

Joint Millen/Jenkins County Comprehensive Plan 2005 – 2025



JENKINS COUNTY

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For the City of Millen and Jenkins County, Georgia

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Introduction

Millen-Jenkins County is a mosaic of distinctive places. It is the character of these distinctive places that defines the community's identity. This identity includes places like the historic crossroad communities of Perkins and Scarborough, and Millen's town center, which has long been a major focal point of community interaction and commerce. There are also places for those who want a more peaceful and quiet experience. These include Magnolia Springs State Park and numerous historic sites throughout the county.

Plan Setting

Jenkins County was created on August 17, 1905 by an act of the General Assembly. Jenkins is one of fourteen counties that compromise the Central Savannah River Area and the county is a member of the Central Savannah River Area Regional Development Center (CSRA RDC) located in Augusta. Covering 352.5 miles, Jenkins occupies the eastern portion of middle Georgia and is strategically located midway between Augusta and Savannah (Fig. I-1).

Millen, the governmental seat and commercial center of Jenkins County, is located near the confluence of the Ogeechee River and Buckhead Creek. It lies on the northern part of Georgia's coastal plain amid undulating terrain at an elevation of 208 feet above mean sea level.

Why Plan?

Successful communities don't just happen; they must be continually shaped and guided. A community must actively manage its land use, infrastructure and resources, and respond to changing circumstances if it is to continue to meet the needs of its residents. Millen and Jenkins County residents value the character and diversity of their jurisdictions, the strong sense of community, and the breadth of cultural and recreational opportunities. Concern about economic development and jobs, public services, and education are issues that both the city and county have been working on for years. Comprehensive planning, based on good data and public consultation, can help the community address each of these concerns.

What Is The Comprehensive Plan?

The comprehensive plan is the official guiding document for the future of Millen-Jenkins County. It is designed to formulate a coordinated, long-term planning program for the city and county. It lays out a desired future, and guides how that future is to be achieved.

Figure I-1: Millen-Jenkins County



It serves as a guide to both the public and private sector by providing a picture of how land will develop, how housing will be made available, how jobs will be attracted and retained, how open space and the environment will be protected, how public services and facilities will be provided, and how transportation facilities will be improved. Further, the Plan guides elected and appointed officials as they deliberate community development issues and conveys policy and intended programs of action to residents. In short, the comprehensive plan is a unified document providing consistent policy direction.

The Plan is structured to be a dynamic document, subject to amendment when conditions within the city or county change significantly. Periodic updates are needed to ensure that it continues to meet the needs of Millen-Jenkins County. The previous Millen-Jenkins County Comprehensive Plan was prepared in May 1994. Many of the items recommended for implementation were completed or became irrelevant as years passed. This new plan addresses changes in the community since the last comprehensive plan.

How to Use the Comprehensive Plan

The Comprehensive Plan is not, in itself, an implementation tool, but rather a guide to action. It is intended to serve as a reference point for potential users. For example, the Planning Commission or City Council may use the Plan's policies to decide whether to approve a proposed rezoning of land. The Board of Education may use the plan to determine future student enrollment and corresponding facilities expansion. The Tax Assessors' Office may use the plan to estimate future digests.



A number of companion planning documents should be used in conjunction with this Comprehensive Plan. These include:

1. Millen Zoning Ordinance
2. Jenkins County Manufactured Home Ordinance
3. Millen Community Design Charrette
4. Millen Historic Downtown Pedestrian Plan
5. Millen-Jenkins County Scenic Byway Management Plan (under development).
6. Other local and state regulatory documents.

Unlike these sector or single issue planning documents, which only generally refer to issues such as transportation, economic development, parks and recreation, annexation, and community services, the comprehensive plan addresses these issues in a coordinated manner.

Planning Development Process

The comprehensive plan is in the product of extensive local government and citizen involvement through structured workshops and unstructured discussion sessions (Fig. I-2).

Steering Committee

Preparations for the comprehensive plan began with the creation of an Advisory Committee. The primary purpose of the committee was to oversee and assist in the process of drafting the comprehensive plan. The committee was composed of Millen and Jenkins County elected officials, government employees and residents. The committee's roles included communicating the concerns of interested groups regarding the development of the city and county; providing a forum for discussion of differing views; developing statements of the community's vision and goals; and recommending goals, policies and implementation measures.

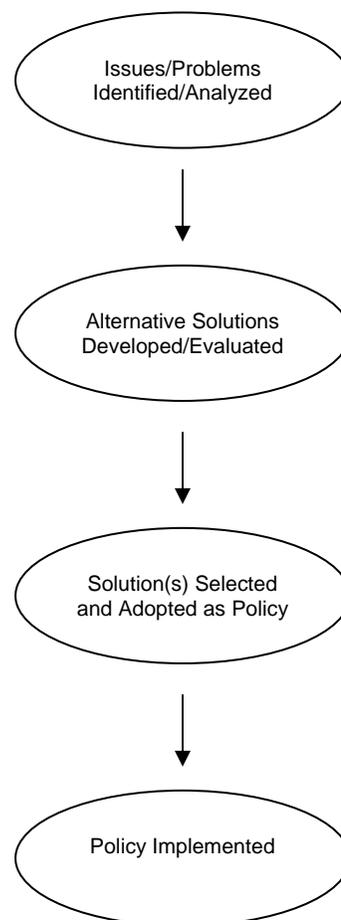
During the summer of 2003, staff from the CSRA RDC collected background information about the planning area through historical research, site visits, and information gathered from local officials. The Advisory Committee then provided direction and guidance by discussing the various issues raised at public hearings. Specific plan chapters were then prepared for the various functional elements of the Plan.

Public Consultation

The plan's development was subject to a comprehensive public involvement process. Public involvement serves to educate community leaders about planning issues and build constituency support, both necessary ingredients for any successful comprehensive plan. Each person at the table represents many others and offers insight on something overlooked by planners. By involving the public as a partner throughout the planning process, the message sent is that people's ideas matter. And if a known and quantifiable effect on the plan is seen and people feel the plan is theirs, not just something imposed by a regional planning agency, they are likely to become advocates for its implementation.

To kick off the public consultation process, the CSRA RDC sent notices to community groups inviting area residents to a planning workshop held in October 2003. The workshop was also promoted through the area with flyers and in the local newspaper. Over 30 residents responded to this outreach effort and requested to be kept informed on the planning process as it unfolded. All workshops were open to the public and participants were encouraged to take part in discussions and policy formulation.

Figure I-2: Plan Development Process



INTRODUCTION

A community's population change constitutes an important part of the comprehensive planning process. Housing, economic development, public services, and land requirement projections are all based on population characteristics. This chapter examines Millen and Jenkins County's population and discusses changes that have occurred.

When planning for the future of Millen and Jenkins County, location and interdependence with other geographic and economic regions are important. Future population dynamics are determined not only locally but also by activities in the larger region of which Millen and Jenkins County are a part. To this end, it is essential, when necessary, to relate and compare to neighboring counties and the larger state picture.

A combination of recent data sources, including the United States 2000 Census Bureau, Georgia Department of Labor, Georgia Department of Education, and 2002 Woods & Poole Economics, Inc., are utilized to present the most effective use of population projections.

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

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

HISTORICAL BACKGROUND

Population Growth, 1870 to 1920

Jenkins County was created on August 17, 1905 by an act of the General Assembly. The new county was formed from portions of Bulloch, Burke, Emanuel, and Screven Counties.

The years following the Civil War brought political stability and the resumption of trade and commerce. Mirroring growth rates elsewhere in the country, counties then containing Jenkins grew exponentially in the late 19th century. Between 1880 and 1900 Emanuel and Bulloch Counties enjoyed population growth rates of 118.0% and 165.4% respectively, while Burke and Screven recorded lower yet significant 11.1% and 50.5% rates.

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For decades prior and during the Civil War, Jenkins County had been relatively isolated from the rest of Georgia and the U.S. The county had bountiful crops and cotton, and the desire to trade regionally and nationally, but no practical way to carry on trade outside of the local area.



Railroad expansion provided the stimulus for growth and it was not long before rail spurred trade and development in Jenkins County. Much of this growth occurred as a result of Millen's role as a junction point of the railroads and regional trade center. The development of the railroad from Savannah to Macon created the town's first growth boom. Already a number of employees lived in Millen, and more were to come to build homes, rear families and participate in the development of the community. A hotel was opened to serve railroad passengers and workmen, and by 1910, Millen developed a town center along Cotton Avenue, complete with ten stores, one restaurant, four bar rooms, one livery stable, and a drug store. By 1910 the county population reached 11,520, climbing to over 14,000 less than a decade later.



Economic Decline, 1930 to 1970

The 1930s marked an era of decline as the Great Depression and two World Wars took their toll on Jenkins County. Railroad rationalization and other economic cost-cutting measures necessitated Jenkins compete with larger regional centers in Georgia. Following the railroad, residents left Jenkins County for neighboring communities and other parts of the U.S. in search of economic opportunities. Between 1920 and 1940, the county's population declined from 14,328 to 11,843, or 17.3%. By 1970, the population fell to 8,332, a loss of 41.8% in less than fifty years.

Population Since 1970

The 1970s and 1980s was a period of heavy migration to Georgia from other states. Between 1980 and 2000, Georgia's population grew by 50%, an increase of 2,728,887 new residents. While Jenkins County received little of the migration, the county did manage to stabilize its population.

Since 1980, Jenkins County has undergone varied population change (**Table P-1**). Between 1980 and 2000, the county population declined by 2.8%. Total population is projected to decline further through 2015 and begin increasing by 2020 (**Table P-2**). Between 2000 and 2025, total population in Jenkins County will increase by approximately 0.8%, significantly lower than the state growth rate of 35.9%.

Millen's population has declined steadily since 1980. The city's 1980 population of 3,739 dropped to 3,528 in 1990 and 3,492 in 2000 (**Table P-1**). This represents a 6.6% decline for the 20-year period. Like the county, population growth in Millen through 2025 will be very limited.

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Table P-1: Jenkins County and Millen Total Population, 1980-2025

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Jenkins Co.	8,836	8,647	8,246	8,414	8,581	8,579	8,539	8,577	8,642	8,652
Millen	3,739	3,774	3,808	3,650	3,492	3,490	3,474	3,489	3,515	3,519

Source: U.S Bureau of the Census, Woods & Poole (2002) and CSRA RDC

Table P-2: Jenkins County, Millen and Georgia Population Change, 1980-2025

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Jenkins Co.	N/A	-2.1%	-4.6%	6.3%	-2.1%	-0.02%	-0.5%	0.4%	0.7%	0.1%
Millen	N/A	0.9%	0.9%	-4.1%	-4.3%	-0.02%	-0.5%	0.4%	0.7%	0.1%
Georgia	N/A	8.7%	9.1%	12.5%	12.3%	6.7%	6.4%	6.3%	6.1%	6.0%

Source: U.S Bureau of the Census, Woods & Poole (2002) and CSRA RDC

Population by Age

The inventory and assessment of a community's age distribution is important for the identification of present and future needs in many planning areas. Planning for capital facilities and services such as schools, recreation facilities/ programs, youth centers, and programs for the elderly all depend upon the age distribution of the community. **Table P-3** shows the historical age distribution for Jenkins County.

Table P-3: Jenkins County: Age Distribution

	1980	%	1985	%	1990	%	1995	%	2000	%
AGE 0-4	301	7.54%	307	7.87%	313	8.22%	289	7.89%	264	7.56%
AGE 5-13	632	15.85%	636	16.30%	641	16.83%	567	15.47%	493	14.11%
AGE 14-17	333	8.35%	273	7.00%	212	5.57%	219	5.98%	225	6.44%
AGE 18-20	221	5.54%	175	4.49%	129	3.39%	156	4.26%	183	5.24%
AGE 21-24	262	6.57%	186	4.77%	110	2.89%	134	3.66%	158	4.52%
AGE 25-34	538	13.49%	578	14.82%	617	16.20%	462	12.61%	307	8.79%
AGE 35-44	346	8.68%	397	10.18%	447	11.74%	487	13.29%	526	15.06%
AGE 45-54	376	9.43%	377	9.67%	378	9.93%	404	11.03%	429	12.28%
AGE 55-64	404	10.13%	378	9.69%	351	9.22%	348	9.49%	345	9.87%
AGE 65 +	575	14.42%	593	15.21%	610	16.01%	598	16.32%	586	16.78%
TOTAL	3988	100%	3900	100%	3808	100%	3664	100%	3492	100%

*Percentages may not add to 100 due to rounding

Households

Between 1980 and 2000, the total number of households in Jenkins County has risen 9.9%, from 2,929 to 3,186 (**Table P-4**). The total number of households is projected to increase by an additional 53 or 1.6% through 2025.

The number of households in Millen has declined by 21 or 1.5% between 1980 and 2000. The drop in households mirrors the rapid population loss beginning in 1990. Though

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2025, an increase of only 45 households is projected. By contrast, the state household growth rate will increase by 35.9% in that same period.

Consistent with state and national trends, the average number of people within a Jenkins County or Millen household has declined over the years (**Table P-5**). Between 1980 and 2000, average household size declined from 2.96 to 2.63 in Jenkins County and from 2.96 to 2.55 in Millen. This trend is projected to stabilize in the future with relatively small declines in average household through 2025.

Table P-4: Jenkins County and Millen Total Households, 1980-2025

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Jenkins Co.	2,929	2,881	2,969	3,186	3,220	3,256	3,282	3,298	3,293	3,273
Millen	1,342	1,356	1,369	1,345	1,321	1,335	1,345	1,352	1,349	1,341

Source: U.S Bureau of the Census, Woods & Poole (2002) and CSRA RDC

Table P-5: Jenkins County and Millen Average Household Size, 1980-2025

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Jenkins Co.	2.96	2.95	2.74	2.71	2.63	2.59	2.56	2.56	2.58	2.59
Millen	2.96	2.85	2.75	2.65	2.55	2.51	2.48	2.42	2.44	2.45

Source: U.S Bureau of the Census, Woods & Poole (2002) and CSRA RDC

AGE

Table P-6: Jenkins County and Millen Age Distribution, 1980-2025

Jenkins County										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Age 0-14	2,263	2,142	2,060	2,178	2,020	1,946	1,903	1,969	2,008	1,993
Age 15-24	1,656	1,439	1,169	1,177	1,214	1,344	1,281	1,185	1,169	1,204
Age 25-34	1,250	1,284	1,186	1,198	1,008	1,006	1,152	1,250	1,203	1,122
Age 35-49	1,258	1,387	1,538	1,813	1,871	1,704	1,528	1,386	1,506	1,617
Age 50-64	1,346	1,264	1,139	1,199	1,304	1,478	1,586	1,629	1,477	1,333
Age 65+	1,063	1,131	1,154	1,203	1,164	1,101	1,089	1,158	1,279	1,383
Millen										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Age 0-13	880	917	954	857	760	733	717	741	755	750
Age 14-24	785	618	451	503	555	614	586	543	536	552
Age 25-34	530	574	617	498	378	377	432	468	451	421
Age 35-44	362	370	378	435	491	449	403	366	397	426
Age 45-64	735	848	961	846	730	827	887	910	826	746
Age 65+	450	449	447	513	578	547	541	575	635	686

Source: U.S. Bureau of the Census, Woods & Poole (2002) and CSRA RDC

Historically, Jenkins County has had varied age distributions but overall the population is aging (**Table P-6**). Between 1980 and 2000, the 0 to 34 yrs old age groups collectively declined by 17.9% while the 35+ age groups increased by over 18.3%. Through 2025, the

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largest growing population groups will be residents 25-34 and 65+ yrs old, increasing by 11.3% and 18.8% respectively. The 35-49 yrs old group will decline 13.5% in that same period.

Similarly, Millen has undergone changes in age distribution that highlight the aging nature of the city population (**Table P-6**). Between 1980 and 2000, the 0 to 34 yrs old age groups collectively declined by 22.8% while the 35+ age groups increased by 14%. Like the county, senior age groups grow rates will surpass those of the general population.

RACE

In 2000, the population of Jenkins County was 56.2% black, 40.4% white, 3.3% Hispanic, and 3.4% other. Reflecting total population loss since the 1980s, the number of black residents declined from 3,640 to 3,472 (4.6%) and the number of white residents declined from 5,192 to 4,827 (7%) between 1980 and 2000 (**Table P-7**). The Hispanic population grew by over 111% to reach 287. Though 2025, black residents will increase by 646 or 18.6% while the white population will decline by 863 or 17.8%. The Hispanic population will increase to 528 or 83.9% in that same period.

In 2000, the population of Millen was 59.3% black, 37.9% white and 2.8% other. The number of black residents increased from 1,558 to 2,071 or 32.9% while white residents declined from 2,177 to 1,324 or 39.1% between 1980 and 2000 (**Table P-7**). The Hispanic population increased from 58 to 100 or 72.4%. Projected growth rates will mirror those in the county.

Table P-7: Jenkins County and Millen Racial Composition, 1980-2025										
Jenkins County										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Black	3,640	3,531	3,423	3,448	3,472	3,541	3,688	3,824	3,980	4,118
White	5,192	4,995	4,798	4,813	4,827	4,659	4,421	4,285	4,147	3,964
Hispanic	136	74	12	150	287	346	392	429	478	528
Native	0	3	5	8	13	11	12	10	7	9
Asian &	4	6	9	18	26	22	26	29	30	33
Pacific Isl.	n/a									
Millen										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Black	1,558	1,893	2,228	2,150	2,071	2,112	2,199	2,280	2,371	2,451
White	2,177	1,879	1,580	1,452	1,324	1,278	1,213	1,177	1,142	1,092
Hispanic	58	29	0	50	100	102	115	126	140	165
Native	0	0	0	6	12	10	11	9	6	8
Asian &	0	0	0	6	12	10	12	15	16	19
Pacific Isl.	n/a									

Source: U.S. Bureau of the Census, Woods & Poole (2002) and CSRA RDC

The main source of growth in the non-white community is that of black and Hispanic residents. The black population is expected to increase by 5.86% in 2020. With the exception of blacks, Jenkins County has historically had small minority populations. The

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ethnic will continue to change at a moderate pace through 2020. The Hispanic population has more than doubled between 1980 and 2000 and is expected to grow by 2.1% in 2020.

EDUCATION

Education is regarded as an indicator of a community's health and capacity to develop an adequate workforce. Like many small communities throughout Georgia, Millen and Jenkins County aim to provide a quality education to their residents.

Educational Attainment

Educational attainment in Jenkins County has continually improved since the 1980s. The number of residents 25 yrs old or over with less than a high school diploma fell from 64.7% in 1980 to 37.9% in 2000 while the number of residents completing high school climbed from 19.3% to 32.8% in that same period (**Table P-8**). Between 1990 and 2000, the number of residents completing a bachelor degree increased from 3.9% to 6.6% and the number obtaining graduate or professional degrees climbed from 3.8% to 4.1%.

The number of Millen residents with less than a high school diploma dropped from 50.5% to 43.3% between 1990 and 2000 while the number obtaining a high school diploma increased from 25.5% to 32.0% in that same period (**Table P-8**). The percentage of residents earning a bachelor's degree or more declined between 1990 and 2000.

Table P-8 Jenkins County and Millen Educational Attainment, 1980-2000

	1980		1990		2000	
	Jenkins Co.	Millen	Jenkins Co.	Millen	Jenkins Co.	Millen
Less than 9th grade	41.30%	N/A	23.40%	30.40%	17.10%	19.40%
9th to 12th grade (no diploma)	23.30%	N/A	26.70%	35.70%	20.80%	23.80%
High School graduate	19.30%	N/A	29.40%	28.90%	32.90%	32.10%
Some college (no degree)	8.80%	N/A	9.70%	11.10%	15.00%	13.10%
Associate degree	N/A	N/A	3.10%	3.90%	3.40%	4.00%
Bachelor's degree	6.90%	N/A	3.90%	5.40%	6.60%	3.00%
Graduate or Professional Degree	N/A	N/A	3.70%	7.10%	4.10%	4.40%

Table P-9: Comparative Education Attainment, 2000

	Millen	Jenkins Co	Burke Co	Screven Co	Georgia
Less than high school	43.2%	38.0%	35.2%	33.2%	21.4%
High school completion	32.1%	32.9%	37.0%	38.6%	28.7%
Some college	13.2%	15.0%	14.5%	15.3%	20.4%
Associate degree	4.0%	3.4%	3.8%	2.8%	5.2%
Bachelor's or more	7.5%	10.8%	9.5%	10.3%	24.4%

Source: U.S. Bureau of the Census

Table P-9 compares education attainment rates for Millen and Jenkins County with neighboring jurisdictions and the state average. Both Millen and Jenkins County have a significantly higher rate of residents with less than a high school diploma than neighboring jurisdictions and the state average. A significant gap is also evident in higher education. Residents in other parts of Georgia earn a bachelor’s degree or higher at twice the rate of Jenkins County residents and over three times the rate of Millen residents.

High School Graduation Test Scores and Drop Out Rate

Between 1995 and 2001, High School graduation test scores in Jenkins County declined from 71% to 68% (**Table P-10**). Scores increased steadily after reaching an all-time low of 39% in 1997. Current test scores in Jenkins County are significantly higher than neighboring jurisdictions (**Table P-11, P-12**) and the state average (**Table P-13**).

Though volatile over the past six years, the high school drop out rate in Jenkins County fell from 9% in 1995 to 3.7% in 2001. This steep decline has resulted in one of the lowest high school drop out rates in Georgia (currently 6.4%). The rate is also significantly lower than Burke’s 7.9% and Screven’s 9.9%.

The percentage of Jenkins County residents attending Georgia public colleges was 41.1% in 1999, a rate significantly higher than Burke’s 22.5%, Screven’s 25%, and the state average of 37.5% (**Table P-8 to P-11**). Public college attendance among Jenkins County has historically been higher than neighboring jurisdictions and the state average.

Table P-10: Jenkins County Education Indicators, 1995-2001							
	1995	1996	1997	1998	1999	2000	2001
H.S. Graduation Test Scores (All Components)	71.0%	66.0%	39.0%	54.0%	62.0%	60.0%	68.0%
H.S. Dropout Rate	9.0%	10.1%	9.0%	6.0%	10.2%	7.2%	3.7%
Grads Attending Georgia Public Colleges	42.5%	41.8%	38.4%	27.6%	41.1%	N/A	N/A
Grads Attending Georgia Public Tech Colleges	8.8%	11.4%	12.1%	13.3%	6.3%	22.4%	N/A

Source: Georgia Department of Education

Table P-11: Burke County Education Indicators, 1995-2001							
	1995	1996	1997	1998	1999	2000	2001
H.S. Graduation Test Scores (All Components)	70.0%	62.0%	63.0%	58.0%	63.0%	54.0%	55.0%
H.S. Dropout Rate	12.2%	10.7%	8.8%	9.0%	11.3%	8.9%	9.9%
Grads Attending Georgia Public Colleges	24.4%	25.2%	26.3%	21.8%	22.5%	N/A	N/A
Grads Attending Georgia Public Tech Colleges	8.1%	13.8%	7.3%	12.2%	14.7%	22.7%	N/A

Source: Georgia Department of Education

The percentage of Jenkins County residents attending Georgia public technical colleges has increased from 8.8% in 1995 to 22.4% in 2000. The current rate brings Jenkins County in line with neighboring jurisdictions and significantly above the state average (**Table P-10 to P-13**). Technical education is cyclical and reflects increases or declines in local and regional industry.



POPULATION

Table P-12: Screven County Education Indicators, 1995-2001

	1995	1996	1997	1998	1999	2000	2001
H.S. Graduation Test Scores (All Components)	73.0%	70.0%	60.0%	58.0%	59.0%	65.0%	60.0%
H.S. Dropout Rate	10.0%	14.0%	8.3%	7.8%	7.3%	6.3%	7.9%
Grads Attending Georgia Public Colleges	32.4%	33.8%	36.9%	37.3%	25.0%	N/A	N/A
Grads Attending Georgia Public Tech Colleges	21.4%	30.2%	9.7%	13.7%	21.1%	24.4%	N/A

Source: Georgia Department of Education

Table P-13: Georgia Education Indicators, 1995-2001

	1995	1996	1997	1998	1999	2000	2001
H.S. Graduation Test Scores (All Components)	82.0%	76.0%	67.0%	68.0%	66.0%	68.0%	65.0%
H.S. Dropout Rate	9.2%	8.6%	7.3%	6.5%	6.5%	6.5%	6.4%
Grads Attending Georgia Public Colleges	35.0%	30.0%	30.2%	38.8%	37.5%	37.3%	36.1%
Grads Attending Georgia Public Tech Colleges	5.4%	6.2%	7.1%	6.5%	6.4%	7.4%	8.8%

Source: Georgia Department of Education

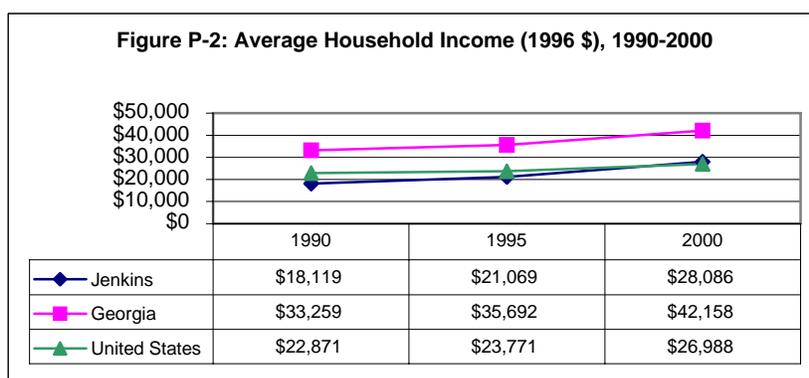
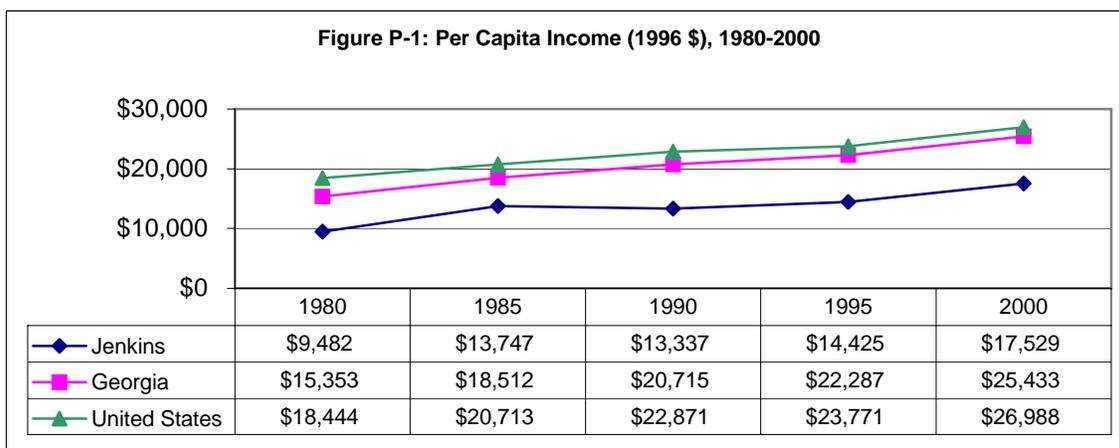
INCOME

Income statistics present an overall view of the community's economic health. Without a suitable distribution of income, many facets of the Millen and Jenkins County economy are restricted because residents demand different and sometimes conflicting types of housing, retail needs and community services. Millen and Jenkins County include various income groups and each group will need to be considered.

Per Capita and Median Household

In constant 1996 \$, per capita income has almost doubled in Jenkins County, from \$9,482 in 1980 to \$17,529 in 2000 (**Fig. P-1**). This rate is still significantly lower than the state (\$25,433) and national (\$26,988) averages. Per capita income is expected to increase further to \$24,611 by 2020, a rate higher than both Burke (\$20,418) and Screven (\$21,998) counties.

Similar gains have occurred with average household income. Between 1990 and 2000 average household income rose from \$18,119 to \$28,086 (**Fig. P-2**). This trend is projected to continue through 2020, reaching \$38,608. Average household income in Jenkins County's will continue to lag behind Burke (\$39,183) and Screven (\$42,090) counties.

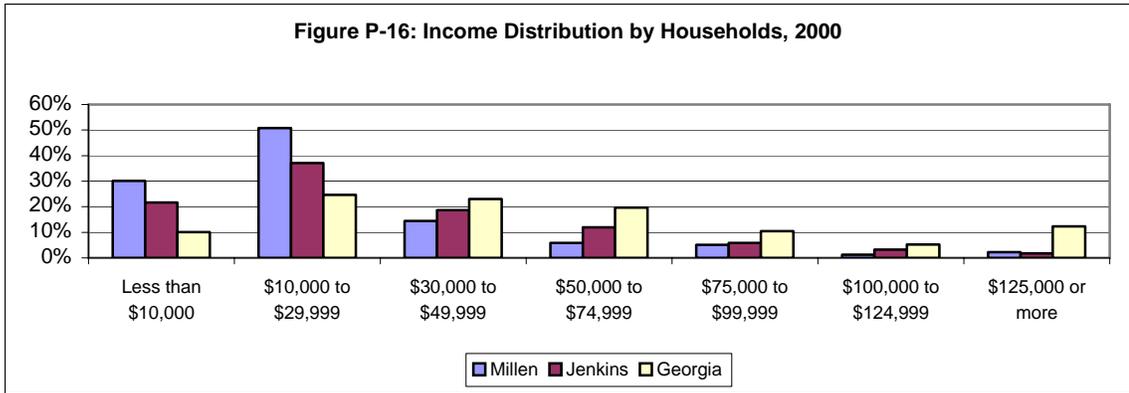


Distribution of Households by Income

Both Millen and Jenkins County lag behind the state average in the number of household earning \$30,000 or more (**Fig. P-16**). This trend is particularly noticeable in the \$50,000 to \$74,000 income range where the state average is nearly double that of Jenkins County and triple that of Millen.

Nevertheless, Jenkins County residents have enjoyed a continual rise in income. Between 1980 and 2000, the percentage of residents earning \$20,000 to \$49,999 increased from 16.2% to 34.47% while the number earning less than \$19,000 declined from 80.6% in 1990 to 42.9% in 2000. At the higher end of the income scale, the number of residents earning \$50,000 or more increased from 3.1% to 22.5% between 1980 and 2000.

A similar upward trend is seen in Millen where the distribution has shifted towards higher incomes. Between 1980 and 2000, the percentage of residents earning less than \$19,999 declined from 80.9% to 53.8% while the percentage earning between \$20,000 and \$49,999 increased from 15.9% to 31.5%. The number of residents earning \$50,000 or more has risen from 3.1% to 14.5% in that same period.



ASSESSMENT

Total Population

Jenkins County and Millen have undergone a gradual population decline since 1980, dropping 15.1% and 6.6% respectively. This contrasts with significant population growth rates for the CSRA region, the state, and the nation. Between 1980 and 2000, the CSRA population increased by 21.5% while the non-urbanized portions of the CSRA (excluding Richmond and Columbia Counties) increased by 7.2%. The state and national populations increased by 50% and 25.1% respectively during that same time period.

Population loss often mirrors a general decline in total employment. In Jenkins County, however, the local economy as a whole strengthened during phases of population loss. Between 1980 and 1990, the period of the most significant population loss in Jenkins County (-6.7%), total earnings increased 13.8% while total employment dropped 12.77%. Statewide employment increased 34.3% during that same period. Furthermore, the unemployment rate declined significantly between 1980 and 1990, and commuting patterns remained relatively unchanged.

Explaining population loss requires examining specific segments of the Jenkins County population. Population loss since 1980 occurred primarily in the 17 and under age group, it is important to note that age group percentages have remained fairly static since 1980.

Total population is expected to relatively unchanged in Jenkins County through 2025, this is not in line with the rural CSRA growth rate of 10.5% and is significantly lower than the state (35.9%) and national (27%) averages.

Negative or small population growth in Jenkins County and Millen since 1980 reflects the challenges many rural areas face. Statewide population growth rates disproportionately reflect Georgia’s large metro areas. In the absence of bordering one of the state’s large metro areas to serve as a bedroom community, rural counties such as Jenkins cannot keep up with statewide population growth rates. This holds true for future population growth rates as well. Job opportunities, services, and convenience offered by large metro areas will continue to attract new residents and be reflected in statewide figures.

Households

The number of households in Jenkins County has increased an average of 9.04% since 1980. This rate is comparable to the CSRA rate of 9.9% but well below household growth rates for the state (60.2%) and the nation (30.9%). Through 2025, the number of households in Jenkins County and Millen will 1.6%, a relatively low growth rate compared to state (35.9%) and national (27.3%) averages.

Household growth in Jenkins County and Millen has increased at similar rates to that of total population. Growth in total households necessitates a corresponding increase in the housing supply to ensure housing meets the communities' needs.

The increase in total households relative to a stagnate population in Jenkins County and Millen can be viewed through the lens of declining average household size. Average household size has declined by .31 between 1980 and 2000, highlighting an increasing trend towards smaller family sizes. By contrast the state and national average household size declined by .18 and .15 respectively. Given the smaller overall population of Jenkins County, the Jenkins-state/national household size differential is not significant. Through 2025, average household size throughout Jenkins County and Millen will stabilize and approach state and national levels.

Age

Throughout Jenkins County and Millen, middle age and senior population groups accounted for most of the population growth since 1980, in line with the CSRA, state, and national trends. This group was not high enough to compensate for loss of younger age groups in Jenkins County. In other parts of the CSRA, the state, and the nation, younger age groups are growing in proportion to senior age groups, ensuring population growth across all age groups.

Through 2025, the 0 to 34 year old age groups will increase by 1.78% while the 65+ age groups will account for 15.84% of the growth. The 35 to 49 age groups, the backbone of the Jenkins County economy, will decline by 13.58%. While the age of the workforce will remain static, local governments will have to support an aging population that will be increasingly dependent in non-wage sources of income. From a housing and community facilities perspective, future projects and planning will need to take these demographic shifts into account.

Race

In Jenkins County and Millen, the percentage of residents by race has remained relatively constant since 1980. In absolute numbers, neither the black or white populations are growing: white residents are leaving Jenkins County at a faster rate. The exodus of younger age groups has been more pronounced among the white population and has shifted the county's racial balance. Over the next twenty years, however, the Hispanic population will grow at a faster rate than other racial groups. Through 2025, the countywide black population will rise to 47.6% (a growth rate of 15.69%), while the white population will decline to 45.69% (a decline of 17.88%). Similar trends in population growth can be seen in the racial demographics of Millen as well.

Past, current, and future race demographics in Jenkins County and the municipalities run contrary to state and national trends, which project, as a share of total population, a declining white population, an unchanged black population, and a growing Hispanic population. Whereas the Hispanic population will account for 8.9% of the total population in Georgia and 19.2% nationally by 2025, in Jenkins County and Millen, the Hispanic population will not exceed 7%.

Education

Educational Attainment

Education attainment in Jenkins County and Millen has continually improved in the past twenty years but lags behind some neighboring jurisdictions and the state. In 2000, 37.9% of Jenkins County residents had not graduated high school, lower than Millen's 43.2%. In neighboring Burke and Screven counties, the percentage of residents without a high school diploma is 35.2% and 33.2% respectively while the state average is 21.4%. This significant education attainment differential is also seen in post-secondary education. In 200, just over 10% of Jenkins County residents obtained a college degree or higher, opposed to the 24.4% of statewide residents.

The County and Millen have gained ground over the last twenty years. The number of students not completing high school has declined an average of 13% every 10-year period since 1980. While Jenkins County current high school completion rate is lower than the state average, it is increasing at a faster rate. Should historic trends continue, Jenkins County should approach the state average by 2025.

A similar pattern is seen in post-secondary education. Since 1980, the number on Jenkins County residents with some college or more has almost doubled to 29.1%. While Jenkins County's college or more rate is less than the state average, the gap is narrowing.

While Jenkins County's economy is still primarily a manufacturing and lower skills service economy, the CSRA economy is more diverse and requires more educated graduates. Currently 37.9% of Jenkins County residents have not completed high school. A substantial number of residents will therefore not be able to participate in the regional economy.

Test Scores, Dropout Rate, and Post-Secondary Education

Achievement test scores have declined 3% in Jenkins County between 1995 and 2001. This mirrors neighboring counties and the state average. Test scores in Burke and Screven Counties have declined 15% and 13% respectively in that same period. State test scores have declined 17%. Current scores in Jenkins are similar to Screven Counties and other rural areas in the CSRA but are 3% above the state average.

School dropout rates in Jenkins County have declined from 95 to 3.7% between 1995 and 2001. This places Jenkins County ahead of all other neighboring counties and the state average of 6.4%. The low dropout rate is consistent with higher high school completion rates.

Public college attendance in Jenkins County is cyclical and has varied from year to year, from a high of 42.5% in 1995 to a high of 27.6% in 1998. A similar trend is seen at the state level since 1995, although statewide rates hover in the 30% range. Public tech school attendance has increased since 1995 to a high of 22.4%. The increase in the number of those attending tech schools may be, in large part, to the close proximity of technical schools in McDuffie and Richmond Counties. However, graduates soon realized that the supply of technical college training far exceeded the demand.

The local school system is enhancing Jenkins County's economic development potential. The school dropout rate has consistently declined and is below the state average, translating into higher educational attainment across all education levels.

Income

Per capita and mean household incomes have consistently risen. Since 1980, per capita income has rose from \$9,482 to \$17,529 in 2000. The rise in per capita income has not brought the level of income in Jenkins County to that of the state (\$25,433) and national (\$26,988) averages. A similar discrepancy is found in mean household income. Since 1980, it has risen 55% in Jenkins County and 54.8% in the state. Current household income is \$14,072 higher on the statewide average.

Income differentials are generally explained by the lower cost of living in Jenkins County. The average weekly wage paid in Jenkins County was \$383 in 1999 compared to the state average of \$629. Furthermore, median property values and rent in Jenkins County are slightly higher than half the state average. Given the local cost of living, it is unlikely that income will approach the state average by 2025.

INTRODUCTION

The housing element is an important part of the overall comprehensive plan as housing accounts for a significant share of the land use in Millen and Jenkins County, and is vital to the livelihood and future development of both jurisdictions.

The purpose of examining housing characteristics is to:

- Determine the city and county's future housing needs in conjunction with population projections and community goals and policies.
- Assess any local housing problems such as substandard housing, over development, infrastructure availability, etc.
- Assess whether an adequate, affordable and varied supply of housing is available.
- Develop a plan for managing future housing development.

Planning Context

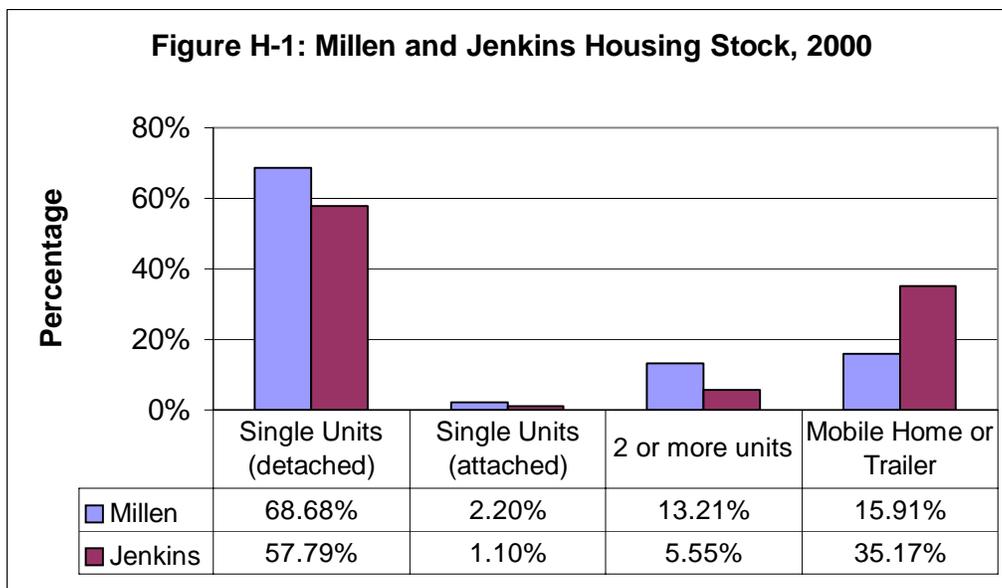
Historically, the approach to housing issues taken by Millen and Jenkins County has been to allow market forces to determine demand and supply. While the city and county are not providers or developers of housing, adopted ordinances and other regulations have an impact on land availability, development sites, and housing types.

CURRENT HOUSING STOCK

In 2000, there were 3,907 total housing units in Jenkins County, an increase of 552 or 16.1% from 1990 (**Table H-1, Fig. H-1**). Approximately 58.89% of the current housing stock is stick-built, with mobile homes or trailers accounting for 35.17%. Between 1990 and 2000, the percentage of mobile homes or trailers increased from 26.78% to 35.17%. During that same period, the number of stick-built units declined from 66.24% to 58.89%. In the past decade, neighboring jurisdictions have adopted strict mobile home ordinances that led many mobile home owners to locate in Jenkins County. Because the county recently adopted an ordinance limiting the size, age, type and location of mobile homes, this trend is not projected to continue in the future.

In Millen, the pace of housing growth has been slower. Between 1990 and 2000, the total housing stock grew from 1496 to 1590, or 6.28%. Approximately 70.88% of the housing stock is stick-built single units, with mobile homes or trailers accounting for 15.91%. No significant change in Millen's relative rate of housing stock has occurred in the past decade (**Table H-1**).

Table H-1: Housing stock by Type, 1980-2000						
	Jenkins County			City of Millen		
	1980	1990	2000	1980	1990	2000
Single Units (detached)	2570	2193	2258	1116	1035	1092
Single Units (Attached)	64	38	43	51	36	35
Double Units	124	101	138	111	101	131
3 to 9 Units	53	67	49	48	62	49
10 to 19 Units	92	23	7	62	23	7
20 to 49 Units	55	0	23	55	0	23
50 or more Units	24	0	0	17	0	0
Mobile Home or Trailer	291	901	1374	45	216	253
All Other	0	44	15	0	23	0
Total	3273	3365	3907	1505	1496	1590
	Jenkins County (%)			City of Millen (%)		
	1980	1990	2000	1980	1990	2000
Single Units (detached)	78.52%	65.17%	57.79%	74.15%	69.18%	68.68%
Single Units (Attached)	1.96%	1.07%	1.10%	3.39%	2.41%	2.20%
Double Units	3.79%	3.00%	3.53%	7.38%	6.75%	8.24%
3 to 9 Units	1.62%	1.99%	1.25%	3.19%	4.14%	3.08%
10 to 19 Units	2.81%	0.68%	0.18%	4.12%	1.54%	0.44%
20 to 49 Units	1.68%	0.00%	0.59%	3.65%	0.00%	1.45%
50 or more Units	0.73%	0.00%	0.00%	1.13%	0.00%	0.00%
Mobile Home or Trailer	8.89%	26.78%	35.17%	2.99%	14.44%	15.91%
All Other	0.00%	1.31%	0.38%	0.00%	1.54%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%



HOUSING

Age of Housing Stock

There is a diverse age range of housing in Jenkins County. Over 2061 units, representing 64.11% of the total housing supply, were built between 1970 and 2000 while 239 units, or 7.43%, were constructed prior to 1939. The largest decade of growth was 1970 to 1979 where 22.74% of the total housing stock was built.

In Millen, the housing boom occurred from 1960 to 1979 where 536 units, or 39.78%, of the total housing supply was built. New housing starts have not kept pace with the county after 1980 as only 357 units, or 26.49%, were constructed. At 10.24%, Millen also has a high number of homes built prior to 1939.

In general, the housing stock in Millen and Jenkins County is older than the state average. Millen has almost twice the rate of pre-1939 homes than the Georgia average. State trends, however, reflect the disproportionate growth of housing in the metro Atlanta area that occurred between 1970 and 2000.

	City of Millen				Jenkins County				Georgia
	1990		2000		1990		2000		2000
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Percent
<i>Year Structural Built</i>									
1990 to 2000	N/A	N/A	171	12.69%	N/A	N/A	726	22.58%	27.88%
1980 to 1989	225	15.13%	186	13.80%	750	22.72%	604	18.79%	21.97%
1970 to 1979	368	24.74%	287	21.30%	854	25.87%	731	22.74%	18.55%
1960 to 1969	286	19.23%	249	18.48%	574	17.39%	417	12.97%	12.67%
1950 to 1959	256	17.21%	212	15.73%	412	12.48%	323	10.04%	8.63%
1940 to 1949	131	8.80%	104	7.72%	305	9.24%	174	5.41%	4.38%
1939 or Earlier	221	14.86%	138	10.24%	405	12.27%	239	7.43%	5.88%
Total	1,487	100.00%	1,347	100.00%	3,300	100.00%	3,214	100.00%	100.00%

Condition of Housing Stock

Table H-3 highlights housing conditions. Plumbing facilities are a good indicator to determine the quantity of substandard housing. Over 3763 or 96.31% of homes in Jenkins County have complete plumbing facilities. This represents a 13.34% increase from 1980. In Millen, 97.3% of current households have complete plumbing facilities, a 1.98% increase from 1990. Rates for both Millen and Jenkins County are slightly below the CSRA (98.47%) and Georgia (99.1%) averages (**Table H-4**).

	City of Millen				Jenkins County				Georgia			
	1980		1990		2000		1980		1990		2000	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<i>Facilities</i>												
Complete Plumbing	NA	NA	1,426	95.32%	1,548	97.30%	2,411	82.97%	3,177	94.41%	3,763	96.31%
Lacking Plumbing	NA	NA	70	4.68%	42	2.70%	495	17.03%	188	5.59%	144	3.69%
Total	NA	NA	1,496	100%	1,590	100%	2,906	100%	3,365	100%	3,907	100%

<i>Facilities</i>	Millen	Jenkins	CSRA	Georgia
Complete Plumbing	97.30%	96.31%	98.47%	99.10%
Lacking Plumbing	2.70%	3.69%	1.53%	0.90%
Total	100%	100%	100%	100%

OWNER AND RENTER UNITS

Table H-5 displays owner and renter units. In Jenkins County, 2359 units or 73.47% of are owner-occupied, an increase of 6.51% since 1980. There has been a gradual rise in owner-occupied units and decline in renter-occupied units since 1980. In Millen, 811 units or 58.47% are owner-occupied, a decline of 8.49% since 1980. While the rate of renter-occupied units in Jenkins County has declined between 1980 and 2000, it has increased by 33.49% in Millen.

<i>Housing Units</i>	City of Millen						Jenkins County					
	1980		1990		2000		1980		1990		2000	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
TOTAL Households	1232	100	1417	100	1387	100	2906	100	3034	100	3211	100
Vacant	NA	NA	127	8.96	243	17.52	NA	NA	414	13.65	693	21.58
Owner Occupied	825	66.96	896	63.23	811	58.47	1946	66.96	2099	69.18	2359	73.47
Renter Occupied	406	32.95	473	33.38	536	38.64	960	33.04	852	28.08	855	26.63
Owner/Renter Ratio	NA	NA	NA	NA	0.46	0.03	NA	NA	NA	NA	0.34	0.01
Owner Vacancy Rate	NA	NA	NA	NA	NA	4.36	NA	NA	NA	NA	NA	1.54
Renter Vacancy Rate	NA	NA	NA	NA	NA	13.13	NA	NA	NA	NA	NA	11.31

The vacancy rate has increased substantially in both Millen and Jenkins County. Between 1990 and 2000, the number of vacancies has almost doubled to 17.52% in Millen and increased to 21.58% in Jenkins. Renter vacancy accounts for the majority of vacancies in Millen (13.13%) and Jenkins County (11.31%). Millen's current owner vacancy rate of 4.36% is almost three times the county's 1.54%

<i>Housing Units</i>	Millen	Jenkins	CSRA	Georgia
TOTAL Households	100.00%	100.00%	100.00%	100.00%
Housing Units Vacant	17.52%	21.58%	12.42%	9.16%
Housing Units Owner Occupied	58.47%	73.47%	68.48%	67.47%
Housing Units Renter Occupied	38.64%	26.63%	31.52%	32.49%
Owner to Renter Ratio of Vacancy	0.46	0.34	1.16	0.51
Owner Vacancy Rate	4.36	1.54	2.19	2.24
Renter Vacancy Rate	13.13	11.31	7.98	8.46

Owner and renter unit differences become apparent when comparing to the CSRA and Georgia averages. Owner occupied unit rates are higher in Jenkins and lower in Millen relative to the region and state average (**Table H-6**). Vacancy rates for both Millen and

Jenkins are substantially higher than the region and state average. Due of the rural nature of Jenkins County, the owner to renter ratio is higher than the CSRA and state average.

Housing Values

The current median residential property value of a home in Jenkins County is \$43,500, an increase of 10.4% since 1990 (**Table H-7**). In Millen, the current value is \$38,000, an increase of 1.6% since 1990. For both Millen and Jenkins County, current median residential property values are considerable less than the CSRA average of \$73,500 and Georgia average of \$100,600. Home values have also risen slower than the regional and state average. Between 1990 and 2000, median values rose 31.2% in the CSRA and 41.4% in Georgia.

Table H-7: Cost of Housing, 1980-2000

Value	City of Millen			Jenkins County			CSRA			Georgia		
	1980	1990	2000	1980	1990	2000	1980	1990	2000	1980	1990	2000
Median Property	NA	\$37,400	\$38,800	\$24,000	\$39,400	\$43,500	N/A	\$55,999	\$73,500	\$23,100	\$71,278	\$100,600
Median Rent	NA	\$221	\$200	\$56	\$224	\$205	N/A	\$277	\$364	\$153	\$365	\$505

The Department of Community Affairs Housing Finance Division compiles date on home sale trends. Based on a sample of 23 units, DCA found the median sale price of an existing single-family unit in Jenkins County to be \$66,716 in 2000.

Median monthly rents have declined in both Millen and Jenkins County. Between 1990 and 2000, median rents dropped from \$221 to \$200 (9.5%) in Millen and from \$224 to \$205 (8.4%) in Jenkins County. By contrast, median rents in both the CSRA and Georgia have risen by 31.4% and 38.3% respectively in the same period. The decline in rents reflects rising vacancy rates.

ASSESSMENT

Housing Stock

In the past two decades, the total number of housing units in Jenkins County and Millen has increased over 16%. While the housing growth rate was less than one third the state average of 63%, the statewide population increased with new housing growth. During that same period, the local population declined by 2.97% in Jenkins County and 7.07% in Millen. Compounding population is decreasing household size (-.33 persons per household since 1980) and a 9.94% increase in the number of households across Jenkins County.

Approximately 695 of the housing supply is stick built single-family units, with mobile homes or trailers accounting for 14.44%. Since 1980, there has been a shift in the county's housing types. Single family units that were the dominant form of housing in the 1980s, have continually declined both in absolute numbers and in their percentage of the total housing supply. In 1980, 78.52% of the housing stock in Jenkins County was single family units. By 2000, the rate dropped to less than 60%. A similar shift away from single-family units occurred in the city of Millen.

Overall, the total number of single-family units decreased by 312 in Jenkins County and by 24 in Millen. While the number of multi-family units increased throughout Jenkins County the growth in the number of mobile home units has been explosive. Since 1980, over 1083 new mobile home units were added to Jenkins County's total housing supply and currently account for 35.1% of the housing supply. A similar trend in the growth in number of mobile homes however, the percentage of total housing units they comprise is roughly half of the countywide numbers.

A number of causes explain these housing trends. First, the decline of single-family units mirrors population loss during the past two decades. Second, the increase in mobile home units is directly related to housing affordability. Over 93% of the mobile home supply is in the unincorporated area of Jenkins County. While the median value of a home in Jenkins County is \$43,500 and \$38,800 in Millen, mobile home values rarely exceed \$33,000. Countywide income levels highlight the increasing popularity of mobile home housing. Close to 32% of the countywide population falls below the poverty line and per capita and average household incomes are significantly below the state average. In short, the increase in mobile home units are partly a response to housing affordability issues.

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

Overall, the range of local housing types is sufficiently diversified. There is no longer a dominant housing type as in the 1980s when single-family units accounted for almost 80% of the housing supply. An increase in multi-family housing, mostly affordable and public housing units, provides more diversity in housing choices.

The existing supply of housing units in Jenkins County and Millen meets the community's current needs. Both the number of households and the number of total units has increased at a higher rate than the population. Between 1980 and 2000, the total number of households in Jenkins County grew 11.17% while housing units increased by over 19%.

Income and Housing Adequacy

In general, the housing stock in Jenkins County and Millen is older than the state averages. Less than 5.9% of Georgia homes were built prior to 1939, significantly less than Millen (10.24%) and the countywide average (7.43%).

Over 58% of Jenkins County's housing supply was constructed prior to 1980, relatively higher than the 56.65 for the CSRA and 49.9% for the state. The largest decade of housing construction in Jenkins County and Millen occurred during the 1970s when over 22% of the county's housing units were built.

Overall, the condition of the housing stock is adequate throughout the county and Millen and very comparable to regional and state levels. Over forty percent of Jenkins County's

housing units have been built in the past twenty-five years. The lack of complete plumbing facilities in the county has declined from 17.03% in 1980 to 3.69% in 2000, and is comparable to CSRA (1.5%) and statewide (0.9%) averages. Rates in Millen are similar to the county average. Housing conditions have improved drastically since 1980, primarily because of the phasing out of older units and increased care by homeowners.

Assessment of Occupied Units

Homeownership trends vary throughout the region. In the CSRA, homeownership has increased gradually since 1980, from 65.1% to 68.4% in 2000. This mirrors a statewide trend towards increased homeownership. Statewide homeownership increased from 60.4% to 67.5% in the last two decades. In Jenkins County, the homeownership rate has gradually increased from 66.96% in 1980 to 73.47% in 2000. In Millen, the homeownership rate has decreased from 66.96% in 1980 to 58.47% in 2000.

Homeownership trends are reflected in the owner-to-renter ratio. In the CSRA, there are 2.17 owners for every renter, up from 1.91 since 1980. Statewide, the ratio has increased from 1.89 to 2.17 in the past two decades.

Vacancy rates throughout Jenkins County are above both the CSRA and state averages. In 2000, the vacancy rate in Jenkins County was 21.58%, almost a 40% increase from the 13.65% in 1990. The vacancy rate also increased in Millen from 8.96% in 1990 to 17.52% in 2000.

The owner vacancy rate in Jenkins County is below 2%, in line with CSRA and state averages. Renter vacancy rate (11.31% in Jenkins County and 13.13% in Millen) is higher than both the CSRA (7.98%) and state (8.46%) averages. Since a vacancy rate of 5% is a desired rate for rental unit availability, this suggests that the supply of rental units far exceeds the demand.

Housing Costs

The median property value in Jenkins County is \$43,500, an increase of 10.4% since 1990. In Millen, the current value is \$38,000, an increase of 1.6% since 1990. Median property values are significantly below the CSRA average of \$73,500 and state average of \$100,600. Since 1980, the median value of a home in Jenkins County has almost doubled while the property value in Millen increased at a much lower rate. By contrast, median property values in the CSRA and statewide have increased fourfold in that same time period. With owner vacancy rates higher than the state average, and an increasing number of new households, median property value increases have been relatively small. This is primarily due to little demand in residing in Jenkins County. The county will enjoy very limited population growth and the commuting population, primarily located in neighboring counties, is willing to commute reasonable distances to work.

Median monthly rents in Jenkins County are \$205, in line with those of the Millen (\$200), but well below median rents found in the CSRA (\$364) and statewide (\$505). In the past decade, median rents actually declined about 8%, due primarily to the lack of high-end apartments and a relatively low number of public and affordable housing units.

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

Future Demand

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

Table H-8: Jenkins County and Millen Housing Needs Projections								
	Total Units	New Units	Single-Family	New Units	Multi-Family	New Units	Mobile-Homes	New Units
JENKINS COUNTY								
2000	3,892	N/A	2,301	N/A	217	N/A	1,374	N/A
2005	3,936	44	2,327	26	219	2	1,390	16
2010	4,014	78	2,373	46	223	4	1,418	28
2015	4,116	102	2,433	60	229	6	1,454	36
2020	4,221	105	2,495	62	235	6	1,491	37
2025	4,314	93	2,550	55	240	5	1,524	33
CITY OF MILLEN								
2000	1,590	N/A	1,127	N/A	210	N/A	253	N/A
2005	1,612	22	1,143	16	213	3	256	3
2010	1,652	40	1,171	28	218	5	263	7
2015	1,707	55	1,210	39	225	7	272	9
2020	1,767	60	1,252	42	233	8	282	10
2025	1,827	60	1,294	42	241	8	292	10
N/A = Not Applicable								

Ranging from 1.54% to 4.36%, owner vacancy rates in Jenkins County and Millen are above the CSRA and state averages and do not suggest a future housing shortage. Both total population and total number of households are projected to increase through 2025. Furthermore, the fastest growing demographic during the planning period is the 55+ age groups. The number of younger age groups, particularly those if children-raising age, will continue to decline. This will result in even lower average household sizes through 2025.

Table H-9: Jenkins County and Millen Total Households, 1980-2025										
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Jenkins Co.	2,929	2,881	2,969	3,186	3,220	3,256	3,282	3,298	3,293	3,273
Millen	1,342	1,356	1,369	1,345	1,321	1,335	1,345	1,352	1,349	1,341
Source: U.S Bureau of the Census, Woods & Poole (2002) and CSRA RDC										

Employment base remains a significant consideration in planning for housing. The workforce is projected to increase by 23.81% through 2025, with most of the employment growth in manufacturing with a projected increase of 880 jobs. While

projections for household income distribution are unavailable, two trends suggest overall income increases in middle-income groups. First, the median incomes are rising at relatively high rates. Second, sector earnings indicate that some of the fastest growing sectors of the economy may be the highest paid.

Goals

All goals, objectives, and policies apply to Jenkins County and Millen otherwise noted.

Goal 1: Encourage the renovation of substandard or vacant units for use as affordable housing units for low-to-moderate income households.

- Policy 1-1: Complete a housing assessment and housing action plan to address substandard housing issues. (Millen)
- Policy 1-2: Seek state and federal funding assistance for housing rehabilitation and special needs housing assistance

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

- Avoid scattered, non-contiguous residential development patterns and promote clustered residential development.

INTRODUCTION

Economic development is an ongoing and sustaining process, essential to planning for the future. It constitutes the economic base for the resident population. Virtually all residents participate in some way in the local economy, whether they produce, sell, or consume the goods and services available. It is also important to the revenue base of the Millen and Jenkins County governments.

The purpose of the comprehensive plan's economic development section is to analyze past trends and current conditions in order to assess strengths and weaknesses in the local economy. Using information related to economic base, labor force, and economic development resources, this chapter will provide an in-depth look at the economic variables that drive the Millen and Jenkins County economy.

Local Context

In today's economy, the ability to transport people, goods, and services in an efficient manner is a critical. An effective multimodal transportation network that connects areas of the county to one another, areas of the region to one another, and the region to the rest of the world is a window of opportunity for Jenkins County. The County lies strategically between Augusta and Savannah and is hoping to benefit from the growth of both regional centers. The county has access to I-20, I-16 and I-95 via U.S 25. Currently, the stretch of U.S 25 linking Jenkins to Augusta and Savannah is 2-lane. As part of the Governor's Road Improvement Program, U.S 25 will become the Savannah River Parkway, providing 4-lane access from Savannah to Augusta. Communities along the Parkway are expecting growth as a result of the widening project.

In addition to surface transportation facilities, Bush Field Regional Airport in nearby Augusta and Savannah/Hilton Head International Airport offer daily direct flights to Atlanta, Columbia, Charlotte, Houston, Dallas, Detroit, Cincinnati, New York, Newark, and Washington. Jenkins County also has convenient access to the international Port of Savannah, serviced by over 100 daily motor carriers and the capacity to handle thousands of containers. Other transportation related opportunities include rail service provided by *CGR*.

Millen and Jenkins County have seen their populations decline over the past 20 years and little growth is anticipated by 2025. This slow population growth will allow Millen and Jenkins County to strive towards attracting the type of residential, commercial and industrial growth that will best meet their overall goal of protecting the rural character of their jurisdictions while providing employment opportunities for all its citizens.

The educational system is an important resource in Jenkins County. The high school drop out rate is almost half the state average and significantly lower than neighboring counties. High school test scores have, for the first time in years, surpassed the state average. When combined with access to nearby technical colleges, these education strengths will allow the County to remain competitive in attracting new industry.

Regional Context

Given its proximity to two major metropolitan areas, Jenkins County must be viewed within the larger regional context. As Jenkins lies within the Central Savannah River Area and near the Coastal Georgia Area, it is important to understand the economic forces driving these regions. During the past several decades the Augusta and Savannah areas have experienced a boom in population, housing and jobs. An excellent transportation system, affordable housing market and sustained corporate relocation will continue to fuel these regions' growth through the early part of the 21st century. Jenkins County's proximity to both of these rapidly growing areas and continued state investment in the U.S 25 widening project provide ample opportunities for Jenkins to share in the economic growth.

Both the CSRA and Coastal regions have developed diversified, expanding bases of industry that has fueled continuing growth. Services, manufacturing and retail trade are the leading employers in the area. Both regions also have two natural assets; timber and kaolin. The CSRA in particular is one of the world's largest suppliers of kaolin for ceramics and fillers. Timber companies, located throughout the Augusta and Savannah areas, make wood products ranging from paper to pulpwood to fine furniture and flooring. Textile firms across both regions manufacture apparel of all types. Firms in emerging technologies, such as telecommunications and environmental remediation, export throughout nation and beyond.

As workforce development is an increasingly important key to economic development, the availability of nearby educational opportunities provides Millen and Jenkins County with a competitive advantage. Through neighboring Counties, Millen and Jenkins residents currently have a wealth of opportunities, including over ten colleges and technical institutes.

ECONOMIC INVENTORY BASE

According to the 2002 Woods and Poole Inc. Georgia State Profile, the following industries existed in Millen-Jenkins County:

- Farm Employment
- Agricultural Services, Other
- Construction
- Manufacturing
- Transport, Comm. & Public Utilities
- Wholesale Trade
- Retail Trade
- Finance, Insurance and Real Estate
- Services
- Federal Civilian Government
- Federal Military Government
- State and Local Government

In 2002 there were approximately 87 businesses in Jenkins County. Of these, 39% were classified as retail trade; 22.9% were classified as services and 9.1% were classified as health care & social assistance.

EMPLOYMENT

Employment by Sector

Employment encompasses the total number of people employed by local businesses and industries, sole proprietors and the self-employed. This includes people living in surrounding areas coming to Jenkins County to work, but does not include residents of Jenkins County who commute to jobs outside the County limits.

Table E-1 examines historic sector employment trends in Jenkins County from 1990 to 2025. Overall, total employment grew by 1,101 or 34.8% between 1990 and 2000. Manufacturing and services, the two largest employment sectors, grew by 88.4% and 24.1% respectively in that same period. Wholesale trade posted the only significant decline, dropping 27% between 1990 and 2000. Total employment is projected to increase through 2025. Transportation, communications & public utilities (78.1%) and manufacturing (29.8%) will account for most of the job growth.

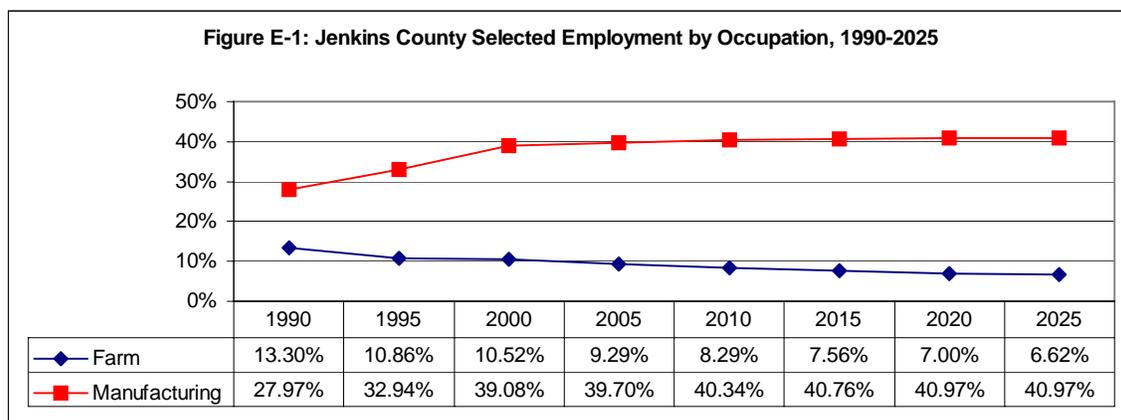
Table E-2 highlights the relative growth of each sector. The three largest sectors, manufacturing, services and state & local government, currently account for 67.2% of all sector employment. Historically, manufacturing has been the dominant employment sector. Between 1990 and 2000, manufacturing grew from 27.97% to 39.08% of total employment, an increase of 11.1%. Much smaller increases are projected for the future. By 2025 manufacturing will account for 40.97% of total employment. The services and state & local government sectors are expected to remain flat until 2025. The only significant sector loss is in farm employment. Between 1990 and 2000 farm employment declined by 2.78% and is expected to drop an additional 3.9% by 2025 (**Fig. E-1**).

Table E-1: Jenkins County Total Employment by Sector, 1990-2025								
Industry	1990	1995	2000	2005	2010	2015	2020	2025
Farm	420	422	448	421	396	377	361	349
Agricultural Services, Other	28	65	81	87	93	98	102	108
Construction	68	100	108	114	118	122	124	124
Manufacturing	883	1,280	1,664	1,799	1,927	2,034	2,113	2,160
Transportation, Comm & Utilities	144	196	165	193	222	249	274	294
Wholesale Trade	96	94	70	83	91	97	103	109
Retail Trade	317	376	359	386	406	422	434	441
Finance, Insurance & Real Estate	104	130	103	116	127	137	148	158
Services	484	581	601	626	653	677	696	709
Federal Civilian Government	36	29	27	29	29	30	30	30
Federal Military Government	36	36	32	32	33	33	33	33
State & Local Government	541	577	600	645	682	714	739	757
Total	3157	3886	4258	4531	4777	4990	5157	5272

Table E-2: Jenkins County Percent of Sector Employment, 1990-2025

Industry	1990	1995	2000	2005	2010	2015	2020	2025
Farm	13.30%	10.86%	10.52%	9.29%	8.29%	7.56%	7.00%	6.62%
Agricultural Services, Other	0.89%	1.67%	1.90%	1.92%	1.95%	1.96%	1.98%	2.05%
Construction	2.15%	2.57%	2.54%	2.52%	2.47%	2.44%	2.40%	2.35%
Manufacturing	27.97%	32.94%	39.08%	39.70%	40.34%	40.76%	40.97%	40.97%
Trans, Comm, & Public Utilities	4.56%	5.04%	3.88%	4.26%	4.65%	4.99%	5.31%	5.58%
Wholesale Trade	3.04%	2.42%	1.64%	1.83%	1.90%	1.94%	2.00%	2.07%
Retail Trade	10.04%	9.68%	8.43%	8.52%	8.50%	8.46%	8.42%	8.36%
Finance, Insurance & Real Estate	3.29%	3.35%	2.42%	2.56%	2.66%	2.75%	2.87%	3.00%
Services	15.33%	14.95%	14.11%	13.82%	13.67%	13.57%	13.50%	13.45%
Federal Civilian Government	1.14%	0.75%	0.63%	0.64%	0.61%	0.60%	0.58%	0.57%
Federal Military Government	1.14%	0.93%	0.75%	0.71%	0.69%	0.66%	0.64%	0.63%
State & Local Government	17.14%	14.85%	14.09%	14.24%	14.28%	14.31%	14.33%	14.36%

Figure E-1: Jenkins County Selected Employment by Occupation, 1990-2025



Major sector employment differences become apparent when comparing Jenkins County to neighboring counties, state and national trends. Both Jenkins and neighboring Burke and Screven are more dependent on the farm sector than Georgia and the U.S. (Table E-3, Fig E-2). Farm employment currently accounts for 10.52% of total employment in Jenkins, far higher than the 1.39% rate for Georgia and 1.91% for the U.S. Regionally, the farm sector accounts for a higher share of employment in Jenkins than Burke (6.8%) or Screven (8.86%). This highlights the rural nature of the economy in the east-central Georgia, and Jenkins in particular.

Figure E-2: Percentage of Employment in Farm Sector, 2000

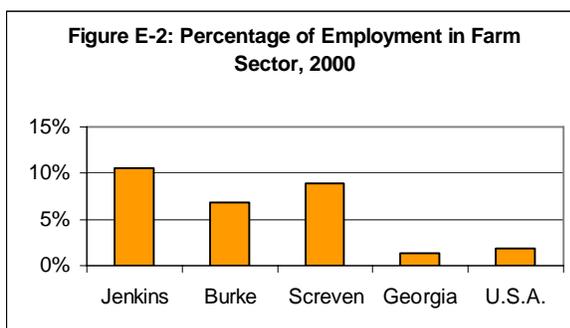
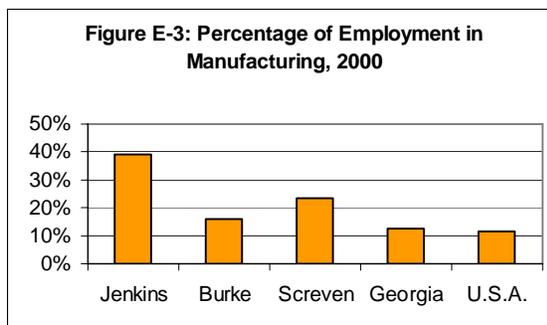


Table E-3: Percent of Sector Employment, 2000					
Industry	Jenkins	Burke	Screven	Georgia	U.S.A.
Farm	10.52%	6.80%	8.86%	1.39%	1.91%
Agricultural Services, Other	1.90%	2.48%	2.34%	1.13%	1.26%
Mining	0.00%	0.11%	0.00%	0.20%	0.48%
Construction	2.54%	5.31%	4.52%	6.10%	5.68%
Manufacturing	39.08%	16.00%	23.51%	12.63%	11.61%
Trans, Comm, & Public Utilities	3.88%	10.82%	5.14%	6.10%	4.88%
Wholesale Trade	1.64%	3.89%	1.26%	5.69%	4.58%
Retail Trade	8.43%	12.21%	13.80%	16.80%	16.37%
Finance, Insurance, & Real Estate	2.42%	3.25%	4.25%	7.12%	7.94%
Services	14.11%	20.89%	18.23%	28.63%	31.75%
Federal Civilian Government	0.63%	0.69%	0.75%	1.90%	1.68%
Federal Military Government	0.75%	1.01%	0.94%	1.93%	1.25%
State & Local Government	14.09%	16.55%	16.39%	10.39%	10.62%

Small and large firms manufacturing a variety of products represent the manufacturing sector in Millen and Jenkins County. Key Manufacturers in Jenkins County include:

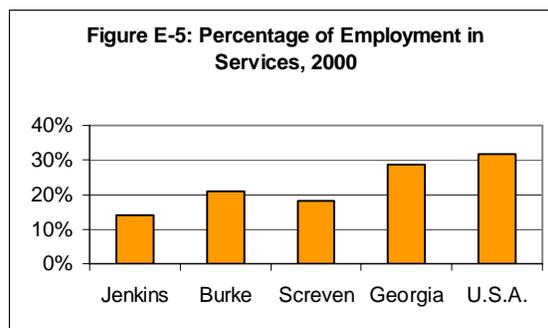
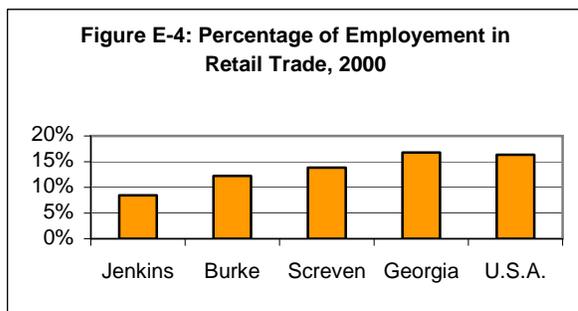
- Bellcrest Homes (Mobile Homes, 650 employees)
- Jockey International (Knit Underwear, 500 employees)
- John C. Wilson Co (Fertilizer, 15 employees)
- MI Home Products (Aluminum & Vinyl Windows, 435 employees)
- Millen Fertilize (Fertilizer, 10 employees)
- Savannah River Steel Co (Fabricated Steel/Metal, 13 employees)

Dependence on manufacturing in Jenkins is evident. At 39% of total employment, the sector accounts for 23.8% more local jobs than in Burke and 15.5% more than in Screven. As a percentage of total employment, manufacturing in Jenkins is also over three times the Georgia and U.S. averages (Table E-3, Fig. E-3).



Retail Trade and Services

Jenkins’ retail trade and service sectors lag significantly behind the region and the state (Fig. E-4 and E-5). Combined, these sectors account for 22.54% of total employment, lower than Burke (33.1%) and Screven (32.03), and significantly lower than the Georgia (45.53%) and U.S. (48.12) average.



Major Development Trends and Unique Economic Opportunities

The Millen-Jenkins County Development Authority is attempting to diversify its economic base by encouraging growth in tourism. The Development Authority has focused its efforts around the downtown area, and is currently:

- *Establishing a Downtown Development Authority:* The City of Millen is in the process of establishing a Development Authority to focus on economic growth the downtown area. While still under development, its mission is expected to include the development and implementation of plans, historic preservation and promotion of downtown Millen.
- *Pursuing State Scenic Byway Designation:* The Millen-Jenkins County Chamber of Commerce is in the process of designating stretches of SR23, SR17, and several county roadways as a Georgia Scenic Byway. The Georgia Scenic Byways program is a grass-roots collaborative effort established by the Georgia Department of Transportation to help recognize, preserve and enhance selected roads throughout the state.
- *Pursuing Tourism-Related Funding:* The City of Millen has submitted an application to the Georgia Department of Transportation for Transportation Enhancement funds to complete a streetscape project as part of an effort to revitalize its historic downtown district. Drawing on a design charrette and pedestrian plan prepared by the University of Georgia and the CSRA Regional Development Center, Millen is hoping to draw tourists to Cotton Avenue by promoting the regional scope of its local history.

Sector Earnings

Section earnings represent total wages, salaries and other earned income paid to persons working for businesses and industries in Jenkins County.

Not surprisingly, manufacturing accounted for the largest share of sector earnings, with residents earning \$38.8 million or 45.18% of total earnings (**Table E-4**). This represents more than double the 1990 rate and is expected to reach \$65.1 million by 2025. State & local government employment was second with \$13.9 million, a rate expected to grow by 47.1% in 2025. Though farm employment is projected to decline by 3.9% through 2025, sector earnings are expected to increase by 30.8% over the same period. A similar trend

ECONOMIC DEVELOPMENT

is seen in manufacturing and state & local government, where wages rise considerable more than their share of total employment. This reflects traditional higher salaries paid in these sectors and suggests a slowdown in manufacturing and state & local government employment will result in a disproportionate decline of total earnings.

Table E-4: Jenkins Earnings by Sector (1000's), 1990-2025								
Industry	1990	1995	2000	2005	2010	2015	2020	2025
Farm	6,714	6,039	7,421	7,779	8,155	8,595	9,107	9,709
Agricultural Services, Other	742	598	831	935	1,029	1,122	1,219	1,326
Construction	1,389	1,296	2,066	2,234	2,376	2,500	2,597	2,660
Manufacturing	17,357	26,036	38,874	44,566	50,420	56,000	60,991	65,150
Trans, Comm, & Public Utilities	3,988	5,365	5,073	6,140	7,263	8,407	9,498	10,472
Wholesale Trade	2,097	1,786	1,496	1,832	2,036	2,224	2,421	2,634
Retail Trade	3,412	3,847	4,677	5,158	5,562	5,929	6,251	6,517
Finance, Insurance, & Real Estate	1,414	1,861	1,726	2,109	2,467	2,853	3,264	3,689
Services	5,553	7,007	8,398	9,296	10,271	11,279	12,273	13,204
Federal Civilian Government	1,289	1,125	1,152	1,239	1,301	1,355	1,403	1,445
Federal Military Government	401	400	409	434	459	484	509	533
State & Local Government	11,588	12,021	13,915	15,455	16,867	18,023	19,441	20,544

Table E-5 provides percentage figures for sector earnings, allowing a comparison of the relative growth of each sector. Similar to other indicators, the share of manufacturing earnings will continue to grow at a modest pace while farm earnings will continue to decline (**Fig. E-6**). Construction, retail trade and state & local government earnings are all projected to decline relative to other sectors, while transportation, communications & public utilities are expected to increase through 2025.

Table E-5: Jenkins Percentage Earnings by Sector, 1990-2025								
Industry	1990	1995	2000	2005	2010	2015	2020	2025
Farm	12.00%	8.96%	8.63%	8.00%	7.54%	7.23%	7.06%	7.04%
Agricultural Services, Other	1.33%	0.89%	0.97%	0.96%	0.95%	0.94%	0.95%	0.96%
Construction	2.48%	1.92%	2.40%	2.30%	2.20%	2.10%	2.01%	1.93%
Manufacturing	31.03%	38.64%	45.18%	45.86%	46.60%	47.08%	47.29%	47.25%
Trans, Comm, & Public Utilities	7.13%	7.96%	5.90%	6.32%	6.71%	7.07%	7.36%	7.59%
Wholesale Trade	3.75%	2.65%	1.74%	1.89%	1.88%	1.87%	1.88%	1.91%
Retail Trade	6.10%	5.71%	5.44%	5.31%	5.14%	4.98%	4.85%	4.73%
Finance, Insurance, & Real Estate	2.53%	2.76%	2.01%	2.17%	2.28%	2.40%	2.53%	2.68%
Services	9.93%	10.40%	9.76%	9.57%	9.49%	9.48%	9.52%	9.58%
Federal Civilian Government	2.30%	1.67%	1.34%	1.27%	1.20%	1.14%	1.09%	1.05%
Federal Military Government	0.72%	0.59%	0.48%	0.45%	0.42%	0.41%	0.39%	0.39%
State & Local Government	20.71%	17.84%	16.17%	15.90%	15.59%	15.30%	15.07%	14.90%

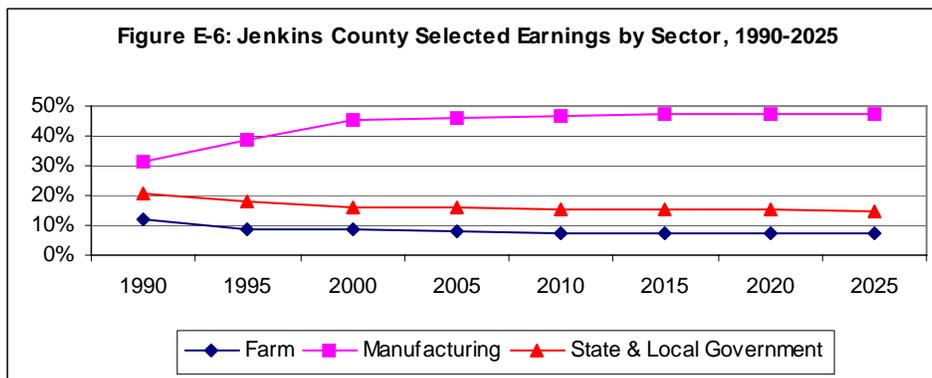


Table E-6 provides current sector earnings for Jenkins and Georgia. With the exception of farm, manufacturing, and state & local government, average state earnings are higher than in Jenkins across sectors. The widest gap is found in manufacturing, where sector earnings account for 30.3% more in Jenkins than the state. The service sector, on the other hand, contributes more percentage earnings statewide. Whereas this sector accounts for 26.7% of sector earnings in Georgia, it accounts for only 9.7% in Jenkins.

	Jenkins	Georgia
Farm	8.63%	0.98%
Agricultural Services, Other	0.97%	0.59%
Mining	0.00%	0.20%
Construction	2.40%	6.00%
Manufacturing	45.18%	14.86%
Trans, Comm, & Public Utilities	5.90%	9.89%
Wholesale Trade	1.74%	8.44%
Retail Trade	5.44%	8.99%
Finance, Insurance, & Real Estate	2.01%	7.57%
Services	9.76%	26.77%
Federal Civilian Government	1.34%	3.39%
Federal Military Government	0.48%	2.06%
State & Local Government	16.17%	10.18%

Wages

In 1999, the average weekly wage paid in Jenkins County was \$383, significantly lower than the state average of \$629. Average weekly wages paid by sector range from a low of \$234 for retail trade to a high of \$641 in transportation, communications & public utilities (**Table E-7**). Historically, these sectors have always been at the lower and higher end of the wage scale.

With the exception of the agriculture, forestry & fishing, state wages in similar sectors were higher than those in Jenkins County. Average state wages are between 43.1% (retail trade) and 145.9% (wholesale trade) higher than in Jenkins.

Table E-7: Average Weekly Wages by Sector						
	1990		1995		1999	
	Jenkins County	Georgia	Jenkins County	Georgia	Jenkins County	Georgia
All Industries	\$265	\$424	\$315	\$509	\$383	\$629
Agri, Forestry, Fishing	\$277	\$276	\$358	\$322	\$453	\$390
Mining	NA	\$589	NA	\$734	NA	\$866
Construction	NA	\$434	\$255	\$508	\$360	\$623
Manufacturing	\$281	\$450	\$330	\$555	\$405	\$684
Trans, Comm, & Public Utilities	\$407	\$603	\$503	\$737	\$641	\$895
Wholesale Trade	\$314	\$603	\$296	\$729	\$379	\$932
Retail Trade	\$161	\$236	\$187	\$275	\$234	\$335
Finance, Insurance, & Real Estate	\$292	\$544	\$339	\$693	\$461	\$900
Services	\$235	\$414	\$267	\$501	\$295	\$611
Federal Civilian Government	NA	\$543	NA	\$666	NA	\$808
Federal Military Government	\$389	\$451	NA	\$493	NA	\$579
State & Local Government	NA	\$387	NA	\$440	NA	\$523

Sources of Personal Income

Sources of personal income indicate of how a community receives its income. The Georgia Department of Community Affairs, with the assistance of Woods & Poole Economics, Inc. has developed categories of personal income, that include:

- 1) *Wage and Salary* -Total income earned as compensation for working or rendering services;
- 2) *Other Labor Income* -Total employer contributions to private pension or worker’s compensation funds;
- 3) *Proprietor’s Income* - Total profits earned from partnerships and sole proprietorships;
- 4) *Dividends-Investments-Rent-Interest Payments and Interest Income* - Total Income from investments and rental property; and
- 5) *Transfer Payments* - Total income from payments by government, including social security, unemployment insurance, food stamps, and veterans benefits, among others.

Associated with these figures is a Residence Adjustment Category, which measures the net amount of personal income of residents of the county that is earned outside the county. When the number is positive, as in Jenkins County (**Table E-8**), it means the amount of income earned outside the county by residents of the county is greater than the amount of income earned in the county by non-residents.

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Income Type	1990	1995	2000	2005	2010	2015	2020	2025
Wages & Salaries	39.67	48.76	63.81	72.41	80.9	89.21	96.99	103.95
Other Labor Income	6.16	7.5	7.21	8.08	8.91	9.7	10.41	11.02
Proprietors Income	10.11	11.11	15.01	16.68	18.38	20.03	21.55	22.9
Dividends, Interest, & Rent	17.02	17.86	22.09	23.2	24.34	25.5	26.67	27.84
Transfer Payments to Persons	29.58	36.39	36.78	39.69	42.99	46.7	50.87	55.87
Less: Social Ins. Contributions	2.92	4.02	4.96	5.84	6.77	7.71	8.62	9.46
Residence Adjustment	10.33	8.86	10.46	11.61	12.73	13.8	14.79	15.67

Wages & salaries account for the largest source of personal income at \$63.8 million or 42.4%. This is followed by transfer payments at \$42.9 million (24.6%) and dividends, interest & rent at \$24.3million (14.6%). On the lower end of the scale, social insurance contributions and other labor income account for \$4.9million (3.3%) and \$7.2million (4.8%) respectively.

On average, all sources of personal income are expected to rise, with some outpacing others. At 62.8% and 51.9% respectively, wages & salaries and transfer payments will account for the largest increase between 2000 and 2025.

Comparing with state average figures, Jenkins is more dependent on transfer payments and less on wages & salaries (**Table E-9**). In 2000, transfer payments accounted for 24.46% compared to 11.13% for Georgia. This ratio will narrow somewhat by 2025 as the percentage of transfer payments statewide outpaces Jenkins. Wages & salaries currently account for 42.42% in Jenkins and 61.18% in Georgia. This trend is expected to continue through 2025 with wages & salaries accounting for almost 15% less in Jenkins than the state average.

	1990		1995		2000	
	Jenkins	Georgia	Jenkins	Georgia	Jenkins	Georgia
Wages & Salaries	36.07%	60.36%	38.55%	59.07%	42.42%	61.18%
Other Labor Income	5.60%	8.68%	5.94%	8.63%	4.80%	6.84%
Proprietors Income	9.19%	7.11%	8.78%	7.96%	9.98%	8.65%
Dividends, Interest, & Rent	15.48%	17.34%	14.13%	16.31%	14.69%	16.80%
Transfer Payments to Persons	26.90%	10.94%	28.77%	12.62%	24.46%	11.13%
Less: Social Ins. Contributions	2.66%	4.33%	3.18%	4.45%	3.30%	4.49%
Residence Adjustment	9.40%	-0.10%	7.01%	-0.15%	6.69%	-0.11%
	2005		2015		2025	
	Jenkins	Georgia	Jenkins	Georgia	Jenkins	Georgia
Wages & Salaries	43.66%	61.09%	45.23%	60.94%	45.69%	60.92%
Other Labor Income	4.87%	6.71%	4.92%	6.48%	4.84%	6.28%
Proprietors Income	10.06%	8.52%	10.16%	8.34%	10.07%	8.19%
Dividends, Interest, & Rent	13.99%	16.76%	12.93%	16.61%	12.24%	16.34%
Transfer Payments to Persons	23.94%	11.25%	23.68%	11.66%	24.43%	12.25%
Less: Social Ins. Contributions	3.52%	4.67%	3.91%	5.04%	4.16%	5.33%
Residence Adjustment	7.00%	0.33%	7.00%	1.00%	6.89%	1.35%

Jenkins County’s residence adjustment will continue to be positive through 2025. This suggests a continuing trend of Jenkins residents earning more money outside the county than the money being earned in Jenkins by non-residents. The state residence adjustment has remained steady since 1990 and that trend is projected to increase to 1.35% by 2025, indicating that a higher number of Georgia residents will earn income outside the state. Although higher than the state average, Jenkins residents’ increasing amount of personal income earned outside the county suggests an overall decline in the local job base.

Major Community-Level Economic Activities

The Millen-Jenkins County Development Authority, Industrial Development Authority and Chamber of Commerce are the primary vehicles to attract and provide available locations and opportunities for commercial and industrial development. The Development Authority is also responsible for the retention and growth of existing industries. The Authority is in the process of applying for a One Georgia grant to acquire and provide infrastructure to its expanding industrial park.

LABOR FORCE

This section includes an inventory and assessment of Jenkins County’s labor force. Work force characteristics include occupation, employment status and commuting patterns.

Occupation

Precision production, craft, & repair are the top-ranked occupations in both Millen and Jenkins County, employing a combined 870 residents (**Table E-10**). This is followed by professional and technical specialty occupations (659 employees), and machine operators, assemblers & inspectors (618 employees), reflecting the importance of manufacturing in the local economy. Farming, fishing & forestry account for the smallest occupation sector at 132 employees.

In general, Jenkins County has enjoyed higher employment growth than Millen between 1990 and 2000. With the exception of sales, precision production, craft & repair, and transportation & material moving, all other occupations have declined in Millen between 1990 and 2000. The most dramatic declines have occurred in clerical & administrative support and farming, fishing & forestry. In Jenkins, by contrast, while some occupations have declined slightly between 1990 and 2000, most have posted increases. The only exception is farming, fishing & forestry, which has lost declined from 348 to 98 employees between 1990 and 2000.

Table E-10: Employment by Occupation				
	1990		2000	
	Millen	Jenkins	Millen	Jenkins
Executive, Administrative and Managerial	88	202	78	290
Professional and Technical Specialty	180	329	168	491
Technicians & Related Support	28	61	N/A	N/A

Table E-10: Employment by Occupation (Continued)				
	1990		2000	
	Millen	Jenkins	Millen	Jenkins
Sales	100	267	115	253
Clerical and Administrative Support	139	346	99	342
Private Household Services	28	41	N/A	N/A
Protective Services	39	63	N/A	N/A
Service Occupations (not Protective & Household)	221	356	167	296
Farming, Fishing and Forestry	84	348	34	98
Precision Production, Craft, and Repair	143	491	181	689
Machine Operators, Assemblers & Inspectors	200	509	165	453
Transportation & Material Moving	97	185	105	257
Handlers, Equipment Cleaners, helpers & Laborers	46	146	N/A	N/A

Table E-11 compares Millen and Jenkins County to state and national averages. The importance of manufacturing-related occupations in Millen and Jenkins are evident. The three top occupations are precision production, craft, & repair, professional & technical specialty, and machine operators, assemblers & inspectors. Combined, these occupations accounted for 43.5% of total occupation in Millen and 49.06% in Jenkins, compared to 38.53% in Georgia and 38.14% in the U.S. In most cases, this gap is wider in 2000 than 1990, suggesting that this trend will continue in the future.

Table E-11: Employment by Occupation, 1990-2000								
	1990				2000			
	Millen	Jenkins	Georgia	U.S.A	Millen	Jenkins	Georgia	U.S.A
Executive, Administrative and Managerial	6.32%	6.04%	12.26%	12.32%	6.59%	8.71%	14.03%	13.45%
Professional and Technical Specialty	12.92%	9.84%	12.39%	14.11%	14.20%	14.75%	18.68%	20.20%
Technicians & Related Support	2.01%	1.82%	3.58%	3.68%	N/A	N/A	N/A	N/A
Sales	7.18%	7.98%	12.28%	11.79%	9.72%	7.60%	11.64%	11.25%
Clerical and Administrative Support	9.98%	10.35%	16.00%	16.26%	8.37%	10.28%	15.14%	15.44%
Private Household Services	2.01%	1.23%	0.51%	0.45%	N/A	N/A	N/A	N/A
Protective Services	2.80%	1.88%	1.70%	1.72%	N/A	N/A	N/A	N/A
Service Occupations	15.87%	10.64%	9.77%	11.04%	14.12%	8.89%	11.57%	12.01%
Farming, Fishing and Forestry	6.03%	10.41%	2.20%	2.46%	2.87%	2.94%	0.64%	0.73%
Precision Production, Craft, and Repair	10.27%	14.68%	11.86%	11.33%	15.30%	20.70%	9.02%	8.49%
Machine Operators, Assemblers & Insp.	14.36%	15.22%	8.50%	6.83%	13.95%	13.61%	10.83%	9.45%
Transportation & Material Moving	6.96%	5.53%	4.60%	4.08%	8.88%	7.72%	6.63%	6.14%
Handlers, Equipment Cleaners Laborers	3.30%	4.37%	4.34%	3.94%	N/A	N/A	N/A	N/A

Employment Status

There are significantly less Millen and Jenkins County residents in the labor force than the state and national average (**Table E-12**). In 2000, the total number of residents in the labor force is 54.4% for Millen and 58.2% for Jenkins, significantly lower than the 66% for the state and 63.9% for the U.S. Between 1990 and 2000, the total number of

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people in the labor force has declined nationwide. In Millen and Jenkins, however, the declining much steeper.

For both Millen and Jenkins, males are more likely to be in the labor force than females (**Table E-12**). In 2000, 61.79% (Millen) and 64.65% (Jenkins County) males were in the labor force as opposed to 48.46% (Millen) and 52.66% (Jenkins County) of females, a difference of 13.33% and 11.99% respectively.

Historically, unemployment rates among males have been higher than females in both Millen and Jenkins (**Table E-12**). In 2000, 13.2% of males and 7.52% of females were unemployed in Millen. In Jenkins County, the gap is narrower with 6.88% of males and 5.70% of females unemployed. This gap is significantly wider than the state and national average.

Table E-12: Employment by Occupation								
	1990				2000			
	Millen	Jenkins	Georgia	U.S.A	Millen	Jenkins	Georgia	U.S.A
TOTAL Males and Females	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
In Labor Force	56.59%	60.80%	67.89%	65.28%	54.48%	58.21%	66.07%	63.92%
Civilian Labor Force	56.59%	60.70%	66.41%	64.39%	54.48%	58.21%	65.00%	63.39%
Civilian Employed	51.12%	56.07%	62.60%	60.34%	44.36%	51.97%	61.43%	59.73%
Civilian Unemployed	5.47%	4.63%	3.80%	4.05%	10.12%	6.25%	3.57%	3.66%
In Armed Forces	0.00%	0.10%	1.48%	0.89%	0%	0%	1.07%	0.53%
Not in Labor Force	43.41%	39.20%	32.11%	34.72%	45.52%	41.79%	33.93%	36.08%
	Male							
	1990				2000			
	Millen	Jenkins	Georgia	U.S.A	Millen	Jenkins	Georgia	U.S.A
TOTAL Males	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Male In Labor Force	59.92%	66.74%	76.65%	74.48%	61.79%	64.65%	73.11%	70.75%
Male Civilian Labor Force	59.92%	66.52%	73.87%	72.82%	61.79%	64.65%	71.20%	69.81%
Male Civilian Employed	54.31%	62.33%	70.07%	68.18%	48.50%	57.77%	67.65%	65.81%
Male Civilian Unemployed	5.61%	4.20%	3.80%	4.63%	13.29%	6.88%	3.55%	3.99%
Male In Armed Forces	0.00%	0.22%	2.78%	1.66%	0.00%	0.00%	1.91%	0.94%
Male Not in Labor Force	40.08%	33.26%	23.35%	25.52%	38.21%	35.35%	26.89%	29.25%
	Female							
	1990				2000			
	Millen	Jenkins	Georgia	U.S.A	Millen	Jenkins	Georgia	U.S.A
TOTAL Females	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Female In Labor Force	53.85%	55.59%	59.88%	56.79%	48.46%	52.66%	59.43%	57.54%
Female Civilian Labor Force	53.85%	55.59%	59.59%	56.60%	48.46%	52.66%	59.15%	57.39%
Female Civilian Employed	48.49%	50.58%	55.78%	53.10%	40.94%	46.96%	55.57%	54.04%
Female Civilian Unemployed	5.35%	5.00%	3.81%	3.51%	7.52%	5.70%	3.59%	3.35%
Female In Armed Forces	0.00%	0.00%	0.29%	0.19%	0.00%	0.00%	0.28%	0.15%
Female Not in Labor Force	46.15%	44.41%	40.12%	43.21%	51.54%	44.34%	40.57%	42.46%

Unemployment

Jenkins County has one of the lowest unemployment rates in the CSRA and Coastal Georgia regions. While varying over the past 10 years, Jenkins has enjoyed significantly lower unemployment rates than neighboring Burke and Screven (**Table E-13**). While historically the unemployment rate has been higher in Jenkins than the state and national average, this gap has widened to its highest level since 1995.

Table E-13: Historical Unemployment, 1990-2000											
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Jenkins	10.0%	5.3%	6.3%	6.1%	5.4%	8.4%	4.7%	5.7%	5.4%	4.7%	6.0%
Burke	10.9%	11.2%	15.8%	12.0%	12.3%	13.9%	16.4%	14.7%	13.1%	9.6%	7.8%
Screven	7.9%	8.6%	9.5%	7.2%	6.6%	9.2%	11.4%	11.5%	8.5%	7.3%	6.8%
Georgia	5.5%	5.0%	7.0%	5.8%	5.2%	4.9%	4.6%	4.5%	4.2%	4.0%	3.7%
U.S.A	5.6%	6.8%	7.5%	6.9%	6.1%	5.6%	5.4%	4.9%	4.5%	4.2%	4.0%

Commuting Patterns

Table E-14 provides commute-to-work data for Jenkins County. In 2000, 65.6% of residents worked in the county, 9.7% less than in 1990. While the current rate is still higher than Burke (59.58%) and Screven (63.16%), the significant drop from 1990 suggests that there is either insufficient employment for residents in the county or that there a skills mismatch between residents and local businesses.

Table E-14: Commuting to Work, 1990-2000				
	1990		2000	
Worked in Jenkins County	2425	75.30%	2124	65.60%
Worked outside Jenkins County	796	24.70%	1114	34.40%

LOCAL ECONOMIC DEVELOPMENT RESOURCES

Economic Development Agencies

Effective economic development programs are a group effort, involving not only local governments but also cooperation and resources from other potential partners operating at various levels. These include:

- **The CSRA Unified Development Authority**

The CSRA UDA is a joint development authority whose purpose is to promote the economic development of the CSRA and to encourage cooperation among economic development organizations within the member counties. The UDA provides its members with such services as local/regional planning, state and federal grant support, small business loans, information services and strategic planning.

- **CSRA Unified Development Council**

The CSRA UDC is a council of the Chambers of Commerce and other economic development organizations whose purpose is to offer a forum of discussion and problem-solving for economic development professionals throughout the CSRA, who jointly pursue economic marketing, professional training and enrichment, and other special projects.

- **Millen-Jenkins Development Authorities / Chamber of Commerce**

The Millen-Jenkins County Development Authority, Industrial Development Authority and Chamber of Commerce are actively involved in promoting commercial and industrial development, tourism, and improving the quality of life for Jenkins County residents. The Development Authority and Chamber of Commerce also coordinate their efforts with organizations such as Better Hometown Millen.

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

Georgia Power is the oldest economic development organization in Georgia and has a development division whose primary role is to attract businesses to the state. Georgia Power's primary local contact for economic development issues is generally the Chamber of Commerce. Georgia Power's Community Development Department also serves as a clearinghouse for local governments to identify matching grants and other programs to plant trees and provide infrastructure such as fire hydrants or water and sewer.

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

The Georgian Department of Industry, Trade and Tourism (GITT) is a state-funded agency mandated to serve as the agent for all local governments in Georgia. GITT's primary purpose is to assist potential businesses considering locating in Georgia by identifying optimal locations for their operational needs. GITT has working relationships with the utility companies, rail systems, banks, universities and other agencies with resources to facilitate economic development.

Resource Programs and Tools

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

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

Job Tax Credit: Applies to businesses engaged in manufacturing, warehousing and distribution, processing, tourism, and research and development. (Includes all businesses for the bottom forty counties).

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

Retraining Tax Credit: Employers who provide retraining for employees are eligible for a tax credit equal to 25% of the costs of retraining per full-time student up to \$500.

Child Care Credit: Employers who provide or sponsor childcare for employees are eligible for a tax credit of up to 50% of the direct cost of operation. The credit cannot exceed more than 50% of the taxpayer's total state income tax liability for that taxable year.

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

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

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

Financing Mechanisms

- **Community Improvement Districts**

The Georgia Constitution provides for a special tax districts referred to as Community Improvement Districts (CIDs). This type of district can be created only upon the petition of property owners themselves, and is managed by a board that includes representatives of the property owners and the local government. Under a CID, only nonresidential property is subject to the special tax, and funds must be used only for certain public facilities such as roads and water and sewer utilities. Funds can be used for both capital and operating expenditures, and the special nature of the Act allows the basis of taxation to be the development density or impact of a property as well as its assessed value. The Act also allows debt financing without referendum since a majority of the property owners (who must own at least 75% of the properties by value) must request the CID designation. A major advantage of CIDs is that debt does not affect a local government's debt limit.

- **Enterprise Zone**

Under Urban Enterprise Zones (UEZ), specific areas are delineated where deteriorating physical or market conditions have resulted in little or no investment in property improvements and development. Within an UEZ, if a property owner renovates or develops a site, the local government's property taxes can be frozen at the pre-improvement level for a specified time period, before rising in annual steps to full value taxation at the end of the period. This approach is useful in encouraging investment that

would otherwise not occur, and in eventually increasing the tax base where taxes would otherwise continue to decline through depreciation.

- **Tax Increment Financing**

Tax Increment Financing allows property taxes to rise as sites are developed or improved, but directs some or all of the increase over and above the pre-improvement tax level into public facilities that have been built to support an area's revitalization. In effect, the local government assumes the risk through the provision of public improvements up front, and then pays itself back through the higher tax collection increment while assuring that pre-improvement tax collections continue to go into the general fund. Once improvements are paid for, all taxes will revert to the general fund. This is useful in carefully controlled revitalization efforts for deteriorating areas, where future renovations and development can be reasonably anticipated but are dependent on general improvements to the area.

- **Development Impact Fees**

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

ASSESSMENT

Current and Historic Employment

Total employment in Jenkins County increased by 23% in the past decade. The local economy is driven by manufacturing and services, which account for over 53% of total employment. Since 1990, the manufacturing sector increased from 27.97% of total employment to 39.08%, while the service sector decreased in terms of percentages from 15.33% to 14.11%. This trend runs contrary to a statewide trend in declining importance of manufacturing and a corresponding increase in services which has been in effect since 1990. Over 28.6% of the Georgia population is employed in the service sector, up from 23.7% in 1990, and less than 13% of the statewide economy is manufacturing based.

Farm employment and retail trade in Jenkins County have continually declined in the past decade with the loss of over 4% of those sector jobs. Employment growth since 1990 includes in terms of percentages, many sectors of the Jenkins County economy have experienced a loss with the exceptions of other agricultural services, construction, and manufacturing.

Statewide, total employment increased by over 31.6% since 1990. All sectors recorded with the exception of farm (-9.3%), mining (-10.1%), and federal government (-10.4%) employment. The fastest growth rates were in retail trade (34.6%), FIRE (41.2%), and services (58.7%). Together, these sectors combined for 70.6% of the states 1,169,360 new jobs since 1990. Statewide sector employment figures clearly highlight the shift to a more knowledge based economy.

To understand why some of the Jenkins County economies are growing while others are declining, we need to examine broader trends in the local, regional, and state economies.

For a sector like retail trade, there is a direct one-to-one relationship. In the absence of tourism or significant through traffic, the sector is solely dependent on the resident population. Because Jenkins County has not experienced significant population growth in the past two decades, the retail trade sector also has lacked significant growth.

The increase in of the manufacturing sector in Jenkins County runs contrary to broader dynamics and does not reflect the decline of manufacturing in the region. Since 1990, the CSRA region lost over 5,000 jobs, a decline of over 17.6%. Overseas outsourcing, plant consolidation, and competition from other states aggressively pursuing manufacturing explains the trend. Traditionally, the manufacturing sector in the CSRA was lower skilled. The jobs are more easily consolidated or outsourced than more skilled manufacturing jobs the region lacks. Similarly, the Jenkins County farm sector has declined in proportion to statewide figures. The cyclical nature of the sector and unwillingness of younger residents to farm has resulted in lower interest in the employment sector.

Projected employment

Trends highlighted in past employment trends are projected through 2025. Jenkins County will experience most of job growth in services and manufacturing. Together, these sectors will account for 898 of 1014 new jobs through 2025. The trend in manufacturing is not in line with that of the state. The rise of services suggests a move towards a point of congruence with the state economy. Less than 135 of the Georgia population is employed in manufacturing, a sector that will account for no more than 105 of statewide employment in 2025.

Earnings

Sector earnings paint a different picture of the Jenkins County economy. Unlike sector employment, earnings across most sectors have increased since 1990 even though total employment numbers have dropped, in some cases significantly. In 2000, manufacturing earnings accounted for 45.18% of total earnings, more than 6% more than the sector's share of total employment. Services earnings, on the other hand, accounted for a little more than 1% of its sector employment.

Current statewide averages, by contrast, show earnings that are more in line with employment rates. Manufacturing, for example, accounted for 14.65 of earnings and 12.65 of total employment. Similarly, services accounted for 26.7% of earnings and 28.6% of total employment.

The earnings-employment imbalance occurring in Jenkins County suggests that the job losses in some sectors are not adequately balanced by jobs created in others. That is, the county is losing higher-paying manufacturing jobs while gaining lower-paying service jobs.

Wages

In 1999, the average weekly wage paid in Jenkins County was \$383, considerably lower than the state average of \$689. Wages in Jenkins County have risen at a faster pace (44.53%) than neighboring Bulloch (29.13%), Burke (28.67%), and Emanuel (38.13%).

Within sectors, wages are rising at different paces within the Jenkins County and state economies. In Jenkins, FIRE wages have increased by 57.88% since 1990, in line with state average increases of 57.6%. In retail trade, Jenkins County wages rose 45.34% while statewide wages declined. In services, Jenkins County wages rose 25.53% while the statewide averages increased a more modest 12.3%. By contrast, statewide wages in TCU and services increased by 98.8% and 281% while in Jenkins County those wages increased 57.49% and 25.53%.

Assuming that projected wage earnings mirror per capita and average household income projections, wages will continue to remain significantly below the state average. The lower cost of living in Jenkins County is always a factor. Current median property values and rents are 43.24% and 40.6% of the state averages. Since 1990, housing median property values have significantly outpaced the increases in wages. The median property value of a home rose 81.25% while the wages rose 44.53%. Jenkins County wages across sectors are significantly below state averages.

Various types of training are required for higher paying positions. State government employment, associated almost exclusively with the Jenkins County school system, requires college education. All teaching and most administrative staff require appropriate degrees prior to commencing employment and continuing education to meet state licensing requirements. Augusta State University and Georgia Southern University are the primary avenues for this type of training. Certain government jobs, as well as some manufacturing positions, require vocational or technical school training, available from technical colleges in neighboring McDuffie and Richmond Counties.

Personal Income

Approximately 24% of personal income in Jenkins County is transfer payments, a rate that is double the state average. Since 1990, transfer payments have outpaced all other sources of personal income. In 2000, wages accounted for 42.42% of all income, significantly below the state average of 61.1%. This reflects two key demographics in the county. First, has an above average older population. In 2000, 17.6% of Jenkins County residents were 60+ years of age, significantly higher than the state average of 13%. By 2025, 21.815 of Jenkins County residents will be over the age of 60. Second, the poverty for Jenkins County households is significantly above the state average.

A relatively high rate of transfer payments that many residents are on fixed-income and affected disproportionately by increases in housing. Transfer payments are typically indexed to inflation. As such, Jenkins County residents on transfer payments have been able to afford rents but it is doubtful that transfer payments have kept pace with home values that have increased by 11.04% in the past decade alone.

Dependence on transfer payments will increase by 34.16% through 2025 and close to one quarter of the people in Jenkins County will be dependent upon them. Furthermore, household size is projected to increase while the county's population is to remain fairly static, indicating that the supply for housing may be absorbed. The next section will examine housing more closely but unless housing unit increases keep pace with these demographic shifts, residents dependent on transfer payments will be more vulnerable should the demand for housing increase.

Major Economic Activities

Dependency on a single industry increases the potential of boom-bust cycles, which can harm Jenkins County's relatively small economic base. The Jenkins County economy is slowly diversifying and converging with the state economy. In order to fully stabilize the economic base, the county will need to encourage and promote other employment sectors to ensure a variety of job types.

Jenkins County and Millen recognize the need to diversify the local economy but also understand the need to match employment opportunities with the skill level of the population. Skills and education data highlight two extremes found in Jenkins County. On the one hand, over 43% of Jenkins County residents have not completed high school. On the other, county residents attend Georgia public technical colleges at a rate much higher than the state average. Future economic development policy will therefore need to adhere to a 2-prong strategy: continue to recruit and expand the local economy's manufacturing base while nurturing sectors that are higher wage and higher skilled.

Manufacturing benefits two distinct groups of workers: low-skilled workers (manual labor) and high skilled technology workers, whose ranks within the sector continue to rise statewide. This highlights the important role manufacturing can play in the local economy. It can at once provide relatively high wage employment opportunities for low skilled residents that are otherwise unemployable or employable only in the low wage service sector, while simultaneously providing opportunities for higher skilled and paid technology graduates. For this reason, Jenkins County should continue to expand its manufacturing base.

Diversifying the economic base will require focusing on sectors that are growing and the ability to match required skills with the local population. TCP and FIRE are projected grow in employment through 2025. There are primarily two reasons why these sectors should be encouraged to grow. First, is the disproportionately high wages and sector earnings they provide the local economy. TCP, for example, accounts for less than 4% of the employment but accounts for almost 6% of the earnings. Second, the skill level of the population matches the sector. As noted, Jenkins County high school graduates attend Georgia public and technical colleges at a rate higher than the state average. The supply of graduates is therefore available for these jobs. Jenkins County should nourish these sectors by working with existing businesses to expand to the base and promoting Jenkins as a viable location for TCP and FIRE.

The Jenkins County economy, of course is not isolated from its surroundings but part of a larger regional economy. Commuting patterns indicate that close to 35% of county residents work in the Augusta Metro economies in McDuffie, Richmond, and Columbia Counties, slightly more than in 1990. The metro Augusta economies are much more diverse than the Jenkins County economy. In McDuffie County, the predominant industries are retail trade (18.4%), services (19.4%), and manufacturing (17.4%). In Richmond County, services (26.9%), retail trade (18.3%), and state/local government (16.1%) account for most of the employment base. The diversity of employment opportunities provides Jenkins County residents the opportunity to work near their place of residence and possible supplier opportunities through the manufacturing sector in surrounding counties.

Special and Unique Opportunities

Throughout Georgia, tourism is the second most important industry and a viable economic development strategy for many rural communities. Aggressive marketing campaigns have succeeded in small communities throughout the state. Jenkins County and Millen are well positioned to capitalize on tourism.

GOALS AND IMPLEMENTATION

Economic Development is an ongoing and sustaining process, essential to planning for the future. Everyone participates in the local economy in some way, whether they produce, sell or consume the goods and services available. Development is also important to the revenue base of Jenkins County. Economic development programs and tools are used to recruit industries, strengthen businesses and stimulate the economy.

Goal 1: Attract New Businesses

- a) Provide infrastructure necessary for the attraction of industry.
- b) Market county to suppliers of larger regional industries
- c) Market industrial park to manufacturing industry

Goal 2: Retain and Expand Existing Industry

- a) Offer incentives to existing industries for expansions and job creation
- b) Provide industries with a local, skilled workforce.
- c) Continue to work with Development Authority.

INTRODUCTION

The abundance and diversity of natural and cultural resources are important attributes of the quality of life in Millen and Jenkins County. This section provides an opportunity to inventory natural, historic, archeological and cultural resources; to assess current and future needs for protection or management of these resources; and to develop goals, policies and strategies for their appropriate use, preservation and protection.

Jenkins County is approximately 352 square miles. With a population of 24 persons per square miles, the county has ample undeveloped land, much of it in its natural state.

Geology

The Southern Coastal Plain includes the seaboard extending from Maryland and Delaware along the Atlantic Coastal Plain and Gulf Coastal Plain to Texas. The Plain is a region of Cretaceous and Cenozoic sedimentary rocks and sediments. Near the Fall Line, they are ultimately underlain by igneous and metamorphic rocks like those of the Piedmont. Sedimentary rocks consist of sediment eroded from the Piedmont and partly of limestone generated by marine organisms and processes at sea.

LAND RESOURCES

Soils

Jenkins County is located in the Vidalia Upland Physiographic District, a moderately dissected area with a well developed dendritic stream pattern on gravelly and clayey sands. Floodplains are narrow except along the principal rivers which have a wide expanse of swamp bordering both sides of the channel. Relief varies from 100 to 150 feet. Elevations in the district range from 500 feet in the northwest to 100 feet in the southeast indicating the regional dip.

Prime agricultural soils are soils best suited for producing food, feed, forage, fiber, and oilseed crops. These soils have the quality, growing season, and moisture supply needed to produce sustained good yields of crops economically if treated and managed, including water management.

The soils associations map that illustrates the following soil associations of Jenkins County is attached.

- 1. *Norfolk-Tifton-Fuquay*:** Well-drained, level to gently sloping, sandy soils on uplands; brownish-yellow to yellowish-red, loamy subsoil.
- 2. *Troup-Fuquay-Dothan*:** Well-drained, level to sloping soils on uplands; thick, sandy surface layer over brownish-yellow to strong brown, loamy material.
- 3. *Cowarts-Sawyer-Susquehanna*:** Well-drained to somewhat poorly drained, very gently sloping to sloping, sandy soils on uplands; mottled, loamy or

clayey subsoil.

4. ***Dothan-Orangeburg-Tifton***: Well-drained, mostly gently sloping on uplands; brownish-yellow to red loamy or clayey subsoil.
5. ***Dunbar-Bladen-Rains***: Somewhat poorly drained and poorly drained, nearly level, loamy soils on stream terraces; mottled, clayey or loamy subsoil.
6. ***Meggett-Rains-Bibb-Wehadkee***: Poorly drained, nearly level soils on flood plains.
7. ***Kershaw-Plummer***: Excessively drained, gently sloping, sandy soils on upland ridges, and poorly drained, level, sandy soils in small drainage ways and depressions.
8. ***Grady-Plummer***: Poorly drained and very poorly drained, nearly level, loamy and sandy soils in upland depressions.
9. ***Esto-Sawyer-Susquehanna***: Well-drained to somewhat poorly drained, gently sloping to strongly sloping soils on hillsides and bluffs; mottled, clayey subsoil.

Assessment

The soil and land characteristics of an area play a significant role in dictating the type and amount of development that can occur. Jenkins County is in the within the Southern Coastal Plain major land resource area, characterized by gently sloping, well drained sandy loam to sandy soils over friable sandy clay loam to clay subsoils that are sticky when wet. When fertilized and limed soils produce high yields of corn, peanuts, tobacco, small grains and soybeans. This province provides a fair to good suitability for residential and industrial foundations.

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

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

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

Construction techniques such as retention/detention ponds, vegetative cover, and sediment fencing are ways to control erosion. Under the Georgia Erosion and Sedimentation Act, local governments must either adopt and enforce erosion control ordinances locally or allow EPD to review and process land disturbing project applications from developers and surveyors. Erosion and sedimentation controls serve to ensure adequate and appropriate development by 1) protecting the soils from erosion and degradation and 2) protecting the capital investment of development by ensuring that the land will not negatively affect the structures built upon it through occurrences such as sinkage, flooding, etc. Neither Millen nor Jenkins County have erosion control ordinances in place.

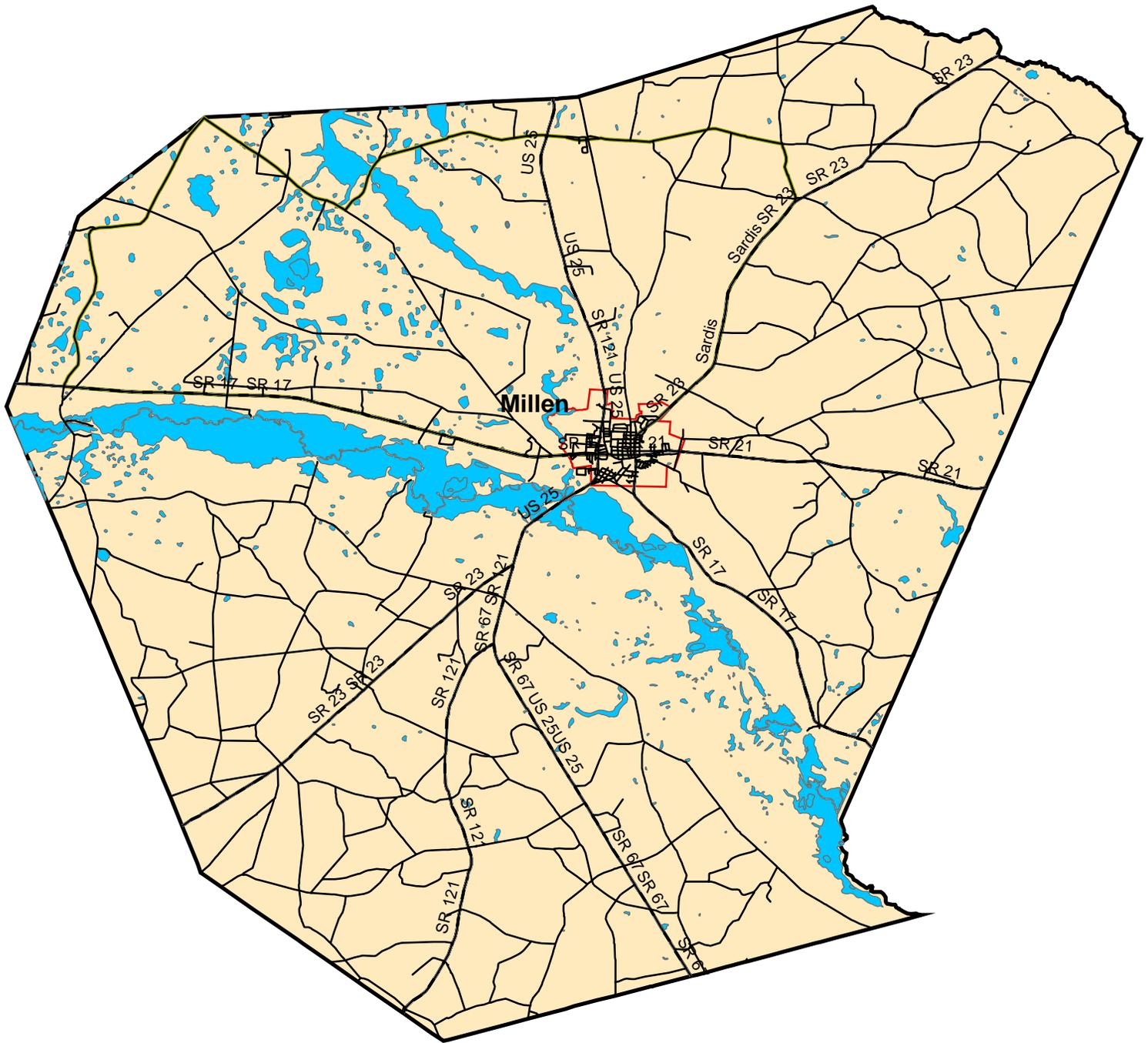
Under the Georgia Soil, Erosion and Sedimentation Act, local governments which have authorized management programs under the Act establish control procedures and permit the project. If the action takes place in a county or municipality that does not have such authorization, EPD is the regulating agency. In either case, a technical guidance book is available from either the local government or EPD.

WATER RESOURCES

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

As part of the requirements of the Georgia Department of Community Affairs' minimum standards, communities must comply with minimum standards established by the Department of Natural Resources with respect to land and water resources. Commonly known as "Part 5 Minimum Environmental Standards" these statewide standards were developed by DNR pursuant to code section 12-8-8 and address three basic concerns applicable to Jenkins County:

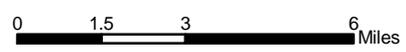
- Water Supply Watersheds
- Aquifers and Groundwater Recharge Areas
- Wetlands



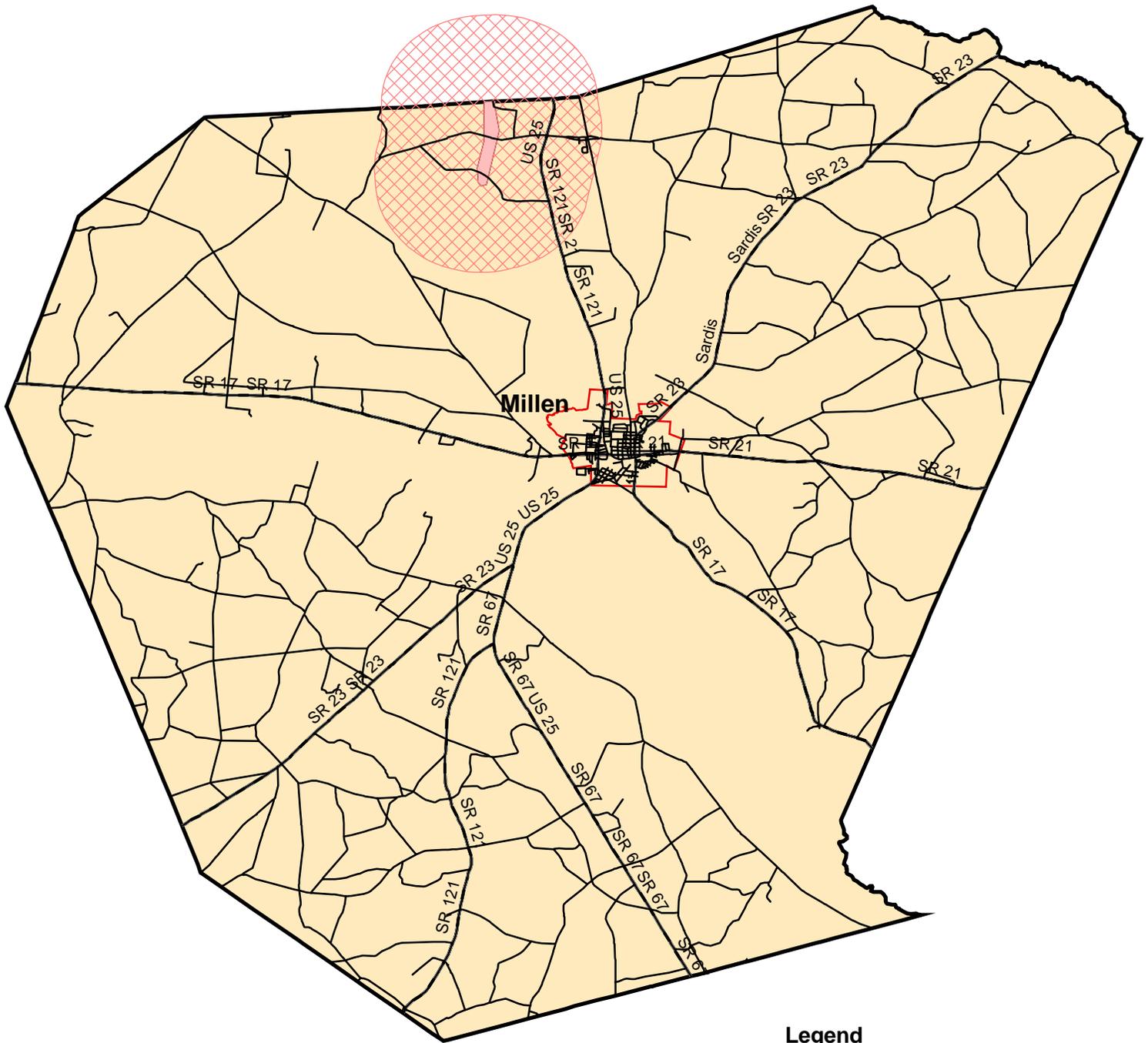
- Legend**
-  Wetlands
 -  County Boundary
 -  City Boundary
 -  Highways

Jenkins County

Wetlands



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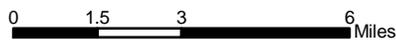
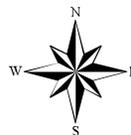


Legend

-  Aquifer Recharge 2 mile Buffer
-  Groundwater Recharge
-  County Boundary
-  City Boundary
-  Highways

Jenkins County

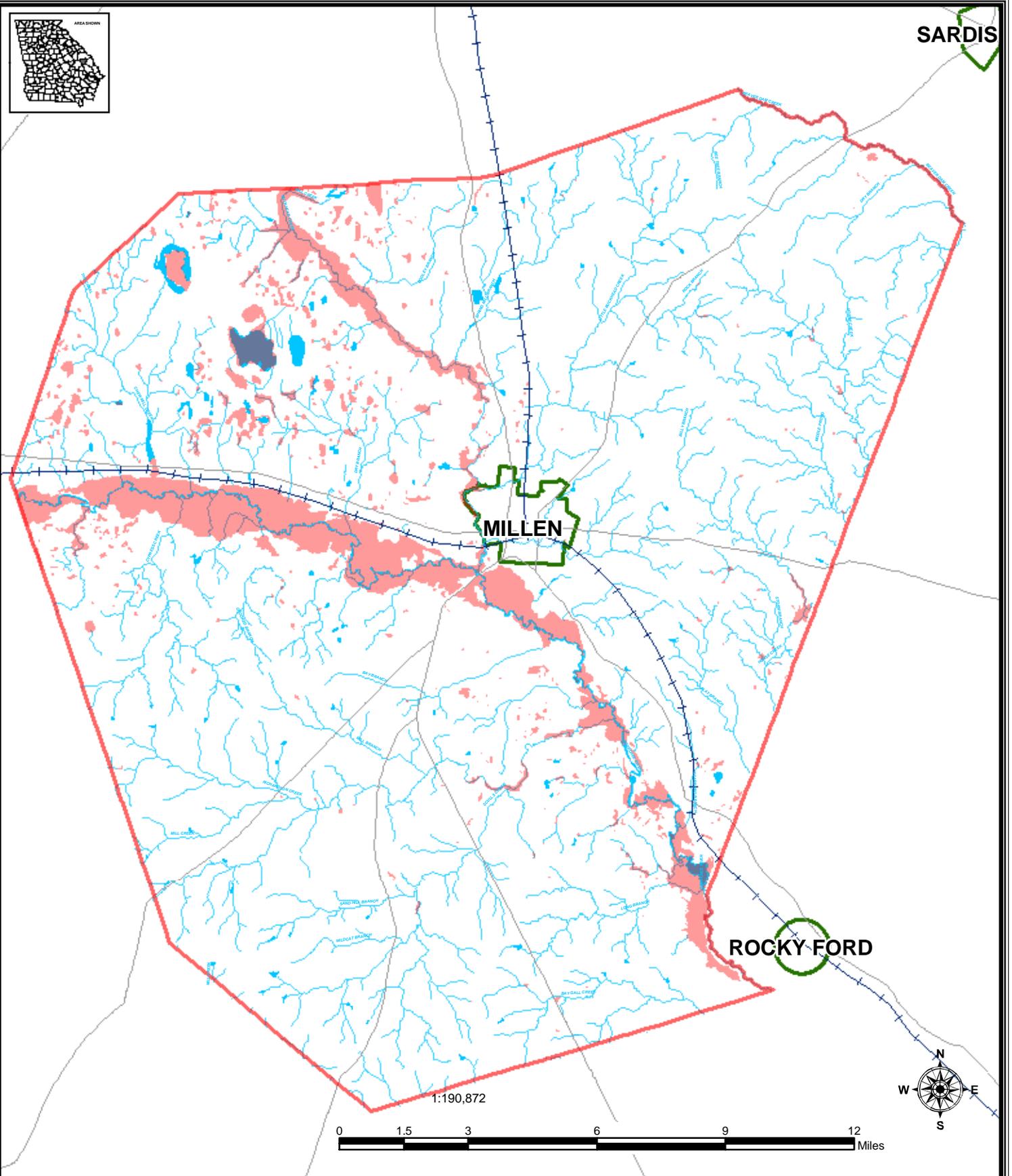
Aquifer Recharge



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SARDIS



Legend

-  COUNTY BOUNDARY
-  WETLANDS

JENKINS COUNTY, GA WETLAND AREAS



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

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

Water Supply Watersheds

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

The removal of vegetation and the introduction of paving for roads, parking lots, etc. increase the total run-off on a site which in turn increases erosion, flooding, and sedimentation of water sources. To protect drinking water supplies downstream, DNR has recommended buffer requirements and impervious surface limitations to be applied to certain watersheds.

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

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

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

There are three watersheds within the boundaries of Jenkins County. These include:

- Upper Ogeechee
- Lower Ogeechee
- Middle Savannah

Assessment

Currently, there are no surface water intake areas in Millen and Jenkins County. No other water supply watersheds in adjacent municipalities are affected by development in Jenkins County. Given the current demand and effectiveness of the general level of service in the cities, surface water intakes and water supply watershed protection is not a major area of concern for the planning period.

Groundwater Recharge Areas

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

The Georgia Department of Natural Resources has mapped all of the recharge areas in the state that are likely to have the greatest vulnerability to pollution of groundwater from surface and near surface activities of man. Development in these areas should be limited to very low impact development in which little to no area is covered with impervious surfaces such as roads, parking lots and building sites. The sub-surface integrity of these areas should also be maintained by avoiding development that may contaminate water supplies.

Groundwater aquifers are monitored by the Georgia Department of Natural Resources, Geologic Survey, and the US Geological Survey (see Ground-water Conditions in Georgia, 1995, US Geological Survey, United States Department of Interior, Report 96-200, Atlanta, GA). Groundwater levels fluctuate extensively; predictions as to available quantities of groundwater are difficult due to variations in recharge and discharge. Recharge varies in response to precipitation and surface water infiltration into an aquifer. Discharge occurs as natural flow from an aquifer to streams and springs, as evapotranspiration, and as withdrawal from individual and community wells.

The Floridian aquifer system supplies 50% of Georgia's groundwater and all of Jenkins County. The aquifer is one of the most productive in the world and primarily defined on the basis of permeability: it is at least 10 times more permeable than its upper and lower confining units. It is composed of a thick sequence of carbonate rocks (limestone and dolomite) of Tertiary age that range in age from late Paleocene to early Miocene. The only significant groundwater recharge area in Jenkins County is located in the northern part of the county.

Assessment

Potential development within the recharge areas should be kept at levels that will not impair the recharge area. Current Jenkins County Health Department regulations governing lot size and septic tank locations in the recharge areas should be sufficient to protect the groundwater during the planning period. Therefore no additional development restrictions are planned by Jenkins County to address groundwater recharge areas. Currently the City of Millen has a zoning ordinance, which offers groundwater protection and ensures best practices.

Wetlands

Federal law defines freshwater wetlands as those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas.

Preservation of wetlands is vital because of the many important functions they serve. They are among the worlds most biologically productive ecosystems and serve as crucial habitats for wildlife. Wetlands can help maintain water quality or improve degraded water by performing functions similar to a waste-water treatment plant, filtering sediment, toxic substances and nutrients. Wetland vegetation filters and retains sediments which otherwise enter lakes, streams and reservoirs often necessitating costly maintenance dredging activities. Wetlands are also important to flood protection, as they act as water storage areas, significantly reducing peak flows downstream, and the meandering nature of wetlands combined with abundant vegetation reduce flood velocities.

In 1986, Congress enacted the Emergency Wetlands Resources Act to "promote the conservation or migratory waterfowl and offset or prevent the serious loss of wetlands by acquisition of wetlands and other essential habitats." It was recognized that wetlands and the fish, wildlife, and plants dependent on them, provide significant recreation and commercial benefits including fishing, hunting, birdwatching, nature observation and other related activities that generate billions of dollars annually.

Wetlands in Jenkins County are displayed in the attached [over 35,292 acres]. This map is based on the location of soil associations that contain many of the characteristics found in a wetland environment. Land uses in wetland areas should be limited to low impact uses such as timber production and harvesting, wildlife and fishery management, and recreation. These land uses as well as others are covered in more detail under Section 404 of the Federal Clean Water Act. Section 404 prohibits the discharge of dredging or fill material into the water bodies or wetlands of the United States unless a permit is granted. The United States Army Corps of Engineers administers this program. They determine if a section 404 permit should be issued by analyzing the project's impact on the wetland.

CSRA Regional Plan identified priority wetlands:

POSITIVE DEVELOPMENTS:

- 1,000 - 10,000 acres
- Big Dukes Pond (10) Jenkins County Under negotiation

NO DEVELOPMENTS:

- <1,000 acres
- Kents Landing (32) Jenkins County

Assessment

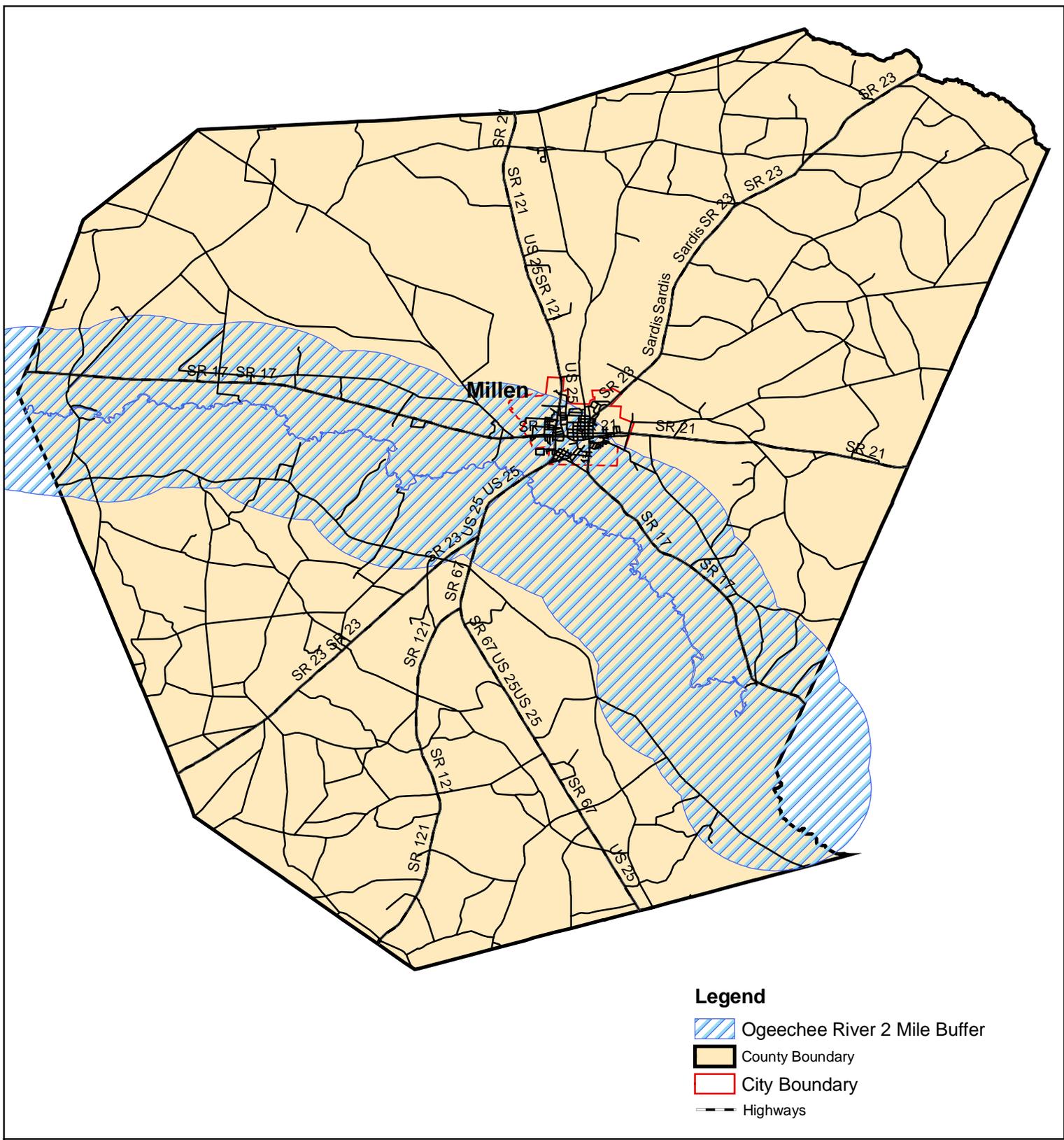
The wetlands permitting program under Section 404 of the Federal Water Pollution Control Act ("Clean Water Act") is enforced by the US Army Corps of Engineers. Activities or developments planned for wetland areas require a thorough environmental and public interest review. Although Federal laws govern wetlands protection and the resource is not likely to be negatively impacted by development or other incompatible uses throughout the planning period, Millen and Jenkins County should encourage conservation of wetlands through wetland protection ordinances or land development regulations. Small, local projects may be having a cumulative, negative impact on wetland acreage, thereby decreasing the total acreage or otherwise damaging the resource. A regional inventory and assessment of wetland loss should be considered.

Protected Rivers

River corridors and their immediate shore land environment (sometimes referred to as the *riparian zone*) are areas of critical environmental significance. They provide a number of benefits including: drinking water, wildlife habitat, recreational opportunities, flood storage capacity, and assimilative capacity for wastewater discharges-the river or stream's ability to dilute wastewater to a point when it is no longer a threat to human health.

Jenkins County is home to a segment of the Ogeechee River. This 250-mile river runs through the southern portion of Jenkins County. Unlike most rivers in Georgia, the Ogeechee River's flow is not regulated by dams. This allows the river to rise and fall according to the amount of rainfall in its watershed. This natural fluctuation in river level plays a big role in fish growth and fishing success.

The GA DNR has identified rivers in the state which should be protected such as the Ogeechee. Communities along these rivers are required to adopt River Corridor Protection Plans as part of the comprehensive planning process. The purpose of the protection plan is to establish measures to guide future growth and development in the areas adjacent to the Ogeechee River. The Ogeechee River Protection District includes the land within 100 feet, horizontally, on both sides of the river. The method of river corridor protection recommended by DNR is the establishment of a natural vegetative buffer around these designated areas.



Legend

-  Ogeechee River 2 Mile Buffer
-  County Boundary
-  City Boundary
-  Highways

Jenkins County

Protected Rivers



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The Ogeechee River arises in the Georgia Piedmont, but the Coastal Plain contributes most to its flow. It is a 'black water' river, carrying a high load of dissolved organic carbon that imparts a 'tea' color to the water. Unlike other black water rivers, the Ogeechee has a high pH (near 7.0) due to a large input of carbonate-rich water from Magnolia Springs. Flow in the Ogeechee River averages 100 cubic meters per second and the drainage basin covers 7,000 square kilometers.

Assessment

The Ogeechee River is recognized and respected as a unique natural resource; State and federal regulations governing the development of these corridors should adequately protect the County's river corridors throughout the planning period. The County will consider the protection of the Ogeechee River in accordance with the River Protection Act.

Flood Plains

Flood plains are relatively flat lands that border streams and rivers that are normally dry, but are covered with water during floods. The severity of a flood is usually measured in terms of loss to human life or property, which is directly proportional to the amount of development in the flood plain surrounding the stream or river.

Flooding occurs when the volume of water exceeds the ability of a water body (stream, river, or lake) to contain it within its normal banks. Floodplains serve three major purposes: Natural water storage and conveyance, water quality maintenance, and groundwater recharge. These three purposes are greatly inhibited when floodplains are misused or abused through improper and unsuitable land development. For example, if floodplains are filled in order to construct a building, then valuable water storage areas and recharge areas are lost. This causes unnecessary flooding in previously dry areas and can damage buildings or other structures. Therefore, floodplain development is usually discouraged with the exception of recreational facilities.

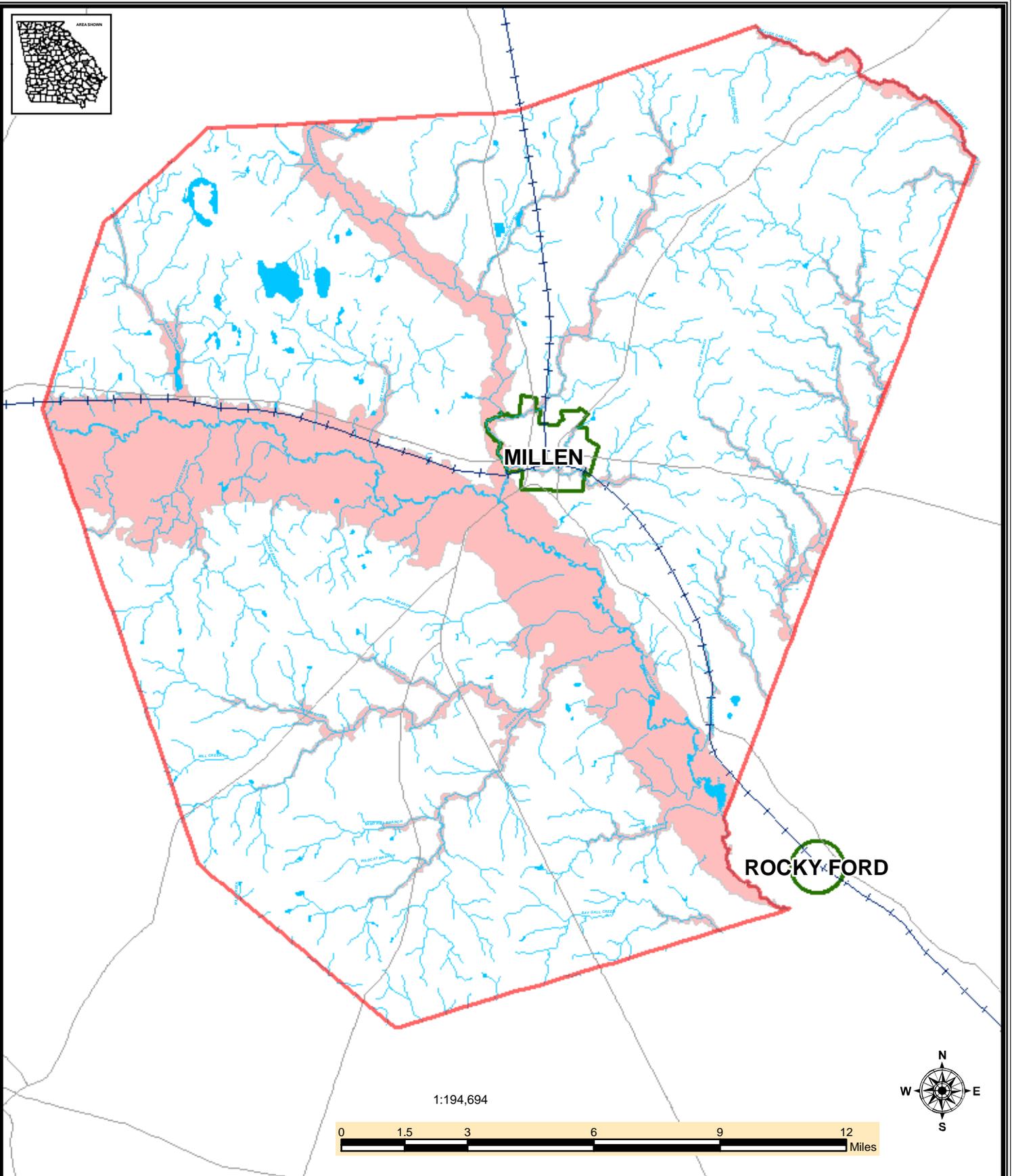
Governmental action in the areas of floodplains is limited to the municipalities served by the National Flood Insurance Program through the Federal Emergency Management Act (FEMA). Currently, the city of Millen participates in the National Flood Insurance Program (NFIP). This allows residents to purchase flood insurance.

Assessment

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

Steep Slopes

Slopes in Jenkins County range from nearly level in the low lying floodplain areas to around 17-20 percent along the sideslopes of some ridgelines and bluffs. Please refer to



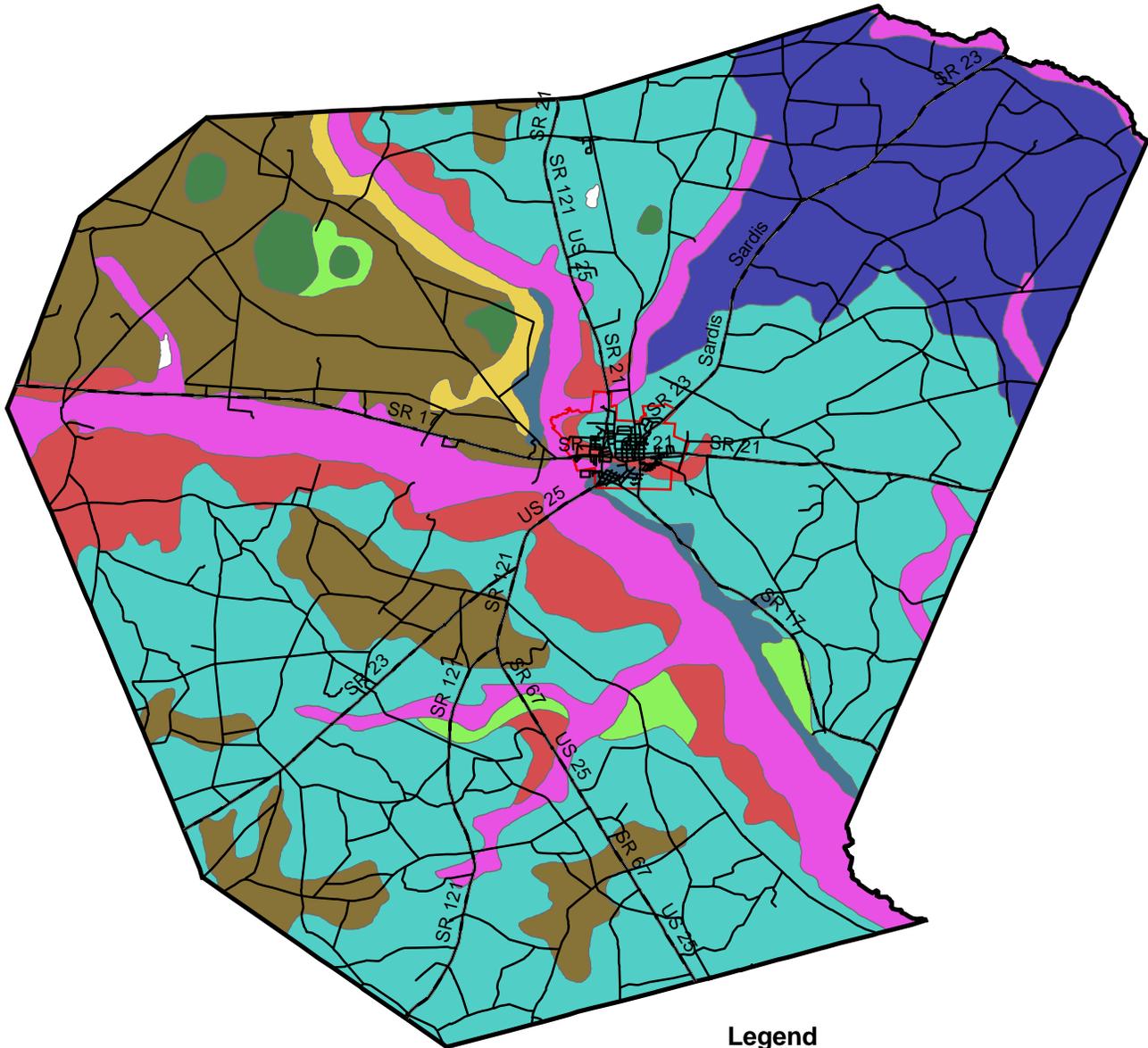
Legend

-  Flood Zones
-  COUNTY BOUNDARY
-  CITIES

JENKINS COUNTY, GA FLOOD PLAINS



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Legend

Soils

-  Cowarts-Sawyer-Susquehanna
-  Dothan-Orangeburg-Tifton
-  Dunbar-Bladen-Rains
-  Esto-Sawyer-Susquehanna
-  Grady-Plummer
-  Kershaw-Plummer
-  Meggett-Rains-Bibb-Wehadkee
-  Norfolk-Tifton-Fuquay
-  Troup-Fuquay-Dothan

-  County Boundary
-  City Boundary
-  Highways



Jenkins County

Soil Association

Boundaries



CSRA Regional Development Center
GIS Department
September 2002

T&E Species and Common Names
Presence in Block Area

the soil association descriptions in this chapter and the **Soil Associations Map** for the approximate locations of steep slopes in Jenkins County. Note that there are significant areas with moderate to steep slopes located in the Esto-SawyerSusquehanna soil association.

Assessment

Due to the small amount of steep slopes in relation to developable land in Jenkins County, no governmental control mechanisms are expected for the planning period. The resource is not currently being affected by incompatible land uses or other human activities and it is not expected that these slopes will be affected by incompatible uses throughout the planning period. Many of the steep slopes are found along Buckhead Creek and the Ogeechee River. The current restriction on development along the river banks will suffice as protection of any negative affects such as erosion and runoff.

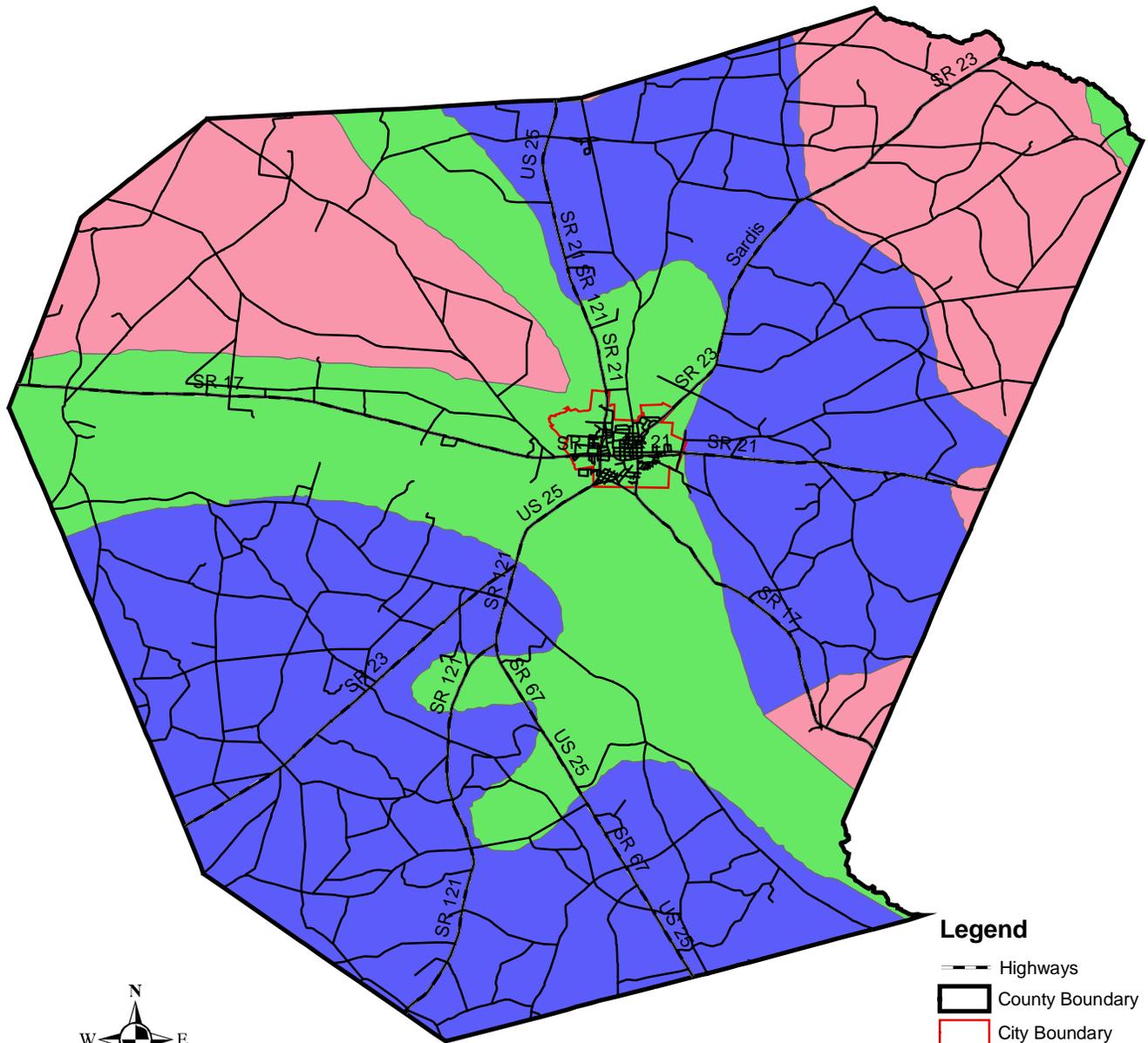
PRIME AGRICULTURAL AND FOREST LAND

Prime farmland is defined by the USDA National Conservation Service as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods. In general, prime farmland has an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, an acceptable level of acidity or alkalinity, an acceptable content of salt or sodium, and few or no rocks. Its soils are permeable to water and air. Prime farmland is not excessively eroded or saturated with water for long periods of time, and it either does not flood frequently during the growing season or is protected from flooding.

Prime Farmland (land best suited for growing food and fiber) is generally also well suited for subdivisions, industrial parks, airports, highways, and other nonagricultural uses. Prime farmland is lost by conversion to these uses as well as by uncontrolled erosion. As the commodity supply demand situation becomes a crucial issue in the future, the loss of prime agricultural farmland could have significant implications. There are few incentives for owners to retain prime agricultural farmland and agricultural users cannot compete on strictly an economic basis with urban developers. Nonetheless, public policies such as taxing practices and land use planning can be adopted and utilized to provide needed incentives as deemed appropriate. Zoning ordinances that offer incentives, such as density bonuses to the developer if they preserve certain parts of the land for open space or agriculture, can be promoted and adopted.

Forests offer significant carbon mitigation potential. Forests, in particular, may help avoid greenhouse gas emissions that would have resulted otherwise from deforestation.

Currently the Georgia Department of Forestry oversees all timber related activities in the county. This ensures best practices and management of the resource and ensures that the various land resources within the county are protected when logging operations



Legend

- Highways
- County Boundary
- City Boundary
- Prime Farmland**
- Greater than 50%
- 25-50%
- Less than 25%

Jenkins County

Prime Farmland



CSRA Regional Development Center
GIS Department
September 2002

T&E Species and Common Names
Presence in Block Area

occur. This includes fire suppression, soil stabilization and terracing and controlled burning. This ensures that runoff and sedimentation don't enter the water supply.

The Forestry Commission also has gone through great efforts to educate the forestry community. Programs such as the Sustainable Forestry Initiative have enabled farmers across the State to learn how to implement best management practices.

The **Prime Farmland Map** shows the prime agricultural and farmland areas within Jenkins County. The darker areas are areas where the land is more suitable and has a greater potential for agricultural output. The areas with greater than 50% prime farmland should remain as that land use and non-farm uses should be planned in areas that are less than 50% prime farmland.

Assessment

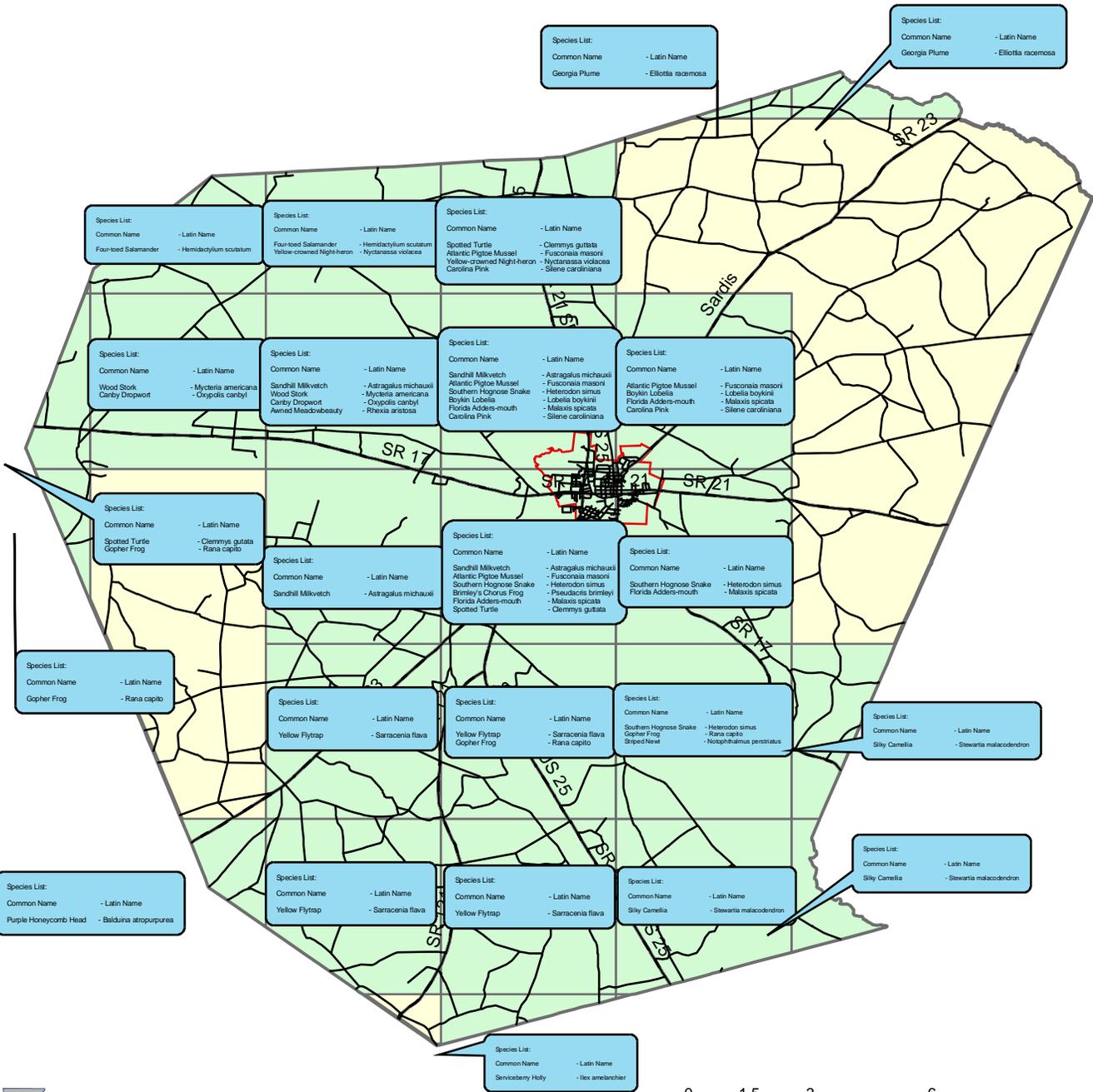
As of 2000 there were an estimated 150,500 acres of timber in Jenkins County. This represents 67 percent of the county's usable land. Of the 150,500 acres, 90 acres are individually owned. The landowners of the timber should be educated about maximizing the benefit of their resource. If trees aren't harvested correctly they will mature and become unusable. Jenkins County has seen an increase in acreage devoted to timber over the past 10 years. Increasing the acreage of timber will allow farmers more commodities on less land and increasing the overall revenue for the county as timber revenue exceeds most other agricultural activities within the County.

No intensive measures should be necessary to preserve the county's prime forest lands during the planning period because development pressure is not menacing and not significantly encroaching upon the farmland.

PLANT AND ANIMAL HABITATS

Endangered species is used in both the generic sense for protected species and in a more narrow definition sense under the U.S. Endangered Species Act. With respect to the GEPA, the term protected species is more applicable. Protected species includes those plant and animal species protected by the State in accordance with Georgia Wildflower Preservation Act of 1973 and the Georgia Endangered Wildlife Act of 1973. DNR Rules, Chapter 391-4-10, provide more detailed criteria for the state's protected species.

Under its Natural Heritage Inventory Program, the Georgia DNR has compiled a computerized and mapped inventory of plants, animals and natural habitats in the state which are rare enough to warrant state and federal protection. The **Threatened and Endangered Species Map** illustrates the locations of protected plant and wildlife species in Jenkins County. The species identified, all of which are endangered or threatened, are vulnerable to the impacts of rapid land use changes and population growth. Because the population growth over the next ten years is not expected to increase dramatically, the areas containing threatened and endangered species are likely to be affected during the planning period due to current zoning regulations.



Jenkins County

Threatened and Endangered Species

Threatened and Endangered Species
 Roads
 Highways
 City Boundary
 County Boundary

CSRA Regional Development Center
 GIS Department
 September 2002

T&E Species and Common Names
 Presence in Block Area

NATURAL RESOURCES

Species	Federal Status	State Status	Habitat	Threats
Bird				
Bald eagle <i>Haliaeetus leucocephalus</i>	T	E	Inland waterways and estuarine areas in Georgia.	Major factor in initial decline was lowered reproductive success following use of DDT. Current threats include habitat destruction, disturbance at the nest, illegal shooting, electrocution, impact injuries, and lead poisoning.
Red-cockaded woodpecker <i>Picoides borealis</i>	E	E	Nest in mature pine with low understory vegetation (<1.5m); forage in pine and pine hardwood stands > 30 years of age, preferably > 10" dbh	Reduction of older age pine stands and encroachment of hardwood midstory in older age pine stands due to fire suppression
Species	Federal Status	State Status	Habitat	Threats
Wood stork <i>Mycteria americana</i>	E	E	Primarily feed in fresh and brackish wetlands and nest in cypress or other wooded swamps. Active rookeries were located in Jenkins County 1991-2002.	Decline due primarily to loss of suitable feeding habitat, particularly in south Florida. Other factors include loss of nesting habitat, prolonged drought/flooding, raccoon predation on nests, and human disturbance of rookeries.
Reptile				
Eastern indigo snake <i>Drymarchon corais couperi</i>	T	T	During winter, den in xeric sandridge habitat preferred by gopher tortoises; during warm months, forage in creek bottoms, upland forests, and agricultural fields	Habitat loss due to uses such as farming, construction, forestry, and pasture and to overcollecting for the pet trade
Gopher tortoise <i>Gopherus polyphemus</i>	No Federal Status	T	Well-drained, sandy soils in forest and grassy areas; associated with pine overstory, open understory with grass and forb groundcover, and sunny areas for nesting	Habitat loss and conversion to closed canopy forests. Other threats include mortality on highways and the collection of tortoises for pets.

NATURAL RESOURCES

Invertebrate				
Atlantic pigtoe mussel <i>Fusconaia masoni</i>	No Federal Status	E	Found in unpolluted, fast-flowing water in coarse sand/gravel substrate.	
Plant				
Canby's dropwort <i>Oxypolis canbyi</i>	E	E	Peaty muck of shallow cypress ponds, wet pine savannahs, and adjacent sloughs and drainage ditches	Loss or alteration of wetland habitats
Source: U.S Fish and Wildlife service (Jan 2003)				
T: Threatened				
E: Endangered				

Assessment

A major threat to plant and animal wildlife is the loss of habitat through clearing for agriculture and urban expansion. Clearing land can lead to loss of valuable natural habitat. This may result in an increase in the number of endangered species in the region. Proactive policies should be encouraged to prevent the loss of valuable diversity in plant and animal habitat.

Various DNR guidelines and state regulations, such as the Georgia Environmental Protection Act, provide some protection in the form of a review and assessment as to what the impact of government actions will be on endangered species. While Millen and Jenkins County recognize the presence of endangered or threatened species within their jurisdiction, no local actions are currently in place regarding endangered species protection.

These species should be protected to the extent possible by the community. The County should consider adopting regulations that would ensure that future development does not destroy these endangered plants and animals.

MAJOR PARKS, RECREATION AND CONSERVATION AREAS

Jenkins County's character is intimately linked to its aesthetic resources, including its vistas, open space, trees, and parks. Such features are not luxuries, but necessary ingredients in successful rural and small-town environments.

One of the most critical components in maintaining and enhancing the community's quality of life is its system of parks, recreation, and open space. Properly located, they become boundaries and buffers between conflicting land and a nucleus for building developments. Natural features can be preserved as valuable scenic and environmental attributes and can create centers of social activity.

Magnolia Springs State Park is located in Jenkins County is just five miles north of Millen on U.S. Highway 25. Magnolia Springs State Park is known for its crystal clear springs that flow at an estimated 9 million gallons of water per day and the beautiful boardwalk which spans the cool water along the natural spring interpretive boardwalk. During warmer months, visitors may watch for alligators, turtles and other wildlife near the springs. The 1070-acre park attracts over 100,000 visitors annually and includes three playgrounds, swimming pools, campsites, cottages and numerous historic exhibits.

A number of hiking/biking trails greet visitors at Magnolia Springs. The main trail begins across from Picnic Shelter 8 and runs approximately five miles. It passes a sinkhole section, heavily wooded areas and comes to the observation deck behind the lake. The trail then follows the edge of the lake and ends near the campground.

The Bo Ginn Aquarium is located across the stream from the main park area. A foot-bridge offers easy access to picnickers and other park visitors. It features a variety of fish (catfish, bass, sun-fish) and reptiles (turtles, alligators), some native to the freshwater streams, lakes and swamps of Georgia. Fishing rodeos are available for youth groups. Aquarium tours and interpretive programs are also available.

The Ogeechee River is Jenkins County's most distinctive natural feature and probably its most important natural resource. Part of the 250-mile river runs through the southern portion of Jenkins County and is visited by tens of thousands of local residents and tourists.

Open green space is important

There are numerous benefits provided by a system of green infrastructure. These include both ecological and economic benefits. From an ecological perspective the benefits include:

- Ensuring plant and animal biodiversity.
- Creating pathways to allow for interchange between native plant and animal communities.
- Maintaining the health of native ecosystems and landscapes by sustaining their physical, chemical, and biological processes.
- Filtering pollutants from air, water, and soil.
- Helping to cool streams and soil through shading.
- Buffering developed areas from floodwaters.

The economic benefits include:

- Increasing property values as homes located near parks and greenways sell for more than those that are not.
- Raising the community's quality of life. Communities that have planned systems of open space, including greenways, parks and trails, generally develop the reputation of being desirable places to live.
- Attracting businesses. The communities cited above, not coincidentally, also have had great success in attracting new as often times a community's quality of

- life is a key factor for businesses when deciding where to relocate or open a new business.
- Increasing tourism and tourism-based businesses.
 - Attracting environmentally sensitive development and the developers who specialize in that niche.

Assessment

Magnolia Springs and the Ogeechee River are an important part of Jenkins County's green infrastructure that should continue to be protected.

SCENIC VIEWS AND SITES

There are a number of prominent features and dramatic vistas that add to the beauty of Jenkins County's setting. These include Magnolia Springs State Park and the Ogeechee River. Numerous smaller, but no less important features exist within the city. The riparian zones along the many creeks that dissect the city and county are perhaps the most noticeable examples. However, neither Millen nor Jenkins County currently has an official system of identifying or classifying scenic views or other important sites.

Assessment

Scenic views and sites should continue to be protected and should be properly identified and classified.

GOALS AND IMPLEMENTATION

All goals and policies apply to Jenkins County and the City of Millen unless otherwise noted.

Goal 1: Preserve and protect natural resources.

Protect public water supply sources, wetlands, flood plains, and plant & wildlife animal habitats.

Policy 1-1: Continually monitor natural resources for pollution

Policy 1-2: Encourage development away from sensitive areas

Policy 1-3: Identify and classify scenic views and sites

Goal 2: Preserve and protect cultural resources.

Policy 2-1: Nominate eligible remaining historic properties to the National Register

Policy 2-2: Adopt ordinances for locally designated districts for design review

Policy 2-3: Prioritize historic resources for preservation and enhancement

Policy 2-4: Offer financial incentives to rehabilitate facades of historic commercial buildings

INTRODUCTION

Many buildings and sites throughout Millen and Jenkins County are of historic interest due to age, design and association with historic events or people. Historic sites and structures are scattered throughout the city and county rather than concentrated in one area. The identification, protection and preservation of these resources are critical in maintaining Millen and Jenkins County's cultural integrity and attractiveness.

HISTORICAL RESOURCES SURVEY

The last formal historic resources survey completed in Millen and Jenkins County dates back to 1978. Conducted by the Georgia Office of Historic Preservation, now the Historic Preservation Division, the inventory of historic buildings evaluated selected historic structures according to architectural and historical significance. The total number of historic buildings surveyed was 107, dating back to 1940.

While the architecture throughout the county appeared to be basically the same, there are some differences. In northern Jenkins County, there were many more historic churches and lower vernacular structures inventoried. In southern Jenkins County, one and two-story residential structures with extra detailing or high quality craftsmanship were common.

The predominant architectural types in Jenkins County are Victorian, Plantation Plain, and hipped roof farmhouse. A large commercial district and several smaller residential districts in Millen were also surveyed. The commercial area is composed of an older core of brick buildings. In the residential districts are many large Victorian style homes and smaller newer craftsman style homes. On the perimeter of this area are newer suburbs, an industrial area, and a lower vernacular housing area.

National Register of Historic Places

The National Register of Historic Places is the nation's official list of historic and cultural resources worthy of preservation. Authorized under the National Historic Preservation Act (1966) and administered by the National Park Service, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. National Register is an honorary designation that does not restrict private property rights. Individual are free to do as they pleases with their property.

Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. A historic building or site must be 50 or more years old and must meet one or more of the National Register criteria for evaluation. These criteria include:

- Association with events that of significant historic contribution;
- Association with the lives of significant persons;
- Embodiment of distinct architectural style;
- Yielded or likely to yield archaeological information.

The benefits of National Register-listed properties include:

- Recognition of local, state or national significance.
- Consideration in the planning for federal or federally-assisted projects.
- Eligibility for federal tax credits.

There are currently six buildings and sites presently listed in the National Register of Historic Places (NR) in Millen and Jenkins County:

- *Birdsville Plantation* (listed 1971). Dating to the eighteenth century and held by one family from the time of a land grant by King George III, Birdsville Plantation is architecturally significant for its large number of standing outbuildings. It is culturally important for its family history and for its farming of cotton. It is listed in the NR as having national significance.
- *Camp Lawton* (also know as *Magnolia Springs State Park*), (listed 1978). Camp Lawton was a Confederate prison camp holding 10,000 Union soldiers from the overflow at Andersonville Prison Camp in Georgia during the Civil War. Three earthworks surround the stockade area. It is listed in the NR as having state significance.
- *Jenkins County Courthouse* (listed 1980). Built in 1910, the building was designed by L.F. Goodrich in the Neoclassical Revival style. It is the center of Jenkins County's municipal government. This courthouse replaced one destroyed by fire, and the present courthouse suffered from a severe fire in 1919. Its level of NR significance is state.
- *Carswell Grove Baptist Church and Cemetery* (listed 1996). The building's Gothic Revival-style details include pointed-arch windows with simple tracery and drip-molds, blind pointed arches applied to above the entrance doors, and a scalloped raking cornice along the front gable. The property is significant in African-American heritage and religion because it has served the religious, social and cultural needs of a remote, rural African-American community.
- *Downtown Millen Historic District* (listed 1996). Located in the central business district of Millen. The district extends over portions of six city blocks along Cotton Avenue. The majority of the buildings were constructed in the late 19th century and early 20th centuries as commercial one and two story brick buildings. The district is significant in the areas of architecture, commerce, and transportation.
- *Millen High School* (listed 2002). Located on a large corner lot in a residential area of Millen. Three buildings, two contributing and one noncontributing, constructed at different times, make up the school campus. The complex is significant in the area of architecture as a good example of a school constructed over time for a small Georgia community. The earliest building was a two-story, T-shaped building is wood-framed with a brick veneer and standing seam metal hipped roof. The second building was constructed as elementary school to replace

the 1898 building. One story L-shaped building is wood-framed with a brick veneer and standing seam metal roof. The third building is a regular building constructed of concrete and brick with ribbon windows and a flat roof.

Other Properties Potentially Eligible

Other buildings and sites likely eligible for the National Register of Historic Places include:

- *Scarboro and Oak Hill Area*
- *John Wesley Parker Home and Wooden Water Tank*, built 1887.
- *Hazel Frawley Home*, Victorian, 2 story, boxed return cornice, 2nd story balcony with shingles, wood detailed transom and side lights, projecting front bay (listed as #98 in 1978 historic resources survey)
- *James Parker II Home*, circa 1860, Plantation Plain style, owned by Alex Boyer, Jr.

Four Points Area

- *Thomas William Aaron, Sally Lane, and Clara Aaron House*, circa 1900, Victorian, frame with machine turned porch decoration, frame barns (listed as 72 in 1978 historic resource survey)

Red Hill Area

- *M. Reynolds and Josephine Perkins Reynolds Place*, built 1883. Tryon Reynolds, grandson to W. M. Reynolds. Frame, 1 ½ story, boxed returned cornice, front door with sidelights (listed as #104 in 1978 historic resource survey)

Thrift Area

- *Charlie M. Gay House*. Rowena Gay Cowart, present owner. Victorian, steamboat style. Center chimney, veranda with spool and spindle, brackets and balustrade, interior changes by present owner (listed as #65 in 1978 historic resource survey)
- *John C. and Kate Waters Newton House* (Garnet Newton Home), built 1870, probably remodeled in Craftsman style
- *Bat and Emma Gay House*, built 1880. Frame, one story, front door with side lights (listed as #83 in 1978 historic resource survey)
- *Miley Johnson House*, 1 1/2 story, frame, with gabled roof, porch with machine cut brackets, frame barn and outbuilding (listed as #70 in 1978 historic resource survey)

Near intersection of US 25 and Highway 122 (Rural Historic District)

- *Benjamin F. Newton House* (Edna Newton Kennedy), built 1870; 2 story, gabled roof, end chimney, front gable with barge board, porch with corner projections, porch with spool and spindle and machine turned posts and balustrade, wood shingle roof.
- *Albert Sidney and Patsy Aycock Newton House*, owned by Newton and Dudley Spires, Victorian. 2 story hipped roof house, similar in details to Benj. Newton House, bargeboards in front gables missing, sidelights and transom to front door
- *John Cleve and Ruby Aycock Cleve House* (Eudalie Newton Barger), circa 1900-1910, located Highway 121. 2 story frame, hipped roof with attic dormer, veranda has been screened in, frame barn (listed in 1978 historic resources survey as #78, #79, and #77, respectively).
- *John Drew and Lurie Moore House*, built 1916, one story, frame, L-shaped

Rogers Community

- *W.O. Wadley House*, built 1889. 2 1/2 stories frame, interior chimneys, hipped roof, front porch (listed in 1978 historic resources survey as #7)

Off Old Savannah Road

- *Napolian Bennett House*, built 1870, L-shaped, never painted
- *Ben Franklin and Beatrice Bennett House*, built 1902. Frame, one story, shingled front gable with louvered vent, machine cut brackets on front porch (listed in 1978 historic resource survey as #1)

Off Lewis Church Road

- *Dr. Ben Johnson (Elmore)*, pre-1900, two story, gabled-ell, five bay
- *Eugene (Edgar) S. Lane*, built 1917

Emma Lane Community

- *Raymond Oglesby House or Carl Mons House*, built 1865.
- *Matthew Brinson House*, built 1888, 2 story, frame, hipped roof, two interior chimneys, bracketed roof, front door with transom and sidelights, porch with machine cut brackets and trim, pedimented lintels over windows, Italianate (listed in 1978 historic resource survey as #80).

Off Sardis Road

- *Parker-Godbee House*, owned by Nell Godbee, 1 1/2 story, frame, boxed returned cornice, front door with sidelights and transom, back attached kitchen (listed in 1978 historic resource survey as #103).

In Millen

- *Abner Belcher House*, built 1880
- *Q. A. Mulkey House*, owned by Kirk and Judy Roker, two story, neo-classical, built 1925, frame, front door with transom and side lights, long windows, gabled roof with dormers, boxed returned cornice (listed as # 37 in 1978 historic resources survey)
- *Millen Residential Historic Districts*, several should be analyzed in an updated historic resource survey, including a College Avenue Historic District of high style homes. The districts cover roughly east to west, Railroad to Masonic Avenues, and north to south, Cleveland, College and Winthrope Avenues.
- Millen Mills, built 1901, to manufacture cotton cloth. In 1930-40 closed. Reopened in 1940 to manufacture men's pants and shirts. During WWII manufactured soldier's uniforms. Has a smokestack. Scheduled to be demolished by private owners. Industrial historic resource. (listed in 1978 historic resources survey as #25).

Perkins

- Post Office, was formerly the railroad depot, board and batten (listed in 1978 historic resource survey as #13).
- Hawe's Grocery, frame, gambrel roof, inset double front door, weatherboard flush on front facade (listed in 1978 historic resources survey as #14).

Birdsville Area

- Big Buckhead Church, Greek Revival, frame, in antis porch with steps to two double entry doors, flush weatherboard on front facade, similar to Hopeful Baptist and Bark Camp churches in Burke County in style (listed as #8 in 1978 historic resource survey).
- Carswell Grove Baptist Church, frame, with two side towers, three-part center windows (listed as #9 in 1978 historic resource survey). A minority resource.
- Fairhaven Church, built 1846, frame church with round arched windows and blinds, steeple with brackets, entry porch finished with flush weatherboard on inside (listed as #4 in 1978 historic resource survey).

Other Recognized Historic Resources

In 1989, Birdsville Plantation, Brinson Family Farm and Lane Family Farm all received a National Bicentennial Farm award, which recognized farms held continually in one family for over 200 years. The award was sponsored by the U.S. Department of Agriculture to commemorate the signing of the United States Constitution. In 1993, Birdsville Plantation received a Centennial Heritage Farm Award sponsored by various Georgia State agencies.

Georgia Historic Markers

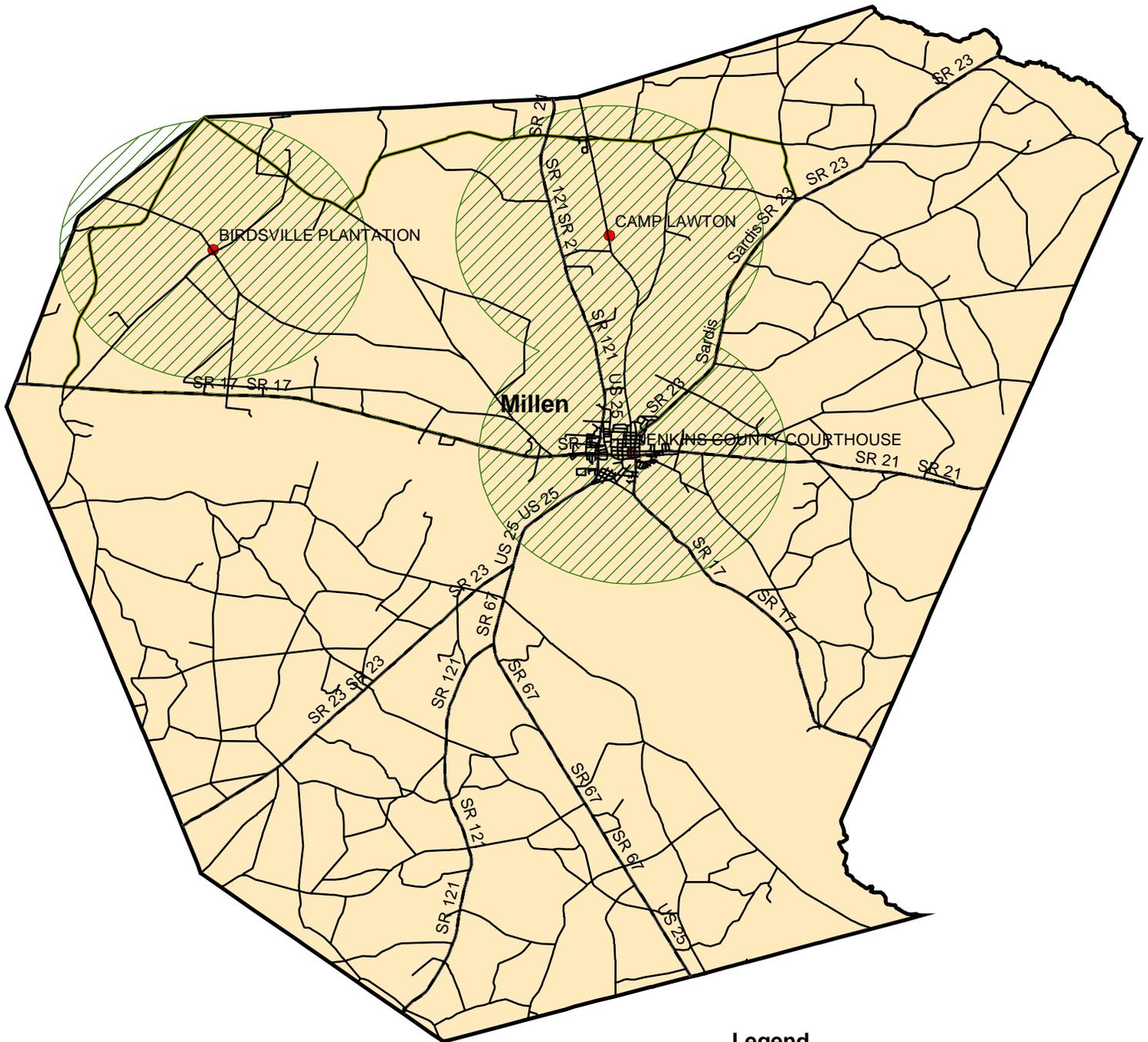
Georgia honors buildings and sites that have a state level of significance. The purpose of the program is to document and display information about Georgia's historic resources for public use. Thirteen Georgia Historical Markers, indicating an official state marker erected by the Georgia Historical Commission (1953-1971) or its successor, the Georgia Department of Natural Resources (1972-), are found in Jenkins County.

These include:

- *Big Buckhead Church* GHM 082-11 3.5 miles W of Perkins (on US 25) 12 miles S of Waynesboro
- *Birdsville* GHM 082-6 Ga 17 about 3 miles east of Herndon
- *Cavalry Action At Buckhead Church* GHM 082-9B 3.5 miles W of Perkins (on US 25) 12 miles S of Waynesboro
- *Jenkins Courthouse* GHM 082-2 Courthouse in Millen
- *Magnolia Spring Confederate Prison Site* GHM 082-4 At park, US 25 6 miles N of Millen, 15 miles S of Waynesboro
- *Millen Rail Depot* GHM 082-3
- *Old Buckhead Church* GHM 082-1 US 25 about two miles south of Perkins
- *Old Savannah Road* GHM 082-7 US 25 about 4 miles southwest of Millen
- *Scarboro Community* GHM 082-5 At Scarboro on Ga 17
- *Sherman at Millen* GHM 082-9A Ga 17 at Buckhead Creek at west edge of Millen
- *Sherman at the Jones Plantation* GHM 082-10 Ga 17 near the Burke County Line
- *Sherman's Left Wing* GHM 082-8A Ga 17 at Herndon
- *The March to the Sea* GHM 082-8B US 25 at Perkins crossroads between Waynesboro and Millen

Jenkins County Historical Society

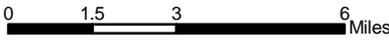
The Jenkins County Historical Society is a quasi-public membership organization that preserves, advances and disseminates knowledge of the history of Jenkins County by identifying, collecting, preserving, protecting, and interpreting historic cultural resources relating to the history of the county. The Society serves as a regional history research center and endeavors, through its programs, to enrich the communities of Jenkins County and to contribute to an understanding and appreciation of local heritage and culture.



- Legend**
-  National Register Sites 3 Mile Buffer
 -  National Register Sites
 -  County Boundary
 -  City Boundary
 -  Highways

Jenkins County

National Register Sites



CSRA Regional Development Center
 GIS Department
 3023 Riverwatch Parkway, Suite A
 Augusta, GA 30907-2016
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 www.csrardc.org

The Historical Society has co-sponsored the National Register nomination of Millen's Cotton Avenue Historic District and has assisted with volunteer research on a number of other NR nominations.

Millen Better Hometown

The Better Hometown Program, sponsored by the Georgia Department of Community Affairs, is a self-help community development program designed to improve a downtown's quality of life. Each designated city receives technical assistance and resources, which assist the local community in their efforts to build a stronger local economy through revitalization of the downtown area. Technical assistance and advice designed to stimulate downtown revitalization are provided to designated cities through a public/private partnership between the DCA and various stage agencies and private sponsors.

Better Hometown Millen is an active organization that provides financial and technical assistance to the community and coordinates with local, regional and state officials.

In March of 2002, a design team sponsored by the University of Georgia's School of Environment and Design and DCA spent a week in Millen, conducting a charrette that began with public input and a great deal of direct observation. Several recommendations were made related to historic buildings in the downtown area, including suggestions for improving facades and signs.

Certified Local Government Program

The Certified Local Government (CLG) program extends the federal and state preservation partnership to the local level. Any city, town, or county that has enacted a historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met requirements outlined in the Procedures for Georgia's Certified Local Government Program is eligible to become a CLG.

The benefits of becoming a CLG include eligibility for federal historic preservation grant funds, the opportunity to review local nominations for the National Register of Historic Places prior to consideration by the Georgia National Register Review Board, opportunities for technical assistance, and improved communication and coordination among local, state, and federal preservation activities.

CSRA Advisory Council for Historic Preservation

The CSRA Regional Development Center is mandated to have an auxiliary board called the CSRA Advisory Council for Historic Preservation. Members are appointed by their county to report on historic preservation activity. This board is directly linked to the Department of Natural Resource's Historic Preservation Division in its reporting through the RDC. Jenkins County has been a member since the Council's inception.

Heritage Education Program

The Georgia Trust for Historic Preservation operates a Heritage Education Program across Georgia. The Program trains teachers to use local historic resources as teaching

tools. These resources include primary documents such as diaries, census records, maps, and photographs, along with oral histories, newspapers, and historic sites.

The purpose of the program is to teach children about the historic built environment so that they will in turn become protectors of their history when they grow up. This program gathers information about historic resources and the people who lived in them. A curriculum guide is put together. Then, 15-20 teachers form lesson plans at a week-long summer workshop. Historic buildings can be used to teach math, history, social studies, language and literature, and almost any discipline to children. Heritage education teaches children to be “connected” to their past.

ASSESSMENT

The existing 1978 Jenkins County Historic Resources Survey is outdated and incomplete. At over 25 years old, it is currently missing hundreds of properties that now meet the minimum 50 years old cutoff for historic consideration. The 1978 survey also recorded 107 historic buildings, representing less than 10% of the county’s historic resources inventory. In addition, there was no concentrated study of historic crossroads communities such as Scarboro and Perkins. A new up-to-date survey is needed to provide a baseline for historic preservation, land use planning and tourism. A professional survey can be funded through the Historic Preservation Division competitively once a year or with local funds.

National Register nominations will not only recognize the historic nature of Millen and Jenkins County but also helps the community rediscover its history. Both Millen and Jenkins County should encourage National Register Nominations. For existing National Register-listed properties, there are valuable tax incentives for owners who plan to complete substantial rehabilitation, including a 20 percent tax credit of the total amount of eligible rehabilitation and a state tax freeze at the assessed rate before rehabilitations for eight years.

The Millen-Jenkins Chamber of Commerce has embarked on an ambitious plan to boost history tourism in Millen and Jenkins County. The continued demolition of historic structures such as the Hotel Estelle and the Norfolk Southern coal chute is counterproductive.

An opportunity to counter the demolition of historic structures is available with the Millen Mill site. Built in 1901, this one-story brick building is nearly intact. It is rare that the original window openings with most of the arched panes exist -- in any town regardless of its size. The smokestack is intact. This former cotton garment mill is in danger of being demolished by its owners for new construction of a concrete plant. A good adaptive use for the mill building might be for a nursing home facility or for conversion to apartment housing. The mill housing surrounding the area is largely intact as vernacular housing.

Many vernacular buildings throughout the county have suffered from demolition. Tenant houses have been demolished throughout the years for remodeling purposes in new homes while others have been moved to become pool houses. Many historic properties have been abandoned. The protection of historic properties from needless demolition,

deterioration, or incompatible alterations or additions should always be considered. A maintenance plan for historic properties is needed.

Rehabilitation funds for historic resources are available through various state and federal agencies. For major projects, Transportation Enhancement and National Scenic Byway funds provide up to 80% of the cost of qualifying historic properties. The City of Millen is currently applying for streetscape funds within the Millen historic district.

Magnolia Springs State Park is the largest tourism draw to Jenkins County with almost 100,000 visitors annually. There is great archaeological potential at this site. No professional archaeological excavation work has ever been done. About 750 Union soldiers died and were buried in open trench graves. Historic newspapers with photographs exist for documentation in Harper's Weekly. The square wooden stockade perimeter had 1/4-mile walls, and outside its boundaries, a hospital, deadhouse, and large brick oven provided prison services. Outside of Camp Lawton were three breastworks of logs and dirt surmounted by six cannons. The cannons were pointed towards the stockade to prevent a large breakout which never occurred at Camp Lawton. This site is important historically because it was one of the largest prisoner-of-war stockades in the country during the Civil War.

GOALS AND IMPLEMENTATION

All goals and policies apply to Jenkins County and the City of Millen unless otherwise noted.

Goal 1: Preserve and protect natural and cultural resources.

Policy 1-1: Nominate eligible remaining historic properties to the National Register

Policy 1-2: Adopt ordinances for locally designated districts for design review

Policy 1-3: Prioritize historic resources for preservation and enhancement

Policy 1-4: Offer financial incentives to rehabilitate facades of historic commercial buildings

INTRODUCTION

The availability and location of community facilities and services plays an important role in shaping the future growth of the county. One of the major impediments, or facilitators, of growth is the existence of community infrastructure. We have come to expect our local governments to provide us with a certain level of service and as growth increases so do the demands for services. Many of the initiatives discussed in the economic development, housing, and land use sections of the plan rely on the expansion or construction of additional community facilities and services for their successful implementation. This chapter inventories the existing infrastructure throughout the county and identifies needs related to accommodating future growth.

Purpose

The purpose of this section is to examine the inventories of existing facilities and services and to determine how adequately they are serving the existing population. Based on this assessment, future needs can be quantified relating to the expected population growth. The section attempts to illustrate the linkages between growth and the availability of community facilities and services. Increasing populations experience a demand for new infrastructure in the form of roads, water, sewer, schools, and public protection. This increased demand, combined with the requirements for periodic maintenance and expansion of existing facilities, creates an increasing financial burden on local governments and ultimately on the individual taxpayers. The comprehensive plan's intent is to carefully coordinate future infrastructure expansion with each section of the plan to provide for the orderly growth of the community.

Organization

The Georgia Department of Community affairs has created a set of minimum standards for local comprehensive planning that provides the information to be presented in each element of the plan. The community Facilities and Services element consists of the following:

- Transportation
- Water Supply and Treatment
- Sewerage System and Wastewater Treatment
- Solid Waste Management
- Public Safety
- Hospitals and Other Public Health Facilities
- Recreation
- General Government
- Educational Facilities
- Libraries and Other Cultural Facilities

Each of these sections will be inventoried and assessed according to the level of service that they provide to current residents. The needs, goals and policies identified will form the basis of the strategies included in the Implementation Schedule.



Jenkins County

Public Facilities



CSRA Regional Development Center
GIS Department
September 2002

T&E Species and Common Names
Presence in Block Area

Transportation

The importance of transportation facilities for circulation and economic development is generally accepted. A fundamental requirement of manufacturing is the distribution of products to appropriate markets quickly and inexpensively. People must also be able to get to work and to conduct business. Furthermore, **transportation networks are essential to supporting livable communities. A variety of transportation facilities are important to attract and maintain a diversity of residents.**

Road Network

Jenkins County is located in east-central Georgia and lies in between Augusta and Savannah. State Routes 121, 17, 23, 21 and U.S 25 all intersect a portion of the county. Roadways are classified by the U.S. Department of Transportation based on a variety of criteria. Functional classification is the process by which roadways and streets are grouped into systems according to the character of the service they are intended to provide and their overall function within the roadway network.

- *Arterial:* Provides the highest level of service at the greatest speed for the longest uninterrupted distance, with some degree of access control.
- *Collector:* Provides a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials.
- *Local:* Consists of all roads not defined as arterials or collectors; primarily provides access to land with little or no through movement.

Basic to this approach is the recognition that roads and streets are interdependent in how they serve transportation needs. Table C-1 identifies total mileage of each route classification.

Table C-1: Existing Roadway Characteristic		
	Mileage	Paved
Jenkins County		
State Routes	83.94	83.94
County Roads	414.07	177.36
City Streets	27.43	24.32
Total	525.44	285.62
Millen		
State Routes	7.17	7.17
County Roads	1.89	1.64
City Streets	24.38	21.51
Total	33.44	30.32
Source: Georgia Department of Transportation: 400 Series Reports		

There are currently four major highway projects planned for Jenkins County:

- STIP Project #222530: Widening, State Route 67/Savannah River Parkway from County Road 190 to State Route 121.
- STIP Project #222540: Widening, SR23/SR121/US25/Savannah River Parkway from SR67 to SR21.
- STIP Project #222545: Bridge rehabilitation and widening, Little Buckhead creek bridge (SR 121/US25).
- STIP Project #245356: Bridge Replacement, Beaverdam Creek (SR23)

These projects represent over \$14 million in highway investments over the next five years and revolve around the widening from two to four lanes of SR121/US25 to form a component of the Savannah River Parkway (SRP) from Savannah to Augusta. SRP is part of the Governor’s Road Improvement Program (GRIP), an initiative aimed at ensuring most Georgia residents have direct and convenient access to four-lane highways.

Level of Service

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

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

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

The entire traffic network in Jenkins County is operating at an adequate level of service of C or better, with the majority of roadways operating at LOS A. According to the latest traffic count data provided by the Georgia Department of Transportation (2002) the heaviest traveled roads in the county are GA HWY 25 (5300 Average Annual Daily Traffic) and GA HWY 67 in south Jenkins County. All other roadways carry less than 2,000 AADT

Traffic levels have increased slightly over the past five years according to the DOT 1997-2002 Annual Average Daily Trips (AADT) with the largest increases found in and around Millen. Millen's role as the county's major employment center, combined with the access to arterial state routes, increases the amount of daily vehicle trips into and through the city.

Bike and Pedestrian Facilities

There are currently 10 miles of recreational bike/hiking trails in Jenkins County. Located within Magnolia Springs State Park, the trails form an internal network and are used solely for recreation. As part of the SPR project, Georgia DOT will add a 4-mile bike lane connecting Magnolia Springs to Millen along U.S 25.

Several miles of Jenkins County roadway are part of the Georgia State Bicycle Route. These include:

- *Savannah River Run Corridor* (314 miles from North Carolina to Savannah, 13.7 miles in Jenkins County along US25, SR17 and 23).
- *March to the Sea Corridor* (428 miles from Rossville to Savannah, 20.8 miles in Jenkins County along SR 17, 23 and 67).

Pedestrian facilities, mostly sidewalks, are found throughout Millen. In 2003, the city drafted a downtown pedestrian plan to focus on improving existing facilities and planning for new ones. The plan recommended a streetscape project along Cotton Avenue to encourage residents to walk to the major activity center. The city submitted a Transportation Enhancement grant application in 2004 to fund some a portion of the streetscape improvements.



Public Transportation

The County does not provide public transportation. Private services are available through a Screven County-based regional provider but is not accessible to all residents. Annually, 2040 trips are provided via Chevy Astro vans to Millen and Jenkins County residents. The Learning Center in Millen and Ogeechee Tech in Statesboro are the most frequented destinations.

Rail

Norfolk Southern, a Class I railroad, operates major freight corridors in and through Georgia. A major corridor is north-south link along the eastern border of the state from Augusta through Savannah to Jacksonville, Florida (I-26/I-95). A little over 25 miles of the Central of Georgia rail line runs through Jenkins County. No state improvement projects are planned.



Air

The Millen-Jenkins County airport, located on 70 acres just five miles from Millen, is jointly owned and operated by the city and county. The airport accommodates general aviation related activities, including recreational flying and agricultural spraying.

The airport has one runway, runway 17/35, that is 4000 feet-long and 60-feet wide, and equipped with medium-intensity runway lighting (MIRL), precision path approach path indicators (PAPI), rotating beacon, wind cone, and segment circle. Current landside facilities include a 300 square-foot administration building/terminal and 9 apron parking spaces.



A review of the airport’s historic demand levels shows that based aircraft increased from zero in 1990 to a current level of three. By 2021, the airport’s based aircraft are expected to reach four. Currently, the airport has approximately 2,500 annual aircraft takeoffs and landings, divided between local and itinerant operations. This figure is projected to increase to 2,775 by 2021. By the end of the planning period, the airport is expected to reach 4% of its available annual operating capacity.

Table C-3: Current and Forecast Demand				
	Current	2006	2011	2021
Based Aircraft	3	3	3	4
Operations	2,500	2,555	2,627	2,775
Local	1,111	1,136	1,167	1,233
Itinerant	1,389	1,420	1,459	1,541
Demand/Capacity Ratio	3%	3%	3%	3%
Source: Georgia Aviation Systems Plan				

The Georgia Aviation Systems Plan and the Georgia Airport Pavement Management Study identified various improvements needed for the Millen-Jenkins County Airport to continue its role as a Level 1 airport. Airport improvements identified in System Plan include:

- Widen runway by 15 feet
- Construct taxiway turnarounds
- Install non-precision approach
- Install MITL
- Provide 3 hanger spaces
- Provide 450 square feet of additional terminal/admin space
- Provide 5 auto parking spaces
- Provide limited service FBO
- Provide AvGas

Water Supply and Treatment

With the exception of 8 residents that fall within the Millen public water boundary, water in Jenkins County is served by private wells.

Public water is provided to just over 1,500 Millen customers by three deep wells with a maximum pumping capacity of 2.174 million GPD. The current daily demand on the water system is 450,000 GPD. There are currently 1,896 services, 1,562 active meters, and 206 fire hydrants in the city. The City maintains two storage tanks capable of storing 400,000 gallons. Water is treated at the well with chlorine, fluoride, and a preventative corrosion agent.

Water Supply and Treatment Assessment

The water supply and capacity are more than adequate for the current and future populations of Jenkins County and Millen. Because of the sparsely populated county, a county water system would not be economically feasible. The current water system in Millen is providing adequate water quality and quantity to the citizens, but more storage capacity is needed. In the current SPLOST request, is an elevated storage tank as well as another deep well to supply water.

The water distribution system in the city is in need of replacement. There are currently over 60,000 feet of asbestos, lead, or cast iron lines, and over 71,000 feet of 2 inch or smaller lines that should all be replaced. The city will be applying for community development block grant funds to try to offset the cost of replacing these lines.

Sewerage System and Wastewater Treatment

There is no public sewer system serving the unincorporated county. Residential sewer treatment is by private septic tank systems.

The City of Millen provides public sewerage and wastewater treatment to 1,156 customers within the city limits. The daily demand is 300,000 GPD with a capacity of 457,000 GPD. There are 136 customers in the city who live in low lying areas and have septic tanks. There is one oxidation pond with three cells located on a 15-acre site along U.S 25.

Seventy percent of the sewer collection lines are in dire need of being replaced or slip-lined. The city received a community development block grant funds to try to offset the

cost of rehabilitating the lines, but there is still much more to be fixed. The city is videotaping the lines and keeping records of service calls and complaints to assist in documenting the current problems with the lines. The city has also gotten a loan to assist in the upgrading and maintenance of the oxidation pond, which is not a wastewater plant, but the effluent is treated throughout the different cells in the pond.

Sewerage System and Wastewater Treatment Assessment

The capacity and treatment of the wastewater is adequate for the current and future populations. The collection system needs to be upgraded to prevent spills and environmental damage, as well as to prevent customer dissatisfaction. The city is taking a proactive approach in addressing the problems of the wastewater system.

Across the state, regional watershed studies and TMDL implementation plans have increasingly identified septic tanks as an increasing non-point source pollutant. The abundance of septic tanks in unincorporated areas has increased dramatically over the past twenty years as suburban development has outpaced urban development. Based on 2000 census figures, the number of households in Jenkins County equaled 3,220. There was also a total of 136 households in Millen that used septic tanks. The number of households not using a public sewerage system would indicate that there are approximately 3,356 individual septic systems in the city and county. This estimate illustrates the large number of unmonitored septic systems in the county, which should be cleaned out every 3-5 years to ensure proper operation. Currently there are only limited regulations in place to monitor the maintenance of septic systems, so once a problem occurs, it is generally too late to prevent contaminants from entering the ground and surface water.

Solid Waste Inventory

Jenkins County provides green box drop-off locations for residential solid waste. There are 75 green box locations throughout the county. The county hauls its municipal solid waste to a solid waste facility located in Ridgeland, South Carolina. Utilizing city employees, the City of Millen provides curbside pickup of municipal solid waste for its residents and green box dumpster locations for commercial businesses. Millen offers 65 green boxes at 35 sites in the city. Solid waste from Jenkins County and the city is taken to the Jenkins County Transfer station and then it is transported to the Hickory Hill Landfill in Ridgeland, South Carolina. The County owns and operates an MSW landfill, which is currently in closure, and a C&D landfill as well as an inert landfill.

Solid Waste Assessment

The solid waste collection and disposal system in Jenkins County works well for a rural county that is sparsely populated. At the curb collection would not be reasonable in the unincorporated county, but does work well in the more densely populated city of Millen. The city and county just need to maintain their greenboxes and garbage trucks for transport.

General Government

Jenkins County operates under a commission-based system of government. There are four commissioners and a chairman that are elected and each serve a district. The County employs 57 full-time and 14 part-time employees. The Jenkins County courthouse houses all government administration units, with the exception of the Recreation Department Complex, which is located at 442 Recreation drive. The City of Millen operates under a mayor-council-manager and employs 42 full-time employees and nine part-time employees. All city offices are located in city hall.



General Government Assessment

The city and county governments seem to operate efficiently and effectively with the personnel, equipment and office space they currently have. Continued maintenance and repair will allow the buildings to last longer for the governments.

PUBLIC SAFETY

Fire Protection

Jenkins County has one fire department and one sub station in the city that provides service to both the incorporated and unincorporated areas. There is also a detachment of the Georgia Forestry commission that combats woodland, wildlife and agricultural fires.

The Millen Fire Department has three (3) "Fire Knocker" tankers. Two have small gasoline driven auxiliary pumps with 800-900 gallon carrying capacity. The third is equipped with a front mount 1000 GPM pump with a carrying capacity of approximately 1200 gallons. The normal response for county operations is one to two "Fire Knockers" and four to six volunteers. Response times average twenty (20) minutes. Much of this response time is incurred by the travel distance from Millen to the rural scenes.

The North Jenkins County Fire Department covers the unincorporated area of Jenkins County located north of the Ogeechee River. The existing equipment is made up of one station with 3 bays, a classroom, and a kitchen, with one pumper, one tanker, and one brush truck.

Dry hydrants have been installed through a USDA program in/on private ponds and other natural water sources. There are 59 located throughout Jenkins County.

Mutual Aid Agreements with the following agencies:

- Millen Fire Department
- Burke County Emergency Management Agency
- Waynesboro Fire Department
- Screven County Fire Department

- Sylvania Fire Department
- Summertown Fire Department

Police Services

Jenkins County is served by the Jenkins County Sheriff's Office, which is currently located at 112 South Masonic in Millen. The Sheriff's Office consists of four full-time staff (including the Sheriff), 3 part-time deputies, and 4 jailers. The Office operates a fleet of 7 Ford Crown Victorias and averages upwards of 1,000 calls per year. The Millen Police Department employs eight full-time officers and four part-time officers, and operates seven cruisers. The police department has jurisdiction only within the city limits while the county has jurisdiction of the unincorporated county, but can also make arrests within the city.

The Jenkins County Jail currently houses inmates for the county and the City of Millen. The jail was built in 1986 and is 4,798 square feet of space which contains the office space, records area, and jail cells and service areas. The jail is funded through county tax funds.

Emergency Medical Services

Jenkins County provides emergency medical services to residents, with offices located at 1019 East Withrope Avenue. The county operates three Advanced Life Support units and provides both emergency and non-emergency ambulance transportation. There are four full-time paramedics, three full-time basic emergency management technicians, and four part-time assistants on staff. In 2002, over 400 calls were dispatched, with an average response time of four minutes.

The Jenkins County EMS has mutual-aid agreements with neighboring Burke and Screven Counties.

Public Safety Assessment

Fire protection in the unincorporated areas of Jenkins County is provided by the volunteer efforts of the Millen Fire Department. While service delivery within the city of Millen is both predictable and well planned, the same is not true for the rural county areas. Response depends upon many factors which are not controlled, nor predictable. The lack of strategic apparatus placement and insufficient manpower create a void.

Police protection is provided in the county and the city, but because of the sparse population covering the county is very difficult. It is important that the county maintains the vehicles and regularly rotates old vehicles out with new vehicles to ensure a stable, operating fleet of vehicles for the Sheriff's department.

Even with the sparsely populated county, the EMS does have the Jenkins County Hospital located in Millen to take patients. The system is set up very well and provides an adequate service to the city and county residents. The county should continue to maintain the vehicles and regularly rotate old vehicles out with new vehicles to ensure a stable, operating fleet of vehicles for EMS.

Recreational Facilities Inventory

There are two recreational parks that make up the Millen Recreation Department. Countywide, facilities include two little league baseball fields and two adult baseball fields, two tennis courts, a football field and one concrete outdoor basketball court. Of the two parks, one is not owned by the City, but is owned by Southern Railway. It is on five acres of property that the railroad company lets the City use. The second park is approximately 20 acres. Recreation is funded entirely by the City.

Magnolia Springs State Park, located 5 miles north of Millen on U.S. Hwy. 25 in north Jenkins County, is known for its crystal clear springs flowing 7 million gallons of water per day and the beautiful boardwalk which spans the cool water. The park covers over 1,700 acres of recreational and park space. During warmer months, visitors may watch for alligators, turtles and other wildlife near the springs. A free, freshwater aquarium features native species, and a 28-acre lake with accessible dock available for fishing and boating. There is also over 10-miles of hiking and biking trails, camping facilities, three playgrounds, a swimming pool, picnic areas, and many more amenities for visitors. The park also contains the Bo Ginn National Fish Hatchery and Aquarium.

The nearby Bo Ginn National Fish Hatchery and Aquarium is a 127 acre warm-water hatchery that has annually raised millions of fish for stocking and research purposes. There are 27 ponds in the hatchery that specializes in propagating species of fish that have faced a decline in population.

The Ogeechee River runs through Jenkins County and it is one of the county's largest tourist attractions. The Ogeechee is the largest continuous flowing river east of the Mississippi River. People enjoy fishing, boating, swimming, camping and other recreational activities on the Ogeechee. Several types of fish can be found there including bass, bream and catfish.

Recreational Facilities Assessment

The current recreational facilities should be sufficient for the needs of the city and county residents as long as population remains steady over the next ten years and the city continues to properly maintain the facilities.

Hospitals and other Public Health Facilities Inventory

The Joint Board of Family Practice reports that in 1996 the number of physicians in Jenkins County was 0.6% per 1,000 population. Jenkins County had 4.7 hospital beds per 1,000 population in 1998, which was greater than the statewide rate of 3.2

Jenkins County Hospital

Jenkins County Hospital is a forty-bed primary care facility affiliated with University Hospital in Augusta. The hospital is staffed with 5 MDs, 10 nurses, and 4



dentists, providing general medical and surgical care, orthopedic care and emergency services. The hospital also houses a 99-bed nursing home, 2 group homes, and the Jenkins County Health Department.

Jenkins County Health Department

The Jenkins County Health Department provides health services for residents. One full-time and seven part-time staff members coordinate and offer various health programs, including:

- *Child Health Program* - to improve the health and development of children. The program provides immunizations, health checks, lead assessments, scoliosis screening, Children's Medical Service referrals for children with handicaps, hearing/vision/dental screenings, child tracking and newborn follow-up, and infant mortality investigation and counseling.
- *The Adult Health Program* - provides premarital blood tests, treatment, counseling, immunizations and basic health and nutrition education. Vision and hearing screenings, Sickle Cell screenings, Hemoglobin checks, blood sugar checks, and urinalysis are also offered.
- *SHAPP* - is a program available for individuals with high blood pressure. The program is offered to persons referred by doctors or health care clinics. Free medication, blood pressure monitoring, and counseling are parts of this service.
- *The Women's Health Program* - strives to educate women about their bodies. In addition, the program focuses on examinations, treatment, referrals, counseling, and family planning. Patient can be screened for cervical and breast cancer. Expectant mothers are enrolled for perinatal case management.
- *The Communicable Disease Control Program* - provides HIV counseling and screening, sexually transmitted diseases screenings and treatment, and Tuberculosis screening and treatment.
- *The Environmental Health Program* - provides preventative health strategies for the community. Several major programs are: food service inspections, on-site sewage system evaluation, individual water supplies, emergency medical service evaluation, tourist accommodation evaluation, rabies control and health related complaint investigation.
- *Home Visits* - are made to Newborn infants, elderly, the handicapped, and cases of communicable diseases such as TB. Clients delinquent from clinics are also home visited as necessary.
- *School-to-Work (STW)* - initiatives, currently being implemented throughout the Job Corps community, prepares students to participate in performance-based education and job training so they can acquire real-life work skills. The integration of STW principles—school-based learning, work based learning, and

COMMUNITY FACILITIES

connecting activities—is essential for students to become gain fully employed in long-term, quality jobs.

Jenkins County Department of Family and Children Services

The Jenkins County Department of Family and Children Services is a part of DHR that investigates child abuse; finds foster homes for abused and neglected children; helps low income, out-of-work parents get back on their feet; assists with childcare costs for low income parents who are working or in job training; and provides numerous support services and innovative programs to help troubled families. The office is located at 500 Gray Street Ext. in Millen.

Jenkins County Mental Health and Substance Abuse Clinic

Mental health care is provided in many different settings, ranging from one hour of counseling or psychotherapy to partial hospitalization to intensive 24-hour care when necessary. Intermediate (partial care) and residential care programs are also common.

Hospitals and other Public Health Facilities Assessment

The rural hospital in Jenkins County serves the community well for its size. The hospital has also just recently implemented a tele-medicine branch to the hospital to better serve its clientele. The hospital and other public health facilities serve the population well and should continue to do so throughout the planning period.

Educational Facilities

The Jenkins County Board of Education operates an elementary, middle, and high school with 121 teachers and 1,794 students. Over 100 students graduated from high school in 2001.

Public School Name	Location	Grades	Total
Jenkins County Elementary School	Millen	PK-5	802
Jenkins County Middle School	Millen	6-8	442
Jenkins County High School	Millen	9-12	453
Total			1,697

Source: GA Dept. of Education (2001)

School Name	Number of Students Eligible for Free Meals	Number of Students Eligible for Reduced Price Meals	Total Number of Students Eligible for F & R	Total Student Enrollment in FTE (2004-1)	% Students Eligible for F & R
Jenkins County Middle School	280	62	342	443	77.20
Jenkins County High School	245	59	304	452	67.26
Jenkins County Elementary School	593	91	684	826	82.81
Totals:	1,118	212	1,330	1,721	77.28

Source: GA Dept. of Education (2001)

COMMUNITY FACILITIES

Table C-6: Participants in Free Meals Program in Jenkins County

School Name	Number of Students Eligible for Free Meals	Number of Students Eligible for Reduced Price Meals	Total Number of Students Eligible for F& R	Total Student Enrollment in FTE (2004-1)	% Students Eligible for F & R
Jenkins County Middle School	280	62	342	443	77.20
Jenkins County High School	245	59	304	452	67.26
Jenkins County Elementary School	593	91	684	826	82.81
Totals:	1,118	212	1,330	1,721	77.28

Educational Facilities Assessment

A twelve classroom addition to the Jenkins County High School consisting of a 3,499 sq. ft. addition to the Middle School portion and an 8,451 sq. ft. addition to the High School Portion has been completed. Other renovations completed at Jenkins County High School included: HVAC replacement, electrical, new ceilings, new windows, new doors & hardware, painting and roofing replacement. These improvements should assist the county school system to ensure capacity for any future growth and to prevent overcrowding in the classrooms.



Libraries and other Cultural Facilities Inventory

Jenkins County Memorial Library, part of the Screven-Jenkins Regional Library System, provides access and services to information and materials, educational and recreational programs, and current technology to support lifelong intellectual and cultural development. The 6,500 square-foot library employs two full-time and two part-time staff members.



The Library includes popular books, large print books, internet access, entertainment videos, genealogy room, accelerated reading books, children's award winners, videos, audio books, read-alongs (books with a companion cassette), educational compact discs, educational learning toys, magazines and local newspapers.



A unique feature of the Screven-Jenkins Regional Library System is the *bookmobile*, a mobile library that provides service to community stops, schools, day cares and retirement centers throughout Jenkins and Screven Counties. The service is provided to Monday-Friday, on a two-week rotation schedule, and includes most of the

services offered the Jenkins County Memorial Library.

The Library System also provides access to the Internet as a means of fulfilling its mission to “collect, organize and make accessible informational, educational, recreational and cultural resources” to meet the changing needs of its patrons of all ages and cultural and economic backgrounds. All members of the community should have free and equal access to the entire range of library resources, regardless of content, approach, format or amount of detail. These rights extend to all users of the public library, including minors. The Library is committed to making information available to its patrons in a variety of formats - from traditional print and audiovisual materials to the latest in electronically accessed materials. The computers offered by the Library System are intended to integrate electronic resources from information networks around the world with the Library System’s other resources and, by doing so, enable the Library System to provide information beyond the boundaries of its own collection.

Libraries and other Cultural Facilities Assessment

The library is a tremendous asset to Jenkins County and Millen. The library is relatively new and has a very good inventory of publications and up to date computers for patrons to use. The library is currently funded solely by the county. Funding may need to be diversified to ensure the library can maintain its current inventory and continue to purchase new publications and technology as time requires.

GOALS AND IMPLEMENTATION

All goals, objectives, and policies apply to Jenkins County and the City of Millen unless otherwise noted.

Transportation

Goal 1: Upgrade and expand existing transportation facilities, as needed, to accommodate future growth in the most efficient manner.

- Pave dirt roads
- Request funds from GDOT to pave high priority roads.

Goal 2: Improve the mobility of pedestrians and bicyclists throughout the county.

- Encourage sidewalks as part of new development.
- Encourage GDOT to add bike lanes and sidewalks as part of resurfacing or new construction in appropriate areas along state highways.

Water Supply and Treatment

Goal 1: Provide service to citizens in the most efficient and cost effective manner possible.

- Invest in new infrastructure as needed to ensure the continued provision of an adequate level of service.
- Replace and renovate water and sewer lines.

Goal 2: Provide water service to areas of the county currently underserved where economically feasible.

- Extend water infrastructure into the county

Goal 3: Coordinate new development with the availability of adequate water service.

- Maximize the use of existing infrastructure for water service.

Sewerage System and Wastewater Treatment

Goal 1: Provide service to citizens in the most efficient and cost effective manner possible.

- Maximize the use of existing infrastructure for sanitary sewer service.

Goal 2: Provide sewer service to areas of the County where economically feasible.

Goal 3: Consider developing monitoring and maintenance regulations for septic tank systems.

Solid Waste Management

Goal 1: Provide service to citizens in the most efficient and cost effective manner possible.

- Continue to maintain and purchase solid waste equipment needed to properly operate solid waste collection efforts.
- Continue to identify viable collection efforts and implement efficiency programs when feasible.
- Evaluate collection efforts periodically to determine if changes are needed

or if new collection mechanisms are feasible.

Goal 2: Ensure the city and county meet regulatory requirements and can continue to support and facilitate effective solid waste handling programs.

- Increase education and awareness of recycling programs and opportunities for paper and organic waste materials
- Encourage waste reduction programs.

General Government Goals

Goal 1: Provide adequate space, equipment, and technology to elected officials and staff.

Public Safety

Goal 1: Continue investing in the public safety agencies to maintain an adequate level of service.

- Continue to maintain all Fire Stations.
- Purchase and maintain fire and EMS equipment and vehicles
- Purchase law enforcement equipment for County Sheriff
- Replace law enforcement vehicles for County Sheriff.

Goal 2: Provide services to citizens in the most efficient and cost effective manner possible.

- Coordinate water and transportation infrastructure improvements with fire protection agencies to ensure that adequate fire protection can be maintained in all new developments.

Recreation Facilities

Goal 1: Provide services to citizens in the most efficient and cost effective manner possible.

- Maintain current recreational facilities.
- Consider additional recreational facilities to improve quality of life.

Hospitals and Other Public Health Facilities

Goal 1: Continue to support public and private health care providers ensuring that all of the county's needs are capably met, including all special needs communities

- Increase senior citizen services
- Create plan to meet the needs of the growing elderly population

Educational Facilities

Goal 1: Maximize the use of existing school facilities

- Pursue dual enrollment classes for the technical schools and Jenkins County High School

Libraries and Other Cultural Facilities

Goal 1: Continued support of the public library system and other cultural facilities to ensure adequate service is provided to existing and future populations.

- Continue to provide financial and human resource support to the Library to meet identified needs

Goal 2: Continue to support the preservation and enhancement of cultural facilities throughout the county.

INTRODUCTION

Land use and development patterns are the result of interaction between demographic trends, economic circumstances and social attitudes. Technological changes in areas such as transportation and construction, and the availability and cost of land, water, and energy also influence existing development patterns.

The purpose of the Land Use element is to ensure that the distribution of land uses meets the future economic, social, physical and environmental needs of Jefferson County and the municipalities. The Future Land Use map can assist local governments in making development decisions that complement long-term goals established throughout this plan and avoid the emergence of inefficient development patterns.

Since the adoption of the Joint Millen-Jenkins County Comprehensive Plan in 1994, the county has experienced relatively small growth rates. Overall, the county remains a rural area and has not experienced the suburban growth seen elsewhere in the region. This chapter links other elements of the plan to create a vision for the future of Jefferson County and the municipalities, and provide direction for managing anticipated growth.

EXISTING LAND USE

The current land use map was generated using categories from the tax assessor's database in Jenkins County and is mapped by parcel. The parcels were mapped in 2002 using 2002 aerial photography and existing tax maps with best-fit methodology. The parcels were then linked by parcel number to the tax assessor database which includes a land use category. These categories were not an exact match and all parcels were reviewed and corrected as necessary. The following land use categories are used for the current land use map:

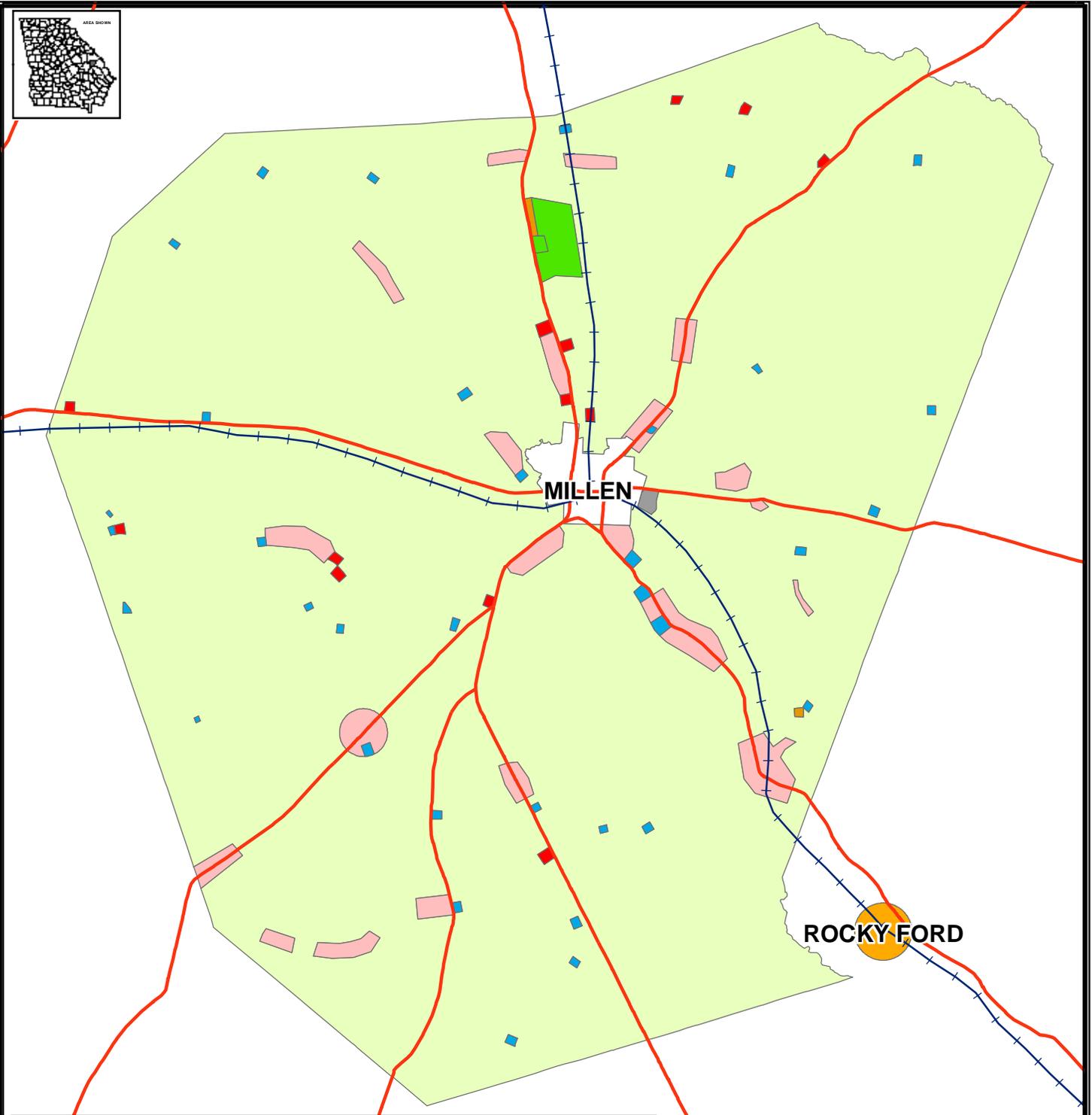
Residential. The predominant use of land within the residential category is for single-family and multi-family dwelling unit organized into general categories of net densities.

Commercial. This category is for land dedicated to non-industrial business uses, including retail sales, office, service and entertainment facilities, organized into general categories of intensities. Commercial uses may be located as a single use on one building or grouped together in a chopping center or office building.

Industrial. This category is for land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction activities, or other similar uses, organized into general categories of intensity.

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

Transportation/Communication/Utilities. This category includes such



Legend			
RAILWAYS	Agricultural/Forestry	Industrial	Park/recreation/Conservation
HIGHWAYS	Residential	INC	Transportation/Communication/Utilities
COUNTIES	Commercial	Public/Institutional	



JENKINS COUNTY, GA CURRENT LAND USE



CSRA Regional Development Center
GIS Department
3023 Riverwatch Parkway, Suite A
Augusta, GA 30907-2016
(706) 219-2900
FAX (706) 210-2006
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uses as major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, port facilities or other similar uses.

Park/Recreation/Conservation. This category is for land dedicated to active or passive recreational uses. These areas may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers or similar uses.

Agriculture. This category is for land dedicated to agriculture, farming (fields, lots, pastures, farmsteads, specialty farms, livestock production, etc.) or other similar rural uses such as pastureland not in commercial use.

Forestry. This category is for land dedicated to commercial timber or pulpwood harvesting or other similar rural uses such as woodlands not in commercial use.

Of the approximate 225,766 acres in the County, 95% are dedicated to agricultural and forestry uses. The next largest category is residential. 6,493 acres are dedicated to residential uses, this is 2.88% of the County acreage. Of the County acreage 2,430.96 acres are incorporated in the City of Millen.

Table L-1 displays current land uses in Jenkins County and Millen and provides percentage breakdowns for all current land use classifications. Maps of existing land uses illustrating the same classifications are attached.

Table L-1: 2004 Current Land Use					
		JENKINS COUNTY		MILLEN	
		ACRES	%	ACRES	%
F	Forestry	151,400.00	67.06%	200	8.23%
Ag	Agriculture	62,857.87	27.84%	553.3	22.76%
C	Commercial	502.57	0.22%	81.25	3.34%
I	Industrial	123.6	0.05%	102.6	4.22%
PI	Public/Institutional	885.04	0.39%	139.68	5.75%
R	Residential	6,492.87	2.88%	917.37	37.74%
TCU	Trans/Comm/Utility	105.91	0.05%	411.26	16.92%
PRC	Parks/Rec	967.51	0.43%	25.5	1.05%
INC	Incorporated	2,430.96	1.08%	N/A	N/A
	TOTAL	225,766.33	100.00%	2,430.96	100%

Source: Jenkins County Tax Assessor's Office; calculations by CSRA RDC

The county's predominant land use is forestry, which accounts for 67.06% of total land use. Agricultural land uses account for the second largest share of land use at 27.84%. County land use patterns have changed little since the last comprehensive plan update. In 1993, forestry, agriculture and residential accounted for approximately the same share of land use. All other land uses in the county combine to account for approximately 2.2%.

Inside the City limits, the residential category has the most acreage at 917.73 acres, which comprises 37.7% of the total land use. The agriculture category is the second largest acreage holder with 553.3 acres, or 22.76% of total land use. Forestry makes up approximately 200 acres, or 8.23% of total land use. This is a rough estimate of forestry in the city limits, since forestry acreage is determined countywide. transportation, communications, and utilities takes up 16.92% of land uses, public and institutional takes up 5.75%, while 4.22% is dedicated to industry, and 3.34% of the land is dedicated to commercial. Only 25.5 acres are dedicated to parks and recreation which is 1.2% of the developed land.

Assessment

Historical Factors

Existing land use in Jenkins County is impacted by past historical events. The incorporated cities in the county were conveniently developed along the railroad to transport cotton. As the city grew and developed, and as the transportation networks (rail and streets) were developed and improved, various land use patterns emerged. Much of the residential development initially centered on the city center. As the city grew, additional residential and business patterns began to develop. Jenkins County's existing land use map demonstrates these patterns and shows residential and business clustering around the Millen. For the most part, much of the county's residents traditionally traveled outside the county to take advantage of larger shopping and entertainment opportunities. As a result, major commercial and business development has not been focused in areas outside the existing urban centers.

Other factors have affected the existing land use in Jenkins County, and these are outlined in the information below.

Development and Location

Existing development patterns can be attributed to the rural characteristics of Jenkins County. Millen's presence in the county, as an established community, has led to the focus of new development in and around the cities, minimizing suburban type development in the rural areas.

With potential emphasis on promoting County and City as place to retire a rise in the amount of residential area will be seen. Also, as emphasis is placed on tourism tied in with Magnolia Springs State Park and the Ogeechee River, commercial areas are expected to grow. The parks and recreation category is expected to increase because of the need to meet the State's recommendations. The projected acreage increase is 530 more acres dedicated to parks and recreation. Residential development is projected to increase by 773 acres.

Strong increases in retail and service sector will increase the commercial land use from 81.25 acres to 146 acres. Residential development is expected to increase by approximately 170 acres. With these increases the undeveloped and unused land within the City limits will decrease from 310 acres to 100 acres.

Market forces, accessibility and environmental constraints are the predominant

factors governing land use within the City. However, zoning and subdivision regulations are held by the City to encourage logical development.

Infrastructure Availability

Certain types of infrastructure, such as water, sewer, and transportation influence where and how much development occurs. Their impact is as follows:

Transportation

Transportation is one of the strongest influences on land use patterns. Travel behavior and the existence of roads have a direct impact on the location of new development. Jenkins County has several state routes intersecting the rural areas and linking them with the city of Millen. Historically, development patterns in the unincorporated areas have occurred along, or within close proximity to these major road networks.

The improved efficiency of road networks has led to increased reliance on motorized travel, which is reflected in the way we develop our neighborhoods. The most prominent features of the county's subdivisions are garages, driveways, wide roads, and a lack of sidewalks. The increased mobility of the population, in general, has led to a drastic decrease in mixed-use and neighborhood commercial development and has decreased our mobility options through a forced reliance on the automobile, even for the shortest of trips.

Availability of Water and Sewer

The lack of major infrastructure networks within the unincorporated regions of the county has led to this dispersed pattern, with little opportunity for clustered development. The extension of water and sewer networks outside city boundaries has allowed commercial, industrial and residential development to occur at higher densities adjacent to the city.

The lack of water and sewer in the unincorporated areas of the county limits the economic development options outside of the infrastructure networks service areas and requires low-density single-family residential development.

The unavailability of sewer means that all new development outside of the city's service area must rely on individual septic tanks to dispose of their wastewater. The environmentally sound use of septic systems relies on the ability of the soils to naturally absorb the septic treated wastewater and on individual homeowners to properly maintain their septic systems. The increased use of septic tanks not only increases the potential for raw waste leaks into groundwater sources, but also limits the ability to reuse treated wastewater.

FUTURE LAND USE

The Future Land Use map is an important tool used in implementing the Comprehensive Plan. The map does not represent an exact pattern of development but identifies appropriate areas of opportunity for each land use category to accommodate the expected growth.

Throughout the planning horizon, real estate markets and the availability of infrastructure and services will determine the exact location and timing of development. The map is intended as a guideline for planning commissioners, staff, and elected officials to use in making development decisions. As local economics and demographics change over time, so too should the Future Land Use map. It requires periodic monitoring to ensure that development decisions are being made using the most accurate illustration of the desired future growth patterns.

To ensure that adequate land is dedicated to each land use according to future needs acreage must be projected throughout the planning period to ensure the future land use map reflects anticipated development and growth. Normally, the Per Capita Use Rate method is used. This method extrapolates the rate of population per acre for each land use and calculates the projected acreage requirements based on the estimates established in the population element. However, projected population growth is so small that using this method will yield minimal changes in acreage for the various land use classifications. Instead, the future land use map is based on local government policies and priorities.

Table L-2 displays future land uses in Jenkins County and Millen and provides percentage breakdowns for all current land use classifications. Maps illustrating future land uses using the same classifications are attached.

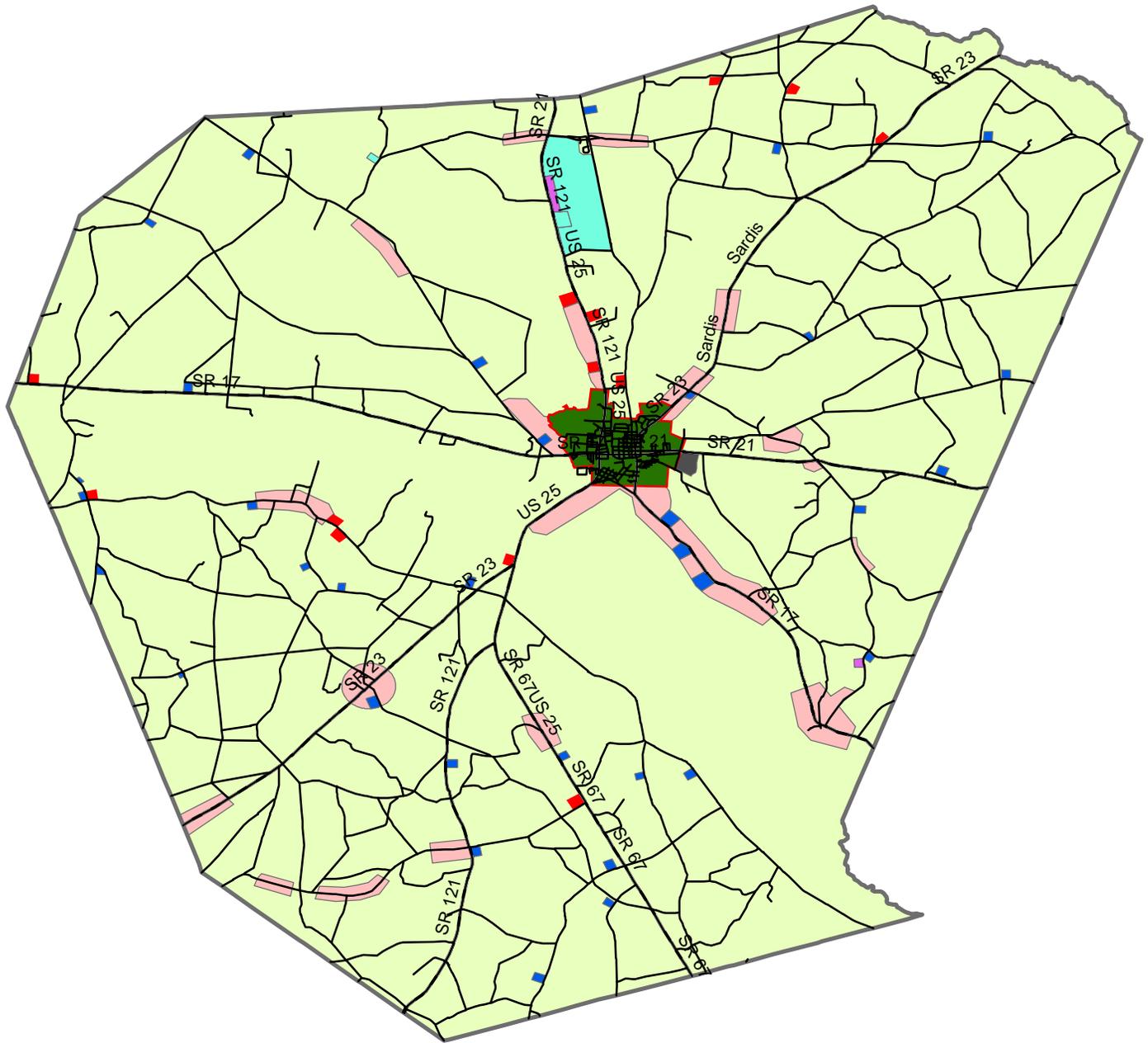
Table L-2: Future Land Use					
		JENKINS COUNTY		MILLEN	
		ACRES	%	ACRES	%
F	Forestry	151,400.00	67.06%	200	8.23%
Ag	Agriculture	62,857.87	27.84%	553.3	22.76%
C	Commercial	502.57	0.22%	81.25	3.34%
I	Industrial	123.6	0.05%	102.6	4.22%
PI	Public/Inst	863.88	0.39%	139.68	5.75%
R	Residential	7,266.05	2.88%	917.37	37.74%
TCU	Trans/Comm/Util	105.91	0.05%	411.26	16.92%
PRC	Parks/Rec	1496.64	0.43%	25.5	1.05%
INC	Incorporated	2,430.96	1.08%	N/A	N/A
	TOTAL	225,766.33	100.00%	2,430.96	100%

Source: Calculations by CSRA RDC

Jenkins County

The county has experienced very little growth over the past decade, and future forecasts project relatively slow growth patterns. Despite the slow growth forecasts the county intends to work closely with the city to preemptively manage future growth. Additionally, as the Savannah River Parkway corridor widening project is completed, the county expects growth to occur.

The main areas of the county considered adequate for growth are those areas in and around Millen. The majority of planned commercial, industrial and residential expansion is appropriate for these areas because of their proximity to the city and the



Jenkins County

Future Land Use



CSRA Regional Development Center
GIS Department
September 2004

Future Land Use		Boundary and Infrastructure	
	Agricultural/Forestry		City Boundary
	Commercial		County Boundary
	Industrial		Roads
	INC		Highways
	Public/Institutional		
	Parls/Recreation/Com Development		
	Residential		
	TCU		

community facilities and services that the city provides, as well as their access to major thoroughfares.

Jenkins County's rural character is illustrated by its abundance of natural resources. The lack of development pressures in the county has contributed to the continued presence of these resources and projected development needs can be well managed without negatively impacting any environmentally sensitive area. Refer to the Natural Resources chapter for further discussion on the location and assessment of existing natural areas. The intent of the Future Land Use map is to coordinate growth with the presence of natural resources and to minimize the impacts of development through designating appropriate areas to accommodate growth. All development within the designated areas on the map must adhere to environmental regulations to minimize all impacts on the natural resources identified in the Natural Resources Chapter.

Similarly, the county has an abundance of cultural resources. These are truly fragile resources that must be treated in the same fashion as natural features because of the local importance that they hold. Future development needs to incorporate the preservation of locally significant historic resources as identified in that element of this plan.

Jenkins County's relative isolation from major urban markets decreases outside influences on local development patterns. This is expected to change as the State completes the Savannah River Parkway, which is being developed into a four-lane highway. As commuting patterns shift and urbanized areas continue to expand Jenkins County may develop a greater attraction to urban commuters in Statesboro, Waynesboro, and Augusta, as a suburban, "bedroom," community.

The county is considering implementation of zoning as a viable method of controlling future land use. Through the zoning ordinance, the county will be able to foster land use decisions that adequately address the community's land use goals.

City of Millen

Millen represents the largest concentration of development in the county. Millen is the county seat and houses not only all of the city government offices, but also the majority of county facilities. Millen's location at the intersection of the county's major thoroughfares contributes to its being the economic center of the county. The major thoroughfare corridors intersecting Millen are designated for commercial or industrial development because of their access to the road network.

There are no readily identifiable areas suitable for future annexation; however, the extension of water service outside of the city boundary will increase development adjacent to the city. Increased commercial and residential expansion outside of the city limits requires the expansion of city infrastructure networks.

The nature of the central business district provides opportunity for alternative land use development patterns. The downtown square and central business district houses some retail and public uses and represents the city's historic district. The local government continues to revitalize and redevelop existing historic structures within the district and promotes the development of a mixed-use environment to developers. To date, there has

not been a large demand for these types of development but as economic development initiatives continue within, and surrounding the city, any type of development is encouraged.

Land use patterns are relatively established within the city and illustrate development patterns focusing economic activity along major transportation corridors and within the downtown with residential development radiating outwards from a central business district. This does not generate any significant transition between land uses.

Natural Barriers to Growth

Jenkins County is located in the Vidalia Upland category of physiographic patterns. This moderately dissected upland has a well developed dendritic stream pattern on gravelly, clayey sands. Floodplains are narrow, except along principal rivers, which have wide, bordering swamps. Relief varies from 100 feet to 500 feet.

The majority of the Sawyer-Susquehanna soil association in Jenkins County is found in areas of the County that are not threatened by development currently or throughout the planning period of twenty years. However, the southwest side of the City, near Buckhead Creek, is located near land that is vulnerable to erosion. The current land use in this area is either agricultural and forestry or unused and undeveloped. The unused/undeveloped land use designation follows the City Canal to Mason Street and lies in a flood plain. The County and the City will not need to pursue erosion control options because natural barriers to development already exist in this area.

However, to increase the efficient use of space and to insure that damaging development does not take place in this sensitive area the City and the County should consider using the existing "unused/undeveloped" land as a "greenway" park or trailway. This would enhance the canal and increase park space for the residents.

Although some areas of Jenkins County were identified as having restrictive soil types (i. e. *floodplains and steep slopes*), the local governments have no intention of imposing development restrictions. The current density and development patterns do not demand such actions and likely will not demand controls through the planning period.

Assessment

Overall, future land use changes will be relatively minor. Population projections highlight the relatively slow pace of growth in Millen and Jenkins County. Approximately 1,281.15 acres of agricultural and forestry land uses will be needed to accommodate growth in other land uses. By 2025, the combined acreage of these two land uses will decline by 0.56% to 94.34% of total land use. The largest increase in land use growth share will occur in Residential, which is projected to increase by 773.18 acres through 2025.

Commercial land use is projected to remain the same. Although the widening of the existing highway and its designation as the Fall Line Freeway (linking two major

metropolitan areas) is expected to increase traffic levels enough to justify expansion of existing commercial areas, it is not expected that commercial areas will increase due to the vacancy and under-use of current commercial properties.

Other land uses are not projected to increase through the planning period. There are no community facilities projects planned that would require additional acreage in other land uses.

Other Issues

Economic Development

An important issue in Jenkins County is the development of a local tourism industry. Jenkins County has an enormous tourism potential that has yet to be fully utilized. This will be further enhanced as the Savannah River Parkway is completed and as Georgia Highway 17 is developed into a four-lane divided highway. The abundance of natural and historic resources in the county and city is an opportunity to attract visitors from outside the county, region, and state. This potential must be closely tied with future land use patterns to ensure that future development generated from increased tourism does not negatively impact the very resources that allowed it.

Natural and Historic Resources

Natural and cultural resources account for a significant portion of Jenkins County's acreage. The need to protect these resources is paramount. As noted, the County and municipalities should attempt to encourage development away from watersheds, groundwater recharge areas, wetlands, floodplains, and primary agricultural lands. There are significant land parcels outside these environmentally sensitive areas to develop. Population and housing growth rates are not projected to be significant. Even with the county's aggressive economic policy related to manufacturing growth, there are plenty to locations in proximity to the larger municipalities that do not impact environmentally sensitive areas.

As the Natural and Historic Resources element of this plan notes, Jenkins County is ripe with historic resources and has an abundance of natural resources. Over the coming years, the implementation of the Department of Natural Resources Environmental Planning Criteria will help to preserve the natural environmental features of the county and enhance the residents' quality of life.

These initiatives must be fully adopted and regulated in order to ensure the preservation of the natural environment, particularly the Ogeechee River. This includes the preservation of historic resources. The county has a rich and illustrious history that is preserved in the abundance of historic resources throughout the county. It is important that the county and the city treat these resources as susceptible environmental areas to ensure that they are preserved for future generations to enjoy.

Community Facilities, Services and Transportation

The timing and location of facility and service expansion is a major contributor to the ability of the county and municipalities to manage growth. Intergovernmental

cooperation is a necessity in order to take full advantage of existing facilities and to help curb the unnecessary development of vacant land in the county. The ability to focus new developments into those areas that can accommodate them with the necessary infrastructure is the key to the successfully managing growth. This is more applicable to the municipalities because of their existing infrastructure networks.

Sprawling patterns of development further decrease the economic feasibility of extending public infrastructure in the county and will further increase the costs associated with providing public services. The ability to develop in a compact fashion decreases the costs associated with providing the required infrastructure and creates population clusters that are easier to service for the school system, law enforcement, fire protection, and emergency medical services.

Housing

Suburban development creates a homogeneous environment dominated by single-family residential development. The dominance of a single type of housing limits housing options and segregates populations based on socioeconomic characteristics. The stigmas attached to mobile/manufactured homes prevent their inclusion in a typical subdivision, and this is generally true of multi-family dwellings as well.

The county and cities want to promote the development of various types of housing and focus residential development in areas equipped with existing, or planned, supportive infrastructure to allow greater flexibility in the type of development that can occur. In order to meet the needs of an expanding and diversifying labor force, a range of housing types are required.

It is important that the county and cities continue to monitor their housing and demographic conditions to identify potential deficiencies in the housing market that they may be able to help adjust through regulation.

GOALS AND POLICIES

The following goals apply to Millen and Jenkins County unless otherwise noted:

Goal 1: Develop orderly and compatible land uses.

Policy 1-1: Accommodate additional residential, commercial, and industrial designated areas.

Policy 1-2: Encourage infill housing and the revitalization of older neighborhoods

Policy 1-3: Coordinate all new development with other elements in the Comprehensive Plan.

Goal 2: Minimize negative impacts associated with new development on environmentally sensitive areas.

Policy 2-1: Maintain water quality through the protection of environmentally sensitive lands.

Goal 3: Coordinate new development with public facilities.

Policy 3-1: Invest in facilities construction and expansion and services in areas designated for growth.

Policy 3-2: Base project approval decisions on the ability of the existing or planned public facilities to accommodate increased use.

INTRODUCTION

The Intergovernmental Coordination Element provides local governments an opportunity to inventory existing intergovernmental coordination mechanisms and processes with other local governments and governmental entities that can impact success implementation of the local comprehensive plan. This section also provides an assessment of the adequacy and suitability of existing coordination mechanisms to serve the current and future needs of the community, and to articulate goals and formulate a strategy for effective implementation of community policies and objectives.

Adjacent Local Governments

Relationship to the Comprehensive Plan: Jenkins County and Millen participated in and developed a joint comprehensive plan in 1994 and are continuing this tradition of cooperation in the 2004 joint comprehensive plan update. An advisory committee was established with representatives from each city council and the county commission. Public hearings were also held jointly with most city councilpersons and county commissioners in attendance.

Existing Coordination Mechanisms: Jenkins County and Millen have a formal SPLOST agreement outlining the use of tax revenues for each jurisdiction, tax appropriations for each type of project allowed under the agreement, as well as distribution breakdowns by jurisdiction and project type. The cities and county also have a formal annexation agreement outlining the process required and circumstances necessary for an annexation to occur. Other coordinated efforts include water services, cemeteries, tax collection, magistrate court, tax assessor, clerk of court and the extension service. The county commission and city councils meet informally several times a year to discuss coordination efforts.

School Boards

Relationship to the Comprehensive Plan: A representative from the school board served on the comprehensive plan advisory committee. In addition, the county chairman gave presentations at the regular school board meetings throughout the planning process in order to gain insight to the school board's various needs. The school board consults the comprehensive plan for data and direction when applying for school funding grants.

Existing Coordination Mechanisms: Jenkins County, the City of Millen, and the Jenkins County Board of Education jointly pay the operating costs of the Jenkins County library. There is also a coordinated effort between Jenkins County local governments and the school board to provide recreational opportunities. The governmental recreation departments coordinate with the school system to share athletic facilities.

Independent Special Districts

There are no independent special districts in Jenkins County and Millen.

Industrial Development Authorities

Relationship to the Comprehensive Plan: Representatives from the Development Authority, Downtown Development Authority and Chamber of Commerce served on the comprehensive plan advisory committee. The industrial development authorities refer to the comprehensive plan for data, guidance, and implementation purposes, more than any other authority within the county. As a result, the comprehensive plan is a document these organizations will use to develop future projects.

Existing Coordination Mechanisms: The Downtown Development Authority and Jenkins County Chamber of Commerce are housed in the same building and jointly employ staff. While this is an informal coordination mechanism, the staffing needs are small enough for this structure to serve both organizations.

Utility Companies

Relationship to the Comprehensive Plan: Three utility companies provide service to customers in Millen and Jenkins County. Georgia Power provides service to all jurisdictions while Jefferson Electric Membership Corporation provides service to a small portion of the unincorporated area. There are no relationships between utility companies and the comprehensive plan.

Existing Coordination Mechanisms: Although no formal process for coordinating activities is in the place, the county and city clerks within their jurisdictions have primary responsibility for coordination.

Service Delivery Strategy

The Service Delivery Strategy identifies several agreements between local governments within Jenkins County and with neighboring jurisdictions. Cooperation in carrying out these agreements is generally managed at the staff level on a day-to-day basis. They include agreements:

- Between Jenkins County and the City of Millen for the city to provide fire services to the incorporated and unincorporated areas.
- Between Millen and Jenkins County to provide housing for inmates in Jenkins County facilities.
- Between Jenkins County and the City of Millen for the county to provide public works assistance.
- Between Jenkins County and the City of Millen for rescue services.
- On an adopted joint dispute resolution process for resolving land use disputes over annexation.

Governor's Greenspace Program

Millen and Jenkins County do not qualify for Greenspace grants and therefore have not participated in the Governor's Greenspace Program.

Costal Management

Millen and Jenkins County are not located within a costal management zone.

Appalachian Regional Commission

Millen and Jenkins County are not located within the Appalachian Regional Commission.

Water Planning Districts

Millen and Jenkins County not located within a state designated water-planning district.

Transportation Requirements for Non-Attainment Areas

Millen and Jenkins County are not located within a non-attainment area.

ASSESSMENT**Land Use Conflicts at Jurisdictional Borders**

Existing coordination mechanisms are important both regionally and within jurisdictions. Jenkins County and neighboring counties do not have any land use conflicts at jurisdictional borders due to the lack of development at or near their respective boundaries. However, there are no formal mechanisms in place to ensure future conflicts can be resolved. The Savannah River Parkway, which is part of the Governor's Road Improvement Program (GRIP) to provide four-lane highway access to most Georgia communities, has the potential to alter traffic patterns given that this major highway goes through Jenkins County. One of the primary purposes of GRIP is to encourage development in the state's smaller communities. Historically, major highway projects have encouraged development in scattered areas, primarily commercial development as a response to increases in traffic, that have the potential to conflict with Jenkins County's agricultural land use patterns. The CSRA RDC currently serves as an *ad hoc* forum to resolve such issues but formal agreements among counties will be needed.

Within Jenkins County, only the City of Millen has land use regulations in place. Currently, Millen has available developable land within its jurisdiction, primarily in the outer northern edges. Projections for Millen highlight minimal population and household growth over the planning period. However, one of the economic development objectives pursued by the county and municipalities is to locate industrial development in proximity to available infrastructure. Economic development planning is therefore tied to Millen's infrastructure capacity. Since there is plenty of land in Millen and the county for residential development, there really is no potential for land use conflicts in areas adjacent to Millen's boundaries.

One existing mechanism that helps identify land use conflicts at jurisdictional borders is the review of the local comprehensive plan by the CSRA RDC. The RDC reviews all local plans within its jurisdiction for internal consistency and for any conflicts with plans of local governments within the region, plans of contiguous local governments outside the

region, and the RDC's regional plan. In the absence of a plan amendment, the RDC reviews such plans every 10-year period and the local government is under no obligation to alter its future land use map and policies to address or resolve a land use conflict with a neighboring community identified during the regional review process. This limitation becomes evident when considering that the community's economic development vision calls for significant levels of development in the context of a county policy with the potential of land use implications. An agreement to hold meetings between city councils and the county commission during the planning phase of a major development impacting jurisdictional land use should be formalized.

Lack of Information about Plans of Adjacent Communities

Because of the regular meetings and coordinated efforts of the two local governments within Jenkins County, lack of information about plans, policies or other documents relating to the communities is not an issue. However, lack of information among neighboring counties and other affected parties is obvious. The RDC is required only to provide notice of Jenkins County's joint comprehensive plan to other local governments and is not required to send copies of the plan to these jurisdictions. Furthermore, this mechanism goes into affect after the local comprehensive plan is completed and regional review hearings are optional. Combined, these elements do not allow for meaningful input into the plan contents by contiguous or potentially affected local governments. Finally, the development of a countywide Service Delivery Strategy is a powerful tool to address issues arising within a county but does not address the problem of land use conflicts between two or more counties.

These limitations point to the need for additional coordinating mechanisms to address possible future issues. Beyond the obvious land use implications outlined in the preceding section, Jenkins County has economic development objectives and policies that relate specifically to multi-jurisdictional issues. First, the county serves as the location for the East Georgia Regional Park. Furthermore, commuting patterns discussed in the economic development section highlight the regional nature of the CSRA economy. These are significant issues that require a formal intergovernmental coordination mechanism. The CSRA RDC should send copies of all planning documents, including Service Delivery Strategies, to all contiguous jurisdictions and to potentially affected jurisdictions identified by Jenkins County. Moreover, the county and municipalities should use the RDC as a vehicle to encourage multi-jurisdictional consensus on individual SDRs.

Service Provision Overlaps or Conflicts

There does not seem to be a potential for service conflict or overlap in the areas of public libraries, solid waste collection, recreation, water and sewer service, street/road maintenance and fire protection. These are generally areas that intergovernmental coordination efforts need to be focused, but the city and county seem to have the service delivery responsibilities clearly addressed. The county provides the library, solid waste collection for county residents and street and road maintenance, while the city provides solid waste collection for city residents, water and sewer for city residents, and fire protection for city and county residents. The recreation system is consolidated already. The existing mechanism of coordination is currently adequate will be adequate through the planning period.

Annexation Issues Between Cities and Counties

Jenkins County and Millen have no existing annexation agreement in place even though no annexation issues are expected. The two jurisdictions may want to consider a formal agreement to prevent any annexation disagreements in the future.

Conflicting Development Projections and Public Facility Siting

Due to existing coordination mechanisms, meetings and information sharing, there are no issues related to conflicting development projections and public facility siting. All public entities currently use consistent population projections and the siting of public facilities, particularly schools, recreation facilities and industrial parks, have been and continue to be coordinated through the combined efforts of local governments, the school board, and development authorities.

Issues Relating to Applicable State and Regional Programs

While there is no formal agreed upon process ensuring that extraterritorial water and/or sewer extensions and improvements are consistent with the land use plan and ordinances of the “receiving” jurisdiction, there are several circumstances mitigating any conflicts. Unincorporated Jenkins County would be the only potentially “receiving” jurisdiction because the county is the only jurisdiction that does not provide public water and sewer. Therefore, there is no potential conflict in offering service outside incorporated jurisdictions. Second, the comprehensive plan is a joint plan addressing current and future needs for infrastructure in each of the incorporated areas as well as the unincorporated county. Because all jurisdictions share the same comprehensive plan, there is no potential conflict for provision of services such as water and sewer that was not addressed during the planning process. Finally, each jurisdiction participated in developing future land use maps for both the county both and the unincorporated areas, and the most efficient method of providing services to areas that are intended to be developed was been identified and agreed upon during the planning process.

Jenkins County and Millen are participating in developing a joint comprehensive plan that will ensure that their plans are compatible. There is no formal process beyond this joint comprehensive planning effort to ensure compatibility between jurisdictions. However, this informal process has been successful and should continue to be so based on the minimal amount of development projected to occur throughout the planning period.

GOALS

The following goals apply to Jenkins County and Millen.

Goal 1: Consider a formal annexation agreement between the two jurisdictions.

Goal 2: Encourage, where outlined, formal intergovernmental coordination mechanism

Appendix:

City of Millen/ Jenkins County Comprehensive Plan Short Term Work Program

ELEMENT									
ECONOMIC DEVELOPMENT									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Promote new industry.	X	X	X	X	X	IDA/Chamber of Commerce	N/A	City/County/IDA/Chamber
2	Purchase tract of land for industrial park expansion	X	X	X	X	X	City/County	\$1,000,000	One Georgia/City/County
HOUSING									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Work with city on housing action plan.	X	X	X			City	N/A	City
NATURAL & CULTURAL RESOURCES									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Nominate eligible remaining historic properties to the National Register	X	X	X	X	X	City/County	N/A	City/County /HPD
2	Identify and classify scenic views and sites	X	X	X	X	X	City/County	N/A	City/County / Chamber of Commerce
3	Continually monitor natural resources for pollution	X	X	X	X	X	City/County	N/A	Grants/City/Co.
COMMUNITY FACILITIES									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Pave dirt roads	X	X	X	X	X	County	\$150,000	State/SPLOST
2	Request funds from GDOT to pave high priority roads	X	X	X	X	X	County/GDOT	\$150,000	State/SPLOST
3	Extend water infrastructure into the county where feasible.	X	X	X	X	X	County	\$200,000	Federal/State/County
4	Develop monitoring and maintenance regulations for septic tank systems.	X	X	X	X	X	County/ Health Dept. / EPD	\$5,000	County/ Health Dept. / EPD
5	Maintain and purchase solid waste equipment needed to properly operate solid waste collection efforts.	X	X	X	X	X	County	\$20,000	USDA/State/City
6	Increase education and awareness of recycling programs and opportunities for paper and organic waste materials	X	X	X	X	X	County/City/ State Recycling Coordinator	N/A	SPLOST
7	Encourage waste reduction programs.	X	X	X	X	X	County/City/ State Recycling Coordinator	N/A	SPLOST
8	Purchase and maintain fire and EMS equipment and vehicles	X	X	X	X	X	County	\$30,000/yr	CDBG
9	Purchase and replace law enforcement vehicles and equipment where necessary.	X	X	X	X	X	County	\$30,000/yr	N/A
10	Work with school system to pursue dual enrollment classes for the technical schools and Jenkins County High School	X	X	X	X	X	County / School Board / Tech School	N/A	N/A
11	Continue to provide financial and human resource support to the Library to meet identified needs	X	X	X	X	X	County	\$10,000	City/Grants/ CDBG
LAND USE									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Monitor compatible land uses.	X	X	X	X	X	County	N/A	County
INTERGOVERNMENTAL COORDINATION									
		2005	2006	2007	2008	2009	Responsibility	Cost	Fund Source
1	Consider a formal annexation agreement between the two jurisdictions.	X	X				City/County	N/A	N/A