

Chapter 3: Economic Development

ECONOMIC DEVELOPMENT

1.1 Introduction

The purpose of the Economic Development section is to identify local economic development trends. This chapter examines the local economic base, the labor force, economic programs, tools and resources that are available to promote economic development. This information is analyzed to evaluate a community's economic strengths and weaknesses. The economic assessment will determine the adequacy of local economic programs and the suitability of extant employment for the local labor force. The analysis includes strategies recommended by the economic development advisory committee to strengthen the local economy and improve quality of life. In a subsequent section of the plan, a strategy of goals and policies directs the future economic development of the community recommended by the committee.

Note: Much of the economic data in this element is available only at the county level. Municipal data for Arcade, Braselton, Commerce, Hoschton, Jefferson, Nicholson and Pendergrass are included where it is available and comparable to the county and state data during the same period. Furthermore, an area's economic development must be regarded and addressed in broad range. Most local municipal economies do not function in economic isolation but interact with several economies that shape and determine the overall economy of an area or county.

1.2 General Overview of the Economy in Jackson County

Jackson County experienced strong economic growth over the last decade compared with other counties in the Northeast Georgia region. Taxable sales, a common barometer used to measure an area's economic growth, totaled \$435.5 million in 1994. This ranked second among the eleven counties in the Northeast Georgia region and 30th among 159 counties in Georgia. Between 1979 and 1990, taxable sales increased by 198 percent. Taxable sales are indicators of goods and services produced and consumed at the local level. They show revenue retained through local economic activity. Taxable sales do not include goods and services produced locally and exported elsewhere for consumption.

Between 1984 and 1989, Jackson's government revenues increased 197 percent. In 1989, Jackson's revenue total ranked third in the region behind Clarke and Walton counties. In the same year, sales tax, the single largest source of revenue in the county, accounted for 36.2 percent of the county's revenue. Property taxes, the second largest source of county revenue, accounted for 24.9 percent (lowest percent in the region).

Jackson County ranked 39th out of 159 counties and fourth in the region in the 1994 master economic indicator. The master economic indicator measures personal adjusted gross income, sales tax receipts, motor vehicle tags and assessed property value. Personal adjusted income is the amount of earned income (salaries or wages) but not including rent, interest or dividend income.

Total personal income includes earned income plus income from secondary sources (i.e., rent, interest and dividend income). Between 1993 and 1994, Jackson's total personal income increased by 8.2 percent, compared with a state average of 7.3 percent. The county ranked 45th in the state and fifth in the region in 1994 total personal income. From 1989 to 1994, total personal income in Jackson County increased by 39.3 percent.

The number of business establishments in Jackson increased by 23.6 percent from 1988 to 1993. This five-year growth rate matched Walton County as the highest increase in the region. Over the same period, the number of employees working in Jackson increased by 3.3 percent. Much of Jackson's business growth is the result of a significant increase in the number of small businesses.

Jackson's economy has fared better than most counties in the region. However, Jackson typically ranks below Clarke, Newton and Walton in many economic categories. Clarke, Newton and Walton counties have larger populations and more urban development. Interstate 20 serves as an impetus for economic growth in Newton County. The University

of Georgia is prominent in Clarke's economic success. Walton's growth is influenced by Gwinnett and Clarke counties. Jackson County's retail sales rank high due to its proximity to Interstate 85 and availability of shopping attractions. Although much of Jackson is rural, the county has experienced steady population and economic growth over the last decade. Its proximity to Clarke and Gwinnett counties will serve as a strong stimulus for future growth. Western Jackson County is already experiencing spillover growth from neighboring Gwinnett County. Future business expansion will likely occur along highways 441, and 129, and Interstate 85.

ECONOMIC BASE

1.3 Sector Employment: 1970 to 1990

Employment and earnings sector dependence measure the extent to which an area's economy is dependent on a particular sector for total employment or earnings. Between 1970 and 1990, Jackson's farming employment dependence declined from 13.5 percent to 9.1 percent. Other sectors grew at a faster rate, and as a result, farming dependence declined. However, during this period, the number of farming jobs increased by 4.5 percent. In 1990, the farming sector ranked fifth in the county in employment dependence. Jackson ranked highest in the region in total number of farming jobs. However, over the last twenty years, Jackson's crop production and harvested farmland has declined due to an increase in poultry production and other types of land development. Poultry production is very important to Jackson's agricultural sector. In 1994, Jackson was the top Georgia producer for commercial layers. Jackson also ranked the fifth highest producer of commercial broilers in the state. Wayne Poultry, the number one employer in Jackson County, employs 1,200 people.

The agricultural service sector includes fishing, forestry and other agricultural services. Poultry/cattle, lumber and farming industries provide secondary employment opportunities for the agricultural services sector. Over the past two decades, Jackson's agricultural services employment dependence has increased from 0.3 to 0.9 percent. Job growth in this sector ranked fifth in the region. Poultry, cattle and timber production were primarily responsible for the sector's growth. In 1993, Jackson's total timber income ranked 99th in the state. Jackson's average annual timber income totaled 3.6 million dollars in 1995. The timber industry provides secondary employment for other industries that manufacture and sell wood products. In 1993, eleven wood-using industries operated in the county.

Over the last twenty years, mining employment has not been a significant factor in Jackson's economy. In fact, between 1970 and 1990, no mining jobs existed in Jackson. As a result, Jackson ranked last in the region in mining employment dependence.

Table 3-1

Jackson County Employment by Sector: 1970-1990 (Percent of Total Jobs)					
Sectors	1970	1975	1980	1985	1990
Farming	13.5	13.1	13.3	12.3	9.1
Agricultural Services	0.3	0.6	0.7	0.8	0.9
Mining	0.0	0.0	0.0	0.0	0.0
Construction	3.5	4.8	3.4	6.3	5.3
Manufacturing	40.6	34.9	33.6	28.8	30.5
Transportation, Communication, Public Utilities	4.3	4.0	4.0	4.8	5.1
Wholesale Trade	1.1	3.1	3.7	3.8	5.2
Retail Trade	11.8	11.1	12.7	14.5	14.9
Finance, Insurance, and Real Estate	2.6	4.3	4.1	4.3	4.6
Services	11.0	11.1	10.7	11.3	11.0
Federal Government - Civilian	1.2	1.1	0.6	0.6	0.6
Federal Government - Military	1.7	1.3	1.1	1.3	1.0
State and Local Government	7.9	10.1	11.1	10.5	11.3

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Construction activity is usually cyclical and dependent on the overall economy. Specifically, it depends on interest rates, credit availability, housing demand and business growth. The status and fluctuation of the economy can make employment in this sector very unpredictable. Over the last twenty years, Jackson's construction employment dependence has increased. Since 1970, Jackson's construction employment increased more than 237 percent. In 1990, construction jobs accounted for 5.3 percent of all county jobs. Jackson ranked fifth in the region (behind Clarke, Newton, Walton and Barrow) in construction employment. In 1993, approximately 92 construction companies operated in the county, of which, 57 employed four employees or less.

Since 1970, Jackson's manufacturing employment dependence has declined by approximately 10 percent. During this time, the number of manufacturing jobs in the county fluctuated, but increased by 17 percent or 561 new jobs. In 1970, this sector accounted for more than 40 percent of all jobs in the county. Twenty years later, employment dependence declined to 30.5 percent. Nevertheless, in 1990, the manufacturing sector was still the largest employer in the county. Jackson's manufacturing sector ranked third in the region (behind Clarke and Newton) in number of manufacturing employees.

Table 3-2

Top Five Manufacturing Industries in Jackson County: 1995			
Company	Products	Location	Number of Employees
Wayne Poultry	Poultry	Pendergrass	1,200
Mitsubishi	Electronic Components	Braselton	1,050
Baker & Taylor	Book manufacturer	Commerce	450
ConAgra	Food Processor	Jackson County	300
Mission Foods	Food Processor	Jefferson	280

Source: Jackson County Industrial Development Authority, 1997.

In 1994, Jackson's manufacturing sector consisted of 49 businesses. Thirteen of these establishments employed fifty or more employees. The county's manufacturing sector is a myriad of companies manufacturing various products. Some of these companies are involved in labor intensive operations which do not require a high degree of skill. However, they do provide necessary employment to a certain segment of the population. Nevertheless, some low skill jobs are in constant danger of being exported overseas where labor costs are less expensive.

The Transportation, Communication and Public Utilities (TCU) sector typically reflects an area's economic and population status. When the population increases or economic expansion occurs, the demand for infrastructure services usually increases. Although between 1970 and 1990, TCU employment dependence grew by less than 1 percent, the number of jobs increased from 354 in 1970 to 654 twenty years later.

The wholesale trade sector represents a link between raw materials, manufacturing and retail operations. This sector's growth is indicative of an area's economic expansion, supply and demand growth and other market conditions. Between 1970 and 1990, wholesale trade employment dependence and number of jobs increased dramatically. During this period, wholesale employment dependence increased from 1.1 to 5.2 percent, while the number of wholesale related jobs grew by 600 percent or 571 jobs. In 1990, the sector employed 666 people, the largest in the region.

The number of retail jobs increased by 97.1 percent over the last twenty years. In 1994, more than 2,000 people were employed by 214 retail businesses. Retail was the second largest employment sector in the county. Jackson ranked fifth in the region (behind Clarke, Newton, Walton and Barrow) in number of retail jobs.

Between 1970 and 1975, Finance, Insurance and Real Estate (F.I.R.E.) employment dependence grew from 2.6 to 4.3 percent. Since 1975, employment dependence has remained stable through 1990. However, the number of F.I.R.E. jobs increased by 170 percent, from 219 to 591 during that time. Other sectors in the local economy have grown faster thus causing little dependence change despite actual job growth. F.I.R.E. employment growth is typically reflected in an area's total population growth. Jackson's F.I.R.E. sector kept pace with the county's population increase over the last twenty years. In 1990, Jackson's employment dependence was slightly below the regional average of 5.6 percent.

Over the last two decades, Jackson's service sector has been a vital part of the local economy. The service sector accounts for the second largest number of businesses in the county. Employment dependence has remained steady at approximately 11 percent for the past two decades. Between 1970 and 1990, the number of service jobs increased by 56 percent or about 500 jobs. In 1990, this sector provided more than 1,400 jobs, which ranked sixth out of eleven counties in the region.

Over the past twenty years, civilian federal government employment dependence has declined from 1.2 to 0.6 percent as the actual number of jobs in this sector decreased from 102 to 88. In 1990, this sector comprised the smallest employment dependence in the county, except for mining jobs, which were nonexistent. Jackson ranked sixth in the region in number of civilian federal government jobs.

Since 1970, the number of federal military government jobs in Jackson has slightly declined. In 1990, the sector employed 133 people, a decrease of 7 jobs since 1970. Sector dependence declined from 1.7 percent to 1.0 percent during this time.

The number of state and local government jobs increased from 651 in 1970 to 1,442 in 1990, an increase of 122 percent. By 1990, this sector was the third largest employment sector in the county. The number of local government jobs ranked fourth in the region behind Clarke, Newton and Walton counties.

Jackson's significant urban areas (Commerce and Jefferson) and infrastructure networks have stimulated economic development in the county. Jackson lacks many economic advantages from which Barrow and Walton benefit due to their proximity to the Atlanta area. However, the county does benefit from its close association with the Athens-Clarke County economy. Also, the presence of Interstate 85 should have a profound impact on future economic growth in Jackson. Statistically, Jackson trails Clarke, Newton and Walton counties in many economic categories. These counties have larger populations and more resources at their disposal. Geographically, Jackson is partially insulated from the leading edge of urban and suburban sprawl by its neighboring counties. Land use and economic policy decisions will heavily influence Jackson's future growth and economic success. Development in Jackson County will also depend on growth patterns in neighboring counties. Jackson's rural landscape may provide an attractive alternative to escalating urbanization occurring in adjacent counties.

Distinct similarities exist when comparing Jackson's employment sector dependence with that of Georgia's sector dependence. The state's employment dependence was concentrated in the services, retail trade, manufacturing, and state and local government sectors. Jackson's employment dependence was also in these same categories, although manufacturing ranked first, followed by retail trade, state and local government and services. Generally, Georgia's sectoral employment was more diverse than Jackson's employment dependence.

From 1970 to 1990, the service sector was the fastest growing sector in Georgia in terms of employment dependence. In 1990, service-related industries provided the largest number of employment opportunities. Service growth is an evolving trend due to an increase in new technologies and marketing strategies. The information age of computers, management services, health services and recreation services is replacing more traditional, industrial manufacturing. During this time, wholesale trade and state and local government employment dependence increased the fastest in Jackson County, while the service sector remained stable. Jackson and Georgia's manufacturing employment dependence, since 1970, have declined. However, the actual number of manufacturing jobs increased by 17 percent in Jackson and by 20 percent at the state level. Other sectors in the state's economy have grown at a faster rate which caused a decline in manufacturing dependence. The slow manufacturing growth in Georgia is a result of increased competition in the southeastern United States and abroad. Textile manufacturing is extremely competitive. A significant portion of textile manufacturing has been exported overseas to benefit from cheap labor and greater product distribution. Also, Georgia faces manufacturing competition from neighboring states.

Table 3-3

Number of Businesses by Economic Sector and Employment Size Class Jackson County: 1993										
Sector	Number of Establishments by Employment - Size Class									
	Total	1-4	5-9	10-19	20-49	50-99	100-249	250-499	500-999	1000 +
All Sectors	633	359	139	67	43	8	8	7	1	1
Agricultural Services	11	10	0	1	0	0	0	0	0	0
Mining	0	0	0	0	0	0	0	0	0	0
Construction	92	57	18	12	5	0	0	0	0	0
Manufacturing	49	20	4	6	6	2	4	5	1	1
Transportation Public Utilities	27	15	6	2	2	1	1	0	0	0
Wholesale Trade	34	20	6	4	2	1	0	1	0	0
Retail Trade	214	92	64	32	21	3	2	0	0	0
F.I.R.E.	37	25	9	0	2	1	0	0	0	0
Services	166	118	31	10	5	0	1	1	0	0
Unclassified	3	2	1	0	0	0	0	0	0	0

Source: Georgia County Business Patterns, 1993. Compiled by the NEGRDC, 1996.

Table 3-4

Sector Employment for the State of Georgia: 1970-1990 (Percent of Total Jobs)					
Sectors	1970	1975	1980	1985	1990
Farming	4.5	4.3	3.6	2.5	1.8
Agricultural Services	0.5	0.5	0.5	0.7	0.8
Mining	0.2	0.2	0.2	0.2	0.2
Construction	4.8	5.1	5.1	6.0	5.7
Manufacturing	22.8	19.7	19.6	17.5	15.6
Transportation, Communication, Public Utilities	5.3	5.4	5.6	5.5	5.8
Wholesale Trade	5.2	6.0	6.4	6.6	6.6
Retail Trade	13.7	14.5	15.0	16.0	16.6
Finance, Insurance, and Real Estate	4.8	5.7	6.0	6.5	6.8
Services	17.4	18.2	18.2	20.4	22.6
Federal Government - Civilian	3.9	3.5	3.1	2.9	2.6
Federal Government - Military	5.5	3.1	3.3	3.7	3.3
State and Local Government	10.8	13.2	12.7	10.9	11.0

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

1.4 Sector Employment: 1995 - 2015

Sector employment projections are general guides to future economic activity based on current industry and employment information. Several internal and external factors can influence various employment sectors over the next twenty years. Globalization, automation, demographic influences, and competitive pressures may affect employment scenarios. The economic outlook for Jackson County and Georgia will partially reflect the same economic and employment trends that influence the nation and world as technology reduces the communication/economic barriers of global distance.

Economic growth in the Northeast Georgia region and especially in Jackson's neighboring counties, will have a significant impact on Jackson's economy. In addition, the historical business and employment trends that formed Jackson's economic foundation will continue to influence future development. Local government, as well as other planning and decision making entities, will influence the county's future economic outlook.

Jackson County, like most counties in the region, should witness a reduction in farming employment dependence over the next twenty years. Urban pressure and development will partially determine how much farm land and agricultural activity is likely to exist in the future. Over the next two decades, farming activity should decline as the demand for residential and commercial development increases with a growing population.

Many people choose to live in Jackson County primarily because of its scenic rural landscape, quiet environment and uncongested roads. The presence of agricultural land is a significant factor for enabling this lifestyle to exist. While Jackson residents realize that population and industrial development will increase in their county, they hope to preserve and protect the county's natural resources and quality of life. Citizens want to expand economic

development and employment opportunities, but not to the detriment of the county's well being. The primary goal of the economic development advisory committee is to "expand the economic base and increase employment opportunities while promoting the quality of life through protection of the environment and conservation of rural character."

The advisory committee considers the lack of intergovernmental coordination and cooperation as one of the most significant issues facing Jackson County. The county has nine different jurisdictions. Inherently, the larger number of governments - the greater the possibility of conflict among jurisdictions. Jefferson and Commerce are powerful governments that wield a great deal of influence in the county. According to advisory members, some of the actions taken by these two cities are not in the best interest of the whole county and differ with the long-term goals and policies of the various jurisdictions in the county.

Jackson should work toward consolidating competing entities in the county. Four different development authorities currently exist in Jackson. The advisory committee would like to consolidate the efforts and resources in the county. The committee wants to streamline the efforts of the various economic development organizations to avoid duplication of services, conflict among jurisdictions and promote greater efficiency and cooperation toward economic development growth. In order to achieve this policy, the advisory committee recommends that a task force or council of local governments, consisting of elected officials from all nine jurisdictions, be created to work together to plan and implement economic development decisions and other related government matters. In addition, the advisory committee recommends that one unified development authority exist that represents all areas of Jackson County.

A substantial portion of Jackson's tax revenue is generated from residential development. This development results in significant county expenditures to build schools, cultural facilities, roads, water and sewer lines and expand police and fire services. Committee members want to attract more industry, service and retail businesses into the county to increase the tax base and lessen the tax burden on home owners.

In the future, Jackson's dependence on farming employment should decrease. Small farm owners will find it increasingly difficult to compete financially with larger operations due to the economies of scale that are associated with business expansion. Residential expansion and the subsequent upward pressure it exerts on land prices and the demand for housing will likely reduce the number of farm acres in the county. Lucrative offers from developers for agriculture land will enable private farm owners to make more money than they could earn farming. The future of Jackson's rural landscape and agricultural success will depend on the county's ability to curtail excessive development and sprawl.

Over the next two decades, agricultural service sector employment dependence should remain stable or increase slightly. As the economy matures, industries should maximize the resource potential in the county. Few jobs are generated in this sector. However, by virtue of the natural resources harvested, this sector generates jobs for other sectors. Jackson's agricultural and natural resources are an important part of the county's economy. Proper management and conservation of these natural resources will help this sector remain viable.

Committee members suggest that the county pursue quality economic development. Jackson County should not simply seek to maximize the number of businesses it can attract, but instead develop a recruitment strategy that emphasizes quality development by carefully targeting specific types of businesses. Targeting specific industries that are compatible with Jackson's long-term goals should result in quality growth.

In addition, committee members do not want to promote economic development without appropriate land use considerations and guidelines. They want to proceed with development only after considering both its immediate and long term effects on the community. Specifically, committee members are concerned about conflicting land use areas. One example of mixed land use is the location of a manufacturing plant near a predominantly residential area. The committee recommends recruiting industries and businesses that are compatible with adjacent land uses.

An increased demand for infrastructure improvements is a secondary effect of economic development and expansion. In planning for economic development, Jackson County officials must consider the necessary road improvements, housing, community facilities and services that a growing population will demand. Consequently, the county should avoid businesses that will overburden its infrastructure capacity.

Declining manufacturing sector dependence is a trend that is occurring throughout the region, state and nation and is primarily affecting the unskilled workforce. However, Jackson is one of the few counties in the Northeast Georgia region where the dependence on manufacturing employment will actually increase. This is primarily due to Jackson's location relative to Athens and especially the Atlanta market. Currently, Jackson is outside of the Atlanta market trade area and therefore relatively inexpensive land prices exist. This factor, coupled with the transportation access of I-85 and short commute to the expanding metropolitan Atlanta area, enables Jackson to become a prime manufacturing location. Ultimately, the degree of development that will exist in Jackson will be determined by the county's ability to supply adequate infrastructure to accommodate additional growth, the ability of the local officials to work together and with the various interest groups in the county.

Jackson County recognizes the need for a skilled and educated workforce in the manufacturing sector. Over the next twenty years, low-skill, assembly line manufacturing jobs will decline due to an increase in automation and a more competitive overseas market. The high-skill jobs associated with advanced technologies that efficiently produce more goods with less labor are vital for future manufacturing success. Jackson's economic development success will largely depend on its ability to attract high-skill jobs through an educated local workforce. Jackson's public school system adequately provides students with a quality education. The public school system must continue to provide an education that will enable the county's students to remain competitive in the work force. Jackson should encourage high school graduates to pursue post secondary education in both traditional and non-traditional areas. Currently, students who do not wish to pursue post secondary education after high school and who do not have a technical skill are left with few alternatives in the workforce but low skill, low paying jobs. The public school system and private sectors should maximize and enhance student work programs that will improve students' job prospects after graduation. In addition, Jackson should take advantage of all state and regional programs designed to retrain dislocated workers and assist them in securing employment.

Jackson County should experience urban growth sufficient to influence the Transportation, Communication and Public Utilities (TCU) sector. The TCU sector is associated with the overall progress of the economy and the demands of the population and business community. Jackson's TCU employment should increase to keep pace with overall expansion and development. However, TCU employment dependence is not expected to increase noticeably due to faster growth in other sectors of the economy.

The rate of wholesale employment growth is a general reflection of the trade area's manufacturing and retail growth. Employment dependence in the wholesale trade sector should increase by about 2 percent over the next twenty years. As manufacturing and retail expansion occurs in the Jackson area, the number of wholesale jobs should increase by about 60 percent over the next twenty years. Despite substantial future job growth, sector dependence will increase gradually due to rapid growth in other sectors of the economy.

County leaders should attempt to attract local industries that interact economically with other local businesses. Ideally, an industry should purchase materials and goods from local wholesalers and dealers rather than importing products from outside the county. In addition, local retailers need to purchase their goods from local manufacturers and wholesalers. Every effort should be made to keep as much money in the local economy as possible.

Table 3-5

Sector Employment Projections for Jackson County: 1995-2015 (Percent of Total Jobs)					
Sectors	1995	2000	2005	2010	2015
Farming	7.9	7.2	6.7	6.3	5.9
Agricultural Services	1.0	1.0	1.0	1.1	1.1
Mining	0.0	0.0	0.0	0.0	0.0
Construction	5.5	5.7	5.7	5.7	5.7
Manufacturing	29.2	29.3	29.4	29.6	29.7
Transportation, Communication, Public Utilities	5.4	5.7	5.7	5.7	5.7
Wholesale Trade	6.3	6.8	7.4	7.9	8.4
Retail Trade	14.5	14.2	13.9	13.7	13.6
Finance, Insurance, and Real Estate	4.6	4.6	4.6	4.6	4.6
Services	11.7	11.6	11.5	11.3	11.2
Federal Government - Civilian	0.5	0.5	0.5	0.5	0.5
Federal Government - Military	0.9	0.8	0.8	0.8	0.7
State and Local Government	12.0	11.9	11.9	11.8	11.7

Source: Based on Georgia DCA Document #DP6-402-D3U-13297, March 1994.

The number of retail jobs in Jackson County is expected to increase by approximately 10 percent over the next twenty years, although the sector's employment dependence may actually decline due to more rapid growth in other sectors. In 1993, Jackson's retail trade sector consisted of 214 businesses. Most of these businesses were located in the cities of Commerce and Jefferson. As the population expands to other parts of the county, retail businesses will follow to support residential growth. Residents in western Jackson have the advantage of traveling to Gwinnett County for many retail purchases that are not available in Jackson. Residents in southeastern Jackson can easily travel to nearby Clarke County for retail purchases and services. As Jackson's population reaches a level that is sufficient to sustain increased commercial activity, the land along the county's major thoroughfares will serve as prime development areas for commercial businesses.

Finance, Insurance and Real Estate (F.I.R.E.) Sector employment should keep pace with the expanding economy and population. F.I.R.E. employment is largely dependent upon the overall success of and revenue generated from other economic sectors in the county.

Over the next twenty years, Jackson's service sector should continue to employ the fourth largest percentage of workers in the county, behind the manufacturing, retail sales and state and local government sectors. Service sector employment dependence should remain constant as development increases in the county. Service sector earnings should increase as Jackson begins to take advantage of its business and infrastructure potential. In the past, low skilled jobs accounted for most of the county's service sector employment opportunities. As the population and economy expand, Jackson needs to focus on professional services (i.e., medical, dental, accounting, legal and computer/information services) to encourage residents to purchase services in the county.

Table 3-6

Sector Employment Projections for the State of Georgia: 1995-2015 (Percent of Total Jobs)					
Sectors	1995	2000	2005	2010	2015
Farming	1.6	1.4	1.3	1.2	1.1
Agricultural Services	0.8	0.8	0.8	0.8	0.9
Mining	0.2	0.3	0.3	0.3	0.3
Construction	5.6	5.6	5.7	5.7	5.7
Manufacturing	15.2	14.9	14.6	14.6	14.6
Transportation, Communication, Public Utilities	5.8	5.7	5.9	5.9	5.8
Wholesale Trade	6.9	7.4	7.6	7.6	7.5
Retail Trade	16.8	17.2	17.3	17.2	17.1
Finance, Insurance, and Real Estate	6.8	6.9	7.0	6.9	6.9
Services	23.2	23.6	23.9	24.7	25.5
Federal Government - Civilian	2.6	2.5	2.3	2.3	2.3
Federal Government - Military	3.1	2.9	2.7	2.6	2.5
State and Local Government	10.6	10.2	9.9	9.6	9.2

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

The number of federal government employees in Jackson County should increase by around 5 percent over the next two decades. As the population grows, the number of government positions will likely expand to provide additional services. However, federal government employment dependence should decline as other sectors increase at a faster rate.

Jackson's state and local government employment is expected to increase by approximately 16 percent or about 260 new jobs over the next twenty years. In 1995, the state and local government sector represented 12.0 percent of all county jobs. This dependence is expected to decline over the next twenty years despite actual job growth in this sector.

Table 3-6 shows Georgia employment projections for the next twenty years. Projections that will affect the state include a decrease in the number of farming jobs but an increase in agricultural services employment. The need to maximize natural resource production with fewer agricultural acres in production will encourage job growth in this sector.

By 2015, manufacturing employment dependence will make up about 15 percent of Georgia's jobs. Over the next twenty years, the number of manufacturing jobs should expand by 19 percent. Manufacturing dependence will slightly decrease because of the sector's slow employment growth and greater growth from other sectors. The number of manufacturing establishments should increase but with fewer employees per establishment. Technological advances through automation will enable manufacturers to produce more products with fewer workers.

Retail trade employment in the state should increase by 32 percent over the next twenty years. Employment dependence will increase slightly by 2015. Retail trade should become the second largest employer in Georgia. The sector's prominence will result from a larger Georgia population and consumer market.

The service sector should become the largest employer in the state. Computer services, health care and management/consulting will represent Georgia's dominant service industries. The majority of these service businesses will locate in the major metropolitan areas. The number of service jobs should increase by 39 percent thus accounting for about 1.1 million jobs by the year 2015.

The state's government employment dependence should slowly decline. Most civilian federal government jobs will continue to be located in the larger metropolitan areas of the state. Atlanta, the Southeast United State's regional headquarters for many government functions, should retain the majority of federal jobs. Military personnel account for a significant portion of the state's federal government workers.

1.5 Sector Earnings: 1970 - 1990

Tables 3-7 and 3-8 show the percentage of employee earnings from each employment sector in Jackson County and Georgia during the last twenty years.

Sector earnings information is important in evaluating the collective earnings capacity of each economic sector. The resulting information is an important tool in determining which industries are financially important to the county. In addition, one can assess a sector's earnings strength or weakness when comparing earnings dependence with employment dependence.

Although Jackson's farming employment dependence declined over the last two decades, earnings dependence actually increased by about 6 percent. A significant part of this increase may be attributed to growth in the county's poultry and timber industries. On average, farm earnings dependence was less than employment dependence. Agricultural Services earnings dependence paralleled employment dependence.

Construction sector earnings dependence grew from 4.4 to 6.1 percent over the past two decades, averaging about 1 percent more than its corresponding employment dependence. In 1990, the sector's earnings dependence ranked seventh in the county out of the thirteen sectors. Between 1970 and 1990, earnings growth increased by 164 percent. Jackson's construction growth ranked fifth in the eleven-county region.

Since 1970, manufacturing earnings dependence has declined along with manufacturing employment dependence. However, Jackson's manufacturing earnings dependence has remained significantly greater than that of any other sector in the local economy.

Table 3-7

Sector Earnings for Jackson County: 1970-1990 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1970	1975	1980	1985	1990
Farming	5.9	17.4	2.6	13.9	11.6
Agricultural Services	0.3	0.5	0.5	0.6	0.6
Mining	0.0	0.0	0.0	0.0	0.0
Construction	4.4	4.7	4.9	6.8	6.1
Manufacturing	46.8	34.3	42.4	29.8	32.5
Transportation, Communication, Public Utilities	6.0	6.0	6.6	7.9	7.5
Wholesale Trade	1.4	3.7	4.8	4.3	5.0
Retail Trade	11.8	10.5	12.0	12.2	10.0
Finance, Insurance, and Real Estate	2.0	2.1	2.4	1.8	2.3
Services	9.0	8.8	10.2	10.1	10.8
Federal Government - Civilian	2.2	2.0	1.3	1.1	0.9
Federal Government - Military	0.4	0.3	0.3	0.4	0.3
State and Local Government	8.3	9.0	11.3	10.5	11.7

Source: Based on Georgia Department of Community Affairs Document # DP6-402-D3U-13297, March 1994.

Between 1970 and 1990, wholesale trade earnings dependence more than doubled, reaching 5.0 percent. This was the second largest earnings dependence increase in the county, ranking slightly behind the farming sector. Jackson's wholesale earnings ranked third in the region (behind Clarke and Newton).

The Georgia sector earnings for 1970-1990 are shown below in Table 3-8.

Table 3-8

Sector Earnings for the State of Georgia: 1970-1990 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1970	1975	1980	1985	1990
Farming	3.2	3.3	0.4	1.6	1.8
Agricultural Services	0.4	0.4	0.4	0.4	0.4
Mining	0.3	0.4	0.5	0.4	0.3
Construction	5.7	5.8	6.1	6.7	6.0
Manufacturing	24.7	21.2	22.9	20.6	17.9
Transportation, Communication, Public Utilities	7.7	8.5	9.5	9.3	9.2
Wholesale Trade	7.5	8.5	9.1	9.3	9.4
Retail Trade	11.1	11.2	10.5	10.2	9.8
Finance, Insurance, and Real Estate	5.3	5.6	5.6	6.0	6.5
Services	13.4	14.8	16.1	18.2	22.0
Federal Government - Civilian	5.9	5.4	4.6	4.2	3.6
Federal Government - Military	4.5	2.6	2.6	2.4	2.0
State and Local Government	9.5	11.5	11.1	10.2	10.7

Source: Georgia Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.

Typically, the retail trade sector does not rank high in earnings dependence within a local economy and usually, the earnings dependence is lower than employment dependence. Most retail jobs pay below the sectoral average. This is true in Jackson County. Since 1970, earnings dependence has remained lower than employment dependence. Retail earnings grew by 64 percent compared with an employment increase of 97 percent.

From 1970 to 1990, service sector earnings dependence increased from 9.0 to 10.8 percent, making it the fourth largest earning sector in Jackson's economy. Actual earnings grew by 132 percent. The service sector has the potential to capture an even greater percentage of the economy's earnings through specialized service businesses. Service establishments that offer a high degree of skilled labor such as management consulting, engineering, computer services and health technology can increase service earnings. As previously mentioned, Jackson County should emphasize the recruitment of specialized service establishments to the county. This will help to keep service-related purchases in the county and provide Jackson's residents with skilled employment opportunities.

Between 1970 and 1990, government earnings dependence and employment dependence remained relatively constant at about 10.2 percent. State and local government jobs were the second largest earnings sector in the local economy. In 1990, the state and local government sector accounted for 11.7 percent of all county earnings. This sector's dependence ranked second behind manufacturing.

In comparison with Jackson County, the state's employment dependence was more evenly distributed among the various sectors. In 1990, Georgia's farm earnings dependence declined to 1.8 percent. In 1990, manufacturing

earnings dependence was 17.9 percent, 2.3 percent greater than its corresponding employment dependence of 15.6 percent. Georgia's TCU was also a significant earnings sector. The TCU sector employs only 5.8 percent of all workers in the state but accounts for 9.2 percent of all earnings.

Over the last twenty years, Georgia's wholesale trade earnings dependence steadily increased. Since 1970, earnings dependence significantly exceeded employment dependence. In 1990, wholesale trade earnings accounted for 9.4 percent of the state's earnings. Past success of the wholesale trade sector is an encouraging note for the economic health of the state. Wholesale trade activity reflects economic gains in the import/export fields, the manufacturing sector and various consumer markets.

Retail trade earnings dependence was typically well below the employment dependence. The amount earned increased but the state's retail dependence declined from 11.1 percent in 1970 to 9.8 percent in 1990.

In 1990, Georgia's service sector was the largest earnings sector in the economy. Earnings dependence was 22.0 percent and similar to its employment dependence of 22.6 percent. The state, with its metropolitan areas, has a variety of higher-level services that help account for larger earnings dependence as compared with lower earnings in rural Georgia.

Georgia's federal and state government employment and earnings dependence were comparable. In 1990, Georgia's employment dependence was 10.7 percent compared with an earnings dependence of 11.0 percent. The state's metropolitan areas accounted for the largest concentration of government earnings.

1.6 Sector Earnings: 1995 - 2015

Jackson's farming sector should continue to decline in earnings dependence. This trend will coincide with the decline in farming employment dependence. The construction sector should remain an important part of the local economy for both employment and earnings dependence. Despite a minimal projected increase in manufacturing employment dependence and a decline in earnings dependence over the last twenty years, manufacturing earnings dependence should increase over the next two decades. The manufacturing sector will account for over 35 percent of all earnings in the county. As Jackson receives more population growth and development from the Atlanta and Athens metropolitan areas, the county should experience an increase in manufacturing jobs and a gradual shift toward higher skilled jobs.

Over the next two decades, Transportation, Communication and Public Utility (TCU) earning dependence should increase to coincide with an expected increase in population growth and development. The TCU sector will become the fifth largest earnings sector in the local economy. Wholesale trade earnings dependence will also increase in response to an increase in manufacturing and especially a growing retail market in Jackson.

Retail earnings dependence is expected to decline by about 2 percent, along with a similar decline in employment dependence, over the next twenty years. This trend follows a similar decline in retail employment dependence. The actual retail dollar amount will increase in the county, but the earnings dependence will decrease due to faster growth in other sectors. Service sector earnings will also increase over the next two decades. However, service earnings dependence will remain stable. State and local government earnings dependence will slowly decline and account for the third largest earnings sector in the local economy by 2015.

Table 3-9

Sector Earnings Projections for Jackson County: 1995-2015 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1995	2000	2005	2010	2015
Farming	12.1	11.1	10.2	9.6	9.0
Agricultural Services	0.6	0.6	0.6	0.6	0.6
Mining	0.0	0.0	0.0	0.0	0.0
Construction	5.3	5.3	5.1	5.0	4.8
Manufacturing	31.6	32.7	33.8	34.8	35.9
Transportation, Communication, Public Utilities	7.8	8.1	8.4	8.5	8.6
Wholesale Trade	6.1	6.5	6.9	7.2	7.4
Retail Trade	9.2	8.8	8.3	8.0	7.0
Finance, Insurance, and Real Estate	2.2	2.3	2.4	2.4	2.4
Services	11.4	11.5	11.5	11.5	11.4
Federal Government - Civilian	0.8	0.7	0.7	0.6	0.6
Federal Government - Military	0.3	0.2	0.2	0.2	0.2
State and Local Government	11.9	11.6	11.4	11.1	10.9

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Table 3-10 shows projected sector earnings for Georgia over the next twenty years.

Table 3-10

Sector Earnings Projections for the State of Georgia: 1995-2015 (In 1987 Constant Dollars) (Percent of Total Earnings)					
Sectors	1995	2000	2005	2010	2015
Farming	1.7	1.6	1.5	1.4	1.3
Agricultural Services	0.4	0.4	0.4	0.4	0.5
Mining	0.3	0.3	0.3	0.3	0.3
Construction	5.8	5.6	5.6	5.6	5.6
Manufacturing	18.1	18.6	18.6	18.8	18.9
Transportation, Communication, Public Utilities	9.5	9.5	9.8	9.8	9.8
Wholesale Trade	9.8	10.2	10.5	10.4	10.2
Retail Trade	9.6	9.7	9.6	9.5	9.3
Finance, Insurance, and Real Estate	6.4	6.4	6.5	6.5	6.5
Services	22.4	22.5	22.7	23.3	24.1
Federal Government - Civilian	3.4	3.2	3.0	3.0	2.9
Federal Government - Military	1.8	1.7	1.5	1.5	1.4
State and Local Government	10.2	9.7	9.4	9.0	8.6

Source: Georgia Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.

1.7 Average Weekly Wages

Table 3-11 shows average weekly wages for Jackson County and Georgia during 1980, 1985 and 1990. Although knowing which economic sectors generate the most money within a local economy is important, it is also useful to know which sectors pay the highest wages. The following table compares Jackson and Georgia's average weekly wages over a ten-year period.

Table 3-11

Average Weekly Wages Paid by Economic Sector (In Actual Dollars)						
Sectors	Jackson County			Georgia		
	1980	1985	1990	1980	1985	1990
Agriculture, Forestry, and Fishing	\$157.00	\$197.00	\$355.00	\$179.00	\$225.00	\$276.00
Mining	NR	NR	D	323.00	462.00	589.00
Construction	187.00	258.00	412.00	264.00	361.00	434.00
Manufacturing	189.00	226.00	361.00	261.00	366.00	449.00
Transportation and Public Utilities	282.00	426.00	491.00	372.00	517.00	603.00
Wholesale Trade	191.00	269.00	299.00	337.00	473.00	603.00
Retail Trade	146.00	180.00	212.00	164.00	208.00	236.00
Finance, Insurance, and Real Estate	216.00	256.00	337.00	274.00	423.00	543.00
Services	148.00	249.00	371.00	214.00	310.00	414.00
Federal, State, and Local Government	224.00	301.00	353.00	287.00	374.00	457.00
Not Elsewhere Classified	D	D	D	202.00	274.00	341.00
All Industries	\$189.00	\$247.00	\$325.00	\$248.00	\$344.00	\$425.00
Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.						
Key: D=data not disclosed; NA=not available						

In 1980, Jackson's TCU sector paid the county's highest average weekly wages, followed by the government and finance, insurance and real estate (F.I.R.E.) sectors, which ranked second and third respectively. The wholesale trade and manufacturing sectors ranked fourth and fifth respectively. Ten years later in 1990, the TCU sector continued to pay the highest weekly wages in the county. The government sector had fallen from second to fifth place. The construction sector paid the second highest weekly wages in 1990. Remarkably, the service sector paid the third highest average weekly wage in the county. Ten years earlier, the service sector ranked next to last in average weekly wages. Typically, the retail and service sectors consistently rank last in wage earnings. During the 1980s, service wages increased by 151 percent. Manufacturing and government sectors ranked fourth and fifth, respectively.

During the same period, Georgia's TCU and wholesale trade sectors consistently paid the highest weekly wages, followed by the state's mining sector, which paid the second highest weekly wages. The F.I.R.E. and government sectors ranked fourth and fifth respectively.

In 1980, the average weekly wage for all industries in Jackson was \$189.00. This average was 23.8 percent below the state's average weekly wage of \$248.00. In 1990, Jackson's average weekly wage for all industries was \$325.00. After adjusting for the effects of inflation, this amount represents an 8.7 percent increase for the ten-year period. During the same time, Georgia's average weekly wage for all industries rose to \$425.00. After adjusting for inflation, Georgia's average weekly wage increased 8.0 percent. Between 1980 and 1990, the wage disparity between the state and the county widened slightly.

The weekly wage difference between Jackson County and Georgia was due to Georgia's larger and more diverse labor force. Metropolitan areas (especially Atlanta) attract many highly skilled workers who contribute significantly to the state's economy. A diverse and skilled labor force is a by-product of a developed economy, but also, a necessity for initiating economic growth and higher wages. Economic growth will attract a more diverse and skilled labor force and a skilled labor force will attract economic growth.

Jackson's lower wages are typical of a rural county with a smaller population base and fewer economic resources. The county needs to continue to encourage quality education and high vocational skills for its workforce. Jackson's public school system should offer technical occupational courses to students not going on to college, to enhance their job prospects upon high school graduation. Jackson should not attempt to eliminate all lower skilled jobs because a certain portion of the county workforce relies on these jobs for employment. However, Jackson could target industries that maximize skill levels of the work force. The county should continue to expand and transform its economic base to include industries that demand increased skill levels and pay superior wages. This strategy will benefit the county in the long term. As more technologically advanced companies locate in Jackson, the greater the possibility of attracting additional similar companies in the future.

1.8 Income by Type

Jackson County and Georgia's past and projected personal income and sources of personal income are shown in Table 3-12. The table below defines various sources of income.

Wages and Salaries:	Measures total income earned as compensation for working or rendering services.
Other Labor Income:	Measures total employer contributions to private pensions or workers compensation funds.
Proprietor's Income:	Measures total profits earned from partnerships and proprietorships.
Dividend, Interest, Rent and Income:	Measures the total income from investments and rental property.
Transfer Payments:	Measures total income from payments by the government under many different programs (including Social Security, unemployment insurance, food stamps, veteran benefits, etc.)
Residence Adjusted Income:	Measures the net amount of personal income of residents in a particular jurisdiction which is earned outside that jurisdiction. For example, if the net residence adjustment number is negative, that indicates the amount of income earned in the county by nonresidents is greater than the amount of income earned outside the county by residents of the county. However, if the number is positive then it means that the amount of income earned outside the county by residents of the county is greater than the amount of income earned in the county by nonresidents of the county.
NOTE: The types of personal income sources in the tables below are measured in percentages of the total personal income.	

Table 3-12

Jackson County Income by Types (Percent of Total Personal Income)							
Year	Total Personal Income*	Wages & Salaries	Other Labor Income	Proprietors Income	Dividends, Interest, & Rent	Transfer Payments	Residence Adjusted Income
1980	\$ 188.6	49.4	4.6	9.4	14.9	21.6	28.7
1985	239.2	42.1	4.0	15.2	18.0	20.4	35.0
1990	306.9	46.9	5.3	13.7	14.9	18.9	30.6
1995	354.8	43.8	4.6	15.4	13.0	23.0	27.7
2000	422.3	43.4	4.5	14.7	13.7	23.4	26.4
2005	495.4	42.5	4.3	14.2	14.6	24.2	25.0
2010	575.5	41.2	4.1	13.6	15.6	25.2	23.7
2015	\$ 663.1	39.7	3.9	13.0	16.7	26.5	22.4

* millions of 1987 constant dollars

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994.

Since 1980, total personal income in Jackson County has increased by 88.1 percent or \$166.2 million. During the same period, Georgia's total personal income increased by 64.8 percent. Over the next twenty years, Jackson's personal income is projected to increase by an additional 87 percent.

Between 1980 and 1995, the percentage of Jackson County residents receiving income from salaries and wages decreased by 5.6 percent. This trend should continue over the next two decades, although at a more moderate rate. The decline of salaries and wages as a percentage of total personal income may be attributed to a growing retiree population and an increasing number of people saving and investing for future consumption.

Between 1980 and 1995, the percentage of proprietors income increased from 9.4 to 15.4 percent. This trend should reverse over the next two decades as Jackson's economy matures. Typically, as the local economy grows, larger corporate enterprises increase their presence in a community, eliminating some small businesses and thereby reducing proprietors' income. The percentage of dividends, interest and rent peaked in 1985 and has declined over the past ten years. This trend is expected to reverse over the next two decades as both personal investment and the demand for housing increases. Also, the percentage of transfer payments should increase from the 1995 level as the county's elderly population increases and they receive more money from pensions and social security.

Residence adjusted income is an important category that reveals the percentage of income earned outside a county by its residents. Table 3-12 shows that in 1980, Jackson's residents earned 28.7 percent of their income in other counties. This percentage was low compared to most rural counties in the region. Most residents earned their income in Jackson County. The percentage of income earned outside the county increased to 35.0 percent in 1985, but had fallen to 27.7 percent by 1995. During this time, Jackson's residents decreased their dependence on jobs outside the county. This trend is expected to continue as the county's economy grows and matures. As the number of jobs in the county increases, Jackson can better meet the employment needs for its residents.

Table 3-13

State of Georgia Income by Types (In 1987 Constant Dollars) (Percent of Total Personal Income)							
Year	Total Personal Income*	Wages & Salaries	Other Labor Income	Proprietors Income	Dividends, Interest, & Rent	Transfer Payments	Residence Adjusted Income
1980	\$ 66.7	62.5	5.9	6.1	11.8	13.4	0.2
1985	85.7	61.2	5.6	6.6	14.0	12.4	0.0
1990	101.0	60.1	6.0	6.6	14.5	12.5	0.1
1995	109.9	58.7	6.3	6.9	13.3	14.5	1.1
2000	129.2	58.0	6.1	6.6	14.3	14.8	1.5
2005	150.8	56.9	5.9	6.4	15.3	15.3	1.7
2010	174.9	55.6	5.7	6.2	16.4	15.9	1.9
2015	\$ 201.6	54.1	5.5	5.9	17.6	16.7	1.9

* billions of dollars

Source: Georgia DCA Document #DP6-402-D4A-13195, March 1994.

1.9 Recent Economic Activities

Several infrastructure improvements are occurring or will occur in Jackson County that will impact the county's economic development. The widening of U.S. 129 at the Interstate 85 interchange from two lanes to four lanes will improve traffic flow and accommodate an increase in vehicular volume. This area has witnessed an increase in commercial and industrial development in recent years and this trend should continue over the next decade. In the next five to ten years, the widening of U.S. 129 will extend west of Pendergrass. A bypass may loop around Pendergrass and connect to U.S. 129 west of the city. Another bypass will be constructed around Jefferson on the city's western edge. This bypass is necessary to reduce truck traffic in the city and other vehicular traffic. The Bear Creek Reservoir Water Supply Project was designed to serve Jackson's, Barrow's, Oconee and Clarke's water needs for the next fifty

years. This project began in 1987 as a water feasibility study funded by a federal grant. In 1994, the Upper Oconee Basin Water Authority was created to act as the financial and administrative body to implement the project. Currently, Jackson receives its water from various sources including Gwinnett and Clarke counties and the City of Winder. The proposed Bear Creek Reservoir will consist of 505 acres in the southeastern part of Jackson County. A water treatment plant will be located adjacent to the reservoir. The authority has already obtained a 404 permit which allows for dredging and filling in of land. If construction proceeds as scheduled, the reservoir could be operational by 2001. This reservoir has important long range implications for Jackson's future development. The availability of water is a critical determinant for how much growth Jackson will be able to accommodate over the next two decades. Jackson's ability to build a county-wide network of waterlines that connect all the various municipal water systems together will be an important criterion for ensuring that Jackson meets its future water needs. The county hopes to connect the different water systems together and along I-85 corridor to promote economic development.

Several companies have expanding operations and employment in Jackson County. They are listed in the following table.

Recent Expansions of Existing Companies in Jackson County			
Employer	Location	Number of Jobs Added	Product
Mitsubishi Warehousing	Braselton	150	Cellular phones & TV's
Georgia Freezer	Jefferson	65	Processed food
Nicolon-Mirafi	Jefferson	35	Synthetic Plastics
Industrial Molding Corp.	Jefferson	30	Plastics
Seydel Company	Jefferson	25	Chemicals
Source: Jackson County Industrial Development Authority, 1997.			

The following table lists new manufacturers and distributors that have located to Jackson County in the last twelve months.

New Manufacturers in Jackson County			
Employer	Location	Employees	Product
Ring Can Company	Jefferson	140	Plastic Containers
Mayfield Dairy	Braselton	80	Dairy Processors
Key West Lamp Company	Jefferson	60	Lamps
Buhler Quality Yarns	Jefferson	60	Yarn
Foam Fabricators	Jefferson	45	Packing Insulation
Snider Tire	Commerce	40	Recapped Tires
Skatts Enterprises	Commerce	30	Plastics
S&S Tooling	Braselton	25	Tools
Simpson Brick Company	Commerce	10	Brick Distributor
Source: Jackson County Industrial Development Authority, 1997.			

1.10 Special or Unique Economic Activities

1.10.1 Tourism

Chateau Elan Golf Resort and Winery is a significant tourist attraction in Braselton. The resort is actually located within Gwinnett, Barrow and Jackson counties. The resort attracts approximately 350,000 visitors annually. Each November, Chateau Elan hosts the Annual Legends Professional Golf Tournament which attracts several thousand visitors. Tanger Outlet, located at Banks Crossing along I-85 in Banks and Jackson counties, draws approximately 3.6 million visitors a year. Tanger Outlet is a regional attraction for retail shopping that offers discounted factory products ranging from textile products, craft works and home furnishings. Crawford Long Museum, located on the square in Jefferson, attracts about 3,500 visitors annually. The museum displays historical medical equipment associated with Crawford Long's invention of ether. The Mayfield Dairy Visitor Center expects to draw about 100,000 visitors annually. The visitor center will show people how the various Mayfield Dairy products are processed and packaged.

The Shields-Ethridge Farm is an outdoor agricultural museum operated by the Shields-Ethridge Foundation Inc. This historical farm is open to the public. It is listed as a Georgia Centennial Farm and also listed on the National Register of Historic Places. Several annual festivals are held in Jackson County that sell food, drinks, arts and crafts. Each May, the Chestnut Mountain Winery (near Braselton) hosts the Spring Wine Festival. In May, the City of Nicholson hosts the Nicholson Daisy Festival. Hoschton has the Fall Harvest Festival each September. Jefferson hosts Crawford W. Long Days Festival in Jefferson.

Jackson County does not have a tourism plan or strategy nor do they anticipate a need for one in the near future. Through the efforts of the Jackson County Chamber of Commerce, a volunteer committee participates in tourism on a limited basis. The committee maintains a list of tourism related attractions and provides information on tourism in Jackson County.

LABOR FORCE

1.11 Employment by Occupation

The following two tables show the 1980 to 1990 percentage of Jackson County, Georgia and the United States residents employed in various occupations.

Table 3-14

County, State and National Employment Percentage by Occupation: 1980			
Occupation	Jackson County	Georgia	United States
Executive, Administrative and Managerial	7.0	10.2	10.0
Professional and Technical Specialty	8.6	13.6	14.8
Sales	6.6	10.2	9.9
Administrative Support, Including Clerical	13.0	16.4	16.9
Private Household	0.5	1.0	0.6
Service, Except Protective and Household	11.6	11.1	12.5
Farming, Forestry, and Fishing	6.4	2.9	2.9
Precision Production, Craft and Repair	14.9	12.7	13.1
Machine Operators, Assemblers and Inspectors	20.3	11.8	9.7
Transportation Equipment Operator	4.8	4.8	4.6
Labor (Not Farm)	6.3	5.2	4.9
Employed Persons 16 Years & Over	11,171	2.74*	112.40*

* Indicates millions of people.

Source: Georgia Department of Community Affairs Document #DP6-402-D3U-13297, March 1994. U.S. Bureau of the Census, 1980.

During the 1980s, Jackson County's work force experienced a moderate increase in the percentage of white collar occupations and a similar decrease in blue collar occupations. Jackson's residents were predominantly employed in blue collar jobs such as machine operators, assemblers/inspectors and precision production/craft and repair. Approximately, 64 percent of all Jackson County residents were employed in blue collar occupations in 1980. During the same time, 49 percent of Georgia's residents and 48 percent of the United States' residents were employed in blue collar occupations. Between 1980 and 1990, Jackson's percentage of white collar occupations increased in every category except the Administrative Support and Clerical occupation. At the same time, the percentage of blue collar jobs declined in all areas except Precision Production, Craft and Repair and Transportation Equipment Operation occupations. At the state and national levels, blue collar employment declined in all categories.

The major differences between Jackson County's and the state and national occupational distributions were found in blue collar jobs. Jackson's residents were more likely employed in blue collar occupations than the state or national averages. Jackson's percentage of residents employed as Machine Operators, Assemblers and Inspectors category was approximately double that of Georgia and the United States. However by 1990, Jackson's residents were employed in more white collar occupations than the previous decade.

Table 3-15

County, State and National Employment Percentage by Occupation: 1990			
Occupation	Jackson County	Georgia	United States
Executive, Administrative and Managerial	8.6	12.3	12.3
Professional and Technical Specialty	10.3	16.0	17.8
Sales	11.0	12.3	11.8
Administrative Support, Including Clerical	12.2	16.0	16.3
Private Household	0.3	0.5	0.5
Service, Except Protective and Household	9.7	11.5	12.8
Farming, Forestry, and Fishing	4.7	2.2	2.5
Precision Production, Craft and Repair	18.3	11.9	11.3
Machine Operators, Assemblers and Inspectors	12.6	8.5	6.8
Transportation Equipment Operator	6.2	4.6	4.1
Labor (Not Farm)	6.0	4.3	3.9
Employed Persons 16 Years & Over	14,303	3.11*	131.76*

*Indicates millions of people.

Source: Georgia Department of Community Affairs Document #DP5-301-C34-13133, March 1993. U.S. Bureau of the Census, 1990.

1.12 Employment Status Characteristics

Tables 3-16 and 3-17 inventory gender employment characteristics and unemployment rates for 1980 and 1990 in Jackson County, Georgia and the United States.

Between 1980 and 1990, the percentage of Jackson County residents in the workforce increased from 62.9 to 66.4. In 1990, a greater percentage of Jackson's residents were employed in the workforce than in the United States.

The second column in Tables 3-16 and 3-17 represents the percentage of females in the work force. The percentage of Jackson County females in the workforce increased by 2 percent between 1980 and 1990. The state experienced a similar rate of increase while the national average rose 2.7 percent.

The male and female participation rates show the percentage of males or females who are in the workforce among all males or females who are age 16 to 65 years old. During the 1980s, the male work force participation rate remained unchanged in the county. However, the female participation increased from 52.3 percent in 1980 to 58.3 in 1990. In comparison, between 1980 and 1990, the state and national male participation rates declined while the female participation rates increased significantly.

Table 3-16

Employment Status Characteristics Persons 16 Years and Over 1980				
Area	Percentage in Labor Force	Percentage Females in Labor Force	Male Participation Rate	Female Participation Rate
Jackson County	62.9	43.0	74.6	52.3
Georgia	64.4	44.0	77.4	53.1
United States	63.8	42.6	77.4	51.6
Source: 1980 U.S. Census. Calculations by NEGRDC, 1996.				

Table 3-17

Employment Status Characteristics Persons 16 Years and Over 1990				
Area	Percentage in Labor Force	Percentage Females in Labor Force	Male Participation Rate	Female Participation Rate
Jackson County	66.4	45.0	74.8	58.3
Georgia	67.9	46.1	76.6	59.9
United States	65.3	45.3	74.4	56.8
Source: 1990 U.S. Census. Calculations by NEGRDC, 1996.				

1.13 Unemployment Rates

Table 3-18 traces the average annual unemployment rates for Jackson County, surrounding counties, the Northeast Georgia region, Georgia and the United States.

Table 3-18

Unemployment Rate Percentage for Jackson County, Contiguous Counties, the Northeast Georgia Regional Development Center Region, Georgia, and the United States									
Year	Jackson	Banks	Barrow	Clarke	Hall	Madison	NEGRDC	Georgia	U.S.
1983	7.5	6.4	7.7	5.7	8.1	8.1	7.8	7.5	9.6
1984	4.8	4.3	5.3	5.2	5.5	5.0	6.3	6.0	7.5
1985	6.5	5.0	8.5	5.4	5.9	8.0	7.3	6.5	7.2
1986	5.7	4.5	7.0	5.0	5.7	5.7	6.0	5.9	7.0
1987	5.4	4.1	6.1	4.2	4.9	4.9	5.3	5.5	6.2
1988	4.6	4.9	7.0	4.5	5.0	5.1	5.9	5.8	5.5
1989	4.8	5.5	8.3	4.2	5.3	4.9	5.7	5.5	5.3
1990	5.6	5.4	8.1	4.0	5.4	6.1	6.1	5.4	5.5
1991	6.0	5.0	6.2	3.3	4.8	4.9	5.8	5.0	6.7
1992	7.5	6.3	8.1	5.0	6.2	6.7	6.8	6.7	7.3
1993	5.3	5.4	6.5	4.4	4.8	5.2	6.8	6.8	7.0
1994	4.6	4.3	5.1	4.7	4.0	4.7	5.1	5.2	6.1
1995	4.8	4.7	5.6	3.4	3.6	3.8	5.0	4.9	5.6

Source: Department of Community Affairs Document #DP6-402-D4A-13195, March 1994.
Georgia Department of Labor, Labor Information Systems in Georgia, 1993, 1994.

NOTE: The NEGRDC is the eleven-county Northeast Georgia Regional Development Center region.
NA = Not Available

Jackson's average unemployment rate has remained relatively constant over the past thirteen years. Between 1985 and 1990, Jackson's unemployment rate averaged 5.4 percent. This rate was lower than Northeast Georgia's regional average of 6.1 percent, Georgia's 5.8 percent or the United State's average of 6.1 percent. During 1991 and 1995, Jackson's unemployment rate averaged 5.6 percent, which was still lower than the region's, Georgia's and the United States' average unemployment rate for the same period.

Over the thirteen-year period, Clarke County's average unemployment rate was the lowest among the counties listed in Table 3-18. Between 1983 and 1995, Clarke's average unemployment rate was 4.5 percent. During the same time, Jackson's unemployment rate was 5.6 percent. The regional average unemployment rate was 6.24 percent.

Since 1983, Jackson's unemployment rates have been lower than most counties listed in Table 3-18. Clarke County's lower unemployment rates may be attributed to its urban characteristics, larger and more diverse economic base and increased access to job training.

1.14 Commuting Patterns

Table 3-19 compares 1980 and 1990 commuting patterns for workers residing in Jackson County.

In 1980, approximately 56 percent of all working adults living in Jackson County were employed within the county. Ten years later, the percentage of Jackson residents who worked in the county had declined to 46 percent. As indicated in Table 3-20, a significant percentage of Jackson's residents commuted to the Athens-Clarke County area. Other Jackson residents traveled to Gwinnett or Hall counties.

Table 3-19

Commuting Patterns to Work Workers 16 Years and over Jackson County: 1980 & 1990		
Commuting Category	1980	1990
Number of Workers	10,887	14,071
Percent Drive Alone	65.7	76.0
Percent in Car pools	27.9	17.9
Percent Using Public Transportation	0.5	0.2
Percent Using Other Means	0.8	0.6
Percent Walked or Worked at Home	5.1	5.3
Mean Travel Time to Work (minutes)	21.7	23.4
Percent Working Inside the County	55.5	46.4
Percent Working Outside the County	44.5	53.6
Source: U.S. Census Bureau 1980 and 1990.		

Table 3-20

Commuting Patterns to Work Workers 16 Years and over Jackson County: 1990	
Commuting Category	1990
Number of Workers	14,071
Percent working inside Jackson County	46.4
Percent working outside Jackson County	53.6
Percent working in Gwinnett County	5.8
Percent working in Hall County	10.8
Percent working in City of Athens	14.5
Percent working in Clarke County	6.9
Percent working in City of Commerce	11.1
Mean Travel Time to Work (minutes)	23.4
Source: U.S. Census Bureau 1980 and 1990.	

1.15 Economic Development Agencies

The Industrial Development Authority (IDA) of Jackson County is the lead agency for Jackson's economic development effort. The Authority's purpose is to expand the manufacturing base throughout the county. The county's economic development goals and policies are implemented by the Authority's Executive Director. This is a full-time paid position employed by the county through the IDA. The Executive Director works closely with other regional and state economic development agencies to attract new industries into the county. The Authority consists of a five-member legislative organization that has the capability to issue bonds to finance economic development projects.

There are other IDAs that exist in Jackson County. The Jefferson Development Authority, created in 1996, also has the power to issue bonds to finance economic development projects. The authority's primary purpose is to promote economic growth within the city limits of Jefferson. The Authority is a legislative organization. Seven people serve as the board of directors. The Commerce Downtown Development Authority (DDA) is directed by a six-member board. The authority was created in 1986. The Commerce Main Street manager is the only Authority member that is paid by the city. The goal of the Authority is to revitalize downtown Commerce and attract businesses (mainly retailers). The authority created a special tax district in the city to finance a streetscape beautification project. The project is financed, in part, by the state, city monies and the taxes collected from homeowners affected by the streetscape project.

The Jackson County Chamber of Commerce serves as a separate entity from the Authority. The Chamber is a nonprofit organization that promotes small business development in the county. It serves existing businesses through various volunteer committees. Business membership dues and investment fund the Chamber's activities. Member businesses elect a board of directors. Activities include the promotion of various education seminars and expansion of business opportunities for members. The mission of the Chamber is to serve the needs of its membership and to advance the interest of economic development while enhancing the quality of life in Jackson County. Other economic development organizations include the Jefferson Business Association, Commerce Business Association, Jefferson Rotary Club and the Kiwanis Club in Commerce.

One of Jackson's weaknesses, as seen by the economic development advisory committee, is the lack of economic development cohesiveness on a county-wide level. The committee felt that there were too many competing economic development agencies in the county which is hampering the county's economic development potential. This plan recommends that the various IDAs consolidate and join forces to create one IDA that is united and ready to serve all of Jackson County. Also, committee members expressed the need for Jackson's IDA to work with the Chamber of Commerce rather than separately. The IDA and Chamber might end up with different missions but they should come together to share ideas, strategies and work toward the same goals.

Currently in Jackson, no avenue exists for public opinion or involvement in the economic development decision-making process. The advisory committee wants to create a method for public involvement, whereby, the public could participate in Jackson's economic development future.

Small business development is a significant portion of Jackson's economic development. One of the Chamber's main responsibilities is to meet the needs of the small businesses. This plan recommends the Chamber continue to monitor and identify small business needs. The chamber should ensure that entrepreneurs have access to programs and services that will encourage business expansion and retention.

Several agencies provide economic assistance to Jackson County. Jackson Electric Membership Corporation (EMC), a subsidiary of Oglethorpe Power, and Georgia Power offer Georgia communities assistance in six program areas: research and information, business retention and expansion, leadership development, downtown revitalization, board governance, industrial location, demographic and labor market analysis.

The Georgia Department of Industry, Trade and Tourism is another resource for industrial recruitment and tourism development. The University of Georgia Small Business Development Center (SBDC) in Athens provides management consulting for entrepreneurs. Also, the SBDC conducts marketing analyses and surveys designed to evaluate a community's economic development potential. The Institute of Community and Area Development (ICAD) offers technical assistance, training, and research services for local government community organizations.

Finally, the Northeast Georgia Regional Development Center (RDC) provides assistance in many community development areas. The RDC prepares local comprehensive plans, which includes economic development information for communities, and provides assistance through the administration of various financial grants. Additional services include the preparation of special economic development surveys and evaluations on how to improve, promote or reorganize a segment of the community. The RDC is actively involved in youth job training programs that are designed to employ residents and enhance job skills. The center also has a comprehensive network of elderly-related programs that address many elderly's social, health and employment needs.

1.16 Economic Programs and Tools

The Development Authority's Executive Director is the local contact for prospective statewide developers. This person is responsible for marketing, industrial recruitment and assisting local industries. The director must stay informed of all programs that are available on the state and regional levels.

As previously mentioned, Georgia Power and Oglethorpe Power provide electric power to portions of Jackson County. Both companies have headquarter offices in Atlanta. These power companies introduce prospective industries from other states and countries to the state's economic development resources. Georgia Power's and Oglethorpe Power's database includes industrial parks and sites located throughout Georgia. The database can display photographs of a site or park and a list of its utility and infrastructure features. The Georgia 100 software is a computer program designed to meet the business needs of companies through geographic analysis. Georgia's SBDCs are equipped with the Georgia 100 program. Jackson County's economic development assets are listed in many state databases. Jackson needs to ensure that their economic resources are updated and on-line with the state's electronic media databases. This will allow Jackson to receive maximum exposure within the state's inventory of economic development resources.

There are seven industrial parks located in Jackson County. The Walnut Fork Industrial Park, located at the I-85 and U.S. 129 interchange in Jefferson, is privately owned. This park is serviced by all utilities (water, sewer, gas and electricity). Walnut Fork consists of approximately 400 acres with 220 acres available for development. Central Jackson Industrial Park, located in Jefferson on U.S. 129, is owned by the Jackson County IDA. This Park is serviced by all utilities. Central Jackson has 50 acres that are vacant. East Jackson Industrial Park, located in Commerce on Highway 98, is also owned by the Jackson IDA. The park is serviced by all utilities and has 40 acres vacant. Central and East Jackson Industrial Parks were built in 1983 and are the county's oldest industrial parks. Hoschton Industrial Park, located in Hoschton on Highway 53, is served by all utilities except sewer. This park has only 20 acres remaining for development. Jackson Green Industrial Park is located on Highway 124 in Braselton. This park was developed in 1995. Jackson Green is serviced by all utilities and has about 50 acres remaining for sale. Braselton Industrial Park, also located on Highway 124 in Braselton, is undeveloped. This land is Jackson County's newest industrial park. The park is serviced by all utilities and consists of about 400 acres. Jackson Concourse Industrial Park, located on U.S. 129 in Jefferson, is equipped with all utilities. The park has 30 acres remaining for sale.

As discussed throughout this chapter and other chapters of the plan, Jackson County should receive a substantial amount of growth over the next decade and beyond. Currently, Jackson's infrastructure capacity is adequate to meet the existing economic needs of the county. However, the advisory committee expressed the need to expand and improve water and sewer availability and capacity throughout Jackson to meet the anticipated future economic growth in the county. The economic development advisory committee believes that Jackson County should have enough industrial park acres for the near future (one to five years).

As the demand for additional commercial and industrial acreage increases, it will become crucial for Jackson County to find appropriate sites for these land uses. Citizens do not want industrial or commercial establishments to negatively impact other land uses (especially residential). Therefore, businesses should locate in designated zones where their activities and location are compatible and consistent with adjacent land uses. Growth should be controlled to avoid the negative effects of commercial sprawl. The county should employ proper planning techniques while perusing economic development. The county needs to determine the appropriate locations for future industrial and commercial growth. Although, the future land use map shows general areas of suitability concerning commercial and industrial development, the advisory recommends hiring a consultant to identify specific locations along the county's main thoroughfares. This study would identify the most appropriate locations based on many factors such as traffic volume, infrastructure location and accessibility, adjacent land uses, and locations that would best meet the requirements of the different types and densities of commercial and industrial developments.

Jackson County has a speculative building in the Walnut Fork Industrial Park. This building is a 150,000 square foot multi-tenant structure. Currently, the building is 50 percent occupied with 75,000 square feet available for sale. Jackson should continue to explore the feasibility of grant and loan programs that expand or improve existing infrastructure facilities and increase employment opportunities. The county should pay special attention to economic development programs that help existing businesses and offer assistance toward business expansion. Other methods of financing infrastructure improvements include revenue bonds, user fees and Department of Transportation monies.

In December of 1994, Jackson became one of seven Northeast Georgia counties to establish the Joint Development Authority (JDA) of Northeast Georgia. The JDA consists of seven elected or appointed officials from seven counties in the region which includes Jackson. The members serve two-year terms and meet six times a year. This legal authority was created to capitalize on Georgia's existing "Business and Expansion Act" (BEST). The program divides Georgia's counties into three incentive tiers based on their current economic status. The Northeast Georgia Development Authority counties qualify for tier two status. Businesses in this tier receive a \$1,500 per job tax credit (plus an additional \$500 tax credit for existing as an authority member county) for creating a minimum of 25 jobs for at least two years. Businesses can take advantage of another incentive option by receiving a tax credit of 3 percent for a minimum investment of \$50,000 in operating capital. One important result of this authority will be the sharing of tax revenue among the participating counties. The Authority could become an important foundation for developing future regional industrial parks.

The JDA is also an entity that can facilitate and implement regional projects requiring bonding. JDAs can operate multi jurisdictional water and wastewater facilities, airports and jails. The Northeast Georgia JDA voted in 1996

to file a Regional Economic Business Assistance (REBA) grant on behalf of Mayfield Dairies. The company announced that it will locate an \$18 million dollar raw milk processing facility in Braselton. Mayfield has agreed to purchase at least 50 percent of its raw milk from area dairy farmers. The JDA will lease the property to Mayfield dairies for a period of three years. At the end of that time, the JDA will return the property to Mayfield Dairies. The REBA grant will be utilized to offset land costs. Also in 1994, Jackson County voters approved a Special Local Option Sales Tax (SPLOST) which increased the county sales tax by one cent to enable the Jackson County Water and Sewer Authority to expand infrastructure capacity.

Some federal and state grants and lending programs promote economic development in eligible communities. Some of these include: the Community Development Block Grant (CDBG) Small Cities Program and the CDBG Employment Incentive Program (EIP). These grants benefit low to moderate income residents. The Small Business Administration makes loans (7A and 502 programs) to small businesses that cannot borrow on reasonable terms from conventional lenders. The Farmers Home Administration is a loan program intended to improve the quality of life in rural areas by developing or financing land, buildings, machinery and equipment.

Other governmental programs include DCA's "Business and Retention Program" and the Governor's "All-Georgia Program." DCA will conduct inventories and surveys of county businesses to help identify problems or opportunities that existing businesses may experience. The Governor's "All-Georgia Program" encourages economic development through proper assessment of the local economic base and establishment of planning strategies.

It is important to note that residents are concerned about the potential for negative and irreversible development impacts on future quality of life. Jackson residents view their rural landscape and uncongested roads as one of their greatest assets. As the population and economy expands, county residents want to establish safeguards to ensure that adverse development does not occur. Advisory committee members encourage planning personnel and elected officials to consider the long-term best interest of the county when promoting economic development.

1.17 Educational and Training Opportunities

The Athens Area Technical Institute is a unit of the State Board of Post-Secondary Vocational Education. The institution serves twelve counties in the Northeast Georgia area, including Jackson County. Athens Tech offers 34 credit programs of study leading to a diploma in a wide range of vocational-technical fields. In addition, a job placement service is available to students enrolled in programs of study at the institution. This service assists students in securing full or part-time employment.

The night program of Athens Tech also offers a wide variety of personal and professional development courses each quarter. These courses are designed to upgrade job skills so students may fully participate in the future business environment. Several industries in Jackson offer GED opportunities to their employees. The Jackson County Comprehensive High School provides night school opportunities in a variety of subjects to upgrade job skills and enable students to receive a General Equivalency diploma (GED).

Jackson County's High School began the Youth Apprenticeship Program during the 1994-95 school year. This program is designed to provide students with career guidance and training. Students who are interested in pursuing an apprenticeship must apply to enter the program. Once accepted, they choose a career field and are matched-up with prospective employers. Students must commit to 2,000 hours of work with their employers which includes at least one year during high school and one year during post secondary school. Each student is assigned to a "career mentor" at a company and a training plan is developed by the company and the high school. The student's progress and skills are reevaluated and assessed every nine weeks.

The Jackson County Youth Apprenticeship Program receives funding from the state of Georgia as part of a grant program that allows school systems to apply for monies to study and implement apprenticeship programs. During the 1994-1995 year, Jackson County High School applied for a \$10,000 grant to study the feasibility and evaluate the need of an apprenticeship program. In the following two school years, the state awarded the Jackson County School System \$50,000 per year to implement the program. Under the intended design of the program, a school system can apply for

grant monies for three years. After that time, the school system should find corporate sponsors to sustain program costs. After evaluating local business needs, it is the intent and direction of the Youth Apprenticeship Program to approach new and existing companies in the county for apprenticeship sponsorship.

Currently, the program appears to have succeeded in Jackson County. This program provides companies with an additional local labor force and allows students to bridge the gap between high school, post secondary education and a career. The significance of the program is to improve the local labor force while teaching students that career education is a lifelong process.

Georgia also has a unique manpower training concept known as "Quick Start." The state designed this program to train workers for specific, clearly designed jobs in a new or expanding company. Employees learn new skills and receive the opportunity to earn higher pay. Additionally, the company realizes one of its primary goals, that is, to increase production with minimum expenditures of time and money.

When a company selects a plant site in Jackson County, the Director of Quick Start from Lanier Technical Institute and the State Training Coordinator from the Department of Technical and Adult Education consult with company officials. Together, they discuss the company's manpower needs, job requirements, and start-up schedule. Training coordinators develop a training plan and submit it to the company for approval. Training facilities are set up at Lanier Tech or, if more suitable, on the plant site.

The local State Employment Agency in Gainesville will recruit, test, and screen applicants in accordance with company specifications. Costly recruitment hours are saved and only qualified applicants are referred to the company for final selection and enrollment. Once the company accepts an employee, the trainee begins an on-the-job training program. The trainee is able to contribute to the company and also sharpens his or her skills under the guidance of state-paid instructors.

The Athens office of the Georgia Department of Labor Employment Service serves Jackson County. Jackson's office labor personnel recruits workers to meet current and future manpower requirements of businesses to provide quality placement of workers. In addition, labor personnel administer aptitude and proficiency tests.

The county should continue to assist the business community to acquire the latest job training and technical assistance from existing regional and state agencies. The county should support local agencies that encourage citizens to remain in the local workforce. Jackson can create various economic or educational incentives to induce participation from within the community.