

**Appendix B**

**Jackson Community Comprehensive Plan 2000-2025**

Heart of the Lakes Area Recreation Plan

## **Selected Health Concern – Overweight and Obesity Risk Factors<sup>1</sup>**

*“Many argue that ‘urban sprawl’ has contributed to ‘waistline sprawl’ in that it supports an automobile-friendly environment rather than an environment where other modes of active transport (walking, cycling, and other non-motorized vehicles) are encouraged.”*

“The US Surgeon General has called for action to prevent and decrease overweight and obesity. The Health consequences of overweight and obesity have been labeled as ‘a public health issue that is among the most burdensome faced by the nation.’ This national health problem manifests itself in premature death and disability, high health care costs, loss of productivity, and social stigmatization. According to the Surgeon General’s call to action ‘To Prevent and Decrease Overweight and Obesity, 2001,’ there are many factors which cause overweight and obesity. ‘For each individual, body weight is determined by the combination of genetic, metabolic, behavioral, environmental, cultural, and social economic influences. Behavior and environmental factors rare large contributors to overweight and obesity and provide the greatest opportunity for actions and interventions designed for prevention and treatment.’”

“The availability of data regarding overweight and obesity specific to the area of Jackson County is lacking. Data regarding obesity for the State of Michigan is available through the Behavioral Risk Factor Surveillance System (BRFSS, 2001). The data reveals that in 1991, 15.2% of the State’s population was obese. At that time, Michigan’s rate of obesity was tied for third highest in the Nation with the State of West Virginia. Only the states of Mississippi and Louisiana exceeded Michigan in the rate of obesity. In the year 2001 Michigan’s rate of obesity had climbed to 24.4%, the third highest state in the nation, following the states of Mississippi and West Virginia. Sixty-one percent of Michigan’s population is either obese or overweight.”

**Obesity Trends, Michigan  
1991-2001**

<b>Year</b>	<b>% Obese</b>
1991	15.2
1995	17.7
1998	20.7
1999	22.1
2000	21.8
2001	24.4

Source: Behavioral Risk Factor Surveillance System, 2001

<sup>1</sup> This section was excerpted from the Demographics Chapter of the Jackson Community Comprehensive Plan 2000-2025.

**Actual Causes of Death in the United States, 2000.**

“The National Center for Chronic Disease Prevention and Health Promotion, an agency of the Center for Disease Control provides data on the actual causes of death in the United States for the year 2000. The category ‘Poor Diet / Physical Inactivity’ ranks second, in terms of the percentage of all deaths, at 16.6%, closely behind tobacco use at 18.1%.”

**Actual Causes of Death, United States 1990 and 2000**

Cause	% Of Deaths	
	1990	2000
Tobacco	19	18.1
Poor diet and <b>physical inactivity</b>	14	16.6
Alcohol Consumption	5	3.5
Microbial Agents	4	3.1
Toxic Agents	3	2.3
Motor Vehicles	1	1.8
Firearms	2	1.2
Sexual Behavior	1	0.8
Illicit Drug Use	<1	0.7

Source: National Center for Chronic Disease Prevention and Health Promotion

**Factors Contributing to Unhealthy Weight**

“The report ‘Health Policy Options for Michigan Policy Makers: Promoting Healthy Weight in Michigan Through Physical Activity and Nutrition’ identifies factors which contribute to unhealthy weight. While several factors contribute to this problem, the report identifies factors which are of particular relevance to community growth, development, and planning. The report notes:

‘Physical and Social environmental barriers are present in Michigan that negatively affect physical activity and nutrition. Inadequate community infrastructure limits the ability to be active. These include lack of accessible indoor and outdoor exercise facilities, neighborhood sidewalks, walking paths, and bicycle trails. Additionally, inclement weather, lack of adequate recreational opportunities, and unattractive or unpleasant local environments may prevent people from exercising.’

‘Programs and policies are necessary to promote smart community growth and the establishment of urban and rural environments supportive of physical activity. Active community environments provide access to safe favorable conditions for physical activity and promote the development of social support networks that encourage activity.’<sup>2</sup>

“The report notes that various state departments, community planners, and community members should work together to promote active environments. The report also lists a series of policy recommendations, including the following specific recommendations relative to what the report labels ‘active community environments.’<sup>3</sup>

1. Develop walkable communities by widening and maintaining our building sidewalks, safe roadway crossings, and aesthetically pleasing areas.
2. Encourage bicycling by developing, maintaining, and promoting the use of bike paths.
3. Require all urban planning and re-design - incorporate the concepts of active community environments and there by promote physical activity.”

### **Issues, Goals, Policies & Actions<sup>4</sup>**

“The purpose of [the Jackson Community Comprehensive Plan] is to establish policies to guide the future growth and development of the Jackson Community. These policies, established at the community-wide level, are intended to assist local units of government, including the County’s villages, townships, and the City of Jackson as they develop, amend, and implement their community plans, and zoning ordinances.”

“The policies formulated and adopted as a result of the process in preparing the Jackson Comprehensive Community Plan primarily address land use and development issues which either transcend the boundary lines of local units of government, or are county-wide in nature. This regional perspective is critical. The strength of our governmental structure which is comprised of 19 townships, 6 villages and the City of Jackson, is the ability to deliver local government that is close to the people. Within the planning process this governmental structure provides each local unit the

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<sup>2</sup> Kreulen Pg. 10

<sup>3</sup> Kreulen Pg. 18

<sup>4</sup> This section was excerpted from the Issues, Goals, Policies & Actions Chapter of the Jackson Community Comprehensive Plan 2000-2025.

opportunity to determine how its community should grow and develop, and ultimately, the shape and form of the future community. The weakness in this arrangement of local units of government is the tendency to overlook the implications of decisions which have regional significance.”

A total of sixteen land use issues were identified. Issues with a recreation component are reprinted in their entirety:

- × Create a Walkable Community
- × Farmland Preservation
- × Historic Preservation
- × Planning Coordination
- × Maximum Housing Choice
- × Open Ethical Governance and Citizen Participation
- × Sewer and Water Extension
- × Culture
- × Urban Development
- × Overzoning and Strip Commercial Development
- × Protection of Ground and Surface Water Quality
- × Wetlands
- × Preservation of Open Space
- × Economic Diversity
- × Innovative Planning and Zoning
- × The Movement of People and Goods

### **Create a Walkable Community**

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

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

**Goal:** “Community plans, development decisions, and ultimately the shape and form of our communities shall offer the opportunity for employment, commerce, recreation, and social interaction within community centers and neighborhoods which are walkable.”

### **Policies and Actions**

1. “Within defined community centers and neighborhood areas as identified in this plan, and the plans of local communities of government in Jackson County, development should be promoted which is compact and which fosters higher densities.”
2. “Sidewalks should be encouraged to be provided in neighborhoods, subdivisions, and site condominium projects; and commercial areas.”
3. “Pedestrian networks are encouraged to be developed which link subdivisions, neighborhoods, business districts, downtown areas, recreational areas; and connected to a system of regional pedestrian and bicycle trails.”
4. “Parking shall be encouraged to be located in areas that do not impede pedestrian travel.”
5. “Within downtown areas of the County pedestrian travel should be given priority over automobile and vehicular travel.”
6. “Local communities should review their commercial zoning districts to promote commercial uses which thrive on pedestrian traffic to be grouped together, and to assure that commercial uses which are oriented toward vehicular traffic are established as permitted uses in separate commercial zoning districts. Small commercial areas which offer goods and services to neighborhood areas should be encouraged.”
7. “Communities should review their patterns of residential distribution and attempt to promote and strengthen neighborhoods which offer parks, elementary schools, and neighborhood commercial areas within walking distance.”
8. “Several recreation plans for local units of government call for the construction of recreational trails. In addition, the Jackson County Trailways Plan recommends several additional trails and trail extensions. These recommendations should be implemented as funding becomes available. Finally, trailways should be coordinated with the plans for trails in adjacent counties.”

## **Historic Preservation**

“The community of today grew out of the community of the past. Current development patterns, street networks, neighborhoods, clusters of buildings, and single buildings themselves are reflective of the unique mix of culture and history in which the Jackson Community grew and developed. This unique history gave the community identity and is a reflection of community heritage.”

“Today’s mass culture, and the influence of the mass media, in conjunction with the consolidation and growth of businesses and industries within the economy has resulted in development which is a replica of development which is occurring in communities across the nation. Forces of community development today tend to result in ubiquity. Sameness results in a loss of identity.”

“As our economy has grown nationally, and the implications of this growth have been experienced locally, both the benefits and the liabilities of such growth become manifest. While products have become more varied and accessible, the commercial delivery system which provides these products through “big box” stores, and drive-thru “fast-food” restaurant has tended to reduce the diversity and appearance of the urban landscape. As a result, the importance of historic preservation has never been greater, and over time becomes more and more important to maintain community identity and diversity. The preservation of historic buildings and structures provides a vital link to our heritage.”

**Goal:** “Jackson County communities shall identify historic and cultural resources and develop policies, programs, and regulations to promote their continued use and survival.”

## **Policies and Actions**

1. “Historic and unique community features, structures, and buildings should be identified, mapped and preserved.”
2. “Jackson County communities should educate developers, and the public at large, about the availability of tax credits offered through the State of Michigan for historic preservation, and encourage this application of these credits.”
3. “Local planning commissions should consider the impacts of development decisions on historic and cultural resources.”

**Culture**

“The concept of a community implies more than simply a place to live, work, engage in commerce, and play. Communities are places of social interaction, where people meet face to face. Communities provide the structure necessary for cultural growth and development.”

“Communities are places where governance occurs. They’re places where people pray. They’re places where information is exchanged. Communities are elementally important in our cultural system, acting as clearinghouses for all that makes people human. They are the bartering places for the exchange of ideas and cultures. The Comprehensive Plan should support this important role.”

**Goal:** “Community Centers should facilitate social interaction and assemblage, and provide a space for, and enhance, culture.”

**Policies and Actions**

1. “Buildings and structures which facilitate or enhance our culture: city, township, and village halls; schools; libraries; museums; and churches should be identified, mapped, and protected.”
2. “Indoor and outdoor places of public assemblage and opportunity for public gathering should be promoted within our community centers.”
3. “Communities should inventory, promote, and maintain their public spaces, and promote their use and safety.”

**Preservation of Open Space**

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

**Goal:** “Preservation of Open Space shall be encouraged.”



**Policies and Actions**

1. "Local units of government are encouraged to apply cluster-zoning provisions to preserve open space and maintain rural character."
2. "Policies contained within this report to encourage development to be located within existing urban and developed areas and to encourage higher densities should be implemented."

**The Community Plan<sup>5</sup>**

"The Jackson Community Comprehensive Plan is intended to provide guidance for the future growth and development of the Jackson County area. The Plan was prepared in accordance with generally accepted practices for the development of comprehensive plans."

1. "The Plan is long-range. The Plan provides a policy guide for growth and development from the date of adoption of the Plan in 2005, through the year 2025. It is intended to provide a long-range vision for the Community based upon anticipated economic growth, population and household projection, the existing pattern of development, and preferred growth and development patterns."
2. "The Plan is intended to be general in nature rather than specific. Because the Plan is a statement of policy, it is expressed as a generalized, or conceptual, plan for future land use, rather than indicating specific land uses for specific parcels of land."
3. "The Plan is intended to be flexible. The Plan can be amended following the adherence to legal requirements as established in state law. Communities, and the events which affect them, are subject to change over time. The Plan is not intended to be static, but can be revised as needed to respond to change in circumstance."
4. "The Plan is a statement of policy. It is advisory in nature, setting forth the vision for the future."

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<sup>5</sup> This section was excerpted from the Plan Chapter of the Jackson Community Comprehensive Plan 2000-2025.

**Greenways Plan**

The “Greenways Plan’ for the Jackson Community, identifies a network of greenways proposed throughout Jackson County. This network generally follows wetland areas, drainage ways, and forested lands. The network recognizes these areas as a part of Jackson County’s natural system which should be preserved. The preservation of this system helps to assure high quality surface water, wildlife habitat and movement, diversity, and can be used to help define urban growth.”

“Much of the Greenways Plan tends to be self-implementing. Development in wetland areas is limited by the practical difficulties associated with the development of these of lands. Soils in these areas are wet, compressive strength to support development is lacking, and the cost of developing in wetland areas is high. In addition, wetlands are protected by the Michigan Natural Resources and Environmental Protection Act, Act 451 of 1994.”

“The prohibition of all forms of development within this area is not necessary. Some very low-density development can be incorporated without damage to the integrity of the greenway. Roads and highways transect the network at numerous locations throughout the County. As this Plan is further developed and implemented it may be likely that there are strategic points within the network that require some type of preservation action. In some locations the width of the greenway is very narrow. Conservation easements may be a good means of assuring continuity in these areas.”

“The Greenways Plan sets a foundation for the development of the Comprehensive Land Use Plan within the natural system which exists in Jackson County. In some instances greenways may help to define urban areas and separate these urban areas from rural areas of the County.”

“For all of the foresaid reasons and simply so citizens have the opportunity for contact with nature, the implementation of the Plan would significantly improve the quality of life in Jackson County.”

**The Land Use Plan**

The “Land Use Plan sets forth a spatial vision for the future growth and development of the Jackson Community. It is intended, generally, to promote future development within areas which are currently developed. These areas tend to contain the infrastructure necessary to support growth and development. They are areas where higher densities and intensities of land use are to be encouraged. The Plan recognizes the importance of making the urban areas which exist within the County better places to live. The Plan focuses cultural amenities within these areas, and encourages beautification and redevelopment programs, and special attention to the provision of parks in neighborhood areas,

and the provision of a network of pedestrian and bicycle pathways. Generally, as a matter of governmental policy development within rural areas is to be discouraged.”

“The Plan identifies industrial, commercial, residential and agricultural and open space areas. Industrial areas are clustered within the community at locations where existing industrial land uses already exist, and where infrastructure is sufficiently provided, or proposed to be provided to accommodate these intense uses. As such, industrial areas are located along major transportation arteries which afford access to jobs for the residents of Jackson County, as well as transportation to other regions of the state and nation for receipt seat of materials for the production process, and the distribution of goods and products produced in the Jackson area.”

“Proposed commercial areas follow existing patterns of commercial development, and allow for commercial expansion within, and adjacent to, these commercial areas. Continued growth and development of small commercial areas in rural villages and population settlements is encouraged. Small commercial development which would serve neighborhoods, though not shown on the Plan Map, are encouraged to be developed. The Plan supports the development of commercial areas which are intensive and compact in which many commercial services are offered to customers within in a small area. This pattern of commercial development will reduce the need for automobile travel.”

“The principles which have been applied to the location of industrial and commercial uses on the land use plan also apply to residential uses. Generally, areas proposed for higher intensity residential development are located in areas of existing residential development. These areas are associated with the urban area of the City of Jackson, and urbanizing portions of Blackman, Leoni, Spring Arbor, and Summit Townships.”

“Additional urban development is proposed in lakes areas where sewer systems exist or are planned, and in the Village areas of Brooklyn, Concord, Grass Lake, Hanover, Parma and Springport. Further development is proposed in the unincorporated areas of Michigan Center, Spring Arbor and Vandercook Lake.”

“Residential development in rural areas will continue, but should not be encouraged. Within rural areas local townships should pursue and encourage clustered housing with secured, permanent open space to be preferred over large lot single family development.”

“Existing agriculture should be encouraged in rural areas of the County, particularly where there are prime soils, or productive farms.”



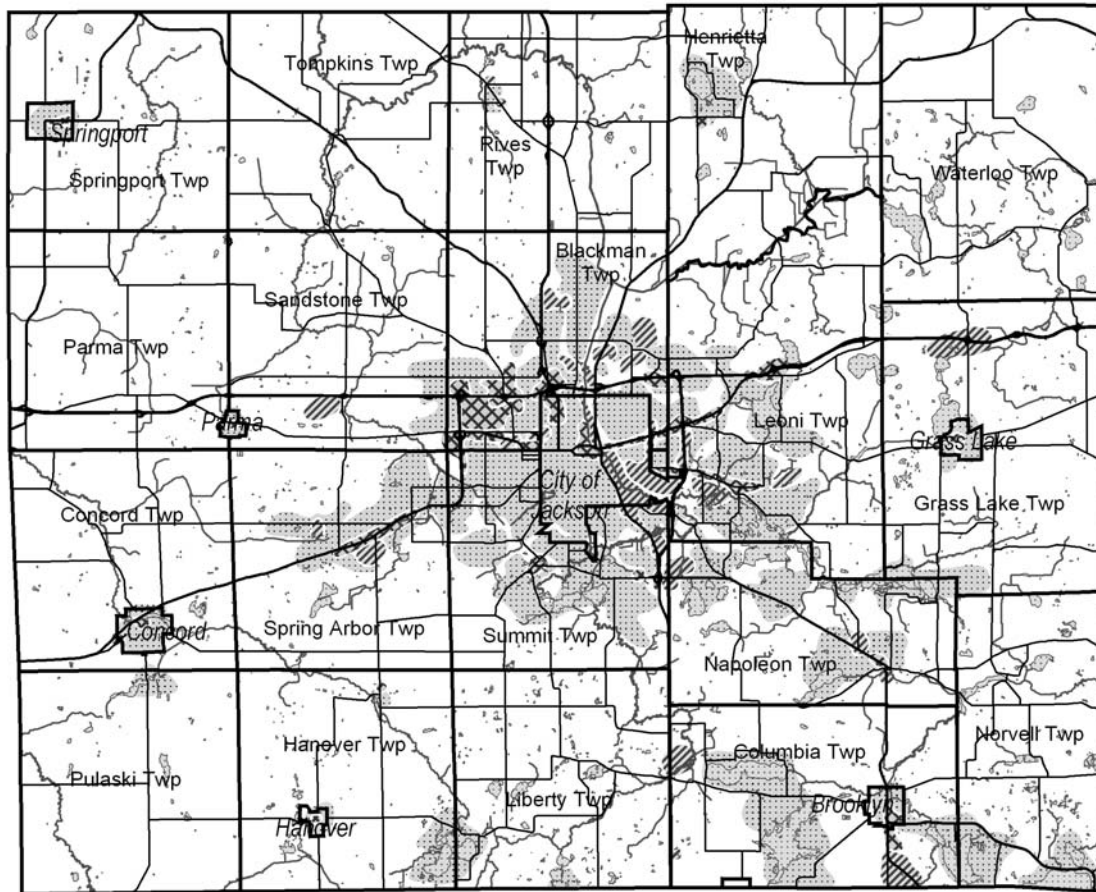
Jackson Community  
Comprehensive Plan  
Jackson, Michigan

Map 18  
**Jackson County  
Greenways Plan**

Legend




 Greenways





Jackson Community  
Comprehensive Plan  
Jackson, Michigan

Map 19  
**2025**  
**Jackson County**  
**Land Use Plan**

- Legend
-  Commercial
  -  Industrial
  -  Residential

