

A photograph of the Jenkins County Courthouse, a large, two-story brick building with a prominent portico supported by four white columns. The building features a central clock tower with a white clock face and a statue on top. The roof is light blue, and the sky is blue with scattered white clouds. The text "JENKINS COUNTY" is overlaid in a large, bold, black font.

JENKINS COUNTY

JOINT COMPREHENSIVE PLAN 2023-28



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INTRODUCTION

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, 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, 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.



Georgia's Minimum Standards and Procedures for Local Comprehensive Planning are regulated by the Department of Community Affairs (DCA) and are intended to help local governments address immediate needs and opportunities while moving toward realization of long-term goals. The comprehensive plan should be referenced by local elected and appointed officials in the decision making process.

WHAT IS THE COMPREHENSIVE PLAN?

The Comprehensive Plan is a policy document that guides the future growth of Millen and Jenkins County. It is designed to facilitate a coordinated planning program that ultimately leads to desired future social and economic outcomes for both jurisdictions. It serves as a guide to both the public and private sector, providing guidance on items such as land development, housing improvements, economic development, cultural/environmental asset protection, and provision of community services and facilities. In short, the comprehensive plan is a unified document encouraging overarching consistency and coherence in county and municipal policies.

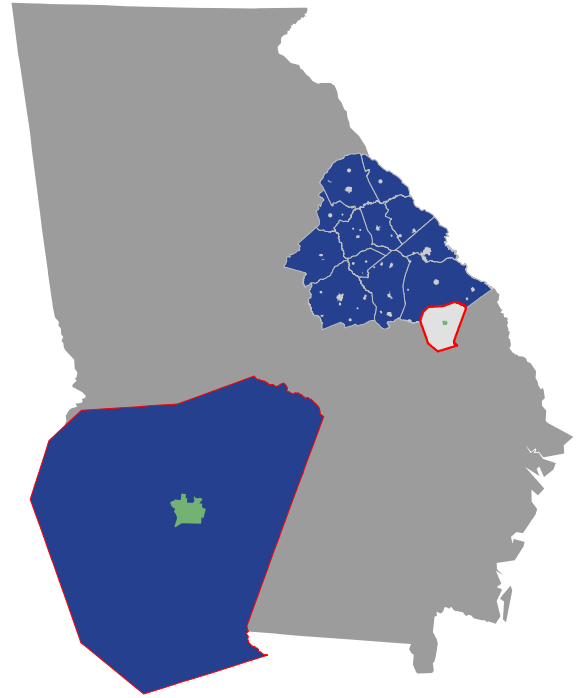
The comprehensive plan is structured as a dynamic document that should be amended when local priorities or conditions change. Periodic updates are necessary to ensure that the document's stated policies align with the needs and aspirations of residents. Over time, local and external conditions have changed. Some objectives have been met, and others have changed or been overtaken by competing priorities. The current comprehensive planning effort addresses these changes and integrates new or evolving priorities among residents and community leaders.

HOW TO USE THE COMPREHENSIVE PLAN

This comprehensive plan is a guide for action and is intended to serve as a reference for potential users. A member of the City Council, Board of Commissioners or government staff should refer to this plan's policies when deciding on the approval of a rezoning or location of new development. Companion planning documents should be used in conjunction with the comprehensive plan. These include but are not limited to the CSRA Regional Plan, the Jenkins County Solid Waste Management Plan, the comprehensive and solid waste plans of other nearby jurisdictions, the Regional Water Plan, the CSRA Regionally Important Resource Plan, and other local and state regulatory documents (e.g. zoning ordinance, subdivision regulations).

COMMUNITY BACKGROUND

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 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 spurred the area’s first residential and commercial growth boom.



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.

THE COMPREHENSIVE PLAN COMPONENTS

The CSRA-RC is the county's selected planning coordinator for the Jenkins County Joint Comprehensive Plan 2023-2028. This document has been prepared to exceed the minimum requirements of Georgia DCA's 2018 Minimum Standards and Procedures For Local Comprehensive Planning (effective October 2018). The 2023 Comprehensive Plan includes the following state-required and elective components:

Community Goals | Needs and Opportunities | Report of Accomplishments
Community Work Program | Public Involvement Overview
Economic Development | Land Use | Housing | Broadband Services
Natural & Cultural Resources | Community Facilities & Services

All state-required comprehensive planning components and additional elective elements listed are distributed throughout the Jenkins County Joint Comprehensive Plan in various chapters and appendices.

THE 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.

COMMUNITY SNAPSHOT

Jenkins County

Total Population	8,674
Median Household Income	\$29,061
Residents With a Bachelor's Degree or Higher	8%
Total Housing Units	4,066
Residents Without Health Care Coverage	19.0%
Total Households	3,290
Population Hispanic or Latino (of any race)	303
Median Gross Rent	\$636
Median Age	43.2
Homeownership Rate	76%
Poverty Rate	27.9%



City of Millen

Total Population	2,966
Median Household Income	\$35,146
Residents With a Bachelor's Degree or higher	9.6%
Total Housing Units	1,531
Residents Without Health Care Coverage	11.0%
Total Households	1,265
Population Hispanic or Latino (of any race)	103
Median Gross Rent	\$765
Median Age	48.8
Homeownership Rate	70.8%
Poverty Rate	24.9%

Data sources: 2021 American Community Survey 5-year Estimates

PRIOR PLANS

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 Joint 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.

Partial updates to the comprehensive plan were produced in 2010 by the Central Savannah River Area Regional Commission (formally the Central Savannah River Area Regional Development Center). These updates addressed changed in the DCA requirements while identifying new issues and opportunities and updating the work program of activities. The 2023 Jenkins County Joint Comprehensive Plan supersedes all prior plans once adopted by each individual community.

“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.

OVERVIEW OF THE PLAN DEVELOPMENT PROCESS

First Required Public Hearing: Briefs the public on the process and describes opportunities to participate

Plan Development: Includes data collection and analysis; includes opportunities for involvement from stakeholders and community members

Second Public Hearing: Provides an opportunity for comment on the publicly available draft plan and notifies the public of plan submittal for official review

Submittal of Draft Plan for Review: Requires a formal letter from the highest elected official to the CSRA-RC; CSRA-RC submits the plan to DCA

Notification of Interested Parties: Provides all interested parties (other governments, state agencies, etc.) the opportunity for plan for review and comment

Regional Commission & DCA Review: Includes CSRA-RC review for potential conflicts and DCA review for statute compliance

Report of Findings and Recommendations: Is transmitted within 40 days after submittal

Plan Revisions: May be made to the plan to meet state requirements or address comments from interested parties

Plan Adoption: Occurs after official DCA approval of the plan

Notification of Local Adoption: Requires the submittal of a signed resolution and adopted plan to the CSRA-RC within 7 days; CSRA-RC forwards this to DCA

Qualified Local Government status (QLG): Includes a written notification from DCA that the jurisdiction's QLG status has been extended

Publicizing the Plan: Occurs after plan adoption and informs citizens of final plan availability

PUBLIC INVOLVEMENT OVERVIEW

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 plans to follow a set of minimum procedures to ensure the public has the opportunity to provide input and review the comprehensive plan document as it is created.

Consistent public input is a necessary component for the creation and completion of the comprehensive plan document. One significant part of the process is forming a stakeholder committee of community members. This group of people is critical to the plan creation and informs the decision-making process. A primary purpose of the stakeholder committee was ensuring that CSRA-RC staff adequately presented the aforementioned shared vision, goals, and objectives of the community.

The members of the Jenkins County stakeholder committee for this planning process were:

Grady Saxon, County Administrator, Jenkins County

Jeff Brantley, City Manager, City of Millen

Hiller Spann, County Commissioner, Jenkins County

King Rocker, Mayor, City of Millen

Darrel Clifton, City Council, City of Millen

Pamela Dwight, County Commissioner, Jenkins County

Mandy Underwood, Executive Director, Jenkins County Development Authority and Chamber of Commerce

Stakeholder meetings were held on the following dates to provide information, review data, and gain community perspective:

August 25, 2022 | November 28, 2022 | January 27, 2023

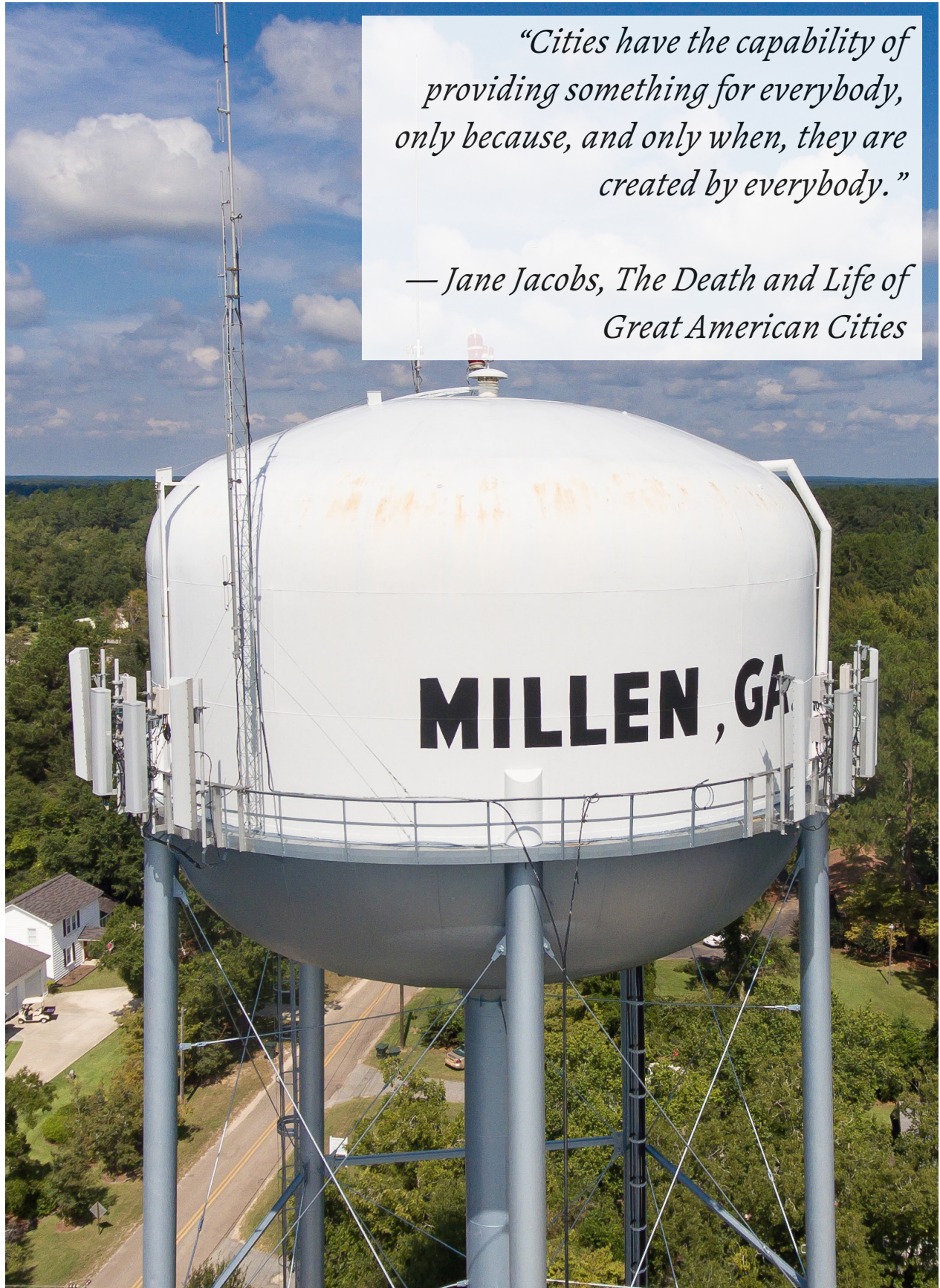
Two public hearings were also held as a part of this process on August 25, 2022 and February 14, 2023.

New to the community planning process this iteration was an electronic survey that recieved 66 responses. The survey responses were reviewed and used to generate new ideas and provide community confirmation of priorities created by the stakeholder committee. Staff compared what the stakeholder committee developed with what survey results revealed when crafting the plan to ensure that voices were being heard. Local officials also retained survey results, including open ended responses for future consultation.

Public awareness efforts included the newspaper, website posts, social media posts, and online document hosting.

*“Cities have the capability of
providing something for everybody,
only because, and only when, they are
created by everybody.”*

*— Jane Jacobs, The Death and Life of
Great American Cities*





COMMUNITY VISION

S.W.O.T. Analysis Summary

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.

STRENGTHS

- Good schools
- Small town
- Good people
- Hospital
- Railroad
- Low crime
- City and county work together
- Historical attractions
- Highway intersections
- Progress on broadband network
- Located within 90 minutes of major communities: Augusta, Dublin, Savannah, and Statesboro
- Downtown revitalization is underway

WEAKNESSES

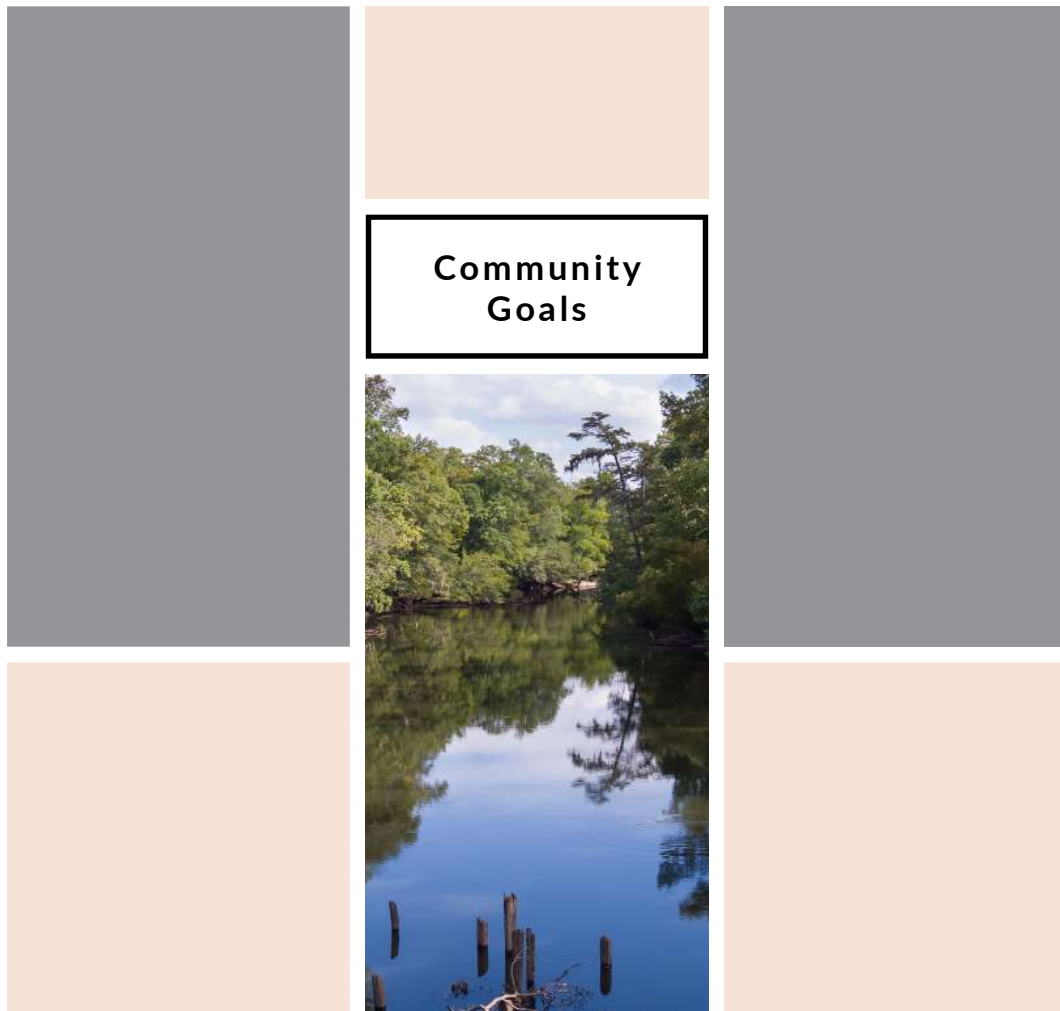
- No playground
- Curbs are not wheelchair accessible
- Population can only support one grocery store
- Lack of jobs
- Lack of affordable housing
- Need better Internet connection
- Not enough restaurants and retail
- Insufficient hotels to support tourism
- Lack of childcare
- Need funding/strategies to support road improvement
- Need roadway beautification
- Need new signs, sidewalks, bike lanes to enhance community appeal
- Need access to infrastructure support/resources for construction, rehabilitation and maintenance projects/construction teams

OPPORTUNITIES

- Ability to expand magnolia springs/tourism
- Adult learning center development of Ogeechee River
- Room for growth in downtown area/revitalization
- Continue to upgrade community facilities: ag center, community center, library, courthouse
- Expand on new hospital services
- Planters fiber optic Internet
- Bike and running trails
- Rejuvenate recreation program
- Home buyer assistance and lending programs
- Encourage building projects
- Sponsor construction teams to rehabilitate homes, promote business development, and eliminate blighted areas
- Promote youth trade skill training/coordinate with school system/trade schools
- Provide stronger programming/funding for library, senior center, and recreation department
- Market destination experiences for visitors, great escape adventure, promoting the southern experience

THREATS

- Unemployment
- Loss of small businesses
- Surrounding communities showing more growth
- Younger generations moving away from community
- Drug and alcohol addiction
- Big box businesses
- Extended train blockage of roadways causing excessive traffic
- No public relations/marketing/social media presence
- Need internships/entrepreneurial experience available to citizens
- Lack of trained labor force



Concurrent with, and following, completion of the 2023 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 includes the following elements:

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 actions 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 2023 Comprehensive Plan may be incorporated as amendments into the Community Work Program at a future date.



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).

Needs and Opportunities



The needs and opportunities included in this section of the plan present issues to address and possibilities to pursue across both jurisdictions. These items were generated during the 2023 comprehensive planning process utilizing: input from the stakeholder committee, the previous plan, community survey, and SWOT analysis. This plan section also informed other parts of the plan, including goals and work program activities. As a reminder, these aren't the only possible needs and opportunities, and this document is flexible to change as the community does.

ECONOMIC DEVELOPMENT

	NEEDS	OPPORTUNITIES
Jenkins County	Inability to capitalize on resources and assets present in the county	Expand current 5th grade downtown historic tours
	Improve promotion of WIOA job training program	Work with WIOA program to increase knowledge within community
	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)
		Reopening of the fish hatchery

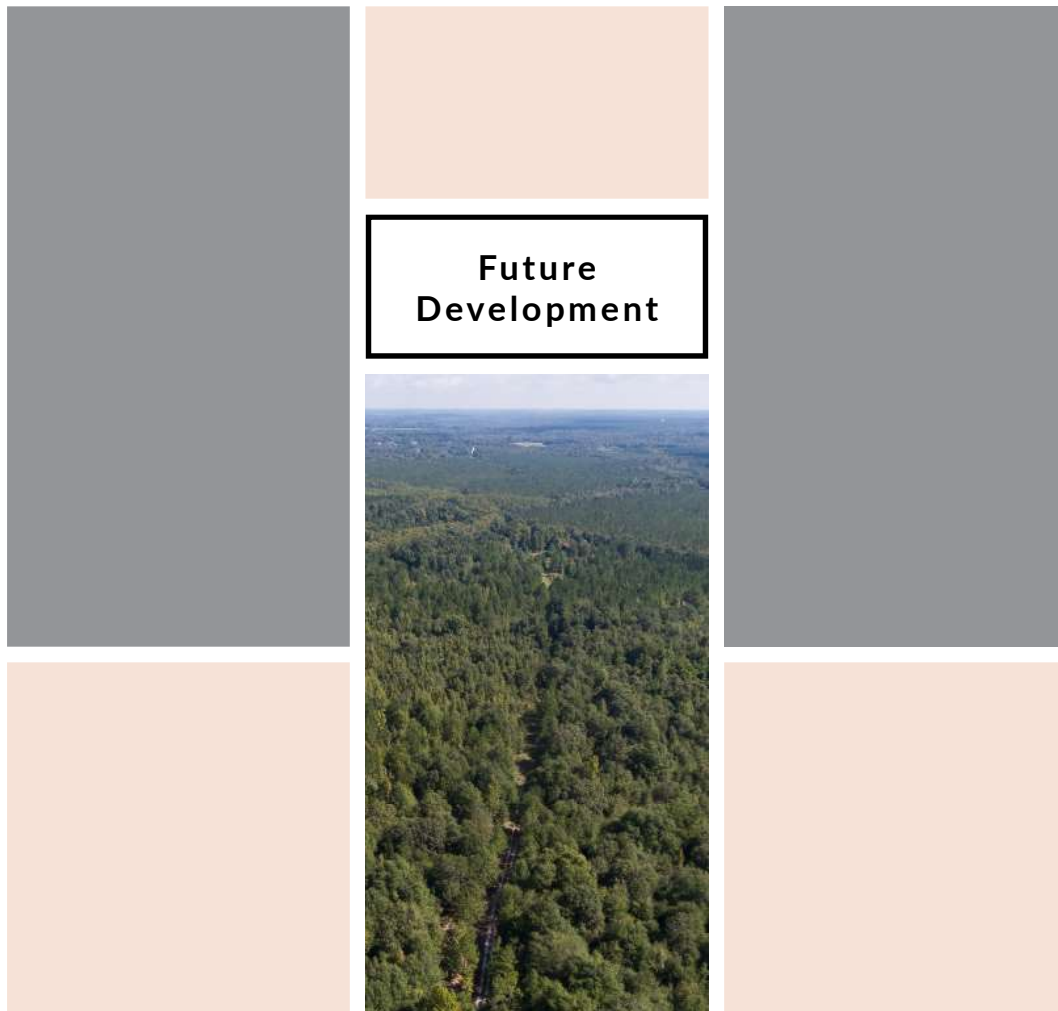
HOUSING

Jenkins County	Lack of multi-family rental housing	Reducing utility cost by fostering green technology
	Lack of single-family housing stock	Incentives for developers to increase higher-quality housing stock
	Housing rehab in targeted areas	
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

COMMUNITY FACILITIES		
	NEEDS	OPPORTUNITIES
Jenkins County	County-wide fiber optics	Promotion of Scenic - By Ways
City of Millen	Pal Theater updates	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	
	Improving the railroad crossing	State wrote a grant for overpass
NATURAL AND CULTURAL RESOURCES		
Jenkins County	Not Capitalizing on resources assets	Promote fishing as recreational / competitive sport
	Promotion of Camp Lawton site and museum	
	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 property preservation	Historic Properties that are unable to be maintained
		Sherman's March / Civil War Heritage Trail
	City museum needs physical updates and organization of artifacts	
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.



The demographic trends, economic circumstances, and social attitudes of local governments provide guidance to meet certain needs through the designation of land for particular uses. These land uses should ensure that land is equitably distributed, prevents/mitigates nuisances, and provides an appropriate amount of area for a designated use and limits disturbance of other surrounding land uses.

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

Agriculture / Forestry | Commercial | Industrial
Parks / Recreation / Conservation | Public / Institutional
Residential | Transportation / Communication / Utilities

This comprehensive plan includes the use of character areas in lieu of a parcel-based future land use map.

CHARACTER AREAS

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, comprising approximately 96 percent of the county. Although residential is the second most abundant use of land in the county, it only accounts for 3 percent of categorized land in the unincorporated area. Other land uses represent the remaining 1 percent.

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. 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 at 32 percent of land.

Jenkins County does not have 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)

The 2023 Jenkins County Joint 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 are:

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:

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

The 2023 presented comprehensive plan character area maps and supporting character area narratives are located on the following pages. When determining how best to use the character area maps and supporting narratives, the reader should be mindful of the follow parameters:

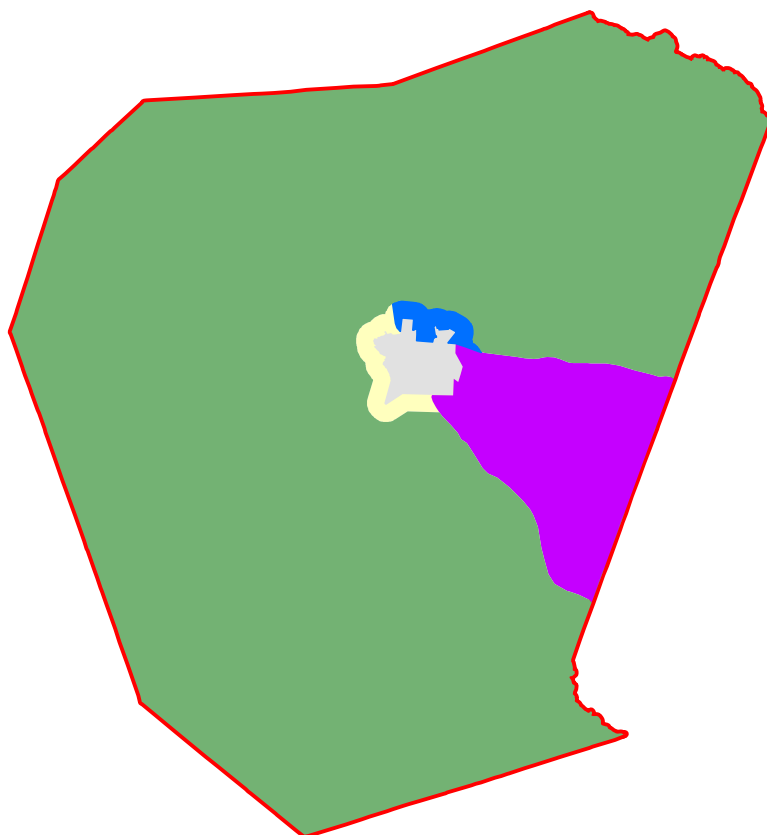
Character Area Boundaries

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 2023 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.

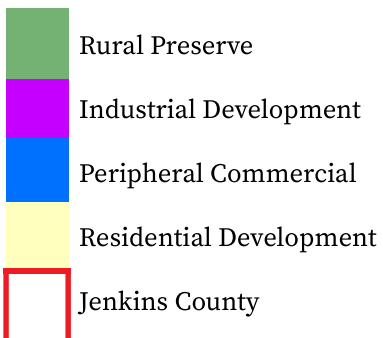
Character Area Narratives

The narratives corresponding 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 section. They should inform future development decisions and perhaps form the basis for more detailed topic-specific studies in the future.

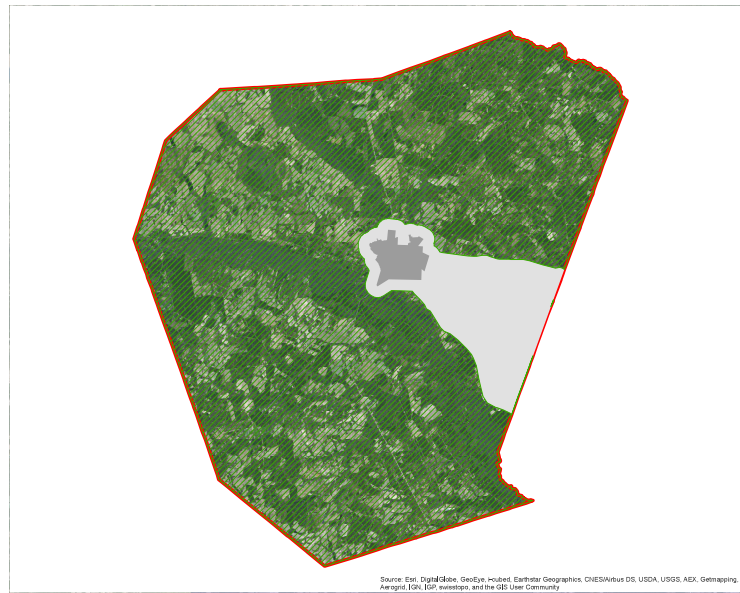
JENKINS COUNTY CHARACTER AREAS



LEGEND



CHARACTER AREA: 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 2018 Comprehensive Plan.

LAND USE AND ZONING CATEGORIES

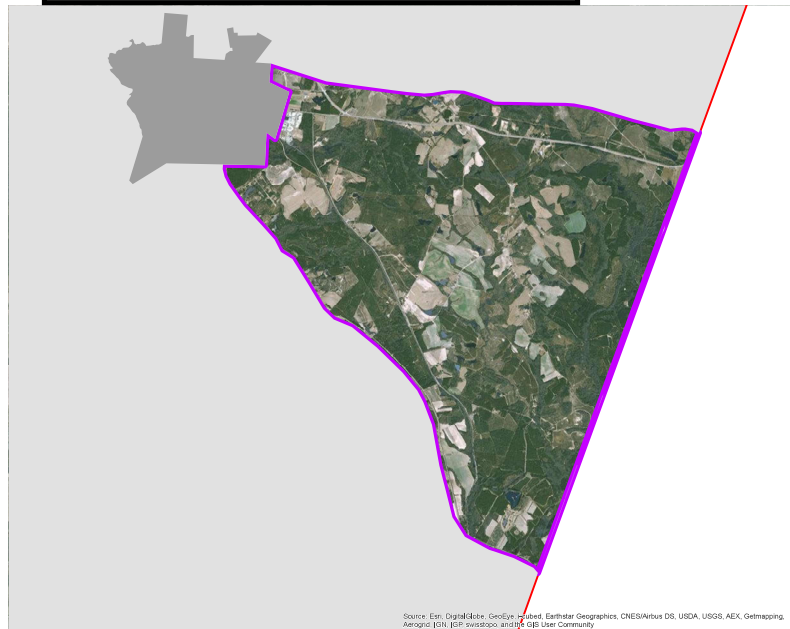
Low Density Residential
Agriculture
Forestry
Recreation

IMPLEMENTATION MEASURES

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



CHARACTER AREA: 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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.

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 AREA: Peripheral View



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Geomatics, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.

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 AREA: 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

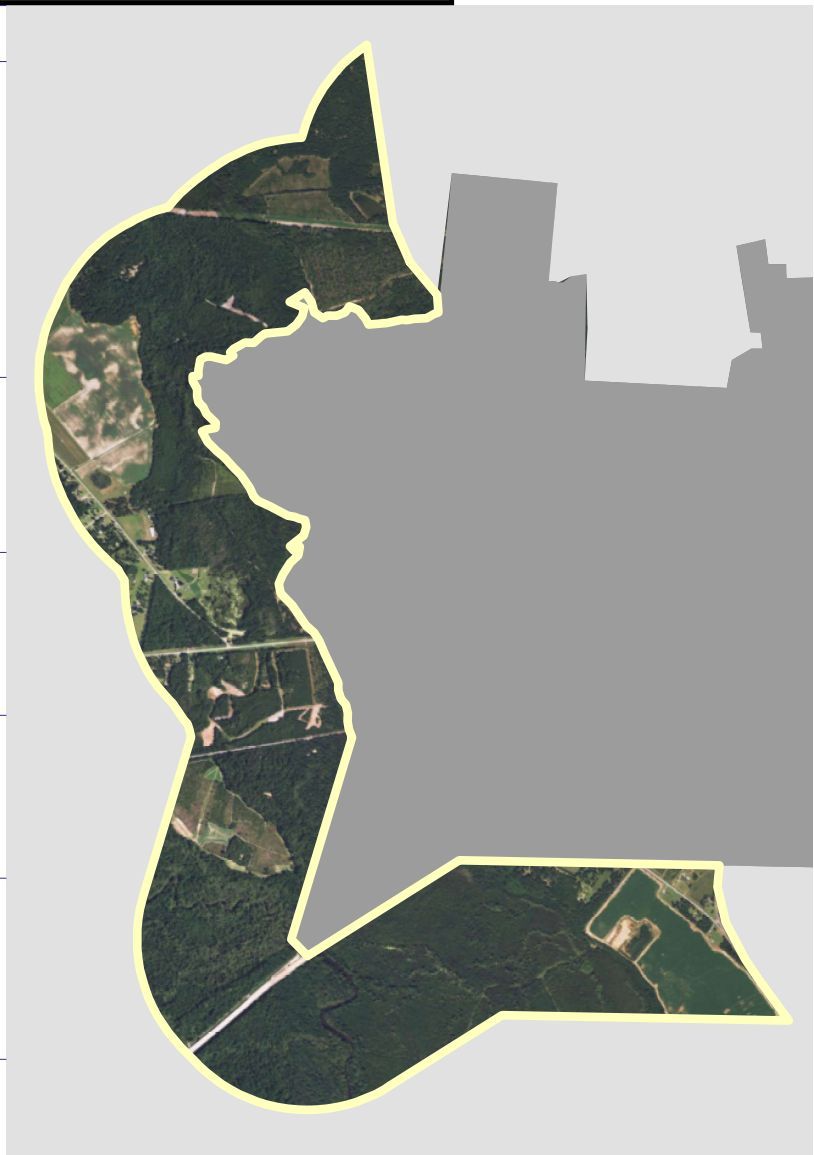
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LAND USE AND ZONING CATEGORIES

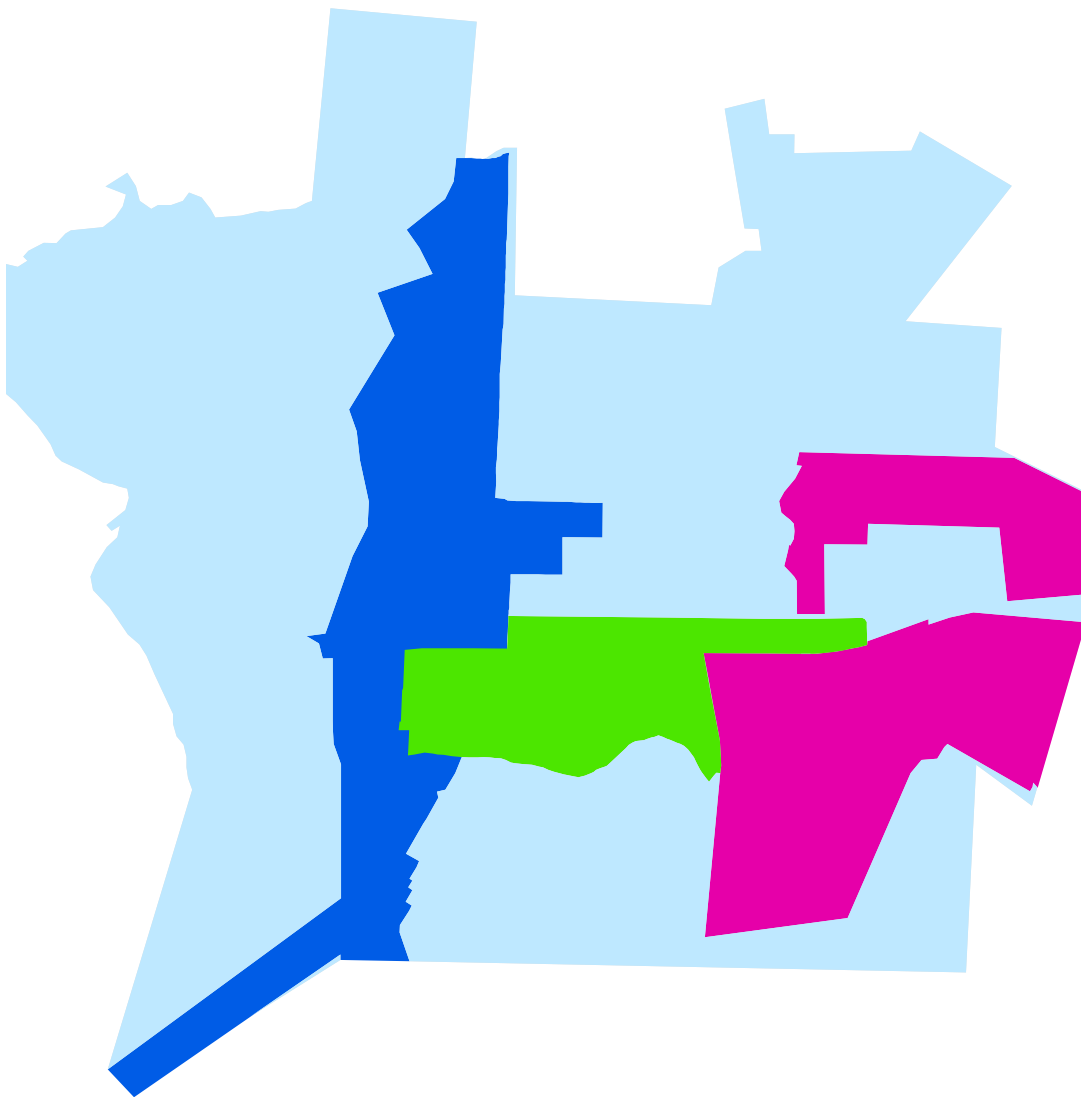
Residential
Agriculture
Forestry
Park and Recreation

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



CITY OF MILLEN CHARACTER AREAS



Legend

	City Residential
	City Industrial Development
	Corridor Development
	Downtown Revitalization

CHARACTER AREA: 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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.

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 AREA: 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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.

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 AREA: 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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.

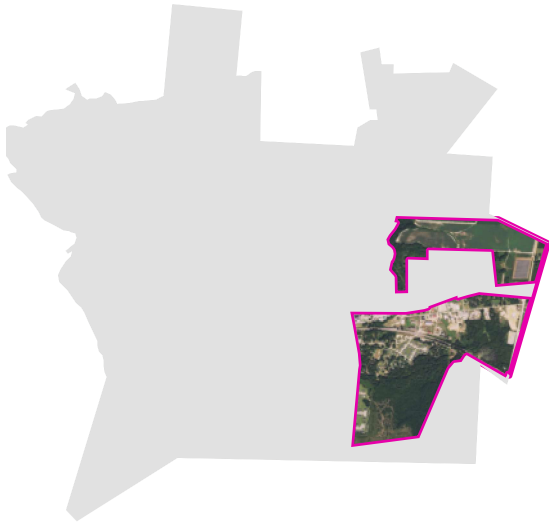
LAND USE AND ZONING CATEGORIES

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 AREA: City Industrial Development

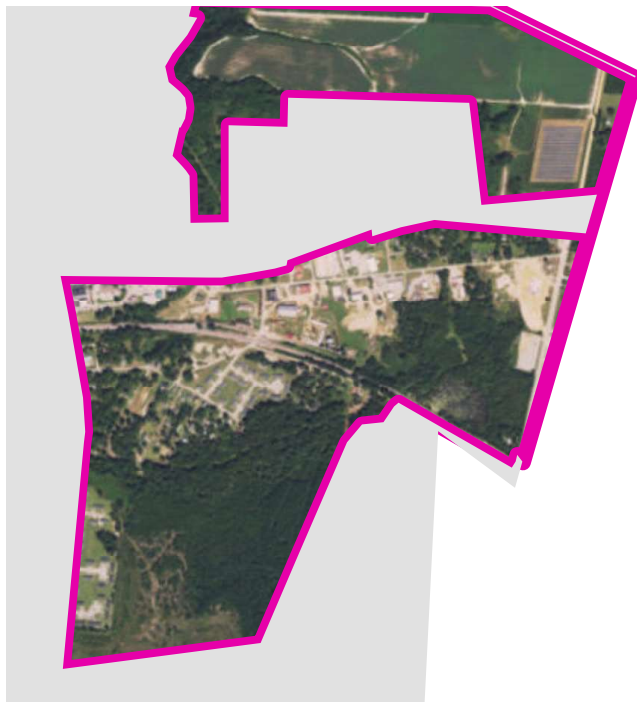


GENERAL DESCRIPTION

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

Retained from Jenkins County / Millen Joint Comprehensive Plan 2018 Comprehensive Plan.



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.



An aerial photograph showing a large solar farm with rows of blue photovoltaic panels installed in a grassy field. The solar farm is bordered by a dirt road and a line of trees. In the background, there is a dense forest and some distant buildings under a clear sky. The text "PLAN IMPLEMENTATION" is overlaid in a white box with a black border.

PLAN IMPLEMENTATION

Report of Accomplishments



As part of the report, a list of activities from the prior community work programs is included on the following pages, and activities are assigned the following identifiers to acknowledge the status of each project 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 has halted for some reason
- Not Accomplished: the listed activity has not and will not moved forward

ECONOMIC DEVELOPMENT

ACTIVITY/PROJECT		STATUS				COMMENTS
		COMPLETED	ONGOING	POSTPONED	NOT ACCOMPLISHED	
CITY OF MILLEN	Initiate a fee abatement program for Cotton Avenue to attract businesses to increase vitality on this corridor.			X		Our Rural Zone designation has helped in this area. Properties are improving and selling.
	Target a space in the downtown area in which to create a business incubator for potential new businesses in the area.				X	One location has been occupied and a second is being marketed by a private owner.
	Apply for Rural Downtown Development Grant.		X			One RDF project is complete. A second grant has been approved by the DCA and is in process.
JENKINS COUNTY	Improve technological capabilities of the county through the expansion of broadband Internet services.		X			
	Build spec building on industrial property owned by the JDCA.	X				

NATURAL AND CULTURAL RESOURCES

	ACTIVITY/PROJECT	STATUS				COMMENTS
		COMPLETED	ONGOING	POSTPONED	NOT ACCOMPLISHED	
CITY OF MILLEN	Create a historic district in downtown Millen.			X		Lack of funding
JENKINS COUNTY	Complete Phase 3 of the renovation of the Jenkins County Courthouse	X				
	Re-initiate the hatchery pond at Bo Ginn National Fish Hatchery		X			Georgia Southern has began courses since stopping due to Covid-19
	Expand park land for County Parks and Recreation Department		X			
	Make improvements to park and recreation infrastructure and equipment		X			

HOUSING

	Activity/Project	Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Identify area within the community for potential residential development or redevelopment.	X				48 unit LIHTC apartment complex under construction, to be completed in April
	Demolish dangerous structures and assign property liens.		X			This is considered an ongoing operating policy and not included in the 2023 CWP.
	Update nuisance property list for city properties.		X			The new code enforcement officer is working on the list
	Prepare CHIP Application for housing.	X				
	Initiate a housing study in conjunction with the CSRA-RC			X		Planning has not occurred, will be needed in the future
	Research the feasibility of Form Based Codes				X	Not accomplished. No longer a priority
	Research the creation of a Land Bank Authority.				X	Participation requires the county. No longer a county priority.
	Joint City-County apartment complex	X				Apartment complex under construction
	City will provide a housing rehabilitation program that includes, the clearance of vacant buildings, housing rehab, and housing reconstruction		X			2018, 2020 and 2021 CDBGs completed and in progress

HOUSING

Activity/Project		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
Jenkins County	Update Jenkins County Subdivision Ordinance		X			
	Joint City-County Apartment Complex		X			This became the city's responsibility only and does not appear in the 2023 CWP.
	Update nuisance property list for county properties		X			
	Research the creation of a Land Bank Authority		X			

COMMUNITY FACILITIES

	Activity/Project	Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Provide infrastructure on Old Waynesboro Road Phase 1	X				
	Provide infrastructure on Old Waynesboro Road Phase 2				X	No longer a community priority. Not able to obtain funding. Do not have enough housing units to obtain funds
	Increase sewer line size for service to new K-12 school	X				
	Open a K-12 school	X				
	Streetscape on Winthrop Ave Phase 3		X			Approved in 2023 TIA
	Begin targeting “Black Bottom” for infrastructure improvements				X	LITCH grant approved for current construction. No other plans at this time.
	Communicate with GDOT vision for U.S. Highway 25		X			GDOT has applied for federal grant (overpass off hwy 25) should know if its been approved late spring
	Prepare CDBG application for all infrastructure to include stormwater for Warren, Lincoln, and Washington Streets.	X				

COMMUNITY FACILITIES

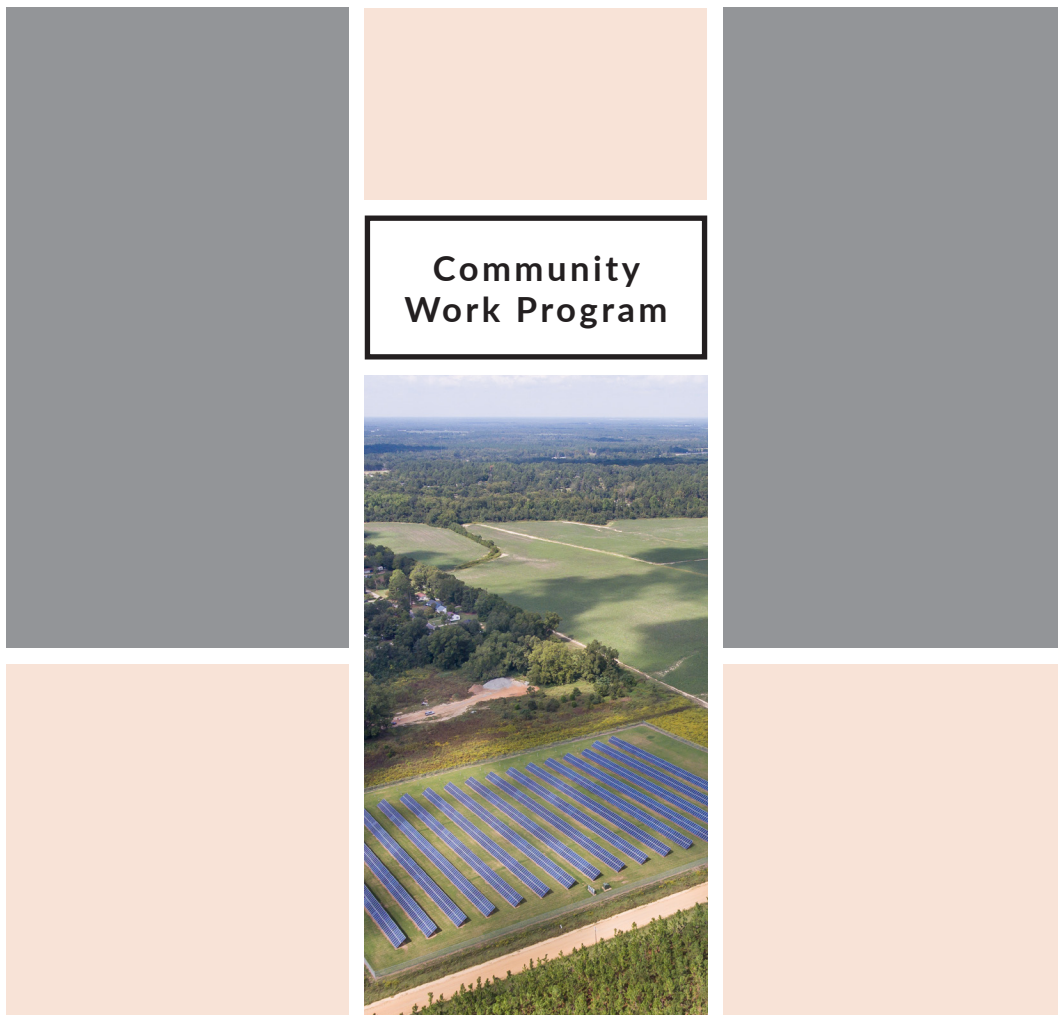
		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Replace and upgrade existing sewer lines throughout the city - in, but not limited to, Washington Street area.		X			Reworded in 2023 CWP as Water, sewer, storm water, flood and drainage improvements throughout the city. and street improvements. Washington Street is complete.
	Add flood and drainage improvements (curb and gutter and storm water infrastructure) throughout the city - in, but not limited to, the Washington Street area.		X			Reworded in 2023 CWP as Water, sewer, storm water, flood and drainage improvements throughout the city. and street improvements. Washington Street is complete
	Repave streets throughout the city - in, but not limited to, the Washington Street area.		X			Continuing through CDBG and LMIG
Jenkins County	Designate an area for industrial infill development.		X			
	Recruit YMCA or Boys and Girls club to county space.				X	Cost prohibitive
	Transportation program for technical college for transportation to post-secondary institutions				X	Tried it, the program was not feasible due to lack of participation
	Buy new equipment for E911.	X				
	Relocate E911 to the Sheriff's office.	X				
	Street and Drainage improvements on B B Lane		X			CDBG obtained in 2022. The work should be completed by 2024.

LAND USE

Activity/Project		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Begin the development of sub-division regulations for the City of Millen.				X	No adequate incorporated land at this time
	Initiate the creation of Community design standards.		X			Have some design standards such as specified paint colors. Still working on this activity.
	Begin research into feasibility of Land Bank Participation.				X	Participation requires the county. No longer a priority for the County.
	Adopt a “Planned Unit Development” zoning district for the purpose of allowing unique development meeting the needs of the community.				X	No unique development has been identified. No land area has been identified.
	Identify area within the community for potential residential development or redevelopment.		X			Working through CDBG grants on rehab
Jenkins County	Research the feasibility of land use.		X			
	Begin research into feasibility of Land Bank Participation				X	No longer a county priority
	Land Use (zoning) ordinance				X	The Board of Commissioners is not currently interested in zoning.

BROADBAND SERVICES

Activity/Project		Status				Comments
		Completed	Ongoing	Postponed	Not Accomplished	
City of Millen	Adopt a resolution that the city of Millen desires to be fully served by Broadband.	X				
	Identify community buildings that would benefit from enhanced broadband and/or could be considered for Broadband Ready designation.	X				
	Apply for Broadband Ready designation for chosen community sites.	X				
	Apply for Broadband Infrastructure grant funding	X				
Jenkins County	Adopt a resolution that Jenkins County desires to be fully served by Broadband	X				Adopted a broadband ready community ordinance
	Identify community buildings that would benefit from enhanced broadband and/or could be considered for Broadband Ready designation		X			So far, broadband will be available for all county buildings.
	Apply for Broadband Ready designation for chosen community sites.	X				
	Apply for Broadband infrastructure grant funding	X				Received funding in 2022



The Community Work Program component establishes priority activities (divided by topic area) that the county, city, 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 local level, the community work program is structured to adhere to DCA minimum state comprehensive planning standards. Consistent with state rules, the 2023 Joint Comprehensive Plan’s Community Work Program includes the following information:

Description of each activity | Time-frame for undertaking the activity
Responsible party and potential partners for implementing the activity
Estimated Cost (if any) of implementing the activity | Funding Source(s)

ECONOMIC DEVELOPMENT

Activity/Project		Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Initiate a fee abatement program for Cotton Avenue to attract businesses to increase vitality on this corridor.	X					city/county	staff time	Local Funds
	Apply for Rural Downtown Development Grant	X					city/JCDA	staff time	Local Funds
	Stabilize the historic building located at 455 Cotton Ave.	X					city/JCDA	\$750k	RDF Grant
	Add a new well and tank, run water to an industrial park in the county.	X					city/JCDA	\$3 million	EDA
	Initiate downtown historic tour for adults	X					city/JCDA	staff time	JCDA/ Main street Millen
	Replace seats, lighting, and sound equipment at the Pal	X					Chamber	TBD	Donations/ Grants
	Start quarterly movies at the Pal Theater	X					Main street Millen/ Chamber	staff time	Main Street Millen/ Chamber
	Apply for grant to support theatrical summer camp for kids at the Pal		X				Chamber	staff time	grants
	Find artist to paint fire hydrants for tour		X				Chamber	staff time	Chamber
	Initiate self guided fire-hydrant tour using Chamber brochure		X				Chamber	staff time	Chamber
	Promotion of Camp Lawton		X				JCDA	staff time	JCDA

ECONOMIC
DEVELOPMENT

Activity/Project		Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Improve technological capabilities of the county through the expansion of broadband Internet services	X					city/county through JCDA	\$6 million	JCDA

NATURAL AND CULTURAL RESOURCES

	Activity/Project	Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Reactivate the Millen/Jenkins joint Historic preservation commission	X					city/CSRARC	staff time	Local Funds
	Apply for Local government CLG		X				city/County/CSRARC	TBD	Local Funds
	Conduct a museum assessment to determine a facility needs		X	X			City	TBD	SEMC/AAM
	Create a historic district in downtown Millen for design review.			X	X		JCDA/CSRA-RC	TBD	Local Funds, Grants
Jenkins County	Expand parkland for county parks and recreation department.	X					County/JCDA	\$185,000	County/Grants
	Make improvements to park and recreation infrastructure and equipment.	X					County/JCDA	\$75,000	County

HOUSING

Activity/Project	Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
	2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Identify area within the community for potential residential development or redevelopment	X				city	staff time	local funds
	Update nuisance property list for city properties	X	X		X	city	staff time	local funds
	Research the feasibility of Form Based Codes	X	X			city/CSRARC	staff time	local funds
	Update the RAS area between Gilmer Street and Buckhead Road with water, sewer, storm water, street improvements and housing.	X	X	X	X	city/CSRARC	\$1.25 Million	CDBG
	Continue operation of the city housing program that includes the clearance of vacant buildings, housing rehab, and housing reconstruction.	X	X	X	X	city/CSRARC	\$300k - \$1million	CDBG, CHIP, local funds
	Housing in the Palmer Row Area, Reconstruction and Rehab	x	x	x	x	city/CSRARC	\$1 million	CDBG

HOUSING

Activity/Project		Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
Jenkins County	Update nuisance property list for county properties.	X		X		X	county	staff time	Local Funds
	Work with a developer to secure property and construct a LIHTC development.	X	X	X	X	X	county/JCDA	TBD	Local Funds, LIHTC, private funds

COMMUNITY FACILITIES

Activity/Project	Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
	2023-24	2024-25	2025-26	2026-27	2027-28			
Streetscape on Winthrop Ave Phase 3	X					GDOT	\$200,000 approx	TIA
Repave streets throughout the city	X	X	X	X	X	City	\$500k	CDBG, Local Funds
Continue work in RAS area between Gilmer Street and Buckhead Road with water, sewer, storm water, street improvements, and housing.	X	X	X	X	X	city/CSRA-RC	\$1.25 Million	CDBG
Replace and upgrade existing sewer lines throughout the city. Add flood and drainage improvements (curb, gutter, and storm water infrastructure.	X					city/CSRA-RC	\$1 Million	CDBG, ARPA, and local fund
Recreation facilities improvement: lighting, installing new roof, and batting cages.		X	X	X		City, CSRA-RC	TBD	Grants
Installing playground behind the Community House		X				City	TBD	Grant
Construct a walking trail with lighting		X				JCDA	TBD	Grants
Complete preliminary engineering for Winthrope ave to Barney Ave		X				city	\$283,800	TAP

City of Millen

COMMUNITY FACILITIES

Activity/Project		Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
Jenkins County	Designate an area for industrial infill development	X					County	Staff Time	Local Funds
	Complete street and drainage improvements on BB Lane						City/CSRARC	TBD	CDBG
	Construction of Railroad Overpass		X				COUNTY/GDOT	\$80Million	Grants

LAND USE

Activity/Project		Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Begin the development of subdivision regulations for the City of Millen	X					city/CSRA	\$15,000+	state/local funds
	Initiate the creation of Community design standards	X					city	staff time	local funds
	Adopt a “Planned Unit Development” zoning district for the purpose of allowing unique developments that meet the needs of the community.	X					city	staff time	local funds
	Identify area within the community for potential residential development or redevelopment	X					city	staff time	local funds
Jenkins County	County to adopt a blight tax similar to city of Millen	X	X				city	TBD	local funds

BROADBAND SERVICES

	Activity/Project	Timeframe					Responsible Party	Cost Estimate	Funding Source(s)
		2023-24	2024-25	2025-26	2026-27	2027-28			
City of Millen	Evaluate opportunities to provide public Wi-Fi at various locations throughout the city.	X	X				City	TBD	Local Funds, Grants
Jenkins County	Identify community buildings that would benefit from enhanced broadband and/or could be considered for Broadband Ready designation	X					County	Staff time	Local Funds

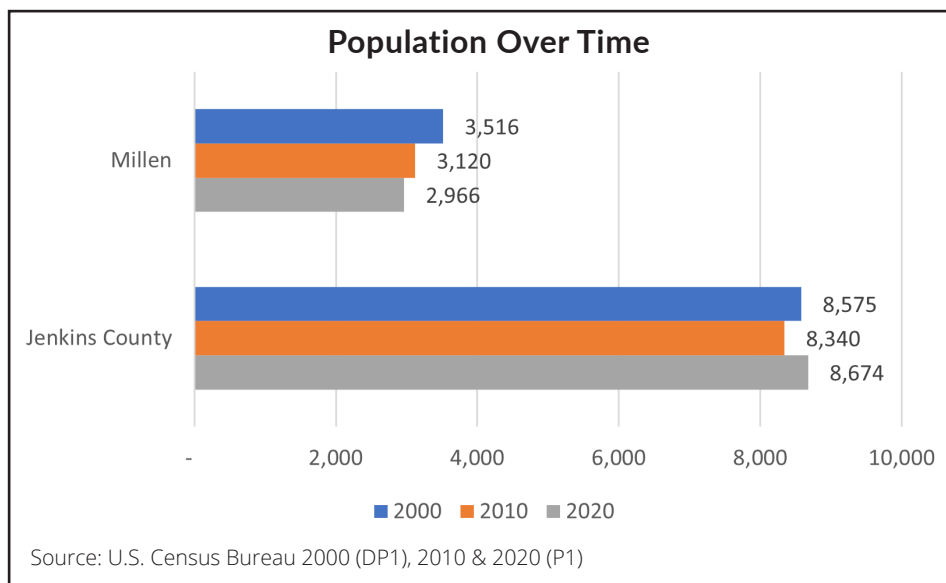




GENERAL DEMOGRAPHICS

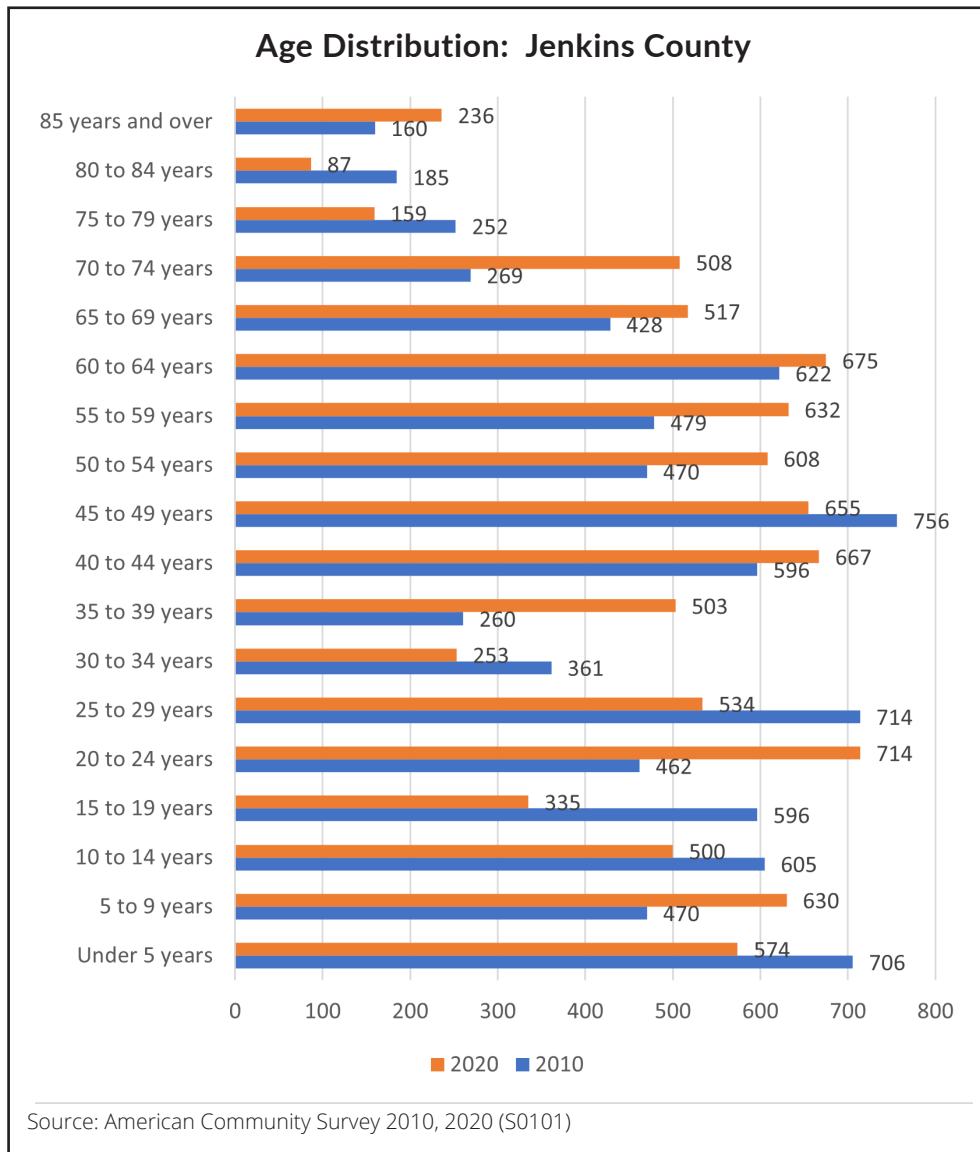
Demographics, or the statistical data regarding a population or particular group, are significant for identifying trends within each community. While geography may remain the same, the character of a community can shift overnight as new citizens arrive or established businesses leave. Effective local governments analyze their respective demographics and adjust the policies that will allow their communities to flourish.

Data collected from the U.S. Census Bureau is the basis for the analysis of demographic and related changes throughout this document. Census data from the years 2000 and 2010, along with the 2016-2020 American Community Survey 5-year estimates (2020 ACS) are used.



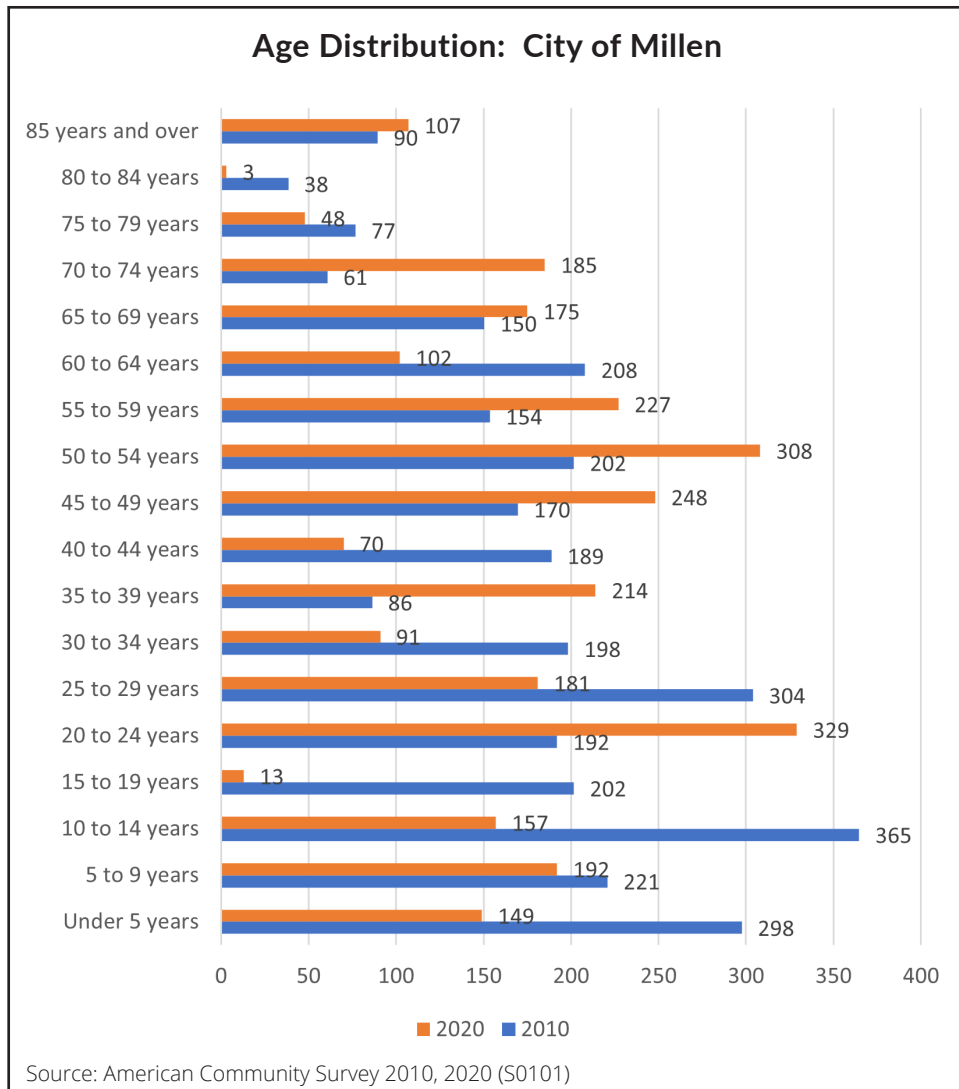
Population

According to the U. S. Census Bureau, the population in Jenkins County in 2020 was 8,674, which reflects an increase of 4% from 2010. During this ten-year time period, Millen experienced a 5% decrease in population, and in 2020 the city had an estimated population of 2,966. Most citizens live in the unincorporated areas of Jenkins County. As of 2020, the median age was 42 in Jenkins County and 48 in the City of Millen.



Age Distribution

In Jenkins County, the age groups with the largest portions of the population in 2020 were 20-24 years and 60-64 years. The age groups with the most gains in Jenkins County between 2010 and 2020 were 35 -39 years (93% increase) and 70-74 years (89% increase) in 2020. The largest decrease in population were age groups 80-84 years (53% decrease) and 15-19 years (44% decrease) in population.

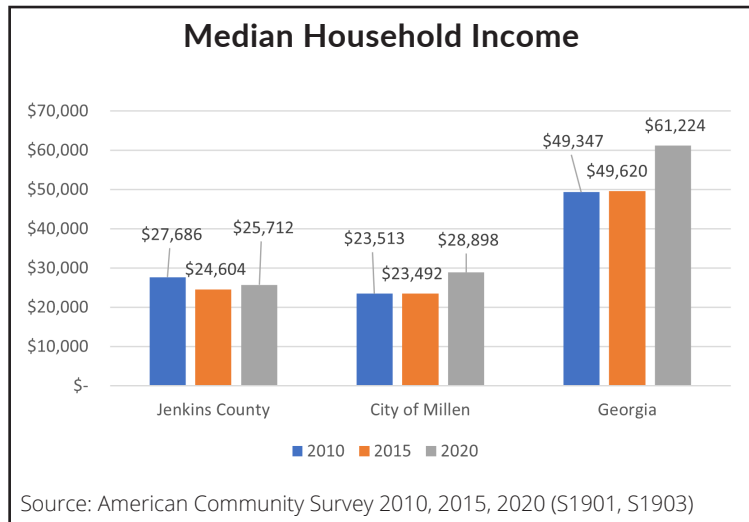


In Millen, the age groups with the largest portions of the population in 2020 were 20-24 years and 50-54 years. In Millen between 2010 and 2020, all age groups below the age of 20 experienced a decline. Of those, the group to experience the greatest decline was ages 15-19 (93.5%). In contrast, nearly all age groups over 35-39 years experienced an increase. Of those, the group to experience the greatest increase in number was ages 70-74. With the population of seniors increasing, service provision and quality of life measures for them must be taken into account.

Income and Poverty

In general, poverty describes an absence of money or resources that would allow an individual to satisfy their basic needs. In an effort to better quantify poverty, the U.S. Census Bureau along with the Office of Management and Budget (OMB) established monetary thresholds to determine poverty status. The thresholds are updated for inflation using the Consumer Price Index, but they do not change based on geography. For example, in 2021, a family of four was considered to be living beneath the poverty threshold if their combined income was under \$27,479.

The U. S. Census Bureau gauges a geographic area's income using Median Household Income (MHI). The MHI is meant to represent the average person living in a respective area. The MHI in Jenkins County has grown \$1,108 in the last five years. The city of Millen has experienced an MHI increase of 5,406 in the same time period. The state of Georgia MHI has grown by \$11,604 since 2015.



Both Jenkins County and the City of Millen had a decrease in the overall number of residents living in poverty. The population of Jenkins County decreased by 7.3% and the overall number of residents living in poverty decreased by 5.2%. The population of Millen grew by almost 19% while decreasing its number of residents living in poverty by 21%.

Community Poverty		
	Jenkins County	City of Millen
2015 Total Population Estimate	8,831	2,291
2015 Below Poverty Level	2,984	1,274
2015 % Below Poverty Level	33.80%	43.60%
2020 Total Population Estimate	8,183	2,722
2020 Below Poverty Level	2,826	1,006
2020 % Below Poverty Level	34.50%	37%

Source: American Community Survey 2015 & 2020 S1701

BROADBAND SERVICES

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.

What is Broadband?

Broadband is high speed Internet as defined by the Federal Communications Commission (FCC). The FCC has set minimum standards for the speed at which the consumer receives data (25 Mbps) and the rate at which the consumer sends data back to the data provider (3 Mbps). Slow data speeds are frustrating for computer and smartphone users and can also have a negative impact upon business, education, and healthcare access.

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.

Served and Unserved Areas

Working with several other state agencies, providers and the regional commissions, the Georgia DCA has mapped 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. The GBDI, launched in 2018, 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. An “unserved” area means a census block in which broadband services are not available to 20% or more of the locations in that block (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 on the next page, is 51% unserved, with 2,444 served locations in the county.

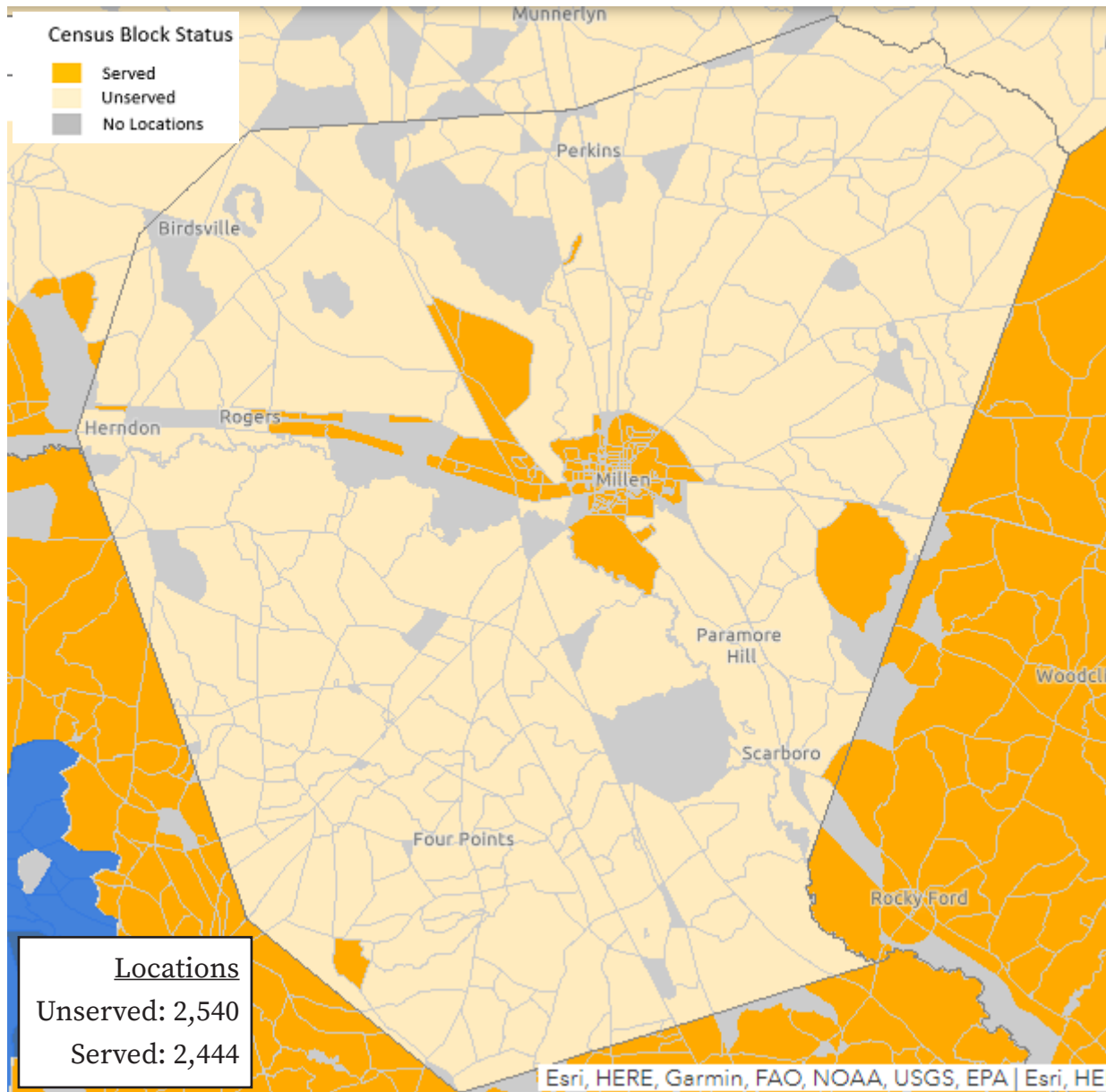
Rate of Broadband Adoption

Research on the outcomes of broadband expansion has revealed that provision of the infrastructure itself is not typically sufficient to realize the myriad benefits touted. Results suggest that policy makers must broaden their focus to include adoption and efficient use of the technology. Once broadband is available, residents must be willing and able to pay for subscriptions and adequate hardware, and competent to use it for their personal/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

Jenkins County has received funding to install fiberoptic internet throughout the county. It will be available to residents, and county buildings will be connected. Second stage efforts will include supporting adoption of the newly installed broadband.

Served/Unserved Jenkins County



Source: broadband.georgia.gov/maps

ECONOMIC DEVELOPMENT

Labor Force Participation

Census data reveals that the population over age 16 has grown in Jenkins County since 2011; and there was also a rise in the total number in the labor force. The percentage of the age 16+ population that is unemployed has decreased from 5% (347 people) to 1.9% (134 people). This decrease in the number of unemployed citizens should have decreased the number of citizens not in the labor force. The percentage of residents not in the labor force remained relatively stable.

Labor Force Participation

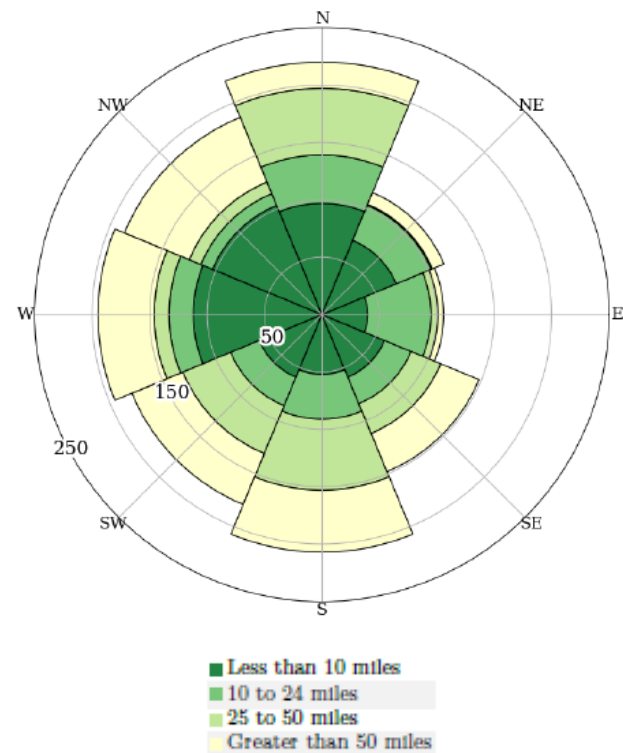
Jenkin's County Labor Force Participation and Unemployment Rates						
	2011-2015	Percent 16+ Population	2016-2020 ACS	Percent 16+ Population	Change	Percent Change
Population 16+	6,909	100%	7,041	100%	132	2%
Total in Labor Force	3,382	49%	3,430	48.7%	48	1.4%
Civilian Labor Force	3,382	49%	3,430	48.7%	48	1.4%
Employed	3,035	43.9%	3,296	46.8%	261	8.6%
Unemployed	347	5%	134	1.9%	-213	-61.3%
Armed Forces	0	0%	0	0.0%	0	0%
Not in Labor Force	3,527	51%	3,611	51.3%	84	2.4%

Source: American Community Survey 2015, 2020 (DP03)

Jobs by Distance/Destination

The direction and volume of traffic leaving Jenkins County for employment purposes is depicted in the radial diagram below. The majority of the labor force works inside Jenkins County. According to the American Community Survey, 62.4% of residents drive under 25 miles for work purposes. The residents that travel between 25 and 50 miles for work is 16.5%; while the remaining 21.2% travel over 50 miles away.

Distance	2019	
	Count	Share
Total All Jobs	1,356	100.0
Less than 10 miles	592	43.7
10 to 24 miles	253	18.7
25 to 50 miles	224	16.5
Greater than 50 miles	287	21.2

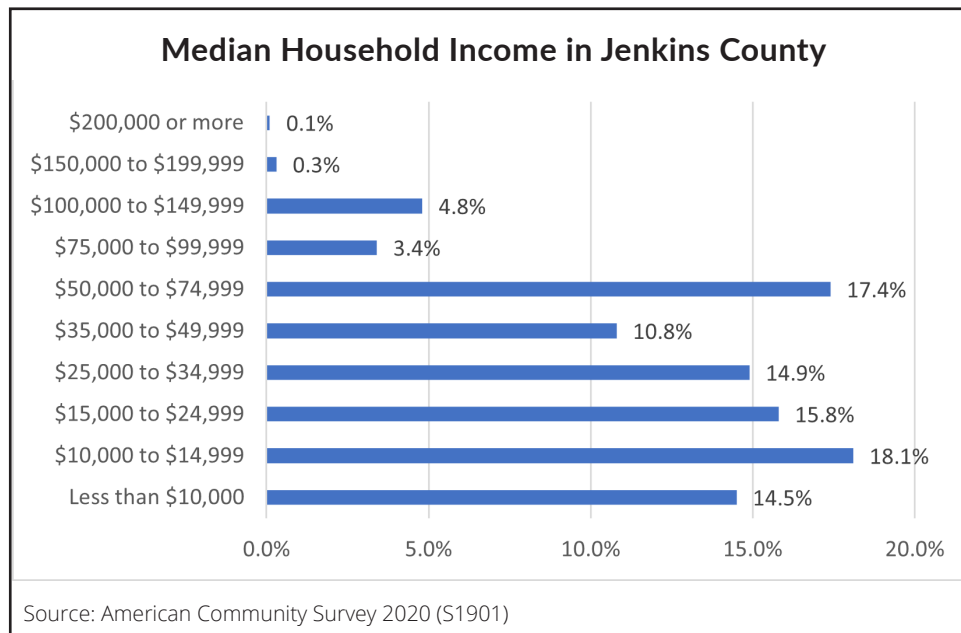


Source: U.S. Census Bureau, OnTheMap 2019

According to the 2020 ACS, the largest industry sectors for employment are educational services, healthcare and social assistance, and manufacturing.

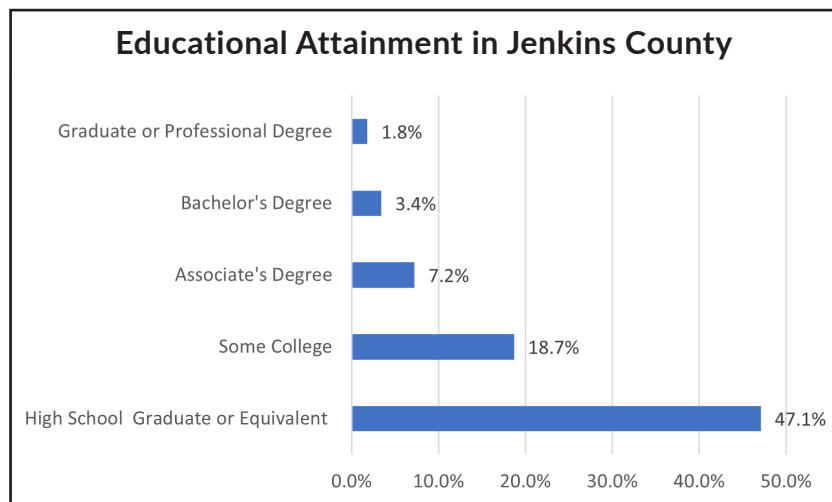
Median Household Income

The median household income in Jenkins County in 2020 was \$25,712. Over 36% of the county residents make over \$35,000 a year income. Approximately 14% of the population makes \$10,000 or less a year.



Educational Facilities and Attainment

The Jenkins County public school system includes three (3) schools - one elementary, middle and high school. Total system enrollment for 2022 was 1,146 students: 569 elementary school, 256 middle school, and 321 high school. The represents a decrease over the last decade. In 2010, total school enrollment was 1,502.

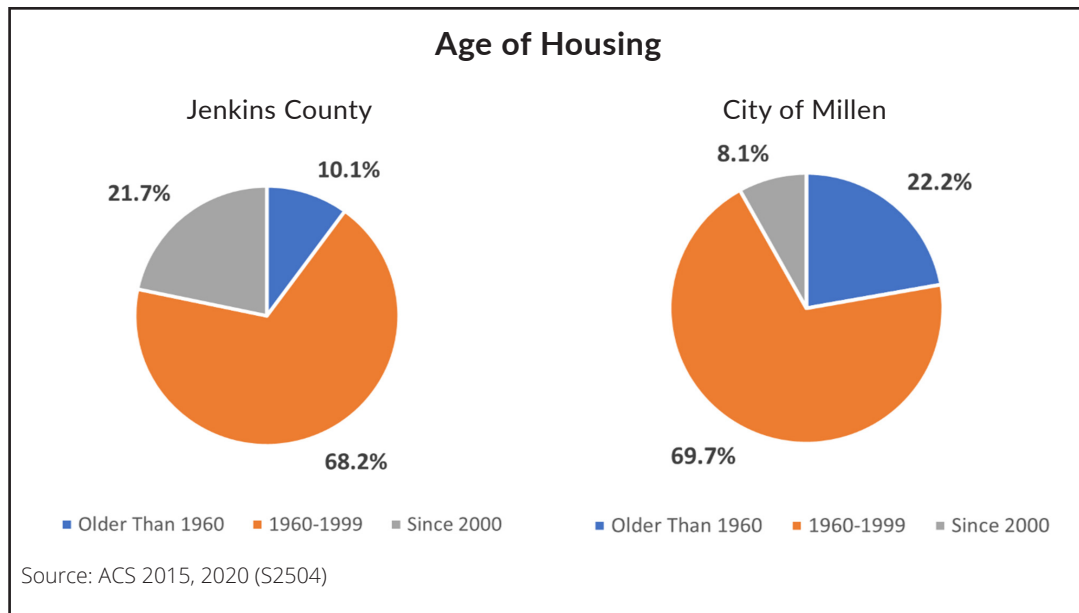


For the 2021 graduating class of 82 students, the graduation rate was 81.7%. The 2020 ACS data indicates that 78.2% of Jenkins County's population has an education that is either equivalent to high school or some or some other form of educational degree.

HOUSING

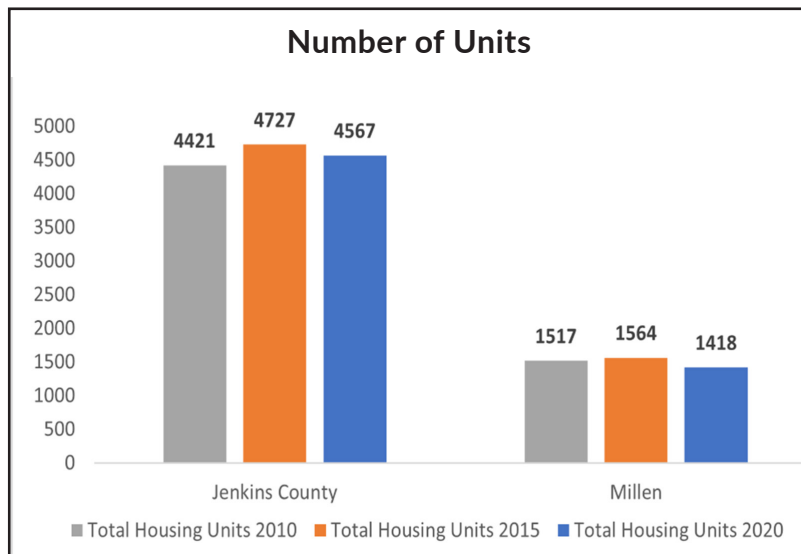
Age of Housing

Housing units built in between 1960-1999 is the largest group of housing in Jenkins County. Only 10.1% of the existing housing units were built prior to 1960. Similar to the county, the majority of existing housing units within the City of Millen were built between 1960-1999. Older housing built prior to 1960 makes up 22.2% of housing units. As with a number of rural communities in the CSRA, new construction of affordable housing is a challenge. The City of Millen has started a housing development through the Low Income Housing Tax Credit program to construct a much-needed apartment complex.



Number of Housing Units

Housing unit comparisons show that both Jenkins County and Millen lost housing units between 2010-2020. Jenkins County housing units decreased by 3.4%, while Millen decreased by an even greater 9.3%. In comparison, the state of Georgia saw a 4.8% increase

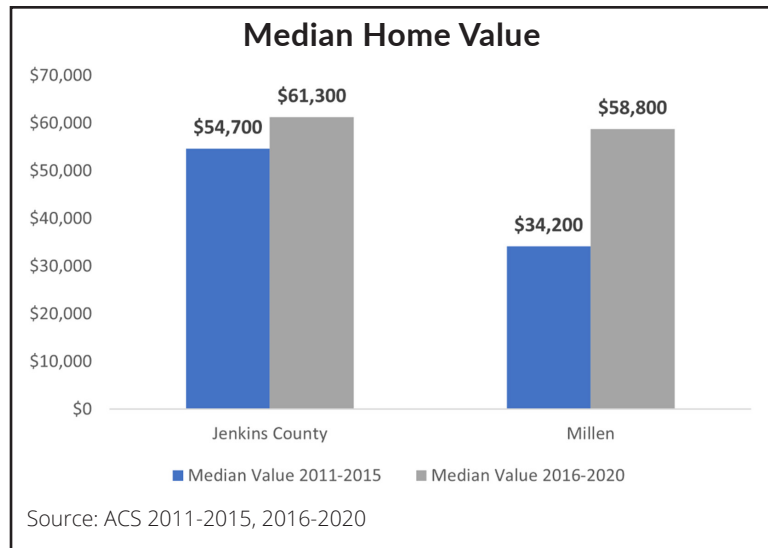


in housing units between 2010-2020. Overall, there are more people and less housing now than in 2010. The population of Jenkins County increased 334 between 2010-2020, while the City of Millen saw a loss of 154 citizens. Encouraging population growth would be greatly aided by adequate levels of affordable housing units.

Housing Cost

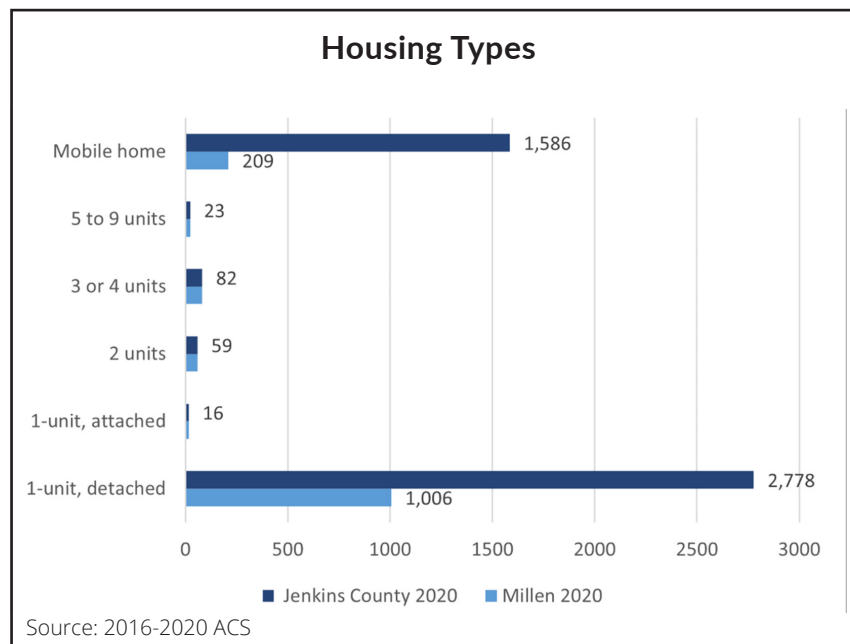
Median home values increased in both the city and county between 2011 and 2020.

The City of Millen experienced increases of 72% in median home values, and Jenkins County experienced a 12% increase. Between 2011 and 2020, Jenkins County median rent increased 13% to \$574. The City of Millen's increased 19% to \$706. The state of Georgia saw a 28.4% increase in median home values and an 18.5% increase in median rent during the same period.



Housing Types

There is little diversity in the types of housing found within Jenkins County. Citizens must choose between a mobile home or a detached single family home if they choose to live in the county. The lack of multi-family units makes it hard to accommodate seniors and potential homeowners that are seeking smaller units requiring less upkeep. The City of Millen has all of the multi-family housing that is found within both municipalities.



Housing Occupancy

Occupancy and home ownership shifted between 2011-2020 for both Millen and Jenkins County. Owner-occupied housing units predominate in Jenkins County at over 75.4% of all units. Owner-occupied properties increased by 9.5% in Jenkins County and 0.5% in Millen. The state of Georgia had similar changes in vacancy rates, but home ownership dropped by 6.6%. The City of Millen has 38.6% renter-occupied housing units as of 2020, but it also has the only multi-family housing in either jurisdiction.

Vacancy rates in Jenkins County decreased by 0.4% and by 7% in Millen. Although the vacancy rates have decreased, they are still high at 25.7% and 22.5% respectively as of 2020. The state of Georgia's vacancy rate is 11.5%.

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. The City of Millen public water service area covers 80 percent of the city and can provide up to 3.816 million gallons per day (GPD) with an average daily demand 500,000 GPD. This water is provided by four deep water wells and three storage tanks with the ability to hold 950,000 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 990,000 GPD however the daily demand has an average of 400,000 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.

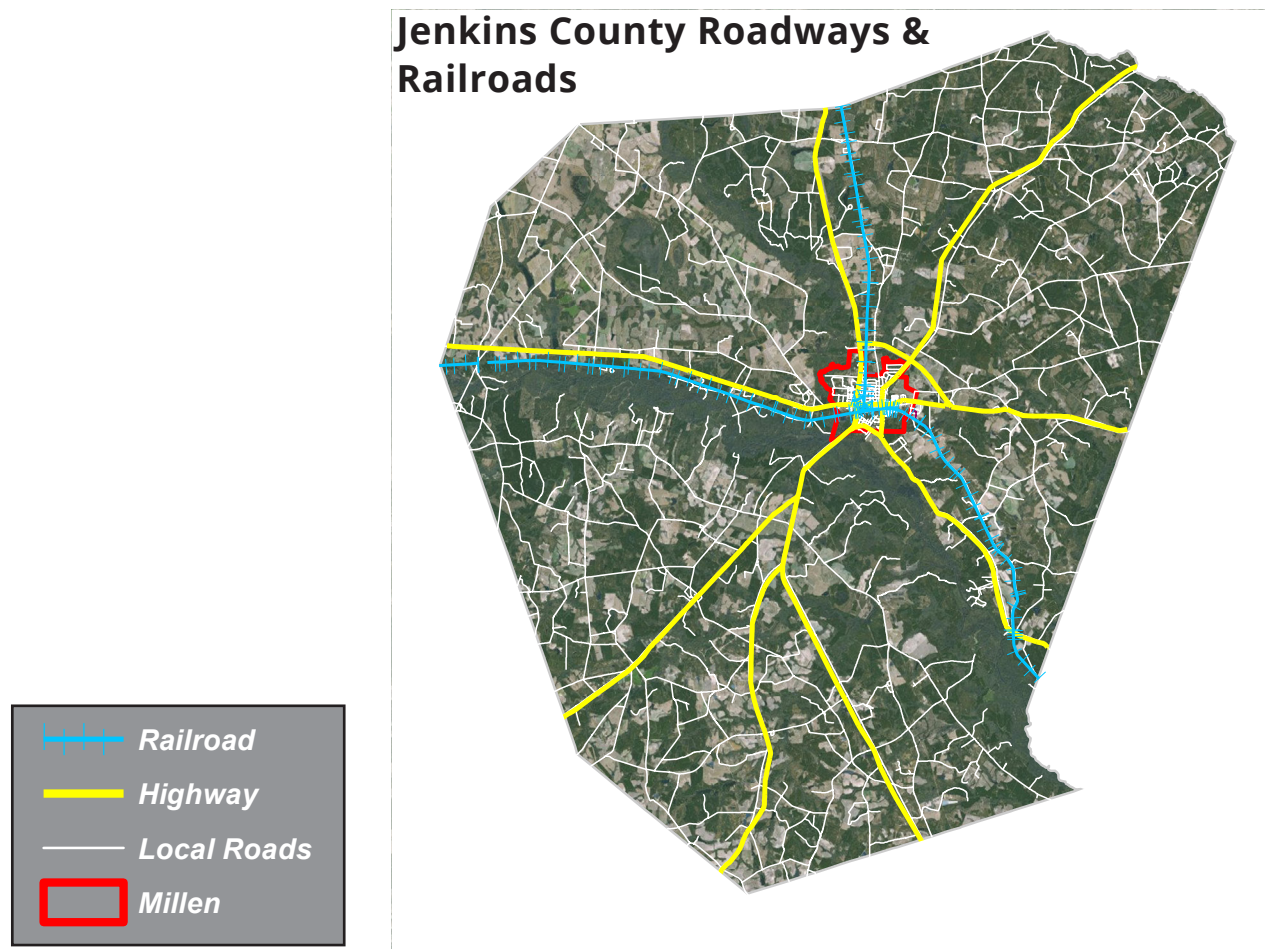
Fire

Fire fighting services are provided by two volunteer county fire departments and supported by a city fire department with 9 full time fire fighters and 23 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 freight 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.



NATURAL AND CULTURAL RESOURCES

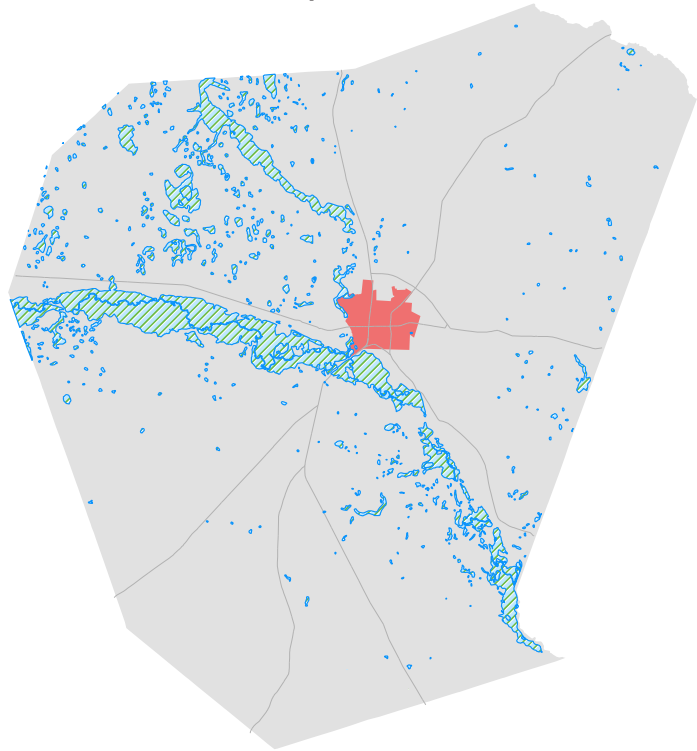
Wetlands

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 an ecosystem for plant life and animal species that 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. They are as follows: open water, non-forested, scrub-scrub, forested, and altered.

There are approximately 15,804 acres of wetlands covering over 7 percent of the county. The wetlands in Jenkins County and the City of Millen are not categorized. In the future, when time and funds are available, the local governments may wish to work the Georgia EPD to complete a survey of wetlands in the area.

Jenkins County Wetlands



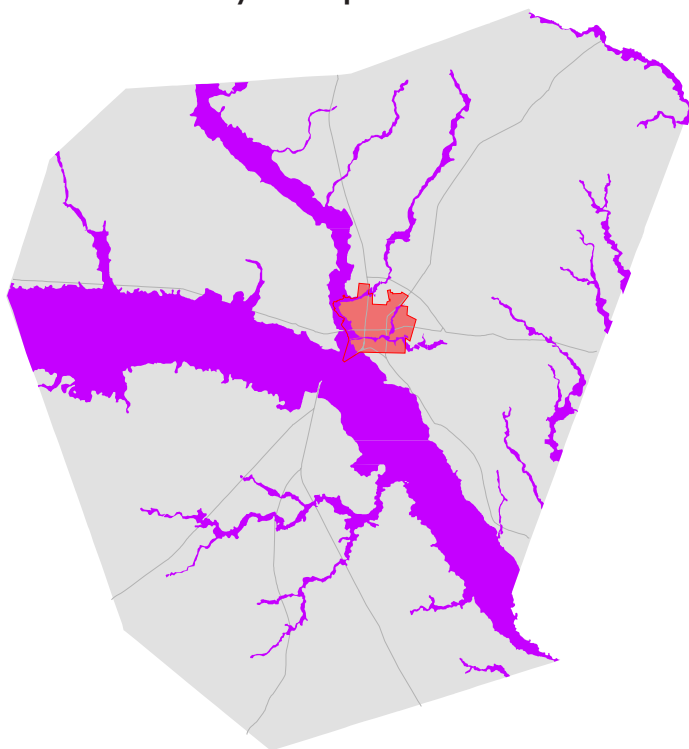
Flood Plains

Flooding can be defined as a situation in which the overflow of water submerges land that is not usually inundated with water. A floodplain is an area designated to store natural water and conveyance, maintain water quality, and provide for ground water recharge. Floodplains sometime contribute to community issues such as property damage and the loss of potentially developable land. Land development has also had the impact of creating new flood areas due to a mix of increased storm water runoff,

lack of storm water draining to accommodate increased runoff, and continuous development with impervious surfaces.

Jenkins County contains 41,349 acres of flood plains, according to the United States Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Map. The areas identified on the adjacent map are in the 100-year floodplain. That encompasses approximately 18 percent of the county. These corridors primarily align with existing water courses in the county.

Jenkins County Floodplains



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 the Civil War, Reconstruction, and more well into the twenty-first century. The preservation and interpretation of these resources is 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 museum in the state park and at Georgia Southern University Museum.

During the latter part of the Civil War, when Confederate prison Camp Sumter (in Andersonville, Georgia) became hopelessly overcrowded, Camp Lawton was built. Over 10,000 soldiers were transferred there. Operating only three months, 725 died there and were buried in the two adjacent cemeteries. The soldier bodies were later re-interred 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.

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. 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.

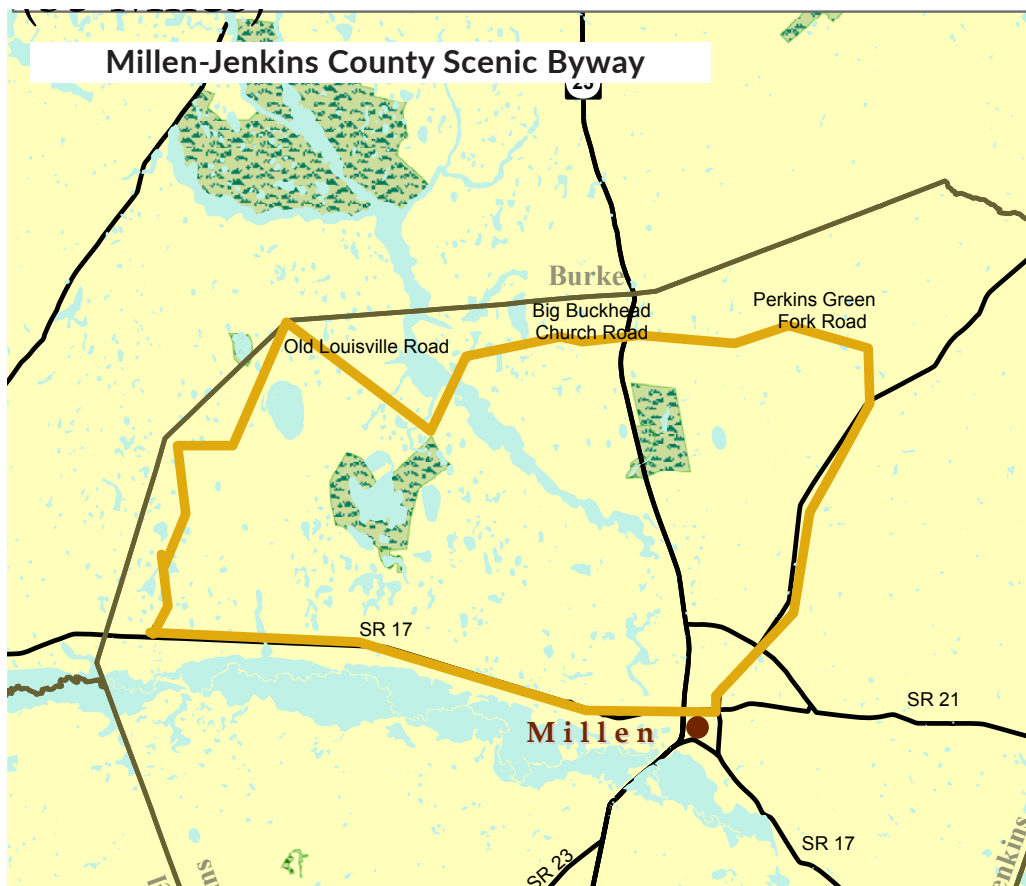
The Byway proceeds to SR 23 and to Perkins Green Fork Road, whose scenic character is exhibited by woodlands, pasturelands, and historic farmhouses in scattered communities. Distinctive viewsheds are found on Herndon Road, along with several historic churches. SR 17 heads back to Cotton Avenue and is characterized by open farmland stretching for miles.

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.

The City has utilized Transportation Enhancement funds to 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.



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This portion of the planning document provides the following: Steering Committee Members | Meeting Dates | Sign In-Sheets
Newspaper Ads

Hearings & Meetings

Page 10 - Wednesday, August 10, 2022

The stork made a special delivery last Thursday afternoon at 12:58 p.m., when Lillian James Johnson was born to proud parents Joshua and Lauren Johnson. Lillie James weighed 6lbs and was 19 1/2 inches long. Her three brothers, Jude, Jax and Jett couldn't wait to meet her! Joshua is the pastor of Oak Hill Baptist Church.

Public Hearing Notice Jenkins County-City of Millen Joint Comprehensive Plan

Jenkins County and the City of Millen will hold a joint public hearing on Thursday, August 25, 2022, at 11:00 a.m. in the Jenkins County Board of Commissioners' Meeting Room (833 East Winthrop Ave. Millen, GA 30442). The purpose of this meeting will be to initiate the comprehensive plan process for Jenkins County and the City of Millen by briefing members of the community on the process for plan development and pending opportunities for public participation and gather general input. The Comprehensive Plan document establishes long-term goals and policies and a short-term action plan by which the governments will manage future community growth and development. Residents wishing to comment or make suggestions should be in attendance.

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 the 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.

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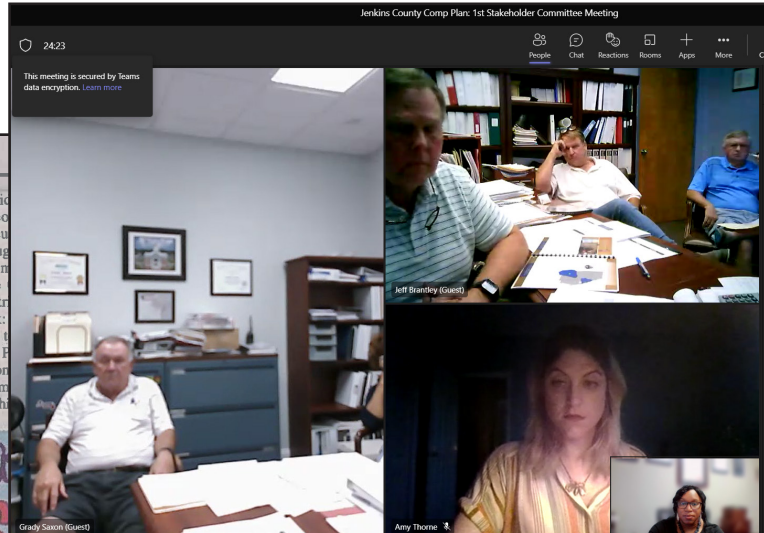
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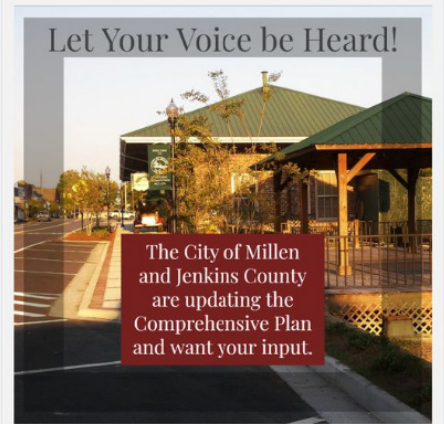
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There will be a \$75 title fee
There will be a \$75 title fee
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or good personal or company check at
Georgia Sales Tax will be added to you



CSRA Regional Commission

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The City of Millen and Jenkins County are updating the 2023-28 joint comprehensive plan. This joint effort is led by a stakeholder committee that wants the input of those who live, work and own property in the city and county. The plan serves as an update to the 2018 plan and will be the guiding document for community projects over the next 5 years. The final plan will include information on economic development, housing, broadband, community facilities and cultural resources... See more



Jenkins County Joint Comprehensive Plan
Stakeholder's Meeting #2
November 28, 2022 | 11am | Jenkins Co. Board of Commissioners Meeting Room

Name	Email	Affiliation (City Department Name, Organization Name, or Resident)
Nice D Long	nlong@csra.ga.gov	CSRA RC
April Young	ayoung@csra.ga.gov	CSRA RC
Holly Spann	GH.SPANN@GMAIL.COM	JENKINS Co. Comm.
Monica Underwood	jcd@bellsouth.net	Jenkins County Development Authority
Jeff Brantley	jbrantley@cityofmillen.ga.gov	City of Millen
Grady Saxon	gradysaxon@jenkinscounty.ga.gov	Jenkins County
Alvin Becker	rockerine@bellsouth.net	City of Millen
Sara / Mike	Dolton229@gmail.com	City of Millen

Burke Health brings in nuclear medicine

LACEY ZORN
lzorn@burkehealth.com

Nuclear Medicine is a specialized area of radiology that uses a small amount of radioactive material to examine organ function and structure.

Last week, Burke Health completed its first round of Nuclear Cardiac Stress Testing using state-of-the-art technology purchased for the Burke Imaging clinic that recently relocated to the former library on 4th Street.

A nuclear cardiac stress test helps cardiologists diagnose and monitor heart problems,

such as coronary artery disease, by injecting a small amount of the radioactive substance into your bloodstream. Then, a special camera takes pictures of blood flow in and around the heart in two phases: resting and after exercise.

The test can also determine whether your heart muscles are pumping well, identify poor blood flow, locate blocked arteries, and show whether your heart has been damaged, for example, by a heart attack.

The addition of nuclear medicine at Burke Health is part of their broader plan for implementing a wide range of

cardiovascular services.

The Cardiac CathLab has completed diagnostic procedures since last summer and will be fully operational in February as the unit continues to climb the certification ladder successfully.

Cardiac Cath ICU and 24/7 Emergency Cardiac Coverage are set to be in tandem with the Cath Lab Interventional Procedure Certs in the coming weeks.

"Providing access to cardiovascular services is vital in rural communities because every second counts when you have heart failure. The additions of

preventative care and diagnostic imaging provide convenient access to vital healthcare that many rural Americans lack. We are excited about this milestone and the ones coming next month in our cardiology unit," stated Paul Thompson, Director of Emergency Services & Cardiac Cath.

While providing services for Burke Health and its affiliated clinics, Burke Imaging also offers outpatient services through referrals from other practicing physicians.



Continued from front

Edenfield

Leesburg, SC, contacted Emily and asked her to continue her counseling work at this camp and she accepted the invitation.

"I love counseling. You like to think that you're making a difference in the lives of the kids that attend, but they're making a difference in my life. There's one camper who started attending when she was six. She's now 16, and it's heartwarming to watch her grow up. She messages me and wants to make sure that I'm going to be at camp," Emily said.

"I'm just so proud of her. When she was diagnosed, she was the only student in the local school system with a diagnosis of diabetes," said Susan. "Emily started wanting to give back, even then. She did Hats on for Diabetes when she was in middle and high school. Those events benefitted the Juvenile Diabetic Research Foundation. This has been a learning experience for our entire family," said Susan.

Acting on their desire to help others, Emily and

her dad, Tracy Edenfield, are coordinating a local event that will support the camp in SC. The Camp Sweet Escape 5K fundraiser will be held Feb. 11th in Millen at the Jenkins County Courthouse. A fun run/walk will begin at 8 a.m. and the 5K at 8:30 a.m. The cost is \$15 for the fun run and \$25 for the 5K. Participants can register on runsignup.com or on the day of the event at 7:00 a.m. on the lawn of the courthouse. The deadline to guarantee a long-sleeved T-shirt is Jan. 31.

Sponsors for the event are needed. The deadline for signing up as a sponsor is also Jan. 31. Bronze level is \$100; Silver is \$200; and Gold is \$250. All sponsors will receive a T-shirt, and names of all sponsors will be included on the back of the T-shirts with the Gold levels having their logos displayed. Interested sponsors can request sponsorship forms from sweetescape5K@gmail.com or from Emily or Tracy. There will also be a drawing for some great prizes.

"When Emily attended as a camper, the cost was \$50 for the week. Today, the cost is \$499 per camper," said Susan. "The cost is a hardship for a lot of the campers who really need this counseling for their diabetes management."

Camp Sweet Escape is a non-profit and was created to allow Type 1 Diabetes children to enjoy a normal summer camp experience surrounded by others with Type 1 while promoting diabetes education and ensuring their safety.



Emily Edenfield, wearing sunglasses in first row, is shown with other counselors at Camp Sweet Escape.

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Public Hearing Notice Jenkins County Joint Comprehensive Plan

Jenkins County and the City of Millen will hold a joint public hearing on Tuesday, February 14, 2023, at 11:00 a.m. in the Jenkins County Board of Commissioners' Room 833 East Winthrop Ave. Millen, GA 30442. The purpose of this hearing is to brief the community on the contents of the Jenkins County Joint Comprehensive Plan and notify residents of when the plan will be submitted for review. Residents wishing to comment or make suggestions should be in attendance.

The draft plan is available digitally on the CSRA Regional Commission's website (<https://csra-reg.com/planning-documents>) and in hard copy at Millen city hall and the Jenkins County courthouse.

For more information,

Contact: Grady Saxon, Jenkins County Administrator, Phone: (478) 982-2563

Contact: Jeff Brantley, City of Millen Administrator, Phone: (478) 982-6100

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Jenkins County Joint Comprehensive Plan Stakeholders Meeting #3 January 27, 2023 | 2pm | Jenkins Co. City Hall



Name	Email	Affiliation (City Department Name, Organization Name, or Resident)
Dwight, Pamela	pamelia.dwight@corecivic.com	Commissioner
Parrel Clifton	DClifton229@gmail.com	City Council
Grady Saxon	gsaxon@bellsouth.net	Development Authority
King, Rocker	rockering@bellsouth.net	City of Millen Mayor
Jeff Brantley	jbrantley@cityofmillen.ga.gov	City of Millen



Name	Email	Affiliation (City Department Name, Organization Name, or Resident)
<i>King Rucker</i>	<i>rockerville@bellsouth.net</i>	<i>City of Millen</i>
<i>Grady Saxon</i>	<i>gradysaxon@jenkinscountyga.gov</i>	<i>Jenkins County</i>
<i>Jeff Brantley</i>	<i>jbrantley@cityofmillenga.gov</i>	<i>City of Millen</i>
<i>Darrel Clifton</i>	<i>dclifton329@gmail.com</i>	<i>City of Millen</i>

Stakeholder Committee

Grady Saxon, Jenkins County Administrator

Jeff Brantley, City of Millen Manager

Hiller Spann, Jenkins County Chairman

King Rucker, City of Millen Mayor

Darrel Clifton

Pamelia Dwight

Mandy Underwood, Jenkins County Development Authority