

CITY OF MILLEN

P. O. BOX 929 MILLEN, GA 30442 (478) 982-6100

October 13, 2021

Central Savannah River Area Regional Commission
3626 Walton Way Extension
Suite 300
Augusta, Georgia, 30909

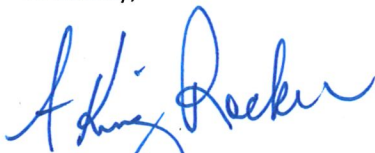
RE: Jenkins County-City of Millen Joint Comprehensive Plan 2018-2028 Amendment

The City of Millen in cooperation with Jenkins County has completed an amendment of their joint comprehensive plan to add a Broadband Services element. The City of Millen is submitting the *Jenkins County-City of Millen Joint Comprehensive Plan 2018-2028* with this letter for review by the Central Savannah River Area Regional Commission and the Georgia Department of Community Affairs (DCA).

I certify that the City of Millen has held the public hearing required by Georgia DCA and has involved the public in development of the plan in a manner appropriate to our community's dynamics and resources. Evidence of this has been included within our submittal.

If you have any questions concerning our submittal, please contact Albert King Rocker, Mayor, Millen City Council at 478-982-6100

Sincerely,



Albert King Rocker
Mayor, City of Millen

Enclosures

The City of Millen is an equal opportunity employer and provider.

Mayor

A. King Rocker

City Council

Darrel E. Clifton

Regina Coney

Ed Fuller

Robin Scott

Walter Thomas

City Manager

Jeff Brantley

JENKINS COUNTY

BOARD OF COMMISSIONERS

P.O. BOX 797 • MILLEN, GA 30442 • (478) 982-2563 • FAX: (478) 982-4750

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If you have any questions concerning our submittal, please contact Hiller Spann, Chairman, Jenkins County Board of Commissioners at 478-982-2563.

Sincerely,



Hiller Spann
Chairman, Jenkins County Board of Commissioners

Enclosures

JENKINS COUNTY ◆ CITY OF MILLEN



2018 - 2028 JOINT COMPREHENSIVE PLAN

DRAFT

JOINT COMPREHENSIVE PLAN JENKINS COUNTY AND THE CITY OF MILLEN

PREPARED FOR:

THE CHAIRMAN AND COUNTY BOARD OF COMMISSIONERS

Jenkins County, Georgia
833 East Winthrop Ave.
Millen, Georgia 30442

THE MAYOR AND CITY COUNCIL

Millen, Georgia
P.O. Box 929
Millen, Georgia 30442

Adopted: May 2018

Amended:

The Chairman of the Jenkins County Board of Commissioners, Jenkins County Commissioners, Mayor, and Council members of the City of Millen recognize the efforts and input of multiple individuals who contributed to the creation of this comprehensive plan document which will provide vital information for decision making over the course of the next decade. This blueprint, for future area development, is the culmination of multiple meetings in which area leaders came together to discuss the future of Jenkins County and the City of Millen.

County and jurisdictional staff exhibited an unwavering commitment towards the development of this comprehensive plan as they have dedicated numerous hours compiling data, providing valuable time to provide their insight into their communities, and generating sound ideas to include in this plan.

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DRAFT

CHAPTER INTRODUCTION

1



Georgia counties and cities desire economic and population growth. The ability of these jurisdictions to anticipate and accommodate changes over a period provides them the ability to survive and potentially thrive over time. Uncontrollable variables (ex. national, state, and regional economic issues, etc.) can either have a positive or negative impact on the ability of a jurisdiction to remain a viable place to reside and work.

Change is an inevitable event in most communities through political leadership and ideology, population change, and development or stagnant development, which can lead to dilapidated buildings and increasing blight. Community stabilization is a vital factor in remaining viable and encouraging quality growth. A vision which is consistent and locally generated in conjunction with an implementation plan can ignite economic opportunities and encourage social cohesiveness in any given jurisdiction.

The elected officials and city and county leaders of the City of Millen and Jenkins County recognize the importance of a comprehensive planning process which is coordinated between the county and city that addresses the needs and opportunities each jurisdiction has regarding development, housing, vitality, and the maintaining of character which makes Jenkins County and Millen unique. This comprehensive plan document presents these issues and agreed upon solutions.

The Jenkins County - City of Millen Joint Comprehensive Plan is the official guiding document for Jenkins County and the City of Millen and serves to:

- *OUTLINE A DESIRED FUTURE*
- *PROVIDE A GUIDE FOR HOW TO ACHIEVE THAT FUTURE*
- *FORMULATE A COORDINATED LONG-TERM PLAN*

The comprehensive plan also seeks to capitalize on opportunities in the areas of economic development, pedestrian facilities, and cultural and natural resources. This is accomplished by providing guidance regarding:

- *LAND DEVELOPMENT*
- *ATTRACTION AND RETENTION OF JOBS*
- *IMPROVEMENTS TO AMENITIES*
- *EFFICIENT PROVISION OF PUBLIC SERVICE*

In conjunction with the Jenkins County Service Delivery Strategy (see page 1-4), this document is a resource to provide a roadmap for each jurisdiction. Appointed and elected officials should use this resource as they deliberate land development issues and help their respective residents understand the benefits of the policy.

IN CONTEXT

JENKINS COUNTY AND THE CITY OF MILLEN

Jenkins County was created by an act of the Georgia Assembly on August 17, 1905, making it the 140th county formed in the State of Georgia. The county was formed from parts of Bulloch, Burke, Emanuel, and Screven Counties. Jenkins County was named after Charles J. Jenkins, the 44th Governor of the State of Georgia.

The City of Millen was founded prior to the creation of Jenkins County. It was originally a settlement named “79” which was the approximate distance to Savannah, Georgia from the settlement. Railroad expansion between 1840 and 1850



Charles J. Jenkins
Photo: Georgia Encyclopedia

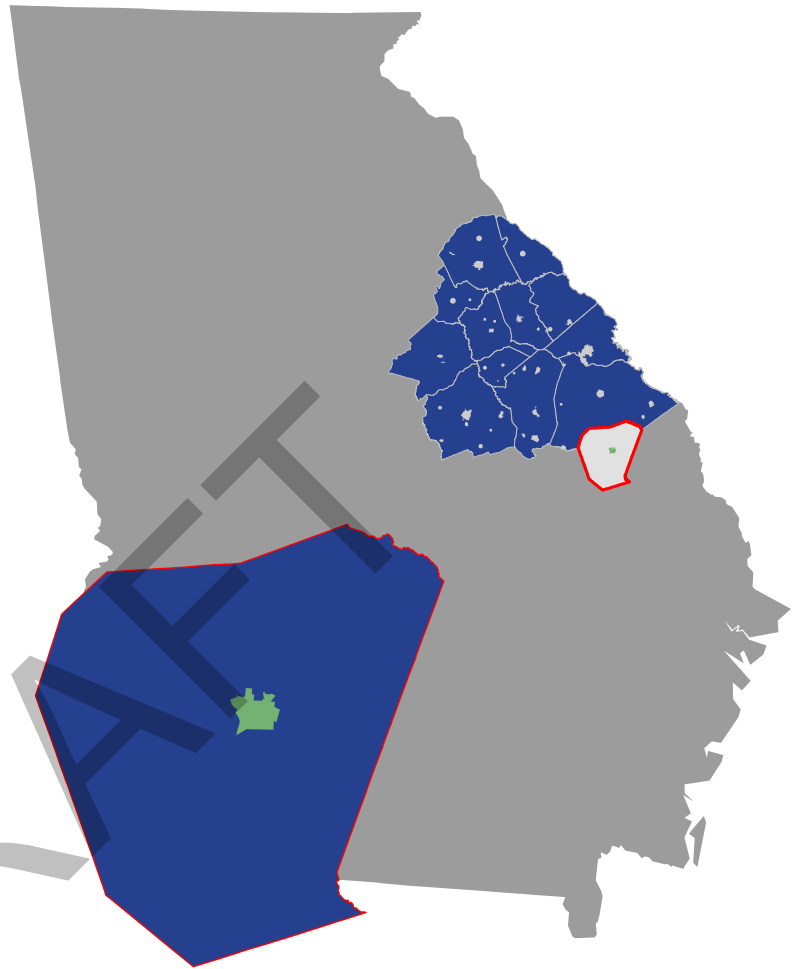
allowed the area to flourish, and eventually the settlement was named Miller’s Junction after Mr. McPherson B. Millen, former Superintendent of the Central Georgia Railroad.

The Civil War played an important role in the development of the area as a Confederate prison for Union soldiers was placed at Fort Lawton (Magnolia Springs State Park) near Miller’s Junction due to proximity to fresh water and the railroad network. This Fort was decommissioned due to Sherman’s campaign known as the “March to the Sea.”

Railroad expansion into Jenkins County spurred growth. As a result of this growth, the junction point grew into an active hub which would eventually become the City of Millen. The Savannah to Macon rail-line implemented the area’s first growth boom as residential and commercial growth became rampant in the area.

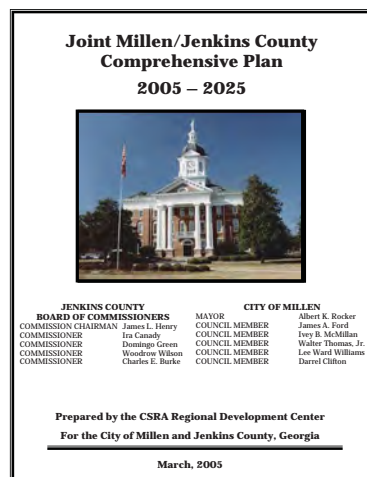
The great depression of the 1930’s and both world wars had a negative effect on Jenkins County and the City of Millen as economic cutbacks and railroad rationing forced Jenkins County to begin competing with other regional centers in Georgia. The 1940’s saw a decline in population of 17 percent, and unfortunately this trend of population loss continued until the 1970’s. By this time the county lost a total of 41 percent of its population.

Jenkins County and the City of Millen have, through recent times, seen economic up swings and downturns. The most recent economic recession hindered industry in Jenkins County and Millen as industries that provided numerous jobs to residents were lost. The county and city have been working successfully to bring new employment opportunities to the area.



PRIOR PLANS IN CONTEXT

A comprehensive plan is a dynamic document which should be altered as community conditions change. Updates of these documents are required to ensure community needs are met. Prior versions of the Jenkins County-Millen Comprehensive Plan have diminished in relevance as implementation recommendations have been completed or, due to the passage of time, have been found to be no longer a community priority. This allows the new plan to address relative community changes since the prior plan was adopted.

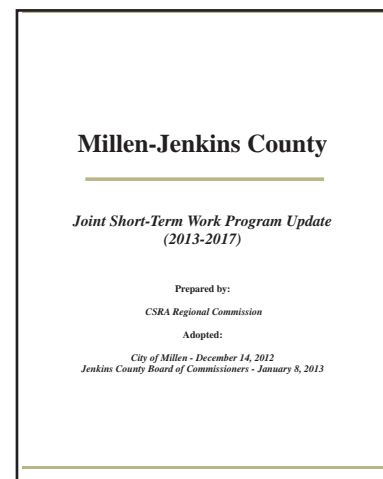
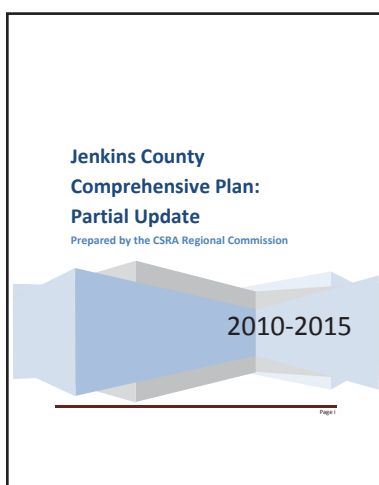


The Joint Millen/Jenkins County Comprehensive Plan 2005 - 2025 was completed by the Central Savannah River Area Regional Development Center and adopted in March 2005. The format of the document was consistent with the standards established by the Georgia Department of Community Affairs (DCA) prior to 2005. This document outlined county and municipal conditions of significance to each community and created goals with regards to economic development, natural and cultural resources, land uses, housing, and community facilities. The comprehensive plan was to be used by community leaders to make coordinated decisions regarding public expenditures and land uses.

The Jenkins County Comprehensive Plan: Partial Update 2010-2015 was produced in 2010 by the Central Savannah River Area Regional Commission (formally the Central Savannah River Area Regional Development Center). This document was prepared in response to changes to Georgia DCA requirements which included a Quality Community Objectives Assessment and Analysis of Areas Requiring Special Attention in conjunction with identifying new issues and opportunities and an updated plan implementation program. These two documents served as the initial reference point for the Jenkins County - City of Millen Joint Comprehensive Plan, which will supersede all prior plans once adopted by each individual community.

The Millen-Jenkins County Joint Short Term Work Program 2013-

2017 provided each jurisdiction with an opportunity to review their comprehensive plan work program. Once reviewed, work program projects were changed in order to meet the current needs of the local jurisdiction.



Moving Forward: Urban Redevelopment Plan - Millen, Georgia was initiated by the City of Millen in order to provide information and guidance for areas within the city in need of assistance. The Millen Urban Redevelopment Plan is a catalyst for the renewal and reinvigoration of multiple areas which includes valuable data and steps to move forward to address needs in targeted areas.

SERVICE DELIVERY STRATEGY

The state of Georgia's "Service Delivery Strategy Act" (O.C.G.A 36-70) was adopted in 1997 by the Georgia General Assembly. It required all Georgia counties and incorporated municipalities to adopt a joint "service delivery strategy" document by July 1, 1990.

The service delivery strategy document is an action plan supported by appropriate ordinances and intergovernmental agreements, for providing local government services and resolving land use conflicts within a county.

The purpose of this Act - and the service delivery strategy document - is for local governments to examine public services, identify overlaps or gaps in service provisions, and develop a better approach to allocating the delivery and funding of these services among local governments and other authorities within each county.

The Jenkins County joint service delivery strategy document has been reviewed and updated in coordination with this comprehensive planning effort. **Figure 1.2** illustrates the components and criteria that must be addressed by all local service delivery strategy documents and reviews.

Figure 1.2 Georgia Department of Community Affairs Requirements for Service Delivery Strategy Documents

An identification of all services provided in the county by all cities, counties and authorities.

An assignment of which local government will be responsible for providing which service in what area of the county.

A description of how all services will be funded

An identification of intergovernmental contracts, ordinances, resolutions, etc., to be used in implementing the Strategy, including existing contracts.

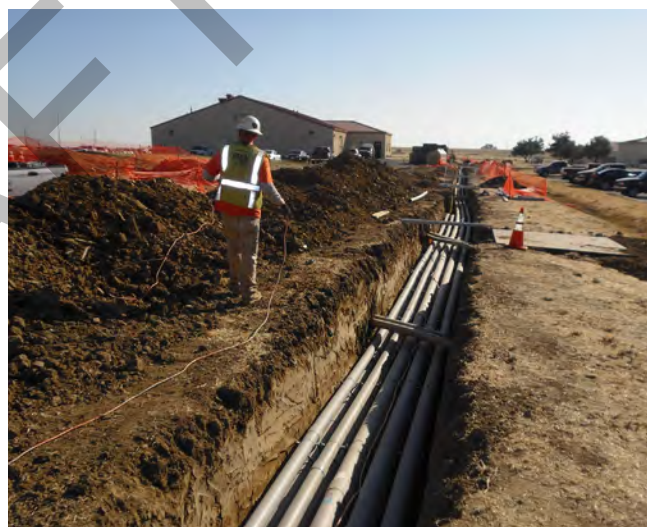
The Service Delivery Strategy should provide for the elimination of duplication of services, or and explanation for its existence.

Jurisdictions charging water and sewer rate differentials to customers outside their boundaries must be able to justify such differentials.

Services provided primarily for unincorporated areas must be funded by revenues derived exclusively from unincorporated areas.

Conflicts in land use plans within a county, between the county and its cities must be eliminated.

A process must be agreed upon for resolving land use classification disputes between a county and city over property to be annexed.



COMPREHENSIVE PLAN DOCUMENT

The CSRA Regional Commission was selected by Jenkins County and the City of Millen as the organization to produce the Comprehensive Plan document for both the jurisdictions. This comprehensive plan document has been prepared to meet or exceed the minimum requirements of the Georgia Department of Community Affairs' 2014 Minimum Standards and procedures for Local Comprehensive Planning effective March 2014

The Jenkins County / City of Millen Joint Comprehensive Plan includes the following state required and elective components"

- *Community Goals*
- *Needs and Opportunities*
- *Community Work Program*
- *Community Involvement Overview*
- *Economic Development Element*
- *Land Use Element*
- *Housing Element*
- *Natural and Cultural Resources Element*
- *Community Facilities Element*
- *Broadband Service Element*

All of the state required comprehensive planning components and additional elements which are listed are distributed throughout the document in different sections Figure 1.3 illustrates the location of each component in the comprehensive plan in relation to the structure of the document.

Figure 1.3 Plan Components located within the Jenkins County and the City of Millen Comprehensive Plan

Community Goals	Community Participation
Needs and Opportunities	Community Participation
Community Work Plan	Plan Elements - Work Programs are separated into each individual element and are accompanied by the previous plan's Report of Accomplishments
Community Involvement Overview	Community Participation
Economic Development	Plan Elements
Land Use	Plan Elements
Cultural and Natural Resources	Plan Elements
Community Facilities	Plan Elements
Housing	Plan Elements
Broadband Services	Plan Element



COMMUNITY SNAPSHOT

JENKINS COUNTY AND THE CITY OF MILLEN

	Jenkins County	City of Millen
Population (2010 Census)	8,340	3,120
Total Number of Residential Units (2010 Census)	4,221	3,036
Median Home Value (2011-2015 ACS)	\$54,700	\$34,200
Total Number of Households (2011-2015 ACS)	3,495	3,036
Median Household Income (2011-2015 ACS)	\$24,604	
Percent of population over 16 in workforce (2011-2015 ACS)	49 %	
National Register Properties	3	3



CHAPTER COMMUNITY PARTICIPATION

2

A comprehensive plan should be composed to reflect the shared vision, goals and objectives for all communities involved in the process. The Georgia Department of Community Affairs requires the planning process for comprehensive plan to follow a set of minimum procedures to ensure that the public has the opportunity to provide input and review the comprehensive plan document as it is created. **Figure 2.1** (Page 2.2) provides a list of the required procedures and provides a brief description of each.

This chapter of the Jenkins County - City of Millen Comprehensive Plan will provide the following:

- A list of members on the Stakeholder Committee
- The Public Involvement Process
- Summary of the S.W.O.T. analysis
- Needs and Opportunities
- Community Goals



STAKEHOLDER INVOLVEMENT

A committee of stakeholders was created and was comprised of community leaders from a cross-section of the county. The primary purpose of this committee was assuring that CSRA-RC staff reflect the aforementioned shared vision, goals, and objectives of the community.

Members of the Stakeholder Committee for this comprehensive plan included:

- *Jerry Henry, Chairman, Jenkins County Board of Commissioners*
- *King Rucker, Mayor, City of Millen*
- *Grady Saxon, County Administrator, Jenkins County*
- *Jeff Brantley, City Administrator, City of Millen*
- *Mandy Underwood, Executive Director, Jenkins County Development Authority*
- *Darrel Clifton, City Council, City of Millen*
- *Pamela Dwight, County Commissioner, Jenkins County*

The Stakeholder Committee met several times during the comprehensive planning process to facilitate discussions and participate in group exercises to define the needs and establish goals of both jurisdictions and create a work program of activities for both the county and city.

Meeting Dates for Stakeholder Committee

- *March 29, 2017*
- *June 27, 2017*
- *October 4, 2017*
- *November 16, 2017*

One of the key activities the stakeholders were asked to participate in was an analysis of the strength, weaknesses, opportunities, and threats each jurisdiction felt were prominent. This S.W.O.T analysis in combination with data provided by regional commission staff provided an information needed in the crafting of the needs and opportunities, and long term goals for both Jenkins County and the City of Millen.

Consistent public input is a necessary component for the creation and completion of this comprehensive plan document. One significant part of the process is forming a stakeholder committee of community members. This group is critical to the plan creation and informs the decision-making process.

Figure 2.1: Planning Process for the Jenkins-Millen Comprehensive Plan

A. First Required Public Hearing	Brief public on the process and provide opportunities to participate
B. Plan Development	Must include opportunity for involvement from stakeholders and community members
C. Second Public Hearing	Once plan is drafted must be made available for public review
D. Submit for Review	Upon completion must submit to Regional Commission for review
E. Notification of Interested Parties	The RC will notify all interested parties of the availability of the plan for review and comment
F. Regional Commission Review	RC will review the plan for potential conflicts
G. DCA Review	DCA will review for compliance with their "Rules"
H. Report of Findings	A report of findings and recommendations must be transmitted within 40 days after submittal.
I. Plan Revisions	If plan is not in compliance revisions may be made to the plan to meet requirements
J. Adoption of Plan	Once the plan is found in compliance, the plan can be adopted within a certain time frame.
K. Notification of Local Adoption	RC must be notified of adoption within 7 days and forward to DCA in another 7 days
L. Qualified Local Government Certification	DCA will notify communities their QLGC has been extended.
M. Public Notice	Publication of plan adoption must occur and citizenry informed of the availability of plan.

STAKEHOLDER INVOLVEMENT

Stakeholders participated in several activities and facilitated discussions to define the needs, goals, and community work program projects. The foundation of moving forward with the aforementioned items was an understanding of the current position of both the county and city. The creation of a S.W.O.T (Strengths, Weaknesses, Opportunities, and Threats) analysis for both Jenkins County and the City of Millen provided a foundation for the steering committee to move forward in this planning process. Combined with information provided by CSRA Regional Commission staff, the S.W.O.T. analysis provided support for establishing long-term goals. Figure 2.2 summarizes the activity.

Figure 2.2: Strengths / Weaknesses / Opportunities / Threats Summary

JENKINS COUNTY	JENKINS & MILLEN	MILLEN
STRENGTHS <ul style="list-style-type: none"> • State Park • Proximity to Savannah • Solar Farm (Diversification of Tax Base) • Law Enforcement Presence • New County Jail • New Employment Opportunities 	<ul style="list-style-type: none"> • Close Niche Community • Railroad Companies • Four Lane Highway • Resilient • Partnership with Southeast Technical College • Hospital • Prove ability to cooperate with businesses • Commitment to community 	<ul style="list-style-type: none"> • Ogeechee River Recreation • Proximity to Statesboro and Savannah • Manufacturing Expansion • Extension of Water and Sewer lines • Infrastructure Capacity
WEAKNESSES <ul style="list-style-type: none"> • Blight • No Zoning • Marketing (through web and portable applications) 	<ul style="list-style-type: none"> • Housing • Lack of Jobs • Lack of Motivation • Infrastructure • Lack of Business Development • New Building Inspection • Night Time Restaurant 	<ul style="list-style-type: none"> • Blight • Zoning • Downtown Vacancies
OPPORTUNITIES <ul style="list-style-type: none"> • Ogeechee River • Jockey Building • Airport 	<ul style="list-style-type: none"> • M Building • Southeastern Technical College • State Park • Resilient Businesses • Location between Augusta & Savannah • Cooperation for Economic Development 	<ul style="list-style-type: none"> • Downtown Vacancies • Urban Redevelopment Plan • Highway 25 Development
THREATS	<ul style="list-style-type: none"> • Departure of Educated Young Adults • Lack of Competition for local business • Lack of Businesses • Lack of Family Values • Disciplinary Problems • Income leaves the City and County (Sales tax revenue) • Business Growth Opportunities 	<ul style="list-style-type: none"> • No Entertainment

NEEDS AND OPPORTUNITIES

ECONOMIC DEVELOPMENT

	NEEDS	OPPORTUNITIES
Jenkins County	Inability to capitalize on resources and assets present in the county	Potential to train tour guides for opportunities for tours within Jenkins County for historic and cultural tours
	Unskilled labor force	Job training program
	Limited incentives to attract businesses and industries	Airport (Master's Week Traffic)
	Belief that some residents are not interested in working	
City of Millen	Industrial / Manufacturing jobs to replace jobs lost	Location of Millen in Relation to Fort Gordon and Cyber Command
	Increase number of occupied store fronts in downtown	Traffic from Port of Savannah
	Disconnect U.S. Highway 25 and City Center Millen	Cotton Avenue (Structures and Location)

HOUSING

Jenkins County	Lack of multi-family rental housing	Reducing utility cost by fostering green technology
	Lack of single family housing stock	Incentives for developer to increase "quality" housing stock
City of Millen	Lack of multi-family rental housing	Apartment complex which meets certain design standards
	Lack of single family housing stock	Design guide for potential development

LAND USE

Jenkins County	County zoning or land use regulations are not in place	Create a zoning ordinance based on a model from similarly sized area
City of Millen	Increase land zoned for residential housing	Increase amount of land zoned for industrial development

NEEDS AND OPPORTUNITIES

COMMUNITY FACILITIES

	NEEDS	OPPORTUNITIES
Jenkins County	County-wide fiber optics	Promotion of Scenic - By Ways
City of Millen	Pal Theater	Activity center on Cotton Avenue
	Activities are limited within the city	
	Need facilities which can be rented for parties, etc.	
	Need parks which will be viewed as regional destinations	

NATURAL AND CULTURAL RESOURCES

Jenkins County	Not Capitalizing on resources assets	Promote fishing as recreational / competitive sport
	Trails to Magnolia Spring from city to encourage activity	Magnolia Springs State Park
	Vegetation has over run Magnolia Springs and hindered activities.	Publicize the Ogeechee River for something other than fishing
		Encourage possible kayak course
		Reduce fees for regular visitors / annual pass to Magnolia Springs to encourage activity
City of Millen	Historic Properties	Historic Properties that are unable to be maintained
		Sherman's March / Civil War Heritage Trail

BROADBAND SERVICES

Jenkins County	Seek opportunities to make broadband more affordable and/or more widely available to Jenkins County residents.	Actively seek opportunities to utilize available broadband infrastructure to support workforce development, and to promote local economic development.
City of Millen	Seek opportunities to make broadband more affordable and/or more widely available to Jenkins County residents.	Actively seek opportunities to utilize available broadband infrastructure to support workforce development, and to promote local economic development.

COMMUNITY GOALS

Concurrent with, and following, completion of the 2018 Comprehensive Plan final list of needs and opportunities, stakeholders and other planning participants have identified the shared planning goals of Jenkins County and the City of Millen. The “Community Goals” component of the Community Agenda document includes the following elements:

List of Goals: Broad statements of understanding and intent regarding the long-term growth and development of both jurisdictions. In addition to the Needs and Opportunities the Georgia Department of Community Affairs “Quality Community Objectives” were reviewed in order to create topic centered goals in order to guide the implementation strategies contained in the work program.

Policies and Objectives: During the planning process participating stakeholders suggested that there existed potential implementation strategies which could be initiated to address future needs and opportunities, but for which immediate commitment in this document (via the Work Program) was unfeasible. Such strategies may be contingent on other actions, may not have an identified resource for implementation, may not be anticipated as envisioned in this document, etc. Ultimately, such “potential” work program items were still determined to be worthy enough to be documented as shared policies, or as potential action steps, and are therefore represented herein as policy statements or other miscellaneous objectives.

When the opportunity presents itself, potential actions derived from the policy and objective statements contained in this section of the 2018 Comprehensive Plan may be incorporated as amendments into the Community Work Program at a future date.

DRAFT



COMMUNITY GOALS

Goal: Identify and access resources in order to facilitate and complement efforts to promote land uses and development patterns in both Jenkins County and the City of Millen

- Jenkins County and the City of Millen will continue to seek access to financial and other resources as they become available and opportunities allow in order to promote and implement the development of character area development patterns proposed in this comprehensive plan

Goal: Provide for the delivery of public services to the residents of Jenkins County and the City of Millen in a more uniform and efficient manner.

-Jenkins County and the City of Millen will continue to improve its internet capacity to the extent of having fiber optic internet service available to the entire city and majority of the county.

-The City of Millen will continue to work to improve water and sewerage services to its residents and provide capacity for potential new occupants in the industrial park.

Goal: Revitalize areas within the City of Millen to improve the "Quality of Life" for neighborhood residents

-The City of Millen will continue to work with the Jenkins County Development Authority to develop targeted areas for new housing and commercial improvements

Goal: Increase access to high-speed Internet throughout the county for residents, businesses, and institutions of various sizes.

-Facilitate the ease of ISPs providing service through ordinance(s).

CHAPTER PLAN ELEMENTS

3



This Chapter of the comprehensive plan focuses on individual required and optional elements. This Plan includes the following elements:

- Economic Development
- Housing
- Natural and Cultural Resources
- Land Use
- Community Facilities

Individual elements include general information and data, the Report of Accomplishment from the previous Jenkins County Comprehensive Plan Update and the Work Program.

REPORT OF ACCOMPLISHMENTS

As part of the report, a list of activities from the prior 2010-2015 work program is included and assigned the following identifiers to acknowledge the status of each activity as:

- Completed: the listed activity has been concluded
- Underway: the listed activity has started and is continuing
- Postponed: the listed activity has not been started or halted for some reason
- Not Accomplished: the listed activity has not moved forward

The Community Work Program component establishes priority activities which the county and/or other vested or partnering agencies will undertake over the next five (5) years. It is the key implementation tool for addressing the needs and opportunities identified during this planning process.

Although designed by local planning participants to guide community building activities prioritized from the “bottom-up,” the Community Work Program is structured to adhere to DCA minimum state comprehensive planning standards. Consistent with state rules, the 2016 Comprehensive Plan’s Community Work Program includes the following information:

- Description of each activity
- Timeframe for undertaking the activity
- Responsible party for implementing the activity
- Estimated Cost (if any) of implementing the activity
- Funding Source(s)

DRAFT

PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

The economies of Jenkins County and Millen are intertwined and contain multiple components which contribute to the economic health of both jurisdictions. The goal of both jurisdictions is to garner more economic activity. The following is an analysis of economic indicators that will provide insight into current conditions within Jenkins County and the City of Millen. Elected and appointed leaders of both jurisdictions should use this data when making policy decisions in order to achieve economic goals.

This section of the Plan Elements chapter provides data regarding trends and issues specific to the economic development. The following information will be presented:

- *Employment Rates*
- *Employment by Industry*
- *Income*
- *Commuting Patterns*

This section will also present the Reports of Accomplishment and current items for the work program for Economic Development for both Jenkins County and the City of Millen



PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

Employment Rates

Jenkins County and the City of Millen have experienced difficult economic times over the last several years due to a faltering economy and the closure of several employment centers within the city and county. Over the last 10 years unemployment rate for the United States of America peaked at 10 percent in October of 2009. This unemployment rate has seen a decline since, reaching a low of 4.2 percent in September of 2017 according to the U.S. Bureau of Labor and Statistics. The trends in the national employment and unemployment rates have been seen at the local level.

Tables 3.1 - 3.3 illustrate both employment and unemployment levels for Jenkins County and the City of Millen from the 2000 Census and the 2008-2012 American Community Survey (ACS). Data for the State of Georgia is included in order to provide a point of reference.

Jenkins County experienced a loss of 313 employed residents between the two referenced time periods. The number of unemployed residents increased by 98 between the 2000 Census and 08-12 ACS. The loss of manufacturing and industrial jobs in Millen and Jenkins County may have been the leading cause of residents leaving to seek employment in different jurisdictions.

The City of Millen experienced a decrease in both the employment and unemployment rate between the 2000 Census and 08-12 ACS. During this time period, the number of employed residents dropped by 150 and unemployed individuals was reduced by 167. The reduction in both categories once again leads to the concept of residents leaving the jurisdiction to seek employment in other areas.

Jenkins County and the City of Millen have lower employment rates and higher unemployment rates in comparison to the State of Georgia as a whole.

It is important to note that the City of Millen has decreased unemployment to a rate which is only .15 percent higher than the state rate in the 08-12 ACS. This is important as the city and county work together to continue to attract businesses to their industrial areas which continues to provide services and infrastructure to facilitate manufacturing.

FIGURE 3.1 - JENKINS COUNTY EMPLOYMENT

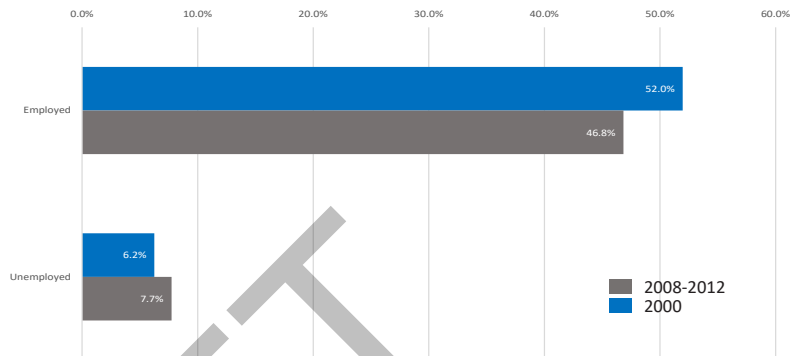


FIGURE 3.2 - CITY OF MILLEN EMPLOYMENT

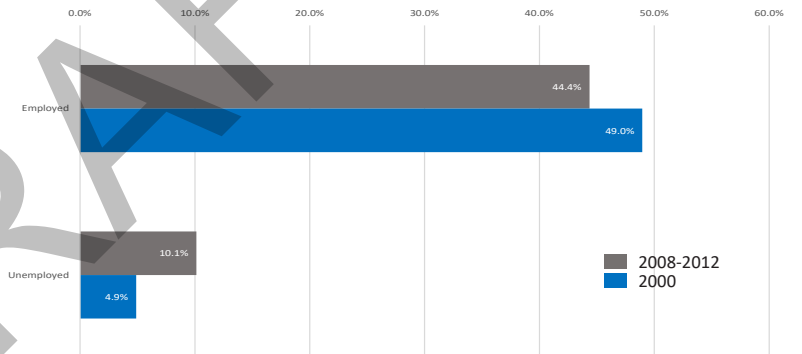
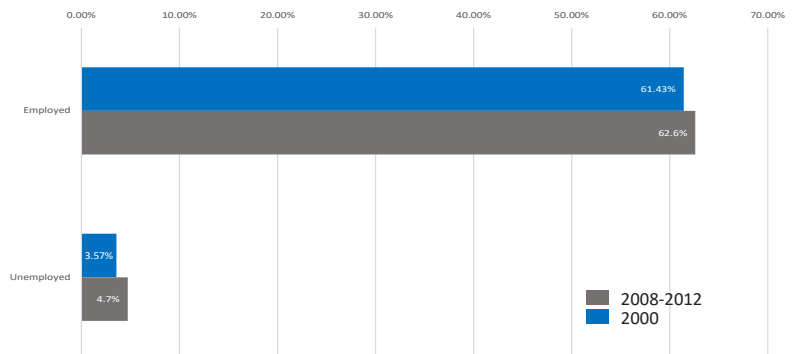


FIGURE 3.3 - STATE OF GEORGIA EMPLOYMENT



PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

Employment by Industry

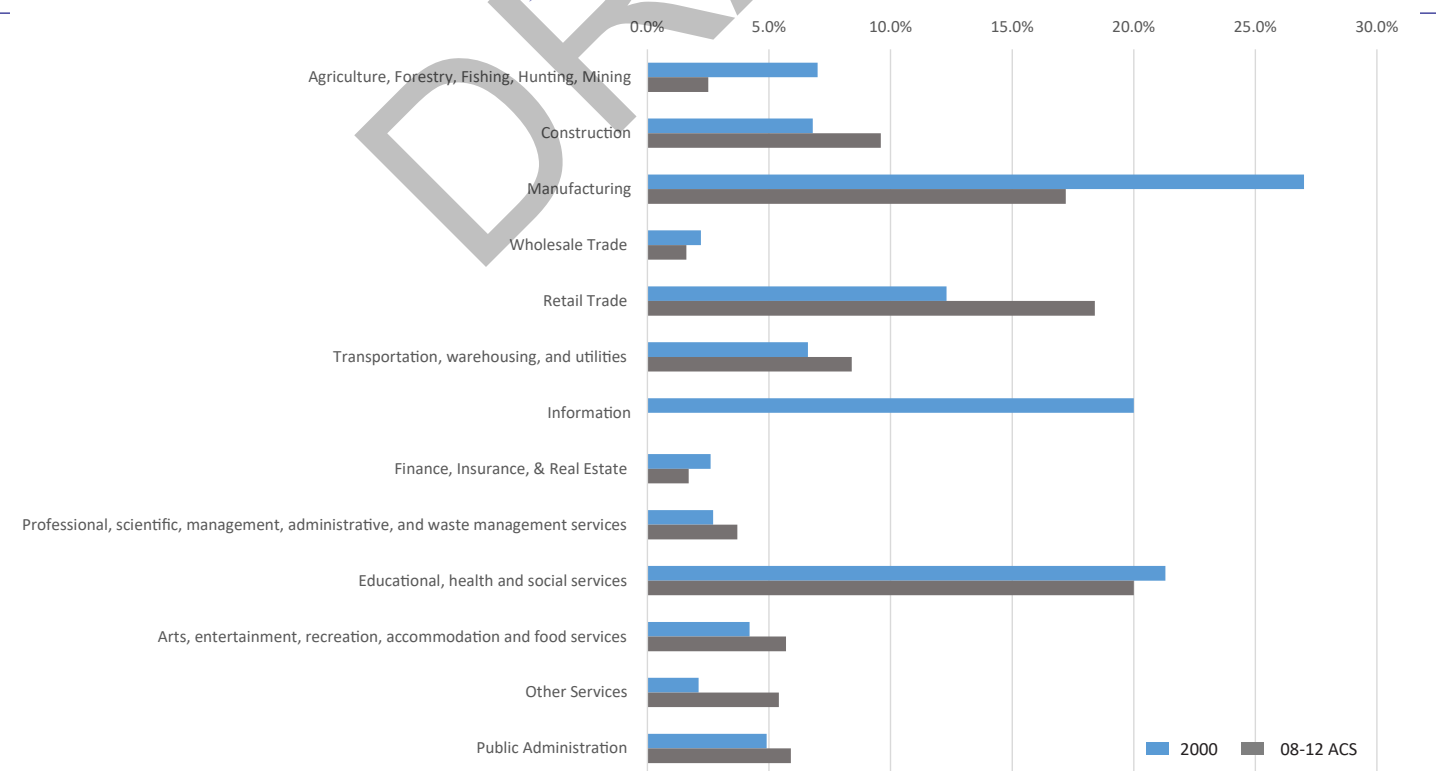
The review of specific economic indicators provides information essential to assist both Jenkins County and the City of Millen identify and achieve economic goals. Discussions with stakeholders reveal a desire to continue to attract manufacturing and industry to the area in order to replace jobs lost in these industries lost during the economic downturn of prior years as a combined community goal. The U.S. Census Bureau provides data on employment by sector. The following analysis provides a information on which sectors of employment have change the most between 2000 Census data and 2008-2010 American Community Survey (ACS).

Figure 3.4 illustrates employment by sector from both the 2000 and 08-12 ACS for Jenkins County. The largest employment sectors within Jenkins County in the year 2000 were the manufacturing sector (899 employees), Education-Health-Social Services (709 employees), and the Retail Trade sector (409 employees). These three sectors represented 60 percent of all employment in Jenkins County. Of note the information sector lost all employees during this time period.

A total of 713 employees were lost in Jenkins County between the 2000 Census and the 08-12 ACS. This number was offset by a gain of 400 jobs in multiple sectors however, the net loss of employees in Jenkins County equates to a total of 313. The manufacturing sector lost over 300 of its employees and the Education-Health-Social Services sector lost 107 employees. Other sectors affected by loss of employees include: Agriculture, Forestry, Fishing, Hunting, Mining; Wholesale Trade; Information; Finance, Insurance, and Real Estate; Education, and Health, and Social Services.

Figure 3.5 (page next) represents the employment by sector for the City of Millen for the same time period as Jenkins County above. There were a total of 1,183 employees in Millen, according to the 2000 Census. This number was reduced to 1,033 within the 08-12 ACS. The largest employment sectors within the city include manufacturing, retail trade, education, health and human services which combined employed a total of 723 people (61 percent of total employees).

FIGURE 3.4 - JENKINS COUNTY EMPLOYMENT BY SECTOR



PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

FIGURE 3.5 - CITY OF MILLEN EMPLOYMENT BY SECTOR



The city of Millen did not suffer the same level of job loss as Jenkins County did when data from the 2000 Census and 08-12 ACS are compared. The data indicates there was a net loss of 150 employees spread over 8 sectors within the community. The agriculture, forestry, fishing, hunting, mining; manufacturing; and educational, health and social services sectors combine lost a total 155 employees. In contrast, 4 sectors combined to create a total of 99 new jobs during this period of time. These sectors include construction; arts, entertainment, recreation, accommodation and food services; other services; and public administration.

Average Annual Income

A second economic indicator which provides a greater understanding of these jurisdictions is the average annual income. Figure 3.6 is an annual snapshot of the average annual income for Jenkins County and for the purposes of comparison, the State of Georgia based on data obtained from the United States Bureau of Labor and Statistics. The average annual income for Jenkins County is nearly \$50,000 less when compared to the State of Georgia.

The average annual income for the State of Georgia decreased over the 8 years of the data studies. There was a drop of 113 dollars during this time period. In contrast, the average annual salary for a resident of Jenkins County rose by \$4,144 during this time period. This is a significant increase to the base salary of residents and an upwards trend that should continue.

Employment by Location

The majority of Jenkins County's labor force is employed within the county as Figure 3.7 (page 3.7) illustrates that 65 percent of the labor force are residents of Jenkins County. A total of 34 percent of resident labor force works outside the county and only 1 percent of the resident labor force works outside of the state.

This information indicates that the majority of Jenkins County residents are willing to both live and work within the county. The willingness of a majority of resident labor force members to do this provides a foundation for other sector employment such as food services and retail sales.

PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

FIGURE 3.6 - JENKINS COUNTY AVERAGE ANNUAL INCOME



FIGURE 3.7 - JENKINS COUNTY EMPLOYMENT BY LOCATION

	Jenkins County
Total in Labor Force	3,268
Worked in State of Residence	3,238
Worked in County of Residence	2,124
Worked outside County of Residence	1,114
Worked outside State of Residence	30

PLAN ELEMENTS: CHAPTER 3

ECONOMIC DEVELOPMENT

2013-2017 ECONOMIC DEVELOPMENT - REPORT OF ACCOMPLISHMENTS

Project	Status				Comments
	Completed	Ongoing	Postponed	Not Accomplished	
Jenkins County	Improve infrastructure to promote new industry	√			This is an ongoing activity and will no longer appear in the work program
	Improve technological capabilities of the county through broadband expansion	√			
	Create incentive packages to promote new industry	√			
City of Millen	Improve infrastructure to promote new industry	√			This is an ongoing activity and will no longer appear in the work program
	Create incentive packages to promote new industry	√			

ECONOMIC DEVELOPMENT - WORK PROGRAM

Work Program Projects	Time-frame					Responsible Party	Cost Estimate	Fund Source
	2018	2019	2020	2021	2022			
Jenkins County	Improve technological capabilities of the county through the expansion of broadband internet services				√	City/County through the JCDA	\$6,000,000	City/County when Funds are available
	Build spec building on industrial property owned by the JCDA				√	JCDA	\$500,000	JCDA
City of Millen	Initiate a fee abatement program for Cotton Avenue to attract businesses to increase vitality on this corridor		√			City / County	Staff Time	Local Funds
	Target a space in the downtown area in which to create a business incubator for potential new businesses in the area		√			City / JCDA	Staff Time	Grants and City Funds when available
	Apply for Rural Downtown Development Grant		√			City / JCDA	Staff Time	Local Funds

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HOUSING

PLAN ELEMENTS: CHAPTER 3

Residential properties are a major land use in both Jenkins County and the City of Millen. The ability of both communities to ensure existing and potential residents have adequate housing is a goal, however, beyond this goal is the desire to provide a variety of housing choices which enhance the lives of residents as well as both jurisdictions. This can have the affect of improving “quality of life” for the area and attract new residents.

This section contains an assessment of current housing within Jenkins County and the City of Millen. An analysis regarding the adequacy and suitability of housing is presented through the following sections:

- *Housing Stock*
- *Housing Mix*
- *Housing Value*
- *Age of Housing*

This section will also present the Reports of Accomplishment and current items for the work program for Housing for both Jenkins County and the City of Millen



PLAN ELEMENTS: CHAPTER 3

HOUSING

Housing Stock

The housing conditions in Jenkins County and the City of Millen can provide an insight into the economic and social health of the two jurisdictions. The characteristics of a vibrant and invigorated community include housing developments with recently built housing stock and the rejuvenation of existing housing stock. The combination of this type of housing including public greenspaces and community areas increase the public value of the area. Stagnant growth, population loss, and low quality of life is evident by an excessive number of dilapidated and abandoned housing

Jenkins County (including Millen) contained a total 4,421 housing units according to the 06-10 American Community Survey (06-10 ACS). This represented a 13.6 percent increase in housing units for the entire county since the 2000 Census count of housing units.

Housing Mix

There is a lack of diversity in the type of housing available in Jenkins County and the City of Millen. The 06-10 ACS illustrates that 60 percent of all housing units in Jenkins County and 73 percent of all housing units in Millen are single family detached units. This is an increase from the year 2000 as the percentage of single family detached units was 58 percent in Jenkins County and 69 percent in Millen.

Jenkins County housing inventory consist of either the aforementioned single family detached units or mobile homes, which comprise a total of 36 percent of all housing units in the county. The number of single family attached units has nearly doubled from 43 in 2000 to 81 in the 06-10 ACS. The number of mobile homes has increased by 221 units within the county as more mobile homes become a popular alternative to buying a single family home.

The City of Millen has a slightly more diverse housing inventory as there now exist at least 10 units of housing unit category listed, with the exception of 10-19 units building of which the city now has none. Similar to the county, single family detached units and mobile homes are the largest number of units in the city representing 73 percent and 21 percent of housing units respectively.



PLAN ELEMENTS: CHAPTER 3

HOUSING

Housing Values

The value of housing and cost of rent provides an indicator regarding the potential cost of housing in Jenkins County and the City of Millen. Figure 3.8 illustrates the average value of a owner occupied homes within both Jenkins County and the City of Millen from the year 2000 and the from the 06-10 ACS. The state of Georgia is also included for comparison purposes. The value of homes in both Jenkins and Millen have increased since the year 2000.

According to Census Bureau data, the median value of owner occupied homes increased by 41 percent in Jenkins County and 38 percent in Millen. Although this is less than the state average, it is a positive sign that homes in the area are appreciating and this is something to build on.

FIGURE 3.8: 2000 & 2006-2010 MEDIAN VALUES FOR OWNER OCCUPIED HOMES FOR JENKINS COUNTY AND THE CITY OF MILLEN GA

	Median Value 2000	Median Value 06-10	Change in Value	% Change in Value
Jenkins County	\$49,400	\$69,700	\$20,300	41.1%
Millen	\$41,500	\$57,400	\$15,900	38.3%
Georgia	\$100,600	160,200	\$59,600	59.2%

FIGURE 3.9: 2000 & 2006-2010 MEDIAN RENT FOR JENKINS COUNTY AND THE CITY OF MILLEN GA

	Median Value 2000	Median Value 06-10	Change in Value	% Change in Value
Jenkins County	\$327	\$551	\$224	68.5%
Millen	\$325	\$555	\$230	70.8%
Georgia	\$613	\$808	\$195	31.8%

Figure 3.9 illustrates the median rent for Jenkins County and the City of Millen. The rate of increase in rental prices is much higher in both Millen and Jenkins County than the state average. There are several potential reasons for why this may be the case, including lower rents in certain parts of Georgia skewing the average. However, rent prices in both jurisdictions have not been a major barrier to obtaining housing.



PLAN ELEMENTS: CHAPTER 3

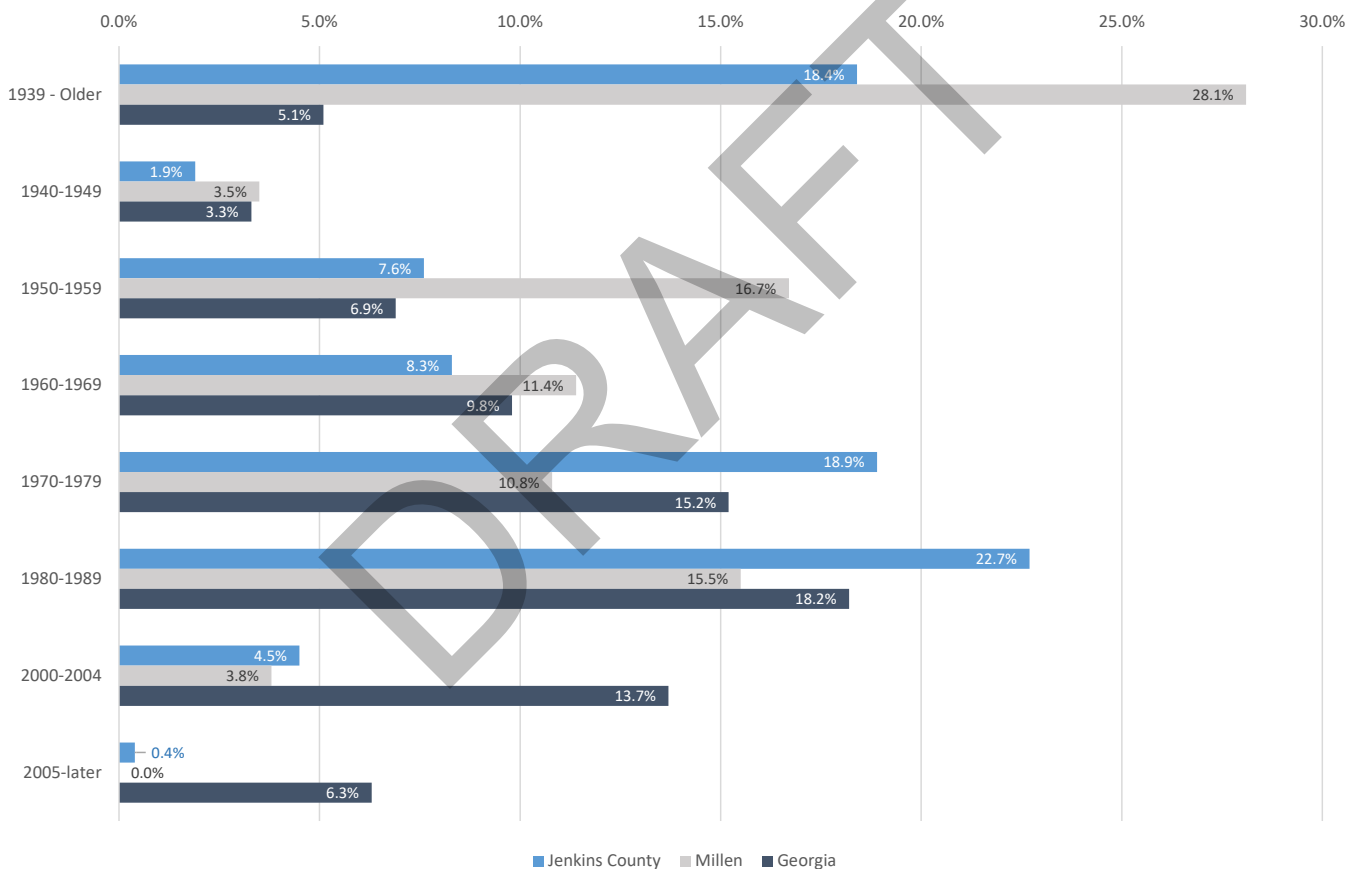
HOUSING

Age of Housing Stock

Housing constructed in specific time periods within Jenkins County, the City of Millen, and the State of Georgia are shown in Figure 3.10. According to the census data, 42 percent of all housing in unincorporated Jenkins County was built between 28 and 57 years ago. Nearly one-third of all housing stock in unincorporated Jenkins County was built over half a century ago. Only .7 percent of all housing stock in the unincorporated areas of Jenkins County has been built after 2005.

The average age of housing in the City of Millen is older in comparison to the unincorporated areas of Jenkins County. Nearly 50 percent of all housing in the city of Millen was built period to 1960 and nearly 40 percent of housing in the city was built between 1960 and 1989. Since the year 2000, a total of 22 homes have been built.

FIGURE 3.10: AGE OF HOUSING STOCK FOR JENKINS COUNTY & THE CITY OF MILLEN



In comparison, both unincorporated Jenkins County and the City of Millen have a similar number of homes constructed between 1960 and 1989. The largest contrast between Georgia, Jenkins County and Millen occurs after 2005 as no homes were built in Millen, 43 homes built or sited in unincorporated Jenkins County compared to 6.3% in Georgia.

PLAN ELEMENTS: CHAPTER 3

HOUSING

2013-2017 HOUSING - REPORT OF ACCOMPLISHMENTS

Project	Status				Comments
	Completed	Ongoing	Postponed	Not Accomplished	
Jenkins County	Work with City on housing action plan	√			This is an ongoing activity and will no longer appear in the work program
	Specifically address housing needs for the aging population	√			
	Promote incentives to improve the quality and quantity of low income housing		√		This is an ongoing activity and will no longer appear in the work program
City of Millen	Develop housing action plan	√			
	Promote incentives to improve the quality and quantity of low income housing		√		This is an ongoing activity and will no longer appear in the work program

HOUSING - WORK PROGRAM

Work Program Projects	Time-frame					Responsible Party	Cost Estimate	Fund Source
	2018	2019	2020	2021	2022			
Jenkins County	Update Jenkins County Subdivision Ordinance		√			County/CSRA-RC	\$15,000	State / Local Funding
	Joint City-County apartment complex		√			JCDA/City/County		Local Funds
	Update nuisance property list for county properties		√			County	Staff Time	Local Funds
	Research the creation of a Land Bank Authority	√				County/JCDA	Staff Time	Local Funds
City of Millen	Identify area within the community for potential residential development or redevelopment		√			City	Staff Time	Local Funds
	Demolish dangerous structures and assign property liens			√		City	Staff Time	Local Funds
	Update nuisance property list for city properties	√				City	Staff Time	Local Funds
	Prepare CHIP Application for housing.		√			JCDA/City	Staff Time	Local Funds
	Initiate a housing study in conjunction with the CSRA-RC			√		City/CSRA-RC	\$5,000	Grants
	Research the feasibility of Form Based Codes				√	City/CSRA-RC	Staff Time	Local Funds
	Research the creation of a Land Bank Authority		√			JCDA/City	Staff Time	Local Funds
	Joint City-County apartment complex			√		JCDA/City/County	Staff Time	Local Funds
	City will provide a housing rehabilitation program that includes, the clearance of vacant buildings, housing rehab, and housing reconstruction					City / CSRA-RC	\$1 million	CDBG, CHIP, Local Funds

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NATURAL AND CULTURAL RESOURCES

PLAN ELEMENTS: CHAPTER 3

The natural and cultural resources within Jenkins County and the City of Millen provides both jurisdictions with an abundance of potential attractions for tourism and economic opportunities attributed to these resources. The importance of these areas to provide important resources to these communities, like potable water and clean air, can not be understated. The protection of cultural and natural resources can provide the area with a sense of pride as well as a place where residents are able to retreat from urban areas.

The concentration of population within and surrounding the city of Millen allows for the majority of land area to be a natural resource. Forest, rivers, and prime agricultural lands in combination with the scenic roadways, historic homes, and historic city center area of Millen provides an abundance of resources for both the city and county.

This section of the Plan Elements chapter provides data regarding trends and issues specific to natural and cultural resources including:

- *Employment Rates*
- *Employment by Industry*
- *Income*
- *Commuting Patterns*

This section will also present the Reports of Accomplishment and current items for the work program for Natural and Cultural Resources for both Jenkins County and the City of Millen



PLAN ELEMENTS: CHAPTER 3

NATURAL & CULTURAL RESOURCES

Wetlands

Wetlands are lands which are permanently or seasonally saturated with water from a nearby water body or through prolonged rain events. These areas contain a unique ecosystem with vegetation characteristic to the southern United States. Wetlands provide a singular habitat for fish and certain types of wildlife, breeding grounds, and ecosystem for plant life and animal species which have adapted to these special conditions.

There are five specific categories of wetlands that are required by the Georgia Department of Natural Resources to have special protection. These include:

- *Open Water Wetlands*
- *Non-Forested Wetlands*
- *Scrub-Scrub Wetlands*
- *Forested Wetlands*
- *Altered Wetlands*

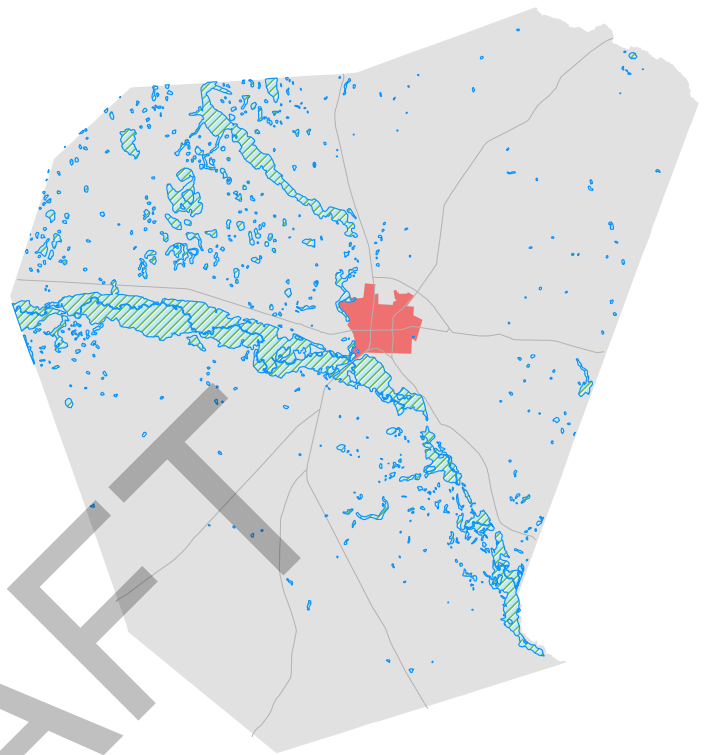
Wetlands located in Jenkins County and the City of Millen are shown on Map 3.1. There are approximately 15,804 acres or wetlands covering over 7 percent of the county. The wetlands in Jenkins County and the City of Millen are not categorized, however local officials may, in the future when time and funds are available may wish to work the Georgia EPD to complete a survey of wetlands in the area.

Flood Plains

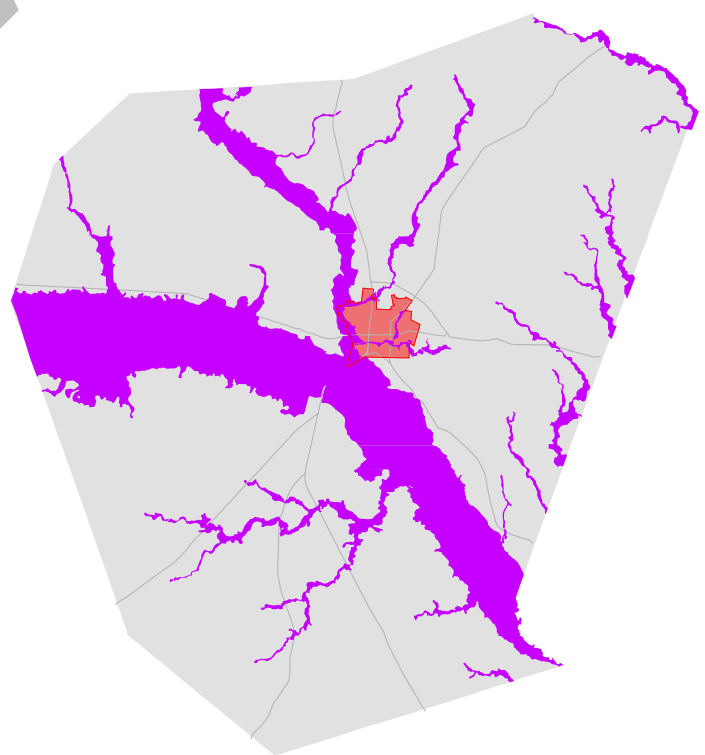
Flood plains represent an issue which can contribute to multiple problems to a community including property damage, and the loss of potential developable land. Development of land has also had the impact of creating new flood areas as a mix of increased storm water runoff, lack of stormwater draining to accommodate increase runoff, and continuous development with impervious surfaces overwhelm communities.

Map 3.2 identifies the location of the 41,349 acres of flood plains in Jenkins County as determined by the U.S. Federal Emergency Management Agency's Flood Insurance Map and delineate the 100 year flood plain. This area covers approximately 18 percent of the county. This corridors primarily align with existing water courses within the county.

Map 3.1 - Wetland Located in Jenkins County



Map 3.2 - Flood Plains Located in Jenkins County



PLAN ELEMENTS: CHAPTER 3

NATURAL & CULTURAL RESOURCES

Cultural Resources

Jenkins County and the City of Millen have a rich heritage of historic resources and cultural sites that the County and City have aggressively worked to develop for public use in partnership with federal, state, and local historical agencies and organizations in the past decade. These resources pose an opportunity to better understand how historic resources locally contributed to Civil War through Reconstruction efforts and well into the twenty-first century. The preservation and interpretation of these resources are important to understanding the environment in which they were created and who we are as a culture in this rural setting.

There are four listings in the National Register of Historic Places for Jenkins County and the City of Millen:

- *Birdsville Plantation, Jenkins County*
- *Camp Lawton, Jenkins County*
- *Downtown Millen Historic District, City of Millen*
- *Jenkins County Courthouse, Part of a Thematic Statewide National Register listing*

Jenkins County has a nationally important Civil War historic site known as Camp Lawton within the boundaries of Magnolia Springs State Park. During 2010-2011, Georgia Southern University's Department of Sociology and Anthropology discovered the boundaries of the stockade and remaining earthworks. The Department excavated artifacts and collected primary information that is housed both in a recently opened museum in the state park and at Georgia Southern University Museum.

During the latter part of the Civil War, when Confederate prison Camp Sumter at Andersonville, Georgia, became hopelessly overcrowded, Camp Lawton was built and over 10,000 soldiers were transferred here. Operating only three months, 725 died here and were buried in the two adjacent cemeteries. The soldier bodies were later reinterred at the Beaufort National Cemetery. Camp Lawton was ultimately abandoned as news of Union General William Tecumseh Sherman arrived that he was advancing towards Millen on his March to the Sea through Georgia. Prisoner exchanges were made and the last prisoners were evacuated on November 22, 1864. When Union cavalry forces invaded the camp only four days later, they burned the stockade and any outbuildings. Interpretive signage and remains of the forts and earthwork can be viewed by visitors.

Figure 3.1



Figure 3.2



Figure 3.3



Figure s 3.1 - 3.3: Camp Lawton drawings. Source: Georgia Southern University, Department of Sociology and Anthropology.

PLAN ELEMENTS: CHAPTER 3

NATURAL & CULTURAL RESOURCES

Jenkins County has a designated Scenic Byway with a Corridor Management Plan. The Scenic Byway program was developed to preserve Georgia's legacy of scenic heritage woven together by an extensive system of roads and highways in a way that enhances economic development. The Millen-Jenkins County Scenic Byway is a 35-mile loop that begins in the Downtown Millen Historic District (listed in the National Register of Historic Places). The Byway travels along Cotton Avenue past the city's two railroad depots, one of which is the city-county history museum and chamber of commerce.

The Byway proceeds to SR 23 to Perkins Green Fork Road, whose scenic character is exhibited by woodlands, pasturelands, and historic farmhouses in scattered communities. Distinctive viewsheds are found on Herndon Road, along with several historic churches. SR 17, heads back to Cotton Avenue, and is characterized by open farmland stretching for miles. Magnolia Springs State Park and the Confederate prison camp are located in the state park. This community-driven effort seeks to preserve this legacy of treasured places in a way that enhances economic development.

The City of Millen has a dynamic Main Street program with a Facebook page that keeps abreast of promoting events for community revitalization and for economic development.

Main Street Millen's mission is "to make Millen a place where people want to stay and live through improvement of its economic, cultural, aesthetic, and social aspects while maintaining its historic quality and small town atmosphere..." The Main Street Millen program has become a center for events that bring people downtown while creating a sense of place and vitality.

Through the City of Millen, a third Transportation Enhancement (TE) grant is underway with \$1 million in grant funds along with local funds. This TE project will complete a network of revitalized downtown streets for enhancement of pedestrian use as connecting sidewalks, amenities such as lighting, benches, and trash receptacles, and street crosswalks and paving are installed with sensitivity to the historic landscape.

The Jenkins County Courthouse is the county's largest community landmark. Built in 1910 in the Neoclassical Revival style by architect L.F. Goodrich, Jenkins County has completed much work towards restoration of this public place where most of the legal functions of the county take place. In 2011, with assistance of grant funds, the County invested in a historic preservation plan to guide the County's courthouse restoration efforts. This plan should continue to be followed.

Figure 3.4: Millen-Jenkins County Scenic By Way

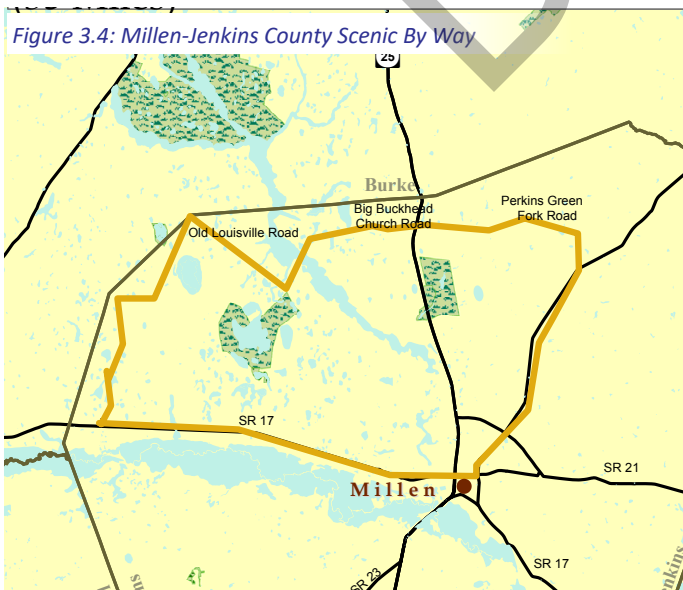


Figure 3.5: Millen-Jenkins County Corridor Management Plan

Millen-Jenkins County Scenic Byway



Corridor Management Plan

2013-2017 NATURAL AND CULTURAL RESOURCES - REPORT OF ACCOMPLISHMENTS

	<i>Project</i>	<i>Status</i>				<i>Comments</i>
		Completed	Ongoing	Postponed	Not Accomplished	
Jenkins County	Nominate eligible historic properties to the National Register		√			This is an ongoing activity and will no longer appear in the work program
	Protect historic properties through local historic preservation district	√				
	Maintenance of historic property in the city (i.e. courthouse, etc.)		√			This is an ongoing activity and will no longer appear in the work program
	Identify and classify scenic views and sites	√				
	Continually monitor natural resources for pollution		√			This is an ongoing activity and will no longer appear in the work program
	Create recreational lake			√		This is still a priority, however funding is not available
	Seek funding to address flooding concerns		√			This is an ongoing activity and will no longer appear in the work program
	Create Welcome Center and museum focusing on local character and trains				√	This project was unable to be completed due to complications with the site
	Promote organic farming		√			This is an ongoing activity and will no longer appear in the work program
	Promote soil and conservation efforts		√			This is an ongoing activity and will no longer appear in the work program
	Continue to seek funding to create tourism destinations		√			This is an ongoing activity and will no longer appear in the work program
	Support efforts to enhance Magnolia Springs State Park and Camp Lawton Site		√			This is an ongoing activity and will no longer appear in the work program
City of Millen	Continually review/revise land use regulations		√			This is an ongoing activity and will no longer appear in the work program
	Continue streetscape and façade revitalization	√				
	Preserve the Pal Theatre and antique film equipment			√		Funding is preventing this project from going forward

PLAN ELEMENTS: CHAPTER 3

NATURAL & CULTURAL RESOURCES

NATURAL AND CULTURAL RESOURCES - WORK PROGRAM

Work Program Projects		Time-frame					Responsible Party	Cost Estimate	Fund Source
		2018	2019	2020	2021	2022			
Jenkins County	Complete Phase 3 of the renovation of the Jenkins County Courthouse	√					County	\$25,000	Local Funds/Grants
	Re-initiate the hatchery pond at Bo Ginn National Fish Hatchery		√				Georgia Southern/ State of Georgia/ U.S. Government	N/A	N/A
	Expand park land for County Parks and Recreation Department		√				County/JCDA	\$185,000	Grants/County
	Make improvements to park and recreation infrastructure and equipment	√					County/JCDA	\$75,000	County
City of Millen	Create a historic district in downtown Millen		√				JCDA/CSRA-RC		

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LAND USE

PLAN ELEMENTS: CHAPTER 3

The demographic trends, current economic circumstances, and social attitudes of the jurisdictions of local governments provides guidance to meet certain needs through the designation of land for particular uses. These land uses ensures that land area is equitably distributed to provide enough areas for each particular and necessary use to have an appropriate amount of area for a designated use and be in an area in which the use dose not disturb other surrounding land uses.

Existing land uses for both the city and county include the following:

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

This section contains information regarding existing land use for both the city and county. This section will also present the Reports of Accomplishment and current items for the work program for land use for both Jenkins County and the City of Millen










PLAN ELEMENTS: CHAPTER 3

LAND USE

Current Land Use

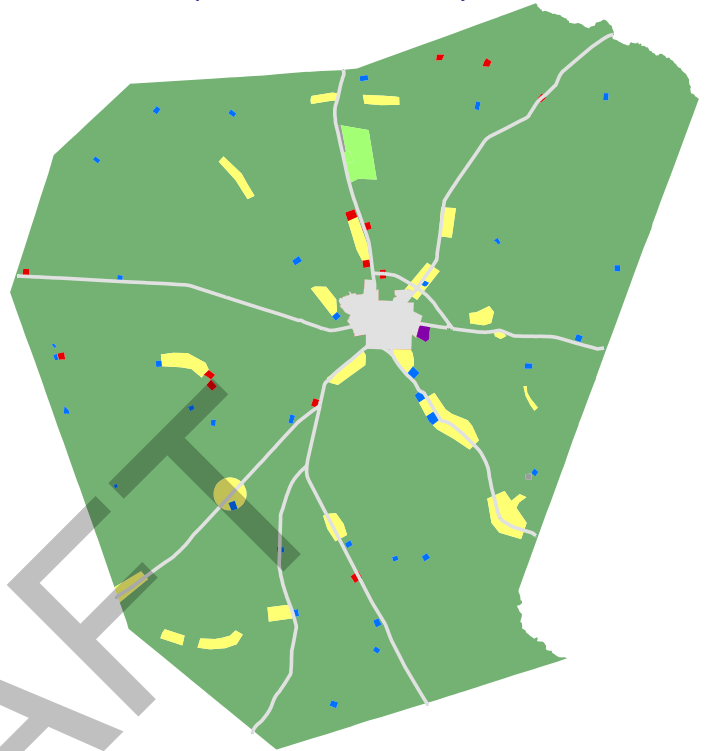
The ability of a local government to understand how land is used within their jurisdiction and adjust the amount of area for a particular land use including address economic conditions and housing needs is important. The following is analysis of existing land uses for both the Jenkins County and the City of Millen.

The Jenkins County and the City of Millen have the same land use designations. These designations are as follows:

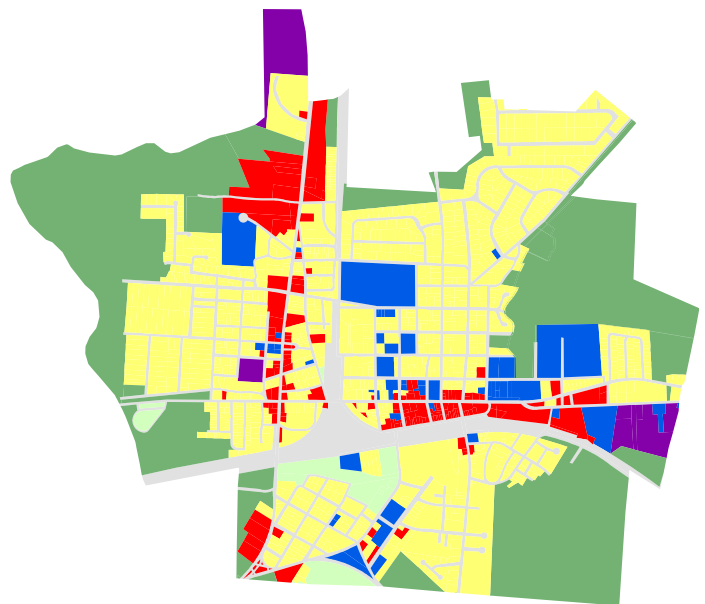
	Agriculture / Forestry - Land designated for farming (including but not limited to pastures, farmsteads, specialty farms, livestock production or other similar uses), other agricultural pursuits and land designated for commercial timbering or other similar rural uses.
	Commercial - Land designated primarily for non-industrial businesses including, office, sales, service, and entertainment facilities.
	Industrial : Land designated to manufacturing and processing plants, factories, warehousing, mining or mineral extraction activities, or similar uses.
	Parks/Recreation/Conservation - Land designated for active or passive recreational uses. These uses include passive or active parks, greenways trails, recreation centers, or other similar uses.
	Public/Institutional - Land designated for certain federal, state, or local land uses.
	Transportation/Communication/Utilities (TCU) - Land designated for major transportation routes, public transportation, power generation plants, communication infrastructure, transportation hubs and other similar uses.
	Residential - Land designated primarily for single-family and multi-family housing dwelling units. Areas area organized based on residential density.

Jenkins County contains approximately 225,527 acres of land the majority of this land is categorized as Agriculture / Forestry and contains multiple uses including farms, residences, and livestock production. This is the most abundant land use in the county as it comprises a total of 96 percent of the county. Although residential is the second most abundant use of land in the county, it only accounts for 2.9 percent of categorized land in the unincorporated area. All other land uses comprise a total of 1.1 percent of categorized land uses. **Map 3.3** illustrates land uses within Jenkins County.

Map 3.3 - Jenkins County Land Use



Map 3.4 - City of Millen Land Use



PLAN ELEMENTS: CHAPTER 3

LAND USE

Land use in the city of Millen represents a much more diverse use of land than Jenkins County due to concentration of population within the city. Map 3.4 illustrates the multiple land uses within the city. Residential land use represents the largest use within the city as nearly 35 percent of Millen is categorized for residential use. Agriculture / Forestry represents the second largest use as only 31.9 percent of land is categorized for this use in comparison to 96 percent for the county.

There is more land allocated for other uses within the city as nearly 17 percent of land is allocated for Transportation/ Communication/Utilities uses (this includes all roads), 6 percent for the individual uses commercial and Public Institutional. The other uses combine for a total of 4.5 percent of land.

Zoning

The City of Millen adopted its city zoning ordinance in 1992 and it was part of the Millen Code of Ordinance update adopted on August 2, 2011. The city initiated a zoning ordinance in order to *“Establish a precise and detailed plan for the purpose of promoting health, safety, morals, convenience, order prosperity, and general welfare of the present and future inhabitants of the city.”* (Millen, GA Municipal Code § 38-3)

Map 3.5 - City of Millen Zoning

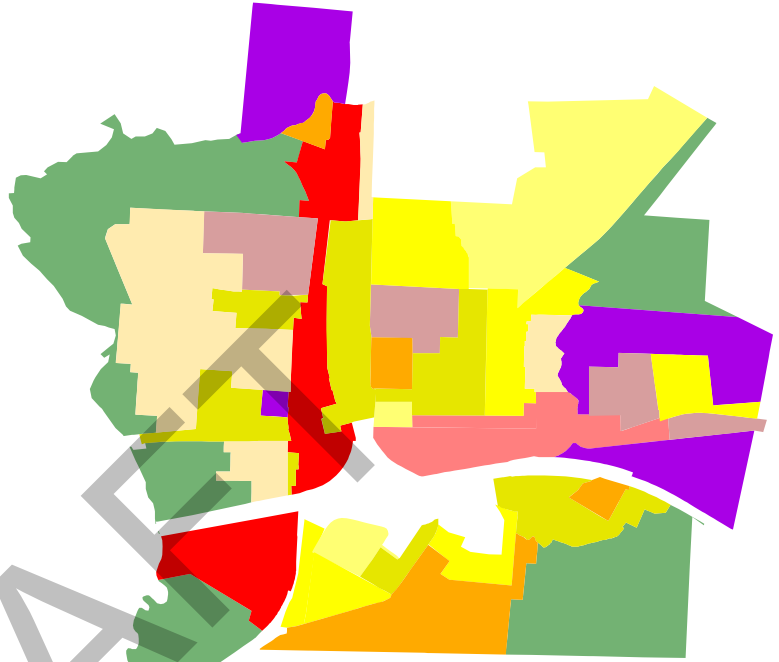


FIGURE 3.4: Millen Zoning Map Legend and Zoning Districts Descriptions

Agriculture (A-1) Established to provide for rural farm or non-farm residences in areas where intensive land development is unlikely to occur at presentthe intent is to reserve the bulk of land for low density residential uses	Central Business District (B-1) Established to provide appropriate space and sufficient depth from a street to satisfy the needs of the downtown business area, sufficient space for commercial and service activities, protect character of the district, and protect city's tax revenues
Low Density Residential (R-1A) Establish a low density, single family residential district and to protect property in the district from depreciating effects of incompatible land uses	Highway Commercial (B2) Established to provide for highway commercial and planned commercial shopping or service centers. Intended for commercial uses which cater to regional shopping and the traveling public
General Residential (R-1B) Established to provide development of medium density single-family uses and to protect property from depreciating effects of incompatible land uses	Neighborhood Commercial (B-3 Not Displayed) Established to provide decentralized area for the retail sale of goods and personal services which provide everyday necessities
Professional District (P-1) Established to provide for the development of structures for professional services which do not generate large volumes of traffic, noise, or other harmful effects on adjoining residential areas	Industrial (I-1) Established with the purpose to providing an area for industrial uses and related uses such as wholesale and storage and to protect adjacent districts from harmful effects.

CHARACTER AREAS

LAND USE

The 2018 Jenkins County - Millen Comprehensive Plan incorporates Character Area Maps as its principal means by which to address long-term use goals and policies of Jenkins County and the City of Millen. Four character areas have been created for Jenkins County and four character areas have been created for the City of Millen. The character areas created for Jenkins County include:

- *Rural Residential Development*
- *Industrial Development*
- *Peripheral Commercial*
- *Residential Development*

Character areas developed for the City of Millen are in line with areas developed within their Urban Redevelopment Plan as the presented area provide an opportunity to link these planning efforts. The character areas created for the City of Millen are presented as:

- *Downtown Revitalization*
- *City Residential*
- *Industrial - Rural Development*
- *Commercial Corridor*

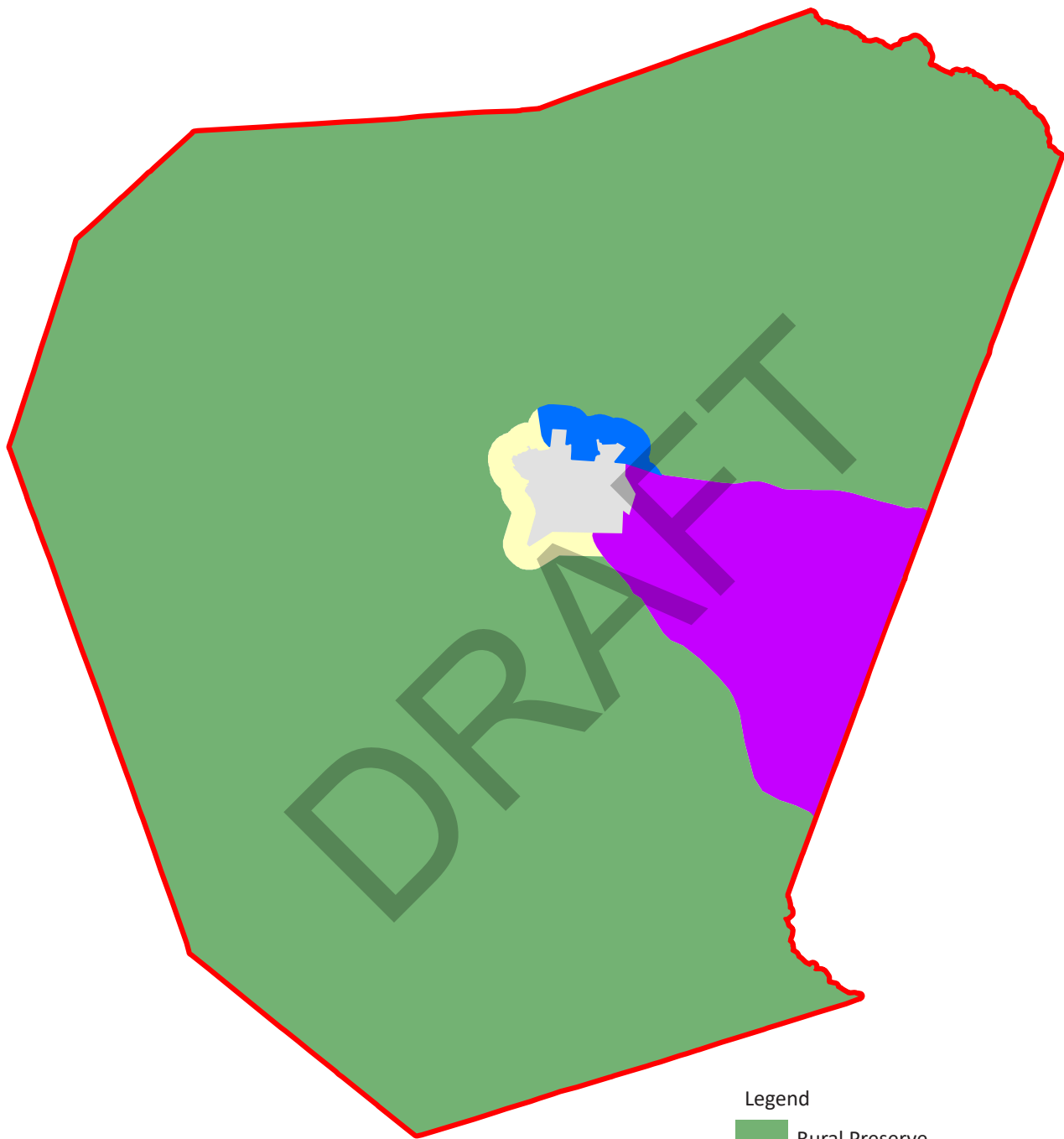
These character areas have been created to account for potential improvement in conditions within both Jenkins County and the City of Millen. Discussions held with the steering committee and with members of the community and analysis of land uses have allowed certain areas to be highlighted as areas of desired growth.

The 2018 presented comprehensive plan character area maps are located on pages ?? supporting character area narratives are located on pages ?-?. The interpretation on how best to use the character area maps and supporting narratives, the reader should be mindful of the follow parameters:






- **Character Area Boundaries.** Unlike a parcel-specific future land use map, character area boundaries are conceptual and may cross parcel lines. The character area boundaries in this document represent “approximate” character area location. This flexibility allows the governing body charged with implementing the plan to make decisions based on changing conditions while reducing the need to continually amend the comprehensive plan. As a result, it is possible to assume that small parcels located directly adjacent to one or more character areas may be permitted by the local government to develop according to the parameters of the adjacent area rather than the area in which it is located. Such an action should be taken sparingly and the decision should only be made if the local government can show that it is consistent with the recommendations provided in other sections of the 2018 Comprehensive Plan or other local policy document. For the most part however, tracts should develop according to the parameters established in the specific character area in which it is located. Each jurisdiction is strongly encouraged to initiate amendments to their Character Area Map whenever the community intends to promote a development pattern in an area that is contrary to the adopted map.
- **Character Area Narratives.** The narratives located on pages ?? through ?? which correspond to the Character Area Map should be viewed as general policy statements - as statements of intent. Their use and applicability is similar to those other goals and policy statements found in the Community Goals component of the Community Agenda (p. III-8) They should inform future development decisions and perhaps form the basis for more detailed topic-specific studies in the future.

JENKINS COUNTY CHARACTER AREA MAP

PLAN ELEMENTS: CHAPTER 3



Legend

-  Rural Preserve
-  Industrial Development
-  Peripheral Commercial
-  Residential Development
-  Jenkins County

CHARACTER AREAS

LAND USE



RURAL PRESERVE

GENERAL DESCRIPTION

The Rural Residential character area comprises the majority of unincorporated Jenkins County. Its largely defined by agricultural and forestry uses - with low-density residential uses scattered throughout. The emphasis of this character area will be to preserve the pastoral nature of existing open space - encouraging the productive use of naturally regenerative resources (e.g. crops, pasture, silviculture) as opposed to building and other hard-scape development. Residential development should occur at low-densities - either on large lots or within clustered developments that preserve open space. Commercial enterprise should be largely limited to agrarian and recreational enterprises in order to leverage the economic value of open space retention.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

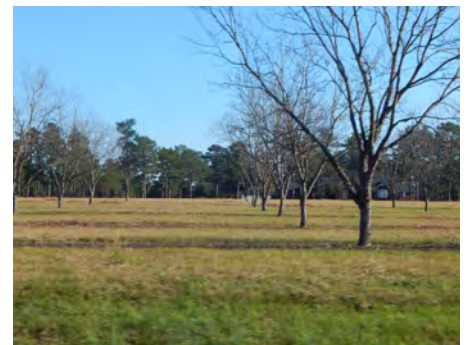
Retained from Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative refined.

LAND USE and ZONING CATEGORIES

- Low Density Residential
- Agriculture
- Forestry
- Recreation

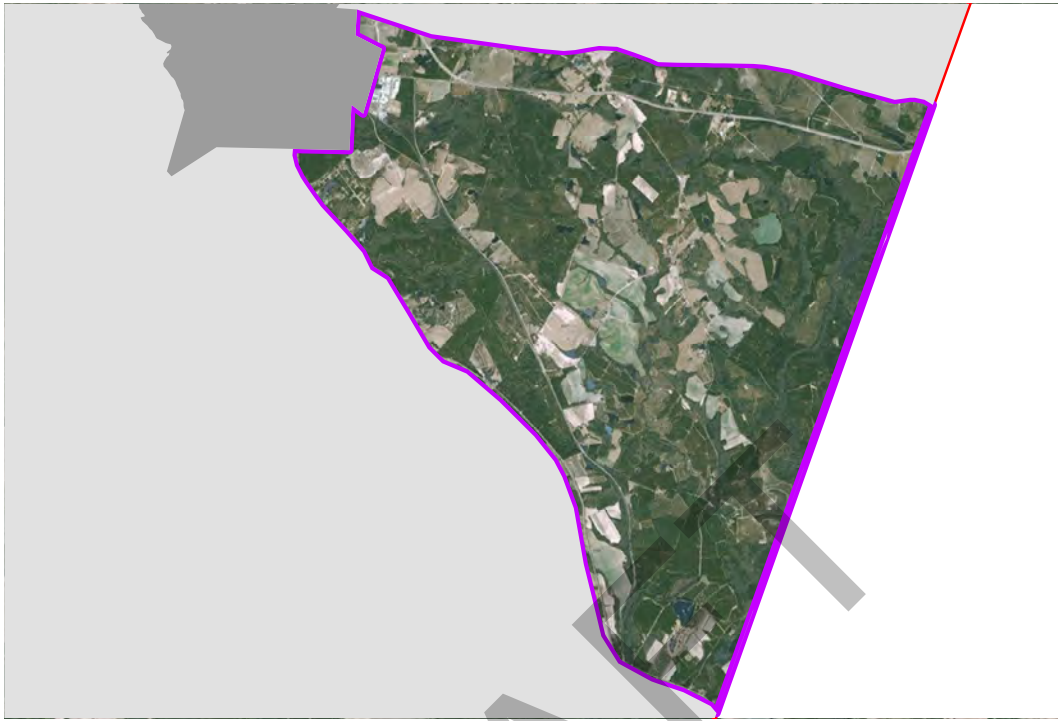
IMPLEMENTATION MEASURES

- Policy adoption limiting major development for the protection of rural context
- Enforcement of limited residential development



CHARACTER AREAS

LAND USE



INDUSTRIAL DEVELOPMENT

GENERAL DESCRIPTION

The Industrial Development character area delineates an area of the county where industrial uses are currently located with the potential of further expansion of similar uses. Manufacturing is currently the major industry located in the area with mineral processing present. Potential exist for the expansion of manufacturing activities and mineral processing with this area having access to major roads and rail access.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2005 Comprehensive Plan. Boundaries and narrative created from area deemed prone to development listed in the general description in near future.

LAND USE and ZONING CATEGORIES

- Industrial
- Agriculture
- Forestry
- Mining

IMPLEMENTATION MEASURES

- Incentives for industrial location to this area
- Increase necessary infrastructure to facilitate increase facilities



CHARACTER AREAS

LAND USE



PERIPHERAL COMMERCIAL

GENERAL DESCRIPTION

The Peripheral Commercial character area contains mix of commercial developments along the by-pass which is ripe for commercial development geared towards industrial support and commercial services aimed at the traveling public.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to commercial development in near future

LAND USE and ZONING CATEGORIES

- Commercial
- Forestry
- Light industry

IMPLEMENTATION MEASURES

- Incentives for commercial development in this area
- Increase necessary infrastructure to facilitate increase facilities



CHARACTER AREAS

LAND USE

RURAL RESIDENTIAL DEVELOPMENT

GENERAL DESCRIPTION

The Rural Residential Development Character area is the area with potential for low and medium density residential development to occur. This area is framed by the Ogeechee River and has potential for recreational activities.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to development listed in the general description in near future.

LAND USE and ZONING CATEGORIES

- Residential
- Agriculture
- Forestry
- Park and Recreation

IMPLEMENTATION MEASURES

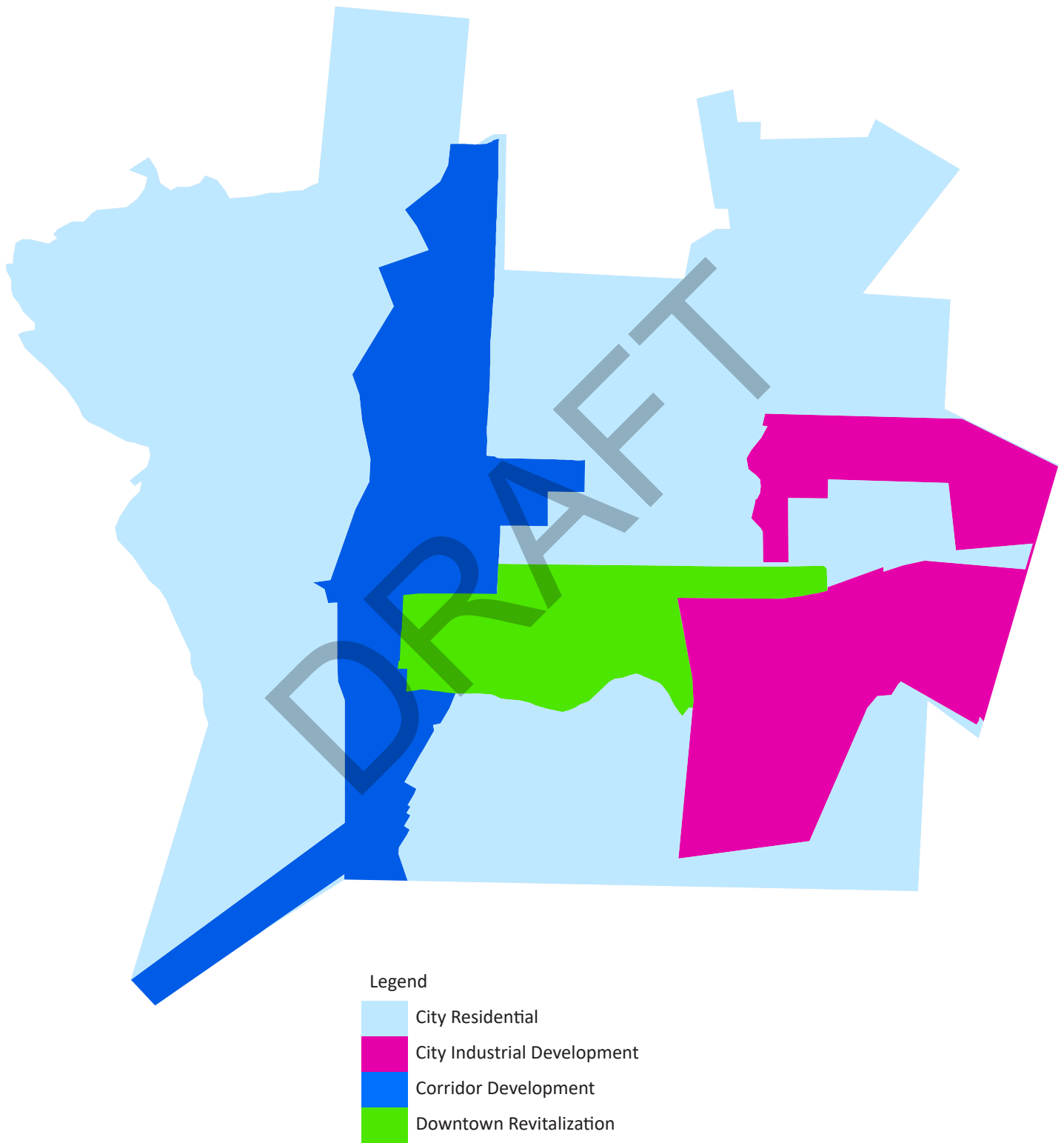
- Limitation of residential development in areas where potential environmental concerns are present.
- Enforce location residential development to locations where appropriate
- Seek assistance from state agencies to provide information regarding conservation
- Provide access points to the river



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CITY OF MILLEN CHARACTER AREA MAP

PLAN ELEMENTS: CHAPTER 3



CHARACTER AREAS

LAND USE



CITY RESIDENTIAL

GENERAL DESCRIPTION

The City Residential character area represents the majority of the city of Millen. This area is primarily comprised of small lot residential homes and institutions such as churches and schools. The primary goal of this area is to preserve the character of the walkable small town while improving infrastructure to improve the quality of life for residents.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to commercial development in near future.

LAND USE and ZONING CATEGORIES

- Neighborhood Commercial
- Medium density residential

IMPLEMENTATION MEASURES

- Enforce limited commercial development within the area
- Ensure appropriate commercial development takes place



CHARACTER AREAS

LAND USE

CORRIDOR DEVELOPMENT

GENERAL DESCRIPTION

The Corridor Development character area is located along the main commercial corridor for the city of Millen. Development along this roadway provides services to the traveling public in conjunction with offering a majority of the shopping options for the city of Millen. This area is part of the Millen Urban Redevelopment Plan.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to development listed in the general description in near future.

LAND USE and ZONING CATEGORIES

- Commercial
- Residential
- Park and Recreation

IMPLEMENTATION MEASURES

- Incentives for commercial development
- Infrastructure improvements to allow for better non-vehicular access to the area



CHARACTER AREAS

LAND USE

DOWNTOWN DEVELOPMENT

GENERAL DESCRIPTION

The Downtown Development character area is the heart of the City of Millen. It contains two distinct areas of different character. Cotton Avenue is a walkable area with storefront commercial and restaurants. East Winthroe is a car oriented street with larger stores and parking in front. This area has the capability to become a charming area which can attract the traveling public. This area is part of the Millen Urban Redevelopment Plan.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

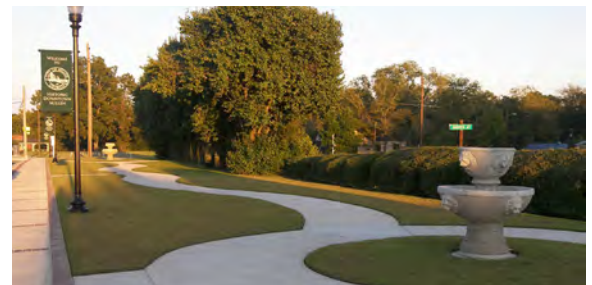
Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to development listed in the general description in near future.

LAND USE and ZONING CATEGORIES

- Commercial
- Public Buildings - Museums
- Pocket Parks

IMPLEMENTATION MEASURES

- Create incentives for businesses to relocate to this area.
- Infrastructure improvements to better connect East Winthroe and Cotton Ave.



CHARACTER AREAS

LAND USE

CITY INDUSTRIAL DEVELOPMENT

GENERAL DESCRIPTION

The City Industrial Area is similar to the County Industrial Character Area as the county's character area is an expansion of the city's industrial space. Manufacturing was a major industry in Millen and there is a push to bring manufacturing back to the industrial area. This area is primarily contained and is poised for manufacturing uses.

RELATIONSHIP TO PRIOR COMPREHENSIVE PLAN

Not part of Jenkins County / Millen Joint Comprehensive Plan 2005-2025 Comprehensive Plan. Boundaries and narrative created from area deemed prone to development listed in the general description in near future.

LAND USE and ZONING CATEGORIES

- Industrial
- Commercial

IMPLEMENTATION MEASURES

- Incentives for manufacturing companies to locate within the industrial park
- Ensure infrastructure is adequate for industrial expansion.



PLAN ELEMENTS: CHAPTER 3

LAND USE

2013-2017 LAND USE - REPORT OF ACCOMPLISHMENTS

Project		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
Jenkins County	Monitor compatible land uses		√			This is an ongoing process and will not appear in the next work program
	Identify potential future zoning changes	√				
	Address growth patterns		√			This is an ongoing process and will not appear in the next work program
City of Millen	Monitor compatible land uses		√			This is an ongoing process and will not appear in the next work program
	Identify potential future zoning changes	√				
	Address growth patterns and potential annexation corridors		√			This is an ongoing process and will not appear in the next work program

LAND USE - WORK PROGRAM

Work Program Projects		Time-frame					Responsible Party	Cost Estimate	Fund Source
		2018	2019	2020	2021	2022			
Jenkins County	Reserach the feasibility of Land Use	√					County	Staff Time	Local Funds
	Begin research into feasibility of Land Bank Participation	√					County / JCDA	Staff Time	Local Funds
	Land Use (zoning) ordinance		√				County / CSRA	\$18,000	State / Local Funds
City of Millen	Begin the development of sub-division regulations for the City of Millen		√				City / CSRA	\$15,000	State / Local Funds
	Initiate the creation of Community design standards			√			City	Staff Time	Local Funds
	Begin research into feasibility of Land Bank Participation	√					City / JCDA	Staff Time	Local Funds
	Adopt a "Planned Unit Development" zoning district for the purpose of allowing unique development meeting the needs of the community.		√				City	Staff Time	Local Funds
	Identify area within the community for potential residential development or redevelopment	√					City	Staff Time	Local Funds

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COMMUNITY FACILITIES

PLAN ELEMENTS: CHAPTER 3

The maintenance and expansion of community facilities is a key component to attracting potential employment opportunities, maintaining existing businesses, and maintain a population base. The following assessment of adequate and available community facilities includes water supply, sewerage, public safety, educational facilities, and transportation systems.

- *Water Supply*
- *Sewerage*
- *Public Safety*
- *Transportation Systems*
- *Educational Facilities and Attributes*

This section will also present the Reports of Accomplishment and current items for the work program for Community Facilities for both Jenkins County and the City of Millen



PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES

Water Supply

The ability to provide potable water to both citizens, businesses, and industries within the city and county is fundamental to having a sustainable community. A surplus of potable water allows for further economic and residential development.

Jenkins County residents primarily use private wells for potable water. Business and residents within the Millen public water service area being the exception. This Millen public water service area covers 71 percent of the city and can provide up to 2.174 million gallons per day (GPD) with an average daily demand being less than 500,000 GPD. This water is provided by three deep water wells and three storage tanks with the ability to hold 400,000 gallons combined.

Sewerage

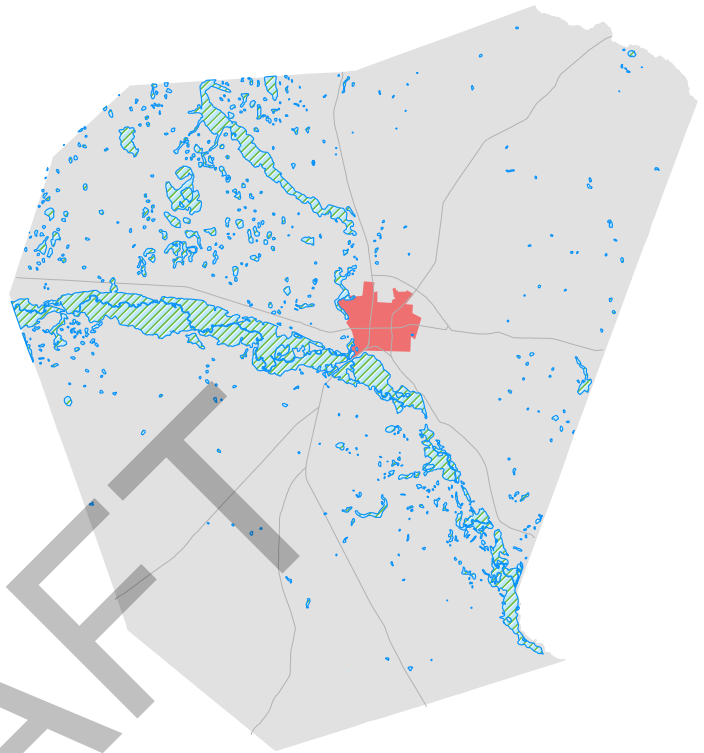
A sewerage system is another fundamental component of a sustainable community which serves as a separate but necessary companion to the water supply. Jenkins County does not offer a sanitary sewer services, however, a limited area outside of Millen is provided by City of Millen. These areas are primarily in the industrial area located along the southeastern boarder of Millen.

The City of Millen has the capacity to treat 457,000 GPD however the daily demand has an average of 300,000 GPD. Treatment is provided through an oxidation pond in the southwestern section of the City of Millen with an entrance located on Highway 25.

Public Safety

Jenkins County and the City of Millen both operate separate law enforcement agencies. The Jenkins County Sheriff's Department currently has eight sworn law enforcement officers including the Sheriff, Chief Deputy Sheriff, 6 deputies, and one K-9 unit operated by the Chief Deputy Sheriff. This number of law enforcement officers provides an adequate level of coverage per ideal ratio from the United States Department of Justice Bureau of Statistics. The City of Millen operates a police force comprised of 11 sworn law enforcement officers. Jenkins County operates it own jail system and contracts use with the city.

Fire fighting services are provided by two volunteer county fire departments and supported by a city fire department with 8 full time fire fighters and 18 volunteer fire fighters.



The Fire Department currently carries a Insurance Service Office (ISO) rating of class 5.

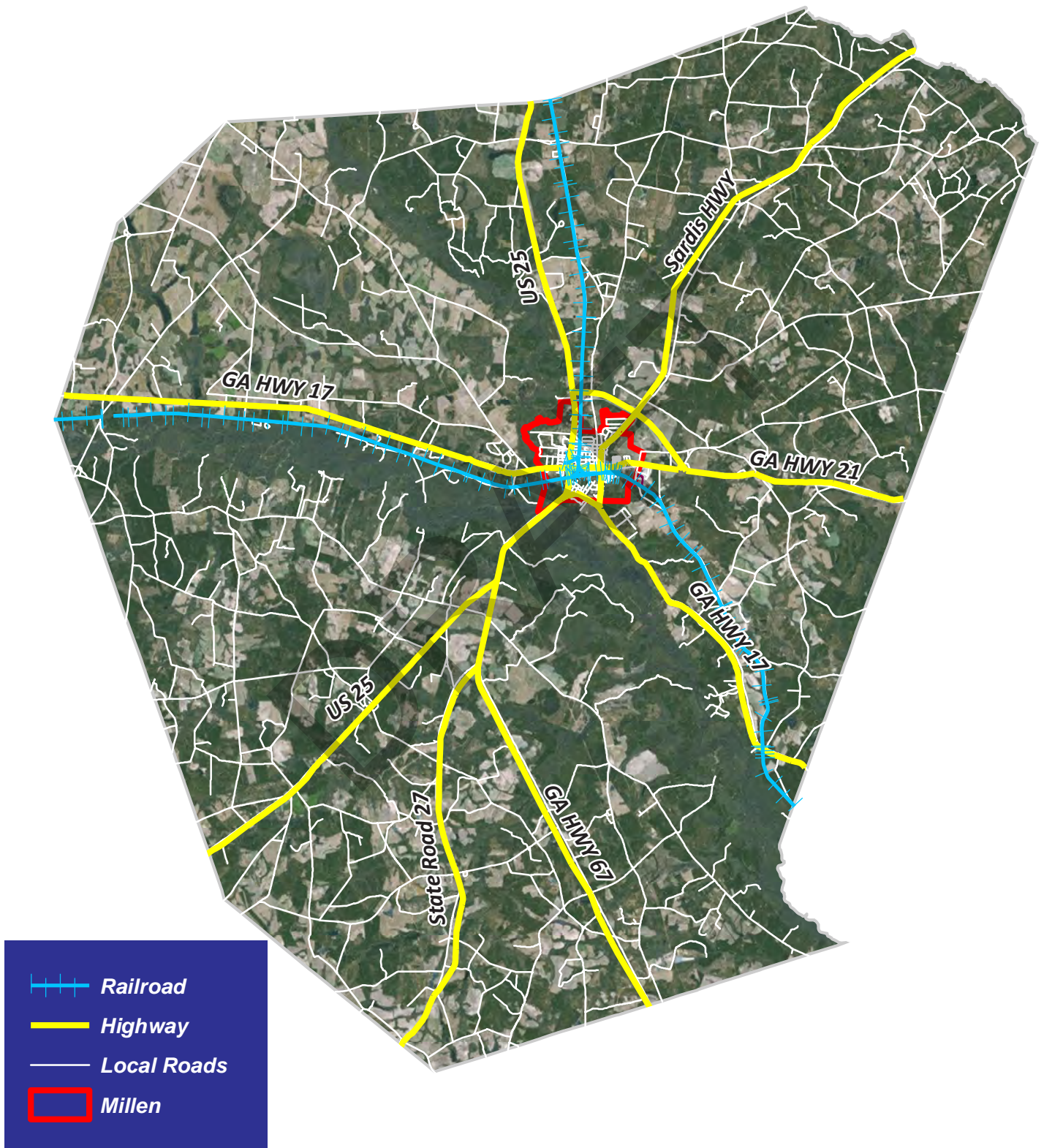
Roadways and Railroads

Jenkins County currently contains a total of 722.01 miles of local roads, state and federal highways. Primary north south corridors include U.S. Highway 25 (Statesboro Road) and State Highway 67. The primary east-west routes is Georgia Highway 17 (Winthrop Ave.) and Georgia Highway 21.

The City of Millen is a railway hub for the area. Norfolk Southern operates a class 1 fright corridor through most parts of Georgia. There are currently 31.7 miles of railroad tracks within the county leading to the north and along an east-west line.

PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES



PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES

Educational Attainment

Jenkins County provides education facilities for students through the Jenkins County Elementary School and Unified Jenkins County Middle/High School. The Jenkins County school systems has seen dramatic change in enrollment since 1997.

In 1997 the Jenkins County School system had an enrollment of 1,792 students which included 375 elementary students, 887 middle school students, and 530 high school students. In 2007, elementary school enrollment increased by 493, middle school and high school enrollments decreased by a combined 574 students providing a net change from 1997 of -81 students.

Enrollment in all Jenkins County Schools decreased by a total of 561 students in 2017. The elementary school has the highest enrollment of all schools at 608. The middle and high schools has a combined enrollment of 542 students.

Education in Jenkins County is important for the community. Census data from 2010 and 2015 indicates that 70 percent of individuals have a high school diploma or higher degree. This number increased in 2015 to 71 percent.

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PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES

2013-2017 COMMUNITY FACILITIES - REPORT OF ACCOMPLISHMENTS

	<i>Project</i>	<i>Status</i>				<i>Comments</i>
		Completed	Ongoing	Postponed	Not Accomplished	
<i>Jenkins County</i>	Pave dirt roads		√			This is an ongoing process and will not appear in the next work program
	Request funds from GDOT to pave high priority roads		√			This is an ongoing process and will not appear in the next work program
	Purchase equipment to build and maintain roads		√			This is an ongoing process and will not appear in the next work program
	Resurface and repair existing roads		√			This is an ongoing process and will not appear in the next work program
	Upgrade Airport	√				
	Extend water infrastructure into the county where feasible		√			This is an ongoing process and will not appear in the next work program
	Continue monitoring and maintenance of regulations for septic tank systems		√			This is an ongoing process and will not appear in the next work program
	Increase education and awareness of recycling programs and opportunities for paper and organic waste materials		√			This is an ongoing process and will not appear in the next work program
	Continue to encourage waste reduction programs		√			This is an ongoing process and will not appear in the next work program
	Continue to purchase and replace law enforcement vehicles and equipment where necessary		√			This is an ongoing process and will not appear in the next work program
	Seek funding to improve health services throughout the community	√				
	Continue to purchase and replace fire and EMS vehicles and equipment where necessary		√			This is an ongoing process and will not appear in the next work program
	Expand technical and vocational training opportunities for middle, high school, and non-traditional student	√				
	Expand career services for area youth	√				
	Improve the community recreation facility	√				
	Recruit a YMCA or Boys/Girls Club to the county			√		
	Participate in the Safe Routes to School Program	√				
	Establish carpooling/commuter shuttle system for Plant Vogtle and other workers				√	
	Obtain funding to develop student internship/work program for high school credit hours			√		
	Recruit satellite junior college or tech school branch to County	√				
	Continue to provide financial and human resource support to the Library to meet identified needs		√			This is an ongoing process and will not appear in the next work program
	Improve energy efficiency of public buildings to reduce operational costs		√			This is an ongoing process and will not appear in the next work program
	Promote a community garden and increased local farming to improve local economy			√		
	Identify properties for infill renovation and greenspace use			√		

PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES

2013-2017 COMMUNITY FACILITIES - REPORT OF ACCOMPLISHMENTS

		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Request funds from GDOT to pave high priority roads		√			This is an ongoing process and will not appear in the next work program
	Purchase equipment to build and maintain roads		√			This is an ongoing process and will not appear in the next work program
	Improve sewer lines in low income areas		√			This is an ongoing process and will not appear in the next work program
	Resurface and repair existing roads		√			This is an ongoing process and will not appear in the next work program
	Continue to improve sewage system		√			This is an ongoing process and will not appear in the next work program

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PLAN ELEMENTS: CHAPTER 3

COMMUNITY FACILITIES

COMMUNITY FACILITIES - WORK PROGRAM

Work Program Projects		Time-frame					Responsible Party	Cost Estimate	Fund Source
		2018	2019	2020	2021	2022			
Jenkins County	Designate an area for industrial infill development			√			County	Staff Time	Local Funds
	Recruit YMCA or Boys and Girls Club to county space					√	County	Staff Time	N/A
	Transportation program for technical college for transportation to Post-Secondary institutions		√				County	Staff Time	Grants
	Buy new equipment for E9-11	√					County	Staff Time	Local Funds / Grants
	Relocate E9-11 to the Sheriff's Office	√					County	Staff Time	Local Funds / Grants
	Expand Senior Center			√			County	\$750,000	CDBG/Local Funds
City of Millen	Provide infrastructure on Old Waynesboro Road Phase 1	√					GDOT	\$450,000	TIA
	Provide infrastructure on Old Waynesboro Road Phase 2		√				GDOT	\$200,000 approx	TIA
	Increase sewer line size for service to new K-12 school	√					City	\$400,000	Grants
	Open a K-12 school	√					School Board	N/A	School Board Funds
	Streetscape on Winthrop Ave Phase 3		√				GDOT	1.2 Million	TIA
	Begin targeting "Black Bottom" for infrastructure improvements		√				City / JCDA	Staff Time	Local Funds
	Communicate with GDOT vision for U.S. Highway 25	√					City	Staff Time	Local Funds
	Prepare CDBG application for all infrastructure to include stormwater for Warren, Lincoln, and Washington Streets.	√	√	√			City / CSRA RC	\$750,000	Local Funds
	Replace and upgrade existing sewer lines throughout the city - in, but not limited to, Washington Street area.	√	√	√			City	\$500,000	CDBG/Local Funds
	Add flood and drainage improvements (curb and gutter and storm water infrastructure) throughout the city - in, but not limited to, the Washington Street area.	√	√	√			City	\$500,000	CDBG/Local Funds
	Repave streets throughout the city - in, but not limited to, the Washington Street area.	√	√	√			City	\$500,000	CDBG/Local Funds

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BROADBAND SERVICES

PLAN ELEMENTS: CHAPTER 3

Throughout this country and the world, the value of reliable Internet service is important. As technology advances, high-speed connections are becoming increasingly critical parts of everyday life. This high-speed Internet is also known as “broadband,” and it impacts many industries, including agriculture, retail, and education. Rural communities like Jenkins County tend to lag behind their urban counterparts in broadband access, and this insufficient access affects the community’s ability to grow, recruit business, and retain residents.

This section of the plan examines the following:

- *Broadband*
- *The ACE Act*
- *Broadband Served/Unserved Areas*
- *Rate of Broadband Adoption*
- *Advancing Broadband Infrastructure*

This section will also present the current items for the work program for Community Facilities for both Jenkins County and the City of Millen



PLAN ELEMENTS: CHAPTER 3

BROADBAND SERVICES

BROADBAND

Broadband is high speed Internet. The FCC currently defines high speed Internet access as download speeds of at least 25 Mbps and upload speeds of at least 3 Mbps.” Mbps is megabits per second. These minimum upload and download speeds are essential to quality of service for end user customers. Broadband includes several high-speed transmission technologies, such as fiber optic, wireless, Digital Subscriber Line (DSL) and coax cable. The goal in many communities may be terrestrial service, but mobile or satellite may be the only option. Washington County is no exception in many parts of the county.

Different technologies:

- Fiber optic cable - buried underground and transmits data over light through glass or plastic
- Coax Cable - copper-based infrastructure deployed by cable TV and telephone broadband providers; is described as durable and the dominant technology for residential broadband service. It involves wireless devices or systems providing service in fixed locations.
- DSL - copper-based and offered over traditional telephone networks. It is not as rapid as other technologies and may degrade over distance.
- Wireless is fixed where the wireless systems provide service in fixed locations. Mobile wireless consists of cellular networks that deliver service to mobile end-users. Satellite wireless utilizes geostationary satellites that provide service in low-density locations. Lastly, microwave wireless uses mid-to-high frequency signals to deliver service between line-of-sight locations.

THE ACE ACT

The Federal Communications Commission (FCC) currently defines high-speed Internet access as download speeds of at least 25 Mbps and upload speeds of at least 3 Mbps. The infrastructure of broadband is often described in three different sections: backbone, middle mile, and last mile. The backbone (aka trunk lines) are the major high-speed transmission lines linking smaller networks across the country. The middle mile is the connection between the backbone network and local networks. The last mile is the connection between the local network and end users (homes, institutions, businesses, etc.). Broadband includes several high-speed transmission technologies, such as fiber optic, wireless, Digital Subscriber Line (DSL), coaxial cable, and satellite.

In 2018, the Georgia General Assembly passed the “Achieving Connectivity Everywhere (ACE) Act” as Senate Bill 402. The ACE Act enables several things, including:

- local governments to apply for financial incentives for broadband services
- the Georgia Department of Transportation to use interstate highway rights-of-way for deployment of broadband services and other emerging communications technologies.

The ACE Act also requires each local government in the state to incorporate a “Broadband Services Element” into its local comprehensive plan.

PLAN ELEMENTS: CHAPTER 3

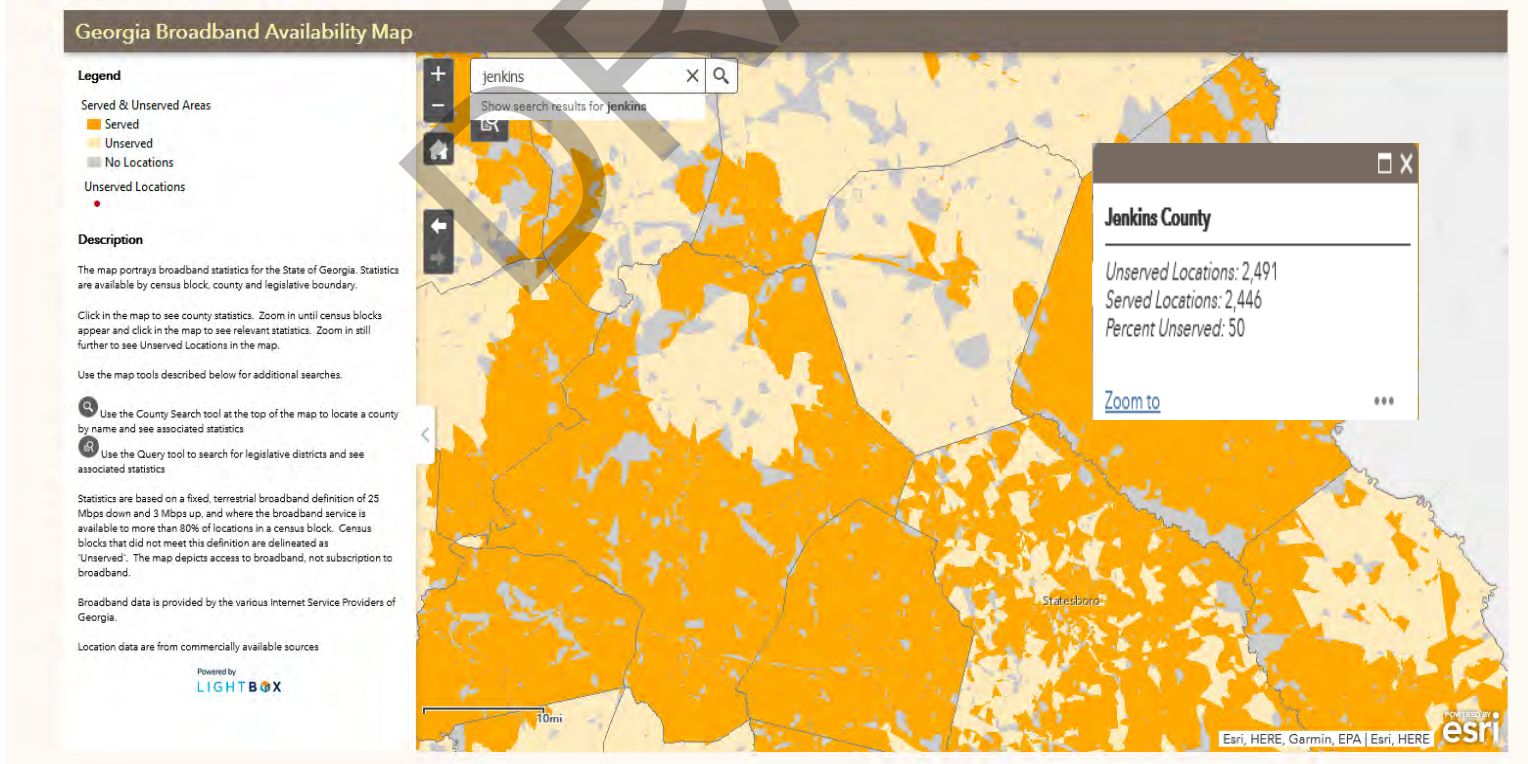
BROADBAND SERVICES

SERVED AND UNSERVED AREAS

Working with several other state agencies, providers and the regional commissions, the Georgia DCA has determined and mapped (as of summer 2020) areas in the state that are served and unserved areas for broadband availability. Information on census-block level access was provided by the Georgia Broadband Deployment Initiative (GBDI) for this section of the plan; GBDI was launched in 2018. The GBDI represents a collaborative effort by multiple state agencies to promote and deploy broadband level Internet in unserved areas across Georgia. This service is for a minimum of 25 Mbps download and 3 Mbps upload speeds. According to DCA's website, "The purpose of the Georgia Broadband Deployment Initiative is to coordinate and establish broadband programs to increase economic, education, and social opportunities for Georgia citizens and businesses. The initiative provides for the expansion of broadband infrastructure and services through new state and local broadband planning policies." - <https://broadband.georgia.gov/about>

An unserved area means a census block in which broadband services are not available to 20 percent or more of the locations as determined by DCA. A "served" area does not imply subscription, only access. Additionally, it is still possible to have individual homes or businesses within a "served" area that are unserved. Jenkins County, as displayed in the map below, is 50% unserved, with 2,446 served locations in the county.

2021 Georgia Broadband Availability Map



PLAN ELEMENTS: CHAPTER 3

BROADBAND SERVICES

RATE OF BROADBAND ADOPTION

Much attention has been paid to the problem of sparse rural broadband infrastructure provision. However, relatively little has been said about how to activate the latent potential that broadband brings to exurban communities. Research on the outcomes of broadband expansion has revealed unexpected trends, among which is the revelation that provision of the infrastructure itself is not typically sufficient to realize the myriad benefits touted. In fact, results suggest that policy makers must broaden their focus to include adoption and efficient use of the technology. More directly, once broadband is available, residents must be willing and able to pay for subscriptions and adequate hardware, and competent to employ the technology for their personal and professional benefit. Research sponsored by the Benton Institute for Broadband and Society developed a four part strategy as being essential to promoting meaningful broadband adoption. The four-part strategy is below.

1. Providing
Low-Cost
Broadband

2. Connecting
digital literacy
training with
relevant content
and services

3. Making
Low-Cost
Computers
Available

4. Operating
Public Access
Computer
Centers

ADVANCING BROADBAND INFRASTRUCTURE

The potential benefits of a strong, reliable connection are clear for all residents and stakeholders. Among them are improved educational, employment and healthcare options for citizens, increased productivity and more efficient operations for businesses, and the potential for competitive new entrepreneurial ventures. To maximize McDuffie County's broadband infrastructure, the County and City must pursue broadband-related projects.

PLAN ELEMENTS: CHAPTER 3

BROADBAND SERVICES

BROADBAND SERVICES - WORK PROGRAM

Work Program Projects		Time-frame					Responsible Party	Cost Estimate	Fund Source
		2018	2019	2020	2021	2022			
Jenkins County	Adopt a resolution that McDuffie County desires to be fully served by Broadband.				√		County	Staff Time	Local Funds
	Identify community buildings that would benefit from enhanced broadband and/or could be considered for Broadband Ready designation.				√		County	Staff Time	Local funds
	Apply for Broadband Ready designation for chosen community sites.				√		County	Staff Time	Federal and State Grants
	Apply for Broadband Infrastructure grant funding				√	√	County	Staff Time	Federal and State Grants
City of Millen	Adopt a resolution that McDuffie County desires to be fully served by Broadband.				√		City	Staff Time	Local Funds
	Identify community buildings that would benefit from enhanced broadband and/or could be considered for Broadband Ready				√		City	Staff Time	Local Funds
	Apply for Broadband Ready designation for chosen community sites.				√		City	Staff Time	Federal and State Grants
	Apply for Broadband Infrastructure grant funding				√	√	City	Staff Time	Federal and State Grants

Legal Advertising

ATTENTION

with applicable U.S. Department of Housing and Urban Development (HUD) regulations, has prepared a draft version of the State's Consolidated Annual Performance and Evaluation Report (CAPER) for the Federal Fiscal Year 2020. The State of Georgia will host a public hearing and webinar to present the 2020 CAPER. The CAPER is the annual review of the State's performance in meeting the goals and objectives identified in the 2018-2022 Consolidated Plan and FY 2020 Annual Action Plan. Note that the CAPER also includes the State CDBG Performance and Evaluation Report (State PER) for the State of Georgia Community Development Block Grant (CDBG) Program. The State of Georgia encourages citizens, public agencies and other interested parties to review the contents of its draft CAPER and to submit their written comments. A draft of the CAPER will be available for review on August 23, 2021 by 5 PM by visiting our website: <https://dca.ga.gov/node/4565>. The report may also be obtained upon request from the Georgia Department of Community Affairs by emailing HUD-

Planning@dca.ga.gov

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Notice of Foreclosure Sale

On November 9, 2020, DANIEL COMER AND AMBER L. COMER executed a Note in favor of DAVID OLIN VAUGHN. Said Note was payable with interest and is now in default. The total amount due of principal&interest in the Note is \$29,393.33 as of May 10, 2021, plus attorney fees, advanced costs, accrued interest, and other costs of collection. Time was made the essence of the Note, and the Note contained provision for the payment of attorney fees. In order to secure payment of said Note executed unto DAVID OLIN VAUGHN a Security Deed, conveying title to land more particularly described as follows. ALL that certain tract or parcel of land lying, situate and being in the 1635th GMD of Jenkins County, Georgia, containing 10.00 acres, more or less, designated as Tract 3 upon a plat survey prepared by Everett Tomberlin, Surveyor, dated July 21, 2010, recorded in the Office of the Clerk of Superior Court of Jenkins County, Georgia in Plat Book 19, page 55, specific references to

Redistricting maps reflect growth of minorities

and provide relevant information in a language other than English, said Lavita Tuff, policy director for Asian Americans Advancing Justice-Atlanta, which repre-

is one of the least competitive states in the country. There is a lot of room for improvement."

Public Hearing Notice

A public hearing for Jenkins County and the city of Millen will take place on September 16, 2021, at 10:30 am at the Jenkins County Offices, 833 Winthrop Avenue in Millen, Georgia. Jenkins County and the city of Millen is amending its comprehensive plan, Jenkins County City of Millen Joint Comprehensive Plan 2018-2028, by adding a Broadband Service element. The purpose of this meeting will be to brief the community on this amendment and notify the community of when the amended plan will be adopted and submitted to the Regional Commission and the Georgia Department of Community Affairs. Residents wishing to comment or make suggestions or revisions should be in attendance. Citizens can access copies of the amended plan in advance of the public hearing beginning September 13, 2021, by contacting Grady Saxon, County Administrator at (478) 982-2563 or Jeff Brantley, City Manager at 478-982-6100.

Persons with special needs relating to handicapped accessibility or foreign language should contact Grady Saxon, County Administrator at (478) 982-2563 prior to September 13, 2021. This person can be located at Jenkins County Offices, 833 Winthrop Avenue in Millen, Georgia during the following hours: 8:30 am - 4:30 pm. Persons with hearing disabilities can contact the Georgia Relay Service, at 7-1-1, 1-800-255-0056, or 1-800-255-0135 (Voice).

Classified Advertising Section

SWAP AND SHOP

THE Millen News

Subscribe Today!

(478) 982-5460

Timber Type	Tons
Pine Pulpwood	13,352
Pine Chip N Saw	5,465
Pine Sawtimber	5,555
Pine Topwood	1,490
Hardwood Pulpwood	2,200
Hardwood Sawtimber	740



800-841-9400
HudsonMarshall.com

GAL 27

Jenkins County Comprehensive Plan 2018-2028

Public Hearing for Plan Amendment

September 16, 2021 | 10:30 AM

SIGN-IN

[illegible]

Pam Dwight	i.be.dwight@gmail.com	(478) 494.7217
King Becker	rockervinc@bellsouth.net	(478) 906-0386
Correll Pitts	DCPitts229@gmail.com	(478) 982-4326
Jeff Brantley	jbrantley@cityofmillerga.gov	(478) 982 6100
Janur Hargis	JHenny02@hotmail.com	(478) 982 2867
Grady Saxon	gsaxon01@yahoo.com	(478) 982-2563
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JENKINS COUNTY MILLEN COMPREHENSIVE PLAN
Stakeholder Committee Meeting June 27, 2017

SIGN-IN SHEET

NAME	EMAIL	PHONE	ADDRESS
Pam Dwight	i.be.dwight@gmail.com	(478) 494.7217	PO Box 473 - Millen, GA 30442
King Becker	rockerinc@bellsouth.net	(478) 706-0386	P.O. Box 41340 Millen GA 30442
Corrie Pitt	DCPitt229@gmail.com	(478) 982-4336	525 North Ave. Millen, GA 30442
Jeff Brantley	jbrantley@cityofmillen.ga.gov	(478) 982 6100	PO Box 929 Millen GA 30442
Janet Hery	JHerry07@hotmail.com	(478) 982 2867	5266 Hwy 25 S Millen,
Grady Saxon	gsaxon01@yahoo.com	(478) 982-2563	P.O. Box 797 Millen, GA 30442
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JENKINS COUNTY MILLEN COMPREHENSIVE PLAN Stakeholder Committee Meeting		SIGN-IN SHEET
NAME	PHONE	ADDRESS
Pamelia Dwight	(478) 494. 7217	POB 473- Millen - 30442
Darrel Clifton	(478) 982- 4326	525 North Ave, Millen GA 30444
Jeff Brantley	(478) 984 8858	PO Box 929 M. llen 30442
Thady Spun	(478) 982- 2563	P.O. Box 797 Millen, GA 30442
James King	(478) 982 2563	P.O Box 797 Millen, GA
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Jenkins County / Millen Comprehensive Plan
Stakeholder Committee Meeting
Jenkins County Annex - 4:00 pm
October 4, 2017

JENKINS COUNTY MILLEN
COMPREHENSIVE PLAN
Stakeholder Committee Meeting

SIGN-IN SHEET

NAME	PHONE	ADDRESS
Pamelia Dwight	(478) 494. 7217	POB 473- Millen - 30442
Darrel Clifton	(478) 982- 4326	525 North Ave, Millen, GA 30442
Jeff Brantley	(478) 984 8858	PO Box 929 M. Hen 30442
Paula Lynn	(478) 982- 2563	P.O. Box 797 Millen, GA 30442
James Hays	(478) 982 2563	P.O. Box 797 Millen, GA
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Jenkins County / Millen Comprehensive Plan
Stakeholder Committee Meeting
Jenkins County Annex - 4:00 pm
November 16, 2017

PUBLIC HEARING NOTICE

A public hearing for Jenkins County and the City of Millen will take place on Tuesday, April 11th at 4:00 pm at the Jenkins County Annex 933 Walnut Street. The purpose of this meeting will be to initiate the Jenkins County Joint Comprehensive Plan for the jurisdictions of the City of Millen and Jenkins County and inform the community of the meeting schedule associated with this plan. Residents wishing to comment or make suggestions should be in attendance.

Person with special needs relating to handicapped accessibility or foreign language should contact Grady Saxon at 478-982-4791 prior to April 4, 2017. This person can be located at the Jenkins County Annex, during the following hours: 9:00 am to 4:00 pm. Persons with hearing disabilities can contact the Georgia Relay Service, at (TDD) 1-800-255-0056, (Voice) 1-800-255-0135, 7-1-1.

Garden Club of Georgia,
day of the Millen GC, the
of the Magnolia GC and

Public Hearing Notice

Jenkins County-City of Millen Joint Comprehensive Plan

Jenkins County and the City of Millen will hold a joint public hearing to brief the community on the contents of the Jenkins County Joint Comprehensive Plan. Residents wishing to comment or make suggestions or revisions should be in attendance.

The public hearing will take place on
Friday, May 18, 2018, at 10:30 a.m.
at the Jenkins County Annex, 933 Walnut Street, Millen, GA.

For more information,
Contact: Grady Saxon, Jenkins County Administrator,
Phone: (478) 982-2563 Contact:
Jeff Brantley, City of Millen Administrator,
Phone: (478) 982-6100

Jenkins County and the City of Millen are local government jurisdictions committed to providing all persons with equal access to its services, programs, activities, education and employment regardless of race, color, national origin, religion, sex, familial status, disability or age. For a reasonable accommodation or if you need an alternative format or language, please call the contact person listed for the Public Hearing at least two business days prior to the Public Hearing during following hours: 8:00 a.m. – 5:00 p.m. Monday-Friday except holidays. Persons with hearing disabilities can contact the Georgia Relay Service, at (TDD) 1-800-255-0056, (Voice) 1-800-255-0135, 7-1-1.

PUBLIC NOTICE CHANGE IN POLLING LOCATION

EFFECTIVE IMMEDIATELY
PRECINCT: COURTHOUSE
NEW POLLING LOCATION

Jenkins County Senior Citizens Building
998 College Avenue
Millen, Georgia 30442
PREVIOUS POLLING LOCATION
Jenkins County Courthouse
611 East Winthrop Avenue
Millen, Georgia

For more information, please contact
Linda Burke at (478) 982-5581
P. O. Box 904 611
East Winthrop Avenue Millen, GA 30442.

Remember Wh

Jenkins County Probate Judge Elizabeth Elmore announce that she will not seek re-election. Mrs. Elmore says that she will retire at the end of her term of office in December.

Starting April 30th, census employees will begin contacting local residents who did not return Census questionnaire in the mail.

The Flower Cottage and Gift Shop announces grand opening at 139 North Gray Street.

Keith Lee car dealership advertises 2000 Pontiac Sunfire for \$13,485; 200 Chevy Malibu for \$16,144; and 2000 Chevrolet Cavalier for \$12,663.

Time Saver Minute Mart announces grand opening at 14

JCFEC Lead



Members of the Jenkins County Family Enrichment Center in Atlanta.

Members of the Jenkins County Family Enrichment Center Leadership Team are shown at the state capitol where they visited with Sen. Jesse Stone. They are Caleb Asbury, Avendano Brittney, Jocelyn Boatwright, Roti Bramblett, Damion Carter, Anna Clayton, Haylie Garvin, Robert Gay, Marison Guzman-Rangel, Anna Kate Hearn, Emma Hendrix, Baker Jenkins, Victoria Johnson, JaQuan Kelly, Brian Lanier, Madison Lanier, Peyton Merier, Taylor Reese, Keyiyah Ricketts, Christian Scott, Benjamin Tyler and Gavin Underwood. (Photos contributed)

Happy 9th birthday! Ty Bennett



We love you,
Nana and Pa

Public Hearing Notice

A public hearing for Jenkins County and the City of Millen will take place on Monday, April 23rd at 4:00 pm at the Jenkins County Annex at 833 East Winthroe Avenue in Millen. The purpose of this meeting will be to brief the community on the contents of the Jenkins County Joint Comprehensive Plan and to notify the community of when the plan will be submitted to the Regional Commission for review.

Residents wishing to comment or make suggestions or revisions should be in attendance. Citizens can access copies of the draft plan in advance of the public hearing beginning April 12th by contacting Grady Saxon at 478-982-2563.

Persons with special needs relating to handicapped accessibility or foreign language should contact Grady Saxon at 478-982-2563 prior to April 16th. This person can be located at the Jenkins County Annex, during the following hours: 9:00 am to 4:00 pm. Persons with hearing disabilities can contact the Georgia Relay Service, at 7-1-1, 1-800-255-0056 (TTY), or 1-800-255-0135 (Voice).

**A Resolution of Jenkins County for the Adoption of
the Jenkins County-City of Millen 2018-2028
Joint Comprehensive Plan**

WHEREAS, the Jenkins County Board of Commissioners, the governing authority of Jenkins County, Georgia has prepared the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* to replace their prior comprehensive plan and comprehensive plan update and,

WHEREAS, the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* was prepared in accordance with the Rules and Procedures of the Georgia Department of Community Affairs; and,

WHEREAS, the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* has been reviewed by the Central Savannah River Area Regional Commission and the Georgia Department of Community Affairs and found to be in compliance with the minimum "Standards and Procedures for Local Comprehensive Planning;"

NOW, THEREFORE, BE IT RESOLVED by the Jenkins County Board of Commissioners that the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* is hereby adopted and that a copy of this resolution shall be submitted to the Central Savannah River Area Regional Commission.

Adopted this 25th day of May, 2018


Hiller Spann, Chairman
Jenkins County Board of Commissioners

ATTEST:


Grady Saxon, County Administrator
Jenkins County

**A Resolution of the City of Millen for the Adoption of
the Jenkins County-City of Millen 2018-2028
Joint Comprehensive Plan**


WHEREAS, the Millen City Council, the governing authority of the City of Millen, Georgia has prepared the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* to replace their prior comprehensive plan and comprehensive plan update and,

WHEREAS, the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* was prepared in accordance with the Rules and Procedures of the Georgia Department of Community Affairs; and,

WHEREAS, the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* has been reviewed by the Central Savannah River Area Regional Commission and the Georgia Department of Community Affairs and found to be in compliance with the minimum "Standards and Procedures for Local Comprehensive Planning;"

NOW, THEREFORE, BE IT RESOLVED by the Millen City Council that the *Jenkins County-City of Millen 2018-2028 Joint Comprehensive Plan* is hereby adopted and that a copy of this resolution shall be submitted to the Central Savannah River Area Regional Commission.

Adopted this 24th day of May, 2018



Albert Rocker, Mayor
City of Millen

ATTEST:



Lottie Kaigler, Clerk
City of Millen