2006 Joint Comprehensive Plan Update for Baldwin County and the City of Milledgeville

Community Assessment

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COMMUNITY ASSESSMENT

Identification of Potential Issues and Opportunities

The following is a preliminary list of issues and opportunities created by the citizens of Baldwin County and the City of Milledgeville in conjunction with Middle Georgia Regional Development Center Staff. The intent of this list is to direct focus to those items that will be addressed in the remainder of this plan. This list will also be used as a guide for educating the citizens of Baldwin County and the City of Milledgeville about their community and soliciting their input about the community's future.

Population

Issues

- Population increases have occurred due to the presence of secondary educational institutions and recreational opportunities of Lake Sinclair. These population increases could lead to pressures on water and sewer services, public safety services, the Baldwin County school system, and land use. This population is comprised of part time residents that do not contribute to the tax base in the same manner as the full time residents of Baldwin County and the City of Milledgeville.

- The observed trend of smaller household size may lead to an increase in housing units in Baldwin County and the City of Milledgeville. Additional housing units could lead to increased sprawl development, which in turn could lead to pressures on water and sewer services, public safety services, and land use for Baldwin County, the City of Milledgeville, and the Middle Georgia region.

- Current and future increases in the elderly and student segments of the population will most likely lead to a greater demand of services that these populations require.

- Baldwin County High School has historically seen higher drop out rates than the State of Georgia. This limits the available workforce within the community, therefore limiting the attractiveness of the community to industry and businesses.

- Baldwin County High School students' standardized test scores have historically been lower than the State average. This could potentially make the community less attractive to perspective residents with school age children or to a population that will be having school age children in the future. This also can make the community less attractive to perspective businesses and industry as a low level of education can correlate to a less skilled workforce.

- Baldwin County and the City of Milledgeville have limited success in retaining those sectors of the population that have earned advanced degrees. A low population of residents that have earned advanced degrees could limit the ability of Baldwin County and the City of Milledgeville to attract industries and businesses that require a higher level of skills and training.

- Per capita income in Baldwin County and the City of Milledgeville are lower than both State and the national averages. This indicates that Baldwin County and the City of Milledgeville are not recruiting industries and businesses that provide jobs paying comparable wages to that of the State of Georgia and the rest of the nation.

Opportunities

- Baldwin County and the City of Milledgeville have the opportunity to begin planning for the provision of services that are geared toward the increasing special populations. These populations include senior citizens, students, and tourists.

- Baldwin County and the City of Milledgeville have the opportunity to explore programs to retain educated population. These programs could be an extension of those already in place between the institutes of higher education currently present in the area and the Baldwin County School System or new programs to take advantage of previously untapped resources could be examined.

- Baldwin County and the City of Milledgeville have the opportunity to explore ways to recruit higher paying employment opportunities that will provide quality jobs for the community and assist in the retention of residents that have obtained advanced degrees.

Economic Development

Issues

- Baldwin County and the City of Milledgeville lack an updated long-range transportation plan. Projects that have been completed since the last plan was completed need to be evaluated and identification and planning for additional transportation issues needs to begin.

- In both Baldwin County and the City of Milledgeville inadequate infrastructure exists along Highway 49. These inadequacies prevent substantial residential, commercial, and industrial development from occurring in these areas. If this type of development is desired in this section of Baldwin County and the City of Milledgeville, adequate infrastructure needs to be provided.

- Residents of Baldwin County and the City of Milledgeville receive separate services from the City and County such as water and sewer. This division of services leads to conflicts in service delivery creating problems for the governments and residents.

- Baldwin County currently does not have a zoning ordinance in place. Although there are development regulations in place, certain businesses and industries find areas that have consistent county and municipal zoning more attractive for location.

- Literacy rates for residents of Baldwin County and the City of Milledgeville are low, creating a shallow pool of trained workers. The lack of trained and qualified workers makes the area unattractive to perspective businesses and industries.

- Many of the building facades in downtown Milledgeville need improvement. Improving the structure and appearance of the downtown area will encourage more businesses to locate in the area.

- The existing storm sewerage infrastructure is inadequate in downtown Milledgeville. Inadequate infrastructure inhibits new development and business location in the downtown area as well as creating an undesirable environment for existing businesses. Existing businesses that are unhappy with their current situation will search for alternate locations that provide a more hospitable environment, most likely outside of the central business district.

- The streets of downtown Milledgeville are congested by the amount of large truck traffic on a daily basis. This is due to the fact that the only truck route across the Oconee River is along Highway 22, which happens to run straight through the heart of downtown Milledgeville. This large amount of truck traffic causes traffic problems that can be a deterrent to visitors and potential businesses that would prefer a less congested area.

- Highway 22W is still only 2 lanes in some areas between the City of Milledgeville and the Jones County Line. Creating 4 lanes on this road between the two areas would ease the flow of traffic and enable greater access to the Milledgeville-Baldwin County Industrial Park on Highway 22.

- Baldwin County and the City of Milledgeville have difficulty retaining educated youth. Students that are residents of Baldwin County and the City of Milledgeville that remain in the area to obtain advanced degrees and those students that move to the area for the sole purpose of obtaining an advanced degree often must leave the area because there are not enough employment opportunities for them to pursue that would utilize their skills. The lack of a highly skilled workforce is therefore a detriment to the acquisition of businesses and industries that employ workers with these skills.

Opportunities

- The community has the opportunity to continue the development of downtown Milledgeville that has already begun. Because there has been successful business recruitment in the past and projects such as the streetscape are improving the aesthetics of downtown Milledgeville, the momentum is present to continue the progress. Continued development of the downtown area would only serve to make the area more attractive to prospective businesses.

- Baldwin County and the City of Milledgeville have the opportunity to begin planning for development along the proposed Highway 112 Scenic Byway corridor. This designation will be beneficial to the community in terms of tourism and economic development. If the community decides now what type of development they would like to have in the area, haphazard and undesired development can be avoided, therefore maximizing the benefits this designation can bring.

- The community has the opportunity to develop a zoning ordinance for Baldwin County that is compatible with the City of Milledgeville's current Ordinance. The development of compatible ordinances would aid in the future annexations, economic development projects, and promote County and City cooperation.

- The community has the opportunity to guide development in the proposed Fall Line Freeway area in order to most effectively utilize the new road system. This process has already begun with the formation of the Fall Line Regional Development Authority. This same approach can be applied to other projects in the area as well.

- Baldwin County and the City of Milledgeville have the opportunity to research the feasibility of a joint City & County water and sewer authority. The subject has been approached at different times and now that infrastructure is expanding throughout Baldwin County and other growth is occurring in the area, the possibility of consolidation is once again being considered. A joint authority between the County and City would eliminate service conflicts and possibly conserve resources, inevitably making the area more attractive to business and industry.

- Baldwin County and the City of Milledgeville have the opportunity to develop signage throughout the community for specific attractions and locations. Improved signage not only in the downtown area, but also for lesser-publicized attractions in other areas of Baldwin County would enhance tourism and possibly encourage visitors to spend more time and money in the area.

- The community has the opportunity to research new ways improve educational programs and infrastructure to increase literacy, graduation rates, test scores, etc. There are currently some programs in place that are either underutilized or not as effective as they could be. By improving education, Baldwin County and the City of Milledgeville will be more attractive to business and industry, not only by having a

local workforce but also by having a desirable education system for employees to place their children in.

- The community has the opportunity to encourage business location in downtown Milledgeville. With the streetscape improvements that are underway the area is more attractive to perspective businesses than ever.

- The community has the opportunity to link programs at Central Georgia Technical College with local business expansions and development. There is already an certain degree of cooperation between all of the educational institutions and this could benefit the local businesses and industries by having a locally available trained workforce.

- The community has the opportunity to recruit industries that will ensure retention of younger educated population. The Milledgeville-Baldwin County Industrial Park has adequate space for industry location and has plans for expansion; also plans are currently underway for a Fall Line Freeway Industrial Park as a joint venture between Baldwin and Wilkinson Counties. With a large pool of workers with advanced degrees to choose from, industries should find Baldwin County and the City of Milledgeville as an attractive location.

Housing

Issues

- A large percentage of mobile homes and single-family detached dwellings are present in Baldwin County. This indicates that there is a lack of diverse housing in the unincorporated areas of Baldwin County. This could mean that there is a lack of affordable housing such as apartments, town homes, and other high-density housing. A large percentage of mobile homes could indicate a burden on the tax base as well as the possibility of having an increased number of substandard housing in the future due to the fact that mobile homes tend to deteriorate and depreciate faster than stick-built housing.

- A substantial increase in severely cost burdened households has occurred over the past twenty years in Baldwin County and the City of Milledgeville. An increase in cost burdened households indicates that housing prices are inflated to the point where it is no longer a viable option for those earning a certain income to live in the area. This group of people usually includes those working in public service such as teacher, policemen, and hospital workers. These workers are forced to move to adjacent communities and commute to their jobs. This could lead to those people finding employment in areas where they can afford to purchase a home and face a shorter commute, thereby decreasing Baldwin County's and the City of Milledgeville's workforce. An increase in severely cost burdened households could also indicate that

Baldwin County and the City of Milledgeville is not attracting competitive wage paying employers.

- A severe increase in price of rental units has occurred since 1985 in the City of Milledgeville. This dramatic increase in rent leads to more cost burdened households and leads to the situations discussed previously. Another problem with rent increasing at such substantial rates is that more owners of single-family housing will be pressured into converting their property into rental units in order to make an increased profit. The most obvious factor driving these price increases is the strong student presence in the City of Milledgeville. When more than one person is willing to occupy a residence, the amount of rent per capita decreases, therefore making the option more appealing to the student population.

- A substantial increase in the number of mobile homes has occurred since 1985 in Baldwin County and the City of Milledgeville. Mobile homes tend to create a burden on the tax base because they are taxed as personal property instead of real property as stick-built homes are. This has been an affordable housing option in the past, but now the price of mobile homes has increased to such an extent that they are no longer a viable affordable housing option for residents of Baldwin County and the City of Milledgeville. Mobile homes are also associated with a social stigma that causes citizens to feel the need to eliminate them from the community. Their presence may also make a community less desirable to live in.

- A significant increase in housing with 20-49 units has occurred since 1985 in the City of Milledgeville. This increase has most likely been due to the continued growth of the institutes of higher education in the City of Milledgeville. With a shortage in parking and the desire to keep traffic congestion to a minimum, more student housing has appeared as close to the campuses as possible. This in turn creates an inflated rental market and drives those individuals who cannot afford to rent these units farther into the unincorporated areas of Baldwin County or into adjacent communities.

- A decrease has been seen in the number of housing units built before 1939 that remain in existence in Baldwin County and the City of Milledgeville. This decrease could be an indication that the housing stock is deteriorating and the older units are being replaced with new ones. This could also be an indication that historic residential properties are either being lost before they are eligible for the historic registry or are overlooked for historic classification and are lost as a result of deterioration.

- An increase in the number of single-family housing used as rental property and multifamily housing in downtown Milledgeville has been occurring since 1985. As previously stated, an increase in student population has created a demand for rental property in the vicinity of the school campuses. The conversion of single-family housing into multi-family housing creates a different neighborhood than what the zoning of the area intends. This not only creates an unaffordable housing situation by

driving up rent prices, but it creates conflict between owners of the single-family housing and the educational institutions.

Opportunities

- Baldwin County and the City of Milledgeville have the opportunity to begin planning for the provision of housing for special needs populations. These special populations mostly encompass the elderly and the majority of the workforce, those who are struggling with affordable housing. As these populations increase and their housing needs are not met, they will seek residence in other communities.
- Baldwin County and the City of Milledgeville have the opportunity to continue the preservation and protection of the many historic housing resources present in the community. These resources not only provide housing for residents, they preserve the community's history and can provide economic development opportunities through tourism as they currently do now with the historic homes tour offered through the Milledgeville-Baldwin County Convention and Visitors' Bureau.

- Baldwin County and the City of Milledgeville have the opportunity to redevelop poverty census tracts to provide additional affordable housing. These census tracts can become part of opportunity zones that are eligible for grant money that can fund revitalization efforts.

- Baldwin County and the City of Milledgeville have the opportunity to research regional examples of successful redevelopment projects related to housing in a downtown area, student housing, and elderly housing. These regional examples could prove very helpful in gaining ideas about what type of projects could work in the area.

Natural and Cultural Resources

Issues

- The water quality of the James E. Baugh and Lamar Hamm Intakes must be protected. These intakes are the major water sources for both Baldwin County and the City of Milledgeville. Unchecked development and lax environmental regulations could lead to contamination of the water supply and the natural environment.

- Existing ground water sources (e.g. springs throughout Baldwin County) must be protected and conserved. These resources are not widely used for the general water supply but they are used for agricultural and other purposes at various times. This source of water is a reserve supply and does affect the quality of surface waters in the long run.

- Existing wetlands throughout Baldwin County and the City of Milledgeville must be protected and preserved. These wetlands protect water quality and provide habitat for various forms of plant and animal life.

- Development must be limited on steep slopes along Stembridge and Kings Roads, and along Monticello Road. Unchecked development along steep slopes can lead to pollution of streams and rivers through sedimentation and runoff. This type of pollution affects water quality and habit.

- Poor soil types exist throughout Baldwin County for septic tank use. A high incidence of septic tank use in areas that contain non-percolating soils or soils with poor percolation have higher incidences of septic tank failure. Septic tank failure cannot only be costly to the homeowner but can result in environmental contamination. Areas with a high percentage of poor soils for septic tank use would highly benefit from the availability of public sewer service.

- Existing County and City ordinances must continue to be enforced to prevent further soil erosion. As previously stated soil erosion can lead to environmental contamination and habitat loss.

- Development in flood prone areas should be limited. Any development within a flood plain is prone to the effects of flooding. In most cases this is in the form of structure or property loss. Any development that is considered for the flood plain should be in the form of parks or other recreation areas to minimize the potential for loss when a flood event does occur.

- Plant and animal habitats must be conserved and protected in Baldwin County and the City of Milledgeville to preserve the integrity of the natural environment. When restrictions are placed on development near or on plant and animal habitats water and air quality are protected. Growth can be concentrated in areas as infill or cluster development.

- The following impaired water bodies are present in Baldwin County: Big Cedar Creek, Tobler Creek, Town Creek, and Lake Sinclair. The presence of impaired water bodies indicates that regulations are either not being enforced or not followed at all. This neglect has serious ramifications on water and air quality for the community and can lead to financial penalties for the offenders.

- Historic structures and sites must be preserved throughout Baldwin County and the City of Milledgeville. These structures and sites are part of the community's history and should be preserved in order to educate future generations about the past. These structures and sites can also be utilized for tourism opportunities and draw visitors to the area.

- Large amounts of land are owned by timber industries in Baldwin County. This can present a problem if the proper practices are not followed in relation to erosion and

sedimentation control. Stream and river pollution can resort in water supply contamination or habitat loss. This can also be an issue in relation to the economy of the region. If a large number of jobs in the area are dependent on this industry, the loss of the industry could have devastating consequences on the workforce. The large amount of land in timber industry hands is beneficial for the protection of wildlife due to the fact that the Bald Eagle's habitat, an endangered species, is mainly included in these timber holdings. A looming issue is that if this industry were to go out of business, this land could be sold for development that would destroy the habitat.

Opportunities

- Baldwin County and the City of Milledgeville have the opportunity to continue the preservation and protection of Georgia Military College as a cultural resource. The Georgia Military College campus is located on the site of the Old Capitol building, the Georgia seat of government during the early 1800's. The campus also currently houses a regional museum dedicated to this portion of Milledgeville's history. Preserving this part of history is not only beneficial to tourism, but it also helps draw people to attend Georgia Military College and live in the area.

- Baldwin County and the City of Milledgeville have the opportunity to preserve and protect the Fletcher Shoals area as a natural and cultural resource. This area is not only vital to the area's ecosystem, but it serves as a reminder of the region's history. If the area could be utilized intelligently, it could be incorporated into an ecotourism scenario.

- Baldwin County and the City of Milledgeville have the opportunity to continue the redevelopment of the cultural resources in downtown Milledgeville. This redevelopment will not only benefit the tourist industry, but it will make the area a more desirable place to live and locate businesses and industry.

- Baldwin County and the City of Milledgeville have the opportunity to begin the development of natural and cultural resources along the Highway 112 Scenic Byway. Because the application for scenic byway designation for this highway is in the final stages, planning can begin for the types of development that will maximize the benefits of this designation.

- Baldwin County and the City of Milledgeville have the opportunity to continue the development of the Oconee River Greenway. Now that phase 1 is well underway, the County and City can help support the development of any future phases. The greenway will not only provide recreation opportunities for residents, but it will also make the area more attractive to tourists and anyone looking to relocate to the area.

- Baldwin County and the City of Milledgeville have the opportunity to pursue the further development of ecotourism opportunities in the area. Ecotourism increases the variety of visitors to the area and also helps diversify the economy, ensuring that the demise of one sector, such as manufacturing, would not make recovery as difficult.

Community Facilities and Services

Issues

- Baldwin County has a significant amount of infrastructure located in the unincorporated areas. The majority of funds available for repair are available to State or National highways. This lack of funds mainly affects the roads and bridges maintained by the County. These roads and bridges will be in states of repair more frequently if they are located in areas where they are the main routes of travel. If these are the main routes of travel for some areas, then having these roads and bridges in continuous states of disrepair can be detrimental to the public's safety.

- There is a need for local transit service in Baldwin County and the City of Milledgeville. Currently the only forms of public transportation are the 5311 services and the Georgia College & State University shuttle. These programs are very limited in scope and are not widely available to the general public. A countywide public transportation system would alleviate downtown parking problems and traffic congestion along all roadways.

- At its current location, the Baldwin County Airport has limited room for expansion. Because airport services can be a lucrative industry-recruiting tool, limited air capabilities near industrial sites can hurt these efforts.

- Because the 5311 program received a large portion of its budget from State funds, the ever-increasing gas prices could limit service in Baldwin County. Users are already charged about $1 for each trip, this price could increase to pay for gas and could the service could become unaffordable for some of the users, leaving them without a reliable transportation service.

- In those areas currently not serviced by public sewer there is the possibility of water supply contaminated due to septic tank failure. As development increases in areas that do not have access to public sewer, so will the number of individual septic systems, which in turn can lead to saturation of the soil and eventual contamination of the water supply for drinking or irrigation.

- The Rapidly developing areas of Baldwin County are not receiving services such as water and sewer. It is easier to plan for infrastructure in areas that are slated for development than it is to place infrastructure in areas that are already developed.

- The service delivery strategy between Baldwin County and the City of Milledgeville requires updating. The service delivery strategy between municipalities is used to plan for future services. If this document is outdated, this could lead to duplication of services or confusion over service areas, resulting in poor service for the customers and increased costs for the providers.

- Baldwin County and the City of Milledgeville do not have effective websites for the distribution of government information. Limited government information is available through the Chamber and Industrial Authority websites, but the County and City should have a separate website that provides thorough information to residents and those who are considering moving to the area. With today's technology, more and more people are choosing to receive their information electronically alone and feel inconvenienced if they have to pursue other options. Having both County and City information available on-line would enable residents to stay informed of government happenings and allow visitors to gain a better idea of what the area is like.

Opportunities

- Baldwin County and the City of Milledgeville have the opportunity to work together and with the institutes of higher education in the area to improve educational programs and facilities. Improvements in programs and facilities could lead to an improvement in test scores, graduation rates, and literacy rates. This would provide a better trained workforce and aid in the recruitment of industry and make the area more attractive to individuals who are considering re-locating to Baldwin County.

- Baldwin County and the City of Milledgeville have the opportunity to continue their existing cooperation between themselves and with the Sinclair Water Authority.

- Baldwin County and the City of Milledgeville have the opportunity to plan for infrastructure placement in those areas that are slated for future development. This planning would eliminate the need for the placement of infrastructure after the development as already taken place. It would also allow the County and City to identify areas where they would like to see less intense development and steer infrastructure placement away from those areas.

- Baldwin County and the City of Milledgeville have been used as a test case in the Middle Georgia Regional Bike & Pedestrian Facilities Plan. This is an opportunity to provide infrastructure for alternative transportation programs that will reduce traffic congestion, alleviate some parking problems, and help people lead healthier lifestyles. These measures would also make the area more attractive to tourists and future residents.

- Baldwin County and the City of Milledgeville have the opportunity to utilize the existing wireless technology at Georgia Military College and Georgia College & State University to provide an expanded service area. This would enable businesses in downtown Milledgeville to attract more customers by providing wireless Internet connections. This would especially be beneficial to students from the nearby colleges and university. This would make the downtown more attractive to businesses that would like to offer wireless Internet service as well. More businesses and customers would ensure that downtown Milledgeville remains an active area of the City.

- Baldwin County and the City of Milledgeville have the opportunity to improve existing programs and the appearance of existing recreation facilities and parks to better meet the needs of the community. If residents have attractive recreational areas that offer them the programs and equipment they desire, then members of the community will want to spend more time in the area instead of having to drive to another community to find what they are looking for. These improvements could lead to a more active community and make the area more attractive to perspective residents.

- Baldwin County and the City of Milledgeville have the opportunity to produce compatible websites that can be interconnected with private websites to ensure more efficient distribution of community information. If community information is more easily accessible, residents will be more willing to participate in community activities, travelers will be more willing to plan a stop in the area, and those looking to relocate will be more open to moving to the area.

Intergovernmental Coordination

Issues

- A substantial amount of State owned land is present within the borders of Baldwin County and the City of Milledgeville. Along with the educational institutions, the State of Georgia also owns land that contains the Central State Hospital Campus, the Veteran's Cemetery, and Bartram Forest. Neither Baldwin County nor the City of Milledgeville can collect taxes from these properties or have any influence on the use of this land. The County and/or the City must also provide services to these properties such as water and sewer. This situation can cause a strained relationship between all parties if a suitable agreement cannot be established. The County and City also run into problems with these properties when trying to plan for future growth due to the fact that they have no control over these properties.

- Islands of land that has not been unincorporated into the City of Milledgeville remain in Baldwin County. This situation not only causes problems in relation to tax rates and services, but the State of Georgia also considers these islands to be illegal. The City of Milledgeville is currently in the process of trying to annex these islands, but the process is slow and if there is sufficient opposition, annexation of these properties could take years to complete. The process of rectifying the situation could put a strain on the relationship between the County and the City, making any joint effort more difficult to achieve.

- Disagreements between Baldwin County and the City of Milledgeville exist in regards to the joint service delivery strategy. These disagreements could not only affect services to both communities, but if the service delivery strategy is not revised and adopted by February 28, 2007, both communities could loose their Qualified

Local Government Status. Loosing this Status makes a community ineligible for certain types of State funding.

Opportunities

- The City of Milledgeville has begun to facilitate annexation procedures for the unincorporated islands in Baldwin County. This is a positive step in relieving the situation and shows that both communities are making efforts to correct the problem. By annexing these properties, it is possible that the problems that exist in the service delivery strategy can be resolved more easily.
- Baldwin County and the City of Milledgeville have he opportunity to form an intergovernmental agreement with the Sinclair Water Authority. This alliance could lead to better service for all customers and take the pressure of Baldwin County and the City of Milledgeville to be the only suppliers to County residents. This could also enhance Baldwin County and the City of Milledgeville's relationship with Putnam County and the City of Gray, leading to cooperation in other projects as well.

- Baldwin County and the City of Milledgeville have the opportunity to continue cooperating with Wilkinson County in the development of the Fall Line Freeway Industrial Park. This industrial park will be beneficial to both counties and could lead to further cooperation in other projects in the future.

Transportation System

Issues

- Currently the only major truck road crossing the Oconee River is Hancock Street/Highway 22. Large truck traffic in downtown Milledgeville exists due to lack of second major highway bridge across the Oconee River. This truck traffic causes many different problems such as traffic congestion and damage to the road surface. If an additional bridge crossing for the Oconee River were to be constructed, the larger truck traffic would have an alternate route, freeing up the downtown streets for residents and tourists.

- The existing road structure in some areas of Baldwin County and the City of Milledgeville is inadequate to accommodate current development patterns. This inadequacy is the result of intense development occurring in areas that were intended for less dense development. Residential neighborhoods adjacent to the City limits are most affected by this where narrow streets were built for small neighborhoods and now they are being used for cut-through traffic. The population of the City of Milledgeville has also exceeded the capacity of the road structure in these areas due to the presence of the educational facilities in the area.

- An additional Highway 441 by-pass is being proposed for Baldwin County and the City of Milledgeville. The main issue with the proposed by-pass is the location.

Several different routes have been considered and many of these routes will encroach or completely eliminate existing neighborhoods.

- Emergency vehicles have no easily accessible alternate routes when railroad crossings are engaged. Traffic can be tied up in several places within Milledgeville when train traffic is moving through the City. The train track span all of the roadways leaving no alternate routes for emergency vehicles. The public is endangered due to the increased response time either to the emergency site, or to the hospital after the response has been made.

Opportunities

- Baldwin County and the City of Milledgeville have the opportunity to support a location of the additional Highway 441 by-pass that will minimize impact on existing residential development. This will benefit those residents that might otherwise be relocated, and it could benefit the DOT by reducing the amount of right-of-way they might have to acquire for the project.

- Baldwin County and the City of Milledgeville have the opportunity to support the construction of an additional bridge that crosses the Oconee River. If the County and City begin working with the DOT in the early planning stages, they might have more influence on the location and timing of the project.

Analysis of Existing Development Patterns

Existing Land Use

Residential

Residential development is fairly evenly dispersed throughout the unincorporated areas of Baldwin County. The southeastern corner of Baldwin County is the only area where residential development is sparse. The majority of this residential development is single-family housing. Multifamily housing is present in areas where public water and sewer is available or where private septic systems have been placed. Both site built and mobile/manufactured housing is present in Baldwin County and the City of Milledgeville. Subdivision regulations exist for both the incorporated and unincorporated areas of Baldwin County.

Residential development in the City of Milledgeville is divided into single family and multifamily residential zoning districts. Within these categories, different districts exist to allow for differing densities of development. Because the City provides both water and sewer service, multifamily housing is more prevalent in Milledgeville. Several historic residential properties are located in the historic district of downtown Milledgeville. Most of these properties are single family but a number of homes have been converted into multifamily housing and are used as

rental property. Residential development is allowed in the downtown area as part of commercial buildings. This option is rarely utilized because of the parking requirements listed in the current zoning ordinance for the City of Milledgeville.

Residential development outside of the Milledgeville City limits is very random. Baldwin County could control the location of future residential development by creating a countywide zoning ordinance, planning for the placement of future public water and sewer services, and by creating more specific regulations for mixed-use and planned unit developments within the current land development regulations. These measures would ensure that valuable open space in Baldwin County is preserved and negative effects on the environment caused by an overabundance of private septic tanks and wells could be minimized.

Commercial

Commercial development in the unincorporated areas of Baldwin County are primarily general commercial uses such as convenience stores, gas stations, and business that cater to outdoor recreational activities. Most of the commercial development in Baldwin County is located in areas adjacent to the Milledgeville city limits. There are a few commercial developments that are scattered throughout the perimeter of the county.

Commercial development in the City of Milledgeville is separated into central business commercial, community commercial, and heavy commercial zoning districts. Central business commercial uses include retail, restaurants, and general commercial activities. This district is primarily located along three blocks on the northern side of Hancock Street, and along four blocks on the southern side of Hancock Street. The Historic District designated by the Milledgeville Historic Preservation Commission and the City of Milledgeville's zoning ordinance dictates allowable uses and building design in this zoning district.

Uses within the Community commercial district primarily include general commercial establishments. These districts are located around the Historic District and in the outlying parts of the city limits. This district is commonly used to provide a smoother transition from higher density development in the central city to lower density developments on the edges of the city limits. Community commercial development in Milledgeville is mostly in the form of strip development along highway corridors and open-air strip mall developments.

Heavy commercial district uses are limited in Milledgeville. These uses are primarily those establishments that engage in more intensive business practices and may require more operating space and heavy equipment than general commercial enterprises. These include veterinarians, equipment maintenance businesses, and medical laboratories. According to the current zoning map for Milledgeville, there are only two small heavy commercial districts located along the Highway 441 corridor. One is located closer to the downtown area and the other is located further north on the outskirts of the city.

The growth rate of commercial development in Baldwin County and the City of Milledgeville shows no sign of slowing. In order to more effectively utilize the land currently occupied by development the county and city should examine ways to encourage infill and mixed use

development. This would discourage sprawl into residential, agricultural, and forestry land. Also, to avoid any further strip style development, town center and other comparable designs should be considered for new commercial enterprises.

Industrial

Land designated for industrial use is primarily located within the city limits of Milledgeville. Industrial sites located in the unincorporated areas of Baldwin County are extensions of the industrial land located within the city limits. Industrial uses within the city are divided into heavy and light districts. The heavy industrial zoning district is primarily reserved for those companies that occupy the industrial park on Highway 22. Light industrial districts are located on the western side of the Oconee River, near Sinclair Dam.

Future sites for industrial park expansion have been located in the unincorporated areas of Baldwin County. One of these sites is located near the proposed intersection of the Fall Line Freeway and Highway 441. Planning for the development of these areas now will facilitate implementation when and if the property is developed. Implementing countywide zoning would also help in the recruitment of industries to these additional industrial sites. Both of these projects should be implemented in phases to prevent the overextension of infrastructure and services.

Public/Institutional

Public and institutional land in Baldwin County and the City of Milledgeville is occupied by not only city and county facilities, but many state facilities as well. A large portion of land within the Milledgeville city limits is dedicated to state facilities such as: Central State Hospital; Rivers, Baldwin, Men's, Bostick, and Scott State Prisons; Baldwin Inmate Boot Camp; Georgia State Patrol Office; and the Georgia Bureau of Investigation. Areas that are dedicated to public or institutional uses in the unincorporated areas of Baldwin County are: the Georgia Veterans' Memorial Cemetery, the Baldwin State Forest, and Bartram Forest. These areas are significant because neither the county nor city can collect tax revenue from these facilities but the city and county must become the service providers. The county or city also has no control over the development of this land and cannot plan for future uses of the properties.

Public and institutional land that the county and city does have control over the development of are: Baldwin County schools, Baldwin County Board of Education, private schools, institutes of higher education, and county and city offices. Within the City of Milledgeville's zoning ordinance public and institutional uses are also categorized as office institutional. Baldwin County Schools, the Board of Education, and Central Georgia Technical College are located in a complex adjacent to Highway 441. County and city offices, Georgia College and State University, and Georgia Military College are located in downtown Milledgeville. Because these entities are in such close proximity to each other, cooperation will become essential as they continue to develop and expand.

Transportation/Communication/Utilities

Transportation facilities in Baldwin County and the City of Milledgeville are in the form of roads and rail. An extensive national, state, and local road system is present throughout the county. This network may expand slightly in the future with the possible addition of a second bypass for Highway 441 and the possible addition of the Fall Line Freeway. Other expansions are likely to be in the form of the addition of lanes to the existing road structure. Rail service is less extensive than it has been in previous years and is limited to freight service only. It is unlikely that this service will expand in the future and there is a high possibility of the further reduction in services. Abandoned rail lines could become a hazard in the future and any future plans should provide for the reuse or removal of this infrastructure.

There is not a specific designation for communication infrastructure on the existing land use map. The majority of the communication infrastructure in Baldwin County and the City of Milledgeville occupies land that is classified as another land use. This infrastructure is located above and below ground and includes the following: phone lines, cable lines, fiber optics, cell phone towers, and satellite equipment. Any future expansion of this infrastructure will most likely continue in the same format and should not require large tracts of land to be set aside for this use.

Land designated for utility use in Baldwin County and the City of Milledgeville is primarily located along Lake Sinclair. Georgia Power owns this property and devotes these areas to electricity production through Sinclair Dam and a coal burning power plant. Georgia Power owns other property around the lake that is used for residential development, recreation, and wildlife management areas. Any expansion of these areas will be at the discretion of Georgia Power as their operating needs increase.

Parks/Recreation/Conservation

Land classified as public and institutional land on the existing land use map is also dedicated to park use in Baldwin County and the City of Milledgeville. Parks maintained by the Baldwin County Recreation Department are located on Highway 22 near the industrial park and Central Georgia Technical College. These parks offer a variety of activities such as tennis courts, ball fields and courts, a pool, and walking trail along a lake. The only park maintained by the City of Milledgeville is Central City Park located on Tatnall Street. This park offers a playground and picnic area as well as baseball and softball fields.

Recreation areas in Baldwin County and the City of Milledgeville are also classified as public and institutional on the existing land use map. These areas include the Little Fishing Creek Golf Course, located near the Baldwin County Recreational Park on Highway 22, and several recreational areas located on Lake Sinclair. There are also several nature trails located along the Oconee River.

Land designated for conservation in Baldwin County and the City of Milledgeville is classified as conservation and preferential on the existing land use map. These areas are primarily forestry and agricultural lands very evenly distributed throughout the county

and city. Individuals have placed restrictive covenants on their land to preserve the agricultural use and receive a reduced tax rate. These restrictions allow for open and green space to be preserved and remove the pressure from landowners to sell their land to developers. These restrictions should be renewed to ensure the continued preservation of this land. Countywide zoning would also assist in this protection by classifying these parcels as protected zoning districts and placing restrictions on the uses permitted in these districts. The agricultural residential zoning district currently protects these lands that are located within the city limits of Milledgeville.

Agriculture/Forestry

The majority of the agricultural and forestry land is located in the unincorporated areas of Baldwin County but there are a few tracts located within the city limits of Milledgeville. Private timber companies own most of the forested land and individuals own the majority of agricultural land. This land is classified as agricultural; public and institutional; preferential; and conservation, agricultural, and, forestry on the existing land use map. This land is used for crop production, raising livestock, pasture, fallow fields, and commercial forestry.

Undeveloped/Vacant

There are no areas classified as undeveloped or vacant on the existing land use map for Baldwin County and the City of Milledgeville. Undeveloped and vacant properties do exist in both the county and city and are owned by public and private entities. These properties are either in the process of being redeveloped, on the market to be sold, or are transitioning between uses. Some of these areas include former mobile home sales lots along Highway 441 and buildings on the Central State Hospital campus. Ideal uses for these properties would be infill development consisting of affordable housing or mixed use centers.

Areas Requiring Special Attention

The following areas are places in Baldwin County and the City of Milledgeville where citizens felt that development patterns should be addressed in this plan. This list was complied via citizen input and analysis completed by Middle Georgia Regional Development Center staff.

Areas of Significant Natural/Cultural Resources

The following areas are where significant natural and cultural resources are located in Baldwin County and the City of Milledgeville. These resources are likely to be intruded upon or impacted in some manner by existing or future development.

- Lake Sinclair
- Highway 441 Corridor
- City of Milledgeville
- Oconee River Corridor, Including Historical Resources Located Near the River

Areas of Rapid Development

The following are areas where land use is rapidly changing in Baldwin County and the City of Milledgeville.

- Highway 441 Corridor
- Lake Sinclair
- Downtown Milledgeville
- Oconee River Corridor, Including Historical Resources Near the River
- Future Fall Line Freeway Area

Areas Outpacing Availability of Community Facilities/Services

The following are areas in Baldwin County and the City of Milledgeville where the pace of development has already or could possibly outpace the availability of services. These services include water and sewer, available land, and transportation infrastructure.

- Downtown Milledgeville
- Baldwin County Airport
- Lake Sinclair
- Fall Line Freeway Area
- Highway 441 Corridor

Areas in Need of Redevelopment

The following are areas in Baldwin County and the City of Milledgeville that are in need of redevelopment, including those where attractiveness and aesthetics can be enhanced.

- Entrances to Milledgeville: Highways 441, 49, 22, & 112
- Downtown Milledgeville
- Oconee River Corridor
- Highway 441 Corridor
- 12 census tracts where 20% or more of the population live in poverty

Large Abandoned Structures or Sites

The following includes structures or sites in Baldwin County and the City of Milledgeville that are abandoned and could possibly be environmentally contaminated.

- Vacant School Sites around Baldwin County
- Brownfield and Grayfield sites around Baldwin County
- Vacant Buildings on Central State Hospital Campus
- Abandoned Landfill Sites throughout Baldwin County

Areas with Significant Infill Development Opportunities

The following are areas in Baldwin County and the City of Milledgeville that have scattered vacant sites that are ideal for infill development.

- Highway 441 Corridor
- Downtown Milledgeville
- Hardwick
- Poverty Census Tracts

Areas of Significant Disinvestment, Poverty or Unemployment

The following are areas that have been neglected by investors and have levels of poverty or unemployment that are higher than the average for Baldwin County and the City of Milledgeville.

- Poverty Census Tracts
- South of MLK
- Graham Homes

Recommended Character Areas

The following is a preliminary list of character areas that was derived from both the preliminary list of issues and opportunities and the areas requiring special attention.

Highway 441 Corridor
Downtown Milledgeville
Oconee River Area
Existing Industrial Park
Baldwin County Educational Infrastructure
Rural Baldwin County Area

Analysis of Consistency with Quality Community Objectives

Traditional Neighborhood

Traditional neighborhood development is comprised of human scale development with mixed uses located within easy walking distance of one another. This scale and mix creates a pedestrian friendly environment for residents of the community.

Baldwin County has the potential to utilize traditional neighborhood development and has already begun to set the stage for its introduction. Baldwin County currently has allowances in the land development codes for unconventional and planned unit developments. Mixed-use developments are not specifically addressed in the land use codes and a buffer is required between any residential and commercial development. These land use codes could easily be amended to allow mixed-use developments that will provide for the convenient location of retail and professional offices within future planned unit developments. Current road specifications could be amended to require sidewalks with landscaping buffers in future subdivisions and building setbacks could be reduced to create a more pedestrian friendly community. The adoption of a county wide zoning ordinance would create more opportunities for traditional neighborhood development in the unincorporated areas of Baldwin County.

The City of Milledgeville has more effectively provided for traditional neighborhood development. The Land Development Code for the City of Milledgeville designates several zoning districts that allow for a mix of retail, commercial, and residential. Neighborhood Oriented Commercial, Community Commercial, Central Business Commercial, and Planned Development districts provide opportunities for mixed-use developments with sidewalks and landscaping to create a more pedestrian oriented community. Single Family Residential and Multifamily Residential zoning districts allow for alternative forms of residential development that provide greenspace and a variety of housing densities.

Downtown Milledgeville provides a good example of a traditional neighborhood area. The City is in the process of implementing a streetscape plan that has placed utilities underground, refurbished sidewalks, placed trees along sidewalks, and improved crosswalks and other pedestrian facilities. Because professional offices, retail, commercial and dining establishments are located within close proximity of one another daily business can be conducted on foot if desired.

The presence of the campuses of Georgia College and State University and Georgia Military College in downtown Milledgeville creates a traditional neighborhood feel. This is the only area in the City of Milledgeville and Baldwin County where students can safely walk and ride bicycles to school. Apartments and dormitories are located in close proximity to campus facilities, eliminating the need for a large portion of the student body to commute. Baldwin County schools are located in a central complex away from the majority of residential neighborhoods. Sidewalks are present along some roadways, but most of these are major highways and the infrastructure in not present to ensure pedestrian safety. Central Georgia and Technical College is also located near this complex, away from any residential development, making it necessary for students, faculty, and staff to commute by automobile every day.

Milledgeville is a test case in the Middle Georgia Region’s Bicycle and Pedestrian Facilities Plan. Implementation of this plan would introduce shared use trails that would allow residents to walk and bike to areas of the City that are currently considered unsafe. These areas would also be connected to parts of Milledgeville that already have pedestrian friendly facilities. Once this plan is in place, Milledgeville and Baldwin County will have more opportunities to facilitate traditional neighborhood development.

Infill Development

To maximize the use of existing infrastructure and minimize the conversion of undeveloped land along the urban periphery, the development or redevelopment of sites closer to the downtown or traditional urban core of a community should be encouraged.

Baldwin County and the City of Milledgeville have many opportunities available for infill development. Baldwin County has recently acquired Geographic Information Systems (GIS) technology and is in the process of compiling a list of available vacant properties within the unincorporated areas of the County. The County is aware of several brown and gray field sites and does allow redevelopment of these sites when appropriate opportunities are available. This process should become more effective when the County's GIS system is further developed. Historically development in the County has occurred along major roads. This has become an issue in the Comprehensive Plan Update Process and alternatives are being examined. Where public water and sewer is available in the unincorporated areas of Baldwin County, lot size is not a restrictive factor in the type of development allowed.

The City of Milledgeville is currently not utilizing GIS technology. A Downtown Development Authority is present and does keep a record of all available vacant property within downtown Milledgeville. Vacant property information is also available through the City's tax office. Development has historically occurred along the Highway 441 corridor, but recent discussions of a second by-pass for this route has prompted discussions of alternative development patterns to protect existing residential neighborhoods. A variety of lot sizes are allowed within Milledgeville's residential zoning districts and there is no minimum lot size required within the downtown area. This flexibility allows for the possibility of infill development within these areas and promotes mixed-use developments.

Sense of Place

Activity centers that serve as community focal points should be encouraged through the maintenance or redevelopment of a community's traditional downtown or other areas where people choose to gather. These places should be attractive, contain mixed-use development, and be pedestrian friendly.

Baldwin County and the City of Milledgeville have managed to maintain the sense of place that has been provided due to the fact that Milledgeville is the former capital of Georgia. The city will always retain a special place in history if only because of this fact. Milledgeville has done an excellent job on restoring and preserving the many historic structures and places that make the city so unique. The visitors and convention bureau provide tours and information, Georgia Military College houses a museum showcasing many of the City's historic traits, and the former Governor's mansion has been restored and also houses many historic articles. The unique courtyard of Georgia Military College is immediately recognizable and associated with the City of Milledgeville. These features not only make the City and County a popular tourist destination, but draws students to Georgia Military College, Georgia College and State University, and Central Georgia Technical College as well.

Baldwin County also has unique qualities that give the unincorporated areas a sense of place. Lake Sinclair an the Oconee River have played a very important part in the history of Georgia as well as in life in Baldwin County today. Both the lake and river provide water for the city and county along with many recreational opportunities. Lake Sinclair is the site of a Georgia Power plant and many residential developments. The Oconee River Greenway is currently being developed that will preserve many of the archeological resources along the river and educate the public about certain historical events that occurred in the vicinity.

Transportation Alternatives

To promote better connectivity, reduce traffic congestion, and promote better stewardship of the environment, communities should offer transportation alternatives such as mass transit, bicycle routes, and pedestrian facilities. As these alternatives become available, the public should be encouraged to take advantage of these opportunities.

Public transportation is available in both Baldwin County through the 5311 Transit program. This program provides limited service to residents of Baldwin County and is available on a per trip basis. Funding is provided by state agencies and is not widely advertised. These services are in danger of being reduced or eliminated due to rising gas prices and state budget cuts. Public transit in the City of Milledgeville is provided by Georgia College and State University in the form of shuttle busses that run from peripheral parking areas to the main campus. Residents have voiced their desire for a wide-ranging public transportation system that would provide service to the entire county.

Connectivity in the unincorporated areas of Baldwin County and the City of Milledgeville is sporadic. Current county and city land development regulations do not require street networks in new developments to connect with existing street networks in adjacent developments. Several subdivisions or residential developments are adjacent to one another, but remain isolated due to the lack of connecting roadways. Street specifications only require that streets and cul-de-sacs be constructed according to the requirements of the Georgia Department of Transportation. The City of Milledgeville does state in their street design standards that all development along arterial and collector streets must provide sidewalks for the safety of pedestrian traffic. There are several areas along the Highway 441 corridor where sidewalks are present, but they are non-contiguous and lack buffers to protect pedestrians from highway traffic. Downtown Milledgeville is currently the only in Baldwin County where there is adequate sidewalk infrastructure. Retail and commercial development along Highway 441 is partially connected by shared parking lots, but many adjacent parking lots could be reconfigured to achieve further connectivity.

The Middle Georgia Regional Development Center has recently completed a regional bike and pedestrian facilities plan for the Middle Georgia region. Milledgeville was chose as a test case and the initial phases of the plan are entering the implementation stage. This plan calls for sidewalks, bike trails, and crosswalks to connect downtown Milledgeville with the outlying areas of Baldwin County. Upon completion, these facilities will propel Baldwin County and the City of Milledgeville toward becoming one of the most pedestrian friendly areas in Georgia.

Regional Identity

Shared characteristics such as traditional architecture and economic linkages should be promoted and preserved to present a regional identity to the rest of the state and nation.

Baldwin County and the City of Milledgeville are actively engaged in promoting and preserving those qualities that link the area with the rest of Middle Georgia. With respect to tourism, Baldwin County and the City of Milledgeville are displayed on Georgia's Historic Heartland Regional Map and Guide, Georgia's Antiques Trail map, and listed in Georgia's Antebellum Trail Guide. These publications display the common history and features that the community shares with the rest of Georgia. The Milledgeville/Baldwin County Visitors Bureau promotes these activities along with historic walking tours of the many examples of regional architecture in the downtown area. Examples of natural resources found within the region are also promoted through the Oconee River, Bartram Forest, and Lockerly Arboretum. With respect to economic development, Baldwin County and the City of Milledgeville are displayed on the US 441 Economic Development Council's map.

Heritage Preservation

In order to preserve the traditional character of the community, historic areas should be preserved and revitalized, new development that is compatible with the traditional features of the community should be encouraged, and any other scenic or natural features that are vital to the community's character should be protected.

Baldwin County has begun to recognize several areas along the Oconee River and throughout the County that are in need of protection and revitalization. Several attempts at creating an historical preservation commission for the unincorporated areas of Baldwin County have been unsuccessful, but the idea has remained a topic of community discussions. Once a commission has been formed, the protection and revitalization of valuable County resources will be possible.

The City of Milledgeville has been more successful at the preservation process. The Milledgeville Historic Preservation Commission of was formed in 1984. Since then the Commission has designated a downtown historic district whose boundaries are less inclusive than the district designated by the National Register of Historic Places. The Commission has also created an historic district ordinance along with design guidelines to ensure that any new development or preservation efforts are in keeping with the character of the designated district. The Commission is actively identifying new structures on the periphery of the existing district that could possibly be included in the future.

Open Space Preservation

In order to ensure the preservation of open space, a community should encourage new development that is designed to minimize the amount of land consumed along with the adoption

of compact development ordinances. A community should also have a program in place that actively identifies land to be set aside for use as public parks or greenbelts and wildlife corridors.

Subdivision regulations for both Baldwin County and the City of Milledgeville contain provisions for the protection of open space. For large scale and non-conventional developments, Baldwin County requires at least 50 percent of a development be retained for open space, with at least 30 percent being retained for greenspace. For developments within the Planned Development district, the City of Milledgeville requires that at least 20 percent of the area be retained for open space, with at least half of that area being preserved for passive or active recreation. Neither Baldwin County nor the City of Milledgeville have specific conservation or cluster subdivision regulations, but they have made advances in that direction. Hopefully both governments will encourage greater preservation of open space when their ordinances are amended in the future.

Baldwin County and the City of Milledgeville contain large amounts of State owned land. A large portion of this land is maintained as open space. Bartram Forest, Baldwin State Forest, and portions of the Central State Hospital property are all devoted to greenspace and recreation areas. The County and City are also working in conjunction with the Oconee River Greenway Authority to ensure that areas along the Oconee River are preserved for recreational opportunities through the Oconee River Greenway. This greenway could eventually run the entire length of the Oconee River in Baldwin and Wilkinson Counties.

Baldwin County and the City of Milledgeville also preserve open space through county and city maintained parks and recreation areas. Also, several tracts of agricultural land in Baldwin County are protected through special easements that lower tax rates for a specified number of years.

Environmental Protection

Communities should strive to protect environmentally sensitive areas from the negative impacts of development. The natural terrain, drainage patterns, and vegetation of these areas should be preserved if at all possible.

Although both Baldwin County and the City of Milledgeville have an extensive working knowledge of the various natural resources in the area, neither currently maintains a comprehensive natural resources inventory. The Department of Geography and History at Georgia College and State University has undertaken a mapping project that entails the identification of land cover throughout the County. This data combined with the land use-mapping project completed by the University of Georgia will provide a basis for a natural resource inventory in the future.

Both Baldwin County and the City of Milledgeville have adopted ordinances that ensure protection of their vital natural resources. Both the County and City are issuing authorities for storm water management permits. In Baldwin County this is the duty of the Code Enforcement Officer and in Milledgeville, the Zoning Administrator assumes the role. Baldwin County has

passed a flood damage prevention ordinances as well as erosion and sedimentation control ordinance to ensure new development follows the necessary steps to prevent environmental damage. There is also a section on embankments and erosion control in the standards for road improvement section of the County's Land Use Codes.

The City of Milledgeville also has guidelines for flood damage prevention and soil erosion and sedimentation control in the land development activities section of its Land Development Code. The City has gone one step further by creating overly districts for groundwater recharge areas, wetlands, water supply watersheds, and river corridors. These districts are listed as separate zoning districts and have their own set of development standards.

Currently neither Baldwin County nor the City of Milledgeville incorporates a tree protection ordinance into their land development codes. Ideally, future amendments and revisions will consider including tree protection into the guidelines.

Growth Preparedness

A community should identify the type of growth that it would like to achieve. Through the comprehensive planning process a community can begin to lay the groundwork for desired growth. Infrastructure, workforce training, development regulations, and capable leadership are ways a community can prepare for desirable future growth.

Baldwin County and the City of Milledgeville have population figures from the last joint comprehensive plan update to refer to when they are making infrastructure decisions. The Baldwin County School Board has also used these and updated projections to create a master plan for the school system. Neither government has implemented a Capital Improvements Plan. The City of Milledgeville has expressed interest in creating a Capital Improvements Plan after the current comprehensive plan update. Areas where both the County and City would like to see growth are being identified through the current comprehensive plan update. A development plan for these areas will be addressed through the community agenda update.

Appropriate Businesses

A community should encourage the development and expansion of businesses and industries that are compatible with the goals and resources of the area. Communities should not only consider the job skills required, but the sustainability, cohesiveness with other economic linkages, impact on resources, the potential for expansion, and the creation of higher –skilled job opportunities of a business or industry as well.

The Joint Development Authority, Downtown Development Authority, Milledgeville Chamber of Commerce, and the Middle Georgia Regional Development Center in Macon provide economic development services for Baldwin County and the City of Milledgeville. There are also several regional resources that are available to both the County and City.

The Development Authority of the City of Milledgeville and Baldwin County recruit industries for the existing industrial park as well as locate sites for future industrial park expansions. The Authority recruits business that will utilize the skills provided by classes at the Milledgeville campus of Central Georgia Technical College (CGTC). The Authority is also in the process of attempting to coordinate with CGTC to expand their class offerings at the Milledgeville campus to more accurately reflect the current businesses and industries located in Baldwin County and Milledgeville. The recruitment of sustainable industries has recently become a priority for the Development Authority.

Baldwin County and the City of Milledgeville have a wide variety of industries and businesses due to the presence of State facilities, institutes of higher education, and industries located within the City. Several major employers have either closed or relocated over the last twenty years and unemployment rates have managed to either remain comparable or lower than state and national averages.

Employment Options

Baldwin County and the City of Milledgeville utilize regional resources such as the Small Business Development Center at the University of Georgia in Athens to support entrepreneurs in the area. The Center has a local office in Macon that is only approximately 30 miles from Milledgeville. Consulting and continuing education are only two of the many services offered by the Center.

Many of the businesses and industries offer employment for those with skills in the electrical, machinery, and chemical fields. Service industry jobs are available throughout Baldwin County and the City of Milledgeville for those who lack skills in a specific field. Professional and managerial jobs are available in the businesses and industries that require both skilled and unskilled labor. These employment opportunities are also available at the institutes of higher education located in the City of Milledgeville. The recruitment and retention of individuals that have obtained a higher level of education has become a top priority throughout this comprehensive plan update.

Housing Options

A community should be able to provide a variety of housings options such as size, cost, and density so that those who work in the community can also live there. Through the provision of housing options, a community will promote a mixture of incomes and age groups in areas where these populations would otherwise become segregated and isolated.

Baldwin County and the City of Milledgeville's land development regulations allow for a wide variety of housing to be developed. Baldwin County allows a variety of housing densities in areas where the appropriate infrastructure is available. Water and sewer availability is the only barrier to smaller lot sizes in the unincorporated areas of Baldwin County. Abandoned and

vacant sites are available that could be developed as multifamily housing, but the lack of funding is the major barrier.

The City of Milledgeville offers more opportunities for housing choice because of the mixed use zoning districts present in the land development code. Accessory residential structures are allowed within development guidelines. Loft dwellings are also permitted in the Central Business District of downtown Milledgeville. Revisions in the parking requirements in this district are a major barrier to residential development in this district and would need to be amended to make this a more viable use of downtown space.

Affordability of housing is more of an issue in Baldwin County and the City of Milledgeville than housing choice. The presence of Georgia College & State University and Georgia Military College have increased median rents in the downtown area and all adjacent areas. Developers have chosen to flood the housing market in Baldwin County and the City of Milledgeville with upscale housing, making it impossible for many of those who work in the community to live there. These workers did at one time turn to manufactured housing as an affordable alternative, but due to the increased demand, these homes have also become unaffordable to the majority of the workforce. Habitat for Humanity is active in this area, but more options are needed.

Educational Opportunities

Education and training opportunities should be readily available in each community. Residents should have access to programs and facilities that will enable them to acquire improved job skills, keep pace with technological advances, or pursue entrepreneurial opportunities.

Residents of Baldwin County and the City of Milledgeville have the opportunity to achieve these goals through the programs at Central Georgia Technical College (CGTC). CGTC not only has a campus in Milledgeville, but many others throughout the region with a minimal commuting distance. The Milledgeville campus offers work-force training that enables displaced workers to acquire the skills necessary to pursue new careers. Residents also have the opportunity to pursue a higher education due to the presence of both Georgia Military College and Georgia College & State University in Milledgeville. One of the obstacles that Baldwin County and Milledgeville is presented with is the retention of those students who earn advanced degrees. Although jobs are available in the community that require higher education, the opportunities are few and the recruitment of businesses and industries with these qualifications has become a priority in Baldwin County and the City of Milledgeville.

Local-Self Determination

Communities should be encouraged to develop a vision that defines specific objectives to be achieved through future development. State financial and technical assistance should be utilized in ways that will encourage the realization of theses objectives.

Baldwin County and the City of Milledgeville strive to keep citizens informed of all development processes through regular County Commissioner and City Council meetings. Notification is provided in order to allow any desired public participation.

Throughout the comprehensive plan update process ample opportunities have been provided to ensure the public has been adequately educated about the process and what the benefits will be to their community. Residents of the County and City have been very involved in the plan update and have made valuable contributions to the future development plan for the community.

Both Baldwin County and the City of Milledgeville have readily available copies of their land development codes for public review. Preliminary work on the community agenda has revealed several amendments or updates that must take place in both sets of land development codes to ensure the achievement of the community's future goals.

Regional Cooperation

In order to ensure that ventures such as protection of shared natural resources or the development of transportation networks are successful, regional cooperation should be encouraged. Such cooperation is also helpful when setting priorities, identifying shared needs, and finding collaborative solutions.

Baldwin County and the City of Milledgeville have made great strides toward improving regional cooperation efforts. Such cooperation is exhibited through the mutual aid agreements that exist between the County and City public safety providers. Services such as E911, fire, and police are provided throughout the community, regardless of municipal boundaries.

The County and City continue to jointly update their comprehensive plan along with their solid waste plan and service delivery strategy. Although some conflicts have arisen concerning the current service delivery strategy, every effort is being utilized to reach a resolution in a timely manner.

Supporting Analysis of Data and Information

Population

The Population Element of the Comprehensive Plan provides the information necessary for communities and planners to complete a population and demographic inventory as well as statistical analyses. This information is essential to the entire planning process. Data and analyses developed during this phase of the process serves as the underpinning for the additional elements of the comprehensive plan. In addition to portraying current population and demographic characteristics, this section depicts historical and predictive trends throughout Baldwin County and The City of Milledgeville. Where appropriate, data particular to Baldwin County and Milledgeville is addressed against contiguous regional, state, and national statistics

in order for comparative analyses to be performed. The Middle Georgia region, as defined by the Middle Georgia Regional Development Center's service area, includes the following counties: Baldwin, Putnam, Bibb, Jones, Monroe, Crawford, Peach, Houston, Twigs, Wilkinson, and Pulaski.

Included in the data inventory portion of the Population Element are specific sections describing information related to total population, households, age distribution, racial distribution, educational attainment, and income. Sources employed to complete the data inventory and analysis for this section include figures developed form the 2000 United States Census and by Woods and Poole, Economics, Inc. All data tables are located in Appendix B of this document. When discussing current data, the year 2005 is considered the benchmark. The planning staff of the Middle Georgia Regional Development Center (RDC), unless otherwise noted, conducted all analysis work.

Total

The Total Population section of the Population Element includes an inventory of the past and current conditions as well as projected population trends for Baldwin County and the City of Milledgeville. This inventory depicts data spanning the 45-year planning period window extending from 1980 through 2025. Baldwin County and Milledgeville data findings are first described and compared to regional, state, and the nation as a whole. Second, population and demographic trends within Baldwin County and the City of Milledgeville are examined and discussed.

The current estimated total population of Baldwin County Georgia is approximately 45,479 residents. Baldwin County's total population has grown slowly but steadily since 1980, with growth rates averaging 13.44 %, declining over the past fifteen years. Woods & Pool Economics, Inc. speculate that growth rates will continue to decline, slowing to approximately 9.64% in 2025.

The City of Milledgeville has also experienced total population growth since 1980. Data for the City comes from the United States Census Bureau and is available for the years 1980, 1990, and 2000. Total population increased at an extremely high rate, 45.49%, from 1980 to 1990 due to the annexation of state owned land containing prisons and hospitals. The rate of total population growth dropped off dramatically from 1990 to 2000, to 5.81 %. Due to the lack of estimated projections for Milledgeville, the assumption can be made that future total population growth in the City will follow the same pattern as in the County, with total population growth continuing at a slower rate through 2025.

Population growth has also occurred in the Middle Georgia region, the state of Georgia, and the United States over the last twenty-five years. Although growth rates in theses areas have been either very similar or slower than those of Baldwin County and Milledgeville in the past, estimates from Woods & Poole Economics, Inc. show that total population growth in these areas will continue through 2025 at a higher rate than both Baldwin County and the City of Milledgeville.

Components of Population Change

The two components of population change that will be compared in this section of the Population Element are natural increase and net migration. Natural increase occurs when there are more births than deaths in the population. Net migration is when people are moving into or out of an area.

The most significant component of population change during the last fifteen years in Baldwin County has been net migration. Over half of the total population change was caused by net migration, while just over one-third of the total population level change was due to natural increase. Because total population continues to increase, more people are moving into Baldwin County than are leaving. One reason for this may be an increasing student population at the three secondary educational institutions located in Milledgeville and a larger number of retirees moving to the Lake Sinclair area. The low rates of natural increase could be the result of fewer younger people staying in the area to raise families because of unaffordable housing or lack of suitable employment.

Throughout the Middle Georgia region, approximately half of the total population change is due to net migration and half the result of natural increase. The state of Georgia is experiencing the same type of total population changes as Baldwin County. Over two thirds of the total population increase has been due to net migration, while just over one third of the growth has been due to natural increase. The same factors present in Baldwin County could be present at the state level.

Number of Households

Since 1980 there has been a modest increase in the number of households in Baldwin County. The current estimated number of households is 15,307. Within the City of Milledgeville, the current estimated number of households is 4,971, an increase of 20.9% since 1985. In the Middle Georgia region, the current number of households is estimated to be 171,508, a moderate increase since 1980. The state of Georgia has seen a greater increase in the number of households over the last twenty years. The number of households in the United States has increased at a slower rate than both Baldwin County and the Middle Georgia Region since 1980, with growth occurring at a rate closer to that of Milledgeville.

Future Projections

Estimates from Woods and Poole Economics, Inc. show that the state of Georgia will see the highest rate of household growth through the year 2025. The United States will see the second highest rate of growth, with Baldwin County and Milledgeville seeing the lowest rates of growth, approximately one third the rates of the State.

Average Household Size

While the number of households has increased around the country, the size of the household has decreased. This can be attributed to the changing economic and social conditions of the past

thirty years. Such changes include a general reduction of birth rates as well as dramatic increases in female headed, single parent families and the number of non-elderly single person households. According to the 2004 Georgia County Guide, in the year 2000 16% of the total households are female headed, single parent families; slightly higher than the State average of 12.2%.

In Milledgeville, Baldwin County, and Middle Georgia region, the current estimated average household size is 2.4 persons per household. The largest decrease in household size over the past twenty years was seen in Milledgeville, 17.71%. Baldwin County followed with 11.2% and then the Middle Georgia region at 10.72%. The state of Georgia the United States show smaller decreases over the past twenty years with 4.40% and 4.48% respectively.

Future Projections

Through 2010, the average households size for Milledgeville, Baldwin County, the Middle Georgia region, the state of Georgia, and the United States are estimated to continue declining at rates far smaller than in the past, except in the City of Milledgeville. Milledgeville will have a decline in average household size of 5.38%, while the other areas will have a rate of decline less than 1.0%. Milledgeville and Baldwin County could see a sharp increase in the rates of decline through the year 2015. The rate of decline in the Middle Georgia region, the state of Georgia, and the United States will most likely remain constant through 2010. These trends may continue because the aging of the baby boomer population may exert further downward pressure on average household size. This downward pressure may be caused by “empty-nesting”, mortality, and other age-related conditions among this group.

Through 2025 rates of average household size will start to slowly increase in most areas. In Baldwin County, the state of Georgia, the Middle Georgia region and the United States average household size will increase at rates lower than 1%. Milledgeville is the only area where rates of average household size will continue to decline. One contributing factor to the slight increase in households size could be that the baby boomers will be reaching the age of eighty or older and may require assisted living in a child’s or other family member’s household. One likely cause of the continued decline in household’s size in Milledgeville might be the primary residents will most likely continue to be students.

The reduction of average household size has had significant implications for many communities, especially regarding the housing market. Smaller average household size means more households and more housing units needed per given number of people. As a result of the observed trend, an increase in the number of smaller single-family houses, manufactured housing units, and multi-family units has been required to meet the increased demand. While the average household size is expected to vary little throughout the projected planning period, expected increases in total population indicate that the need for these types of housing units will continue to be high. Milledgeville and Baldwin County are especially sensitive to this problem because a high student population has increased the price of housing within the City limits, causing other residents to live in the unincorporated areas of the County in more affordable manufactured housing subdivisions and parks. In order to deal with this problem more affectively, Milledgeville and Baldwin County will need to develop a housing strategy that can better

incorporate the student population and year round residential population into a more comprehensive living situation.

Educational Attainment

Educational attainment is an important factor when considering an area's profile and has particular significance in terms of work force potential. This section examines educational attainment levels in the City of Milledgeville and Baldwin County in relation to national, state, and adjacent regional areas.

Statistics for the year 1980 do not include numbers for the following categories: Some College, Bachelor's Degree, and Graduate or Professional Degree at the regional, state, and national levels. There was no data available for the Associates Degree category. Additional data for the years 2000-2004 was obtained from the Baldwin County Board of Education and the State of Georgia.

After reviewing the available data, the major issues related to educational attainment in Milledgeville and Baldwin County are: high school dropout rates, student performance on state and national tests, and retention of residents with advanced degrees.

Dropout Rates

Dropout rates for Baldwin County High School are available from 1995 through 2004 and for the State of Georgia from 1996 through 2003. Over the years, the drop out rate for Baldwin County High School has fluctuated. In 1995, the rate was only 6.47%, reached a peak in 1996 with 13.4%, and has been below 10% until last year when the rate increased to 10.96%. The lowest dropout rate seen for Baldwin County High School was 4.5% in 2000. The dropout rates for Baldwin County High School were only lower than the State of Georgia's during the years 1999-2001. In the remaining years, the dropout rates for the State of Georgia were dramatically lower than those of Baldwin County High School.

Test Scores

The percentages of students from Baldwin County High School passing the Georgia High School Graduation Test are available for the years 1996 through 2004. Percentages of students passing throughout the state are available for the years 1997-2002 and 2004. Baldwin County High School has consistently had a lower percentage of students passing all sections of the Georgia High School Graduation Test than at the state level.

American College Testing (ACT) scores are available for Baldwin County High School students for the years 1998-2004. Compared with national percentages, Baldwin County High School students fall between the 20th and 45th percentiles. Compared to state data, Baldwin County High School students also score consistently lower in all sections of the test.

Advanced Placement (AP) Exams are taken at the end of advanced high school classes that may give college credit if a student achieves a score of 3 or higher. Data on the percent of students

taking AP Exams at Baldwin County High School that scored a 3 or higher is available for the years 1999 through 2004. Theses percentages were compared with state and national data for the same years. The percentage of Baldwin County High School students that score a 3 or better on the AP Exams is consistently lower than both the State of Georgia and National percentages. On a year to year basis, the percentages of Baldwin County High School students fluctuates, with the highest percentage occurring in 1999 (43.5%), and the lowest percentage to date occurring in 2003 (15.4%). The number of tests taken has also decreased from 2002 to 2004, falling from 43 to 22, with an exceptionally low year in 2003 with only 13 tests taken.

The Scholastic Aptitude Test (SAT) is the widely used standard for college admission in the United States. The SAT measures how well students apply what they have learned in school to analyze and solve problems as they would in college. Until recently, the SAT was composed of two main sections, Math and Verbal. As of March 2005, a writing portion has been added. A perfect score on the previous SAT was 1600; the new test has a total of 2400 points.

The average SAT scores for Baldwin County High School students based on their highest verbal and math scores are available from 1994 to 2004. These scores were compared with the State of Georgia's total scores, and the National verbal, math, and total scores for that time period. Although overall SAT scores for Baldwin County students have generally increased over the last ten years, the scores are consistently lower on both the verbal and math portions of the SAT than students on the national level. Baldwin County High School students also have consistently lower total scores than students on the state level.

Baldwin County High School students are not the only ones that must participate in standardized testing, students in grades 1st through 8th have been taking the Georgia Criterion-Referenced Tests (CRCT) since the 1999-2000 school year. Changes in the percentage of students that either met or exceeded performance levels from 2002 to 2004 were analyzed in grades 1st through 8th. In grades 2-3 and 6-8, there consistent increases in the percentage of students that either met or exceeded performance levels from 2002 to 2004. In 1st grade, there were slight decreases in the percentage of students that met or exceeded performance standards in English/Language Arts and Mathematics; percentages did not change in reading. In 4th grade, there was a decrease in reading percentages, and no change in Social Studies percentages, but the other percentages increased. In 5th grade there were increases in all percentages except for reading where there was a decrease.

Analysis of the data shows that elementary and middle school students in Baldwin County are improving in all areas except for reading in some grades. Baldwin County High School students are improving their performance on state and national tests, but they are still behind the rest of the State of Georgia and the Nation in scoring.

Residents with Advanced Degrees

The final educational issue in Baldwin County that will be discussed in this assessment is the retention of residents with advanced degrees.

The number of Baldwin County High School students that continue their education after high school is available for the years 2000-2003 and only for those students continuing their education in Georgia Public Colleges and Public Technical and Adult Schools. During this time period, the

percentage of students continuing to state public colleges has steadily increased. The percentage of students requiring learning support continuing to state public colleges and those students continuing to public technical and adult schools has decreased. The positive implications of these numbers is that more students are continuing to state public colleges and fewer students are requiring learning support. The negative implications are that students that do require learning support are not choosing to continue their education.

The Georgia Hope Scholarship Grant program was started in 1993. This program financially assists students that whish to attend any public or private university or college in Georgia, or any public technical college in Georgia. Between fiscal years 2002-2003 and 2003-2004, the number of students in Baldwin County receiving HOPE scholarship money decreased from 1,838 to 1,778. The percentage of HOPE money going toward public universities decreased while the percent of money going to technical colleges and private universities increased.

Those students that chose to continue their education do not always remain or return to Baldwin County. Educational Attainment percentages are available from the U.S. Census for 1980, 1990, and 2000. In the City of Milledgeville, the percentage of residents that have a high school education or any education beyond high school decreased from 1990 to 2000. The percentages of those with a Bachelor's Degree increased from 1980 to 2000, but the percentage of residents with more advanced degrees decreased in those 20 years. In Baldwin County, the percentage of residents that have a high school education, any education beyond high school, or Bachelor's Degrees has continued to increase. The percentages of residents that have more advanced degrees decreased between 1980 and 1990, but then increased in 2000. The Middle Georgia Region, the State of Georgia, and the United States generally follow the trends in Baldwin County. The only differences are that on a National level, the percentage of residents that have a high school education decreased from 1980 to 2000, and at the state level, the percentage decreased from 1990 to 2000.

The absence of those with advanced and no degree or two year degrees in the City of Milledgeville could be due to the lack of suitable jobs and/or affordable housing within the city limits. With the passage of the Federal No Child Left Behind Act and the continued implementation of the Georgia Hope Scholarship Grant program, a continued improvement in the educational attainment levels throughout the State of Georgia is anticipated.

Age Distribution

Historically in Baldwin County the largest percentage of the population has been in the 15 to 39 year old and 65 and older categories. The percentage of the population in the 15 to 39 year old categories has diminished over time, leaving a fairly even distribution of the population in all age categories except for the 65 and older category. The older segment of the population, 65 and older, is estimated to comprise the highest percentage of the population in Baldwin County through the year 2025.

Milledgeville has seen an increase in the percentage of its population in the college age categories. From 1980 to 2000 the higher percentages of residents has moved from the 5-17 year

old categories to the 18-34 year old categories. The percentage of the population in the 65 and older age category has remained steady from 1980 to 2000.

The age distribution for the Middle Georgia region remained steady from 1980 to 2000. The most significant change was the 65 and older age group representing over 10% of the population in 1990 and 2000. Age distribution for the state of Georgia shows an aging population from 1980 to 2000. The highest percentage of the population could be grouped into the 44 and younger categories in 1980. In 1990 the 45 and older age groups contained over 10% of the population. In 2000, the largest percentage of the population in Georgia was once again under 65 years old, but the 45-54 year old category increased from 10.33% to 13.19%. The United States has had the most consistent age distribution from 1980 to 2000. As in Milledgeville, Baldwin County, and the Middle Georgia region, there is a significant percentage of the population 65 and older. On the national level this has been a significant category since 1980, and has remained relatively stable, with slight increases through 2005.

Race and Ethnicity

Data for this section of the Population Element is very limited. Current year data is only available for the county level. Because of the limited data, only data for 1990 and 2000 will be referred to in the analysis of past trends.

From 1990 to 2000, the total population in each of the areas covered in this assessment became more diverse. The percentages of American Indians, Eskimos, Asian or Pacific Islanders, and Hispanics all increased. The only exception is in Milledgeville, the percentage of Hispanics declined from 1990 to 2000. Possible reasons for this could be the lack of affordable housing within the city limits and the lack of high paying, low skill level employment. Another marked difference was the rate at which the Hispanic population increased in Baldwin County compared to the state of Georgia and the United States. Percentages in both the state of Georgia and the United States are quickly rising, while the percentages in Baldwin County are still slowly increasing. This could be due to the lack of seasonal manual labor in Baldwin County. Hispanic populations tend to live in areas where there are a variety of seasonal, high paying or service related jobs.

Future Trends

The only future estimations available from Woods & Poole Economics, Inc. are those for Baldwin County. The racial composition of Baldwin County is estimated to remain fairly stable through 2025. Minority groups will continue to increase, but at the same rate as previously observed. This slow growth of minorities, especially Hispanics, does remove some pressure for Baldwin County to provide the necessary services these populations require, such as interpreters and work force training.

Economic Development

Income

Per Capita Income

In the City of Milledgeville, over the past twenty-five years, the per capita income has been lower than Baldwin County, the Middle Georgia Region, the State of Georgia, and the United States. This trend is estimated to continue for the next twenty years. This could be due to the high percentage of students and institutionalized people living within the city limits. Baldwin County has historically had a higher per capita income than Milledgeville. The per capita income in Baldwin County is very close to that of the Middle Georgia Region, just slightly less. In the next twenty years, that trend is estimated to continue. Both Milledgeville and Baldwin County have per capita incomes that are substantially less than the State of Georgia and the United States, estimates show that this is likely to continue through 2025.

Average Household Income

In the City of Milledgeville the average household income has increased in the last fifteen years to surpass that of Baldwin County, the Middle Georgia Region, the State of Georgia, and the United States. Baldwin County has seen increases in its average household income but the rate of growth has been slower than other areas. The result has been that Baldwin County's average household income is currently lower than the State of Georgia, approximately the same as the Middle Georgia Region, but it is still significantly higher than the United States. Estimates show that this trend should continue through 2025.

Household Income Distribution

Historically in the City of Milledgeville a high percentage of households have had an average annual household income of $29,999 or less. From 1980 to 2000 the percentage of households that had an average annual household income of $100,000 or greater increased from 4.27% to 8.86%. The average annual household income in Baldwin County has been similar to that of Milledgeville from 1980 to 1990. In 2000 Baldwin County did have a larger percentage of households with an average annual income of $40,000 to $49,999, than Milledgeville, but a smaller percentage of households with an average annual income of $100,000 or greater. In the Middle Georgia region the household income distribution was similar to that of Baldwin County until 2000. That year the percentage of households that have an annual income of $100,000 or greater is closer to Milledgeville, but still smaller. Also, the percentage of households earning $40,000 to $69,999 a year increased in the Middle Georgia region. Household income distribution in the state of Georgia was similar to Baldwin County and the Middle Georgia region until the year 1990. The highest percentages of households were in the income ranges of $20,000-$29,999 and $40,000-$49,999 per year. 1990 was also the year that the percentage of households that had an average annual income of $100,000 or greater increased to 3.81%, a higher percentage than either the city, county, or regional levels. In 2000, the state of Georgia had the most distributed percentage of households among the income levels. The state of Georgia

had the highest percentage of households with an average annual income of $60,000 or greater, with over 12% of households in the $100,000 or greater income level.

Economic development in Baldwin County can be analyzed through an inventory of existing conditions, an assessment of current and future needs, and articulation of community goals and an associated implementation program. All tables containing data for this Economic Development Element can be found in Appendix B of this document.

Economic Base

The economic base of Baldwin County can be described by looking at employment and earnings, average weekly wages paid, personal income by type, recently established or planned major community-level economic activities, and special or unique economic activities.

Employment by Sector

Looking at employment by sector generates a perspective regarding which economic sectors are most beneficial to the community, which economic sectors are the least beneficial, and where there might be room for economic diversification. Between 1980 and 2000, approximately 88.59% of Baldwin County employment was in four economic sectors. These economic sectors were state and local government, manufacturing, retail trade, and services.

Projections from Woods & Poole Economics beginning in 2005 through 2025 have these same four economic sectors providing the bulk of employment in Baldwin County. For the 20-year projected period, 87.01% of employment on average is expected be tied up in the same four sectors. State and local government, services, retail trade, and manufacturing are the largest employment sectors in Baldwin County. State and local government employment is expected to decrease slightly as a percentage of overall employment for the projected period from 2005 to 2025. Still, that sector is projected to employ an average of 31.5% of the Baldwin County labor force. During this projected period the services sector is expected employ an average of 24.59% of the labor force, an increase from the previous two-decade average of 15.4%.

The four largest employment sectors of state and local government, services, retail trade, and manufacturing are expected to employ averages of 31.5%, 24.59%, 18.64%, and 12.29%, respectively, for the period projected from 2005 to 2025. Data, taken at five-year intervals, suggests that the projected average total employment in Baldwin County from these four sectors will be 22,348 out of average projected total employment of 25,685 during the 20-year period. Each of the four sectors is projected to employ 5,587 people on average. Alternatively, for the period from 1980 through 2000, these sectors employed an average of 4,657 people each.

According to Woods & Poole Economics, within the State of Georgia, the state and local government, services, retail trade, and manufacturing sectors are projected to comprise an average of 70.06% of employment in the state over the 20-year projected period from 2005 through 2025. From 1980 through 2000, these four sectors employed 67.27%. The largest employment sectors in the state are services, retail trade, manufacturing, and state and local

government. These four sectors are projected to represent averages of 31.33%, 17.49%, 10.96%, and 10.28% of employment in the state, respectively.

Two of the four largest employment sectors in Baldwin County are projected to experience growth for the period from 2005 to 2025: services and retail trade. Employment in the services sector averaged 15.4% from 1980 to 2000; however, it is projected to comprise an average of 24.59% over the period from 2005 to 2025. Retail trade represented 16.04% of employment on average in the two decades from 1980 to 2000; it is projected to comprise an average of 18.63% over the 20-year projected period.

In Baldwin County, the two largest employment sectors that are projected to decrease as a percentage of overall employment between 2005 and 2025 are manufacturing and state and local government. However, these two sectors are projected to represent significant percentages of Baldwin County employment for the projected period. At the state level it is projected that manufacturing will employ 10.96% and state and local government will employ 10.28% on average. These sectors in Baldwin County are projected to employ 12.29% and 31.5% on average for the period projected from 2005 through 2025. So, even though employment in these sectors is projected to decrease, they will still represent a large portion of employment in the county.

Earnings by Sector

Earnings in the context of a comprehensive plan represent the affect of certain sectors on earnings. For example, according to Woods & Poole Economics, while the retail trade sector represented an average of 16.2% of employment in Baldwin County from 1980 to 2000, it represented only 9.61% of earnings over that same period. Alternatively, while manufacturing represented 18.26% of employment in Baldwin County from 1980 to 2000, it comprised an earnings average of 22.07%. For the projected period from 2005 through 2025 the sectors providing the largest earnings averages are state and local government (36.84%), services (22.91%), manufacturing (16.22%) and retail trade (10.18%). These four sectors are projected to comprise an average of 86.15% of earnings in Baldwin County over the period from 2005 to 2025—or $626,732,000 out of a projected earnings average of $727,475,000 in Baldwin County.

Woods & Poole data indicates that earnings in the State of Georgia are projected to have broader diversification for the period from 2005 to 2025. Where the largest projected earnings sectors in Baldwin County are state and local government, services, manufacturing and retail trade, the four largest earnings sectors in the State of Georgia are projected to be services (an average of 30.93%), manufacturing (13.43%), transportation, communications, and public utilities (9.86%), and retail trade (8.84%).

Between 2005 and 2025 the services, state and local government, manufacturing, and retail trade sectors are projected to provide an average of over 86% of earnings in Baldwin County. Three other earnings sectors in Baldwin County that are projected to represent noticeable portions of overall earnings are finance, insurance and real estate, construction, and transportation, communications, and public utilities. The finance, insurance, and real estate sector represents projected average earnings from 2005 to 2025 of 4.35%, an increase from the previous average for the period of 1980 to 2000. Earnings from transportation, communications, and public

utilities are projected to increase over the projected 20-year period to an average of 3.09%. Construction earnings are projected to average 3.6% of earnings in Baldwin County for the same period.

Labor Force

The labor force in Baldwin County can be described by looking at employment by occupation, employment status (civilian and military, along with participation by sex), unemployment rates, and commuting patterns.

Employment Status

Labor force participation indicates the employment status of a population. According to the U.S. Bureau of the Census, in Baldwin County in 2000, 54.62% of all males and females in Baldwin County were male while 45.38% were female—this was in a male-female population of 36,503 individuals. However, males in the labor force in 2000 in Baldwin County were just under 51% (9,442); females in the labor force were over 49% (9,216). In 2000 the number of males and females in the labor force was 18,658. Between 1990 and 2000 the Baldwin County labor force increased by 4,839 people, or a little more than 15.3%. The civilian labor force in Baldwin County in 2000 was 99.8% of all those in the labor force. In Baldwin County in 2000, males and females in the armed forces were 0.13% (24) of the labor force. About 51% of all males and females in Baldwin County in 2000 were in the labor force. In that same year, almost 94% of those in the labor force were civilian employed.

In the State of Georgia in 2000, 66% of all males and females were in the labor force. During that year, 73% of males were in the labor force throughout the state while 59% of females were. Throughout the state in 2000, 93% of workers in the labor force were civilian employed; 1.6% was employed by the armed forces. In 2000 in the state, 98.3% of those in the labor force were in the civilian labor force.

At the national level in 2000, 71% of males were in the labor force while just fewer than 58% of females were. In 2000 at the national level, 99.2% of the labor force was in the civilian labor force; 0.83% of those in the labor force were in the armed forces.

Unemployment Rates

The unemployment rate is the number of unemployed as a percentage of the labor force. According to the United States Department of Labor, individuals over the age of 16 who were available for work (save for temporary illness) and had made specific efforts to find employment during the previous period are considered unemployed. According to the Georgia Department of Labor the revised unemployment rate for Baldwin County in September 2004 was 3.5%, down from 3.7% in October 2003. The average unemployment rate in Baldwin County between 1990 and 2000 was 4.65%, or an average of 804 unemployed persons. From 1990 to 1995, the average Baldwin County unemployment rate was 4.32% (729 individuals); from 1996 to 2000 it was 5.06% (893 individuals). The year with the lowest unemployment in Baldwin County was 1994, with 3.5%; the highest was in 1999 with 6%.

Hancock, Jones, Putnam, Washington, and Wilkinson Counties surround Baldwin County. According to the Georgia Department of Labor, the average unemployment rate in these five counties was 4.5% in September 2004; in October 2003 it was 5.24%. According to the Georgia Department of Labor, of the counties surrounding Baldwin County, Hancock County had the highest unemployment rate in September 2004 of 6.1%; in October 2003 Hancock County also had the highest unemployment rate at 7.8%. In the service area of the Middle Georgia Regional Development Center the unemployment rate in October 2003 and September 2004 was 4.1%.

The average labor force in each of these counties in September 2004 was 8,118; a decrease from the October 2003 county average of 8,254. The largest labor force in September 2004 of the counties surrounding Baldwin County was Jones County, with 13,155 individuals. According to the Georgia Department of Labor, in these five counties the total labor force was 40,592 in September 2004 and 41,270 in October 2003. The combined average labor force in these five counties between 1990 and 2000, according to the Georgia Department of Labor, was 36,871; in each of these counties the average labor force was 7,374 during that same period. Between 1990 and 2000, the average unemployment rate in these counties was 5.99% (or about 442 people per county on average). From 1990 to 1995, the average unemployment rate in these five counties was 5.34%; from 1996 to 2000 it was 6.76%. The largest labor force of the counties surrounding Baldwin County was Jones County, which had an average labor force of 11,227 between 1990 and 2000. Hancock County had the smallest labor force during that time with about 3,841 people on average from 1990 to 2000.

According to the Georgia Department of Labor, the revised unemployment rate for the State of Georgia in September 2004 was 4.3%, down from 4.5% in October 2003. In the State of Georgia average unemployment from 1990 through 2000 was 4.95%, or 180,022 persons. From 1990 to 1995, the unemployment rate for the State of Georgia was 5.57% (190,892) on average; while from 1996 through 2000 it was 4.2% (170,395). For the State of Georgia, the year with the lowest unemployment rate was 2000, with 3.7%; the highest rate was in 1992 with 7%.

The revised unemployment rate in the United States, according to the Georgia Department of Labor, was 5.1%, a decrease from October 2003 when the rate was 5.6%. From 1990 to 2000, the average unemployment rate for the United States was 5.59%, or 7,395,000 persons. The average national unemployment rate from 1990 to 1995 was 6.42% (8,270,000 individuals); while the average from 1996 through 2000 was 4.6% (6,344,000 individuals). At the national level, the year with the lowest unemployment was in 2000 with 4% unemployed while the highest rate of unemployment was in 1992 with 7.5%.

For the 1990 to 2000 period, Baldwin County's average unemployment rate was lower than both state and national averages. Over this period, Baldwin County's average unemployment rate of 4.65% was lower that both the state and national unemployment rates. However, while state and national averages were larger over the decade, Baldwin County's average unemployment rate increased between 1996 and 2000 to 5.06%, an increase from the 1990 to 1995 average. During this same period, the unemployment rate for the State of Georgia was 4.2% and for the United States it was 4.6%; these rates decreased from their 1990 to 1995 averages. These numbers indicate that the unemployment rate for Baldwin County increased over the 1996 to 2000 period while state and national averages decreased. Average unemployment between 1990 and 2000 in Baldwin County was less than Hancock, Jones, Putnam, Washington, and Wilkinson Counties, which averaged 5.99% during that period.

Occupations

Employment by occupation indicates the level of occupational diversity in a community. According to the U.S. Bureau of the Census in 2000 the largest occupations in Baldwin County were professional and technical specialty (19.18%), service occupations (15.12%), clerical and administrative support (12.62%), precision production, craft, and repair (11.54%), machine operators, assemblers, and inspectors (10.24%), sales (10.04%), and executive, administrative, and managerial (8.95%). Approximately 27% of employment in 2000 was in industrially oriented (such as precision production, machine operations and transportation) occupations. For professionally- and sales and service-oriented occupations (such as professional and technical specialty, executive, administrative and managerial, clerical and administrative support, and service occupations) that percentage for 2000 was approximately 66%.

In 2000 in the State of Georgia, approximately 27% of occupations were industrially oriented. For the same period in the State, 71% of occupations were professionally- or sales and service-oriented. Employment in transportation and material moving occupations and machine operators, assemblers and inspectors increased at the state level between 1990 and 2000.

In the United States, 72.35% of workers were employed in professionally- or service-oriented occupations in 2000; 24.8% were in industrially oriented occupations. From 1990 to 2000, transportation and material moving and professional and technical specialty occupations at the national level increased.

Professionally and service-oriented occupations (such as clerical support and professional and technical specialty) in Baldwin County, at 66%, lagged the state in and the nation in 2000. Regarding industrially oriented occupations, Baldwin County and the State of Georgia represented 27% each, while at the national level those occupations comprised 24.8%. Several industrially oriented occupations experienced growth between 1990 and 2000 in Baldwin County. These sectors included transportation and material moving and machine operators, assemblers and inspectors. Employment in all occupations in Baldwin County increased from 15,901 in 1990 to 17,478 in 2000.

Personal Income

Personal income is an indicator of the source(s) of income derived by individuals. Woods & Poole Economics data shows that in Baldwin County, from 1980 to 2000 the largest source of personal income was from wages and salaries (59.03%). However, wages and salaries as a source of personal income is projected to decrease to an average of 54.4% for the period projected from 2005 through 2025. Average personal income from transfer payments (retirement, insurance benefit payments, medical benefits, unemployment benefits, and veteran's payment benefits) and dividends, interest, and rent in Baldwin County are both projected to increase during the same projected period to average 23.6% and 19.63%, respectively. Residence adjustment was projected to average -7.2% in Baldwin County for the period projected from 2005 through 2025.

In the State of Georgia, wages and salaries as a source of personal income is projected to decrease from 2005 through 2025 to an average of 60.96%. For the same projected period, residence adjustment grew as a percentage of personal income to 0.98% on average at the state level.

The largest source of personal income in Baldwin County is projected to be wages and salaries. Simultaneously in Baldwin County, average income from transfer payments to persons and from dividends, interest, and rent are projected to increase. Where residence adjustment comprised -0.17% of income from 1980 to 2000 in the State of Georgia, it is projected that this will increase to an average of 0.92% of personal income from 2005 through 2025. Conversely, in Baldwin County, residence adjustment is projected to change from its 1980 to 2000 average of -7.26% to an average of -7.19%. Between 2005 and 2025 in Baldwin County 97.63% of personal income will be derived from wages and salaries, transfer payments, and dividends, interest, and rent; at the state level during that period those three categories are expected to comprise an average of 89.28% of personal income.

Wages

Weekly wages provide insight into the earnings brought home by employees. According to the U.S. Bureau of Labor Statistics the average weekly wage for all industries in Baldwin County between 2001 and 2003 was $489.33. The U.S. Bureau of Labor Statistics shows that in Baldwin County, the average weekly wage for all industries from 1989 to 1994 was $359, though data was not available for 1993 and 1995 through 1999. From 1989 to 1999 the largest average weekly wages were in the mining, transportation, communications, and public utilities, state government, manufacturing, wholesale trade, and finance, insurance, and real estate. The average weekly wages for these sectors were $575, $567, $470, $467, $465, $464 respectively. These sectors combined had an average weekly wage over the 1989 to 1999 period of $501—this amounted to an average weekly wage that was 39.49% higher than the average weekly wage for all industries in Baldwin County. After these sectors, the next largest average weekly wage was in the local government sector at $365. In Baldwin County, the smallest average weekly wage for the period from 1989 to 1999 was $217 in the retail sector. This smallest average weekly wage was approximately 60% of the average weekly wage in all industries in Baldwin County.

The average weekly wage for all industries in Georgia from 1989 to 1999 was $504. In the State of Georgia the largest average weekly wages came from the wholesale trade, transportation, communications, and public utilities, mining, financial, insurance, and real estate, federal government, and manufacturing sectors. The average weekly wage for each of these sectors from 1989 through 1999 was $742, $740, $712, $704, $680, and $557, respectively.

The largest average weekly wage sectors in Baldwin County increased at the state level. That is, the total average weekly wage for the mining, transportation, communications, and public utilities, state government, manufacturing, wholesale trade, and finance, insurance, and real estate sectors at the state level was $660—$159 (or approximately 24%) more than the same sectors in Baldwin County for the same period.

From 1989 through 1999 average weekly wage in Baldwin County for all industries was approximately 71% of the state average. The average weekly wage for all industries between 2001 and 2003 in the counties surrounding Baldwin County was $511.72; the highest was in Wilkinson County with an average weekly wage of $650.33 and the lowest was in Hancock County with an average weekly wage of $393.67. The average weekly wages for state government and mining in Baldwin County were 93% and 84% of the state average for those sectors between 1989 and 1999. Average weekly wages for the wholesale trade, financial, insurance, and real estate, and services sectors were 63%, 66%, and 66%, respectively, of the state average for those sectors from 1989 to 1999. While the state and local government, manufacturing, retail trade, and services sectors are projected to provide 87.01% of employment in Baldwin County from 2005 through 2025, average weekly wages in these four sectors within the county were 81% of average weekly wages at the state level from 1989 through 1999.

Commuting Patterns

According to the U.S. Bureau of the Census there were 16,991 employed residents in Baldwin County in 2000; 80.22% working in their county of residence and 19.78% working outside their county of residence. This is an increase of approximately 2.8% from 1990 in the number of resident workers employed in Baldwin County. The number of residents employed outside their county of residence in 2000 increased from 1990.

However, according to the U.S. Census Bureau 2000 County-To-County Worker Flow Files, there were 17,115 employed residents in Baldwin County—a difference of 124 resident workers. According to the County-To-County Worker Flow Files numbers, while the number of employed residents in Baldwin County in 2000 is consistent with the table above (13,630), the number of Baldwin County residents working outside the county appears to increase from 3,361 to 3,485, a 124 resident worker difference. This discrepancy reduces the number of Baldwin County residents working in Baldwin County from 80.22% to 79.6%.

Economic Resources

Development Agencies

Baldwin County is in the service region of the Middle Georgia Regional Development Center (RDC). The Middle Georgia RDC is a regional planning and development agency serving the communities of Central Georgia since 1965. The Middle Georgia RDC provides technical assistance to the local governments in its service region. The Middle Georgia RDC has a service region of 11 counties and 22 cities. The Middle Georgia RDC is comprised of professional departments specializing in planning, economic development, public administration, information technology, and elderly services.

Baldwin County also has an Economic Development Program representative from the Georgia Department of Community Affairs (DCA). This representative serves three service regions across the state with the purpose of overseeing economic development related projects throughout his service area. Additionally, DCA has a regional representative who acts as a liaison between the community and DCA staff in Atlanta. This person is tasked to ensure that

communities across Middle Georgia are informed of all potential resources available to cities and counties in the state.

Georgia Tech Regional Economic Development Office in Macon offers an array of services to businesses seeking to locate or expand within Middle Georgia. The common objective of these offerings is to grow Georgia's economy by providing technology-driven solutions to the state's businesses and communities. Georgia Tech EDI seeks to attract new companies to Georgia; assist existing enterprises expand, provide technical expertise for enhanced competitiveness, and help communities plan for growth.

There are several recognized economic development agencies specific to Baldwin County. These agencies range from downtown to housing development. Below is a table generated from data provided by the Georgia Department of Community Affairs.

Development Authorities in the City of Milledgeville and Baldwin County					
Authority Name	**Service Delivery Region**	**Authority Type**	**Creation Method**	**Dependency**	**Single or Multi Jurisdictional**
Development Authority of the City of Milledgeville and Baldwin County	06	Industrial Development	General Statute	Independent	Multi-Jurisdictional
Fall Line Regional Development Authority	06	Multi-County	General Statute	Independent	Multi-Jurisdictional
Housing Authority of the City of Milledgeville and Sparta	06	Housing	General Statute	Independent	Multi-Jurisdictional
Milledgeville MainStreet/The Downtown Development Authority of the City of Milledgeville	06	Downtown Development	General Statute	Independent	Single-Jurisdictional
Sinclair Water Authority	06	Water and Sewer	Local Law	Independent	Multi-Jurisdictional

Development Programs

There are several economic development programs or tools available to Baldwin County. These include Freeport exemptions and the availability of business development funds.

The Freeport exemption was entered into between Baldwin, Bibb, Crawford, Houston, Jones, Monroe, Peach, Pulaski, Putnam, and Twiggs Counties, as well as the cities of Eatonton, Forsyth, Macon, and Milledgeville. These governments have all elected to create Freeport exemptions on ad valorem taxes on inventories within their communities. These exemptions include the following types of commercial and industrial inventory:

- Class 1 - Raw materials and goods in process of manufacture - 100% exemption;

- Class 2 - Finished goods produced in Georgia within the last 12 months - 100% exemption; and

- Class 3 - Finished goods stored in Georgia within the last 12 months and destined for shipment out-of-state - 100% exemption.

Business development funds are available to local governments through the Georgia Small Business Lender. The Middle Georgia Regional Development Center (RDC) was created in 1965 and has been in continuous operation since that time. The RDC provides services to federal, state, and local governments in a wide variety of areas including planning, government services, economic development, information technology, human services, and loan programs. In 1978, the U.S. Department of Commerce Economic Development Administration designated the RDC as an economic development district (EDD). The charge of an EDD is to increase per capita income, lower unemployment, and promote economic stability. As part of this overall economic development effort, in 1982 the RDC created the Development Corporation of Middle Georgia (DCMG) to provide access to capital for small businesses, increase the tax base, and create jobs. In 2004, the DCMG changed its name to Georgia Small Business Lender (GSBL) in order to reflect its ability to make loans throughout the state of Georgia.

The GSBL, along with participating private sector lenders, help new and expanding businesses with the acquisition of fixed assets. The GSBL operate five loan programs that offer smaller down payment requirements, lower interest rates, flexible loan structuring, and longer terms than are generally available through commercial lenders alone. The benefit to communities is through the creation of jobs, an increased tax base and improved access to goods and services.

In 1983 the GSBL became a Certified Development Company of the U.S. Small Business Administration (SBA). This certification allows the GSBL to make loans through that agency's 504 Program. Along with offering SBA loans, the GSBL currently operates three additional loan programs.

Since the inception of the SBA 504 program, the GSBL has made 96 loans for $23.5 million. The businesses assisted have created or saved 986 jobs. The companies have invested $65.5 million in the region. Of these loans, ten have been healthcare related for a total of $1,836,000 and have created or saved 108 jobs. In FY 2002, the GSBL approved six SBA 504 loans for $2,581,000. Those businesses will invest a total of $6,600,000 and will create 92 jobs.

The GSBL also operates a USDA Rural Development Revolving Loan Fund and manages an Economic Development Administration Revolving Loan Fund for the RDC. In addition, GSBL operates a pilot microloan program funded by the U.S. Department of Agriculture.

The Rural Development RLF made three loans in FY 2002 for $284,000. The companies invested $732,000 and created 37 jobs. Since its inception in 1992, the RLF has made 15 loans for $1,530,000. The businesses assisted have invested $7.3 million and have created 180 jobs. Of these loans, two have been healthcare related for a total of $150,000 and have created or

saved 10 jobs. This RLF was originally capitalized with a $1,000,000 loan to the GSBL from the USDA Rural Development.

The GSBL approved four EDA RLF loans during FY 2002 for $662,000. The borrowers invested $2,000,000 and will create 48 jobs. Since its inception in 1992, 34 loans have been approved for $5,107,000. The companies receiving the loans have invested $23 million and have or will create 469 jobs. Of these loans, two have been healthcare related for a total of $527,000 and have created or saved 27 jobs. This fund was created with two separate grants from the Economic Development Administration of $500,000 and $1.5 million. The RDC matched those grants with a total of $820,000 in local funds.

Another loan program was added to GSBL's portfolio in 2000. GSBL partnered with the U.S Department of Agriculture's Rural Development Department to offer microloans to rural areas in central and southwest Georgia. The maximum loan amount is $25,000. One loan has been approved under this program for $25,000.

The most recently added program, in 2003, was through a $500,000 seed capital grant from the Robert Wood Johnson Foundation. These funds will target healthcare providers locating or expanding practices in Georgia's rural and underserved areas.

Utilizing the GSBL as the administrative agent has numerous advantages including rapid start-up, economies of scale, experience in lending and asset liquidation, established financial controls, marketing capacity, and access to resources in a wide variety of disciplines.

Business Outreach Services (BOS) is located in Macon and operated by the University of Georgia (UGA) with a grant from the Small Business Administration. The UGA BOS program helps businesses improve their competitive advantage by providing sound advice and technical information relating to all phases of small business management. Services that are provided free of charge include business plan development, market research, record keeping and accounting, cash flow analysis, financing alternatives, and international trade. The Small Business Development Center (SBDC), under the umbrella of BOS, offers affordable training seminars and workshops to improve business skills and knowledge of topics including: marketing strategies, accounting principles, tax procedures, computer technology, business law, time management, and procedures on how to start and manage a business. The Macon BOS office offered their services to 345 businesses within the Middle Georgia Region in 2002 with many of these being minority or women-owned businesses.

The Industrial Extension Service Regional Offices by Georgia Tech Research Institute (GTRI) is located in Warner Robins and operated by Georgia Tech Research Institute. This service provides companies with on-site, confidential management and technical assistance. They have a professional staff of engineers trained in a variety of fields. Some of the services available include plant layout and material handling advice, computer application assistance, technical problem solving, productivity audits, energy audits, environmental health/safety assessments, on-site training, continuing education offerings, satellite downlink access, business and technical database searches. The University System of Georgia supports this assistance, and most often the staff can provide three to five days of help at no charge.

Education and Training

There are several educational and training opportunities in Baldwin County. These include public schooling at the primary and secondary levels, as well as two units of higher education (Georgia College and State University and Georgia Military College), Central Georgia Technical College—Milledgeville, Quick Start, and several job-training programs.

The Middle Georgia Region had 119 public schools at the primary and secondary levels in 2002 according to the *2003 Georgia County Guide*. Approximately 74,000 students attended public schools during this same period. For fiscal year 2004 the enrollment in all Baldwin County public schools between pre-K and grade 12 totaled 5,497 students. This number does not include private schools Georgia Military College High/Middle, Heritage Christian Academy, and John Milledge Academy or Georgia College & State University. According to the University System of Georgia Unduplicated Headcount Enrollment Report by Institution, FY 1995-Fy 2004, total enrollment for Georgia College & State University in 2004 was 6,958. Georgia College and State University is the public liberal arts university of the State of Georgia. There are four schools within the college offering a range of degrees. These schools are the School of Liberal Arts and Social Sciences, J. Whitney Bunting School of Business, John H. Lounsbury School of Education, and the School of Health Sciences. Georgia Military College, founded in 1879, is a co-educational, accredited, liberal arts junior college open to high school graduates. Ninety-five percent of those enrolled at Georgia Military College commute and balance work, family, and education. In addition to its Milledgeville campus, Georgia Military College has two extension centers in Madison and Sandersville and campuses in Atlanta, Augusta, Columbus, Valdosta, and Warner Robins. Degrees offered by Georgia Military College include associate degrees in art, science, and applied science. Disciplines within these degrees include airframe and power plant mechanics, criminal justice, and logistics management.

Quick Start is one of the most comprehensive advanced training programs available in the nation. This program, available to all Georgia communities, is delivered in partnership between the existing network of technical colleges and participating universities across the state, the business, and the Quick Start program. The Central Georgia Technical College campus in Milledgeville has a point of contact for this program. This program affords expanding and new businesses the qualified workforce necessary to make their businesses run more efficiently and profitably.

The Quick Start program's flexibility allows for each business and/or industry to work on a schedule that is most conducive to the needs of the company. Training sessions are sometimes provided at company facilities, while at other times they are provided at a participating technical school, or still other locations. Additionally, the schedules are flexible in that courses are offered during the day, at night, or on weekends to meet the needs of the company. According to the Quick Start website, programs are available in fields such as metals, electronics, paper, plastics, textiles, apparel, food processing, printing, chemicals, warehousing and distribution, and business services.

Since 1997 Central Georgia Technical College has offered technical and continuing education programs through its campus located in the City of Milledgeville. Programs of study offered at

the campus range from air conditioning technology to practical nursing. The campus has state-of-the-art facilities for its marine engine technology and cosmetology programs. Central Georgia Technical College has been accredited by the Commission on College of the Southern Association of Colleges and Schools to award Associate degrees.

There are several job-training programs available to Baldwin County employees and employers. The Middle Georgia Workforce Investment System offers job training with contracted educational facilities throughout the region (and outside the region) through the Job Training Partnership Act (JTPA). The training is available to all residents of the Middle Georgia Region. Including its Welfare to Work Program, the Consortium served 1,260 people in 2003. The Consortium contracts with the Medical College of Georgia in Augusta, Allied Trucking in McDonough, Macon Tech, Macon State College, Putnam Hospital's School of Practical Nursing, and Middle Georgia Technical College, among others, to provide training to qualified persons.

Other Economic Resources and Tools

Recent or Planned Major Community-Level Economic Activities

According to "The Middle Georgia Joint Regional Plan and Comprehensive Economic Development Strategy" submitted in June 2004, Baldwin County identified four high priority economic development projects. These four high priority projects include expansion of the Milledgeville/Baldwin County Industrial Park, expansion of infrastructure along and near U.S. 441, expansion of the Central Georgia Technical College (CGTC) Milledgeville satellite campus, and update and expand the Baldwin County Airport.

Phase I of the Milledgeville/Baldwin County Industrial Park has been completed. Additional industrial area is required for the continued development and growth of the area. Phase II of the industrial park can meet this need. Land acquisition and infrastructure improvements (to include roads and rail and water, sewer, and gas services) adjacent to or near Phase I of the industrial park will provide stability. Land has been acquired, but infrastructure is needed to enhance the site. Expanding the industrial park is consistent with the regional goal of stimulating economic development in rural communities. Below is the Milledgeville/Baldwin County Industrial Park Expansion Project Timeline.

	FY 2005	FY 2006	FY 2006	FY 2008	FY 2009
SITE PLANNING	**X**				
SITE DEVELOPMENT/INFRASTRUCTURE	**X**	**X**	**X**		
RECRUITMENT	**X**	**X**	**X**	**X**	**X**

Benefits of the industrial park expansion include attracting new industry, leading to job creation and additional capital investment, which in turn expands the local tax base. Expansion of the industrial park in Baldwin County will reduce dependency on one or two economic sectors. In the case of Baldwin County, the kaolin industry and the state hospitals in the area are the primary economic sectors. This reliance increases the susceptibility of Baldwin County to recession.

This industrial park expansion, together with a focus on attracting businesses, has the potential to increase diversification of the local economy.

Expansion of infrastructure along and near U.S. 441—one of the fastest growing areas in Baldwin County, but without wastewater treatment service—is a high priority economic development project in the county. To provide service for commercial, industrial, and residential expansion Baldwin County intends to install wastewater infrastructure in this area. The general population and business enterprises are served by this expansion of infrastructure.

Expansion of the satellite campus of Central Georgia Technical College in Milledgeville will offer opportunities for technical training and education for the residents of Baldwin and surrounding counties. Enrollment is currently above CGTC's initial capacity and offers only a limited selection of courses. A larger and more skilled workforce will result from the expansion of the satellite campus. Expanding the satellite campus will enable the regional workforce development. Having an educated regional workforce makes the community more attractive to industrial and commercial entities. A regional workforce that adapts to market conditions through continuing education will maintain or enhance its competitive advantage when it comes to business recruitment.

The Baldwin County Airport will be updated and expanded to handle more and/or larger corporate aircraft. Currently the Baldwin County Airport provides general aviation services, flight training, aerial photography, aviation and jet fuel, a courtesy car, and a pilot lounge with supplies. A new facility may be required outside the city because of the current facility's natural boundary with Lake Sinclair. Potential locations adjacent the current industrial park or future ones might be most advantageous from the perspective of economic development. Convenient access to air transportation can be an important consideration for prospects seeking to relocate or expand operations. An expanded airport in Baldwin County can potentially attract additional industry, improve quality of life, and stimulate growth around the airport facilities. Below is the Milledgeville/Baldwin County Airport Project Timeline.

	FY 2005	FY 2006	FY 2006	FY 2008	FY 2009
PLANNING		X			
LAND ACQUISITION			X		
DEVELOPMENT				X	

Special or Unique Economic Activities

Baldwin County has several special and unique economic activities that stem from its ability to take advantage of two units of higher education in the City of Milledgeville, the historic character of the City of Milledgeville, the large presence of state government in the county, and its location near Lake Sinclair. Baldwin County is home to the City of Milledgeville, Georgia's state capitol from 1804 to 1868. This city is home to the Old State Capitol and Governor's Mansion, both in the historic district. The National Trust for Historic Preservation states that the City of Milledgeville is the only surviving example of a complete Federal Period city. The State of Georgia has a significant presence in Baldwin County. This presence is manifest in the

county through the Middle Georgia Correctional Institution, Central State Hospital, the Youth Development Center, Georgia College & State University, and Georgia Military College. Nearby is Lake Sinclair, which has 417 miles of shoreline and 15,330 acres of water. Lake Sinclair is an important resource for recreation in Baldwin and surrounding counties.

Economic Trends

Assessment of Current and Future Needs

Various components comprise the assessment of current and future needs. These components include growing and declining economic sectors, sectors that could be developed to complement or diversify the existing base, appropriateness of jobs available to the community, determining the need to improve existing local economic development programs and tools, looking at the local economy in a regional context, and the impact of proposed plans or projects on regional assets and natural and cultural resources.

Growing/Declining Economic Sectors

The State of Georgia has identified the City of Milledgeville as an Enterprise Zone. According to the Georgia Department of Community Affairs, an Enterprise Zone must meet four of the following five criteria: pervasive poverty of at least 20%; an unemployment rate that is 10% higher than the state; underdevelopment as evidenced by lack of building permits and licenses, among other indicators; general distress and adverse conditions such as population decline and health and safety issues; and, general blight evidenced by the inclusion of any portion of the nominated area in an urban redevelopment area. There are certain growing and declining economic sectors in Baldwin County. Recognizing those sectors and understanding their role in the economy of the county can potentially lead to a diversified economic base that is less susceptible to the effects of negative economic conditions.

Growing Economic Sectors

Based on employment and earnings projections between 2005 and 2025 it appears that Baldwin County has developed an economic base in the service, retail trade, manufacturing, and state and local government sectors. With the presence of Georgia College & State University and Georgia Military College, Baldwin County is very much influenced by the location of two units of higher education within its borders. The presence of numerous students as workers and consumers serves to complement the services and retail sectors in Baldwin County. In addition to this there is the location of Lake Sinclair in the northern portion of the county that also brings demand for the services and retail sectors. The presence of the two colleges, as well as Middle Georgia Correctional Institution, Central State Hospital, and the Youth Development Center, strongly influence the state and local government sector. The industrial park in Baldwin County (and areas surrounding the industrial park) offers opportunities to prospective businesses, particularly manufacturing firms. State and local government, services, retail trade, and manufacturing are projected to comprise 87.01% of employment on average in Baldwin County between 2005 and 2025. Average employment in each of these sectors is expected to be 5,587. These four sectors are also projected to represent 86.16%--or $626,732,000—of earnings on average in Baldwin

County from 2005 through 2025. These four sectors have been projected to sustain numbers that imply they will continue to be a significant portion of the overall Baldwin County economy.

While there appear to be four sectors leading the Baldwin County economy, also present are smaller economic sectors that are projected to experience growth between 2005 and 2025. Agricultural services, while a small percentage of overall employment (0.59%) and earnings (0.42% between 1980 and 2000) in Baldwin County, are one sector that is projected to grow during this period. Employment and earnings are also both projected to increase from 2005 to 2025 in the finance, insurance, and real estate sector to an average of 4.39% and 4.35%, respectively.

Declining Economic Sectors

Both employment and earnings in the manufacturing and government (federal civilian, federal military, and state and local) sectors in Baldwin County are projected to decrease as a percentage overall between 2005 and 2025. Manufacturing employment is projected to change from an average between 1980 and 2000 of 18.26% to 12.29% between 2005 and 2025; average earnings in this sector are expected to decrease from 22.07% between 1980 and 2000 to 16.22% over the next two decades. Average employment in the three government sectors between 1980 and 2000 was 39.68% while earnings in those three sectors averaged 46.09%. Between 2005 and 2025 average employment in Baldwin County in these three sectors is projected to be 32.45% while the earnings average is expected to be 37.81%. However, as employment and earnings in the state and local government and manufacturing sectors are projected to decrease, that decrease appears slight and both sectors are expected to continue representing significant portions of employment and earnings in Baldwin County. Farm sector, though, employment and earnings are projected to decrease from their 1980 to 2000 averages. Average employment in the farming sector is projected to fall to .59% from .92% between 1980 and 2000. The average earnings in this sector are projected to reduce to 0.21% of overall Baldwin County earnings.

Developing and Diversifying the Economic Base

State and local government is projected to employ about 8,090 people on average between 2005 and 2025—this is about 31% of total employment in Baldwin County. This sector is also projected to contribute an average of 37% of total earnings in Baldwin County between 2005 and 2025—this is a decrease from earnings in the state and local government sector between 1980 and 2000. Several other employment and earnings sectors are projected to decrease as percentages overall from 2005 to 2025 in Baldwin County. These sectors include all government sectors, manufacturing, and mining.

However, state and local government, services, retail trade, and manufacturing are projected to employ over 86% in Baldwin County from 2005 to 2025, while these four sectors are expected to provide 87% of earnings in the county for that same period. Of these four sectors, earnings from the services sector are projected to increase significantly (to an average of $166,687,200 annually) from 2005 to 2025, while employment in this sector is expected to grow to average 24.59% (to about 6,315 annually). Employment in the retail trade sector is projected to grow between 2005 and 2025 to an average of 18.64% (or 4,787 employees); earnings in this sector are expected to increase to an average of 10.2% (about $74,074,800 annually). While employment and earnings in the retail trade and services sectors are projected to increase

between 2005 and 2025 the quality of jobs stemming from that growth may be lower quality than other employment and earnings sectors.

There are some smaller employment and earnings sectors in Baldwin County that are projected to experience significant growth between 2005 and 2025 relative to their average employment and earnings percentages. These are the agricultural services, construction, and finance, insurance and real estate sectors. Agricultural services are expected to employ an average of 0.78% during the next two decades in Baldwin County, which is an increase from the 1980 to 2000 average of 0.53%. Earnings from this sector in Baldwin County are projected to increase between 2005 and 2025 to average 0.42%, about $3,025,800 annually. Baldwin County employment in the finance, insurance, and real estate sector is projected to increase between 2005 and 2025 to an average of 4.39%, while earnings in this sector are expected to grow to an average of 4.35% (averaging $31,614,200 over the same period). Construction employment and earnings in Baldwin County between 2005 and 2025 are both expected to increase to an average of 3.32% (853 employees) and 3.62% ($26,614,200), respectively. Between 2005 and 2025, employment in the transportation, communications, and public utilities sector is projected to grow to an average of 2.01% (515 employees); earnings in this sector are expected to grow to an average of 3.08% (to about $22,426,400) over the next two decades.

Appropriateness of Jobs Available in the Community

One indicator of the appropriateness of jobs available in Baldwin County is residential commuting patterns. In Baldwin County in 2000, approximately 80% of county residents worked in Baldwin County; about 19.8% of employed Baldwin County residents commuted to other counties. Since the percentage of employed residents in Baldwin County who also work in Baldwin County is so significant, it appears that jobs available in the community are appropriate to the needs of the labor force.

Local Economy in a Regional Context

There are five counties surrounding Baldwin County. These counties are Hancock, Jones, Putnam, Washington, and Wilkinson. Between 1990 and 2000 these counties had an average unemployment rate of 5.99% while that rate in Baldwin County was 4.65%. According to the U.S. Census Bureau – 2000 County-To-County Worker Flow Files, of the 17,115 employed residents of Baldwin County, 9.8% (or 1,687 workers) commuted to one of these five surrounding counties. Of the 18,791 persons working in Baldwin County, 21.8% (or 4,082 workers) resided in Hancock, Jones, Putnam, Washington, or Wilkinson County. According to the U.S Bureau of the Census, there were 128,623 people living in the Baldwin Area in 2000. Of this number, almost 35% (or 44,700) lived in Baldwin County.

Hancock, Jones, Putnam, Washington, and Wilkinson Counties surround Baldwin County. According to data from Woods & Poole Economics, Inc., employment by sector is projected to increase between 2005 and 2025 in the Baldwin Area. The employment sectors that are expected to experience growth during this time are finance, insurance, and real estate, transportation, communications, and public utilities, wholesale trade, services, construction, and state and local government. Together these sectors are projected to employ on average just over 63% in the area for the projected period; between 1980 and 2000 these sectors employed an average of 51%.

Many earnings sectors in Hancock, Jones, Putnam, Washington, and Wilkinson Counties are projected to increase over the next two decades. Average earnings in the services and finance, insurance, and real estate sectors are projected to more than double in the counties surrounding Baldwin County between 2005 and 2025. In those same counties, other significant earnings sector increases include transportation, communications, and public utilities, wholesale trade, and state and local government.

Impact of Proposed Plans or Projects on Regional Assets and Natural & Cultural Resources

According to the June 2004 Middle Georgia Joint Regional Plan and Comprehensive Economic Development Strategy, Baldwin County has identified four priority projects. These projects are expansion of the industrial park, expansion of the infrastructure along U.S. 441, expansion of the Central Georgia Technical College campus in Milledgeville, and expand and update the Baldwin County airport. These projects stand to present Baldwin County and the City of Milledgeville as growth-friendly jurisdictions.

Each project will have an impact on regional assets and natural and cultural resources. Expansion of the industrial park has the potential to create jobs and provide additional capital investment that would expand the local tax base while diversifying the local economic base. Expansion of the park, which would include the development of infrastructure to include roads, rail, and water, sewer, and gas services, is meant to attract industrial firms. Drawing more industrial firms to Baldwin County with an industrial park has the potential to reduce the diversity of natural resources in the county. An expanded industrial park reduces the amount of previously undeveloped land in its vicinity. The presence of a number of industrial firms located in such a concentrated area could potentially threaten the natural area in close proximity to the industrial park. Various industrial materials that are not adequately managed or properly disposed of could potentially damage the environment in and around the industrial park. By expanding the industrial park, which can simultaneously expand the local tax base and diversify the local economy, Baldwin County has the opportunity to enhance existing cultural resources (such as the historic governor's mansion and Milledgeville's historic district) and to support less well known cultural resources that are perhaps independent of or associated with Georgia College & State University through expanded tax revenue.

One of fastest growing areas in Baldwin County is the U.S. 441 corridor. This area is without wastewater treatment service. Baldwin County intends to install wastewater infrastructure along the corridor to attract commercial, industrial, and residential expansion. In the future, this infrastructure will be expanded northward to Lake Sinclair. Implementing wastewater infrastructure is meant to stimulate economic development in some of the most rural segments of Baldwin County, but where growth appears to be impending. Wastewater infrastructure that is consistent with codes and ordinances reduces any potential adverse impact to the natural environment. As the wastewater infrastructure expands toward the lake in the northern portion of the county, there is potential for contamination of the surrounding land and water if the infrastructure is faulty. Through this expansion of wastewater infrastructure along the U.S. 441 corridor increases the assets of the region by building up an area that is conducive to business development.

Expansion of the Central Georgia Technical College (CGTC) campus in Milledgeville provides an incentive for businesses seeking to locate in Baldwin County. Having a technical college that is able to meet the specific needs of business and industry in the county through targeted education programs can have a positive influence on prospective employers—and expanding CGTC campus in Milledgeville enhances the ability of the county to attract employers with a well-qualified workforce. Currently current enrollment at the CGTC campus in Milledgeville is above its initial capacity. Expansion of the CGTC campus in Milledgeville also creates an impression of local and state commitment to providing employers with well-qualified workers. A well-qualified workforce has the potential to develop its competitive advantage in a market that is seeing significant competition for well-qualified workers. According to the U.S. Census Bureau – 2000 Decennial Census, 37.4% of the labor force in the Baldwin County area had graduated high school, while 22.1% had some college or an Associate degree. One benefit of facility expansion includes solidifying the fundamental education of the population in a county that is below the state average in residents with advanced degrees. A more educated workforce strengthens the cultural resources available to Baldwin County.

To handle more and larger corporate aircraft the Baldwin County Airport needs to be updated and expanded. As an economic development tool the updated and expanded Baldwin County Airport can improve the quality of life for the community. This can be accomplished by attracting prospective employers who consider access to air transportation important. Aviation facilities that are able to ship and receive can attract additional industry. In addition, growth is stimulated around airport facilities. Growth around the updated and expanded Baldwin County Airport provides the region a significant economic development asset. This growth could potentially affect the natural resources around the airport. Natural resources surrounding the current facility are potentially diminished as growth is generated from the updated and expanded facility. A new facility is likely to have a more significant impact on natural resources in Baldwin County than updating and expanding the current one by reducing the availability of environmental resources in a more concentrated area. In addition, the presence of larger airplanes and other types of transport vehicles may increase the influence of the airport on surrounding natural resources. However, the close proximity of residences and water to the existing airport are considerations when choosing in which direction to expand and which facilities to update.

Survey of Issues and Opportunities

There are several issues and opportunities for Baldwin County in the economic development arena. Some issues to potentially be addressed in Baldwin County relate to data that indicate projected deficiencies in personal income, employment and earnings and the average weekly wage. One such potential issue includes a projected decline in wages and salaries as a source of personal income between 2005 and 2025, while there is a projected increase in income from dividends, interest, and rent and transfer payments during that same time. Between 1980 and 2000 the retail trade sector had high employment (16%) but produced low earnings (9.61%)—this trend is projected to continue over the next 20 years. The manufacturing and state and local government sectors are both projected to slightly decline as a percentage of overall employment between 2005 and 2025, though they will still represent a significant portion of employment and earnings in Baldwin County. In 2002 the average weekly wage in Baldwin County was

approximately $490, which was lower than the Baldwin Area's (Hancock, Jones, Putnam, Washington, and Wilkinson) approximately $512, and the State of Georgia's $687.

While there are potential economic development issues in Baldwin County there are also potential economic development opportunities. These opportunities include the presence of two units of higher education being located in Baldwin County, with the potential to provide an educated workforce and become a vibrant cultural component. Another is the large concentration of state agencies for retention and expansion of state and local government sector employment and earnings. The location of Lake Sinclair in the northern portion of the county is an economic opportunity. There are four recent or planned community-level activities that potentially will influence economic development in Baldwin County. These four activities are the expansion of the Baldwin County Airport, the industrial park, expansion of infrastructure along 441, and expansion of Central Georgia Technical College's Milledgeville Campus.

Housing

Baldwin County housing characteristics are identified through an inventory of existing conditions. This inventory includes types of housing units, age and condition of housing, owner and renter units, and cost of housing. Baldwin County is considered an intermediate classification; as such, owner and renter units are analyzed further, along with housing and community characteristics. All tables that contain data for this housing analysis are located in Appendix B of this document.

Housing Types and Mix

The U.S. Census Bureau defines a housing unit as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. According to the U.S. Bureau of the Census total housing units in Baldwin County increased between 1980 and 2000 from 11,755 to 17,173 (an increase of about 46%). For this same period, the housing sector that experienced the largest growth was mobile home or trailer with the number of mobile homes or trailers in the Baldwin County rising from 1,616 in 1980 to 4,577 in 2000. This sector comprised 26.65% of total housing units in Baldwin County in 2000. Housing with 20 to 49 units also experienced a sizable percentage increase during the 1980 to 2000 period. During this period, housing with 20 to 49 units increased from 36 to 91 and single units (detached) decreased from more than 69% of total housing units in 1980 to 57.63% in 2000. The single unit (detached) and mobile home or trailer segments comprised 84.28% of total housing units in Baldwin County in 2000.

For the Middle Georgia Regional Development Center's 11 county service area, 79.62% of total housing units were single unit (detached) or mobile home or trailer in 2000. As in Baldwin County the mobile home or trailer housing sector grew between 1980 and 2000. Following single unit (detached) and mobile home or trailer, the next largest housing sector in 2000 was housing with 3 to 9 units, which comprised 8.81% of total housing units in the Middle Georgia region, an increase from 1980. Total housing in the Middle Georgia region grew between 1980 and 2000.

Total housing units in the State of Georgia increased from 1990 to 2000 (data for 1980 was not available). The number of housing units with 50 or more units also increased between 1990 and 2000. While total housing units in Baldwin County and the Middle Georgia region were comprised mostly of single unit (detached) and mobile homes or trailers in 2000—83% in Baldwin County and 86% in Middle Georgia—for the State of Georgia these housing sectors comprised 76.25%.

As a percentage of housing units in Baldwin County the mobile home or trailer housing sector is larger than both the region and the state. While Baldwin County led among the regional and state mobile home or trailer-housing sector, it lagged in the number of single unit (detached) housing behind the region and the state in 2000. In that year, the number of single units (detached) as a percentage of total housing units in Baldwin County was 57.63%, the regional percentage was 63.8%, and the state percentage was 64.21%.

Condition and Occupancy

Age and Condition of Housing

According to the U.S. Bureau of the Census, the number of houses built before 1939 decreased in Baldwin County between 1980 and 2000. In 1980, 14.21% (1,670 houses) of housing units in the county were built before 1939; by 2000 that percentage had decreased to 5.56%, or 954 housing units.

While the number of houses built before 1939 decreased in Baldwin County, the number of housing units with complete plumbing facilities increased. According to the U.S. Bureau of the Census, 95.67% of the 11,705 housing units in Baldwin County had complete plumbing facilities and 4.33% did not. By 2000, 99.14% of the 17,173 housing units had complete plumbing facilities and 0.86% did not.

Houses built before 1939 in the Middle Georgia region decreased over a two decade period from 14.65% (or 18,833) of total housing units in 1980 to 6.12% (or 11,233) in 2000, according to the U.S. Census Bureau.

In the Middle Georgia area, 95.79% of the 130,886 housing units in 1980 had complete plumbing facilities while 4.21% were without. The percentage of housing units without plumbing facilities in the Middle Georgia area decreased to 1.14% of total housing units by 2000.

According to the U.S. Bureau of the Census, between 1990 and 2000 in the State of Georgia, the number of houses built before 1939 decreased as a percentage of total housing units from 8.03% (or 212,294 houses) to 5.88% (or 192,972 houses).

Within the state, housing units with complete plumbing facilities totaled 3,252,197 (or 99.1% of total housing units) in 2000, according to the U.S. Bureau of the Census. In 2000, 0.9% of total housing units lacked plumbing facilities.

In comparison with regional and state percentages, Baldwin County has a small number of houses built before 1939—less than 6% of total housing units in 2000. Simultaneously the

county has, as a percentage of total housing units, more housing with complete plumbing facilities than either the region or the state.

Owner and Renter Units

According to the U.S. Bureau of the Census, the number of owner occupied housing units in Baldwin County in 2000 was 9,805, an increase from 1980. Between 1980 and 2000 the number of renter occupied housing units increased to 4,953. The owner vacancy rate is the proportion of the homeowner inventory that is vacant and for sale. In Baldwin County the owner vacancy rate was 2.03 in 2000. The renter vacancy rate is the proportion of the rental inventory that is vacant and for rent. The renter vacancy rate for Baldwin County was 12.02 in that same year. For Baldwin County in 2000, the owner-to-renter ratio of vacancy was 0.3.

In the Middle Georgia region, owner occupied housing units and renter occupied housing units increased between 1980 and 2000, according to the U.S. Bureau of the Census. In 2000, the Middle Georgia region had owner and renter vacancy rates of 2.23 and 8.95, respectively. The owner-to-renter ratio of vacancy in the region was 0.95 in 2000.

The number of owner and renter occupied housing units in the State of Georgia increased between 1980 and 2000, which reduced owner vacancy and renter vacancy rates. According to the U.S. Bureau of the Census, the owner vacancy rate in 2000 in the State of Georgia was 2.24 and the renter vacancy rate was 8.46.

Baldwin County had an owner vacancy rate 0.2 below the region and 0.21 below the state in 2000. The renter vacancy rates of the region and the state were 3.07 and 3.56, respectively, lower than that of Baldwin County in 2000. Total housing units in Baldwin County increased more than the region but less than the state between 1990 and 2000.

Cost of Housing

According to the U.S. Bureau of the Census, the median residential property value in Baldwin County in 1980 was $33,600; by 2000 it was $70,400. Between 1980 and 2000, the median property value in Baldwin County more than doubled. From 1980 to 2000 the median monthly rent of renter units increased more than threefold from $101 to $369; from 1990 to 2000 median monthly rent grew 10.48%.

In the Middle Georgia region, according to the U.S. Bureau of the Census, median property values increased significantly from $57,603 in 1990 to $79,449 in 2000. Median monthly rent for renter units increased from $265 in 1990 to $361 in 2000.

Median property value in the State of Georgia increased between 1980 and 2000 to $100,600. Between 1980 and 2000 the median monthly rent of renter units in the State of Georgia increased from $153 to $505.

Median property values in Baldwin County in 2000 were less than both the region and the state; median monthly rent of renter units in Baldwin County in 2000 was also below both region and state levels. According to the HUDUSER Assisted Housing: National and Local database there were 349 low-rent units in Baldwin County in 2000. That number translates to 7.81 units per

1,000 people. At the regional level, there were 8 units per 1,000 people; at the state level there were 6.38 per 1,000 people.

Cost-Burdened Households

Contributing 30% or more of income to owner costs or gross rent signifies that those housing units are cost burdened. According to the U.S. Bureau of the Census, the number of housing units in Baldwin County that were considered cost burdened in 2000 was 1,425, down from 2,169 in 1990. This number excludes mobile homes and multi-unit housing units. Housing units contributing 50% or more of income to housing costs are considered to be severely cost burdened. The number of severely cost burdened—those contributing 50% or more—housing units was 1,239 in Baldwin County in 2000.

Special Needs Housing

There are several indicators of those with special needs in Baldwin County. These indicators include those who receive public assistance and/or Supplemental Security Income, those who receive Social Security income, and those with disabilities. According to the U.S. Census Bureau, there were 692 households (both owner-occupied and renter-occupied housing units) that received public assistance or Social Security income. This number indicates that 28.18% of both owner-occupied and renter-occupied housing units with households below the poverty level received either public assistance or Social Security income. There were 845 owner-occupied housing units with households below the poverty level in 2000, according to the U.S. Census Bureau. Of that number, 6.86% (or 58) households received public assistance income; 25.92% (or 219) of owner-occupied housing units had households that received Social Security income. There were 1,611 renter-occupied housing units with households below the poverty level in Baldwin County in 2000, according to the U.S. Census Bureau. Of that number, 11.98% (or 193) renter-occupied housing units had households that received public assistance income; 13.78% (or 222) renter-occupied housing units had households that received Social Security income.

According to the U.S. Bureau of the Census, occupied housing units with a householder that was 65 years of age or over numbered 2,749; 82.76% (2,275 households) were owner-occupied. Of all households with a householder 65 years of age or over, 16.95% (466 households) were below the poverty level while 17.68% (486 households) had no vehicle.

Supplemental Security Income (SSI) is a federal income supplement program funded by general tax revenues, not Social Security taxes. It is designated to help the aged, blind, and disabled who have little or no income for the purpose of providing cash to meet basic needs for food, clothing, and shelter. According to the U.S. Bureau of the Census, for those families, married-couple families, and families with a female householder below the poverty level in 1999, which numbered 2,256 in Baldwin County, 20.61% (465 families) received Supplemental Security Income (SSI) or public assistance. The number of families below the poverty level in 1999 was 1,171; of that number, 21.61% (253 families) received SSI or public assistance. For families with a female householder below the poverty level in 1999, 20.55% (158) received SSI or public assistance. Of the 316 married-couple families below the poverty level in 1999, 19.94% (63 families) received only Social Security income. For all families, married-couple families, and

families with a female householder below the poverty level, 9.93% (224 families) received only Social Security income.

According to the U.S. Bureau of the Census, families, married-couple families, and families with a female householder at all income levels numbered 19,224. Of this number, 7.33% (1,410 families) received SSI or public assistance in 1999 while 23.44% (4,506 families) received only Social Security income. Approximately 23.14% (2,301 families) of families at all income levels received only Social Security income, 24.86% (1,645 families) of married-couple families at all income levels received only Social Security income and 21.03% (560 families) of families with a female householder received only Social Security income.

These numbers indicate that the percentage of families receiving only Social Security income at all income levels was greater in 1999 than the percentage of families receiving only Social Security income below the poverty level. However, when combined with public assistance, the percentage of families receiving Supplemental Security Income or public assistance surpasses that of families at all income levels.

A disability, as defined by the U.S. Census Bureau, is a long-lasting physical, mental, or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business. According to the U.S. Bureau of the Census, in Baldwin County in 2000, 21.1% (7,542) of the non-institutional county population 5 years of age or older was classified with a disability. Of this number, 3,408 were male and 4,134 were female. The majority (5,338) of those classified as disabled in Baldwin County were between 16 and 64 years of age. Of this number, the largest portion (3,020) had an employment disability. The age group with the largest portion of classified disabled individuals as a percentage of non-institutional county population was 65 years and older at 45.3% (1,762). Those aged 65 years and older with a physical disability numbered 1,184. In Baldwin County in 2000, there were 4,825 individuals were classified as disabled between the ages of 21 and 64 years. Of this, number, 53.3% were employed. The percent of the disabled population in Baldwin County in 2000 enrolled in college or graduate school was 23.3%--those with a disability in this age group numbered 1,539.

Jobs-Housing Balance

According to the U.S. Bureau of the Census the population of Baldwin County between 1990 and 2000 grew to 44,700; the labor force in Baldwin County also increased over that period to 36,503. Over 20% of the Baldwin County resident workforce members worked outside the state or county in 1999. More than 40% of the population in Baldwin County in 2000 was African-American; Caucasians constituted 54.25% of the population; Hispanic 1.4%; and all other ethnicities 2.4%. The growth of the Hispanic population in Baldwin County from 1990 to 2000 was the slowest in the region. For all workers 16 years old or older the median earnings in Baldwin County in 1999 were $20,057—less than the state average of $24,111.

Weekly wages provide insight into the earnings brought home by employees. Average weekly wages for all industries in Baldwin County were only available between 1989 and 1992 and for 1994. In Baldwin County, the average weekly wage for all industries from 1989 to 1994 was $359. From 1989 to 1999 the largest average weekly wages were in the mining, transportation,

communications, and public utilities, state government, manufacturing, wholesale trade, and finance, insurance, and real estate. The average weekly wages for these sectors were $575, $567, $470, $467, $465, $464 respectively. These sectors combined had an average weekly wage over the 1989 to 1999 period of $501—this amounted to an average weekly wage that was 28.31% higher than the average weekly wage for all industries in Baldwin County. After these sectors, the next largest average weekly wage was in the local government sector at $365. In Baldwin County, the smallest average weekly wage for the period from 1989 to 1999 was $217 in the retail sector. This smallest average weekly wage was approximately 60% of the average weekly wage in all industries.

According to the U.S Bureau of the Census there were 16,991 employed residents in Baldwin County in 2000; 80.22% working in their county of residence and 19.78% working outside their county of residence. The U.S. Bureau of the Census 2000 County-To-County Worker Flow Files show that nonresidents working in Baldwin County in 2000 constituted 27.5% of persons working in the county, or 5,161 of the 18,791 working there, according to the U.S. Bureau of the Census 2000 County-To-County Worker Flow Files. Hancock and Putnam Counties provided the largest number of workers in Baldwin County in 2000 with 1,064 and 1,027 workers, respectively.

The numbers above present Baldwin County as an existing and emerging growth area in the region. Still, there are residents in Baldwin County that are dependent on others for their well being. One ratio that may be useful in the analysis of dependency in Baldwin County is the dependency ratio. This ratio is defined as the number of children younger than 18 years old plus the number of elderly persons 65 years old or older per 100 persons aged 18 to 64 years. This ratio is not an indicator of government aid receipt by those age groups but, rather, is defined in terms of the age of the population. A high dependency ratio indicates there are few people of working age, and fewer who are working and paying taxes. A higher dependency ratio signifies that more of the population is dependent on those workers. The dependency ratio in Baldwin County for 2000 was 47.7. This was below both the region and state ratios of 60 and 56.5, respectively. Due to the increase of residents aged 85 years or older, 36.8% between 1990 and 2000, it may be useful to look at the dependency ratio for those aged 85 years or over. Once the age is raised to 85 years, Baldwin County's ratio decreased to 23.2, also below the regional and state ratios of 27.8 and 27.9, respectively. In Baldwin County in 2000 48.7% of the population was younger than 18 years or older than 65 years.

Natural and Cultural Resources

Baldwin County and the City of Milledgeville are fortunate enough to have a rich assortment of natural and cultural resources available. These provide citizens an abundance of economic and recreational opportunities and have played a large part in defining and maintaining the cultural character of the area. The natural and cultural resources of the plan includes an Environmentally Sensitive Areas Inventory and Analysis that considers: water supply watersheds, groundwater recharge areas, wetlands, river corridors, steep slopes, soils, plant and animal habitats, and endangered species. The Significant Resources Inventory and Analysis includes sections on: scenic areas, mineral resources, air quality, water quality, prime agriculture and forestland, major

parks and recreation areas, historic resources, and local management plans. The Significant Cultural Resources Inventory and Analysis includes any rural, residential, commercial, industrial, institutional or transportation resources, and community landmarks of historic, cultural, or archeological significance.

Environmental Planning Criteria

Water Supply Watersheds

Watersheds are geographically defined land areas that form basins where all of the water that lies beneath or drains over it reaches the same place. Often the receiving areas include surface water bodies (e.g. lakes, reservoirs, streams, or rivers). In addition, underground aquifers and the water moving through them are considered in the watershed identification process. Water supply watersheds, as defined by the Georgia Department of Natural Resources (GADNR), are land areas that serve as a gathering place for a river or stream that is used as a supplier of public water. Baldwin County and the Milledgeville are part of two watersheds, the Upper and Lower Oconee River watersheds. These two watersheds extend from central northern Georgia, northeast of Atlanta, to central southern Georgia, occupying an area of 5,330 square miles. The Oconee joins with the Ocmulgee to form the Altamaha River, which drains to the Atlantic Ocean. Within theses watersheds are two intakes that are utilized by Baldwin County and the City of Milledgeville, the James E. Baugh Intake and the Lamar Ham Intake.

The James E. Baugh Intake is located within the city limits of Milledgeville. The water source for this intake is the Oconee River. This community intake provides potable water for drinking purposes and other uses for an estimated 40,000 persons. The permit capacity is 15.44 million gallons/day (mgd). Portions of the water supply watershed extend into Putnam, Jones, Baldwin, and Hancock Counties. With the exception of Hancock County, each of these counties is located within the Middle Georgia region.

Seven stream segments that are on the Georgia list of impaired streams impact the James E. Baugh Intake. In addition, Lake Sinclair and Lake Oconee, both contributing water bodies, are listed as impaired. The overall rated water susceptibility score is listed as ‘medium’ in the Source Water Assessment Plan (SWAP). Potential contamination sources considered of highest priority include the two City of Eatonton water pollution control plants and problems related to the City of Eatonton’s sewerage system.

The Lamar Ham Intake is also located within the city limits of Milledgeville. The water source for this intake is the Oconee River. This community intake provides potable water for drinking purposes and other uses for an estimated 40,000 persons. The permit capacity is 15.44 mgd. Portions of the water supply watershed extend into Putnam, Jones, Baldwin, and Hancock Counties. With the exception of Hancock County, each of these counties is located within the Middle Georgia region.

Eight stream segments that are on the Georgia list of impaired streams impact the Lamar Ham Intake. In addition, Lake Sinclair and Lake Oconee, both contributing water bodies are listed as impaired. The overall rated water susceptibility score is listed as ‘medium’ in the SWAP.

Potential contaminant sources considered of the highest priority include the two City of Eatonton water pollution control plants and problems related to the City of Eatonton's sewerage system.

Maintenance and Protection

Both the Upper and Lower Oconee River water supply watersheds are classified as large watersheds. The GADNR has established environmental planning criteria for the protection of theses watersheds. Protection measures for large watersheds are as follows:

> The corridors of all perennial streams in a large water supply watershed tributary to a water supply reservoir within a seven-mile radius of the reservoir boundary are protected by the following criteria:
>
> 1. A buffer shall be maintained for a distance of 100 feet on both sides of the stream as measured from the stream banks.
>
> 2. No impervious surface shall be constructed within a 150-foot setback area on both sides of the stream as measured from the stream banks.
>
> 3. Septic tanks and septic tank drainfields are prohibited in the setback area of number 2 above.
>
> The remainder of a large water supply watershed tributary to the water supply intake shall have no specified minimum criteria for protection, except that new facilities, located within seven miles of a water supply intake or water supply reservoir, which handle hazardous materials of the types and amounts determined by the DNR, shall perform their operations on impermeable surfaces having spill and leak collection systems as prescribed by the DNR.

Baldwin County has adopted a County Soil Erosion and Sedimentation Control Ordinance and the City of Milledgeville has adopted water supply watershed protection overlay district standards within its Land Development Code for the protection of watersheds.

Wetlands

Wetlands are areas exposed to periodic saturated conditions for a time period sufficient to develop specific defining soil and/or vegetative characteristics. These important areas provide flood protection, erosion control, nutrient removal, water quality enhancement, and wildlife habitat.

While isolated examples of wet areas north of the Fall Line are present, mostly in the form of small impoundment structure, physiogeographic characteristics have precluded the development of significant wetland areas. Thus, no wetlands considered either locally or regionally significant are found north of the Fall Line. Below the Fall Line several large, discontinuous wetland areas are found along the Flint, Ocmulgee, and Oconee rivers. The wetland areas along the Oconee River are of the greatest significance to Baldwin County and Milledgeville.

Along Lake Sinclair and the portion of the Oconee River that flows through Baldwin County, there are several types of wetlands present: Freshwater Emergent, Freshwater Forested/Shrub, Riverine, and Lake. The Oconee Greenway Authority was established in 2002 as an act of the Georgia Legislature. The mission of the Authority is to establish a series of parks along the Oconee River to promote the history, wildlife, and recreational opportunities along the river. With these projects, the wetlands along the river will be protected and preserved. A boat ramp, fishing pier, and picnic area are all planned for phase one to be constructed near downtown Milledgeville. Milledgeville also has Wetlands Protection Overlay District Standards included in their land development codes. The Baldwin County land use codes have provisions for buffers and setbacks in areas adjacent to wetlands. An additional layer of protection is found in Section 404 of the Clean Water Act. Issued by the Corps of Engineers. The 404 permit is required for many activities taking place in wetland areas, especially those involving alteration or filling of that wetland which should be avoided unless it can be determined that there will be no long-standing or permanent net loss of the wetland.

Groundwater Recharge Areas

For the purposes of groundwater recharge areas, the Middle Georgia region can be broadly defined in terms of two primary hydrogeologic provinces. Divided by the Fall Line, these two categories are the Piedmont Plateau and the Costal Plain. According to the Soil Survey of Baldwin, Jones, and Putnam Counties, about one-third of Baldwin County is in the Costal Plain, with the remaining two-thirds of the County located in the Piedmont Plateau.

Precipitation is the ultimate source of Georgia's fresh groundwater. Much of the precipitation that falls on the area is returned to the atmosphere by evapotranspiration-evaporation from surface-water bodies, such as lakes and marshes, and transpiration from plants. However, a substantial part of the precipitation is available for aquifer recharge throughout the area. Recharge is the process by which precipitation infiltrates soil and rock adding to the volume of water stored in pores and fractures. Aquifers are soils or rocks that yield water to wells. While recharge takes place throughout all of Georgia, the rate or amount of recharge in various aquifers varies depending on geologic conditions. Major groundwater resources may develop where permeable aquifers underlie or are connected to extensive areas favorable for recharge.

Baldwin County lies within two aquifer systems, the Piedmont and Blue Ridge aquifer system in the northern portion of the county, and the Southeastern Coastal Plain aquifer system in the southern portion of the county. The Piedmont and Blue Ridge aquifers consist of indurate metamorphic rocks, such as gneiss and schist, and igneous rocks, such as granite, that underlie the rolling hills of the Piedmont physiographic province and the mountains of the Blue Ridge physiographic province. Water is present in these rocks in fractures, but locally a large volume of water is stored in the regolith, or blanket of weathered material that overlies the rock. Included in the regolith are: saprolite, which is a layer of earthy, decomposed rock developed by weathering of the bedrock; soil that develops on the upper part of the saprolite; and alluvium, which is mainly confined to stream valleys and may overlie soil, saprolite, and bedrock. The saprolite is by far the largest component of the regolith, and has a thickness of 150 feet in places. Saprolite thickness, however, is extremely variable.

The Southeastern Coastal Plain aquifer system consists of four regional aquifers that are composed predominately of clastic rocks ranging in age from Cretaceous to late Tertiary. Rocks of the Southeastern Coastal Plain aquifer system were deposited in fluvial, deltaic and shallow-marine environments during a series of transgressions and regressions of the sea. Coarser grained, fluvial to deltaic sediments are located primarily near the updip extent of the aquifer system and consist primarily of coarse sand and gravel that form productive aquifers. Most of the aquifers in the system, however, consist chiefly of fine to coarse sand. The four regional aquifers generally yield large volumes of water in updip areas, where they are mostly sand, but the aquifers are less permeable in a coastward direction due to increasing clay content toward the coast. The system is an important source of water supply for all purposes throughout the inner part of the Coastal Plain.

The pollution susceptibility of these aquifers can be determined by the physiogeographic characteristics of each aquifer type. Pollution susceptibility relates to the relative vulnerability of an aquifer to being polluted from spills, discharges, leaks, and impoundments, application of chemicals, injections, and other human activities in the overlying recharge area. The main areas for significant groundwater recharge for Baldwin County and Milledgeville lie to the northwest near Eatonton, to the northeast near the Baldwin County/Hancock County line, and to the southwest of Milledgeville. The area near Eatonton lies in an area of low susceptibility to groundwater pollution. The other two groundwater recharge areas are located where there is an average susceptibility to pollution from the cities of Milledgeville and Sparta. Both Milledgeville and Baldwin County provide sewer service to many areas of the county, and service is currently expanding. The City of Sparta also provides sewer service to its residents. The City of Eatonton does not currently provide sewer service to its residents. Eatonton is currently starting to provide water service to residents; sewer should not be far behind. As long as current sewage systems are properly maintained, there should be few if any contamination problems. If density stays at current levels in Eatonton, there should be minimal chance of contamination from existing septic systems. If population density increases much further, Eatonton should being providing sewer service to its residents as soon as possible. Milledgeville and Baldwin County have provisions for protection of groundwater recharge areas in their development codes.

Protected River Corridors

The Middle Georgia region contains portions of three significant river systems. The Oconee River borders the region to the east and runs the entire length of Baldwin County. River systems have played a major part in shaping the historical, cultural, and economic character of the region. Each river meets the criteria established under the River Corridor Protection Act.

Protected river corridors, as defined by the legislature, are those areas being within 100 feet horizontally on both sides of a river as measured from the uppermost part of the riverbank. All local governments are directed to adopt protection measures for those areas of their locality that are designated under the legislation. Milledgeville has included River Corridor Protection Overlay District Standards in their land development codes. Baldwin County has setback and buffer requirements for areas adjacent to river corridors in their land development codes, along with an erosion and sedimentation control ordinance. The Oconee River Greenway Authority's plan for parks and recreation areas, starting north of Milledgeville and extending to Ball's Ferry

State Park in Wilkinson County, was created specifically to help preserve and protect the areas surrounding the Oconee River.

Water Quality

Water is essential for life and plays a vital role in the proper functioning of the Earth's ecosystems. The pollution of water has a serious impact on all living creatures and can negatively affect the use of water for drinking, household needs, recreation, fishing, transportation and commerce. The Environmental Protection Agency (EPA) enforces federal clean water and safe drinking water laws, provides support for municipal wastewater treatment plants, and takes part in pollution prevention efforts aimed at protecting watersheds and sources of drinking water. Below is an overview of what is being done at the state and local levels to help make the waters in the Middle Georgia region safe.

Water Monitoring, Impaired Streams, and TMDLs

Every five-years, the State of Georgia Department of Natural Resources Environmental Protection Division conducts chemical and biological testing in various watershed basins throughout the state. There are three major rivers within the Middle Georgia region: the Flint, Ocmulgee, and the Oconee. The Department of Natural Resources (DNR) also accepts water quality monitoring data from various other state and federal agencies and universities provided DNR's stringent water quality monitoring standards are met.

The State of Georgia has specific quality standards for over 100 different chemicals, nutrients, and pathogens that can be found in streams. To test the biotic life of the stream, the DNR-Wildlife Resources Division has devised an index to determine the stream's ability to support biotic life.

When a stream either fails one or more of these standards or the biotic index of the stream is either poor or very poor, it is considered impaired and is placed on the U.S. EPA's 303 (d) list. There are two classifications of impairment, partially supporting and non-supporting of the use of the stream. This list is updated by the DNR every two years.

On the final 2002 303 (d) list there are 66 stream segments and two lakes in the Middle Georgia region that are considered impaired. Three of these streams and one of the lakes are in Baldwin County. Of these stream segments, 46 are in the Ocmulgee River Basin. Of those 66, 10 have been classified as non-supporting and the other 56 have been classified as partially supporting their water use classification of fishing. The criterion that is most often violated is Biota. In almost three out of every four of the impaired streams in the Middle Georgia region, the conditions to support biotic life are either poor or very poor.

The four water bodies located in Baldwin County that are on the final 2002 303 (d) list are: Big Cedar Creek, Tobler Creek, Town Creek, and Lake Sinclair. All these water bodies are located in the Oconee River Basin. The water use classification given to the creeks are fishing and the water use classification given to Lake Sinclair is recreation.

Big Cedar Creek and Town Creek have violated the fecal coliform criteria, Tobler Creek the biota criteria, and Lake Sinclair the temperature criteria. All four water bodies are listed as partially supporting. The only change in the final 2004 303 (d) list is that Big Cedar Creek was downgraded to non-supporting.

The Clean Water Act requires that for any impaired stream, a Total Maximum Daily Load (TMDL) report must be prepared. TMDL means that a stream can only handle a certain amount of pollutant in order for it to meet state water quality standards. If an overabundant amount of pollutant is present in the stream, then pollutant levels must be reduced. In some cases, such as sediment, no more material will be allowed to enter into the stream. TMDL reports have been completed for all the impaired stream segments in the Ocmulgee and Oconee River Basins that appeared on the 2000 303 (d) list. TMDL reports will have to be prepared for any new stream segments added in 2002 and 2004.

TMDL reports completed for the biota-impacted streams indicate that sediment is responsible for the problem. Possible sources of sediment are one or more of the following: erosion from crop and pasture land, unpaved roadways, timber harvesting, land disturbing activities from urban activity, and legacy sediment caused by poor farming and timber activities of the past. TMDL reports completed for fecal coliform violations indicate one or more of the following sources: wildlife, illegal dumping of animal verea in the streams, livestock grazing, misapplication of manure applied to pastureland and cropland, failure of septic systems, and urban development. TMDL reports completed for temperature violations indicate that the cause of increased temperatures are possibly due to one or more of the following: industrial waste water release, grazing, silviculture, or removal of riparian vegetation.

Following the development of the TMDL reports, the Georgia DNR or the Middle Georgia Regional Development Center (RDC) under contract with DNR, has prepared implementation plans to meet the pollutant load reduction targets set forth in the reports. These implementation plans outlined the existing regulatory and voluntary actions in place, new regulatory and voluntary actions to be enacted by the stakeholders, a timetable to enact the new actions, and a stream monitoring plan.

Source Water Assessment Plans

The amendments to the Federal Safe Drinking Water Act has brought about a new approach to ensuring safe and clean drinking water provided by public water supplies. The U.S. EPA is requiring all states to develop and submit comprehensive source water assessment plans for all source water intakes. The Georgia DNR Environmental Protection Division (EPD), the Sinclair Water Authority, and the Macon Water Authority contracted with the Middle Georgia RDC to prepare Source Water Assessment Plans (SWAPs) for several water source intakes in the Middle Georgia region. Three of those directly affect Baldwin County and the City of Milledgeville: Lamar Ham, James E. Baugh, and Lake Sinclair.

The SWAP study area includes an inner-management zone (seven-mile radius of the intake) and the outer-management zone (twenty-mile radius of the intake). The SWAP process is divided into three sections:

1. Inventory and analysis of water quality data;
2. Identification of potential sources of contamination; and
3. Establishment of overall water supply watershed susceptibility rankings.

For the identification of potential sources of contamination, the Georgia DNR EPD provides a list to be inventoried that includes: dairy, poultry, hog and cattle operations, airports, fuel facilities/underground storage tanks, mines/quarries, power plants, oil and gas pipelines, railways adjacent to or crossing over streams, roads adjacent to or bridges crossing streams. Using a methodology developed by the Georgia DNR EPD, each potential contaminant source was ranked based on its susceptibility of impacting the water source intake. Using these rankings, the overall susceptibility rankings were derived. The overall intake susceptibilities for each of the three intakes listed above are:

- Lamar Intake- Medium;
- James E. Baugh Intake-Medium; and
- Lake Sinclair- Low.

The potential contaminant sources that received a high susceptibility ratings for the three intakes are: Ham and Baugh Intake- Eatonton East Water Pollution Control Program (WPCP), Eatonton West WPCP, City of Eatonton sewer area, City of Milledgeville sewer lines along Tobler Creek and the Oconee River; Lake Sinclair Intake-Eatonton West WPCP and Eatonton Sewer Area.

Other Environmentally Sensitive Areas

Steep Slopes

The Middle Georgia region does have isolated examples of steep slopes. The majority of these are located north of the Fall Line. Most of the steep slopes in the region are associated with the Middle Georgia primary river systems and therefore addressed by the River Corridor Protection Act, as implemented by local governments.

In Baldwin County and Milledgeville, there are slopes that range from 10 to 25 percent. These slopes are located in two areas: east of the Oconee River along Stembridge Road and Kings Road and the northwest part of the county along Old Monticello Road. These areas are both heavily forested and have sparse residential development. These areas should be protected from heavy developments since such land use would likely impact the natural and scenic value. It is recommended that any future development be limited to the continuation of sparse residential.

Flood Plains

The flooding of land areas is usually the product of overflowing watercourses and surface run-off caused by sloping terrain. Floodplains are areas of level land that may be submerged by floodwaters at certain times. Such areas often serve as a natural buffer that absorbs overflows and therefore regulates flooding in higher elevations. These areas also serve to store, filter, and recharge groundwater supplies and may support biotic and animal life. As a result, non-selective or improper development of these areas may threaten these natural processes.

Milledgeville and Baldwin County both participate in the Natural Flood Insurance Program (NFIP), a federal program that allows property owners within participating communities to purchase federally backed flood insurance. Participating communities are required to implement floodplain management measures to reduce flood risks to new development. Milledgeville and Baldwin County have adopted a Flood Protection Ordinance to meet these requirements.

In compliance with other requirements under the NFIP, the Federal Emergency Management Agency (FEMA) has identified and mapped areas in Milledgeville and Baldwin County which are prone to flooding, based on the 100-year, or base flood. The 100-year flood is the national standard on which the floodplain management and insurance requirements of the NFIP are based. Development in these areas should be carefully monitored to protect the functional integrity of floodplains as well as the health, safety, and property of city and county residents.

According to the floodplain map of Baldwin County, several areas within the city limits of Milledgeville are susceptible to flooding. These areas are along the Oconee River and it's tributaries that run throughout the County. Continued enforcement of both City and County flood protection ordinances will minimize potential damage caused during flooding events. Development of the Oconee River Greenway will help ensure a buffer between the Oconee River floodplain and development in the City and County when flooding events do occur.

Soils

Soil plays a vital role in sustaining human welfare and assuring future agricultural productivity and environmental stability. Specific soils may act as a limiting factor for certain land uses. Highly erodible soils may need to be afforded increased protection, while poorly drained soils may limit the placement of septic systems. Soil scientists have provided us with a basic understanding of the physical, chemical, and biological properties and processes essential to such a complex ecosystem.

Differing soil types form from the interrelated processes of climate, organisms, parent materials, relief, and time. Data for the construction of soil maps is provided in the form of soil surveys. A soil survey describes the characteristics of the soils in a given area, classifies soils according to a standard system of classification, plots the boundaries of the soils on a map, and makes predictions about the behavior of soils. The different uses of the soils and how the response of

management affects them are considered. The information collected in a soil survey helps in the development of land use plans and evaluates and predicts the effects of land use on the environment.

The Middle Georgia region is composed of a variety of soil types. The Fall Line, which runs through Baldwin County, creates a natural grouping of similar soil types. North of the Fall Line, predominant soil types include: Madison, Davidson, Pacolet, and Cecil with intrusions of Boswell, Greenville, and Bibb soils. South of the Fall Line, major soil types include Orangeburg, Faceville, Lucy, Lakeland, Vaucluse, and Troup.

In Baldwin County and Milledgeville, the soils can be grouped into eleven associations. A soil association is a landscape that has a distinctive proportional pattern of soils. It usually consists of one or more major soils, for which it is named, and at least one minor soil. Soils in one association may occur in another, but in a different pattern. Soil associations found in Milledgeville and Baldwin County are grouped into three categories: nearly level soils on stream flood plains, very gently and gently sloping soils of the uplands, and strongly sloping and steep soils of the uplands. Below is a description of each category and suggested land uses from the Soil Survey of Baldwin, Jones, and Putnam Counties.

Nearly Level Soils on Stream Flood Plains:
In the one association of this group, the soils are nearly level and occur on flood plains along the Oconee River and larger streams. These soils are brownish to grayish, generally mottled, and have layers in the profile that range from sandy to loamy. They formed in alluvial sediments washed down from soil in the uplands. The Chewacla-Congaree-Wehadkee association has well drained to poorly drained soils that have loamy layers below the surface layer. This soil lies along the Oconee River, Fishing Creek, Commissioners Creek, Town Creek, Gumm Creek, and other small streams. Because of the flooding hazard, the major soils in these associations have severe limitations if used for utility construction or residential, recreational, commercial, or light industrial development as well as septic tank absorption fields. These areas should be limited to suitable wildlife habitat and supporting hardwood stands.

Very Gently and Gently Sloping Soils of the Uplands:
These soils are only partially found in Baldwin County, with larger areas being found in the northern part of Jones County and the western part of Putnam County. In Baldwin County, these soils are mostly located near the Oconee River and Lake Sinclair. In the seven soil associations of this group, the soils occur chiefly on ridge tops and interstream divides. Slopes associated with these soils typically range from 2 to 10 percent. The subsoil, or underlying layers, range from reddish to brownish or grayish in color. In the following associations, the soils formed in residual parent material weathered from such rocks as granite, gneiss, diorite, quartz, mica, and feldspar. The Davidson association contains well-drained soils with dark-red clayey sublayers. The best uses for this association are forestry and general farming. The Cecil-Vance association has well-drained soils with red to yellowish-red clayey sublayers. This association is best suited for cultivated crops with good potential for farming. The soils have moderate and severe limitations

for development or recreation because of the type and amount of clay present. The Helena-Enon-Wilkes association has moderately well drained and well drained soils with yellowish-brown, strong-brown, grayish-brown, or light olive-brown clayey sublayers. These soils are not the most desirable for farming. Areas with this soil are currently being used for residential, commercial, and manufacturing development. These uses have moderate and severe limitations for this soil type. This soil type also has moderate and slight limitations for recreational uses. The Iredell-Enon Association has well drained to somewhat poorly drained soils with light olive-brown, grayish-brown, and yellowish-brown, mottled clayey sublayers. This association is used mostly for pasture. Because the subsoil is clayey, this association has mostly severe limitations for dwellings and septic tank absorption fields. It has slight to severe limitations for recreational uses.

The following soils associations formed in sand and clay with a marine origin. The Ailey-Lakeland association has well drained to excessively drained soils with yellowish-brown to strong-brown loamy sublayers. This association is best suited for timber harvesting and cultivation crops. This soil type has moderate to slight limitations for residential, commercial, or industrial development and moderate to severe limitations for recreational uses. The Orangeburg-Norfolk-Red Bay association has somewhat poorly drained to excessively drained soils with grayish, mottled clayey layers or brownish loamy or sandy sublayers. This association is best suited for recreational, residential, and other forms of community development because of the mainly slight limitations. This is also the best soil association in the area for farming. The Susquehanna-Vaucluse-Lakeland association has somewhat poorly drained to excessively drained soils with grayish, mottled clayey layers or brownish loamy or sandy sublayers. This association is best suited for pasture or tree harvesting.

Strongly Sloping and Steep Soils of the Uplands:

In the four soil association of this group, the soils are strongly sloping and steep, occurring mainly on hillsides and narrow ridge tops. Soils in these associations are located primarily along portions of major stream banks and have slopes ranging from 10 to 35 percent. These associations surround seventy-five percent of Lake Sinclair and can also be found near the Oconee River, Fishing Creek, and along the Wilkinson County Line. The soils range from deep to shallow, are dominantly brownish to reddish in the subsoil, with textures ranging from sandy to clayey. Soils in the following associations formed in residual parent material weathered from such rocks as hornblende gneiss, quartz, mica, schist, and diorite. The Davidson-Gwinnett-Wilkes association has well drained soils with dark-red to light olive-brown clayey sublayers. Almost all of this association is currently used as forestland, including parts of the Oconee National Forest. Slopes in these areas are generally too steep for farming, with moderate to severe limitations for development and severe limitations for recreational use. The Cecil-Vance association has well-drained soils with red to yellowish-red, mottled clayey sublayers. Most of this association is in large, privately owned timber tracts as well as the Oconee National Forest. There are also a few cattle farms on this land. Steep slopes deter farming,

community development, and recreational uses. The Wilkes-Vance association has well-drained soils with light olive-brown to yellowish-red, mottled clayey sublayers. The majority of this association is used for forestry. The slopes and shallow depth to rock create severe limitations for farming and development. This soil type has slight to severe limitations for recreational use.

The following association formed in sandy, loamy, and clayey marine sediments. The Esto-Lakeland-Ailey association has well drained to excessively drained soils with reddish-yellow, light yellowish-brown and yellowish-brown, mottled clayey or loamy sublayers. Most of this association is currently in timber tracts. Because of steepness, this association does not have a high potential for farming, moderate to severe limitations for development, and mainly severe limitations for recreational use.

Soil Erosion

Soil erosion is moderate within Milledgeville and Baldwin County, but some places are very susceptible to the effects of rain and weather. The amount of erosion that occurs anywhere is influenced by the steepness of slope, rainfall intensity and duration, and the construction methods used in development. Erosion can be averted if soil conditions, including composition, permeability, slope, and carrying capacity are given careful consideration in the design and construction phases of development. Loss of soil can be minimized through proper installation and placement of control mechanisms such as sediment fences, vegetative cover, and retention ponds.

Eroded road banks are usually deposited in natural and man-made water channels. Excessive accumulation results in sedimentation, the greatest contributor of non-point source pollution. The state of Georgia addresses this problem through the Erosion and Sedimentation Act. Both Milledgeville and Baldwin County enforce their soil erosion and sedimentation ordinances.

Recommendations

Most of the soil associations present in Baldwin County and Milledgeville have slow or moderate permeability or improper slopes for septic tank absorption fields. The best course of action should be to expand the current sewage and water service to all parts of Baldwin County. This will reduce the chance of ground and surface water contamination because of improper sighting of septic fields. Other recommendations include the continued enforcement of the soil erosion and sedimentation, river corridor protection, wetland protection, groundwater recharge area, and water supply watershed protection ordinances. The implementation of the Oconee River Greenway plan will lead to further natural resource protection and appreciation of the natural surroundings that abound in Baldwin County and Milledgeville.

Plant and Animal Habitats

A habitat is a combination of environmental factors that provides food, water, cover, and space living species need to survive and reproduce. Habitat types in the Middle Georgia region include rivers, streams, lakes, ponds, wetlands, riparian areas, forests, and urban areas. Soils, climate, elevation, and human impacts all play a part in the ultimate formation of an existent habitat.

The predominant natural land cover type of the Middle Georgia region is mixed oak-pine forest vegetation. Major overstory species include: loblolly, longleaf, slash, and shortleaf pines; sweetgum; yellow poplar; and red and white oaks. Dogwood, gallberry, and farkleberry are major understory species. Common sweetleaf, American holly, greenbrier, southern bayberry, little bluestem, Elliott bluestem, threeawn, grassleaf goldaster, native lespedezas, and low panicums are minor understory species. Faunal species associated with this type of ecosystem include deer, bear, fox, bobcat, skunks, opossums, squirrel, armadillos, raccoons, quail, turkey, and may songbirds, especially warblers. In addition, a wide assortment of insects and reptiles has historically been included as members of the diverse ecosystems that make up the Middle Georgia region.

As in many other areas, the Middle Georgia region is experiencing a drastic change in habitat makeup as a result of ongoing development. Transitory species and mixed succession land covers have long been a part of the landscape. As forests were cleared, farms created, and then later abandoned, the resulting landscape showed these effects. A patchwork of established natural and planted forests, cleared and overgrown fields, and small pockets of urbanized areas connected by rural transportation networks, streams and rivers, have been the predominant habitat landscape for the Middle Georgia region. This landscape, while not historically natural, has allowed for a wide diversity of species to flourish. In more recent times, the area has experienced, and continues to experience, extensive development along transportation corridors. Urbanized areas are creating habitat for species generally associated with these otherwise wild environments.

Endangered and Threatened Species

The Endangered Species Act provides a program for the conservation of threatened and endangered plants and animals and the habitats in which they are found. Such species include birds, insects, fish, reptiles, mammals, crustaceans, flowers, grasses, and trees. In the United States, as of March 2005, there were 389 endangered and 129 threatened species of animals and 599 endangered and 147 threatened plant species. In the state of Georgia, as of March 2005, there were 43 endangered or threatened species of animals and 23 endangered or threatened plant species.

Regionally, the most significant endangered or threatened species is the red-cockaded woodpecker. The abundant pine forests of the region, and much of the State, provide potential homes for this woodpecker. Both the Piedmont and Bond Swamp National Wildlife Refuges support habitats for this endangered species. Privately owned forestlands also are potential habitats for this bird.

The commercial timber industry in the region, for both lumber and pulpwood, is a threat to the habitats of the red-cockaded woodpecker. Fortunately, many of the habitats have been identified, and a moderate level of protection exists. The known habitats in the Bond Swamp and Piedmont National Wildlife Refuges are under the oversight of the federal government and thus have management plans in place for protection. The red-cockaded woodpecker and the Southern Bald Eagle also come under the protection of the Endangered Species Act. The regionally identified habitat for the Southern Bald Eagle is part of Bond Swamp and protected under federal ownership.

Endangered species and species habitats located outside of nationally managed land are not as well documented. While the presence of such species is recorded in the Middle Georgia region, little awareness exists at the public level. Land use plans do not specifically identify methods for the protection of these species.

Two animals listed as protected are specific to Baldwin County and Milledgeville. The Bald Eagle, protected at both the Federal and State level, and two species of fish, the Robust Redhorse and Brassy Jumprock, protected at the State level. There are no threatened or endangered plants or natural communities in Baldwin County or Milledgeville. The present ordinances concerning water resources, river corridors, and erosion and sedimentation control should be instrumental in helping protect the threatened fish's habitat in Baldwin County. The presence of the timber industry and maintained forestland should be instrumental in protecting the Bald Eagle's habitat.

Significant Natural Resources

Scenic Areas

The Middle Georgia region is a beautiful and intrinsic element of Georgia. Rich in history and culture, the area is considered a tourist destination for thousands of visitors every year. There are several scenic areas throughout the Middle Georgia region and while these are considered locally important, most are not considered regionally significant.

The two specific scenic areas considered regionally significant are the Ocmulgee River Plain Corridor and the Oconee River Corridor. Both of these resource areas include dynamic natural ecosystems, important historic and archaeological sites, and cultural landscape defining characteristics. While there has long been grassroots' interest in highlighting and providing protective enhancements to these areas, it is only recently that a concerted effort amongst various stakeholders has begun to take shape.

Several Scenic Byway programs underway across the region represent cross-jurisdictional efforts that seek to highlight, enhance, and preserve the aesthetic cultural and natural aspects endemic to the region.

The National Scenic Byways Program is part of the U.S. Department of Transportation, Federal Highway Administration. According to the Administration, the program is a grass

roots collaborative effort established to help recognize, preserve, and enhance selected roads throughout the United States. Since 1992, the National Scenic Byways Program has provided funding for almost 1,500 state and nationally designated byway projects in 48 states. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational, and scenic qualities.

In Georgia, the Georgia Department of Transportation (GDOT) administers the Scenic Byway Program. GDOT has defined a Georgia Scenic Byway as any designated highway, street, road, or route that features certain intrinsic qualities that should be protected or enhanced. To obtain designation, a local sponsor must complete a multi-stage process of identifying a route, submitting an application, developing a Corridor Management Plan (CMP), and receiving approval by the GDOT.

The application defines the proposed route for the byway, supplies documents showing local support of the byway, and assesses the intrinsic qualities and potential issues of the route. The CMP, with significant public involvement, documents the vision for the byway and what steps will be taken to achieve the goals of promotion, preservation, and development. Defining qualities considered may be scenic, historic, natural, archeological, cultural, or recreational in character. It is theses qualities that give the byway its character and appeal.

The following provides a description of the benefits and intended effects of the program as outlined by GDOT.

Purpose and Benefits of Byway designation

The purpose of designating routes is not only to display the historic character and natural beauty of Georgia, but also to allow communities to take an active role in protecting their resources, while at the same time creating new economic development opportunities along the routes. Specifically, the benefits of designation can be divided into five broad categories:

1. **Recognition**

   The recognition of a route by local leaders and GDOT will, no doubt, foster local pride in the route and the intrinsic qualities along it. Only designated byways will be permitted to display the Georgia Scenic Byways logo. GDOT will produce logo signs and place them along designated corridors. The logo may also be used on State transportation maps to identify designated byways. In addition, GDOT and other State agencies may produce marketing materials that showcase the attractions along Georgia's Scenic Byways.

2. **Interpretation Assistance**

   Scenic byways are links to Georgia's past. The buildings and landscapes along a byway tell the story of the people who lived along the route. Local byway organizers will interpret their stories and make them accessible and interesting to visitors. The Georgia Scenic Byways Program will be available to help provide local groups with on-site technical assistance to interpret their byway.

3. **Planning for Protection/Managed Growth**

   Local citizens and groups along each designated byway are required to establish and implement their own CMP to identify and protect the byway's character. This CMP is a key element in the Georgia Scenic Byways Program. It provides a mechanism whereby individual citizens can work together to protect the resources and heritage along designated byways. The process also provides a framework for participating in the comprehensive plan for the region by clarifying the community goals for the amount, type, and location of future development.

4. **Promotion and Marketing**

   The Georgia Scenic Byways Program is linked to the other promotional efforts throughout the state. The Georgia Department of Economic Development advertising program may feature attractions along designated scenic byways, and the DNR may work with local groups to help develop their resources. In addition, businesses along designated corridors may also be permitted to use the Georgia Scenic Byways logo in their promotional materials.

5. **Training and Technical Assistance**

   The designation process for the Georgia Scenic Byways Program is intended to be easy to follow. To assist local citizens, GDOT will work with the RDCs to help local leaders learn more about the program. In addition, local groups may request individual site visits. GDOT will provide advice at any point in the designation process.

Byway Programs in Baldwin County: Highway 112 Scenic Byway

The proposed Highway 112 Scenic Byway would begin at the Highway 112 and Interstate 16 interchange near Allentown in Wilkinson County and would terminate at the intersection of Highways 22 and 24 in downtown Milledgeville. Based on early research, there are many existing historic, scenic, recreational, and cultural assets that have been documented along or near this route. The proposed Highway 112 Scenic Byway has received pre-approval from GDOT and is now awaiting the development of the application. Once the application process is completed, Milledgeville and Baldwin County can start receiving the benefits of the scenic byway designation program through tourism and economic development.

Prime Agricultural or Forest Land

According to the Georgia Forestry Commission approximately 118, 900 acres, or 71.89% of the total land area, is forest in Baldwin County. The major forest-type groups are: Longleaf Slash Pine, 2,600 acres; Loblolly Shortleaf Pine, 66,700 acres; Oak-Pine, 20,000 acres; Oak-Hickory, 18,600 acres; and Oak-Gum-Cypress, 2,200 acres. There is no National Forest or other federally owned forestland in Baldwin County. The agencies own the remainder of the land: the state of Georgia owns 2,600 acres; Baldwin County and other municipalities own 300 acres; the forest industry owns 9,200 acres; 6,600 acres are corporately owned; and non-industrial private individuals own the largest share with 100,200 acres. T & S Hardwoods is the one remaining industry in Baldwin County that utilizes local timber, employing approximately 100 people. Protecting these resources is not only good for the environment, but the local economy as well.

Major Parks, Recreation and Conservation Areas

Oconee River Corridor

The Oconee River Greenway is a project currently being developed to explore the requirements and possibilities for effective stewardship management of this important natural and cultural resource of the Middle Georgia region. The area being examined extends from Lake Sinclair through Wilkinson County and further into the adjacent region. The Oconee River Greenway Authority, established in the 2002 State of Georgia legislative session, has a mission to:

- Plan and manage the Oconee River corridor;
- Provide increased recreational benefits, including trails for hikers, joggers, and non-motorized bicycles;
- Provide opportunities for education to protect archeological and historic sites;
- Promote stewardship of natural resources through education, ongoing planning and maintenance; and
- Promote economic development in Middle Georgia.

The goal of the Oconee River Greenway Authority is to construct a series of parks along the Oconee River and to connect those parks with a trail. The idea started as a riverwalk in connection with a hotel and conference center to serve the downtown area of Milledgeville. This idea evolved into the current greenway project. Georgia Military College and Georgia College and State University are still researching the hotel and conference center idea. The initial park will be placed near the major population center, Milledgeville, immediately south of the Hancock Street bridge and extend to Fishing Creek. Before this first phase can be initiated the Authority must raise funds to complete environmental, historic, and archaeological studies at the site. These studies must be completed before they can receive federal funds for construction. The park will include a fishing pier, boat ramp, and staging area with handicap access; a playground with tables; open spaces for public enjoyment; a trail with park benches placed at strategic points to capitalize on the beautiful vistas along the river; and an uninterrupted trail with

interpretive markers, storyboards, and kiosks for educational purposes. Land for the project has been and continues to be acquired from Milledgeville, Georgia Military College, the Daughters of the Revolution, Central State Hospital, and Georgia Power. The expectation is that interest in the project throughout Baldwin County will heighten interest throughout the region, therefore stimulating concurrent compatible projects throughout the watershed.

The greenway will promote economic development by creating streets that connect to downtown Milledgeville. This will divert traffic into the downtown area instead of around it, benefiting commercial establishments as well as tourism in the area. Historical aspects to be highlighted by the greenway include: bridge sites that played an important part in Georgia's and the United States' early history, the site of one of the first power plants in the region, and re-creation of Native American civilizations along the river.

The following parks are located in the Baldwin County and City of Milledgeville area.

Walter B. Williams Park: Maintained by the Baldwin County Parks and Recreation Department, this park provides softball and baseball fields, a gymnasium, playground, walking and running trails, and a pool.

Rocky Creek Park on Lake Sinclair: Maintained by Georgia Power, this park provides access to a boat ramp with fishing and swimming areas.

Central City Park: This Park is located in the City of Milledgeville on Tatnall Street. This park provides a playground and picnic area as well as baseball and softball fields.

Bartram Forrest: Maintained by the Georgia Forestry Commission, this park is a wonderful natural and cultural resource for Baldwin County. The forest was named after the great American naturalist, William Bartram, who walked through the forest in 1775. The area provides hiking and biking trails (three looping trails cover this natural wonder), camping spots by appointment, a labyrinth, and bird watching. Native Americans inhabited the forest during the eighteenth century and the property was part of the 4000 acre Farish Carter plantation in the early 1800's. In 1872, 1700 acres were given to the Georgia State Lunatic Asylum and used as a colony farm for the patients. The land was deeded to the State of Georgia in 1954 and opened to the public as an educational forest in 1999. Today, educational hiking trails allow visitors to see centuries of abundant wildlife, natural wetlands, and an erosion ravine with soil that is a remnant of the ancient shallow seas that covered Georgia 50 to 100 million years ago.

In Baldwin County and Milledgeville there are several trails to entice mountain and trail bikers.

Georgia College or Highway 49 Trails in Milledgeville: These trails encompass 8 miles of rough terrain. With single and double-track trails, the gentle paths become rocky, rooty, steep, twisty, and soggy.

Selma Erwin Nature Trail in Milledgeville: These trails are 4 miles of single-track loop trails that are fairly technical with many climbs and descents.

For those who enjoy the slower pace of nature, there is the Lockerly Arboretum, a private, non-profit educational support facility in Milledgeville. Located on 45 acres, there are nature trails highlighting different flowers, shrubs, and trees. Visitors can also see herb and butterfly gardens along with tropical and desert greenhouses. Admission to the grounds is free of charge and tours of Lockerly Hall can be arranged through the Milledgeville Convention and Visitors Bureau.

Significant Cultural Resources

Baldwin County and the City of Milledgeville offer a great variety of historic sites and structures. The county was created by a legislative act in 1803, providing for the location of a new more centrally located capital to be named in honor of John Milledge, a former Georgia Governor. Milledgeville is located on undulating lands in the vicinity of several springs that provide an effective fresh water supply. The original city contained sixteen lots of 202 1/2 acres each for a total of 3,240 acres. These lots were sold to raise funds for the construction of the statehouse and other public buildings. In 1810 the town was divided into four wards with the boundaries formed by the intersection of Washington and Jefferson Streets, located within the present day historic district.

Milledgeville is one of only two planned capitals in the United States, Washington, D.C. being the other. This former capital city has a unique town plan and a significant collection of architecture. The town plan, designed on a grid, includes wide avenues with median spaces and three intact public squares. One square is the site of the Memory Hill cemetery where some of Georgia's most notable former citizens are buried. The architecture includes several important public structures. Residential, commercial, and other institutional styles represent over 150 years of architectural development in Georgia. The large numbers of federal-styled buildings reflect the city's importance in the early 1800's. These finely proportioned buildings stand alongside exuberant examples of the Victorian period. In some cases former federal styles were remodeled to reflect Victorian era designs. The City also contains a large collection of early-20th century buildings.

The unique qualities of Milledgeville were recognized when the city was placed on the National Register of Historic Places on June 28, 1972. The intact condition of the historic buildings and landscape features resulted in the entire city being nominated as a single historic district. The district boundaries encompassed all of the area included in the original town plan, the present day commercial business district, campuses of Georgia College and Georgia Military College, Memory Hill Cemetery, and several residential neighborhoods with the Oconee River forming the eastern boundary of the district.
Interest in historic Milledgeville has accelerated in recent years. A number of adaptive use projects throughout the district have resulted in the retention of older buildings by changing the uses of these structures. These projects have assisted in historic preservation

being used as a tool for local economic development. The Milledgeville/Baldwin County Convention and Visitors Bureau markets the city for its historic interest by offering several opportunities to explore the historic district including a trolley tour and a self-guided walking tour. The Old Governor's Mansion recently reopened to the public after an extensive renovation giving tourists and residents a change to experience an important part of Milledgeville's and Georgia's history.

Milledgeville became a participant in Georgia's Certified Local Government (CLG) Program following the passage of a historic preservation ordinance and the creation of the Milledgeville Historic Preservation Commission. The ordinance established a local historic district, referred to as the Milledgeville Historic District Overlay, and charged the Commission with the review of design changes within the district to maintain the area's special historic qualities. The Milledgeville Historic Preservation Commission has designated more restrictive boundaries for the historic district than those previously determined by the National Register of Historic Places.

The Milledgeville Historic District has approximately 430 buildings within its boundaries, including the Baldwin County Courthouse. The District is bounded by the following streets: Thomas Street to the north, Elbert Street to the east, and Franklin Street to the south, and the Central Georgia Railroad to the west. Below is a table that lists properties located in Milledgeville and Baldwin County that have already been placed on the National Register of Historic Places along with the date they were listed.

Many other historic buildings and areas are located throughout Baldwin County and the City of Milledgeville. Recent efforts by members of the African-American community have called long-overdue attention to important resources such as the Sallie Ellis Davis House,

PROPERTY	DATE LISTED
Former Governor's Mansion	5/13/70
Old State Capitol, Georgia Military College	5/13/70
Atkinson Hall, Georgia College	1/20/70
Milledgeville Historic District	6/28/72
Victorian Store House, Central State Hospital	6/15/78
Powell Building, Central State Hospital	7/20/78
Boykin, Major Francis House	11/14/78
Barrowville (Col. William McKinley House)	1978
Rockwell/Samuel House	1978
Rutherford, John House	1978
Thalian Hall	1978
Old State Prison Building	5/8/79
Woodville	1979
Andalusia	1980
Roe/Harper House	1986
Westover	1987
Coleman/Hogan House	1993
Fowler Apartments	1997
The Hammond Place	2003

the Clarke Street - Franklin Street - Flagg Chapel area, Eddy School, Morgan Chapel and Hawkins Cemetery. Theses efforts include a brochure highlighting these specific areas titled *African American Heritage*. This brochure is currently distributed by the City's visitor center. These efforts should be expanded to ensure a complete historic perspective is available for citizens and visitors alike.

One home not listed on the National Registry of Historic Places, but just as important to the history of Baldwin County, is Lockerly Hall. Formerly know as Rose Hill, the house is located on the grounds of the Lockerly Arboretum. Unlike many other antebellum homes in the area, Lockerly has not been significantly altered or added to, and thus the observer does not lose the original vision of its designer. At the time of its construction, both the site and the home now known as Lockerly Hall bore the appellation Rose Hill, named for the abundance of Cherokee roses that grew in the area. It was not until the early twentieth century that the name Lockerly appeared, after the Hatcher family purchased the home.

Archeological Resources

Located off Highway 24 on Indian Island Drive lies two Native American mounds. One, a burial mound, was built in the Woodland era while the other, a temple mound, was built in the Mississippian Era. Both mounds sit between the Oconee River and an unidentified swamp. The Native American mounds are still in relatively good shape but are not easily visible due to growth of pine trees and other foliage in the area. This camouflage does assist in the prevention of vandalism, which has been a problem in recent years. It is important that these mounds be preserved to ensure their presence can be enjoyed in the future.

Fort Wilkinson, located off Vinson Highway, was established in 1797 on Georgia's Indian boundary. Garrisoned by soldiers whose families lived outside the stockade, it was an early trading house where Creek Indians were provided agricultural supplies under the Treaty of New York (1790). In 1802, a treaty was signed at Fort Wilkinson that enabled Indian titles to be bound as far westward as Commissioner Creek. This land was to be included in the Georgia land lottery of 1805. In 1807, the garrison was moved to Fort Hawkins on the Ocmulgee River, following the expanding perimeter of Indian land sessions.

Assessment

The City of Milledgeville's Historic Commission oversees the preservation activities for the Historic District of the City. A commission or group for historic preservation to oversee the remainder of Milledgeville and the unincorporated areas of Baldwin County that was called for in the previous comprehensive plan remains absent. To ensure that all historic buildings, structures, and sites in Milledgeville and Baldwin County are preserved, a countywide commission should be formed. Another alternative would be for the implementation of a County Historic Commission along with the expansion of the current City Commission to ensure that the entire city is represented in preservation activities.

If Baldwin County and the City of Milledgeville are to continue to capitalize on the tourism potential that the historic sites and structures of this community offer, both the County and the City must continue to aggressively support and encourage efforts to identify, to preserve, and to protect these resources.

Private residences in historic neighborhoods contribute significantly to the current inventory of local tourist attractions. For the most part, these properties are restored and preserved through the efforts of private citizens. If the County and City are going to realize the full economic potential of tourism, it is essential that property owners continue to feel secure in investing their money and time in the preservation of these homes. The cities and towns that have realized great economic rewards from their historic resources understand that this goal can only be achieved when the property owners know that their efforts will be protected by local governments that are mindful of the sensitive issues involved in the preservation of historic residential neighborhoods.

The historic fabric of Milledgeville contains many interrelated threads of commercial, residential and institutional usages that are interwoven to create the total historic environment. Future planning must be cognizant of this interrelationship and provide for careful evaluation of all development to insure that it will not upset this delicate balance between competing uses.

Regionally Significant Resources

A regional natural and historic resources task force created the following list as the basis for their discussions regarding possible definitions of "regionally significant":

- Recognition of national importance by some entity such as the Georgia or National Register;
- Only one such resource in the entire region;
- Shared history, an impact on a shared history;
- Personal impact, a part of the region's history;
- Tourism equals economic impact, dollars generated by the resource; and
- Attachment to a figure or event of wider importance than just local.

One or more of these six qualifiers were used to determine those historic resources that might be considered as regionally significant. Three National Historic Landmarks are located in the Middle Georgia region. Of these three, one is located in Milledgeville, the Old Governor's Mansion, previously discussed in this element.

Other Natural Resources and Events

The climate of the Middle Georgia region is temperate and characterized by hot summers and mild winters. The average annual maximum temperature for the Middle Georgia region ranges from 59º F in December to 91º F in July. The average minimum temperature ranges from 38.8º F in December to 71º F in July. In Baldwin County the average temperatures run slightly lower than the rest of the Middle Georgia region. The

average annual maximum temperature ranges from 51.8º F in December to 83.1º F in July, and the average minimum temperature ranges from 31º F in December to 65º F in July. In the Middle Georgia region the average annual total precipitation is 44.78 inches. Baldwin County has a bit more annual precipitation with an average of 60.4 inches of total precipitation per year.

Threats from natural disasters are in the form of hurricanes, tornadoes, flooding, and wildfires. Seasonal drought is also a reoccurring problem for this region. The United States Geological Survey (USGS) rates the Middle Georgia region high in terms of hurricane and tornado risk due to the favorable climatic conditions and the documented frequency of these events. From 1950-2003, 81 tornado events occurred in the Middle Georgia region. While many storm events associated with hurricanes were experienced during this same time period, it is noted that from 1959-1989, there were no major hurricanes (i.e. Category 3 or more) to affect the Middle Georgia region. In July 2003, tropical storm Bill moved across the Middle Georgia region causing flooding and wind damage. In 2004, five hurricanes made landfall in the United States. Two of these had a huge impact on the Middle Georgia region. In September 2004, Frances and Jeanne had both been downgraded to tropical storms when they moved over Georgia causing widespread flooding and wind damage. These events proved that hurricanes and tropical storms are an imminent threat in any given year and the region must be prepared for the possibility of future storm events of this magnitude or greater.

The Middle Georgia region also lies directly along the coastal emergency evacuation route. When hurricane events are predicted, coastal residents and visitors descend on the area in droves. This has caused extreme shortages of lodging during such events. It would be prudent for the state, coastal regions, and receiving regions to coordinate in developing plans and procedures to manage the influx of evacuees during this time. As with all such natural risks, there is an extremely elevated awareness during and immediately following such events but this consciousness begins to reduce exponentially shortly after the event.

Impact of Other Policies and Activities in the Plan

Throughout this comprehensive plan update, it has been the intent to recommend policies and other activities related to economic development, public facilities and infrastructure, housing, and land use development that are consistent with the protection and preservation of Baldwin County and the City of Milledgeville's sensitive natural and historic resources. With this said, local and regional officials should give consideration to the area's natural and historic resources when making decisions related to the development of their community, with the intent of striking a balance between environmental and development needs.

Community Facilities and Services

The maintenance and construction of community facilities are essential to the protection of the quality of life, health, safety, and welfare of the public. Community facilities should enhance the community's character and provide a sense of place. These facilities should also be environmentally sensitive, consistent with the urban form, maintain desired levels of service where applicable, maximize existing infrastructure, as well as be cost efficient. Infrastructure is one of the most critical community facilities in relation to the economic development capabilities of Baldwin County and the City of Milledgeville.

The community facilities and services element of this plan inventories and analyzes the current and future adequacy of significant public facilities and infrastructure in Baldwin County and the City of Milledgeville. It discusses the possibility of joint approaches to service provision between regional entities where appropriate.

General Government Facilities

Senior Citizens Center

The Baldwin County Senior Citizens Center, located at 1131 Jefferson Street, employs one van driver, one part-time van driver and one community services employee. All are under the supervision of the executive director. The center is open from 8:30 am to 1:30 pm Monday through Friday. Breakfast and lunch are provided along with recreational activities. Applications can be filled out at the center or through the Council on Aging. With 2,760 square feet there is adequate space for the next twenty years. The center was rehabilitated in 1989 when a new roof, sub-flooring, and flooring were installed along with various cosmetic changes.

Although there is adequate space, the center is in need of an institutional kitchen for on-site meal preparation. Presently the meals are purchased from a vendor and delivered to the center daily. An institutional kitchen would save money by allowing on-site meal preparation.

City and County Government Facilities

Milledgeville City Hall completed a renovation of its existing building in 1985. Presently City Hall contains approximately 9,000 square feet. This facility houses all city departments along with the council chambers which is used for meetings, public hearings, and other municipal functions.

The second of Baldwin County's courthouses was constructed in 1886 on Hancock Street and housed the majority of the county's administrative offices. In April of 1988, a study was completed to determine needed space to fully accommodate those departments. The study revealed a total of 18,735 square feet was needed for administrative space. The courthouse had 11,058, which did not include the courtroom.

In 1990, planning began on a new courthouse. After local option sales tax referendums were approved in 1990 and 1992, construction of a new courthouse began in 1995 and was completed in 1997 on Wilkinson Street, across from the former courthouse, in Milledgeville. The former courthouse was then sold to Georgia College and State University and is currently undergoing renovations for use by the University.

Educational Facilities

Baldwin County and the City of Milledgeville are fortunate in that facilities are present that represent all levels of education, starting with pre-K and continuing through postgraduate studies. The Baldwin County School system is the only public school system in the county; the City of Milledgeville does not operate a separate system. Several private educational institutions are present in the County with offerings from pre-K to 2-year college degrees.

There are 11 preschool/developmental day care centers located throughout Baldwin County and the City of Milledgeville. Within the Baldwin County School system there are four elementary schools, one middle school, and one high school. Private schools in the area include: John Milledge Academy, Faith Christian Academy, Heritage Christian Academy, and Georgia Military College.

John Milledge Academy provides instruction for pre-K, elementary, middle, and high school students. Faith Christian Academy serves students from kindergarten through 11th grade. Heritage Christian Academy and Georgia Military College serve students from 6th through 11th grade.

Telecommunications

Telecommunications will continue to be increasingly significant in education, business, and everyday life in Middle Georgia over the next 20 years. Some of the more significant features of the region's telecommunications infrastructure include:

- Middle Georgia is comprehensively served by phone lines and fiber optic networks.
- Cable television companies serve the urban and rural populations of the region.
- Several local Internet service providers in addition to the major national providers help provide the region with competitive Internet capabilities including dial-up, DSL, and other high-speed service.
- The demand for cell phones and quality cell phone service has increased dramatically over the last decade. National companies who provide this service are scrambling to not only increase the coverage area in the region and improve the quality of the service, but also meet the changing array of services that cell phones can provide along with the customer's demand for these services. Many local governments in the region are facing the challenge of how to regulate the growing demand for cell phone towers in lieu of the restrictions placed upon them by the Telecommunication Act of 1996.

Having an excellent telecommunications network will be critical in the 21st Century to meet the demands for business, industry, and residents. Communities in the region that position themselves with this type of network will be the leaders in attracting new jobs and residents into their area.

Baldwin County and the City of Milledgeville have service providers in all of these fields. Alltel provides local and cellular phone service. They also provide dial-up and DSL Internet services. Charter provides traditional and digital cable service, as well as high-speed Internet connections.

Energy

An important community infrastructure that is often overlooked in the regional planning process, but has an enormous impact on the economic development vitality of a community, are energy sources such as electricity and natural gas. This section takes a look at the electricity and natural gas network in the Middle Georgia region, along with its strengths, weaknesses, threats, and opportunities.

Electricity

The Georgia Power Company, the Municipal Electric Authority of Georgia, and the Oglethorpe Power Corporation supply electricity to the Middle Georgia region. The Georgia Territorial Electric Service Act passed in 1973 provided a statewide-interconnected transmission system. This agreement eliminated the need for duplicate transmission delivery systems from generating plants.

Electrical infrastructure is one area in which the Middle Georgia region is very strong, including availability and affordability of power. Matching the demand created by Georgia's enormous growth during the last decade, three Georgia Power plants (Scherer, Bowen, and Vogtle) were among the nation's top ten generating plants in 2000. Electricity prices for large customers in Georgia compare favorably with prices in other states.

Unlike water and wastewater issues for small local governments, supply, capacity, and maintenance of electrical infrastructure have been a manageable issue for the larger private companies due to the sheer volume of revenue generated. However, municipal electrical providers around the state, such as the City of Forsyth, which have a smaller base from which to draw revenue, have limited funds for desired expansions. There are also few sources of outside funding available to make improvements to the local systems.

Georgia Power recently closed and decommissioned Plant Arkwright in Bibb County and has opened Plant Wansley in Heard County, a gas-powered generation plant. This plant not only provides the capacity lost by Plant Arkwright, but also generates enough excess power to allow Georgia Power to begin the closure of other aging facilities.

In the last decade, there has been increasing federal and state regulation with respect to air quality. There are two major coal-burning electrical generating plants in the Middle Georgia region that are increasingly threatened by additional air quality regulations; Plant Scherer on

Lake Juliette in Monroe County and Plant Harley Branch on Lake Sinclair in Putnam County. To illustrate this point, the portion of Monroe County that includes Plant Scherer has been placed on EPA's non-attainment list for exceeding national ambient air quality standards for ozone. The impact of this designation on the operation and future of Plant Scherer is not certain at this time.

Water Supply and Treatment

Characteristics of Regional Water Resources

Two major natural factors determine the water resources of Middle Georgia: (1) the region is divided between three major river basins; the Oconee, Ocmulgee, and Flint; and (2) the Fall Line bisects the region east to west, separating the Piedmont from the Coastal Plain. Lands north of the Fall Line (in the Piedmont) sit on crystalline rock formations. These lands have limited groundwater resources. Lands in the Fall Line Hills to the south of the Fall Line (in the Coastal Plain) have abundant groundwater because they are above the Cretaceous and Floridian aquifer systems. The location of the Fall Line in the region largely determines the use of either groundwater or surface water sources for public water systems. Bibb and Baldwin counties and the cities of Forsyth and Milledgeville use surface water resources. All other governments with public water systems in Middle Georgia use groundwater sources.

Utilization of Water Supply

Baldwin County and the City of Milledgeville obtain their surface water from the Oconee River. These areas, along with the rest of Middle Georgia, draw their water supply in two ways: (1) public water systems and (2) private wells. Areas that are not served by public water systems rely on public wells.

Public water is considered to be a fundamental urban service. Every city in Middle Georgia is served by public water. Most public water systems serve some unincorporated areas, though in many cases, such areas are not extensive. Bibb, Houston, Jones, and Baldwin Counties have public water service covering large sections of their unincorporated areas.

Several small, unincorporated communities in the region have water systems not inventoried here. These community systems are reported to have sufficient capacity to meet the needs of the next 20 years. The unincorporated community of Haddock in Jones County is an exception because in order to accommodate significant current and expected future residential growth its old water system will need refurbishing, or the community must tap onto another system. Jones County recently received a grant to extend a line from the Haddock community to the Macon Water Authority's distribution system.

According to the 2004 Georgia Economic Profile, produced by the Georgia Department of Industry, Trade, and Tourism, the water treatment capacity of the Baldwin County and Milledgeville water system is 9,000,000 gallons per day. Average daily use and treatment capacity are currently at 78.6% for the system. The storage capacity of the system is 3,200,000 gallons per day. There are no expansions currently planned for the system.
Analysis of Water Supply Issues

Middle Georgia's plentiful water supply is effectively utilized through public water systems and private wells in the region. Water resource concerns in the region include the following:

- The protection and monitoring of the quality and amount of water in the aquifers serving the counties below the Fall Line and the protection of the Oconee River, Ocmulgee River, and Lake Sinclair from pollutants because of their proximity to existing or proposed water supply intakes.

- Implementation of the DNR Criteria for Environmental Planning for groundwater and surface water protection will be a crucial step towards mitigating the above concern and ensuring that abundant clean water supplies for the whole region continue throughout the planning period and beyond.

Where public water systems serve both incorporated and unincorporated areas, they serve multi-jurisdictional areas; however, most public water system service areas remain within county lines. Such water systems can still be considered essentially local operations.

Distribution systems in the Middle Georgia region that either currently crosses county lines or will in the near future include The Macon Water Authority, Fort Valley Utilities, and Sinclair Water Authority. These systems stand out as examples of response to the need for inter-jurisdictional cooperation and service provision.

The Sinclair Water Authority has been established to provide water service to the northern portion of Baldwin County and the southern portion of Putnam County. This area has experienced low water pressure in the past from a series of private wells, and coupled with the fact that this area is transitioning to more permanent residents, there is a tremendous need for a reliable water supply. The Authority's first objective is to construct a water treatment facility on Lake Sinclair at the mouth of Rooty Creek. Once this is completed, the Authority will proceed with the development of a distribution system to better serve existing and future residents in the area. At this time, all permits have been issued, making the Sinclair Water Authority the final entity to be granted withdrawal rights from the Oconee River.

Sewerage Systems and Wastewater Treatment

Public sewer systems are used for sewerage disposal and treatment where available in Middle Georgia. Septic tanks or private sewerage disposal systems are used in other areas. Like water, sewer service is considered to be a fundamental urban service. Water and sewer service areas generally overlap, but there are places where public water service is available but public sewer service is not. These areas are:

- The cities of Allentown, Culloden, Danville, Irwinton, McIntyre, and Toomsboro.

- Extensive parts of unincorporated Houston and Jones Counties. The Macon Water Authority serves a small section of the southern portion of Jones County and treats effluent coming from the River North Subdivision. Jones, Monroe, and Baldwin Counties maintain the sewer collection system in the River North Subdivision.

According to the 2004 Georgia Economic Profile, produced by the Georgia Department of Industry, Trade, and Tourism, the sewage treatment capacity of the public sewer system in Baldwin County and the City of Milledgeville is 10,500,000 gallons per day. The system is currently operating at 47.6% capacity. There are no expansions planned for the system at this time.

Analysis of Sewerage Issues

Effective sewage treatment is important for protecting water quality and human health and welfare from the effects of polluted wastewater. Most cities in the Middle Georgia region have adequate public sewer service.

The six small cities in the Middle Georgia region lacking sewer service may face environmental, public health, and economic development disadvantages. Because of the tremendous capital cost and long construction lead times, local governments should carefully monitor sewage treatment systems. Local governments could benefit from more effective integration of sewer facilities when planning for economic development, land use, and other infrastructure such as roads and schools.

Other Facilities and Services

Fire Protection

The Baldwin County Fire Department utilizes sixty volunteer fire fighters and employs thirty-three full-time paid fire fighters, eleven part-time paid fire fighters, three shift captains, one chief for training, and one assistant chief, all under the supervision of the fire chief.

The Department now has eight stations located throughout Baldwin County. The following is a list of each station, its location, and the type of equipment at each station's disposal.

Hardwick Fire Station (Allen Memorial Drive):

Constructed in 1980	Department headquarters
9312 sq. ft.	1 1250 GPM Pumper with 1000 Gal. Tank
1 Heavy Duty Rescue	1 500 GPM Tanker with 2500 Gal. Tank
1 Hazmat Truck	2 Light Duty Utility Vehicles
2 Light Duty Rescue Boats	1 Heavy Duty Rescue Boat

Central State Hospital Station (Mobley Road):

Date of construction not available 4000 sq. ft.
1 1500 GPM Pumper with 300 Gal. Tank
1 1250 GPM 85' Aerial Bucket Truck with 300 Gal. Tank

Carr's Station (Carr's Station Road):

Date of Construction not available 3528 sq. ft.
1 1000 GPM Pumper with 1000 Gal. Tank

Coopers Fire Station (Coopers Road):
Constructed in 1976 2945 sq. ft.
1 1000 GPM Tanker with 1000 Gal. Tank
1 250 GPM Tanker with 1000 Gal. Tank

East Baldwin Fire Station (Lovers Lane):
Constructed in 1980 2945 sq. ft.
1 1000 GPM Pumper with 1000 Gal. Tank
1 250 GPM Tanker with 1000 Gal. Tank

Meriwether Fire Station (Highway 212 NW):
Constructed in 1989 3528 sq. ft.
1 1250 GPM Pumper with 1000 Gal. Tank
1 250 GPM Tanker with 1000 Gal. Tank
1 20-Foot Fire Boat

North Baldwin Fire Station (Airport Road):
Constructed in 1976 2960 sq. ft.
1 1250 GPM Pumper with 1000 Gal. Tank
1 Light Duty Utility Truck

West Baldwin Fire Station:
Constructed in 1980 3300 sq. ft.
1 1250 GPM Pumper with 1000 Gal. Tank
1 250 GPM Tanker with 1000 Gal. Tank

Insurance companies use Insurance Services Office (ISO) ratings when calculating homeowner insurance rates. These ratings range from 1 - 10, the lower the ISO rating, the lower insurance rates are for homeowners. Unlike the city, where the ISO rating is the same throughout, Baldwin County's fire departments ISO rating differs from station to station due to a different geographical area that each station serves. Listed below are the ISO ratings for each of the stations.

Station	ISO Rating
Hardwick	6
Central State Hospital	NA
Carr's	NA
Coopers	9
East Baldwin	9
Meriwether	9
North Baldwin	8
West Baldwin	9

With eight (8) stations geographically located throughout the County, there are a sufficient number of stations to provide service to the entire community. Also, since the

implementation of several mutual aide agreements with the City of Milledgeville in 1990, discussed more in depth in the Intergovernmental Coordination element, fire protection has improved significantly.

Presently the Baldwin County Fire Department is in need of additional personnel to supply each station with at least two full-time paid fire fighters to ensure apparatus goes en route to emergency calls in a timely manner. Replacements are needed for the aerial truck at the Central State Hospital Station and the pumpers at both the Hardwick Station and the Central State Hospital Station. All of the County fire stations are in need of repairs and continued maintenance including parking lot repaving, and, because of improving technology, there are always fire and rescue equipment that need upgrading or replacing. One way Baldwin County can fund these equipment upgrades is with an Assistance to Firefighters Grant provided by FEMA (Federal Emergency Management Agency). These grants are awarded on an annual basis. Baldwin County has applied for these funds in the past with the assistance of Middle Georgia RDC staff.

The Milledgeville Fire Department employs nine certified fire fighters, six lieutenants, three senior sergeants, six sergeants, three battalion chiefs, one training officer, one fire inspector, and one secretary, all under the supervision of the fire chief.

The City fire department has two stations: the Thomas Street fire station, constructed in 1966, containing 4,500 square feet and the Dunlap Drive fire station, constructed in 1974, containing 2,000 square feet. Both stations have an ISO rating of 5.

The Milledgeville Fire Department utilizes five fire trucks and a vast inventory of modern equipment. Their participation in the mutual aid agreements with the Baldwin County Fire Department has improved fire protection dramatically since its inception in August of 1990. The City of Milledgeville has adequate fire-fighting equipment and space through the year 2010.

Public Safety

The purpose of public safety providers is to create a safe environment for residents and visitors. In order to provide this environment, public safety agencies are involved in reducing crime, apprehending the individuals who commit crimes, and responding to natural and manmade disasters.

Law Enforcement

There are state, county, and city law enforcement agencies that serve Baldwin County and the City of Milledgeville. The two state law enforcement agencies present are the Georgia Bureau of Investigation and the Georgia State Patrol.

The Georgia Bureau of Investigation's (GBI) Region 6 General Investigation Office is located on Industrial Park Road in Milledgeville. The GBI provides investigative and enforcement support

services to the Georgia State Patrol, the Baldwin County Sheriff's Department, the City of Milledgeville's Police Department, and any federal agencies that may be performing investigations within the area.

The Georgia State Patrol was founded in 1937 to investigate traffic crashes and enforce traffic and criminal laws on the State's roads. Post 33 in Milledgeville, a subdivision of Troop E, provides service to Baldwin, Hancock, Jones, and Washington Counties.

The Baldwin County Sheriff's Department's headquarters is located on Linda Drive in Milledgeville. Constructed in 1977, this facility contains approximately 16,000 square feet of space with 22 cells, and capacity to provide a total of 61 cells. Future expansions include a dormitory with the capacity to house another 48 detainees and provide an additional 4,000 square feet of administrative space. Deputies provide a variety of services including: law enforcement, courthouse security, court bailiffs, and narcotic detection via the K-9 unit. The Baldwin County Sheriff's Department employs twenty-eight uniformed sworn officers, three non-uniformed sworn officers, nine detention officers, and four radio dispatchers. All are under the supervision of the Baldwin County Sheriff. The department currently has twenty-three marked cars, six unmarked cars, one pick-up truck, and one boat used for patrolling Lake Sinclair.

Presently the Baldwin County Sheriff's department is in need of additional space for both detainees and administrative staff. As mentioned earlier, plans are underway to alleviate this problem. When completed, the department should have adequate space through the year 2010.

The Milledgeville Police Department is located on McIntosh Street in Milledgeville. Constructed in 1985 the 20,000 square foot facility replaces the previous facility located on the first floor of City Hall. The Milledgeville Police Department has sixty-five employees under the supervision of the police chief: forty-two sworn law enforcement officers, ten radio dispatchers, and nine jailers. The department currently has twenty-eight marked cars, five unmarked cars, one blazer, two vans, and two golf carts used exclusively for parking control downtown. The jail has twelve cells for male prisoners and eight cells for female prisoners, for a total capacity of twenty-eight.

The newly constructed facility should more than provide adequate space for the Department over the next twenty years. With thirty-nine sworn officers employed, the ratio of sworn officers per 1,000 residents is 2.79. This figure exceeds the national average of 2.2 sworn officers per 1,000 residents. At the present time it appears that the City has adequate jail, courtroom, and administrative space, sworn officers, and police vehicles. However, additional holding cells will be needed if the City is to provide for the adequate, temporary housing of detainees awaiting transfer to county or state facilities.

Emergency Medical Services

The Oconee Regional Emergency Medical Services (OREMS) is a division of the Oconee Regional Medical Center. The headquarters are located on MLK Drive in Milledgeville. OREMS changed their name from the Baldwin County Emergency Medical Service in 2000 and now serves the same multi-county region covered by the Oconee Regional Health System. In July of

2000 Central State Hospital (CSH) discontinued their ambulance service and OREMS began servicing the CSH campus and the five state prisons located nearby.

OREMS supplies each county in their region with three twenty-four hour crews 7 days per week, with an additional twelve-hour crew operating weekdays in Baldwin County. The Greene County division runs two twenty-four hour crews 7 days per week. The service totals over sixty employees, three divisions, over ten fleet apparatus, and an average of almost 10,000 total annual responses. OREMS has a Transfer/Transport Center Coordinator who works Monday-Friday 8am-5pm coordinating all patient transfers in or out of ORMC and all scheduled transports by OREMS/NET. OREMS uses a VHF High-Band radio system with a repeater and Nextel radio/phones to communicate. Both emergency systems are dispatched by the respective county's 911 emergency communications center. EMS coordinated and instructed the first organized First Responder effort for both the Baldwin County Fire/Rescue and Milledgeville Fire Department, increasing rapid response both in the city and county utilizing fire personnel to first respond. EMS also provides the on-scene hazardous materials decontamination of patients in Baldwin County. OREMS has many special response teams including swat-medics on the Sheriff's SRT (Special Response Team), water-EMS through cooperation with the Sheriff's Department and DNR, bike (mobile-land) team for special events, and many other ongoing efforts to better serve the community.

OREMS also began a new Explorer program for youth ages 16-20. At the programs start, there were over thirty members in the program. The group will complete CPR and First Aid training, First Responder training, and Emergency Medical Technician (EMT) training either at the basic or intermediate level.

A staff of twenty-four certified rescue specialists is under the supervision of the director. Presently the EMA has two rescue trucks, three flat bottom boats, one 25-horse power motor, two 10-horse power motors, one 50-horse power motor, one dragging device, a portable communications system, a complete five member diving team, and a variety of tools used in day-to-day activities. In the event of a major crisis, the agency has a portable 100-bed hospital equipped with an x-ray machine. This portable hospital is in need of major repairs and plans have been made for it’s rehabilitated within the next two years.

Health Care Facilities

The Baldwin County Hospital is now known as the Oconee Regional Medical Center (ORMC). Employing about six hundred people, the medical center is one of Baldwin County’s largest employers. ORMC is a 155-bed Joint Commission Accredited Hospital with an active staff of seventy-five physicians representing the following specialties: general practice, critical care, dermatology, emergency medicine, pediatrics, internal medicine, general surgery, orthopedic surgery, oral surgery, plastic surgery, vascular surgery, obstetrics, nephrology, neurology, gynecology, radiology, ophthalmology, pathology, gastroenterology, cardiology, urology, otolaryngology, pulmonology, hematology, radiation oncology, anesthesiology, and psychiatry. Many of the services provided by the hospital are shown in the following table.

Ambulatory Care Services	**Beautiful Beginnings Maternity Program**
Behavioral Medicine Programs	**Cancer Treatment Center**
Cardiopulmonary Department	**Cardiovascular Pulmonary Rehabilitation**
Community Education Program	**Diabetes Support Program**
Emergency Chest Pain Center	**GI Lab**
Health Park and Walk Track	**Laser Surgery**
Lithotripsy Unit	**Medical/Surgical Intensive Care**
Non-Emergency Transport (NET)	**23-Hour Observation**
Occupational Therapy	**Pastoral Care**
Pathology/Clinical Lab Services	**Pediatric Care Unit**
Physical Therapy	**Radiology Services**
Sibling Tour	**Sleep Disorders Lab**
Smoking Cessation Class	**Speech Therapy**
Telemetry Unit	**Educational Center**

ORMC is the largest hospital in the area (excluding those in Macon) and therefore must continue to stay abreast of the latest technology. With reimbursements declining from both Medicaid and Medicare, ORMC must ensure that revenues are generated from other sources to avoid many of the fiscal mishaps that other rural hospitals face.

The Baldwin County Health Department, located at 953 Barrows Ferry Road, is open for service Monday, Wednesday, and Friday from 8:00 am – 4:30 pm. On Tuesday and Thursday the Health Department is open from 8:00 am - 6:30 pm. The following programs and services are available to the residents of Baldwin County:

- **Car Seats:** Seats are available for children from age 1 through age 4 at a minimal charge.
- **Child Health:** Health screenings including physical, developmental, and nutritional assessment of children age 0-21 yrs.
- **Chronic Disease:** Detection, referral, treatment and rehabilitation, along with follow-up of adult diseases, such as heart disease, stroke, hypertension, cancer, and other crippling diseases.
- **Dental Health:** Dental care and programs of dental education are provided for elementary school age children, along with fluoride mouth rinse in the schools.
- **Environmental Health:** Information and on-site consultative services for homeowners, builders, and others concerning individual waste and sewerage disposal systems are provided, along with inspection of food service establishments, motel, hospital, nursing homes, and schools to assure sanitary conditions. Consultative services are provided to aid facilities in meeting operational requirements.
- **Family Planning:** Medical, social, and educational services/clinics are available to all women and men on request.

- **Immunization:** Along with immunizations for children and adults, health education is provided to encourage mothers to have their children immunized.
- **Pre-Natal Care:** Services and clinics are provided for pregnant and postpartum women. A new Medicaid program "Right from the Start" is available for pregnant women and children and infants under age 5 to assist in paying medical bills for prenatal care, delivery, and children's medical care and checkups.
- **Sexually Transmitted Disease:** Screening and treatment for venereal diseases is available, along with confidential HIV testing.
- **Stroke and Heart Attack Prevention:** Early detection and management of high blood pressure, hyperlipidemia, obesity, and improper diet along with education to help reduce the morbidity from stroke, heart, and kidney failure. Screening and medical work-up is available to anyone who meets criteria.
- **Tuberculosis Control**: Screening and treatment for tuberculosis.
- **WIC Program:** The Women, Infant and Children Program (WIC) provides nutritious foods to pregnant, postpartum women, infants and children through age 4.
- **Children's Medical Services:** Formerly called Crippled Children's Services, assessment, treatment correction, referrals, and rehabilitation for children with handicapping conditions or conditions that lead to crippling is provided.
- **Rheumatic Fever Program:** Provides drugs as prophylactic against recurrent attacks of Rheumatic Fever.
- **Routine Screenings:** Pregnancy tests, TB Skin tests, health cards, marriage blood test, routine blood tests, blood pressure checks, scoliosis, anemia, hearing and vision, intestinal parasite, sickle cell, and pediculosis.
- **Cancer Screening:** Laboratory work along with examinations of pelvic and breast for women and men are provided.
- **Health education and counseling:** Individual, group, and community sessions regarding health related education and counseling are available.

The health department staff consists of eleven full-time and five part-time employees. Two physicians, a dentist, and dental assistant provide additional part-time assistance.

In 1985, the department moved into a newly renovated 14,000 square foot center alleviating the over crowded situation in the previous building. An additional 4,600 square feet in the basement is available for future use. This new location has adequate parking space and a central location. According to Health Department officials, the newly renovated building will provide ample space for health services through the year 2010.

Parks and Recreation

Central City Park near downtown Milledgeville is 18 acres of City owned land managed by the Baldwin County Parks and Recreation Department. The park provides a playground, picnic shelters, charcoal grills, and open space for the community to enjoy.

Walter B. Williams, Jr. Park and Coopers Park are two parks currently under the management of the County. Both of these areas provide a wide variety of recreation opportunities for Baldwin County citizens. The Walter B. Williams, Jr. Park offers swimming, tennis courts, playgrounds, picnic shelters, lakes for fishing, a community center, nature trails, a walking track, and a multi-purpose athletic complex. Coopers Park offers fields for baseball and softball, a basketball court, picnic area, and a playground.

Along with the maintenance of these parks, the Baldwin County Parks and Recreation Department offers many community programs. These ongoing programs include: Weight Watchers, Aerobics, and Square Dancing. Special programs include camps for spring break, summer, and fall, and July Fest. Athletic programs offered include: baseball, softball, football, basketball, soccer, track, and cheerleading.

In 1953 Sinclair Dam was completed to form Lake Sinclair on the Oconee River. The lake covers 15,333 acres over Baldwin, Putnam, and Hancock Counties with 417 miles of shoreline. Sinclair Dam provides hydroelectric power and is managed by the Central Georgia Hydro Group. There are many residents and recreational facilities located along the lakeshore. The United States Forest Service campground and Oconee Springs Park offer boat ramps, picnic, camping, and fishing opportunities. There are also nine marinas and four boat ramps/landings where these and other activities are allowed.

Lake Sinclair is currently listed as an impaired water by the Environmental Protection Agency due to high water temperatures. This resource is not only a recreational opportunity, but also the water supply for a large portion of Middle Georgia's population. Future planning efforts should concentrate on the best ways to preserve and improve the water quality while still allowing the lake to be open to the public.

The Oconee River forms the eastern boundary of the Middle Georgia region. Not only does the river serve as part of Baldwin County and the City of Milledgeville's water supply, it also serves as a popular recreational resource as well, with boaters and fishers enjoying the river. The Oconee River Greenway is presently under construction and will allow for a wider variety of people to enjoy recreational opportunities along the River. The Oconee River Greenway is discussed further in the Natural and Cultural Resources Element of the community assessment.

The Little Fishing Creek Golf Course is a public golf course located on Highway 22 West in Milledgeville. The course is open seven days a week, 8 am to dusk. The services provided include: three levels of tees, with corresponding yardage and levels of difficulties; eighteen holes with a par of 72; full service pro shop with snack bar; driving range; and recommended tee times for weekends and holidays.

The Milledgeville Country Club is located on Sinclair Dam Road in Milledgeville. The club offers an 18-hole PGA golf course, tennis courts, and a swimming pool to its members. Monthly individual and family memberships are available for golf course and tennis court use and private golf lessons are available at member and nonmember rates.

Libraries

There are four libraries available to the residents of Baldwin County and Milledgeville: two branches of the Twin Lakes Regional Library System, the Ina Dillard Russell Library at Georgia College and State University (GC&SU), and the Sibley-Cone Library at Georgia Military College (GMC).

The two branches of the Twin Lakes Regional Library System are the headquarters, the Mary Vinson Memorial Library, located in the downtown area on South Jefferson Street, and the Lake Sinclair Library on North Columbia Street that opened in 2003. This regional library system has been helping the residents of Middle Georgia with their information, educational, and entertainment needs for more than 70 years.

The Mary Vinson Memorial Library can seat over 200 people, has a separate children's area that includes an amphitheater with a built in puppet stage, and a genealogical and historical reading room that currently underwent renovations. The Lake Sinclair Library is a storefront unit of the Riverside Shopping Center. This branch also has a children's area containing a theater with built in puppet stage. This branch also offers a public wireless Internet area along with reading and study areas.

The Ina Dillard Russell Library is located on the campus of GC&SU on the corner of West Montgomery and North Clarke Streets in downtown Milledgeville. The library is named after the mother of the late Senator Richard B. Russell. Constructed in 1932 and renovated in 1968, the building under another renovation and expansion in 2005 to become the GC&SU Library and Information Technology Center. Along with books and periodicals, the library contains several special collections including: the Flannery O' Connor Collection, the GC&SU Horology Collection, and Senator Paul Coverdell's Papers. The library contains a coffee shop, study rooms and lounge for graduate students, as well as computer labs. GC&SU students, faculty and staff, retired faculty, visitors, Library Patrons, Elderhostel, and students of Central Georgia Technical College are eligible to check out library materials.

The Sibley-Cone Library is located on the campus of GMC in downtown Milledgeville. Access to books, periodicals, videos, DVDs, and CD ROMs are available either onsite or via the electronic library catalog for students at one of the many satellite campuses of GMS.

Allied Arts Center

The Elizabeth Marlor Bethune Art Gallery is located on North Wayne Street in one of the four historic buildings in downtown Milledgeville that make up the Milledgeville-Baldwin County Allied Arts Center. Guided tours are available for current exhibitions.

Festivals and Celebrations

The City of Milledgeville plays host to three special celebrations throughout the year: the Brown's Crossing Arts and Crafts Festival in October, the Fest Of Ville in November, and the 12 Days of Christmas in December.

Regional Activities

A wide variety of recreational and cultural facilities exist throughout the Middle Georgia region. Macon and Bibb County, located approximately 30 miles from Milledgeville, has a variety of museums and recreation opportunities. The Georgia Music Hall of Fame, Georgia Sports Hall of Fame, Tubman African American Museum, and the Museum of Arts and Sciences are open to the public and located either in, or a short distance from, downtown Macon. Macon also hosts a variety of theaters and performing arts venues. Outside Macon, the Ocmulgee National Monument pays tribute to the areas rich history of Native American culture. Throughout the year the public is invited to participate in a number of festivals in Macon including the Cherry Blossom Festival, Taste of Macon, and the Arrowhead Arts and Crafts Festival.

Putnam County offers several recreational and cultural opportunities as well. Several parks are open to public use as well as several golf courses, including the Uncle Remus Golf Course operated by the County. The Oconee National Forest and Rock Eagle Mound are just two examples of the cultural facilities available in Putnam County.

Storm water Management

Storm water management is handled through the Code Enforcement Department of the Baldwin County Government. This office is located in the Baldwin County Courthouse in Milledgeville. Personnel in this office approve and dispense permits for projects and ensure that all development is in compliance with Baldwin County ordinances that deal with erosion and sedimentation control.

In the City of Milledgeville the Building Official has the power to enforce all ordinances designed to control storm water management practices. This office is located in the City Hall Annex in downtown Milledgeville. The ordinances to control storm water management are contained in the Land Development Code of the City of Milledgeville.

Solid Waste Management Facilities

Solid waste management is an increasingly important component of the public facilities and infrastructure in the region. Solid waste disposal practices have changed in recent years in response to tightened federal and state regulations and rising costs, factors which will continue to affect solid waste management for years to come.

Changes in landfill regulations will effectively prevent a certain level of contamination, but landfill operators and their clients will have to bear the costs of these improvements. Major regulatory changes of recent years include:

- The Georgia Solid Waste Management Act (1990): This act directed the state to prepare a solid waste plan containing specific solid waste management goals. Local governments have been required to develop solid waste plans in compliance with the state plan and minimum standards adopted by the Georgia Department of Community Affairs. Local governments are required to reduce the amount of solid waste generated for disposal by 25% over the next twenty year and to show solid waste disposal capacity for the following ten years.

- Federal regulations that have mandated a new standard for landfill liners. This standard has resulted in the closure of many non-complying landfills.

According to the 2002 Georgia Solid Waste Report completed by the Georgia Department of Community Affairs, there are two types of solid waste facilities in Baldwin County: Construction and Demolition Waste (C&D) and Municipal Solid Waste (MSW). The C&D facility is located on the Central State Hospital Campus at the Freeman Building. This is a publicly owned facility with a remaining capacity of 7,499 Cubic Yards. The facility receives an average of one ton a day and it is estimated that capacity will be reached in the year 2024. The MSW facility is located on Union Hill Church Road in Baldwin County. It is a publicly owned facility with a remaining capacity of 2,708, 450 Cubic Yards. The facility receives an average of 100 tons per day and it is estimated that capacity will be reached in the year 2045.

Solid Waste Management Analysis

In reviewing the above data, it appears that Baldwin County's two landfills have the excess capacity to handle additional waste.

Pressures stemming from solid waste regulations and rising expenses make cost-effective, long-term solutions to local solid waste disposal needs an important priority in the region. Local governments that fail to develop effective solutions run the risk of future fiscal crisis and a competitive disadvantage in attracting future residential, industrial, and commercial growth.

The potential effectiveness of solid waste strategies varies with the circumstances of each Middle Georgia government. Some governments may be best served by operating their own landfill. Others might be better served by privatization of collection and disposal. Other governments may be required to research additional options.

Multi-jurisdictional approaches offer significant opportunities to increase the efficiency of local solid waste management. The usefulness of these approaches lies in their potential to achieve economies of scale in landfilling solid waste. Contemporary landfills and solid waste disposal systems are efficiently run by larger operations because the high costs of construction, acquisition, and management are distributed over a larger resource base. In other words, the overall costs of establishing and running a landfill are often significantly less if shared by several governments together rather than borne by one alone. Possible ways to spread landfill costs and services over more than one jurisdiction include: contractual agreements to operate a joint landfill (Twiggs and Wilkinson Counties for example); landfilling waste from one jurisdiction to

the landfill of another jurisdiction (Pulaski County using Houston County's landfill for example); and forming a regional solid waste management authority.

Consistency with Service Delivery Strategy

The Baldwin County and City of Milledgeville's Service Delivery Strategy is being updated in conjunction with this comprehensive plan. According to the current Service Delivery Strategy all services in Baldwin County and the City of Milledgeville are provided by the appropriate entities.

Sections of Baldwin County have been annexed by the City of Milledgeville since the last Service Delivery Strategy update and service providers to these areas are being resolved through the current update. The Sinclair Water Authority is a new service provider in the area. Service agreements are currently being negotiated between Baldwin County, the City of Milledgeville, and the Sinclair Water Authority to avoid duplication of services and ensure that all customers continue to receive quality service.

Intergovernmental Coordination

Decisions made by local jurisdictions, adjacent counties, school systems, service delivery agencies, and independent development authorities can be influenced by policies presented in the comprehensive plan, or may have their own policies that conflict with those of the comprehensive plan. When available the decision documents, plans, and policies of these entities were reviewed for impact and elements of influence on this joint comprehensive plan update. The following is an inventory and analysis of agencies and jurisdictions that have an impact on the Baldwin County and City of Milledgeville joint comprehensive plan.

The actions and decisions made by local jurisdictions dealing with land use annexation and development could have an impact on the Baldwin County and the City of Milledgeville. The two local governments within Baldwin County are updating their comprehensive plan jointly; this ensures that no additional comprehensive plans that could potentially conflict with this update are undergoing the same process.

Adjacent Local Governments

Development adjacent to the boundaries of Baldwin County or projects of regional impact that occur in a surrounding county could impact the economy, transportation, and land demand in Baldwin County and the City of Milledgeville. The following counties share a border with Baldwin County: Jones, Wilkinson, Putnam, Washington, and Hancock. Jones, Wilkinson, and Putnam are part of the Middle Georgia RDC service area. Washington and Hancock are part of the Central Savannah River Area RDC service area.

The adopted Baldwin County Service Delivery Strategy notes that Baldwin County and the City of Milledgeville are the primary service providers within the County. However, the policies and decisions of additional service providers or regulating agencies can either enhance or hinder the

decisions of the County or City depending on the level of coordination and agreement. The following is a list of those additional service providers who play an important role in Baldwin County and the City of Milledgeville.

Baldwin County School Board	Baldwin County Fire Department
John Milledge Academy Board	City of Milledgeville Fire Department
Georgia Military College	Baldwin County E-911
Georgia College & State University	Oconee Regional EMS
Central Georgia Technical College	Georgia Bureau of Investigation
Georgia State Patrol	Baldwin County Sheriff
City of Milledgeville Police	Georgia National Guard
The Union Recorder	The Baldwin Bulletin
Administrative Departments of Baldwin County & the City of Milledgeville	Water, Sewer, & Trash Departments of Baldwin County & the City of Milledgeville
Sinclair Water Authority	Georgia Power
Charter Cable	Downtown Development Authority
Tri-County Electric	Industrial Development Authority
Alltel	Milledgeville-Baldwin County Chamber of Commerce
Georgia Forestry Commission	Milledgeville Convention and Visitors Bureau
Baldwin County Parks & Recreation	Oconee River Greenway Authority
Georgia Department of Transportation	Georgia Department of Natural Resources
Central State Hospital	Oconee Regional Medical Center
Scott State Prison	Baldwin County Health Department
Rivers State Prison	Baldwin State Prison

The following inventory of major intergovernmental agreements lists the agencies and governments involved in the agreement as well as the purpose of the agreement. Unless otherwise specified, the primary coordination for these activities takes place through the offices of the Baldwin County Manager and the City of Milledgeville Manager. Many of the issues of coordination for service delivery are addressed in the community facilities element of this comprehensive plan. Options to enhance the ability of Baldwin County and the City of Milledgeville to successfully implement this comprehensive plan and coordinate service delivery are referenced in the assessment section of this element. Some of the agreements apply to Baldwin County and the City of Milledgeville jointly, while some apply to each separately.

Agreements Between Baldwin County and the City of Milledgeville

There are several service agreements between Baldwin County and the City of Milledgeville. Each service has a specific source of funding and provider. Several mutual aid agreements exist that allow for the exchange of services between the two entities and neighboring counties. This type of cooperative exchange ensures the most comprehensive and efficient provision of these services in both the incorporated and unincorporated areas of Baldwin County. These agreements are discussed in more detail in the service delivery strategy between the County and City.

Services Provided by Baldwin County

The following services are provided by Baldwin County to the unincorporated and incorporated areas within the County. No mutual aid agreements have been created to delegate service provision. The City of Milledgeville does not provide countywide services separate from those contained in the mutual aid agreements.

Airport	**Coroner/Medical Examiner**
E-911 Communications	**Sheriff**
Tax Assessor	**Tax Commissioner**
Voter Registration and Elections	**Recreation (Including Golf)**
Jail	**Public Transportation**

General fund revenues, enterprise revenues, user fees, LOST, SPLOST, bond revenue, and state grants provide the funding for these services, either alone or in combination.

Animal control, allied arts, and emergency management services are provided in both Baldwin County and the City of Milledgeville through existing mutual aid agreements. General fund revenues, user fees, and state grants provide the funding for these services. The City of Milledgeville is the service provider for the allied arts program, while Baldwin County provides animal control and emergency management services. This contract was initiated in 1986 and is ongoing.

Sewerage treatment is provided by the City of Milledgeville for the entirety of Baldwin County through the Sewage Treatment Agreement. Although Baldwin County collects the raw sewerage, the City provides treatment services for both entities. Funding for this service is provided through the city's water and sewer enterprise fund along with user fees. This contract was adopted in 1986 and is renewed on an annual basis.

Solid waste disposal, water treatment, and water distribution is provided through the Sale of Water and Use of Landfill contract between the County and City. Milledgeville provides water treatment in all areas of Baldwin County and provides water to the County water department for distribution. In exchange for these services, solid waste from the incorporated and unincorporated areas of Baldwin County is disposed of in the County owned and operated landfill. Revenues from the County and City's enterprise fund, SPLOST (Special Purpose Local Option Sales Tax) revenues, user fees, and general fund revenues provide funding for this service. This contract was adopted in 1988 and is slated to expire in 2008.

Independent Special Authorities/Districts

The Oconee River Greenway Authority has been working with several different agencies to plan and implement the many phases of the Oconee River Greenway. Several agreements have been made with Georgia Power, the Department of Natural Resource, and Central State Hospital concerning land use along the Oconee River. The Authority is also working with the City of Milledgeville to connect streets, sidewalks, and bike paths to current and future facilities. Further agreements will be necessary as additional phases of the Greenway are developed.

The Georgia General Assembly created the Sinclair Water Authority in 2001. This agency will provide water projects for both Baldwin County and Putnam County. According to the project timeline, the Sinclair Water Authority should be online by 2008. Because the City of Milledgeville currently treats and provides water to Baldwin County for distribution, it is foreseeable that all parties will be entering into some type of service contract.

School Boards

No formal agreements exist between the Baldwin County Board of Education, the Baldwin County Government, or the City of Milledgeville although cooperation does exist between these entities. Cooperative and mentoring programs have existed between Baldwin County Schools and local business in the past but are currently not active. Interest has been expressed by the Baldwin County School system to renew these programs and options are currently being pursued.

The Milledgeville Campus of Central Georgia Technical College does allow Baldwin County High School students the opportunity to receive college credits while still attending high school. Programs such as Tech Prep, Joint and Dual Enrollment, and Youth Apprenticeship give students opportunities to get an early start on their college career. These programs have been very successful and have assisted in improving the Baldwin County School System's dropout rates.

Independent Development Authorities/Districts

Economic development and library services for Baldwin **C**ounty and the **C**ity of Milledgeville are provided through two agreements concerning several different entities. The Development Authority Agreement was adopted in 1994 and is renewed on an annual basis. The Library/Tourism Exchange Agreement was adopted in 1981 and is currently ongoing. These services are funded through general fund revenues, County and City revenues, user fees, and a hotel/motel tax.

Baldwin County and the Industrial Development Authority provide economic development services for the unincorporated areas of Baldwin County. This includes recruitment of businesses for the industrial park and researching sites for future industrial park expansions.

The City of Milledgeville, the Downtown Development Authority, the Industrial Development Authority and the Convention and Visitors Bureau provide economic development services for the incorporated areas of Baldwin County. This includes business recruitment for the downtown area and the industrial park, as well as the promotion of tourism.

The City of Milledgeville provides library services for the unincorporated and incorporated areas of Baldwin County. Currently there are two branches of the library system, one in downtown Milledgeville and one on Highway 441 North.

The Industrial Development Authority for Baldwin County and the City of Milledgeville is currently working with the Fall Line Regional Development Authority to plan for the creation of an industrial park mega site. This industrial park would be located along the border of Baldwin County and Wilkinson County where the Fall Line Freeway will intersect Georgia Highway 441. Service agreements will most likely have to be created between these two development authorities, as well as between Baldwin and Wilkinson Counties.

Assessment of Current Intergovernmental Coordination

Several issues exist between Baldwin County and the City of Milledgeville in relation to the provision of services. Through negations and continued coordination these problems should be easily resolved. Continuation and expansion of the agreements discussed above should ensure that all residents of Baldwin County continue to be provided with quality services.

Continued cooperation will be essential as the expansion of services continues. One rapidly growing area that is extremely underserved is the northeastern portion of Baldwin County near Lake Sinclair. Services in this area are sparse and continue to experience growth pressure from neighboring Hancock and Putnam Counties. Future plans must consider placing such services as water, sewer, and cable in this area. Countywide zoning or annexation into the Milledgeville City limits would guide development in this area and allow for easier delivery of services. These plans can only be achieved through coordination of County and City governments and private service providers.

Transportation System

Transportation is a critical component of the regional infrastructure. The regional multi-modal transportation network includes three significant components: highways, railroads, and airports.

Road Network

Major Roads and Highways

Middle Georgia has an extensive highway network. Three interstate highways serve the region with high-speed access to the trans-continental interstate highway system. National and state highways link these interstates, cities, and rural areas.

Interstate Highways 75 and 16 connect the region to Savannah to the east, the Gulf Coast of Florida to the south, and Atlanta to the north. Interstate 20, which passes just north of the region, provides a link to Augusta, Atlanta, and points beyond that are especially important to the northern half of the region.

Interstate 75 and 16 intersect in Macon, the primary economic center of the region. A radial highway network that includes major national and state highways also serves Macon. Georgia Highway 49 is a primary route to Milledgeville that also provides a link to Augusta. The Fall Line Freeway will also link Macon and Baldwin County and service the future Fall Line Freeway Industrial Park, a regional project spearheaded by Baldwin and Wilkinson Counties. Upon completion, the Fall Line Freeway will provide a continuous, four-lane route between Columbus and Augusta. At this time, segments of the freeway have been completed and others are under construction, with one segment in Macon awaiting final approval for siting and construction.

Milledgeville, the third largest city in Middle Georgia, is not located in close proximity to an interstate highway. A radial highway network also serves Milledgeville that includes: U.S. Route 441, GA Highway 22, GA Highway 212, and GA Highway 49.

U.S. Route 441along with its bypass is the primary highway corridor in Baldwin County and the City of Milledgeville. The function of a bypass is to route traffic around an urban area to other arterials and collectors. U.S. Route 441 routes traffic around the main downtown center of Milledgeville and passes through the main commercial district of Baldwin County. The highway runs north/south between Interstates 20 and 16.

Other highways present in Baldwin County are classified as arterials. Arterials are designed to carry relatively large volumes of traffic throughout the community and to major trip destinations such as employment and shopping centers. Highway 22 serves as the primary east/west route. The performance of GA Highway 22 is currently compromised by the fact that it provides the only truck crossing of the Oconee River in Milledgeville. Large trucks must travel through the central business district of Milledgeville, creating a traffic bottleneck during peak traffic hours. GA Highway 212 serves as a north/west route from the city limits of Milledgeville to the Putnam County line. Highway 112 serves as a south/east route from the city limits of Milledgeville to the Wilkinson County line. The application process is underway for this highway to become the Uchee Scenic Byway. GA Highway 49 serves as the east/west route between Macon and the City of Milledgeville.

The remaining roads throughout Baldwin County and the City of Milledgeville are classified as either collectors or local streets. Collectors are designed to collect traffic from local streets and carry it to arterials and other roadway types. Collectors provide a balance between rapid movement and access to property. Some of the roads classified as collectors in Baldwin County and the City of Milledgeville are: North Columbia Street, Montgomery Street, Vinson Highway, Roberson Mill Road, and Log Cabin Road. Local streets are low volume city and subdivision streets that provide low speed access to abutting properties. There are numerous examples of local streets throughout the County and City.

Dirt Roads, Resurfacing, and Bridge Repair

Throughout the Middle Georgia region, there are miles of recently paved dirt and gravel roads, that require resurfacing, and bridges that are in desperate need of repair or replacing. While congestion and excess vehicles are prominent concerns in urban areas, dirt roads, poor paved roads, and inaccessible bridges are the focus in rural areas. Residents and business owners in these areas expect the roads and bridges on which they travel to be kept in safe condition. Counties spend a large portion of their limited operating budgets scraping dirt/gravel roads and patching paved roads. Little money remains to repair bridges in poor condition. Having a large portion of these facilities in the community can have a negative impact on the economic vitality and quality of life in that area. People cannot adequately travel to their place of work or residence, and local businesses have problems receiving or delivering the goods and services they require to conduct their business.

With the exception of the limited Local Assistance Road Program (LARP) funds from the State for repaving roads and bridge repair or replacement, most of the burden falls on the local governments. These governments must make tough choices between paving and resurfacing roads, repairing and replacing bridges, or handling other public infrastructure and service priorities.

Baldwin County is an excellent example of how limited local dollars have been stretched to make a difference in the County road network. Like other local governments in the Middle Georgia region, they were faced with many miles of dirt roads and paved roads that needed resurfacing, as well as bridges that needed to be repaired or replaced. Rather than sitting back and hoping for the best, they developed an aggressive plan of action. The keys to this plan of action were: (1) good planning and priority setting; (2) building productive partnerships with state and federal officials (including keeping them informed of the progress and always thanking them for the assistance they provide); and (3) appropriating a sizeable amount in the annual budget to, among other things, leverage federal/state dollars in the form of state/county contracts.

Alternative Modes

Bicycle/Pedestrian Facilities

In August 1995, the State Transportation Board adopted several goals to guide the development and implementation of a statewide bicycle and pedestrian system. The goals of the system are to:

- Promote non-motorized transportation as a means of congestion.
- Promote non-motorized transportation as an environmentally friendly means of mobility.
- Promote connectivity of non-motorized facilities with other modes of transportation.
- Promote bicycling and walking as mobility options in urban and rural areas of the state.
- Develop a transportation network of primary bicycle routes throughout the state to provide connectivity for intrastate and interstate bicycle travel.
- Promote the establishment of numbered bicycle routes as a part of a national network of bicycle routes.
- Encourage economic development opportunities that enhance bicycle and pedestrian mobility.

The State Transportation Board approved the Georgia Bike and Pedestrian Plan (GABPP) on August 21, 1997. It focuses on the goal of developing a statewide primary route network while addressing each of the other goals. The network contains 14 routes totaling 2,943 miles. A statewide advisory committee consisting of staff from Georgia Department of Transportation (GDOT) Districts, the Federal Highway Administration, Metropolitan Planning Organizations, Regional Development Centers, the Association of County Commissioners of Georgia, the Georgia Municipal Association, local planning departments, bicycle clubs, and other state agencies evaluated each proposed corridor and defined routes.

In evaluating routes, a variety of factors relating to the appeal and safety of a roadway for bicycling and pedestrian usage were considered. The factors included: accident history; total traffic and truck volumes; speeds; shoulder and travel lane width; pavement condition; network

connectivity; access to cities and to major points of interest; aesthetics; and the presence of potentially hazardous spot conditions. While bicyclists are seen as primary users of this route network, pedestrians will benefit as pedestrian friendly designs are used in urban areas and paved shoulders are constructed on rural sections.

Three state bike routes have been designated. One begins in Cobb County north of Atlanta and ends at the Florida state line. The second one begins in Harris County and ends in Savannah. The third one goes through Baldwin County. This route has been named the March to the Sea Corridor. It starts at the Tennessee state line and terminates in Savannah. Along the way the trail will wind through Putnam and Baldwin Counties using US 441, GA 212, GA 22/24, and Deepstep Road.

The Middle Georgia Regional Development Center received funding from the GDOT to prepare a regional bicycle and pedestrian plan that included two pilot local plans for Milledgeville/ Baldwin County and Eatonton/Putnam County. A regional planning advisory committee was established with four subcommittees that addressed four specific topics to be included in the plan: establishing a system of interregional bike and shared-use trails connecting major points of interest, improving accessibility to downtown amenities, establishing marketing and outreach programs, and establishing safe routes to school program in several districts.

The two local pilot plans follow the same general format as the state plan with much more focus on issues pertinent to that locality and improvements to existing bicycle and pedestrian facilities. The committee also developed goals, objectives, and performance measures for each issue in these two communities. Baldwin and Putnam Counties were chosen for the pilot plans because they have certain attributes that lend themselves to the establishment of bicycle and pedestrian facilities including: regional lakes (Sinclair and Oconee), colleges and universities (Georgia College and State University and Georgia Military College), a designated scenic by-way (Historic Piedmont Byway and the future Uchee Scenic Byway), active downtown development programs (Main Street and Better Hometown), and established historic preservation and greenway initiatives, including the Oconee Greenway Authority. Hopefully these plans will be used as a successful example for other communities in the Middle Georgia region to follow.

Bicycle facilities plans in Baldwin County and Milledgeville that will help implement the regional plan include:

- **Central Route Corridor #15-**One spur of this route follows the proposed scenic by-way in Jones County and terminates in Gray at the planned rails-to-trails shared-use facility that will connect Macon and the City of Milledgeville.

- **March to the Sea Corridor #35-** This trails will follow the existing March to the Sea Corridor route until it reaches Highway 22 in Milledgeville. Here the trail will pass through the western portion of Baldwin County, downtown Milledgeville, and exit the eastern side of Baldwin County into Washington County on its way to Sandersville.

- **Oconee River Greenway-** In hopes of constructing a facility along the beautiful Oconee River similar to the one along the Ocmulgee River, the Oconee Greenway Authority was formed. Plans have been prepared to take advantage of the corridor's rich scenic and historic qualities through the development of a series of trails and overlooks that would extend from Lake Sinclair in the north to the Balls Ferry area in Wilkinson County to the south where there is a multi-county effort underway to establish a state park. In the short-term, work on the greenway facility will focus in and around the Oconee River bridge with the extensions north and south in later years. The Oconee River Greenway will connect to the proposed Downtown-West Campus Connector in the future, which will provide an attraction to tourists, college students, faculty and staff, and bicycle enthusiasts from other areas of the region and state.

- **Rails-to-Trails Shared Use Facility-** On the drawing board for many years, the Regional Planning Advisory Committee has made the establishment of a rail-to-trails shared-use facility between Macon and Milledgeville one of its top priorities. This facility would not only connect the two communities, but would connect with the Ocmulgee Heritage Trail and Milledgeville's Downtown-West Campus Connector via Blandy Road, eventually connecting with the Oconee River Greenway.

- **Proposed Highway 112/Uchee Scenic Byway-**This proposed scenic byway between Allentown and Milledgeville will have a bike lane along the roadway.

Implementation Strategy

The Milledgeville-Baldwin County Planning Advisory Committee has identified the following projects that it would like to see initiated over the next five years:

- Construction of Phase I of the Oconee River Greenway, including the loop road, amphitheater, shared-use trail and other associated amenities;

- Design and construction of the Downtown-West Campus Connector with an associated streetscape plan;

- Planning and initial construction of the Rails-to-Trails route between Milledgeville and Macon; and

- Preparation of pedestrian facility and infrastructure improvement plans for the City of Milledgeville based on the results of the Global Positioning System (GPS) sidewalk assessment.

The Milledgeville-Baldwin County Planning Advisory Committee decided to focus its marketing and outreach programs on its two signature projects (the Oconee River Greenway and the

Downtown –West Campus Connector) and the primary users of these facilities (students, tourists, and visitors).

It was decided early in the planning process after meeting with local school officials that the initiation of a safe routes to school program in Milledgeville and Baldwin County would not be feasible, thus no safe routes to school programs will be considered.

This plan would be a valuable asset to Baldwin County and the City of Milledgeville, as well as the entire Middle Georgia region. Hopefully the most common constraints to the implementation of this type of plan, (environment, funding, public interest, government support, lack of staffing), can be overcome and the bicycle and pedestrian facilities and programs will be put in place.

Public Transportation

Within the Middle Georgia region, eight of the eleven counties operate a Section 5311 Rural Public Transportation Program either on their own or under contract. In a certain counties the Department of Human Resources transportation subcontractor is also the 5311-service provider, thus maximizing the resources of both programs to meet the growing demand for service. The three counties that do not have such programs are Bibb, Houston, and Monroe. The Section 5311 program provides public transportation services to the residents of these communities for work, shopping, medical, and other type trips. Capital and operating assistance is available through the Georgia Department of Transportation (GADOT) that oversees the program from their district offices located throughout the state. The GADOT district 2 office in Tennille is responsible for the 5311 programs in Baldwin, Putnam, and Wilkinson Counties. In Baldwin County, the program has two vehicles that make about 11, 039 trips per year. The budget for the program in 2003 was $79,850 and the average cost per trip was $7.23. The cost is $1 per one-way trip per passenger. There are daily routes scheduled, but pick ups must be requested.

Greyhound and Continental Trailways bus systems did provide service to Milledgeville with routes through Macon, Augusta, and Atlanta. These services are no longer available in Milledgeville or Baldwin County, but may be utilized in the previously mentioned cities.

Railroads, Trucking and Airports

Freight and Passenger Rail Lines

Rail is a major asset to industry and commerce in Middle Georgia. Macon is the primary railroad hub in the region. Active rail lines serve the major cities and many of the smaller cities in the region. Freight movement by rail in Milledgeville is somewhat constrained due to lack of a major rail corridor there. A branch line of the Norfolk Southern Railroad that runs between Gordon and Eatonton serves Baldwin County and Milledgeville. A branch line of the CSX Transportation Railroad that runs between Macon and Augusta also serves the area. Principal interchange points for both lines are Atlanta, Macon, and Augusta, as well as Albany, and Columbus. Pickup and delivery service is readily available in Milledgeville.

Passenger rail service is not available in Middle Georgia. The nearest passenger rail routes run through the Atlanta Amtrak Station. Forsyth and Macon are two cities within the Middle Georgia region slated to be included on a proposed inter-city rail line to Atlanta, but the development of this line has been postponed due to the lack of funding. Portions of the Middle Georgia region are included in the federally designated high-speed rail corridor from Atlanta to Jacksonville. There are designated high-speed rail corridors from Greenville, SC to Atlanta; Atlanta to Macon; and Macon to Savannah. High-speed rail service between all of these cities would have a positive impact on Baldwin County and Milledgeville, helping to promote tourism and industry.

Commercial and General Purpose Airports

Hartsfield-Jackson Airport in Atlanta is the nearest major airport to the Middle Georgia region. It provides the primary access to commercial passenger aviation for most travelers in the Middle Georgia region.

Six airports currently provide secondary services for general and commercial air traffic in the Middle Georgia region:

- Middle Georgia Regional Airport (Bibb County)
- Herbert Smart Downtown Airport (Bibb County)
- Baldwin County Airport
- Perry/Houston County Airport (Houston and Peach County)
- Hawkinsville/Pulaski County Airport
- Warner Robbins Air Park

The only one of these airports to offer commercial and cargo air service is the Middle Georgia Regional Airport, approximately 40 miles southwest of Milledgeville.

The Baldwin County Airport is located in northern Baldwin County, approximately 5 miles north of Milledgeville and 30 miles northeast of Macon.

Located on 79 acres, the airport is owned and operated by Baldwin County. The airport accommodates a variety of aviation-related activities that include recreational flying, agricultural spraying, corporate/business jets, just-in-time shipping, forest fire fighting, ultra-lights, and experimental aircraft.

The Baldwin County airport has only one runway, Runway 10/28 that is 5,500 feet long and 100 feet wide, has medium intensity runway lights (MIRL), and full parallel taxiway with MIRL.

Current facilities and services at the airport include a full-service FBO, AvGas, Jet fuel, and a 1,050 square foot terminal/administrative building. The airport has twelve hangar aircraft parking spaces, eighteen apron parking spaces, and twelve auto parking spaces. Rental cars are also available.

Between 1990 and 2001, aircraft based at the airport stayed virtually constant with twenty-one in 1990 and twenty-three in 2001. By 2021, based aircraft is expected to increase to twenty-eight.

In 2001, the airport had approximately 10,000 annual aircraft takeoffs and landings divided between local and itinerant operations. This is projected to increase to 11,098 by 2021. The airport is expected to reach 5% of its available annual operating capacity by 2021.

The State Airport System Plan has classified the Baldwin County Airport as a Class III airport. The System Plan for the Baldwin County Airport has identified the following improvements:

- Upgrade runway lights form MRIL to HIRL- Phase I
- Install two PAPI navigational aids- Phase I
- Install segmented circle- Phase I
- Install precision approach lighting-Ongoing
- Provide 1,450 square feet of additional terminal/administration space- Phase II
- Provide additional hanger spaces: Phase I- 5 spaces, Phase II- 1 space, Phase III- 2 spaces
- Provide additional auto parking spaces: Phase I-24 spaces, Phase II- 2 spaces, Phase III- 5 spaces
- Provide full service maintenance
- Update Airport Master Plan/ALP in Phases II and III

Cost of each Phase:

I- $1,642,750
II- $308,000
III- $122,500

Total cost of Phases I-III $2,073,250

Additional actions or projects required for the Baldwin County Airport to meet Level III performance objectives:

- Adopt land use/zoning
- Correct the runway/taxiway centerline distance deficiency of 20 feet. The distance from the runway centerline to the taxiway centerline should be 240 feet.

APPENDIX A: Quality Community Objectives Checklist

Development Patterns			
Traditional Neighborhoods: Traditional neighborhood development patterns should be encouraged, including use of more human scale development, compact development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.			
Statement	Yes	No	Comments
1. If we have a zoning code, it does not separate commercial, residential and retail uses in every district.	X	X	Baldwin County development regulations require buffer between residential and commercial uses. Milledgeville allows mixed uses.
2. Our community has ordinances in place that allow neo-traditional development "By right" so that developers do not have to go through a long variance process.	X		Baldwin County requires approval by enforcement agent. Milledgeville has allowances in certain zoning districts.
3. We have a street tree ordinance that requires new development to plant shade-bearing trees appropriate to our climate.		X	
4. Our community has an organized tree-planting campaign in public areas that will make walking more comfortable in summer.	X	X	Milledgeville has begun phased streetscape project in the downtown area that includes tree planting. Baldwin County does not have a tree-planting campaign.
5. We have a program to keep our public areas (commercial, retail districts, parks) clean and safe.		X	
6. Our community maintains its sidewalks and vegetation well so that walking is an option some would choose.	X	X	Milledgeville maintains sidewalks in the downtown area. Baldwin County has few sidewalks those present are not well maintained.
7. In some areas, several errands can be made on foot, if so desired.	X		Downtown Milledgeville has a mix of uses in a pedestrian friendly environment.
8. Some of our children can and do walk to school safely.	X		College students that attend classes at the downtown campuses can walk to school safely.
9. Some of our children can and do bike to school safely.	X		College students that attend classes at the downtown campuses can bike to school safely.
10. Schools are located in or near neighborhoods in our community.		X	Baldwin County schools are located at a central complex isolated from most residential neighborhoods.

Infill Development: Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.			
Statement	Yes	No	Comments
1. Our community has an inventory of vacant sites and buildings that are available for redevelopment and/or infill development.	X	X	The City of Milledgeville has a list of vacant properties compiled from the tax records. Baldwin County currently does not have a list.
2. Our community is actively working to promote Brownfield redevelopment.			

		X	
3. Our community is actively working to promote greyfield redevelopment.		X	
4. We have areas of our community that are planned for nodal development (compacted near intersections rather than spread along a major road.)		X	
5. Our community allows small lot development (5000 SF or less) for some uses.	X		
Sense of Place: Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serves as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment			
Statement	Yes	No	Comments
1. If someone dropped from the sky into our community, he or she would know immediately where she was, based on our distinct characteristics.	X		
2. We have delineated the areas of our community that are important to our history and heritage and have taken steps to protect those areas.	X	X	Milledgeville has a historical preservation commission for the downtown area. Baldwin County is working to create a historic commission.
3. We have ordinances to regulate the aesthetics of development in our highly visible areas.	X	X	Milledgeville's Historic Preservation Commission has created an ordinance for the designated historic district downtown. Baldwin County currently has no ordinances in place.
4. We have ordinances to regulate the size and type of signage in our community.	X		The City of Milledgeville does have sign regulations in place in both the Land Development Code and the Historic District Regulations.
Transportation Alternatives: Alternatives to transportation by automobile, including mass transit, bicycle routes, and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.			
Statement	Yes	No	Comments
1. We have public transportation in our community.	X	X	Baldwin County participates in the State 5311-transit program. Milledgeville has no public transportation.
2. We require that new development connects with existing development through a street network, not a single entry/exit.		X	
3. We have a good network of sidewalks to allow people to walk to a variety of destinations.		X	Best sidewalks are located in downtown Milledgeville, other sidewalks are scattered with no real connection.
4. We have a sidewalk ordinance in our community that requires all new development to provide user-friendly sidewalks.		X	In the City's land development regulations, sidewalks are only required for arterial and connector streets. Baldwin County's regulations do not require any sidewalks.
5. We require that newly built sidewalks connect to existing sidewalks wherever possible		X	

6. We have a plan for bicycle routes through our community.	X		Milledgeville and Baldwin County are a test case in the Middle GA Regional Bike and Pedestrian Plan.
7. We allow commercial and retail development to share parking areas wherever possible.	X		
Regional Identity: Each region should promote and preserve a regional "identity," or regional sense of place, defined in terms of traditional architecture, common economic linkages that bind the region together, or other shared characteristics.			
1. Our community is characteristic of the region in terms of architectural styles and heritage.	X		
2. Our community is connected to the surrounding region for economic livelihood through businesses that process local agricultural products.		X	
3. Our community encourages businesses that create products that draw on our regional heritage (mountain, agricultural, metropolitan, coastal)	X		
4. Our community participates in the Georgia Department of Economic Development's regional tourism partnership.	X		
5. Our community promotes tourism opportunities based on the unique characteristics of our region.	X		
6. Our community contributes to the region, and draws from the region, as a source of local culture, commerce, entertainment, education.	X		
Resource Conservation			
Heritage Preservation: The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.			
Statement	Yes	No	Comments
1. We have designated historic districts in our community.	X	X	Milledgeville has a designated historic district. Baldwin County does not have a designated historic district.
2. We have an active historic preservation commission.	X	X	Milledgeville has an active historic preservation commission. Baldwin County does not have a historic preservation commission.
3. We want new development to complement our historic development, and we have ordinances in place to ensure that happening.	X	X	The Milledgeville Historic Preservation Commission has guidelines for development within the historic district. Baldwin County does not have ordinances with historic development guidelines.
Open Space Preservation: New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors. Compact development ordinances are one way of encouraging this type of open space preservation.			
1. Our community has a greenspace plan.		x	

2. Our community is actively preserving greenspace – either through direct purchase, or by encouraging set-asides in new development.	X		Both Baldwin County and the City of Milledgeville require that large planned developments set aside a certain percent of open and green space.
3. We have a local land conservation program, or, we work with state or national land conservation programs to preserve environmentally important areas in our community.	X		The City and County are working with the Oconee River Greenway Authority to preserve areas adjacent to the Oconee River.
4. We have a conservation subdivision ordinance for residential development that is widely used and protects open space in perpetuity.	X		Both Baldwin County and the City of Milledgeville require that large planned developments set aside a certain percent of open and green space.
Environmental Protection: Environmentally sensitive areas should be protected from negative impacts of development, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.			
Statement	Yes	No	Comment
1. Our community has a comprehensive natural resources inventory.		X	
2. We use this resource inventory to steer development away from environmentally sensitive areas.		X	
3. We have identified our defining natural resources and have taken steps to protect them.	X		
4. Our community has passed the necessary Part V Environmental Ordinances, and we enforce them.	X		
5. Our community has and actively enforces a tree preservation ordinance.		X	
6. Our community has a tree-replanting ordinance for new development.		X	
7. We are using stormwater best management practices for all new development.	X		
8. We have land use measures that will protect the natural resources in our community (steep slope regulations, floodplain or marsh protection, etc.)	X		
Social and Economic Development			
Growth Preparedness: Each community should identify and put in place the pre-requisites for the type of growth it seeks to achieve. These might include infrastructure (roads, water, sewer) to support new growth, appropriate training of the workforce, ordinances and regulations to manage growth as desired, or leadership capable of responding to growth opportunities and managing new growth when it occurs.			
Statement	Yes	No	Comments
1. We have population projections for the next 20 years that we refer to when making infrastructure decisions.	X		
2. Our local governments, the local school board, and other decision-making entities			

use the same population projections.	X		
3. We have a Capital Improvements Program that supports current and future growth.		X	
4. We have designated areas of our community where we would like to see growth. These areas are based on the natural resources inventory of our community.		X	
Appropriate Businesses: The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, long-term sustainability, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.			
Statement	Yes	No	Comments
1. Our economic development organization has considered our community's strengths, assets, and weaknesses and has created a business development strategy based on them.	X		
2. Our ED organization has considered the types of businesses already in our community, and has a plan to recruit business/industry that will be compatible.	X		
3. We recruit businesses that provide or create sustainable products.	X		
4. We have a diverse jobs base, so that one employer leaving would not cripple us.	X		
Employment Options: A range of job types should be provided in each community to meet the diverse needs of the local workforce.			
Statement	Yes	No	Comments
1. Our economic development program has an entrepreneur support program.	X		
2. Our community has jobs for skilled labor.	X		
3. Our community has jobs for unskilled labor.	X		
4. Our community has professional and managerial jobs.	X		

Educational Opportunities: Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.			
Statement	Yes	No	Comments
1. Our community provides work-force training options for our citizens.	X		
2. Our workforce training programs provide citizens with skills for jobs that are available in our community.	X		

3. Our community has higher education opportunities, or is close to a community that does.	X		
4. Our community has job opportunities for college graduates, so that our children may live and work here if they choose.	X		There are very few job opportunities for college graduates in Milledgeville and Baldwin County. The development agencies are constantly pursuing additional options.
Governmental Relations			
Local Self-determination: Communities should be allowed to develop and work toward achieving their own vision for the future. Where the state seeks to achieve particular objectives, state financial and technical assistance should be used as the incentive to encourage local government conformance to those objectives.			
Statement	Yes	No	Comments
1. We have a citizen-education campaign to allow all interested parties to learn about development processes in our community.		X	
2. We have processes in place that make it simple for the public to stay informed on land use and zoning decisions, and new development.	X		
3. We have a public-awareness element in our comprehensive planning process.	X		
4. We have clearly understandable guidelines for new development.	X		
5. We offer a development guidebook that illustrates the type of new development we want in our community.	X		Baldwin County and the City of Milledgeville make their land development regulations available for public purchase at a minimal cost.
6. We have reviewed our development regulations and/or zoning code recently and are sure that our ordinances will help us achieve our QCO goals.	X		Baldwin County performed an update of their land development regulations in 2001, while the City of Milledgeville performed an update in 2000.
7. We have a budget for annual training for planning commission members and staff, and we use it.	X		Both Baldwin County and the City of Milledgeville have allowances within their budgets for training.
8. Our elected officials understand the land-development process in our community	X		Both Baldwin County and the City of Milledgeville feel that their elected officials have a firm understanding of their respective land development processes.
Regional Cooperation: Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources or development of a transportation network.			
Statement	Yes	No	Comments
1. We plan jointly with our cities and county for Comprehensive Planning purposes	X		

2. We are satisfied with our Service Delivery Strategies		X	
3. We cooperate with at least one local government to provide or share services (parks and recreation, E911, Emergency Services, Police or Sheriff's Office, schools, water, sewer, other)	X		

Housing Choices: A range of housing size, cost, and density should be provided in each community to make it possible for all who work in the community to also live in the community (thereby reducing commuting distances), to promote a mixture of income and age groups in each community, and to provide a range of housing choice to meet market needs.			
Statement	Yes	No	Comments
1. Our community allows accessory units like garage apartments or mother-in-law units.	X		
2. People who work in our community can afford to live here, too.		X	
3. Our community has enough housing for each income level (low, moderate, and above-average incomes)		X	
4. We encourage new residential development to follow the pattern of our original town, continuing the existing street design and recommending smaller setbacks.	X	X	The land development regulations for Milledgeville have design and smaller setback regulations. Setback regulations in the Baldwin County land development regulations are larger than the City's.
5. We have options available for loft living, downtown living, or "neo-traditional" development.	X		
6. We have vacant and developable land available for multifamily housing.	X		
7. We allow multifamily housing to be developed in our community.	X		
8. We support community development corporations building housing for lower-income households.	X		
9. We have housing programs that focus on households with special needs.		X	
10. We allow small houses built on small lots (less than 5,000 square feet) in appropriate areas.	X		

APPENDIX B: Data Tables

Table B-1a: Total Population Source: Woods and Poole Economics, Inc.; U.S. Census Bureau					
Year	**City of Milledgeville**	**Baldwin County**	**Middle Georgia Region**	**State of Georgia**	**United States**
1980	12,176	34,813	362,253	5,457,566	227,226,000
1985	NA	38,243	377,903	5,962,720	237,925,000
1990	17,727	39,567	392,255	6,478,216	249,464,000
1995	NA	42,719	418,730	7,323,980	266,086,000
2000	18,757	44,802	443,185	8,186,453	282,125,000
2005	NA	45,479	459,077	8,784,650	296,135,000
2006	NA	45,638	462,286	8,895,580	298,933,000
2007	NA	45,787	465,626	9,008,670	301,819,000
2008	NA	45,934	468,912	9,122,070	304,712,000
2009	NA	46,081	472,258	9,235,630	307,603,000
2010	NA	46,242	475,623	9,349,660	310,519,000
2015	NA	47,109	493,491	9,940,380	325,767,000
2020	NA	48,076	512,320	10,550,700	341,658,000
2025	NA	49,120	532,185	11,185,100	358,301,000

Table B-1b: Percent Population Change Source: Woods and Poole Economics, Inc.; U.S. Census Bureau					
Year	**City of Milledgeville**	**Baldwin County**	**Middle Georgia Region**	**State of Georgia**	**United States**
1980-1990	45.59%	13.66%	8.28%	18.70%	9.79%
1990-2000	5.81%	13.23%	12.98%	26.37%	13.09%
2000-2025	NA	9.64%	20.08%	36.63%	27.00%

Table B-2a: Components of Population Change, 1990-2000 Source: U.S. Census Bureau					
Name	**Population Change**	**Population Change, Natural Increase**	**Population Change, Net Migration**	**% Change Due to Natural Increase**	**% Change Due to Net Migration**
Baldwin County	5,170	1,991	3,179	38.50%	61.50%
Middle Georgia Region	50,935	24,821	26,114	48.70%	51.30%
State of Georgia	1,708,304	582,140	1,126,164	34.10%	65.90%

Table B-3a: Number of Households Source: Woods and Poole Economics, Inc.; U.S. Census Bureau					
Year	**City of Milledgeville**	**Baldwin County**	**Middle Georgia Region**	**State of Georgia**	**United States**
1980	3,892	10,232	120,290	1,886,550	1,886,550
1985	4,111	11,328	131,261	2,124,630	86,553,900
1990	4,329	12,238	140,334	2,380,830	92,255,600
1995	4,542	13,646	151,838	2,684,490	98,679,800
2000	4,755	14,823	163,661	3,022,410	105,819,000
2005	4,971	15,307	171,508	3,265,030	112,466,000
2010	5,187	15,752	178,945	3,501,380	118,879,000
2015	5,402	16,146	185,844	3,727,580	124,948,000
2020	5,618	16,446	191,538	3,929,140	130,209,000
2025	5,834	16,690	196,214	4,108,410	134,777,000

Table B-4a: Average Household Size Source: Woods and Poole Economics, Inc.; U.S. Census Bureau					
Year	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia	United States
1980	2.83	2.87	2.99	2.83	2.83
1985	2.71	2.77	2.89	2.73	2.68
1990	2.58	2.64	2.74	2.66	2.63
1995	2.47	2.58	2.69	2.65	2.62
2000	2.35	2.5	2.62	2.65	2.59
2005	2.23	2.46	2.58	2.61	2.56
2010	2.11	2.44	2.56	2.59	2.54
2015	1.99	2.43	2.56	2.59	2.54
2020	1.87	2.45	2.57	2.6	2.55
2025	1.75	2.47	2.60	2.63	2.58

Table B-5a: % Educational Attainment, 1980 Source: U.S. Census Bureau								
	TOTAL Adult Population 25 & Over	Less than 9th Grade	9th to 12th Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
City of Milledgeville	8,582	16.13	12.89	16.49	9.85	NA	7.63	7.31
Baldwin County	19,237	27.06	20.12	26.14	11.35	NA	7.8	7.59
Middle Georgia Region	201,206	24.26	20.11	31.19	NA	NA	NA	NA
State of Georgia	3,081,513	23.72	19.92	28.52	NA	NA	NA	NA
United States	131,790,276	16.98	13.49	35.71	NA	NA	NA	NA

Table B-5b: % Educational Attainment, 1990 Source: U.S. Census Bureau								
	TOTAL Adult Population 25 & Over	Less than 9th Grade	9th to 12th Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
City of Milledgeville	8,805	20.15	31.03	40.89	17.37	5.61	9.7	6.73
Baldwin County	25,193	13.24	22.07	33.95	13.18	4.22	7.88	5.47
Middle Georgia Region	242,969	12.67	18.14	33.87	16.24	4.33	9.28	5.47
State of Georgia	4,012,329	12	17.04	29.65	17.01	4.96	12.92	6.41
United States	157,945,242	10.37	14.36	30	18.75	6.17	13.12	7.23

Table B-5c: % Educational Attainment, 2000 Source: U.S. Census Bureau								
	TOTAL Adult Population 25 & Over	Less than 9th Grade	9th to 12th Grade (No Diploma)	High School Graduate (Includes Equivalency)	Some College (No Degree)	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
City of Milledgeville	11,916	10.29	21.16	32.24	16.11	3.59	10.01	6.59
Baldwin County	28,445	8.52	18.88	35.42	16.64	4.38	9.63	6.52
Middle Georgia Region	432,504	7.08	15.15	34.91	20.39	5.06	10.77	6.64
State of Georgia	5,185,965	7.58	13.85	28.65	20.41	5.20	16.00	8.30
United States	182,211,639	7.55	12.05	28.63	21.04	6.32	15.54	8.86

Table B-5d: Additional Education Statistics for Baldwin County Source: Baldwin County Schools; GA Department of Education				
Year	Dropout Rate	Dropout Rate for the State of Georgia	Standardized Test Scores	Percent Continuing
1995	6.50%	9.00	69%	25.90%
1996	13.40%	8.50	62%	40.00%
1997	10.70%	8.20	43%	37.20%
1998	10.20%	7.30	55%	37.10%
1999	8.40%	7.40	53%	29.90%
2000	6%	7.20	56%	NA
2001	4.60%	7.20	43%	NA

Table B-6a: % Age Distribution Baldwin County (Yrs. Old) Source: Woods and Poole Economics, Inc.									
Year	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total Population	38,243	39,567	42,719	44,802	45,479	46,242	47,109	48,076	49,120
0 to 4	6.35	6.16	5.88	5.11	5.09	5.21	5.36	5.41	5.39
5 to 9	6.50	6.57	6.47	5.96	5.15	5.16	5.28	5.46	5.52
10 to 14	6.62	6.16	7.06	6.15	5.88	5.09	5.13	5.28	5.47
15 to 19	9.46	8.18	8.21	9.15	6.61	6.26	5.40	5.44	5.59
20 to 24	10.91	9.78	8.80	9.93	9.03	6.49	6.13	5.36	5.46
25 to29	9.77	9.83	8.08	7.48	9.39	8.61	6.13	5.81	5.12
30 to 34	8.75	9.46	9.19	7.46	7.37	9.28	8.45	6.06	5.77
35 to 39	7.28	8.15	8.69	8.35	7.35	7.26	9.15	8.35	6.01
40 to 44	5.85	6.98	7.61	7.97	8.07	7.12	7.05	8.90	8.14
45 to 49	4.81	5.43	6.26	7.03	7.71	7.81	6.93	6.88	8.74
50 to 54	4.51	4.73	5.44	6.18	6.86	7.54	7.67	6.83	6.81
55 to 59	4.42	4.00	4.21	4.77	5.72	6.34	6.96	7.12	6.36
60 to 64	4.24	3.89	3.56	3.92	4.54	5.42	6.01	6.64	6.81
65 & over	10.52	10.68	10.55	10.53	11.22	12.40	14.33	16.46	18.81

Table B-6b: 1980 % Population by Age Source: U.S. Census Bureau					
	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia	United States
TOTAL Population	12,176	34,686	359,479	5,457,566	224,810,192
0 – 4 Years Old	7.00	7.99	9.10	9.12	8.62
5 – 13 Years Old	13.59	11.92	13.50	13.47	12.37
14 – 17 Years Old	10.07	8.03	7.89	7.55	7.18
18 – 20 Years Old	10.38	8.09	6.07	5.91	5.75
21 – 24 Years Old	9.41	8.49	7.48	7.49	7.45
25 – 34 Years Old	14.05	15.63	15.91	17.03	16.37
35 – 44 Years Old	8.81	10.84	11.40	11.85	11.32
45 – 54 Years Old	8.47	9.37	10.18	9.66	10.07
55 – 64 Years Old	8.22	9.02	8.98	8.47	9.58
65 Years and Over	10.00	10.61	9.49	9.45	11.28

Table B-6c: % Population by Age, 1990 Source: U.S. Census Bureau					
	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia	United States
TOTAL Population	17,727	39,530	389,016	6,478,216	248,032,624
0 – 4 Years Old	4.49	6.07	7.44	9.17	8.86
5 – 13 Years Old	8.61	11.40	13.66	11.81	11.37
14 – 17 Years Old	5.07	5.51	5.85	5.69	5.34
18 – 20 Years Old	7.63	6.22	4.86	5.02	4.72
21 – 24 Years Old	8.9	7.07	5.74	6.38	6.04
25 – 34 Years Old	21.37	19.68	17.60	18.14	17.36
35 – 44 Years Old	15.63	15.41	14.99	15.68	15.11
45 – 54 Years Old	9.34	10.58	10.56	10.33	10.14
55 – 64 Years Old	7.95	7.78	8.41	7.70	8.50
65 Years and Over	11.01	10.28	10.89	10.10	12.56

Table B-6d: % Population by Age, 2000 Source: U.S. Census Bureau					
	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia	United States
TOTAL Population	18,757	44,700	440,121	8,186,453	281,421,920
0 – 4 Years Old	3.65	5.08	6.81	7.27	6.81
5 – 13 Years Old	7.58	10.89	13.50	12.83	13.16
14 – 17 Years Old	5.44	5.73	6.00	5.73	5.72
18 – 20 Years Old	10.32	7.15	4.84	4.53	4.35
21 – 24 Years Old	10.87	7.51	5.36	5.71	5.30
25 – 34 Years Old	15.95	14.70	13.81	15.87	14.18
35 – 44 Years Old	16.72	16.30	16.18	16.53	16.04
45 – 54 Years Old	12.16	13.41	13.42	13.19	13.39
55 – 64 Years Old	7.6	8.64	8.89	8.08	8.63
65 Years and Over	11.1	10.57	10.23	9.59	12.43

Table B-7a: % Racial Composition, 1980 Source: U.S. Census Bureau						
	Total Population	White Population	Black Population	American Indian Eskimo or Aleut	Asian & Pacific Islander	Hispanic, any Race
City of Milledgeville	12,176	50.96	48.52	0.06	0.19	1.22
Baldwin County	34,813	61.85	37.28	0.08	0.23	1.30
State of Georgia	5,457,566	NA	NA	NA	NA	NA
United States	227,226,000	NA	NA	NA	NA	NA

Table B-7b: % Racial Composition, 1990 Source: U.S. Census Bureau						
	Total Population	White Population	Black Population	American Indian Eskimo or Aleut	Asian & Pacific Islander	Hispanic, any Race
City of Milledgeville	17,727	48.90	49.50	0.25	1.25	1.60
Baldwin County	39,567	56.01	42.28	0.11	0.66	0.94
State of Georgia	6,478,216	71.01	26.96	0.21	1.17	1.68
United States	249,464,000	80.29	12.06	0.79	2.92	8.99

Table B-7c: % Racial Composition, 2000 Source: U.S. Census Bureau						
	Total Population	White Population	Black Population	American Indian Eskimo or Aleut	Asian & Pacific Islander	Hispanic, any Race
City of Milledgeville	18,757	49.94	47.68	0.13	1.55	1.23
Baldwin County	44,802	53.97	43.51	0.18	0.99	1.35
State of Georgia	8,186,453	65.10	28.70	0.30	2.20	5.30
United States	282,125,000	75.10	12.30	0.90	0.10	12.50

Table B-7d: % Racial Composition for Baldwin County Source: Woods and Poole Economics, Inc.						
Year	Total Population	White Population	Black Population	Native American	Asian & Pacific Islander	Hispanic, any Race
1980	34,813	61.85	37.28	0.08	0.23	1.30
1985	38,243	57.51	38.81	0.10	0.46	1.05
1990	39,567	56.01	42.28	0.11	0.66	0.94
1995	42,719	54.67	43.02	0.20	0.96	1.15
2000	44,802	53.97	43.51	0.18	0.99	1.35
2005	45,479	52.95	43.91	0.19	1.26	1.70
2010	46,242	51.85	44.37	0.21	1.57	2.00
2015	47,109	50.81	44.77	0.21	1.88	2.32
2020	48,076	49.81	45.00	0.22	2.27	2.70
2025	49,120	48.75	45.16	0.22	2.72	3.16

Table B-8a: Per Capita Income Source: U.S. Census Bureau					
Year	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia	United States
1980	$5,517.00	$13,427.00	$13,307.45	$15,353.00	$18,444.00
1985	$7,031.00	$14,844.00	$15,608.09	$18,512.00	$20,713.00
1990	$8,544.00	$17,064.00	$17,220.82	$20,715.00	$22,871.00
1995	$10,663.00	$17,943.00	$18,077.55	$22,287.00	$23,771.00
2000	$12,782.00	$19,479.00	$20,031.00	$25,433.00	$26,988.00
2005	$14,598.00	$20,560.00	$21,131.82	$26,975.00	$28,581.00
2010	$16,415.00	$21,659.00	$22,253.09	$28,549.00	$30,227.00
2015	$18,231.00	$22,818.00	$23,422.91	$30,141.00	$31,943.00
2020	$20,047.00	$24,058.00	$24,665.55	$31,767.00	$33,758.00
2025	$21,863.00	$25,415.00	$26,006.82	$33,413.00	$35,673.00

Table B-8b: Average Household Income Source: Woods and Poole Economics, Inc.; U.S. Census Bureau					
Year	**City of Milledgeville**	**Baldwin County**	**Middle Georgia Region**	**State of Georgia**	**United States**
1980	NA	NA	NA	NA	$18,444.00
1985	NA	NA	NA	NA	$20,713.00
1990	30,371	$31,522.00	$30,654.73	$33,259.00	$22,871.00
1995	NA	$34,466.00	$33,155.73	$35,692.00	$23,771.00
2000	46,121	$36,832.00	$37,982.00	$42,158.00	$26,988.00
2005	NA	$39,742.00	$39,840.45	$44,169.00	$28,581.00
2010	NA	$42,677.00	$44,347.00	$52,533.00	$30,227.00
2015	NA	$45,588.00	$46,476.36	$54,203.00	$31,943.00
2020	NA	$47,939.00	$49,668.00	$63,964.00	$33,758.00
2025	NA	$53,809.00	$54,876.91	$59,049.00	$35,673.00

Table B-8c: % Household Income Distribution, 1980 Source: U.S. Census Bureau				
	City of Milledgeville	**Baldwin County**	**Middle Georgia Region**	**State of Georgia**
TOTAL Households	100.00%	100.00%	100.00%	100.00%
Income less than $5000	15.83%	13.33%	16.83%	16.20%
Income $5000 - $9999	21.84%	19.15%	17.95%	17.10%
Income $10000 - $14999	18.99%	16.88%	16.23%	16.28%
Income $15000 - $19999	14.80%	13.81%	14.73%	14.19%
Income $20000 - $29999	13.51%	12.40%	12.89%	11.53%
Income $30000 - $34999	7.63%	6.41%	7.66%	8.23%
Income $35000 - $39999	6.53%	5.49%	5.33%	5.53%
Income $40000 - $49999	4.88%	3.44%	2.73%	3.36%
Income $50000 - $59999	2.77%	2.00%	1.59%	2.04%
Income $60000 - $74999	1.72%	1.20%	0.98%	1.47%
Income $75000 - $99999	4.50%	3.18%	1.95%	2.57%
Income $100000 or more	4.27%	2.77%	1.06%	1.52%

Table B-8d: % Household Income Distribution, 1990 Source: U.S. Census Bureau				
	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia
TOTAL Households	100.00%	100.00%	100.00%	100.00%
Income less than $5000	13.90%	9.50%	9.87%	7.90%
Income $5000 - $9999	12.02%	10.63%	10.24%	8.87%
Income $10000 - $14999	10.00%	9.58%	10.18%	8.62%
Income $15000 - $19999	12.13%	10.87%	9.21%	8.87%
Income $20000 - $29999	14.49%	16.39%	16.94%	17.13%
Income $30000 - $34999	6.17%	8.19%	7.89%	7.90%
Income $35000 - $39999	4.98%	7.60%	6.84%	6.77%
Income $40000 - $49999	8.78%	9.54%	10.56%	11.03%
Income $50000 - $59999	7.57%	7.37%	7.06%	7.61%
Income $60000 - $74999	2.98%	4.47%	5.88%	6.85%
Income $75000 - $99999	3.99%	3.33%	3.28%	4.63%
Income $100000 or more	3.00%	2.53%	2.05%	3.81%

Table B-8e: % Household Income Distribution, 2000 Source: U.S. Census Bureau				
	City of Milledgeville	Baldwin County	Middle Georgia Region	State of Georgia
TOTAL Households	100.00%	100.00%	100.00%	100.00%
Income less than $5000	NA	NA	NA	NA
Income $5000 - $9999	19.92%	13.56%	13.22%	10.13%
Income $10000 - $14999	8.80%	7.13%	7.11%	5.85%
Income $15000 - $19999	6.80%	6.93%	6.84%	5.91%
Income $20000 - $29999	13.65%	14.94%	13.84%	12.74%
Income $30000 - $34999	6.13%	7.21%	6.42%	6.22%
Income $35000 - $39999	4.81%	6.07%	6.19%	5.87%
Income $40000 - $49999	8.47%	11.21%	11.11%	10.85%
Income $50000 - $59999	6.52%	8.95%	9.07%	9.24%
Income $60000 - $74999	7.79%	7.94%	10.07%	10.48%
Income $75000 - $99999	8.26%	8.58%	8.83%	10.36%
Income $100000 or more	8.86%	7.46%	7.31%	12.34%

Table B-9a: Employment by Sector in Baldwin County Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	17,308	19,714	21,714	22,990	23,406	24,119	24,814	25,578	26,451	27,464
Farm	258	197	171	165	172	163	156	150	145	140
Agricultural Services, Other	46	74	115	174	163	178	189	200	211	223
Mining	15	13	27	8	14	14	15	15	15	16
Construction	299	583	630	684	788	824	839	852	867	882
Manufacturing	3,499	4,454	4,299	3,638	3,303	3,216	3,163	3,134	3,127	3,142
Trans, Comm, & Public Utilities	476	227	206	402	460	481	499	516	532	549
Wholesale Trade	162	190	184	197	240	235	231	228	226	224
Retail Trade	2,348	3,069	3,437	3,921	4,253	4,451	4,629	4,792	4,950	5,112
Finance, Insurance, & Real Estate	570	631	619	655	947	1,004	1,060	1,122	1,190	1,265
Services	2,180	2,650	3,324	3,540	4,741	5,208	5,707	6,252	6,860	7,548
Federal Civilian Government	68	64	73	69	70	70	71	70	70	70
Federal Military Government	157	196	182	181	170	173	175	176	177	177
State & Local Government	7,230	7,366	8,447	9,356	8,085	8,102	8,080	8,071	8,081	8,116

Table B-9b: Employment by Sector in Baldwin County (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Farm	1.49%	1.00%	0.79%	0.72%	0.73%	0.68%	0.63%	0.59%	0.55%	0.51%
Agricultural Services, Other	0.27%	0.38%	0.53%	0.76%	0.70%	0.74%	0.76%	0.78%	0.80%	0.81%
Mining	0.09%	0.07%	0.12%	0.03%	0.06%	0.06%	0.06%	0.06%	0.06%	0.06%
Construction	1.73%	2.96%	2.90%	2.98%	3.37%	3.42%	3.38%	3.33%	3.28%	3.21%
Manufacturing	20.22%	22.59%	19.80%	15.82%	14.11%	13.33%	12.75%	12.25%	11.82%	11.44%
Trans, Comm, & Public Utilities	2.75%	1.15%	0.95%	1.75%	1.97%	1.99%	2.01%	2.02%	2.01%	2.00%
Wholesale Trade	0.94%	0.96%	0.85%	0.86%	1.03%	0.97%	0.93%	0.89%	0.85%	0.82%
Retail Trade	13.57%	15.57%	15.83%	17.06%	18.17%	18.45%	18.65%	18.73%	18.71%	18.61%
Finance, Insurance, & Real Estate	3.29%	3.20%	2.85%	2.85%	4.05%	4.16%	4.27%	4.39%	4.50%	4.61%
Services	12.60%	13.44%	15.31%	15.40%	20.26%	21.59%	23.00%	24.44%	25.93%	27.48%
Federal Civilian Government	0.39%	0.32%	0.34%	0.30%	0.30%	0.29%	0.29%	0.27%	0.26%	0.25%
Federal Military Government	0.91%	0.99%	0.84%	0.79%	0.73%	0.72%	0.71%	0.69%	0.67%	0.64%
State & Local Government	41.77%	37.36%	38.90%	40.70%	34.54%	33.59%	32.56%	31.55%	30.55%	29.55%

Table B-9c: Employment by Sector for the State of Georgia Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	2,747,310	3,224,300	3,690,610	4,229,290	4,859,970	5,235,630	5,623,650	6,029,160	6,451,320	6,890,350
Farm	96,559	82,370	74,286	68,780	67,356	64,877	62,438	60,240	58,297	56,584
Agricultural Services, Other	16,432	24,574	31,487	44,659	54,829	60,079	65,359	70,538	75,465	80,033
Mining	8,808	10,241	10,590	9,408	9,522	9,645	9,813	10,047	10,324	10,653
Construction	139,233	196,913	212,342	236,159	296,572	316,876	333,895	349,870	365,279	380,526
Manufacturing	528,812	565,278	572,477	603,394	613,992	632,106	649,864	665,184	677,683	687,263
Trans, Comm, & Public Utilities	152,583	177,746	216,343	241,886	296,267	322,804	347,846	371,521	392,902	411,295
Wholesale Trade	174,084	214,310	228,213	242,508	276,326	300,312	322,310	344,504	367,022	389,992
Retail Trade	407,627	520,232	606,608	724,946	816,701	893,996	973,979	1,055,500	1,138,660	1,223,640
Finance, Insurance, & Real Estate	199,887	225,090	244,947	269,183	345,923	369,137	392,407	416,440	440,943	465,714
Services	502,841	664,476	876,597	1,125,360	1,391,460	1,532,290	1,692,630	1,873,380	2,074,950	2,298,230
Federal Civilian Government	84,599	92,561	102,981	98,336	92,262	91,889	91,883	92,089	92,439	92,936
Federal Military Government	92,295	98,319	90,745	94,733	93,789	95,235	96,403	97,224	97,709	97,839
State & Local Government	343,553	352,189	422,991	469,941	504,969	546,388	584,820	622,628	659,644	695,636

Table B-9d: Employment by Sector for the State of Georgia (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Farm	3.51%	2.55%	2.01%	1.63%	1.39%	1.24%	1.11%	1.00%	0.90%	0.82%
Agricultural Services, Other	0.60%	0.76%	0.85%	1.06%	1.13%	1.15%	1.16%	1.17%	1.17%	1.16%
Mining	0.32%	0.32%	0.29%	0.22%	0.20%	0.18%	0.17%	0.17%	0.16%	0.15%
Construction	5.07%	6.11%	5.75%	5.58%	6.10%	6.05%	5.94%	5.80%	5.66%	5.52%
Manufacturing	19.25%	17.53%	15.51%	14.27%	12.63%	12.07%	11.56%	11.03%	10.50%	9.97%
Trans, Comm, & Public Utilities	5.55%	5.51%	5.86%	5.72%	6.10%	6.17%	6.19%	6.16%	6.09%	5.97%
Wholesale Trade	6.34%	6.65%	6.18%	5.73%	5.69%	5.74%	5.73%	5.71%	5.69%	5.66%
Retail Trade	14.84%	16.13%	16.44%	17.14%	16.80%	17.08%	17.32%	17.51%	17.65%	17.76%
Finance, Insurance, & Real Estate	7.28%	6.98%	6.64%	6.36%	7.12%	7.05%	6.98%	6.91%	6.83%	6.76%
Services	18.30%	20.61%	23.75%	26.61%	28.63%	29.27%	30.10%	31.07%	32.16%	33.35%
Federal Civilian Government	3.08%	2.87%	2.79%	2.33%	1.90%	1.76%	1.63%	1.53%	1.43%	1.35%
Federal Military Government	3.36%	3.05%	2.46%	2.24%	1.93%	1.82%	1.71%	1.61%	1.51%	1.42%
State & Local Government	12.51%	10.92%	11.46%	11.11%	10.39%	10.44%	10.40%	10.33%	10.22%	10.10%

Table B-9e: Earnings by Sector for Baldwin County (1996 $) Source: Woods & Poole Economics, Inc.										
Category	**1980**	**1985**	**1990**	**1995**	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**
Total	$381,635	$461,707	$503,050	$537,073	$593,752	$634,003	$675,723	$721,759	$773,461	$832,429
Farm	$2,317	$528	$1,015	$931	$1,219	$1,307	$1,407	$1,519	$1,643	$1,780
Agricultural Services, Other	$612	$773	$1,400	$1,714	$2,140	$2,442	$2,729	$3,015	$3,312	$3,631
Mining	$1,449	$1,968	$1,130	$168	$306	$313	$321	$332	$347	$364
Construction	$7,098	$14,556	$14,329	$16,956	$22,225	$23,949	$25,093	$26,188	$27,323	$28,519
Manufacturing	$97,667	$129,131	$111,846	$102,843	$105,347	$108,476	$112,509	$117,241	$122,694	$128,992
Trans, Comm, & Public Utilities	$14,883	$6,988	$5,457	$13,646	$17,729	$19,259	$20,805	$22,357	$23,976	$25,735
Wholesale Trade	$3,621	$4,103	$5,012	$6,396	$8,260	$8,280	$8,361	$8,480	$8,612	$8,757
Retail Trade	$34,508	$45,560	$43,857	$52,979	$61,261	$65,641	$69,871	$74,017	$78,220	$82,625
Finance, Insurance, & Real Estate	$6,703	$6,725	$10,120	$14,138	$21,502	$24,492	$27,663	$31,200	$35,154	$39,562
Services	$39,398	$44,993	$58,237	$66,332	$103,492	$120,976	$140,655	$163,122	$189,135	$219,548
Federal Civilian Government	$3,072	$2,979	$3,168	$3,351	$3,382	$3,516	$3,643	$3,763	$3,878	$3,989
Federal Military Government	$1,860	$2,935	$2,447	$2,638	$2,821	$2,996	$3,170	$3,343	$3,512	$3,678
State & Local Government	$168,447	$200,468	$245,032	$254,981	$244,068	$252,356	$259,496	$267,182	$275,655	$285,249

Table B-9f: Earnings by Sector for Baldwin County (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Farm	0.61%	0.11%	0.20%	0.17%	0.21%	0.21%	0.21%	0.21%	0.21%	0.21%
Agricultural Services, Other	0.16%	0.17%	0.28%	0.32%	0.36%	0.39%	0.40%	0.42%	0.43%	0.44%
Mining	0.38%	0.43%	0.22%	0.03%	0.05%	0.05%	0.05%	0.05%	0.04%	0.04%
Construction	1.86%	3.15%	2.85%	3.16%	3.74%	3.78%	3.71%	3.63%	3.53%	3.43%
Manufacturing	25.59%	27.97%	22.23%	19.15%	17.74%	17.11%	16.65%	16.24%	15.86%	15.50%
Trans, Comm, & Public Utilities	3.90%	1.51%	1.08%	2.54%	2.99%	3.04%	3.08%	3.10%	3.10%	3.09%
Wholesale Trade	0.95%	0.89%	1.00%	1.19%	1.39%	1.31%	1.24%	1.17%	1.11%	1.05%
Retail Trade	9.04%	9.87%	8.72%	9.86%	10.32%	10.35%	10.34%	10.26%	10.11%	9.93%
Finance, Insurance, & Real Estate	1.76%	1.46%	2.01%	2.63%	3.62%	3.86%	4.09%	4.32%	4.55%	4.75%
Services	10.32%	9.74%	11.58%	12.35%	17.43%	19.08%	20.82%	22.60%	24.45%	26.37%
Federal Civilian Government	0.80%	0.65%	0.63%	0.62%	0.57%	0.55%	0.54%	0.52%	0.50%	0.48%
Federal Military Government	0.49%	0.64%	0.49%	0.49%	0.48%	0.47%	0.47%	0.46%	0.45%	0.44%
State & Local Government	44.14%	43.42%	48.71%	47.48%	41.11%	39.80%	38.40%	37.02%	35.64%	34.27%

Table B-9g: Earnings by Sector (In Millions) for the State of Georgia (1996 $)

Source: Woods & Poole Economics, Inc.

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	$66,537.10	$85,919.70	$102,642.00	$123,514.00	$160,462.00	$180,866.00	$202,919.00	$227,019.00	$253,253.00	$281,758.00
Farm	$106.20	$1,087.70	$1,391.30	$1,733.70	$1,565.80	$1,682.80	$1,802.90	$1,933.30	$2,076.00	$2,233.00
Agricultural Services, Other	$244.90	$350.80	$475.90	$660.10	$943.60	$1,086.10	$1,239.30	$1,400.70	$1,566.60	$1,733.30
Mining	$429.90	$413.90	$373.70	$359.80	$438.20	$445.40	$456.30	$471.30	$489.70	$510.90
Construction	$3,765.50	$5,647.60	$5,975.30	$6,661.10	$9,630.10	$10,606.80	$11,506.00	$12,401.40	$13,309.00	$14,242.90
Manufacturing	$14,997.80	$17,211.70	$17,973.70	$20,801.40	$23,849.50	$26,143.50	$28,510.60	$30,854.70	$33,129.10	$35,298.60
Trans, Comm, & Public Utilities	$6,208.80	$7,604.70	$8,981.40	$11,643.90	$15,867.70	$18,059.60	$20,304.90	$22,610.40	$24,909.00	$27,140.00
Wholesale Trade	$5,900.70	$7,766.50	$9,090.70	$10,085.40	$13,549.20	$15,124.90	$16,662.40	$18,269.60	$19,955.50	$21,729.70
Retail Trade	$6,870.40	$9,141.20	$9,413.90	$11,216.70	$14,426.00	$16,215.30	$18,126.50	$20,144.90	$22,276.70	$24,530.80
Finance, Insurance, & Real Estate	$3,617.30	$4,803.40	$6,600.90	$8,476.20	$12,153.70	$13,862.80	$15,688.50	$17,666.00	$19,784.20	$22,033.10
Services	$10,401.90	$14,915.70	$22,532.20	$30,044.90	$42,959.70	$50,244.00	$58,890.80	$69,107.30	$81,084.50	$95,046.20
Federal Civilian Government	$3,751.40	$4,391.10	$4,780.60	$5,147.40	$5,442.80	$5,621.60	$5,826.30	$6,051.60	$6,295.20	$6,556.80
Federal Military Government	$2,475.20	$3,160.10	$2,765.10	$3,080.30	$3,297.80	$3,501.80	$3,705.60	$3,907.30	$4,105.50	$4,298.40
State & Local Government	$7,767.20	$9,425.30	$12,287.50	$13,602.90	$16,338.30	$18,271.30	$20,198.70	$22,200.70	$24,272.20	$26,403.70

Table B-9h: Earnings by Sector for the State of Georgia (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Farm	0.16%	1.27%	1.36%	1.40%	0.98%	0.93%	0.89%	0.85%	0.82%	0.79%
Agricultural Services, Other	0.37%	0.41%	0.46%	0.53%	0.59%	0.60%	0.61%	0.62%	0.62%	0.62%
Mining	0.65%	0.48%	0.36%	0.29%	0.27%	0.25%	0.22%	0.21%	0.19%	0.18%
Construction	5.66%	6.57%	5.82%	5.39%	6.00%	5.86%	5.67%	5.46%	5.26%	5.06%
Manufacturing	22.54%	20.03%	17.51%	16.84%	14.86%	14.45%	14.05%	13.59%	13.08%	12.53%
Trans, Comm, & Public Utilities	9.33%	8.85%	8.75%	9.43%	9.89%	9.99%	10.01%	9.96%	9.84%	9.63%
Wholesale Trade	8.87%	9.04%	8.86%	8.17%	8.44%	8.36%	8.21%	8.05%	7.88%	7.71%
Retail Trade	10.33%	10.64%	9.17%	9.08%	8.99%	8.97%	8.93%	8.87%	8.80%	8.71%
Finance, Insurance, & Real Estate	5.44%	5.59%	6.43%	6.86%	7.57%	7.66%	7.73%	7.78%	7.81%	7.82%
Services	15.63%	17.36%	21.95%	24.33%	26.77%	27.78%	29.02%	30.44%	32.02%	33.73%
Federal Civilian Government	5.64%	5.11%	4.66%	4.17%	3.39%	3.11%	2.87%	2.67%	2.49%	2.33%
Federal Military Government	3.72%	3.68%	2.69%	2.49%	2.06%	1.94%	1.83%	1.72%	1.62%	1.53%
State & Local Government	11.67%	10.97%	11.97%	11.01%	10.18%	10.10%	9.95%	9.78%	9.58%	9.37%

Table B-10a: Labor Force Participation in Baldwin County
Source: U.S. Bureau of the Census

Category	1990	2000
TOTAL Males and Females	31,664	36,503
In Labor Force	17,138	18,658
Civilian Labor Force	17,121	18,634
Civilian Employed	15,901	17,478
Civilian Unemployed	1,220	1,156
In Armed Forces	17	24
Not in Labor Force	14,526	17,845
TOTAL Males	16,406	19,939
Male In Labor Force	8,578	9,442
Male Civilian Labor Force	8,561	9,418
Male Civilian Employed	8,009	8,831
Male Civilian Unemployed	552	587
Male In Armed Forces	17	24
Male Not in Labor Force	7,828	10,497
TOTAL Females	15,258	16,564
Female In Labor Force	8,560	9,216
Female Civilian Labor Force	8,560	9,216
Female Civilian Employed	7,892	8,647
Female Civilian Unemployed	668	569
Female In Armed Forces	0	0
Female Not in Labor Force	6,698	7,348

Table B-10b: Labor Force Participation in the State of Georgia

Source: U.S. Bureau of the Census

Category	1990	2000
TOTAL Males and Females	4,939,774	6,250,687
In Labor Force	3,353,372	4,129,666
Civilian Labor Force	3,280,314	4,062,808
Civilian Employed	3,092,374	3,839,756
Civilian Unemployed	187,940	223,052
In Armed Forces	73,058	66,858
Not in Labor Force	1,586,402	2,121,021
TOTAL Males	2,357,580	3,032,442
Male In Labor Force	1,807,053	2,217,015
Male Civilian Labor Force	1,741,609	2,159,175
Male Civilian Employed	1,652,016	2,051,523
Male Civilian Unemployed	89,593	107,652
Male In Armed Forces	65,444	57,840
Male Not in Labor Force	550,527	815,427
TOTAL Females	2,582,194	3,218,245
Female In Labor Force	1,546,319	1,912,651
Female Civilian Labor Force	1,538,705	1,903,633
Female Civilian Employed	1,440,358	1,788,33
Female Civilian Unemployed	98,347	115,400
Female In Armed Forces	7,614	9,018
Female Not in Labor Force	1,035,875	1,305,594

Table B-10c: Labor Force Participation in the United States
Source: U.S. Bureau of the Census

Category	1990	2000
TOTAL Males and Females	191,293,337	217,168,077
In Labor Force	124,882,409	138,820,935
Civilian Labor Force	123,176,636	137,668,798
Civilian Employed	115,431,436	129,721,512
Civilian Unemployed	7,745,200	7,947,286
In Armed Forces	1,705,773	1,152,137
Not in Labor Force	66,410,928	78,347,142
TOTAL Males	91,866,829	104,982,282
Male In Labor Force	68,417,853	74,273,203
Male Civilian Labor Force	66,897,041	73,285,305
Male Civilian Employed	62,639,048	69,091,443
Male Civilian Unemployed	4,257,993	4,193,862
Male In Armed Forces	1,520,812	987,898
Male Not in Labor Force	23,448,976	30,709,079
TOTAL Females	99,426,508	112,185,795
Female In Labor Force	56,464,556	64,547,732
Female Civilian Labor Force	56,279,595	64,383,493
Female Civilian Employed	52,792,388	6,0630,069
Female Civilian Unemployed	3,487,207	3,753,424
Female In Armed Forces	184,961	164,239
Female Not in Labor Force	4,2961,952	47,638,063

Table B-10d: Baldwin County Labor Statistics
Source: Georgia Department of Labor

Category	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Labor Force	16,856	16,570	16,766	16,989	16,970	17,121	17,149	17,367	17,747	17,534	18,500
Employed	16,142	15,942	15,778	16,223	16,371	16,444	16,314	16,607	16,753	16,479	17,681
Unemployed	714	628	988	766	599	677	835	760	994	1,055	819
Unemployment Rate	4.2%	3.8%	5.9%	4.5%	3.5%	4.0%	4.9%	4.4%	5.6%	6.0%	4.4%

Table B-10e: Unemployment Rates for Surrounding Counties
Source: Georgia Department of Labor

County	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Baldwin	4.20%	3.80%	5.90%	4.50%	3.50%	4.00%	4.90%	4.40%	5.60%	6.00%	4.40%
Hancock	6.50%	9.20%	12.20%	9.10%	6.70%	6.80%	15.10%	11.10%	11.80%	12.50%	9.50%
Jones	4.20%	4.10%	5.30%	4.90%	4.10%	4.30%	4.00%	3.70%	4.40%	4.10%	4.10%
Putnam	3.40%	4.60%	5.10%	4.30%	3.30%	2.90%	4.00%	4.50%	3.50%	3.50%	3.20%
Washington	5.90%	5.10%	5.60%	4.50%	3.80%	5.50%	6.00%	9.00%	8.40%	7.50%	5.00%
Wilkinson	4.00%	4.20%	5.80%	5.50%	4.50%	4.80%	6.00%	5.80%	8.10%	9.10%	5.20%

Table B-10f: Labor Statistics for the State of Georgia
Source: Georgia Department of Labor

Category	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Labor Force	3,300,380	3,263,876	3,353,566	3,467,191	3,577,505	3,617,165	3,738,850	3,904,474	4,014,526	4,078,263	4,173,274
Employed	3,118,253	3,099,103	3,119,071	3,265,259	3,391,782	3,440,859	3,566,542	3,727,295	3,845,702	3,916,080	4,018,876
Unemployed	182,127	164,772	234,495	201,932	185,722	176,306	172,308	177,179	168,824	162,183	154,398
Unemployment Rate	5.5%	5.0%	7.0%	5.8%	5.2%	4.9%	4.6%	4.5%	4.2%	4.0%	3.7%

Table B-10g: Labor Statistics for the United States
Source: U.S. Bureau of Labor Statistics

Category	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Labor Force (thousands)	125,840	126,346	128,105	129,200	196,814	132,304	133,943	136,297	137,673	139,368	140,863	141,815
Employed (thousands)	118,793	117,718	118,492	120,259	123,060	124,900	126,708	129,558	131,463	133,488	135,208	135,073
Unemployed (thousands)	7,047	8,628	9,613	8,940	7,996	7,404	7,236	6,739	6,210	5,880	5,655	6,742
Unemployment Rate	5.6%	6.8%	7.5%	6.9%	6.1%	5.6%	5.4%	4.9%	4.5%	4.2%	4.0%	4.8%

Table B-10h: Employment by Occupation in Baldwin County Source: U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	15,901	17,478
Executive, Administrative and Managerial (not Farm)	1,472	1,564
Professional and Technical Specialty	2,121	3,353
Technicians & Related Support	922	NA
Sales	1,643	1,755
Clerical and Administrative Support	1,997	2,205
Private Household Services	67	NA
Protective Services	706	NA
Service Occupations (not Protective & Household)	2,298	2,642
Farming, Fishing and Forestry	173	86
Precision Production, Craft, and Repair	1,930	2,017
Machine Operators, Assemblers & Inspectors	1,513	1,789
Transportation & Material Moving	468	966
Handlers, Equipment Cleaners, helpers & Laborers	591	NA

Table B-10i: Employment by Occupation in Baldwin County (%) Source: U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	9.26%	8.95%
Professional and Technical Specialty	13.34%	19.18%
Technicians & Related Support	5.80%	NA
Sales	10.33%	10.04%
Clerical and Administrative Support	12.56%	12.62%
Private Household Services	0.42%	NA
Protective Services	4.44%	NA
Service Occupations (not Protective & Household)	14.45%	15.12%
Farming, Fishing and Forestry	1.09%	0.49%
Precision Production, Craft, and Repair	12.14%	11.54%
Machine Operators, Assemblers & Inspectors	9.52%	10.24%
Transportation & Material Moving	2.94%	5.53%
Handlers, Equipment Cleaners, helpers & Laborers	3.72%	NA

Table B-10j: Employment by Occupation in the State of Georgia U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	3,092,057	3,839,756
Executive, Administrative and Managerial (not Farm)	378,984	538,647
Professional and Technical Specialty	383,012	717,312
Technicians & Related Support	110,766	NA
Sales	379,746	446,876
Clerical and Administrative Support	494,823	581,364
Private Household Services	15,882	NA
Protective Services	52,596	NA
Service Occupations (not Protective & Household)	302,084	444,077
Farming, Fishing and Forestry	68,111	24,489
Precision Production, Craft, and Repair	366,819	346,326
Machine Operators, Assemblers & Inspectors	262,930	415,849
Transportation & Material Moving	142,189	254,652
Handlers, Equipment Cleaners, helpers & Laborers	134,115	NA

Table B-10k: Employment by Occupation in the State of Georgia (%) U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	12.26%	14.03%
Professional and Technical Specialty	12.39%	18.68%
Technicians & Related Support	3.58%	NA
Sales	12.28%	11.64%
Clerical and Administrative Support	16.00%	15.14%
Private Household Services	0.51%	NA
Protective Services	1.70%	NA
Service Occupations (not Protective & Household)	9.77%	11.57%
Farming, Fishing and Forestry	2.20%	0.64%
Precision Production, Craft, and Repair	11.86%	9.02%
Machine Operators, Assemblers & Inspectors	8.50%	10.83%
Transportation & Material Moving	4.60%	6.63%
Handlers, Equipment Cleaners, helpers & Laborers	4.34%	NA

Table B-10l: Employment by Occupation in the United States Source: U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	115,452,905	129,721,512
Executive, Administrative and Managerial (not Farm)	14,227,916	17,448,038
Professional and Technical Specialty	16,287,187	26,198,693
Technicians & Related Support	4,251,007	NA
Sales	13,606,870	14,592,699
Clerical and Administrative Support	18,769,526	20,028,691
Private Household Services	520,183	NA
Protective Services	1,981,723	NA
Service Occupations (not Protective & Household)	12,746,927	15,575,101
Farming, Fishing and Forestry	2,835,950	951,810
Precision Production, Craft, and Repair	13,077,829	11,008,625
Machine Operators, Assemblers & Inspectors	7,886,595	12,256,138
Transportation & Material Moving	4,715,847	7,959,871
Handlers, Equipment Cleaners, helpers & Laborers	4,545,345	NA

Table B-10m: Employment by Occupation in the United States (%) Source: U.S. Bureau of the Census		
Category	1990	2000
TOTAL All Occupations	100.00%	100.00%
Executive, Administrative and Managerial (not Farm)	12.32%	13.45%
Professional and Technical Specialty	14.11%	20.20%
Technicians & Related Support	3.68%	NA
Sales	11.79%	11.25%
Clerical and Administrative Support	16.26%	15.44%
Private Household Services	0.45%	NA
Protective Services	1.72%	NA
Service Occupations (not Protective & Household)	11.04%	12.01%
Farming, Fishing and Forestry	2.46%	0.73%
Precision Production, Craft, and Repair	11.33%	8.49%
Machine Operators, Assemblers & Inspectors	6.83%	9.45%
Transportation & Material Moving	4.08%	6.14%
Handlers, Equipment Cleaners, helpers & Laborers	3.94%	NA

Table B-10n: Personal Income by Type (In Thousands) in Baldwin County (1996$) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	$467,446	$567,686	$675,166	$766,496	$872,696	$935,059	$1,001,580	$1,074,930	$1,156,610	$1,248,380
Wages & Salaries	$311,194	$371,299	$399,741	$417,850	$477,177	$511,032	$545,986	$584,525	$627,767	$677,034
Other Labor Income	$39,255	$5,671	$68,971	$72,145	$56,149	$59,189	$62,226	$65,544	$69,261	$73,509
Proprietors Income	$31,186	$33,700	$34,338	$47,078	$60,426	$63,782	$67,511	$71,690	$76,433	$81,886
Dividends, Interest, & Rent	$55,965	$85,804	$120,022	$137,734	$173,160	$185,701	$198,762	$2,123	$226,222	$240,480
Transfer Payments to Persons	$63,361	$81,449	$131,513	$174,298	$190,464	$208,558	$229,180	$252,560	$279,081	$309,191
Less: Social Ins. Contributions	$11,681	$17,038	$18,592	$21,356	$24,886	$27,753	$30,885	$34,279	$37,983	$42,054
Residence Adjustment	($21,834)	($44,236)	($60,827)	($61,253)	($59,794)	($65,450)	($71,205)	($77,401)	($84,171)	($91,668)

Table B-10O: Personal Income by Type in Baldwin County (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Wages & Salaries	66.57%	65.41%	59.21%	54.51%	54.68%	54.65%	54.51%	54.38%	54.28%	54.23%
Other Labor Income	8.40%	1.00%	10.22%	9.41%	6.43%	6.33%	6.21%	6.10%	5.99%	5.89%
Proprietors Income	6.67%	5.94%	5.09%	6.14%	6.92%	6.82%	6.74%	6.67%	6.61%	6.56%
Dividends, Interest, & Rent	11.97%	15.11%	17.78%	17.97%	19.84%	19.86%	19.84%	0.20%	19.56%	19.26%
Transfer Payments to Persons	13.55%	14.35%	19.48%	22.74%	21.82%	22.30%	22.88%	23.50%	24.13%	24.77%
Less: Social Ins. Contributions	2.50%	3.00%	2.75%	2.79%	2.85%	2.97%	3.08%	3.19%	3.28%	3.37%
Residence Adjustment	-4.67%	-7.79%	-9.01%	-7.99%	-6.85%	-7.00%	-7.11%	-7.20%	-7.28%	-7.34%

Table B-10p: Personal Income by Type (In Millions) in the State of Georgia (1996 $) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	$84,202.1	$110,382	$134,782	$163,230	$209,309	$236,962	$266,921	$299,617	$335,164	$373,728
Wages & Salaries	$53,972.9	$68,598.8	$81,355.6	$96,422.8	$128,049	$144,760	$162,812	$182,588	$204,172	$227,684
Other Labor Income	$7,079.4	$9,626.2	$11,702.3	$14,092	$14,308	$15,909.5	$17,605.1	$19,429.5	$21,384.6	$23,476.2
Proprietors Income	$5,484.9	$7,694.7	$9,584.3	$12,998.9	$18,105.4	$20,196.6	$22,501.7	$25,001.5	$27,696.8	$30,597.4
Dividends, Interest, & Rent	$10,987.0	$17,428.3	$23,366.9	$26,625	$35,169	$39,713	$44,582.2	$49,772.6	$55,274.6	$61,073.9
Transfer Payments to Persons	$9,867.4	$11,841.3	$14,749.8	$20,606.7	$23,300.9	$26,662.0	$30,514.5	$34,921.9	$39,972.8	$45,770.2
Less: Social Ins. Contributions	$2,978.2	$4,527.9	$5,839.7	$7,270.3	$9,398.0	$11,070.6	$12,973.8	$15,086.6	$17,406.5	$19,929.4
Residence Adjustment	($211.2)	($279.8)	($136.8)	($245.3)	($224.7)	$791.4	$1,879.2	$2,989.8	$4,070.2	$5,055.3

Table B-10q: Personal Income by Type in the State of Georgia (%) Source: Woods & Poole Economics, Inc.										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Wages & Salaries	64.10%	62.15%	60.36%	59.07%	61.18%	61.09%	61.00%	60.94%	60.92%	60.92%
Other Labor Income	8.41%	8.72%	8.68%	8.63%	6.84%	6.71%	6.60%	6.48%	6.38%	6.28%
Proprietors Income	6.51%	6.97%	7.11%	7.96%	8.65%	8.52%	8.43%	8.34%	8.26%	8.19%
Dividends, Interest, & Rent	13.05%	15.79%	17.34%	16.31%	16.80%	16.76%	16.70%	16.61%	16.49%	16.34%
Transfer Payments to Persons	11.72%	10.73%	10.94%	12.62%	11.13%	11.25%	11.43%	11.66%	11.93%	12.25%
Less: Social Ins. Contributions	3.54%	4.10%	4.33%	4.45%	4.49%	4.67%	4.86%	5.04%	5.19%	5.33%
Residence Adjustment	-0.25%	-0.25%	-0.10%	-0.15%	-0.11%	0.33%	0.70%	1.00%	1.21%	1.35%

Table B-10r: Average Weekly Wages in Baldwin County Source: U.S. Bureau of Labor Statistics											
Category	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
All Industries	$342	$343	$358	$370	NA	$384	NA	NA	NA	NA	NA
Agri, Forestry, Fishing	185	204	192	NA	NA	NA	NA	255	NA	NA	322
Mining	855	NA	NA	NA	NA	NA	NA	294	NA	NA	NA
Construction	NA	285	310	310	NA	369	NA	NA	NA	NA	NA
Manufacturing	NA	377	402	441	452	473	461	499	498	530	536
Transportation, Comm, Util	NA	433	441	479	596	553	577	589	606	687	711
Wholesale	NA	388	398	420	451	471	469	480	519	565	488
Retail	NA	184	192	206	203	209	222	225	232	240	254
Financial, Insurance, Real Estate	NA	342	384	405	425	431	459	474	514	574	635
Services	NA	277	295	319	331	343	330	342	346	353	400
Federal Gov	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
State Gov	NA	NA	NA	447	458	465	478	503	NA	NA	NA
Local Gov	NA	NA	NA	336	355	362	390	363	353	368	395

Table B-10s: Average Weekly Wages in the State of Georgia
Source: U.S. Bureau of Labor Statistics

Category	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
All Industries	$404	$424	$444	$471	$480	$488	$509	$531	$562	$598	$629
Agri, Forestry, Fishing	267	276	285	297	304	312	322	336	347	373	390
Mining	561	589	605	NA	NA	698	734	741	781	832	866
Construction	NA	434	439	451	461	479	508	534	556	590	623
Manufacturing	NA	450	473	503	511	531	555	588	620	656	684
Transportation, Comm, Util	NA	603	635	689	709	720	737	769	805	842	895
Wholesale	NA	603	632	669	695	711	729	762	809	873	932
Retail	NA	236	244	255	260	267	275	286	299	318	335
Financial, Insurance, Real Estate	NA	544	569	627	648	648	693	741	799	872	900
Services	NA	414	439	464	471	475	501	519	551	580	611
Federal Gov	NA	543	584	612	651	667	666	701	774	791	808
State Gov	NA	451	462	460	471	NA	493	517	533	561	579
Local Gov	NA	387	401	401	410	420	440	461	480	506	523

Table B-10t: Labor Force by Place of Work in Baldwin County
Source: U.S. Bureau of the Census

Category	1990	2000
Worked in County of Residence	13,258	13,630
Worked outside county of Residence	2,312	3,361

Table B-11a: Housing Types in Baldwin County Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Housing Units	11,755	14,200	17,173
Single Units (detached)	8,114	9,060	9,897
Single Units (attached)	138	154	177
Double Units	614	606	741
3 to 9 Units	862	1072	1296
10 to 19 Units	209	261	214
20 to 49 Units	36	37	91
50 or more Units	166	0	175
Mobile Home or Trailer	1,616	2,899	4,577
All Other	0	111	5

Table B-11b: Housing Types in the Middle Georgia Region Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Housing Units	128,585	153,768	183,541
Single Units (detached)	90,897	98,917	117,102
Single Units (attached)	3,883	3,741	4,914
Double Units	7,050	7,620	7,419
3 to 9 Units	8,986	14,669	16,166
10 to 19 Units	2,769	4,028	3,621
20 to 49 Units	1,569	1,488	1,809
50 or more Units	2,899	1,214	3,213
Mobile Home or Trailer	10,528	20,604	29,031
All Other	4	1487	266

Table B-11c: Housing Types in the State of Georgia Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Housing Units	NA	2,638,418	3,281,737
Single Units (detached)	NA	1,638,847	2,107,317
Single Units (attached)	NA	73,412	94,150
Double Units	NA	89,368	90,370
3 to 9 Units	NA	276,220	305,920
10 to 19 Units	NA	138,876	129,276
20 to 49 Units	NA	55,704	57,825
50 or more Units	NA	38,103	97,628
Mobile Home or Trailer	NA	305,055	394,938
All Other	NA	22,833	4,313

Table B-12a: Housing Built Before 1939 in Baldwin County Source: U.S. Bureau of the Census			
Category	1980	1990	2000
1939 or Earlier	1,670	1,110	954

Table B-12b: Housing Built Before 1939 in the Middle Georgia Region Source: U.S. Bureau of the Census			
Category	1980	1990	2000
1939 or Earlier	18,833	12,780	11,233

Table B-12c: Housing Built Before 1939 in the State of Georgia Source: U.S. Bureau of the Census			
Category	1980	1990	2000
1939 or Earlier	296,662	212,294	192,972

Table B-12d: Housing Conditions in Baldwin County Source: U.S. Bureau of the Census			
Category	1980	1990	2000
Complete Plumbing Facilities	11,705	14,099	17,025
Lacking Plumbing Facilities	530	101	148

Table B-12e: Housing Conditions in the Middle Georgia Region Source: U.S. Bureau of the Census			
Category	1980	1990	2000
Complete Plumbing Facilities	125,382	151,793	181,456
Lacking Plumbing Facilities	5,504	1,975	2,085

Table B-12f: Housing Conditions in the State of Georgia Source: U.S. Bureau of the Census			
Category	1980	1990	2000
Complete Plumbing Facilities	NA	2,609,956	3,252,197
Lacking Plumbing Facilities	35,769	28,462	29,540

Table B-12g: Occupancy Characteristics in Baldwin County Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Housing Units Built	NA	14,200	17,173
Housing Units Vacant	NA	2,035	2,415
Housing Units Owner Occupied	6,713	8,303	9,805
Housing Units Renter Occupied	3,438	3,862	4,953
Owner to Renter Ratio of Vacancy	NA	NA	0.3
Owner Vacancy Rate	NA	NA	2.03
Renter Vacancy Rate	NA	NA	12.02

Table B-12h: Occupancy Characteristics in the Middle Georgia Region Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Housing Units Built	NA	153,768	183,541
Housing Units Vacant	NA	14,272	20,462
Housing Units Owner Occupied	78,299	91,425	110,735
Housing Units Renter Occupied	41,042	48,071	52,344
Owner to Renter Ratio of Vacancy	NA	NA	0.95
Owner Vacancy Rate	NA	NA	2.23
Renter Vacancy Rate	NA	NA	8.94

Table B-12i: Occupancy Characteristics in the State of Georgia Source: U.S. Bureau of the Census			
Category	1980	1990	2000
TOTAL Households	1869754	2366615	3007678
Housing Units Vacant	NA	271803	275368
Housing Units Owner Occupied	1215206	1536759	2029293
Housing Units Renter Occupied	654548	829856	977076
Owner to Renter Ratio of Vacancy	NA	0.32	0.51
Owner Vacancy Rate	NA	2.36	2.24
Renter Vacancy Rate	NA	12.36	8.46

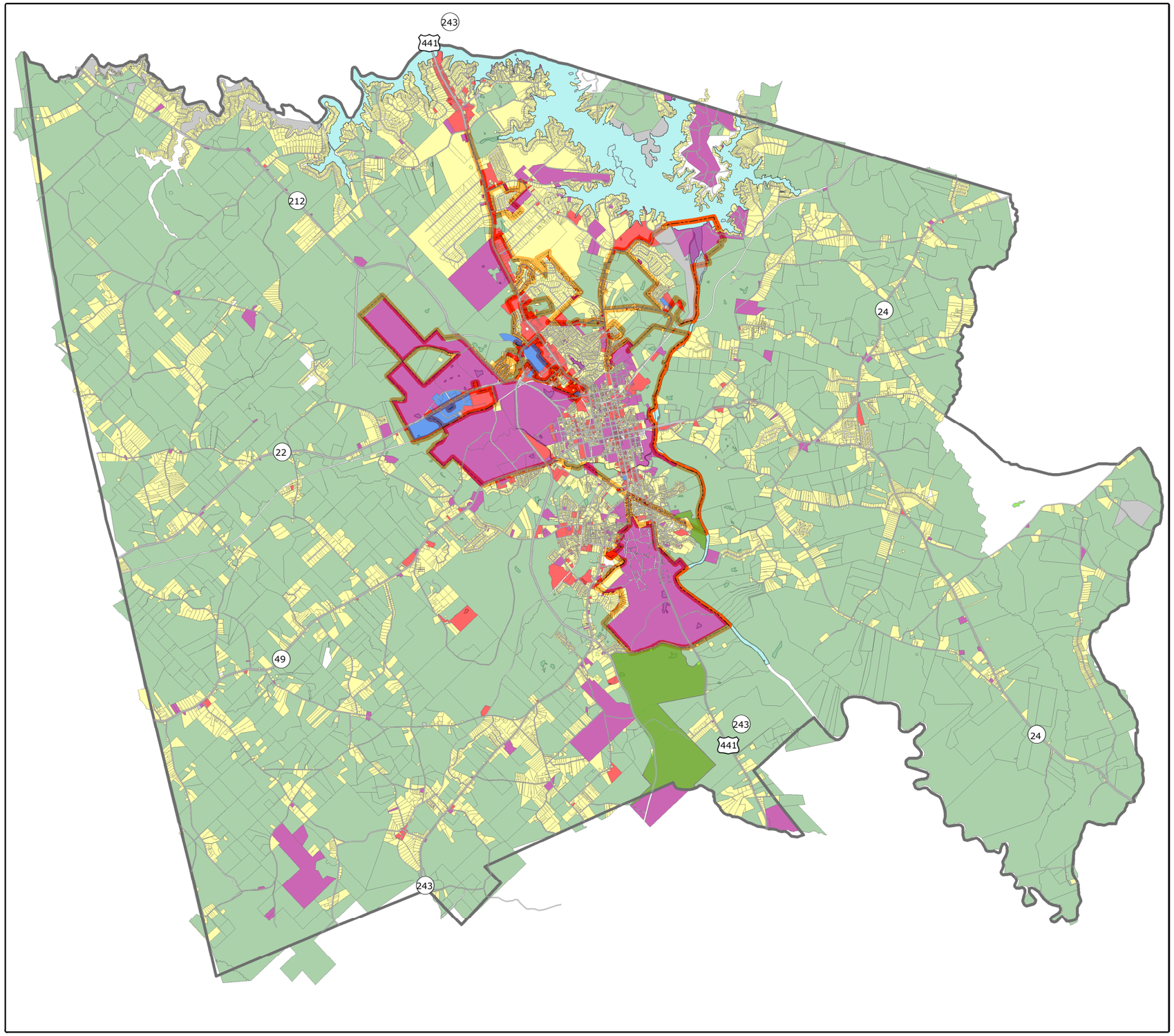
Table B-13a: Cost Burdened Households in Baldwin County Source: U.S. Bureau of the Census		
Category	1990	2000
30% - 49%	2,169	1,425
50% and greater	NA	1,239
Not computed	518	536

Table B-13b: Housing Costs in Baldwin County Source: U.S. Bureau of the Census			
Category	1980	1990	2000
Median Property Value	$33,600	$55,100	$70,400
Median Rent	$101	$334	$369

Table B-13c: Housing Costs in the Middle Georgia Region Source: U.S. Bureau of the Census		
Category	1990	2000
Median Property Value	$57,603	$79,449
Median Rent	$265	$361

Table B-13d: Housing Costs in the State of Georgia Source: U.S. Bureau of the Census			
Category	1980	1990	2000
Median Property Value	$23,100	$71,278	$100,600
Median Rent	$153	$365	$505

APPENDIX C: MAPS



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Existing Land Use

Legend

- Conservation
- Agricultural
- Commercial
- Public/Institutional
- Historic
- Industrial
- Residential
- Residential/Transitonal
- Utility
- County Boundary
- City Boundary
- Lakes
- City Street
- County Road
- State Highway

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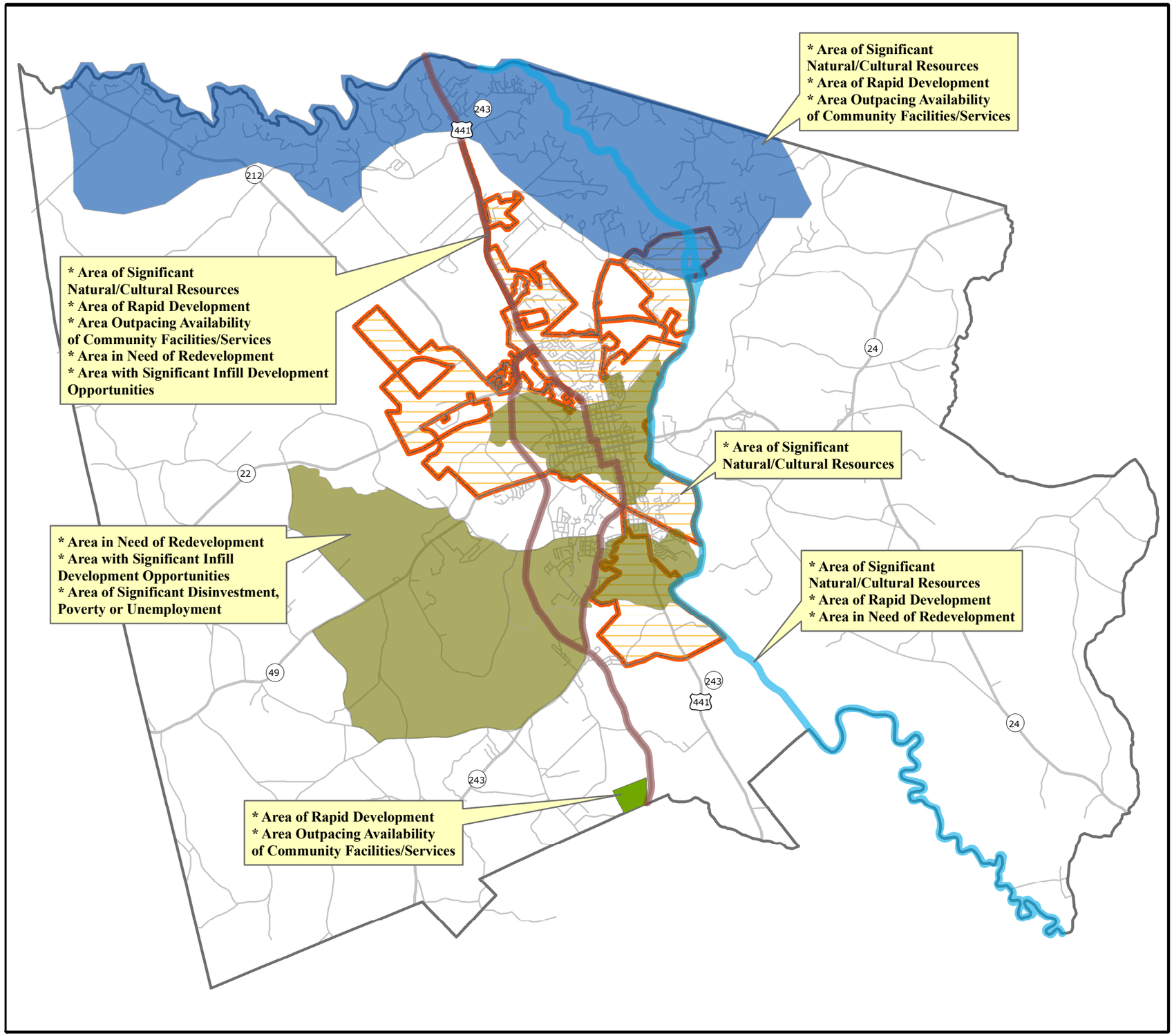
C - 1

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Areas Requiring Special Attention



Legend

- Oconee River Area
- 441 Corridor
- Future Fall Line Freeway
- Lake Sinclair Area
- Poverty Area
- City of Milledgeville
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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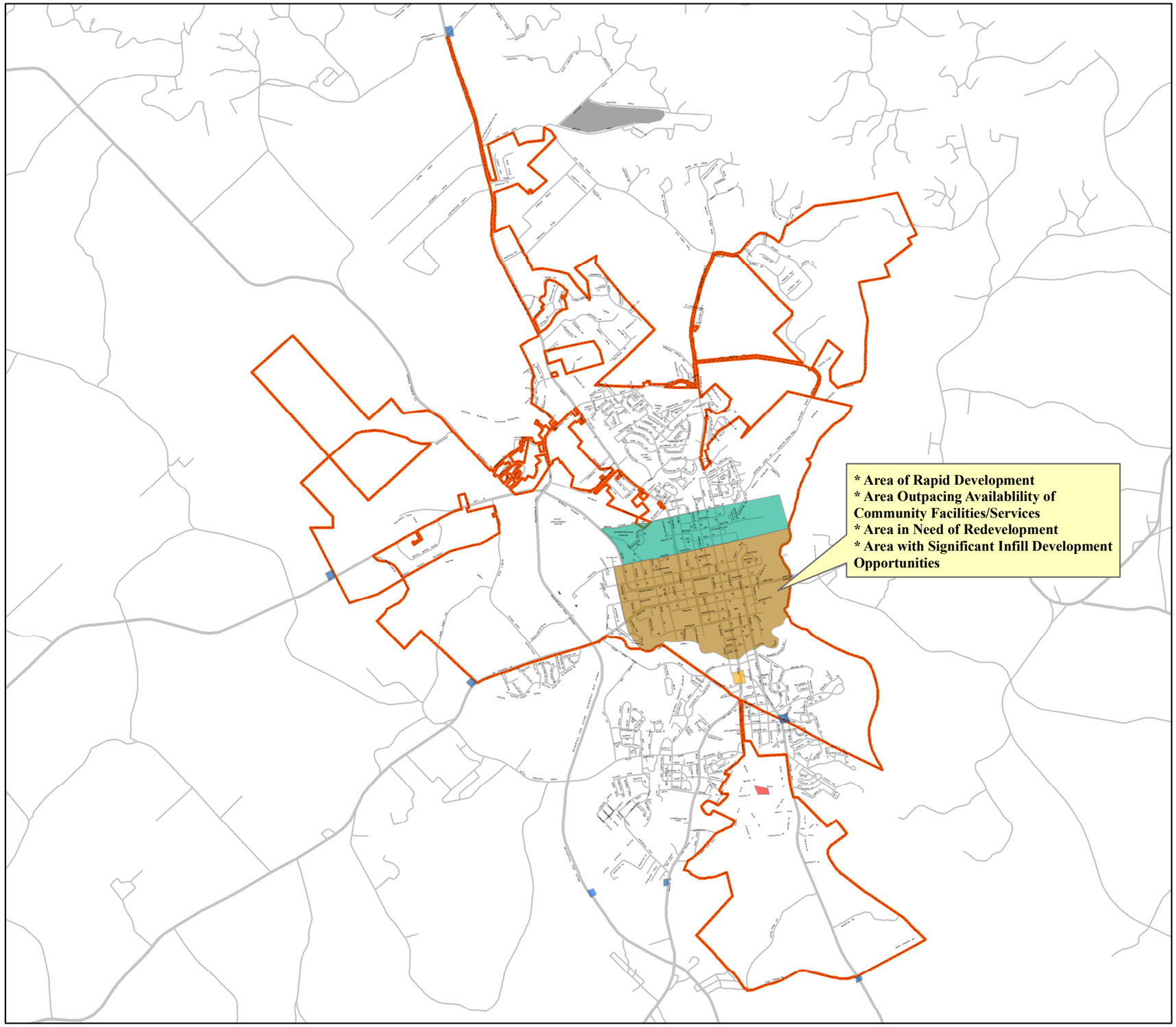
Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Areas Requiring Special Attention



Legend

- Areas in Need of Redevelopment
- Area Outpacing Availablility of Community Facilities/Services
- Areas of Significant Disinvestment, Poverty or Unemployment
- Area with Significant Infill Development Opportunities
- Large Abandoned Structures or Sites
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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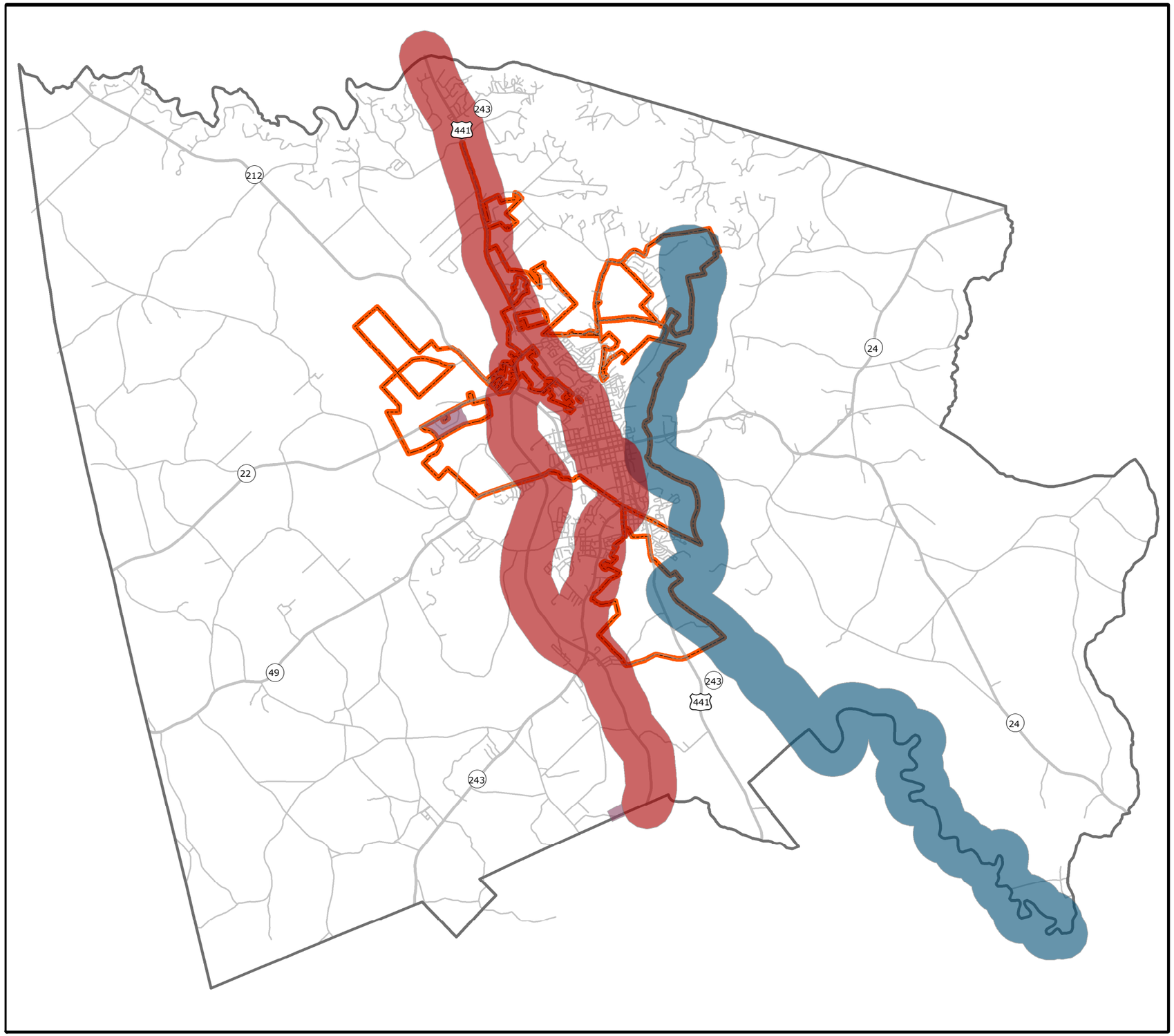
C - 2b



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Preliminary Recommended Character Areas

Legend

- Rural Baldwin County Area
- Existing Industrial Parks
- Hwy 441 Corridor (1/2 mile Buffer)
- Oconee River Area (1/2 mile Buffer)
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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C - 3a

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Preliminary Recommended Character Areas

Legend

- Baldwin County Education Infrastructure
- Downtown Milledgeville
- Rural Baldwin County Area
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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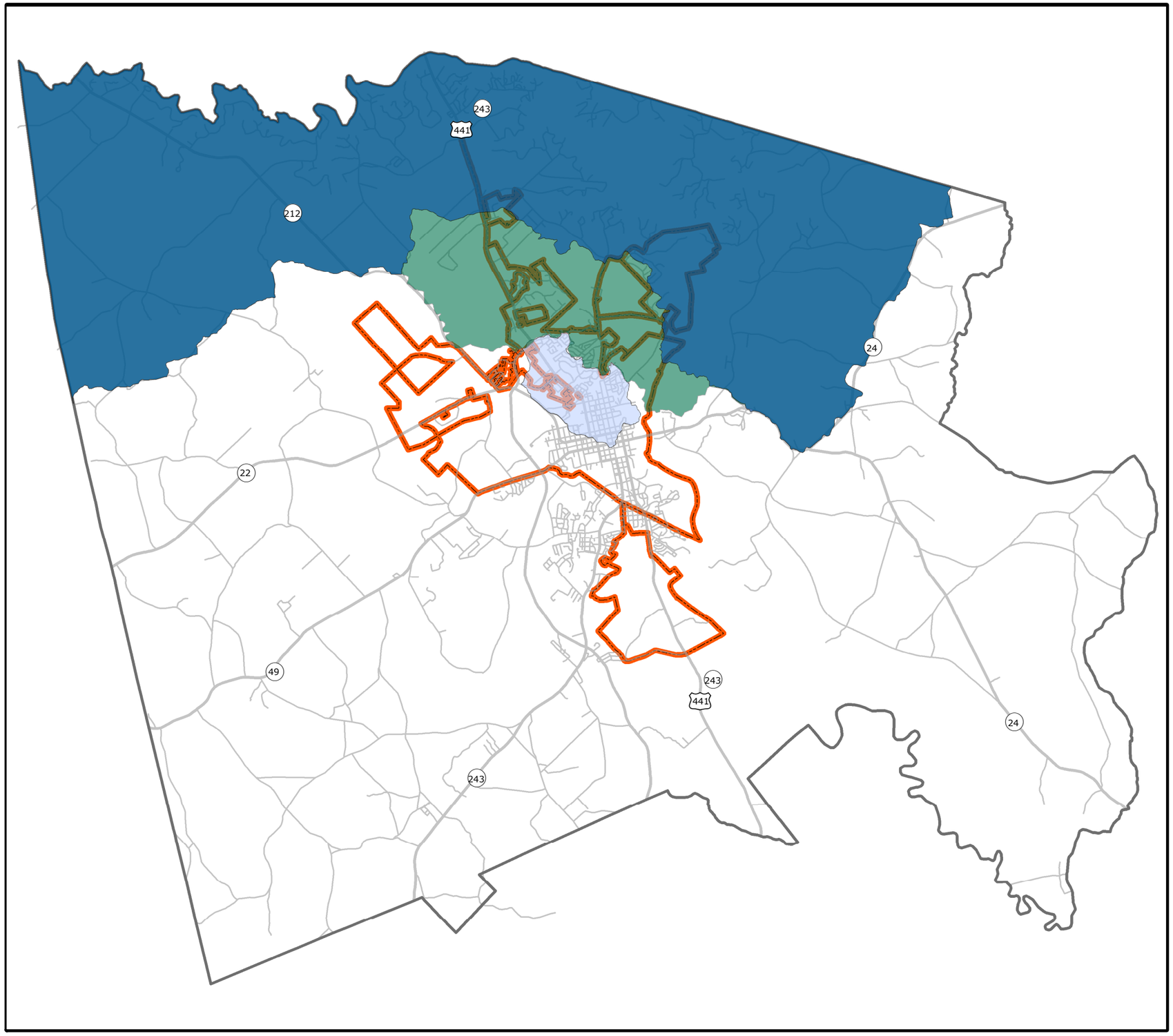
0 0.5 1 2 Miles

C - 3b



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Water Supply Watersheds

Legend

- Oconee River Baugh Intake
- Oconee River Ham Intake
- Oconee River Central State Intake
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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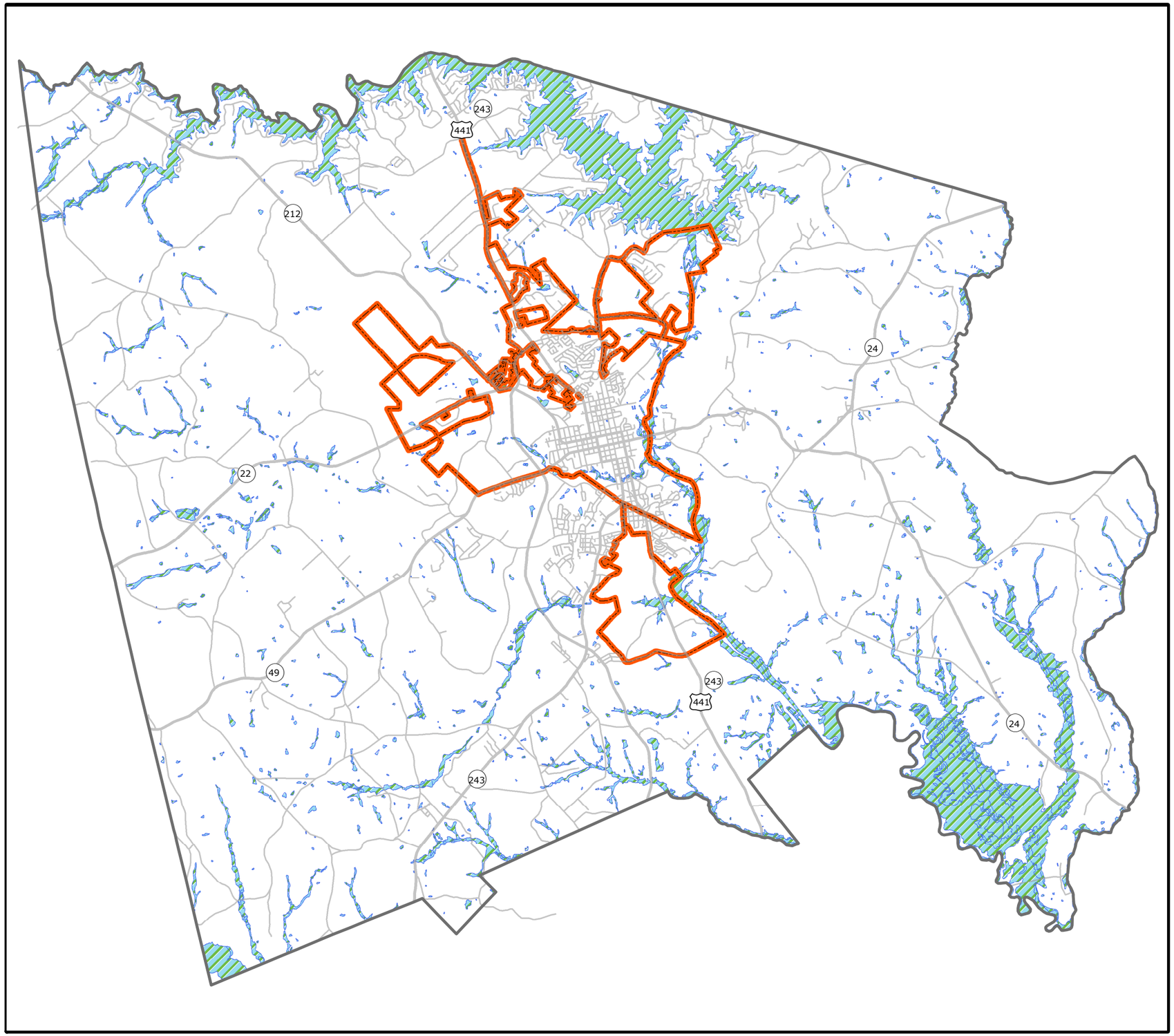
C - 4

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Wetlands



Legend

- Wetlands
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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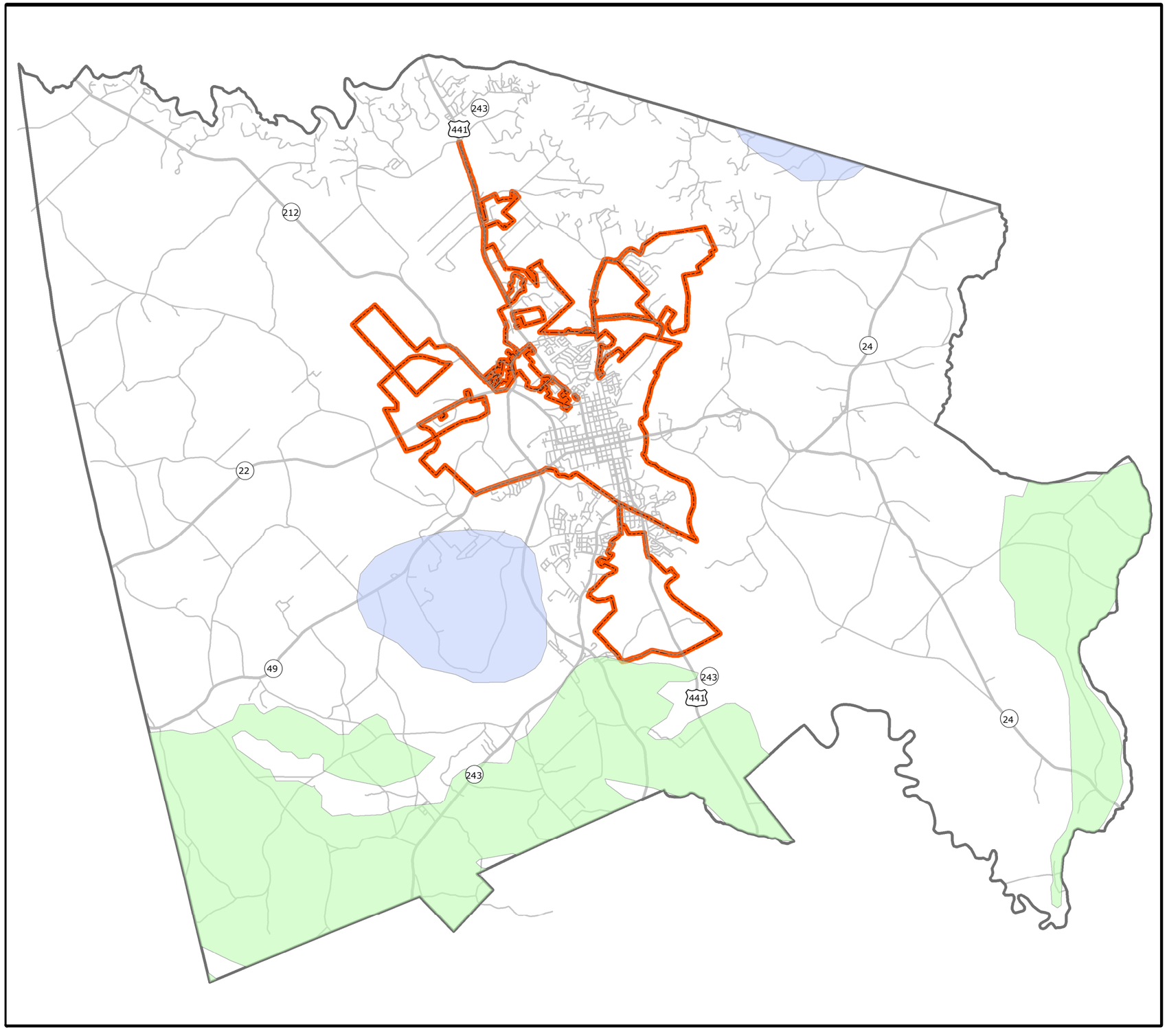
Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Groundwater Recharge Areas



Legend

- Cretaceous - Tertiary
- Probable Areas of Thick Soils
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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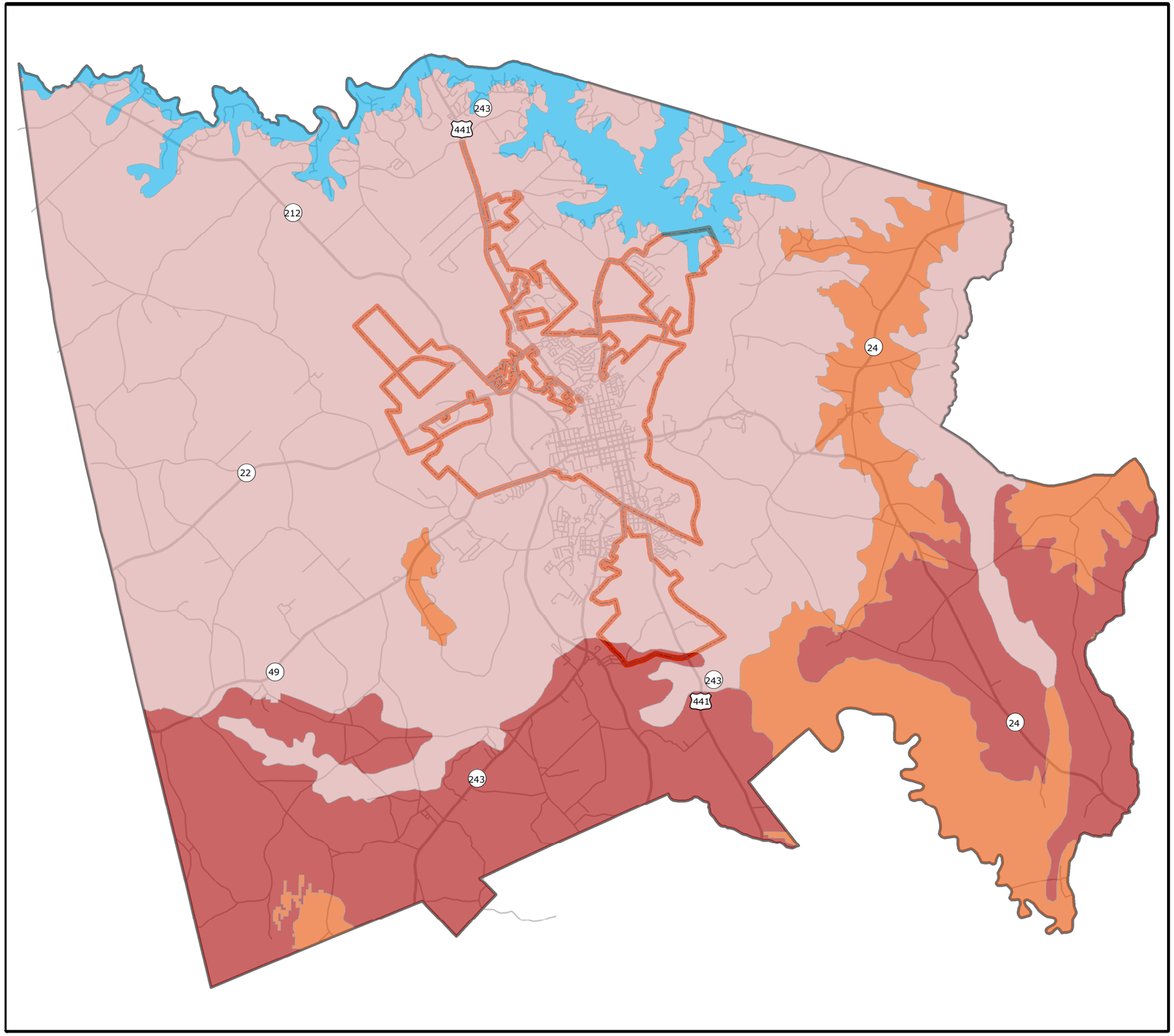
0 1 2 4 Miles

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Pollution Susceptibility Areas



Legend

- High
- Average
- Low
- Water
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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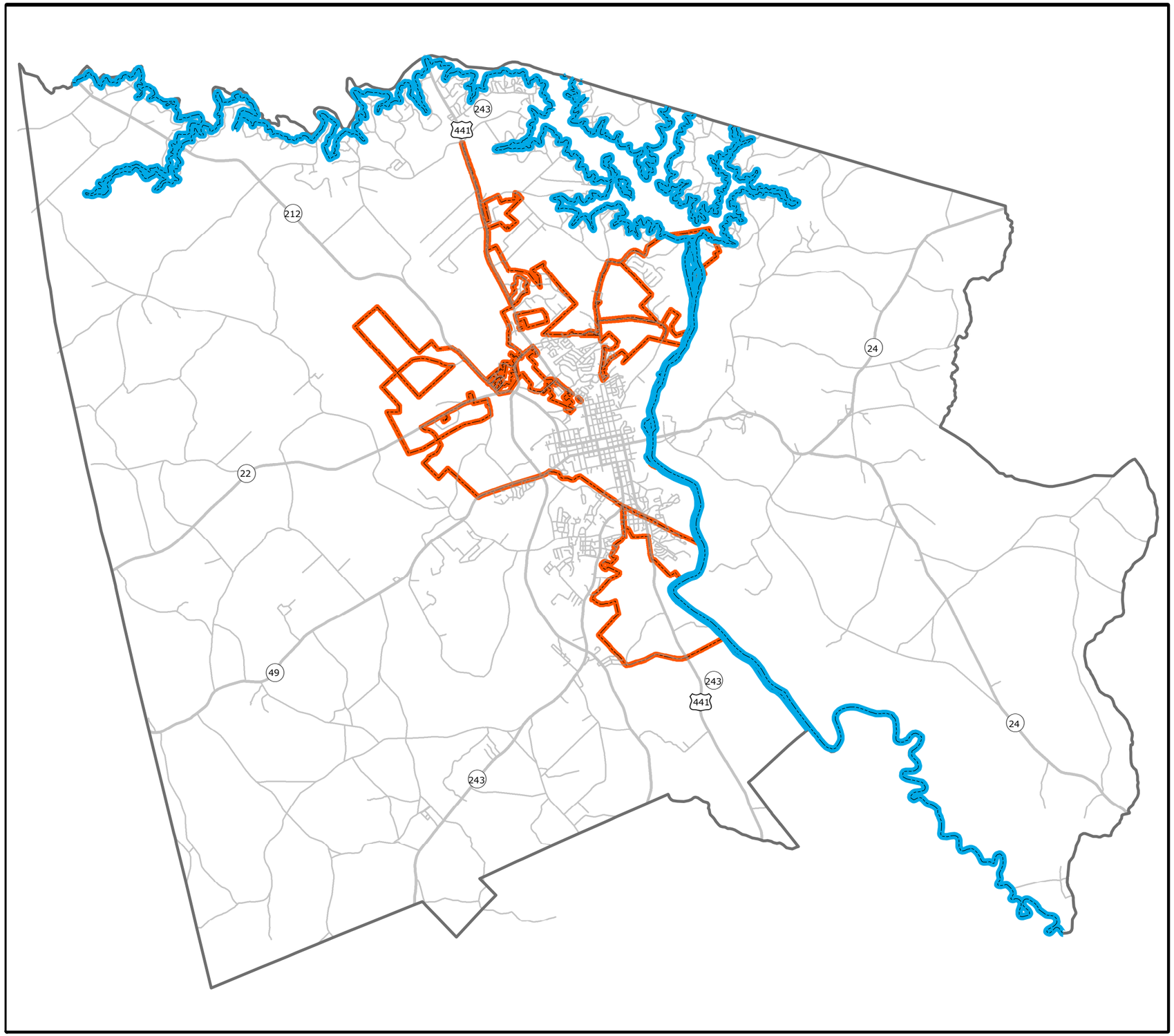
0 1 2 4 Miles



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Protected River Corridors

Legend

- River Corridor
- County Boundary
- City Boundary
- City Street
- County Road
- Public Road
- Ramp
- State Highway

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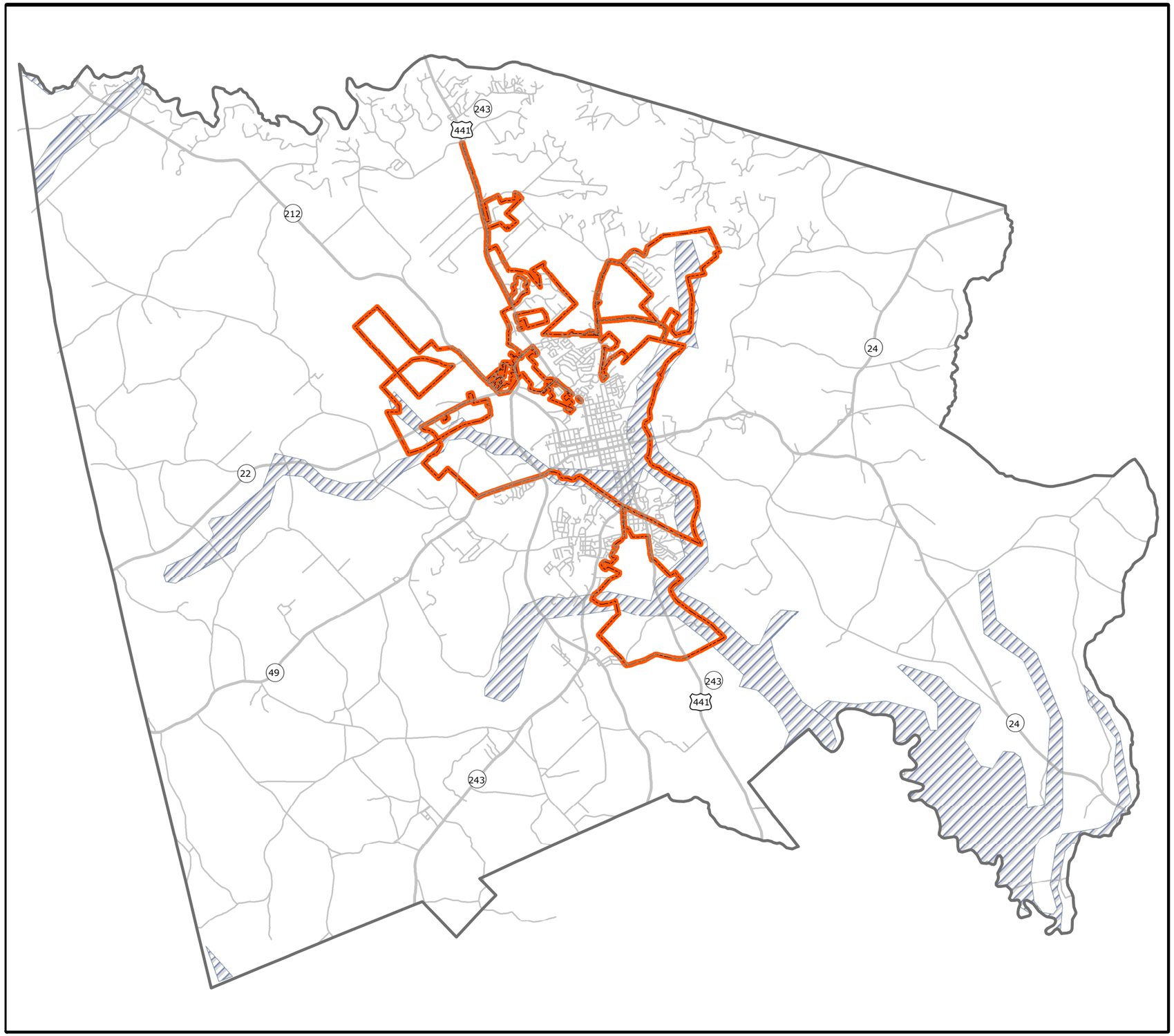
0 1 2 4 Miles



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Flood Plains

Legend

Flood Plains

Flood prone areas delineated on this map were derived from soil survey maps published by the U.S.D.A National Resource Conservation Service (formerly Soil Conservation Service). The Chewacla-Conagree-Wehadkee association, a nearly level soil type on stream flood plains, was used to identify areas susceptible to flooding.

County Boundary

City Boundary

City Street

County Road

State Highway

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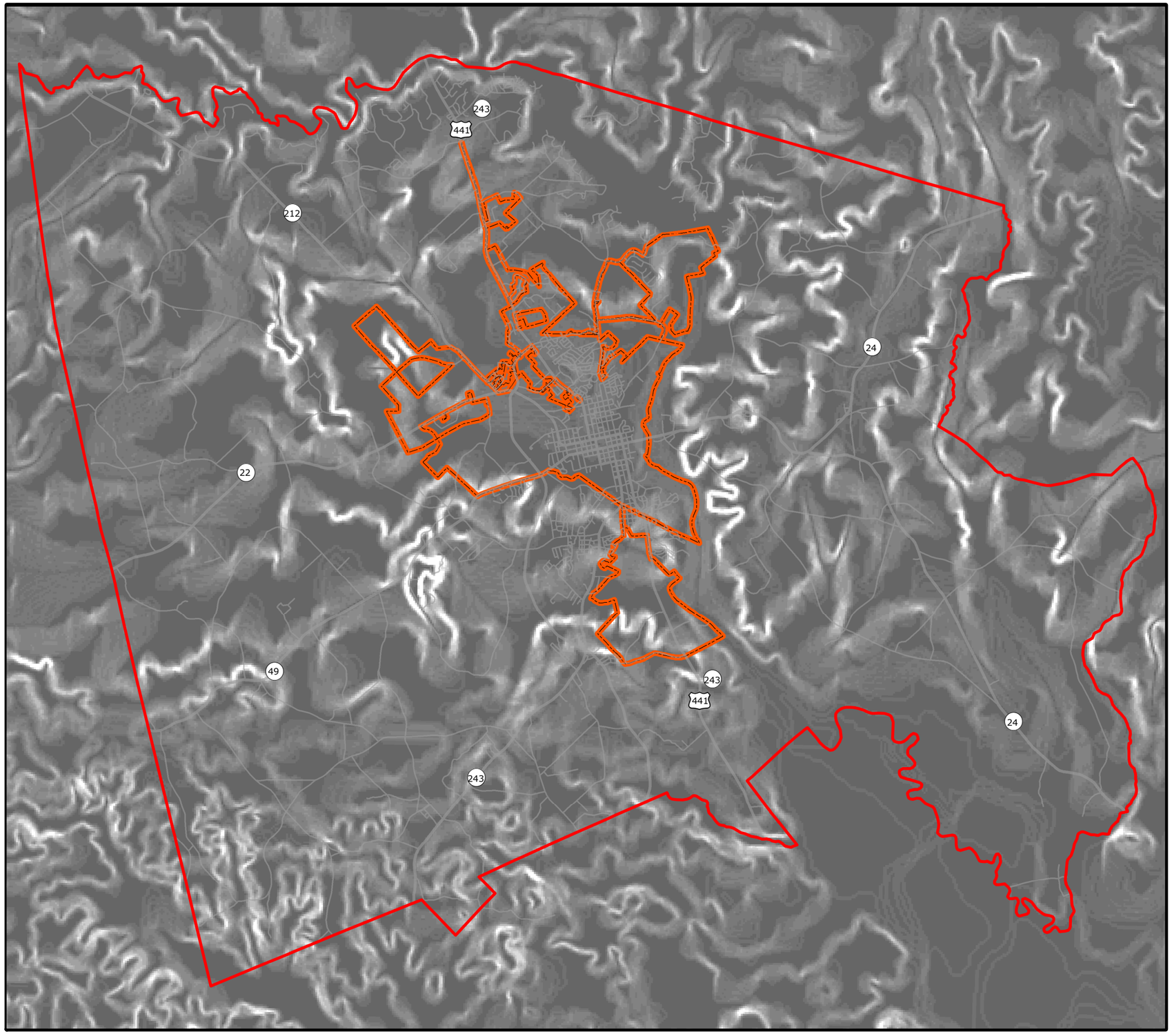
0 1 2 4 Miles



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Steep Slopes

Legend

Value

High : 110

Low : 0

County Boundary

City Boundary

City Street

County Road

State Highway

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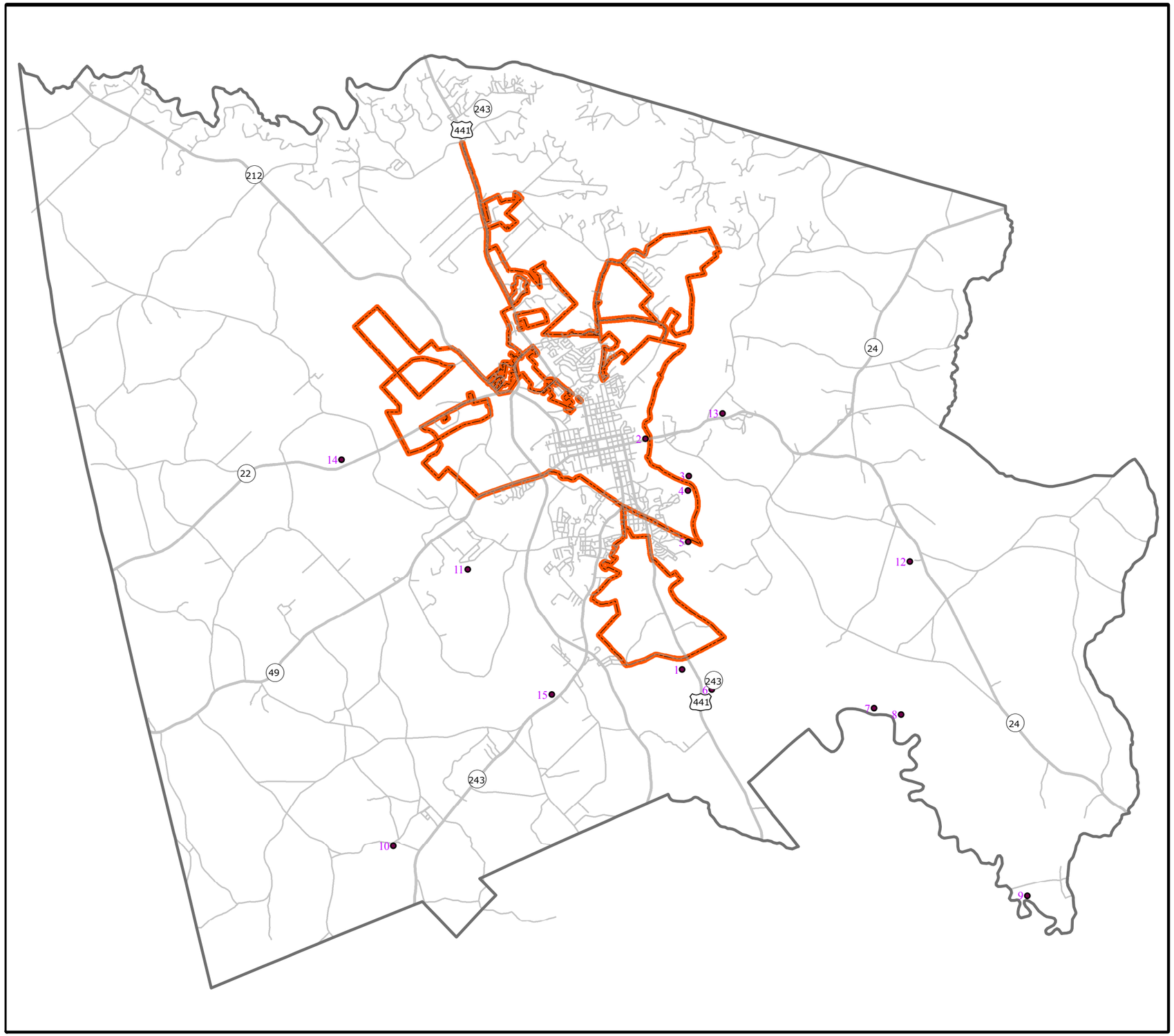
0 1 2 4 Miles



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Cultural & Historical Resources

Legend

1 Barrowville
2 Bartram Forest
3 Federal Town
4 Fort Advance
5 Fort Defiance
6 Fort Fidius
7 Fort Massachusetts
8 Fort Wilkinson
9 Fort Winston
10 Indian Island
11 Major Francis Boykin Home
12 Old State Prison Building
13 Rockwell/ Samuel House
14 Stevens Pottery
15 Woodville

County Boundary
City Boundary

City Street
County Road
State Highway

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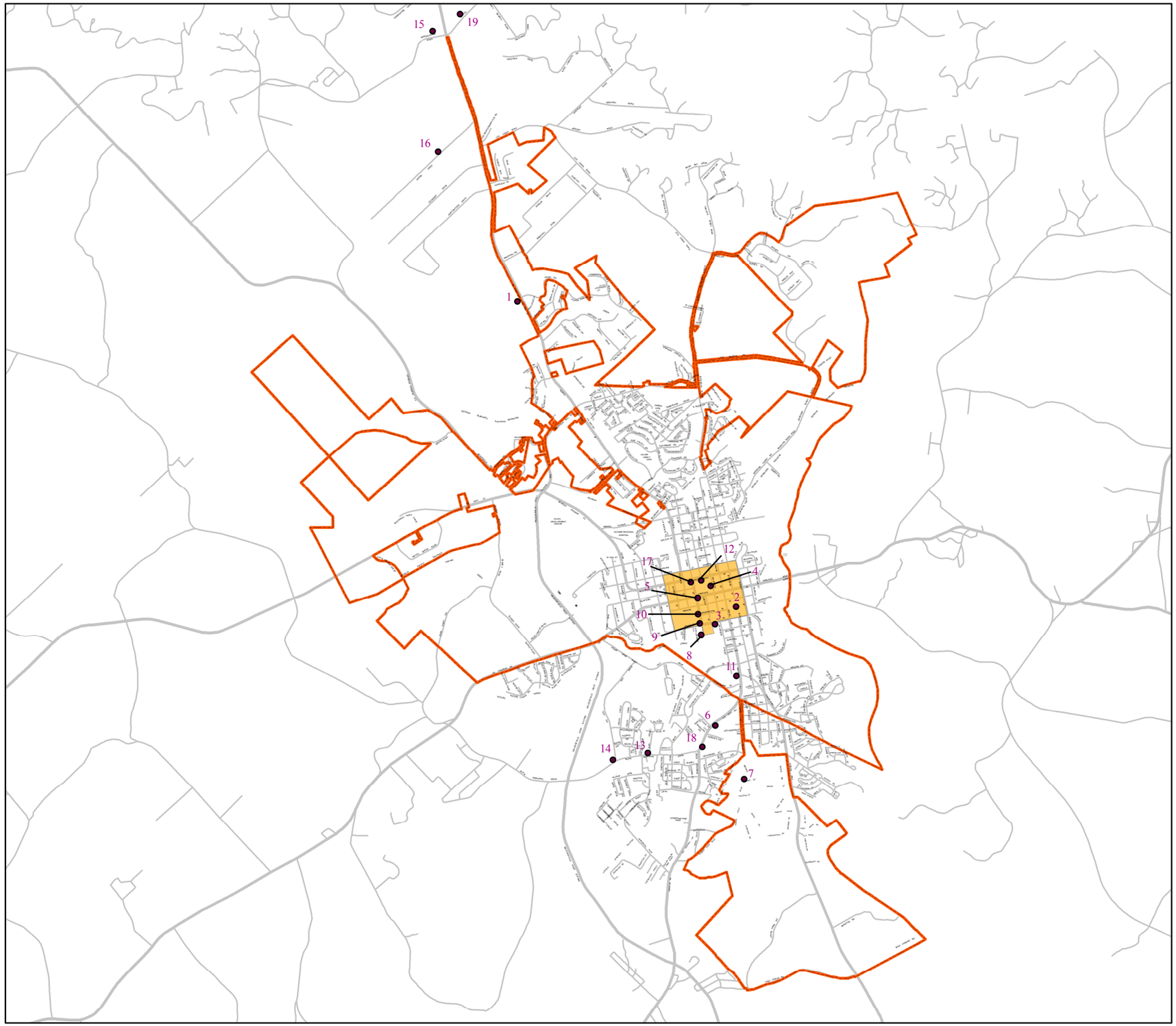
0 1 2 4 Miles

C - 11a



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Cultural & Historical Resources

Legend

1 Andalusia
2 Atkinson Hall
3 Central State Hospital
4 Coleman/Hogan House
5 Eddy School Site
6 Flagg Chapel
7 Fowler Apartments
8 GMC/Old State Capitol
9 Hardwick
10 Lockerly Arboretum
11 Memory Hill Cemetery
12 Old Baldwin County Courthouse
13 Old Governor's Mansion
14 Roe/Harper House
15 Rutherford House
16 Sallie Ellis Davis House
17 Thalian Hall
18 The Hammond Place
19 Westover

Historic District
County Boundary
City Boundary
City Street
County Road
State Highway

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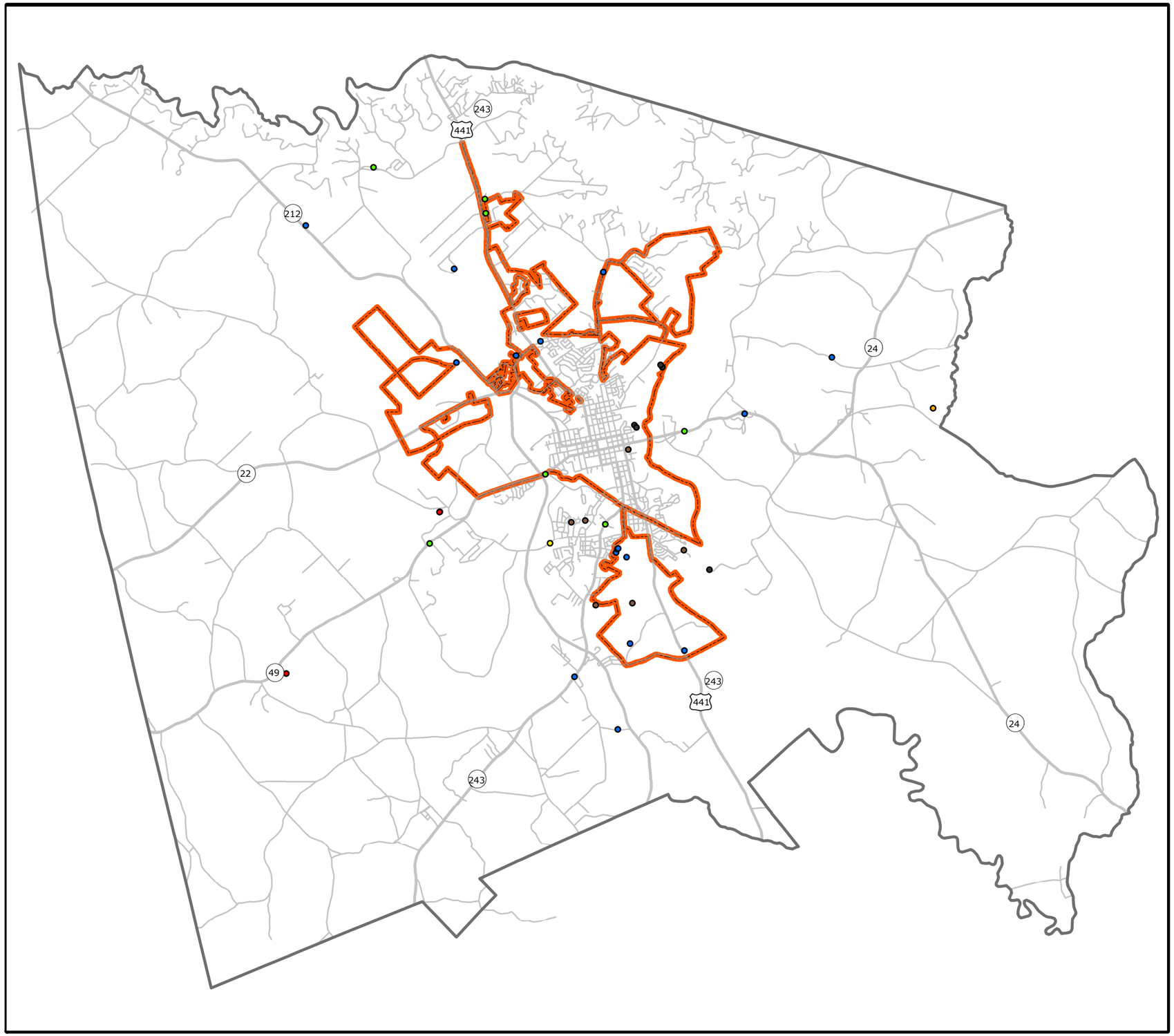
0 0.5 1 2 Miles

C - 11b



Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Location of Public Water & Sewerage Infrastructure

Legend

- Baldwin County Water & Sewerage Dept.
- Baldwin County Water Maintenance Building
- Water Treatment Plant
- Water Treatment Plant Intake
- Lift Station
- Wastewater Treatment Plant
- Water Pump Station
- Water Standpipe
- Water Tank

- County Boundary
- City Boundary

- City Street
- County Road
- State Highway

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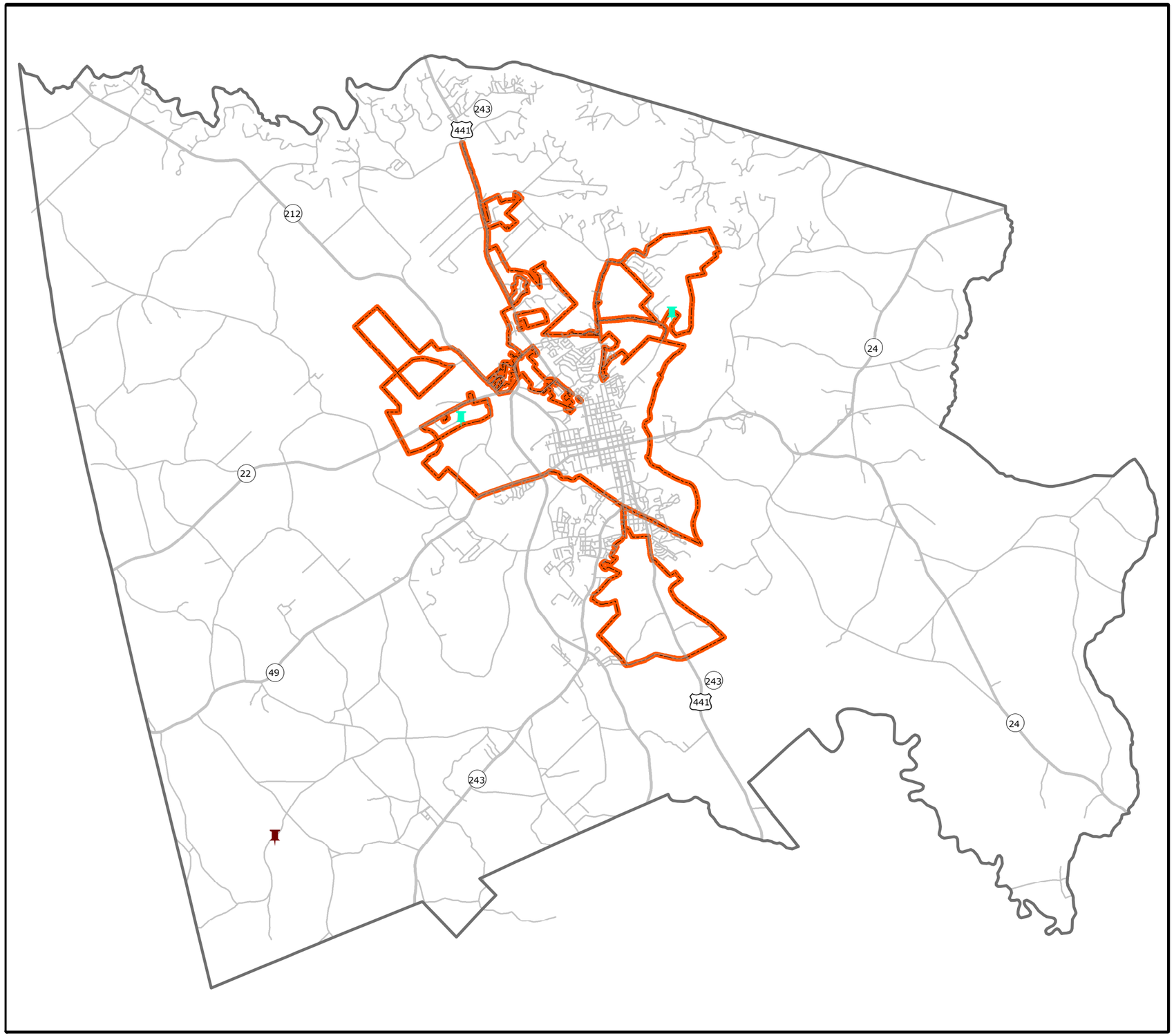
0 1 2 4 Miles

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Solid Waste Management Facilities



Legend

landfills

transferstations

County Boundary

City Boundary

City Street

County Road

State Highway

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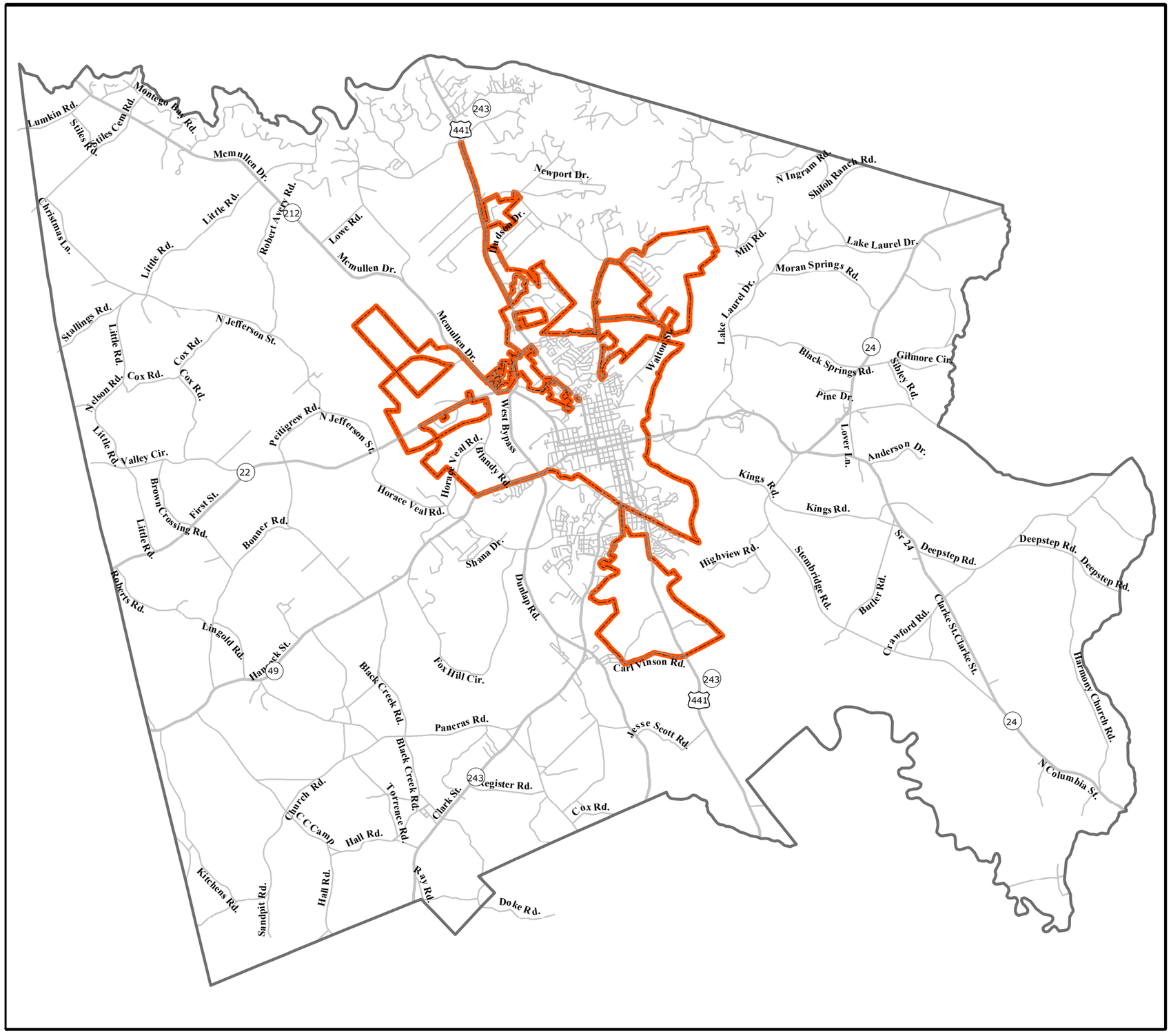
0 1 2 4 Miles

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Major Road and Highway Network



Legend

- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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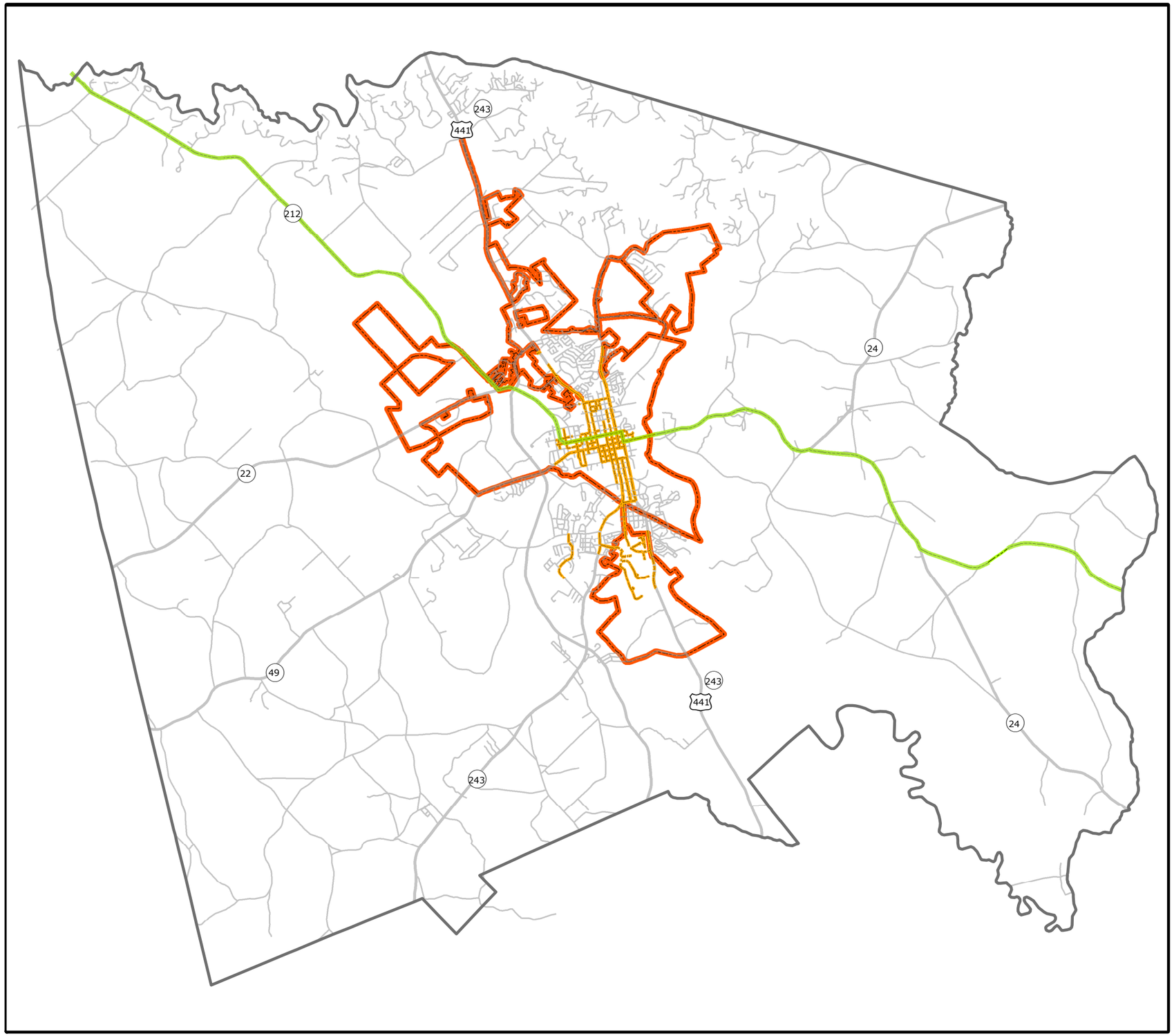
0 1 2 4 Miles

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Existing Bicycle and Pedestrian Facilities



Legend

- DOT State Bicycle Trail
- Milledgeville Sidewalks
- County Boundary
- City Boundary
- City Street
- County Road
- State Highway

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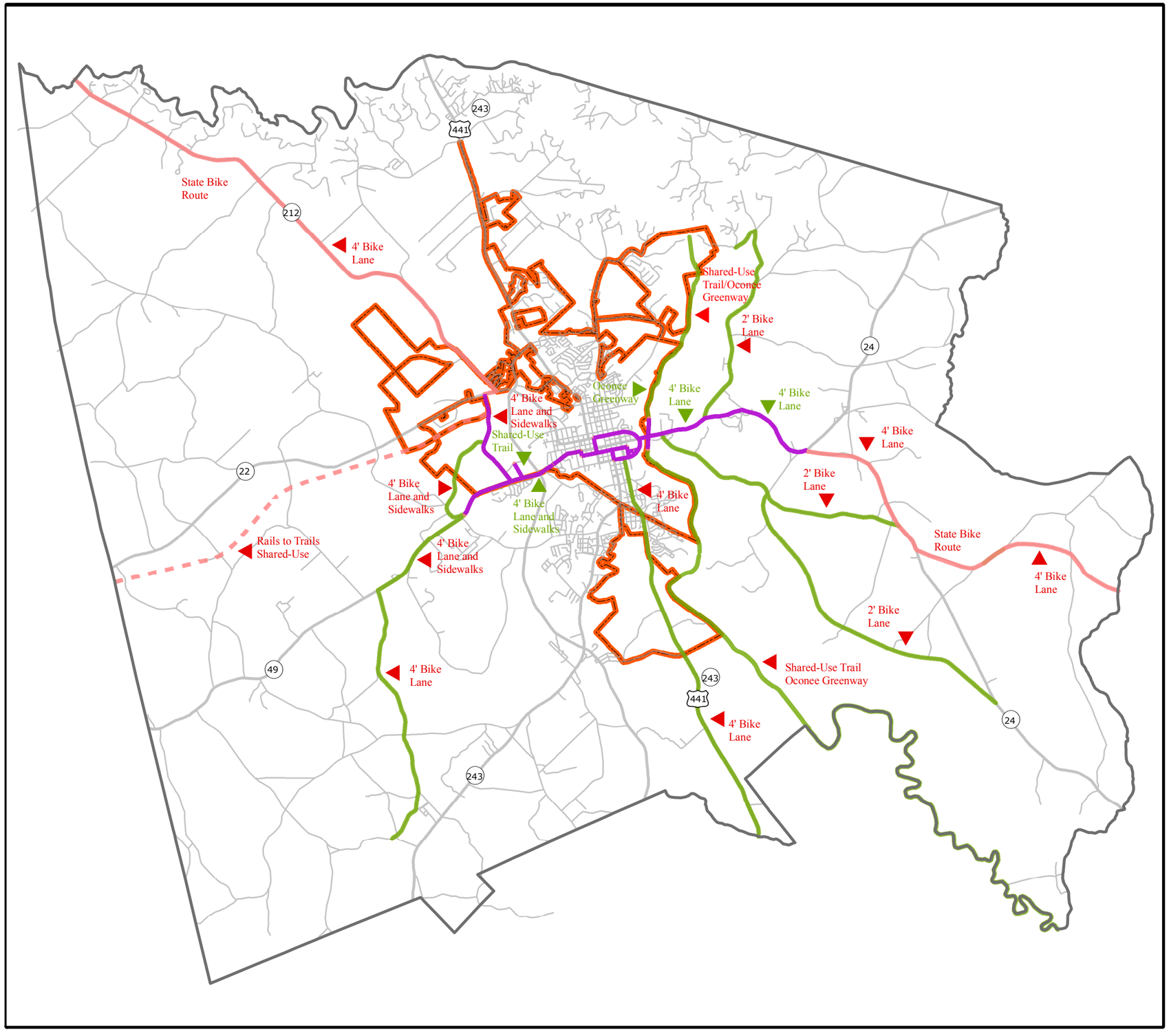
0 1 2 4 Miles

C - 15a

Baldwin County/City of Milledgeville
2005-2025 Comprehensive Plan

Planned Bicycle-Pedestrian Facilities



Legend

- 5 Year Plan
- 5 Year Plan - Signage Only
- Long Term Plan
- Proposed Rails to Trails

Red Text Long Term Plan
Green Text 5 Year Plan

- County Boundary
- City Boundary

- City Street
- County Road
- State Highway

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0 1 2 4 Miles

C - 15b