



Jackson County Planning Commission

Staffed by the Region 2 Planning Commission (R2PC)
120 W. Michigan Avenue • Jackson, MI 49201
Phone (517) 788-4426 • Fax (517) 788-4635

MEETING NOTICE

FOR FURTHER INFORMATION CONTACT:

Grant E. Bauman
R2PC Principal Planner
(517) 768-6711
gbauman@co.jackson.mi.us

DATE: July 9, 2020

TIME: 6:00 p.m.

PLACE: 5th Floor Commission Chambers
Jackson County Tower Building
120 W. Michigan Avenue
Jackson, Michigan 49201

MEETING AGENDA

1. Call to order and pledge of allegiance
2. Public comment [**3 MINUTE LIMIT**]
3. Approval of minutes
Approval of the March 12, 2020, meeting minutes [**ACTION**] 3
4. Approval of agenda
Approval of the July 9, 2020, meeting agenda [**ACTION**]
5. Request(s) for review, comment, and recommendation
 - a. Consideration of township zoning amendment(s) – *None*
 - b. Consideration of master plan(s) – *None*
 - c. Farmland and Open Space Preservation Program (PA 116) application(s) – *None*
6. Other business
 - a. Unfinished business – *Jackson County Master Plan*
 - (1) Urban and Rural Areas [**DISCUSSION**] 7
 - (2) Farmland Preservation [**DISCUSSION**] 9
 - (3) Social Vulnerability Index (SVI) [**DISCUSSION**] 11
 - (4) Proposed goals and objectives and Commissioner comments [**DISCUSSION**] 13
 - b. New business – *None*
7. Public comment [**2 MINUTE LIMIT**]
8. Commissioner comment
9. Adjournment

The next scheduled meeting of the Jackson County Planning Commission is August 13, 2020

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MEETING MINUTES

March 12, 2020

5th Floor Commission Chambers • Jackson County Tower Building • Jackson, Michigan

Members Present: Mr. Timothy Burns, At Large; Mr. Roger Gaede, Environment; Ms. Nancy Hawley, At Large; Mr. Ted Hilleary, Education; Ms. Jennifer Morris, At Large; and Mr. Jim Videto, Agriculture

Members Absent: Ms. Amy Guerriero, Industry and Economics; Mr. Russ Jennings, At Large; and Mr. Corey Kennedy, Jackson County Board of Commissioners

Liaisons Present: Mr. Grant Bauman, Principal Planner (staff), and Tanya DeOliveira, R2PC Principal Transportation Planner

Others Present: None.

Item 1. **Call to Order and Pledge of Allegiance.** The meeting was called to order at 6:01 p.m. by Chair Morris. Those in attendance rose and joined in the Pledge of Allegiance.

Item 2. **Public Comment.** There was no public comment.

Item 3. **Approval of Minutes.** A motion was made by Comm. Hawley, and seconded by Comm. Burns, to **approve** the February 13, 2020, meeting minutes as presented. *The motion was approved unanimously.*

Item 4. **Approval of the Agenda.** Staff requested that the agenda be amended by moving the *Jackson City + County Nonmotorized Plan* (Item #6b) after the approval of the agenda (Item #4). A motion was made by Comm. Videto, and seconded by Comm. Hawley, to **approve** the March 12, 2020, meeting agenda as amended. *The motion was approved unanimously.*

Item 5. **Jackson City + County Nonmotorized Plan.**

Tanya DeOliveira presented a broad overview of the *Jackson City + County Nonmotorized Plan* as well as its development methodology. She revealed that the proposed priority regional/countywide network is comprised of various trails, gravel road routes, and paved shoulder routes. The priority trails include 9 proposed routes that will complete the network of trails which already have regional/countywide significance. Ms. DeOliveira announced that the draft document includes subarea plans for the following areas: The Villages of Brooklyn, Concord, Grass Lake, Hanover, Parma, and Springport; the unincorporated village of Spring Arbor; and the City of Jackson, Blackman Township, and Summit Township (which comprise the Jackson Urbanized Area). She also mentioned that the plan contains a section regarding recommended policies, programs, and metrics that will aid in its implementation. Ms. DeOliveira concluded by inviting Commissioners to review and comment on the plan—which will be posted on <https://walkbike.info/jackson/plan/>—once it is released for public comment.

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The Planning Commissioners had a few questions/comments. Comm. Gaede noted the general need for restroom facilities and lighting. Staff replied that the need for those facilities would be tied to the character of each individual trail and determined during its design/engineering phase. Comm. Hilleary was intrigued by the concept of “micro-mobility” vs “bike” lanes, which recognizes the full use of those nonmotorized facilities. He also noted the need for lighting in the context of urban safety. Staff noted that the City has already received a grant to light the MLK Equality Trail in the vicinity of Cooper Street and Comm. Morris revealed that funds have been identified to light the rest of that trail. Comm. Videto and Comm. Hilleary also pointed out the need for dedicated and ongoing trail maintenance funding for nonmotorized facilities once they have been constructed. Staff concluded the conversation by stating that he will ask the JCPC to adopt the nonmotorized plan by reference as part of the master plan currently under development.

Item 5. **Request(s) for Review, Comment, and Recommendation.**

a. **Consideration of Township Zoning Amendment(s).**

(1) **CZ | #20-06 | Summit Township**

Staff summarized his report regarding the proposed rezoning of the Sentry Self Storage Facility, known as Parcel ID #000-13-24-301-067-00—which is located on the south side of McDevitt Avenue, west of the US-127 interchange, in Sec. 24 (T3S-R1W) of the Township—and the southern $\frac{3}{4}$ of the adjacent parcel to the west, known as Parcel ID #000-13-24-301-068-00, to ‘highway service commercial (C-3)’. Staff advised County Planning Commissioners to recommend **approval with comments** of the rezoning to ‘C-3’, noting that rezoning the small ‘local commercial (C-1)’ property currently utilized as the office/clubhouse for the Cozy Parklife, LLC, manufactured housing park at some point in the near future would help to simplify the commercial zoning pattern found in that part of Summit Township (please see the staff report).

After some discussion a motion was made by Comm. Hilleary, and seconded by Comm. Gaede, to concur with the staff advisement to recommend **approval with comments** of the proposed ‘C-3’ rezoning to the Summit Township Board (please see the staff report and these minutes). *The motion was approved unanimously.*

(2) **CZ | #20-06 | Summit Township**

Staff summarized his report regarding the proposed rezoning of the subject properties—known as Parcel IDs #000-13-07-426-027-01 and #000-13-07-426-027-02 and located in Section 7 (T3S-R1W) of the Township—to ‘office (O-1)’. Staff advised County Planning Commissioners to recommend **approval with comments** of the rezoning to ‘O-1’, noting that the Township should consider amending its future land use map to show an ‘office’ node at the intersection of Spring Arbor and Robinson Roads and to recognize existing public/semi-public’ uses in the general area (please see the staff report).

After some discussion a motion was made by Comm. Hilleary, and seconded by Comm. Videto, to concur with the staff advisement to recommend **approval with comments** of the proposed ‘O-1’ rezoning to the Summit Township Board (please see the staff report). *The motion was approved unanimously.*

b. **Consideration of Master Plan(s).** None.

c. **Farmland & Open Space Preservation Program (PA 116) application(s).**(1) **FA | #20-01 | Hanover Township**

Staff summarized his report regarding the 30-year PA 116 application for 2 properties—known as Parcel IDs #000-17-24-301-067-00 and #000-17-24-301-001-03—located on north side of the Village of Hanover. The parcels comprise 65 acres of which 53 acres are farmed. No buildings are located on the properties. The county-wide master plan recommends ‘agricultural preservation’ regarding the parcels. Staff provided a couple of suggested corrections/clarifications and advised County Planning Commissioners to recommend **approval with comments** of the application provided that the applicant considers making those corrections/clarifications (please see the staff report).

After some discussion a motion was made by Comm. Videto, and seconded by Comm. Hilleary, to concur with the staff advisement to recommend **approval with comments** of the application provided that the applicant considers making the suggested corrections/clarifications (please see the staff report and these minutes). *The motion was approved unanimously.*

Item 6. **Other Business.**a. **Unfinished Business.**

Jackson County Master Plan. Staff presented the results of the existing land use patterns and major community facilities study recently completed for Jackson County, the entire Region 2 Area, and Hillsdale and Lenawee Counties. Approximately 46% of Jackson County’s assessed acreage is used agriculturally, compared to 63% region-wide (and 72% in the other counties). Approximately 40% of Jackson County’s assessed acreage is used agriculturally, compared to 29% region-wide (and 24% in Hillsdale County and 22% in Lenawee County). Approximately 5% of Jackson County’s assessed acreage is used commercially and industrially, compared to 3% region-wide (and 3% in Lenawee County and 1.5% in Hillsdale County). Approximately 8% of Jackson County’s assessed acreage is exempt, compared to 5% region-wide (and 4% in Lenawee County and 2% in Hillsdale County). Major community facilities found throughout Jackson County and the entire Region 2 Area can be organized in the following categories: municipal & county parks, state parks & private nature preserves, private recreation facilities, regional trails & scenic railroads, hospital campuses, jails & prisons, college & university campuses, airports, and landfills & transfer facilities. The full reports for the region and each of the counties can be viewed/downloaded from the [Economic Development](http://www.region2planning.com) webpage on www.region2planning.com. Staff concluded by stating that the resources will be of great value as the Planning Commission develops the master plan’s goals and objectives and its future land use element.

b. **New Business.** None.Item 7. **Public Comment.** None.Item 8. **Commissioner Comment.** None.Item 9. **Adjournment.** The meeting was adjourned by Chair Morris at 7:55 p.m.

Respectfully submitted by:
Grant Bauman, Recording Secretary

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Region 2 Planning Commission

Serving Hillsdale, Jackson and Lenawee Counties

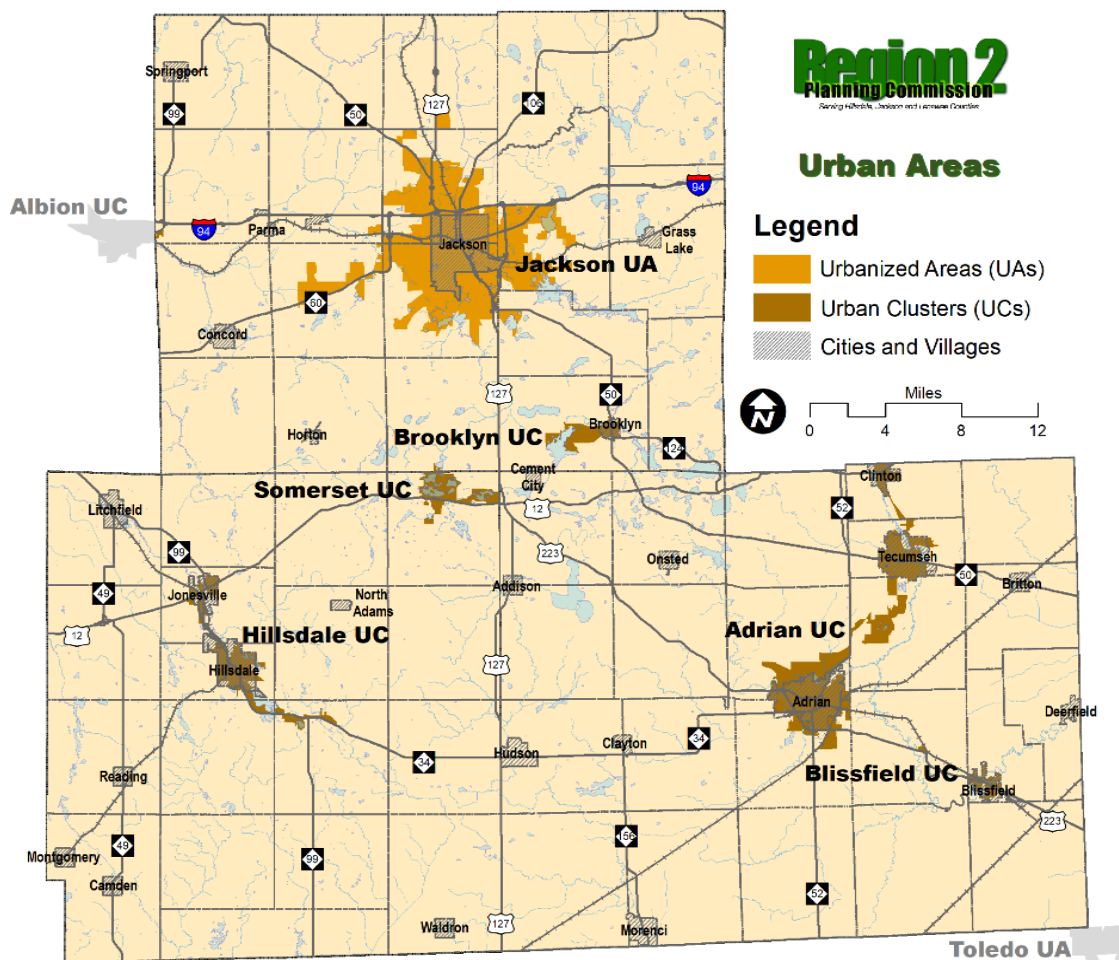
To: Region 2 Planning Commissioners
Municipal and County Planning Commissioners in the Region 2 Area
Economic Development Organizations (EDOs) & Other Interested Parties

From: Grant E. Bauman, R2PC Principal Planner

Date: June 24, 2020

Subject: **Urban and Rural Areas**

When asked to describe the Region 2 Area, most people are likely to speak of its rural/agricultural nature. This is certainly true given the metropolitan areas it borders: Lansing to the north, Ann Arbor/Metro Detroit to the east, and Toledo to the southeast. However, it is important to note that although urban areas only cover approximately 4.8% of the Region 2 Area, an estimated 50% of its population lived in one of them in 2018.



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The Jackson UA—including significant portions of surrounding townships— comprises approximately 59% of the total square mileage of Region 2's urban areas. The Adrian UC—including Tecumseh, Clinton, and portions of surrounding townships— comprises approximate 25% and the Hillsdale UC—including Jonesville and portions of surrounding townships— another approximately 8%. UCs centered on smaller villages and/or residential lake developments comprise the remaining approximately 8% of the square mileage.

It is important to note that the approximately 87 acres of the Albion UC that extends into western Jackson County, and its associated population, are not included in this analysis.

Urban and Rural Areas

	Popula- tion	Square Miles	People/ Sq. Mile	% of Pop- ulation	% of Area
Urban Areas*	152,758	97.5	1,567.5	50.4%	4.8%
Rural Area	150,161	1,952.2	76.9	49.6%	95.2%
	302,919	2,049.7	147.8	100.0%	100.0%

Urban Areas*

	Popula- tion	Square Miles	People/ Sq. Mile	% of Pop- ulation	% of Area
Jackson (Jackson UA)	88,059	57.8	1,524.8	57.6%	59.3%
Adrian/Tecumseh/Clinton (Adrian UC)	43,974	24.0	1,831.2	28.8%	24.6%
Hillsdale/Jonesville (Hillsdale UC)	11,722	7.5	1,557.6	7.7%	7.7%
Lake LeAnn/Lake Somerset (Somerset UC)	3,163	3.4	942.3	2.1%	3.4%
Blissfield/Palmyra (Blissfield UC)	3,105	1.8	1,685.9	2.0%	1.9%
Brooklyn/Lake Columbia (Brooklyn UC)	2,735	3.0	922.7	1.8%	3.0%
	152,758	97.5	1,567.5	100.0%	100.0%

* The small portion of the Albion Urban Cluster extending into Jackson County is not included in this analysis.

Source: 2018 American Community Survey (ACS) 5-Year Estimates

The U.S. Census Bureau defines an urban area as *a densely settled core of census tracts and/or census blocks that meet minimum population density requirements, along with adjacent territory containing non-residential urban land uses as well as territory with low population density included to link outlying densely settled territory with the densely settled core. To qualify as an urban area, the territory identified according to criteria must encompass at least 2,500 people, at least 1,500 of which reside outside institutional group quarters.* The Bureau identifies two types of urban areas:

- Urbanized Area (UA) = at least 50,000 people
- Urban Cluster (UC) = 2,500-49,999 people

Region 2 Planning Commission

Serving Hillsdale, Jackson and Lenawee Counties

To: Region 2 Planning Commissioners
Municipal and County Planning Commissioners in the Region 2 Area
Economic Development Organizations (EDOs) & Other Interested Parties

From: Grant E. Bauman, R2PC Principal Planner

Date: June 18, 2020

Subject: **Farmland Preservation**

The 2017-2021 edition of the *Region 2 Planning Commission Comprehensive Economic Development Strategy* recognizes that the Region 2 Area's unique cultural and recreational resources add to its quality of life and placemaking (see the inset). Those elements, in turn, support globally competitive environmental strategies. Accordingly, an action authorized by the CEDS is the mapping of those resources, which include agriculture.

Agriculture is an important component of Region 2's economy. A strategy of the CEDS is *Promote the value-added processing of agricultural goods produced in the Region*. Meanwhile, farmland continues to be lost to development in the Region in spite of the Great Recession and a slight population decrease (i.e., 0.6% from 2010-2015).

Farms Under Threat

Research conducted by the AFT (American Farmland Trust), and released in 2020 as *Farms under Threat*, shows that people act when changes to their landscape are visible [but that in] this century, land use changes have been hard to see. . . . The report—and its corresponding [website](#)/resources— maps the following at the national level:



- Land Cover and Use (2016)
- Nationally Significant Agricultural Land (2016), based upon various Productivity, Versatility, and Resiliency (PVR) Values (2016)
- Conversion of Agricultural Land (2001-2016)

Additional data is available at the state level and the maps are interactive. Staff has requested the data from the AFT so that he can conduct similar analysis at the regional and county levels. In the meantime, here are Regional 'snapshots' taken directly from the website:

R2PC CEDS

Goal 2

Provide opportunities to support globally competitive business environment strategies

Strategy C

Identify and map unique cultural and Regional recreational resources which add to quality of life and placemaking, thereby aiding economic development, including, but not limited to, arts and cultural institutions, agriculture, parks, trails, and other recreation facilities, and natural resources

Action 3

The mapping of cultural and recreational resources

Land Cover and Use

Land cover and use data the AFT obtained for 2016 reveals the following (see Map a):

- Urban development primarily in and around the communities of Adrian and Tecumseh; Blissfield; Hillsdale and Jonesville; Hudson, and Jackson.
- Low-density residential development is primarily located mainly around the periphery of those urban areas and near various lakes.
- The adjacent map reveals that significant forested areas are also located in all three counties.
- However, cropland and pastureland dominates the Region 2 Area, especially Lenawee County.

Nationally Significant Farmland

Analysis conducted by AFT reveals the following areas of significant farmland in 2016 from a national perspective (see Map 2):

- **Hillsdale County.** Concentrated bands countywide with a concentration in the southeast.
- **Jackson County.** Scattered bands, especially to the north, south, and west of Jackson.
- **Lenawee County.** Concentrated bands countywide with a concentration southeast of Adrian and Tecumseh.

The AFT identified nationally significant farmland by analyzing various productivity, versatility, and resiliency values (see Map 3).

Conversion of Agricultural Land

Further analysis conducted by AFT reveals the following areas of farmland converted to other uses from 2001-2016 (see Map 4):

- **Hillsdale County.** Parcels scattered across the County with no discernable pattern.
- **Jackson County.** Land near Jackson, other existing concentrations of settlement, and lakes.
- **Lenawee County.** Properties near Adrian and Tecumseh, other existing concentrations of settlement, and lakes.

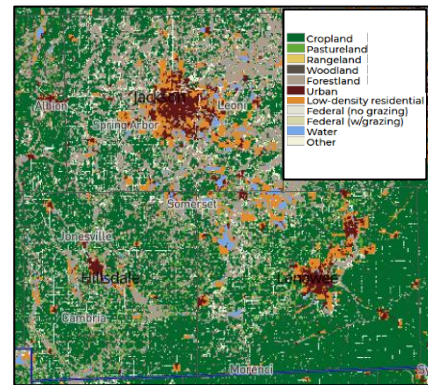
Addressing the Issue

The AFT states that *there is no silver bullet* since several interrelated factors drive conversion and recommends various [high-level actions](#) that staff has adapted for Region 2 and its municipalities:

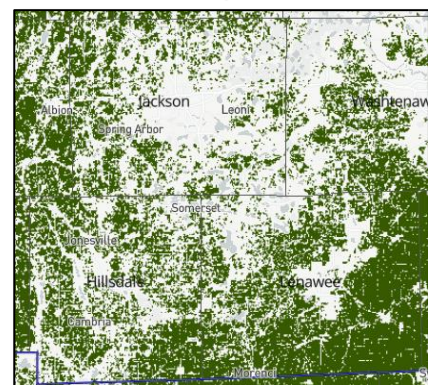
- Analyze and Map Agricultural Land Trends and Conditions
- Strengthen and/or Adopt a Suite of Coordinated Policies to Protect Farmland
- Plan for Agriculture, Not Just Around It
- Save the Best, but Don't Forget the Rest

Attached to this memo is the AFT's Agricultural Land Conversion Highlight Summary for Michigan.

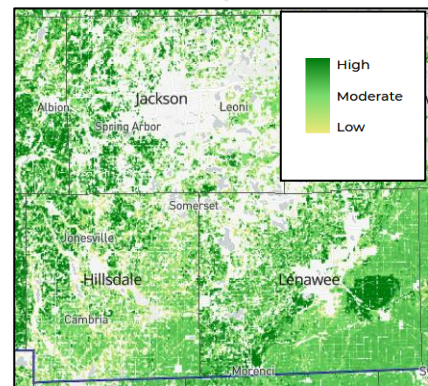
Map 1



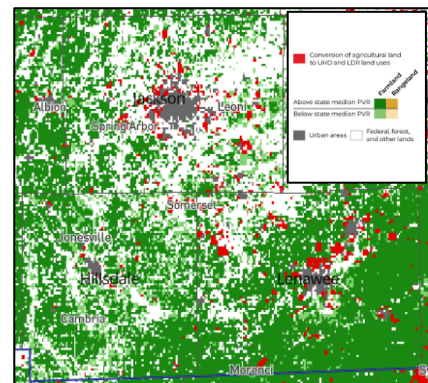
Map 2



Map 3



Map 4



Region 2 Planning Commission

Serving Hillsdale, Jackson and Lenawee Counties

To: Region 2 Planning Commissioners
Municipal & County Planning Commissioners in Jackson County
The Enterprise Group of Jackson & Other Interested Parties

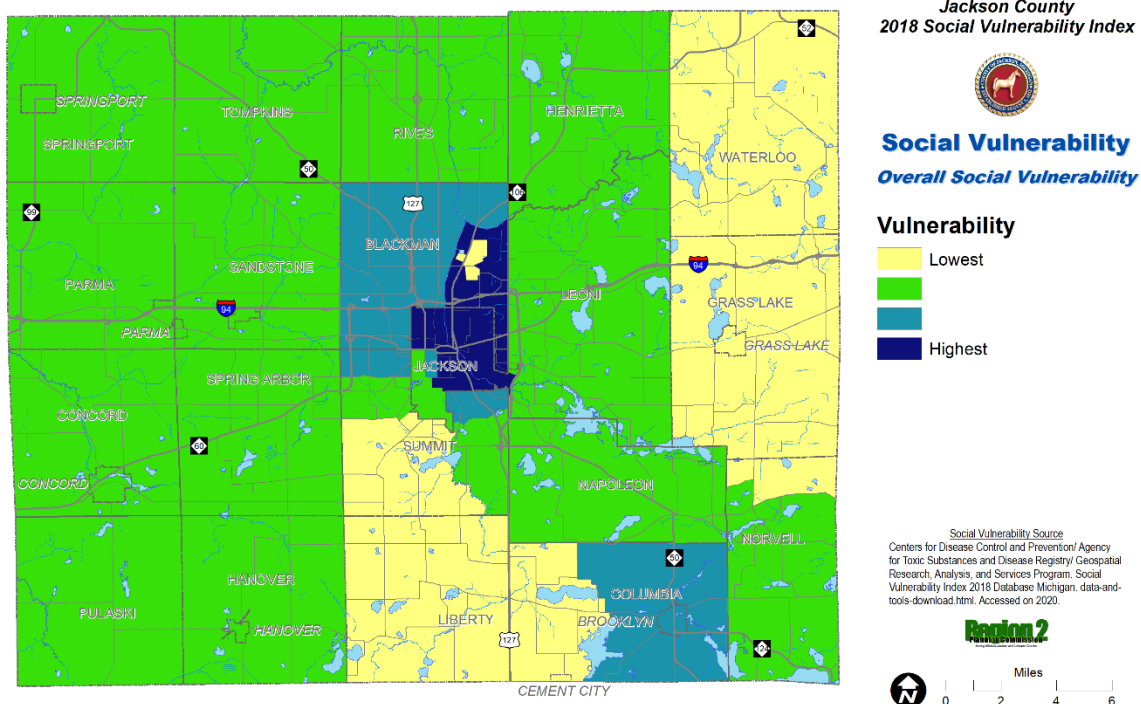
From: Grant E. Bauman, R2PC Principal Planner

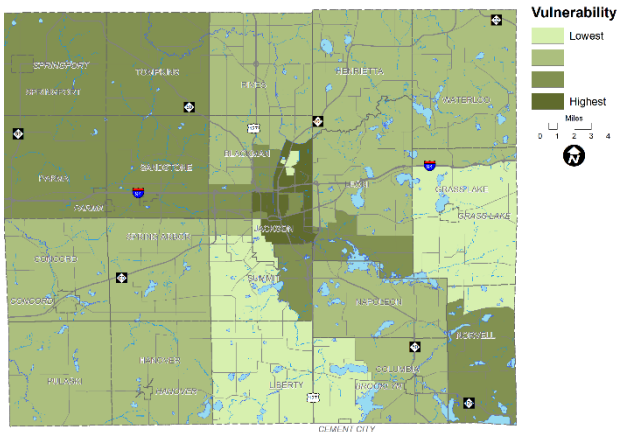
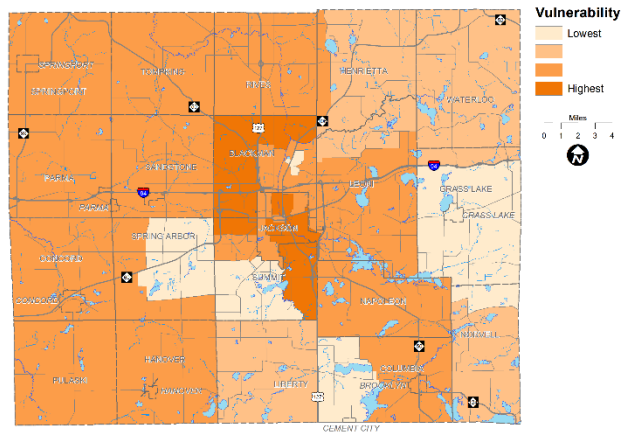
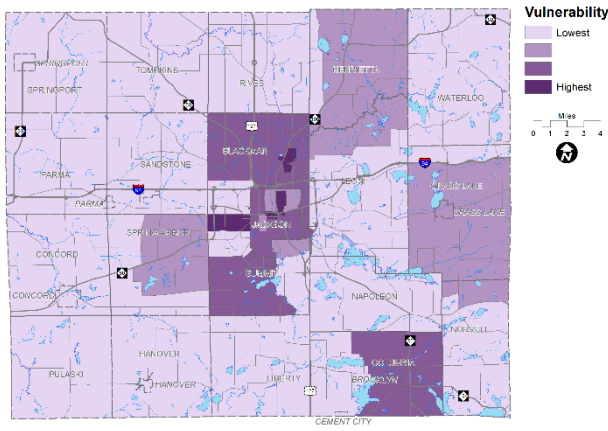
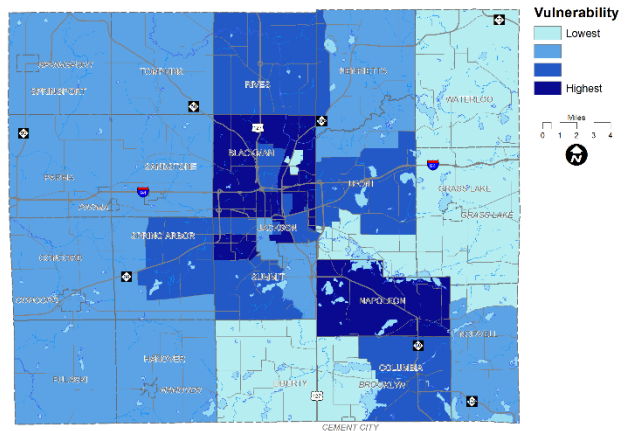
Date: June 10, 2020

Subject: **Jackson County | Social Vulnerability Index 2018**

According to the CDC's (Centers for Disease Control and Prevention's) Agency for Toxic Substances and Disease Registry (ATSDR), **social vulnerability** refers to a community's capacity to prepare for and respond to the stress of hazardous events ranging from natural disasters, such as tornadoes or disease outbreaks, to human caused threats, such as toxic chemical spills. **The Social Vulnerability Index (SVI [2018])¹ County Map** depicts the social vulnerability of communities, at census tract level, within [Jackson County]. SVI [2018] groups **fifteen census-derived factors** into **four themes** that summarize the extent to which the [County] is socially vulnerable to disaster. The factors include economic data as well as data regarding education, family characteristics, housing, language ability, ethnicity, and vehicle access. Overall Social Vulnerability combines all the variables to provide a comprehensive assessment.

Overall Social Vulnerability²



Socioeconomic Status³**Household Composition/Disability⁴****Race/Ethnicity/Language⁵****Housing/Transportation⁶****Data Sources:**

Centers for Disease Control and Prevention/Agency for Toxic Substances and Disease Registry/ Geospatial Research, Analysis, and Services Program. Social Vulnerability Index 2018 Database Michigan. data-and-tools-download.html. Accessed on 2020.

References:

Flanagan, B.E., et al., A Social Vulnerability Index for Disaster Management. *Journal of Homeland Security and Emergency Management*, 2011. 8(1).

Endnotes:

1. The SVI combines percentile rankings of US Census American Community Survey (ACS) 2014-2018 variables, for Michigan, at the census tract level.
2. Overall Social Vulnerability: All 15 variables.
3. Socioeconomic Status: Poverty, Unemployed, Per Capita Income, No High School Diploma.
4. Household Composition/Disability: Aged 65 and Over, Aged 17 and Younger, Single-parent Household, Aged 5 and over with a Disability.
5. Race/Ethnicity/Language: Minority, English Language Ability.
6. Housing/Transportation: Multi-unit, Mobile Homes, Crowding, No Vehicle, Group Quarters.

CHAPTER 3

GOALS, ACTIONS, AND PLANS



The purpose of this Master Plan is to establish goals, actions, and plans that will help to guide the future growth and development of the municipalities which comprise Jackson County from a procedural and countywide perspective. While each municipality is vested with the responsibility for planning and zoning, Jackson County is responsible for reviewing and providing independent recommendations regarding proposed amendments to township zoning ordinances, and all municipal master plan updates, based upon its understanding of municipal plans and ordinances/regulations. The following goals and actions, established at the countywide level, are intended to assist municipalities as they develop, amend, and implement their master plans and zoning ordinances.

Goals and Actions

This section of the Master Plan identifies land use issues and the goals and actions proposed to address them from a county-wide perspective. These issues, although grouped for continuity, are not presented in any particular priority order.

Open Ethical Governance and Citizen Participation

If municipal master plans and zoning ordinances are to be successful, strong support must be evident from citizens. Citizens must be involved in municipal planning and zoning decisions. Decisions which affect municipal land use should be free from conflicts of interest and conducted in open forums.

Goal. Citizen involvement in municipal planning and development decisions is critical to the development of vibrant communities, and such decisions should be made in an open municipal forum designed to engage the participation of citizens.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Forums for public involvement should be developed and promoted on any policy and plan, regulation and ordinance, or project proposal in order to gather and document public input that will then be used to inform the recommendations and/or decisions of the county and municipal planning commissions and other county and municipal agencies and boards.

Those agencies and boards are also encouraged to develop and consistently follow a public involvement plan or policy which identifies: (a) the pertinent segment(s) of the public to be solicited (i.e., the general public and/or particular stakeholder groups), and (b) the range of activities/tools that might be used to reach them.

2. Public meetings and/or hearings (when pertinent) should be held for all decisions which impact upon municipal growth and land use, including the adoption of master plans and other plans, zoning ordinances (i.e., text amendments and rezonings) and other ordinances or

regulations; public infrastructure improvements (e.g., sewer and water systems, roads and streets, etc.); and improvements to other community facilities (e.g., fire stations, schools, parks, etc.).

3. The county and municipal planning commission must follow the public hearing requirements of Michigan's *Open Meetings Act* (PA 267 of 1976, [MCL 15.261 et. seq.](#)), Article III of the *Michigan Planning Enabling Act* (PA 33 of 2008, [MCL 125.3831 et. seq.](#)), Sections 103 and 202 of the *Michigan Zoning Enabling Act* (PA 110 of 2006, [MCL 125.3103](#) and [MCL 125.3202](#)), and any other pertinent bylaws and legislation.
4. County and municipal commissioners and other governmental officials should help to educate the public regarding ethical and open decision-making in local government.

Planning Coordination

There is an important need for coordination and communication in municipal planning among Jackson County and its local units of government. Such an approach to planning will minimize the artificial *seams* which exist as boundaries between municipalities and promote a *seamless* countywide community. Such an effort should also reduce conflict among municipalities resulting from development and help to address countywide concerns and issues.

Goal. Municipalities should coordinate their planning and zoning efforts with their neighboring local units of government and Jackson County.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Municipal planning commissions are encouraged to send notices of their meetings and public hearings to adjacent local units of government.
2. Zoning ordinance recommendations generated by township planning commissions will continue to be reviewed by the Jackson County Planning Commission (JCPC), per the requirements of Section 307 of the Michigan Zoning Enabling Act (PA 110 of 2006, [MCL 125.3307](#)). The JCPC will attempt to resolve potential conflicts between municipalities through its review of text amendment proposals and rezoning requests, especially in the proximity of local unit boundary lines.
3. When zoning actions (e.g., rezonings, conditional/special land use permits, etc.) require the notification of citizens for public hearings and the boundary required for notification extends into adjacent municipalities, the owners, residents, and occupants of property in the adjacent local unit of governments must also be provided notice.
4. Municipal master plans will continue to be reviewed by the Jackson County Planning Commission (JCPC), per the requirements of Section 41(e) of the Michigan Planning Enabling Act (PA 33 of 2008, [MCL 125.3841](#)). The JCPC will attempt to resolve potential conflicts between municipalities through its review of the proposed future land use map and associated text.

5. Local units of government should be aware of the opportunities for coordination offered through the Joint Municipal Planning Act (PA 226 of 2003, [MCL 125.131](#)).

Innovative Planning and Zoning

New and innovative planning and zoning techniques and implementation measures continue to be developed that offer municipalities a greater range of flexibility to address complex planning issues and to implement local plans. New state legislation and decisions made by various courts also continue to be made.

Goal. Innovative trends in urban and rural planning, pertinent changes in state statutes, and court rulings should be monitored and made available to local planning commissions.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. When a municipality develops innovative measures which address common planning and zoning issues, they should be shared countywide (and beyond) with other local units of government. The Jackson County Planning Commission (JCPC) is available to be the channel through which that information is distributed.
2. The JCPC will continue to develop and promote *Planning and Zoning Notes* which address common planning and zoning issues in conjunction with the Lenawee County Planning Commission (LCPC). Those publications (and other resources) can be downloaded from the [Jackson County Planning Commission](#) webpage on www.region2planning.com. The JCPC will also consider developing and holding workshops on common planning and zoning issues for municipal planning commissioners and other interested officials on its own and/or in conjunction with the LCPC and the Region 2 Planning Commission (R2PC).

Nonmotorized Facilities

The automobile is firmly embedded in our culture. It simultaneously offers a measure of freedom; and yet also limits the freedom of movement both for the younger and older segments of the population, and citizens generally, through traffic congestion. In developed areas, space is consumed for parking which negates the possibility for the creation of compact pedestrian-oriented development patterns. The automobile allows us freedom to work in distant places and live in rural areas, but also requires an expansive network of roads and highways to get us there.

Considerable attention has been focused recently on the health of our citizens. Physical inactivity and the obesity of citizens has been defined by health professionals as a serious threat to community health and wellbeing. While it is acknowledged that every citizen is free to make individual choices regarding means and mode of transportation, there is a need to insure that our communities are walkable. Indeed, within the concept of community, social contact and interaction, the sense of human scale, and municipal identity, are elemental.

Section 10p of State Trunk Line Highway System (PA 51 of 1951, [MCL 247.660p](#)) mandates the goal of ‘Complete Streets’ which “means roadways, planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle”. The Parks and Recreation section in Chapter 2 provides information on the emerging regional trail corridor already traversing the County. The *Jackson City + County Nonmotorized Plan*, the *Jackson County Recreation Plan*, the *MDOT University Region: Regional Non-Motorized Plan* (which includes Jackson County), and various municipal recreation plans also provide guidance in the development of nonmotorized transportation facilities within Jackson County.

Goal. County and municipal plans and development decisions, and ultimately the shape and form of our communities, offer the opportunity for employment, commerce, recreation, and social interaction within and between municipal centers and neighborhoods which are accessible from nonmotorized facilities.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Jackson County will implement the state mandate regarding ‘Complete Streets’ by advising municipalities, the Jackson County Department of Transportation (JC DOT), and the Michigan Department of Transportation (MDOT) on future road and street projects regarding the inclusion of appropriate nonmotorized facilities (e.g., sidewalks, bike lanes, paved shoulders, trails, etc.) as part of road projects. Municipalities are encouraged to include a similar action in pertinent plans.
2. The *Jackson City + County Nonmotorized Plan* and the *Jackson County Recreation Plan* are adopted by reference as part of this Master Plan. The various municipal and other plans which provide additional guidance regarding the development of nonmotorized transportation facilities within Jackson County will also be consulted.

More detailed nonmotorized networks are also encouraged to be developed which link subdivisions, neighborhoods, local business districts, downtown areas, recreational areas and connect to a system of regional pedestrian and bicycle trails.
3. Municipalities should review their commercial zoning regulations to ensure that uses which thrive on pedestrian traffic are grouped together (i.e., traditional downtown and local commercial areas), and to group uses which are oriented toward vehicular traffic in separate commercial zoning districts.
4. Compact development which fosters higher densities should be promoted within those downtown and local commercial areas and other places. Sidewalks and/or other nonmotorized facilities should be encouraged in those areas. Parking shall be encouraged to be located in areas that do not impede pedestrian travel.

5. Communities should review their patterns of residential distribution and attempt to promote and strengthen neighborhoods which offer parks, elementary schools, and commercial areas within walking distance.

Community Facilities

The concept of a community implies more than simply a place to live, work, engage in commerce, and play. Downtown and local commercial areas and other places and community facilities (e.g., municipal halls; schools, libraries and museums; public and private parks and recreation facilities; etc.) are places of social interaction where people meet face to face. They provide the infrastructure necessary for cultural growth and development and are often the places where governance occurs and information and ideas are exchanged. Consequently, community facilities are elementally important, acting as clearinghouses for all that makes people human, and the Master Plan should support these important roles. Plans for enhancing and promoting these resources should be developed and/or implemented.

Goal. Community facilities, which help define municipal character, facilitate social interaction and assemblage, and provide spaces for culture, should identified and maintained/improved.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Natural features which help to define municipal character and may limit development should be identified, mapped, and protected.
Municipalities are encouraged to use the natural features identified in Chapter 2 and Appendix C of this Master Plan as the beginning point for natural resources survey to be included in their master plan.
2. Community facilities which enhance our culture (e.g., municipal halls; schools, libraries and museums; public and private parks and recreation facilities; and other community facilities) should be identified, mapped, promoted, and improved/maintained.
Municipalities are encouraged to use the facilities identified in Chapter 2 and Appendix C of this Master Plan as the beginning point for the community facility survey that should be included in their master plan.
3. The *Jackson City + County Nonmotorized Plan*, the *Jackson County Recreation Plan*, and the *Upper Grand River Water Trail Development Plan* are adopted by reference as part of this Master Plan. The various municipal and other plans that provide additional guidance regarding the development of community facilities within Jackson County will also be consulted.

Natural Resources

The county's natural resources contribute to municipal identity and identify areas where development (or certain types of development) should not occur. The maintenance of ground and surface water quality is strongly related to enhancement of quality of life of Jackson's citizens. Surface

water in the form of Jackson County's lakes, rivers, and streams afford residents recreational opportunities and aesthetic appeal. Ground water offers a potable municipal and individual water supplies which are important to health and property values. Finally, wetlands are deemed to be important to the proper functioning of the natural system by: serving as aquifer recharge areas; impeding the flow of storm water and thereby act to reduce flooding; serving as wildlife habitat areas; filtering pollutants from surface waters; contributing to the natural diversity of flora and fauna; providing natural open space; and contributing to municipal character and identity as a result of their impact on development patterns.

Management plans have been developed by the watershed councils for the Upper Grand River, the River Raisin, the Kalamazoo River, and the Huron River. Each plan proposes a series of actions to promote surface water quality specific to a watershed or sub-watershed. Wellhead protection areas have also been delineated for public and municipal wellheads throughout Jackson County. Finally, the National Wetland Inventory (NWI) provides the general location of many wetlands within Jackson County and flood zones were designated by the Federal Emergency Management Agency (FEMA).

Goal. The measures proposed in the management plans for the Upper Grand River, the River Raisin, the Kalamazoo River, and the Huron River should be implemented within each watershed; the wetlands, flood zones, and wellhead protection areas identified in this Master Plan ought to be respected; and some other countywide measures should also be taken.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. The measures advocated for the various watersheds and sub-watershed management plans should be applied as appropriate.
2. An education program to inform citizens of practices that have the potential to positively or negatively impact on surface water quality should be prepared and presented to Jackson County citizens.
3. The Jackson County Health Department should continue to evaluate water quality in surface and ground water supplies to assure the health safety and welfare of county residents. As problems are identified a determination should be made as to whether additional land use regulation is necessary.
4. Abandoned or unused wells should be plugged.
5. Municipal planning commissions should attempt to preserve wetland areas and flood zones as they review development proposals and to adopt ordinances to protect wetland areas of less than five acres. The location of flood zones and wetland areas, as identified in the Master Plan, should be used as they prepare future land use plans. Local units of government are also encouraged to use open space provisions within zoning ordinances to preserve existing wetland areas.

6. Wetlands should be preserved. Mitigation, while possible, should as a matter of policy be reserved only for rare instances when preservation is not possible or in instances where the proposed improvement or modification to the land is necessary to assure public health, safety or welfare.

Farmland and Open Space Preservation

To many Jackson County citizens, its rural areas are appealing because of the open space which exists there. Consequently, many residents have selected home sites in rural areas because of the open rural quality such areas afford. Obviously, with additional development in rural areas comes a loss of open space and the values which attracted rural development in the first place.

Most of the rural areas within Jackson County are also used for agricultural production and many of them contain prime farmland and/or were included in the agricultural preservation area delineated as part of the *Jackson Community Comprehensive Plan*. Farmers have generally been good stewards of the land, and the water and other resources under their control, which provide residents throughout the county an economic livelihood and result in the production of significant quantities of agricultural products. The sale of these products also contributes to the health and vitality of Jackson County's economy.

There is inevitably conflict between commercial agricultural and rural residents. Consequently, agriculture should be protected from the challenge of people who reside in the rural areas, as provided in the Michigan Right-to-Farm Act PA 93 of 1981, [MCL 286.471](#)) and the various [Generally Accepted Agricultural Management Practices GAAMPs](#)) issued by the Michigan Department of Agriculture and Rural Development under its authority. The following GAAMPs have been developed by MDARD as of the adoption of this Master Plan:

- Manure Management/Utilization
- Site Selection (for Livestock Facilities)
- Care of Farm Animals
- Nutrient Utilization
- Irrigation Water Use
- Pesticide Utilization/Pest Control
- Cranberry Production
- Farm Markets

Conversely, the preservation of agricultural lands should not mean that farmers cannot sell their property freely. A balance must be struck between farmland preservation activities based upon voluntary participation and regulation, and the private property rights of the farmer in any successful agricultural preservation policy.

Agricultural land preservation has prominence in several townships while others, due to the quality of their soils or their existing development, prefer less of a focus on conserving agricultural lands and more on preserving rural character. Action on the preservation of valuable agricultural lands and/or open space may be taken individually or collectively by the county and its townships. These actions may include the purchase of

development rights (PDR); agricultural districting where large contiguous tracts of prime agricultural land may be identified; and the use of conservation easements and other legal agreements in which the land owner retains ownership of the property but conveys development rights to a land conservation organization or public body. Each of these techniques, to the extent authorized by law, is endorsed by this Master Plan within the municipalities which wish to use them. Consideration should also be given to the use of the Michigan Department of Agriculture and Rural Development's (MDARD's) [Agricultural Preservation Fund](#) for use in the purchase of development rights and enrollment of farmland in MDARD's [Farmland and Open Space Preservation Program](#).

Goal. Encourage the preservation of agriculture and valuable farmland through a range of techniques that identify, promote, protect, and preserve agriculture and farming operations.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Jackson County municipalities should make their developed areas healthy, safe, attractive, and vibrant, and provide sufficient services to them in order to reduce the pressure for the development of prime farmland and open space.
2. New development should be encouraged within and adjacent to existing developed areas whenever possible and higher densities should be considered and implemented where pertinent.
3. Cluster housing options within agricultural and other rural areas should be supported through local planning and zoning measures which allow small pockets of densely developed residential areas, offset by appropriate areas of open space to preserve open space and agricultural lands; and to promote compatibility between these land uses.
4. Municipal planning commissions which desire to preserve prime agricultural lands and open space are encouraged to consider all available planning and zoning techniques including: the purchase of development rights (PDR); agricultural districting where large contiguous tracts of prime agricultural land may be identified; and the use of conservation easements and other legal agreements in which the land owner retains ownership of the property but conveys development rights to a land conservation organization or public body.

The County Planning Commission should review available agricultural and/or open space preservation plans and ordinances and adapt and compile pertinent sections for use in Jackson County. Farmers should be involved in any farmland preservation programming and appropriate regulation to assure that farmland preservation may occur within the constructs of private property rights. They should also consider enrolling their farms in MDARD's Farmland and Open Space Preservation Program.

5. Industries which have the potential to use agricultural products produced locally should be identified and encouraged to locate within the County. Existing zoning ordinance provisions should also be revised to permit uses which support agricultural activities (e.g., grain elevators, agricultural supply stores, agricultural equipment and machinery and repair, etc.) in proximity to large areas of active farmland.
6. Municipal zoning ordinances should be reviewed and amended to permit Farm Markets, as addressed in the Farm Market GAAMPs developed under the authority of the Michigan Right to Farm Act, and to eliminate any other conflicts with the legislation and associated GAAMPs.

'Over Zoning' and 'Strip' Commercial Development

In some cases, the municipal plans and zoning ordinances include very large areas, or areas that are located along major roadways for homogeneous land uses. The purpose of master plans—and their primary implementing tool, the zoning ordinance—is to direct future growth into areas which are appropriate to accommodate additional growth. These areas typically have the necessary infrastructure including: roads; sewer and water facilities and other utilities; police and fire protection and other services; and schools to accommodate additional development. If the areas shown on the future land use map (a master plan element) and/or districts on the official zoning ordinance map are excessively large, or extend for considerable distances along thoroughfares, their ability to direct growth into areas, is diminished.

Goal. Local units of government are encouraged to review their land use plans and zoning ordinances to assure that the size of areas proposed for future land uses are contained to a degree necessary to appropriately direct growth.

Actions. The following actions are recommended to aid in the implementation of the goal:

1. Municipalities should determine the amount of land necessary to accommodate anticipated future population levels.
2. Local units of government are also encouraged to review their ordinances to reduce the land area designated for various uses in cases where growth projections indicate that actual development will occupy smaller areas of land. In cases where lengthy stretches of development, particularly commercial, are located along major roadways, and the area proposed for commercial use exceeds substantially the area projected to accommodate future population levels, reductions in length are recommended.

Grant Bauman

From: nan hawley <hcrlt@yahoo.com>
Sent: Monday, April 13, 2020 4:28 PM
To: Grant Bauman
Subject: JCPC ideas

Hi there,

Hope your Easter weekend was nice.

The problem with staying at home is too much time to cook and bake. So the following is my attempt to stay out of the kitchen.

Here are a few ideas for the Jackson County Master Plan that I consider part of overall regional goals that municipal planning commissions should attempt to pursue. Some may seem similar to the draft text but have different buzzwords. Thank you for your time and consideration.

Take care,

Nancy

Page 3-4

Non-Motorized Facilities

Action: Promotes Natural Beauty Roads.

Note: The goal of the Natural Beauty Road program is to preserve in a natural, essentially undisturbed condition, certain county local roads having outstanding or unusual natural beauty by virtue of native vegetation and/or natural features within or associated with the right of way.

These roads can be shared by both non-motorized and motorized transportation modes, offer connections between trail systems, and save county road maintenance dollars.

Action: Recognize and promote the need to preserve and/or restore the Greenways system (diverse wetland areas, drainage ways, and forest lands) that helps assure high quality surface water, native species, wildlife habitat and movement along non-motorized routes.

Page 3-6

Community Facilities

Action: Promote municipal planning commissions to adopt a fix - it - first policy for upgrading existing facilities and infrastructure before new facilities or infrastructure is built, and preserve the region's diverse architectural, and cultural history.

Pages 3-7

Natural Resources

Goal: Preserve the community's scenic and rural character by minimizing the impacts of development on environmental features such as wetlands, woodlands, steep slopes, habitats, wildlife corridors, night sky, ridgelines, and scenic views.

Action: Promote municipal planning commissions to protect the surface, groundwater resources and important habitat against the impacts of the adjacent land uses with natural buffer, and greenbelts along lakes and streams.

Note: Shoreline protection measures that restore natural vegetation reduce polluted runoff and overuse near shorelines can improve water quality as much as a costly municipal sewer system.

Pages 3-8

Farmland and Open space preservation

Action: Promote municipal planning commissions to strengthen land use policies and direct development towards established urban areas by establishing compact development policies, or an urban service line, that directs the use of public funds for roads, sewer and/or water to areas within the urban boundary and not into agricultural, forest or open space.

Pages 3-10 Over zoning and 'strip' commercial development Additional considerations:

Action: Promote municipal planning commissions to necessitate demonstrated market needs before establishment of commercial uses and include concurrency of adequate infrastructure (water, sewer, storm water drainage, roads) for the scope of development they are planning.

Note: This could reduce speculative developments, expenditure of public tax dollars, and future empty "big box" structures.

Action: Promote the use of form-based codes in developed areas to foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. Form-based codes offer an alternative to conventional zoning regulation.

Example: Sutton's Bay and Traverse City use form-based codes.

Dark Skies

Goal: Discourage the use of poorly designed outdoor lighting that creates glare and unnecessary up-light pollution of the night sky.

Action: Promote public facility's outdoor lighting to be changed to fully shielded LED 3,000K or less color temperature lights that meets the standards set by the International Dark-Sky Association.

-Develop educational programs about the adverse effects that artificial lighting has on our environment, safety, energy consumption and our health.

Example: In January 2020, Michigan's 2nd Dr. Lawless Dark Sky Park located nine miles east of Cassopolis on Monkey Run Street, was open. Breathtaking views of the night sky are not the same today as in the past. We now strain to see a few stars visible to the naked eye. This is due to light pollution caused by poorly designed outdoor lights that not only mask the beauty of the night sky, but also cause negative effects to environmental and human health.

Renewable Energy

Goal: Encourage the development of alternative or renewable energy sources such as solar, wind, and geothermal.

Actions: Promote municipal planning commissions to protect adjacent properties and natural resources from potential adverse effects of large alternative energy systems.

-Support future studies that may utilize less productive agricultural lands in the development of alternative or renewable energy sources.

Communication Infrastructure

Goal: Encourage internet providers to improve service into all areas of the County.

Action: Establish a WiFi and broadband feasibility study to facilitate an understanding of how to address access, determine best course of action, and possible funding mechanisms. Initiate a survey to gauge public interest and affordability in WiFi and broadband.

Note: Broadband is better for desktops and laptops while working at home and for corporate offices since there will be lesser problem in regard to connectivity. WiFi is better in remote places; however, there should be availability of WiFi connectivity.