



**2008-2028 Comprehensive Plan:**

# **Community Assessment**



**City of Jefferson, Georgia**

**March 2008**

Prepared By:





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## Introduction

The Georgia Department of Community Affairs (DCA) administers Rules for Local Comprehensive Planning for all Qualified Local Governments in Georgia. The purpose of this program is to provide guidance for long range planning that will accomplish the following goals as outlined by the DCA:

- Involve all segments of the community in developing a vision for the community's future;
- Generate local pride and enthusiasm about the future of the community;
- Engage the interest of citizens in implementing the plan; and
- Provide a guide for decision making for use by the local government officials and other community leaders.

As required by DCA the City of Jefferson adopted its Partial Update to the Comprehensive Plan in October of 2007. The Partial Update includes a preliminary review of Issues and Opportunities, Quality Community Objectives, Areas Requiring Special Attention, and includes an updated Short Term Work Program. The Partial Update is based on interviews with city staff and officials, a survey of stakeholders, and analysis of readily available planning data. It will serve as a starting point for this full update to the Comprehensive Plan.

DCA guidelines require the completion of three major elements, the Community Assessment, Community Participation Program, and Community Agenda as part of the Comprehensive Plan. The Community Assessment summarizes the local government's evaluation of its development patterns, issues and opportunities, and level of compliance with the DCA's Quality Community Objectives. The Community Participation Program is a proposal for a community involvement program that will offer a wide range of opportunities to local citizens interested in participation in the Comprehensive Plan development. Lastly, the Community Agenda includes an update of the material in the Assessment based on public input, a short and long term work program, and a list of policies for land use decision making.

This Community Assessment is being submitted to DCA along with the Community Participation Plan and a Technical Addendum. The Technical Addendum contains a more detailed analysis of population, housing, natural and cultural resources, community facilities, economic development, intergovernmental coordination, and transportation. Upon approval by DCA, work on the Community Agenda will commence. The Community Agenda is the most important part of the plan. It will include the community's vision for the future, key issues and opportunities the community chooses to address during the planning period, and an implementation program.



## Analysis of Existing Development Patterns

The purpose of this analysis is to gain a clear understanding of the geographic setting within which Jefferson is growing and to explore further those issues and opportunities that relate directly to the physical environment. The following analysis looks at three aspects of the existing development patterns in Jefferson: Existing Land Use, Areas Requiring Special Attention, and Character Areas.

### Existing Land Use

An existing land use map is a representation of the land uses existing in a community at a given time. For the purposed of this analysis, the Jefferson Existing Land Use Map shows what is on the ground as of November 2007. The map is based on a number of field surveys undertaken in the Summer and Fall of 2007 and an analysis of aerial photography. The uses were categorized using a variation of the standard category system prescribed by the DCA. **Table 2** lists the definitions of each land use category. **Table 1** shows the amount of land categorized under each use. The Existing Land Use Map follows these two tables.

**Table 1: Existing Land Uses**

	Acres	% of Total Acres
Agriculture/Forestry	4,573	33%
Total Residential	4,119	30%
Single Family	4,006	29%
Multi-Family	32	0%
Mobile Home	81	1%
Commercial	461	3%
Industry	873	6%
Public/Institutional	332	2%
Parks Recreation Conservation	267	2%
Transportation/Communication/Utilities	237	2%
Transitional	619	4%
Vacant/ Undeveloped	1,886	14%
Unclassified	394	3%
Total	13,761	100%



**Table 2: Existing Land Use Category Definitions**

	<b>Definition</b>
Agriculture/Forestry	Land used for agricultural purposes, such as cropland or livestock production, and all land used or potentially used for commercial timber production.
Total Residential	Residential uses that includes all the subcategories listed below.
Single-Family	A subcategory of residential that includes detached, single-family residential uses, excluding single mobile homes on individual lots.
Multi-Family	A subcategory of residential that includes residential structures containing two or more units attached.
Mobile Home	A subcategory of residential that includes land used for mobile homes on individual lots as well as mobile home communities.
Commercial	Land used by commercial that includes commercial and office uses such as strip malls, auto-related businesses, restaurants, convenience stores, and office buildings.
Industry	Land used by industrial uses including manufacturing, quarries, warehouses, and assembly operations.
Public Institutional	Community facilities (except utilities), general government, and institutional uses. Examples include schools, city halls, churches, and libraries.
Parks Recreation Conservation	Active and passive recreation areas, parks, and protected lands.
Transportation/Communication/Utilities	Land used by transportation, communication, or utility facilities such as cell towers, power stations, sewer plants, water towers, and water treatment facilities.
Transitional	Land being developed for an undetermined use at the time of the field survey. (November 2007)
Vacant/ Undeveloped	No active use on the property, includes property improved for real estate sales and property with vacant or abandoned structures with which no employment or residence can be associated.

*Agriculture/Forestry*

One third of Jefferson’s land is currently used for agriculture or forestry. This is the most common land use in the City. Much of this land may be made available for other uses in the future.

*Residential Land Uses*

30% of Jefferson is residential, the vast majority of which are single-family detached homes. Approximately half of which are low density rural or suburban homes. Very little land is devoted to mobile homes, accounting for about 1% of the land used. Even fewer acres are used for multi-family.



### *Commercial Land Uses*

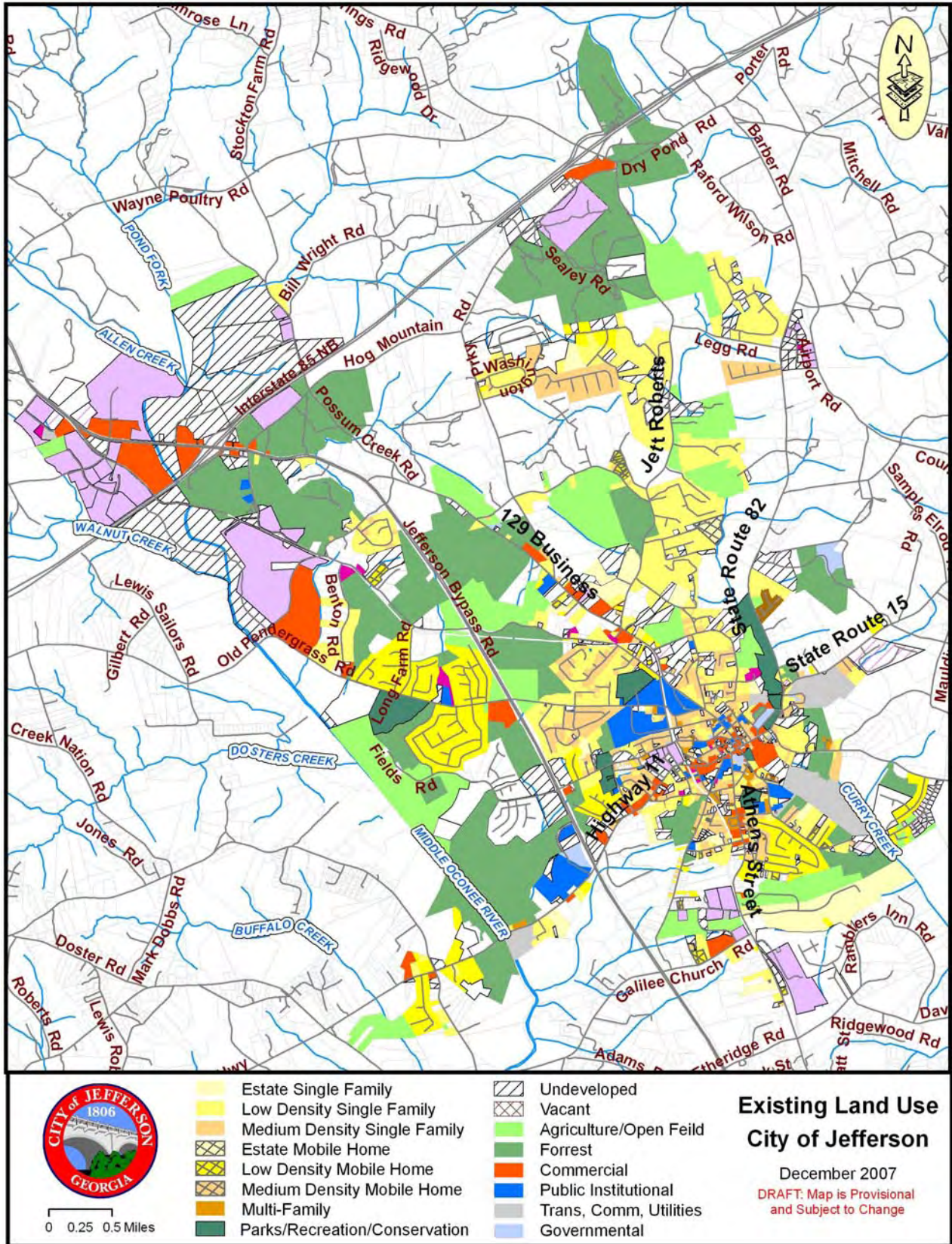
About 3% of Jefferson's acreage is in commercial use. Originally, commercial land uses were located in downtown and along Athens Highway. With the completion of the 129 bypass and annexation of property near I-85, commercial development has become less centralized. In response to the market caused by the growth of Jackson County, new commercial businesses will continue to locate on the 129 Bypass and near I-85.

### *Other Land Uses*

Industrial uses account for about 6% of the land use in Jefferson. The majority of industry is located at I-85 and hwy 129. There are 1,886 vacant acres in Jefferson (14%). The remaining acres include Parks/Recreation/Conservation, Transportation/Communication/Utilities, and Public/Institutional. These account for an additional 6% of Jefferson land-use.



Figure 1: Existing Land Use







### Areas Requiring Special Attention

As Jefferson continues to develop, growth will have significant impacts on current residential areas, natural and cultural resources, community services and facilities, and infrastructure. This section summarizes where growth may impact an area, including areas where growth should be avoided and where growth should be directed. Also included are areas in need of additional investment because of aesthetics or disinvestment.

### *Areas Where Development is Likely to Occur*

Continuing at the present rate and pattern of development, the City of Jefferson will likely exhaust its inventory of developable land over the next twenty years due to the rapid pace of low density growth.

Within the City, development will challenge the community's ability to provide the same level of service for infrastructure, community facilities, and services. Among the services requiring the most attention are:

- Highways and roads;
- Schools;
- Bike paths and sidewalks;
- Parks and Open Space
- Libraries; and
- Water and sewer.

Jefferson has experienced new development along the fairly new 129 bypass along its western border. It is expected that Jefferson will continue to experience dramatic development pressure along this new four lane divided highway. This growth is expected to be residential and highway commercial.



*New Industrial Development near I-85*

I-85, located in the northern reaches of Jefferson has interchanges on S.R. 129 and Holly Springs Road. These two interchanges are developing into warehousing and industrial areas. It is expected that the areas surrounding and in between these interchanges will change dramatically over the next 20 years. The City and County should work together to protect the historic Dry Pond community located near the Holly Springs exit.

### *Significant Natural Resources*

Critical natural resources such as wetlands, streams, and floodplains are located throughout Jefferson. **Figure 2** shows the location of these natural resources. The water supply watershed for the Curry Creek Reservoir includes much of the northern portion of the City and extends into the unincorporated County. The Curry Creek watershed is



protected under an ordinance that outlines maximum permissible impervious areas. This ordinance is mandatory within the city limits and is monitored on a voluntary basis in the County. Protecting the water in this basin is vital to protecting drinking water supplies for the majority of the City's residents. Additional natural resources are illustrated in a series of detailed maps in the technical addendum.

### *Significant Cultural Resources*

The historic districts are Jefferson's most prized resource. There are six historic districts located in the downtown. All of Jefferson's local historic districts are part of the nationally registered historic district that is incorporated into the Historic Downtown area shown on the Areas Requiring Special Attention Map. The Mill Village indicated on **Figure 2** is one of several historic residential areas that is not currently a historic district but deserves special attention. The National Register District is a "superdistrict" that includes historic resources that are not in a local historic district and consequently are unprotected.

### *Areas with Significant Infill Development Opportunities*

There are several infill opportunities in Jefferson. The Old Mill complex is about 20 acres and could be targeted for renovation and reuse. The Grubbs property in the Oak Ave. Historic District is approximately 21 acres and is for sale. Both of these are large infill opportunities near downtown. Additionally, there is land behind the historic Courthouse in the heart of downtown as well as a few scattered vacant lots within the Historic Downtown. The City should create a redevelopment or marketing strategy to foster the infill of downtown with historically compatible structures.



*Infill Home near downtown*

### *Brownfields*

There are no large brownfields in Jefferson.

### *Areas of Disinvestment, Needing Redevelopment, or Improvements to Aesthetics or Attractiveness*

One disinvestment area was identified in Jefferson and is illustrated in **Figure 2** forming a crescent shape in the southern part of the city. This area presents an opportunity for reinvestment. The area located along Martin Luther King Jr. Drive has particularly high levels of poverty and could be appropriate for rehabilitation or aesthetic improvements.

### *Unincorporated Islands*

There are more than a dozen unincorporated islands in Jefferson. These can pose service delivery problems and should be considered for annexation.

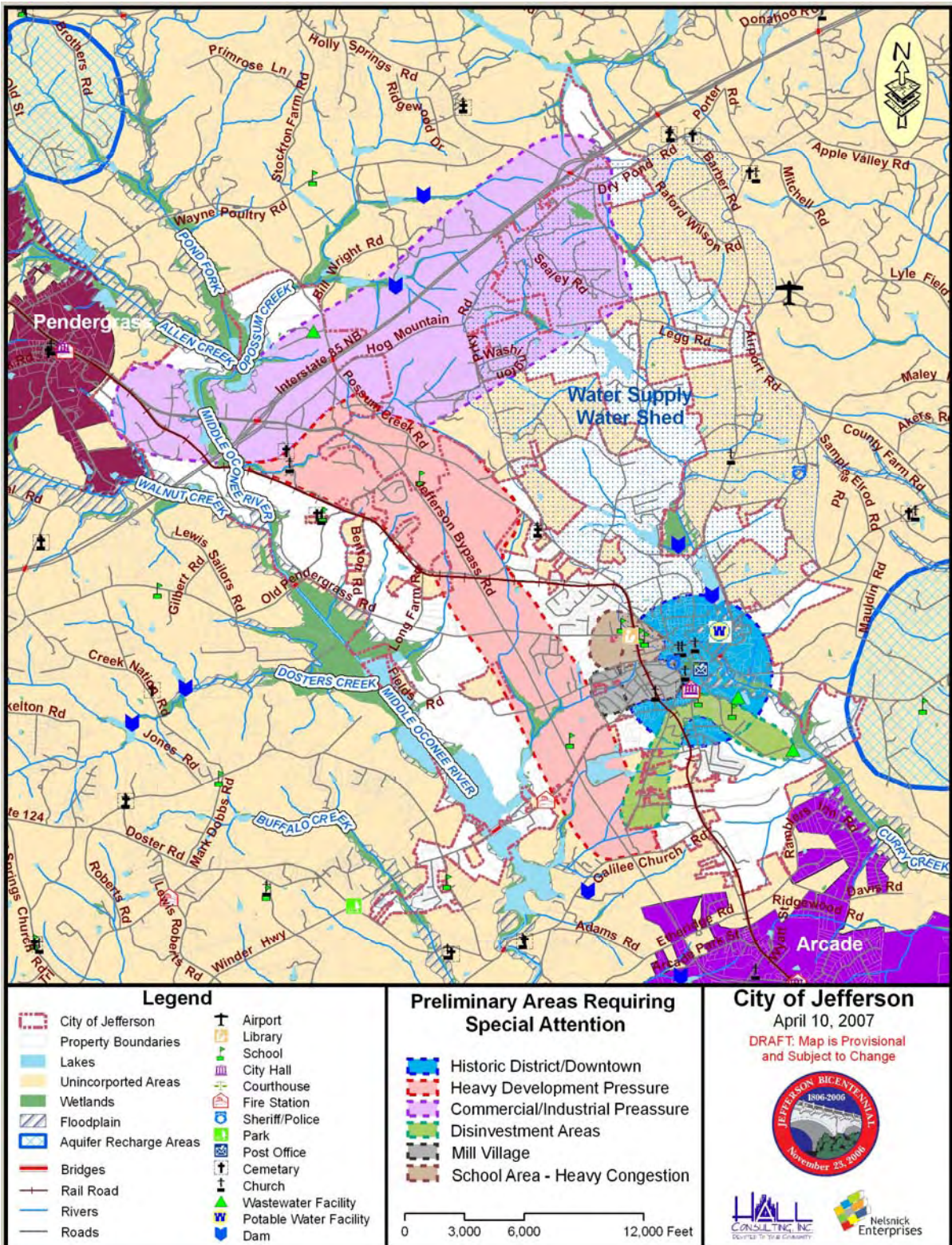


*Congested Areas*

The areas surrounding the City's schools are heavily congested in the morning and throughout the afternoon. Strategies should be developed to improve safety, alleviate traffic congestion, and promote walkability and alternative transportation.



Figure 2: Areas Requiring Special Attention





### Recommended Character Areas

The DCA requires the development of “Character Areas” as part of the Rules for Comprehensive Planning to acknowledge the visual and functional differences of various neighborhoods. By identifying desirable neighborhood characteristics, the City of Jefferson will be able to provide more specific guidance for future development through appropriate planning and implementation within each Character Area.

The Character Areas are defined in Table 3 and illustrated on Figures 3 and 4. Recommended Character Areas have unique or special characteristics that need to be preserved or have potential to evolve into unique areas. It is important to note while reviewing the Character Area map and descriptions that the identified character may not be accurate for every single parcel, but is rather the overall defining character of the entire area. The development strategies identified within each Character Area are not requirements, but recommendations for the desired types of development and redevelopment. The strategies will be utilized to help define short-term activities and long-term policies for future growth within the City of Jefferson. The Character Area descriptions below are based on the State Planning Recommendations, a survey of community leaders, and interviews with City Staff.

**Table 3: Character Areas Descriptions**

Character Area	Description/Location	Development Strategy
Historic Downtown and Square	Historic commercial core in downtown Jefferson	Downtown should include relatively high-density mix of retail, office, services, and employment to serve the greater area. Residential development should reinforce the traditional town center through a combination of rehabilitation of historic buildings in the downtown area and compatible new infill development targeted to a broad range of income levels, including multi-family town homes, apartments, lofts, and condominiums. Design should be pedestrian-oriented, with walkable connections between different uses. Road edges should be clearly defined by locating buildings at roadside with parking in the rear. Enhance the pedestrian-friendly environment creating pedestrian-friendly trail/bike routes linking to neighboring communities and major destinations, such as libraries, neighborhood centers, health facilities, commercial clusters, parks, and schools.



Character Area	Description/Location	Development Strategy
Historic Districts	Historic Districts from HPC Map	Protect historic properties from demolition and encourage rehabilitation with appropriate incentives. Extend protection to the entire National Register District. Historic properties should be maintained, rehabilitated, and restored. New development in the area should be of scale and architectural design to fit well into the historic fabric of that area. Pedestrian access and parks should be provided to enhance citizen enjoyment of the area.
I-85 Commercial Area	Developing Commercial Area at I-85 and Hwy 129	Include relatively high-density mix of retail, office, services, employment, and appropriately scaled multi-family townhomes and/or apartments to serve the northeast Georgia regional market. Design should be pedestrian oriented, with walkable connections between different uses and include direct connections to nearby networks of greenspace or trails, available to pedestrians, bicyclists, and equestrians for both tourism and recreation purposes. Encourage compatible architecture styles that maintain the regional character, and should not include “franchise” or “corporate” architecture. “Big Box” retail should be limited to these areas, and designed to fit into mixed use planned development with limited parking that is shared with surrounding uses.



Character Area	Description/Location	Development Strategy
Industrial Area	<p>Areas around I-85 and in south Jefferson on Athens Highway. Land used in higher intensity manufacturing, assembly, processing activities.</p>	<p>Develop or, where possible, retrofit as part of a planned industrial park having adequate water, sewer, storm-water, and transportation infrastructure for all component uses at build-out. Incorporate landscaping and site design to soften or shield views of buildings and parking lots, loading docks, etc. Incorporate signage and lighting guidelines to enhance quality of development. Encourage greater mix of uses (such as retail and services to serve industry employees) to reduce automobile reliance/use on site. Limit impervious surfaces to protect water resources.</p>
Town Center	<p>Old Pendergrass Road and 129 Bypass should serve as a focal point for several neighborhoods that has a concentration of activities such as general retail, service commercial, professional office, higher density housing, and appropriate public open space uses easily accessible by pedestrians.</p>	<p>The Town Center should include a relatively high-density mix of retail, office, services, and employment to serve a regional market area. Residential development should reinforce the town center through locating higher density housing options adjacent to the center, targeted to a broad range of income levels, including multi-family town homes, apartments and condominiums. Design for the Town Center should be pedestrian-oriented, with, walkable connections between different uses and include direct connections to greenspace and trail networks. Facades should reflect Jefferson’s historic commercial architecture. Site design should be oriented around a central green, square, or plaza. The pedestrian-friendly environment should be enhanced by adding sidewalks and creating other pedestrian-friendly trail/bike routes linking to neighboring communities and major destinations.</p>



Character Area	Description/Location	Development Strategy
<p>Gateway Corridors</p> <p>1-28-2008</p>	<p>Important transportation corridors leading into downtown including; Jett Roberts Road, Athens Street, Highway 11, and 129 Business.</p>	<p>For all Gateway Corridors:</p> <ul style="list-style-type: none"> <li>• Focus on appearance with appropriate signage, landscaping and other beautification measures.</li> <li>• Manage access to keep traffic flowing; using directory signage to clustered developments.</li> <li>• Retrofit or mask existing strip development or other unsightly features as necessary.</li> <li>• New developments and redevelopments should reflect Jefferson’s historic commercial architecture.</li> <li>• Provide pedestrian linkages to adjacent and nearby residential or commercial districts.</li> </ul> <p><b>Jett Roberts Road and 129 Business:</b> Establish guidelines on development to protect the characteristics deemed to have scenic/rural value. Enact guidelines for new development that enhances the rural value of the corridor and addresses landscaping and architectural design. Manage access to keep traffic flowing; using directory signage to clustered developments.</p> <p><b>Athens Street, and Highways 11, 15, and 82:</b> Gradually convert corridor to attractive boulevard with signage guiding visitors to downtown and scenic areas around the community. The appearance of the corridors can immediately be improved through streetscaping enhancements (street lights, landscaping, etc.) Enact design guidelines for new development, including minimal building setback requirements from the street, to ensure that the corridors become more attractive as properties develop or redevelop. Reduce the role and impact of automobiles in the area by employing attractive traffic-calming measures and exploring alternative solutions to parking congestion. Provide access for pedestrians and bicycles, consider vehicular safety measures including driveway consolidation and raised medians.</p>





Character Area	Description/Location	Development Strategy
Transitioning Neighborhoods	Neighborhoods in south Jefferson characterized by worsening housing conditions	Focus on strategic public investments to improve conditions, appropriate infill development on scattered vacant sites, and encouraging more homeownership and maintenance or upgrade of existing properties. Public assistance and investment should be focused where needed to ensure that the neighborhood becomes more stable, mixed-income community with a larger percentage of owner-occupied housing. Vacant properties in the neighborhood offer an opportunity for infill development of new, architecturally compatible housing. The neighborhoods should include well-designed activity centered at appropriate location that provide a focal point for the neighborhood, while also providing a suitable location for a grocery store, hardware store, and similar appropriately-scaled retail establishments serving neighborhood residents. The Boys and Girls Club and existing commercial developments on Athens Street can serve as neighborhood focal points.
Linear Greenspace	Area along Curry Creek where open space follows natural and manmade linear features for recreation, transportation and conservation purposes and links ecological, cultural and recreational amenities.	Properly designed greenways can serve as an alternative transportation network, accommodating commuting to work or shopping as well as recreational biking, walking and jogging. Create linkages by connecting greenspaces into a pleasant network of greenways. Set aside land for pedestrian and bicycle connections between schools, churches, recreation areas, city centers, residential neighborhoods and commercial areas.



Character Area	Description/Location	Development Strategy
Old Mill Village	Area off of Lee Street just west of downtown characterized by small lot single family homes and a mix of small and large businesses, anchored by Real Deals in the historic Old Jefferson Cotton Mill	<p><b>Housing:</b> Focus on reinforcing stability by encouraging more homeownership and maintenance or upgrade of existing properties. Vacant properties in the neighborhood offer an opportunity for infill development of new, architecturally compatible housing.</p> <p><b>Commercial:</b> Retro-fit to be more aesthetically appealing and, therefore, more marketable to prospective tenants by upgrading the appearance of existing older commercial buildings with façade improvement, new architectural elements, or awnings. Reconfigure the parking lot and circulation routes for automobiles. Provide pedestrian and bicycling amenities, including covered walkways, benches, lighting and bike racks. Add landscaping and other appearance enhancements, trees in parking lots to provide shade and help reduce storm water runoff.</p> <p><b>Access:</b> Connect to downtown streetscape plan. Strong pedestrian and bicycle connections should also be provided to encourage these residents to walk/bike to work, shopping, or other destinations in the area.</p>



Character Area	Description/Location	Development Strategy
Rural Residential Area	Rural land likely to face development pressure for lower density residential development in northeast Jefferson off Jett Roberts Road.	Maintain rural atmosphere while accommodating new residential development by: <ul style="list-style-type: none"> <li>• Permitting rural cluster or conservation subdivision design that incorporate significant amounts of open space.</li> <li>• Encourage compatible architecture styles that maintain the regional rural character, and should not include “franchise” or “corporate” architecture.</li> <li>• Wherever possible, connect to regional network of greenspace and trails, available to pedestrians, bicyclists, and equestrians for both tourism and recreational purposes.</li> <li>• Can be designed for greater pedestrian orientation and access, more character with attractive clustering of buildings within the center, leaving open space surrounding the center.</li> </ul>
129 Bypass Corridor	Currently undeveloped and underdeveloped area along the 129 Bypass.	Require new developments to strictly adhere to existing design guideline such as vegetated buffers, set-backs, access roads, shared driveways, etc. Landscaped raised medians should be encouraged to provide vehicular safety, aesthetics, and also pedestrian crossing refuge. Provide pedestrian facilities behind drainage ditches or curb and paved shoulders that can be used by bicycles or as emergency breakdown lanes. Billboards should be regulated to avoid creating an unsafe driving environment.



Character Area	Description/Location	Development Strategy
School Oriented Neighborhood	Residential and Commercial areas adjacent to and near the Jefferson City School Campuses	The Schools should provide a focal point for the area. School Oriented Neighborhoods should also include nodes of retail, office, and services, to serve neighborhood residents' day-to-day needs. The entire area should be pedestrian-oriented, with, walkable connections between different uses and to the schools. Road edges should be clearly defined by locating buildings at roadside with parking in the rear. Direct connections to greenspace and trail networks should be included.
County Courthouse Campus	New County Courthouse Campus located off Commerce Road	Use buffers to separate from adjacent uses. Allow for compatible professional office developments with direct connections to greenspace, trail networks, and downtown.
Traditional Neighborhood	Areas where pressures for the typical types of suburban residential subdivision development are greatest.	Promote moderate density, traditional development (TND) style residential subdivisions. New development should be master planned with mixed uses, blending residential development containing several housing types with schools, parks, and recreation linked in a compact pattern that encourages walking and minimizes the need for auto trips. Focus development away from important natural resources such as the Middle Oconee River, thereby protecting the resource and providing opportunities for passive recreation. There should be connectivity and continuity between master planned developments. There should be good vehicular and pedestrian/bike connections to retail/commercial services as well as internal street connectivity, connectivity to adjacent properties/subdivisions, and multiple site access points.



Figure 3: Recommended Character Areas

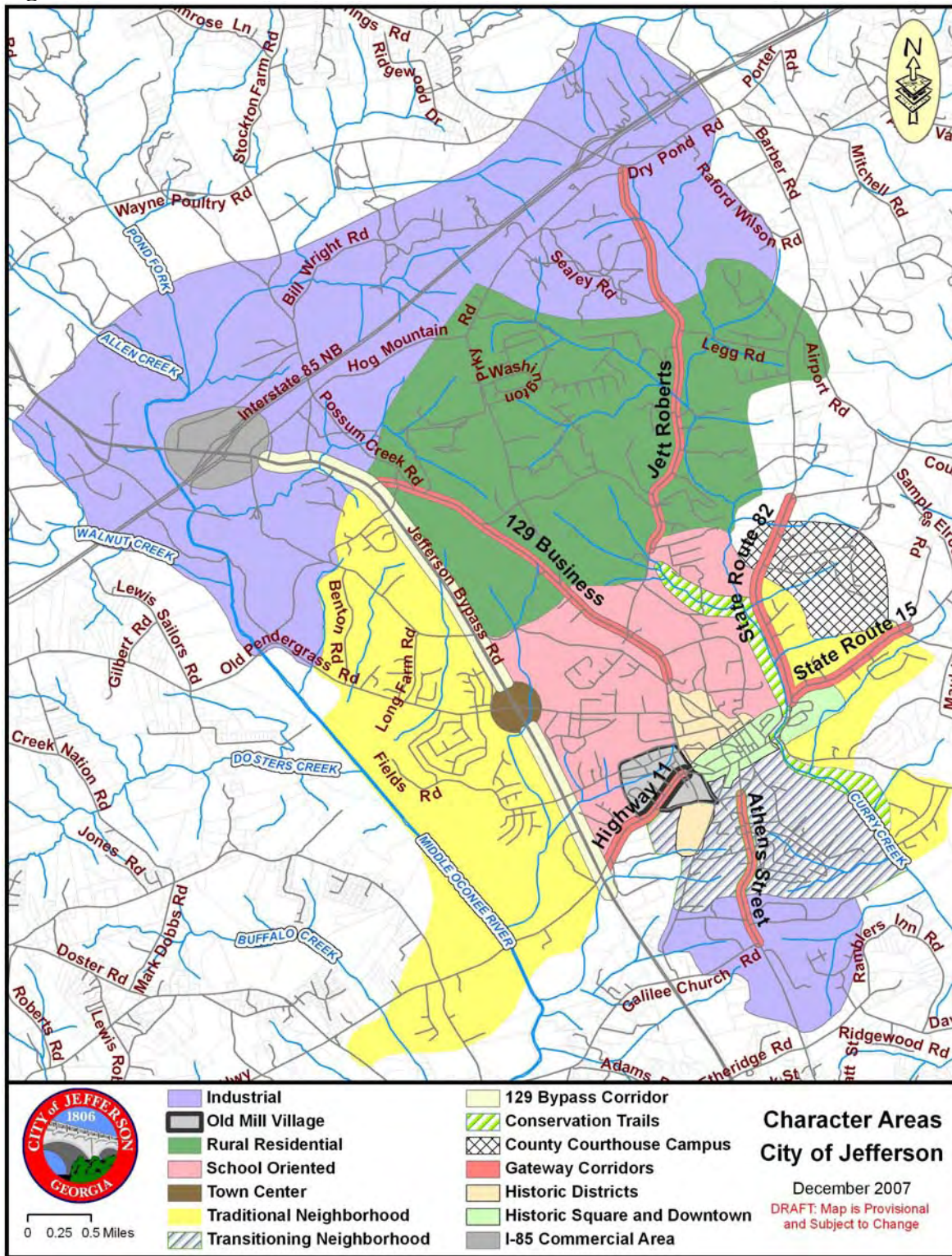
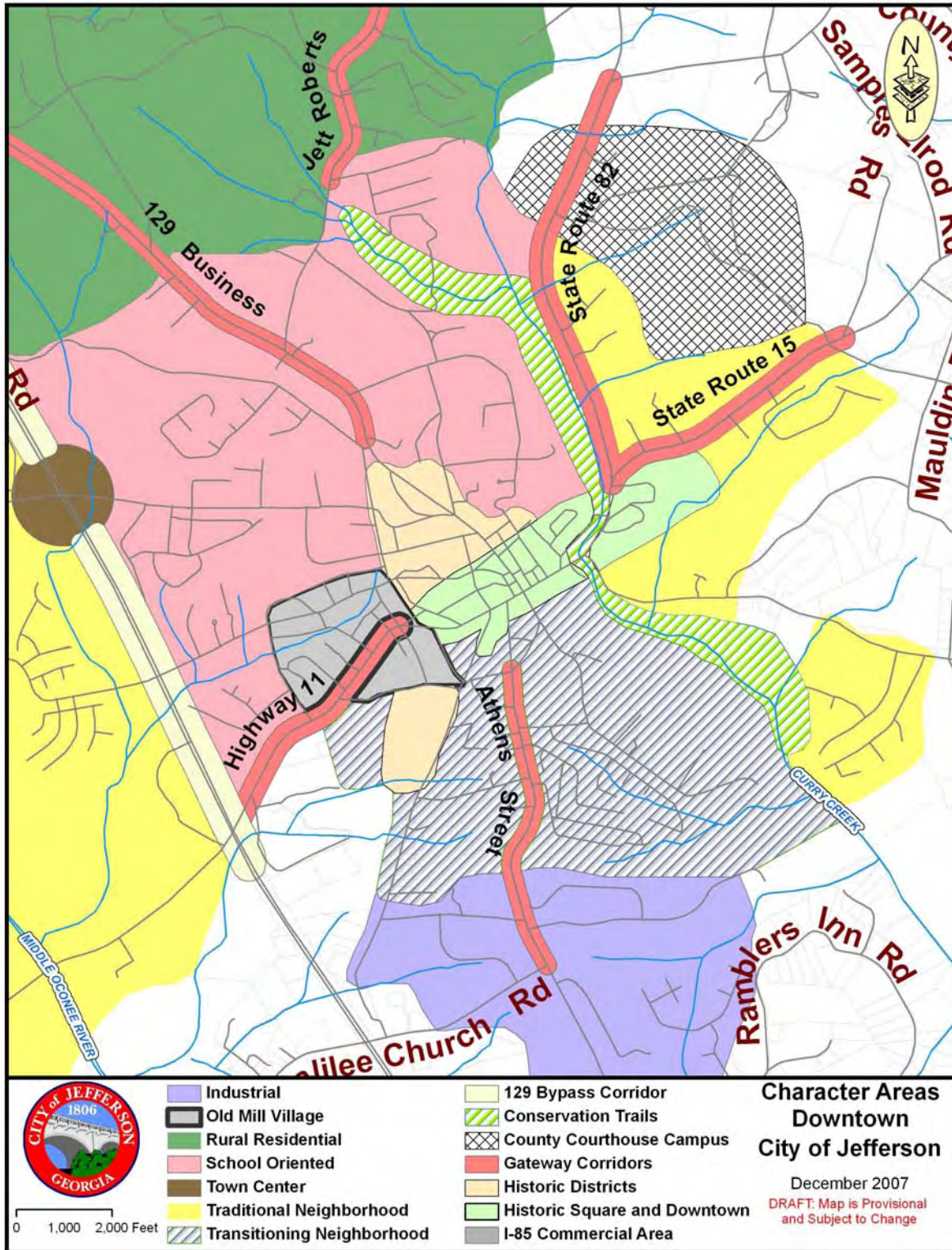




Figure 4: Recommended Character Areas (Downtown Focus)





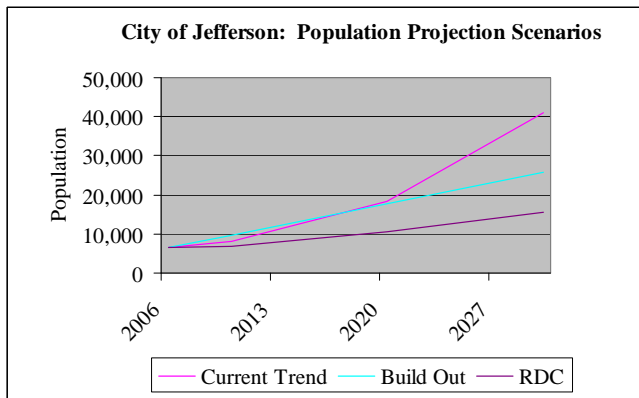
## Preliminary Issues and Opportunities

The following Issues and Opportunities were identified using the Georgia Department of Community Affairs' *Quality Community Objectives Local Assessment Tool* and *Typical Issues and Opportunities* and analysis of supportive data and information; the documentation of which can be found in the Technical Addendum to this report. Information gathered from interviews with city staff and a survey of community leaders and stakeholders supplemented the analysis. The Community Agenda will use an extensive community involvement campaign to choose which issues are the highest priorities to address.

### Population

**Residential Growth** Jackson County is one of the fastest growing counties in the State of Georgia. It is expected that Jackson County will continue to grow at a faster rate than the region. From 1990 to 2000 the population of Jefferson grew by 1,062 persons, representing an annual increase of nearly 4% per year. It is estimated that the population of Jefferson increased by an additional 2,631 persons from 2000 to 2006, a 69% increase over six years. This amounts to an astonishing growth rate of 11.5% per year. During the same time period Jackson County grew by about 4.9% per year. The rapid growth rate in Jefferson is attributable to the rapid growth in the area combined with the aggressive annexation of properties northward to I-85.

The primary reason for Jackson County's growth has been in-migration – the number of new families moving to the county from other places. This trend is expected to continue into the foreseeable future. However, in-migration is very hard to predict because it is



driven by cyclical changes in the job and housing market, as well as the county's own policies.

Therefore, a range of population projections for the City of Jefferson is included to guide the Comprehensive Plan. These range from a population of about 16,000 to 41,000 persons in 2030. How the City of Jefferson is impacted by this growth is dependant on the policies and strategies the city adopts over the next few years.

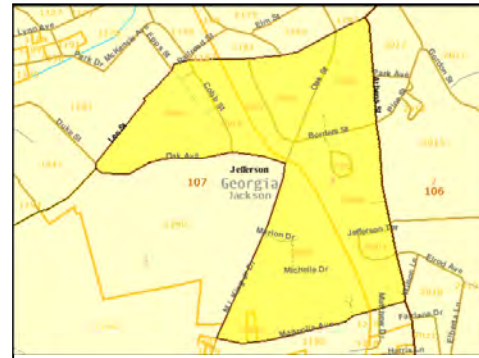
**Adapting to Change** The City of Jefferson has the opportunity to prepare for the growth by updating its technology and reviewing its finances. A review of operations and finances by a certified and qualified consultant would help develop a system for workable and accurate budgeting. Jackson County recently upgraded its Geographic Information System Software. Jefferson could benefit from utilizing this technology as well.



Utilizing modern GIS technology would accelerate the permitting process and assist with land use planning.

**Community Building** Jefferson has a solid base of long-time residents who are devoted to preserving the history and small town appeal of Jefferson. The City also has a growing population of newcomers. Newcomers add a wealth of knowledge and experience to the City and need to be encouraged to participate in City affairs. A strategy should be created to develop community pride and activism among new residents.

**Pocket of Poverty** In 1999, nearly a third of all residents living between Lee and Magnolia Streets, and between Oak/MLK and Athens Street lived in poverty. Jefferson should investigate State programs for reducing poverty such as Community Development Block Grants or Opportunity Zones for this area.



**Census Block Group with 29% of residents living in poverty in 1999.**

**Growing Population of Seniors** Although Jefferson's share of seniors has decreased over time, one of the most important trends for the future is the rapidly growing population of seniors.

The Atlanta area, like the rest of the country and many parts of the world, is experiencing a dramatic increase in its older adult population. Between 2000 and 2015 the aging population is expected to double in Atlanta. By 2030, one in five residents will be over the age of 60. Recent data support these projections. From 2000 to 2005, the older adult population grew by 30.6%, more than double the rate of growth in the region's population during the same period of time. (Atlanta Regional Commission, 2007)

### *Economic Development*

**Job Opportunities** There is an inadequate supply of jobs or economic opportunities for local residents. Jefferson serves as a bedroom community for metropolitan Atlanta and the City of Athens. By balancing residential growth with job growth the city can alleviate some traffic, fiscal, and service delivery problems.

**Economic Development Strategy** Jefferson has the opportunity to develop a vision for the future economic development of the community. A unified vision for downtown development, I-85, the 129 bypass, and the type of businesses to be recruited is needed. For example, the City has the opportunity to attract revenue generating businesses such as hotels on I-85 and 129. Also, implementing strategies to promote downtown development and control growth along the bypass would ensure that downtown remains the heart of the city.

**Redevelopment Opportunities** The city has the opportunity to redevelop and reinvest in declining areas. Favoring new developments over redevelopment can increase service delivery costs and lead to further decline in existing commercial areas. Adaptive reuse of





older buildings preserves small town character and encourages small business development.

**Jobs** Jefferson needs more higher-salaried employment to better balance its jobs/households ratio and give Jefferson residents a wider variety of employment opportunities. Such high salary jobs are almost synonymous with technology jobs. The city could try to attract more top quality office employers. The city should create incentives to attract high paying jobs and evaluate its current supply of office space.

#### *Natural & Cultural Resources*

**Historic Resources** Jefferson has taken great strides toward preserving its history. The City has the opportunity to preserve additional historic resources. Survey respondents identified the White Bridge over Curry Creek, the Old Calaboose, and other structures within the National Historic District as targets for preservation. Strengthening and enforcing existing codes would help protect historic resources. For example, there a problem with *demolition by neglect* in Jefferson. Some historic structures have been neglected to such an extent that rehabilitation has become prohibitively difficult.

**Crawford J. Long Museum** The City has the opportunity to use the museum as a focal point for downtown tourism and revitalization. The City has committed to restoring the building and maintaining the museum.

**Jackson County Courthouse** The City has the opportunity to work with Jackson County to develop a plan for the old courthouse. It could serve as a focal point for downtown revitalization and tourism. As of May 2007, the County has agreed to set aside \$2,000,000 for restoration.

**Historic District Enforcement** The design guidelines of the historic districts are not well enforced. The Historic Preservation Commission should continue to educate residents about the guidelines and the value of historic preservation.



*Jefferson has a wealth of historic resources.*



**Farmland, Greenspace, and Rural Scenery are Disappearing** Residential development has significantly impacted the rural environment and small town appeal of Jefferson. Opportunities to set aside greenspace will diminish over the next 20 years. Encouraging, or requiring, conservation subdivisions, set-asides in new development, and other land conservation techniques can help offset the negative impacts of growth. The Community should continue efforts to support greenspace preservation.

**Maximizing Potential of the Tree Bank** The City periodically receives requests from developers to relax tree protection and landscaping regulations. The City has the opportunity to expand the use of its Tree Bank program by accepting donations from developers. This program could be used for environmental mitigation, park improvements, and other uses that benefit that City.

**Water Supply Watershed** The Curry Creek Watershed is the water supply watershed for the City of Jefferson. The watershed includes the area near I-85 and Jett Roberts Road. This area has experienced new industrial and warehousing development. As a result, impervious surfaces have increased dramatically in recent years. Increased impervious surfaces in the city and agricultural runoff from the unincorporated county threaten the water quality of the Curry Creek Reservoir. This watershed is protected under a city ordinance that outlines maximum permissible impervious areas. Impervious coverage is monitored on a voluntary basis at the county level. Land Use in the watershed, including both the city and county, should be subject to greater restrictions to protect the city's water supply.

**Tree Loss** Speculative industrial development has lead to significant tree loss. The City's tree ordinance is hard to enforce in these cases. Tree loss threatens water quality and negatively impacts the city's bucolic appeal. The City has the opportunity to encourage use of the Tree Bank when trees are lost to new development. Also, the City could look to other communities that have implemented successful strategies to reduce tree loss. For example, Jefferson has a Heritage Tree Council. Have other communities successfully used similar committees as part of the development review process? Would this work in Jefferson?

**Air Quality** The Atlanta metropolitan area has fallen out of compliance with the Clean Air Act's air quality standards. While Jackson County does not fall into the non-attainment area, Hall and Barrow County do. These County and their municipalities fall under the jurisdiction of the Georgia Regional Transportation Authority, which affects transportation investment decisions and Developments of Regional Impact (DRIs). Jackson County and its municipalities should take care that development patterns and transportation decisions do not lead to air quality that is not compliant with Clean Air Act Standards.



### *Facilities and Services*

**Growing Demand for Public Services** A rapidly growing population can put a strain on public facilities and services. The City has the opportunity to plan ahead for growth by developing and maintaining a Capital Improvements Plan that includes schools, parks, transportation, public safety, and all other public facilities and services.



*Jefferson Public Library*

**Cost of Services** The cost of providing public services and facilities can exceed the tax revenue and fees from new development. Residential development does not typically generate enough revenue to cover the services it requires. As Jefferson grows, new residents will utilize public services and facilities creating reduced level of service or forcing expanded facilities and services. Care should be taken to ensure that revenues cover the cost of services and strategies such as impact fees should be considered to make certain that new development pays for itself.

**Water Supply** The Big Curry Creek reservoir's volume is equivalent to only 22 days' water supply at the permitted rate of withdrawal. Expansion of the reservoir is problematic due to existing development within the watershed and upstream agricultural runoff. Jefferson's current and projected growth will dramatically increase water demand. Jefferson is actively pursuing a new, larger, water reservoir, as well as several alternative water supply sources.

**Access to Recreational Services** Access to public facilities and services is not provided to all persons. Residents and City Staff expressed the need to make services and facilities more available to persons with disabilities, seniors, and the disadvantaged. A step toward meeting this need was taken when the City recently purchased a bus to transport children to after school programs.

**Parks and Open Space** Jefferson has the opportunity to purchase or set aside land for future use as parks and open space. Additionally, developers could be encouraged to incorporate greenspace, parks, and/or other public places into their new developments. This could be in the form of land donations around detention ponds to create a park and open space and help resolve ongoing maintenance responsibilities of homeowners associations.

**Schools** The City has one of the best school systems in the State of Georgia. Maintaining the quality of Jefferson's school system should be a high priority.

**Police Department** The Jefferson Police Department operates out the old Sheriff's Department and Jail. The 4,770 square foot Police Department building is not adequate to meet the growing needs of the Department. The Department is currently using jail



cells as offices and there is no room for additional employees or officers. In addition to office space, there is a critical need for computer infrastructure and new phone lines. Also, the Department anticipates the need for a new sub-station near I-85 within the 20-year planning period.

**City Hall** Jefferson City Hall was built in 1972. The 4,336 square foot facility does not have enough space to meet the needs of the growing community.

**Emergency Medical Services** The Jefferson EMS Unit has the largest call volume in Jackson County. Another ambulance is needed near Old Pendergrass Road and the 129 Bypass to address existing deficiencies and the needs of new developments expected in the next 2-3 years.



*Jefferson's City Hall and Police Station are not large enough to serve the growing community.*

### *Housing*

**Mix of Housing Sizes, Types, and Income Levels** There is a diversity of housing types in Jefferson, ranging from single-family detached to multi-family rental units. However, over the last five years there has been an increase in single family homes and a decrease in mobile homes and multi-family units. Additional growth in single family housing is expected over the next decade. It is important to ensure a balanced mix of housing types as the City grows.

**Neighborhood Revitalization** As indicated on the Areas Requiring Special Attention Map, some areas have significant amounts of housing in poor or dilapidated condition. These neighborhoods are in need of revitalization or upgrade.

### *Land Use and Planning*

**Downtown Reinvestment** Jefferson has successfully started to redevelop its downtown square. The downtown area can serve as a focal point for community and economic development. Continued support of downtown revitalization is essential to maintaining the small town atmosphere and quality of life of residents. Combining downtown redevelopment with strategies to control growth on the bypass can ensure that downtown remains the heart of the city.



*Continued reinvestment on the square maintains small town appeal.*



**Zoning and Redevelopment** An unintended result of the 2004 zoning ordinance was a down-zoning of many properties downtown. Jefferson's zoning map needs to be verified on a lot-by-lot basis. The zoning map should reflect existing land use and/or planned future land use. This process would identify infill opportunities and facilitate redevelopment of the many small undeveloped vacant sites close to downtown. These should be targeted for infill development that is consistent with the historic features and architecture of the City.

**Threatened Rural Residential** Rapid industrial development in the northernmost reaches of the City threatens the rural environment of Jackson County and negatively impacts water supply and water quality. Much of the new development lies within the City's water supply watershed. Plans to create new industrial opportunities and expand the Jackson County Airport put at risk some of the community's natural and cultural resources. The City and its residents need a unified vision for the City. Should northern Jefferson be an industrial/warehousing hub or remain largely rural-residential? Are the two compatible?

**Gateways** There is no clear boundary where the city stops and countryside begins. Gateway signage, landscaping, and other measures would instill a sense of community and welcome visitors. Additionally, several important gateway corridors into Jefferson deserve special attention. For example, Hwy 11 coming into downtown from the west has some unattractive areas that should be targeted for reinvestment.

**Public Spaces** There are not enough places for arts activities and performances. An amphitheater or other public gathering space would serve as community focal point and serve as a location for community gatherings and events.

**Revitalization of Commercial Areas** Jefferson has several unattractive, declining commercial areas. Jefferson has the opportunity to redevelop or reinvest in these areas to encourage job growth and community pride.

**Annexation** The City has annexed many large and small parcels over the last several years. Record keeping has not kept up with the annexations. This has led to problems with zoning changes and enforcement. Jefferson needs to update and verify its existing boundaries and develop a system for regular updates of its city limits. Also, unincorporated islands and gaps along Athens Street and the 129 Bypass should be annexed. Annexation of the Bypass would ensure uniform development codes and reduce the risk of undesirable developments and billboards.

**Design Guidelines for Industrial Development** The city's existing design guidelines were not intended for industrial warehouses. The city should update its design guidelines to ensure that new industrial development is attractive, enduring, and of high quality.



### *Transportation*

**Increasing Traffic Congestion** Jefferson’s transportation corridors are becoming congested. As industry and warehousing become more prominent at both I-85 interchanges, increasing truck traffic will become a serious issue. Jefferson’s road infrastructure will be inadequate to accommodate the influx of traffic. Also, there is significant congestion on business 129 and around the schools.

**Transportation Choices** People lack transportation choices for access to housing, jobs, services, goods, health care and recreation. For most residents, the automobile is the only choice in Jefferson.

**Pedestrian Network** Our community lacks a local trail network and streets are not designed to encourage pedestrian and bike activity. Jefferson has the opportunity to ensure that streets and sidewalks in new developments are connected to adjacent developments and existing neighborhoods. Members of the Planning Advisory Committee identified the opportunity to connect the community with a trail from downtown to the recreation center.

**Connectivity** There are several places in Jefferson where connectivity could improve traffic flow and connect communities. For example, the Planning Advisory Committee identified 129 Business north of downtown as having excessive curb cuts. Access roads that limit access points could improve safety and traffic flow in this area. Also, new and existing residential communities should be connected to each other with through roads



*The new road alignment and plan for the downtown square should help alleviate parking issues.*

and/or pedestrian access. Single entry/exit subdivisions can lead to traffic bottlenecks and a limited sense of community.

**Parking** Survey respondents cite the need for better parking solutions downtown.

**Truck Traffic** The Planning Advisory Committee identified the problem of excessive truck traffic through downtown. Many of these trucks are from the nearby quarries. Although the City has limited control over the State Route, they may be able to work with local quarries to encourage alternative routes.

### *Intergovernmental Coordination*

**Relationship with Jackson County** Effective coordination between the City of Jefferson and other local, County, and State governments/agencies is needed for regional planning and services delivery. The City enjoys benefits from coordination with other local governments in order to manage economic opportunities, public facilities, and environmentally sensitive areas. However, it would benefit the city to further build and strengthen its relationship with Jackson County.



**Land Use Conflicts that Result from Annexation** The City needs to work with the County to avoid potential land-use conflicts. Jefferson should consider land-use and development patterns in adjacent areas when making landuse and zoning decisions.



## Quality Community Objectives

The following assessment was conducted to address the Quality Community Objectives (QCOs) requirement of Chapter 110-12-1: Standards and Procedures for Local Comprehensive Planning, “Local Planning Requirements”. The analysis below uses the *Quality Community Objectives Local Assessment Tool* created by the Office of Planning and Quality Growth. The completed Local Assessment Tool can be found in Appendix I of this report. In most cases, the City has already begun to address the QCOs, and will continue to work towards fully achieving the quality growth goals set forth by the Georgia Department of DCA.

### *Development Patterns*

Traditional neighborhoods, infill development, sense of place, regional identity, and transportation alternatives are Quality Community Objectives relating to development patterns. The City has taken great strides over the last decade to promote traditional neighborhoods, sense of place, and regional identity. Jefferson’s zoning ordinance has several districts which allow for multiple uses and traditional neighborhood development.

Sense of place is encouraged through the actions of the Historic Preservation Commission and ordinances regulating signage, and preserving trees. There are sidewalks around the City’s schools and some children can and do walk there. Currently, infill development is not encouraged in Jefferson. However, the City’s Better Hometown Program maintains an inventory of vacant downtown properties. Although the sidewalk network is incomplete, the community requires sidewalks in new developments. For a more complete assessment of development patterns see the completed *Quality Community Objectives Local Assessment* in the Technical Addendum to this report.

### *Resource Conservation*

Heritage preservation, open space preservation, and environmental protection are Quality Community Objectives that relate to resource conservation. The City of Jefferson recognizes that preserving its unique history is an important component in economic development and in maintaining its high quality of life. The city has a nationally registered historic district that is comprised of several distinct, locally recognized historic districts. The Historic Preservation Commission is working to protect additional structures and the City has ordinances in place to ensure that new development compliments historic areas.

To preserve open space the city encourages set-asides in new development and has a conservation subdivision ordinance. Jefferson has all the required environmental protection ordinances in place. Additionally, it has a tree protection ordinance and a tree bank. For a more complete assessment of resource conservation see the completed *Quality Community Objectives Local Assessment* in the Technical Addendum to this report.





### *Social and Economic Development*

Growth preparedness, appropriate businesses, employment options, housing choices, and educational opportunities are the key components to social and economic development. The City of Jefferson is pro-actively preparing for growth. They are preparing their Comprehensive Plan Update well in advance of the DCA required deadline and they are considering developing a Capital Improvements Program. Jefferson utilizes the Jackson County Chamber of Commerce and Development Authority for developing economic development strategies. Although the City is considered a bedroom community for the Atlanta and Athens area, there are a range of jobs within the City to meet the diverse needs of the local workforce and the economic development organizations are working to create more jobs.

There are currently a variety of housing types in Jefferson. The City is working to maintain a healthy balance of high, middle, and lower priced housing.

There are several educational opportunities readily available for improving job skills. Lanier Tech in Commerce offers work-force training, and the University of Georgia is located in nearby Athens. For a more complete assessment of social and economic development see the completed *Quality Community Objectives Local Assessment* in the Technical Addendum to this report.

### *Governmental Relations*

Local self-determination combines with regional cooperation to form the governmental relations objective. Jefferson has clear development guidelines and has recently reviewed and updated its zoning ordinance. The City shares services with several local governments. For a more complete assessment of governmental relations see the completed *Quality Community Objectives Local Assessment* in the Technical Addendum to this report.

**City of Jefferson 2008-2028 Comprehensive Plan:  
Technical Addendum to the Community Assessment**



**March 2008**

Prepared By:



4/4/2008



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# 1 Introduction

This “Technical Addendum” was prepared following the guidelines of the Rules of Georgia Department of Community Affairs, Chapter 110-12-1, Standards and Procedures for Local Comprehensive Planning, effective May 1, 2005. It is an extension of the “Analysis of Supportive Data and Information” in the Community Assessment.

# 2 Population

This element presents an analysis of the current population characteristics and projections of future population growth. The information is a significant part of the foundation on which the plan is built. Evaluating historic population characteristics such as age, sex, race, and educational attainment statistics allows a community to see the changes that have occurred in its population over time and how it may change in the future.

This evaluation will provide an indicator as to what is likely to happen in the future if current trends continue, however; Jefferson’s leaders have an opportunity to affect those trends to achieve a desired outcome. Thus, this element will introduce a series of scenarios that differ from previous growth trends in order to explore opportunities for the growth and development of the city while enabling a high quality of life for existing and future residents.

## 2.1 Historic Population Growth

From 1990 to 2000 the population of Jefferson grew by 1,062 persons, representing an annual increase of nearly 4% per year. It is estimated that the population of Jefferson increased by an additional 2,631 persons from 2000 to 2006, a 69% increase over six years. This amounts to an astonishing growth rate of 11.5% per year. During the same time period Jackson County grew by about 4.9% per year. The rapid growth rate in Jefferson is attributable to the rapid growth in the area combined with an aggressive annexation policy of the City.

The historic population growth of Jefferson compared to Georgia and Jackson County is shown below:

**Table 2.1: Historic Population Trends**

	1980	1990	2000	2005	2006	Average Annual % Change 2000 to 2006
Georgia	5,463,105	6,478,216	8,229,820	9,072,576	9,363,941	2.3%
Jackson County	25,343	30,005	41,589	52,292	55,778	5.6%
Jefferson	1,820	2,763	3,825	5,599	6,456	11.5%

Source: U.S. Bureau of the Census





## 2.2 Population Projections

Jefferson can have a profound impact on its future growth rate through infrastructure improvements, marketing, rezoning and annexation. Several growth scenarios are projected in this report. The growth of Jackson County and the City of Jefferson indicate that the demand for housing will support each of the scenarios. Below is a summary of each. Regardless of which scenario is ultimately chosen by the city, each will significantly impact service and infrastructure demand. **Table 2.2** shows the projections described below.

### *Scenario 1 - Trend Growth #1*

Future trends can often be an extrapolation from historic statistics. Projecting growth then is simply an extension of the growth rate experienced by a community over time. As with any growth model, availability of land for development and economic factors can impact the trend. Between 2000 and 2006 the population of Jefferson grew by 11.5% per year. Continuing that trend into the future means that by the year 2030 a total of 40,867 persons would live within the City Limits.

### *Scenario 2 – Trend Growth #2*

As shown in Scenario 1, Jefferson grew by 11.5% per year from 2000 to 2006. This amounts to an average of 231 new people per year. By using a growth of 231 person per year, also known as a linear projection, the population will reach 12,304 by 2030. Under this scenario the annual growth rate decreases to 1.9% per year by the end of the planning period. This is the current growth rate for the State of Georgia as a whole.

### *Scenario 3 – Infill development*

Within the current limits of the city, approximately 7,078 acres are currently vacant, undeveloped, or under-developed. Land that is forested, pasture, or transitional and is zoned residential is considered underdeveloped for this projection. The Infill development scenario assumes that the City will be completely built-out by 2030 under current zoning. If current zoning is maintained and no property is annexed, the maximum allowable population could be 25,707 persons if all vacant and undeveloped property is developed as it is currently zoned. This projection assumes that the maximum allowable number of housing units are built on all currently vacant/under-developed properties.

### *Scenario 4 – Shifting Share of County Growth.*

It is expected that Jackson County will continue to grow at a rapid rate. The Northeast Georgia RDC projects that the population of Jackson County will be 136,480 in 2030. Jefferson has accounted for a growing share of the County's growth since 1980. In 1980 the share of the county's population living in Jefferson was 7.18%. By 2000 the share had increased by 2% to 9.20%. If the share of the county's population that lives in Jefferson continues to grow at this rate, and the RDC countywide projection is accurate, the population of Jefferson will reach 15,636 by 2030.



**Table 2.2 – Share of County Growth Scenario Methodology**

	1980	1990	2000	2010	2020	2030
Jackson County	25,343	30,005	41,589	66,200	98,320	136,480
Jefferson % of County	7.18%	9.21%	9.20%	10.20%	10.70%	11.46%
Jefferson as % of County	1,820	2,763	3,825	6,756	10,523	15,636

Source: County Projections from Northeast Georgia Regional Comprehensive Plan, 2004  
 Projected Shares are based on historic trends

**Table 2.2: Population Projections of Scenarios**

Year	Scenario 1	Scenario 2	Scenario 3	Scenario 4
2006	6,456	6,456	6,456	6,456
2010	8,213	7,688	9,665	6,756
2020	18,230	9,996	17,686	10,523
2030	40,867	12,304	25,707	15,636

**2.3 Households**

In 1980 the US Census recorded 666 households in Jefferson. By 2000 this number increased to 1,415. During that time the average number of people per household decreased slightly from 2.7 persons per household (PPH) to 2.67 PPH. There is a national and statewide trend toward smaller household size. This trend is attributable to the rise in single parent households. However, Since 1980 Jefferson household size has been smaller than in the state or nation.

**Table 2.3: Total Households**

	1980	1990	2000	2005
Georgia	1,886,550	2,380,830	3,006,369	<b>3,320,278</b>
Jackson County	8,619	10,721	15,057	21,072
Jefferson	666	1,056	1,415	n/a

Source: U.S. Bureau of the Census



**Table 2.4: Average Household Size**

	1980	1990	2000	2005
Georgia	2.84	2.66	2.65	2.66
Jackson County	2.91	2.73	2.71	2.66*
Jefferson	2.70	2.60	2.67	2.66*

Source: U.S. Bureau of the Census

\* Estimates: Woods and Poole Economics, Inc and Hall Consulting, Inc.

While household sizes allow for a comparison of households to local and state trends, household characteristics are more useful in planning. As stated earlier, the decline in average household size is often attributable to the rise in the number of single parent households. However, in looking at the household characteristics in Table 2.5, it is clear that the small household size in Jefferson was driven by the large percentage of householders living alone. Another important household characteristic in Jefferson is the high percentage of seniors over 65 living alone.

**Table 2.5: 2000 Household Characteristics**

	Georgia	Jackson County	Jefferson
Total Households	3,006,369	15,057	1,415
Families	70.2%	76.3%	74.0%
Families with Children <18	35.0%	36.3%	37.2%
Non-Family Households	29.8%	23.7%	26.0%
Total Householders living alone	23.6%	19.7%	23.3%
over 65 & living alone	7.0%	7.3%	9.2%
Average Household Size	2.65	2.71	2.67
Average Family Size	3.14	3.10	3.15

Source: U.S. Bureau of the Census



## 2.4 Age Distribution

The age distribution of Jefferson residents has changed over last several decades. In the 1980s and 1990s more than 15% of the population was over the age of 65. By 2000, that number had decreased to 12.47%. The total number of seniors has increased, but not their relative share of the population. The share of adults ages 35 to 54 and their accompanying school age children have increased significantly. Assuming that this trend continues, the City of Jefferson can expect increasing pressure on family oriented services such as schools and parks and recreation programs.

Projecting the age distribution for Jefferson is difficult. There are several factors that will affect the age distribution in the future. For example, the type of developments that Jefferson annexes in the future will impact the age distribution. If new single, family developments are annexed, the number of children and adults in their 30s and 40s will increase even more. The resulting growth in the number of families will further stress the schools and park services. **Table 2.6** below projects age distribution for Jackson County through 2030.

Although Jefferson's share of seniors has decreased over time, one of the most important trends for the future is the rapidly growing population of seniors. The Atlanta area, like the rest of the country and many parts of the world, is experiencing a dramatic increase in its older adult population. Between 2000 and 2015 the aging population is expected to double in Atlanta. By 2030, one in five residents will be over the age of 60. Recent data support these projections. From 2000 to 2005, the older adult population grew by 30.6%, more than double the rate of growth in the region's population during the same period of time. (Atlanta Regional Commission, 2007)



**Table 2.6: Age Distribution Projection, Jackson County**

	2005	2010	2015	2020	2025	2030
TOTAL POPULATION	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
UNDER 5	7.0%	7.1%	7.4%	7.5%	7.4%	7.3%
5 TO 9	7.1%	6.8%	6.9%	7.2%	7.3%	7.2%
10 TO 14	7.4%	6.7%	6.5%	6.6%	6.9%	7.0%
15 TO 19	6.7%	6.7%	6.2%	6.0%	6.1%	6.4%
20 TO 24	7.6%	7.2%	7.3%	6.6%	6.5%	6.6%
25 TO 29	7.6%	8.1%	7.6%	7.7%	7.0%	7.0%
30 TO 34	7.7%	7.5%	8.0%	7.5%	7.6%	7.0%
35 TO 39	8.1%	7.3%	7.1%	7.5%	7.1%	7.3%
40 TO 44	7.8%	7.5%	6.8%	6.6%	7.0%	6.7%
45 TO 49	7.2%	7.3%	7.0%	6.4%	6.2%	6.6%
50 TO 54	5.7%	6.6%	6.7%	6.5%	6.0%	5.7%
55 TO 59	5.5%	5.2%	6.0%	6.1%	6.0%	5.5%
60 TO 64	4.4%	5.0%	4.7%	5.4%	5.6%	5.5%
65 TO 69	3.2%	3.7%	4.2%	3.9%	4.6%	4.7%
70 TO 74	2.5%	2.6%	3.0%	3.4%	3.2%	3.7%
75+	2.6%	2.6%	2.7%	2.8%	3.0%	3.3%
MEDIAN AGE	34.38	34.87	35.16	35.69	35.76	36.04

Source: Woods and Poole Economics, Inc. (2005)



**Table 2.8: Population by Age**

	Population by Age			Share of Population by Age		
	1980	1990	2000	1980	1990	2000
<b>0 - 4 Years Old</b>	107	222	285	5.88%	8.03%	7.45%
<b>5 - 13 Years Old</b>	254	418	613	13.96%	15.13%	16.03%
<b>14 - 17 Years Old</b>	137	103	175	7.53%	3.73%	4.58%
<b>18 - 20 Years Old</b>	69	87	148	3.79%	3.15%	3.87%
<b>21 - 24 Years Old</b>	119	154	158	6.54%	5.57%	4.13%
<b>25 - 34 Years Old</b>	251	437	543	13.79%	15.82%	14.20%
<b>35 - 44 Years Old</b>	216	391	609	11.87%	14.15%	15.92%
<b>45 - 54 Years Old</b>	174	300	467	9.56%	10.86%	12.21%
<b>55 - 64 Years Old</b>	214	234	350	11.76%	8.47%	9.15%
<b>65 and over</b>	279	417	477	15.33%	15.09%	12.47%
<b>Total</b>	1820	2763	3825	100.00%	100.00%	100.00%

Source: U.S. Census



**Table 2.9: Georgia, Jackson County, and Jefferson Age Data (2000)**

	Georgia	Jackson County	Jefferson city
Total:	8,186,453	41,589	3,825
Under 5 years	595,150	3,021	285
5 to 9 years	615,584	3,227	309
10 to 14 years	607,759	3,076	304
15 to 19 years	596,277	2,852	277
20 to 24 years	592,196	2,521	204
25 to 29 years	641,750	2,968	252
30 to 34 years	657,506	3,397	291
35 to 39 years	698,735	3,572	321
40 to 44 years	654,773	3,278	288
45 to 49 years	573,017	2,723	252
50 to 54 years	506,975	2,685	215
55 to 59 years	375,651	2,215	193
60 to 64 years	285,805	1,733	157
65 to 69 years	236,634	1,329	121
70 to 74 years	199,061	1,012	115
75 to 79 years	157,569	866	112
80+	192,011	1,114	129

Source: U.S. Bureau of the Census

**Table 2.10: Distribution of Age Data (2000)**  
Georgia, Jackson County, and Jefferson

	Georgia	Jackson County	Jefferson
Total:	100.00%	100.00%	100.00%
Under 5 years	7.27%	7.26%	7.45%
5 to 9 years	7.52%	7.76%	8.08%
10 to 14 years	7.42%	7.40%	7.95%
15 to 19 years	7.28%	6.86%	7.24%
20 to 24 years	7.23%	6.06%	5.33%
25 to 29 years	7.84%	7.14%	6.59%
30 to 34 years	8.03%	8.17%	7.61%
35 to 39 years	8.54%	8.59%	8.39%
40 to 44 years	8.00%	7.88%	7.53%
45 to 49 years	7.00%	6.55%	6.59%
50 to 54 years	6.19%	6.46%	5.62%
55 to 59 years	4.59%	5.33%	5.05%
60 to 64 years	3.49%	4.17%	4.10%
65 to 69 years	2.89%	3.20%	3.16%
70 to 74 years	2.43%	2.43%	3.01%
75 to 79 years	1.92%	2.08%	2.93%
80+	2.35%	2.68%	3.37%



## 2.5 Race and Ethnicity

Jackson County has experienced significant growth in the Hispanic population over the past decade. Between 1990 and 2000 the Hispanic population of Jackson County grew by nearly 70%. The vast majority of the population growth in Jackson County and the City of Jefferson is White. The African American population in Jackson County grew at a much slower rate than in any nearby county. Jackson County’s population of Hispanics is expected to continue to grow at a rapid rate. However the share of hispanics in the county’s population is expected to remain constant at about 3%.

**Table 2.11: Jefferson Racial Distribution**

Category	1980	1990	2000
White alone	1,378	2,168	3,077
Black or African American alone	438	580	614
American Indian and Alaska Native alone	3	12	0
Asian or Pacific Islander	1	2	46
other race	0	1	88

Source: U.S. Bureau of the Census

**Table 2.12: Jackson County Race Composition 1980-2000**

Category	1980	1990	2000
White alone	22,548	26,942	37,016
Black or African American alone	2,750	2,904	3,234
American Indian and Alaska Native alone	21	60	73
Asian or Pacific Islander	15	55	400
other race	9	44	866

Source: U.S. Bureau of the Census

**Table 2.13: Jackson County Race Composition 2005-2030**

	2005	2010	2015	2020	2025	2030
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
WHITE POPULATION	88.3%	88.3%	88.4%	88.5%	88.4%	88.1%
BLACK	7.1%	6.8%	6.4%	6.0%	5.6%	5.4%
NATIVE AMERICAN	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
ASIAN AND PACIFIC ISLANDER	1.3%	1.7%	2.0%	2.3%	2.7%	3.1%
HISPANIC POPULATION	3.1%	3.0%	3.0%	3.0%	3.1%	3.2%

Source: Woods and Poole Economics, Inc. (2005)





**Table 2.14: Regional Trends in Race and Hispanic Origin**

	White			African-American			Hispanic Origin*		
	1990	2000	1990-2000 Annual Growth Rate	1990	2000	1990-2000 Annual Growth Rate	1990	2000	1990-2000 Annual Growth Rate
Banks	9,874	13,435	3.61%	364	464	2.75%	52	493	84.81%
Barrow	25,962	39,149	5.08%	3,354	4,483	3.37%	253	1,460	47.71%
Clarke	61,929	65,852	0.63%	22,935	27,656	2.06%	1,491	6,436	33.17%
Gwinnett	320,971	427,883	3.33%	18,175	78,224	33.04%	8,470	64,137	65.72%
Hall	83,108	112,470	3.53%	8,195	10,126	2.36%	4,558	27,242	49.77%
Jackson	26,942	37,016	3.74%	2,904	3,234	1.14%	160	1,249	68.06%
Madison	19,051	22,903	2.02%	1,849	2,176	1.77%	182	507	17.86%
Oconee	16,154	23,492	4.54%	1,315	1,683	2.80%	178	833	36.80%

\*Includes white and African-Americans who identify themselves as Hispanic.

Source: U.S. Bureau of the Census

## 2.6 Income and Poverty

As shown below in **Table 2.11**, the median annual household income for Jefferson is greater than for Jackson County, but less than for the State of Georgia. However, there is a higher percentage of lower income households in Jefferson than in the County or State. As shown in **Table 2.14** below, the per capita income for Jackson County has shown a trend of being in line with the trend of the State of Georgia from 1980 to 1990. If the trend continues, per capita income and household income within the County will continue to increase but still be below the State average by the end of the planning period. In 1999 more than 15% of Jefferson’s residents lived below the poverty level. The majority of households in poverty were single family households.



**Table 2.15: 1999 Income**

	Georgia	Jackson County	Jefferson
Total:	3,007,678	15,029	1,418
Less than \$10,000	304,816	1,623	158
\$10,000 to \$19,999	353,735	2,021	210
\$20,000 to \$29,999	383,222	2,043	200
\$30,000 to \$39,999	363,686	1,749	108
\$40,000 to \$49,999	326,345	1,812	181
\$50,000 to \$74,999	593,203	3,268	326
\$75,000 to \$99,999	311,651	1,328	93
\$100,000 to \$124,999	157,818	584	71
\$125,000 to \$149,999	76,275	205	28
\$150,000 to \$199,999	66,084	227	21
\$200,000 or more	70,843	169	22
Median household income in 1999	\$42,433	\$40,349	\$41,146

Source: U.S. Census Bureau, Census 2000 Summary File 3

**Table 2.16: 1999 Income Distribution**

	Georgia	Jackson County	Jefferson
Total:	100.00%	100.00%	100.00%
Less than \$10,000	10.13%	10.80%	11.14%
\$10,000 to \$19,999	11.76%	13.45%	14.81%
\$20,000 to \$29,999	12.74%	13.59%	14.10%
\$30,000 to \$39,999	12.09%	11.64%	7.62%
\$40,000 to \$49,999	10.85%	12.06%	12.76%
\$50,000 to \$74,999	19.72%	21.74%	22.99%
\$75,000 to \$99,999	10.36%	8.84%	6.56%
\$100,000 to \$124,999	5.25%	3.89%	5.01%
\$125,000 to \$149,999	2.54%	1.36%	1.97%
\$150,000 to \$199,999	2.20%	1.51%	1.48%
\$200,000 or more	2.36%	1.12%	1.55%

**Table 2.17: Per Capita Income Trends, Jefferson, Georgia**

	1980	1990	2000
Per Capita Income	5,855	11,700	18,456



**Table 2.18: Household Income Distribution Trends, Jefferson, Georgia**

	1990	2000
<b>Total</b>	1,054	1,418
<b>Income less than \$9999</b>	208	158
<b>Income \$10000 - \$14999</b>	116	109
<b>Income \$15000 - \$19999</b>	99	101
<b>Income \$20000 - \$29999</b>	178	200
<b>Income \$30000 - \$34999</b>	70	56
<b>Income \$35000 - \$39999</b>	79	52
<b>Income \$40000 - \$49999</b>	120	181
<b>Income \$50000 - \$59999</b>	84	141
<b>Income \$60000 - \$74999</b>	46	185
<b>Income \$75000 - \$99999</b>	37	93
<b>Income \$100000 - \$124999</b>	11	71
<b>Income \$125000 - \$149999</b>	0	28
<b>Income \$150000 and above</b>	6	43

**Table 2.19: Average Household Income Trends, Jefferson, Georgia**

	1990	2000
<b>Mean Household Income</b>	30,598	49,446

**Table 2.20: Income Trends – Jackson County and Georgia (1996 \$)**

	1980	1990	2000	2005	2010	2020	2030
<b>Average Household Income</b>							
Jackson County	\$35,377	\$46,011	\$59,561	\$54,191	\$56,206	\$61,288	\$68,057
Georgia	\$43,059	\$54,707	\$69,671	\$70,471	\$73,470	\$81,196	\$91,854
<b>Per Capita Income</b>							
Jackson County	\$12,178	\$16,765	\$21,911	\$20,288	\$21,327	\$23,525	\$25,809
Georgia	\$15,129	\$20,457	\$26,183	\$26,809	\$28,244	\$31,306	\$34,733

Source: U.S. Census and Woods & Poole Economics, Inc.



**Table 2.21: Poverty– Jefferson, Jackson County, and Georgia (1999)**

	Georgia	Jackson County	Jefferson
Total:	100.00%	100.00%	100.00%
Income in 1999 below poverty level:	12.99%	11.98%	15.24%
In married-couple families	3.24%	3.86%	2.65%
In other families:	6.09%	4.78%	8.75%
Male householder, no wife present	0.92%	1.24%	1.18%
Female householder, no husband present	5.17%	3.53%	7.57%
Unrelated individuals	2.37%	1.55%	2.39%
65 to 74 years:	0.62%	0.87%	0.81%

Source: US Census

In 1999 there was a significant pocket of poverty in Jefferson. Almost one-third of the residents of the Census Block Group bordered by Lee Street to the North, Athens Street to the East, Magnolia to the south, and M L King Jr Dr. on the West lived in poverty. This area is in need of focused reinvestment.



### 3 Economic Development

This section provides an analysis of the economic characteristics of the City of Jefferson, Georgia. This includes an inventory and assessment of the economic base, labor force, the economic resources available, and the economic trends of the community. The following are the statewide planning goals and the quality community objectives concerning economic activity. The assessments provided in this section considered these goals and objectives for formulating any observations.

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

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

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

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

The Economic Development Section of the City of Jefferson Comprehensive Plan is divided into four subsections. The first is an inventory of the economic base of the community. This includes employment by sector, earnings by sector, average weekly wages, personal income by type, major economic activity and special or unique economic activity. The second subsection describes the labor force, including employment by occupation, employment status, unemployment, and commuting patterns. This is followed by an assessment of the economic base and labor force for the City of Jefferson. The last subsection provides an inventory and analysis of the economic development resources available, including any agencies, programs or tools available as well as education and training opportunities of the labor force. Some data may only be available at the county level.

#### 3.1 Economic Base

The economic base of the community is provided by the various sectors and industries that constitute the community's economy. The importance of providing an assessment of the



community’s economic base relates to identifying existing problems that may be alleviated through the comprehensive plan and avoiding potential problems caused by improper planning. As an example, a community may wish to reduce unemployment by aggressively marketing high tech industries, only to find their labor force is not sufficiently skilled and training programs are inadequate.

### 3.1.1 Employment by Sector

The total employment by sector is provided in **Table 3.1** for the years 1980, 1990 and 2000. The data source is the U.S. census which is performed every 10 years and is a statistical sample (STF-3 File). The employment numbers represent where the residents of the City of Jefferson are working. They do not represent the types of employment within the city, but offer an indicator for the type of work in the area.

Total employment has increased overall from 1980 to 2000. All sectors have increased except for Agriculture, Forestry, Fishing, Hunting, and Mining. Sectors that have increased have not done so at the same rate.

**Table 3.1: Trends in Employment by Industry, Jefferson Georgia**

<b>Employment by Industry City of Jefferson</b>			
<b>Category</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Total Employed Civilian Population	798	1,281	1,789
Agriculture, Forestry, Fishing, hunting & mining	21	59	18
Construction	24	155	161
Manufacturing	276	333	376
Wholesale Trade	18	40	73
Retail Trade	128	192	173
Transportation, warehousing, and utilities	63	85	85
Information	NA	NA	71
Finance, Insurance, & Real Estate	26	54	79
Professional, scientific, management, administrative, and waste management services	15	40	91
Educational, health and social services	119	171	326
Arts, entertainment, recreation, accommodation and food services	33	8	154
Other Services	35	71	85
Public Administration	40	73	97
Source: U.S. Census STF-3			

The percentage of total employment for each sector has changed due to the different growth rates. The percentage of persons employed in Agriculture, Forestry, Fishing, Hunting, and Mining sector has decreased to 1% by 2000. The Arts, Entertainment, Recreation, Accommodation and Food Services sector have double the percentage of jobs since 1980. The individual sectors are provided in **Table 3.2**.



**Table 3.2 Trends in Percent of Employment by Industry, Jefferson, Georgia**

<b>Employment by Industry City of Jefferson</b>			
<b>Category</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Total Employed Civilian Population	100.00%	100.00%	100.00%
Agriculture, Forestry, Fishing, hunting & mining	2.60%	4.60%	1.00%
Construction	3.00%	12.10%	9.00%
Manufacturing	34.60%	26.00%	21.00%
Wholesale Trade	2.30%	3.10%	4.10%
Retail Trade	16.00%	15.00%	9.70%
Transportation, warehousing, and utilities	7.90%	6.60%	4.80%
Information	NA	NA	4.00%
Finance, Insurance, & Real Estate	3.30%	4.20%	4.40%
Professional, scientific, management, administrative, and waste management services	1.90%	3.10%	5.10%
Educational, health and social services	14.90%	13.30%	18.20%
Arts, entertainment, recreation, accommodation and food services	4.10%	0.60%	8.60%
Other Services	4.40%	5.50%	4.80%
Public Administration	5.00%	5.70%	5.40%

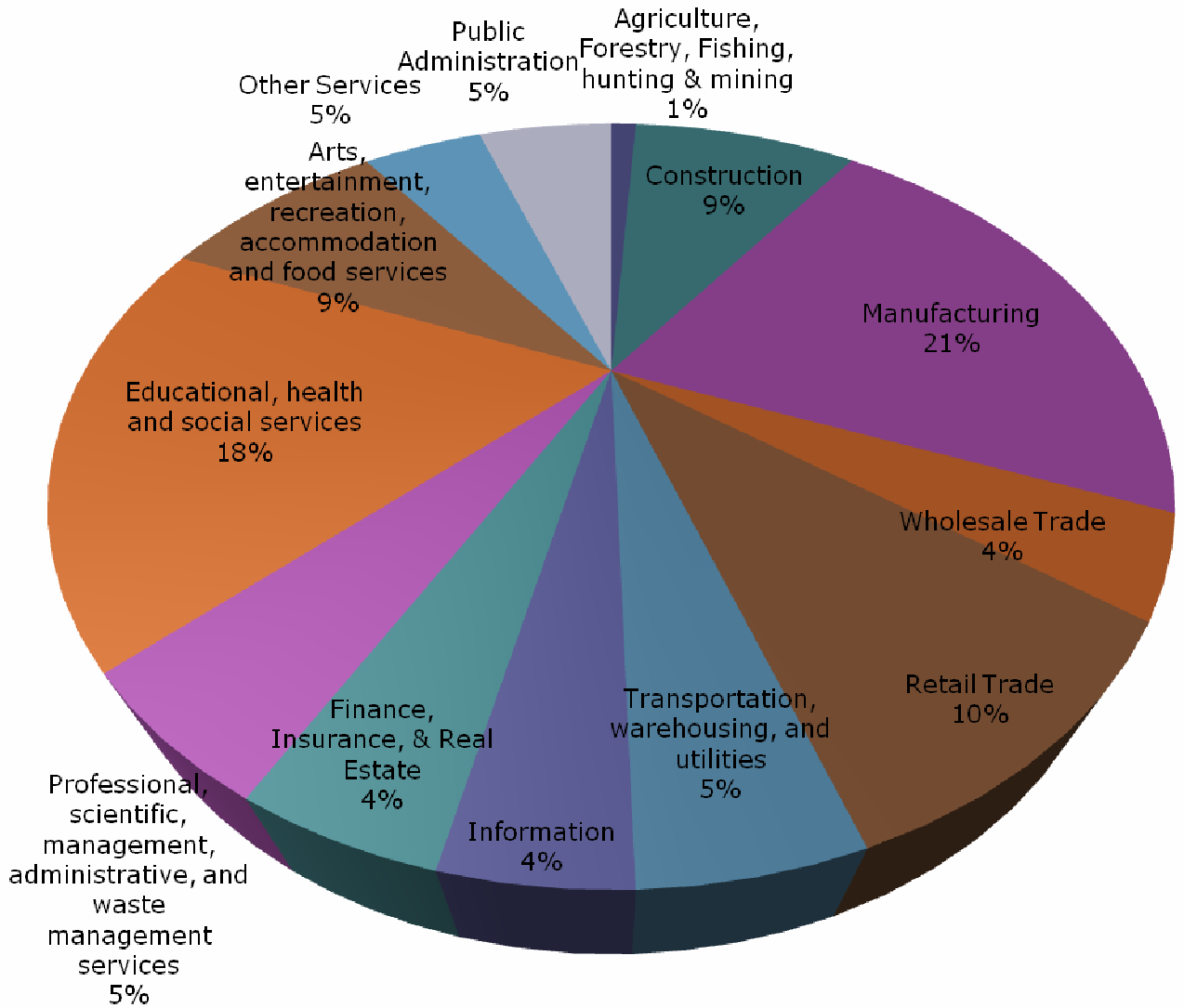
Source: U.S. Census STF-3

Figure 3.1 provides the above information in a graphic format. Though manufacturing is still the largest employer of all the industries and overall employment has increased, its percentage of total employment has steadily declined.



Figure 3.1 2000 Employment by Sector, Jefferson, Georgia

## City of Jefferson 2000 Employment by Sector







The U.S. Census also prepares the County Business Patterns. The County Business Patterns is an annual series that provides sub-national economic data by industry. The series is useful for studying the economic activity of small areas; analyzing economic changes over time; and as a benchmark for statistical series, surveys, and databases between economic censuses. Businesses use the data for analyzing market potential, measuring the effectiveness of sales and advertising programs, setting sales quotas, and developing budgets. Government agencies use the data for administration and planning.

County Business Patterns covers most of the country's economic activity. The series excludes data on self-employed individuals, employees of private households, railroad employees, agricultural production employees, and most government employees. The County Business Patterns program is tabulated on a North American Industry Classification System (NAICS) basis since 1998. Data for 1997 and earlier years are based on the Standard Industrial Classification (SIC) System.

The detailed statistics are provided in **Table 3.3** for Jackson County. The number of establishments is available at the zip-code level and is provided in **Table 3.4**. Both tables provide payroll data which will be elaborated under the labor force discussion later.

**Table 3.3 Jackson County, 2005 County Business Patterns**  
(\$ = 1000)

Industry Code Description	Number of Employees for week including March 12	Payroll		Total Establishments
		1st Quarter	Annual	
Total	16,189	107,126	458,897	1,266
Forestry, fishing, hunting, and agriculture support	20	139	680	6
Mining	20-99	-	-	4
Utilities	100-249	-	-	5
Construction	1,062	7,490	35,639	236
Manufacturing	4,423	35,662	144,275	71
Wholesale trade	1,045	8,126	34,739	70
Retail trade	3,629	19,141	79,162	255
Transportation & warehousing	803	6,355	28,092	54
Information	130	1,012	4,526	15
Finance & insurance	397	3,320	14,941	59
Real estate & rental & leasing	198	1,343	5,079	49
Professional, scientific & technical services	382	2,815	13,971	85
Management of companies & enterprises	20-99	-	-	3
Admin, support, waste mgt, remediation services	352	1,659	8,086	68
Educational services	78	491	2,075	11
Health care and social assistance	922	5,257	24,944	63
Arts, entertainment & recreation	140	635	3,957	17
Accommodation & food services	1,726	6,156	28,222	78
Other services (except public administration)	518	2,713	11,645	110
Unclassified establishments	1	1	116	7



**Table 3.4 Zip Code 30549 (City of Jefferson/Arcade), 2005 County Business Patterns**

Total for ZIP Code 30549  
 Number of establishments: 331  
 First quarter payroll in \$1000: 20747  
 Number of employees: 2835  
 Annual payroll in \$1000: 91440

Industry Code Description	Total Estabs	Number of Establishments by Employment-size class					
		'1-4'	'5-9'	'10-19'	'20-49'	'50-99'	'100-249'
Total	331	206	51	44	21	5	4
Forestry, fishing, hunting, and agricultur	4	3	0	1	0	0	0
Mining	3	0	0	3	0	0	0
Utilities	2	0	1	0	0	0	1
Construction	74	58	7	8	0	1	0
Manufacturing	17	5	0	5	3	2	2
Wholesale trade	13	6	1	4	1	0	1
Retail trade	40	16	14	4	6	0	0
Transportation & warehousing	15	10	3	1	1	0	0
Information	3	1	1	0	1	0	0
Finance & insurance	21	13	5	3	0	0	0
Real estate & rental & leasing	16	15	1	0	0	0	0
Professional, scientific & technical servi	26	22	2	2	0	0	0
Admin, support, waste mgt, remediation ser	24	18	2	1	2	1	0
Educational services	3	2	0	1	0	0	0
Health care and social assistance	15	7	5	1	1	1	0
Arts, entertainment & recreation	3	1	2	0	0	0	0
Accommodation & food services	24	7	4	7	6	0	0
Other services (except public administration)	28	22	3	3	0	0	0

### 3.1.2 Earning by Sector

Data for earnings by sector is available from the U.S. Economic Census. This census is performed every 5 years. The latest is from the year 2002. **Table 3.5** on the following page provides the gross sales for business located in Jefferson, Georgia. Certain sectors are not provided due to reporting restrictions.



**Table 3.5 City of Jefferson, 2002 Economic Census**

Sector	Number of Establishments	(\$1,000)		Paid Employees
		Sales	Payroll	
Mining (not published for counties)	X	X	X	X
Utilities (not published for counties)	X	X	X	X
Construction (not published for counties)	X	X	X	X
Manufacturing	67	819,774	127,958	4,319
Wholesale trade	55	533,822	30,876	1,102
Retail trade	259	519,021	54,354	2,783
Transportation & warehousing (not published for counties)	X	X	X	X
Information	11	N	7,298	179
Finance & insurance (not published for counties)	X	X	X	X
Real estate & rental & leasing	37	19,460	3,035	189
Professional, scientific, & technical services	56	26,693	6,772	209
Management of companies & enterprises (not published for counties)	X	X	X	X
Administrative & support & waste management & remediation service	44	22,283	7,550	350
Educational services	5	1,378	403	7
Health care & social assistance	48	37,808	19,368	773
Arts, entertainment, & recreation	8	20,605	3,377	72
Accommodation & food services	65	84,363	12,085	1,085
Other services (except public administration)	60	25,355	7,087	277

**3.1.3 Major Economic Activity**



The City of Jefferson has 6 of the top 25 employers within Jackson County. These include the Jackson County Board of Education, Kubota International Equipment, Jackson EMC, Jefferson City Board of Education, Buhler Yarns, and Universal Forest Products. These employers have reported employing 2,573 persons as of February 2007 according to the Chamber of Commerce (**Table 3.6**).

**Table 3.6 Top 25 Employers in Jackson County, February 2007**

## Jackson County's Largest Employers

Updated February 2007

Wayne Farms (Pendergrass)	1,400
Jackson County Board of Education (Jefferson)	1,000
Kubota International Equipment (Jefferson)	539
Baker & Taylor Books (Commerce)	515
Mission Foods (Pendergrass)	478
Jackson EMC (Jefferson)	475
Jackson County Government	460
Chateau Elan (Braselton)	440
BJC Medical Center (Commerce)	429
Havertys (Braselton)	395
Caterpillar (Pendergrass)	302
Jefferson City Board of Education	300
Toyota Automotive Compressor Group (Pendergrass)	275
Roper Pump (Commerce)	220
Commerce City Board of Education	206
King's Delight	200
Huber Engineered Woods (Commerce)	199
Mayfield Dairy (Braselton)	190
Ten Cate Nicolon	187
Southeast Toyota Distributors (Commerce)	172
Home Depot (Braselton)	150
Year One (Braselton)	150
Buhler Yarns (Jefferson)	149
Louisiana Pacific Corp. (Commerce)	144
Universal Forest Products (Jefferson)	110

Source: Jackson County Chamber of Commerce

**3.1.4 Special and Unique Economic Activity**

Buhler Yarns produces high quality and specialty yarns. They are located in the south part of Jefferson on Athens Street. They are a multi-national firm. This is the only office and production facility in the United States. They employ 149 persons.





### 3.1.5 New Developments in Jefferson

Jefferson has had recent developments located along both sides of the I-85 corridor that have significant potential for industrial employment. In addition, commercial development pressure has occurred along the recently completed S.R. 129 Bypass. This includes a shopping center that includes a Kroger and several new restaurants.

## 3.2 Labor Force

The labor force is the population of persons employed and those looking for work. The local labor force is composed of the number of individuals for whom jobs are required and are the group of persons from which an employer can draw needed employees. Too few persons in the labor force and a community can have a labor shortage. Too many people in the labor force relative to the jobs base and unemployment or low wages are likely to be the result. Labor force statistics should be examined in tandem with the number of persons of working age and the share of male and female members of the labor force. A low relative participation rate can be associated with an elderly or a young population. It also can mean that people have left the labor force after having become discouraged due to a lack of jobs, a disability, or the low average wage paid per job. We know that over the last twenty years, female participation rates have increased and male participation rates have decreased. This trend has emerged as the economy has moved toward employment in the services sector. Men have traditionally been paid higher wages than women; a low rate of male labor force participation may be a secondary sign of low average family incomes.

### 3.2.1 Employment by Occupation

Occupation is related to the type of work an individual performs within an industry. It is, in general, a reflection of the skills available to that person. However, if jobs are not available an individual may be forced to move or accept employment where their skills are not fully utilized. **Table 3.7** provides a breakdown of employment in Jackson County by occupation



**Table 3.7 Employment by Occupation, Jackson County, Georgia**

	Jackson		Jackson Area	
	NUMBER	PERCENT	NUMBER	PERCENT
Total Civilian Labor Force	20,237	100.0	526,794	100.0
Management, Business and Financial Workers	1,904	9.4	69,969	13.3
Science, Engineering and Computer Professionals	425	2.1	29,807	5.7
Healthcare Practitioner Professionals	264	1.3	12,799	2.4
Other Professional Workers	1,340	6.6	56,608	10.8
Technicians	424	2.1	11,024	2.1
Sales Workers	2,288	11.3	68,326	13.0
Administrative Support Workers	2,961	14.6	84,681	16.1
Construction and Extractive Craft Workers	1,562	7.7	28,014	5.3
Installation, Maintenance and Repair Craft Workers	1,437	7.1	25,100	4.8
Production Operative Workers	2,773	13.7	39,348	7.5
Transportation and Material Moving Operative Workers	1,091	5.4	18,129	3.4
Laborers and Helpers	1,108	5.5	23,823	4.5
Protective Service Workers	344	1.7	6,772	1.3
Service Workers, except Protective	2,246	11.1	50,047	9.5
Unemployed, No Civilian Work Experience Since 1995	70	0.4	2,347	0.5

Source: U.S. Census Bureau - 2000 Decennial Census.(EEO Data Tools)

### 3.2.2 Employment Status

The region as a whole is experiencing relatively low unemployment rates. When compared to the State of Georgia and the United States at 4.6%, Jackson Counties 3.9% is significantly lower. The Jackson County area as a whole had an unemployment rate of 3.7%. **Table 3.8** provides an overview of these labor statistics.

**Table 3.8 Unemployment, Jackson County, Georgia**

	2006 ANNUAL AVERAGES			
	Labor Force	Employed	Unemployed	Rate
Jackson	26,992	25,932	1,060	3.9%
Banks	9,730	9,414	316	3.2%
Barrow	31,655	30,333	1,322	4.2%
Clarke	61,628	59,199	2,429	3.9%
Gwinnett	412,993	396,127	16,866	4.1%
Hall	86,559	83,263	3,296	3.8%
Madison	16,090	15,511	579	3.6%
Oconee	17,878	17,328	550	3.1%
<b>Jackson Area</b>	<b>663,525</b>	<b>637,107</b>	<b>26,418</b>	<b>3.7%</b>
Georgia	4,741,860	4,522,025	219,835	4.6%
United States	151,428,000	144,427,000	7,001,000	4.6%

Note: This series reflects the latest information available. Labor Force includes residents of the county who are employed or actively seeking employment.

Source: Georgia Department of Labor; U.S. Bureau of Labor Statistics.



### 3.2.3 Average Weekly Wages

Weekly wage averages for 2006 are available for Jackson County and the surrounding area from the Georgia Department of labor on the following page. The overall average wage for Jackson County for all industries is \$583. This is less than the average for the region which is \$627 and for the State of Georgia which is \$776. However, Jackson County is leading in wages for several categories when compared to the region. **Table 3.9** on the following page provides wage information by employment sector.



**Table 3.9 Weekly Wages, Jackson County and Area**

Industry Mix - 2006								
INDUSTRY	Jackson				Jackson Area			
	NUMBER OF FIRMS	EMPLOYMENT NUMBER	PERCENT	WEEKLY WAGE	NUMBER OF FIRMS	EMPLOYMENT NUMBER	PERCENT	WEEKLY WAGE
<b>Goods-Producing</b>	<b>346</b>	<b>5,923</b>	<b>30.3</b>	<b>702</b>	<b>6,061</b>	<b>96,570</b>	<b>18.9</b>	<b>749</b>
Agriculture, Forestry, Fishing & Hunting	19	148	0.8	578	111	1,447	0.3	787
Mining	2	*	*	*	18	351	0.1	858
Construction	247	1,173	6.0	702	4,442	34,459	6.7	707
Manufacturing	78	4,558	23.3	704	1,490	60,316	11.8	752
Food Manufacturing	11	2,022	10.3	540	91	15,058	2.9	566
Beverage & Tobacco Product Manufacturing	1	*	*	*	12	222	0.0	764
Textile Mills	3	*	*	*	27	2,295	0.4	794
Textile Product Mills	2	*	*	*	50	484	0.1	445
Apparel Manufacturing	2	*	*	*	20	462	0.1	537
Wood Product Manufacturing	7	412	2.1	1,081	54	2,870	0.6	662
Printing and Related Support Activities	6	33	0.2	448	206	2,748	0.5	571
Chemical Manufacturing	4	104	0.5	988	81	3,602	0.7	1,181
Plastics & Rubber Products Manufacturing	6	417	2.1	528	52	2,665	0.5	668
Nonmetallic Mineral Product Mfg	4	*	*	*	96	2,999	0.6	738
Fabricated Metal Product Manufacturing	6	246	1.3	819	188	3,644	0.7	712
Machinery Manufacturing	6	370	1.9	918	100	4,635	0.9	860
Electrical Equipment and Appliances	1	*	*	*	30	3,047	0.6	886
Transportation Equipment Manufacturing	5	357	1.8	834	38	2,675	0.5	767
Furniture and Related Product Mfg	10	57	0.3	575	140	1,877	0.4	633
Miscellaneous Manufacturing	4	23	0.1	941	173	3,605	0.7	783
<b>Service-Providing</b>	<b>934</b>	<b>10,436</b>	<b>53.3</b>	<b>524</b>	<b>28,141</b>	<b>344,362</b>	<b>67.3</b>	<b>570</b>
Utilities	4	*	*	*	31	1,193	0.2	1,136
Wholesale Trade	94	1,508	7.7	756	3,234	39,144	7.6	807
Retail Trade	235	2,925	14.9	446	4,263	70,486	13.8	481
Transportation and Warehousing	43	793	4.1	653	763	9,715	1.9	717
Information	10	*	*	*	544	14,004	2.7	786
Finance and Insurance	66	324	1.7	768	2,106	22,179	4.3	871
Real Estate and Rental and Leasing	61	198	1.0	501	1,796	7,704	1.5	696
Professional and Technical Services	100	343	1.8	759	4,426	26,799	5.2	726
Management of Companies and Enterprises	2	*	*	*	143	7,036	1.4	1,028
Administrative and Waste Services	73	717	3.7	426	2,365	41,898	8.2	492
Educational Services	6	*	*	*	354	4,747	0.9	574
Health Care and Social Assistance	63	555	2.8	508	2,372	39,624	7.7	634
Arts, Entertainment, and Recreation	11	160	0.8	754	362	4,329	0.8	518
Accommodation and Food Services	78	2,066	10.6	296	2,279	42,421	8.3	234
Other Services, Ex. Public Admin	75	308	1.6	458	2,410	12,392	2.4	441
<b>Unclassified - industry not assigned</b>	<b>13</b>	<b>18</b>	<b>0.1</b>	<b>724</b>	<b>693</b>	<b>696</b>	<b>0.1</b>	<b>658</b>
<b>Total - Private Sector</b>	<b>1,280</b>	<b>16,359</b>	<b>83.6</b>	<b>613</b>	<b>34,202</b>	<b>440,932</b>	<b>86.2</b>	<b>659</b>
<b>Total - Government</b>	<b>57</b>	<b>3,219</b>	<b>16.4</b>	<b>668</b>	<b>626</b>	<b>70,771</b>	<b>13.8</b>	<b>693</b>
State Government	16	144	0.7	598	176	18,819	3.7	571
Local Government	32	2,949	15.1	543	332	46,515	9.1	595
Federal Government	9	126	0.6	862	118	5,437	1.1	914
<b>ALL INDUSTRIES</b>	<b>1,337</b>	<b>19,578</b>	<b>100.0</b>	<b>583</b>	<b>34,828</b>	<b>511,706</b>	<b>100.0</b>	<b>627</b>
<b>ALL INDUSTRIES - Georgia</b>					<b>266,560</b>	<b>4,023,824</b>		<b>776</b>

Note: \*Denotes confidential data relating to individual employers and cannot be released. These data use the North American Industrial Classification System (NAICS) categories. Average weekly wage is derived by dividing gross payroll dollars paid to all employees - both hourly and salaried - by the average number of employees who had earnings; average earnings are then divided by the number of weeks in a reporting period to obtain weekly figures. Figures in other columns may not sum accurately due to rounding since all figures represent the Annual 2006.

Source: Georgia Department of Labor. These data represent jobs that are covered by unemployment insurance laws.





### 3.2.4 Personal Income by Type

Personal income has significantly increased from 1990 to 2000. Income for the county has kept pace with inflation. **Table 3.10** provides personal income statistics by category.

**Table 3.10 Personal Income, Jefferson, Georgia**

Personal Income by Type (in dollars) City of Jefferson		
Category	1990	2000
Total income	32,311,158	69,966,600
Aggregate wage or salary income for households	22,812,448	53,434,900
Aggregate other types of income for households	260,054	951,500
Aggregate self employment income for households	2,702,020	3,291,000
Aggregate interest, dividends, or net rental income	2,527,591	3,780,200
Aggregate social security income for households	2,333,960	4,494,600
Aggregate public assistance income for households	325,080	730,000
Aggregate retirement income for households	1,350,005	3,284,400

Source: U.S. Census

### 3.2.5 Education

A detailed inventory of education resources in Jefferson can be found in the Community Facilities section of this report.

### 3.2.6 Commuting Patterns

The majority of labor force living in Jefferson worked outside the city limits. This may be a reflection of proximity to Athens-Clarke County, Gainesville and Interstate 85 which provide access to higher paying jobs.

**Table 3.11 Place of Work, Jefferson, Georgia**

Labor Force by Place of Work City of Jefferson		
Category	1990	2000
Total population	2,763	3,825
Worked in State of residence	1,263	1,770
Worked in place of residence	427	518
Worked outside of place of residence	836	1,252
Worked outside of state of residence	0	0



### 3.2.7 Analysis Economic Base and Labor Force

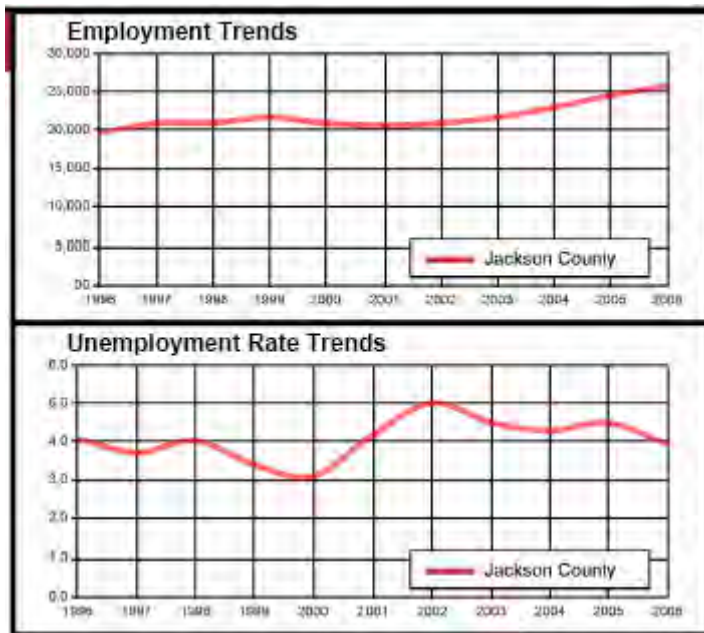
The overall economic base for Jackson County as a whole is in fairly good shape. However, wages are below regional averages and some industrial sectors are not well represented within Jackson County. **Table 3.12** provides the “Location Quotients” for various sectors in Jackson County. This statistic compares national averages with local averages to assess whether a sector would have excess capacity and thus be able to export services and/or products. A number above 1.0 would mean a location has more than the national average.

Since reporting procedures prevent some information to be disclosed care should be taken when using this data. However, in general, Jackson County has a healthy construction, manufacturing, wholesale trade, and retail trade sector participation. Jackson County is lacking in information, finance and insurance, real estate, rental and leasing, professional and technical services and other general services.

**Table 3.12 Location Quotients, Jackson County, Georgia**

Industry Description	U.S. Industry Employment 2003	Georgia Industry Employment	Jackson County Industry Employment	Georgia Location Quotient	Jackson County Location Quotient
Industry total	127,795,827	3,783,232	15,414	1.00	1.00
Agriculture, forestry, fishing and hunting	1,163,686	26,567	-	0.77	0.00
Mining	500,232	7,146	-	0.48	0.00
Utilities	829,562	20,438	-	0.83	0.00
Construction	6,868,738	196,053	1,238	0.96	1.49
Manufacturing	14,513,657	449,717	4,002	1.05	2.29
Wholesale trade	5,589,242	205,247	1,094	1.24	1.62
Retail trade	14,993,946	445,677	2,989	1.00	1.65
Transportation and warehousing	5,085,388	171,279	90	1.14	0.15
Information	3,321,420	125,255	103	1.27	0.26
Finance and insurance	5,809,484	154,163	216	0.90	0.31
Real estate and rental and leasing	2,099,651	58,423	183	0.94	0.72
Professional and technical services	6,744,928	194,830	264	0.98	0.32
Management of companies and enterprises	1,660,137	51,729	-	1.05	0.00
Administrative and waste services	7,640,043	245,979	-	1.09	0.00
Educational services	11,293,097	345,183	-	1.03	0.00
Health care and social assistance	15,434,396	392,174	68	0.86	0.04
Arts, entertainment, and recreation	2,183,120	37,665	32	0.58	0.12
Accommodation and food services	10,397,431	312,466	1,025	1.02	0.82
Other services, except public administration	4,312,477	100,170	192	0.78	0.37
Public administration	7,147,222	224,142	728	1.06	0.84

Employment and unemployment rate trends are provided in the figure below. Employment has been slow up though 2001 but has recently increased. Unemployment rates have consistently remained under 5%. Projections for employment are provided in **Table 3.13** on the following page.



**Table 3.13 Projected Employment, Jefferson, Georgia**

Projections of Employment by Industry City of Jefferson						
Category	2005	2010	2015	2020	2025	2030
Total Employed Civilian Population	2,037	2,285	2,532	2,780	3,028	3,276
Agriculture, Forestry, Fishing, hunting & mining	17	17	16	15	14	14
Construction	195	230	264	298	332	367
Manufacturing	401	426	451	476	501	526
Wholesale Trade	87	101	114	128	142	156
Retail Trade	184	196	207	218	229	241
Transportation, warehousing, and utilities	91	96	102	107	113	118
Information	NA	NA	NA	NA	NA	NA
Finance, Insurance, & Real Estate	92	106	119	132	145	159
Professional, scientific, management, administrative, and waste management services	110	129	148	167	186	205
Educational, health and social services	378	430	481	533	585	637
Arts, entertainment, recreation, accommodation and food services	184	215	245	275	305	336
Other Services	98	110	123	135	148	160
Public Administration	111	126	140	154	168	183



### **3.3 Economic Development Resources**

#### **3.3.1 Economic Development Agencies**

##### *Georgian Department of Community Affairs*

The Department of Community Affairs (DCA) administers and/or assists communities with various economic development tools. These include but are not limited to funds from the Appalachian Regional Commission, One Georgia, and other state and federal agencies/organizations. These programs and eligibility are summarized in the document "Economic Development Finance Programs dated October 2007" (EDFP). This is a recent update to the "Catalog of State Financial Assistance Programs" Published in 2002.

##### *Georgia Department of Economic Development*

The Georgia Department of Economic Development (GDEcD) is the principal state-level agency engaged in business, trade partnership and tourist recruitment. The agency is led by an experienced board which includes executives from many of the state's leading employers. GEDcD works in collaboration with multiple state and federal programs, and maintains a worldwide marketing campaign targeting more than 15,000 companies with the potential to expand or relocate in Georgia.

##### *Georgia Power, Economic Development Division*

Georgia Power's Economic Development Division is charged with the responsibility of attracting businesses to the state. The Division is engaged in marketing the state of Georgia to potential investors and maintaining a database of sites appropriate for business investment. Georgia Power also serves as a consultant to local communities by providing technical advice on how to attract business investment. In addition to these services, Georgia Power's Community Development Department acts as a clearinghouse for communities to identify funding opportunities to make substantive and aesthetic improvements to local infrastructure.

##### *Jefferson Development Authority*

The Jefferson Development Authority was created in 1996 and 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.

##### *Jackson County Chamber of Commerce*

The Jackson County Area Chamber of Commerce serves as the economic development agency for the county and its nine municipalities.



### *Jefferson Area Business Association*

JABA gives Jefferson-area business men and women an opportunity to work together to improve the community. They provide a variety of events in Jefferson such as the annual Freedom Festival just before the 4th of July, the Children's Halloween Walk, and the Christmas Parade.

### *Joint Development Authority of Northeast Georgia and Jackson Industrial Development Authority*

The Industrial Development Authority of Jackson County is the lead agency for Jackson County's economic development efforts. The Authority's purpose is to expand the manufacturing based throughout the county. The county's economic development goals and policies are implemented by the Authority's Executive Director who works closely with other regional and state economic development agencies to attract new industries into the county.

### **3.3.2 Economic Development Tools**

There are over 100 programs for economic assistance summarized in the EDFP. Jackson County falls into the transitional category of the Appalachian Regional Commission and is available for 50% funding from this source. They are also eligible for Federal Low Income Tax Credit funds.

### **3.3.3 Education and Training Opportunities**

Education opportunities are described in the Community Facilities section of this report. Specific educational opportunities that support economic development are listed below.

**Georgia Quickstart** Through the Office of Economic Development Programs, the Department of Adult and Technical Education provides a number of programs and services designed to assist businesses and industries with their training needs. These include Quick Start, Georgia's economic development training incentive, as well as other programs delivered through the Office of Economic Development Programs at each technical college. Continuing education, administration of Georgia's Retraining Tax Credit, the Certified Economic Developer Trainer (CEDT) program, and new program incubation are also responsibilities of Economic Development programs.

These programs serve Georgia's new, expanding and existing industries through training and developing solutions to the challenges facing Georgia's businesses, particularly in the area of developing a skilled workforce. Athens Technical College and Lanier Technical College are the closest service providers to Jefferson.



**Athens Career Center** The Athens Career Center is run by the Georgia Department of Labor. The Career Center offers employment services, orientation assessment, job referrals, self-help job search, job development, referral to community services, and other services to businesses and potential employees.

**University of Georgia Small Business Development Center - Athens Office** The Small Business Development Center is a service of the University of Georgia. They provide business consulting, business training workshops, and marketing and research services are available to assist individuals with the start-up of new businesses or the expansion of existing businesses.

**University of Georgia** The University of Georgia offers many outreach and economic development services that residents and businesses in Jackson County can take advantage of. Examples include the Center for Agribusiness and Economic Development and the Cooperative Extension Service.

**Other Education and Training Options** Higher learning and advanced training are attainable in the City of Jefferson. All within a 90-minute drive are: Georgia Tech, Georgia State University and Emory University. Less than 30 minutes away are Gainesville College, Brenau University, and the University of Georgia. With access to Georgia Tech and Emory University, Jackson County businesses have the advantage of innovative developments in engineering and medicine, among other disciplines. Georgia Tech, one of the top engineering schools in the country, also runs the highest-ranked voluntary co-op program in the United States. Access to the University of Georgia provides local industry with up-to-date research on environmental, ecological, agricultural and chemical technologies.

### **3.3.4 Analysis Economic Development Resources**

The City of Jefferson has access to many Economic Development Agencies and tools. The primary resource for economic development should be the Economic Development Authorities (both the local and the multi-county). City of Jefferson staff may also seek assistance directly from the DCA. There is no apparent deficiency in grants, loans, and technical assistance available to the City of Jefferson.



## 4 Housing

The Housing Element is important to the Town of Jefferson because of the opportunity to inventory its current housing stock and evaluate the housing in terms of affordability, condition and occupancy.

### 4.1 Housing Types and Mix

The vast majority of housing in Jefferson is single family detached. In 1999 there were 121 mobile homes, 151 units in apartments, and 115 units in duplexes. The types of housing units located in the Jefferson are presented in the table below. Since the 2000 Census, there have been a significant number of single family residential buildings permitted in Jefferson. **Table 4.2** shows building permits dating from 2003 to 2006. Note that there were no residential permits issued for housing other than single family. Since 1990, there has been a trend towards an increase in the number of single family homes and a decrease in the share of mobile homes.

**Table 4.1: Types of Housing, units in structure 2000**

	United States	Georgia	Jackson County, Georgia	Jefferson city, Georgia
Total:	115,904,641	3,281,737	16,226	1,518
Single family, detached	69,865,957	2,107,317	10,258	1,121
Single family, attached	6,447,453	94,150	67	10
2	4,995,350	90,370	332	115
3 or 4	5,494,280	132,535	220	46
5 to 9	5,414,988	173,385	204	59
10 to 19	4,636,717	129,276	65	39
20 to 49	3,873,383	57,825	40	4
50 or more	6,134,675	97,628	13	3
Mobile home	8,779,228	394,938	5,003	121
Boat, RV, van, etc.	262,610	4,313	24	0

Source: U.S. Bureau of the Census (SF3)



**Table 4.2: Jefferson Building Permits**

	2003	2004	2005	2006
Single Family Building Permits	100	415	343	423
Other Residential Building Permits	0	0	0	0

**Table 4.3: Trends in Housing Types, Jefferson**

	1980		1990		2000	
<b>TOTAL Housing Units</b>	702	100.00%	1,136	100.00%	1,518	100.00%
<b>Single Units (detached)</b>	548	78.10%	805	70.90%	1,121	73.80%
<b>Single Units (attached)</b>	24	3.40%	15	1.30%	10	0.70%
<b>Double Units</b>	47	6.70%	88	7.70%	115	7.60%
<b>3 to 9 Units</b>	50	7.10%	74	6.50%	105	6.90%
<b>10 to 19 Units</b>	16	2.30%	33	2.90%	39	2.60%
<b>20 to 49 Units</b>	0	0.00%	0	0.00%	4	0.30%
<b>50 or more Units</b>	0	0.00%	0	0.00%	3	0.20%
<b>Mobile Home or Trailer</b>	17	2.40%	116	10.20%	121	8.00%





Source: U.S. Census

## 4.2 Age and Condition of Housing

**Table 4.3** shows the distribution of housing by date built for Jefferson, Jackson County, Georgia, and the nation. Jefferson’s distribution mirrors that of Jackson County for housing units built since 1980. However, there are relatively fewer homes in Jefferson that were built in the 1970s. Also, Jefferson has a high percentage of older homes, those built before 1950.

At the time of the 2000 census, there were nine homes in Jefferson that lacked plumbing facilities and two that lacked kitchen facilities. Also according to the 2000 Census, of the total housing units in Jefferson, 7% were vacant units, 60% were owner-occupied, and 33% were renter-occupied.

**Table 4.4: Age of Housing, Jefferson, Jackson County, and Georgia 2000**

	United States	Georgia	Jackson County, Georgia	Jefferson city, Georgia
Total:	100%	100%	100%	100%
Built 1999 to March 2000	2%	4%	8%	7%
Built 1995 to 1998	7%	13%	16%	17%
Built 1990 to 1994	7%	11%	12%	11%
Built 1980 to 1989	16%	22%	18%	17%
Built 1970 to 1979	18%	19%	15%	11%
Built 1960 to 1969	14%	13%	10%	11%
Built 1950 to 1959	13%	9%	7%	10%
Built 1940 to 1949	7%	4%	5%	6%
Built 1939 or earlier	15%	6%	9%	11%

Source: U.S. Bureau of the Census (sf3)



**Table 4.5: Occupancy Characteristics (2000)**

	Georgia	Jackson County, Georgia	Jefferson city, Georgia
Total:	3,281,737	16,226	1,522
Occupied	3,006,369	15,057	1,415
Owner occupied	2,029,154	11,276	917
Renter occupied	977,215	3,781	498
Vacant	275,368	1,169	107
For rent	86,905	369	42
For sale only	38,440	250	26
Rented or sold, not occupied	20,353	117	9
For seasonal, recreational, or occasional use	50,064	60	1
For migrant workers	969	3	1
Other vacant	78,637	370	28

Source: U.S. Bureau of the Census (sf1)

### 4.3 Cost of Housing

The cost of housing in Jefferson is an important consideration in existing inventories because housing availability is a key element in sustaining the quality of life of a small town. As indicated below, the median property value in Jefferson has increased dramatically since 1990. In 1990, the median property value of \$57,900 increased 93% to \$111,600 in 2000, while the median rent for rental units increased 70%. The trend is similar in Jackson County where median property values increased by 86%.

Tables 4.5 shows that the average value of a single family home is nearly \$10,000 more than the Jackson County average. Rents are about the same as in Jackson County. Housing value in Jefferson closely match those of the state of Georgia. However, average rent in Georgia is significantly higher.

**Table 4.6: Housing Costs, Jefferson, 1990 vs. 2000**

Jefferson city: Housing cost		
Category	1990	2000
Median property value	\$57,900	\$111,600
Median rent	\$298	\$508

**Table 4.7: Housing Costs, Jackson County, 1990 vs. 2000**

Jackson County: Housing cost		
Category	1990	2000
Median property value	\$55,300	\$102,900
Median rent	\$326	\$501



**Table 4.8: Value and Rent of Housing (2000)**

	United States	Georgia	Jackson County	Jefferson city, Georgia
Median Rent	\$602	613	501	508
Value of Owner Occupied Housing Units				
Single Family	\$119,600	\$111,200	\$102,900	\$111,600
Mobile Homes	\$31,200	\$33,600	\$53,100	\$61,900
All Owner Occupied	\$111,800	\$100,600	\$89,900	\$108,900

Source: U.S. Bureau of the Census (sf3)

### 4.4 Cost-Burdened Housing

Households paying between 30% and 49% of their income on housing are considered to be “cost-burdened” and households paying over 50% are “severely cost-burdened”. Ten percent (10%) of all households are considered cost-burdened in Jefferson, while 15% of all households in Jackson County are considered to be cost-burdened. While this includes over 2,400 households in the County, it is still relatively low. In the Atlanta MSA, by comparison, 22% of households were spending over 30% of their income on housing. **Table 4.6** shows cost burdened households and breaks them out by owner-occupied and renters.

**Table 4.9: Cost Burdened Households – Jackson County**

	Jackson County		Jefferson	
<b>Owner</b>				
Total Cost Burdened	1506	9% of all units	54	4% of all units
Total Severely Cost Burdened	470	31% of cost burdened units	29	54% of cost burdened units
Total Overcrowded	143		8	
Total Lacking Facilities	84		5	
Total Problems	1599		57	
<b>Renter</b>				
Total Cost Burdened	972	6% of all units	88	6% of all units
Total Severely Cost Burdened	496	33% of cost burdened units	6	11% of cost burdened units
Total Overcrowded	198		2	
Total Lacking Facilities	31		0	
Total Problems	1081		98	



Source: Georgia Institute of Technology - City and Regional Planning Program from US Census PUMS data

## 4.5 Jobs-Housing Balance and Special Housing Needs

This section of the housing element addresses the relationship between the existing housing stock and two aspects of the community: commuting patterns and special needs. When compared with existing housing stock, these characteristics can be evaluated as to the degree that each meets the needs of housing in Jefferson.

### 4.5.1 Jobs-Housing Balance

Jobs-housing balance seeks a geographic equilibrium between housing and jobs. The underlying theory is that as jobs and housing are more evenly distributed and mixed, people will be able to live closer to their jobs, and traffic congestion and vehicular traffic will be reduced.

Jefferson serves as a bedroom community for Athens-Clarke County, Gainesville, and the large job markets accessible via I-85. The majority of labor force living in Jefferson worked outside the city limits. This may be a reflection of proximity to Athens-Clarke County, Gainesville, and Interstate 85 which provide access to higher paying jobs. The excellent school system and small town environment make Jefferson a popular community in which to live. The high demand for housing has led to increasing housing costs. Additional affordable housing and higher-paying jobs would improve the jobs-housing balance in Jefferson.

**Table 4.10 Place of Work, Jefferson, Georgia**

Labor Force by Place of Work City of Jefferson		
Category	1990	2000
Total population	2,763	3,825
Worked in State of residence	1,263	1,770
Worked in place of residence	427	518
Worked outside of place of residence	836	1,252
Worked outside of state of residence	0	0



### 4.5.2 Special Needs

In each community, there are individuals with special needs that should be considered in the Housing Element of a Comprehensive Plan. Again, specific information for the City of Jefferson is unavailable, however, the special needs of various groups in Jackson County is presented in the Table below:

**Table 4.11: Special Needs – Jackson County**

County	AIDS Cases 1993-2006	Family Violence, # of Police Actions 2004	Total, # Age 65+ 2000	Total, % Age 65+ 2000	Disability (Any) % Age 5+ 2000	Adult Substance Abuse Treatment Needed 2001
Jackson County	15-45	964	4,321	10.4%	38.3%	n/a

As indicated, there is a significant population over age 65 with special care needs and a larger population with physical disabilities in Jackson County. Other disabilities include those with AIDS and substance abuse. While some of these disabilities simply require modifications to existing residences, such as replacing steps with ramps and improving wheelchair accessibility, other cases, such as individuals with extreme mental disabilities, require long-term residential care.

While there are no residential services available to these individuals in Jefferson, Jackson County and nearby Athens-Clarke County offer a number of services through public programs. Services include a shelter for victims of domestic violence and their families, rehabilitation centers for individuals recovering from drug addiction or mental illness, additional residential facilities for people with developmental disabilities, and transitional housing for homeless families and individuals.

In addition, there are a number of State and Federal agencies that provide subsidized or affordable housing for older adults including providing a hospice residence for patients with terminal diseases. The Jefferson Housing Authority provides low-income housing at Jefferson Terrace Apartments on Athens Highway.



## 5 NATURAL AND CULTURAL RESOURCES

The purpose of the Natural and Cultural Resources section is to evaluate how new development is likely to impact these resources and identify needed regulation or policies for their protection. The section is divided into two subsections; 1) Natural Resources, and 2) Cultural Resources. The following state planning goals and quality community objectives were considered in developing the assessment and analysis in this section.

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

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

**Open Space Preservation Objective:** New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors.

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

### 5.1 Natural Resources

As part of the Georgia Planning Act of 1989, the Georgia Department of Natural Resources (DNR) developed the *Rules for Environmental Planning Criteria* for use by local communities. The *Criteria* establish recommended minimum planning standards for the protection of water supply watersheds, groundwater recharge areas, wetlands, river corridors and mountains. This section identifies those applicable resources that are found in Jefferson. Because there are no protected mountains in close proximity to Jefferson, that specific items are not addressed by this plan.



### 5.1.1 Public Water Supply Sources and Groundwater Recharge Areas

Jefferson has its own public water supply, located in the eastern part of the city. It is a surface water treatment plant. A map of the water supply watershed is included in chapter 10 *Atlas of Supporting Maps*.

Jefferson has a water aquifer recharge area in the southeast of the city and a water supply watershed in the northeast part of the city. These areas warrant additional regulation to protect these valuable resources from damage.

### 5.1.2 Wetlands

Wetlands are inundated or saturated surfaces or groundwater sufficient to support vegetation that typically exist in saturated soil conditions. Wetlands are a vital environmental resource that deserves significant protection in the form of development regulations. They serve as breeding grounds for important fish and wildlife habitats, and plant species that are specific to the conditions present in a wetland area. They provide a filtering system for water quality. There are five categories of wetlands that require protections: open water, non-forested emergent wetland, scrub/shrub wetlands, forested wetlands, and altered wetlands.

The majority of Jefferson's wetlands are located on its western border. There are additional wetlands located on the south eastern and northern parts of the city. A map of wetlands is included in chapter 10 *Atlas of Supporting Maps*.

### 5.1.3 Protected Rivers

A **protected river** has been defined by the General Assembly as a Georgia river that has an average flow rate of at least 400 cubic feet per second. A **protected river corridor** is all land, inclusive of islands, in areas of a protected river and being within 100-foot horizontally on both sides of the river as measured from the uppermost part of the river bank (usually delineated by a break in the slope). The protected area also includes the area between the uppermost part of the river bank and the water's edge, although this strip of land is not included as part of the 100-foot buffer requirement contained in the minimum standards. The Middle Oconee River, flowing along the western portion of Jefferson is a protected river.

### 5.1.4 Flood Plains

Flood plains are areas of land that can periodically and temporarily be covered by overflowing streams and run-off from adjacent properties. These low-lying areas typically parallel perennial stream beds and swales. Floodplains serve three major



purposes: natural water storage and conveyance, water quality maintenance, and groundwater recharge. These three purposes can be greatly inhibited when flood plains are misused or abused through improper and unsuitable land development. For example, if floodplains are filled in order to construct a building, then valuable water storage areas and recharge areas are lost. These activities can actually alter the shape of the flood plain and result in flooding in previously dry areas. Therefore, floodplain development is usually discouraged with exception of recreational facilities. A map of floodplains is included in chapter 10 *Atlas of Supporting Maps*.

### 5.1.5 Soil Types

The soils survey provides a general condition of the soils in terms of their conditions. The Jackson County Comprehensive Plan did an assessment of the soils in the entire county based on a soil survey conducted in 1977. The following table provides the types of soils found in Jackson County as excerpted from the County Comprehensive Plan.

Symbol	Soil Name	Acres	Percent of Total Acres	Prime Farmland	Steep Slopes	High Water Table	Shallow Depth to Bedrock	Limitation Septic Tanks
A1B	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					





Symbol	Soil Name	Acres	Percent of Total Acres	Prime Farmland	Steep Slopes	High Water Table	Shallow Depth to Bedrock	Limitation Septic Tanks
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
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					



Symbol	Soil Name	Acres	Percent of Total Acres	Prime Farmland	Steep Slopes	High Water Table	Shallow Depth to Bedrock	Limitation Septic Tanks
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					

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

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

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

The Northeast Georgia Regional Development Center provided an ArcView shape file that located the soil boundaries for Jackson County. By linking the table above with the ArcView shape file, a map could be drawn thematically showing the soil conditions. This map is included in chapter 10 *Atlas of Supporting Maps*.

The soils in Jefferson, for the most part, are not conducive to septic tank systems.



### **5.1.6 Steep Slopes**

Jefferson, for the most part has general slopes under 10%. There are some areas where slopes exceed 10% in the eastern part of the city, north of Terry Farm Road. A map of steep slopes is included in chapter 10 *Atlas of Supporting Maps*.

### **5.1.7 Prime Agricultural and Forest Land**

There is still a large portion of Jefferson in the north and east that is still undeveloped forest or agricultural land. Significant development pressure over the next 20 years may destroy these natural resources. A map of agriculture lands is included in chapter 10 *Atlas of Supporting Maps*.

### **5.1.8 Plant and Animal Habitats**

There are no endangered or threatened species designated within Jefferson. The Altamaha Shiner, a fish that inhabits shallow rocky streams and creeks is designated south of Arcade.

### **5.1.9 Major Parks, Recreation, and Conservation Areas**

There are no major parks in Jefferson; however they do have a local park located just west of the downtown area. Jefferson residents have good access to Lake Lanier and the Georgia Mountains. Bear Creek Reservoir, just south of Jefferson, is planned to provide recreational activities. The facility is fairly new and is a water supply source for Athens-Clarke, Barrow, Jackson and Oconee Counties.

### **5.1.10 Scenic Views and Sites**

Several scenic corridors and roads traverse the City of Jefferson. The original U.S. 129 bisects the city running north and south and provides views of both the built and natural environments. The Middle Oconee River is also designated a scenic corridor, offering pristine wetlands and forested areas. These as well as the other scenic corridors/roads offer a glimpse of Jefferson history and natural beauty. A map of the scenic views and sites is included in chapter 10 *Atlas of Supporting Maps*.

### **5.1.11 Natural Resources Assessment**

Jefferson has many natural resources that need to be protected. The Department of Community Affairs provides guidelines for planning criteria and ordinances for the protection of the natural environment. This includes requiring site review for new development and enforcement of codes.



## 5.2 Historic and Cultural Resources

The City of Jefferson has a wealth of historic neighborhoods, sites, and buildings. The inventory below is not intended to be comprehensive. The majority of the information below is from the National Register of Historic Places Registration Form for the Jefferson Historic District.

### 5.2.1 History of Jefferson

(Excerpted from Jefferson's Design Guidelines for Historic Districts) The first American settlers arrived in the area of Jefferson in 1784 which was then Creek and Cherokee territory. The land-lottery system generated a steady rise in the white population of the area over a short period of time. Until 1796, Jackson County was part of Franklin County. Clarke County was later formed out of the eastern section of Jackson County, which caused Jackson County leaders to seek out a new, central location for the seat of the reconstituted county. The Indian village of Thomocoggan was chosen for its location and ample freshwater. In 1806, the town, which had been renamed Jeffersonville in honor of the President, was incorporated according to the Sparta plan, common to Georgia towns at the time. The original city limits of Jeffersonville were defined as everything within a three-quarter mile radius of the central square. In 1810, Jeffersonville was renamed Jeffersonton, which was shortened to Jefferson in 1824.

The first courthouse in Jefferson was a log and wood frame structure, replaced with a two-story, square, brick building in 1817. These courthouses were located on the town square, as is traditional in Georgia. However, in 1879 bonds were issued to build a new courthouse at a higher elevation because drainage had been a constant concern at the site on the square. Materials from the old courthouse were incorporated into the new, which was also remodeled and enlarged in 1906, including the addition of the still extant neoclassical clock tower. Commercial businesses were located around the square, with residential areas extending towards the northern side of town. The Jackson County Academy was founded in 1818, and its name was later changed to the Martin Institute to honor the benefactor that made the school one of the first in the country to be privately endowed in 1854. The school had an excellent reputation and was housed in a Italianate building that unfortunately burned in 1942. Dr. Crawford W. Long also contributed to Jefferson's prestige when he performed the first anesthetized surgery in 1842. Dr. Long lived and practiced in Jefferson for ten years.

The two historic cemeteries of Jefferson date from the 19th century. Woodbine Cemetery stands close to the center of town, at the original location of the Jefferson Methodist Church. The Paradise Cemetery was created by the Paradise AME Church, an early independent African-American church founded in 1854.

The growth of Jefferson during the 19th century was due to its function as the judicial, commercial, and transportation center for rural Jackson County. The area of Jefferson produced crops such as cotton, corn, and tobacco as well as rice and hops. Jefferson's



location at the intersection of several important roads also helped contribute to the local economy. The stagecoach line between Dahlonega, Athens, and Augusta stopped in Jefferson, resulting in the development of several inns.

Jefferson also became a stop on the railroad lines in 1883 when the Gainesville Midland and Social Circle Line began delivering passengers, mail, and freight. The wood-fired locomotives gave way to coal locomotives in 1901, and the track was converted to standard gauge when the line was bought by the Georgia Railroad in 1905, which also extended service to Athens. Passenger and mail service were discontinued in 1943. When a new owner, Seaboard Air Line Railroad converted the line to diesel engines in 1959, the Gainesville Midland was one of the last steam locomotives in the Southeast.

Jefferson Mills was established in 1899 and became the largest employer in Jefferson, contributing to its strong economic growth. The mill, now closed, built housing and other community amenities to attract and retain workers.

The Jefferson Historic Preservation Commission was formed in 1986 when the city enacted the Jefferson Historic Preservation Ordinance. The city recognized that much of Jefferson's special small-town character was present in its historic downtown and residential neighborhoods. As Jefferson continues to grow and develop, by preserving the historic character of the districts, Jefferson can also preserve the community's quality of life.

### **5.2.2 Historic Districts**

Jefferson has six historic districts—Downtown, Martin-Cooley, Oak Avenue, Paradise Cemetery, Washington-Lawrenceville, and Woodbine Cemetery. These contain treasured cultural, social, economic, and architectural resources. Jefferson has design guidelines for maintenance and development within these districts. A map of the districts is provided in the *Atlas of Supporting Maps*. Jefferson has an active historic preservation commission whose charge is the preservation of Jefferson's historic resources. The six historic districts are sub-districts "Jefferson Historic District" which was entered on the National District of Historic Places in 2003.

### **5.2.2 Crawford Long Museum and Pendergrass House**

Dr. Crawford W. Long was the physician who, on March 30, 1842, first used ether for surgical anesthesia. Personal artifacts and documents highlighting the life of Dr. Long, as well as early anesthesia equipment are displayed in the Medical Museum. The antebellum Pendergrass Store Building houses a recreated 1840s doctor's office and apothecary shop. Exhibits on making medicine focus on the obstacles the early country doctor was forced to overcome.



The Pendergrass Store Building also includes a replica of a 19th century General Store and serves as the performance area for Museum programs such as storytelling, craft and historical demonstrations. A display of ledgers and daybooks from the original store offers visitors a unique view into the life of the 19th century citizen.

### **5.2.3 Jackson County Courthouse**

The Old Jackson County Courthouse was listed in the National Register of Historic Places in 1980. It is a Classical Revival-style building constructed in 1979. A clock tower was added to the courthouse in 1906. Currently, the Courthouse is not being used and the County and the City are working on a reuse strategy.

### **5.2.4 Paradise Cemetery**

Paradise Cemetery, listed on the National Register of Historic Places on May, 30, 2002, is an approximately two-acre site located one-half mile northwest of the downtown square. The cemetery is historically African-American and the only extant component of a larger setting that included the Paradise African Methodist Episcopal Church, a parsonage, a school, and two duplexes all owned by Paradise Church.

### **5.2.5 Woodbine Cemetery**

Woodbine Cemetery is located in close proximity to downtown and traces its history back almost as early as the town's founding in 1806. The property was originally owned by Jefferson Methodist Church but was not limited to Methodist burials. It eventually became the town cemetery. Woodbine Cemetery is owned by the City of Jefferson and is maintained by the Woodbine Cemetery Association. A "wagon wheel" design is located at the center of the original portion of the cemetery, while to the north lots are arranged in a grid pattern.

A wide variety of funerary art is found in Woodbine Cemetery. These are examples of flat stone slab markers, typically with the name and dated of the deceased incised on the top, but upright monuments are much more common. The standing monuments range from very simple, small markers to rather large and distinctive monuments. The landscape treatment at the cemetery is informal, consisting of a few large hardwood trees located in the middle of the historic portion, otherwise the entire property is grassed.

### **5.2.6 Jefferson Mills**

The establishment of Jefferson Cotton Mills contributed to the expansion of employment opportunities in Jefferson. The most obvious physical change was construction of the mill as well as the warehouses and other structures involved with cotton production. Also important was the establishment of mill workers' housing adjacent to the mill. Although portions of this housing development have been lost, the mill housing on



Mahaffey Street and on Mahaffey Circle remains as an excellent example of a mill village. Other mill housing was constructed in 1919 along Cobb Street, just west of the mill complex as it existed at that time. The surviving mill village constructed for employees of Jefferson Mills is an excellent example of a turn-of-the-century Piedmont mill village.

In 1965 work began on construction of the Southworth Division of Jefferson Mills, a 150,000 square foot building described at the time as the “world’s most modern textile plant.” Architecturally, the building is significant as the first in Georgia to be constructed with a cable-suspended roof. The use of this type of support system negates the need for internal support member for the roof structure. The Mill is current occupied by Real Deals.

### **5.2.7 Other Historic Buildings**

The Calaboose, built c. 1900, is a small, single-room building constructed as the town jail at the turn of the century. It features stone walls and a simple shed roof. Although presently vacant, it was converted to a dwelling in the 1980s.

The Gainesville Midland Railroad Depot was built in 1905. It is a frame building with a hipped roof and wide overhanging eaves in the craftsman style.

### **5.2.8 Archeological Landmarks and Sites**

The Georgia Department of Natural Resources has identified areas in the eastern part of the city as containing archeological sites. These are identified in the *Atlas of Supporting Maps*.



## 6 COMMUNITY FACILITIES AND SERVICES

One of the primary purposes of local government is the provision of public services and facilities. The purpose of the Community Facilities and Services element in planning is to assist the City of Jefferson in coordinating the planning of public facilities and services in order to efficiently use existing infrastructure and future investments and expenditures for capital improvements.

### 6.1 Transportation Network

The City of Jefferson is located in Jackson County which requires an advanced level of planning. The transportation network is assessed in Section 8, the Transportation Element of this Comprehensive Plan.

### 6.2 Water and Sewer

In 2007 the water system for the City of Jefferson served over 3,400 customers and the wastewater system served over 2,100 customers. Planned developments in the area continue to increase the population and the City's geographical area has more than tripled through annexations since 1988 from six square miles to 20.4 square miles. The City is currently completing an update to its water and wastewater master plan. The information in this section is based on the Engineering Report for Improvements to the Water and Sanitary Sewer System completed in November of 2004. Water and Sewer service area maps are included in *Section 10: Atlas of Supporting Maps*.

#### 6.2.1 Water System Supply, Treatment, Storage, and Distribution

The City of Jefferson has operated a surface water treatment facility since the early fifties. The existing 35-acre reservoir is located on Big Curry Creek. The reservoir is approximately 0.5 miles east of downtown Jefferson and covers approximately 35 acres. The reservoir is bounded by Highway 82 on the east side and wooded lots on the west side. This reservoir was built in 1968 and has had several minor modifications.

Jefferson has a permit from the Georgia EPD to withdraw 1.75 MGD average with a peak of 2.25 MGD. The reservoir's volume is equivalent to only 22 days' water supply at the permitted rate of withdrawal. Expansion of the existing water supply reservoir for Jefferson would be problematic due to existing development within the watershed and upstream agricultural runoff.

In connection with Big Curry Creek Reservoir, the City operates a mechanical water treatment plant with a current treatment capacity of 2.25 million gallons per day (MGD). The plant consists of mechanical flocculators, gravity setting basins, gravity sand filters and chemical feed systems. Recent improvements to the plant include new particle counters and water quality monitoring equipment, complete renovation and upgrade of the mechanical flocculators, a new one million gallon clearwell, and new high service pumps. Current demand averages 1.3 MGD.





Jefferson’s current and projected growth will dramatically increase water demand. Projected needs in the year 2050 have been estimated to be 4.7 MGD. The table below projects these needs in ten-year increments.

**Table 6.1: City of Jefferson Projected Population and Water Usage 2000 - 2050**

Year	Per Capita Usage	Population	Daily Avg. Water Usage MGD	Peak Month Usage Mgal
1980		1,820		
1990		2,763		
2000	238	3,825	0.910	34.6
2010	221	5,806	1.283	48.8
2020	204	8,814	1.798	68.4
2030	187	13,380	2,502	95.1
2040	170	20,310	3.453	131.3
2050	153	30,831	4.717	179.3

Source: City of Jefferson Water Supply Needs Study, 2003

As presented in the table, the projected daily average water supply needs (residential, commercial, industrial and institutional) is expected to be in the range of 4.72 MGD by the year 2050. The peak monthly usage is projected to be in the range of 179 million gallons which corresponds to a daily peak usage of 5.89 MGD, rounded to 6.0 MGD (Peak day will be higher than this, depending on the system the peak day/(peak month average day) factor may be 1.2 or higher). In conclusion, every factor and projection demonstrates the need for a new, affordable, and reliable water source for the City of Jefferson.

The City is working toward a new raw water supply reservoir on Parks Creek. This facility would be augmented by pumping water from the North Oconee River. A withdrawal permit for this source has been under review by the Georgia Department of Natural Resources (DNR) since early 2000. The City has three interconnections with the Jackson County Water and Sewerage Authority, and has an agreement to purchase finished water from the County for up to 0.3 MGD.

The City has a current and up-to-date Water Conservation Plan, and the average per capita water use is projected to decrease over time. The City’s approved water supply study anticipates the future peak day water needs (6.0 MGD) to be provided by:

- Existing Big Curry Creek Reservoir 1.7 MGD
- Proposed Parks Creek Reservoir 4.0 MGD



- County Water Authority 0.3 MGD

To meet these needs will require improvements to the existing reservoir and construction of the proposed Parks Creek Reservoir. The Parks Creek Reservoir will require supplemental pumping and filling from the North Oconee River. Details of the Parks Creek Reservoir Study and pending permitting through EPD and the Corps of Engineers are available and on file at the Jefferson City Hall.

The City of Jefferson's storage facilities consist of two 250,000 gallon elevated tanks in the central portion of the City, a 300,000 gallon tank near the I-85/U.S. 129 interchange, and a 500,000 gallon tank near the Dry Pond/I-85 interchange. A booster pumping station near the City's raw water reservoir on Georgia Highway 82 boosts the water pressure for this zone to the Dry Pond tank. The County's system is often used to feed the upper zone at the Horace Head Road meter connection. The upper zone can feed water to the lower zones automatically through pressure reducing valves (PRV's). Another booster pumping station is located at the intersection of Holder's Siding Road and Academy Church Road. This facility boosts pressure from the lower zone to Academy Woods Subdivision. Long range plans call for this station to eventually tie into the upper zone and work off the Dry Pond tank.

The City's distribution system consists of over 107 miles of pipeline and is comprised of the following (Source: City of Jefferson Water Record Map as of May, 2004):

- 2" waterlines = 30,230 feet
- 6" waterlines = 225,390 feet
- 8" waterlines = 135,930 feet
- 10" waterlines = 29,960 feet
- 12" waterlines = 135,640 feet
- 14" waterlines = 12,150 feet

Generally speaking, water system expansion for accommodation of new subdivisions and commercial projects is developer-funded. In most cases, water mains within the development and minor 'off-site' extensions are reviewed by the City Staff and City Engineer under a *Delegation of Review Agreement* with the Georgia EPD. The City has, and is planning on installing a major transmission and distribution network or grid along the major thoroughfares.

### 6.2.2 Wastewater Collection and Treatment

The City's sanitary sewer collection system has been in operation since the 1950's. The City sanitary sewer collection system consists of over 65 miles of sewer mains and force mains and consists of the following (Source: City of Jefferson Sewer System Record Map as of May, 2004):

- 6" sewer lines = 90 feet
- 8" sewer lines = 201,840 feet
- 10" sewer lines = 14,460 feet



- 12" sewer lines = 16,200 feet
- 15" sewer lines = 14,990 feet
- 16" sewer lines = 1,540 feet
- 18" sewer lines = 3,160 feet
- 4" force main line = 5,720 feet
- 6" force main line = 73,240 feet
- 8" force main line = 7,170 feet
- 10" force main line = 5,420 feet

The wastewater collection system has nineteen (19) wastewater pumping stations and serves over 60% of the water system customers. In some instances, City water users are served by the County system where most feasible.

The City currently operates three (3) wastewater treatment facilities. The City is committed to continue expansion and improvement of these facilities. Two of the treatment facilities are located to the south of the downtown section. One is the land application system (LAS) consisting of pre-treatment, storage, and spray fields. This plant is permitted to for 380,000-GPD. The second is a recently completed mechanical plant located adjacent to the downtown LAS facility. This new plant is permitted to treat 1.0-MGD and is expandable to 2.0-MGD. The third treatment facility is north of Interstate 85 between exits 137 and 140. This facility collects all the wastewater generated at the I-85/US Highway 129 interchange area. The plant is very similar to the land application system near downtown.

The I-85 wastewater treatment facility is currently permitted to treat 287,000-GPD. A permit upgrade has been issued by the EPD to increase this capacity to 386,000-GPD. In anticipation of industrial and commercial growth near I-85, the City owns approximately 301-Acres of land adjacent to the existing facility at the interstate that could be used for system expansion. A permit has been issued by the EPD allowing the city to construct an extended aeration type mechanical plant on this site to handle future flows from this area. The permitted capacity is 1.0-MGD. The service area for this third facility is made up primarily of approximately eighteen (18) commercial and industrial facilities, plus some restaurants and service stations. The area is currently experiencing commercial and industrial growth necessitating the expansion of the treatment facilities.

#### **6.4 Stormwater Management**

Storm water management is handled through the Quad Cities Planning Commission. The QCPC approves and dispenses permits for projects and ensures that all development is in compliance with the Quad Cities Land Use Management Code ordinances that deal with erosion and sedimentation control. The QCPC has adopted by resolution the Georgia Stormwater Management Manual.

Currently, the main water supply source for the City of Jefferson is the Curry Creek Reservoir on Curry Creek, immediately north of the city center. The Curry Creek



watershed drains 6717 acres of land, 48% of which lies within the boundaries of the city, and 52% of which lies within unincorporated Jackson County. The Curry Creek watershed is classified as a Small Water Supply Watershed by the State of Georgia for purposes of the Georgia Planning Act (GPA). In accordance with the provisions of the GPA, the City of Jefferson passed the Curry Creek Water Supply Watershed Protection Ordinance to place the following restrictions on the watershed:

- Perennial streams are protected with 100 foot natural vegetative buffers and an additional 50 foot impervious surface setback;
- Hazardous materials handling facilities are restricted;
- Streets do not require curb and gutter and road crossings minimize runoff; and
- No more than 25% of land area within the watershed may be covered with impervious surfaces.

### **6.5 Solid Waste Management**

The City of Jefferson provides weekly solid waste and recyclables collection to its residents and businesses through a contract with Waste Pro. Plastic, aluminum and steel cans, cardboard, glass, and paper can be recycled. Christmas trees, electronics, paint, and tires are collected through special events and paid for by Jackson County. Solid waste collection and recycling fees are collected as part of each resident's water bill. Also, Jackson County currently operates a drop-off program to collect recyclables at the County transfer station and two staffed compactor sites. The transfer station and drop-off sites collect aluminum cans, newspaper, cardboard, and white goods for recycling.

Solid waste collected in the City of Jefferson is unloaded at the Jackson County transfer station. The transfer station ships all waste to the R&B landfill owned and operated by Waste Management in Banks County. Long-term contracts are in place and Waste Management has provided the County with a Letter of Capacity Assurance until 2013.

### **6.6 General Government**

The City of Jefferson operates under a council-manager form of government. This system of local government utilizes the strong political leadership of elected officials in the form of the City Council. The City Manager is hired to serve the council and the community and to bring the local government the benefits of training and experience in administering local projects and programs on behalf of the governing body.

City Council meetings are held at the new Jefferson Civic Center. The Civic Center is located at 65 Kissam Street. The Wilken's Room (City Council Chambers) is approximately 550 sq. ft., the pre-function Lobby is about 1,196 sq. ft., and Ballroom A & B is approximately 7250 sq. ft. The Civic Center also has a kitchen with a double sided commercial refrigerator, ice machine, 6 burner gas stove, and oven. The Jefferson Civic Center serves as a public meeting space for civic and community meetings, banquets, weddings, receptions, parties, and other special occasions. The Civic Center's Open House/Grand Opening was September 11<sup>th</sup>, 2006.



The City Manager position was established in 2002 with a change in the City's form of government. The City Manager has overseen the transition into a new business model. There are nine departments and (currently) 55 employees. The City is very pro-business and is positioning itself with excellent utility systems and development codes to accommodate the rapid growth the City is now experiencing. The Manager position is multifaceted, responsible for budget preparation and monitoring, personnel, purchasing, as well as oversight of all departments. Many new ordinances and regulations have been adopted, including building codes, erosion control, reservoir protection and a safety program.

A new planning and development department was established in cooperation with two other cities (including a newly constituted Planning Commission to serve these cities). Quad Cities Planning & Development serves to promote municipal cooperation between the cities of Arcade, Jefferson and Talmo and to enhance the well-being of residents, visitors, and property owners and businesses by effectively managing community change in regard to growth and development.

The City Manager, City Clerk, Finance Department, and Quad Cities Planning Commission operate out of City Hall. Jefferson City Hall was built in 1972. The 4,336 square foot facility is inadequate to meet the needs of the growing community.

## **6.7 Public Safety**

### *6.7.1 Law Enforcement*

Law enforcement in the City of Jefferson is provided by the Jefferson Police Department. The Police Department operates out the old Sheriff's Department and Jail. The 4,770 square foot Police Department building is not adequate to meet the growing needs of the Department. The Department is currently using jail cells as offices and there is no room for additional employees or officers. In addition to office space, there is a critical need for computer infrastructure, and new phone lines. The Department anticipates the need for a new sub-station near I-85 within the 20-year planning period.

As of the summer of 2007, the Department had 28 employees: 4 civilians and 24 officers. There were 4 positions open at that time. The Department typically responds to growth as needed.

In 2006 Jefferson had about three officers per 1000 residents. **Table 6.2** shows the average number of officers per 1000 residents in cities with 10,000 to 24,999 people and the average for the Southeastern United States. When compared to these averages, the Jefferson Police Department had the appropriate number of officers in 2006. When using averages it is important to consider the unique needs of each jurisdiction. For example, Jefferson may need more officers than the typical small town because it must patrol I-85. The challenge for the Jefferson Police Department is maintaining its level of service as the city grows.



**Table 6.2: Average Uniformed Sworn Personnel, 1992 and 2003**

Population Category	Police Personnel per 1000 residents, 1992	Police Personnel per 1000 residents, 2003
10,000-24,999	2.32	2.05
Southeast US	3.47	2.61

Source: City of Jefferson Water Supply Needs Study, 2003

The Department has been under new leadership since winter of 2006/2007 and has recently undergone reorganization. The Department serves all areas within Jefferson’s City Limits and assists the Jackson County Sheriff and the City’s of Arcade and Pendergrass Police Departments as needed.

Since the reorganization the department has purchased a drug sniffing and tracking dog for a new K-9 unit and all officers are wearing new Class A uniforms. The Department has initiated a “Park and Walk Program” where uniformed officers walk neighborhoods, enhancing public safety and sense of community.

Currently the Department is not officially accredited by the State of Georgia. Obtaining accreditation is one of the primary short term goals of the department. Additional goals include modernizing departmental technology, maintaining a high level of fiscal responsibility, updating the fleet of police vehicles, and officer training and education.

*6.7.2 Fire Services*

The City of Jefferson is served by the Jefferson Fire Department. The Department is housed in two stations. Station #1 is located at 129 Athens Street in downtown Jefferson. Constructed in 1999, this 10,376 square foot station currently houses one engine, one service truck, and two utility trucks. Station #2 is located at 2758 US Hwy 129 North. Station #2 provides services to the industrial area (I-85 & US Hwy 129) in the city. Currently housed at this station are one engine, one ladder company, and a tanker.

For the last decade Jefferson has had a class 4 ISO rating. The Department has 18 firefighters, 3 captains, an assistant chief, and chief. The Department does not have immediate plans to build any new stations. However, they may need to build another station in the next 5-10 years that would be located closer to the most populated area for maximum coverage and minimum response time. The Department will be purchasing or leasing new trucks in that time frame.



### **6.7.3 Additional Public Safety Services**

Additional public safety services are provided by Jackson County through an intergovernmental agreement. The services provided by the County are listed below.

**Emergency Medical Services** The Jefferson EMS Unit has the largest call volume in Jackson County. Another ambulance is needed near Old Pendergrass Road and the 129 Bypass to address existing deficiencies and the needs of projected population growth.

**Court Services** The Jackson County Courthouse began operations in August, 2004. It has 5 courtrooms, 2 jury rooms, 2 public restrooms on each of its three floors, 5 elevators, and a full basement. It houses all Judicial offices, including Superior Court, Probate Court, Juvenile Court, State Court, Magistrate Court, District Attorney's Office, Public Defender's Office, and Clerk of Court' Office. It also houses the Jackson County Historic Society, Information Technology, Sheriff/Courthouse Security and a law library. The state of the art building has automated lighting and temperature controls, and is secured by metal detectors and surveillance cameras.

**E-911** The Jackson County Public Safety Communications Center was established in 1991. The center operates 24 hours a day, seven days a week and provides Emergency 911 access to all of Jackson County, including the City of Jefferson. The center serves as central dispatch for all public safety units within Jackson County. In 2006, the Board of Commissioners approved renovation and replacement of equipment in the communications center. This was the first major upgrade since 1991.

**Emergency Management and Civil Defense** Emergency Management and Homeland Security in Jackson County is responsible for mitigation, preparedness, response, and recovery to emergencies and disasters throughout Jackson County and its municipalities. The division coordinates many emergencies involving multi-agency or multi-jurisdictional response by providing assistance with managing operations and resources. EMA provides for planning and mitigation of "all" hazards which could potentially effect Jackson County and its municipalities.

**Jail Services** The Jackson County Sheriff's Office and Jail is located at 268 Curtis H. Spence Drive near Jefferson. This location houses the Administrative Officer, Uniform Patrol Division, Criminal Investigations Division, and the Jail. There is a new Sheriff's Office and Jail under construction. It is scheduled to be completed in 2009.

## **6.8 Recreation Facilities**

The City of Jefferson is served by the Jefferson Parks and Recreation Department. Jackson County also offers Parks and Recreation Services to residents. The facilities and services of each department are described below.



### *6.8.1 Jefferson Parks and Recreation Department*

The Jefferson Parks and Recreation main office is located at 2495 Old Pendergrass Road. The main campus has a gymnasium, offices, and facilities for multiple programs, meetings, events and storage. The facility has three new multipurpose fields for soccer and football and two 300' baseball fields with batting cages. The 99 acre park has plenty of parking and passive recreation areas to enjoy. Phase two will soon begin to bring more baseball/softball fields and walking trails to this area.

City Park is another facility that is home to the Jefferson Tee-Ball complex. The four fields are home to the department's largest sport. City Park also features restrooms, a playground, and a stocked pond for youth fishing lessons and tournaments.

The Jefferson Recreation Department City Pool is located just behind Memorial Stadium on Memorial Drive across from City Park. This facility is open Memorial Day through Labor Day and home to the Jefferson Sea Dragons swim team. Also, the Jefferson Elementary Fields are home to all of the 8U and 10U baseball and 8U, 10U and 12U fast-pitch softball.

Radio Jefferson 1620 AM began broadcasting on August 1, 2007. This unique project provides a valuable and missing community service and should provide additional revenues for Parks and Recreation.. The start-up costs were approximately \$80,000 and should be funded by SPLOST funds (Although the City Council did approve \$17,000 from the contingency fund if necessary). The radio station utilizes their old office building for an office and studio.

The Park and Recreation Department has acquired a 35 acre property donation that has been added to the park space inventory. The City hopes to work with the Boy Scouts of America to build a trail system there.

In 2006 the Parks and Recreation Department completed a Citywide Park Needs Assessment Study that is the basis for the Park Master Plan. That plan calls for the construction of four new ball fields on current property, enclosing the City Pool, expansion of the current gymnasium, and construction of a soccer field complex at Curry Creek Park. The estimated costs for these are:

- Ball Fields - \$1,600,000;
- Pool - \$1,250,000;
- Gymnasium \$1,800,000;
- and Soccer Complex \$1,000,000.

The plan has yet to be submitted or approved by City Council and is considered preliminary at this point.





The goal is to utilize the radio revenue, growth in sales tax revenues and impact fee increases, as well as other proposals such as “Water Bill Round Up”, Mitigation, Concurrency, Grants, and private Capital Campaigns together to issue another bond. This will be contingent on the establishment of this additional revenue first. It is expected that the additional facilities will add approximately \$200,000 to the City’s operating budget but will bring in additional revenue of \$350,000.

### *6.8.1 Jackson County Parks and Recreation Department*

Jackson County operates five parks. The closest park to Jefferson is Lamar Murphy Park. Lamar Murphy Park opened in the Spring of 1997. Lamar Murphy Park has the following amenities.

- 3 -300' lighted baseball/softball fields
- 2 -200' lighted baseball/softball fields
- 2 lighted football/soccer fields
- 2 outdoor batting cages
- 2 - concession stands
- 3 covered pavilions with picnic tables
- Playground
- walking trail
- 2 parking lots

West Jackson Park opened in Spring 2004 and is located in Hoschton.

- Amenities include:
- 4 -200' lighting baseball/softball fields
- 1 -100' t-ball field
- 1 -concession stand
- 2 -covered pavilions with picnic tables
- Playground
- walking trail
- 2 parking lots

East Jackson Park, near Nicholson, is scheduled to open in the Spring of 2008. Hurricane Shoals Park is located just off Ga. Hwy. 82 Spur in Maysville. There are seven covered pavilions and an amphitheatre which can be rented. There are many open picnic tables, grills, two restroom facilities, two playgrounds and walking trails. Sell’s Mill Park has a covered pavilion with several picnic tables, a playground, restrooms, walking trails and The Mill building.

Center Park and Hoschton City Park are not owned by Jackson County but are programmed and maintained by the Jackson County Department of Parks and Recreation.



Center Park is located south of Nicholson. Recreation facilities in Center Park include: a multi-use field, gymnasium building, cookout facilities, a play area, and support facilities. Hoschton City Park is small. It serves residents of the western portion of the County. The park contains multi-use fields and support facilities. There are five school recreation sites that have indoor and outdoor facilities that are used by the JCDPR for practice and game purposes.

The JCDPR provides a wide range of youth programs for children between ages of five and 16 years. Program offerings include athletics, cheerleading, and camps. Programs are offered seasonally, on a year-around basis.

## **6.9 Hospitals and Other Public Health Facilities**

### *6.9.1 Major Hospitals/Primary Care Facilities*

Nearby Athens-Clarke County is the medical center for northeast Georgia, serving a large geographic market, including Jackson County and the City of Jefferson. The Cities of Gainesville and Commerce also have medical facilities described below.

**Athens Regional Medical Center (ARMC)** is the cornerstone of Athens Regional Health Services. ARMC is located less than half an hour away at 1199 Prince Avenue in Athens. It consists of 315-bed regional referral center, acute care facility, two urgent care centers, a quality network of physicians and a health maintenance organization. ARMC also offers services such as a nationally recognized open-heart program, diabetes education, oncology services, maternal/child services, emergency trauma care and all major areas of intensive care. ARMC's medical staff numbers more than 250 professionals, and there are more than 2,800 employees. ARMC services a 17-county service area in northeast Georgia, including Athens/Clarke, Oconee, Oglethorpe, Madison, Jackson, Barrow, Walton, Morgan, Greene, Taliaferro, Wilkes, Elbert, Hart, Franklin, Banks, Stephens and Habersham.

**St. Mary's Hospital**, part of St. Mary's Health Care System, is located at 1230 Baxter Street, about a half hour's drive from Jefferson. The non-profit, faith-based hospital provides a continuum of inpatient and outpatient health care services, including a 24-hour emergency room and EMS service. Focus areas include neuroscience, cardiac care, general medicine/general surgery, orthopedics, women's and children's services, gastroenterology and senior services. The system also features home health care/hospice services, provided in the home; a wellness center/outpatient rehabilitation center at 105 Trinity Place; industrial medicine practice at 1500 Oglethorpe Avenue, and Highland Hills retirement community in Oconee County.

**Northeast Georgia Health System** is a not-for-profit community health system dedicated to improving the health and quality of life of the people of Northeast Georgia. The health system offers a full range of healthcare services through two hospital campuses accredited by Joint Commission, a main campus on Spring Street and the



Lanier Park Campus on White Sulphur Road in Gainesville. Together, these facilities, along with two long-term care centers and a mental health and substance abuse treatment center, offer Northeast Georgia residents comprehensive health care close to home.

Extending the health system's reach into the communities it serves are outlying facilities including primary care offices; outpatient rehabilitation centers offering physical, occupational and speech therapy; and a satellite cancer treatment center as well as in-home services such as hospice and Lifeline, a personal emergency response system.

**BJC Medical Center** is located in Commerce. BJC Medical Center consists of 90 licensed hospital beds, 167 nursing facility beds, and a staff of over 400 medical professionals that provide a range of inpatient, outpatient and long term nursing care services including 24-hour emergency services, surgical services, obstetric services, laboratory services, radiology services, physical therapy services, outpatient clinics, and other services.

#### *6.9.2 Public Health Facilities*

The Jackson County Health Department maintains two clinics in Jackson County. They are located at 341 General Jackson Drive in Jefferson and 623 South Elm Street in Commerce. The clinics provide the following basic services: health checkups, immunizations, WIC Supplemental Food Program, nutrition education, family planning, and screening for STDs, HIV, Tuberculosis and Hepatitis B.

### **6.10 Educational Facilities**

There are many educational choices available to residents of Jefferson. They are outlined below.

#### *6.10.1 City of Jefferson Schools*

The City of Jefferson is served by Jefferson City Schools. Total enrollment in the System was about 2,500 in August of 2007. The system consists of four schools:

- **Jefferson Elementary School** is currently at capacity with an enrollment of 700 students in grades K-2
- **Jefferson Academy** has 577 students in grades 3-5 and has a capacity of 750 students.
- **Jefferson Middle School** has a capacity of 750 students and currently enrolls 595.
- **Jefferson High School** enrolls 660 students and has a capacity of 750.

Jefferson City Schools is in the process of putting together a 5-year plan for facilities. It is anticipated that no new schools will be built in this time period. Additional classrooms



at the High School and the Elementary School will be constructed as part of the plan. 21 new classrooms were recently added to the middle school.

The school system does not create long range enrollment projections. There is too much uncertainty in the local housing and commercial markets for long term projections. However, looking at recent trends could be useful in developing short term projections. In 2004 the system grew by 300 students, and last year it grew by 200 students. The system expects enrollment to increase by 125-150 student per year over the next three years. Jefferson City Schools currently controls how many out of district students are allowed in the system. By limiting this number, the school system can exert some control on overall enrollment.

#### *6.10.2 Jackson County Schools Public Schools*

The Jackson County School System operates the following public schools:

- North Jackson Elementary School
- Maysville Elementary School
- East Jackson Elementary School
- South Jackson Elementary School
- Benton Elementary School
- West Jackson Primary School (pre-k through 2<sup>nd</sup> grade)
- West Jackson Intermediate School (3<sup>rd</sup> through 5<sup>th</sup> grade)
- West Jackson Middle School (6<sup>th</sup> through 8<sup>th</sup> grade)
- East Jackson Middle School (6<sup>th</sup> through 8<sup>th</sup> grade)
- Kings Bridge Middle School (6<sup>th</sup> through 8<sup>th</sup> grade)
- East Jackson Comprehensive High School
- Jackson County Comprehensive High School

#### *6.10.3 Private Schools:*

Two private schools are located in Jackson County. They are Providence Academy and Jackson Trail Christian School. Providence Academy was established in 1993 as a ministry of the Commerce Center for Christian Education. It is a non-profit and non-denominational college preparatory school serving the needs of kindergarten through twelfth grade. Jackson Trail Christian School is located in Jefferson and serves children in grades K-4.

#### *6.10.4 Post-Secondary Schools:*

Jefferson is a short commute to Athens Technical College and the University of Georgia.

Additional post-secondary education is available within the immediate region and within less than an hour commute. One of the closest opportunities is in the City of Commerce at the Jackson Campus of Lanier Technical College. Located in a shopping center in



downtown Commerce, the campus is expanding to accommodate its anticipated growth. The addition of square feet will allow for more classrooms, computer labs, and office and storage space. Programs available in Commerce include Business Office Technology, Computer Information Systems, Horticulture, and Practical Nursing. Other nearby post-secondary schools are Lanier Technical College, Brenau University, and Gainesville State College in the nearby city of Gainesville.

Many additional educational opportunities exist in Atlanta including: Georgia Institute of Technology, Georgia State University, Southern Polytechnic State University, Clayton College and State University, Morehouse College, Clark-Atlanta University, Morris Brown College and others.

**6.11 Library**

The Jefferson Public Library is located near the campuses of Jefferson City Schools at 379 Old Pendergrass Road. It is a branch of the Piedmont Regional library system which is a member of the PINES network of libraries.

The Jefferson Public Library has approximately 21,000 volumes. This includes books and media items such as DVDs, VHS tapes and books on CD. There are 13 public computers available for internet searching, word processing, children's games and card catalog searches. There are 3 staff computers at the front desk for checking out patrons.

The City of Jefferson anticipates the need for a larger library. A possible location for the new facility is near the Civic Center. The City is looking into funding options for relocating the library to a larger facility

**6.12 Service Delivery Strategy analysis**

The most critical relationship with other local governments is with Jackson County. In 2004, the City of Jefferson entered into a Service Delivery Strategy with Jackson County.

The services included in the Service Delivery Strategy are shown in the table below. There are no inconsistencies that need to be addressed in this Comprehensive Plan or in the Service Delivery Strategy that relate to the City of Jefferson.

Services Provided	Jackson County Service Delivery Strategy	Areas Served	Jefferson
Airport	Jackson County Airport Department, Jackson County Airport Authority provides funding mechanisms for capital projects and assists in airport development.	Jackson County and all its Cities	
Animal Control			provides own service within City Limits



Services Provided	Jackson County Service Delivery Strategy	Areas Served	Jefferson
Court Services	Jackson County provides Superior Court, State Court, Magistrate Court, Probate Court and Juvenile Court Services.	Jackson County and all its Cities	Jefferson provides court services for cases which the municipal court has jurisdiction under state law and city charter.
Downtown Development Authority			Jefferson DDA may be used as a mechanism to finance Economic Development within the City of Jefferson
E-911 Addressing Services	Jackson County Provides this service	Jackson County and all its Cities	
E-911 Services	Jackson County Provides this service	Jackson County and all its Cities	
Economic Development			Jefferson DDA and Industrial Development Authority provide this service within the City Limits only
Elections	Jackson County Provides this service	Jackson County and all its Cities	
Emergency Management Civil Defense	Jackson County Provides this service	Jackson County and all its Cities	
Emergency Medical Services	Jackson County Provides this service	Jackson County and all its Cities	
Fire Protection			Jefferson provides fire service within its city limits and to some unincorporated areas adjacent to the city.
Health and Human Services	Jackson County Provides this service	Jackson County and all its Cities	
Homeland Security	Jackson County Provides this service	Jackson County and all its Cities	
Housing Authority			Service Provided by the Jefferson Housing Authority
Jail Services	Jackson County Provides this service	Jackson County and all its Cities	
Land Use Planning	Quad Cities Planning Commission Provides this service	Jefferson, Talmo, Arcade	



Services Provided	Jackson County Service Delivery Strategy	Areas Served	Jefferson
Law Enforcement			Jefferson provides this service within it city limits
Libraries			Jefferson provides this service within it city limits
Parks and Recreation	Jackson County Provides this service	Countywide	Jefferson has a full service parks and recreation department that services city and county residents
Property Tax Assessment	Jackson County Provides this service	Jackson County and all its Cities	
Property Tax Collection	Jackson County Provides this service	unincorporated county and cities other than Jefferson, Commerce, and Maysville	Jefferson provides this service within it city limits
Road and Bridge Construction			County provides service on County roads, city provides service on city roads
Road and Bridge Maintenance			County provides service on County roads and several other roads within the city
Senior Center	Jackson County Provides this service	Jackson County and all its Cities	
Site Development/Inspection	Quad Cities Planning Commission Provides this service	Jefferson, Talmo, Arcade	
Solid Waste Collection and Recycling			Franchise agreement for residential and small commercial, Large commercial uses free market contractor
Solid Waste Disposal			Franchise agreement for residential and small commercial, Large commercial uses free market contractor
Stormwater Master Planning			City Provides this service



Services Provided	Jackson County Service Delivery Strategy	Areas Served	Jefferson
Stormwater System Maintenance			City Provides this service
Water Distribution			City Provides this service
Water Supply, Treatment and Transmission			City Provides this service
Transportation Master Planning			City Provides this service
Wastewater Collection			City Provides this service
Wastewater Treatment			City Provides this service
Zoning Administration	Quad Cities Planning Commission Provides this service	Jefferson, Talmo, Arcade	
Zoning Enforcement	Quad Cities Planning Commission Provides this service	Jefferson, Talmo, Arcade	





## 7 Intergovernmental Coordination

The Intergovernmental Coordination Element provides the City of Jefferson an opportunity to inventory existing intergovernmental coordination mechanisms and processes with other local governments that can affect the implementation of its Comprehensive Plan. The purpose of this element is to assess existing coordination mechanisms and develop goals and a strategy for effective implementation of policies and objectives that may involve other local governments.

This section describes the relationships between the City of Jefferson and Jackson County with respect to the following:

1. Adjacent local governments;
2. School boards;
3. Independent special districts;
4. Independent development authorities; and
5. Utility companies.

In particular, it focuses on existing formal coordination mechanisms such as intergovernmental agreements, special legislation, joint meetings or work groups for the purpose of coordination. It also identifies the party (ies) or offices within the local government with primary responsibility for coordination.

### 7.1 Adjacent Local Governments

The City of Jefferson is located in Jackson county and is very close to the City of Arcade to the South and Pendergrass to the north.

#### 7.1.1 Jackson County

The most critical relationship with other local governments is with Jackson County. In 2002, the City of Jefferson entered into a Service Delivery Strategy with Jackson County. The Service Delivery Strategy was updated in 2006 and discussed in detail in Section 6 Community Facilities. There are no other formal coordination agreements between the City and County.

#### 7.1.2 City of Arcade

The City of Arcade is located just south of Jefferson on Athens Highway and the 129 bypass. The two cities work together with the Quad Cities Planning Authority on land use and planning issues.

#### 7.1.3 City of Pendergrass

The City of Pendergrass is located to the north of I-85. There are no formal intergovernmental strategies between the two governments at this time.



## **7.2 School Board**

The City of Jefferson School system and the City of Jefferson work closely on all issues relating to the school system. While there are no regular meetings between the city and the school board, they do meet as needed. The City and the Schools share services and facilities such as the school gymnasiums, school buses, recreation facilities etc. There is a clear spirit of cooperation between the two entities.

When a large developer submits plans, the school superintendent receives an impact questionnaire. The impact on the schools is considered when evaluating new plans for development.

The primary coordination issue between the city and the school system revolves around traffic. The schools create major traffic issues and the City is working with the schools to alleviate the problem.

## **7.3 Other Entities**

Jefferson must coordinate with additional governmental entities. These include:

Jefferson Housing Authority

## **7.4 Independent Development Authorities**

There are several independent development authorities in Jackson County and the City of Jefferson. They include the Joint Development Authority of Northeast Georgia, Jackson County Industrial Development Authority, and the Jefferson Development Authority.

## **7.5 Jackson County Chamber of Commerce**

The Jackson County Area Chamber of Commerce serves as the economic development agency for the county and its nine municipalities. It is a member driven business, non-profit organization that serves as the voice of the business community. Comprised of the business leaders and partners and supporters committed to creating a vibrant community in which to live, work and play.

## **7.6 Northeast Georgia RDC**

Jefferson is located in the Northeast Georgia Regional Development Center (RDC). The RDC serves 12 counties and 54 municipal governments in the Northeast Georgia Region. The agency was created in 1963 to be a focal point for regional issues concerning local government and to be a resource for those governments in a variety of specialized areas. These include local government planning, economic development, grant preparation and administration, job training, and aging services. The Northeast Georgia service area encompassed by the RDC is 3,260 square miles with an estimated population of 438,300.

## **7.7 Utility Companies**

The City of Jefferson is served by the following utilities companies:



- Jackson EMC
- Georgia Power
- Georgia Natural Gas
- Windstream Telephone, Cable and High Speed Internet Services

## **7.8 Federal, State, and Regional entities**

The City of Jefferson works to coordinate efforts with government agencies at the State and Federal level. Below is a list of the agencies that the city is currently working with and the primary areas of coordination with the City of Jefferson.

- Georgia Department of Community Affairs – Comprehensive Planning, Waste Management Planning
- Georgia Department of Transportation – Transportation Planning and Projects



## 8 Transportation

This element of the City of Jefferson Comprehensive Plan provides an evaluation of the transportation network. This not only includes an analysis of the street network that serves the automobile, but also an inventory and review of pedestrian and bicycle facilities, railroads, parking, public transportation and airports. As part of the evaluation of transportation in City of Jefferson, the following state planning objectives and quality community objectives were considered.

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

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

This section is divided into three subsections; 1) Transportation System Components, 2) Public Transit and Goods Movement and, 3) Land Use Issues. The subsection on the transportation system components provides an inventory and analysis of the road, parking, pedestrian and bicycle network. The public transit and goods movement subsection focuses on the transportation system that, in general the transportation service is provided by others. The last subsection provides an evaluation of the transportation system as it relates to land use, including congestion caused by intense land use and underutilized infrastructure.

### 8.1 Transportation System Components

#### 8.1.1 Streets, Roads, and Highways

The City of Jefferson is bisected by Business U.S. 129, a rural minor arterial<sup>1</sup> that runs north-south and joins at the north into the Jefferson bypass a rural minor arterial that runs along the west side of Jefferson. Commerce and Lee Street bisect the city running east and west and are also rural minor arterials. State Route 82 and 335 enter into the City from the east. These are both rural major collectors<sup>2</sup>. A rural minor collector serves the northern part of Jefferson. The remaining roads are rural local roads. A map of the functional class of the Jefferson road network can be found in the *Atlas of Supporting Maps*. A one way pair is proposed in front of the civic center.

<sup>1</sup> Provides links between cities and larger towns; and, should provide for relatively high overall travel speeds with minimum interference to through movement.

<sup>2</sup> Provides links to traffic generators not served by the arterial system including small towns, consolidated schools, shipping points, county parks, mining and agriculture.



### **8.1.2 Bridges**

There are several bridges within the City of Jefferson. The city has many creeks and streams requiring a bridge structure. The major bridges include the two interchanges and an overpass at Interstate I-85, the bridge over the Middle Oconee River at S.R. 11, and the bridges over the rail line on the Jefferson Bypass. A historic structure is located near the civic center in the downtown area.

### **8.1.3 Signalization and Signage**

For the most part, traffic in Jefferson is controlled through signage. There are, however, several signal controlled intersections on S.R. 129. Three are in the downtown area on the business portion of the state route. There are two signals on the bypass. Another signal is planned on the bypass and is currently being constructed. The remaining signals are at the S.R. 129 interchange with Interstate I-85 and a signal just north of the interchange.

### **8.1.4 Significant Bicycle and Pedestrian Ways**

The City has a trail that runs along Curry Creek near the water treatment plant. Sidewalks exist downtown but not on all streets. A widened shoulder is available on the S.R. 129 bypass for bicycles.

### **8.1.5 Significant Parking Facilities**

The City of Jefferson does not operate a parking authority or provide general public parking beyond spaces provided at government facilities. There are on-street parking spaces available in the downtown area. Commercial establishments, for the most part, provide their own parking.

### **8.1.6 Connectivity**

Jefferson has a well connected downtown and offers multiple routes when traveling within the area. However, newer developments on the fringes of the city have been developed that do not interconnect with other subdivisions. This may cause traffic problems as the city continues to grow and add traffic on the peripheral road network.

### **8.1.7 Assessment**

The Georgia Department of Transportation compiles crash data from multiple agencies and maintains a database of accident locations. A map of crash locations can be found in the *Atlas of Supporting Maps*. A cluster of crashes may suggest geometric and/or signage/signalization adjustments.



In general, the road system adequately serves the residents and businesses of the Town of Jefferson. Accident data show a clustering of accidents along Lee Street and the Business portions of S.R. 129. The road system in and around the Jefferson City school system, however, has low levels of service during the morning and afternoon peak hours.

Public parking is adequate downtown with private parking and onstreet parking available. Emphasis on new parking should be on shared parking facilities rather than site specific parking. Not only will this reduce impervious surface parking space needs, it will also allow friendlier pedestrian development and multimodal options and incorporation of future public transportation facilities.

Opportunity exists to incorporate multimodal facilities into the transportation system. Not only will this increase the quality of life for the residents by offering various modes of transportation, it will also help extend the capacity of the existing road system and would meet the state objective of encouraging non-automobile alternatives.

## **8.2 Mode Choice, Public Transportation, and Goods Movement**

### **8.2.1 Mode Choices**

The automobile is the transportation mode choice serving the City of Jefferson. Mode choice is limited due to lack of sufficient density to provide transit services, and though the town does have some sidewalks available in the downtown area and a bike path near Curry Creek, biking and walking is limited.

### **8.2.2 Public Transportation**

There are no public transportation facilities located within Jefferson, Georgia.

### **8.2.3 Railroads, Port Facilities, Airports and Air Terminals**

Jefferson has a single rail line that follows along on the east side of U.S. 129. The railroad is operated by CSX. This is a minor rail line serving from Athens to Gainesville with less than 10 million tons of freight per year. A map of railroad can be found in the *Atlas of Supporting Maps*. The City of Jefferson has no port facilities, airports or air terminals. The closest airport is just northeast of Jefferson. Jefferson is not near navigable rivers, there are no port facilities in this part of Georgia.

### **8.2.4 Assessment**

The lack of public transportation in Jefferson is a reflection of its rural character and low density population. As population and business activity increases, opportunities to provide these facilities should be pursued.



## **8.3 Land Use Issues**

### **8.3.1 Traffic Congestion**

The transportation system is currently adequate for the low density population and businesses of Jefferson. No significant congestion exists and most roads are currently underutilized. Traffic congestions does occur temporarily due to school activity in the downtown area. The Georgia Department of Transportation keeps track of traffic volumes on an annual basis for a sample of roadways in Georgia. A map traffic counts can be found in the *Atlas of Supporting Maps*. The highest volume road is currently U.S. 129 with over 10,000 vehicles per day on average. Traffic has decreased on this road in recent years. The cause may be related to the bypass road on the east side.



## 9 Quality Community Objectives Local Assessment

In 1999 the Board of the Department of Community Affairs adopted the Quality Community Objectives (QCOs) as a statement of the development patterns and options that will help Georgia preserve her unique cultural, natural and historic resources while looking to the future and developing to her fullest potential. The Office of Planning and Quality Growth has created the Quality Community Objectives Assessment to assist local governments in evaluating their progress towards sustainable and livable communities.

This assessment is meant to give the community an idea of how it is progressing toward reaching these objectives set by the Department, but no community will be judged on progress. The assessment is a tool for use at the beginning of the comprehensive planning process, much like a demographic analysis or a land use map. Each of the fifteen QCOs has a set of yes/no questions, with additional space available for assessors' comments. The questions focus on local ordinances, policies, and organizational strategies intended to create and expand quality growth principles.

A majority of "yes" answers for an objective may indicate that the community has in place many of the governmental options for managing development patterns. "No's" may provide guidance as to how to focus planning and implementation efforts for those governments seeking to achieve these Quality Community Objectives.

This initial assessment is meant to provide an overall view of the community's policies, not an in-depth analysis. There are no right or wrong answers to this assessment. Its merit lies in completion of the document and the ensuing discussions regarding future development patterns as governments undergo the comprehensive planning process.

Should a community decide to pursue a particular objective, it may consider a "yes" to each statement a benchmark toward achievement. Please be aware, however, that this assessment is an initial step. Local governments striving for excellence in quality growth may consider additional measures to meet local goals.





Completed by Hall Consulting, Inc. March, 2007

<i>Development Patterns</i>			
<b>Traditional Neighborhoods</b>			
<b>Traditional neighborhood development patterns should be encouraged, including use of more human scale development, compact development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.</b>			
Statement	Yes	No	Comments
1. If we have a zoning code, it does not separate commercial, residential and retail uses in every district.	✓		Mixed uses are allowed in the Planned Community Development, Community Business District, and Town Center districts.
2. Our community has ordinances in place that allow neo-traditional development "By right" so that developers do not have to go through a long variance process.	✓		
3. We have a street tree ordinance that requires new development to plant shade-bearing trees appropriate to our climate.	✓		
4. Our community has an organized tree-planting campaign in public areas that will make walking more comfortable in summer.	✓		Tree City, Tree Bank, etc
5. We have a program to keep our public areas (commercial, retail districts, parks) clean and safe.	✓		
6. Our community maintains its sidewalks and vegetation well so that walking is an option some would choose.	✓		
7. In some areas, several errands can be made on foot, if so desired.	✓		Downtown
8. Some of our children can and do walk to school safely.	✓		There are sidewalks around some of the City's schools. But, the network is incomplete.
9. Some of our children can and do bike to school safely.		✓	
10. Schools are located in or near neighborhoods in our community.	✓		



<b>Infill Development</b>			
<b>Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.</b>			
Statement	Yes	No	Comments
1. Our community has an inventory of vacant sites and buildings that are available for redevelopment and/or infill development.	✓		Better hometown maintains inventory of vacant properties downtown
2. Our community is actively working to promote Brownfield redevelopment.		✓	n/a – no brownfields
3. Our community is actively working to promote greyfield redevelopment.		✓	n/a – no vacant properties that would be considered “greyfields”
4. We have areas of our community that are planned for nodal development (compacted near intersections rather than spread along a major road.)		✓	
5. Our community allows small lot development (5000 SF or less) for some uses.		✓	Old mill houses exist, but no new development
<b>Sense of Place</b>			
<b>Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment</b>			
Statement	Yes	No	Comments
1. If someone dropped from the sky into our community, he or she would know immediately where she was, based on our distinct characteristics.	✓		
2. We have delineated the areas of our community that are important to our history and heritage and have taken steps to protect those areas.	✓		
3. We have ordinances to regulate the aesthetics of development in our highly visible areas.	✓		All Areas are regulated to some degree
4. We have ordinances to regulate the size and type of signage in our community.	✓		
5. If applicable, our community has a plan to protect designated farmland.	✓		Several Areas are zoned Planned Commercial Farm Districts



<b>Transportation Alternatives</b>			
<b>Alternatives to transportation by automobile, including mass transit, bicycle routes, and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.</b>			
Statement	Yes	No	Comments
1. We have public transportation in our community.		✓	Jackson County provides senior medical assistance for elderly residents who need transportation to physician appointments.
2. We require that new development connects with existing development through a street network, not a single entry/exit.		✓	
3. We have a good network of sidewalks to allow people to walk to a variety of destinations.		✓	
4. We have a sidewalk ordinance in our community that requires all new development to provide user-friendly sidewalks.	✓		Required for most non-rural/exurban developments
5. We require that newly built sidewalks connect to existing sidewalks wherever possible	✓		
6. We have a plan for bicycle routes through our community.		✓	
7. We allow commercial and retail development to share parking areas wherever possible.	✓		Article 12.4.2 in zoning ordinance



<b>Regional Identity</b>			
<b>Each region should promote and preserve a regional "identity," or regional sense of place, defined in terms of traditional architecture, common economic linkages that bind the region together, or other shared characteristics.</b>			
1. Our community is characteristic of the region in terms of architectural styles and heritage.	✓		
2. Our community is connected to the surrounding region for economic livelihood through businesses that process local agricultural products.	✓		
3. Our community encourages businesses that create products that draw on our regional heritage (mountain, agricultural, metropolitan, coastal)	✓		
4. Our community participates in the Georgia Department of Economic Development's regional tourism partnership.		✓	Better Hometown is initiating conversations regarding this program with nearby Cities
5. Our community promotes tourism opportunities based on the unique characteristics of our region.	✓		
6. Our community contributes to the region, and draws from the region, as a source of local culture, commerce, entertainment, education.	✓		
<b>Resource Conservation</b>			
<b>Heritage Preservation</b>			
<b>The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.</b>			
Statement	Yes	No	Comments
1. We have designated historic districts in our community.	✓		Registered National Historic District and several historic districts and historic sites.
2. We have an active historic preservation commission.	✓		
3. We want new development to complement our historic development, and we have ordinances in place to ensure that happening.	✓		



<p><b>Open Space Preservation</b>  <b>New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors. Compact development ordinances are one way of encouraging this type of open space preservation.</b></p>			
1. Our community has a greenspace plan.		✓	
2. Our community is actively preserving greenspace – either through direct purchase, or by encouraging set-asides in new development.	✓		Set-asides
3. We have a local land conservation program, or, we work with state or national land conservation programs to preserve environmentally important areas in our community.		✓	
4. We have a conservation subdivision ordinance for residential development that is widely used and protects open space in perpetuity.	✓		
<p><b>Environmental Protection</b>  <b>Environmentally sensitive areas should be protected from negative impacts of development, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.</b></p>			
Statement	Yes	No	Comment
1. Our community has a comprehensive natural resources inventory.	✓		In 1998 Comprehensive Plan
2. We use this resource inventory to steer development away from environmentally sensitive areas.		✓	
3. We have identified our defining natural resources and have taken steps to protect them.		✓	
4. Our community has passed the necessary Part V Environmental Ordinances, and we enforce them.	✓		
5. Our community has and actively enforces a tree preservation ordinance.	✓		
6. Our community has a tree-replanting ordinance for new development.	✓		
7. We are using stormwater best management practices for all new development.	✓		
8. We have land use measures that will protect the natural resources in our community (steep slope regulations, floodplain or marsh protection, etc.)	✓		



<i>Social and Economic Development</i>			
<b>Growth Preparedness</b>			
<b>Each community should identify and put in place the pre-requisites for the type of growth it seeks to achieve. These might include infrastructure (roads, water, and sewer) to support new growth, appropriate training of the workforce, ordinances and regulations to manage growth as desired, or leadership capable of responding to growth opportunities and managing new growth when it occurs.</b>			
Statement	Yes	No	Comments
1. We have population projections for the next 20 years that we refer to when making infrastructure decisions.	✓		Will be updated in new Comprehensive Plan
2. Our local governments, the local school board, and other decision-making entities use the same population projections.	✓		
3. We have a Capital Improvements Program (CIP) that supports current and future growth.		✓	The city is working with a consultant to start a CIP.
4. We have designated areas of our community where we would like to see growth. These areas are based on the natural resources inventory of our community.		✓	



<b>Appropriate Businesses</b>			
<b>The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, long-term sustainability, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.</b>			
Statement	Yes	No	Comments
1. Our economic development organization has considered our community's strengths, assets, and weaknesses and has created a business development strategy based on them.	✓		Countywide economic development organization
2. Our ED organization has considered the types of businesses already in our community, and has a plan to recruit business/industry that will be compatible.	✓		Countywide economic development organization
3. We recruit businesses that provide or create sustainable products.		✓	
4. We have a diverse jobs base, so that one employer leaving would not cripple us.	✓		Bedroom Community with a limited number of jobs
<b>Employment Options</b>			
<b>A range of job types should be provided in each community to meet the diverse needs of the local workforce.</b>			
Statement	Yes	No	Comments
1. Our economic development program has an entrepreneur support program.	✓		
2. Our community has jobs for skilled labor.	✓		
3. Our community has jobs for unskilled labor.	✓		
4. Our community has professional and managerial jobs.	✓		



<b>Housing Choices</b>			
<b>A range of housing size, cost, and density should be provided in each community to make it possible for all who work in the community to also live in the community (thereby reducing commuting distances), to promote a mixture of income and age groups in each community, and to provide a range of housing choice to meet market needs.</b>			
Statement	Yes	No	Comments
1. Our community allows accessory units like garage apartments or mother-in-law units.	✓		In rural residential and residential zoning districts: RR-1; RR-2; RR-3; R-1; and R-2 .
2. People who work in our community can afford to live here, too.		✓	Limited rental opportunities.
3. Our community has enough housing for each income level (low, moderate, and above-average incomes)		✓	
4. We encourage new residential development to follow the pattern of our original town, continuing the existing street design and recommending smaller setbacks.	✓		
5. We have options available for loft living, downtown living, or “neo-traditional” development.	✓		
6. We have vacant and developable land available for multifamily housing.	✓		
7. We allow multifamily housing to be developed in our community.		✓	Allowed in the zoning ordinance but not usually approved by City
9. We support community development corporations building housing for lower-income households.		✓	
10. We have housing programs that focus on households with special needs.		✓	
11. We allow small houses built on small lots (less than 5,000 square feet) in appropriate areas.	✓		





<b>Educational Opportunities</b>			
<b>Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.</b>			
Statement	Yes	No	Comments
1. Our community provides work-force training options for our citizens.		✓	Provided nearby at Lanier Tech in Commerce.
2. Our workforce training programs provide citizens with skills for jobs that are available in our community.		✓	Provided nearby at Lanier Tech in Commerce.
3. Our community has higher education opportunities, or is close to a community that does.	✓		
4. Our community has job opportunities for college graduates, so that our children may live and work here if they choose.		✓	

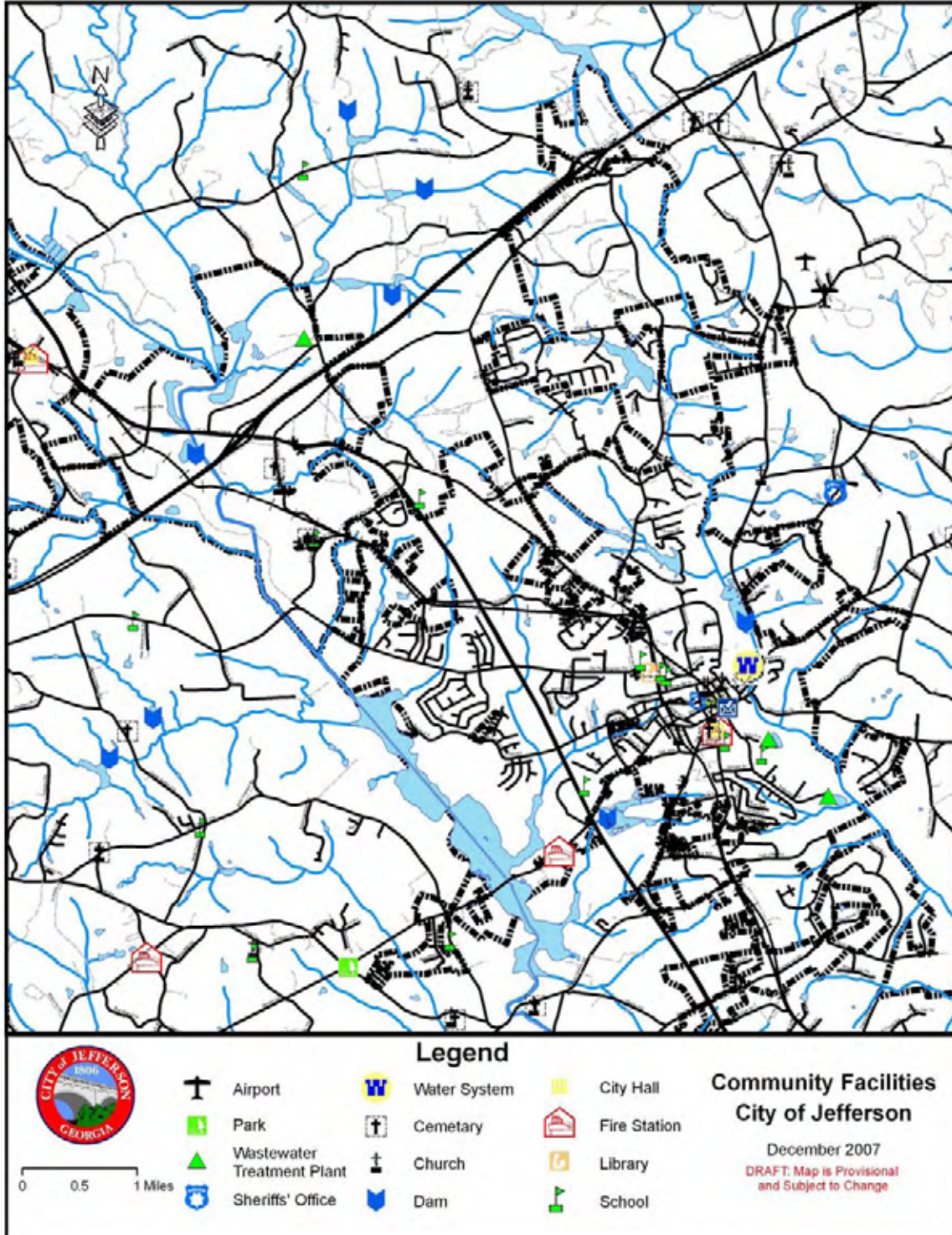


<b>Governmental Relations</b>			
<b>Local Self-determination</b>			
<b>Communities should be allowed to develop and work toward achieving their own vision for the future. Where the state seeks to achieve particular objectives, state financial and technical assistance should be used as the incentive to encourage local government conformance to those objectives.</b>			
Statement	Yes	No	Comments
1. We have a citizen-education campaign to allow all interested parties to learn about development processes in our community.		✓	
2. We have processes in place that make it simple for the public to stay informed on land use and zoning decisions, and new development.	✓		Commission and Council meetings are well attended.
3. We have a public-awareness element in our comprehensive planning process.	✓		
4. We have clearly understandable guidelines for new development.	✓		
5. We offer a development guidebook that illustrates the type of new development we want in our community.		✓	
6. We have reviewed our development regulations and/or zoning code recently and are sure that our ordinances will help us achieve our QCO goals.	✓		
7. We have a budget for annual training for planning commission members and staff, and we use it.		✓	
8. Our elected officials understand the land-development process in our community	✓	✓	Elected officials would benefit from additional training and increasing familiarity with the Land Use Management Code.
<b>Regional Cooperation</b>			
<b>Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources or development of a transportation network.</b>			
Statement	Yes	No	Comments
1. We plan jointly with our cities and county for Comprehensive Planning purposes	✓		We work with some other cities in our County and are making efforts to respond to sphere of influence issues with County.
2. We are satisfied with our Service Delivery Strategies		✓	
3. We cooperate with at least one local government to provide or share services (parks and recreation, E911, Emergency Services, Police or Sheriff's Office, schools, water, sewer, other)	✓		



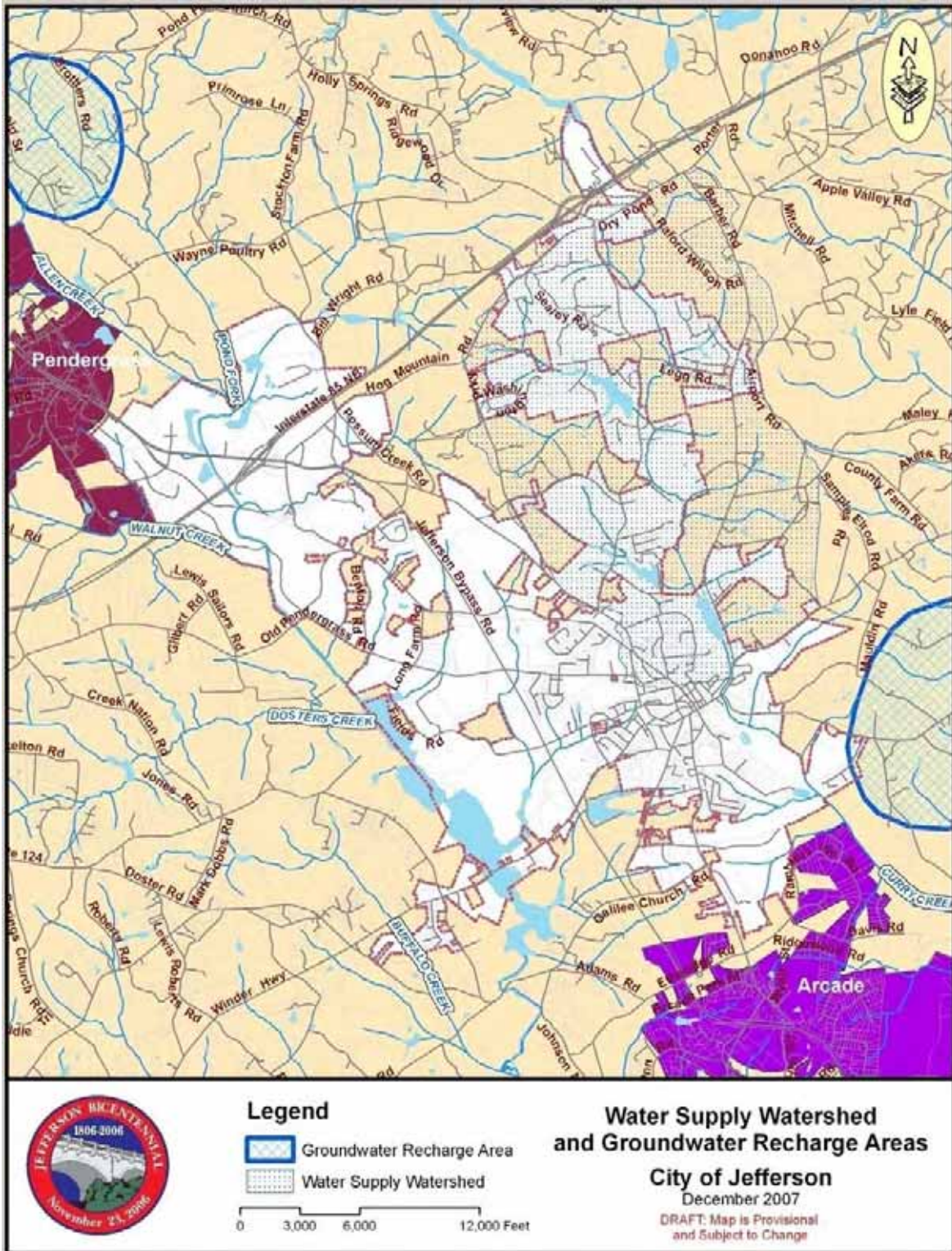
# 10 Atlas of Supporting Maps

## Community Facilities



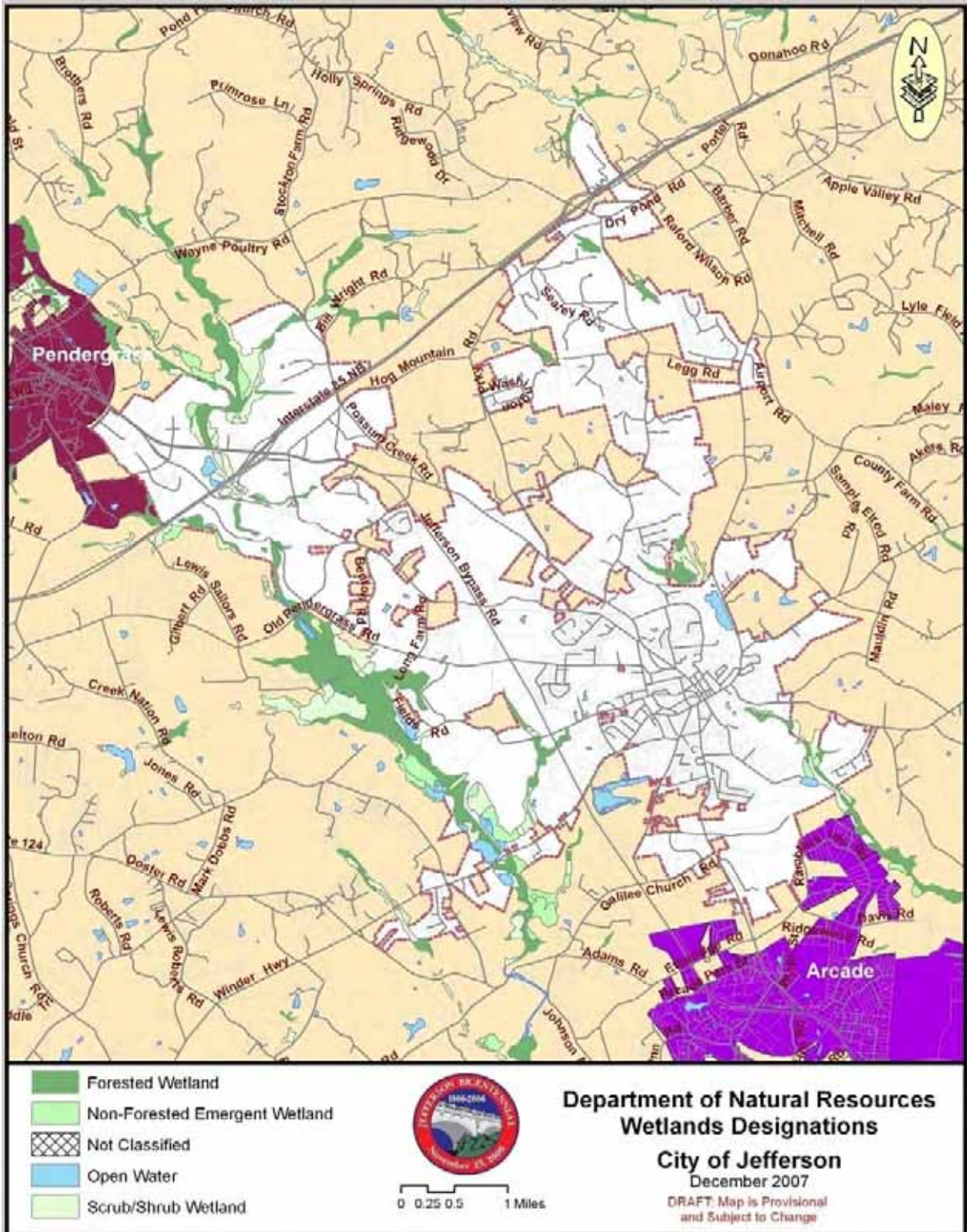


### Water Supply Watersheds and Groundwater Recharge Areas



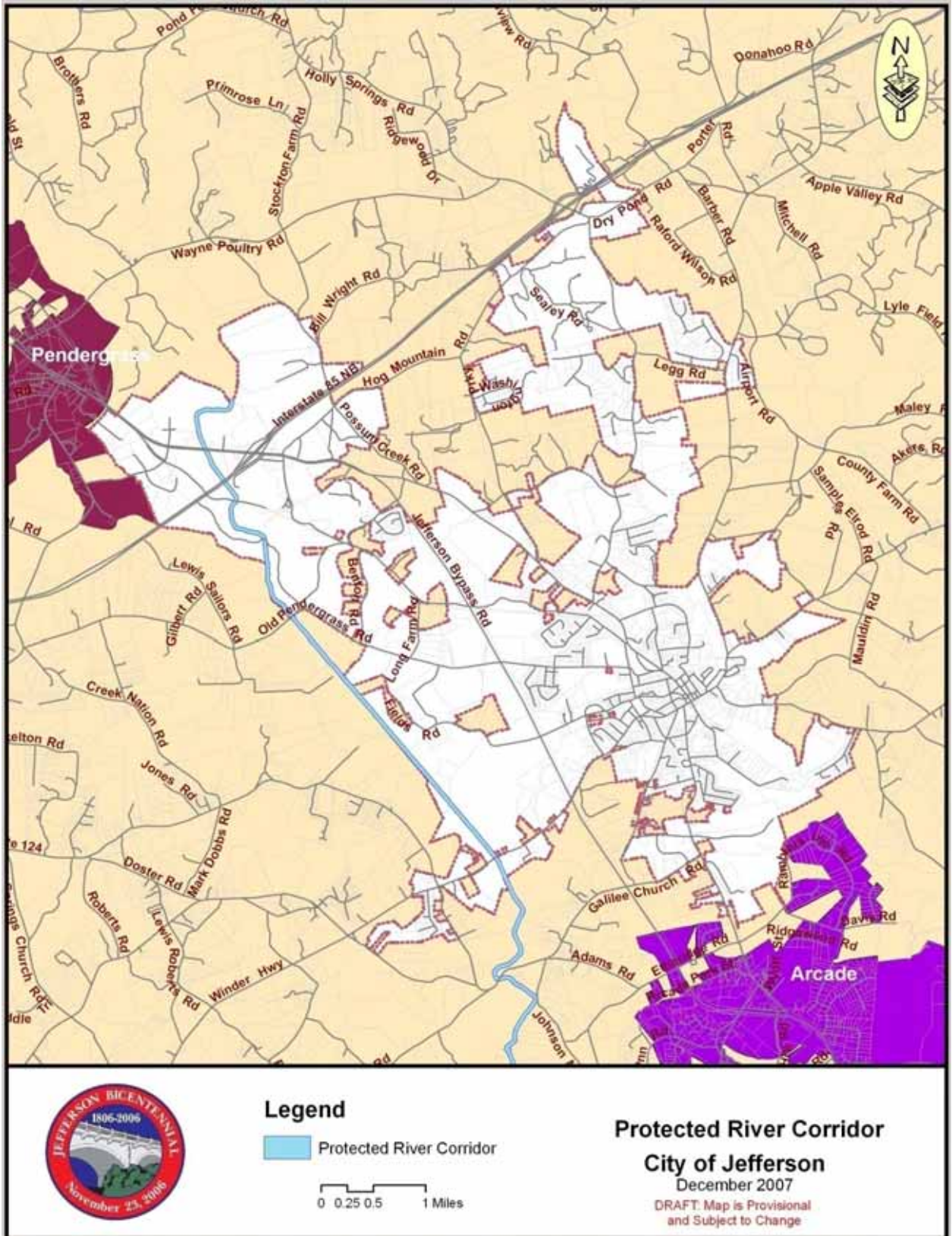


### Wetland Designations



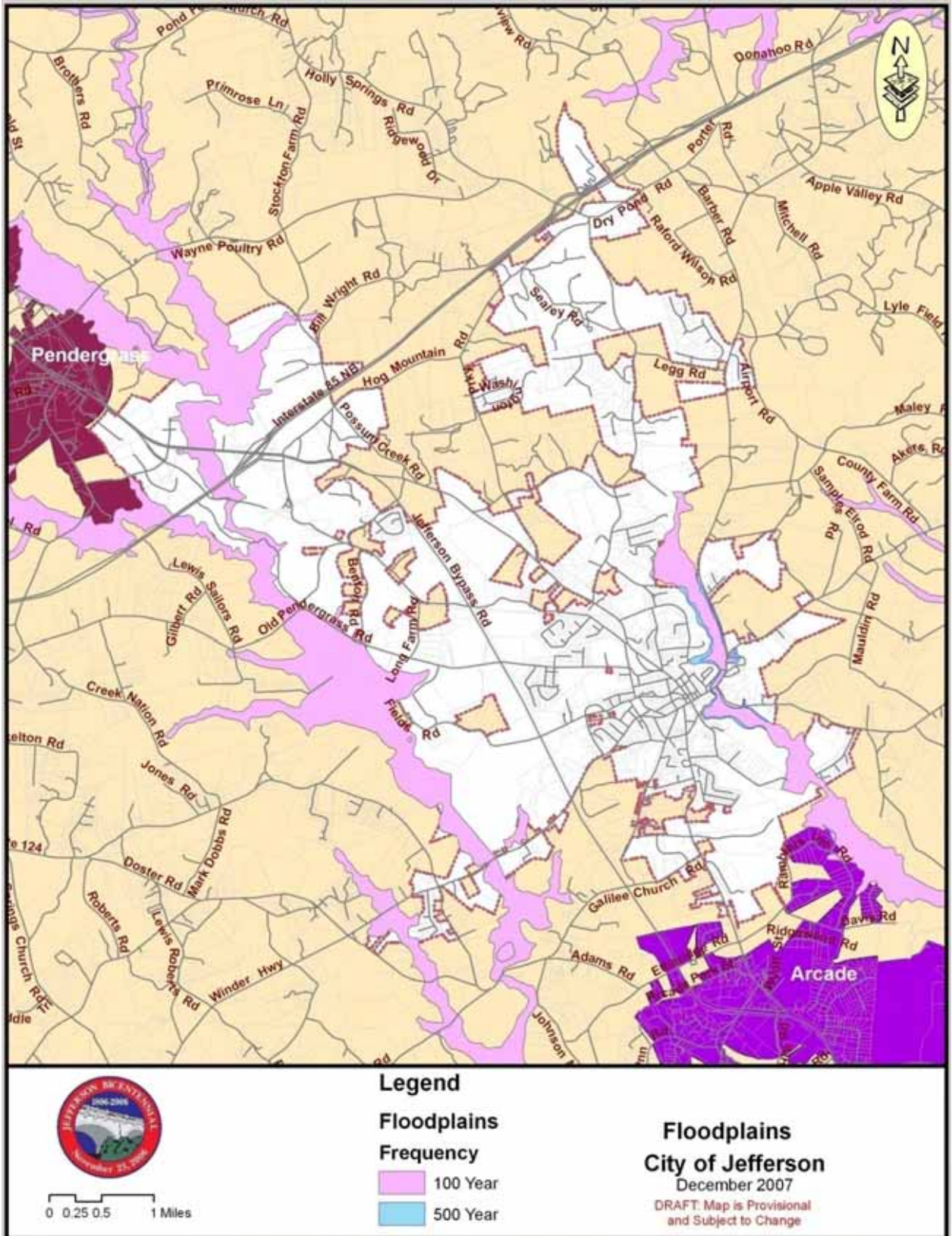


### Protected River Corridor



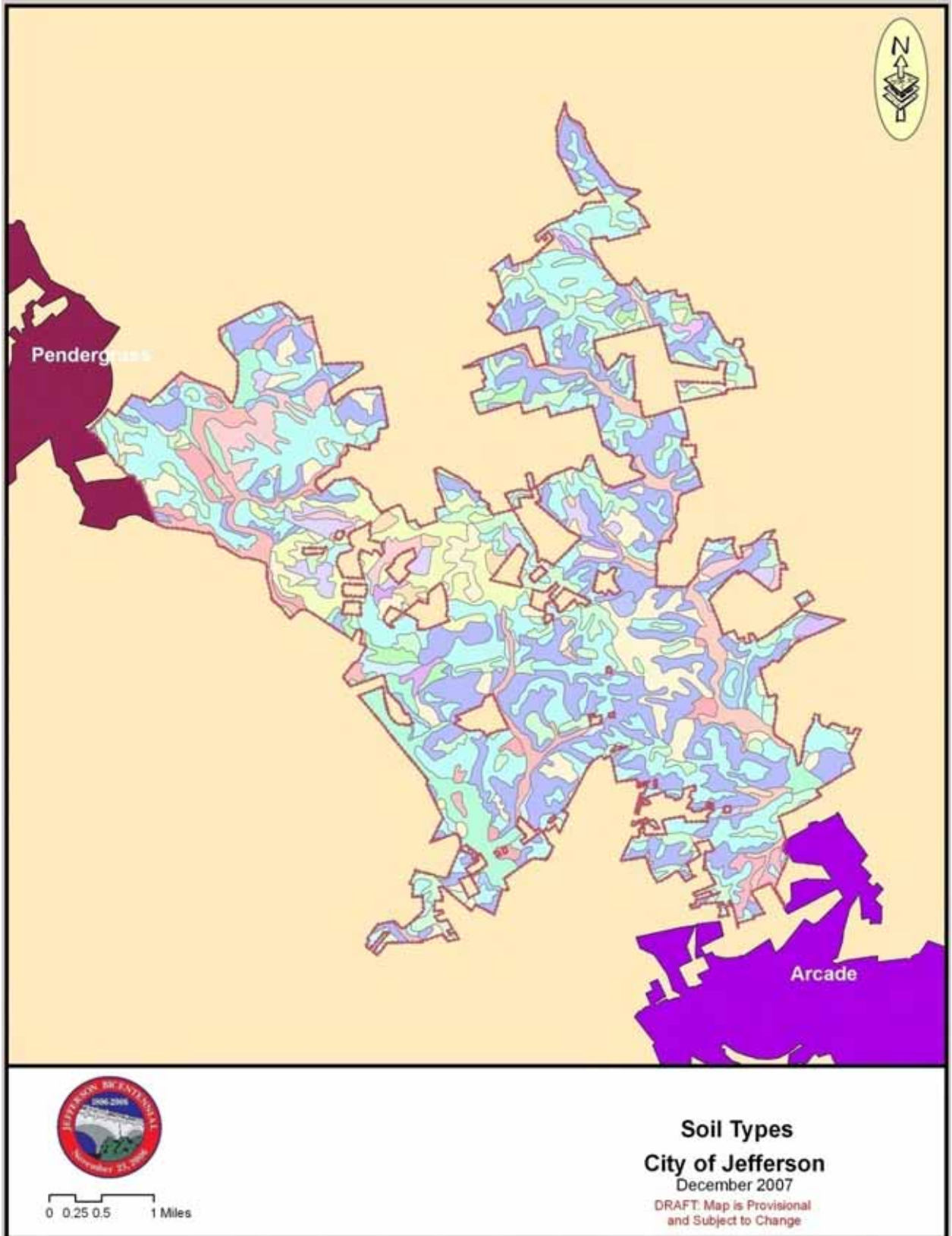


### Floodplains





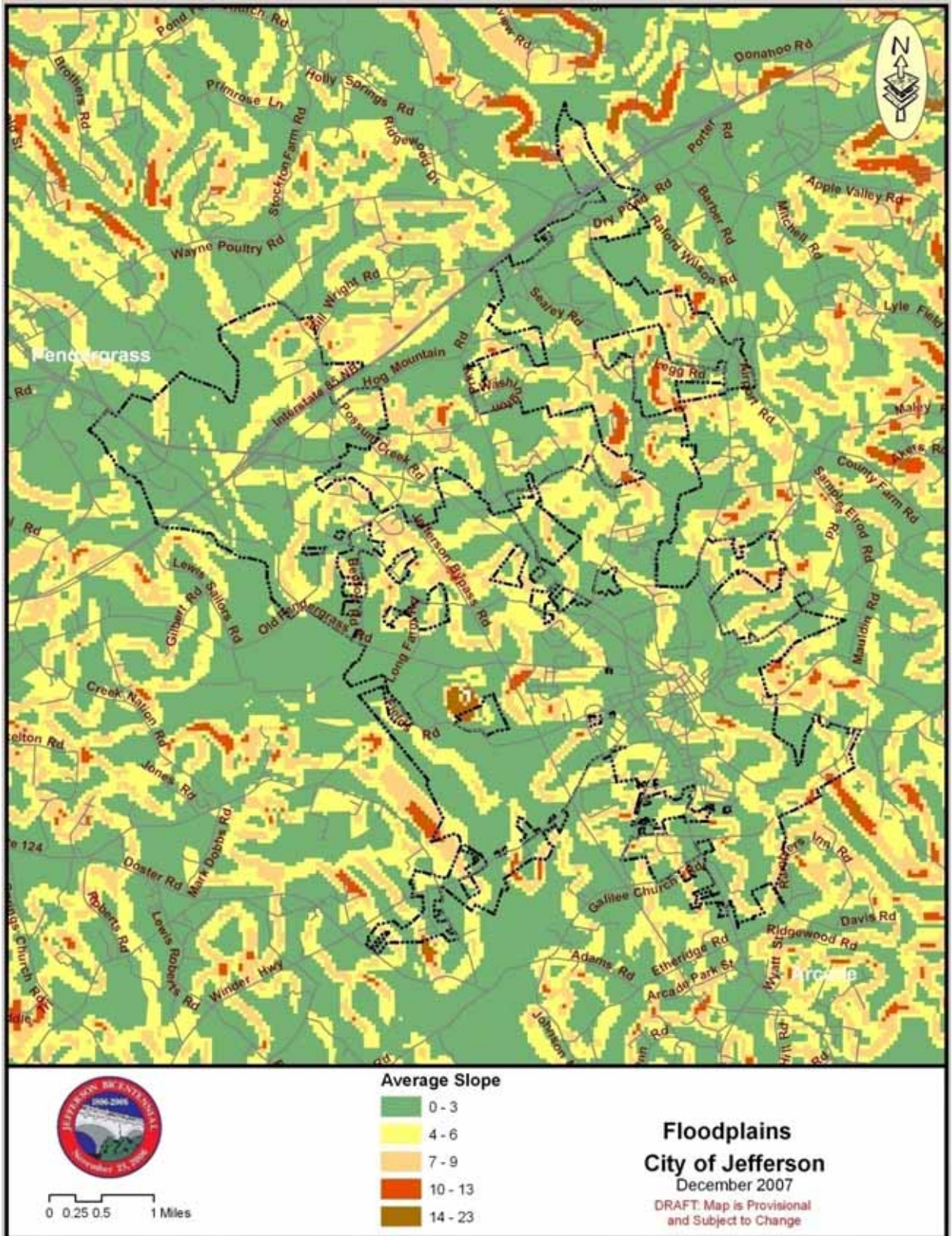
Soils





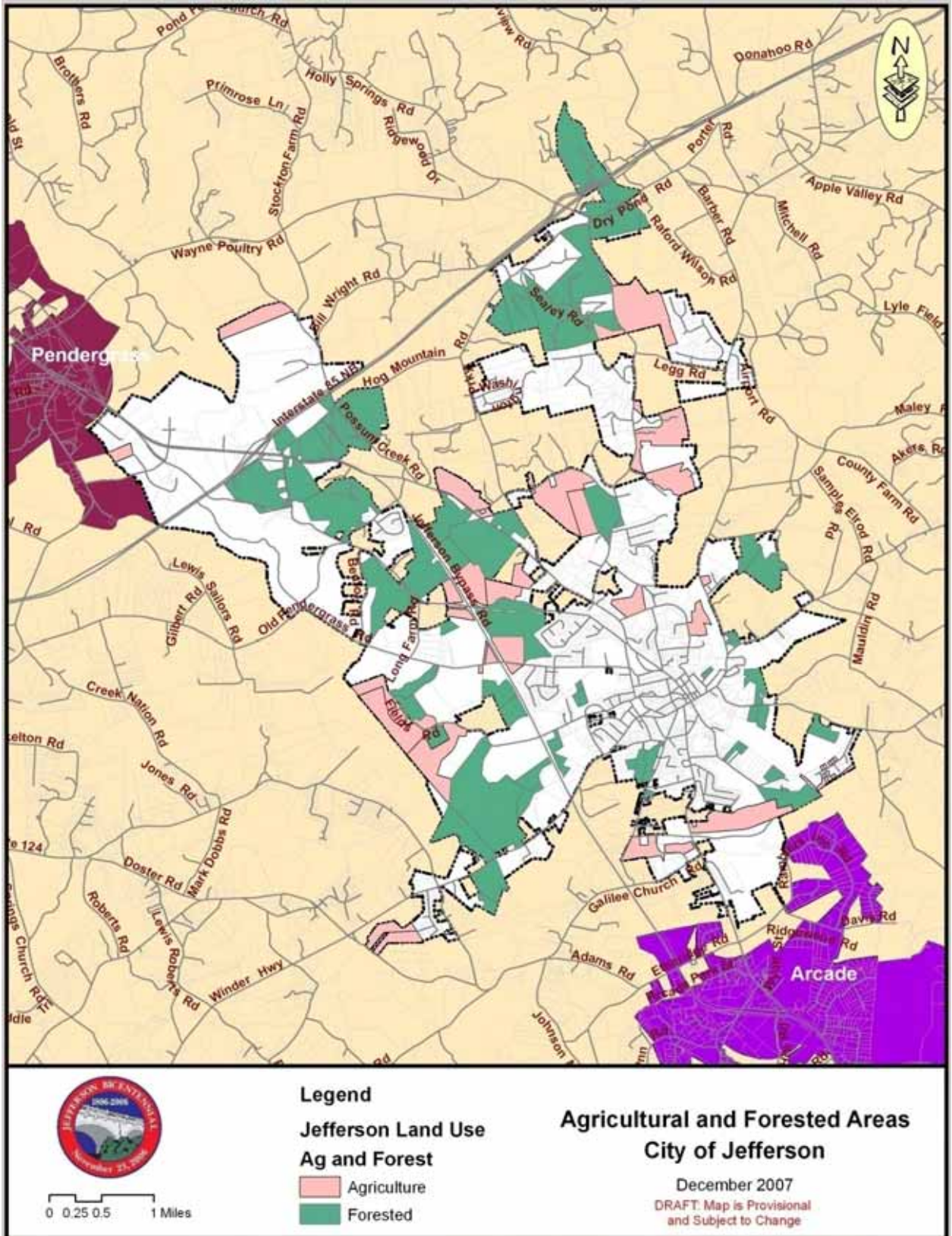


### Steep Slopes



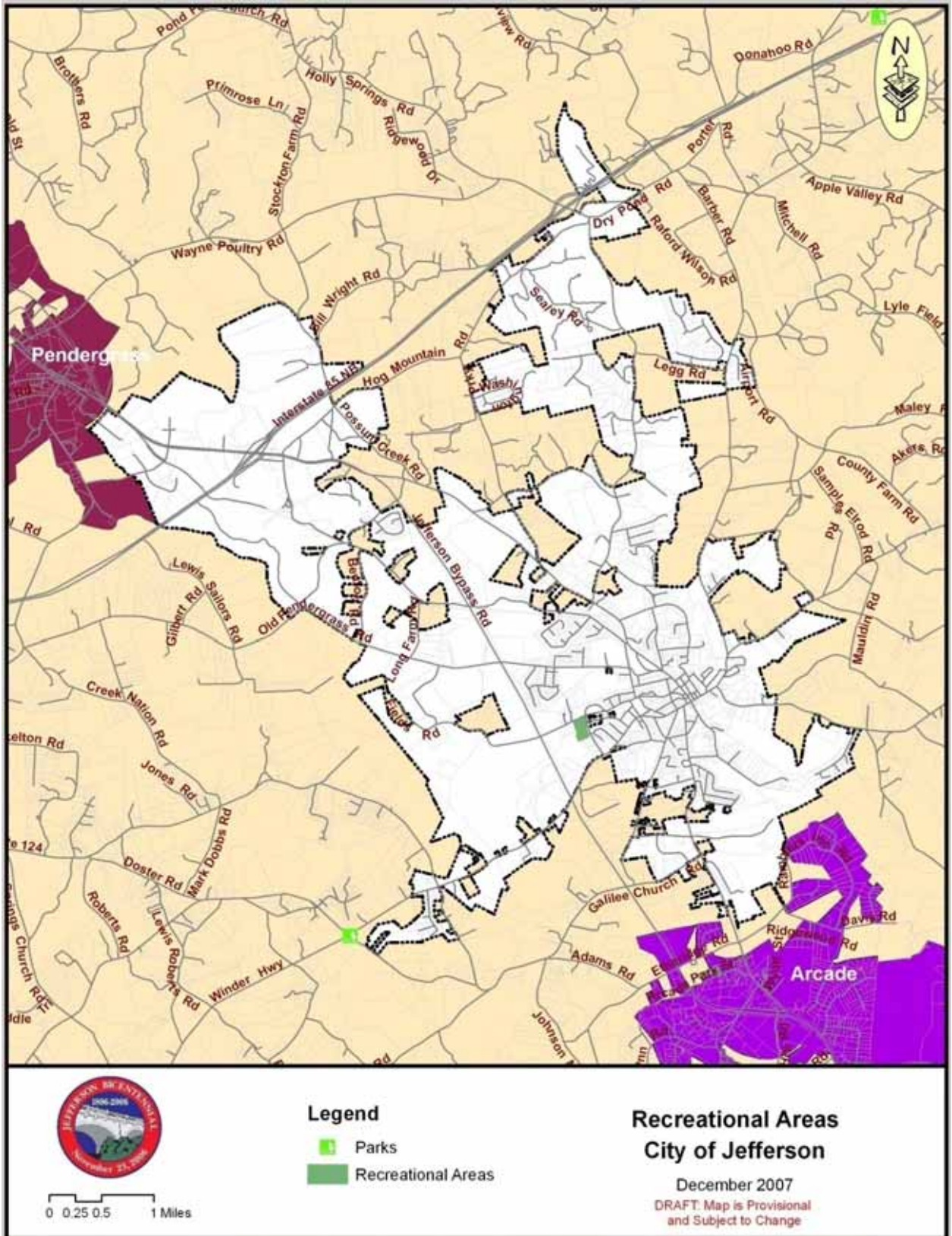


### Agricultural and Forested Areas



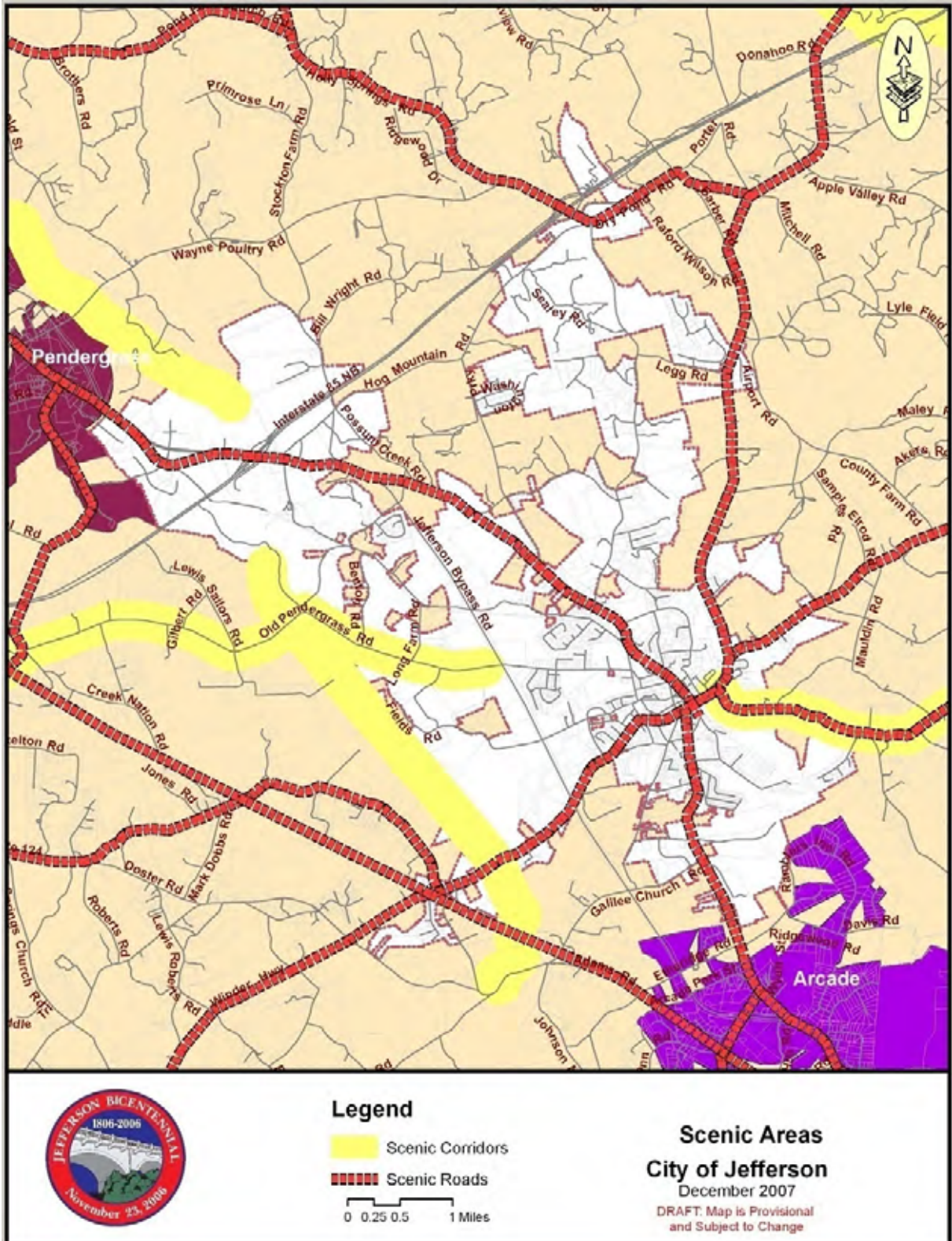


### Recreational Areas



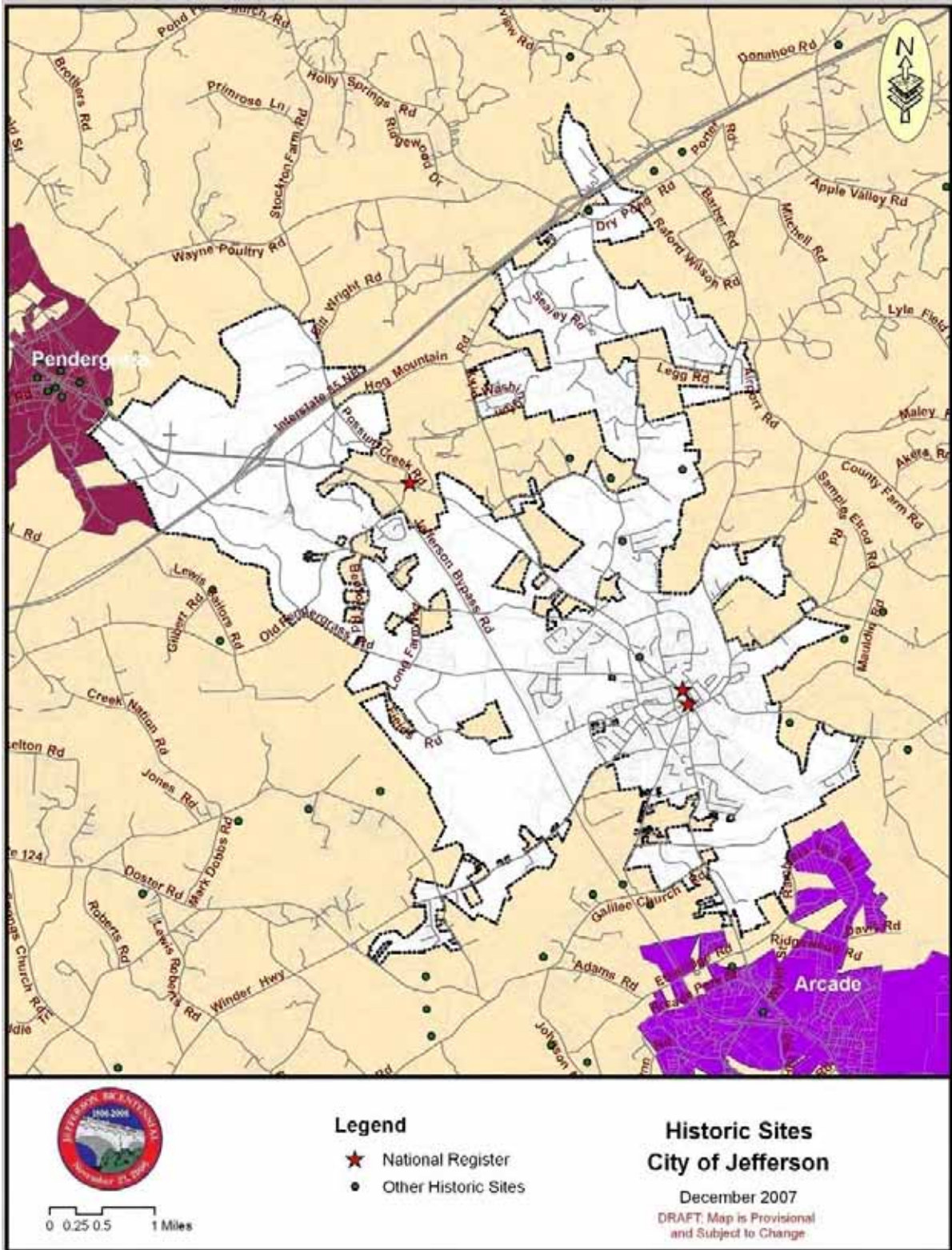


### Scenic Areas



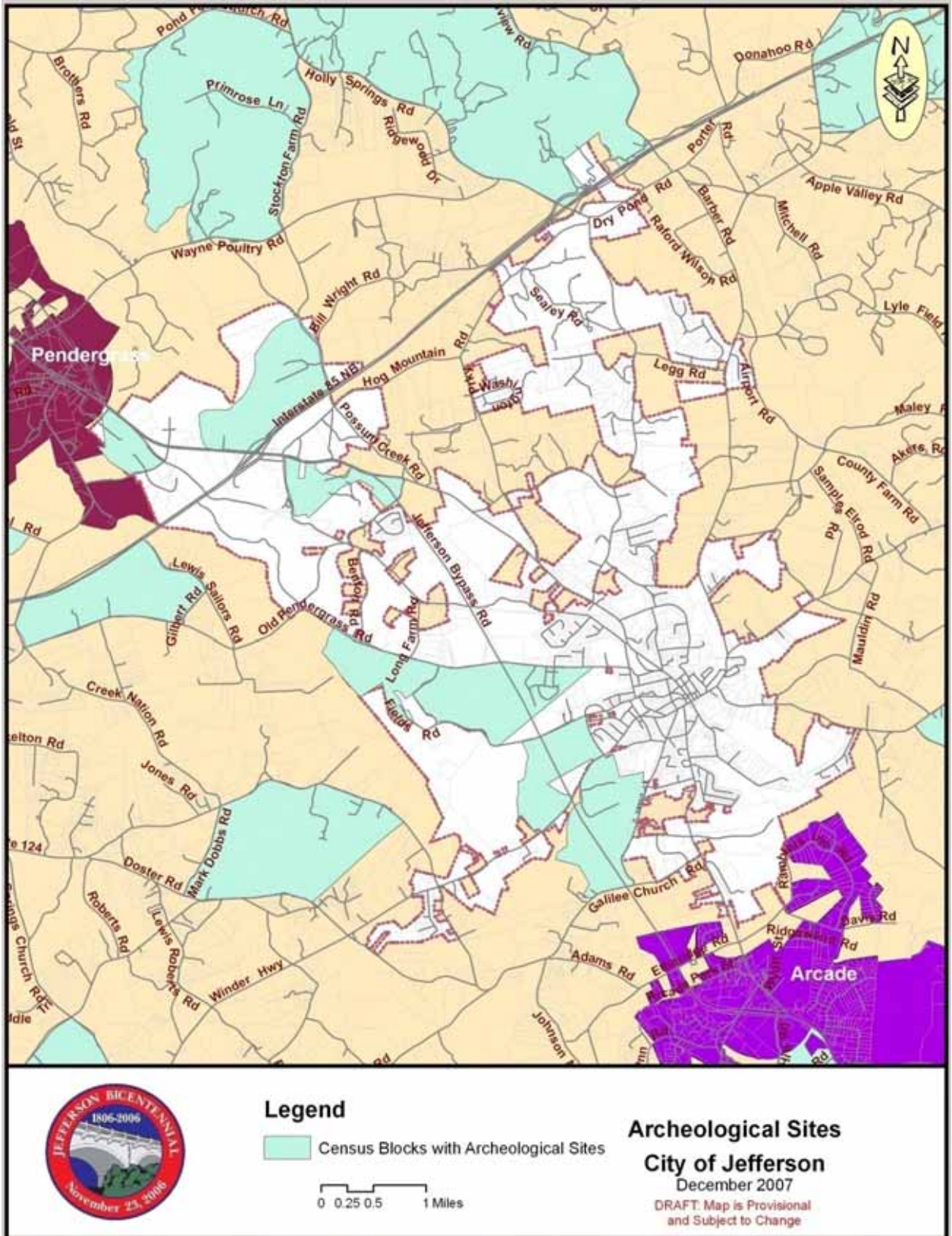


### Historic Sites



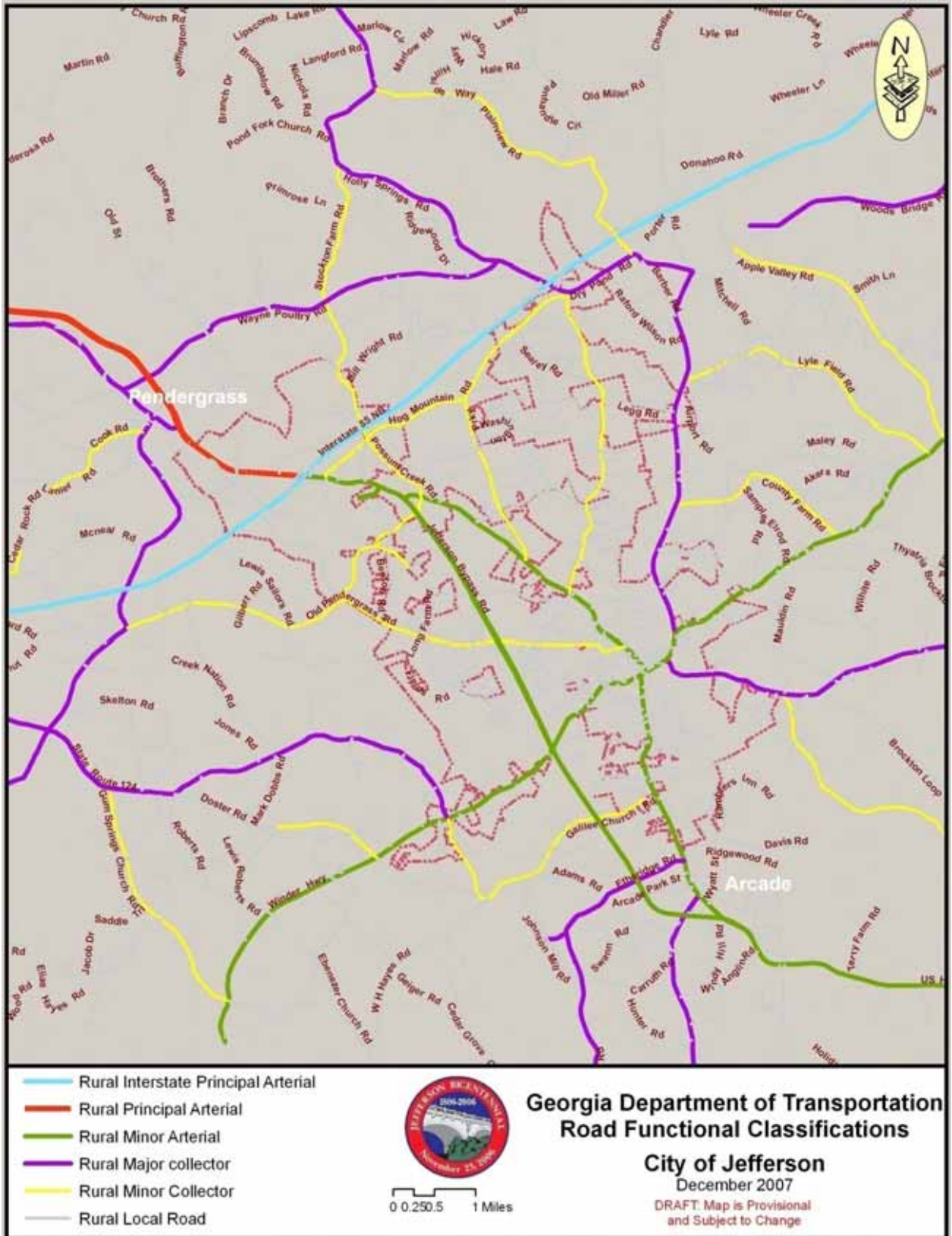


### Archeological Sites



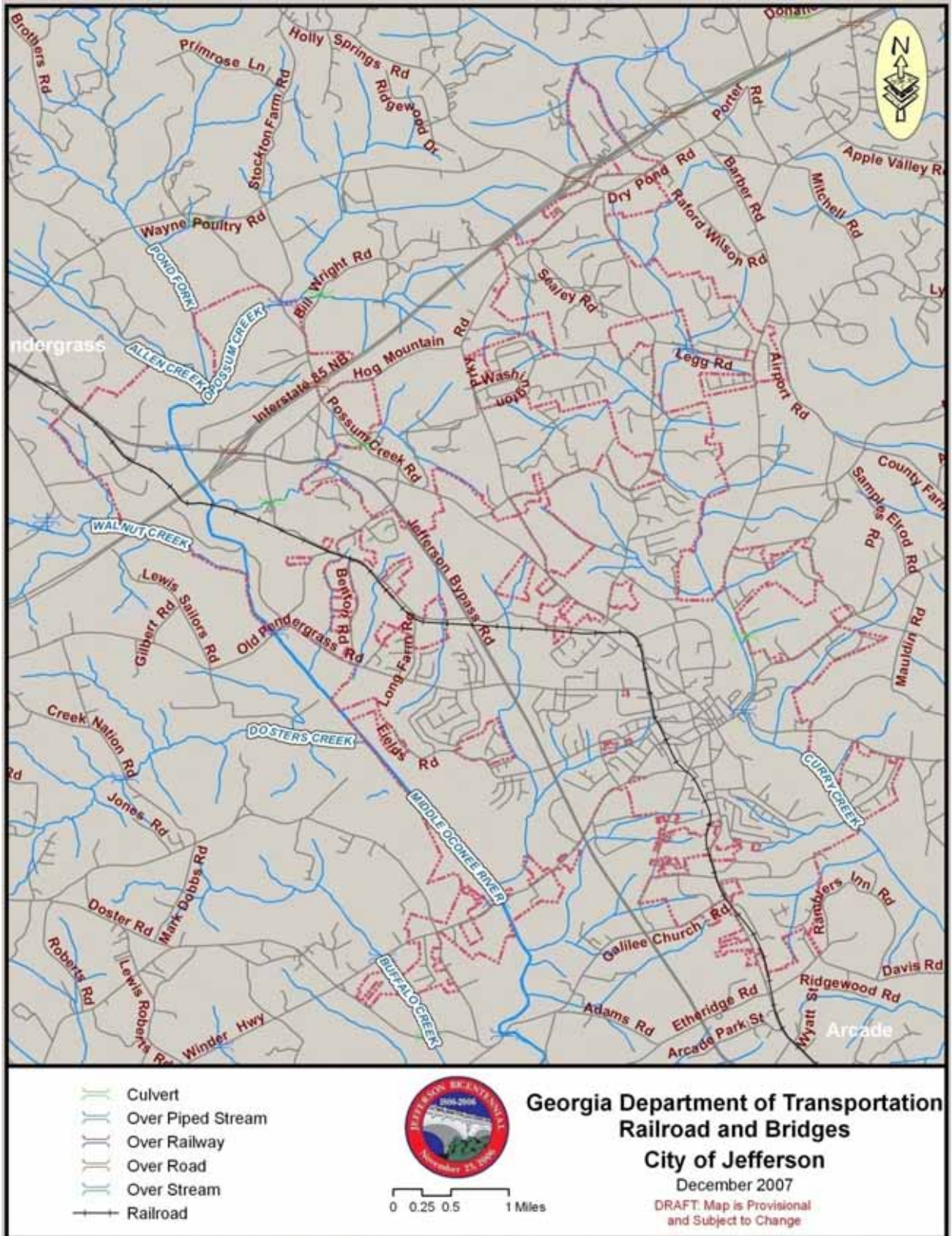


### Road Functional Classifications





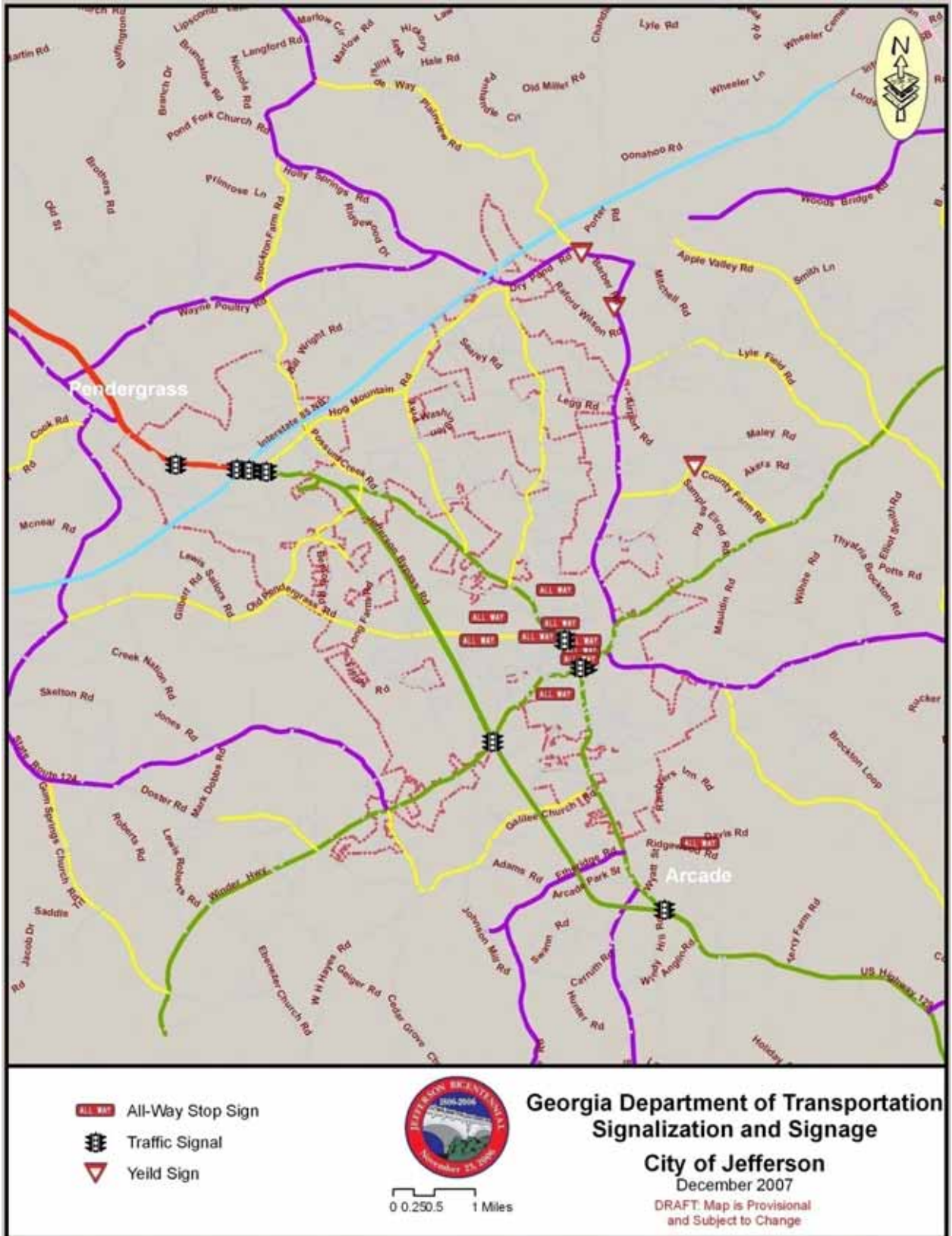
**Railroad and Bridges**





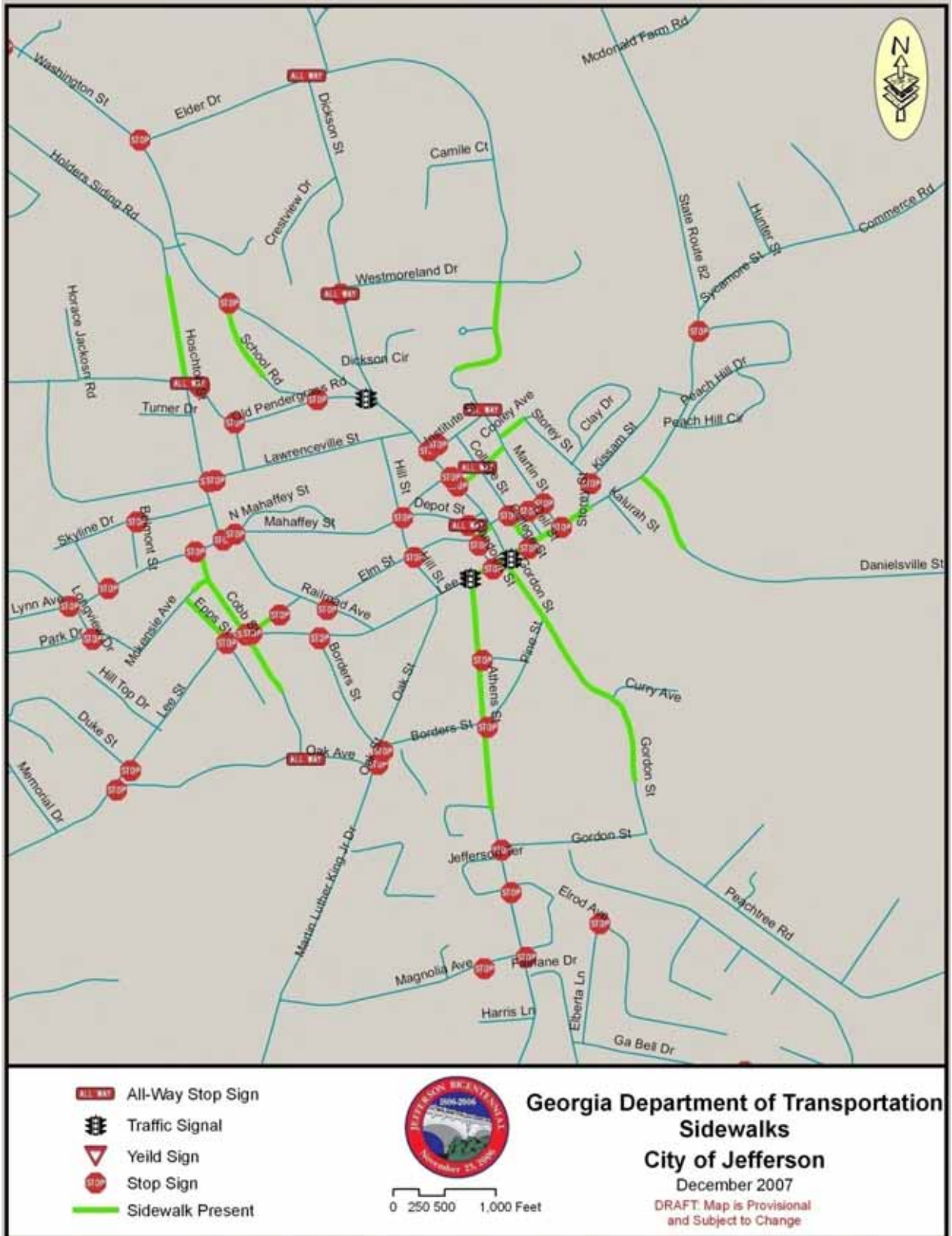


### Signalization and Signage



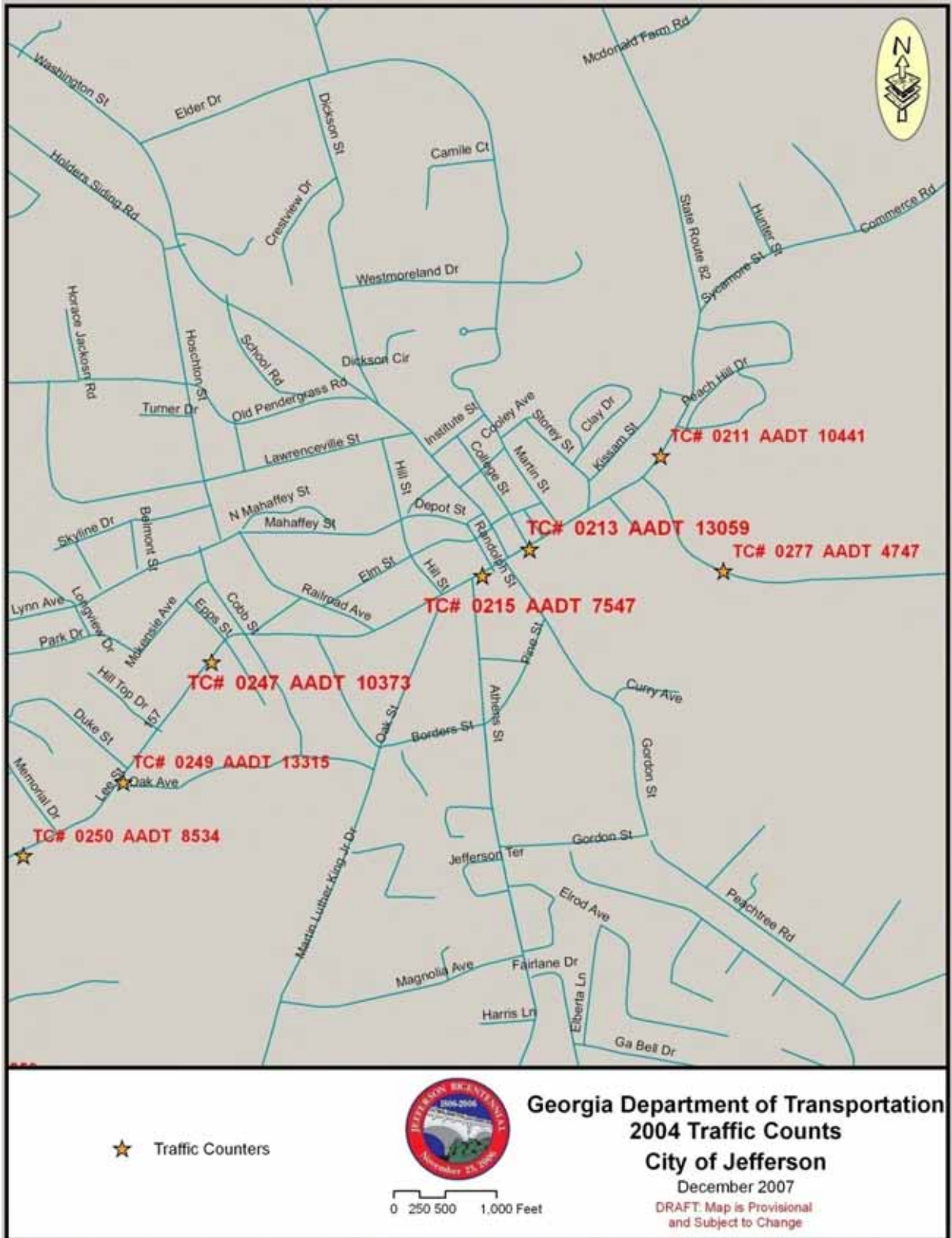


### Sidewalks





### Traffic Counts





### Crash Locations

