



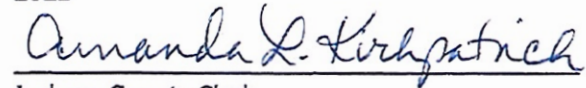
# **JACKSON COUNTY MASTER PLAN**

2022 Edition  
Adopted September 20, 2022

The 2022 edition of the *Jackson County Master Plan* was adopted by the Jackson County Planning Commission on August 11, 2022

  
Jackson County Planning Commission Chair

The 2022 edition of the *Jackson County Master Plan* was adopted by the Jackson County Board of Commissioners on \_\_\_\_\_, \_\_\_\_\_, 2022

  
Jackson County Clerk



## Table of Contents

### Introduction

Why Create a Master Plan .....	1-2
What is a Master Plan .....	1-2
Master Plan Principles .....	1-2
Future Land Use and Zoning .....	1-3
Use of the Master Plan .....	1-3
Keeping the Plan Current .....	1-5
How Did the Plan Develop? .....	1-6
Who Will Implement the Plan? .....	1-6
Planning Commission .....	1-6
Board of Commissioners .....	1-6
Other Planning Efforts .....	1-6

### Community Description and Issue Identification

Regional Location .....	2-2
Communities .....	2-3
Municipalities and Places .....	2-3
Urban and Rural Areas .....	2-3
Historical Context .....	2-4
Demographics .....	2-6
Social Vulnerability .....	2-9
Natural Resources .....	2-9
Topography .....	2-9
Watersheds .....	2-10
Surface Waters .....	2-10
Hydric Soils .....	2-11
Farmland and Forests.....	2-12

## Table of Contents

Community Facilities and Services .....	2-12
Law Enforcement and Fire/Rescue Services .....	2-12
Parks and Recreation .....	2-14
Other Jackson County Facilities .....	2-16
Cemeteries .....	2-17
Schools and Libraries .....	2-17
Healthcare Facilities .....	2-19
Transportation Facilities and Utilities .....	2-19
Roadway Network .....	2-19
Transit Services .....	2-20
Other Modes of Transportation .....	2-21
Utilities .....	2-23
Jackson County Strategic Plan .....	2-25
Economic Development .....	2-26
Region 2 Economic Development District .....	2-26
Economic Development Organizations .....	2-27
Tax Increment Finance Authorities .....	2-27
Chambers of Commerce .....	2-28
Existing Land Use .....	2-28
Property Assessment .....	2-28
Land Use and Land Cover .....	2-29
Generalized Zoning .....	2-29
<b>Goals, Actions, and Plans</b>	
Goals and Actions .....	3-2
Open and Ethical Governance and Citizen Participation .....	3-2
Planning Coordination .....	3-3
Innovative Planning and Zoning .....	3-4
Nonmotorized Facilities .....	3-5

Community Facilities .....	3-7
Natural Resources .....	3-8
Farmland and Open Space Preservation .....	3-9
'Over Zoning' and 'Strip' Commercial Development .....	3-11
Future Land Use Plan .....	3-12
Urban Developed Areas .....	3-13
Rural Developed Areas .....	3-13
Agricultural Preservation Areas .....	3-13

## Appendices

<b>Demographics</b> .....	A-1
<b>Mapping</b> .....	B-1

CHAPTER 1

## INTRODUCTION





## Why Plan?

Counties and municipalities have a vested interest in developing master plans. The master planning process provides an opportunity for counties and municipalities to develop an overall vision for the next 20+ years and to conduct a comprehensive review of their facilities and services. A successful plan also contributes to the public understanding of the planning process and describes how its goals are to be achieved.

Section 31 of the Michigan Planning Enabling Act (PA 33 of 2008, MCL 125.3831) requires each planning commission to prepare and adopt a “master plan as a guide for development within the planning jurisdiction.” The MPEA authorizes a planning commission to: *do all of the following, as applicable:*

- *Make careful and comprehensive surveys and studies of present conditions and future growth within the planning jurisdiction with due regard to its relation to neighboring jurisdictions;*
- *Consult with representatives of adjacent local governments in respect to their planning so that conflicts in master plans and zoning may be avoided;*
- *Cooperate with all departments of the state and federal governments and other public agencies concerned with programs for economic, social, and physical development within the planning jurisdiction and seek maximum coordination of the local unit of government’s programs within these agencies.*

## What is a Master Plan?

A master plan provides a framework within which Jackson County can evaluate its present condition and develop a generalized vision for the future. The master plan also serves as a guiding document for land use, development, and zoning decisions. A well-designed and implemented plan which is kept up-to-date will help Jackson County to continue to be a highly desirable area in which to live, work, and visit.

## Master Plan Principles

Before using the master plan to guide future development, it is important to understand some of the basic principles upon which it is based:

- **The plan is flexible.** The document is not meant to be a monument cast in stone, never to be adjusted or changed given that it plans for the next 20+ years. The plan is a general guide to be used by the government to give direction for the future of Jackson County. It should be reviewed periodically and altered as general conditions in the community change.

- **The plan allows for orderly development.** The land use allocations reflected in the plan are based upon the best available projections of future population levels for Jackson County. The plan must realistically provide sufficient land area to meet the anticipated needs and demands of residents and businesses, while at the same time protecting the overall quality of life and the physical environment. While the document does not require a use which might provide the greatest amount of return on investment in land, it does require that property owners receive a reasonable return on their investments.
- **The plan must encourage public understanding and participation.** The plan should be written in a way that aids public understanding of the planning process and describes how goals for Jackson County are to be achieved.
- **The plan must be the result of a general consensus of the community.** Plan elements must be clearly understood by all and followed consistently to minimize the possibility of arbitrary decision making. A clear consensus is needed during the planning process to ensure that the Plan will be followed.
- **The plan must balance property rights.** The law requires that all property owners be granted a reasonable use of their property. This includes the rights of adjoining property owners to enjoy their property.
- **The plan is not a zoning map.** The document reflects the planned use of land, taking into consideration existing development, but does not depict a zoning district map. Zoning is conducted solely at the municipal level in Jackson County.

### Future Land Use and Zoning

The heart of the master plan is its depiction and descriptions for future land use. Determining the future use of land should be based on several factors, including:

- |                        |                      |                        |
|------------------------|----------------------|------------------------|
| • Community character  | • Community needs    | • Existing development |
| • Adaptability of land | • Available services | • Existing zoning      |

### Use of the Master Plan

Completion of the master plan is not the end of the process. Continuous and effective use of the plan is necessary to ensure its validity. Failure to follow the plan may discredit any attempt to use it as a defense for actions which may be challenged by property owners or developers. The more common uses of the county master plan include:



- **Zoning Recommendations.** Since the master plan determines the future use of land, rezoning decisions should be consistent with its provisions. This is not to say that all rezonings that are consistent with the future land use map should automatically be approved. However, if all of the preconditions of the master plan are met, recommending approval of the request may logically be forthcoming.

On the other hand, a rezoning request different from that shown in the plan should not automatically be rejected, particularly if the plan has not been reviewed in some time. Instead, each request should be evaluated to see if the conditions originally considered when the plan was adopted have changed. If so, the plan may deserve reconsideration (but need not necessarily be changed).

The county planning commission is charged with making independent recommendations regarding proposed township zoning ordinance amendments—including rezonings—per Section 307 of the Michigan Zoning Enabling Act, as amended (PA 110 of 2006, MCL 125.3307). The future land use plan (FLUP) elements of the county and township master plans will be utilized in making recommendations. However, please note that consistency with the FLUP of the township is more important than the FLUP of the county.

- **Utility Extensions/Capital Improvements.** A useful function of the master plan is its designation of land use intensity when evaluating the need for improved utilities, new roadways, new public buildings, and other public improvements. This information may be included in a capital improvement plan (CIP). The CIP is a six-year plan, updated annually, of proposed capital expenditures.

Development of the CIP is the responsibility of the planning commission, with considerable input from county staff (e.g., engineers, planners, administrators, etc.), or the county board of commissioners, with considerable input from the county staff and the planning commission. Its principal elements include project names, descriptions, costs, priorities, years to be completed or begun, and potential or planned funding sources. This information provides property owners with some assurance that improvements necessary to implement the plan are forthcoming, and shows a general schedule of those improvements.

- **Environmental Impact.** The master plan (as a reflection of the intensity of land use) should reflect the degree to which Jackson County desires to protect its environment and natural features. The plan should establish that value to the community and propose steps to implement the appropriate regulations.
- **Recreation Planning.** The master plan will create a need for recreation/open space land. The master plan can assist in the setting of priorities for park development. For example, parks and recreation plans pay special attention to the goals and objectives of the master plan. If additional recreation services are called for in the plan, these services may be noted in the parks and recreation plan.

A review of future land use is also important. If the master plan indicates that substantial new development will be forthcoming in a particular area, some indication should be made for the need to acquire and develop additional park land. However, the future land use map cannot indicate specific properties as parkland, unless the land is in public ownership, or steps are already well underway to acquire that property.

In order to qualify for grant programs at the state level, or federal grants administered at the state level, the Michigan Department of Natural Resources (DNR) requires that Jackson County have a current (i.e., no more than 5 years old) parks and recreation plan.

- **Approval of a public way, space, building or structure.** An often overlooked provision in state law is a requirement that the County's planning commission review any new street, park acquisition, public building, or other similar easement, street, or use, shown in the master plan, prior to any action taken to implement such improvement. This ensures that the proposed improvement is in compliance with the provisions of the master plan. Although a denial may be overruled by the controlling authority, the review is still required.
- **Transportation Improvements.** There is a clear relationship between transportation improvements and land use. As development proceeds, the need for new or improved roadways becomes obvious. By measuring the intensity of future development shown in the master plan, transportation engineers and planners can estimate needed rights-of-way widths, number of lanes, and the level of necessary access management.
- **Municipal Template.** This county master plan is also designed for use by Jackson County municipalities in the development of their local master plans. The basic format of the document can be used by the municipalities, providing consistency throughout the county. The county-level information can also be used as the starting point for a municipal master plan.

### Keeping the Plan Current

An outdated master plan that is not frequently reviewed can weaken decisions based upon the document. The planning commission should conduct an annual review of the plan to ensure that it is kept current. County officials and employees can assist by bringing issues not addressed in the document to the attention of the planning commission. Any amendments to the Plan can be done at that time to keep it up-to-date and consistent with community philosophies. For example, some goals may have been achieved and new ones need to be established. Where uses have been approved contrary to the plan, the document should be amended to reflect these changes. By routinely following this procedure, the Master Plan will continue to be an up-to-date and reliable planning tool. Even though the plan has a 20+ year horizon, a comprehensive update should occur at least every 5 years according to Section 45(2) of the Michigan Planning Enabling Act (PA 33 of 2008, MCL 125.3845(2)).



## How Did the Plan Develop?

This document is the first edition of the *Jackson County Master Plan*.

Citizen participation is extremely important to the success of many planning efforts. Citizen participation helps guarantee that the vision outlined for Jackson County's future accurately reflects the true goals of its residents. Direct and indirect public input opportunities included:

- Meetings of the planning commission where the plan was included on the agenda (open to the public) and
- A public hearing on the master plan.

## Who Will Implement the Plan?

Two distinct bodies in the County are charged with planning and zoning. All decisions and recommendations should be based upon the master plan. Decisions not based upon the plan should trigger the review and possible amendment of the document.

### Planning Commission

Development and approval of the master plan is an important responsibility of the planning commission. The planning commission also recommends approval or rejection of requests to township boards for rezonings and zoning ordinance text amendments (per Section 307 of the Michigan Zoning Enabling Act, as amended (PA 110 of 2006, MCL 125.3307)). The planning commission also reviews and makes recommendations regarding municipal master plans (per Section 41(2)(e) of the Michigan Planning Enabling Act, as amended (PA 33 of 2008, MCL 125.3841(2)(e))).

### Board of Commissioners

As the legislative body for Jackson County, the board of commissioners may also adopt the master plan. In addition, it appoints members to the planning commission.

### Other Planning Efforts

County staff and other county committees may also undertake planning efforts on their own or in conjunction with the planning commission. These planning efforts may include housing, key transportation corridors, and other plans. Future updates to those plans should complement the goals of the master plan. In turn, those documents should be consulted whenever the plan is amended or a new plan is adopted. This consultation should also extend to regional planning efforts.

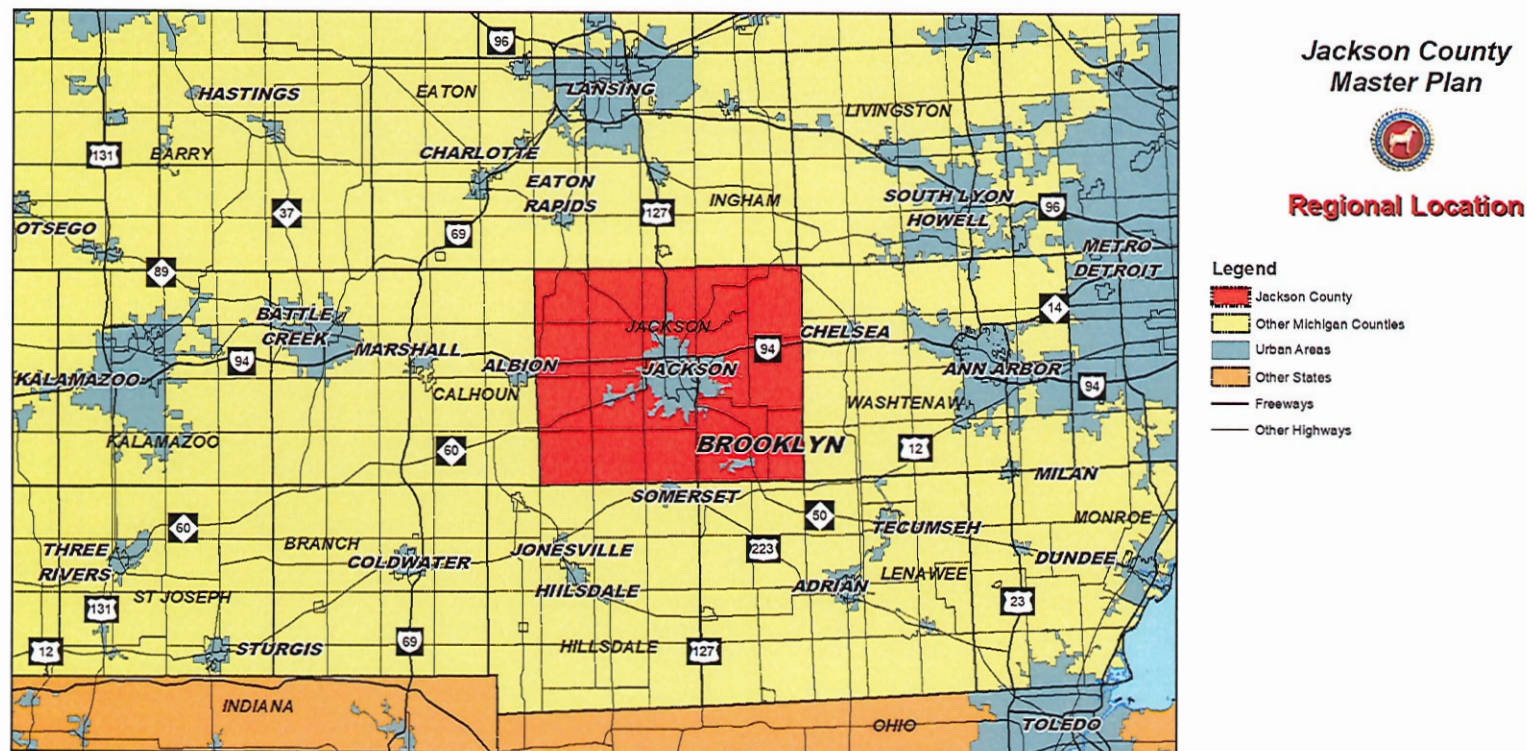
CHAPTER 2

**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.





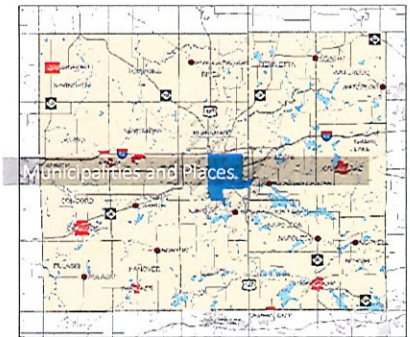
## Communities

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 B).

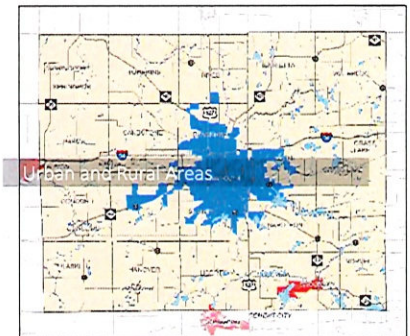
- | <b>City</b>  | <b>Townships</b>      |                         |
|--|-----------------------|-------------------------|
| • City of Jackson                                  | • Blackman Township   | • Parma Township        |
| <b>Villages</b>                                    | • Columbia Township   | • 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    |                         |



A municipal hall/office serves each of those communities (see the Municipal Halls/Office and Fire Stations map in Appendix B). 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 B). 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 160,366 in 2020, 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 23% of the countywide population in 2020, 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 (SVI) "depicts the social vulnerability of" populations at the "census tract level" (see the Social Vulnerability map in Appendix B). "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.

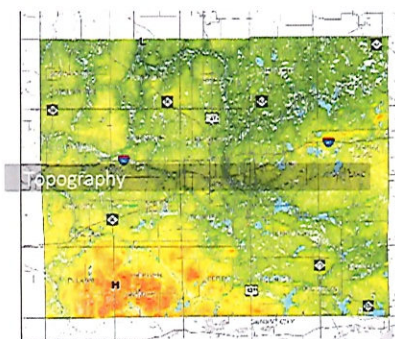
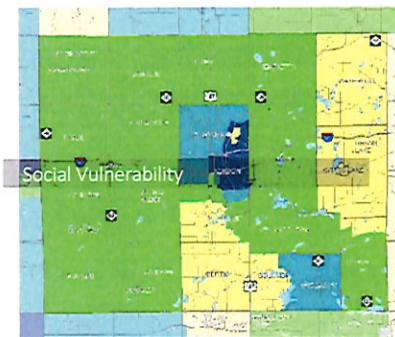
### Topography

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 B).

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.

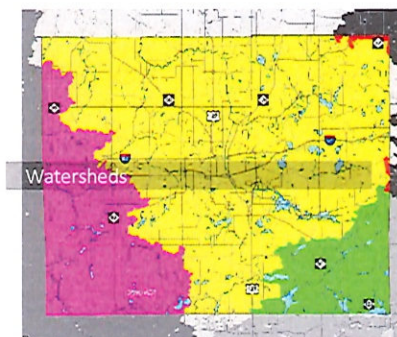




## Watersheds

Jackson County includes parts of four Michigan watersheds (see the Watersheds map in Appendix B). 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:

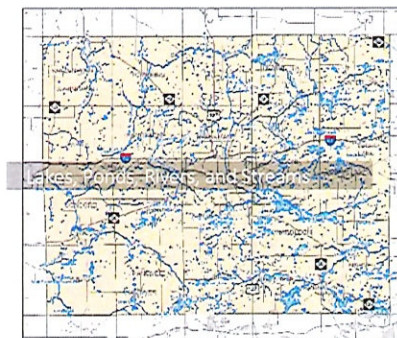
- Upper Grand River Watershed Council – [www.uppergrandriver.org](http://www.uppergrandriver.org)
- River Raisin Watershed Council – [www.riverraisin.org](http://www.riverraisin.org)
- Kalamazoo River Watershed Council – [kalamazooriver.org](http://kalamazooriver.org)
- Huron River Watershed Council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



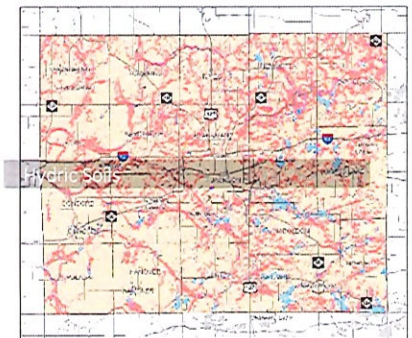
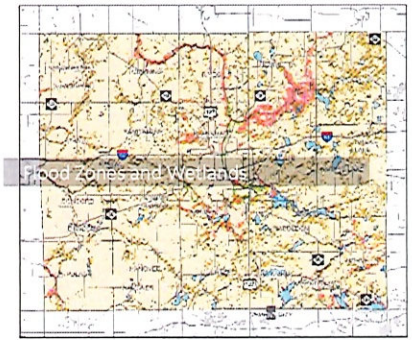


**Rivers and Streams.** In addition to Jackson County's lakes and ponds, there are 679 miles of rivers and streams within the County's borders (see the Lakes, Ponds, Rivers and Streams map in Appendix B). They have value for their recreational use, wildlife habitat, and drainage function, and are an 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 B).

**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 B).

**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 B).



## 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 B). 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 B). 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.

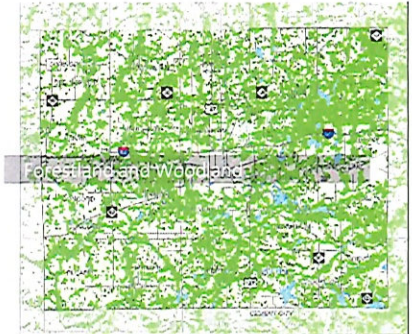
### Law Enforcement and Fire/Rescue Services

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 B):

- Blackman-Leoni Township Department of Public Safety – Blackman and Leoni Townships
- Cambridge Township Fire Department – Norvell Township (southern  $\frac{2}{3}$ ) 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 ½) 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 B):

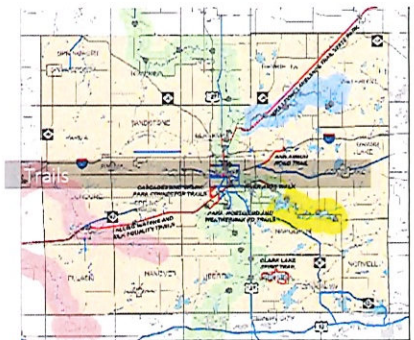
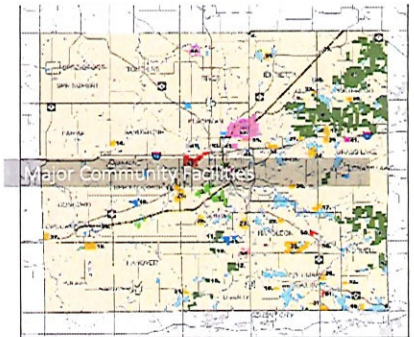
- |   |   |
|---|---|
| 1. Clark Lake County Park                   | 10. Portage Lake County Park                        |
| 2. Clear Lake County Park                   | 11. Round Lake County Park                          |
| 3. Gillett's Lake County Park               | 12. Alfred R. Snyder County 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 B). 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 B) 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 B). 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 B). 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 B). 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 B). 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 B). 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.

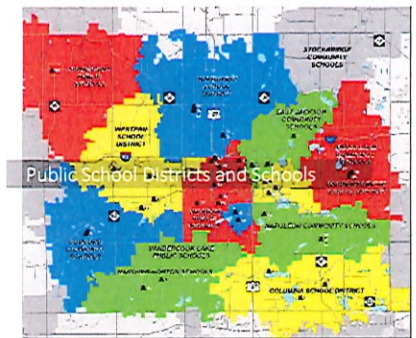
- **County Courthouse.** The County's Circuit, Family, and Probate Courts are housed in the Courthouse, which is located on Jackson Street in Downtown Jackson (see the County Facilities map in Appendix B). The County Prosecutor and Clerk are also located in the Courthouse, which is connected to the Office 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 B). 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 B). 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 B).

### 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 cemeteries and other 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 B):



#### 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 B). 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).

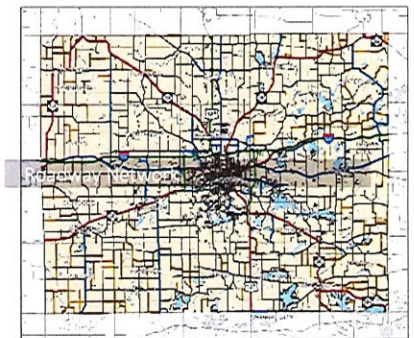
### Transportation Facilities and Utilities

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 B), 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 B), 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 B).
- **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 B).

**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 B). 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 physical condition of that network (see the Surface Conditions map in Appendix B).

### 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 operate 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 B). 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



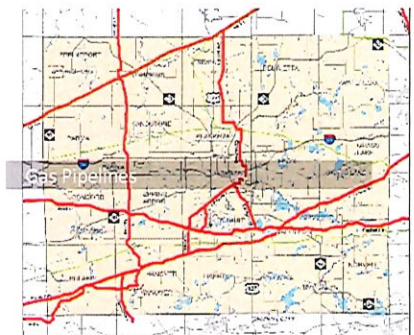
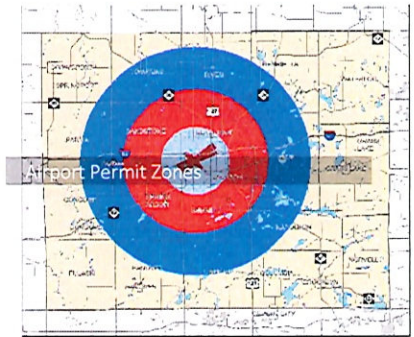
regarding the inclusion of appropriate nonmotorized facilities (e.g., sidewalks, bike lanes, paved shoulders, trails, etc.). Please see the Parks and Recreation section of this chapter for information on the emerging regional trail corridor already traversing the County. The *Jackson City + County Nonmotorized 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 B). 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 B). 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 B). 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 B). 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 pipeline corridors traverse Jackson County, sometimes within the same corridor (see the Gas Pipelines map and Liquid Pipelines maps in Appendix B). 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 B). 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 contract 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 B). 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 developed a Strategic Plan for the County. The plan presents 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

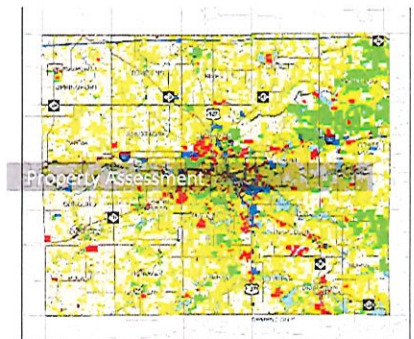
A chamber of commerce is a nongovernmental organization established to promote and protect the interests of local businesses, enabling them to accomplish collectively what few of them can do individually. Chambers of Commerce also provide the business community a united voice in civic and governmental 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 B).

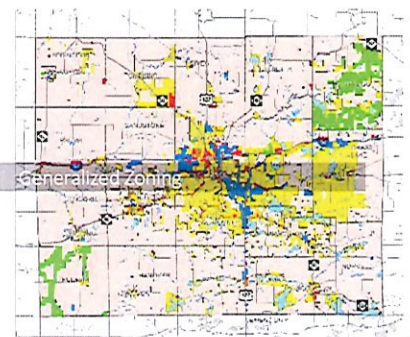


- Agriculturally assessed properties comprised approximately 46% of Jackson County; 47% of that total area was vacant (i.e., contained no buildings) and 3% of the total area was protected by in some way (i.e., qualified ag. affidavit, farmland and open space agreement (PA 116), agricultural land bank (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.

#### 2018 Property Assessment

Land Use	
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



### 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 B) 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 B).





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.

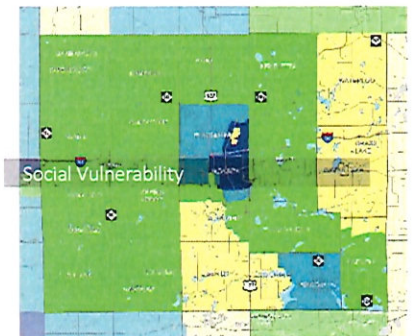
### Open Ethical Governance and Citizen Participation

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, including the socially vulnerable.

**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 (including the socially vulnerable) 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, the socially vulnerable, 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 commissions 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 planning 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* that exist as boundaries between municipalities and promote a *seamless* county-wide 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 (if not required).
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 county-wide (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](http://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 Region 2 Planning Commission (R2PC).
3. Form-based regulations offer an alternative to conventional zoning, which fosters predictable built results and a high-quality public realm by using physical form, rather than separation of uses, as their organizing principle. The JCPC promotes the use of form-based zoning regulations designed to maintain aesthetically-pleasing/pedestrian-focused downtowns and other traditionally developed areas (as well as areas municipalities wish to develop traditionally).
4. Breathtaking views of the night sky are not the same today as in the past and many now strain to see the 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. The JCPC encourages municipalities to adapt their regulations to meet the standards set by the International Dark-Sky Association. The development of facilities and educational programs regarding the adverse effects that artificial lighting has on the environment, safety, energy consumption, and public health is also promoted.

5. Many governments, utilities, and consumers are turning to renewable energy (e.g., solar, wind, and geothermal) with the aim of reducing reliance upon fossil fuels (e.g., coal, oil, natural gas) and/or helping preserve the environment. Locating those facilities in agricultural areas can also help maintain active farms by supplementing their incomes. Conversely, they can also prevent access to prime agricultural soils and/or become a nuisance (e.g., noise, light, and views). The JCPC encourages municipalities to include standards/incentives that limit the effect of any nuisances on the surrounding area and/or preserve agriculturally productive soils when they create/modify regulations that allow development of renewable energy facilities.
6. A few municipalities have passed zoning and other legislation to allow the development of various commercial marihuana facilities and continue to rezone land for those uses. The JCPC will map those facilities in order to assess their impact on communities (i.e., the costs associated with roads, utilities, police protection, social services, etc.) over time. In 5-10 years, the JCPC will use that data when making recommendations on future rezoning requests associated with commercial marihuana facilities.

### **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 ensure 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 pro-

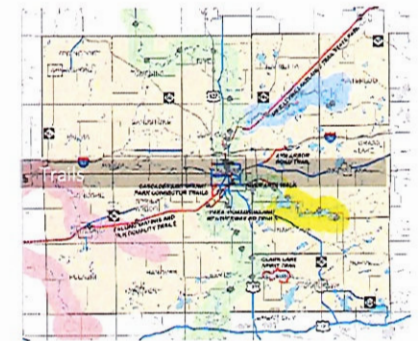


vides information on the emerging regional trail corridor already traversing the County. The *Jackson City + County Nonmotorized Plan*, the *Jackson County Recreation Plan*, the *MDOT University Region: Regional Non-Motorized Plan* (which includes Jackson County), and various municipal recreation plans 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 (JCDOT), 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.



6. The Jackson County Department of Transportation designates segments of its road network having outstanding/unusual natural beauty by virtue of native vegetation and/or natural features as natural beauty roads in order to preserve them in a natural/undisturbed condition. They can be shared by pedestrians, bicyclists, and motorists; offer connections between trails; and save county road maintenance dollars. The JCPC encourages the designation of new natural beauty roads, when pertinent/feasible, and their promotion as nonmotorized facilities (see the Jackson City + County Nonmotorized Plan).
7. Natural features (e.g., diverse wetland areas, drainage ways, and forest lands) that help assure high quality surface water and native species/wildlife habitat are also often key in creating comfortable and interesting stretches of nonmotorized trails. The JCPC encourages municipalities to protect and incentivize the protection of natural features along their trails.

### 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 B of this Master Plan as the beginning point for the 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 B 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

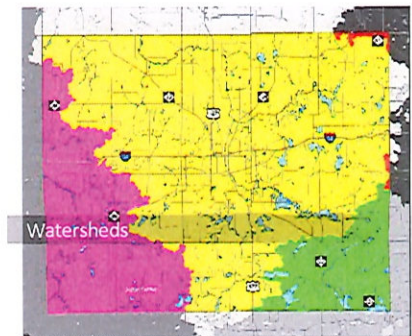
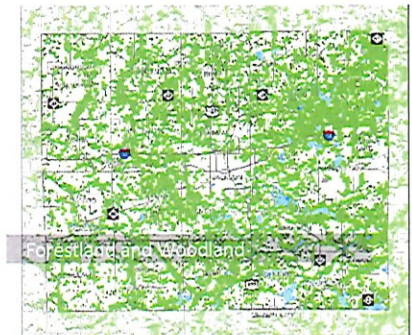
The county's natural resources contribute to municipal identity and identify areas where development (or certain types of development) should not occur. The maintenance of ground and surface water quality is strongly related to the enhancement of quality of life of Jackson's citizens. Surface water in the form of Jackson County's lakes, rivers, and streams afford residents recreational opportunities and aesthetic appeal. Ground water offers potable municipal and individual water supplies which are important to health and property values. Finally, forests and wetlands are deemed important to the proper functioning of the natural system. They serve as aquifer recharge areas; impede the flow of storm water and thereby act to reduce flooding; serve as wildlife habitat areas; filter pollutants from surface waters; contribute to the natural diversity of flora and fauna; provide natural open space; and contribute 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.



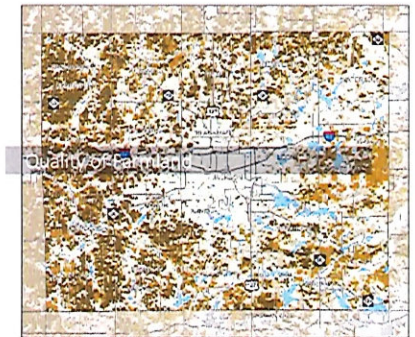


2. An education program to inform citizens of practices that have the potential to positively or negatively impact surface water quality should be prepared and presented to Jackson County citizens.
3. The Jackson County Health Department should continue to evaluate water quality in surface and ground 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 and forests should be preserved. Wetland 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.
7. Land owners should be aware of endangered species that may be present. Those plants and animals of concern should be protected. Check with the Jackson County Conservation District ([www.jacksoncd.org](http://www.jacksoncd.org)).

### Farmland and Open Space Preservation

To many Jackson County citizens, its rural areas are appealing because of the open space that exists therein. 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 forested or used for agricultural production and many of them are nationally significant and among Michigan's best agricultural land (as defined by the American Farmland Trust). 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.



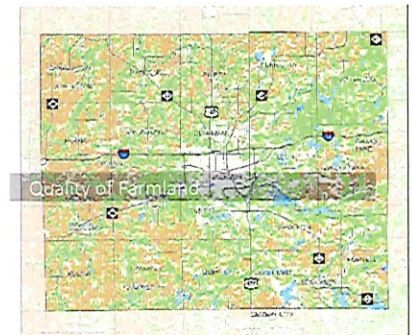


There is inevitably conflict between commercial agriculture/forestry and rural residents. Consequently, agriculture should be protected from the challenge of people who reside in the rural areas, as provided in the Michigan Right-to-Farm Act (PA 93 of 1981, [MCL 286.471](#)) and the various [Generally 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 farmland/forests should not prevent landowners from selling their property freely. A balance must be struck between 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. The county and its townships may take action on the preservation of valuable farmland, forests and/or other open space individually or collectively. 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 landowner 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 that 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/forests through a range of techniques that identify, promote, protect, and preserve farmland/forests and agricultural 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, forests, and other 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 that desire to preserve prime agricultural lands, forests, and other open space are encouraged to consider all available planning and zoning techniques. Those efforts include the purchase of development rights (PDR); agricultural districting where large contiguous tracts of prime agricultural land exist; and the use of conservation easements and other legal agreements in which the landowner 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 occurs 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 that have the potential to use agricultural/forest products produced locally should be 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**

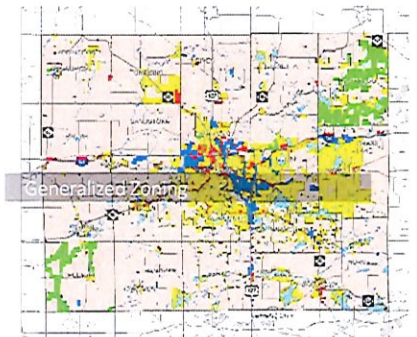
In some cases, the municipal plans and zoning ordinances include very large areas, or linear areas that are located along major roadways for homogeneous land uses. The purpose of master plans—and their primary implementing tool, the zoning ordinance—is to direct future growth into areas that are appropriate to accommodate it. 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.

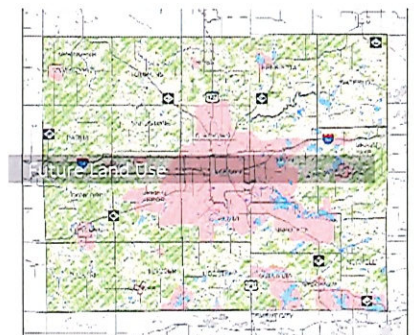


## Future Land Use Plan

A traditional Future Land Use map is a visual representation of the Master Plan's text. It shows where different land uses are most appropriately located considering the County's policies and vision for the future. At the municipal (i.e., city village, or township) level, the Future Land Use map is a guide to determine the pattern of growth, and the main tool of implementation is the zoning ordinance. Master planning at the county level is somewhat different, however, given that Jackson County does not have the power to apply its future land use vision through zoning or other enforcement methods.

Therefore, the countywide Future Land Use map (see Appendix B) is not the "design plan" of a municipal (i.e., city, village, or township) plan. Rather, it is a land classification plan that focuses less on specific development types than on generalized development location. It is also less precise about the pattern of land uses within areas designated for development, but illustrates the broad-scale direction of the county's development and conservation based on the comprehensive planning process.

Accordingly, this Jackson County Master Plan (including its Future Land Use map) is to be used as an advisory document. It is not intended to dictate to any of the local units of government in the County what they should or should not do. Rather, it is a vision of the future designed to accommodate new growth while preserving the character and amenities important to county residents.



Therefore, the Plan and Future Land Use map will be used by the Jackson County Planning Commission when reviewing text or map amendments to local zoning ordinances and master plans. An amendment's consistency or inconsistency with the countywide plan and map will influence the advisory decisions made by the County Planning Commission. A description of each land use category is presented below.

### **Urban Developed Areas**

Urban Developed Areas include the following large concentrations of industrial, commercial and residential development:

- Greater Jackson, including the City of Jackson and portions of surrounding townships;
- The County's incorporated villages (and surrounding areas) and other unincorporated settlements; and
- Various lake developments.

Sufficient room exists within the Urban Developed Areas to accommodate new/additional concentrations of urban development.

### **Rural Developed Areas**

Rural Developed Areas are comprised predominantly of farmland and open space. However, it also accommodates small concentrations of industrial, commercial, or residential development, predominantly along county roadways.

### **Agricultural Preservation Areas**

Agricultural Preservation Areas are comprised of active farmland—located outside of Urban Developed Areas—identified by the American Farmland Trust (AFT) as being nationally significant. These are the areas that should be preserved for agriculture.





APPENDIX A  
**DEMOGRAPHICS**





Table of Contents

Population History ..... A-3

Population Projections ..... A-4

Jackson County Municipalities ..... A-5

Comparative Historic Population Growth ..... A-6

American Community Survey ..... A-7

Age and Gender ..... A-8

Race and Ethnicity ..... A-9

Disabilities ..... A-10

Educational Attainment ..... A-11

School Enrollment ..... A-12

Households and Families ..... A-13

Household and Family Income ..... A-14

Incomes and Poverty Status ..... A-15

Employment by Industry ..... A-16

Employment by Occupation ..... A-17

Means of Travel to Work ..... A-18

Travel Time to Work ..... A-19

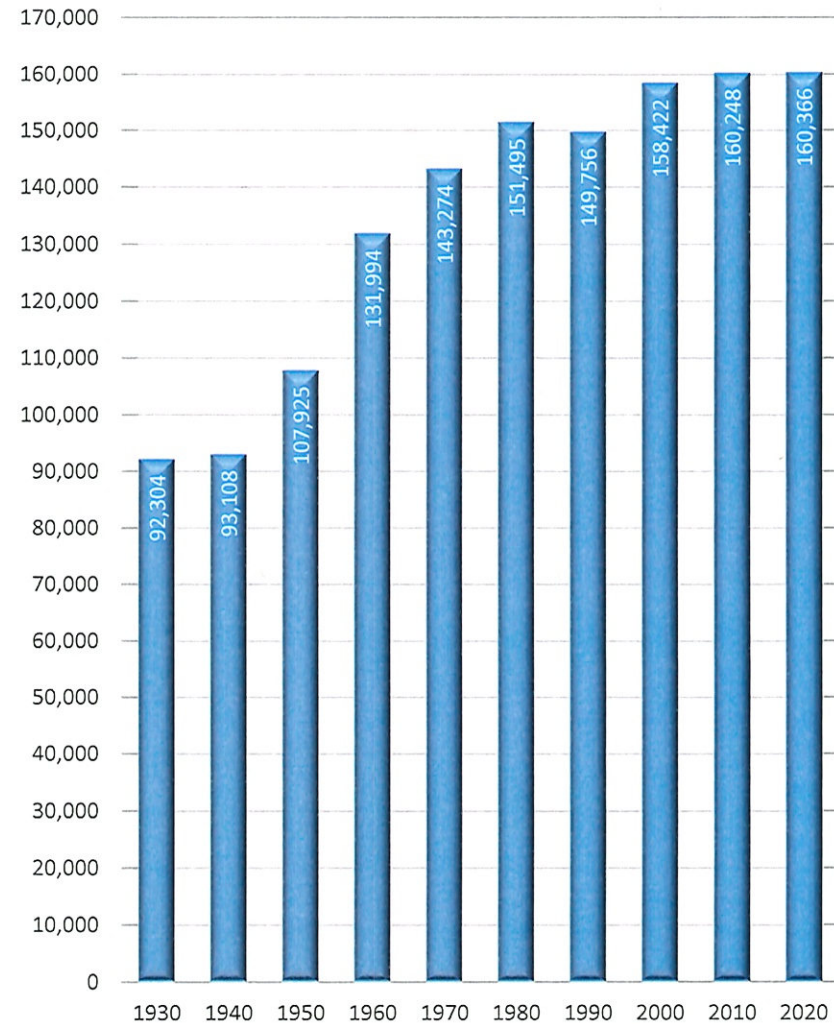
Dwellings and Vacancy Rates ..... A-20

Housing Types ..... A-21

Housing Costs ..... A-22

## Population History

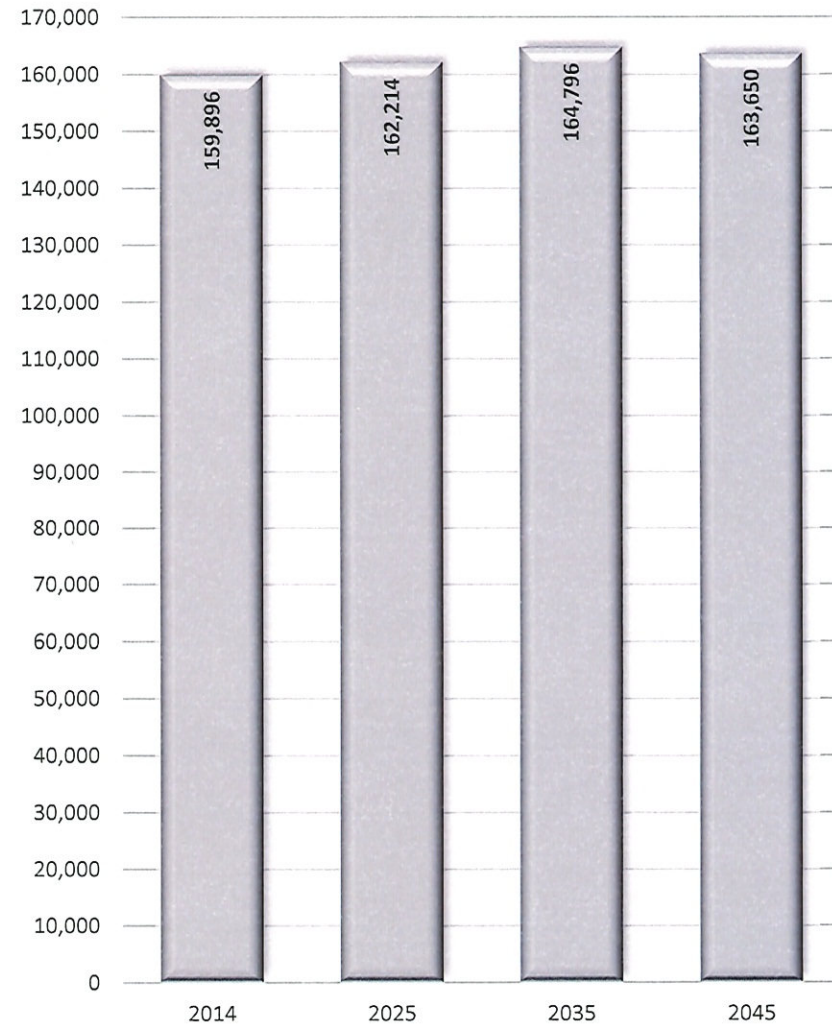
- The County was home to 160,366 people in 2020, according to the U.S. Census.
- The adjacent figure shows that the population:
  - Increased <1% between 1930 and 1940.
  - Increased 16% between 1940 and 1950.
  - Increased 22% between 1950 and 1960.
  - Increased 9% between 1960 and 1970.
  - Increased 6% between 1970 and 1980.
  - Decreased 1% between 1980 and 1990.
  - Increased 6% between 1990 and 2000.
  - Increased 1% between 2000 and 2010.
  - Increased <1% between 2010 and 2020.





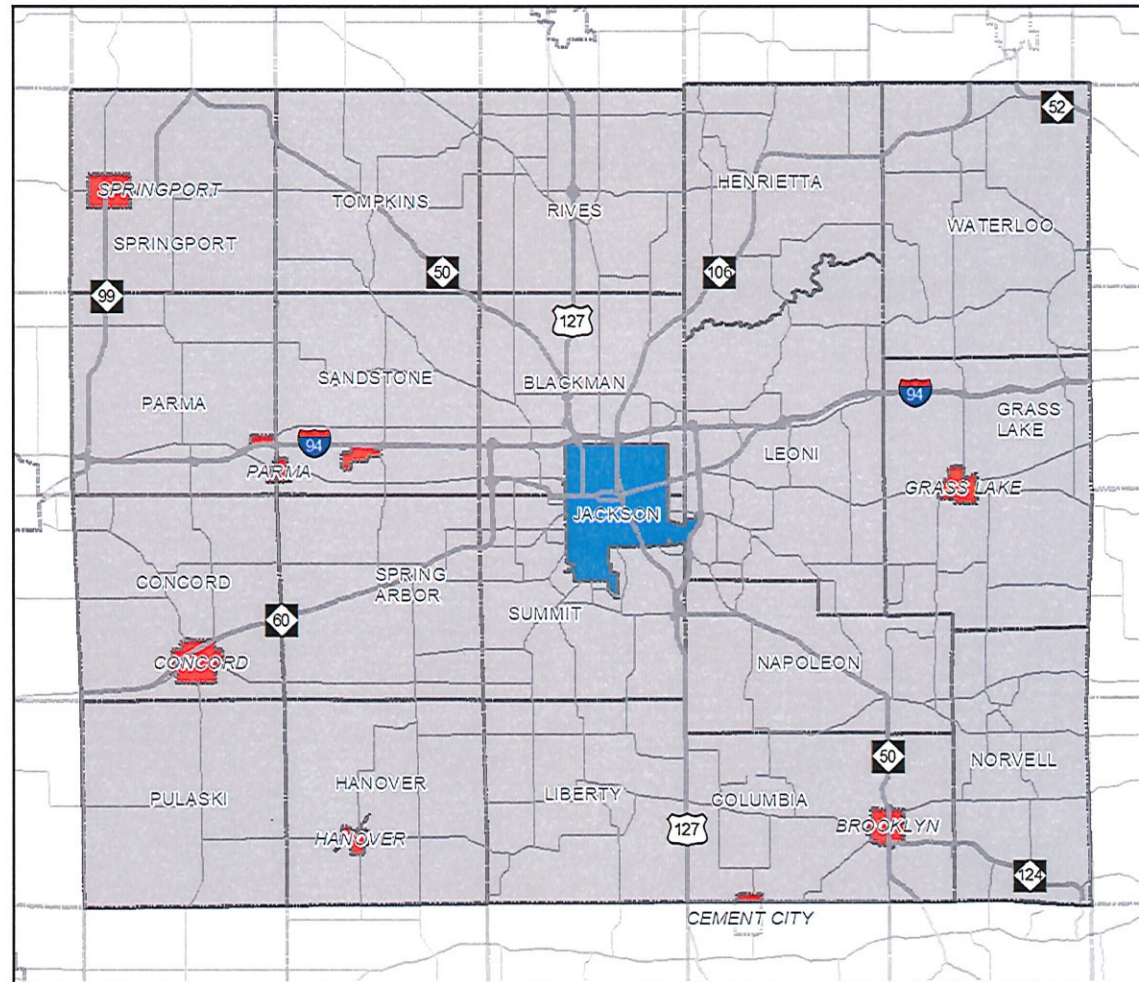
## Population Projections

- The population projections utilized in this plan were developed for the Jackson Area Comprehensive Transportation Study (JACTS).
  - The 2014-2045 projections are grounded on historic census trends and Regional Economic Models Inc. (REMI) forecasts.
- Utilizing that information, it is reasonable to expect that:
  - The population will increase 2% by 2045.
  - The 2014 population for the County is estimated to be 159,896 people a <1% decrease from 2010.
  - *The U.S. Census Bureau estimates that the population was 159,927 residents in 2014 (i.e., 2010-2014).*
  - The 2025 population is projected to be 162,214 people, a 1% increase from 2014.
  - The 2035 population is projected to be 164,796 people, a 2% increase from 2025.
  - The 2045 population is projected to be 163,650 people, a <1% decrease from 2035.



## Jackson County Municipalities

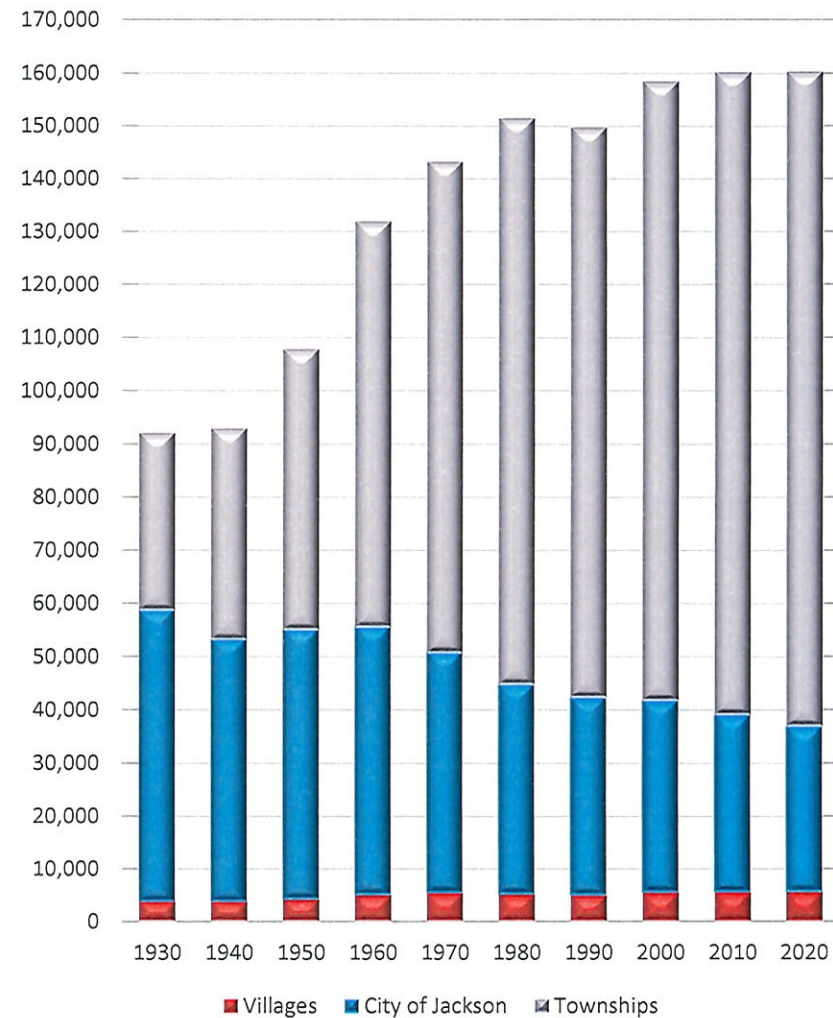
- Jackson County is comprised of 19 Townships, the City of Jackson, and 7 Villages.
- Villages are also part of the Townships in which they are located.
- Residents, property owners, and business owners within Villages are also residents, property owners, and business owners of the Townships in which they are located.





### Comparative Historic Population Growth

- The population of the Townships grew from 33,427 in 1930 to 123,523 in 2020, an increase of 270%. The population of the Townships comprised 77% of the County population in 2020, up from 36% in 1930.
- The population of the City of Jackson shrunk from 55,187 in 1930 to 31,309 in 2020, a 43% decrease. Its population comprised 20% of the County population in 2020, down from 60% in 1930.
- The population of the Villages grew from 3,690 in 1930 to 5,534 in 2020, a 50% increase. Their population comprised 3% of the County population in 2020, down from 4% in 1930.



## American Community Survey (ACS)

According to the U.S. Census Bureau, *[t]he American Community Survey (ACS) is a nationwide survey designed to provide communities a fresh look at how they are changing. The ACS replaced the decennial census long form in 2010 and thereafter by collecting long form type information throughout the decade rather than only once every 10 years.*

The reporting period utilized for this plan is 2013-2017, simply referred to as 2017 in the remainder of this appendix.

### Definitions

- **Group Quarters.** *The Census Bureau classifies all people not living in housing units as living in group quarters. There are two types of group quarters: institutional group quarters (for example, correctional facilities for adults, nursing homes, and hospice facilities) and noninstitutional group quarters (for example, college/university student housing, military quarters, and group homes,).*
- **Household Income.** *According to the U.S. Census Bureau, [t]his includes income of the householder and all other people 15 years and older in the household, whether or not they are related to the householder.*
- **Median Income.** *According to the U.S. Census Bureau, [t]he median income divides the income distribution into two equal groups, one having incomes above the median, and other having incomes below the median.*
- **Per Capita Income.** *According to the U.S. Census Bureau, this is an [a]verage obtained by dividing aggregate income by total population of an area.*

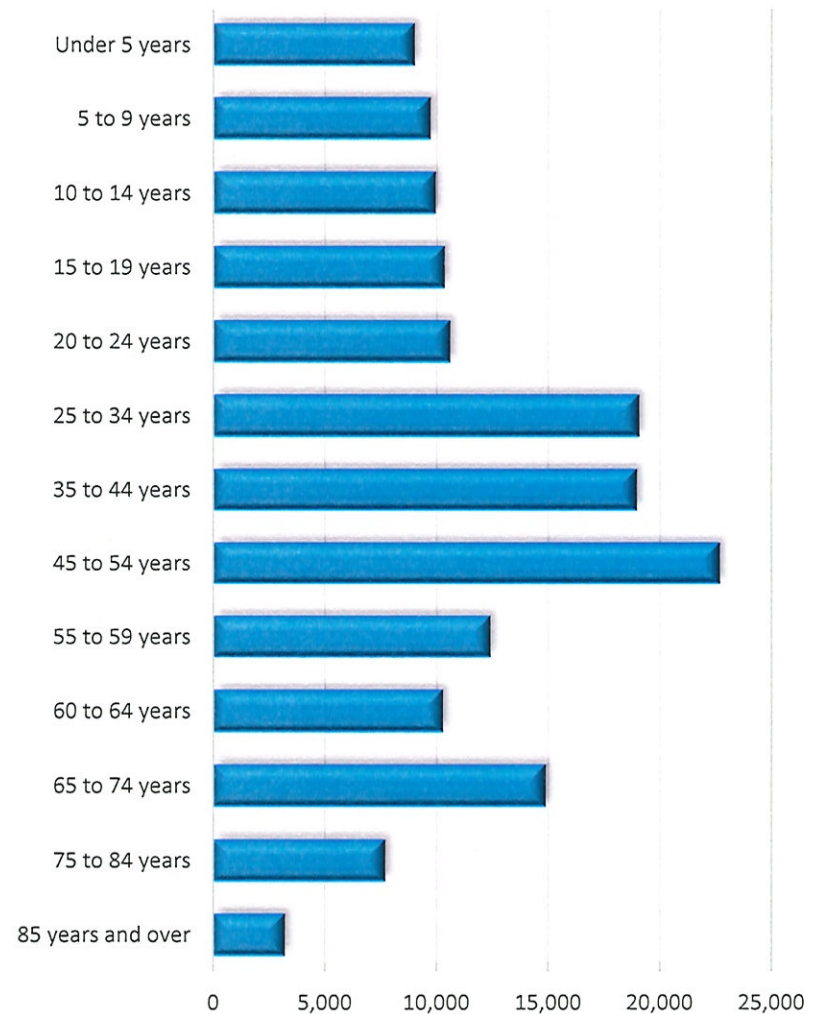
### Other General Notes

- **Rounding Errors.** Any totals that do not add up to 100% are caused by rounding errors.
- **Ambulatory Difficulties.** The ACS does not compile information on ambulatory difficulties for the population less than 5 years of age.
- **Hispanic.** Please note that 'Hispanic' is an ethnic rather than a racial description. Each Hispanic person is also a member of one or more races.



## Age and Gender

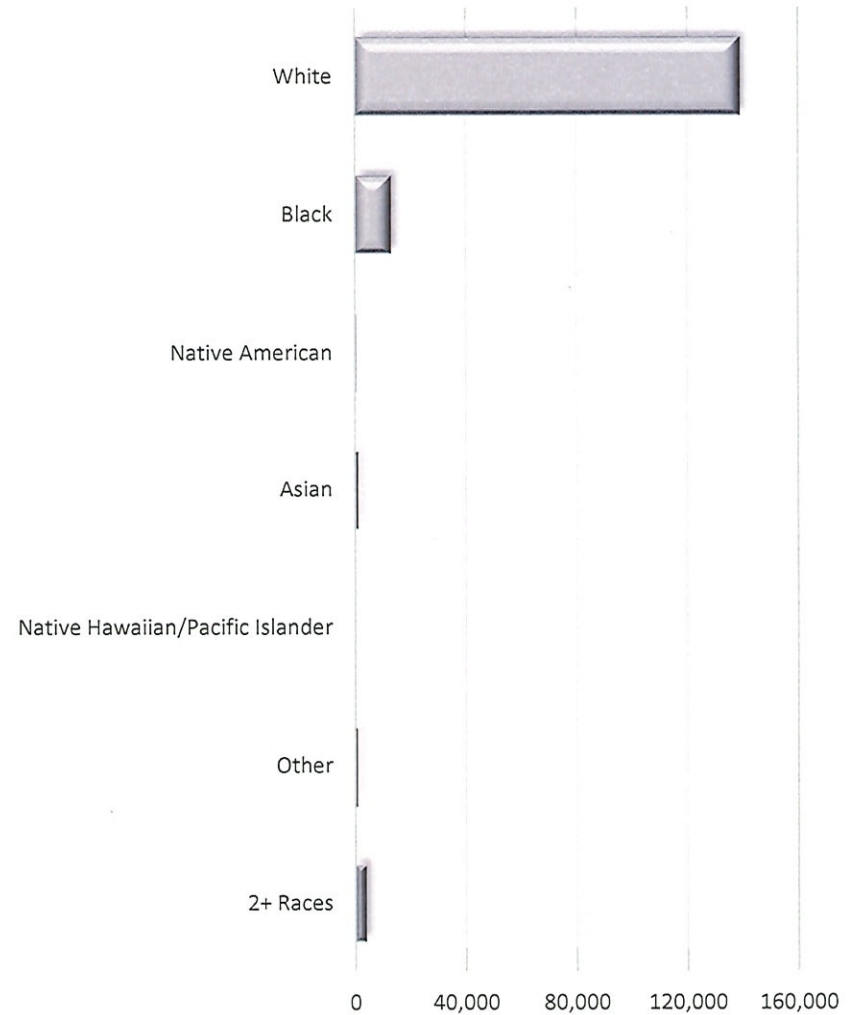
- The estimated median age of Jackson County's residents was 41.0 years in 2017 [39.6 years statewide].
- The adjacent figure illustrates the age groupings to which those residents belonged in 2017:
  - The 'iGeneration' & younger generations (i.e., people ≤14 years old) — 18% [18% statewide].
  - The 'Millennials' generation (i.e., people 15-34 years old) — 25% [26% statewide].
  - The 'Generation X' generation (i.e., people 35-54 years old) — 26% [26% statewide].
  - The 'Baby Boomers' generation (i.e., people 55-74 years old) — 24% [23% statewide].
  - The 'Silent' and older generations (i.e., people ≥75 years old) — 7% [7% statewide].
- Finally, it is estimated that males comprised 51% of the County's population in 2017 [49% statewide].



## Race and Ethnicity

The population of Jackson County is fairly homogenous, but racial and ethnic minorities comprised a significant portion of its residents in 2017.

- The adjacent figure illustrates the races to which those residents belonged in 2017:
  - White — 87% [79% statewide].
  - Black — 8% [14% statewide].
  - Native American — <1% [<1% statewide].
  - Asian — <1% [3% statewide].
  - Native Hawaiian/Pacific Islander — <1% [<1% statewide].
  - Some Other Race — <1% [1% statewide].
  - Two or More Races — 3% [3% statewide].
- An estimated 3% of the County's residents considered themselves Hispanic in 2017 [5% statewide].



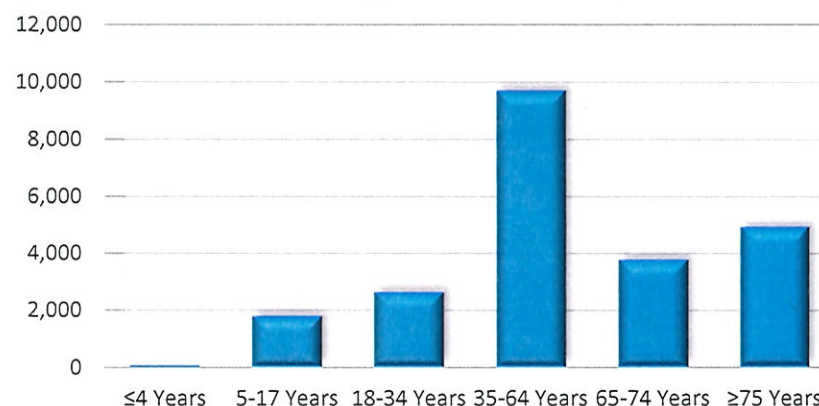


## Disabilities

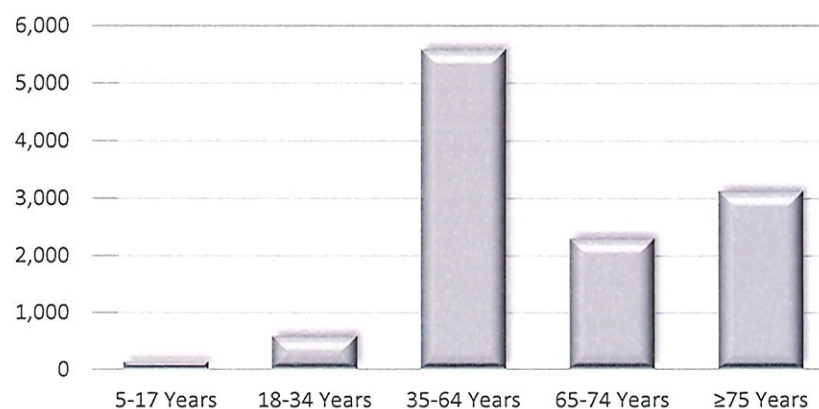
Disabled residents are a significant component of Jackson County's noninstitutionalized population.

- An estimated 15% of those residents in 2017 were disabled in some way (i.e., hearing, vision, cognitive, ambulatory, self-care, or independent living) [14% statewide] and 8% had an ambulatory disability [8% statewide].
- ≤4 years old:
  - Disabled in some way — <1% [<1% statewide].
- 5-17 years old:
  - Disabled in some way — 7% [6% statewide].
  - Had an ambulatory disability — <1% [<1% statewide].
- 18-34 years old:
  - Disabled in some way — 9% [7% statewide].
  - Had an ambulatory disability — 2% [2% statewide].
- 35-64 years old:
  - Disabled in some way — 16% [15% statewide].
  - Had an ambulatory disability — 9% [9% statewide].
- 65-74 years old:
  - Disabled in some way — 26% [25% statewide].
  - Had an ambulatory disability — 16% [15% statewide].
- ≥75 years old:
  - Disabled in some way — 47% [49% statewide].
  - Had an ambulatory disability — 30% [32% statewide].

### Some Type of Disability



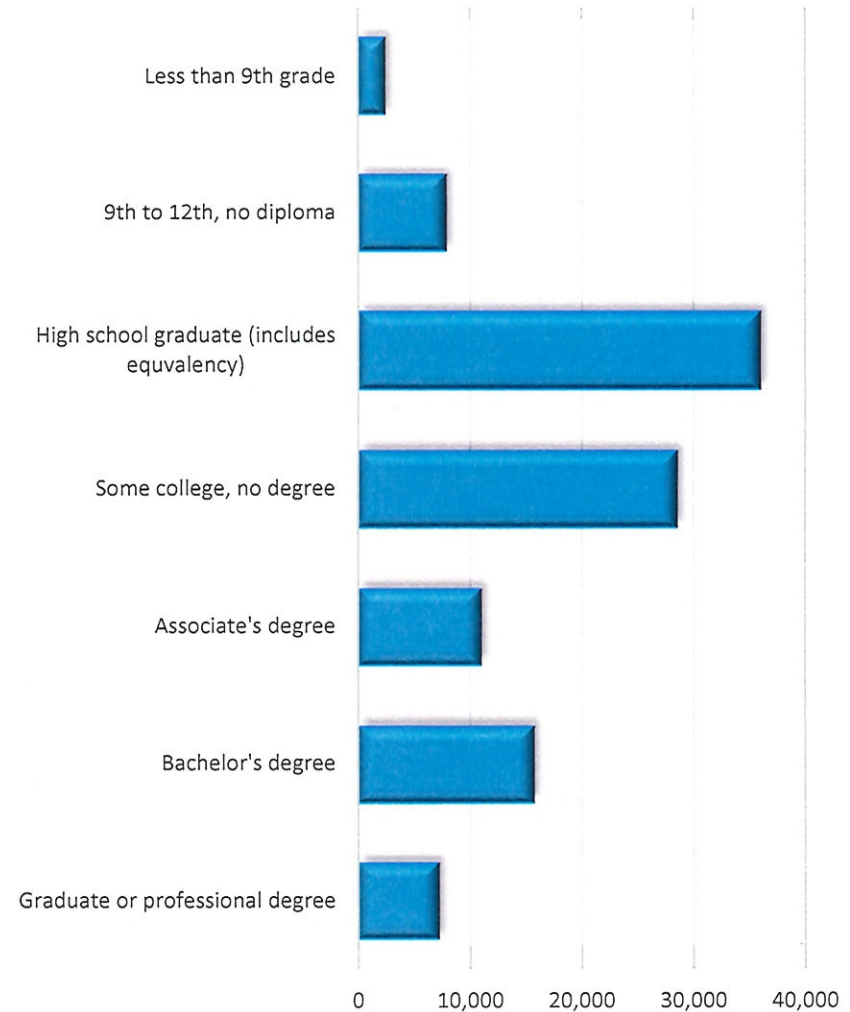
### Ambulatory Disability



## Educational Attainment

The estimated educational attainment of residents 25 years old or older in 2017 was as follows:

- Less than a 9<sup>th</sup> grade education — 2% [3% statewide].
- 9<sup>th</sup> to 12<sup>th</sup>, grade education, no diploma — 7% [7% statewide].
- High school graduate (includes equivalency) — 33% [29% statewide].
- Some college education, no degree — 26% [24% statewide].
- Associate's degree — 10% [9% statewide].
- Bachelor's degree — 14% [17% statewide].
- Graduate or professional degree — 7% [11% statewide].

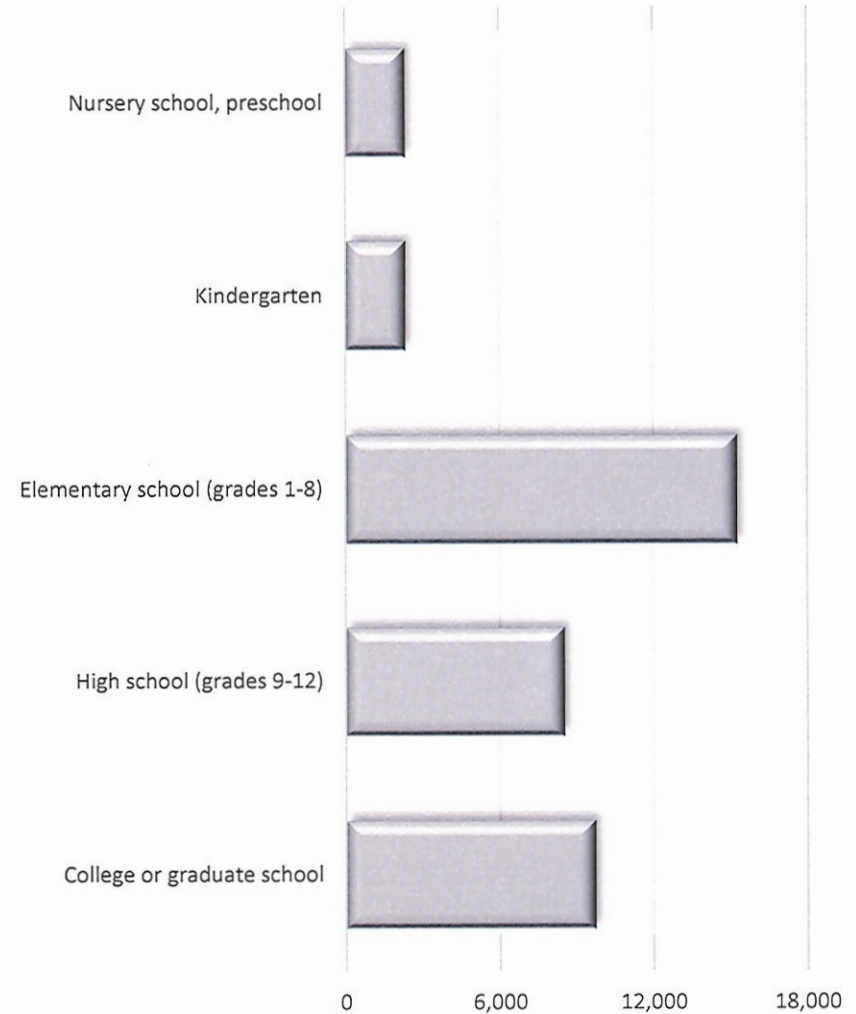




## School Enrollment

The composition of the population estimated to be 3 years old or older in 2017, and attending school, was estimated as follows:

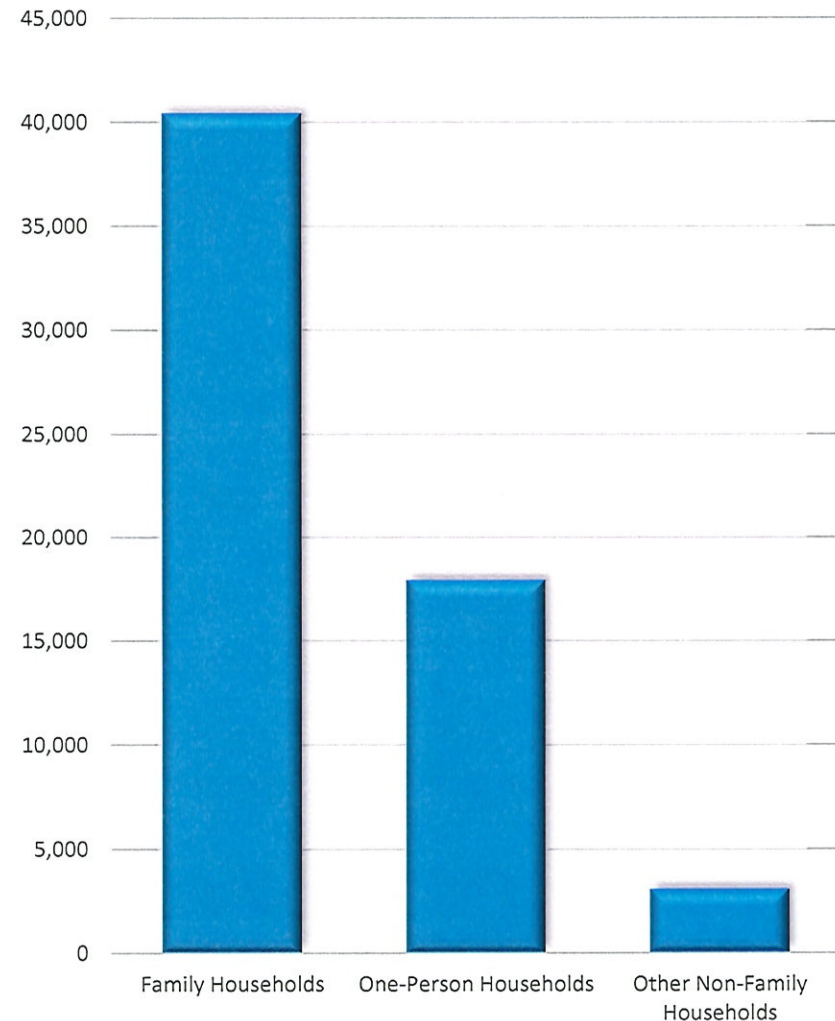
- Nursery school, preschool — 6% [6% statewide].
- Kindergarten — 6% [5% statewide].
- Elementary school (grades 1-8) — 40% [39% statewide].
- High school (grades 9-12) — 22% [21% statewide].
- College or graduate school — 25% [29% statewide].



## Households and Families

- Most Jackson County residents live in households.
  - Families comprised an estimated 66% of households in 2017 [65% statewide]
  - An estimated 29% of households were comprised of a single person [29% statewide].
  - Other non-family households comprised the remaining estimated 5% of households [6% statewide].
  - The estimated average household and family size was 2.43 people and 2.98 people, respectively (please see the ACS note) [2.49 people and 3.08 people, respectively, statewide].
- Group quarters (e.g., nursing homes, etc.) were home to an estimated 6% of the population [2% statewide].

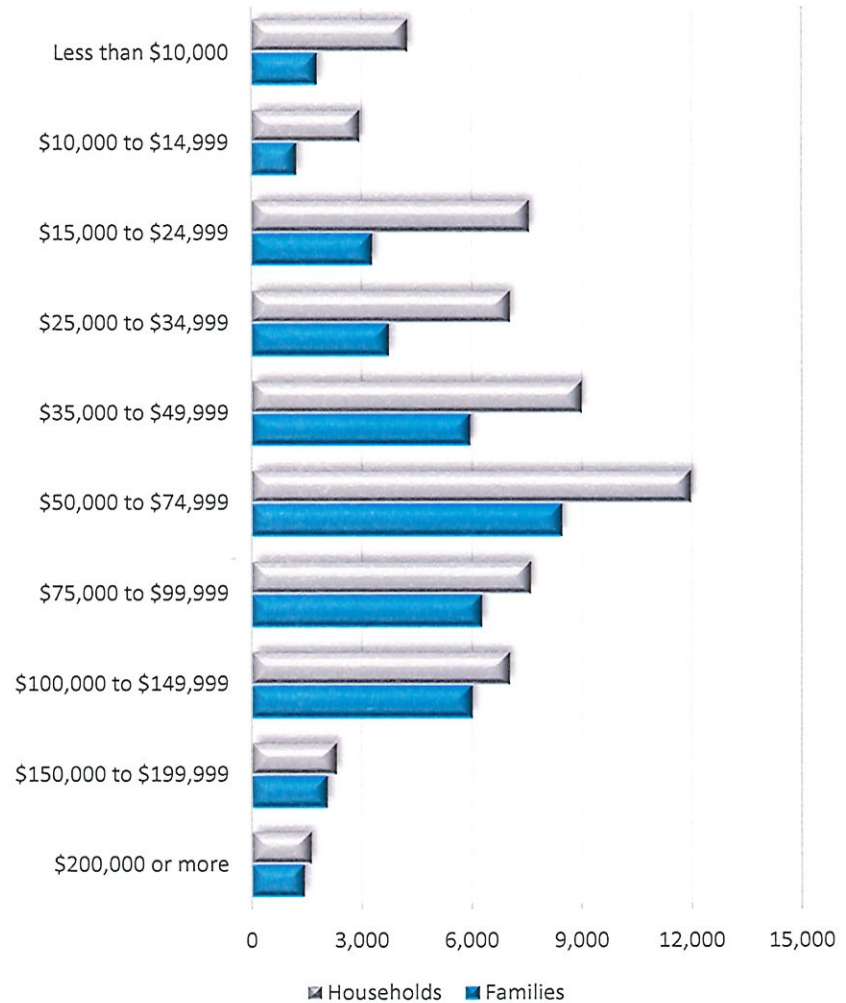
*The presence of correctional and assisted living facilities in Jackson County contribute to the larger percentage of the population living in group quarters.*





## Household and Family Income

- Households in 2017 with an income of:
  - \$24,999 or less comprised an estimated 24% of households [23% statewide]
  - \$25,000-\$49,999 comprised an estimated 26% of households [25% statewide]
  - \$50,000-\$99,999 comprised an estimated 32% of households [31% statewide]
  - \$100,000 or more comprised an estimated 18% of households [22% statewide]
- Families in 2017 with and income of:
  - \$24,999 or less comprised an estimated 16% of families [15% statewide]
  - \$25,000-\$49,999 comprised an estimated 24% of families [22% statewide]
  - \$50,000-\$99,999 comprised an estimated 37% of families [35% statewide]
  - \$100,000 or more comprised an estimated 24% of families [29% statewide]



## Incomes and Poverty Status

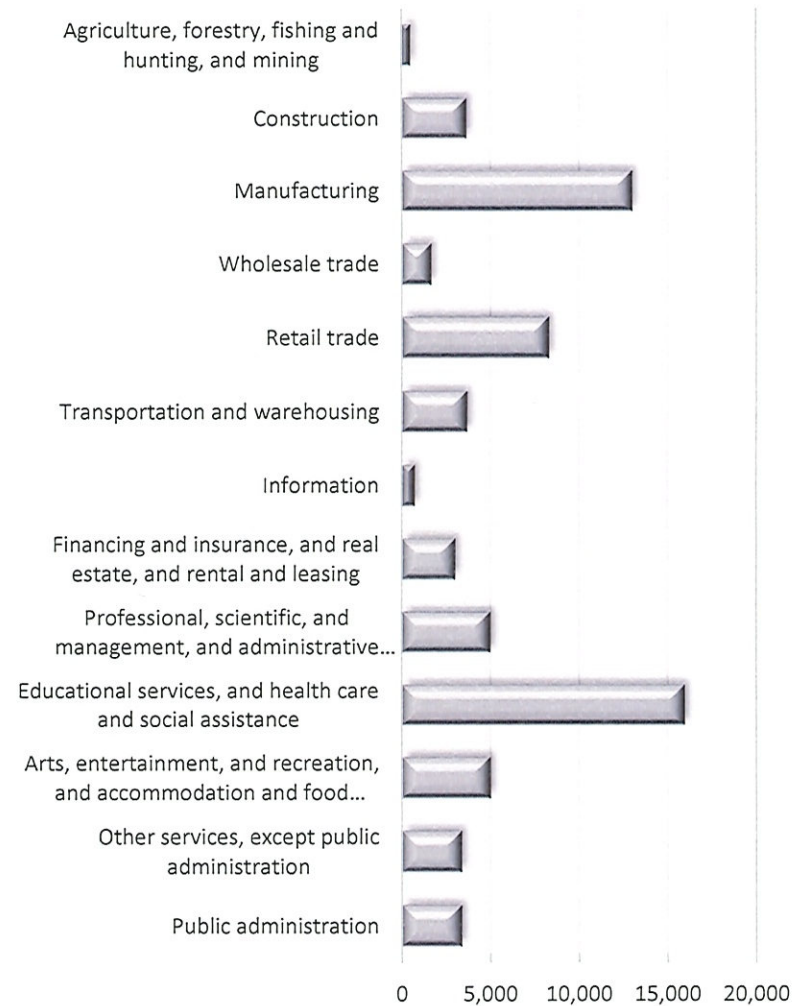
- Estimated Median Incomes in 2017:
  - Household -- \$49,715 [\$52,668 statewide]
  - Family -- \$61,359 [\$66,653 statewide]
  - Non-Family -- \$29,676 [\$31,333 statewide]
- Estimated Per Capita Income in 2017:
  - Per Capita -- \$25,952 [\$28,938 statewide]
- Estimated population below the poverty level in 2017 – 15% [16% statewide]
  - Under 18 years – 25% [22% statewide]
  - 18-64 years – 14% [15% statewide]
  - 65+ years old – 6% [8% statewide]



## Employment by Industry

The estimated employment by industry of civilian employees 16 years old or older in 2017 was:

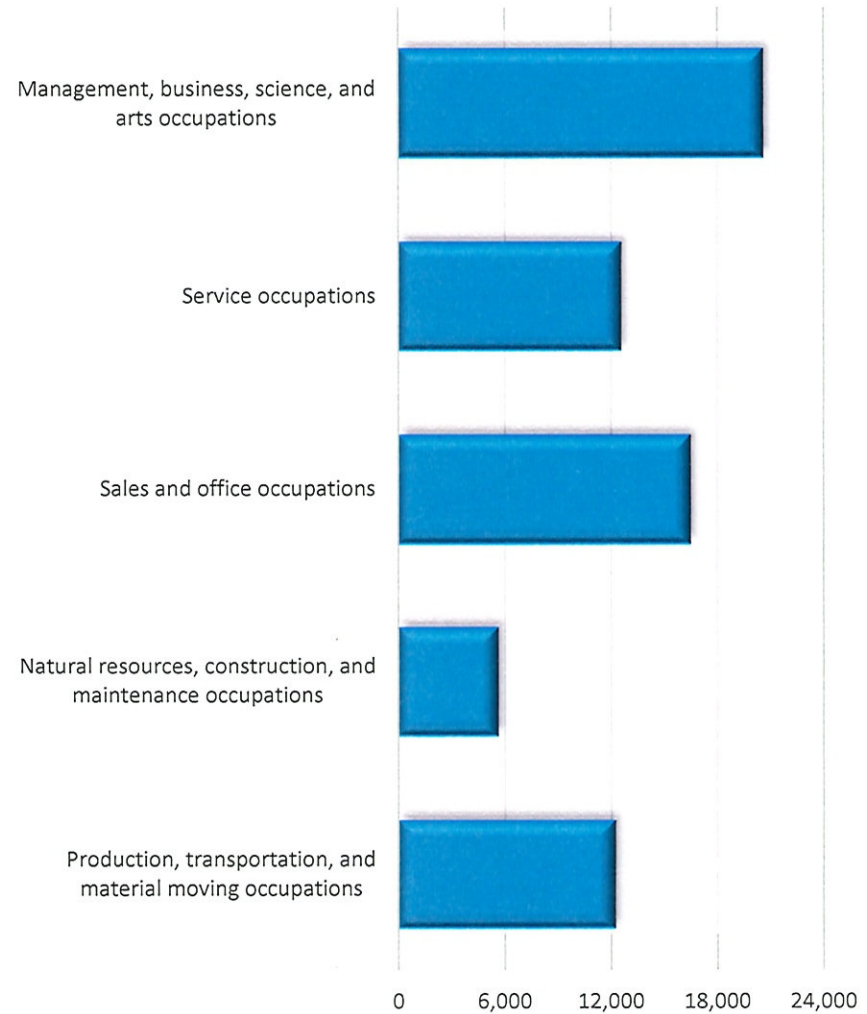
- Agriculture, forestry, fishing and hunting, and mining — <1% [1% statewide]
- Construction — 5% [5% statewide]
- Manufacturing — 19% [18% statewide]
- Wholesale trade — 2% [2% statewide]
- Retail trade — 12% [11% statewide]
- Transportation and warehousing — 6% [4% statewide]
- Information — 1% [2% statewide]
- Financing and insurance, and real estate, and rental and leasing — 4% [5% statewide]
- Professional, scientific, and management, and administrative and waste management services — 7% [9% statewide]
- Educational services, and health care and social assistance — 24% [24% statewide]
- Arts, entertainment, and recreation, and accommodation and food services — 7% [9% statewide]
- Other services, except public administration — 5% [5% statewide]
- Public Administration — 5% [3% statewide]



## Employment by Occupation

The estimated employment by occupation of civilian employees 16 years old or older in 2017 was:

- Management, business, science, and arts occupations — 31% [36% statewide]
- Service occupations — 19% [18% statewide]
- Sales and office occupations 24% [23% statewide]
- Natural resources, construction, and maintenance occupations — 8% [8% statewide]
- Production, transportation, and material moving occupations — 18% [16% statewide]

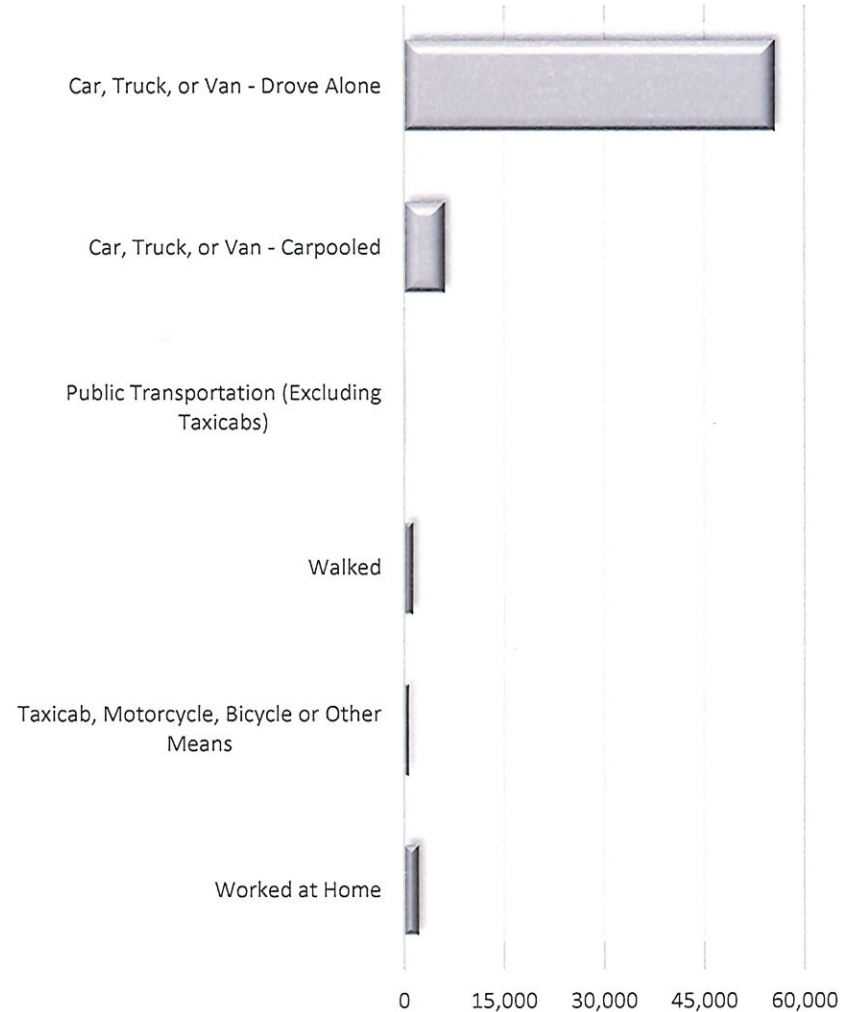




## Means of Travel to Work

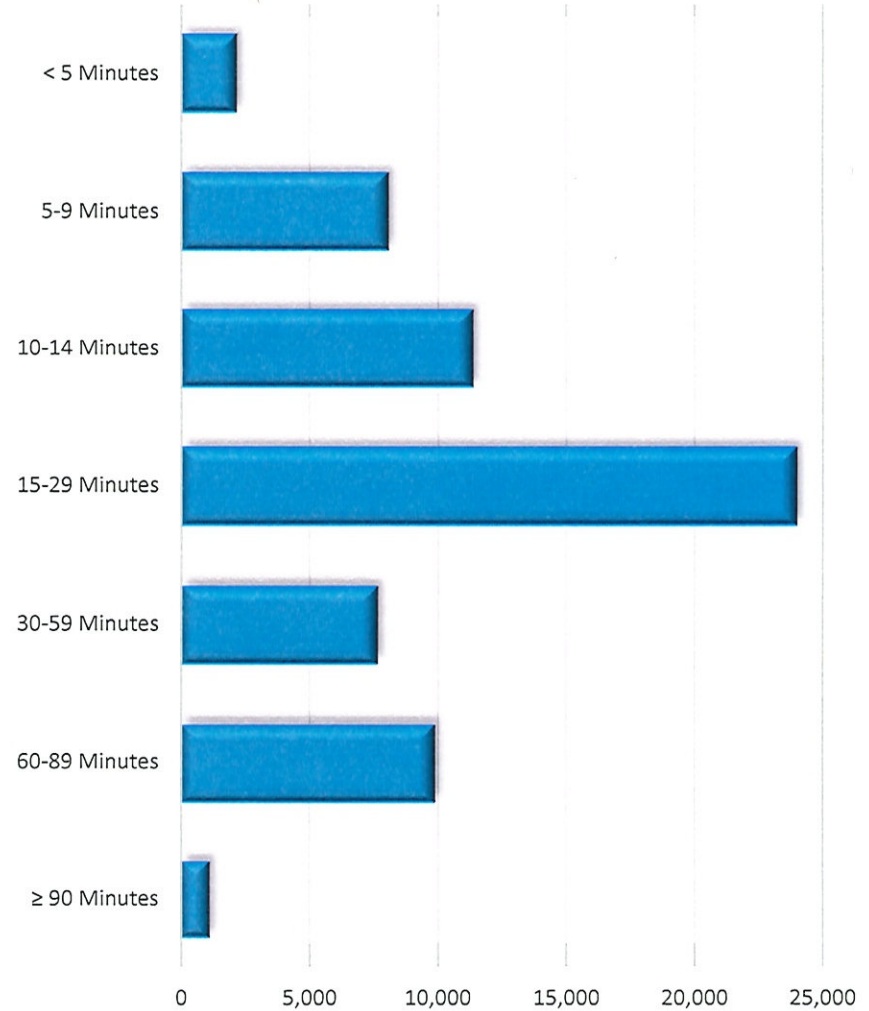
People utilized various forms of transportation when traveling to work in 2017:

- An estimated 84% of people drove alone [83% statewide]
- An estimated 9% of people carpooled [9% statewide]
- An estimated 4% used some other means of travel [5% statewide]
- An estimated 3% worked at home [4% statewide]



## Travel Time to Work

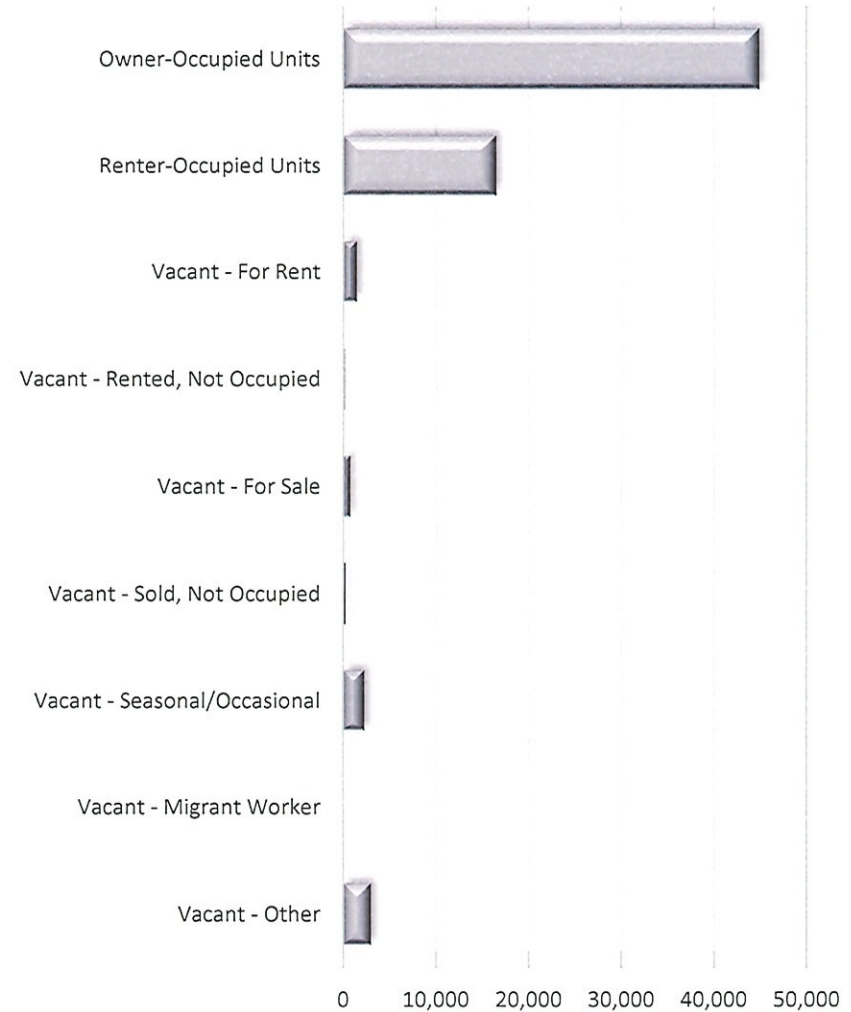
- The estimated travel time to work in 2017 was 23.3 minutes [24.3 minutes statewide]
- Travel time segments in 2017
  - ≤5 minutes — 3% [3% statewide]
  - 5-9 minutes — 13% [11% statewide]
  - 10-14 minutes — 18% [15% statewide]
  - 15-29 minutes — 37% [38% statewide]
  - 30-59 minutes — 12% [15% statewide]
  - 60-89 minutes — 15% [16% statewide]
  - ≥90 minutes — 2% [2% statewide]





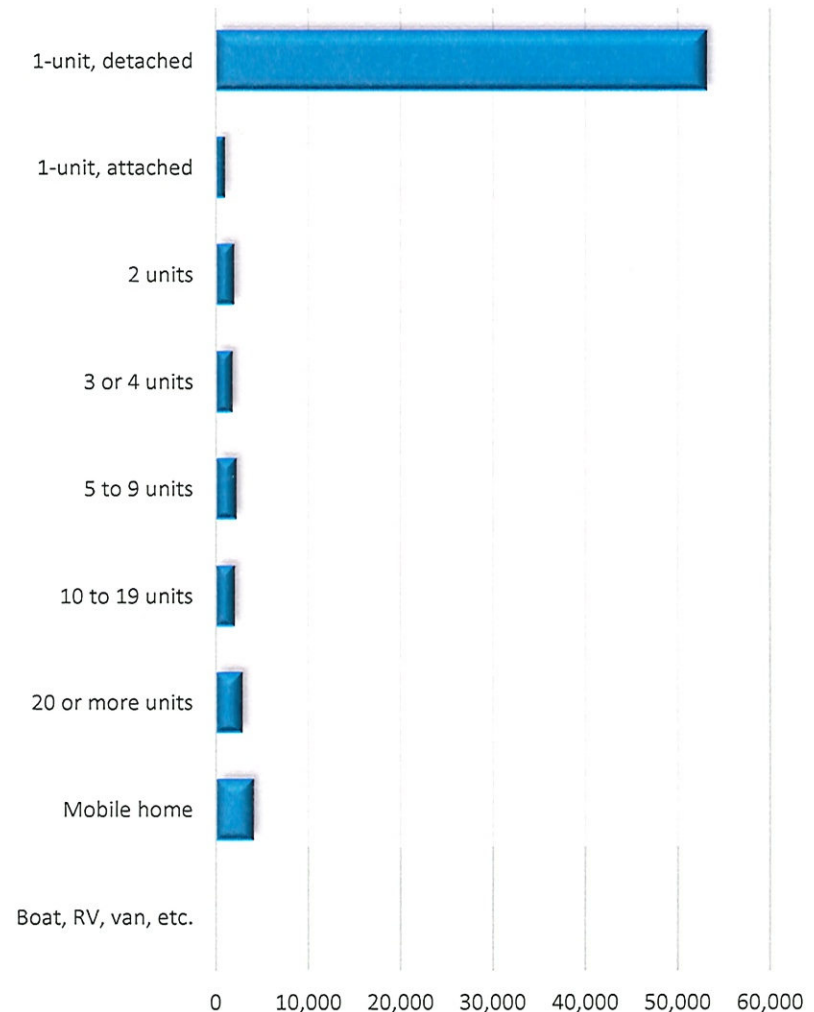
## Dwellings and Vacancy Rates

- An estimated 89% of dwellings were occupied in 2017 [85% statewide]
  - Owner-occupied — 65% [60% statewide]
  - Renter-occupied — 24% [25% statewide]
- An estimated 11% of dwellings were vacant in 2017 [15% statewide]
  - Used seasonally/occasionally — 3% [6% statewide]
  - Used to house migrant workers — <1% [<1% statewide]
  - Otherwise vacant — 8% [8% statewide]



## Housing Types

- An estimated 78% of dwellings were single units in 2017 [77% statewide]
  - An estimated 77% of dwellings were detached single units [72% statewide]
  - An estimated 1% of dwellings were attached single units [5% statewide]
- An estimated 16% of dwellings were in multi-unit buildings in 2017 [18% statewide]
  - An estimated 3% of dwellings were in duplexes [2% statewide]
  - An estimated 3% of dwellings were in 3-4 unit buildings [3% statewide]
  - An estimated 3% of dwellings were in 5-9 unit buildings [4% statewide]
  - An estimated 3% of dwellings were in 10-19 unit buildings [4% statewide]
  - An estimated 3% of dwellings were in 20 or more unit buildings [5% statewide]
- An estimated 6% of dwellings were mobile homes in 2017[5% statewide]
- An estimated 0% of dwellings were boats, RVs, vans, etc. in 2017 [<1% statewide]





## Housing Costs

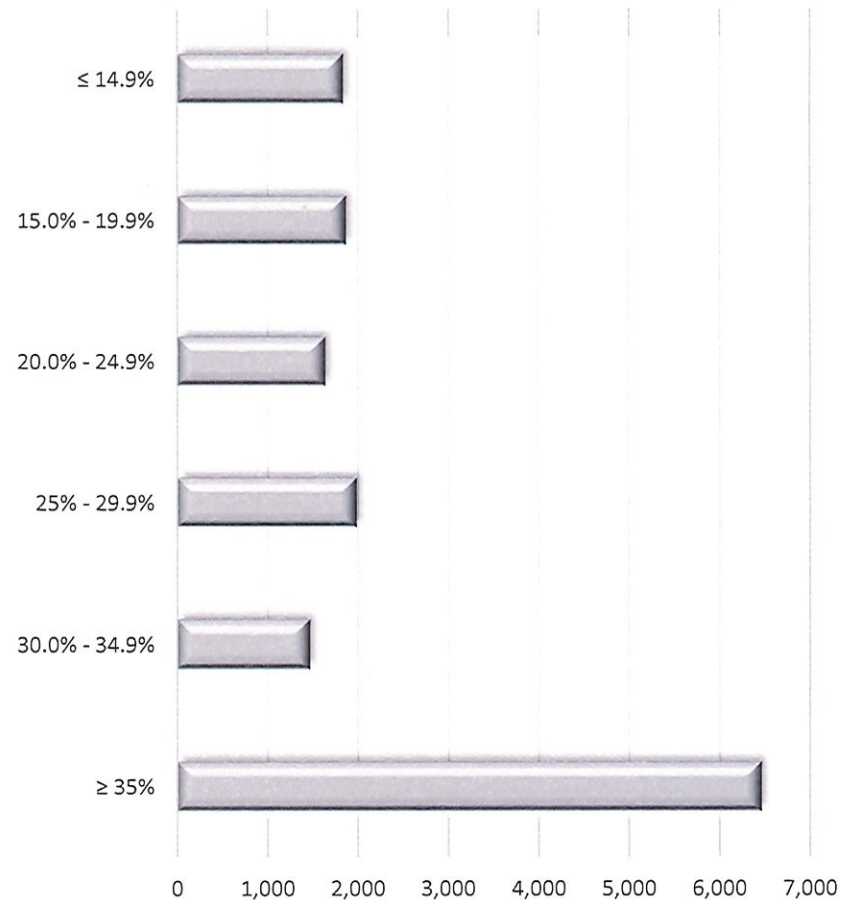
Renter occupied households equaled 27% of total households in 2017 [29% statewide]:

- Renter occupied households paying rent equaled 25% of total households [27% statewide]:
  - The estimated median monthly rent was \$738 in 2017 [\$780 statewide]
  - An estimated 52% of households who rented spent  $\geq 30\%$  of household income on rent [50% statewide]
- Renter occupied households not paying rent equaled 1% of total households [2% statewide]:

Owner occupied households equaled 73% of total households in 2017 [71% statewide]:

- Owner-occupied households with a mortgage equaled 45% of total households [43% statewide]:
  - The median monthly owner cost was \$1,122 [\$1,295 statewide]
  - An estimated 25% of those households spent  $\geq 30\%$  of household income on housing [25% statewide]
- Owner-occupied households without a mortgage equaled 28% of total households [28% statewide]:
  - The median monthly owner cost was \$430 [\$463 statewide]
  - An estimated 12% of those households spent  $\geq 30\%$  of household income on housing [15% statewide]

### Gross Rent as a Percentage of Household Income



APPENDIX B  
**MAPPING**





## Table of Contents

### Base

1. Base Map .....	B-3
-------------------	-----

### Communities and Social Vulnerability

2. Municipalities and Places .....	B-4
3. Urban and Rural Areas .....	B-5
4. Social Vulnerability .....	B-6

### Natural Resources

5. Topography .....	B-7
6. Watersheds .....	B-8
7. Lakes, Ponds, Rivers, and Streams .....	B-9
8. Flood Zones and Wetlands .....	B-10
9. Hydric Soils .....	B-11
10. Quality of Farmland .....	B-12
11. Forestland and Woodland .....	B-13

### Community Facilities

12. Major Community Facilities .....	B-14
13. Trails .....	B-16
14. Public School Districts and Schools .....	B-17

### Transportation Facilities and Utilities

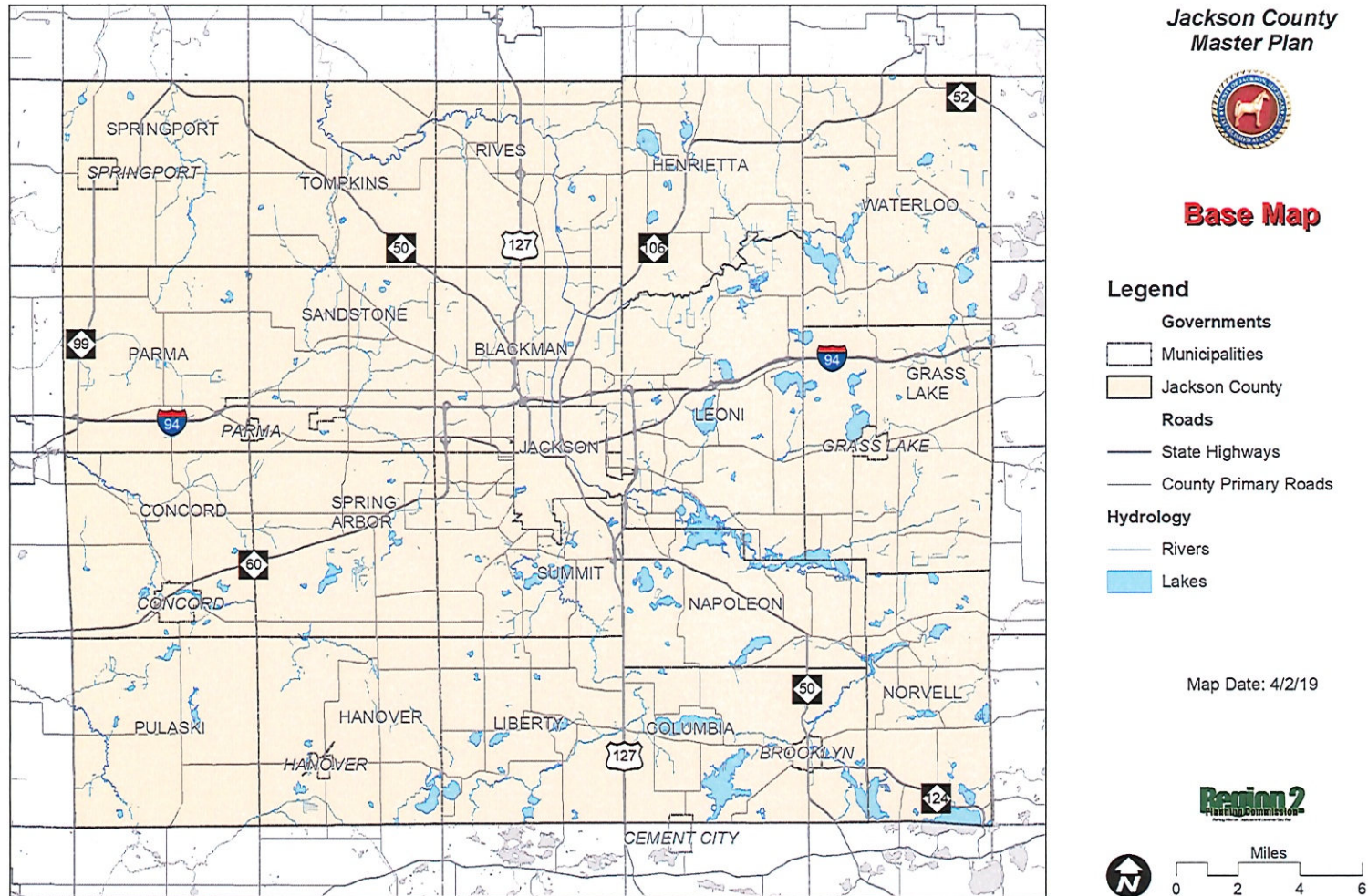
15. Roadway Network .....	B-19
16. Airports, Railroads, and Transit Service .....	B-20
17. Airport Permit Zones .....	B-21
18. Gas Pipelines .....	B-22
19. Liquid Pipelines .....	B-23
20. Municipal Wellhead Protection Areas .....	B-24

### Existing Land Use and Zoning

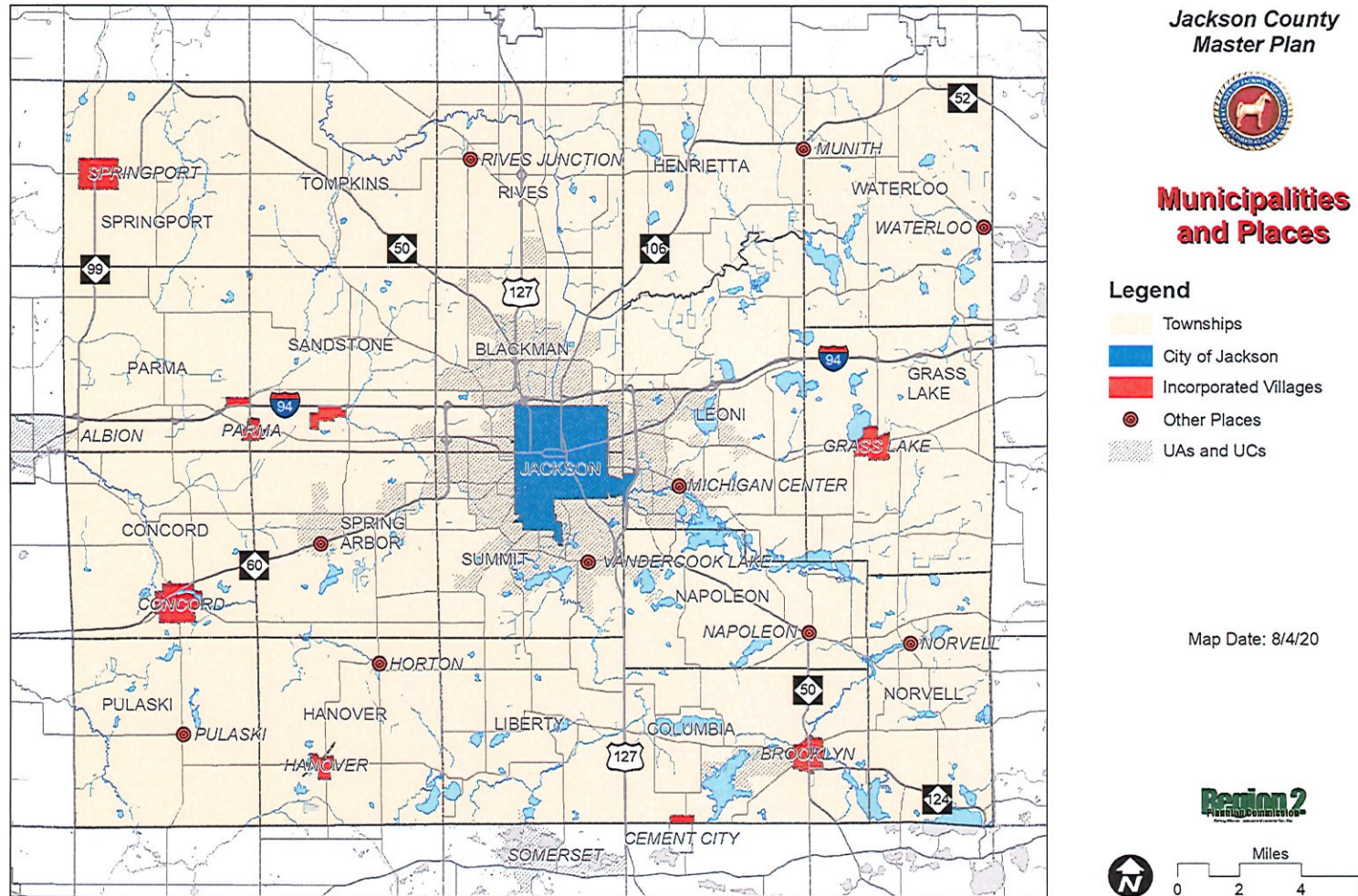
21. Property Assessment .....	B-25
22. Land Use and Land Cover .....	B-26
23. Generalized Zoning .....	B-27

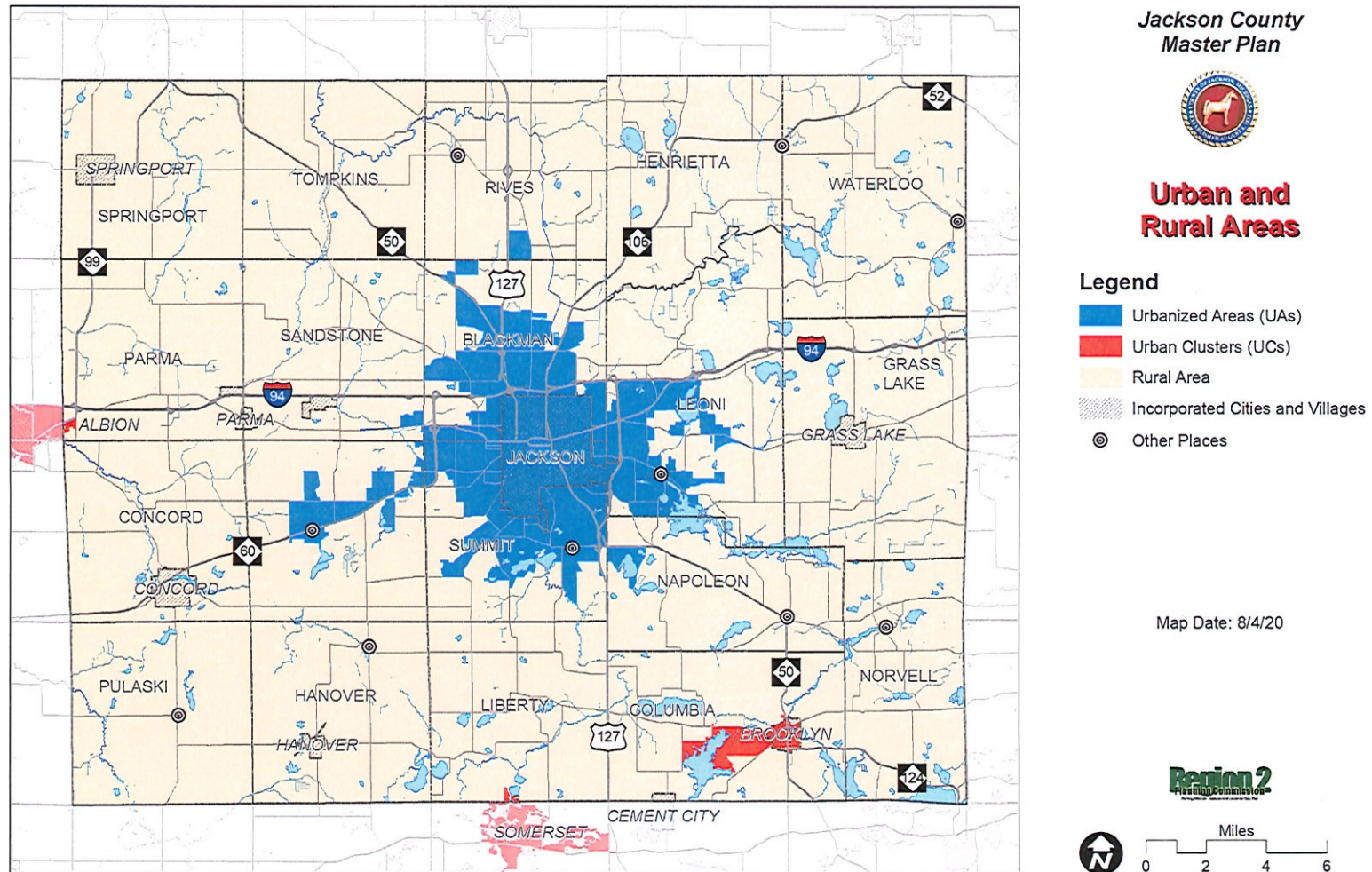
### Future Land Use Plan

24. 2021 Future Land Use .....	B-28
--------------------------------	------

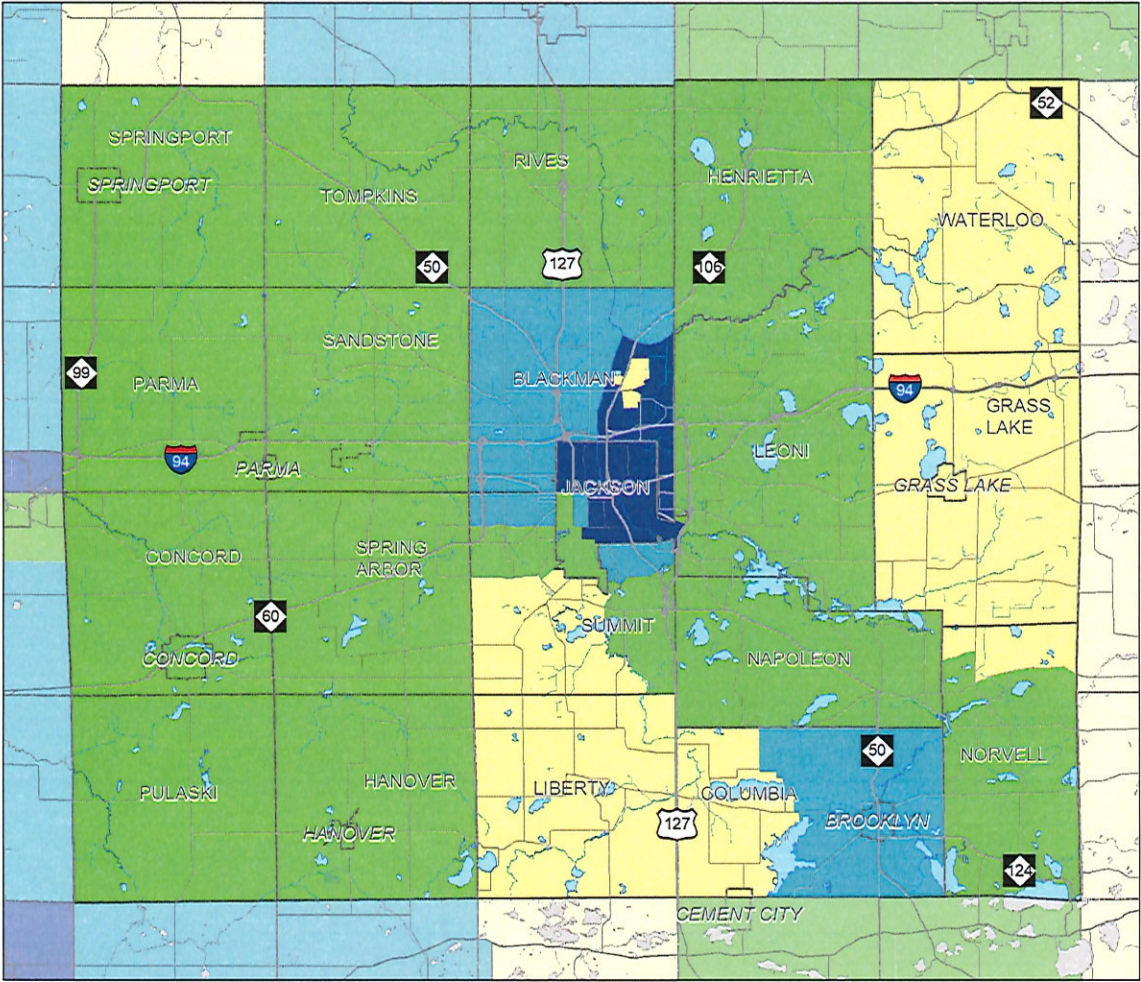












Jackson County  
Master Plan



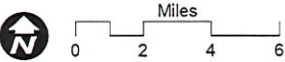
Social Vulnerability

Legend

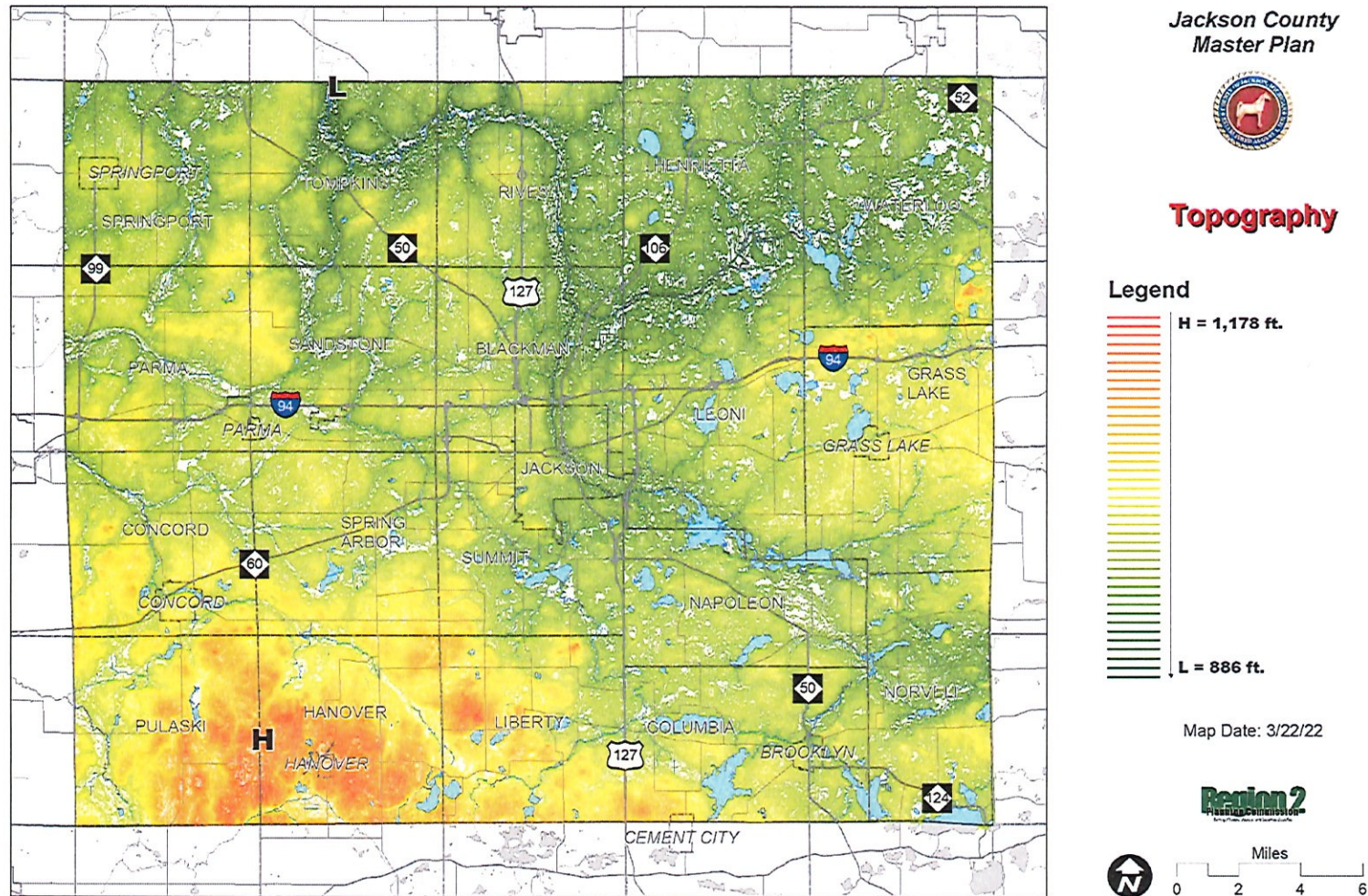
- Lowest Vulnerability
- Medium Vulnerability
- High Vulnerability
- Highest Vulnerability

Social Vulnerability Source  
Vulnerability to disasters is divided into equal quartiles from data gathered and analysed by the 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.

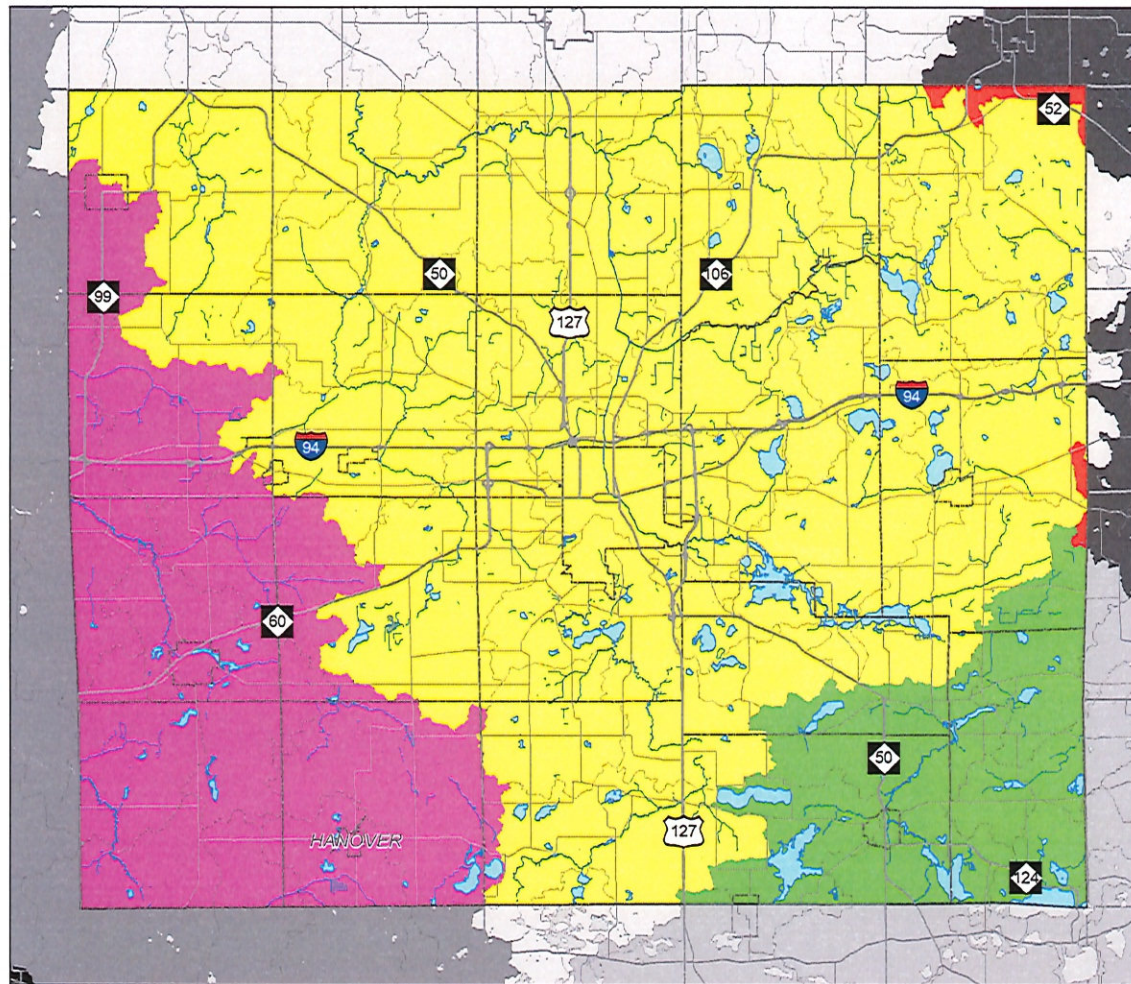
Map Date: 4/2/19











**Jackson County  
Master Plan**



**Watersheds**

**Legend**

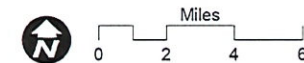
**Watersheds**

- Upper Grand River
- Huron River
- Kalamazoo River
- River Raisin

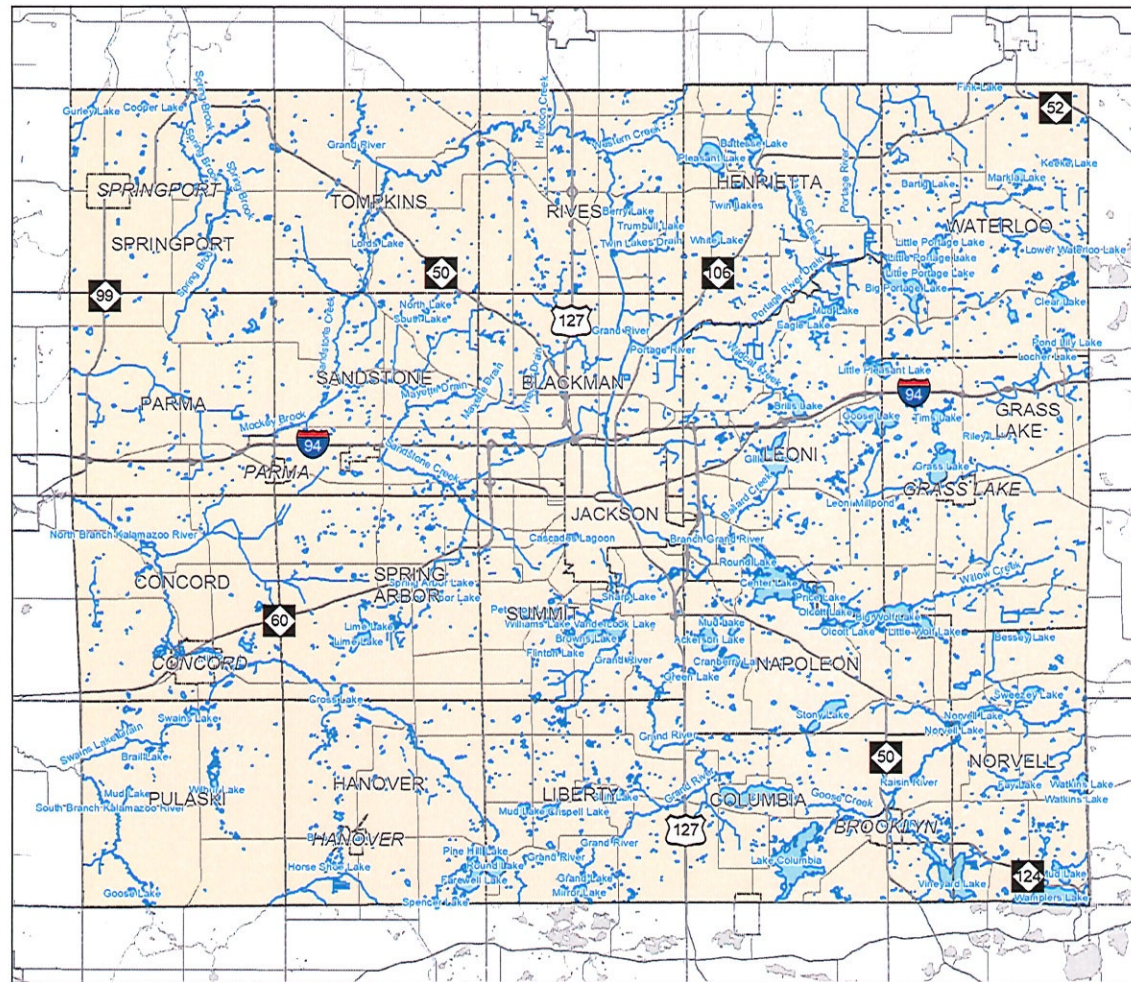
**Surface Water**

- Rivers
- Lakes

Map Date: 2/21/19







### Jackson County Master Plan



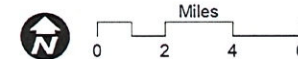
### Lakes, Ponds, Rivers, and Streams

#### Legend

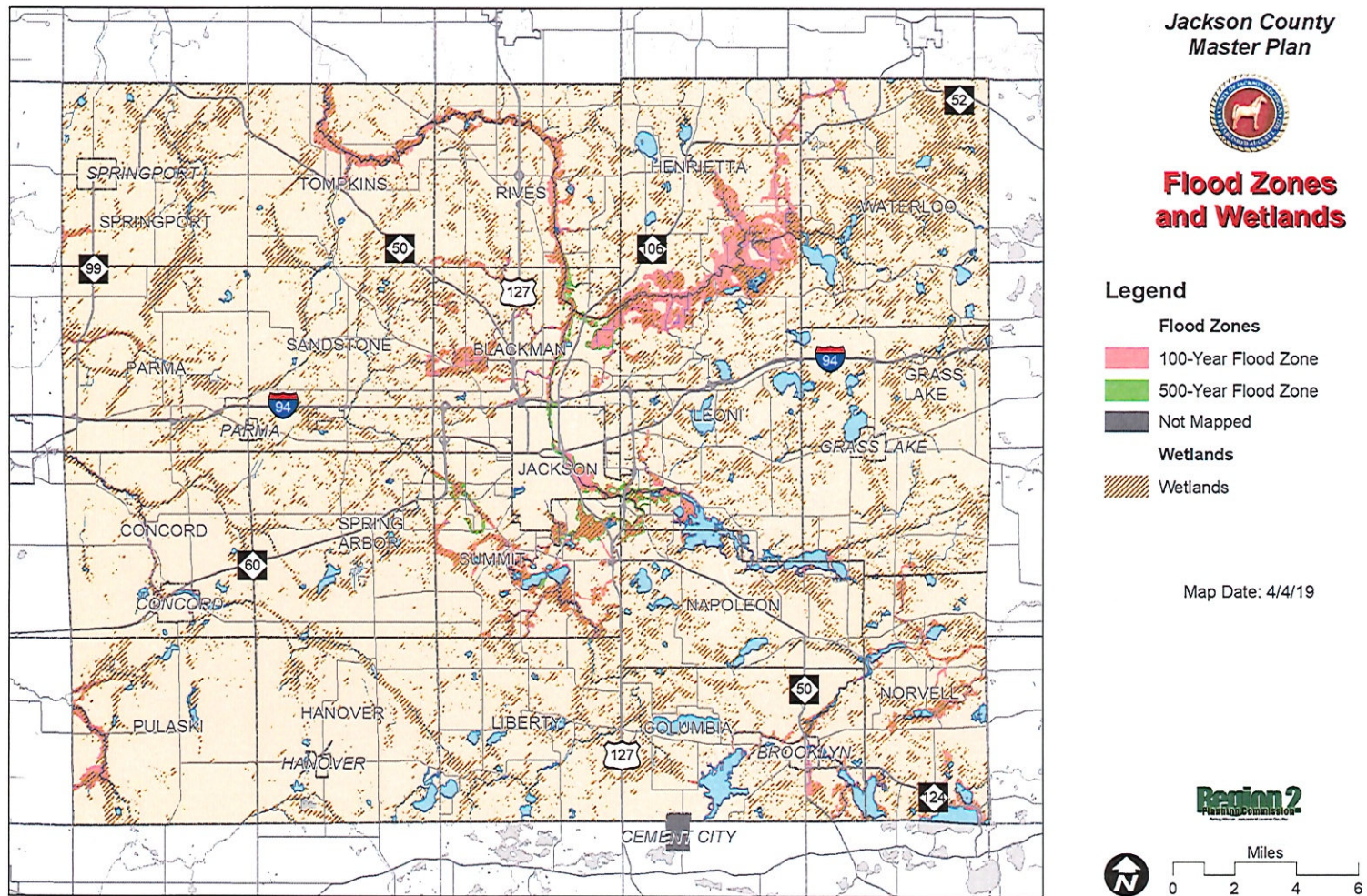
- Lakes and Ponds
- Rivers and Streams

Map Date: 4/4/19

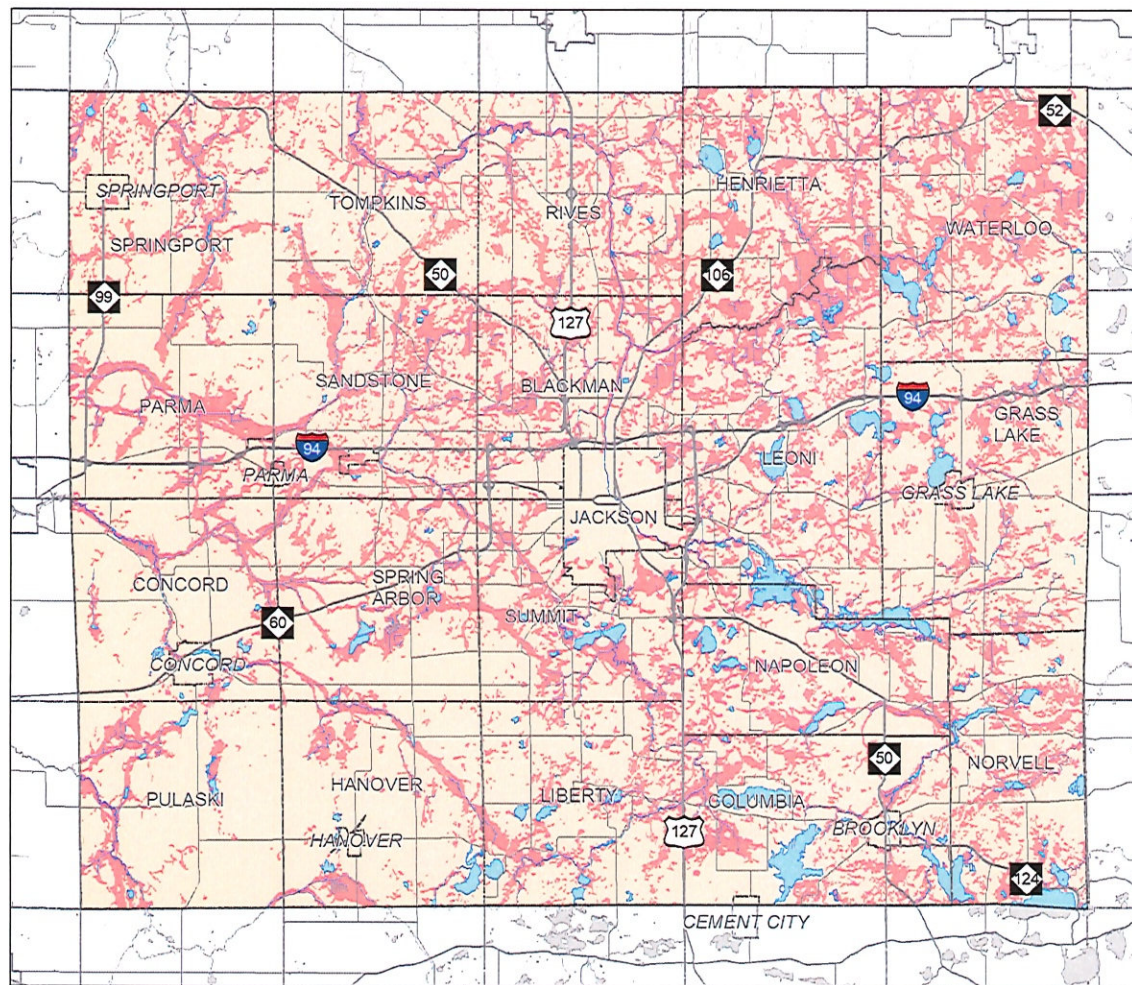
**Region 2**  
Planning Commission











**Jackson County  
Master Plan**



**Hydric Soils**

**Legend**

Hydric Soils

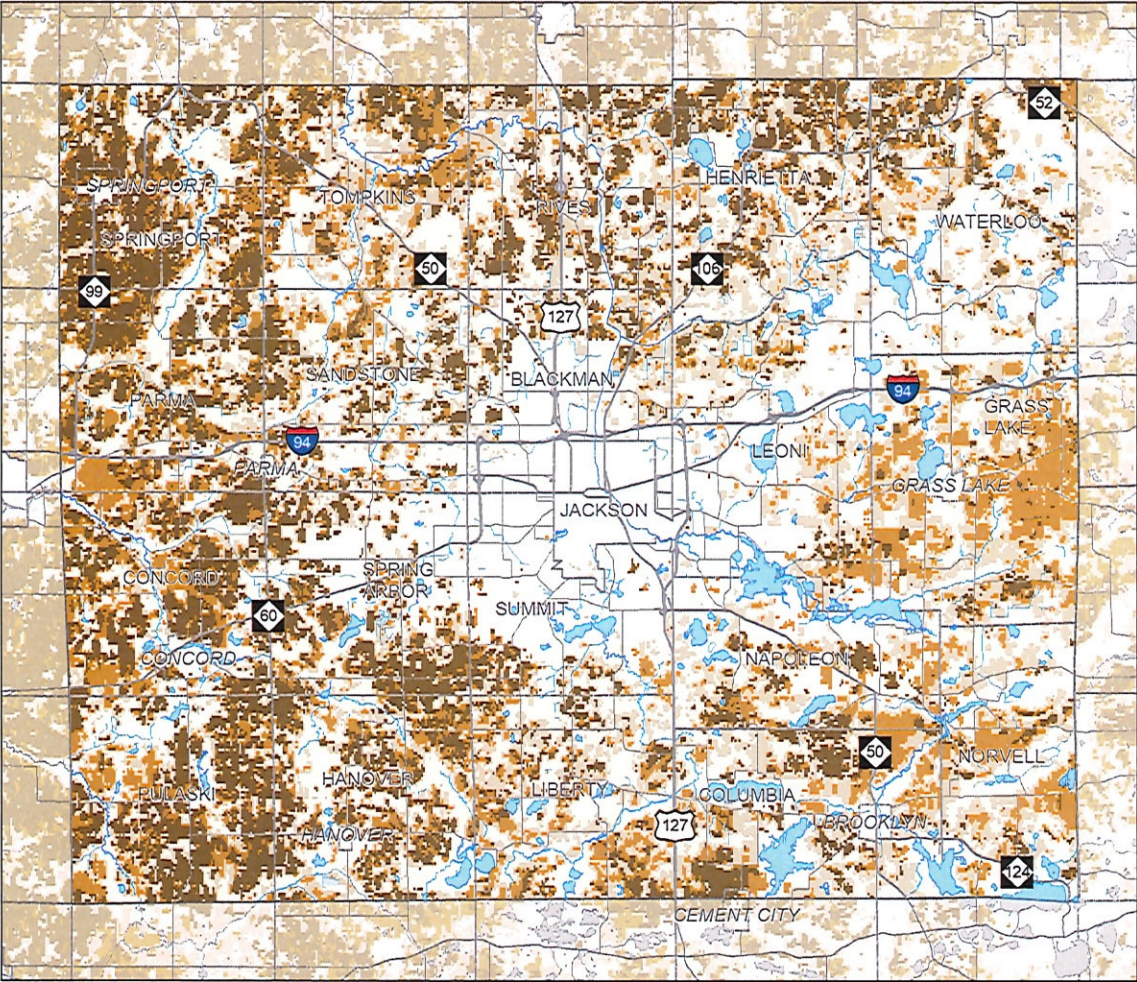
Map Date: 2/21/19

**Region 2**  
Planning Commission



Miles  
0 2 4 6





Jackson County  
Master Plan



Quality of  
Farmland

Legend

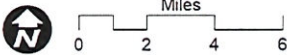
- Michigan's Best Agricultural Land
- Nationally Significant Agricultural Land
- Other Agricultural Land

Notes and Data Source

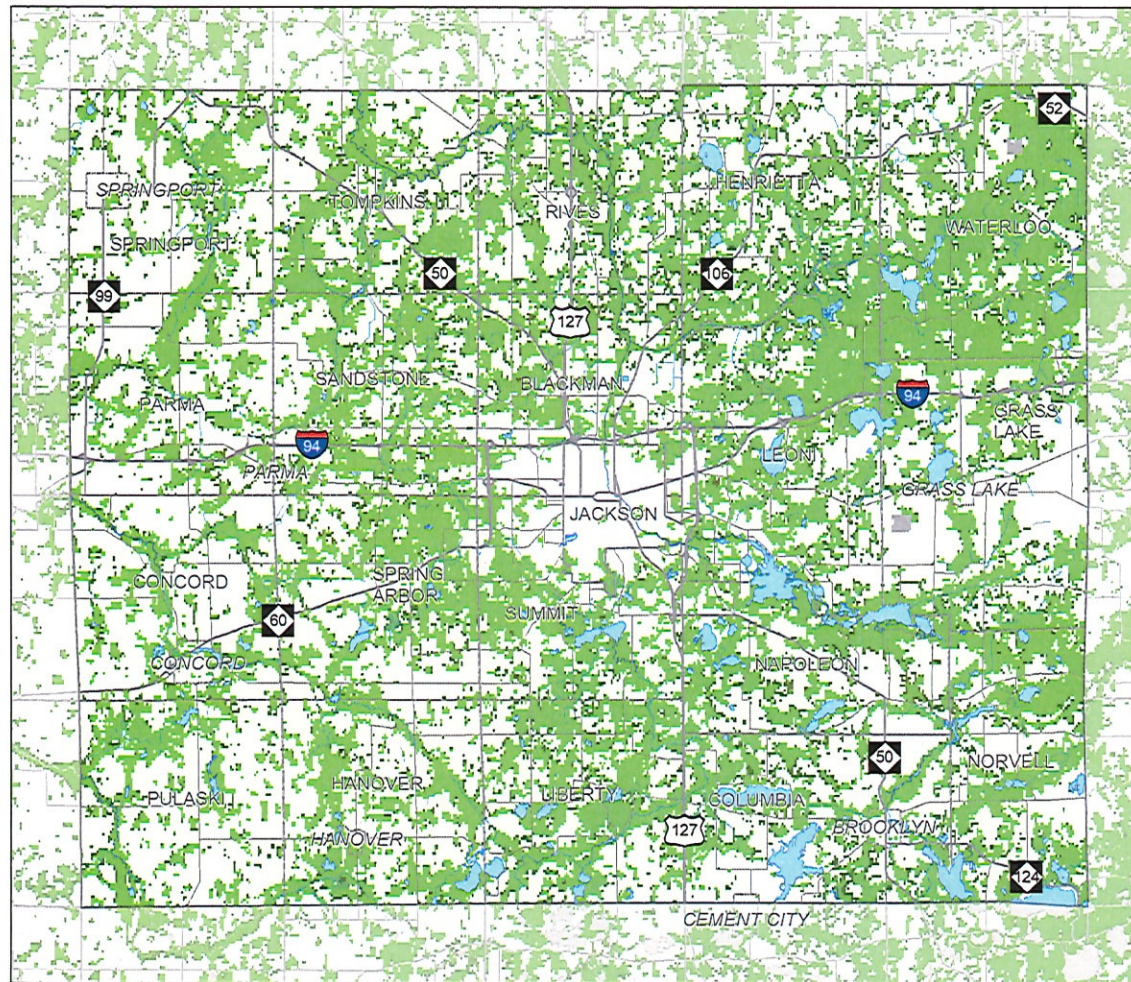
This map represents the quality of agricultural land in 2016. Nationally significant land meets the minimum productivity, versatility, and resilient (PVR) threshold set by the American Farmland Trust (AFT). Michigan's best land has a PVR value above the state's median.

The land use data is owned (and was developed) by the American Farmland Trust (AFT) and Conservation Science Partners for the Farms Under Threat program (as directed by the AFT).

Map Date: 8/3/20







### Jackson County Master Plan



### Forestland and Woodland

#### Legend

- Forestland
- Woodland
- Federal Land

#### Notes and Data Source

The land use data is owned (and was developed) by the American Farmland Trust (AFT) and Conservation Science Partners for the Farms Under Threat program (as directed by the AFT).

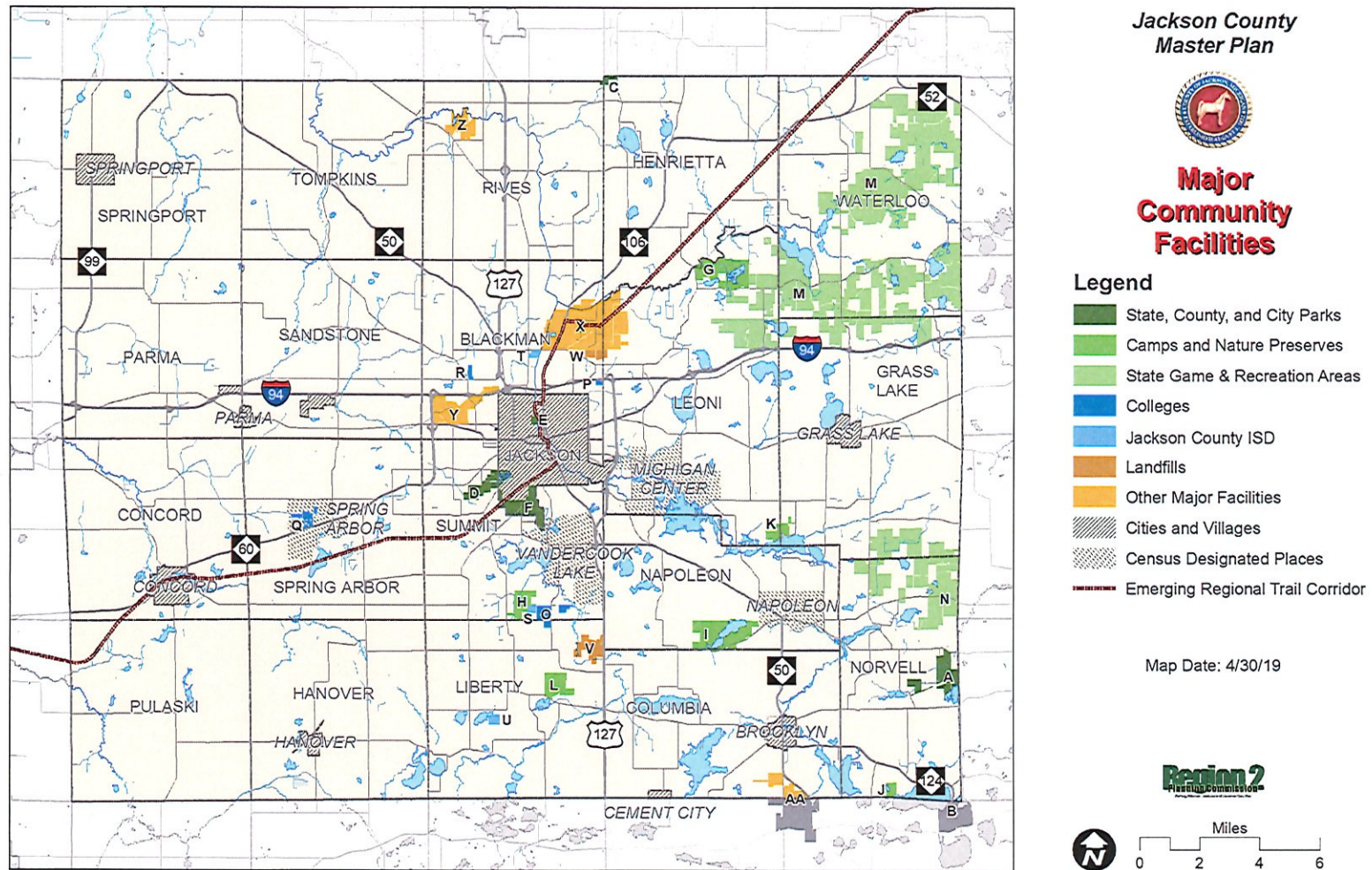
This map represents the major land uses in 2016. 'Forestland and woodland' includes 'federal lands' (with and without grazing). 'Woodland' is 'forestland' associated or adjacent to farmland.

Map Date: 8/3/20



Miles  
0 2 4 6





## Major Community Facilities

### State, County, and City Parks

- A. Watkins Lake State Park
- B. W.J. Hayes State Park
- C. Meridian Baseline State Park
- D. Sparks Foundation (Cascades) County Park
- E. James J. Keeley County Park (Jackson County Fairgrounds)
- F. Ella Sharp Park

### Camps and Nature Preserves

- G. Phyllis Haehnle Memorial Audubon Sanctuary
- H. Dahlem Center
- I. YMCA Storer Camps
- J. Camp O' the Hills (Girl Scouts of America)
- K. Camp Teetonkah (Boy Scouts of America)
- L. MacCredy Reserve (MSU)

### State Game and Recreation Areas

- M. Waterloo State Recreation Area
- N. Sharonville State Game Area

### Colleges

- O. Jackson College (Central Campus)
- P. Jackson College (W. J. Maher Campus)
- Q. Spring Arbor University
- R. Baker College

### Jackson County ISD (Intermediate School District)

- S. Jackson Area Career Center
- T. Tarrant and Kit Young Center
- U. Camp McGregor

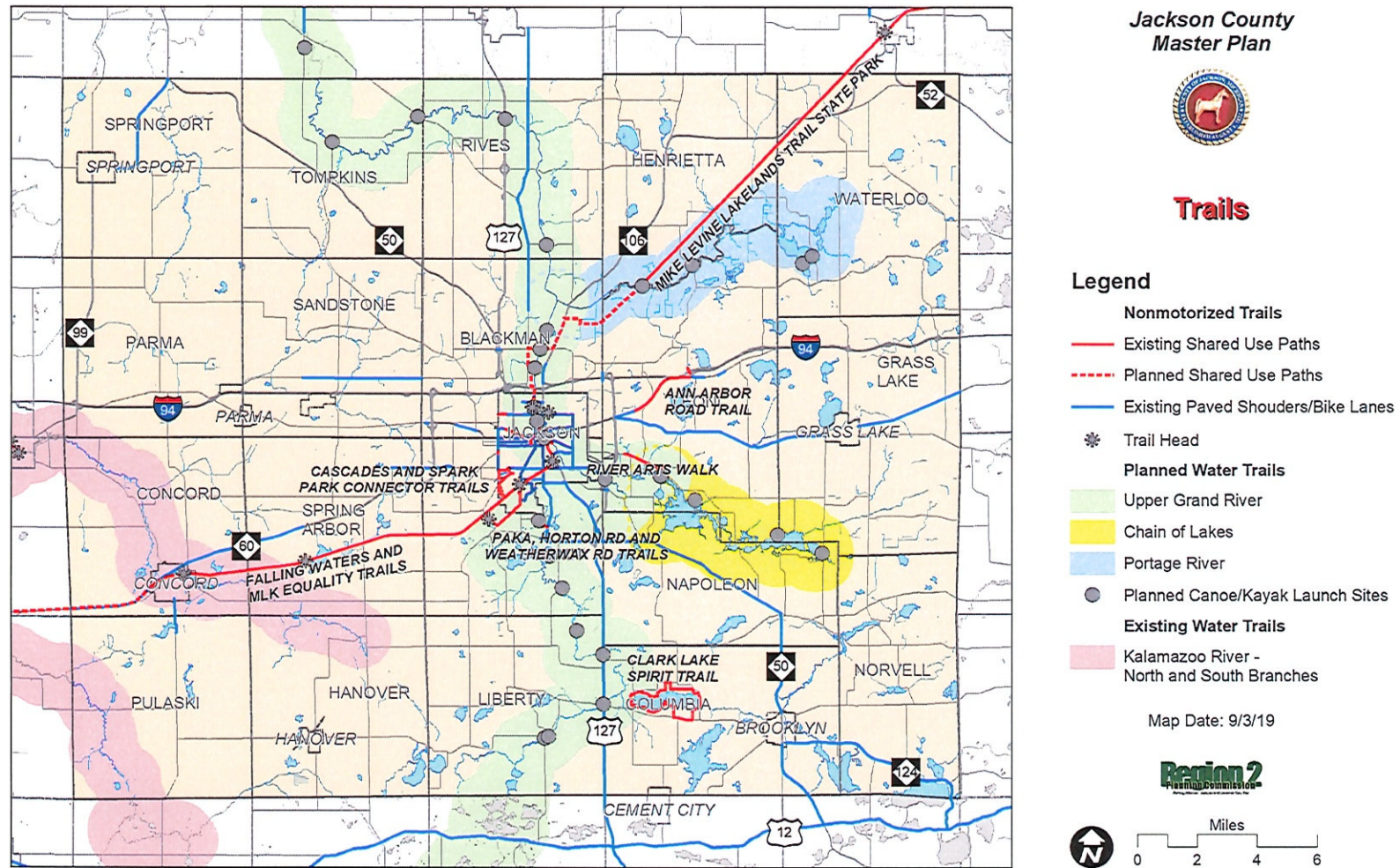
### Landfills

- V. Liberty Landfill
- W. McGill Road Landfill

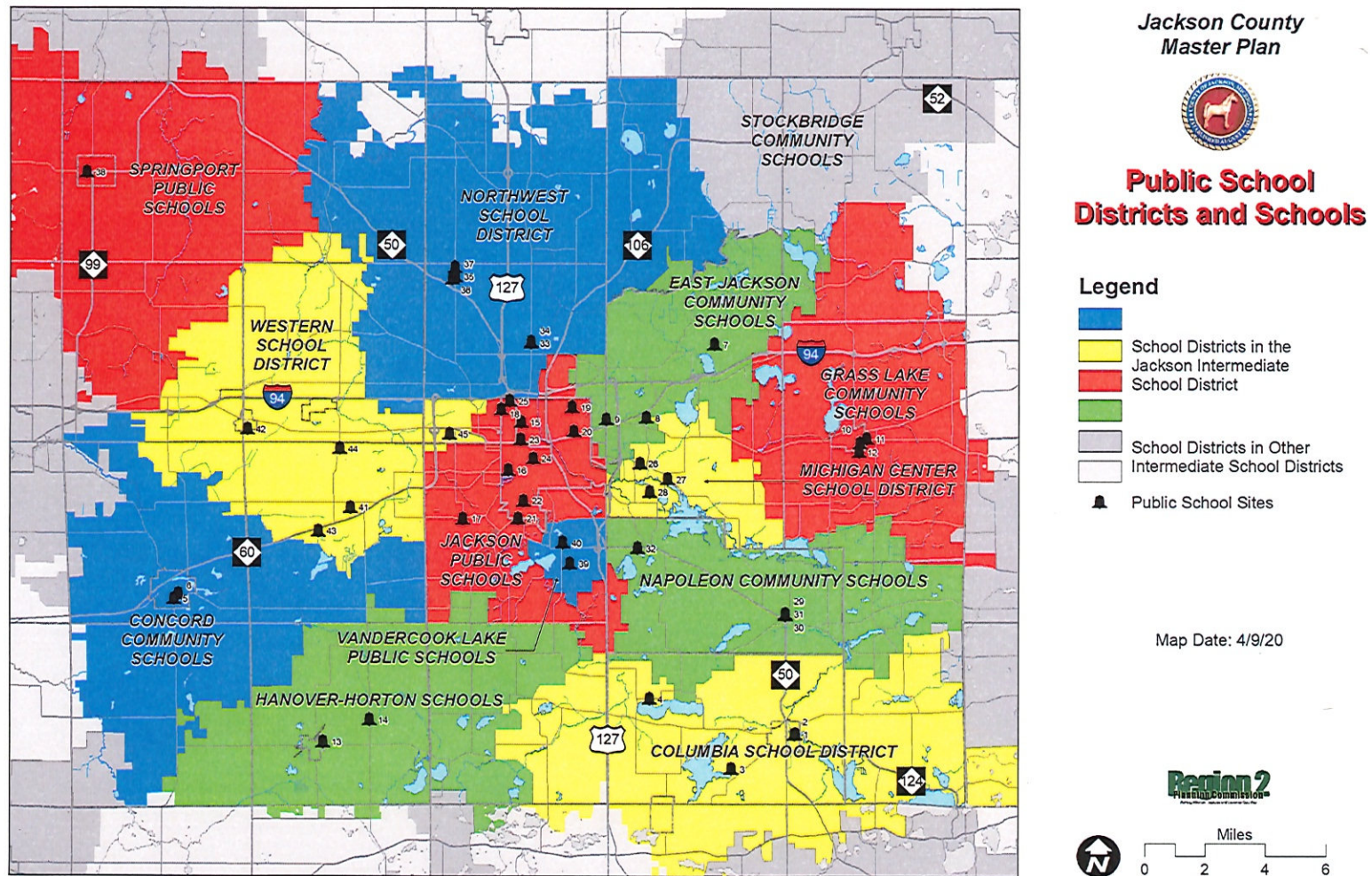
### Other Major Facilities

- X. State of Michigan Prisons
- Y. Jackson County Airport – Reynolds Field
- Z. Youth Haven
- AA. Michigan International Speedway











## Public School Districts

### Columbia School District

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

### Concord Community Schools

5. Concord Elementary 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 Elementary School and Little Warriors Pre-School and Daycare
11. Grass Lake Middle School
12. Grass Lake High School

### Hanover-Horton School District

13. Hanover-Horton Elementary School and Early Impressions Preschool & Childcare Center

14. Hanover-Horton Middle and High Schools

### Jackson Public Schools

15. Bennett Elementary School
16. Cascades and Frost Elementary 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

### Michigan Center Schools

25. Arnold Elementary School
26. Keicher Elementary School
27. Michigan Center Jr./Sr. High School

### Napoleon Community Schools

28. Ezra Eby Elementary School and Pirates Cove Pre-School and Child Care
29. Napoleon Middle School
30. Napoleon High School

31. Ackerson Lake High School and Community Center

### Northwest Community Schools

32. Northwest Early Elementary School
33. Northwest Elementary School
34. R.W. Kidder Middle School
35. Northwest High School
36. Northwest Alternate High School

### Springport Pubic Schools

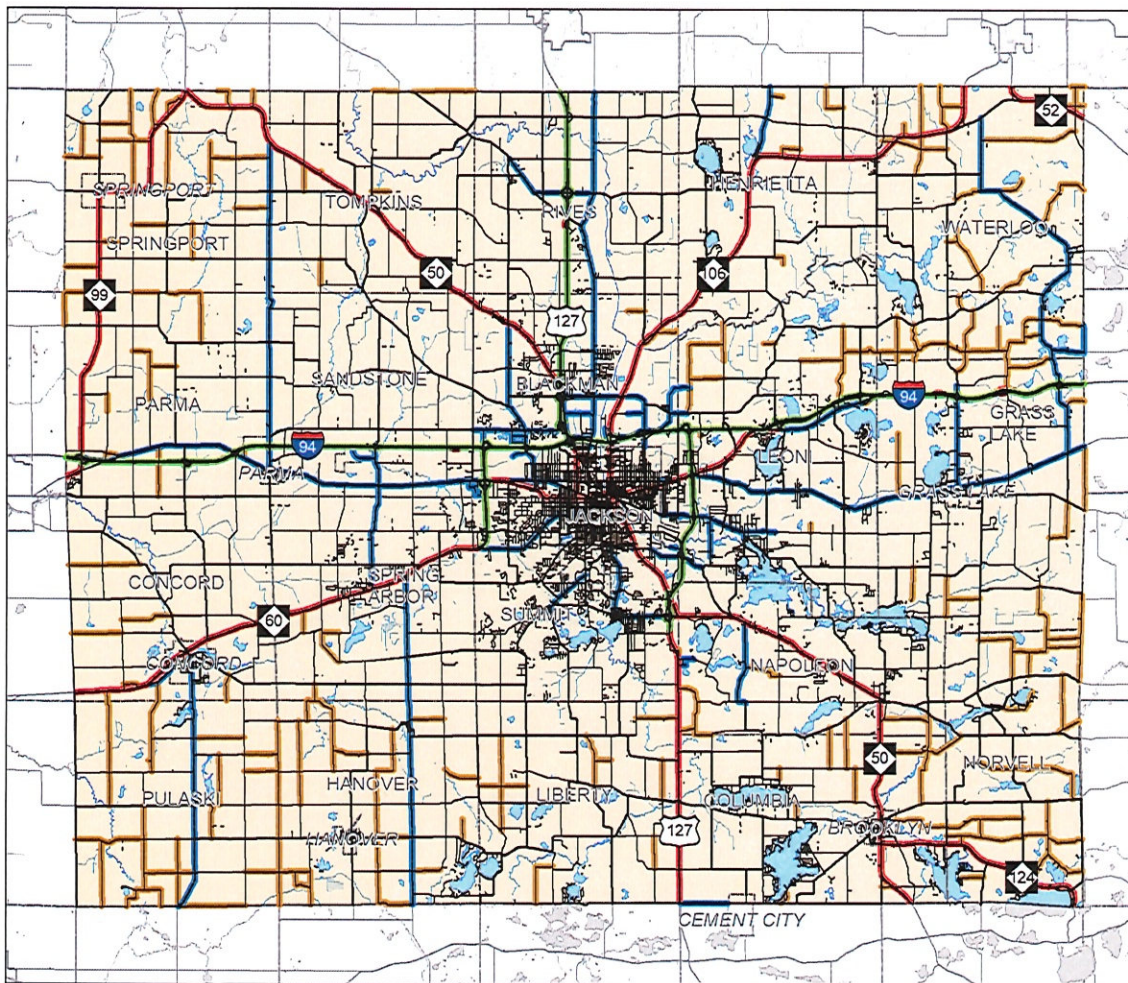
37. Springport Elementary, Middle, and High Schools

### Vandercook Lake Public Schools

38. Townsend Elementary School
39. Vandercook Lake Middle/High School

### Western School District

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



### Jackson County Master Plan



## Roadway Network

### Legend

#### Legal Classification/Use

- Freeways
- Other State Highways
- Major Streets and Primary Roads
- Minor Streets and Local Roads
- Private Roads

#### Other Factors

- All Season Roadways
- Gravel Roadways

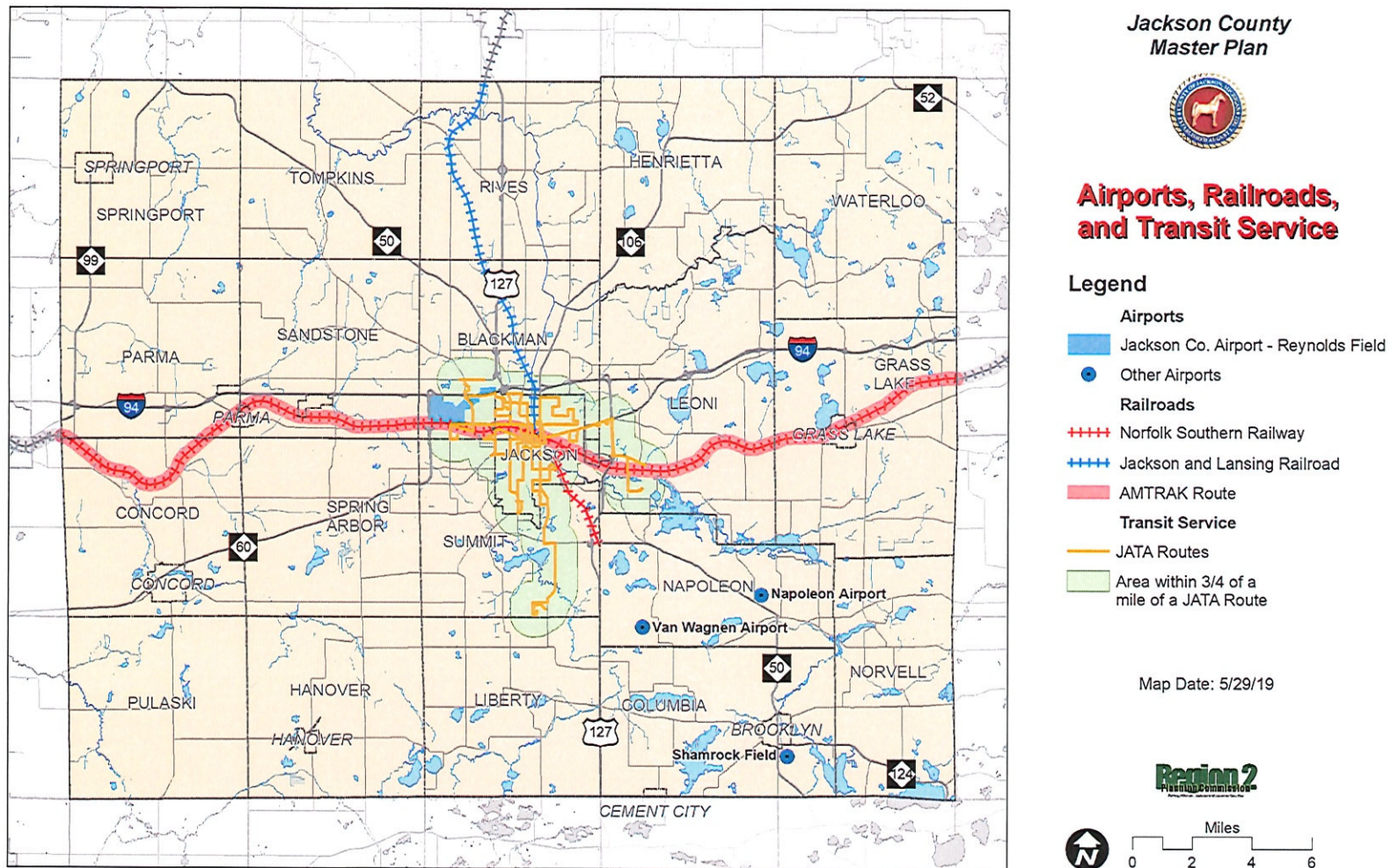
Map Date: 4/24/19

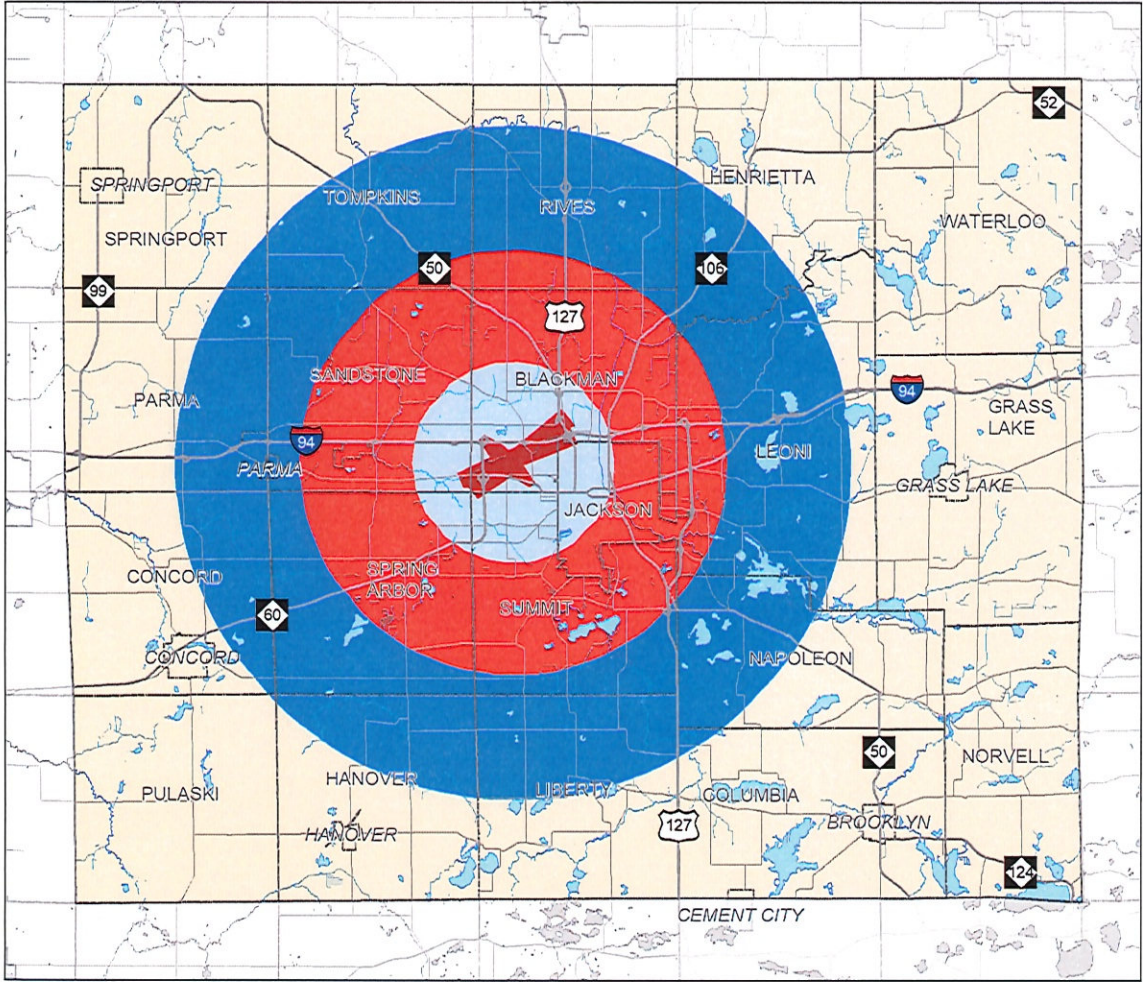
**Region 2**  
Planning Commission



Miles  
0 2 4 6







**Jackson County  
Master Plan**



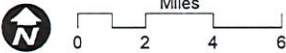
**Airport Permit Zones**

**Legend**

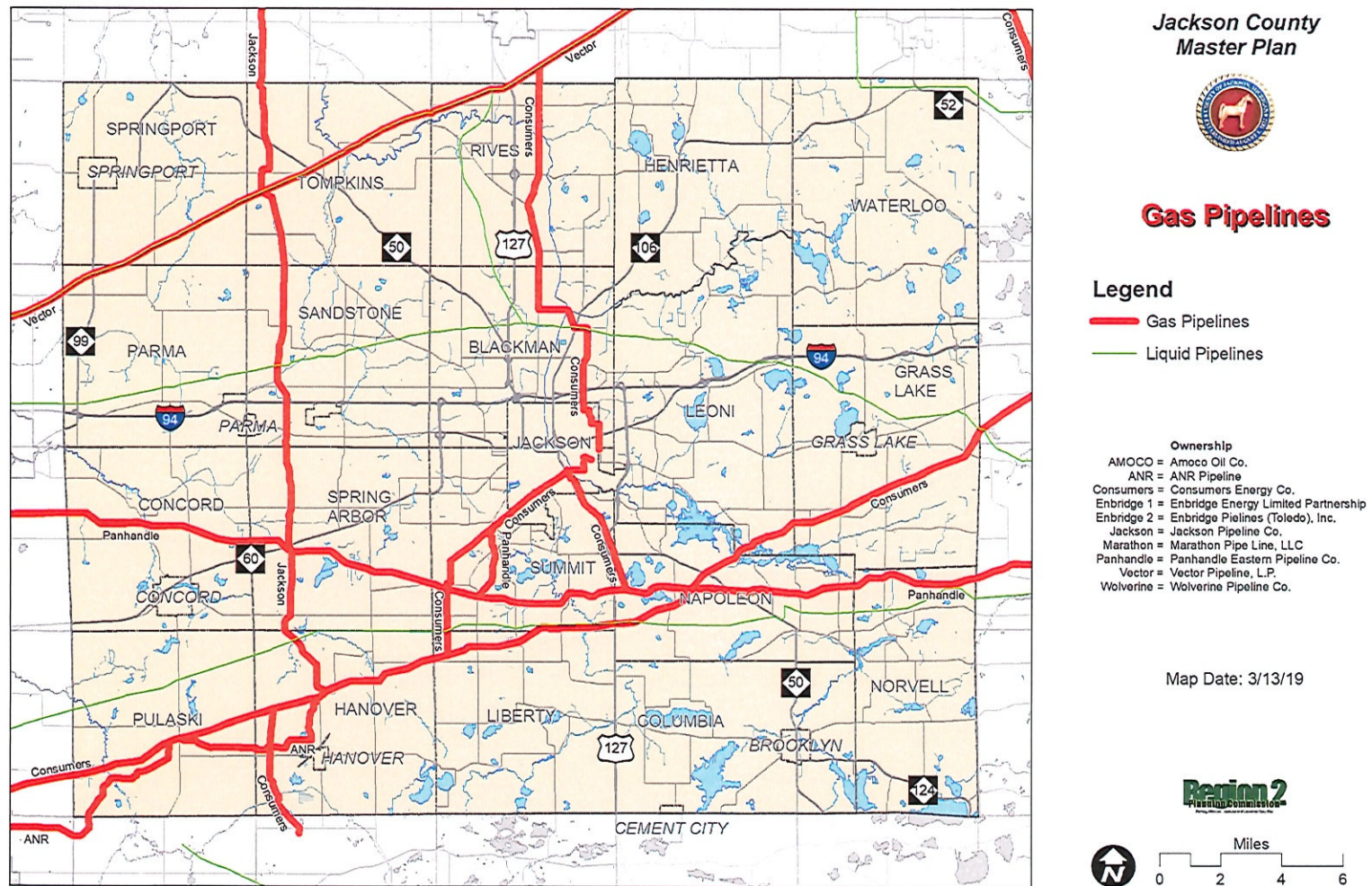
Reynolds Field Permit Zones

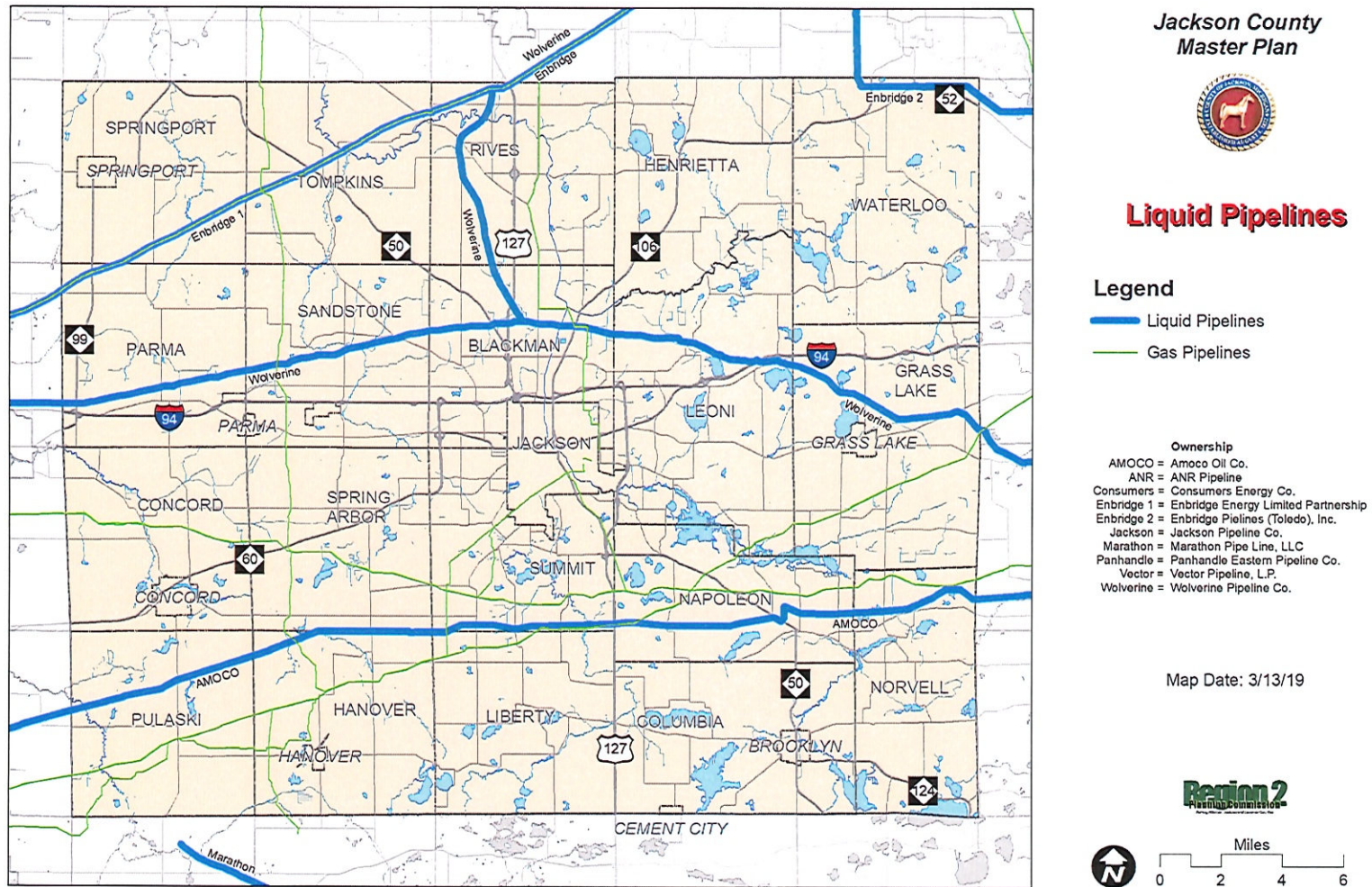
- Zone A -- Any Structure
- Zone B - Any Structure over 35 ft
- Zone C -- Any Structure over 100 ft.
- Zone D - Any Structure over 200 ft.

Map Date: 2/21/19

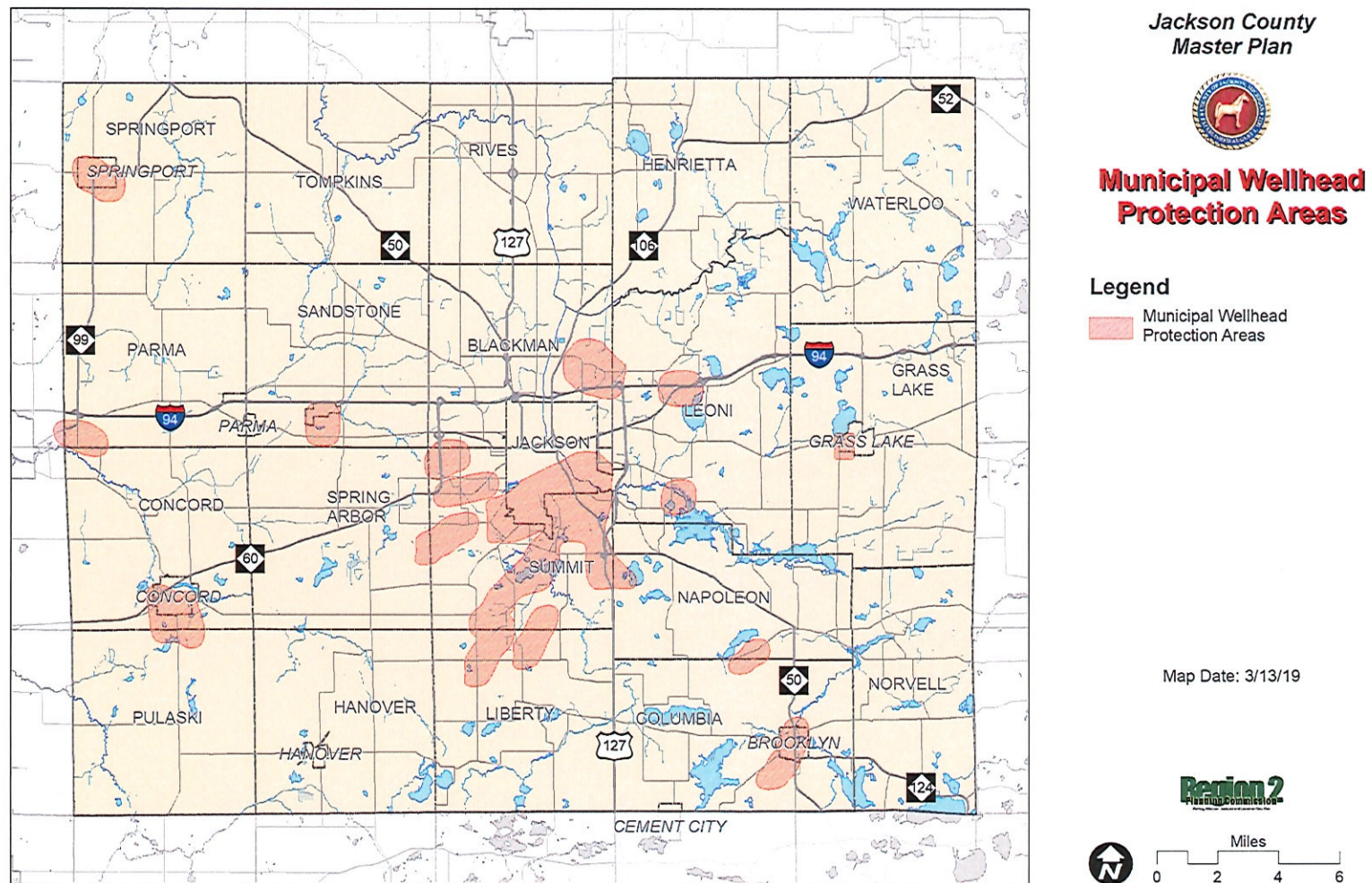


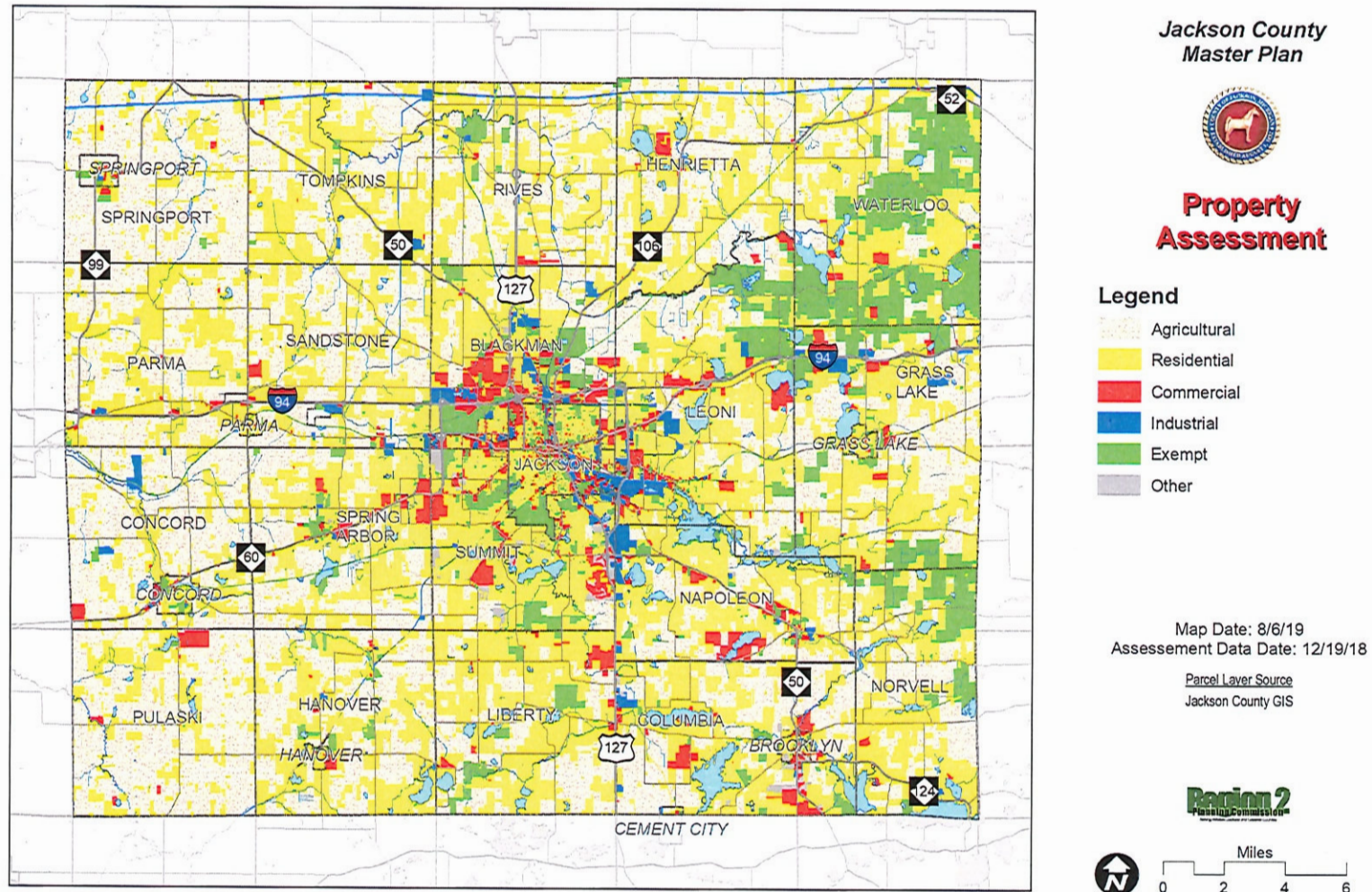




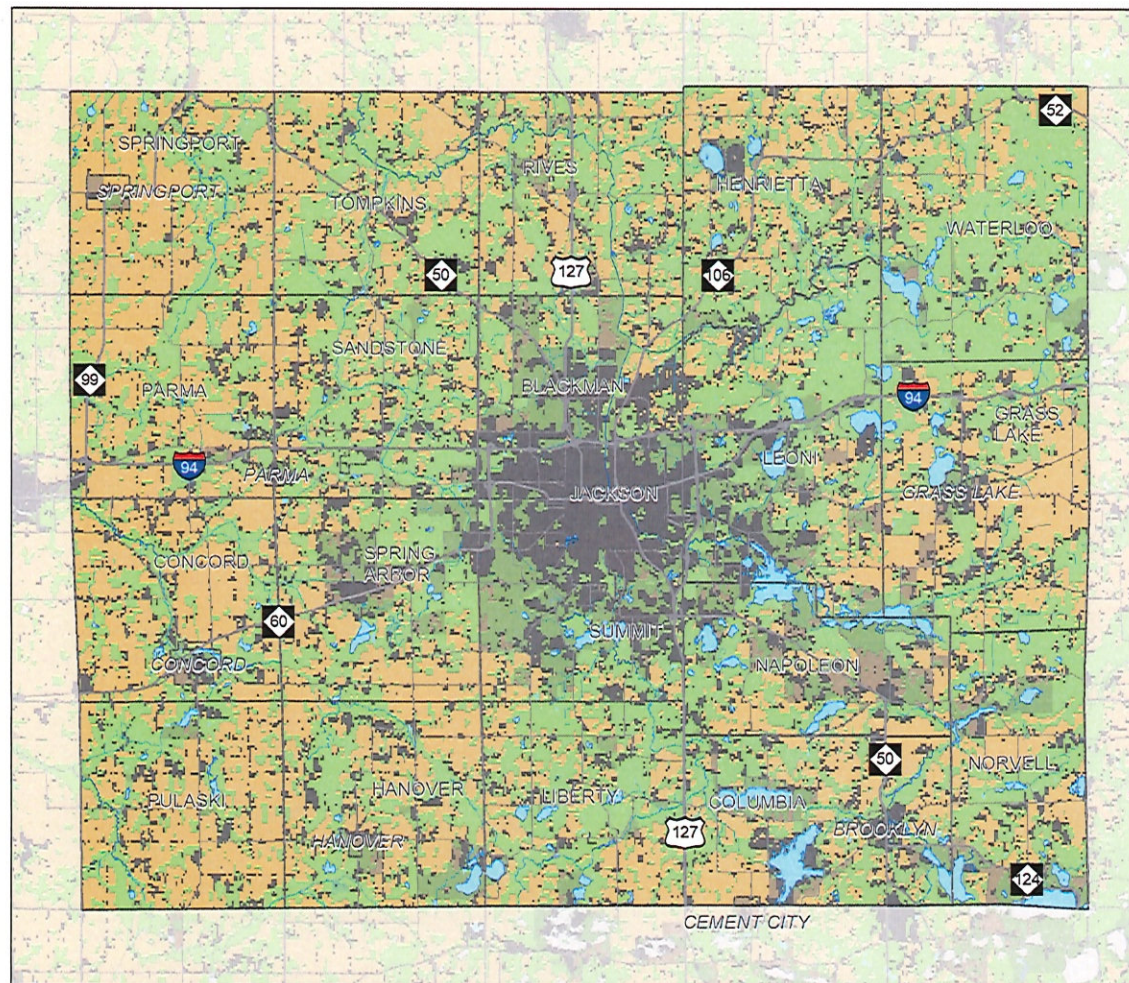












### Jackson County Master Plan



### Land Use and Land Cover

#### Legend

- Farmland (Agriculture)
- Forests
- Highly Developed Areas
- Low-Density Residential Areas

#### Notes and Data Source

The land use data is owned (and was developed) by the American Farmland Trust (AFT) and Conservation Science Partners for the Farms Under Threat program (as directed by the AFT).

This map represents major land uses in 2016. 'Developed Areas' = AFT's 'Urban and Highly Developed' and includes its 'Transportation' and 'Other Areas'. 'Low-Density Residential Areas' = AFT's 'Low-Density Residential', which covers U.S. Census blocks where the average acres per housing unit is below the 10th percentile farm size in Jackson County and also includes farmland and/or forests. 'Farmland (Agriculture)' = AFT's 'Cropland' and 'Pastureland'. 'Forests' = AFT's 'Forestland' and 'Woodland' and also includes its 'Federal Land' (with and without grazing).

Map Date: 8/4/20

**Region 2**  
Planning Committee



Miles  
0 2 4 6



