

MOVING FORWARD

URBAN REDEVELOPMENT PLAN

MILLEN, GEORGIA

2015



MOVING FORWARD

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MILLEN, GEORGIA

Prepared for:

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The Mayor and City Council of the City of Millen recognize the efforts and input of multiple individuals that occurred in order to produce the city's action plan design to abate significant conditions of blight and provide a guide for positive future development within Millen. This blueprint provides for urban revitalization in the targeted redevelopment area and represents a consensus among city leaders and members of the community for how best to proceed in improving infrastructure, nuisance property abatement, and residential redevelopment within the geographically designated area. A unified vision and a shared commitment of purpose has been created for the Millen.

Those private citizens who comprise the urban redevelopment plan advisory committee are deserving of particular recognition for dedicating their time to attend meetings, review interim documents, and contribute their insight and expertise into the development of the urban redevelopment plan.

The staff of the Jenkins County Development Authority has exhibited unwavering commitment to the development of the Moving Forward document and the implementation of ongoing redevelopment activities.

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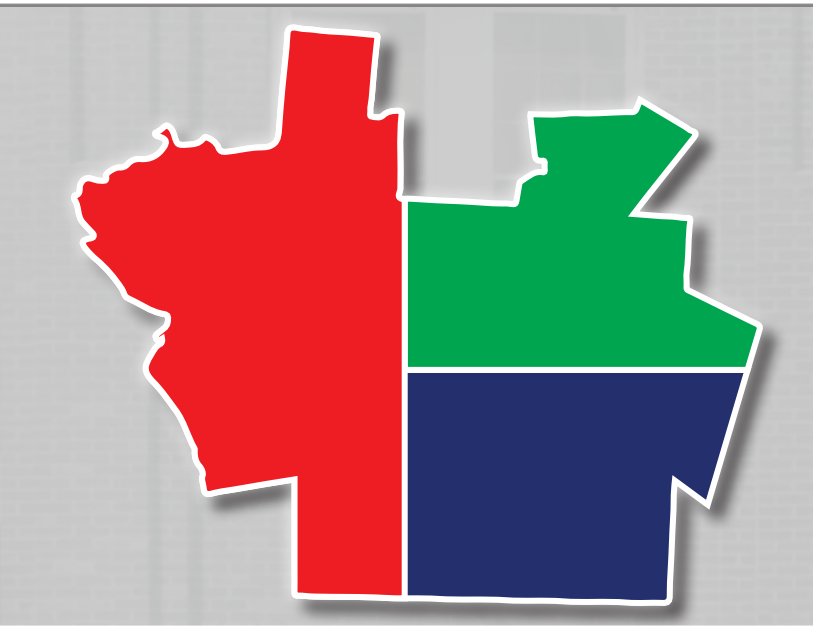
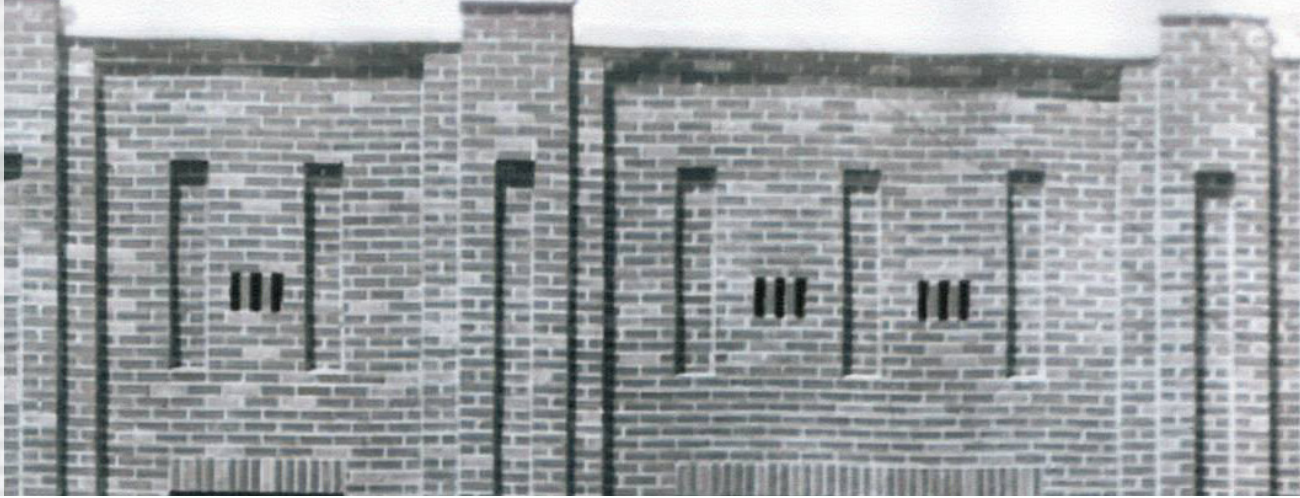
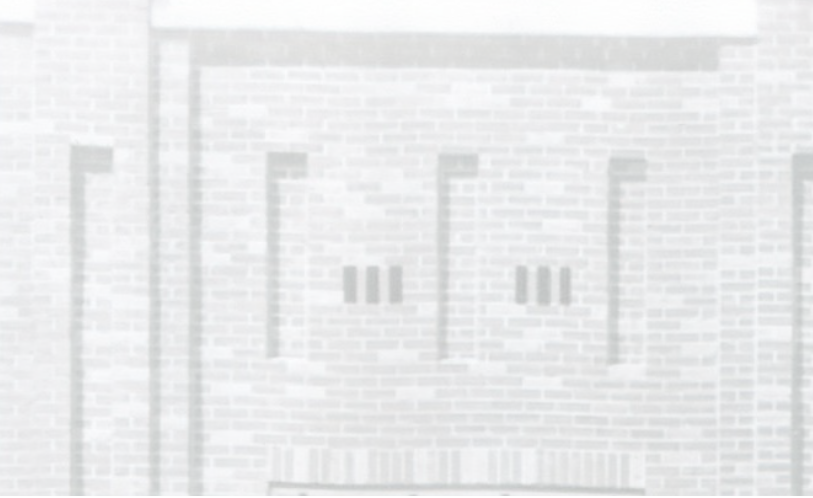
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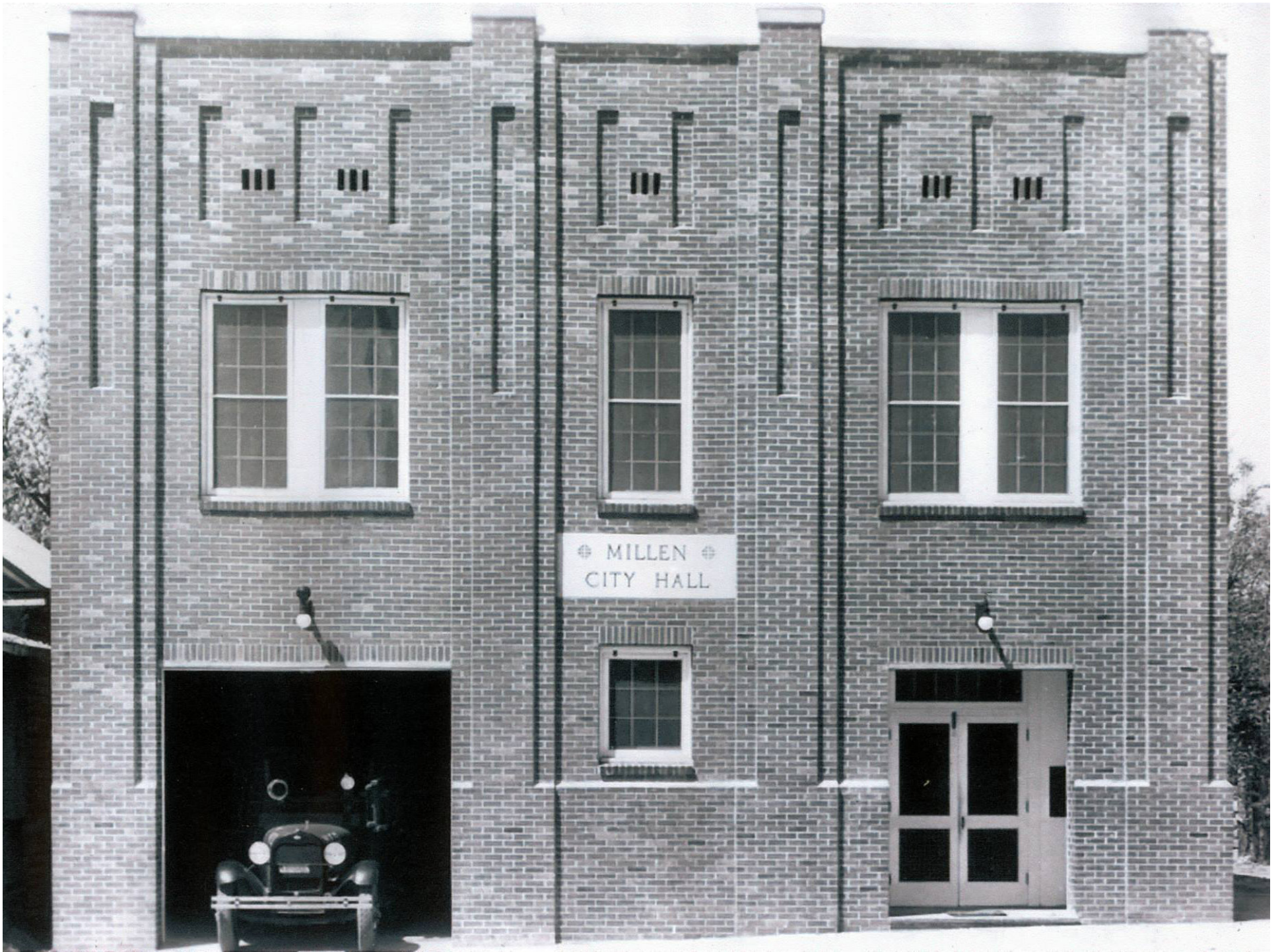
INTRODUCTION

HISTORY - HARDSHIP - HOPE

MILLEN
CITY HALL



MOVING FORWARD 2015







HISTORY

The City of Millen, Georgia began as a settlement named "79" which was located on the boundaries of Burke and Screven Counties. The name of "79" was the approximate distance to Savannah, Georgia from the settlement. The area flourished during the railroad expansion within the State of Georgia which occurred in the 1840s and 1850s.

The Central Railway of Georgia and the Georgia Railroad created a connection in 79 which led to further growth. 79 was soon re-named "Millers Junction", after Mr. McPherson B. Millen who served as the superintendent of the Central of Georgia Railroad. During this period, Millers Junction saw the construction of warehouses, a train depot, and the opening of a local hotel for weary travelers.

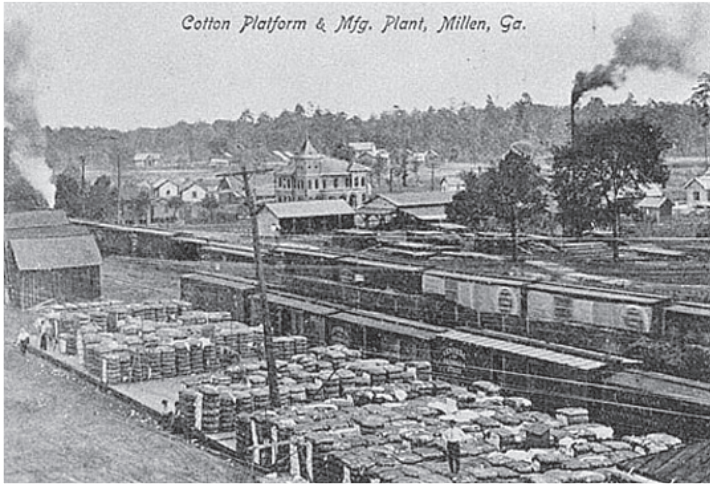
The Civil War (1861-1865) had a significant impact on Millen's Junction. The Confederacy located a prison for Union Soldiers at Fort Lawton (currently the location of Magnolia Springs State Park) near the settlement. Its location was selected due to the proximity of the rail junction and spring water. The Confederate soldiers, begin to move Union prisoners of war to facilities in Savannah, Georgia due to General William T. Sherman's Savannah Campaign, more popularly known as "Sherman's March to the Sea."

The 66th Union Army, upon finding the prison camp, determined, for the same reasons the prison was placed at the location, that the

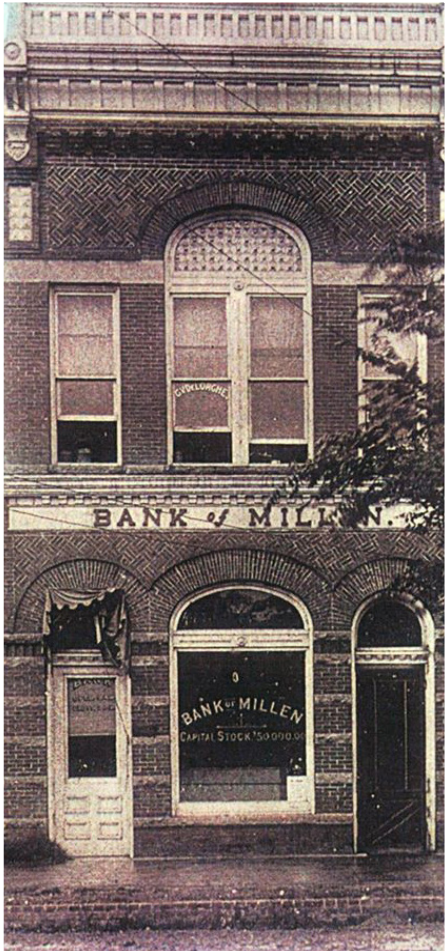
prison and Millen's Junction be destroyed.

The conclusion of the Civil War allowed the settlement to be rebuilt and in 1881 Millen's Junction was incorporated into the City of Millen, Georgia. Residents of the City of Millen had difficulty conducting their affairs after incorporation as the county seats for both Burke and Screven Counties were difficult to reach during that time. The State Assembly was petitioned and in 1910, Jenkins County was founded with Millen as the county seat.

MILLEN
CITY HALL



Cotton Platform & Mfg. Plant, Millen, Ga.



Cotton Ave., Millen, Ga.



Interior View on Main Street, MILLEN PRISON, Georgia. Showing Cook Oven and Deadlines
Sketched by R. W. Swaden. 40th NY Vols while a prisoner of war.

MILLEN
CITY HALL



HARDSHIP

The City of Millen thrived due to railroad service and (later) highway connections to the cities of Augusta and Savannah. Manufacturers were attracted to the city as they were able to transport their products throughout the state and nation.

Factory workers comprised a large segment of the local workforce as generations of residents were able to gain employment in this sector. It was common for high school graduates to be employed at one of these factories and maintain employment until retirement. The security and wages were enough for employees to live content lives as residents of Millen.

The ideal lifestyle enjoyed by residents began to change as an evolution in national policies and international relationships took place. The North American Free Trade Agreement (NAFTA) was established in 1994 and allowed local manufactures to locate factories in areas where labor was believed to be less expensive. Local manufacturers took advantage of this opportunity and moved their manufacturing operations to offshore locations.

The economic recession experienced by the United States which started in December 2007 took a heavy toll on the City of Millen. Several factories located within the city produced products for the housing market and once the housing "bubble" burst a number of local manufactures were unable to keep their factories

open. The ensuing lay offs had a devastating effect on Millen.

Many local businesses depended heavily on factory for patronage. Local restaurants and shops did feel the same hardship as factory employees as these employees were able to shop or eat at local establishments as often as the once could. Local businesses, due to a continued reduction in the number of customers they were receiving, were forced to reduce their workforce, increasing the number of unemployed within the city.

Unemployment in Millen decimated the city. Dateline NBC produced a segment documenting the hardship felt by the City of Millen entitled "The Town that Jobs Forgot." This nationally televised segment demonstrates the hardship the City of Millen has been through, discusses the cause for the current situation, and provides an insight into the hope a community can hold on to and which lead it through difficult times.



MILLEN
CITY HALL



HOPE

The residents of Millen have exhibited extraordinary resolve in coping with the incredible hardships of high unemployment. The Millen community has committed itself to reasserting itself as a destination where manufacturing and commercial businesses can thrive. The city is being proactive in setting goals for itself and providing a guide for the future improvements in order to avoid experiencing similar community difficulties.

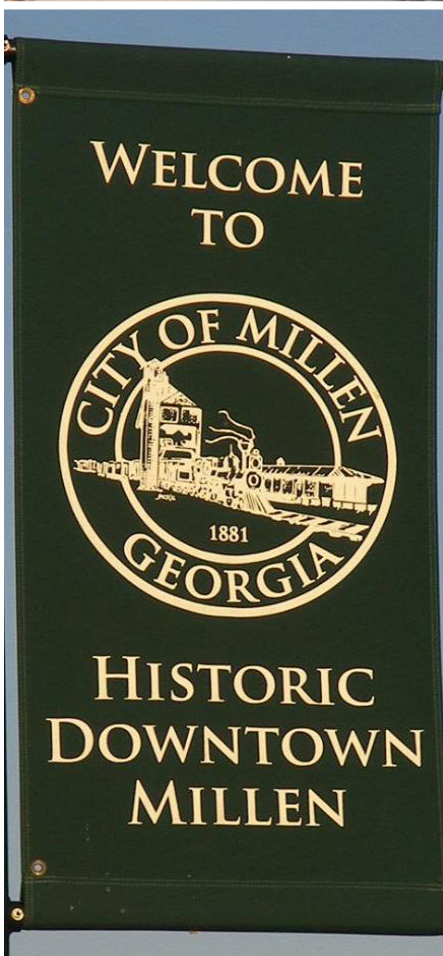
Moving Forward: 2015 Urban Redevelopment Plan for Millen, Georgia is a venture of the Jenkins County Development Authority / Chamber of Commerce with the support of the Mayor and City Council of Millen Georgia. The preparation of this document has been the responsibility of the Planning Department of the Central Savannah River Area Regional Commission - whose work was conducted primarily between October 2014 - May 2015.

The urban redevelopment planning process involved a dedicated group of stakeholders who have a greater understanding of the blight and deterioration within Millen than planning staff. These stakeholders and other community members have acknowledged that existing property conditions in certain areas that existing property conditions in specific neighborhoods and in the central business district are detrimental to the image of the city.

Negative perceptions of a city can have serious repercussions when attempting to attract quality investment. The *Georgia*

Redevelopment Act has been recognized and embraced by the community to provide guidance for improving conditions and insight into increasing property values within targeted areas.

The Jenkins County Development Authority has embraced the slogan "The Little Town that Could" to describe the existing hope, strength, and determination of the Millen community. *Moving Forward* provides the strategic plan for redevelopment consistent with the Georgia Urban Redevelopment Law to guide residents, business owners, and local leaders, **FORWARD**.





FINDINGS OF NECESSITY
CHAPTER ONE

1

MOVING FORWARD 2015



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1.1 ESTABLISHING A FINDINGS OF NECESSITY

A community that initiates a redevelopment planning process has come to the conclusion that a condition of “slum and blight” exists. This condition has an adverse effect on residents through the reduction of their “quality of life” and hinders potential investment into the city.

Local leaders and citizens can easily recognize evidence of blight and deterioration within their community. Generally, these types of conditions typically develop over an extended period of time. The Millen community has determined that it is time to reverse the trend of disinvestment within the city.

The City of Millen has decided to address “slum and blight” within the city limits. The terms of slum and blight can be defined as the presence of empty and dilapidated buildings in commercial/retail areas, abandoned industrial sites, deteriorated mobile homes and other residential structures, properties strewn with garbage, weeds, abandoned structures, etc.

There is a recognized urgency by community leaders, both elected and appointed to address the aforementioned issues of “slum and blight” through creative approaches for the purpose of increasing investment within the community.

Proposed changes may have a considerable impact on private property and public finances. The Georgia Redevelopment Act requires local intuition be augmented by data and observations that catalogs measurable conditions of deterioration when changes to land development practices or patterns are proposed by a redevelopment plan.

Chapter One - Findings of Necessity of *Moving Forward: 2015 Millen Urban Redevelopment Plan (URP)* is a compilation of the data sets needed to confirm the condition of blight, slum, and deterioration within a selected study area. This component serves as the basis for Millen’s “Finding of Necessity” resolution authorizing the preparation of an urban redevelopment plan.



1.2 STUDY AREA BOUNDARIES

The boundaries for the study area of the *Moving Forward: Millen URP* document are illustrated in Map 1.1 ([page 1-6](#)). These boundaries for the study area were generated based upon input from community leaders, the stakeholder committee, and a visual survey of the city of Millen. The final study area boundaries were finalized by the stakeholder committee in January 2015.

Figure 1.1 ([page 1-8](#)) states that the established redevelopment study area comprises approximately 53 percent of the city of Millen. The majority of the study area is residential and 54 percent of all residential units are within the city of Millen are contained in the redevelopment area.

The main commercial corridors and Millen Industrial Park are also a part of the study area. It is important to note that a portion of the study area lies outside of the city limits within unincorporated Jenkins County. This area is limited to nine percent of the redevelopment study area. Research indicates that no residential population exists within this area and this will have a negligible impact on presented data within this document.

The success the City of Millen in conjunction with community leaders can have in abating blight in certain portions of the city depends heavily on stakeholders focusing their attention on targeted areas.

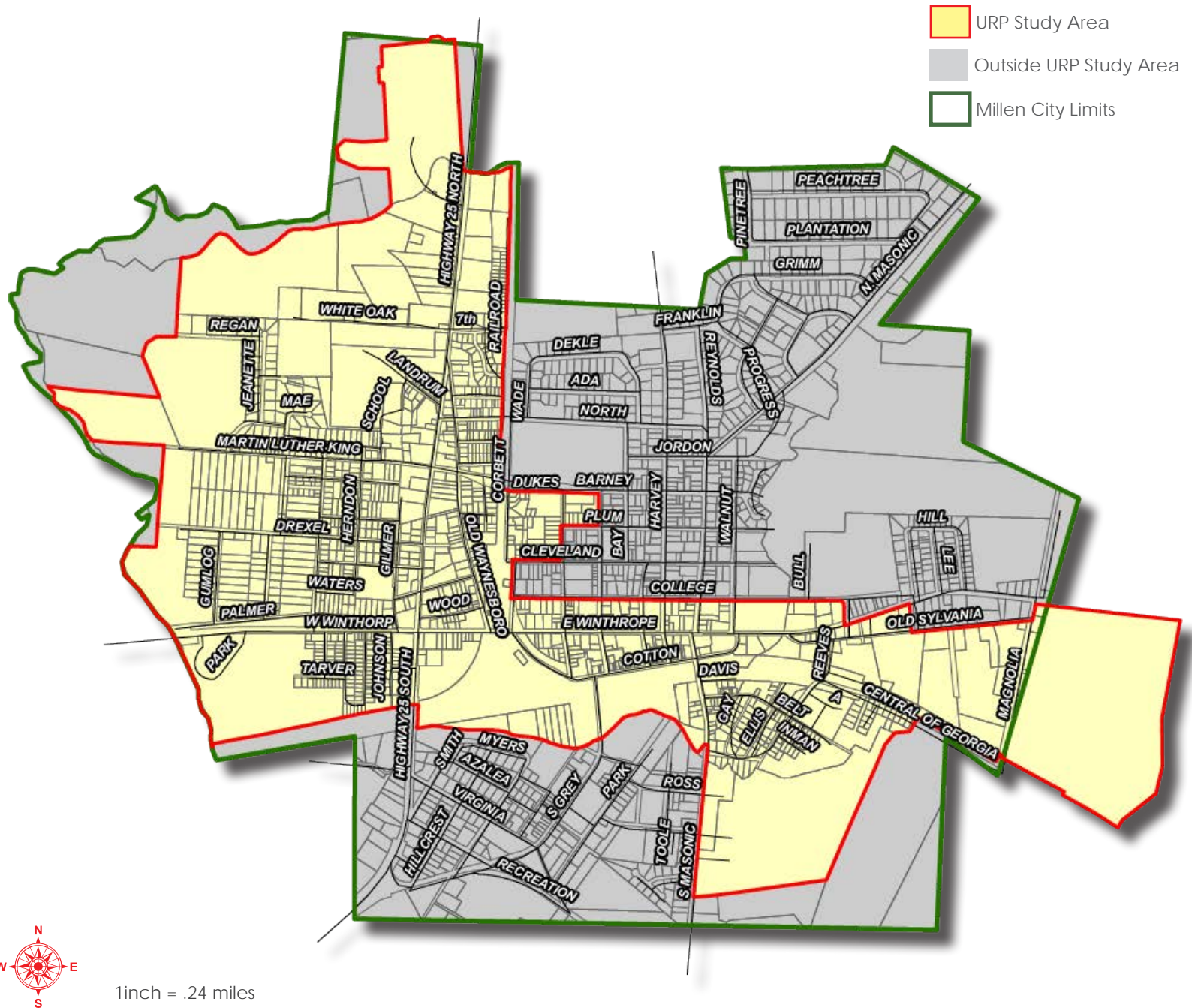
Target areas have been created in consultation with city leaders and stakeholders. Target Area 1 has been identified as West Millen and includes the majority of residential area west of Highway 25 (Statesboro Road) and north of the railroad.

Target Area 2 has been identified as the residential area east of Highway 25 with the eastern boundaries including the railroad and N. Hendrix Street. Map 1.2 ([page 1-9](#)) illustrates these target areas.

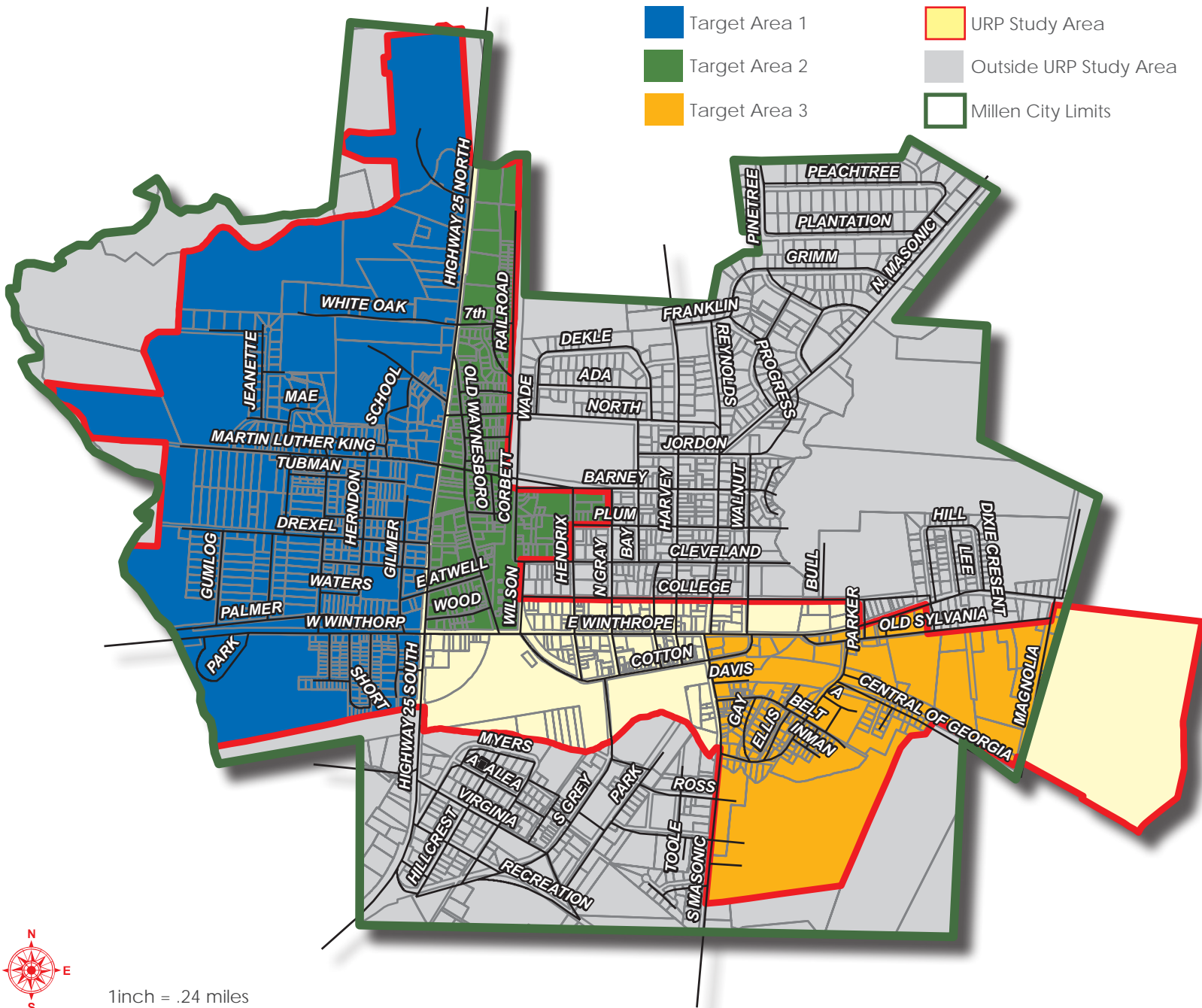
Target Area 3 has been identified as the residential area south of East Winthrop Avenue bordered to the east by State Route 17 and to the east by Magnolia Street.



MAP 1.1 MILLEN URP STUDY AREA



MAP 1.2 MILLEN URP TARGET AREAS



1 inch = .24 miles



FIGURE 1.1

GENERAL DEMOGRAPHICS OF THE URP STUDY AREA & BALANCE OF MILLEN

Figure 1.1a - Population - City of Millen, Georgia 1980 - 2013

	1980	1990	2000	2010	2013
Total Population	3,739	3,808	3,495	3,120	3,063
Population Change		1.85 %	-8.22 %	-10.73 %	-1.83 %
Population in Study Area				1,780	
Population Outside Study Area				1,340	

Figure 1.1b - Land Area

	Study Area	Millen (Excluding Study Area)	Millen
Land Area (in Acres)	1,262	1,148	2,410
Percent of Land Area	53 %	47 %	

Figure 1.1c - Housing Units

	Study Area	Millen (Excluding Study Area)	Millen
Number of Housing Units	776	650	1,426
Percent of Housing Units	54 %	46 %	

1.3

INITIATION OF THE PLANNING PROCESS

Moving Forward is an initiation of Millen’s redevelopment efforts. City leaders are committed to improving the quality of life of its residents affected by localized poverty while maintaining the “close knit” community already established within the city.

The closure of a number of manufacturing plants within the city has forced many residents to face an uncertain financial future. The loss of local jobs forced some to seek employment in other cities while some never left Millen. Some of these individuals were left with a minimum income and little hope.

This redevelopment plan targets areas within the community to focus revitalization efforts. Initial work between city representatives and the Central Savannah River Area Regional Commission resulted in the identification of the following redevelopment planning topics of interest.

Housing - Focus on the rehabilitation and reconstruction of dilapidated housing units with a secondary focus on the development of attractive mixed income housing units

Nuisance Properties - Continue to work towards the abatement of properties which contribute to blight and detract from neighborhoods

Infrastructure - Initiate improvements to infrastructure which include improvements to storm-water facilities to limit flooding events and erosion of roadways, streetscape design alternatives, and improved water and sewer systems.

City Center Millen - Focus on providing economic strategies for attracting businesses along Cotton Street, including revitalization of unsightly properties.



FIGURE 1.2 INDICATORS OF BLIGHTED CONDITIONS

INDICATOR	SOURCE	NOTES
<i>HOUSEHOLD INDICATORS</i>		
Poverty	U.S. Census Bureau / CSRA-RC	15 % or Greater Block Group
Household Income	ESRI Business Analyst Online	Relative to Surrounding Counties
Transportation	ESRI Business Analyst Online	Motor Vehicle Availability / Transportation to Work
<i>GENERAL PROPERTY INDICATORS</i>		
Occupancy Status	U.S. Census Bureau	Based on Census Data
Building Activity	City of Millen	?-? Permit Data
General Property Values	Jenkins County Tax Assessor	Land to Building Value
<i>BUSINESS INDICATORS</i>		
Business Licenses	City of Millen	
Retail Profile	ESRI Business Analyst Online	
<i>NEIGHBORHOOD INDICATORS</i>		
Parcel / Street Alignment	City of Millen / CSRA - RC	Visual Inventory / Aerial Photography
Infrastructure	City of Millen / CSRA - RC	Streets / Storm-water / Underground Utilities
General Conditions of Visual Blights	CSRA - RC	Driving and Walking Documentation

1.4 INDICATORS OF BLIGHT

Measurable conditions of deterioration must be shown through data and observation as required by the Georgia Redevelopment Act. Information demonstrating a majority of properties within the Millen URP study area exhibit blight, deterioration, and slum conditions is presented through data collected by staff of the regional commission and city employees.

Information was gathered on several different topics. Figure 1.2 provides a comprehensive list of potential indicators which were compiled, studied, and includes general notes on the sources of information.

Topics presented in Figure 1.2 are discussed in more detail throughout those parts of the city of Millen located inside and outside the study area. Comparisons are presented

between these two areas or among targeted segments of the redevelopment study area.

These comparisons are based upon the best available data. An objective review of researched data reveals that each reviewed indicator serves as a basis for which a blighted condition may be confirmed. Regardless, the cumulation of reviewed data contained in this chapter is sufficient to establish a "findings of necessity" for the preparation of a new development plan for the City of Millen



1.4.1 HOUSEHOLD INDICATORS

1.4.1.1 POVERTY

This section uses U.S. Census Bureau data and survey data collected for multiple Community Development Block Grant applications for the City of Millen between 2003 - 2014 to provide the best possible assessment of poverty within the redevelopment area and the city of Millen.

A block group is a census designated geographical unit for which data is gathered and displayed. Millen partially contains five census blocks within its city limits and four of these five census block groups exceed a poverty rate of 15 percent. The 15 percent threshold is presented here because it is the threshold used by the Georgia Department of Community Affairs Opportunity Zone program which allows for tax incentives and abatements as incentives within areas that exhibit high poverty.

Statistics from the 2010 census and 2008-2013 American Community have been examined to identify issues regarding poverty. There is substantial poverty in Millen. According to the data from the 08-13 ACS, the poverty rate for the city of Millen is 35.7 percent. **Figure 1.3** indicates that block group 9601-5 exceeds the city poverty rate at 49.8 percent.

The redevelopment area, similar to Millen, contains parts of each block group located within the city. This analysis asserts there is a higher concentration of poverty within the city of Millen than in the block group as a whole.

Figure 1.4 (page 1-12) illustrates that an average of 3.15 percent of four of the five examined block group is located within the Millen city limits. Block group 9601-5 an the exception, however, as 35 percent of this block group is located within the city of Millen and proportionally, the poverty rate is much higher (as previously stated) for this block group.

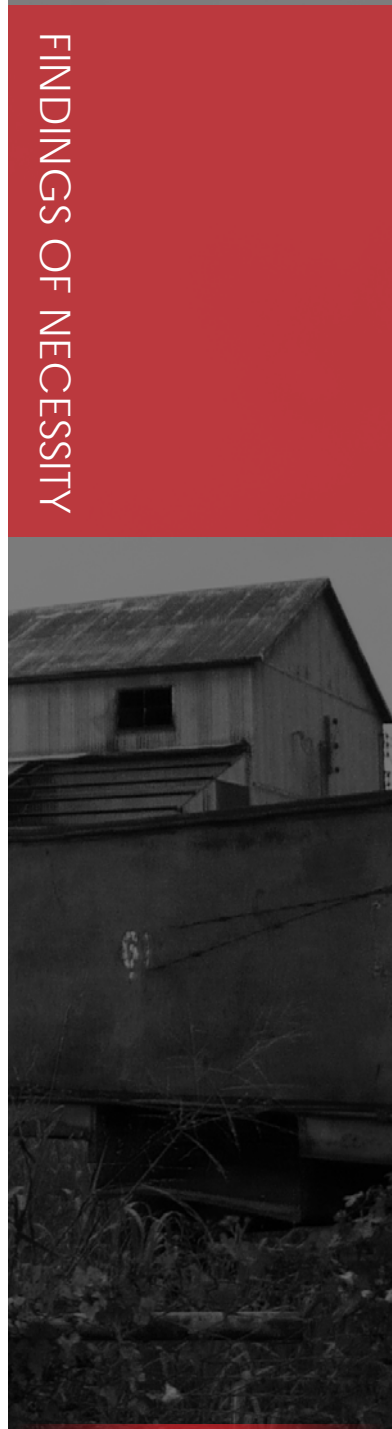
Target area 1 is completely contained in block group 9601-3 within the city. Although the poverty rate stands at 30.1 percent, only 1.6 percent of this block group is contained within Millen. The concentration of population within the city and visual survey provides overwhelming evidence of poverty within this target area.

Target area 2 is primarily located in block group 9601-2. The poverty rate for the population of this area is 23 percent. Once again the concentration of people within the city and visual survey clearly show evidence of poverty.

FIGURE 1.3 POVERTY RATE BY CENSUS BLOCK GROUP

Census Block Group	2010 Population	2012 Population Estimate	Margin of Error (±)	Change in Population	Percent Change in Population	Population Below Poverty Level	Percent of Population Below Poverty Level
9601-2	1,214	1,640	400	426	35.1%	377	23.0%
9601-3	1,112	672	307	-440	-39.6%	202	30.1%
9601-4	883	551	217	-332	-37.6%	32	5.8%
9601-5	759	857	312	98	12.9%	427	49.8%
9601-6	996	590	226	-406	-40.8%	90	15.3%

OCCUPIED BUILDINGS IN TARGET AREAS ONE & TWC



FINDINGS OF NECESSITY

FIGURE 1.4

AREA OF CENSUS BLOCK GROUPS CONTAINED IN MILLEN, GEORGIA

Census Block Group	Acres	Acres in Millen, Georgia	Percent in Millen	Difference
9601-2	14332.5	468.34	3.3%	13864.16
9601-3	41617.6	664.23	1.6%	40953.37
9601-4	19103.3	342.21	1.8%	18761.09
9601-5	1582.74	561.38	35.5%	1021.36
9601-6	6340.99	373.9	5.9%	5967.09

1.4.1.2 MEDIAN HOUSEHOLD INCOME

The median household income is an indicator that quantifies the income of the householder and all individuals older than 15 in the household whether they are related or not.

The median household income for the city of Millen was \$18,701 in the year 2000. This amount increased by nearly 65 percent to \$ 30,825 according to the 2008-2012 American Community Survey (ACS). The median household income for Jenkins County also saw improvement during the same time period. The median household income for the county in the year 2000 was \$ 24,025 and increased by 12.5 % to \$27,039.

The documented increases in the median household incomes for the city of Millen, and Jenkins County, and the listed median household income for the URP study area, may lead one to believe there have been significant improvements to the quality of life in these jurisdictions, however, once inflation is calculated over the last 10-plus years it is evident that the median household incomes for both Millen and Jenkins County failed to keep pace with inflation and the value of these incomes has barely increased at all.




The terms “families” and “households” are defined differently. Families are defined as households which contain two or more individuals who are related by birth, marriage, or adoption and may include other unrelated individuals.

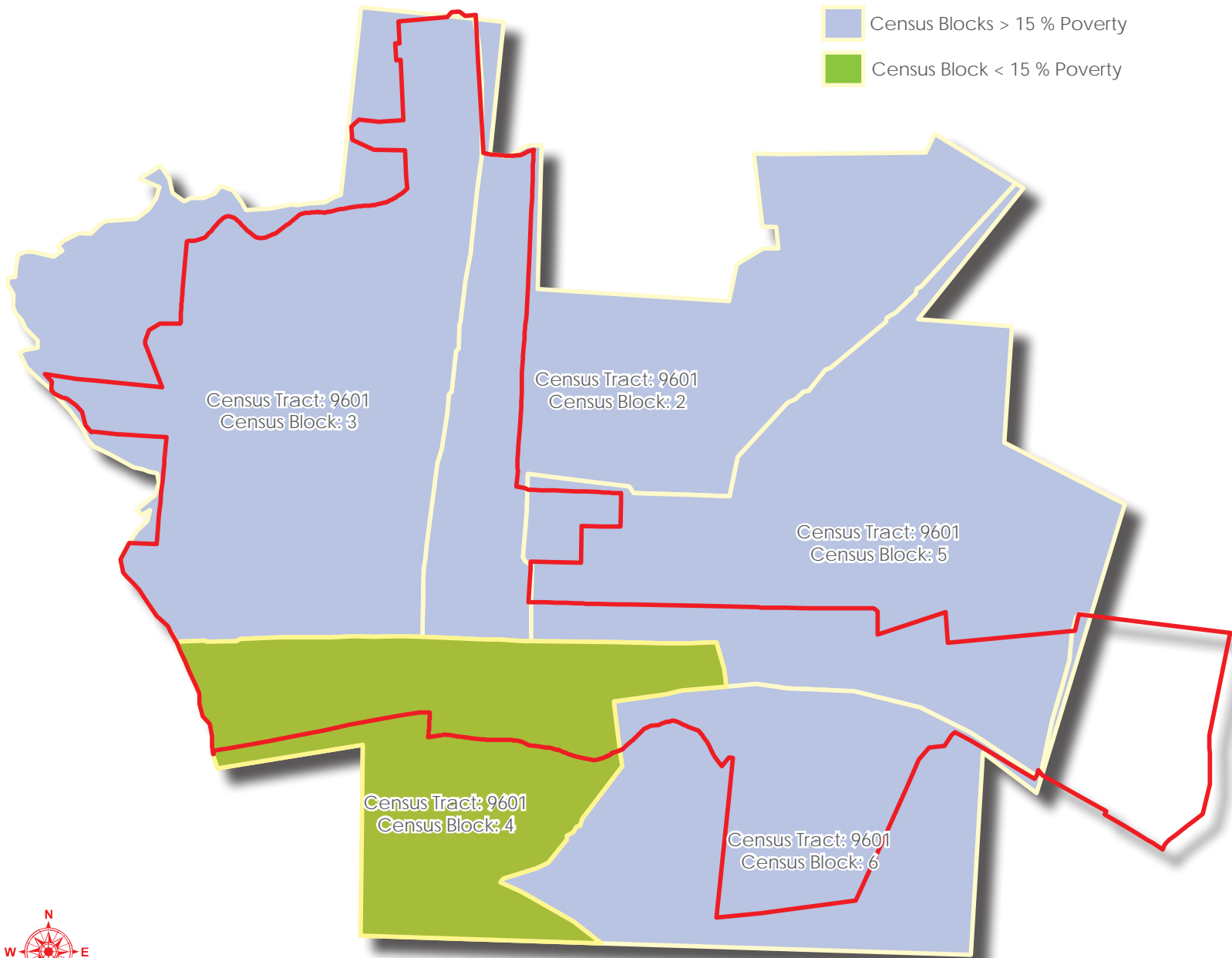
Households are defined as non-family members who either live alone or who share a residence with an unrelated individual.

Families typically have higher incomes than households. A household earning 80 percent of or less of the political jurisdiction's median household income is classified as low income by the United States Department of Housing and Urban Development. Households at or below this threshold are eligible for low to moderate income housing.

The median household income illustrated in this section shows that a significant number of households in both the city of Millen and Jenkins County do not have the household wealth to make significant improvements to properties. These income levels in conjunction with the recent increases in consumables has placed a strain on households making it even harder to invest in their housing structure and property.

Figure 1.5 (page 1-14) includes data indicating that a total of 369 (30.1 percent) of households in Millen make less than 80 percent of the median household income. In Jenkins County, a total of 29.5 percent of households made less than 80 percent of the median household income.

-  URP Study Area
-  Census Blocks > 15 % Poverty
-  Census Block < 15 % Poverty



1 inch = .24 miles



FIGURE 1.5 MEDIAN HOUSEHOLD INCOME

Jurisdiction	2000 Median Household Income	08-12 ACS Median Household Income	Percent Change	08-12 ACS Median Household Income Adjusted for Inflation	Number of Households Less than 80 % of MHI	Percent of Households Less than 80 % of MHI
Millen	\$ 18,701	\$ 30,825	64.8 %	\$ 22,421	369	30.1 %
Jenkins County	\$ 24,025	\$ 27,039	12.5 %	\$ 19,668	930	29.5 %
URP Study Area		\$ 30,151		\$ 21,931		
Burke County	\$ 27,877	\$ 31,597	13.3 %			
Bulloch County	\$ 29,499	\$ 34,403	16.6 %			
Screven County	\$ 29,312	\$ 34,634	18.2 %			
Emanuel County	\$ 24,383	\$ 31,675	29.9 %			
Georgia	\$ 42,433	\$ 49,604	16.9 %			

FIGURE 1.6 VEHICLES AVAILABLE BY HOUSEHOLD FOR URP STUDY AREA AND MILLEN

	City of Millen (Excluding the URP Study Area)		URP Study Area	
	Number	Percent	Number	Percent
Total	470	100 %	514	100 %
No Vehicle Available	0	0.0 %	27	5.3 %
1 Vehicle Available	208	44.3 %	220	42.8 %
2 Vehicles Available	178	37.9 %	188	36.6 %
3 Vehicles Available	65	13.8 %	50	9.7 %
4 Vehicles Available	16	3.4 %	27	5.3 %
5 or more Vehicles Available	3	.6 %	2	.4 %

Source: ESRI Business Analyst Online, ACS Housing Summary

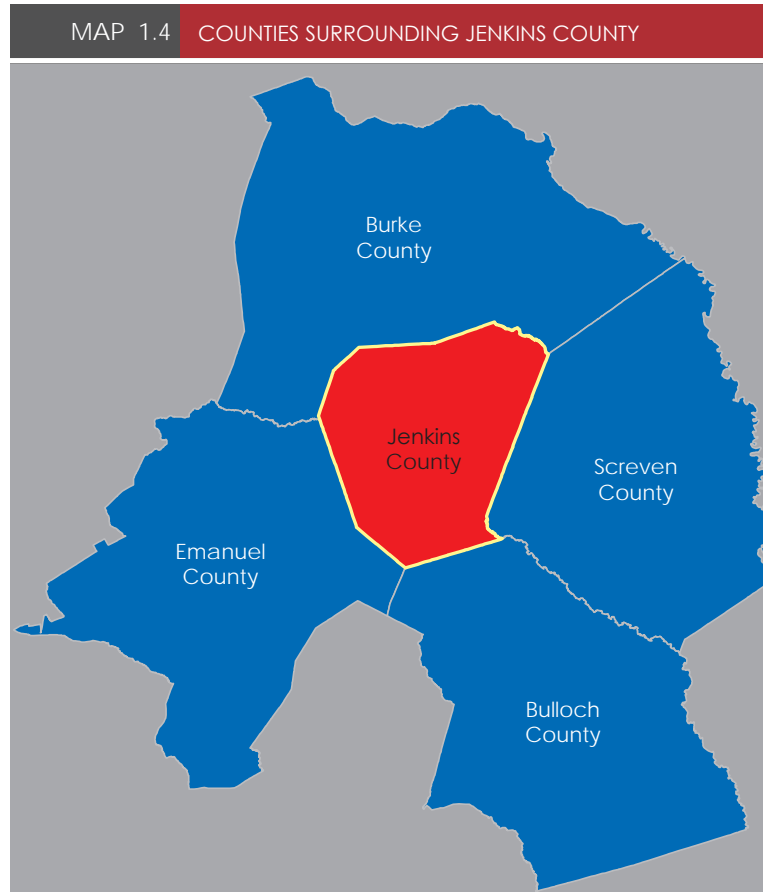
1.4.1.3 TRANSPORTATION

A discrepancy exists between the number of individuals within and outside the URP Study Area who have access to motor-vehicles. Figure 1.5 presents a comparison of these datasets. A total of 5.3 percent of households in the city of Millen do not have access to a motor-vehicle compared to all households outside of the URP Study Area having access to a motor vehicle.

The use of, or access to, a motor vehicle does not inherently indicate a lack of personal wealth as residents may choose not to have a motor-vehicle if residing in area containing access to public transportation, compact land development in which work and home are in close proximity, and a network of safe pedestrian facilities exist.

The City of Millen, similar to a majority of Georgia rural communities, does not have an adequate public transportation system, making it essential for residents to have access to a personal motor-vehicle for activities of daily living.

Those residents without access to a personal motor-vehicle have a heavy burden as recent development patterns generally do not facilitate access to multiple areas of a community. This in connection with an absence of a well connected system of pedestrian facilities can make traveling to certain destinations difficult or dangerous for residents.





The Central Savannah River Area Regional Commission’s Local Government Service Department conducted income surveys for targeted areas within the city of Millen at two year intervals between 2003 - 2014. These surveys were a part of Community Development Block Grant (CDBG) applications for the stated year. The surveys targeted areas which are either completely or partially located within the URP redevelopment area.

Map 1.5 illustrates the location of each of the CDBG target areas. The 2003 and 2012 target areas are completely contained within the URP redevelopment area. Over 50 percent of the 2005 CDBG target area is contained in the URP redevelopment area. The 2007, 2009, and 2014 CDBG target areas are not a significant part of the redevelopment area.

The CDBG application manual defines Low and Moderate Income households as those families or households whose total gross family income is less than 80 percent of an area’s median family income. The 2003 and 2012 target areas, both completely contained in the redevelopment area, have over 80 percent of their populations identified as having low to moderate income. These target areas also have the highest concentration of minorities in comparison to all other CDBG target areas.

Overall, the data from the CDBG surveys provides a clearer picture of economic hardship throughout the city of Millen. All of the CDBG target areas surveyed have over 70 percent of households having income meeting the criteria of low to moderate. This is a clear indication of economic need for the city and its residents.

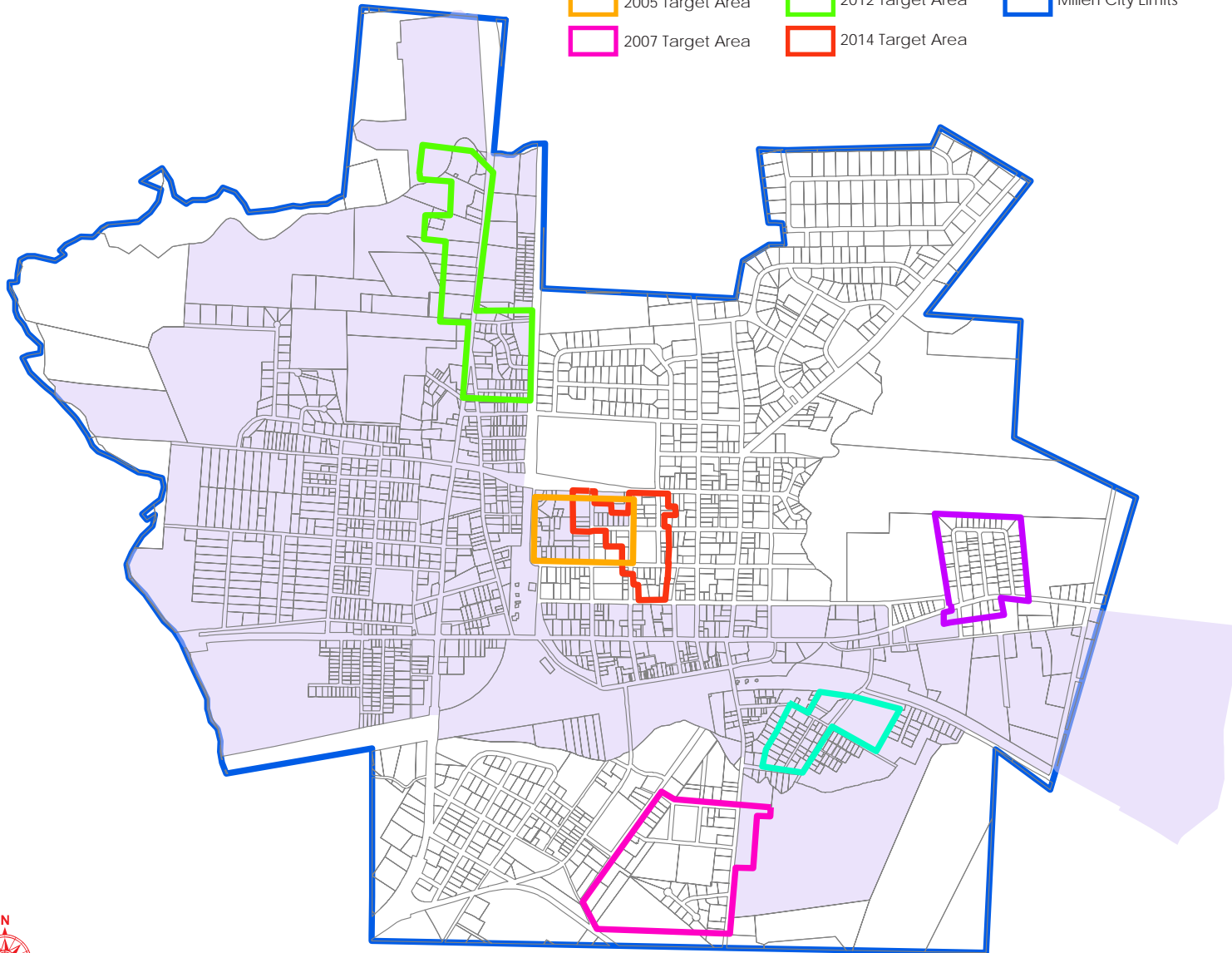
FIGURE 1.7

COMMUNITY DEVELOPMENT BLOCK GRANT SURVEY DATA 2003 - 2014

	Number	Percent
2003 CDBG Income Survey		
Total Population	170	100 %
Population Low to Moderate Income	151	89 %
Population Above LMI	19	11 %
White Population	2	1%
Minority Population	168	99 %
2005 CDBG Income Survey		
Total Population	104	100 %
Population Low to Moderate Income	92	88 %
Population Above LMI	12	12%
White Population	41	39 %
Minority Population	63	61 %
2007 CDBG Income Survey		
Total Population	385	100 %
Population Low to Moderate Income	357	93 %
Population Above LMI	28	7 %
White Population	74	19 %
Minority Population	311	81 %
2009 CDBG Income Survey		
Total Population	144	100 %
Population Low to Moderate Income	123	85 %
Population Above LMI	21	15 %
White Population	84	58 %
Minority Population	60	42 %
2012 CDBG Income Survey		
Total Population	145	100 %
Population Low to Moderate Income	120	83 %
Population Above LMI	25	17 %
White Population	24	17 %
Minority Population	121	83 %
2014 CDBG Income Survey		
Total Population	81	100 %
Population Low to Moderate Income	60	74 %
Population Above LMI	21	26 %
White Population	65	80 %
Minority Population	16	20 %

MAP 1.5 MILLEN CDBG TARGET AREAS 2003-2014

- 2003 Target Area
- 2005 Target Area
- 2007 Target Area
- 2009 Target Area
- 2012 Target Area
- 2014 Target Area
- Redevelopment Area
- Millen City Limits



1 inch = .24 miles





JCW
76

82

JCW
82

82

JCW
82

6



1.5 GENERAL PROPERTY INDICATORS

1.5.1 OCCUPANCY STATUS

The vacancy rate of a jurisdiction can provide assistance in understanding the health of the local housing market. A vacancy rate of three percent for owner-occupied housing and five percent for rental units can generally be described as a healthy housing market.

Figure 1.8 illustrates the vacancy rates for Millen and the URP Study Area. There is a stark difference between the number of vacant housing units for Millen and the study area. According to

the 2008-2012 ACS, there are 32 percent more vacant housing units in the URP Study Area than outside of the study area in the city of Millen. The vacancy rate for housing units within the city of Millen (excluding the URP Study Area) is 14.4 percent and 23.1 percent for the URP Study Area. These vacancy rates exceed the threshold for a health housing market.

1.5.2 TYPE OF HOUSING

Housing types located within a specific jurisdiction can be used to provide context in which to assess properties. The standard type of development for a small-rural city is generally seen as single-family detached housing units surrounding a city center and later as single-family housing units in neighborhoods move further away from city center, and eventually create subdivisions.

Millen contains easily identifiable single-family units near the city's center and neighborhoods containing single-family detached housing units. Figure 1.8 (page 2.2) identifies the number and type of housing units within the URP study area and the city of Millen (excluding the study area). Approximately 78 percent of housing within Millen and 68 percent of housing in the URP study area are single-family detached housing units.

FIGURE 1.8 HOUSING UNITS BY TENURE IN THE URP STUDY AREA & CITY OF MILLEN

Housing Units by Tenure ACS 2008-2012 Estimates	City of Millen (Excluding the URP Study Area)		URP Study Area	
	Number of Units	% of Units	Number	Percent
Occupied	555	81.3 %	674	77.6 %
Vacancy Rate	131	14.4 %	194	23.1 %
Owner-Occupied	320	57.7 %	410	61.1 %
Renter-Occupied	235	42.3 %	261	38.9 %
Other Vacant	72	10.5 %	107	12.4 %

Source: ESRI Business Analyst Online, ACS Housing Summary



The nearly 10 percent decrease between Millen and the study area of single-family detached housing units is due to the extraordinary number of mobile homes located within the URP study area. There are a total of 330 mobile homes located within the city of Millen (Pictures to the right are representative). Nearly two-thirds of these mobile homes are located within the URP study area.

A visual survey of the city confirms the abundance of mobile homes located throughout Millen and the study area. The picture located on the right provides a sample of the type and condition of mobile homes located within the URP study area. Although a housing study has yet to be conducted for the city of Millen, based on the visual survey, it would be safe to estimate the majority of these mobile homes should be rated as either "deteriorated major" or "dilapidated".

1.5.3 BUILDING ACTIVITY

Data regarding building activity for the last three years have been separated into two categories - building permits and mobile home permits. A total of two building permits have been issued within the city of Millen since 2013. One is an expansion of an existing structure and the second, and most significant of these



FIGURE 1.9 TYPE OF HOUSING UNITS

	City of Millen (Excluding the URP Study Area)		URP Study Area	
	Number	Percent	Number	Percent
Total	660	100 %	776	100 %
Single Family Detached	514	77.9 %	525	67.7 %
Single Family Attached	17	2.6 %	9	1.2 %
Duplex	5	.8 %	6	.8 %
3 - 9 Housing Units	6	.9 %	24	3.1 %
Mobile Home	118	17.9 %	212	27.3 %

Source: ESRI Business Analyst Online, ACS Housing Summary

permits, is the McDonald's restaurant located on highway 25. There have been no permits issued for any type of permanent residential structures within Millen since prior to 2013.

The issue of mobile homes in Millen is also apparent through an analysis of building permits. A total of 10 mobile home permits were issued during this time frame with several obtained by two individuals with the possibility of placing multiple mobile homes on the same tract of land to rent. The information provided by the city confirms that both residential and commercial development within Millen has practically been non-existent since 2013.

1.5.4 RETAIL PROFILE

The financial expenditures for residents living within the URP study area and the city of Millen are illustrated in Figure 3.5. The Spending Potential Index compares the amount of personal funds residents allocate for certain expenditures in Millen and the study to the United States average.

The average annual cost of certain expenditures are also illustrated in Figure 1.9 for residents of the URP study area and Millen. According to the gathered data, the value of these expenditures average 1.6 percent higher in the study area than in the city as a whole. The only exception being expenditures for alcoholic beverages is slightly lower in the URP study area.

Figure 1.10 presents the retail market profile for both the city of Millen and the URP study area. The estimated retail sales (supply) of businesses in the study area are compared to the expected retail potential (demand).

These figures suggest that residents of the URP study area do not have the same amount of access to certain types of stores in comparison to residents who do not live in the redevelopment area. These store types include electronics and appliance stores, motor vehicles and parts dealers, and clothing stores.

FIGURE 1.10 HOUSEHOLD EXPENDITURES FOR MILLEN & THE URP STUDY AREA

Home Expenditures	URP Study Area			Millen	
	Spending Potential Index	Average Amount Spent	Average Expenditure % Compared to Millen	Spending Potential Index	Average Amount Spent
Food	51	\$ 4,565.29	101.8%	51	\$4,483.33
Alcoholic Beverages	43	\$ 230.53	99.9%	43	\$ 230.71
Housing	48	\$ 10,061.90	100.7%	48	\$ 9,992.33
Utilities	62	\$ 3,039.37	102.6%	60	\$ 2,962.96
Housekeeping Supplies	60	\$ 424.34	102.7%	59	\$ 413.34
Household Furnishings	45	\$ 809.32	101.4%	44	\$ 798.04
Apparel and Service	31	\$ 693.98	100.4%	31	\$ 691.54
Entertainment and Recreation	55	\$ 1,790.73	101.9%	54	\$ 1,757.77
Personal Care Products & Services	50	\$ 383.38	101.7%	49	\$ 376.91
Transportation	59	\$ 6,081.79	102.4%	58	\$ 5,939.52
Total		\$ 28,080.63	101.6%		\$ 27,646.45

Source: ESRI Business Analyst Online, ACS Housing Summary



Further examination of this information suggests that retail demand is being met by an abundance of gas stations, food and beverage establishments, and health and personal care stores. These types of establishment are consistent with the retail profiles of small cities in Georgia. This profile also suggests that there is a lack of diversity in retailers that characterizes a vibrant downtown area.

1.5.5 BUSINESS LICENSES

The City of Millen provided information regarding business licenses. A total of 189 business licenses were issued in 2013 with 26 of these licenses being for new businesses. The majority of the “brick and mortar” stores opened along highway 25 and several of these business licenses are extensions of existing businesses.

A total of 168 business licenses were issued by the City of Millen in 2014. Of these licenses, a total of 26 were new. The reduction of the number of licenses issued in 2014 in conjunction with 26 new licenses issued and a number of these new licenses being expansion of existing businesses (indicates a number of businesses were unable to continue to operate

A total of 168 businesses licenses were issued in 2014, the reduction from 189 licenses issued in 2013 is a clear indication that a number of businesses were unable to continue to operate. A total of 26 new licenses were issued for businesses in Millen.

FIGURE 1.11 RETAIL MARKET PROFILE FOR THE CITY OF MILLEN AND THE URP STUDY AREA

	NAICS Code	URP Study Area			Millen		
		Demand (Retail Potential)	Supply (Retail Sales)	Leakage or Surplus	Demand (Retail Potential)	Supply (Retail Sales)	Leakage or Surplus
Motor Vehicles and Parts Dealers	441	\$ 2,287,325	\$ 175,486	85.7	\$ 4,192,188	\$ 461,216	80.2
Furniture & Home Furnishings Stores	442	\$ 205,837	\$ 267,843	-13.1	\$ 382,377	\$ 496,176	-13.0
Electronics & Appliance Stores	443	\$ 267,918	\$ 0.00	100.0	\$ 497,937	\$ 88,460	69.8
Food & Beverage Stores	445	\$ 1,787,008	\$ 3,174,581	-28.0	\$ 3,285,405	\$ 8,277,614	-43.2
Health & Personal Care Stores	446	\$ 912,678	\$ 2,926,107	-52.4	\$ 1,666,468	\$ 5,584,550	-54
Gasoline Stations	447	\$ 1,317,678	\$ 5,921,671	-63.6	\$ 2,406,386	\$ 11,547,456	-65.5
Clothing & Clothing Accessories Stores	448	\$ 537,362	\$ 0.00	100.0	\$ 1,004,007	\$ 124,106	78
Sporting Goods, Hobby, Book & Music Stores	451	\$ 203,501	\$ 0.00	100.0	\$ 378,015	\$ 0.00	100
General Merchandise Stores	452	\$ 1,847,873	\$ 1,500,497	10.4	\$ 3,401,233	\$ 842,509	60.3
Miscellaneous Store Retailers	453	\$ 253,896	\$ 133,688	31.2	\$ 465,784	\$ 282,661	24.5
Non-Store Retailers	454	\$ 652,999	\$ 0.00	100.0	\$ 1,210,043	\$ 38,380	93.9
Food Services & Drinking Establishments	722	\$ 1,005,944	\$ 1,558,902	-21.6	\$ 1,867,622	\$ 3,653,892	-32.4

Source: ESRI Business Analyst Online, ACS Housing Summary



1.6 NEIGHBORHOOD INDICATORS

1.6.1 INFRASTRUCTURE

Infrastructure within the city of Millen concerns city residents and can potentially discourage new development within Millen. City officials are aware of infrastructure needs and are attempting to address them through the attainment of grant funds.

Unfortunately, limited availability of funding has only allowed targeted investment in infrastructure in limited parts of the city. The city has successfully received grants for some pedestrian improvements, sewerage improvements, and storm-water drainage improvements.

Storm water drainage systems in multiple areas of the city have continued to deteriorate and cause flooding along roadways. Lack of consistent maintenance has caused drainage systems to become overwhelmed and during certain storm events flooding in residential yards has occurred and residential structures are potentially threatened.

The area of most concern is the area of Washington St. and Lincoln St as residents have faced numerous floods within the area. Residents have stated numerous times that boats are used in order to evacuate residents of this area due to flooding. Streets lacking curb and gutters have continued to deteriorate, silting and ponding within storm water ditches have exacerbated problems.

Neighborhoods within the redevelopment area lack pedestrian facilities. Staff observed a number of children playing and walking in the street to travel to destinations. This presents a potentially hazardous situation in which children are placed at unnecessary risk.

1.6.2 PARCEL AND STREET ARRANGEMENT

A visual survey of the redevelopment area in conjunction with map reviews, conversations with stakeholders and property owners has occurred in an attempt to identify parcel and street arrangements that detract from the development potential of certain areas.

In reviewing parcel arrangements, this urban redevelopment plan is less concerned about the land use characteristics of an individual parcel and more interested in the shape and size of each parcel as this directly impacts development potential. There are approximately 1,928 parcels located within the city of Millen and the average size of a parcel within the city is 55,752 square feet.

The redevelopment area contains a total of 1,224 parcels with the average parcel size being approximately 41,028 square feet. The shape and arrangement of parcels can have a significant impact on the type of development that can occur in a particular area.





PICTURE 1.1



PICTURE 1.2

Generally, the parcel arrangements within the city of Millen has remained unchanged, however, there are several types of parcels that could hinder development.

Elongated parcels promote inconsistent building placement which has the ability to detract from neighborhood cohesiveness and limits access to public streets (Picture 1.1). These types of parcels have been observed in areas near the railroad right-of-way and many residential areas throughout the city.

Oddly shaped parcels can have the same issues as elongated parcels and provides limited access to roadway and constrains the type of development which can be placed on the lot. (Picture 1.2). These parcels types have been observed on lots located along Highway 25.

1.6.3 GENERAL PROPERTY CONDITION & VISUAL BLIGHT

Several visual surveys have been conducted by CSRA staff which re-affirms there are a number of properties within the redevelopment area which lack a basic standard of maintenance and investment.

The most prominent issues that have been observed within the redevelopment area include a lack of yard maintenance, the accumulation of collected items on the property (including cans, tires, discarded furniture and appliances, etc.) which can be clearly seen from the roadway. Graffiti is also an issue within the community is said to be created by local gangs.

Financial resources may not be available for a majority of residents who reside in the redevelopment area to invest in improvements or maintenance of their home. A possibility exist renters not feeling obligated to maintain their residence as their expectation is that the owner is responsible for the housing unit. These beliefs have to be addressed in order for progress towards neighborhood improvement to be made.

The visual blight that is created by the aforementioned factors impairs the community's ability to promote itself and proudly present itself as an attractive community to investors. The health and safety of residents on adjacent properties can also be affected by these conditions. The pictures on page ?? provides a visual overview of blight within the URP study area.



FINDINGS OF NECESSITY





1.7 FINDING OF NECESSITY REPORT

The following summarization of data stakeholder interviews, and visual surveys confirms that URP study area (redevelopment area) conditions warrant the preparation and approval of an urban redevelopment plan. The emphasis of this plan is focused on the slum and blight which is prevalent in this area.

The assessment of negative conditions provided in this section serves as the basis for the preparation of Millen's "Findings of Necessity" resolution as required by the Georgia Urban Redevelopment Law. Preliminary recommendations contained within this section also serve as the basis for the land use plan and implementation program part of the Millen Urban Redevelopment Plan.

1.7.1 NEGATIVE CONDITIONS

There are several conditions prevalent throughout the URP redevelopment area that adhere to the definition of slum and blight as stated within the Georgia Urban Redevelopment Law. The most prevalent negative conditions are summarized in the following list, but should not be inferred to represent all factors that cumulatively result in the URP study area as an area of slum and blight.

Concentration of Slum and Blight

The data collected for this plan clearly confirms high poverty rates and low incomes for residents in the URP study area. The city of Millen has suffered the loss of several of its manufacturing plants over the course of several years. A number of residents were laid off within the city and many are either unemployed or under-employed. This lack of employment opportunities paying a living wage instead of minimum wage inhibits residents in the URP study area. The city has attempted to lure manufacturing back, however, the state of the economy has made this incredibly difficult. The area in the redevelopment area known as "Black Bottom" represents an example of concentrated poverty within the redevelopment area.

Deteriorating Housing Stock

Visual surveys by staff have confirmed there is a high percentage of deteriorated housing within the redevelopment area. Abatement of sub-standard structures can be a complicated task when the structure is occupied. The redevelopment area has a concentration of deteriorated housing structures concentrated in target areas one and two. The city is pursuing efforts to rehabilitate and renovate deteriorated housing throughout these areas but more investment will be needed.

Substandard Infrastructure

There are several sites within the redevelopment area which contain storm-water drainage systems and roadways which are being overwhelmed. Storm-water drainage has consistently been an issue for areas within and outside of the redevelopment areas as flooding of city streets and residential lots continues to be reported. There are several roadways within the redevelopment area that are not currently paved creating issues with run-off and vehicle access. The location of these roadways in low income areas contribute to the blight already felt in these areas.

City Center Millen

The city center of Millen has two distinct areas - the Cotton Avenue section contains a idealistic pedestrian oriented design for a downtown area providing a downtown experience. A lack of commercial establishments and the inability to direct more non-residential traffic to this area is an issue that must be addressed. The East Winthrop Avenue area has an abundance of commercial opportunities and pedestrian facilities are available, however, the proximity of the sidewalks to this high traffic roadway and narrow sidewalks discourages pedestrian traffic.

1.7.2 PRELIMINARY RECOMMENDATIONS

The preliminary "Moving Forward" recommendation presented in this subsection have been prepared following the evaluation of indicators of blight referenced in prior subsections. These recommendations are not presented in a particular order nor do they represent the final goals, objectives, or strategies of this URP. A full overview of the goals, objectives, and strategies of this URP is listed in the implementation program contained in Chapter 4.

Access to Affordable and Mixed Income Housing

The rehabilitation of dilapidated housing and reconstruction of uninhabitable housing should become priorities for the City of Millen in order to provide safe and new housing units for residents in lower income brackets and increase neighborhood vitality within the redevelopment area. These efforts should be in conjunction with the development of market-rate housing to create true mixed income communities within the redevelopment area. New housing types should be considered in order to provide housing options as the current housing inventory is dominated by small deteriorated single-family detached units. The lack of newer market-rate units and housing options can limit potential home-buyers.

Abatement of Nuisance Properties

The abatement of nuisance properties throughout both the redevelopment area and the city of Millen will continually pose a challenge to the resources of the City of Millen. The hiring and continued diligence of the city code enforcement officer in conjunction with the willingness of the city of Millen to adjust and improve its nuisance code in a manner to expedite abatement is highly encouraged. A measure of assertiveness is also encouraged in order to address the "maintaining of a nuisance" on occupied properties. Investment in staff including training including continuing education and certification in their field of expertise must be maintained.

Infrastructure Improvements

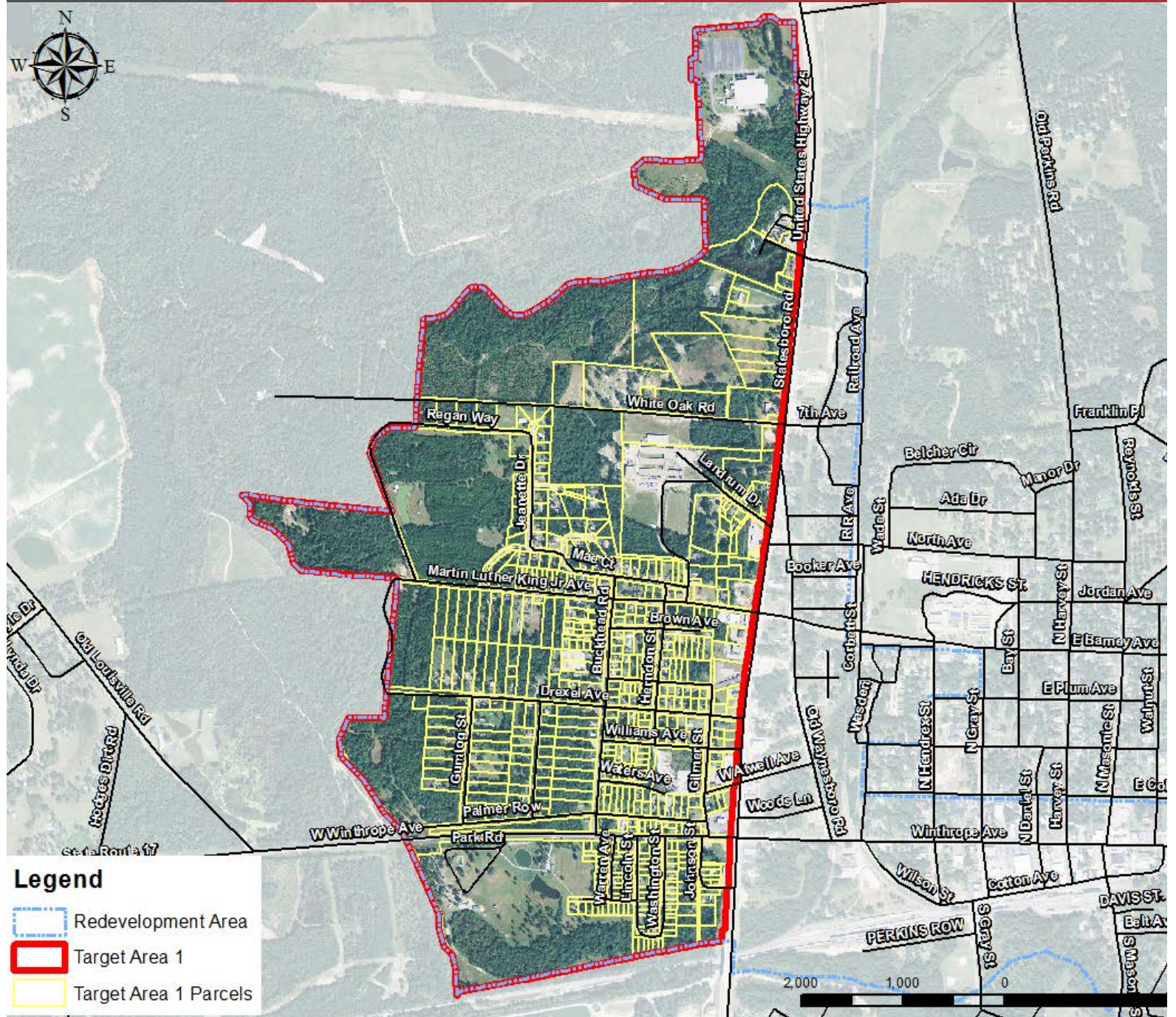
A focus on investment in infrastructure is important to providing necessary services and maintaining a safe environment for residents. Although not limited to storm-water facilities, this infrastructure type is the most identified as a problem within the redevelopment area. Investment in alternative types of storm-water management (ex. bio-swales) and the re-engineering of storm-water drainage can relieve flooding issues and provide potential activity centers such as walking areas surrounding retention ponds.

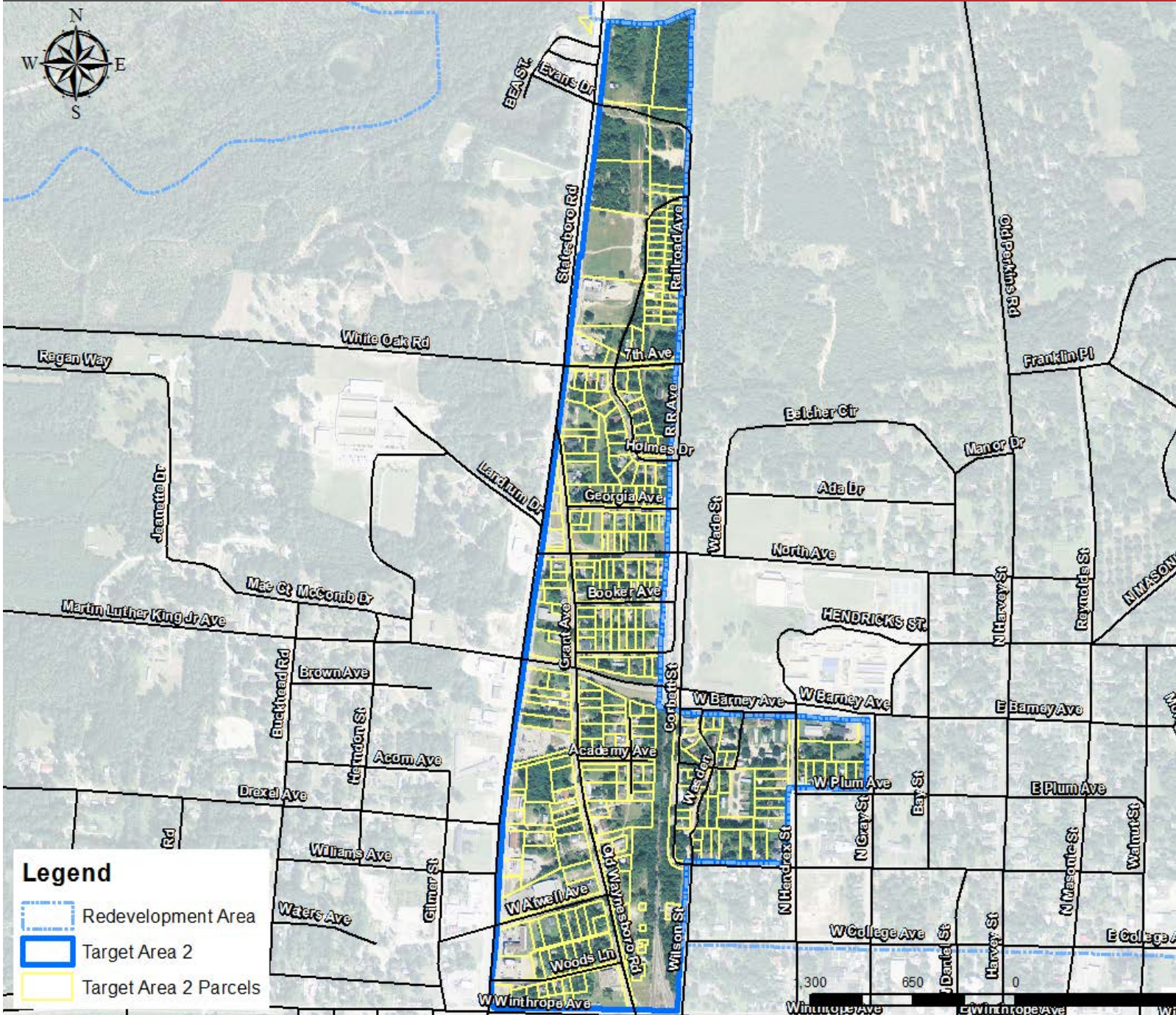
City Center Millen

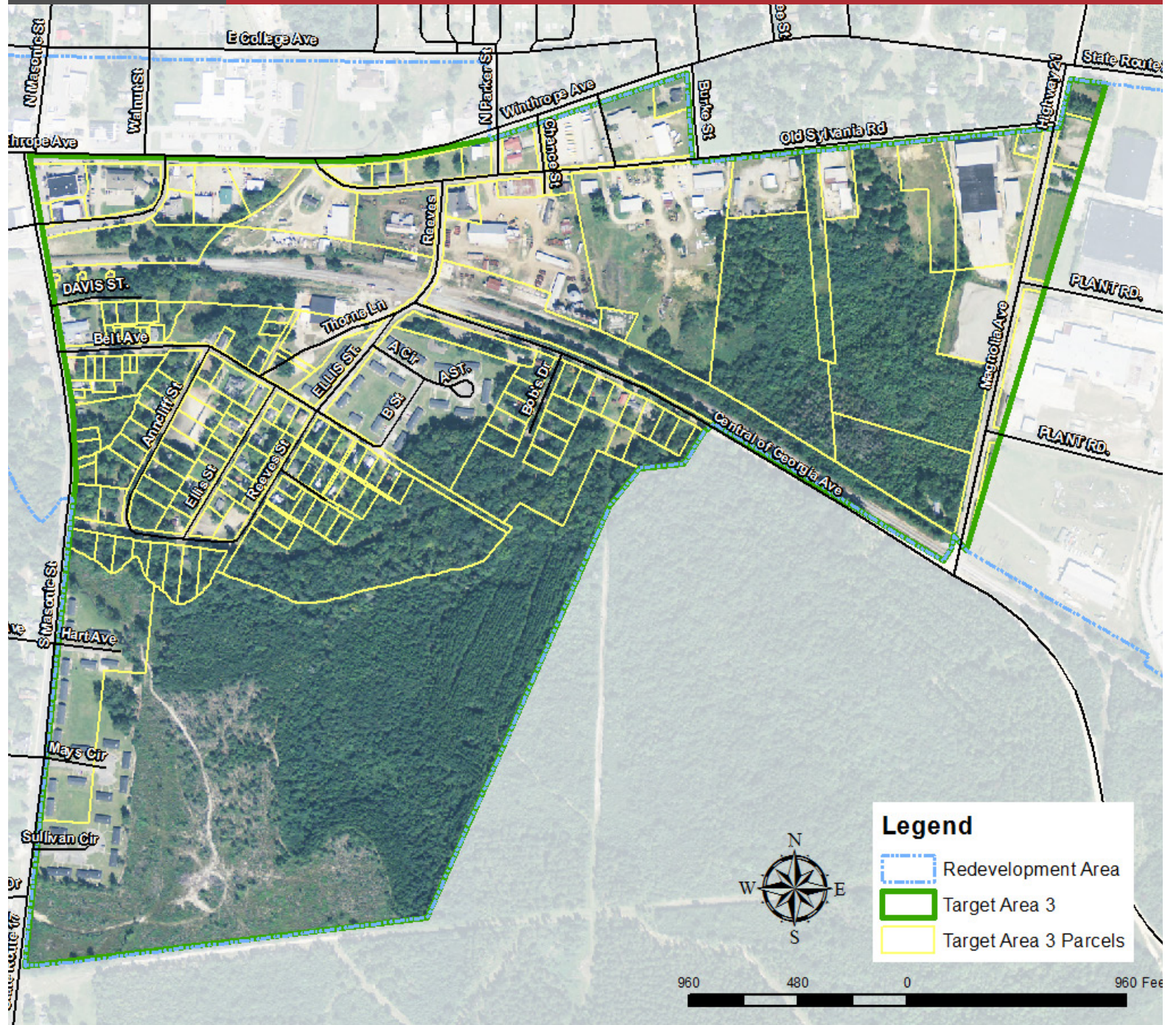
In order to encourage growth in the city center of Millen several factors will need be addressed including an examination of how to direct traffic from Highway 25 to the city center. A mix of measured tax incentives such as programs which allow for tax credits, tax incentives, and fee abatements in designated areas may be necessary to attract business to center city. Funding for the rehabilitation of retail buildings which are currently in a substandard state is also necessary. An examination of ways to work with small businesses in surrounding communities to provide their services in Millen for a certain period of time may also add vitality to the downtown area.

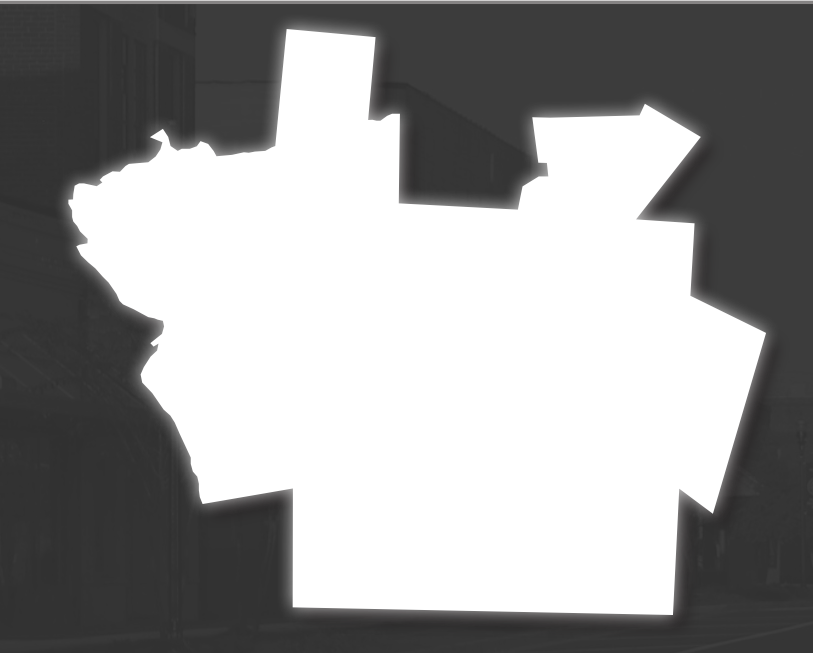
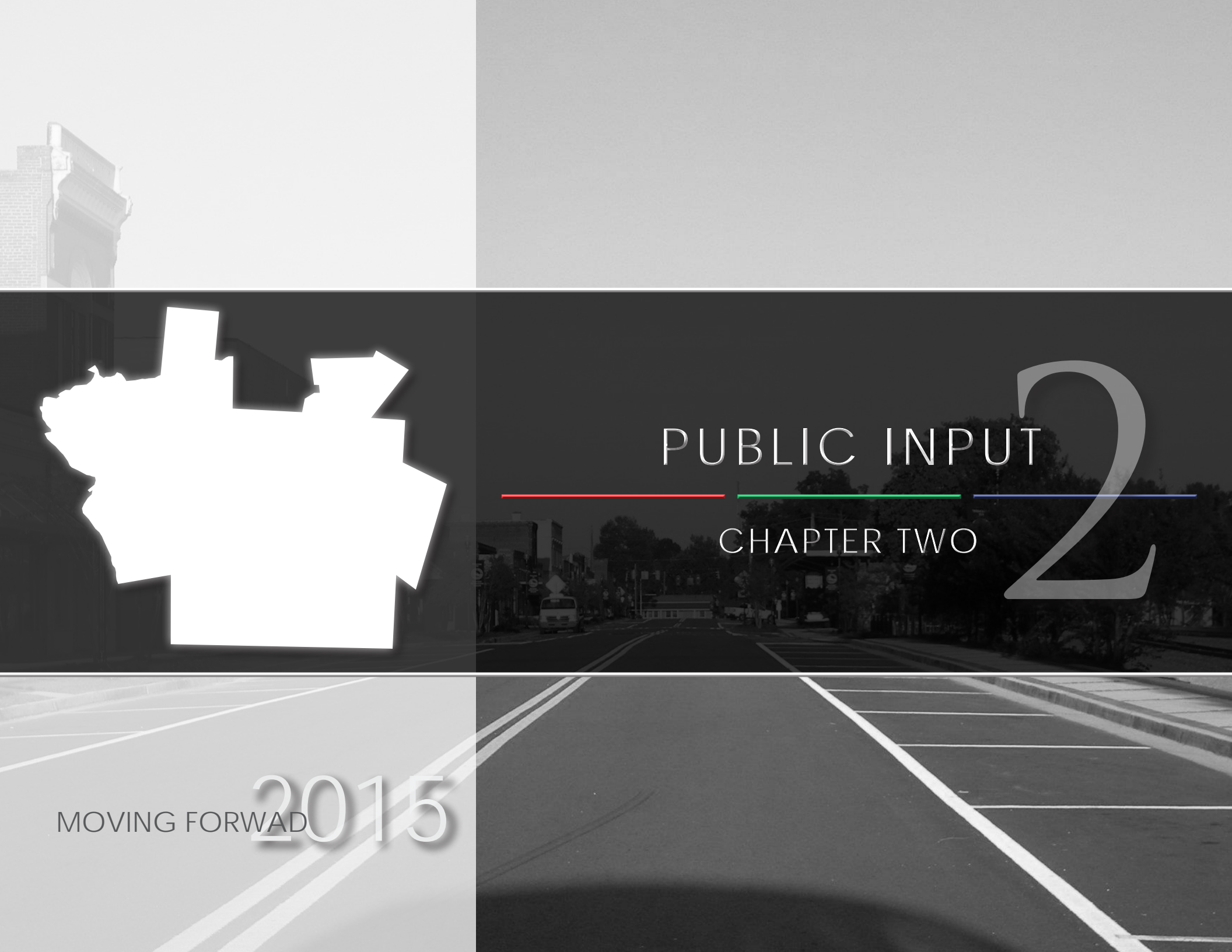


MAP 1.6 TARGET AREA 1









PUBLIC INPUT

CHAPTER TWO

MOVING FORWARD 2015



WELCOME
TO
HISTORIC
DOWNTOWN
MALLEN

WELCOME
TO
HISTORIC
DOWNTOWN
MALLEN

WELCOME
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DOWNTOWN
MALLEN





PUBLIC INPUT

2.1 PUBLIC INPUT PROCESS

Public input and participation is an essential component of any community planning effort. It is impossible to determine whether a local government's planning efforts are addressing the concerns of its residents or enjoy widespread support without public outreach. The City of Millen worked with the planning staff of the Central Savannah River Area Regional Commission to ensure the sufficient public outreach methods were incorporated in the "Moving Forward" planning process. Incorporating methods into the planning process in which local leaders and decision-makers could provide focus for the preparation of recommendations and strategies that could address community needs. Chapter 2 (Public Input Process) of "Moving Forward" outlines the methods that were utilized to solicit public input during this process.

2.2 CITY COUNCIL

The Millen City Council was provided the opportunity for direct input and was kept informed of the progress of the urban redevelopment plan throughout the process by city staff. The city manager was informed of important correspondence regarding meetings and meeting content and took part in several meetings to discuss the direction of the urban redevelopment plan. City Council was provided an opportunity for direct input as a group on

- March ?, 2015
- October 6, 2015



2.3 ADVISORY COMMITTEE

The primary method of gaining public input for ***Moving Forward*** was through the active participation of an advisory committee. The ***Moving Forward*** advisory committee was formed by Millen city officials both elected and appointed, local leaders, and members of the community at large. Consistent with the Georgia Urban Redevelopment Law, the advisory committee represented a broad cross-section of interest groups from the community. A list of members can be found in Appendix ?.

The Moving Forward: Millen URP Advisory Committee met on the following dates:

- October 22, 2014
- December 8, 2014
- February 16, 2015
- March 20, 2015
- May 13, 2015
- May 21, 2015

The focus of the initial meeting on October 22, 2014 was an overview of the URP process and preview of the “Finding of Necessity” chapter. The full “Finding of Necessity” report

was reviewed at the second advisory committee meeting in December and a preview of the Land Use chapter was provided. The focus of the third meeting, held on February 16, 2015 was to provide an overview of the land use chapter and introduce the Guiding Principals introduced in the chapter. The fourth meeting held on March 20, 2015, provided committee members and opportunity to review requested changes to the Land Use Chapter and initiate discussion regarding the work program. The committee had two final opportunities to provide feedback in May.

In addition to attending meetings, all advisory committee members were encouraged to promote public awareness of the ongoing planning process. Advisory committee members with property interest in the redevelopment plan area were particularly helpful in providing background information to the general public, encouraging participation in the process and correcting misinterpretations of the intended outcome of the redevelopment plan. Some advisory committee members have also been helpful by providing CSRA-RC staff with contact information for potential plan implementation partners



2.4 GENERAL PUBLIC

Implementation of the urban redevelopment plan has the potential to directly affect property owners and residents within the urban redevelopment area. The implementation program is largely void of recommendations which could cause displacement of households within the redevelopment area. Residents within this area have the potential to be indirectly affected by the changing characteristics of the area known as “Black Bottom.”

As a result, Millen city leaders worked to promote public awareness of the redevelopment planning process via the following public outreach methods:

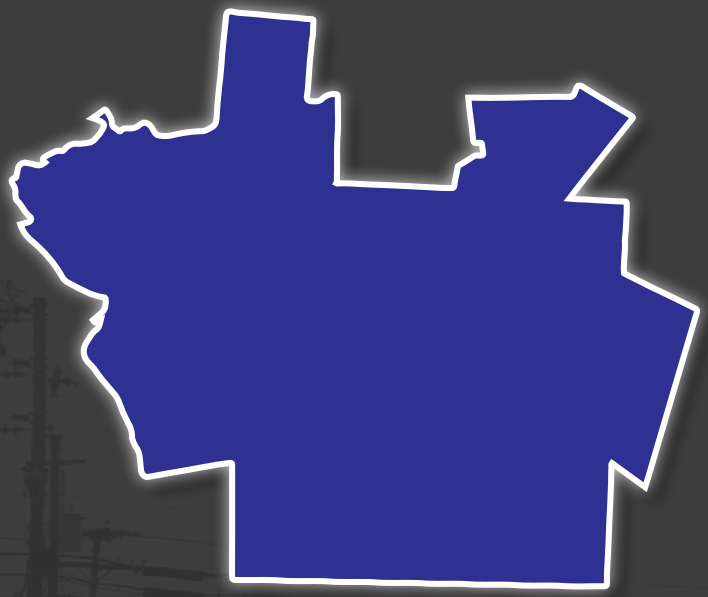
- **Website.** A website was created by CSRA planning staff on which documents were posted on-line for public access. The posting of these documents were referenced in advisory committee communications.
- **Public Hearing.** The Georgia Redevelopment Act requires that a public hearing be held prior to the adoption of an urban redevelopment plan. The meeting notice was posted at the Millen City Hall and on the website. Consistent with this requirement, a public hearing was held prior to the City Council Meeting at the Millen City Hall on October 6, 2015.



WELCOME
TO
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LAND USE

CHAPTER THREE



MOVING FORWARD **2015**





MILLEN GA.

STOP





3.1 INTRODUCTION TO LAND USE IN THE URBAN REDEVELOPMENT PLAN

It is required by the Georgia Redevelopment Act that the contents of the Urban Redevelopment Plan contain an overview of short-term land use objectives. This chapter establishes the City of Millen's land use objectives as these objectives relate to the recommended implementation of the "Moving Forward: Millen Urban Redevelopment Plan 2015" (URP). This chapter of the of the URP extends beyond the required state mandate and establishes long-range "governing principles" to serve as additional guidance to other city documents including the *Joint Millen/Jenkins County Comprehensive Plan (2005-2025)* (hereinafter referred to as the Comprehensive Plan).

Recommended short-term land use objectives and long-range governing principals were generated from the compilation of data from multiple sources. These include a review of current land uses, zoning and land development regulations, other pertinent codes, existing, adopted planning documents, on-site analysis, and the preliminary "findings of necessity" found in chapter one. Analysis prepared by the CSRA Regional Commission Planning staff has been modified within this chapter with input provided by the URP advisory committee.

Land use objectives and governing principals presented herein may be applied to the URP redevelopment area and areas targeted for revitalization or to the city as a whole. They should also be viewed as policy statements to be considered during the process of reviewing land-use and development applications or petitions. The recommendations contained in this chapter are incorporated into the URP's final implementation program and schedule.

3.2 CONDITIONS, CODES & CONTRACTS

An analysis of three general parameters: conditions, codes, and contracts is the bases for the calibration of the community's URP land use and design objectives. Understanding the **CONDITIONS** and needs of the redevelopment plan area is conducted through the "findings of necessity" for the URP.

The existing conditions must be considered in conjunction with the goals and objectives listed within Millen's adopted land use and development plans - which comprise a "**CONTRACT**" with city residents.

The cumulative knowledge has then been compared to the existing land use and development **CODES** for a determination to

be made regarding regulatory adjustments that are needed to facilitate effective implementation of the URP land use objectives summarized in this section.

3.3 EXISTING LAND USES

Land utilization or what occupies land is a simplistic definition of land use. A political jurisdiction's ability to self-determine the location of certain land uses and decide which uses may or may not be allowed within itself is an essential aspect of self-governance. This also limits conflict between uses and developers.

The redevelopment area contains multiple land uses that span from agricultural uses to industrial uses. Figure 3.1 lists the existing land uses and their acreage within the redevelopment areas and target areas. The following is a brief description of the five predominate land uses within the redevelopment area and three target areas.

The most dominate land use in the redevelopment area and target areas one and two is residential. This land use accounts for a total of 448.65 acres within the redevelopment area. Residential land uses represent the second largest land uses in target area three.

These residential areas can be characterized as a combination of a traditional neighborhoods, represented by single-family detached dwelling units and lots containing either a single or multiple mobile homes.

There is a lack of amenities for most residential neighborhoods. Greenspaces, bicycle lanes, pedestrian facilities, and parks have the ability to increase the quality of life for residents and increase property values.

The second largest land use in the redevelopment area is Agriculture / Forestry. Accounting for 300.1 acres, this area is characterized as wooded spaces, large tracts of land, and single-family detached residential units on large lots. Target areas one and three contain the highest percentage of this land use

as they are near the eastern and western city limits. These areas may be targeted for amenities such as trails for hiking, cycling, or horseback riding.

Transportation, communication, and utilities (TCU) is the third most dominate land use. A total of 144.22 acres of land within the Millen urban redevelopment area is designated for this use. This is slightly misleading as this total includes the surface area of roadways and railway property, which is extensive within Millen. The TCU land use in the target areas is relatively limited due to narrow roads in the target area and rail property being excluded as much as possible from the target areas.

Industrial land uses represents the fourth largest use of land in the redevelopment area. Accounting for 67.59 acres this use presents a major drop in total acreage compared to the prior three uses. The recent history of the City of Millen illustrates that this land use was the foundation for the local economy for decades until the economy forced a majority of factories to close.

This loss of industry devastated the local economy as unemployment skyrocketed. Recapturing industry is a priority for the community, leading to the conclusion that this land use should either be increased or remain at the same level.

Commercial land uses occupy a total of 63.26 acres in the redevelopment area. This land use is located primarily along three corridors within the redevelopment area. These corridors are Highway 25, Cotton Avenue, and West Winthrop Avenue and provides services for the entire city rather than exclusively for the redevelopment areas or target areas.

A number of vacant buildings and unifying building elements are major problems within these areas. Buildings along Cotton Avenue have features of historic value that should be preserved to maintain the historic character of Cotton Avenue.

3.4 ZONING

The “Code of the City of Millen, Georgia” establishes 12 different zoning districts in Chapter 38, Section 38-7. **Figure 3.1** lists all of the current established zoning districts and provides the acreage for each zoning district for the redevelopment area and the city regardless of if land has the designation or not. **Map 3.1**(page 3.7) illustrates the location of each zoning district in Millen.

Millen has established six residential districts, including the Agriculture zoning district in which single family dwelling units and mobile homes are located. Approximately two-thirds of the city’s land area is zoned for residential use with the A-1, R-2 and R-1A representing the most prominent land uses.

Residential zoning districts within Millen represent four levels of density. The A-1 zoning district contains the lowest residential density and has the highest minimum requirement for a lot size, primarily for other activities to be allowed on designated property.

The R-1A zoning district allows for much higher densities in comparison to the A-1 district, however, only allows for single family dwelling units. The R-1B and R-2 zoning districts allow for higher residential densities and single-family dwelling units to be placed on lots which are 2,000 square feet less than the minimum requirement of the R-1A zoning district.

The significant difference is the allowance of mobile homes to be placed in these districts. In conjunction with the A-1, R-3, and R-MH zoning districts, 64.3 percent of land in the city of Millen and 61.3 percent of land in the redevelopment area is zoned to allow for mobile homes.

Four business districts are established by the city code. These business zoning districts contain a variety of commercial and retail uses in multiple areas of Millen. The P-1 (professional) zoning district is intended for professional services that do not generate large volumes of traffic and has negligible impact on surrounding uses. Nearly the entire P-1 zoning district is located within the redevelopment area.

The B-1 (Central Business District), B-2 (Highway Commercial District) and B-3 (Neighborhood Commercial District) are the three commercial districts allowed by code. The B-1 and B-2 zoning districts are labeled for their geographic location. The B-1 central business district is intended for general commercial-retail and service industries in the heart of Millen. The B-2 zoning district provides for commercial-retail and service industries along the Highway 25 corridor. There is currently no land designated B-3 in either the city of Millen or the redevelopment area.

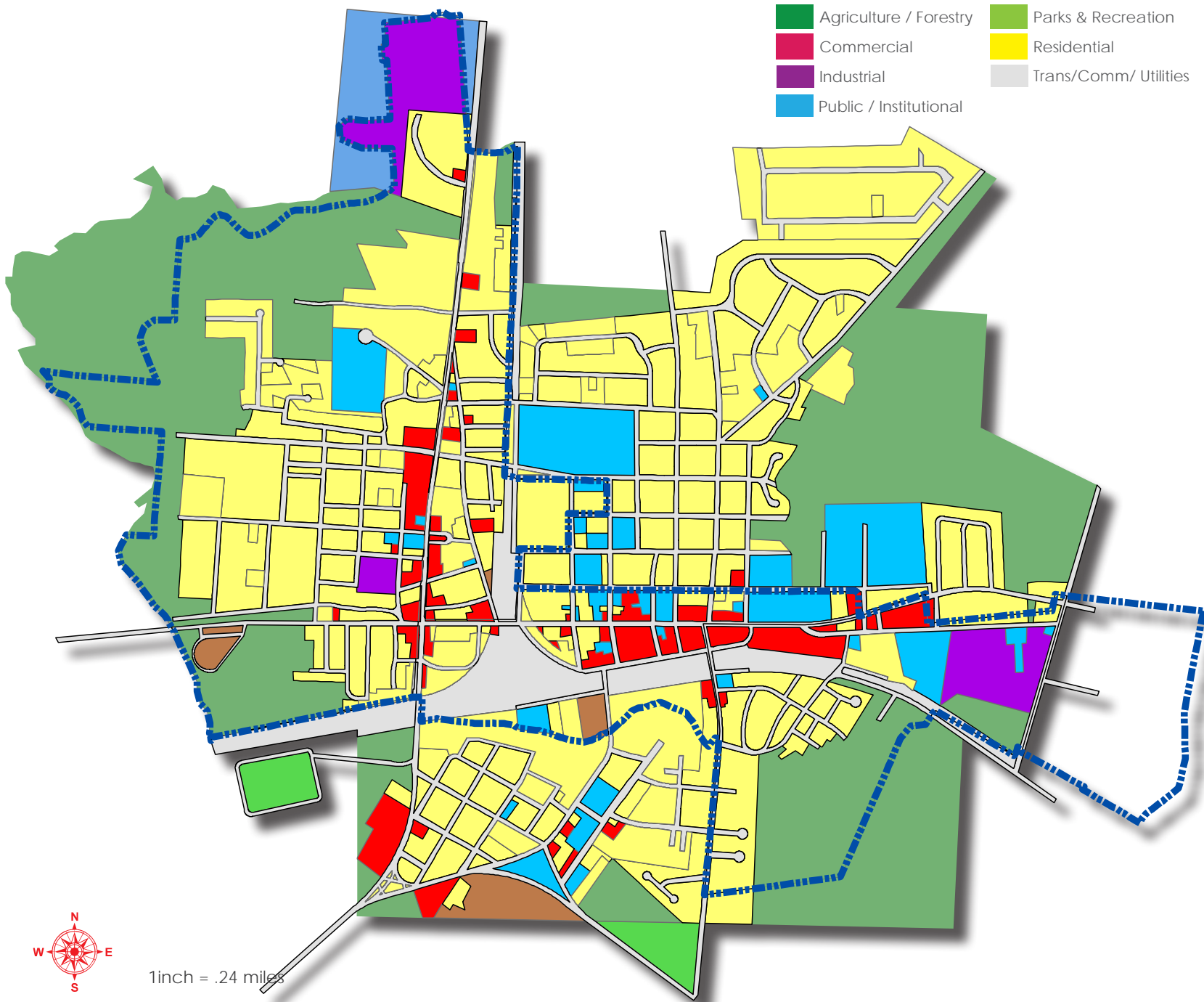
FIGURE 3.1 EXISTING LAND USES FOR REDEVELOPMENT AREA AND TARGET AREAS IN ACRES

	Redevelopment Area		Target Area 1		Target Area 2		Target Area 3	
Agriculture / Forestry	300.1	27.61 %	215	39.42 %	4.84	3.58 %	79.54	33.99 %
Commercial	63.26	5.82 %	14.37	2.63 %	10.35	7.66 %	16.54	7.07 %
Industrial	67.59	6.22 %	0	0 %	0	0 %	25.7	10.98 %
Public /Institutional	53.85	4.95 %	1.79	3.21 %	1.79	1.32 %	14.8	6.33 %
Park / Recreation	9.37	.86 %	4.68	.86 %	.45	.33%	0	0 %
Residential	448.65	41.27 %	251.62	46.13 %	87.57	64.82 %	60.54	25.87 %
Transportation/Communications/Utilities	144.22	13.27 %	.38	.07	10.27	7.6 %	36.87	15.76 %
TOTAL	1087.04		545.45		135.12		258.79	

Source: CSRA Regional Commission / CSRA Regional Commission Calculations

MAP 3.1

MILLEN EXISTING LAND USE



LAND USE



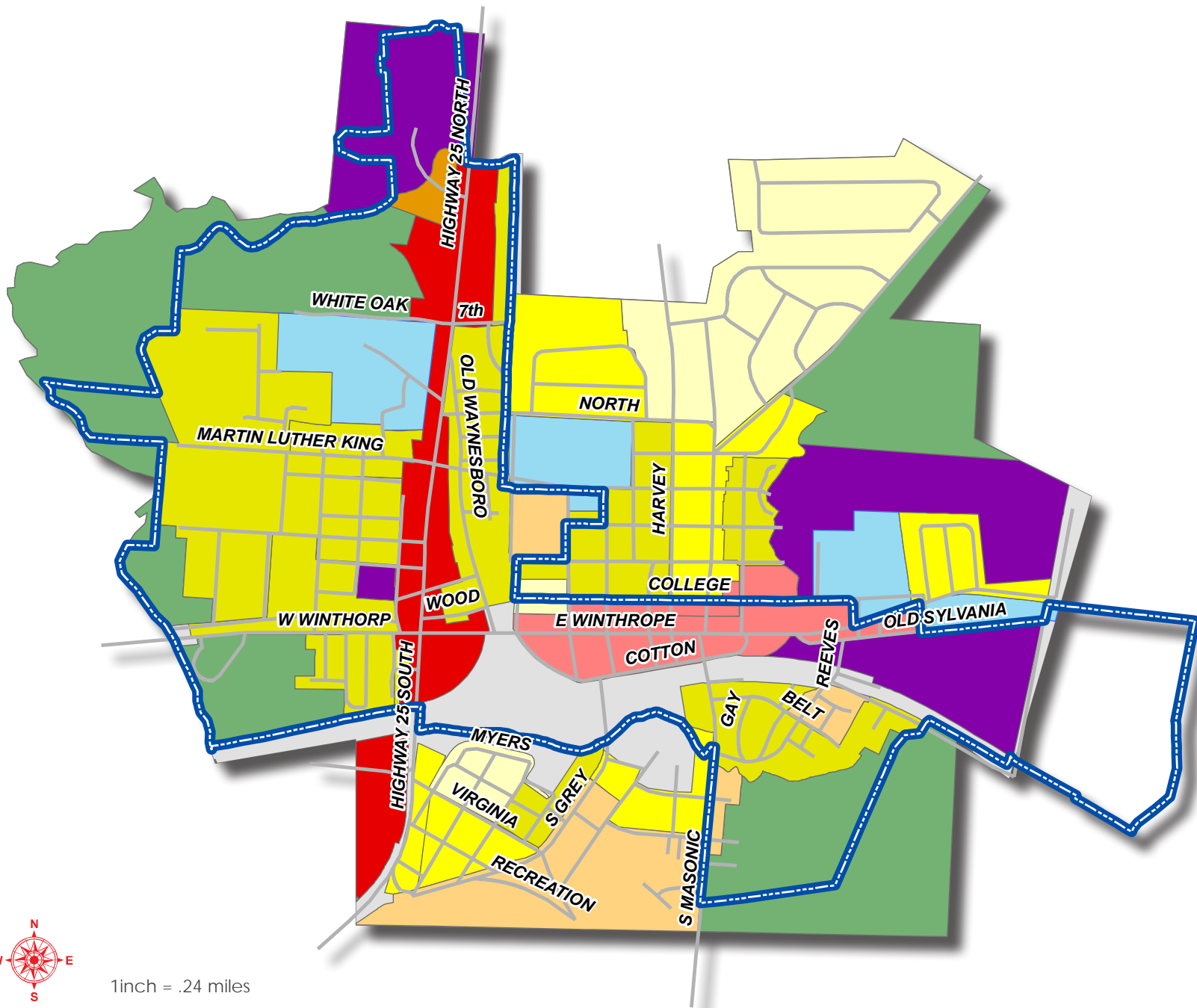
A total of 256 acres of land is zoned Industrial (I) within the city of Millen. As discussed in the Land Use section, industry was the driving force of the city for decades and it is logical that these areas are designated as they are. The location of the I zoning districts are appropriate as they are away from the city center and ample space is provided for these activities.

The Urban Redevelopment Plan does not propose major changes to the current zoning districts as they are consistent with the established character of the city. The establishment of a Planned Unit Development zoning district should be considered in order to allow for creative or different types of development.

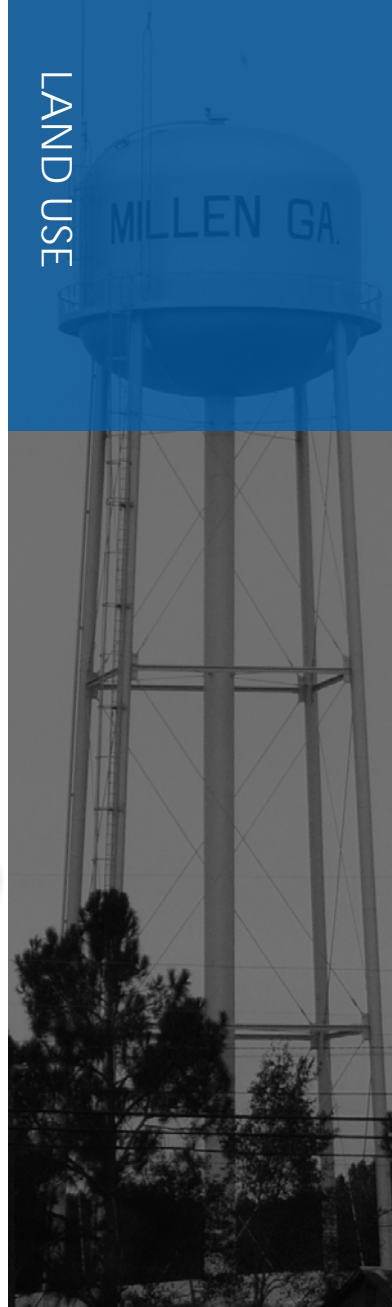
FIGURE 3.2 ZONING FOR MILLEN AND REDEVELOPMENT AREA

	Millen		Redevelopment Area	
	Acres	Percent	Acres	Percent
A-1 Agriculture	628	27.6 %	237	30.9 %
R-1A Low Density Residential	227	10.0 %	3	0.4 %
R-1B General Residential	192	8.4 %	2	0.3 %
R-2 Two Family Residential	496	21.8 %	186	24.3 %
R-3 Multi-Family Residential	137	6.0 %	34	4.4 %
R-MH Manufactured Homes	10	0.4 %	10	1.3 %
P-1 Professional District	161	7.1 %	57	7.4 %
B-1 Central Business District	83	3.6 %	11	1.4 %
B-2 Highway Commercial	84	3.7 %	110	14.4 %
B-3 Neighborhood Commercial	0	0.0 %	0	0.0 %
I Industrial	256	11.3 %	116	15.1 %
I-2 Industrial	0	0	0	0 %
TOTAL	2274		766	

Source: CSRA Regional Commission / CSRA Regional Commission Calculations



LAND USE



3.5 HISTORIC PRESERVATION

The City of Millen has a wealth of historic resources of varied types and styles within the city limits. The City local government has taken advantage of some of the tools to identify the resources and has made an effort to protect long term its naturally converging historic districts. In 1996, the Downtown Millen Historic District was listed in the National Register of Historic Places with about 75 buildings, structures, and objects covering the concentrated area of historic commercial buildings in downtown Millen.

The downtown historic district is an outstanding example of a late 19th-early 20th century railroad town that includes Cotton Avenue and does include the Courthouse. In the 1990s, the City took advantage of a program through the DNR/Historic Preservation Division whereby three volunteer architects from the Georgia Chapter, American Institute of Architects, examined many downtown buildings with their owners to make suggestions for their preservation. A written report was submitted to the City, and owners would still benefit from the architectural suggestions today. Jenkins County planned and implemented a restoration of its Jenkins County Courthouse, documenting and planning for the future with a Jenkins County Courthouse Preservation Plan in 2011.

The Georgia Trust for Historic Preservation presented an “excellence in stewardship” award in 2012 to county officials. The City staffs and implements the Georgia’s Classic Main Street Program, formerly known as the Better Hometown Program, that brings historic preservation, marketing and events efforts to downtown.

Perhaps more impressive is the past work of the County and City together. A joint Millen-Jenkins County Historic Preservation Ordinance was adopted by both local governments. A joint Historic Preservation Commission (HPC) was appointed with its first objective to work towards a survey or inventory of historic resources in an area adjacent to downtown that may eventually be eligible for National Register or for design review.

Better Hometown staff aided in the meetings from about 2009-2011 along with the CSRA RC historic preservation planner. A comprehensive list of 259 historic properties was developed to list the date of construction, address, use, and type/style of house on the following streets: Gray, Hendrix, Bay, Jordan, Pinetree, Plum, College, Harvey, Barney, Walnut, Woodbine, Park, Cleveland, and Masonic. When the recession ended the state’s availability of free technical assistance, the project ended.

Recommendations for future historic preservation projects include: (1) Complete the historic properties inventory for the historic district, (2) Update the National Register of Historic Places nomination to increase its period of significance from 1835-1945 to 1835-1965 (50 years and older properties to complement the historic preservation tax credits program), and (3) Encourage the downtown property owners to use the historic preservation tax incentives to save money on substantial historic property rehabilitations, (4) a historic preservation ordinance to be adopted by Millen and Jenkins County with the goal of becoming a Certified Local Government. A tax credit workshop could be held by the CSRA RC preservation planner and by the DNR/Historic Preservation Division to educate the public to explain how the process works and to discuss the advantages of the program.

3.6 ZONING ORDINANCE

The City of Millen, Georgia includes basic development requirements in multiple sections of its city code. The building code refers to the standards within the Official Code of Georgia Annotated §8-2-20 in regards to standards for certain structures within the city. Certain existing development requirements are listed within the zoning ordinance.

The zoning ordinance is a valuable tool for a community that has the ability to provide guidance regarding the location of land-uses within a jurisdiction and to mitigate interactions between incompatible uses. The zoning ordinance can have a significant impact on the visual aesthetics of a neighborhood through the provisions of setbacks and limitations of building sizes.

A zoning ordinance is limited in the influence it can have on development. The City of Millen should consider the creation and adoption of sub-division regulations to provide further guidance to potential developers as to how new developments should fit with the vision of the community.

Moving Forward: 2015 Millen Urban Redevelopment Plan is a vision for Millen's future. The continued success of attracting new manufacturing jobs to the area will attract potential developers to the area and Millen will be targeted for either new residential development or redevelopment. It is essential that the city create sub-division regulations to promote the type of development that will be in the best interest of the community.

3.7 BUILDING & NUISANCE CODES

The building codes of the City of Millen are located in Chapter 6 of the Millen City Code. The city has chose to adopt, by reference, the most recent published editions of building codes and standards established by the Georgia Department of Community Affairs (DCA) which articulates the minimum state requirements. Moving Forward - Millen URP should not have any impact on the continued use of these codes.

Article 5 of the Millen Code primarily addresses nuisances within the city. Nuisances are defined within the article, prohibits the maintaining of a nuisance, and provides intervention by the judiciary if nuisance is not addressed. This article includes provisions for weeds and noxious vegetation. Junk cars are addressed in Chapter 18 (Offenses).

Division 2 of Article 5 of the Millen Code addresses dilapidated buildings within the city. It offers definitions and standards to determine the fitness of a building as well as procedures for abatement and the powers of a code enforcement officer.

The City of Millen has a good foundation for the addressing nuisances within the city code. The focus must now be placed on enforcement of the city code. Millen has recently hired a code enforcement officer and, based on comments from the stakeholder committee, the program has been successful in abating numerous ongoing problems. Continuing to provide support for code enforcement will benefit the city and improve the quality of life for its residents.



3.8 GUIDING PRINCIPLES FOR LAND USES

The review of land uses provided in the previous section produced the identification of measurable land use objectives highlighted in Section ? of the Land Use chapter and are substantially integrated into the URP implementation program (Chapter ?).

The Urban Redevelopment Plan is a more “focused” document than a broad set of policies. The URP process has revealed the need for more detailed land use policies than those provided within the current comprehensive plan in order to support the objectives and implementation program. This chapter includes a set of “governing principles” for land use and accompanying conceptual site plan for Highway 25 to serve this need.

3.8.1 USE OF GUIDING PRINCIPLES

The URP guiding principles are land use policy statements that are an addendum to the Jenkins County Joint Comprehensive Plan. The adherence to these policies is necessary to successfully implement the urban redevelopment plan land use objectives.

Special attention has been given to these governing principles to ensure they do not conflict with the Comprehensive Plan nor do they replace the recommendations of the Comprehensive Plan. These principles are only meant to supplement them.

These principles should be considered by appointed and elected officials when making decisions related to proposed zoning, subdivision, site planning, or other land use activity within the redevelopment area. The necessity for creating the governing principles relates to the redevelopment plan, however, city officials are encouraged to apply them city-wide on a case-by-case basis.

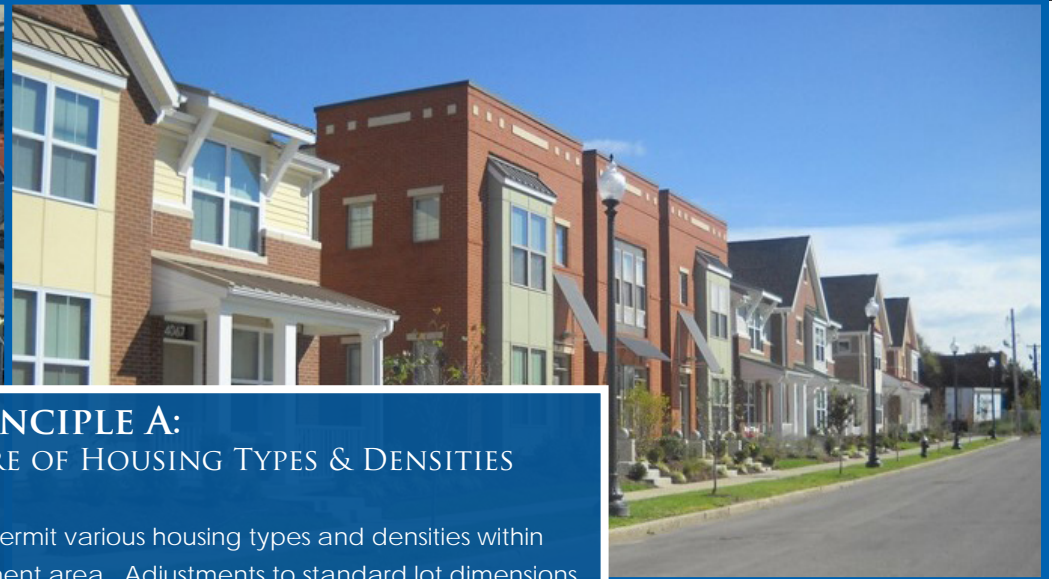
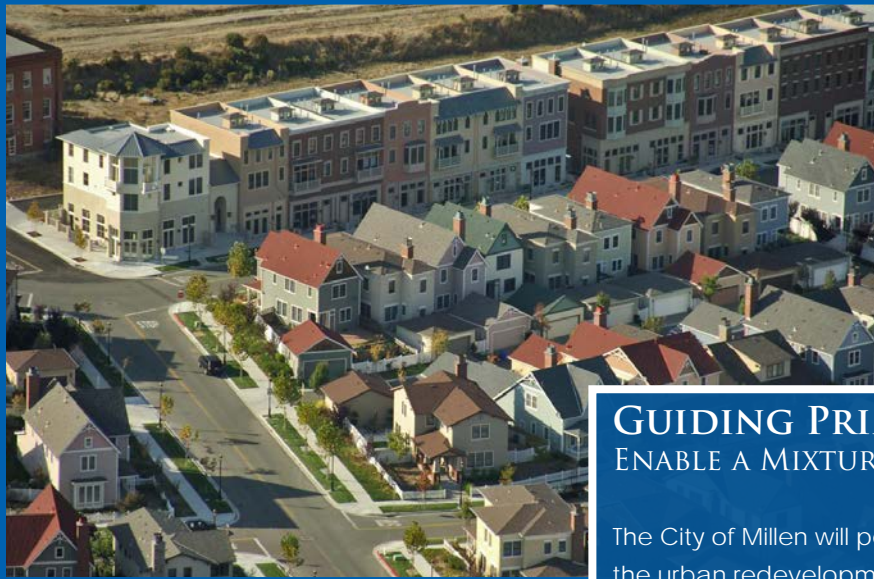
“Moving Forward” promotes governing principles and land use objectives that are difficult to demonstrate using the current built environment within the city of Millen. As a result, conceptual site plans have been developed during the URP process to help city officials and residents “envision” how these proposed modification to the community can enhance and possible increase property values in the redevelopment area.



MILLEN GA.

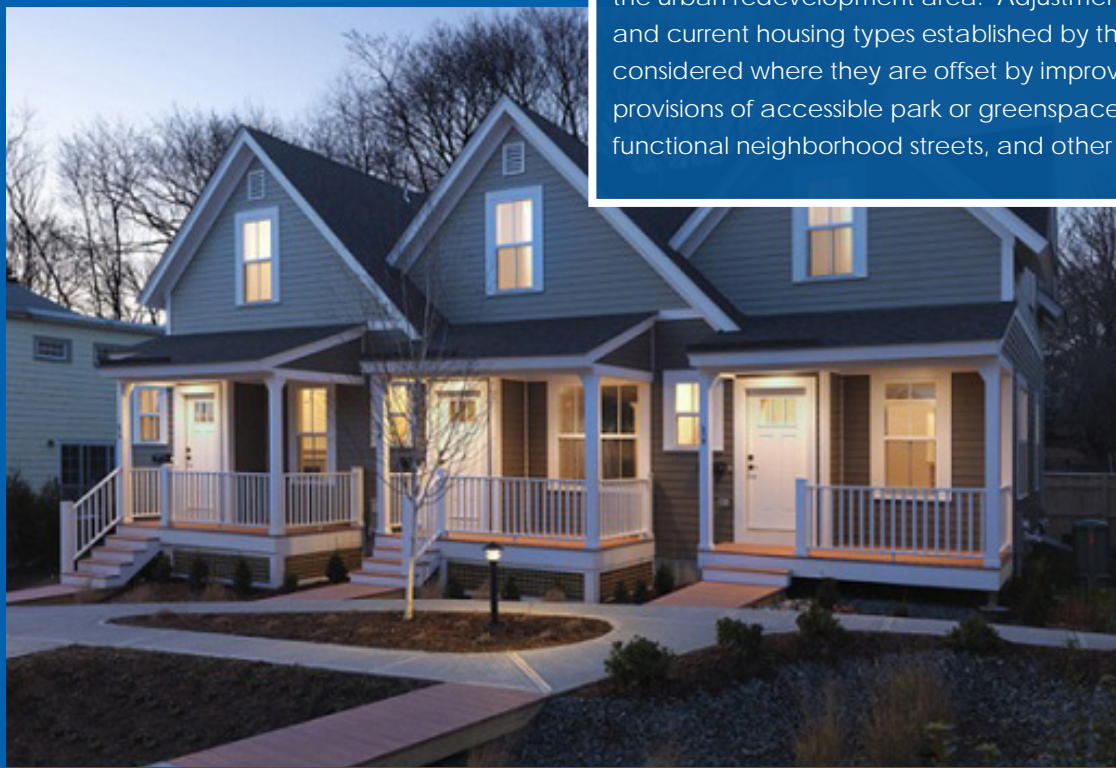
STOP

LAND USE



GUIDING PRINCIPLE A: ENABLE A MIXTURE OF HOUSING TYPES & DENSITIES

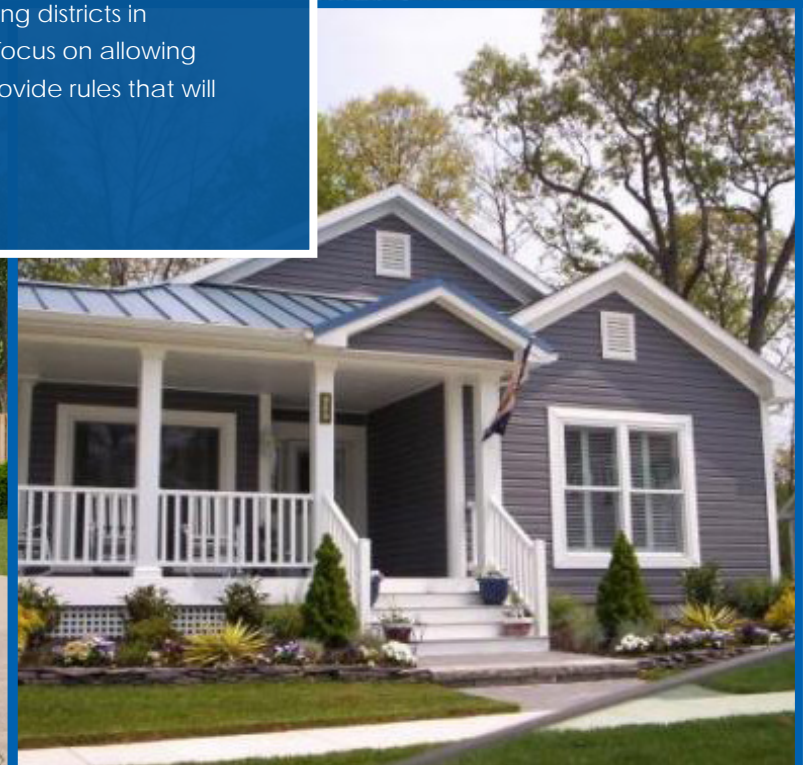
The City of Millen will permit various housing types and densities within the urban redevelopment area. Adjustments to standard lot dimensions and current housing types established by the city's current code may be considered where they are offset by improvements to building design, provisions of accessible park or greenspace, the development of multi-functional neighborhood streets, and other similar considerations.





GOVERNING PRINCIPLE B:
STRICTER CONTROLS ON HOUSING TYPES ALLOWED

The City of Millen will reduce the number of zoning districts in which mobile homes are allowed and place a focus on allowing manufactured homes. The city code will also provide rules that will reflect aesthetic standards with the city code.



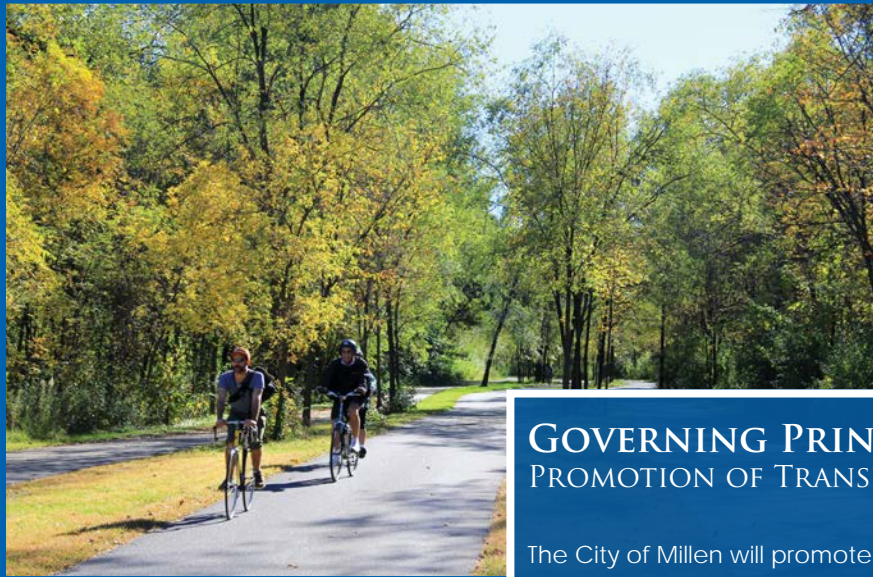
LAND USE



GOVERNING PRINCIPLE C: INCREASE THE NUMBER OF PARKS AND GREENSPACES

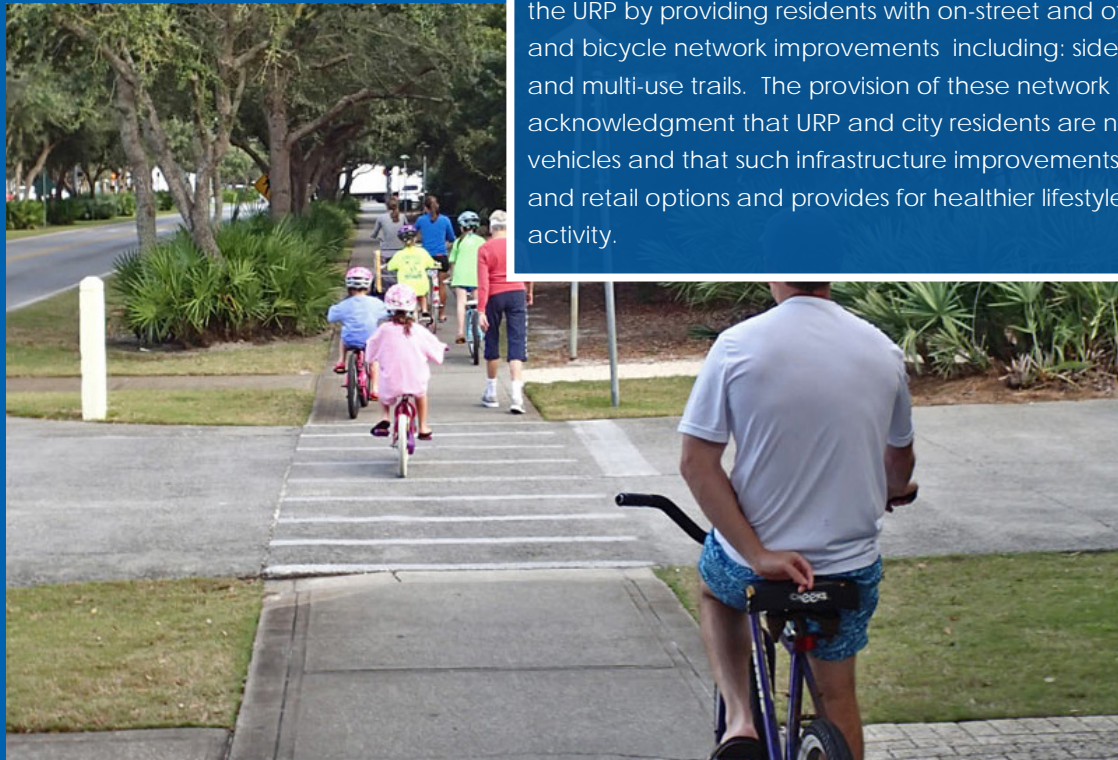
The City of Millen will invest in the creation of public parks in multiple areas within the city to provide residents access to recreational areas. The creation of a city center park and public greenspaces is an amenity that improves the quality of life of residents and can provide an attraction for the community.





GOVERNING PRINCIPLE D: PROMOTION OF TRANSPORTATION ALTERNATIVES

The City of Millen will promote non-motorized transportation within the URP by providing residents with on-street and off-street pedestrian and bicycle network improvements including: sidewalks, walkways, and multi-use trails. The provision of these network improvements is an acknowledgment that URP and city residents are not reliant on motor-vehicles and that such infrastructure improvements expand employment and retail options and provides for healthier lifestyles through physical activity.



3.9 CONCEPTUAL SITE PLANS

LAND USE

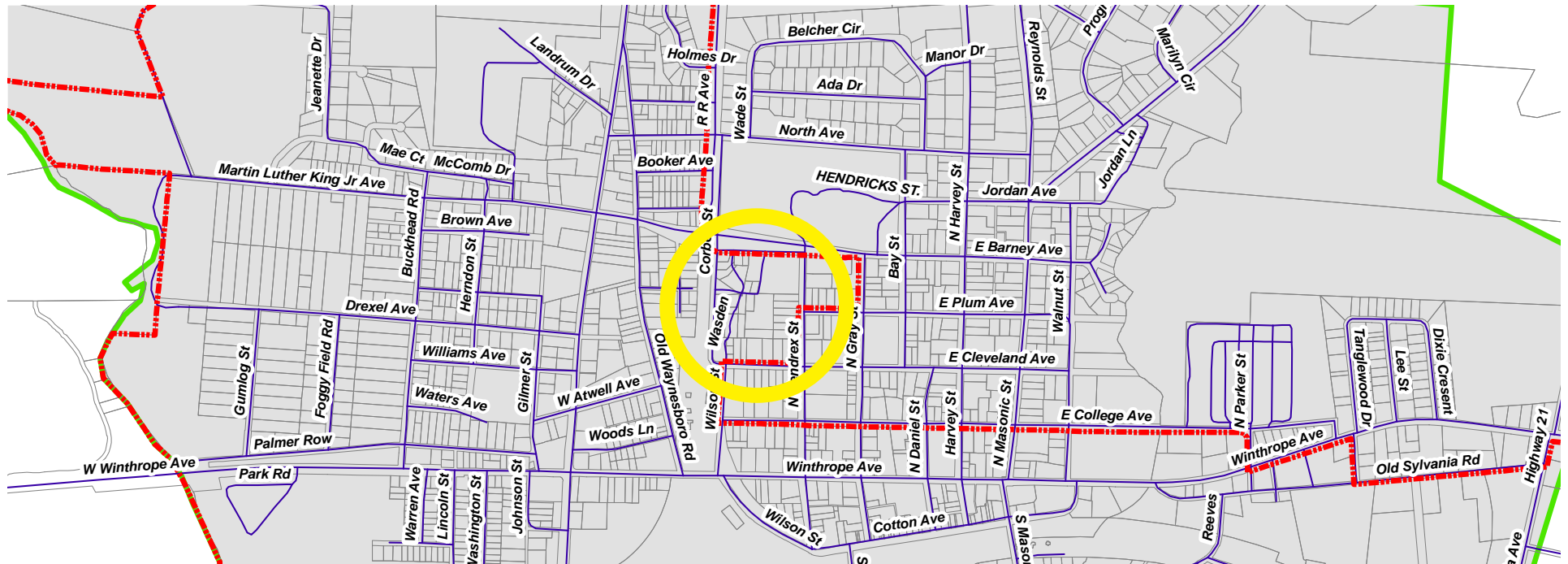
BLACK-BOTTOM NEIGHBORHOOD

The area known as “Black Bottom” is located approximately four blocks from the city center area. This neighborhood is surrounded by the following roadways, West Barney Ave. to the North, Corbett St. to the West, North Hendrix St. to the East, and West Cleveland Ave. to the South. This block is approximately 15 acres (653,400 square feet) and contains roughly 58 residential units, including single-family residential units, multiple-mobile homes on single lots, duplexes, and one noted and occupied triplex. These counts were based on a visual survey of the properties in this area.

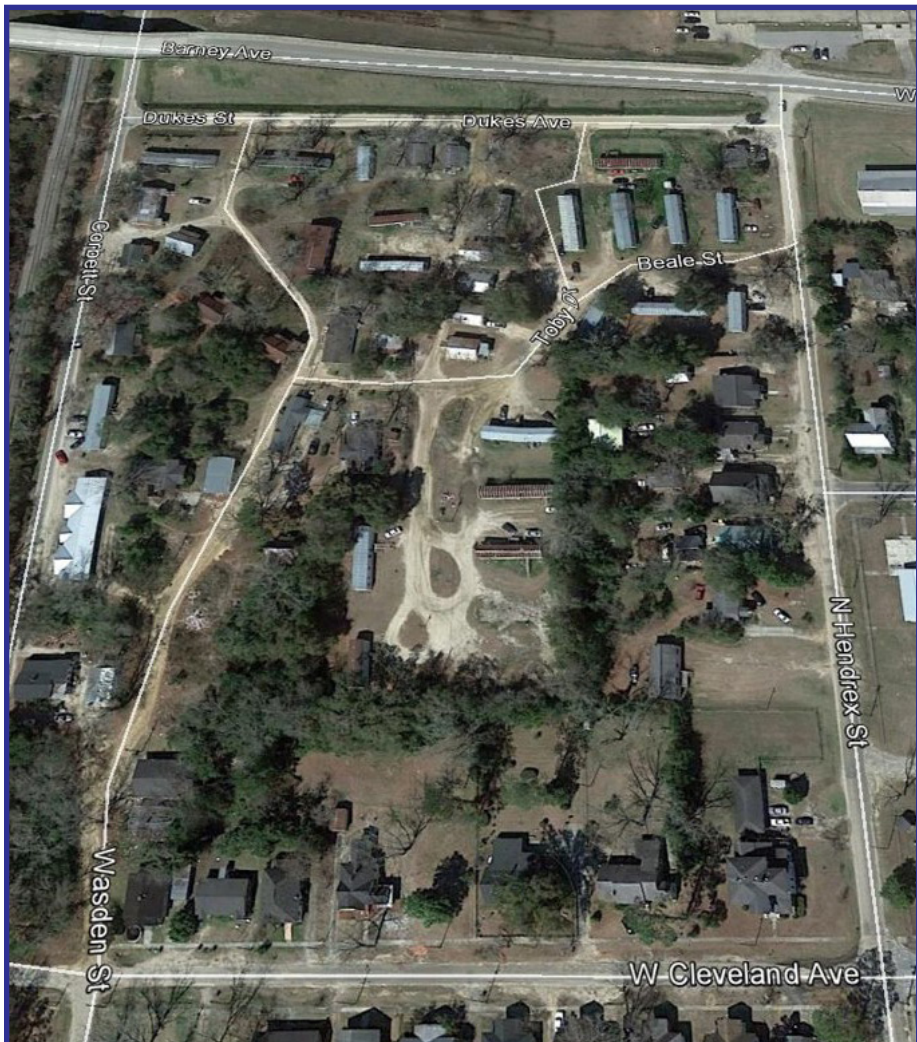
Based on available data and comments regarding the existing conditions within the area known as “Black Bottom,” a concept plan was created for a significantly more attractive and functional residential neighborhood through the application of several of the governing principals presented in this chapter

The creation of higher density neighborhoods through the reduction and standardization of lot sizes and reconfiguration of lots provides an opportunity for a residential development to include a central public greenspace and several minor greenspaces throughout the area. Landscaping throughout the area and pedestrian facilities provide residents and visitors to the neighborhood attractive amenities.

This concept plan only provides an option for the redevelopment of the area known as “Black Bottom” and represents no current proposed plan. The section is meant to provide a potential image based upon an existing area. Potential development within residential areas of Millen should consult the governing principals and this section for standards for development within these new residential developments.



LAND USE

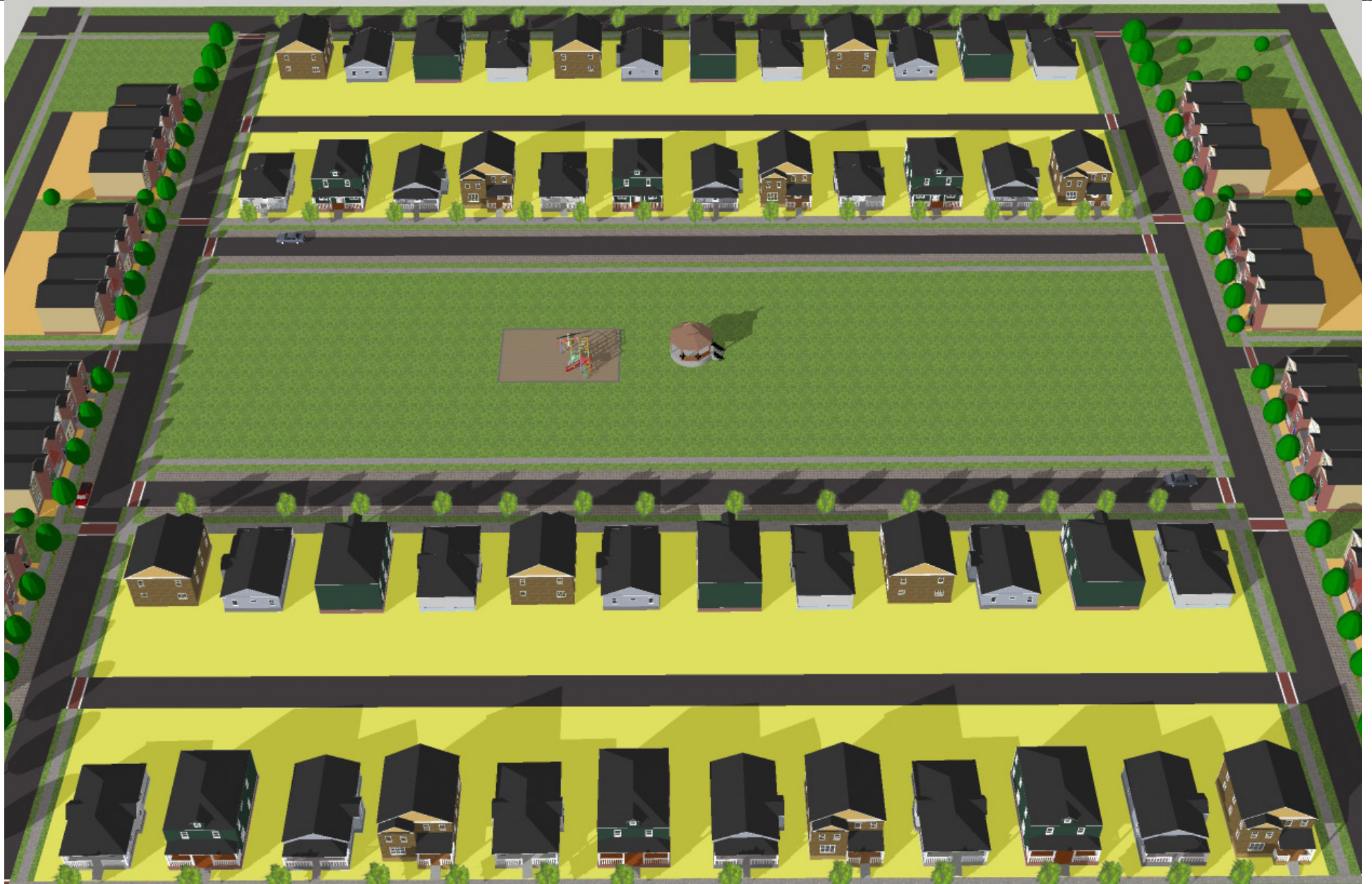


EXISTING AREA



BLACK BOTTOM PROPOSED CONCEPT

LAND USE



Standardization of lot sizes allows an increase in residential units within the same area and provides shared amenities.

INCREASED DENSITY



Increasing residential density can prove to be beneficial to both the community and potential developer as both have the opportunity to increase its tax base and revenue. The city has the potential to add to its tax base and the developer can potentially sell more lots. Design requirements would ensure that increased density will not detract from area aesthetics.

INCREASED DENSITY



This conceptual site plan incorporates both one-story and two-story single family detached units and townhouses which conform to the character of the surrounding community. The City of Millen should require developers to build residential units.

LAND USE

CONCEPT PLAN FOR "BLACK BOTTOM" AREA

MIXED INCOME NEIGHBORHOODS



This area should be considered for the application of a mixed-income housing scheme which includes a mixture of market-rate housing mixed with housing offered at a more affordable price. This approach would provide options to potential residents including teachers and manufacturing workers who may not have the ability to afford market-rate housing.

MIXED INCOME NEIGHBORHOODS



The types of housing units provided within this concept plan shows that units designated as affordable should be built to the same standards as market-rate residential units. Developers may be more inclined to provide affordable units if the development is allowed to increase density.

GREENSPACES AND PLAY AREAS



A neighborhood park and multiple greenspaces would provide residents and the city access to a substantial open space. The redevelopment area and the City of Millen does not currently have a safe area for children to play or community to gather for outdoor events. A greenspace can provide a safe place for children to play without endangering their lives and increase property values for the area.

GREENSPACES AND PLAY AREAS



A proposed public greenspace as a center piece for this conceptual site plan provides multiple benefits for both the neighborhood and the city. This amenity creates a safe place for physical activity for both adults and children. It can also serve as gathering place for community activities and provides an attractive amenity that potential residents look for when choosing a neighborhood in which to reside.

PEDESTRIAN FACILITIES



The City of Millen is a walkable community in terms of size of the city. This proposal seeks to improve upon the existing pedestrian network. Residents of Millen have the potential to have a community in which children can safely walk to school and other community destinations like the library. Elderly residents

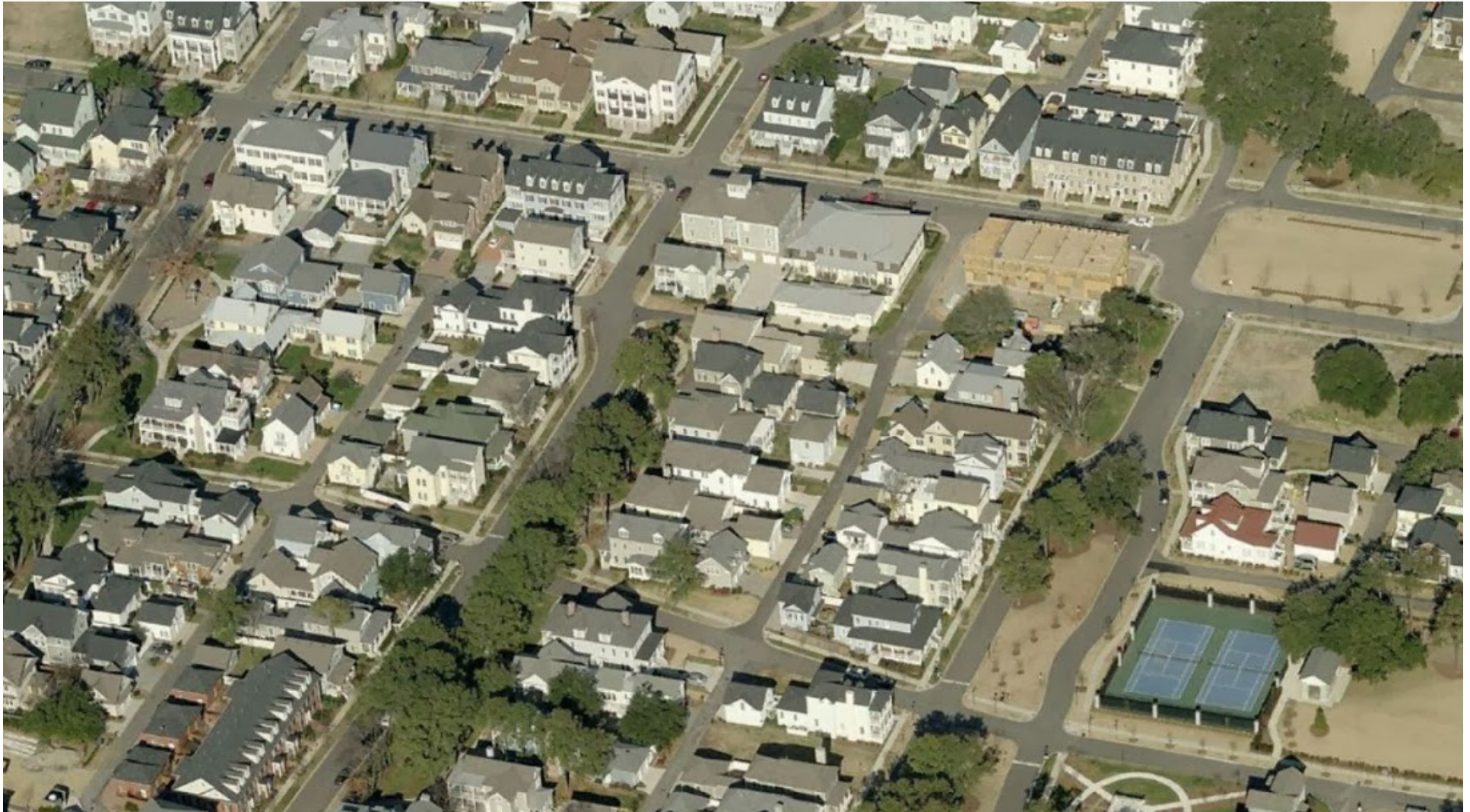
PEDESTRIAN FACILITIES



The concept site plan contains pedestrian facilities and highlights elements which alerts drivers to watch for pedestrians through the use of different roadway elements. Continuing to improve upon the existing pedestrian facilities should increase the opportunity for residents to safely participate in physical activity.

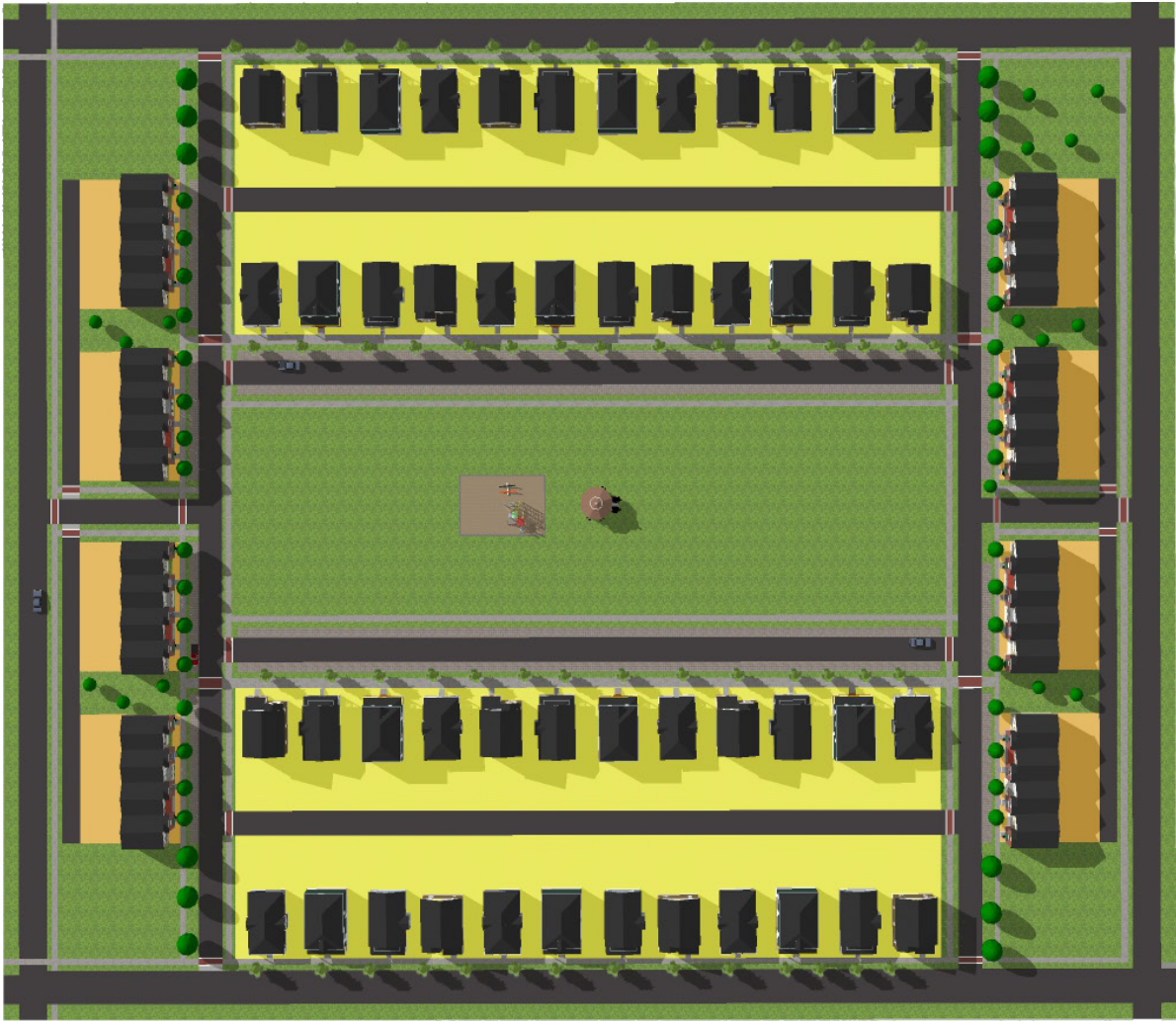
Norfolk • East Ocean View

INTERCONNECTED ROADWAYS



An interconnected street system is another necessary design element that should be incorporated into any proposed residential development. This provides convenient movement throughout neighborhoods and allows residents to better enjoy the area in which they live.

INTERCONNECTED ROADWAYS



the conceptual site plan proposed for this area provides greater vehicular access to and within the proposed development. Alleys are suggested to allow residential access to the rear of homes to provide further access for residents and city utility access.

LAND USE



The Intersection of U.S. Highway 25 and Winthorpe Avenue should entice motorist to linger in Millen

DOWNTOWN ENTRANCE

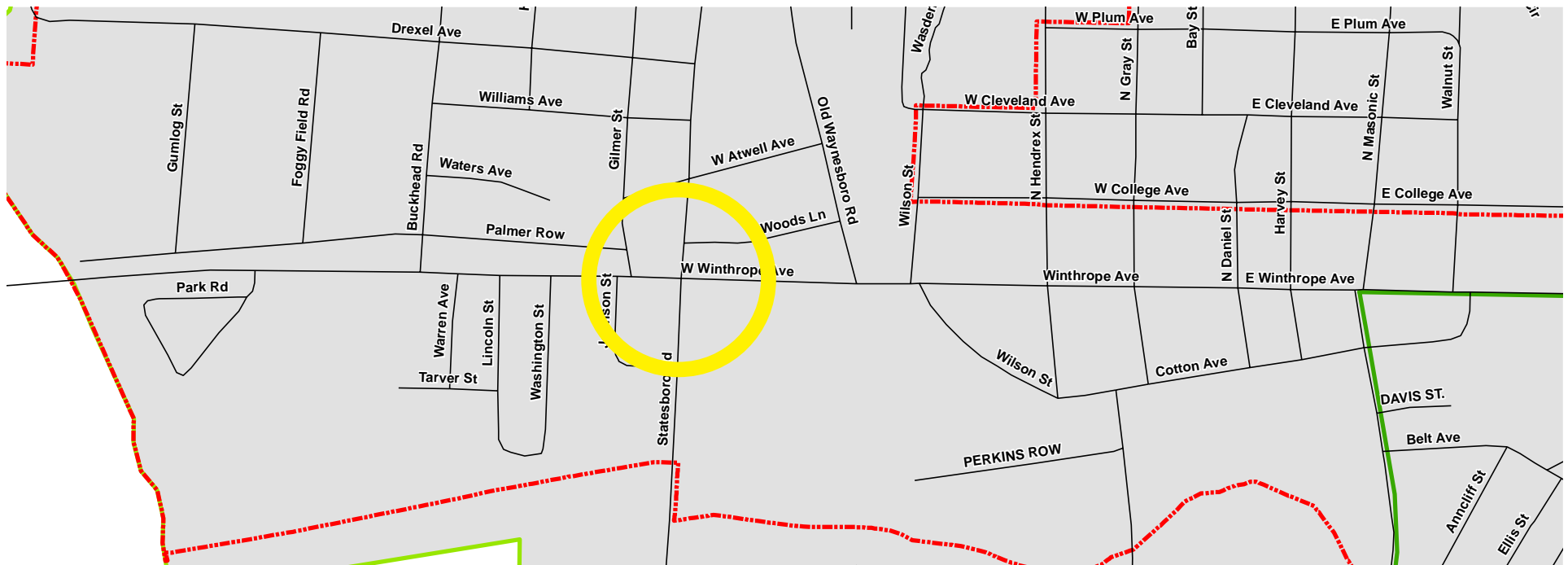
The City of Millen, Georgia contains a historic city center. Similar to a majority of smaller cities within the State of Georgia, Millen contains a classic county courthouse structure near the center of the city. The main issue brought to the attention of staff during this process was the lack of traffic moving from U.S. Highway 25, which is the main roadway potential visitors to the city of Millen use, to the city center.

There have already been efforts to divert travelers from U.S. Highway 25 to city center through directional signs placed at the city entrance on Hwy. 25. The Jenkins County Development Authority has also invested in signage to be placed on roadway entrances to Millen.

Based on this concern and need, CSRA-RC staff created a conceptual plan for an entrance to entice visitors to city center Millen. The use of signage

incorporated with vegetation provide a visual cue to motorist that there is something interesting in Millen and they should take time to explore the area.

The Millen Downtown Development Authority has acquired a grant to beautify this intersection. This concept plan attempts to build upon this necessity to attract attention and move city visitors from U.S. Highway 25 to city center Millen.



DECORATIVE INTERSECTION



A decorative intersection has the ability to communicate to motorists that they are entering a new area and peak their interest in what may be occurring in the area. One of the main issues understood by CSRA-RC staff is the belief that motorists do not understand that they are traveling through a city as the highway does not present any indication of change in environment once a motorist moves through the city limits.

DECORATIVE INTERSECTION



The decorative intersection, presented in this concept as the city seal, would provide motorists a visual indication of them being in a different place and may entice them to investigate the area for a meal stop or shopping.

ON STREET VITALITY



Based on the idea that people are attracted to areas of vitality it is important to have places where residents and visitors can visually be seen and attract others to the area. Outdoor areas where residents and visitors can dine provide an opportunity to provide visual indicators to travelers of vitality within the city of Millen which should encourage travelers that Millen is a place to stop and enjoy.

ON STREET VITALITY



This area of the concept for the Hwy 25 and Wintrope intersection provides a place where customers of the existing eating establishments could sit outside and enjoy their meals. The building to the right of this picture could be a space for a sit-down restaurant to serve both residents and the traveling public.

MEDIAN AND LIGHTING

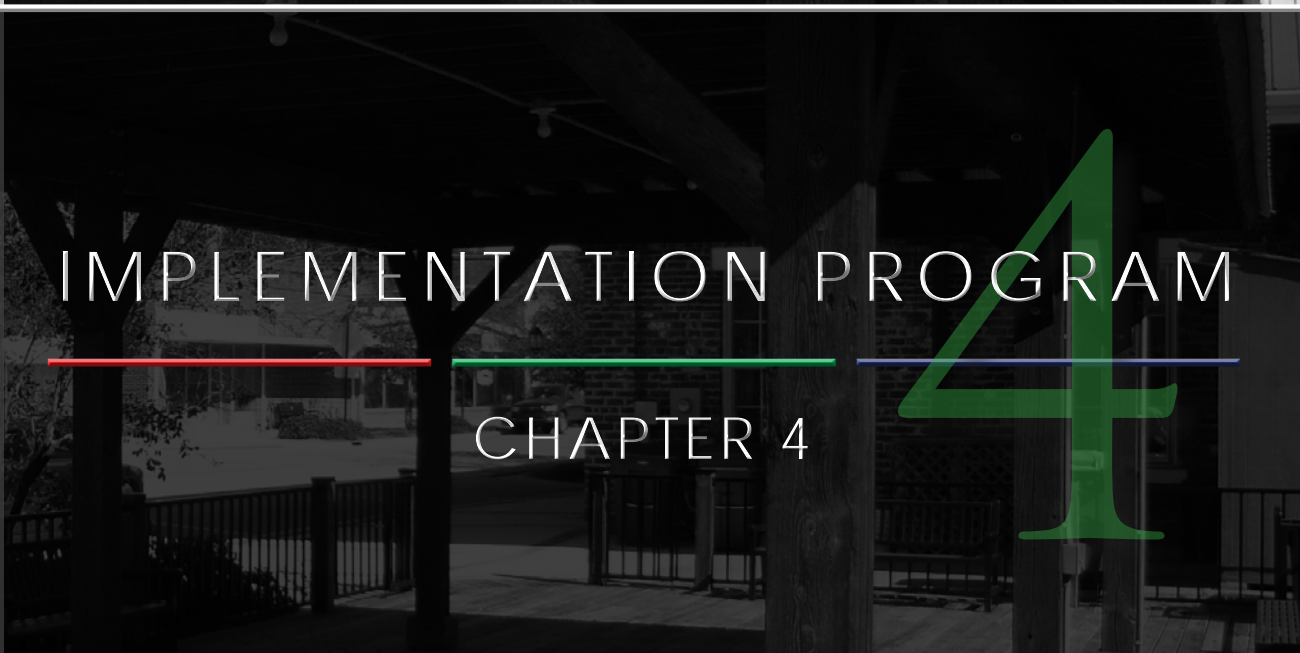
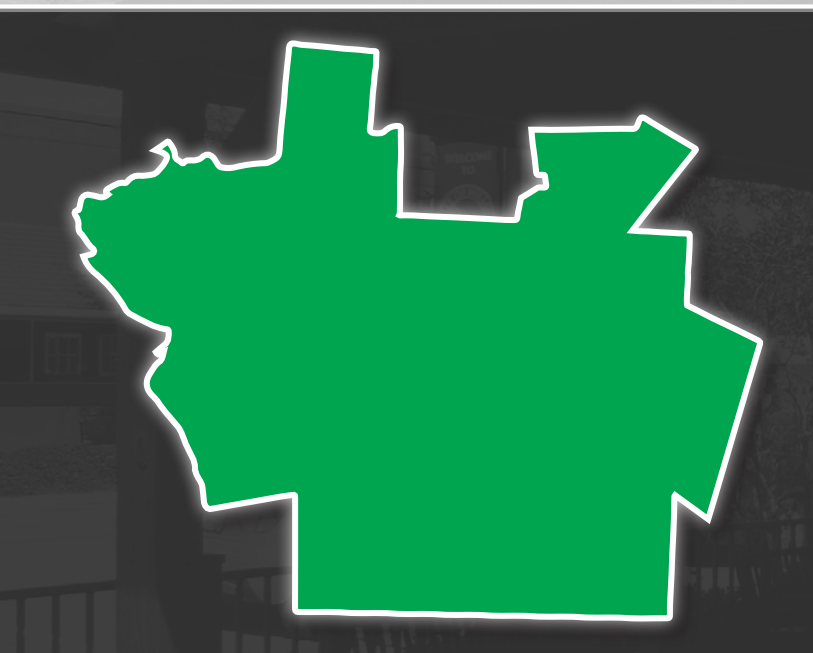


Landscaped medians should provide motorists the visual cue of being in a different area and line them up for additional directions for moving them to the city center. In conjunction with signage and other visual cues landscape medians have the ability to slow drivers and allow them more time to visually take-in what surrounds them.

MEDIANS AND LIGHTING



The proposed landscaped medians on U.S. Highway 25 should help motorists see that they have entered a different area rather than the bleak highway. Light post and signage can help convey the idea of being in a city and direct motorists to the city center.



IMPLEMENTATION PROGRAM

CHAPTER 4

4



MOVING FORWARD

2015







4.1 IMPLEMENTATION PROGRAM OVERVIEW

The Urban Redevelopment Law for the State of Georgia requires an urban redevelopment plan include a functional strategy for implementation. This chapter of "Moving Forward" contains an implementation program which incorporates the following components:

- **Final Goals** - A list of the final goals of the urban redevelopment plan with supporting information regarding associated opportunities, potential partnerships, and challenges.
- **Implementation Parameters** - An inventory of items that can be used to establish the organizational structure of plan implementation.
- **Public Awareness** - An explanation of how the public will remain advised of implementation activities
- **Implementation Schedule** - A five year schedule of recommended implementation strategies.

4.2 FINAL GOALS AND OBJECTIVES

4.2.1 CONFIRMATION OF GOALS AND OBJECTIVES

The initial goals formulated at the onset of the urban redevelopment plan process are listed in Chapter 1, Section 1.3. These four initial goals were articulated in meetings with city representatives and confirmed by stakeholders. These goals were incorporated as the conclusion of Chapter 1, "Findings of Necessity."

After further participation of the stakeholder committee and city representatives the initial goals and recommendations have been confirmed - with modifications in their presentation - as the official goals and objectives of *Moving Forward*. These finalized goals are summarized in Figure 4.1 in a format where goals and objectives are aligned.

FIGURE 4.1 MOVING FORWARD URP FINAL GOALS AND OBJECTIVES

FINAL GOALS	FINAL OBJECTIVES	SPECIFIC STRATEGIES PROPOSED? - YES or NO
<i>Develop Mixed Income Housing Options</i>	Initiate the rehabilitation / reconstruction of dilapidated housing units.	YES
	Create mixed income housing within the redevelopment area.	YES
<i>Abate Property Nuisances</i>	Make adjustments to Nuisance Ordinance & Enforcement Policies where necessary to facilitate abatement activities.	NO
<i>Provide Infrastructure to Generate Neighborhood Re-investment</i>	Provide proper infrastructure for neighborhoods in the redevelopment area.	YES
	Create a gateway to downtown Millen along Highway 25	YES
<i>Initiate City Center Millen Investment Strategies</i>	Create tax incentives for an area along Cotton Avenue	YES
	Initiate improvements along East Winthrop Avenue	YES

4.2.2 DETERMINATION AND STRATEGIES

Throughout the process of data collection and meeting with stakeholders and city representatives, many issues were raised which would form and impact the preferred method of implementation of the redevelopment plan. These issues must be considered in relation to the final goals and objectives presented in Figure 4-1.

The issues and recommended strategies listed in Figure 4-2 through Figure 4-4 provide additional clarification / parameters to the City of Millen regarding methods in which implementation steps presented within the implementation schedule may best be applied. Each figure has a section labeled as "findings" which are a compilation of conclusions based on research and discussions with city representatives and the stakeholder committee. "Recommendations" in each figure provide a summary of action steps that should be incorporated into the implementation schedule. Specific findings regarding and recommendations regarding the goal of "Abate Property Nuisance" listed in Figure 1.4 have not been drafted as the best known course of action in regard to this issue is simply to continue current efforts.

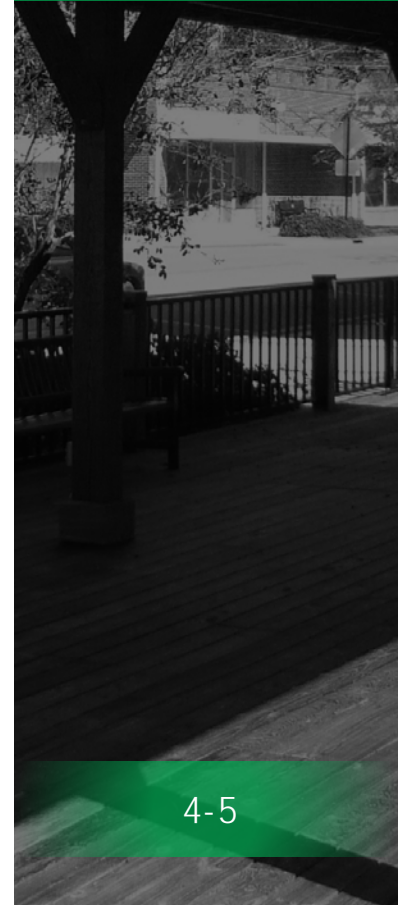


FIGURE 4.2 GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS

OBJECTIVE A: INITIATE THE REHABILITATION / RECONSTRUCTION OF DILAPIDATED HOUSING UNITS

Issue

The existing conditions within the redevelopment area does little to attract private housing investment through rehabilitation or new construction.

Findings

- There are a number of low-income homeowners in the redevelopment area that live in housing units which require a limited amount of repair to their homes in order to meet minimum building code standards for health and safety.
- Deferred maintenance on single-family occupied homes which exhibit minor deterioration may be a result of a lack of resources or lack of knowledge regarding available financial resources.
- No new building permits have been issued for detached single-family residential units since 2013.
- A total of 13 permits for mobile homes have been issued since 2013 making low cost housing a priority within Millen
- Millen is committed to focusing redevelopment efforts in some of its most economically deprived areas.
- The Georgia Department of Community Affairs administers Community Housing Investment Program which can be used by local governments for a housing / rehabilitation loan program. These funds must be used for repairs necessary on a home to meet minimum building codes.

Recommendations

- Initiate a Housing Study in conjunction with the CSRA-RC Local Government Service Department to perform a full inventory and rating of housing within the redevelopment area.
- Prior to submitting an Community Development Block Grant (CDBG) application, budget an appropriate amount of city funds to begin necessary improvements
- Submit a Neighborhood Revitalization Strategy to the Georgia Department of Community Affairs concurrently with Community HOME Investment Program and Community Development Block Grant submittal.
- Initiate an application for DCA's Plan First program in order to be eligible to apply for CDBG annually.
- Work with local lending institutions to assist in home equity lending paperwork that is generated as part of a rehabilitation loan program implementation. Secure commitments for publicly supported or traditional GAP financing for participants whose overall cost may exceed estimated cost of repairs.

OBJECTIVE B: CREATE MIXED INCOME HOUSING WITHIN THE REDEVELOPMENT AREA

Issue

There is a concentration of poverty and low-income housing and lack of housing options in the redevelopment area.

Findings

- There is a substantial number of mobile homes located within the redevelopment area providing housing for low-income residents.
- There are two predominate housing types throughout the redevelopment area and the city of Millen: mobile homes and single-family detached residential.
- The proximity of certain areas of the redevelopment area provides an opportunity for enhanced non-motorized transportation connections
- The Georgia Urban Redevelopment Law (Sec. 36-61-10) allows for local governments to work directly with private developers for residential (and other) uses rather require a transfer through a development authority.
- The city should be focused on creating a mixture of market-rate and affordable housing in the redevelopment area.
- A special zoning district may need to placed over several areas within the redevelopment area in order to allow for creative development to occur within the area.

Recommendations

- Initiate community driven design standards for residential development within certain areas of the redevelopment area.
- Allow the development process to guide development according to governing principals presented in Chapter 3.
- Include in conceptual site plans an estimate of cost of infrastructure improvement.
- Attract a developer willing to work with the community to identify elements desired by the community and place them within the planned development.
- Create a "Planned Unit Development" zoning district to provide developers the opportunity to present unique development designs.
- Target multi-story buildings within the redevelopment area for second-floor residential
- Work with historic preservation specialist to provide insight in modifying downtown buildings to provide residential units in two-story buildings.

OBJECTIVE C: ATTRACT PRIVATE RESIDENTIAL DEVELOPMENT TO THE REDEVELOPMENT AREA

Issue

Existing conditions in the redevelopment area do little to attract private housing investment either through rehabilitation or new construction

Findings

- A visual survey of housing within the redevelopment area has identified a number of deteriorated and dilapidated homes.
- A number of low-income homeowners and residents reside within the redevelopment area.
- Appropriate infrastructure in the redevelopment area is not adequate to provide basic services (paved roadways, storm-water drainage).
- Certain neighborhoods have residential units which have unique additions that detract from neighborhood design cohesiveness.
- Design standards within the city ordinance are limited minimum standards of lot usage.
- The City of Millen is expecting to increase its number of employers that may have management staff wishing to live within the city where their company is located
- Additional employment centers will attract potential developers looking to invest in residential units with in the city.

Recommendations

- Initiate a Housing Study in conjunction with the CSRA-RC Local Government Service Department to preform a full inventory and rating of housing within the redevelopment area.
- Submit a neighborhood Revitalization Strategy to the Georgia Department of Community Affairs concurrently with an application for the Community HOME Investment Program and CDBG application
- Initiate research into the feasibility of Form Based Code for designated areas within the redevelopment area in order to mandate certain facilities for pedestrians and other infrastructure.
- Initiate tax and fee abatements to attract private developers to the area.
- Engage residents in the creation of a concept plan and draft ordinance to incorporate ideas from resident meetings.

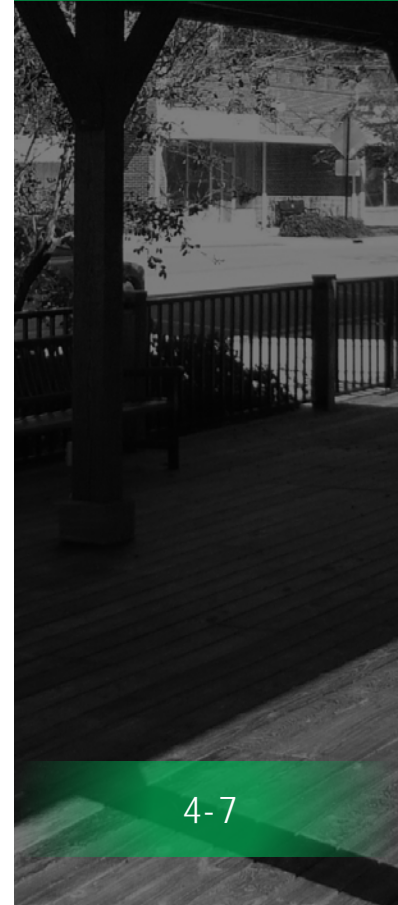


FIGURE 4.3 GOAL II - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT

OBJECTIVE A: PROVIDE ADEQUATE INFRASTRUCTURE IN THE URBAN REDEVELOPMENT AREA

Issue

Several roadways in the redevelopment area lack adequate storm-water drainage, road surfacing, and adequate non-motorized transportation facilities

Findings

- Limited financial resources has led to deferred maintenance of storm-water drainage systems throughout the redevelopment area
- Improper storm-water drainage near Washington Street and Lincoln Street has led to flooding occurring within residential yards and roadways.
- Flooding had become in areas of the redevelopment area.
- The erosion of roadways within the area of "Black Bottom" has made travel by automobile difficult and sometimes dangerous during rain events.
- The City of Millen has actively work with the CSRA Regional Commission to address infrastructure issues through the use of Community Development Block Grant funds.
- Redevelopment by private developers may be hampered by a lack of adequate infrastructure as the cost associated with new or improved infrastructure increase cost associated with development and this may reduce profit margins to the point where private financing may not be feasible.

Recommendations

- Continue applying for Community Development Block Grants in order to address infrastructure needs during future funding cycles.
- Prior to submitting a Community Development Block Grant (CDBG) application, budget an appropriate amount of city funds to begin necessary improvements
- Initiate an application for DCA's Plan First program in order to be eligible to apply for CDBG annually.
- Adopt alternative street standards to allow for alternative storm-water facilities (including bio-swales) to help eliminate storm-water issues.
- Submit a Neighborhood Revitalization Strategy to the Georgia Department of Community Affairs concurrently with Community HOME Investment

OBJECTIVE B: CREATE A GATEWAY WHICH ATTRACTS VISITORS TO CENTER CITY MILLEN

Issue

Center City Millen is not immediately noticeable from the main roadway on which most visitors use to pass through the city of Millen.

Findings

- Highway 25 is the main thoroughfare through the city of Millen on which the majority of potential visitors travel.
- Signage has recently been placed at the entrance to the city along North Highway 25 in Millen.
- Millen has received a grant to provide signage at multiple entrances to the city.
- New commercial development has only occurred along Highway 25 over the last three years due to this being the most active corridor within the city.
- Center City Millen is missing out upon potential customers as this area is being passed by potential customers.
- The wide roadway along Highway 25, measuring between 100 feet and 125 feet across does not create an inviting atmosphere for visitors.
- The visuals along the Highway do not signal to motorist that a true city exist in the area.

Recommendations

- Reconstruct the intersection of East Winthrop Avenue and Highway 25 to include a city seal within the intersection to provide a noticeable landmark for visitors to enter the city.
- Landscaped medians should be placed along Highway 25 for the purpose of breaking up the 125 ft. plus wide roadway and providing a different context for drivers along this corridor.
- Work with the Georgia Department of Transportation to place roadway treatments to slow traffic along the Highway 25 corridor.
- Create an eye catching landmark at the intersection of Highway 25 and East Winthrop Ave.
- Have signage north and south of East Withrope Avenue to direct northbound and southbound traffic to Center City Millen.

OBJECTIVE A: IDENTIFY METHODS FOR REINVIGORATING CENTER CITY MILLEN

Issue

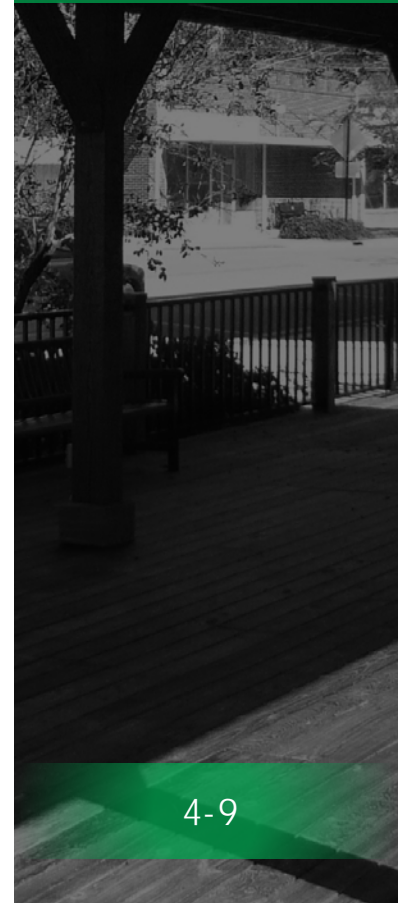
Center City Millen currently has commercial retail space located on East Winthrop Avenue and Cotton Avenue. Commercial-Retail businesses are doing well on this corridor while Cotton Ave. suffers from a number of closed store-fronts.

Findings

- A visual survey conducted by staff has observed a number of closed storefronts along Cotton Avenue.
- The City of Millen has invested in center city Millen through streetscape improvements.
- Several retail establishments along Cotton Avenue do not lend themselves to promoting vitality.
- The theater currently located on Cotton Ave. is sparingly used for movies, a very popular activity.
- East Winthrop Ave. has a number of commercial-retail establishments.
- There are a number of potential customers for service oriented businesses in conjunction with existing activities (gym, theater, etc.)
- City-wide retail is not meeting the demand of Millen residents.

Recommendations

- The City should determine the appropriateness of and initiate fee abatements in a designated geographic area along Cotton Avenue in order to encourage new business in the area.
- City organizations should consider opening a space along Cotton Street and encourage area vendors to sell their wares once a week with no overhead cost for a period of time.
- The City should consider the creation of an Enterprise Zone within a defined area to provide tax abatements for potential occupants.



4.3 IMPLEMENTATION PARAMETERS

4.3.1 DESIGNATION OF AN IMPLEMENTATION AGENCY

The Jenkins County Development Authority is designated as the implementing agency of "MOVING FORWARD - MILLEN'S 2015 URBAN REDEVELOPMENT PLAN." The power and oversight of the redevelopment plan shall be given to the Jenkins County Development Authority by resolution of the Millen City Council. Once this resolution has been adopted, all power and oversight of the redevelopment plan shall be vested in the Jenkins County Development Authority. Designation of the Jenkins County Development Authority as the implementation agency does not preclude the partnering or contracting with other entities to provide products, programs, or other services in support of "Moving Forward - 2015 Millen Urban Redevelopment Plan" implementation. The Jenkins County Development Authority, by partnering or contracting with another entity for the purpose of implementing portions of the redevelopment plan, does not cede any of its authority as a municipality.

This designation is pending the qualification of the Jenkins County Development Authority to be the implementation agency. If it is found not to be qualified to be the implementation agency, then the City of Millen shall be designated as the implementation agency and partner with the Jenkins County Development Authority.

4.3.2 PARTNERING AGENCIES

There are a significant number of programs and projects associated with the implementation of the URP. The Jenkins County Development Authority must partner with other agencies to effectively implement the URP recommendations. Several public agencies which have resources in Millen should be accessed for further assistance.

The Jenkins County Development Authority should work with the City of Millen in order to implement portions of the URP. City staff would be asked to oversee necessary changes and additions to the zoning ordinance and subdivision regulations. City Staff would continue its work regarding nuisances and building abatement activities. The Millen Public Works department would participate in the oversight of necessary infrastructure improvements in the redevelopment area including "Black Bottom." The Jenkins County Housing Authority should work with the Jenkins County Development Authority to help identify housing in need of redevelopment.

The Georgia Department of Community Affairs and the Georgia Municipal Association may also serve as valuable advisors to the Jenkins County Development Authority. The Central Savannah River Area Regional Commission should continue to work with Millen in order to obtain CDBG funding, the designation of a Plan First Community, and Community Housing Improvement Program funding. The CSRA-RC also has the resources to prepare code amendments.

4.3.3 NEIGHBORHOOD REVITALIZATION AREA STRATEGY

Maximum access to CDBGs and CHIP funds are fundamental to the implementation of the URP. City organizations should be prepared to submit a neighborhood Revitalization Area Strategy (RAS) to the Georgia Department of Community Affairs for the area known as "Black Bottom" in the first year of the implementation schedule. The approval of a neighborhood revitalization area strategy by the Georgia DCA increases the odds of a CDBG or CHIP request being funded. The approval of a RAS also allows for Millen to apply for funds three consecutive years - regardless of whether funding was received in the prior year. The neighborhood RAS should be re-evaluated after the preparation and approval of the initial submitted.

4.3.4 NUISANCE PROPERTY ABATEMENT

The effort to work with local residents and absent property owners to reduce nuisances and eliminate distressed structures is an ongoing process that many jurisdictions face. Actions undertaken by the City of Millen's Code Enforcement Officer has made an impact that many have seen and been complementary about the reduction in the number of nuisances and distressed properties in the city and the redevelopment area. The City of Millen must continue to support the efforts of the code enforcement officer through adjustments to the city ordinance and enforcement policies when the code enforcement officer find deficiencies or when changes to the ordinance can alleviate barriers for the code enforcement officer to initiate action. Continued support of code enforcement activities will lead to a cleaner, more aesthetically pleasing neighborhoods.

4.3.5 INFRASTRUCTURE PRIORITIES

"Moving Forward" 2015 Millen Urban Redevelopment Plan reveals several infrastructure priorities within the City of Millen. Once these areas are addressed. Although these priorities are not ranked the following areas have been identified as areas in need of infrastructure improvements. Storm-water drainage near Warren Street, Lincoln Street, and Washington Street must be improved in order to improve the quality of life for residents in this area. This area is subject to storm-water overflow into yards and roadways. Pedestrian facilities and connections to existing sidewalks should be included in infrastructure improvements within this area.

The area located along Jennette Drive is a second area in need of infrastructure improvements. Pedestrian facilities are needed in this area to facilitate alternative modes of transportation for residents within this area. Children in this area are in need of a safe route to school and a means to move from and to different points within the neighborhood.

The area known as "Black Bottom" is in need of several infrastructure elements. The majority of roads in this area are currently dirt roads which face erosion after each rain event, making vehicle travel within the area increasingly dangerous. Storm-water drainage is an issue that needs to be addressed as residents of this neighborhood are adversely affected by rain events causing difficulties on their property and in public right-of-ways. Water and sewer improvements should also be addressed in order to ease the burden of new development or redevelopment in this neighborhood.

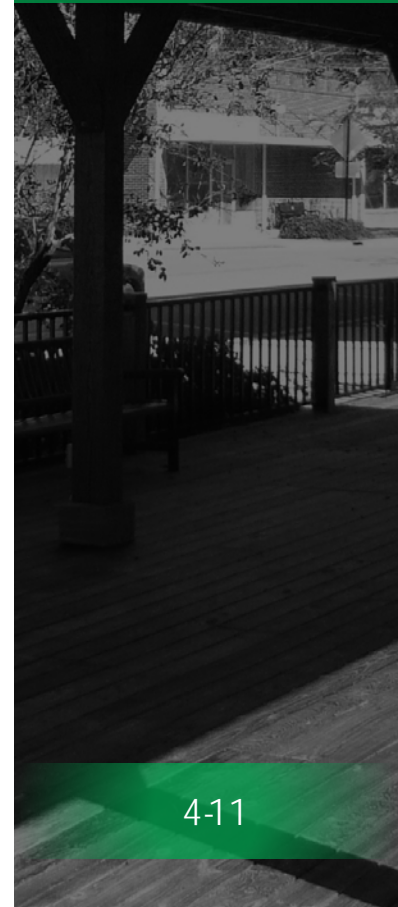
4.3.6 RESIDENT RELOCATION

A concept plan has been proposed for the area within the City of Millen known as "Black Bottom." This concept plan has inspired members of the stakeholder committee and member of the community during the public open house to see this area's potential as a thriving neighborhood. The existence of both rental and owner occupied residential units within this area means that any redevelopment project of the area will displace residents for a period of time. Options for relocation include the following:

Relocation to a Family Property: This option must include subsidization of the host household including funding for increased cost of food and utilities.

Relocation to a Managed Property: May include subsidized units operated by the local housing authority or privately-owned rental units within the community or hotel space if the relocation is temporary.

Relocation to a New Unit Depending on the project schedule, a displaced household should be presented with the option to move into a finished new vacant and affordable unit constructed in an earlier phase of the project.



4.3.6 RESIDENT RELOCATION (CONTINUED)

Relocation activities conducted within the City of Millen shall conform to the Uniform Act Administered by the U.S. Department of Housing and Urban Development. Limited residential relocation may be funded through a portion of Community Development Block Grants, Community Housing Improvement Program, and U.S. Housing and Urban Development funds designated to the specific activity that is causing the relocation.

4.3.7 DESIGN STANDARDS

Design standards can address many of the elements necessary for a long-lasting, attractive residential development. Elements which should be included are, but not limited to, building features, site planning, and street-scape design. Standards for design are important in creating residential neighborhoods which are attractive and results in building, structures, and neighborhood amenities which are attractive and maintain their value over time. Building and street design standards should be adopted and in place prior to any residential development occurring. Design standards should also follow policies listed in the "Governing Principals" section of Chapter 3 (Land Use). Design Standards adoption may take place as follows:

- The City should create Subdivision Regulations that represents the desired vision of residential development within the city of Millen. The creation of these Subdivision Regulations should occur within the first year of the implementation schedule and adopted in the second year.
- Design standards should be developed in conjunction with subdivision regulations as a separate document which is incorporated into both the subdivision regulations and zoning ordinance.

The building and street design standards steps listed in the bullet point list may be utilized and applied to property through the approval of a zoning map amendment. Long-term preferred building design standards may be applied to specific areas of the city through overlay zoning districts and alternative street standards may be adopted by Millen as amendments to the subdivision regulations.

Design and street standards should be completed by the end of the five year time-frame of the implementation schedule. Millen should require development applicants to apply elements of the governing principals and elements of the conceptual site plan in Chapter 3 during the preparation of proposed site plans. The Urban Redevelopment Law gives cities the ability to implement standards in the urban redevelopment plan without the adoption of these standards in the ordinance. This allows the city to begin using these standards once adopted to ensure consistency of development.

4.4

REDEVELOPMENT TOOLS

There are multiple methods in which the City of Millen can achieve the goals of “Moving Forward” 2015 Millen Urban Redevelopment Plan. This section summarizes some development tools that can be used to stimulate economic activity and support new residential development within targeted areas of the redevelopment area. The list is not all-inclusive.

4.4.1 FEE ABATEMENTS

The City of Millen, Georgia may opt to waive a variety of development-related fees to encourage investment activity in the redevelopment area. Fees the City may waive include, but are not limited to: zoning and subdivision application fees, building permit and inspection fees, business license fees, water and sewer tap fees, etc. The City is not obligated to tie the waiver of these fees to an Enterprise Zone, which may be limited in geographic area and whose tax exemption provisions extinguish over time. Unless tied to an Enterprise Zone with differing boundaries, a potential fee abatement package should only be applied to areas where the focus is to attract businesses. It is recommended that fee abatements be considered in the downtown and surrounding areas. Millen is advised to offer fee abatement packages only to those property development interests that commit to or are compelled to adhere to the design vision and pending regulations presented in this document. It is strongly advised that the City of Millen waive fees in a consistent manner and only after a resolution that establishes the parameters of the fee abatement package is adopted. The scope of the offered incentives should not be on a case-by-case basis. It is recommended that any fee abatement package offered by the City be subject to annual review and renewal by the mayor and city council. Fee abatements should be allowed to sunset once development activity becomes substantial in the targeted area.

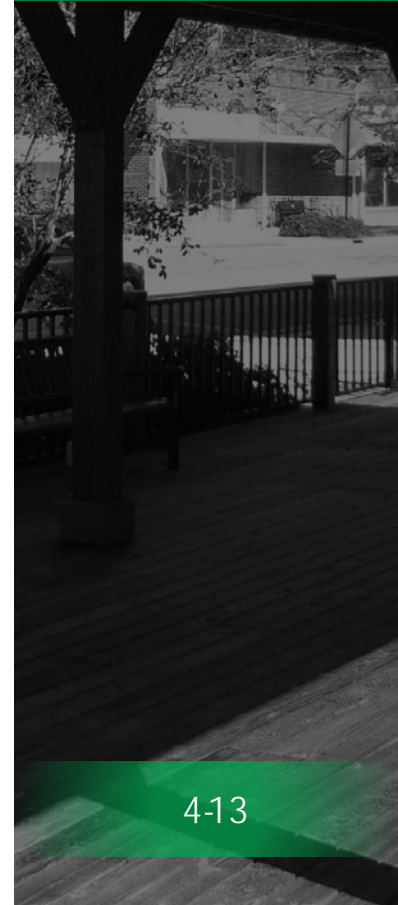
4.4.2 HOUSING AND INFRASTRUCTURE

The City of Millen currently uses Community Development Block Grants (CDBG) - which may be utilized for land acquisition, clearance, and infrastructure improvements and the Community Housing Improvement Program grants - which are geared to low-to-mid income households funds for housing rehabilitation and home buyer down payment assistance. These programs have benefited multiple residents within the redevelopment area. The City should continue to partner with the CSRA Regional Commission for CDBG and CHIP grants with the purpose of implementing infrastructure improvements in areas discussed in Section 4.3.5 of this Chapter.

4.4.3 TAX INCENTIVES

The City of Millen should consider the creation of a Enterprise Zones and afterwards, and Opportunity Zone once a suitable business has been identified and ready to locate within a city defined geographic area. The Enterprise Zone provides businesses with tax exemptions and the Opportunity Zone can provide job tax credits.

The proposed location for these zones are Cotton Avenue and the industrial areas. It is important to note once again that the establishment of these economic incentive zones need not occur unless a employer of substantial size considers locating within a certain area. Implementing these zones otherwise may financially harm the City.



4.4.4 TRANSPORTATION SPECIAL PURPOSE LOCAL OPTION SALES TAX

The Central Savannah River Area was one of three regions in the state of Georgia to adopt upon themselves the Special Purpose Local Option Sales Tax, more commonly referred to as T-SPLOST. Each municipality within these three regions shall receive a certain portion of an adopted tax to fund transportation projects within their municipalities.

A portion of these funds, discretionary funds should be used to support transportation project within the redevelopment area. These funds could be used for roadway beautification, transportation alternatives, or roadway improvement within the redevelopment area.

4.4.5 LOCAL MAINTENANCE AND IMPROVEMENT GRANT PROGRAM

The Local Maintenance and Improvement Grant Program (L-MIG) provides funds for multiple projects related to roadways including, sidewalks along roadways, intersection improvements, and preliminary engineering. If acquired, these funds may be used for roadway improvements and some pedestrian facilities.

4.4.6 TRANSPORTATION ALTERNATIVES PROGRAM

Transportation Enhancement (TE) funds were available for the expansion of transportation alternatives however, the TE program was replaced by the Transportation Alternatives Program. This program was created to combine and fund as a group several, previously separated programs including the TE, Safe Routes to School, etc. These actions have led to a reduction in funding for TAP, but may still serve to fund some improvements.

4.4.7 REDEVELOPMENT FUND PROGRAM

The Redevelopment Fund Program is a Georgia Department of Community Affairs administered program which provides local governments access to flexible financial assistance to help implement projects which cannot be undertaken by usual public sector grant and loan programs. This program does not use the same standards as CDBGs in order to determine funding for a project and thus is able to fund smaller scale projects which (similar to CDBGs) have the objective of eliminating "slums and blight."

4.4.8 MAIN STREET PROGRAM

The City of Millen should consider participation in the Georgia DCA administered Georgia Main Street Program within the five-year implementation schedule. This program provides downtown development assistance in order to improve the quality of life for downtowns. Georgia Main Street provides technical assistance, manager/board training, and regional networking sessions which assist local governments in building a stronger local economy. Main Street participation may provide the resources necessary to generate a more market-oriented downtown master plan.

4.5 ALTERNATIVE REDEVELOPMENT TOOLS

The implementation parameters identified in section 4.4.1 through 4.4.8 do not represent a comprehensive list of tools that can be used by Millen for redevelopment purposes. There are other methods the city may opt to utilize in order to generate new investment in blighted and under-utilized portions of the community. This section of the redevelopment plan provides a concise summary of programs which were considered in preparation of the plan, but were ultimately determined not to represent the best methods for achieving the city's redevelopment goals at this time. Should the city determine at a later date that some of the programs listed in this section may in fact be useful in exercising the redevelopment plan's implementation program, amendment of the redevelopment plan should not be necessary (unless otherwise stated).

4.5.1 TAX ALLOCATION DISTRICT

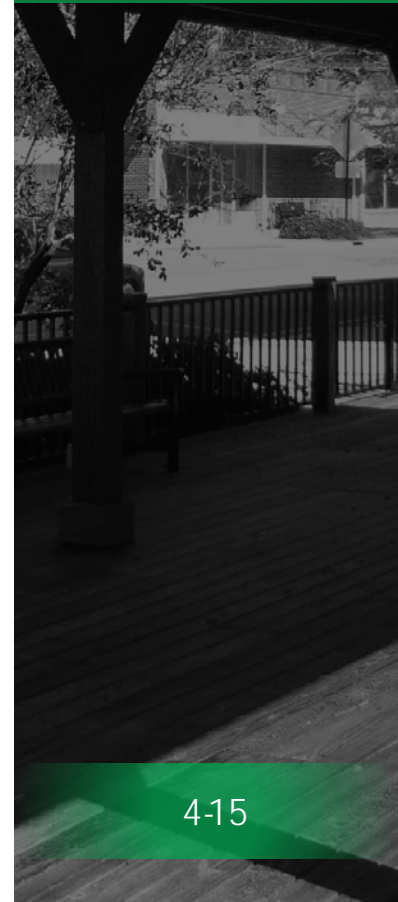
"Moving Forward" advocates the use of tax exemptions/credit tools rather than tax financing. The City also does not yet have a private development partner that would make the use of a tax allocation district feasible at this time.

4.5.2 BUSINESS IMPROVEMENT DISTRICTS

City Business Improvement Districts (BIDs) are special districts where the property owners agree to be taxed at a higher rate in comparison to the rest of the community. This added revenue is used to provide services within the district that may be missing. At this point, the need for this type of district in Millen is unnecessary due to the adequate amount of services being provided in the downtown area, where this type of district should be used. Similar to TAD's, lethargic business activity in downtown may make the support of a BID unfeasible. The value of revenue generation must also be examined by the city in more detail. For the short-term, tax and fee abatements are a better incentive strategy for City Center Millen,

4.5.3 EMPLOYMENT INCENTIVE PROGRAM

The Georgia DCA administered Employment Incentive Program can be used in conjunction with private financing to implement economic development projects. In order to be funded, EIP projects must directly result in the employment of low and moderate income persons. Infrastructure projects may use EIP funds.



4.6 PUBLIC AWARENESS

Many of the City of Millen's urban redevelopment plan activities involve capacity building. The public will not recognize these efforts - particularly in the first year of the implementation program - as the results of these activities will not be readily apparent on the ground. Although not listed in the implementation schedule, it is advisable for Millen to conduct public awareness activities in order for the linkage between tasks, and status of redevelopment plan implementation, remains part of the public consciousness.

The City of Millen's public awareness campaign regarding *URP* implementation should address any combination of the following issues:

- *Produce information of upcoming events/activities.*
- *Educate the public on planned activities*
- *Provide an overview of ongoing efforts of the city and partnering agencies*
- *Address rumors related to plan objectives*
- *Reduce public disillusionment if immediate tangible results are not observed*

Conduct public awareness campaign should be a key responsibility of the City and partners assisting with the implementation of the *URP II* and may include the following components:

- *Press releases/news articles*
- *Newsletters*
- *Periodic open houses*
- *One-on-one discussions with property owners*
- *Presentations to civic groups*

Public awareness recommendations in this section should be viewed as guidelines. Lack of an awareness campaign may limit public support for possible projects directly tied to the urban redevelopment plan.

4.7 IMPLEMENTATION

4.7.1 ADOPTION

Adoption of "*Moving Forward*" by the City of Millen only applies to the portions of the redevelopment plan within the municipal boundaries of Millen. "*Moving Forward*" shall not apply to sections of the redevelopment area in unincorporated Jenkins County until such time as the Jenkins County Commission adopts "*Moving Forward*". The implementation schedule will not be Dependant upon adoption by Jenkins County.

4.7.2 FIVE YEAR IMPLEMENTATION PROGRAM

"*Moving Forward*" includes a five-year implementation program. The Georgia Urban Redevelopment Law does not specify a time-frame within the implementation of an urban redevelopment plan must occur, but local environments tend to change dramatically over the course of five (5) years. Depending on positive or negative changes within the redevelopment area, or changes to the composition of the local government a redevelopment plan may have been largely implemented or simply disregarded.

Continued effectiveness of an urban redevelopment plan dictates the document undergo a comprehensive review, and a appropriate degree of modification periodically. It is not inferred that the expiration of the "Moving Forward" five year implementation program invalidates the plan, although continued effectiveness of the plan beyond this time-frame may questioned unless Millen takes formal action to discontinue the plan or takes steps to either reauthorize it or update the plan.

4.7.2 AMENDMENTS

Substantial modification of, or amendment to, an urban redevelopment plan prepared in accordance with the Georgia Urban Redevelopment Law must adhere to the provisions of O.C.G.A. 36-61-7(e). Such requirements obligates the local governing authority to hold a public hearing and approve an amended resolution of redevelopment plan adoption. A prime example of "substantial" modification may be the reallocation of redevelopment powers to another entity, but such term is not clearly defined and the Urban Redevelopment Law provides for few applicable examples. Jenkins County may also recommend changes to the URP, however the City of Millen must agree to the amendment and the City must adopt the amendment. City of Millen is advised to exercise caution in how it processes amendments to the URP, and defer to the requirements of Georgia Code in most instances.

Should City of Millen officials determine the redevelopment plan has been an effective tool which warrants continued use in the community - as the URP five-year implementation programs is nearing its conclusion - a full review, update and amendment process is recommended. Amendments should also be considered if significant changes to the URP goals, objectives and strategies, implementation parameters and schedule, are desired before the conclusion of the initial 5-year implementation schedule.

4.7.3 IMPLEMENTATION SCHEDULE

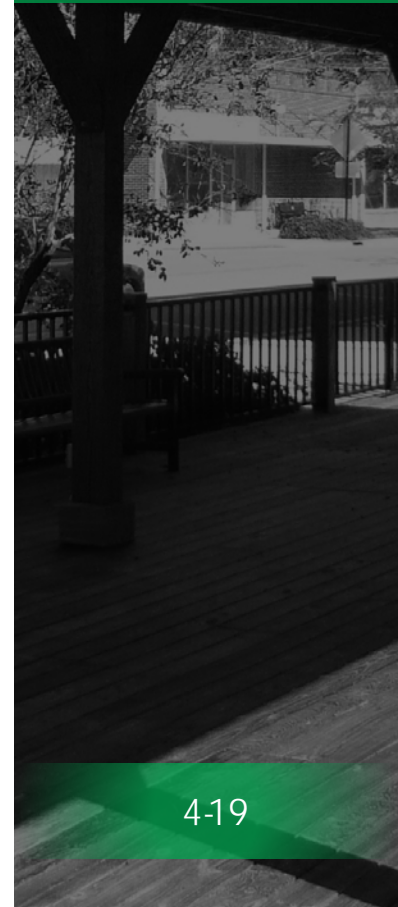
The implementation schedule for URP can be found on the following pages. Years 3-5 are combined into a single table due to repetition. The schedule is a general guide and adherence to all the recommended implementation steps, or sequence of steps, is not absolute. Adjustments to plan implementation will occur to meet changing conditions in the community. It is not assumed that all adjustments to the method of plan implementation will result in a modification to this schedule of any other component of the URP document.

YEAR ONE IMPLEMENTATION STEPS OCTOBER 2015 - SEPTEMBER 2016

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE A: INITIATE THE REHABILITATION / RECONSTRUCTION OF DILAPIDATED HOUSING</i>					
A.	Initiate a housing study in conjunction with the CSRA-RC	JCDA / CSRA-RC	Local Funds	Target Area 2	Oct. 2015 - Sept. 2016
B.	Update Nuisance Property List	City of Millen	Staff Time	Redevelopment Area	Calendar Year
C.	Begin research into feasibility of Land Bank Participation	JCDA / CSRA-RC	Staff Time	City of Millen	Oct. 2015 - Sept. 2016
D.	Initiate CHIP Grant applications	City of Millen / CSRA-RC	Staff Time / Local Funds	Redevelopment Area	Jan. 2016 - Sept. 2016
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE B: CREATE MIXED INCOME HOUSING WITHIN THE REDEVELOPMENT AREA</i>					
A.	Begin the development of sub-division regulations for the City of Millen	City of Millen / CSRA-RC	DCA Funds	City of Millen	Jan. 2016
B.	Initiate the creation of Community design standards	City of Millen / CSRA-RC	Staff Time	City of Millen	Jan. 2016
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE C: ATTRACT PRIVATE RESIDENTIAL DEVELOPMENT TO THE REDEVELOPMENT AREA</i>					
A.	Initiate a housing study in conjunction with the CSRA-RC	JCDA / CSRA-RC	Local Funds	Target Area 2	Oct. 2015 - Sept. 2016
B.	Prepare a Neighborhood Revitalization Strategy	JCDA / CSRA-RC	Local Funds	Redevelopment Area	Jan. 2016
C.	Research the feasibility of Form Based Codes	City of Millen	Staff Time	Redevelopment Area	January 2016
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE A: PROVIDE ADEQUATE INFRASTRUCTURE IN THE URBAN REDEVELOPMENT AREA</i>					
A.	Prepare CDBG application for infrastructure for Warren, Lincoln, Washington Streets.	City of Millen / CSRA-RC	Staff Time / Local funds	Target Area 1	Mar. 2016 - Aug. 2016
B.	Budget an appropriate amount of funds for CDBG application	City of Millen	Local Funds	Target Area 1	Calendar Year

YEAR ONE IMPLEMENTATION STEPS OCTOBER 2015 - SEPTEMBER 2016

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE B: CREATE A GATEWAY WHICH WILL ATTRACT VISITORS TO CENTER CITY MILLEN</i>					
A.	Complete beautification project at the corner of Winthrop and U.S. 25	Downtown Dev. Authority	Grant Funds	Target Areas 1 & 2	Oct. 2015 - Sept. 2016
B.	Communicate with GDOT vision for U.S. Highway 25	JCDA	Staff Time	Target Areas 1 & 2	Oct. 2015 - Sept. 2016
GOAL 3 -INITIATE CENTER CITY MILLEN INVESTMENT OPPORTUNITIES					
<i>OBJECTIVE A: IDENTIFY METHODS FOR REINVIGORATING CENTER CITY MILLEN</i>					
A.	Decide potential fees which may be abated for a fee abatement program	City of Millen / JCDA	Staff Time	Cty of Millen	Oct. 2015 - Sept. 2016
B.	Target a space to allow invited merchants to operate	City of Millen / CSRA-RC	Staff Time	City of Millen	Jan. 2016

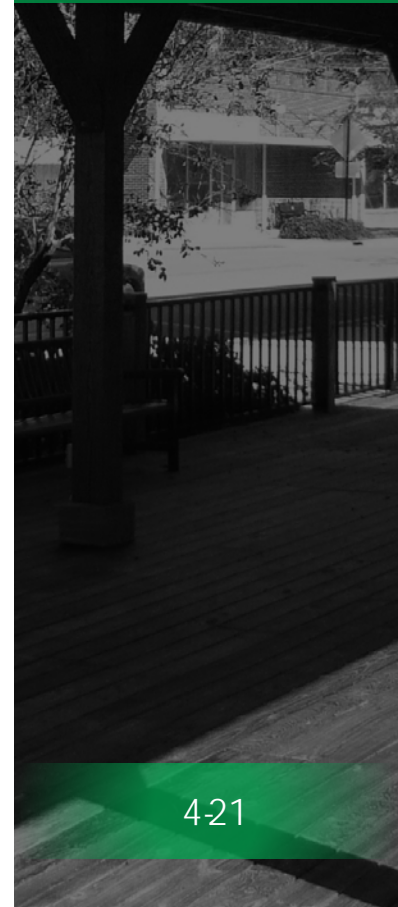


YEAR TWO IMPLEMENTATION STEPS OCTOBER 2016 - SEPTEMBER 2017

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE A: INITIATE THE REHABILITATION / RECONSTRUCTION OF DILAPIDATED HOUSING</i>					
A.	Update Nuisance Property List	City of Millen	Staff Time	Redevelopment Area	Calendar Year
B.	Form a cooperative relationship with Augusta-Richmond County Land Bank Authority to administer local land bank program	JCDA / CSRA-RC	Staff Time	City of Millen	Oct. 2016 - Sept. 2017
C.	Accept public ownership of abandoned and dangerous building lots offered in lieu of liens collections & fees	Land Bank / City of Millen	Staff Time / Legal Fees	Target Areas 1 & 2	Mar. 2016 - Sept. 2017
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE B: CREATE MIXED INCOME HOUSING WITHIN THE REDEVELOPMENT AREA</i>					
A.	Adopt sub-division regulations for the City of Millen	City of Millen	Staff Time	City of Millen	Jun. 2016
B.	Adopt community design standards for the City of Millen	City of Millen	Staff Time	City of Millen	Jan. 2016
C.	Adopt a "Planned Unit Development" zoning district for the purpose of allowing unique development meeting the needs of the community.	City of Millen	Staff Time	City of Millen	March 2016
D.	Allocate FY 2017 funds for local match for CDBG	City of Millen	Staff Time	City of Millen	March 2016
E.	Prepare Application for the Georgia DCA Plan First Community	JCDA / CSRA-RC	Local Funds	City of Millen	Jan. 2016 - Sept. 2016
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE C: ATTRACT PRIVATE RESIDENTIAL DEVELOPMENT TO THE REDEVELOPMENT AREA</i>					
A.	Identify area within the community for potential residential development or redevelopment	JCDA / City of Millen	Staff Time	Redevelopment Area	Oct 2016 - Mar. 2017
B.	Begin marketing areas for residential development	JCDA / CSRA-RC	Local Funds	Redevelopment Area	April 2016
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE A: PROVIDE ADEQUATE INFRASTRUCTURE IN THE URBAN REDEVELOPMENT AREA</i>					
A.	Begin repairs on infrastructure for Warren, Lincoln, Washington Streets.	City of Millen	CDBG Funds	Target Area 1	October 2016
B.	Budget an appropriate amount of funds for CDBG application	City of Millen	Local Funds	Target Area 1	Calendar Year

YEAR TWO IMPLEMENTATION STEPS OCTOBER 2016 - SEPTEMBER 2017

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE A: PROVIDE ADEQUATE INFRASTRUCTURE IN THE URBAN REDEVELOPMENT AREA (CONTINUED)</i>					
C.	Begin targeting "Black Bottom" for infrastructure improvements	City of Millen	Staff Time	Target Area 2	Jul. 2016
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE B: CREATE A GATEWAY WHICH WILL ATTRACT VISITORS TO CENTER CITY MILLEN</i>					
A.	Finalize design for the intersection of U.S. 25 and Winthrope	Downtown Dev. Authority	Grant Funds	Target Areas 1 & 2	Oct. 2016 - Sept. 2016
GOAL 3 -INITIATE CENTER CITY MILLEN INVESTMENT OPPORTUNITIES					
<i>OBJECTIVE A: IDENTIFY METHODS FOR REINVIGORATING CENTER CITY MILLEN</i>					
A.	Initiate a fee abatement program for business along Cotton Ave.	City of Millen / JCDA	Staff Time	Ctiy of Millen	Sept. 2017
B.	Begin inviting businesses from surrounding jurisdictions to sell items in cooperative space.	City of Millen / JCDA	Staff Time	City of Millen	Jan. 2017



YEAR THREE - FIVE IMPLEMENTATION STEPS OCTOBER 2017 - SEPTEMBER 2020

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE A: INITIATE THE REHABILITATION / RECONSTRUCTION OF DILAPIDATED HOUSING</i>					
A.	Demolish dangerous structures and assign property liens	City of Millen	Staff Time	Redevelopment Area	Calendar Year
B.	Update nuisance property list	City of Millen	Staff Time	City of Millen	Oct. 2016 - Sept. 2017
C.	Accept public ownership of abandoned and dangerous building lots offered in lieu of liens collections & fees	Land Bank / City of Millen	Staff Time / Legal Fees	Target Areas 1 & 2	Calendar Year
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE B: CREATE MIXED INCOME HOUSING WITHIN THE REDEVELOPMENT AREA</i>					
A.	Apply building standards to acquired properties.	City of Millen	Staff Time	City of Millen	Jun. 2016
B.	Prepare CHIP Application for housing.	City of Millen	Staff Time	City of Millen	Jan. 2016
C.	Prepare Redevelopment Fund program application for Infrastructure projects.	City of Millen	Staff Time	City of Millen	March 2016
D.	Allocate FY 2017 funds for local match for CDBG	City of Millen	Staff Time	City of Millen	March 2016
E.	Prepare Application for the Georgia DCA Plan First Community	JCDA / CSRA-RC	Local Funds	City of Millen	Jan. 2016 - Sept. 2016
GOAL 1 - DEVELOP ATTRACTIVE MIXED INCOME HOUSING OPTIONS					
<i>OBJECTIVE C: ATTRACT PRIVATE RESIDENTIAL DEVELOPMENT TO THE REDEVELOPMENT AREA</i>					
A.	Identify area within the community for potential residential development or redevelopment	JCDA / City of Millen	Staff Time	Redevelopment Area	Oct 2016 - Mar. 2017
B.	Begin marketing areas for residential development	JCDA / CSRA-RC	Local Funds	Redevelopment Area	April 2016
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE A: PROVIDE ADEQUATE INFRASTRUCTURE IN THE URBAN REDEVELOPMENT AREA</i>					
A.	Begin repairs on infrastructure for Warren, Lincoln, Washington Streets.	City of Millen	CDBG Funds	Target Area 1	October 2016
B.	Budget an appropriate amount of funds for CDBG application	City of Millen	Local Funds	Target Area 1	Calendar Year

YEAR THREE - FIVE IMPLEMENTATION STEPS OCTOBER 2017 - SEPTEMBER 2020

	Task	Implementing Agency	Funding	Applicable Area	Implementation Period
GOAL 2 - PROVIDE INFRASTRUCTURE TO GENERATE NEIGHBORHOOD RE-INVESTMENT					
<i>OBJECTIVE B: CREATE A GATEWAY WHICH WILL ATTRACT VISITORS TO CENTER CITY MILLEN</i>					
A.	Initiate the construction of downtown gateway at the intersection of Winthrop Ave. and U.S. Highway 25	Downtown Dev. Authority	Grant Funds	Target Areas 1 & 2	Oct. 2017 - Sept. 2018
B.	Work with intersection businesses to beautify facades.	Downtown Dev. Authority	Staff Time / Grant Funds	Target Areas 1 & 2	Oct. 2018
C.	Plant trees along U.S. Highway 25	DDA & JCDA	Grant Funds	Target Area 1 & 2	Calendar Year
GOAL 3 - INITIATE CENTER CITY MILLEN INVESTMENT OPPORTUNITIES					
<i>OBJECTIVE A: IDENTIFY METHODS FOR REINVIGORATING CENTER CITY MILLEN</i>					
A.	Initiate a fee abatement program for business along Cotton Ave.	City of Millen / JCDA	Staff Time	Ctiy of Millen	Sept. 2017
B.	Review performance of business space and consider cost effectiveness of continuance.	City of Millen / JCDA	Staff Time	City of Millen	Jan. 2017
C.	Continue participation in Georgia Classic Main Street Program	Downtown Dev. Authority	Staff Time	City of Millen	Jan. 2016

