









## TABLE OF CONTENTS

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### MILLEN BETTER HOMETOWN COMMUNITY DESIGN CHARRETTE University of Georgia SCHOOL OF ENVIRONMENTAL DESIGN College of Environment and Design





DEPARTMENT OF COMMUNITY AFFAIRS OFFICE OF DOWNTOWN AND COMMUNITY SERVICES

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#### WHAT IS A CHARRETTE?



At the Ecole des Beaux Artes, a famous design school in Paris, students were under time limits to complete their projects. When

the projects were due, a cart (the charrette) was rolled between the drafting tables and the projects were tossed onto it. The work had be turned in, no matter the level of completeness. This idea has been translated in America as a timed design process to address a specific problem or set of problems.

Many neighborhoods, commercial districts, natural areas and small towns have learned that exciting ideas can come from charrettes. Architects, planners, landscape architects, preservationists, and urban designers often use the charrette process to move citizens and local decision makers closer to desired solutions. The charrettes completed in Georgia have resulted in several successful implementation schemes for local projects. Experience has proven that Charrette

recommedations can be influential when local governments seek project funding.



#### INTRODUCTION

In March of 2002, a design team sponsored by the University of Georgia's School of Environment and Design and the Georgia Department of Community Affairs (DCA) came to spend a week in Millen. The team conducted a "charrette" that began with public input and a great deal of direct observation. The team took photographs, walked the streets and parks of the city and developed design recommendations and concept drawings that were explained at a public presentation on the final day of the charrette. This report summarizes the team's suggestion for Millen and is illustrated with drawings produced during the week.

Participating students, faculty and DCA staff wish to thank the community for its warm hospitality and are grateful for the opportunity to work with the community in Millen's stimulating and historic setting.







## VALUING AND PROTECTING HISTORIC ASSETS

### POTENTIAL BENEFITS OF A LOCAL HISTORIC DISTRICT

Many of Millen's most distinguished historic resources have been lost to the wrecking ball, contributing to the deterioration of the fabric of the community. Millen cannot afford to continue to tear down treasures such as the old Charm Barn only to see them replaced with nondescript commercial structures.

Millen currently has a National Register Historic District downtown. This *honorary* national designation makes certain properties eligible for tax incentives. The Chamber of Commerce and the DDA can also use National Register designation as a marketing tool. While national recognition should

help increase tourist traffic and enhance local perception of the value of Millen's historic resources, it offers no real protection for historic buildings. To truly preserve its tourism capital, the city must take the next step and designate a local historic district, which will provide for a design review process. A local preservation ordinance creates a preservation commission or design review board that advises property owners on historically appropriate rehabilitation and infill development approaches. This commission can also investigate the creation of additional local historic districts such as historic neighborhood districts.

Once the city has passed a historic preservation ordinance and created a preservation commission, the city will be eligible to apply for Certified Local Government status. Becoming a CLG offers benefits such as priority technical assistance from the state's Office of Historic Preservation and access to a small pool of grant funds.

While local historic districts regulate appearance, zoning regulates land use and development density. The city may wish to ask the DCA staff or its Regional Development Center to review existing development regulations to make sure they are up to date and support downtown preservation and

appropriate infill development. If future development is to be held to high standards, it is also important to the city



that existing building codes be strictly and consistently enforced.



This map shows the historic district boundaries recommended by the team. A design review ordinance might cover a larger area.

#### ADAPTIVE USE OF HISTORIC BUILDINGS

Millen has a number of historic structures that could productively house commercial, residential or civic uses. The following are "must save" structures that the team recommends giving highest priority.

#### Lane Building (Old Hotel, Winthrope Avenue)

- Reuse first-floor for retail/commercial space
- Rehabilitate upper stories for use as fixed income/affordable housing
- Project may be eligible for tax credits and state/ federal funding
- Downtown location convenient for reuse as housing

#### Old Millen High School (1922)

- Suitable for reuse as a cultural center (500 seat auditorium in rear)
- Main building suitable for reuse as facilities for after-school programs, summer camps, adult day care and senior citizen activities
- Project may be eligible for state/federal funding

#### Millen Primary School

- Rehabilitate for use as affordable housing
- Project may be eligible for tax credits

## Central of Georgia Railroad Warehouses (Winthrope and Cotton Avenues)

- Buildings not in use are suitable for reuse as indoor tennis, basketball, and volleyball courts to be managed by county
- Possible reuse as auction house









Old Millen High School



#### **FACADE IMPROVEMENTS**

Concentrating primarily on the downtown area, the team prepared illustrations of possible facade improvements for numerous commercial buildings. Although these type of design improvements are typically done at the expense of building owners and/or tenants, many cities have found that small facade grants from the city can spur merchants to invest in downtown revitalization.

The chart shows areas of needed improvement for each structure. The boxes checked for each building indicate a need to follow the detailed recommendations listed below.

#### **Issues**

Business	Doors/					
	Awning	Cleaning	Windows	Signage	Paint	Facade
Unknown	Χ	Χ	Χ	Χ	Χ	Χ
Vacant	Х	Χ	Χ	Χ	Χ	
La Condentida	Χ	Χ	Χ	Χ	Χ	Χ
Gay Loan	Χ	Χ	Χ	Χ	Χ	Χ
Kiki's Hallmark/Custom TV	Χ		Χ	Χ	Χ	Χ
Evans Financial	Χ	Χ	Χ	Χ		Χ
(former) Bank of Millen	Χ	Χ		Χ		
Civic Theater		Χ		Χ	Χ	
Pro Gym	Χ	Χ	Χ	Χ	Χ	Χ
Home Medical Care	Χ	Χ	Χ	Χ		Χ
Charm Barn	Χ		Χ	Χ	Χ	Χ
Taster's Choice	Χ	Χ	Χ		Χ	
Wilson Furniture	Χ		Χ	Χ	Χ	Χ
House of Fashion	Χ		Χ	Χ	Χ	Χ
Dwelle Ins./Furniture Box	Χ	Χ	Χ	Χ	Χ	Χ
Farmer's Furniture	Χ		Χ	Χ	Χ	Χ
Cotton Gin/Neal Hardware	Χ		Χ	Χ	Χ	Χ
Citi-Trends	Χ		Χ	Χ	Χ	Χ
Millen News	Χ		Χ	Χ		
Art Works/Daniel's Cleaners			Χ	Χ	Χ	







#### **A**WNINGS

- Remove inappropriate awnings
- Add/replace traditional awning (flat metal or retractable canvas)
- Avoid awnings that span more than one building Awnings should not obscure architectural elements



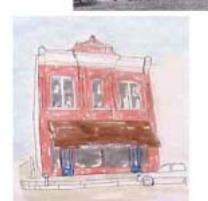
#### CLEANING

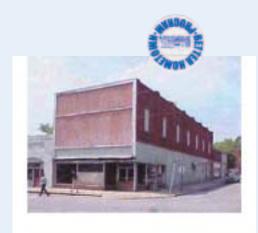
- Clean brick with the gentlest method possible (no more than 200 psi)
- Never sandblast brick

#### Doors and Windows

• Return doors and windows to their traditional size, shape, and materials

















#### SIGNAGE

• Return to more appropriate signage shape, location, and materials



#### PAINT

- Use paint to enhance architectural elements Use accent colors on trim and doors







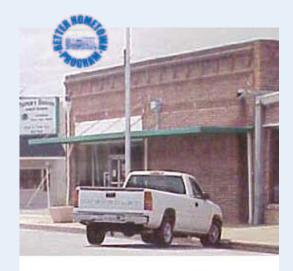






#### **FACADES**

- Restore transom windows
- Return to traditional storefront patterns
- Replace aluminum frames



















































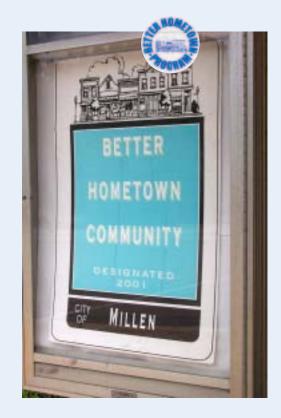
## Organizing for Downtown Development

## CREATING A DOWNTOWN DEVELOPMENT AUTHORITY

Downtown Millen could benefit greatly from a dedicated quasi-governmental entity to augment the work of the Jenkins County Family Enrichment Commission and unify local community development efforts. A Downtown Development Authority (DDA), tied to the Better Hometown committee structure, would help to create an environment in which merchants, property owners and citizens could come together to make sound decisions about the use, development and design of the buildings downtown. The DDA should work closely with downtown building owners, merchants and the Millen-Jenkins County Chamber of Commerce to promote business downtown.

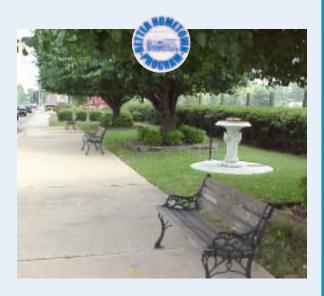
Some of the following design-related initiatives that might be implemented through a DDA to promote revitalization of downtown Millen include:

- Facade grant/loan program under such a program, property owners could apply to the DDA for matching grants and/or loans to make improvements to facades. Plans would have to be approved by the design committee and all changes would be in keeping with established design guidelines. This would promote voluntary compliance with design guidelines.
- Business Improvement District (BID) By establishing a BID, Millen could create a pool of funds from which to establish the facade grant/ loan program, as well as other downtown development projects.



• Special Purpose Local Option Sales Tax (SPLOST) Campaign — A tax on consumer-based goods sold within the city limits could provide funds for special projects on any property owned by a local government. SPLOST taxes are collected by county governments for specified activities approved by public referendum, but can be used for park and streetscape improvements and other downtown projects.

- Hotel/Motel tax The DDA should be able to tap into hotel/motel taxes to fund projects such as the welcome center and other tourism related activities.
- Welcome Center The DDA should join the historical society to expand the Welcome Center. By creating a walking tour with a brochure, the DDA could help bring tourist traffic into the downtown area. A highly visible signage and orientation program would identify the Welcome Center, the historic district, and local amenities available.



## Wayfinding: Pointing to Downtown

Very few directional or informational signs or devices exist to help the tourist, the businessperson or newcomer find and navigate downtown Millen. From the major highway entries (GA 17 or GA 25) there are so few indicators that Cotton Avenue exists that most casual visitors think that Millen does not have a historic commercial district. A visitor is more likely to think that the true Millen experience is just Bi-Lo, Rite-Aid or Subway. The convenience of grabbing a quick bite to eat at a fast food restaurant along the major arteries pales in comparison to the local experience of eating at Taster's Choice or visiting a "real" local hardware store like Neal's. But the experience is currently being denied to the uninformed.

A wayfinding system (an organized hierarchy of signs placed at significant intersections) should be located and installed. Signage should be uniform, easy to understand and attractive. Signage drawings shown here reinforce earlier recommendations made through the design assistance received from the Better Hometown Program. The city may also want to consider unique signature landscaping along its main entry corridors using a distinctive palette of plant materials that provide spring and fall color. This would reinforce the proposed signage in designating the historic downtown area as a special place.





## BETTER UTILIZATION OF OPEN SPACES

Millen is lucky to have unique natural resources that represent recreational and economic opportunities. The green space recommendations focus on regional and local green or open space issues; each area has unique qualities, each is an asset to Millen and the quality of life, and each has potential economic benefits.

## REGIONAL OPPORTUNITIES

- The Ogeechee River this river is the longest continuously flowing river on this side of the Mississippi and is a local and regional draw for fishing, canoeing, swimming, and camping.
- Magnolia Springs this park draws 150,000 visitors each year for fishing, camping, hiking, swimming, nature observation, recreational vehicles and the aquarium. Spring fed pools attract wildlife and are home to abundant tree species.
- Eco-tourism Millen needs to capitalize on Magnolia Springs and river-based tourism by drawing these visitors into town. A vibrant downtown with shopping, dining, and cultural opportunities can be promoted in conjunction with the trail/open space opportunities to provide a complete package. With the right marketing and protection tools, Millen can become the destination for shopping, dining, lodging and recreation in the region.

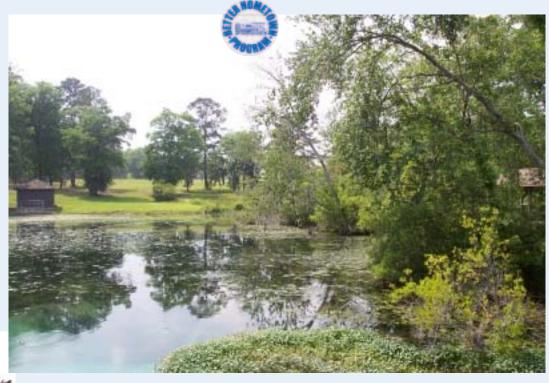












#### ENHANCING LOCAL PARKS AND GREENSPACE

Property on the south side of Cotton Avenue (between Cotton and the railroad) offers Millen a tremendous opportunity for a city park. These lots are currently acting as underused parking lots. By extending the existing sidewalk from the west end of Cotton and creating a crosswalk across Masonic, these two lots can be joined to create a unified park that will provide residents and visitors a public space that will enhance the beauty of downtown.





The historic depot with an added train viewing platform could be the centerpiece of a wonderful railroad park.



There are several existing elements that can be incorporated into the park design, including the caboose, rose garden, Bradford Pear trees and the old depot. Incorporating these elements and enhancing their visibility would highlight Millen's historic ties to the railroad. A platform for viewing the railroad, added to the rear of the depot, would also add to this. Many other railroad towns sharing similar development patterns have enjoyed success with such viewing platforms.

The hedge and Crepe Myrtle buffer that exists along the west side of the old depot should be maintained. The addition of visual breaks in the shrub line will provide views of the railroad and increase interest for the pedestrian. Removing portions of this shrub line will also provide an opportunity for planting young trees that will provide shade when mature.

To create the park, the following steps should be taken:

- Remove asphalt parking lots
- Extend sidewalks
- Plant trees like those recommended in the streetscape plan on the east end of the site to create an anchor for the edge of the park
- Plant additional shade trees throughout the park and along the sidewalk

The Canal Greenway and other existing green space adjacent to downtown Millen is hidden, and what appears to be leftover greenery in fact are remnant patches of natural space. This in-town green space should be enhanced, and revealed to residents and visitors through improved views and increased access. Natural vegetation should be maintained and mowed only around pedestrian paths. The Canal Greenway, in combination with the existing ball fields on Gray Street, provides in-town recreational opportunities such as walking, jogging, and nature trails for residents and visitors. Greenway

entrances should be placed at Gray and Masonic Streets, connecting downtown and surrounding neighborhoods with green space. The canal banks and riparian zones should remain vegetated (75' wide). Vegetated banks will decrease erosion and maintain stream ecosystem health and water quality. Long-term goals should include the removal of invasive plants and the replanting with native vegetation. The combination of ecotourism, increased usage, and downtown improvements should appeal to residents and visitors alike.



## REGREENING COTTON AND WINTHROPE AVENUES

The streetscape plans for Winthrope and Cotton Avenues are based on historic photographs and current needs and uses.



A unified streetscape for Winthrope and Cotton Avenues should include coordinated signage, parking lot screening, new lighting and distinctive crosswalks.

#### WINTHROPE AVENUE

The goal for Winthrope Avenue is to return the traditional edge to the street. Too many

buildings have been set back from the street to accommodate parking. In order to narrow the view and maintain a sense of enclosure, trees, hedges of evergreen shrubbery and signage should be added to Winthrope Avenue. The Bi-Lo parking lot should be screened with shade trees.

A signage system has been designed for the intersection of Daniel Street and Winthrope Avenue; by placing signage here, where traffic naturally slows due to the courthouse and the traffic light, visitors can be easily directed to the Cotton Avenue historic/shopping district.

Trees recommended for Winthrope Avenue are Dogwoods (*Cornus florida*) and Redbuds (*Ceris canadensis*). Evergreen shrubbery used are Florida Anise (*Illicum floridanum*), Wax Myrtle (*Myrica cerifera*), and Holly (*Ilex vomitoria "nana"*).







#### COTTON AVENUE

Street trees should be used in combination with storefront awnings to create a more pleasant pedestrian experience. Existing cobra-head lighting should be removed and replaced with small acornshaped lamps (approximately 12 feet tall) should be placed along Cotton Avenue so that the light shines below the tree canopy. Sidewalks should be enlarged to 15 feet (5 extra feet below the stairs) to accommodate the new trees. If irrigation is available, small planting beds between the trees should be added. The scored pattern on the sidewalk should be maintained. Ramps should be added to all sidewalks along Cotton Avenue at the ends of each block as well as at mid-block. The new plant list consists of Willow Oak (Quercus phellos) and Live Oak (Quercus virginiana). The existing trees should not be removed but should be replaced as needed with trees from the new plant list.

Crosswalks should be installed at strategic locations as part of the new streetscape design. This will slow traffic and help pedestrians to safely cross streets.

#### NEIGHBORHOODS AND Commercial Corridors

While downtown Millen has lost much of its freshness and original appearance, the surrounding residential neighborhoods have remained largely intact. These neighborhoods offer wonderful architecture and affordable homes. If downtown is worthy of designation as a historic district, then surely the great in-town neighborhoods should be, too! If a downtown historic preservation commission is formed, one of their first tasks should be to survey and develop appropriate boundaries for a neighborhood historic district.

Special attention should be given to residential areas adjacent to commercial properties. Conversion of residential homes along major arteries to low impact commercial or offices uses may be acceptable as a revitalization strategy, but only if proper design controls are in place to keep signage modest and prevent turning front yards into parking lots.

It is very difficult to control location of various land uses and the placement of buildings on lots without zoning. The city could benefit from a comprehensive review of its building and development ordinances to determine if they are resulting in the sort of growth that citizens desire. Even if zoning is not judged appropriate by the city, the community may want to consider whether a parking lot landscape ordinance and some form of design review needs to be extended to Millen's entry corridors where

strip-type development is taking place. By creating a corridor overlay district along major gateways to town, the city could have some influence over the layout and design of new construction before it takes place. Design input from the city at the schematic and pre-permitting stage could help to ensure compatible new projects that reflect the true character of Millen and not just generic urban sprawl.





## **APPENDIX**

On our first day in Millen we heard from YOU! This is what you told us.

## WHAT WOULD YOU SHOW OFF TO VISITORS?

Courthouse (II)

Friendly, clean, and pretty town.

Harmony

Museum

Magnolia Springs (I)

Everything (IIII)

Come back soon

Alive and active

Good living

Good place for retirement

Unique and historical

Beautiful city

Family place (I)

Churches (II)

People (I)

History

**Buckhead Creek** 

Basketball

Old Victorian Stuff

Safe (II)

Low Crime rate

Very Protective

Wonderful School and

**Teachers** 

Recreation Department (I)

Loving Caring People (I)

Fun festivals

City Hall

Enjoyable Shopping experience

Nature and natural beauty (I)

Scenery

Cooperative Atmosphere for business

More work opportunities

Houses and yards



## WHAT DOES MILLEN NEED MORE OF?

Economic Plan

Shopping mall

Better equipment at the recreation department

Wal-Mart

Arcade

Toys R Us

Bookstore

Hobby store

Clean up the town

Civic responsibility

Pride

Movie Theatre (restore the

Civic)

More religious people

Biking and running trails

Recycling Center

More places to eat

Auditorium for big events (like graduation)

"Re-do" downtown

Rehabilitate facades of downtown buildings

Connect the city to its past: railroad, civil war

More cultural opportunities

Summer programs for kids

More buildings for the schools

Cleaner with a downtown park

## WHAT ARE THE **BIG** EVENTS IN MILLEN'S HISTORY?

Sherman's March ("That is about the only thing that has happened here.")

Enhance the fly-in and fly-out capabilities of the

airport

The Railroad

Birdsville Plantation

Buckhead church

Buckhead creek battle

Front Street

Fair on the Square (October 26 years old)

Church homecomings

Fall Festival

Christmas in Millen

Millen Milers and More

Magnolia Springs Festival

Fly-In at the Airport

Civil War Reenactment

Memorial Day

Easter Egg Hunt

Relay for Life



Eggs and Issues Chamber Banquet Church Revivals Ag Banquet

#### WHAT ORGANIZATIONS HELP?

5 Garden Clubs

Garden Society

Woman's Club

Chamber of Commerce

**Development Authority** 

Rotary

**Hunting Club** 

Jenkins County Family Enrichment Commission Community Collaborative

4-H Club

Lions Club

Optimist

#### **BAD THINGS**

**Buildings and Surrounds:** 

Siting

Color Scheme

Materials

Commercial intrusions

Paved Surfaces

**Ugly Surrounds** 

Building codes/inspections

Few shaded areas

Need parks

Need a walking route established,

(local and Magnolia Springs)

Canal area used to be a good park

(canal and land owned by city and RR)

Lincoln Park is Millen

Where is Millen?

Where is Cotton Avenue?

Need of convenience

Railroad/trains block traffic

Transportation: circulation, lack of access, ADA

#### COMMUNITY

Absenteeism

No merchants association

Low-income housing is problematic

Bad city/county relationship

Low voter turnout

More recreation needed (tennis courts, money)

High school has no gym or tennis courts

Inconsistency of vision

Need to recognize uniqueness of town Buy Millen, even if more expensive Need to understand that change happens

#### BUSINESS

No shopping

Chains export money

Chains do not own their buildings

Workforce management (chains have good management)

Shore up small businesses

Service industries

Need to bring innovation to Millen

Sidewalks and steps



#### GOVERNMENT

7% sales tax, used for recreation department improvements

Absent tax base

Cost of community services

Who are they and who are we?

Government/people

County/City

State/Fed

Participation by elected officials



Make downtown act like a shopping center

The walking trail is a start, now finish up the project.

The grocery stores need real competition

#### **POSITIVES**

Churches

Schools

Strong Industrial Park







#### **N**EGATIVES

Resistant to change

Poor attitudes

Apathy

Low voter turnout

Not very clean (some pretty spots but that is all)

Lack of Pride

Poor Economy

Lack of Adult Education

Export local talent, the brightest and best move away

Not ready to follow through

Cultural change

Racial Issues: segregated churches, temporary black ministers, Hispanic migration

No zoning!

Little or no inspections!

Junky yards

**Building vacancy** 

## Project Funding Sources

# ADAPTIVE USE OF HISTORIC BUILDINGS — PROJECTS:

## LANE BUILDING (OLD HOTEL, WINTHROPE AVENUE):

- Reuse first-floor for retail/commercial space
- Rehabilitate upper stories for use as fixed income/ affordable housing
- Project may be eligible for tax credits and state/ federal funding
- Downtown location convenient for reuse as housing

#### OLD MILLEN HIGH SCHOOL (1922):

- Suitable for reuse as a cultural center (500 seat auditorium in rear)
- Main building suitable for reuse as facilities for after-school programs, summer camps, adult day care and senior citizen activities
- Project may be eligible for state/federal funding

#### MILLEN PRIMARY SCHOOL:

- Rehabilitate for use as affordable housing
- · Project may be eligible for tax credits

# CENTRAL OF GEORGIA RAILROAD WAREHOUSES (WINTHROPE AND COTTON AVENUES):

- Buildings not in use are suitable for reuse as indoor tennis, basketball, and volleyball courts to be managed by county
- Possible reuse as auction house



## Adaptive Use of Historic Buildings Funding Sources:

- Rehabilitated State Property Tax Assessment Freeze
- Rehabilitation Investment Tax Credit (RITC)
- Downtown Development Revolving Loan Fund (DDRLF)
- Ga. Cities Foundation
- Office of Downtown Community Services (ODCS)
  Design Assistance
- DCA's Housing Division
- Community Development Block Grant (CDBG)
- Certified Local Government Program (CLG)
- Central Savannah River Regional Development Center (CSRRDC)
- University of Georgia Business Outreach Services/ Small Business Development Center (UGA BOS/ SBDC)
- Local Development Fund (LDF)
- One Georgia Equity Fund
- Georgia Heritage Grants
- Preservation Services Fund
- United States Department of Agricultural (USDA)
- Georgia Department of Industry, Trade and Tourism (GDITT)
- Department of Community Affairs' Office of Regional Services – Region 7
- Revolving Loan Fund
- Facade Grant Program
- UGA's School of Environmental Design's Design Guidelines Class
- Cooperative Extensive Service
- Recreation Fund
- Establishing a Facade Easement Program

## BETTER UTILIZATION OF OPEN SPACES- PROJECTS:

## REGIONAL NATURAL RESOURCES OPPORTUNITIES:

- Magnolia Springs
- · Ogeechee River

## ENHANCING LOCAL PARKS AND GREENSPACE:

- Property on the south side of Cotton Avenue (between Cotton and railroad) offers Millen a tremendous opportunity for a city park.
- There are several existing elements that can be incorporated into the park design, including the caboose, rose garden, Bradford Pear trees and the old depot.
- Add a platform for viewing the railroad at the rear of the depot.
- The hedge and Crepe Myrtle buffer that exists along the west side of the old depot should be maintained.
- Greenway entrances should be placed at Gray and Masonic Streets, connecting downtown and surrounding neighborhoods with green space.
- The canal banks and riparian zones should remain vegetated.
- Long-term goals should include the removal of invasive plants and the replanting with native vegetation.

## REGREENING COTTON AND WINTHROPE AVENUES:

 Winthrope Avenue—Narrow the view and maintain a sense of enclosure, trees, hedges of evergreen shrubbery and signage and shade trees. Cotton Avenue—Street trees should be used in combination with storefront awnings to create a more pleasant pedestrian experience. Existing cobra-head lighting should be removed and replaced with small acorn-shaped lamps (approximately 12 feet tall) should be placed along Cotton Avenue so that the light shines below the tree canopy. Sidewalks should be enlarged to 15 feet (5 extra feet below the stairs) to accommodate the new trees. If irrigation is available, small planting beds between the trees should be added. Ramps should be added to all sidewalks along Cotton Avenue at the ends of each block as well as at mid-block. Crosswalks should be installed at strategic locations as part of the new streetscape design.



## Better Utilization of Open Spaces – Funding Sources:

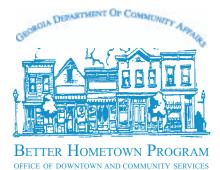
- Department of Transportation Enhancement Program
- ODCS Design Services
- DCA's Office of Regional Services Region 7
- Ga. Cities Foundation
- Local Development Fund
- Urban/Community Forestry Assistance Program

## NEIGHBORHOODS AND COMMERCIAL CORRIDORS PROJECTS:

• Designate the commercial and surrounding residential neighborhoods as a historic district.

## Neighborhoods and Commercial Corridors – Funding Sources:

- Local Development Fund
- DCA's Office of Regional Services Region 7
- Contact the Central Savannah River Regional Development Center (CSRRDC) and the Department of Natural Resources Historic Preservation Division Office to set-up a National Register District.





College of Environment and Design Public Service and Outreach