

Chapter 2: Population

POPULATION

1.1 Introduction

The population element provides local governments in Jackson County with the opportunity to inventory and assess various population trends and characteristics. The information provided in the population element will form the basis for several planning decisions on Economic Development, Community Facilities, Housing and Land Use elements of the comprehensive plan. A community's future goals are largely dependent on population growth rates and demographic patterns. The past and present population trends will be analyzed to determine the future population trends. Characteristics that are analyzed in this element include population, households, age distribution, racial composition, education attainment and personal/household income levels.

Section 2.2 identifies past and present population trends for Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo.

1.2 Past and Present Population Trends

Table 2-1

Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, and Talmo 1970-1995									
Year	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrasses	Talmo
1970	21,093	229	386	3,702	509	1,647	397	267	163
1980	25,343	223	308	4,092	490	1,820	491	302	120
1985	27,600	246	361	4,107	548	1,978	635	289	133
1986	28,500	250	372	4,110	560	2,010	664	286	136
1987	29,300	259	403	4,142	593	2,052	713	311	138
1988	30,000	267	433	4,173	626	2,094	762	335	139
1989	30,003	482	408	4,140	634	2,429	648	316	164
1990	30,005	697	384**	4,108	642	2,763	535	298	189
1995	33,921*	780*	451*	4,909*	742*	3,993*	599*	338*	243*

Source: U.S. Census, 1970, 1980, 1985, 1990.
 * Indicates population estimates by NEGRDC, 1997.
 ** Indicates the 1990 total population for the portion of Braselton located in Jackson County. The population of Braselton's residents residing in Barrow County was 34.
 Note: The 1990 population for Jackson residents residing in Maysville was 251 (which is included in the county total).

According to U.S. Census figures, the population of Jackson County grew by almost 26 percent between 1900 and 1910. The population increased from 24,039 to 30,169 people. After 1910, the county's population declined for several decades. By 1960, Jackson's population dropped to 18,499, the county's lowest total in more than sixty years.

The mechanization of agriculture and the transition to less labor-intensive agricultural products such as cattle and poultry, accounted for Jackson County's population decline during the 1940s and 1950s. Consequently, the county's population fell sharply as people left the county in pursuit of non-agricultural employment.

During the 1960s, Jackson's industrial base emerged and specifically the dominance of textile industries (located in Commerce and Jefferson) which attracted workers back into Jackson County. Since 1960, Jackson's population has continued to rise.

Table 2-2 indicates that between 1970 and 1980, Jackson County's population increased by 20.2 percent or 4,250 people. This represented an average annual growth rate of approximately 2 percent or 425 new residents per year. Jackson's population grew by 18.4 percent between 1980 and 1990. During this time, the county's unincorporated areas increased by 2,858 new residents and the county's municipal population increased by 1,804 residents to account for a county-wide increase of 4,662 people. Although the unincorporated areas of the county may have grown by a greater number of people than the incorporated areas, the combined 23 percent growth rate from the cities was considerably higher than the 16 percent growth rate of unincorporated areas.

Table 2-2

Historic Rates of Population Change Jackson County, NEGRDC and the State 1970-1990				
	Population Change 1970-1980		Population Change 1980-1990	
	Numerical	Percentage	Numerical	Percentage
Jackson County	4,250	20.2	4,662	18.4
Arcade	-6	-2.6	474	212.5
Braselton	-78	-20.2	110	35.7
Commerce	390	10.5	16	0.4
Hoschton	-19	-3.7	152	31.0
Jefferson	173	10.5	943	51.8
Nicholson	94	23.7	44	8.9
Pendergrass	35	13.1	-4	-1.3
Talmo	-43	-26.4	69	57.5
NEGRDC	40,289	20.9	44,732	19.2
Georgia	873,414	19.0	1,015,227	18.6

Source: U.S. Census, 1970, 1980, 1990.

During the 1970s and 1980s, the Northeast Georgia region's rate of population increase was slightly larger than Georgia's (See Table 2-2). Most of the region's population gains occurred in its western half, consisting of Barrow, Newton, Walton, Jackson, Clarke and Oconee counties. These counties experienced the effects of suburban sprawl

spilling over from metro-Atlanta counties. The other five counties in the Northeast Georgia region accounted for only 12 percent of the population.

During the 1970s, Jackson's population increased at a slightly slower rate than the Northeast Georgia regional average, but faster than the state average (Table 2-2). During the 1980s, the region's population growth rate narrowly exceeded both Jackson County's and the state's, which were nearly identical.

Many factors pertaining to geography, infrastructure and local economic conditions are responsible for municipal population growth. The cities in Jackson County each develop and grow based on their respective location, size, transportation access and utility infrastructure. As these growth attributes increase in prominence, the population will usually expand accordingly.

Jackson County, along with the cities of Commerce, Jefferson, Nicholson, and Pendergrass, experienced population increases during the 1970s. During this time the cities of Arcade, Braselton, Hoschton, and Talmo lost population. The majority of the population losses occurred during the 1970s, as Braselton and Talmo each accounted for population losses which exceeded 20 percent. The largest population increases occurred during the 1980s. All of Jackson's cities except Commerce and Pendergrass experienced substantial population gains. Commerce's population remained virtually unchanged during this time, while Pendergrass lost only 1.3 percent.

During the 1980s, 66 percent of the county's total population growth was due to net migration. Natural increase (births minus deaths) accounted for the remaining 34 percent of the population increase. Table 2-3 shows components of Jackson's population change detailing the percent change in natural increase and migration for the period 1980 to 1990.

During the 1980s, there were 26,987 people who migrated to the Northeast Georgia region. Jackson County accounted for 11.4 percent of the region's total net migration, or 3,084 people. The four remaining western NEGRDC counties of Barrow, Clarke, Oconee and Walton accounted for 82.5 percent of the total net migration to the eleven-county region.

On a regional scale in 1990, Jackson's population size ranked fourth. The 1990 average county population size in the region was 27,796 people. Jackson's 1990 population of 30,005 was 8.0 percent above the Northeast Georgia county average.

Table 2-3

Components for Population Rate of Change Jackson County, Northeast Georgia Region and Georgia: 1980 to 1990					
Area	% Change of Births	% Change of Deaths	% Change Natural Increase	% Change Net Migration	% Change Total Popul.
Jackson Co.	16.2	-10.0	6.2	12.2	18.4
N.E. Georgia Region	16.3	-8.7	7.6	11.6	19.2
Georgia	17.7	-8.8	8.9	9.7	18.6
Source: Georgia Regional Economic Development Data Book, January 1992.					

Map 2-1 shows the percentage distribution of Jackson's 1990 population by census tracts. The West Jackson Census Tract comprised 20.3 percent (largest in the county) of the county's 1990 population. The cities of Braselton, Hoschton, Pendergrass and Talmo are located in this tract. West Jackson's location is advantageous for growth

because of the presence of I-85 and its proximity to Hall and Gwinnett Counties which have experienced enormous growth. This tract should continue to receive significant population growth in the future. The North and South Jefferson Census Tract's populations ranked second and third respectively in 1990. The North Jefferson Census Tract accounted for 18.5 percent of Jackson's 1990 population. The South Jefferson Tract, which contains the southern half of Jefferson and Arcade, accounted for 17.0 percent of the county's 1990 population. The North and South Commerce Census Tracts accounted for 11.3 and 11.9 percent of the county's population. These two tracts are relatively small and divide Commerce in half. The Nicholson tract comprised 11.2 percent of the 1990 county population. The City of Nicholson and the community of Center are located in this tract. The Maysville Census Tract was the least populous Jackson tract. This tract is located in the northern part of the county which borders Hall and Banks Counties.

Table 2-4 distinguishes whether residents live in an urban or rural area. The U.S. Census Bureau classifies an urban area as an area with more than 2,500 people or with a density greater than 1,000 people per square mile. The urban population of Jackson County declined slightly from 17.6 to 16.1 percent of the total population during the 1970s as several cities experienced declining populations. This trend reversed as the combined urban population increased by 6 percent during the 1980s.

During the 1970s and 1980s, the Northeast Georgia region's urban population percentage fluctuated. (See Table 2-4). By 1990, the region's urban population percentage declined to 26.5 percent. Comparatively, 63.2 percent of the state's population was urban.

Table 2-4

Rural and Urban Population Jackson County, Northeast Georgia Region and Georgia: 1970 to 1990						
Area	% Popul. Rural 1970	% Popul. Urban 1970	% Popul. Rural 1980	% Popul. Urban 1980	% Popul. Rural 1990	% Popul. Urban 1990
Jackson County	82.4	17.6	83.9	16.1	78.0*	22.0*
N.E. Georgia Region	61.5	38.5	58.5	41.5	73.5	26.5
Georgia	39.7	60.3	37.6	62.4	36.8	63.2
Source: Georgia Regional Economic Development Data Book, January 1992. Georgia County Guide, August 1996.						

Jackson County Population by Census Tracts 1990	
Census Tract	Population
0101 West Jackson	6,088
0102 Maysville	2,945
0103 North Commerce	3,382
0104 South Commerce	3,585
0105 Nicholson	3,352
0106 South Jefferson	5,106
0107 North Jefferson	5,547
Total	30,005
Source: U.S. Census, 1990.	

Jackson County Percentage of Population by Census Tracts 1990	
Census Tract	Population
0101 West Jackson	20.3
0102 Maysville	9.8
0103 North Commerce	11.3
0104 South Commerce	11.9
0105 Nicholson	11.2
0106 South Jefferson	17.0
0107 North Jefferson	18.5
Total	100
Source: U.S. Census, 1990; Calculations by NEGRDC, 1997.	

Insert Map 2-1

Percentage of Population by Census Tracts, 1990

1.3 Population Projections

Internal as well as external forces may influence the population growth of an area. The development that takes place in an adjoining city or county can occasionally have a profound impact on an area's future population. Examples of internal forces include an area's transportation accessibility, housing and employment opportunities, economic development trends, and infrastructure capacities. These are only a few of the contributing factors that can determine an area's future population.

Attempting to predict demographic changes with accuracy is often difficult. Utilizing previous and current demographic trends is beneficial in projecting future population totals. The integration of fundamental internal and external factors such as those listed above is also an important component of the population projection. Typically, there is a range of population totals to choose from which reflect different population scenarios.

With population data available at uniform intervals, such as the decennial data provided by the U.S. Census Bureau and information compiled by other federal, state and local agencies, trends can be identified from the patterns of change from one period to the next. From these established trends, projections of the population can be made through extrapolation, or the process of estimating by extending or projecting known information.

Future population growth may be projected by the extension of past growth trends through various methods of mathematical extrapolation. Extrapolation techniques require the use of historical series data, measured at two or more intervals, which can be plotted or arranged to exhibit a trend. The pattern existing in a series of observations over time is assumed to carry forward into the future, furnishing the basis for making the projection.

One of the key elements for community planning is utilizing population projections. The population projections for Jackson County are based on projections generated by the Office of Planning and Budget and the Northeast Georgia Regional Development Center. In this plan, three to four sets of alternative projections offer the projected annual population total for each year from 1995 through 2002 and for each five-year interval through 2015 for the county and each of its cities.

The projections for Jackson County were generated to represent total population growth under several possible growth scenarios: a high growth projection series, a moderate growth projection series, and a low growth projection series. Each of these sets of city population projections includes annual population beginning with 1995 and continuing through the year 2015. Three to four alternative series of projections are given, each based on past trend periods and extrapolation methods. The most appropriate alternative series, that is, the projection series that best reflects the anticipated continuing trend is chosen for this plan.

Tables 2-5 through 2-13, present the sets of population projections for Jackson County and each of its incorporated areas.

1.3.1 Jackson County

Table 2-5 lists four different population projection scenarios for the period 1995 to 2015.

Alternative A assumes that the percent change from 1980 to 1990 will continue for the next 20 years. This projection indicates an average 9.2 percent increase every five years. Therefore, in 2015 the county's population will total 46,738.

Alternative B reflects the ten-year growth rate between 1970 and 1980. This percent change yielded a five-year population increase of 10.1 percent. This projection suggests that Jackson County's population will increase to 48,680 in 2015.

Alternative C shows the percent change between 1970 and 1990. Over this 20-year period, the population increased 42.3 percent or a five-year average of 10.6 percent. Based on this scenario, Jackson's population will total 49,816 in 2015.

Alternative D is based on the percent change between the 1990 population and the 1994 census population estimate. Using this time period as a projection base, the county's population will increase 13.05 percent every five years. The population should total 55,745 in 2015.

Alternative D was chosen for this plan. This alternative is the highest population projection among the four alternatives. Although Jackson has experienced relative slow growth in recent decades, the county should experience moderate to high population growth over the next twenty years. Jackson will receive increased growth because of its proximity to the Atlanta area (specifically Gwinnett County), Clarke County, Hall County and Interstate 85. Other significant transportation corridors that should influence growth include U.S. 129, U.S. 441 and Highway 11. The cities of Commerce and Jefferson (where the majority of utility infrastructure exists) serve as catalyst for residential and commercial growth. The proposed Mall of Georgia, located at Georgia 20 and Interstate 985 and approximately 13 miles southwest of Jackson County, could have a development spillover effect in the western part of Jackson. Many areas close to Jackson are currently experiencing increased growth from residential, commercial and light industrial development. As these counties transform their landscapes to more dense urban environments, additional residents and businesses will seek areas that offer more affordable land prices, less congestion, crime and urbanization. Jackson is a likely recipient of growth resulting from the region's urbanization pressures.

Table 2-5

Projected Total Population Jackson County 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	32,765	33,036	33,186	33,921
1996	33,368	33,697	33,883	34,806
1997	33,982	34,371	34,596	35,714
1998	34,607	35,058	35,323	36,646
1999	35,244	35,759	36,065	37,602
2000	35,892	36,474	36,822	38,583
2001	36,552	37,211	37,603	39,590
2002	37,225	37,963	38,400	40,623
2005	39,194	40,158	40,725	43,618
2010	42,800	44,214	45,042	49,310
2015	46,738	48,680	49,816	55,745

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.2 Arcade

Table 2-6 shows three different population projections for Arcade.

Alternative A assumes Arcade's population will decrease at a rate of 1.3 percent per five-year period. This percentage rate reflects what occurred between 1970 and 1980. If this trend continues over the next 20 years, Arcade's population will total 656 in 2015.

Alternative B is the moderate projection based on the assumption that Arcade's population will maintain a constant 2.3 percent share of Jackson County's population as it increases over the next twenty years. Under this scenario, Arcade's population will total 1,282 in 2015.

Alternative C is the highest projection and is reflective of the overall population increase between 1970 and 1990. This projection will result in a population increase of 51.5 percent every five years. Under this scenario, Arcade's population will total 5,899 in 2015.

This plan recommends Alternative B for planning purposes. Arcade is located in the central part of Jackson County, a few miles south of Jefferson. The city is located on U.S. 129, a major thoroughfare between Athens and Gainesville. Although Arcade has a relatively small land area, the city's current land use suggests that land is available for future residential development.

Table 2-6

Projected Total Population Arcade 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	688	780	1,053
1996	687	801	1,160
1997	686	821	1,278
1998	685	843	1,408
1999	684	865	1,552
2000	683	887	1,710
2001	682	911	1,886
2002	681	934	2,080
2005	674	1,003	2,584
2010	665	1,134	3,904
2015	656	1,282	5,899

Source: Based U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.3 Braselton

Braselton has four different population scenarios listed in Table 2-7.

Alternative A reflects the population decline which occurred between 1970 and 1980. During this period, the population decreased an average of 10.1 percent per five-year period. Alternative A assumes the population will continue to decline to 227 by 2015.

Alternative B reflects the near zero population change between 1970 and 1990. This alternative projects the population of Braselton will remain constant at 384 until 2015.

Alternative C assumes the population increase between 1980 and 1990 will continue to 2015. This will result in an average increase of 12.4 percent every five years. Utilizing this projection, Braselton's population will total 695 in 2015.

Alternative D shows the percent change between 1990 and the 1994 census population estimate. Using this alternative, the city's population will increase 17.5 percent every five years. The population will total 870 in 2015.

This plan recommends that Alternative D represent Braselton's population projection. After experiencing a 20 percent reduction in its population between 1970 and 1980, Braselton grew by almost 36 percent during the 1980s. Although, Braselton's population growth has been very slow over the last twenty years, the city should receive a significant amount of growth over the next twenty years. Braselton is located in a high growth part of the county and within close proximity to Gwinnett County and Interstate 85. Chateau Elan Golf and Resort Community, located in a portion of Braselton, has been a stimulus for residential development and should continue to attract development in the future.

Table 2-7

Projected Total Population Braselton 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	345	384	432	451
1996	338	384	443	467
1997	331	384	454	483
1998	324	384	465	500
1999	318	384	477	518
2000	312	384	489	536
2001	306	384	501	555
2002	300	384	513	574
2005	280	384	550	630
2010	252	384	618	740
2015	227	384	695	870

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.4 Commerce

Table 2-8 outlines three population projections for Commerce.

Alternative A reflects the ten-year increase between 1980 and 1990. This projection shows a five-year increase of 0.2 percent. Utilizing this alternative, Commerce's population will increase to 4,150 in 2015.

Alternative B is the moderate population projection. This alternative shows the twenty-year increase from 1970 to 1990. Assuming this trend will continue over the next twenty years, the population will increase an average of 2.8 percent every five years. This increase will result in a population of 4,715 in 2015.

Alternative C is a moderate-to-high projection. It shows the ten-year increase between 1970 and 1980. Utilizing this alternative, the population will increase an average of 5.3 percent every five years resulting in a total 5,336 in 2015.

Alternative D is the highest population projection for Commerce. This alternative reflects the population percent change between the 1990 and the 1994 census estimate. Based on this time period, the population will increase 19.5 percent every five years to total 10,175 in 2015.

Commerce, located in the northeastern portion of Jackson County, experienced only moderate population growth during the 1980s compared with the growth rates which occurred during the 1970s. Commerce's growth rate declined from 10.5 percent during the 1970s to less than 0.5 percent by 1990. However, as Jackson County increases in population, Commerce should also receive a proportional increase. Alternative D was chosen to represent Commerce's population projection for this plan. Commerce, located in the northern part of the county near I-85, has plenty of available land for residential development. In addition, the city is serviced by an extensive network of water and sewer lines. The commercial activity that exists in the city will continue to attract additional development and labor force.

Table 2-8

Projected Total Population Commerce 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	4,116	4,223	4,326	4,909
1996	4,118	4,246	4,374	5,100
1997	4,120	4,269	4,422	5,299
1998	4,122	4,292	4,471	5,506
1999	4,124	4,316	4,520	5,720
2000	4,126	4,340	4,570	5,943
2001	4,128	4,364	4,618	6,175
2002	4,130	4,388	4,667	6,416
2005	4,134	4,462	4,812	7,102
2010	4,142	4,587	5,067	8,515
2015	4,150	4,715	5,336	10,175

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.5 Hoschton

Table 2-9 shows four different population projections for Hoschton.

Alternative A shows the ten-year population decrease which Hoschton experienced from 1970 until 1980. This projection assumes that the population will continue to decline an average of 1.9 percent per five-year period. This decline will result in a population of 609 in 2015.

Alternative B reflects the twenty-year population increase the city experienced from 1970 to 1990. During this period, the population increased an average of 6.5 percent every five years. Assuming this trend will continue, Hoschton's population will total 880 in 2015.

Alternative C shows the population increase between 1980 and 1990. This alternative reflects a 15.5 percent increase per five-year period. Under this scenario, the population will total 1,332 in 2015.

Alternative C was chosen for this plan. Hoschton, located in close proximity to Gwinnett County and Interstate 85, has experienced recent residential growth in annexed portions of the city. The city's land area is relatively large and undeveloped or unused. In addition, Hoschton provides water and sewer service to the majority of its residents.

Table 2-9

Projected Total Population Hoschton 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	629	684	742
1996	627	693	765
1997	625	702	789
1998	623	711	813
1999	621	720	838
2000	619	729	864
2001	617	738	891
2002	615	748	919
2005	613	776	998
2010	611	826	1,153
2015	609	880	1,332

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.6 Jefferson

Alternative A shows the population trend between 1970 and 1980. This projection assumes the population will continue to increase by an average of 5.3 percent every five years. Utilizing this scenario, Jefferson's 2015 population will reach 3,587.

Alternative B reflects the population trend between 1970 and 1990. This scenario assumes the population will continue to increase by an average of 16.9 percent every five years. According to this alternative, Jefferson's population will total 6,099 in 2015.

Alternative C reflects the population trend between 1980 and 1990. This projection shows an average five-year growth rate of 25.9 percent. Alternative C will yield a 2015 population of 8,946.

Alternative D is based on the percent change between the 1990 census and the 1994 census estimate. Using this trend, the city's population will increase an average of 44.5 percent per five-year period. In 2015, the population will total 18,500.

Alternate D was chosen for this plan. The city experienced a significant population increase during the 1980s and a larger percentage increase between 1990 and 1995. This trend should continue in the future. Jefferson's location is advantageous for residential growth. The city is centrally located within the county. Jefferson is the county seat and the cultural and community facility focal point of the county. The city is accessed by I-85, U.S. 129, and highways 15, 11 and 335. Residential growth has expanded beyond the city's original boundaries to the north, south, and west. There is plenty of available land for future development. Jefferson also has an extensive network of water and sewer lines throughout the city.

Table 2-10

Projected Total Population Jefferson 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	2,909	3,230	3,479	3,993
1996	2,941	3,340	3,660	4,348
1997	2,973	3,454	3,850	4,735
1998	3,006	3,571	4,050	5,156
1999	3,039	3,692	4,261	5,615
2000	3,072	3,818	4,483	6,115
2001	3,105	3,947	4,715	6,659
2002	3,138	4,080	4,959	7,252
2005	3,235	4,463	5,644	8,836
2010	3,406	5,217	7,106	12,768
2015	3,587	6,099	8,946	18,500

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.7 Nicholson

Table 2-11 shows three different population projections for Nicholson. All three projections reflect population increases from different periods between 1970 and 1990.

Alternative A traces the population trend between 1980 and 1990. This projection assumes Nicholson's population will increase 4.5 percent every five years. The city's 2015 population will total 666.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. This alternative projects a five-year growth rate of 8.7 percent with the city's population reaching 841 in 2015.

Alternative C reflects the population change between 1970 and 1980. This projection assumes the population will increase an average of 11.9 percent every five years. Utilizing this scenario, Nicholson will total 944 people by 2015.

Alternative C was chosen for this plan. Nicholson, located near the eastern edge of Jackson County and north of the Athens-Clarke County area, has experienced only moderate population growth in recent years. Nicholson is accessed by U.S. 441 and Highway 335. The city has plenty of undeveloped land. Nicholson does not have a sewer system and the water system is privately owned and operated.

Table 2-11

Projected Total Population Nicholson 1995 - 2015			
Year	Alternative - A	Alternative - B	Alternative - C
1995	559	582	599
1996	564	592	613
1997	569	602	628
1998	574	612	643
1999	579	623	658
2000	584	633	674
2001	589	644	690
2002	594	655	706
2005	610	712	754
2010	637	774	844
2015	666	841	944

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.8 Pendergrass

Table 2-12 shows three different population projections for Pendergrass. All three projections reflect population increases from different time periods between 1970 and 1990.

Alternative A traces the population trend between 1980 and 1990. This projection assumes Pendergrass's population will decrease 0.7 percent every five years. The city's 2015 population will total 290.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. Alternative B projects a five-year growth rate of 2.9 percent with the city's population reaching 345 in 2015.

Alternative C reflects the population change between 1970 and 1980. This projection assumes the population will increase an average of 6.6 percent every five years. Utilizing this scenario, Pendergrass will total 408 people by 2015.

Alternative D is based on the percent change between the 1990 census figure and the 1994 census estimate. Based on this trend, the city's population will increase 13.5 percent every five years. In 2015, the population will total 564.

Alternative D was chosen for this plan. Although Pendergrass has experienced population losses over the last twenty years, the city should begin to gain population as Jackson County increases in population. Pendergrass is accessed by Highway 11 and I-85. The city is largely rural with a significant amount land that could be developed residentially. The Jackson County Water Authority provides Pendergrass with water. The city does not have a sewer system.

Table 2-12

Projected Total Population Pendergrass 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	296	307	318	338
1996	296	309	322	347
1997	296	311	326	356
1998	296	313	330	366
1999	296	315	334	376
2000	296	317	338	386
2001	295	319	342	396
2002	295	321	347	407
2005	294	326	360	438
2010	292	335	383	497
2015	290	345	408	564

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.3.9 Talmo

Table 2-13 shows three different population projections for Talmo. All three projections reflect population increases from different time periods between 1970 and 1990.

Alternative A traces the population trend between 1970 and 1980. This projection assumes Talmo's population will decrease 13.2 percent every five years. The city's 2015 population will total 94.

Alternative B is a moderate projection based on the population trend between 1970 and 1990. Alternative B reflects a five-year growth rate of 4.0% with the city's population reaching 233 in 2015.

Alternative C is a slightly higher projection which assumes that Talmo will maintain a constant .0063 percent share of Jackson County's population through the year 2015. This projection is based on Talmo's percent share of Jackson County's 1990 population. According to this scenario, the population should reach 351 by 2015.

Alternative D reflects the population change between 1980 and 1990. This projection assumes the population will increase an average of 28.8 percent every five years. Utilizing this scenario, Talmo will total 690 people by 2015.

Alternative C was chosen for this plan. Talmo, located in northwestern Jackson County near the Hall County line, increased by 56 residents between 1980 and 1990. Talmo should continue to increase in population as the county gains population. Talmo's land area is the smallest among Jackson's municipalities. The city does not have a public water or sewer system. Talmo is located on U.S. 129 approximately halfway between Jefferson and Gainesville. The city is predominantly rural with plenty of undeveloped land remaining.

Table 2-13

Projected Total Population Talmo 1995 - 2015				
Year	Alternative - A	Alternative - B	Alternative - C	Alternative - D
1995	164	197	214	243
1996	160	199	219	257
1997	156	201	225	272
1998	152	203	231	288
1999	148	205	237	305
2000	144	207	243	323
2001	140	209	249	342
2002	136	211	256	362
2005	125	215	275	416
2010	108	224	311	536
2015	94	233	351	690

Source: Based on U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

Table 2-14 summarizes the projected rate of population growth for Jackson County, its cities and Georgia. The table shows each jurisdiction and its projected numerical change over the various periods from 1995 to 2015.

Table 2-14

Projected Rate of Population Growth Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia Numerical Net Change					
Area	1995 - 2000	2000 - 2005	2005 - 2010	2010 - 2015	1995 - 2015
Jackson Co.	4,662	5,035	5,692	6,435	21,824
Arcade	107	116	131	148	502
Braselton	85	94	110	130	419
Commerce	1,034	1,159	1,413	1,660	5,266
Hoschton	122	134	155	179	590
Jefferson	2,122	2,721	3,932	5,732	14,507

Nicholson	75	80	90	100	345
Pendergrass	48	52	59	67	226
Talmo	29	32	36	40	137
Georgia	570,003	501,575	264,853	437,516	1,846,162
Source: NEGRDC, 1997.					

1.4 Household Population

The past, current and projected number of households are shown in Table 2-15 for Jackson County and its eight cities. In addition, the average household size for each jurisdiction is listed in Table 2-16. The number of households and size are important in assessing housing needs and household trends.

In the past, the increase in the number of households was much slower than the population growth rate which resulted in larger household sizes. People typically reared more children and multiple generation households were more common than today. However, the birth rate is declining and there are more single household dwellers. A larger percentage of people are choosing not to marry. The divorce rate has also increased significantly in recent decades. Married couples are waiting longer to have children and rearing smaller families. Women are working in greater numbers, thus making it more difficult to raise larger families. In addition, it is typical for the elderly to be moved into a care facility when they are unable to care for themselves rather than receiving permanent care from a family member. These factors are responsible for the increasing number of households in our society.

The number of households in Jackson increased at a rate faster than the population rate. This is not just a local trend but also a state and national trend. As a result, the number of households is increasing at an unprecedented rate yet the household size is becoming smaller. The Census Bureau numbers indicate that the total number of households in Jackson County increased by 2,374 between 1980 and 1990. This represents an increase of 27 percent. However, the average size of Jackson County households decreased from 2.9 persons in 1980, to 2.7 persons in 1990. The decrease in the average size of households reflects current state and national trends.

During the 1970s, Jackson County's average household size remained lower than that of the Northeast Georgia region and the state of Georgia. During the 1980s, the trend shifted and Jackson County's average household size grew slightly higher than the state's. By 1990, Jackson had a similar average household size as other counties in the region.

Table 2-15 shows the number of households in each jurisdiction between 1970 and 2015.

Table 2-15

Number of Households Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1970 - 2015									
Year	Jackson County	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
1970	6,485	63	117	1,248	151	541	123	82	NA*
1975	7,769	71	104	1,398	160	599	156	94	NA*
1980	8,677	78	92	1,547	168	656	188	105	41
1985	9,640	155	128	1,558	198	856	195	107	56

1990	10,777	231	163	1,568	228	1,056	202	108	71
1995	12,029	257	174	1,852	253	1,349	214	117	80
2000	14,343	308	209	2,340	310	2,080	254	140	96
2005	17,038	367	265	2,935	377	3,036	300	166	115
2010	20,292	441	338	3,686	459	4,418	358	198	137
2015	24,237	530	437	4,646	560	6,446	425	236	164

Sources: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.
 * estimates not available.

The number of households in Jackson County increased during the 1970s and 1980s by 33.8 percent and 24.2 percent respectively. The percentage increase in the number of households, significantly exceeded population growth for the same period. The households' rate should continue to increase faster than the population rate for Jackson County and its cities.

In Arcade, during the 1970s, the number of households increased by 23.8 percent. During the 1980s, the rate of increase was 196 percent. Over the last twenty years, the number of households increased faster than the population rate. This trend should continue as the number of households is expected to increase by about 273 or approximately 106 percent over the next twenty years.

During the 1970s, the number of households in Braselton decreased by 21.3 percent, accompanied by a 20 percent decline in population. During the 1980s, the population increased by 35.7 percent while the number of households increased by 77.2 percent. Based on the selected population projection, the number of households in Braselton should more than double over the next twenty years.

During the 1970s and 1980s, Commerce experienced household growth rates of 24.0 percent and 1.4 percent respectively. Projections indicate that the city could add an additional 2,794 households by 2015, an increase of approximately 150 percent.

In the 1970s, the number of households increased in Hoschton by 11.3 percent while the population declined by 3.7 percent. During the 1980s, the number of households expanded by 35.7 percent and the population increased by 7.6 percent. Over the next twenty years, the number of households in Hoschton should increase by about 120 percent, or approximately 300 new households.

During the 1970s, the number of households in Jefferson increased by 21.3 percent while population increased by 10.5 percent. In the 1980s, the population continued to grow (51.8 percent) while the number of households grew by 61.0 percent. Jefferson should witness a further increase in the number of households. In 2015, the number of households in Jefferson is projected to reach 6,446, an increase of 378 percent over the 1995 level.

The number of households in Nicholson increased during the 1970s and 1980s. In the 1970s, Nicholson increased from 123 to 188 households. This represents a 52.8 percent increase. During the 1980s, the city increased by 14 new households, an increase of 7.5 percent. Nicholson should continue to experience a significant increase in the number of households through 2015 as shown by the projections in table 2-15.

During the 1970s, the number of households in Pendergrass grew by 28.0 percent while population increased by 13.1 percent. In the 1980s, the population declined (1.3 percent) and the number of households continued to increase by 2.9 percent. Pendergrass should witness a further increase in the number of households. In 2015, the number of households is projected to reach 236, an increase of 102 percent from the 1995 level.

Household figures are unavailable for Talmo for the 1970s, although the population decreased by 26.4 percent. This trend reversed during the 1980s, the population increased 57.5 percent and the households increased by 72 percent. Projections indicate that by the year 2015, Talmo should gain approximately 84 new households.

It is apparent that despite the population fluctuations in each jurisdiction, the number of households is increasing at a faster rate than the population. This trend has important implications for the future housing supply in each jurisdiction.

As the number of households continues to increase over the next twenty years, household size should become even smaller as shown in Table 2-16.

Table 2-16

Historic, Current and Projected Average Household Size Georgia, Jackson County and NEGRDC 1970 - 2015											
Year	Georgia	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo	NEGRDC
1970	3.27	3.25	3.63	3.30	2.97	3.37	3.04	3.23	3.26	NA*	3.30
1975	3.04	3.06	3.30	3.16	2.89	3.20	3.00	3.09	3.14	NA*	3.10
1980	2.84	2.90	2.97	3.02	2.81	3.02	2.96	2.94	3.02	2.92	2.80
1985	2.74	2.80	3.00	2.78	2.66	2.92	2.96	2.80	2.89	2.79	2.70
1990	2.66	2.73	3.02	2.53	2.51	2.82	2.95	2.65	2.76	2.66	2.60
1995	2.59	2.82	3.03	2.77	2.65	2.93	2.96	2.80	2.89	2.66	2.60
2000	2.52	2.69	2.88	2.57	2.54	2.79	2.94	2.65	2.76	2.53	2.40
2005	2.43	2.56	2.73	2.38	2.42	2.65	2.91	2.51	2.64	2.40	2.20
2010	2.35	2.43	2.57	2.19	2.31	2.51	2.89	2.36	2.51	2.27	2.10
2015	2.27	2.30	2.42	1.99	2.19	2.38	2.87	2.22	2.39	2.14	2.00

Source: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997, * estimates not available.

1.5 Age Distribution of the Population

The inventory and assessment of a community's age distribution are important for the identification of present and future needs in many planning areas. Planning for capital facilities and services such as schools, recreation facilities/programs, youth centers and programs for the elderly, all depend upon the age distribution of a community.

Future age distribution projections for Jackson County are based on aging trends forecast by Woods and Poole Economics, Inc. These projected aging trends were applied to the overall population estimates selected in section 2.3 for Jackson County and its individual municipalities.

The median age of Jackson County's residents is expected to increase from 34.5 years in 1995 to 40.0 years in 2015. The percentage of residents who are 44 years of age and under is expected to decline by about 10 percent during the next two decades. The percentage of residents 45 and over will increase by the same amount. This gradual aging of the population is a reflection of state and national population trends.

Population totals for individual age groups are shown from 1970 to 1990, followed by projections from 1995 to 2015.

1.5.1 Jackson County

Table 2-17

Jackson County Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	1,885	1,856	1,827	1,994	2,161
5 - 14	4,170	4,239	4,308	4,386	4,464
15 - 24	3,602	4,059	4,515	4,445	4,374
25 - 34	2,697	3,308	3,918	4,472	5,025
35 - 44	2,219	2,660	3,100	3,760	4,420
45 - 54	2,294	2,325	2,355	2,893	3,430
55 - 64	2,114	2,298	2,481	2,503	2,525
65 +	2,112	2,476	2,839	3,223	3,606
Source: U.S. Census, 1970, 1980, 1990.					

In 1970, the median age in Jackson County was 28.3 years old. Ten years later, the median age was 30.2 years old and increased to 32.8 years old by 1990. In 1970, the 5-14 age group was the largest in the county. As this generation of residents aged, they continued to comprise the county's largest age group ten years later in 1980 and into the 25-34 age group in 1990.

All Jackson County age groups grew consistently over the last twenty years except the 0-4 age group, which declined slightly during the 1970s. The 15-24 age group also declined during the 1980s. Some age groups increased faster than other groups. Residents in the two age groups ranging from 25 to 44 years old experienced the largest increases.

Table 2-18

Jackson County Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	2,358	2,469	2,704	3,008	3,400
5 - 14	4,986	5,556	5,888	6,213	6,912
15 - 24	4,674	5,247	5,976	6,657	7,135
25 - 34	5,258	5,209	5,539	6,213	6,968
35 - 44	5,224	6,173	6,499	6,460	6,857
45 - 54	4,376	5,363	6,368	7,544	8,027
55 - 64	3,019	4,013	5,278	6,460	7,693
65 +	4,037	4,553	5,409	6,805	8,808
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

In 1995, residents between the ages of 25 and 44 comprised the largest age groups in Jackson County. By 2015, the 65 and over age group should represent the largest age group, with the 45-54 and 55-64 groups ranking second and third, respectively. Throughout this twenty-year period, the 0-4 age group is expected to remain the county's smallest. In 2015, approximately 56 percent of all Jackson residents will be 44 or more years of age.

1.5.2 Arcade

In 1970, the 5-14 year old residents represented the single largest age group in Arcade. During the same year, the 45 to 54 and 65 and over age brackets were the least populous age groups. Twenty years later in 1990, the 65 and over age group remained the city's smallest group. In 1990, the 25-34 year olds comprised the largest age group, followed closely by those residents in the 5-14 and 15-24 age brackets. The median age in Arcade increased from 23.5 in 1970 to 29.3 in 1990.

Table 2-19

Arcade Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	38	29	20	40	59
5 - 14	45	47	49	86	123
15 - 24	40	34	27	65	102
25 - 34	39	40	41	96	150
35 - 44	22	26	29	64	99
45 - 54	14	21	27	51	74
55 - 64	22	14	6	28	49
65 +	14	19	24	33	41

Source: U.S. Census, 1970, 1980, 1990.

Projected future age distributions for Arcade show a significant increase in the city's 45 and over population, while the 0-4 population exhibits the smallest population increase of any age category. In 2015, the 65 and over age group should represent the largest age group in Arcade. The 45-54 age group should represent the second largest age group. None of the city's age groups should decline significantly over the next 20 years. In 2015, the median age in Arcade is expected to be 40 years old.

Table 2-20

Arcade Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	54	57	62	69	78
5 - 14	115	128	135	143	159
15 - 24	107	121	137	153	164
25 - 34	121	120	127	143	160
35 - 44	120	142	149	149	158
45 - 54	101	123	146	174	185
55 - 64	69	92	121	149	177
65 +	93	105	124	156	203

Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.

1.5.3 Braselton

Between 1970 and 1980, Braselton's population declined for all age groups except the 65 and over individuals. During 1980s, the population declined for the 5-14 and 45-54 age groups. The most significant growth was realized in the 0-4 and 65 and older age brackets. The median age in Braselton increased from 29.0 in 1970 to 35.2 in 1990, due largely to the sizeable decrease in the 5-14 population and the accompanying increase in the 65 and over population.

Table 2-21

Braselton Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	31	27	22	32	41
5 - 14	80	64	47	46	45
15 - 24	65	56	47	55	63
25 - 34	45	44	42	51	59
35 - 44	43	33	22	41	59
45 - 54	45	42	38	36	33
55 - 64	54	45	36	40	44
65 +	24	32	39	57	74

Source: U.S. Census, 1970, 1980, 1990.

Table 2-22

Braselton Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	31	34	39	45	53
5 - 14	66	77	85	93	108
15 - 24	62	73	86	100	111
25 - 34	70	72	80	93	109
35 - 44	69	86	94	97	107
45 - 54	58	75	92	113	125
55 - 64	40	56	76	97	120
65 +	54	63	78	102	137
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

Forecasts of Braselton's future population suggest a pattern similar to that of Jackson County and Arcade, with significant increases in the city's older population accompanied by much smaller gains in the younger age categories. Median age estimates are also expected to be consistent with those of Jackson County.

1.5.4 Commerce

Over the past two decades, Commerce's population increased by 406 people. During the 1970s, the 25-34 and 65 and older age groups increased the fastest. The 55-64 age group experienced the greatest decline, losing 141 people. Commerce's population aged slightly during the 1980s as the age brackets between 25 and 54 and 65 and older grew while all others declined. Commerce's median age increased slightly from 34.3 years old in 1970 to 37.5 years old in 1990.

Table 2-23

Commerce Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	295	309	322	287	252
5 - 14	609	594	579	575	571
15 - 24	592	618	643	587	531
25 - 34	412	486	559	566	573
35 - 44	334	353	372	443	514
45 - 54	446	421	395	421	446
55 - 64	617	547	476	417	357
65 +	451	599	746	805	864
Source: U.S. Census, 1970, 1980, 1990.					

Commerce's population is expected to increase significantly over the next twenty years. The city's age distribution should parallel Jackson County's age group trends. The number of Commerce residents over the age of 45 is expected to nearly triple by 2015, while the 44 and under population doubles. Again, the greatest population gains are expected in the 65 and over age category while the smallest increases are expected in the 0-4 age category.

Table 2-24

Commerce Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	341	380	440	519	621
5 - 14	722	856	959	1,073	1,262
15 - 24	673	808	973	1,150	1,302
25 - 34	761	802	902	1,073	1,272
35 - 44	756	951	1,058	1,115	1,252
45 - 54	633	826	1,037	1,303	1,465
55 - 64	437	618	859	1,115	1,404
65 +	584	701	881	1,175	1,608
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

1.5.5 Hoschton

Over the past twenty years, Hoschton's population grew by 133 people. During the 1970s, the middle-aged and older populations grew significantly. All age groups between 35 and 65 and older increased while the number of 25-34 year olds and those younger than 15 declined. During the 1980s, the 35-44 and 55-64 age groups declined in population and other groups gained population. The 25-34 year old age group increased more than all other groups combined. The median age in Hoschton increased slightly from 26.4 in 1970 to 31.1 in 1990.

Table 2-25

Hoschton Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	44	31	18	33	47
5 - 14	129	114	99	103	107
15 - 24	75	83	91	92	93
25 - 34	57	50	43	83	122
35 - 44	58	66	75	73	70
45 - 54	47	50	52	64	76
55 - 64	54	56	57	52	47
65 +	48	51	54	67	80
Source: U.S. Census, 1970, 1980, 1990.					

Hoschton should experience significant population growth over the next twenty years. As a result, the number of residents in all age groups should increase through 2015. The residents 45 year olds and older will experience the largest population increases.

Table 2-26

Hoschton Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	52	55	62	70	81
5 - 14	109	124	135	145	165
15 - 24	102	118	137	156	170
25 - 34	115	117	127	145	167
35 - 44	114	138	149	151	164
45 - 54	96	120	146	176	192
55 - 64	66	90	121	151	184
65 +	88	102	124	159	210
Source: NEGRDC, 1997; Based on U.S. Census 1970, 1980, 1990.					

1.5.6 Jefferson

Since 1970, Jefferson has accounted for the largest population increase of any city in Jackson County. During the 1970s, residents between 15 and 44 and 65 or older increased moderately while the remaining groups experienced slight population declines. During the 1980s, the 15-24 and 55-64 age groups experienced moderate population gains. All of the other age groups experienced considerable population increases which ranged from 40 to 80 percent. The median age in Jefferson increased slightly from 31.6 in 1970 to 34.1 in 1990.

Table 2-27

Jefferson Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	131	119	106	164	222
5 - 14	322	305	288	353	418
15 - 24	244	268	292	318	344
25 - 34	213	232	251	344	437
35 - 44	154	185	216	304	391
45 - 54	197	188	178	239	300
55 - 64	217	214	210	222	234
65 +	198	239	279	348	417
Source: U.S. Census, 1970, 1980, 1990.					

Table 2-28

Jefferson Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	276	391	548	779	1,129
5 - 14	587	881	1,193	1,609	2,294
15 - 24	547	832	1,211	1,724	2,368
25 - 34	619	826	1,122	1,609	2,313
35 - 44	615	978	1,317	1,673	2,276
45 - 54	515	850	1,290	1,954	2,664
55 - 64	355	636	1,069	1,673	2,553
65 +	475	722	1,096	1,762	2,923
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

Jefferson's population should increase significantly over the next twenty years. This will result in substantial population increases among all age groups. Similar to other cities in Jackson County, Jefferson residents who are 45 and older will experience the greatest population gains. Slower population growth should occur for the city's younger residents. The median age should increase and parallel the county's aging trends.

1.5.7 Nicholson

Over the last two decades, Nicholson's population increased by 138 people. During the decade of the 1970s, all age groups except for the 5-14 year olds gained population. The most significant gain was in the 15-24 age group. The average gain per group was 28 people. Nicholson's population grew at a slower rate during the 1980s and actually began to decline by 1990. Population gains by the 5-14, 25-34 and 55-64 age groups were offset by losses from the remaining groups resulting in a net loss of 19 people. The median age in Nicholson increased from 28.9 in 1970 to 32.7 in 1990.

Table 2-29

Nicholson Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	25	33	41	40	39
5 - 14	90	78	65	73	81
15 - 24	65	94	122	102	82
25 - 34	56	68	79	89	99
35 - 44	56	67	78	78	78
45 - 54	38	57	75	62	49
55 - 64	38	43	48	49	49
65 +	36	53	70	64	58
Source: U.S. Census, 1970, 1980, 1990.					

Table 2-30

Nicholson Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	42	43	47	51	58
5 - 14	88	97	102	106	117
15 - 24	82	92	103	114	121
25 - 34	93	91	96	106	118
35 - 44	92	108	112	111	116
45 - 54	77	94	110	129	136
55 - 64	53	70	91	111	130
65 +	71	80	93	116	149
Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.					

Future projections indicate that Nicholson's population should increase at a slower rate than the majority of Jackson County. The city's population is projected to increase by only about 58% through the year 2015. The age groups ranging from 45 to 65 and older should account for a majority of this population growth.

1.5.8 Pendergrass

During the 1970s, the 0-4 and 45-54 age groups declined in population, while the remaining groups increased by an average of 11 persons. During the 1980s, the population of the 0-4, 5-14, 25-34 and 55-64 age groups decreased by a combined total of 48 persons. The remaining age groups increased by 35 people which resulted in a city net decline of 13 people. The median age in Pendergrass increased from 24.8 in 1970 to 33.8 in 1990.

Table 2-31

Pendergrass Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	31	27	22	22	21
5 - 14	49	53	56	48	39
15 - 24	53	55	57	58	59
25 - 34	37	43	49	42	34
35 - 44	22	26	29	38	46
45 - 54	33	29	24	30	36
55 - 64	20	31	42	35	27
65 +	18	25	32	34	36

Source: U.S. Census, 1970, 1980, 1990.

Table 2-32

Pendergrass Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	23	25	27	30	34
5 - 14	50	56	59	63	70
15 - 24	46	52	60	67	72
25 - 34	52	52	56	63	71
35 - 44	52	62	65	65	69
45 - 54	44	54	64	76	81
55 - 64	30	40	53	65	78
65 +	40	46	54	69	89

Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.

Future projections indicate that Pendergrass's population should grow at a slower rate than much of Jackson County. However, the age distribution should be similar to other cities in the county, with the most rapid growth occurring in the 45 and older age groups.

1.5.9 Talmo

Reliable information on the age distribution of Talmo's population is unavailable for years prior to 1990. Table 2-33 presents the age distribution of Talmo's population in 1990. The largest component of the city's population in 1990 was persons 65 and over, followed by the 25-34 and 45-54 age groups respectively. In contrast, the smallest component of Talmo's population was the 0-4 age group, which consisted of only 2 persons.

Table 2-33

Talmo Population by Age 1970 - 1990					
Age Group	1970	1975	1980	1985	1990
0 - 4	--	--	--	--	2
5 - 14	--	--	--	--	25
15 - 24	--	--	--	--	19
25 - 34	--	--	--	--	34
35 - 44	--	--	--	--	17
45 - 54	--	--	--	--	32
55 - 64	--	--	--	--	14
65 +	--	--	--	--	37

Source: U.S. Census, 1990.
-- Data not available.

Table 2-34

Talmo Projected Population by Age 1995 - 2015					
Age Group	1995	2000	2005	2010	2015
0 - 4	15	16	17	19	21
5 - 14	31	35	37	39	44
15 - 24	29	33	38	42	45
25 - 34	33	33	35	39	44
35 - 44	33	39	41	41	43
45 - 54	28	34	40	48	51
55 - 64	19	25	33	41	48
65 +	25	29	34	43	55

Source: NEGRDC, 1997; Based on U.S. Census, 1970, 1980, 1990.

Future projections indicate that Talmo's population should grow by about 65 percent over the next two decades. As with the other cities in Jackson, the majority of this growth will be among Talmo's 45 and older population with slower growth predicted for the younger age groups. The median age in Talmo should reach 40 by the year 2015.

The age shifts in population will have important planning implications for each jurisdiction. It will be important for each area of the county to plan for the economic, housing and human services needs of its citizens. Specifically, these needs could include job training, educational services and facilities, housing for the elderly, health centers and cultural facilities.

Table 2-35 shows the median age for Jackson County and its cities from 1970 to 1990. Median age projections to the year 2015 are based on the age distribution projections from Section 2-4.

Table 2-35

Median Age Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1970 - 2015									
Year	Jackson Co.	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
1970	28.3	23.5	29.0	34.3	26.4	31.6	28.9	24.8	NA
1975	29.4	26.3	30.7	34.1	29.6	32.9	31.2	27.3	NA
1980	30.2	28.9	32.4	33.9	33.6	33.9	32.7	29.3	NA
1985	31.7	29.3	34.0	35.8	31.7	34.0	32.2	31.2	NA
1990	32.8	29.3	35.2	37.5	31.1	34.1	32.7	33.8	40.9
1995	34.5	34.5	34.5	34.5	34.5	34.5	34.5	34.5	34.5
2000	36.3	36.3	36.3	36.3	36.3	36.3	36.3	36.3	36.3
2005	37.6	37.6	37.6	37.6	37.6	37.6	37.6	37.6	37.6
2010	39.0	39.0	39.0	39.0	39.0	39.0	39.0	39.0	39.0
2015	40.0	40.0	40.0	40.0	40.0	40.0	40.0	40.0	40.0

Source: U.S. Census, 1970, 1980, 1990; NEGRDC, 1997.

1.6 Population by Race

Tables 2-36 thru 2-39 report the racial composition totals and percentages for Jackson County and its cities.

Table 2-36

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Number of Residents 1970 - 1980									
	1970			1975			1980		
	White	Black	Other	White	Black	Other	White	Black	Other
Jackson County	18,537	2,688	17	21,138	2,772	32	22,678	2,754	37
Arcade	228	0	1	226	0	1	223	0	0
Braselton	378	7	1	336	4	1	293	0	0
Commerce	3,092	606	4	3,276	612	9	3,460	618	14
Hoschton	448	61	0	440	60	0	431	58	0
Jefferson	1,079	568	0	1,231	503	0	1,382	438	0
Nicholson	392	5	0	485	3	0	578	0	0
Pendergrass	263	4	0	287	2	0	311	0	0
Talmo	NA	NA	NA	NA	NA	NA	NA	NA	NA

Source: U.S. Census, 1970, 1980. Estimates by NEGRDC, 1975.

Table 2-37

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Number of Residents 1985 - 1990						
	1985			1990		
	White	Black	Other	White	Black	Other
Jackson County	24,619	2,785	102	27,106	2,931	118
Arcade	436	23	1	649	46	2
Braselton	346	10	0	398	20	0
Commerce	3,451	622	28	3,442	625	41
Hoschton	504	58	4	577	58	7
Jefferson	1,775	509	8	2,168	580	15
Nicholson	556	1	0	533	2	0
Pendergrass	305	0	0	298	0	0
Talmo	NA	NA	NA	189	0	0

Source: U.S. Census, 1980, 1990. Estimates by NEGRDC, 1985.

The percentage of white residents in Jackson County increased by 2.6 percent over the last two decades. During the same time period, the black population decreased by 3.0 percent to comprise 9.7 percent of the county's population in 1990.

Prior to 1980, no black or other minority (Hispanic, Asian, Native American, etc.) residents resided in Arcade. However, in 1990, the number of black residents totaled 46 or 6.6 percent of the city's population.

In 1970, Braselton's white residents represented 97.9 of the city's population. Black residents and other races comprised 1.8 and 0.3 percent respectively. In 1980, the minority population declined to zero. However, by 1990, the black population comprised 4.8 percent of the city's population.

Commerce's black population declined from 16.4 percent in 1970 to 15.1 percent in 1980 and remained relatively constant at 15.2 percent during the 1980s. The percentage of residents of other races was 1.0 percent or less over the twenty-year period. The percentage of white residents remained constant and ranged from a low of 83.5 to a high of 84.2 percent.

Table 2-38

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Percentage of Residents 1970 - 1980									
	1970			1975			1980		
	White	Black	Other	White	Black	Other	White	Black	Other
Jackson County	87.3	12.7	0.1	88.3	11.6	0.1	89.0	10.8	0.1
Arcade	99.5	0.0	.05	99.5	0.0	.05	100.0	0.0	0.0
Braselton	97.9	1.8	0.3	98.5	1.2	0.3	100.0	0.0	0.0
Commerce	83.5	16.4	0.1	84.1	15.7	0.2	84.6	15.1	0.3
Hoschton	88.0	12.0	0.0	88.0	12.0	0.0	88.1	11.9	0.0
Jefferson	65.5	34.5	0.0	71.0	29.0	0.5	75.9	24.1	0.0
Nicholson	98.7	1.3	0.0	99.4	0.6	0.0	100.0	0.0	0.0
Pendergrass	98.5	1.5	0.0	99.3	0.7	0.0	100.0	0.0	0.0
Talmo	NA	NA	NA	NA	NA	NA	NA	NA	NA

Source: U.S. Census, 1970, 1980. The 1975 calculations by NEGRDC, 1997.

In 1970, the population of Hoschton was 88.0 percent white and 12.0 percent black. Similar percentages existed in 1980. By 1990, the percentage of white residents in Hoschton increased slightly to 89.9 percent. The percentage of blacks declined to 9.0 percent.

Over the twenty years surveyed, Jefferson's black population was consistently higher than any other city in Jackson County. The black population ranged from a high of 34.5 percent in 1970 to 24.1 percent in 1980 and a low of 21.0 percent by 1990. Over this same time period, the white population grew from 65.5 percent in 1970 to 75.9 in 1980 and 78.5 percent in 1990.

Nicholson's white population represented nearly 100 percent of the city's residents between 1970 and 1990. White population percentages ranged from a low of 98.7 percent in 1970 to a high of 100.0 percent in 1980. Nicholson's black population accounted for the remainder of the population.

In 1970, white residents comprised 98.5 percent of the population in Pendergrass and black residents 1.5 percent. In 1980 and 1990, no black people or other minorities resided in the city.

Census estimates for the racial composition of Talmo's population are unavailable for 1970 and 1980. In 1990, the census reported that 100.0 percent of Talmo's 189 residents were white.

Table 2-39

Racial Composition of Population Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo Percentage of Residents 1985 - 1990						
	1985			1990		
	White	Black	Other	White	Black	Other
Jackson County	89.5	10.1	0.4	89.9	9.7	0.4
Arcade	94.8	5.0	0.2	93.1	6.6	0.3
Braselton	97.2	2.8	0.0	95.2	4.8	0.0
Commerce	84.2	15.2	0.6	83.8	15.2	1.0
Hoschton	89.0	10.2	0.7	89.9	9.0	1.1
Jefferson	77.4	22.2	0.4	78.5	21.0	0.5
Nicholson	99.8	0.2	0.0	99.6	0.4	0.0
Pendergrass	100.0	0.0	0.0	100.0	0.0	0.0
Talmo	NA	NA	NA	100.0	0.0	0.0

Source: U.S. Census, 1980, 1990. The 1985 estimates by NEGRDC.

1.7 Education

The educational attainment levels for residents of Jackson County from 1970 to 1990 were compared with data from surrounding counties and the State of Georgia in the following three tables. The counties selected for purposes of comparison were Clarke, Barrow, Oconee, Oglethorpe and Madison.

Between 1970 and 1990, a greater percentage of Jackson County residents achieved higher educational levels. The percentage of Jackson residents who completed only elementary school has declined since 1970 and the percentage of residents who completed only a portion of high school increased. The percentage of residents who attended and completed college also increased.

In 1970, 51.1 percent of all Jackson County's residents did not advance past elementary school (grades 0-8). By 1990, the percentage declined to 20.2 percent. During the 1970s and 1980s, the percentage of Jackson's residents whose highest educational level was some high school increased from 19.5 percent to 25.4 percent. During the same time period, Jackson's percentage of students advancing past high school rose from 10.1 percent to 22.7 percent. When compared with neighboring counties, this increase was average but lower than the state average.

In 1970, only 5.1 percent of all Jackson County residents completed 1-3 years of college. Twenty years later, this percentage had increased to 13.7 percent. Compared with surrounding counties, Jackson ranked fourth out of six counties in this attainment category. The state average in 1990 was 22.0 percent.

The percentage of Jackson County residents who completed four or more years of college nearly doubled from 1970 to 1990. In 1970, only 5.0 percent of residents completed four or more years of college. However, twenty years

later, this percentage increased to 9.0 percent. Madison ranked significantly behind the state average and last among its neighboring counties.

Note: Comparable educational data is only available at the county level.

Table 2-40

Educational Attainment Comparison for 1970 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	51.1	25.3	47.1	41.1	53.7	47.4	36.0
High School (1-3 yrs.)	19.5	13.4	27.1	19.4	26.4	29.5	23.0
High School (4 + yrs.)	19.2	21.6	15.7	23.4	12.7	15.5	22.0
College (1-3 yrs.)	5.1	11.9	5.1	7.0	3.9	5.0	9.0
College (4 + yrs.)	5.0	27.8	5.0	9.1	3.3	2.7	9.0
Source: DCA Data Book, 1994.							

Table 2-41

Educational Attainment Comparison for 1980 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	33.9	17.3	34.5	20.7	32.8	31.8	23.7
High School (1-3 yrs.)	25.4	15.3	27.8	19.2	24.6	25.6	19.9
High School (4 + yrs.)	25.3	20.0	21.8	26.3	26.1	26.7	28.5
College (1-3 yrs.)	7.5	12.4	8.4	12.6	7.0	7.5	13.3
College (4 + yrs.)	8.0	35.0	7.5	21.2	9.5	8.4	14.6
Source: DCA Data Book, 1994.							

Table 2-42

Educational Attainment Comparison for 1990 Highest Educational Level Completed Percent of Persons Age 25 and Older Jackson County, Surrounding NEGRDC Counties and Georgia							
Years Completed	Jackson County	Clarke County	Barrow County	Oconee County	Oglethorpe County	Madison County	State of Georgia
Elementary School (0-8)	20.2	9.8	16.1	9.8	17.1	18.2	12.0
High School (1-3 yrs.)	25.3	13.1	25.0	13.1	21.1	22.0	17.0
High School (4 + yrs.)	31.9	22.6	32.0	27.2	36.7	37.1	29.7
College (1-3 yrs.)	13.7	16.9	17.6	21.4	12.3	12.9	22.0
College (4 + yrs.)	9.0	37.5	9.2	28.4	12.8	9.7	19.3
Source: DCA Data Book, 1994.							

Over the past 20 years, Jackson County's educational attainment levels have improved. However, they continue to rank below average in comparison to surrounding counties and the state.

1.7.1 Educational Attainment Indicators: Dropout Rate, Standard Test Scores, and Percent Continuing to Post Secondary Education.

Table 2-43

Educational Attainment Indicators Jackson County: 1987 - 1991					
Indicators	1987	1988	1989	1990	1991
K-12 Dropout Rate	2.4%	3.3%	3.0%	3.0%	3.3%
Average High School Achievement Test Scores	650	652	648	659	658
Percent of Post-Secondary Students*	43.2	44.1	43.8	46.2	48.7

Source: Georgia Department of Education, 1987-1991. The Georgia County Guide, 1987-1991.

*Students entering a vocational school or a college after High School graduation.

Table 2-44

Educational Attainment Indicators State of Georgia: 1987 - 1991					
Indicators	1987	1988	1989	1990	1991
K-12 Dropout Rate	2.1%	2.0%	2.0%	2.0%	1.8%
Average High School Achievement Test Scores	653	655	654	659	660
Percent of Post-Secondary Students*	49.0	51.9	52.6	54.5	55.2

Source: Georgia Department of Education, 1987-1991. The Georgia County Guide, 1987-1991.

*Students entering a vocational school or a college after High School graduation.

Dropout Rate

The dropout rate listed for Jackson County and Georgia shows the percentage of students who dropped out of grades kindergarten through twelfth grade.

Between 1987 and 1991, Jackson's average dropout rate was 3.0 percent. In 1987, Jackson's dropout rate was the lowest in the county's recorded five-year period. In 1991, the dropout rate rose to 3.3 percent, the highest in the five-year period. Jackson's dropout rate was consistently higher than the state average of 1.98 during the five-year period.

Standard Achievement Test Scores

Average high school achievement tests are administered to all high school students in Georgia. This test measures academic progress and is one of many tools used to assess the county school system. Jackson County's test scores have varied little over the last four years. Jackson's average test scores were similar to the state's average test scores.

Percentage Continuing to Post Secondary Education

The final educational attainment indicator is the percentage of high school students who continued their education upon graduation from high school. An accredited college or vocational/technical school is considered post secondary education. Between 1987 and 1991, the percentage of Jackson County students entering post secondary education increased. In 1987, 43.2 percent of all high school graduates entered a post secondary institution. In 1991, the percentage of post-secondary students rose to 48.7 percent. The percentage of Georgia students entering post secondary schools was greater than Jackson County's for the recorded five-year period.

1.8 Per Capita Income

Table 2-45 shows per capita income for Jackson County, its eight cities, and the state. All dollar amounts were adjusted to 1982-1984 constant dollar figures (Statistical Abstract of the United States, 1996, pp.479-483) to neutralize the effects of inflation over time.

During the 1970s, Jackson County's per capita income was lower than the state average. In 1980, the county's per capita income was \$6,555 and the state's was \$7,769. In the same year, Jackson County's cities' average per capita was \$7,202, slightly less than the county total and significantly less than the state's per capita income.

By 1990, most cities in Jackson County made some progress in reducing the income disparity gap. Only Braselton and Pendergrass reported decreases in per capita income during the 1980s. Jackson County's per capita income increased at a faster rate than any municipality in the county except Arcade. Nevertheless, during the 1980s, the county's per capita income remained much lower than the state average.

Table 2-45

Per Capita Income Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia 1970 - 1990					
Area	1970	1975	1980	1985	1990
Jackson Co.	5,619	6,087	6,555	7,442	8,328
Arcade	NA	NA	5,488	6,260	7,031
Braselton	NA	NA	7,761	7,616	7,471
Commerce	5,722	6,499	7,235	7,553	7,870
Hoschton	NA	NA	7,824	8,249	8,674
Jefferson	NA	NA	7,159	8,058	8,957
Nicholson	NA	NA	7,330	7,671	8,011
Pendergrass	NA	NA	7,620	7,102	6,584
Talmo	NA	NA	NA	NA	NA
Georgia	6,827	7,298	7,769	9,099	10,429
Source: U.S. Census, 1970, 1980, 1990. NA - Not available Note: All dollar amounts have been converted to constant dollars, Index: CPI-U, 1982-1984 = \$1.00.					

1.9 Household Income

Average household income is shown for Jackson County, its eight cities and the state in table 2-46. All dollar amounts are converted to 1982-1984 constant dollar figures (Statistical Abstract of the United States, 1996, pp. 479-483).

In 1970, Jackson County's average household income was \$19,6550. This amount was 19.6 percent lower than the state's average of \$24,461. In 1980, the county's average household income declined slightly to \$18,944. During the same time, the state's average was \$22,358. By 1990, the income gap between the state and Jackson had widened. Jackson's average household income was \$22,640 which was 19.6 percent below the state's average of \$28,164.

During the 1970s, the adjusted average household income in Jackson County decreased by \$355. Between 1980 and 1990, household income increased by 19.5 percent which almost kept pace with the state's average of 25.9 percent. Interestingly, the average household income for Jackson's cities declined by an average of 13.0 percent during the 1980s. Only Arcade's average household income increased during this time. The decline in household income from Jackson's municipalities indicated that the unincorporated areas of the county accounted for the county's increase in household income.

Table 2-46

Average Household Income Jackson County, Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass, Talmo and Georgia 1970 - 1990					
Area	1970	1975	1980	1985	1990
Jackson Co.	19,655	19,300	18,944	20,792	22,640
Arcade	NA	NA	15,731	17,430	19,128
Braselton	NA	NA	23,271	19,891	16,510
Commerce	15,773	17,278	18,783	17,671	16,558
Hoschton	NA	NA	21,624	20,567	19,510
Jefferson	NA	NA	19,436	19,302	19,168
Nicholson	NA	NA	22,301	21,480	20,658
Pendergrass	NA	NA	21,734	17,699	13,663
Talmo	NA	NA	NA	NA	24,547
Georgia	24,461	23,410	22,358	25,261	28,164
Source:	U.S. Census, 1970, 1980, 1990. NA - Not available				
Note:	All dollar amounts have been converted to constant dollars, Index: CPI-U, 1982-1984 = \$1.00.				

1.10 Distributions of Households by Income

The distribution of households by income groups for Jackson County, its cities and the state are shown in Tables 2-47 and 2-48. The income distribution for Jackson County and Georgia is shown in Table 2-47.

Table 2-47

Percentage Distribution of Households by Income Jackson County and Georgia 1990		
Income Groups	Jackson County	Georgia
< \$5,000	7.4	7.9
\$5,000 - \$9,999	8.8	8.9
\$10,000 - \$14,999	11.4	8.6
\$15,000 - \$24,999	21.3	17.7
\$25,000 - \$34,999	19.4	16.2
\$35,000 - \$49,999	17.4	17.8
\$50,000 - \$74,999	10.8	14.4
\$75,000 - \$99,999	2.3	4.6
\$100,000 - \$149,999	0.9	2.4
\$150,000 and above	0.4	1.4
Source: U.S. Census, 1990.		

In 1990, 48.9 percent of all households in Jackson County earned less than \$25,000 per year compared with 43.1 percent for the state average. Jackson's middle income households that earned between \$25,000 and \$74,999 was 47.6 percent and comparable to Georgia's 48.4 percent. Only 3.6 percent of Jackson's households earned more than \$75,000 a year compared to 8.4 for the Georgia average.

Table 2-48 compares the 1990 distribution of household income for Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, and Pendergrass. The city of Talmo is excluded from these rankings due to unavailability of data. The income threshold categories for the cities are different from the county and state due to availability of data.

Table 2-48

Percentage Distribution of Households by Income Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson, Pendergrass and Talmo 1990								
Income Groups	Arcade	Braselton	Commerce	Hoschton	Jefferson	Nicholson	Pendergrass	Talmo
< \$5,000	6.4	8.0	10.4	4.9	10.1	8.0	9.3	NA
\$5,000 - \$9,999	5.5	12.0	10.6	8.0	9.7	11.5	10.2	NA
\$10,000 - \$14,999	15.0	12.0	12.9	16.1	11.0	13.0	16.7	NA
\$15,000 - \$24,999	23.2	27.4	24.0	18.7	19.2	15.5	39.8	NA
\$25,000 - \$34,999	23.2	14.0	15.5	21.9	13.8	13.0	6.5	NA
\$35,000 - \$44,999	10.9	10.6	10.2	10.2	13.9	10.5	6.5	NA
\$45,000 - \$54,999	6.8	7.4	6.2	6.7	11.3	17.5	0.9	NA
\$55,000 - \$74,999	7.3	6.0	7.0	9.4	6.1	9.0	6.5	NA
\$75,000 - \$99,999	4.5	1.3	2.8	0.4	3.5	1.0	3.7	NA
\$100,000 and above	0.0	1.3	0.5	3.6	1.6	1.0	0.0	NA
Source: U.S. Census, 1990; DCA Data Book, 1994.								

Among Jackson's cities, Pendergrass accounted for the greatest percentage of households (76.0) that earned less than \$25,000 per year. Contrary to Pendergrass, in Hoschton, only 47.7 percent of households earned less than \$25,000 per year. Nicholson accounted for the largest percentage (50.0) of middle-income households which earned between \$25,000 and \$75,000 per year. However, Nicholson also had the smallest percentage of households that earned more than \$75,000 per year. Pendergrass, due to the large percentage of households that earned less than \$25,000 per year, accounted for the smallest percentage (20.4) of middle-income households. Jefferson comprised the largest percentage (5.1) of households that earned more than \$75,000 per year.