

Joint City/County

Comprehensive Plan

for

JACKSON COUNTY

and the cities of

**ARCADE, BRASELTON, COMMERCE,
HOSCHTON, JEFFERSON, NICHOLSON,
PENDERGRASS, AND TALMO**

Technical Assistance Provided By
Northeast Georgia Regional Development Center

March 1998

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Billy Griffin, Councilmember
Billy Gurley, Councilmember
Christopher Parr, Mayor Pro-Tem &
Councilmember
Nicky Peppers, Councilmember

Cheryl Sullivan
City Clerk/Treasurer

Braselton

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Pam Jackson, Councilmember
James A. Stevens, Councilmember
Don Webster, Councilmember

Angela P. Colley
City Clerk

Municipalities

Commerce

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Sam Brown, Councilmember
Archie Chaney, Councilmember &
Mayor Pro Tem
Riley Harris, Sr., Councilmember
Richard Massey, Councilmember
Bob Sosebee, Councilmember
Donald Wilson, Councilmember

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Hoschton

Billy G. Holder, Mayor

Roslyn Clark, Councilmember
Glenn Evans, Councilmember
David Healan, Councilmember
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Jefferson

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Nicholson

Steve Wilbanks, Mayor

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Pendergrass

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James Love, Councilmember
Tammy Pruitt, Councilmember
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Talmo

Larry Wood, Mayor

Frank Davis, Councilmember
Rob Joyce, Councilmember
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Municipalities

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Part 1: Inventory and Assessment

Chapter 1: Introduction

INTRODUCTION

1.1 Purpose

The Jackson County Comprehensive Plan provides county and city elected officials, staff, and residents with a set of goals and policies to help manage future growth and development over the next twenty years. This is a joint city/county plan, incorporating all of unincorporated Jackson County and its municipalities. The plan represents the county's participation in, and contribution to, the statewide planning process required by the Georgia Planning Act of 1989. The Jackson County Comprehensive Plan establishes a framework for planning for the provision of public facilities and services, choosing desirable economic growth, preserving the natural environment, protecting unique historic buildings or districts and scenic areas, and establishing compatible future land uses.

Comprehensive plan updates must, at a minimum, occur every ten years. However, after five years, community leaders should determine if the comprehensive plan needs a major update or revision, based upon the degree of change in the community. If little has changed, a small revision is sufficient to address changes in the community. However, if major changes have occurred, such as shifts in population or in the economic base, a more thorough revision of the comprehensive plan should be initiated.

This plan update represents a major revision to the 1992 Jackson County Comprehensive Plan. Because the previous plan was completed under now out-of-date planning standards, and Jackson County's significant population growth, 11 percent, since 1990, the Northeast Georgia Regional Development Center, in consultation with county staff, recommended a comprehensive plan update in lieu of simply the short-term work program update.

1.2 Accomplishments Since 1991 Plan

Jackson County and its cities completed a number of initiatives, primarily infrastructure related, outlined in the 1992 Comprehensive Plan. However, much work remains in the county and initiatives called for in the 1997 plan updated should be implemented to insure resource protection.

Completed activities from the 1992 plan include:

- ! development of a regional reservoir;
- ! development of long-range strategies to expand sewage treatment and collection systems;
- ! expansion of school facilities;
- ! construction of new facility for Solar-Tech;
- ! improvement of county roads; and
- ! expansion of governmental facilities.

For a complete list of completed activities from the 1992 Short-term Work Program, see the Report of Accomplishments included in this document.

1.3 Planning Process

The Jackson County Comprehensive Plan consists of a three-step planning process: Inventory and Assessment of existing conditions; Goals and Policies; and Implementation Strategy. The Inventory and Assessment addresses the seven planning elements using the basic planning process required by the Minimum Planning Standards and Procedures of the Georgia Planning Act. The Goals and Policies are based upon the inventory and assessment, and address existing and future needs and aspirations of the community. The Implementation Strategy is a five-year work program based on the community needs and goals.

1.3.1 Inventory and Assessment

The Inventory and Assessment lists the resources within Jackson County and its municipalities and addresses the following seven elements. The adequacy of the community's resource base is assessed based on identified needs through meetings with elected officials, county and city employees, and county residents.

- (A) **Population:** The population element provides historic population statistics as well as projections of future population trends in the county. This data is analyzed in increments from 1970 until 2015. Also included are data on the numbers of households, education levels, sex and race composition, and income of the population, as well as a comparison of Jackson County with the Northeast Georgia region and the state.
- (B) **Economic Development:** The economic development element examines various aspects of the Jackson County economy, including employment by industry, the labor force and an analysis of the economic base.
- (C) **Natural Resources:** The natural resources element includes the environmentally sensitive and ecologically significant areas that are unique to Jackson County. Included in the inventory are discussions of soil types, hydrology, topography, prime agricultural land and forest resources, plant and animal habitats, wildlife, parks and recreation areas, wetlands, watersheds, and the Mulberry, North Oconee, and Middle Oconee rivers and their tributaries.
- (D) **Historic Resources:** The historic resources section catalogs the historic sites and structures in Jackson County, including individual properties, historic areas, and archaeological sites.
- (E) **Community Facilities:** The community facilities section inventories existing public facilities and services that are important to the safety and well-being of Jackson County residents. This section addresses, in particular, law enforcement, fire protection, emergency medical services, infrastructure, solid waste management, governmental, recreational, educational and cultural facilities.
- (F) **Housing:** This element provides an inventory of the existing housing supply in Jackson County, and includes an assessment of the quantity, quality, cost and age of housing, as well as projected demand for the various categories of housing units.
- (G) **Existing Land Use:** The land use element of the plan surveys existing land uses at the tax parcel level. Categories of land use include parks, recreation and conservation; agricultural (including crop forest); commercial; residential (single-family and mobile homes, and multi-family housing); industrial; public/institutional; government; transportation, communications and utilities; and undeveloped or unused properties.

1.3.2 Statement of Needs and Goals

Based on the inventory and assessment, existing needs are identified. Goals and objectives are developed to meet identified needs of each jurisdiction. While the plan's goals and policies are a product of perceptions formulated by the public, county officials and community leaders, they are also consistent with, and supportive of, the statewide planning goals as stated in the Minimum Planning Standards and Procedures.

1.3.3 Implementation Strategies

Based upon the needs assessment and goals and policies, a strategy to put the plan into action was prepared. This section of the plan includes a five-year work program that outlines projects and programs to meet identified needs and to achieve future goals. These programs are outlined on a year-by-year basis, and will need to be completed or underway by the year 2001. The implementation strategies were written in cooperation with elected officials and members of the Citizen Advisory Committee.

The work program should be reviewed annually not only to note accomplishments, but also to determine adjustments in the work program. The work program is a realistic plan of local activities; however, circumstances, particularly financial, may necessitate adjusting the work program.

Updates to the five-year work program must be submitted to the regional development center six (6) months prior to the expiration of the existing five-year work program and should follow the Minimum Procedural Standards.

1.4 Minimum Planning and Procedural Standards

The Minimum Planning Standards require that all local governments follow the three-step planning process outlined above. The planning process is applied to the six minimum planning elements.

The Minimum Procedural Standards require holding two public hearings during the planning process. An initial public hearing is held before any planning begins to inform the community about the purpose of the plan, the planning process used in its preparation, and to encourage community input on local needs, issues and goals. Another public hearing is held after the draft plan is prepared and before it is submitted for review. At this hearing, the community is informed about the content of the plan, its recommendations, and is allowed to make suggestions, additions or revisions.

1.5 Public Participation

Prior to work on this plan, the Northeast Georgia Regional Development Center solicited citizens to participate in the plan. In addition, articles concerning the plan update were placed in the local newspapers. The Citizens Advisory Committee consisted of approximately 125 individuals representing a cross-section of the county's interests.

The first public hearing was held January 30, 1997 at the Jackson EMC Auditorium, Jefferson, Georgia prior to the preparation of the plan. The purpose of this hearing was to inform the public about the purpose of the plan and the process to be followed in the preparation of the plan, as well as to elicit community input on needs and goals. Citizens Advisory meetings began in February and continued through May 1997.

The final document was presented at a public hearing held on August 25, 1997 at the Jackson County Administrative Building, State Court Auditorium, 67 Athens Street, Jefferson, Georgia.

1.6 Plan Products

Preparation of the Jackson County Comprehensive Plan followed the guidelines provided in the Minimum Planning Standards and Procedures. This plan consists of an Inventory and Assessment; Goals, Policies and Objectives; an Implementation Strategy; and Existing (1997) and Future (2017) Land Use maps.

To be an effective tool for planning, general procedures must be followed in the utilization of the Comprehensive Plan.

- (A) Both the land use map and plan document should be applied together during the evaluation of any development alternatives and proposals.
- (B) The Plan's policies must be applied in a practical, flexible manner to ensure that they will be responsive to new opportunities and changing conditions.
- (C) The Plan will be implemented through a coordinated program establishing short, middle and long- term courses of action.

- (D) The Plan should be used as a framework for guiding and coordinating planning where possible. This includes future development and transportation improvements, parks and recreation facilities, schools, fire stations, water and sewer systems, and other community facilities.

1.7 Planning Area

The Jackson County Comprehensive Plan includes unincorporated Jackson County as well as Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, and Talmo. Maysville is considered in the Banks County Comprehensive Plan.

Jackson County was established on February 11, 1796, by an Act of the Georgia Legislature from an area originally included in Franklin County. The county was named for James Jackson, Revolutionary War Lieutenant Colonel, United States Senator, and later Governor of Georgia from 1798 to 1801. The first permanent settlement was started in January 1784, along the Little Sandy Creek a few miles southeast of the present day city of Commerce.

In 1796 Jackson County was about 1,800 square miles in size, and had a population of 350 people. The founding of Franklin College (now the University of Georgia) in Athens in 1801 caused Jackson County to lose part of her original territory in the creation of Clarke County. Portions of Jackson County were later lost with the creation of Madison, Walton, Gwinnett, Hall and Barrow counties. Today, Jackson County has a projected population of 33,921, covers an area of 342.4 square miles, and is bounded by Banks, Barrow, Clarke, Gwinnett, Hall and Madison counties.

Arcade, located on Highway 129 south of Jefferson, was incorporated in 1909. The current population is about 780.

Braselton was incorporated in 1916, and was named for the Braselton Brothers, who operated stores in the area beginning in 1884. The 1995 estimated population of Braselton is 451.

Commerce is the largest city in Jackson County, with a 1995 population of about 4,909. Established as Harmony Grove in 1884, the name was changed to Commerce in 1906.

Hoschton was named for the four Hosch brothers who operated saw mills and farms, and built a store. Hoschton was incorporated in 1891 with an area of 3.70 square miles. The current population is 742.

Jefferson was chartered as the county seat in 1806. The city was originally known as Thomocoggin, then Jeffersonville (1805-1810), then Jeffersonton (1810-1824), and finally Jefferson. The 1995 population is 3,993.

Nicholson was originally called Cooper, after the Cooper farm in the area. In 1882, the name was changed to Nicholson after the local railroad man who was able to get a depot and fuel stop located in the town. In 1907, the town was incorporated with the depot as the official center. The current population is about 599.

Pendergrass was originally known as Garden Valley, and later became Pendergrass in honor of Franklin Lafayette Pendergrass, a prominent businessman. The town was incorporated in 1891, and currently has a population of 338.

Talmo is located ten miles north of Jefferson, and was incorporated in 1920. The name is derived from a Creek Indian word. The city's 1995 population is estimated at 243.

Insert Map 1-1, Regional Location Map, Jackson County

Chapter 2: Population

POPULATION

1.1 Introduction

The population element provides local governments in Jackson County with the opportunity to inventory and assess various population trends and characteristics. The information provided in the population element will form the basis for several planning decisions on Economic Development, Community Facilities, Housing and Land Use elements of the comprehensive plan. A community's future goals are largely dependent on population growth rates and demographic patterns. The past and present population trends will be analyzed to determine the future population trends. Characteristics that are analyzed in this element include population, households, age distribution, racial composition, education attainment and personal/household income levels.

Section 2.2 identifies past and present population trends for Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo.

1.2 Past and Present Population Trends

Table 2-1

Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, and Talmo 1970-1995									
Year	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrasses	Talmo
1970	21,093	229	386	3,702	509	1,647	397	267	163
1980	25,343	223	308	4,092	490	1,820	491	302	120
1985	27,600	246	361	4,107	548	1,978	635	289	133
1986	28,500	250	372	4,110	560	2,010	664	286	136
1987	29,300	259	403	4,142	593	2,052	713	311	138
1988	30,000	267	433	4,173	626	2,094	762	335	139
1989	30,003	482	408	4,140	634	2,429	648	316	164
1990	30,005	697	384**	4,108	642	2,763	535	298	189
1995	33,921*	780*	451*	4,909*	742*	3,993*	599*	338*	243*

Source: U.S. Census, 1970, 1980, 1985, 1990.
 * Indicates population estimates by NEGRDC, 1997.
 ** Indicates the 1990 total population for the portion of Braselton located in Jackson County. The population of Braselton's residents residing in Barrow County was 34.
 Note: The 1990 population for Jackson residents residing in Maysville was 251 (which is included in the county total).

According to U.S. Census figures, the population of Jackson County grew by almost 26 percent between 1900 and 1910. The population increased from 24,039 to 30,169 people. After 1910, the county's population declined for several decades. By 1960, Jackson's population dropped to 18,499, the county's lowest total in more than sixty years.

The mechanization of agriculture and the transition to less labor-intensive agricultural products such as cattle and poultry, accounted for Jackson County's population decline during the 1940s and 1950s. Consequently, the county's population fell sharply as people left the county in pursuit of non-agricultural employment.

During the 1960s, Jackson's industrial base emerged and specifically the dominance of textile industries (located in Commerce and Jefferson) which attracted workers back into Jackson County. Since 1960, Jackson's population has continued to rise.

Table 2-2 indicates that between 1970 and 1980, Jackson County's population increased by 20.2 percent or 4,250 people. This represented an average annual growth rate of approximately 2 percent or 425 new residents per year. Jackson's population grew by 18.4 percent between 1980 and 1990. During this time, the county's unincorporated areas increased by 2,858 new residents and the county's municipal population increased by 1,804 residents to account for a county-wide increase of 4,662 people. Although the unincorporated areas of the county may have grown by a greater number of people than the incorporated areas, the combined 23 percent growth rate from the cities was considerably higher than the 16 percent growth rate of unincorporated areas.

Table 2-2

Historic Rates of Population Change Jackson County, NEGRDC and the State 1970-1990				
	Population Change 1970-1980		Population Change 1980-1990	
	Numerical	Percentage	Numerical	Percentage
Jackson County	4,250	20.2	4,662	18.4
Arcade	-6	-2.6	474	212.5
Braselton	-78	-20.2	110	35.7
Commerce	390	10.5	16	0.4
Hoschton	-19	-3.7	152	31.0
Jefferson	173	10.5	943	51.8
Nicholson	94	23.7	44	8.9
Pendergrass	35	13.1	-4	-1.3
Talmo	-43	-26.4	69	57.5
NEGRDC	40,289	20.9	44,732	19.2
Georgia	873,414	19.0	1,015,227	18.6

Source: U.S. Census, 1970, 1980, 1990.

During the 1970s and 1980s, the Northeast Georgia region's rate of population increase was slightly larger than Georgia's (See Table 2-2). Most of the region's population gains occurred in its western half, consisting of Barrow, Newton, Walton, Jackson, Clarke and Oconee counties. These counties experienced the effects of suburban sprawl

spilling over from metro-Atlanta counties. The other five counties in the Northeast Georgia region accounted for only 12 percent of the population.

During the 1970s, Jackson's population increased at a slightly slower rate than the Northeast Georgia regional average, but faster than the state average (Table 2-2). During the 1980s, the region's population growth rate narrowly exceeded both Jackson County's and the state's, which were nearly identical.

Many factors pertaining to geography, infrastructure and local economic conditions are responsible for municipal population growth. The cities in Jackson County each develop and grow based on their respective location, size, transportation access and utility infrastructure. As these growth attributes increase in prominence, the population will usually expand accordingly.

Jackson County, along with the cities of Commerce, Jefferson, Nicholson, and Pendergrass, experienced population increases during the 1970s. During this time the cities of Arcade, Braselton, Hoschton, and Talmo lost population. The majority of the population losses occurred during the 1970s, as Braselton and Talmo each accounted for population losses which exceeded 20 percent. The largest population increases occurred during the 1980s. All of Jackson's cities except Commerce and Pendergrass experienced substantial population gains. Commerce's population remained virtually unchanged during this time, while Pendergrass lost only 1.3 percent.

During the 1980s, 66 percent of the county's total population growth was due to net migration. Natural increase (births minus deaths) accounted for the remaining 34 percent of the population increase. Table 2-3 shows components of Jackson's population change detailing the percent change in natural increase and migration for the period 1980 to 1990.

During the 1980s, there were 26,987 people who migrated to the Northeast Georgia region. Jackson County accounted for 11.4 percent of the region's total net migration, or 3,084 people. The four remaining western NEGRDC counties of Barrow, Clarke, Oconee and Walton accounted for 82.5 percent of the total net migration to the eleven-county region.

On a regional scale in 1990, Jackson's population size ranked fourth. The 1990 average county population size in the region was 27,796 people. Jackson's 1990 population of 30,005 was 8.0 percent above the Northeast Georgia county average.

Table 2-3

Components for Population Rate of Change Jackson County, Northeast Georgia Region and Georgia: 1980 to 1990					
Area	% Change of Births	% Change of Deaths	% Change Natural Increase	% Change Net Migration	% Change Total Popul.
Jackson Co.	16.2	-10.0	6.2	12.2	18.4
N.E. Georgia Region	16.3	-8.7	7.6	11.6	19.2
Georgia	17.7	-8.8	8.9	9.7	18.6
Source: Georgia Regional Economic Development Data Book, January 1992.					

Map 2-1 shows the percentage distribution of Jackson's 1990 population by census tracts. The West Jackson Census Tract comprised 20.3 percent (largest in the county) of the county's 1990 population. The cities of Braselton, Hoschton, Pendergrass and Talmo are located in this tract. West Jackson's location is advantageous for growth

because of the presence of I-85 and its proximity to Hall and Gwinnett Counties which have experienced enormous growth. This tract should continue to receive significant population growth in the future. The North and South Jefferson Census Tract's populations ranked second and third respectively in 1990. The North Jefferson Census Tract accounted for 18.5 percent of Jackson's 1990 population. The South Jefferson Tract, which contains the southern half of Jefferson and Arcade, accounted for 17.0 percent of the county's 1990 population. The North and South Commerce Census Tracts accounted for 11.3 and 11.9 percent of the county's population. These two tracts are relatively small and divide Commerce in half. The Nicholson tract comprised 11.2 percent of the 1990 county population. The City of Nicholson and the community of Center are located in this tract. The Maysville Census Tract was the least populous Jackson tract. This tract is located in the northern part of the county which borders Hall and Banks Counties.

Table 2-4 distinguishes whether residents live in an urban or rural area. The U.S. Census Bureau classifies an urban area as an area with more than 2,500 people or with a density greater than 1,000 people per square mile. The urban population of Jackson County declined slightly from 17.6 to 16.1 percent of the total population during the 1970s as several cities experienced declining populations. This trend reversed as the combined urban population increased by 6 percent during the 1980s.

During the 1970s and 1980s, the Northeast Georgia region's urban population percentage fluctuated. (See Table 2-4). By 1990, the region's urban population percentage declined to 26.5 percent. Comparatively, 63.2 percent of the state's population was urban.

Table 2-4

Rural and Urban Population Jackson County, Northeast Georgia Region and Georgia: 1970 to 1990						
Area	% Popul. Rural 1970	% Popul. Urban 1970	% Popul. Rural 1980	% Popul. Urban 1980	% Popul. Rural 1990	% Popul. Urban 1990
Jackson County	82.4	17.6	83.9	16.1	78.0*	22.0*
N.E. Georgia Region	61.5	38.5	58.5	41.5	73.5	26.5
Georgia	39.7	60.3	37.6	62.4	36.8	63.2
Source: Georgia Regional Economic Development Data Book, January 1992. Georgia County Guide, August 1996.						

Jackson County Population by Census Tracts 1990	
Census Tract	Population
0101 West Jackson	6,088
0102 Maysville	2,945
0103 North Commerce	3,382
0104 South Commerce	3,585
0105 Nicholson	3,352
0106 South Jefferson	5,106
0107 North Jefferson	5,547
Total	30,005
Source: U.S. Census, 1990.	

Jackson County Percentage of Population by Census Tracts 1990	
Census Tract	Population
0101 West Jackson	20.3
0102 Maysville	9.8
0103 North Commerce	11.3
0104 South Commerce	11.9
0105 Nicholson	11.2
0106 South Jefferson	17.0
0107 North Jefferson	18.5
Total	100
Source: U.S. Census, 1990; Calculations by NEGRDC, 1997.	

Insert Map 2-1

Percentage of Population by Census Tracts, 1990

1.3 Population Projections

Internal as well as external forces may influence the population growth of an area. The development that takes place in an adjoining city or county can occasionally have a profound impact on an area's future population. Examples of internal forces include an area's transportation accessibility, housing and employment opportunities, economic development trends, and infrastructure capacities. These are only a few of the contributing factors that can determine an area's future population.

Attempting to predict demographic changes with accuracy is often difficult. Utilizing previous and current demographic trends is beneficial in projecting future population totals. The integration of fundamental internal and external factors such as those listed above is also an important component of the population projection. Typically, there is a range of population totals to choose from which reflect different population scenarios.

With population data available at uniform intervals, such as the decennial data provided by the U.S. Census Bureau and information compiled by other federal, state and local agencies, trends can be identified from the patterns of change from one period to the next. From these established trends, projections of the population can be made through extrapolation, or the process of estimating by extending or projecting known information.

Future population growth may be projected by the extension of past growth trends through various methods of mathematical extrapolation. Extrapolation techniques require the use of historical series data, measured at two or more intervals, which can be plotted or arranged to exhibit a trend. The pattern existing in a series of observations over time is assumed to carry forward into the future, furnishing the basis for making the projection.

One of the key elements for community planning is utilizing population projections. The population projections for Jackson County are based on projections generated by the Office of Planning and Budget and the Northeast Georgia Regional Development Center. In this plan, three to four sets of alternative projections offer the projected annual population total for each year from 1995 through 2002 and for each five-year interval through 2015 for the county and each of its cities.

The projections for Jackson County were generated to represent total population growth under several possible growth scenarios: a high growth projection series, a moderate growth projection series, and a low growth projection series. Each of these sets of city population projections includes annual population beginning with 1995 and continuing through the year 2015. Three to four alternative series of projections are given, each based on past trend periods and extrapolation methods. The most appropriate alternative series, that is, the projection series that best reflects the anticipated continuing trend is chosen for this plan.

Tables 2-5 through 2-13, present the sets of population projections for Jackson County and each of its incorporated areas.

1.3.1 Jackson County

Table 2-5 lists four different population projection scenarios for the period 1995 to 2015.

Alternative A assumes that the percent change from 1980 to 1990 will continue for the next 20 years. This projection indicates an average 9.2 percent increase every five years. Therefore, in 2015 the county's population will total 46,738.

Alternative B reflects the ten-year growth rate between 1970 and 1980. This percent change yielded a five-year population increase of 10.1 percent. This projection suggests that Jackson County's population will increase to 48,680 in 2015.

Alternative C shows the percent change between 1970 and 1990. Over this 20-year period, the population increased 42.3 percent or a five-year average of 10.6 percent. Based on this scenario, Jackson's population will total 49,816 in 2015.

Alternative D is based on the percent change between the 1990 population and the 1994 census population estimate. Using this time period as a projection base, the county's population will increase 13.05 percent every five years. The population should total 55,745 in 2015.

Alternative D was chosen for this plan. This alternative is the highest population projection among the four alternatives. Although Jackson has experienced relative slow growth in recent decades, the county should experience moderate to high population growth over the next twenty years. Jackson will receive increased growth because of its proximity to the Atlanta area (specifically Gwinnett County), Clarke County, Hall County and Interstate 85. Other significant transportation corridors that should influence growth include U.S. 129, U.S. 441 and Highway 11. The cities of Commerce and Jefferson (where the majority of utility infrastructure exists) serve as catalyst for residential and commercial growth. The proposed Mall of Georgia, located at Georgia 20 and Interstate 985 and approximately 13 miles southwest of Jackson County, could have a development spillover effect in the western part of Jackson. Many areas close to Jackson are currently experiencing increased growth from residential, commercial and light industrial development. As these counties transform their landscapes to more dense urban environments, additional residents and businesses will seek areas that offer more affordable land prices, less congestion, crime and urbanization. Jackson is a likely recipient of growth resulting from the region's urbanization pressures.

Table 2-5

Projected Total Population Jackson County 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	32,765	33,036	33,186	33,921
1996	33,368	33,697	33,883	34,806
1997	33,982	34,371	34,596	35,714
1998	34,607	35,058	35,323	36,646
1999	35,244	35,759	36,065	37,602
2000	35,892	36,474	36,822	38,583
2001	36,552	37,211	37,603	39,590
2002	37,225	37,963	38,400	40,623
2005	39,194	40,158	40,725	43,618
2010	42,800	44,214	45,042	49,310
2015	46,738	48,680	49,816	55,745

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.2 Arcade

Table 2-6 shows three different population projections for Arcade.

Alternative A assumes Arcade's population will decrease at a rate of 1.3 percent per five-year period. This percentage rate reflects what occurred between 1970 and 1980. If this trend continues over the next 20 years, Arcade's population will total 656 in 2015.

Alternative B is the moderate projection based on the assumption that Arcade's population will maintain a constant 2.3 percent share of Jackson County's population as it increases over the next twenty years. Under this scenario, Arcade's population will total 1,282 in 2015.

Alternative C is the highest projection and is reflective of the overall population increase between 1970 and 1990. This projection will result in a population increase of 51.5 percent every five years. Under this scenario, Arcade's population will total 5,899 in 2015.

This plan recommends Alternative B for planning purposes. Arcade is located in the central part of Jackson County, a few miles south of Jefferson. The city is located on U.S. 129, a major thoroughfare between Athens and Gainesville. Although Arcade has a relatively small land area, the city's current land use suggests that land is available for future residential development.

Table 2-6

Projected Total Population Arcade 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	688	780	1,053
1996	687	801	1,160
1997	686	821	1,278
1998	685	843	1,408
1999	684	865	1,552
2000	683	887	1,710
2001	682	911	1,886
2002	681	934	2,080
2005	674	1,003	2,584
2010	665	1,134	3,904
2015	656	1,282	5,899

Source: Based U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.3 Braselton

Braselton has four different population scenarios listed in Table 2-7.

Alternative A reflects the population decline which occurred between 1970 and 1980. During this period, the population decreased an average of 10.1 percent per five-year period. Alternative A assumes the population will continue to decline to 227 by 2015.

Alternative B reflects the near zero population change between 1970 and 1990. This alternative projects the population of Braselton will remain constant at 384 until 2015.

Alternative C assumes the population increase between 1980 and 1990 will continue to 2015. This will result in an average increase of 12.4 percent every five years. Utilizing this projection, Braselton's population will total 695 in 2015.

Alternative D shows the percent change between 1990 and the 1994 census population estimate. Using this alternative, the city's population will increase 17.5 percent every five years. The population will total 870 in 2015.

This plan recommends that Alternative D represent Braselton's population projection. After experiencing a 20 percent reduction in its population between 1970 and 1980, Braselton grew by almost 36 percent during the 1980s. Although, Braselton's population growth has been very slow over the last twenty years, the city should receive a significant amount of growth over the next twenty years. Braselton is located in a high growth part of the county and within close proximity to Gwinnett County and Interstate 85. Chateau Elan Golf and Resort Community, located in a portion of Braselton, has been a stimulus for residential development and should continue to attract development in the future.

Table 2-7

Projected Total Population Braselton 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	345	384	432	451
1996	338	384	443	467
1997	331	384	454	483
1998	324	384	465	500
1999	318	384	477	518
2000	312	384	489	536
2001	306	384	501	555
2002	300	384	513	574
2005	280	384	550	630
2010	252	384	618	740
2015	227	384	695	870

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.4 Commerce

Table 2-8 outlines three population projections for Commerce.

Alternative A reflects the ten-year increase between 1980 and 1990. This projection shows a five-year increase of 0.2 percent. Utilizing this alternative, Commerce's population will increase to 4,150 in 2015.

Alternative B is the moderate population projection. This alternative shows the twenty-year increase from 1970 to 1990. Assuming this trend will continue over the next twenty years, the population will increase an average of 2.8 percent every five years. This increase will result in a population of 4,715 in 2015.

Alternative C is a moderate-to-high projection. It shows the ten-year increase between 1970 and 1980. Utilizing this alternative, the population will increase an average of 5.3 percent every five years resulting in a total 5,336 in 2015.

Alternative D is the highest population projection for Commerce. This alternative reflects the population percent change between the 1990 and the 1994 census estimate. Based on this time period, the population will increase 19.5 percent every five years to total 10,175 in 2015.

Commerce, located in the northeastern portion of Jackson County, experienced only moderate population growth during the 1980s compared with the growth rates which occurred during the 1970s. Commerce's growth rate declined from 10.5 percent during the 1970s to less than 0.5 percent by 1990. However, as Jackson County increases in population, Commerce should also receive a proportional increase. Alternative D was chosen to represent Commerce's population projection for this plan. Commerce, located in the northern part of the county near I-85, has plenty of available land for residential development. In addition, the city is serviced by an extensive network of water and sewer lines. The commercial activity that exists in the city will continue to attract additional development and labor force.

Table 2-8

Projected Total Population Commerce 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	4,116	4,223	4,326	4,909
1996	4,118	4,246	4,374	5,100
1997	4,120	4,269	4,422	5,299
1998	4,122	4,292	4,471	5,506
1999	4,124	4,316	4,520	5,720
2000	4,126	4,340	4,570	5,943
2001	4,128	4,364	4,618	6,175
2002	4,130	4,388	4,667	6,416
2005	4,134	4,462	4,812	7,102
2010	4,142	4,587	5,067	8,515
2015	4,150	4,715	5,336	10,175

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.5 Hoschton

Table 2-9 shows four different population projections for Hoschton.

Alternative A shows the ten-year population decrease which Hoschton experienced from 1970 until 1980. This projection assumes that the population will continue to decline an average of 1.9 percent per five-year period. This decline will result in a population of 609 in 2015.

Alternative B reflects the twenty-year population increase the city experienced from 1970 to 1990. During this period, the population increased an average of 6.5 percent every five years. Assuming this trend will continue, Hoschton's population will total 880 in 2015.

Alternative C shows the population increase between 1980 and 1990. This alternative reflects a 15.5 percent increase per five-year period. Under this scenario, the population will total 1,332 in 2015.

Alternative C was chosen for this plan. Hoschton, located in close proximity to Gwinnett County and Interstate 85, has experienced recent residential growth in annexed portions of the city. The city's land area is relatively large and undeveloped or unused. In addition, Hoschton provides water and sewer service to the majority of its residents.

Table 2-9

Projected Total Population Hoschton 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	629	684	742
1996	627	693	765
1997	625	702	789
1998	623	711	813
1999	621	720	838
2000	619	729	864
2001	617	738	891
2002	615	748	919
2005	613	776	998
2010	611	826	1,153
2015	609	880	1,332

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.6 Jefferson

Alternative A shows the population trend between 1970 and 1980. This projection assumes the population will continue to increase by an average of 5.3 percent every five years. Utilizing this scenario, Jefferson's 2015 population will reach 3,587.

Alternative B reflects the population trend between 1970 and 1990. This scenario assumes the population will continue to increase by an average of 16.9 percent every five years. According to this alternative, Jefferson's population will total 6,099 in 2015.

Alternative C reflects the population trend between 1980 and 1990. This projection shows an average five-year growth rate of 25.9 percent. Alternative C will yield a 2015 population of 8,946.

Alternative D is based on the percent change between the 1990 census and the 1994 census estimate. Using this trend, the city's population will increase an average of 44.5 percent per five-year period. In 2015, the population will total 18,500.

Alternate D was chosen for this plan. The city experienced a significant population increase during the 1980s and a larger percentage increase between 1990 and 1995. This trend should continue in the future. Jefferson's location is advantageous for residential growth. The city is centrally located within the county. Jefferson is the county seat and the cultural and community facility focal point of the county. The city is accessed by I-85, U.S. 129, and highways 15, 11 and 335. Residential growth has expanded beyond the city's original boundaries to the north, south, and west. There is plenty of available land for future development. Jefferson also has an extensive network of water and sewer lines throughout the city.

Table 2-10

Projected Total Population Jefferson 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	2,909	3,230	3,479	3,993
1996	2,941	3,340	3,660	4,348
1997	2,973	3,454	3,850	4,735
1998	3,006	3,571	4,050	5,156
1999	3,039	3,692	4,261	5,615
2000	3,072	3,818	4,483	6,115
2001	3,105	3,947	4,715	6,659
2002	3,138	4,080	4,959	7,252
2005	3,235	4,463	5,644	8,836
2010	3,406	5,217	7,106	12,768
2015	3,587	6,099	8,946	18,500

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.7 Nicholson

Table 2-11 shows three different population projections for Nicholson. All three projections reflect population increases from different periods between 1970 and 1990.

Alternative A traces the population trend between 1980 and 1990. This projection assumes Nicholson's population will increase 4.5 percent every five years. The city's 2015 population will total 666.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. This alternative projects a five-year growth rate of 8.7 percent with the city's population reaching 841 in 2015.

Alternative C reflects the population change between 1970 and 1980. This projection assumes the population will increase an average of 11.9 percent every five years. Utilizing this scenario, Nicholson will total 944 people by 2015.

Alternative C was chosen for this plan. Nicholson, located near the eastern edge of Jackson County and north of the Athens-Clarke County area, has experienced only moderate population growth in recent years. Nicholson is accessed by U.S. 441 and Highway 335. The city has plenty of undeveloped land. Nicholson does not have a sewer system and the water system is privately owned and operated.

Table 2-11

Projected Total Population Nicholson 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	559	582	599
1996	564	592	613
1997	569	602	628
1998	574	612	643
1999	579	623	658
2000	584	633	674
2001	589	644	690
2002	594	655	706
2005	610	712	754
2010	637	774	844
2015	666	841	944

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.8 Pendergrass

Table 2-12 shows three different population projections for Pendergrass. All three projections reflect population increases from different time periods between 1970 and 1990.

Alternative A traces the population trend between 1980 and 1990. This projection assumes Pendergrass's population will decrease 0.7 percent every five years. The city's 2015 population will total 290.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. Alternative B projects a five-year growth rate of 2.9 percent with the city's population reaching 345 in 2015.

Alternative C reflects the population change between 1970 and 1980. This projection assumes the population will increase an average of 6.6 percent every five years. Utilizing this scenario, Pendergrass will total 408 people by 2015.

Alternative D is based on the percent change between the 1990 census figure and the 1994 census estimate. Based on this trend, the city's population will increase 13.5 percent every five years. In 2015, the population will total 564.

Alternative D was chosen for this plan. Although Pendergrass has experienced population losses over the last twenty years, the city should begin to gain population as Jackson County increases in population. Pendergrass is accessed by Highway 11 and I-85. The city is largely rural with a significant amount of land that could be developed residentially. The Jackson County Water Authority provides Pendergrass with water. The city does not have a sewer system.

Table 2-12

Projected Total Population Pendergrass 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	296	307	318	338
1996	296	309	322	347
1997	296	311	326	356
1998	296	313	330	366
1999	296	315	334	376
2000	296	317	338	386
2001	295	319	342	396
2002	295	321	347	407
2005	294	326	360	438
2010	292	335	383	497
2015	290	345	408	564

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.9 Talmo

Table 2-13 shows three different population projections for Talmo. All three projections reflect population increases from different time periods between 1970 and 1990.

Alternative A traces the population trend between 1970 and 1980. This projection assumes Talmo's population will decrease 13.2 percent every five years. The city's 2015 population will total 94.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. Alternative B reflects a five-year growth rate of 4.0% with the city's population reaching 233 in 2015.

Alternative C is a slightly higher projection which assumes that Talmo will maintain a constant .0063 percent share of Jackson County's population through the year 2015. This projection is based on Talmo's percent share of Jackson County's 1990 population. According to this scenario, the population should reach 351 by 2015.

Alternative D reflects the population change between 1980 and 1990. This projection assumes the population will increase an average of 28.8 percent every five years. Utilizing this scenario, Talmo will total 690 people by 2015.

Alternative C was chosen for this plan. Talmo, located in northwestern Jackson County near the Hall County line, increased by 56 residents between 1980 and 1990. Talmo should continue to increase in population as the county gains population. Talmo's land area is the smallest among Jackson's municipalities. The city does not have a public water or sewer system. Talmo is located on U.S. 129 approximately halfway between Jefferson and Gainesville. The city is predominantly rural with plenty of undeveloped land remaining.

Table 2-13

Projected Total Population Talmo 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	164	197	214	243
1996	160	199	219	257
1997	156	201	225	272
1998	152	203	231	288
1999	148	205	237	305
2000	144	207	243	323
2001	140	209	249	342
2002	136	211	256	362
2005	125	215	275	416
2010	108	224	311	536
2015	94	233	351	690

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

Table 2-14 summarizes the projected rate of population growth for Jackson County, its cities and Georgia. The table shows each jurisdiction and its projected numerical change over the various periods from 1995 to 2015.

Table 2-14

Projected Rate of Population Growth Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia Numerical Net Change					
Area	1995 - 2000	2000 - 2005	2005 - 2010	2010 - 2015	1995 - 2015
Jackson Co.	4,662	5,035	5,692	6,435	21,824
Arcade	107	116	131	148	502
Braselton	85	94	110	130	419
Commerce	1,034	1,159	1,413	1,660	5,266
Hoschton	122	134	155	179	590
Jefferson	2,122	2,721	3,932	5,732	14,507

Nicholson	75	80	90	100	345
Pendergrass	48	52	59	67	226
Talmo	29	32	36	40	137
Georgia	570,003	501,575	264,853	437,516	1,846,162
Source: NEGRDC, 1997.					

1.4 Household Population

The past, current and projected number of households are shown in Table 2-15 for Jackson County and its eight cities. In addition, the average household size for each jurisdiction is listed in Table 2-16. The number of households and size are important in assessing housing needs and household trends.

In the past, the increase in the number of households was much slower than the population growth rate which resulted in larger household sizes. People typically reared more children and multiple generation households were more common than today. However, the birth rate is declining and there are more single household dwellers. A larger percentage of people are choosing not to marry. The divorce rate has also increased significantly in recent decades. Married couples are waiting longer to have children and rearing smaller families. Women are working in greater numbers, thus making it more difficult to raise larger families. In addition, it is typical for the elderly to be moved into a care facility when they are unable to care for themselves rather than receiving permanent care from a family member. These factors are responsible for the increasing number of households in our society.

The number of households in Jackson increased at a rate faster than the population rate. This is not just a local trend but also a state and national trend. As a result, the number of households is increasing at an unprecedented rate yet the household size is becoming smaller. The Census Bureau numbers indicate that the total number of households in Jackson County increased by 2,374 between 1980 and 1990. This represents an increase of 27 percent. However, the average size of Jackson County households decreased from 2.9 persons in 1980, to 2.7 persons in 1990. The decrease in the average size of households reflects current state and national trends.

During the 1970s, Jackson County's average household size remained lower than that of the Northeast Georgia region and the state of Georgia. During the 1980s, the trend shifted and Jackson County's average household size grew slightly higher than the state's. By 1990, Jackson had a similar average household size as other counties in the region.

Table 2-15 shows the number of households in each jurisdiction between 1970 and 2015.

Table 2-15

Number of Households Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1970 - 2015									
Year	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
1970	6,485	63	117	1,248	151	541	123	82	NA*
1975	7,769	71	104	1,398	160	599	156	94	NA*
1980	8,677	78	92	1,547	168	656	188	105	41
1985	9,640	155	128	1,558	198	856	195	107	56

1990	10,777	231	163	1,568	228	1,056	202	108	71
1995	12,029	257	174	1,852	253	1,349	214	117	80
2000	14,343	308	209	2,340	310	2,080	254	140	96
2005	17,038	367	265	2,935	377	3,036	300	166	115
2010	20,292	441	338	3,686	459	4,418	358	198	137
2015	24,237	530	437	4,646	560	6,446	425	236	164

Sources: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.
 * estimates not available.

The number of households in Jackson County increased during the 1970s and 1980s by 33.8 percent and 24.2 percent respectively. The percentage increase in the number of households, significantly exceeded population growth for the same period. The households' rate should continue to increase faster than the population rate for Jackson County and its cities.

In Arcade, during the 1970s, the number of households increased by 23.8 percent. During the 1980s, the rate of increase was 196 percent. Over the last twenty years, the number of households increased faster than the population rate. This trend should continue as the number of households is expected to increase by about 273 or approximately 106 percent over the next twenty years.

During the 1970s, the number of households in Braselton decreased by 21.3 percent, accompanied by a 20 percent decline in population. During the 1980s, the population increased by 35.7 percent while the number of households increased by 77.2 percent. Based on the selected population projection, the number of households in Braselton should more than double over the next twenty years.

During the 1970s and 1980s, Commerce experienced household growth rates of 24.0 percent and 1.4 percent respectively. Projections indicate that the city could add an additional 2,794 households by 2015, an increase of approximately 150 percent.

In the 1970s, the number of households increased in Hoschton by 11.3 percent while the population declined by 3.7 percent. During the 1980s, the number of households expanded by 35.7 percent and the population increased by 7.6 percent. Over the next twenty years, the number of households in Hoschton should increase by about 120 percent, or approximately 300 new households.

During the 1970s, the number of households in Jefferson increased by 21.3 percent while population increased by 10.5 percent. In the 1980s, the population continued to grow (51.8 percent) while the number of households grew by 61.0 percent. Jefferson should witness a further increase in the number of households. In 2015, the number of households in Jefferson is projected to reach 6,446, an increase of 378 percent over the 1995 level.

The number of households in Nicholson increased during the 1970s and 1980s. In the 1970s, Nicholson increased from 123 to 188 households. This represents a 52.8 percent increase. During the 1980s, the city increased by 14 new households, an increase of 7.5 percent. Nicholson should continue to experience a significant increase in the number of households through 2015 as shown by the projections in table 2-15.

During the 1970s, the number of households in Pendergrass grew by 28.0 percent while population increased by 13.1 percent. In the 1980s, the population declined (1.3 percent) and the number of households continued to increase by 2.9 percent. Pendergrass should witness a further increase in the number of households. In 2015, the number of households is projected to reach 236, an increase of 102 percent from the 1995 level.

Household figures are unavailable for Talmo for the 1970s, although the population decreased by 26.4 percent. This trend reversed during the 1980s, the population increased 57.5 percent and the households increased by 72 percent. Projections indicate that by the year 2015, Talmo should gain approximately 84 new households.

It is apparent that despite the population fluctuations in each jurisdiction, the number of households is increasing at a faster rate than the population. This trend has important implications for the future housing supply in each jurisdiction.

As the number of households continues to increase over the next twenty years, household size should become even smaller as shown in Table 2-16.

Table 2-16

Historic, Current and Projected Average Household Size Georgia, Jackson County and NEGRDC 1970 - 2015											
Year	Georgia	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo	NEGRDC
1970	3.27	3.25	3.63	3.30	2.97	3.37	3.04	3.23	3.26	NA*	3.30
1975	3.04	3.06	3.30	3.16	2.89	3.20	3.00	3.09	3.14	NA*	3.10
1980	2.84	2.90	2.97	3.02	2.81	3.02	2.96	2.94	3.02	2.92	2.80
1985	2.74	2.80	3.00	2.78	2.66	2.92	2.96	2.80	2.89	2.79	2.70
1990	2.66	2.73	3.02	2.53	2.51	2.82	2.95	2.65	2.76	2.66	2.60
1995	2.59	2.82	3.03	2.77	2.65	2.93	2.96	2.80	2.89	2.66	2.60
2000	2.52	2.69	2.88	2.57	2.54	2.79	2.94	2.65	2.76	2.53	2.40
2005	2.43	2.56	2.73	2.38	2.42	2.65	2.91	2.51	2.64	2.40	2.20
2010	2.35	2.43	2.57	2.19	2.31	2.51	2.89	2.36	2.51	2.27	2.10
2015	2.27	2.30	2.42	1.99	2.19	2.38	2.87	2.22	2.39	2.14	2.00

Source: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997, * estimates not available.

1.5 Age Distribution of the Population

The inventory and assessment of a community's age distribution are important for the identification of present and future needs in many planning areas. Planning for capital facilities and services such as schools, recreation facilities/programs, youth centers and programs for the elderly, all depend upon the age distribution of a community.

Future age distribution projections for Jackson County are based on aging trends forecast by Woods and Poole Economics, Inc. These projected aging trends were applied to the overall population estimates selected in section 2.3 for Jackson County and its individual municipalities.

The median age of Jackson County's residents is expected to increase from 34.5 years in 1995 to 40.0 years in 2015. The percentage of residents who are 44 years of age and under is expected to decline by about 10 percent during the next two decades. The percentage of residents 45 and over will increase by the same amount. This gradual aging of the population is a reflection of state and national population trends.

Population totals for individual age groups are shown from 1970 to 1990, followed by projections from 1995 to 2015.

1.5.1 Jackson County

Table 2-17

Jackson County Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	1,885	1,856	1,827	1,994	2,161
5 - 14	4,170	4,239	4,308	4,386	4,464
15 - 24	3,602	4,059	4,515	4,445	4,374
25 - 34	2,697	3,308	3,918	4,472	5,025
35 - 44	2,219	2,660	3,100	3,760	4,420
45 - 54	2,294	2,325	2,355	2,893	3,430
55 - 64	2,114	2,298	2,481	2,503	2,525
65 +	2,112	2,476	2,839	3,223	3,606
Source: U.S. Census, 1970, 1980, 1990.					

In 1970, the median age in Jackson County was 28.3 years old. Ten years later, the median age was 30.2 years old and increased to 32.8 years old by 1990. In 1970, the 5-14 age group was the largest in the county. As this generation of residents aged, they continued to comprise the county's largest age group ten years later in 1980 and into the 25-34 age group in 1990.

All Jackson County age groups grew consistently over the last twenty years except the 0-4 age group, which declined slightly during the 1970s. The 15-24 age group also declined during the 1980s. Some age groups increased faster than other groups. Residents in the two age groups ranging from 25 to 44 years old experienced the largest increases.

Table 2-18

Jackson County Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	2,358	2,469	2,704	3,008	3,400
5 - 14	4,986	5,556	5,888	6,213	6,912
15 - 24	4,674	5,247	5,976	6,657	7,135
25 - 34	5,258	5,209	5,539	6,213	6,968
35 - 44	5,224	6,173	6,499	6,460	6,857
45 - 54	4,376	5,363	6,368	7,544	8,027
55 - 64	3,019	4,013	5,278	6,460	7,693
65 +	4,037	4,553	5,409	6,805	8,808
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

In 1995, residents between the ages of 25 and 44 comprised the largest age groups in Jackson County. By 2015, the 65 and over age group should represent the largest age group, with the 45-54 and 55-64 groups ranking second and third, respectively. Throughout this twenty-year period, the 0-4 age group is expected to remain the county's smallest. In 2015, approximately 56 percent of all Jackson residents will be 44 or more years of age.

1.5.2 Arcade

In 1970, the 5-14 year old residents represented the single largest age group in Arcade. During the same year, the 45 to 54 and 65 and over age brackets were the least populous age groups. Twenty years later in 1990, the 65 and over age group remained the city's smallest group. In 1990, the 25-34 year olds comprised the largest age group, followed closely by those residents in the 5-14 and 15-24 age brackets. The median age in Arcade increased from 23.5 in 1970 to 29.3 in 1990.

Table 2-19

Arcade Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	38	29	20	40	59
5 - 14	45	47	49	86	123
15 - 24	40	34	27	65	102
25 - 34	39	40	41	96	150
35 - 44	22	26	29	64	99
45 - 54	14	21	27	51	74
55 - 64	22	14	6	28	49
65 +	14	19	24	33	41

Source: U.S. Census, 1970, 1980, 1990.

Projected future age distributions for Arcade show a significant increase in the city's 45 and over population, while the 0-4 population exhibits the smallest population increase of any age category. In 2015, the 65 and over age group should represent the largest age group in Arcade. The 45-54 age group should represent the second largest age group. None of the city's age groups should decline significantly over the next 20 years. In 2015, the median age in Arcade is expected to be 40 years old.

Table 2-20

Arcade Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	54	57	62	69	78
5 - 14	115	128	135	143	159
15 - 24	107	121	137	153	164
25 - 34	121	120	127	143	160
35 - 44	120	142	149	149	158
45 - 54	101	123	146	174	185
55 - 64	69	92	121	149	177
65 +	93	105	124	156	203

Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.

1.5.3 Braselton

Between 1970 and 1980, Braselton's population declined for all age groups except the 65 and over individuals. During 1980s, the population declined for the 5-14 and 45-54 age groups. The most significant growth was realized in the 0-4 and 65 and older age brackets. The median age in Braselton increased from 29.0 in 1970 to 35.2 in 1990, due largely to the sizeable decrease in the 5-14 population and the accompanying increase in the 65 and over population.

Table 2-21

Braselton Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	31	27	22	32	41
5 - 14	80	64	47	46	45
15 - 24	65	56	47	55	63
25 - 34	45	44	42	51	59
35 - 44	43	33	22	41	59
45 - 54	45	42	38	36	33
55 - 64	54	45	36	40	44
65 +	24	32	39	57	74

Source: U.S. Census, 1970, 1980, 1990.

Table 2-22

Braselton Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	31	34	39	45	53
5 - 14	66	77	85	93	108
15 - 24	62	73	86	100	111
25 - 34	70	72	80	93	109
35 - 44	69	86	94	97	107
45 - 54	58	75	92	113	125
55 - 64	40	56	76	97	120
65 +	54	63	78	102	137
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

Forecasts of Braselton's future population suggest a pattern similar to that of Jackson County and Arcade, with significant increases in the city's older population accompanied by much smaller gains in the younger age categories. Median age estimates are also expected to be consistent with those of Jackson County.

1.5.4 Commerce

Over the past two decades, Commerce's population increased by 406 people. During the 1970s, the 25-34 and 65 and older age groups increased the fastest. The 55-64 age group experienced the greatest decline, losing 141 people. Commerce's population aged slightly during the 1980s as the age brackets between 25 and 54 and 65 and older grew while all others declined. Commerce's median age increased slightly from 34.3 years old in 1970 to 37.5 years old in 1990.

Table 2-23

Commerce Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	295	309	322	287	252
5 - 14	609	594	579	575	571
15 - 24	592	618	643	587	531
25 - 34	412	486	559	566	573
35 - 44	334	353	372	443	514
45 - 54	446	421	395	421	446
55 - 64	617	547	476	417	357
65 +	451	599	746	805	864
Source: U.S. Census, 1970, 1980, 1990.					

Commerce's population is expected to increase significantly over the next twenty years. The city's age distribution should parallel Jackson County's age group trends. The number of Commerce residents over the age of 45 is expected to nearly triple by 2015, while the 44 and under population doubles. Again, the greatest population gains are expected in the 65 and over age category while the smallest increases are expected in the 0-4 age category.

Table 2-24

Commerce Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	341	380	440	519	621
5 - 14	722	856	959	1,073	1,262
15 - 24	673	808	973	1,150	1,302
25 - 34	761	802	902	1,073	1,272
35 - 44	756	951	1,058	1,115	1,252
45 - 54	633	826	1,037	1,303	1,465
55 - 64	437	618	859	1,115	1,404
65 +	584	701	881	1,175	1,608
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

1.5.5 Hoschton

Over the past twenty years, Hoschton's population grew by 133 people. During the 1970s, the middle-aged and older populations grew significantly. All age groups between 35 and 65 and older increased while the number of 25-34 year olds and those younger than 15 declined. During the 1980s, the 35-44 and 55-64 age groups declined in population and other groups gained population. The 25-34 year old age group increased more than all other groups combined. The median age in Hoschton increased slightly from 26.4 in 1970 to 31.1 in 1990.

Table 2-25

Hoschton Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	44	31	18	33	47
5 - 14	129	114	99	103	107
15 - 24	75	83	91	92	93
25 - 34	57	50	43	83	122
35 - 44	58	66	75	73	70
45 - 54	47	50	52	64	76
55 - 64	54	56	57	52	47
65 +	48	51	54	67	80
Source: U.S. Census, 1970, 1980, 1990.					

Hoschton should experience significant population growth over the next twenty years. As a result, the number of residents in all age groups should increase through 2015. The residents 45 year olds and older will experience the largest population increases.

Table 2-26

Hoschton Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	52	55	62	70	81
5 - 14	109	124	135	145	165
15 - 24	102	118	137	156	170
25 - 34	115	117	127	145	167
35 - 44	114	138	149	151	164
45 - 54	96	120	146	176	192
55 - 64	66	90	121	151	184
65 +	88	102	124	159	210
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

1.5.6 Jefferson

Since 1970, Jefferson has accounted for the largest population increase of any city in Jackson County. During the 1970s, residents between 15 and 44 and 65 or older increased moderately while the remaining groups experienced slight population declines. During the 1980s, the 15-24 and 55-64 age groups experienced moderate population gains. All of the other age groups experienced considerable population increases which ranged from 40 to 80 percent. The median age in Jefferson increased slightly from 31.6 in 1970 to 34.1 in 1990.

Table 2-27

Jefferson Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	131	119	106	164	222
5 - 14	322	305	288	353	418
15 - 24	244	268	292	318	344
25 - 34	213	232	251	344	437
35 - 44	154	185	216	304	391
45 - 54	197	188	178	239	300
55 - 64	217	214	210	222	234
65 +	198	239	279	348	417
Source: U.S. Census, 1970, 1980, 1990.					

Table 2-28

Jefferson Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	276	391	548	779	1,129
5 - 14	587	881	1,193	1,609	2,294
15 - 24	547	832	1,211	1,724	2,368
25 - 34	619	826	1,122	1,609	2,313
35 - 44	615	978	1,317	1,673	2,276
45 - 54	515	850	1,290	1,954	2,664
55 - 64	355	636	1,069	1,673	2,553
65 +	475	722	1,096	1,762	2,923
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

Jefferson's population should increase significantly over the next twenty years. This will result in substantial population increases among all age groups. Similar to other cities in Jackson County, Jefferson residents who are 45 and older will experience the greatest population gains. Slower population growth should occur for the city's younger residents. The median age should increase and parallel the county's aging trends.

1.5.7 Nicholson

Over the last two decades, Nicholson's population increased by 138 people. During the decade of the 1970s, all age groups except for the 5-14 year olds gained population. The most significant gain was in the 15-24 age group. The average gain per group was 28 people. Nicholson's population grew at a slower rate during the 1980s and actually began to decline by 1990. Population gains by the 5-14, 25-34 and 55-64 age groups were offset by losses from the remaining groups resulting in a net loss of 19 people. The median age in Nicholson increased from 28.9 in 1970 to 32.7 in 1990.

Table 2-29

Nicholson Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	25	33	41	40	39
5 - 14	90	78	65	73	81
15 - 24	65	94	122	102	82
25 - 34	56	68	79	89	99
35 - 44	56	67	78	78	78
45 - 54	38	57	75	62	49
55 - 64	38	43	48	49	49
65 +	36	53	70	64	58

Source: U.S. Census, 1970, 1980, 1990.

Table 2-30

Nicholson Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	42	43	47	51	58
5 - 14	88	97	102	106	117
15 - 24	82	92	103	114	121
25 - 34	93	91	96	106	118
35 - 44	92	108	112	111	116
45 - 54	77	94	110	129	136
55 - 64	53	70	91	111	130
65 +	71	80	93	116	149
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

Future projections indicate that Nicholson's population should increase at a slower rate than the majority of Jackson County. The city's population is projected to increase by only about 58% through the year 2015. The age groups ranging from 45 to 65 and older should account for a majority of this population growth.

1.5.8 Pendergrass

During the 1970s, the 0-4 and 45-54 age groups declined in population, while the remaining groups increased by an average of 11 persons. During the 1980s, the population of the 0-4, 5-14, 25-34 and 55-64 age groups decreased by a combined total of 48 persons. The remaining age groups increased by 35 people which resulted in a city net decline of 13 people. The median age in Pendergrass increased from 24.8 in 1970 to 33.8 in 1990.

Table 2-31

Pendergrass Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	31	27	22	22	21
5 - 14	49	53	56	48	39
15 - 24	53	55	57	58	59
25 - 34	37	43	49	42	34
35 - 44	22	26	29	38	46
45 - 54	33	29	24	30	36
55 - 64	20	31	42	35	27
65 +	18	25	32	34	36

Source: U.S. Census, 1970, 1980, 1990.

Table 2-32

Pendergrass Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	23	25	27	30	34
5 - 14	50	56	59	63	70
15 - 24	46	52	60	67	72
25 - 34	52	52	56	63	71
35 - 44	52	62	65	65	69
45 - 54	44	54	64	76	81
55 - 64	30	40	53	65	78
65 +	40	46	54	69	89

Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.

Future projections indicate that Pendergrass's population should grow at a slower rate than much of Jackson County. However, the age distribution should be similar to other cities in the county, with the most rapid growth occurring in the 45 and older age groups.

1.5.9 Talmo

Reliable information on the age distribution of Talmo's population is unavailable for years prior to 1990. Table 2-33 presents the age distribution of Talmo's population in 1990. The largest component of the city's population in 1990 was persons 65 and over, followed by the 25-34 and 45-54 age groups respectively. In contrast, the smallest component of Talmo's population was the 0-4 age group, which consisted of only 2 persons.

Table 2-33

Talmo Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	--	--	--	--	2
5 - 14	--	--	--	--	25
15 - 24	--	--	--	--	19
25 - 34	--	--	--	--	34
35 - 44	--	--	--	--	17
45 - 54	--	--	--	--	32
55 - 64	--	--	--	--	14
65 +	--	--	--	--	37

Source: U.S. Census, 1990.
-- Data not available.

Table 2-34

Talmo Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	15	16	17	19	21
5 - 14	31	35	37	39	44
15 - 24	29	33	38	42	45
25 - 34	33	33	35	39	44
35 - 44	33	39	41	41	43
45 - 54	28	34	40	48	51
55 - 64	19	25	33	41	48
65 +	25	29	34	43	55
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

Future projections indicate that Talmo's population should grow by about 65 percent over the next two decades. As with the other cities in Jackson, the majority of this growth will be among Talmo's 45 and older population with slower growth predicted for the younger age groups. The median age in Talmo should reach 40 by the year 2015.

The age shifts in population will have important planning implications for each jurisdiction. It will be important for each area of the county to plan for the economic, housing and human services needs of its citizens. Specifically, these needs could include job training, educational services and facilities, housing for the elderly, health centers and cultural facilities.

Table 2-35 shows the median age for Jackson County and its cities from 1970 to 1990. Median age projections to the year 2015 are based on the age distribution projections from Section 2-4.

Table 2-35

Median Age Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1970 - 2015									
Year	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
1970	28.3	23.5	29.0	34.3	26.4	31.6	28.9	24.8	NA
1975	29.4	26.3	30.7	34.1	29.6	32.9	31.2	27.3	NA
1980	30.2	28.9	32.4	33.9	33.6	33.9	32.7	29.3	NA
1985	31.7	29.3	34.0	35.8	31.7	34.0	32.2	31.2	NA
1990	32.8	29.3	35.2	37.5	31.1	34.1	32.7	33.8	40.9
1995	34.5	34.5	34.5	34.5	34.5	34.5	34.5	34.5	34.5
2000	36.3	36.3	36.3	36.3	36.3	36.3	36.3	36.3	36.3
2005	37.6	37.6	37.6	37.6	37.6	37.6	37.6	37.6	37.6
2010	39.0	39.0	39.0	39.0	39.0	39.0	39.0	39.0	39.0
2015	40.0	40.0	40.0	40.0	40.0	40.0	40.0	40.0	40.0

Source: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.6 Population by Race

Tables 2-36 thru 2-39 report the racial composition totals and percentages for Jackson County and its cities.

Table 2-36

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Number of Residents 1970 - 1980									
	1970			1975			1980		
	White	Black	Other	White	Black	Other	White	Black	Other
Jackson County	18,537	2,688	17	21,138	2,772	32	22,678	2,754	37
Arcade	228	0	1	226	0	1	223	0	0
Braselton	378	7	1	336	4	1	293	0	0
Commerce	3,092	606	4	3,276	612	9	3,460	618	14
Hoschton	448	61	0	440	60	0	431	58	0
Jefferson	1,079	568	0	1,231	503	0	1,382	438	0
Nicholson	392	5	0	485	3	0	578	0	0
Pendergrass	263	4	0	287	2	0	311	0	0
Talmo	NA	NA	NA	NA	NA	NA	NA	NA	NA

Source: U.S. Census, 1970, 1980. Estimates by NEGRDC, 1975.

Table 2-37

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Number of Residents 1985 - 1990						
	1985			1990		
	White	Black	Other	White	Black	Other
Jackson County	24,619	2,785	102	27,106	2,931	118
Arcade	436	23	1	649	46	2
Braselton	346	10	0	398	20	0
Commerce	3,451	622	28	3,442	625	41
Hoschton	504	58	4	577	58	7
Jefferson	1,775	509	8	2,168	580	15
Nicholson	556	1	0	533	2	0
Pendergrass	305	0	0	298	0	0
Talmo	NA	NA	NA	189	0	0

Source: U.S. Census, 1980, 1990. Estimates by NEGRDC, 1985.

The percentage of white residents in Jackson County increased by 2.6 percent over the last two decades. During the same time period, the black population decreased by 3.0 percent to comprise 9.7 percent of the county's population in 1990.

Prior to 1980, no black or other minority (Hispanic, Asian, Native American, etc.) residents resided in Arcade. However, in 1990, the number of black residents totaled 46 or 6.6 percent of the city's population.

In 1970, Braselton's white residents represented 97.9 of the city's population. Black residents and other races comprised 1.8 and 0.3 percent respectively. In 1980, the minority population declined to zero. However, by 1990, the black population comprised 4.8 percent of the city's population.

Commerce's black population declined from 16.4 percent in 1970 to 15.1 percent in 1980 and remained relatively constant at 15.2 percent during the 1980s. The percentage of residents of other races was 1.0 percent or less over the twenty-year period. The percentage of white residents remained constant and ranged from a low of 83.5 to a high of 84.2 percent.

Table 2-38

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Percentage of Residents 1970 - 1980									
	1970			1975			1980		
	White	Black	Other	White	Black	Other	White	Black	Other
Jackson County	87.3	12.7	0.1	88.3	11.6	0.1	89.0	10.8	0.1
Arcade	99.5	0.0	.05	99.5	0.0	.05	100.0	0.0	0.0
Braselton	97.9	1.8	0.3	98.5	1.2	0.3	100.0	0.0	0.0
Commerce	83.5	16.4	0.1	84.1	15.7	0.2	84.6	15.1	0.3
Hoschton	88.0	12.0	0.0	88.0	12.0	0.0	88.1	11.9	0.0
Jefferson	65.5	34.5	0.0	71.0	29.0	0.5	75.9	24.1	0.0
Nicholson	98.7	1.3	0.0	99.4	0.6	0.0	100.0	0.0	0.0
Pendergrass	98.5	1.5	0.0	99.3	0.7	0.0	100.0	0.0	0.0
Talmo	NA	NA	NA	NA	NA	NA	NA	NA	NA

Source: U.S. Census, 1970, 1980. The 1975 calculations by NEGRDC, 1997.

In 1970, the population of Hoschton was 88.0 percent white and 12.0 percent black. Similar percentages existed in 1980. By 1990, the percentage of white residents in Hoschton increased slightly to 89.9 percent. The percentage of blacks declined to 9.0 percent.

Over the twenty years surveyed, Jefferson's black population was consistently higher than any other city in Jackson County. The black population ranged from a high of 34.5 percent in 1970 to 24.1 percent in 1980 and a low of 21.0 percent by 1990. Over this same time period, the white population grew from 65.5 percent in 1970 to 75.9 in 1980 and 78.5 percent in 1990.

Nicholson's white population represented nearly 100 percent of the city's residents between 1970 and 1990. White population percentages ranged from a low of 98.7 percent in 1970 to a high of 100.0 percent in 1980. Nicholson's black population accounted for the remainder of the population.

In 1970, white residents comprised 98.5 percent of the population in Pendergrass and black residents 1.5 percent. In 1980 and 1990, no black people or other minorities resided in the city.

Census estimates for the racial composition of Talmo's population are unavailable for 1970 and 1980. In 1990, the census reported that 100.0 percent of Talmo's 189 residents were white.

Table 2-39

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Percentage of Residents 1985 - 1990						
	1985			1990		
	White	Black	Other	White	Black	Other
Jackson County	89.5	10.1	0.4	89.9	9.7	0.4
Arcade	94.8	5.0	0.2	93.1	6.6	0.3
Braselton	97.2	2.8	0.0	95.2	4.8	0.0
Commerce	84.2	15.2	0.6	83.8	15.2	1.0
Hoschton	89.0	10.2	0.7	89.9	9.0	1.1
Jefferson	77.4	22.2	0.4	78.5	21.0	0.5
Nicholson	99.8	0.2	0.0	99.6	0.4	0.0
Pendergrass	100.0	0.0	0.0	100.0	0.0	0.0
Talmo	NA	NA	NA	100.0	0.0	0.0

Source: U.S. Census, 1980, 1990. The 1985 estimates by NEGRDC.

1.7 Education

The educational attainment levels for residents of Jackson County from 1970 to 1990 were compared with data from surrounding counties and the State of Georgia in the following three tables. The counties selected for purposes of comparison were Clarke, Barrow, Oconee, Oglethorpe and Madison.

Between 1970 and 1990, a greater percentage of Jackson County residents achieved higher educational levels. The percentage of Jackson residents who completed only elementary school has declined since 1970 and the percentage of residents who completed only a portion of high school increased. The percentage of residents who attended and completed college also increased.

In 1970, 51.1 percent of all Jackson County's residents did not advance past elementary school (grades 0-8). By 1990, the percentage declined to 20.2 percent. During the 1970s and 1980s, the percentage of Jackson's residents whose highest educational level was some high school increased from 19.5 percent to 25.4 percent. During the same time period, Jackson's percentage of students advancing past high school rose from 10.1 percent to 22.7 percent. When compared with neighboring counties, this increase was average but lower than the state average.

In 1970, only 5.1 percent of all Jackson County residents completed 1-3 years of college. Twenty years later, this percentage had increased to 13.7 percent. Compared with surrounding counties, Jackson ranked fourth out of six counties in this attainment category. The state average in 1990 was 22.0 percent.

The percentage of Jackson County residents who completed four or more years of college nearly doubled from 1970 to 1990. In 1970, only 5.0 percent of residents completed four or more years of college. However, twenty years

later, this percentage increased to 9.0 percent. Madison ranked significantly behind the state average and last among its neighboring counties.

Note: Comparable educational data is only available at the county level.

Table 2-40

Educational Attainment Comparison for 1970 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	51.1	25.3	47.1	41.1	53.7	47.4	36.0
High School (1-3 yrs.)	19.5	13.4	27.1	19.4	26.4	29.5	23.0
High School (4 + yrs.)	19.2	21.6	15.7	23.4	12.7	15.5	22.0
College (1-3 yrs.)	5.1	11.9	5.1	7.0	3.9	5.0	9.0
College (4 + yrs.)	5.0	27.8	5.0	9.1	3.3	2.7	9.0
Source: DCA Data Book, 1994.							

Table 2-41

Educational Attainment Comparison for 1980 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	33.9	17.3	34.5	20.7	32.8	31.8	23.7
High School (1-3 yrs.)	25.4	15.3	27.8	19.2	24.6	25.6	19.9
High School (4 + yrs.)	25.3	20.0	21.8	26.3	26.1	26.7	28.5
College (1-3 yrs.)	7.5	12.4	8.4	12.6	7.0	7.5	13.3
College (4 + yrs.)	8.0	35.0	7.5	21.2	9.5	8.4	14.6
Source: DCA Data Book, 1994.							

Table 2-42

Educational Attainment Comparison for 1990 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	20.2	9.8	16.1	9.8	17.1	18.2	12.0
High School (1-3 yrs.)	25.3	13.1	25.0	13.1	21.1	22.0	17.0
High School (4 + yrs.)	31.9	22.6	32.0	27.2	36.7	37.1	29.7
College (1-3 yrs.)	13.7	16.9	17.6	21.4	12.3	12.9	22.0
College (4 + yrs.)	9.0	37.5	9.2	28.4	12.8	9.7	19.3
Source: DCA Data Book, 1994.							

Over the past 20 years, Jackson County's educational attainment levels have improved. However, they continue to rank below average in comparison to surrounding counties and the state.

1.7.1 Educational Attainment Indicators: Dropout Rate, Standard Test Scores, and Percent Continuing to Post Secondary Education.

Table 2-43

Educational Attainment Indicators Jackson County: 1987 - 1991					
Indicators	1987	1988	1989	1990	1991
K-12 Dropout Rate	2.4%	3.3%	3.0%	3.0%	3.3%
Average High School Achievement Test Scores	650	652	648	659	658
Percent of Post-Secondary Students*	43.2	44.1	43.8	46.2	48.7

Source: Georgia Department of Education, 1987-1991. The Georgia County Guide, 1987-1991.

*Students entering a vocational school or a college after High School graduation.

Table 2-44

Educational Attainment Indicators State of Georgia: 1987 - 1991					
Indicators	1987	1988	1989	1990	1991
K-12 Dropout Rate	2.1%	2.0%	2.0%	2.0%	1.8%
Average High School Achievement Test Scores	653	655	654	659	660
Percent of Post-Secondary Students*	49.0	51.9	52.6	54.5	55.2

Source: Georgia Department of Education, 1987-1991. The Georgia County Guide, 1987-1991.

*Students entering a vocational school or a college after High School graduation.

Dropout Rate

The dropout rate listed for Jackson County and Georgia shows the percentage of students who dropped out of grades kindergarten through twelfth grade.

Between 1987 and 1991, Jackson's average dropout rate was 3.0 percent. In 1987, Jackson's dropout rate was the lowest in the county's recorded five-year period. In 1991, the dropout rate rose to 3.3 percent, the highest in the five-year period. Jackson's dropout rate was consistently higher than the state average of 1.98 during the five-year period.

Standard Achievement Test Scores

Average high school achievement tests are administered to all high school students in Georgia. This test measures academic progress and is one of many tools used to assess the county school system. Jackson County's test scores have varied little over the last four years. Jackson's average test scores were similar to the state's average test scores.

Percentage Continuing to Post Secondary Education

The final educational attainment indicator is the percentage of high school students who continued their education upon graduation from high school. An accredited college or vocational/technical school is considered post secondary education. Between 1987 and 1991, the percentage of Jackson County students entering post secondary education increased. In 1987, 43.2 percent of all high school graduates entered a post secondary institution. In 1991, the percentage of post-secondary students rose to 48.7 percent. The percentage of Georgia students entering post secondary schools was greater than Jackson County's for the recorded five-year period.

1.8 Per Capita Income

Table 2-45 shows per capita income for Jackson County, its eight cities, and the state. All dollar amounts were adjusted to 1982-1984 constant dollar figures (Statistical Abstract of the United States, 1996, pp.479-483) to neutralize the effects of inflation over time.

During the 1970s, Jackson County's per capita income was lower than the state average. In 1980, the county's per capita income was \$6,555 and the state's was \$7,769. In the same year, Jackson County's cities' average per capita was \$7,202, slightly less than the county total and significantly less than the state's per capita income.

By 1990, most cities in Jackson County made some progress in reducing the income disparity gap. Only Braselton and Pendergrass reported decreases in per capita income during the 1980s. Jackson County's per capita income increased at a faster rate than any municipality in the county except Arcade. Nevertheless, during the 1980s, the county's per capita income remained much lower than the state average.

Table 2-45

Per Capita Income Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia 1970 - 1990					
Area	1970	1975	1980	1985	1990
Jackson Co.	5,619	6,087	6,555	7,442	8,328
Arcade	NA	NA	5,488	6,260	7,031
Braselton	NA	NA	7,761	7,616	7,471
Commerce	5,722	6,499	7,235	7,553	7,870
Hoschton	NA	NA	7,824	8,249	8,674
Jefferson	NA	NA	7,159	8,058	8,957
Nicholson	NA	NA	7,330	7,671	8,011
Pendergrass	NA	NA	7,620	7,102	6,584
Talmo	NA	NA	NA	NA	NA
Georgia	6,827	7,298	7,769	9,099	10,429
Source: U.S. Census, 1970, 1980, 1990. NA - Not available Note: All dollar amounts have been converted to constant dollars, Index: CPI-U, 1982-1984 = \$1.00.					

1.9 Household Income

Average household income is shown for Jackson County, its eight cities and the state in table 2-46. All dollar amounts are converted to 1982-1984 constant dollar figures (Statistical Abstract of the United States, 1996, pp. 479-483).

In 1970, Jackson County's average household income was \$19,6550. This amount was 19.6 percent lower than the state's average of \$24,461. In 1980, the county's average household income declined slightly to \$18,944. During the same time, the state's average was \$22,358. By 1990, the income gap between the state and Jackson had widened. Jackson's average household income was \$22,640 which was 19.6 percent below the state's average of \$28,164.

During the 1970s, the adjusted average household income in Jackson County decreased by \$355. Between 1980 and 1990, household income increased by 19.5 percent which almost kept pace with the state's average of 25.9 percent. Interestingly, the average household income for Jackson's cities declined by an average of 13.0 percent during the 1980s. Only Arcade's average household income increased during this time. The decline in household income from Jackson's municipalities indicated that the unincorporated areas of the county accounted for the county's increase in household income.

Table 2-46

Average Household Income Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia 1970 - 1990					
Area	1970	1975	1980	1985	1990
Jackson Co.	19,655	19,300	18,944	20,792	22,640
Arcade	NA	NA	15,731	17,430	19,128
Braselton	NA	NA	23,271	19,891	16,510
Commerce	15,773	17,278	18,783	17,671	16,558
Hoschton	NA	NA	21,624	20,567	19,510
Jefferson	NA	NA	19,436	19,302	19,168
Nicholson	NA	NA	22,301	21,480	20,658
Pendergrass	NA	NA	21,734	17,699	13,663
Talmo	NA	NA	NA	NA	24,547
Georgia	24,461	23,410	22,358	25,261	28,164
Source:	U.S. Census, 1970, 1980, 1990. NA - Not available				
Note:	All dollar amounts have been converted to constant dollars, Index: CPI-U, 1982-1984 = \$1.00.				

1.10 Distributions of Households by Income

The distribution of households by income groups for Jackson County, its cities and the state are shown in Tables 2-47 and 2-48. The income distribution for Jackson County and Georgia is shown in Table 2-47.

Table 2-47

Percentage Distribution of Households by Income Jackson County and Georgia 1990		
Income Groups	Jackson County	Georgia
< \$5,000	7.4	7.9
\$5,000 - \$9,999	8.8	8.9
\$10,000 - \$14,999	11.4	8.6
\$15,000 - \$24,999	21.3	17.7
\$25,000 - \$34,999	19.4	16.2
\$35,000 - \$49,999	17.4	17.8
\$50,000 - \$74,999	10.8	14.4
\$75,000 - \$99,999	2.3	4.6
\$100,000 - \$149,999	0.9	2.4
\$150,000 and above	0.4	1.4
Source: U.S. Census, 1990.		

In 1990, 48.9 percent of all households in Jackson County earned less than \$25,000 per year compared with 43.1 percent for the state average. Jackson's middle income households that earned between \$25,000 and \$74,999 was 47.6 percent and comparable to Georgia's 48.4 percent. Only 3.6 percent of Jackson's households earned more than \$75,000 a year compared to 8.4 for the Georgia average.

Table 2-48 compares the 1990 distribution of household income for Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, and Pendergrass. The city of Talmo is excluded from these rankings due to unavailability of data. The income threshold categories for the cities are different from the county and state due to availability of data.

Table 2-48

Percentage Distribution of Households by Income Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1990								
Income Groups	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
< \$5,000	6.4	8.0	10.4	4.9	10.1	8.0	9.3	NA
\$5,000 - \$9,999	5.5	12.0	10.6	8.0	9.7	11.5	10.2	NA
\$10,000 - \$14,999	15.0	12.0	12.9	16.1	11.0	13.0	16.7	NA
\$15,000 - \$24,999	23.2	27.4	24.0	18.7	19.2	15.5	39.8	NA
\$25,000 - \$34,999	23.2	14.0	15.5	21.9	13.8	13.0	6.5	NA
\$35,000 - \$44,999	10.9	10.6	10.2	10.2	13.9	10.5	6.5	NA
\$45,000 - \$54,999	6.8	7.4	6.2	6.7	11.3	17.5	0.9	NA
\$55,000 - \$74,999	7.3	6.0	7.0	9.4	6.1	9.0	6.5	NA
\$75,000 - \$99,999	4.5	1.3	2.8	0.4	3.5	1.0	3.7	NA
\$100,000 and above	0.0	1.3	0.5	3.6	1.6	1.0	0.0	NA
Source: U.S. Census, 1990; DCA Data Book, 1994.								

Among Jackson's cities, Pendergrass accounted for the greatest percentage of households (76.0) that earned less than \$25,000 per year. Contrary to Pendergrass, in Hoschton, only 47.7 percent of households earned less than \$25,000 per year. Nicholson accounted for the largest percentage (50.0) of middle-income households which earned between \$25,000 and \$75,000 per year. However, Nicholson also had the smallest percentage of households that earned more than \$75,000 per year. Pendergrass, due to the large percentage of households that earned less than \$25,000 per year, accounted for the smallest percentage (20.4) of middle-income households. Jefferson comprised the largest percentage (5.1) of households that earned more than \$75,000 per year.

Chapter 3: Economic Development

ECONOMIC DEVELOPMENT

1.1 Introduction

The purpose of the Economic Development section is to identify local economic development trends. This chapter examines the local economic base, the labor force, economic programs, tools and resources that are available to promote economic development. This information is analyzed to evaluate a community's economic strengths and weaknesses. The economic assessment will determine the adequacy of local economic programs and the suitability of extant employment for the local labor force. The analysis includes strategies recommended by the economic development advisory committee to strengthen the local economy and improve quality of life. In a subsequent section of the plan, a strategy of goals and policies directs the future economic development of the community recommended by the committee.

Note: Much of the economic data in this element is available only at the county level. Municipal data for Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson and Pendergrass are included where it is available and comparable to the county and state data during the same period. Furthermore, an area's economic development must be regarded and addressed in broad range. Most local municipal economies do not function in economic isolation but interact with several economies that shape and determine the overall economy of an area or county.

1.2 General Overview of the Economy in Jackson County

Jackson County experienced strong economic growth over the last decade compared with other counties in the Northeast Georgia region. Taxable sales, a common barometer used to measure an area's economic growth, totaled \$435.5 million in 1994. This ranked second among the eleven counties in the Northeast Georgia region and 30th among 159 counties in Georgia. Between 1979 and 1990, taxable sales increased by 198 percent. Taxable sales are indicators of goods and services produced and consumed at the local level. They show revenue retained through local economic activity. Taxable sales do not include goods and services produced locally and exported elsewhere for consumption.

Between 1984 and 1989, Jackson's government revenues increased 197 percent. In 1989, Jackson's revenue total ranked third in the region behind Clarke and Walton counties. In the same year, sales tax, the single largest source of revenue in the county, accounted for 36.2 percent of the county's revenue. Property taxes, the second largest source of county revenue, accounted for 24.9 percent (lowest percent in the region).

Jackson County ranked 39th out of 159 counties and fourth in the region in the 1994 master economic indicator. The master economic indicator measures personal adjusted gross income, sales tax receipts, motor vehicle tags and assessed property value. Personal adjusted income is the amount of earned income (salaries or wages) but not including rent, interest or dividend income.

Total personal income includes earned income plus income from secondary sources (i.e., rent, interest and dividend income). Between 1993 and 1994, Jackson's total personal income increased by 8.2 percent, compared with a state average of 7.3 percent. The county ranked 45th in the state and fifth in the region in 1994 total personal income. From 1989 to 1994, total personal income in Jackson County increased by 39.3 percent.

The number of business establishments in Jackson increased by 23.6 percent from 1988 to 1993. This five-year growth rate matched Walton County as the highest increase in the region. Over the same period, the number of employees working in Jackson increased by 3.3 percent. Much of Jackson's business growth is the result of a significant increase in the number of small businesses.

Jackson's economy has fared better than most counties in the region. However, Jackson typically ranks below Clarke, Newton and Walton in many economic categories. Clarke, Newton and Walton counties have larger populations and more urban development. Interstate 20 serves as an impetus for economic growth in Newton County. The University

of Georgia is prominent in Clarke's economic success. Walton's growth is influenced by Gwinnett and Clarke counties. Jackson County's retail sales rank high due to its proximity to Interstate 85 and availability of shopping attractions. Although much of Jackson is rural, the county has experienced steady population and economic growth over the last decade. Its proximity to Clarke and Gwinnett counties will serve as a strong stimulus for future growth. Western Jackson County is already experiencing spillover growth from neighboring Gwinnett County. Future business expansion will likely occur along highways 441, and 129, and Interstate 85.

ECONOMIC BASE

1.3 Sector Employment: 1970 to 1990

Employment and earnings sector dependence measure the extent to which an area's economy is dependent on a particular sector for total employment or earnings. Between 1970 and 1990, Jackson's farming employment dependence declined from 13.5 percent to 9.1 percent. Other sectors grew at a faster rate, and as a result, farming dependence declined. However, during this period, the number of farming jobs increased by 4.5 percent. In 1990, the farming sector ranked fifth in the county in employment dependence. Jackson ranked highest in the region in total number of farming jobs. However, over the last twenty years, Jackson's crop production and harvested farmland has declined due to an increase in poultry production and other types of land development. Poultry production is very important to Jackson's agricultural sector. In 1994, Jackson was the top Georgia producer for commercial layers. Jackson also ranked the fifth highest producer of commercial broilers in the state. Wayne Poultry, the number one employer in Jackson County, employs 1,200 people.

The agricultural service sector includes fishing, forestry and other agricultural services. Poultry/cattle, lumber and farming industries provide secondary employment opportunities for the agricultural services sector. Over the past two decades, Jackson's agricultural services employment dependence has increased from 0.3 to 0.9 percent. Job growth in this sector ranked fifth in the region. Poultry, cattle and timber production were primarily responsible for the sector's growth. In 1993, Jackson's total timber income ranked 99th in the state. Jackson's average annual timber income totaled 3.6 million dollars in 1995. The timber industry provides secondary employment for other industries that manufacture and sell wood products. In 1993, eleven wood-using industries operated in the county.

Over the last twenty years, mining employment has not been a significant factor in Jackson's economy. In fact, between 1970 and 1990, no mining jobs existed in Jackson. As a result, Jackson ranked last in the region in mining employment dependence.

Table 3-1

Jackson County Employment by Sector: 1970-1990 (Percent of Total Jobs)					
Sectors	1970	1975	1980	1985	1990
Farming	13.5	13.1	13.3	12.3	9.1
Agricultural Services	0.3	0.6	0.7	0.8	0.9
Mining	0.0	0.0	0.0	0.0	0.0
Construction	3.5	4.8	3.4	6.3	5.3
Manufacturing	40.6	34.9	33.6	28.8	30.5
Transportation, Communication, Public Utilities	4.3	4.0	4.0	4.8	5.1
Wholesale Trade	1.1	3.1	3.7	3.8	5.2
Retail Trade	11.8	11.1	12.7	14.5	14.9
Finance, Insurance, and Real Estate	2.6	4.3	4.1	4.3	4.6
Services	11.0	11.1	10.7	11.3	11.0
Federal Government - Civilian	1.2	1.1	0.6	0.6	0.6
Federal Government - Military	1.7	1.3	1.1	1.3	1.0
State and Local Government	7.9	10.1	11.1	10.5	11.3

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Construction activity is usually cyclical and dependent on the overall economy. Specifically, it depends on interest rates, credit availability, housing demand and business growth. The status and fluctuation of the economy can make employment in this sector very unpredictable. Over the last twenty years, Jackson's construction employment dependence has increased. Since 1970, Jackson's construction employment increased more than 237 percent. In 1990, construction jobs accounted for 5.3 percent of all county jobs. Jackson ranked fifth in the region (behind Clarke, Newton, Walton and Barrow) in construction employment. In 1993, approximately 92 construction companies operated in the county, of which, 57 employed four employees or less.

Since 1970, Jackson's manufacturing employment dependence has declined by approximately 10 percent. During this time, the number of manufacturing jobs in the county fluctuated, but increased by 17 percent or 561 new jobs. In 1970, this sector accounted for more than 40 percent of all jobs in the county. Twenty years later, employment dependence declined to 30.5 percent. Nevertheless, in 1990, the manufacturing sector was still the largest employer in the county. Jackson's manufacturing sector ranked third in the region (behind Clarke and Newton) in number of manufacturing employees.

Table 3-2

Top Five Manufacturing Industries in Jackson County: 1995			
Company	Products	Location	Number of Employees
Wayne Poultry	Poultry	Pendergrass	1,200
Mitsubishi	Electronic Components	Braselton	1,050
Baker & Taylor	Book manufacturer	Commerce	450
ConAgra	Food Processor	Jackson County	300
Mission Foods	Food Processor	Jefferson	280

Source: Jackson County Industrial Development Authority, 1997.

In 1994, Jackson's manufacturing sector consisted of 49 businesses. Thirteen of these establishments employed fifty or more employees. The county's manufacturing sector is a myriad of companies manufacturing various products. Some of these companies are involved in labor intensive operations which do not require a high degree of skill. However, they do provide necessary employment to a certain segment of the population. Nevertheless, some low skill jobs are in constant danger of being exported overseas where labor costs are less expensive.

The Transportation, Communication and Public Utilities (TCU) sector typically reflects an area's economic and population status. When the population increases or economic expansion occurs, the demand for infrastructure services usually increases. Although between 1970 and 1990, TCU employment dependence grew by less than 1 percent, the number of jobs increased from 354 in 1970 to 654 twenty years later.

The wholesale trade sector represents a link between raw materials, manufacturing and retail operations. This sector's growth is indicative of an area's economic expansion, supply and demand growth and other market conditions. Between 1970 and 1990, wholesale trade employment dependence and number of jobs increased dramatically. During this period, wholesale employment dependence increased from 1.1 to 5.2 percent, while the number of wholesale related jobs grew by 600 percent or 571 jobs. In 1990, the sector employed 666 people, the largest in the region.

The number of retail jobs increased by 97.1 percent over the last twenty years. In 1994, more than 2,000 people were employed by 214 retail businesses. Retail was the second largest employment sector in the county. Jackson ranked fifth in the region (behind Clarke, Newton, Walton and Barrow) in number of retail jobs.

Between 1970 and 1975, Finance, Insurance and Real Estate (F.I.R.E.) employment dependence grew from 2.6 to 4.3 percent. Since 1975, employment dependence has remained stable through 1990. However, the number of F.I.R.E. jobs increased by 170 percent, from 219 to 591 during that time. Other sectors in the local economy have grown faster thus causing little dependence change despite actual job growth. F.I.R.E. employment growth is typically reflected in an area's total population growth. Jackson's F.I.R.E. sector kept pace with the county's population increase over the last twenty years. In 1990, Jackson's employment dependence was slightly below the regional average of 5.6 percent.

Over the last two decades, Jackson's service sector has been a vital part of the local economy. The service sector accounts for the second largest number of businesses in the county. Employment dependence has remained steady at approximately 11 percent for the past two decades. Between 1970 and 1990, the number of service jobs increased by 56 percent or about 500 jobs. In 1990, this sector provided more than 1,400 jobs, which ranked sixth out of eleven counties in the region.

Over the past twenty years, civilian federal government employment dependence has declined from 1.2 to 0.6 percent as the actual number of jobs in this sector decreased from 102 to 88. In 1990, this sector comprised the smallest employment dependence in the county, except for mining jobs, which were nonexistent. Jackson ranked sixth in the region in number of civilian federal government jobs.

Since 1970, the number of federal military government jobs in Jackson has slightly declined. In 1990, the sector employed 133 people, a decrease of 7 jobs since 1970. Sector dependence declined from 1.7 percent to 1.0 percent during this time.

The number of state and local government jobs increased from 651 in 1970 to 1,442 in 1990, an increase of 122 percent. By 1990, this sector was the third largest employment sector in the county. The number of local government jobs ranked fourth in the region behind Clarke, Newton and Walton counties.

Jackson's significant urban areas (Commerce and Jefferson) and infrastructure networks have stimulated economic development in the county. Jackson lacks many economic advantages from which Barrow and Walton benefit due to their proximity to the Atlanta area. However, the county does benefit from its close association with the Athens-Clarke County economy. Also, the presence of Interstate 85 should have a profound impact on future economic growth in Jackson. Statistically, Jackson trails Clarke, Newton and Walton counties in many economic categories. These counties have larger populations and more resources at their disposal. Geographically, Jackson is partially insulated from the leading edge of urban and suburban sprawl by its neighboring counties. Land use and economic policy decisions will heavily influence Jackson's future growth and economic success. Development in Jackson County will also depend on growth patterns in neighboring counties. Jackson's rural landscape may provide an attractive alternative to escalating urbanization occurring in adjacent counties.

Distinct similarities exist when comparing Jackson's employment sector dependence with that of Georgia's sector dependence. The state's employment dependence was concentrated in the services, retail trade, manufacturing, and state and local government sectors. Jackson's employment dependence was also in these same categories, although manufacturing ranked first, followed by retail trade, state and local government and services. Generally, Georgia's sectoral employment was more diverse than Jackson's employment dependence.

From 1970 to 1990, the service sector was the fastest growing sector in Georgia in terms of employment dependence. In 1990, service-related industries provided the largest number of employment opportunities. Service growth is an evolving trend due to an increase in new technologies and marketing strategies. The information age of computers, management services, health services and recreation services is replacing more traditional, industrial manufacturing. During this time, wholesale trade and state and local government employment dependence increased the fastest in Jackson County, while the service sector remained stable. Jackson and Georgia's manufacturing employment dependence, since 1970, have declined. However, the actual number of manufacturing jobs increased by 17 percent in Jackson and by 20 percent at the state level. Other sectors in the state's economy have grown at a faster rate which caused a decline in manufacturing dependence. The slow manufacturing growth in Georgia is a result of increased competition in the southeastern United States and abroad. Textile manufacturing is extremely competitive. A significant portion of textile manufacturing has been exported overseas to benefit from cheap labor and greater product distribution. Also, Georgia faces manufacturing competition from neighboring states.

Table 3-3

Number of Businesses by Economic Sector and Employment Size Class Jackson County: 1993										
Sector	Number of Establishments by Employment - Size Class									
	Total	1-4	5-9	10-19	20-49	50-99	100-249	250-499	500-999	1000 +
All Sectors	633	359	139	67	43	8	8	7	1	1
Agricultural Services	11	10	0	1	0	0	0	0	0	0
Mining	0	0	0	0	0	0	0	0	0	0
Construction	92	57	18	12	5	0	0	0	0	0
Manufacturing	49	20	4	6	6	2	4	5	1	1
Transportation Public Utilities	27	15	6	2	2	1	1	0	0	0
Wholesale Trade	34	20	6	4	2	1	0	1	0	0
Retail Trade	214	92	64	32	21	3	2	0	0	0
F.I.R.E.	37	25	9	0	2	1	0	0	0	0
Services	166	118	31	10	5	0	1	1	0	0
Unclassified	3	2	1	0	0	0	0	0	0	0

Source: Georgia County Business Patterns, 1993. Compiled by the NEGRDC, 1996.

Table 3-4

Sector Employment for the State of Georgia: 1970-1990 (Percent of Total Jobs)					
Sectors	1970	1975	1980	1985	1990
Farming	4.5	4.3	3.6	2.5	1.8
Agricultural Services	0.5	0.5	0.5	0.7	0.8
Mining	0.2	0.2	0.2	0.2	0.2
Construction	4.8	5.1	5.1	6.0	5.7
Manufacturing	22.8	19.7	19.6	17.5	15.6
Transportation, Communication, Public Utilities	5.3	5.4	5.6	5.5	5.8
Wholesale Trade	5.2	6.0	6.4	6.6	6.6
Retail Trade	13.7	14.5	15.0	16.0	16.6
Finance, Insurance, and Real Estate	4.8	5.7	6.0	6.5	6.8
Services	17.4	18.2	18.2	20.4	22.6
Federal Government - Civilian	3.9	3.5	3.1	2.9	2.6
Federal Government - Military	5.5	3.1	3.3	3.7	3.3
State and Local Government	10.8	13.2	12.7	10.9	11.0

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

1.4 Sector Employment: 1995 - 2015

Sector employment projections are general guides to future economic activity based on current industry and employment information. Several internal and external factors can influence various employment sectors over the next twenty years. Globalization, automation, demographic influences, and competitive pressures may affect employment scenarios. The economic outlook for Jackson County and Georgia will partially reflect the same economic and employment trends that influence the nation and world as technology reduces the communication/economic barriers of global distance.

Economic growth in the Northeast Georgia region and especially in Jackson's neighboring counties, will have a significant impact on Jackson's economy. In addition, the historical business and employment trends that formed Jackson's economic foundation will continue to influence future development. Local government, as well as other planning and decision making entities, will influence the county's future economic outlook.

Jackson County, like most counties in the region, should witness a reduction in farming employment dependence over the next twenty years. Urban pressure and development will partially determine how much farm land and agricultural activity is likely to exist in the future. Over the next two decades, farming activity should decline as the demand for residential and commercial development increases with a growing population.

Many people choose to live in Jackson County primarily because of its scenic rural landscape, quiet environment and uncongested roads. The presence of agricultural land is a significant factor for enabling this lifestyle to exist. While Jackson residents realize that population and industrial development will increase in their county, they hope to preserve and protect the county's natural resources and quality of life. Citizens want to expand economic

development and employment opportunities, but not to the detriment of the county's well being. The primary goal of the economic development advisory committee is to "expand the economic base and increase employment opportunities while promoting the quality of life through protection of the environment and conservation of rural character."

The advisory committee considers the lack of intergovernmental coordination and cooperation as one of the most significant issues facing Jackson County. The county has nine different jurisdictions. Inherently, the larger number of governments - the greater the possibility of conflict among jurisdictions. Jefferson and Commerce are powerful governments that wield a great deal of influence in the county. According to advisory members, some of the actions taken by these two cities are not in the best interest of the whole county and differ with the long-term goals and policies of the various jurisdictions in the county.

Jackson should work toward consolidating competing entities in the county. Four different development authorities currently exist in Jackson. The advisory committee would like to consolidate the efforts and resources in the county. The committee wants to streamline the efforts of the various economic development organizations to avoid duplication of services, conflict among jurisdictions and promote greater efficiency and cooperation toward economic development growth. In order to achieve this policy, the advisory committee recommends that a task force or council of local governments, consisting of elected officials from all nine jurisdictions, be created to work together to plan and implement economic development decisions and other related government matters. In addition, the advisory committee recommends that one unified development authority exist that represents all areas of Jackson County.

A substantial portion of Jackson's tax revenue is generated from residential development. This development results in significant county expenditures to build schools, cultural facilities, roads, water and sewer lines and expand police and fire services. Committee members want to attract more industry, service and retail businesses into the county to increase the tax base and lessen the tax burden on home owners.

In the future, Jackson's dependence on farming employment should decrease. Small farm owners will find it increasingly difficult to compete financially with larger operations due to the economies of scale that are associated with business expansion. Residential expansion and the subsequent upward pressure it exerts on land prices and the demand for housing will likely reduce the number of farm acres in the county. Lucrative offers from developers for agriculture land will enable private farm owners to make more money than they could earn farming. The future of Jackson's rural landscape and agricultural success will depend on the county's ability to curtail excessive development and sprawl.

Over the next two decades, agricultural service sector employment dependence should remain stable or increase slightly. As the economy matures, industries should maximize the resource potential in the county. Few jobs are generated in this sector. However, by virtue of the natural resources harvested, this sector generates jobs for other sectors. Jackson's agricultural and natural resources are an important part of the county's economy. Proper management and conservation of these natural resources will help this sector remain viable.

Committee members suggest that the county pursue quality economic development. Jackson County should not simply seek to maximize the number of businesses it can attract, but instead develop a recruitment strategy that emphasizes quality development by carefully targeting specific types of businesses. Targeting specific industries that are compatible with Jackson's long-term goals should result in quality growth.

In addition, committee members do not want to promote economic development without appropriate land use considerations and guidelines. They want to proceed with development only after considering both its immediate and long term effects on the community. Specifically, committee members are concerned about conflicting land use areas. One example of mixed land use is the location of a manufacturing plant near a predominantly residential area. The committee recommends recruiting industries and businesses that are compatible with adjacent land uses.

An increased demand for infrastructure improvements is a secondary effect of economic development and expansion. In planning for economic development, Jackson County officials must consider the necessary road improvements, housing, community facilities and services that a growing population will demand. Consequently, the county should avoid businesses that will overburden its infrastructure capacity.

Declining manufacturing sector dependence is a trend that is occurring throughout the region, state and nation and is primarily affecting the unskilled workforce. However, Jackson is one of the few counties in the Northeast Georgia region where the dependence on manufacturing employment will actually increase. This is primarily due to Jackson's location relative to Athens and especially the Atlanta market. Currently, Jackson is outside of the Atlanta market trade area and therefore relatively inexpensive land prices exist. This factor, coupled with the transportation access of I-85 and short commute to the expanding metropolitan Atlanta area, enables Jackson to become a prime manufacturing location. Ultimately, the degree of development that will exist in Jackson will be determined by the county's ability to supply adequate infrastructure to accommodate additional growth, the ability of the local officials to work together and with the various interest groups in the county.

Jackson County recognizes the need for a skilled and educated workforce in the manufacturing sector. Over the next twenty years, low-skill, assembly line manufacturing jobs will decline due to an increase in automation and a more competitive overseas market. The high-skill jobs associated with advanced technologies that efficiently produce more goods with less labor are vital for future manufacturing success. Jackson's economic development success will largely depend on its ability to attract high-skill jobs through an educated local workforce. Jackson's public school system adequately provides students with a quality education. The public school system must continue to provide an education that will enable the county's students to remain competitive in the work force. Jackson should encourage high school graduates to pursue post secondary education in both traditional and non-traditional areas. Currently, students who do not wish to pursue post secondary education after high school and who do not have a technical skill are left with few alternatives in the workforce but low skill, low paying jobs. The public school system and private sectors should maximize and enhance student work programs that will improve students' job prospects after graduation. In addition, Jackson should take advantage of all state and regional programs designed to retrain dislocated workers and assist them in securing employment.

Jackson County should experience urban growth sufficient to influence the Transportation, Communication and Public Utilities (TCU) sector. The TCU sector is associated with the overall progress of the economy and the demands of the population and business community. Jackson's TCU employment should increase to keep pace with overall expansion and development. However, TCU employment dependence is not expected to increase noticeably due to faster growth in other sectors of the economy.

The rate of wholesale employment growth is a general reflection of the trade area's manufacturing and retail growth. Employment dependence in the wholesale trade sector should increase by about 2 percent over the next twenty years. As manufacturing and retail expansion occurs in the Jackson area, the number of wholesale jobs should increase by about 60 percent over the next twenty years. Despite substantial future job growth, sector dependence will increase gradually due to rapid growth in other sectors of the economy.

County leaders should attempt to attract local industries that interact economically with other local businesses. Ideally, an industry should purchase materials and goods from local wholesalers and dealers rather than importing products from outside the county. In addition, local retailers need to purchase their goods from local manufacturers and wholesalers. Every effort should be made to keep as much money in the local economy as possible.

Table 3-5

Sector Employment Projections for Jackson County: 1995-2015 (Percent of Total Jobs)					
Sectors	1995	2000	2005	2010	2015
Farming	7.9	7.2	6.7	6.3	5.9
Agricultural Services	1.0	1.0	1.0	1.1	1.1
Mining	0.0	0.0	0.0	0.0	0.0
Construction	5.5	5.7	5.7	5.7	5.7
Manufacturing	29.2	29.3	29.4	29.6	29.7
Transportation, Communication, Public Utilities	5.4	5.7	5.7	5.7	5.7
Wholesale Trade	6.3	6.8	7.4	7.9	8.4
Retail Trade	14.5	14.2	13.9	13.7	13.6
Finance, Insurance, and Real Estate	4.6	4.6	4.6	4.6	4.6
Services	11.7	11.6	11.5	11.3	11.2
Federal Government - Civilian	0.5	0.5	0.5	0.5	0.5
Federal Government - Military	0.9	0.8	0.8	0.8	0.7
State and Local Government	12.0	11.9	11.9	11.8	11.7

Source: Based on Georgia DCA Document #DP6-402-D3U-13297, March 1994.

The number of retail jobs in Jackson County is expected to increase by approximately 10 percent over the next twenty years, although the sector's employment dependence may actually decline due to more rapid growth in other sectors. In 1993, Jackson's retail trade sector consisted of 214 businesses. Most of these businesses were located in the cities of Commerce and Jefferson. As the population expands to other parts of the county, retail businesses will follow to support residential growth. Residents in western Jackson have the advantage of traveling to Gwinnett County for many retail purchases that are not available in Jackson. Residents in southeastern Jackson can easily travel to nearby Clarke County for retail purchases and services. As Jackson's population reaches a level that is sufficient to sustain increased commercial activity, the land along the county's major thoroughfares will serve as prime development areas for commercial businesses.

Finance, Insurance and Real Estate (F.I.R.E.) Sector employment should keep pace with the expanding economy and population. F.I.R.E. employment is largely dependent upon the overall success of and revenue generated from other economic sectors in the county.

Over the next twenty years, Jackson's service sector should continue to employ the fourth largest percentage of workers in the county, behind the manufacturing, retail sales and state and local government sectors. Service sector employment dependence should remain constant as development increases in the county. Service sector earnings should increase as Jackson begins to take advantage of its business and infrastructure potential. In the past, low skilled jobs accounted for most of the county's service sector employment opportunities. As the population and economy expand, Jackson needs to focus on professional services (i.e., medical, dental, accounting, legal and computer/information services) to encourage residents to purchase services in the county.

Table 3-6

Sector Employment Projections for the State of Georgia: 1995-2015 (Percent of Total Jobs)					
Sectors	1995	2000	2005	2010	2015
Farming	1.6	1.4	1.3	1.2	1.1
Agricultural Services	0.8	0.8	0.8	0.8	0.9
Mining	0.2	0.3	0.3	0.3	0.3
Construction	5.6	5.6	5.7	5.7	5.7
Manufacturing	15.2	14.9	14.6	14.6	14.6
Transportation, Communication, Public Utilities	5.8	5.7	5.9	5.9	5.8
Wholesale Trade	6.9	7.4	7.6	7.6	7.5
Retail Trade	16.8	17.2	17.3	17.2	17.1
Finance, Insurance, and Real Estate	6.8	6.9	7.0	6.9	6.9
Services	23.2	23.6	23.9	24.7	25.5
Federal Government - Civilian	2.6	2.5	2.3	2.3	2.3
Federal Government - Military	3.1	2.9	2.7	2.6	2.5
State and Local Government	10.6	10.2	9.9	9.6	9.2

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

The number of federal government employees in Jackson County should increase by around 5 percent over the next two decades. As the population grows, the number of government positions will likely expand to provide additional services. However, federal government employment dependence should decline as other sectors increase at a faster rate.

Jackson's state and local government employment is expected to increase by approximately 16 percent or about 260 new jobs over the next twenty years. In 1995, the state and local government sector represented 12.0 percent of all county jobs. This dependence is expected to decline over the next twenty years despite actual job growth in this sector.

Table 3-6 shows Georgia employment projections for the next twenty years. Projections that will affect the state include a decrease in the number of farming jobs but an increase in agricultural services employment. The need to maximize natural resource production with fewer agricultural acres in production will encourage job growth in this sector.

By 2015, manufacturing employment dependence will make up about 15 percent of Georgia's jobs. Over the next twenty years, the number of manufacturing jobs should expand by 19 percent. Manufacturing dependence will slightly decrease because of the sector's slow employment growth and greater growth from other sectors. The number of manufacturing establishments should increase but with fewer employees per establishment. Technological advances through automation will enable manufacturers to produce more products with fewer workers.

Retail trade employment in the state should increase by 32 percent over the next twenty years. Employment dependence will increase slightly by 2015. Retail trade should become the second largest employer in Georgia. The sector's prominence will result from a larger Georgia population and consumer market.

The service sector should become the largest employer in the state. Computer services, health care and management/consulting will represent Georgia's dominant service industries. The majority of these service businesses will locate in the major metropolitan areas. The number of service jobs should increase by 39 percent thus accounting for about 1.1 million jobs by the year 2015.

The state's government employment dependence should slowly decline. Most civilian federal government jobs will continue to be located in the larger metropolitan areas of the state. Atlanta, the Southeast United State's regional headquarters for many government functions, should retain the majority of federal jobs. Military personnel account for a significant portion of the state's federal government workers.

1.5 Sector Earnings: 1970 - 1990

Tables 3-7 and 3-8 show the percentage of employee earnings from each employment sector in Jackson County and Georgia during the last twenty years.

Sector earnings information is important in evaluating the collective earnings capacity of each economic sector. The resulting information is an important tool in determining which industries are financially important to the county. In addition, one can assess a sector's earnings strength or weakness when comparing earnings dependence with employment dependence.

Although Jackson's farming employment dependence declined over the last two decades, earnings dependence actually increased by about 6 percent. A significant part of this increase may be attributed to growth in the county's poultry and timber industries. On average, farm earnings dependence was less than employment dependence. Agricultural Services earnings dependence paralleled employment dependence.

Construction sector earnings dependence grew from 4.4 to 6.1 percent over the past two decades, averaging about 1 percent more than its corresponding employment dependence. In 1990, the sector's earnings dependence ranked seventh in the county out of the thirteen sectors. Between 1970 and 1990, earnings growth increased by 164 percent. Jackson's construction growth ranked fifth in the eleven-county region.

Since 1970, manufacturing earnings dependence has declined along with manufacturing employment dependence. However, Jackson's manufacturing earnings dependence has remained significantly greater than that of any other sector in the local economy.

Table 3-7

Sector Earnings for Jackson County: 1970-1990 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1970	1975	1980	1985	1990
Farming	5.9	17.4	2.6	13.9	11.6
Agricultural Services	0.3	0.5	0.5	0.6	0.6
Mining	0.0	0.0	0.0	0.0	0.0
Construction	4.4	4.7	4.9	6.8	6.1
Manufacturing	46.8	34.3	42.4	29.8	32.5
Transportation, Communication, Public Utilities	6.0	6.0	6.6	7.9	7.5
Wholesale Trade	1.4	3.7	4.8	4.3	5.0
Retail Trade	11.8	10.5	12.0	12.2	10.0
Finance, Insurance, and Real Estate	2.0	2.1	2.4	1.8	2.3
Services	9.0	8.8	10.2	10.1	10.8
Federal Government - Civilian	2.2	2.0	1.3	1.1	0.9
Federal Government - Military	0.4	0.3	0.3	0.4	0.3
State and Local Government	8.3	9.0	11.3	10.5	11.7

Source: Based on Georgia Department of Community Affairs Document # DP6-402-D3U-13297, March 1994.

Between 1970 and 1990, wholesale trade earnings dependence more than doubled, reaching 5.0 percent. This was the second largest earnings dependence increase in the county, ranking slightly behind the farming sector. Jackson's wholesale earnings ranked third in the region (behind Clarke and Newton).

The Georgia sector earnings for 1970-1990 are shown below in Table 3-8.

Table 3-8

Sector Earnings for the State of Georgia: 1970-1990 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1970	1975	1980	1985	1990
Farming	3.2	3.3	0.4	1.6	1.8
Agricultural Services	0.4	0.4	0.4	0.4	0.4
Mining	0.3	0.4	0.5	0.4	0.3
Construction	5.7	5.8	6.1	6.7	6.0
Manufacturing	24.7	21.2	22.9	20.6	17.9
Transportation, Communication, Public Utilities	7.7	8.5	9.5	9.3	9.2
Wholesale Trade	7.5	8.5	9.1	9.3	9.4
Retail Trade	11.1	11.2	10.5	10.2	9.8
Finance, Insurance, and Real Estate	5.3	5.6	5.6	6.0	6.5
Services	13.4	14.8	16.1	18.2	22.0
Federal Government - Civilian	5.9	5.4	4.6	4.2	3.6
Federal Government - Military	4.5	2.6	2.6	2.4	2.0
State and Local Government	9.5	11.5	11.1	10.2	10.7

Source: Georgia Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.

Typically, the retail trade sector does not rank high in earnings dependence within a local economy and usually, the earnings dependence is lower than employment dependence. Most retail jobs pay below the sectoral average. This is true in Jackson County. Since 1970, earnings dependence has remained lower than employment dependence. Retail earnings grew by 64 percent compared with an employment increase of 97 percent.

From 1970 to 1990, service sector earnings dependence increased from 9.0 to 10.8 percent, making it the fourth largest earning sector in Jackson's economy. Actual earnings grew by 132 percent. The service sector has the potential to capture an even greater percentage of the economy's earnings through specialized service businesses. Service establishments that offer a high degree of skilled labor such as management consulting, engineering, computer services and health technology can increase service earnings. As previously mentioned, Jackson County should emphasize the recruitment of specialized service establishments to the county. This will help to keep service-related purchases in the county and provide Jackson's residents with skilled employment opportunities.

Between 1970 and 1990, government earnings dependence and employment dependence remained relatively constant at about 10.2 percent. State and local government jobs were the second largest earnings sector in the local economy. In 1990, the state and local government sector accounted for 11.7 percent of all county earnings. This sector's dependence ranked second behind manufacturing.

In comparison with Jackson County, the state's employment dependence was more evenly distributed among the various sectors. In 1990, Georgia's farm earnings dependence declined to 1.8 percent. In 1990, manufacturing

earnings dependence was 17.9 percent, 2.3 percent greater than its corresponding employment dependence of 15.6 percent. Georgia's TCU was also a significant earnings sector. The TCU sector employs only 5.8 percent of all workers in the state but accounts for 9.2 percent of all earnings.

Over the last twenty years, Georgia's wholesale trade earnings dependence steadily increased. Since 1970, earnings dependence significantly exceeded employment dependence. In 1990, wholesale trade earnings accounted for 9.4 percent of the state's earnings. Past success of the wholesale trade sector is an encouraging note for the economic health of the state. Wholesale trade activity reflects economic gains in the import/export fields, the manufacturing sector and various consumer markets.

Retail trade earnings dependence was typically well below the employment dependence. The amount earned increased but the state's retail dependence declined from 11.1 percent in 1970 to 9.8 percent in 1990.

In 1990, Georgia's service sector was the largest earnings sector in the economy. Earnings dependence was 22.0 percent and similar to its employment dependence of 22.6 percent. The state, with its metropolitan areas, has a variety of higher-level services that help account for larger earnings dependence as compared with lower earnings in rural Georgia.

Georgia's federal and state government employment and earnings dependence were comparable. In 1990, Georgia's employment dependence was 10.7 percent compared with an earnings dependence of 11.0 percent. The state's metropolitan areas accounted for the largest concentration of government earnings.

1.6 Sector Earnings: 1995 - 2015

Jackson's farming sector should continue to decline in earnings dependence. This trend will coincide with the decline in farming employment dependence. The construction sector should remain an important part of the local economy for both employment and earnings dependence. Despite a minimal projected increase in manufacturing employment dependence and a decline in earnings dependence over the last twenty years, manufacturing earnings dependence should increase over the next two decades. The manufacturing sector will account for over 35 percent of all earnings in the county. As Jackson receives more population growth and development from the Atlanta and Athens metropolitan areas, the county should experience an increase in manufacturing jobs and a gradual shift toward higher skilled jobs.

Over the next two decades, Transportation, Communication and Public Utility (TCU) earning dependence should increase to coincide with an expected increase in population growth and development. The TCU sector will become the fifth largest earnings sector in the local economy. Wholesale trade earnings dependence will also increase in response to an increase in manufacturing and especially a growing retail market in Jackson.

Retail earnings dependence is expected to decline by about 2 percent, along with a similar decline in employment dependence, over the next twenty years. This trend follows a similar decline in retail employment dependence. The actual retail dollar amount will increase in the county, but the earnings dependence will decrease due to faster growth in other sectors. Service sector earnings will also increase over the next two decades. However, service earnings dependence will remain stable. State and local government earnings dependence will slowly decline and account for the third largest earnings sector in the local economy by 2015.

Table 3-9

Sector Earnings Projections for Jackson County: 1995-2015 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1995	2000	2005	2010	2015
Farming	12.1	11.1	10.2	9.6	9.0
Agricultural Services	0.6	0.6	0.6	0.6	0.6
Mining	0.0	0.0	0.0	0.0	0.0
Construction	5.3	5.3	5.1	5.0	4.8
Manufacturing	31.6	32.7	33.8	34.8	35.9
Transportation, Communication, Public Utilities	7.8	8.1	8.4	8.5	8.6
Wholesale Trade	6.1	6.5	6.9	7.2	7.4
Retail Trade	9.2	8.8	8.3	8.0	7.0
Finance, Insurance, and Real Estate	2.2	2.3	2.4	2.4	2.4
Services	11.4	11.5	11.5	11.5	11.4
Federal Government - Civilian	0.8	0.7	0.7	0.6	0.6
Federal Government - Military	0.3	0.2	0.2	0.2	0.2
State and Local Government	11.9	11.6	11.4	11.1	10.9

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Table 3-10 shows projected sector earnings for Georgia over the next twenty years.

Table 3-10

Sector Earnings Projections for the State of Georgia: 1995-2015 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1995	2000	2005	2010	2015
Farming	1.7	1.6	1.5	1.4	1.3
Agricultural Services	0.4	0.4	0.4	0.4	0.5
Mining	0.3	0.3	0.3	0.3	0.3
Construction	5.8	5.6	5.6	5.6	5.6
Manufacturing	18.1	18.6	18.6	18.8	18.9
Transportation, Communication, Public Utilities	9.5	9.5	9.8	9.8	9.8
Wholesale Trade	9.8	10.2	10.5	10.4	10.2
Retail Trade	9.6	9.7	9.6	9.5	9.3
Finance, Insurance, and Real Estate	6.4	6.4	6.5	6.5	6.5
Services	22.4	22.5	22.7	23.3	24.1
Federal Government - Civilian	3.4	3.2	3.0	3.0	2.9
Federal Government - Military	1.8	1.7	1.5	1.5	1.4
State and Local Government	10.2	9.7	9.4	9.0	8.6

Source: Georgia Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.

1.7 Average Weekly Wages

Table 3-11 shows average weekly wages for Jackson County and Georgia during 1980, 1985 and 1990. Although knowing which economic sectors generate the most money within a local economy is important, it is also useful to know which sectors pay the highest wages. The following table compares Jackson and Georgia's average weekly wages over a ten-year period.

Table 3-11

Average Weekly Wages Paid by Economic Sector (In Actual Dollars)						
Sectors	Jackson County			Georgia		
	1980	1985	1990	1980	1985	1990
Agriculture, Forestry, and Fishing	\$157.00	\$197.00	\$355.00	\$179.00	\$225.00	\$276.00
Mining	NR	NR	D	323.00	462.00	589.00
Construction	187.00	258.00	412.00	264.00	361.00	434.00
Manufacturing	189.00	226.00	361.00	261.00	366.00	449.00
Transportation and Public Utilities	282.00	426.00	491.00	372.00	517.00	603.00
Wholesale Trade	191.00	269.00	299.00	337.00	473.00	603.00
Retail Trade	146.00	180.00	212.00	164.00	208.00	236.00
Finance, Insurance, and Real Estate	216.00	256.00	337.00	274.00	423.00	543.00
Services	148.00	249.00	371.00	214.00	310.00	414.00
Federal, State, and Local Government	224.00	301.00	353.00	287.00	374.00	457.00
Not Elsewhere Classified	D	D	D	202.00	274.00	341.00
All Industries	\$189.00	\$247.00	\$325.00	\$248.00	\$344.00	\$425.00
Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.						
Key: D=data not disclosed; NA=not available						

In 1980, Jackson's TCU sector paid the county's highest average weekly wages, followed by the government and finance, insurance and real estate (F.I.R.E.) sectors, which ranked second and third respectively. The wholesale trade and manufacturing sectors ranked fourth and fifth respectively. Ten years later in 1990, the TCU sector continued to pay the highest weekly wages in the county. The government sector had fallen from second to fifth place. The construction sector paid the second highest weekly wages in 1990. Remarkably, the service sector paid the third highest average weekly wage in the county. Ten years earlier, the service sector ranked next to last in average weekly wages. Typically, the retail and service sectors consistently rank last in wage earnings. During the 1980s, service wages increased by 151 percent. Manufacturing and government sectors ranked fourth and fifth, respectively.

During the same period, Georgia's TCU and wholesale trade sectors consistently paid the highest weekly wages, followed by the state's mining sector, which paid the second highest weekly wages. The F.I.R.E. and government sectors ranked fourth and fifth respectively.

In 1980, the average weekly wage for all industries in Jackson was \$189.00. This average was 23.8 percent below the state's average weekly wage of \$248.00. In 1990, Jackson's average weekly wage for all industries was \$325.00. After adjusting for the effects of inflation, this amount represents an 8.7 percent increase for the ten-year period. During the same time, Georgia's average weekly wage for all industries rose to \$425.00. After adjusting for inflation, Georgia's average weekly wage increased 8.0 percent. Between 1980 and 1990, the wage disparity between the state and the county widened slightly.

The weekly wage difference between Jackson County and Georgia was due to Georgia's larger and more diverse labor force. Metropolitan areas (especially Atlanta) attract many highly skilled workers who contribute significantly to the state's economy. A diverse and skilled labor force is a by-product of a developed economy, but also, a necessity for initiating economic growth and higher wages. Economic growth will attract a more diverse and skilled labor force and a skilled labor force will attract economic growth.

Jackson's lower wages are typical of a rural county with a smaller population base and fewer economic resources. The county needs to continue to encourage quality education and high vocational skills for its workforce. Jackson's public school system should offer technical occupational courses to students not going on to college, to enhance their job prospects upon high school graduation. Jackson should not attempt to eliminate all lower skilled jobs because a certain portion of the county workforce relies on these jobs for employment. However, Jackson could target industries that maximize skill levels of the work force. The county should continue to expand and transform its economic base to include industries that demand increased skill levels and pay superior wages. This strategy will benefit the county in the long term. As more technologically advanced companies locate in Jackson, the greater the possibility of attracting additional similar companies in the future.

1.8 Income by Type

Jackson County and Georgia's past and projected personal income and sources of personal income are shown in Table 3-12. The table below defines various sources of income.

Wages and Salaries:	Measures total income earned as compensation for working or rendering services.
Other Labor Income:	Measures total employer contributions to private pensions or workers compensation funds.
Proprietor's Income:	Measures total profits earned from partnerships and proprietorships.
Dividend, Interest, Rent and Income:	Measures the total income from investments and rental property.
Transfer Payments:	Measures total income from payments by the government under many different programs (including Social Security, unemployment insurance, food stamps, veteran benefits, etc.)
Residence Adjusted Income:	Measures the net amount of personal income of residents in a particular jurisdiction which is earned outside that jurisdiction. For example, if the net residence adjustment number is negative, that indicates the amount of income earned in the county by nonresidents is greater than the amount of income earned outside the county by residents of the county. However, if the number is positive then it means that the amount of income earned outside the county by residents of the county is greater than the amount of income earned in the county by nonresidents of the county.
NOTE: The types of personal income sources in the tables below are measured in percentages of the total personal income.	

Table 3-12

Jackson County Income by Types (Percent of Total Personal Income)							
Year	Total Personal Income*	Wages & Salaries	Other Labor Income	Proprietors Income	Dividends, Interest, & Rent	Transfer Payments	Residence Adjusted Income
1980	\$ 188.6	49.4	4.6	9.4	14.9	21.6	28.7
1985	239.2	42.1	4.0	15.2	18.0	20.4	35.0
1990	306.9	46.9	5.3	13.7	14.9	18.9	30.6
1995	354.8	43.8	4.6	15.4	13.0	23.0	27.7
2000	422.3	43.4	4.5	14.7	13.7	23.4	26.4
2005	495.4	42.5	4.3	14.2	14.6	24.2	25.0
2010	575.5	41.2	4.1	13.6	15.6	25.2	23.7
2015	\$ 663.1	39.7	3.9	13.0	16.7	26.5	22.4

* millions of 1987 constant dollars

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Since 1980, total personal income in Jackson County has increased by 88.1 percent or \$166.2 million. During the same period, Georgia's total personal income increased by 64.8 percent. Over the next twenty years, Jackson's personal income is projected to increase by an additional 87 percent.

Between 1980 and 1995, the percentage of Jackson County residents receiving income from salaries and wages decreased by 5.6 percent. This trend should continue over the next two decades, although at a more moderate rate. The decline of salaries and wages as a percentage of total personal income may be attributed to a growing retiree population and an increasing number of people saving and investing for future consumption.

Between 1980 and 1995, the percentage of proprietors income increased from 9.4 to 15.4 percent. This trend should reverse over the next two decades as Jackson's economy matures. Typically, as the local economy grows, larger corporate enterprises increase their presence in a community, eliminating some small businesses and thereby reducing proprietors' income. The percentage of dividends, interest and rent peaked in 1985 and has declined over the past ten years. This trend is expected to reverse over the next two decades as both personal investment and the demand for housing increases. Also, the percentage of transfer payments should increase from the 1995 level as the county's elderly population increases and they receive more money from pensions and social security.

Residence adjusted income is an important category that reveals the percentage of income earned outside a county by its residents. Table 3-12 shows that in 1980, Jackson's residents earned 28.7 percent of their income in other counties. This percentage was low compared to most rural counties in the region. Most residents earned their income in Jackson County. The percentage of income earned outside the county increased to 35.0 percent in 1985, but had fallen to 27.7 percent by 1995. During this time, Jackson's residents decreased their dependence on jobs outside the county. This trend is expected to continue as the county's economy grows and matures. As the number of jobs in the county increases, Jackson can better meet the employment needs for its residents.

Table 3-13

State of Georgia Income by Types (In 1987 Constant Dollars) (Percent of Total Personal Income)							
Year	Total Personal Income*	Wages & Salaries	Other Labor Income	Proprietors Income	Dividends, Interest, & Rent	Transfer Payments	Residence Adjusted Income
1980	\$ 66.7	62.5	5.9	6.1	11.8	13.4	0.2
1985	85.7	61.2	5.6	6.6	14.0	12.4	0.0
1990	101.0	60.1	6.0	6.6	14.5	12.5	0.1
1995	109.9	58.7	6.3	6.9	13.3	14.5	1.1
2000	129.2	58.0	6.1	6.6	14.3	14.8	1.5
2005	150.8	56.9	5.9	6.4	15.3	15.3	1.7
2010	174.9	55.6	5.7	6.2	16.4	15.9	1.9
2015	\$ 201.6	54.1	5.5	5.9	17.6	16.7	1.9

* billions of dollars

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

1.9 Recent Economic Activities

Several infrastructure improvements are occurring or will occur in Jackson County that will impact the county's economic development. The widening of U.S. 129 at the Interstate 85 interchange from two lanes to four lanes will improve traffic flow and accommodate an increase in vehicular volume. This area has witnessed an increase in commercial and industrial development in recent years and this trend should continue over the next decade. In the next five to ten years, the widening of U.S. 129 will extend west of Pendergrass. A bypass may loop around Pendergrass and connect to U.S. 129 west of the city. Another bypass will be constructed around Jefferson on the city's western edge. This bypass is necessary to reduce truck traffic in the city and other vehicular traffic. The Bear Creek Reservoir Water Supply Project was designed to serve Jackson's, Barrow's, Oconee and Clarke's water needs for the next fifty

years. This project began in 1987 as a water feasibility study funded by a federal grant. In 1994, the Upper Oconee Basin Water Authority was created to act as the financial and administrative body to implement the project. Currently, Jackson receives its water from various sources including Gwinnett and Clarke counties and the City of Winder. The proposed Bear Creek Reservoir will consist of 505 acres in the southeastern part of Jackson County. A water treatment plant will be located adjacent to the reservoir. The authority has already obtained a 404 permit which allows for dredging and filling in of land. If construction proceeds as scheduled, the reservoir could be operational by 2001. This reservoir has important long range implications for Jackson's future development. The availability of water is a critical determinant for how much growth Jackson will be able to accommodate over the next two decades. Jackson's ability to build a county-wide network of waterlines that connect all the various municipal water systems together will be an important criterion for ensuring that Jackson meets its future water needs. The county hopes to connect the different water systems together and along I-85 corridor to promote economic development.

Several companies have expanding operations and employment in Jackson County. They are listed in the following table.

Recent Expansions of Existing Companies in Jackson County			
Employer	Location	Number of Jobs Added	Product
Mitsubishi Warehousing	Braselton	150	Cellular phones & TV's
Georgia Freezer	Jefferson	65	Processed food
Nicolon-Mirafi	Jefferson	35	Synthetic Plastics
Industrial Molding Corp.	Jefferson	30	Plastics
Seydel Company	Jefferson	25	Chemicals

Source: Jackson County Industrial Development Authority, 1997.

The following table lists new manufacturers and distributors that have located to Jackson County in the last twelve months.

New Manufacturers in Jackson County			
Employer	Location	Employees	Product
Ring Can Company	Jefferson	140	Plastic Containers
Mayfield Dairy	Braselton	80	Dairy Processors
Key West Lamp Company	Jefferson	60	Lamps
Buhler Quality Yarns	Jefferson	60	Yarn
Foam Fabricators	Jefferson	45	Packing Insulation
Snider Tire	Commerce	40	Recapped Tires
Skatts Enterprises	Commerce	30	Plastics
S&S Tooling	Braselton	25	Tools
Simpson Brick Company	Commerce	10	Brick Distributor
Source: Jackson County Industrial Development Authority, 1997.			

1.10 Special or Unique Economic Activities

1.10.1 Tourism

Chateau Elan Golf Resort and Winery is a significant tourist attraction in Braselton. The resort is actually located within Gwinnett, Barrow and Jackson counties. The resort attracts approximately 350,000 visitors annually. Each November, Chateau Elan hosts the Annual Legends Professional Golf Tournament which attracts several thousand visitors. Tanger Outlet, located at Banks Crossing along I-85 in Banks and Jackson counties, draws approximately 3.6 million visitors a year. Tanger Outlet is a regional attraction for retail shopping that offers discounted factory products ranging from textile products, craft works and home furnishings. Crawford Long Museum, located on the square in Jefferson, attracts about 3,500 visitors annually. The museum displays historical medical equipment associated with Crawford Long's invention of ether. The Mayfield Dairy Visitor Center expects to draw about 100,000 visitors annually. The visitor center will show people how the various Mayfield Dairy products are processed and packaged.

The Shields-Ethridge Farm is an outdoor agricultural museum operated by the Shields-Ethridge Foundation Inc. This historical farm is open to the public. It is listed as a Georgia Centennial Farm and also listed on the National Register of Historic Places. Several annual festivals are held in Jackson County that sell food, drinks, arts and crafts. Each May, the Chestnut Mountain Winery (near Braselton) hosts the Spring Wine Festival. In May, the City of Nicholson hosts the Nicholson Daisy Festival. Hoschton has the Fall Harvest Festival each September. Jefferson hosts Crawford W. Long Days Festival in Jefferson.

Jackson County does not have a tourism plan or strategy nor do they anticipate a need for one in the near future. Through the efforts of the Jackson County Chamber of Commerce, a volunteer committee participates in tourism on a limited basis. The committee maintains a list of tourism related attractions and provides information on tourism in Jackson County.

LABOR FORCE

1.11 Employment by Occupation

The following two tables show the 1980 to 1990 percentage of Jackson County, Georgia and the United States residents employed in various occupations.

Table 3-14

County, State and National Employment Percentage by Occupation: 1980			
Occupation	Jackson County	Georgia	United States
Executive, Administrative and Managerial	7.0	10.2	10.0
Professional and Technical Specialty	8.6	13.6	14.8
Sales	6.6	10.2	9.9
Administrative Support, Including Clerical	13.0	16.4	16.9
Private Household	0.5	1.0	0.6
Service, Except Protective and Household	11.6	11.1	12.5
Farming, Forestry, and Fishing	6.4	2.9	2.9
Precision Production, Craft and Repair	14.9	12.7	13.1
Machine Operators, Assemblers and Inspectors	20.3	11.8	9.7
Transportation Equipment Operator	4.8	4.8	4.6
Labor (Not Farm)	6.3	5.2	4.9
Employed Persons 16 Years & Over	11,171	2.74*	112.40*
* Indicates millions of people.			
Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994. U.S. Bureau of the Census, 1980.			

During the 1980s, Jackson County's work force experienced a moderate increase in the percentage of white collar occupations and a similar decrease in blue collar occupations. Jackson's residents were predominantly employed in blue collar jobs such as machine operators, assemblers/inspectors and precision production/craft and repair. Approximately, 64 percent of all Jackson County residents were employed in blue collar occupations in 1980. During the same time, 49 percent of Georgia's residents and 48 percent of the United States' residents were employed in blue collar occupations. Between 1980 and 1990, Jackson's percentage of white collar occupations increased in every category except the Administrative Support and Clerical occupation. At the same time, the percentage of blue collar jobs declined in all areas except Precision Production, Craft and Repair and Transportation Equipment Operation occupations. At the state and national levels, blue collar employment declined in all categories.

The major differences between Jackson County's and the state and national occupational distributions were found in blue collar jobs. Jackson's residents were more likely employed in blue collar occupations than the state or national averages. Jackson's percentage of residents employed as Machine Operators, Assemblers and Inspectors category was approximately double that of Georgia and the United States. However by 1990, Jackson's residents were employed in more white collar occupations than the previous decade.

Table 3-15

County, State and National Employment Percentage by Occupation: 1990			
Occupation	Jackson County	Georgia	United States
Executive, Administrative and Managerial	8.6	12.3	12.3
Professional and Technical Specialty	10.3	16.0	17.8
Sales	11.0	12.3	11.8
Administrative Support, Including Clerical	12.2	16.0	16.3
Private Household	0.3	0.5	0.5
Service, Except Protective and Household	9.7	11.5	12.8
Farming, Forestry, and Fishing	4.7	2.2	2.5
Precision Production, Craft and Repair	18.3	11.9	11.3
Machine Operators, Assemblers and Inspectors	12.6	8.5	6.8
Transportation Equipment Operator	6.2	4.6	4.1
Labor (Not Farm)	6.0	4.3	3.9
Employed Persons 16 Years & Over	14,303	3.11*	131.76*

*Indicates millions of people.

Source: Georgia Department of Community Affairs Document #DP5-301-C34-13133, March 1993. U.S. Bureau of the Census, 1990.

1.12 Employment Status Characteristics

Tables 3-16 and 3-17 inventory gender employment characteristics and unemployment rates for 1980 and 1990 in Jackson County, Georgia and the United States.

Between 1980 and 1990, the percentage of Jackson County residents in the workforce increased from 62.9 to 66.4. In 1990, a greater percentage of Jackson's residents were employed in the workforce than in the United States.

The second column in Tables 3-16 and 3-17 represents the percentage of females in the work force. The percentage of Jackson County females in the workforce increased by 2 percent between 1980 and 1990. The state experienced a similar rate of increase while the national average rose 2.7 percent.

The male and female participation rates show the percentage of males or females who are in the workforce among all males or females who are age 16 to 65 years old. During the 1980s, the male work force participation rate remained unchanged in the county. However, the female participation increased from 52.3 percent in 1980 to 58.3 in 1990. In comparison, between 1980 and 1990, the state and national male participation rates declined while the female participation rates increased significantly.

Table 3-16

Employment Status Characteristics Persons 16 Years and Over 1980				
Area	Percentage in Labor Force	Percentage Females in Labor Force	Male Participation Rate	Female Participation Rate
Jackson County	62.9	43.0	74.6	52.3
Georgia	64.4	44.0	77.4	53.1
United States	63.8	42.6	77.4	51.6
Source: 1980 U.S. Census. Calculations by NEGRDC, 1996.				

Table 3-17

Employment Status Characteristics Persons 16 Years and Over 1990				
Area	Percentage in Labor Force	Percentage Females in Labor Force	Male Participation Rate	Female Participation Rate
Jackson County	66.4	45.0	74.8	58.3
Georgia	67.9	46.1	76.6	59.9
United States	65.3	45.3	74.4	56.8
Source: 1990 U.S. Census. Calculations by NEGRDC, 1996.				

1.13 Unemployment Rates

Table 3-18 traces the average annual unemployment rates for Jackson County, surrounding counties, the Northeast Georgia region, Georgia and the United States.

Table 3-18

Unemployment Rate Percentage for Jackson County, Contiguous Counties, the Northeast Georgia Regional Development Center Region, Georgia, and the United States									
Year	Jackson	Banks	Barrow	Clarke	Hall	Madison	NEGRDC	Georgia	U.S.
1983	7.5	6.4	7.7	5.7	8.1	8.1	7.8	7.5	9.6
1984	4.8	4.3	5.3	5.2	5.5	5.0	6.3	6.0	7.5
1985	6.5	5.0	8.5	5.4	5.9	8.0	7.3	6.5	7.2
1986	5.7	4.5	7.0	5.0	5.7	5.7	6.0	5.9	7.0
1987	5.4	4.1	6.1	4.2	4.9	4.9	5.3	5.5	6.2
1988	4.6	4.9	7.0	4.5	5.0	5.1	5.9	5.8	5.5
1989	4.8	5.5	8.3	4.2	5.3	4.9	5.7	5.5	5.3
1990	5.6	5.4	8.1	4.0	5.4	6.1	6.1	5.4	5.5
1991	6.0	5.0	6.2	3.3	4.8	4.9	5.8	5.0	6.7
1992	7.5	6.3	8.1	5.0	6.2	6.7	6.8	6.7	7.3
1993	5.3	5.4	6.5	4.4	4.8	5.2	6.8	6.8	7.0
1994	4.6	4.3	5.1	4.7	4.0	4.7	5.1	5.2	6.1
1995	4.8	4.7	5.6	3.4	3.6	3.8	5.0	4.9	5.6

Source: Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.
Georgia Department of Labor, Labor Information Systems in Georgia, 1993, 1994.

NOTE: The NEGRDC is the eleven-county Northeast Georgia Regional Development Center region.
NA = Not Available

Jackson's average unemployment rate has remained relatively constant over the past thirteen years. Between 1985 and 1990, Jackson's unemployment rate averaged 5.4 percent. This rate was lower than Northeast Georgia's regional average of 6.1 percent, Georgia's 5.8 percent or the United State's average of 6.1 percent. During 1991 and 1995, Jackson's unemployment rate averaged 5.6 percent, which was still lower than the region's, Georgia's and the United States' average unemployment rate for the same period.

Over the thirteen-year period, Clarke County's average unemployment rate was the lowest among the counties listed in Table 3-18. Between 1983 and 1995, Clarke's average unemployment rate was 4.5 percent. During the same time, Jackson's unemployment rate was 5.6 percent. The regional average unemployment rate was 6.24 percent.

Since 1983, Jackson's unemployment rates have been lower than most counties listed in Table 3-18. Clarke County's lower unemployment rates may be attributed to its urban characteristics, larger and more diverse economic base and increased access to job training.

1.14 Commuting Patterns

Table 3-19 compares 1980 and 1990 commuting patterns for workers residing in Jackson County.

In 1980, approximately 56 percent of all working adults living in Jackson County were employed within the county. Ten years later, the percentage of Jackson residents who worked in the county had declined to 46 percent. As indicated in Table 3-20, a significant percentage of Jackson's residents commuted to the Athens-Clarke County area. Other Jackson residents traveled to Gwinnett or Hall counties.

Table 3-19

Commuting Patterns to Work Workers 16 Years and over Jackson County: 1980 & 1990		
Commuting Category	1980	1990
Number of Workers	10,887	14,071
Percent Drive Alone	65.7	76.0
Percent in Car pools	27.9	17.9
Percent Using Public Transportation	0.5	0.2
Percent Using Other Means	0.8	0.6
Percent Walked or Worked at Home	5.1	5.3
Mean Travel Time to Work (minutes)	21.7	23.4
Percent Working Inside the County	55.5	46.4
Percent Working Outside the County	44.5	53.6
Source: U.S. Census Bureau 1980 and 1990.		

Table 3-20

Commuting Patterns to Work Workers 16 Years and over Jackson County: 1990	
Commuting Category	1990
Number of Workers	14,071
Percent working inside Jackson County	46.4
Percent working outside Jackson County	53.6
Percent working in Gwinnett County	5.8
Percent working in Hall County	10.8
Percent working in City of Athens	14.5
Percent working in Clarke County	6.9
Percent working in City of Commerce	11.1
Mean Travel Time to Work (minutes)	23.4
Source: U.S. Census Bureau 1980 and 1990.	

1.15 Economic Development Agencies

The Industrial Development Authority (IDA) of Jackson County is the lead agency for Jackson's economic development effort. The Authority's purpose is to expand the manufacturing base throughout the county. The county's economic development goals and policies are implemented by the Authority's Executive Director. This is a full-time paid position employed by the county through the IDA. The Executive Director works closely with other regional and state economic development agencies to attract new industries into the county. The Authority consists of a five-member legislative organization that has the capability to issue bonds to finance economic development projects.

There are other IDAs that exist in Jackson County. The Jefferson Development Authority, created in 1996, also has the power to issue bonds to finance economic development projects. The authority's primary purpose is to promote economic growth within the city limits of Jefferson. The Authority is a legislative organization. Seven people serve as the board of directors. The Commerce Downtown Development Authority (DDA) is directed by a six-member board. The authority was created in 1986. The Commerce Main Street manager is the only Authority member that is paid by the city. The goal of the Authority is to revitalize downtown Commerce and attract businesses (mainly retailers). The authority created a special tax district in the city to finance a streetscape beautification project. The project is financed, in part, by the state, city monies and the taxes collected from homeowners affected by the streetscape project.

The Jackson County Chamber of Commerce serves as a separate entity from the Authority. The Chamber is a nonprofit organization that promotes small business development in the county. It serves existing businesses through various volunteer committees. Business membership dues and investment fund the Chamber's activities. Member businesses elect a board of directors. Activities include the promotion of various education seminars and expansion of business opportunities for members. The mission of the Chamber is to serve the needs of its membership and to advance the interest of economic development while enhancing the quality of life in Jackson County. Other economic development organizations include the Jefferson Business Association, Commerce Business Association, Jefferson Rotary Club and the Kiwanis Club in Commerce.

One of Jackson's weaknesses, as seen by the economic development advisory committee, is the lack of economic development cohesiveness on a county-wide level. The committee felt that there were too many competing economic development agencies in the county which is hampering the county's economic development potential. This plan recommends that the various IDAs consolidate and join forces to create one IDA that is united and ready to serve all of Jackson County. Also, committee members expressed the need for Jackson's IDA to work with the Chamber of Commerce rather than separately. The IDA and Chamber might end up with different missions but they should come together to share ideas, strategies and work toward the same goals.

Currently in Jackson, no avenue exists for public opinion or involvement in the economic development decision-making process. The advisory committee wants to create a method for public involvement, whereby, the public could participate in Jackson's economic development future.

Small business development is a significant portion of Jackson's economic development. One of the Chamber's main responsibilities is to meet the needs of the small businesses. This plan recommends the Chamber continue to monitor and identify small business needs. The chamber should ensure that entrepreneurs have access to programs and services that will encourage business expansion and retention.

Several agencies provide economic assistance to Jackson County. Jackson Electric Membership Corporation (EMC), a subsidiary of Oglethorpe Power, and Georgia Power offer Georgia communities assistance in six program areas: research and information, business retention and expansion, leadership development, downtown revitalization, board governance, industrial location, demographic and labor market analysis.

The Georgia Department of Industry, Trade and Tourism is another resource for industrial recruitment and tourism development. The University of Georgia Small Business Development Center (SBDC) in Athens provides management consulting for entrepreneurs. Also, the SBDC conducts marketing analyses and surveys designed to evaluate a community's economic development potential. The Institute of Community and Area Development (ICAD) offers technical assistance, training, and research services for local government community organizations.

Finally, the Northeast Georgia Regional Development Center (RDC) provides assistance in many community development areas. The RDC prepares local comprehensive plans, which includes economic development information for communities, and provides assistance through the administration of various financial grants. Additional services include the preparation of special economic development surveys and evaluations on how to improve, promote or reorganize a segment of the community. The RDC is actively involved in youth job training programs that are designed to employ residents and enhance job skills. The center also has a comprehensive network of elderly-related programs that address many elderly's social, health and employment needs.

1.16 Economic Programs and Tools

The Development Authority's Executive Director is the local contact for prospective statewide developers. This person is responsible for marketing, industrial recruitment and assisting local industries. The director must stay informed of all programs that are available on the state and regional levels.

As previously mentioned, Georgia Power and Oglethorpe Power provide electric power to portions of Jackson County. Both companies have headquarter offices in Atlanta. These power companies introduce prospective industries from other states and countries to the state's economic development resources. Georgia Power's and Oglethorpe Power's database includes industrial parks and sites located throughout Georgia. The database can display photographs of a site or park and a list of its utility and infrastructure features. The Georgia 100 software is a computer program designed to meet the business needs of companies through geographic analysis. Georgia's SBDCs are equipped with the Georgia 100 program. Jackson County's economic development assets are listed in many state databases. Jackson needs to ensure that their economic resources are updated and on-line with the state's electronic media databases. This will allow Jackson to receive maximum exposure within the state's inventory of economic development resources.

There are seven industrial parks located in Jackson County. The Walnut Fork Industrial Park, located at the I-85 and U.S. 129 interchange in Jefferson, is privately owned. This park is serviced by all utilities (water, sewer, gas and electricity). Walnut Fork consists of approximately 400 acres with 220 acres available for development. Central Jackson Industrial Park, located in Jefferson on U.S. 129, is owned by the Jackson County IDA. This Park is serviced by all utilities. Central Jackson has 50 acres that are vacant. East Jackson Industrial Park, located in Commerce on Highway 98, is also owned by the Jackson IDA. The park is serviced by all utilities and has 40 acres vacant. Central and East Jackson Industrial Parks were built in 1983 and are the county's oldest industrial parks. Hoschton Industrial Park, located in Hoschton on Highway 53, is served by all utilities except sewer. This park has only 20 acres remaining for development. Jackson Green Industrial Park is located on Highway 124 in Braselton. This park was developed in 1995. Jackson Green is serviced by all utilities and has about 50 acres remaining for sale. Braselton Industrial Park, also located on Highway 124 in Braselton, is undeveloped. This land is Jackson County's newest industrial park. The park is serviced by all utilities and consists of about 400 acres. Jackson Concourse Industrial Park, located on U.S. 129 in Jefferson, is equipped with all utilities. The park has 30 acres remaining for sale.

As discussed throughout this chapter and other chapters of the plan, Jackson County should receive a substantial amount of growth over the next decade and beyond. Currently, Jackson's infrastructure capacity is adequate to meet the existing economic needs of the county. However, the advisory committee expressed the need to expand and improve water and sewer availability and capacity throughout Jackson to meet the anticipated future economic growth in the county. The economic development advisory committee believes that Jackson County should have enough industrial park acres for the near future (one to five years).

As the demand for additional commercial and industrial acreage increases, it will become crucial for Jackson County to find appropriate sites for these land uses. Citizens do not want industrial or commercial establishments to negatively impact other land uses (especially residential). Therefore, businesses should locate in designated zones where their activities and location are compatible and consistent with adjacent land uses. Growth should be controlled to avoid the negative effects of commercial sprawl. The county should employ proper planning techniques while perusing economic development. The county needs to determine the appropriate locations for future industrial and commercial growth. Although, the future land use map shows general areas of suitability concerning commercial and industrial development, the advisory recommends hiring a consultant to identify specific locations along the county's main thoroughfares. This study would identify the most appropriate locations based on many factors such as traffic volume, infrastructure location and accessibility, adjacent land uses, and locations that would best meet the requirements of the different types and densities of commercial and industrial developments.

Jackson County has a speculative building in the Walnut Fork Industrial Park. This building is a 150,000 square foot multi-tenant structure. Currently, the building is 50 percent occupied with 75,000 square feet available for sale. Jackson should continue to explore the feasibility of grant and loan programs that expand or improve existing infrastructure facilities and increase employment opportunities. The county should pay special attention to economic development programs that help existing businesses and offer assistance toward business expansion. Other methods of financing infrastructure improvements include revenue bonds, user fees and Department of Transportation monies.

In December of 1994, Jackson became one of seven Northeast Georgia counties to establish the Joint Development Authority (JDA) of Northeast Georgia. The JDA consists of seven elected or appointed officials from seven counties in the region which includes Jackson. The members serve two-year terms and meet six times a year. This legal authority was created to capitalize on Georgia's existing "Business and Expansion Act" (BEST). The program divides Georgia's counties into three incentive tiers based on their current economic status. The Northeast Georgia Development Authority counties qualify for tier two status. Businesses in this tier receive a \$1,500 per job tax credit (plus an additional \$500 tax credit for existing as an authority member county) for creating a minimum of 25 jobs for at least two years. Businesses can take advantage of another incentive option by receiving a tax credit of 3 percent for a minimum investment of \$50,000 in operating capital. One important result of this authority will be the sharing of tax revenue among the participating counties. The Authority could become an important foundation for developing future regional industrial parks.

The JDA is also an entity that can facilitate and implement regional projects requiring bonding. JDAs can operate multi jurisdictional water and wastewater facilities, airports and jails. The Northeast Georgia JDA voted in 1996

to file a Regional Economic Business Assistance (REBA) grant on behalf of Mayfield Dairies. The company announced that it will locate an \$18 million dollar raw milk processing facility in Braselton. Mayfield has agreed to purchase at least 50 percent of its raw milk from area dairy farmers. The JDA will lease the property to Mayfield dairies for a period of three years. At the end of that time, the JDA will return the property to Mayfield Dairies. The REBA grant will be utilized to offset land costs. Also in 1994, Jackson County voters approved a Special Local Option Sales Tax (SPLOST) which increased the county sales tax by one cent to enable the Jackson County Water and Sewer Authority to expand infrastructure capacity.

Some federal and state grants and lending programs promote economic development in eligible communities. Some of these include: the Community Development Block Grant (CDBG) Small Cities Program and the CDBG Employment Incentive Program (EIP). These grants benefit low to moderate income residents. The Small Business Administration makes loans (7A and 502 programs) to small businesses that cannot borrow on reasonable terms from conventional lenders. The Farmers Home Administration is a loan program intended to improve the quality of life in rural areas by developing or financing land, buildings, machinery and equipment.

Other governmental programs include DCA's "Business and Retention Program" and the Governor's "All-Georgia Program." DCA will conduct inventories and surveys of county businesses to help identify problems or opportunities that existing businesses may experience. The Governor's "All-Georgia Program" encourages economic development through proper assessment of the local economic base and establishment of planning strategies.

It is important to note that residents are concerned about the potential for negative and irreversible development impacts on future quality of life. Jackson residents view their rural landscape and uncongested roads as one of their greatest assets. As the population and economy expands, county residents want to establish safeguards to ensure that adverse development does not occur. Advisory committee members encourage planning personnel and elected officials to consider the long-term best interest of the county when promoting economic development.

1.17 Educational and Training Opportunities

The Athens Area Technical Institute is a unit of the State Board of Post-Secondary Vocational Education. The institution serves twelve counties in the Northeast Georgia area, including Jackson County. Athens Tech offers 34 credit programs of study leading to a diploma in a wide range of vocational-technical fields. In addition, a job placement service is available to students enrolled in programs of study at the institution. This service assists students in securing full or part-time employment.

The night program of Athens Tech also offers a wide variety of personal and professional development courses each quarter. These courses are designed to upgrade job skills so students may fully participate in the future business environment. Several industries in Jackson offer GED opportunities to their employees. The Jackson County Comprehensive High School provides night school opportunities in a variety of subjects to upgrade job skills and enable students to receive a General Equivalency diploma (GED).

Jackson County's High School began the Youth Apprenticeship Program during the 1994-95 school year. This program is designed to provide students with career guidance and training. Students who are interested in pursuing an apprenticeship must apply to enter the program. Once accepted, they choose a career field and are matched-up with prospective employers. Students must commit to 2,000 hours of work with their employers which includes at least one year during high school and one year during post secondary school. Each student is assigned to a "career mentor" at a company and a training plan is developed by the company and the high school. The student's progress and skills are reevaluated and assessed every nine weeks.

The Jackson County Youth Apprenticeship Program receives funding from the state of Georgia as part of a grant program that allows school systems to apply for monies to study and implement apprenticeship programs. During the 1994-1995 year, Jackson County High School applied for a \$10,000 grant to study the feasibility and evaluate the need of an apprenticeship program. In the following two school years, the state awarded the Jackson County School System \$50,000 per year to implement the program. Under the intended design of the program, a school system can apply for

grant monies for three years. After that time, the school system should find corporate sponsors to sustain program costs. After evaluating local business needs, it is the intent and direction of the Youth Apprenticeship Program to approach new and existing companies in the county for apprenticeship sponsorship.

Currently, the program appears to have succeeded in Jackson County. This program provides companies with an additional local labor force and allows students to bridge the gap between high school, post secondary education and a career. The significance of the program is to improve the local labor force while teaching students that career education is a lifelong process.

Georgia also has a unique manpower training concept known as "Quick Start." The state designed this program to train workers for specific, clearly designed jobs in a new or expanding company. Employees learn new skills and receive the opportunity to earn higher pay. Additionally, the company realizes one of its primary goals, that is, to increase production with minimum expenditures of time and money.

When a company selects a plant site in Jackson County, the Director of Quick Start from Lanier Technical Institute and the State Training Coordinator from the Department of Technical and Adult Education consult with company officials. Together, they discuss the company's manpower needs, job requirements, and start-up schedule. Training coordinators develop a training plan and submit it to the company for approval. Training facilities are set up at Lanier Tech or, if more suitable, on the plant site.

The local State Employment Agency in Gainesville will recruit, test, and screen applicants in accordance with company specifications. Costly recruitment hours are saved and only qualified applicants are referred to the company for final selection and enrollment. Once the company accepts an employee, the trainee begins an on-the-job training program. The trainee is able to contribute to the company and also sharpens his or her skills under the guidance of state-paid instructors.

The Athens office of the Georgia Department of Labor Employment Service serves Jackson County. Jackson's office labor personnel recruits workers to meet current and future manpower requirements of businesses to provide quality placement of workers. In addition, labor personnel administer aptitude and proficiency tests.

The county should continue to assist the business community to acquire the latest job training and technical assistance from existing regional and state agencies. The county should support local agencies that encourage citizens to remain in the local workforce. Jackson can create various economic or educational incentives to induce participation from within the community.

Chapter 4: Natural Resources

NATURAL RESOURCES

1.1 Introduction

This section addresses the natural resources and vital areas found in Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, and Talmo, as defined in the *Minimum Planning Standards and Procedures*, Rules of the Georgia Department of Community Affairs, Chapter 110-3-2, as amended. Under the *Georgia Planning Act of 1989*, natural resources include groundwater recharge areas, rivers, wetlands, protected mountains and river corridors, coastal resources, floodplains, soils, steep slopes, prime agricultural and forest land, plant and animal habitat, major park, recreation and conservation areas, and scenic views and sites. To preserve and protect a community's natural resources, the Department of Natural Resources established minimum protection standards for natural resources, the environment and vital areas of the state, specifically, water supply watersheds, groundwater recharge areas, wetlands, river corridors, and mountains.

1.2 Physiography and Topography

Topography and slope are important considerations in local planning because they provide indicators of suitability and cost of developing particular sites. Local relief and slope characteristics should be considered, particularly along streams of significant slope, flat or low-lying areas, and along ridges, hillsides and streams. Development without regard to slope and relief can damage the natural environment through increased stormwater runoff and soil erosion. In addition, an area's aesthetic quality can be damaged without consideration to topography.

Jackson County, located on the upper fringes of the Piedmont Plateau section of Georgia, is adjacent to Banks, Barrow, Clarke, Hall, and Madison counties (see Location Map 1-1). The county covers 342 square miles, or 218,957 acres, of gently rolling ridges and valleys. Some areas near streams are steep. The floodplains of the rivers and creeks are level to nearly level.

The Mulberry, Middle Oconee, and North Oconee river systems drain the entire county. Jackson County is bisected by two broad ridges that run northwest to southeast. These two ridges extend the length of the county, running from the Hall County line in the north, south toward Clarke County. About half the county's acreage lies between the tops of these two ridges and slopes inward toward the Middle Oconee River. Outside of these ridges, the remaining acreage slopes toward the North Oconee River on the east and the Mulberry River on the west. In most places, the top of the ridge that separates these drainage areas is about 900 feet above sea level. Elevations in Jackson County range from 640 feet above sea level along the North Oconee River near the Clarke County line to 1,100 above sea level just west of Talmo near the Chestnut Mountain area of Hall County.

Jackson County contains eight incorporated towns. Arcade, Braselton, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo all lie in the Oconee River Basin. Commerce, in the northeastern portion of the county, lies largely within the Savannah River Basin.

Arcade is located in south-central Jackson County just south of Jefferson on Highway 129. Elevations within the city range from 800 to 860 feet.

Braselton, located near the Barrow County line in western Jackson, is bisected by highways 53 and 124. The city's elevation is approximately 900 feet above sea level.

Commerce, located in the northeastern part of the county near the Jackson-Banks county line on Highway 441, ranges in elevation from 800 to 960 feet.

Hoschton borders Braselton to the south along Highway 53 in western Jackson County. Its elevation is also approximately 900 feet.

Jefferson, the county seat, is located near the center of Jackson County at the intersection of highways 11, 129 and 15. Elevations range from 765 feet to 800 feet.

Nicholson is located in eastern Jackson County along Highway 441. The city ranges in elevation from 800 to 860 feet.

Pendergrass is located northwest of Jefferson along Highway 129. Its elevation ranges from about 800 to 900 feet above sea level.

Talmo is located northwest of Pendergrass along Highway 129, near the Hall County line. Its elevation ranges from about 900 to 950 feet.

1.3 Geology and Mineral Resources

An inventory and analysis of local geology and mineral deposits are important in determining site-specific development potential as well as opportunities for expansion of extractive industries as part of the local economic base. Geologically, Jackson County is underlain predominately by biotitic gneiss, schist and granite gneiss. Other minerals known to exist in the county are asbestos, beryl, granite and related rock outcrops.

1.4 Soils

The soil maps included in this chapter represent prime agricultural soils and soils suitable for development. Slope severity, depth to bedrock, water table, and limitation for septic tank drain fields determine the soils' suitability for development.

In planning, an accurate analysis of local soil conditions is necessary. Soil properties directly influence the construction of buildings, highways, the installation of septic tanks, and agricultural activities. Local soil surveys are an invaluable land use planning tool because of the information they provide about site-specific development capability. Soil surveys are the primary data sources for determining prime agricultural lands, suitability of building foundations and septic tank drain fields, slope conditions, wildlife suitability, and flood/wetland conditions. The surveys also can aid planners and local government officials in zoning floodplains, determining the suitability of areas for various uses, and in applying the soil and water considerations of subdivision regulations and building codes to specific developing areas. Soil survey maps also help determine other significant physical properties including how much moisture the soil will hold for plants, the rate at which air and water move through the soil, and the kinds and amounts of clay present, all of which are important in drainage, irrigation, erosion control, maintenance of good tilth, and the choice of crops. However, the focus of this plan is to identify soils that present opportunities for or limitations to development and agriculture.

The major threat to soils is erosion, a process that occurs naturally but can accelerate with human activity. Factors influencing erosion are climate, topography, and vegetative cover. The frequency, intensity and duration of rainfall and temperature extremes are the principal characteristics contributing to the volume of runoff from a given area. The topography (size, shape and slope characteristics) of watersheds influences the amount and duration of runoff. The greater the slope length and gradient, the greater the potential for both runoff and erosion. Water velocity will increase as the distance from the top of the slope or the grade of the slope increases. Properties that will determine the erodibility of a soil are texture, structure, organic matter content and permeability. Soils containing a high percentage of fine sands and silt are normally the most erodible. As the soils' clay and organic matter content increases, the erodibility decreases. Clays act as a binder to soil particles thus reducing erodibility. While clays have a tendency to resist erosion, once eroded, they are easily transported by water. Soils high in organic matter resist rain drop impact better because the organic matter also increases the binding characteristics of the soil. Clear, well-graded and well-drained gravels are usually the least erodible soils as the high infiltration rates and permeabilities either prevent or delay runoff.

Vegetative cover is an extremely important factor in reducing erosion from a site. Vegetation will absorb the energy of rain drops, bind soil particles, slow the velocity of runoff water, increase the ability of soil to absorb water, and

remove subsurface water between rainfalls through the process of evapotranspiration. By limiting how much vegetation is disturbed and the exposure of soils to erosive elements, soil erosion is reduced. When vegetation is removed, fertile topsoil is the first to erode. Topsoil erosion eventually results in less favorable growing conditions, reduced crop yields, and decreased livestock productivity. It can take one thousand years to form one inch of topsoil, making soils an essentially non-renewable resource. Methods to control soil erosion include leaving vegetative buffers along streams, contour plowing and terracing, all of which decrease the speed of stormwater runoff and permit more water to soak into the soil.¹ In addition, local governments can control soil erosion from construction, mining, logging and development activities by regulating construction sites.²

Table 4-1 lists soils in Jackson County, total acreage of those soils, and various soil characteristics that pose a limitation to development. The geographic location of these soils is determined through analysis of the soil survey maps.

Table 4-1³

Jackson County Soils								
Symbol	Soil Name	Acres	Percent of Total Acres	Prime Farmland	Steep Slopes	High Water Table	Shallow Depth to Bedrock	Limitation-Septic Tanks
AIB	Altavista sandy loam, 2 to 6 percent slopes	960	0.4	X		X	X	X
ApB	Appling sandy loam, 2 to 6 percent slopes	2,690	1.2	X			X	
ApC	Appling sandy loam, 6 to 10 percent slopes	6,580	3.0				X	
ApD	Appling sandy loam, 10 to 15 percent slopes	2,020	0.9				X	
Au	Augusta loam	460	0.2			X		X
Cc	Cartecay and Chewacla soils	7,930	3.6			X		X
CeB	Cecil sandy loam, 2 to 6 percent slopes	24,390	11.0	X				
CeC	Cecil sandy loam, 6 to 10 percent slopes	22,000	9.9					
CfC2	Cecil sandy clay loam, 6 to 10 percent slopes, eroded	53,780	24.3					
ChE	Chestatee stony sandy loam, 15 to 25 percent slopes	1,050	0.5		X			X
Ck	Chewacla loam, frequently flooded	2,300	1.0					X

¹Manual for Erosion and Sediment Control in Georgia (Atlanta, GA: State Soil and Water Conservation Committee, 1975), pp. 13-14.

²Stokes, Samuel N., et al. 1989. *Saving America's Countryside: A Guide To Rural Conservation*. (Baltimore: Johns Hopkins).

³Soil Survey of Barrow, Hall, and Jackson Counties, Georgia, U.S. Department of Agriculture, Soil Conservation Service, February, 1977.

Jackson County Soils								
Symbol	Soil Name	Acres	Percent of Total Acres	Prime Farmland	Steep Slopes	High Water Table	Shallow Depth to Bedrock	Limitation-Septic Tanks
Cw	Chewacla-Wehadkee complex	5,500	2.5			X		X
GwC2	Gwinnett clay loam, 6 to 10 percent slopes, eroded	4,740	2.1				X	
GwE2	Gwinnett clay loam, 10 to 25 percent slopes, eroded	6,340	2.9		X		X	X
HsB	Hiwassee loam, 2 to 6 percent slopes	780	0.4	X				
HsC	Hiwassee loam, 6 to 10 percent slopes	380	0.2					
HtC2	Hiwassee clay loam, 2 to 10 percent slopes, eroded	160	0.1					
LuE	Louisburg sandy loam, 10 to 25 percent slopes	3,720	1.7		X			
MdB	Madison sandy loam, 2 to 6 percent slopes	1,250	0.6	X				
MdC	Madison sandy loam, 6 to 10 percent slopes	950	0.4					
MdD	Madison sandy loam, 10 to 15 percent slopes	400	0.2					
MdE	Madison sandy loam, 15 to 25 percent slopes	700	0.3		X			X
MIC2	Madison sandy clay loam, 6 to 10 percent slopes, eroded	2,370	1.1					
MID2	Madison sandy clay loam, 10 to 15 percent slopes, eroded	3,250	1.5					
MuD	Musella cobbly clay loam, 6 to 15 percent slopes	400	0.2				X	X
MuF	Musella cobbly clay loam, 15 to 35 percent slopes	500	0.2		X		X	X
PaE	Pacolet sandy loam, 15 to 25 percent slopes	3,940	1.8		X			X
PgE3	Pacolet-Orthents complex, 10 to 25 percent slopes, severely eroded	1,980	0.9		X			X
PTF	Pacolet-Tallapoosa association, steep	770	0.3		X			X
PuD2	Pacolet soils, 10 to 15 percent slopes, eroded	54,720	24.7					X
To	Toccoa soils	2,710	1.2					X
WhB	Wickham sandy loam, 2 to 6 percent slopes	1,720	0.8	X				X
TOTAL		221,440	100.0					

Soils indicated as having a high water table are those for which the water table is less than 6 feet below the surface for a continuous period of more than 2 weeks out of the year. Information about the seasonal high water table helps in assessing the need for specially designed foundations, the need for specific kinds of drainage systems, and the need for footing drains to insure dry basements. Such information is also needed to decide whether construction of basements is feasible and to predict how septic tank absorption fields and other underground installations will function.

1.4.1 Prime Agricultural Soils

In Georgia, prime agricultural soils are soils best suited for producing food, feed, forage, fiber, and oilseed crops. These soils have the quality, growing season, and moisture supply needed to produce sustained good yields of crops economically if treated and managed, including water management. "Additional soils of statewide importance" are soils that, besides prime agricultural soils, also are important for the production of food, feed, fiber, forage, and oilseed crops. These soils economically produce good yields if drained, protected against flooding, if erosion control practices are installed, or if additional water is applied to overcome drought.

Prime agricultural soils in Jackson County account for 14 percent of all land or 31,790 acres. These soils are dispersed throughout the county, with primary concentrations located northwest of Commerce along Highway 98 in the North Oconee River basin, east of Jefferson and in the Braselton/Hoschton area. Smaller concentrations of prime agricultural soils are located southeast of Arcade in the Mulberry River basin, in and around the community of Center near the Clarke County line and southwest of Jefferson to Barrow County. The soils in Jefferson, Hoschton, Braselton, Commerce, Nicholson and Pendergrass are largely developed. The prime agricultural soils in the remaining cities and in unincorporated areas of Jackson County are largely undeveloped.

As in most counties in the Northeast Georgia region, Jackson County saw a decrease in the number of farms between 1987 and 1992 and also a decrease in the number of acres in farms. Total market value of agricultural products in 1992 was \$88,411,000, an increase of 11.1 percent over the 1987 value of \$79,501,000. However, after taking the effects of inflation into account, the increase was closer to 1.8 percent in terms of real dollars. The 1992 market value for crops was \$1,143,000 and for livestock and poultry it was \$87,268,000.

Most of the county's agricultural income is derived from livestock and poultry which are less dependant on prime agricultural soils. Only 1.3 percent of the county's agricultural income is derived from crop production which is dependent on prime agricultural soils.

In determining the future growth patterns of the county, protection of agricultural areas is an issue. The average farm size in the county is 111 acres. As development pressures increase, many families will divest their agricultural holdings due to increased property taxes or because of a desire to realize the economic value of the property. While it is inconceivable that all agricultural land will remain in production, there are mechanisms to limit agricultural land conversion if there is a desire to protect these lands.

1.4.1.1 Economic Benefits of Farmland Protection

In 1993, the American Farmland Trust (AFT) published a study that concluded that farmland more than pays its own way in property taxes. This study was a cost of community services study conducted in three cities in the northeastern United States that experienced unprecedented growth during the 1980's, which fueled a huge increase in property values. The majority of the development was low-density residential sprawl. Although the higher property valuations resulted in higher assessments, the increased revenues could not cover the increased cost of providing public services to newly developed areas.

The study's methodology included a comparison of annual income and expenses for four different land uses: residential, commercial, industrial, and farm/open land. Expenses were grouped in five classes: general government, public safety, education, human services, and public works.

Two of the towns studied obtained 12.2 and 4.3 percent, respectively of their total revenues from farm and open land, but only 5.0 and 1.4 percent, respectively of their expenditures went to serve these areas. On the other hand, the study revealed that the cost of providing services to residential areas consistently exceeded the income raised by that sector in all three towns. Property tax revenues from the residential sector in all three towns ranged from 69.9 percent to 74.5 percent. Yet the cost of providing services to the residential areas ranged from 86.6 percent to 91 percent of expenditures. The aggregate ratio for the three towns was \$1.12 spent on public services for every dollar raised by residential uses, compared with 33 cents in service costs for every dollar generated by farm and open lands. Although farm and open lands may not raise considerable revenue, they are not a drain on a local government's resources.

The report did warn that, although commercial and industrial sectors were found to offset residential deficits, these sectors may not always be "pure revenue generators." A study by the Vermont League of Cities and Towns, *The Tax Base and the Tax Bill: Tax Implications of Development* (1990), showed that property taxes were highest in towns with the most commercial and industrial development. Commercial and industrial development spurs residential development, which in turn drives up demand for public services.

Generally, most development occurs on farmland because these properties are already cleared, flat, and drained. To counteract this, communities can adopt zoning and land-use controls that provide incentives to protect productive farm land.

The study determined that farm and open lands "proved to be respectable contributors to town income, and economical to serve on a net basis." Farm and open lands tend to be the least expensive to serve.

1.4.1.2 Farmland Protection Techniques

On the local level, a strong rationale for protecting farmlands is based on sound regional land-use planning which has historically sought to control "sprawl development" and its associated economic, social, and environmental costs. Agricultural zoning has become popular as a low cost approach to growth management. It is also the foundation for successful purchase-of-development-rights (PDR) and transfer-of-development-rights (TDR) programs. Enough farms and farmland must be placed under agricultural zoning to create a "critical mass" that can enable farm-support businesses to remain profitable.

Voluntary Covenants: A covenant is a voluntary agreement that limits what can be done with property. These agreements appear in the property deed.

Easements: An easement is the purchase of partial rights of a piece of land. Governments have purchased easements for scenic or aesthetic purposes. Similarly, it might be possible for the government to purchase an easement which would limit the use of land to agricultural production. This limitation could be for a specified period and paid for at a mutually agreed upon price. The purchaser controls and limits use of the land for a specified period. However, the land and all its associated rights ultimately rest with the property owner.

Purchase of Development Rights (PDR): Under PDR, the property owner's development interests are relinquished to the purchaser of the development rights who will control the development use of the land. This land-use management concept is viewed as a means of divesting the development potential of the property so it will remain in its present use. Criticisms of this approach are that the cost of development rights is very expensive. In most cases a public entity purchases the development rights and holds them in trust, thereby, withdrawing them from use.

Transfer of Development Rights (TDR): Under TDR, the development rights are purchased to be used in another location, thereby separating the development rights from the land itself. These rights are not withdrawn as with the PDRs, but are placed in the private market.

Large-Lot Zoning: This is one of the most popular methods used to control residential development and to protect farmland. Generally development is limited to a minimum lot size of 5, 10, 20, or 40 acres. The idea behind this type of approach is that the cost of large lots tends to discourage development or to keep it at a very low density. This type of zoning, however, is not always an effective method for retaining important lands. In areas of intense development

interest, land held in an agricultural zone falls prey rather quickly to conversion. Also, distinctions are not usually made in the land's capability to support agriculture. So, development often occurs on the best agricultural land.

Exclusive Agricultural-Use Zoning: The concept of exclusive farm-use zones contains the same idea as traditional large-lot zoning, only larger districts are zoned for exclusive farm or agricultural use. By designating large areas for exclusive farm use, the idea is that conversion will be more difficult. Also, farm districts are formed on the capability of the soil and location of viable farming operations. Depending on land use requirements, it is possible to have different exclusive farm-use zones for each crop.

Utility Extension Policies: The construction of roads and major utilities such as sanitary sewers and water systems has a substantial effect on the timing and degree of residential, commercial, and industrial development. The expenditure of funds for these purposes can be linked to the preservation of agricultural land. For example, roads and utilities can be prohibited in the best agricultural areas.

Sliding Scale Zoning: Sliding scale zoning is a variation on the low-density agricultural zoning, wherein the number of potential dwellings increases at a slower rate as the farm tract increases in acreage. For example, one dwelling for the first five acres, another for the next 10 acres, a third for the next 20 acres, and a fourth for the next 30 acres, with each additional dwelling requiring 40 or more acres. Thus, a 34-acre farm would yield three dwellings (required to be located on 3 acres, leaving 31 acres in agriculture), while 100 acres would yield 6 houses (on 6 acres), and 235 acres would produce 9 homes.

The primary rationale for the sliding scale variation is that smaller farms are often less suited for long-term agriculture and are frequently held with the expectation of future conversion. Another reason is that it is easier to build local political support by allowing small farmers the opportunity to create several house lots which they would not be able to do under a rigid large-lot zoning scheme.

However, more important than the number of dwelling units, is the location of new development with respect to farming operations and to the areas of most productive soil. Soil quality considerations were incorporated into sliding scale ordinances in several York County, Pennsylvania, townships.

Besides helping to minimize the impact of new subdivisions on adjacent agricultural uses, another virtue of low-density zoning is the opportunity it creates for other land protection techniques to be applied. Protection can become more feasible when a local government is considering a small parcel (20 to 40 acres), particularly under the PDR program.

Open Space Zoning: Open space zoning, or clustering, requires development to be designed to protect identified natural and historic resources. To keep residential areas separate from farming operations, standards could require the provision of a wooded or thickly planted buffer strip along the interface between the two different types of land use. Ownership and management of the agricultural open space created by clustering development may be allowed to remain in the hands of the original farmer. In this way he or she could continue farming the land under permanent conservation restrictions (as the development rights to that part of the property were sold to the developer at the time of subdivision approval) or the farmland could be owned and managed by a land trust or a homeowner's association. Generally, the farmland is owned and managed by a land trust.

1.4.2 Assessment

The most common soil types in Jackson County are Pacolet soils, 10 to 15 percent slopes, eroded, Cecil sandy loam, 6 to 10 percent slopes, eroded, Cecil sandy loam, 2 to 6 percent slopes and Cecil sandy loam, 6 to 10 percent slopes, respectively. These soils make up 70 percent of the county's soils.

Table 4-1 shows which soils are associated with steep slopes (greater than 15 percent). Steep slopes typically require substantial alteration for building development and pose severe limitations to septic tank drain fields. Alterations to steep slopes change the natural character of an area and can create serious erosion problems. Development activities on steep slopes should utilize erosion control measures.

Also included in Table 4-1, are the limitations of the various soils to septic tank drain fields and soils with seasonal high water tables and shallow depths to bedrock. Septic tank drain fields are subsurface systems of tile or perforated pipe that distribute effluent from a septic tank to a natural soil. Properties and features that affect absorption of the effluent are permeability, depth to seasonal high water tables, depth to bedrock and susceptibility to flooding. County-wide, 42 percent of soils pose limitations to septic tanks.

Agriculture plays an important role in Jackson County's economy. However, the focus of the county's agricultural economy is the poultry and cattle industries and to a lesser extent crop production. Based on the 1996 Existing Land Use Map, agricultural land in Jackson County is evenly dispersed throughout the county's unincorporated areas. Prime agricultural soils in the cities are largely developed.

Jackson County's Zoning Ordinance provides for three agricultural districts: Agricultural-Residential District (A-R), Agricultural-Rural Farm District (A-2), and Agricultural Fringe District (A-3). The A-R District is composed chiefly of open farm areas where some single family residential development is beginning to occur. The allowed uses in this district are intended to encourage a compatible relationship between low-density agricultural and residential development. The district includes eleven permitted uses including site-built single-family homes and manufactured homes, recreation areas, schools and public utility structures. Within the A-R District, single-family dwellings are permitted on lots with a minimum size of 1½ acres. Office buildings and areas designated for vehicle and equipment storage are not allowed.

The A-2 District is made up primarily of open farmland. The regulations for this district are designed to allow for development while maintaining the rural character of the district. Permitted uses in addition to those allowed under A-R zoning include dairy, livestock and poultry production, feed lots, cemeteries, convenience stores, hospitals and nursing homes, kennels, saw mills, travel trailer parks, landfills and mining operations.

The A-3 District includes areas in which some light agriculture, some residential and some light agriculture related commercial development exists. The uses allowed in this district are designed to allow such development to continue. All uses other than agriculture in this area require adequate screening. Additional permitted uses include agriculturally oriented businesses such as tractor and/or farm implement sales.

In addition to these agricultural zones, Jackson County allows for a Planned Commercial Farm District (PCFD) in which large tracts of land (35 or more acres) are to be devoted to intense agricultural production. Land in this district is intended for good faith farming or agricultural uses worthy of protection and preservation and is not intended for small scale farming and idle pasture land which is more appropriately located in other zoning districts. The use of areas designated as PCFD may result in odors, dust, noise or other effects that may not be compatible with single-lot residential development.

The mere possibility of a high value return for converting farmland acreage into urban development often removes the incentives for farmers to make necessary agricultural and conservation investments. This in turn serves to idle farmland before any real demand for conversion exists. By shifting intensive non-farm development away from farmlands and toward other areas in a community, zoning can effectively reduce development uncertainty in agricultural zones and thus provide added assurance to those who wish to continue farming and encourage reinvestment in agricultural operations. Furthermore, by concentrating urban development adjacent to existing public infrastructure and away from the agricultural activities, infrastructure costs will be diminished while accommodating necessary growth.

This plan supports protection of agricultural resources through voluntary covenants, easements, and open space protection. However, protection should not come at the expense of the agricultural property owner's right to sell their land for conversion to more dense development. Jackson County is currently realizing an increased rate of conversion of A-2 zoned agricultural land to residential subdivisions, particularly in the southwestern portion of the county near the Braselton and Hoschton areas. A-2 zoning requires a minimum lot size of 10 acres, which implicitly imposes conversion restrictions on parcels of A-2 land which contain less than ten acres. Owners of small A-2 parcels who wish to convert their land to residential uses could potentially benefit from an alternative A-3 or A-R zoning. One additional area of interest which should be considered for open space protection is the Middle Oconee River watershed area north of I-85 between highways 82 and 98, due to the potential for changes in stormwater runoff and natural drainage patterns which could result from unchecked conversion to more developed uses. Because there is little row cropping activity in the

county, protection measures should focus less on prime agricultural soils and more on agricultural landscape types and intensive agricultural areas.

1.5 Forest Resources

Georgia contains the largest commercial forest acreage of any state. The forest products industry represents one of the state's largest employers. In addition to the economic values, forests are important parts of the ecological system; they prevent soil erosion, provide wildlife habitat, provide aesthetic qualities, and help maintain watersheds. In Georgia, many landowners are cutting more trees than they are planting. This practice presents a problem in Georgia because it hinders forest regeneration, a time-consuming process, taking from 25 to 40 years for pine forests to reach market age. Timber harvesting, without planning for regeneration, has long term social and economic consequences for areas where it occurs. Therefore, an analysis of forest resources is an important component in this element and in the comprehensive plan as a whole.⁴

Forest resources may be considered in both economic and non-economic terms. The non-economic aspects are those intangible characteristics that assist in defining Jackson County. Forests improve air and water quality, enhance sedimentation control, produce pleasant surroundings and views, and moderate temperatures in urban areas.

⁴Gunter, John E. and Douglas C. Bachtel. 1984. Forest Resources: Problems and Potentials for Georgia. *Issues Facing Georgia*. Volume 2, Number 1, November. (University of Georgia, College of Agriculture, Cooperative Extension Service).

1.5.1 Forest Land by Ownership and Type

Table 4-2

Forest Land Area by Ownership 1989	
Owner	Acres
State	549
County or Municipal	359
Forest Industry ⁵	6,429
Corporate ⁶	16,365
Individuals ⁷	65,461
Farmers ⁸	36,822
Source: Georgia Forestry Commission October 16, 1991.	

Forest land in Jackson County can be further broken down by timber species type classes.

Table 4-3

Forest Land by Timber Type	
Timber Class	Acres
Loblolly and Shortleaf Pine	28,832
Oak and Pine	43,056
Oak and Hickory	50,005
Elm, Ash, and Cottonwood	4,092
Source: Georgia Forestry Commission, October 16, 1991.	

⁵Companies or individuals operating wood-using plants.

⁶A corporation that owns forested land, but is not in the forest industry.

⁷A person who owns forested land but does not farm and is not incorporated.

⁸A person who operates a farm, either doing the work himself or directly supervising the work.

1.5.2 Urban Forest Resources

Jackson County has two moderate-sized towns (Commerce, and Jefferson) and six small communities (Arcade, Braselton, Hoschton, Nicholson, Pendergrass and Talmo). Trees in these locations have different values than those in rural areas. Urban trees absorb carbon dioxide from the air, filter and cleanse the air, cool their surroundings, protect the soil from erosion, reduce noise, and provide a visual break from development.

Most of the towns in Jackson County have been established for a long time and consequently many street and park trees are old. Some are in need of maintenance or removal because of their age and location.

Table 4-4 summarizes the existing undeveloped urban forests within and surrounding Jackson County's incorporated towns (within 0.5 and 1.0-mile radius of town centers).

Table 4-4

Existing Undeveloped Urban Forests		
Incorporated Area	Acres within 0.5 mile	Acres within 1.0 mile
Arcade	100	743
Braselton	140	500
Commerce	58	338
Hoschton	118	718
Jefferson	60	443
Nicholson	160	898
Pendergrass	120	515
Talmo	168	710
Source: Georgia Forestry Commission, October 16, 1991.		

1.5.3 Value of Woodlands

Woodlands are invaluable for timber, wildlife habitat, recreation, and aesthetic enjoyment. Not only do the recreational, aesthetic, and economic benefits of woodlands suffer from poorly regulated use, but other less familiar benefits of forests are also harmed. Woodlands are important moderators of climatic phenomena, such as flooding and high winds, and thus protect watersheds from the siltation and erosion resulting from heavy runoff or wind. The forest floor also acts as a filter to water percolating into groundwater reservoirs, and the forest itself can improve air quality by absorbing some air pollutants. Moreover, woodlands moderate local climatic changes, most significantly by providing more moderate temperatures in contrast to the fluctuation between hot days and chilly nights in open areas such as fields, suburbs, and cities.

The question is not whether woodlands will be developed but how they will be developed. Loss of aesthetics, increased erosion and siltation, lessening of water quality, loss of landscape diversity, increased drainage from flooding, and decreased land values are all possible results of poorly planned woodland development. Cutting the forest can also change the surrounding ecology of wildlife and associated herbs and shrubs completely.

Because of their small size and the proximity of housing and commercial development, most forests in suburban areas are unsuited for the economic uses of commercial forestry; yet, they have values which cannot be measured in board feet. Maintaining overall environmental health, providing watersheds and soils, improving water and air quality, buffering the noise and sights of development, and modifying the climate of the area's environment are some of the woodland's greatest benefits.

1.5.4 Regulation of Woodlands

Without some form of land-use regulation in wooded areas, a community risks the loss of its forest and tree resources and their many public benefits. A community may also find its tax dollars being used to repair the damage to other resources because of the unregulated development of the woodlands. In such cases, communities must absorb the substantial economic costs of woodland destruction, such as increased sedimentation, loss of soils because of erosion, decline in water quality, damage to recreational areas, and lowered property values. The idea of land-use regulation in wooded areas is to prevent these losses and expenses by identifying the specific benefits woodlands provide to the community and implementing measures to assure that woodland development is compatible with the health of forest resources.

Trees within the public domain, such as those growing in community parks and on city streets, are protected. The erosion and sedimentation ordinance offers some protection to forest resources. However, there are few provisions specifically directed to maintaining the health of forests.

The three types of ordinances providing protection for the public resource values of woodlands are tree-preservation ordinances, timber-harvesting ordinances, and woodland protection ordinances. A tree-protection ordinance is concerned with preserving as many yard and street trees as possible as land is developed for residential or commercial use. This policy is implemented by setting standards for tree preservation and requiring permits for cutting mature trees. These ordinances can operate citywide or in a specific tree preservation zone -- usually single-family residential areas. Timber-harvesting ordinances are concerned with regulating commercial forestry practices specifically within urbanizing areas. They limit the lumbering companies to selective cutting and regulate potential nuisance-like uses of the land, such as noise, log hauling, increased erosion, and muddying of surface water. The woodland-protection ordinances identify sensitive wooded areas and propose to preserve not simply trees, but the entire woodland ecology. Communities have adopted both tree-preservation and timber-harvesting ordinances; they have not adopted woodland-protection ordinances.

1.5.5 Assessment

Individuals and farmers own the majority (81.2 percent) of Jackson County's forest resources. As development pressures increase, these lands, like agricultural properties, will convert to residential and commercial land uses. Many of the same mechanisms used to protect agricultural land can be used to protect forested lands.

Tree resources are threatened throughout Jackson County due to the stripping of vegetation prior to development. Commerce has a landscaping ordinance that effectively mitigates the tree removal. Unless other jurisdiction implement a similar ordinance or undertake other measure to protect their respective forest resources, the threat will continue.

Trees are beneficial to a community. They improve the air quality by trapping and holding dust particles that can irritate or damage lungs. Tree leaves absorb carbon dioxide and other poisonous gases and, in turn, replenish the atmosphere with oxygen. One acre of trees will annually absorb the amount of carbon dioxide equivalent to that produced by a car driven 26,000 miles. Trees properly placed will save energy through cooling in the hot months and serving as windbreaks during winter. Air-conditioning costs may be reduced by 30 percent and heating costs, 20 to 50 percent. Noise pollution is reduced. Economic stability increases by attracting and keeping businesses in a community. The National Arbor Day Foundation reports that cities planted with trees are more likely to attract new businesses and are more appealing to tourists. Many commercial retail areas enjoy the business-building benefits of trees. People linger and therefore shop longer in tree-lined areas. Apartments in green and wooded areas rent more quickly and tenants stay longer. Office and industrial park developers find they actually save money during the construction process by saving trees and that the space in a wooded setting is more valuable to sell or rent. Businesses in these wooded developments

find their workers are more productive and absenteeism is reduced. Property values can increase as much as 15 percent in areas with well-tended trees. Trees improve water quality by reducing the impact of rain, resulting in less runoff and erosion. This allows more recharging of the ground water supply. Wooded areas help prevent the transport of sediment and chemicals into streams. Finally, trees create wildlife diversity by providing a local ecosystem and improving the quality of life.

Within urbanized areas, trees mitigate the urban heat island that may be from 3 to 10 degrees hotter than the surrounding region on a summer day. During hot months a heat island creates considerable discomfort and stress and increases air-conditioning bills and the incidence of urban smog. Heat islands are caused by the concentration of large buildings and the paving of streets and parking lots. Research shows that for every degree of increased heat, electricity generation rises by 1 to 2 percent, and smog production increases by 2 to 4 percent.

Trees are as invaluable in small rural communities as they are in large urban cities. However, because of the small tax base, small cities must often rely on innovative funding for tree care programs as well as on volunteers, not only to raise funds, but to provide program leadership and sometimes, even for physical labor.

An approach that works well in small communities is setting up a tree board. With help from the Georgia Forest Commission, tree boards must first conduct surveys of public trees to determine overall program needs. When program needs are determined, priorities are assigned and goals established. A work program is determined which will carry out the goals. Ideally the tree board should serve in a planning and advisory capacity, with qualified city/county employees implementing the plans. However, where qualified city/county employees are not available, the tree board can administer and implement the program.

Mature trees improve the visual character of subdivisions in a way new landscaping cannot. Mature trees add a permanence and sense of continuity to a newly constructed subdivision. Trees function as a visual and sound buffer to adjacent land uses, as a shade source for energy conservation, and as strategic focal points for subdivision design. An inventory of all existing trees above a certain size and of certain species should be undertaken in the site planning process and marked on the preliminary plat. This map of the mature trees should become the basis of design of lots, roads, and other open spaces.

Trees are also susceptible to development in their immediate vicinity. Unless measures are taken during construction to protect them, their life span is shortened. For example, oak trees often die after the soil surrounding the roots is compacted by construction vehicles.

This plan supports protection of forest resources for their environmental and aesthetic value as well as the increased value of development when these resources are protected. It is important to maintain sufficient contiguous forest resources to insure habitat diversity. Clear-cut harvesting prior to development should be prohibited in order to preserve existing, mature trees which will enhance the completed development and would otherwise require a generation or more to replace. Sensible harvesting will also facilitate mitigation of future water quality degradation.

An important component of providing for forest resource protection is education. Comprehensive plan participants noted the need to educate developers about the aesthetic and economic value of trees, particularly the economic value beyond their harvest value. The Natural Resources Conservation Service is in the process of developing a brochure from homebuilders to discuss these issues. Distribution of such a brochure throughout the county to homebuilders and the real estate community would assist with this educational need.

An important incentive for good development is recognizing those developers that are doing a good job. An example is an annual recognition through the Chamber of Commerce or Board of Realtors. However, should the recognition and education initiative fail to spur better development that protects forest resources, the county and cities may consider developing and implementing a tree ordinance.

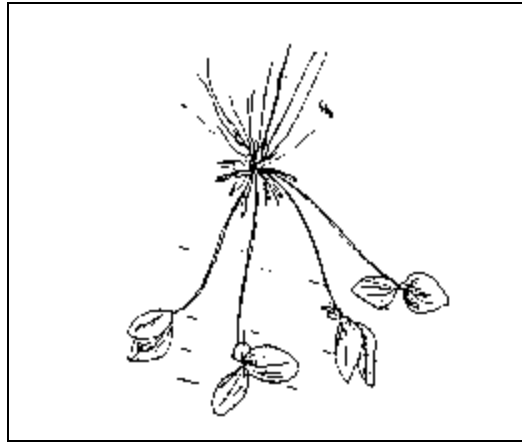
1.6 Habitat

The Department of Natural Resources, Freshwater Wetlands and Natural Heritage Inventory (FWNHI) section has compiled a list of rare element occurrences for Jackson County.⁹ A rare element occurrence is a "species of concern . . . considered sufficiently rare or the status unknown so as to warrant the collection of occurrence information."¹⁰ This information is available on a county-wide basis only.

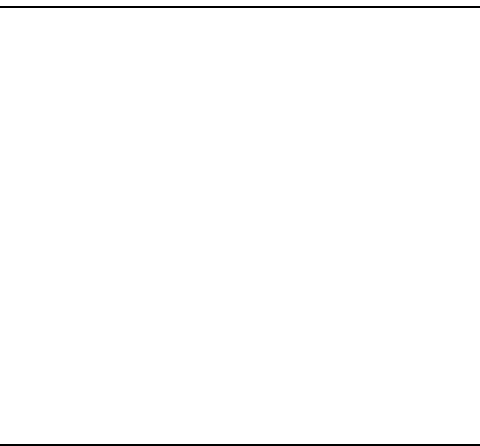
Jackson County has three plant species and one animal species included by the FWNHI on its list of rare element occurrences.

Amphianthus pusillus, commonly named "Little Amphianthus," "Pool Sprite," or "Snorkelwort," is an annual aquatic herb found in shallow, flat-bottomed depression pools of granitic outcrops. These pools are usually less than a foot in depth, entirely rock-rimmed and dry in the summer after the spring rains have evaporated.

Amphianthus has both floating and submerged leaves attached by delicate, lax stems. The submerged leaves are arranged in a basal rosette, lanceolate, and less than 1 cm. long. The flowers are small, white to pale violet, inconspicuous, and found both among the submerged basal leaves and between the floating surface leaves. The fruit is a small capsule, 2-3 mm. broad, and 1 mm. long. The flowering period is March - April, fruiting period is April - May. This plant is endangered in Georgia and threatened in the United States.



Amphianthus pusillus



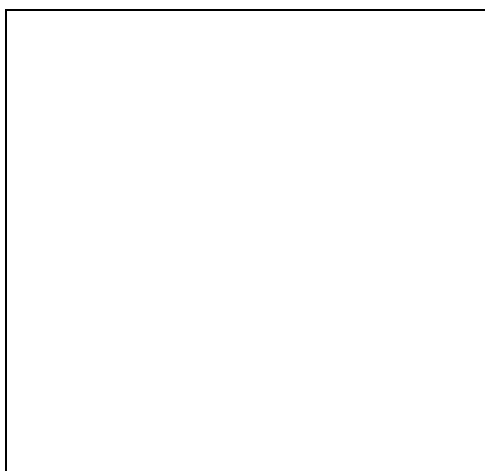
Isoetes tegetiformans

Isoetes tegetiformans, common name "Mat-forming Quillwort" was last observed in the Chestnut Mountain quadrant in June 1987. The habitat of this perennial aquatic fern ally is the shallow, flat-bottomed depression pools of granite outcrops, and is closely associated with *Amphianthus pusillus*. The pools occur in natural solution pits that are entirely rock-rimmed and have accumulated 2-4 cm. of soil. This is an obscure plant evident only when in masse as a greenish mat of clustered, quill-like leaves. The leaves, which arise as plantlets, form an arched elongate, prostrate stem 3-35 mm. and 6-8 mm. wide. The spores are produced in an elliptical, veiled cavity, 1 mm. long on the flared inner surfaces of the leaf bases. Although green plants may be found following wet periods throughout the year, mature spores are most likely, though sporadic, from May to October. Spores are brownish when mature. *Isoetes tegetiformans* is classified by the state as threatened and is proposed for endangered listing under the Wildflower Preservation Act of 1973. The plant is further classified by the federal government as endangered under provisions of the Endangered Species Act of 1973.

⁹Georgia's Protected Plants, (Atlanta: Georgia Department of Natural Resources, 1977).

¹⁰Freshwater Wetlands and Natural Heritage Inventory, letter to Joe Tichy, Northeast Georgia Regional Development Center, December 1, 1989.

Isoetes melanospora, common name "Black-spored Quillwort," was last observed in the Chestnut Mountain quadrant in March 1986. The habitat of this perennial aquatic fern ally is restricted to the shallow, flat-bottomed depression pools of granite outcrops, and is closely associated with *Amphianthus pusillus*. The pools occur in natural solution pits or manmade quarry holes, and are generally completely dry in the summer after the spring rains have evaporated. This is a very inconspicuous plant from 2.5-8 cm. tall. The leaves, which arise spirally from a bulbous (corn-like) base, are bunched, linear, slender-tipped, 1-2 mm. wide, up to 8 cm. long, pale towards the base, and green above. The spores are produced in the leaf base in a cavity that is about 5 mm. long. Identification of this species is often difficult due to the size of the plant and the nature of the key morphological characteristics. Spores are produced sporadically from May to October and are black when wet and gray when dry. This plant is classified by the state as threatened. The plant is further classified by the federal government as endangered under provisions of the Endangered Species Act of 1973.



Isoetes melanspora

Condylura cristata, common name "Star-nosed mole," was last observed in the High Shoals quadrant in September 1950. This animal is not presently listed as protected in the state; however, it is ranked as imperiled in the state because of its rarity (6 to 20 occurrences or few remaining individuals or acres) or because of some factor(s) making it very vulnerable to extirpation from the state.

1.6.1 Assessment

It is unknown whether these resources are presently affected by incompatible land uses or other human activities. Currently, only federal and state regulations offer any protection to these plants. All three plants are associated with granite rock outcrops. Naturally occurring granite rock outcrops are a significant natural resource due to their visual aesthetics and the habitat which they provide for endangered plant species. The "Star-nosed mole" has no protection under federal or state regulations, but is considered imperiled in Georgia due to its rarity.

State and Federal regulations currently provide adequate protection for these rare species. Site evaluations of proposed developments should be performed by a representative of the Department of Natural Resources or other appropriately trained individual in order to determine whether these plants are located within a proposed development site which includes their habitats. If any of the plants are found within the proposed development, the site plan should insure protection of their habitats. In the alternative, several environmental studies have been conducted for Jackson County which could be consulted for this information in lieu of a site visit.

1.7 Parks and Recreation Areas

Major federal, state, or regional parks and recreation areas are identified because of their significant contribution to quality of life. However, no state or national parks are located in Jackson County. (Local parks and recreation areas are identified in the Community Facilities section of this plan). The University of Georgia's Thompson Mills Forest located in western Jackson County, has been designated the state arboretum by the Georgia General Assembly. The 318-acre forest was deeded to the university in 1980 by Lenox Thornton Thompson of Roswell for use by the School of Forest Resources as a teaching and research facility.

Since 1980, the forest has served as a site for the study of trees and natural plant communities. The forest includes more than 100 indigenous species in addition to approximately 80 native trees grown from seeds collected within the state. Numerous habitats include floodplains and swampy areas fringing the Mulberry River, fertile stream bottoms, numerous ravines with steep slopes and dry ridges, and an extensive granite outcrop that harbors threatened plant species. A preliminary study of wild flowers in the arboretum has identified more than 150 species ranging from *Amphianthus* to Sundrops.

Several miles of foot trails wind through the forest, bordered by more than 150 species of native trees and shrubs with permanent, color-coded labels. Approximately 85 percent of Georgia's 213 native trees are now included in the arboretum, with more trees being planted each year. In addition, more than 138 species of exotic conifers in 27 genera have been established with flowering trees representing 79 genera.

The pinetum now contains all native conifers of Georgia, and more than 100 exotic taxa of gymnosperms from 27 different countries. A collection of this magnitude is considered invaluable to students and researchers. The arboretum is open on week days by appointment only.

The Freshwater Wetland and Natural Heritage Inventory identifies two "significant areas" in Jackson County. A "significant area" includes a broad range of sites, National Natural Landmarks, and all state Registered Natural areas, in addition to areas determined worthy of being listed based on files from the Department of Natural Resource's Heritage Trust and Natural Areas Programs. Significant areas in Jackson County include the North and Middle Oconee rivers.

1.7.1 Assessment

Jackson County has no authority over the State Arboretum. The North and Middle Oconee Rivers are addressed in Section 4.9.

1.8 Scenic Views and Sites

The Natural Resources Committee identified the following scenic views and sites in Jackson County:

1. Hurricane Shoals Park
2. Crows Lake
3. Georgia Forestry Arboretum
4. Booker Farm
5. Sell's Mill
6. Middle Oconee River Swamp
7. Jimmy Johnson Farm
8. Terry Farm
9. 4-W Farm
10. Mulberry River
11. Indian Creek area
12. Donald Child Farm
13. Aaron McKinney Farm
14. Wayne Miller Farm
15. Allen Creek
16. Walnut Creek
17. Chetham Farm/Parks Farm
18. Craven land
19. McMullen Farm
20. Minix (Blackwitch) Farm
21. Bob Wood (Hallelujah) Farm
22. Braswell Farm
23. North Oconee River
24. Price Mountain
25. Barbara Lizenby Farm
26. John Long Farm
27. John Braezeale Farm
28. Doug Makemson Property
29. Walter Harris Property
30. Tripp Rogers Property

31. Shields-Ethridge Farm
32. Williamson-Maley-Turner Farm

1.8.1 Assessment

As Jackson County and its cities develop, identified scenic views and sites may be destroyed or severely impacted unless development, sensitive to these sites, is accomplished. However, since most of the sites are located in unincorporated Jackson County, the responsibility for requiring sensitive development will largely be up to Jackson County.

The Comprehensive Plan supports protection of identified scenic views and scenic areas. While it is recognized that many of these areas will ultimately develop, this plan supports sensitive development that does not negatively impact the scenic resources. Development in scenic resource areas should be limited to small businesses and low-density residential development that promotes resource protection through conservation design techniques which include open space and resource protection.

This, however, cannot be accomplished unless Jackson County amends its development regulations. This seems unlikely since the Commission Chair expressly noted his reservation about utilizing open space and conservation design, two protection mechanisms, as unrealistic because of his concern about takings issues. Additionally, fee simple acquisition is an unavailable tool due to lack of commitment from the Chair.

1.9 Rivers and Streams

1.9.1 Middle Oconee River

The Middle Oconee River is formed by the confluence of Pond Fork, Opossum Creek and Allen Creek in Jefferson County. The river flows south, 20 miles to the Barrow County line where it then flows through Clarke County on the west side of Athens and joins the North Oconee River south of Athens to form the Oconee River. The Middle Oconee forms 1.8 miles of the northern boundary of Jackson County.

The Middle Oconee averages approximately 1-3 feet deep and 50-75 feet wide and has a shifting sand bottom. The river has a slow to moderate flowing form in some areas, with isolated riffles and in other areas is rapidly flowing with an abundance of small falls, riffles and pools. The floodplain is narrow and the banks of the river are steep and well vegetated with overhanging trees and shrubs. Upland hardwoods occur on ridges and slopes. The most frequent overstory trees are white oak and southern red oak. Hop hornbeam, dogwood, sourwood, silverbells, and black cherry are the common understory trees. Shrub species include sparkleberry, hawthorn, blackjack oak, fringe tree, red mulberry, and wooly azalea.

Pine-dominated sites are found on high ground. Shortleaf pine is found primarily in natural stands with a tangled understory/shrub layer of dogwood, sweet gum, red maple, sourwood, sparkleberry, and blackjack oak. Ground cover includes trumpet creeper, smilax briers, poison ivy, muscadine and spotted wintergreen. Loblolly pine occurs mostly in plantations which after crown closure have only a sparse understory of dwarfed sweet gum, dogwood, blackjack oak and sourwood. Ground cover at this stage is very thin with mainly trumpet creeper, smilax briers and spotted wintergreen.

A substantial portion of the upland habitat consists of mixed hardwood/pine. Species in this area are similar to those described as upland hardwoods with the inclusion of significant numbers of shortleaf pine. Understory and ground cover are similar to that described for upland hardwoods.

Wildlife species around the Middle Oconee River are similar to those found in other rivers in Northeast Georgia. Deer, beaver and wood ducks are often seen in the area.

1.9.2 Mulberry River

Several creeks join to form the Mulberry River in Hall County. The river then flows through Gwinnett County and is the border between Barrow and Jackson counties until it flows into the Middle Oconee River north of Athens. The river forms 21.3 miles of the southwest boundary of Jackson County.

This river is about 15-20 feet wide and has a narrow floodplain for the majority of its length. Some sections have been channelized and some sections have been dammed by beavers. The river flows through forests, pastures, and croplands; there are no urbanized areas in the floodplain.

The upland portions of the river basin are classified as oak-pine with species characteristic of that type forest. The steep slopes are vegetated with swamp chestnut oak, white oaks, red oaks and hickories with an understory of dogwood and other typical Piedmont vegetation. The seasonally flooded bottomlands or palustrine forested wetlands are dominated by maple, yellow poplar, sweet gum, elm, privet, and hop hornbeam.

This area provides habitat for deer, squirrel, rabbit, quail, woodcock, various songbirds and some turkeys. According to Natural Resources Conservation Service personnel, it is a very good waterfowl area.

1.9.3 North Oconee River

The headwaters of Curry Creek are in Jackson County, north of the town of Jefferson. It joins the North Oconee in Jackson County, flows through the northeastern side of the county for 29 miles and then flows through the northeastern side of the City of Athens until it joins the Middle Oconee River to form the Oconee River south of Athens.

The floodplain of Curry Creek is fairly narrow and shoals and rapids are numerous. Beaver dam ponds are also common. Land use is predominantly woodland interspersed with agricultural and consists of dairy and livestock farms and poultry operations. Rural residences are scattered throughout the countryside.

Vegetation types are oak-pine, bottomland hardwoods and hardwood swamps. The area provides very good wildlife habitat for deer, squirrel, cottontail rabbit, swamp rabbit, raccoon, mink, muskrat, and beaver. The hardwood swamps and beaver ponds are an excellent waterfowl wintering area. Many other resident and migrant birds use this area including mourning dove, hawks, owls, quail, kingfisher, woodpeckers and many species of songbirds.

1.9.4 River Corridor Protection

The protection of river corridors is critical to protecting the quality of surface waters against nonpoint source pollutants. The enactment of the Clean Water Act and its subsequent amendments, encouraged the clean up of point source contaminants by requiring states to establish and enforce water quality standards. However, as a result of the cleanup of concentrated pollution from specific sites, nonpoint source pollutants have increased in relative importance and now account for more than 50 percent of the pollution in U.S. waters. Nonpoint source pollutants include sediment, nutrients, pesticides, animal wastes and other substances that enter our water supply as components of runoff and ground water flow.

The establishment and maintenance of streamside forests are the most crucial elements in the protection of river corridors. The streamside forest functions as a filter by removing sediment -- probably the most common and most easily recognized of nonpoint source pollutants -- and other suspended solids from surface runoff. Cropland erosion accounts for about 38 percent and pasture and range erosion about 26 percent of sediment that reach the nation's waters each year. Sediment suspended in water can reduce or block the penetration of sunlight and adversely affect the growth and reproduction of beneficial aquatic plants. Sediment deposited on the stream bottom can interfere with the feeding and reproduction of bottom dwelling fish and aquatic insects, weakening the food chain. Large deposits of sediment can overflow stream channels and floodplains, increasing the potential for flooding.

Streamside forests can be effective in removing excess nutrients from surface runoff and shallow groundwater and in shading streams to optimize light and temperature conditions for aquatic plants and animals. Streamside forests

also can ameliorate the effects of some pesticides, and directly provide dissolved and particulate organic food needed to maintain high biological productivity and diversity in the associated stream.

O.C.G.A. §12-2-8 requires the Department of Natural Resources to develop minimum planning standards and procedures for the protection of river corridors in the state, and requires local governments to use these minimum standards in developing and implementing local comprehensive plans. The primary method mandated for the protection of river corridors is the establishment of natural vegetative buffer areas bordering each protected river. Local governments are required to develop river corridor protection plans that will maintain the integrity of this buffer area. The minimum standards call for a one hundred-foot buffer on each side of the river channel; however, nothing prohibits local governments from establishing standards that are more restrictive than the minimum standards established by the Department of Natural Resources. It should be noted that the River Corridor protected by the vegetative buffer area and other criteria comprises only a relatively narrow strip within the Environmental Corridor identified by the DNR and described in the previous section.

A "protected river" includes any perennial river or watercourse with an average annual flow of 400 cubic feet per second as determined by the U.S. Geological Survey. In Jackson County, the Middle Oconee River meets the criterion necessary to be considered a protected river. However, since the North Oconee and Mulberry Rivers serve as a water source for cities in Jackson, Clarke and Barrow counties this plan recommends that river corridor protection criteria be established for these rivers as well. Additionally, their tributaries should be considered for corridor protection since water quality protection is in the best interest of Jackson County.

It is important to identify the resources within the Middle and North Oconee and Mulberry rivers and their tributaries. These resources include wildlife, wetlands, scenic views, and archaeological and historic resources. Wildlife, wetlands, and scenic views are discussed in other parts of this chapter. It is not known whether any archaeological resources exist within the river corridors as the location of such resources is restricted in compliance with the National Historic Preservation Act of 1966 and Executive Order 11593. Therefore, in order to adequately evaluate whether a proposed project will endanger such resources, the local government should contact Mr. Dave Hally, Archaeology Department, University of Georgia.

The most recent historical survey for Jackson County was completed in 1976. According to this survey, only one site may potentially be located within the river corridor. This site contains a c. 1850 single story frame house and is located on the northeast side of Highway 330 where it crosses the Middle Oconee River.

1.9.5 Tributaries

Tributaries are the major link between a river and its watershed, transporting not only water but also sediment and dissolved matter introduced by both natural processes and human activities. By transport through the network of tributaries, any pollutants generated within the watershed can potentially effect the health of the main river.

The DNR criterion for river corridor protection provides protection for the Middle Oconee River in Jackson County. However, the condition of all rivers and their tributaries is important to the overall health of the county's river system and, therefore, there is a need to protect tributary waters as well as trunk streams. Because tributaries are so closely linked to the landscape, their inclusion in the overall protection plan amounts to the adoption of a watershed protection approach. This differs from the river corridor approach in that fewer intensive protection measures must be extended throughout the watershed rather than concentrated solely within the narrow riparian zone, though vegetated buffer areas along tributaries may be an important element in watershed protection. This approach does not lessen the importance of the river corridor, which is critical to preserving the wildlife habitat, scenic beauty, and floodplain functions along the river, but adds a critical element to the effort to insure that the waters throughout the Oconee and Mulberry systems can support aquatic life, fishing, and the recreational uses of the river.

Watershed protection involves assessing current conditions within the watershed, identifying potential threats to the waters of the rivers and streams, and adopting measures necessary to protect the waters from those threats. Each of these elements is discussed below.

1.9.6 Current Water Quality

According to U.S. Geological Water Data Report GA-94-1, there are no water quality monitoring stations in any stream segment in Jackson County. However, a ground water monitoring station is located in northwest Jackson County as part of the Comprehensive State Groundwater Management Plan. Based on the 1992-93 DNR Water Quality Report, the North Oconee River has been identified as "not supporting or partially supporting (its) designated uses" of drinking water and fishing. The 1993 Georgia Watershed Agricultural Nonpoint Source Pollution Assessment cites western Jackson County, from the Middle Oconee River west to the Barrow County border and north along the Hall County border, as having a high potential for pollution from agricultural runoff. Agricultural nonpoint source pollution in this area would impact water quality in the upper and middle Mulberry and middle and lower Oconee watersheds.

Environmental Working Group's study, *Dishonorable Discharge -- Toxic Pollution of Georgia Waters*, looks at pollutant discharge into Georgia's waters. According to the report, factories and other industrial facilities dumped more than 19.2 million pounds of toxic substances directly into Georgia's waters between 1990 and 1994. This information was based on new analysis of the federal Toxic Release Inventory (TRI). The TRI provides a rough estimate of a small portion of the toxic chemicals that flow into America's waters. The TRIs reported in this study are based on TRI reported toxic releases to waterways and "transfers" of toxins to publicly owned treatment works (an industrial facility that dumps toxic chemicals into the local sewer). Georgia ranked 8th among the states in toxic water pollution reported over the five-year period. Because of weaknesses and loopholes in federal pollution laws, most, if not all of these toxic discharges are perfectly legal.

According to the report, these figures substantially underestimate toxic releases to waters and the environment because the TRI requires reporting of only about 340 of the 73,000 chemicals in commerce. The TRI also exempts certain industries from reporting, including utilities, sewage treatment plants, municipal incinerators, and manufacturing facilities with fewer than ten employees.

More than twenty-eight million pounds of toxic materials were flushed to sewage treatment plants in Georgia from 1990 to 1994, 16th in the nation. The EPA estimates that 25 percent of all discharges nationwide flow through sewage treatment plants untreated. Applying this 25 percent estimate to Georgia raises the amount of toxics dumped to the state's water to an estimate 26.3 million pounds. Discharges reported in the report include only those wastes released by companies physically located in Georgia.

According to a 1995 EPA report, more than 93,000 acres of lakes surveyed and 1,600 miles of rivers had elevated levels of toxic chemicals. The pollution that fouls these waterways costs the state's economy millions of dollars in tourism, fishing, and development revenues that otherwise could be earned on or near these waters were they not so polluted.

The Environmental Working Group estimates that an accurate estimate of the total load of toxic pollution in many rivers and lakes over the past five years might be 20 times greater than the amount reported in this study.

Leading to the difficulty in establishing the level of toxicity of Georgia's waters is the fact that EPA does not include "transfers" of toxic chemicals to sewer systems as an official "release" of a toxic chemical. At the same time the EPA estimates that 25 percent of all toxic chemicals transferred to sewers from industrial facilities pass through treatment and into the waterways that receive wastewater.

Current pollution control laws like the Clean Water Act (CWA), the Resource Conservation and Recovery Act (RCRA), and the Toxic Substances Control Act (TSCA) do little to move the nation toward reducing the toxic pollution cited in this report. One of the more glaring exemptions may be the so-called "domestic sewage exclusion" under RCRA, whereby toxic contaminants sent to sewage treatment plants escape otherwise applicable federal hazardous waste regulations. Another major source of toxic pollution of water is agricultural pesticides. The runoff of pesticides from agricultural fields is not regulated under any federal law and is not tabulated by the TRI.

1.9.7 Threats to Riverine Water Quality

Water quality threats in Jackson County include sedimentation, agricultural runoff, and industrial discharge. Generally, citizens believe that the county fails to provide adequate enforcement of its Erosion and Sedimentation ordinances. These beliefs are reinforced by the current state of the North Oconee River and the high incidences of nitrogen and phosphorus runoff in Jackson County.

Citizens remain concerned about future industrial runoff threats and current and future pollution from agricultural runoff. The *Georgia Watershed Agricultural Nonpoint Source Pollution Assessment*, August 1993, states that "present evidence indicates that nitrogen and phosphorus from agricultural runoff are the principal nutrient pollutants." According to the report, the amount of nitrogen and phosphorus in agricultural runoff in Jackson County ranks sixth in the eleven-county NEGRDC region.

1.9.8 Current Protection Measures

A number of measures which help protect the Oconee and Mulberry River systems are already in place in the form of local, state, and federal laws, regulations, and programs. These measures are discussed below.

1.9.8.1 Agriculture

Georgia law prohibits the direct discharge of animal waste into the waters of the State. Confined animal operations are managed in accordance with a cooperative agreement between the U.S. Natural Resource Conservation Service (NRCS, formerly the Soil Conservation Service) and the EPD. Large operations must obtain a Land Application System permit from the EPD. The NRCS reviews wastewater systems for large new or expanded operations to assure compliance with design criteria and forwards a certification letter and engineering drawings to EPD for review and, if appropriate, issuance of a permit. The EPD is responsible for taking corrective action where operations have an adverse impact on water quality.

Beyond the prohibition against direct discharge of animal waste and the permitting system for large operations, measures for reducing the impact of animal operations, and agriculture in general, on water quality are purely voluntary. Programs promoting the proper management of animal waste and other sources of agricultural nonpoint pollution are conducted by the Georgia Soil and Water Conservation Commission (GSWCC), the constituent Soil and Water Conservation Districts, and the interrelated activities of such federal agencies as the NRCS, the Agricultural Stabilization Conservation Service (ASCS), and the Extension Service. Using grant funds provided by the EPD, the GSWCC has conducted a statewide non-regulatory program to promote the adoption of best management practices for the protection of water quality.

In Jackson County, as anywhere, the adoption of best management practices (BMPs) by farmers is dependent upon their awareness of the practices, the perceived need for their adoption, and the cost of adopting them. As the GSWCC and other agencies have conducted extensive education programs along with training and demonstration projects, the limiting factor in the adoption of BMPs for the protection of water quality seems to be cost.

Adoption of measures to limit the access of cattle to streams are voluntary but are promoted by the NRCS along with other best management practices. Among the measures promoted by the NRCS are reinforced stream crossings to minimize disturbance of the stream banks and bed, fencing to confine cattle to designated crossings, and alternative water sources to eliminate the need to give cattle access to streams for drinking. Again, cost appears to be the limiting factor in the widespread adoption of these measures.

1.9.8.2 Forestry

The Georgia Forestry Commission (GFC) has conducted a statewide non-regulatory program to promote the adoption of best management practices. The GFC has a statewide coordinator and has appointed and trained a forester in each of its twelve districts to act as a District Coordinator for the implementation of BMPs. The Commission also offers assistance to landowners in applying BMPs, including a model contract for timber sales and harvesting.

Recommended forestry BMPs include the establishment of Streamside Management Zones (SMZs) within which activities such as the use of vehicles, the aerial application of pesticides, and the use of fire are prohibited. Any type of cutting, including clear cutting, is permitted within the SMZ. BMPs also include the proper construction and use of stream crossings, roads, skid trails, and log decks.

Compliance surveys in recent years indicate that awareness and usage of BMPs has increased significantly, particularly among the larger commercial operations in the industry. The most recent survey showed that compliance exceeded 85 percent in virtually every category. Compliance was generally lowest in the Piedmont region and on sites located on individually owned property as opposed to public lands and lands under forest industry ownership. Of the approximate 125,000 acres of forest land in Jackson County, 100,000 are owned by farmers and other individuals compared with 6,400 owned by the forest industry. Publicly owned forest land in the county is negligible.

1.9.8.3 Zoning and Flood Damage Ordinances

Currently, only Jackson County and the city of Jefferson participate in the National Flood Insurance Program. In exchange for eligibility for flood insurance and for federal emergency management agency funds, local governments participating in the program must adopt minimum standards regulating construction within the 100-year flood boundary. In order to participate, jurisdictions must adopt Flood Damage Prevention Ordinances, the purpose of which is, in part, to control the alteration of natural floodplains, stream channels, and natural protective barriers which are involved in the accommodation of flood waters, and to prevent or regulate the construction of flood barriers. The ordinance requires that a permit be obtained prior to development within the 100-year flood plain. In order to obtain a permit, the developer must show that all structures are either flood proof or built above the 100-year flood level. The effect of the ordinance is to eliminate most residential and commercial construction in the flood prone areas.

1.9.8.4 Erosion and Sediment Control

Jackson County and the Cities of Jefferson, Braselton, Hoschton, and Commerce have adopted Erosion and Sediment Control ordinances which meet the criteria set forth by the Department of Natural Resources in the *Manual for Erosion and Sediment Control in Georgia*. Activities exempt from the provisions of the ordinances include surface mining, quarrying, the construction of individual single-family homes, agriculture and agricultural buildings, and timber harvesting. Arcade and Talmo have erosion and sedimentation control ordinances in place, although they are outdated and fail to comply with current DNR criteria. At the current time, Nicholson has adopted no such ordinances. Pendergrass is unsure whether their ordinance meets DNR criteria.

1.9.8.5 Subdivision Regulations

Subdivision regulations can help reduce the negative impact on water quality of such things as increases in impervious areas, increased runoff and the supply of pollutants which accompany residential development. Such regulations include requirements for open space, minimum lot size, and vegetative buffer strips along streams. Subdivision regulations may also stipulate that runoff characteristics following development be kept similar to pre-development characteristics through the use of structures such as retention ponds.

The regulations for Jackson County require new subdivisions with 30 or more lots of less than 3/4 acre per lot to set aside 4 percent open space for parks, playgrounds or other recreational purposes. Typically, open space set asides should average from 10 to 50 percent of the total acreage developed in order to insure sufficient space for all residents to enjoy recreational activities. The stormwater portion of the ordinance requires preparation and implementation of a stormwater drainage plan sufficient to collect any stormwater or surface water, either existing or resulting from the subdivision development. These drainage facilities must be located within the road right-of-way or in permanent drainage facilities which are compatible with the existing road drainage system.

The Jackson County Regulations require an adequate storm drainage system for major subdivisions, but "adequate" is likely to be interpreted to mean effective in removing storm water without regard to the impact on streams. For subdivisions traversed by a stream, an easement is required along each side of the channel to allow for the protection or future alteration of the drainage. A minimum easement width is not specified.

1.9.8.6 Regulation of On-Site Sewage Disposal

Guidelines for the proper design, siting, and maintenance of septic systems can be an important means for ensuring that tanks and absorption fields do not become a source of contaminants for streams. This is particularly true of rural counties where the majority of residences use on-site disposal. Jackson County Subdivision Regulations require the connection of homes in any new subdivision to a public sewer system if such a system is located within a distance of 1500 feet.

1.9.9 Potential Protection Measures

A number of measures, if adopted or promoted by the local governments of Jackson County, could provide additional protection to the waters of the Middle and North Oconee and Mulberry rivers and their tributaries. These are discussed below.

1.9.9.1 Monitoring Water Quality

Long-term water quality data is essential to monitoring the various threats to clean water as well as the effectiveness of protection measures. Ideally, a monitoring program would begin with a comprehensive assessment conducted by water-quality experts to establish the current condition of the streams. Periodic monitoring would follow the initial assessment to detect long-term trends and to detect problems requiring immediate attention. The only feasible source of long-term data for tributary streams is a volunteer monitoring program. The Georgia EPD has an Adopt-a-Stream Program which assists local governments and private groups in establishing local programs. Volunteers are trained to monitor selected streams through biological and chemical testing. The local government can use data to establish trends in water quality and to identify specific problems. A local sponsor, such as the Clean and Beautiful Commission or Parks and Recreation Department, may supply test equipment and help coordinate training. Waste water treatment facilities can assist by performing test procedures, such as fecal coliform counts, that cannot be done in the field by volunteers.

Cooperation as well as direct participation by local farmers would be very helpful in determining the effectiveness of BMPs in protecting water quality. Periodic monitoring could be of direct benefit to farmers when results show that current BMPs are sufficient and that no additional efforts are required to reduce the impact of their operations on local streams.

1.9.9.2 Promotion of Agricultural Best Management Practices

The main barrier to the adoption of BMPs by poultry farmers appears to be cost. The dedication of local funds to supplement state and federal cost-sharing programs would make BMPs more attractive to county farmers. Also important is knowing what BMPs are most appropriate for a given operation. The recently created state Pollution Prevention Assistance Division, in cooperation with the Cooperative Extension Service, is currently developing an on-site pollution prevention assessment program for production farms. These assessments will identify opportunities to reduce waste generation and environmental damage as well as to increase the efficiency and profitability of farms.

1.9.9.3 Public Education

Citizens can assist city and county inspectors in monitoring violations of local ordinances if they are aware of the requirements set forth in the ordinances. This is particularly true of construction projects subject to the provisions of an erosion and sedimentation control ordinance. Failure to implement effective sediment control measures is often easily detected and can be reported by citizens if they know a violation is occurring and if they know who to contact.

1.9.9.4 Zoning

Local governments have available to them a number of zoning tools which can contribute to the protection of water quality. Zoning ordinances can promote preservation of sensitive areas by offering alternatives to the rigid development plans dictated by traditional land use regulations. Planned unit development allows developers to use more

creative approaches to site planning which can reduce the amount of cut and fill necessary during construction, makes better use of natural drainage, and preserve larger areas of the natural landscape. Cluster development in particular is often used to preserve larger areas of open space than is possible in more conventional developments. By clustering buildings on smaller lots, sensitive natural areas such as stream corridors can be preserved for wildlife habitat and recreational use by the community.

Cluster development, like large-lot zoning, can help control storm runoff by reducing the proportion of impervious surfaces in an area; however, because cluster development has lower site preparation and utility extension costs, it provides more affordable housing and is therefore less exclusionary than large-lot zoning.

Overlay zoning involves the creation of special zones with a set of additional restrictions which may partially or completely overlay one or more previously established land use zones. Overlay zones can be used to protect areas identified as particularly sensitive due to their natural characteristics such as steep slope and proximity to streams or lakes.

1.9.9.5 Subdivision Regulations

Subdivision regulations can be used to minimize the impact of stormwater runoff on streams. Requirements that runoff are limited to pre-development rates have been used to prevent the water quality problems which result when land is built up and paved over. Requirements of this sort mean that the proportion of rainfall that infiltrates the ground should be similar after development. This allows some flexibility for the land owner or developer. Runoff control technologies fall into three general categories: infiltration areas with natural vegetation; retention basins; and detention basins. Retention basins are structures that encourage infiltration and thereby decrease the *volume* of runoff. Conventional detention basins, in contrast, are generally designed for flood control and decrease the *rate* of runoff. Because they have short residence times, conventional detention basins have limited water quality benefits. Vegetated infiltration areas or retention basins are better techniques for water quality protection.

The ordinance of one county which has taken steps to reduce the impact of development states “. . . no greater rate of runoff is permitted than that of the site in its natural condition.” All calculations are based on the 100-year, 24-hour storm. A variation on this control is to require infiltration of a specific amount of initial storm runoff. Large amounts of contaminants from paved areas generally move in the “first flush” of runoff, and infiltration can help filter this highly concentrated runoff. Orange County, North Carolina, requires infiltration of the first 0.5 inch of stormwater runoff. The Triangle J Council of Governments in the Raleigh-Durham-Chapel Hill area of North Carolina recommends infiltration of the first 2 inches of runoff, and has published guidelines for calculating the vegetated area required to achieve this. Approval of a site plan that shows measures designed to meet these runoff requirements can be a prerequisite to issuance of building permits.

The above type of protective measure is called a performance standard. That is, it prescribes how the developed area should “perform.” Application of performance standards generally allows more intensive development in areas along development corridors. Commercial development, for example, could be allowed as long as runoff is controlled and meets specified standards.

1.9.9.6 River Corridor Protection

Jackson County has not adopted specific protection criteria for its rivers. Currently, only the Middle Oconee River meets the Department of Natural Resources’ river protection criteria. The County should adopt the minimum criteria established by the State under the River Corridor Protection Act for the North Oconee and Mulberry Rivers as well. Additional protection for tributaries could be provided by extending the corridor beyond the main rivers. The corridor width could be varied according to the size of the tributary (e.g., 25 feet for first-order streams, 50 feet for second-order streams, etc.).

1.9.9.7 Conservation Easements

A conservation easement is a legally binding agreement between a property owner and a governmental agency or land trust that restricts the type and amount of development and use that may take place on the property.¹¹ The use of conservation easements is growing rapidly in popularity due to the benefits they provide to both the land owner and the public. Easements benefit property owners by ensuring that the land is protected for future generations while remaining in private hands and by allowing for deductions on federal and state income taxes. Property taxes may also be reduced as well since restricting development rights may diminish the fair market value of the land. Benefits to the public include the preservation of the scenic and wildlife value of the land, outdoor recreational opportunities, the attraction of tourism and commerce to the local area, and in the case of river corridors, protection of water quality. A major strength of conservation easements is their flexibility: the type of development and public uses allowed on the property can be tailored to the wishes of the landowner, the natural features of the property, and the goals of the land trust.

1.9.9.8 Greenway Development

Greenways are linear strips of land which serve to protect and enhance remaining natural and cultural resources which may provide for recreational activities such as hiking. Land making up the greenway may be acquired through a variety of means including government acquisition, conservation easements, management agreements with landowners, and land leases. Frequently a combination of methods is necessary. Greenways do not have to be developed as a single project; with a long-term goal in mind, local governments and private groups can work together to create a greenway a piece at a time as resources and land become available.

Land for a river greenway could come from a number of sources. Under the recently announced River Care 2000 Program, the state plans to acquire lands associated with rivers through purchase or conservation easements. These state-acquired lands will be managed as parks, historic sites, natural areas, wildlife management areas, or greenways. Also as part of the River Care 2000 program, the Department of Natural Resources will cooperate with private land trusts, local units of governments and state and federal agencies to help protect river corridors. For example, the DNR will give higher priority to state acquisition projects in river segments where local agencies and organizations are actively protecting river corridor lands through land-use regulation or acquisition. The DNR may purchase some river corridor properties and lease them to local governments or land trusts, if doing so will leverage considerable non-state investment for the project, or if it is necessary to make a local project possible. The DNR may also contract with local governments to acquire lands on the state's behalf.¹²

1.9.9.9 Water Supply Watershed Protection

Two jurisdictions in Jackson County currently make use of surface water intakes for public water supply. The city of Jefferson has a public water system intake along Curry Creek and Commerce has one along Grove Creek in neighboring Banks County. Nicholson has a city water system which is supplied entirely by a system of wells. Other cities in Jackson County also depend largely on wells, although Braselton and Hoschton supplement their water supply from Gwinnett County and Winder, respectively.

The Georgia Department of Natural Resources (DNR) rules for environmental planning criteria require local governments within a water supply watershed (i.e., an area upstream of a government-owned public drinking water intake) to develop a water supply watershed protection plan that meets the state's minimum requirements. No such protection plan currently exists in Jackson County. Although Jefferson residents have asked for such an ordinance, city officials have not yet acted upon this request. However, Commerce is currently working with DNR officials and neighboring Banks County to develop an ordinance which would provide the required watershed protection for the Grove Creek reservoir. Commerce's public water intake on Grove Creek is located in Banks County, necessitating that the

¹¹Georgia Environmental Policy Institute, "Conservation Easements for Natural Resource Protection," Athens, GA, 1994.

¹²Department of Natural Resources, "River Care 2000 Program: Program Description," September 25, 1995.

Banks County government assume the actual enforcement responsibility. The ordinance is expected to be finalized with six to nine months.

1.9.10 Assessment

According to citizens involved in developing this plan, Jackson County's enforcement of its Erosion and Sedimentation Ordinance is inadequate. Residents are also concerned with nonpoint source pollution including agricultural runoff and contamination from animal waste. This concern is warranted given that the results of the sole groundwater monitoring station in the county identify the North Oconee River as not supporting or partially supporting its designated uses. Further, the 1993 Georgia Watershed Agricultural Nonpoint Source Pollution Assessment cites western Jackson County as having a high potential for pollution from agricultural runoff. Measures to protect water quality are generally inadequate.

In Jackson County, only the Middle Oconee River meets the DNR "protected river" criteria. This plan supports Jackson County and its cities amending their respective zoning ordinances to provide for river corridor protection for other major rivers and streams (3rd order streams) in accordance with the DNR criteria with the exception that the minimum lot size should be increased from two acres to five acres. A 25-foot vegetative buffer should be required adjacent to all perennial first order streams (this is currently required through the Erosion and Sedimentation Act), 2nd order streams should be protected with a 50-foot vegetative buffer, and 3rd order streams with a 100-foot buffer.

In addition to the above buffer, the county should consider the downstream impact of development activities in the county and not allow an activity that may impair water quality.

Athens-Clarke County is in the process of development a greenway along the Oconee River. This comprehensive plan supports the development of a similar resource in Jackson County and tying it into the Athens-Clarke County greenway. Floodplains and wetlands should be included in the area designated as part of a greenway in an effort to protect the maximum habitat and insure better water quality. However, before the county can consider developing a greenway, county staff needs to undertake an education initiative concerning the benefits of a greenway. Property owners need a financial incentive to participate in a greenway and the county needs to obligate funding for the project. The county needs to pursue this course of action and begin both the education initiative and identification of areas suitable for inclusion as part of a greenway so that these areas are not lost to development.

1.10 Protected Mountains

The Environmental Planning Criteria provides for the protection of all land that lies above a 2,200 feet elevation and has a slope of 25 percent or greater for at least 500 feet horizontally. No land in Jackson County meets this criterion.

1.11 Coastal Resources

The Environmental Planning Criteria provides for the protection of coastal resources that are vulnerable to the impacts of development. This includes beaches, coastal marshes and estuaries. No land in Jackson County meets this criterion.

1.12 Floodplains

Flood hazard boundary maps were prepared for Jackson County (unincorporated areas), Arcade, Braselton, Commerce, Hoschton, Jefferson, Pendergrass, and Talmo. Jackson County has participated in the National Flood Insurance Program since 1990, and Jefferson since 1987. Braselton joined the program in 1991, but has since withdrawn. Arcade, Commerce, Nicholson, Pendergrass, and Talmo do not participate in the program.

All of Jackson County is drained by tributaries of the Oconee River except a small area near Commerce which drains to the Savannah River. Cities are generally located along the ridges dividing Jackson County's watersheds, except Jefferson which is on Curry Creek. Structural flood damage has been known to occur to roads, bridges, and culverts in the Jefferson area, along Curry Creek. Curry Creek is a tributary of the North Oconee River. According to a Flood Plain Information Report published in June 1975, the Corps of Engineers found no economically feasible means of reducing flood damage in this area. The report was completed on flooding along Curry Creek and its tributary in Jefferson, but most of the damage was along the tributary and the flooding was found to be caused by inadequate drainage structures. The damage to structures from flooding along Curry Creek was insufficient to justify a Federal flood control project. A study of the Pendergrass area was included in the Upper Oconee River Basin Georgia Expanded Flood Plain Information Study, which found the flood damage potential in that area to be low.

1.12.1 Assessment

Generally, floodplains are not impacted by development and existing floodplain management is adequate for current and future development.

This plan recommends that cities in Jackson County not currently participating in the National Flood Insurance Plan should consider doing so. The cities and county should continue prohibiting development in floodplains unless that development complies with local regulations and those of the Flood Insurance Program. In addition, consideration should be given to adopting a Watershed Protection Overlay District as a part of the county's land development ordinance. Such an ordinance should comply with the DNR planning criteria for water supply watersheds, as well as address commercial land use and require compliance with agricultural Best Management Practices.

1.13 Environmental Planning Criteria

Environmental Planning Criteria prepared by the Georgia Department of Natural Resources, established minimum standards for local governments to protect water supply watersheds, groundwater recharge areas, wetlands, and river corridors. This protection is essential to public health, safety and welfare.

1.13.1 Water Supply Watersheds

The criteria to protect existing and planned surface sources of drinking water define four classes of water supply watersheds: 1) larger than 100 square miles supplying reservoirs; 2) smaller than 100 square miles supplying reservoirs; 3) larger than 100 square miles supplying water withdrawals; and 4) smaller than 100 square miles supplying water withdrawals. Georgia has several major rivers that divide the state into large drainage basins. These drainage basins are also water supply watersheds for many local governments. Jackson County is located primarily within the Oconee river basin, with a small portion of northeastern Jackson lying within the Savannah river basin.

The criteria for protection of large water supply watersheds are less stringent than those for small water supply watersheds because large drainage basins are less vulnerable to contamination by land-use development. No minimum protection criteria exist for stream corridors of watershed tributaries to water supply intakes, except that the stream corridors of perennial tributaries within a 7-mile radius upstream of a water supply reservoir are protected through maintenance of a 100-foot vegetative buffer and exclusion of impervious surfaces, septic tanks and septic tank drain fields within 150 feet of stream banks. Large water supply watersheds within Jackson County include the Savannah River Watershed, the Middle Oconee River Watershed, the North Oconee River, and a small portion of the Mulberry River Watershed.

Criterion for the protection of small water supply watersheds is divided between areas within and outside a 7-mile radius upstream of an intake or reservoir. Areas within the 7-mile radius are protected as follows: 1) maintenance of a 100-foot vegetative buffer on both sides of the stream as measured from the stream banks; 2) no construction of an impervious surface within a 150-foot setback on both sides of the stream as measured from the stream bank; and 3) a prohibition on septic tanks and related drainfields within the 150-foot setback area. Areas outside the 7-mile radius

are subject to the same protection criteria as areas within the 7-mile radius except that the buffer requirement is 50 feet rather than 100 feet.

A 150-foot vegetative buffer must be maintained around all reservoirs in addition to stream buffers and setbacks. Additionally, only uses that minimize disturbance of the natural terrain and vegetation, such as hiking trails and picnic areas, are permitted in buffer areas. The purpose behind requiring buffers and setbacks is to leave an area of natural vegetation that will act to slow water flow and trap sediment and other contaminants carried in runoff before they reach the water supply stream or reservoir.

Runoff is reduced by limiting impervious surface coverage around the watershed so rainfall can be absorbed into the ground instead of running off into streams or reservoirs. A higher rate of runoff contributes to pollution of the water-supply stream.

Additional criterion prohibits the siting of new hazardous waste treatment or disposal facilities along small water supply watersheds. Sanitary landfills are permitted only if they have synthetic liners and leachate collection systems. New facilities that handle hazardous materials under DNR guidelines must perform their operations on impermeable surfaces that have spill and leak collection systems. Impervious surface areas located within a watershed are limited to 25 percent of the watershed's total area or existing use, whichever is greater.

Small water supply watersheds for existing intakes include the Jefferson intake of the Curry Creek Reservoir and the Commerce intake on Grove Creek. Proposed small water supply watersheds include the Little Curry Creek Reservoir, which would be located adjacent to the existing Curry Creek Reservoir, near Jefferson, the proposed Bear Creek Reservoir, and the Sandy Creek Watershed which is a water supply for Athens-Clarke County.

1.13.1.1 Assessment

Small water supply watersheds throughout the county are subject to potential water quality degradation unless watershed protection is implemented and enforced. Historically, city and county officials have shown little concern for watershed protection, although concerned citizens have begun to voice their opinions in favor of watershed protection. This plan supports protection of watersheds according to, at a minimum, the DNR watershed protection criteria, but encourages the county and cities to address watershed protection beyond the minimum requirements necessary to protect drinking water. Additionally, DCA will mandate that local governments with jurisdiction over these resources adopt watershed protection ordinances. Enforcement of these ordinances should provide adequate protection.

1.13.2 Groundwater Recharge Areas

Groundwater recharge areas, as defined by state law, are any portion of the earth's surface where water infiltrates into the ground to replenish an aquifer. Probable "significant recharge areas" have been mapped by the Department of Natural Resources. Mapping of recharge areas is based on outcrop area, lithology, soil type and thickness, slope, density of lithologic contacts, geologic structure, the presence of karst, and potentiometric surfaces. Standards have been issued for their protection, based on their level of pollution susceptibility, soil type, and slope.

In the Piedmont geologic province, rocks have little primary soil. Therefore, significant recharge areas in these provinces are generally those with thick soils and slopes of less than 8 percent. The areas are not mapped at a scale which corresponds to county maps and are difficult to locate with certainty. Other recharge areas include those soils with a rapid percolation rate. Criteria for protection of these areas include restrictions on siting landfills and hazardous waste facilities, on above ground chemical or petroleum storage tanks, agricultural waste impoundment sites, septic tank drain fields, slow rate land treatment, stormwater infiltration basins, and waste treatment basins. Ordinances which enforce the environmental planning standards must be adopted by local governments which have "significant recharge areas" within their jurisdictions.

Jackson County and most of its smaller cities' water supply comes from groundwater. Groundwater recharge areas are found throughout the county, with at least one significant area located along the county line at its point of convergence with Clarke and Madison Counties. Protection of these sources is of crucial importance. If polluting substances seep into the ground in a recharge area, these pollutants are likely to be carried into the aquifer and

contaminate the groundwater, thus making it unsafe to drink. The intent of the recharge protection criteria is to prevent the contamination of groundwater.

Criteria for protection of these areas include:

1. no issuing of permits for land disposal of hazardous wastes or for new sanitary landfills not having synthetic liners and leachate collection systems;
2. requirements of permeable pads for facilities that treat, store, or dispose of hazardous waste;
3. secondary containment for new above ground chemical or petroleum storage tanks having a minimum volume of 660 gallons (tanks for agricultural purposes are exempt provided they comply with all Federal requirements);
4. lining requirements for agricultural waste impoundments; and
5. lot size requirements in accordance with the Department of Human Resources' Manual for On-Site Sewage Management Systems, for new homes and new mobile home parks served by septic tank drain systems.

Ordinances that enforce the environmental planning standards must be adopted by local governments which have significant recharge areas within their jurisdiction.

1.13.2.1 Assessment

Jackson County has currently adopted no DNR Recharge Area Protection criteria. However, there is concern throughout the state about recharge area mapping. These areas are mapped at a gross scale making it difficult to identify the location of these areas with a specific parcel. However, this mapping concern should not restrict the county and applicable cities from reviewing development applications based on existing recharge area maps. Jackson County has and will continue to see rapid development. Since most of the county relies on wells for drinking water, it is imperative that the recharge areas and ultimately drinking water sources, are protected from contamination. Jackson County and its individual municipalities should attempt to comply with the DNR recharge area protection criteria and undertake any necessary amendments to local regulations. Trying to avoid burdensome regulations, protection criteria should allow the developer to have the option of having a certified professional undertake the necessary testing to determine with accuracy the location of the recharge area if the developer wishes to develop a parcel in a method inconsistent with the stated protection criteria.

1.13.3 Wetlands

Freshwater wetlands are transitional lands between terrestrial and aquatic systems which are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. The ecological parameters for designating wetlands include hydric soils, hydrophytic vegetation, and hydrological conditions that involve a temporary or permanent source of water to cause soil saturation.

Estimating the value of wetlands is difficult as they have both an aesthetic and economic value. Wetlands are beneficial socioeconomically, as well as to fish and wildlife. The benefits to fish and wildlife is the provision of food and habitat, and through food chain support. Socioeconomic benefits include flood protection, erosion control, groundwater recharge, pollution abatement, sediment filtering, and the provision of a variety of harvestable natural products. The economic value of wetlands can be illustrated with the following examples: A single 2,300-acre Georgia floodplain wetland naturally provides pollution control benefits worth an estimated \$1 million each year. The 552,000-acre Green

Swamp complex near Tampa, Florida, stores water for eventual aquifer recharges with an estimated value of \$25 million annually.¹³

It is estimated that more than 54 percent of the wetlands that originally existed in the United States have disappeared due to unplanned development in wetland areas. A net loss of wetlands has continued in many states in recent years, with nearly 90 percent of the losses occurring in the Southeast. The Southeastern states have also seen the clearing, or conversion, of large areas of forested wetlands. A recent survey showed that as of the mid-1980s the state of Georgia had a total wetland area of 7.7 million acres, covering 20% of the landscape. This total included 367,000 acres of estuarine wetlands and 7.3 million of freshwater wetlands. The state suffered a net loss of 78,000 acres from the mid-70s to the mid-80s. Over the same period 500,000 acres of forested wetlands were converted, that is, cleared but otherwise unaltered.

The Fish and Wildlife Service of the U.S. Department of the Interior has mapped wetlands for Jackson County. Wetlands were identified by an analysis of aerial photographs based on vegetation, visible hydrology, and geography according to "Classification of Wetlands and Deepwater Habitats of the United States." The photographs typically reflect conditions during the specific year and season that they were taken. Thus, a detailed, on the ground, and historical analysis of a single site may result in a revision of wetland boundaries established through photographic interpretation. Additionally, some small wetlands and those obscured by dense forest cover may not be included. These maps are the most commonly used.

The State of Georgia has provided criteria in §391-3-16(3)(c) "Criteria for Wetlands Protection" which describes for local government minimal considerations for wetlands protection in the land use planning process with regard to wetlands identified in the Department of Natural Resources freshwater wetlands' database. Those minimal considerations are as follows:

1. Whether impacts to an area would adversely affect the public health, safety, welfare, or the property of others.
2. Whether the area is unique or significant in the conservation of flora and fauna including threatened, rare or endangered species.
3. Whether alteration or impacts to wetlands will adversely affect the function, including the flow or quality of water, cause erosion or shoaling, or impact navigation.
4. Whether impacts or modification by a project would adversely affect fishing or recreational use of wetlands.
5. Whether an alteration or impact would be temporary in nature.
6. Whether the project contains significant state historical and archaeological resources, defined as "Properties On or Eligible for the National Register of Historic Places."
7. Whether alteration of wetlands would have measurable adverse impacts on adjacent sensitive natural areas.
8. Where wetlands have been created for mitigation purposes under Section 404 of the Clean Water Act, such wetlands shall be considered for protection.

It is critical to understand that all freshwater wetlands identified by DNR are protected by federal law and are subject to the same minimal land-use planning considerations defined by the state of Georgia.

¹³U.S. Fish and Wildlife Service and U.S. Environmental Protection Agency, Southeast Wetlands: Status and Trends, Mid-1970's to Mid-1980's.

Wetlands in Jackson County are predominately palustrine wetlands, traditionally called by such names as marsh, swamp, bog, fen, and prairie wherever they are found throughout the United States. In Jackson County, the most extensive palustrine wetlands are found in the floodplains of the rivers and streams. Jackson County is also rich in riverine systems, which include most wetlands and deep water habitats contained within a channel. Water is usually, but not always flowing in the riverine system. Most of the perennial streams and rivers in the county are classified as riverine systems.

Although all wetlands are protected under the law, the quality, extent, or present use of some wetlands may qualify them for special consideration regarding mitigation requirements if they are to be altered or degraded. That is, some wetlands may be so valuable in their present condition as to be irreplaceable or to require significant mitigation acreage and effort. Characteristics which often increase the value of a wetland include their extent or linkage with other wetlands, the presence of mature hardwoods that would require decades to regrow, the presence of rare plant or animal species, and seasonal flooding which may provide critical habitat and nesting grounds for migratory birds. The wetlands in Jackson County with these characteristics are shown in Maps 4-32 through 4-41. It should be noted that field assessments are necessary to determine mitigation requirements and to confirm the true value of a wetland as wildlife habitat. These maps should therefore not be viewed as complete and precise but as a general picture of those wetlands in the county which warrant special consideration when new development is being planned. It is also important to remember that all wetlands in the county are protected by federal law.

The following areas contain wetlands of special significance in part for their wildlife habitat and wildlife corridor value.

- ! Middle Oconee River (entire river corridor)
- ! North Oconee River (entire river corridor)
- ! Curry Creek (entire creek corridor)
- ! Little Curry Creek (entire creek corridor)

Wetland classifications providing significant wildlife habitat value:

- ! seasonally flooded deciduous forest
- ! temporarily flooded beaver pond
- ! semi-permanently flooded deciduous forest
- ! semi-permanently flooded deciduous scrub-shrub
- ! semi-permanently flooded deciduous scrub-shrub beaver pond
- ! permanently flooded river corridor

1.13.3.1 Assessment

Federal and state regulations offer some protection to Jackson County's wetlands. Because of the value of wetlands generally, their specific value to Jackson County's water quality and concern about adequacy of enforcement at the federal and state level, this comprehensive plan supports protection of wetlands.

A local ordinance should be adopted that requires consideration of the eight issues as required by the DNR Wetlands Protection criteria and detailed in section 4.13.3 of this chapter. In addition, the local ordinance should allow the following uses provided there is no long term impairment of wetland function: wildlife and fisheries management, wastewater treatment, recreation, and natural water quality treatment or purification.

Wetlands protection is easily achieved through open space design, which allows full density but requires clustering of building units on more suitable land in order to protect environmentally sensitive areas.

Insert Map 4-1 Developable Soils, Jackson County

Insert Map 4-2 Developable Soils, Arcade

Insert Map 4-3 Developable Soils, Braselton

Insert Map 4-4 Developable Soils, Commerce

Insert Map 4-5 Developable Soils, Hoschton

Insert Map 4-6 Developable Soils, Jefferson

Insert Map 4-7 Developable Soils, Nicholson

Insert Map 4-8 Developable Soils, Pendergrass

Insert Map 4-9 Developable Soils, Talmo

Insert Map 4-10 Prime Farmland, Jackson County

Insert Map 4-11 Prime Farmland, Arcade

Insert Map 4-12 Prime Farmland, Braselton

Insert Map 4-13 Prime Farmland, Commerce

Insert Map 4-14 Prime Farmland, Hoschton

Insert Map 4-15 Prime Farmland, Jefferson

Insert Map 4-16 Prime Farmland, Nicholson

Insert Map 4-17 Prime Farmland, Pendergrass

Insert Map 4-18 Prime Farmland, Talmo

Insert Map 4-19 Natural Heritage Inventory and Protected River Corridors

Insert Map 4-20 Scenic Views and Corridors

Insert Map 4-21 Georgia River Basins

Insert Map 4-22 Floodplains, Jackson County

Insert Map 4-23 Floodplains, Arcade

Insert Map 4-24 Floodplains, Braselton

Insert Map 4-25 Floodplains, Commerce

Insert Map 4-26 Floodplains, Hoschton

Insert Map 4-27 Floodplains, Jefferson

Insert Map 4-28 Floodplains, Pendergrass

Insert Map 4-29 Floodplains, Talmo

Insert Map 4-30 Water Supply Watersheds

Insert Map 4-31 Significant Groundwater Recharge Areas

Insert Map 4-32 Wetlands, Apple Valley Quadrangle

Insert Map 4-33 Wetlands, Auburn Quadrangle

Insert Map 4-34 Wetlands, Chestnut Mountain Quadrangle

Insert Map 4-35 Wetlands, Commerce/Homer Quadrangle

Insert Map 4-36 Wetlands, Hull/Ila Quadrangle

Insert Map 4-37 Wetlands, Jefferson/Statham Quadrangle

Insert Map 4-38 Wetlands, Maysville/Gillsville Quadrangle

Insert Map 4-39 Wetlands, Nicholson/Athens West Quadrangle

Insert Map 4-40 Wetlands, Pendergrass Quadrangle

Insert Map 4-41 Wetlands, Winder North Quadrangle

Chapter 5: Historic Resources

HISTORIC RESOURCES

1.1 Introduction

The Historic Resources chapter inventories buildings, structures, sites, objects and districts that possess historical significance and offer opportunities for tourism and its related economic benefits. The section also identifies individual historic resources that are worthy of future preservation-related activities.

The section contains the following information: the developmental history of Jackson County that establishes contexts for individual historic resources and their association to historical themes (e.g., government, agriculture, education, religion, and transportation); information regarding the National Register of Historic Places for Jackson County; The Georgia Centennial Farm Program; Georgia Historical Markers in Jackson County; and Landmarks. At the end of the section, an inventory assessment quantifies the section's information and an inventory summary describes the circumstances of identified historic resources and their potential for preservation.

The information in this section was researched and written by the preservation planner. It was verified and substantiated with limited input from the Task Force.

1.2 The Developmental History of Jackson County

Jackson County was established on February 11, 1796, by an Act of the Georgia Legislature from an area originally included in Franklin County. The county was named for James Jackson, Revolutionary War Lieutenant Colonel, United States Senator, and later governor of Georgia from 1798 to 1801. When the first settlers came to this area, they found it inhabited by the Creek and Cherokee Indians. This territory was a dividing line between the two Indian tribes, with the Creeks residing mostly in the south and the Cherokees residing to the north. These two tribes lived in peaceful coexistence with separate hunting areas with one exception. In c. 1770, a war occurred over a dispute as to which tribe had the right to claim the territory between the Locoda Trail (located in what is now eastern Jackson County, passing through Center, Nicholson, Commerce, and Maysville) and the Tishmaugu (Mulberry) River. The Creeks won this battle under the leadership of Talitchlechee and his trusted brave, Umausauga. The Cherokees retreated northward to their own territory.

The first permanent settlement was started in January 1784 in the Groaning Rock section of Jackson County. William Dunson, a German immigrant, started this settlement on Little Sandy Creek a few miles southeast of the present-day Commerce. By the time the county was established in 1796, forty-seven people had moved to Groaning Rock. As more settlers moved into the area, the community expanded toward Yamtrahoochee (Hurricane Shoals). Several homes were constructed including a fort, a grist mill, and a smelting plant. The smelting plant used iron ore from the Commerce area and provided needed items such as ovens, skillets, farming implements, and later cannon balls and other war materials for the Confederate Army. A flood in 1840 destroyed many of the buildings but many were rebuilt by the pioneers.

In 1786, several families settled near the Tallassee Shoals. While three of the settlers were fishing in the nearby river, an Indian was noticed to be fishing with his bare hands. Josiah Strong, who came from Effingham County, spoke the Creek language and invited the Indian to join the white men. The Indian, Umausauga, was given fishhooks and instructions in their use. Umausauga invited the settlers to fish on his side of the river and the settlers offered him red merino cloth and some strings of colored beads in exchange for fishing rights. The settlers were invited to move to Umausauga's land across the river. An agreement was reached in which the settlers traded beads for land. This territory was diamond shaped and contained about twelve and one-half square miles or 8000 acres. Umausauga was paid with fourteen pounds of beads. Therefore, the territory is referred to as Beadland.

The Okoloco Indian trail passed through the western part of Jackson County where the Hog Mountain Road is now located. Calamit, meaning a place of rest, was the name given for an area three and one-half miles southeast of Winder where a huge chestnut tree stood to provide shelter and shade. Pogonip was a town four and one-half miles north

of Winder. Fort Strong was erected to provide the colonists protection from these Indians. Also, Richard Easley constructed a grist mill near the Tallassee Shoals.

While these three colonies (Groaning Rock, Yamacutah, and Tallassee) were being settled, other communities were being established at Stonethrow (Gillsville), Thomocoggan (Jefferson), Snodon-Jug Tavern (Winder), Clarkesboro, and other scattered settlements. The early settlers lived in constant danger, either from a few renegade Indians or from wild animals.

Frontier life was difficult. The modest homesteads grew corn, wheat, vegetables and raised horses, cattle, sheep, hogs, and chickens. Ducks and geese were kept for feathers needed for bedding. The early homes were of log construction with mud chinking. The floors were dirt and clapboards covered the interior walls. The chimneys were of rocks and contained huge fireplaces for warmth, light, and cooking.

In 1796, Jackson County covered a territory of about 1,800 square miles with a population of 350 people. Originally, Jackson County covered parts of the present counties of Walton, Barrow, Gwinnett, Hall, Banks, Madison, Oconee, and Clarke. The county was named for Revolutionary War veteran James Jackson who served in the Georgia Legislature as senator and later as representative, and who was served as Governor from 1798 until 1801.

The Georgia Legislature granted 40,000 acres for a state college in 1784. In 1801, a site for the college was selected in part of Jackson County (later to become Clarke County). The first classes at Franklin College (now the University of Georgia) were held in Jackson County. The founding of the University and the development of the City of Athens in 1801 caused Jackson County to lose part of her original territory. In 1804, an Act of the Georgia legislature added land (an 80 square mile strip) to Jackson County which it purchased from the Cherokees. In 1811, however, Jackson County lost land for the creation of Madison County. In 1812, land was added back to Jackson but in 1818 Jackson County lost a large amount of land to create part of Walton, Gwinnett, and Hall Counties. In 1821, Jackson County was enlarged with territory from Franklin County, but in 1858, Banks County received territory from Jackson. The largest and final loss to Jackson County was the creation of Barrow County in 1914.

1.2.1 Government

Clarkesboro, centrally located in the county in 1796, was selected as the seat for the first county government. The first Court convened in August of 1796 at the home of Thomas Kirkpatrick who lived in the vicinity of Clarkesboro. The first Justices of the Peace were not appointed until the August term of court in 1797. There are no records of a courthouse ever being built in Clarkesboro, but a jail was constructed in the summer of 1797.

Clarkesboro remained the county seat for six years until 1802. With the creation of Clarke County in 1801, a new county seat was needed to be centrally located in Jackson County. Consideration was given to a site between Talmo and Pendergrass near the present North Jackson County School. In 1803, a committee selected Thomocoggan because of the ample water from the Curry Creek and four, freely flowing springs. Thomocoggan was renamed Jefferson after Thomas Jefferson. The move of the new county seat was in 1803 but it was not until 1806 that the Georgia Legislature made the move official and Jefferson was incorporated.

The first courthouse constructed in Jefferson was located on the street just south of the public square. It was a log and wooden frame building with a jail attached. In 1817, a larger courthouse was needed and a new courthouse was constructed on the public square of brick made from a local farm. The two-story, square building had a doorway in the center of each side and created four offices used by the Sheriff, Clerk of the Inferior Court, Clerk of the Superior Court and the Judges of the Inferior Court. The entire second floor was used for the court room. A new jail was constructed to accompany the new courthouse. These two buildings served until 1879 when demand was made for a new building on another site largely due to unpaved and poorly drained streets that were located at the bottom of a hill. Court officials were alarmed at the inconvenience of the courthouse that at times required residents to walk through a sea of mud up to knee height.

The General Assembly authorized construction of the third courthouse. The brick courthouse was demolished and the bricks were reused to build the present courthouse located north of the square on a hill. The first court session

was held in 1880. The county jail was moved to its present site on Hill Street at the time the courthouse was constructed.

In 1874, the Jackson County Board of Commissioners of Roads and Revenues was created to be the central authority of County Government and have control of the disbursement of county funds. They have the responsibility of the prisoners assigned to the County, the building and upkeep of roads and bridges, and the purchasing of equipment and supplies. The Act of 1874 was repealed on February 24, 1877, abolishing the office. In 1903, the Board of Commissioners was reestablished and the office was made elective rather than appointive.

No mail service existed in Jackson County from 1796 to 1805 when the first post office in the county was built. Since this time, 51 different post office sites have existed in Jackson County. Today, post offices exist in Braselton, Hoschton, Talmo, Pendergrass, Commerce, Nicholson, and Jefferson. Free, rural delivery began in Jackson County in 1901 and as rural routes were added, the number of post offices decreased.

1.2.2 Agriculture

The early settlers were yeoman farmers who practiced subsistence farming. Each family kept a milk cow, other cattle for meat, poultry, sheep for meat and wool, and grew vegetables, corn and cotton to meet their needs. Cotton was picked and ginned by hand; wool from the sheep was carded, spun, and made into clothing; and hides from animals were tanned and used for shoes, jackets, and other leather goods. All towns and communities had a public tannery. The early agriculture censuses show that some unusual crops were grown in this area: hops in 1840-1860, rice from 1840-1899, and peanuts and tobacco were produced for home use. Every farmer grew vegetables and planted fruit trees to provide for his needs. Corn and small grain were produced for home use. Small grain was cut and threshed. The early farmers needed public places for the farm operations, such as water driven mills to grind corn, and factories to manufacture wool. A wool factory was located on the North Fork of the Oconee River in the northeastern part of the county. The Jackson Cotton Factory was located in the western part of the county and Jug Factory, which made glazed terra cotta jugs, was located in the southeastern part of the county near the Clarke County line. Just north of Jefferson and at Nicholson there were hat factories which made hats from hair and wool.

As the population increased and cotton markets opened, farmers turned to cotton production as a cash crop. Until 1879, cotton production ranged from 1,200 to 2,200 bales with over 9,000 bales being produced in 1879. The production increased yearly until the peak year of 1920 when 37,471 bales were produced. Since 1920, there has been yearly decline with less than 5,000 bales being produced in 1960. The community around Talmo was noted for its very fine grade of short staple cotton. The Pacolet Mill was dismantled at its location in New England and moved to Gainesville in order to be near the source of this fine cotton called in the trade, "Talmo Cotton." At one time, Jackson County had 19 cotton gins and six cotton seed oil mills. With the decline of cotton production, there are no oil mills left and only a few gins.

The production of cotton as a cash crop converted the yeoman farming system to a tenant farmer labor system. The share-cropper was the predominant type of tenant farming which provided the tenant with a house and subsistence by the landlord and the tenant provided the labor and one-half the cost of seed, fertilizer, insecticides, and other cost of production. The profits were split between tenant and farmer. The other type of tenant farming was the "third and fourth" system where the landlord furnished the land and paid for one-third of the cost of producing corn and one-fourth of the cost of production of cotton. The tenant furnished his own farming equipment and work stock. The landlord received one-third of the corn and one-fourth of the cotton produced. The tenant farmer system reached a peak in 1930 and has declined ever since.

From 1796 until approximately 1850, farming was done by work oxen and horses were kept for transportation. In 1849, mules began to appear as work animals and by 1900 had replaced oxen. The first farm tractor appeared in 1925. Today, farming is accomplished by large machinery.

The number of farms in the county has shown a steady decrease since reaching a peak with 4,063 farms in 1910. In 1960, there were only 1,062 farms reported. In 1964, there were 783 farms and there has been a slight decline with a reported 770 farms for 1987. The average farm size in 1987 was 113 acres.

With the building of the railroad through Harmony Grove (Commerce), the town flourished as a cotton market from 1880-1910. The incorporation of the Harmony Grove Mill in 1893 enhanced the market and, by 1899, the Jefferson Cotton Mill was chartered and the cotton market was booming in Jackson County. When the boll weevil struck Jackson County in 1921, cotton production declined and market prices fell sharply. Further destruction to the market occurred with the drought and cotton was never able to make a comeback.

Some farmers ventured with the commercial production of apples and peaches in the late 1880s. A. C. Shockley, a Jackson County resident, developed the famous Shockley apple which became very popular. Apple production was not very successful county-wide and the production of commercial peaches has declined but still exists.

The first dairy, established in 1890, was the Bermuda Dairy in Harmony Grove which supplied milk for the area and shipped butter to Atlanta. In the early 1900s, milk delivery was provided by a horse-drawn dairy wagon on a door-to-door basis. Today, there are two dairies in Jackson County.

As cropland was taken out of production, the farmer turned to other means of making a living. Many farmers went to work in the textile mills, manufacturing plants, and poultry dressing plants in the area. The farmers who remained in the business converted their farms from crop production to beef cattle or poultry production. Poultry production began in the county after 1926. Today, it is a major agricultural industry in Jackson County.

In 1937, a petition was submitted to the courts to organize and operate the Jackson Electric Membership Corporation. The first electricity to be provided to rural areas began in 1939. This modern convenience provided more comfort to farm houses in Jackson County. Barns and chicken houses were warmed and lighted electrically, wells used electric pumps, and electric motors aided in other farm practices. Most Jackson County farms had a farm house of one or two stories with a porch, storage buildings, a large barn, smoke houses, and a corn crib.

1.2.3 Education

The first school was located in the first fort, Fort Strong, at the Tallassee Colony. By 1788, the community of Hurricane Shoals had established the first formal school. As each community became established, they made provisions for the education of their children inside the fort. With the establishment of more colonists, each neighborhood provided a school for the children and the families contributed for the teacher's salary. The schools were located on private property, probably a field that was not suitable for cultivation, and became known as the "old field school." Another type of school was the "brush arbor" which was constructed by standing poles upright in the ground and laying other poles across the top and then covering them with brush and tree limbs. This unique type of school was only available during the warm weather; schools were never in session when students were needed for farm labor.

The Georgia Legislature passed an Act in 1785 to begin a public school system in the state. Jackson County received its first money for educational purposes in 1810 and in 1817 the state provided a poor school fund which provided funding for children of parents unable to pay tuition. Ironically, only the wealthy and poor were being educated because the middle classes could not afford the tuition and refused the classification needed to qualify for the poor school fund. With the development of the Jackson County School System, some communities decided to operate independently. Jefferson, Commerce, Braselton, and Maysville have operated independently, but Maysville joined the county system in 1941 and Braselton joined in 1950.

On November 20, 1818, the Georgia Legislature approved the incorporation and appointment of trustees for the Jackson County Academy in Jefferson. The school operated as the Jackson County Academy until 1859 when the name was changed to the Martin Institute, in honor of William Duncan Martin, a judge in the Inferior Court in Jackson County from 1819-1827 who left an endowment to the school. The school burned in 1942 and provisions were made to house the students in churches and other public buildings until a new school could be constructed. When a new site was donated by John C. Turner and Frances Turner Melvin, the building was completed in 1946 and the name was changed from the Martin Institute to Jefferson Elementary and High School. In 1957, the Bryan family donated land for the construction of the new elementary school. Funding for construction came from the State School Building Authority, the Jefferson City Board of Education and the Jefferson Mills.

The Act of 1827 provided for the establishment of school districts with a school located in each designated district. In 1832 and 1834, two other schools were established: the Columbianna Academy, established in 1832, was located near where Academy Church now stands. Prospect Academy was established in 1834 but its location is not known. In 1834, the county-wide schools began operation with 29 males and 10 females in attendance.

In 1847, school was taught in a small log house on the Major Holder Plantation. The next year, 1848, the school was moved to the Storey Plantation. In 1854, the Sheep Skin School was established on the state road above Jefferson. During and after the Civil War, Nathaniel Pendergrass taught a school near the present Academy Church and at another one on the river west of Jefferson. In 1868, there were 2,439 free white children between the ages of 6-18 being taught in 28 schoolhouses. In 1915, the school population was 7,000 children being taught in 61 schools. The rural areas had a 23-week school system divided into two terms with time off for harvesting and the city schools operated a 36-week school system of one continuous term. A good example of a school house of this period is "Bachelors' Academy" located at the Shields-Ethridge Heritage Farm. "Bachelors' Academy" is a restored, two-room building that accommodated one teacher for seven grades.

1.2.4 Religion

Etoho Baptist Church, located at Hurricane Shoals, was probably the first church in the county. The church was established in 1788 and was moved in 1852 to its current site on the Jefferson-Maysville Road. The name was changed during the move from Etoho to Oconee Baptist. The second church was founded in 1795 as the Thyatira Presbyterian Church and is still in existence today, located three miles south of its original location on the Commerce-Jefferson Road. Cabin Creek Baptist Church was the third church, established in 1796. Crooked Creek Baptist Church was founded near an Indian village in 1803, off the Athens-Jefferson Road. The Academy Baptist Church, established in 1810, was located three miles north of Jefferson off the Jefferson-Gainesville Road.

The Jefferson Methodist Church was constructed shortly after Jefferson was incorporated in 1806, on the hill in Woodbine Cemetery in Jefferson. Sometime before 1850 the church was relocated to the present site on Martin Street in Jefferson. In 1925 a fire destroyed the church but in 1926 a new church building was constructed on the same site. Lebanon Methodist Church was constructed in 1835 of logs on a site located four miles southwest of Jefferson. Crawford W. Long attended this church. The Dry Pond Methodist Church was founded in 1827 and was the first church building made of long, straight pine logs. The Jefferson Baptist Church was built in 1866 on the site of the old Martin Institute on Martin Street. A larger building of brick was constructed in 1921 to accommodate the growing congregation. Other congregations active in Jackson County include Assemblies of God, Church of God, and Holiness.

Camp meetings were the only means of providing worship service for many residents. These were scheduled around crop production times and families would bring household goods, poultry, hogs, cows, and horses to the camp with them so that they wouldn't have to return home to care for them. Shelters were constructed of either canvas or rough boards and the meeting house was usually a brush arbor.

1.2.5 Transportation

Indian trails cross through Jackson County and have been the basis for many migration paths and trade routes as well as modern highways and railroad beds. As the population grew, roads were made to connect farms with cotton gins and village stores and towns with neighboring county seats.

By the 1830s, stagecoaches were in operation and Jefferson became an overnight stop on the Augusta to Dahlonega route. The Harrison Hotel and Bailey House served as inns for travelers on the stagecoach route.

The village blacksmith was invaluable for shoeing horses or making iron tires for wagon wheels. Wagons were a necessity for the farmer but a carriage was considered a luxury and taxed by the county. An intact c. 1900 blacksmith shop exists at the Shields-Ethridge Farm. A good example of a larger blacksmith shop was located in Braselton, but was destroyed in 1996.

The Gainesville Midland Railroad developed from the Gainesville, Jefferson, and Southern Railroad which had been organized in 1872. By 1883, the forerunner of the Gainesville-Midland line was moving passengers and freight from Gainesville to Jefferson and on to Athens in 1905. A branch line went to Social Circle. Many communities had passenger waiting rooms for the Gainesville-Midland lines. The trains for both rail lines were initially pulled by wood-fired steam engines and later converted to coal burning. Passenger and mail service was discontinued in the 1940s, but freight trains still operated.

The automobile transformed Jackson County and in the mid-1960s, Interstate 85 was opened which made the county accessible for new industry and homes. A county airport was built in 1957.

In Jackson County, several historic bridges remain that evidence the county's early road development. In particular, the double-arched bridge in Jefferson is significant as a historic structure. Local efforts have been made to preserve this structure.

1.2.6 Towns of Jackson County

The incorporated towns within Jackson County include: Arcade, Braselton, Commerce, Hoschton, Jefferson, Maysville, Nicholson, Pendergrass, and Talmo. The Town of Center relinquished its charter of incorporation and now has no city government.

ARCADE: Incorporated in 1909, Arcade is located along Highway 129 south of Jefferson. The corporate limits were established one-half mile in all directions from the Arcade Schoolhouse. Today, Arcade has five business establishments and a population of 223 people. The first city government was dissolved and later reincorporated.

BRASELTON: Braselton was incorporated in 1916 but the town dates back to 1884 when John O. Braselton opened a small store, six feet by six feet. John was joined in 1888 by his older brother Green, who helped John build a new store, measuring 14 by 16 feet. A third brother, W. H. Braselton, joined the partnership in 1891 and helped to build a third store of 22 by 50 feet. In 1894, the brothers expanded again under the "Braselton Brothers" and added 22 more feet to the store. In 1902, a railroad sidetrack was run to the store site and a warehouse was built to store items brought by the train. In 1904 the brothers erected their first brick store building which had three departments. They carried everything from groceries to shoes. The school was constructed in 1902 but was destroyed later by a tornado. The W.H. Braselton home is a two-story, Neoclassical building that is located south of the town's center. The city purchased the building in 1995, intending to rehabilitate the building for its adaptive-use as a city hall. Stabilization repairs to the building began in 1996 and will continue as funds become available from grant sources and the city's operating budget.

The Town of Braselton sought National Register listing for the W.H. Braselton home. Following a preliminary review from the Historic Preservation Division, all of the Town's historic resources are being considered for National Register listing as a historic district. This information is in the process of being completed.

CENTER: In 1906, the Town of Center was established with its town limits stretching one-half mile in each direction along the railroad and a one-quarter mile in each direction from the railroad, making the town one mile long and one-half mile wide. In 1960, Center had a population of 137 people. It has since abolished its city government.

COMMERCE: This is the largest town in Jackson County with a population of about 4,500. The settlement of Harmony Grove, as it was known earlier, dates back to 1810 when Eli Shankle and his wife Rebecca Hargrove camped near the Shankle Spring, living for some months under a brush arbor until he built a hewn pine log house. The central business district did not form until the 1850s when business was centered along State and Cherry Streets, known as the Athens and Clarkesville Road. Residential areas developed in areas surrounding the business center. Harmony Grove was incorporated in 1884 with corporate limits running one mile in each direction.

In 1872, a gazetteer described the town as a "post village," nine miles east of the county seat of Jefferson with a population of 300. The census of 1880 showed a population increase of 107 people. Gazetteers placed the population of nearly 500 and claimed that Commerce was a "prosperous town" with a Baptist and Methodist church, an excellent

high school, and steam, grist and saw mills. About 4,000 bales of cotton were exported yearly, along with large quantities of grain.

The Northeastern Railroad Company laid tracks through Harmony Grove from Lula connecting with Athens 18 miles to the south in 1876. The railroad routed through Harmony Grove, rather than Jefferson, largely due to the efforts of C. W. Hood and W. B. J. Hardman who guaranteed \$50,000 worth of stock for Harmony Grove. The depot was located on a tract of land donated by C. W. Hood. In 1895, Southern Railway purchased the Northeastern line. The railroad created a divided main street (Elm and Broad) and was the catalyst for commercial development in the town center. Merchants took advantage of the frontage and exposure provided by the railroad.

From 1875 until 1881 the "Northeast Georgia Progress" was published as the first newspaper. In 1888 "The Harmony Grove Age" began publication but was sold in 1891 to Dr. W. D. Hardman. It was reorganized and renamed "The Harmony Grove Echo" and was renamed in 1903 to "The Commerce News."

The Northeastern Banking Company was organized as Harmony Grove's first locally owned bank in 1892. C. J. Hood was the cashier and L. G. Hardman was president. In 1904, the First National Bank was organized with Dr. W. B. Hardman as president and W. L. Williamson as cashier.

In 1893, the Harmony Grove Mills was organized and was the first and largest industry during the Harmony Grove period. In 1917, Fred E. Durst of Winder started the Commerce Overall Company which manufactured "Gander Brand" overalls. In 1925, he was joined by A. D. Harris and the National Overall Company. The National Overall Company was the largest overall plant under one roof in the world.

Residential construction developed along the rail line to the north and south of town. In 1884, Harmony Grove incorporated and officially became a town. The Sanborn Insurance Maps of 1895 show 16 one and two-story brick commercial buildings within Commerce's central business district, predominately along Broad Street. In 1895, there were several general stores, two groceries, a harness shop, a hardware store, a drug store, a number of professional offices (doctors, lawyers), a men's clothing store, a furniture store, a printing shop, and a jewelry store.

During the 1880s and 1890s farmers from north Georgia and North Carolina passed through Harmony Grove on their way to southern livestock markets. Harmony Grove became a favorite overnight stop and farmers returned to Harmony Grove on their way home to purchase manufactured goods like cook stoves, plows, and cooking implements. Harmony Grove's economy was based on the production of fruit, vegetables, cotton, wheat, and livestock. From 1880 through 1910, Harmony Grove flourished as a cotton market, receiving cotton from Jackson, Banks, Madison and Franklin Counties. In c. 1919 a commercial peach industry began in Commerce.

In the ten-year period between 1890 and 1900, the population of Harmony Grove more than doubled from 611 to 1,454. In 1901, the second act of incorporation was passed which established the sewer system, water works, and electric lights. By 1904, the name of Harmony Grove was changed to "Commerce" to reflect the prosperity of the community. In 1907, a Fire Department was organized and a city fire ordinance passed stating that no building will be erected in a material other than brick, stone, or concrete (except residential buildings).

In 1906, the town contracted with the Harmony Grove Mill to furnish electric power and to install street lights. In 1917, Commerce constructed a power plant and manufactured their own electricity. By 1927, Commerce entered an agreement with Georgia Power. The town well was located in the town center at the corner of North Broad and State Streets, providing public water for all the residents of Harmony Grove.

Dr. Lamartine Griffin Hardman, a Commerce native and prominent physician, was elected as Governor of Georgia and served two terms from 1927 until 1931. He had previously served as a member of the State House of Representatives from 1902 to 1907 and the State Senate from 1908 to 1910.

The year 1910 showed the construction of the "Opera House," a three-story brick building in the downtown which provided the city with major entertainment for a decade. Prior to 1922, the venture failed and the seats were removed

to make way for a basketball court. The space was changed again in the late 1920s into "Sander's Sanatorium," and in 1923 the upstairs was used to house convicts who were paving Commerce's main street.

During the nationwide Depression, Commerce seemed to grow. The population doubled again from 1900-1930 with a total of 3,002 people. Jobs were available in the area, especially with the Commerce National Manufacturing Company which expanded its operation and took over the warehouses on State Street. The National Overall Company factory on View Street became a cotton warehouse but returned into service as an operating plant.

In 1936, a small, brick industrial building was built facing Cherry Street (across from the Presbyterian Church) to house the Siticide Company, a producer of a formula to cure "scabies." Scabies was a "parasitic itch" and the product was shortened from parasiticide to "Siticide" in 1924.

In the 1980s, Commerce received national recognition as the setting for Olive Ann Burns' acclaimed novel, *Cold Sassy Tree*. In conjunction with this, Commerce has a fall festival called Cold Sassy Days.

Now a Mainstreet city, Commerce also has a Downtown Development Authority which is working to revitalize the downtown, both in terms of economic development and infrastructure enhancements. A large section of the downtown has been listed on the National Register of Historic Places as the Commerce Commercial Historic District.

HOSCHTON: Hoschton was named for its early pioneer families. Four Hosch brothers operated saw mills and farms and in 1865 built a store at the crossroads of Hog Mountain and Gainesville Road, a mile from their plantation home. In 1881, the brothers obtained the right-of-way for the Gainesville-Social Circle Railroad to come through the community. A depot for the new railroad was constructed by the Hosch family between 1881 and 1891. The family also gave land for a town square, streets, a community church, schoolhouse, and city cemetery. A new store building was constructed and named "Hosch Brothers." The "Hosch House" was constructed as the town hotel.

Hoschton was incorporated in 1891 with city limits that ran three-quarters of a mile in every direction radiating from the depot. Hoschton once bustled with banks, cotton gins, cotton oil mills and Gainesville-Midland Railroad traffic. The population, according to the 1990 Census, is 642.

In 1942, A. W. Thompson Breeders, Inc., was located in Hoschton and was the first pedigree poultry breeding farm in Georgia. They were also considered to be one of the top ten poultry breeders in the United States at that time. In 1959, the Landress-Smith Corporation began a textile operation. The building now serves the National Mill Company which winds industrial sewing thread.

JEFFERSON: Originally known as Thomocoggan, when an Indian village, then "Jeffersonville" from 1805 to 1810, and then "Jeffersonton" from 1810-1824 and finally "Jefferson" in 1824, this city is the oldest remaining city in Jackson County. In 1806, Jefferson was chartered as the official county seat with a population of 287.

Many newcomers came to Jefferson on their migration westward. One of the few who came and made a lasting impression was Dr. Crawford Williamson Long who, on March 30, 1842, was the first man to use ether for anesthesia. Dr. Long served as the village doctor for Jefferson, where he and his family lived for nearly ten years.

In the antebellum period more and more people began to reside in Jefferson. The architectural style of the day was Greek Revival, to honor our nation's spirit of independence. The Ethridge-Gurley House on Lee Street, the Pendergrass Store on the square, and the Jefferson Presbyterian Church on Washington Street are examples of this style. In 1835, the Joshua Randolph family built a large house which faced south on the town square. After the Civil War, the house was converted to an inn to accommodate the stagecoach traffic. The house passed down through the family, changing names, until finally being known as the Harrison Hotel in 1892. In 1957, the Harrison Hotel was demolished. There were several other stagecoach inns in town as Jefferson was a stop on the route between Augusta, Athens, and the gold regions in the mountains.

There was no fighting in the area during the Civil War, but Jackson County contributed to the war effort in manpower and materials. Many Confederate soldiers are buried in the Woodbine Cemetery.

A new period of growth occurred in the 1870s. Homes were constructed along the Washington and Athens roads as well as town houses for farmers who resided in the county. The courthouse was dismantled and rebuilt in the Italianate Style on a new site in 1879. Today, the Jackson County Courthouse is one of Georgia's oldest remaining courthouses in use. It is listed on the National Register of Historic Places.

The Gainesville-Midland Railroad was built through Jefferson in 1883. The railroad transported passengers, freight, and mail from Jefferson to Gainesville and south to Social Circle. By 1905, the section of the railroad serving Monroe to Social Circle was sold to the Georgia Railroad and the track in Jackson County was widened. Freight and passenger depots were located at Jefferson, Pendergrass, Talmo, Braselton, Hoschton and other places had small waiting rooms. In 1943, the passenger and mail service was discontinued and in 1958 Seaborn Air Line purchased the railroad. The spur tracks in Jefferson were removed in the late 1960s, but the depot remains and currently serves as the town library.

Jefferson Mills, established in 1899, remains as the oldest industry in town. A mill village was constructed around the Victorian era brick mill and contributes two distinctive building types to Jefferson. The Bryan family, owners of Jefferson Mills since 1916, sold the mill business to Texfi Industries in 1990.

Most of the present commercial buildings in the central business district were constructed between 1890 and 1910. Wooden structures had formerly occupied much of this area but were replaced by brick buildings for fire protection. Most of the brick buildings have arched windows and chimneys to accommodate the fireplaces needed for every room. Some buildings have patterned brickwork. During this period, the public square was changed to add two monuments: an obelisk which commemorates Crawford Long and a Confederate monument with a soldier facing north up the Gainesville Road. The statue stood from 1912 until 1940 when it was accidentally toppled.

Telephone service began in Jefferson in 1895 when a toll line was constructed from Harmony Grove (Commerce). In 1919, the Jefferson Telephone Company was chartered and operated until about 1926 when it was sold to the Commerce Telephone Company. The first electric power came to Jefferson in 1913 with the establishment of The Jefferson Electric Company. Around 1925, the Electric Company was sold to the Georgia Power Company. New houses were constructed up and down the main highways leading into and out of town. Many of these early twentieth century houses remain, with some lost to demolition for the central business district.

The Jackson Herald began operation on June 12, 1875 as The Forest News. It continues to serve as the legal organ of the county.

In the late 1940s, many streets were paved for the first time. Commercial areas expanded into residential areas, replacing houses. Trees were removed along a portion of Washington Street and from around the public square. In 1962, the traffic pattern was altered when the square was reduced to a median and a stoplight was placed at the intersection of Lee and Washington Streets.

Many of Jefferson's local citizens were instrumental in enacting a Historic Preservation Ordinance in 1986 which established the Jefferson Historic Preservation Commission (JHPC). To date, two local historic districts have been designated (the Downtown Historic District and the Washington-Lawrenceville Historic District) and Woodbine and Paradise Cemeteries have received local historic landmark designation. A Preservation Action Plan for Jefferson was written in 1990 which the JHPC is following to carry out further protection of Jefferson's historic resources.

In 1995, the Preservation Commission received funding to prepare a National Register nomination for the Jefferson Historic District. The nomination is in the process of completion for submission to the Historic Preservation Division (HPD). National Register listing for a Jefferson Historic District would make many properties eligible for tax-incentive programs.

MAYSVILLE: Maysville is the second oldest town remaining in Jackson County and was incorporated in 1879 with a population of 150. The original city limits radiated three-quarters of a mile from the depot. The Town straddles the Jackson-Banks County line. Maysville is officially part of Banks County and the Georgia Mountains Regional Development Center.

During the mid-1800's, Abraham Atkins operated the only brick store north of Athens, which caused Maysville to be referred to as "Brick Store." The Mays family owned the land in the area and gave the town its name. The Northeastern Railroad which connected Richmond and Danville Air Line Railroad at Lula, Georgia, was built through Maysville in the mid 1870s and the railroad was the catalyst for development. Churches were constructed for the Presbyterian, Baptist, Methodist, and Christian congregations between 1878 and 1903. Maysville was a cotton center and housed cotton gins, cotton oil mills, a broom factory, chair factory, roller mill, mop mill, and other businesses. Population reached a peak in 805 in 1910 but has declined steadily since then with a current population of 728.

NICHOLSON: Just north of Center, the town of Cooper established a post office. The town was named after the large Cooper farm in that area. The local residents wanted the railroad depot in their area, so they petitioned the local "railroad man" (Mr. Nicholson) to get a fuel stop located in their town. Mr. Nicholson was successful and the town was officially named Nicholson in 1882. In 1907, the town was incorporated with the depot as the official center. Primarily a farming community, some business has located there. The Depression devastated the community in Nicholson. The current population is about 535.

PENDERGRASS: Garden Valley was the name of this community in the late 1700s and through most of the 1800s. The name was changed to Pendergrass to honor Franklin Lafayette Pendergrass, a prominent businessman who was a director of the Gainesville, Jefferson, and Southern Railroad. The town was incorporated in 1891 and has retained its depot which serves as the center of the city limits. The depot was recently refurbished as the Pendergrass Civic Center.

Pendergrass was at its peak in the early 1900s and was a prosperous small town. It had an oil mill, two gins, two buggy factories, three doctors, a bank, a telephone exchange, a veterinarian, three hardware stores, a furniture store, five general merchandise stores, a blacksmith shop, a hotel, a Methodist Church, a Baptist church, a calaboose, and a warehouse that held 15,000 bales of cotton. Pendergrass was also known for its fine cotton and the town centered around the cotton farmers and their needs. In 1852, William M. Smith moved from South Carolina to Jackson County, near Pendergrass. He was reported to be the first farmer in the area to raise a large amount of cotton, therefore, he was named "Cotton Billy" Smith. Cotton production declined with the advance of the boll weevil and has been replaced by poultry production. The town contained several businesses and banks and its commercial district is still intact along Highway 129. The Smith Bridges Hatchery, a local concern, was the main industry. Now a major employer is the Wayne Farms processing plant. The 1990 Census gives the population for Pendergrass as 300.

TALMO: Located 10 miles north of Jefferson and 13 miles south of Gainesville, Talmo was first settled by a land grant to Stephen Whitmire in 1816 for 375 acres. The name of Talmo is derived from the Creek Indian word, "Talomeco," meaning "home of the Chief Talassee." The first recorded settlers arrived around 1840 and by 1865 the Civil War had left 15 widows in the small community. In 1866 the Rev. W. H. Bridges, Sr., moved to Talmo and is credited for bringing growth to the area. He encouraged the citizens to build a log schoolhouse and in 1872, the Mountain Creek Church was organized and met in this building.

Talmo has one store and a railroad line in 1896. By 1905, growth in Talmo produced two large stores, a post office, a blacksmith and repair shop, a large ginning plant, a railroad depot, two large warehouses, a rock quarry, a guano company, and a schoolhouse. "Talmo cotton" was well known as one of the finest varieties of short staple cotton. The Pacolet Cotton Company relocated its mill from New England to Gainesville, Georgia, to be near the Talmo Cotton District. Unfortunately, the boll weevil also migrated into the area and decimated the cotton fields between 1919 and 1920. The cotton industry was never the same. Other businesses in Talmo have been the McEver Packing Company which packaged homemade sausage. This was later sold to Gold Kist and then to Mott's Food Company, which operates a chicken products processing plant.

The town of Talmo was incorporated on August 9, 1920 and the corporate limits extend four-tenths of a mile in every direction from the depot. The charter was relinquished but in the late 1980s the town reincorporated.

In 1995, National Register listing was sought for the Talmo Historic District. The district was listed in 1997 and includes numerous residential and commercial properties. Properties located in the historic district are eligible for tax

incentives for rehabilitation projects from the state and federal government. (See "National Register of Historic Places" section for further information).

1.3 Jackson County Survey of Historic Resources

In 1976, Jackson County's historic buildings were surveyed to identify properties that appeared eligible for listing in the National Register of Historic Places. The survey was sponsored by the Department of Natural Resources. Information on each surveyed building includes an estimated date of construction, description of architectural features, and condition of building. In Jackson County, 209 historic buildings were surveyed. In Commerce, 53 buildings were surveyed and 51 buildings in Jefferson. Information regarding the current condition of these 313 historic buildings is unavailable. The survey's information is obtainable at the Historic Preservation Division and the Northeast Georgia RDC. The location and distribution of these historic resources can prove useful as a planning tool for both city and county projects.

Since 1976, many of the county's and cities' historic buildings have been changed, either physically altered or destroyed. In addition, many buildings not included in the 1976 survey need to be identified and recorded; a new updated survey is needed for the county and individual cities.

The Historic Preservation Division (HPD) within the Department of Natural Resources still funds and administers a survey program. Applications for survey funding are available from HPD and the Northeast Georgia RDC.

1.4 Archaeological Resources

In Jackson County, historic resources also include archaeological sites. Many of these sites evidence the county's history related to Native-American history. It also may include sites that evidence prehistorical sites that evidence earlier civilizations. These sites are important for the potential information they may yield about native cultures.

Prehistoric and historic archaeological sites have been identified in Jackson County. The Georgia Archaeological Site File identifies 181 known sites (1996). This list is not definitive or complete. It does not include all archaeological sites, but known or documented sites. Specific information regarding these sites "exists for the use of individuals, government agencies, and organizations that are engaged in legitimate research and cultural resource management activities." (Site File Policy statement, 1996.) Research is available on a fee basis and at the discretion of the Georgia Archaeological Site File.

The "Georgia Archaeological Site File is useful in gaining a preliminary understanding of the distribution of archaeological resources in a given area." (Site File Policy statement, 1996.) However, "the absence of archaeological sites in the area of interest does not necessarily mean that no sites are present, but simply that none have been reported to the Site File." (Ibid.) The Georgia Archaeological Site File does provide a good resource for investigating proposed land-use changes that may cause significant ground disturbances and impact known archaeological resources. The Site File is located in Athens and may be contacted at the following address: Georgia Archaeological Site File, c/o Dr. Mark Williams, UGA Riverbend Research Labs, 110 Riverbend Road, Athens, Georgia 30602-4702. (706) 542-8737.

If archaeological sites are accidentally discovered by amateur archaeologists, they may be documented and reported to the Georgia Archaeological Site File using their site file form. These forms are available through the Site File or the Northeast Georgia RDC. Accidental discoveries should also be reported to the Department of Natural Resources/Historic Preservation Division, 500 The Healey Building, 57 Forsyth Street, Atlanta 30303. Archaeological sites and cemeteries are protected by Georgia Law in OCGA 12-3-620 to 621 and OCGA 36-72-1 to 36-72-16.

1.5 National Register of Historic Places

The National Register of Historic places is our country's list of historic resources that are worthy of preservation. The list is maintained by the U.S. Department of the Interior and the National Park Service. In Georgia, the National Register program is administered by the Historic Preservation Division (HPD) of the Department of Natural Resources.

To be listed in the National Register, a property must meet the National Register criteria for evaluation. These criteria require that a property be old enough to be considered historic (generally at least 50 years old) and that it still look and appear as it did in the past. In addition, the property must (a) be associated with events, activities, or developments that were important in the past; or (b) be associated with the lives of people who were important in the past; or (c) be significant in the areas of architectural history, landscape history, or engineering; or (d) have the ability to yield information through archaeological investigation that would answer questions about our past.

National Register listing does not place obligations or restrictions on the use or disposition of an individual property. National Register listing is not the same as local historic district zoning or local landmark designation that protects listed properties with design review. Properties listed in, or eligible for, the National Register are subject to an environmental review for projects using federal funds--regardless of the amount. National Register listing does not encourage public acquisition of or access to property.

Properties listed in the National Register qualify for both state and federal grant programs. These programs offer financial incentives for the repair and rehabilitation of listed properties.

In Jackson County, the following historic resources are listed in the National Register of Historic Places. Following the name of each property is a brief description of the property and related information. Locations for these properties are identified on the map at the end of this element.

Seaborn M. Shankle House is a building originally constructed in 1840 and enlarged in the 1970s. The property includes the Shankle family cemetery and an outbuilding. The house was constructed by Seaborn Shankle who operated a mercantile business in the area until his death in 1885 and remained a prominent member of the Harmony Grove Community (later named Commerce). The Seaborn M Shankle House was the first property in Jackson County listed in the National Register on November 29, 1979 and included 1.3 acres of land.

Hillcrest/Allen Clinic and Hospital is a Neoclassical-styled building constructed between 1914-1917 and located in Hoschtton. The building was originally owned and used by two doctors, L.C. and Myron Allen whom specialized in early radium procedures in the treatment of tumors. The hospital was known regionally and state wide, attracting patients from all areas of the state. The property, at the time of its National Register listing on May 2, 1985, covered 6.11 acres and included seven outbuildings. It is also considered regionally significant and included in the Northeast Georgia Regional Comprehensive Plan as a regionally significant historic resource.

Gov. L. G. Hardman House is a two-story brick house constructed in 1921 and Mediterranean or Mission architectural style and located in Commerce. The house was the home of Dr. Hardman, who was a noted physician, successful businessman, and politician--serving in the Georgia House of Representatives and as the Governor of Georgia. The property includes five acres of land and was listed on June 16, 1988.

Commerce Commercial Historic District comprises late 19th and early, 20th-century buildings covering approximately 9 acres in downtown Commerce. Most of the buildings are of brick construction and several with cast iron storefronts. The district is situated within an area that is characterized by its irregular street patterns, varying from the more typical grid pattern commonly found in commercial districts. The district was listed in the National Register on January 19, 1989.

Holder Plantation is a c. 1867 rural farmhouse that includes numerous outbuildings and landscape features related to its use as a farm during the 19th and early 20th centuries. The property, at the time of its listing on September 5, 1990, included 27.54 acres of land. It is also considered regionally significant and included in the Northeast Georgia Regional Comprehensive Plan. Holder Plantation was recognized as a Centennial Farm in 1993.

The Shields-Ethridge Heritage Farm is a farm complex that was originally settled in c. 1800 and includes over 20 buildings and numerous structures and landscape features. The Farm was also recognized as a Georgia Centennial Heritage Farm by the Department of Natural Resources in 1993. It was listed in the National Register on June 25, 1992 and a portion of the Farm was subsequently deeded to The Shields-Ethridge Farm Foundation, Inc.--a nonprofit organization. The Foundation manages a portion of the original farm and provides tours and hosts annual events that are open to the public. The farm complex, as a whole, is in the process of being restored for its use as an outdoor agricultural museum. The Shields-Ethridge Farm is included in the Northeast Georgia Regional Comprehensive Plan as a regionally significant historic resource.

The Williamson-Maley-Turner Farm is an early 20th farm that includes several significant outbuildings used as part of the farm's dairy operations. The main house is a Craftsman-styled building and constructed in 1913. The farm includes a distinctive round barn that is significant for its uses in experimental agricultural technologies. (NR10) At the time of its National Register listing on July 7, 1995, the farm property covered approximately 50 acres of land. It is also identified as a regionally significant historic resource in the Northeast Georgia Regional Comprehensive Plan.

The Talmo Historic District is a small district comprising approximately 40 acres and including ten historic buildings that evidence two periods of development in 1866 and 1883. Talmo is representative of a railroad community that developed as a crossroads community. The community also evidences cotton production in Jackson County, as the location of the high quality of cotton grown and known as the "Talmo Cotton District."

1.5.1 Future National Register Listings:

In Jackson County and its cities, there exist historic resources that are not listed in the National Register, but may be eligible for future listing if nominations were prepared. These properties include the following:

Braselton Historic District: The immediate area of the Braselton Brothers Store, W. H. Braselton Home and several other historic resources could be nominated as a potential National Register district.

Sells Community: A small farming community with tenant houses, store, and farmhouse.

The Duke Farm: Sometimes known as the Hallelujah Farm, it is located on Highway 60 and was the site of one of the official state distilleries.

The Jefferson Historic District: This potential district is in the process of review by the Historic Preservation Division (HPD).

The Hoschton Depot: A local group has organized itself with the intention of nominating the depot to the National Register.

Shankle Heights Historic District: Located on Victoria and Elizabeth streets and comprised of c. 1920-1942 residential buildings with several Neoclassical homes.

Washington Street Historic District: A small residential district located along Washington Street and south of Elm Street.

Old Broad Street Historic District: Comprised of several historic buildings located near the L. G. Hardman House. These properties could be individually listed or included in a district.

Broad Street Properties: Several buildings dating to c. 1894 are located on Broad Street and between Elm Street. These buildings may be eligible for individual National Register nominations.

In Georgia, The Historic Preservation Division (HPD) of the Department of Natural Resources administers the National Register program. Individual property owners interested in listing a historic resource in the National Register are required to complete either a historic property information form (HPIF) or historic district information form (HDIF) that

details the properties history, significance, and related information. These forms are submitted to HPD for review to determine if the property meets National Register criteria and is documented to National Register standards.

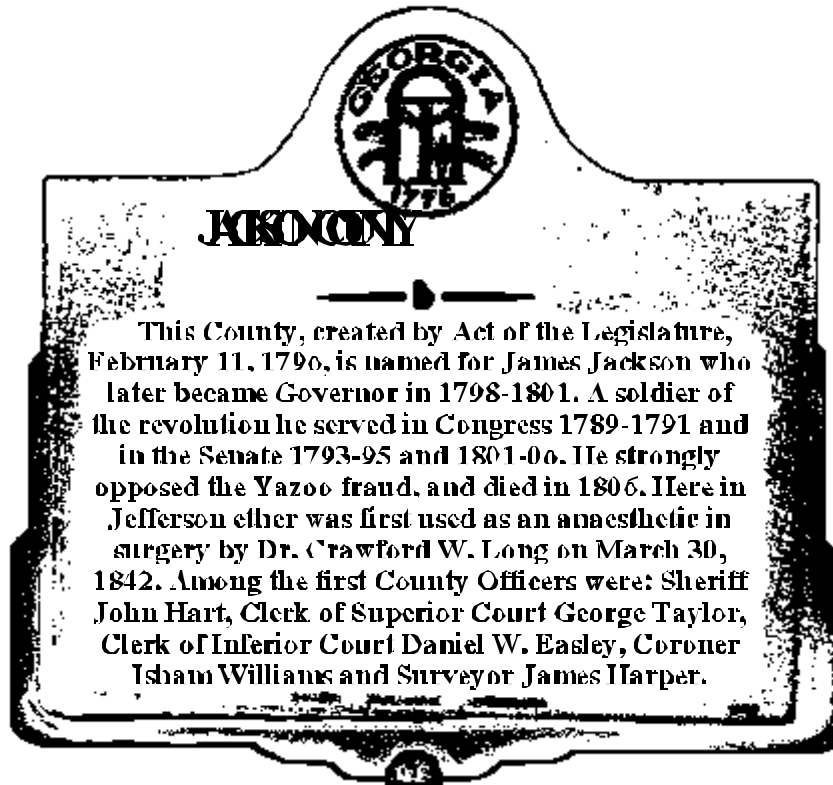
Information regarding listing a property on the National Register is available from the RDC's preservation planner or HPD. Additionally, information regarding the benefits of National Register listing is available from these two sources.

1.6 Historical Markers

Official Georgia Historical Markers across Georgia are easily recognized as square, green-metal signs with the Georgia State Seal at the top. These signs were first erected in 1952 by the newly established Georgia Historical Commission. The purpose of the marker program was to provide "simple recognition, which serves to identify and encourage the preservation of the wealth of historical resources in Georgia. Markers are an effective way to inform both residents and visitors alike about significant places, events, and people in Georgia's past." The program is presently administered by the Department of Natural Resources, Parks, Recreation and Historic Sites Division. Lost or damaged markers should be reported to the Georgia Department of Natural Resources.

In 1996, the Georgia legislature did not approve continued funding for the Georgia Historical Marker program. The marker repair shop was eliminated and funds were not appropriated for erecting any new markers in the state of Georgia after July 1, 1996. The program, as a result of the fiscal year 1997 budget, only provides maintenance and information for previously erected markers.

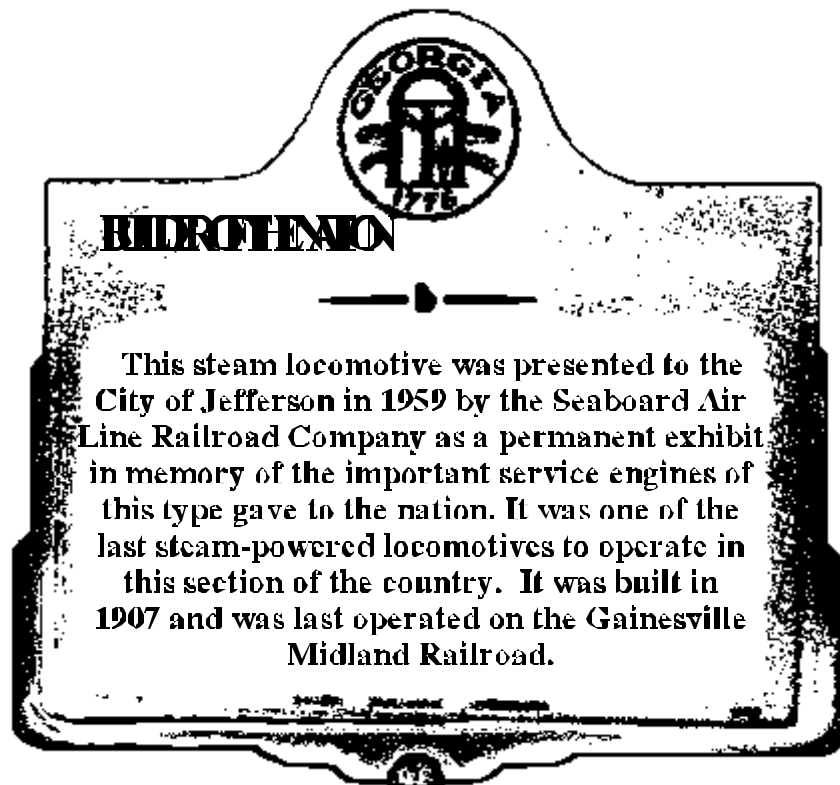
In Jackson County, three markers have been erected. The following provides the name, inscription, and location of posted markers:



(JEFFERSON: Located at Washington Street and North Avenue on the courthouse lawn. GHM 078-1, 1954.)



(COMMERCE: Located on U.S. 441 at Pittman Creek Roadside Parks, 2.3 miles east of I-85. GCG 078-99. 1975.)



(JEFFERSON: Located on U.S. 129, 0.7 miles west of the courthouse. GHM 078-98.)

1.6.1 Landmark Sites

Braselton:

Braselton Store: The site of the Braselton brothers enterprise, dating back to 1884.

State Arboretum: A 318-acre forest deeded to the University of Georgia in 1980 from the estate of Jason Newton Thompson. The forest is two miles southwest of Braselton and includes more than 100 species of native Georgia trees.

Green Braselton House: This Neoclassical house was built in 1918 for Green Braselton, one of the three Braselton brothers.

John O. Braselton House: Built in 1904, this neoclassical house was the home of John O. Braselton, the youngest of the three brothers who began the firm of the Braselton Brothers.

W. H. Braselton House: This home of the eldest brother, W. H. Braselton, was built in 1910 in the Neoclassical style.

Commerce:

Seaborn M. Shankle House: Located at 125 Cherry Street, Commerce, this is the house built in 1840s by the son of one of the first settlers in the Harmony Grove area. S.M. Shankle was instrumental in the establishment of the commercial activity in Harmony Grove. Listed on the National Register of Historic Places.

Governor L. G. Hardman House: Located at 208 Elm Street in Commerce, the Hardman Houses is significant in politics/government and architecture. It is a fine example in Georgia of the use of the Mediterranean style for a domestic structure. It is also one of the few surviving works of Leroy C.Hart, a Georgia-born and Georgia-educated architect. The house is significant in government as the home of L. G. Hardman who served as Governor of Georgia from 1927 until 1931. Listed on the National Register of Historic Places.

Commerce Commercial Historic District: This district is situated along the ridge which is followed by the railroad and is the dividing watershed for three rivers. The irregular street pattern is due to the city being at the site of a confluence of several wagon roads which were later intersected by the railroad. The district consists of historic brick structure of mixed use. It is listed in the National Register as a historic district.

Hoschton:

Hillcrest/Allen Clinic: Located at the corner of GA 53 and Peachtree Road, Hoschton, this two-story brick Neoclassical house with a wraparound one-story porch and two-story front portico is significant as a fine example of an adaptation of the Neoclassical style of the turn of the century. It is also significant for its social/humanitarian history in its association as a clinic for the early treatment of tumors with radium. The house was a seat for a 2000 acre farm which produced cotton, corn, and other products until the Depression forced it out of production. Listed in the National Register of Historic Places.

Sells Community: Located off Highway 53 south of Hoschton near the intersection of Watkins and Jackson Trail roads. This community began as a dairy farm. The owner's main house, a store, and tenant houses comprise a historic district.

Jefferson:

Bruce Home: Washington Street, Jefferson. Built 1875 with Greek Revival fluted Doric columns and pilasters with a full-height porch.

Crawford W. Long Museum: Located in Jefferson, this three-building complex includes the Pendergrass store of 1858 and the two story drugstore/office building built by Dr. J. B. Pendergrass in 1879. The museum is located on the site where Dr. Crawford W. Long performed the first operation with ether anesthesia on March 30, 1842.

Ethridge-Gurley House: Located in Jefferson and built in c. 1836, it is the oldest existing house in Jefferson.

Holder Plantation: Located three and one-half miles northwest of Jefferson on Highway 129, the Holder Plantation consists of an I-house with a one-story rear ell, numerous historic outbuildings, and surrounding pasture and woodlands which at one time made up a working cotton plantation. The main house dates from c. 1867 and is a two-story, frame, one-room deep addition to the 1850s structure which forms part of the rear ell. The son of one owner was John N. Holder, longtime owner/editor of The Jackson Herald and five time candidate for Governor. Listed on the National Register of Historic Places.

Jackson County Courthouse: One of the oldest courthouses still in use. Built in 1879 by W. W. Thomas with locally made bricks from the 1820 courthouse. Listed in the National Register of Historic Places.

Jefferson Depot: One-story frame building with a hipped standing seam metal roof supported by large brackets under the eaves, now houses the Public Library.

Jefferson Downtown Historic District: A locally designated district of Jefferson which includes the downtown commercial district and historic residences. Included in this district are the Ethridge-Gurley House (c. 1836) and the Ethridge-Daniel House (1910) on Lee Street, the Pendergrass-Snare House (1893), and the Smith House (1913) on Sycamore Avenue. The downtown local historic district also contains the Crawford W. Long Museum complex located on the former site of Dr. Long's office on the public square. Open since 1957, the Museum commemorates Long's discovery of ether's use as an anesthetic and the first painless surgery which took place March 30, 1842. The original museum building was constructed in 1879. Incorporated as part of the museum in 1987, the Pendergrass store was largely built in 1858.

Williamson-Maley-Turner Farm: Located on Georgia Highway 15, the Commerce-Jefferson Road, this round barn was built to serve as a dairy barn. It was modeled after round barns seen in the northern states and is now used as a furniture store.

Shields-Ethridge Farm: Located two and one half miles south of Jefferson, southwest of the intersection of U. S. 129 and Ethridge Road. The main house was built in 1866. Its plantation plain facade was changed to represent the Neoclassical style in 1914. Over 60 other structures are part of this historic district listed in the National Register of Historic Places. Tenant houses, a two-room schoolhouse, barns and storage buildings are complemented by a cotton gin complex, a commissary and grist mill/hammer mill operation which served the surrounding farm population. The property has been a working farm since 1799.

Washington Lawrenceville Historic District: This locally designated residential district in Jefferson contains a mixture of late 19th and early, 20th-century homes as well as two historic districts.

Turner Goodwin House: Located on Lawrenceville Avenue.

Nicholson:

Freeman House: One of the oldest houses in Jackson County and built of hand-hewn logs.

Jackson Trail: The old Indian trail that crosses through Jackson County.

1.7 Georgia Centennial Farm Program

In the state of Georgia, farms that contribute to the state's agricultural heritage are recognized by the Georgia Centennial Farm Program. This program is administered by the Historic Preservation Division, Georgia Department of Natural Resources in cooperation with the Georgia Farm Bureau Federation, the Georgia Department of Agriculture, the University of Georgia, College of Agriculture and Environmental Services, the Georgia National Fair and the Georgia Forestry Commission.

The program recognizes farms through three types of award categories: (1) the Centennial Heritage Farm Award, (2) the Centennial Farm Award and (3) Centennial Family Farm Award. Each category requires that eligible farms use a minimum of 10 acres for agriculture production or earn \$1,000 in farm generated income. Other requirements pertain to each category involving ownership and National Register listing as follows: Centennial Heritage Farms, owned by members of the same family for 100 years or more and listed in the National Register; Centennial Farm Award, at least 100 years old and listed in the National Register; and Centennial Family Farm, owned by members of the same family for 100 years or more and not listed in the National Register. Farms awarded a Centennial Heritage Farm Award receive a bronze plaque from the Historic Preservation Division.

In Jackson County, four farms are recognized as Georgia Heritage Farms from the three categories. These farms include:

Centennial Heritage Farms

, The Shields-Ethridge Farm

Centennial Farms

, Holder Plantation

Centennial Family Farms

, Sarah & Clarence Carson Farm

, Johnson Farm

Jackson County's history indicates that farms played an important role in its economic development during the 19th and 20th centuries. Farms also comprise many of the county's historic resources as well as cultural landscapes. Farms in Jackson County, more generally, contribute to its rural character and its inherent qualities. The recognized farms not only represent important cultural resources, but may possess opportunities related to tourism and promoting the county's quality of life.

Because of Jackson County's strong associations to agriculture, many other farms may be eligible for recognition by the Centennial Farm program. The following farm is identified as potentially eligible for Georgia Centennial Farm Awards:

, The Duke Farm

For this farm, the preparation of a Georgia Centennial Farm awards application should be considered by the individual property owner or interested organization(s) with permission from the owner(s).

1.8 Georgia Mainstreet Program

The Georgia Mainstreet Program is a statewide program that operates under the National Trust for Historic Preservation's National Mainstreet Center. The program began in 1980 and is based on a comprehensive strategy of work that is geared toward local needs and opportunities. The strategy includes a four-point approach for encouraging economic development in historic downtowns: (1) design (2) organization (3) promotion (4) economic restructuring.

Commerce participates in the Georgia Mainstreet Program and employs a Mainstreet manager who coordinates preservation efforts in the commercial downtown. The Mainstreet Manager is the first point of contact for any business or individual interested in historic properties in the downtown commercial historic district. The program recently has been involved in making streetscape improvements to the historic downtown with funding assistance from an Intermodal Surface Transportation Efficiency Act (ISTEA) grant and a locally-funded streetscape master plan. As a result of these capital and aesthetic improvements and enhancements, the downtown has enjoyed greater popularity. The demand for commercial and residential properties has increased. The Commerce Mainstreet program also provides facade grants that have increased over the years to a current level of \$5,000 as part of a 50/50 matching share. This program allows property owners in the district to receive a local grant to make repairs and improvements to historic facades. The improvements must follow local preservation guidelines established by the Mainstreet program. A map of the Commerce historic district and Mainstreet area is included in the map section.

1.9 Certified Local Governments

The Certified Local Government (CLG) program was created by the National Historic Preservation Act Amendments of 1980 in order to formally establish a federal-state-local preservation partnership. The amendments outline five broad standards that must be met by a local government in order to be granted "certified local government" status. These standards include, (1) enforcing appropriate state or local legislation for the designation and protection of historic properties, (2) establishing an adequate and qualified historic preservation review commission by local legislation, (3) maintaining a system for survey and inventory of historic properties, (4) providing for adequate public participation in the local historic preservation program, including the process of recommending properties to the National Register of Historic Places, and (5) satisfactorily performing the remaining responsibilities delegated to it by Federal and State governments. The role of "certified local governments" in the federal-state-local partnership involves, at minimum, the responsibility for review and approval of nominations of properties to the National Register of Historic Places, and the eligibility to apply to the State Historic Preservation Officer for matching funds reserved for "certified local governments."

In Georgia, the Certified Local Government program is served by the Office of Preservation Services located at the University of Georgia in Athens. This office can provide guidance and technical service related to CLGs. They also provide grant applications and information for preservation projects.

In Jackson County, Jefferson and Commerce are listed as CLGs. These cities are eligible for Historic Preservation Fund grants for a variety of preservation projects. The grant program requires a 40 percent local cash match. CLGs can apply for specific types of projects, determined by their assigned category that is based on past preservation efforts. Grant applications are typically due in March of each year.

1.10 Other Historic Preservation Grant Programs

Funding for historic preservation projects and initiatives is available from a variety of sources. From the public sector, funding programs are provided from federal and state sources, as well as from nonprofit national and state preservation organizations and privately-funded foundations.

The Task Force believed sources of funding are needed by residents to assist in historic preservation projects. Members similarly requested that a range of possible sources of funding be included in the Jackson County Comprehensive Plan. The following is a selected listing of some of these funding programs, including contact information for each.

Federal Agencies and Programs

U.S. Department of Agriculture Contact: 14th Street and Independence Avenue, S.W.
Washington, D.C. 20250
(202) 720-8732

Rural Housing Preservation Grants: Grants for the rehabilitation, preservation, or modernization efforts for low-income housing. Contact FmHA.

U.S. Department of Education Contact: 400 Maryland Avenue, S.W.
Washington, D.C. 20202
(202) 708-5366

Institutional Conservation Program: Grants for the analysis of ideal conservation methods in a specific public building, school or hospital, as well as the actual implementation of such conservation. Contact State Energy Office.

U.S. Department of Housing and Urban Development Contact: 451 7th Street, S.W.
Washington, D.C. 20410
(202) 708-1112

Community Development Block Grant Program: Grants for a wide range of activities, such as restoration and preservation, designed to improve community development. Contact local community development agency office.

Historic Preservation Loans: Loans for the preservation, rehabilitation, or restoration of historic residential structures. Contact HUD regional office.

HOME Investment Trust Fund: Funds are first allocated as matching block grants to states and large cities and then redistributed. HOME offers a number of programs, including rental rehabilitation, home repair for older and disabled homeowners, urban homesteading, and rental housing production. Contact HUD regional office.

U.S. Department of Interior Contact: P.O. Box 37127
National Park Service Washington, D.C. 20013-7127
(202) 208-4747

Historic Preservation Grants-in-Aid Program: Grants for equipment, materials, architectural planning, and construction necessary for the restoration, acquisition, or development of historic properties. Contact state historic preservation officer.

National Historic Landmark Program: Advisory services and counseling to study and identify historic landmarks. A bronze plaque and certificate are presented to selected landmarks at a formal ceremony. Contact regional Park Service office.

National Natural Landmarks Program: Technical information to help designate natural landmarks and to preserve those already selected. Contact regional Park Service office.

National Register of Historic Places: Advisory services and counseling to determine a property's eligibility for inclusion in the National Register. Contact regional Park Service office or state historic preservation office.

Outdoor Recreation Grants: Grants for the acquisition and development of public outdoor recreation and facilities such as inner-city parks, swimming pools, and picnic areas. Contact regional Park Service office and ask for the state liaison officer.

Urban Park and Recreation Recovery Program: Funds for the rehabilitation and improvement of existing park and recreation systems. Contact regional Park Service office.

Independent Federal Agency Programs

ACTION, Federal Domestic Volunteer Agency: ACTION is a federal organization created by Congress to increase nationwide volunteer efforts as a solution to societal problems. ACTION programs award funding and service to those organizations and individuals who resourcefully use volunteers to carry out their projects. Contact: 1100 Vermont Avenue, N.W., Washington, D.C. 20525, (202) 606-5135

Mini-Grants Program: Grants for projects that use volunteers to solve community problems. Contact ACTION state office.

Retired Senior Volunteer Program: Grants for projects that create community jobs for people over the age of 60. Contact regional ACTION program office.

Student Community Service Project: Grants for student volunteer community service projects that address poverty. Contact: (202) 634-9424

Federal Highway Administration: Federal Highway Administration (FHA) programs focus on construction, reconstruction, and improvement of roads, as well as landscaping, engineering, and bridge rehabilitation. Contact: Office of Engineering (HNG -12), Room 3132, Attention: Grant Programs, (202) 366-4658

Secondary Program: Grants for construction efforts on principal secondary and feeder roads such as farm-to-market, mail routes, and school-bus routes. Contact regional FHA office.

Urban Program: Grants for construction, reconstruction, and improvement of rail facilities. Contact regional FHA office.

<u>Federal Railroad Administration</u>	Contact:	Room 8206 Attention: Grant Programs (202) 366-0881
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Local Freight Assistance Program: Grants for acquisition, rehabilitation, and construction of rail facilities. Contact Regional Federal Railroad Administration (FRA) office.

Institute of Museum Services: The Institute for Museum Services is an independent federal agency created by Congress to increase and improve museum services. The institute has a national focus and supports all types of museums including historic houses and sites, history museums, zoological parks, aquariums, and botanical gardens. Contact: 1100 Pennsylvania Avenue, N.W., Washington, D.C. 20506, (202) 606-8539

General Operating Support Program: Competitive grants are awarded to museums based on the extent to which they effectively use their resources.

Conservation Assessment Program: Grants for an overall assessment of the conditions of a museum's environment and collections to identify conservation needs and priorities.

Conservation Project Support Program: Matching grants for projects geared to conserve a museum's collections.

National Endowment for the Humanities: The National Endowment for the Humanities (NEH) is an independent federal agency, created by Congress, to support research, education, and public programs in the humanities. NEH offers funding programs to further the pursuit of those interested in any discipline of the humanities. Contact: 1100 Pennsylvania Avenue, N.W., Room 406, Washington, D.C. 20506, (202) 786-0438

Challenge Grant Programs: Grants for projects designed to enhance activities in the humanities. Construction, renovation, and temporary exhibitions are funded. Funding is awarded on a 3:1 or 4:1 matching grant basis. Contact: (202) 786-0361, Room 429

Human Projects in Museums and Historical Organizations: Grants for the planning and implementation of exhibitions as well as the interpretation of historic sites. Contact: (202) 786-0284, Room 420

National Heritage Preservation Program: Grants for projects that solve problems posed by the disintegration of significant resources. Contact: (202) 786-0570, Room 802

State Agencies and Programs

<u>Georgia Department of Natural Resources, Historic Preservation Division (HPD)</u>	Contact:	Georgia Heritage 2000 Grants Attn: Grants Coordinator Dept. of Natural Resources Historic Preservation Division 500 The Healey Building 57 Forsyth St. NW Atlanta, GA 30303 Phone: (404) 651-5181 or (404) 656-2840
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Georgia Heritage 2000 Program: The fund is intended to provide seed money for the preservation of historic properties and archaeological sites throughout Georgia. The goals of the program are to: (1) encourage preservation of threatened historic properties and sites, (2) stimulate economic development and neighborhood revitalization through historic preservation, (3) demonstrate high profile, high impact community preservation projects which provide public benefit, (4) Assist local communities in developing sound preservation projects, (5) reinforce the goals of the State Historic Preservation Plan. The Georgia 2000 Program awards matching grants (60% state/40% applicant) to nonprofit organizations and local governments for the preservation of publicly-accessible historic properties listed in, or eligible for, the Georgia Register of Historic Places.

National Nonprofit Agencies and Programs

<u>National Trust for Historic Preservation Funding Programs</u>	Contact:	1785 Massachusetts Avenue, N.W. Washington, D.C. 20036 (202) 673-4000
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Historic Rehabilitation Tax Credit: Federal income tax incentives are available for preservation projects designated by the Secretary of the Interior as rehabilitations of certified historic structures.

Inner-City Ventures Fund: Matching grants and low-interest loans to nonprofit community organizations to help revitalize older historic neighborhoods for the benefit of low and moderate-income residents.

National Preservation Loan Fund: Below-market-rate loans to nonprofit organizations and public agencies to help preserve properties listed, or eligible for listing, in the National Register of Historic Places.

Preservation Services Fund: This program is designed to encourage preservation at the local level by providing seed money for preservation projects. These funds are available to nonprofit incorporated organizations, public agencies, or educational institutions that are capable of matching the grant amount dollar-for-dollar with non-federal funds. The grant range is \$500 to \$5,000.

State Nonprofit Agencies and ProgramsGeorgia Trust for Historic Preservation

Contact: 1516 Peachtree Street, N.W.
Atlanta, GA 30309-2916
(404) 881-9980

Heritage Education: Trains teachers in school systems across Georgia to use local historic resources to teach Georgia's Quality Core Curriculum (QCCs) in subjects such as history, social studies, language arts, and visual arts. The program reaches over 20,000 students each year and supports the work of more than 640 educators and classroom teachers in 45 school systems in 41 counties.

Preservation and Community Assistance: Provides technical assistance to a wide variety of preservation related projects in communities throughout the state regarding how to use existing historic resources to improve the quality of life. Many of these programs are conducted in collaboration with the Georgia Department of Natural Resources, Historic Preservation Division, and with local preservation organizations. Assistance and referrals are also provided to individual owners who need advice regarding their historic properties.

Mainstreet Design Assistance: Provides design assistance to owners of historic commercial buildings to encourage the revitalization of 38 Georgia Mainstreet cities and downtowns. In 1996, the Georgia Trust helped 100 owners rehabilitate historic downtown properties through this program.

Revolving Fund: Provides effective alternatives to demolition or neglect of architecturally and historically significant properties by promoting their rehabilitation and enabling owners of endangered historic properties to connect with buyers who will rehabilitate their properties. To accomplish this, the Georgia Trust accepts donations of properties, acquires an option to purchase, or purchases outright, threatened significant historic properties to stabilize them and market them for sale.

Scenic Byways Project: Facilitates designation of scenic highways throughout the state. In collaboration with the Georgia Department of Transportation and Scenic America, this project is the first partnership of its kind to protect historic, cultural, archaeological, recreational, and scenic resources along state roadways.

1.11 Tourism in Jackson County

Many historic resources in Jackson County are used as public facilities and destination points for tourist. Several of these places are open to public and maintain regular business hours. Most of these historic places were included in the "Historical Attractions" section of the CEDO Region 4 Economic Development Study prepared for the Northeast Georgia region.

The Governor's Council of Economic Development Organizations (CEDO) funded a series of studies intended to improve growth opportunities in Georgia's 11 CEDO regions. Jackson County is included in CEDO Region 4 and is also included in study designed "to study economic development strategy and marketing plans for the region." The study was conducted in 1996 and in the "Tourism Section" inventory, five historic properties in Jackson County were identified. These historic resources include:

- , Shields-Ethridge Heritage Farm (part of the Shields-Ethridge Heritage Farm Foundation, Inc.)
- , Jackson County Courthouse
- , Crawford W. Long Museum
- , The Round Barn (located at the Williamson-Maley-Turner Farm)
- , Hurricane Shoals Park

These historic resources, according to the study, possess regional interest for tourism. The Shields-Ethridge Heritage Farm, Crawford W. Long Museum, and Hurricane Shoals are nonprofit organizations that are open to the public. These historic resources, as nonprofit organizations, seek donations and funding for projects from individuals and local,

state, and federal governmental agencies. The Jackson County Courthouse is also open to the public as a governmental building. The Round Barn is used as a residence and a retail business--the latter being open to the public.

In addition, the historic resources task force identified the State Arboretum, also known as the "Thompson Forest" near Braselton, as a park area that also could be included with "historical attractions."

For Jackson County and the City of Jefferson, these historic resources, if promoted, advertised, and preserved, could attract tourists and provide a potential source of revenue for the county. The report notes that "tourism is the second largest employer in the United States and rural as well as urban areas are finding tourism a particularly attractive segment of the economy for development, and Georgia is recognized as a leader in promoting tourism." It also reports that the southeast region generates over \$50 billion annually in travel expenditures. Because of the potential for these properties to generate tourism dollars, they should receive special consideration in the county's planning and decision-making process.

1.12 Inventory Assessment

Developmental History

Jackson County has a long and rich agricultural tradition. Many significant farms existed in the county and several historic farms remain that evidence the past. The county's rural character is also considered one of the county's main attributes. Several early Native-American and frontier trails also extend through Jackson County. These trails were important in the development of the county, the northeast Georgia region, and the state of Georgia. Many of Jackson County's towns were founded sites of Native-American villages; Native-American history is important to the county's cities' history.

National Register

In Jackson County, eight historic resources are listed in the National Register. These include five individual buildings and three districts. Two individual properties and four districts were identified as eligible for National Register listing. The preparation of nominations for these properties is appropriate. They include: The Braselton Historic District, The Sells Community, the Duke Farm, the Jefferson Historic District, and the Hoschton Depot.

Two historic properties in Jackson County were recently listed in the National Register of Historic Places: The Williamson-Maley-Turner Farm in 1996 and The Talmo Historic District in 1997. In addition, several nominations are in the process of preparation for possible National Register listing including: the Braselton Historic District, the Hoschton Depot and nominations for Jefferson's historic districts. A nomination form for the Groaning Rock Community has been submitted to the Historic Preservation Division (HPD) for review for potential listing in the National Register.

Centennial Farms

Four farms are recognized as Georgia Centennial Farms, one in each of the program's 3 categories. The Duke Farm is a farm that may be eligible for a Georgia Centennial Farm Award; preparation of a nomination for is recommended. Jackson County is well represented in terms of the number of Centennial Farms in the northeast Georgia region.

Tourism

Five historic resources are included in the CEDO Region Four Economic Development Study as part of the Tourism section as "historical attractions." These properties include: the Shields-Ethridge Farm, the Jackson County Courthouse, the Crawford W. Long Museum, and the "Round Barn" at the Williamson-Maley-Turner Farm, and Hurricane Shoals Park. These historic resources exist in varying conditions, but all are accessible by the public and offer the potential for economic development in the county. They should be preserved and promoted by the county.

Georgia Historical Markers

Three Georgia historical markers have been erected in Jackson County. The markers are known as the Blue Star Memorial Highway, Jackson County, and Builder of the Nation. The Groaning Rock Community also applied for a Georgia Historical Marker, but a marker was not awarded.

Landmarks

Twenty-three historic resources are identified as landmarks in Jackson County. Seven of these historic resources are listed in the National Register, including five individual properties and two districts. In addition, the Jefferson Downtown Historic District and the Washington Lawrenceville Historic District are locally designated as historic districts. These landmarks should receive special consideration in the planning process.

Preservation Grants

Several historic properties have actively applied for preservation grants from the Historic Preservation Division (HPD) in recent years. The Georgia Heritage 2000 grant provides seed money for rehabilitation and restoration projects. The grants typically are used for small items in an overall restoration, such as funding a new roof or window repair.

In fiscal year 1995, the Shields-Ethridge Heritage Farm Foundation applied for a Georgia 2000 grant to restore "Bachelors' Academy," the farm's schoolhouse building. The Foundation received a grant for \$8,000 for the building's repair. The Shields-Ethridge Farm also applied for a fiscal year 1996 Georgia 2000 grant for repairs to three other historic buildings within the farm complex. This grant application was not funded. The Town of Braselton also applied for Georgia Heritage 2000 grant monies for fiscal year 1996 and 1997, intended for repairs to the W.H. Braselton Home - a historic building the town intends to adaptively-use as its city hall building. Both of these applications were not funded. Initial stabilization repairs to the W.H. Braselton Home have started, funded solely by the town. The town will continue to apply for funding for the building's restoration in subsequent fiscal years. The City of Hoschton intends to apply for grant funding for needed repairs to the depot building for its use as a community center. The City of Hoschton has appointed a committee to prepare a National Register nomination and Georgia Heritage 2000 grant application with technical assistance from the regional preservation planner. The Crawford W. Long Museum applied for Georgia Heritage 2000 grant funding for accessibility improvements to the museum building in fiscal year 1996. This grant application was not funded.

The Shields-Ethridge Farm applied for a Preservation Services Fund (PSF) in 1995 for funding of professional services related to landscape architecture and historic preservation intended for preparation of a landscape master plan for the farm complex. The grant application was awarded and implementation began in 1997.

Survey of Historic Resources

The survey of Jackson County is outdated. A new historic resources survey is needed to update information about historic resources. The survey would include re-surveying known historic resources to gain information regarding conditions and to identify historic resources not included in the previous survey. Cemeteries in Jackson County are also in need of identification and documentation in the form of a cemetery survey.

Archaeological Sites

Archaeological sites are numerous in the county and have been identified by the State Archaeologist and the Department of Archaeology at the University of Georgia. Because cultural resources are so fragile and vulnerable to theft, vandalism, and unauthorized public visitation, locations will not be identified in this plan. Information regarding known archaeological sites in Jackson County can be obtained by contact Dr. Mark Williams at the University of Georgia's Department of Anthropology and the Georgia Archaeological Site File at (706) 542-8737.

Jackson County

There are numerous historic resources eligible for the National Register in rural Jackson County. Some, constituting farm complexes and their inclusive cultural landscapes, may be eligible for National Register listing as historic districts. Crossroads communities should be examined for potential district nominations. Historic resources are constantly challenged by development. Jackson County currently retains its agricultural tradition that is considered an attribute by Task Force members. Many of the county's historic resources evidence the county's agrarian character and should be preserved.

The Cities of Jackson County

Arcade: Several historic properties exist in the City of Arcade. The Task Force noted, however, the rapid and careless growth within the city.

Braselton: Braselton is undergoing developmental pressures due to its proximity to I-85 and surrounding development. A local preservation ordinance would provide for protection of these resources. In 1996, two of Braselton's historic buildings were destroyed: The Braselton Hotel, considered a landmark, was destroyed by arsonist and the Braselton Blacksmith shop was demolished to provide additional parking space for an adjacent business. The city rehabilitated the W.H. Braselton Home for its adaptive-use as a city hall and preserved the building's historic character. Interest has also been expressed in nominating the town to the National Register of historic places.

Commerce: Commerce, the largest town in Jackson County, is a Mainstreet City. The Commerce Commercial Historic District is listed on the National Register of Historic Places. A local ordinance has not been written but would provide protection. The Commerce Downtown Development Authority is achieving success in attracting more business to the downtown area as well as improving storefronts and the urban streetscape. Design guidelines have been published to aid property owners in design decisions.

Hoschton: Hoschton has several historic resources that appear eligible for National Register listing. Hoschton is planning the restoration of its historic depot and listing the building in the National Register of Historic Places.

Jefferson: The City of Jefferson passed a Historic Preservation Ordinance in 1986 which established the Jefferson Historic Preservation Commission. Two local districts have been designated and other potential districts are being studied. The Preservation Action Plan for Jefferson was written in 1990 and is being followed by the Jefferson Historic Preservation Commission. The relocation of Highway 129 Truck Route will further enhance the downtown area and provide opportunity for restoration of the town square. The formation of a downtown merchants association would further benefit Jefferson.

The revitalization of downtown also calls for a possible analysis of converting commercial space into mixed-use, which would allow for residential use as well as commercial use. This has been very successful across the United States and has provided affordable housing for residents, as well as encouraging use of vacant downtown space. Commercial space can also be rehabilitated into small business incubators. By bringing more citizens downtown to live and work, downtown space is utilized and tax revenues increase for the local government. The Jefferson historic districts are in the process of being nominated to the National Register.

Maysville: The Task Force reported that historic properties in Maysville are being allowed to be demolished by neglect. Historic buildings, by in large, are not being rehabilitated for their private and public reuse. Greater awareness and support are needed from the City for historic preservation efforts. Maysville is officially part of Banks County and the Georgia Mountains RDC region. It is included for its partial geographic location in Jackson County and local participation in the Comprehensive Plan.

Pendergrass: Many historic buildings in Pendergrass are being repaired. Others have deteriorated beyond the point of repair.

Talmo: The Talmo Historic District was listed in the National Register in 1997. Many properties in this district are eligible for federal and state tax incentive programs as well as grants from nonprofit organizations. While a small community, it remains historically significant and active in historic preservation activities.

Insert Map 5-1 Historic Resources and Historical Markers, Jackson County

Insert Map 5-2 National Register of Historic Places, Jackson County

Insert Map 5-3 Shields-Ethridge Farm Historic District

Insert Map 5-4 Historic Districts and Individual Listings, Commerce

Insert Map 5-5 Historic Districts and Individual Listings, Jefferson

Insert Map 5-6 Historic District, Talmo

Chapter 6: Community Facilities

COMMUNITY FACILITIES

1.1 Introduction

The community facilities element provides: 1) an inventory of public facilities and services available to Jackson County residents; and 2) an assessment of the present and future adequacy of such services. Determining whether to maintain or enhance the quality and availability of these community facilities and how to tailor them to county growth patterns is an important part of the comprehensive planning process. The facilities described below, such as law enforcement, fire protection, sanitary sewerage, and education are integral to a smoothly functioning community and an enjoyable standard of living. The following sections describe existing community facilities in Jackson County:

- 6.2 Public Safety
 - 6.2.1 Law Enforcement
 - 6.2.2 Fire Protection
 - 6.2.3 Emergency Medical Services
- 6.3 Transportation
 - 6.3.1 Roads
 - 6.3.2 Public Transportation
 - 6.3.3 Railroads
 - 6.3.4 Commuter Rail
 - 6.3.5 Aviation
- 6.4 Public Water Supply and Treatment Systems
- 6.5 Public Sanitary Sewerage and Solid Waste Management
 - 6.5.1 Sanitary Sewerage Jackson County
 - 6.5.2 Solid Waste Management
- 6.6 Health Care Services
 - 6.6.1 Hospitals and Health Centers
 - 6.6.2 Senior Centers
 - 6.6.3 Nursing Homes
 - 6.6.4 Other Community Services
- 6.7 Parks and Recreational Facilities
- 6.8 General Government Facilities
- 6.9 Education
- 6.10 Libraries and Cultural Facilities
 - 6.10.1 Libraries
 - 6.10.2 Cultural Facilities

1.2 Public Safety

1.2.1 Law Enforcement

Jackson County is served by seven law-enforcement offices: the Jackson County Sheriff's Department, the police departments in Arcade, Braselton, Commerce, Hoschton, Jefferson, and the Georgia State Patrol. The Sheriff's Department provides police protection for the unincorporated county as well as the cities of Nicholson, Pendergrass and Talmo.

The Sheriff's Department operates the county jail which houses inmates from all jurisdictions within Jackson County. State inmates are housed in the I. W. Davis Facility and the Jackson County Correctional Institution. The Sheriff's Department also assists the municipalities by providing additional coverage when municipal police personnel are unavailable.

Inventory

Jackson County

The Jackson County Sheriff's Department, at 268 Curtis Spence Drive in Jefferson, serves a coverage area of 342 square miles. The Sheriff's Department has 1 Sheriff, 6 Investigators, 27 Uniformed Officers, 18 Jail Personnel, 3 Secretaries, and 4 Dispatchers.

Current facilities include an original 1954 building and an addition that was constructed in 1989. The original building is in fair condition while the addition is reported to be in good condition. In 1989, the department had 35 employees. It is estimated that by the year 2000 the department will have 75-100 employees. If such projections are accurate, future construction and expansion of facilities will be needed to house additional personnel and equipment.

Calls are received via a direct dialed emergency 911 number and are dispatched immediately upon receipt. During the 6:00 a.m. to 6:00 p.m. shift there are eight officers available for call. During the 6:00 p.m. to 6:00 a.m. shift there are five officers available. Details for the jail facility are shown under the detention facilities section of the inventory.

Table 6-1

Jackson County Sheriff's Department	
Location	268 Curtis Spence Drive, Jefferson, GA
Service Area	342 square miles
Population	* 33,921
Date of Construction	Original Building-1954, New Facility-1989, both in use
Staff Breakdown	1 Sheriff 6 Investigators 27 Uniformed Officers 19 Jailers/Radio Operators/Administrative Staff
Equipment	34 Patrol Cars
Average Call Completion	20-25 minutes
Source: Jackson County Sheriff's Department, February 1997. * Population Estimates by NEGRDC, 1997.	

Municipalities**Arcade**

The Arcade Police Department, located in the City Hall, serves the Arcade city limits. The Department assists the Jefferson Police Department and the Jackson County Sheriff's Department when requested. The Department has four Uniformed Officers, all of whom are state certified. The officers are split into two teams, with two officers on duty at all times. Calls are received via a direct dialed emergency number and are dispatched immediately upon receipt.

The Department handles approximately 75-100 calls each month. It utilizes four police cars and has secured a truck for disaster assistance. In the future, the Department would like to increase staffing to six full-time officers.

Table 6-2

Arcade Police Department	
Location	Arcade City Hall, Arcade, GA
Service Area	Arcade City Limits
Population	* 780
Date of Construction	1950s
Staff Breakdown	4 Uniformed Officers
Equipment	4 Patrol Cars
Average Call Completion	Varies depending upon type of call
Source: Mr. Melvin Farr, Police Chief, City of Arcade, February 1997. * Population Estimates by NEGRDC, 1997.	

Braselton

The Braselton Police Department is located in the City Hall on Park Avenue. The department will be moving to the new City Hall once rehabilitation is complete. The Department has one full-time Uniformed Officer and four part-time officers (all off-duty Sheriff's deputies). The Department responds to approximately 600 calls per year.

The Jackson County Sheriff's Department responds to calls inside the city limits when the city's officer is off duty. Calls are received at the Jackson County Sheriff's Department via a direct dialed emergency number and are dispatched immediately upon receipt.

Table 6-3

Braselton Police Department	
Location	Braselton City Hall, Braselton, GA
Service Area	Braselton city limits
Population	* 451 (Population in Jackson County only)
Date of Construction	Facility purchased in 1990
Staff Breakdown	1 Uniformed Officer 4 Part-time Officers
Equipment	2 Patrol Cars
Average Call Completion	Varies depending upon type of call
Source: Mr. Terry Esco, Police Chief, City of Braselton, February 1997. * Population Estimates by NEGRDC, 1997.	

Commerce

The Commerce Police Department, at 1490 South Elm Street, serves the Commerce city limits. The police department's facility comprises 7,007 square feet. The Department has five Administrative personnel, one Detective, one Animal Control Officer, and fourteen Uniformed Officers. Depending on scheduling, three or four officers are available to respond to calls at all times.

Calls are received at the Jackson County Sheriff's Department via a direct dialed emergency number and are dispatched immediately upon receipt. Each April, the Department is responsible for policing the Southern National Drag Race.

Table 6-4

Commerce Police Department	
Location	1490 South Elm Street, Commerce, GA
Service Area	Commerce city limits
Population	* 4,909
Date of Construction	1985
Staff Breakdown	5 Administrative Staff 1 Detective 1 Animal Control Officer 14 Uniformed Officers
Equipment	8 Patrol Cars, 1 Investigator Vehicle, 1 Animal Control Vehicle
Average Call Completion	26 minutes
Source: Ms. Shirley Willis, Commerce City Clerk, February 1997. * Population Estimates by NEGRDC, 1997.	

Hoschton

The Hoschton Police Department, located in the City Hall, serves the Hoschton city limits. The office space in City Hall is in fair condition and is adequate for the department's needs. The Department has two full-time Uniformed Officers and four part-time Uniformed Officers on staff to respond to calls. All officers are deputized and are available to assist the Jackson County Sheriff's Department.

On average, the Department responds to 1,000 calls each year. The Department has one officer on duty during each shift. Calls are received through the Jackson County 911 system. The Department has three police cars, two of which were purchased in March 1997.

Table 6-5

Hoschton Police Department	
Location	Hoschton City Hall, 77 City Square, Hoschton, GA
Service Area	Hoschton city limits
Population	* 742
Date of Construction	Early 1900s
Staff Breakdown	2 Full-time Uniformed Officers 2 Part-time Uniformed Officers
Equipment	3 Patrol Cars
Average Call Completion	6-10 minutes
Source: Ms. Cindy Edge, Hoschton City Clerk, March 1997. * Population Estimates by NEGRDC, 1997.	

Jefferson

The Jefferson Police Department, at 140 Mahaffey Street, serves the Jefferson city limits (30 square mile area). The police department's facility comprises 2,500 square feet. It was built in 1979 and is in need of many cosmetic improvements (painting, carpeting, etc.).

The Department has one Chief, four Sergeants, ten Officers, one Administrative Secretary, and one Traffic Control Officer. All police officers (including Sergeants) are state certified. Depending on scheduling, three officers are available to respond to calls during each shift. The Department receives approximately 450 calls for service each month. Each call takes approximately twenty minutes to complete.

Calls are received at the Jackson County Sheriff's Department via a direct dialed emergency number and are dispatched immediately upon receipt. The Department has responsibility for policing several large events including the Georgia Olympics (all Georgia high schools send their track athletes to compete in Jefferson), the state basketball competition, the DARE bike-a-thon, and the March of Dimes walk. The Department has county-wide mutual aid agreements in place.

In the future, the Department plans to purchase three additional vehicles.

Table 6-6

Jefferson Police Department	
Location	140 Mahaffey Street, Jefferson, GA
Service Area	30 square miles
Population	* 3,993
Date of Construction	1979
Staff Breakdown	1 Chief 4 Sergeants 10 Uniformed Officers 1 Traffic Control Officer 1 Administrative Secretary
Equipment	6 Patrol Cars, 1 Van
Average Call Completion	20 minutes
Source: Mr. Daren Glenn, Chief, Jefferson Police Department, March 1997. * Population Estimates by NEGRDC, 1997.	

Detention Centers

Jackson County Correctional Institution

This facility houses state inmates only and has a capacity of 174 male detainees. It is located at 255 Curtis Spence Drive. Average prisoner population is approximately 170. The facility operates as a work camp.

I. W. Davis Correctional Facility

Located at 265 I. W. Davis Drive outside of Jefferson, the I. W. Davis Correctional Facility houses short-term state detainees. It can house a maximum of 166 male prisoners. It was completed in December 1989 and received its first prisoners in January 1990.

Jackson County Jail

The Jackson County Jail is located at 268 Curtis Spence Drive (next to the Correctional Institution). This facility was built in 1989 and has a capacity of 140 prisoners. On average, 100 prisoners are housed in the Jail. Although most of the prisoners are awaiting hearings, some prisoners remain in the jail for up to two years. The Jail can house up to sixteen female inmates in one open dormitory facility. It is the only facility in the county that can accommodate female detainees.

All municipalities in Jackson County send their prisoners to the Jackson County Jail. In 1996, the Jail added 25 beds, improved physical security, and installed additional monitoring equipment. There are no plans for expansion in the near future.

Assessment

In general, the most pressing issue concerning law enforcement services in Jackson County involves planning for future growth. In order to maintain a high level of law enforcement in Jackson County and to keep up with the increasing amounts of paperwork and documentation required by the state, computer systems in each agency need to be improved and the number of officers, equipment, storage facilities, and support staff will have to increase with the population.

Arcade reports that it wants to add 2 officers to its Police Department to provide better coverage and to reduce the length of shifts. Currently officers work 12-hour shifts.

Braselton's Police Department will be moving to the new Braselton City Hall as soon as that facility is completed. This will be a major improvement for the Police Department.

Citizen input identified jurisdictional problems concerning response procedures for calls near the outlet mall area. The Commerce Police Department, Jackson County Sheriff's Department and Banks County law enforcement personnel experience problems coordinating efforts and responsibilities in the vicinity of the outlet mall. A joint service agreement has been suggested as a potential remedy for this problem.

The Jefferson Police Department will be adding 3 police vehicles in 1997. The department has noted a **long term need** for a substation in the vicinity of the I-85 area. The addition of a substation would result in faster response times and a more visible police presence in this busy area. The department also stated that it is in need of additional equipment including kevlar vests, standardized weapons, and increased uniform allowances.

Committee groups and survey respondents noted that Commerce is the only municipality that provides animal control. Task Force members suggested that this could be provided by the county.

The Detention Facilities in Jackson County seem to be adequate for current needs and overcrowding is not reported to be a problem. However, it should be noted that the Jackson County Jail is the only county facility that can

house female inmates. At present, jail expansion is not a priority. However, it is a long-term county goal that should be monitored closely to follow inmate population trends.

1.2.2 Fire Protection

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

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

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

Inventory

Jackson County is served by eleven volunteer fire departments (VFD) and the Georgia Forestry Unit. These eleven departments include fifteen different fire stations. Coverage areas for each department are based on fire districts. Secondary coverage areas are based on mutual aid agreements with other fire districts.

The county has approximately 220 volunteer fire fighters (not including inmates from the Correctional Institute). There are no full-time fire fighters in the county (except for the Georgia Forestry Unit). Volunteer fire departments in the county include: Arcade, Commerce, Jefferson, Nicholson (Stations #1 and #2), Jackson Trail, North Jackson (Talgo, Fairview, and Pendergrass stations), South Jackson (Stations #1 and #2), Harrisburg, Plainview, and West Jackson. There are also 10 inmates at the Jackson County Correctional Institute who are fully trained and respond to all structural fires in Jackson County. When deployed, the inmates are supervised by the Warden.

Funding for the volunteer fire departments is supervised by the Jackson County Board of Commissioners. The county is divided into independent fire districts, each of which has a Board of Directors. These Boards meet periodically to discuss fire department needs and to recommend fire department millage rates to the Jackson County Board of Commissioners. Volunteer fire departments' operating expenses and capital purchases are funded through these millage rates once the Board of Commissioners has approved them.

Department No. 1: North Jackson Volunteer Fire Department

The North Jackson Volunteer Fire Department has three stations that respond to fires in the Talmo and Pendergrass areas. Station #1 is located at 22 Railroad Street in Pendergrass. Station #2 is located on 541 Main Street in Talmo. Station #3 is located at 2589 Highway 60 in Pendergrass. The Fire Chief reports that all three facilities are in good condition and are adequate for the North Jackson Volunteer Fire Department's needs.

The coverage area for these stations is approximately 90 percent residential and 10 percent commercial. For most fire calls in the coverage area, all three stations will deploy firefighters. In 1996, the Department responded to 91 fire calls and 140 rescue calls. Average response time was six minutes and the average time taken to complete a call was thirty minutes. The ISO rating in the primary coverage area is nine.

Table 6-7

Department No. 1: North Jackson Volunteer Fire Department	
Location	Station #1: 22 Railroad Street, Pendergrass, GA Station #2: 541 Main Street, Talmo, GA Station #3: 2589 Highway 60, Pendergrass, GA
Date of Construction	Station #1: 1996 Station #2: 1986 Station #3: 1980
Square Footage	NA
Staff Breakdown	2 Chiefs 3 Captains 14 Fire Fighters 8 First Responders
Equipment	1 Pumper (1,250 gpm, 1,000 gallon capacity) 1 Pumper (750 gpm, 750 gallon capacity) 1 Pumper (750 gpm, 500 gallon capacity) 2 Tankers (1,500 gallon capacity) 1 Mini-Pumper 1 4x4 Brush Truck
ISO Rating	9
Source: Mr. Chip McEver, Fire Chief, North Jackson Volunteer Fire Department.	

Department No. 2: Plainview Volunteer Fire Department

The Plainview Volunteer Fire Department is located at the intersection of Plainview Road and Highway 82. The station, built in 1981, and renovated in 1989 and 1995, contains 3,800 square feet.

This volunteer fire department has thirteen Fire Fighters, eleven of whom are state certified. The department has one engine vehicle, one tanker, one 4x4 vehicle, and a service/equipment vehicle. The primary coverage area is residential. The secondary coverage includes backing up all other departments. Special fire hazards include propane storage and trucking facilities near Interstate 85. The ISO rating for the department's primary coverage area is nine.

Operating costs are funded through a 1 mil tax on the Miller Voting District.

Table 6-8

Station No. 2: Plainview Volunteer Fire Department	
Location	4346 Plainview Road, Maysville, GA 30558
Date of Construction	Original Building: 1981 (1,200 square feet) Fellowship hall/voting district added 1989 (1,200 square feet) 2 additional bays built 1995 (1,400 square feet).
Square Footage	3,800 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 1 Lieutenant 10 Fire Fighters
Equipment	1 Pumper (750 gpm) 1 Tanker (1,500 gallon capacity/300 gpm pump) 1 4x4 (300 gallon capacity/100 gpm pump) 1 Equipment Vehicle
ISO Rating	9
Source:	Mr. David L. Murphy, Jackson County Public Safety Communications Center, February 1997.

Department No. 3: Maysville Volunteer Fire Department

The Maysville Volunteer Fire Department, located at 9223 Gillsville Road in Maysville, was constructed in 1988 and is in good condition.

All of Maysville's has fifteen volunteer Fire Fighters. All are certified by the Georgia Fire Fighters Standards and Training Council. The department has one tanker, three pumpers, a service truck, and a brush truck. There are approximately 100 regular fire hydrants located throughout the fire district.

The department receives approximately eighty-eight fire calls from Jackson County and approximately twenty-four calls from Banks County (Maysville is split between the two counties). The average response time is less than five minutes and the average time to complete a call is about one hour (although this depends on the type of fire).

The primary coverage area, as for most county departments, is residential. As a major industrial/commercial area, the Tanger Outlet Mall is a significant area of concern for the Maysville VFD.

The Maysville VFD's ISO rating for its primary coverage area is six. The operating costs for the department are funded through a fire tax (in the Jackson County coverage area) and through a contracting agreement between the department and Banks County.

Table 6-9

Department No. 3: Maysville Volunteer Fire Department	
Location	9223 Gillsville Road, Maysville, GA
Date of Construction	1988
Square Footage	7,400 square feet (6 bays)
Staff Breakdown	1 Chief 1 Assistant Chief 2 Captains 2 Lieutenants 9 Fire Fighters
Equipment	1 Tanker (1,500 gallon capacity) 1 Pumper (1,500 gpm, 1,200 gallon capacity) 1 Pumper (750 gpm, 500 gallon capacity) 1 Pumper (500 gpm, 1,200 gallon capacity) 1 Brush Truck 1 Service Vehicle
ISO Rating	6
Source:	Mr. James Lyle, Maysville VFD Fire Chief, March 1997.

Department No. 4: Commerce Volunteer Fire Department

The Commerce Volunteer Fire Department, located at 1491 South Elm Street in Commerce, includes 9,300 square feet of space. The building, constructed in 1985, is in good condition.

The station has a staff of twenty-seven, including one Chief, one Assistant Chief, two Captains, three Lieutenants, and twenty-one Fire Fighters. The department has four pumpers, two tankers, a command unit, and one service truck.

The primary coverage area for the department includes the Commerce city limits. The area is predominantly residential. The secondary coverage area includes backing up all other departments in Jackson County.

The station receives 182 calls for service annually and has an average response time of four minutes. Average time on the scene is twenty-five minutes. The station utilizes 600 fire hydrants located throughout the city to assist in the delivery of water. The ISO rating for the station's primary coverage area is five/seven.

Table 6-10

Department No. 4: Commerce Volunteer Fire Department	
Location	1491 South Elm Street, Commerce, GA
Date of Construction	1985
Square Footage	9,300 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 2 Captains 3 Lieutenants 21 Fire Fighters
Equipment	1 Tanker (1,000 gallon capacity) 1 Tanker (1,500 gallon capacity) 1 Pumper (1,500 gpm) 1 Pumper (1,000 gpm) 1 Pumper (1,250 gpm) 1 Mini-Pumper (500 gpm) 1 Service Truck 1 Command Unit
ISO Rating	5/7
Source:	Ms. Shirley Willis, Commerce City Clerk, February 1997.

Department No. 5: Nicholson Volunteer Fire Department

The Nicholson Volunteer Fire Department has two fire stations. Station #1 is located at 4562 U.S. Hwy. 441 South and contains 12,000 square feet. It was built in 1985. Station #2 is located in Center, GA. It is approximately five miles south of the main station. The second station has two bays and contains about 1,800 square feet. One of the pumpers and one of the tankers is located at this station.

The Nicholson VFD has twenty-eight volunteer Fire Fighters, twenty-four of whom are certified by the Georgia Fire Fighters Standards and Training Council. Equipment includes two tankers, one knocker, and two pumpers. The primary coverage area includes the Nicholson-Center area which is approximately twenty-five square miles. The coverage area is primarily residential. The ISO rating is nine.

Receiving approximately one hundred fire calls per year, the Nicholson VFD completes calls in an average of forty-five minutes. Operating costs are paid through a fire tax and the stations are owned by Jackson County. Nicholson VFD is planning to add another bay and a meeting room to the main station on U.S. Hwy. 441 South in the near future.

Table 6-11

Department No. 5: Nicholson Volunteer Fire Department	
Location	Station #1: 4562 U.S. Hwy. 441 South, Pendergrass, GA Station #2: 9371 U.S. Hwy. 441 South, Center, GA
Date of Construction	1985
Square Footage	Station #1: 12,000 square feet Station #2: 1,800 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 3 Captains 2 Lieutenants 21 Fire Fighters
Equipment	2 Tankers (1,500 gallon capacity) 2 Pumpers (1,000 gpm) 1 Knocker (400 gpm)
ISO Rating	9
Source: Mr. Mike Wood, Fire Chief, Nicholson VFD, February 1997.	

Department No. 6: South Jackson

The South Jackson Volunteer Fire Department, consists of two fire stations and twenty-three Fire Fighters. It is responsible for two coverage areas in the southern section of Jackson County. Station #1 was built in 1983 and is located on Crooked Creek Road and was built in 1983. Station #2 is located on Highway 330 and was built in 1990.

Station #1 has approximately 1,750 square feet of space and has three bays. Station #2 comprises approximately 1,500 square feet and two bays. Both stations are adequate for the department's needs and have required few renovations since their construction. The coverage area for both stations is primarily residential.

In 1996, the department responded to 75 fire calls and 200 rescue calls. Average completion time was approximately 30 minutes and average response time was about 7 minutes. The department reports that there are no significant fire hazards in the coverage areas. The department has a non-State Certified first responder unit.

Currently, the department maintains an ISO rating of nine. However, many new regular hydrants have been added and the department will attempt to secure a Class 8 rating in the future.

Table 6-12

Department No. 6: South Jackson Volunteer Fire Department	
Location	Station #1: Crooked Creek Road Station #2: Highway 330
Date of Construction	Station #1: 1983 Station #2: 1990
Square Footage	Station #1: 1,750 square feet Station #2: 1,500 square feet
Staff Breakdown	1 Chief 2 Captains 20 Fire Fighters
Equipment	1 Tanker (1,500 gallon capacity) 1 Pumper (1,000 gpm) 1 Pumper (750 gpm) 1 Rescue Truck/Mini-Pumper (350 gpm, 300 gallon capacity) 1 Service Truck
ISO Rating	9
Source:	Mr. Dean Stringer, South Jackson VFD, April 1997.

Department No. 7: Arcade Volunteer Fire Department

The Arcade Volunteer Fire Department, located at 483 Swann Road in Arcade, includes 4,800 square feet. The facility, constructed in 1993, is in good condition.

Arcade has twenty-three Fire Fighters. All are certified by the Georgia Fire Fighters Standards and Training Council. The department has one engine and one service vehicle. Fire hydrants are located throughout the city. The department receives approximately seventy-three calls for service annually and has an average response time of three minutes.

The primary coverage area, as for most county departments, is residential. The Arcade VFD's ISO rating for its primary coverage area is nine.

Table 6-13

Department No. 7: Arcade Volunteer Fire Department	
Location	483 Swann Road
Date of Construction	1993
Square Footage	4,800 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 1 Captain 2 Lieutenants 18 Fire Fighters
Equipment	1 Engine 1 Service Vehicle
ISO Rating	9
Source:	Mr. David Murphy, Jackson County Public Safety Communications Center, February 1997.

Department No. 8: Harrisburg Volunteer Fire Department

The Harrisburg VFD is located on Thyatira Community Church Road. The fire station is in good condition and contains approximately 4,000 square feet. In 1993, the facility underwent renovation, including exterior improvements and the construction of an additional room. There are two single bays and one double bay at this station.

The coverage area is primarily residential and there are no special fire hazards in the coverage area. The number of fire calls ranges between 40-50 calls per year. The Department does not normally respond to rescue calls but will respond if directed by the county 911 system. Average response time is between 4-5 minutes, depending on the fire location. The ISO rating for the Harrisburg VFD is nine.

Staffing at the fire department includes one Chief, one Assistant Chief, two Captains, two Lieutenants, and thirteen Fire Fighters. Equipment includes two pumpers, one fire knocker, one mini-pumper, and one tanker. The number of fire hydrants in the district is constantly increasing and therefore the actual number of hydrants is unknown at the current time. However, the extension of water lines and the addition of hydrants should lead to an improved ISO rating in the future.

Operating costs are funded through a fire tax on the district (determined by the County Board of Commissioners and the fire district board).

Table 6-14

Department No. 8: Harrisburg Volunteer Fire Department	
Location	Thyatira Community Church Road
Date of Construction	NA
Square Footage	4,000 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 2 Captains 2 Lieutenants 13 Fire Fighters
Equipment	2 Pumpers (1,500 gpm) 1 Fire Knocker (1,000 gallon capacity) 1 Tanker (1,600 gallon capacity) 1 Mini-Pumper
ISO Rating	9
Source:	Mr. McClure, Harrisburg Volunteer Fire Department, April 1997.

Department No. 9: Jefferson Volunteer Fire Department

The Jefferson Volunteer Fire Department, located at 147 Athens Street in Jefferson, has approximately 1,200 square feet of space. The facility, constructed in 1970, is in good condition but is not large enough for the department's needs.

The station has twenty-eight volunteer Fire Fighters and one Secretary. Twelve of the Fire Fighters are certified by the Georgia Fire Fighters Standards and Training Council. The department has two pumpers, one tanker, and a service truck. The department's primary coverage area is the City of Jefferson and is primarily residential. The secondary coverage area includes backing up all other county departments. The station's ISO rating within Jefferson city limits is four and outside the city the ISO rating is five.

The station receives approximately one hundred twenty calls per year, with an average response time of three minutes. Operating costs are funded through a fire tax. There are no regular or dry hydrants in the coverage area.

Table 6-15

Department No. 9: Jefferson Volunteer Fire Department	
Location	147 Athens Street, Jefferson, GA
Date of Construction	1970
Square Footage	Approx. 1,200 square feet (2 bays)
Staff Breakdown	1 Chief 1 Assistant Chief 2 Captains 1 Lieutenant 1 Secretary 1 Training Officer 15 Volunteer Fire Fighters
Equipment	1 Tanker (1,500 gallon capacity) with fire knocker on back 2 Pumpers (1,000 gpm) 1 Equipment Van
ISO Rating	4/5
Source: Mr. Mike Arnold, Assistant Fire Chief, City of Jefferson, March 1997.	

Department No. 10: Jackson Trail Volunteer Fire Department

The Jackson Trail Volunteer Fire Department, located at 3343 Jackson Trail Road, is a 2,400 square foot facility. The station, constructed in 1978, is in good condition. The station currently has 3 bays and the Department plans to add three bays in late 1997.

The ISO rating for the department's primary coverage area is seven. The coverage area is primarily residential. Ninety-three regular hydrants are located in the coverage area. The department has six certified first responders.

The department receives approximately 45 calls per year and reports that response time is approximately four minutes. The department receives its operating costs through a fire tax.

Table 6-16

Department No. 10: Jackson Trail Volunteer Fire Department	
Location	3343 Jackson Trail Road
Date of Construction	1978
Square Footage	2,400 square feet
Staff Breakdown	1 Chief 1 Assistant Chief 1 Captain 2 Lieutenants 15 Fire Fighters
Equipment	1 Pumper (1,000 gpm) 1 Tanker (1,500 gallon capacity) 1 Fire Knocker (1,000 gallon capacity)
ISO Rating	7
Source:	Mr. Terry Turner, Jackson Trail VFD, March 1997.

Department No. 11: West Jackson Volunteer Fire Department

The West Jackson Volunteer Fire Department, located at 69 West Jackson Road, has two buildings at its station. Building #1 was built in 1973 and has three bays and 2,500 square feet. Building #2 was built in 1988 and has two bays and 3,000 square feet. Both buildings are in good condition.

The coverage area is primarily residential but several industrial parks are currently being built. The ISO rating for the department's primary coverage area is six. Staff at the department includes one Chief, one Assistant Chief, two Captains, two Lieutenants and 19 Fire Fighters. Eighteen Fire Fighters are certified by the Georgia Fire Fighters and Training Council.

In 1996, there were 115 fire calls. Response times ranged from 4-6 minutes and the average time to complete a call was from 30-45 minutes. As with all county departments, operating costs are funded through fire tax revenues. There are 300 regular hydrants are located in the coverage area.

Table 6-17

Department No. 11: West Jackson Volunteer Fire Department	
Location	69 West Jackson Road
Date of Construction	Building #1: 1973 Building #2: 1988
Square Footage	Building #1: 2,500 square feet (3 Bays) Building #2: 3,000 square feet (2 Bays)
Staff Breakdown	1 Chief 1 Assistant Chief 2 Captains 2 Lieutenants 19 Fire Fighters
Equipment	1 Pumper (750 gpm, 750 gallon capacity) 1 Pumper (1,000 gpm, 1,000 gallon capacity) 1 Pumper (1,250 gpm, 1,000 gallon capacity) 1 Tanker (1,500 gallon capacity)
ISO Rating	6
Source:	Mr. Damon Boyd, West Jackson VFD, March 1997.

Department No. 12: Jackson County Correctional Institution (Substation of Harrisburg VFD)

The Jackson County Correctional Institution has ten inmates and two response officers who provide manpower support to all structural fires in the county. The Department has also received wilderness fire fighting training and often assists the Georgia Forestry Commission with wilderness fires.

All Correctional Institution Fire Fighters are certified by the Georgia State Forestry Commission and by the State Fire Fighters Standards and Training Council. This Department is a substation of the Harrisburg Volunteer Fire Department and has not been rated by the Insurance Services Organization (ISO).

The station was built in 1992 and comprises 1150 square feet and 3 bays. The station is in very good condition and has required no renovations. Equipment at the station includes one pumper, one tanker, one service truck, and one air truck that is used for refilling oxygen bottles (used by fire fighters for respiration) at fire locations.

In 1996, the Correctional Institution Department responded to 146 mutual aid calls. Time spent on each call was approximately two hours. Response time depends upon fire location and availability of response officers but does not exceed twenty minutes.

Jackson County owns the fire station. Operating costs come out of the Correctional Institute budget.

Table 6-18

Department Number 12: Jackson County Correctional Institution (Substation of Harrisburg Volunteer Fire Department)	
Location	255 Curtis Spence Drive
Service Area	County-wide
Date Station Built	1992
Square Footage	1,150
Staff Breakdown	2 Response Officers (Supervisors) 10 Inmates
Equipment	One Pumper (500 gpm) One Tanker (1,200 gallon capacity) One Service Truck One Air Truck (used for used for refilling oxygen bottles)
ISO Rating	NA
Source:	Mr. Joe Dalton, Warden, Jackson County Correctional Institution, March 1997.

Georgia Forestry Commission: Jackson/Barrow/Gwinnett Unit

The Georgia Forestry Commission (GFC) is funded by the state to combat woodland, wildland and agricultural fires within Jackson County. In general, the GFC does not respond to structural fires. The Jackson/Barrow/Gwinnett Unit is located on Highway 11 in Jefferson. The unit has 800 square feet. Built in the mid 1950s, the facility is in fair condition and is owned by the State of Georgia. The unit has responsibility for Jackson, Barrow, and half of Gwinnett County.

The Jackson/Barrow/Gwinnett Unit receives calls via the Jackson County 911 System. The unit has its own dispatching system. In addition, each GFC vehicle is equipped with a two-way radio and is able to communicate with Jackson County fire fighters and law enforcement. The unit is equipped for wildland fire suppression and covers all the forested acres in the county. In particular, kudzu fields and pine woods pose a special fire hazard. Staffing the Jackson/Barrow/Gwinnett Unit is four full-time, salaried personnel. All personnel are available for 24-hour emergency response.

The unit has two fire suppression vehicles, two truck/tractor units, and two standard pickup trucks. In emergency situations, the unit can obtain additional personnel and equipment from surrounding counties.

The unit received approximately sixty calls in 1996 and was able to complete a call within two hours on average. The average response time is thirty minutes. The number of calls received is directly related to rainfall amounts. The unit receives funding from the state and county. Jackson County gives the unit four cents per acre to assist in the unit's operating expenses.

Table 6-19

Georgia Forestry Commission Jackson/Barrow/Gwinnett Unit	
Location	Highway 11
Coverage Area	Jackson County, Barrow County, half of Gwinnett County
Date of Construction	Mid 1950s
Square Footage	800 square feet
Staff Breakdown	4 Forest Rangers
Equipment	2 Fire Suppression vehicles 2 Truck/tractor vehicles 2 Standard Pickup trucks
Source: Mr. Earl Carter, Georgia Forestry Commission, February 1997.	

Assessment

Providing a high level of fire protection service to all county and municipal residents is a goal that Jackson County Fire Departments are striving to accomplish. Planning for future fire safety needs includes attention to such areas as the availability of firefighting equipment, location of fire departments, adequate numbers of fire hydrants, access to sites and structures, and the availability of adequate water supply.

Task Force members report that the current system of independent volunteer fire departments provides good service. However, these citizens feel that a professional fire department would best serve the growing population in Jackson County. Task Force members have proposed that a service delivery plan be used to determine if it would be more cost effective and efficient to establish professional fire departments.

The Task Force indicated the need for additional fire stations in Jefferson: one in the vicinity of I-85 and one in Downtown Jefferson. These stations would allow for faster response times to these areas.

The Nicholson Department reports that the main station needs an additional bay and meeting room. Task Force respondents noted that water pressure in Nicholson is inadequate and poses a potential fire hazard.

The Harrisburg VFD plans to improve its ISO rating by adding more hydrants once the water line distribution system is expanded.

The South Jackson VFD plans to expand Station #1 to 3,500 square feet through the addition of sleeping quarters.

1.2.3 Emergency Medical Services

Jackson County Emergency Services (JCES) provides emergency medical service to all of Jackson County. There are three ambulance stations in Jackson County. Station #1 is located in Jefferson, Station #2 in B-J-C Hospital (Commerce), and Station #3 in West Jackson. JCES employs eighteen full-time Paramedics, one full-time EMT, and two full-time Administrative positions. Part-time personnel include eight Paramedics and eight EMTs.

JCES receives 3,481 calls per year. The average response time is 7.4 minutes, and the average completion time per call is 1.0-1.5 hours. Calls are received by an emergency 911 number. After receiving information, ambulances are immediately dispatched from one of the stations.

There are five ambulances in Jackson County, three of which operate on a full-time basis. The three full-time ambulances are equipped with Advanced Life Support. Other equipment includes seven rescue trucks, one diver's truck, and one administrative vehicle. County funds pay operating expenses for JCES.

Mutual aid agreements exist with Athens Regional Medical Center, Barrow County EMS, Madison County EMS, and Banks County EMS.

Table 6-20

Jackson County Emergency Services	
Location	Station #1 is located in Jefferson Station #2 is in B-J-C Hospital Station #3 is in West Jackson.
Population	* 33,981
Staff Breakdown	18 Full-time Paramedics 1 Full-time EMT 2 Full-time Administrative Personnel 8 Part-time Paramedics 8 Part Time EMTs
Equipment	5 Ambulances 7 Rescue Trucks 1 Divers Truck 1 Administration Vehicle
Average Response Time	7.4 minutes
Source: Mr. David Murphy, Jackson County Emergency Services, February 1997. * Population estimates by NEGRDC, 1997.	

Assessment

Task Force members stated that more full time ambulances are needed in Jackson County. The purchase of additional ambulances should be combined with the construction of additional substations or a program in which ambulances would be placed at Volunteer Fire Departments. These policies would contribute to faster response times.

JCES is currently upgrading its computer-aided dispatch system. Long-term plans include upgrading communications systems throughout the county.

1.3 Transportation

1.3.1 Roads

Inventory

Jackson County is located between the urban areas of Athens, Atlanta, and Gainesville. The major highways that pass through the county are U.S. highways 129 and 441, GA highways 11, 15, 52, 53, 60, 82, 98, 124, 326, 330, 332, 334, 335, 346, 403, and Interstate 85. There are 776.78 miles of roadway in the county. State routes make up 164.1 miles; interstate routes comprise 21.65 miles; county roads total 540.95 miles; and city streets total 46.52 miles. There are 211.98 miles (27.3 percent) of unpaved road.

Varying geographic conditions throughout the United States make a quantitative road classification system, based on population-center size, trip length, traffic volume, or spacing of routes, unfeasible. Therefore, the U.S. Department of Transportation classifies county and urban roads according to qualitative criteria: their function within the local highway network. The following classification of Jackson County roads is based on these criteria as defined by the department's Highway Functional Classification: Concepts, Criteria, and Procedures, revised in March 1989.

In addition, the Department has created the U.S. Department of Transportation Federal Aid and Functional Classification Map for Jackson County.

Jackson County

- 1) Rural Principal Arterials - These roads, which include interstates and rural freeways: serve "substantial" statewide or interstate trips, as defined by high mileage or volume; connect most urban areas of 25,000 or more and virtually all urban areas of 50,000 or more; and provide an integrated network without stub connections except where geography dictates otherwise.
- 2) Rural Minor Arterials - With the principal arterial system, these roads form a rural network that links other cities, larger towns, and other traffic generators, such as major resort areas, capable of attracting travel over long distances; links all developed areas of the state; and serve corridors with trip lengths and travel density greater than those predominantly served by rural collector or local systems. Minor arterials therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through-movement.
- 3) Major Collectors - These roads, with minor collectors, primarily serve the county rather than state traffic. Consequently, more moderate speeds are typical. They serve any county seat or larger town not on an arterial route, and other traffic generators of equivalent intra county importance, such as consolidated schools, shipping points, county parks, and important mining and agricultural areas; link the latter places with nearby larger towns or cities, or arterials and freeways; and serve the more important intra county travel corridors.
- 4) Minor Collectors - Serving county-wide traffic, these roads should evenly collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; provide service to the remaining smaller communities; and link the locally important traffic generators with the hinterland.
- 5) Rural Local Roads - These roads serve primarily to provide access to adjacent land and serve low-mileage trips as compared to collectors or other higher systems. Local roads constitute the rural mileage not classified as part of the principle arterial, minor arterial, or collector systems.

Jackson County Scheduled Improvements to County Roads - 1997

	<u>Material</u>	<u>Length</u>
1. B. Wilson Road	Asphalt/Concrete	3.0 miles
2. Airport Road	Asphalt/Concrete	1.80 miles
3. Wheeler Cemetery Road	Asphalt/Concrete	2.50 miles
4. Woods Bridge Road	Asphalt/Concrete	4.38 miles

Jackson County Road Widening Projects - 1997

None planned for 1997.

Jackson County Bridge Projects - 1997-2000

1. CR 269 Diamond Hill Road
2. CR 184 Cooper Bridge Road
3. CR 40 Old Hoods Mill Road
4. CR 428 South Apple Valley Road

Jackson County Proposed LARP Priority List - 1997

Length

1.	CR 188 Duck Road Lagree Duck Road to Newcutt Road	1.40 miles
2.	CR 181 Ednaville Road SR 53 to Jesse Cronin Road	2.06 miles
3.	CR 121 Brock Road U.S. 129 to U.S. 129	2.6 miles

Braselton

Road maintenance and improvement projects in Braselton are ongoing and are undertaken on an as needed basis.

Commerce

Commerce does not have a written five-year work program. The city is developing a Five-Year Right-of-Way Plan covering sidewalks, street resurfacing, and street widening projects. Commerce reports no problems with most of the streets that run through the city (these streets are maintained by the State Department of Transportation).

Commerce LARP List - 1997

Length

1.	Highland Estates From State Street to End	0.30 mi.
2.	Rice Street Spring Street to S. Broad Street	0.10 mi.
3.	Pine Street Clayton Street to S. Elm Street	0.24 mi.
4.	Washington Street SR Hwy. 15 to SR Hwy. 98	0.25 mi.
5.	Orchard Drive Carson Street to N. Broad Street	0.27 mi.
6.	Shankle Road Shankle Heights to Madison Street	0.80 mi.
7.	Walnut Street S. Elm Street to Piedmont Street	0.20 mi.
8.	Wilson Drive Roosevelt Blvd. to End	0.35 mi.

Hoschton

Road maintenance and improvement projects in Braselton are ongoing and are undertaken on an as needed basis.

Jefferson Proposed LARP Priority List - 1997

Length

Jefferson Shores Subdivision

1.	North Shores Road	0.2 miles
2.	Shoreline Drive	1.1 miles
3.	West Shores Drive	0.3 miles
4.	Shoreline Court	0.2 miles

West Shores Subdivision

1.	South Shores Road	0.3 miles
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2. Highland Drive 0.3 miles

Jefferson Paving Projects - 1997

Length

1. Possum Creek Road 1/2 Mile
 2. Banks Road 900 feet (approx.)
 3. Hillside Drive 500 feet (approx.)

Proposed Jefferson LARP Projects - 1998

1. Magnolia Avenue
 2. Dickson Drive
 3. Lawrenceville Street
 4. Hill Street
 5. Elm Street

Proposed Jefferson Paving Projects - 1998

Length

1. Stringer Lane 1/2 mile (approx.)
 2. Peach Hill Circle 1/4 mile (approx.)
 3. Jarrett Drive (being resurfaced but not under LARP)

Proposed Jefferson LARP Projects - 1999

1. Mahaffey Street
 2. Randolph Street
 3. Pine Street
 4. Hoschton Street

Proposed Jefferson Paving Projects - 1999

1. Long Farm Road

Proposed Jefferson LARP Projects - 2000

1. Morton Street
 2. Elrod Avenue
 3. Fairlane Drive
 4. Dixie Red Avenue
 5. Elberta Drive

Proposed Jefferson Paving Projects - 2000

Length

1. New Salem Church Road 1.5 miles (approx.)

Proposed Jefferson LARP Projects - 2001

1. Borders Street
 2. Belmont Street
 3. Skyline Drive
 4. Anderson Street
 5. Mahaffey Circle

Proposed Jefferson Paving Projects - 2001

1. Old Swimming Pool Road
2. Parking Lot across from Swimming Pool

Proposed and Scheduled Improvements to State Roads

The Department of Transportation administers seven transportation districts in the State of Georgia. Jackson County falls into the first transportation district, headquartered in Gainesville. Below is a list of proposed and scheduled improvements to state roads in Jackson County over the next few years.

Location	Project
SR 11/U.S. 129 From Middle Oconee River to CR 236	Reconstruction/Widening 2 lanes to 4 lanes-Includes I-85 Bridge
SR 11 Southern City Line (Pendergrass) to SR 332	Reconstruction/Widening 2 lanes to 4 lanes
SR 11 Jefferson Bypass to Pendergrass City Limits	Reconstruction/Widening 2 lanes to 4 lanes
SR 11 from SR 332 (Talmo) to SR 323 (Hall County)	Reconstruction/Widening 2 lanes to 4 lanes
SR 53 To the North and South of CR 421	Addition of a passing lane
SR 15 ALT (Jefferson) at Big Curry Creek	Rehabilitation of existing bridge
Jefferson Bypass from SR 15 ALT to SR 11 Near CR 229	Rehabilitation of existing bridge
SR 11 at SR 124/Galilee Church Road	Intersection improvement
CR 184 at Walnut Creek (4 miles NW of Braselton)	Replacement of existing bridges from 1 to 2 lanes
CR 269 at Candler Creek (8.5 miles NE of Talmo)	Replacement of existing bridges No addition of lanes
CR 367/Whites Bottom Road at Walnut Creek (NE of Braselton)	Replacement of existing bridges from 1 to 2 lanes

1.3.2 Public Transportation

Jackson County participates in the DOT Section 311 program.

1.3.3 Railroads

The CSX Transportation System operates out of Jefferson. Norfolk-Southern operates a freight line that runs from Lula to Athens through downtown Commerce. It serves local industries located along the line.

1.3.4 Commuter Rail

A 1995 Georgia Department of Transportation Commuter Rail Plan determined that commuter rail could be an effective way of enhancing the mobility of the Metropolitan North Georgia Region. The Commuter Rail Plan identifies six existing rail corridors as having solid ridership potential. Phase one, which is expected to be started in 2000, includes lines extending from the Five Points Station in Atlanta, to Athens, Bremen and Senoia. This completed phase will cover a total of 158 miles, linking twenty stations in twelve counties. It is anticipated that these lines will carry 6,300 riders for a total of 12,600 daily trips. While none of the proposed lines will run through Jackson County, the Athens line will have stations in nearby Winder, Bogart and Athens. The three lines proposed for phase two in 2010 originate at the Five Points Station and extend to Canton, Gainesville and Madison. The Gainesville line is the closest in proximity to Jackson County, and includes stations in Oakwood, Sugar Hill and Gainesville. This completed phase covers a total of 164 miles, linking 19 stations in ten counties. It is anticipated that these lines will carry 7,850 riders for a total of 15,700 daily trips.

1.3.5 Aviation

Jackson County Airport is located on Maysville Road between Commerce and Jefferson. Commercial aircraft, primarily King Airlines, serve the Jackson County Airport. There are two runways of 4,100 and 2,760 feet respectively. Executives from local industries (Caterpillar, Toyota, Outlet Mall, etc.) are the major commercial users of the airport. Safety equipment includes standard lighting and NDB (Non-Directional Beacon) systems. The airport does not have a control tower.

Long-term plans include lengthening the longer runway to 5,100 feet, increasing runway width to 100 feet (from the current 75-foot width), and improving the taxi lighting system.

The nearest commercial air service is available at Ben Epps Airport in Athens (U.S. Air commutes to Charlotte, North Carolina and Sky Bus Express commutes to Hartsfield International Airport in Atlanta). Ground transportation from Athens to Hartsfield International Airport is available through AAA Airport Shuttle, Inc. and AAS Shuttle.

Transportation Network Assessment

The rapid growth of Jackson County necessitates comprehensive transportation planning. New construction and continuing maintenance of county and municipal road systems are currently underway and will continue into the future. Many roads in the county are unpaved and in need of repair. Prolonged growth may require the development of alternative means of transportation. Task force members noted that within the next ten to twenty years, a low cost, public transportation system may need to be initiated to reduce congestion and increase accessibility to jobs throughout Jackson County. Expected increases in commuting patterns to Athens and Atlanta may also support the development of low cost public transportation systems.

The Task Force identified potential safety concerns on GA 15 between Commerce and Jefferson. Curves and the narrowness of the road make this route hazardous. Passing lanes were suggested as a possible solution.

Traffic volume and speed create additional safety problems at county schools located along U.S. 441 and U.S. 129. Turning and/or deceleration/acceleration lanes are needed to address this potentially dangerous situation. Finally, the signalization system at U.S. 441 and the Commerce bypass is reported to be ineffective. Many accidents occur due to limited sight distance and vehicles running red lights.

No specific transportation needs were mentioned for Braselton and Hoschton, however, road maintenance and improvement projects are planned on an as needed basis.

Commerce reports that city roads are generally too narrow and will be improved through LARP and local resurfacing projects.

Jefferson is currently following a five-year transportation plan. The city is experiencing congestion in the downtown area and south of the city, due to rush hour and school bus traffic. Construction of a bypass to reduce downtown traffic has been in the discussion phase for a number of years. Although this project is generally supported by the citizens of Jefferson and Jackson County, it is not a high priority planning item and no funding has been secured. Additionally, more sidewalks are needed throughout the downtown area to improve pedestrian safety.

1.4 Public Water Supply and Treatment Systems

Inventory

Jackson County

Public water service in Jackson County is provided to both industrial and residential customers. Current systems have a projected 50-year life. Jackson County has agreements to obtain and sell water with Athens, Commerce, and Hoschton. These are the only sources of water for the Jackson County Water and Sewer Authority (JCWSA).

Commerce is projected to become an increasingly important source of water supply beginning in the fall of 1997 when it will provide approximately 99 percent of water supply to JCWSA. The Athens contract will expire in 2010. The contracts with Hoschton and Commerce have no time limits.

JCWSA provides water to Arcade, Pendergrass, and Talmo. Average daily usage for the Water and Sewer Authority is 200,000 gallons. The County has a total storage capacity of 2.3 million gallons, stored in six elevated storage tanks. Jackson County is building a 750,000 gallon elevated storage tank that should be completed in November. The Authority receives 75 percent of the Local Option Sales Tax. Many of the residents of unincorporated Jackson County rely on wells for their water supply.

The Bear Creek project is expected to become the major source of water supply in the future. It is still in planning stages but is expected to become operational by the year 2000. Jackson County is paying for 25 percent of the construction costs and expects to receive about 4 mgd from Bear Creek. Jackson County is funding their share of the project through water sales.

Arcade

Approximately half of the city's population receives water from the Jackson County Water and Sewer Authority. The remaining residents rely on individual wells.

Braselton

Braselton provides water to approximately 700 residential, industrial and commercial customers via four drilled wells. Water treatment consists of chlorine disinfection at each well and recently installed chemical feed pumps. Maximum dependable production for each facility is 50,000-65,000 gallons per day, for a maximum total of 260,000 gallons per day. However, average daily consumption is 900,000 gallons per day. This high consumption rate, relative to Braselton's population, is primarily due to the Chateau Elan Resort. Peak demand in summer months is often as high as 10.0 mgd. To meet service demand, Braselton contracts with other water providers. Recently, their contract with Gwinnett County expired, but negotiations are currently underway to establish a new purchasing agreement. Since Braselton must buy, on average, 60 percent of its water, such contracts are imperative to meet average daily demand.

Water storage in Braselton consists of two elevated storage tanks with a combined storage capacity of 270,000 gallons. There are also 14,000 gallons in ground storage. Currently, a 300,000-gallon elevated storage tank is being constructed and two additional wells are planned. The City will also continue to survey suitable well sites, as demand is projected to increase far beyond their current capacity.

Commerce

The City of Commerce provides potable water to all residential, commercial, and industrial properties located within the City of Commerce. In addition, the city serves approximately 450 customers outside its corporate boundaries located either adjacent to the city limits or in and around the Banks Crossing area (Banks County). The system serves approximately 2,450 customers.

Commerce provides water to its water customers via a 325-acre fresh water reservoir. This is a single source water supply. Commerce operates an intake pump facility located on the southeast side of its reservoir. Raw water is pumped from this facility to the Commerce Water Treatment Facility (approximately one-half mile from the reservoir). This water treatment facility is presently under evaluation to increase its capacity from 2 mgd to 4 mgd.

During 1996, Commerce made many improvements to its water supply and treatment systems. Additions included the construction of a new 16-inch raw water main from the pumping facility to the treatment facility, the building of a 16-inch finished water main from the treatment facility to the City of Commerce, and the addition of new filter media/filter automatic sweeps in all four filter beds.

The city's average daily consumption is 1.34 mgd. Peak demand occurs during the summer months when consumption increases to 1.9 mgd. The city has 1.225 mgd elevated storage capacity (five tanks total). Ground storage and clear well capacities are 0.20 mgd. Commerce sells up to 250,000 gpd to Banks County, up to 2 million gallons per month to Maysville, and up to 500,000 gpd to Jackson County.

Hoschton

The City of Hoschton provides domestic water supply and fire protection to commercial, residential and industrial water users within the corporate limits of Hoschton. The primary water supply is from one drilled well. Hoschton's well and well house are located at the intersection of White Street and Industrial Drive within the corporate limits of Hoschton. The interior piping and chemical feed systems in the well house were replaced during 1994. The well and the well house are in good condition.

Hoschton purchases water (average of 0.144 mgd) from the City of Winder. Hoschton, in turn, sells water to the JCWSA. There are agreements with the Barrow County Water/Sewer Authority and with the City of Braselton for an emergency backup water supply. The well supply is not sufficient to serve the city's water customers and the JCWSA. Additional sources of water supplies are needed, especially if the city continues to provide water service to the JCWSA.

During the past ten years, the distribution system in Hoschton has been almost completely renovated. Only a few water mains need replacement at this time. Additional water mains are planned to complete loops to increase flow and pressure in the industrial area. The existing flow controls consist of the use of an altitude valve located at the city's elevated tank (100,000 gallon capacity). A telemetry system starts and stops the well pump based on the water level in the elevated tank.

During high flow demand periods, an electric/telemetry controlled pressure reducing valve is opened to provide water from the City of Winder's distribution system. The well pump is capable of delivering water at a rate of 125 gpm (0.180 mgd). Flow from Winder is regulated to a rate of 100 gpm (0.144 mgd).

Jefferson

Jefferson provides residential, commercial, industrial, and institutional water service to Jefferson residents. A 35-acre reservoir on Curry Creek is the main water supply. A surface water treatment plant is located at 320 Kissam Street. The plant has raw water and microprocessor controlled rate of flow, auto-flow pacing, and chemical turbidity monitoring. Jefferson's water department and the EPD monitor water quality at the treatment facility. Current permitted capacity for the treatment plant is 2.25 mgd.

In 1996, there were 1,593 customers on the Jefferson system. Average usage was 0.614 mgd or 383.7 gallons per customer. Peak demand occurs during the summer months and was measured at 1.381 mgd (the highest usage measured in 1996).

Jefferson is planning to expand the water plant treatment capacity to 4.0-4.5 mgd. These improvements are expected to make the Jefferson system adequate for the next 25 years (taking into account expected growth and future water sales to Jackson County).

Water storage capacity in Jefferson is in elevated tanks, standpipes, and ground storage facilities. Three elevated storage tanks hold 800,000 gallons and standpipes hold 1 million gallons. There are also 100,000 gallons in ground storage. Total storage capacity is 1.9 million gallons. Jefferson's water department reports that they need more storage in the Dry Pond area and that they need to build a clear well.

Nicholson

The Nicholson Water Authority provides water service to primarily residential city and county customers in a thirty-two square mile area. The Authority utilizes six wells with a collective capacity of .720 mgd. Average daily use is .137 gpm and peak demand is .576 mgd. Storage facilities consist of one 75,000-gallon elevated storage tank. Currently, the system serves 719 customers. However, new customers tap into the system continuously.

The distribution system has not undergone any significant improvement in the past twenty years. The majority of the lines are two inches in diameter and do not provide sufficient pressure for adequate fire protection. The Authority is attempting to have engineering studies done on potential storage facilities and ungraded distribution lines.

Table 6-21

Jackson County Water Systems								
City/County	Source	Permitted Withdrawal	Treatment Capacity	Average Daily Use	Peak Demand	Storage Capacity		
						Raw Water	Treated Water	
							Elevated	Ground
JCWSA	Hoschton	144,000 gpd	180,000 gpd	107,000 gpd	175,000 gpd	---	---	---
JCWSA	Commerce	500,000 gpd	---	10,000 gpd	---	---	---	---
JCWSA	Athens	200,000 gpd	---	120,000 gpd	---	---	---	---
Braselton	4 wells	300,000 gpd	300,000 gpd	900,000 gpd	10.0 mgd		270,000 gallons	14,000 gallons
Commerce	325 acre reservoir	2 mgd	2 mgd	1.34 mgd	1.9 mgd	308 mgd	1.225 million gallons	200,000 gallons
Hoschton	Well/Well House	180,000 gpd	180,000 gpd	77,000 gpd	98,000 gpd	---	100,000 gallons	---
Hoschton	City of Winder	144,000 gpd	144,000 gpd	---	---	---	---	---
Jefferson	Curry Creek	2.25 mgd	2.25 mgd	614,000 gpd	1.381 mgd	57 mgd	1.8 million gallons	100,000 gallons
Nicholson	6 wells	720,000 gpd	720,000 gpd	137,000 gpd	576,000 gpd	---	75,000 gallons	---
Sources: Mr. Paul Mims, Jackson County Water and Sewer Authority; Ms. Shirley Willis, Commerce City Clerk; Mr. Don W. Harris, President, Harris Consultants Inc.; Mr. Mike Arnold, Jefferson Water Department; Mr. Jerry Hood, Precision Planning; Mr. Jeffrey Hulsey, Braselton Water and Sewer Superintendent; Mr. Ray Chester, Nicholson Water Authority.								

Table 6-22

Jackson County Water Customers 1990-1996							
	1990	1991	1992	1993	1994	1995	1996
JCWSA	25	100	200	350	400	750	850
Braselton	NA	225	NA	NA	NA	NA	700
Commerce	2,144	2,189	2,216	2,221	2,303	2,341	2,393
Hoschton	NA	NA	NA	NA	NA	NA	340
Jefferson	990	1,090	1,190	1,290	1,390	1,490	1,593
Nicholson	196	207	208	386	450	567	630

Sources: Ms. Shirley Willis, Commerce City Clerk; Mr. Paul Mims, Jackson County Water/Sewer Authority; Mr. Don Harris, President, Harris Consulting Inc.; Mr. Mike Arnold, Jefferson Water Department; Mr. Jerry Hood, Precision Planning; Mr. Jeffrey Hulsey, Braselton Water and Sewer Superintendent; Mr. Ray Chester, Nicholson Water Authority.

Table 6-23

Jackson County Projected Water Demand (mgd)					
	2000	2005	2010	2015	2020
JCWSA	2.0	4.0	6.0	10	---
Braselton	1.2	1.8	3.6	5.4	8.1
Commerce	2.13	2.29	2.46	2.65	---
Jefferson	---	---	---	---	4.5
Nicholson	NA	NA	NA	NA	NA

Includes residential, commercial and industrial demand for average day of peak month, but does not include rural domestic or agricultural demand.

Sources: City of Commerce; Jackson County Water and Sewer Authority; Mr. Jerry Hood, Precision Planning; Mr. Jeffrey Hulsey, Braselton Water and Sewer Superintendent; Mr. Ray Chester, Nicholson Water Authority.

Assessment

As with most infrastructure issues in Jackson County, water treatment and supply is largely affected by projected population growth. Throughout the community facilities meetings, Task Force members emphasized the need for distribution systems that are in good condition and adequate for projected growth in Jackson County. Task Force members also recommend establishing water conservation controls or incentives throughout the county. One such approach is volume-based water billing in which customers are charged progressively higher rates for water consumption above a predetermined level.

Currently, water distribution systems are limited throughout the county. The Task Force recommends extending lines to cover more area and possibly connecting existing municipal systems in an effort to create a county system. The JCWSA currently purchases 60 percent (0.120 mgd) of its water from Athens, 39.5 percent (0.79 mgd) from Hoschton, and 0.5 percent (0.010 mgd) from Commerce. Beginning in the fall of 1997, the JCWSA will purchase the majority of its water from Commerce, due to the lower rate that Commerce charges. Bear Creek will be a significant source of water supply for Jackson County in the future. Until that time, Commerce will serve as the major supply source for Jackson County.

The City of Arcade is currently experiencing a water crisis. The groundwater that feeds the wells for approximately 85 households has been designated as environmentally hazardous by EPD. These contaminants pose a serious health threat and EPD has issued statements warning residents not to use well water for drinking, cooking or bathing. To avert a broad-based health risk, the city needs to work with the Jackson County Water and Sewer Authority (JCWSA) to extend county water lines to this area. Arcade has applied for a Community Development Block Grant to connect these homes to the county water distribution system. JCWSA has committed matching funds to strengthen the project's viability.

According to projections by the Braselton Water and Sewer Department, future water demand will far exceed existing capacity. Given these projections and current growth patterns, the city has begun expanding its system and is looking at alternative water sources. Survey engineering is being done to determine the requirements and possible outcomes associated with connecting to the Hart County and Jackson County water distribution systems. As previously mentioned, Braselton has two additional wells planned for the near future, and will continue to locate new, suitable sites. The completion of these projects, coupled with a new contract to purchase water from Gwinnett County is anticipated to meet future service demands.

Commerce considers its present facility to be adequate for the current customer base. However, rapid population growth and seasonal demands for water suggest that demand for water will steadily increase over the next 40 years. To deal with this projected increase, Commerce has made several improvements to its current system and has made plans to increase its treatment plant capacity from 2 mgd to 4 mgd. Once the treatment facility operates successfully for a six-month period at 3 mgd, Commerce will begin the second phase of plant modifications to carry it to 4 mgd. The second phase of high rating should begin in late 1997. Commerce anticipates that 3-4 mgd should meet the water demand for the next 10 to 15 years. Storage capacity will be enhanced through the construction of a 500,000-gallon elevated storage tank.

Hoschton plans to expand its water mains throughout its system. A water analysis, completed during 1996, recommended increases in flow and pressure to the industrial areas of Hoschton through the acquisition of a 300,000-gallon elevated storage tank (that would be located within the industrial area). Because JCWSA is shifting the majority of its water supply purchases to Commerce, Hoschton may have sufficient water supplies for the future.

Water department personnel note that Jefferson may need to develop a new off-stream reservoir and two additional wells over the next twenty years. Potential sources of water may include the Bear Creek facility, the Middle Oconee Project, or additional purchases of water from surrounding communities. As development continues, water lines will need to be extended and maintained. Jefferson's planned expansion of its treatment facility should meet demand for future growth and expected sales to Jackson County (Jefferson expects to sell up to 0.35 mgd to JCWSA in the future). Projected industrial growth and population increases are expected to increase average demand to 3.114 mgd.

Jefferson reports that a new elevated storage tank is needed and that a watershed protection plan (purchasing land for additional reservoir space and protecting land around the current reservoir) should be implemented as soon as possible.

The Nicholson Water Authority reports that the system currently in operation adequately serves its customers, but given the age of the distribution system, upgrades will be needed in the near future. Of primary concern is the lack of sufficient storage capacity. The system relies on six wells to serve its growing customer base. Should a problem occur in which sufficient water could not be pumped, the 75,000 gallon storage reserve would be insufficient to meet demands. In addition, the distribution system is mainly comprised of 2-inch diameter lines. These small lines are unable to provide adequate water pressure for fire protection and increased residential use. The water authority is attempting to get engineering studies done to show the best plan for providing continued service. Securing funding to replace existing lines and increase storage capacity will continue to be a challenge, as the authority does not have the estimated \$1,500,000-2,000,000 required. Until funding is obtained, the city will be unable to make water system improvements.

1.5 Public Sanitary Sewerage and Solid Waste Management

1.5.1 Sanitary Sewerage Jackson County

Inventory

Jackson County

Jackson County does not operate a public, residential sewerage system at this time. However, the county has assisted various industries and municipalities in securing and expanding treatment facilities in order to accommodate retail and industrial growth. The remaining areas of the county, as well as the cities of Arcade, Nicholson, Pendergrass and Talmo rely on septic systems.

Braselton

Braselton's sewage plant has a capacity of 105,000 gallons per day, and utilizes oxidation ponds and land application treatment methods. The per capita contribution of wastewater by the system's 230 customers is 197,044 gallons per day, well over the facility's permitted capacity. The city estimates adding approximately 25 new customers each year, and projects sewer demand to reach 300,000 gallons per day by 2020. Existing conditions coupled with future projected demand necessitate system expansion. A recent study reported that domestic requirements were being met, however, four industrial and commercial customers were out of compliance.

Commerce

The existing sewerage system serves approximately 1,800 customers. Three facilities serve the city: a plant at the intersection of I-85 and U.S. Hwy. 441 (Plant #1), the Northside Wastewater plant at 578 W.E. King Road (Plant #2), and Davis House plant at the intersection of I-85 and U.S. Hwy./Banks Crossing (Plant #3).

Plant #1 uses a waste stabilization pond with an effluent recovery stream at Crooked Creek. It serves the Holiday Inn Express and the Amoco Station. The current plant capacity is 0.041 mgd and the average daily load is 0.0015 mgd. Current plant utilization is 45 percent. Commerce is considering closing this facility in the future. Under this plan, Banks County would handle sewer needs for current Plant #1 customers.

Plant #2 utilizes an activated sludge/filtration system. Plant capacity is 1.05 mgd and the average load for the plant is 0.6 mgd. It is currently at 45 percent capacity. The effluent recovery stream is Beaver Dam Creek in the Savannah River Basin. This facility serves 1,786 customers.

Plant #3 utilizes a stabilization pond for sewerage treatment. Capacity is 0.067 mgd and average load is 0.045 mgd. The utilization rate for the plant is 80 percent. The effluent recovery stream is the Crooked Creek tributary and the Savannah River Basin. This facility serves approximately 30 commercial customers.

No plans for immediate expansion or upgrade of wastewater facilities were mentioned for the City of Commerce. However, unanticipated long-term demand could require increased capacity.

Hoschton

Hoschton's wastewater collection system provides service to approximately 75 percent of the land area within the corporate limits of Hoschton. In 1996, the City of Hoschton provided sewer treatment to 227 customers. The wastewater treatment facility is located in the Hoschton Industrial Park along Sells Creek. Sewage pumping stations are located on White Street and Jefferson Street.

The original design life of the City's wastewater treatment plant is for 20 years. Based on population growth during 1981-1996, the remaining useful life for the treatment facilities is approximately fifteen years. The wastewater treatment facility uses a nine-acre multi-celled wastewater stabilization pond with an effluent structure and cascade aerator system. The permitted capacity for this system is 0.10 mgd. The present flow into this facility is approximately 0.034 mgd. Current utilization of the wastewater treatment facility is 34 percent of design capacity.

The average wastewater discharge per customer is 149 gpd. Average per capita discharge is 50 gpd, based on three people per household. Discharge from the wastewater treatment facilities is received by Sells Creek (a tributary of the Mulberry River). The existing wastewater collection and treatment systems are adequate for the current flows and loading. The original design life of the City's sanitary sewage collection is 50 years. The remaining useful life of the collection system is estimated to be 40 years.

The original design life of the City's pumping stations is ten years. The White Street Pumping Station has five useful years life before replacement is needed. It is adequate for its present flows and loading. The Jefferson Street Pumping Station is now at design capacity and requires replacement of its pumps and motors.

Jefferson

Jefferson has three sewer treatment facilities: the Central City Land Application System (located off Curry Street), the Old Pond facility (located on Maddox Drive), and the I-85 Land Application System (located on Opossum Creek Road). The Central City facility was built in 1995 and the I-85 facility was built in 1994. Both are expected to be useful for the next 30 years. As of April 1997, the total number of customers on the Jefferson sewer system was 914.

Currently, the Central City Land Application System and the Old Pond are at 100 percent capacity (0.210 mgd and 0.120 mgd respectively). The I-85 Land Application System is at 10 percent capacity (0.28 mgd), giving the Jefferson sewerage system 0.065 mgd of excess capacity.

The Old Pond facility produces 0.120 mgd of effluent and uses Curry Creek as its receptor. Due to capacity limits at the Old Pond facility, Jefferson is planning to use GEFA funding to replace sewerage piping between the Old Pond and Curry Creek (this should reduce infiltration problems and prevent overflows in the future).

Table 6-24

Jackson County Sewer Systems				
City	Receptor	Treatment Method	Design Capacity	Average Demand
Braselton	---	Oxidation Ponds/Land Application	0.105 mgd	0.197 mgd
Commerce	Crooked Creek	Stabilization Pond	0.041 mgd	0.0015 mgd
Commerce	Beaver Dam Creek	Activated Sludge	1.05 mgd	0.6 mgd
Commerce	Crooked Creek	Stabilization Pond	0.067 mgd	0.045 mgd
Jefferson	Curry Creek	Oxidation	0.120 mgd	0.120 mgd
Jefferson	---	Land Application Systems (2)	0.495 mgd	0.238 mgd

Sources: Mr. Don Harris, President, Harris Consulting Inc.; Ms. Shirley Willis, Commerce City Clerk; Mr. Donell Sealey, Jefferson Sewer Manager; Mr. Jerry Hood, Precision Planning; Mr. Jeffrey Hulse, Braselton Water and Sewer Superintendent.

Table 6-25

Jackson County Sewerage Customers 1989-1997									
City	'89	'90	'91	'92	'93	'94	'95	'96	'97
Braselton	NA	175	NA	NA	NA	NA	NA	NA	230
Commerce	NA	NA	1,746	1,736	1,717	1,717	1,763	1,786	1,810
Hoschton	188	NA	NA	NA	NA	NA	NA	227	NA
Jefferson	NA	NA	NA	NA	NA	NA	NA	924	NA

Sources: Mr. Don Harris, President, Harris Consulting Inc.; Ms. Brenda Duncan, Jefferson City Clerk; Mr. Jeffrey Hulse, Braselton Water and Sewer Superintendent.

Assessment

Due to the expected population growth in Jackson County, it is critical that county officials ensure that sewer systems are expanded and improved. A comprehensive public sanitary sewerage plan can be a major incentive for attracting industrial development, expanding the tax base and bringing benefits to the entire county.

Committee members made several specific recommendations. First, they noted that an infrastructure plan for the I-85 corridor is needed within the next ten years. Although such a plan would be expensive and potentially time-consuming, this development corridor is expected to grow quickly and detailed infrastructure plans could assist county officials in attracting and managing future growth. Second, committee members recommended extending public sewerage and wastewater treatment for the unincorporated areas of the county, possibly in conjunction with the creation of a county sewerage system (by linking existing municipal systems). Third, septic systems were characterized by the Task Force as being too land intensive and costly to install and operate.

The City of Braselton is currently expanding their wastewater treatment plant. Expansion will include a new control building which will contain a computer-based operations system, two certified labs and filtered effluent systems. This will increase the city's discharge limit to 315,000 gallons per day.

The wastewater treatment plant in Hoschton is being utilized at 34 percent of its design capacity. Its useful life is estimated at fifteen years, and there are no immediate plans for expansion. The Jefferson Street Pumping Station is at design capacity and is in need of upgraded equipment to meet current demands. The White Street Pumping Station is not presently in need of any equipment upgrades, however, expansion should be a long-term goal as the useful life of the facility is approximately five more years.

Jefferson plans significant expansions and improvements to its sewer system. These include laying new sewer lines to the Mill Village area, the Peach Hill area, the Holox facility, the Boy Scout Headquarters, the new Fire Station site, and to the North U.S. 129 area. Rehabilitations to sewer systems are planned for the county building.

Regarding future sewerage use, Jefferson plans to expand the I-85 Plant to 1 mgd and the Central City Plant to 0.6 mgd by 2020. Both facilities have available land for these planned expansions. Funding for both projects will be secured through GEFA, ARC, and CDBG sources.

1.5.2 Solid Waste Management

Inventory

Jackson County

Jackson County operates a transfer station at 100 Landfill Drive in Jefferson. The county closed its landfill in April 1994 and now transfers all of its waste to Banks County. Inmate labor is utilized to separate recyclables from waste at the transfer station. Recyclables make up approximately 8 percent of all waste collected. Light metals, newspaper, and cardboard are separated out and sold to markets with the proceeds coming back to help fund landfill operations. Senior leaders in the department speak to youth and citizen groups regarding the importance of recycling.

Based on a population of 30,000 people, the transfer station receives 3.9 pounds of waste per person per day, for a total of 117,000 pounds of waste per day in Jackson County. Small private firms (Dillard, Brook Advance, R&W, Seymore Bolton, Duck) pick up waste for a charge. WSI operates two compactor sites, one in Commerce and one on Hwy. 441. Most private firms bring solid waste to the Banks County landfill although a few companies (ARS and others) dispose of their waste at the Jackson County transfer station.

In the future, Jackson County plans to operate their own compactor site in the vicinity of West Jackson. This site should be operational in 6-8 months, although it is still in its planning stages. Department personnel have suggested using a composting operation to reduce waste in the future.

Arcade

Arcade contracts with R&W Sanitation for solid waste pick up. Residents pay the city directly for this service and the city pays the contractor. R&W Sanitation picks up solid waste once per week.

Braselton

Braselton has contracted with Speedway in Barrow County to pick up solid waste twice per week from eight dumpsters located between Henry Street and Harrison Street. Residents drop off their solid waste at these dumpsters free of charge. There is no recycling in the city.

Commerce

The City of Commerce contracts with ARS of Athens for all solid waste collection and disposal except for yard waste. Residential and small commercial customers (roll-a-way customers) pay the city for their collection service and the city in turn contracts for this service. For large commercial and industrial (green box) accounts, individual customers contract directly with a hauler. Commerce bills 1883 residential and small commercial customers for garbage service. These customers receive a roll-a-way for curbside service once per week. Larger green box customers are serviced 1-5 times per week. ARS of Athens has collected solid waste in Commerce since 1994. For the year ending in June 1996, 4,631.5 tons of solid waste were collected in Commerce. Commerce collects 5.75 pounds of waste per person per day, or 1.05 tons per capita per year.

Three recycling programs are utilized in Commerce. There is a limited cardboard recycling program that is run by ARS of Athens (with no local government involvement). A voluntary newspaper recycling program is organized through the local high school. Finally, the Commerce Public Works Department recycles yard waste into mulching material which is provided, free of charge, to city residents.

There are a variety of programs designed to support beautification efforts in Commerce. The Downtown Development Authority in Commerce is planning "Operation Clean Sweep" for April 1997. This program utilizes Commerce residents and businesses to clean up the Central Business District. City Government involvement in this program is limited to providing vehicles for waste transport and collection. Another program in Commerce utilizes inmates from the I.W. Davis facility to clean out curbs and gutters on the streets in Commerce. Finally, the city government periodically offers "trash amnesty" days in which residents are able to dispose of items not normally accepted by local contractors.

Hoschton

The City of Hoschton contracts with BFI to provide its residents with once per week curbside collection of solid waste and recyclables. All residents are charged a standard monthly fee, however, senior citizens over the age of 65 are billed considerably less. Currently, 364 residential and small business customers are served by this system. Acceptable recycled materials include newsprint and newspaper, #1 and #2 plastic, tin and aluminum cans, and brown, green and clear glass.

Jefferson

Jefferson contracts with Waste Management Inc. for weekly solid waste management and recycling. The city bills residents and Waste Management bills commercial customers directly.

Nicholson

Nicholson uses a city truck to pick up solid waste once per week and deliver it to the county transfer station. Detainees assist the driver with this work. The city bills residents directly for this service.

Pendergrass

The City of Pendergrass does not offer municipal solid waste collection. Individual residents coordinate with private contractors to pick up their solid waste.

Talmo

Talmo has contracted with Ronnie Seymour for weekly pick up of solid waste. Residents pay the city directly for this service and the city, in turn, pays the contractor. There is no recycling program in Talmo.

Assessment

Solid Waste Management in Jackson County is very limited. There are only two privately owned compacter sites and one county transfer station. There are plans to locate an additional county operated compacter in west Jackson County by the end of 1997. The addition of this site, and others, may prevent illicit trash dumping.

The transfer station will need to be expanded in the future. It was designed based on 1994 usage but the recent agreements made by the county to accept municipal waste have made the facility inadequate for current needs. The volume of solid waste has increased 40 percent in the last two years. Currently, the county has no plans to build a new transfer station or expand the existing facility within the five-year planning horizon. In addition, no long term projects have been identified. Solid waste personnel have suggested the development of a county composting program and increased recycling education as the best methods to reduce the volume of waste handled at the transfer station.

All municipalities in Jackson County, with the exception of Nicholson and Pendergrass, contract with private companies to provide solid waste services. None of the municipalities reported any significant problems with their solid waste programs.

Recycling is very limited throughout the county. Only 8 percent of waste collected at the transfer station is recycled. Task Force personnel have suggested that the addition of recycling bins at compacter sites and increased citizen awareness of disposal options could increase citizen participation in recycling programs. It is felt that many people who would like to recycle often do not simply because drop-off locations are too far away. The size of Jackson County warrants either more recycling centers, or more of an effort to collect recyclables at unmanned sites and better educate residents as to their options.

1.6 Health Care Services**1.6.1 Hospitals and Health Centers****Inventory****BJC Medical Center**

Jackson County residents utilize BJC Medical Center, located at 70 Medical Center Drive in Commerce, as their main hospital. The Medical Center has 5 satellite offices located throughout Jackson County. These satellite offices provide family medicine and women's health needs for the county.

The Medical Center has acute care, intensive care, and long term care units. The total floor space of the facility is 104,639 square feet. The Medical Center is accredited by the Joint Commission on Accreditation of Health Care Organizations. Specialized units include emergency services, intensive care units, women's health units, OB/GYN units, physical therapy, laboratory and radiology services, respiratory therapy, occupational health, nuclear medicine, and social work units.

Satellite offices are in the following locations:

- ! Nicholson Family Medicine, 5299 Hwy. 441S, Nicholson, GA 30565
- ! Homer Family Medicine, Hwy. 441S, Homer, GA 30547
- ! Family Medicine Physician's Office, 270 Athens St., Jefferson, GA 30549
- ! Women's Health Center, 641 Hospital Rd., Suite 4, Commerce, GA 30529
- ! Women's Health Center, 270 Athens St., Jefferson, GA 30549

Jackson County Health Department

The Jackson County Health Department has clinics located in Commerce and Jefferson. These clinics offer children and women's care, immunizations, HIV testing, preventive health screening, TB testing, sanitary inspections, acute care, and WIC program administration.

The clinics are funded through county, state, and local funds as well as through client fees (calculated on a sliding scale). The Jefferson clinic will be closing, but will be replaced by a new clinic located in the central section of Jackson County (construction is scheduled to begin on this facility in May 1997).

The total area for the two clinics is 5,000 square feet. They are staffed by seven RNs, one Administration Officer, four Clerks, two Environmental Health Workers, and two Health Educators.

Private Facilities

Crystal Springs Long Term Care Center and Care Free Life Styles (an Alzheimer care facility) serve Jackson County in long term and specialized areas. Both are private facilities.

1.6.2 Senior Centers

Jackson County Senior Citizen's Center, located at 219 Darnell Road, offers a variety of services for its clients. The center offers home meals, transportation, telephone reassurance, friendly visiting, recreation, information and referral, health counseling, continuing education, nutrition counseling, and escort assistance.

The Center is staffed with a Director, Bookkeeper, Food Service Worker, Craft Room Instructor, Cook, and two Van Drivers. Funding is provided by the Regional Development Center's Council on Aging and through County funding. In addition, the Center raises funds through the sale of craft goods. The Center is planning some exterior renovations in the near future.

1.6.3 Nursing Homes

Care Free Life Styles provides Alzheimer's support in its facility.

1.6.4 Other Community Services

ACTION, Inc. (Area Committee to Improve Opportunities Now) is a private, nonprofit agency that administers various state and federally funded programs, such as Head Start, Day Care, Weatherization, Community Services Block Grants, Youth Services, Homelessness Assistance, and the Job Welfare Reform Program. Jackson County has a satellite office located at 67 Athens Street in Jefferson. This office is focused on emergency services including energy assistance programs, eviction and utility shut-off programs, and commodities programs. The office in Jefferson has one full-time employee and one intern.

Solar Tech is operated by the State of Georgia and Northeast Georgia Community Services. It is located in Commerce, GA. Solar Tech provides vocational training for persons with learning disabilities, outreach services for both adults and children, employment support, adult daily living training, and case management services. The facility

currently serves 50 clients, and has a staff of 15 full-time and 5 part-time employees. Solar Tech moved into a new facility in August 1995.

Assessment

A wide variety of health care services are provided in Jackson County. Also, residents throughout the county are in close proximity to Athens, where well equipped facilities are located. Plans for updating systems and facilities and providing additional services are constantly evolving. As can be expected, funding is the primary limiting factor in expanding services and programs. With the anticipated long-range population growth in Jackson County, additional funding will be needed to hire doctors and other health care professionals.

Committee members identified long term needs for a health center in south Jackson County, community centers in remote sections of the county, and the establishment of a public nursing/retirement home.

Most health facilities are located several miles away from south Jackson residents. A satellite office of the Health Department with the use of part-time medical "floating" staff could provide easier access to medical services. Part-time medical professionals could operate out of local community centers during regular hours to provide basic medical services in less populated areas of the county. Existing facilities (churches, city halls, schools, etc.) could be used to house these community centers/health clinics. The lack of a public retirement/nursing home is a significant concern that may necessitate construction of a public facility in the future.

Jackson County was recently awarded a Community Development Block Grant to fund the construction of a new, 7,000 square foot health center, to be located on Darnell Road near the senior center. Due to its central location, the new center should alleviate some of the accessibility issues raised about health care in Jackson County.

Health care transportation issues were discussed by committee members. Currently, the county does not provide transportation to and from hospitals for bedridden patients. Private contractors must be used. Another problem noted by committee members was that the senior center can only provide transportation to and from the center. The Task Force felt that transportation services offered to seniors should be expanded, to include transportation to medical offices and shopping centers. However, as with other identified community service deficiencies, the lack of funding and personnel is at the root of the problem. Improving services is of paramount importance to health care administrators in Jackson County, but limited funding and resources prohibit any action in the immediate future. No other recommendations were made concerning the immediate expansion of services. However, there are plans to make exterior and structural renovations to the senior center building.

1.7 Parks and Recreational Facilities

Inventory

Jackson County

Jackson County has a full-time recreation department located at 180 I. W. Davis Road in Jefferson. The department offers a wide range of programs for all age groups, including t-ball (160 participants), baseball (683 participants), softball (670 participants over three seasons), youth basketball (451 participants), youth soccer (140 participants), flag football (72 participants), tackle football (125 participants), cheerleading (117 participants), day camp, and various instructional classes. The county maintains two recreational facilities including the Parks and Recreation Complex on I. W. Davis Road in Jefferson and Hurricane Shoals Park on Hurricane Shoals Road in Maysville.

The Recreation Department has a good rapport with the school system. Presently, Jackson County Schools use Hurricane Shoals Park during school hours. The Recreation Department uses school gymnasiums (for the basketball program and all-star tournaments), the school football field (for the recreational football program), school ballfields (for recreational baseball/softball practices and games), and high school tennis courts (for the recreational tennis program).

Joint county/municipal operations have included a Lifeguard Training Class at the Jefferson City Pool (Recreation Department administered the class, Jefferson provides the pool), a tackle football program involving Commerce and Banks County, and various District All-Star Tournaments in which 6-8 counties participate.

The Recreation Department has four full-time employees including a Director, Athletic Coordinator, Administrative Assistant, and a Maintenance Supervisor. There are approximately fifty-five seasonal workers utilized for various programs (officials, score keepers, concession workers, etc.). The Department's operational budget is funded through the county budget, through participation/user fees, and through rental fees for the use of certain facilities.

Hurricane Shoals Park is situated on approximately 70 acres with facilities to accommodate people of all ages and support a wide variety of programs. Facilities at the park include: one playground, six picnic pavilions, picnic tables (some with disabled access), two sets of volleyball nets, two horseshoe pits, and restroom facilities. In addition, Hurricane Shoals Park has an operational Grist Mill (used during Art in the Park festival) and Heritage Village (a village of historic buildings). An annual event, "Art in the Park," is organized by the Tumbling Waters Society to raise funds for various community service organizations. Estimated attendance per year is between 5,000 and 6,000 people.

Table 6-26

Hurricane Shoals Park	
Total Area	70.3 acres
Facilities:	
1 Playground Area	Restroom Facilities
6 Pavilions	2 Sets of Volleyball Nets
2 Horseshoe Pits	Grist Mill
Picnic Tables	Heritage Village
Source: Mr. David Bohanan, Jackson County Clerk/Personnel Officer, February 1997.	

The Jackson County Parks and Recreation Complex is located at 180 I. W. Davis Road in Jefferson. The facility has three 300' baseball/softball fields, two 200' baseball/softball fields, office space, a concession area, handicapped accessible restrooms, and a storage facility.

Table 6-27

Jackson County Parks and Recreation Complex	
Total Area	12.0 acres
Facilities:	
3 300' Baseball/Softball Fields	1 Practice Field
2 200' Baseball/Softball Fields	Concession Area
Restroom Facility (handicapped equipped)	Storage Facility
Source: Mr. David Bohanan, Jackson County Clerk/Personnel Officer, February 1997.	

Braselton

Braselton Town Park, located between Henry and Harrison Streets, has two tennis courts and an open field that can be used for a variety of activities. Braselton plans to add lights to the tennis courts and to upgrade the field in an effort to make it suitable for baseball, softball, etc. The city plans to add picnic tables and family areas to the areas surrounding its new City Hall.

Table 6-28

Braselton Town Park	
Total Area	2.97 acres
Facilities: 2 Tennis Courts	Open Field
Source:	Mr. Henry Braselton, Mayor of Braselton, March 1997.

Commerce

Commerce has a full-time Parks and Recreation Department that operates and maintains seven parks and recreation facilities through a full-time parks and recreation department. Citizens outside the Commerce city limits may utilize the recreation department although in cases where fees are charged, non-Commerce residents will usually pay higher amounts.

A five-year capital plan is being utilized to schedule and prioritize renovation projects and new construction in Commerce. Projects are funded through city and county SPLOST revenue and through the city's general fund. Revenue from concessions, donations, facility rentals, etc. is reported as revenue to the general fund. As part of its capital plan, Commerce will construct a new ballfield and a new activities building in 1998.

Commerce operates joint sports leagues with the Banks and Jackson County Recreation Departments, due to insufficient numbers of participants in the city alone. The Parks and Recreation Department does not conduct joint activities with the Commerce School System but does cooperate with schools for joint use of facilities. The Parks and Recreation Department furnishes practice and game fields for the Commerce High School varsity softball and baseball teams while the school system offers gyms for youth basketball practices/games and fields for youth football practices/games.

Recreational programs offered include flag football, tackle football, cheerleading, youth and adult basketball, coed baseball, girls' softball, boys' baseball, tumbling class, tennis classes, swimming classes, woodcarving classes, dance classes, and a variety of instructional camps.

The Commerce Recreation Department has four full-time employees: a Director of Parks and Recreation, an Administrative Assistant, an Activities Coordinator, and a Maintenance Supervisor. Seven part-time employees, including a Youth Center Director, a Pool Manager, four Pool Lifeguards, and one Maintenance Worker assist the Department.

Table 6-29

Commerce Parks and Recreation Facilities			
Name	Address	Size (Acres)	Facilities
Ridgeway Park	126 Ridgeway Road	2.96	Community Center Building, Outdoor Basketball Courts, Playground, Small Ballfield
Ridling Park	414 Shankle Heights	1.5	Ballfields, Concessions, Maintenance Shop
Willoughby Park	338 Clayton Street	6	Picnic Shelter, Gazebo, Restroom Building
Veterans Memorial Park	204 Carson Street	27	Office Building, Ballfields, Concessions, Swimming Pool/Bathhouse, Tennis Courts, Press Box
Commerce High School	272 Lakeview Drive	1	Tennis Courts
Little League Field	55 College Ave.	1	Small Ballfield
Spencer Park	South Elm Street	1	Monument, Picnic Tables, Flower Beds
Source: Ms. Shirley Willis, Commerce City Clerk, March 1997.			

Hoschton

Parks and Recreation facilities in Hoschton are coordinated through the Jackson County Parks and Recreation Department. Facilities include basketball courts, tennis courts, a playground, and baseball fields.

Hoschton funds its programs through user fees, private donations, and through a local booster club. The city recently was awarded a Local Development Fund grant in the amount of \$8,480 to replace tennis/basketball court nets and backboards and lighting equipment at Jackson Park. Hoschton will provide a cash match of \$8,906 to fund the project.

Table 6-30

Jackson Park	
Total Area	0.5 acres
Facilities: 2 Tennis Courts 3 Basketball Courts	Playground
Source: Ms. Cindy Edge, Hoschton City Clerk, March 1997.	

The Hoschton baseball complex is reportedly in need of additional lighting, seating, parking, and playground equipment.

Table 6-31

Baseball Complex	
Total Area	17.7 acres
Facilities: 4 Ballfields	2 Restrooms (Handicapped Accessible)
Source: Ms. Cindy Edge, Hoschton City Clerk, March 1997.	

Jefferson

Jefferson does not have a full-time recreation department, as their recreation programs are coordinated by the Jackson County Parks and Recreation Department (although Jefferson is responsible for most maintenance to recreation facilities in the city). Jefferson residents volunteer their time to provide maintenance. Jefferson uses inmates from the I. W. Davis Correctional Facility to provide maintenance work.

Baseball fields in Jefferson are located on Old Pendergrass Road (behind Jefferson Elementary School). There are five baseball fields at this site: one T-Ball field, one regulation High School field, and three Little League fields.

Table 6-32

Baseball Complex	
Total Area	8 acres
Facilities: 1 T-Ball Field 3 Little League Fields	1 High School/soccer Field
Source: Mr. Steve Kinney, Jefferson City Council, April 1997.	

Jefferson has a swimming pool located on Memorial Drive. The pool is 25-30 years old and was renovated in 1996. The day camp in Jefferson utilizes the pool during summer months. There is also a clubhouse and large open area at the swimming pool site; total area of this facility is approximately 40 acres.

Table 6-33

Open Area/Pool/Clubhouse	
Total Area	40 acres
Facilities: Swimming Pool Open areas (used by Day Camp during summer)	Clubhouse
Source: Mr. Steve Kinney, Jefferson City Council, April 1997.	

There are also six tennis courts in Jefferson. They are located at Jefferson Middle/High School and on Memorial Drive.

Assessment

The Jackson County Parks and Recreation Department is the main source of leisure services for county residents. Task Force members recommend that the Department develop and publicize a parks and recreation plan which addresses service delivery, needs, and potential funding sources. As the population continues to grow, county/city leaders should ensure that parks and recreation facilities and programs are adequate for the future needs of Jackson County residents.

The Jackson County Parks and Recreation Department has extensive plans for future development and renovations. At Hurricane Shoals Park, the Department plans to use Forestry Grants and fund-raisers to renovate Heritage Village buildings, replace trees, develop the nature trail, repair amphitheater seating, and reconstruct the covered bridge.

The Department noted that ballfields and court facilities need to be built to accommodate program growth. The Parks and Recreation Complex will need four additional ballfields, one soccer field, and a two-court gymnasium (to be located at the Parks and Recreation Complex). Currently, elementary schools are being used for indoor court activities, restricting usage to Saturdays. Departmental personnel report that construction of the gymnasium would allow them to serve Jackson County residents more efficiently. Preliminary cost estimates for these projects range from \$1,000,000 to \$1,500,000. Currently, no money has been budgeted for these improvements, although the county does realize the need to keep up with growth and the demand for recreational facilities.

The shortage of recreational land is a major concern of Task Force members. Committee members want more land to be dedicated for open space, passive recreation, and bike/walking trails. Abandoned rail lines should be converted into bike/walking trails in the future.

Although Braselton does not offer municipal recreation programs, its town park gets a lot of use from city and county residents. The city plans to make the existing field into a regulation baseball/softball field and add lights to the two tennis courts.

The Parks and Recreation Department in Commerce is the only full-time municipal department in the county. Commerce reports that handicap accessibility in older facilities is a significant problem. Over the last three years, Commerce has made many improvements in this area by improving accessibility to restrooms and to the city pool,

which has a portable lift. The five-year capital improvement plan has placed a priority on the construction of new parks and recreation facilities. A new ballfield and an activities building are scheduled to be built in 1998.

The National Recreation and Parks Association (NRPA) publishes a set of nationally recognized standards for evaluating public need for recreational facilities. Although these standards were published in 1983, they are still used by parks and recreation professionals to assess facilities and services. Public need is determined using the ratio of number of facilities to the number of residents. The tables below are an analysis of county-wide recreational needs for Jackson County, based on current population projections. They include standards for such facilities as baseball fields, football fields, basketball courts, and tennis courts. These National Park and Recreation Association Standards are general methods used for establishing standards and are only guides. They address minimum goals a community should strive to achieve. No set of standards can give an accurate assessment of the particular needs of a community.

Table 6-34

NRPA Minimum Standards for Recreation Jackson County 1997				
Facility Type	Minimum Standard (No./People)	Existing Facilities 1997	Facilities Needed 1997	Standard Met
Total Park Acreage	10/1,000	191.3	148	No
Baseball/softball Fields (Total)	1/5,000	21	None	Yes
Basketball Courts	1/5,000	3	4	Yes
Football Fields	1/20,000	0	2	No
Soccer	1/10,000	0	4	No
Tennis Courts	1/2,000	18	None	Yes
Swimming Pools	1/20,000	3	None	Yes
Source: National Recreation and Parks Association, 1983.				

Table 6-35

Facility Requirements, 1995 - 2015 Jackson County Recreation Commission				
Facility Type	1995	2000	2010	2015
Total Park Acreage	339.2	385.8	493.1	557.5
Baseball/Softball Fields*	7	8	10	12
Basketball Courts*	7	8	10	12
Football Fields*	2	2	3	3
Soccer*	4	4	5	6
Tennis Courts*	17	20	25	28
Swimming Pools*	2	2	3	3

Source: National Recreation and Parks Association, 1983.
*Figures were rounded up to whole numbers.

1.8 General Government Facilities

Inventory

Jackson County owns nine buildings, two of which are listed below as general government facilities.

Table 6-36

Jackson County Government Buildings			
Facility	Location	Square Footage	Year Built
Jackson County Courthouse	77 Washington St.	Not Available	1880
County Administration Building	67 Athens St.	26,000	1930s

Source: Mr. David Bohanan, Jackson County Clerk/Personnel Officer, February 1997.

Arcade

Arcade City Hall, located at 3325 Athens Highway, was built in the 1950s.

Table 6-37

Arcade Government Buildings			
Facility	Location	Year Built	Square Footage
City Hall	33 Athens Highway	1950s	Unknown
Source: Ms. Cheryl Sullivan, Arcade City Clerk, February 1997.			

Braselton

Currently, Braselton's City Hall is located in a double-wide mobile home. The city is rehabilitating the W. H. Braselton House to serve as the new City Hall.

Table 6-38

Braselton Government Buildings			
Facility	Location	Year Built	Square Footage
Present City Hall	Hwy. 124, Braselton (Between Park Ave and Davis Street)	Purchased in 1990	Unknown
New City Hall	Hwy. 53, Braselton	Being rehabilitated	10,000 square feet
Source: Ms. Angela Colley, Braselton City Clerk, February 1997.			

Commerce

Commerce has four buildings considered general government facilities. Details for each of these buildings are listed in the following table.

Table 6-39

Commerce Government Buildings			
Facility	Location	Year Built	Square Footage
Present City Hall	1655 South Elm Street	1985	5,000
Public Works Office	210 Waterworks Road	Unknown	400
Public Safety Complex	1490 South Elm Street	1985	7,000
New City Hall	27 Sycamore Street	--	6,500

Source: Ms. Shirley Willis, Commerce City Clerk, February 1997.

Hoschton

Hoschton City Hall, located at 77 City Square, was built in the early 1900s.

Table 6-40

Hoschton Government Buildings			
Facility	Location	Year Built	Square Footage
City Hall	77 City Square	Early 1900s	Unknown

Source: Ms. Cindy Edge, Hoschton City Clerk, February 1997.

Jefferson

Jefferson City Hall, located on Athens Street, was built in 1974. This is the only local government building in the city. It is in good condition but is too small and needs to be expanded.

Table 6-41

Jefferson Government Buildings			
Facility	Location	Year Built	Square Footage
City Hall	147 Athens Street	1974	Unknown

Source: Ms. Brenda Duncan, Jefferson City Clerk, March 1997.

Nicholson

Nicholson City Hall was purchased from the fire department in 1988 and has since been remodeled. It is located at 5460 U.S. Highway 441 South. Remodeling work on the roof and outside of the building is planned for the future.

Table 6-42

Nicholson Government Buildings			
Facility	Location	Year Built	Square Footage
City Hall	5460 U.S. Hwy. 441 S	1974	1,800
Source: Ms. Dana Wilbanks, Nicholson City Clerk, March 1997.			

Pendergrass

Pendergrass City Hall, located at 22 Smith Bridges Drive, was built in 1883 and contains 3,000 square feet.

Table 6-43

Pendergrass Government Buildings			
Facility	Location	Year Built	Square Footage
Pendergrass Depot (City Hall Building)	22 Smith Bridges Drive	1883, renovated 1990	3,000
Source: Mr. Dennis Elrod, City of Pendergrass, February 1997.			

Talmo

Talmo City Hall is located in a rented building at 570 Main Street.

Assessment

Many government facilities are in need of renovation and/or expansion. Below is a list of those projects and concerns which were mentioned by both Task Force members and county and municipal personnel,

- , Braselton is completing rehabilitation of a 10,000 square foot facility which will serve as a new city hall.
- , Pendergrass is in the process of rehabilitating their depot building (present city hall) and making it 100 percent handicapped accessible.
- , Nicholson plans to begin exterior renovations/improvements on their city hall in the near future. The possible widening of U.S. Highway 441 might force the relocation of the Nicholson City Hall offices.
- , The Jackson County Courthouse, constructed in 1880, is in need of extensive renovations and restoration. Some offices have had to be relocated in recent years to accommodate the growing number of records housed

by the Clerk of Courts. A second county courtroom has been added to accommodate additional hearings and trials.

County residents expressed the need for a conveniently located central government/administration center that would help make services run more efficiently.

Commerce is presently building a new city hall that will be completed in late 1997. Commerce plans to occupy the new facility in late 1997 or early 1998. The following offices will be housed in the new City Hall: City Manager, City Clerk, Building Official, Utility Billing and Collection Offices, Tax Collection Offices, and Purchasing Offices. The Old City Hall is being sold.

A long term need for a new city shop to accommodate the Street Department's increased activities was also expressed.

City of Jefferson personnel and residents feel that the city is in need of a 300-500 seat Civic Center to accommodate various functions and events. This is a long-term goal, and no funding has been secured at this time.

1.9 Education

There are three independent public school systems in Jackson County: the Jackson County Board of Education, the Commerce City School System and the Jefferson City School System. The Jackson County system operates nine schools throughout the unincorporated county. The Commerce system operates three schools: one elementary school, one middle school and one high school. The Jefferson system operates two schools: one elementary school and one combined middle/high school.

Jackson County School System

Table 6-44

Jackson County School System Existing Facilities 1997						
	Year Built	Last Renovation	Enrollment*	Capacity	Number of Classrooms	Number of Teachers
Benton Elementary	1940	1996	572	650	36 1 portable	36
Jackson County Elementary	1956	1997	639	650	40 6 portables	34
Maysville Elementary	1956	1991	424	400/650 core facilities	21	24
North Jackson Elementary	1956	1988	322	475/650 core facilities	20	23
South Jackson Elementary	1961	1991	490	500/650 core facilities	23	28
East Jackson Middle	1996	---	582	640	36	45
West Jackson Middle	1995	1997	530	640	36	45
Jackson County Comprehensive High School	1990	---	1,077	1,200	56 3 portables planned	67

Source: Mr. Anderson Byers, Superintendent - Jackson County Board of Education. March 1997.
* Based on fifth month 1996-1997 school year.

Table 6-45

Jackson County School System Dropout and Graduation Rates 1988-1996					
	Enrollment	Total Number of Dropouts Grades 8-12	Dropout Rate Grades 8-12	State Dropout Rate	Total Number of Graduates
1988-1989	3,603	115	9.7	5.6%	123
1989-1990	3,740	108	9.5	5.5%	114
1990-1991	3,814	125	10.3	5.1%	142
1991-1992	3,878	98	7.8	5.3%	156
1992-1993	3,977	311	23.3	6.5%	161
1993-1994	4,103	215	15.4	7.3%	168
1994-1995	4,303	225*	19.9*	9.1%*	185
1995-1996	4,437	162*	13.9*	8.6%*	170

Source: Georgia County Guide, 1990-1996. *1994-1995 figures include only grades 9-12. 1995-1996 Georgia Public Education Report Card. Georgia Department of Education.

Table 6-46

Jackson County School System 1988-1996				
	Enrollment	% Change	Number of Teachers	Student/Teacher Ratio
1988-1989	3,603	---	217	16.6:1
1989-1990	3,740	3.80	226	16.5:1
1990-1991	3,814	1.98	256	14.9:1
1991-1992	3,878	1.68	261	15.9:1
1992-1993	3,977	2.55	254	15.7:1
1993-1994	4,103	3.17	269	15.3:1
1994-1995	4,303	4.87	273	15.8:1
1995-1996	4,437	3.11	280	15.8:1

Source: Georgia County Guide, 1990-1996. 1995-1996 Georgia Public Education Report Card. Georgia Department of Education.

Commerce School System

The Commerce school system consists of three schools. Enrollment, dropout rate, and number of teachers, classrooms and graduates are displayed in the following tables.

Table 6-47

Commerce School System Existing Facilities 1997							
	Year Built	Enrollment	Capacity	Number of Classrooms	Number of Portable Classrooms	Condition of School	Number of Teachers
Commerce Elementary School	1969	523	550	30	1	Good	35
Commerce Middle School	1974	261	300	17	0	Excellent	17
Commerce High School	1957 (Main Building)	283	350	24	0	Fair	18
Source: Mr. Dennis McWilliams, Assistant Superintendent, Commerce City Schools. * as of March 5, 1997.							

Table 6-48

Commerce School System Dropout and Graduation Rates 1988-1996					
	Enrollment*	Total Number of Dropouts Grades 8-12	Dropout Rate Grades 8-12	State Dropout Rate	Total Number of Graduates
1988-1989	1,019	13	2.2	5.6%	97
1989-1990	1,028	22	6.1	5.5%	50
1990-1991	1,066	18	4.7	5.1%	78
1991-1992	1,058	7	1.9	5.3%	58
1992-1993	1,081	19	5	6.5%	44
1993-1994	1,092	18	4.5	7.3%	58
1994-1995	1,092	13*	4.2*	9.1%*	66
1995-1996	1,061	16*	5.2*	8.6%*	59

Source: Georgia County Guide, 1990-1996. *1994-1995 figures include only grades 9-12.
1995-1996 Georgia Public Education Report Card. Georgia Department of Education.

Table 6-49

Commerce School System 1988-1996				
	Enrollment	% Change	Number of Teachers	Student/Teacher Ratio
1988-1989	1,019	---	65	15.7:1
1989-1990	1,028	0.88	67	15.3:1
1990-1991	1,066	3.7	66	16.2:1
1991-1992	1,058	-0.75	69	15.3:1
1992-1993	1,081	2.17	69	15.7:1
1993-1994	1,092	0.01	70	15.6:1
1994-1995	1,092	0	71	15.4:1
1995-1996	1,061	-2.84	59	18.0:1

Source: Georgia County Guide, 1990-1996.
1995-1996 Georgia Public Education Report Card. Georgia Department of Education.

Jefferson School System

The Jefferson school system operates one elementary school and one combined middle/high school.

Table 6-50

Jefferson School System Existing Facilities 1997					
	Year Built	Enrollment	Capacity	Number of Classrooms	Number of Teachers
Jefferson Elementary School	1957 (original building)	550	600	39	32
Jefferson Middle/High School	1946 (original building)	570	800	39 11 labs	41

Source: Mr. John Jackson, Superintendent - Jefferson City Schools. April 1997.

Table 6-51

Jefferson School System Dropout and Graduation Rates 1988-1996					
	Enrollment	Total Number of Dropouts Grades 8-12	Dropout Rate Grades 8-12	State Dropout Rate	Total Number of Graduates
1988-1989	1,013	22	6.3	5.6%	94
1989-1990	983	20	6.7	5.5%	32
1990-1991	968	14	4.7	5.1%	52
1991-1992	944	21	7.6	5.3%	54
1992-1993	1,000	37	12.7	6.5%	49
1993-1994	1,017	11	3.6	7.3%	38
1994-1995	1,063	2*	0.8*	9.1%*	57
1995-1996	1,106	14*	5.1*	8.6%*	57

Source: Georgia County Guide, 1990-1996. *1994-1995 figures include only grades 9-12.
1995-1996 Georgia Public Education Report Card. Georgia Department of Education.

Table 6-52

Jefferson School System 1988-1996				
	Enrollment	% Change	Number of Teachers	Student/Teacher Ratio
1988-1989	1,013	---	63	16.1:1
1989-1990	983	-2.96	64	15.4:1
1990-1991	968	-1.53	61	15.9:1
1991-1992	944	-2.48	63	15.0:1
1992-1993	1,000	5.93	62	16.1:1
1993-1994	1,017	1.70	68	15.0:1
1994-1995	1,063	4.52	72	14.8:1
1995-1996	1,106	4.05	73	15.2:1
Source: <u>Georgia County Guide</u> , 1990-1996. 1995-1996 Georgia Public Education Report Card. Georgia Department of Education.				

Head Start

Head Start is a federally funded preschool program for economically disadvantaged three to five year old children. The facility is currently located on Martin Luther King Drive, but will be moving to the new health center site on Darnell Road within the next year. Head Start employs one Director, two Family Service Workers, and eight Teachers and Teaching Assistants.

For children, services offered include education, nutrition, transportation, mental health needs, disability services, and parental involvement. For families, Head Start provides some social services. Future challenges for Head Start include analysis of community needs as they relate to the provision of day care under the new Welfare Reform Act.

Assessment

Throughout the county, rapid population growth has placed significant pressure on school systems. Decisions regarding the renovation, maintenance, and construction of new facilities will continue to be of paramount importance to Jackson County residents and officials. In response to this situation, Jackson County residents approved a five-year SPLOST Referendum in March 1997 that is anticipated to raise up to \$25,000,000. Proceeds of the tax will be dispersed in the following manner: 67.35 percent or \$16,837,500 to the Jackson County School District, 17.02 percent or \$4,255,000 to the Jefferson City School District and 15.63 percent or \$3,907,500 to the Commerce City School District.

Revenue received by the Jackson County Board of Education will be used to help fund the following projects:

1. Construction of 20 new classrooms at N. Jackson Elementary (Approximate cost = \$2 million).
2. Construction of 16 new classrooms at South Jackson Elementary (Approximate cost = \$1.6 million).
3. Construction of 19 new classrooms at Maysville Elementary (Approximate cost = \$1.9 million).

4. Construction of 11 new classrooms at Jackson County Comprehensive High School (Approximate cost = \$1.1 million).
5. Construction of 12 new classrooms at East Jackson Middle School (Approximate cost = \$1.2 million).
6. Construction of 12 new classrooms at West Jackson Middle School (Approximate cost = \$1.2 million).
7. Construction of a new elementary school in the East Jackson-South Jackson area (Approximate cost = \$5 million).
8. Construction of a new elementary school in the West Jackson-North Jackson area (Approximate cost = \$5 million).
9. Acquisition of property for school construction sites (Approximate cost = \$2 million).
10. Repayment of principal and interest on outstanding General Obligation Bonds (Approximate cost = \$6.5 million).

Total estimated cost for the above projects is \$27.5 million.

These projects should temporarily satisfy growing demand for classroom space. However, if population projections prove to be accurate, enrollment, especially at the elementary school level, will require aggressive and costly expansion efforts.

Commerce schools are approaching capacity. Education leaders anticipate that enrollments will continue to grow and that significant facility expansion and improvement will be necessary in the future.

SPLOST revenue will be used to help fund the following projects:

1. Remodeling and renovation of existing classrooms, instructional and support space, providing equipment, fixtures and furnishings for such areas and providing new stadium bleachers Commerce High School (Approximate cost = \$3.1 million).
2. Constructing additional classrooms, remodeling and renovating classrooms, instructional and support space, and providing equipment, fixtures and furnishings for such areas at Commerce Elementary School (Approximate cost = \$1.1 million).
3. Constructing additional classrooms, remodeling and renovating classrooms, instructional and support space, and providing equipment, fixtures and furnishings for such areas at Commerce Middle School (Approximate cost = \$1.1 million).
4. Purchasing additional school buses (Approximate cost = \$78,200).
5. Repayment or Principal and interest on outstanding General Obligation Bonds.

In addition, the City of Commerce intends to issue general obligation debt, in an amount not to exceed \$3.4 million, to assist in funding the above-mentioned projects.

Similar to other school districts, enrollment in Jefferson schools continues to increase. The Jefferson Elementary School is undergoing significant renovation and expansion. However, additional improvements are still needed as well as renovation to the middle/high school. Jefferson notes challenges include facility maintenance, population growth, staying current w/technological changes and the shifting demands placed upon students entering post-secondary education and the work place.

Jefferson is projected to receive approximately \$3,907,500 in SPLOST revenue to be used for the following:

1. Payment of a portion of principal and interest due on the City of Jefferson's Series 1973 and 1996 General Obligation Bonds. Maximum payment will not exceed \$987,678.
2. Construction of additional classrooms, instructional and support space, as well as remodeling and renovating existing classrooms, instructional and support space, recreational fields and grounds, and to provide furnishings, equipment and fixtures for such areas at Jefferson Elementary School and Jefferson Middle/High School. Maximum cost will not exceed \$3,276,322.

1.10 Libraries and Cultural Facilities

1.10.1 Libraries

Inventory

Jackson County

Libraries in Jackson County support all residents. All municipally-owned facilities are affiliated with the Piedmont Regional Library System. The number of volumes for each library is as of March 21, 1997.

Piedmont Regional Library System

Headquartered on Bellview Street in Winder (Barrow County), the Piedmont Regional Library System serves Banks, Barrow, and Jackson counties. The Regional Library system has a total of 183,000 volumes and 180 subscriptions to magazines and journals. A bookmobile is used to support all libraries within the system including the deposit collections in Auburn, Bethlehem, Carl, Pendergrass, Statham, and West Jackson/Braselton.

Currently, the only library with Internet access is the Headquarters Facility in Winder. There have been a number of recent proposals for increased funding for computer improvements within the Library System. If funding is authorized, libraries in Commerce and Homer will be the first to receive Internet access.

The Winder facility has the largest and most comprehensive collection in the three counties. It offers a variety of programs for its patrons including children's programs and Internet access. The library has a genealogy room and a public meeting room. This library has 80,000 volumes and operates with a staff of nine. Hours of operation are from 9:00 a.m. to 8:00 p.m. Monday through Thursday, and from 9:00 a.m. to 5:00 p.m. on Fridays and Saturdays.

The 16,200 square foot facility was built in 1987 and is in good condition. No renovations are planned at the current time.

Braselton/West Jackson

The Braselton Library operates a deposit system in which the Piedmont Regional Library System bookmobile periodically resupplies the Braselton facility with newer volumes. The Braselton library has 500 square feet and 1,150 volumes. The library is staffed by volunteers.

Commerce

The Commerce Public Library, located at 1344 South Broad Street, serves the Commerce area. The library is a 9,000 square foot facility, and contains 45,000 volumes. It was built in 1966 and an addition was completed in 1987. The addition doubled the size of the facility and included a community room with a kitchen. The library has a community room, a children's library, a "heritage room" (genealogical reference library), and a large screen TV/VCR. A staff of one full-time and three part-time positions (30 hours/week each) operate the library. The library is in good condition, but

additional storage space may be needed in the future. Presently, this is not a priority issue, and no funding has been allocated for an expansion project.

Jefferson

The Jefferson Public Library is located at 379 Old Pendergrass Road in Jefferson. The facility was built in 1992 and is in good condition. One full-time and two part-time employees staff the library. Many services are offered at the library including children's educational programs, preschool programs for at-risk children, tax assistance services, and a variety of other programs. There are no renovations planned for the future. The library has 9,567 volumes.

Nicholson

The Harold S. Swindle Public Library, located on U.S. Highway 441, serves Nicholson. The library was built in 1990 and is in good condition. The library has one full-time employee and has areas available for exhibitions, meetings, and film and video presentations. The Bookmobile from the Regional Library System serves the Nicholson facility. The library has 5,308 volumes.

Pendergrass

The Pendergrass City Library, located at 29 Smith Bridges Drive, is in good condition. It was renovated in 1991 with shelving, roofing, and exterior improvements. The library has 5,000 volumes and is staffed by one part-time (seven hours per week) Librarian. There are no plans for future renovations or improvements.

Other Locations

It is important to note that there are many other volumes located throughout the Piedmont Regional System on a rotating basis at schools, detention centers, day care facilities, Head Start centers, nursing homes, and with homebound or disabled individuals. The total number of volumes in this category is approximately 12,000.

Table 6-53

Jackson County Area Libraries	
Library	Volumes
Piedmont Regional Library System (All Libraries in Banks, Jackson, Barrow Counties)	183,601
Piedmont Regional Library (Winder Facility)	85,000
Nicholson	5,308
Commerce	45,000
Pendergrass	5,000 (deposit collection)
Jefferson	9,567
Braselton/West Jackson	1,150 (deposit collection)
Other Locations	16,120 (approx.)
Sources: Director, Piedmont Regional Library System and Jackson County clerks/librarians.	

Assessment

The Piedmont Regional Library System serves as a central coordination agency for the libraries in Jackson, Banks, and Barrow Counties. However, each library has a certain degree of autonomy. This allows libraries to focus on local citizens' individual needs.

The future plans of the libraries seem to address Task Force concerns. Computer/Internet capabilities are being upgraded, the card catalog system is being computerized, and the expansion of book collections is an ongoing process. It was also noted that storage capacity at the Commerce library will need to be expanded.

There are three areas that should be addressed by county/city leaders. First, many librarians are also city clerks and may not have adequate time to upgrade their libraries' collections/capabilities. Second, the deposit collections in many libraries are housed in small areas and may exceed allotted space in the future. Third, the southern area of Jackson County does not have a library facility. The nearest libraries are in Jefferson and Athens.

1.10.2 Cultural Facilities

Jackson County

Hurricane Shoals Park and its Historic Village are being developed through public and private efforts. This site focuses on the heritage of the Jackson County area. Both are operated by Jackson County.

Braselton

The W. H. Braselton House, which the city is currently rehabilitating to serve as City Hall, will also serve as a community center/library.

Commerce

The Commerce Cultural Center, located at 232 Cherry Street, is the site for many cultural activities including live theater performances. It is anticipated that the center will receive several improvements, to include landscaping, interior painting, flooring replacement, the installation of theater seats, etc.

Jefferson

Crawford W. Long Museum in Jefferson opened to the public on September 15, 1957 to commemorate the life of the man who is credited with the discovery of anesthesia. The museum is located on the site of Dr. Long's office. Displays include Dr. Long's personal possessions, photographs, a recreated Doctor's office from the 1840s, a medicinal herb garden, and a story of the development of anesthesia. The three-building facility also serves as the headquarters of the Jackson County Historical Society, and has a research library and exhibits of local history. Special events are held throughout the year. The museum is open Tuesday through Saturday from 10:00 a.m. to 4:00 p.m. Admission is free.

Insert Map 6-1 Fire Station Coverage Areas

Insert Map 6-2 Thoroughfares

Insert Map 6-3 Water System, Jackson County

Insert Map 6-4 Water System, Braselton

Insert Map 6-5 Water System, Commerce

Insert Map 6-6 Water System, Hoschton [*Not available*]

Insert Map 6-7 Water System, Jefferson

Insert Map 6-8 Water System, Nicholson

Insert Map 6-9 Sewer System, Braselton

Insert Map 6-10 Sewer System, Commerce

Insert Map 6-11 Sewer System, Hoschton [*Not available*]

Insert Map 6-12 Sewer System, Jefferson

Insert Map 6-13 Community Facilities, Jackson County

Insert Map 6-14 Community Facilities, Arcade

Insert Map 6-15 Community Facilities, Braselton

Insert Map 6-16 Community Facilities, Commerce (north)

Insert Map 6-17 Community Facilities, Commerce (south)

Insert Map 6-18 Community Facilities, Hoschton

Insert Map 6-19 Community Facilities, Jefferson (north)

Insert Map 6-20 Community Facilities, Jefferson (south)

Insert Map 6-21 Community Facilities, Nicholson

Insert Map 6-22 Community Facilities, Pendergrass

Insert Map 6-23 Community Facilities, Talmo

Chapter 7: Housing

HOUSING

7.1 Introduction

The housing element examines the existing housing stock of Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, and Talmo to describe trends and determine future housing needs. The housing inventory includes types of housing, number, age and condition, occupancy and tenure, and cost. The assessment determines the adequacy and suitability of the housing stock to serve current and future population and economic development needs. The housing projections will assist each community in preparing for an adequate housing supply. The primary source of information for this chapter is the U.S. Bureau of the Census.

Residential parcels are displayed on the existing land use map for each participating local government. Land areas that are appropriate for future residential developments are shown on the future land use map.

7.2 Types of Housing Units in Jackson County

The categories of housing units identified by the U.S. Census in 1990 are single-family homes, multi-family homes, seasonal-recreational homes, and mobile homes. The U.S. Bureau of the Census defines mobile homes as houses without a permanent foundation. The mobile home classification includes manufactured homes and modular homes.

Section 7.2 outlines the existing housing stock in Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo. The following tables show the number of units, the number of occupied units, and the different types of housing units.

7.2.1 Jackson County

In 1990, 91.0 percent of all housing units in Jackson County were occupied. The majority of housing units, 62.7 percent, were single family. Mobile/Manufactured housing accounted for more than 30 percent of all county housing stock, where as multi-family made up only 4.8 percent.

Table 7-1

Types of Housing Jackson County 1990		
	Number	Percent of Total
Total Housing Units	11,775	--
Occupied Units	10,721	91.0
Single-Family Units	7,380	62.7
Multi-Family Units	567	4.8
Mobile Homes	3,828	32.5
Seasonal - Recreational*	76	0.6
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.2 Arcade

Of the 266 housing units reported in the 1990 Census, 231 or 86.8 percent were occupied. Nearly two-thirds of Arcade's housing stock consisted of manufactured housing. This far exceeds amounts in any other jurisdiction in Jackson County. There were only 95 single-family houses in Arcade, representing approximately 36 percent of all housing units. Multi-family housing was virtually nonexistent, accounting for only 3 units.

Table 7-2

Types of Housing Arcade 1990		
	Number	Percent of Total
Total Housing Units	266	--
Occupied Units	231	86.8
Single-Family Units	95	35.7
Multi-Family Units	3	1.1
Mobile Homes	168	63.2
Seasonal - Recreational*	3	1.1
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.3 Braselton

Of Braselton's 163 occupied housing units, the majority, 148 or 83.1 percent, were single-family dwellings. Multi-family and manufactured homes were far less prevalent, accounting for 9.0 and 7.9 percent respectively. There were two seasonal-recreational units reported by the 1990 Census.

Table 7-3

Types of Housing Braselton 1990		
	Number	Percent of Total
Total Housing Units	178	--
Occupied Units	163	91.6
Single-Family Units	148	83.1
Multi-Family Units	16	9.0
Mobile Homes	14	7.9
Seasonal - Recreational*	2	1.1
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.4 Commerce

The 1990 Census reported 1,724 housing units in Commerce. Occupied units accounted for 1,568 of the city's housing units or 91.0 percent. The largest category of housing in Commerce was single-family housing, followed by multi-family housing and mobile homes. Single-family housing accounted for 75.2 percent of all housing units, while multi-family housing represented for 13.1 percent, and mobile homes 11.8 percent. In 1990, twelve seasonal-recreational housing units were reported.

Table 7-4

Types of Housing Commerce 1990		
	Number	Percent of Total
Total Housing Units	1,724	--
Occupied Units	1,568	91.0
Single-Family Units	1,296	75.2
Multi-Family Units	225	13.1
Mobile Homes	203	11.8
Seasonal - Recreational*	12	0.7
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.5 Hoschton

The 1990 Census reported 251 total housing units in the City of Hoschton. Of these, 228 or 90.8 percent were occupied. Single-family homes were the dominant dwelling type, however, multi-family homes were well represented, accounting for 21.1 percent of total housing stock. Manufactured housing made up 17.1 percent of the total housing stock.

Table 7-5

Types of Housing Hoschton 1990		
	Number	Percent of Total
Total Housing Units	251	--
Occupied Units	228	90.8
Single-Family Units	155	61.8
Multi-Family Units	53	21.1
Mobile Homes	43	17.1
Seasonal - Recreational*	2	0.8
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.6 Jefferson

The 1990 Census reported 1,136 housing units in Jefferson. Occupied housing totaled 1,056 units, or 93.0 percent of the total. Single-family housing was the predominant housing type, representing 72.2 percent, while multi-family and manufactured housing comprised 17.2 percent and 10.7 percent respectively.

Table 7-6

Types of Housing Jefferson 1990		
	Number	Percent of Total
Total Housing Units	1,136	--
Occupied Units	1,056	93.0
Single-Family Units	820	72.2
Multi-Family Units	195	17.2
Mobile Homes	121	10.7
Seasonal - Recreational*	3	0.3
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.7 Nicholson

Occupied units in Nicholson accounted for 94.8 percent of the city's total housing stock. Single-family housing represented only 62.4 percent of all units. This low percentage is due to the large amount of manufactured housing found throughout Nicholson. In addition, the 1990 Census reported one multi-family unit and zero seasonal-recreational units.

Table 7-7

Types of Housing Nicholson 1990		
	Number	Percent of Total
Total Housing Units	213	--
Occupied Units	202	94.8
Single-Family Units	133	62.4
Multi-Family Units	1	0.5
Mobile Homes	79	37.1
Seasonal - Recreational*	0	0.0
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.2.8 Pendergrass

The 1990 Census reported 122 housing units in Pendergrass, of which 108, or 88.5 percent, were occupied. Similar to other jurisdictions in Jackson County, single-family housing as a percentage of total units is relatively low when compared to other areas in the region. Conversely, the percentage of manufactured housing is relatively high. According to the 1990 Census, Pendergrass had five multi-family units and zero seasonal-recreational units.

Table 7-8

Types of Housing Pendergrass 1990		
	Number	Percent of Total
Total Housing Units	122	--
Occupied Units	108	88.5
Single-Family Units	81	66.4
Multi-Family Units	5	4.1
Mobile Homes	36	29.5
Seasonal - Recreational*	0	0.0

Source: U.S. Bureau of the Census, 1990.

*Seasonal - Recreational units are not included in the number of total units for 1990.

7.2.9 Talmo

In 1990, 95.9 percent of all housing in Talmo was occupied. Total housing units were only represented by single-family and manufactured units. Single-family units account for 78.4 percent of all housing, while mobile homes made up the remaining 21.6 percent. The 1990 Census reported that there were no multi-family or seasonal-recreational units in Talmo.

Table 7-9

Types of Housing Talmo 1990		
	Number	Percent of Total
Total Housing Units	74	--
Occupied Units	71	95.9
Single-Family Units	58	78.4
Multi-Family Units	0	0.0
Mobile Homes	16	21.6
Seasonal - Recreational*	0	0.0
Source: U.S. Bureau of the Census, 1990.		
*Seasonal - Recreational units are not included in the number of total units for 1990.		

7.3 Trends in Types of Housing - 1970 to 1990

7.3.1 Jackson County

During the 1970s, the number of Jackson County housing units increased by 33.3 percent. The county experienced an increase in the number of multi-family units and mobile homes, by 25.7 percent and 114.8 percent respectively. The number of single-family homes increased by 22.0 percent.

Jackson County's housing stock totaled 9,088 units in 1980, an increase of 2,268 units from 1970. The county's vacancy rate was 5.1 percent. In 1980, the county had 8,619 occupied units. In 1980, single-family units accounted for 75.7 percent of all housing units. Mobile home units accounted for 19.2 percent of all housing units and multi-family units totaled 5.0 percent.

In 1990, the housing stock in Jackson County totaled 11,775 units. During the 1980s, the housing stock increased by 2,687 units. The number of mobile homes more than doubled from 1,746 to 3,828 during this period, an increase of 119.2 percent. The number of single-family homes increased by 7.2 percent. The percentage of multi-family units increased by 23.3 percent.

Table 7-10

Trends in Types of Housing Jackson County 1970 - 1990			
	1970	1980	1990
Total Housing Units	6,820	9,088	11,775
Occupied Units	6,476	8,619	10,721
Single-Family Units	5,641	6,882	7,380
Multi-Family Units	366	460	567
Mobile Homes	813	1,746	3,828
Seasonal - Recreational*	NA	NA	76

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-11

Percent Change in Types of Housing Jackson County 1970 - 1990			
	Percent Change 1970 - 1980	Percent Change 1980 - 1990	Percent Change 1970 - 1990
Total Housing Units	33.3	29.6	72.7
Occupied Units	33.1	24.4	65.5
Single-Family Units	22.0	7.2	30.8
Multi-Family Units	25.7	23.3	54.9
Mobile Homes	114.8	119.2	370.8
Seasonal - Recreational*	NA	NA	---

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.2 Arcade

Arcade experienced a 209.3 percent increase in total housing units from 1980 to 1990. Most of these new housing units were manufactured homes. In fact, manufactured units increased by 1,192.3 percent during the 1980s. Single-family units increased from 67 units in 1980 to 95 units in 1990, for a total increase of 41.8 percent. During this period, multi-family units decreased by 50.0 percent, from 6 to 3 units.

Table 7-12

Trends in Types of Housing Arcade 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	86	266
Occupied Units	NA	78	233
Single-Family Units	NA	67	95
Multi-Family Units	NA	6	3
Mobile Homes	NA	13	168
Seasonal - Recreational*	NA	NA	3

Source: U.S. Bureau of the Census, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-13

Percent Change in Types of Housing Arcade 1970 - 1990	
	Percent Change 1980 - 1990
Total Housing Units	209.3
Occupied Units	198.7
Single-Family Units	41.8
Multi-Family Units	-50.0
Mobile Homes	1,192.3
Seasonal - Recreational*	NA

Source: U.S. Bureau of the Census, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.3 Braselton

Braselton has experienced strong growth in all areas of housing during the 1980s. Total housing units increased from 109 total units to 178 total units, representing an increase of 63.3 percent. Single-family and multi-family units both shared in this growth, increasing by 55.8 and 50.0 percent respectively. Manufactured housing experienced the highest percent growth, increasing by 133.3 percent from 1980 to 1990.

Table 7-14

Trends in Types of Housing Braselton 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	109	178
Occupied Units	NA	106	163
Single-Family Units	NA	95	148
Multi-Family Units	NA	8	16
Mobile Homes	NA	6	14
Seasonal - Recreational*	NA	NA	2

Source: U.S. Bureau of the Census, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-15

Percent Change in Types of Housing Braselton 1970 - 1990	
	Percent Change 1980 - 1990
Total Housing Units	63.3
Occupied Units	49.5
Single-Family Units	55.8
Multi-Family Units	55.0
Mobile Homes	133.3

Seasonal - Recreational*	NA
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available	
*Seasonal - Recreational units are not included in the number of total units for 1990.	

7.3.4 Commerce

Housing stock in Commerce increased gradually during the 1980s. The number of housing units in Commerce increased by 8.5 percent and the number of occupied units increased by 3.4 percent. Single-family homes increased by 3.4 percent or 43 units. Mobile homes have increased by 283.0 percent in the last two decades, increasing by 150 units. While manufactured housing grew tremendously in the 1970s, the 1980s experienced a growth rate of only 8.0 percent.

Table 7-16

Trends in Types of Housing Commerce 1970 - 1990			
	1970	1980	1990
Total Housing Units	1,298	1,589	1,724
Occupied Units	1,248	1,517	1,568
Single-Family Units	1,082	1,253	1,296
Multi-Family Units	163	148	225
Mobile Homes	53	188	203
Seasonal - Recreational*	NA	NA	12

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-17

Percent Change in Types of Housing Commerce 1970 - 1990			
	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1970-1990
Total Housing Units	22.4	8.5	32.8
Occupied Units	21.6	3.4	25.6
Single-Family Units	15.8	3.4	19.8
Multi-Family Units	-9.2	52	38.0
Mobile Homes	254.7	8	283.0
Seasonal - Recreational	NA	NA	NA

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
 NA = Not Available

7.3.5 Hoschton

The number of total housing units in Hoschton increased by 44.2 percent from 1980 to 1990. Total occupied units increased by 35.7 percent. Manufactured housing increased its presence as well. The number of manufactured units in Hoschton grew from 25 in 1980 to 43 in 1990, for an overall increase of 72.0 percent.

Table 7-18

Trends in Types of Housing Hoschton 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	174	251
Occupied Units	NA	168	228
Single-Family Units	NA	NA	155
Multi-Family Units	NA	NA	53
Mobile Homes	NA	25	43
Seasonal - Recreational*	NA	NA	2

Source: U.S. Bureau of the Census, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-19

Percent Change in Types of Housing Hoschton 1970 - 1990	
	Percent Change 1980 - 1990
Total Housing Units	44.2
Occupied Units	35.7
Single-Family Units	NA
Multi-Family Units	NA
Mobile Homes	72.0
Seasonal - Recreational*	NA

Source: U.S. Bureau of the Census, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.6 Jefferson

During the 1980s, the number of housing units in Jefferson increased by 434, or 61.8 percent. The number of occupied units increased by 58.6 percent. However, since 1970, total housing units and occupied housing units have increased by 97.6 and 95.2 percent respectively. Data for the 1970's is not available for single-family units, multi-family units, or mobile homes.

Table 7-20

Trends in Types of Housing Jefferson 1970 - 1990			
	1970	1980	1990
Total Housing Units	575	702	1,136
Occupied Units	541	666	1,056
Single-Family Units	NA	572	820
Multi-Family Units	NA	113	195
Mobile Homes	NA	17	121
Seasonal - Recreational*	NA	NA	3

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-21

Percent Change in Types of Housing Jefferson 1970 - 1990			
	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1970-1990
Total Housing Units	22.1	61.8	97.6
Occupied Units	23.1	58.6	95.2
Single-Family Units	NA	43.4	NA
Multi-Family Units	NA	72.6	NA
Mobile Homes	NA	611.8	NA
Seasonal - Recreational*	NA	NA	NA

Source: U.S. Bureau of the Census, 1970, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.7 Nicholson

Nicholson experienced minimal growth during the 1980s. In 1980 there were 191 total housing units, by 1990 this number had only grown by 11.5 percent to 213 total units. The number of single-family and multi-family units both decreased during the 1980s. In fact, single-family units decreased by 20.8 percent and multi-family decreased by 50.0 percent. Mobile homes experienced the largest increase in Nicholson, increasing by 276.2 percent.

Table 7-22

Trends in Types of Housing Nicholson 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	191	213
Occupied Units	NA	186	202
Single-Family Units	NA	168	133
Multi-Family Units	NA	2	1
Mobile Homes	NA	21	79
Seasonal - Recreational*	NA	NA	0

Source: U.S. Bureau of the Census, 1980, 1990.
NA = Not Available
*Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-23

Percent Change in Types of Housing Nicholson 1970 - 1990	
	Percent Change 1980 - 1990
Total Housing Units	11.5
Occupied Units	8.6
Single-Family Units	-20.8
Multi-Family Units	-50.0
Mobile Homes	276.2
Seasonal - Recreational*	NA

Source: U.S. Bureau of the Census, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.8 Pendergrass

Pendergrass also experienced nominal growth during the 1980s. Total housing units increased by 20.8 percent in the 1980s. The total occupied units increased by 11.3 percent. Multi-family units and mobile homes shared the largest increases in Pendergrass, increasing by 25.0 and 140.0 percent respectively. Census figures revealed a 1.2 percent decrease in single-family homes, which accounts for a net decline of one home.

Table 7-24

Trends in Types of Housing Pendergrass 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	101	122
Occupied Units	NA	97	108
Single-Family Units	NA	82	81
Multi-Family Units	NA	4	5
Mobile Homes	NA	15	36
Seasonal - Recreational*	NA	NA	0

Source: U.S. Bureau of the Census, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

Table 7-25

Percent Change in Types of Housing Pendergrass 1970 - 1990	
	Percent Change 1980 - 1990
Total Housing Units	20.8
Occupied Units	11.3
Single-Family Units	-1.2
Multi-Family Units	25.0
Mobile Homes	140.0
Seasonal - Recreational*	NA

Source: U.S. Bureau of the Census, 1980, 1990.
 NA = Not Available
 *Seasonal - Recreational units are not included in the number of total units for 1990.

7.3.9 Talmo

The Town of Talmo was not a Census Designated Place (CDP) in 1980. The U.S. Bureau of the Census did not publish any detailed housing information that could be used for trend analysis.

7.4 Age and Condition of Housing in Jackson County

7.4.1 Jackson County

The next table reviews the age and condition of Jackson County's housing units over the last twenty years. Between 1970 and 1980, the percentage of substandard housing units, defined as lacking complete plumbing, decreased from 18.6 to 5.3 percent. In 1990, 193 housing units or 1.6 percent of all units in the county were considered substandard, compared to 1.1 percent of housing units in the State of Georgia.

One reason for the percent decrease in substandard units was the 72.7 percent increase in new homes built between 1970 and 1990. During the same time, the number of housing units built before 1939 decreased by 27.3 percent. The construction of newer homes and demolition of substandard homes accounted for the decline in total substandard housing units.

Table 7-26

Condition of Housing Units Jackson County 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	6,820	9,088	33.3	11,775	29.6
Units Built Before 1939	2,721	2,056	-24.4	1,494	-27.3
No. of Substandard Units	1,269	484	-61.9	193	-60.1
Percent Substandard Units	18.6	5.3	--	1.6	--
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available					

7.4.2 Arcade

The number of year round units in Arcade increased by 209.3 percent during the 1980s. During this period, the number of units built before 1939 decreased by 43.5 percent. However, the number of homes considered substandard, defined as a lack of complete plumbing, increased by 300.0 percent. Yet substandard housing represented only 2.3 percent of the total in 1990, identical to that in 1980.

Table 7-27

Condition of Housing Units Arcade 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	86	NA	266	209.3
Units Built Before 1939	NA	23	NA	13	-43.5
No. of Substandard Units	NA	2	NA	6	200.0
Percent Substandard Units	NA	2.3	--	2.3	--
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available					

7.4.3 Braselton

There was little change in the age and condition of Braselton's housing stock during the 1980s. The number of older homes decreased by only 3 units, or 8.8 percent. The number of substandard units increased by 50.0 percent, however, this represents only one additional substandard unit from 1980 census figures.

Table 7-28

Condition of Housing Units Braselton 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	109	NA	178	63.3
Units Built Before 1939	NA	34	NA	31	-8.8
No. of Substandard Units	NA	2	NA	3	50.0
Percent Substandard Units	NA	1.8	--	1.7	--
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available					

7.4.4 Commerce

From 1970 to 1990, the number of substandard units decreased significantly, from 151 to 31 units. However, the rate of decrease slowed during the 1980s. Conversely, the number of units built prior to 1939 has shown a greater decrease during the 1980s. This suggests that older homes were being replaced by newer homes at an increasing rate.

Table 7-29

Condition of Housing Units Commerce 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	1,298	1,589	22.4	1,724	8.5
Units Built Before 1939	576	490	-14.9	383	-21.8
No. of Substandard Units	151	46	-69.5	31	-32.6
Percent Substandard Units	11.6	2.9	--	1.8	--
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available					

7.4.5 Hoschton

The total number of year-round units increased by 44.3 percent from 1980 to 1990. During this period, the number of units built before 1939 and the number of substandard units decreased by 7.7 and 30.8 percent respectively. In 1980, 7.5 percent of all housing was considered substandard. In 1990, this percentage decreased to only 3.6 percent of all housing.

Table 7-30

Condition of Housing Units Hoschton 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	174	NA	251	44.3
Units Built Before 1939	NA	52	NA	48	-7.7
No. of Substandard Units	NA	13	NA	9	-30.8
Percent Substandard Units	NA	7.5	--	3.6	--
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available					

7.4.6 Jefferson

In 1980, 6.3 percent of all housing was considered substandard. However, in 1990 only 1.0 percent of all housing was considered substandard. This can be attributed to a 61.8 percent increase in total housing during the 1980s and a 20.6 percent reduction in the number of homes built prior to 1939.

Table 7-31

Condition of Housing Units Jefferson 1970-1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	575	702	22.1	1,136	61.8
Units Built Before 1939	NA	252	NA	200	-20.6
No. of Substandard Units	NA	44	NA	11	-75.0
Percent Substandard Units	NA	6.3	--	1.0	--
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available					

7.4.7 Nicholson

As reported in the 1990 Census, of the 213 total housing units in Nicholson, 35 or only 2.9 percent were built before 1939. This increase in one unit from 1980 census figures is most likely due to a reporting discrepancy. No substandard homes were reported in 1990. This is a six-unit decrease from 1980 figures.

Table 7-32

Condition of Housing Units Nicholson 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	191	NA	213	11.5
Units Built Before 1939	NA	34	NA	35	2.9
No. of Substandard Units	NA	6	NA	0	--
Percent Substandard Units	NA	3.1	--	0	--
Source: U.S. Bureau of the Census 1980, 1990. NA = Not Available					

7.4.8 Pendergrass

In 1990, only 2 of the 122 total housing units were considered substandard. This represents a 66.7 percent decrease since 1980. The number of units built before 1939 decreased by 58.8 percent during the 1980s.

Table 7-33

Condition of Housing Units Pendergrass 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	101	NA	122	20.8
Units Built Before 1939	NA	34	NA	14	-58.8
No. of Substandard Units	NA	6	NA	2	-66.7
Percent Substandard Units	NA	5.9	--	1.6	--
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available					

7.4.9 Talmo

Trend analysis for Talmo is unavailable due to the lack of 1970 and 1980 census data.

Table 7-34

Condition of Housing Units Talmo 1970 - 1990					
	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
Number Year-Round Units	NA	NA	NA	74	NA
Units Built Before 1939	NA	NA	NA	20	NA
No. of Substandard Units	NA	NA	NA	0	NA
Percent Substandard Units	NA	NA	--	0.0	--
Source: U.S. Bureau of the Census, 1990. NA = Not Available					

State Comparisons

Within Jackson County, only Arcade had a lower percentage (4.8 percent) of older homes than Georgia (8.0 percent). While Arcade had the smallest percentage of older houses, Commerce reported that 22.0 percent of its housing was built prior to 1939, the largest percentage in the county.

The percentage of substandard housing in Hoschton was the highest in the county, followed by Arcade. No substandard units were reported in both Talmo and Nicholson. With the exception of these two municipalities, percentages of substandard units in Jackson County were equal to or greater than the state average of 1.0 percent.

Table 7-35

1990 Condition of Housing Units With State Comparisons Jackson County, Arcade, Braselton, Commerce, Commerce, Jefferson, Nicholson, Pendergrass, Talmo and the State of Georgia										
	GA	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Number Year-Round Units	2,638,418	11,775	266	178	1,724	251	1,136	213	122	74
Units Built Before 1939	212,938	1,494	13	31	383	48	200	35	14	20
Percent of Total Built Before 1939	8.0	12.7	4.8	17.4	22.0	19.1	17.6	16.4	11.4	27.0
No. of Substandard Units	28,462	193	6	3	31	9	11	0	2	0
Percent Substandard Units	1.0	1.6	2.3	1.7	1.8	3.6	1.00	0.00	1.60	0.00
Source: U.S. Bureau of the Census, 1990.										

7.5 Occupancy and Tenure, and Median Costs of Housing in Jackson County - 1990

This section addresses the number of owner-occupied and renter-occupied housing units, the median costs of housing, and the number of vacant units in Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo.

7.5.1 Jackson County

The majority of occupied housing units in the county were owner-occupied units. These units accounted for 75.1 percent while rental units made up 24.9 percent of all occupied housing.

The vacancy rate among rental units was higher than the owner rate. The median value of owner-occupied housing was \$53,300 while the median rent paid for housing was \$230 per month.

Table 7-36

Occupancy and Tenure Cost of Housing Jackson County 1990		
	Number	Percent
Total Housing Units	11,775	--
Occupied Units	10,721	91.0
Number Occupied by Owner	8,056	75.1
Dollar Median Value (\$)	53,300	--
Owner Vacancy Rate (%)	--	1.5
Number Occupied by Renter	2,665	24.9
Dollar Median Rent (\$)	230	--
Renter Vacancy Rate (%)	--	13.1
Number of Units Vacant	1,054	9.0
Source: U.S. Bureau of the Census, 1990.		

7.5.2 Arcade

In 1990, there were 231 owner-occupied units which comprised 86.8 percent of all occupied units in Arcade. The number of occupied rental housing units totaled 38 units or 16.5 percent. The city's median value of owner-occupied homes was \$58,600 while the median rent paid was \$230 per month.

Table 7-37

Occupancy and Tenure Cost of Housing Arcade 1990		
	Number	Percent
Total Housing Units	266	--
Occupied Units	231	86.8
Number Occupied by Owner	193	83.6
Dollar Median Value (\$)	58,600	--
Owner Vacancy Rate(%)	--	0.5
Number Occupied by Renter	38	16.5
Dollar Median Rent (\$)	230	--
Renter Vacancy Rate(%)	--	33.3
Number of Vacant Units	35	13.2
Source: U.S. Bureau of the Census, 1990.		

7.5.3 Braselton

The owner occupancy rate in Braselton was 65.0 percent in 1990, while the renter occupancy rate was 35.0 percent. The median value of owner-occupied homes was \$64,300, the second highest among the eight cities in Jackson County. The median rent paid for housing was \$196 per month.

Table 7-38

Occupancy and Tenure Cost of Housing Braselton 1990		
	Number	Percent
Total Housing Units	178	--
Occupied Units	163	91.6
Number Occupied by Owner	106	65.0
Dollar Median Value (\$)	64300	--
Owner Vacancy Rate(%)	--	7.0
Number Occupied by Renter	57	35.0
Dollar Median Rent (\$)	196	--
Renter Vacancy Rate(%)	--	3.4
Number of Units Vacant	15	8.4
Source: U.S. Bureau of the Census, 1990.		

7.5.4 Commerce

In 1990, the city's occupancy rate was 91.0 percent. The owner occupancy rate was 67.5 percent, and the renter occupancy rate was 32.5 percent. The 1990 median value of homes in Commerce was \$47,500. The median monthly rent for housing was \$205.

Table 7-39

Occupancy and Tenure Cost of Housing Commerce 1990		
	Number	Percent
Total Housing Units	1,724	--
Occupied Units	1,568	91.0
Number Occupied by Owner	1,059	67.5
Dollar Median Value (\$)	47,500	--
Owner Vacancy Rate (%)	--	2.1
Number Occupied by Renter	509	32.5
Dollar Median Rent (\$)	205	--
Renter Vacancy Rate (%)	--	8.5
Number of Units Vacant	156	9.0
Source: U.S. Bureau of the Census, 1990.		

7.5.5 Hoschton

The City of Hoschton had a fairly even number of owner-occupied and rental units, at 58.8 percent and 41.2 percent respectively. The owner-occupied vacancy rate was 2.9 percent, whereas the renter vacancy rate was 9.2 percent. The city's median value of owner-occupied homes was \$55,000. The median rent paid for housing was \$265 per month.

Table 7-40

Occupancy and Tenure Cost of Housing Hoschton 1990		
	Number	Percent
Total Housing Units	251	--
Occupied Units	228	90.8
Number Occupied by Owner	134	58.8
Dollar Median Value (\$)	55,000	--
Owner Vacancy Rate (%)	--	2.9
Number Occupied by Renter	94	41.2
Dollar Median Rent (\$)	265	--
Renter Vacancy Rate (%)	--	9.6
Number of Units Vacant	23	9.2
Source: U.S. Bureau of the Census, 1990.		

7.5.6 Jefferson

The majority of occupied housing units in Jefferson were owner-occupied units. These units accounted for 66.4 percent while rental units made up 33.6 percent of all occupied units. At 7.0 percent, the renter vacancy rate was higher than the rate for owners. The vacancy rate among rental units was higher than the owner rate. The median value of owner-occupied housing was \$57,500 while the median rent paid for housing was \$192.

Table 7-41

Occupancy and Tenure Cost of Housing Jefferson 1990		
	Number	Percent
Total Housing Units	1,136	--
Occupied Units	1,056	93.0
Number Occupied by Owner	701	66.4
Dollar Median Value (\$)	57,500	--
Owner Vacancy Rate (%)	--	2.0
Number Occupied by Renter	355	33.6
Dollar Median Rent (\$)	192	--
Renter Vacancy Rate (%)	--	9.4
Number of Units Vacant	80	7.0
Source: U.S. Bureau of the Census, 1990.		

7.5.7 Nicholson

In 1990, Nicholson had 213 housing units of which 202 or 94.8 percent were occupied. This occupation rate was the second highest in Jackson County. Nicholson's owner occupancy rate was 76.2 percent and the rental occupancy rate was 23.8 percent. The 1990 median value of houses in Nicholson was \$52,000. Median monthly rent for housing was \$195 per month.

Table 7-42

Occupancy and Tenure Cost of Housing Nicholson 1990		
	Number	Percent
Total Housing Units	213	--
Occupied Units	202	94.8
Number Occupied by Owner	154	76.2
Dollar Median Value (\$)	52000	--
Owner Vacancy Rate (%)	--	0.6
Number Occupied by Renter	48	23.8
Dollar Median Rent (\$)	195	--
Renter Vacancy Rate (%)	--	12.7
Number of Units Vacant	11	5.2
Source: U.S. Bureau of the Census, 1990.		

7.5.8 Pendergrass

In 1990, Pendergrass had a total of 122 housing units, 108 of which were occupied. The number of owner-occupied units comprised 56.5 percent while the renter-occupied units made up 43.5 percent. The difference in vacancy rates between rental and owned units was quite pronounced. The owner vacancy rate was relatively low, at 1.6 percent, while the rental vacancy rate was 20.3 percent. It could be expected that monthly rent would decrease to encourage continued occupancy. This, however, was not the case as the \$327 per month in Pendergrass was the highest in Jackson County.

Table 7-43

Occupancy and Tenure Cost of Housing Pendergrass 1990		
	Number	Percent
Total Housing Units	122	--
Occupied Units	108	88.5
Number Occupied by Owner	61	56.5
Dollar Median Value (\$)	51,700	--
Owner Vacancy Rate (%)	--	1.6
Number Occupied by Renter	47	43.5
Dollar Median Rent (\$)	327	--
Renter Vacancy Rate (%)	--	20.3
Number of Units Vacant	14	11.5
Source: U.S. Bureau of the Census, 1990.		

7.5.9 Talmo

The 95.9 percent occupancy rate in Talmo was the highest in all of Jackson County. Of these units, 73.0 percent were owner-occupied and 26.8 percent were occupied by renters. At \$75,000, the median cost of housing in Talmo is also the highest in the county.

Table 7-44

Occupancy and Tenure Cost of Housing Talmo 1990		
	Number	Percent
Total Housing Units	74	--
Occupied Units	71	95.9
Number Occupied by Owner	52	73.2
Dollar Median Value (\$)	75,000	--
Owner Vacancy Rate (%)	--	NA
Number Occupied by Renter	19	26.8
Dollar Median Rent (\$)	213	--
Renter Vacancy Rate (%)	--	NA
Number of Units Vacant	3	4.1
Source: U.S. Bureau of the Census, 1990. NA = Not Available		

State Comparisons

In 1990, Arcade and Pendergrass had lower owner occupancy rates than Georgia's average of 89.7 percent. Only Pendergrass had a lower percentage of owner-occupied housing than the state. Braselton and Hoschton were the only cities with higher owner vacancy rates than the state.

With the exception of Talmo, the median value of housing throughout Jackson County was considerably lower than the state average of \$71,300. Median rent in all jurisdictions in the county was lower than the state average.

Table 7-45

1990 Occupancy, Tenure and Cost of Housing With State Comparisons for Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia										
	GA	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pender- grass	Talmo
Occupied Units (%)	89.7	91.0	86.8	91.5	90.9	90.8	92.9	94.8	88.5	95.9
Occupied by Owner (%)	58.2	75.1	83.5	65.0	67.5	58.8	66.4	76.2	56.5	73.2
Dollar Median Value(\$)	71,300	53,300	58,600	64,300	47,500	55,000	57,500	52,000	51,700	75,000
Occupied by Renter (%)	31.4	24.9	16.5	35.0	32.5	41.2	33.6	23.8	43.5	26.8
Dollar Median Rent(\$)	344	230	230	196	205	265	192	195	327	213
Owner Vacancy Rate (%)	2.5	1.5	0.5	7.0	2.1	2.9	2.0	0.6	1.6	NA
Renter Vacancy Rate (%)	12.2	13.1	33.3	3.4	8.5	9.6	9.4	12.7	20.3	NA
Source:	U.S. Bureau of the Census 1990. NA = Not Available									

7.6 Trends in Occupancy and Tenure, and Median Cost of Housing - 1970 to 1990

7.6.1 Jackson County

Jackson County's housing stock has steadily increased over the last twenty years, 33.3 percent during the 1970s and 29.6 percent during the 1980s. The number of owner-occupied units as a percent of the total has slowly increased, while the total of renter-occupied units has consistently decreased. In addition, the number of vacant units as a percentage of the total has continued to increase. In 1990, this figure was 9.0 percent compared to 5.2 percent in 1980 and 5.0 percent in 1970.

The median value of housing increased from \$8,700 in 1970 to \$55,300 in 1990. Since 1970, the median rent in the county increased by \$189, for a total increase of 461.0 percent.

Table 7-46

Trends in Occupancy and Tenure Cost of Housing Jackson County 1970 - 1990			
	1970	1980	1990
Total Housing Units	6,820	9,088	11,775
Occupied Units	6,488	8,619	10,721
Number Occupied by Owner	4,469	6,372	8,056
Owner-Occupied (%)	68.9	73.9	75.1
Dollar Median Value (\$)	8,700	27,200	55,300
Number Occupied by Renter	2,007	2,247	2,665
Renter-Occupied (%)	30.9	26.1	24.9
Dollar Median Rent (\$)	41	103	230
Number of Units Vacant	344	469	1,054
Vacant Units as Percent of Total	5.0	5.2	9.0
Source: U.S. Bureau of the Census, 1970, 1980, 1990.			

Table 7-47

Trends in Occupancy and Tenure Cost of Housing Jackson County 1970 - 1990			
	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1970-1990
Total Housing Units	33.3	29.6	72.7
Occupied Units	32.8	24.4	65.2
Number Occupied by Owner	42.6	0.3	80.3
Owner-Occupied (%)	5.0	1.0	6.3
Dollar Median Value (\$)	212.6	103.3	535.6
Number Occupied by Renter	12.0	18.6	32.8
Renter-Occupied (%)	-4.9	-1.2	-6.1
Dollar Median Rent (\$)	151.2	123.3	461.0
Number of Units Vacant	36.3	124.7	206.4
Vacant Units as Percent of Total	0.1	3.8	3.9
Source: U.S. Bureau of the Census, 1970, 1980, 1990.			

7.6.2 Arcade

Arcade has experienced a large amount of growth in their housing stock in the past decade. In 1980, there were 86 total housing units, by 1990, this number had increased by 209.3 percent to 266 total units. However, the vacancy rate has continued to increase. In 1980, vacant units as a percent of total housing was 9.3 percent compared to 13.2 percent in 1990. As expected, the cost of housing increased during the 1980s. However, median rent increased by a comparatively low 24.3 percent.

Table 7-48

Trends in Occupancy and Tenure Cost of Housing Arcade 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	86	266
Occupied Units	NA	78	231
Number Occupied by Owner	NA	50	193
Owner-Occupied (%)	NA	64.1	83.6
Dollar Median Value (\$)	NA	22,109	58,600
Number Occupied by Renter	NA	28	38
Renter-Occupied (%)	NA	35.9	16.5
Dollar Median Rent (\$)	NA	185	230
Number of Units Vacant	NA	8	35
Vacant Units as Percent of Total	NA	9.3	13.2

Source: U.S. Bureau of the Census, 1980, 1990.
NA = Not Available

Table 7-49

Trends in Occupancy and Tenure Cost of Housing Arcade 1980 - 1990	
	Percent Change 1980-1990
Total Housing Units	209.3
Occupied Units	196.2
Number Occupied by Owner	286.0
Owner-Occupied (%)	19.4
Dollar Median Value (\$)	165.1
Number Occupied by Renter	35.7
Renter-Occupied (%)	-19.4
Dollar Median Rent (\$)	24.3
Number of Units Vacant	337.5
Vacant Units as Percent of Total	3.9
Source: U.S. Bureau of the Census, 1980, 1990.	

7.6.3 Braselton

Braselton has experienced modest growth in the past ten years. Total housing units increased by 63.3 percent, which is an increase of 69 total units. The number of units occupied by renters increased by 111.1 percent, while owner-occupied housing increased by only 34.2 percent. The number of vacant units increased as well, from 3 to 15 units, for an increase of 400.0 percent.

Table 7-50

Trends in Occupancy and Tenure Costs of Housing Braselton 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	109	178
Occupied Units	NA	106	163
Number Occupied by Owner	NA	79	106
Owner-Occupied (%)	NA	74.5	65.0
Dollar Median Value (\$)	NA	32,264	64,300
Number Occupied by Renter	NA	27	57
Renter-Occupied (%)	NA	25.5	35.0
Dollar Median Rent (\$)	NA	163	196
Number of Units Vacant	NA	3	15
Vacant Units as Percent of Total	NA	2.8	8.4
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available			

Table 7-51

Trends in Occupancy and Tenure Cost of Housing Braselton 1980 - 1990	
	Percent Change 1980-1990
Total Housing Units	63.3
Occupied Units	53.8
Number Occupied by Owner	34.2
Owner-Occupied (%)	-9.5
Dollar Median Value (\$)	99.3
Number Occupied by Renter	111.1
Renter-Occupied (%)	9.5
Dollar Median Rent (\$)	20.2
Number of Units Vacant	400.0
Vacant Units as Percent of Total	5.7
Source: U.S. Bureau of the Census, 1980, 1990.	

7.6.4 Commerce

Commerce experienced a substantial increase in the number of housing units from 1970-1980. The number of total housing units and occupied units increased by 32.8 percent and 25.6 percent respectively. Percentages of owner-occupied units in the city increased sporadically during 1970-1990 while renter-occupied percentages decreased. Both the median value of housing and average rent increased by over 400.0 percent during this period.

Table 7-52

Trends in Occupancy and Tenure Costs of Housing Commerce 1970 - 1990			
	1970	1980	1990
Total Housing Units	1,298	1,589	1,724
Occupied Units	1,248	1,517	1,568
Number Occupied by Owner	818	1,023	1,059
Owner-Occupied (%)	65.5	67.4	67.5
Dollar Median Value (\$)	8,500	23,000	47,500
Number Occupied by Renter	430	494	509
Renter-Occupied (%)	34.5	32.6	32.5
Dollar Median Rent (\$)	39	83	205
Number of Units Vacant	50	72	156
Vacant Units as Percent of Total	3.9	4.5	9.0
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available			

Table 7-53

Trends in Occupancy and Tenure Costs of Housing Commerce 1970-1990			
	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1970-1990
Total Housing Units	22.4	8.5	32.8
Occupied Units	21.6	3.4	25.6
Number Occupied by Owner	25.1	3.5	29.5
Owner-Occupied (%)	1.9	0.1	2.0
Dollar Median Value (\$)	170.6	106.5	458.8
Number Occupied by Renter	14.9	3.0	18.4
Renter-Occupied (%)	-1.9	-0.1	-2.0
Dollar Median Rent (\$)	112.8	147.0	425.6
Number of Units Vacant	44.0	116.7	212.0
Vacant Units as Percent of Total	0.7	4.5	5.2
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available			

7.6.5 Hoschton

The number of housing units in Hoschton increased 44.3 percent between 1980 and 1990. The number of houses occupied by renters increased by 118.6 percent, while those units which are owner-occupied increased by only 7.2 percent. The median rent paid in Hoschton increased by 37.3 percent, from \$193 in 1980 to \$265 in 1990. The median value of housing increased by over 100.0 percent as well.

Table 7-54

Trends in Occupancy and Tenure Costs of Housing Hoschton 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	174	251
Occupied Units	NA	168	228
Number Occupied by Owner	NA	125	134
Owner-Occupied (%)	NA	74.4	58.8
Dollar Median Value (\$)	NA	25,899	55,000
Number Occupied by Renter	NA	43	94
Renter-Occupied (%)	NA	25.6	41.2
Dollar Median Rent (\$)	NA	193	265
Number of Units Vacant	NA	6	23
Vacant Units as Percent of Total	NA	3.4	9.2
Source: U.S. Bureau of the Census, 1990. NA = Not Available			

Table 7-55

Trends in Occupancy and Tenure Cost of Housing Hoschton 1980 - 1990	
	Percent Change 1980-1990
Total Housing Units	44.3
Occupied Units	35.7
Number Occupied by Owner	7.2
Owner-Occupied (%)	-15.6
Dollar Median Value (\$)	112.4
Number Occupied by Renter	118.6
Renter-Occupied (%)	15.6
Dollar Median Rent (\$)	37.3
Number of Units Vacant	283.3
Vacant Units as Percent of Total	5.7
Source: U.S. Bureau of the Census, 1980, 1990.	

7.6.6 Jefferson

During the 1980s, Jefferson had a large increase in the total number of housing units, with the largest growth rate occurring during the 1980s. Owner occupancy rates increased, while renter occupancy rates decreased during the period between 1970-1990. Overall vacancy rates fluctuated during this period, culminating with a rate of 7.0 percent in 1990.

Median values of owner-occupied housing units rose steadily between 1970-1990. Median rent increased by 146.2 percent during the 1980s.

Table 7-56

Trends in Occupancy and Tenure Costs of Housing Jefferson 1970 - 1990			
	1970	1980	1990
Total Housing Units	575	702	1,136
Occupied Units	541	666	1,056
Number Occupied by Owner	310	431	701
Owner-Occupied (%)	57.3	64.7	66.4
Dollar Median Value (\$)	11,000	30,400	57,500
Number Occupied by Renter	231	235	355
Renter-Occupied (%)	42.7	35.3	33.6
Dollar Median Rent (\$)	40	78	192
Number of Units Vacant	34	36	80
Vacant Units as Percent of Total	5.9	5.1	7.0
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available			

Table 7-57

Trends in Occupancy and Tenure Costs of Housing Jefferson 1970 - 1990			
	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1970-1990
Total Housing Units	22.1	61.8	97.6
Occupied Units	23.1	58.6	95.2
Number Occupied by Owner	39.0	62.6	126.1
Owner-Occupied (%)	7.4	1.7	9.1
Dollar Median Value (\$)	176.4	89.1	422.7
Number Occupied by Renter	1.7	51.1	53.7
Renter-Occupied (%)	-7.4	-1.7	-9.1
Dollar Median Rent (\$)	95.0	146.2	380.0
Number of Units Vacant	5.9	122.2	135.3
Vacant Units as Percent of Total	-0.8	1.9	1.1
Source: U.S. Bureau of the Census, 1970, 1980, 1990. NA = Not Available			

7.6.7 Nicholson

Overall, Nicholson has experienced little housing growth in the 1980s. There was only a 11.5 percent increase in total housing units from 1980 to 1990. The percentage of renter-occupied units had a nominal increase of 3.3 percent, while the percentage of owner-occupied units decreased by the same amount. The median rent increased from \$185 in 1980 to \$195 in 1990, which only represents a 5.4 percent change.

Table 7-58

Trends in Occupancy and Tenure Costs of Housing Nicholson 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	191	213
Occupied Units	NA	186	202
Number Occupied by Owner	NA	148	154
Owner-Occupied (%)	NA	79.6	76.2
Dollar Median Value (\$)	NA	28,857	52,200
Number Occupied by Renter	NA	38	48
Renter-Occupied (%)	NA	20.4	23.8
Dollar Median Rent (\$)	NA	185	195
Number of Units Vacant	NA	5	11
Vacant Units as Percent of Total	NA	2.6	5.2
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available			

Table 7-59

Trends in Occupancy and Tenure Cost of Housing Nicholson 1980 - 1990	
	Percent Change 1980-1990
Total Housing Units	11.5
Occupied Units	8.6
Number Occupied by Owner	4.1
Owner-Occupied (%)	-3.3
Dollar Median Value (\$)	80.9
Number Occupied by Renter	26.3
Renter-Occupied (%)	3.3
Dollar Median Rent (\$)	5.4
Number of Units Vacant	120.0
Vacant Units as Percent of Total	2.5
Source: U.S. Bureau of the Census, 1980, 1990.	

7.6.8 Pendergrass

Total housing units in Pendergrass increased by 20.8 percent in the 1980s. The number of owner-occupied and renter-occupied houses increased by approximately the same percentage, increasing by 10.9 and 11.9 percent respectively. The dollar median rent increased from \$175 in 1980 to \$327 in 1990, for a total increase of 86.9 percent. The number of vacant units as a percent of the total has more than doubled, increasing from 4.0 percent in 1980 to 11.5 percent in 1990.

Table 7-60

Trends in Occupancy and Tenure Costs of Housing Pendergrass 1970 - 1990			
	1970	1980	1990
Total Housing Units	NA	101	122
Occupied Units	NA	97	108
Number Occupied by Owner	NA	55	61
Owner-Occupied (%)	NA	56.7	56.5
Dollar Median Value (\$)	NA	32,250	51,700
Number Occupied by Renter	NA	42	47
Renter-Occupied (%)	NA	43.3	43.5
Dollar Median Rent (\$)	NA	175	327
Number of Units Vacant	NA	4	14
Vacant Units as Percent of Total	NA	4.0	11.5
Source: U.S. Bureau of the Census, 1980, 1990. NA = Not Available			

Table 7-61

Trends in Occupancy and Tenure Cost of Housing Pendergrass 1980 - 1990	
	Percent Change 1980-1990
Total Housing Units	20.8
Occupied Units	11.3
Number Occupied by Owner	10.9
Owner-Occupied (%)	-0.2
Dollar Median Value (\$)	60.3
Number Occupied by Renter	11.9
Renter-Occupied (%)	0.0
Dollar Median Rent (\$)	86.9
Number of Units Vacant	250.0
Vacant Units as Percent of Total	7.5
Source: U.S. Bureau of the Census, 1980, 1990.	

7.6.9 Talmo

The Town of Talmo was not incorporated in 1980. Therefore, it was not a Census Designated Place (CDP). The U.S. Bureau of the Census did not publish any detailed housing information that could be used for trend analysis.

State Comparisons

Table 7-62 compares percentage changes in occupancy and tenure of Jackson County and its cities (those that have 1970-1990 data) with Georgia averages over the last 20 years. Jackson County's percent gain in total numbers of housing units and total occupancy was slightly lower than the state average. Jefferson's growth in all areas is notable.

Jefferson witnessed a decline in the number of vacant units. Georgia, Jackson County, and Commerce all showed large percentage increases in the number of vacant units. Median dollar values increased for all areas. Georgia's rate of growth in homeowner median value accelerated during 1980-1990 while Jackson County median values slowed their rate of increase during the same period.

Table 7-62

Percent Change in Occupancy and Tenure With Comparisons Between Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and the State of Georgia for 1990													
	Georgia		Jackson County		Arcade	Braselton	Commerce		Hoschton	Jefferson		Nicholson	Pendergrass
	1970-1980	1980-1990	1970-1980	1980-1990	1980-1990	1980-1990	1970-1980	1980-1990	1980-1990	1970-1980	1980-1990	1980-1990	1980-1990
Total Number of Units (%)	37.2	31.0	33.2	29.5	209.3	63.3	22.4	8.4	44.3	22.8	61.8	11.5	20.8
Occupied Units (%)	36.6	26.4	32.8	24.3	169.2	53.8	21.5	33.0	35.7	23.1	58.5	8.6	11.3
Number Occupied by Owner (%)	45.4	26.3	42.3	26.4	286.0	34.2	25.0	3.5	7.2	39.0	62.6	4.1	10.9
Dollar Median Value (%)	58.2	208.0	212.6	106.3	165.1	99.3	170.0	106.5	112.4	176.0	89.1	80.9	60.3
Number Occupied by Renter (%)	22.9	26.6	11.9	18.6	35.7	111.1	14.8	3.2	118.6	1.7	51.0	26.3	11.9
Dollar Median Rent (%)	135.3	124.8	151.2	123.3	24.3	20.2	112.0	146.0	37.3	1.0	1.5	5.4	86.9
Number of Vacant Units (%)	45.2	92.7	36.3	124.0	337.5	400.0	44.0	116.0	283.3	5.8	1.2	120.0	250.0

Source: U.S. Bureau of the Census 1990.
NA = Not Available

7.7 Trends for the Future

As mentioned in the Population chapter, the number of households in Jackson County is increasing at a faster rate than population. This trend is anticipated to become even more pronounced in the future. Several socioeconomic factors contribute to this trend. Most importantly, more people are living by themselves and the birth rate is declining. The result is that household size is decreasing as the population increases. The following housing demand projections are based on population projections.

Future trends for different types of housing are also described in this section. Projections for various housing types are useful in determining the amount of land needed for future residential development, in indicating whether there will be sufficient diversity of housing types and in showing the need for different kinds of public services and community facilities. Future needs were determined by deriving the averages in the trend data for types of housing for the twenty-year period of 1970 to 1990. For cities with no reported 1970 Census data, averages from 1980 and 1990 were used. Due to the lack of 1970 and 1980 Census data for Talmo, the distribution of individual housing types as reported in the 1990 Census were used. However, decisions regarding the development of different types of housing are often made in a volatile political climate. Census data does not reflect the changing political arena and subsequent zoning and infrastructure decisions. This information is intended to be used only as a general guide.

7.7.1 Jackson Future Housing Demand

As shown in Table 7-63, the population of Jackson County is expected to increase from 33,921 in 1995 to 55,745 by 2015. As indicated below, the estimated 1995 household size is projected to decrease to 2.30 by the year 2015. It is estimated that by the year 2000, 2,569 additional housing units will be needed and 12,462 additional units will be needed by 2015 to accommodate housing demand. Of these 12,462 additional units, 8,838 or 46.8 percent of them are projected to be single-family units. Multi-family and manufactured housing will consist of 541 and 6,083 units respectively.

Table 7-63

Future Housing Demand Jackson County Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	33,921	2.82	12,029	254
2000	38,583	2.69	14,344	2,569
2005	43,618	2.56	17,950	6,175
2010	49,310	2.43	20,293	8,518
2015	55,745	2.3	24,237	12,462

*Based on 1990 Census figures, assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-64

Additional Units Needed by Housing Type Jackson County Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	170	12	72
2000	1,590	122	857
2005	3,512	285	2,378
2010	4,417	382	3,179
2015	5,838	541	6,083

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.2 Arcade Future Housing Demand

In Arcade, the population is expected to almost double over the next twenty years. By 2015, the city's population is projected to be 1,282, a 64.4 percent increase from 1995 estimates. During the same time, the household size should decline from 3.03 in 1995 to 2.42 by 2015. This trend corresponds to a projected 105.4 percent increase in housing stock by the year 2015. As a result, 264 additional housing units will be needed over the next twenty years. Single-family units will make up 45.8 percent or 121 of these additional housing units. Multi-family units add another 7 units to the total and mobile homes make up the remaining 136.

Table 7-65

Future Housing Demand Arcade Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	780	3.03	258	0
2000	887	2.88	308	42
2005	1,003	2.73	368	102
2010	1,134	2.57	442	176
2015	1,282	2.42	530	264

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-66

Additional Units Needed by Housing Type Arcade Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	0	0	0
2000	19	1	22
2005	47	3	52
2010	81	5	90
2015	121	7	136

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.3 Braselton Future Housing Demand

Braselton's population is expected to increase to 870 in 2015. This represents a 92.9 percent population increase from 1995. Braselton's projected household size is expected to decline from 2.77 in 1995 to 1.99 by 2015. As the population increases and the household size decreases, Braselton will need additional housing units. It is estimated the city will need an additional 260 housing units by 2015. Of these additional units, the majority will be single-family, followed by multi-family and manufactured housing.

Table 7-67

Future Housing Demand Braselton Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	451	2.77	163	0
2000	536	2.57	209	31
2005	630	2.38	265	87
2010	740	2.19	338	160
2015	870	1.99	438	260

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-68

Additional Units Needed by Housing Type Braselton Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	0	0	0
2000	25	3	3
2005	68	10	9
2010	123	18	19
2015	194	33	33

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.4 Commerce Future Housing Demand

The future population of Commerce is expected to double by 2015. It is expected that the projected household size will decline slightly during the same time. This will result in a 150.8 percent increase in additional housing units needed by 2015. Commerce is projected to need 2,923 more housing units over the next 20 years. The majority of these additional units will be comprised of single-family units, with 68.5 percent or 2,003 of the total. The remaining units will include 358 multi-family units and 562 mobile homes.

Table 7-69

Future Housing Demand Commerce Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	4,909	2.65	1,853	129
2000	5,943	2.54	2,340	616
2005	7,102	2.42	2,935	1,211
2010	8,515	2.31	3,687	1,963
2015	10,175	2.19	4,647	2,923

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-70

Additional Units Needed by Housing Type Commerce Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	99	15	15
2000	460	73	83
2005	880	145	168
2010	1,385	238	340
2015	2,003	358	562

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.5 Hoschton Future Housing Demand

Hoschton's population is expected to increase substantially during the next twenty years. By the year 2015, the population is expected to be 1,332, a 79.5 percent increase from 1995 estimates. The city's household size is expected to decrease from 2.93 in 1995 to 2.38 in 2015. The number of housing units is expected to increase by 120.5 percent over the next 20 years. This will account for an additional 309 housing units by 2015. Single-family units will make up 56.3 percent or 174 of the total. Multi-family housing will account for 59 units and the remaining 76 units will be manufactured housing.

Table 7-71

Future Housing Demand Hoschton Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	742	2.93	254	3
2000	864	2.79	310	59
2005	998	2.65	377	126
2010	1,153	2.51	460	209
2015	1,332	2.38	560	309

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-72

Additional Units Needed by Housing Type Hoschton Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	2	0	1
2000	33	11	15
2005	71	24	31
2010	118	40	51
2015	174	59	76

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.6 Jefferson Future Housing Demand

In Jefferson, the population is expected to increase by 363.3 percent over the next 20 years. By 2015, the city's population is projected to increase to 18,500 residents. During the same time, the household size should decline slightly from 2.96 in 1995 to 2.87 by 2015. According to projections, the city's housing stock will need to increase by 377.8 percent. An additional 5,310 housing units will be needed over the next 20 years to accommodate such significant growth. Single-family units will make up 2,707 of the total, while multi-family units and mobile homes will add another 1,032 and 1,491 units respectively.

Table 7-73

Future Housing Demand Jefferson Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	3,993	2.96	1,349	213
2000	6,115	2.94	2,080	944
2005	8,836	2.91	3,037	1,901
2010	12,768	2.89	4,418	3,282
2015	18,500	2.87	6,446	5,310

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997

Table 7-74

Additional Units Needed by Housing Type Jefferson Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	151	37	25
2000	627	168	149
2005	1,175	349	377
2010	1,875	620	787
2015	2,787	1,032	1,491

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.7 Nicholson Future Housing Demand

Nicholson's population is expected to increase to 944 in 2015. This represents a 57.6 percent population increase from 1995. Nicholson's projected household size is expected to decline from 2.80 in 1995 to 2.22 by 2015. As the population increases and the household size decreases, Nicholson will need additional housing units. It is estimated the city will need an additional 213 housing units by 2015. These additional 213 housing units will mostly be comprised of single-family units and mobile homes, each adding 159 and 52 units respectively. Multi-family units will account for only 2 additional units.

Table 7-75

Future Housing Demand Nicholson Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	599	2.80	214	1
2000	674	2.65	255	42
2005	754	2.51	301	88
2010	844	2.36	358	145
2015	944	2.22	426	213

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-76

Additional Units Needed by Housing Type Nicholson Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	1	0	0
2000	31	0	11
2005	66	1	21
2010	108	1	36
2015	159	2	52

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.8 Pendergrass Future Housing Demand

The population in Pendergrass is expected to increase to 564 by 2015. This represents a 66.7 percent population increase. Projected household size is expected to decline from 2.89 in 1995 to 2.39 by 2015. Due to increasing population and decreasing household size, it is anticipated that housing will increase by 101.7 percent by 2015. This represents an additional 114 housing units during the next twenty years. These additional housing units will be comprised of 83 single-family units, 25 mobile homes, and 5 multi-family units.

Table 7-77

Future Housing Demand Pendergrass Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	338	2.89	117	0
2000	386	2.76	140	18
2005	438	2.64	166	44
2010	497	2.51	199	77
2015	564	2.39	236	114

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-78

Additional Units Needed by Housing Type Pendergrass Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	0	0	0
2000	13	1	4
2005	32	2	10
2010	56	3	18
2015	83	5	26

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

7.7.9 Talmo Future Housing Demand

Talmo's population is expected to increase gradually over the next twenty years. In 2015, the population is projected to be 351. This represents a 64.0 percent increase from 1995. Projected household size is expected to decline from 2.66 in 1995 to 2.14 by 2015. This corresponds to a projected 103.7 percent increase in housing stock by the year 2015. As a result, an additional 91 housing units will be needed over the next 20 years. Of these additional units, 71 will be single-family units and 20 will be mobile homes. Multi-family housing is not projected to be represented in future housing.

Table 7-79

Future Housing Demand Talmo Selected Years				
Year	Projected Population	Projected Household Size	Total Projected Housing Units	Additional Units Needed*
1995	214	2.66	81	7
2000	243	2.53	97	23
2005	275	2.40	115	41
2010	311	2.27	138	64
2015	351	2.14	165	91

*Assuming vacancy rate is zero.

Source: NEGRDC, 1997.

Table 7-80

Additional Units Needed by Housing Type Talmo Selected Years			
Year	Single-Family	Multi-Family	Mobile Homes
1995	2	0	2
2000	19	0	4
2005	32	0	9
2010	50	0	14
2015	71	0	20
*Assuming vacancy rate is zero.			
Source: NEGRDC, 1997.			

7.8 Assessment

Jackson County has experienced considerable growth during the past two decades. This is especially evident when tracking housing trends. Since 1980, housing stock throughout the county has consistently increased. Total housing units, including those in the municipalities, increased by an average of 59.0 percent. A disproportionate amount of this growth is attributable to manufactured housing. While the average percent increase for both single-family and multi-family homes was approximately 16.0 percent, manufactured housing increased by 319.0 percent. It should be noted that Arcade experienced a manufactured housing boom, represented by a 1,192 percent increase, during this time. Although this skews the average, in general, all other jurisdictions experienced much greater growth in manufactured housing than any other housing type.

Approximately 33.0 percent of all housing in Jackson County is manufactured. This is the second highest percentage of all counties in the region. Manufactured homes are an important part of the county's housing stock as they provide many residents with affordable housing and are often the most likely option for first time homeowners. However, a major problem with this type of housing is rapid depreciation and resale difficulty. Subcommittee members recommend studying the feasibility of increasing initial set up standards that exceed those required by the State, but meet resale/refinancing standards that call for a more structurally secure foundation. The county has expressed a willingness to promote this as a long-term project, but has no plans for adopting any immediate changes. In addition, many Jackson County residents believe the current property tax structure places a disproportionate burden on site-built homeowners as opposed to owners of manufactured homes, who use and are served by the same municipal and/or county services. Housing Committee members would like more parity in the taxation of site-built and manufactured homes. State law allows manufactured homes to be taxed as real property if the home is attached to a permanent foundation. Although the county has experienced difficulty in attempting to enforce standards above those required by HUD, it is within a jurisdiction's right to adopt standards requiring permanent foundations. This would increase tax revenue and potentially reduce depreciation rates. Again, however, the county's position is to allow for adequate time to study the potential benefits and drawbacks of such requirements. No action is anticipated during the five-year planning horizon.

An additional concern is the siting of manufactured housing immediately adjacent to site-built development. In many cases, this results in decreased property values and a lowered desirability in the area. The law states that a jurisdiction cannot exclude manufactured homes as long as they meet compatibility standards. Jurisdictions can amend their zoning ordinances to include compatibility requirements such as minimum width, landscaping and siding material

that are equivalent to requirements placed on similar site-built homes. Committee members want to promote new structural and landscaping design technologies to create a sense of continuity between site-built developments and manufactured homes.

All jurisdictions want to ensure that the quality of housing continues to improve. Throughout the county, the number of substandard housing units continues to decline. While Arcade and Braselton experienced increases in substandard units from 1980 to 1990, the rest of the county experienced an average reduction of 61.0 percent. Substandard houses that do not warrant renovation are being demolished. This accounts for much of the reduction in substandard housing. All jurisdictions in the county want to ensure that the Southern Building Code is enforced to protect against unsafe housing units. The Housing Committee recommends hiring additional building inspectors to ensure that homes are safe and kept up to code.

In 1990, the median value of owner-occupied housing in Jackson County was \$53,300. This was 25.3 percent lower than the state average of \$71,300. The average value of owner-occupied housing in the cities was \$57,700, which was 19.1 percent lower than the state average. However, of the jurisdictions reporting median value in 1980 and 1990, the average increase was 102.1 percent. Residents want to see the overall value of owner-occupied units continue to increase, thus attracting additional residential development with similar appreciation potential.

Reducing the vacancy rate is another important housing concern. In 1990, the homeowner-vacancy rate was 1.5 percent and the renter-vacancy rate was 13.1 percent. The vacancy rates for the state of Georgia were 2.5 percent for owner-occupied housing and 12.2 percent for rental units. This comprehensive plan supports reducing the vacancy rate throughout the county by improving the housing stock and encouraging the renovation of existing, in-town housing. Also, the number of building permits to construct new homes should equal the immediate demand for residential expansion.

According to NEGRDC projections, the population of Jackson County is expected to increase from 33,921 in 1995 to 55,745 by 2015. In addition, the number of households is increasing at a faster rate than population. This trend is anticipated to become even more pronounced in the future. Several socioeconomic factors contribute to this trend. Most importantly, more people are living by themselves and the birth rate is declining. The estimated 1995 household size of 2.82 is projected to decrease to 2.30 by the year 2015. It is estimated that by the year 2000, 2,569 additional housing units will be needed and 12,462 additional units will be needed by 2015 to accommodate housing demand.

Projections indicate that single-family housing will continue to be the dominant type of residential development. Based on housing market trends, population projections, and the growth of the Interstate 85 corridor, the greatest concentration of residential growth is expected to occur in the western and central sections of the county. This growth is expected to be centered around Braselton/Hoschton, Jefferson, Pendergrass/Talmo, and Commerce. Subcommittee members want to ensure that city and county officials make developers aware of areas identified on future land use maps as inappropriate for residential development. Additionally, city and county officials should encourage different types of housing developments. However, approximately 70 percent of building growth in the county is single home development. The concern is that if land continues to be divided into small parcels for starter and manufactured homes, there may be a shortage of large tracts that allow for larger lot subdivisions. Decisions regarding new housing in Jackson County should emphasize clustered development to preserve land and create a greater sense of community. The county and cities want developers to be sensitive to natural resources and features and design development that does not destroy or encroach on these resources. Future residential development should be designed using land conservation techniques that provide for community open space.

Chapter 8: Existing Land Use

EXISTING LAND USE

1.1 Introduction

The following section provides an inventory and assessment of existing land use in Jackson County. The information, obtained from 1996 tax records, is the basis for the material presented in this chapter. Two primary resources in this chapter include a map showing existing land use in Jackson County and its eight cities and statistical tables describing the amount of land in each land use category. This information will provide a base upon which a future land use plan will be prepared.

1.2 Inventory

The Department of Community Affairs (DCA) has established a statewide land use classification system for regional and local government agencies in Georgia. The system, based on the Standard Industrial Classification (SIC) code, consists of eight categories required by the Minimum Planning Standards. In addition to the land use categories required by the Department of Community Affairs, subcategories were created, including four subcategories of residential land use based on the density of development.

Where there is a mixed use on these parcels the predominant use is shown. For instance, no agricultural parcels are shown as residential, although many have houses or mobile/manufactured homes located on them. Maps 8-1 through 8-9 illustrate the existing land use (1996) in Jackson County and its eight municipalities.

The following land use categories were used to survey existing land use in Jackson County and its municipalities. Large tracts of land (more than 25 acres) are typical throughout the unincorporated portion of the county. These tracts are predominantly classified as agricultural.

Agriculture: All land used for agricultural purposes, such as cropland, livestock production, and pasture, and commercial timber, where total acreage exceeds 25 acres.

Crop Forest: All land which is listed by the county tax assessor as commercial forest.

Commercial: All property where business and trade are conducted, including professional offices. This category includes both retail and wholesale, and accessory use areas, such as parking.

Government: All property used for governmental purposes including administration buildings, schools, and public- safety facilities.

Industrial: All land used for manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction facilities, or similar uses.

Park/Recreation/Conservation: This category is for land dedicated to active or passive recreation uses and is accessible to the public. These areas include both privately and publicly-owned facilities, and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers, and similar uses.

Public/Institutional: All land owned by federal, state, or local government for the provision of services and semi-public uses such as churches and their grounds. Land owned by a government for recreational purposes is classified under recreation.

Transportation/Communication/Utilities: This category includes such uses as power generation plants and other non-office utilities, transmission lines, railroad and highway rights-of-way, radio towers, airports, or other similar uses.

Residential: The predominant use of the land within the residential category is for single-family and multi-family dwellings.

1. Single-family housing (except mobile homes)

High-Density:	0.00	-	0.25 acres per dwelling unit
Medium-Density:	0.25+	-	1.00 acres per dwelling unit
Low-Density:	1.00+	-	10.00 acres per dwelling unit
Estate:	10.00+	-	25.00 acres per dwelling unit

2. Multi-family housing, including duplexes, apartments, and public housing;

3. Mobile home, including mobile home parks.

High-Density:	0.00	-	0.25 acres per dwelling unit
Medium-Density:	0.25+	-	1.00 acres per dwelling unit
Low-Density:	1.00+	-	10.00 acres per dwelling unit
Estate:	10.00+	-	25.00 acres per dwelling unit

Undeveloped/unused: All land not developed for a specific use or assigned another classification and 25.00 acres or less.

1.3 Existing Land Use Distribution

1.3.1 Jackson County

Similar to many counties in the Northeast Georgia region, Jackson County is predominantly rural. In 1996, agricultural land comprised 144,569.22 acres or 74.06 percent of all land in the county. Residential land accounted for 13.19 percent of the total land area. Undeveloped/unused land in Jackson County was the third largest land use category which constituted 8.88 percent of county land area. The county's crop (commercial) forest accounted for nearly 2 percent of Jackson's land use. Industrial land use comprised 1,007 acres or 0.51 percent. Commercial land use totaled 876.21 acres or almost 0.45 percent. Park/recreation/conservation, transportation/communication/utilities, government and public institutional land combined represented less than 1 percent of the county's land area.

Table 8-1

Land Use in Jackson County 1997			
Classification	Acres	Square Miles	% of Total
Residential	25,714.52	40.18	13.17
Single-Family Residential	NA	NA	NA
High-Density	NA	NA	NA
Medium-Density	NA	NA	NA
Low-Density	NA	NA	NA
Estate	NA	NA	NA
Multi-Family Residential	32.64	0.05	0.02
Mobile Home Residential	NA	NA	NA
High-Density	NA	NA	NA
Medium-Density	NA	NA	NA
Low-Density	NA	NA	NA
Estate	NA	NA	NA
Total Residential	25,747.16	40.23	13.19
Commercial	876.21	1.37	0.45
Park/Recreation/Conservation	296.83	0.46	0.15
Public/Institutional	579.18	0.90	0.30
Industrial	1,007.00	1.57	0.51
Agriculture	144,569.22	225.89	74.06
Crop Forest	3,731.66	5.83	1.91
Transportation/Communication/Utilities	1,035.39	1.62	0.53
Undeveloped/Unused	17,324.10	27.07	8.88
Government	29.26	0.05	0.02
Total	195,196.01	304.99	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Jackson County covers 304.99 square miles of the Piedmont Plateau of Northeast Georgia. Jackson County is located northwest of the Atlanta Metropolitan area and northwest of Athens-Clarke County. Interstate 85, the primary transportation corridor through the county, links Jackson to the Atlanta area. U.S. 441, U.S. 129 and GA 15 are major thoroughfares connecting Jackson to Athens-Clarke County. As land use development continues to increase in the Atlanta metropolitan area and Athens-Clarke County, the demand for land development in Jackson County will continue to increase. The western portion of the county is experiencing the most rapid development due to its proximity to Gwinnett County. However, the majority of residential, commercial and industrial land uses are concentrated within close proximity to the municipalities and along major transportation corridors. Encroachment of industrial and heavy commercial development into residential areas is still relatively rare, as the county's zoning ordinance limits such incompatible land uses. Most of the undeveloped/unused land is located adjacent to residential land use. In most instances, the undeveloped land will change to residential use. Agriculture land use is located throughout the county and is most prevalent in the eastern and northwestern portions of the county. Perhaps due to the more intensive development occurring in the cities, no areas in the unincorporated county were classified as blighted.

The continuous residential development that the county has experienced during the past twenty years has had a tremendous impact on infrastructure and public services. Of primary concern is the lack of an extended public county sewerage system and the subsequent reliance on septic systems. Much of the soil throughout Jackson County is not suitable for extensive septic system use. Therefore, growth should be concentrated in areas of the county which are served by municipal sewerage systems, or in areas that are easily accessed by existing systems. Additionally, several environmentally sensitive areas should preclude intense development. The North and Middle Oconee rivers and Curry Creek are protected corridors that run through central Jackson County. Floodplains and small water supply watersheds which also limit suitable development options are located throughout the county. Several scenic views identified along this corridor should be protected by ensuring that development be appropriately buffered

1.3.2 Arcade

Table 8-2

Land Use in Arcade 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	808.93	1.26	20.05
High-Density	0.00	0.00	0.00
Medium-Density	15.15	0.02	0.38
Low-Density	635.94	0.99	15.76
Estate	157.84	0.25	3.91
Multi-Family Residential	0.00	0.00	0.00
Mobile Home Residential	429.33	0.67	10.64
High-Density	0.00	0.00	0.00
Medium-Density	8.30	0.01	0.21
Low-Density	378.10	0.59	9.37
Estate	42.93	0.07	1.06
Total Residential	1,238.26	1.93	30.69
Commercial	21.93	0.03	0.54
Park/Recreation/Conservation	7.85	0.01	0.19
Public/Institutional	3.09	0.00	0.08
Industrial	3.41	0.01	0.08
Agriculture	2,019.29	3.15	50.05
Crop Forest	0.00	0.00	0.00
Transportation/Communication/Utilities	9.43	0.01	0.23
Undeveloped/Unused	725.52	1.13	17.98
Government	6.08	0.01	0.15
Total	4,034.86	6.30	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Little has changed in Arcade since the city completed its 1992 existing land use map with the exception of several large annexations. The largest of the annexations was undertaken to facilitate the location of a landfill in the town. Presently, Arcade remains a predominately low-density, residential and agricultural community. Residential and agricultural land account for 31 percent and 50 percent, respectively, of the city's total land area. With the exception of one cattle ranch, most agricultural land consists of forested land.

Undeveloped land comprises the third largest land area at almost 18 percent and primarily consists of undeveloped parcels in platted subdivisions. The remaining land use categories comprise 1.27 percent of the total land area.

Commercial development within the city is limited to several convenience stores adjacent to Highway 129.

The town has no land development regulations, no development review, and no building inspection. Current growth patterns have out paced water and sewer infrastructure on several occasions. In the past, this has been addressed through Community Development Block Grant. Additionally, the city has allowed numerous, lengthy, unpaved roads to be cut in the city. Road maintenance problems persist.

There are several incompatible land uses in the city, primarily encroachment of commercial uses into residential areas. However, since there are no land development regulations in the city and there is no intention to enact such regulations, these problems will also persist.

The impact of the proposed landfill on environmental resources has been seriously debated. It remains to be seen whether the landfill will become a reality and ultimately what impact it will have on these resources. However, if the Council and EPD agree to permit a landfill, the only option for mitigation appears to be in the courts.

1.3.3 Braselton

Table 8-3

Land Use in Braselton 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	562.30	0.88	18.08
High-Density	0.41	0.00	0.01
Medium-Density	116.92	0.18	3.76
Low-Density	444.97	0.70	14.30
Estate	0.00	0.00	0.00
Multi-Family Residential	2.37	0.00	0.08
Mobile Home Residential	38.13	0.06	1.23
High-Density	24.93	0.04	0.80
Medium-Density	6.24	0.01	0.20
Low-Density	6.96	0.01	0.22
Estate	0.00	0.00	0.00
Total Residential	602.80	0.94	19.38
Commercial	104.34	0.16	3.35
Park/Recreation/Conservation	684.77	1.07	22.01
Public/Institutional	9.98	0.02	0.32
Industrial	361.00	0.56	11.60
Agriculture	1,024.34	1.60	32.93
Crop Forest	0.00	0.00	0.00
Transportation/Communication/Utilities	93.39	0.15	3.00
Undeveloped/Unused	227.92	0.36	7.33
Government	2.32	0.00	0.07
Total	3,110.86	4.86	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Braselton's land use has changed little over the past 5 years. The town predominantly remains a low-density, residential community with a small land area devoted to a high-density manufactured housing development. According to Table 8-3, 22 percent of the town's land is contained in Parks/Recreation/Conservation. This is somewhat deceiving as most of this land is contained in the Chateau Elan development and is devoted to the golf course. Most of the land designated agricultural is either undeveloped parcels identified for future industrial land uses or associated with the Chateau's winery.

There are two major industrial facilities in the town though not located in the designated industrial park. The industrial park contains several small businesses but remains largely vacant. Commercial establishments in the city are convenience-related establishments and do not present any incompatibility problems with nearby residential development.

The city has zoning and subdivision regulations. Code enforcement is through the Braselton Building Inspection Department. No areas of the city were identified as being blighted or unsuitable for development due to environmental concerns. Infrastructure in Braselton (water, sewer and roads) is reportedly in good condition and will be suitable to meet the needs of future residents given diligent maintenance and planned improvement/expansion projects.

1.3.4 Commerce

The largest category of land use in Commerce is residential, accounting for 32.44 percent of the total land area. The majority of housing, 14.63% is medium-density single-family, followed closely by low-density single-family. Commerce has the largest proportion of multi-family housing of any municipality in Jackson County, although this only accounts for 24.77 acres or 0.63% of municipal land. Agriculture is the second most dominant land use, comprising 30.86 percent. Commercial property is quite prevalent in Commerce, as the city has an active downtown business district and downtown development authority. Commercial land use makes up 253.03 acres or 6.44 percent of the total area. Industrial development accounts for 4.68 percent of Commerce's land area. Approximately 612 acres are classified as undeveloped/unused.

Table 8-4

Land Use in Commerce 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	1,157.75	1.81	29.48
High-Density	34.21	0.05	0.87
Medium-Density	574.45	0.90	14.63
Low-Density	509.88	0.80	12.98
Estate	39.21	0.06	1.00
Multi-family Residential	24.77	0.04	0.63
Mobile Home Residential	91.49	0.14	2.33
High-Density	8.18	0.01	0.21
Medium-Density	43.04	0.07	1.10
Low-Density	40.27	0.06	1.03
Estate	NA	NA	NA
Total Residential	1,274.01	1.99	32.44
Commercial	253.03	0.40	6.44
Park/Recreation/Conservation	119.91	0.19	3.05
Public/Institutional	113.34	0.18	2.89
Industrial	183.77	0.29	4.68
Agriculture	1,211.86	1.89	30.86
Crop Forest	NA	NA	NA
Transportation/Communication/Utilities	106.23	0.17	2.70
Undeveloped/Unused	612.00	0.96	15.58
Government	53.30	0.08	1.36
Total	3,927.46	6.14	100.00

Source: Jackson County Tax Digest, 1997.

Assessment

The City of Commerce has the largest population of any municipality in Jackson County, and the greatest mix of residential land uses. Of the city's 3,927.46 total acres, 1,084.33 are a mix of low and medium-density, single-family land uses. Also, interspersed among these larger lot developments are high-density, multi-family and manufactured homes, the majority of which are located near the downtown area in close proximity to GA 441. Concentrations of substandard and blighted housing exist in distinct areas immediately outside of downtown. These older neighborhoods have provided affordable housing for the city's labor force, but have been in decline due to changing economic conditions. The city wants to remedy this situation, and has applied for a Community Development Block Grant that will help fund numerous home renovations. High-density residential development and commercial and industrial land uses can be supported in Commerce due to the availability of public water and sewerage systems. The quality and capacity of municipal infrastructure in Commerce is more than sufficient to meet the demands of projected development. Downtown businesses and job producing industries are actively sought by city officials. Commerce has a strong commitment to preserving its historic central business district, and much of downtown is a combination of local business and residential property. This mix of residential, commercial and industrial land uses is encouraged by local officials and is indicative of an active downtown center. While central Commerce is almost completely developed, large tracts of agricultural land still remain near the south and northeastern city limits. Undeveloped/unused land accounts for 612 acres or 15.58 percent of the city's land area. No areas are identified for restricted development due to environmentally sensitive land.

1.3.5 Hoschton

There are 676.28 acres of agricultural land in Hoschton, accounting for 43.17 percent of the city's total land area. Residential land, the second largest land use category, comprises 422.38 acres. The most predominate residential use is low-density single-family, which accounts for 17.03 percent of total land area or 266.81 acres. There are 232.0 acres of undeveloped/unused land, which constitute 14.81 percent of all land. The fourth largest land use category is commercial, which makes up 12.07 percent. The remaining land use categories, Parks/recreation/conservation, public/institutional, industrial, and government combine for 2.98 percent of the total land area.

Table 8-5

Land Use in Hoschton 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	407.85	0.64	26.04
High-Density	1.91	>0.01	0.12
Medium-Density	71.48	0.11	4.56
Low-Density	266.81	0.42	17.03
Estate	67.65	0.11	4.32
Multi-Family Residential	4.28	>0.01	0.27
Mobile Home Residential	10.25	0.02	0.65
High-Density	0.28	>0.01	0.02
Medium-Density	7.42	0.01	0.47
Low-Density	2.55	>0.01	0.16
Estate	NA	NA	NA
Total Residential	422.38	0.66	26.96
Commercial	189.13	0.30	12.07
Park/Recreation/Conservation	4.24	>0.01	0.27
Public/Institutional	36.70	0.06	2.34
Industrial	4.50	>0.01	0.29
Agriculture	676.28	1.06	43.17
Crop Forest	NA	NA	NA
Transportation/Communication/Utilities	NA	NA	NA
Undeveloped/Unused	232.00	0.36	14.81
Government	1.30	>0.01	0.08
Total	1,566.53	2.45	100
Source: Jackson County Tax Digest, 1997.			

Assessment

Hoschton is primarily an agricultural town with a sizeable amount of unused land. The total land area that is classified as undeveloped/unused is 14.81 percent. The majority of the city's 676.28 acres of agricultural land is located along the periphery of the city limits, and the majority of land east of GA 53 is classified as agricultural. The city wants to protect its creeks and waterways, namely the Mulberry River corridor and its tributaries, by limiting development to low density residential uses in these areas. The existing 422.38 acres of residential land are located mainly in the small downtown area and to the southwest of GA 53. The annexed area in southwest Hoschton is comprised mainly of low-density residential development on large parcels. Higher density residential development is also found within the city, although such land uses account for less than 20.0 acres. Manufactured housing, including medium and high-density, makes up approximately 10.25 acres. Due to its location on GA 53 and its close proximity to I-85, commercial development has increased significantly over the past five years. With the exception of neighborhood businesses such as convenience stores and restaurants, commercial land uses are in distinct areas and have not encroached upon existing residential development. Most of the 189.13 acres of commercial land are concentrated in one area adjacent to GA 53 in southeast Hoschton. Additional commercial property is also dispersed along GA 53 through the center of town.

While no areas are perceived as blighted, the city has recognized the need to increase activity and commercial viability in the downtown area. Hoschton has recently received grant funding to improve downtown public space. Additional grant requests are anticipated as well as city-funded downtown development and business relocation planning. The availability of public water and sewer systems coupled with a quality road system will allow for such planned growth.

Hoschton has zoning and subdivision regulations.

1.3.6 Jefferson

The City of Jefferson has the largest land area of all municipalities in Jackson County. Several annexations have greatly extended Jefferson beyond its original city limits. The largest land use category is agriculture, making up 54.15 percent of the 10,085.12 total acres. With few exceptions, the landscape of western and northern Jefferson is dominated by vast agricultural tracts and undeveloped land. Residential land use accounts for 1,668.46 acres or 16.54 percent of the total area. The most prevalent residential development is low-density single-family. While most of this development is in the city center, tracts of land in northern Jefferson have been subdivided to accommodate homes on larger lots. Medium-density and estate single-family development each account for approximately 300.0 acres. Manufactured and multi-family housing are very limited. Both land uses combined account for slightly more than 1 percent of the total land area. Commercial development makes up almost 2 percent of Jefferson's land area. Most commercial business is found throughout the downtown area along U.S. 129 and adjacent to I-85. Jefferson continues to utilize its favorable proximity to major thoroughfares to encourage business and industrial development. Nearly all of the 1,155.09 acres of industrial land are located along I-85 to the northwest and in south Jefferson along U.S. 129. Park/recreation/conservation, transportation/communication/utilities and government land uses each account for less than 1 percent, while public/institutional land makes up 1.63 percent, largely because of the schools located in the city. Approximately 1,267 acres or 12.5 percent of Jefferson's total land area remains undeveloped/unused.

Table 8-6

Land Use in Jefferson 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	1,570.64	2.45	15.57
High-Density	6.60	0.01	0.07
Medium-Density	303.27	0.47	3.01
Low-Density	960.92	1.50	9.53
Estate	299.85	0.47	2.97
Multi-Family Residential	22.81	0.04	0.23
Mobile Home Residential	75.02	0.12	0.74
High-Density	NA	NA	NA
Medium-Density	4.85	0.01	0.05
Low-Density	50.33	0.08	0.50
Estate	19.84	0.03	0.20
Total Residential	1,668.46	2.61	16.54
Commercial	195.78	0.31	1.94
Park/Recreation/Conservation	72.68	0.11	0.72
Public/Institutional	164.15	0.26	1.63
Industrial	1,155.09	1.80	11.45
Agriculture	5,461.15	8.53	54.15
Crop Forest	NA	NA	NA
Transportation/Communication/Utilities	75.25	0.12	0.75
Undeveloped/Unused	1,267.01	1.98	12.56
Government	25.56	0.04	0.25
Total	10,085.12	15.76	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Jefferson's boundaries continue to change as more county land is annexed. While most of the original city limits are developed with a mix of residential and commercial property, the annexed areas are almost entirely agricultural or undeveloped in nature. Over 66.0 percent of Jefferson's 10,085.12 acres fall into these two land use classifications. Concentrations of industrial development at the I-85 interchange and at the southern city limits account for the second most prominent land use outside of the original city boundary. Because most of the new commercial and industrial development is occurring along the I-85 corridor, incompatible land use is negligible. However, this type of development should be planned carefully to prevent any outward sprawl into residential areas. Limited government and public/institutional land uses are scattered around the downtown area and are generally associated with churches, schools and municipal buildings. Transportation/communication/utility land use is evident downtown as well due to a rail line which bisects the entire city.

Development in Jefferson has exacted a toll on the municipal infrastructure systems, namely water and sewer. Although the city has attempted to keep up with demand and maintain a quality level of service, some areas have suffered. The two blighted areas in Jefferson, Peach Hill and Gordon Street, are in need of water and sewer expansion, paving and improved storm water drainage. The city intends to apply for CDBG funds in the near future to address these needs.

The city has zoning and subdivision regulations. Protected areas where development should be limited or avoided include floodplains, the water supply watershed for Jefferson's reservoir and the historic neighborhoods surrounding downtown.

1.3.7 Nicholson

Of Nicholson's 2,030.70 total acres of land area, 866.52 acres or 42.63 percent are agricultural. Residential land, the majority of which is low-density single-family, makes up 40.36 percent of the total. Public/Institutional and government land account for 35.1 acres or 1.73 percent of all land in the city. Commercial and transportation/communication/utilities land combined comprise less than 1 percent of all land in Nicholson. The remaining 14.59 percent or 296.50 acres are unclassified/unused.

Table 8-7

Land Use in Nicholson 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	654.54	1.02	32.2
High-Density	0.42	>0.01	0.02
Medium-Density	59.97	0.09	2.95
Low-Density	406.21	0.63	19.98
Estate	187.94	0.29	9.25
Multi-Family Residential	NA	NA	NA
Mobile Home Residential	165.85	0.26	8.16
High-Density	NA	NA	NA
Medium-Density	3.54	>0.01	0.17
Low-Density	82.79	0.13	4.07
Estate	79.52	0.12	3.91
Total Residential	820.39	1.28	40.36
Commercial	6.81	0.01	0.34
Park/Recreation/Conservation	NA	NA	NA
Public/Institutional	19.28	0.03	0.95
Industrial	NA	NA	NA
Agriculture	866.52	1.35	42.63
Crop Forest	NA	NA	NA
Transportation/Communication/Utilities	7.38	0.01	0.36
Undeveloped/Unused	296.50	0.46	14.59
Government	15.82	0.02	0.78
Total	2032.70	3.18	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

The majority of Nicholson's 2,032.70 acres are divided almost equally between agriculture and residential. Within the residential land use category, low-density, single-family development is most prevalent. Concentrations of low-density development are found at the eastern city limits and immediately adjacent to GA 441. Estate single-family makes up 9.25 percent of the total land area. Manufactured housing, which accounts for 8.15 percent of total acreage, is also found throughout Nicholson. There are 866.52 acres of agricultural land scattered in large tracts around the city's periphery. The city's limited commercial property is generally convenience stores and home businesses along GA 441. No land is classified as industrial. The 15.82 acre government tract located at GA 411 and Pace Drive is the site of Benton Elementary School and the Nicholson City Hall. Large tracts of undeveloped land, accounting for 296.50 acres, are located throughout Nicholson, interspersed with residential and agricultural land. There are some vacant properties in Nicholson, but no areas are classified as blighted. As mentioned in the Community Facilities chapter, the Nicholson Water Authority is concerned that the water distribution system will be inadequate in the near future. Presently, the authority is trying to get funding for engineering studies to determine the best plan for future expansion.

City officials have expressed interest in adopting a zoning ordinance, as there are currently no land development regulations in Nicholson. Due to limited development in the city, incompatible land use issues are minimal to nonexistent. However, given the availability of large undeveloped and agricultural tracts of land, the threat of such conflicts is increased without the aid of such land use guidelines. No environmentally/historically sensitive areas, where development should be limited, were identified.

1.3.8 Pendergrass

Table 8-8

Land Use in Pendergrass 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	231.56	0.36	28.29
High-Density	0.37	0.00	0.05
Medium-Density	20.01	0.03	2.45
Low-Density	124.89	0.20	15.26
Estate	86.29	0.13	10.54
Multi-Family Residential	0.00	0.00	0.00
Mobile Home Residential	33.66	0.05	4.11
High-Density	0.00	0.00	0.00
Medium-Density	1.27	0.00	0.16
Low-Density	17.28	0.03	2.11
Estate	15.11	0.02	1.85
Total Residential	265.22	0.41	32.41
Commercial	37.37	0.06	4.57
Park/Recreation/Conservation	0.00	0.00	0.00
Public/Institutional	7.16	0.01	0.87
Industrial	20.42	0.03	2.50
Agriculture	446.80	0.70	54.59
Crop Forest	0.00	0.00	0.00
Transportation/Communication/Utilities	16.92	0.03	2.07
Undeveloped/Unused	22.27	0.03	2.72
Government	2.24	0.00	0.27
Total	818.40	1.28	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Pendergrass has seen little change in land use over the past 5 years. The town remains primarily a residential and agricultural community with residential and agricultural land use accounting for 32.41 and 54.60, respectively, of the total land area. Commercial land uses, the third largest land use category, accounts for just over 7 percent of the total land area. Commercial enterprises in the town are primarily convenience stores. The remaining 6 percent of land is apportioned among 4 other land use categories including, Government, Transportation/Communications/Utilities, Undeveloped/Unused, and Public/Institutional. Given the small population and relatively low growth rate in Pendergrass, existing infrastructure systems are considered adequate for the current and projected population.

The town has zoning regulations and subdivision regulations. Code enforcement is through the Jackson County Building Inspector. No areas of the city were identified as being blighted or unsuitable for development due to environmental concerns. No incompatible land uses were identified.

1.3.9 Talmo

Table 8-9

Land Use in Talmo 1997			
Classification	Acres	Square Miles	% of Total
Single-Family Residential	241.53	0.38	21.59
High-Density	0.00	0.00	0.00
Medium-Density	6.46	0.01	0.58
Low-Density	105.36	0.16	9.42
Estate	129.71	0.20	11.59
Multi-Family Residential	0.00	0.00	0.00
Mobile Home Residential	22.75	0.04	2.03
High-Density	0.00	0.00	0.00
Medium-Density	0.47	0.00	0.04
Low-Density	1.04	0.00	0.09
Estate	21.24	0.03	1.90
Total Residential	264.28	0.41	23.62
Commercial	0.53	0.00	0.05
Park/Recreation/Conservation	0.00	0.00	0.00
Public/Institutional	7.91	0.01	0.71
Industrial	0.00	0.00	0.00
Agriculture	767.57	1.20	68.60
Crop Forest	0.00	0.00	0.00
Transportation/Communication/Utilities	11.78	0.02	1.05
Undeveloped/Unused	66.77	0.10	5.97
Government	0.00	0.00	0.00
Total	1,118.84	1.75	100.00
Source: Jackson County Tax Digest, 1997.			

Assessment

Talmo remains primarily an agricultural community with some residential development. Agricultural land use accounts for almost 69 percent of the total land area. Most agricultural parcels are large active agricultural parcels that have been in families for some time. Residential land use accounts for almost 24 percent of the total land and is primarily comprised of parcels on one acre or greater. Most of the remaining land is devoted to undeveloped/unused parcels. The rate of growth and subsequent development in Talmo has not posed a significant threat to infrastructure systems. However, as with all jurisdictions in Jackson County, routine preventative maintenance and regular efficiency studies should be undertaken to ensure acceptable quality standards.

The town has zoning regulations and subdivision regulations. Code enforcement is through the Jackson County Building Inspector. No areas of the city were identified as being blighted or unsuitable for development due to environmental concerns. No incompatible land uses were identified.

Insert Map 8-1 Land Use, 1997, Jackson County

Insert Map 8-2 Land Use, 1997, Arcade

Insert Map 8-3 Land Use, 1997, Braselton

Insert Map 8-4 Land Use, 1997, Commerce (I-85 Vicinity)

Insert Map 8-5 Land Use, 1997, Commerce (north)

Insert Map 8-6 Land Use, 1997, Commerce (south)

Insert Map 8-7 Land Use, 1997, Hoschton

Insert Map 8-8 Land Use, 1997, Jefferson (north)

Insert Map 8-9 Land Use, 1997, Jefferson (south)

Insert Map 8-10 Land Use, 1997, Nicholson

Insert Map 8-11 Land Use, 1997, Pendergrass

Insert Map 8-12 Land Use, 1997, Talmo

Chapter 9: Needs Assessment

NEEDS ASSESSMENT

9.1 Economic Development

Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo

- < Substantial residential growth is expected over the next twenty years. The county needs to expand and diversify the commercial and industrial base, increase employment opportunities, and promote quality of life through protection of the environment and conservation of rural character.
- < Communication and cooperation among the various jurisdictions in Jackson needs to improve. The county should establish formal dialog among all municipalities to promote a consensus on economic development goals, policies and implementation strategies.
- < Low skill jobs are susceptible to plant closings and relocations. Increasing skill levels among the local work force is crucial to sustaining employment and higher wages.
- < The county needs to continue to promote vocational training between the current and future workforce. The public education system should also continue to encourage occupational training in their curriculum and work with the private sector to promote occupational experience (i.e., internships) for students.
- < The economic development organizational effort in Jackson is too fragmented. The various industrial development authorities should consolidate into one authority that serves all of Jackson County and its cities.
- < Currently, the industrial development authorities do not work with the Chamber of Commerce in economic development matters. The industrial authority and the chamber should share ideas, strategies and work toward the same goals.
- < No avenues exist for private citizens to participate in Jackson's economic development strategies. County and city government entities involved in economic development should create a method for county-wide public involvement in planning decisions.
- < Jackson County does not have sufficient water supply or sewerage system capacity to serve future economic development that will occur in the county.
- < Citizens do not want industrial or commercial establishments to conflict with other types of land uses (especially residential). Therefore, businesses should locate in designated zones where their activities and location are compatible and consistent with adjacent land uses. Growth should be controlled to avoid the negative effects of commercial sprawl. The county should employ proper planning techniques while pursuing economic development. The county needs to determine the appropriate locations for future industrial and commercial growth tourism.
- < Jackson needs to maximize promotion of its economic development resources through a statewide database (i.e., Internet, Geographic Information Systems, Georgia Power Resource Center).
- < Small businesses represent a significant part of Jackson's economic growth. The Chamber needs to continue to monitor and identify the needs and concerns of small businesses and maximize business expansion and retention.
- < Need to identify and target specific types of businesses that are compatible with the labor force and who will contribute favorably to the local economy and quality of life.

9.2 Natural Resources

- < Protect environmental, natural, and rural resources. Little, if anything, has been done to actively protect resources since the 1992 Comprehensive Plan. The county needs to aggressively implement some protection mechanisms before the resources are severely degraded or destroyed.
- < Protect agricultural resources, both active agricultural parcels and those parcels with agricultural landscapes.
- < Consider the Middle Oconee River watershed area north of I-85 between highways 82 and 98 for open space protection. This area has a high potential for changes in stormwater runoff and natural drainage patterns which could result from unchecked conversion to more developed uses.
- < Forest resources should be protected for their environmental and aesthetic value as well as the increased value of development when these resources are protected. Clear-cut harvesting prior to development should be prohibited in order to preserve existing, mature trees which will enhance the completed development and facilitate mitigation of future water quality degradation.
- < In an effort to look beyond solely regulatory measures, the county should focus on education initiatives concerning forest resource protection and consider an annual recognition of development projects that protect the forest resources.
- < Provide for education on the importance of protection of natural resources and their value to the community. Citizens need to understand how degradation of a natural resource will affect them. Additionally, there are programs in place that can assist the property owner with natural resource conservation; however, they may not be sufficiently publicized.
- < Require vegetative cover replacement of all development if existing vegetation is not maintained.
- < Protect water resources from contamination and degradation. Water resources should be viewed on a local and regional perspective. Development approval decisions should consider the downstream impact of the proposed activity.
- < Enforce Erosion and Sedimentation Ordinance. Maintenance of erosion mitigation measures is the primary problem.
- < Protect surface water supply by developing and adopting a watershed protection management plan to ensure quality water supply for present and future growth. Encourage use of undisturbed vegetative buffers adjacent to streams and fencing of cattle from streams. At a minimum, the DNR watershed protection criteria should be adopted.
- < Amend land development regulations to implement the DNR river corridor protection criteria for third order streams except the minimum lot size should be increased from two acres to five acres. A 25-foot vegetative buffer should be required adjacent to all perennial first order streams (this is currently required through the Erosion and Sedimentation Act), second order streams should be protected with a 50-foot buffer, and third order streams with a 100-foot vegetative buffer.
- < Protect recharge areas from contamination. Jackson County should attempt to comply with the DNR recharge area protection criteria and undertake any necessary amendments to local regulations.
- < Development should be reviewed based on not just its impact on water quality but also on the cumulative effects of the particular development on water quality.
- < Prohibit degradation and destruction of wetlands. Applicable jurisdictions should adopt a local ordinance based on the DNR wetlands protection criteria.

- < Allow only appropriate development in floodplains.
- < Protect agricultural resources from incompatible land uses.
- < Protect sufficient forest resources to maintain diversity of species. Educate developers about the monetary and economic value of trees. Promote Georgia Forestry Commission's Forest Stewardship program and tax abatement through conservation use designation.
- < Protect identified scenic areas, scenic roadways, and Native American sites from adverse development as many of these areas define the county's rural character. Some of these areas may be suitable for protection via conservation easements or fee simple acquisition. Others may be protected through conservation design techniques which include open space and resource protection.
- < Utilize existing studies to determine location of sensitive plant habitats in preparation for development review.
- < Inventory areas suitable for preservation as greenspace.
- < Long-term, develop a multi-jurisdictional greenway by participating in the proposed Athens-Clarke County greenway through an extension of the greenway into Jackson County. In anticipation of the greenway development, educate property owners about benefits of developing a greenway including financial incentives.
- < Enforce ordinances.
- < The zoning classification for a parcel and its allowable use on that parcel should be compatible with the ability of the parcel to support that land use.
- < Long-term, consider establishing a Transfer of Development Rights program to facilitate natural resource protection.

9.3 Historic Resources

- < During the historic resources element meetings, the following issues and concerns were discussed. They represent the larger areas of consideration that need to be addressed for preservation-planning purposes.
- < Historic resources in Jackson County require funding for repairs to ensure their immediate stabilization and long-term preservation. Many buildings, including residential, commercial, and institutional, suffer from neglect. Historic buildings that are in the ownership of governmental agencies and nonprofit organizations need to apply for preservation grants, both from state and federal sources. Individual property owners also should take advantage of tax-incentive programs to preserve residential and commercial buildings in Jackson County. Over the past 2-3 years, however, Jackson County and several of its cities have applied for and received funding for preservation projects. Grant requests of this kind should continue in Jackson County.
- < Jackson County is considered a desirable place to live because of its mostly rural, small-town qualities. People continue to live and others relocate in Jackson County for its rural qualities. The projected growth for Jackson County may threaten its rural qualities and historic resources. The county should help manage new growth and development so it will not destroy Jackson County's desirable qualities as a livable place and community. Historic farms should be recognized by a Centennial Farm Award; nominations need to be prepared for eligible farms. Historic farms that evidence the county agrarian past also should be preserved.
- < Historic resources should be nominated to the National Register of Historic Places for possible future listing.
- 0 Preservation and protection of significant historic resources in the county and municipalities.
- < Promotion of historic resources as tourist destinations. Development and improvement of these historic resources for public use.
- 0 Greater public awareness about historic preservation. Educational materials and programs about historic resources.
- < Preservation education is needed in Jackson County. Information about the history of the county also needs to be provided to residents. The county has several historical museums and/or parks that help provide information about the county's history. These facilities should continue to operate and others, where appropriate, should be started and developed.
- < A comprehensive inventory of the county's historic resources, including buildings, cemeteries, and archaeological sites, needs to be conducted. This information should be used to help protect significant historic resources.

9.4 Community Facilities

Law Enforcement

- < Need to ensure that the Sheriff's Department and municipal departments have sufficient staff and equipment to meet the demands of increased growth.
- < Community policing should be promoted as a way to reduce crime.
- < A joint service plan for Jackson and Banks counties is needed to clearly define jurisdiction and responsibility for responding to calls in the outlet mall area.
- < Commerce is the only jurisdiction in the county to provide animal control. Task Force members suggest that the county provide this service as well.

Fire Protection

- < All fire protection in the county is provided by independent volunteer fire departments. Although Task Force members agree that current service is adequate, it is felt that a professional fire department would better serve the growing population.
- < A service delivery plan is needed to determine if it would be more cost effective and efficient to establish professional municipal fire departments.
- < Water pressure in Nicholson needs to be increased to avoid potential fire hazards.
- < Response times in Jefferson could be improved with the addition of new substations near I-85 and in downtown Jefferson.
- < The Harrisburg VFD would like to add more fire hydrants to help improve their ISO rating. This is dependent on water line expansion.
- < The South Jackson VFD Station #1 is in need of additional sleeping quarters.

EMS

- < There are only three ambulances located throughout the county. Building additional substations and/or housing ambulances at county-wide VFDs would contribute to more efficient response time.

Transportation

- < The lack of public transportation will continue to force residents to rely on single occupancy vehicles, resulting in increased traffic congestion and deteriorating roads.
- < Safety is a concern on GA 15 between Commerce and Jefferson due to curves and the narrowness of the road. Passing lanes would help alleviate this problem.
- < Congestion along Jefferson River Road continues to be a problem due to its narrowness and a lack of maneuverability by school buses. Road widening is one possible solution.
- < Many roads in Jackson County are unpaved and in need of repair.
- < A bypass around Jefferson would help mitigate transportation problems due to rush-hour traffic and school buses that must pass through downtown.

- < More sidewalks are needed within Jefferson's city limits.
- < Traffic volume and speed create safety problems at county schools located along GA 441 and GA 129. The Sheriff's Department and the police departments in Hoschton and Braselton provide traffic control when available. Turning and/or deceleration/acceleration lanes are needed.
- < Signalization at GA 441 and the Commerce bypass is not effective. Many accidents occur due to limited sight distance.
- < Safe bike lanes need to be promoted throughout the county. A comprehensive bike lane study should be undertaken to locate the best routes and determine projected usage.

Water and Sewerage Systems

- < A water and sewer infrastructure plan for the I-85 corridor should be conducted within the next ten years.
- < Water distribution is limited throughout the county. Task Force members recommend extending lines to cover more area, possibly in conjunction with the operation of the Bear Creek Reservoir.
- < Water conservation efforts need to be promoted throughout the county.
- < Need sufficient sewer service to support business and industry to increase the tax base.
- < A county-wide effort should be made to reduce the reliance on septic systems, as they are land intensive and costly to install and operate.
- < The county needs to begin a comprehensive study to determine the requirements of establishing a public sewerage system and wastewater treatment for the unincorporated areas of the county. A possible starting point is to create a county system by linking existing municipal systems and extending distribution.
- < According to projections, municipal water and sewer systems will continue to experience demand pressure, especially Braselton and Jefferson. Pragmatic, long-term planning will be crucial for jurisdictions to continue to attract residential and commercial development.
- < Water treatment and storage capability in Commerce should continue to be increased.
- < Many Arcade residents who rely on individual wells are faced with groundwater contamination problems. These households must tap into the county water system to avoid potential health risks.
- < As demand for water increases, the need to protect water supply becomes even more crucial. Jefferson officials recommend adopting a watershed protection plan.

Solid Waste and Recycling

- < Solid waste management in the county is very limited. There are only two privately owned compacter sites and one county transfer station where residents dispose of their trash.
- < There are plans to locate an additional compacter in west Jackson County by the end of 1997. Additional compacter sites and expansion of the transfer station would be beneficial to county residents and would help curtail illicit trash dumping.
- < Recycling is also very limited. Recyclables are separated at the transfer station, but this accounts for only 8% of the waste stream. County personnel have suggested starting a county composting program to reduce waste.

- < Increase citizen awareness of disposal options and involve them in key solid waste decisions.
- < Better trash separation is needed to comply with state mandated reduction requirements. Funding is needed to establish more recycling centers in strategically placed locations.

Health Care

- < Community centers, located in libraries, churches, city halls, schools, etc., are needed in the remote areas of the county. Part-time floating staff could be utilized to provide services when demand is greatest.
- < The county does not provide transportation to and from hospitals for bedridden patients. As a result, residents rely on expensive private contractors.
- < The senior center only provides transportation to and from the center. Services offered to senior citizens need to be expanded.
- < A public nursing/retirement home is needed.
- < South Jackson County is in need of a health center due to the distance to existing facilities.

Schools

- < School expansion is needed, as Jackson County schools have already surpassed projected enrollment for the year 2000, and Commerce schools are near capacity.
- < The SPLOST referendum passed in March 1997 will help pay for the most critical projects. Funding will continue to be the most pressing issue for all three school systems, as enrollment, especially at the elementary school level, is projected to dramatically increase.

Parks and Recreation

- < Develop a park and recreation plan that addresses service delivery, needs and potential funding sources.
- < More land should be dedicated for passive recreation and open space.
- < More bike trails are needed to provide for safer recreation options. Abandoned rail corridors could be used for cycling and walking trails.
- < Facilities at Hurricane Shoals Park should be improved and expanded to encourage use and increase passive recreation opportunities.
- < The Jackson County Parks and Recreation Complex is in need of additional ballfields and a gymnasium.
- < Construct additional recreation facilities and continue improving existing sites in Commerce.

Government Facilities

- < Several existing government facilities are crowded and need additional space.
- < Task Force members expressed a need for a county government/administration center that would localize most county departments and provide for more convenient service.

Libraries

- < Expand and improve resources, including audio/visual, book collection, computer capability and staffing.
- < There is a demand for a library in South Jackson County. Currently, residents must go to Jefferson or Athens.
- < The Commerce library may need more storage space in the future.

9.5 Housing

- < The lack of public sewers in the county should be a limiting factor for future development. Higher density development should be concentrated in the municipalities if county facilities are nonexistent or unable to meet demand. A major issue concerns school facilities since there is a correlation between new development, especially smaller, lower-priced stick-built and manufactured homes, and increased school enrollment. All three school systems in the county are currently dealing with rapidly increasing enrollment. Subcommittee members want to ensure that the capacity of county and municipal services and facilities are taken into account before any development is approved.
- < Continued residential growth in the county should be limited by environmental concerns (i.e., watersheds, flood plains, wetlands, soils unsuitable for septic tanks, etc.).
- < Convey to developers the importance of not destroying or encroaching on sensitive natural resources or features.
- < Subcommittee members want the county to retain a balance of new housing developments (high-end, starter, manufactured). At present, there is a good mix of housing types. However, approximately 70 percent of building growth is single development not subdivisions. The concern is that if land continues to be divided into small parcels for starter and manufactured homes, there may be a shortage of large tracts to accommodate larger lot-sized developments.
- < New housing units should be developed in a clustered pattern as opposed to scattered residential development fronting the county's thoroughfares. Residential clustering and open space design will promote community open space, lower development cost and conserve the rural landscape.
- < Require manufactured homes to satisfy standard lot size and placement requirements for similarly zoned single-family homes, and to comply with aesthetic standards such as subdivision open space requirements, landscaped buffers, roof and/or siding material and reasonable square footage requirements.
- < All jurisdictions need to continue to reduce the housing vacancy rate, and promote the revitalization of substandard housing.
- < Ensure strict compliance with building codes and sufficient staff to allow for more frequent inspections.
- < Improvements to the existing housing stock should be considered in order to reduce the percentage of substandard housing units. The county and the municipalities need to be aware of funding sources and programs for the construction and renovation of housing for the elderly, handicapped, and those that are considered low to moderate income.

9.6 Land Use

- < Maintain the integrity of land uses and avoid adjacent conflicting land uses.
- < Locate high density development in water and sewerage serviced areas.
- < Residential areas need to have safeguards to protect from intrusive activities (i.e., noises, odors and visual blight).
- < Preserve the rural character. Steps that could be taken to achieve this include: overlay zones, vegetative screens/buffers, lower density and less intrusive development along roadways, and offer incentives to encourage desired development.
- < All perennial streams should have a vegetative buffer to protect the quality of the county's water resources.
- < Zoning decisions should follow the general characteristics of the Future Land Use Map.
- < Utilize sewerage availability as an incentive for industrial and commercial growth rather than residential land use. Citizens do not want the availability of sewer to cause residential densities to skyrocket at the expense of commercial/industrial growth.
- < Parks, recreation and conservation areas should include bike trails that can be accessed from adjacent land uses.
- < Locate commercial and industrial development along major thoroughfares (I-85, GA 29, GA 441).
- < Avoid strip commercial development. Develop commercial areas in nodes with emphasis on maintaining proper transportation flow and preserving rural character of the area.
- < Development along main thoroughfares should be set back from roadway to allow for future placement of utilities and roadway expansion.
- < The county and cities need to incorporate efficient methods when developing land. Examples of this include infill development of undeveloped\unused land parcels before developing agriculture parcels. The clustering of residential and commercial development will allow for more open space land. Also, in municipal areas, upper floor space should be used for residential use.
- < Devote more land to recreation (active and passive) and parks.
- < Due to the projected growth in Jackson, update Existing and Future Land Use maps more frequently, perhaps every two years.
- < The county needs to ensure that individual septic tank drainfields do not contaminate adjacent land parcels.

Part 2: Implementation Strategy

Chapter 10: Goals and Policies

GOALS AND POLICIES

1.1 Economic Development

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Economic Development	Goal	Expand the economic base and increase employment opportunities while promoting quality of life through protection of the environment and conservation of rural character.	X	X	X	X	X	X	X	X	X
Economic Development	Policy	Establish formal dialog among various levels of county and city government entities to work towards reaching a consensus on values, goals, policies and implementation strategies.	X	X	X	X	X	X	X	X	X
Economic Development	Policy	Increase skill levels of the workforce to attract higher-paying manufacturing companies.	X	X	X	X	X	X	X	X	X
Economic Development	Policy	Promote vocational training among current and future workforces.	X								
Economic Development	Policy	Consolidate competing Industrial Development authorities.	X								
Economic Development	Policy	Encourage Industrial Development Authority to work cooperatively with the Chamber of Commerce.	X								
Economic Development	Policy	Promote and facilitate public participation in economic development matters.	X	X	X	X	X	X	X	X	X
Economic Development	Policy	Improve infrastructure to meet future economic development needs.	X	X	X	X	X	X	X	X	X
Economic Development	Policy	Determine specific appropriate locations for future industrial and commercial sites.	X								
Economic Development	Policy	Work with the small business community to encourage retention and expansion of businesses.	X								
Economic Development	Policy	Maximize economic development marketing methods.	X								

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Economic Development	Policy	Promote cluster commercial and industrial development to avoid sprawling development.	X		X	X	X	X		X	X
Economic Development	Policy	Target specific industries to locate in the county.	X								

1.2 Natural Resources

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Natural Resources	Goal	Conserve and protect environmental, natural, and rural resources.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Protect agricultural resources from incompatible land uses.	X								
Natural Resources	Policy	Encourage use of buffers adjacent to streams and limit cattle access to streams.	X	X	X		X		X	X	X
Natural Resources	Policy	Encourage protection of sufficient forest resources to prevent loss of habitat and support habitat diversity.	X		X	X	X	X	X	X	X
Natural Resources	Policy	Limit clearcutting in anticipation of development.	X		X	X	X	X	X	X	X
Natural Resources	Policy	Provide for open space conservation areas.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Enforce ordinances and educate officials about existence of and importance of ordinances.	X		X	X	X	X	X	X	X
Natural Resources	Policy	Protect water resources from contamination and degradation.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Protect sensitive plant and animal habitat.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Protect county's rural character.	X								
Natural Resources	Policy	Consider cumulative effect of soil erosion on water resources.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Enforce ordinances.	X		X	X	X		X	X	X

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Natural Resources	Policy	Provide for greenspace/greenways throughout the county.	X	X	X	X	X	X	X	X	X
Natural Resources	Policy	Provide for replacement of defined percentage of vegetative cover on developed properties.	X		X	X	X	X	X	X	X
Natural Resources	Policy	Provide for undisturbed vegetative buffers adjacent to streams.	X	X	X	X	X	X	X	X	X

1.3 Historic Resources

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Historic Resources	Goal	Preserve and protect historic resources.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Take advantage of tax incentive programs for historic properties.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Take advantage of state and federal grant programs for preservation projects.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Provide historic preservation education.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Promote historic resources as tourist attractions.	X		X	X	X	X		X	X
Historic Resources	Policy	Identify historic resources.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Identify, preserve, and protect cemeteries.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Recognize significant historic resources.	X		X	X	X	X	X	X	X
Historic Resources	Policy	Preserve rural character.	X		X	X	X	X	X	X	X

1.4 Community Facilities

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Community Facilities	Goal	Provide the most responsive and effective law enforcement and protective services possible.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Ensure that law enforcement agencies have adequate personnel, equipment, and training.	X	X	X	X	X	X	X		
Community Facilities	Policy	Promote community policing.	X	X	X	X	X	X	X	X	X
Community Facilities	Goal	Provide the most responsive and effective fire protective services possible.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Ensure that the level of fire protection does not diminish due to increased growth. Plan for future needs through equipment procurement and additional hydrants.	X	X	X	X	X	X	X	X	X
Community Facilities	Goal	Provide responsive and effective emergency medical services.	X								
Community Facilities	Policy	Locate more ambulances throughout the county to improve response time.	X								
Community Facilities	Goal	Provide safe, efficient and effective transportation infrastructure.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Ensure proper signage and signalization at intersections.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Improve safety and road conditions on GA 15 between Commerce and Jefferson.	X			X		X			
Community Facilities	Policy	Promote alternate forms of transportation, especially commuter rail.	X								
Community Facilities	Policy	Provide a safe bike lane system. Include bike lane studies in road widening projects.	X								

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES
JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO

Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Community Facilities	Goal	Provide adequate public water supply and treatment.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Promote extension of distribution systems and connection with municipal systems.	X		X	X	X	X	X	X	X
Community Facilities	Policy	Encourage water conservation.	X		X	X	X	X	X	X	X
Community Facilities	Policy	Protect water supply from contamination.	X		X	X	X	X	X	X	X
Community Facilities	Goal	Provide adequate public sanitary sewerage that meets current and future demands.	X		X	X	X	X			
Community Facilities	Policy	Encourage the expansion of sewerage system for business and industry.	X		X	X	X				
Community Facilities	Policy	Promote a county sewerage system.	X								
Community Facilities	Goal	Provide effective and efficient solid waste management.	X		X	X		X			
Community Facilities	Policy	Improve trash separation system.	X		X	X		X			
Community Facilities	Policy	Locate additional compacter sites throughout the county and include recycling bins.	X								
Community Facilities	Goal	Provide health care services to meet the needs of residents.	X			X		X			
Community Facilities	Policy	Increase services to senior services. Provide for more transportation options.	X								

**MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES
JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO**

Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Community Facilities	Goal	Provide park and recreation facilities and activities that meet citizens need.	X	X	X	X	X	X	X	X	X
Community Facilities	Policy	Develop a parks and recreation plan to address service delivery, deficiencies, recommended improvements and potential funding sources.	X		X	X	X	X	X	X	X
Community Facilities	Policy	Dedicate more land for passive recreation, public open space and bicycle trails.	X	X	X	X	X	X	X	X	X
Community Facilities	Goal	Provide a safe and effective education system.	X			X		X			
Community Facilities	Policy	Offer quality curriculum in a productive environment.	X			X		X			
Community Facilities	Policy	Ensure that schools can accommodate the increasing population.	X			X		X			
Community Facilities	Policy	Research and establish funding sources in addition to SPLOST to expand and construct new schools as needed.	X			X		X			
Community Facilities	Goal	Provide governmental facilities that allow for the efficient operation of local governments.	X	X	X	X	X	X	X	X	X
Community Facilities	Goal	Provide adequate libraries and cultural facilities.	X		X	X	X	X	X	X	X
Community Facilities	Policy	Ensure that staffing levels and hours of operation meet public needs.	X		X	X		X	X		

1.5 Housing

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Housing	Goal	Provide housing that meets community needs.	X		X	X	X	X	X	X	X
Housing	Policy	Ensure that infrastructure can accommodate residential development.	X		X	X	X	X	X	X	X
Housing	Policy	Prohibit residential development in environmentally sensitive areas such as watersheds, wetlands, ground water recharge areas, etc.	X		X	X	X	X	X	X	X
Housing	Policy	Promote and make available a wide range of housing types and designs for all income levels.	X		X	X	X	X	X	X	X
Housing	Policy	Promote the development of affordable single-family detached homes.	X		X	X	X	X	X	X	X
Housing	Policy	Avoid scattered residential development to ensure open space preservation.	X		X	X	X	X	X	X	X
Housing	Policy	Focus residential growth in appropriate locations determined on the future land use map.	X		X	X	X	X	X	X	X
Housing	Policy	Improve condition of existing housing stock and reduce substandard housing.	X		X	X	X	X	X	X	X
Housing	Policy	Provide for equitable taxation of all mobile, manufactured and stick-built homes.			X	X	X	X	X	X	X
Housing	Policy	Promote landscape, buffer and structural standards for manufactured housing.			X	X	X	X	X	X	X
Housing	Policy	Control incompatible residential land uses.	X		X	X	X	X	X	X	X

1.6 Land Use

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Land Use	Goal	Prevent encroachment of future development where it is incompatible with existing land use.	X		X	X	X	X	X	X	X
Land Use	Policy	Utilize buffers to separate potentially conflicting land uses.	X		X	X	X	X	X	X	X
Land Use	Policy	Locate high density development near cities and areas with public water and sewerage.	X								
Land Use	Policy	Encourage the development of neighborhood service areas.	X			X	X	X	X	X	X
Land Use	Policy	Protect residential areas from nuisances (i.e., excessive noise, traffic, odors and lights).	X		X	X	X	X	X	X	X
Land Use	Policy	Promote infill development.	X		X	X	X	X	X	X	X
Land Use	Policy	Zoning decisions should be consistent with the comprehensive plan.	X		X	X	X	X		X	X
Land Use	Goal	Protect quality of Jackson County's water resources.	X		X	X	X	X	X	X	X
Land Use	Policy	Provide for protection of watersheds, stream and river corridors, wetlands, and floodplains.	X		X	X (except wetlands & floodplains)	X	X	X	X	X
Land Use	Policy	Consider the environmental impact of all zoning decisions.	X		X	X	X	X		X	X
Land Use	Policy	All commercial and industrial development should be serviced by public water and sewerage service.	X		X	X	X	X	X		
Land Use	Goal	Protect Jackson County's air quality.	X		X	X	X	X	X	X	X
Land Use	Policy	Provide for bike lane interconnection with cities, parks, and recreation facilities.	X		X	X	X	X	X	X	X

**MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES
JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO**

Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Land Use	Goal	Encourage preservation of environmentally sensitive areas, river corridors, streams, wetlands, old growth trees, and rural character of the county.	X		X	X	X	X	X	X	X
Land Use	Policy	Require landscaping and subsequent maintenance of commercial and residential development to enhance the aesthetic value of the development.	X		X	X	X	X			
Land Use	Policy	Discourage the placement of new roadways and extension of utilities in sensitive environmental areas.	X		X	X	X	X	X	X	X
Land Use	Policy	Encourage low-density development in areas with development limitations due to natural resources or adjacent land uses.	X		X	X	X	X	X	X	X
Land Use	Policy	Continue to preserve open space in development and undeveloped areas utilizing a combination of conservation techniques including: fee simple acquisition, transfer of development rights, or conservation easements/uses.	X			X	X	X	X		
Land Use	Provide	Encourage development that provides for dedicated open space.	X			X	X	X	X		
Land Use	Goal	Coordinate transportation and land use decisions.	X		X	X	X	X	X	X	X
Land Use	Policy	Minimize the impact of road improvements on established neighborhoods.	X		X	X	X	X	X	X	X
Land Use	Policy	Encourage intra-parcel access along highways in order to reduce number of curb cuts.	X			X	X	X	X	X	X
Land Use	Policy	Establish adequate setbacks along roads in order to allow for future right-of-way acquisition.	X		X	X	X	X	X	X	X
Land Use	Goal	Encourage mixed-use development.	X			X	X	X	X		
Land Use	Policy	Encourage upper floor residential use in city business district.	X			X		X			

**MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES
JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO**

Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Land Use	Policy	Encourage creativity in development design and provide for design flexibility.	X			X	X	X	X		
Land Use	Goal	Encourage non-residential development at nodes along major transportation routes.	X		X	X	X	X	X	X	X
Land Use	Policy	Avoid commercial sprawl.	X		X	X	X	X	X	X	X
Land Use	Policy	Discourage strip development.	X		X	X	X	X	X	X	X
Land Use	Policy	Locate commercial and development along major transportation corridors.	X		X	X	X	X	X	X	
Land Use	Goal	Establish site development criteria and update site development review process.	X								
Land Use	Policy	Require site design criteria for development, including landscaping, minimal lot disturbance, deep setbacks for commercial development located off primary state roads, back lot parking areas, auxiliary road systems, truck routes, and limited access points for development, especially along U.S. 129 and SR 82 and 98.	X								
Land Use	Policy	Establish development standards for all development.	X								
Land Use	Policy	Encourage development techniques that preserve the county's rural character.	X								
Land Use	Policy	Coordinate land use decisions between county and municipalities.	X			X	X	X	X		
Land Use	Policy	Ensure that land use regulations are followed and monitor land use public safety concerns.	X								
Land Use	Policy	Land use maps should be updated every two years.	X		X	X	X	X	X	X	X
Land Use	Goal	Develop and enhance areas identified for park, recreation and conservation land use.	X				X	X			X

MATRIX OF GOALS, POLICIES, OBJECTIVES AND STRATEGIES JACKSON COUNTY, ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS AND TALMO											
Plan Element	Type of Statement	Description	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
Land Use	Goal	Provide adequate government, public and institutional land use.	X		X	X	X	X	X	X	X

Chapter 11: Future Land Use

FUTURE LAND USE

1.1 Introduction

Future land use is a central component of the Comprehensive Plan. It is an extension of the general goals and policies of the community. Future land use decisions are a reflection of previous development decisions and the physical and environmental capabilities of the land to support development.

Future land use development patterns are based on a number of factors. RDC staff conducts an inventory of the physical conditions and development trends existing in the county and its cities. This inventory establishes a basis for determining the capability and feasibility of land to support development. Manmade facilities such as the local road system and the location and capacity of public water and sewer systems are also surveyed. Future population demands are considered with the physical inventory to determine future land use. The goals and policies established for each planning element also assist in shaping the future land use plan.

The future land use maps show proposed land use patterns for the county and its cities. The areas shown on these maps are conceptual. The boundaries and acreage are estimates of potential land development types.

There are many mechanisms available to implement a land use plan. Regulations (i.e., zoning, subdivision regulations, sign regulations, etc.) are the most common methods. An absence of regulations or inconsistent enforcement of regulations frequently invites uncontrolled and undesirable growth. Therefore, in order to implement the plan's policies, the county must commit to adopting new ordinances or amending existing ordinances that further the goals of this plan. However, implementation is not successful unless the ordinances are also accompanied by a commitment to impartially review land use decisions and consistently enforce the ordinances.

1.2 Jackson County

The land use advisory committee expects the western part of Jackson to develop faster than most parts of the county. This is true especially near Braselton. An increase in development in adjacent counties, such as Gwinnett and Athens-Clarke Counties, will have an impact on Jackson. As these two counties continue to build out and develop, land prices, traffic congestion and crime will increase. Jackson will become a likely recipient for many residents and businesses who seek more affordable land prices, less congestion and a quieter lifestyle. Jackson's growth near its major thoroughfares will serve as a catalyst for much of the migration into the county.

Due to infrastructure constraints (i.e., lack of public sewerage in the unincorporated county), this plan recommends limiting high-density development primarily to within the municipal boundaries. Currently, the majority of the unincorporated high-density residential development is located adjacent to city boundaries. The largest area is around Commerce. Two small areas exist to the east of Jefferson and northeast of Braselton. The future land use map classifies high-density residential development as one dwelling unit per one acre or less. The advisory committee stipulated that high-density development must be serviced by water and sewer. According to the county engineer, expansion of sewer service in the unincorporated county is not likely in the near future. Therefore, existing sewer service areas will serve as guide for the location of high-density residential development in the future.

Medium-density residential development is classified as one dwelling unit per one to three acres. This type of development must be serviced by a public water system. The future land use map shows medium-density development in existing and/or anticipated water service areas which should encompass a large part of the unincorporated county.

The advisory committee classified low-density residential development as one dwelling unit per two to ten acres. This density includes those areas not serviced by public water or sewerage. The future land use map identifies a large section of low-density development in the southern and western portions of the county and north of Commerce. In addition, the advisory committee recommends a secondary, low-density buffer adjacent to Park, Recreation

Conservation (PRC) land which will serve as a primary buffer around the county's waterways. In non-agricultural areas, the secondary low-density residential buffer should extend 1,000 feet from the outer edge of the primary PRC buffer.

Jackson's residents want to encourage open space design for residential development. Regardless of the density, residential development should retain and incorporate aesthetic qualities of the surrounding land and maximize land use efficiency. Open space design promotes clustering of smaller land lots in an effort to preserve the rural character of the land. Ideally, in a residential development at least 25 to 50 percent of the acreage should be devoted to common use-open space. Parcels of undeveloped/unused land which are adjacent to developed parcels should be developed prior to the development of agriculture land. This will allow for the conservation of agriculture and open space areas.

The advisory committee also wants to promote neighborhood service areas. These service areas, properly sited and buffered, will provide convenient commercial services to nearby residential areas. Neighborhood service areas should consist of compact groups of stores and services which offer a variety of convenience goods and personal services in close proximity to residential areas.

Agriculture land use is defined as one dwelling unit per 10 acres or greater. The advisory committee wants to conserve agricultural land in the eastern and northwestern sections of the county. Extensive flood plains exist in the northwestern portion of the county. The eastern part of the county will largely remain agriculture. This area is bounded by U.S. 441 and GA 15 to the west, GA 98 to the north, the Madison County line to east, and the Clarke County line to the south. Currently there is little development in this area. This proposed agriculture area is contained within a water supply water shed. Additional areas of agricultural use are located in the vicinity of Brockton Loop Road and southeast of Arcade where a ground water recharge area exists.

Future commercial development should locate at interchanges along I-85 and at major intersections along the county, federal and state routes. Commercial land use needs to be clustered at nodes rather than along roadways as strip developments. Commercial developments should be set back from the roadways to aesthetically improve the corridors. In addition, development should be carefully planned to allow for future utility and road expansion. The advisory committee recommends locating all commercial and industrial development in water and sewer service areas. The primary purpose of water and sewer expansion is to encourage economic development in the county. The county should hire a consultant to identify specific locations for future commercial and industrial development. Proper planning for commercial and industrial land use could help alleviate traffic congestion and visual blight and allow Jackson to reap economic benefits while maintaining its rural character.

The future land use map shows industrial development should locate along I-85, south of Jefferson, between commercial interchange node development. Additional industrial land use should locate along U.S. 441 Alternate (Bypass). When expanding industrial or commercial development, it will be important to utilize appropriate buffers and consider adjacent land uses to alleviate land use conflict.

The advisory committee identified several additional Park, Recreation and Conservation (PRC) areas which will accommodate an increase in residential development. The following areas are shown on the future land use map:

Sells Mill: Located in the western portion of the county, east of Hoschton, on county road 168 at Indian Creek.

Gum Springs: Located in the western portion of the county along Gum Springs Church Road (CR 154), southwest of the GA 124 intersection.

Talmo Area: Located in the northwest portion of the county. The area around Talmo and west of Pendergrass is considered very scenic and suitable for PRC. It is roughly bounded by Blackstock Road (CR 209) to the north, GA 60 to the west, and approximately one mile east of Talmo's city limits. The Talmo historic district is listed in the National Register of Historic Places.

Hurricane Shoals: Located in the northern portion of the county, just north of I-85 and adjacent to GA 82. Currently, Hurricane Shoals exists as a heritage park.

Shields-Ethridge Farm: Located in south-central Jackson County at the intersection of Ethridge Road (CR 568) and Johnson Mill Road (CR 125). The area around the Shields-Ethridge Farm is included in a National Register district which includes approximately 500 acres. A portion of the district is used as an outdoor agricultural museum.

South Jackson: Located in southeast Jackson County, east of GA 129 and south of the junction with Crooked Creek Road (CR 110).

Lake Yamacutah: Located southeast of Nicholson in the area where Little Curry Creek, North Oconee River, and Curry Creek join. This area was also identified for its significance related to Native-American history.

Middle School: Located in east-central Jackson County at the intersection of Water Works Road (CR 36) and Hoods Mill Road (CR 427).

Groaning Rock: Located in east Jackson County adjacent to Berea Church Road (CR 51) and CR 54. This area was the earliest settlement in the county.

Sandy Creek Park Extension: Located in southeastern Jackson County along Little Sandy Creek and adjacent to Wages Bride Road (CR 94). The advisory committee recommends this area develop into a park and connect to Sandy Creek Park in Athens-Clarke County by a greenway corridor.

In addition to the mentioned park and recreation areas, the advisory committee recommends protecting the county's waterways. All major rivers (Mulberry and West and East Forks of the Oconee Rivers) should have a 50-foot non-disturbance (non-development) buffer extending out from the river bank. Where these rivers exist in agricultural areas, a 1,000 foot non-disturbance buffer should be incorporated. The buffering of Jackson's major waterways is necessary to protect the river's water quality and soil along the river corridors. The advisory committee suggests the county utilize bicycle trails to access recreation areas or connect PRC areas. This will encourage alternate modes of transportation and enhance air quality.

The Shields-Ethridge Farm and Hurricane Shoals are significant historic resources that may be considered "environmentally sensitive" areas. Land use changes that have an adverse effect to these areas, such as construction of a land fill, should be avoided in future land use planning.

Table 11-1

Future Land Use - Jackson County 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Low-Density Residential	35,572.96	NA
Medium-Density Residential	102,001.58	NA
High Medium-Density Residential	1,905.32	NA
Total Residential	139,479.86	113,732.70
Agriculture**	36,108.20	-108,461.02
Commercial	3,417.40	2,541.19
Industrial	4,548.82	3,541.82
Public/Institutional	582.38	-3.20
Transportation/Communication/Utilities	1,184.24	148.85
Parks/Recreation/Conservation	9,834.24	9,537.41
Government	40.87	11.61
Source: NEGRDC, Geographic Information System (GIS), 1997. NA = Not Applicable		

Acreage devoted to residential land use should more than quadruple over the next twenty years. The residential expansion will support the projected increase in population and accommodate primarily low and medium-density residential land uses. Agricultural and undeveloped/unused land uses will develop to constitute the majority of future residential land in the county.

Commercial acreage should increase by 2,541 acres or 290 percent. Industrial land use is expected to increase by 3,541 acres or 352 percent. The majority of this land will develop from agricultural land. The other significant acreage change from existing to future land use is PRC land use. Over the next twenty years, the advisory committee recommends nearly 10,000 acres of additional PRC land. Current agricultural land will convert to account for most of the additional PRC land.

The committee recommends the county adopt development standards for all development. The committee wants the county to require development standards that address landscaping, set back requirements along roadways, limited access points for development and auxiliary roadway systems. Prior to new development, a review process should ensure that all land use regulations and public safety issues are met. Recently, citizens have been concerned over the lack of control with septic tank inspections. Septic tank drainfields have the ability to seep waste beyond lot line boundaries. In order to ensure building and land use regulations are enforced, the county needs to hire an additional building inspector.

As previously mentioned, Jackson County should receive substantial growth over the next two decades. As a result, the advisory committee recommends updating the comprehensive plan land use maps (existing and future) every two years. In addition, the zoning ordinance, should also be updated to conform with the land use maps. Jackson's

various government entities should address land use matters which affect another jurisdiction in the county. County and municipality officials need to consult and advise each other concerning future land use issues.

1.3 Arcade

Existing land use in Arcade has changed little over the past five years.

Located along U.S. 129, Arcade plans to transition from a primarily residential community to a residential and industrial community, principally with the addition of a landfill within the city limits. However, the city has no land development regulations, building permit requirements, nor building inspection. Growth is managed only by market forces. It is anticipated that unmanaged growth will continue since city leaders have expressed no interest in development review, land development regulations, building permits requirements, or building inspection.

Acreage devoted to residential land use is expected to increase double over the next 20 years through conversion of unused parcels in platted subdivisions and conversion of agricultural property to residential land uses. High-density residential development is limited since only public water is provided within the city.

The Future Land Use Map includes two thoroughfare improvements including the Jefferson bypass, the widening of U.S. 129, and the construction of the U.S. 129 connector. The Jefferson bypass is listed in the State Transportation Improvement Program (STIP), however, project funding is unavailable. The U.S. 129 connector is not listed in the STIP and is, at best, a possible long-range project.

Commercial land use should be located adjacent to U.S. 129 and at a node on the proposed Jefferson bypass. New commercial development will expand on current small retail activities and exist primarily for the benefit of local residents rather than the highway oriented public.

Land devoted to Parks/Recreation/Conservation (PRC) is anticipated to increase by over 100 acres and serve primarily as a buffer between the proposed solid waste facility and adjacent residential areas. Additionally, each residential quadrant within the city will have an area devoted to PRC.

Table 11-2

Future Land Use - Arcade 2017		
Land	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	2,521.84	1,283.59
Commercial	143.89	121.96
Industrial	1,191.81	1,188.40
Public/Institutional	3.09	0.00
Transportation/Communication/Utilities	43.89	34.49
Parks/Recreation/Conservation	124.23	116.38
Agriculture	0.00	-2,019.30
Government	6.08	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.4 Braselton

Because of Braselton's location adjacent to I-85 and the availability of a public water and sewerage system, the city is expected to continue developing primarily as an industrial and commercial community. Industrial land uses will continue to locate in the industrial park. Commercial nodes are anticipated to expand at the GA 53/I-85 interchange.

There are several subdivisions in the city and future residential development will largely infill vacant lots in these subdivisions and be a mix of low- and medium-density development.

Chateau Elan, a residential-golf community and winery will continue to occupy a significant portion of the town's land. For zoning purposes, the Chateau Elan property is classified as PUD, Planned Unit Development. This category allows for a mix of commercial, agricultural, and residential uses within a planned community. Most of the Park/Recreation/Conservation land use is associated with the Chateau Elan Golf course and does not reflect attempts to protect natural resources. Annexations over the last five years have been for the purpose of incorporating more of Chateau Elan's property into the town. While future acreage calculations assume no annexations, future annexations in Braselton, if any, will probably be associated with Chateau Elan. Any future agricultural land within the town will be associated with the winery.

The restoration of the Braselton home, to be used as the city hall, attributes to the small increase in governmental land use. No additional land is planned for Public/Institutional or Transportation/Communication/Utilities land uses.

Existing ordinances are adequate for the city's long-term needs.

Table 11-3

Future Land Use - Braselton 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	1,012.52	409.72
Low-Density	739.86	294.89
Medium-Density	232.16	115.24
Multi-Family	2.37	0.00
High-Density Manufactured Home	24.93	0.00
Medium-Density Manufactured Home	38.13	31.89
Low-Density Manufactured Home	6.96	0.00
Commercial	215.96	111.62
Industrial	756.55	395.55
Public/Institutional	9.98	0.00
Transportation/Communication/Utilities	93.39	0.00
Parks/Recreation/Conservation	985.23	300.46
Agriculture	34.08	-990.26
Government	3.15	0.83
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.5 Commerce

Land use patterns throughout the Commerce will remain largely unchanged as much of the land is extensively developed.

Acreage devoted to residential land use is expected to increase by 32.44 percent over the next twenty years. Residential land use will be devoted mainly to low-density development, but medium and high-density uses will also be well represented. Most of this new residential land will result from adjacent vacant parcels being converted into compatible development. Much of the medium-density development will be in south Commerce on both sides of the GA 441 corridor. High-density development will be found in several pockets throughout the city, with one large concentration at the southeastern city limits north of GA 98. City officials anticipate diminishing manufactured housing growth, however, it will continue to be a popular housing option. To avoid scattered manufactured housing development, Commerce has established manufactured housing zones. New manufactured housing development will be limited to only these areas, although other types of housing may be located in these zones as well. The greatest concentrations of manufactured homes will be northeast of GA 441 along GA 15 and off of Old Harden Orchard Road.

Moderate new commercial development is expected over the next twenty years. Existing vacant parcels and a limited number of residential parcels adjacent to U.S. 441 will infill with commercial uses. In order to protect the integrity of the downtown historic commercial district, significant land use changes are not recommended. Significant

industrial growth is anticipated, primarily in northern Commerce. Large areas of agricultural land on both sides of I-85 will be used for industrial purposes as the I-85 corridor through Jackson County continues to develop.

Much of the agricultural land in Commerce will be converted to residential and industrial land uses. However, 591.42 acres or 15.06 percent of the city's area will remain as rural, agricultural land.

Park/Recreation/Conservation, Government and Transportation/Communication/Utilities land uses will remain unchanged from current land use patterns.

Table 11-4

Future Land Use - Commerce 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	1,671.11	513.36
Estate	0.00	-39.21
Low-Density	979.55	469.67
Medium-Density	377.90	-196.55
High-Density	313.66	279.45
Multi-Family	45.49	20.72
Mobile Home	309.23	217.74
Commercial	407.38	154.35
Industrial	526.50	342.72
Public/Institutional	96.88	-16.46
Transportation/Communication/Utilities	106.23	0.00
Parks/Recreation/Conservation	119.91	0.00
Agriculture	591.42	-620.44
Government	53.30	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.6 Hoschton

Hoschton, located on GA 53, will primarily retain a balance of residential and agricultural land uses over the next twenty years. Compared to other similarly-sized cities in Jackson County, Hoschton will have a large amount of medium-density development. Currently, 71.48 acres are classified as medium-density single-family, and it is anticipated that similar infill development will occur in adjacent, undeveloped parcels. In addition, Hoschton has public water and sewer systems that can accommodate higher densities, including multi-family development. For the most part, medium-density residential development will occur near the town center and larger lot residential development will occur in the southwestern and northeastern portions of the city. Low-density development will consist of one dwelling unit per acre or larger lot. Medium-density development will consist of one dwelling unit per quarter acre to one acre lot.

Industrial land use will increase significantly as the Hoschton Industrial Park, located in the southeastern portion of the city on GA 53, continues to expand. The majority of the industrial park is currently classified as commercial. This change in land use classification accounts for the decrease in future commercial acreage. However, city plans call for an increase in commercial development, especially along GA 53 through the center of town. One of the main long-term city projects is the development of a downtown square consisting of businesses and public areas. Most of GA 53 will be lined with commercial property. North Hoschton, near the Braselton city limits will also be largely commercial due to its proximity to I-85.

In order to retain Hoschton's predominantly rural character, large areas of agricultural land will remain. Most of the eastern part of the city will be comprised of agricultural land. Much of the city's parks/recreation/conservation land will be stream buffers that run through the rural landscape. A city-owned tract of land is planned to be used as a park in the future.

No additional land uses are planned for Transportation/Communication/Utilities or Government.

Table 11-5

Future Land Use - Hoschton 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	771.09	363.24
Estate	0.00	-67.65
Low-Density	626.02	359.21
Medium-Density	145.07	73.59
High-Density	0.00	-1.91
Multi-Family	8.95	-4.67
Mobile Home	10.70	0.45
Commercial	138.41	-50.72
Industrial	153.71	149.21
Public/Institutional	28.09	-8.61
Transportation/Communication/Utilities	0.00	0.00
Parks/Recreation/Conservation	42.29	38.05
Agriculture	411.99	-264.29
Government	1.30	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.7 Jefferson

Jefferson has experienced considerable residential growth during the past five years. This trend is anticipated to become even more pronounced over the next twenty years, primarily due to the availability of public water and sewerage systems, proximity to I-85 and U.S. 129 and the large amount of undeveloped land. Low-density residential development, defined as one dwelling per 1-10 acres, is expected to increase at the greatest rate. This preferred type of development will extend from the center of Jefferson to the northern city boundary. Adjacent agricultural and undeveloped tracts will gradually be converted to approximately 3,305.0 acres of low-density land. Medium-density land use is also expected to more than double in this same time period. All of this development will be within the original city limits, as existing similar land use expands into adjoining parcels. Multi-family and high-density development will change slightly from existing land use patterns.

Only 195.78 acres of land are currently used for commercial purposes. Most of this land is concentrated in the downtown area, and limited infill will occur onto adjacent commercial property. Larger parcels of commercial development are anticipated adjacent to the industrial area that will be located at the I-85/GA 11 interchange. These commercial areas will be a combination of industrial support services and general commercial development typical of such an interstate interchange. Jefferson's future industrial development will primarily be expansion of this industrial node.

Almost the entire area west of GA 11 will remain as rural, agricultural land that will buffer the more intensive commercial and industrial development from residential property. Nearly 3,650 acres of Jefferson's total land area are expected to remain agricultural to avoid a continuous strip of development from the original city limits to the I-85 interchange.

Increased park/recreation/conservation land has been designated but reflects suggested conservation districts dictated by floodplains and 25 and 50-foot buffers around creeks and other waterways.

No additional land uses are planned for transportation/communication/utilities or government.

Table 11-6

Future Land Use - Jefferson 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	4,245.17	2,674.53
Estate	0.00	-299.85
Low-Density	3,305.17	2,344.25
Medium-Density	852.08	548.81
High-Density	87.92	81.32
Multi-Family	51.80	28.99
Mobile Home	0.00	-75.02
Commercial	314.40	118.62
Industrial	1,343.26	188.17
Public/Institutional	163.82	-0.33
Transportation/Communication/Utilities	75.25	0.00
Parks/Recreation/Conservation	218.11	145.43
Agriculture	3,647.75	-1,813.40
Government	25.56	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.8 Nicholson

Nicholson, located on U.S. 441, will remain primarily a residential community, with most land dedicated to low-density, single-family use. Low-density development will consist of one dwelling unit per acre or larger lot. Medium-density development will consist of one dwelling unit per quarter acre to one acre lot. The majority of the medium-density development in Nicholson will be the expansion of existing mobile home areas. In effort to limit scattered manufactured housing, city officials have identified the following areas where this type of development would be the most consistent with existing land uses: two large tracts at the south city limits and a large area in the center of the city, west of GA 441. High-density development will be restricted due to the lack of public sewerage.

Commercial development is anticipated to increase to provide goods and services to existing and future residents. An estimated 59.25 additional acres of commercial land, primarily in the center of town, are expected within the next twenty years.

Although a sizeable portion of agricultural land will be converted to residential land use, several large tracts, encompassing 442.19 acres, will remain. Park/Recreation/Conservation land use has been designated but reflects suggested conservation districts dictated by floodplains and buffers around creeks and other waterways.

No additional land uses for Transportation/Communication/Utilities and Public/Institutional are planned. No specific land area has been set aside to remain vacant.

Table 11-7

Future Land Use - Nicholson 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	1,449.30	654.54
Low-Density	1,193.38	787.17
Medium-Density	255.92	195.95
Estate	0.00	-187.94
Mobile Home	0.00	-165.85
Commercial	66.06	59.25
Industrial	0.00	0.00
Public/Institutional	19.28	0.00
Transportation/Communication/Utilities	7.38	0.00
Parks/Recreation/Conservation	32.66	32.66
Agriculture	442.19	-424.33
Government	15.82	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.9 Pendergrass

Pendergrass, located on GA 11 just north of I-85, experienced some industrial growth during the last five years with the location of one large industrial facility in the city. However, more industrial land uses are not anticipated primarily because Pendergrass is located north of the I-85 interchange which is within the Jefferson city limits and is served by water and sewer. Small convenience commercial establishments continue to locate near the center of town primarily to serve local residents. Larger commercial establishments will locate on the northern end of the city. Table 11-8 shows a relatively small decrease in commercial acreage. Currently, there is one large parcel near the center of town that is identified on the existing land use map as commercial; however, only the front portion of the parcel is used for commercial purposes. The remainder of the property is in pasture and trees. Since commercial land uses are anticipated to be located near U.S. 129, it is anticipated that the back part of this large parcel will go to residential land use. Additional commercial acreage was designated near the center of town and on the north end of the town.

Residential land uses will increase by approximately 172 acres and will primarily consist of low-density, single-family dwellings on a mix of lot sizes with the average lot size no less than 3/4 of an acre. Land devoted to agricultural land uses will decrease by just less than 150 acres and represents the anticipated conversion of agricultural land to residential land uses. Several large tracts of agricultural land will remain.

Park/Recreation/Conservation, Government, and Public/Institutional land uses will remain unchanged over the twenty-year planning period.

Existing land use ordinances are adequate for the city's long-term needs.

Table 11-8

Future Land Use - Pendergrass 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	437.17	171.95
Low-Density	437.17	171.95
Commercial	33.94	-3.43
Industrial	20.42	0.00
Public/Institutional	7.16	7.16
Transportation/Communication/Utilities	16.92	16.92
Parks/Recreation/Conservation	0.00	0.00
Agriculture	300.54	-146.26
Government	2.24	2.24
Unclassified	0.00	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

1.10 Talmo

Talmo, located along Ga 332 and Ga 11/U.S. 129 has seen little development over the past five years and anticipates little change over the twenty years. The town will remain primarily an agricultural and residential community. Many large agricultural tracts remain and are actively farmed. It is anticipated that only 146 acres will convert to residential land uses.

Anticipated residential development will increase by 126 acres and consist of low-density, single-family dwellings with one dwelling unit per acre or larger lot. Higher-density residential development is prohibited due to the lack of a public sewerage system. Commercial land use will double, will be concentrated in the center of town on GA 332, and will offer convenience retail for local residents.

Public/Institutional and Transportation/Communication/Utilities land use will not change from current land use patterns. Park/Recreation/Conservation land use has been designated but reflects suggested conservation districts dictated by floodplains.

No industrial land uses are planned for the city.

Existing land use ordinances are adequate for the city's projected long-term needs.

Table 11-9

Future Land Use - Talmo 2017		
Land Use	Acreage	Net Change From Existing (Acres)
Single-Family Residential (Total)	390.43	126.15
Low-Density	390.43	126.15
Multi-Family Residential (Total)	0.00	0.00
Commercial (Total)	16.81	16.28
Industrial (Total)	0.00	0.00
Public/Institutional	7.91	0.00
Transportation/Communication/Utilities	11.78	0.00
Parks/Recreation/Conservation	71.03	71.03
Agriculture	620.88	-146.69
Government	0.00	0.00
Source: NEGRDC, Geographic Information System (GIS), 1997.		

Insert Map 11-1 Future Land Use, 2017, Jackson County

Insert Map 11-2 Future Land Use, 2017, Arcade

Insert Map 11-3 Future Land Use, 2017, Braselton

Insert Map 11-4 Future Land Use, 2017, Commerce (I-85 Vicinity)

Insert Map 11-5 Future Land Use, 2017, Commerce (north)

Insert Map 11-6 Future Land Use, 2017, Commerce (south)

Insert Map 11-7 Future Land Use, 2017, Hoschton

Insert Map 11-8 Future Land Use, 2017, Jefferson (north)

Insert Map 11-9 Future Land Use, 2017, Jefferson (south)

Insert Map 11-10 Future Land Use, 2017, Nicholson

Insert Map 11-11 Future Land Use, 2017, Pendergrass

Insert Map 11-12 Future Land Use, 2017, Talmo

Chapter 12: Implementation Schedule

IMPLEMENTATION SCHEDULE

12.1 Short Term Work Program, 1997-2001 and ONGOING, Jackson County

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JACKSON COUNTY COUNTY I.D. #1078078								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	WSW, GRO, RIV, FLO, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance to require zoning decision compatibility with the comprehensive plan.	1997	1997	100	COUNTY, GA RDC, CONSULTANT	LOCAL
NR	0002	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection including impact assessment on downstream water quality, wetland protection, and watershed protection.	1997	1998	5000	COUNTY, GA RDC, CONSULTANT	LOCAL
ED	0001	SMB, IND, SPE	Conduct a commercial/industrial location suitability study along major road corridors.	1997	1998	40000	COUNTY, RDC, CONSULTANT, UTILITY COMPANIES	LOCAL
ED	0002	AGP	Consolidate Industrial development authorities.	1997	1998		COUNTY, CITIES	
NR	0003	WSW, GRO, RIV, FLO, PRI, PLA, MAJ, SCE	Develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999	5000	COUNTY, GA RDC	LOCAL, PRIVATE, GA OTH

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JACKSON COUNTY COUNTY I.D. #1078078								
PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0004	PLA	Amend zoning ordinance to require consultation of existing environmental studies or site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	250	COUNTY, GA RDC, CONSULTANT	LOCAL
NR	0005		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1999	250	COUNTY, GA RDC, CONSULTANT	LOCAL
NR	0006	WSW, GRO, RIV, FLO, STE, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance and subdivision regulations to provide for open space development.	1997	1999	2500	COUNTY, GA RDC, CONSULTANT	LOCAL
CF	0001	REC	Make improvements to Hurricane Shoals Park and renovate Heritage Village buildings.	1997	2002	150000	COUNTY	LOCAL, PRIVATE, GA DNR
CF	0002	EDU	Make improvements to county schools as stated in SPLOST Referendum.	1997	2002	17000000	COUNTY	LOCAL, GA BOE
ED	0003	SPE	Identify and recruit specific businesses.	1997	ONGOING		CHAMBER OF COMMERCE, IDA	
ED	0004	AGP	Create a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JACKSON COUNTY COUNTY I.D. #1078078								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	0005	AGP	Create a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
ED	0006	TRE	Encourage high school graduates to pursue post-secondary education.	1997	ONGOING		BOARD OF EDUCATION	
ED	0007	TRE	Utilize state and regional labor programs.	1997	ONGOING		INDUSTRIAL DEVELOPMENT AUTHORITY	
ED	0008	AGP	Utilize state's economic development electronic databases.	1997	ONGOING		INDUSTRIAL DEVELOPMENT AUTHORITY	
LU	0001		Establish development standards for all land use development.	1998	1998	5000	COUNTY, GA RDC	LOCAL
CF	0003	PUB	Add sleeping quarters to South Jackson VFD.	1998	1998	75000	SJVFD BOARD OF DIRECTORS	LOCAL
CF	0004	PUB	Construct a bay and meeting room at the main Nicholson VFD station.	1998	1998	150000	NICHOLSON VFD BOARD OF DIRECTORS	LOCAL
CF	0005	PUB	Purchase two additional ambulances.	1999	2000	140000	COUNTY	LOCAL
CF	0006	WAT	Study the feasibility of volume-based billing for public water.	1998	1998	5000	COUNTY	LOCAL
CF	0007	PUB	Study the feasibility of providing county-wide animal control.	2000	2000	25000	COUNTY	LOCAL

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JACKSON COUNTY COUNTY I.D. #1078078								
PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0008	TRA, REC	Conduct a bike lane feasibility study to determine the most suitable routes.	1998	1999	15000	COUNTY, GA DOT	LOCAL, GA DOT
CF	0009	PUB	Develop a cooperative service plan between Jackson and Banks counties for law enforcement in the outlet mall area.	1998	1999	20000	COUNTY, OTH (BANKS CO.)	LOCAL, PRIVATE
NR	0007	HIS	Recognize Duke Farm with Centennial Farm Program.	1998	1999		LOCAL	LOCAL, PRIVATE
NR	0008	HIS	Nominate Sells community to National Register.	1998	2000		LOCAL	LOCAL, PRIVATE
NR	0009	HIS	Inventory and document cemeteries. Prepare maps for planning commission.	1998	2001	5000	LOCAL	LOCAL, PRIVATE, GA RDC
NR	0010	HIS	Apply for survey grant to inventory historic resources.	1998	2001	300	LOCAL	LOCAL, PRIVATE, GA DNR
NR	0011	HIS	Apply for Georgia Heritage 2000 grants.	1998	2001		LOCAL	LOCAL, PRIVATE
NR	0012	HIS	Apply for Preservation Services Fund grants.	1998	2001		LOCAL	LOCAL, PRIVATE, US OTH
NR	0013	HIS	Produce and provide educational materials about historic preservation. Incorporate heritage education programs into school curriculum.	1998	2001	500	LOCAL, HISTORICAL SOCIETY, BOARD OF EDUCATION, GA RDC	LOCAL, GA RDC, US OTH

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JACKSON COUNTY COUNTY I.D. #1078078								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
LU	0002		Ensure that the county has sufficient code enforcement staff.	ONGOING	ONGOING	30000	COUNTY	LOCAL
NR	0014	HIS	Protect significant historic resources and landmarks by local designation.	1998	ONGOING		JACKSON CO.BOC	LOCAL, PRIVATE
LU	0003		Implement zoning decisions in accordance with the Future Land Use map.	1998	ONGOING		COUNTY	
NR	0015	HIS	Prepare tourism plan directed towards historic resources.	1999	2000	10,000	COUNTY, CHAMBER OF COMMERCE, HISTORICAL SOCIETY	LOCAL, PRIVATE
CF	0010	TRA	Widen Jefferson River Road to improve school bus maneuverability.	1999	2002	2500000	COUNTY, GA DOT	LOCAL, GA DOT
CF	0011	TRA	Encourage efforts by Georgia DOT to add deceleration/acceleration lanes to areas of US 441 and US 129 that are adjacent to schools.	1999	2002	1500000	GA DOT, COUNTY	GA DOT, LOCAL
CF	0012	TRA	Encourage efforts by Georgia DOT to add passing lanes to GA 15 between Commerce and Jefferson.	1999	2002	3500000	GA DOT, COUNTY	GA DOT, LOCAL
LU	0004		Update existing and future land use maps every two years.	1999	ONGOING	2700 - 4500	COUNTY, GA RDC	LOCAL
CF	0013	WAT	Improve and expand water system and ensure the effectiveness of distribution systems and their ability to accommodate growth.	ONGOING	ONGOING	2000000	COUNTY	LOCAL, GA DCA CDBG

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
JACKSON COUNTY
COUNTY I.D. #1078078**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0014	SOL	Participate in regional solid waste efforts.	ONGOING	ONGOING		COUNTY, GA RDC	
CF	0015	SOL	Improve county-wide recycling efforts.	ONGOING	ONGOING			
CF	0016	REC	Acquire and construct additional parks and recreation facilities and increase and improve equipment to meet demands.	ONGOING	ONGOING	500000	COUNTY	LOCAL, PRIVATE, GA DNR
CF	0017	LIB	Increase the number and quality of books and computer capabilities at county libraries.	ONGOING	ONGOING	10000	COUNTY	LOCAL
CF	0018	PUB	Upgrade emergency communication systems.	ONGOING	ONGOING	75000	COUNTY	LOCAL
HO	0001		Actively seek all sources of government funding to rehabilitate substandard housing.	ONGOING	ONGOING	5000	COUNTY, GA DCA CDBG, GA OTH	LOCAL, GA DCA CDBG, GA OTH
HO	0002		Follow the Future Land Use map when locating areas for new residential development in Jackson County.	ONGOING	ONGOING		COUNTY	
NR	0016	WSW	Publicize NRCS cattle access to streams initiative.	ONGOING	ONGOING		COUNTY	

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.2 Short Term Work Program, 1997-2001 and ONGOING, Arcade

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING ARCADE CITY I.D. #2078001								
PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	0001	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
CF	0001	WAT	Extend the county water distribution system to ensure that city residents do not use contaminated well water.	1997	1998	575000	CITY, COUNTY	LOCAL, GA DCA CDBG
CF	0002	PUB	Hire two full time police officers.	1998	1999	55000	CITY	LOCAL

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.3 Short Term Work Program, 1995-2000 and ONGOING, Braselton

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING BRASELTON CITY I.D. #2078002								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	HIS	Apply for Georgia Heritage 2000 grant for W.H. Braselton Home.	1997	1997	500	LOCAL, GA RDC	LOCAL
CF	0001	SEW	Expand wastewater treatment plant.	1997	1998	1200000	CITY	LOCAL
NR	0002	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection and wetland protection.	1997	1998	500	CITY, GA RDC	LOCAL
NR	0003		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1999	250	COUNTY, GA RDC, CONSULTANT	LOCAL
NR	0004	WSW, GRO, RIV, FLO, PRI, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		COUNTY, CITY, GA RDC	
NR	0005	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0006	HIS	Nominate historic district to National Register.	1997	1999	500	CITY, GA RDC, CONSULTANT	LOCAL, PRIVATE

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING BRASELTON CITY I.D. #2078002								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0007	WSW, GRO, RIV, FLO, STE, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance and subdivision regulations to provide for open space development.	1997	1999	2500	COUNTY, GA RDC, CONSULTANT	LOCAL
CF	0002	WAT	Locate appropriate sites and drill two additional wells.	1997	1999	200000	CITY	LOCAL
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	9999		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
HO	0002		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
NR	0008	HIS	Produce and provide educational materials about historic preservation.	1998	2001	100	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
BRASELTON
CITY I.D. #2078002**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0009	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR
CF	0003	TRA	Maintain and improve roads throughout the city.	ONGOING	ONGOING	1250000	CITY, GA DOT	LOCAL, GA DOT
CF	0004	WAT	Improve and expand water system, as needed to, to ensure the effectiveness of distribution systems and their ability to accommodate growth.	ONGOING	ONGOING	750000	CITY	LOCAL, GA DCA CDBG
CF	0005	REC	Acquire and construct additional parks and recreation facilities and increase and improve equipment to meet demands.	ONGOING	ONGOING	20000	CITY	LOCAL, PRIVATE, GA DNR

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.4 Short Term Work Program, 1995-2000 and ONGOING, Commerce

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING COMMERCE CITY I.D. #2078003								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrence are protected from proposed development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0002		With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, GA RDC	
CF	0001	WAT	Complete phase II improvements to city water system.	1997	1999	950000	CITY	LOCAL, GA GEFA
CF	0002	WAT	Install a 500,000-gallon elevated storage tank.	1997	2001	550000	CITY	LOCAL, GA GEFA
CF	0003	EDU	Make improvements to city schools as stated in SPLOST Referendum.	1997	2002	4000000	CITY	SPLOST, LOCAL, GA BOE
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
CF	0004	REC	Construct new ballfield and activities building.	1998	1998	500000	CITY	LOCAL

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING COMMERCE CITY I.D. #2078003								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0003	WSW	Adopt, at a minimum, DNR watershed protection criteria.	1998	1998	500	CITY, GA RDC	LOCAL
HO	0001		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1999	500	CITY, GA RDC	LOCAL
NR	0004	HIS	Recognize Groaning Rock community with roadside markers.	1998	2000	300	LOCAL	LOCAL, PRIVATE
NR	0005	HIS	Nominate Washington Street Historic District to National Register.	1998	2000	500	CITY, GA RDC, LOCAL, CONSULTANT	LOCAL, PRIVATE
NR	0006	HIS	Nominate Shankle Heights to National Register.	1998	2000	500	CITY, GA RDC, LOCAL, CONSULTANT	LOCAL, PRIVATE
NR	0007	HIS	Produce and provide educational materials about historic preservation.	1998	2001	200	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH
NR	0008	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR, GA DNR HPF
NR	0009	HIS	Nominate Old Broad Street Residential District to National Register.	1999	2001	500	CITY, GA RDC, LOCAL, CONSULTANT	LOCAL, PRIVATE
CF	0005	TRA	Maintain and improve roads throughout the city.	ONGOING	ONGOING	2500000	CITY, GA DOT	LOCAL

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING COMMERCE CITY I.D. #2078003								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0006	SEW	Expand wastewater treatment capacity as needed.	ONGOING	ONGOING	1500000	CITY	LOCAL
CF	0007	REC	Acquire and construct additional parks and recreation facilities and increase and improve equipment to meet demands.	ONGOING	ONGOING	200000	CITY	LOCAL, PRIVATE, GA DNR

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.5 Short Term Work Program, 1997-2001 and ONGOING, Hoschton

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING HOSCHTON CITY I.D. #2078004								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITI- ATION YEAR	COMPLE- TION YEAR	COST ESTI- MATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	HIS	Apply for Georgia Heritage 2000 grant for repairs to depot.	1997	1997		LOCAL	
NR	0002		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1997	500	CITY, GA RDC	LOCAL
NR	0003	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection, wetland protection, and watershed protection	1997	1998	500	CITY, GA RDC	LOCAL
NR	0004	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	250	CITY, GA RDC	LOCAL
NR	0005	WSW, GRO, RIV, FLO, STE, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance and subdivision regulations to provide for open space development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0006	HIS	Nominate Hoschton district to National Register.	1997	1999	1000	LOCAL	LOCAL, PRIVATE
NR	0007	WSW, GRO, RIV, FLO, PRI, PLA, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, COUNTY, GA RDC	

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING HOSCHTON CITY I.D. #2078004								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITI- ATION YEAR	COMPLE- TION YEAR	COST ESTI- MATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
HO	0002		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
NR	0008	HIS	Produce and provide educational materials about historic preservation.	1998	2001	100	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH
NR	0009	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR
CF	0001	WAT	Improve and expand water system and ensure the effectiveness of distribution systems and their ability to accommodate growth.	ONGOING	ONGOING	150000	CITY	LOCAL, GA DCA CDBG

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
HOSCHTON
CITY I.D. #2078004**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0002	REC	Acquire and construct additional parks and recreation facilities and increase and improve equipment to meet demands.	ONGOING	ONGOING	50000	CITY	LOCAL, PRIVATE, GA DNR

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.6 Short Term Work Program, 1997-2001 and ONGOING, Jefferson

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JEFFERSON CITY I.D. #2078005								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0001	PUB	Purchase three police vehicles.	1997	1997	65000	CITY	LOCAL
NR	0001	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection, wetland protection, and watershed protection.	1997	1998	500	CITY, COUNTY, GA RDC, CONSULTANT	LOCAL
NR	0002		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1999	250	CITY, GA RDC	LOCAL
NR	0003	WSW, GRO, RIV, FLO, PRI, PLA, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, COUNTY, GA RDC	
NR	0004	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0005	HIS	List Jefferson historic districts in National Register.	1997	1999	3000	LOCAL	LOCAL, PRIVATE, GA DNR HPF
CF	0002	GEN, LIB	Construct civic center.	1997	2001	300000	CITY	LOCAL
CF	0003	EDU	Make improvements to city schools as stated in SPLOST Referendum.	1997	2002	4300000	CITY	LOCAL, GA BOE

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
JEFFERSON
CITY I.D. #2078005**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
ED	002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
HO	0002		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
CF	0004	PUB	Locate police substation near I-85.	1998	1998	250000	CITY	LOCAL
CF	0005	WAT	Extend water line north of booster pumping station on GA 82 to Legg Road.	1998	1999	150000	CITY	LOCAL, GA DCA CDBG
CF	0006	WAT	Extend water line from Legg Road to Hog Mountain Road.	1998	1999	100000	CITY	LOCAL, GA DCA CDBG
CF	0007	WAT	Extend water line from Hog Mountain Road approximately 3,000 feet and construct an elevated storage tank.	1998	1999	440000	CITY	LOCAL, GA DCA CDBG
CF	0008	WAT	Construct 12-inch watermain loop around the north side of the I-85 and US 129 interchange.	1998	1999	220000	CITY	LOCAL, GA DCA CDBG
CF	009	SEW	Improve sewer lines from the high school to existing pump station at Curry Creek.	1998	1999	300000	CITY	LOCAL, GA DCA CDBG

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING JEFFERSON CITY I.D. #2078005								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0010	WAT	Develop and adopt a watershed protection plan.	1998	2000	1000	COUNTY, GA RDC, CONSULTANT	LOCAL, GA DNR LWC
NR	0006	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR, GA DNR HPF
NR	0007	HIS	Produce and provide educational materials about historic preservation.	1998	2001	200	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH
NR	0008	HIS	Apply for Certified Local Government grants.	1998	2001		CITY	LOCAL
CF	0011	PUB	Build additional fire substations near I-85 and in downtown Jefferson.	1999	2000	200000	CITY	LOCAL
CF	0012	WAT	Construct new clearwell and high service pumps at the water treatment plant.	1999	2000	1150000	CITY	LOCAL, GA DCA CDBG
NR	0009	HIS	Designate local historic districts.	1999	2001		CITY, HISTORIC PRESERVATION COMMISSION	
CF	0013	WAT	Construct 12-inch watermain and booster station along Hog Mountain Road from Possum Creek Road to proposed elevated storage tank.	2000	2001	650000	CITY	LOCAL, GA DCA CDBG
CF	0014	WAT	Extend water lines along Storey Lane to Hog Mountain Road.	2001	2002	150000	CITY	LOCAL, GA DCA CDBG

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
JEFFERSON
CITY I.D. #2078005**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0015	SEW	Construct wastewater pumping station, interceptor sewers and lateral sewers to service Mill Village area and West Jefferson, including the high school.	2001	2002	700000	CITY	LOCAL, GA DCA CDBG
CF	0016	WAT	Increase water production capacity to 4 MGD and purchase land for watershed protection.	2001	2002	3000000	CITY	LOCAL, GA DCA CDBG
CF	0017	TRA	Improve and expand sidewalks downtown.	ONGOING	ONGOING	150000	CITY	LOCAL
CF	0018	TRA	Secure funding for Jefferson bypass.	ONGOING	ONGOING	4000000	CITY, GA DOT	LOCAL, GA DOT
CF	0019	WAT	Improve and expand water system and ensure the effectiveness of distribution systems and their ability to accommodate growth.	ONGOING	ONGOING	1500000	CITY	LOCAL, GA DCA CDBG
CF	0020	REC	Acquire and construct additional parks and recreation facilities and increase and improve equipment to meet demands.	ONGOING	ONGOING	200000	CITY	LOCAL, PRIVATE, GA DNR
CF	0021	SEW	Expand sewerage system.	ONGOING	ONGOING	3000000	CITY	LOCAL, GA DCA CDBG, GA GEFA
NR	0010	HIS	Publicize and promote Crawford W. Long Museum and Shields-Ethridge Farm to attract tourists.	ONGOING	ONGOING	8000	LOCAL	LOCAL, PRIVATE

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.7 Short Term Work Program, 1997-2001 and ONGOING, Nicholson

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING NICHOLSON CITY I.D. #2078502								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	WSW, GRO, RIV, PLO, PRI, PLA, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, COUNTY, GA RDC	
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
HO	0002		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
NR	0002	HIS	Produce and provide educational materials about historic preservation.	1998	2001	100	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
NICHOLSON
CITY I.D. #2078502**

PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
CF	0001	WAT	Improve and expand water system and ensure the effectiveness of distribution systems and their ability to accommodate growth.	ONGOING	ONGOING	1500000	CITY, PRIVATE	CITY, DCA CDBG, OTHER

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.8 Short Term Work Program, 1997-2001 and ONGOING, Pendergrass

SHORT TERM WORK PROGRAM 1997 - 2001 AND ONGOING PENDERGRASS CITY I.D. #2078006								
PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection, wetland protection, and watershed protection.	1997	1998	500	CITY, GA RDC	LOCAL
NR	0002	WSW, GRO, RIV, FLO, STE, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance and subdivision regulations to provide for open space development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0003	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0004		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1999	250	CITY, GA RDC	LOCAL
NR	0005	WSW, GRO, RIVE, FLO, PRI, PLA, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, COUNTY, GA RDC	
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	

**SHORT TERM WORK PROGRAM
1997 - 2001 AND ONGOING
PENDERGRASS
CITY I.D. #2078006**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
HO	0002		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
NR	0006	HIS	Produce and provide educational materials about historic preservation.	1998	2001	100	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH
NR	0007	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR

(See attached sheet for explanation of Plan "Element" and "Item" Column)

12.9 Short Term Work Program, 1997-2001 and ONGOING, Talmo

SHORT TERM WORK PROGRAM 1997- 2001 AND ONGOING TALMO CITY I.D. #2078007								
PLAN ELE- MENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
NR	0001	WSW, RIV	Amend zoning ordinance to provide for river and stream corridor protection, wetland protection, and watershed protection.	1997	1998	500	CITY, GA RDC	LOCAL
NR	0002	WSW, GRO, RIV, FLO, STE, SOI, PRI, PLA, MAJ, SCE	Amend zoning ordinance and subdivision regulations to provide for open space development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0003	PLA	Amend zoning ordinance to require site inspection by DNR or certified arborist to insure that identified rare element occurrences are protected from proposed development.	1997	1999	500	CITY, GA RDC	LOCAL
NR	0004		Amend zoning ordinance to require vegetative cover replacement of at least 5 percent for all development. However, maintenance of existing vegetation is preferred.	1997	1999	250	CITY, GA RDC	LOCAL
NR	0005	WSW, GRO, RIVE, FLO, PRI, PLA, MAJ, SCE	With county, develop educational initiative for public and elected officials about importance of resource protection, economic effects of failure to protect resources, and alternative development options.	1997	1999		CITY, COUNTY, GA RDC	LOCAL, PRIVATE, GA OTH

**SHORT TERM WORK PROGRAM
1997- 2001 AND ONGOING
TALMO
CITY I.D. #2078007**

PLAN ELEMENT	PROJ. NO.	ITEM (ED, NR or CF)	DESCRIPTION	INITIATION YEAR	COMPLETION YEAR	COST ESTIMATE	RESPONSIBLE PARTY	POSSIBLE FUNDING SOURCES
ED	0001	AGP	Participate in creating a strategy for county-wide public involvement in economic development matters.	1997	ONGOING		COUNTY, CITIES	
ED	0002	AGP	Participate in creating a formal council of local governments to assess, plan and implement economic development strategies.	1997	ONGOING		COUNTY, CITIES	
HO	0001		Develop more comprehensive manufactured housing regulations, similar to subdivision regulations, addressing minimum buffer, landscaping and structural design requirements.	1998	1998	1000	CITY, GA RDC	LOCAL
HO	0002		Develop and adopt ordinance requiring manufactured homes to be placed on permanent foundations.	1998	1998	500	CITY, GA RDC	LOCAL
NR	0006	HIS	Produce and provide educational materials about historic preservation.	1998	2001	100	LOCAL, HISTORICAL SOCIETY, GA RDC	LOCAL, GA RDC, US OTH
NR	0007	HIS	Apply for survey grant to inventory historic resources.	1998	2001	100	LOCAL	LOCAL, PRIVATE, GA DNR

(See attached sheet for explanation of Plan "Element" and "Item" Column)

ELEMENT

ITEM

ED - Economic Development

- DWN - Downtown Revitalization
- SMB - Small Business Development
- IND - Industrial Development
- TOU - Tourism Development
- SPE - Special Sector Development/Recruitment
- TRE - Workforce Training/Education
- AGP - Improvement of Development Agencies or Program

NR - Natural & Historic Resources

- WSW - Water Supply Watersheds
- GRO - Ground Water Recharge Areas
- MOU - Protected Mountains
- RIV - Protected River Corridors
- COA - Coastal Resources
- FLO - Flood Plains
- SOI - Soil Types
- STE - Steep Slopes
- PRI - Prime Agricultural and Forest Land
- PLA - Plant and Animal Habitats
- MAJ - Major Park, Recreation and Conservation Areas
- SCE - Scenic Views and Sites
- HIS - Historic Resources

CF - Community Facilities

- TRA - Transportation Network
- WAT - Water Supply and Treatment
- SEW - Sewerage System and Wastewater Treatment
- SOL - Solid Waste Management
- PUB - Public Safety
- HOS - Hospitals and Other Public Health Facilities
- REC - Recreation
- GEN - General Government
- EDU - Educational Facilities
- LIB - Libraries and Other Cultural Facilities

HO - Housing

LU - Land Use

Appendix A:

**Short-Term Work Program
Accomplishments**

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
ECONOMIC DEVELOPMENT - 1992				
Jackson County				
1. Survey leaders in all sectors of the community for input for economic development strategy in Jackson County. *(Lack of cooperation)			X*	
2. Conduct inter-municipality review of development projects, transportation plans and public works projects in the vicinity of proposed and existing industrial areas. Responsibility: Planning Commission, Building Inspector. *(Lack of funding)			X*	
3. Formulate criteria for future development within the Interstate 85 corridor, as well as on lands adjacent to the proposed Jefferson and Pendergrass and the 441 bypasses. Protective covenants and restrictions on the use of land zoned for industrial development need to be established. Responsibility: Planning Commission.		X		
4. Initiate discussion with the cities and the Jackson County Water and Sewer Authority in regards to the possibility of establishing joint-financing of water and sewer treatment facilities and utility line extensions. Identify and prioritize, base on highest economy and potential benefits, areas that can be served by public sewer and water. *(Lack of funding)			X*	
Arcade				
1. Identify types of industry and businesses to be encouraged to locate in Arcade. Responsibility: Chamber of Commerce. *(Lack of interest and commitment)				X*
2. Work with the Jackson County Human Resources Council in establishing an adult literacy education site in Arcade that would serve South Jackson residents. *(Lack of interest and commitment)				X*
3. Support and utilize the action steps set forth for the county. *(Lack of interest and commitment)				X*
Braselton				
1. Identify types of industry and businesses to be encouraged to locate in Braselton. Responsibility: Chamber of Commerce.	X			
2. Support and utilize the action steps set forth for the county.	X			
Commerce				
1. Identify types of industry and businesses to be encouraged to locate in Commerce. Responsibility: Downtown Development Authority.	X			
2. Support and utilize the action steps set forth for the county. *(Lack of cooperation)			X*	
Hoschton				
1. Identify types of industry and businesses to be encouraged to locate in Hoschton. Responsibility: Chamber of Commerce.	X			
2. Support and utilize the action steps set forth for the county.	X			
Jefferson				

A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Identify types of industry and businesses to be encouraged to locate in Jefferson. Responsibility: Chamber of Commerce.	X			
2. Support and utilize the action steps set forth for the county.	X			

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Identify types of businesses to be encouraged to locate in Nicholson. Responsibility: Chamber of Commerce.	X			
2. Support and utilize the action steps set forth for the county.	X			
Pendergrass				
1. Identify types of industry and businesses to be encouraged to locate in Pendergrass. Responsibility: Chamber of Commerce.	X			
2. Where applicable, and in the city's best interest, support and utilize the action steps set forth for the county.	X			
Talmo				
1. Identify types of industry and businesses to be encouraged to locate in Talmo. Responsibility: Chamber of Commerce.	X			
2. Where applicable, and in the city's best interest, support and utilize the action steps set forth for the county.	X			
NATURAL RESOURCES - 1992				
Jackson County				
1. Review land development ordinances for inconsistencies and determine if ordinances sufficiently protect natural resources. Update ordinances to remove inconsistencies.		X		
2. Implement and enforce river corridor protection plan. <i>*(Under discussion. Implemented soil erosion setback.)</i>		X*		
3. Begin developing policies/ordinances for protection of wetlands, the Curry Creek watershed and other natural resources discussed in this comprehensive plan as warranting protection taking into consideration property ownership rights. <i>*(Under discussion)</i>		X*		
Arcade				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Lack of commitment)</i>			X*	
Braselton				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Not a priority item)</i>			X*	
Commerce				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Not a priority item)</i>	X*			
Hoschton				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Little development pressure)</i>			X*	
Jefferson				

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Not a priority item)</i>			X*	
2. Implement and enforce river corridor protection plan. <i>*(Lack of commitment)</i>			X*	
Nicholson				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(City has no land development ordinances)</i>			X*	
Pendergrass				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Little development pressure)</i>			X*	
Talmo				
1. Review land development ordinances to determine if ordinances sufficiently protect natural resources. <i>*(Little development pressure)</i>			X*	
HISTORIC RESOURCES - 1992				
Jackson County				
1. Conduct a preliminary survey and inventory of Jackson's County historic resources. Incorporate survey data into county land use maps. Responsibility: Jackson County Historical Society with grant assistance from the State Historic Preservation Office, Georgia Department of Natural Resources. Cost: \$2,500.	X			
2. Develop a farmland preservation ordinance through zoning to protect farmland and its associated rural resources. Responsibility: RDC.	X			
3. Develop a tourism plan for Jackson County - especially targeted to historic resources. A driving tour and small walking tours can be designed and promoted. Prepare a five-year strategy for the protection of Jackson County's historic resources which may be impacted by increased tourism. Responsibility: Jackson County Chamber of Commerce and Jackson County Historical Society (with assistance from the Georgia Department of Industry, Trade, and Tourism).		X		
Arcade				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. <i>*(Lack of commitment)</i>			X*	
Braselton				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. <i>*(City has no active agricultural land except Chateau Elan which is a P.U.D.)</i>			X*	
Commerce				

A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(City has little or no agriculture.)		X*		
Hoschton				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(City has little or no agriculture)				X*

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(No interest in farmland protection)			X*	
Nicholson				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(No interest in farmland protection)			X*	
Pendergrass				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(No interest from citizens)				X*
Talmo				
1. Prepare a farmland protection program for areas that should remain agricultural and study cluster development to accommodate growth. Establish agricultural districts through zoning ordinances. *(Small city - Talmo Ranch protected.)			X*	
COMMUNITY FACILITIES - 1992				
Jackson County				
1. Remediate lack of public water supply throughout the county through the development of the regional reservoir. Cost: Unknown.	X			
2. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems.	X			
3. Utilize existing landfill to the fullest extent; begin seeking a new site.	X			
4. Determine feasibility of constructing satellite public health departments in identified growth areas.	X			
5. Determine additional recreational facility needs.		X		
6. Determine facility requirements for a new middle school in the Jackson County school system and identify funding sources for the construction of the school.	X			
7. Determine cost of constructing thirteen classrooms at the K-5 level and identify funding sources.	X			
8. Apply for CDBG grant for Solar-Tech.	X			

**A JOINT CITY/COUNTY COMPREHENSIVE PLAN
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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Arcade				
1. Establish a priority system for paving city streets. Maintain and improve roads throughout the city; pave, widen and repair where needed. <i>*(City maintains gravel roads only)</i>			X*	
2. Contingent upon CDBG funding, continue planning water system for Arcade.	X			
3. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. <i>*(City has no system)</i>				X
4. Establish more recycling centers as needed. <i>*(If landfill is constructed)</i>			X*	
5. Maintain Arcade City Park; determine number of restrooms that need to be added to the park.	X			
6. Establish better communication between citizens and Arcade City Hall, perhaps by using an answering machine. Cost: \$100.00 <i>*(Lack of interest)</i>			X*	X*
7. With the cooperation of the Piedmont Regional Library system, begin bookmobile service to Arcade. <i>*(Lack of city staff)</i>				
Braselton				
1. Begin design of wastewater treatment plant expansion.	X		X*	
2. Establish more recycling centers as needed. <i>*(No interest to provide. Recommend privatization through haulers.)</i>				
3. Encourage curbside pickup where not currently provided to help meet the state mandated reductions in the waste stream. <i>*(All pickup by dumpsters.)</i>				X*
Commerce				
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. <i>*(System under capacity - therefore not a priority)</i>		X*		
2. Study, identify and remove 300,000 gallons of infiltration and inflow into the city's sewer collection system.		X		
3. Develop plans for parking facilities for the Civic Center. <i>*(Continued to Plan update)</i>		X*		
4. Continue the renovation of the Commerce Civic Center. <i>*(Continued to Plan update)</i>		X*		
Hoschton				
1. Identify appropriate areas for future sewer and water service based on present systems' capacities. Conduct sewage and water treatment needs assessment and plant expansion feasibility study.	X			
2. Determine feasible recreational facilities' additions and identify potential funding sources.	X			
Jefferson				
1. Determine the cost of a new fire department building and identify potential funding sources.	X			

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Contingent upon funding, continue planning water system for Pendergrass.	X			
2. Determine recreational facilities' needs and identify potential funding sources.	X			

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Talmo				
1. Contingent upon funding, continue planning water system for Talmo.	X			
HOUSING - 1992				
Jackson County				
1. Identify which areas of the county are not suited for residential growth and make developers aware of them.		X		
2. Identify which areas of the county are best suited for construction of low to moderate income housing and make developers aware of them. *(Lack of staff)				X*
Arcade				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them. *(Lack of interest and commitment)				X*
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them. *(Lack of interest and commitment)				X*
Braselton				
1. Identify which areas of the town are not suited for residential growth and make developers aware of them. *(Not a priority)	X*			
2. Identify which areas of the town are best suited for construction of low to moderate income housing and make developers aware of them. *(No interest by Mayor and Council))			X*	
Commerce				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them.	X			
Hoschton				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them.	X			
Jefferson				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them.	X			
Nicholson				

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them. *(No interest or ordinance)			X*	

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them.	X			
Talmo				
1. Identify which areas of the city are not suited for residential growth and make developers aware of them.	X			
2. Identify which areas of the city are best suited for construction of low to moderate income housing and make developers aware of them.	X			
LAND USE - 1992				
Jackson County				
1. Contract for the preparation of a city/county transportation thoroughfare plan for the period 1993-2003. Responsibility: RDC. Cost: \$30,000. <i>*(Under negotiations with consultant and will be continued upon Plan update adoption.)</i>		X*		
2. Begin review of Jackson County development ordinances to accommodate necessary changes to accommodate goals and policies established in the Jackson County Comprehensive Plan.	X			
3. Investigate the need for additional code enforcement staff.	X			
Arcade				
1. Investigate the feasibility of drafting a zoning ordinance to create zoning districts which will allow flexibility in site design and encourage mixed use and cluster developments. <i>*(No interest in regulations)</i>				X*
Braselton				
1. Begin review of Braselton development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan.	X			
Commerce				
1. Begin review of Commerce development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan.	X			
Hoschton				
1. Begin review of Hoschton development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan. <i>*(No interest by Mayor and Council)</i>			X*	
Jefferson				

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Begin review of Jefferson development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan. <i>*(Consider existing regulations adequate)</i>			X*	

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SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Begin drafting development ordinances to accommodate goals and policies established in the Comprehensive Plan. <i>*(No ordinances)</i>			X*	
Pendergrass				
1. Begin review of Pendergrass development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan. <i>*(No development to encourage change)</i>			X*	
Talmo				
1. Begin review of Talmo development ordinances to accommodate necessary changes to accommodate goals and policies established in the Comprehensive Plan. <i>*(No development to encourage change)</i>			X*	
ECONOMIC DEVELOPMENT - 1993				
Jackson County				
1. Develop consensus on priorities for economic development. <i>*(Lack of cooperation)</i>			X*	
2. Devise action steps for implementing a county-wide economic development program, including, identifying sources of funding. Responsibility: Chamber of Commerce, Human Resources Council. <i>*(Lack of cooperation between governments)</i>			X*	
3. Conduct a county-wide transportation needs survey. Responsibility: Jackson County Human Resources Council, Jackson County Department of Family and Children Services. Cost: \$1,000. <i>*(Under discussion with BOC)</i>			X*	
4. Select an organization and conduct a thoroughfare study for Jackson County and its cities. Cost: \$30,000. <i>*(Under discussion with BOC)</i>			X*	
5. Establish a capital improvements program. <i>*(Lack of interest)</i>			X*	
6. Initiate industrial site feasibility studies of greater detail for lands in the Interstate 85 corridor and along U.S. 129. Careful assessment of how new development could affect farming operations within Planned Commercial Farm Districts (PCFDs) should be conducted.		X		
Arcade				

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest and commitment)				X*
2. Develop design criteria to guide developers in constructing attractive industrial and business facilities and sites. *(Lack of interest and commitment)				X*
3. Assess city strengths and weaknesses in terms of what role it could play within the context of a county-wide economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of interest and commitment)				X*
4. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of interest and commitment)				X*

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Braselton				
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Continue to develop a cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
3. Sponsor events geared towards business leaders and which showcase the Braselton area as an excellent business location. *(Lack of funding)			X*	
4. Work with Human Resources Council to expand the "You Can Do It" adult literacy program. *(Lack of funding)			X*	
Commerce				
1. Assist the City of Commerce School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or a high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of funding)			X*	
2. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county-wide comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
3. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)	X*		X*	
4. Sponsor events geared towards business leaders and which showcase the Commerce area as an excellent business location.		X*		
5. Work with the Jackson County Human Resources Council to expand the adult literacy program. *(Lack of commitment)				
Hoschton				
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
3. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
4. Work with the Jackson County Human Resources Council to expand the adult literacy program. *(Lack of funding)			X*	

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Assist the City of Commerce School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or a high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county-wide comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
3. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
4. Sponsor events geared towards business leaders and which showcase the Jefferson area as an excellent business location. *(Lack of funding)			X*	
5. Work with the Human Resources Council to expand the adult literacy program. *(Lack of funding)			X*	
Nicholson				
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county-wide comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
3. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
4. Sponsor events geared towards business leaders and which showcase the Nicholson area as an excellent business location. *(Lack of funding)			X*	
5. Work with Jackson County Human Resources Council to expand the adult literacy program. *(Lack of funding)			X*	
Pendergrass				

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Develop design criteria to guide developers in constructing attractive industrial and business facilities and sites. Requiring protective covenants and design standards will help ensure that the city remains attractive by supporting attractive new development. *(Lack of cooperation)			X*	
3. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county-wide comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
4. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
5. Work with Jackson County Human Resources Council to expand the adult literacy program. *(Lack of funding)			X*	

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Talmo				
1. Assist the Jackson County School System in expanding educational opportunities and encouraging adults in the community, who have not completed high school, to obtain their GED or high school diploma. Help to promote adult literacy classes, provide classroom sites in city facilities, and assist in recruiting volunteer teachers. *(Lack of interest)				X*
2. Assess city strengths and weaknesses and identify areas of economic development that the city could contribute to a county-wide comprehensive economic development program (i.e., tourism, recreation, prime industrial land, etc.). Responsibility: Chamber of Commerce. *(Lack of cooperation)			X*	
3. Develop cooperative and coordinated working relationship with the Jackson County Area Chamber of Commerce. *(Lack of cooperation)			X*	
4. Work with Jackson County Human Resources Council to expand the adult literacy program. *(Lack of funding)			X*	
NATURAL RESOURCES - 1993				
Jackson County				
1. Continue updating and/or developing policies/ordinances for protection of natural resources.		X		
2. Identify passive recreation needs. *(Active recreation needs have taken precedence)			X*	
3. Provide education opportunities to code enforcement officials to increase awareness of environmentally sensitive areas in the county. *(Lack of funding & staff)			X*	
4. Coordinate with appropriate local organizations to educate citizens about low-flow plumbing.	X			
Arcade				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. Responsibility: RDC. Cost: Unknown. *(Lack of commitment)			X*	
2. Identify passive recreation needs. *(Lack of commitment)			X*	
Braselton				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. *(Lack of interest)			X*	
2. Identify passive recreation needs. *(No interest)			X*	
3. Adopt wellhead protection ordinance if protection criteria is adopted by 1992 General Assembly. *(Lack of interest)			X*	
Commerce				

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IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection.	X			
2. Identify passive recreation needs. <i>*(Not a priority)</i>			X*	
3. Adopt reservoir management plan for Grove River Reservoir in conjunction with the Soil Conservation Service that meets the DNR watershed management criteria. <i>*(Not a priority)</i>		X*		

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Hoschton				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection.			X	
2. Identify passive recreation needs. <i>*(Focus was on active recreation needs.)</i>			X*	
Jefferson				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. <i>*(Lack of interest by Mayor and Council)</i>			X*	
2. Identify passive recreation needs. <i>*(Lack of interest by Mayor and Council)</i>			X*	
3. Adopt watershed management plan for Curry Creek Reservoir. <i>*(Lack of interest by Mayor and Council)</i>			X*	
Nicholson				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. <i>*(City does not want land development ordinances.)</i>			X*	
2. Identify passive recreation needs.	X			
Pendergrass				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. <i>*(Lack of development pressure)</i>			X*	
2. Identify passive recreation needs. <i>*(No passive recreation needs)</i>			X*	
Talmo				
1. Begin updating and/or developing policies/ordinances for protection of natural resources discussed in the comprehensive plan as warranting protection. <i>*(Lack of development pressure)</i>			X*	
2. Identify passive recreation needs. <i>*(No passive recreation needs)</i>			X*	

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
HISTORIC RESOURCES - 1993				
Jackson County				
1. Prepare educational materials for residents, schools, and tourists. Responsibility: Jackson County Historical Society, Jackson County Chamber of Commerce, Northeast Georgia Regional Development Center, and the University of Georgia-Historic Preservation Services. Cost: \$3,000 - \$5,000. Matching funds may be available from the Historic Preservation Section, Georgia Department of Natural Resources. *(Lack of committed funding)			X*	
2. Conduct a comprehensive survey of Jackson County. Responsibility: Jackson County Historical Society. Cost: \$5,000 - \$7,500. Matching grants may be available from the Historic Preservation Section, Georgia Department of Natural Resources. *(Lack of committed funding)			X*	
3. Establish a county-wide cemetery preservation plan. Responsibility: Jackson County Historical Society, Jackson County Board of Commissioners, and interested individuals. *(Lack of commitment)			X*	
4. Preserve and protect Hurricane Shoals as a scenic area for the heritage of Jackson County. Responsibility: Jackson County Historical Society and Jackson County Board of Commissioners.		X		
5. Develop heritage education curriculum for Jackson County schools. Responsibility: Jackson County Board of Education with assistance from the Georgia Trust for Historic Preservation and the Northeast Georgia Regional Development Center. *(Anticipate new commitment from Board of Education.)			X*	
Arcade				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(Lack of commitment)			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues. *(Lack of commitment)			X*	
Braselton				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(Lack of commitment)			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(Under discussion with county.)*		X*		
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			
Hoschton				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(Lack of citizen interest)*			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			
Jefferson				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(There is a lack of cooperation between city and county)*			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			
Nicholson				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(Lack of historic resources)*			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			
Pendergrass				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(City considers it a County project.)*			X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.	X			

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Talmo				
1. Work with cities and county in preparation of a county-wide preservation plan. Prepare education programs for residents, schools, and tourists. These projects may be funded in part by matching grants from the Historic Preservation Office (DNR), the Department of Community Affairs (Local Development Fund), and the National Trust for Historic Preservation. *(City considers it a county project.)	X		X*	
2. Assist the county with the preparation of a tourism plan for 1996 Olympics so that Jackson County benefits from the tourism revenues.				
COMMUNITY FACILITIES - 1993				
Jackson County				
1. Seek sources of funding for planned recreational facility.	X			
2. Provide more space for public records in the Clerk's Office of the Superior Court and in the Probate Court.	X			
3. Seek funding for construction of satellite public health department in identified growth areas.	X			
4. Secure funding for construction of new middle school and begin construction of new school.	X			
5. Construct thirteen new classrooms at the K-5 level.	X			
Braselton				
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. *(Lack of cooperation)			X*	
2. Construct wastewater treatment plan expansion: Cost: \$1,240,000.00		X		
Commerce				
1. Develop long range Water Supply Service Territory Plan with Jackson County and Jefferson. *(Lack of cooperation between jurisdictions)		X*		
2. Develop plans and install water mains along the proposed access road to I-85.		X		
3. Develop plans and construct water mains to serve a new industrial park located on the south end of the 441 Bypass.		X		
4. Expand the sewer system to meet the growing demand on the northeast side of Commerce.	X			
5. Develop Willoughby Park as designed.		X		
6. Acquire property for parking facilities for the Civic Center. *(Lack of funding)			x*	
Hoschton				
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. *(Lack of cooperation)			X*	
Jefferson				

A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. <i>(Lack of cooperation)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. *(No existing treatment facilities)			X*	
Talmo				
1. Develop long range strategies with municipal sewage treatment providers to expand treatment and collection systems to growth areas adjacent to municipal systems. *(Growth has not dictated improvement)			X*	
2. Determine recreational facilities' needs and identify potential funding sources.	X			
HOUSING - 1993				
Jackson County				
1. Create a county-wide program to assist in the upgrading of substandard housing units through volunteer and governmental participation. *(Buy new mobile home)		X*		
2. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(Based upon complaint or nuisance through the enforcement office.)		X*		X*
3. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the county. *(We allow mobile homes)				
Arcade				
1. Expand the existing infrastructure to encourage continued residential growth in identified areas of Arcade. *(Minimum developer expanded facilities)			X*	
2. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
3. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the city. *(Move in new mobile home)			X*	
Braselton				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest)			X*	

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(Lack of funding and interest)		X*		
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(Lack of funding and interest)		X*		
Hoschton				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest and funding)			X*	
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest and funding)			X*	
Jefferson				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No funding or interest)			X*	
2. Determine if the Jefferson Housing Authority (JHA) or the Commerce Housing Authority (CHA) have an affordable housing specialist(s). If neither of the housing authorities do, determine the feasibility of training a staff member as an affordable housing specialist. *(Lack of funding)				X*
3. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest)			X*	
Nicholson				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest or ordinance)			X*	
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest or ordinance)			X*	
Pendergrass				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest)			X*	

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Talmo				
1. Determine the location of substandard, deteriorating, and blighted residential areas, and begin rehabilitation of identified units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Participate in state sponsored affordable housing programs. Encourage local initiatives to provide an adequate number of affordable housing units in the town. *(No interest)			X*	
LAND USE - 1993				
Jackson County				
1. Hire additional code enforcement staff if the budget permits. *(Funding not available)			X*	
2. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. Responsibility: RDC. Cost: \$10,000 - \$15,000.		X		
Arcade				
1. Draft zoning ordinance. *(No interest in regulations)				X*
Braselton				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments.	X			
Commerce				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. *(No developments proposed to use as an example)	X*			
Hoschton				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. *(Development has been slow)			X*	
Jefferson				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. *(Consider existing regulations adequate)			X*	
Nicholson				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. *(No development regulations)			X*	
Pendergrass				

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FOR JACKSON COUNTY AND THE CITIES OF
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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. <i>*(Little development pressure)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Talmo				
1. Revise zoning ordinance to create new zoning districts to allow flexibility in site design and encourage mixed use and cluster developments. <i>*(Little development pressure)</i>			X*	
ECONOMIC DEVELOPMENT - 1994				
Jackson County				
1. Identify industries that should be targeted and aggressively recruited by the Jackson County Area Chamber of Commerce.	X			
2. Draft report of findings and general strategy of economic development program, based on recommendations made by the county's economic development organization, and offer it for review by the Board of Commissioners and each of the city councils. <i>*(Lack of cooperation)</i>			X*	
3. Research individual firms of specific industries identified as those that should be targeted by Jackson County. Create company-specific recruitment strategies. <i>*(Lack of funding)</i>			X*	
4. Encourage all institutions identified as having roles in the economic development process to implement their own plans for contributing to Jackson County's economic development. <i>*(No identification of institutions)</i>			X*	
5. Aggressively market Jackson County to prospective industries. Responsibility: Chamber of Commerce.		X		
Braselton				
1. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. <i>*(Lack of interest)</i>			X*	
Commerce				
1. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. <i>*(Lack of funding)</i>		X*		
Hoschton				
1. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. <i>*(Lack of interest)</i>			X*	
Jefferson				
1. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. <i>*(Lack of interest)</i>			X*	
Nicholson				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Begin to implement strategy action-steps outlined by the county-wide economic development program. <i>*(County activity)</i>			X*	
2. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. <i>*(Lack of interest)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Begin to implement strategy action-steps outlined by the county-wide economic development program. *(County activity)			X*	
2. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. *(Lack of interest)			X*	
Talmo				
1. Begin to implement strategy action-steps outlined by the county-wide economic development program. *(County activity)			X*	
2. Continue to work with the Jackson County Human Resources Council in expanding educational advancement opportunities for Jackson County residents. *(Lack of interest)			X*	
NATURAL RESOURCES - 1994				
Jackson County				
1. Target wetland areas for delineation and develop time schedule to implement delineation. Wetlands targeted should be those identified that may qualify for special consideration regarding mitigation requirements if altered or degraded based on wildlife or plant habitat value and extensiveness. *(Require Corp. of Engineers approval on developments.)		X*		
2. Identify new passive recreation areas and potential funding sources for their purchase. *(No interest)			X*	
3. Participate with Jefferson in calculating the percentage of impervious surface in the Curry Creek watershed and develop policies/procedures to limit future impervious surfaces in conformance with Department of Natural Resources criteria. Responsibility: RDC. Cost: Unknown. *(Any major development has been required to do calculation and buffer set asides.)			X*	
Arcade				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(Lack of commitment)			X*	
Braselton				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(No interest)			X*	
Commerce				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(Not a priority)			X*	
Hoschton				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(Focus was on active recreation)			X*	

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(Lack of interest)			X*	
2. Participate with county in the calculation of the percentage of impervious surface in the Curry Creek watershed and develop policies/procedures to limit future impervious surfaces in Jefferson in conformance with Department of Natural Resources criteria. Responsibility: RDC. Cost: Unknown.			X	
Nicholson				
1. Identify new passive recreation areas and potential funding sources for their purchase.	X			
Pendergrass				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(No passive recreation needs)			X*	
Talmo				
1. Identify new passive recreation areas and potential funding sources for their purchase. *(No passive recreation needs)			X*	
HISTORIC RESOURCES - 1994				
Jackson County				
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded through matching grants from the State Historic Preservation Office and the Department of Community Affairs. Responsibility: Jackson County Historical Society.		X		
2. Develop oral history program as part of education for the county. Work with schools, churches, nursing homes, senior centers, etc., to record oral histories. Responsibility: Jackson County Historical Society. *(Lack of interest and volunteers.)				X*
Arcade				
1. Identify and nominate sites for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society. *(Lack of commitment)			X*	
2. Adopt a local historic preservation ordinance. *(Lack of commitment)			X*	
Braselton				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society. <i>*(Lack of community interest and commitment)</i>			X*	
2. Adopt a local historic preservation ordinance. <i>*(Lack of community interest and commitment)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Continue to nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society.	X*	X		
2. Adopt a local historic preservation ordinance. *(Lack of community interest and commitment)				
Hoschton				
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society.		X		
2. Adopt a local historic preservation ordinance. *(Lack of survey)			X*	
Jefferson				
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society.		X		
Nicholson				
1. Identify historic sites for nomination to the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society. *(No interest)			X*	
Pendergrass				
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society. *(Small city - no resources)			X*	
2. Adopt a local historic preservation ordinance. *(Small city - no resources)			X*	
Talmo				
1. Nominate historic districts for the National Register of Historic Places. These projects may be funded by matching grants from the Historic Preservation Office, Georgia Department of Natural Resources, Georgia Department of Community Affairs, and Jackson County Historical Society. *(Lack of interest)			X*	
2. Adopt a local historic preservation ordinance.			X	
COMMUNITY FACILITIES - 1994				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Arcade				
1. Add restrooms at Arcade City Park. <i>*(Grant not funded)</i>			X*	

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Construct walking path and landscaping around the Veterans Memorial Park lake. <i>*(Lack of funding)</i>			X*	
2. Construct parking facilities for the Civic Center. <i>*(Lack of funding)</i>		X*		
3. Acquire and renovate vacated post office building for new City Hall. <i>*(No interest)</i>		X*		
LAND USE - 1994				
Jackson County				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan.		X		
2. Form study group to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Board of Commissioners. <i>*(Proposed in relation to water resources)</i>			X*	
Arcade				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. <i>*(No interest in regulations)</i>				X*
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. <i>*(No interest in regulations)</i>				X*
Braselton				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. <i>*(Need to adopt thoroughfare)</i>			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. <i>*(Jackson Co. has not accomplished)</i>			X*	

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SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(No thoroughfare plan)	X*			
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. *(No interest)			X*	
Hoschton				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(No thoroughfare plan developed)			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. *(No interest)			X*	
Jefferson				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(No thoroughfare plan developed)			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. *(No interest)			X*	
Nicholson				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(City has no ordinances)			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council. *(No interest)			X*	

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SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(No thoroughfare plan developed)			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council.			X	
Talmo				
1. Amend land development ordinance to provide for adequate building setbacks in response to road classifications defined in the thoroughfares plan. *(No thoroughfare plan developed)			X*	
2. Participate in a study group formed by Jackson County to review whether revisions to the land development ordinance prohibiting clear cutting and requiring landscaping and subsequent maintenance of property has prevented the destruction of forested areas and allowed for more aesthetically pleasing development. Determine whether a tree ordinance is necessary. Report findings to Planning Commission and Mayor and Council.			X	
ECONOMIC DEVELOPMENT - 1995				
Jackson County				
1. Develop public and collaborative bodies that can have a facilitating role in developing corporate management. Responsibility: Chamber of Commerce. *(Lack of interest)			X*	
2. Create industry-directed and company-targeted strategies for recruitment. Responsibility: Chamber of Commerce.	X			
Arcade				
1. Implement steps recommended in the county-wide economic development program. *(Lack of interest and commitment)				X*
Braselton				
1. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
Commerce				
1. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of funding)			X*	
Hoschton				

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SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
Jefferson				
1. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
Nicholson				
1. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
Pendergrass				
1. Continue to implement steps endorsed in the county-wide economic development plan.			X	
2. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
Talmo				
1. Continue to implement steps endorsed in the county-wide economic development plan.			X	
2. Assist in efforts to expand worker training and retraining programs in Jackson County. *(Lack of interest)			X*	
NATURAL RESOURCES - 1995				
Jackson County				
1. Develop criteria and ordinances for protection of groundwater recharge areas in conformance with Department of Natural Resources guidelines. Responsibility: RDC. Cost: \$2,000 - \$5,000. *(Lack of funding)			X*	
2. Purchase new passive recreation areas if needed. *(Focus on active recreation needs)			X*	
3. Inventory urban forests. *(Use of aerial photos)			X*	
Arcade				
1. Purchase new passive recreation areas if needed. *(Lack of commitment)			X*	
2. Inventory urban forests. *(Lack of commitment)			X*	
Braselton				
1. Purchase new passive recreation areas if needed. *(None needed)			X*	
2. Inventory urban forests. *(Lack of interest)			X*	
Commerce				
1. Purchase new passive recreation areas if needed. *(None needed)			X*	
2. Inventory urban forests. *(Lack of interest)			X*	
Hoschton				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Purchase new passive recreation areas if needed. <i>*(None needed)</i>			X*	
2. Inventory urban forests. <i>*(Lack of interest)</i>			X*	
Jefferson				
1. Purchase new passive recreation areas if needed. <i>*(None needed)</i>			X*	
2. Inventory urban forests. <i>*(Lack of interest)</i>			X*	
Nicholson				
1. Purchase new passive recreation areas if needed. <i>*(Already own sufficient property)</i>				X*
2. Inventory urban forests. <i>*(Lack of interest)</i>			X*	
Pendergrass				
1. Purchase new passive recreation areas if needed. <i>*(None needed)</i>			X*	
2. Inventory urban forests. <i>*(Lack of interest)</i>			X*	
Talmo				
1. Purchase new passive recreation areas if needed. <i>*(None needed)</i>			X*	
2. Inventory urban forests. <i>*(Lack of interest)</i>			X*	
HISTORIC RESOURCES - 1995				
Jackson County				
1. Adoption of Preservation Ordinance(s). Ordinances may be adopted by individual local governments or jointly. A county wide ordinance would provide protection for the unincorporated areas of Jackson County and individual towns could adopt the county ordinance. Responsibility: Jackson County Historical Society, RDC, National Alliance of Preservation Commissions, Jackson County Board of Commissioners. <i>*(Resources have not been surveyed)</i>			X*	
2. Appoint historic preservation commission for county to administer the historic preservation ordinance for the unincorporated areas of the county. Responsibility: Jackson County Board of Commissioners. <i>*(Resources have not been surveyed)</i>			X*	
3. Begin designation of local historic districts and landmarks. Responsibility: Jackson County Board of Commissioners, Jackson County Historic Preservation Commission, and RDC.		X		
Arcade				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts. <i>*(Lack of commitment)</i>			X*	
Braselton				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts. <i>*(Lack of community interest and commitment)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts.		X		
Hoschton				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts. *(Lack of survey)			X*	
Jefferson				
1. Review local districts and continue to designate local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts.		X		

**A JOINT CITY/COUNTY COMPREHENSIVE PLAN
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ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO**

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Continue to identify historic sites and plan for their protection. <i>*(No interest)</i>				X*
Pendergrass				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts. <i>*(No ordinance)</i>			X*	
Talmo				
1. Begin designation of local historic districts and landmarks. RDC staff may assist local governments in designating local historic districts. <i>*(No survey)</i>			X*	
COMMUNITY FACILITIES - 1995				
Commerce				
1. Develop a lighted combination field at Ridgeway Park. <i>*(Lack of funding)</i>			X*	
2. Renovate the gymnastics center. <i>*(Lack of funding)</i>			X*	
LAND USE - 1995				
Jackson County				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the unincorporated area. <i>*(Staff time did not allow)</i>			X*	
Arcade				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. <i>*(No interest in regulations)</i>				X*
Braselton				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. <i>*(No interest)</i>				X*
Commerce				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. <i>*(No interest)</i>			X*	
Hoschton				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. <i>*(No interest)</i>			X*	
Jefferson				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. <i>*(No interest)</i>			X*	

**A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO**

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. *(No interest)				X*
Pendergrass				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. *(No interest)				X*
Talmo				
1. Inventory trees if study group determines that the ordinance is necessary for protection of trees in the city. *(No interest)				X*
ECONOMIC DEVELOPMENT - 1996				
Jackson County				
1. Promote the creation of a high-technology agglomeration in Jackson County based on the benefits provided by surrounding universities and technical institutions, specialized research facilities, and the presence of existing high-tech firms. *(Lack of funding) <ul style="list-style-type: none"> < Develop an active local technical community through lectures, workshops, and social occasions organized around technical and business topics. < Make arrangements to provide or channel seed capital, risk capital, and venture capital funds to firms. < Strive to form collaborative efforts between businesses and universities in terms of contributing to the establishment of university and college-based research programs and centers for purposes of conducting shared research. < Pursue the development of a science park and/or incubator facilities somewhere in the county. 			X*	
Braselton				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. *(Lack of funding)			X*	
Commerce				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics.		X		
Hoschton				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. *(Lack of funding)			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN
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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. <i>*(Lack of funding)</i>			X*	

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. *(Lack of funding)			X*	
2. Pursue economic development opportunities, through joint-municipal and county cooperative efforts, to develop a unique area for business and industrial development, such as the establishment of a science park or mixed-use business park. *(No such development demand in city)			X*	
Pendergrass				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. *(Lack of funding)			X*	
Talmo				
1. Work with the Jackson County Area Chamber of Commerce to develop an active local technical community by co-sponsoring lectures, workshops, and social occasions organized around technical and business topics. *(Lack of funding)			X*	
2. Assist in development of heritage education curriculum for the county's school systems. Responsibility: Board of Education, Jackson County Historical Society.			X	
3. Assist the Jackson County Human Resources Council in expanding adult literacy education programs. *(Lack of funding)			X*	
NATURAL RESOURCES - 1996				
Jackson County				
1. Develop new passive recreation areas.			X	
2. Draft tree ordinance. (Adoption to be in 1997.) *(Lack of staff and commitment)			X*	
Arcade				
1. Develop new passive recreation areas. *(Lack of commitment)			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) *(Lack of commitment)			X*	
Braselton				
1. Develop new passive recreation areas. *(None needed)			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) *(No interest)			X*	
Commerce				
1. Develop new passive recreation areas. *(None needed)			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) *(No interest)			X*	
Hoschton				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Develop new passive recreation areas. <i>*(None needed)</i>			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) <i>*(No interest)</i>			X*	

**A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO**

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Develop new passive recreation areas. <i>*(None needed)</i>			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) <i>*(No interest)</i>			X*	
Nicholson				
1. Develop new passive recreation areas.		X	X*	
2. Draft tree ordinance. (Adoption to be in 1997.) <i>*(No interest)</i>				
Pendergrass				
1. Develop new passive recreation areas. <i>*(None needed)</i>			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) <i>*(No interest)</i>			X*	
Talmo				
1. Develop new passive recreation areas. <i>*(None needed)</i>			X*	
2. Draft tree ordinance. (Adoption to be in 1997.) <i>*(No interest)</i> .			X*	
HISTORIC RESOURCES - 1996				
Jackson County				
1. Begin Revolving Loan Fund and Facade Grant Program for the continued preservation and maintenance of historic properties. Responsibility: Jackson County Preservation Commission and Jackson County Board of Commissioners. <i>*(Abandoned due to no significant area which would utilize program.)</i>				X*
2. Sponsor special events and tours for Olympics. Responsibility: Jackson County Chamber of Commerce, Jackson County Historical Society, RDC.	X			
Arcade				
1. Assist in development of heritage education curriculum for county wide school system. <i>*(Lack of commitment)</i>			X*	
Braselton				
1. Assist in development of heritage education curriculum for county wide school system. <i>*(County BOE project)</i>				X*
Commerce				
1. Assist in development of heritage education curriculum for county wide school system. <i>*(BOE project)</i>				X*
Hoschton				
1. Assist in development of heritage education curriculum for county wide school system. <i>*(BOE project)</i>				X*
Jefferson				

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FOR JACKSON COUNTY AND THE CITIES OF
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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Assist in development of heritage education curriculum for county wide school system. *(BOE project)				X*

A JOINT CITY/COUNTY COMPREHENSIVE PLAN FOR JACKSON COUNTY AND THE CITIES OF ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO				
SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Assist in development of heritage education curriculum for county wide school system. *(BOE project)				X*
Pendergrass				
1. Assist in development of heritage education curriculum for county wide school system. *(BOE project)				X*
Talmo				
1. Assist in development of heritage education curriculum for county wide school system. *(BOE project)				X*
COMMUNITY FACILITIES - 1996				
Commerce				
1. Construct two sludge holding ponds at the water plant.		X		
2. Reconstruct the clear well plumbing at the water plant.		X		
3. Develop an outdoor basketball facility at the Little League field complex. *(No funding)				X*
4. Plan and construct new utility department buildings and facilities. *(No funding)		X*		
5. Construct new public works shelters and city shop. *(No funding)			X*	
6. Install a centralized fuel farm with security system. *(No funding)			X*	
7. Develop an unlighted softball field at Veterans Memorial Park.	X			
8. Construct the designed renovation plans for the Old Presbyterian Church Building as a cultural arts facility. *(No funding)		X*		
9. Construct additional square footage at the Commerce Library to add 10,000 new volumes.	X			
10. Expand the libraries to meet the minimum state standard in 1997.	X			
LAND USE - 1996				
Jackson County				
1. Draft tree protection ordinance. *(Ongoing - to be considered after Plan adoption)			X*	
Arcade				
1. Draft tree protection ordinance. *(No interest in regulations)				X*
Braselton				
1. Draft tree protection ordinance. *(No interest)				X*
Commerce				
1. Draft tree protection ordinance. *(No interest)			X*	
Hoschton				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Draft tree protection ordinance. <i>*(No interest)</i>			X*	
Jefferson				
1. Draft tree protection ordinance. <i>*(No interest)</i>			X*	
Nicholson				
1. Draft tree protection ordinance. <i>*(No interest)</i>				X*
Pendergrass				
1. Draft tree protection ordinance. <i>*(No interest)</i>				X*
Talmo				
1. Draft tree protection ordinance. <i>*(No interest)</i>				X*
LAND USE - 1997				
Jackson County				
1. Adopt tree protection ordinance. <i>*(Ongoing - to be considered after plan adoption)</i>			X*	
Arcade				
1. Adopt tree protection ordinance. <i>*(No interest in regulations)</i>				X*
Braselton				
1. Adopt tree protection ordinance. <i>*(No interest)</i>				X*
Commerce				
1. Adopt tree protection ordinance. <i>*(No interest)</i>			X*	
Hoschton				
1. Adopt tree protection ordinance. <i>*(No interest)</i>			X*	
Jefferson				
1. Adopt tree protection ordinance. <i>*(No interest)</i>			X*	
Nicholson				
1. Adopt tree protection ordinance. <i>*(No interest)</i>				X*
Pendergrass				
1. Adopt tree protection ordinance. <i>*(No interest)</i>				X*
Talmo				
1. Adopt tree protection ordinance. <i>*(No interest)</i>				X*

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ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO**

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
COMMUNITY FACILITIES - ONGOING				
Jackson County				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement services. Add personnel and equipment as required.	X			
2. Monitor the numbers of calls and response times for fire fighting services. Add fire departments and equipment as required. *(No funding)			X*	
3. Monitor the numbers of calls and response times for emergency medical services. Add satellite EMS stations as required. *(No funding)			X*	
4. Maintain and improve roads throughout the county.	X			
5. Establish recycling centers as needed around the county.		X		
6. Participate in the regional Solid Waste Management Plan.		X		
7. Determine facility needs for government functions, identify and secure funding, and construct/renovate facilities as needed.	X			
Arcade				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement services. Add personnel and equipment as required.	X			
2. Maintain and improve roads throughout the city using priority system. *(Lack of funding)			X*	
3. Contingent upon funding, continue construction of water system for Arcade.	X		X*	
4. Participate in the regional Solid Waste Management Plan. *(Lack of interest due to proposed landfill)			X*	
5. Determine facility needs for government functions, identify and secure funding, and construct/renovate facilities as needed. *(Lack of interest)				
Braselton				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement services.	X			
2. Maintain and improve roads throughout the city.		X		
3. Complete construction of wastewater treatment plant.		X		
4. Participate in the regional Solid Waste Management Plan.	X			

**A JOINT CITY/COUNTY COMPREHENSIVE PLAN
FOR JACKSON COUNTY AND THE CITIES OF
ARCADE, BRASELTON, COMMERCE, HOSCHTON, JEFFERSON, NICHOLSON, PENDERGRASS, AND TALMO**

SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Commerce				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement service.	X			
2. Maintain and improve roads throughout the city.		X		
3. Develop plans to add 1,000,000 gallons per day capacity to existing water treatment plant.		X		
4. Develop plans to erect a 500,000 gallon water storage tank next to Baker Taylor. *(Lack of funding)	X*			
5. Develop plans to erect a 500,000 gallon water storage tank on the south end of the water distribution system.		X		
6. Develop plans to construct a 10-inch water main from Banks Crossing to the new Baker Taylor tank to provide a second supply line from the water plant to the city distribution system.	X			
7. Develop plans to construct a 10-inch water main along the 441 Bypass from Banks County to Highway 334.				X
8. Develop plans to loop the 8-inch water main on Johnny Shield Road from Waterworks Road to South Elm Street.		X		
9. Develop plans to loop an 8-inch water main on Jefferson Road along B. Wilson Road to Highway 98.		X		
10. Along with Jackson County and Banks County, develop and construct a long range sewer collection and pumping system to serve the Banks County/Jackson County I-85 development. *(Lack of cooperation)		X		
11. Expand the sewer system along the 441 Bypass as demand occurs.	X			
12. Develop plans to expand the sewer treatment plant 500,000 gallons per day.	X			
13. Construct water and sewer mains in the East Jackson County Industrial Park.	X			
14. Develop plans and construct sewer mains to serve a new industrial park located on the south end of the 441 Bypass. *(Lack of funding)		X*		
15. Develop plans and install sewer mains along the proposed access road to I-85. *(Lack of funding)		X*		
16. Participate in the regional Solid Waste Management Plan.	X			
17. Expand recycling centers as needed. *(Privatized)	X			
18. Determine government facility needs, identify funding sources, and construct facilities as needed.	X			
Hoschton				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement service.	X			
2. Maintain and improve roads throughout the city.		X		
3. Continue to extend water and sewer lines to appropriate areas where development is concentrating.	X			
4. Participate in the regional Solid Waste Management Plan.	X			
Jefferson				
1. Monitor the numbers of calls, response times, and types of calls for law enforcement service.	X			
2. Maintain and improve roads throughout the city.	X			
3. Participate in the regional Solid Waste Management Plan.	X			

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Nicholson				
1. Maintain and improve roads throughout the city.	X			
2. Develop plans for new water tank.	X			
3. Participate in the regional Solid Waste Management Plan.	X			

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SEPTEMBER 1992				
SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS				
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Pendergrass				
1. Maintain and improve roads throughout the city.	X			
2. Contingent upon funding, continue planning and constructing water system for Pendergrass.	X			
3. Participate in the regional Solid Waste Management Plan.	X			
Talmo				
1. Maintain and improve roads throughout the city.	X			
2. Contingent upon funding, continue planning and constructing water system for Talmo.	X			
3. Participate in the regional Solid Waste Management Plan.	X			
HOUSING - ONGOING				
Jackson County				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants.				X
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.		X		
Arcade				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants.			X	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations. *(No interest or commitment)			X*	
Braselton				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			
Commerce				
1. Continue expansion of existing infrastructure, if necessary, to encourage continued residential growth in identified areas of Commerce.	X			
2. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(Lack of funding)		X*		
3. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			
Hoschton				

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SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest and funding)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			

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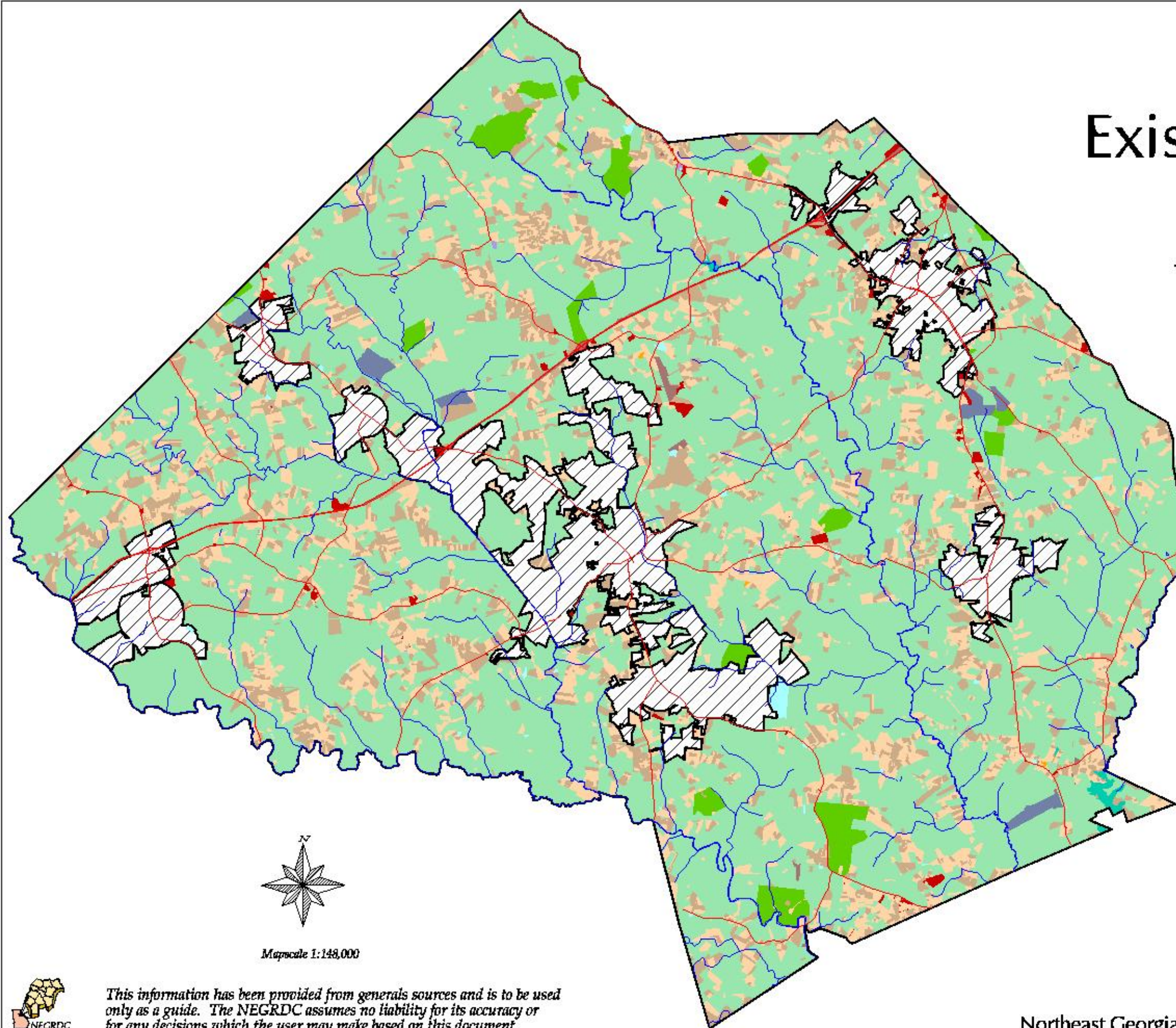
SEPTEMBER 1992

SHORT-TERM WORK PROGRAM ACCOMPLISHMENTS

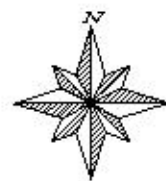
IMPLEMENTATION	ACCOM- PLISHED	ONGOING	NOT ACCOM- PLISHED	ABAN- DONED
Jefferson				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			
Nicholson				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest or ordinance)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations. *(No zoning or building inspection)			X*	
Pendergrass				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No interest)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			
Talmo				
1. Begin rehabilitation of identified substandard housing units. To assist with the rehabilitation process, apply for any appropriate federal or state grants. *(No survey)			X*	
2. Ensure high quality new residential developments through strict adherence of existing building codes and development regulations.	X			

Existing Land Use

Jackson County, Georgia



- Multi-Family Residential
- Residential
- Agriculture
- Crop Forest
- Commercial
- Industrial
- Public/Institutional
- Government
- Park/Recreation/Conservation
- Transportation/Communication/Utility
- Undeveloped/Unused



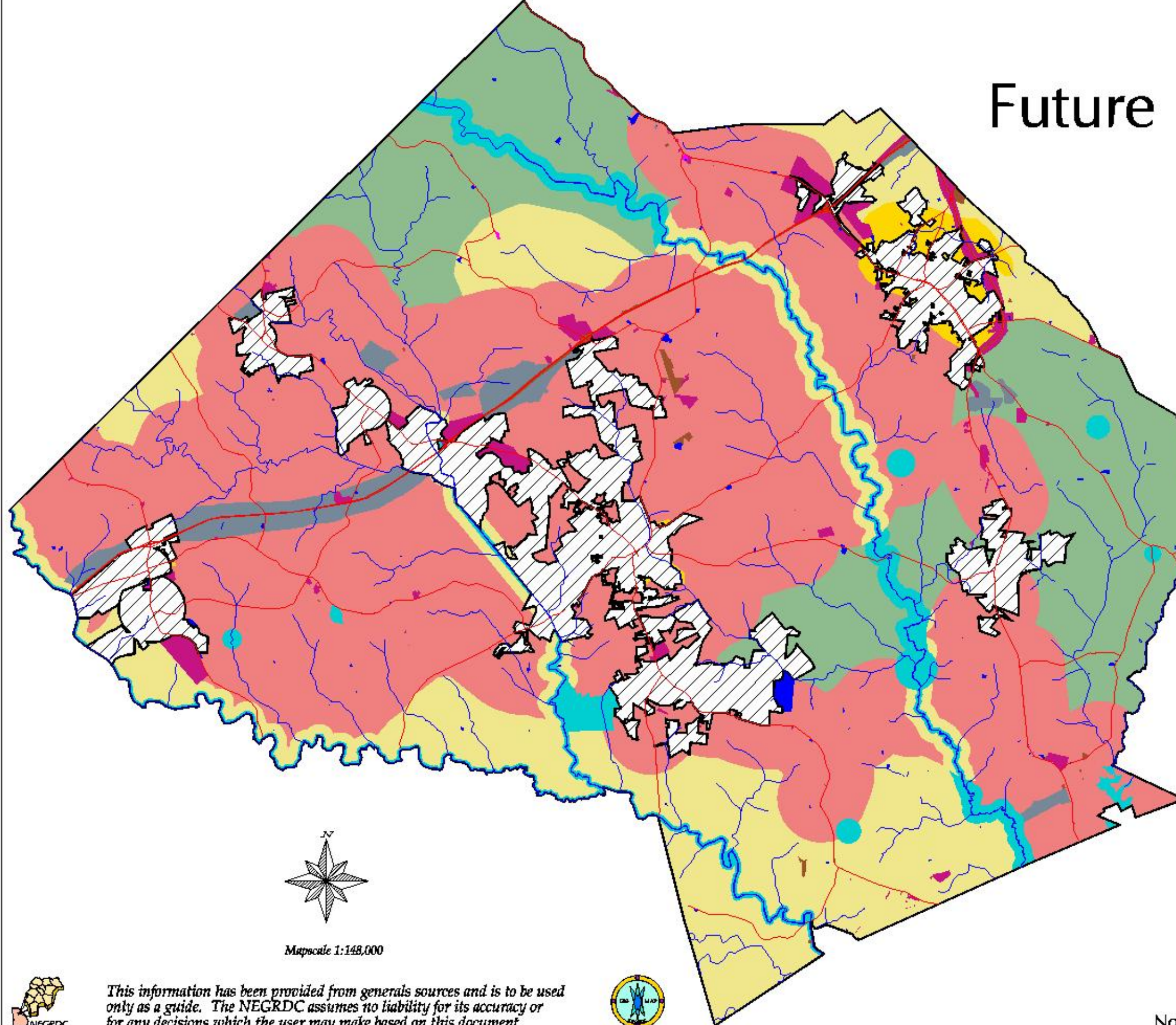
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Future Land Use - 2017



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Agriculture
- Commercial
- Industrial
- Public/Institutional
- Government
- Park/Recreation/Conservation
- Transportation/Communication/Utility

Jackson County,
Georgia



Mapscale 1:148,000



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