

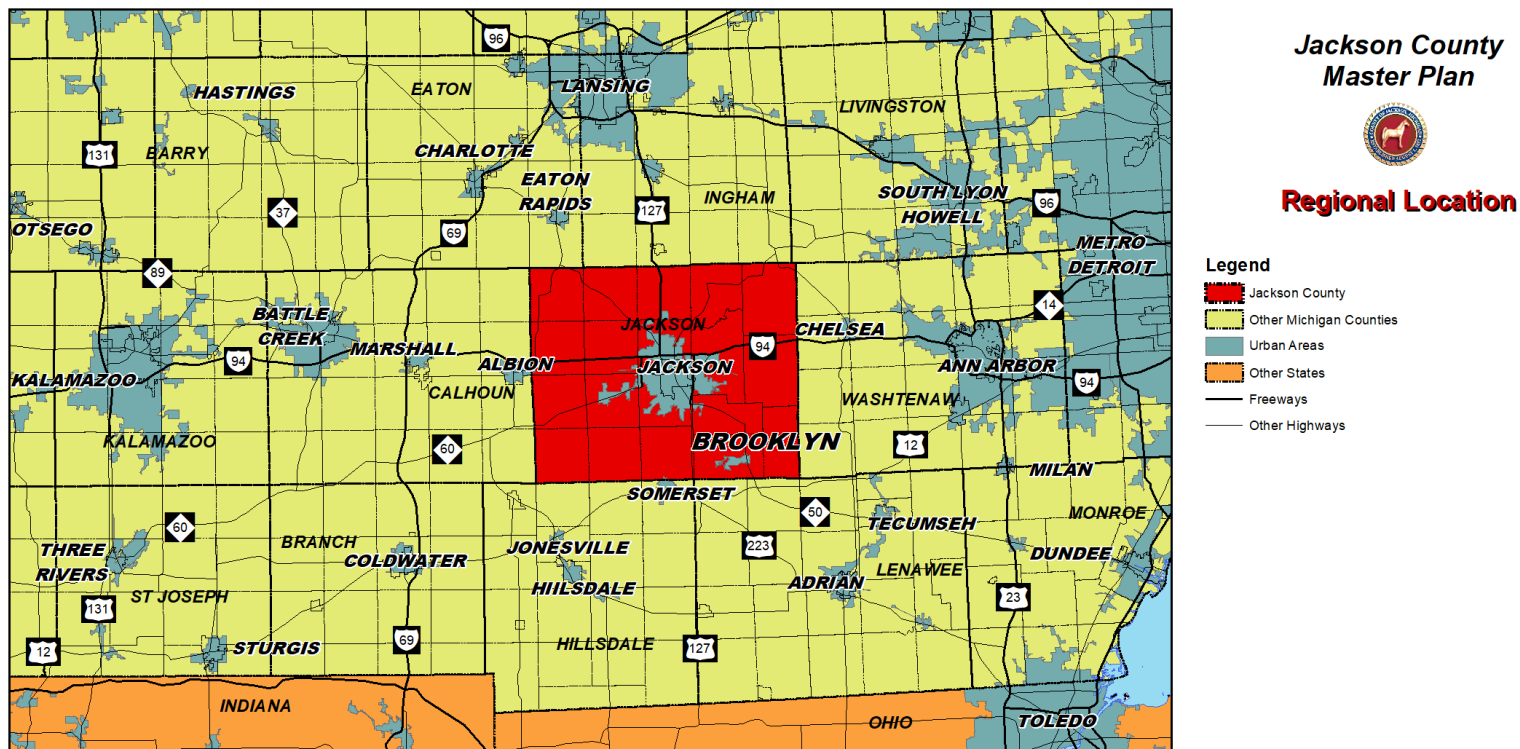
CHAPTER 2

**COMMUNITY DESCRIPTION AND ISSUE IDENTIFICATION**



## Regional Location

Jackson County is located in south-central Lower Michigan, north of the border with the States of Indiana and Ohio. It is surrounded by Eaton and Ingham Counties to the north, Livingston County to the northeast, Washtenaw County to the east, Lenawee and Hillsdale Counties to the south, and Calhoun County to the west. The City of Jackson is the County Seat and the Jackson Urban Area is located in the center of the County. I-94 provides access to the Ann Arbor and Metro Detroit Urban Areas to the east and the Battle Creek and Kalamazoo Urban Areas to the west. US-127 provides access to the Lansing Urban Area to the north and US-127/US-223 provides access to the Toledo Urban Area to the southeast.



## Communities

Among the ways of describing the communities comprising Jackson County are the following.

### Municipalities and Places

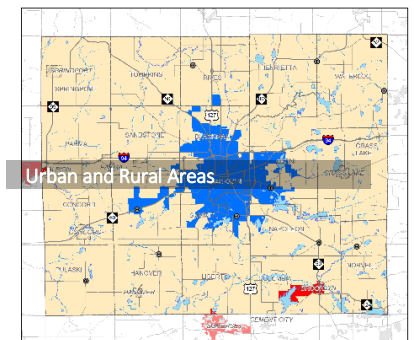
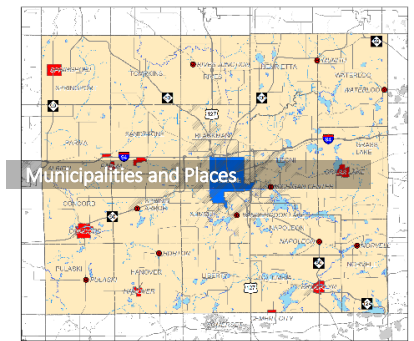
Jackson County is comprised of 1 city, 7 villages, and 19 townships (see the Municipalities and Places map in Appendix C).

- | <b>City</b>                                        | <b>Townships</b>      |                         |
|----------------------------------------------------|-----------------------|-------------------------|
| • City of Jackson                                  | • Blackman Township   | • Parma Township        |
| <b>Villages</b>                                    | • Columbia Township   | • Pulaski Township      |
| • Village of Brooklyn                              | • Concord Township    | • Rives Township        |
| • Village of Cement City<br>(north of Jackson St.) | • Grass Lake Township | • Sandstone Township    |
| • Village of Concord                               | • Hanover Township    | • Spring Arbor Township |
| • Village of Grass Lake                            | • Henrietta Township  | • Springport Township   |
| • Village of Hanover                               | • Leoni Township      | • Summit Township       |
| • Village of Parma                                 | • Liberty Township    | • Tompkins Township     |
| • Village of Springport                            | • Napoleon Township   | • Waterloo Township     |
|                                                    | • Norvell Township    | • Parma Township        |

A municipal hall/office serves each of those communities (see the Municipal Halls/Office and Fire Stations map in Appendix C). Jackson County also contains a variety of other unincorporated villages (e.g., Horton, Michigan Center, Munith, Napoleon, Norvell, Pulaski, Rives Junction, Spring Arbor, Vandercook Lake, and Waterloo) and various lake communities.

### Urban and Rural Areas

In addition to its municipalities and places, Jackson County is also comprised of several other areas (see the Urban and Rural map in Appendix C). The Jackson Urban Area encompasses the City of Jackson; significant portions of the Townships of Blackman, Leoni, Spring Arbor, and Summit; and extends slightly into the Townships of Napoleon and Rives. The Brooklyn Urban Cluster encompasses portions of the Village of Brooklyn and the north shore of Lake Columbia in Columbia Township. The Albion and Somerset Urban Clusters also extend slightly into the County. However, most of the County is located in the surrounding rural area.



## Historical Context

The shape and character of Jackson County was determined by the physical development of the community upon its natural landscape. The earliest known inhabitants of the Jackson County area were the Potawatomi Indians. These peoples, who migrated to the area from the south before the Revolutionary War, hunted, grew crops, and fished in area lakes and streams. They established a trade network with other native peoples and a system of Indian trails (both terrestrial and water) to accommodate this commerce evolved across Jackson County's landscape.

With the arrival of the white man and the establishment of the National Government, and following the Revolutionary War, the fledgling Nation was strapped for cash and decided to sell lands to settlers and to give lands to war veterans as payment for service. The Land Ordinance of 1785 authorized a precise survey of lands to the west, including what is now the Midwest, to provide the basis for property description and the distribution of lands. The Ordinance resulted in a survey of the land to divide the territory into townships of six-miles square, or thirty-six square miles. Townships in Michigan were laid out by lines running due north and south of a baseline and east and west of a meridian. The Ordinance further divided townships into 36 mile-square sections, each of which contained 640 acres. Jackson County's northern border follows the baseline and the border between Rives and Henrietta Townships follows the meridian. The point at which those lines intersect is commemorated by Meridian Baseline State Park

The Northwest Ordinance of 1787 established the initial government of the territory that became the states of Indiana, Illinois, Michigan, Ohio and Wisconsin. The creation of local township government largely coincided with the six-mile square land divisions, which were established as a result of the Land Ordinance of 1785. The political framework of township government in Jackson County, which grew from the Land Ordinance of 1785 and the Northwest Ordinance in 1787, resulted in the growth of township governmental powers to the extent that today it is difficult to discern the differences between townships, cities and villages.

In 1829, Horace Blackman, the first white settler, arrived and settled in an area not far from what is now Downtown Jackson. Blackman found dense woods, a beautiful river in a little valley, and, west of the river, an Indian camp. In 1830, "Blackman's location" was renamed Jacksonburg by Michigan Road Commissioners in honor of President Andrew Jackson. To avoid confusion over the numerous Jacksonburgs across the Nation, postal officials dropped the end of the name and the settlement became known as "Jackson" in 1838. Surveyors and engineers designed the community with a grid street system and a central public square, which was bisected, crossed by Main Street (now Michigan Avenue) and Jackson Street.

Jackson was located along a significant westward movement route. The high volume of settlers passing through the area created a demand for wagon and carriage makers. These wagon and carriage makers became the antecedent for early automobile producers. The extension of rail

lines through the area reinforced Jackson's significance as a transportation center. At one time, Jackson had more rail passenger traffic than any other city in Michigan and was second only to Detroit in the amount of rail freight shipped per year. Jackson soon became the home to the Michigan Central Railroad and its engine manufacturing and repair facilities.

Perhaps the earliest significant event in the history of Jackson was the opening of the first state prison in 1839. The prison brought cheap inmate labor, which expanded local factories into a strong manufacturing presence. By the early 1900s there were established companies manufacturing items from sewer pipe, paving brick, and small oil heaters, to car manufacturing, mining, and even corset manufacturing. Jackson became a leading industrial town between Detroit and Chicago and seven different railroad companies eventually laid tracks to the community. Today, correctional facilities and the manufacturing base are major employers in the community, which continue to provide an economic development benefit to the area.

Jackson also hosted the first Republican Convention on July 6, 1854. Jackson was selected as the site of the Republican Convention due in part to its involvement in the Underground Railroad. Hundreds of influential Michigan citizens made the pilgrimage to Jackson, exceeding the capacity of the meeting hall. The convention was forced to reconvene in an Oak Grove on attractive land known as "Morgan's forty" west of the Village. Today the site is an older residential neighborhood. Only a few scattered oaks remain and the area is now known as the Under the Oaks Historic Neighborhood. A boulder, dedicated by President William Howard Taft in 1910, can still be found at the corner of Second and Franklin Streets, where the Committee on Resolutions framed the first Republican platform.

Despite Jackson's late start in the automobile industry, no fewer than 25 companies—including Lewis Spring and Axle Company, American Top, National Wheel and Jackson Cushion Spring—had switched from carriage production to automobile production by the early 1900's. Auto parts makers soon replaced auto production. By the mid-1920s, half of Jackson's manufacturers were producing auto parts, making it the dominant industry in Jackson for many years. Jackson's economy is still closely tied to the automobile industry. The proximity of the Jackson Community to Metro Detroit, and the "just-in-time" movement which came about in the 1980s and '90s reinforced Jackson's association with the automobile industry. Other industries that have played an important role in Jackson's history include Aeroquip, now known as Eaton Corporation, which began producing hoses for the aircraft industry in 1939; and Commonwealth Power, now known as CMS Energy, the electric and natural gas utility that serves the largest number of Michigan residents.

By the 1930s Jackson had been transformed from an agricultural community to a bustling city of 55,000. The invention of the elevator facilitated the construction of several tall buildings in Jackson built of limestone and marble. It was during this time when Jackson's dramatic downtown skyline emerged. In the years following World War II the Nation's urban areas experienced suburban growth. Jackson was no exception with subdivisions extending out in development into Blackman, Leoni, and Summit Townships.

Jackson's suburban areas offered lower diversity housing in subdivisions. Many of these subdivisions are separated by wetland areas which afford natural open space. Suburban development occurred at a time when the City offered jobs and other urban amenities. Most of these areas now have sewer and water services. Commercial development and industrial growth have followed. During this time and perhaps even more significantly later over the past forty years as single-family homes placed on metes and bounds described properties were developed in the rural areas of Jackson County. These areas offer a high quality environment for rural living within easy commuting distance of area jobs, and jobs in Ingham and Washtenaw Counties. In recent times, large stately homes have been constructed in these rural areas.

While population extended in the townships surrounding the City of Jackson and in Jackson County's rural areas, beginning in the 1950s the City experienced population loss. This trend has continued to the present day. The City of Jackson still retains valuable features such as well-maintained streets, beautiful parks, historic buildings, and a central downtown which has recently experienced reemergence with the establishment of new restaurants and other commercial destinations. An effort is underway to bring people into the City, and in particular, into Downtown Jackson.

## Demographics

Demographic information regarding Jackson County is summarized below (see Appendix A for greater detail).

- **General Population.** The population of Jackson County was 160,248 in 2010, according to the U.S. Census. It is projected that the population will grow to 164,796 by 2035 and the decrease slightly to 163,650 by 2045. The City of Jackson and the seven incorporated villages comprised 24% of the countywide population in 2010, down from 64% in 1930.
- **Age and Gender.** The median age of County residents was estimated to be 41.0 years in 2017, according to the American Community Survey [39.6 years statewide]. Generation X —people between 35 and 54 years of age in 2017— was estimated to be the largest age group, comprising an estimated 26% of residents [26% statewide]. Millennials —people between 15 and 34 years of age— were estimated to be the second largest age group, comprising an estimated 25% of residents [26% statewide]. Baby Boomers —people between 55 and 74 years of age— were estimated to be the third largest age group, comprising an estimated 24% of residents [23% statewide]. The iGeneration and younger —people 14 years of age and younger— was estimated to be the fourth largest age group, comprising an estimated 18% of residents [18% statewide]. The Silent Generation and older —people 75 years of age and older— was estimated to be the smallest age group, comprising an estimated 7% of residents [7% statewide]. Males comprised an estimated 51% of Jackson County's population [49% statewide].

- **Race and Ethnicity.** The County has a fairly homogeneous population. An estimated 87% of Jackson County residents were white in 2017 [79% statewide]. An estimated 8% were black [14% statewide]. Native Americans, Asians, Native Hawaiians/Pacific Islanders and members of other races comprised 2% of the population [5% statewide]. Members of two or more races comprised an estimated 3% of the population [3% statewide]. Only an estimated 3% of residents considered themselves to be Hispanic (i.e., Latino/Latina) [5% statewide].
- **Disabilities.** An estimated 15% of County residents were disabled in some way in 2017 [14% statewide] and 8% had an ambulatory disability [8% statewide]. The rate of disability rises with age. For example, an estimated 47% of residents at least 75 years of age had some type of disability [49% statewide] and 30% had an ambulatory disability [32% statewide].
- **Educational Attainment.** An estimated 90% of Jackson County residents at least 25 years old in 2017 graduated from high school [90% statewide]. An estimated 31% had some type of college degree (i.e., associate's, bachelor's, or graduate) [37% statewide].
- **School Enrollment.** An estimated 46% of County residents at least 3 years of age and enrolled in school in 2017 attended elementary school (i.e., grades K-8) [44% statewide]. An estimated 22% attended high school [21% statewide]. An estimated 6% attended nursery school [6% statewide]. An estimated 25% attended college or graduate school [29% statewide].
- **Households and Families.** Most Jackson County residents lived in households in 2017 and families comprised an estimated 66% of households [65% statewide]. However, an estimated 29% of households consisted of a single person [29% statewide]. Other non-family households comprised an estimated 5% of households [6% statewide]. The estimated size of the average household was 2.43 people [2.49 statewide] and the average family size was 2.98 people [3.08 statewide]. An estimated 6% of the population lived in group quarters [2% statewide].
- **Income and Poverty.** The County's median household income in 2017 was estimated to be \$49,715 [\$52,688 statewide]. The median family income was \$61,359 [\$66,653 statewide] and the median non-family income was \$29,676 [\$31,333 statewide]. The per capita income was \$25,952 [\$28,938 statewide]. An estimated 15% of the people for whom poverty status was determined lived in poverty [16% statewide]. An estimated 25% of residents less than 18 years old lived in poverty [22% statewide]. An estimated 14% of residents between the ages of 18 and 64 lived in poverty [15% statewide]. An estimated 6% of residents 65 years or older lived in poverty [8% statewide].
- **Employment by Industry.** An estimated 24% of employed County residents at least 16 years old in 2017 worked in the educational services and healthcare and social assistance industry [24% statewide]. An estimated 19% were employed in the manufacturing industry

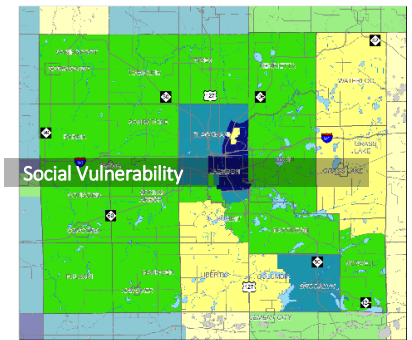
[18% statewide]. An estimated 12% worked in the retail trade industry [11% statewide]. Each of the other industries employed less than 10% of residents.

- **Employment by Occupation.** An estimated 31% of employed Jackson County residents at least 16 years old in 2017 were employed in management, business, science, and arts occupations [36% statewide]. An estimated 24% worked in sales and office occupations [23% statewide]. An estimated 19% worked in service occupations [18% statewide]. An estimated 18% were employed in production, transportation, and material moving occupations [16% statewide]. An estimated 8% worked in natural resources, construction, and maintenance occupations [8% statewide].
- **Means of Travel to Work.** Of the employed Jackson County residents at least 16 years old in 2017, an estimated 84% drove alone [83% statewide]. An estimated 9% of workers carpooled [9% statewide]. An estimated 4% of workers used some other form of transportation [5% statewide]. An estimated 3% of workers worked at home [4% statewide].
- **Travel Time to Work.** Of the employed County residents at least 16 years old in 2017 who commuted to work, an estimated 37% had a commute time of 15-29 minutes [38% statewide]. An estimated 18% had a commute time of 10-14 minutes [15% statewide]. An estimated 15% had a commute time of 60-89 minutes [16% statewide]. An estimated 13% had a commute time of 5-9 minutes [11% statewide]. An estimated 12% had a commute time of 30-59 minutes [15% statewide]. An estimated 3% had a commute time of less than 5 minutes [3% statewide]. An estimated 2% had a commute time at least 90 minutes [2% statewide].
- **Dwellings and Vacancy Rates.** An estimated 89% of dwellings in 2017 were occupied [85% statewide]. An estimated 3% were used seasonally or occasionally [6% statewide]. An estimated <1% were used to house migrant workers [<1% statewide]. The remaining estimated 8% were vacant [8% statewide].
- **Housing Types.** It is estimated that 78% of Jackson County dwellings in 2017 were single-family homes [77% statewide]. Approximately 16% of units were estimated to be located in multi-unit buildings [18% statewide]. An estimated 6% of dwellings were mobile homes [5% statewide].
- **Housing Costs.** It is estimated that 25% of the County's owner-occupied households with a mortgage in 2017 spent at least 30% of household income on housing [25% statewide]. An estimated 12% of owner-occupied households without a mortgage spent at least 30% of household income on housing [15% statewide]. It is also estimated that 52% of renter-occupied households spent at least 30% of household income on housing [50% statewide].



## **Social Vulnerability**

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 stress from" a disaster or other life disruption. Its 2018 Social Vulnerability Index "depicts the social vulnerability of" populations at the "census tract level" (see the Social Vulnerability map in Appendix C). "The SVI 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."



## **Natural Resources**

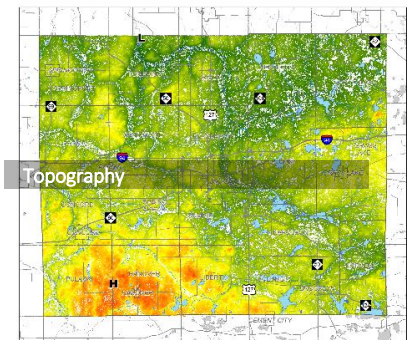
Varieties of natural resources are pertinent to land use planning in Jackson County.

### **Topography**

Jackson County's topography is gently rolling, moderately hilly morainal uplands. Elevations range from approximately 886 to 1,178 feet above sea level (see the Topography map in Appendix C).

Topographic limitations to development are mainly due to slope. Steeply sloped areas pose development constraints for land use because of practical difficulties and the cost of construction. Land development on steeply sloped areas also increases runoff and non-point pollution loads which have a negative impact on water quality.

The vast majority of land area in the County has a slope from 0% to 8%, which can be described as gently sloping. These types of slopes are suitable for all types of development. The County does have numerous small areas with slopes from 8% to 16% which are categorized as "moderately sloping". These areas are often suitable for limited residential development. Caution is required in these moderately sloping areas because disturbed soils may result in erosion which increase sediment loads and therefore, negatively affect surface water quality. Very few areas in Jackson County have slopes which exceed 16%.

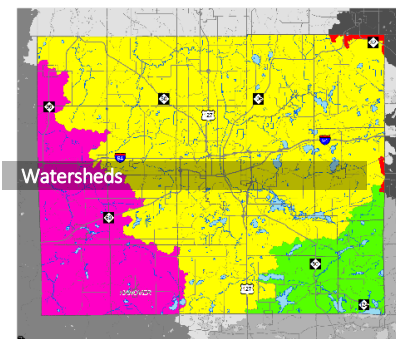


Jackson County's highest elevations appear in Hanover Township and in a few scattered locations between Waterloo and Grass Lake Townships along a ridgeline extending in an east/west direction. The lowest elevations in the County are at the location where the Grand River exits the County in Tompkins Township. Lands in the County form a drainage divide with the areas in the northern and western parts of the County draining to Lake Michigan through the Grand River and Kalamazoo River Watersheds, and the southeastern and northeastern areas of the County draining to Lake Erie through the River Raisin and Huron River Watersheds.

## Watersheds

Jackson County includes parts of four Michigan watersheds (see the Watersheds map in Appendix C). The largest of these, the Upper Grand River Watershed, drains most of Jackson County, including the City of Jackson. The southwest part of Jackson County is drained by the Kalamazoo River Watershed. This area includes all of Concord and Pulaski Townships, most of the Townships of Hanover and Parma, and portions of Spring Arbor and Springport Townships. Both the Grand River and Kalamazoo River Watersheds drain to Lake Michigan. The southeast corner of Jackson County drains into the River Raisin Watershed. Most of Norvell and Columbia Townships are included in the watershed, as well as parts of the Townships of Napoleon and Grass Lake. The River Raisin drains to Lake Erie. Very small portions of Waterloo and Grass Lake Townships are included in the Huron River Watershed which also drains to Lake Erie. A watershed council has been established for each of the watersheds and they have engaged in watershed management planning. Links to the websites for the councils follow:

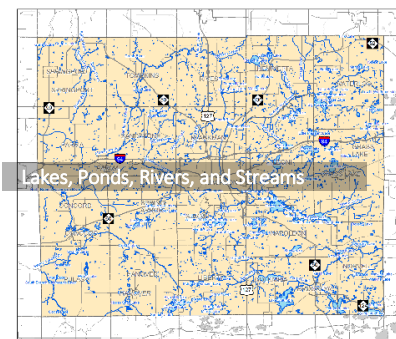
- Upper Grand River Watershed Council – [www.uppergrandriver.org](http://www.uppergrandriver.org)
- River Raisin Watershed Council – [www.riverraisin.org](http://www.riverraisin.org)
- Kalamazoo River Watershed Council – [kalamazooriver.org](http://kalamazooriver.org)
- Huron River Watershed Council – [www.hrwc.org](http://www.hrwc.org)



## Surface Waters

Jackson County's lakes, ponds, rivers, streams, and wetlands are features of the County that attract population and contribute to quality of life for County residents.

**Lakes and Ponds.** Jackson County has over 180 bodies of water which attract residential development (see the Lakes, Ponds, Rivers and Streams map in Appendix C). Consequently, most of the natural areas which surrounded lakes and ponds have been replaced with development. As a result, the riparian buffers which help to maintain water quality have been eliminated. For example, several lakes were quickly developed with summer cottages. In recent times many of these cottages have been converted to year-round dwellings, or, demolished to be replaced by new year-round homes. These areas have their own unique set of challenges. Many of the subdivisions surrounding lakes are comprised of small lot areas, resulting in high densities of dwelling units. Historically, cottages in these areas were served by private wells and septic tanks which affected water quality. Consequently, several of the lakes are now served by sanitary sewer. Most of the lakes, and lakeside development, are located in the eastern half of Jackson County.



**Rivers and Streams.** In addition to Jackson County's lakes and ponds, there are 679 miles of rivers and streams within the County's borders (see the Lakes, Ponds, Rivers and Streams map in Appendix C). They have value for their recreational use, wildlife habitat, and drainage function, and are an important component of Jackson County's unique natural system. Rivers and streams in Jackson County are in the head waters of the four watersheds noted above. The Grand River flows north from Somerset (Hillsdale County) and Liberty Townships, through the City of Jackson, and exits into Ingham County from Tompkins Township; the Portage River (a major tributary) flows west from Waterloo Township into the Grand River in Blackman Township. The River Raisin flows northeast from Lenawee County into Columbia Township, through the Village of Brooklyn, and exits into Washtenaw County from Norvell Township. The North Branch of the Kalamazoo River flows west from Concord Township, through the Village of Concord, and exits into Calhoun County and the South Branch of the Kalamazoo River flows northwest from Liberty and Hanover Townships and exits into Calhoun County from Pulaski Township.

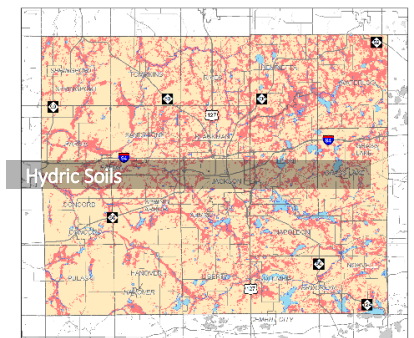
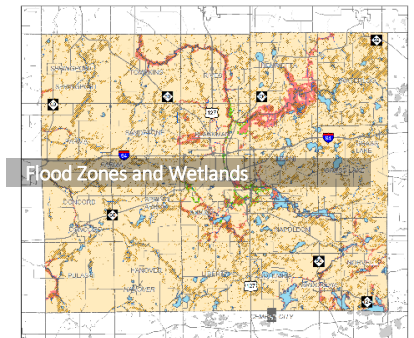
**Flood Zones.** Flood zones have been established in Jackson County by the Federal Emergency Management Agency (FEMA). A 100-year flood zone is defined by FEMA as an area having a 1% chance of being flooded in any given year. A 500-year flood zone is defined by FEMA as the area having a 0.2% annual chance of being flooded. Flood zones are associated with the rivers and streams flowing through Jackson County as well as some of its lakes, and ponds (see the Flood Zones and Wetlands map in Appendix C).

**Wetlands.** Wetlands in the County have been delineated by the National Wetlands Inventory (NWI). Numerous small wetlands exist in a scattered fashion. Larger wetland areas associated with surface water and drainage systems meander through the County (see the Flood Zones and Wetlands map in Appendix C).

**Wellhead Protection Areas.** Protection areas have also been delineated for public and municipal wellheads (see the Utilities subsection of the Transportation Facilities and Utilities section of the Chapter for more detail).

### Hydric Soils

Soil types that are poorly drained and subject to occasional flooding (i.e., hydric) have been identified by the Natural Resources Conservation Service (NRCS). Hydric soils are often located near the County's lakes, ponds, rivers, streams, and wetlands as well as other low-lying areas (see the Hydric Soils map in Appendix C).



## **Farmland and Forests**

Farmland and forests are important resources in Jackson County.

- **Farmland.** The American Farmland Trust (AFT) identified the agricultural land existing in Jackson County in 2016 and ranked it by quality (see the Quality of Farmland map in Appendix C). Nationally significant agricultural land meets the minimum productivity, versatility, and resilient (PVR) threshold set by the AFT. Michigan's best agricultural land has a PVR value above the state's median.
- **Forests.** The American Farmland Trust (AFT) also identified the forestland existing in Jackson County in 2016 (see the Forestland and Woodland map in Appendix C). Woodlands are a small subset of forestland associated with a farm or adjacent to a farm. The AFT also identified federal lands (with and without grazing). There are only a couple of locations within the County and appear to be associated with nearby forestland.

## **Community Services and Facilities**

The County of Jackson, as well as other public and private entities, provide a variety of facilities and services.

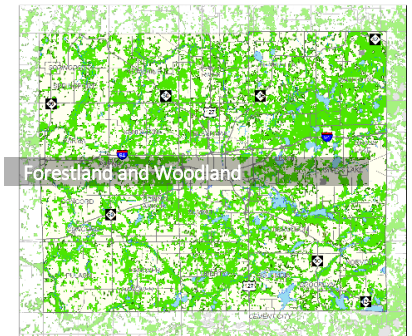
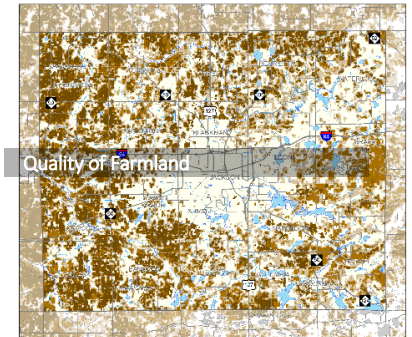
### **Law Enforcement and Fire/Rescue Services**

Law enforcement and fire/rescue services are coordinated through the 911 central dispatching service run by the County of Jackson that utilizes the State of Michigan's 800 MHz radio system.

**Law Enforcement.** A variety of law enforcement agencies serve the residents and property/business owners of Jackson County:

- **Jackson County Office of the Sheriff.** The primary countywide law enforcement agency is the Jackson County Office of the Sheriff, which is headquartered on Wesley Street in Downtown Jackson next to the County Courthouse (see the County Facilities map). The following municipalities also contract with the Office of the Sheriff for additional law enforcement services:
  - Village of Concord and Concord Township
  - Village of Grass Lake and Grass Lake Township
  - Norvell Township
  - Parma Township
  - Sandstone Township
  - Summit Township

The Office of the Sheriff also operates a couple of jails. The Wesley Street Jail is situated in the headquarters for the Office of the Sheriff (see the County Facilities map). The Chanter Road Jail is located in Blackman Township, west of Elm Road, next to the Jackson County Department of Transportation.





- **Municipal Law Enforcement Agencies.** Some of the municipalities within Jackson County are also served by their own law enforcement agencies. Those municipal law enforcement agencies and the communities they serve are:
  - Blackman-Leoni Township Department of Public Safety – Blackman and Leoni Townships
  - Columbia Township Police Department – the Village of Brooklyn and Columbia Township
  - Jackson Police Department – City of Jackson
  - Napoleon Township Police Department – Napoleon Township
  - Spring Arbor Township Police Department – Spring Arbor Township
  - Springport Township Police Department – Village of Springport and Springport Township

The Blackman-Leoni Township Department of Public Safety, the Columbia Township Police Department, and the Jackson Police Department serve their communities 24 hours a day/7 days a week.

- **State of Michigan.** The Michigan State Police (MSP) also serves Jackson County and its municipalities. MSP Jackson Post #13 is located on Cooper Street (M-106) in Blackman Township. The Michigan Department of Corrections (MDOC) maintains several prisons for men, also clustered in Blackman Township in the area of M-106 and Parnall Road:
  - Cooper Street Correctional Facility (814-man capacity)
  - Charles E. Egeler Reception and Guidance Center (1,382-man capacity)
  - G. Robert Cotton Correctional Facility (1,974-man capacity)
  - Parnall Correctional Facility (1,696-man capacity)

Michigan's Departments of the Environment, Great Lakes, and Energy (EGLE) and Natural Resources (MDNR) also have enforcement officers which cover Jackson County.

**Fire/Rescue Services and Facilities.** Residents and property/business owners in Jackson County are served by a municipal fire department which responds as necessary to fire and emergency situations and participates in the County's mutual aid system. The fire departments and the municipalities they serve are (see the Municipal Halls/Office and Fire Stations Map in Appendix C):

- Blackman-Leoni Township Department of Public Safety – Blackman and Leoni Townships
- Cambridge Township Fire Department – Norvell Township (southern  $\frac{3}{4}$ ) and part of Lenawee County
- Columbia Township Fire Department – Villages of Brooklyn and Cement City (north of Jackson St.) and Columbia Township
- Concord Fire Department – Village of Concord and Concord Township
- Grass Lake Charter Township Fire Department – Village of Grass Lake and Grass Lake Township

- Hanover Township Fire Department – Village of Hanover and Hanover Township
- Henrietta Township Fire Department – Henrietta Township
- Jackson Fire Department – City of Jackson
- Liberty Township Fire Department – Liberty Township
- Napoleon Township Fire Department – Napoleon and Norvell (northern ⅓) Townships
- Parma-Sandstone Fire Department – Village of Parma and Parma and Sandstone Townships
- Pulaski Township Fire Department – Pulaski Township
- Rives-Tompkins Fire Department – Rives and Tompkins Townships
- Spring Arbor Township Fire Department – Spring Arbor Township
- Springport/Clarence Fire Department – Village of Springport, Springport Township, and part of Calhoun County
- Stockbridge Area Emergency Services Authority – Waterloo Township and part of Ingham County
- Summit Township Fire Department – Summit Township

Jackson Community Ambulance (JCA), a community owned nonprofit organization located on Ingham Street in the City of Jackson, provides ambulance services throughout Jackson County.

### **Parks and Recreation**

Parks and recreation facilities and services are provided to residents and property/business owners by a variety of public and private agencies operating in Jackson County.

**Jackson County Parks.** Most of the parks operated by Jackson County Parks are adjacent to water, providing opportunities for swimming, boating, and/or fishing (see the County Facilities map in Appendix C):

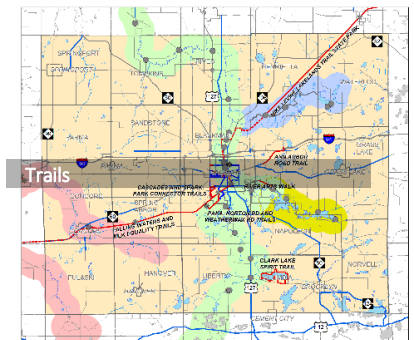
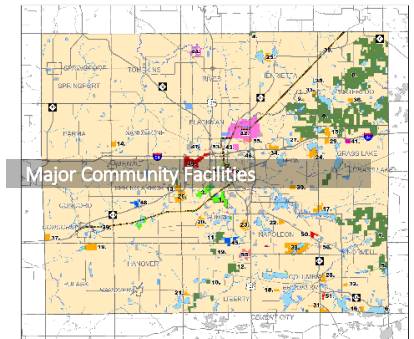
- |                                             |                                                     |
|---------------------------------------------|-----------------------------------------------------|
| 1. Clark Lake County Park                   | 10. Portage Lake County Park                        |
| 2. Clear Lake County Park                   | 11. Round Lake County Park                          |
| 3. Gillett's Lake County Park               | 12. Alfred R. Snyder County Park (Horton Mill Pond) |
| 4. Grass Lake County Park                   | 13. Sparks Foundation County (Cascades) Park        |
| 5. James J. Keeley County Park              | 14. Swains Lake County Park and Campground          |
| 6. Lime Lake County Park                    | 15. Vandercook Lake County Park                     |
| 7. Little Wolf Lake County Park             | 16. Vineyard Lake County Park                       |
| 8. Minard Mills County Park                 | 17. The Burns Property                              |
| 9. Pleasant Lake County Park and Campground | 18. Falling Waters Trail                            |

Many of those parks also contain picnic areas and toilet facilities. Modern campgrounds and significant cultural facilities are also available in several parks. For example, Sparks Foundation County (Cascades) Park, located in the City of Jackson and Summit Township, hosts firework displays several times each summer and James J. Keeley County Park, located in the City of Jackson, is the home of the Jackson County Fair (see the County Facilities map in Appendix C). The Jackson County Parks and Recreation Commission and the County Board of Commissioners oversee Jackson County Parks.

**State and municipal parks and recreation facilities.** The Michigan Department of Natural Resources operates 3 state parks and 3 state game/recreation areas that extend into the County (see the Major Community Facilities Map in Appendix C) as well as 13 boat launches in Jackson County. The City of Jackson operates a 26-park system, which includes Ella Sharp Park, and hosts a wide variety of recreational programs. Some of the villages and townships also maintain municipal parks.

**Public, quasi-public and private recreation facilities.** There are 17 private golf courses and 13 private campgrounds operating in Jackson County. Various public agencies and nonprofit groups (e.g., YMCA, Girl Scouts, Jackson County ISD, etc.) operate camps (see the Major Community Facilities Map in Appendix C). The Michigan Audubon Society, Michigan State University, and other institutions operate nature preserves. Michigan International Speedway (MIS), located near Brooklyn, and the Optimist Ice Arena and the YMCA in Jackson are examples of recreation and sports centers in the County.

**Nonmotorized Trails.** A regional nonmotorized trail is emerging in Jackson County. The Hiking Trail of the State of Michigan's *Iron Belle Trail* and *Route #1* of the *Great Lake-to-Lake Trails* are proposed to traverse the County from Munith in its northeast corner to Concord in its southwest corner, utilizing the same corridor (see the Major Community Facilities Map in Appendix C). Major portions of the corridor are already completed, including the Martin Luther King Junior Equality Trail, which traverses the City of Jackson, and Jackson County Parks' Falling Waters Trail, which traverses the Townships of Summit, Spring Arbor, and Concord and the Village of Concord (see the Trails map in Appendix C). The Mike Levine Lakelands Trail State Park extension, which will traverse the Townships of Waterloo, Henrietta, Leoni, and Blackman, is currently under development. Other trails also traverse portions of Jackson County. Please see the Transportation Facilities and Utilities section of this chapter for more detail on nonmotorized trail planning.



**Water Trails.** Water trails are comprised of canoe/kayak launch sites connecting together signed stretches of river (and lakes) maintained for paddling. The *Upper Grand River Water Trail Development Plan*, adopted by the Upper Grand River Watershed Council in 2017, proposes several water trails in Jackson County (see the Trails Map in Appendix C). The Upper Grand River Water Trail will flow from the Liberty Mill Pond (Liberty Township) to Eaton Rapids (Eaton County), as well as on the North Branch of the river from the unincorporated village of Michigan Center (Leoni Township) to the confluence with the main channel (City of Jackson). The Portage River Water Trail will flow from the Portage Lake Campground (Waterloo State Recreation Area (Waterloo Township)), to its confluence with the Grand River (Blackman Township). The Chain of Lakes Water Trail will flow from Little Wolf Lake County Park (Napoleon Township) to Leoni Community Park on the shore of Center Lake (unincorporated village of Michigan Center). Those trails were recognized as state-designated water trails by the Michigan Department of Natural Resources (MDNR) in 2018 and will be included in updates to the *Jackson County Recreation Plan* and likely other pertinent municipal recreation and master plans. Jackson County Parks plans to develop canoe/kayak launch sites in Little Wolf Lake County Park (Napoleon Township), on the Chain of Lakes, and Vandercook Lake County Park (Summit Township), on the Grand River, in the near future. Please see the water trail development plan for a complete listing of the proposed canoe/kayak launch sites.

The Kalamazoo River Watershed Council has also designated portions of both branches of the Kalamazoo River as water trails (see the Trails Map in Appendix C). The water trail on the North Branch of the Kalamazoo River flows from the unincorporated village of Horton (Hanover Township) to the City of Albion (Calhoun County), where it joins with the South Branch to form the Kalamazoo River. The water trail on the South Branch has also been designated, flowing from Scipio Township (Hillsdale County) to the City of Albion. Although the River Raisin has not been designated as a water trail, the Jackson County Recreation Plan recognizes that canoeing and kayaking take place on that water-course in Jackson County and its potential for water trail development.

Jackson County, the City of Jackson, and various other municipalities throughout the County have recreation plans approved by the Michigan Department of Natural Resources (MDNR). Doing so makes those entities eligible to apply for grants from the Michigan Natural Resources Trust Fund (MNRTF) and other grant programs administered by the MDNR. Please refer to the *Jackson County Recreation Plan* and the other municipal recreation plans for greater detail regarding parks and recreation facilities/opportunities in Jackson County.

### **Other County of Jackson Facilities**

- **County Tower Building.** The offices of the County Administrator, various other County officers (e.g., Clerk/Register, Treasurer, Drain Commissioner), and many of the other County of Jackson departments are housed in the Tower Building, which is located on Michigan Avenue in Downtown Jackson. The Board of Commissioners meets there as well as various other commissions, boards, and committees.



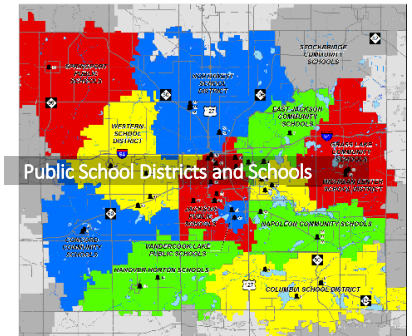
- **County Courthouse.** The County's Circuit, Family, and Probate Courts are housed in the Courthouse, which is located on Jackson Street in Downtown Jackson (see the County Facilities map in Appendix C). The County Prosecutor and Clerk are also located in the Courthouse, which is connected to the Office of the Sheriff and the Wesley Street Jail.
- **Human Services and Northlawn Buildings.** The Human Services and Northlawn Buildings are located on Lansing Avenue in Jackson, south of I-94 (see the County Facilities map in Appendix C). The Jackson County Health Department is housed in the Human Services Building along with the local offices of Michigan State University Extension (MSUE). The Northlawn Building houses the Friend of the Court, the County Prosecutor's Office of Child Support, and the Michigan Department of Corrections Parole Division.
- **County Youth Center.** The Jackson County Youth Center is located on Fleming Avenue in Jackson (see the County Facilities map in Appendix C). The Center caters to the needs of court involved delinquents.
- **County Animal Shelter.** The Jackson County Animal Shelter is located on Spring Arbor Road in Summit Township, east of Robinson Road (see the County Facilities map in Appendix C).

### Cemeteries

Most of the cemeteries in Jackson County are maintained by the municipalities in which they are located. However, a few cemeteries are maintained by churches or private organizations. Please refer to the *Jackson County Recreation Plan* for greater detail regarding parks and recreation opportunities in Jackson County.

### Schools and Libraries

Jackson County is served by 12 public school districts that are part of the Jackson Intermediate School District. The following is a listing of those districts and the schools they provide (see the Public School Districts and Schools map in Appendix C):



#### Columbia School District

1. Columbia Elementary School
2. Columbia Upper Elem. School
3. Columbia Central Jr. and Sr. High Schools (Fitness Center)
4. Columbia Options High School

#### Concord Community Schools

5. Concord Elem. and Middle Schools
6. Concord High School

#### East Jackson Community Schools

7. East Jackson Elementary School
8. East Jackson Secondary School

#### 9. East Jackson Alternative School

#### Grass Lake Community Schools

10. George Long Elem. School and Little Warriors Preschool/Daycare
11. Grass Lake Middle School
12. Grass Lake High School

**Hanover-Horton School District**

- 13. Hanover-Horton Elem. School and Early Imp. Preschool/Childcare
- 14. Hanover-Horton Middle and High Schools

**Jackson Public Schools**

- 15. Bennett Elementary School
- 16. Cascades and Frost Elem. Schools
- 17. Dibble Elementary School
- 18. Hunt Elementary School
- 19. Northeast Elementary School
- 20. JPS Montessori Center
- 21. Sharp Park IB World School
- 22. Middle School at Parkside and Fourth Street Learning Center
- 23. Jackson High School and Jackson Pathways

- 24. T. A. Wilson Academy
  - 25. South Central Michigan Virtual
- Michigan Center Schools**

- 26. Arnold Elementary School
- 27. Keicher Elementary School
- 28. Mich. Center Jr./Sr. High School

**Napoleon Community Schools**

- 29. Ezra Eby Elem. School and Pirates Cove Pre-School and Child Care
- 30. Napoleon Middle School
- 31. Napoleon High School
- 32. Ackerson Lake High School and Community Center

**Northwest Community Schools**

- 33. Northwest Early Elem. School
- 34. Northwest Elementary School
- 35. R.W. Kidder Middle School

- 36. Northwest High School
  - 37. Northwest Alternate High School
- Springport Pubic Schools**

- 38. Springport Elementary, Middle, and High Schools

**Vandercook Lake Public Schools**

- 39. Townsend Elementary School
- 40. Vandercook Lake Middle/High School

**Western School District**

- 41. Bean Elementary School
- 42. Parma Elementary School
- 43. Warner Elementary School
- 44. Western Middle and High Schools
- 45. Western Career Prep High School

Another 11 school districts extend into Jackson County. Chief among them is Stockbridge Community Schools (in terms of area), but none of them currently maintain any schools in the County. There are also a variety of charter and private schools operating in the County. Jackson Preparatory & Early College, da Vinci (Primary School, High School, and virtual Downtown Center), 4<sup>th</sup> Street Primary, and Paragon Charter Academy are charter schools. Private schools include Jackson Christian Schools (Elementary/Preschool and Middle/High School), Jackson Catholic Schools (Queen of the Miraculous Medal Elementary School, St. John Elementary School, St. Mary Star of the Sea Elementary School, and Lumen Christi Catholic High School), and Jackson Seventh Day Adventist Elementary School.

Several colleges are located in Jackson County. Baker College of Jackson is located in Blackman Township (see the Community Facilities map in Appendix C). Jackson College's Central Campus is located in Summit Township and its W.J. Maher Campus is located in Blackman Township. Spring Arbor University is located in the unincorporated village of Spring Arbor (Spring Arbor Township). A variety of other colleges are within commuting distance of Jackson County.

The Jackson District Library (JDL) provides 13 library branches in Jackson County, including the main Carnegie Library in Downtown Jackson. The following is a listing of the other 12 JDL library branches (and their locations):

- Brooklyn Branch (Village of Brooklyn)
- Concord Branch (Village of Concord)
- Eastern Branch (Leoni Township)
- Grass Lake Branch (Village of Grass Lake)
- Hanover Branch (Village of Hanover)
- Henrietta Branch (Henrietta Township)
- Meijer Branch (Blackman Township)
- Napoleon Branch (Napoleon Township)
- Parma Branch (Village of Parma)
- Spring Arbor Branch (Spring Arbor Township)
- Springport Branch (Village of Springport)
- Summit Branch (Summit Township)

### Healthcare Facilities

Jackson County is home to a variety of healthcare providers, mostly in the Jackson Urban Area. Henry Ford Allegiance Health, whose main campus is located in the City of Jackson, is the only hospital. Some Jackson County residents also utilize other nearby hospitals: St. Joseph Mercy Chelsea (Chelsea) and Trillium Hospital (Albion). Regional hospitals are located in Lansing and Ann Arbor. There are also a variety of assisted living facilities/nursing homes in the County, most of them located in the Jackson Urban Area. For example, Jackson County's Medical Care Facility is located on Lansing Avenue, north of Downtown Jackson (see the County Facilities map).

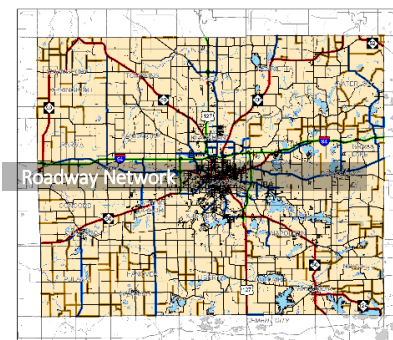
### Transportation Facilities and Utilities

A variety of transportation facilities and utilities serve Jackson County.

#### Roadway Network

Various agencies maintain the public roads and streets traversing Jackson County. The Michigan Department of Transportation maintains the state highway network. The Jackson County Department of Transportation maintains the county primary and local roads traversing the townships. Cities and incorporated villages maintain their own city major and local streets. The owner(s) of each private road or street maintains it.

- **County Local Roads and City Local Streets.** Local county roads and city streets are designed to provide access (i.e., ingress and egress) to the properties they abut. They comprise the majority of the roads and streets in Jackson County (see the Roadway Network map in Appendix C), but generally carry small amounts of traffic on a daily basis. Although most of the road and streets are paved, gravel roads are scattered throughout the County.



- **County Primary Roads and City Major Streets.** In addition to providing access to the properties they abut, county primary roads and city major streets are designed to carry through traffic, providing connections to other parts of the County. They comprise a smaller segment of the roads and streets in Jackson County (see the Roadway Network map in Appendix C), but generally carry larger amounts of traffic on a daily basis. Some of the primary roads and major streets have been constructed to all-season (i.e., Class A) standards, capable of carrying commercial truck traffic throughout the entire year.
- **State Highways and Freeways.** State highways are designed to carry regional through traffic, providing connections between communities, in addition to providing access to the properties they abut. Freeways are a type of state highway designed to carry large amounts of regional traffic but do not provide access to the properties they abut. State highways and freeways, which are constructed to all-season standards, comprise the smallest segment of the roads and streets in Jackson County (see the Roadway Network map in Appendix C).
- **Private Roads and Streets.** A small number of private roads and streets traverse Jackson County. They are designed to provide access to the properties they abut (see the Roadway Network map in Appendix C).

**Jackson County Department of Transportation.** The Jackson County Department of Transportation (JCDOT) and the County Board of Commissioners oversee the network of county primary and local roads. JCDOT's offices are located on Elm Road in Blackman Township, north of I-94 (see the County Facilities map in Appendix C). JCDOT Service yards are located on M-106 in Henrietta Township, Clark Lake Road in Napoleon Township, and Parma Road in Sandstone Township. JCDOT gravel pits are located in the Townships of Concord, Hanover, Leoni, Napoleon, Parma, and Springport. The Michigan Department of Transportation (MDOT) contracts with JCDOT to maintain/plow its roadways.

**Metropolitan Planning Organization.** State highways, freeways, and many of the county primary roads and city major streets in Jackson County are eligible to receive federal funding for their maintenance and construction. The Region 2 Planning Commission (R2PC) is the Metropolitan Planning Organization (MPO) designated to oversee the distribution of the federal funding allocated for Jackson County. As part of its duties, the R2PC produced the *2045 Long Range Transportation Plan*, which provides greater detail about the roadway network as well as the other modes of transportation serving Jackson County (available on [www.region2planning.com](http://www.region2planning.com)). The R2PC also coordinates the surface rating program for federal-aid eligible roads and streets in Jackson County. This annual survey illustrates the poor condition of much of that network (see the Surface Conditions map in Appendix C).

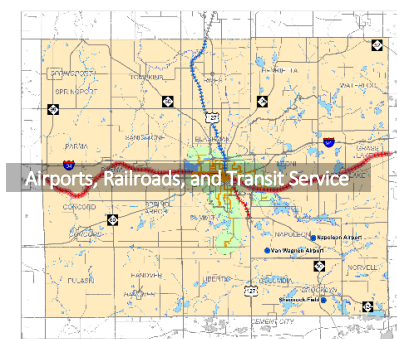
### Transit Services

Transit services are a critical element of the transportation system, providing the public access to jobs, shopping, health care services, and recreational activities, especially the elderly, youth, individuals with disabilities, and the economically disadvantaged. A variety of transit services operating in Jackson County.

**Jackson Area Transportation Authority (JATA).** JATA operates fixed route transit service on seven major routes in and around the City of Jackson (see the Airports, Railroads, and Transit Service map in Appendix C). Those routes are operated weekdays from 6:15 am to 6:15 pm and Saturday from 10:15 am to 6:15 pm. A couple of additional routes have more defined purposes than the major routes and operate at much lower service levels based on demand. To maximize efficiency, the routes are operated as a hub and spoke system centered on the JATA Transfer Center located in downtown Jackson. All fixed route buses are handicap accessible with senior/disabled priority seating and equipped with bike racks to expand the service reach. JATA also operates demand-response curb-to-curb services throughout Jackson County weekdays from 6:15 am to 10:15 pm, Saturdays from 10:00 am to 10:00 pm, and Sundays from 7:00 am to 4:00 pm.

**Taxi Cabs, Limousine Services, and Ridesharing.** There are 10 taxicab companies operating in the Jackson Urban Area, as well as several limousine services and car rental agencies. Uber and Lyft offer alternative curb-to-curb service by connecting a professional driver to a customer seeking an on-demand ride. The Michigan Department of Transportation's (MDOT's) MichiVan Commuter Vanpools are open to the public and can help employers establish a service for employees; unfortunately, no official programs are operating in Jackson County.

**Intercity Bus Service.** Greyhound Bus Lines operates out of the Jackson Area Transportation Authority's (JATA's) Downtown Jackson Transfer Center and JATA acts as the agent for Greyhound. There are seven weekly routes that traverse Jackson County, primarily serving the I-94 corridor between Ann Arbor/Detroit and Chicago, including connections to Albion, Battle Creek, Kalamazoo, and Benton Harbor. Bus service is also provided along the US-127 corridor, connecting with East Lansing. Hoosier Rides, a part of Miller Transportation Inc.'s Hoosier Ride Service also provides daily connections into and out of Jackson.



## Other Modes of Transportation

Various other modes of transportation serve and/or affect Jackson County.

**Nonmotorized Transportation.** With the exception of freeways, Jackson County's roads and street are available for use by pedestrians and bicyclists. Consequently, this master plan states that Jackson County supports 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," as defined by Public Act 51 of 1951 (State Trunk Line Highway System), as amended. Accordingly, County officials will advise the townships, villages, and city; the Jackson County Department of Transportation (JCDOT); and the Michigan Department of Transportation (MDOT) on future road and street projects within Jackson County

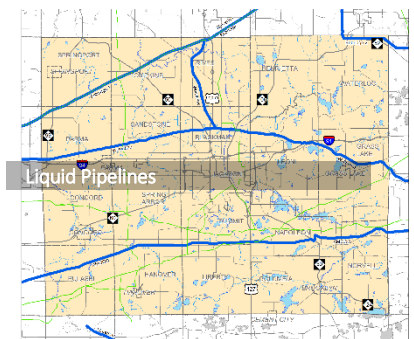
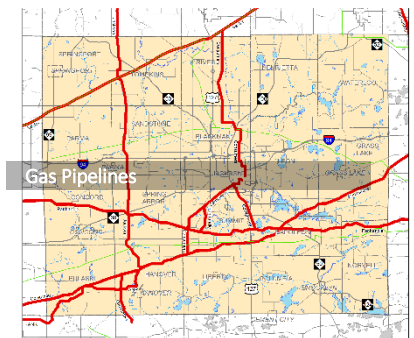
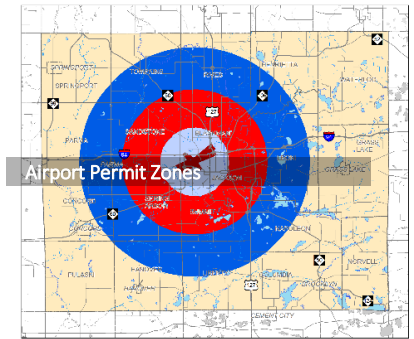
regarding the inclusion of appropriate nonmotorized facilities (e.g., sidewalks, bike lanes, paved shoulders, trails, etc.). Please see the Parks and Recreation section of this chapter for information on the emerging regional trail corridor already traversing the County. The *Jackson City + County Nonmotorized 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 additional guidance in the development of nonmotorized transportation facilities within Jackson County.

**Airports.** The Jackson County Airport—Reynolds Field is located on Michigan Avenue in Blackman Township, east of M-60 (see the County Facilities map and the Airports, Railroads, and Transit Service map in Appendix C). The Airport administers an airport zoning ordinance which preserves flight paths via building/structure height restrictions and affects many other municipalities (see the Airport Permit Zones map in Appendix C). Any proposed structure in Zone A must be reviewed for compliance with Jackson County Airport zoning regulations and may require permits from the Michigan Department of Transportation’s (MDOT’s) Office or Aeronautics and the Federal Aviation Administration (FAA). This requirement also applies to proposed structures over: 35-feet tall in Zone B, 100-feet tall in Zone C, and 200-feet tall in Zone D.

Several smaller private airports are also located in southeastern Jackson County (see the Airport, Railroads, and Transit Service map in Appendix C). Napoleon Airport is located in the unincorporated village of Napoleon and Van Wagnen Airport is also located in Napoleon Township. Shamrock Field is located on the southern border of the Village of Brooklyn in Columbia Township.

**Railroads.** The Michigan Department of Transportation (MDOT) owns and maintains the east/west railroad traversing central Jackson County (see the Airports, Railroads, and Transit Service map in Appendix C). Amtrak operates its Wolverine Service on the railroad, which transports passengers between Chicago and Metro Detroit daily, with stops in Jackson. The Norfolk Southern Railway also operates a freight service on the railroad; a north/south spur off that railroad in the Jackson Urban Area is also operated by the Norfolk Southern Railway. The Jackson and Lansing Railroad operates a north/south railroad traversing northcentral Jackson County.

**Pipelines.** Multiple gas and liquid pipelines corridors traverse Jackson County, sometimes within the same corridor (see the Gas Pipelines map and Liquid Pipelines maps in Appendix C). Natural gas is transported in liquid form using light pressure. Liquid pipelines transport commodities such as gasoline, diesel and jet fuels, aviation gasoline, kerosene, home heating oil, and crude oil.

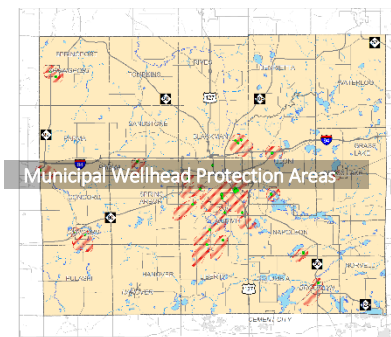




## Utilities

Various municipal and private utilities serve and/or affect Jackson County.

**Public and Municipal Water Service and Wellhead Protection Areas.** Households, businesses, and institutions throughout much of Jackson County rely upon private wells to supply the water they use. However, the City of Jackson, most of the villages, and some townships and school districts provide municipal water service to at least portions of their jurisdictions. Those services rely on groundwater pumped from wells and municipal wellhead protection areas have been established to safeguard those facilities (see the Municipal Wellhead Protection Areas map in Appendix C). A wellhead protection area is defined as the surface and subsurface zones surrounding a water well or well field, which supplies a public water system, and through which contaminants are reasonably likely to move toward and reach the water well or well field within a 10-year period. Long-term strategies regarding land uses which may contaminate a well (e.g., surface impoundment areas, subsurface percolation from septic tanks and cesspools, open dumps, uncapped or improperly capped abandoned wells, injection wells, and underground storage tanks) should be implemented in these areas.



**Municipal Sanitary Sewer Service.** Households, businesses, and institutions throughout much of Jackson County rely upon septic tanks. However, the City of Jackson, most of the villages, and some townships provide municipal sanitary sewer service to at least portions of their jurisdictions. For example, the City of Jackson's sanitary sewer system extends into various nearby municipalities. The Leoni Regional Utility Authority (LRUA) provides sewage disposal services to 13 municipalities: Blackman Township, the Village of Brooklyn, Cambridge Township (Lenawee County), Columbia Township, Grass Lake Township, the Village of Grass Lake, Hanover Township, Leoni Township, Liberty Township, Lyndon Township (Washtenaw County), Napoleon Township, Norvell Township, and Sylvan Township (Washtenaw County). It should be noted that the Jackson County Board of Public Works is involved in all facets of sanitary and storm water sewer construction in Jackson County (e.g., grants, bids, funding, rights-of-way, etc.).

**Municipal Storm Water Sewer Service and County Drains.** The City of Jackson; portions of the Townships of Blackman, Leoni, Rives, and Spring Arbor; portions of many of the incorporated and unincorporated villages; and other portions of Jackson County are served by municipal storm water sewers. The County and City of Jackson and the Townships of Blackman and Leoni are designated as MS4 (i.e., municipal separate storm sewer systems) communities due to the densities of their populations (i.e.,  $\geq 1,000$  people per square mile). MS4 permits from the U.S. Environmental Protection Agency (EPA) are required of those communities.

The County of Jackson also maintains a system of county drains which supplement the natural drainage network provided by lakes, ponds, rivers, streams, and wetlands and is designed to accommodate storm water runoff from residential, commercial, and industrial development, as well as agricultural fields, in order to prevent flooding. County drains include rivers and streams engineered to prevent flooding as well as manmade drainage courses. For example, a portion of the Grand River is a county drain.

- **Jackson County Drain Commissioner.** The Drain Commissioner has jurisdiction over all drains in Jackson County. As an elected official the Commissioner administers the state laws and county ordinances pertaining to the construction and maintenance of:
  - Drains and storm sewer facilities
  - Inland lake level projects and other improvements
  - The platting of subdivisions, mobile home parks, and condominiums (as they related to drainage)
  - Solid waste (i.e., refuse) facilities
  - Sanitary sewer collection, transmission and treatment facilities
  - Water distribution, treatment and storage facilities
  - Water management districts and sub-districts
  - Flood control projects

The Drain Commissioner is a statutory member and chairman of the Jackson County Board of Public Works, a member of the Jackson County Parks and Recreation Commission as well as an appointed member of the Upper Grand River Watershed Alliance and the chairman of its MS4 Storm Water Permit Committee. It should be noted that the Jackson County Board of Public Works is involved in all facets of sanitary sewage collection and treatment, potable water distribution and treatment, and storm water sewer construction in Jackson County (e.g., grants, bids, funding, rights-of-way, etc.).

- **Storm water management policy.** New development within Jackson County—as mandated by the County Drain Commissioner, local governments, and the Jackson County Department of Transportation’s (JCDOT’s) site plan and driveway permit processes—must be designed to either detain or retain storm water runoff caused by the addition of impervious surfaces (e.g., roofs, driveways/parking lots, sidewalks, etc.). Current Drain Commissioner policy states the following:
  - **Retention facilities.** When an adequate outlet is not available, storm water must be retained onsite through the use of retention/detention facilities (e.g., ponds, swales, rain gardens, etc.) designed to accommodate a 100-year frequency storm and a rain event lasting up to 3 hours and generating up to 1½ inches of precipitation per hour.



- **Detention facilities.** When an adequate outlet is available, storm water must be detained onsite through the use of retention/detention facilities designed to accommodate a 50-year frequency storm and a rain event lasting up to 60 minutes and generating up to 2½ inches of precipitation per hour.

Site plans submitted to the Drain Commissioner are required to include calculations for the proposed storm water management design and must take into account total storm water runoff from the site, not just the net increase generated by the proposed development. The precipitation rates (i.e., inches of rain per hour) are based upon Grand River Basin Intensity-Duration Frequency Curves.

**Electricity, Gas, Telephone, Cable Television, and Internet Services.** Consumers Energy provides electricity and natural gas to households, businesses, and institutions throughout most of Jackson County. However, the Homeworks Tri-County Electric Cooperative provides electricity in portions of the northwestern corner of the County and SEMCO Energy Gas Company provides natural gas in portions of the County. Comcast and Wow! are the major providers of cable television and internet services. Landline telephone service is provided by AT&T and Frontier Communications, which are also sources of some internet and cable television services. Cell phone and satellite TV services are available from various providers.

**Solid Waste Disposal.** Businesses, institutions, and most of the households located throughout Jackson County contact directly with the trash hauler of their choice, often including recycling. However, the Villages of Concord, Cement City, and Parma contract with a private trash hauler to serve their households. There are 2 landfills operating in Jackson County. The McGill Road Landfill is located in Blackman and Leoni Townships and the Liberty Environmental Landfill is located in Liberty Township (see the Major Community Facilities Map in Appendix C). Please refer to the *Jackson County Solid Waste Management Plan* for more detail (available on [www.region2planning.com](http://www.region2planning.com)).

## Jackson County Strategic Plan

The Jackson County Board of Commissioners is in the process of developing a Strategic Plan for the County. The plan will present the Board of Commissioner's vision for the community:

*Responsible, innovative, transparent, and caring County government, equitably serving a safe, diverse, welcoming, and prosperous community.*

## Key Performance Areas

The County Board also identified 6 key performance areas on which to concentrate:

- **Healthy Community.** Assuring equitable access to high-quality health, human, and social service supports in our community.
- **Transportation and Community Connectedness.** Keeping our community safely in motion with a modern, appropriate, multi-modal, well-maintained transportation and infrastructure network.
- **Thriving Regional Economy.** Jackson County has a skilled and educated workforce, is attractive to diverse industries, and helps businesses prosper.
- **Safe and Desirable.** A safe community is a result of public safety professionals working in partnership with the people they serve. By working together with mutual respect, we make Jackson County a safe place to live, work, and play.
- **Trusted Government.** Jackson County govt. respects personal liberties and is fiscally responsible with trusted, high-performing employees providing essential services with transparency, efficiency, and in collaboration with other units of government and stakeholders.
- **Quality of Life Essentials.** Jackson County is a place where everyone has access to parks, waterways, recreation, and cultural opportunities, making us an attractive community for residents, visitors, and businesses.

## Economic Development

Various entities are engaged in economic development activities on the behalf of the County of Jackson and its municipalities, business communities, and residents.

### Region 2 Economic Development District

Economic Development Districts (EDDs), according to the U.S. Economic Development Agency (EDA), “are multi-jurisdictional entities, commonly composed of multiple counties and in certain cases even cross-state borders. They help lead the locally-based, regionally driven economic development planning process that leverages the involvement of the public, private and non-profit sectors to establish a strategic blueprint (i.e., an economic development roadmap) for regional collaboration”. Known as a Comprehensive Economic Development Strategy (CEDS), that blueprint “is the result of a ‘regionally-owned’ planning process designed to guide the economic prosperity and resiliency of an area or region. It provides a coordinating mechanism for individuals, organizations, local governments, and private industry to engage in a meaningful conversation and debate about the economic direction of their region”. The Region 2 Planning Commission (R2PC) is the EDD serving Jackson County, as well as the Counties of Hillsdale and Lenawee, which makes economic development proposals in Jackson County eligible to apply for federal funding through the EDA. The R2PC’s economic strategic blueprint is the *Region 2 Planning Commission Comprehensive Economic Development Strategy* (available on [www.region2planning.com](http://www.region2planning.com)).

### **Economic Development Organizations**

Economic Development Organizations (EDOs) are comprised of governmental entities in a defined region dedicated to its economic development. There are 2 EDOs serving Jackson County.

**The Enterprise Group of Jackson.** The Enterprise Group (EG) has been Jackson County's primary economic development organization since 1997. The EG provides a wide variety of services: site and building searches for new locations and expansions; compilation of project data and demographics; addressing workforce needs; identifying applicable incentives, financing, and tax abatements; property redevelopment and brownfield assistance, and identifying government contracting opportunities. Aggressive, focused, and professional economic development strategies will be determining factors that separate the winners and losers among communities seeking to attract and retain jobs, investment and talent. Jackson County is well positioned to succeed in an increasingly competitive environment.

**Ann Arbor SPARK.** The EG is also a member of Ann Arbor SPARK, the economic development organization for the 6-county greater Ann Arbor Region, which includes the Counties of Livingston, Monroe, and Washtenaw as well as Jackson County and the Counties of Hillsdale and Jackson. Ann Arbor SPARK is the Region's engine for economic development. It is an organization dedicated to the economic prosperity of the Region and uses its skills and knowledge to attract, develop, strengthen, and invest in driving industries to help the Region thrive. Economic development requires collaboration, and Ann Arbor SPARK is committed to bringing together partners, like the Michigan Economic Development Corporation (MEDC), Michigan Works!, city and municipal partners, academic institutions, and others to support the growth of companies and the creation of jobs. Ann Arbor SPARK strives to advance the economy of the Region by establishing the area as a desired place for business expansion and location by identifying and meeting the needs of business at every stage, from those that are established to those working to successfully commercialize innovations.

### **Tax Increment Finance Authorities**

The State of Michigan allows the creation of tax increment finance authorities which allow cities, villages, townships, and counties to capture the growth in tax revenue within a designated district, as well as implement other potential income generation tools (e.g., millages, special assessments, revenue bonds, etc.), for use in financing public infrastructure improvements in that area. The availability of those tools vary depending upon the underlying enabling legislation permitting the creation of a particular authority.

- **Downtown Development Authorities (DDAs).** A DDA, according to the Michigan Economic Development Corporation (MEDC), "is designed to be a catalyst in the development of a [city, village, or township]'s downtown district". DDAs have been established in the City of Jackson; the Villages of Grass Lake and Springport; and the Townships of Blackman and Leoni.

- **Corridor Improvement Authorities (CIAs).** A CIA, according to the Michigan Economic Development Corporation (MEDC), “is designed to assist communities with funding improvements in commercial corridors outside of their main commercial or downtown areas”. A CIA has been established in the Village of Brooklyn.
- **Local Development Finance Authorities (LDFAs).** A LDFA, according to the MEDC, “is designed to promote economic growth and job creation” in a city, village, or township by supporting “companies in manufacturing, agricultural processing, and high technology operations”. LDFAs have been established in the Village of Parma and the Townships of Blackman and Grass Lake.
- **Brownfield Redevelopment Authorities (BRAs).** A BRA, according to the Michigan Economic Development Corporation (MEDC), is designed “to reimburse brownfield related costs incurred while redeveloping contaminated, functionally obsolete, blighted or historic properties”. A BRA has been established for the County of Jackson.

### Chambers of Commerce

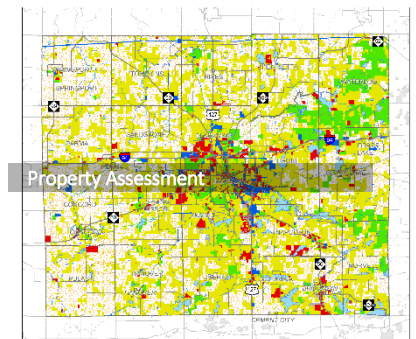
A chamber of commerce is a nongovernmental organization established to promote and protect the interests of local businesses, enabling them to accomplish collectively what few of them can do individually. Chambers of Commerce also provide the business community a united voice in civic and governmental affairs. The Jackson County Chamber of Commerce is a countywide organization. The Brooklyn-Irish Hills Chamber of Commerce covers the southeastern portion of Jackson County.

### Existing Land Use

Among the ways of describing the existing land use in Jackson County are the following.

#### Property Assessment

An inventory of existing land use is an important factor in the development of the Future Land Use Plan element of a municipal master plan. Assessing data compiled by the municipalities was utilized to determine existing land use on December 19, 2018. The municipal assessors assigned a numeric code to each property as part of the assessment process which was then translated into broad category. Please note that most rights-of-way and some lakes and ponds are not included in the calculations. For the purposes of this Plan, that data was then utilized to divide Jackson County into various land use categories (see the Property Assessment map in Appendix C).



- Agriculturally assessed properties comprised approximately 46% of Jackson County; 47% of that total area was vacant (i.e., contained no buildings) and 3% of the total area was protected by in some way (i.e., qualified ag. affidavit, farmland and open space agreement (PA 116), agricultural land bank (PA 260), and agricultural conservation restriction).
- Residentially assessed properties comprised approximately 40% of the County; 26% of that total area was vacant.
- Public/quasi-public properties (i.e., exempt from taxes) comprised approximately 8% of Jackson County.
- Commercially assessed properties comprised approximately 3% of the County; 19% of that total area was vacant.
- Industrially assessed properties comprised approximately 2% of Jackson County; 42% of that total area was vacant.
- Properties assessed for things without a land use connotation comprised approximately  $\leq 0.5\%$  of the County.

### **Land Use and Land Cover**

[The American Farmland Trust \(AFT\) identified the highly developed areas of Jackson County in 2016 \(see the Land Use and Land Cover map in Appendix C\) as well as its low-density residential areas \(i.e., U.S. census block where the average acres per housing unit is below the 10th percentile farm size in the County\). The AFT also identified those portions of the County comprised of farms and forestland.](#)

### **Generalized Zoning**

[Jackson County GIS maintains the official zoning maps for all of the municipalities it serves, storing the information in a single geodatabase. As each city, village, and township legislates its own zoning pattern, the terminology is unique to each municipality and common designations may have distinct differences. Fortunately, a field in the computer file identifies like districts places them into generalized groups, enabling the creation of a countywide zoning map for planning purposes \(see the Generalized Zoning map in Appendix C\).](#)

#### **2018 Property Assessment**

<b>Land Use</b>	
Agriculturally Assessed	46.2%
Residentially Assessed	40.0%
Commercially Assessed*	3.3%
Industrially Assessed	1.7%
Exempt	8.4%
Other	0.4%

\* Includes fraternal societies, golf courses, and apartment complexes with > 4 units

