



JACKSON: NEXT

ready for what's

COMMUNITY MASTER PLAN 2016

**CITY OF JACKSON
COUNTY OF JACKSON, MICHIGAN**

**JACKSON CITY PLANNING COMMISSION
RESOLUTION APPROVING THE JACKSON COMMUNITY MASTER PLAN**

WHEREAS, the Michigan Planning Enabling Act (MPEA) authorizes municipal planning commissions to prepare a "master plan" pertinent to the future development of the municipality; and

WHEREAS, the Jackson City Planning Commission has prepared a draft master plan for the City of Jackson, to update and replace the Jackson Comprehensive Plan of 2010; and

WHEREAS, on October 13, 2015 the Jackson City Council authorized the distribution of the draft new Jackson Community Master Plan to the general public and the various entities as required by the MPEA, for review and comment purposes; and

WHEREAS, the proposed new Jackson Community Master Plan was made available to the various entities and the general public as required by the MPEA, and a public hearing thereon was held by the Planning Commission on April 6, 2016 pursuant to notice as required by the MPEA; and

WHEREAS, the Planning Commission finds the proposed Master Plan as submitted for the public hearing is desirable and proper, and furthers the land use and development goals and strategies of the City;

NOW, THEREFORE, the Jackson City Planning Commission hereby resolves to approve the proposed new Jackson Community Master Plan as submitted for the public hearing, including all of the text, charts, tables, maps, and descriptive and other matter therein intended by the Planning Commission to form the complete Master Plan, including the Jackson Future Land Classification Map.

CERTIFICATE

I hereby certify the foregoing resolution was adopted by a majority of the members of the Jackson City Planning Commission by a roll call vote at a regular meeting of the Commission held on April 6, 2016 in compliance with the Open Meetings Act.

Motion by: Griffin

Seconded by: Mauldin

Jeanne Kubish

Jeanne Kubish
Secretary
Jackson City Planning Commission

ACKNOWLEDGEMENTS

JACKSON CITY COUNCIL

*Mayor Jason Smith
Arlene Robinson, Ward 1
Kimberly Jaquish, Ward 2
Daniel Greer, Ward 3
Laura D. Schlecte, Ward 4
Andrew Frounfelker, Ward 5
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CITY OF JACKSON PLANNING COMMISSION

*John Polaczyk, Chair
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Jeanne Kubish, Secretary
Clyde Mauldin, Commissioner
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01



JACKSON: NOW



THIS IS NO ORDINARY MASTER PLAN FOR THE CITY OF JACKSON.

Historically, most master plans are tasked with the job of reviewing the community's current conditions and values, making projections about the next decade or two, and forming recommendations to guide development over that timeframe. These planning documents were used to manage growth or decide how to best allocate future land use development in communities growing in population and wealth. Today, as Michigan communities slowly recover from the Great Recession, we understand that redevelopment, maintaining vitality, stabilizing neighborhoods, and preserving core community assets take precedence over growth strategies. This framework has become the new normal.

The task of this plan, then, is to consider how current conditions in the City of Jackson meet this new normal. The mission of the plan is not to scrap everything and start anew, but refashion and repurpose the best the City has to offer in order to build our next Jackson.

VALUES AND GOALS

Downtown

Past Story: Downtown Jackson is the City's most intensely developed area, where residents meet each other and visitors arrive. Like many urban cores, it languished as communities expanded their footprints and focused energy on the edges and adjacent Townships.

Future Story: Downtown Jackson is the City's most vital neighborhood and serves as the community commons. Its intense development pattern offers a rich array of choice in commerce, entertainment, business, housing, and transportation. Recovery from disinvestment will maximize this capability through thoughtful design and targeted effort.

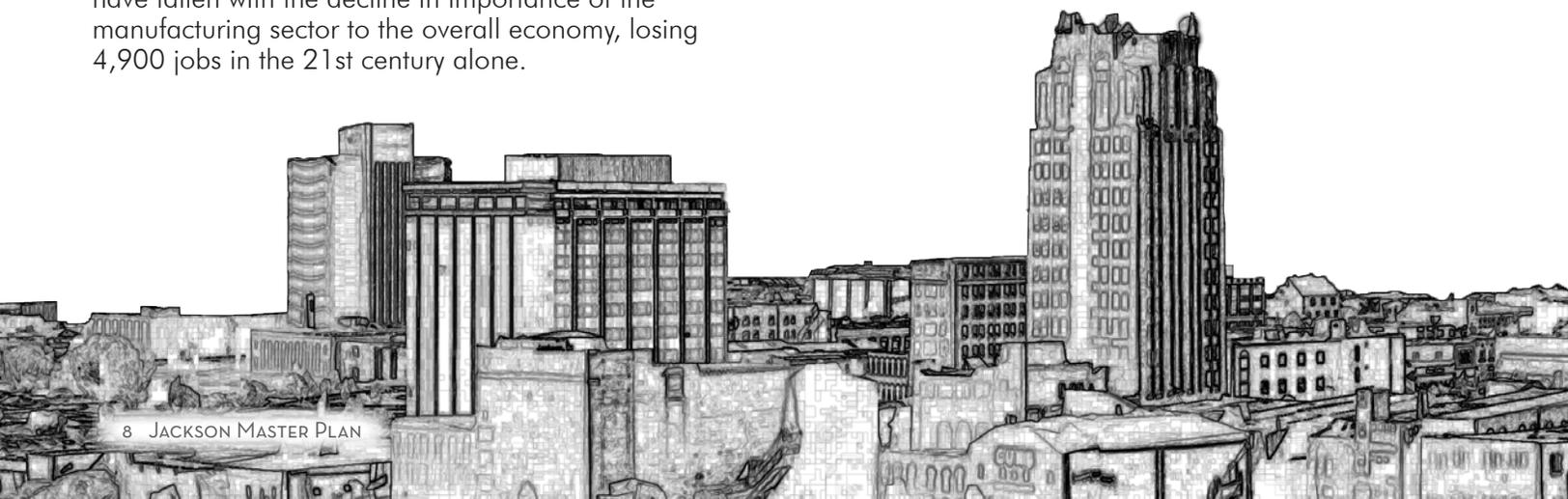
Economy

Past Story: The City of Jackson capitalized on its central location, resources, and hardworking population to become an industrial powerhouse that could manufacture anything. However, Jackson's fortunes have fallen with the decline in importance of the manufacturing sector to the overall economy, losing 4,900 jobs in the 21st century alone.

Future Story: The City of Jackson will capitalize on its established infrastructure, central location, established businesses, entrepreneurs, and hardworking population to grow a diversified economy. Such an economy will provide opportunity by creating and supporting livelihoods, attracting and retaining talent, and rewarding investment in the community.

Housing and Neighborhoods

Past Story: Jackson's housing and neighborhoods were built to serve a growing manufacturing and trade community by offering dense accommodations that are in close proximity to, and clearly separated from, the commercial and industrial establishments of the community. Since 1940, the population of the City has declined by 32% while the housing supply has actually increased by 1.8%.



Future Story: The City will adjust its quantity of dwelling units to a level commensurate with its current and anticipated population. Available resources, including newly created open space, will be used to connect, complete, and enhance the unique character of the City's neighborhoods.

Circulation

Past Story: Jackson's key location on interstate rail and highway systems has played a defining role in its history. Its inter- and intra-city transportation systems were historically designed to maximize productivity and efficiency for the conveyance of people, goods, and services.

Future Story: The City of Jackson will continue to capitalize on its connection to regional and interstate transportation systems. It will act as a good steward of those thoroughfares which are not directly under its purview, and it will integrate the City transportation network with them. Within the City, all users and modes of transportation will be accommodated in a safe, complete network that balances efficiency of movement with appropriate access to the land uses it supports.

Community Assets

Past Story: Cultural, recreational, and historical assets proceeded from successful economic conditions. Though widely agreed to be pleasant and perhaps beneficial, their role was considered nonessential.

Future Story: The City of Jackson recognizes that cultural, recreational, and historical assets are drivers as well as products of a knowledge-based, entrepreneurial economy. The preservation, development, and promotion of these assets will be prioritized to meet their irreplaceable role in the attraction and retention of talent.

Citizen-Government Relations

Past Story: Government has been expected to provide the bulk of public services, with clearly defined "citizen" roles largely limited to voting and certain volunteer opportunities. As a result of this clear distinction, government has expected a high degree of autonomy in decision making, and the public has reserved the right to judge governmental success.

Future Story: In the wake of the municipal budget transformation of the early 21st century, citizen-government partnerships are required in order to provide expected services. These partnerships will demonstrate governmental responsiveness, nourish civic engagement, facilitate participation, increase transparency, and support relationships among citizens as well as between citizens and government.

Environment

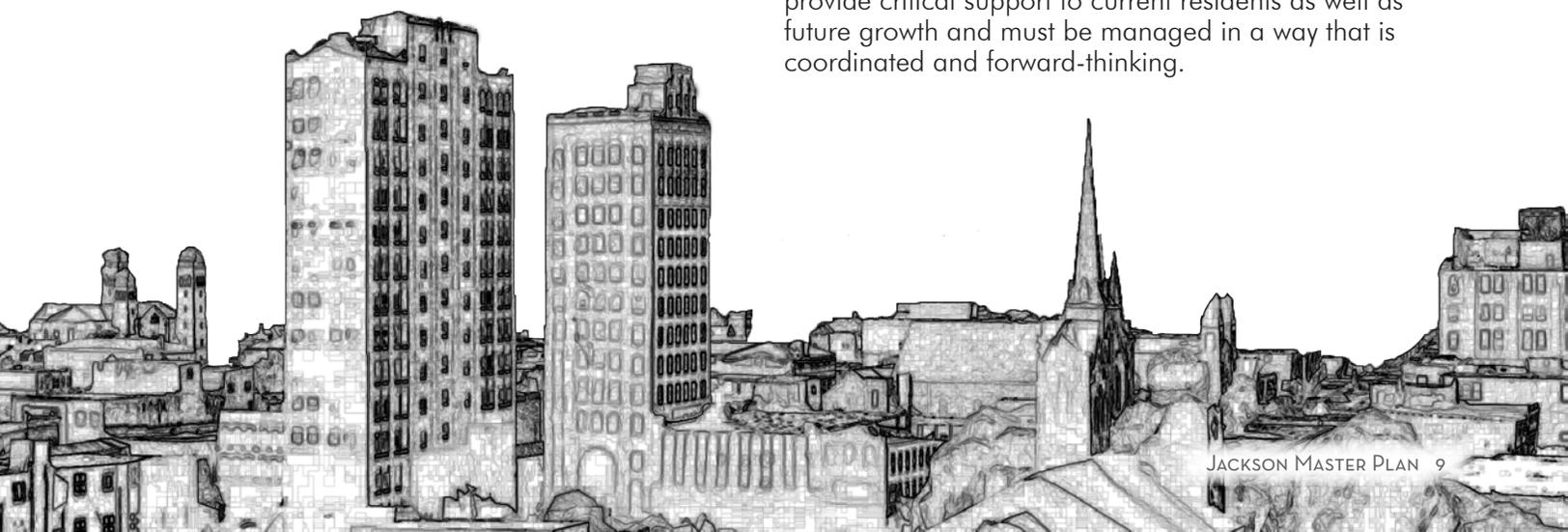
Past Story: The aim of civilization has been first to tame the natural environment and then to exploit it. The primary consideration with regard to all types of waste has been to reduce or eliminate its impact on humans.

Future Story: Resources are understood to be finite, and their sustainable use requires careful management. Waste outputs such as household refuse and stormwater runoff must be addressed in citywide in order to achieve effective disposal.

Public Services and Infrastructure

Past Story: Public services and infrastructure were products of, and ancillary to, growth. Their extent, location, capacity, and configuration have been largely determined by existing and proposed commercial, industrial, and residential development.

Future Story: A mature City such as Jackson must provide a set of services and infrastructure that preserves the interdependent health, safety, and welfare of its densely co-located citizens, industry, and commerce. These services and infrastructure provide critical support to current residents as well as future growth and must be managed in a way that is coordinated and forward-thinking.



COMMUNITY HISTORY

Jackson is located along the Grand River—its primary asset at this time. Native Americans used a shallow portion of the river for passable fording on the route between Detroit and the mouth of the St. Joseph River at Lake Michigan, referred to as the “St. Joseph trail” by the white settlers who later discovered and used it. In 1821, the leaders of the Potawatomi people ceded the land to the federal government in the Treaty of Chicago. Surveyor and land speculator Horace Blackman of Tioga County, New York, set out on the St. Joseph Trail from Ann Arbor in 1829 to explore points west. Spending the July 4 holiday that year on the Grand River, he found the land pleasant enough—and, likely, suitable enough for hydroelectric power—to return to Detroit and purchase 160 acres for \$2 apiece.

“Blackman’s Location,” as it was called first, was located on the eastern edge of the land obtained through the Treaty of Chicago. In 1830, the territorial legislature in Detroit authorized the construction of a “territorial road” to facilitate its settlement, and Blackman was joined by about 30 families that year, primarily from New York and New England. The territorial road became Main Street (now Michigan Avenue), crossed by a main artery called Jackson Street and three primary thoroughfares called Blackstone, Mechanic, and Francis Streets.

Building commenced immediately. Parcels were platted from Ganson Street in the north to Morrell Street in the south generating the first round of the community’s wealth. First called “Jacksonburg,” then “Jacksonopolis,” and by 1838 “Jackson,” the town at the junction of the territorial road and the Grand River grew quickly. The state prison arrived that same year, and the Michigan Central Railroad followed in 1841. The labor and

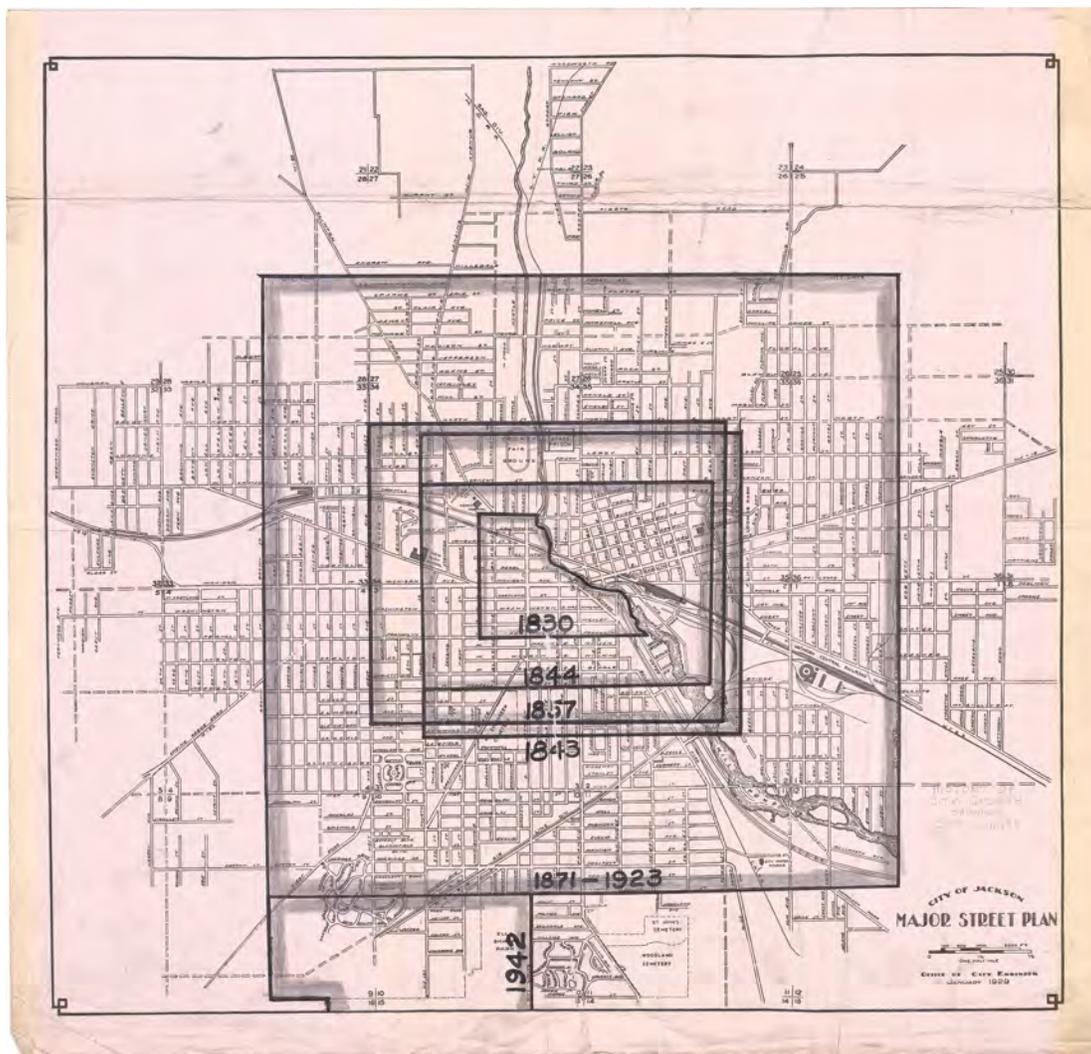
transportation advantages provided by these two developments created manufacturing industries that included sewer pipe, paving bricks, oil heaters, cigars (using locally-produced tobacco), steel implements, and corsets.

In 1854, four thousand Jacksonians gathered at Franklin and Second Streets to choose a slate of Republican candidates for state office. Some consider this convention “Under the Oaks” to be the birthplace of the Republican Party.

Jackson was the third largest city in Michigan by 1900. As the City continued to grow, the homes of business owners and other affluent people were built west of Grand River, while working class homes and ethnic and African American communities were typically established east of downtown.¹ Urban rail, which existed in Jackson from 1882 to 1936, facilitated the development of areas outside of the center of town, eventually extending to Ann Arbor, Kalamazoo, and Lansing. The southwest quarter of the City was developed in the 1910s and 1920s with a more automobile-oriented development pattern as middle and upper-income people moved from the denser, older neighborhoods. By the 1920s, several skyscrapers were constructed downtown, and philanthropy of the City’s wealthy citizens allowed the creation of Ella Sharp Park in 1912 and Sparks Park in 1929. The advent and increased availability of the automobile in the 1920s resulted in the cessation of interurban rail operations in the early 1930s.

Jacksonians were so proud of their City and its success in its first 100 years that they held The Exposition of Progress in 1929, proclaiming it was beginning “A New

1. Jackson Master Street Plan, 1929
 Credit: City of Jackson Engineering Department



HIGHLIGHTS IN JACKSON HISTORY

Michigan State Prison

The first Michigan State Prison was constructed in Jackson in 1838, only ten years after the town was founded. The first permanent prison building on Cooper Street was completed in 1842 and stands today, one of the oldest buildings in the City. It is listed on the National Register of Historic Places.

Involuntary prison labor subsidized many of Jackson's early industries, including the Austin, Tomlinson, and Weber Manufacturing Company as well as Withington, Cooley, and Company.⁵ The prison expanded many times, most notably with a major new building in 1904, before it was moved just north of the City limits into a new facility that was constructed in Blackman Township in 1924.

Coal Industry

Blackman Township was established surrounding Jackson in 1857, and the discovery there of coal, iron ore, and limestone prompted the rapid growth of Jackson into an industrial center. For a brief period, coal mining was a major industry in Jackson. The "Jackson field," part of the Michigan Coal Basin, ran just north of town, near the path of what is now I-94. The coal, however, was of poor quality, and its economic significance was short-lived. Large-scale coal production began in the mid-1880s and peaked around 1890, before expanding national rail networks made it more economical to import coal from elsewhere. Coal mining in Jackson continued on a smaller scale into the 1950s.⁶

Railroads

Several state-sponsored railroads were begun in the late 1830s, and the first to be completed, the Michigan Central Railroad, terminated in Jackson in 1841. A

warehousing and freight industry grew in Jackson until the line was expanded further west in 1844, reaching Chicago in 1852. The Lake Shore and Michigan Southern Railroad reached Jackson in 1858.

Jackson continued to grow as a railroad hub, and by 1871 eight rail lines converged and the City was linked to Grand Rapids, Lansing, Saginaw, and Fort Wayne in addition to Chicago and Detroit. That same year the Michigan Central railroad established its manufacturing, maintenance, and repair facilities in Jackson, helping to give the City its nickname "Central City."⁷

The industrial growth in the City in the late 19th century attracted immigrants from Canada, the United Kingdom, Germany, and Poland, as well as African American migrants.

Automobile Industry

Jackson's status as a major transportation hub and industrial center helped it to capitalize on Michigan's growing automobile industry in the early twentieth century. Bicycle shop owner Coe S. Reeves built the City's first automobile in 1897. The Jackson Automobile Company, founded in 1902, was the first to produce automobiles commercially.

The City was soon home to several car companies, as well as many automobile-related suppliers. These included the Briscoe Motor Company, Clark-Carter Company, Earl Motors, the Imperial Automobile Company, and the Standard Electric Car Company. Cars produced in Jackson never became competitive, and by 1924 the City was no longer producing complete vehicles. Instead, it established itself as a major supplier to car companies based in the Detroit area.

Claire Allen Buildings

The prolific architect Claire Allen was born in Pontiac in 1853 and spent most of his professional career in Jackson, where he was the principal of the architecture firm Claire Allen & Sons. He worked in the Neoclassical and Colonial Revival styles and designed a number of prominent government buildings around the state. He was responsible for courthouses in Jackson County, Clinton County, Gratiot County, Hillsdale County, Ionia County, Shiawassee County, and Van Buren County. Jackson commissions include the Ida Stiles Memorial Church (1895), the Jackson Friendly Home (1908), the Masonic Temple (1908), the Cascades Manor House (1929), and the City's post office (1932). In 1988, elected officials in Jackson considered enacting a "scattered" historic district to encompass all the Claire Allen buildings in the City, but this was never adopted.⁸

Religious Architecture

Jackson is home to a number of monumental church buildings dating from the mid-nineteenth century.⁹ St. Paul's Episcopal Church is located in an 1853 Romanesque Revival building on Jackson Street. St. John the Evangelist, a Catholic church built in 1857, is located north of downtown on Francis Street.

The First Congregational Church, located in another Romanesque Revival church building on Jackson Street, built in 1859, has a long history of antislavery, temperance, and civil rights activism. The First Baptist Church, an 1872 Romanesque Revival structure located downtown, is the oldest Baptist church in Michigan.

Antislavery and African Americans in Jackson

Jackson was noted by the Detroit

News as the most radical city in Michigan in 1860, partly due to its strong tradition of antislavery politics. An antislavery society began meeting at the First Congregational Church in the 1830s, and the City was the site of Michigan's first Free Soil convention in 1848. A significant early meeting of the antislavery Republican Party was held in Jackson in 1854, leading to the common claim of Jackson as the "birthplace of the Republican Party."

Although Jackson is presently about 20 percent African American, the population of the City included a much smaller percentage of African Americans into the 1940s. Prominent residents included Thomas Tryst, a blacksmith who in 1835 became the first African American resident of the City, and Frank Thurman, who became one of the first African American elected officials in the state when he was elected coroner of Jackson County in 1880.

Highway Expansion

For most of Jackson's history, the City's primary thoroughfare was the east-west highway previously known as the Detroit and St. Joseph Territorial Road, now Michigan Avenue. This alignment was altered during the urban renewal era, as downtown Jackson was bypassed with the construction of Louis Glick Highway and Washington Avenue in the late 1960s. US 12 and US 127 had also been rerouted to bypass the City in the 1950s, and I-94 had been completed north of the City by 1960.

Epoch in the History of Jackson." The exposition featured around 100 display booths hosted by businesses and industries in the area.

The 1940s saw World War II and the Sparks-Withington company, which had been the City's largest employer during the Great Depression, turned its attention from television manufacturing to the provision of military products such as bomb hoists, communications equipment, and magazine clips.²

The peak of the manufacturing era came in the 1950s, and one expression of it was a retail wonderland for downtown Jackson, especially at Christmas. Fifty retail clothing stores along with restaurants, jewelry stores, drug and dime stores, banks, cinemas, medical offices, and government buildings lined Michigan Avenue and adjacent streets with patrons walking to downtown, or taking the bus in from neighboring communities. However, a change in residential development patterns was swiftly taking hold. Rather than lot-by-lot construction by individual landowners, demand for post-war housing was being satisfied by large-scale developers who could produce entire "bedroom communities" ready for habitation in short order. Because this form of land development depended on large tracts of vacant land, many of these residential communities occurred outside the City limits. The county population began a steep climb while the City population started to slide.

By the 1960s, retailers had begun following their customers to the suburbs, and this two-fold desertion had become apparent in the City's landscape. Urban renewal was in full force in Jackson, as in many

other cities across Michigan and the Midwest. Roads were re-engineered to create a three-way loop bypassing downtown, and Progress Place Mall—a traffic-free, pedestrian shopping zone—was constructed between Blackstone and Mechanic Streets.³

The decline of the dominant industry, the decrease in population, and the departure of commerce were formidable depressive forces for several decades. In the 1970s, Kresge's Dime store and the Capitol Theater, among other key downtown Jackson establishments, went out of business. Progress Place Mall was fully removed in 1982.

The notable exception to this exodus was Consumers Energy, founded in 1886 by William Augustine Foote—the same year the company lit up downtown Jackson. A new headquarters was built in 1927 in the City center, which remained in use until Consumers Energy reaffirmed its commitment to Jackson by expanding into its current modern steel and glass building a few blocks east of downtown.

In the 1990s, median household income rose and the poverty rate and unemployment rates declined. But in 2007, the Great Recession hit the manufacturing, production, and construction sectors the hardest and decimated the housing market, swiftly erasing those gains and more. The drop in taxable income and value severely distressed the City's budget, requiring cutbacks in service. In 2012, City leaders began an aggressive program of downsizing and streamlining government operations, investing in downtown neighborhoods, and developing stronger collaborations with the area's large employers.⁴

COMMUNITY ENGAGEMENT

The City of Jackson made a strong commitment during the master planning process to ensure that the community's own voice is firmly embedded in this document. The Planning Commission—a board made up primarily of resident appointed volunteers—is the body officially charged with the writing of the plan, so it is a community document right from the beginning. Several additional participation avenues broadened the perspective of the plan.

Planning Commission

The Jackson Planning Commission is the nine-member board which bears the responsibility for guiding development within the community, specifically by authoring a master plan, interpreting the zoning ordinance, and reviewing conditional use permits. It has three ex-officio members, who hold their position on the planning commission as a result of another position within City administration: the Mayor, the City Manager, and one City Council member.

At the time of the writing of this plan, the planning commission is made up of several long-standing members, some newer faces, and some who have been with the City in other capacities. Because many residents are unfamiliar with what a planning commission actually does, it is worthwhile to take a moment to describe it. It is the commissioners' responsibility to have a working understanding of land use planning in general, and of the community's zoning ordinance in particular. Because most of the routine development administration is done by staff, the planning commission most often is called upon to make development decisions that are either expected to have an appreciable impact on the community due to their size or nature, or that do not fit neatly within the existing ordinances. Much of the time at their monthly meetings is spent conducting conditional use permit review, in which certain aspects of a proposed development are examined for compliance with

PLANNING COMMISSION INITIAL EXPECTATIONS

- Achieve a balance in the City between neighborhoods—most important—and downtown growth
- Present a variety of tangible goals
- Produce a readable, upbeat, and positive document
- Present a definition of a master plan
- Reflect the City's focus on change, such as mixed use and placemaking
- Protect neighborhoods
- Move toward a form-based code
- Include updated demographics to support efforts such as the Anchor Initiative
- Let people know what the process is
- Show what master planning can accomplish
- Stabilize development
- Deliver on promises
- Inspire public confidence by completing projects
- Publicize the \$10M in improvements that have occurred in two years, such as the alley, downtown park, and MDOT partnership

the letter and spirit of all local land use controls.

Master Plan Working Group

Broad reach is important, but a core group of people to manage the process and provide local insight is essential in the preparation of a master plan. A call for volunteers among all involved in the planning process brought together two planning commissioners, one Council member, one Anchor Initiative representative, one Jackson Young Professional, the City Manager, the Planning Director, and the master plan consultant for a monthly workgroup that steered the document and vetted the contents.

Advisory Group

The 20-member advisory group represented various interests in and around Jackson. Some were members of regional or statewide agencies such as the University Region Planning Commission (south central Michigan) and the Michigan Department of Transportation. Others were from neighboring jurisdictions, Jackson County, and the Michigan State House of

ADVISORY GROUP INITIAL EXPECTATIONS

Process

- ▣ Identify resources
- ▣ Capture efficiencies / eliminate duplication of services
- ▣ Include more voices in the process
- ▣ Focus on millennials as well as those aged 55 and older
- ▣ Finalize projects
- ▣ Take the long view and go the extra mile to get things done right
- ▣ “Future-proof” the City by looking at best practices
- ▣ Take this opportunity for not just a vision but a *grand* vision
- ▣ Make changes go further, deeper, and faster

Sense of Place

- ▣ Capitalize on existing urban infrastructure to offer an excellent midsize city experience
- ▣ Create a downtown environment in which young employees of Consumer’s Energy and other businesses can and want to live and work
- ▣ Identifying “the downtown”
- ▣ Vibrant downtown
- ▣ Expand things to do and available hours

Economics

- ▣ Businesses
- ▣ Retain businesses (a bookstore!); find out why so

many businesses have left and change that story

- ▣ Corner businesses
- ▣ Growth and commerce
- ▣ Giving thought to business placement and purpose

Neighborhoods

- ▣ Safe and clean neighborhoods
- ▣ Walkable and safe neighborhoods and routes
- ▣ Sense of place in neighborhoods
- ▣ Pedestrian connections to neighborhoods
- ▣ More community-minded neighborhoods
- ▣ Use of vacant properties

Transportation

- ▣ Address traffic flow, particularly one-way streets
- ▣ Traffic flow downtown
- ▣ Attractive corridors into the City

Amenities

- ▣ Riverwalk
- ▣ Art
- ▣ Great arts and parks
- ▣ Need excellent schools
- ▣ Image
- ▣ Start talking positively about the City and giving credit
- ▣ Build a positive attitude
- ▣ Value ourselves appropriately
- ▣ Context; an understanding that the City’s identity does not stop at the City limits

2. Jackson Master Plan website screenshot



Representatives. Major employers Ambs Call Center, Allegiance Health, and Consumer's Energy were represented, as was the Jackson County Chamber of Commerce. The Center for Family Health, Jackson Public Schools, and Jackson Symphony Orchestra rounded out the community institutions. In addition to the Planning Director and City Manager, the group also included City employees from a breadth of disciplines: engineering, economic development, records, building inspection, and administration.

Involving a wide cross-section of interests and perspectives in the master planning process was a strategic decision to facilitate inclusiveness, communication, and cooperation. At the first advisory group meeting, each member shared his or her most

important priority for the master planning process. These priorities, grouped by theme, are presented on the previous page.

The advisory group also participated in an educational workshop on Placemaking. Placemaking is a general term that refers to the act of building appealing physical spaces with broad community support, and it received widespread attention in Michigan when Governor Snyder announced in 2011 an initiative to make the concept a cornerstone of the statewide economic development strategy. The resulting MIplace Partnership includes more than a dozen statewide agencies, and produced a six-part, Michigan-specific Placemaking curriculum in conjunction with Michigan State University Extension.

3. Community master plan workshop infographic
 Credit: Citizen Interaction Design Partnership

Project Website

Planning consultants created and maintained a website dedicated to the master planning process at www.jacksonmasterplan.org. It provided an online repository for project documents, offered education about master planning and placemaking, and served as a communication portal for the public. Throughout the public engagement process, summaries of previous workshops and reminders about upcoming ones were posted promptly. Analytics indicate that approximately 100 people visit this site on a monthly basis.

Citizen Interaction Design

The University of Michigan School of Information (Ann Arbor) launched a novel project during its Winter 2014 semester: a three year partnership that is “fundamentally interested in changing how citizens engage with their local governments”¹⁰ by introducing new information and technology tools to local government applications. By choosing one partner city, the project aims to form broad relationships among its parts and to offer the students “both context and mentorship” in the execution of this real-world application. Projects included investigation of an open data policy, geospatial applications, bus route and schedule dissemination, a text “tip hotline,” cemetery archive digitization, and the public involvement portion of the master plan process.

The student master planning team’s analysis “found two key barriers to citizen engagement in master planning in Jackson. First, citizens do not understand the master plan and why they should participate. Second, the cost of participation is very high (attending meetings and design charrettes).”¹¹ To address the first barrier, the students designed an infographic that laid out the players and contents of a master plan in a clear block format, presented two compelling statistics as a call to action, and listed the menu of public participation activities available during the process. Portions of the infographic were incorporated into the community workshops.

Help Shape The Future Of #JacksonMI

1 Participate in Person or Online
 All Public Meetings begin at 6:30 pm

Ward 1 April 10 Martin Luther King Ctr. 1107 Adrian St.	Ward 3 April 30 St. Joseph Social Center 717 N. Waterloo Ave.	Ward 5 May 15 Jackson City Hall 161 W. Michigan Ave.	Wrap-Up June 1 Ella Sharp Museum 3225 Fourth St.
Ward 2 April 24 Boos Center 210 Gilbert St.	Ward 4 May 8 First Presbyterian Church 743 W. Michigan Ave.	Ward 6 May 22 Ella Sharp Museum 3225 Fourth St.	Wrap-Up June 5 Jackson High School 544 Wildwood Ave.

Contact Us
JacksonMasterPlan.org/talk

2 What is a Master Plan?
 A master plan is a guiding document intended to provide a community's vision of its long-term future, usually 10 to 20 years. It covers just about everything — an analysis of the community's residential, commercial, industrial sectors; transportation; and natural features.

Who the key players are:

- Citizens
- City Manager
- Planning Commission
- City Planner
- Zoning Board of Appeals

What the master plan consists of:

- Community History
- Existing Conditions Inventory
- Community's Goals & Strategies
- Future Land Use Map
- Implementation Plan

3 How It Affects YOU!

Jackson's population is declining... while surpassing the national poverty rate. We have more housing than we need...

Population Line graph showing Jackson County and City of Jackson from 1950 to 2010.	Poverty Bar chart comparing US (16%), Michigan (17%), Jackson County (18%), and City of Jackson (38%).	Housing Line graph showing Available Housing and Housing Need from 1950 to 2010.
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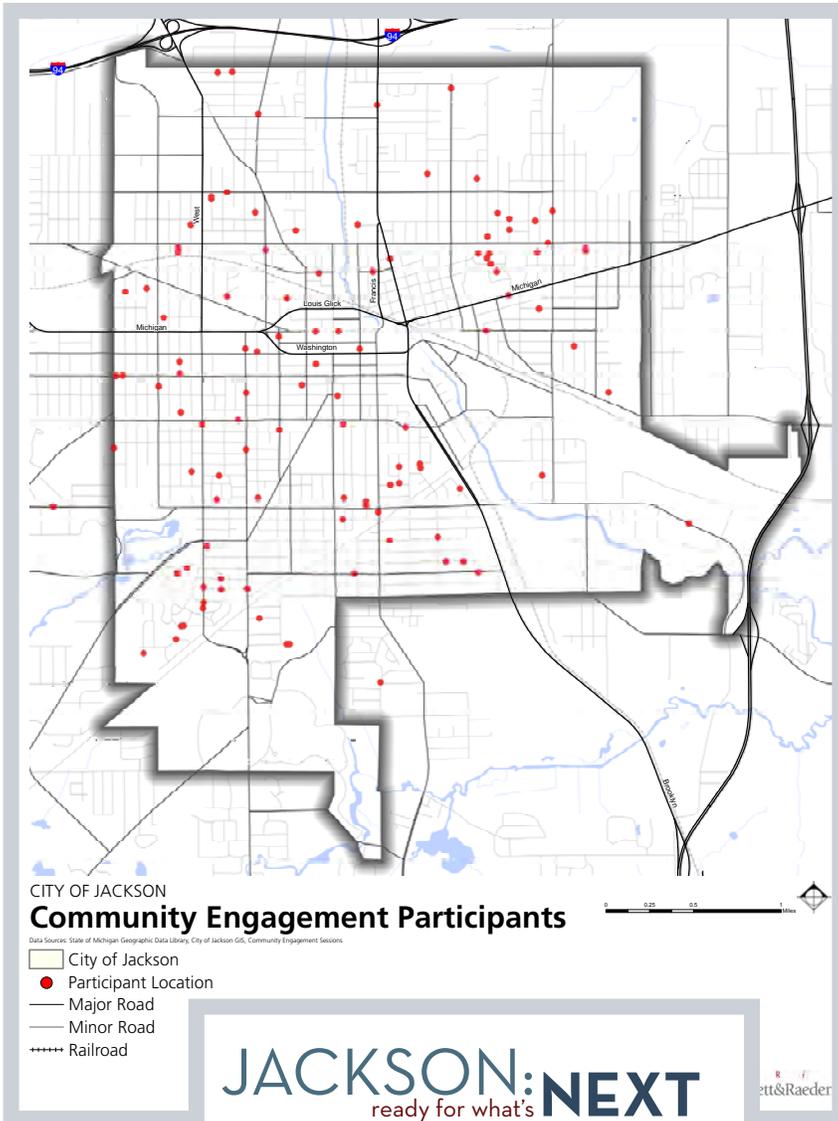
We need to take action.
 But, the master plan relies on input from residents to be successful.

4 Talk To Your Friends & Colleagues
 Start a conversation with others in the community about what you value about Jackson! One of the best places to do this is at one of the public meetings being held in each ward. There are many topics to provide feedback on:

- Housing Choices
- Transportation Options (walking, biking, transit)
- Parks & Nature
- Convenience (shopping, services, work, etc. nearby)
- And More...

JacksonMasterPlan.org JACKSON: NEXT
 Ready for what's next.

4. Community master plan workshop invitation postcards



Community Workshops

The City hosted a series of eight public meetings in conjunction with the master plan during April and May of 2014. Six of the meetings were community workshops designed to gather information about citizens' priorities and strategies, and two meetings were held to present the results to the community at large.

One community workshop was held in each of Jackson's six electoral wards. Council representatives selected the venues, attended the workshops, and offered an introduction to the evening's activities while planning consultants facilitated the sessions. Postcards were mailed to more than 13,000 homes and businesses throughout the City to extend a personal invitation. The workshops were featured in two mlive.com articles, posted on jacksonopolis.com, appeared in the City's Facebook feed, and were featured on the splash page of the jacksonmasterplan.org website for the duration of the series.

A total of 162 residents from every corner of the City attended the workshop series, with the most coming from Ward 6, followed closely by Wards 4 and 1. A brief overview of the planning process, a community history, and existing conditions were presented in a short slideshow. Then participants worked with their neighbors at tables of approximately eight people to talk about their overall impressions of where Jackson is and where they want it to be, to identify specific issues related to development, transportation, preservation, and public safety, and to talk about their long-term priorities and action

JACKSON: NEXT

ready for what's NEXT

R F
ett&Raeder

Who's going to make your plans?

A community master plan provides the long-term vision for our land, buildings, economic strategy, streets, treasures, and challenges. *Have a say in it!*

All events begin at 6:30 p.m.
 Ward map on reverse

WORKSHOPS

Ward 1: April 10

Martin Luther King Center, 1107 Adrian St.

Ward 2: April 24

Boos Center, 201 Gilbert St.

Ward 3: April 30

St. Joseph Social Center, 717 N. Waterloo Ave.

Ward 4: May 8

First Presbyterian Church, 743 W. Michigan Ave.

Ward 5: May 15

City Hall, 161 W. Michigan Ave.

Ward 6: May 22

Ella Sharp Museum, 3225 Fourth St.

WRAP-UP

June 1

Ella Sharp Museum
 3225 Fourth St.

June 5

Jackson High School
 544 Wildwood Ave.

Come together to hear about the community's collective priorities and shared vision for our storied city's next chapter.

www.jacksonmasterplan.org

strategies. After the data was gathered and compiled, two more City-wide meetings were held to present the results and talk about next steps.

Image

The first exercise was designed to respond specifically to comments from the Advisory Group and others about the City's negative self-image. It has been difficult to maintain community pride in many post-industrial cities as economic conditions have declined dramatically. The purpose of this exercise was to paint with the broadest strokes: in a word or two, where are we? Where do we wish we were?

To represent the results, a "word cloud" was compiled from all of the answers received in which the biggest words are those which appeared most frequently. These images are shown in Figures 5 and 6.

Mapping

Large-format maps were provided to each group to facilitate a geographically-based discussion. Participants used colored paper flags and stickers to identify and describe:

- ▣ Development priorities – What do you want to see built? Where?
- ▣ Transportation priorities – Where do we need bike paths? Sidewalks? Bus routes? Vehicle lanes?
- ▣ Public safety concerns – Where do you avoid because of traffic, infrastructure, or crime?
- ▣ PURE JACKSONs – What are the best things around? What should we keep forever?

The results were used to create GIS shapefiles showing the spatial distribution of each data set. The data sets for development priorities, transportation priorities, and public safety concerns were also coded by type, and the spatial distribution of selected types were examined. These maps were then incorporated into the appropriate analyses, and are presented throughout this report.

Participants were also asked to draw the boundaries of their neighborhoods on the maps and to suggest a

name for it. This information helped to delineate the boundaries of each neighborhood in the City, from which the neighborhood analysis presented in this report proceeded.

Priorities and strategies

The second half of the workshop asked participants to think about what Jackson would look like after ten years of successful community building. Members of each group listed as many specific elements of that future as they could think of, and then a sticker vote was used to prioritize the top three. In the next exercise, groups contributed at least three actions that could help achieve each of the visions. Every group then shared its list with the wider audience, allowing neighbors to hear their shared concerns and differing viewpoints directly from one another.

A facilitator wrote all of the visions on poster-sized sheets that were hung near the exit, and another sticker vote was used to prioritize them. Through this method, a ranked set of 81 citywide priorities was produced and analyzed to determine commonalities, and 290 specific suggestions for improvement were gathered directly from the community. The priorities were given to the master plan working group and shaped into the goals on which this document is based. The suggestions were organized by area of responsibility—that is, by the party who could implement it—and those which fell under the City's purview were sent to the advisory group for input and prioritization. This citizen-generated, advisor-edited, and working-group-crafted document forms the basis for the recommendations and strategies throughout the "Jackson: Next" section.

Two key results of the workshops are presented over the next few pages. The word clouds offer a succinct and ordered idea of what to keep, what to work on, and where the citizens would like to be headed. The final prioritization exercises from each workshop demonstrate the similarities and differences in priorities across the City's six electoral wards.

Community workshop participation



Ward 1 Priorities	Votes
Vibrant small businesses	17
Excellent schools with public support for education	13
Downtown University	8
Improved security; police involved in community	6
Trade Center	5



Ward 2 Priorities	Votes
Job growth	7
Educated workforce	6
Expand public services	6
Small business encouraged	5
Less government	5

Ward 3 Priorities	Votes
Transportation hub	11
Better sources of communication	7
Appealing / clean City	7
Better use of downtown open spaces; parking lots developed into profitable businesses	6
Blight reduction	6



Ward 4 Priorities	Votes
Vibrant, thriving downtown	14
Education-business partnerships	10
Clean	8
Owner-occupied housing; remove blight	8
Strong neighborhoods	8





Jackson Young Professional Priorities	Votes
More Small Business, Sustainable Small Business	16
Travel Destination/Art, Music, Cultural Destination	14
Every Building Occupied	9
University Extension	8
Clean/Safe	8

Ward 5 Priorities	Votes
Bustling, vibrant, artsy, populated downtown	11
Quality schools and education for all	7
Thriving local businesses	6
Less rentals, more code enforcement, higher code standards	4
Safe neighborhoods	4



City of Jackson Employee Priorities	Votes
Better Roads	30
Less Blight / Cleaned Up Housing	19
Be a Destination	16
Lower Crime Rates / Safer	9
Fortune 500 Companies / Big Businesses	9



Ward 6 Priorities	Votes
Busy/Active downtown (with people and events)	18
Engaged Citizens	18
Complete City	18
Small Business Support	12
Physically Healthy Community	11



02



CITYWIDE

JACKSON

DEMOGRAPHICS

The Greek origins of the word “demography” explain its purpose: demos, meaning “people,” and “graphia,” a “written description of.” A clear understanding and description of the citizens who make up a community is a bedrock requirement of responsible planning. The figures in this section, and throughout the report unless noted, have been taken from the following sources in this preferred order:

- 2010 US Census. This is the gold standard for demographic data. It measures 100% of the population and offers comparable data points at regular intervals throughout most of the United States’ developed history. However, available data is limited to population and housing information, and the ten-year interval between data points means it is rarely “fresh.”
- 2010-2012 American Community Survey. The ACS program replaced the “long form” Census questions beginning in 2000, asking the same types of detailed questions about social, economic, and housing conditions on a rolling basis instead of once per decade. Statistical validity of the ACS depends on sampling. In larger communities (those with populations of 65,000 or more), it is possible to gain a valid sample within twelve months, which the ACS calls a “one-year estimate.” For mid-size communities (population 20,000-65,000), it takes 36 months of data collection to achieve a valid sample size, and for communities smaller than

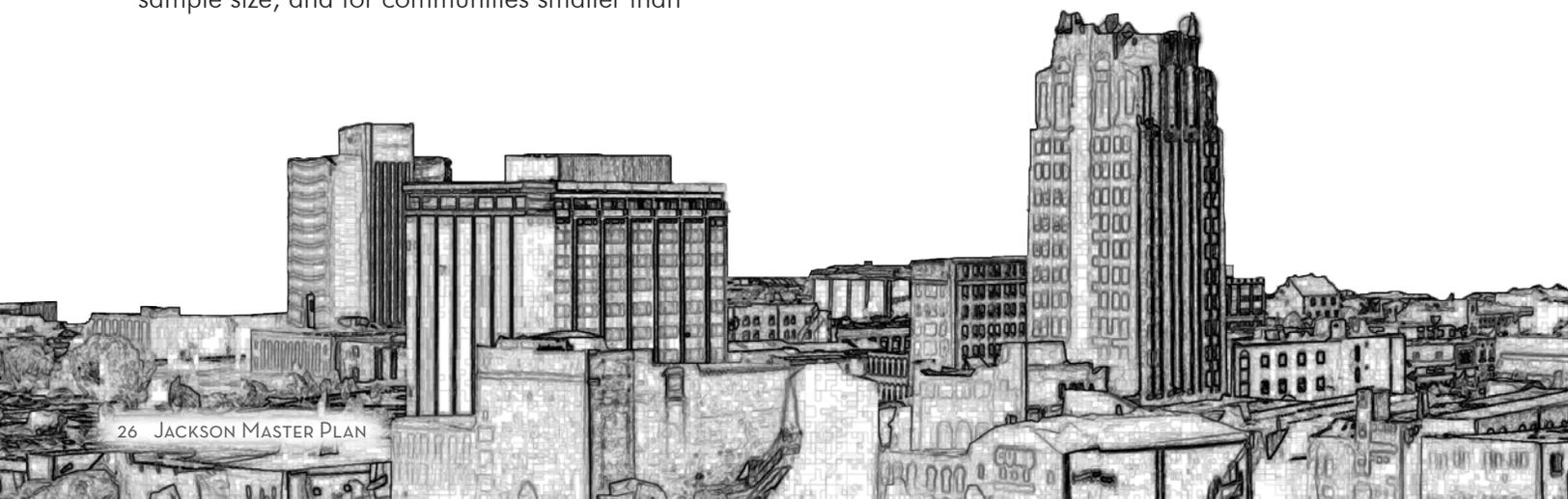
20,000, it takes 60 months. This system exposes the statistical tradeoff between the reliability gained by increasing sample size and the currency that is sacrificed in the time it takes to do so. The dataset used for this project was the American Community Survey 2010-2012 Three-Year Estimate.

- Esri Business Analyst. This proprietary software presents privately-generated market research data. In addition, it estimates Census and ACS data for geographic configurations other than Census-defined tracts, blocks, and places.

To gain a solid picture of Jackson’s conditions as well as their context, several geographies were analyzed. For most subjects, data points were collected for the City of Jackson, Jackson County, the State of Michigan, the United States, and neighboring Summit, Blackman, and Leoni Townships. An analysis of varying conditions within the City was performed on the basis of its six electoral wards.

Population distribution

As of the 2010 census, the City of Jackson’s population was 33,534 people, with 13,294 households, and 7,872 families residing in the City. In Jackson County, there were 160,248 people, with 59,949 households,

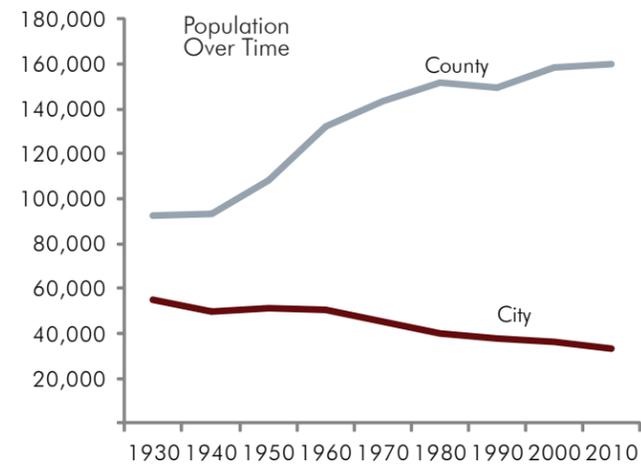


and 40,840 families. About one-fifth (21.9%) of the residents of Jackson County can be found within the City's borders.

Between 1850 and 1920, far more people poured into the City of Jackson than into the surrounding county—46,011 compared to just 7,097, accounting for 87% of the county's total growth during that period. This was the high point of the City's share of county population at 67%. Through the 1920s, growth slowed sharply within the City to just 14%, down from an average of 59% each decade since 1850, while the growth rate in the surrounding county increased to 54% from an average of just 6%. Notwithstanding some midcentury fluctuation that can be attributed to the Great Depression and World War II, these trends have continued. The City lost an average of 6% of its population each decade since its 1930 peak of 55,187, as the surrounding townships have gained about 17% per decade to swell from 37,117 in 1930 to 126,714 in 2010.

The City is still much more densely populated than the surrounding townships at 4.7 persons per acre compared to 0.3 persons per acre. This is actually a less sharp contrast than at the height of the City's population, when density within the municipal borders reached 7.7 persons per acre while density in the surrounding townships was a mere 0.08 persons per acre—or less than one person per ten acres. For context, the current population density of Detroit is the same as Jackson's historical high. Today, Lansing, Bay City, and Kalamazoo each have comparable densities to Jackson's (4.9, 4.8, and 4.6 respectively); Grand Rapids and Ann Arbor each have densities over 6 persons per acre.

7. Population Over Time



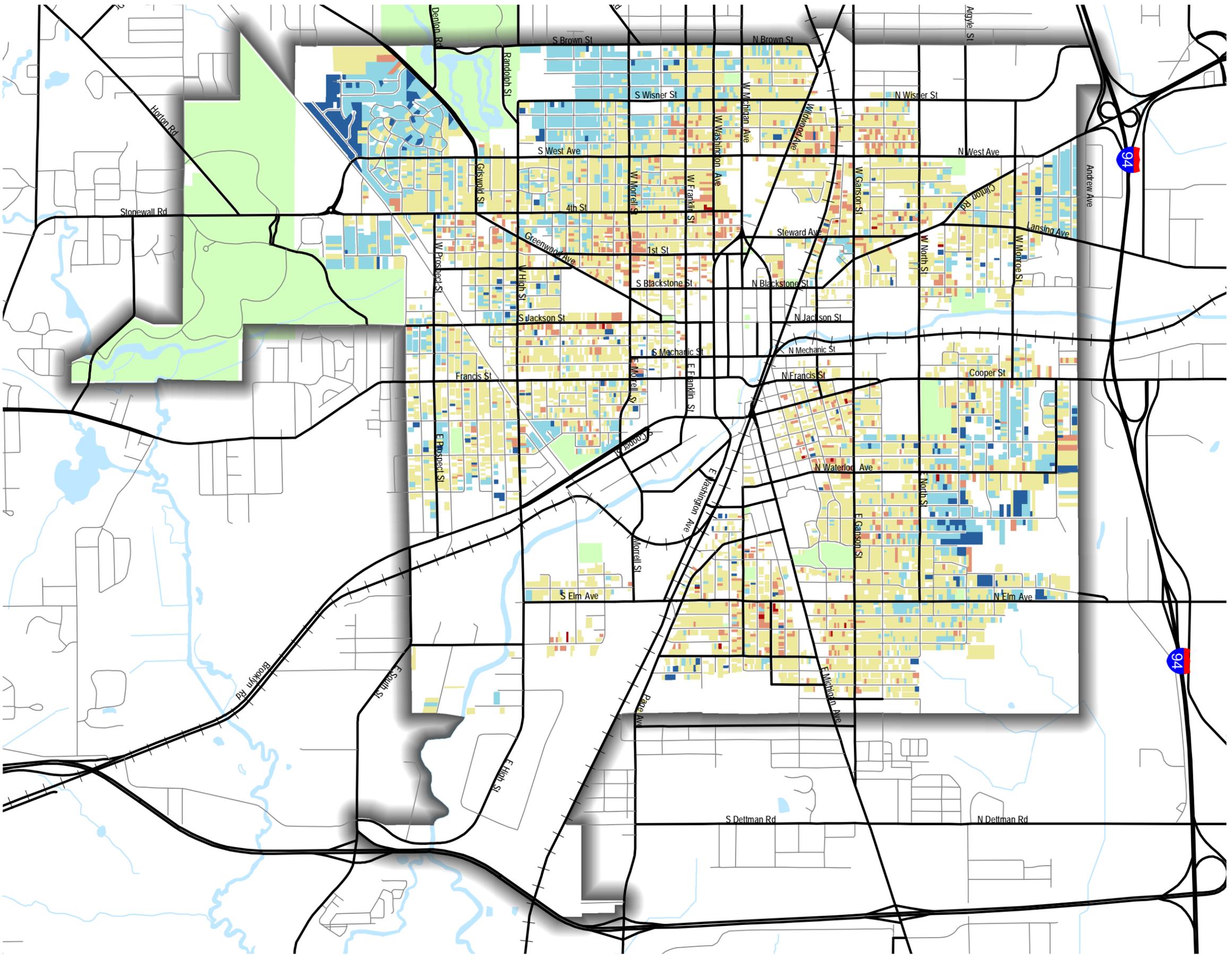
CITY

Nearly half (48%) of Jackson County residents who don't live within the City can be found in one of the three townships adjacent to it, where density ranges from 0.4 persons per acre in Leoni Township to 1.2 persons per acre in Blackman and Summit Townships. The remaining 66,348 residents of Jackson County live at an overall density of one person per five acres (0.2 persons per acre), though most of the dwelling units can be found clustered around transportation junctions and the area's many small, glacier-formed lakes.

Housing

The quantity of Jackson's housing stock has changed little since the Census began keeping records of dwelling units in 1940, recording 15,183 housing units that year. The number rose to a peak of 16,843 housing units in 1960, and fell again to 15,241 by 2000. Despite its declining population, Jackson participated in the housing boom of the early 2000s by adding another 216 units. The City now has 2.2 housing units per acre, up slightly from the 1940 level of 2.1 housing units per acre. During the intervening





CITY OF JACKSON

Age of Housing Units

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, US Census

City of Jackson

Park

Major Road

Minor Road

Railroad

Housing Age:



time, the population of the City has declined by 32% while the housing supply has actually increased by 1.8%. Unsurprisingly, then, the vacancy rate increased accordingly from 5.1% to 14% as of the 2010 Census.

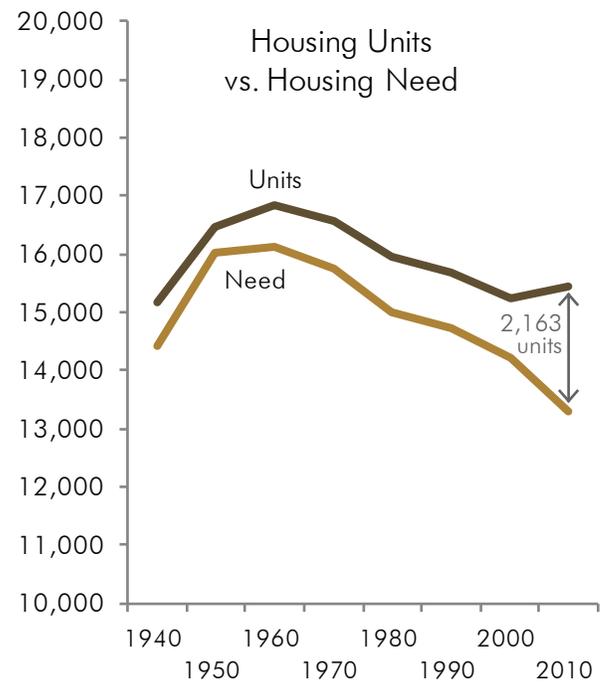
Figure 8 shows the relationship between housing units and housing need, where housing need is calculated by dividing the total population by the average household size. It is this fundamental mismatch that is the focus of the Jackson Overall Economic Stabilization Program discussed later in this report.

Approximately half of the housing units in the City of Jackson were built before 1940, and more than three quarters (77%) are more than 50 years old. This offers a wealth of cultural heritage while presenting a daunting maintenance challenge, both of which are addressed in this plan. The chronological development of the City can be seen on the Age of Housing map, with oldest homes concentrated around the perimeter of downtown and the newest ones in the two residential corners of the City (southwest and northeast). Figure 9 shows that these older structures are much less common in the surrounding townships, in terms of both number of units and proportion of the housing stock.

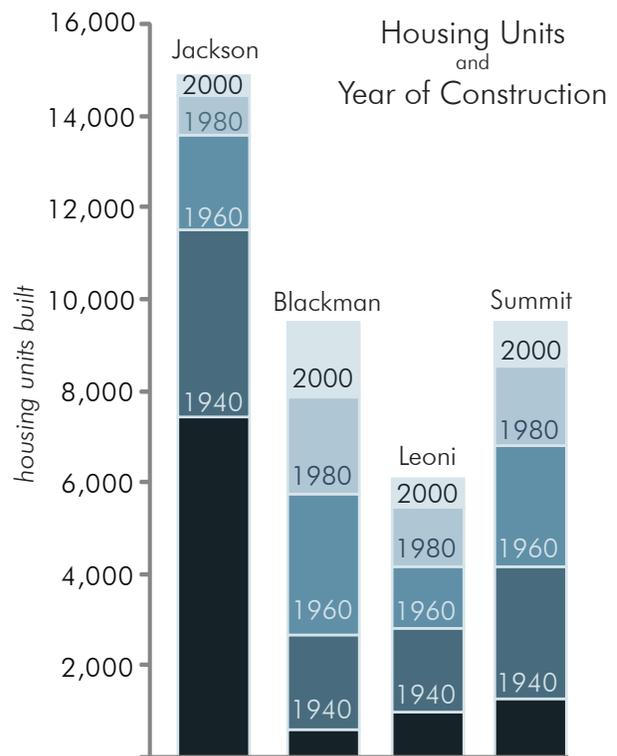
The rate of ownership among occupied housing units in Jackson peaked in 1960 at 66% and, with the exception of the 2000 census, has declined since. The 2010 Census homeownership rate was 53%, lower than the national rate of 65%. There is some empirical evidence linking a higher homeownership rate with improved neighborhood conditions,^{12,13} and thus increasing homeownership is a common objective toward the goal of stable, desirable neighborhoods. In essence, cities are able to delegate responsibility for a substantial portion of their land area to citizens by offering the rights associated with property ownership. However, public perception of this bargain has changed in the wake of the housing crisis. It remains to be seen whether the public, particularly the Millennial generation, will accept it in full. It may be that the overall effectiveness of this objective needs to be reconsidered.

Homeownership as it has been practiced in

9. Housing Units vs. Housing Need



10. Housing Units and Year of Construction

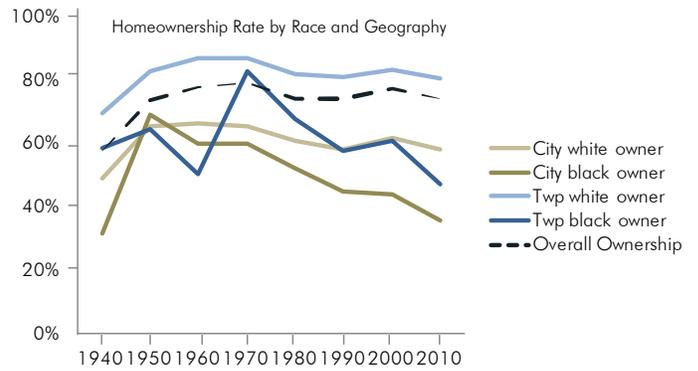


America has a distinct racial component. The Federal Housing Authority was created in 1934 for the explicit purpose of expanding homeownership among white Americans. Although its stated goals were stabilizing the overall housing and lending markets, its underwriting rules instituted the practice of redlining: “the practice of denying or limiting financial services to certain neighborhoods based on racial or ethnic composition without regard to the residents’ qualifications or creditworthiness.”¹⁴ Through loan guarantees, which forbid racial integration and displayed a heavy preference for new construction, the FHA’s influence reached beyond any one lending institution to become the national standard.

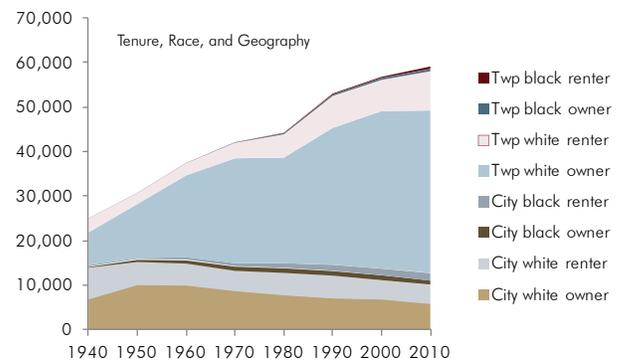
Because this standard shaped a dramatic period of recent history—America’s great migration to the suburbs—nearly every community continues to experience its effects.¹⁵ In 1950, white home ownership in Jackson was securely at today’s national rate of 65%, while African American home ownership surpassed it at 69%. In both the City and the Townships, white homeownership has fluctuated slightly with an overall gradual decline, while African American homeownership displays much wider fluctuations (in part due to the considerably smaller population as illustrated in Figure 11) but ultimately declines at a rate that can be fairly described as precipitous.

In 2010, 58% of white households were owner occupied, compared with only 35% of African American households; the difference is all the more stark when considering that the percentage of African American households overall has risen from 4% to 20%. In raw numbers, the City has seen a decline in over 4,000 white owner-occupied households and 1,000 white renter-occupied households, and a simultaneous increase in over 400 owner-occupied African American households and 1,400 renter-occupied African American households since 1950. Achieving a city-wide homeownership rate of 65% would require the conversion of 1,467 renter-occupied households to owner-occupied households; to make that rate reflect equitable distribution of homeownership, almost half of those (719 vs. 748) would be conversions from African American renter-occupied households to African American owner-occupied households.

The tenure disparity described here, and the direction of its momentum, must be considered when evaluating homeownership as a tool for achieving neighborhood desirability. Stability is of paramount concern in Jackson,



11. Homeownership Rate by Race and Geography



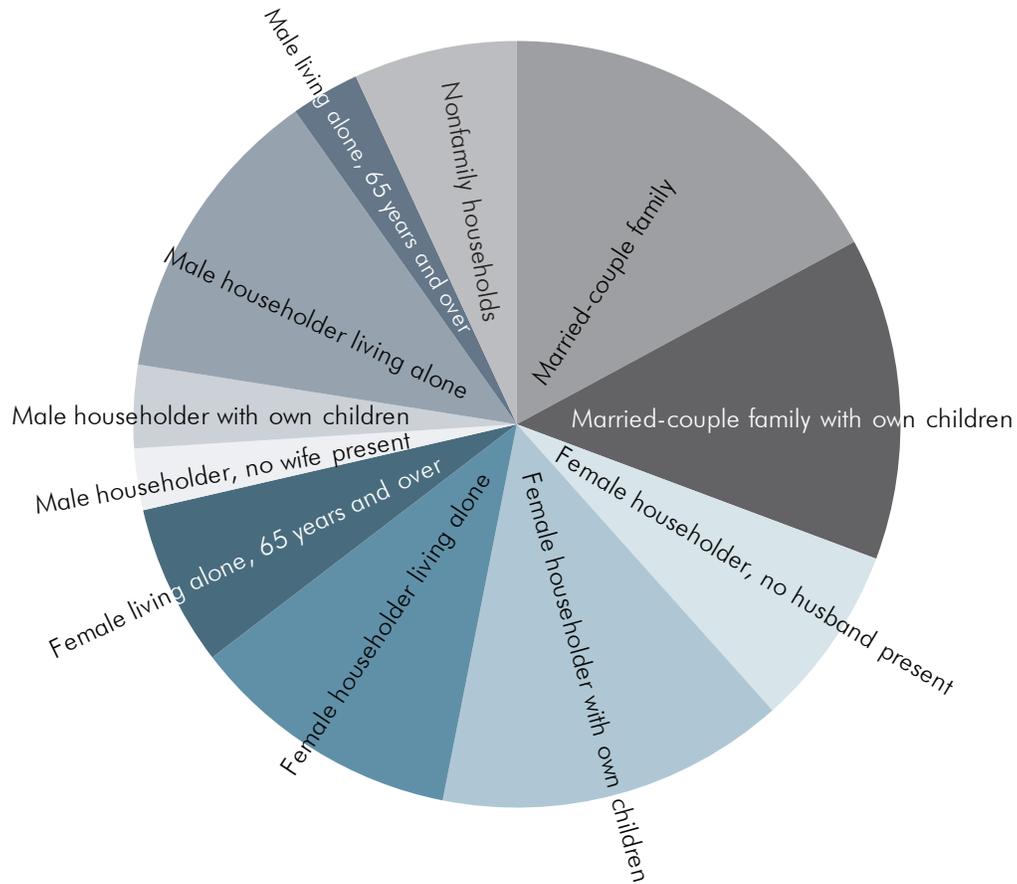
12. Tenure, Race, and Geography

and homeownership was mentioned consistently in the visioning workshops. It is the intent of this master plan to recognize the vital role that personal investment plays in the creation of safe, stable living environments. However, this plan also recognizes that homeownership has not guaranteed stability in recent years, and that any program large enough to significantly impact the homeownership rate will become the next chapter in racial property right equality and must be constructed accordingly. The Jackson Master Plan therefore advocates for an expanded, and more just, understanding of ways to promote community, connectedness, and investment within neighborhoods.

Households

The average household size in Jackson is 2.46 persons, roughly in line with the surrounding and aggregated populations (range: 2.23-2.58). Along with the rest of the nation, Jackson’s households have been getting smaller, dropping from 3.0 persons per

13. Households



household in 1960 (the national average fell from 3.35 to 2.58 persons per household during that time). By contrast, however, Jackson is tied with the US for the largest family size at 3.14 persons, compared to a range of 2.9-3.05 for all other groups. Taken together, these two statistics have an effect on the optimum housing stock: the shrinking household size alone suggests a need for smaller and/or multi-household units, confirmed by findings from the Jackson Target Market Analysis presented in the Downtown and Districts section of this report, but the large family size points to a clear need to retain the traditional several-bedroom detached housing model as a housing option.

In most of the surrounding communities and considering the aggregated populations, married-couple families make up approximately half of all households. In Jackson, however, they represent a mere 31%. Although Jackson has slightly more male householders (6.1%, the top value of a range that begins with 4.4%) and “nonfamily households” (41%

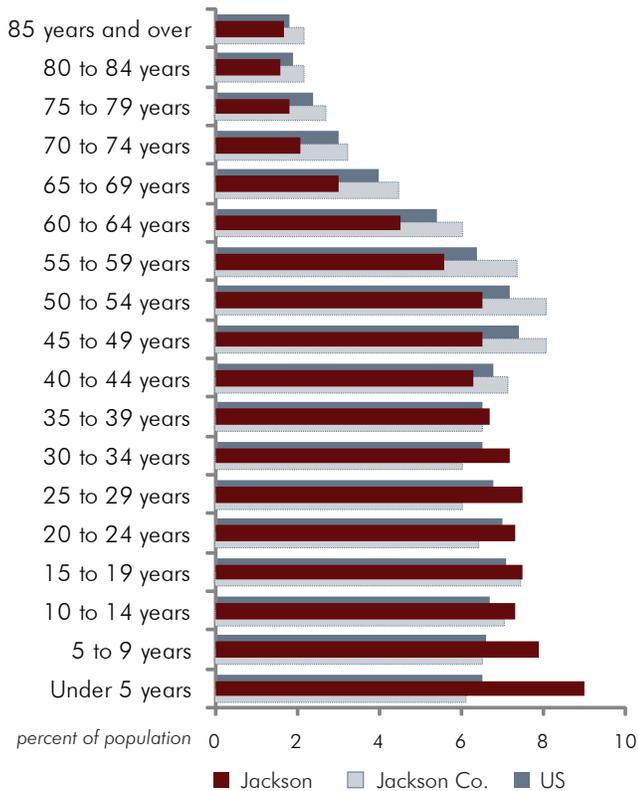
vs. 30%-34%; Blackman Township has 42%) than most of the other populations, the greatest disparity is found among female-headed households at 22% vs. 12%-14% for surrounding communities. About 62% of babies born in Jackson in 2010 had unmarried mothers, compared to the national rate of 36%. And since Jackson experienced a greater overall birth rate during that time period than other groups, the rate of births among all unmarried women was also high at 92 births per 1,000 unmarried women, compared with a range of 19-54 in other populations. This is significant because this demographic group is particularly vulnerable to poverty.

People

Age

In contrast to the nation, state, and county, the City of Jackson has something remarkable: lots of children. The percentage of the population that is under five years old within the City limits is 9%, whereas the next runner-up is 6.5% at the national level and the lowest is just 4.4% in Blackman Township. This represents a spike of more than a

14. Age Distribution



full percentage point above the next oldest age bracket (ages 5-10), suggesting a baby boom in Jackson over the last five years. That is something of an anomaly: in each of the surrounding townships and at all of the aggregated levels, fewer babies were born between 2005-2010 than at any time over the past 20 years.

Jackson is quite young overall. Its median age of 32.2 is five years younger than the national median and over ten years younger than Summit Township's. The percentage of its population that is between the ages of 25 and 34 is 14.7%, higher than any other group except Blackman Township (16.4%). It also does not have an appreciable "baby boomer bump": the percentage of the population between the ages of 45 and 64 is just 23.1%, compared with 30.2% in Leoni Township (highest) and 26.4% nationwide. These two age groups are of particular interest to planners because they are large cohorts and are considered to be more mobile and to have more flexible housing preferences than others.

Race

Jackson's citizens most commonly have their roots in Germany (17%), Ireland (13%), England (11%), Sub-Saharan Africa (9.6%), Poland (7.6%), and simply America (7.5%). The remaining 35% of the population sprang from every corner of the globe, from the Arabian peninsula to Lithuania to French Canada. The majority are white (71%), while 20% are African American and 5.5% identify with two or more races. Less than 1% are Asian or American Indian / Alaska Native.

The City's population of non-white citizens has grown steadily over time from about 4% in 1950 to 29% in 2010. By contrast, the minority population in the surrounding county has only grown from 0.2% to 2.2%. This difference becomes even clearer when considering the percentage of each racial/ethnic subpopulation that resides within the City.

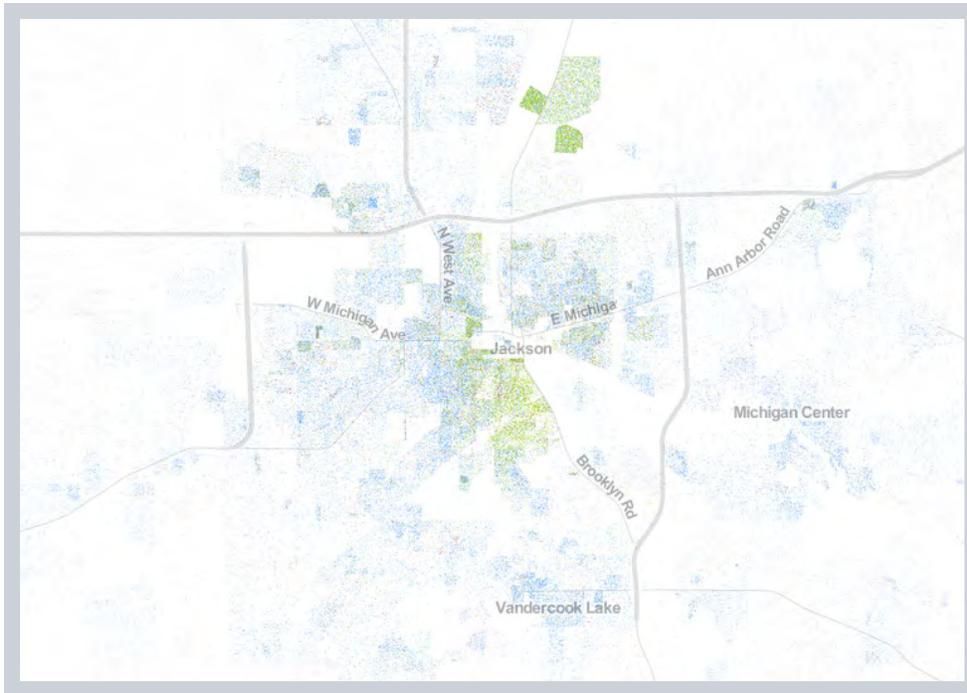
As an example, the County's white population is approximately 88% of the County's total population and approximately 71% of the City's total population. However, when comparing the City's white population within the overall composition of the County as a whole, only 17% of all white persons in the County reside within the City limits. Conversely, more than one-half of the County's African American population is located within the City limits. This geographic separation by race is illustrated by the Racial Dot Map of the City and its immediately surrounding area shown in Figure 14.¹⁶

Health

Eighteen percent of the City of Jackson's population reports living with a disability, in line with Blackman and Leoni Townships (18% and 17% respectively) but almost half again higher than the national rate (12%). Among those younger than 18, 7.5% have a disability (national rate: 4%), while 46% of those aged 65 and over report the same (national rate: 36%). The Supplemental Security Income program for disabled adults and children disburses benefits to 11% of households.

Health insurance rates are lower in Jackson than in the surrounding and aggregated populations, with almost 1 in 5 persons (19%) reporting no insurance coverage as compared with about 12% or less (the exception is the national rate, which is 15%). Less than half of those

15. Racial Dot Map



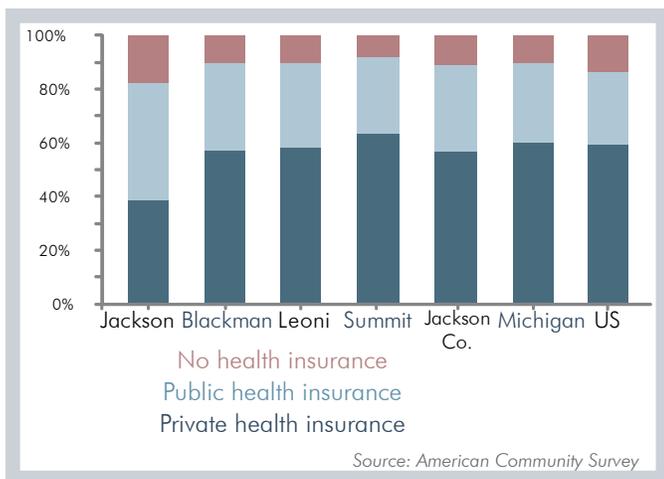
2010 Census
Block Data
1 dot=1 person
 ● White
 ● Black
 ● Asian
 ● Hispanic
 ● Other

CITY

who are insured (42%) receive private coverage, an anomaly among all the populations (range: 65%-75%). Even among the employed, just 61% receive private health insurance; this rate ranges from 74% to 84% among all populations. Given that the intent of the Affordable Care Act, reaching full implementation in 2014, is to address precisely these kinds of conditions, these measures may be well worth tracking over the next five to 10 years to assess how closely outcomes change to match that intent.

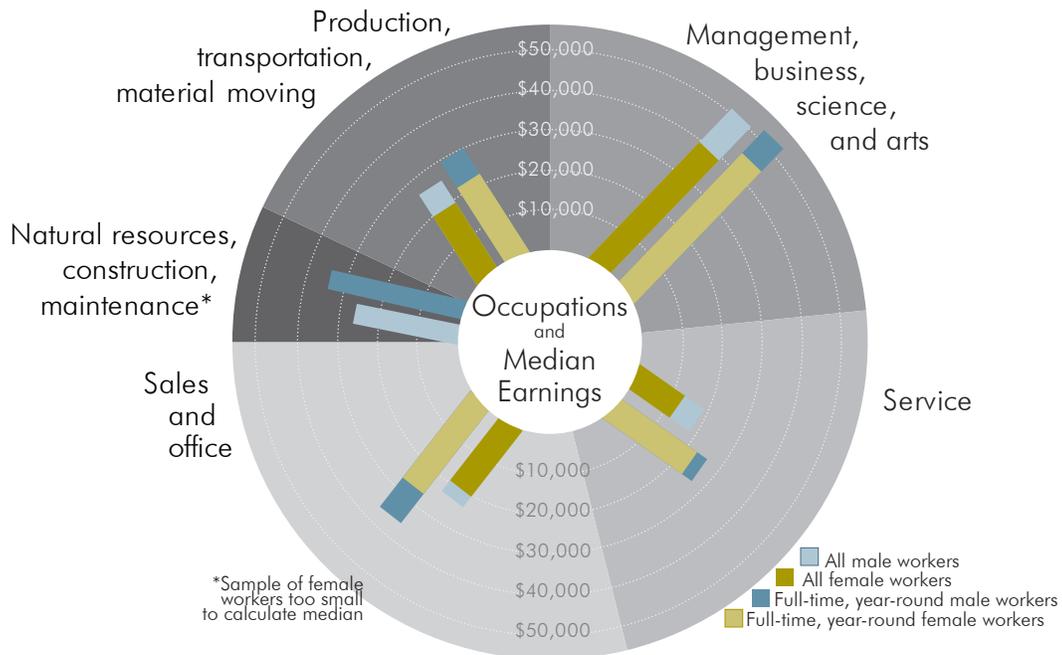
Education

Educational attainment is important. Although the high school graduation rate does not trail far behind its surrounding and aggregated populations at 83% vs. 85%-94%, the rate of college graduates (14%) is about half of the national rate (29%). A closer examination reveals that the problem seems to lie with the completion of a degree, not the beginning of one: about 51% of the population has had some college, compared with 44% in Blackman Township (lowest) and 58% statewide (second highest after Summit Township), and the 8.4% of persons who have an associate's degree is higher than the national rate of 7.8%. This is encouraging. It suggests that the culture of education is just as strong as Jackson as elsewhere, and points to the probability that practical constraints are causing otherwise willing students to drop out. Practical constraints usually have practical solutions, so the community may benefit enormously from working with area post-secondary schools such as Jackson College, Spring Arbor College, and Baker College on innovative student retention and degree completion programs. The US Department of Education has compiled a list of such strategies in use around the country, which can be found at <https://www.ed.gov/college-completion/promising-strategies/tags/Retention>.



16. Health Insurance

17. Occupations and Earnings



Work

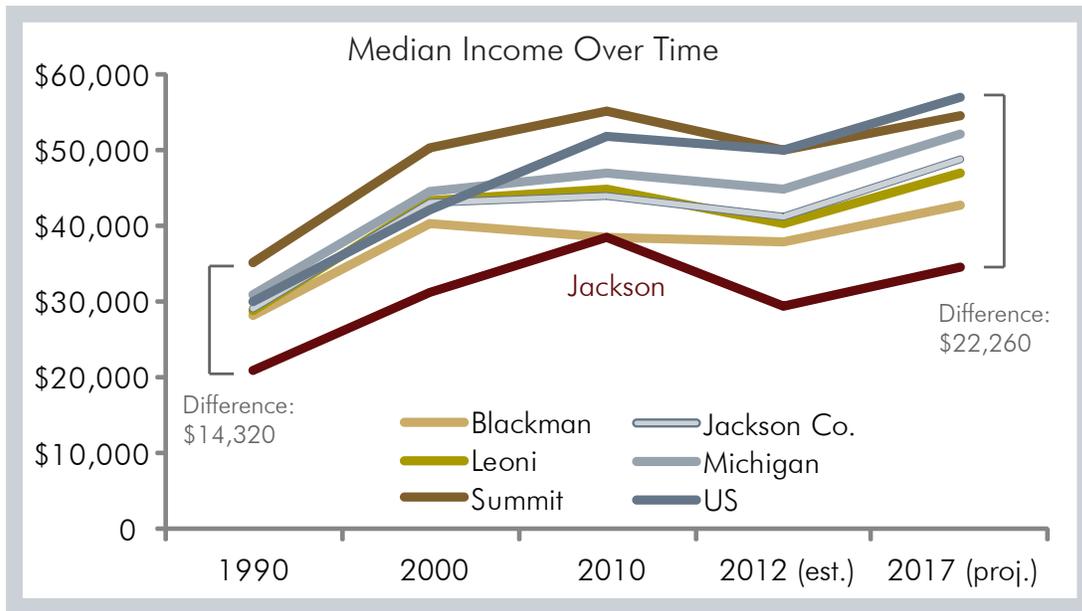
In the following section and throughout the report, “workers” refers to the 11,552 employed residents of Jackson, regardless of the location of the worker’s place of employment. By contrast, “jobs” or “employees” refers to the 17,686 positions of employment that are carried out in Jackson (and the people who hold them), regardless of where those employees reside. Taken together, these numbers describe Jackson as a “worker community” which receives an influx of population for work, as opposed to a “bedroom community,” which has a substantially lower number of jobs than workers and is where people go to reside after work. The daytime population of Jackson is approximately 53,655—an increase of 60% over its residential population. This has important implications for tax revenue as well as on the overall infrastructure burden.

Statistically, Jackson has transitioned from a manufacturing economy to an education and medical economy (referred to as “ed and med”). Twenty-three percent of workers and 20% of jobs in the community are described by the North American Industrial

Classification System (NAICS) labels Health Care, Social Assistance, and Educational Services, compared with 18% of the workers and 14% of the jobs in the Manufacturing category. The two fields have comparable median earnings at \$30,703 for manufacturing and \$28,504 for ed and med. The ed and med field is the only one in which female median earnings outstrip male median earnings, with the females who make up 77% of the field earning 111% of the median male salary. By contrast, the proportions are reversed in the manufacturing field, where males earn 136% of the median female salary. Retail trade rounds out the top three sectors with 14% of both jobs and workers. There, the earnings are less encouraging: \$14,787, the second-lowest paying field in the City.

	Workers	Jobs	Businesses
“Ed and Med”	22.5%	19.7%	16.1%
Manufacturing	18.2%	13.8%	6.2%

18. Median Income Over Time

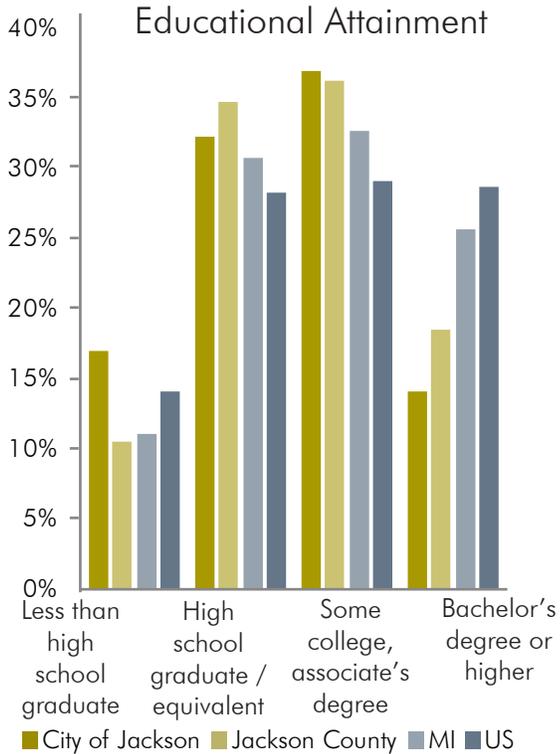


Within those industries, the largest share of workers holds a sales and office occupation, representing 29% of all workers. Service occupations and those in management, business, science, and arts each describe 23% of the civilian employed population. Overall, median earnings in the sales and office occupations are comparable with those in the remaining two categories, production / transportation / material moving and natural resources / construction / maintenance (\$24,052, \$26,545, and \$26,528 respectively). Earnings in the service occupations are substantially lower at \$19,952 while those in management, business, science, and arts occupations are much higher at \$51,750.

Across the civilian employed population, private wage and salary workers comprise 87%. Government workers make up 9.6%, while self-employed persons account for 3.8% of workers. This last number is lower than any other considered population except for Blackman Township (range: 4.6%-6.2%), suggesting that the entrepreneurial climate in the City is in need of support.

Income and poverty

Jackson’s median household income of \$26,586 is lower than in any other population considered (range: \$38,604 in Blackman Township to \$55,259 in Summit Township; the statewide median is \$47,175). As can be seen in Figure 000, this has been fairly consistent over the past 25 years, with the exception of the 2010 measurement when it was briefly comparable to Blackman Township’s median income. Overall, Jackson’s median income was 69% of the national median in 1990, 75% of the national median in 2010, and is estimated to have fallen all the way to 59% of the national median as of 2012. More than one in five households (22%) earns less than \$10,000 per year, triple the national rate, which is partly attributable to the location of regional income-based affordable housing within the City but still higher than Michigan cities of comparable size such as Bay City (13%) and Muskegon (16%). Median family income is slightly higher at \$41,230, which is still below each of the surrounding and aggregated populations and represents just 49% of the national median family income.



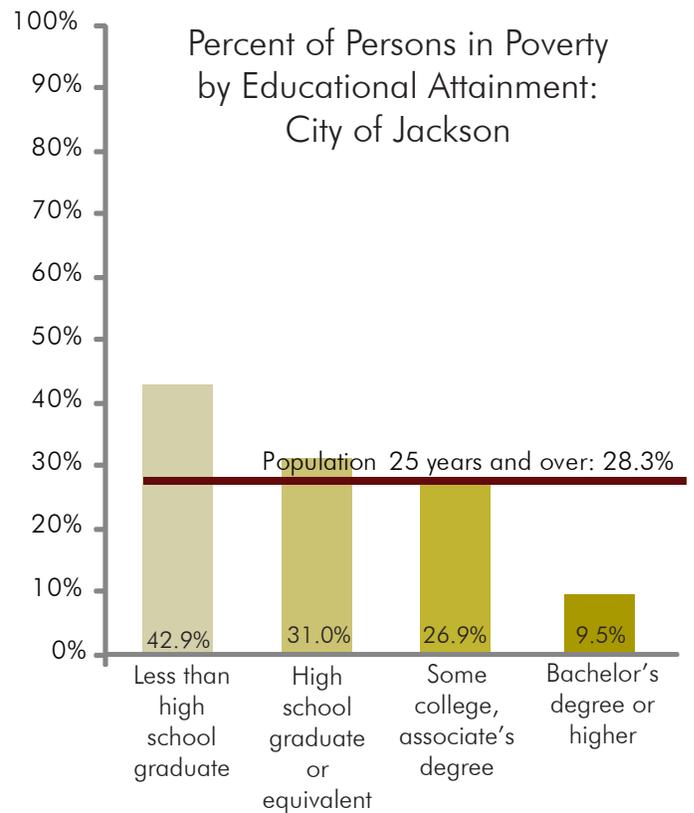
19. Educational Attainment

Correspondingly, poverty rates are relatively high in Jackson. Over one third of all people (38%) and more than half of all children (55%) lived in households with incomes lower than the national poverty threshold. (The poverty rates for children are frequently higher than for the general population, in part because conditions in a single household have the potential to affect multiple children.) Females are more likely to be poor than males (41% vs. 35%), and African Americans and those of mixed race are much more likely to be poor than whites (57%, 50%, and 32% respectively). Those aged 65 and over enjoy a relatively low poverty rate of 12%.

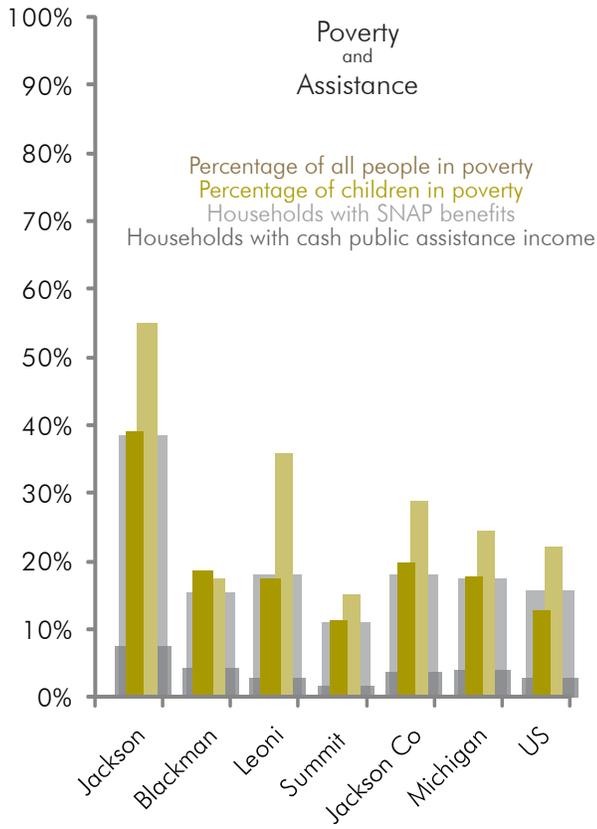
Just 7.6% of all households receive cash public assistance, and though it is a little difficult to compare directly because poverty statistics are reported by

person/family and income and benefits are reported by household, it seems safe to assume that some poor households with minor children are not receiving any public income supplement. Thirty-nine percent of households are receiving food stamp/SNAP benefits, which is likely closer to matching the actual need.

Education provides a buffer against poverty and a means to achieve sustainable prosperity. Forty-three percent of those without a high school diploma have incomes below the poverty threshold. Having some college or an associate's degree brings the rate down to 27%. The most dramatic improvement comes with the achievement of a bachelor's degree or higher, where the poverty rate is 9.5%.



20. Poverty by Educational Attainment



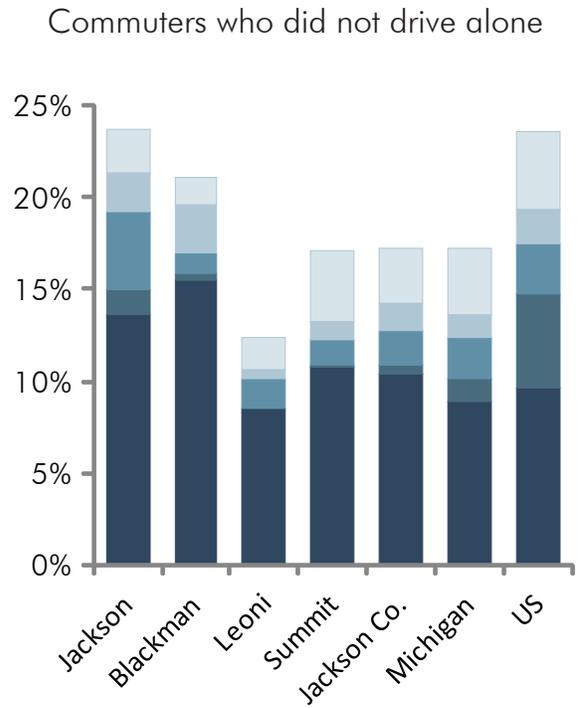
21. Poverty and Assistance

Commuting

Jackson has the shortest average travel time to work of all populations considered at 18.7 minutes, not surprising given that most workers are staying within the City limits while many employees are arriving from the surrounding townships, counties, and even states. Though not available at the City level, the US census provides a table mapping workers' county of residences and county of employment which shows that 49,559 people both live and work in Jackson County. This figure represents 81% of all persons who are employed in Jackson County and 74% of all workers who reside in Jackson County. Of those who commute in to Jackson County, the largest share (3.9%) comes from Ingham County, followed by

Hillsdale (3.4%), Lenawee (2.8%), Calhoun (2.5%), and Washtenaw (1.9%) Counties. The largest share of those who leave Jackson County for work go to Washtenaw County (11%), followed by Ingham (3.6%), Calhoun (2.3%), and Wayne (1.7%) Counties.

Sub-county commuting statistics, last collected in 2000, found that 85% of the people employed within Jackson County worked inside the City of Jackson. One-third of this group also lived in the City, while about one-fifth came from Summit Township. Blackman Township contributed 10% of the City's employees and Leoni Township 8%. The remaining 30% traveled in from other townships.



- Worked at home
- Other means
- Walked
- Public transportation (excluding taxicab)
- Car, truck, or van carpoled

22. Commuters and Carpooling

Kids

Since Jackson is the only community with an increase in younger children for miles around, it's worth taking a peek on the City's kids. Right now, the largest cohort is the youngest: 36% are under 6 years old, compared with 34% between the ages of 6 and 11 and 30% who are older than 12. The City's kids are also more racially diverse than the adult population, with 26% identified as African American and 8.7% as two or more races, compared with 20% and 5.5% respectively. Overwhelmingly (89%), they live with their biological, adopted, or step parents, while 7.6% live with a grandparent and 1.7% live with other relatives. Just under 2%, or about 185 kids, are in the foster system. Eighty-one percent of those aged 3-17 attend public school; 10% attend private school and 9.2% are not enrolled in school. The median income among their households is \$26,371, slightly below Jackson's overall median income. In total, 46% of kids in the City are living in households with incomes below the poverty level; 71% qualify for free or reduced-price school lunch.

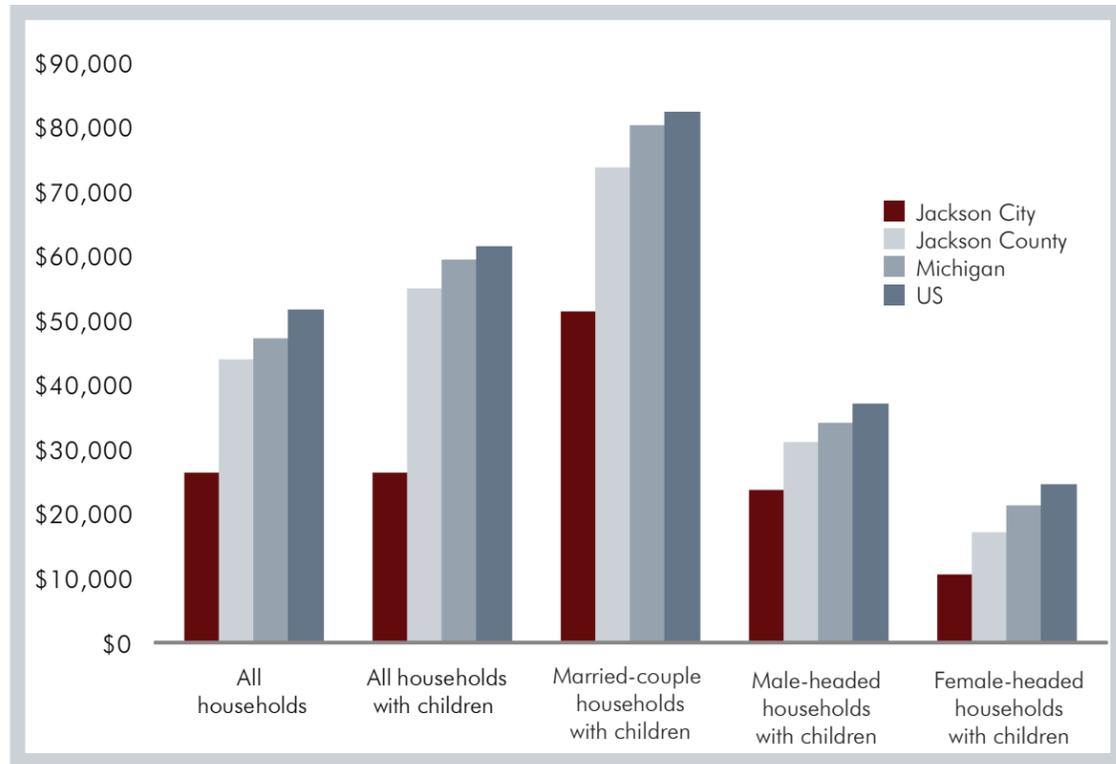
Almost half of Jackson's children (49%) are living in married-couple families. Five percent live with a male householder with no wife present, and the remaining 45% live in female-headed households. This is in contrast to the state and national proportions, in which about two-thirds of children live in married-couple households and a quarter live in female-headed households. The income disparity among these three groups is astonishing: Jackson's children who are living in married-couple households have a median household income of \$51,417, those in male-headed households have a median household income of \$23,887, and those in female-headed households—nearly half of

Jackson's children—have a median household income of just \$10,753. Approximately 80% of female-headed households with children younger than 5 years were in poverty during the past 12 months. Though the share of female-headed households with children increased from 13.9% in 2000 to 16.4% in 2013, this is mostly attributable to the decline in total households. The actual number held fairly steady, as can be seen in Figure 25.

Generally speaking, gender-based pay inequality and the extremely high cost of child care (whether calculated in terms of paid care, lost wages, or both) are the primary drivers of this situation, and the facts in Jackson support this assessment. Poverty rates among married-couple households with children and male-headed households with children are comparable at 27% and 34% percent respectively, but the poverty rate increases to 68% in female-headed households. Similarly, the proportion of children in married-couple households and male-headed households living in owner-occupied housing is identical at 60%, but is just 26% for female-headed households. This suggests that it is not just the fact of single parenthood but the gender of that parent which makes a difference. Male-headed households are also getting more help, with the householder's unmarried partner present in 44% of households as compared with 12% of female-headed households. In addition to the potential income supplement represented by a cohabiting partner, the child care relief offered by the presence of another adult in the household can contribute significantly to the employment opportunities available to the single parent. In summation, more than one in ten Jackson citizens (13%) is a child living below the federal poverty threshold.



23. Median income of households with children by type

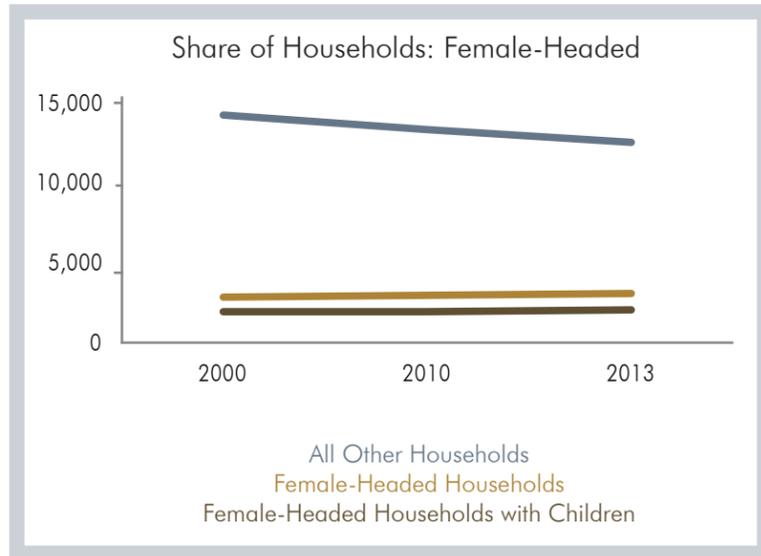


CITY

2014 Poverty guidelines for the 48 contiguous states and the District of Columbia

Persons in family/ household	Poverty guideline
1	\$11,670
2	15,730
3	19,790
4	23,850
5	27,910
6	31,970
7	36,030
8	40,090

For families/households with more than 8 persons, add \$4,060 for each additional person.



25. Female-Headed Households

24. Poverty Guidelines

Ward Analysis

Ward 4

Population	5,771
Households	2,412
Families	1,420
Average Household Size	2.38
Median Age	34
Median Household Income	\$36,794
Average Household Income	\$43,366
Per Capita Income	\$18,194
Total Businesses	424
Total Employees	4,702
Owner Occupied Housing Units	1,451
Renter Occupied Housing Units	961

Priorities Vibrant, thriving downtown
Education-business partnerships
Clean

Ward 3

Population	5,870
Households	2,287
Families	1,500
Average Household Size	2.53
Median Age	31.1
Median Household Income	\$27,367
Average Household Income	\$35,125
Per Capita Income	\$14,211
Total Businesses	164
Total Employees	2,233
Owner Occupied Housing Units	1,344
Renter Occupied Housing Units	943

Priorities Transportation hub
Better sources of communication
Appealing / clean city

Ward 5

Population	5,200
Households	2,242
Families	954
Average Household Size	2.09
Median Age	33.7
Median Household Income	\$14,789
Average Household Income	\$23,299
Per Capita Income	\$12,522
Total Businesses	585
Total Employees	7,413
Owner Occupied Housing Units	408
Renter Occupied Housing Units	1,834

Priorities Bustling, vibrant, artsy, populated downtown
Quality schools and education for all
Thriving local businesses

Ward 6

Population	5,651
Households	2,402
Families	1,431
Average Household Size	2.35
Median Age	36.2
Median Household Income	\$45,043
Average Household Income	\$57,499
Per Capita Income	\$24,647
Total Businesses	121
Total Employees	1,137
Owner Occupied Housing Units	1,671
Renter Occupied Housing Units	732

Priorities Busy downtown with people and events
Engaged Citizens
Complete City

Ward 1

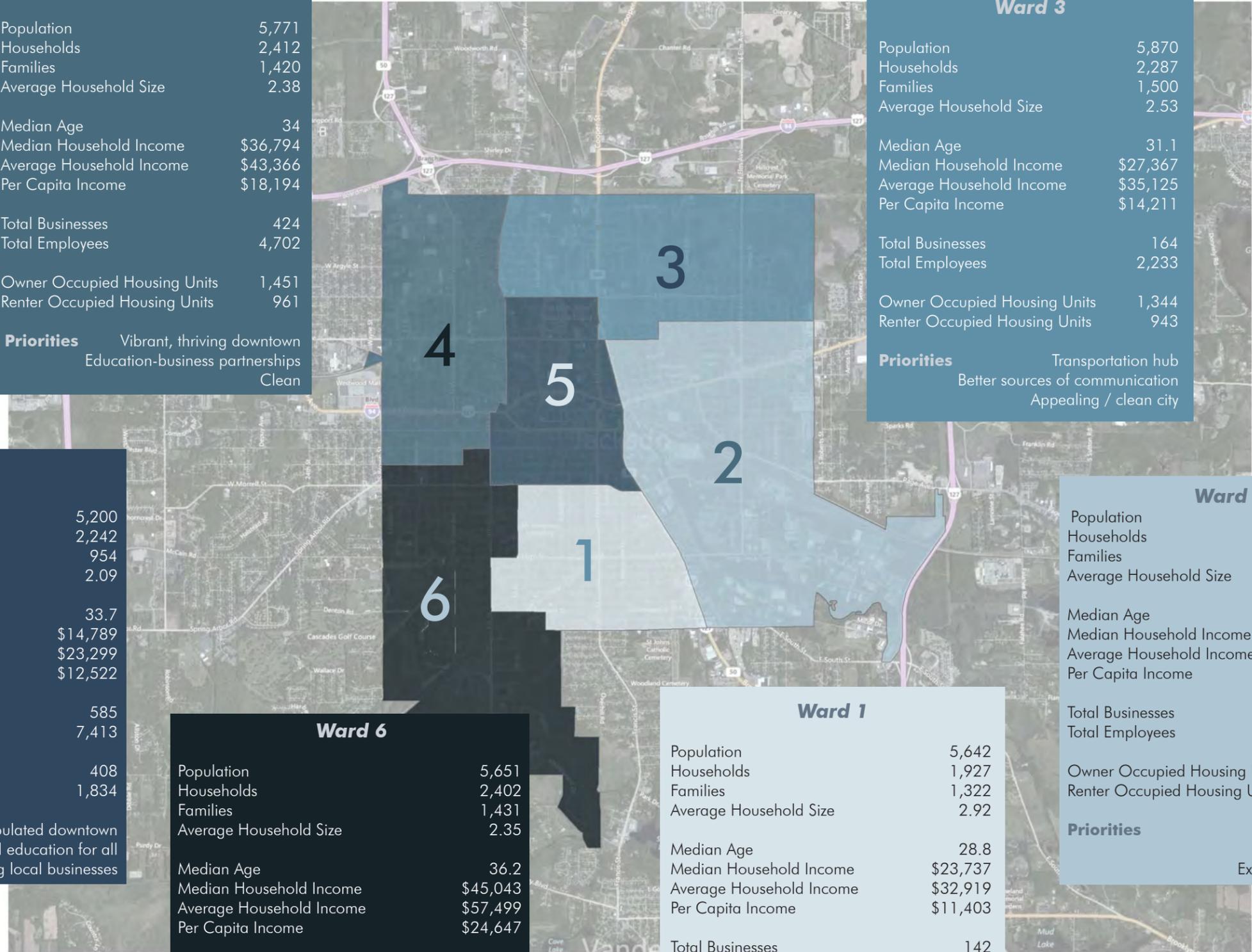
Population	5,642
Households	1,927
Families	1,322
Average Household Size	2.92
Median Age	28.8
Median Household Income	\$23,737
Average Household Income	\$32,919
Per Capita Income	\$11,403
Total Businesses	142
Total Employees	822
Owner Occupied Housing Units	939
Renter Occupied Housing Units	988

Priorities Vibrant small businesses
Excellent schools; public support for education
Downtown University

Ward 2

Population	5,553
Households	2,013
Families	1,235
Average Household Size	2.69
Median Age	31.3
Median Household Income	\$28,232
Average Household Income	\$35,540
Per Capita Income	\$13,573
Total Businesses	428
Total Employees	8,357
Owner Occupied Housing Units	1,059
Renter Occupied Housing Units	954

Priorities Job growth
Educated workforce
Expand public services



Ward Analysis

To understand the variations in conditions across the community, a “Prosperity Dashboard” was developed to provide a visual representation of indicators chosen to track and compare the economic well-being, potential, and opportunities in each of the City’s five wards. For each indicator, the citywide, county, state, and national level statistics are included for reference.

Population between the ages of 25 and 34.

This group is in the sights of placemakers for being mobile enough to attract, having the risk tolerance for entrepreneurship, and spending its disposable income in ways that promote a vibrant community. Ward 1 has the fewest of this age group at 13% of the population, and Ward 4 has the most at 16%.

Population with a bachelor’s degree or above / population with no high school diploma. A well-educated workforce has many inherent benefits in addition to providing an attractive talent pool for business. Wards 5 and 6 represent the bookends of this data set, with 5 having the lowest educational achievement and 6 having the highest.

Median household income / per capita income / population below the poverty level in the last 12 months. Household income is the most direct measurement of a population’s prosperity—or its lack thereof. Median household income reports the middle value of all household incomes in a given group, while per capita income represents the sum of all income in a group divided by its population. These measures should all track together, and as the pie graphs show, also reasonably closely with educational attainment. Here again, Wards 5 and 6 command the lowest and highest values respectively for each measure.

Jobs per 1,000 residents. “Jobs” here refers to a position of employment that takes place within the City limits, regardless of where the holder of that job lives. Ward 2 provides the most of them, exceeding its residential population by 150%, while Ward 1 is something of a “bedroom ward” with just 146 jobs per 1,000 residents.

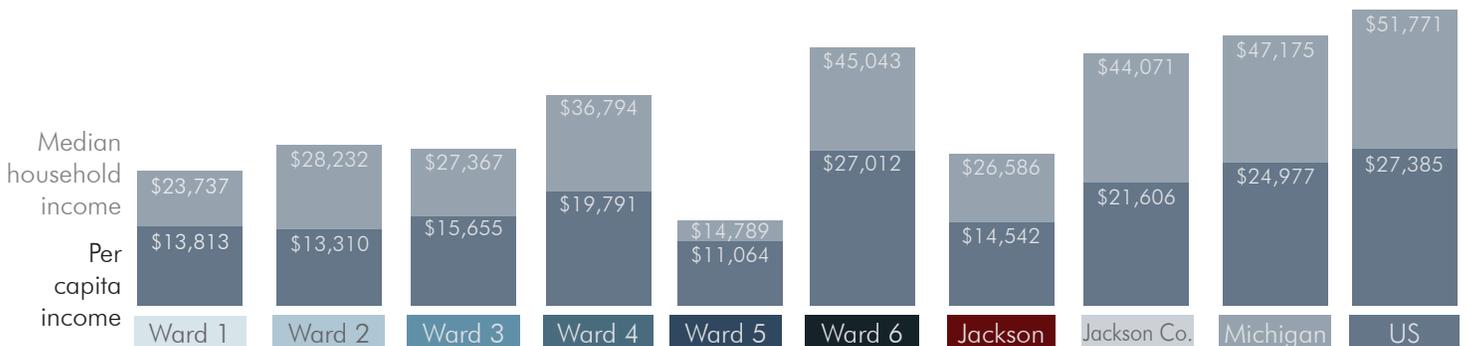
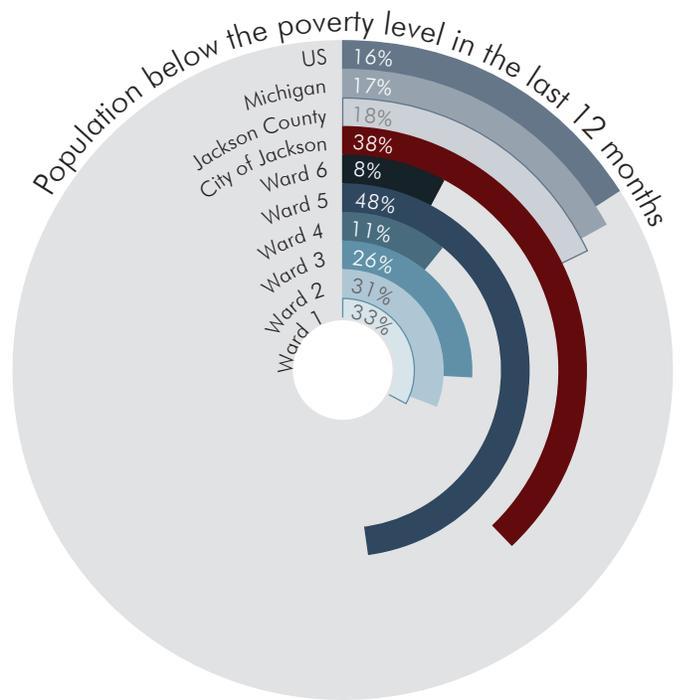
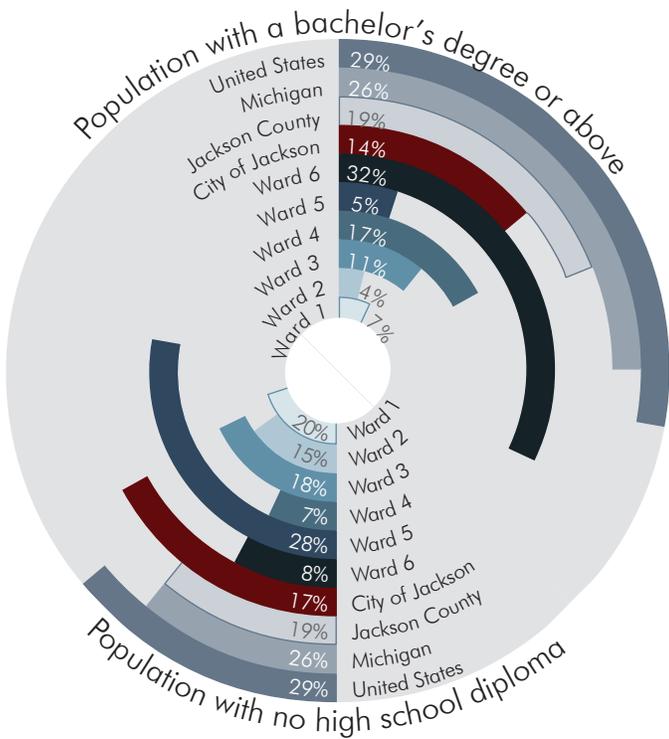
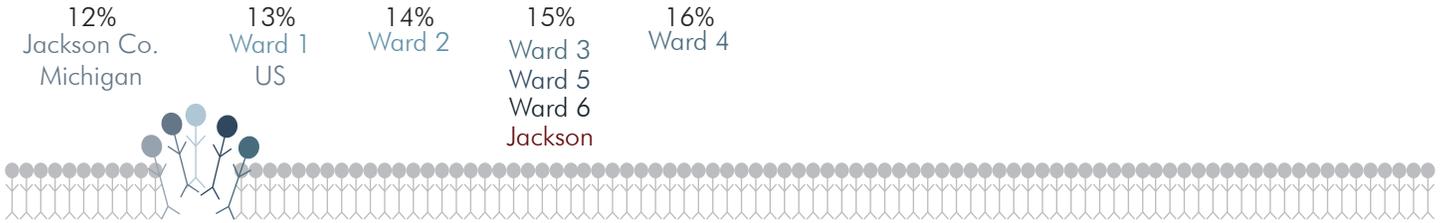
Economic diversity index. These measures are designed to examine the balance among types of industrial sectors for both jobs (as defined above) and workers (residents of the ward/City who have a job, regardless of where that job occurs). The first chart looks specifically at the manufacturing and retail sectors, while the second chart groups retail, art, accommodation, and food service sectors together and then compares it to the aggregate of all other sectors, shortened to “nonretail.” A 1:1 ratio would indicate a perfect balance among or between the sectors. In general, most of the wards land on the “more manufacturing” and “more nonretail” sides of the scale, though a few populations such as Ward 6 show a greater concentration of retail jobs.

Walkscore. A 2012 Brookings Institute study found that “more walkable places perform better economically,”¹⁷ finding that office, residential, and retail rents, retail revenues, and residential home sale prices all increased with the number of environmental features promoting walkability. A centrally located point in each ward was entered into www.walkscore.com to generate a ward-specific score; Jackson’s overall score of 47 earned a characterization of “car-dependent” from the website. Ward 6 had the lowest score at 32, while Ward 5 is a “walker’s paradise” with its impressive score of 97.

Housing vacancy rate. Since 1990, Jackson has experienced a change of -1,422 households (-9.7%) and -224 housing units (-1.4%). Vacancy rates have been fueled by this mismatch and compounded by the global housing crisis. Most wards and the City as a whole hover around 15-16% vacancy, but Ward 6 is more closely aligned with the 13% national rate, and Ward 1 is well ahead of the pack at 21%.

Median home value / median rent. In addition to providing information about citizens’ financial obligations with regard to shelter, median home value also offers insight into the health of municipal coffers fed by property tax revenue while median rent points to the health and stability of the local rental real estate market. In general, the pattern among wards aligns with the pattern of median household income. The most expensive housing is found in Ward 6, and the most affordable is in Ward 5.

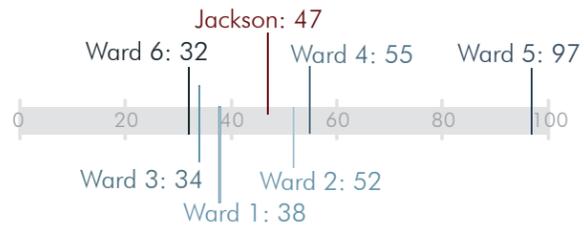
Prosperity Dashboard City of Jackson by Ward



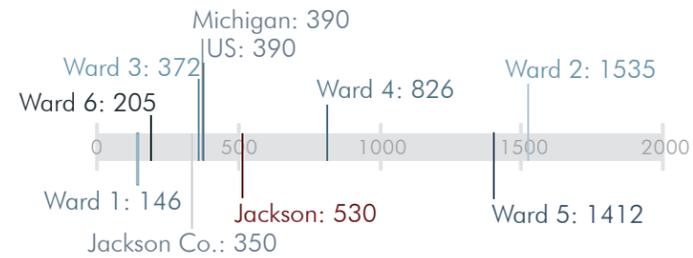
Economic Diversity Index



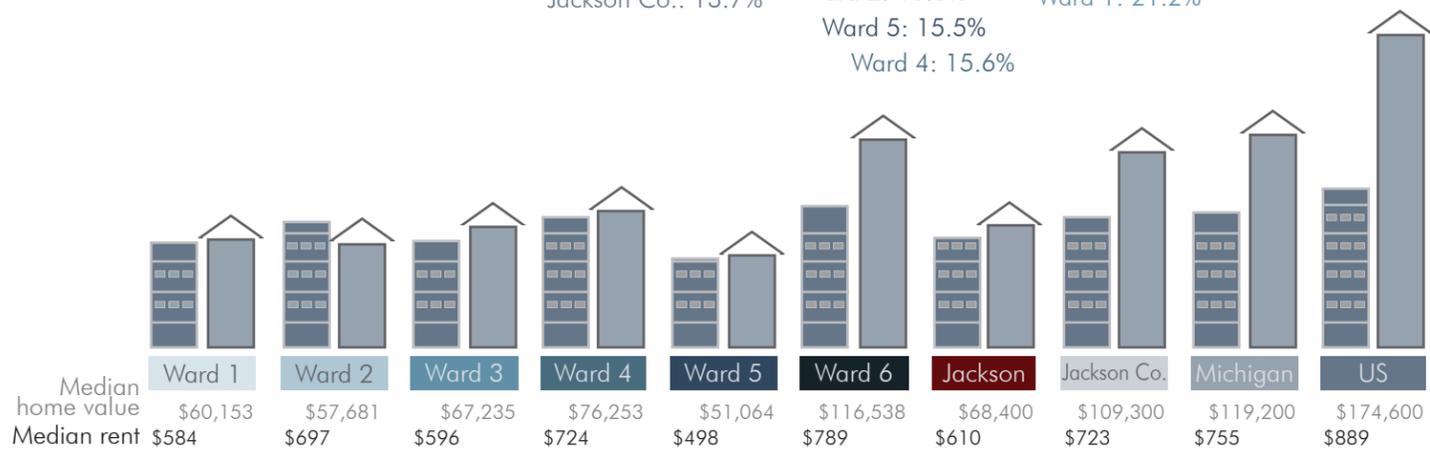
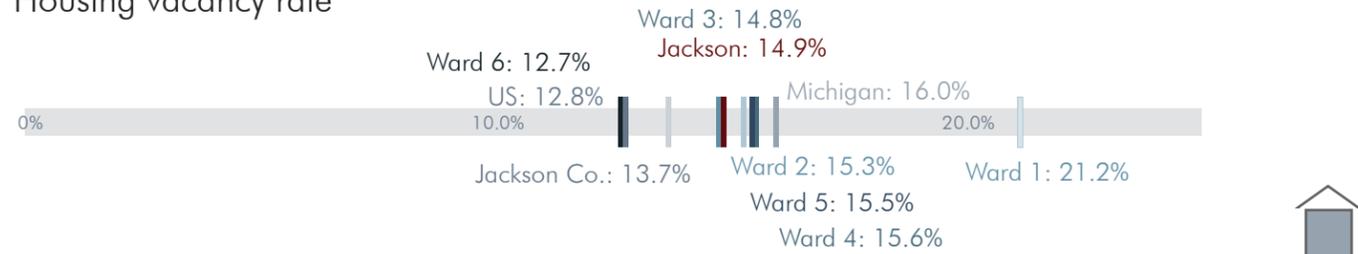
Walkscore



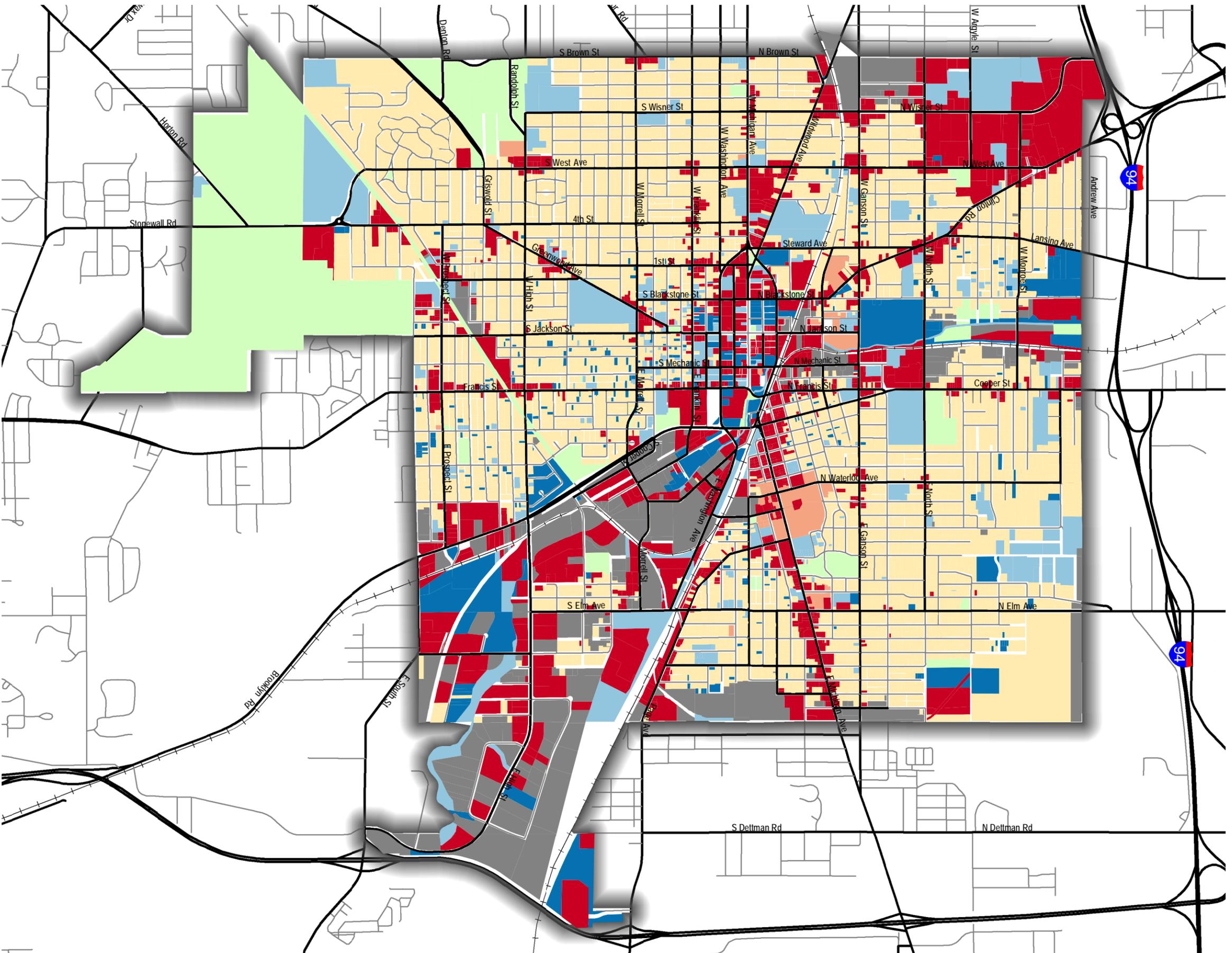
Jobs per 1,000 residents



Housing vacancy rate



Note: Scale for median home value is 100x the scale for median rent



CITY OF JACKSON

Existing Land Use

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS

- Commercial
- Industrial
- Residential
- Parks
- Medical
- Government
- Other



LAND USE

Regional Context

Jackson is an 11-square-mile major City in south central Michigan, approximately 40 miles from Lansing in the north, Ann Arbor in the east, and Battle Creek in the west. Surrounded by rural land and smaller towns, it is the county seat of, and the only city in, Jackson County. Significant suburban development exists in adjacent Blackman Charter Township.¹⁸ Jackson is the furthest upstream of any major city on the Grand River, which begins in Jackson County at Williams Lake and flows through Lansing and Grand Rapids before emptying into Lake Michigan at Grand Haven. Interstate Highway 94 connects the City to Detroit 80 miles to the east and to Chicago 200 miles to the west. US Highway 127 brings traffic to the edge of the City, where Business US 127 runs north and south concurrently with Michigan Highway 50 and includes the Louis Glick/W. Washington loop. The eastern terminus of Michigan Highway 60 is approximately a mile and a half west of the Jackson border, at I-94. Norfolk Southern rail lines extend to the east and west, and the Jackson and Lansing Railroad Co. runs north.

The Jackson metropolitan statistical area (MSA), which is defined by the bounds of Jackson County, is the sixth most populous in the state. Its nearest neighboring cities comprise three of the five larger MSAs, firmly embedding Jackson within the network of infrastructure, trade, and population that constitute Michigan's economic engine. Throughout the 20th century, this interconnectedness has been highly visible through the automotive industry: although the common saying is that "Detroit put the world on wheels," this is only true if we consider "Detroit" to include a land area that stretches north to General Motors' properties in Flint and Saginaw, northwest to Oldsmobile in Lansing, and south and west to cover the myriad of suppliers and specialists in Jackson and Toledo.

Existing Land Use

The City of Jackson is approximately square-shaped, with the junction of Michigan Avenue and the Grand River as its historical and present-day center. The largest land use in the City is residential, encompassing 33% of the land area and 83% of all parcels with an average parcel size of 0.2 acres (8,712 square feet). Road rights-of-way make up the second largest land use at 21%, clearly demonstrating the vast scope of community investment in this infrastructure. Commercial land use represents 14% of the total area and 9% of parcels, averaging 0.7 acres per parcel but including a wide range of parcel sizes. Jackson's 745 acres of parkland comprise 11% of the land within the City limits. Industrial uses are consolidated into just 2% of parcels stretching over 9% of the land area, with an average of 2.1 acres per parcel. Six percent (6%) of the land hosts churches, schools, cemeteries, medical services, and veterans; just under 5% is owned by federal, state, county, or municipal governments (not including parks).

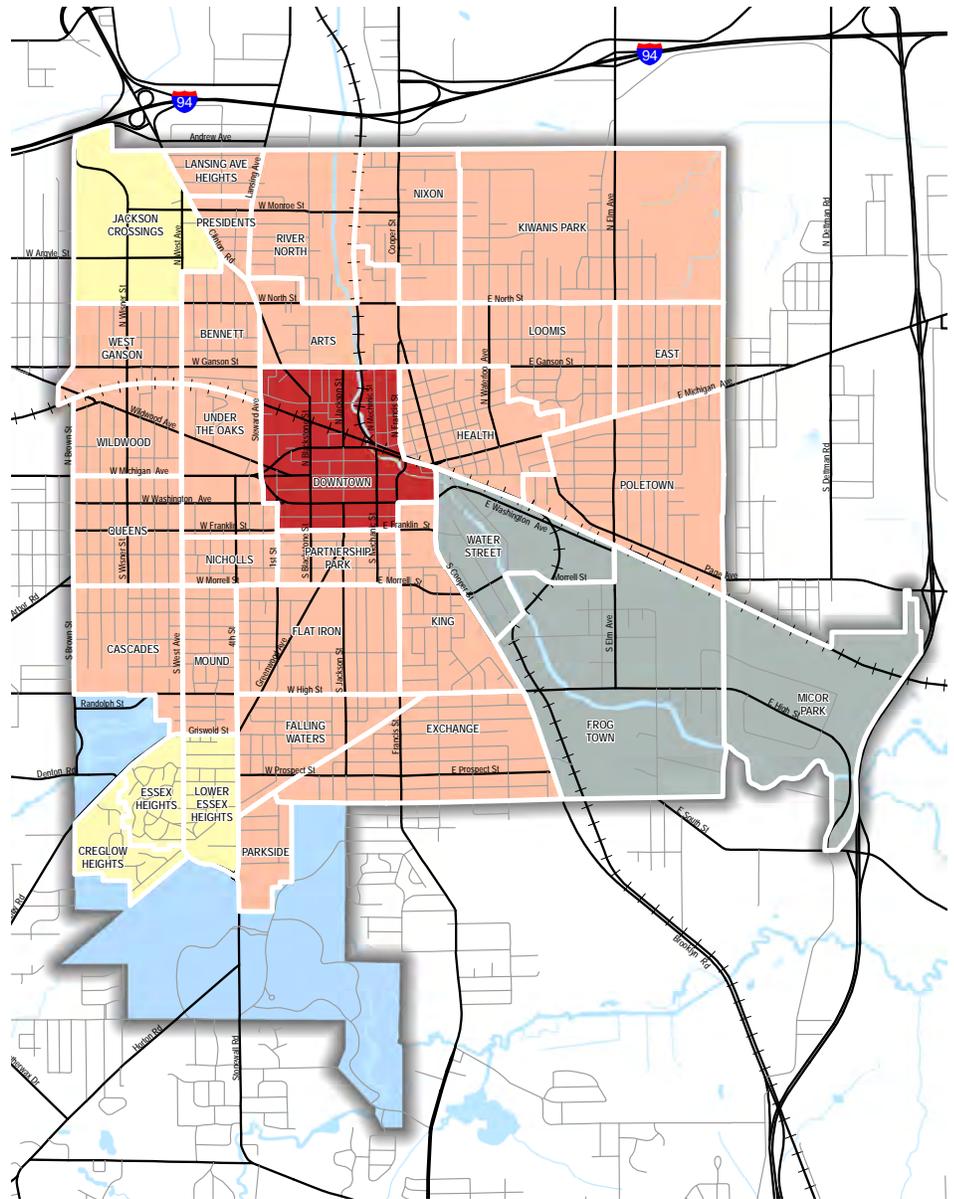
Land use has been the main principle of community spatial organization since the widespread institution of zoning ordinances beginning in the 1920s, and thus the City of Jackson's development is fairly clearly delineated by use. Commercial and government uses dominate the downtown, which is also the geographic center of the community. The northeast and southwest quadrants are primarily residential with other public uses such as schools, churches, cemeteries, and parks, particularly the southwest quadrant with both Ella Sharp and Sparks Parks. The Grand River bisects the City, running from the north to the southeast, and industrial uses are concentrated mostly along the southeast portion with a few along the river's north corridor. The northwest corner is primarily commercial, with a small pocket of industrial use immediately south of the commercial district and a swath of residential

and park uses separating that district from the downtown.

Jackson’s rich transportation history is evident in its varied, well-developed corridors. Michigan Avenue, the former Detroit-to-Chicago Road, is almost fully lined with nonresidential uses from one border to another, including a Health district anchored by Allegiance Health immediately east of downtown and a solid commercial stretch from there to the eastern City limit. As previously mentioned, the Grand River corridor extends from the center of the northern municipal boundary to its southeast corner, and it is loosely paralleled by rail corridors and Cooper Street (US 127 business loop). Almost all of the land uses are represented in each of these two sections. Another former rail line now serves as the Jackson Inter-City Bike Trail from the southwest corner of the City to Cooper Street. Although the middle section of this stretch is lined with commercial and industrial uses, they all face away from the bike trail to serve the adjacent streets—eminently reasonable treatment for a rail corridor but a potential underutilization of a bike corridor.

Built Environment

Though land use type is the most prevalent method of organizing and guiding community development, it is not the only one. The urban-to-rural transect defines a series of six zones that are based on development intensity, rather than the conventional use classifications such as residential, agricultural, commercial, industrial, etc. These zones transition smoothly from preserved and undeveloped natural areas (T1) to a dense urban core (T6), with each zone characterized by the size, density, and configuration of



CITY OF JACKSON

Transect

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT

- City of Jackson
- Major Road
- Minor Road
- Railroad

Service Facility Type:

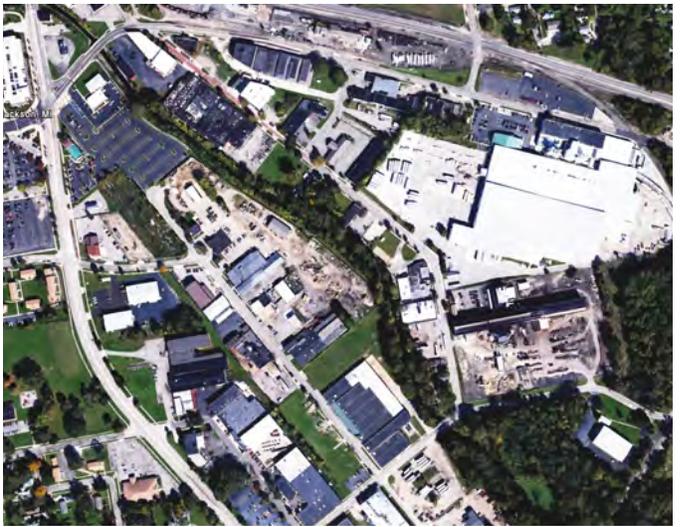
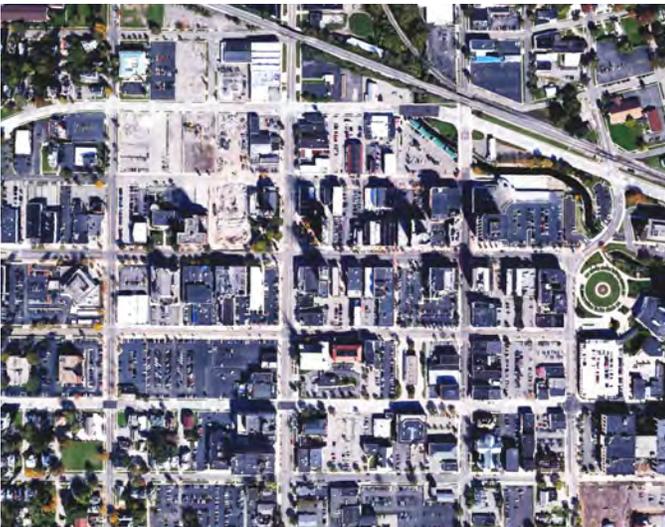
- T1 - Preserve
- T3 - Suburban Style
- T4 - General Urban Neighborhood
- T5 - General Urban Center
- Special District - Industrial



B R T
Beckett&Raeder

Facing: Land development patterns

*Top row: Preserve (T1) and Suburban Commercial (T3)
Middle row: Urban Neighborhood (T4) and Suburban Neighborhood (T3)
Bottom row: Urban Center (T5), Special District - Industrial (SD)
Credit: Google Earth*



30. Transect Zones

its streets and buildings.¹⁹ By understanding these zones, development controls can be written to help ensure that new development will fit well within the existing context. Not all communities have all transect classifications within their borders—for example, the only areas in Michigan that are dense enough to be described as T6 are in downtown Detroit and Grand Rapids.

Downtown Jackson represents a T5 zone, described as a “general urban center.” It is characterized by mixed uses with significant commercial activity, attached buildings that abut the sidewalk, transit service, multifamily housing, and open space in the form of plazas or squares. A few tall buildings notwithstanding, its height is generally three stories or less, and its density does not preclude surface parking in the center of blocks. The oldest buildings in the City, including many built before 1860, are concentrated immediately south of downtown and in the northern half of the City.

The greatest share of the City can be described by the T4 zone, or the “general urban neighborhood.” These neighborhoods are comprised of streets arranged in a grid pattern with sidewalks and, where possible and appropriate, bike lanes. Single-family homes (both attached and detached), multifamily housing, and mixed-use developments sit on small lots. Though the primary character is residential, it is served by commercial development such as corner stores, services, and eateries. Open space is made up of parks and greens, and shallow setbacks separate the buildings from the right-of-way.

A few areas of the City, most notably at its outer corners, were developed in the T3 “suburban” style. The most auto-oriented of the transect zones, T3 residential

development includes the curvilinear street patterns found in Essex Heights, Lower Essex Heights, and Creglow Heights (more recently constructed residential buildings, ranging from the 1910s into the 1940s, are most prevalent in the southwestern quadrant of the City²⁰). T3 commercial development occurs in the “strip mall” style characterized by prominent, expansive parking and placement near major automotive thoroughfares demonstrated by the area surrounding the Jackson Crossing shopping complex in northwest Jackson.

None of the land within Jackson’s borders fits within the T2 or “rural” transect, but the large Ella Sharp and Cascades Parks both represent the T1 “preserve” transect. This is land that has been permanently reserved for open space or sensitive natural features. The proximity of T1 spaces enhances denser T4 and T5 development dramatically by offering users of that development an opportunity to escape the built environment and enjoy the community’s natural assets.

The transect classifications address the intensity of general development, but it is expected that certain uses with specialized requirements will also be accommodated. The southeast section of Jackson, beginning with Water Street and following the rail and river corridors to Micor Park, was developed to serve industrial needs and reflects this in its large, low buildings and expansive setbacks. Their proximity to one another as well as to the rail and river corridors is also integral to the classification of this district.

PLACEMAKING

In its most general usage, “placemaking” refers to the act of building places that attract people. To ensure this appeal, the process is rooted firmly in public engagement and the scope of address stretches beyond technical considerations to bring into focus “people-centered” parts of the experience of place, such as cultural offerings and breadth of choice in transportation and housing. The concept originates in the mid-century writings of urban thinkers Jane Jacobs and William H. Whyte, but has gained momentum through the New Urbanist movement beginning in the 1990s. Michigan signed on in a big way in 2011, when Governor Rick Snyder announced a broad collaboration of state agencies and community advocates called the “Sense of Place Council” dedicated to economic development through strategic placemaking.

This shift in strategy is a direct result of the “new economy.” Under the old industrial paradigm, communities offered companies inexpensive land and access to heavy-duty transportation and raw materials, and those companies in turn offered jobs which attracted people and generated wealth in the community through wages. The value of the physical environment was primarily determined by the profit that could be yielded by exploiting it. In the new economy—whether we prefer to describe it as knowledge, creative, information, or digital—talented workers rather than large corporations are the primary generators of wealth. These workers can and do choose a living environment first, and then look for or create a job. So rather than making attractive offers to companies, communities must make

themselves attractive to people. Decades of theoretical inquiry into this subject combined with recent intense empirical research affords us the essential elements required for the creation of what the MIplace partnership calls “quality places”:

- ▣ Mixed uses
- ▣ Walkable, compact built form
- ▣ Well-designed public spaces
- ▣ Multiple transportation options
- ▣ Multiple housing options
- ▣ Preserved historic structures
- ▣ Community heritage
- ▣ Arts, culture, and creativity
- ▣ Recreation
- ▣ Green places
- ▣ Links to regional rural and natural places

Jackson is one of the 14 urban areas identified by the state as “most important to target for strategic placemaking.”²¹ Collectively, research has found these urban areas, where 82% of the population lives, to be the economic engines of the state. Calculated per capita, the share of GDP, exports, and jobs in these areas is approximately 20% higher than in rural areas. They are also the places with enough population density and infrastructure to support walkability and transportation choice, and they serve as “centers of commerce and culture” to the surrounding region. The Sense of Place Council believes that careful attention to the preservation and enhancement of the placemaking characteristics that already exist within the community, and strategic placement and development of those that are less well represented, can point the way to true revitalization for both the City and the state.

Planting day

Credit: Jackson Downtown Development Authority



ECONOMICS

The City of Jackson is progressing quickly toward an economic transformation.

The citizens spoke clearly about the need for this transformation at every table in every workshop. They insisted on the need for a diversity of well-paid jobs. They envisioned a vibrant, thriving business community that is encouraged and supported. The use of technology to strengthen manufacturing and industry, to make existing firms more effective, and to connect businesses was strongly advocated. Citizens also recommended improvements to the beginning of the employment pipeline, such as education-business partnerships and workforce education, and cited specific benchmarks to be attained at the end, including increases in gross production and income per capita. Few subjects are as universally agreeable as prosperity...but if it were easy to get there, we'd be there already.

Jackson's Economic Prosperity Profile

The City of Jackson has a job sector diversity (private vs. public sector jobs) of 92.5%, which is higher than the State average of 83.1%. This is a good percentage. Private sector jobs, although more susceptible to economic downturns, are more resilient employment generators; public sector jobs, which are more dependent on tax revenues, take far longer to recover. (Considering that Proposal A of 1994 places statutory limits on the rate of property tax increase, some revenue loss can be considered permanent.) However, the diversity of the jobs—indicated by the number of persons employed in manufacturing-related jobs versus those employed in retail jobs—is low, which has a tendency to moderate median household income.

Over half the jobs in Jackson County are located within the City of Jackson (30,676 of 56,530, or 54%), but only 13% of the jobs within the City of Jackson (3,961) are filled by City of Jackson residents. This means that every day, over 6,000 Jackson residents (2/3 of the local workforce) leave the City for employment, and another 26,000 residents of other communities (a number equal to 55% of County's workforce) earn their livelihoods within the City's limits. Demographic data for the City of Jackson and Jackson County indicates that households with higher educational attainment, higher median income, and higher median housing values reside just outside the municipal limits of the City. As a result, the daytime population swells with commuters entering the City to work and departing afterward, leaving behind neighborhoods that once housed 55,000 people. As noted in the demographics section, 60% of Jackson County residents lived in the City of Jackson in 1930. Today, that percentage is 21%, indicating that the majority of the prosperity that is generated within the City limits is being exported just outside its boundaries.

Unlike many older urban cities which are competing for jobs and residents, the City of Jackson has a relatively strong employment base. It now needs to focus on leveraging this base to attract complementary businesses and revitalize its neighborhoods.



Economic Growth Strategy

Real estate analyst firm Land Use | USA assessed the local economy and outlined areas for future economic development initiatives for this report. Based on those analytic results, which are dependent on a variety of public and private sources, several industry sectors were identified that represent growth opportunities for the City of Jackson. Most of these industry sectors share overlapping supply chains and are complementary to each other.

A core-based statistical area (CBSA) is defined by the Census as a densely urbanized community of at least 10,000 people, coupled with adjacent jurisdictions which display a high degree of social and economic integration as measured by commuting to work. The Jackson CBSA includes the entirety of Jackson County.

Major employers (those with over 250 employees) are dispersed throughout CBSA, with a significant number located in and immediately adjacent to the City of Jackson. The location of these industry sectors contributes to the influx of daytime workers into the

Major employers in Jackson County

Category	Company Name	Employees
Healthcare		
	Allegiance Health	3,620
	Great Lakes Home Health Hospice	1,120
	Duane L Waters Hospital	300
	Jackson County Medical Care	250
	Trellis Gardens	250
	Vista Grande Villa	250
Utilities, Media, Business Services		
	Consumers Energy	2,400
	News Group/Midwest News	750
	Call Center HR	400
	Anesthesia Bus. Consultants	260
	Commonwealth Assoc. Engineer.	100
Steel, Metal, and/or Auto Parts		
	Mich. Automotive Compressor	800
	Eaton Corporation	600
	TAC Manufacturing, Inc.	590
	Gerdau Jackson / Mac Steel	350
	Alro Steel	325
	Melling Tool	255
	Allied Chucker & Engineering	145
	Omni Source Grp., Scrap Metal	135
	Production Engineering	100
	Classic Turning	100
	C. Thorrez Industries	100
	Industrial Steel Treating	100
	Mid-America Machining	100
	Lomar Machine & Tool	85
Retail Trade		
	Walmart Supercenter	415
	Meijer Supercenter	400
	Meijer Supercenter	355
	J C Penney Co.	300
	Sears Holdings Corp.	300
	Polly's Markets	245
	McDonald's Chain	450
	Goodwill Industries	130
	Kroger	125

Italics indicate businesses outside of the City of Jackson. Educational institutions which operate in both are grouped by majority of employees.

Category	Company Name	Employees
Anchor Institutions - Education		
	Jackson Area Public Schools	780
	Jackson College	650
	Jackson Co. Intermed. Schools	500
	Spring Arbor University	300
Michigan Dept. of Corrections		
	Miscellaneous operations	745
	Cotton Regional Corrections	480
	Jackson County Intermediate	450
	Parnall Correctional Facility	365
Food Products		
	Dawn Food Products	483
	Rostemi-Dawn Inc.	375
	Aunt Millie's Bakery	152
City and County Government		
	Jackson State Office Building	300
	Cooper Street Correctional	275
	Jackson County Dept On Aging	250
	Other local gov. functions	45
Plastics, Vinyls, Adhesives		
	MilSCO Michigan Seat / Canvas	235
	Adco Products (adhesives)	230
	Certain Teed Corp (vinyls)	147
	Mid-Amer. Products (plastics)	100
Construction		
	Applegate HVCA	285
Medical Devices (Metal)		
	Midbrook Medical Devices	165
	Orbitform, Inc.	70

Underlying data provided by Infogroup and licensed to LandUse|USA. List may not be all-inclusive; any imperfections are integral to the Infogroup data. Exhibit and analysis prepared by LandUse|USA, 2014.

31. Industrial property in Jackson



City and also creates other longer-term economic opportunities. Jackson’s market strengths are currently in metal manufacturing, health care (with Allegiance Health serving as an anchor institution), and utilities (with Consumers Energy serving as an anchor). These industry groups can be leveraged to incubate new businesses and fill niches within those general categories.

The “Major Employers” table clearly articulates the concentration of some sectors within the City, such as Allegiance Health System and CMS Energy. However, economic diversification is also essential for achieving resiliency during economic down-cycles. According to economic consultants at Land Use | USA, the City of Jackson should focus on growing sectors which are complementary to existing strengths. These sectors require skills which the workforce can translate from

one firm to another, offering a breadth of choice to both workers and employers. Such sectors include:

- ▣ Finance, insurance (headquarters)
- ▣ Medical supplies manufacturing
- ▣ Related life sciences industries
- ▣ Information technologies
- ▣ Advanced distribution technologies
- ▣ Renewable energies
- ▣ Other scientific, technical industries
- ▣ Plastics, rubber, vinyl products
- ▣ Chemicals and adhesives

The Jackson CBSA also has strengths in the wholesale trade, manufacturing, construction, transportation, and warehousing industry sectors, and these strengths need to be continuously upgraded to keep pace with

accelerating business changes. Local business should pursue advanced design and automated assembly technologies to help them remain competitive in the global marketplace. Additional recommendations include.

- Renewable Energy Technologies – Consumers Energy should continue to work with manufacturers like Eaton Corporation and educational services like Jackson College to develop new renewable energy technologies and systems to connect small electricity generators to the grid and to satisfy other unmet needs.
- Energy Training in Educational Curricula – A steering committee should be formed to determine and meet Consumers Energy’s needs using local business and education resources. Jackson College has recently added a bachelor’s degree in Energy Systems so students can become skilled in the energy business. This is one good example of an initiative that helps fill this objective.
- Advancements in the Automotive Industry – Work with automobile manufacturers to learn new techniques for automobile parts manufacturing and assembly; adapt these advanced techniques to other industries.
- Other Advancements – Additional advancement could be made with computer-aided design (CAD) and automated assembly technologies. As the cost of data acquisition and storage drops, new manufacturing and distribution ideas can be achieved at lower costs than ever before. In addition, advanced distribution technologies can be used to improve the performance of existing companies while reducing their costs.

ECONOMIC DIVERSIFICATION CASE STUDY: ADVANCED TECHNOLOGIES

HCL Technologies has developed a new information technology (IT) center in Jackson, which opened in late 2013 and is expected to create 300 to 500 new jobs in the downtown. This economic growth can generate additional trickle-through benefits for jobs in analytics, health information, and other information technologies.

Existing industries throughout Michigan will continue to need the most current advancements in information technology, analytics, biotechnology, and medical technologies. Considering this, here is a list of additional recommendations:

- Leverage HCL Technologies – In addition to the direct hires, even more jobs could be created if an information technologies business cluster could grow around it, developing new IT services for advanced analytics, health information, and other business-building information technologies.
- Participate in MiHIN – Healthcare and social assistance businesses should participate in the Michigan Health Information Network Shared Services (MiHIN), an organization that is creating a health information exchange for electronic health records to replace traditional, paper-based files. These records increase efficiency and reduce costs. Jackson County businesses could develop new emerging technologies to meet this growing market.
- Recommend Higher Education IT – Add information technology courses to educational curriculum wherever practical. Jackson College has added a bachelor’s degree in energy systems, and should also consider adding a bachelor’s degree in information technology, advanced analytics, or related specialties, as these are all in high demand in today’s rapidly changing market.
- Strive for IT Advancements in Government – The City of Jackson should continue to embrace advanced information technologies to provide better service at lower costs. The Citizen Interaction Design initiative, the adoption of an open data policy, and the creation of a distressed property registry are examples which already advance this goal.

The Economics of Place

In economic growth strategies, it is essential to identify actionable strategies for competing in statewide, regional, national, and global economies. Simply recommending “recruitment of new companies in the information technologies industries” does not suffice, because successful recruitment depends on other factors.

When businesses open in a new location, they often hire from within the existing labor force for many of the lower-level positions. Larger companies such as regional headquarter operations often relocate or transfer their middle management, top management, and skilled workers from across the United States, and even globally. Each time a new business considers Jackson as a potential home, its leaders must weigh the benefits and risks:

- Does Jackson offer enough amenities to appeal to my future employees?
- Can we convince future employees to transfer their families from Chicago, Toledo, and Indianapolis?
- Can we compete for workers living even closer, like Lansing, Ann Arbor, and Battle Creek?

Business leaders are well aware that their competitive edge, and potentially their viability, depends on the ability to attract and retain the right talent. Communities that succeed in competing for economic growth have figured out that they must provide a vibrant mix of amenities, attractions, and sense of place that appeals to a diverse, skilled, demanding, and highly mobile workforce. The mix must have both the breadth and depth necessary to appeal to new businesses that are comparing several alternative locations. Once a business chooses Jackson, its new employees (including transients and new residents) will help fuel the economy, generate financial returns on the investment, and build the necessary support for additional amenities.

Recruiting companies has been the focus of economic development efforts for many decades, but this model is shifting substantially under the new economy. It has long been conventional wisdom that the only way to move the needle on prosperity is to offer cheap land and resource access to large companies, which will then hire residents and recruit employees, thereby increasing the capital flow into the community as well as the population. This is the “people follow jobs” model, and a landmark 2005 study by CEOs for Cities titled “The Young and the

Restless”²² argues that it is being steadily eroded. The growing shift in our economy from production of goods to production of knowledge has meant that the primary resource of any community is now talent, not land, most often in the form of a college-educated citizen. This shift is coupled with a series of demographic changes that will require cities “to shake off the complacency that comes from four decades of an ever expanding, seemingly inexhaustible labor force.” The late 20th century was characterized by “the tide of baby boomers entering the labor force, the doubling of women’s participation in paid work outside the home, and the... number of college-educated adults increasing from 10 million to 50 million” over that time period. However, all of those conditions are changing as the baby boomers retire, women’s labor force participation reaches parity with men’s, and college graduation rates stagnate. Thus, the most reliable contemporary influx of talent will be concentrated in college educated 25 to 34 year-olds.

This set of circumstances, coupled with sheer demographic size, has given rise to extensive focus on the “Millennial” generation born between 1980 and 2000. CEOs for Cities notes that they are “well-educated, adaptable, mobile and relatively inexpensive” (in terms of municipal service use) in addition to currently occupying “the most entrepreneurial [age group] in our society.” The confluence of their mobility and entrepreneurial tendencies gives them the ability to choose where they want to live first, and then find or create a job once they get there—the “jobs follow people” model. Rather focusing on offering circumstances that are favorable to large, established companies, then, communities which are successful in the new economy will divert their resources to understanding and offering the preferences of their potential talent pool.

These preferences represent a welcome piece of good news for urban cores: the talented young adults of the early 21st century strongly prefer to live in “close-in” neighborhoods, or those adjacent to the City center. A 2011 update to the CEOs for Cities report found that “well-educated young adults are about 94% more likely” to live in these areas than their less-educated peers, and that “this relative preference for close-in neighborhoods increased in 45 of the 51 large metropolitan areas,” even those with declining overall populations such as Cleveland and Detroit. These data provide excellent support for Jackson’s strategic focus on its downtown and surrounding area.

Several factors driving this preference are worth mentioning. Some are demographic, such as declining household size as young people delay or forgo marriage and opt to have fewer or no children, resulting in a need for much smaller living space and a desire for less maintenance of it. Two-worker households are also beginning to seek the savings on time, and expansion of mobility choice, offered by walkable proximity to child care, schools, and other activities. Many other factors are economic. The millennial generation's college debt is staggering, having nearly doubled per graduate over the past two decades and affecting an additional quarter of graduates,²³ thus having less funds available to purchase cars and homes. Even if they had the money, the promise of homeownership as a reliable investment has dimmed in the wake of the foreclosure crisis, perhaps especially among those who have spent a considerable portion of their lives contending with its effects. Rates of walking, biking, and transit ridership have climbed steadily since 2000 (24%, 16%, and 40% increases respectively) as vehicle miles traveled and the share of 14-34 year-olds with a driver's license have fallen (23% and 22% declines respectively), making areas that support transportation choice considerably more attractive.

Downtown Jackson

To address the challenge of Placemaking, the City should continue to focus its economic growth efforts into the heart of the Downtown, particularly the area delineated by the W. Louis Glick Highway (north) and Washington Avenue (south), with Michigan Avenue serving as the spine.

Regardless of the market, economic growth is a continuous and gradual process of change. In today's markets, it almost always requires considerable

J.O.E.S.



Jackson's Overall Economic Stabilization (JOES) program is a multi-phased strategic plan to improve the physical conditions citywide in order to create a comfortable, appealing environment that is attractive to business and talent. Specific components include:

- Reducing the oversupply of blighted, vacant, abandoned, and dilapidated housing through demolition, thereby increasing demand and consequently stabilizing prices.
- Creating a comprehensive database through the implementation of a new non-owner occupied residential property registry as well as a foreclosed, vacant and abandoned residential property registry.
- Increasing code enforcement, such as rental inspections and issuance of blight violations, in an effort to upgrade living conditions, provide sanitary surroundings in neighborhoods, and instill a sense of pride in the community.
- Increasing zoning enforcement to curb illegal uses in all zoning districts, especially in the one- and two-family residential districts where homes have been illegally converted to poorly renovated, multi-family units which have needlessly increased the rental housing stock. Consequently, the City of Jackson now attempts to enforce maintenance codes on over 2,300 vacant, dilapidated non-owner occupied units it does not need (considering the dwindling population) in addition to over 13,000 occupied units. Vacant living units represent over 16% of the total living units in the City.
- Exploring viable waste disposal plans, including city-wide franchised garbage and recycling options to provide a more suitable and efficient manner of refuse collection.
- Supporting homeownership and single family reversions through strategic rehabilitation and limited new construction where practical.
- Managing and right-sizing public infrastructure assets.

Downtown Jackson



investment in traditional downtown districts, largely in response to re-emerging interest in downtown living and working—particularly among the highly mobile Millennial generation (i.e., young professionals).^{24,25}

Downtown residents are a critical piece of the economy. They constitute a built-in customer base for downtown businesses and expand the diversity of goods and services in demand. Their presence activates the downtown space over the course of 24 hours rather than just during “office hours,” increasing natural surveillance and both real and perceived safety. Their transportation choices defined by development density, they support non-vehicular and transit-based networks. For these reasons, both the City and the Anchor Initiative discussed below have instituted incentives to live within the Jackson’s boundaries and particularly within the downtown district: Consumers Energy offers \$100 per month in rent subsidy for those living within an established downtown boundary, while the City of Jackson offers a \$150 per month stipend for living in the City and plans to increase it for those living in downtown.

Over past decades, downtown Jackson has been negatively impacted by outlying retail developments at Jackson Crossing Mall (opened in 1960), Westwood Mall (1972), and big-box clusters along the E Michigan Avenue, I-94, and US 127 corridors. These impacts left vacant buildings and land in the downtown. A good core of businesses, churches, and government offices remain in the downtown, and there are also a handful of local restaurants. However, the district still lacks a critical mass of attractions that are demanded by new resident households, particularly by Millennials and young professionals.

Even with its decline as a regional retail destination, the City of Jackson’s downtown still holds high potential as a center for business and community gathering. Downtown districts are regaining popularity among many lifestyle clusters, and there is a renewed, consistent, and reliable trend toward downtown living. However, leveraging this trend will depend on Jackson’s ability to add new retail, entertainment venues, and attractions in the downtown as well as its ability to implement placemaking and streetscape improvements.

For the City of Jackson and its downtown, top recommendations begin with the following:

- Spatially delineate and plan subareas, districts (hospital, theater, retail, library, etc.) as reinvestment

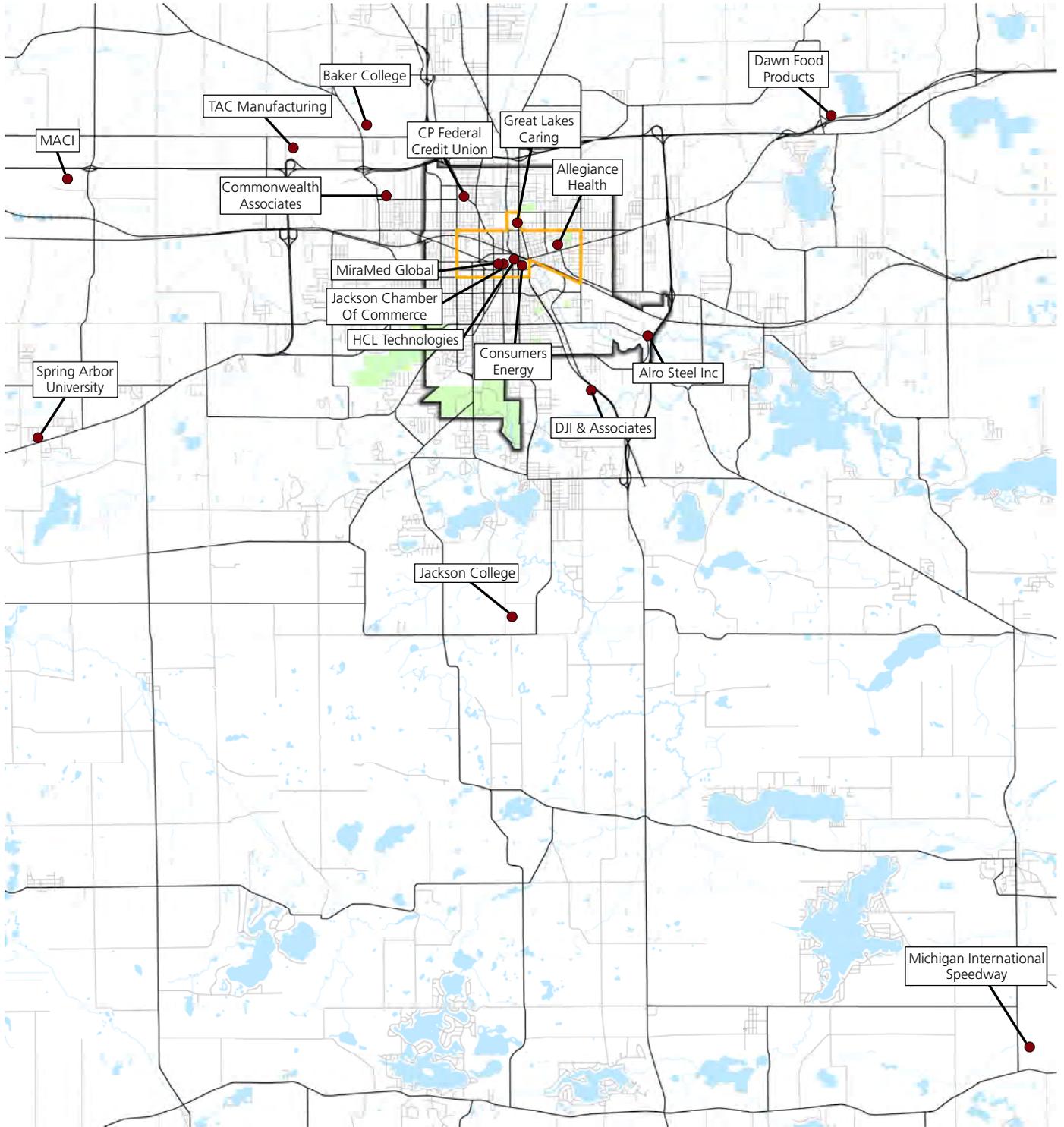
areas. Plan the subareas in a manner that strive for critical mass and reduce land use fragmentation within a compact area, rather than scattering development throughout. Prioritize the subareas.

- Facilitate filling vacancies and developing new buildings on vacant lots to achieve economic critical mass among all businesses, and to help reduce physical fragmentation of uses.
- Facilitate filling vacancies and building on vacant lots with not just retail, but mixed-use projects with office buildings, hotels, residential units, educational facilities, and health care facilities.
- Add new build-to-suit anchor types of businesses that help relocate jobs, employees, and residents to the downtown, particularly in the finance/insurance, information technology, renewable energy, and life sciences industry sectors.
- Enhance and diversify the mix of placemaking and quality of life amenities for employees and residents, such as bike paths, parks, social open space, etc.
- Add convenient retail choices for downtown residents, particularly in the categories of an urban grocery store, furniture and consignment, and moderate eateries.
- Ensure that nonmotorized and public transportation networks connect the urban core to other districts, neighborhoods, recreation, amenities, and surrounding communities.

Despite the tough retail competition in other geographic sectors of the market, downtown Jackson’s relatively large geographic size and the availability of developable parcels also provides the potential for new businesses. It holds the physical capacity to support a mix of new offices, entertainment and dining venues, retail, and residential units. What is presently missing is the sense of place and the amenities, including housing, needed to appeal to a paid workforce that can support those new businesses.

Anchor Initiative

Many of the downtown’s challenges have already been acknowledged by the City of Jackson’s Anchor Initiative as part of the process of developing economic growth strategies. The Anchor Initiative is a collaborative effort by local businesses and institutions to partner in the revitalization of downtown Jackson by assisting the City in the areas of housing, entrepreneurship, and creating an atmosphere that encourages reinvestment and recruitment of professionals with backgrounds in science, technology, engineering, and mathematics (STEM). According to data produced by the Bureau of



CITY OF JACKSON

Anchor Institutions and Live Local Boundary

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT

- | | | |
|---|---|--|
|  City of Jackson |  Park |  Major Road |
|  Live Local Boundary |  River |  Minor Road |
|  Anchor Institutions | |  Railroad |



Michigan International
Speedway

Labor Statistics, there are 167 STEM occupations. Some of these classifications include computer and information systems managers, biofuels production managers, nursery and greenhouse managers, construction managers, architectural and engineering managers, natural sciences managers, water resource specialists, brownfield redevelopment specialists and site managers, environmental compliance inspectors, cost estimators, security management specialists, accountants, auditors, and risk management specialists. Many are present in the Anchor Initiative companies. An alternate conception of this economic segment includes art (STEAM).

An analysis sponsored by the Michigan Office of Urban and Metropolitan Initiatives²⁶ noted that two downtown anchors, Allegiance Health and Consumers Energy, accounted for over 10% of the land area bounded by North, Elm, West, and Washington Avenues. Further, the analysis indicated almost no students or employees live within the same target area, and that significant economic and residential leakage occurs.

Currently, the Jackson Anchor Initiative is collaborating with the following companies:

- Allegiance Health
- Consumers Energy
- MACI
- Eaton Corporation
- TAC Manufacturing
- Dawn Food Products
- Gerdau
- Alro Steel
- Great Lakes Caring
- Tenneco
- Anesthesia Business Consultants
- Commonwealth Associates
- HCL International
- CP Federal Credit Union
- Michigan International Speedway
- Full Spectrum Solutions
- LJ Ross Associates
- Comerica
- First Merit Bank
- DJI & Associates

Though their headquarters are spread throughout the region, approximately 70% of the 10,940 individuals collectively employed by these firms work within the boundaries of the downtown district. Many of these

firms have a need to retain and recruit individuals in the science, technology, information and medical fields. Their success is dependent on offering employees access to a variety of quality social, cultural, educational, and living venues.

The Anchor Initiative makes five basic requests of its member organizations:

- A three year pledge to financially support implementation of the project's objectives,
- A willingness to evaluate and aggregate purchasing to support the "Invest/Buy Local" effort,
- Active in engaging their millennial generation workers in a young professionals group,
- Rent incentives for employees to live downtown,
- A commitment to co-op style business internships that can help support a young, year around, talent-based population in the downtown.²⁷

Jackson Young Professionals

In April 2014, a group of Jackson's early-career professionals between the ages of 21 and 40 launched the Jackson Young Professionals group dedicated to "establishing, promoting, and encouraging social and career development opportunities in the Jackson community." With nearly 200 members representing 90 businesses as of this writing, the group has become a highly visible contingent in the local scene.

JxnYP, as it is called, is organized into six committees serving various aspects of its mission: Social Events, Membership Development, Marketing and Communications, Professional Development, Fund Development, and Community Service. It has an active social media presence used to disseminate event information and connect members. Monthly "Large Group Meetings" are held at a variety of locations throughout the City and followed by "a social hour at a nearby watering hole." A sampling of their activities demonstrates their commitment to fun, community involvement, and fun community involvement: a New Year's Eve party, a meet-the-candidates "political party," establishing a Young Professionals Endowment Fund, participating in Downtown Beautification Day, visiting the John George Home, and volunteering at the Art, Beer & Wine Festival.

A master plan workshop aimed specifically at JxnYP members revealed one overarching similarity with the wider community, and one difference. Young



33. Jackson Young Professionals group
 Credit: Jackson Young Professionals

professionals’ top collective priorities were closely aligned with the top priorities at each of the other workshops: more and sustainable small business, and greater cultural attractiveness. But they seemed to be far more optimistic about their chances of achieving them, using phrases to describe the community that revolved around positive change and giving the most votes to the category containing “eager for change,” “in transition,” “on the verge of greatness,” “potential,” and “could be a cool city.”

This is extremely good news. Such optimism is virtually required to power the forward momentum Jackson needs to build. Perhaps more importantly, the very existence of JxnYP provides an invaluable community resource for attracting and retaining young talent: a ready-made and accessible peer network.

Integration with Enterprise Group of Jackson Inc. and County Economic Development Initiatives

The Enterprise Group of Jackson, Inc. is the primary economic development agency representing the Jackson CBSA. The board is comprised of local business leaders, and the organization functions as a traditional economic development agency: offering recruitment and retention services, providing property redevelopment and brownfield assistance, and serving as professional staff to several downtown development and local development finance authorities. Economic growth initiatives promoted by the Enterprise Group of Jackson, Inc. include the Anchor Institutions Initiative, the Jackson Area College and Career Connection, and the Economic Development and Workforce

Coordinating Council.

The Jackson County Strategic Plan – 2020 also includes several initiatives that overlay with City economic initiatives. These include:

- Continue business retention/expansion efforts focused on existing base industries: utilities, manufacturing, retail, and education.
- Support creation of easily accessible, timely, accurate, and relevant data to assist business attraction efforts.
- Collaborate with community and business sectors to create a “Culture of Education” that provides an educated and skilled workforce, meeting the needs of the business community.
- Maintain or improve public services that support economic development including: Airport, Community Development, Land Assembly, Recreation and Parks, Corridor Improvement, Road infrastructure, Brownfield Properties, Work Force Development, and Zoning/Permitting.

In addition, the Jackson County Strategic Plan emphasizes the “Cradle to Career” (C2C) plan focused on educating children now and in the future. This plan is targeted to improve and increase the percentage of high school graduates, the percentage of Jackson County youth entering college, and participation in STEM-related classes which align with the Anchor Initiative. Many of the C2C plan elements address local resident priorities identified at the community engagement sessions, such as improving the quality of local schools so they can serve as a stairway to greater economic prosperity.

A NOTE ABOUT EDUCATION

During the Community Workshop series, education emerged as a theme of widespread concern for residents. It was mentioned at every workshop, and overall about one in six of the collective priorities focused on it in some form. This illustrates the critical importance of the educational sector to the health of the community. Unfortunately, it is largely out of the City's jurisdictional reach: under Michigan's legal framework, schools are governed at the state level with little if any municipal input.

Yet it is just about impossible to discuss economics without also mentioning education. The "talented workers" sought by businesses and communities have skills and knowledge. Unemployment, poverty, and

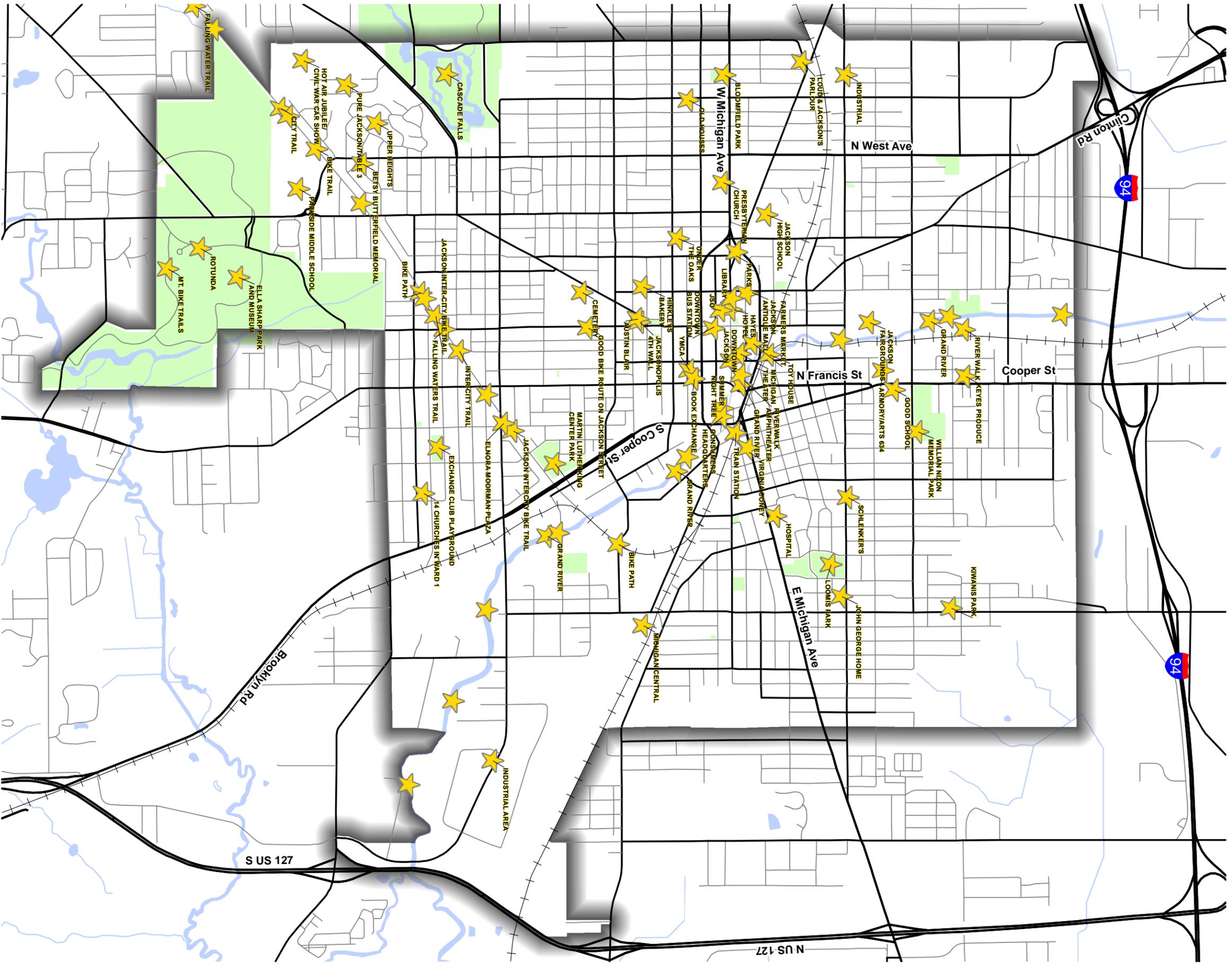
overall economic output are municipal concerns, and are closely linked to education. According to CEOs for Cities, "In the aggregate, increasing the four-year college attainment rate in each of the nation's fifty largest metropolitan areas by one percentage point would be associated with a \$124 billion increase in annual personal income" nationally.²⁸

Priorities and associated actions in the following table were drawn from the community workshop series. For each, the party/ies with the power to get it done are identified: the City (C), the Public (P), the Business community (B), the Educational system (E), or Other (O). Those that the City is responsible for have been included in this plan, and readers are encouraged to use this list to consider other ways of implementing the educational improvements that will benefit the whole community.

Responsible Party: C P B E O				
Educated workforce				
Attract more employers	x			
Better funding for local schools				x
Support families from cradle to career	x		x	
More quality / high tech jobs and job training for residents				
Improve education and job training			x	
Improve neighborhood housing	x			
Partner with Jackson College to provide offerings downtown	x			x
Vocational training				
Career center			x	
On the job training		x		
Science and technology curriculum in high school			x	
Improve access to education				
Better bus system				x
More support for student success in high school	x	x		
Financial aid and scholarships for college		x	x	
Successful educational system				
Skill training		x	x	
Better funding				x
Engaged teachers			x	
Goal oriented with educational focus		x		
Focus on best interest of kids	x			
Opportunity for higher education			x	
Successful family / community support				
Involved parents	x			
Get kids engaged in their own education	x			
Education-business partnerships				
Apprenticeships		x		
Scholarships		x		
Co-op / internships (paid or unpaid)		x		

C P B E O				
Kalamazoo Promise Model				
Internship co-ops for high school students		x	x	
Money earned goes toward college education		x	x	
Lower debt for higher education			x	x
Retaining students, investors		x		
All Children Able to Graduate				
Greater parental involvement		x		
Improved employment opportunities			x	
Art/cultural opportunities			x	
Educated				
More "Cradle to Career" movements				x
Active mentoring		x		
Top-Notch Schools				
Attract better educators				x
Devote more resources to our schools				x
More input from educators on issues, funding, functionality, school structure				x
Make Jackson a city that people want to live in (better housing, shopping, recreation, wages, neighborhoods, safety)	x	x		
Create economic stability	x			x
Set higher standards				x
Provide quality facilities				x
Quality schools and education for everyone				
Encourage and build in parental involvement		x		
Fight to change how schools are funded		x		
City can nurture an environment that is conducive to students being able to concentrate in school	x			

CITY



CITY OF JACKSON

PURE Jackson

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- City of Jackson
- Parks
- Major Road
- Minor Road
- + Railroad

★ PURE Jackson:

Community assets as selected by
community engagement participants



ASSETS AND AMENITIES

Historic resources, arts and culture, and recreational amenities have a significant impact on local economies in two ways, both difficult to quantify. Most directly, they can draw tourists who will then pay for lodging, food, and other attractions in addition to any costs associated with the main event. Even in this relatively straightforward case, although attendance data may be collected at each venue (especially if there are ticket sales, but even this may be difficult in the case of free public amenities), that data is incomplete. Information about each guest's distance of travel to the destination, lodging arrangements, and other factors are needed to form a full picture of the asset's economic impact on the community. In the case of a whole system of assets, this and other data must be collected uniformly citywide and then compiled. This is an expensive and time-consuming prospect, so it is rarely undertaken at the municipal level without a specific research objective and dedicated funding. At the state level, however, agencies can and do provide a general picture.

Economic impact of Michigan historical, cultural, and recreational assets

Activity	Impact	Year	Agency
Historic Preservation	386M	2006	MI Historic Preservation Network ²⁹
Arts and Culture	2.1B	2011	ArtServe Michigan ³⁰
Wildlife Viewing	1.2B	2011	MI Department of Natural Resources ³¹
Fishing	2.4B	2011	MI Department of Natural Resources
Bicycling	668M	2014	MI Department of Transportation ³²
All Tourism	17.7B	2011	MI Tourism Strategic Plan ³³
Average MI GDP	399B	2006-2013 (average)	Federal Reserve Economic Data ³⁴

As mentioned above, a community's amenities and assets also play a key role in attracting and retaining residents—which is even more difficult to enumerate specifically. However, a convincing argument is made by two findings from the Knight Foundation's large and seminal "Soul of the Community" study surveying 43,000 residents of 26 communities between 2008 and 2010. First, the research found that the most important factors determining a resident's attachment to his or her community were its social offerings, aesthetics, and acceptance of diversity—even above bedrock items such as the local economy, basic infrastructure, and safety. Further, the communities which displayed the strongest attachment among their residents had the highest levels of GDP growth during the study and over the previous five years.³⁵

These findings are representative of the shift from the old economy to the new, as presented in the MIplace curriculum. In the organization-based manufacturing economy, recreational and cultural assets were products of wealth. They were supported either directly by their benefactors, through tax revenue, or some combination thereof. (A key feature of these assets is that they are generally not self-supporting—if they were, they would likely be sustained by the private sector.) In the new economy, recreational and cultural assets are generators of wealth. As the focus shifts from attracting jobs to attracting people, the appropriate tools are changing from large parcels of cheap land and industrial transportation networks to places to go and things to do.

Citizens identified 57 unique assets as "Pure Jackson": places and events that the community should keep forever and tell everyone about. These 18 recreational, 16 cultural, seven historic, six food-related, five institutional, three economic, and two transportation assets are the community's jewels, prized by residents and magnetic to visitors. Collectively, they make great strides toward satisfying the "Power of 10" concept from Project for Public Spaces, which states that a great place offers at least ten reasons to be there and a great destination offers ten great places (and that a great region

offers ten great destinations).³⁶ These places are best defined and developed by the people who live, work, and play in them, and the interplay of scale offers a framework for understanding placemaking events and opportunities as a connected system.

Open Space and Recreation

When asked to name one word that described the City of Jackson, participants in nearly every group at every workshop mentioned the community's parks. The enviable collection of recreation resources is crowned by two jewels, the Sparks Foundation County (Cascades) Park and Ella W. Sharp Park, Museum, and Golf Course, both results of Jackson's past wealth and bestowed to the community by its citizens. These parks together provide approximately a thousand acres of recreation in the southwest corner of the community that serve the entire region and host attractions such as the Cascades that have the potential to draw from further.

Jackson County and the City of Jackson are preparing a Joint Recreation Plan concurrently with the writing of this master plan, and it is the intent of this plan to support the vision, goals, and action items identified therein. From the more comprehensive perspective, recreation assets are one area in which Jackson is already well-positioned within the new economy, and its unique, diverse, and strong set of offerings should be cohesively branded and marketed widely.

One circumstance which may help cultivate this opportunity is the continued expansion of interest in a nonmotorized network throughout the City and with connections throughout the region. The development of a nonmotorized trail network is one of the five goals identified in the recreation plan, as first outlined in the 2002 Jackson County Regional Trailway Study. The County's "Falling Waters Trail," the first study item to be implemented, recently received some unexpected confirmation of its utility: when data from the online fitness application "Map My Run" was aggregated geographically, the trail was clearly delineated. Linking existing parks to the nonmotorized network offers ready-made destinations throughout the network, provides an opportunity to increase exposure to parks by using them as reference points, increases activity within parks by directing circulation through them, and contributes significant land area which is already free of vehicular traffic to the nonmotorized network. Through careful management of this momentum

35. Recreation in Jackson



CITY OF JACKSON AND JACKSON COUNTY JOINT RECREATION PLAN GOALS

Develop lines of communication, collaboration, and cooperation with other local communities and recreation providers.

Investigate various ways of communicating, collaborating, and cooperating with the other local providers of recreation in order to provide adequate facilities and programs throughout Jackson County as well as avoiding the duplication of facilities and services in any given sub-area of the county (i.e., the Dahlem Center, MacCready Reserve, etc.).

Develop a nonmotorized trail network

Continue the efforts of both Jackson County and the City of Jackson to develop a nonmotorized trail network:

- Continue to implement the Jackson County Regional Trailway Study.
- Encourage local governments to plan for and develop additional nonmotorized trails which will supplement the framework proposed in the regional trailway study.
- Cooperate with and support the efforts of partners to increase access to water trails (i.e., blueways) throughout the City and County.

Renovate existing parks and recreation facilities

Concentrate efforts on improving the existing parks maintained by Jackson County and the City of Jackson:

- Upgrade existing parks and recreation facilities as needed.
- Improve existing parks and recreation facilities to meet (and exceed where possible) the requirements of the Americans with Disabilities Act (ADA).
- Improve the safety of parks and recreation facility patrons and increase the positive impact of parks on their surrounding areas.
 - Continue to install vandal resistant facilities.
 - Continue to improve a consistent and systematic park maintenance program.
 - Improve traffic control within parks.
 - Implement master plan created for specific parks and recreation facilities, including Sparks Foundation County (Cascades) Park and Ella W. Sharp Park.
 - Make recreation improvements to the Jackson County Fairgrounds and Reynolds Field.

Provide recreation programs and events

Provide a variety of recreation programs which the community enjoys, and attempt to involve everyone as a participant, coach, or spectator.

- Continue to provide the various recreation programs provided by the City of Jackson and to identify ways of expanding recreation programming throughout Jackson County.
- Continue to allow special events such as the Civil War Muster and Juneteenth celebrations in county and City parks.
- Provide educational and conservation programs regarding the natural resources found throughout the City and County park systems.

Develop new parks as opportunities arise

Opportunities for the acquisition and development of new parks should not be ignored even though Jackson County and the City of Jackson will concentrate on the redevelopment of existing parks and recreation facilities.

- Provide new mini, neighborhood, community, or regional parks (as applicable) in under-served areas of the City and county.
- Protect natural resources (i.e. forests, wildlife habitat, and wetlands) and to create and/or preserve needed open space in urban/suburban settings.
- Provide a venue for a new recreation facility which cannot be accommodated in any existing park.

toward trail use, Jackson can seek a multiplier effect throughout its recreation and even overall economic systems.

Careful management and maximized benefit are already the cornerstones of the community's recreation planning. Understanding that users largely make their recreation choices on a regional scale, the collaboration between the City and the County should be a fundamental strategy to pool resources and decrease service duplication. The 2015 plan acknowledges the success of this strategy by seeking to replicate it: the first goal is to "develop lines of communication, collaboration, and cooperation with other local communities and recreation providers." The plan also prioritizes renovations to existing parks and recreation facilities over the acquisition of new ones, citing support from the 2013 Citizen Opinion Survey and economic conditions, but continues to provide for the possibility of new park development for underserved areas, natural resources protection, and in the case of unique opportunities.

Historic Resources

An impressive amount of asset construction has taken place in the City over the last 185 years, and some of it is still around to enjoy. The City created the Under the Oaks Historic District in 1977 to celebrate the "Birthplace of the Republican Party." On this site, originally on the outskirts of town and now commemorated at the corner of Franklin and Second Streets, a state convention was held in 1854 to found a new anti-slavery political party. Approximately 300 notable homes surrounding the marker, built in the late 1800s, make up the historic district.

Forty-two (42) other sites are designated as one-building, stand-alone local historic districts. Six of these sites are listed on the National Register of Historic Places, as are five sites that are not also accompanied by a local historic district. These two designations have similarities and distinctions. Both are evaluated according to the same criteria; in fact, Michigan's Local Historic Districts Act (PA 169 of 1970) specifically cites the Secretary of the Interior's standards for inclusion in the National Register as the required basis for evaluating the age, integrity, and significance of local historic

"Map My Run" data aggregation



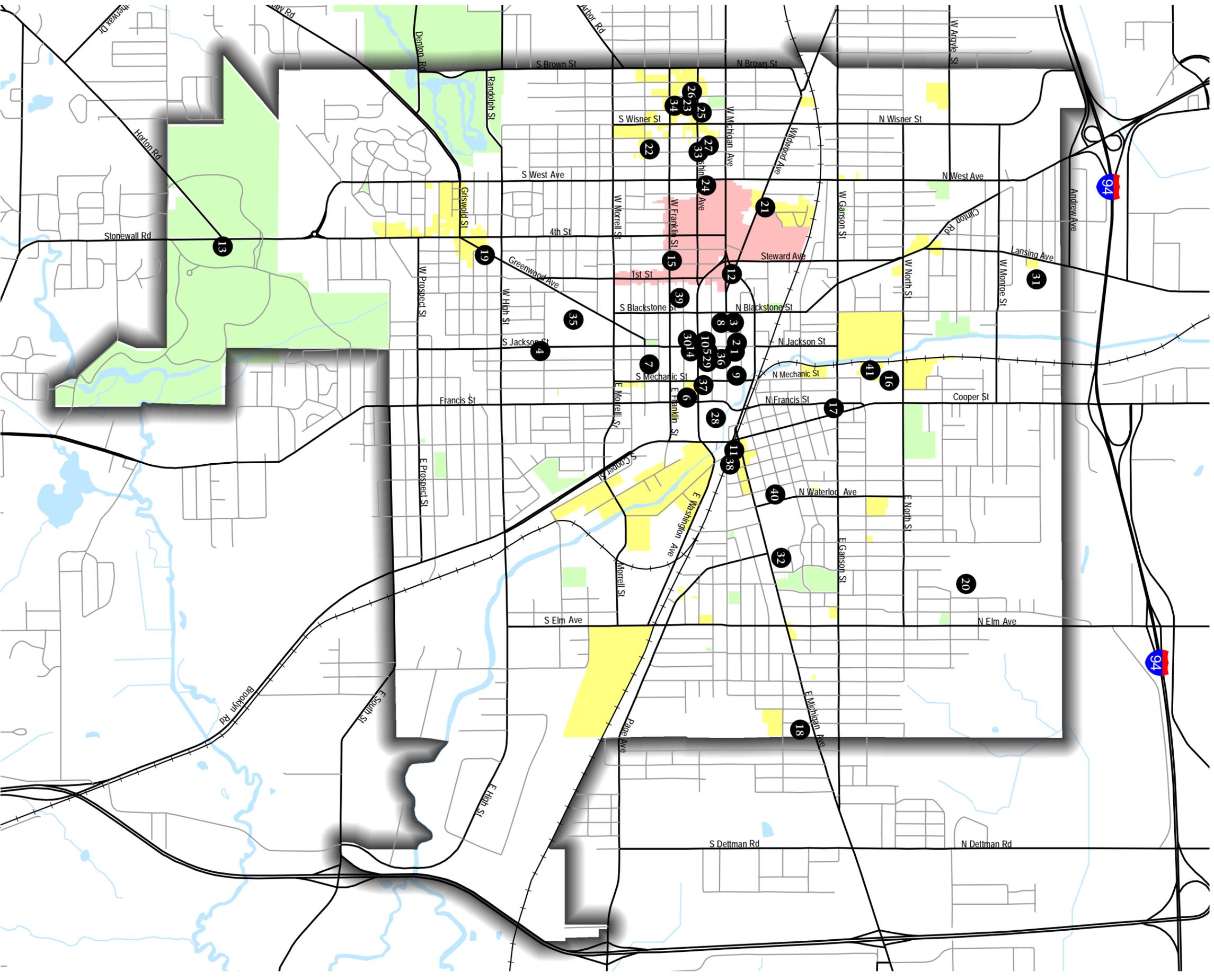
CITY

Dr. Martin Luther King Jr. Trail



Bucky Harris Park





CITY OF JACKSON

Historic Resources

Data sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- City of Jackson
- Park
- Major Road
- Minor Road
- Railroad
- # Historic Building or Location
- Concentration of Historic Resources
- Under the Oaks Historic District



HISTORIC DESIGNATIONS

Point	Name
1	Stone Post Office
2	First Congregational Church
3	Jackson District Library
4	No. 5 Fire House
5	First Baptist Church
6	St. Mary's Catholic Church
7	Berthold S. Rummler House
8	First United Methodist Church
9	Michigan Theatre
10	Beffel Lighting
11	Michigan Central Depot
12	Soldiers & Sailors Monument
13	Ella Sharp Museum House
14	St. Pauls Church
15	Republican Party Birthplace
16	Old Prison
17	St. John's Catholic Church
18	Commercial Exchange Building
19	1401 Greenwood Ave.
20	Co. Juvenile Court Building
21	604 Wildwood Ave.
22	1000-02 Carlton Blvd.
23	310 S Thompson St
24	205 S West Ave
25	1214 West Washington Ave
26	1403 W Washington Ave
27	206 S Webster St
28	Post Office
29	Masonic Temple
30	County Courthouse
31	County Health Department
32	Former E. Intermediate School
33	1000 W Washington Ave
34	1300 W Franklin St
35	Mt. Evergreen Cemetery
36	Reynolds Building
37	227 S Mechanic St
38	Michigan Central Building
39	317 W. Wesley St
40	Allen School
41	Withington & Cooley

resources when considering district designation. Sites listed on the National Register are eligible for state and federal investment grants and tax credits (when such programs are available), and assistance from the Advisory Council on Historic Preservation any time a federal project may affect the historic property. However, the listing does not provide any specific restrictions on modification to the property, including preservation or protection from demolition. In other words, it has no regulatory teeth.

Local historic districts are designed to preserve the exterior appearance of a building or geographic area; because they are created by ordinance, they are enforceable as law just like zoning. Jackson's historic preservation ordinance (Code of Ordinances, Sec 13-1) requires an in-depth study of the integrity and historical significance of the building or area before a district can be designated, as well as the consent of the majority of property owners within the district at the time of creation. Once created, the ordinance requires that all property owners in the district present proposed exterior modifications to the Historic District Commission, which will issue a Certificate of Compliance if the modification meets the United States Secretary of the Interior's Standards for Rehabilitation, a Notice to Proceed if the modification does not meet the standards but is permissible for some other reason (e.g., public safety or an act of God), or a denial.

There are quantifiable economic benefits to the implementation of a historic district.³⁷ Most directly, improvements to designated properties are eligible for a 20% federal tax credit, making a substantial contribution to the project's feasibility and return on investment. (The 2011 Michigan Business Tax reorganization eliminated a 5% state tax credit for commercial rehabilitation and a 25% credit for residential rehabilitation; some grants and loans are now available for commercial historic properties through the Michigan Community Revitalization Program.) Preservation projects derive about 70% of their costs from labor and 30% from materials, as opposed to a 50-50 split in new construction projects. Since labor is generally local while materials are frequently shipped, this shift retains a greater portion of the investment in the community.



Numerous studies have found that home values rise more quickly in historic district neighborhoods than in similar non-designated neighborhoods, including a 2002 study of five Michigan communities. This, in turn, has an attendant increase in tax revenues for the City.³⁸

However, historic districts implement their own unique set of challenges, and they are not a one-size-fits-all solution. Though the integrity of the structures within the district is examined at the time of the district's designation, weather and wear and tear have the same effects within the district as outside of it, and the fundamental citywide mismatch between the number of housing structures and the number of households does not spare the district. The HDC has retained a graduate student in Eastern Michigan University's renowned Historic Preservation program to conduct a survey of the structures within the District in order to provide a current assessment of the integrity of the contributing and non-contributing structures.

Of course, plenty of historic value can and does occur outside of designated districts, and historic district designation is by no means the only way to protect it. To understand the extent of Jackson's built heritage resources, a reconnaissance-level survey was conducted in conjunction with the writing of this master plan. Historical maps of the City were reviewed and each street was driven or walked in order to identify structures and concentrations of structures which could be potential historic resources. Historical significance and the integrity of architecture and building materials were assessed according to a uniform and widely accepted standard, the National Register of Historic Places eligibility criteria.³⁹ The purpose of using these criteria was solely to achieve such uniformity and acceptance, not to recommend the implementation of any historic districts or places.

The paradigm shift in planning from use-based land classifications to intensity-based classifications, as defined by the buildings, streets, and blocks, has some interesting emerging parallels with historic

Historic Jackson buildings

From top: The Rosenfeld building (700 Blackstone); Cascades Park; 218 Franklin

Credit: Eastern Michigan University Historic Preservation Department Student Surveyors

preservation.⁴⁰ The historic preservation movement and the movement toward built-form regulation rather than use regulation (called form-based coding) share some fundamental alliances: “they respect and take inspiration from America’s past, seek to assist in the revitalization of older City centers, and hope to re-integrate walkability into American lifestyles.” The fundamental premise of a form-based code is that new development should share enough physical similarity to its surroundings to be contextually appropriate. Much of the work in developing a form-based code, then, is in understanding, measuring, describing, and prescribing that physical context—much as a historic district study committee does. There exists a substantial opportunity to relate Jackson’s future development to its past development in the process of writing a form-based code, codifying the kinds of distinctive elements and features that led participants at each community workshop to describe the City as “historic.” In order to develop a form-based code, a close working relationship between the City’s Neighborhood and Economic Operations Department and the Historic District Commission is essential. The HDC can contribute to contextual development by identifying and advocating for an adequate number of building form types and defining appropriate contextual form standards, adding a body of skill and knowledge that is necessary to construct a local and workable code.

Arts and Culture

The City of Jackson is home to a wealth and breadth of cultural assets. Citizens at the community workshops listed many of them, with the Ella Sharp Museum and Park, Armory / Art 634, and Carnegie District Library appearing most often. The list included both physical assets, such as the riverwalk and amphitheater on the Consumers Power campus and the Louise Nevelson “Summer Night Tree” sculpture, and events such as the Hot Air Jubilee. Several food establishments were cited, including Hinkley’s Bakery (which had just won the designation “Best Donut in the State” by mlive.com at the time of the workshops), the Farmers



From top: Jackson City Hospital; Holda’s building, East Michigan Avenue; Jackson Carnegie District Library

Credit: Eastern Michigan University Historic Preservation Department Student Surveyors; Wikimedia (Carnegie Library)



Market, and Loud & Jackson's Parlor. The National Citizen Survey conducted in Jackson County has found satisfaction with cultural, arts, and music activities increasing from a 34% positive rating in 2009 to 41% in 2013.⁴¹ A survey conducted for the countywide 2006 Greater Jackson Community Cultural Plan found that residents most often stayed in the City or county for their arts and cultural programs as opposed to Ann Arbor, Detroit, or other locations, and they reported attending libraries/bookstores, film showings, and live music most frequently.⁴²

However, visioning session attendees also frequently mentioned a lack of widespread knowledge of these assets and a need for better promotion, an assertion that was supported by the Cultural Plan survey. Respondents said that the most significant barrier to participating in arts, cultural, and heritage programs was "lack of information about events, dates, or times," with 38% of participants choosing that item over other reasons such as "hard to make time to get out" (11%), "prefer to spend leisure time in other ways" (8%), or parking (4%). When asked how they did get information about events, the greatest percentage found direct mail from the event organizer to be "very useful," and most other media sources—including radio, television, newspaper listings and ads, and email—to be "useful" (range: 36%-45%). The least-frequented source of information was the county tourism website, with 37% of respondents saying "I do not use this."

The last conclusion is unfortunate, because ExperienceJackson.com maintains one of the most complete event databases in the county. The Jackson 2020 Strategic Plan proposes to support its goal of "increase[ing] awareness, alignment, and access to events and institutions in the Jackson Community" by creating an inventory of festivals and special events, listing all events on the Experience Jackson community calendar, and expanding and promoting usage of the website throughout the community, suggesting that the community has made excellent progress. A well-branded, pervasive, consistent messaging campaign directed both within the community and throughout the surrounding area is recommended.

37. Jackson cultural assets

From top: Michigan Theater; Summer Night Tree sculpture, Louise Nevelson



A desire for a livelier “scene” in Jackson was recognized by community engagement workshop attendees. More often than any other, participants said they wished the word “vibrant” described the City. All six sessions cited a bustling and thriving downtown as a collective priority, and it topped the list in half. Michigan’s place-based economic strategy echoes this, asserting that cultural amenities are among the essential characteristics of places which are attractive to the talented workers and entrepreneurs driving the new economy. Many organizations have come together to help measure and promote this assertion, including the Michigan Council for Arts and Cultural Affairs, ArtServe Michigan, the Michigan Economic Development Corporation, and the national Cultural Data Project. These organizations estimate that the state’s nonprofit arts community spent over \$564M in the state in 2011, with 34% of the funds paid directly to Michigan workers and another 2% to the state in payroll taxes.

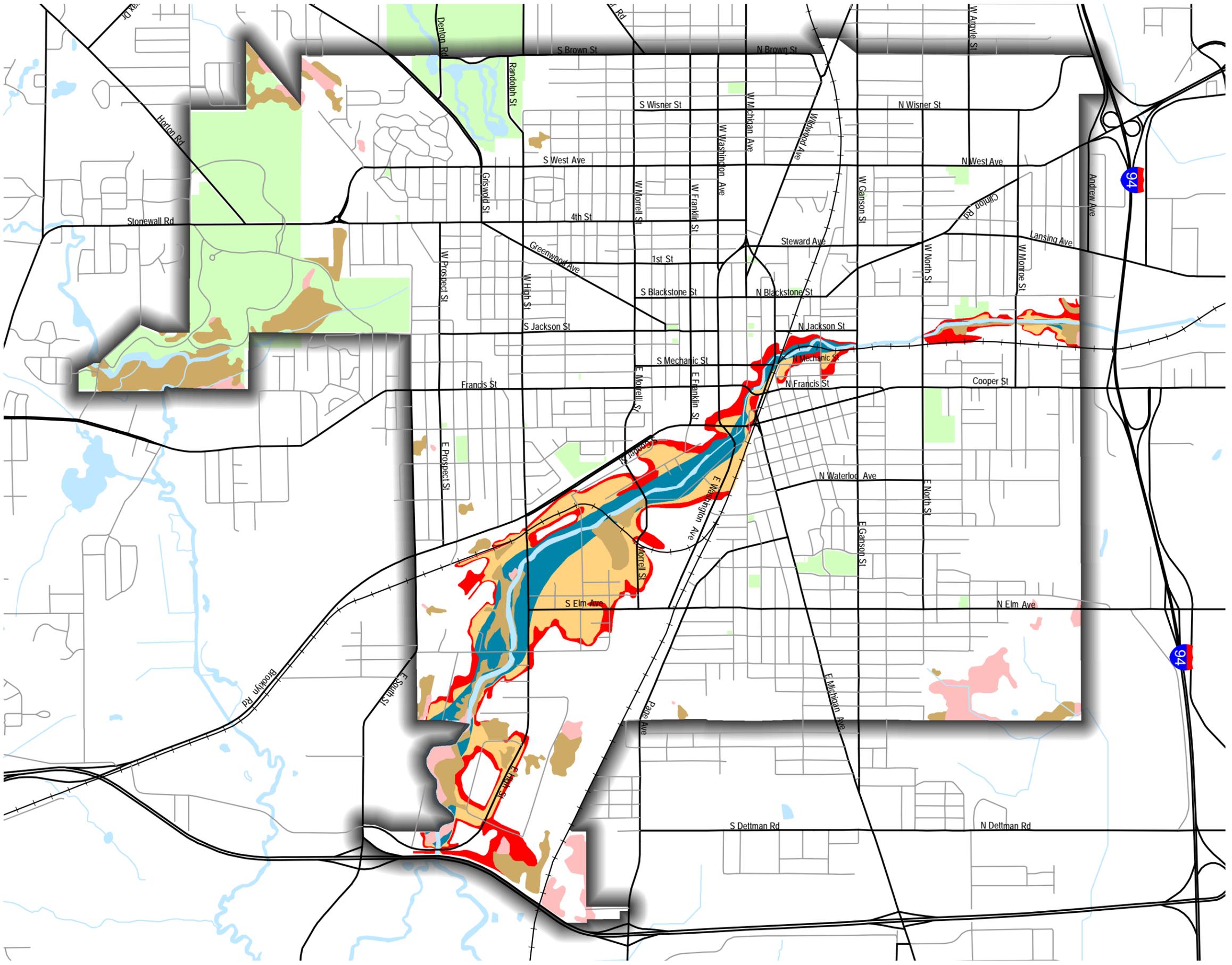
However, it is important to remember that even under the place-based economic model, cultural assets are indirect rather than direct generators of wealth. According to the 2012 American Community Survey, the 2.5% of Jackson workers who listed occupations falling under the North American Industrial Classification System code “Art, Entertainment, Recreation” had a median income of \$16,116—the fourth lowest classification of 19. Those workers with full-time, year-round jobs did better, earning a median income of \$30,530, but just half of the workers fit that description. The 13% of Jackson workers in the tourism-related occupational categories of “Accommodation and Food Service” fared even worse: the total median income of \$11,129 and full-time, year-round median income of \$16,903 are both the lowest in the City, as is the ratio of full-time, year-round workers to all workers at 30%. These numbers would make it difficult to recommend the expansion of these sectors in Jackson’s economy, but fortunately that need is not indicated by any of the data. The amenities exist, and strengthening them through promotion, linkage, and increased utilization is poised to pay a variety of dividends at the household, citywide, and regional scale.

From top: Art 635; Grand River Brewery; Jackson Cruise-In

Credits: Wikimedia; City of Jackson Downtown Development Authority; www.mlive.com



CITY



CITY OF JACKSON

Natural Features

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, FEMA National Flood Hazard Layer 2015

-  City of Jackson
-  Park
-  Major Road
-  Minor Road
-  Railroad

- Flood Zone Type:**
-  Floodway
-  100 Year Floodplain
-  500 Year Floodplain

- Wetland Type:**
-  Freshwater Emergent
-  Freshwater Forested/Shrub



Natural Resources

Water

Jackson's place along the Grand River—the longest in Michigan at 260 miles—is at the headwaters. The Grand has been well-used at every stage of Michigan's history. It first transported European fur traders during the 17th and 18th centuries, then hosted the state's intense logging boom over the latter half of the 19th century.⁴³ The 467-foot drop along its course offered hydroelectric power to rapidly industrializing cities, which grew and intensified along its shores.⁴⁴ From Jackson, it passes through Eaton Rapids, Mason, Dimondale, Lansing, Grand Ledge, Eagle, Portland, Lyons, Muir, Ionia, Saranac, Ionia, Grand Rapids, Walker, and Grand Haven, linking each of these communities through one of their most important features.

The industrial age, however, has left rivers in less-than-pristine condition. The clearcutting of riverbanks for lumber and the filling of wetlands for development contributed to soil erosion and

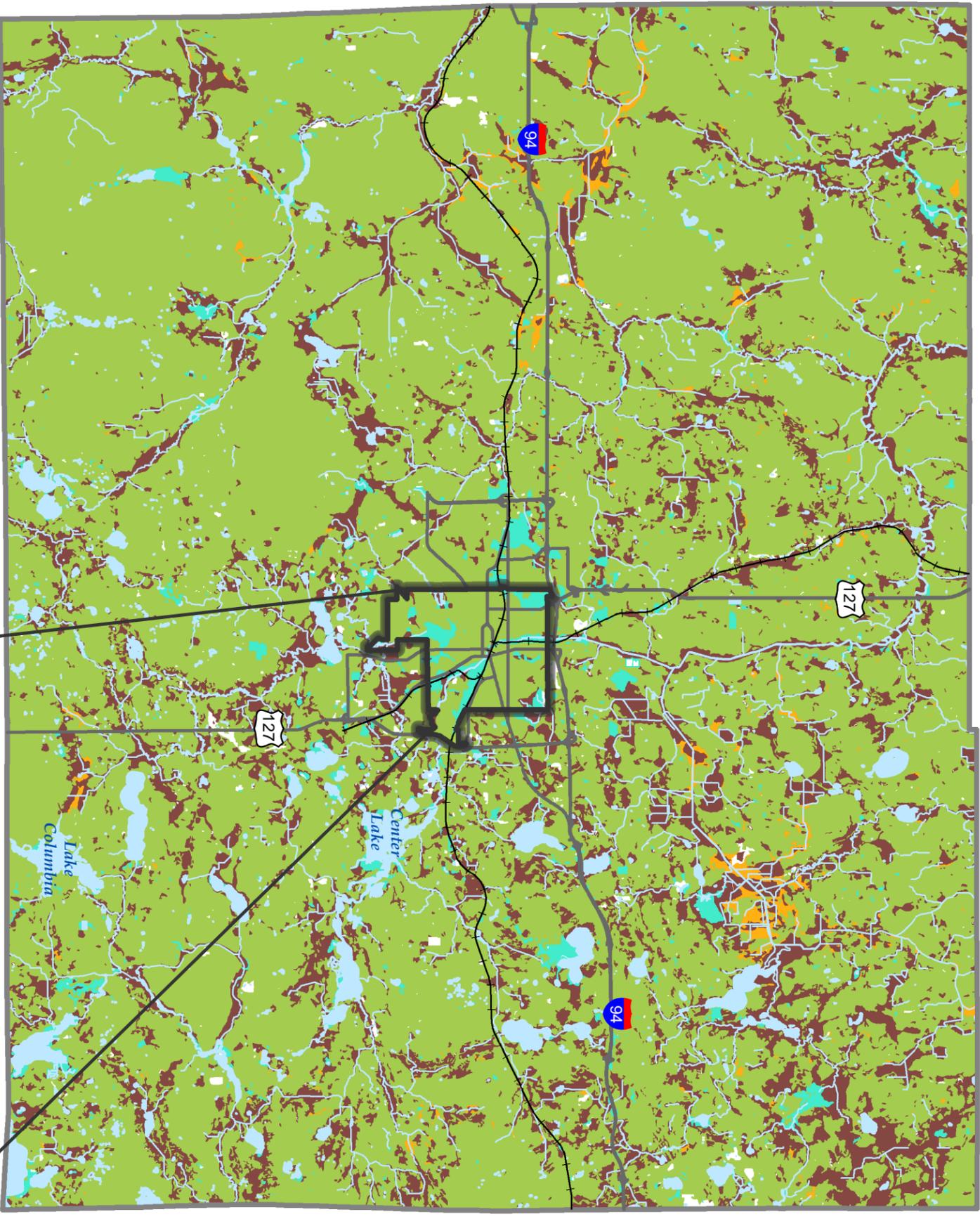
subsequent unpredictable flooding. The installation of dams at every available opportunity separated riverine ecosystems into discrete units with poorer water quality and habitat than the whole. Large-scale agricultural practices delivered phosphates and animal waste to the water's edge. The use of rivers as a disposal system for industry and civilization rendered them unfit for drinking, fishing, swimming, or living near: Jackson enclosed 3,500 feet of the Grand River in a box culvert to minimize exposure to its smells and insects,⁴⁵ and Grand Rapids considered a similar move.

A reversal of this view began in the second half of the 20th century, notably with the 1968 Michigan Clean Water Bond to upgrade municipal sewage plants along the river and the national Clean Water Act of 1972 to improve overall water quality. Since then, fish ladders have been built at dams, sewerage overflows have been dramatically reduced, controls on industrial dumping have been instituted or tightened, and awareness has grown around the connection between agricultural practices and water quality. At the same time, many of the sprawling industrial facilities that lined the riverbanks of legacy cities

CITY

The Grand River in downtown Jackson
Credit: City of Jackson Downtown Development Authority



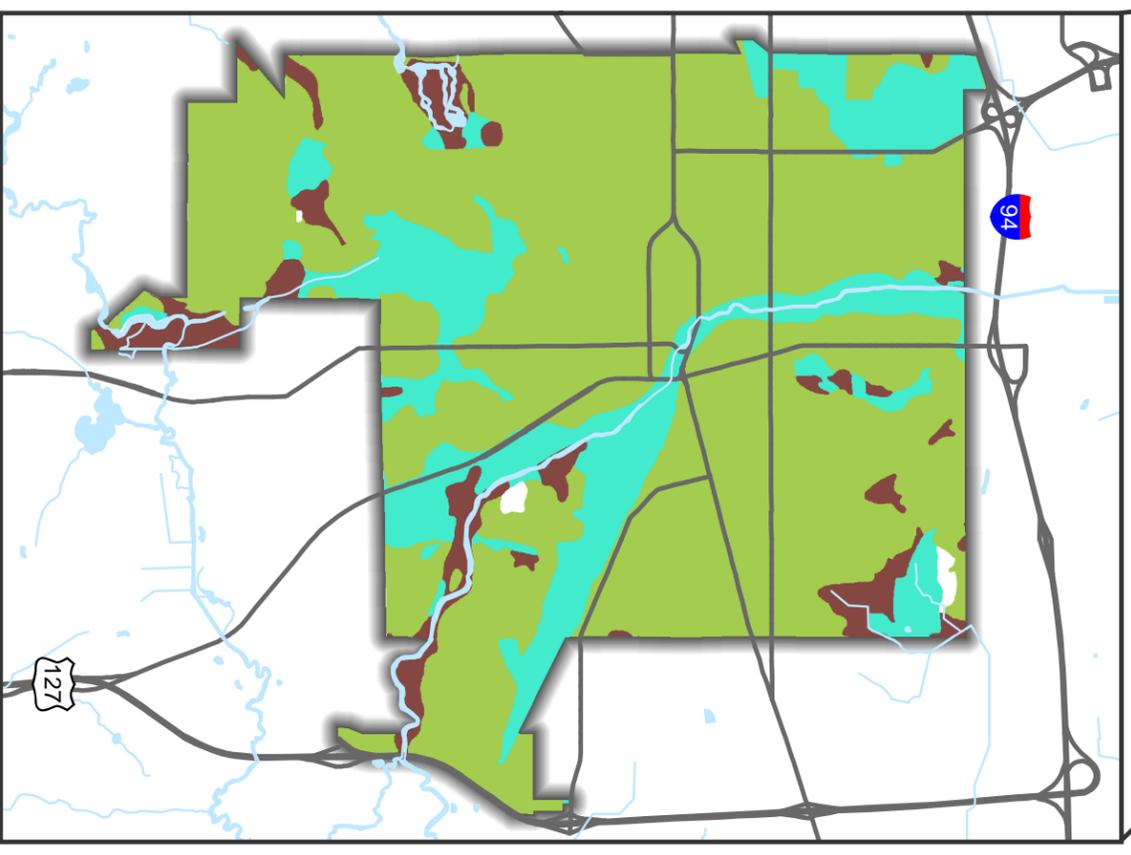
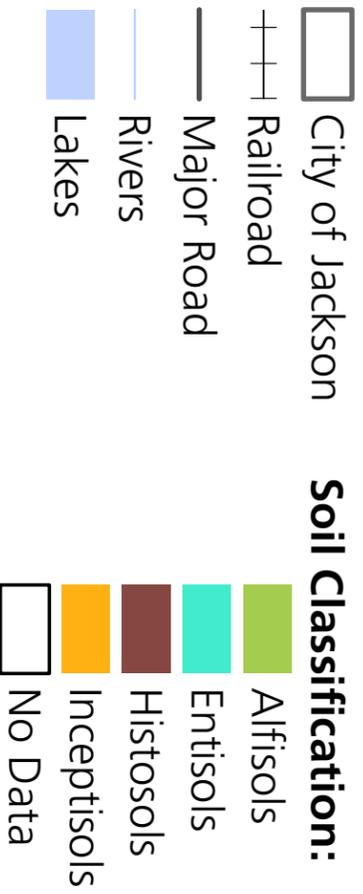


0 0.5 1 2 Miles

JACKSON COUNTY AND CITY OF JACKSON

Soil Taxonomy

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, NLCD 2008



0 0.5 1 2 3 Miles

everywhere became obsolete. This obsolescence, along with improved understanding of the importance of natural riparian buffer to both the natural and built environments, eventually led to the return of waterfronts across the country to the citizens. These waterfronts are excellent assets. The City of Grand Rapids, for example, commissioned a study that estimated \$16M-\$19M in direct annual economic benefit from restoring the namesake rapids to the river, a number that does not include real estate valuation increase or health and environmental benefits.⁴⁶

In addition to the Grand River, the City of Jackson is surrounded by countryside dotted with other rivers and recreational lakes that provide enjoyment for residents and support property values. The largest aquifer in Michigan runs beneath Jackson County. It is a relatively thin ring of freshwater surrounding a pool of ancient seawater lining the bottom of the Michigan Basin. Overall, concern for water quality should be paramount to the City, region, state, and Midwest.

Land

Southern lower Michigan is dominated by alfisols, one of the 12 major soil orders. It is characterized

by decayed materials from our broad-leaved forest of oak, beech, and hickory, and supports the best general farming in Michigan—the second most diverse agricultural economy in the United States after California. It also contains histosols, found in low, wet areas in which organic material accumulates faster than it decays. Commonly referred to as “peat” or “muck,” depending on its state of decay, histosols’ organic properties are highly fertile although its water content must be regulated by drainage and irrigation. It is used for fuel, sod farming, potting soil, and vegetable cultivation. The third order of soils found in Jackson is entisols, “young” soils that have little to no development of the layers indicating their formation processes. They are usually found on eroding slopes, such as riverbanks, and on land that has been disturbed by human activity.

Given that Michigan has an abundance of fertile land which is also suitable for development, it is in the interest of everyone to balance the two uses carefully. Farming is a \$78M enterprise in Jackson County, up from \$56M in 2007—a 39% uptick during the Great Recession. Corn, wheat, and soybean crops make up the bulk of the profit (\$48.8M) along with cattle and dairy (\$20.5M). The largest inventories of pheasants

Community garden

Credit: Wikipedia



Farmland in Jackson County over time

	1910	1925	1950	1954	1978	1982	2007	2012	Change	Pct change
Farms	3,736	3,550	2,854	2,306	1,190	1,242	1,184	1,073	-2,663	-71.3%
Acreage in farmland	422,507	401,432	352,598	320,119	242,219	235,184	182,345	183,111	-239,396	-56.7%
Farm size		113	124	139	204	189	154	171	58	51.2%
Total acreage		452,480		451,200		450,995		449,067	-3,413	-0.8%
Pct in farms		89		71		52		41	-48	-54.0%
Cropland		211,438	155,266	147,774	175,385	172,702	135,138	136,040	-75,398	-35.7%
Pastureland		115,617	37,287	40,925	14,807	10,960	4,911	2,384	-113,233	-97.9%

and sheep in the state can be found in Jackson County—pheasant production ranks 17th among all 3,079 counties in the United States—as well as the sixth largest inventory of horses and ponies.⁴⁷

The relationship between the economic health of City of Jackson and the agricultural resources in Jackson County was at one time interdependent: City residents depended on the farms for food and other natural products, while the City supplied the farms with customers, transportation for export, and materials. This connection has been weakened over the past 50 to 100 years by advances in transportation and refrigeration as well as a cultural emphasis on industrialization, economies of scale, and globalization. However, there is a national and state-wide resurgence to consume locally-produced food; the Jackson Downtown Development Authority’s support of the Grand River Farmers Market is an excellent example of this.

Energy

According to the National Renewable Energy Laboratory, all of Michigan receives enough sun to produce a daily average of 4.5 to 5 kilowatt-hours per square meter of photovoltaic solar energy installation. Average monthly energy consumption in the state is 676 kWh, or 22.5 kWh per day, and thus a 268 square foot solar installation has the potential to offset

the average home’s entire energy footprint. Another parcel-level option is a geothermal heating and cooling system, which uses the constant ground temperature of 47°-50°F to regulate the climate and/or heat water within a building. Average wind speeds at 98 feet, the most suitable height for residential wind-harvesting, are generally too poor for effective energy capture in either the City or the county.

Wind is not a particularly well-suited resource for Jackson on a larger scale, either; wind speeds at 165 feet (suitable for commercial uses) produce a power class of “poor” within the City and rise only to “marginal” in the surrounding county. Solar energy can also be harvested at the community level, an option that may be particularly relevant to Jackson when considering future uses for newly-created vacant land. A third alternative energy source is biomass, defined as plant materials and organic waste used for fuel. Potential sources are wide-ranging and include institutional settings, landfills, farms, and food processors. The nine biomass facilities in Michigan are currently all located in the northern two thirds of the state.

The City of Jackson’s current zoning ordinance does not make specific mention of renewable energy sources. Regulatory accommodation is needed to permit these investments in a way that conforms to the community’s character and promotes interconnection with existing systems.

Grand River farmer's market



PUBLIC FACILITIES AND SERVICES

General fund revenues

In the provision of private-sector services, the supply and demand model creates a fairly straightforward relationship between the funds available for service provision and the actual need or desire for those services. However, public services are by definition those that are not well-served by this model. They are usually those that we consider to be fundamental (education, police protection) or a worthwhile good (recreation, arts, open data), those that must be afforded each member of a population in order to realize their benefit (fire, sewage), or those that require federal or state regulatory oversight (water, electricity). In these cases, we use a variety of public processes to define both input and outlay. Two questions must be addressed simultaneously and continuously: What do we need to provide? What resources do we have available?

Though a master plan is generally concerned with a broad vision of the services provided rather than a detailed financial examination, recent changes to the very structure of municipal finance are causing many cities, including Jackson, to rethink their palette of services in light of the sharply diminished resources available to support them. Thus, a brief recap of those changes is in order.

The General Fund makes up one-third of the total municipal budget and includes many of the things we

think of as “the City’s” responsibilities: clerk’s and treasurer’s offices, elections, administrative salaries, police, fire, public works/engineering, parks and recreation, and planning. Its \$22.25 million in projected revenues are primarily derived from taxes, with about 38% coming from the City’s income tax and 33% from property taxes. The other major source is the state’s revenue sharing program at 20%; charges for services (5%), other state and federal sources (2%), and licenses and permits (2%) also contribute.

The recession and the housing crisis combined to hit both income and property taxes at the same time, and total tax revenue plummeted by over \$2 million dollars, or 13%, between 2007 and 2011. Due to a one time revenue spike, the current fiscal year revenues have returned to the pre-recession balance; however, since it is not expected to repeat itself, future revenues are anticipated to return to amounts closer to one million dollars short of the pre-recession balance. The state revenue sharing program began in the 1930s as a means to distribute taxes collected on a statewide basis back to local jurisdictions. Examples include the sales tax, the income tax, and taxes on “intangibles” and business inventories. Distribution occurs through two mechanisms: constitutional revenue sharing, which divides 21.3% of the state’s (then) 4% sales tax among municipalities based on population, and statutory revenue sharing, which is set by the Legislature. Recent years have seen a sharp decline in

IN ECONOMICS, A PUBLIC GOOD IS A GOOD THAT IS BOTH NON-EXCLUDABLE AND NON-RIVALROUS: INDIVIDUALS CANNOT BE EFFECTIVELY EXCLUDED FROM USE, AND USE BY ONE INDIVIDUAL DOES NOT REDUCE AVAILABILITY TO OTHERS.

- *Concise Encyclopedia of Economics*

the receipt of statutory revenue sharing funds by local governments. The most recent distribution formula was passed in 1998 and due to be phased in; it was never fully funded due to cuts. Statutory revenue sharing was eliminated altogether in 2012 and replaced with the former Economic Vitality Incentive Program, which reduced the total available funds by almost one-third and instituted requirements for claiming them. Since 1998, Jackson's statutory revenue sharing payment has declined by 53%, or \$1.9 million. The Michigan Municipal League estimates that the state's revenue sharing diversions have cost the City of Jackson \$16.9 million since 2003.⁴⁸ Overall, General Fund revenues have declined 6.8%, or \$1.6 million, since 2007.

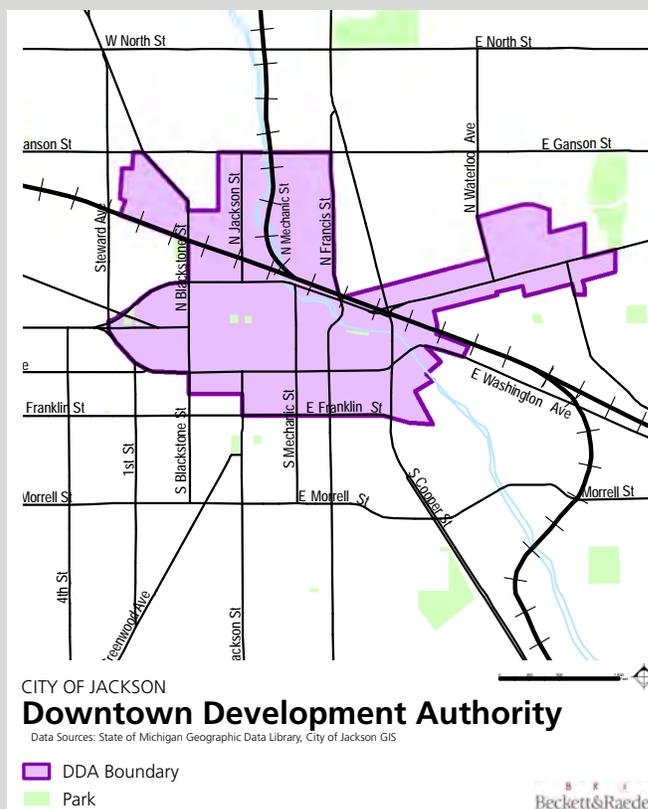
The City of Jackson has reduced its expenses to not only respond to these declining revenues, but also to balance a budget that was experiencing a half-million dollar shortfall even in what now looks like the boom days of 2007. A total of \$4.7 million (19%) has been trimmed from General Fund expenditures over the past six years, even as overall expenses climbed.

Services

Government

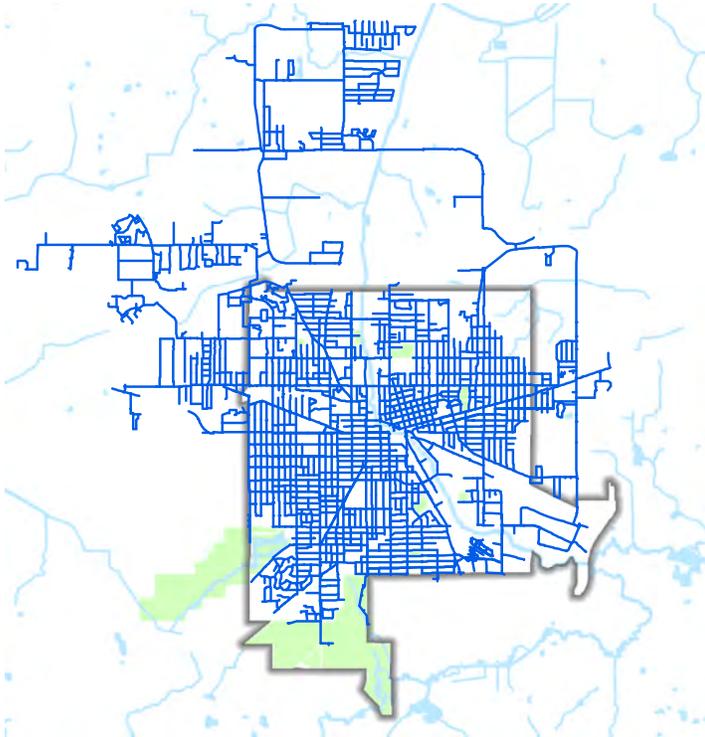
In addition to the functions of administration (manager, attorney, treasurer, clerk, personnel, information services, maintenance) and those of government in general (Council/Mayor, elections, assessor, judicial), many departments and commissions contribute directly to the operation of the community: Neighborhood and Economic Operations, Planning and Historic District Commissions, Zoning Board of Appeals, Economic Development, Public Works, Engineering, Water, Wastewater Treatment, and Parks and Recreation.

The Jackson Downtown Development Authority, as enabled by PA 197 of 1975, is an "instrumentality" outside the City's direct administrative structure. It is funded by increases in tax revenue from properties within its district boundaries, which must also be



New Year's Eve on the Ave

Credit: City of Jackson Downtown Development Authority



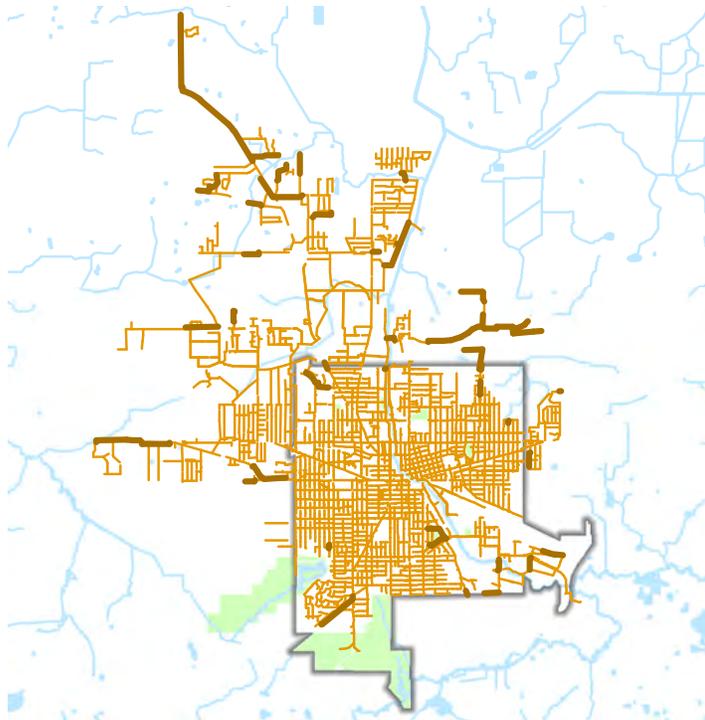
CITY OF JACKSON

Water System

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT

- City of Jackson
- Park
- Water Pressurized Main

Beckett&Raeder



CITY OF JACKSON

Waste Water System

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT

- City of Jackson
- Park
- Wastewater Pressurized Main
- Wastewater Gravity Main

Beckett&Raeder

spent within those boundaries. The Jackson DDA is modeled after the national Main Street Center’s four point approach, with standing committees devoted to three of the four points: promotion, design, and economic restructuring.

The DDA shares projects with Jackson’s economic development efforts. For example, the DDA hosts, and the City contributes financially to, some of Jackson’s signature events such as the Classic Car Cruise-In, two summer concert series, a Christmas Parade, and New Year’s Eve on the Ave. The DDA has a substantial debt which has been negatively affected by the recession: because it is funded by increases in property valuation as expressed in tax capture, the long *drop* in values has yielded no funds. This has been challenging for the City to absorb.

Police and Fire Services

The assurance of public safety through the provision of police and fire services represents the biggest municipal expenditure at 63% of the total General Fund budget. The 56 police department personnel listed in the Police and Fire Department’s 2014 Annual Report includes 27 patrol officers, three detectives, and two K9 officers. From the 2007 report, it can be seen that the 5% decline in budget has reduced the total staff by 27, including 10 patrol officers, one detective, and two school liaison officers. However, crime has continued the general downward trend that began in the late 1990s. The total crime count of 5,898 in 2014 was 30% lower than in 2007, and 62% lower than its recent peak in 1991. When asked to identify areas of “public safety concern” within the City, community workshop participants decisively singled out the area immediately south of downtown due to crime. This suggests a natural opportunity for the strategic allocation of resources, with great care and attention to methods that neither alienate the law-abiding citizens nor allow other parts of the community lapse into neglect.

The City of Jackson Police and Fire Departments were administratively combined into the Department of Police and Fire Services in 2012. The Jackson Fire Department, as listed in the 2014 Annual Report, consists of Deputy and Assistant Chiefs of Fire, an administrative secretary, three captains, six drivers, and

15 firefighters. The report notes that the structure fire calls were down slightly from the prior year (3.6%) but in line with the department's five-year average, while the 3,426 emergency medical service calls represented a 2.4% increase over the previous year.

Infrastructure

Infrastructure is the area of municipal government often most closely associated with planning and engineering. This includes systems for the provision of water and removal of wastewater, roads and sidewalks, parking, buildings, lighting, forestry, parks, and cemeteries. Unlike administration and police and fire departments, these are not generally financed by the General Fund. Many functions have dedicated funds which provide for the receipt of charges for goods and services, the disbursement of state and federal monies (particularly the major and minor street funds), and investment income. Under this system, General Fund dollars can be allocated to the respective purposes during the annual budget process, thus allowing for long-term planning of these often-expensive undertakings.

Dig Downtown Jackson

This signature project represents a key principle of Jackson's revitalization: centralizing infrastructure and working from the inside out. It combines infrastructure upgrades, road repairs, and streetscaping in Jackson's oldest and most important corridor. The replacement of century-old water and sewer pipes—the deepest pipes in the underground infrastructure system—requires the disturbance of several layers above it and thus provides an opportunity to capitalize on that disturbance to make improvements to the exposed communications and utility systems. Because the street must be fully removed, Jackson has chosen to also capitalize on this opportunity to design the rebuilt street to better serve both pedestrian and vehicular traffic. It is a project that demonstrates both the interconnected nature of a City's functional systems and the concrete benefits of an integrated and long-range approach to planning.



Top: Third- and fourth-grade artwork was hung on vinyl banners to decorate the Dig Downtown construction site

Bottom: Construction in progress.

Improper trash protocol



Housing

A City's housing stock is often its most important asset, in terms of both size and value, and it is also the one that is least under the municipality's direct control. Recognizing that the consequences of overlooking this portion of the built environment are shared among the citizenry, including safety and fire hazards, vermin, unlawful habitation, decreased property values, and stalled economic development, Jackson has embarked on a sustained approach to improving it. A non-owner-occupied residential property registration program, first instituted in 1986 and overhauled in 2012, requires that all non-owner occupied housing be represented by a responsible agent who is within 75 miles of Jackson County and undergo biannual inspection for violations of the Housing Code. These inspections are part of an increased focus on code enforcement throughout the City. The Neighborhood Stabilization Program described in the Neighborhoods chapter is designed to aggressively improve the overall housing stock by determining the extent and condition of the City's vacant properties and removing a significant portion of those whose cost to rehabilitate far exceeds both the likely funds available for the purpose and the cost of demolition.

Environmental Services

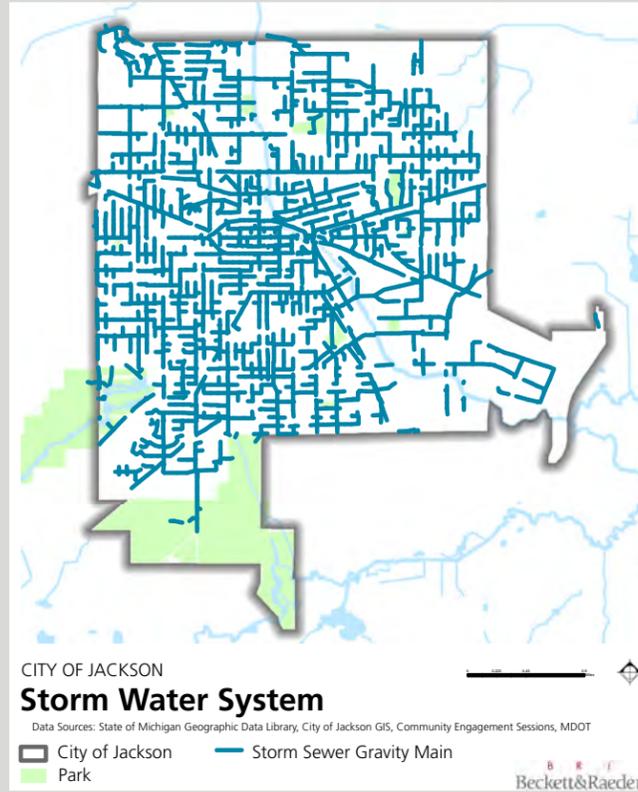
The City of Jackson does not currently have a comprehensive and sustainable system for delivering any of the basic suite of environmental services often provided at the municipal level: waste management, recycling, leaf pickup, and stormwater control. At the time of this writing, the City and its residents have been engaged in a conversation and negotiation about the provision of these services that has extended from City Hall to the courthouse to the ballot box.

Waste management (trash pickup) is each property owner's individual responsibility, as is recycling. In March of 2013, Jackson City Council passed an ordinance to replace the 17 trash haulers currently registered by the City with one contracted hauler to service the residential population.⁴⁹ The move served several purposes, including cost reductions through economies of scale, contributing to the City's overall emphasis on neighborhood improvement and blight reduction, and reducing a source of acute stress on the City's roads by significantly decreasing the weekly number of trips made by heavy trucks.^{50,51} It would also have instituted a

curbside recycling program. A petition drive gathered enough signatures to postpone implementation of the ordinance until after an August public vote.⁵² City Council voted to repeal the ordinance in May, citing higher-than-expected bids and stressing that the issue remained a priority.⁵³ In the meantime, the City has increased enforcement of hauler licensing provisions and raised the inspection fee slightly.^{54,55}

Stormwater services, which include leaf pickup as well as street sweeping and catch basin cleaning, are provided on an extremely limited basis since a 2013 court decision cut off their funding. Prior to 2011, these services, which contribute to the City's compliance with the Clean Water Act of 1977 and the Water Quality Act of 1987,⁵⁶ were paid through the City's street funds. As sharply declining revenues forced rethinking the provision of many City services, Jackson instituted a stormwater utility in January 2011 that assessed residential properties at a flat rate and used impervious surface coverage analysis to determine the rate for each non-residential property.⁵⁷ After the Michigan Court of Appeals upheld the assertion made by two nonresidential property owners and Jackson County that the fee was an illegal tax,⁵⁸ the program was eliminated and property owners were directed to either dispose of their own leaves or contract with a provider who offers that service.⁵⁹ Voters rejected reinstating the utility in August 2014,⁶⁰ prompting the City to switch to a bagged-leaf dropoff program.

Appropriate management of environmental services is a critically important municipal function. In cities, the close proximity of people to one another and the transformation of the natural environment into a built environment are conditions that require more than a laissez-faire approach in order to maintain the health and welfare of both the land and the people. It is possible for the City to contract with one provider that offers coordinated curbside pickup of garbage, recycling, and yard waste, and this practice is widespread—a 2012 study by the Minnesota Pollution Control Agency found that 72% of communities nationwide have an "organized waste collection system," meaning that services are coordinated by a public entity through a competitive bidding process.⁶¹ The study found that organized systems cost between 12.7% and 34.5% less per month than "open" systems, even as recycling rates increased by



CITY

Trash and debris negatively impact the stormwater system



an average of 13.5%. Two cities of similar size to Jackson estimated their savings on road maintenance costs at between \$120,000 and \$376,000 annually.

Environmental services should also be considered when making decisions about the future of vacant parcels. Impermeable surfaces cover 41.7% of Jackson's total land area, a number that is higher than the 36.9% threshold at which urban watershed management is most effective.⁶² The US Department of Housing and Urban Development notes that "heavy rainstorms frequently overwhelm the combined sewer and stormwater infrastructure of many older cities, forcing them to dump untreated sewage mixed with stormwater into waterways at an estimated rate of 850 billion gallons annually. Diverting rainwater to these...repurposed properties not only addresses this significant environmental problem but also reduces air pollution and surface area temperatures, lowers municipal stormwater management costs, and enhances neighborhood aesthetics."⁶³ A study called "Vacant to Vibrant," funded by the Great Lakes Protection Fund, is underway in targeted neighborhoods of three Midwestern legacy cities (Gary IN, Cleveland OH, Buffalo NY) to assess the effectiveness of networks of multipurpose green space in achieving ecological and social goals;⁶⁴ the results should be tracked for potential translation and replication.



45. Urban stormwater installation

Credit: PlanPhilly

03



CORRIDORS



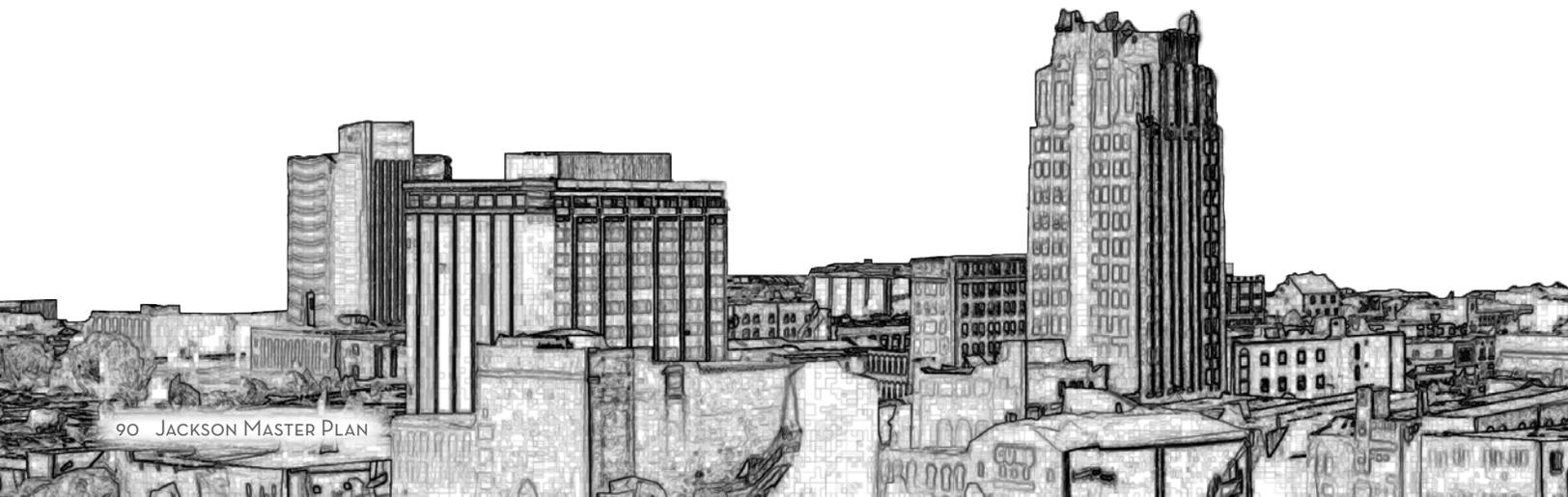
COMPLETE STREETS

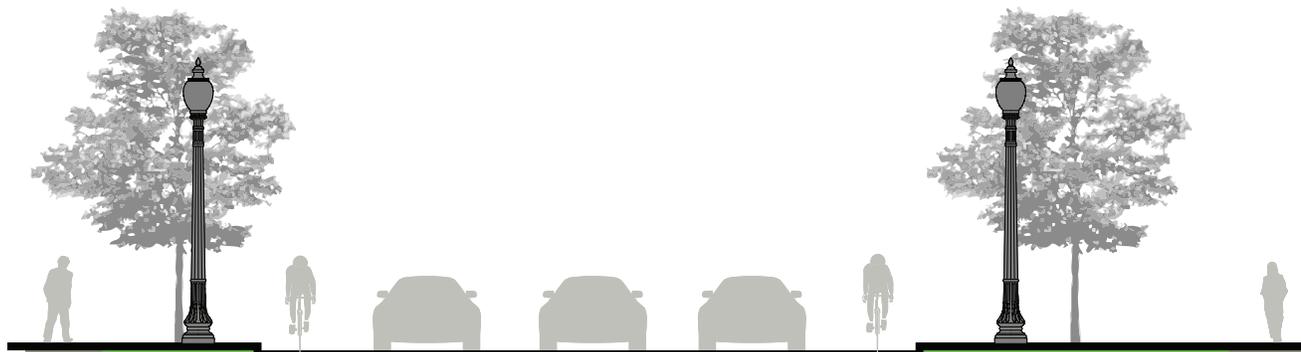
Complete Streets are “designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.”⁶⁵ Most importantly, complete streets are about choice: choosing how to get to a destination without requiring a car in order to arrive safely. There is no single design for Complete Streets; each one is unique and responds to community context.

The City of Jackson, the Jackson County Planning Commission / Metropolitan Planning Organization, the Jackson County Road Commission, and the Region 2 Planning Commission adopted nearly identical Complete Streets resolutions in 2006 to include bicycling and walking in routine transportation planning, design, construction, maintenance, and operation. While these resolutions represent the recorded expression of their respective bodies’ will, they do not have the regulatory force of an adopted ordinance. In contrast, statewide Complete Streets legislation passed in 2010, and corresponding Complete Streets policy adopted by the

State Transportation Commission in 2012, requires MDOT to consider design elements for all users, such as sidewalks, bike lanes, or multi-modal paths, when roads are built or reconstructed. The final design is also influenced by factors such as cost, existing conditions, typical users, and other considerations.

A city’s transportation network is what allows the community to connect and function. It is currently biased toward automobile users, but cities everywhere are actively working to include all users in the network. As is the case with roads, bike lanes must comfortably accommodate their intended vehicles, connect with other thoroughfares, and provide access to each site in the City in order to be effective. If these conditions do not exist, bicycling is actively discouraged. The same can also be said for pedestrians and the sidewalk network. Without a complete network, the existing bike lanes and sidewalks will be under-utilized, perpetuating the motorized bias of the overall transportation system.





46: Sample cross-section of a complete street

The debate on how to properly design transportation networks is often framed as mobility versus accessibility where any given road cannot simultaneously maximize both. Mobility is the act of effectively moving people and goods from place to place. Accessibility describes how easily something can be used, entered, reached, or obtained. A third factor to consider is transportation mode, such as by car, bicycle, wheelchair, or foot. It is important to note that “build it and they will come” is not the approach to take in transportation planning. Rather, it is important to understand which users should be prioritized on which types of streets, as well as assigning the appropriate emphasis to mobility or accessibility. The Transportation Typologies in this section begin to categorize Jackson’s roads and provide general recommendations to incorporate Complete Streets moving forward.

RELEVANT DEFINITIONS

The **Public Right-of-Way** is the publicly owned land that roads and utilities are built on or under (in case of most utilities). This includes sidewalks, lawn panels, and all lanes of traffic, in addition to underground accommodations for water, sewer, and other utilities.

Public realm is an area that is physically and visually connected to form a sense of place regardless of ownership. In a community such as Jackson this would likely include the entire space between building faces in addition to the public right-of-way.

A **form-based code** is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. (formbasedcode.org)



Right-of-way users



“NO QUALIFIED INDIVIDUAL WITH A DISABILITY SHALL, ON THE BASIS OF DISABILITY, BE EXCLUDED FROM PARTICIPATION IN OR BE DENIED THE BENEFITS OF THE SERVICES, PROGRAMS, OR ACTIVITIES OF A PUBLIC ENTITY, OR BE SUBJECTED TO DISCRIMINATION BY ANY PUBLIC ENTITY.”

*United States Department of Justice,
Civil Rights Division,
Americans with Disabilities Act
Title II §35.130 (a)*

*Credit: The Noun Project;
“Driver” by Adriano Emerick*

THE “KIT OF PARTS”

The public right-of-way is composed of far more than vehicle travel lanes. When understood as a component of the public realm, we see that it serves many diverse uses: nonmotorized travel, commercial loading and unloading, parking, transit loading and unloading, extensions of restaurant and retail space, and utility housing, to name a few. It comprises significant portions of a community’s land and budget, so understanding and facilitating the relationships among its many uses is a wise investment.

This section describes the individual elements that comprise the right-of-way. Borrowing from the language of advanced manufacturing, New Urbanists refer to these as the “kit of parts” from which a context-appropriate thoroughfare can be designed. Their specific combinations to serve particular users are discussed in the Transportation Typologies section, and the accommodation of all users is the subject of the Networks section.

The Users

Though the physical elements are often the first things we associate with streets, an understanding of the people who use them should guide their design.

Driver (automobile)

A driver is a person driving a motorized vehicle.

Pedestrian

A pedestrian is a person traveling by foot. These typologies consider all pedestrian facilities as ADA-accessible based on the 2010 Americans with Disabilities Act Standards for Accessible Design.⁶⁶

Bicyclist

A bicyclist is a person who rides a pedal-driven vehicle (such as a bicycle).

Public Transportation

Public Transportation here indicates City buses and inter-city buses. Rail transportation, such as Amtrak, is not incorporated into City streets.

Truck (delivery)

Trucks are a primary source of supply delivery for local businesses.

Motorized Elements

These are the elements we most commonly think of when we think of a “street”: the ones that are directly designed to serve motor vehicles.

Traffic Lanes

Traffic lanes are part of the roadway and are intended for a single line of vehicular traffic traveling in one direction. They may also be intended to provide space outside the flow of traffic for turning or passing. Lane widths typically range from 10’ to 14’ depending on the use, location, and intended speed.

Transit Stops

Transit stops are the point of contact between nonmotorized and public, motorized transportation systems. They must be accessible from as many points of origin as possible, minimize conflict between the two systems, and provide a comfortable and safe waiting environment.

On-street parking

On-street parking helps reduce the speed of traffic, allowing both drivers and pedestrians more time to react to the presence of a traffic conflict. They are also a more efficient use of dedicated parking space, with a higher turn-over rate than surface lots or parking structures, that also frees up land to allow a greater density of commercial and retail uses.⁶⁷

Parking Lots & Structures

Parking lots and structures provide consolidated vehicle storage in proximity to a destination.

Nonmotorized Elements

Nonmotorized (pedestrian and bicycle) elements provide increased connectivity and accessibility within the City and surrounding area. As the City of Jackson moves forward in incorporating Complete Streets, additional improvements will need to take place to increase pedestrian and bicycle facilities in the right-of-way. The following list of nonmotorized facilities is intended to serve as a launching point for street improvements:

Vehicle travel lanes in the Jackson Crossing District



Transit stop



Parking lot, buffer, screen, sidewalk, street trees, on-street parking



Midblock crossing



Shared right-of-way sign



Sidewalks

Sidewalks are pedestrian paths alongside roads, typically comprised of concrete. In the City of Jackson, they are a minimum of 5' wide throughout the neighborhoods and up to 20' wide in the downtown.

Crosswalks

Crosswalks are well-marked areas which offer pedestrians safe locations at which to cross from one side of the right-of-way to the other, and which alert vehicles to the potential presence of pedestrians. Visual clues include paint striping, use of contrasting pavement materials, and raising the crosswalk several inches above the street grade; two raised crosswalks will be implemented downtown. Crosswalks are typically located at street intersections, though variations such as a mid-block crosswalk indicate a pedestrian crossing between intersections.

Pedestrian Signals

Pedestrian signals at intersections inform pedestrians when it is safe to cross the street and how much time remains before the light changes for oncoming traffic.

Bike Lanes

Bike lanes are dedicated rights-of-way for bicyclists next to vehicular traffic lanes. They are a minimum of 4' in width and can be designated by painted white lines or a lane that is painted a different color.

Buffered Bike Lanes

Buffered bike lanes are similar to bike lanes, but have either 2' of white painted lines or physical bollards separating the bikes from vehicular traffic.

Nonmotorized Paths

Nonmotorized paths (also called bike paths, shared use paths, or multi-modal paths) are entirely separated from the vehicular right-of-way. These are commonly found alongside high-volume traffic roads or throughout parks systems. They are typically 10'-12' wide and constructed of asphalt or limestone fines, though concrete or woodchips may be used in specialty applications at either end of the development intensity spectrum.

Shared Bike Lanes

Shared bike lanes are widened vehicular traffic lanes that are designated by a "sharrow" marking to indicate to all users that automobiles and bicycles are intended to share that lane. These are typically found on low-volume streets or streets that are too narrow to provide a designated bike lane.

Bike Parking

Bike parking is typically found on the sidewalk in front of or near destinations. Without designated bike parking, bicyclists are often unable to safely secure their bike, which may deter or prohibit riders from visiting the destination.

Landscape Elements

Landscape elements are those that create the conditions of a right-of-way rather than those that directly constitute it. In addition to defining its character, they also have a profound effect on the function of the right-of-way.

Lighting

Proper street lighting helps provide a safe environment for pedestrians, bicyclists, and drivers.

Buffers (trees, plantings, buffered parking)

Parking lane planters are landscaped sidewalk extensions placed between parking spaces at regular intervals or at specific locations. They provide space for street trees and landscaping on streets with narrow sidewalks, where tree planting is limited by conflicts with utilities or driveways, or where there is a desire to visually narrow the roadway.

Benches

Benches provide seating for pedestrians and are typically found in downtown areas and neighborhood parks to give shoppers a place to rest, or to provide a place to sit while enjoying the outdoors.

Brick Pavers

Brick pavers, or a similar pavement material that differs from the automobile lanes, helps indicate that the brick-paved area is intended for nonmotorized use. They can also be used as a placemaking design tool for downtowns and neighborhoods.

Bollards

Bollards are short vertical posts that provide protection from motorized traffic.

Wayfinding

Directional and facility signage helps give a downtown or neighborhood an identity as well as directing all users to popular destinations.

Buffers



Furniture, differentiated pavement, plantings



THE ROAD SYSTEM

Jackson's roads are governed by the State of Michigan and The City of Jackson. Acting as the crossroads of US 127, I-94, M-60, M-50, and M-106, Jackson is well connected within central Michigan.

National Functional Classification (NFC)

The Federal Highway Administration (FHWA) developed a road classification system in the 1960s that is currently used by federal, state, and local agencies to classify all streets, roads, and highways.⁶⁸

Principal arterials are the highest level classification. They carry long distance, through-travel traffic. Airports and major shopping centers are typically located on these roads.

- Example: North West Ave., Page Ave., East Ganson St., Francis St.

Minor arterials are similar in function to principal arterials, but typically carry shorter-distance trips.

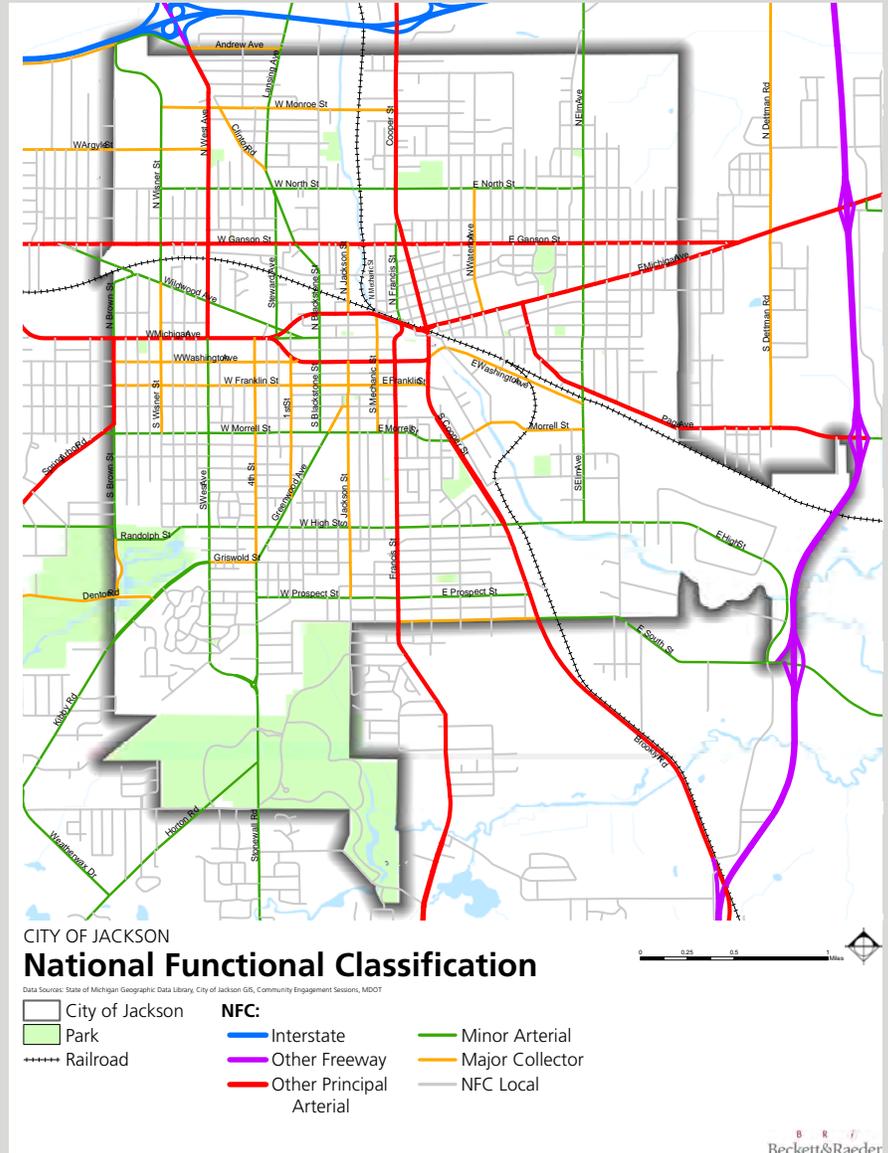
- Example: South West Ave., Brown St., South Elm Ave., Steward Ave.

Collector streets typically provide more access to properties than either of the arterials. These roads act as the primary connection between residential or rural areas and arterials.

- Example: South Jackson St., 4th St., South Mechanic St., East Washington Ave.

Local roads primarily provide access to property.

- Examples: Chapin St., Dewey Ave., East Pearl St., Homewild Ave.



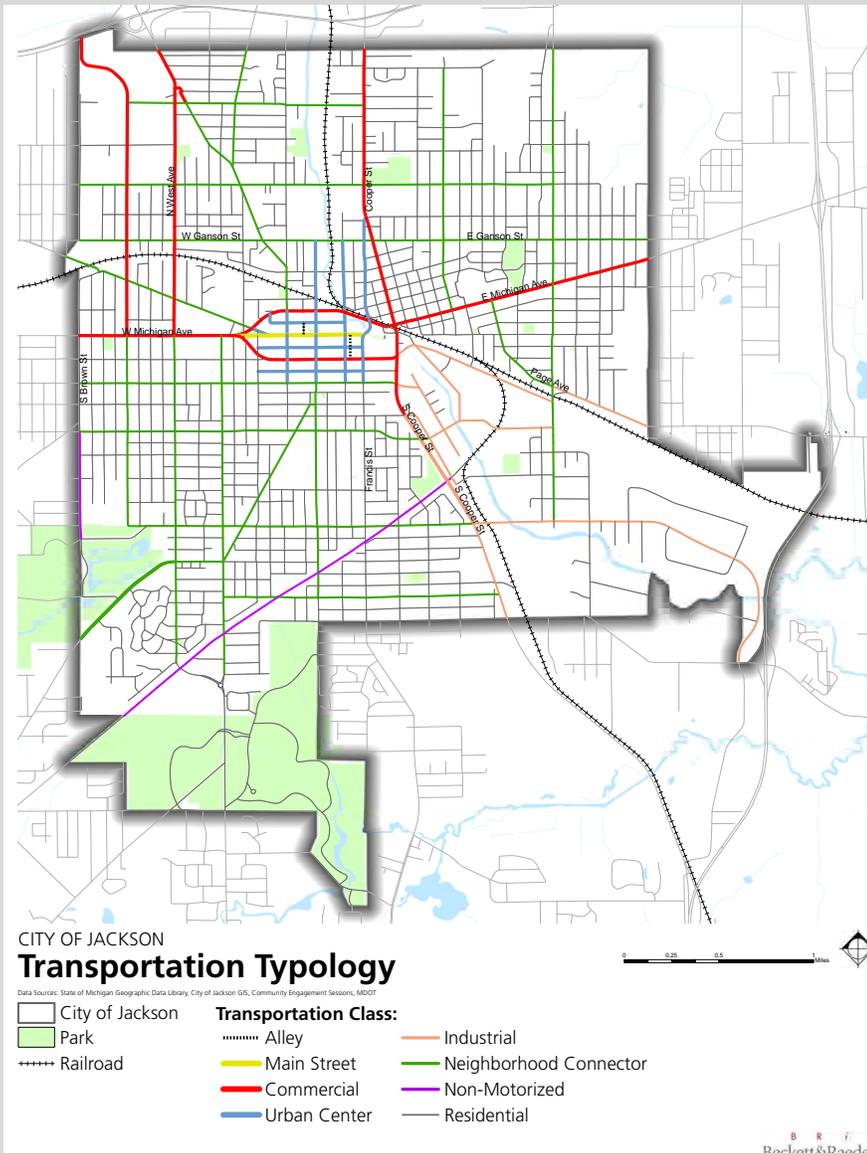
ACT 51

The State of Michigan Public Act 51 of 1951 created the Michigan Transportation Fund, which is comprised of specific transportation taxes such as state motor fuels taxes, vehicle registration fees, and other miscellaneous automobile-related taxes. Act 51 also prescribes how these revenues shall be distributed and spent. To do this, the act created jurisdictional road networks and set priorities for the use of transportation revenues, among other considerations. This helps the State

Road Funding

The NFC designation of a road determines whether it is eligible for federal aid. Principal arterials, minor arterials, and collectors within the City of Jackson are all eligible for federal funding. While local roads are ineligible for federal aid, they may qualify for Community Development Block Grant (CDBG) funds if the road is located in an eligible area as determined by the rules promulgated by CDBG regarding low- and moderate-income areas.

Per Act 51, the Michigan Transportation Fund (MTF) distributes 39.1% of funds to MDOT, 39.1% to counties, and 22.8% to cities statewide.⁷⁰ Of the money allocated to the cities, 75% of those funds are marked for major roads and 25% for local roads. The amount of money allotted to each city is determined by a formula based on population as well as lane miles within the city. Primary funding sources for the MTF are vehicle registration fees and the state fuel tax, which has remained at \$0.19/gallon since 1997. Accordingly, the MTF has not increased substantially since 1997, which has placed an increased burden on municipalities to generate additional funds to keep the roads in good condition.



determine funding eligibility and the appropriate responsible party for the maintenance, construction, and improvements of any given road.⁶⁹ State Trunkline roads consist of roads, streets, and highways both inside and outside of incorporated cities and villages. The Michigan Department of Transportation (MDOT) is responsible for the direction, supervision, cost of maintenance, construction, and improvements. However, incorporated cities with a population of 25,000 or greater are required to contribute funds toward state trunkline highways within their jurisdiction, as well as connections between City streets and trunklines. City Major and Local Streets are chosen according to their importance to the municipality. The municipality's governing body is responsible for designating which streets receive this classification, subject to approval by the State Transportation Commission.

TRANSPORTATION TYPOLOGIES

As the City moves toward creating Complete Streets, typical street conditions in Jackson should be assessed in a manner that is more detailed than the National Functional Classifications of Arterials, Collectors, and Local streets. While these are important classifications at a broad scale in terms of state and national network planning, they only account for automobile movement and efficiency, and do not take into consideration other users of the roadway or the context of the land surrounding these roads. Though streets throughout the City see various intensities of use based on time of day, location, size, and amenities, they can all be categorized into a number of transportation typologies. Typologies classify a street based on

- ▣ its physical conditions
- ▣ the users it is designed to accommodate
- ▣ the surrounding land uses, and
- ▣ the development intensity of its context.

Elements that comprise typologies are based on the “Kit of Parts.” Many improvements to Jackson’s roads based on these typologies could be made as roads are resurfaced in the coming years.

Typologies are comprised of two tiers.⁷¹ The first tier indicates the scale of the street based on back-of-curb to back-of-curb width and ranges from small (at 26’) to very large (at 70’). Alleyways and Nonmotorized streets do not fall into a first tier classification. The second tier is descriptive and indicates, using the categories below, the land-use context of the street, how the street is used, and the role the street plays in connecting to the citywide grid.

These transportation typologies are not intended to show exactly what should happen on a particular roadway, but instead to provide an array of options for the City of Jackson to choose from as the needs and land uses surrounding the roads change over time. Prior to making future transportation improvements, an engineering study and more detailed site-specific investigation are recommended.

Main Street

As its name suggests, this is the principal street in a community; in Jackson, it is Michigan Avenue as it runs through the downtown. This was the heart of Jackson in its earlier days, and the current focus on reinvestment in The Avenue reflects its continued place of primary importance to the community throughout its changes in fortune. It must serve as many uses as it possibly can while also offering a unique and positive public realm experience.

The streetscape improvements resulting from the Dig Downtown project are aimed at comfortably accommodating this variety of users through design and amenities. The deconversion of the Louis Glick / Washington St. loop from a one-way downtown bypass system back to Urban Center streets will reinforce the prominence of this Main Street by removing the incentive to speed past it.

Users: Public Transportation, Car, Pedestrian, Bicycle, Truck

Kit of Parts: Crosswalk, pedestrian signals, wayfinding, transit stops, bicycle parking, on-street parking, benches, brick pavers, bollards, buffers

Main Street: West Michigan Avenue



Urban Center

With Michigan Avenue, the Urban Center streets comprise the downtown. They are intended to support intense development and to provide access to mixed uses. They must accommodate all modes of travel and also support the parking and trucking needs of the downtown.

Users: Public Transportation, Car, Pedestrian, Bicycle, Truck

Kit of Parts: Crosswalk, pedestrian signals, wayfinding, transit stops, bicycle parking, on-street parking, parking lots and decks, benches, brick pavers, buffers

Urban Center street: Cortland



Urban Center street: Jackson



Commercial

The primary function of commercial streets is vehicular mobility between residential neighborhoods. These corridors are often lined by freestanding and large-footprint retail stores, but may also host other shops closer to the right-of-way line. The roads as well as the commercial parcels are often oriented toward automobile traffic. These streets:

- ▣ Are intended as connections between residential neighborhoods and other collectors or arterials;
- ▣ May also serve pedestrian and bicycle traffic, although their primary function is vehicular mobility;
- ▣ Should reflect the character of the neighborhood while providing a desired level of mobility;
- ▣ Can offer limited residential access;
- ▣ Are not suitable for on-street parking.

Users: Public Transportation, Car, Pedestrian, Bicycle, Truck

Kit of Parts: Crosswalk, pedestrian signals, wayfinding, transit stops, bike parking, benches, lighting, buffers

Medium Commercial street: Wisner



Large Commercial street: West Avenue



Industrial

On industrial streets, mobility is highly valued. Posted speeds are often higher than on comparably sized streets that serve other functions, and there is no need for on-street parking. Parcels along the street are typically much larger than in residential or even commercial areas; buildings are set further back with ample parking for employees as well as trucks and semis.

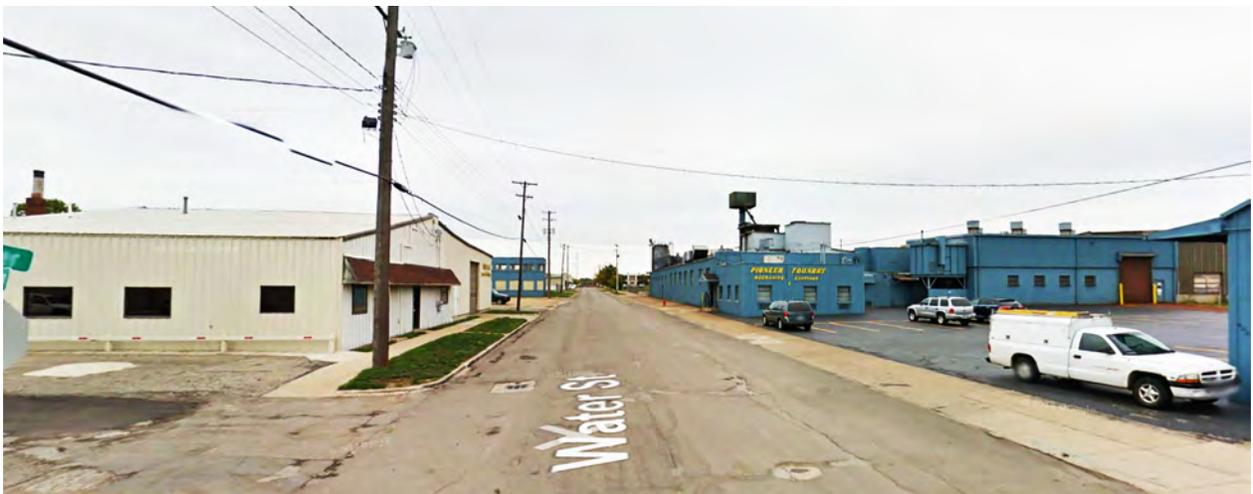
Users: Public Transportation, Car, Pedestrian, Bicycle, Truck

Kit of Parts: Crosswalk, pedestrian signals, transit stops, nonmotorized path, lighting, buffers

Large Industrial street: Cooper



Medium Industrial street: Water St.



Neighborhood Connector

The primary function of this street type is access to neighborhood commercial properties and access to multi-family housing. They may also serve as residential collectors; however, mobility is secondary to these functions. These streets:

- ▣ May serve as connections between neighborhoods and arterials;
- ▣ May also serve as pedestrian and bikeway corridors to the neighborhood commercial uses;
- ▣ Balance neighborhood character with mobility;
- ▣ May offer street parking to supplement off-street parking.

Users: Public Transportation, Car, Pedestrian, Bicycle, Truck

Kit of Parts: Crosswalk, bike lanes or nonmotorized path, transit stops, on-street parking, lighting, street trees

Neighborhood street: Prospect



Neighborhood street: W North



Residential

This is the lowest level of street. Its primary function is to provide access to individual residential properties for motorized vehicles, bicycles, and pedestrians. These streets:

- ▣ Carry traffic that has its destination or origin within the local neighborhood;
- ▣ Define neighborhood character;
- ▣ Should accommodate nonmotorized uses;
- ▣ May offer on-street parking.

Users: Car, Pedestrian, Bicycle

Kit of Parts: Crosswalk, shared bike lane, on-street parking, nonmotorized path, lighting, buffer (street trees)

Small residential street: Durand



Medium Residential street: Waterloo



Alley (Pedestrian, Vehicular)

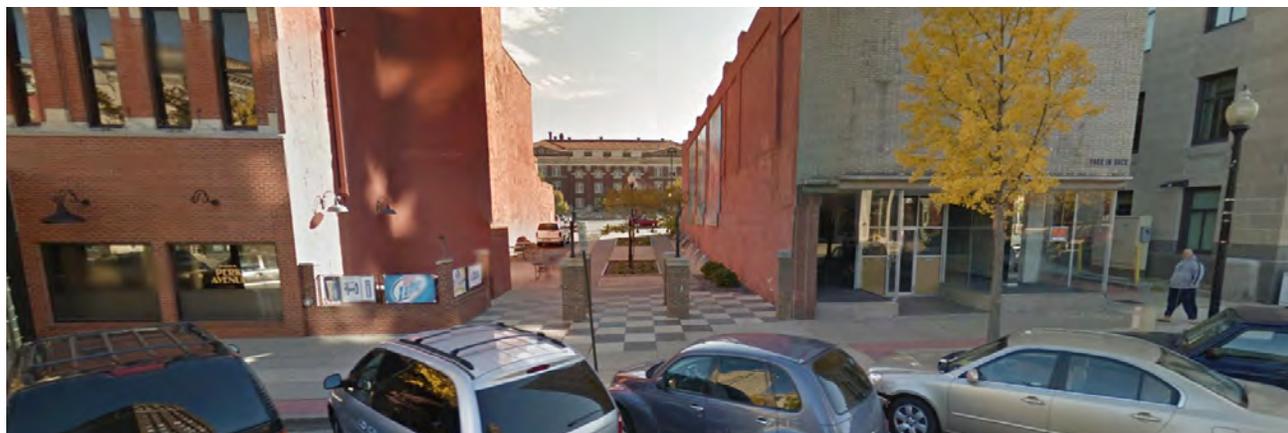
Alleys provide alternative access to residential or commercial property. Some are pedestrian only, such as the alley just west of City Hall, while others offer vehicular access for delivery trucks or access to parking located at the rear of a building. With minimal intervention, alleys can be programmed and repurposed into interesting and inviting components of the City's transportation network. Alleys:

- ▣ Reduce automobile access points along street;
- ▣ Can offer service and maintenance functions in a less visible location;
- ▣ Can accommodate single direction movement of vehicles;
- ▣ Are not suitable for parking.

Users: Pedestrian, Car, Truck

Kit of Parts (for pedestrian): Benches, brick pavers, lighting, bollards

Alley



Nonmotorized

Nonmotorized paths are entirely separated from the vehicular right-of-way. They can be parallel to the motorized roadway, commonly alongside high-volume traffic roads, or in a fully separated system such as rail-trails and those in parks.

Users: Pedestrian, Bicycle

Kit of Parts: Nonmotorized path, lighting, benches, bollards

Separated nonmotorized trail with midblock crossing

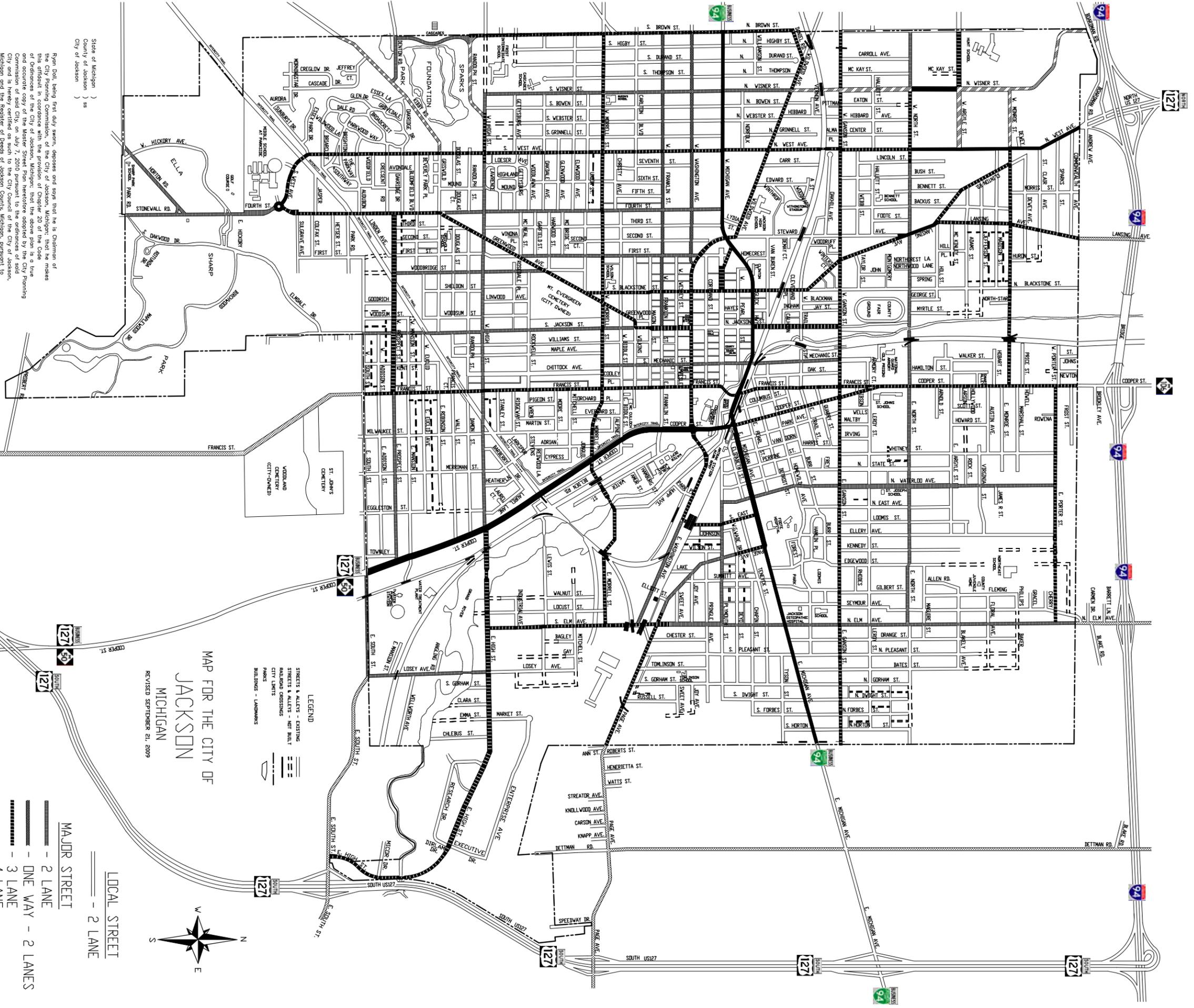


Parallel nonmotorized shared-use path



CORRIDORS





MAP FOR THE CITY OF
JACKSON
 MICHIGAN
 REVISED SEPTEMBER 21, 2009

- LEGEND**
- STREETS & ALLEYS - EXISTING
 - STREETS & ALLEYS - "NOT BUILT"
 - RAILROAD CROSSINGS
 - CITY LIMITS
 - PARKS
 - BUILDINGS - LANDMARKS
- MAJOR STREET**
- 2 LANE
 - ONE WAY - 2 LANES
 - 3 LANE
 - 4 LANE
 - 5 LANE
 - COUNTY PRIMARY
- LOCAL STREET**
- 2 LANE

MASTER STREET PLAN
CITY OF JACKSON, MICHIGAN
 AS ADOPTED JULY 7, 2010

In my presence of
Mark Hagan
David S. Hill
 Ryan Doll, being first duly sworn, deposes and says that he is Chairman of the City Planning Commission, of the City of Jackson, Michigan; that he makes this affidavit in accordance with the provision of Chapter 20 of the Code of Ordinances of the City of Jackson, Michigan; that the above plan is a true and accurate copy of the Master Street Plan heretofore adopted by the City Planning Commission of said City, on July 7, 2010 pursuant to the ordinance of said City; and that he certifies that each of said City Council members present to the requirements of the Code of Ordinances of the City of Jackson.

State of Michigan)
 County of Jackson) ss
 Ryan Doll
 Chairman, City Planning Commission

Notary Public, Jackson County, Michigan
 My Commission expires **May 13, 2013**

NETWORKS

Transportation networks by definition stretch outside municipal boundaries—their purpose is to connect. This is why the federal government requires any urbanized area with a population greater than 50,000 to create a Metropolitan Planning Organization to formulate long-range plans and coordinate improvements. The Region II Planning Commission serves as the MPO for the Jackson metropolitan area, and is advised by the Jackson Area Comprehensive Transportation Study (JACTS) Technical and Policy committees. The most recent JACTS Long Range Transportation Plan was adopted in June 2013 and looks ahead to the year 2040.⁷² It is the intent of this plan to align with the JACTS plan.

Jackson Master Street Plan (2010)

The Jackson Master Street Plan was adopted by the Planning Commission in 2010 and remains the most recent guiding document for future road improvements. Most notably, the conversion of Louis Glick Highway and West Washington Avenue are to be converted to two-way streets with a reconfiguration

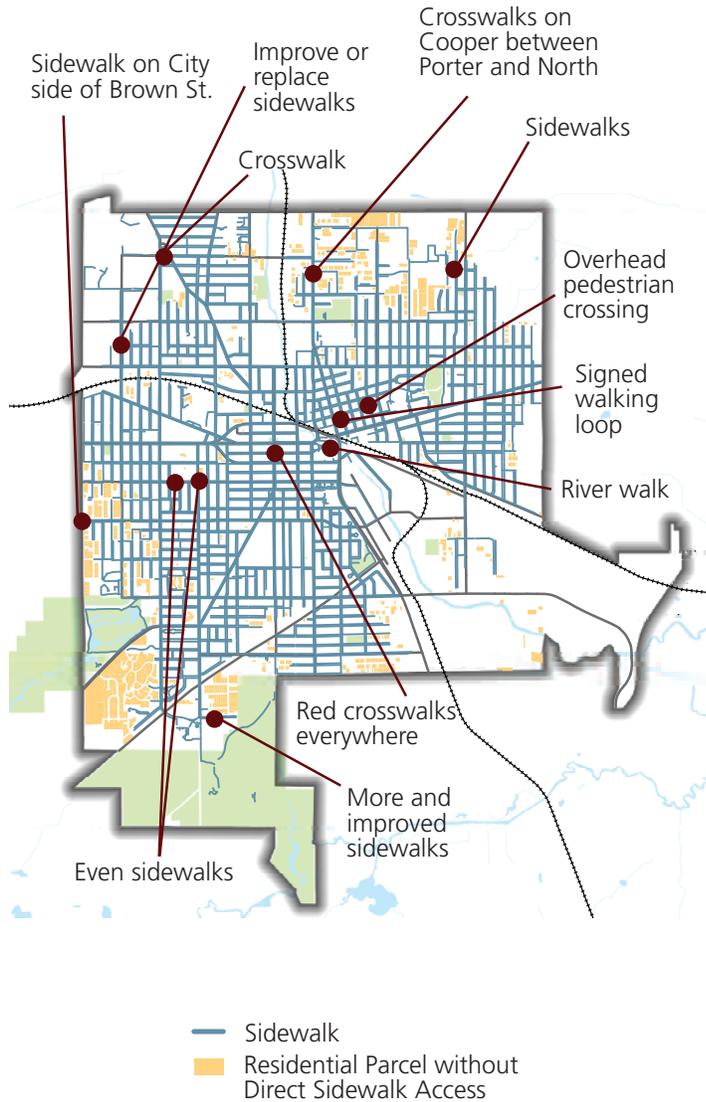
2040 LONG RANGE TRANSPORTATION PLAN

General policies for improving pedestrian transportation systems in the Jackson area should include:

- Begin infrastructure improvements in the center of the City and progress toward the City limits.
- In the CBD, offer safe, attractive pedestrian walk-ways of appropriate capacity that enhance ease of movement for pedestrians.
- Pedestrian strategies and actions in residential areas should be aimed at improving pedestrian safety and the overall quality of life. Projects that would limit undesirable vehicular activity on specific residential streets as a way of improving the pedestrian environment are encouraged.
- Special care should be given to the removal of built-in barriers to the use of pedestrian systems by elderly and handicapped individuals.
- Pedestrian safety in school zones should be considered through a coordinated effort involving school officials, parents, police, traffic engineers, and planners.
- Incorporate nonmotorized interests into the design of projects to ensure that as many streets and highways as possible can be safely shared by motorists and bicyclists; identify specific routes that would act as connectors between existing nonmotorized trails.
- Improve bicycle facilities including storage, shelters, comfort stations, and trail heads at major generators and transit hubs.
- Improve safety issues such as drainage gate replacement, rail crossings, pavement markings, and signals.
- Promote access between nonmotorized and other modes of transportation, including transit routes.
- Develop a functional network of nonmotorized transportation options by identifying and connecting the gaps in the network of trails, sidewalks, and bike lanes.

CITY OF JACKSON

Sidewalks and Citizen Priorities



Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT

Beckett & Raeder

of the west-end intersection. This document, while important, does not fully reflect the City's prioritization of central infrastructure improvements. A Streetscape Master Plan, described in more detail in the next chapter, will steer the application of "kit of parts" elements throughout the downtown.

Nonmotorized Transportation

The JACTS plan defines a nonmotorized transportation planning as "including adequate pedestrian crossings on roadways, provision of safe, efficient travel for all bicyclists, preservation of future trail corridors, and implementation of a comprehensive nonmotorized system for the entire county."

Pedestrian

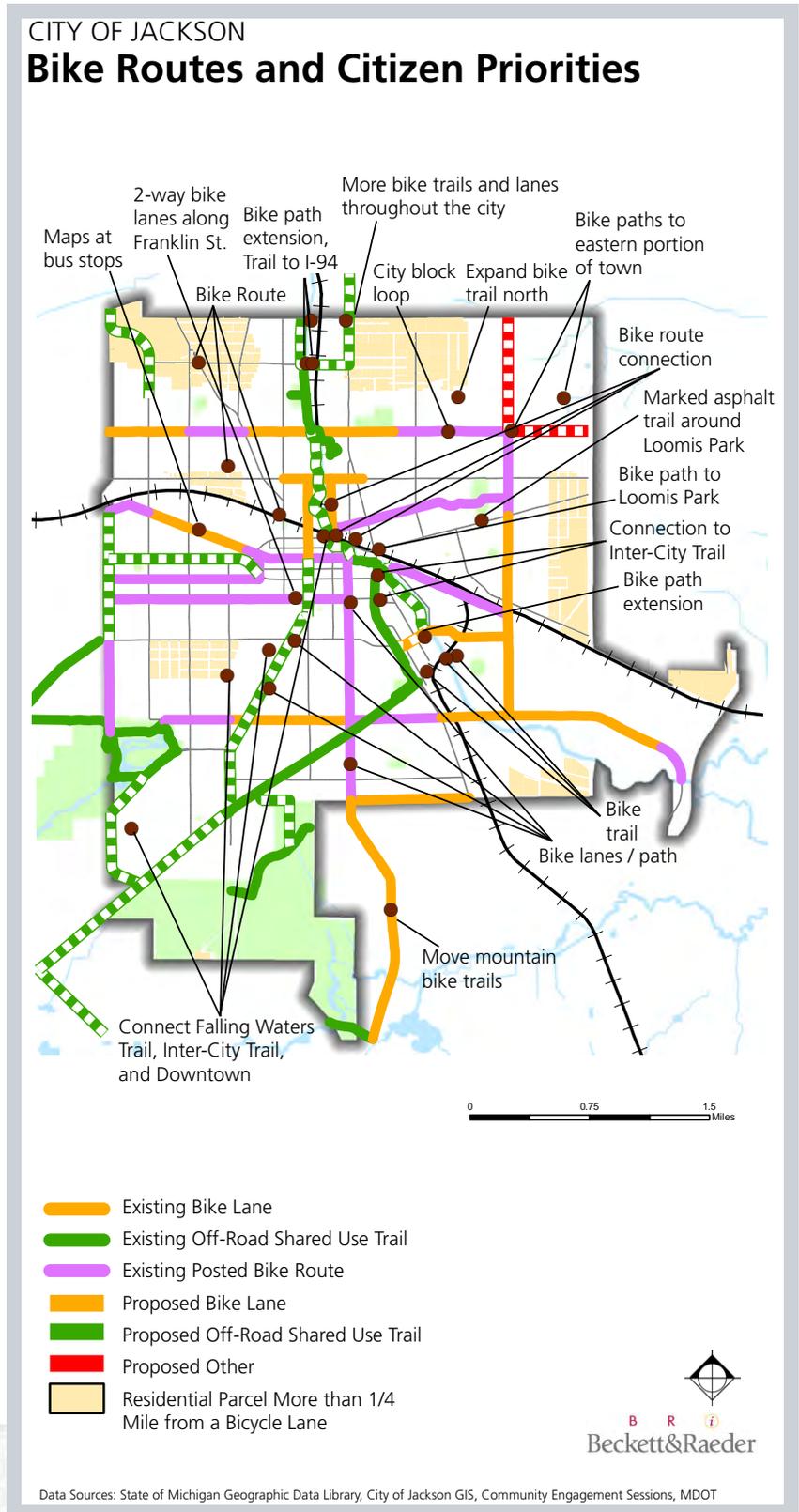
The City of Jackson is well-served by its sidewalk system. Almost 90% of residential parcels have direct access, meaning that a sidewalk is immediately adjacent to the parcel. The JACTS report notes that the City has installed a limited number of pedestrian "countdown signals" that provide pedestrians with the number of seconds left on the walk phase, helping slower crossers accurately judge whether they have time to cross safely. It has also implemented Americans with Disabilities Act (ADA) requirements for installation of sidewalk ramps at crosswalks, including detectable warning surfaces within the ramp. Through the County's participation in the Safe Routes to School program, elementary and middle schools are developing "walk to school" plans and receiving implementation funding.

Bicycle

According to the JACTS report, “the existing street network is used to serve both the cyclist and motorist.” A citywide bike plan has been developed, and will be used to incorporate bike lanes or shared-use paths into future planned roadway reconstruction projects. Bicycle racks installed on all of the City’s fixed-route buses and adjacent to the Jackson Area Transportation Authority bus transfer center encourage linkages between these two modes of transportation.

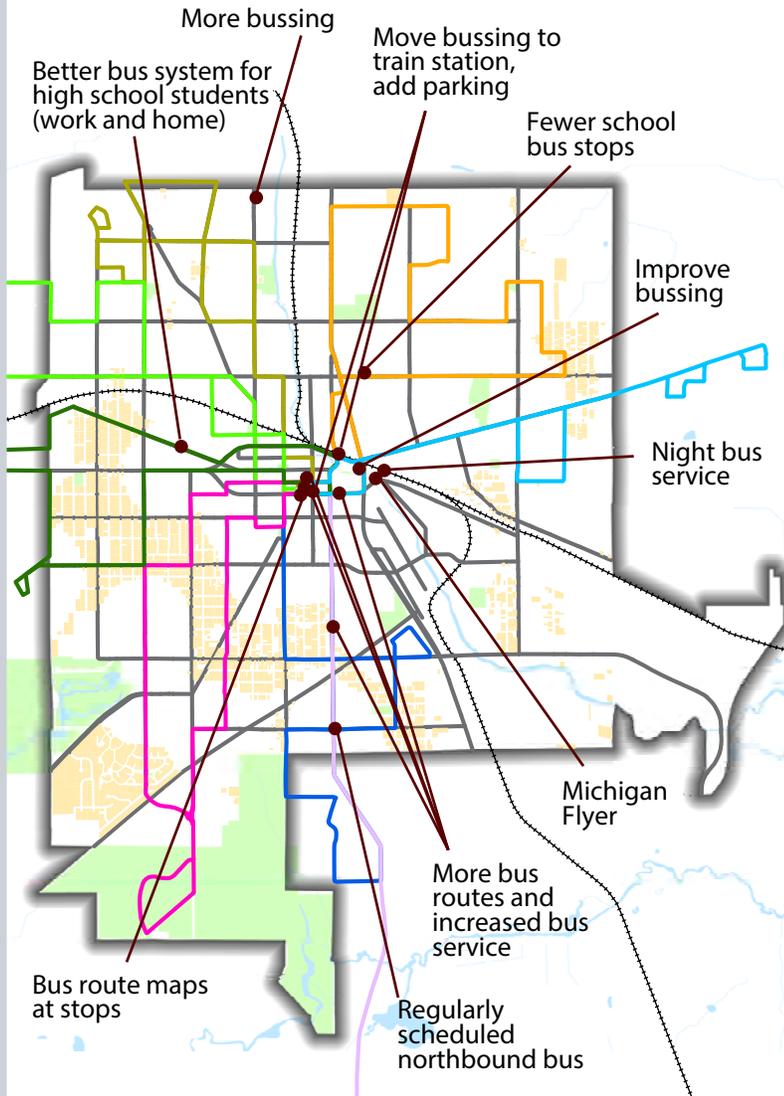
The City also currently offers two nonmotorized pathways which are fully separated from the vehicular right-of-way: the Dr. Martin Luther King Trail along an unused rail bed, and a 12-foot shared use path adjacent to Brown Street between Morell and High Streets. The shared use path model is one that the City intends to replicate in various locations throughout the City as opportunities arise.

The community workshop series revealed bicycle amenities as a highly sought-after investment. Eighty-three percent of the residential parcels are within a quarter mile of a designated bike lane, off-road shared use trail, or posted bike route; the largest underserved areas are along the north and east City limits. Bike lanes and paths were requested in every corner of the City, including connections at several points to the Falling Waters trail. This is perhaps not surprising in a community that is home to the Army Bike Union, a volunteer-run program dedicated to refurbishing donated bicycles and giving them to children who want them and adults who need them.



CITY OF JACKSON

Bus Routes and Citizen Priorities



- East Michigan Avenue
- West Michigan Avenue
- South West Avenue
- Cooper Street
- Lansing Avenue
- Francis Street
- West Ganson Street
- JCC/DaVinci
- Residential Parcel More Than 1/4 Mile From a Bus Stop

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, MDOT



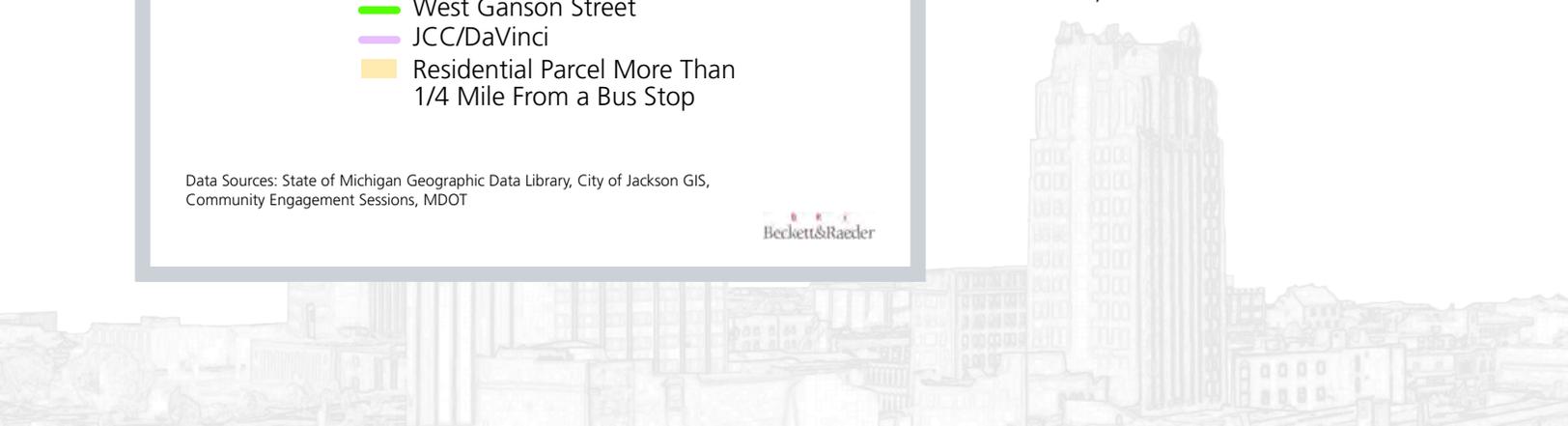
Jackson Area Transportation Authority

This section is excerpted from the JACTS, Chapter 8: Transit

Public transportation services in the Jackson community have a long and varied history. Dating as far back as the 1890s, streetcar service was provided by the Jackson Street Railway Company. This service continued through 1936 when the first buses were purchased and began operating under the company name "Jackson City Lines." Since then, public transit services have been operated by both private and public entities. In 1986, the existing public transportation system was restructured under Michigan Public Act 196 and renamed the City of Jackson Transportation Authority (JTA). By becoming an authority, JTA was able to levy taxes to the residents within the City of Jackson to sustain both demand-response and fixed-route transit operations. Demand-responsive public transportation services are also provided on a limited basis to the remainder of Jackson County residents on a contractual basis. In 2011, the JTA changed its name to the Jackson Area Transportation Authority (JATA) to reflect the importance of providing more regional service.

Existing Service and Fleet

JATA operates fixed route service on eight individual routes Monday through Friday, from 6:15 AM to 6:15 PM. Saturday service runs from 10:15 AM to



JATA bus

6:15 PM. In addition, JATA offers five trips per day of fixed route service in both Blackman and Leoni Townships. JATA also operates demand-responsive, curb-to-curb services for residents of the City of Jackson on a first-come, first-serve basis seven days per week; demand-responsive service outside the City of Jackson is provided by JATA on Monday, Wednesday, and Friday under a contractual agreement with the Jackson County Board of Commissioners.

As of 2013, the JATA fleet consists of 13 heavy-duty diesel buses, 20 medium duty 25-foot diesel vehicles, and 25 mini-van conversions with model years ranging between 2007 and 2012. All vehicles meet ADA accessibility standards with lifts or ramps, and several have additional wheelchair stations that can accommodate up to six wheelchair passengers.

Ridership

As a small urban area without a major university or other significant trip generator, the majority of Jackson's transit users are "transit dependent" rather than a "rider of choice" who prefers transit as an alternative to other forms of transportation. Thus, transit service has not had a significant impact on the reduction of the use of private vehicles. Until public transit is widely accepted by the "rider of choice," it is likely to continue to serve primarily youth, seniors, and disabled and low income individuals.



Service and Fleet Forecast

The Jackson Area Transportation Authority (JATA) is expected to continue providing public transit service to the residents of Jackson County. This will include fixed route and ADA demand-response service to City of Jackson residents and limited demand-response service to the remainder of the county. Transit operations are expected to continue with funding provided by passenger fares, federal and state grants, citywide millage, and service contracts. The only service expansion anticipated is for the purchase and operation of several over-the-road coaches for a possible commuter service between Jackson and Ann Arbor.

For the purpose of this Plan, JATA proposes to continue to operate their system at their current level of service. This is not to imply that JATA will not be exploring service enhancement and delivery changes; however, only those projects which have an identified funding source are included in the list of projects.



Intercity Multimodal

In 2005, a study was conducted to assess the viability of the Jackson Amtrak Station as a multimodal hub. As a multimodal hub, there would be train, City bus, inter-city bus, and taxi services to connect pedestrians and bicyclists to the greater transportation network. It is important to consider a multimodal hub, since train trips generally include more than one form of transportation. For example, a resident could walk from home to a bus stop, ride the bus to the multimodal hub, and then board either a train or inter-city bus. Conversely, arrivals by train or bus into Jackson would be able to easily transfer to a local mode of transportation.

Based on the 2010 revision of the Jackson Rail Passenger Station Development Study, major elements of the transportation hub would include:

- ▣ Intermodal Transportation:
 - Passenger Rail (Amtrak, High-Speed, and Commuter Rail)
 - Inter-City Bus Services (Greyhound, Michigan Flyer)
 - Local Bus Services (Jackson Transit Authority)
 - Taxicab Services
- ▣ Lease Space for Retail, Commercial and Vending
- ▣ Security Station
- ▣ Parking
- ▣ Potential Community Services or Public-Use Space

*Left:
Amtrak Station*

*Facing:
Jackson Amtrak Intermodal Depot
conceptual site plan
Credit: JJR Associates*

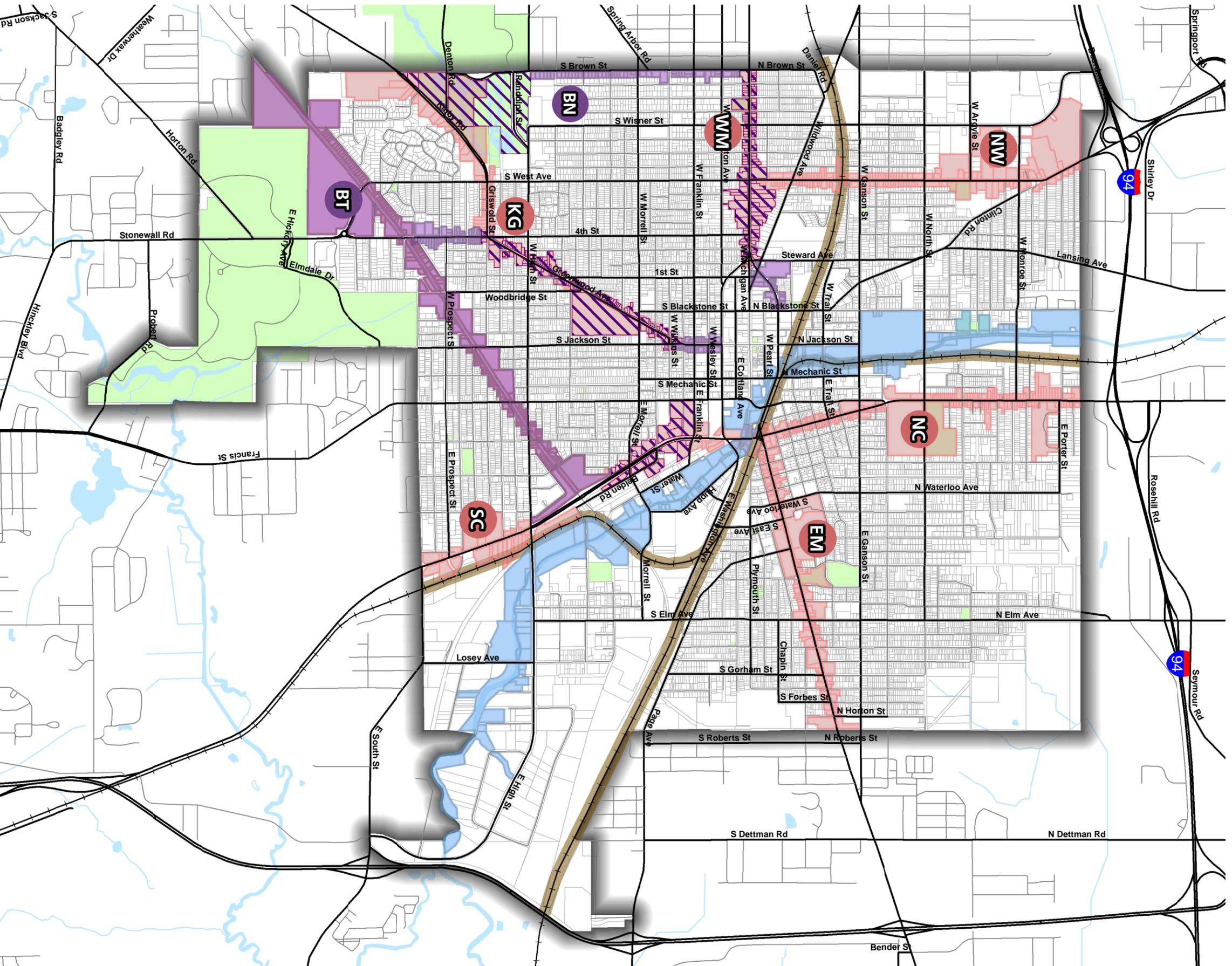



Jackson Amtrak Intermodal Depot
 City of Jackson, Michigan

Site Plan - Preferred Alternate


JJR
 QUINN EVANS
 November 22, 2010

CORRIDORS



CITY OF JACKSON Corridors

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- | | | | |
|--|-----------------|--|---|
| | City of Jackson | | Road Corridor |
| | Major Road | | Nonmotorized Corridor |
| | Minor Road | | Rail Corridor |
| | Railroad | | Natural Corridor |
| | Park | | Multimodal Corridor
(Includes Proposed
Off-Road and
Nonmotorized Trails) |
-
- | | | |
|--|-----|----------------------------------|
| | NG | N. Cooper St. |
| | WMM | W. Michigan Ave. |
| | NW | N. West Ave. |
| | KG | Kibby Griswold
Greenwood |
| | EM | E. Michigan Ave. |
| | BT | Jackson Inter-City
Bike Trail |
| | BN | Brown St. Nonmotorized
Trail |



PRIMARY CORRIDORS

Corridors are the primary thoroughfares for moving people and goods through and within the community. The concept is not limited to vehicular movement: the Grand River and railroad corridors both served freight and transportation needs before the prevalence of automotive travel.

Road corridors are the most common type in an auto-oriented society. Though defined by their linear shape and characteristics of movement, their high visibility and accessibility often make them into destinations that are highly sought after by commercial enterprises.

Cooper St., North and South

Cooper Street acts as a main gateway to the City from both the north and south, providing visitors with their first impression and residents with the vista that represents home. Accordingly, emphasis needs to be placed on maintaining and improving this corridor. Signage and property maintenance along the corridor are strongly recommended, and aesthetic improvements are guaranteed wide exposure.

East Michigan Ave.

East Michigan Avenue provides a vital connection to US 127 South, east of Jackson. This corridor acts as the anchor for both the Health District as well as the Amtrak node. As health care has been one of the fastest-growing industries in recent history with no signs of slowing on the horizon, and as Allegiance Health has entertained partnership agreements with other large health care providers, significant development is expected in this corridor over the coming years.

West Michigan Ave.

West Michigan Avenue provides a direct link between Jackson's downtown and all points west through the heart of the City's historic district. This historic character should be heavily emphasized here, where it can be enjoyed by the greatest number of passers-through.

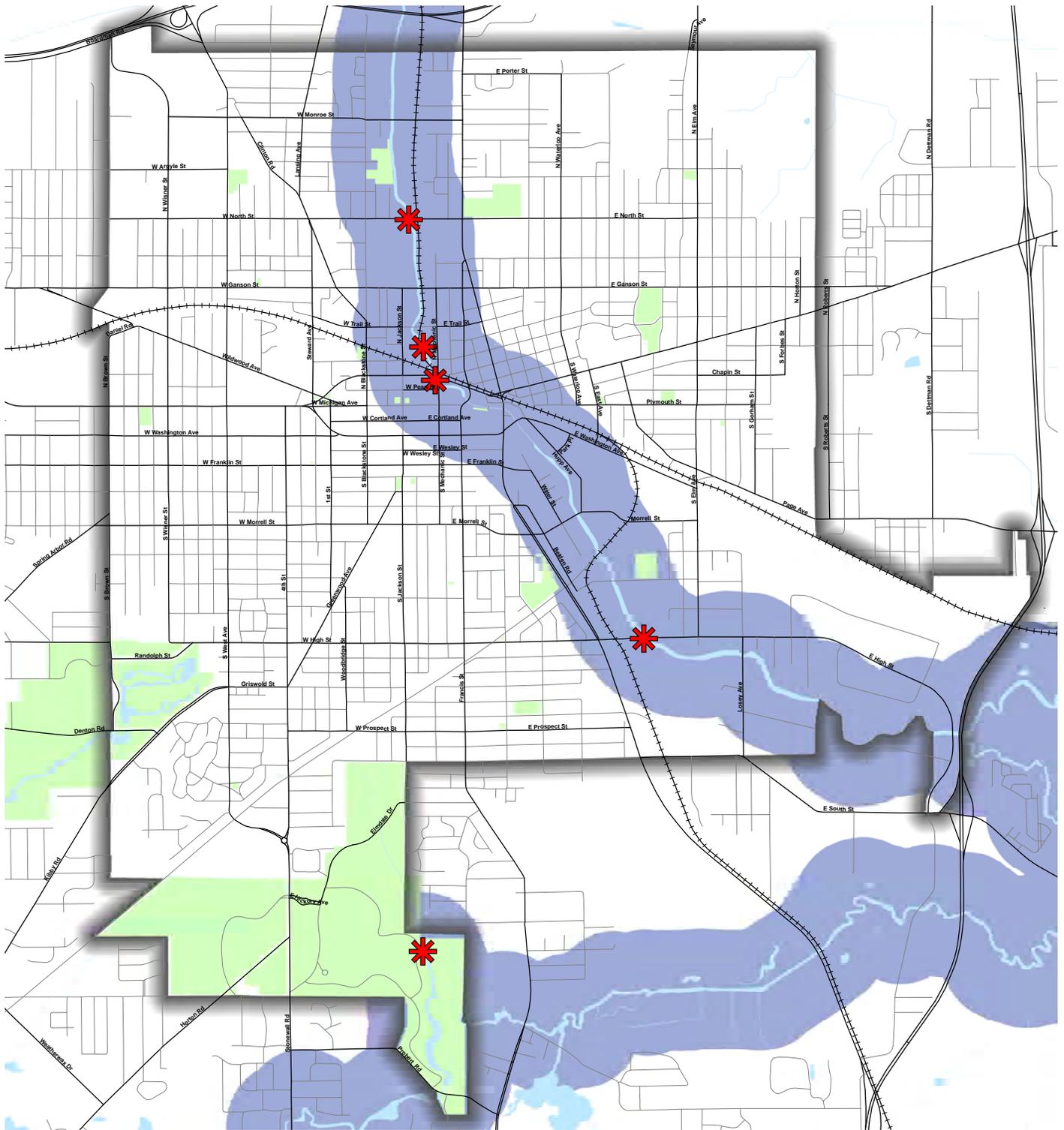
North West Ave.

North West Avenue hosts a majority of the City's retail, located at the junction of I-94 and US 127 North. This corridor is a prominent North-South arterial connecting the Jackson Crossing District and the I-94 interchange to other areas of the City. Because it serves these widely-used amenities, access is a particularly important consideration for this corridor.

Kibby Griswold Greenwood

Greenwood Street runs southwest from just south of downtown to Griswold Street, which turns into Kibby Road and extends beyond the City limit. This corridor connects downtown to the large parks in the southwest corner of the City, passing through the historic Greenwood Merchant's District. This district represents a particularly ripe opportunity for redevelopment, which is discussed in the next section, and the corridor's role in encouraging regional visitors to the parks to venture into downtown Jackson should be leveraged as fully as possible.

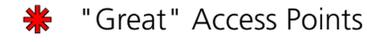




CITY OF JACKSON

Blueways Water Trails

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

-  City of Jackson
-  Major Road
-  Minor Road
-  Railroad
-  Park
-  1/4 Mile Grand River Buffer
-  "Great" Access Points



Dr. Martin Luther King, Jr. Trail

The King Trail follows the rail bed of the former Michigan Central Railroad for 3.4 miles through the southwest quadrant of Jackson. The trail has a proposed link to the Falling Waters Trail, which connects the town of Concord with the City of Jackson. Widespread public interest in trail development, recreational bicycling, and nonmotorized transportation imbue this trail with the potential to serve as a regional draw, so safety and cleanliness should be a top priority.

Rail Corridors

The railroad has played a critical role in Jackson's formation and history. Jackson is strategically located along Amtrak's Pontiac to Chicago "Wolverine" route, through which six Amtrak trains pass daily. An upgrade to the route is expected to deliver 100 mph high-speed service by 2017. Some rail lines are still used for freight shipping as well. The corridor itself is well isolated from development for safety, creating natural boundaries between sections of the City.

Grand River

The 2015 City of Jackson and Jackson County Joint Recreation Plan highlights 18 access points to the Grand River, with four of those access points falling within the City boundaries. The northernmost access point is located at the Jackson County Fair Grounds near the Armory Arts Village. The Toy House and Grand River Memorial Park both provide access to the river from the Downtown neighborhood. The southernmost access point in the City is at High Street. The Joint Recreation Plan also highlights multiple routes down the river, categorized by launching point and length of trip.

Trailhead



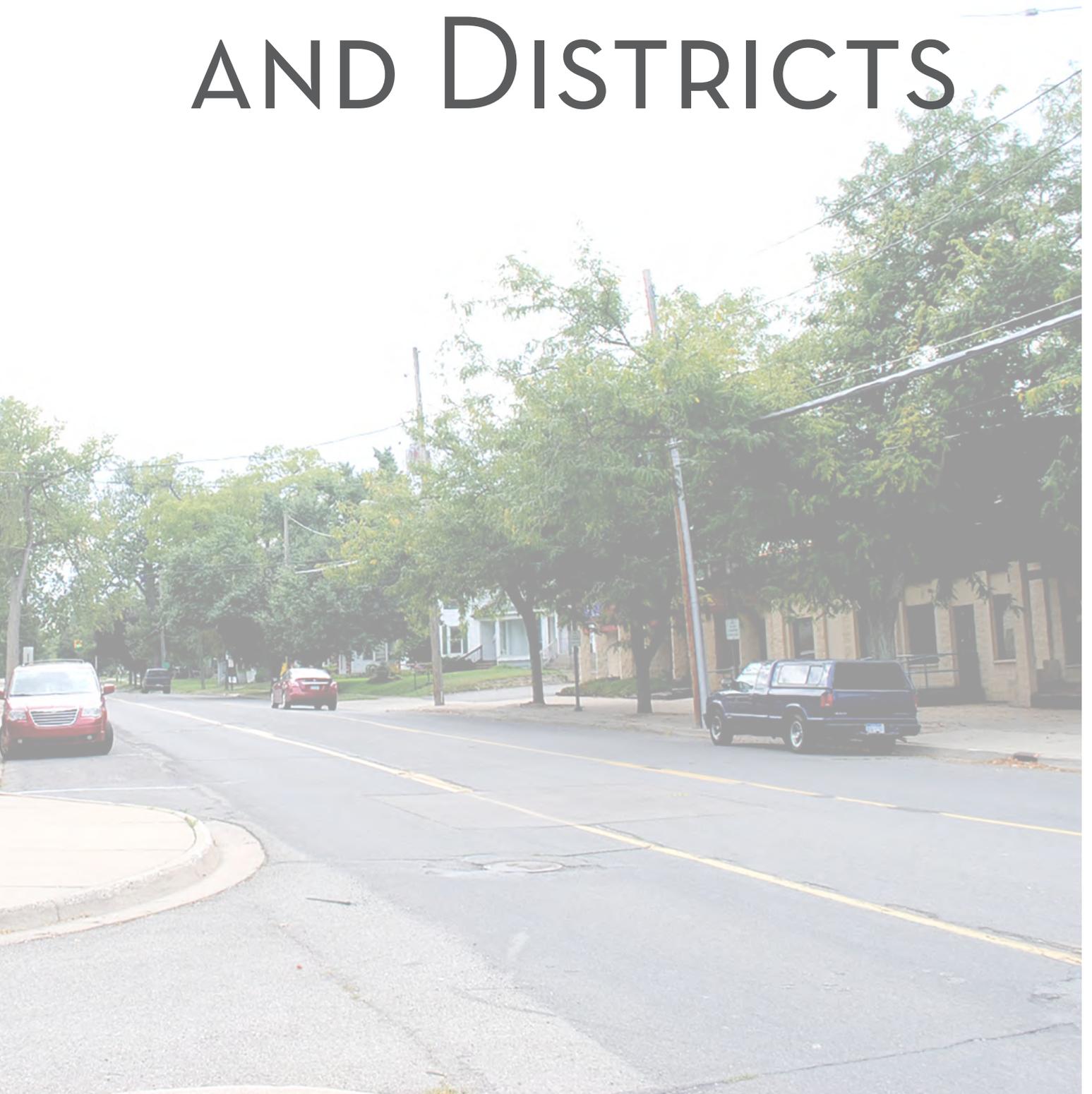
Armory Bike Union



04



DOWNTOWN AND DISTRICTS



DOWNTOWN

At the heart of this master plan is a physical assessment of the entire built environment under the City's jurisdiction. This is a departure from traditional master planning practices, which have focused more on land uses and natural features, and signals Jackson's commitment to shift from use to form. The unique characteristics of each space throughout the City were described, their conditions assessed, and their past and possible uses explored. Through this assessment, eight distinct districts were identified which serve as the City's centers of commerce, culture, and industry, and 32 residential neighborhoods were defined by their character and connectivity.

Downtown

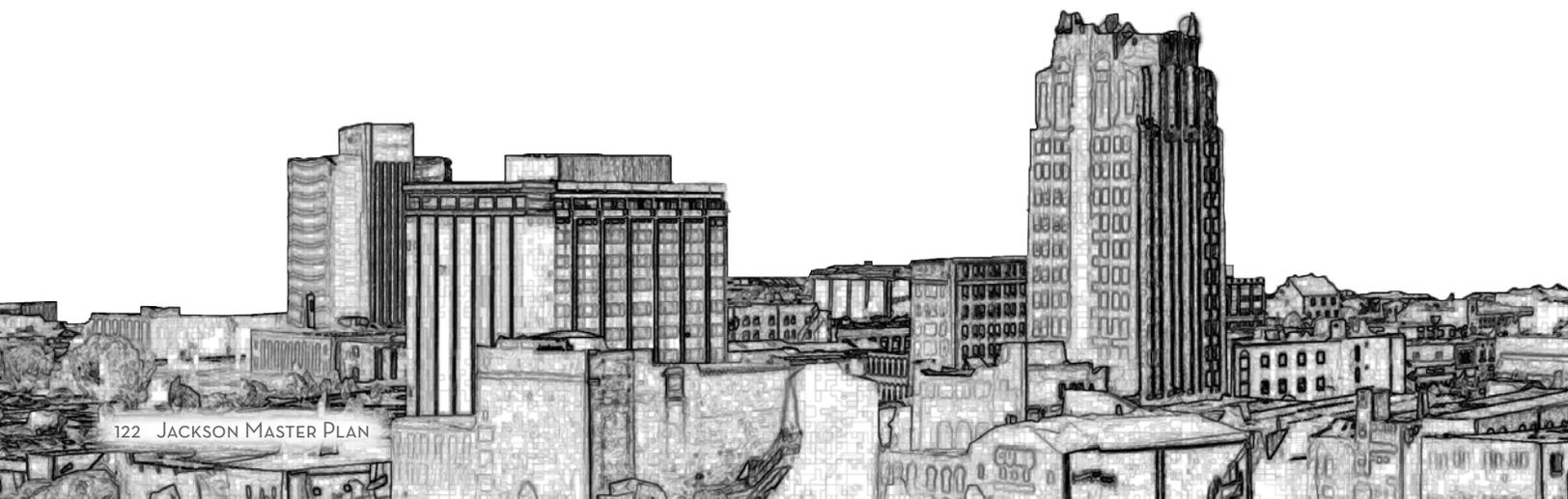
Downtown Jackson is the historical and current heart of the City. Once host to blocks of retail, entertainment, services, and restaurants lining Michigan Avenue and neighboring streets, it has experienced a period of acute disinvestment over the last half of the 20th century that is typical of American urban centers during this period of rapid suburbanization. As resources have been dispersed in an ever-widening radial around the core, central cities have struggled mightily to maintain their vast assets; poor physical conditions and a shortage of activity have been common outcomes.

It has become clear, however, that the importance of central cities' role in the community and the region has not been ultimately diminished despite this disinvestment. At a 2011 international summit convened in Detroit

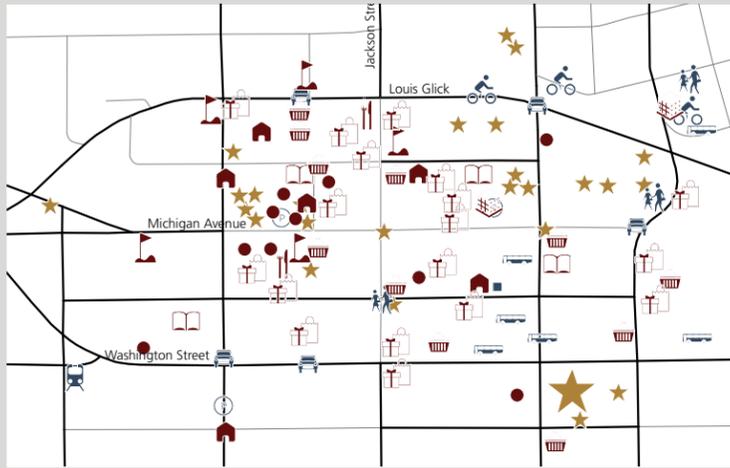
to share strategies for what attendees termed "legacy cities," their value was described compellingly:

*"Legacy cities contain assets that are important for their own futures and for those of their states, regions, and of the United States as a whole. These assets include business clusters, manufacturing plants, and Fortune 500 headquarters, along with major hospitals and universities, large nonprofit organizations, arts institutions, and foundations. These cities contain rich resources of historic buildings, gracious tree-lined neighborhoods, and beautiful lakes and riverfronts. Above all, they contain valuable human capital—the leaders and ordinary citizens working in businesses and government, nonprofits and neighborhoods, who are committed to making their cities better places in which to live and work."*⁷³

This is not news to the citizens of Jackson. At every community workshop, a vibrant downtown emerged as a top priority. One third of all development priorities listed by participants was located within or adjacent to the Loop—about 0.3 of Jackson's 11.2 total square miles. In particular, retail, grocery, and mixed use development suggestions were clustered in the downtown area. Over one quarter of the assets cited by participants was also located in the Loop.



DOWNTOWN PRIORITIES



- PURE Jackson*
- Carnegie District Library (6)
 - Hayes Hotel (4)
 - Michigan Theater (4)
 - Consumers Headquarters (2)
 - Downtown Jackson (2)
 - Farmers Market (2)
 - Grand River (2)
 - Riverwalk Amphitheater (2)
 - Downtown bus station (1)
 - Jackson Antique Mall (1)
 - Jackson Symphony Orchestra (1)
 - Parks (1)
 - Summer Night Tree

Development

- Retail (20): Dave and Buster's, Trader Joe's, drugstore, multi-level specialty shops, Old Navy, bookstore, gas station, lively and artsy shops and kiosks, window shopping
- Grocery (10): Polly's, locally owned grocery store
- Location-specific (7): Use and develop the riverfront, focus on downtown core, develop parking lots
- Housing (6): Apartments, college housing and workspace, downtown residential development, turn hotel into dorms with shuttle to college, housing within Hayes Hotel
- Recreation (5): Children's garden, downtown walking loops, open Post Office as historic site, art center
- Education (4): Jackson College downtown; medical college
- Mixed use (3): Diversified living in empty spaces
- Restaurants (2): Locally owned restaurants, Lean Cuisine
- Service (2): Conference center

Transportation

- Bus (7): More buses, extended routes and hours, bus station, route maps at stops, move busing to train station and add parking
- Auto (6): Traffic circle around State office, connection between east and west, motorcycle-friendly lights, conversion to two-way traffic
- Parking (2): Develop empty lots into parking structure
- Pedestrians (2): Red crosswalk markings everywhere, riverwalk
- Bike (1): Bike trail through downtown
- Multimodal (1): High speed rail and bus station

DISTRICTS



Overall Plan

May 2016



REALIGNED ENTRY TO DOWNTOWN

IMPROVED PARK

INFILL DEVELOPMENT

LOUIS GLICK CONVERTED TO TWO-WAY

GATEWAY TREATMENTS

2

1

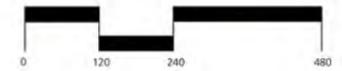
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3

6

7



PUBLIC PARKS

MODERATE STREETScape IMPROVEMENTS

SIGNALIZED INTERSECTION

IMPROVED PARKING LOTS

WASHINGTON CONVERTED TO TWO-WAY

INTENSE STREETScape IMPROVEMENTS

PARKING DECK AND INFILL DEVELOPMENT

INTRODUCTORY STREETScape IMPROVEMENTS

INFILL DEVELOPMENT

Public Investment

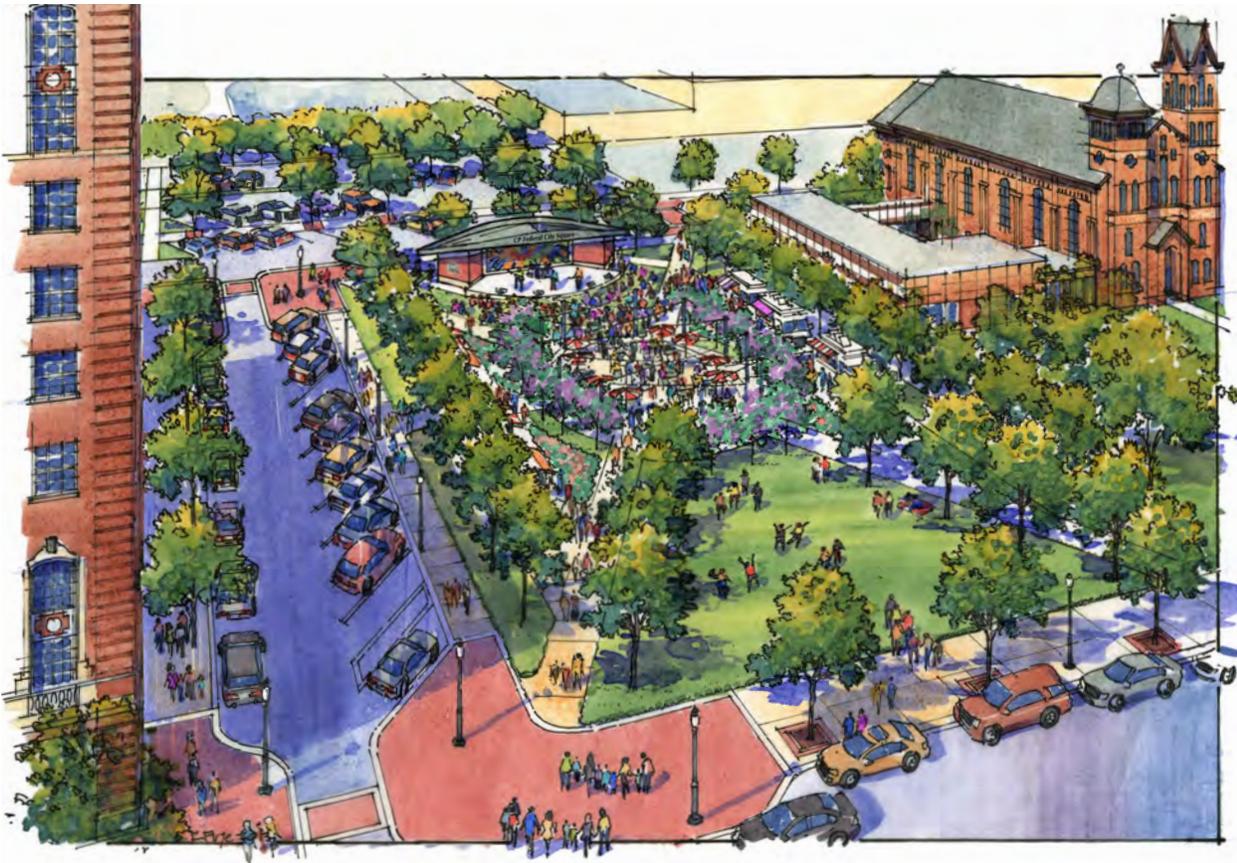
Jackson is making a concerted, forceful effort to use public investment as a means to restore the value of these assets. These significant and targeted investments in City parks and rights-of-way are designed to both catalyze and facilitate private investment.

Streetscape Master Plan

Jackson has developed a comprehensive streetscape plan for the downtown and key entryways to it. As noted under Public Facilities and Services, this effort is coordinated with utility work along Michigan Avenue in order to maximize the benefit of the two projects. The streetscape plan addresses motorized and nonmotorized circulation, parking, park and festival spaces, landscaping and street trees, lighting, furnishing, and special features such as locations for public art.

The plan proposes three levels of streetscape throughout the downtown. Along Michigan Avenue, there will be “Intense” streetscape improvements, including many at-grade planters, pedestrian-scale lighting, trees in tree grates, and generally pavement from the building face to the curb. There will be a main sidewalk directly adjacent to the building face, and then the area between the building face and the curb will be the “furnishings zone” which can also include trees and at-grade planters. There will be on-street parking, mostly angle parking to fit in as many parking spots as possible where the street width allows. Bump-outs were designed at the intersections to create shorter crossing distances for pedestrians and to protect the parked cars. The existing raised planters were kept wherever possible in the design, and additional at-grade planters were added to the streetscape. Most street furnishings are to be salvaged and re-used, such as benches, tree grates, and litter

56. Jackson Downtown Urban Park perspective illustration



receptacles, but they may be moved to the furnishings zone. The planting scheme for the streetscape uses many different plants to avoid a monoculture; besides being ecologically beneficial, this also protects the streetscape in case one species does not do well, since each species constitutes a smaller percentage of the total plants.

Moving outward from Michigan Avenue will be the “moderate” streetscape, which will still be paved from the building face to the curb, but instead of at-grade planters, there will be just trees in tree grates in the furnishings zone (as well as any benches, litter receptacles, and lighting). Finally, the “Introductory” streetscape at the edges of downtown will still have a sidewalk, but then between the sidewalk and the curb will be a lawn panel with trees and lighting. At a few main intersections, there will be entryway treatments to signal entrance into the downtown.

Downtown Urban Park

Redevelopment of the former site of Consumers Headquarters at 212 Michigan Ave. has taken the form of a dramatic expansion of adjacent Blackman Park to offer a multi-use public activity center. A plaza space with café tables and overhead LED lighting occupies the center of the design, with space for food trucks on the east and west sides of the parks and space and utilities on the north lawn to accommodate a temporary inflatable movie screen. As part of a future phase, the south lawn will have a pavilion to house a lighted glass mural commissioned by Consumers Energy in 1969.

Alley PlacePlan

In support of the statewide Placemaking initiative, the Michigan Municipal League, Michigan State University, and Michigan State Housing Development Authority have offered planning and design assistance to Jackson and 11 other communities for the formulation of “PlacePlans.” For this site-based project developed with intense community participation, Jackson chose the pedestrian alley located between Michigan Avenue and Pearl Street, adjacent to 140 W Michigan Ave.:

“The Alleyway is a critical building block in the movement of people in Downtown Jackson. The existing alley runs north to south in the heart of Downtown Jackson, bounded by Washington Avenue and Louis Glick (US-127). The corridor created by the alley will provide efficient access to local businesses, restaurants, entertainment, and other existing and forthcoming activities in the area. The appeal of this study area comes from its high density and mixed-use capacity, both of which present opportunities for social interaction and economic development. By integrating better design with physical and visual connectivity, the City can further downtown economic development efforts via increased foot traffic, enhanced mobility, and quality infrastructure improvements.”

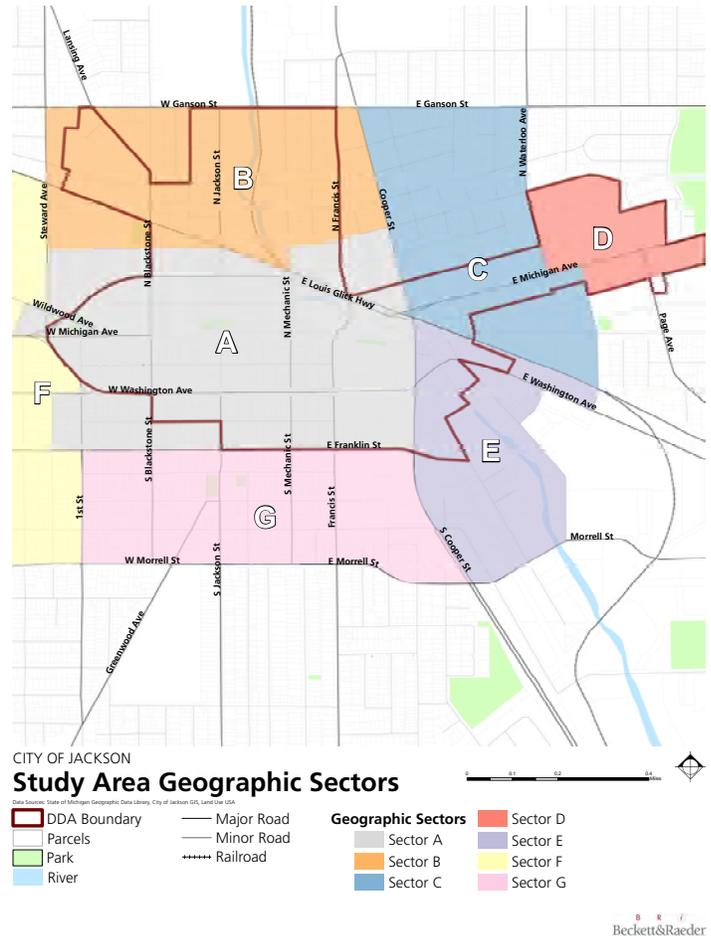
The City is implementing portions of this plan, with new pavement in the works between Michigan Avenue and Pearl Street in conjunction with the Michigan Avenue infrastructure and streetscape project. A private redevelopment of one of the adjacent buildings includes outdoor dining provisions in the alley.

57. Study Area Geographic Sectors Map

Target Market Analysis

Residents provide critical support to the downtown's economy. In addition to offering a customer base with a natural preference for retail and service establishments in the City's core, their presence activates the space throughout the 24-hour cycle. Because walkability is better and parking more challenging than in less dense areas of the City, downtown residents are also more likely to make up a significant portion of the community's public transit ridership. Though there has been a long out-migration of residents from the cores of central cities, demographic research has shown that changes in household composition, population characteristics, and preferences are steadily changing this trend. In October 2014, economic analysts at Land Use | USA completed a Target Market Analysis (TMA) for the City of Jackson to assess the potential to attract likely movers to the downtown core, and the products most likely to be sought by those movers. This approach goes beyond the traditional supply and demand model to consider the buying and renting capacity of households moving into a market, and the style and form of the housing that they would buy or rent if it was available.

The analysis shows a potential for the addition of 270 dwelling units annually throughout the study area, including 97 in the downtown core. Most of these would be attached units (71%) with rents of \$600 per month or less (70%), and an even larger share (82%) would be renter-occupied. In part, this data reflects the attributes of likely movers, as movership is almost always higher among renters, lower-income households, younger populations, and larger families. However, the project used "lifestyle cluster" data produced by Experian Decision Analytics, which has been extensively privately developed and market tested in an attempt to provide the most comprehensive picture possible of 71 distinct consumer groups. Eight of these groups were identified as the lowest-risk target market for housing developers, the characteristics of which most closely match current residents,



DISTRICTS

Market potential by geographic sector: predominant target markets			
Geographic Sector	Max. Annual Potential	Max. 5-Year Potential	Share of Total
Sector A	97	485	36%
Sector B	47	235	17%
Sector C	39	195	14%
Sector D	15	75	6%
Sector E	12	60	4%
Sector F	20	100	7%
Sector G	40	200	15%
Total	270	1,350	100%

who have already shown a preference for living in the City of Jackson by actually living there. (For a complete description of the markets described in this analysis, please see the Appendix.)

A central challenge of community revitalization is the acquisition of good data through which to understand the potential for change, since past data will not reflect changed conditions and projections lack the reliability of historical analysis—basically, a balance must be struck between “always doing what we’ve always done” and “build it and they will come.” To address this challenge, Land Use | USA identified four other groups as “upside” target markets which could be attracted with slightly different conditions. Two of the groups were included on the basis of data from employer and employee surveys conducted by the Anchor Initiative, and two groups represent more distant goals based on compatible characteristics of their lifestyle clusters. The report predicates attraction of these upside markets on the successful implementation of placemaking measures such as building renovations, riverfront access, nonmotorized pathways, social spaces, public transit, and private entertainment amenities.

The TMA is meant to offer prospective developers and financiers realistic data that supports a carefully considered departure from the status quo. Though the tables here present a variety of configurations, the

eventual outcomes will be determined on a project-by-project basis that is responsive to a host of very specific conditions. One point that bears reinforcement is that the TMA highlights a basic mismatch between the available housing choices and the preferences of the potential housing market. Specifically, offerings are dominated by large-scale attached units—high rises—and single-family detached units, with a wide expanse of “missing middle” housing choices such as duplexes, flats, row houses, and lofts. Provision of these form-delineated choices in appropriate contexts throughout the community will contribute to the diversity of both the built environment and the populace.

This point also provides the answer to the reasonable question of why Jackson would simultaneously pursue aggressive demolition of its vacant single-family detached housing and recruitment of new housing development: in order to provide the type of accommodation desired by current and future residents. In addition to product differences, the age of the housing stock presents maintenance challenges and issues of outdated construction (for example, lack of closets). However, the Target Market Analysis recommendations are in no way limited to new construction, and in many cases explicitly recommend redevelopment of currently un- and under-utilized buildings based on likely return on investment.

58. “Missing middle” housing types

Credit: Opticos Design



Market potential by target market lifestyle cluster					
Predominant Targets	Market Potential		Max. Rent (2015)	Max. Home Value	Prevalent Units per Building
	Renter Units	Owner Units			
Hard Times	94	5	\$700	\$145,000	10 – 100+
Small Town & Pockets	1	6	\$725	\$150,000	houses
Hope for Tomorrow	41	9	\$750	\$155,000	2 – 10
Dare to Dream	59	17	\$775	\$160,000	2 – 10
Senior Discounts	3	0	\$800	\$165,000	10 – 100+
Urban Ambition	18	4	\$825	\$170,000	2 – 10
Diapers, Debit Cards	1	6	\$850	\$175,000	houses
Bohemian Groove	5	0	\$900	\$250,000	2 – 10
Total	222	48	\$750	\$155,000	1 – 10

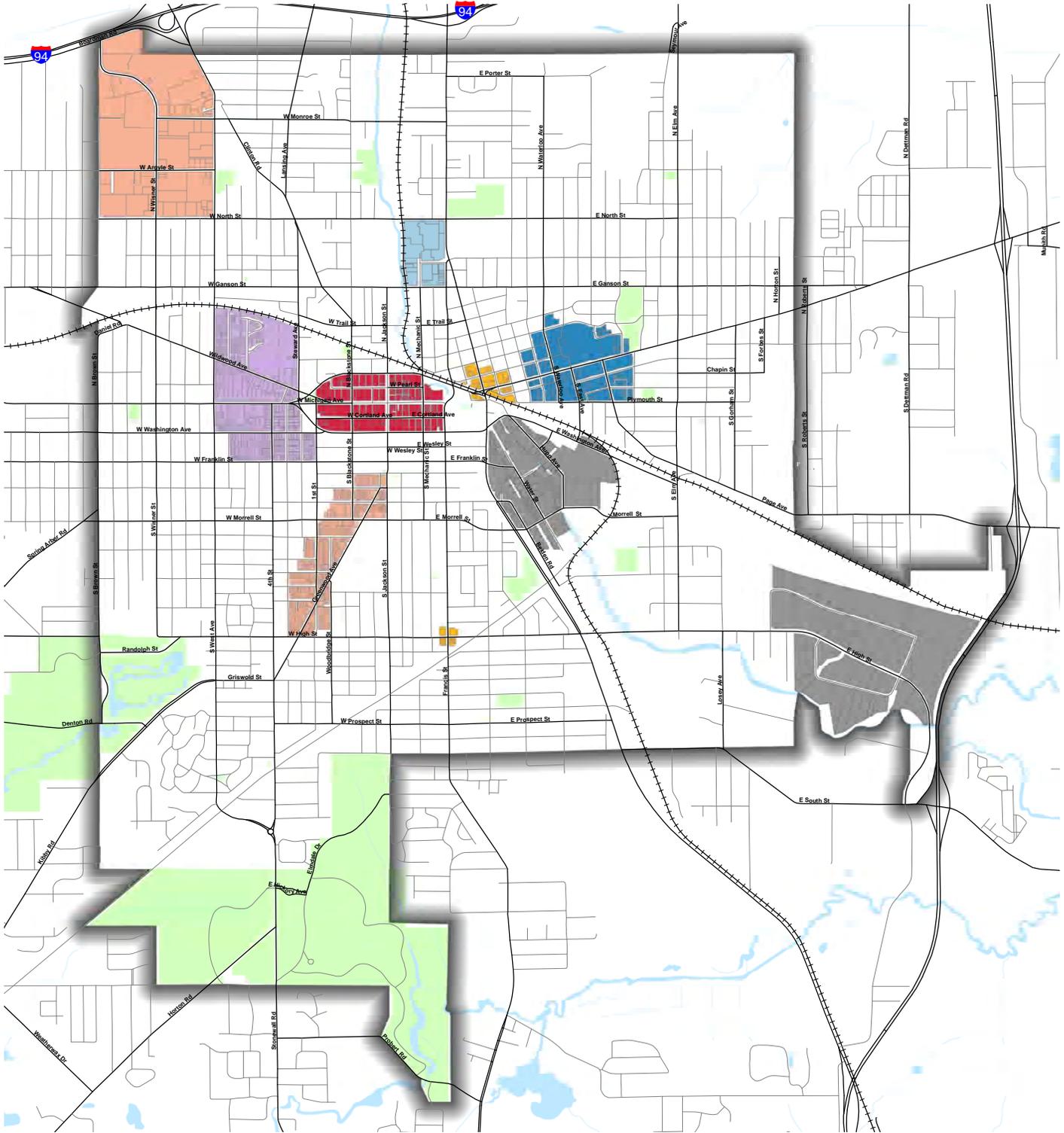
Upside Targets	Market Potential		Max. Rent (2015)	Max. Home Value	Prevalent Units per Building
	Renter Units	Owner Units			
Striving Single Scene	10	0	\$875	\$225,000	10 – 100+
Digital Dependents	0	6	\$900	\$250,000	houses
Wired For Success	0	0	\$900	\$275,000	5 – 100+
Status Seeking Singles	0	0	\$1,000	\$300,000	houses
Total	10	6	\$900	\$250,000	5 to 20

Source: Land Use | USA

Recommended housing products by context		
Neighborhood	Downtown	
Detached Houses (infill)	Low-Rise Flats, Lofts	Main Street Mix; Vertical Infill
Attached Duplexes	Attached Row Houses	Mid-Rise Flats, Lofts
Attached Triplexes	Attached Brownstones	High-Rise Flats, Lofts

Source: Land Use | USA





CITY OF JACKSON
Districts

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- | | | |
|-----------------|------------|---------|
| City of Jackson | Mixed Use | Arts |
| Major Road | Commercial | Medical |
| Minor Road | Industrial | Node |
| Railroad | Historic | |
| Park | | |



DISTRICTS

Districts are concentrated areas of activity with a density great enough to generate a multiplier effect. Because of the long history of use-based zoning, established districts are generally comprised of similar uses. This can contribute positive synergy to the district, as in the case of industrial districts where the proximity of complementary enterprises creates efficiencies, but does not necessarily mean that districts should always be organized that way. Industry and commerce are also often complementary, for example, and walkability cannot succeed at all where commercial and residential uses must always be geographically separated.

In addition to the Downtown, Jackson has an array of distinct districts. Some, such as the Under the Oaks Historic District, are formalized; others such as the two industrial and two commercial districts are simply descriptions of the existing conditions. The Health and Arts districts are anchored by specific properties. All are designed for relatively intense development and should be the focus of new investment throughout the life of this plan.

Two nodes serve the needs of travelers through and within Jackson. A plan has already been formulated to capitalize on the Amtrak node in the heart of Downtown, and the Falling Waters node at the corner of High and Francis Streets emerged from the community workshops as a prime site to serve residents in the southern portion of Jackson as well as trail users.

Health District

The Health District lies mostly within the Health neighborhood just north of East Michigan Avenue. The district is comprised of healthcare-related operations such as Allegiance Healthcare facilities, plastic surgery, and hearing aid centers, and has the potential to house light medical manufacturing and distribution. The integrity of a strong district is already there, with established commercial businesses along Michigan Avenue as well as the ability to build off both the Amtrak node and its proximity to Downtown Jackson,

and it is expected that development will be led by Allegiance and its current and future affiliates.

Amtrak Node

The historic Amtrak station located at the intersection of Cooper Street and Michigan Avenue is one of the oldest continually operating train stations in the United States. The station was built in 1873 and secured its place on the National Register of Historic Places in 2002. The railroad was the main driver of prosperity and growth in Jackson during the late 19th century. The depot served as a hub of activity with many restaurants and fine hotels built within walking distance.

In the Jackson Amtrak Station multimodal study conducted in 2005 and revised in 2010, retail, commercial, and vending spaces available for lease were a defining component of a viable conceptual plan. This concentration of uses which are specifically non-vehicular provides an opportunity to focus on a built form that is even more human-scaled and pedestrian-friendly. A recently completed environmental impact assessment noted that high-speed rail linking Detroit with Chicago via the current route through Jackson could be in place by 2035.⁷⁴ This level of service would certainly enhance the existing depot and the immediate neighborhood.



Jackson Amtrak station

Arts District

The Arts District is located within the Arts neighborhood directly north of downtown. This district includes Art 634, a multimedia gallery and studio that welcomes all expressions of creativity from jewelry to upcycling to hair design, and the Armory Arts residential lofts.⁷⁵ Historically, these buildings served as prison quarters, carriage factories, warehouses, and trucking operations. Now, renovated and repurposed, they form a district dedicated to creativity and culture in Jackson—and a compelling argument for looking beyond use when considering a building’s utility. Frequently cited as a community asset during the master plan workshop series, the processes and relationships which contributed to this success should be strengthened, expanded, replicated, and supported.



Arts District sculpture

Under The Oaks Historic District

The homes in this district once formed the outer periphery of the City, and accordingly were cited as a good place for the Republican Party to meet in 1854 since there was ample open land beyond them to congregate. Concurrently with the writing of this plan, each building within the district is undergoing an assessment to ensure that the boundaries of the district continue to reflect a collection of intact, contributing resources. Development within this district is largely guided by the Under the Oaks Historic District Commission.

Jackson Crossing District

The Jackson Crossings District is the major big-box retail hub located in the northwest corner of Jackson at the I-94 and US 127 North Junction. The Jackson Crossing Mall opened in 1960, strategically located to serve drive-by traffic from US 127 and I-94 as well as residents within the City and of surrounding townships. It functions successfully as a regional big-box district, and it is well-supported by its current zoning regulations.

Industrial Districts

There are two industrial districts in the southeast quadrant of Jackson: the Water Street District just outside of downtown, and the Micor Park District at the southeast boundary of the City. The districts grew along the river and railroad lines that made Jackson a viable industrial city from the 1800s through the late 1900s. The Micor Park District is largely self-sufficient and no dramatic recommendations are proposed, but the Water Street District presents an unusual opportunity. It is already built somewhat intensely with large, low buildings well-suited to industrial uses, and some stretches of vacant land are available to accommodate new construction. It is adjacent to the downtown, the Amtrak node, and the Health District while maintaining a degree of isolation from them due to the orientation of its buildings toward each other across Water Street. This site could easily host a light industrial cluster or a “workshop row” and would be well-served by zoning that protects its flexible form while limiting its potential uses as little as possible.



Micor Industrial Park

Flat Iron District

The Flat Iron District along Greenwood Street has the potential to regain its status as a commercial and retail hub for the southwest quadrant of the City. The district's most iconic building, the Flat Iron building, housed the Flat Iron Drug Store, a hardware store, a doctor's office, and other shops. The district serves residential neighborhoods in the southwest corner of the City where there is a lack of retail and commercial property, and is designed accordingly with a concentration of commercial buildings located close to the right-of-way, one of which hosted two grocery stores previously: Sidmore Market and Henry's Market.⁷⁶ Its walkability is accentuated by its proximity to the City's oldest cemetery, Mt. Evergreen, for which the City has developed a self-guided tour of monuments and gravesites. The residential swath separating the north end of the district from the downtown has been among the hardest hit economically for many decades, a fact reflected in the poor condition of many of its structures. The vacant space created by their subsequent removal under the Neighborhood Economic Stabilization Program may be concentrated enough to offer new development possibilities here.



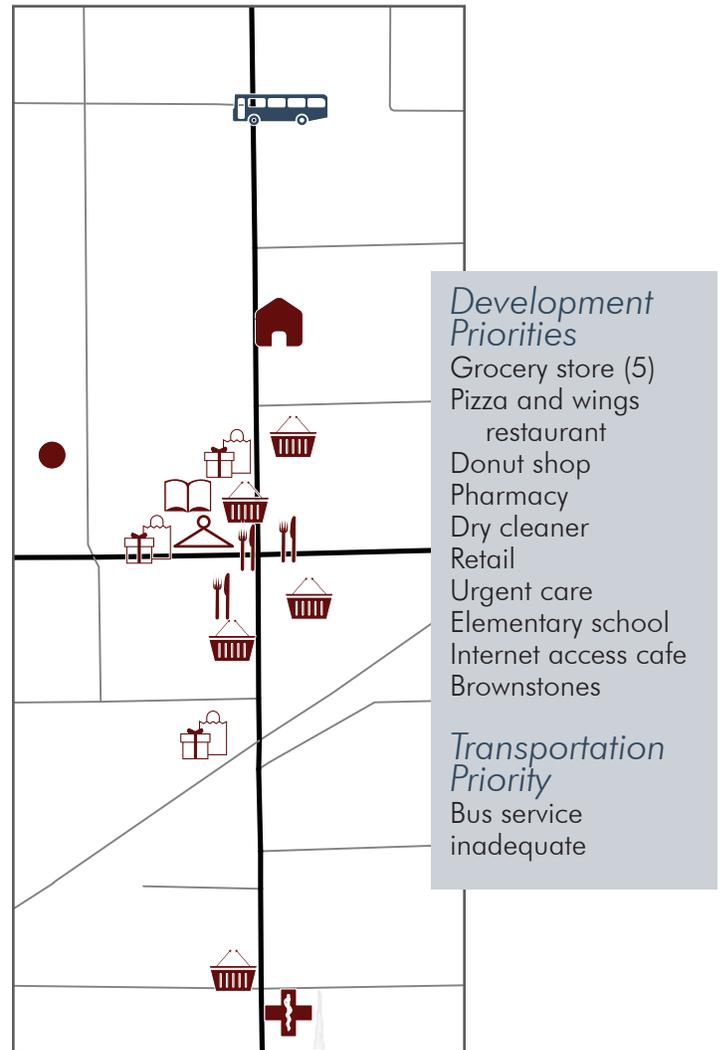
Flat Iron building

Falling Waters Node

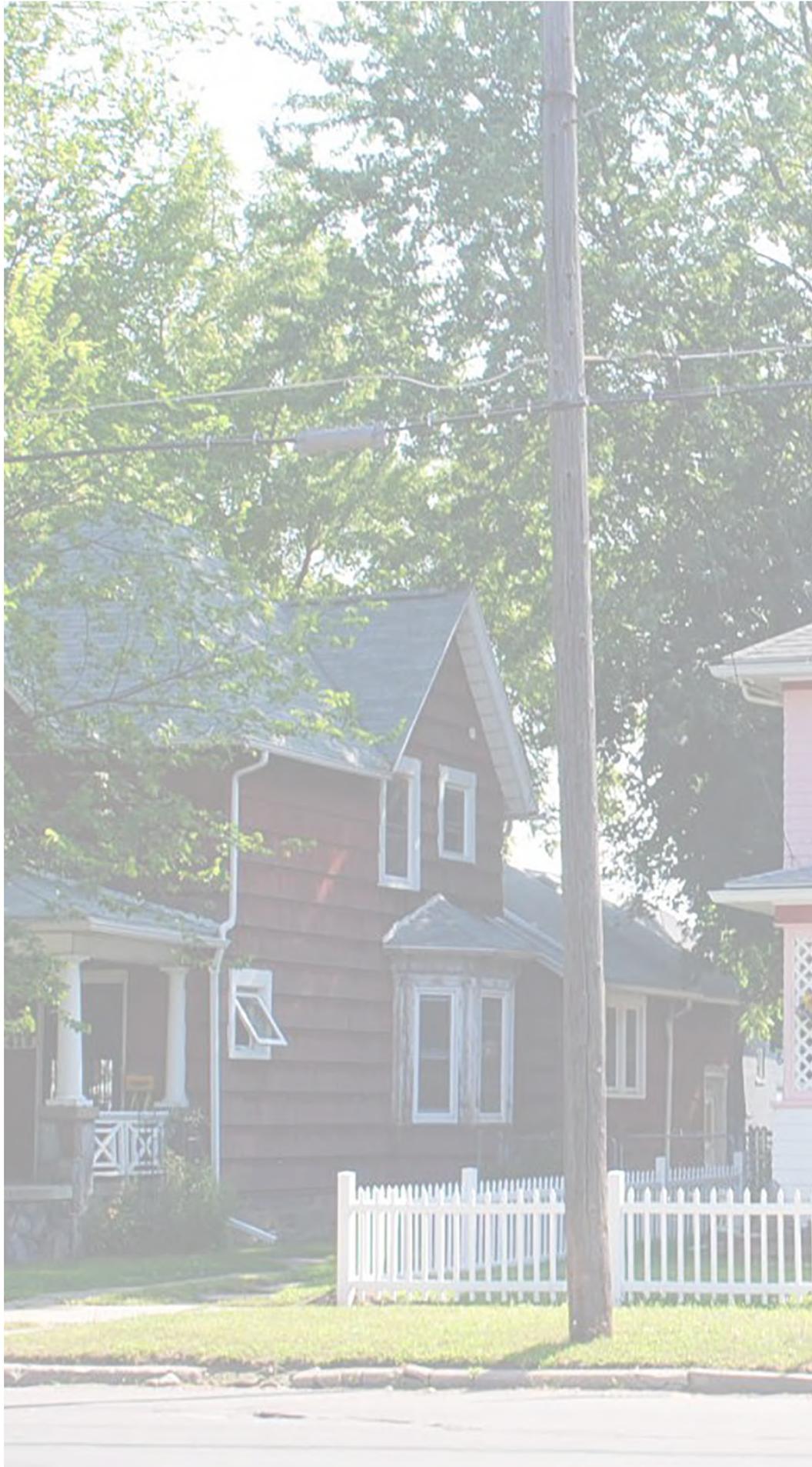
Participants made a concerted case across several community workshops for the establishment of a commercial and service node at the corner of High

and Francis Streets on the south side of town. This included eight separate requests for a grocery store as well as suggestions for retail, dry cleaning, restaurants, urgent care, and an Internet café. Its location immediately north of an intersection with the Falling Waters trail provides an opportunity to also serve trail users with amenities such as emergency bike supplies, take-out refreshments, and a small entertainment venue such as a video arcade. Signage could direct riders from the trail to other locations throughout Jackson.

60. Falling Waters node development priority map
Credit: Community workshop participants



05



NEIGHBORHOODS



NEIGHBORHOODS IN JACKSON

Complete Neighborhood Unit

Neighborhoods are a fundamental component of city living with roots extending to ancient civilizations. In the United States, the neighborhood concept was imported by Old World explorers, like the English, Spanish, French, and Dutch who were familiar with the economic and social advantages of neighborhoods as part of town planning efforts.

The planning application of the neighborhood unit was pioneered in the United States by Clarence Perry in 1929 in his publication entitled, “The Neighborhood Unit, a Scheme for Arrangement for the Family-Life Community.” The principles of Perry’s neighborhood, which have been resurrected by the Congress for the New Urbanism, include a neighborhood which is bounded along the perimeter by arterial roads with shopping districts, a centrally located school and civic area, an integrated grid of internal streets that promote both vehicular and pedestrian movement, and roughly 10% of land area devoted to open space and parks.⁷⁷

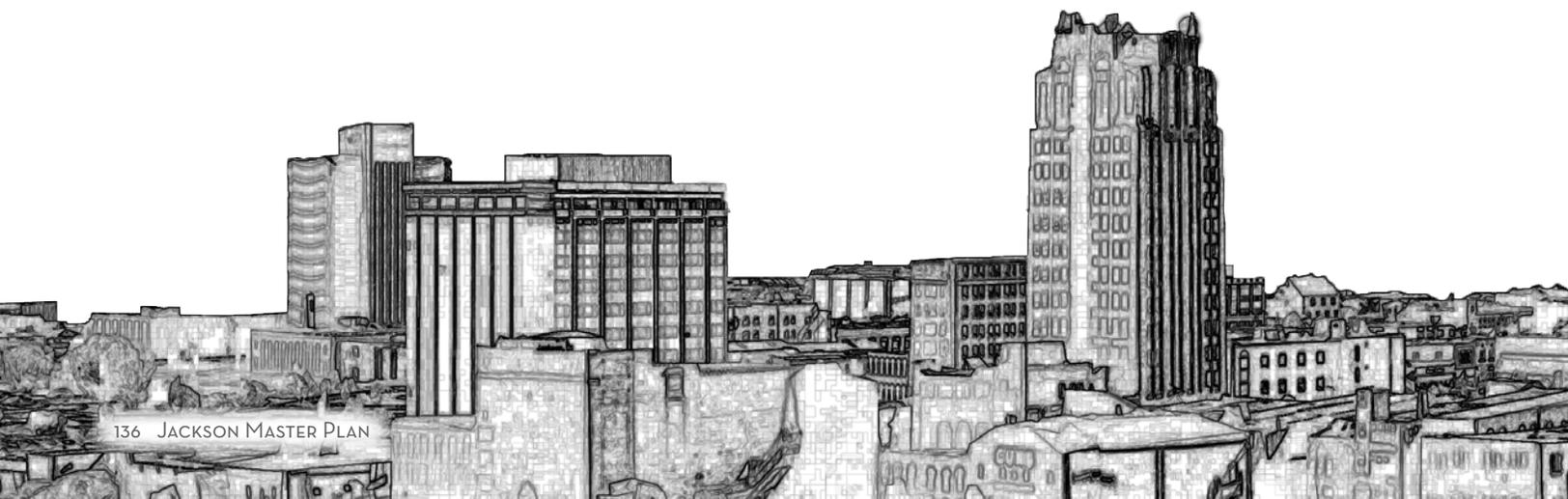
A first priority in addressing neighborhoods around the City of Jackson was to determine existing neighborhood configurations, as well as proposing improvements to these neighborhoods to make them “complete

neighborhoods.” A complete neighborhood is defined as a roughly ¼ to ½ mile radius where residents have safe and convenient access to affordable housing options, grocery stores, parks, schools, and public amenities. In order to access all these community assets, it is important that the neighborhood is designed and built at a walkable and bikeable scale, accessible to all ages and physical abilities.⁷⁸

Some Jackson neighborhoods are smaller enclaves that do not boast the residential density to support all elements of a complete neighborhood. For this reason, it is recommended that retail and commercial services are located along arterial roads that are shared by neighborhoods. This way both neighborhoods can support and benefit from this shared amenity.

Benefits of creating and defining neighborhoods

There are already existing neighborhood groups created by administrative parties such as zip codes, census tracts, and block tracts. Unfortunately, these

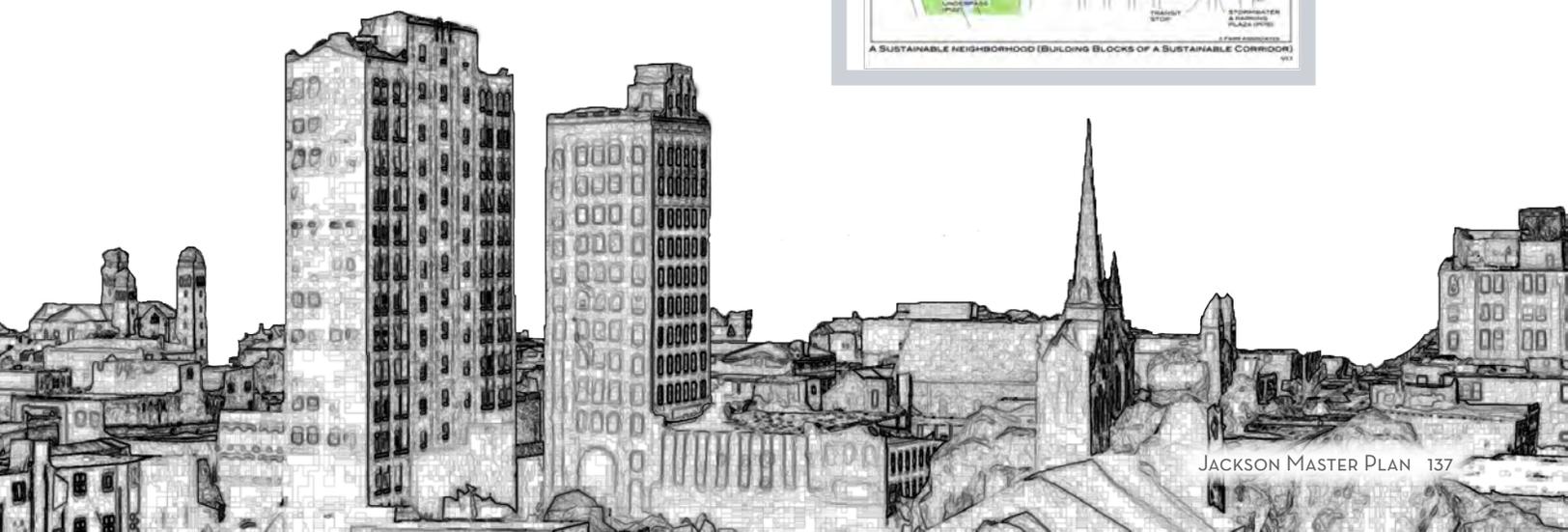
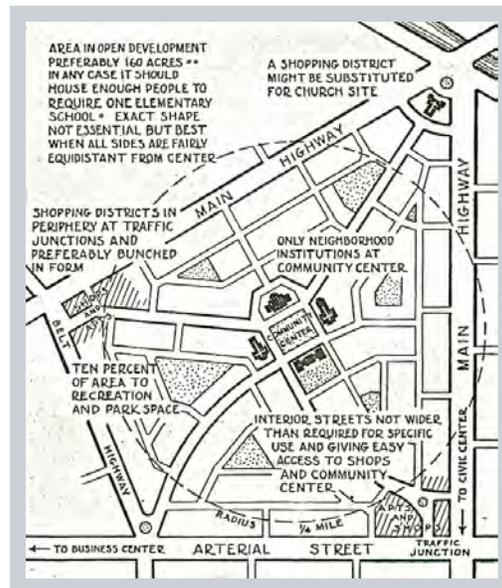


relatively arbitrary geographical boundaries rarely coincide with how people use and share the space they consider to be their own neighborhood.⁷⁹ These groups also do not consider topographical features such as rivers and parks that help define and anchor many neighborhoods. To ensure the most accurate interpretation of neighborhood and housing patterns, resident input was combined with on-the-ground reconnaissance to see how space is actually being used. With this emphasis on community input in the neighborhood definition process, new boundaries better reflect “true neighborhoods” as they are being inhabited. In the event of conflicting input, physical and geographical conditions and the uses of the contested space were used to make an informed decision. Additionally, since these citizen-defined neighborhoods do not match up with census tracts or block groups, it can be difficult to obtain data within the exact geographical boundaries of the neighborhood. Block level data was used when available, taking into account the need for a consistent level of measurement when comparing multiple data sets across multiple geographies. When block-level data was not available, neighborhood data was generated using geographic information processing software (GIS).

One method of defining neighborhoods begins by looking at “trivial street communities,” or T-communities.⁸⁰ A T-community is a sub-area of a community where all homes can be linked to other homes by tertiary streets (typically two-lane streets with no lane markings) that promote pedestrian traffic. They are bounded by major roads, big-box development, or natural features such as rivers which effectively limit connectivity. For example, the Falling Waters

61. Complete neighborhoods

Top: Clarence Perry’s illustration.
Bottom: A modern interpretation by Farr Associates.



Trail can be considered a *topographical* feature that separates neighborhoods to the north and south of the trail; in many cases, smaller tertiary streets will dead end at the path or curve away from it, acting as a way of containing that neighborhood. Research shows that residents within the same T-communities generally show greater agreement on perceptions of neighborhood problems (such as blight and crime) and neighborhood resources (grocery stores, churches, schools, etc within the neighborhood). For the most part, this is how neighborhoods were defined in Jackson, both by residents and by the master planning team.

Methodology for Defining Neighborhoods

Typically, neighborhoods are confined within major roads (T-communities), contain similar housing types, and are bordered by commercial uses if present in that area. A few of the newer neighborhoods, in addition to the sole historic district and the downtown, already had relatively well-known and well-used neighborhood

names and a general consensus on their boundaries. Unfortunately, that left the majority of the City without a defined neighborhood identity.

The first step in delineating Jackson’s neighborhoods was to highlight and map the main roads, schools, parks, and historical and cultural assets within the City. These served as a general guide to possible boundaries and centers of the neighborhoods. A comprehensive “windshield survey” was then conducted to identify clusters of housing types, age of housing stock, and land uses. The clusters were then mapped and added to the preliminary data to outline tentative neighborhood boundaries. The maps were then presented at the community workshops, where residents and employees of the City were asked to verify or suggest changes to boundaries and names based on their own experiences. This was somewhat challenging in light of the lack of identity associated with most areas of the City, a condition that this plan—and particularly this portion of it—is working to change.



HOUSING TYPOLOGIES

Residential housing typologies describe categories of similar buildings, in this case, residential buildings within the City limits of Jackson, Michigan. Characteristics that are in this study are the architectural type and features, size, setback, overall condition of the home, ownership status, and whether the home is single- or multi-family.

These typologies allow an apples-to-apples comparison of building types in different neighborhoods. They also provide a basis for the definition of the most relevant buildings types and offer a launching point to help define the character of each Jackson neighborhood.

Housing design standards for neighborhoods serve as a useful tool for the City of Jackson to promote and improve on the current character of each neighborhood. By paying close attention to the unique existing characteristics of a neighborhood, there is an increased sense of pride and care toward the neighborhood. When residents feel a sense of identity forming around the place they live, they are more likely to invest their time and energy into improving the area, which in turn can increase the property value and quality of life.

Methodology

After defining neighborhoods in the City of Jackson, each was inventoried to determine its housing styles, bulk, and quality. Homes tended to cluster by style and age, as many were built in groups by the same developer during a single timeframe. One to four housing typologies were generally found in each neighborhood.

Findings

Jackson is primarily comprised of residential structures on small lots. Fifty percent of all homes in the City of Jackson were built before 1940, which is a dominant reason for the housing typologies typically found through the City. While the housing stock of each neighborhood differs from others, as a whole, the City of Jackson has 9 prominent housing typologies: Bungalow, Dutch Colonial, Colonial Revival, American Foursquare, Gablefont, Tudor Revival, English Cottage, Ranch, and Split-Level Ranch. The specific combinations of these typologies help define the character of each neighborhood.

HOUSING TYPOLOGIES IN JACKSON

American Foursquare

American Foursquare homes can be found in the majority of the neighborhoods, likely because it was one of the most efficient and economical home designs of the late 1800s. These are typically two story box homes with hipped roofs and 1-4 small dormers on the top level, which is often just an open room. Depending on the neighborhood, there is sometimes an open or enclosed porch. Garages are detached and set off to the side and behind the house.



Loomis



Wildwood

Colonial Revival

Colonial Revival homes were created as a product of the nationalistic design movement in the late 1800s that carried through until 1940. These homes are typically two-story, rectangular homes with the gable roof running parallel to the road. The façade is symmetrical with an accented entryway in the center. In some cases there are symmetrical columns on the front porch. Garages are detached and set off to the side and behind the house.



Mound



Wildwood

Tudor Revival

Tudor Revival gained its popularity in the United States in the late 1800s. Typical Tudor Revival homes in Jackson are two stories tall with steeply-pitched roofs, oversized chimneys, half timbering, and a combination of brick and stucco siding.



Queens



Lower Essex Heights

NEIGHBORHOODS

English Cottage

English Cottage style homes in Jackson are asymmetrical, 1-2 stories, with a combination of medium and steeply-pitched roofs. The doors are often rounded and the chimney oversized. Entries are usually front-facing gables with a catslide roof that is steep and straight on one side and artistically curved on the other. These homes are essentially streamlined versions of the Tudor-influenced homes.



Cascades



Essex Heights

Dutch Colonial

Dutch Colonial homes are typically 1.5 to 2 stories tall with clapboard siding, a gambrel roof and dormers. The benefit to building these homes with a gambrel roof is that the resident would get almost a complete second story without the construction costs of building a two-story home since the roof was so spacious. This type was most popular during the 1920s. Garages are detached and set off to the side and behind the house.



Mound



Lower Essex Heights

Bungalow

Bungalow homes are typically one story, low-rise homes with hipped or low gable roofs and clapboard siding, most popular in the early 20th century. Some neighborhoods have bungalows with small porches, while others have a 3-step stoop leading to the front door. Garages are detached and set off to the side and behind the house.



Lower Essex Heights



Lansing Avenue Heights

Gablefront

Gablefront homes are another prominent house type in Jackson, popular in the United States from 1900-1920 and typically built as working-class housing. These homes are typically 1.5 stories, simple in design, and have either a stoop or front porch. Occasionally an addition is added to the side to increase the size of the home, which is referred to as a Gablefront Ell.



Frogtown



Lower Essex Heights

Ranch

Ranch style homes are in some of the newer neighborhoods, having gained their popularity in the years following World War II. These homes are asymmetrical, horizontal single-story dwellings with a low hipped or gabled roof. Rear patios with sliding glass doors are common features. Unlike most other homes in Jackson, garages are typically attached to ranches since they were designed at the height of car-oriented culture. These single-story homes are accessible for those with disabilities or seniors who want to “age in place.”



Kiwanis Park



Parkside

Split-Level (bi-level)

Split-Level homes are a product of the 1970s, and accordingly only found in the newer neighborhoods further from the downtown core in Jackson. In these homes the front door opens to a landing with two short stairwells: one goes up to the living room, kitchen, and bedrooms, and the other goes down to the basement, which is sometimes furnished.



Creglow Heights



Creglow Heights

NEIGHBORHOODS

Multifamily

Jackson’s multi-family residential dwellings are well integrated into the neighborhood fabric. They often resemble larger versions of other houses on the street, with similar façade materials and colors as well as maintaining a comparable setback distance from the road.



Loomis



Partnership Park

NEIGHBORHOOD TYPOLOGIES

The purpose of conducting a neighborhood typology assessment in the City of Jackson is to serve as an organizing principle for determining both the level of need in a neighborhood using a market analysis, and the built form resources available to address it using a placemaking attribute analysis. The approach is designed to facilitate and complement the ongoing Neighborhood Economic Stabilization Program.

Methodology

This report conducts two neighborhood analyses: a housing market typology analysis, and a placemaking typology analysis.

Neighborhood housing market typologies are a tool cities use to evaluate neighborhood housing markets, inform place-based interventions, and guide municipal investments based on current neighborhood conditions. Property values, neighborhood-wide property conditions, public and private investments, and ownership, among other data sets, are used to assess a neighborhood's economic conditions. These indicators were adapted from a similar process used in Baltimore, Maryland.

The placemaking attribute typology analysis is, to our knowledge, the first of its kind in Michigan. The set of indicators was developed based on the attributes

identified in the MIplace curriculum as the defining characteristics of quality places: walkable/bikeable; in proximity to schools, parks, cultural assets, and commerce; with access to public transportation; and having context-appropriate green infrastructure.

In each analysis, the indicators were mapped and assigned a rating between 1 and 5, where 1 refers to the least desirable and 5 to the most desirable, based on the Natural Breaks (Jenks) method which clusters data into classes based on natural groups in the distribution. The ratings were then combined to give an overall Market Typology score and an overall Placemaking Typology score for each neighborhood. All indicators are equally weighed in this analysis.

The market portion of this analysis organizes neighborhoods based on their current economic conditions in order to measure relative levels of strength and need, and to identify the specific factors affecting each level. The placemaking portion of the analysis then organizes neighborhoods based on their existing assets in order to determine attainability and suitability of place-based interventions. Combined with the geographic information about the City's districts and corridors, this forms the basis of the City's future land classification map and implementation plan.

NEIGHBORHOOD ECONOMIC STABILIZATION PROGRAM

In 2011, the City began a new housing initiative entitled the Neighborhood Stabilization Program (NSP) as a subset of the Jackson Overall Economic Stabilization program (JOES). The purpose of this initiative is to demolish foreclosed, vacant, and abandoned properties in order to reduce the oversupply of housing and the incidence of blight, thereby stabilizing property values. Often, the cost of rehabilitating the homes exceeds the value of the homes and accordingly could cost the City as much as ten times more than the demolition of the home.⁸¹ Further, funding is not the only limiting factor since the supply of housing structures in Jackson considerably exceeds the number of households available to inhabit them. Jackson was awarded \$6M from the United States Department of Treasury Hardest Hit fund in 2014 to remove blighted properties. The Jackson Distressed Property Report website (dpr.cityofjackson.org) developed with a Citizen Interaction Design student team provides information on specific properties as well as tracks overall progress.

As part of Jackson's NSP Program, City Council adopted or revised two residential property registration ordinances: the Non-Owner Occupied Residential Property Registry (NOORP) and the Foreclosed, Vacant, and Abandoned Residential Property Registry (FVA).

Non-Owner Occupied Residential Property Registry and Inspection Program

This ordinance was created to keep better records of rental properties in the City and ensure the quality of rental housing stock via housing inspections. The City also views this program as a way to address issues of blight within Jackson.

Foreclosed, Vacant and Abandoned Residential Property Registry

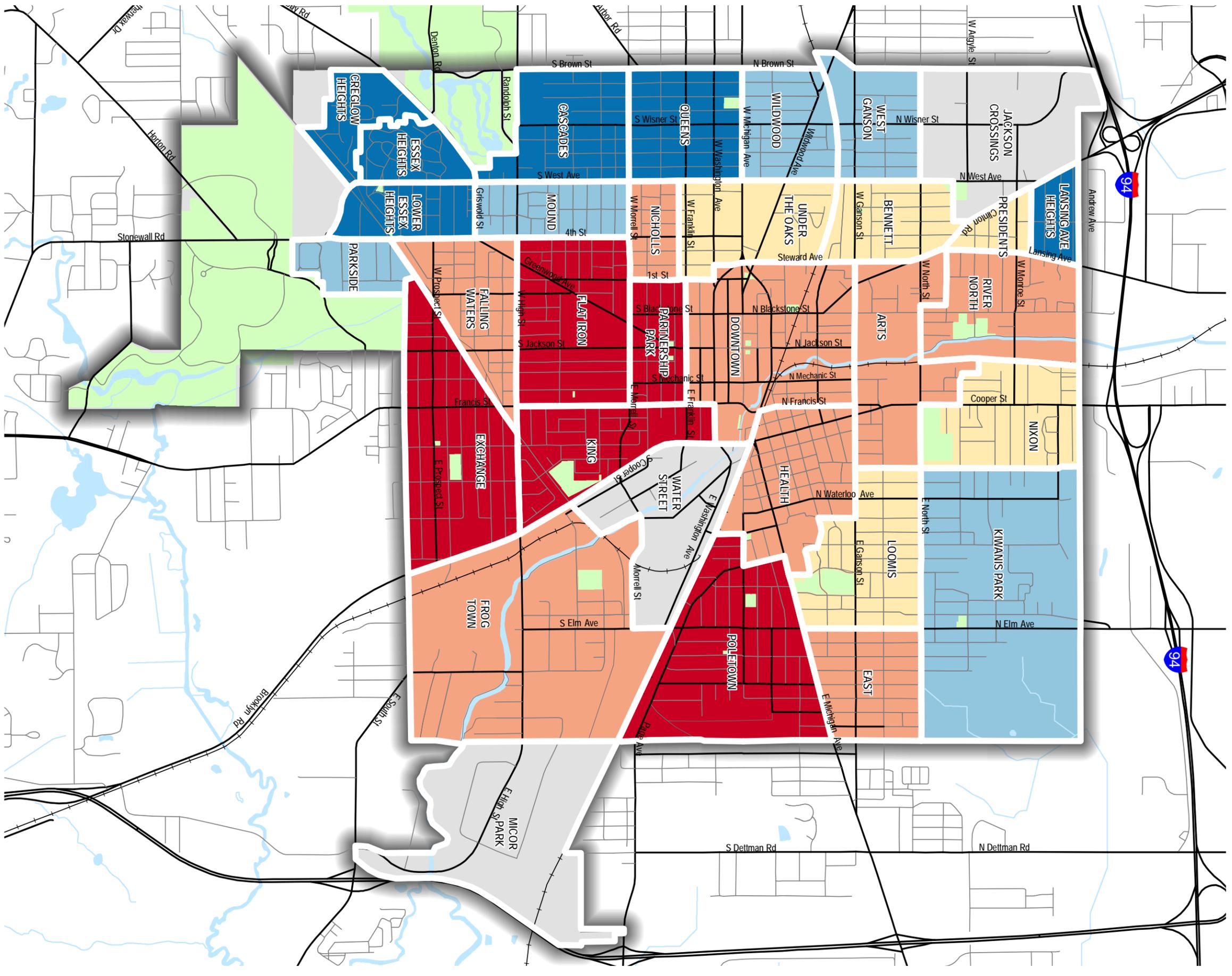
This registry was created with the intention of identifying foreclosed, vacant, or abandoned residential properties within the City of Jackson and ensuring that they do not fall into disrepair. The ordinance aims to hold residential property owners accountable for their properties, and a revision effective October 2014 makes providing false information regarding these properties punishable by up to a \$500 fine and 90 days in jail. Major concerns with these properties include:

- Distressed or damaged because they are not maintained by the owners of the properties;
- Attracting children, harboring vermin, and providing shelter for vagrants and criminals;
- Likely targeting for vandals or arsonists;
- Dumping of garbage, trash and other debris;
- Demands on City resources and staff time to maintain, secure, demolish or otherwise respond to problems associated with them, and
- Reduction in property values.

Distressed properties in Jackson



NEIGHBORHOODS



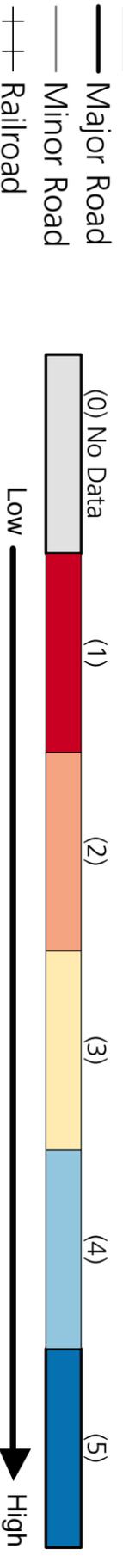
CITY OF JACKSON

Housing Market Analysis: Overall Score

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- City of Jackson
- Park

Overall Ranking:



Housing Market Typology Findings

Competitive

Neighborhoods: Creglow Heights, Lower Essex Heights, Essex Heights, Cascades, Queens, Lansing Avenue Heights

All of the neighborhoods in this category had the highest rates of homeownership and the lowest rates of tax delinquency. Four of the six neighborhoods comprise the highest home sales prices in the City: Essex Heights, Lower Essex Heights, Creglow Heights, and Lansing Avenue. Private reinvestment, as shown by construction permit values, represents the top two ranges at \$17-\$98 per square foot. The only indicator for which the neighborhoods in this category did not score exclusively in the two highest brackets was public reinvestment, as measured by dollars spent on major public works projects per acre, in part because the infrastructure in these areas is newer.

Emerging

Neighborhoods: Wildwood, West Ganson, Parkside, Mound, Kiwanis Park

The Mound and Parkside neighborhoods scored in the second best tiers for sales price and tax delinquency. Parkside had slightly higher homeownership rates, and Mound had lower construction permit project dollar values per square foot. Here again, public investment was low to moderate. A few bank-owned and foreclosed/vacant/abandoned properties in each neighborhood contributed to a moderate potential for blight.

On the north end of the

western City limit, the Wildwood neighborhood received a consistent rating of “good” in all categories except one. Construction permit values pulled by the private sector were moderate in both Wildwood and West Ganson, and the share of public investment dollars received was among the highest in West Ganson. Sales prices were lower, and tax delinquency rates were higher, in the West Ganson neighborhood than in Wildwood.

The Kiwanis Park neighborhood’s strongest economic feature was its high homeownership rate. Its average sales price ranked in the second highest of five classifications while tax delinquency rates were in the middle tier. Public and private investment amounts were low to moderate.

Stable

Neighborhoods: Presidents, Bennett, Under the Oaks, Nixon, Loomis

Relative values for five of the six economic indicators landed within the middle ranking for the Loomis neighborhood; homeownership values were ranked higher. The same was true for the Presidents neighborhood, except that its outlying better ranking was for potentially blighted properties. The Bennett and the Under the Oaks neighborhoods, along with West Ganson as mentioned above, received the greatest amount of public investment per acre of any in the City. The homeownership rates in these two neighborhoods were in the second lowest tier.

In the Nixon neighborhood, ownership, tax delinquency, and construction permit rankings were all in the middle, while average sale prices were a level below and potentially blighted properties were a level above.

COMPETITIVE

Creglow Heights
Lower Essex Heights
Essex Heights
Cascades
Queens
Lansing Avenue

EMERGING

Wildwood
West Ganson
Parkside
Mound
Kiwanis Park

STABLE

Presidents
Bennett
Under the Oaks
Nixon
Loomis

TRANSITIONAL

Downtown
Arts
Nicholls
River North
Falling Waters
Frog Town

DISTRESSED

Partnership Park
King
Flat Iron
Exchange
Health
Poletown
East

Housing market typology indicators

Indicator	Units	Source	What It Measures	Why It's Relevant
Tax Delinquency	Percentage	City of Jackson Assessors' Office	Percentage of properties with tax unpaid after March 1	Shows impoverished areas, disinvestment in housing stock. Delinquent taxes add stress to the City's financial situation, making it more difficult to allocate funds for public needs.
Home Sale Price	Price per square foot	National Association of Realtors	Home sale price controlled for size	Indicates quality of the housing stock and socioeconomic status of the neighborhood
Homeownership by Principal Residence Exception	Percentage	City of Jackson Assessors' Office	Percentage of homes that are occupied by the persons who own them	Increasing home-ownership is a priority for the City
Construction Permits	Permit dollar value per square foot	City of Jackson Building Department	New construction and building improvements	Demonstrates private investment in the built environment
Public Works	Project dollar value per square foot	City of Jackson Budget	Publicly funded improvements	Demonstrates public investment in the built environment
Potentially Blighted Properties	Percentage	City of Jackson NEO Dept.	Foreclosed/Vacant/Abandoned properties; properties owned by banks, corporations, and the public	Indicates physical condition of properties

Transitional

Neighborhoods: Downtown, Arts, Nicholls, River North, Falling Waters, Frog Town

The Downtown was one of the two neighborhoods with the lowest rates of homeownership in the City, not surprising since it is not an appropriate context for single-family detached housing and few other homeownership models are currently in regular practice. Its status as one of the two neighborhoods with the highest rates of tax delinquency is more troubling, however. Private investment was in the second lowest tier and sales prices were ranked in the middle, ratings that are acceptable in many districts but should be higher in the community's hub and nerve center. Good scores for public works and potentially blighted properties reflect the City's recent investment and attention.

The Arts, River North, Falling Waters, and Nicholls neighborhoods all received low to moderate scores for each indicator. Nicholls had fewer delinquent tax accounts along with higher construction permit values but lower public works investment. Both the Arts and Falling Waters neighborhoods had lower sales prices,

even as the Falling Waters neighborhood scored slightly better on potentially blighted properties.

Though generally in line with these scores, Frog Town also reported two outlying indicators: low construction permit dollar values per acre, and a low percentage of potentially blighted properties.

Distressed

Neighborhoods: Partnership Park, King, Flat Iron, Exchange, Health, Poletown, East

As a general rule, the dominant score for each indicator in these neighborhoods was a 2. Better rankings included a bit more public investment in the Health neighborhood and slightly lower delinquency rates in the East neighborhood, while the King neighborhood ranked lowest for private construction permit dollars. The Partnership Park, Flat Iron, Exchange, and Poletown neighborhoods averaged the lowest sales prices in the City; slightly higher homeownership rates in the latter two neighborhoods suggest that this may have effectively eased access to homeownership there.

Placemaking attribute typology indicators				
Indicator	Units	Source	What It Measures	Why It's Relevant
Housing Unit Density	Housing units per acre	City of Jackson Parcel Data	The proximity of dwelling units to one another	Density is required to support commercial land uses and public transit
Connectivity	Percentage	City of Jackson GIS Data; City and County Joint Recreation Plan	Parcels served by sidewalks and/or bike routes	Offers nonmotorized transportation choices as an alternative to private vehicle travel
Transit Service	Percentage	Jackson Area Transit Authority	Parcels within 1/4 mile of a transit station	Offers public transportation choices as an alternative to private vehicle travel
Centers	Percentage	Master Plan Committee	Parcels within 1/4 mile of a District	Provides access to commercial and entertainment uses
Parks	Percentage	City of Jackson GIS Data	Parcels within 1/4 mile of a park	Recreation is a key element of placemaking
Schools	Percentage	City of Jackson GIS Data	Parcels within 1/4 mile of a school	Offers transportation choice to citizens who are too young to drive
Cultural Assets	Percentage	Community Workshops	Parcels within 1/4 mile of any asset identified at the Community Workshops	Cultural assets are a key element of placemaking
Tree Canopy	Percentage	National Land Cover Database	Pixel values represent the proportion of a 30m cell covered by tree canopy	Street trees are the most appropriate green infrastructure in an urban context

NEIGHBORHOODS

Partnership Park received the lowest overall economic indicator score, comprised of the lowest possible scores on five of the six indicators (sale price, percent homeownership, tax delinquency, construction permit values, and potentially blighted properties) and a second-highest rating on the final one (public works).

Placemaking Attribute Typology Findings

Place-made

Neighborhoods: Partnership Park, Loomis, Bennett

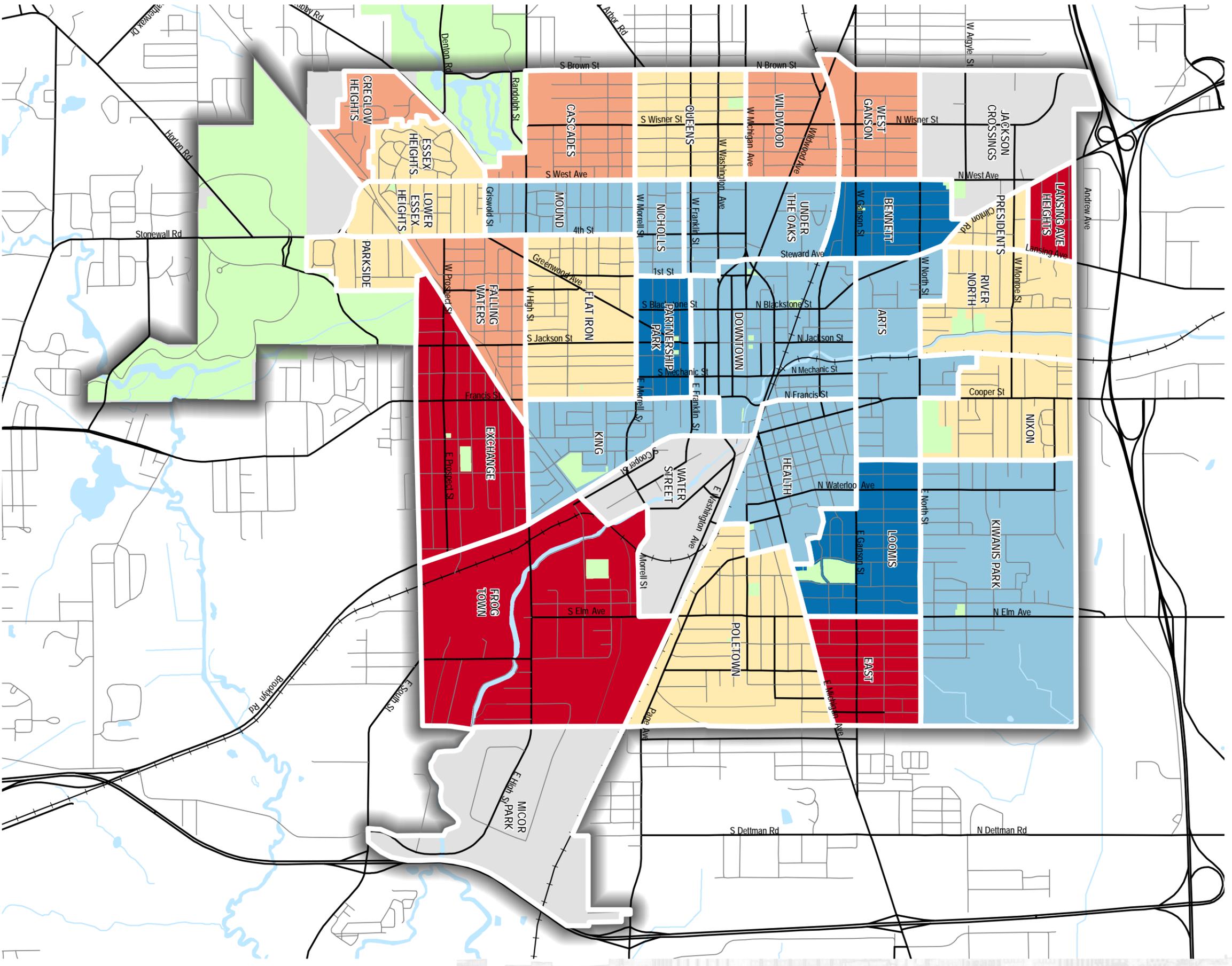
These neighborhoods truly provide access to everything Jackson has to offer. All were in the top tier of transit and nonmotorized connectivity, and in one of the top two tiers for proximity to schools, parks, and districts. These amenities are supported by an average density of at least 17 housing units per acre. Loomis

and Partnership Park both offer a density of cultural assets; Bennett is immediately proximate to fewer of them but is located squarely between the principal and suburban commercial districts. The greatest weakness of these neighborhoods is their low canopy cover, which is a common feature of such intense development and requires attention to the provision of urban-tolerant vegetation.

This analysis highlights Partnership Park as a jewel with the very best placemaking attributes to be found anywhere in the City. It scored in the top tier of every indicator measured with the exception of two of the most easily changed: canopy cover and neighborhood condition.

Place-making

Neighborhoods: Downtown, Health, Arts, Under the Oaks, Nicholls, King, Mound, Kiwanis Park



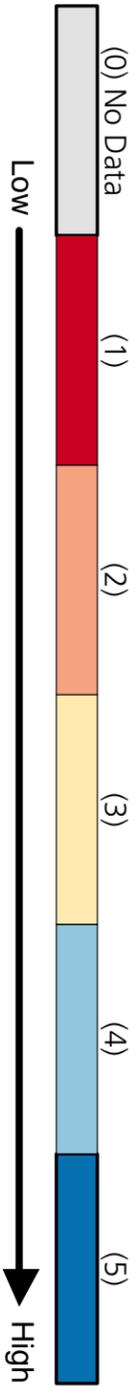
CITY OF JACKSON

Built Form: Overall Score

Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions

- City of Jackson
- Park
- Major Road
- Minor Road
- Railroad

Overall Ranking:



The Downtown and Health neighborhoods form the community's core. Both are in the top tier for transit and nonmotorized connectivity, and in one of the top two tiers for cultural assets and proximity to districts. School access is slightly lower since the majority of the land is devoted to commercial uses. Residential density is quite low for the same reason, and this situation is the focus of the Target Market Analysis recommendations. The Arts and Under the Oaks neighborhoods have similar profiles, though with slightly elevated scores for many of the categories including neighborhood condition, density, proximity to schools, and tree canopy.

The Nicholls, King, and Mound neighborhoods link the central City to its southern corners. As such, they score well on connectivity and, to a slightly lesser extent, proximity to districts. The King and Mound neighborhoods are accessible by transit, but the Nicholls neighborhood falls within a belt of limited transit service that cuts across the southwest corner of town. Given that Nicholls has the highest density rating of any neighborhood in the City, this may be an issue worth further examination. The King neighborhood is in poorer condition than the other two, and the Mound neighborhood scored in the lowest tier of access to cultural assets.

The Kiwanis Park neighborhood shares few physical similarities with any other neighborhood in the City. Though its location on the periphery of the City makes it remote from any districts and its housing density is low, its high connectivity and transit ratings show that it is still accessible. It also has a solid array of assets that includes housing stock in good

condition, tree canopy cover, and proximity to parks.

Place-in-progress

Neighborhoods: Presidents, River North, Nixon, Queens, Essex Heights, Lower Essex Heights, Parkside, Flat Iron, Poletown

The Presidents, River North, and Nixon neighborhoods line the north edge of the City, yet are all well-connected via nonmotorized transportation and public transit. All have low proximity to schools but at least moderate parks access. The Presidents district ranked considerably higher in terms of home density than the other two, while River North and Nixon both had better scores for proximity to cultural assets.

Tucked in the southwestern corner of the City, the Essex Heights, Lower Essex Heights, and Parkside neighborhoods represent some of the finest examples of T3 / suburban style development in Jackson. Essex Heights in particular—followed closely by the other two—scores perfectly on each of the factors showcased by that style: well-maintained homes, leafy streets, and nearby parks and cultural assets. The neighborhoods' emphasis on drivability rather than walkability is revealed in low scores for connectivity (it is one of the few areas in the City that is not served by sidewalks), transit, and proximity to districts and schools.

The Queens neighborhood stands out as the most highly-rated built form on the western edge of the City, due in part to the excellent condition of the homes. Good scores for school and cultural asset access are supported by solid scores for park access, tree canopy, and

PLACE-MADE

Partnership Park
Loomis
Bennett

PLACE-MAKING

Downtown
Health
Arts
Under the Oaks
Nicholls
King
Mound
Kiwanis Park

PLACE-IN-PROGRESS

Presidents
River North
Nixon
Queens
Essex Heights
Lower Essex Heights
Parkside
Flat Iron
Poletown

A BIT DISPLACED

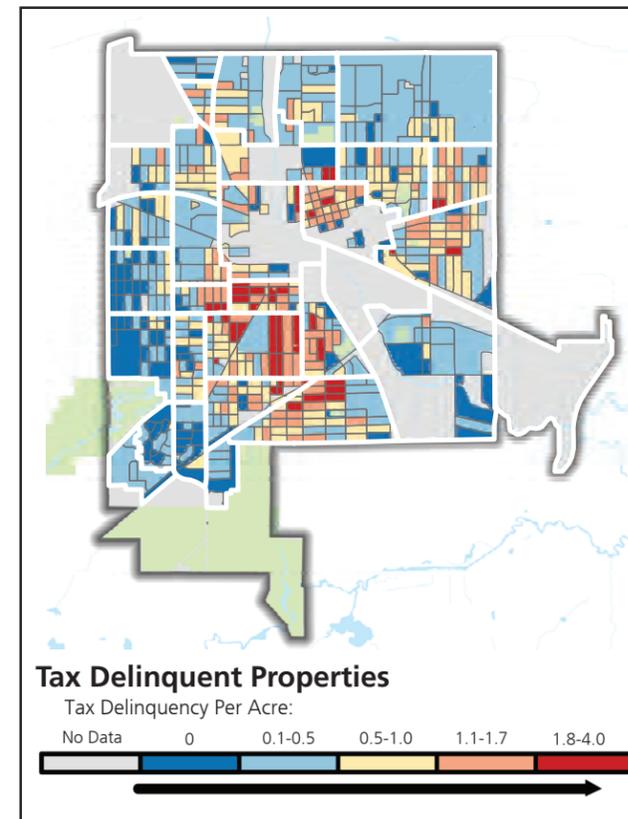
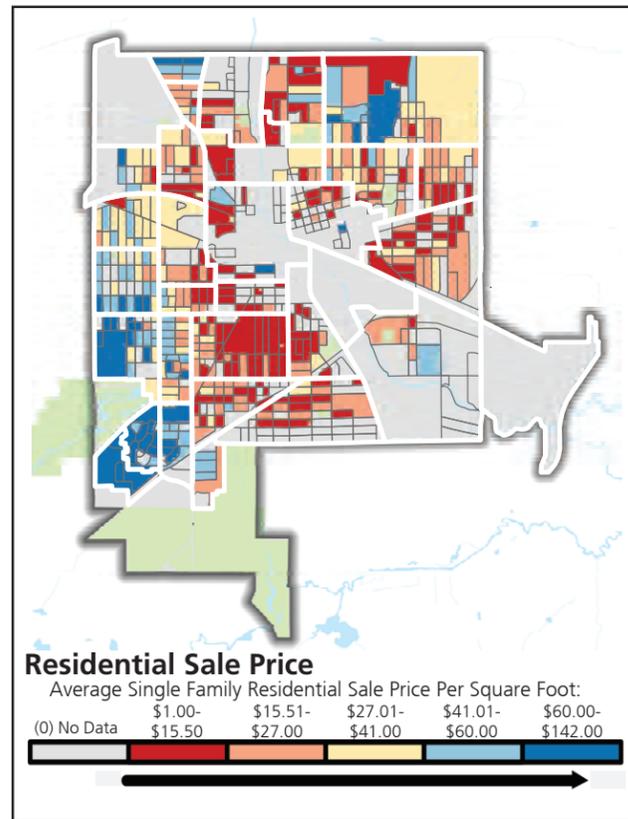
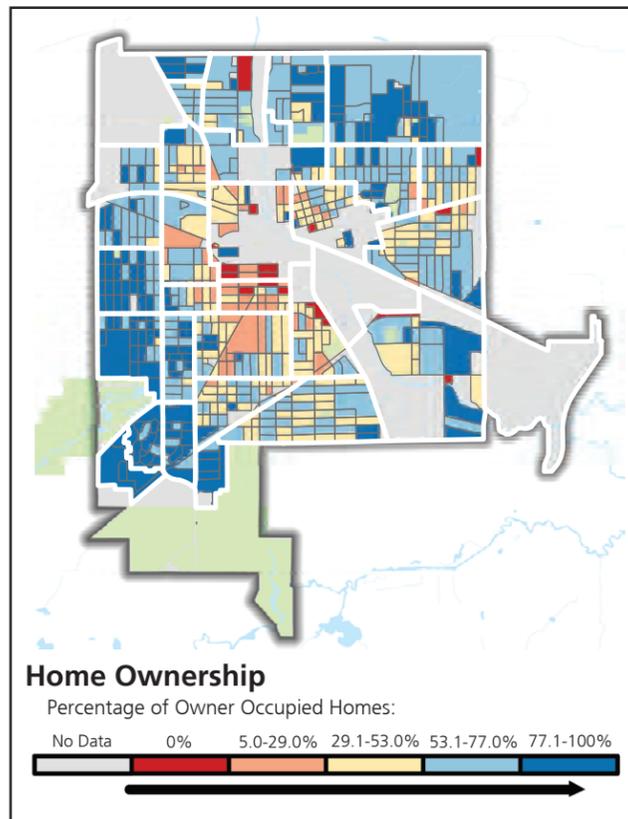
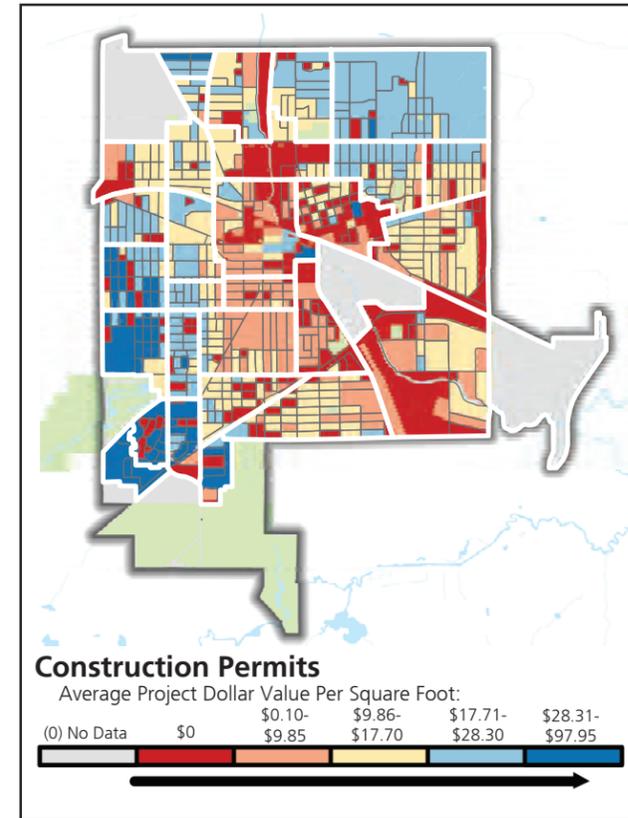
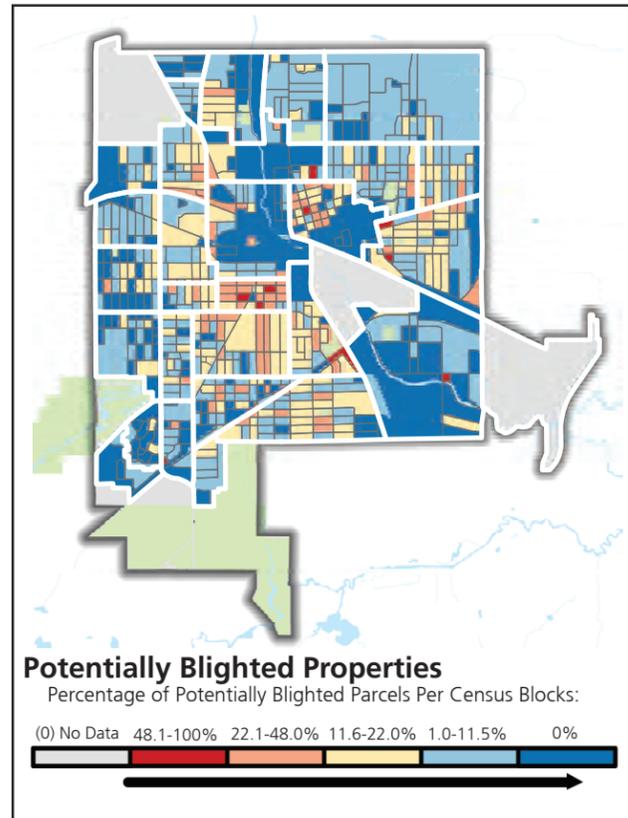
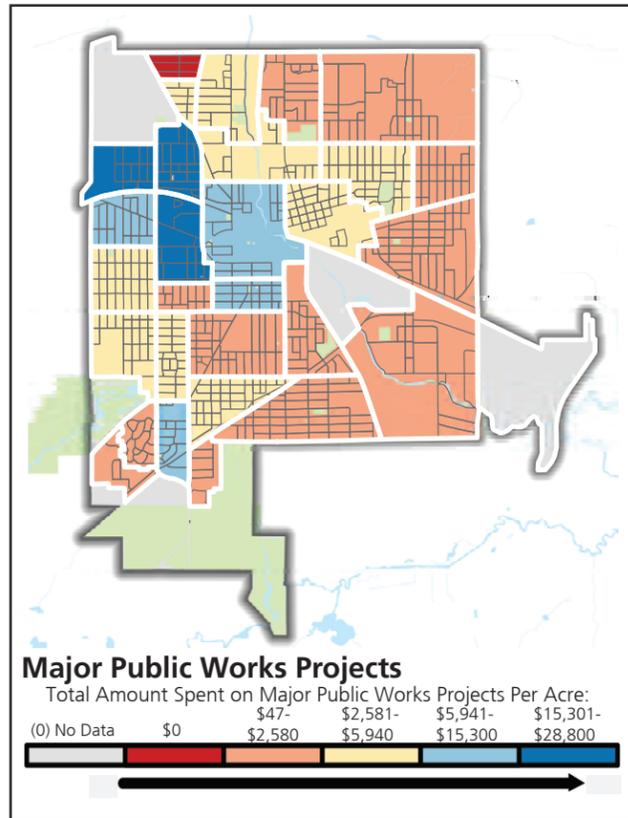
West Ganson
Wildwood
Cascades
Creglow
Heights
Falling Waters

POOR FORM

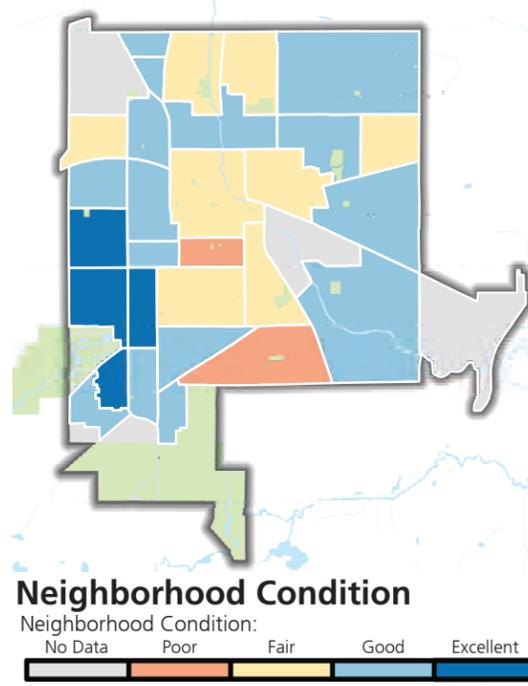
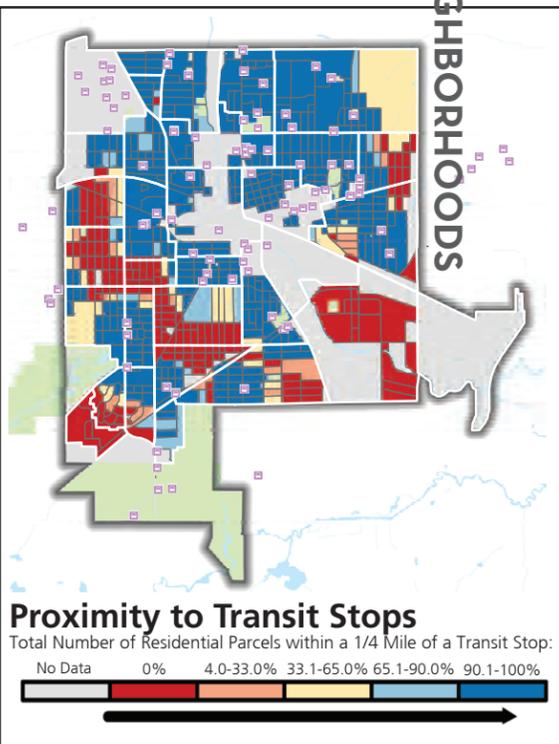
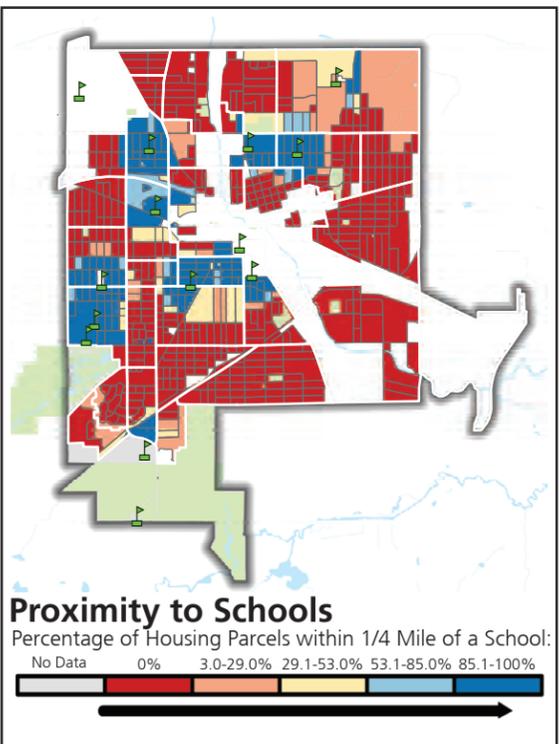
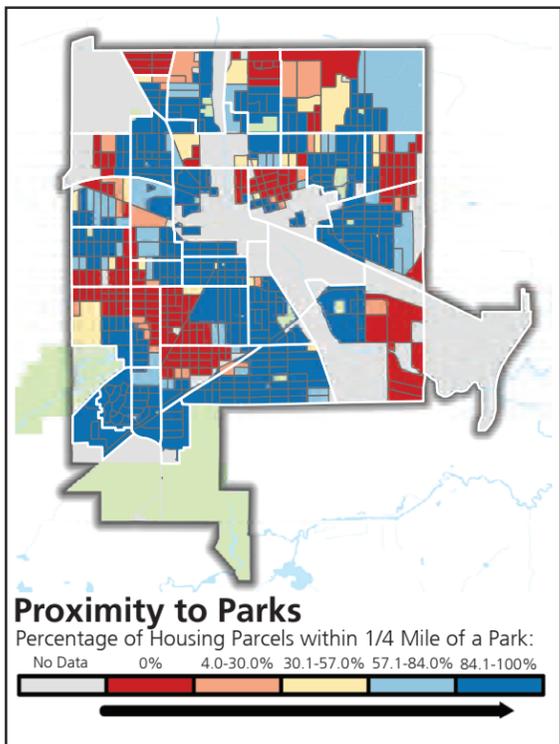
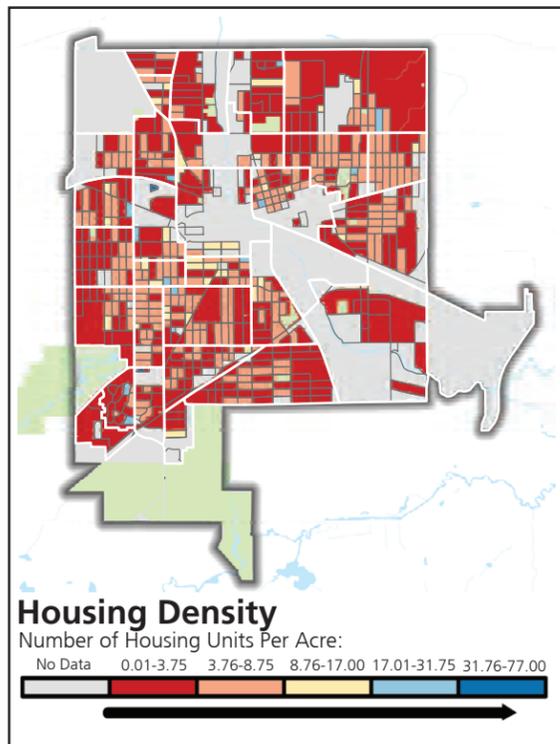
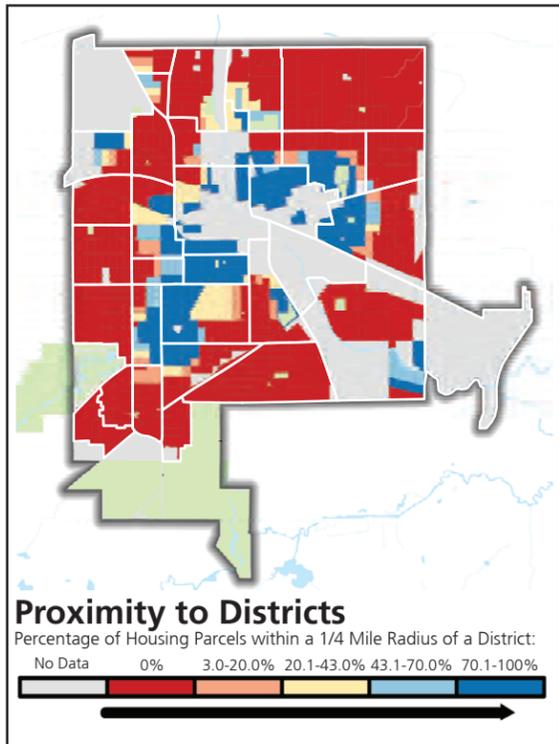
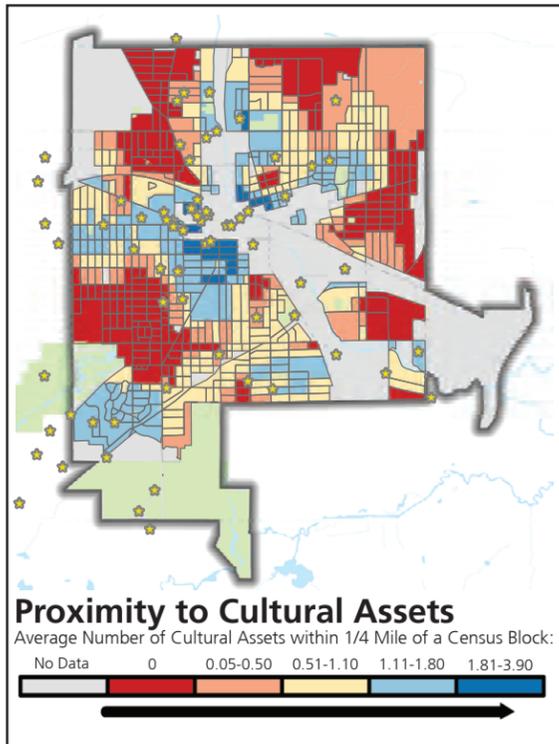
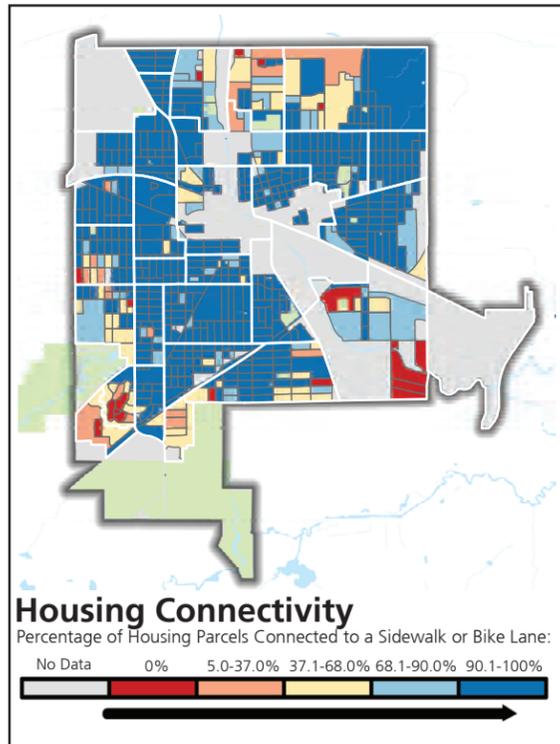
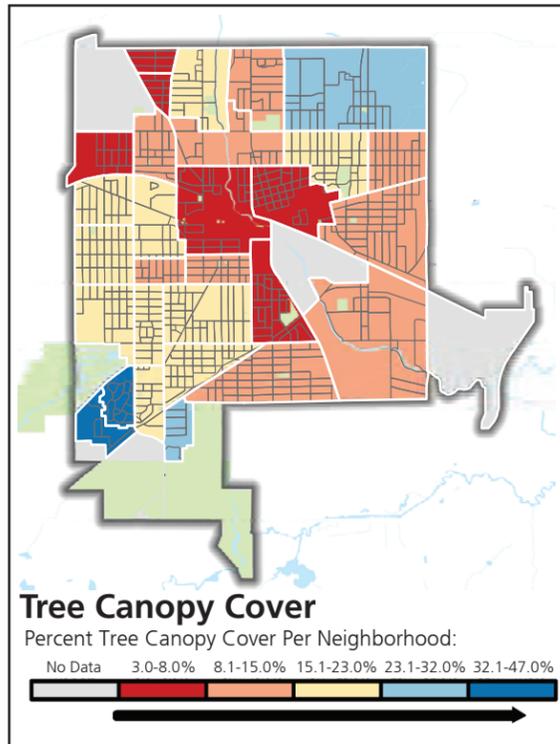
Frog Town
Exchange
Lansing Avenue
East

NEIGHBORHOODS

Housing Market Analysis



Data Sources: State of Michigan Geographic Data Library, City of Jackson GIS, Community Engagement Sessions, US Census



Neighborhood Placemaking

density. Here again, a focus on drivability can be seen in low scores for transit, connectivity, and proximity to districts.

Though Poletown did not score in the top tier on any of the built form assessments, it scored in the next tier on more than half of them: neighborhood condition, connectivity, and access to parks, districts, and transit. This solid showing could be augmented considerably by improvement in the tree canopy and the addition of just one cultural asset.

In addition to hosting the historic Greenwood Merchant's District, the Flat Iron neighborhood provides a direct connection between the downtown and the City's considerable assets in its southwest corner. It is dense and well-connected via sidewalk and bike lane, though approximately half of it falls within the belt of limited transit service discussed above. Its condition, tree canopy cover, and access to schools and cultural assets all score in the middle tier of neighborhoods.

A Bit Displaced

Neighborhoods: West Ganson, Wildwood, Cascades, Creglow Heights, Falling Waters

Although the West Ganson, Wildwood, and Cascades neighborhoods are similarly geographically situated and share the same overall built form rating, the individual scores that comprise that rating show surprisingly little consistency. The West Ganson neighborhood's location immediately south of Jackson Crossings scored it a 4 on proximity to districts, whereas each of the other neighborhoods scored a 1; it also had better transit and connectivity. The Wildwood neighborhood is denser in terms of both housing units and cultural assets than the other two,

but with poorer proximity to transit and schools. The Cascades neighborhood is in top-notch condition and has more schools than any other, yet scored in the lowest tier for access to districts and cultural assets.

The Falling Waters neighborhood is in good condition. Its moderate density can help support a revitalized Flat Iron commercial district immediately to the north, and that revitalization will in turn strengthen the neighborhood's range of assets. Access to transit, parks, and cultural assets could all be improved.

The suburban style development in the Creglow Heights neighborhood is the most exaggerated example of it in the City. This neighborhood scored perfectly on parks, cultural assets, and tree canopy, with neighborhood condition following closely behind. Drivability is again evident in its ratings for density, connectivity, transit, and proximity to districts, which all fell within the very lowest tier.

Poor Form

Neighborhoods: Frog Town, Exchange, Lansing Avenue Heights, East

The Lansing Avenue and East neighborhoods share challenges associated with their locations along the City's perimeter that includes limited access to parks, cultural assets, districts, and schools. Connectivity was one of the best features in each, and Lansing Avenue Heights also received an excellent score for transit. Both neighborhoods displayed low tree canopy cover.

The Exchange neighborhood on the City's south side benefits from its close geographic relationship to Ella Sharp Park and its related assets, as evidenced by its highest scores for access to parks and culture. Like the other perimeter neighborhoods in this category, however,



it is removed from schools and districts and has low tree canopy cover. It also received one of the two lowest scores throughout the City for neighborhood condition.

Frog Town received the lowest overall score for built form. This is largely attributable to its location in the heart of the City’s industrial sector, tucked between river and rail corridors stretching from downtown to the southeast corner. There are no schools and few districts nearby, and tree canopy cover is low. The low-density housing is not consistently served by nonmotorized or transit connections. However, the neighborhood does have its own park and cultural assets, and its overall condition was rated in the second highest tier.

Combined Findings

The chart below displays the combined findings of the two analyses. Neighborhoods at the top of the chart are identified as being in relatively little need of intervention—their economic performance indicates that they are currently meeting the needs of their citizens. Neighborhoods on the left side of the chart are identified as having few placemaking attributes on which to build at this time and thus do not offer many opportunities for the kind of synergy necessary to stretch Jackson’s limited resources. Those in the bottom right corner, then, represent the neighborhoods most likely to offer a multiplier effect to investments made in them.

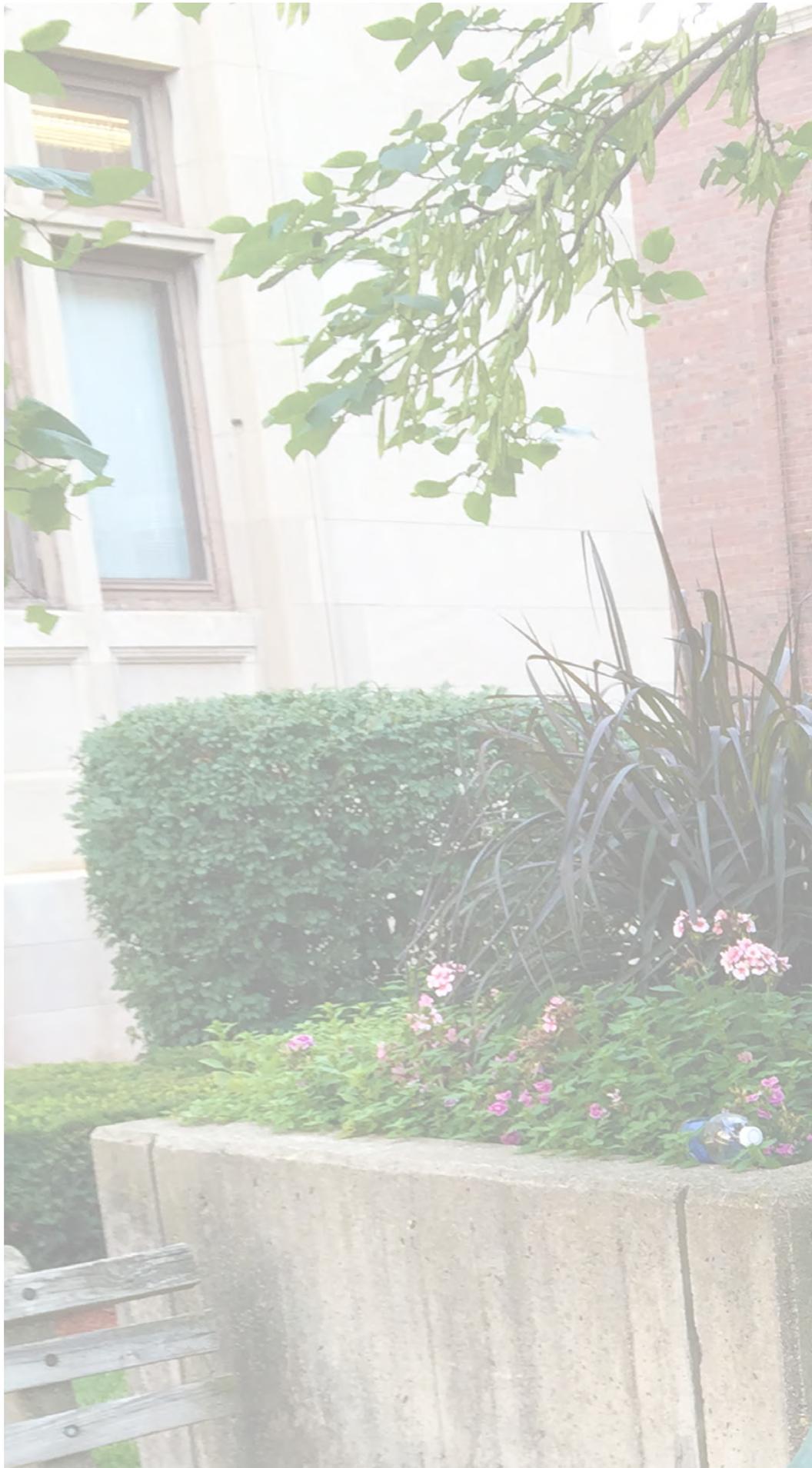
68. Neighborhood priority matrix



NEIGHBORHOODS



06



JACKSON: NEXT



FUTURE FRAMEWORK

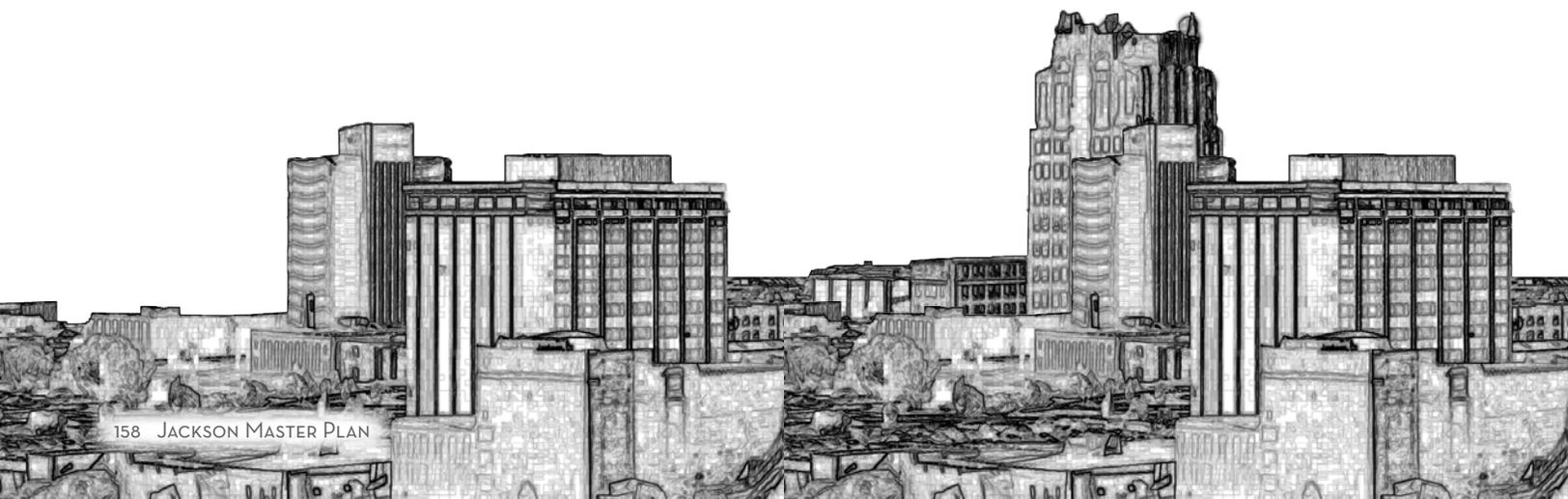
In the final step of the Jackson neighborhood analysis, the market and placemaking findings for each neighborhood were weighted and combined with weighted figures representing its geographic position within the City, i.e., whether it is located in the core area or contains any districts or corridors. These weightings express several strategic decisions. One was to give more emphasis to neighborhoods that exhibited “stable” economic conditions over “transitional” or “distressed,” representing a choice to build on existing strength rather than begin with the greatest need. Another was to give the Downtown and Health Districts a greater weight based on their importance to the overall community, and to give the Under the Oaks and Jackson Crossings Districts a lower weight based on the availability of resources to them which are outside the scope of this plan.

It is important to stress that the purpose of this process is to determine the most effective order of investment and to fine tune the match between investments and their placement, not to pick overall “winners” and “losers.” The analysis revealed four logical phases of revitalization, beginning with the intense focus on the Downtown and Health neighborhoods and districts—including the Amtrak node—that is already underway. This will be followed by expansion into the well-built,

stable neighborhoods immediately to the north and the relatively new Arts District in order to provide a desirable residential area adjacent to, and supportive of, the new commercial, research, and health care ventures in the Downtown and Health Districts. Next will be a sustained and inclusive reinvention of the historic neighborhoods to the south of downtown that includes the Flat Iron District and the Falling Waters node. The Water Street District and Poletown neighborhood make up the final phase, though it is likely beyond the timeframe of this master plan and would be best reassessed after the implementation of earlier phases.

This approach offers a place-focused method of tackling three of the eight major goals of this plan. It does not confine any effort to any geographic area, however—for example, although it is recommended to begin implementing Housing and Neighborhood strategies in the area just north of downtown, all neighborhoods should ultimately receive the benefit of those strategies.

The remaining five goals are served by objectives and strategies which apply to the community as a whole. Largely developed through the public visioning process, these master planning goals overlap almost entirely with the overall City Council Values and Goals adopted in February 2013.



Future framework weighted analysis

Neighborhood	Economic Conditions	Placemaking Attributes	District	Corridor	Core area	Total
Downtown	2	2	3	3	1	11
Health	1	2	3	3	1	10
Arts	2	2	2	2		8
Under the Oaks	3	2	1	1	1	8
Bennett	3	3		1		7
Loomis	3	3				6
Nixon	3	1		2		6
King	1	2		2	1	6
Partnership Park	1	3			1	5
Nicholls	2	2			1	5
Flat Iron	1	1	2			4
Water Street			2	1	1	4
Poletown	1	1		2		4
Presidents	3	1				4
Exchange	1			2		3
Falling Waters	2			1		3
River North	2	1				3
Parkside		1		1		2
East	1			1		2
Frog Town	2					2
Jackson Crossing			1	1		2
Lower Essex Heights		1		1		2
Mound		2				2
Kiwanis Park		2				2
Queens		1		1		2
Wildwood				2		2
Creglow				1		1
Essex Heights		1				1
West Ganson				1		1
Cascades						0
Lansing Ave Heights						0
Micor Park						0

NEXT



PHASE I: VIBRANT DOWNTOWN

Downtown Jackson is the City's most vital neighborhood and serves as the community commons. Its intense development pattern allows it the capability of offering a rich array of choice in commerce, entertainment, business, housing, and transportation. Recovery from its period of disinvestment will maximize this capability through thoughtful design and targeted effort.

- Downtown Jackson will incorporate and reflect its history.
- It will serve as the heart of the Jackson community by providing a public space that welcomes all.
- Downtown Jackson will be easily accessible by any mode of transportation.

A vision of a revitalized downtown was expressed at every community workshop and has been pursued vigorously by the public and private sectors alike. Development will be led by the Anchor Institutions and other private commercial, service, and professional investors, while the City continues to support it through infrastructure upgrades and public realm improvements. It is consistent with the housing recommendations in the Target Market Analysis and the future site of innovative housing choices. In terms of transportation, this should be the most accessible section of land in the entirety of Jackson County, reachable by foot, bike, local and national bus service, rail, boat, and roads of all sizes. The community's primary role in a revitalized downtown is to use it.

City

Develop the Jackson "brand" through a process that combines meaningful citizen contribution with quality professional guidance.

Districts: Downtown, Health, Amtrak node

- ▣ Conduct a detailed market study for the area of Downtown between Washington and Louis Glick that will provide a thorough inventory of available space and current uses.
 - Plan subareas for reinvestment to build on existing assets and strive for critical mass.
 - Assess and document all real estate opportunities, including the extent of any structure removal or site remediation necessary for use as well as the time and money required to achieve it.
 - Tailor business location incentives to the finance/insurance, information technology, renewable energy, and life sciences industry sectors.
 - Where appropriate, assemble larger parcels for business use.
- ▣ Revise the zoning ordinance.
 - Permit appropriate mixed uses by right in core areas.
 - Develop a comprehensive downtown vehicle parking strategy that maximizes parking on streets and in lots and minimizes isolated parking areas that fragment the streetscape.
- ▣ Form a regular communication avenue with Allegiance Health to keep abreast of its land use needs and plans. Explore the possibility of a "healthcare village" that combines retail, commercial, education, residential, and wellness services into a local and regional destination.
- ▣ Implement the "blueway" water trail plan outlined in the City of Jackson and Jackson County Joint Recreation Plan.
- ▣ Continue to rebuild infrastructure, and institute a maintenance program so that the downtown offers a clean and inviting appearance.
- ▣ Continue to implement the Downtown Jackson Streetscape Plan
- ▣ Offer a central repository for information about events to be disseminated through multiple outlets, including an online presence and a physical component such as a kiosk.
- ▣ Entertainment and retail options for downtown residents, including furniture, consignment, moderate eateries, and a grocer, should be encouraged and, where necessary, temporarily supported.
- ▣ Encourage adaptive reuse of historic structures and disseminate information about them.
- ▣ As they open to the public, program redeveloped spaces such as the new Downtown Urban Park and the PlacePlan alley consistently to offer residents plenty of opportunities to experience them.

Corridors: Grand River, Rail, Nonmotorized Network

- ▣ Complete the nonmotorized transportation network to connect downtown to all major areas of the City.
- ▣ Provide ample, safe bike parking.
- ▣ Implement the recommendations from the 2010 Jackson Rail Passenger Station Development Study.
 - Consolidate local bus and bicycle services into a location easily accessible from the Amtrak node.
- ▣ Coordinate event planning with public transportation.
- ▣ Convert the Louis Glick / Washington Street loop to two-way streets as recommended by infrastructure consulting specialists URS.
- ▣ Continue to upgrade City parking lots as needed.

Neighborhoods: Downtown, Health

- ▣ Ensure that newly-created dwelling units represent the “missing middle” of housing choices not currently available, taking the form of lofts above street-front retail and mid- and high-rise flats in the core area and attached brownstones, row houses, and low-rise flats in the close-in neighborhoods.
- ▣ Seek the development of waterfront housing.
- ▣ Continue to strictly enforce housing and blight codes to ensure responsible stewardship of downtown rental properties.



PHASE II: HOUSING AND NEIGHBORHOODS

The City will adjust its quantity of dwelling units to a level commensurate with its current and anticipated population. Available resources, including newly created open space, will be used to connect, complete, and enhance the unique character of the City's neighborhoods.

- Neighborhoods will be functional, connected, and aesthetically pleasing.
- Each neighborhood will define its unique character according to its assets and potential.
- Neighborhood planning will seek to mirror citizens' investment in their neighborhoods by inviting and respecting resident contributions to public spaces.
- Property values will be stabilized, preserved, and increased.

Revitalization of the close-in neighborhoods north of downtown, including Bennett, Arts, Loomis, and Nixon, will offer a desirable residential setting to support new job growth in the central neighborhoods and districts. Relatively high rates of homeownership in these neighborhoods mean that a large portion of the land is under direct citizen control; rather than interpreting this as a lack of opportunity for municipal action, the City can instead focus its own resources on catalyzing and supporting citizen action. The already-popular Armory Arts, historic Fairgrounds, and the Grand River form the basis of the Arts District, distinct from and yet connected to the central districts. The Cooper Street corridor is a convenient point of entry from the north and should be recognized as a gateway.

City

Author a comprehensive redevelopment strategy for newly-created vacant land, using the market analysis presented in this report. Retain the land, map it, and decide on its highest and best potential use. Homeownership may be emphasized in stronger markets; in weaker markets, the suitability of parcels for a variety of non-traditional purposes that serve the community, such as stormwater management, community farms and gardens, woodlands, and wildlife habitats, should be determined.

Districts: Arts, Under the Oaks

- Aid and support the implementation of the Jackson County Fairgrounds Master Plan when it is completed.
- Continue to investigate the potential benefit of creating a City Arts Commission with offices in the Arts District.
- Continue to expand the "Arts District" brand with tours, events, and wayfinding signage. To the fullest reasonable extent, celebrate and embrace quirky small-scale citizen-led projects and incorporate citizen art into this district.
- Review the results of the Historic District survey undertaken concurrently with this plan and create a redevelopment strategy in conjunction with the Historic District commission.

Corridors: North Cooper St., West Michigan Ave.

- Develop a vision for a "gateway treatment" along N Cooper St to welcome arrivals from the north, provide wayfinding, and introduce the Jackson brand.

- With the Historic District Commission, explore the visual, functional, and preservation goals of the West Michigan Ave. corridor and codify them in revised zoning standards.

Neighborhoods: Arts, Bennett, Loomis, Nixon, Under the Oaks

- Engage residents in developing design standards for each neighborhood, beginning with these neighborhoods and expanding throughout the City, to define its unique character for prospective builders as well as current residents.
 - Consider the existing and desired character of the neighborhood, its internal functionality, and the impact on surrounding neighborhoods when evaluating proposed changes.
 - Balance complete neighborhood elements such as the availability of certain commercial services within walking distance with the quiet, traffic-calmed atmosphere characteristic of residential use.
- Ensure that newly-created dwelling units represent the "missing middle" of housing choices not currently available. Of particular interest to the Arts neighborhood may be "live-work" units: attached or detached structures that offer retail and studio space on the first floor and residential accommodations above. Within the other neighborhoods, duplexes and triplexes offer smaller living spaces for shrinking households and lower the maintenance burden significantly while preserving dominant housing typologies.
- Consider incentives similar to commercial façade grants to encourage homeowners to "spruce up"

- their properties.
- ▣ Facilitate the creation of neighborhood associations, including representation from the Department of Neighborhood and Economic Operations and other City departments as appropriate. In particular, community workshop attendees expressed a desire for a better relationship with the Police Department.
- ▣ Offer assistance coordinating services such a

- planting programs, clean-up days, and branding/wayfinding signage implementation, using the neighborhood associations as primary contacts.
- ▣ Seek ways to reward and support citizen contributions to their neighborhoods that could range in scale from sending thank-you notes to matching citizen-raised funds for desired improvements.

PHASE III: CITIZEN-GOVERNMENT RELATIONS

Citizen-government partnerships must be developed and used in order to continue to provide expected services in the wake of the municipal budget transformation resulting from declining population, the housing crisis' effect on property taxes, and changes to the state revenue sharing program. These partnerships will be designed to demonstrate a commitment to responsiveness, nourish responsible civic engagement, facilitate wide participation, increase openness and transparency, and support relationships among citizens as well as between citizens and government.

- ▣ Good, two-way communication between citizens and government will be fostered.
- ▣ Governmental systems will be responsive to citizens' needs and requests.
- ▣ Citizen contributions to municipal work will be welcomed.
- ▣ Participation will be expanded beyond the current usual pool of enthusiasts and naysayers to include all persons who care about the community.

The south close-in neighborhoods of Partnership Park, King, Nicholls, and Flat Iron have grappled with more than their share of the City's misfortunes. These have been evidenced in statistics for everything from home values to educational attainment to vacancy to child poverty; visioning session attendees singled this area out for public safety concerns. A comprehensive transformation would be welcome, and the application of the placemaking process to land made newly available by the demolition of abandoned structures offers a rare opportunity for just that. However, it will require sustained engagement efforts by both administrators and citizens.

City

- ▣ Make clear connections between resident input and municipal decisions and actions.
- ▣ Build an educational component into City projects and processes wherever possible.
- ▣ Support and expand transparency initiatives such as the Open Data portal, City newsletter, and distressed property website.
- ▣ Continue to improve customer service from City officials.
- ▣ Better advertise available commissions and other volunteer opportunities, including the process and requirements.

Districts: Flat Iron, Falling Waters node

- ▣ Because private-sector-led development has been absent in these neighborhoods, development instead should be led by an extensive, cohesive

- community charrette process that will ensure the most appropriate use of public funds and create documented demand for the pursuit of private funds. At a minimum, this process should be used to guide the redevelopment of the Flat Iron District.
 - ▣ Conduct a series of well-prepared, well-advertised design charrettes for redevelopment areas. Consider a temporary storefront office within the neighborhood to serve as a point of contact during periods of intense change.
 - ▣ Commit to regular, detailed progress updates, similar to the Dig Downtown campaign.
- ▣ Using visioning session data as a starting point, make preliminary investigations into the feasibility of a node at the corner of High and Francis Streets that is specifically designed to meet the daily commercial and service needs of the residents of south Jackson. Disseminate the results to local business owners who

may consider expanding to that location as well as to existing businesses outside the City.

- Promote the Mount Evergreen cemetery walking tour with wayfinding signage and the placement of brochures in nearby stores and those with high visitor traffic. Develop a similar promotional package for the historic “14 Churches in Ward 1.”
- Conduct a comprehensive assessment of newly available land to determine its suitability for a variety of non-traditional purposes that serve the community, such as stormwater management, community farms and gardens, woodlands, and wildlife habitats.

Corridors: Greenwood-Kibby, Dr. Martin Luther King, Jr. Bike Trail

- Provide wayfinding signage to and from the Falling Waters trail immediately to the south of the node at High and Francis Streets to establish this area as a trailhead that offers supplies and directs trail users to other parts of the City. Install bike parking.
- Address the lack of municipal bus service across the southwest corner of the City.

Neighborhoods: Partnership Park, Flat Iron, King, Nicholls

- Assemble adjacent residential parcels suitable for larger-footprint single family homes. This neighborhood provides a rare opportunity to offer a style of housing more typically associated with the suburbs in an extremely urban setting. While

this is not a generally accepted practice, it presents a unique solution to a unique situation and offers the added benefit of introducing a higher-value housing product to these neighborhoods than is currently available, reducing economic segregation within the city. This may be challenging or even impossible under current financial investment regulations, but it is a worthwhile aim that deserves consideration nonetheless.

- Ensure that other newly-created dwelling units represent the “missing middle” of housing choices not currently available. Attached brownstones, row houses, and low-rise flats are appropriate for larger parcels, while duplexes and triplexes offer smaller living spaces for shrinking households and lower the maintenance burden significantly while preserving dominant housing typologies.
- Continue to program the King Center with the aim of attracting regular use by families throughout the City. A focus on stellar early childhood services benefits each member of Jackson’s current “baby boom” and offers neighborhood residents easiest access to them.
- Host neighborhood block parties as a way of forging connections between citizens and City officials, establishing neighborhood identity, and providing an opportunity for citizen-to-citizen interaction. Work with neighborhood associations to support place-specific events throughout the community.



NEXT

GOALS AND STRATEGIES

ECONOMY STRONG LOCAL ECONOMY

The City of Jackson must capitalize on its built infrastructure, central location, established businesses, entrepreneurs, and hardworking population to grow a diversified economy that provides opportunity by creating and supporting livelihoods, attracting and retaining talent, and rewarding investment in the community.

Economic growth will produce sufficient revenues to provide for the services and amenities that help define a quality urban environment.

As a priority for municipal investment and protection, economic development will be balanced with priorities for neighborhoods, the environment, and the quality of development.

Permit home occupations to the fullest extent possible as a means of supporting and encouraging entrepreneurship.

Use economic development opportunities to support neighborhoods through associated improvements, careful siting, and thoughtful context.

Provide a forum for gathering information pertinent to supporting small businesses, including barriers to initiation, factors contributing to success or failure, and their unique needs with regard to municipal policy.

Support and encourage environmentally friendly businesses.

Zone, prepare, and market a vacant parcel as a high tech manufacturing hub.

Invest in proven, well-known, and established recruiters and marketers to promote the City's assets for tourism and available properties for investment.

Coordinate, incentivize, and/or promote community gardens with greenhouses and associated markets.

ASSETS ENHANCED QUALITY OF LIFE

The City of Jackson recognizes that cultural, recreational, and historical assets are drivers as well as products of a knowledge-based, entrepreneurial economy. Their preservation, development, and promotion will be prioritized to meet these assets' irreplaceable role in the attraction and retention of talent.

Jackson's assets will be more visible and accessible to residents and visitors alike.

Jackson's "brand" will be synonymous with its most unique assets.

Develop the Jackson "brand" through a process that combines meaningful citizen contribution with quality professional guidance.

Promote several assets simultaneously to highlight a depth of offerings.

Position cultural and recreation facilities as regional facilities to capitalize on their economic development potential.

Sponsor and promote regular events such as a warm-weather community market, night street gallery, arts and music festival, Taste of Jackson, basketball tournament. Work with neighborhood associations to support place-specific events throughout the community.

INFRASTRUCTURE
HIGH QUALITY INFRASTRUCTURE

A mature settlement such as Jackson must provide a set of services and infrastructure for preserving the interdependent health, safety, and welfare of its densely co-located citizens, industry, and commerce. These services and infrastructure provide critical support to existing conditions as well as future growth and must be managed in a way that is coordinated and forward-thinking.

The City of Jackson will be a clean and safe community.
Growth will be directed by the best use of public services and infrastructure.
Where possible, services and infrastructure will conform to nature.

Analyze all proposed service and infrastructure projects for coordination opportunities such as co-location and shared access.
Guide project planning to capitalize on, coordinate with, and relieve the burden on existing infrastructure.
Connect public expenses with public benefits explicitly, clearly, and frequently.
Conduct a lighting audit in public places that are frequented or traversed after dark to ensure that a safe level of lighting is provided.
Organize teams of volunteers to paint, pick up trash, remove graffiti, etc.
Require or encourage public safety officers to be residents of Jackson.

CIRCULATION

The City of Jackson will continue to capitalize on its connection to regional and interstate transportation systems through good stewardship and by integrating its intra-city transportation network with them. Within the City, all users and modes of transportation will be accommodated in a safe, complete network that balances efficiency of movement with appropriate access to the land uses it supports.

Decisions will facilitate coordination between land use and transportation and among transportation modes
Dependence on the automobile for all transportation needs will be reduced.

Make connections on existing nonmotorized routes to provide access throughout the City.
Offer safe, reliable bike parking at each of the destinations on the "Destination-Based Bike Routes" designated by the City of Jackson and Jackson County Joint Recreation Plan.
Institute a "culture of complete streets" in which all users are explicitly identified, prioritized, and planned for in all transportation projects.

ENVIRONMENT
PROMOTE HEALTH, SAFETY, AND WELFARE

A City is a unique ecosystem with defined inputs and outputs that must be carefully managed to preserve abundance, access, health, safety, cleanliness, and comfort for its residents.

Natural resources will be protected and enhanced.
Stormwater, waste, recycling, and wastewater systems will be managed innovatively, safely, and efficiently.

Clearly communicate to citizens the public and environmental health and welfare benefits of stormwater, trash, and recycling services.
Institute city-wide waste management and recycling.
Assess vacant parcels for potential value to the community's stormwater management system.
Continue to refine proposed approaches to overall stormwater management until a feasible option with broad public support is instituted.
Develop policies permitting and regulating parcel-level alternative energy and stormwater installations.
Review City ordinances to ensure that development controls encourage or at least do not hinder best environmental practices.

NEXT

FUTURE LAND CLASSIFICATION

A Future Land Use Map is a traditional aspect of a master plan that gives a broad overview of the spatial distribution of the uses within the community, both existing and future, based on sound planning principles and overlaid with the community's expectations. It builds on the historic development patterns of the community, factoring in the need to revitalize long-standing residential neighborhoods and focusing redevelopment on key nodes, districts, and corridors. The purpose of this document is to assist the City in promoting the harmonious, efficient, and economical use of land as well as the public health, safety, and general welfare of the community. Planning objectives used to create it were based on the Goals and Strategies and supplemented with the following:

- A long-range opportunity to create walkable neighborhoods where the design and land development regulations, through the application of form, will revitalize and redevelop traditional neighborhoods;
- Accommodation of expected growth through a deliberate and planned process;
- Advancing sustainable design through the application of new urbanism and walkable urban best management practices;
- Efficient use of existing infrastructure, development, and transportation patterns;
- Classification of residential areas by type rather than density, recognizing their character, qualities, and opportunities for innovative development and adaptability to changing market conditions;
- Integration of the other recognized planning and economic development recommendations; and
- Respecting the City's historic development pattern.

In a use-based zoning code, the Future Land Use Map represents the framework for making individual zoning decisions that fit to a coordinated whole. As has been discussed extensively in this plan, Jackson and many other communities are interested in broadening that framework to include consideration of the built form and the mixing of compatible uses. Accordingly, this Future Land Classification map addresses both. In most categories, more than one type of use is permitted, reflecting actual conditions as well as compatibility and convenience. For all categories, general bulk, placement, and circulation qualities are described.

RESIDENTIAL

Purpose

This classification describes the areas of the City devoted specifically to residential development that is low-density and detached. The category is intended to stabilize, protect, and encourage residential character while separating the land use from all activities of a commercial nature. Development is limited to single-family dwellings and home occupations, plus certain conditional uses that are compatible with and convenient to the residents in the district.

Uses

Residential, institutional, parks

Form Characteristics

- Buildings: Building form characteristics are extensively defined by neighborhood.



- ▣ Placement: Setbacks are contextual based on existing form, striving to provide a comfortable level of privacy per dwelling. Where possible, parking should be located toward the side or rear of buildings.
- ▣ Circulation: Most streets should be residential, characterized by very low speeds, frequent curb cuts, and on-street parking. Nonmotorized access must be provided, preferably on sidewalks but also on shared use paths and the street right-of-way. Transit should be available to every neighborhood.

RESIDENTIAL AND OFFICE

Purpose

Surrounding the city's downtown core are several areas that have a more dense and active character than those which consist purely of detached residential dwellings, but which have no significant concentrations of commercial or industrial uses. These medium

corridors where properties formerly used as residential homes are converted for small offices. Other select uses such as bed and breakfasts should be conditionally permitted.

Uses

Residential, office, institutional, parks

Form Characteristics

- ▣ Buildings: Building styles based on the surrounding neighborhood character should be applied to these areas to create flexible building styles that can accommodate both office and residential uses. For example, live-work units would be desirable in these locations because they provide small professional offices and businesses the opportunity to work on the ground floor and live in the upper stories of the structure. For solely residential developments, the number of residential units would be based on the size of the property and the form of the structure. The Under the Oaks neighborhood and historic



(scalable) residential neighborhoods provide a variety of housing types including apartments, townhouses, and conversions of single-family dwellings into multiple units based on a form-based approach to create unique and flexible residential living. This category is designed to protect and promote a more intensive residential character than the single family neighborhoods, within a walkable environment. It also offers professional office areas adjacent to the downtown and along select

district are a special case within this category. In these areas, uses should be housed within existing structures where possible. New buildings should complement the historic dimensions and form of the existing structures.

- ▣ Placement: Small setbacks scaled to existing conditions provide a buffer between properties and an opportunity for green space. In all areas,

and especially in the Under the Oaks area, front entrances should be linked to the public sidewalk, and no front yard parking should be allowed as it negatively impacts the character of the district. Parking lots should be located at the rear of the property; parking on the side of the building should not be visible from the public right-of-way.

- Circulation: Direct, multimodal linkages to the downtown are a characteristic feature of this district. Sidewalks and transit should serve all parcels. Roads are generally lower-speed and emphasize access over mobility with the exception of major thoroughfares.

NEIGHBORHOOD COMMERCIAL NODE

Purpose

Neighborhood commercial nodes serve the daily and weekly household or personal needs of abutting residential neighborhoods. They permit the retailing of commodities classed by merchants as “convenience goods,” such as groceries and pharmaceuticals, and the furnishing of certain personal services such as beauty and barber shops. These districts are small, located at the intersection of two (2) streets, and are usually surrounded by residential districts. The regulations of this district are designed to encourage development of designated uses and services needed for the neighborhood without creating a strong commercial atmosphere. Urban scale is important in these areas: commercial structures should be walkable in character, not suburban and drivable. The Flat Iron district along Greenwood would be an appropriate example of a commercial node.

Uses

Commercial, related residential

Form Characteristics

- Buildings: Building size and form should be related to the existing character of the neighborhoods that the district will serve. Two story buildings should be permitted to allow for upper-floor residential units as desired.

- Placement: Placement should be related to existing character of the neighborhoods that the district will serve. Parking requirements should be small and required to be located behind buildings wherever possible; where not possible, substantial screening is required.
- Circulation: These properties should prioritize access by foot and bike, so bicycle parking and protected pedestrian access will be required. On-street parking should be provided and counted as contributing toward overall parking requirements.

REGIONAL COMMERCIAL

Purpose

The regional commercial district is composed of land and structures used primarily to provide all types of “convenience goods,” and limited types of “durable goods” such as household furnishings, hardware, and apparel. The district also permits land uses such as gasoline stations, branch banks, and high density residential development. This district is vehicular-oriented with a suburban character. The Jackson Crossings district is an example of this land use type and intensity.

Uses

Commercial, residential

Form Characteristics

- Buildings: Stand-alone buildings housing a single business are mixed with shopping centers of varying sizes.
- Placement: Building placement is largely determined by parking convenience and access.
- Circulation: Motorized transportation is the primary means of access, though a clear means of nonmotorized access should be provided to destinations within the district. Major shopping destinations should be served by public transit bringing customers directly to the buildings, not across a parking lot. Pedestrian areas within parking lots should be required and clearly marked.

INDUSTRIAL COMMERCIAL

Purpose

These areas include a hybrid of uses sharing the characteristics of both “light” industrial and “heavy” commercial uses. Businesses often include a retail component that desires visibility along busy city streets as a principal or accessory use. Common characteristics include outdoor storage or display areas and overhead doors. Representative uses include automobile repair and body shops, car dealerships, lumberyards, landscaping and lawn services, and contractor yards.

Uses

Industrial, commercial, related office and warehousing

Form Characteristics

- ▣ Buildings: Large footprint buildings are generally one to two stories. They may range in appearance from custom architecture to extremely utilitarian.
- ▣ Placement: Moderate setbacks on all sides. Large parcels with individual access offer an opportunity to uniformly require rear parking.



- ▣ Circulation: The space-intensive uses, large parcel sizes, and nature of activity in this category encourage vehicular travel. Loading areas may be needed for both customers and suppliers. It should be possible to reach and traverse these areas via nonmotorized transportation, but these users are not prioritized in this district.

INDUSTRIAL

Purpose

These areas include more intensive “heavy” industrial uses in terms of external impacts. Typical uses include outdoor storage, large lots for parking/loading, and higher amounts of truck traffic than most uses in other industrial categories. Noise, odors, and long hours of operation are also typical characteristics. Most of the land for general industrial uses is located in the southeast section of the City, east of South Cooper Street and south of the rail line. Other industrial areas are located in an area generally bounded by Tyson, S Forbes, S Roberts, and Page Streets, and on the west side of the City between W North, Carroll Avenue, N Brown and W Ganson Street.

Uses

Industrial

Form

- ▣ Buildings: The form of these large footprint buildings is generally closely related to their function and minimally regulated.
- ▣ Placement: Substantial setbacks of 25-100 feet are a defining feature of industrial property regulation for the purpose of buffering the external impacts. Landscaping requirements therefore become an important part of the district’s form.
- ▣ Circulation: Almost all circulation will be via motorized vehicles, and much of it will be “heavy” transportation such as trucks and equipment. Parking standards should be tied to use. It should be possible to safely traverse the area on foot in case of emergency.

GATEWAY CORRIDOR

Purpose

These are major state thoroughfares which directly connect Jackson to its neighboring communities and the region. Commercial development has long been concentrated along such routes with maximum priority given to access and convenience at the expense of

aesthetics and character, and these choices are reflected in the built environment. The purpose of this district is to bring a greater balance among them.

Uses

Commercial, office, institutional, residential

Form Characteristics

- ▣ Buildings: Building types will reflect local investment conditions and preferences. Emphasis should be placed on long-term usability and on requirements that encourage Citywide consistency of furnishings and utilities. Building materials should be durable and traditional in character; materials such as faux brick and EIFS (dryvit) should be prohibited and regulated accordingly. New construction and significant renovations should be guided by the recommendations in the City of Jackson Downtown Façade and Use Study.
- ▣ Placement: The least desirable aspect of this category is the “sea of asphalt” effect resulting from vast parking lots separating the streets and buildings. In the case of redevelopment, site arrangement should adhere to the prevailing historic yard and setback patterns, which vary from corridor to corridor but are fairly consistent within each area.
- ▣ Circulation: These are primary vehicular thoroughfares designed to carry traffic from one city to another. They should be well-served by public transit. It should also be possible for nonmotorized traffic to move comfortably from one end of the corridor to another, though this may be best accomplished by parallel routes.

MIXED USE ARTS AND CULTURAL CORRIDOR

Purpose

The stretch of Jackson between downtown and approximately the center of its north border is dominated by three corridors: rail, the Grand River,

and business US-127 (Cooper / Francis streets). The purpose of this district is to loosely tie its eclectic mix of uses, which includes the County Fairgrounds, the historic prison, current and obsolete industrial operations, and niche shops, into a visually and functionally cohesive gateway into the City. The mixed-use, arts-related Armory Arts Village within the grounds of the old state prison/national guard armory has given the area a solid start in the development of a cultural and arts district that blends its utilitarian history with a bold, bright future.

Uses

Commercial, industrial, residential, parks

Form Characteristics

- ▣ Buildings: Repurposed industrial buildings are the primary building type. New development should be encouraged to have visual interest.



- ▣ Placement: The diversity of site arrangements in this district do not lend themselves to easy classification, so placement criteria should be contextual and performance-based.
- ▣ Circulation: Nonmotorized access through this district is critical, particularly in terms of convenient and attractive access to downtown. Cooper St., serving as Business Route 127, must carry vehicular traffic effectively. Parking standards will be tied to the use, but all parking should be behind buildings where possible.

HEALTH AND OFFICE

Purpose

This area allows for the growth of Allegiance Health and other medical care facilities along East Michigan Avenue. New clinics and other ancillary medical facilities should be encouraged to locate in the area. Its proximity to downtown Jackson is strategic due to its employment base and the opportunity to easily walk to other commercial and residential neighborhoods. Commercial enterprises related to health and wellness should be allowed, such as medical supply sales, pharmacies, or targeted lodging; conditional use review is recommended to ensure appropriateness.

Uses

Institutional, office, related commercial

Form Characteristics

- ▣ Buildings: Large-footprint institutional buildings dominate, interspersed with smaller structures housing several offices or businesses and stand-alone buildings.
- ▣ Placement: Where possible, the development pattern of buildings placed directly adjacent to the sidewalk should be preserved and replicated, as is currently seen on the stretch of East Michigan Avenue that is closest to downtown. Where parking lots exist, their use should be shared and maximized, and their appearance screened. Dedicated open space provisions should be developed that reflect recent research showing that measurable health benefits are associated with access to natural environments.
- ▣ Circulation: East Michigan Avenue serves as the business route for I-94, and so must carry vehicular traffic effectively. Additionally, irregularities such as ambulance traffic and visitors unfamiliar with the area are to be expected. Nonmotorized connections among properties should be available, well separated from the flow of traffic, and clearly and consistently marked.

CORE MIXED USE

Purpose

The Core Mixed Use category represents the focal point of the city. It is designed to provide retailing, lodging, personal services, and office and business services for the City as well as for the surrounding communities. Residential use is encouraged above the first floor to generate activity around the clock and increase density; clustered residential uses such as townhouses, courtyard apartments, and live/work units would also be desirable. Downtown Jackson should have the highest taxable value per foot of the City. Currently, it has many underutilized parking lots which are a result of retrofitting suburban parking standards to a downtown urban area. These properties should be converted into redevelopment projects that provide employment opportunities, offer residential options for daytime workers who currently do not reside in the City, and increase both property valuation and tax receipts.

Uses

Commercial, residential, office, institutional, parks

Form Characteristics

- ▣ Buildings: As tall as the market will bear, but no less than three stories
- ▣ Placement: 100% lot coverage permissible
- ▣ Circulation: Sidewalks, alleys, bike lanes, bus stops, and loading zones are all needed. Parking should be provided on streets and in shared parking lots.



"The Glick" proposed downtown mixed use

ZONING PLAN

The City of Jackson is currently served by a traditional use-based zoning ordinance that delineates six categories of residential intensity, four categories of commercial intensity, and two categories of industrial intensity in addition to two planned unit classifications. The City has expressed interest in moving toward a hybrid code with a greater emphasis on form regulation, and several zoning ordinance amendments in recent years have taken steps in that direction. These include revised standards for fencing, landscaping, parking, environmental protection, lighting, and most notably, building design. In addition, development procedures have been streamlined through amendments governing site plan review and planned unit development, and reorganizing the ordinance for ease of use.

The following recommendations are the minimum alterations necessary to the current zoning ordinance to bring it into compliance with the recommendations in this master plan.

- Revise the zoning ordinance to accommodate mixed uses in selected areas. At a minimum, the C-3 Central Commercial district should permit mixed uses by right.
- Develop a comprehensive downtown vehicle parking strategy that maximizes parking on streets and in lots and minimizes isolated parking areas that fragment the streetscape. This may include the development of a Payment In Lieu of Parking program that replaces the burden of supplying parking facilities from individual businesses in the core area with support for a comprehensive solution.
- Add bicycle parking requirements to parking standards, particularly in public and commercial areas along the “Destination Based Bike Routes” plan.

- In areas where “missing middle” housing is desired, revise the zoning ordinance to explicitly permit the particular forms appropriate to the district.
- Institute ordinances to permit and regulate stormwater installations.

If the City wishes to pursue development of a form-based code, it is recommended that this be done in a gradual process focusing on specific districts, corridors, and neighborhoods sequentially. The south near-downtown area represents an excellent place to begin for several reasons: it already has good to excellent built form from which to start; there is anticipated to be an ample amount of newly available land; pressure from private investment is minimal; and the community-empowered process may have value to its citizens that extends beyond development decisions.

The City’s corridors also represent good candidates for form-based coding. Currently fragmented by both use and intensity, a form-based code offers the opportunity to simplify the regulations while placing an appropriately strong emphasis on the appearance of these properties which are seen by more people—residents and visitors alike—than any others.

The creation of neighborhood-specific design standards through a charrette or similar process offers an opportunity to engage residents in civic participation and foster relationships among neighbors, in addition to their intended beneficial effect on the built form. It also provides a natural mechanism for the recruitment of volunteers to help with implementation.

In addition to the zoning ordinance, a capital improvements plan (CIP) is another tool which implements the master plan. The CIP identifies projects and equipment purchases to be made over four to six (4-6) years in conjunction with financing options and a schedule.

NEXT



ILLUSTRATIVE RENDERINGS

As part of the Jackson Streetscape Master Plan process undertaken concurrently with this comprehensive master plan, a series of detailed renderings were produced. They provide a visual supplement to the codes and policies discussed in this plan and others, offering a more complete representation than can be contained in words alone. Some represent works that are scheduled or in progress, while others are intended to show possibilities within the private and public sectors. They are included in this plan to illustrate the built form that it was developed to support.



Jackson Streetscape Master Plan
City of Jackson, Michigan

① Louis Glick Illustration

June 2016



NEXT

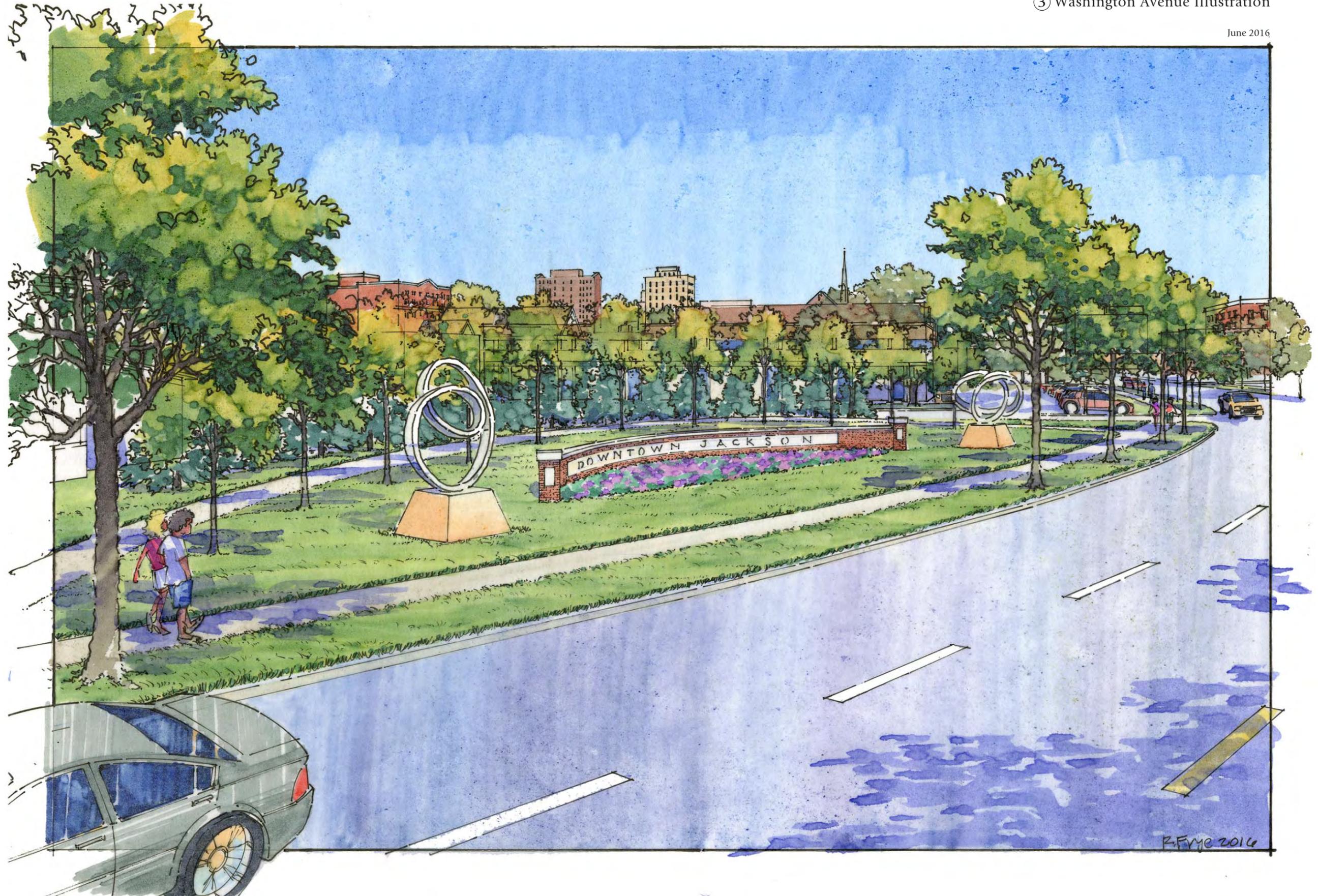


② Western Downtown Gateway Illustration

June 2016











R.F.M. 3016



⑥ Cortland and Mechanic Illustration

June 2016





⑦ Francis and Cortland Illustration

June 2016



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APPENDIX

ENDNOTES

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TARGET MARKETS

These “lifestyle clusters” were developed by Experian Decision Analytics to describe specific segments of the consumer market and connect them to the geographic areas in which they live. These descriptions of the behavior, attitudes, and preferences of each cluster are used to inform the producers and merchants of goods and services—in this case, housing products.

S 71 | *Hard Times*

Housing: Neighborhoods are filled predominantly with low-rise apartments, and also some high-rise buildings. Often living in complexes built in the urban renewal era of the 1960s to 1980s, when tenement row houses in downtown ghettos were bulldozed to create new housing for the poor and disadvantaged. Today those buildings are often dilapidated, and the tenants are intent on finding safer accommodations. Over 90 percent are renters.

People: Most of the adults are between 50 and 75 years old. Adults living on their own as single, divorced, or widowed individuals. One quarter of the households have a retiree. Many are destitute seniors without family support.

Economics: Nearly half of the head-of-householders never graduated from high school, and only 10 percent have a college degree. Even in middle age, they are 40 percent more likely than average to sign up for adult education courses. They in service sectors, particularly in education and public administration. They are the underclass of the working poor, but are optimistic and constantly seeking better jobs. The most economically-challenged consumers in the United States, most are earning minimum wages or are on fixed retirement incomes amounting to nearly one-fifth of the national average. Two-thirds do not own a car. They will travel domestically, usually by bus or train.

S68 | *Small Town Shallow Pockets*

Housing: Their neighborhoods are quietly deteriorating. The housing stock is a mix of bungalows, cottages, and ranch houses typically built in the first half of the 20th century. Most houses are small, older, inexpensive, and far from urban centers. More than three-quarters are renters, nearly four times the national average.

People: More than half the householders are over 50 years old. These single, divorced and widowed households are on the cusp of retirement. Predominantly lower-income, most of the households are empty-nesting; in nine out of ten households, the children are living on their own.

Economics: Educational levels are low: some 40 percent of household heads didn't finish high school, and only 8 percent have a college degree. Most workers hold low-level jobs in sales or health care and social services. Nearly one in six householders has already retired. These hard workers have low incomes, less than half the national average, but they've managed to set aside some savings for retirement. Only half of these downscale households own a car, typically small economy sedans or pickups bought used and made in America.

R67 | *Hope for Tomorrow*

Housing: Crowded into small apartments, or in projects, duplexes, and ranch houses on tiny lots. Three-quarters of the units were

built before 1950, and half were built before 1925. Over 80% are renters.

People: Nearly two-thirds are young, single parents. More than 40 percent are under the age of 35. 90 percent are singles, and most are parents struggling to raise young children on low incomes.

Economics: School dropout rate is 50 percent, and just finishing high school is considered an achievement. Less than 5% have a college degree. Some will take adult education courses to improve their lives. Low-paying service-sector jobs as security guards / protective services, restaurant workers / food preparation, and educational services / school aids. They are seeking better jobs and want to advance their careers to be better providers for their children. Financially challenged; their average income is the second lowest in the nation. They have pre-owned cars consistent with national averages.

R66 | *Dare to Dream*

Housing: Sharing over-crowded downscale apartments to make ends meet. Living in buildings typically built before 1925 and offering few amenities. Not all are in apartments, and those with children can also be found living in older ranch houses and duplexes. Their housing is usually overcrowded and not designed for growing families. Low-rent and unlikely to be homeowners, they are always searching for a better place to live.

People: Comprised of 20- and 30-somethings. More than a third of the household heads are under 35 years old. They are singles, unmarried couples, and single parents, with nearly 90% being unmarried. They do not consider marriage as the only path to forming a family, and often share apartments with unrelated roommates.

Economics: Low educational attainment; and 40% rate of high school dropouts is double the national average. However, they will also take an adult education course and talk about wanting to advance their careers. Low-paying, entry-level jobs in sales and service sectors, such as healthcare, food services, and manufacturing. A high percent are unemployed. Limited means and budgets are tight. Most can't afford to own a car, and will use alternative modes that include walking, biking, public transit, and skateboarding.

Q65 | *Senior Discounts*

Housing: Multi-unit city apartments often designed specifically to house senior citizens, typically built over the last half-century in inner-ring suburbs. More than three-quarters can only afford to rent, and even then they often benefit from rent-controlled rates.

People: A majority are over 75 years old; more than eight in ten households are of retirement age. Nearly three-quarters of all households consist of widowed individuals, the highest in the nation. Most have grown children who typically live too far away to care for them; in this segment, three-quarters are grandparents.

Economics: 42 percent are high school dropouts; those who are still in the workforce tend to hold low-level service-sector jobs in health care. The most downscale of the mature segments, Senior Discounts are widows and widowers who rely on Social Security, Medicare and

Medicaid to get by. At less than \$28,000, their incomes are about 60 percent below the national average. Few have even modest nest eggs. Households typically have one or two cars.

O52 | *Urban Ambition*

Housing: Apartment-dwelling, including low-rise apartments and older houses converted into rentals, usually built before 1960. They aspire to live in the suburbs or better neighborhoods. They enjoy hanging out on the front steps and catching up with neighbors. Most inhabit rental units, but they aspire to be home owners.

People: Young 20-something adults, nearly 40 percent of the head-of-households are under the age of 35. 80 percent are single, and more than 40 percent are parents, which is four times the national average.

Economics: 35 percent have completed some college education, but overall their educations are below-average. They continue to attend colleges and technical schools to improve their employment chances. Their drive to improve is seen in an above-average tendency to take educational classes and practice a musical instrument. First-time jobs in low-level sales and service-sector jobs, including retail, military, public administration, and food preparation. Nearly 20 percent are unemployed, which is the highest rate in the nation. They want to get to the top of their careers, and they're willing to give up family time in order to advance. Low wages and incomes, and prone to measure their success in cash. They are always on the hunt for a larger apartment, preferably near reliable public transportation. Nearly 90 percent do not own a car.

M45 | *Diapers and Debit Cards*

Housing: Living in worker houses that are affordable and typically built

before 1960. Most own small houses with low values. However, about 15% are renters.

People: Most are under the age of 35. Young families with young children, and single-parent households just starting out or trying to start over after a divorce. Almost one-third of the households are comprised of an unmarried parent with children. About 80% have a child at home, often in pre-school or elementary school.

Economics: Average or moderate levels of educational attainment; almost evenly divided between those with high school diplomas and those with some college. Working in blue-collar and manual jobs in construction and manufacturing; and sales and service-sector jobs, including in health care and retail. Lower middle-class incomes sustained by entry level salaries; and in-debt from college loans, mortgages, and home-improvement loans. They are overwhelmed by the here-and-now expense of raising and caring for young children. They prefer to live where public transportation is nearby. Only a small percent own cars or sedans, and they have below-average rates for buying cars.

K40 | *Bohemian Groove*

Housing: Affordable city apartments, including low-rise garden apartments and row houses of varying vintage. Nearly 80 percent are renters.

People: Older adults; about two-thirds are between the ages of 46 and 65; and most are over 50 years old. The majority have never-married single, but nearly a third have been married and are starting over as divorced or widowed individuals. They are part of the growing wave of older singles, and prize their individuality.

Economics: Average educations, with a mix of high school graduates

and some college. They are still hungry for learning, and often take adult education classes. Favorite classes are in painting, cooking, furniture refinishing, and other subjects that allow them to mingle with other graying singles. Holding down modestly paying jobs in the service sector, particularly jobs in health care, social services, and the military. Incomes are generally less than two-thirds the national average. They manage to sink down roots quickly. They own cars, and prefer compact and mid-sized economy cars.

O54 | *Striving Single Scene*

Housing: Nearly all are living in older apartment buildings, in the city. Their units are compact and located in low-rise and high-rise buildings built between 1960 and 1990. Many of the buildings are dilapidated. Nearly all (96%) are renters.

People: 20-somethings; and over 90 percent are younger than 35 years of age. This group has the highest percent of singles in the nation, usually deferring marriage and families until they have advanced farther in their careers. A whopping 95 percent are single; and nearly 90 percent have never been married and do not have children.

Economics: They tend to be well-educated, and nearly three-quarters have gone to college. They also like taking adult education courses to improve their skills in painting, photography, and aerobics and yoga (while also making new friends). Tend to be employed in entry-level sales and service-sector jobs, including jobs in construction, public administration, health care, and professional services. They are an ambitious bunch and self-described workaholics, spending a lot of time on their careers to advance as quickly as possible. Many are already talking about

starting their own businesses. Many are concerned with paying down their student loans and car loans, and aren't thinking about saving for retirement. Few own cars, but they are happy to walk or take public transportation.

O51 | *Digital Dependents*

Housing: A mix of apartments, condominiums, and small houses. A surprising number are first-time homeowners, although the values are modest and they have needed a co-signer to secure the mortgage.

People: This the first wave of the Millennials and they are now 20-somethings moving into their early thirties. About 90% of the group is under the age of 35 years; 65% are under the age of 30. They have begun to leave the nest and start their own independent lives and young families, but overall tend to be single. They are unattached and still looking for a perfect mate. One-third of this group has children, and long-time friends are more important than members of their extended family.

Economics: Tend to well-educated and most have gone to college. Many hold jobs in sales and the service sector, and good schooling has led to a range of occupations – from sales to social services; and from construction to health care. They are early in their careers. Modest incomes supported by entry-level jobs while paying off student and car loans. About 44 percent of the households are without wheels; and those who buy new will choose funky compact models.

K37 | *Wired for Success*

Housing: Relatively new apartments or houses which are nicer than the national average, and they are still on their way to even nicer housing. Buildings tend to be relatively new and usually large, with the majority having at least 10 units. About

80% are renters; although living comfortably, they are still priced out of buying a home due to the overall costs in the Western states.

People: Young, with the majority between 25 and 45 years of age. Forget the traditional American dream of home and family. About two-thirds are singles and one-third are married; and almost none of them have children.

Economics: Tend to be college educated and well-educated. Three-quarters of the household heads have been to college. They have just landed their first good paying job in the sales and service sector; and confident in their ability to advance their career. If they are married, both spouses will typically be working. Upwardly mobile in earnings and already benefiting from plenty of discretionary income. Those who are married tend to have both spouses working, which bolsters their already comfortable incomes. Many don't see the need for a car in their urban fun land.

G24 | *Status Seeking Singles*

Housing: Comfortable houses and condominiums, but not extravagant. They usually buy relatively new units. They tend to own their homes.

People: Mostly between the ages of 30 and 45. Unattached singles without children.

Economics: Most have a college degree and many have advanced degrees. Filling good white-collar jobs in technology, education, business and public education. Many are still early in their careers and striving to climb the corporate ladder. They work hard and want to climb to the top of their field. They have mid-scale incomes that go far. High rates of car ownership, especially of sporty models and luxury import sedans. They have a daily commute to work.