0.00%
Female Not in Labor Force	53.37%	56.09%	NA	71.28%

**Table ED-20 (Cont'd)**  
**Labor Force Participation (By Percentage)**  
**Appling County, Baxley, Graham, and Surrency**  
**1990 and 2000**

<b>2000</b>				
<b>Category</b>	<b>Appling County</b>	<b>Baxley</b>	<b>Graham</b>	<b>Surrency</b>
TOTAL Males and Females	100.00%	100.00%	100.00%	100.00%
In Labor Force	61.27%	58.27%	49.79%	54.33%
Civilian Labor Force	61.22%	58.27%	49.79%	54.33%
Civilian Employed	58.31%	54.47%	45.11%	52.40%
Civilian Unemployed	2.92%	3.80%	4.68%	1.92%
In Armed Forces	0.05%	0.00%	0.00%	0.00%
Not in Labor Force	38.73%	41.73%	50.21%	45.67%
TOTAL Males	100.00%	100.00%	100.00%	100.00%
Male in Labor Force	69.77%	68.30%	51.72%	73.20%
Male Civilian Labor Force	69.68%	68.30%	51.72%	73.20%
Male Civilian Employed	67.03%	64.97%	49.14%	71.13%
Male Civilian Unemployed	2.65%	3.33%	2.59%	2.06%
Male in Armed Forces	0.09%	0.00%	0.00%	0.00%
Male Not in Labor Force	30.23%	31.70%	48.28%	26.80%
TOTAL Females	100.00%	100.00%	100.00%	100.00%
Female in Labor Force	53.28%	49.68%	47.90%	37.84%
Female Civilian Labor Force	53.28%	49.68%	47.90%	37.84%
Female Civilian Employed	50.11%	45.48%	41.18%	36.04%
Female Civilian Unemployed	3.17%	4.20%	6.72%	1.80%
Female in Armed Forces	0.00%	0.00%	0.00%	0.00%
Female Not in Labor Force	46.72%	50.32%	52.10%	62.16%

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-21**  
**Georgia Labor Force Participation (By Percentage)**  
**1990 and 2000**

Category	1990	2000
TOTAL Males and Females	100.00%	100.00%
In Labor Force	67.89%	66.07%
Civilian Labor Force	66.41%	65.00%
Civilian Employed	62.60%	61.43%
Civilian Unemployed	3.80%	3.57%
In Armed Forces	1.48%	1.07%
Not in Labor Force	32.11%	33.93%
TOTAL Males	100.00%	100.00%
Male in Labor Force	76.65%	73.11%
Male Civilian Labor Force	73.87%	71.20%
Male Civilian Employed	70.07%	67.65%
Male Civilian Unemployed	3.80%	3.55%
Male in Armed Forces	2.78%	1.91%
Male Not in Labor Force	23.35%	26.89%
TOTAL Females	100.00%	100.00%
Female in Labor Force	59.88%	59.43%
Female Civilian Labor Force	59.59%	59.15%
Female Civilian Employed	55.78%	55.57%
Female Civilian Unemployed	3.81%	3.59%
Female in Armed Forces	0.29%	0.28%
Female Not in Labor Force	40.12%	40.57%

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-22**  
**U.S. Labor Force Participation (By Percentage)**  
**1990 and 2000**

Category	1990	2000
TOTAL Males and Females	100.00%	100.00%
In Labor Force	65.28%	63.92%
Civilian Labor Force	64.39%	63.39%
Civilian Employed	60.34%	59.73%
Civilian Unemployed	4.05%	3.66%
In Armed Forces	0.89%	0.53%
Not in Labor Force	34.72%	36.08%
TOTAL Males	100.00%	100.00%
Male in Labor Force	74.48%	70.75%
Male Civilian Labor Force	72.82%	69.81%
Male Civilian Employed	68.18%	65.81%
Male Civilian Unemployed	4.63%	3.99%
Male in Armed Forces	1.66%	0.94%
Male Not in Labor Force	25.52%	29.25%
TOTAL Females	100.00%	100.00%
Female in Labor Force	56.79%	57.54%
Female Civilian Labor Force	56.60%	57.39%
Female Civilian Employed	53.10%	54.04%
Female Civilian Unemployed	3.51%	3.35%
Female in Armed Forces	0.19%	0.15%
Female Not in Labor Force	43.21%	42.46%

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-23**  
**Appling County Labor Statistics**  
**1990-2005**

<b>Category</b>	<b>1990</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
Labor Force	7,447	8,168	8,287	8,475	8,474	8,188
Employed	6,619	7,564	7,502	7,775	7,607	7,414
Unemployed	858	604	785	700	867	774
Unemployment Rate	11.5%	7.4%	9.5%	8.3%	10.2%	9.5%

<b>Category</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Labor Force	8,596	8,434	8,200	8,160	8,201	8,971
Employed	8,142	7,869	7,579	7,611	7,674	8,423
Unemployed	454	565	621	549	527	548
Unemployment Rate	5.3%	6.7%	7.6%	6.7%	6.4%	6.1%

Source: Georgia Department of Labor, 2006.



**Table ED-24**  
**Unemployment Rates**  
**Appling County, Surrounding Counties, Georgia, and the U.S.**  
**1990-2005**

	<b>1990</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
Appling County	11.5%	7.4%	9.5%	8.3%	10.2%	9.5%
Bacon County	5.6%	4.5%	6.3%	7.9%	9.1%	6.8%
Jeff Davis County	6.1%	6.0%	7.9%	6.6%	7.9%	6.7%
Pierce County	5.9%	6.5%	6.1%	5.2%	5.0%	5.0%
Tattnall County	4.6%	4.9%	5.1%	4.7%	5.3%	5.6%
Toombs County	6.2%	6.5%	8.5%	9.6%	9.0%	9.6%
Wayne County	6.2%	7.0%	7.3%	7.1%	7.2%	6.1%
Georgia	5.2%	4.8%	4.6%	4.5%	4.2%	3.8%
U.S.	5.6%	5.6%	5.4%	4.9%	4.5%	4.2%

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Appling County	5.3%	6.7%	7.6%	6.7%	6.4%	6.1%
Bacon County	4.5%	5.4%	6.2%	5.5%	5.4%	5.5%
Jeff Davis County	4.5%	7.4%	8.2%	7.7%	7.3%	7.4%
Pierce County	4.0%	4.3%	4.6%	4.3%	4.4%	4.8%
Tattnall County	5.7%	5.0%	5.3%	5.1%	5.5%	6.4%
Toombs County	6.6%	6.3%	7.2%	6.2%	6.0%	6.4%
Wayne County	4.8%	5.1%	5.4%	5.3%	5.7%	6.2%
Georgia	3.5%	4.0%	4.8%	4.7%	4.6%	5.3%
U.S.	4.0%	4.7%	5.8%	6.0%	5.5%	5.1%

Source: Georgia Department of Labor, 2006.

**Table ED-25**  
**Georgia Labor Statistics**  
**1990-2005**

<b>Category</b>	<b>1990</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
Labor Force	3,300,136	3,699,727	3,812,908	3,926,801	4,029,245	4,106,678
Employed	3,129,389	3,522,905	3,638,219	3,751,699	3,861,646	3,951,684
Unemployed	170,747	176,822	174,689	175,102	167,599	154,994
Unemployment Rate	5.2%	4.8%	4.6%	4.5%	4.2%	3.8%

<b>Category</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Labor Force	4,233,388	4,277,967	4,308,229	4,340,666	4,390,395	4,588,023
Employed	4,084,062	4,107,109	4,100,119	4,134,525	4,188,271	4,346,289
Unemployed	149,326	170,858	208,110	206,141	202,124	241,734
Unemployment Rate	3.5%	4.0%	4.8%	4.7%	4.6%	5.3%

Source: Georgia Department of Labor, 2006.

**Table ED-26**  
**U.S. Labor Statistics**  
**1990-2005**

<b>Category</b>	<b>1990</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
Labor Force (thousands)	125,840	132,304	133,943	136,297	137,763	139,368
Employed (thousands)	118,793	124,900	126,708	129,558	131,463	133,488
Unemployed (thousands)	7,047	7,404	7,236	6,739	6,210	5,880
Unemployment Rate	5.6%	5.6%	5.4%	4.9%	4.5%	4.2%

<b>Category</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Labor Force (thousands)	142,583	143,734	144,863	146,510	147,401	149,320
Employed (thousands)	136,891	136,933	136,485	137,736	139,252	141,730
Unemployed (thousands)	5,692	6,801	8,378	8,774	8,149	7,591
Unemployment Rate	4.0%	4.7%	5.8%	6.0%	5.5%	5.1%

Source: U.S. Bureau of Labor Statistics, 2006.

**Table ED-27**  
**Place of Residence of Workforce by County**  
**Appling County**  
**1990 and 2000**

	<b>1990</b>			<b>2000</b>
Appling County	5,059		Appling County	5,439
Jeff Davis County	444		Jeff Davis County	615
Wayne County	187		Bacon County	214
Bacon County	135		Wayne County	147
Chatham County	81		Telfair County	118
Telfair County	79		Coffee County	116
Elsewhere	485		Elsewhere	934
Total	6,470		Total	7,583

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-28**  
**Place of Work of County Residents**  
**Appling County**  
**1990 and 2000**

	<b>1990</b>			<b>2000</b>
Appling County	5,059		Appling County	5,439
Toombs County	845		Toombs County	491
Jeff Davis County	231		Jeff Davis County	288
Bacon County	167		Wayne County	265
Wayne County	160		Montgomery County	174
Tattnall County	113		Bacon County	155
Elsewhere	988		Elsewhere	498
Total	7,563		Total	7,310

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**Table ED-29**  
**Appling County Commuting Patterns**  
**1990 and 2000**

	<b>1990</b>	<b>2000</b>
Employed Residents of County		
Worked in County	66.9	74.4
Commuted in Region	21.6	19.5
Commuted to Elsewhere	11.5	6.1
Persons Working in County		
Lived in County	78.2	71.7
Commuted from Region	15.1	17.8
Commuted from Elsewhere	6.7	10.5
Employed Residents as Percentage of County Workers	116.9	96.4

Source: U.S. Bureau of the Census, [www.census.gov](http://www.census.gov), 2006.

**TABLE H-1  
APPLING COUNTY  
TYPES OF HOUSING UNITS, 1980-2000**

	Single Family			Multi-Family			Manufactured Housing			Others			Total		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Appling County</b>	4,298	4,216	4,543	436	388	391	1,027	1,960	2,886	0	65	34	5,761	6,629	7,854
<b>Baxley</b>	1,031	1,129	1,203	298	321	330	57	186	315	0	18	0	1,386	1,654	1,848
<b>Graham</b>	N/A*	N/A*	84	N/A*	N/A*	2	N/A*	N/A*	53	N/A*	N/A*	0	N/A*	N/A*	139
<b>Surrency</b>	99	88	88	6	0	0	29	17	24	0	1	0	134	106	112

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov)

**TABLE H-2**  
**APPLING COUNTY**  
**PERCENTAGE OF TYPES OF HOUSING UNITS, 1980-2000**

	Single Family			Multi-Family			Manufactured Housing			Others		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Appling County</b>	74.6	63.6	57.8	7.6	5.9	5.0	17.8	29.6	36.7	0	1.0	0.5
<b>Baxley</b>	74.3	68.3	65.1	21.5	19.4	17.9	4.1	11.2	17.0	0	1.1	0
<b>Graham</b>	N/A*	N/A*	60.4	N/A*	N/A*	1.4	N/A*	N/A*	38.1	N/A*	N/A*	0
<b>Surrency</b>	73.9	83.0	78.6	4.5	0	0	21.6	16.0	21.4	0	0.9	0
<b>Region</b>	78.2	67.6	61.5	N/A	N/A	7.6	14.7	23.3	30.6	N/A	N/A	0.3
<b>Georgia</b>	75.8	64.9	67.1	16.6	22.7	20.7	7.6	12.4	12.0	N/A	N/A	0.1

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); Heart of Georgia Altamaha RDC staff, 2006.

**TABLE H-3**  
**Current and Projected Occupied Housing Units By Type**  
**2000-2030**  
**Appling County, Baxley, Graham, and Surrency**

	<b>2000</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Appling County</b>						
<b>SF</b>	3,955	4,144	4,255	4,363	4,500	4,643
<b>MF</b>	278	286	296	312	332	356
<b>MH</b>	2,362	2,922	3,227	3,523	3,866	4,242
<b>O</b>	11	3	1	0	0	0
<b>Totals</b>	6,606	7,355	7,799	8,198	8,698	9,241
<b>Baxley</b>						
<b>SF</b>	1,059	1,104	1,138	1,159	1,196	1,240
<b>MF</b>	238	246	254	270	290	310
<b>MH</b>	270	306	324	334	348	363
<b>O</b>	0	0	0	0	0	0
<b>Totals</b>	1,567	1,656	1,716	1,763	1,834	1,913
<b>Graham</b>						
<b>SF</b>	75	78	80	83	86	90
<b>MF</b>	2	2	2	2	2	2
<b>MH</b>	43	54	58	62	67	71
<b>O</b>	0	0	0	0	0	0
<b>Totals</b>	120	134	140	147	155	163
<b>Surrency</b>						
<b>SF</b>	78	78	79	80	82	84
<b>MF</b>	0	0	0	0	0	0
<b>MH</b>	20	29	32	35	38	41
<b>O</b>	0	0	0	0	0	0
<b>Totals</b>	98	107	111	115	120	125

Note: SF is Single-Family; MF is Multi-family; MH is Manufactured Housing; O is Other.

Source: U.S. Bureau of Census, [www.census.gov](http://www.census.gov); Projections made by Heart of Georgia Altamaha RDC Staff, 2006.

**TABLE H-4  
APPLING COUNTY  
AGE OF HOUSING BY PERCENTAGE**

	Built 1990 or later			Built 1980-89			Built 1960-79			Built 1940-59			Built 1939 or earlier		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Appling County</b>	N/A	N/A	25.8*	N/A	23.2**	19.7	55.3 <sup>2/</sup>	47.9	34.0	28.1	18.6	12.8	16.5	10.3	7.6
<b>Baxley</b>	N/A	N/A	14.5*	N/A	22.0**	18.3	31.8 <sup>2/</sup>	41.0	29.9	45.9	24.7	26.0	22.3	12.3	11.1
<b>Graham</b>	N/A	N/A	34.6*	N/A	N/A <sup>1/</sup>	5.0	N/A <sup>1/</sup>	N/A <sup>1/</sup>	30.9	N/A <sup>1/</sup>	N/A <sup>1/</sup>	20.2	N/A <sup>1/</sup>	N/A <sup>1/</sup>	9.4
<b>Surrency</b>	N/A	N/A	14.3*	N/A	12.6**	10.7	N/A	28.6	26.8	N/A	19.3	24.1	N/A	39.5	24.1
<b>Region</b>	N/A	N/A	22.6	N/A	N/A	18.7	N/A	N/A	35.0	N/A	N/A	15.9	N/A	N/A	7.8
<b>Georgia</b>	N/A	N/A	27.9	N/A	32.1	22.0	N/A	41.7	31.3	N/A	18.1	13.0	14.7	8.1	5.9

\*Includes housing units built from 1990 to March, 2000.

\*\*Includes housing units built from 1980 to March, 1990.

<sup>1/</sup>Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

<sup>2/</sup>Includes housing units built from 1960 to March, 1980.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); Heart of Georgia Altamaha RDC staff, 2006.



**TABLE H-5  
APPLING COUNTY  
CONDITION OF HOUSING, 1980-2000**

	Lacking Complete Plumbing Facilities						Lacking Complete Kitchen Facilities						Overcrowded Units						
	1980		1990		2000		1980		1990		2000		1980		1990		2000		
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
<b>Appling County</b>																			
Total Units	95	1.6	118	1.8	176	2.2	215	3.7	92	1.4	178	2.3							
Occupied Units	N/A	N/A	N/A	N/A	24	0.4	N/A	N/A	N/A	N/A	17	0.3	N/A	N/A	292	4.4	312	4.7	
Vacant Units	N/A	N/A	N/A	N/A	152	12.2	N/A	N/A	N/A	N/A	161	12.9			N/A	N/A	N/A	N/A	
<b>Baxley</b>																			
Total Units	97	7.0	7	0.4	35	1.9	38	2.7	32	1.9	66	3.5							
Occupied Units	N/A	N/A	N/A	N/A	0	0	N/A	N/A	N/A	N/A	8	0.5	N/A	N/A	86	5.2	90	5.7	
Vacant Units	N/A	N/A	N/A	N/A	35	11.7	N/A	N/A	N/A	N/A	58	19.4	N/A	N/A	N/A	N/A	N/A	N/A	
<b>Graham</b>																			
Total Units	N/A*		N/A*		0	0	N/A*		N/A*		4	3.0							
Occupied Units					0	0					4	3.3	N/A*		N/A*			4	3.2
Vacant Units					0	0					0	0							
<b>Surrency</b>																			
Total Units	N/A	N/A	3	2.5	0	0	N/A	N/A	3	2.5	0	0							
Occupied Units	N/A	N/A	N/A	N/A	0	0	N/A	N/A	N/A	N/A	0	0	N/A	N/A	3	2.8	3	3.1	
Vacant Units	N/A	N/A	N/A	N/A	0	0	N/A	N/A	N/A	N/A	0	0							

<b>Region</b>																		
Total Units		7.5		1.7		2.5		N/A		N/A		N/A						
Occupied Units						0.9						0.7		N/A		N/A		4.7
Vacant Units																		
<b>Georgia</b>																		
Total Units	75,618	3.8	28,462	1.1	29,540	0.9	71,793	3.6	24,014	0.9	31,717	1.0						
Occupied Units	59,491	3.2	22,921	1.0	17,117	0.6			16,794	0.7	15,161	0.5		5.3		4.0		4.8
Vacant Units	16,127	11.4	5,541	2.0	12,423	4.5			7,220	2.7	16,556	6.0						

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.  
 Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); Heart of Georgia Altamaha RDC staff, 2006.

**TABLE H-6**  
**APPLING COUNTY**  
**OCCUPANCY STATUS OF HOUSING UNITS, 1980-2000**

	Appling County						Baxley					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Housing Units	5,761	100.0	6,629	100.0	7,854	100	1,386	100.0	1,654	100.0	1,866	100
Occupied Housing Units	5,117	88.8	5,834	88.0	6,606	84.1	1,261	91.0	1,442	87.2	1,567	84.0
Vacant Housing Units	644	11.2	795	12.0	1,248	15.9	125	9.0	212	12.8	299	16.0
Owner Occupied Units	3,818	74.6	4,470	76.6	5,224	79.1	738	58.5	850	58.9	955	60.9
Renter Occupied Units	1,299	25.4	1,364	23.4	1,382	20.9	523	41.5	592	41.1	612	39.1
Owner Vacancy Rate	N/A	N/A	N/A	1.5	N/A	1.7	N/A	N/A	N/A	3.5	N/A	2.4
Renter Vacancy Rate	N/A	N/A	N/A	13.7	N/A	15.6	N/A	N/A	N/A	15.2	N/A	17.1
Owner to Renter Ratio of Vacancy	N/A	N/A	31.5	N/A	35.9	N/A	N/A	N/A	29.2	N/A	18.3	N/A
White Householder	4,292	83.9	4,772	81.8	5,246	79.4	949	75.3	994	68.9	955	60.9
Black Householder	814	15.9	1,027	17.6	1,202	18.2	312	24.7	438	30.4	555	35.4
Other Race Householder	11	0.2	35	0.6	158	2.4	0	0	10	0.7	57	3.6
Hispanic Householder	26	0.5	42	0.7	188	2.8	6	0.5	10	0.7	74	4.7
Householder Age 65 or Over	1,146	22.4	1,346	23.1	1,408	21.3	394	31.2	388	26.9	378	24.1

**TABLE H-6  
APPLING COUNTY  
OCCUPANCY STATUS OF HOUSING UNITS, 1980-2000  
(continued)**

	Graham						Surrency					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Housing Units	N/A*	N/A*	N/A*	N/A*	132	100	134	100	106	100	115	100
Occupied Housing Units	N/A*	N/A*	N/A*	N/A*	120	90.9	125	93.3	97	91.5	98	85.2
Vacant Housing Units	N/A*	N/A*	N/A*	N/A*	12	9.1	9	6.7	9	8.5	17	14.8
Owner Occupied Units	N/A*	N/A*	N/A*	N/A*	105	87.5	101	80.8	72	74.2	80	81.6
Renter Occupied Units	N/A*	N/A*	N/A*	N/A*	15	12.5	24	19.2	25	25.8	18	18.4
Owner Vacancy Rate	N/A*	N/A*	N/A*	N/A*	N/A	0.9	N/A	N/A	N/A	1.4	N/A	7.0
Renter Vacancy Rate	N/A*	N/A*	N/A*	N/A*	N/A	0	N/A	N/A	N/A	0	N/A	25.0
Owner to Renter Ratio of Vacancy	N/A*	N/A*	N/A*	N/A*	0	N/A	N/A	N/A	0	N/A	1	N/A
White Householder	N/A*	N/A*	N/A*	N/A*	67	55.8	N/A	N/A	73	75.3	68	69.4
Black Householder	N/A*	N/A*	N/A*	N/A*	51	42.5	N/A	N/A	23	23.7	27	27.6
Other Race Householder	N/A*	N/A*	N/A*	N/A*	2	1.6	N/A	N/A	1	1.0	3	3.0
Hispanic Householder	N/A*	N/A*	N/A*	N/A*	1	0.8	N/A	N/A	0	0	1	1.0
Householder Age 65 or Over	N/A*	N/A*	N/A*	N/A*	25	20.8	N/A	N/A	34	35.1	23	23.5

**TABLE H-6**  
**APPLING COUNTY**  
**OCCUPANCY STATUS OF HOUSING UNITS, 1980-2000**  
**(continued)**

	Region						Georgia		
	1980		1990		2000		1980	1990	2000
	No.	%	No.	%	No.	%	%	%	%
Total Housing Units	86,488	100	98,346	100	115,484	100	100	100	100
Occupied Housing Units	N/A		N/A		98,923	85.7	92.3	89.7	91.6
Vacant Housing Units	N/A		N/A		16,561	14.3	7.7	10.3	8.4
Owner Occupied Units	N/A		N/A		72,840	73.6	65.0	64.9	67.5
Renter Occupied Units	N/A		N/A		26,083	26.4	35.0	35.1	32.5
Owner Vacancy Rate	N/A		N/A			2.1	1.7	2.5	1.9
Renter Vacancy Rate	N/A		N/A			14.1	7.9	12.2	8.2
Owner to Renter Ratio of Vacancy	N/A		N/A		0.36		0.37	0.34	.44
White Householder	N/A		N/A			73.0	75.8	74.2	68.9
Black Householder	N/A		N/A			24.6	23.5	24.3	26.7
Other Race Householder	N/A		N/A			2.4	0.7	1.5	4.4
Hispanic Householder	N/A		N/A			4.8	1.0	1.3	3.4
Householder Age 65 or Over	N/A		N/A			22.9	18.6	17.9	16.5

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); *Georgia State of the State's Housing: Service Delivery Region 9*, UGA, 2003.

**TABLE H-7  
APPLING COUNTY  
VACANCY STATUS OF HOUSING UNITS, 1980-2000**

	Appling County						Baxley					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Vacant Housing Units	644	100	795	100	1,248	100	125	100	212	100	299	100
For Sale Only	N/A	N/A	68	8.6	92	7.4	N/A	N/A	31	14.6	23	7.7
For Rent	N/A	N/A	216	27.2	256	20.5	N/A	N/A	106	50.0	126	42.1
Rented or Sold, Not Occupied	N/A	N/A	24	3.0	125	10.0	N/A	N/A	11	5.2	45	15.1
For Seasonal, Rec., or Occasional Use	N/A	N/A	193	24.3	229	18.3	N/A	N/A	11	5.2	19	6.4
For Migratory Workers	N/A	N/A	7	0.9	6	0.5	N/A	N/A	1	0.5	1	0.3
Other Vacant	N/A	N/A	287	36.1	540	43.3	N/A	N/A	52	24.5	85	28.4
Vacant Units for Sale Only as % of Units for Rent or Sale	N/A	N/A		23.9		26.4	N/A	N/A		22.6		15.4
Vacant, built 1950-59	N/A	N/A	N/A	N/A	78	6.3	N/A	N/A	N/A	N/A	11	4.1
Vacant, built 1940-49	N/A	N/A	N/A	N/A	59	4.7	N/A	N/A	N/A	N/A	53	19.9
Vacant, built 1939 or Earlier	N/A	N/A	N/A	N/A	107	8.6	N/A	N/A	N/A	N/A	22	8.3
Vacant Lacking Compl. Plumbing	N/A	N/A	N/A	N/A	161	12.9	N/A	N/A	N/A	N/A	58	21.8
Vacant Lacking Compl. Kitchen	N/A	N/A	N/A	N/A	152	12.2	N/A	N/A	N/A	N/A	35	13.2

	Graham						Surrency					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Vacant Housing Units	N/A*	N/A*	N/A*	N/A*	12	100	9	100	9	100	17	100
For Sale Only	N/A*	N/A*	N/A*	N/A*	1	8.3	N/A	N/A	1	11.1	6	35.3
For Rent	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	0	0	6	35.3
Rented or Sold, Not Occupied	N/A*	N/A*	N/A*	N/A*	1	8.3	N/A	N/A	0	0	0	0
For Seasonal, Rec., or Occasional Use	N/A*	N/A*	N/A*	N/A*	2	16.7	N/A	N/A	2	22.2	2	11.8
For Migratory Workers	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	0	0	0	0
Other Vacant	N/A*	N/A*	N/A*	N/A*	8	66.7	N/A	N/A	6	66.7	3	17.6
Vacant Units for Sale Only as % of Units for Rent or Sale	N/A*	N/A*	N/A*	N/A*		100.0	N/A	N/A		100.0		50.0
Vacant, built 1950-59	N/A*	N/A*	N/A*	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	6	42.9
Vacant, built 1940-49	N/A*	N/A*	N/A*	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	2	14.3
Vacant, built 1939 or Earlier	N/A*	N/A*	N/A*	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	2	14.3
Vacant Lacking Compl. Plumbing	N/A*	N/A*	N/A*	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	0	0
Vacant Lacking Compl. Kitchen	N/A*	N/A*	N/A*	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	0	0

**TABLE H-7**  
**APPLING COUNTY**  
**VACANCY STATUS OF HOUSING UNITS, 1980-2000**  
**(continued)**

	Region						Georgia					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Vacant Housing Units	N/A	N/A	N/A	N/A	16,561	100	156,698	100	271,803	100	275,368	100
For Sale Only					1,549	9.4	20,915	13.3	38,816	14.3	38,440	14.0
For Rent					4,292	25.9	55,897	35.7	115,115	42.4	86,905	31.6
Rented or Sold, Not Occupied					1,359	8.2	16,598	10.6	20,006	7.4	20,353	7.4
For Seasonal, Rec., or Occasional Use					2,052	15.1	30,485 <sup>1/</sup>	19.5 <sup>1/</sup>	33,637	12.4	50,064	18.2
For Migratory Workers					207	1.2			617	0.2	969	0.4
Other Vacant					6,652	40.2	32,263	20.6	63,612	23.4	78,637	28.6
Vacant Units for Sale Only as % of Units for Rent or Sale	N/A	N/A	N/A	N/A		26.5		27.2		25.2		30.7
Vacant, built 1950-59	N/A	N/A	N/A	N/A	N/A	N/A	N/A		N/A		26,859	9.8
Vacant, built 1940-49	N/A	N/A	N/A	N/A	N/A	N/A	N/A		N/A		16,238	5.9
Vacant, built 1939 or Earlier	N/A	N/A	N/A	N/A	N/A	N/A	N/A		N/A		20,958	7.6
Vacant Lacking Compl. Plumbing	N/A	N/A	N/A	N/A	N/A	N/A	3,762 <sup>2/</sup>	4.9	N/A		12,423	4.5
Vacant Lacking Compl. Kitchen	N/A	N/A	N/A	N/A	N/A	N/A	N/A		N/A		16,556	6.0

<sup>1/</sup> Includes migratory.

<sup>2/</sup> Includes only vacant for sale or rent, lacking complete plumbing.

<sup>3/</sup> Includes seasonal and migratory only.

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); *Georgia State of the State's Housing: Service Delivery Region 9*, UGA, 2003.

**TABLE H-8**  
**APPLING COUNTY**  
**OWNER COST OF HOUSING, 1980-2000**

	Appling County						Baxley					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Owner Specified Value												
Less than \$50,000	N/A	N/A	1,362	64.6	898	37.2	N/A	N/A	469	71.6	364	50.0
\$50,000 - \$99,999	N/A	N/A	688	32.6	1,083	44.8	N/A	N/A	172	26.3	301	41.3
\$100,000 or more	N/A	N/A	59	2.8	435	18.0	N/A	N/A	14	2.1	63	8.6
Median	\$24,500		\$39,200		\$63,700		\$21,200		\$36,100		\$50,000	
Median Purchase Price of Single Family Units	N/A		N/A		\$68,194		N/A		N/A		N/A	
Monthly Owner Costs												
Not Mortgaged	875	45.3	1,059	47.0	1,168	48.3	318	52.1	340	48.3	384	52.7
Less than \$300	726	37.6	171	7.6	33	1.4	228	37.4	62	8.8	6	0.8
\$300-\$499	266	13.8	401	17.8	187	7.7	64 <sup>37</sup>	10.5	134	19.0	55	7.6
\$500-\$699	65 <sup>27</sup>	3.4	350	15.5	409	16.9			75	10.7	129	17.7
\$700-\$999			230	10.2	337	13.9			83	11.8	95	13.0
\$1,000 or More			40	1.8	282	9.7			10	1.4	59	8.1
Median with Mortgage	\$245		\$510		\$697		\$226		\$465		\$661	
Median without Mortgage	\$99		\$136		\$211		\$105		\$137		\$216	
Owner Housing Costs as % <sup>1/</sup>												
Less than 20%	N/A	N/A	1,503	66.8	1,553	64.3	N/A	N/A	444	63.1	509	69.9
20-29%	N/A	N/A	425	18.9	366	15.1	N/A	N/A	178	25.3	91	12.5
30% or More	N/A	N/A	287	12.7	456	18.9	N/A	N/A	74	10.5	128	17.5
Owner Occupied Households Below Poverty Level	878	45.4	N/A	N/A	732	14.0	N/A	N/A	N/A	N/A	109	11.2
Owner Occupied Householder 65 Years or Over Below Poverty Level	N/A	N/A	N/A	N/A	314	22.3	N/A	N/A	N/A	N/A	63	16.7



**TABLE H-8  
APPLING COUNTY  
OWNER COST OF HOUSING, 1980-2000  
(continued)**

	Graham						Surrency					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Owner Specified Value												
Less than \$50,000	N/A*	N/A*	N/A*	N/A*	35	56.5	N/A	N/A	39	75.0	30	44.8
\$50,000 - \$99,999	N/A*	N/A*	N/A*	N/A*	26	41.9	N/A	N/A	13	25.0	27	40.3
\$100,000 or more	N/A*	N/A*	N/A*	N/A*	1	1.6	N/A	N/A	0	0	10	15.0
Median	N/A*	N/A*	N/A*	N/A*	\$43,300		N/A	N/A	\$27,500		\$52,700	
Median Purchase Price of Single Family Units	N/A*	N/A*	N/A*	N/A*	N/A		N/A		N/A		N/A	
Monthly Owner Costs												
Not Mortgaged	N/A*	N/A*	N/A*	N/A*	37	59.7	N/A	N/A	42	70.0	31	46.3
Less than \$300	N/A*	N/A*	N/A*	N/A*	2	3.2	N/A	N/A	6	10.0	0	0
\$300-\$499	N/A*	N/A*	N/A*	N/A*	7	11.3	N/A	N/A	10	16.7	7	10.4
\$500-\$699	N/A*	N/A*	N/A*	N/A*	14	22.6	N/A	N/A	2	3.3	9	13.4
\$700-\$999	N/A*	N/A*	N/A*	N/A*	2	3.2	N/A	N/A	0	0	20	29.9
\$1,000 or More	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	0	0	0	0
Median with Mortgage	N/A*	N/A*	N/A*	N/A*	\$539		N/A	N/A	\$343		\$733	
Median without Mortgage	N/A*	N/A*	N/A*	N/A*	\$210		N/A	N/A	\$131		\$194	
Owner Housing Costs as % <sup>1/</sup>												
Less than 20%	N/A*	N/A*	N/A*	N/A*	36	58.1	N/A	N/A	35	58.3	31	46.3
20-29%	N/A*	N/A*	N/A*	N/A*	9	14.5	N/A	N/A	19	31.7	18	26.9
30% or More	N/A*	N/A*	N/A*	N/A*	13	20.9	N/A	N/A	4	6.7	16	23.9
Owner Occupied Households Below Poverty Level	N/A*	N/A*	N/A*	N/A*	27	25.0	N/A	N/A	N/A	N/A	13	15.1
Owner Occupied Householder 65 Years or Over Below Poverty Level	N/A*	N/A*	N/A*	N/A*	7	28.0	N/A	N/A	N/A	N/A	5	21.7

**TABLE H-8  
APPLING COUNTY  
OWNER COST OF HOUSING, 1980-2000  
(continued)**

	Region						Georgia					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Owner Specified Value												
Less than \$50,000								69.2		27.6		9.5
\$50,000 - \$99,999								26.3		46.6		34.2
\$100,000 or more								4.5		25.7		56.3
Median						N/A	\$36,900	N/A	\$71,300	N/A	\$111,200	N/A
Median Purchase price of Single Family Units					\$71,937						\$150,625	
Monthly Owner Costs Not Mortgaged	N/A		N/A		18,722	46.2		32.0		29.7		24.7
Less than \$300					798	2.0		27.4		4.1		0.6
\$300-\$499					3,332	8.2		27.6		12.8		3.9
\$500-\$699					6,099	15.1				15.4		9.5
\$700-\$999					6,685	16.5				20.5		21.3
\$1,000 or More					4,847	12.0		13.0 <sup>2/</sup>		17.6		39.9
Median with Mortgage							\$340		\$737		\$1,039	N/A
Median without Mortgage							\$107		\$182		\$259	N/A
Owner Housing Costs as % of income <sup>1/</sup>	N/A		N/A									
Less than 20%						63.4				55.5		54.8
20-29%						17.8				24.6		23.3
30% or More						18.8				19.3		21.0
Owner Occupied Households Below Poverty Level	N/A		N/A					11.1	139,479	9.1	146,893	7.2
Owner Occupied Householder 65 Years or Over Below Poverty Level	N/A		N/A						64,320	19.2	49,363	12.0

<sup>1/</sup> Does not add to 100% because does not include households "not computed."

<sup>2/</sup> Includes \$500 or more.

<sup>3/</sup> Includes \$300 or more.

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov); Georgia State of the State's Housing: Service Delivery Region 9, UGA, 2003.

**TABLE H-9  
APPLING COUNTY  
RENTER COST OF HOUSING, 1980-2000**

	Appling County						Baxley					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Monthly Gross Rent												
No Cash Rent	227	21.9	183	15.4	281	21.1	56	11.0	39	6.6	79	13.0
Less than \$200	572	55.2	279	23.4	116	8.7	362	71.1	164	27.7	72	11.8
\$200-\$299	204	19.7	337	28.3	250	18.8	70	13.8	188	31.8	81	13.3
\$300-\$499	33	3.2	363	30.5	522	39.3	21 <sup>2/</sup>	4.1	187	31.6	265	43.6
\$500 or More	0	0	28	2.4	160	12.0			14	2.4	111	18.3
Median	\$154		\$264		\$351		\$130		\$257		\$374	
Gross Rent as % of Income <sup>1/</sup>												
Less than 20%	N/A	N/A	406	34.1	424	31.9	N/A	N/A	174	29.4	168	27.7
20-29%	N/A	N/A	191	16.1	164	12.3	N/A	N/A	94	15.9	94	15.5
30% or More	N/A	N/A	403	33.9	414	31.1	N/A	N/A	278	47.0	258	42.4
Renter Occupied Households Below Poverty Level	554	53.5	N/A	N/A	543	39.2	N/A	N/A	N/A	N/A	288	47.0
Renter Occupied Householder 65 Years or Over Below Poverty Level	N/A	N/A	N/A	N/A	131	9.3	N/A	N/A	N/A	N/A	78	20.6

	Graham						Surrency					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Monthly Gross Rent												
No Cash Rent	N/A*	N/A*	N/A*	N/A*	4	25.0	N/A	N/A	8	23.5	2	16.7
Less than \$200	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	8	23.5	3	25.0
\$200-\$299	N/A*	N/A*	N/A*	N/A*	6	37.5	N/A	N/A	7	20.6	3	25.0
\$300-\$499	N/A*	N/A*	N/A*	N/A*	4	25.0	N/A	N/A	11	32.4	4	33.3
\$500 or More	N/A*	N/A*	N/A*	N/A*	2	12.5	N/A	N/A	0	0	0	0
Median	N/A*	N/A*	N/A*	N/A*	\$275		\$124		\$250		\$283	
Gross Rent as % of Income <sup>1/</sup>												
Less than 20%	N/A*	N/A*	N/A*	N/A*	6	37.5	N/A	N/A	5	14.7	9	75.0
20-29%	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	11	32.4	0	0
30% or More	N/A*	N/A*	N/A*	N/A*	6	37.5	N/A	N/A	10	29.4	1	8.3
Renter Occupied Households Below Poverty Level	N/A*	N/A*	N/A*	N/A*	10	62.5	N/A	N/A	N/A	N/A	3	25.0
Renter Occupied Householder 65 Years or Over Below Poverty Level	N/A*	N/A*	N/A*	N/A*	0	0	N/A	N/A	N/A	N/A	2	8.7

**TABLE H-9  
APPLING COUNTY  
RENTER COST OF HOUSING, 1980-2000  
(continued)**

	Region						Georgia					
	1980		1990		2000		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Monthly Gross Rent												
No Cash Rent	N/A	N/A	N/A	N/A	3,493	13.9		6.1		5.1		6.1
Less than \$200	N/A	N/A	N/A	N/A	3,448	13.7		42.9		12.1		6.0
\$200-\$299	N/A	N/A	N/A	N/A	4,293	17.1		32.2		12.3		5.8
\$300-\$499	N/A	N/A	N/A	N/A	9,860	39.2		17.5		35.9		20.9
\$500 or More	N/A	N/A	N/A	N/A	4,062	16.1		1.2		34.6		61.2
Median	N/A	N/A	N/A	N/A	N/A		\$211		\$433	N/A	\$613	N/A
Gross Rent as % of Income <sup>1/</sup>	N/A	N/A	N/A	N/A								
Less than 20%	N/A	N/A	N/A	N/A	8,333	33.1				30.4		33.0
20-29%	N/A	N/A	N/A	N/A	4,485	17.8				25.8		23.0
30% or More	N/A	N/A	N/A	N/A	7,949	31.6				37.0		35.4
Renter Occupied Households Below Poverty Level	N/A		N/A		N/A		N/A	29.0	218,716	26.4	235,800	24.1
Renter Occupied Householder 65 Years or Over Below Poverty Level	N/A		N/A		N/A		N/A		43,886	43.6	32,366	31.6

<sup>1/</sup> Does not add to 100% because does not include households “not computed.”

<sup>2/</sup> Includes \$300 or more.

\*Decennial Census data is not available for Graham until 2000 since the City was not incorporated until 1991.

Source: U.S. Census Bureau (1980, 1990, 2000), [www.census.gov](http://www.census.gov)