



# UPTOWN STRATEGIC PLAN

CITY OF JACKSON, MISSOURI  
2016



CITY OF JACKSON



DOWNTOWN REVITALIZATION AND ECONOMIC ASSISTANCE  
FOR MISSOURI (DREAM) PROGRAM SPONSORS:



PLANNING CONSULTANT:



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# DREAM Initiative Process

## EXECUTIVE SUMMARY

The objective of the Downtown Revitalization and Economic Assistance for Missouri (DREAM) Initiative is to develop a strategic planning vision for Uptown Jackson that leverages and expands existing resources to obtain additional public and private reinvestment. The DREAM Initiative planning process was a comprehensive one that reviewed the function, structure, and image of Uptown Jackson. The process identified recommendations to address critical issues with the goal of implementing needed policies and programs, adjusting existing revitalization efforts, and developing sustainable plans for future improvements.

The DREAM Initiative process began with assessments of existing conditions in Uptown and the engagement of the community. The information obtained from these assessments and the public feedback received was used as the basis for various analyses and recommendations developed in each DREAM task as described in this plan. Existing documents and tools were consulted during the DREAM process. These were important to developing recommendations for Uptown Jackson. The DREAM Strategic Plan is not intended to replace existing planning efforts, but rather to supplement existing planning and function as a resource guide for City leaders as improvements are implemented. This Strategic Plan provides a multi-year vision promoting innovative, positive, and attainable change for Uptown Jackson. Participants of the DREAM process, including citizens, property owners, business owners, students, civic leaders, and City staff, expect the Strategic Plan to be the blueprint that will help maintain Uptown Jackson as a vibrant area in which people live, play, and work.

This Strategic Plan describes goals that have been developed throughout the DREAM process and suggests strategies to achieve those goals. The primary goals are listed in each section of the Plan, according to the DREAM task wherein they were developed. The following goals are of the highest priority to Uptown Jackson:

### **Goal One: Increase demand and opportunities for Uptown retail space**

About 82% of Uptown land uses are non-retail/non-restaurant uses. Uptown is the home of a number of City and County offices, the Jackson School District, and a number of churches. All of these facilities and institutions are important to the City and Uptown, but do not generate significant tax revenue. The method to increase demand for retail space will have a broad-based approach and will include regulation and public improvements. Additionally, the funding and marketing goals noted later will also play a prominent role in increasing demand for Uptown retail space.

The City and Uptown Jackson Revitalization Organization should monitor and attempt to adjust the Uptown business mix over time. Various methods can be used to accomplish this goal. The City can review its zoning codes and consider adjustments or an overlay to the Uptown zoning that will only allow retail or restaurant uses in prime ground-floor spaces and consider opting the International Existing Building Code or flexibility for conversion of upper floors to office space. The Uptown Jackson Revitalization Organization should work with the City and Chamber as businesses seek to locate in Jackson and encourage the location of offices and services along side streets or in upper-floor locations.

Improvements to Uptown, such as the expansion of the streetscape located along South High Street will help position Uptown as a retail destination and sends a strong signal of support to existing and incoming businesses. At the same time, the City should continue to seek aesthetic improvements along Highway 61 / S. Hope Street. This area is significantly different from the courthouse area and S. High Street, but should still receive some design enhancements to help tie it together with the traditional Uptown core of buildings.



Jackson boasts an attractive streetscape around the Courthouse Square.

The City should continue to explore these and other Uptown public improvements as funds become available. The Uptown Jackson Revitalization Organization should support such improvements and may be able to help raise funding or provide volunteer labor to help offset maintenance costs.

**Goal Two: Establish a flexible and dedicated funding source for Uptown revitalization activities**

With the Uptown Jackson Revitalization Organization established, efforts should shift to identifying, researching, and obtaining sustainable funding for Uptown projects and programs.

A Community Improvement District (CID) will effectively contribute such funding and will also allow for flexibility in funding a variety of projects. The CID should be established as a political subdivision and be supported by both a property and sales tax. Depending on the structure and the final boundary, an Uptown CID could generate about \$65,000 in annual revenue for redevelopment activities. This could be used to leverage additional funding through matching grants or as the local match for State or Federal funding. This amount would increase as Uptown business activity and property values increase. The Uptown Jackson Revitalization Organization can provide certain services to the CID on a contractual basis, which will help expand the roles of the group and allow it to better meet Uptown's needs.

This Strategic Plan proposes public projects such as the Courthouse Plaza that should be a CID eligible expense. Marketing, promotions, and events are also eligible.

The City could also pursue a Tax Increment Financing (TIF) district or a Local Option Economic Development Sales Tax (EDS). However, both of these mechanisms are less flexible than a CID. Additionally, raising the overall Jackson sales tax rate, as in the case of an EDS, must be carefully considered due to the proximity of the Cape Girardeau retail market.

For any Uptown incentive, the Uptown Jackson Revitalization Organization should work to obtain public support and communicate the benefits of a more vibrant Uptown with greater retail variety and visitor draw that the incentive will help to establish.

**Goal Three: Collectively market and improve existing Uptown businesses**

While Uptown has a relatively low vacancy rate, many buildings are in use as businesses with limited hours, private offices, storage, or services not open to the general public. As noted, Uptown is dominated by such service establishments, particularly those related to the functions of Cape Girardeau County, along with other government offices and churches and related parking lots. Additionally, Uptown businesses tend to be at a competitive disadvantage with higher-traffic businesses, usually nearer the Interstate. As noted by some participants during the DREAM Focus Groups, Uptown needs promotion. The existing retail and restaurant businesses need help in defining a brand for Uptown, increasing their visibility and overall draw as a destination, and in promoting Uptown and their individual business to the City and region.

The City, Chamber, and Uptown Jackson Revitalization Organization should build upon the brochure developed during the DREAM Marketing Assistance task and launch a fully supported Uptown brand. However, The Chamber and Uptown Jackson Revitalization Organization should work to ensure that Uptown businesses are ready for success and will fit the brand by developing programs to enhance business aspects such as customer service. A seminar program for Uptown businesses could include the Chamber; broadening the scope of the program to all City businesses. Such a seminar program should also include information on ways for existing businesses to provide products that meet unmet retail demand as



Jackson's historic courthouse square is a picturesque setting and the City's civic and cultural center.

noted in the Retail Market section on page 28 of this Plan. Uptown leaders should focus on attracting these businesses to prime, ground-floor locations. As Uptown pursues funding mechanisms such as the proposed CID, marketing and promoting Uptown businesses and events should be included.

**Goal Four: Encourage improved building conditions  
Including appropriate infill and innovative  
reuse development**

The Uptown Commercial Historic District and two other buildings in Uptown are listed on the National Register of Historic Places. These buildings and those within the Historic District should be preserved using the Secretary of the Interior's Standards for Rehabilitation. There are also some vacant lots in Uptown. It must be ensured that any infill construction is appropriate and historically-sensitive to existing buildings.

There are also some buildings that were originally built to house more industrial-type uses. These properties provide a unique history of Uptown and could be reused in very interesting ways if the City can be flexible and work with an innovative redeveloper. The City should seek to attract these developers, but must have proper standards in place to minimize negative impacts to existing buildings.

The City should develop an Uptown zoning overlay district and include the establishment of a preservation commission and architectural guidelines. The City should also review its procedures and increase building maintenance code enforcement efforts. The Uptown Jackson Revitalization Organization can help by encouraging new developers and by providing building maintenance seminars that help property owners understand the City's expectations regarding the maintenance of Uptown properties. Particular emphasis should be paid to the rear entrances of those historic buildings facing High Street.

**Goal Five: Improve parking lot conditions**

Parking lots, whether public or private, are often the first destination of a visitor and as such need to leave a positive

impression. Existing lots in Uptown Jackson are typically in fair condition, but a number are in poor or dilapidated condition. The large lots required for the School District and churches tend to provide a barren and lifeless feel. When these large lots are combined with other area parking conditions such as lack of landscaping, deferred maintenance, obsolete signage, and excessive pavement, the overall message is one of deterioration and neglect. Additionally, the large lot behind the businesses on the west side of South High Street is in a multi-ownership situation which makes overall maintenance and improvement difficult.

The City should work to make improvements to public lots that include decorative lighting, new pavement, striping, walkways, green space and attractive landscaping areas. Also easily-understandable, decorative signage that delineates the public lot will provide a welcome environment and establish a positive first impression for visitors and set the example for private parking lot owners. The City should also consider developing parking lot surface and landscaping standards for the Uptown overlay zoning. The Uptown Jackson Revitalization Organization can assist in these efforts by periodically reviewing parking lot conditions and reporting deterioration or deficiencies to the City.

**Goal Six: Capitalize on existing Uptown visitors**

After the branding effort and as part of the marketing campaign, the Uptown Jackson Revitalization Organization should consider how it can best serve the existing visitors being drawn to Uptown by the City and County offices and the School District. Additionally, the 2013 Missouri Department of Transportation Traffic Volume Map indicates approximately 11,000 vehicles in average annual daily traffic travel along Highway 61 through Jackson. Uptown should seek to capture some of the travelers.

An idea emerged during one of the DREAM focus groups that suggested a community events marquee sign should be created and installed at the intersection of S. Hope and E. Main Streets. This intersection is often littered with smaller flag signs and yard sale signs; indicating it is an intersection where residents get information. This is an opportunity for Uptown branding and information.

## INTRODUCTION

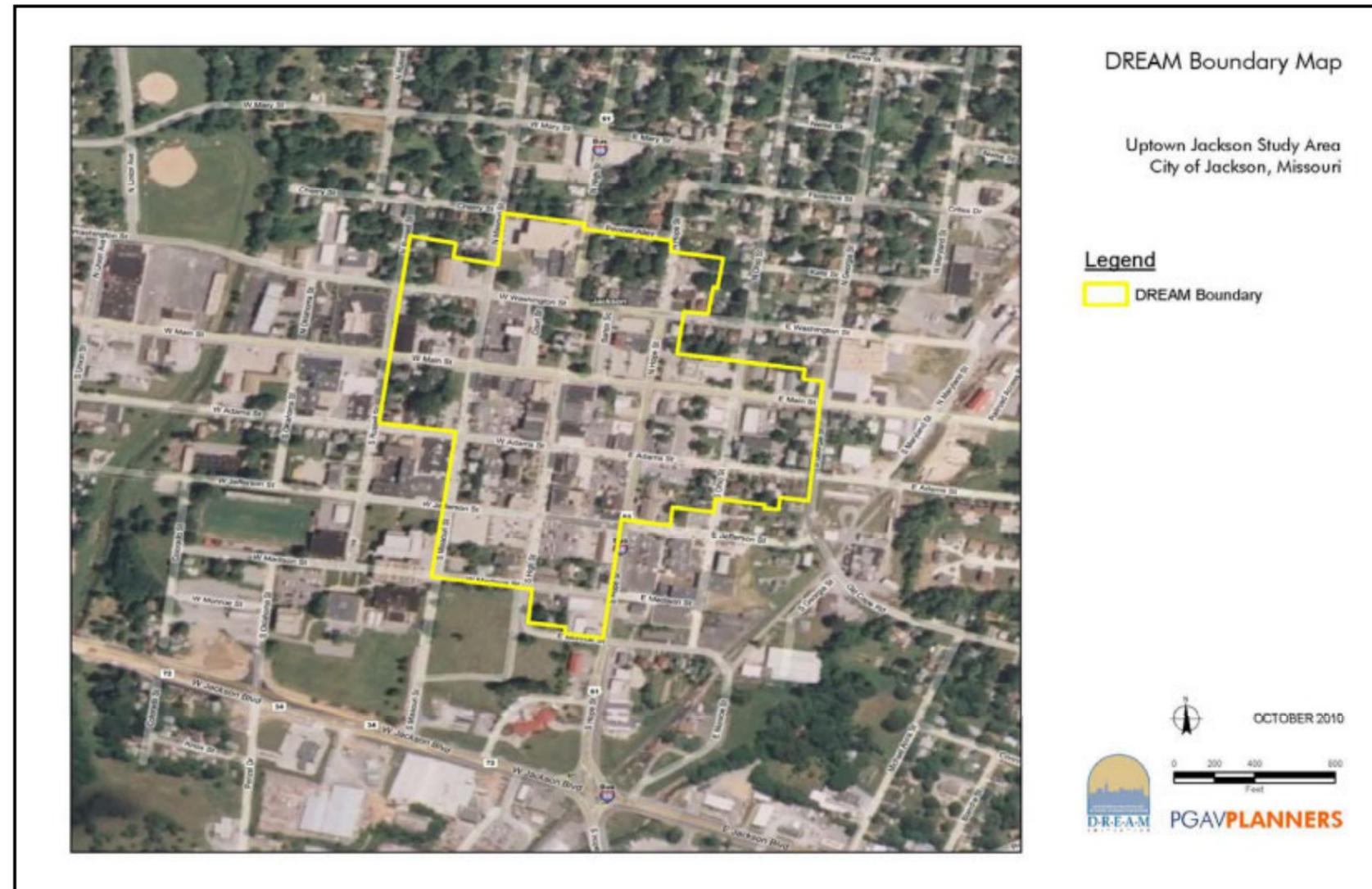
Through a partnership of state agencies that includes; the Missouri Development Finance Board (MDFB), Missouri Department of Economic Development (DED), and the Missouri Housing Development Commission (MHDC), the DREAM Initiative provides downtown-focused planning services over a multi-year period to designated Missouri communities. The State partners retained PGAV Planners, a professional planning and design firm headquartered in St. Louis, Missouri, to provide this planning.

These Missouri State agencies recognize that substantial improvements and investments have already been made in Uptown Jackson. The purpose of the DREAM Initiative is to leverage local public and private improvements to sustain revitalization momentum. The goal of the DREAM Initiative is to revitalize downtown districts and put them back into productive use. The process provides planning assistance that culminates in a Strategic Plan. The initial assessment of the community serves as the foundation for developing the required tasks and analyses.

The City of Jackson was designated as a DREAM community in September of 2010. The completed tasks for Uptown Jackson included:

- Map Reference Handbook (July 2011)
- Focus Group Report (January 2012)
- Online Community Survey (2012)
- Building Design Concepts (June 2013)
- Organizational Structure Review (July 2013)
- Financial Assistance Review (November 2013)
- Marketing Assistance (2014-2016)
- Residential Demand Analysis (November 2014)
- Retail Market Analysis (July 2015)
- Uptown Strategic Plan (June 2016)

This strategic plan emphasizes the leveraging of existing local funding sources to obtain additional funding. Throughout the DREAM Initiative, ongoing project-specific support was provided by the State Partner Agencies and PGAV Planners.



Jackson DREAM Study Area.

**PUBLIC OUTREACH**

Effective planning engages in meaningful discussion of important issues with the public. By encouraging and including public responses in the planning process, local officials can better support and initiate the necessary policy changes and projects to drive Uptown revitalization forward. The DREAM Initiative used a comprehensive approach to interact with local citizens and civic leaders. The intent of this public outreach was to uncover issues and perceptions regarding Uptown Jackson. Public outreach meetings were also used as a venue to introduce and build support for future planning recommendations.

Interviews with stakeholders and open discussions with the public revealed an involved Uptown Jackson business community. Initial public outreach quickly indicated that Uptown consisted of a core group of committed residents, property owners, and businesses dedicated to the success of Uptown. The City provides numerous services to Uptown such as help with events, maintenance, and recent streetscape and infrastructure improvements. Uptown provides the City with attractive building architecture and significant business, vehicular, and pedestrian activity.

The DREAM Initiative builds on public sentiment to develop sound planning recommendations and strategies that are inspired, and supported, by the public. These actions and projects are outlined in this Strategic Plan. The DREAM Initiative solicited public comments and engaged the community regarding Uptown Jackson through several activities and methods, including:

- **Initial Assessment Meeting**

Jackson was designated as a DREAM community in September of 2010, and an Initial Assessment Meeting was held on November 4, 2010. The meeting included representatives from the City staff, local and regional elected officials, the Chamber of Commerce, and Uptown businesses. PGAV Planners staff and personnel from the DREAM partner agencies also attended. The City provided a presentation and tour of Uptown that helped to identify the DREAM planning tasks that would benefit Jackson.

- **Focus Group Meetings**

On September 20th and 21st in 2011, discussions on Uptown issues and ideas for improvements were facilitated with five focus groups: Uptown Property Owners; City Residents; Area High School Students; Business Owners; and Elected and Appointed Officials. Group attendance ranged from 2 to 12 participants.

The focus group facilitators encouraged discussion centered around how Uptown is perceived, used, and challenged. The groups suggested ideas as to what public and private improvements can be made to enhance Uptown Jackson. Many of these ideas are reflected in this Plan.

- **Survey**

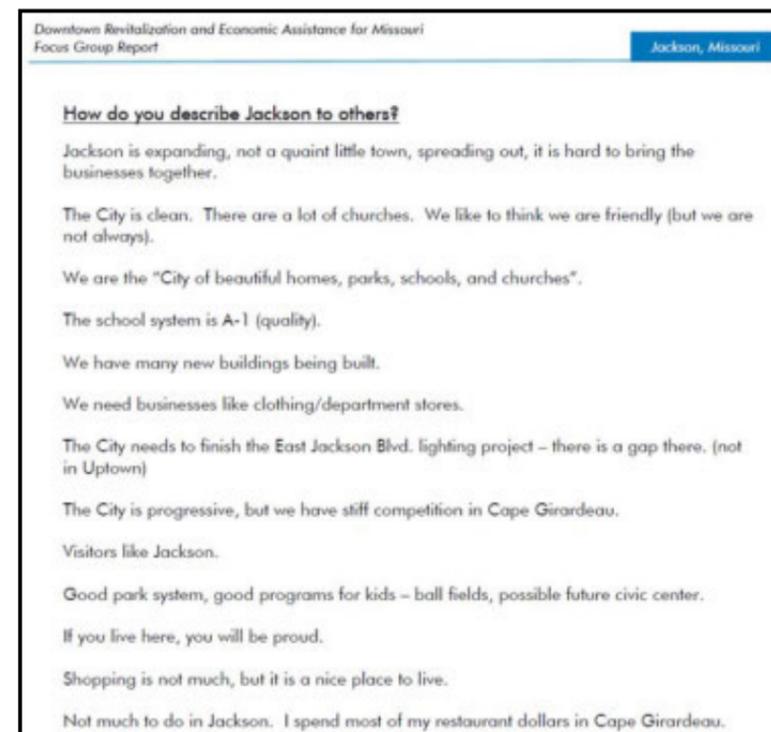
Beginning in Spring 2012, an online survey asked respondents a series of questions about priorities for the improvement of Uptown. The survey tabulated 170 responses and was promoted primarily to community residents. The survey was also configured to only accept one response from a unique internet provider address, disallowing duplicate responses.

- **Key Stakeholder Discussions**

PGAV held conversations with representatives of the City, Chamber, local developers, landlords, real-estate agents, property and business owners, and other members of the community to discuss issues uncovered during outreach methods. Discussions occurred throughout the DREAM process and helped develop or influence the recommendations in each DREAM task.



Attendees of the DREAM Kickoff Meeting for Uptown.



An excerpt from the Jackson Focus Groups.

- **Public Meetings**

Beginning with a DREAM Kickoff meeting on March 1, 2011, several public presentations and meetings were held to review progress on the DREAM Initiative work in Jackson. Meetings were publicized in the local newspaper and promoted on the City website. Public meetings included:

- DREAM Kickoff Meeting: March 2011
- DREAM Update: August 2012
- DREAM Design Kickoff: September 2012
- DREAM Final Meeting June 2016

- **Websites and Social Media**

The City of Jackson and the Jackson Chamber of Commerce host websites or have a social media presence through which they have promoted aspects of the DREAM Initiative, or promoted DREAM reports. Additionally, the City Council and other City committees have discussed DREAM documents.

- **Education and Communication**

The DREAM Initiative process also included seminars to educate and inform the City staff and officials on issues pertaining to Uptown revitalization and planning. The seminars were conducted by the State Partner agencies, PGAV Planners, and other entities. Leading practitioners and specialists participated in these workshops, which were held in Jefferson City. Seminar topics included organizational structure, adaptive reuse, retail business development, historic preservation, building design and renovation, façade loans and incentive programs, and engaging public support and community organizations to lead revitalization efforts.

Downtown Revitalization and Economic Assistance for Missouri  
Focus Group Report

Jackson, Missouri

What additional businesses would be successful?

We need a coffee house with internet access. There is nowhere to go in the mornings.

The State liquor laws restrict liquor sales within 100 feet of a church. This is a problem for Uptown. Jackson ordinances have to match the State law on this, but it can really hurt a commercial area. I'm not saying I want a bunch of bars, but a restaurant in a downtown should be able to serve drinks with dinner.

We need a mix of day-time and night-time businesses.

We have a bridal niche going, but those are not regular items that bring people to Uptown on a consistent basis. The same is true with other niche businesses. Tractor's is the exception. It draws a crowd often, but they are not open for breakfast.

We need retail businesses in Uptown, not offices.

A full-service bakery.

A movie theatre – second run, with \$1.00 ticket price.

Would the current zoning allow for these uses?

Yes, it would.

We should look at the types of businesses that used to be in Uptown. Things like a clothing store, movie theatre, etc.

People in Cape Girardeau don't come to Jackson to shop, but people in Jackson go to Cape Girardeau often. Our stores struggle because of that.

The sales taxes are higher there, but people go for the variety.

It has to be a niche store to survive in Uptown.

What is different about Jackson from Cape Girardeau?

Jackson is more rural-oriented.

Jackson is more of a Mayberry-type, family town.

Jackson has a safer, secure feeling.

There are places in Cape Girardeau that I would not go.

An excerpt from the 2012 Focus Group Report showing responses from Jackson elected and appointed officials.

### ACCOMPLISHMENTS

When the City of Jackson was designated a DREAM Initiative community in September of 2010, the DREAM Initiative provided immediate benefits to Uptown. Positive news articles and increased awareness of Uptown Jackson improved the image of Uptown and generated interest from businesses and developers. Uptown Jackson remains full of potential. Some accomplishments realized during the DREAM Initiative are as follows:

- The City of Jackson was successful in obtaining the DREAM designation; a commitment of about \$180,000 from the Missouri Development Finance Board. Jackson leveraged a 20% match over three years to obtain this funding and planning process.
- Improvements under construction for Highway 61 through Uptown with funding from MODOT and the City.
- Established and incorporated the Uptown Jackson Revitalization Organization to guide Uptown efforts. The group's board now meets regularly and have adopted bylaws and a mission statement. The Uptown Jackson Revitalization Organization maintains a close relationship with the City and Chamber. Uptown Jackson has standing committees for Design, Organization, Promotions, and Economic Vitality as well as specific event sub-committees. The organization produces several annual uptown events.
- Uptown Jackson was awarded a Missouri Main Street Connection Affiliate Grant and is completed a two-year education and mentoring program. It is now a Missouri Main Street Affiliate Community and also a member of the National Main Street organization.
- Uptown has seen continued successful revitalization efforts including the addition of boutique and specialty shops, entertainment, hardware, and service establishments.
- Two Uptown buildings are now fully sprinkled through ownership investment.
- Four new studio apartments are being added above a retail space in an existing building with unused second story space.
- Two storefront buildings previously used for storage have been renovated and made available for retail space.
- A walking trail was extended from City Park through Uptown along Hubble Creek. It will be further extended north to the Civic Center
- The St. Louis Iron Mountain Rail renovated its vintage train and has greatly improved its tourism draw, increasing ridership to over 10,000 in 2015 with a larger number forecast for 2016. The trips are often themed rides such as the Santa Express, train robberies, murder mystery dinner theater, etc.
- Bus tours have begun visiting in 2016 for day tours of Uptown Jackson and the St. Louis Iron Mountain Railway.



**ORGANIZATIONAL STRUCTURE**

The DREAM Initiative included a review of the organizations with an active interest in Uptown Jackson. The purpose of this task was to understand the roles and responsibilities of these organizations and their impact on Uptown. It became clear early in the analysis that the recommendations developed from this task would focus on establishing a formal group dedicated to Uptown.

Strong efforts for Uptown revitalization have been advanced by the City, primarily through its Community Outreach Board, and the Chamber of Commerce. There was a previous Uptown merchants group that disbanded in 2007. However, there was no Uptown-focused organization when Jackson was designated as a DREAM community. During the DREAM process, an initial recommendation to form such a group led to the development of the Uptown Jackson Revitalization Organization (Uptown Jackson). Uptown Jackson now meets regularly and has developed bylaws using the Main Street Four-Point Approach. Uptown Jackson incorporated as a non-profit 501(c) 3 corporation in May of 2012 and has become a Missouri Main Street Affiliate Community.

The City of Jackson has deployed a significant amount of resources to upgrade Uptown infrastructure along High Street. The City has also worked with the Missouri Department of Transportation (MODOT) regarding improvements along Highway 61 through Uptown. DREAM organizational recommendations include:

- **Solidify the Uptown Jackson Revitalization Organization**

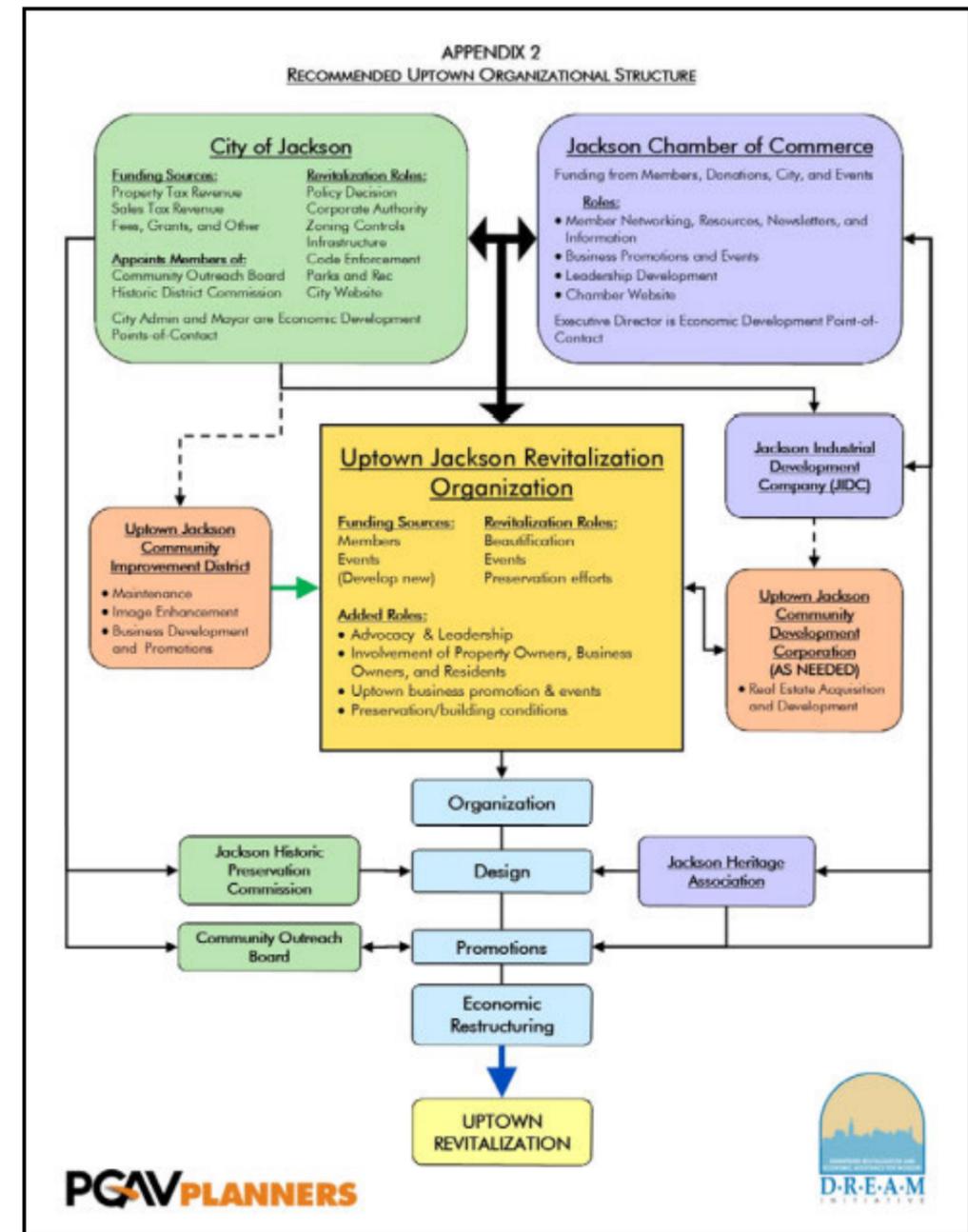
As noted above, the recommendation to form this group emerged early in the DREAM process and Uptown leaders acted upon it immediately. Uptown Jackson should be central to all development/redevelopment activities in Uptown and should help coordinate the efforts of groups such as the Chamber, Community Outreach Board, Uptown Jackson Historic District Commission, and the Jackson Heritage Association. The City and Chamber should maintain support to the group and Uptown. A critical step to move the organization forward is to identify funding

and, when appropriate, hire dedicated staff.

- **Create a permanent source of revenue for the Uptown Jackson Revitalization Organization**

Sufficient resources are needed to drive the Uptown Jackson revitalization efforts proposed in this plan. Local incentive mechanisms such as a Community Improvement District (CID) are critical to develop direct funding for revitalization projects, community and economic development programs, and as a source of matching funds as the City seeks to obtain State and Federal grants.

An Uptown Jackson CID will provide flexible funding for Uptown services such as promotions, business development, marketing, infrastructure, beautification, building rehabilitation and redevelopment, and administrative support. The effort to establish a CID will require robust public outreach to gain public support. The City and Uptown Jackson Revitalization Organization can jointly develop the redevelopment plan and budget, then the Uptown group will need to circulate the petition and other information and be the primary public point of contact for the effort. When adequate support has been developed, the City will draft the official documents and approve the CID by ordinance. The Organizational Structure Review recommends a CID because of the organizational enhancements it can provide. More detail regarding the CID recommendation is found in the Financial Assistance Review section of this plan.



Recommended organizational chart for Uptown Jackson.

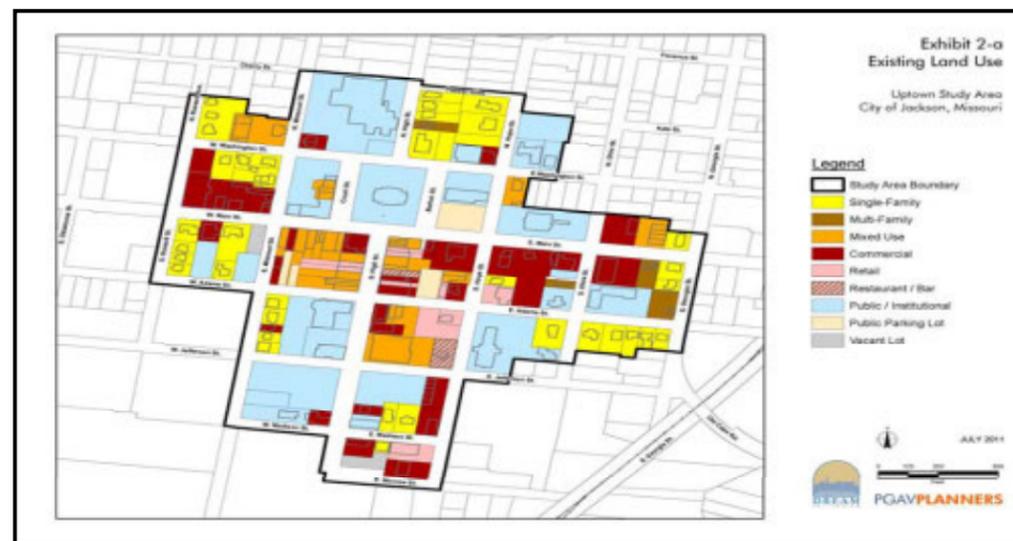
**LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY**

The Land Use, Buildings & Infrastructure Survey is an inventory of Uptown Jackson’s existing land use, exterior building conditions, and public infrastructure conditions. This survey was conducted during March of 2011 and the conditions at that time are documented in the *Map Reference Handbook* of July 2011. The maps produced in the report were used throughout the DREAM planning process. Sample maps are shown on this page and on pages 11 through 13. The data collected during the survey helped identify the most pressing issues, physical conditions, and future development opportunities in Uptown. The maintenance of the information gathered for this survey, along with ongoing monitoring and review, will continue to provide insight for Uptown Jackson.

While the goal of this task was to develop information that would feed into other DREAM Initiative tasks, several conclusions can be drawn from the data displayed in the *Map Reference Handbook*, including:

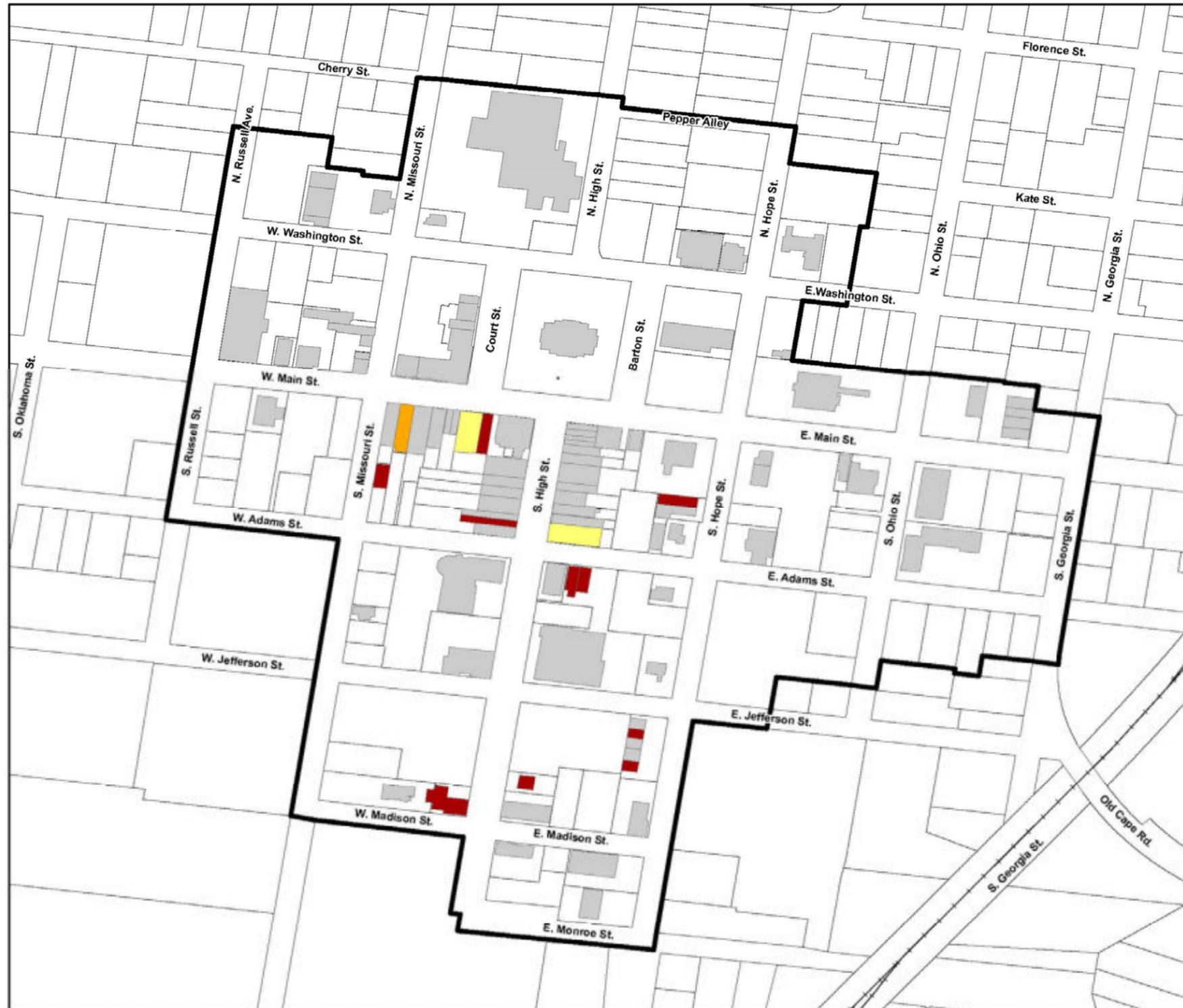
- Uptown Jackson, Missouri has a typical grid-pattern street layout with the primary access from Interstate 55 provided by State Highway 61 from the north and southeast, East Main Street from the east, and State Highway 25 from the south. Highway 34/72 provides access from the west.
- State Highway 61 traverses Uptown along Hope, East Washington, and North High Streets and carries a significant amount of traffic through the area.
- There is a traditional courthouse square setting, bounded by Main, Court, Barton, and Washington Streets. However, most of the Uptown commercial core is located on the south and west sides of the square. With the exception of a historic home, relatively new construction occupies the north and east sides of the square. Other commercial areas stretch south from the square along S. High Street, west of the square along W. Main Street, and along S. Hope Street/ Highway 61 to the south of the square.
- The Cape Girardeau County Courthouse, Administrative Offices, Archive Center, Sheriff’s Office, and Justice Center are all located in Uptown, along with City Hall, the Chamber of Commerce, Police and Fire Departments, and United States Post Office. Uptown is a hub for Jackson governmental activity, however a number of typical courthouse-related functions take place at a separate facility in Cape Girardeau.

- The DREAM Study Area is primarily commercial and public use, with some mixed-use buildings and some residential.
- Uptown is more of a traditional city core around the courthouse with zero lot lines and building frontage. However, the area is oriented to a more vehicular business style along Highway 61.
- Non-retail/non-restaurant uses account for more than 82% of available space in Uptown.
- Uptown building conditions vary. There are some poor and dilapidated structures; in some cases next door to buildings in good or excellent condition.
- Off-street parking conditions tend to be in fair condition. However, there are several large lots in poor or dilapidated condition. Employees of businesses park in front, rather than as preferred, to the rear in designated employee parking.
- Street and sidewalk conditions vary widely. There are no sidewalks along entire blocks of South Hope Street.
- The South High Street Streetscape is an attractive installation with pavers, lighting, benches, and other pedestrian amenities that uses the courthouse lawn and fountain as a visual focus.
- Overhead powerlines and parking lots are prevalent.



Uptown Jackson Existing Land Use Map

Exhibit 4  
1st Floor Commercial /  
Retail Vacancies  
Uptown Study Area  
City of Jackson, Missouri

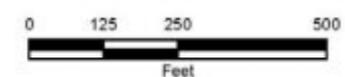


Legend

-  Study Area Boundary
-  0% Vacant
-  1%-25% Vacant
-  26%-50% Vacant
-  51%-75% Vacant
-  100% Vacant

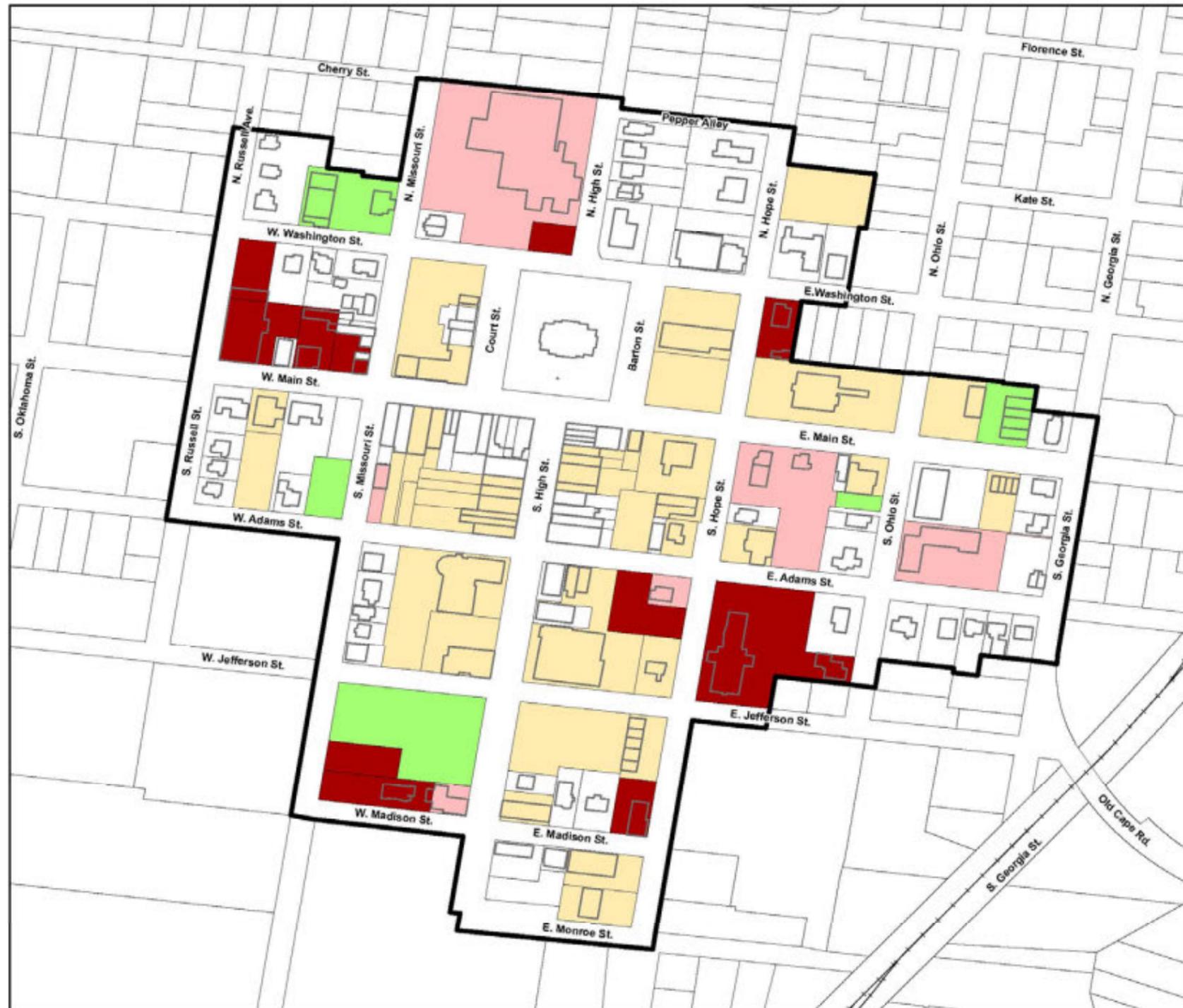


JULY 2011



Uptown Jackson Vacancies Map.

Exhibit 6-d  
Off Street  
Parking Conditions  
Uptown Study Area  
City of Jackson, Missouri



Legend

-  Study Area Boundary
-  Excellent
-  Good
-  Fair
-  Poor
-  Dilapidated



JULY 2011



Map of parking conditions in Uptown Jackson.

Exhibit 5  
Residential Inventory

Uptown Study Area  
City of Jackson, Missouri

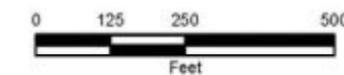


Legend

-  Study Area Boundary
-  Number of Residential Units
-  Single-Family
-  Multi-Family
-  Mixed Use



JULY 2011



Map of residential units in Uptown Jackson.

COMMUNITY ENGAGEMENT

The Community Engagement process was conducted to uncover issues regarding Uptown and learn about the desires and needs of Jackson’s residents. This task gathered data from community leaders, property and business owners, residents, and high school students. The resulting information was used throughout the DREAM process.

Focus Groups and an online community survey were conducted. The process and results of each method are summarized below:

- **Focus Groups**

Five separate focus groups were conducted to engage stakeholders in open discussion regarding Uptown Jackson. The groups consisted of Uptown Property Owners, City Residents, Area High School Students, Business Owners, and Elected and Appointed Officials. In each of the groups, discussions included participants’ perceptions of Uptown’s strengths, constraints, and opportunities for development, as well as the groups’ priorities for improvement and desires for new businesses, infrastructure, and services.

Participants generally agreed that Uptown Jackson is pedestrian friendly, but needs improvements to some sidewalks, streets, and business types and hours. Parking was also noted as an issue and one participant had plans and ideas on where a parking garage could be built.

Most felt that Uptown had a positive image and that the community could build on and expand the South High Street streetscape elements. Most participants noted various restaurants and offices as a draw for Uptown, but several also noted they felt they had no reason to visit. The School District properties and Churches were among those institutions that were most visited by the participants. Property and business owners felt that Uptown needed more marketing, promotion, and incentives.

Cape Girardeau was mentioned often by all of the focus groups. Many participants felt there was too much of a reliance on Cape Girardeau’s businesses; with one student commenting that there are days that they leave Jackson multiple times to go to Cape Girardeau for school functions, events, or shopping. One group noted that the Cape Girardeau County court system consists of two courthouses: one in Jackson, the county seat; and one in Cape Girardeau.

There was a strong desire expressed for more retail uses and a greater variety of restaurants and shops. Business owners felt that Jackson residents were supportive of their businesses, but that more activity in Uptown was needed.

For the complete report, please see the *Jackson Focus Group Survey Report* from January 2012.

- **Online Community Survey**

Beginning in the Spring of 2012, an online survey of the community was conducted that included questions about priorities for the improvement of Uptown. The survey tabulated 170 responses and was promoted primarily to community residents, although an internet survey cannot guarantee such a



Jackson Residents had an opportunity to review and provide comments on the DREAM Design concepts.

result. The survey was also configured to only accept one response from a unique internet provider address. Key points from the survey results, include:

- Just over a third (34%) of respondents answered that they visit Uptown “more than five times a month.” Another 31% visit “one to five times per month” and 29% indicated they visit “less than once a month.”
- A majority (84%) feel that retaining the historic character of Uptown Jackson is “very” or “somewhat” important.
- Respondents ranked the reasons that they most often visit Uptown in the following priority:
  1. Entertainment
  2. Outdoor recreation such as walking
  3. Shopping
  4. Special events
  5. Dining
  6. Conducting Business
  7. Government / Post Office
- A majority of respondents placed a high priority on adding family or casual dining options, a coffee / doughnut shop, and fine dining options to Uptown.
- Bars & nightclubs were ranked as the lowest priority by respondents, followed by lodging and an arcade as tied for second lowest priority.
- There was no majority consensus regarding a high priority Uptown public improvement.
- Survey respondents were almost evenly split between the age groups of 35 to 49 and over 50 and most indicated they had lived in town for more than 20 years. Respondents demonstrated a wide range of incomes.
- “Entertainment Options” in Uptown Jackson were rated poorly by about 76% of the respondents. Other characteristics rated poorly by over half of the respondents were “Dining Options” (64%), “Diverse Mix of Businesses” (59%), and “Occupied Storefronts” (51%).
- The highest prioritized business type was “Family or Casual Dining” dining, followed by “Coffee / Doughnut Shop”, and “Fine Dining.”
- About 55% of the residents who responded indicated they were not likely to support a sales tax for Uptown projects.
- When asked about providing incentives to business and property owners to help revitalize Uptown Jackson, 28% said they would strongly favor these incentives and another 41% favored the incentives.
- Of the respondents, 56% obtain information about Uptown Jackson primarily through the local paper.

How important would you say it is that Uptown Jackson work to retain its historic character?		
Answer Options	Response Percent	Response Count
Very	42.0%	71
Somewhat	42.0%	71
Not very	10.7%	18
Not at all	5.3%	9
<i>answered question</i>		<b>169</b>
<i>skipped question</i>		<b>2</b>

Sample table from the Jackson DREAM Community Survey.

## BUILDING DESIGN AND CONDITIONS

The historic character of Uptown Jackson buildings is a distinctive feature that helps to provide the City with a strong identity. DREAM planning recommendations seek to leverage this intrinsic character for future revitalization efforts and initiatives.

Historic preservation plays an important role in revitalization. Uptown Jackson includes many historic buildings that can be enhanced and protected by the adoption of building design standards. These design standards should apply to the historic buildings, but also to new construction on existing non-historic structures to help them complement the historic buildings. There are some examples in Uptown Jackson where infill construction was built without concern for the existing historic nature of the area. Infill construction should also be considered in the development of Uptown design standards.

Property owners, businesses, City staff, residents, and visitors have all identified the preservation of Uptown Jackson's historic façades as a priority. The DREAM Building Design Concepts report is intended to inspire Uptown leaders and private property owners to initiate activities that will address building conditions and encourage infill development to match existing historic buildings.

The City, Uptown Jackson leaders, and property and business owners selected two buildings and the rear elevations of the buildings that front along South High Street and along the first block of West Main Street upon which to focus attention for illustrating building design concepts.

The Lenco Building is located in the 200 Block of West Main Street on the north side. The Jones Drug Store building is located on the West Side of Court Street; directly across from the Courthouse. The buildings that front along South High Street and West Main Street include a wide variety of uses and conditions. The rear parking for these buildings is generally used as public parking, although the lot areas belong to each building owner. These lots and rear entrances can be improved greatly to increase the experience of Uptown Jackson's shoppers and visitors.

Most of the subject buildings are in fair condition. Several are covered with metal siding, but a few have retained their architectural features. The Lenco Building provides little rhythm to Main Street, while the Jones Drug Building just needs some adjustments; primarily regarding signage. The conditions of the rear elevation of the subject buildings are in significantly worse shape than the façades.

The existing conditions and renditions of each subject elevation are shown on the following pages. For illustrative purposes, the rear elevations of a block of buildings are divided to allow for greater detail to be shown on a few buildings at a time.

Recommendations to address issues regarding the condition of Uptown Jackson buildings, include:

- **Continue to Improve Code Enforcement**  
The City should continue to improve the process by which historical buildings are rehabilitated. The City should provide an extra focus on historic Uptown properties to ensure that the buildings are maintained and improved.

A maintenance enforcement effort should focus on inspection of buildings in Uptown, primarily in the Uptown Commercial Historic District, to help prevent minor issues from becoming major structural repairs. Masonry, vacant or broken windows, and unsafe awnings are areas where the Uptown Jackson Revitalization Organization and the City can collaborate to encourage property owners to improve their building conditions. The organization can assist the City in these efforts by hosting informational seminars that help connect property owners with reputable contractors and seek to explain the issues and the expectations of the City staff. If a funding mechanism is developed for private building improvements, the City should develop a policy that restricts or denies the funds available for owners of buildings that have a record of outstanding maintenance violations.



Examples of historic buildings in Uptown Jackson.

- **Adopt building standards for Uptown**

The City should develop building standards for Uptown Jackson that apply to new construction and rehabilitation. Some recent construction has not complemented the historic nature of existing buildings well and the City is concerned about future development continuing to impact existing buildings in a negative way. There are only a couple of vacant lots that present new development opportunities for Uptown. Therefore, any building standards have to have a focus on the redevelopment of existing buildings to be effective.

The Uptown Commercial Historic District is in place, and a Preservation Commission is in process. The City's next step is to develop standards regarding materials, signage, and other elements to help guide property owners through the rehabilitation process. Any such standards should be based on the Secretary of the Interior Standards for Rehabilitation (36 CFR Part 67).

There are also several existing property owners that have attempted to set an example with appropriate construction and restoration of their properties. The Uptown Jackson Revitalization Commission should coordinate an effort to formally recognize such property owners.

Painting unpainted brick should be discouraged. Removing paint from brick is preferred over painting over brick.

- **Address commercial and residential building issues with maintenance, building, and zoning codes**

The City should consider a regular review of existing codes and processes to identify issues and determine improvements. Some community input respondents indicated that they felt the City could be more strict regarding maintenance and building codes. Firm and fair code enforcement will raise property values throughout the City, but may require significant political support. Many structures, particularly the oldest ones found in Uptown, can be saved by preventing minor maintenance issues from becoming major structural problems. Buildings with unused upper stories often have difficulty due to fire sprinkler and elevator requirements found in the City's building code. Adopting the International Existing Building Code could enable

redevelopment for some uses.

The Uptown Jackson Revitalization Organization should work to be the champion for this effort and can assist the City by encouraging improvements, hosting informative meetings, and connecting Uptown property owners with reputable contractors.

The City should also review its zoning periodically to ensure there are no obstacles to development. Additionally, with the regional residential market being driven in part by rental housing demand from Southeast Missouri State University students, the City should ensure that its zoning does not allow the conversion of large single-family homes to multiple-family housing.

The City should also review its zoning classifications for Uptown to determine areas where issues can be better addressed. Aspects such as business signage, building access, parking requirements, and setbacks are significantly different for Uptown around the Courthouse and South High Street, than for Highway 63/South Hope Street.



Examples of historic buildings in Uptown Jackson.

More building design recommendations are found in the *DREAM Building Design Concepts Report* from June 2013.

The Lenco Building

Existing Façade



Remove paint to restore upper façade with natural/earth tone color.

Proposed Façade



Use multiple canvas awnings to give the impression of multiple storefronts.  
With the awnings the same color, the entire building will still be associated with Lenco, but it will feel more comfortable to walk past and will be more pleasing to the eye.

Consider an accent color for bulkheads.

Install public streetscape elements along the block.

Add lighting to accent business entrance.  
Move business signage to the awning.

Jones Drug Store

Existing Façade



Remove sign. Roof signs disrupt the façade and are aimed at vehicles, not pedestrians.

Remove sign. Avoid box signs with internal lighting.

Proposed Façade

Remove paint if possible to reveal brick façade.

Include accent colors on window trim, courses, sills, and other details.

Consider hanging baskets for additional color.



Install appropriate business signage in the sign band.

Consider replacing existing awning with a fabric awning.

Install streetscape elements along the block.

130—124 S. High (Rear Elevations)

Existing Rear Elevations



Proposed Rear Elevations



Remove abandoned signs. If historical signage is to remain, it should be restored.

Screen utilities when possible.

Consider awnings to indicate rear entrances.

Restore rear windows.

122—106 S. High (Rear Elevations)

Existing Rear Elevations



Avoid using oversized dumpsters. Consider screening dumpsters and building systems.

Proposed Rear Elevations



Maintain upper-floor residential entrances.

Consider awnings to indicate rear entrances.

113—121 S. High (Rear Elevations)

Existing Rear Elevations



Proposed Rear Elevations



Move business signage to clearly indicate the customer entrance

Consider screening utilities.

Use awnings for entrances and make sure signage is visible from the parking lot.

123—131 S. High (Rear Elevations)

Existing Rear Elevations



Avoid filling-in windows and doors to fit a standard size.

Proposed Rear Elevations



Maintain rear façade materials in good shape. Masonry should be repaired. Metal may need to be removed to determine the buildings true condition.

Clearly indicate customer entrances.

131—125 W. Main (Rear Elevations)

Existing Rear Elevations



Consider restoring upper floor windows. If windows are not to be replaced, masonry should match so that no window outline remains.

Proposed Rear Elevations



Maintain upper-floor access in good condition.

Consider screening utilities.

Clearly indicate rear store entrances.

3.5.5.2 121—111 W. Main (Rear Elevations)

Existing Rear Elevations



Accent colors can also be used on gutters and downspouts.

Proposed Rear Elevations



Restore upper-floor windows.

Maintain service openings and use colors complimentary to the building material.

**RESIDENTIAL MARKET**

The residential market surrounding Uptown Jackson has a strategic relationship to Uptown. The residences surrounding Uptown provide customers to Uptown businesses, attendees for City events, and students for the Jackson Public School District. Additionally, many visitors pass through these neighborhoods surrounding Uptown on Highway 61. A strong residential market will help maintain property values throughout Jackson.

The DREAM process provided a review of the residential market demand of the City. It was very clear early during the creation of the demand report that the primary driver of housing in the region was the rental market serving Southeast Missouri State University students, but was determined not to be the target market for Uptown. The potential for Uptown to develop housing that would be in demand was considered. Recommendations were then developed to encourage Jackson leaders to promote projects that can increase Uptown housing demand and improve amenities that would be desired by Uptown residents. Residential recommendations include:

- **Encourage new, high-quality rental units**  
The residential demand analysis indicated there could be potential demand for about 60 market rate rental households and 40 owner-occupied units over the next few years and driven exclusively by the 55+ housing market. Some of this demand will be met by an existing 191 lot single-family and townhome development being planned and targeted to the 55+ market. Housing demand estimates are highly susceptible to market changes. However, the growth in the 55+ market is expected to continue for the nation as well as the Jackson region and presents Uptown Jackson with the best opportunity to attract new residents and households.

- **Develop added Uptown amenities to attract residents and increase future housing demand**  
In addition to encouraging residential projects that can meet existing housing demand identified by the residential analysis, the City and Uptown Jackson Revitalization Organization should work to improve Uptown living conditions. Expansion of the streetscape theme, lighting, the business mix, building conditions, public spaces, and events will encourage new Uptown residents, as well as appealing to visitors.

Complete information on the Jackson housing market is found in the *DREAM Residential Demand Analysis* from November 2014.



Historic homes near Uptown Jackson.



**RETAIL MARKET**

Retail development is an important and visible component of a successful area. The Retail Market Analysis undertaken as part of the DREAM Initiative identified challenges and opportunities of retail development, including an analysis of retail supply and demand in Jackson. The Retail Analysis completed in 2015 identified a total of about 335,000 square feet of first-floor commercial space in Uptown Jackson. This space included:

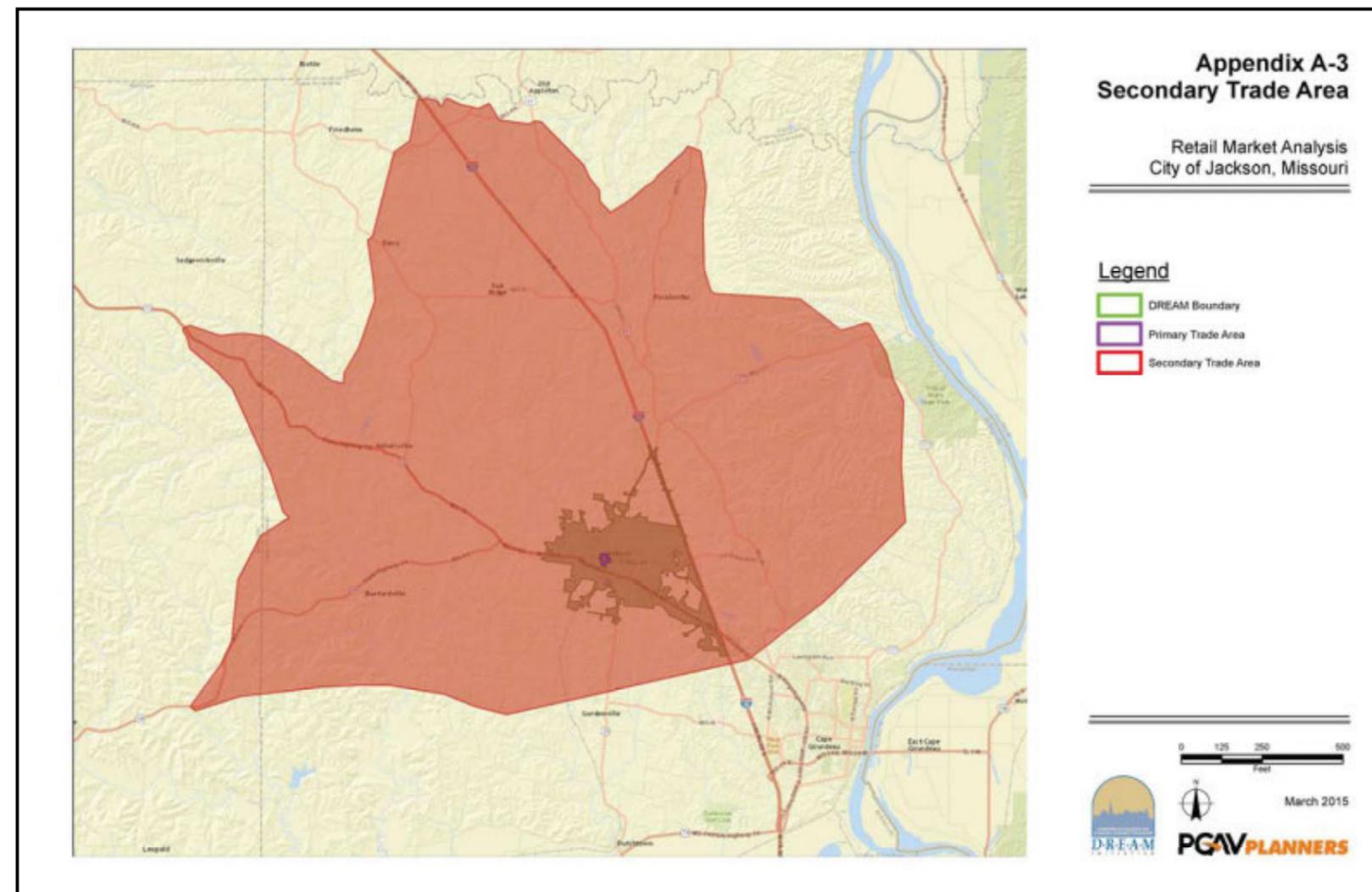
- 130,200 square feet of public/institutional space
- 10,700 square feet of restaurant (fully occupied)
- 49,000 square feet of retail (7,000 vacant)
- 85,700 square feet of office/service (4,200 vacant)
- 3,900 square feet of mixed-use (fully occupied)

Overall, the above square footage indicates a low level of vacancy. **However, it is important to note that about 82% of the total available space in Uptown Jackson is a non-retail/non-restaurant use. This also creates a challenge on adding additional retail uses to existing space.** Including the Uptown vacant space, only about 64,000 square feet of restaurant, retail, or mixed-use space is generating sales taxes. At the time of the Retail Analysis, the existing occupied retail space was generating about \$109 in retail sales per occupied square foot and the existing restaurants were generating about \$84 per occupied square foot. Based on this data, if Uptown Jackson could fill the 11,200 square feet of commercial vacancy with retail or restaurant uses, it could mean an increase of \$925,000 to \$1.2 million in additional annual sales.

Retail demand is analyzed by examining retail spending data for households in a primary trade area (the City limits of Jackson) and a secondary trade area (households within a modified 20-minute drive of Uptown Jackson). A map of these trade areas is shown on this page. Comparing sales data to demand data provides a measure of the performance of the Uptown retail sector and identifies unmet retail demand that can be compared to specific categories of products. With this methodology, unmet demand was identified across retail sectors. Uptown leaders could create economic development polices to attract new stores offering these types of products, and/or encourage existing merchants

to adapt their stores to add these types of products.

The retail analysis indicates that the amount of unmet retail demand could support an additional 690,000 square feet of retail/restaurant space. This amount is significantly more than the amount of space available. Likely strategies to address this shortfall of space include filling existing vacancies with restaurants or retail shops, developing added retail space, converting existing space (such as some of the 130,000 square feet of public/institutional space) into retail, or encouraging office/service uses to relocate to upper-floors and side streets to preserve prime ground-floor spaces for retail uses. The retail gap does indicate that it is possible to add retail/restaurant space and serves to illustrate that retail



Uptown Jackson Primary and Secondary Trade Areas.

## DREAM Initiative • Uptown Strategic Plan

demand potential exists for Uptown Jackson to capture. The analysis indicates that a large amount of unmet retail demand exists for stores providing products in the categories of:

- Health and Personal Care
- Full-Service Restaurants
- Clothing
- Limited-Service Restaurants
- Electronics and Appliances
- Sporting Goods/Hobby

Since there is little vacancy in Uptown Jackson, in order to capture this unmet demand, additional retail, restaurant, and mixed-use space should be developed. The Uptown Jackson Revitalization Organization should be the champion for Uptown retail development, but a close relationship with the City and Chamber is required. Using the unmet demand information and the brochure created during the DREAM Marketing Assistance task, Uptown should be able to play an active role with the City to attract new businesses.

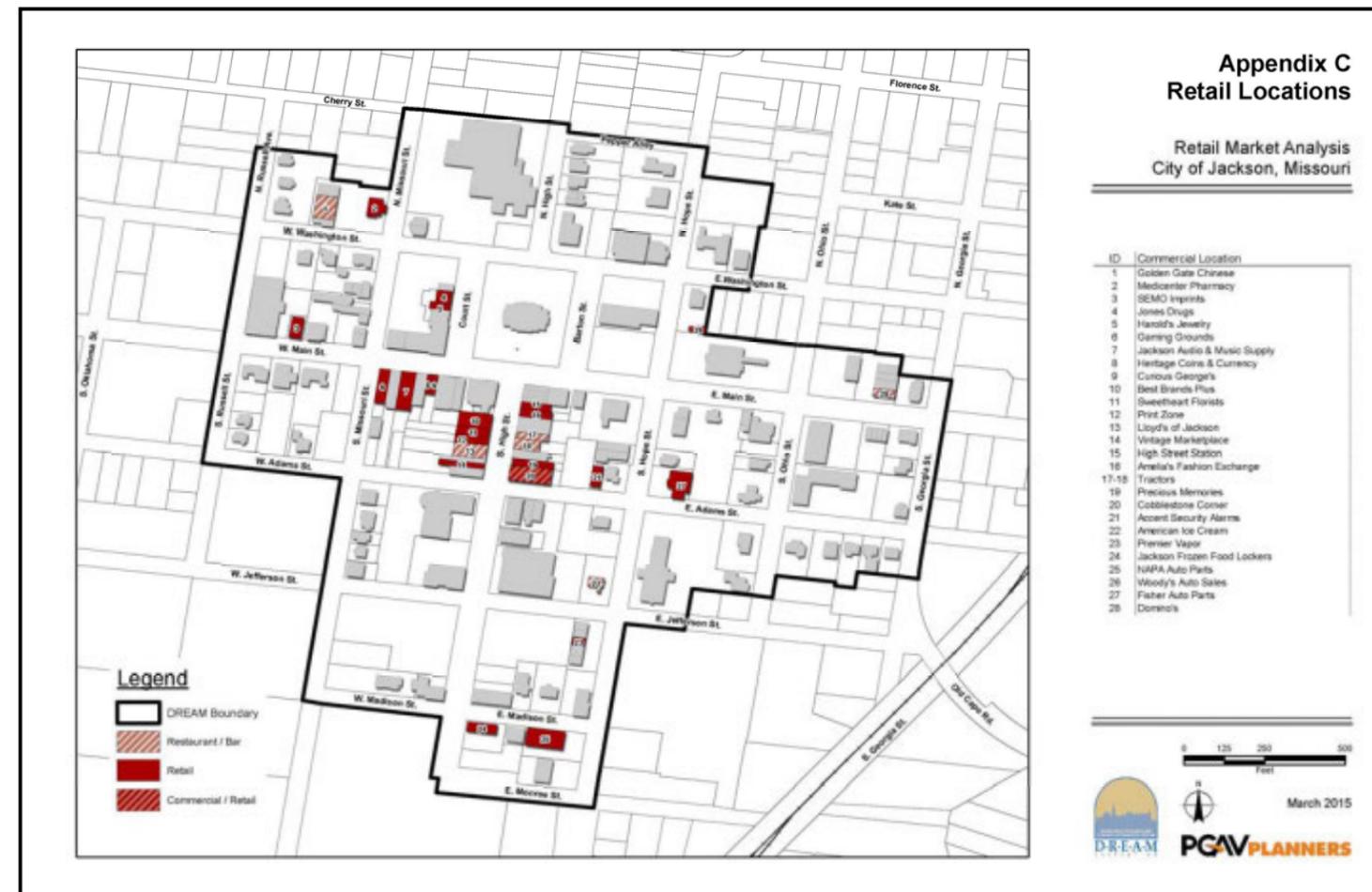
Uptown Jackson businesses face significant competition from businesses located in the Cape Girardeau market. The Uptown Jackson Revitalization Organization should actively work to help existing businesses by promoting an efficient, friendly, and unique atmosphere that competes with the Cape Girardeau market.

As Uptown revitalization occurs and retail demand increases, the City should also work to decrease the amount of non-retail space in prime, first-floor locations. As noted, there is a significant amount of space in use as public or institutional use, as well as some industrial, office, and service uses. While these are important businesses and uses, the City should monitor this situation and attempt to adjust the Uptown business mix, if possible.

Uptown is in close proximity to residential neighborhoods, but many consumers would still need to drive to Uptown in a vehicle; which may instead mean a trip to somewhere else in the community or to Cape Girardeau. A strong consumer market close to Uptown will benefit Uptown businesses.

All of the recommendations for improving Uptown Jackson's retail sector are found in the *DREAM Retail Market Analysis Report* from April 2015. Primary recommendations include:

- **Strengthen existing businesses**  
The Uptown Jackson Revitalization Organization should continue to work with the City and Chamber to develop programs that will help existing businesses to better serve their customers. Information and techniques to deal with marketing, products, presentation, displays, customer service, and expanded hours of operation are important for businesses to succeed. Strategies to strengthen and improve existing Uptown businesses should be the top priority for Uptown.



Retail Locations Map from the Downtown Jackson Retail Market Analysis.

Some of Uptown’s retailers have been in existence for many years and could benefit from networking with other operators and exchanging fresh ideas. The Uptown Jackson Revitalization Organization can develop and provide information regarding changing markets, and help create a support structure with which to discuss business issues and needs. The Chamber should be involved in these efforts, but the primary focus should remain on Uptown businesses.

• **Encourage retail entrepreneurs**

As Uptown leaders work to keep vacant locations occupied, there should also be a focus on identifying and cultivating entrepreneurs from the community. The Chamber and Uptown Jackson Revitalization Organization encourage businesses to take advantage of such training programs such as Operation Jumpstart ([www.operationjumpstart.com](http://www.operationjumpstart.com)). New entrepreneurs seeking to open stores selling products in the categories demonstrating unmet retail demand noted on page 28 are desirable targets for attraction to Uptown.

• **Develop branding for Uptown**

The City of Jackson struggles with differentiating itself within the regional draw of the Cape Girardeau retail market; and Uptown Jackson seeks an identity within the City of Jackson market. The City should consider the draw of the attractions in Cape Girardeau such as Southeast Missouri State, The Isle of Capri Casino, the Mississippi Riverfront, and Downtown Cape and work to develop a niche brand for Jackson that will capture some of the visitors to these attractions. The DREAM marketing task resulted in a sample brochure to help initiate this branding effort. Potential niches or audiences for Jackson to develop or attract might include:

- ◊ Parents/Faculty/Staff of Southeast
  - ⇒ Focus on the needs of these markets, rather than the students
- ◊ Weekend visitors to the hotel/casino
  - ⇒ Develop day trip activities and restaurants understanding that

evening entertainment will occur at the casino

- ◊ Boutique items such as antique stores
  - ⇒ Approximately 6 to 10 of these stores working together can develop into an attraction by themselves
  - ⇒ Other potential store categories include specialty foods, clothing, and art galleries and supplies
- ◊ Goods and services for local residents
  - ⇒ Uptown Jackson, being the County Seat of Cape Girardeau County, could focus on meeting local needs.
  - ⇒ This strategy will likely not result in a large retail base, but with the addition of categories such as construction supplies, furniture and home furnishings, and office supplies the retail base could be expanded.

Uptown Jackson could focus on a single niche from the above or work to attract businesses that would serve a combination of markets. The Uptown Jackson Revitalization Organization should maintain close ties with existing stores and build upon categories of stores already found in Uptown.

• **Monitor and encourage retail expansion**

Variety is a key element for a vibrant Uptown that draws customers. Consumers will travel greater distances for a better variety. Uptown Jackson can broaden its retail variety by working to address the categories of unmet retail demand noted on page 28.

However, as previously noted, it is important that Uptown try to develop more retail space and ally more residents. New buildings could be added on open lots or existing non-retail, non-residential uses could be converted. Regardless of the City’s strategy to address the mix of Uptown uses, the Uptown Jackson Revitalization Organization should track existing businesses to monitor available storefronts and the overall store mix.

A close relationship between the Uptown Jackson Revitalization Organization and the Uptown business owners is critical as there are relatively few existing stores in Uptown. A regular gathering of Uptown interests, perhaps before or after Chamber meetings, could identify minor issues before they grow into major problems for Uptown. The City should continue to market vacancies and try to fill them with stores from the categories of unmet retail demand, while the Uptown Jackson Revitalization Organization should be developing and maintaining all Uptown information.

Jackson has developed commercial areas nearer to Interstate 55, outside the core of the City. The growth of these nodes and corridors have resulted in a number of fast-food type restaurants. Uptown has an opportunity to cater to diners seeking a more nostalgic, full-service atmosphere. The goal for Uptown restaurants is to complement the existing business mix to create an overall pedestrian destination that people visit for many reasons.

## FINANCIAL MECHANISMS

The Financial Assistance Review analyzed several funding mechanisms that are available to Uptown Jackson for business development, and public or private investments. The intent of this DREAM task was to provide information on funding concepts for potential projects and programs, along with the preliminary financial data necessary to support the further exploration of these incentives. This task should help Jackson obtain a stable and flexible funding source for the Uptown Jackson Revitalization Organization as it pursues projects and programs for Uptown.

Potential mechanisms focused on a Community Improvement District (CID), a Tax Increment Financing (TIF) District, a city-wide Local Option Economic Development Sales Tax (EDS), and a Transportation Development District (TDD). Other financial tools reviewed included historic preservation tax credits, low income housing tax credits, Neighborhood Assistance Program funds, and Community Development Block Grant funds. The Financial Assistance Review did not make recommendations about which tools the City should establish. However, this Strategic Plan provides specific funding recommendations for Jackson to explore to support ongoing Uptown revitalization efforts. Which financial tools the City should use is determined, in part, by the nature of potential projects and the willingness of local officials to engage in public-private partnerships. Regardless of the specific financing mechanism, the general goal of DREAM recommendations is to leverage public funds to attract private investment that leads to job creation, business growth, and an attractive Uptown. Information regarding a CID, TIF, and EDS includes:

- **Community Improvement District (CID)**  
With a CID, the municipality, in cooperation with property owners, can establish an additional sales tax, additional property tax levy, or some combination of both within the district boundary. The Financial Assistance Review considered a CID for the DREAM Boundary as shown on page 4. The funds generated by a CID may be used for a variety of public facilities or improvements, and programs and services such as, business and tourism promotions, refuse collection,

and maintenance of public facilities. Many of these services should be provided by the Uptown Jackson Revitalization Organization, making this group the lead administrator of the CID redevelopment efforts. A CID requires an administrative board and has involved establishment procedures. The CID Board should include existing interests. The Uptown Jackson Revitalization Organization should be the primary supporter and promoter of the benefits of establishing the CID and should provide the necessary public outreach to obtain petition signatures.

Based on historical tax data for Uptown, the Financial Assistance Review estimates that a one percent CID sales tax would initially generate about \$51,000 annually. The amount of this funding is anticipated to grow as revitalization efforts increase Uptown business density and sales. The CID could also be structured to levy a \$1.00 per \$100 of Assessed Valuation property tax assessment to initially generate another \$15,000 annually.

- **Tax Increment Financing (TIF)**  
A TIF District leverages future public tax revenues in a specific area that is determined to be “blighted” or a “conservation” area, and that is not expected to develop on its own. In a TIF, property tax, sales tax, and certain other tax revenue from improvements that occur after establishment of the TIF, go into a fund to be used by the City to pay eligible project costs. No existing annual revenues generated at the time of TIF establishment are captured for TIF purposes. The City of Jackson could use this incentive to assist a large private development project; an especially useful tool if there are extraordinary site development expenses, such as building demolition, negotiating with multiple property owners, or environmental clean-up. The City could also establish a TIF district to fund public infrastructure improvements, façade rehabilitations, and/or other public and private projects in a specific geographic area, such as the DREAM Boundary. The Financial Assistance Review includes revenue

projections based on the assumption that a TIF would be established for the DREAM Boundary area. In this scenario, renovation and private development would gradually increase the equalized assessed valuation and generate more property tax revenue for the TIF fund, in addition to capturing sales tax increment.

Based on historical tax data for the DREAM Boundary, a TIF district has little ability to generate income until business density and sales in Uptown increase and create the incremental tax revenues. However, the TIF revenue could eventually generate about \$39,000 to \$100,000 annually, depending on redevelopment activities and the TIF structure.

- **Local Option Economic Development Sales Tax (EDS)**  
An additional sales tax, up to one-half of one percent, may be imposed by cities in the State of Missouri to fund economic development initiatives. This tax requires voter approval by referendum. An EDS is relevant to revitalization because the statute provides the municipality with broad discretion in the use of revenues beyond limits on administrative spending and certain other requirements. This added tax can allow for allocating a portion of the revenue to assist in Uptown revitalization efforts and support other economic development projects in the City.

The Financial Assistance Review projects EDS sales tax revenue for the City of Jackson based on the assumption of a one-half of one percent sales tax, and a structure of not more than 25% for Administration and at least 20% for City-wide economic development activities such as:

- Land Acquisition
- Industrial or business park infrastructure
- Extension of streets
- Public Facilities directly related to economic development and job creation
- Providing matching dollars for state or federal grants

The remaining 55% could be dedicated to Uptown projects and activities in the areas of:

- Marketing
- Providing grants or loans to companies for job training, equipment acquisition, site development, and infrastructure
- Training programs to prepare workers for advanced technologies and high skill jobs
- Legal and accounting expenses directly associated with the economic development planning and preparation process

Based on historical data, the financial review estimates that the City of Jackson could initially generate \$14 million in total annual tax revenue from an EDS; with potentially up to \$305,000 dedicated to Uptown economic development activities. This revenue would be expected to grow over time. The City could also borrow against this revenue by issuing bonds to fund a large project. Raising the City sales tax must be considered carefully and would require voter approval. The Uptown Jackson Revitalization Organization should communicate the benefits of a more vibrant Uptown with greater retail variety. However, Jackson should be mindful of the impact to the City's tax base, given the proximity to the Cape Girardeau market. The Jackson visitor draw must improve to offset any loss of business due to a higher sales tax rate.

Any incentive mechanism will require support from both Uptown and City leaders to clearly communicate the incentive's benefits. Detailed statutory requirements and procedures regarding incentive tools available to Jackson are found in the DREAM *Financial Assistance Review* from November 2013.



The benefits of any incentive district should be promoted. The above sign is found in the City of Kirksville, Missouri.

**MARKETING ASSISTANCE**

The City focused its marketing assistance on the development of an Uptown brochure. This brochure will help with branding Uptown as a destination. The brochure includes newly developed content and photography along with a map and information on people, events, and businesses.

**JACKSON OVERVIEW**

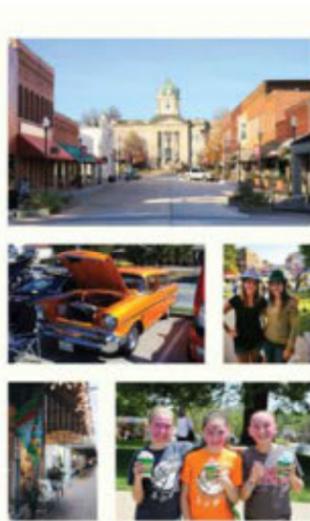
COUNTY SEAT  
**CAPE GIRARDEAU COUNTY**



POPULATION  
**14,386**

FOUNDED  
**1814**

NAMED FOR ANDREW JACKSON  
**THE 7TH U.S. PRESIDENT**



**LEARN MORE**

To get the full picture of Uptown Jackson, visit the Uptown Jackson revitalization organization at [uptownjackson.org](http://uptownjackson.org)

Subscribe to our e-newsletter which has the latest on events and Uptown happenings.



**COME HOME TO JACKSON**



"CITY OF BEAUTIFUL HOMES, PARKS, SCHOOLS, AND CHURCHES"



**EVENTS**

**ST. LOUIS IRON MOUNTAIN & SOUTHERN RAILWAY**  
April-December ([www.stliron.com](http://www.stliron.com))  
Over 30 years of providing entertaining train excursions, private chartered parties, and theme trains such as train robberies, Santa Express, murder mystery dinner trains, and more.

**CRUISIN' UPTOWN CLASSIC CAR SHOW**  
April-October ([facebook.com/evralinuptownjackson](http://facebook.com/evralinuptownjackson))  
Courthouse square fills with classic hot rods and muscle cars. Always the second Saturday of the month.

**JACKSON IN BLOOM**  
April/May ([facebook.com/JacksonInBloom](http://facebook.com/JacksonInBloom))  
A community-wide spring celebration.

**HOWECOMERS**  
Every July ([jacksonhowcomers.com](http://jacksonhowcomers.com))  
An annual summer festival since 1908.

**OKTOBERFEST**  
Every October ([facebook.com/uptownjacksonoktoberfest](http://facebook.com/uptownjacksonoktoberfest))  
An annual fall festival celebrating the region's German heritage.

**CHRISTMAS PARADE AND FESTIVITIES**  
Every December ([www.uptownjackson.org](http://www.uptownjackson.org))  
Area high school bands, themed floats, equestrian groups, and many more participate in this annual lighted parade which culminates with an opportunity for kids to visit Santa in Uptown Jackson.



ALTHOUGH IT'S ONE OF THE FASTEST GROWING COMMUNITIES IN SOUTHEAST MISSOURI, JACKSON ISN'T SHORT ON SMALL-TOWN CHARM. FULL OF BEAUTIFUL HOMES, PARKS, SCHOOLS, AND CHURCHES, IT'S A PLACE WHERE THE PAST AND PRESENT COME TOGETHER IN A WAY YOU CAN'T FIND ANYWHERE ELSE.

**UPTOWN JACKSON**

Perched atop a hill between two creeks, Historic Uptown is the vibrant cultural and commercial heart of Jackson. It's where you'll find a community that's proud to make old new again - like turning an old Coca-Cola bottling plant into a new government building or repurposing a harness shop for a video game store. That's still where you'll find the beloved "horse ore formally, Prince mache horse that



While the people of Uptown aren't afraid of looking forward, they're always mindful of the past - and everything it's brought to this welcoming and friendly community.

**PUBLIC IMPROVEMENTS**

The City focused on building conditions during the DREAM process, in part, due to the recent completion of the South High Street streetscape. This streetscape is an attractive installation with pavers, lighting, benches, and other pedestrian amenities that uses the courthouse lawn and fountain as a visual focus. City leaders and the Uptown Jackson Revitalization Organization should seek to expand the streetscape along other Uptown streets and should focus on improvements to the courthouse plaza. Also, new and publicly-owned buildings should follow the design guidelines and consideration be given to return the façade to the original design.

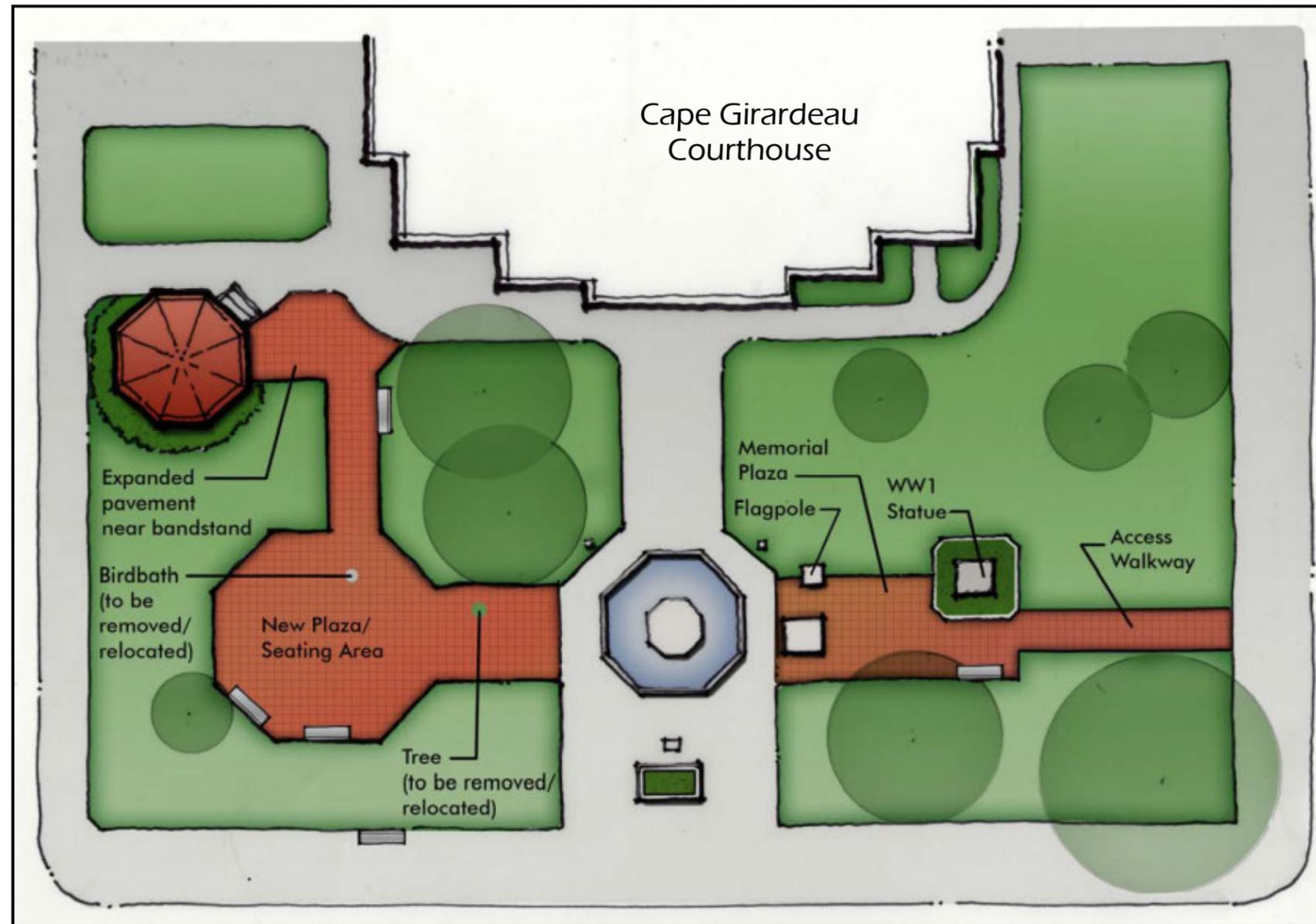
- Expand streetscape in components and scope**  
 Uptown should seek funding sources and other assistance to expand the High Street streetscape improvements along other Uptown streets. The City should continue to work with the Missouri Department of Transportation to weave some of these elements into the Highway 61 improvements along South Hope Street. This area is significantly different in nature than the courthouse square and will require approvals and innovative suggestions. Additionally, Uptown should seek to add elements to the South Hope Street streetscape such as planters, hanging baskets, bicycle racks, and public art.

These projects are eligible for funding from the various resources noted within this Plan.

- Courthouse plaza improvements**  
 City leaders have worked to maintain attractive views of the Cape Girardeau Courthouse throughout Uptown. The courthouse lawn provides an attractive focal point for visitors of businesses along South High Street. The courthouse lawn itself requires some improvement. The fountain works intermittently and other elements on the lawn could be improved. Additionally, the lawn is the location of several festivals and elements could be added that will improve those festivals and transform the lawn into the courthouse plaza.

The courthouse plaza concept developed during the DREAM program is shown below and is another project that would qualify for some of the funding mechanisms recommended in this Plan.

Another possibility is to use the footprint of the previous courthouse as the footprint of the paver plaza (with some explanatory signage).



Uptown Jackson Courthouse Plaza conceptual site plan.



### IMPLEMENTATION

The DREAM Initiative planning process involved a series of analytical and planning activities for Jackson that have been outlined in the previous sections of this document. This Downtown Jackson Strategic Plan ties together all of the recommendations from the various planning components with a set of key goals that will drive Downtown revitalization efforts.

Included in this section are conceptual renderings of the combined rear elevations from High and from Main Streets, depicting the proposed improvement to the facades. Also included are Jones Drug Store Building and of the Lenco Building renderings, depicting potential improvements to those building façades.

Combined Rear Elevations for High Street Properties



Combined Rear Elevations for West Main Street Properties



Combined Rear Elevations for West Main Street Properties



Organizational Structure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
1 Establish the Uptown Jackson Revitalization Organization (UJ ) as the primary organization responsible for the revitalization of Uptown.	The UJ should be established to provide a primary Uptown organization responsible for carrying out the promotion and development of Uptown. The UJ should continue affiliation with Main Street to provide support for the organization.	Uptown supporters, the City, and the Chamber		NOW	Many individuals have served to support Uptown and it various initiatives over the years. The group has had success, but Uptown requires a formal organization. The organization will likely need support from the City, Chamber, and others.	
2 Hold an Uptown Jackson retreat or joint meeting.	All groups should be brought together to discuss the services they are each providing for Uptown, the services they think Uptown needs that are not being provided, and the services they would each like to provide. The case for Uptown revitalization needs to be the focus of this meeting/all day retreat. The City can start this process, but make it clear that the leadership needs to emerge from the UJ .	UJ	City, County, and Chamber	1st Quarter 2017	The point of the retreat should be to clearly define the UJ mission, potential new responsibilities, and to encourage leaders to emerge that will agree to drive the organization with a lesser amount of involvement from the City staff.	
3 Develop an UJ Annual Work Plan.	The UJ should develop a work plan after the retreat or joint meeting is held. This plan will need some level of approval by the City and Chamber.	UJ	City	2nd Quarter 2017	The group should also try to have broad representation on the Board. There are many activities that the UJ could initiate including events, business promotion, development, and advocacy.	
4 Hold a meeting regarding Uptown incentive use and potential changes or new mechanisms.	A financing mechanism and organization, such as the proposed CID, could provide services that have been identified as needed. The implementation of a CID is also a financial mechanism recommendation, but it is included here due to its impact on the Uptown organizational structure.	City	UJ	4th Quarter 2017	The UJ should begin these discussions, but at some point the City will need to officially launch the effort if a new mechanism is to be created. It is critical that funding be identified for Uptown and its organizations.	
5 Promote the benefits and projects that a proposed CID will provide.	The CID effort will require outreach and promotion to the Uptown property owners and residents. All voices must be given time to speak and concerns should be addressed.	UJ	Chamber	Into 2018 as necessary	This effort should provide for a reasonable public discourse. This will require adequate time and assistance from Uptown supporters.	
6 Periodically review responsibilities of the UJ , and other involved organizations, regarding the efficient delivery of services to Uptown and its businesses, residents, and visitors.	There are several organizations with an interest in Uptown or that provide an activity or event in Uptown. With a strong UJ , these groups should discuss how best to provide their services to Uptown businesses, residents, property owners, and visitors. The UJ should lead this effort to keep the focus on Uptown Jackson.	UJ	City and Chamber	Ongoing	The UJ should coordinate meetings that bring these groups together, discusses issues that are identified in Uptown, and seeks to apply each groups resources to the appropriate issues. Other topics should include membership policies, City response to Uptown issues, and identification of coming events.	

Land Use, Buildings & Infrastructure Survey						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
7 Improve the pedestrian-friendliness of Uptown.	Uptown Jackson is divided by the highway, and has an aging streetscape in places.	City	UJ	Ongoing	The City should continue to implement projects that will improve various Uptown pedestrian amenities. The UJ should be consulted where necessary to help maintain a common design theme throughout Uptown and with all public projects.	
8 Encourage conversion of parking lots and development of underutilized properties	Uptown Jackson has significant amounts of underutilized properties that take away from the cohesiveness of the area.	City	UJ	Ongoing	The City should be prepared to seize opportunities as they present themselves. If possible, the City and UJ should work to promote the redevelopment of these areas as the property owners are willing.	
9 Maintain Information Regarding Uptown Development Sites and Vacant Buildings.	New private investors will be interested in vacancies, contact information, and planned projects. It is important for the UJ to work with the Chamber to develop this inventory, with help from the City to maintain the information for Uptown and tie it to available GIS data and websites.	UJ	Chamber and City	4th Quarter 2016	This recommendation will be useful to the City and the City should help maintain the information, while the UJ gathers it for Uptown. A simple listing of size, location, and contact information can be provided on websites and social media. All information must be kept current and the sites and buildings somewhat 'qualified' that they are, indeed, for-sale or lease.	
10 Monitor building and infrastructure conditions.	The City should build upon the DREAM mapping to monitor the physical conditions of property and public infrastructure. Building and street complaints should be tracked and mapped to determine areas that require priority improvements and buildings that require a more aggressive approach by City code officials.	City	UJ	Ongoing	Mapping tools of these types can be invaluable to City Staff and allow a more efficient use of their time and the City's limited resources.	

**Community Engagement**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
11 Develop and conduct a visitor survey.	The UJ needs to understand the visitor markets throughout the City and should try to identify the consumers to which Uptown appeals. The City and Chamber will also want to understand the overall Jackson visitor market. One target group is those who come back for Homecomers.	Chamber	City and UJ	4th Quarter 2017	Such a survey instrument should be administered by volunteers at City events and attractions during the peak shopping season and events such as Homecomers. The Chamber and UJ should develop the survey to ensure that there are Uptown-specific questions asked. Volunteers should then collect results anywhere in the City. Responses by people with an Jackson zip code should be tabulated separately.
12 Reconvene/expand the DREAM Focus Groups	The groups included a diversity of Jackson's residents. It is critical to revitalization efforts that these interested individuals are given future opportunities to volunteer and connect with Uptown activities.	UJ	City	1st Quarter 2018	By planning follow-up meetings, the groups can discuss achievements since the DREAM program began and note challenges for the future. An outside, impartial facilitator to conduct the sessions is best so individuals will feel free to speak about any topic.
13 Conduct web survey of residents.	Revise the 2011 DREAM online survey questions regarding Uptown and conduct another survey to monitor changing attitudes of residents. This survey is for residents only and attempts to present a cross-section of various demographic aspects of the community through quota responses.	UJ	City, Chamber	3rd Quarter 2017	The UJ can follow the format previously used. The Chamber or City may wish to participate if some questions are expanded to include the community as a whole. The survey can be of interest to all of Jackson's businesses as they seek to understand their largest consumer market; local residents.
14 Communicate all survey results to Uptown groups, leaders, and businesses	The UJ will need to understand the survey results and encourage appropriate actions by Uptown businesses and leaders. Any city-wide results will also be of interest to the Chamber and City.	UJ	City, Chamber	Ongoing	The UJ and the Chamber can hold joint seminars or brainstorming sessions when significant amounts of information become available. It is critical that this information find its way to businesses that can capitalize on the results.

**Building Design and Conditions**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
15 Develop Uptown infill standards that will complement existing historic buildings.	Uptown Jackson has a strong history represented by its limited building stock. There are also opportunities for infill development amongst these historic buildings. The City should work with the UJ to develop infill construction standards that will complement existing buildings.	City	UJ	3rd Quarter 2017	The City should review the guidelines required by the Secretary of the Interior's Standards for Rehabilitation. Suggestions for improvements to specific buildings are found in the DREAM building design concept report. The goal should be to make new construction complement existing buildings, not to build historic replicas.
16 Promote the benefits and procedures of historic rehabilitation and property maintenance.	The UJ should develop ways to promote historic rehabilitation working with the Historic Commission. This group may be helpful in pointing out the benefits of a historic property and may consider conducting research for Uptown property owners.	UJ	City	Ongoing	Eventually, this effort should develop support for design standards. However the groups should be involved on an ongoing basis for research and programs such as the building improvement recognition program.
17 Periodically review City building, maintenance, and nuisance codes, and inspection procedures.	The City will need to conduct and lead this review. It is important that procedures and follow-up efforts are reviewed. One area that was specifically mentioned in the Focus Groups was the difficulty in rehabilitating upper floors of buildings due to fire suppression and elevator requirements. The UJ could assist by connecting the City with the property owners and by helping to identify common issues. However, actual policy changes are controlled by the City.	City	UJ	Ongoing	This effort will be critical as the City improves inspections and attempts to improve building conditions. Similarly, it will be important to develop an incentive to help property owners.
18 Include new City procedures and policies in a seminar program designed to educate property owners regarding Building maintenance, contractors, and City expectations.	The UJ should provide the buffer between the City Staff and Uptown property and business owners. It is important to convey the City's expectations, particularly with new procedures.	UJ	City	2nd Quarter 2017	This program can start to help the UJ solidify itself as the lead Uptown organization. These seminar topics can also be included with the customer service topics in the retail section.
19 Develop incentives for Uptown façades and other private building improvements.	The City should seek incentives to assist owners in the maintenance and improvement of buildings. Tools such as the proposed CID can fund a revolving loan program or grant program for the repair of the public façade of buildings.	City	UJ	After the establishment of a funding source	The City should develop an incentive and make receiving it conditional on adherence to design standards. This will also attract new businesses as owners can improve their property. Other public building elevations should also be considered for incentives.
20 Develop a building improvement recognition program.	The UJ can develop this program to thank and provide public recognition for property owners who do an outstanding job with their property.	UJ	Chamber and local media	1st Quarter 2017	This is a good program for an annual meeting and can be started in the coming year. There should be some eligibility standards regarding incentives used, adherence to design standards, etc.

Public Infrastructure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
21	Coordinate public improvements with the overall design and historic character of Uptown.	City officials and staff should continue to develop public projects, such as improvements to the area around the courthouse, in concert with the UJ .	City	UJ	Ongoing	The City should seek the input of the UJ during Uptown project design, and attempt to move beyond installation of utilitarian only facilities to develop 'great spaces'. This coordination of all future public improvements is critical. This coordination will also give the UJ time to notify Uptown property owners when City projects begin near their buildings.
22	Develop wayfinding signage.	This streetscape element can help with navigation and traffic, and also improves the perception of a lack of parking. Additionally wayfinding signage helps to identify Uptown as a district that is different from the rest of the community. Gateways signs are part of this system, but are discussed in a separate recommendation below.	City	UJ	NOW	This project is eligible for funding by a mechanism such as the proposed CID. However, the project can be phased in a manner to be more economical and the City shouldn't wait to initiate it. The City should also discuss the design theme of this system with the UJ .
23	Develop gateway signage/entryway elements.	Improving the entryway to Uptown is an important recommendation that ties into several other recommendations.	City	UJ	1st Quarter 2017	While the City will need to develop these public infrastructure plans, the UJ should be involved in design and should also work to bring the Missouri Department of Transportation and property owners to various meetings regarding the Uptown entrance. This project should be phased; however, meetings should occur now to improve collaboration.
24	Continue to improve the streetscape and help define Uptown, particularly the rear facades of High and Main Streets.	The improvements to the rear façades of the buildings along High and Main Streets and the infrastructure and aesthetic improvements were identified by the public as a top priority for Uptown.	City	UJ	Ongoing	This project will be an ongoing one, dependent on working with existing property owners and taking opportunities as they come.
25	Maintain all public infrastructure and facilities that provide a support structure for Uptown buildings.	Uptown revitalization efforts require significant public investments that serve as a catalyst for private involvement. How the City cares for Uptown sends message to the private sector development community.	City	UJ	Ongoing	The City and UJ will provide ongoing projects and funding mechanisms to encourage investment in Uptown buildings. The UJ will seek interested developers and work with the City to secure the project specifics. Often a developer just needs a streamlined process to reduce the development costs. The UJ should also be able to mobilize volunteers to help the City maintain aspects of Uptown such as landscaping.

Residential Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
26	Encourage the development of new, high-quality, rental units in Uptown.	The City should work to identify developers that may be interested in existing sites or buildings for apartments and lofts. The UJ and Chamber can assist with gathering information and providing marketing assistance for these potential investors.	City	UJ and Chamber	Ongoing	The residential demand analysis projects unmet housing demand over the next five years and Uptown has the opportunity to capture a portion of this demand. The City must ensure these units are high-quality, particularly in the Uptown setting.
27	Develop added amenities such as pedestrian connections and plazas to increase demand for Uptown living options.	Many of the activities of the City and UJ will appeal to residents as well as visitors.	City	UJ	Ongoing	Projects like the streetscape can be funded by the City or the proposed CID and should help address parking and safety.
28	Encourage residential development on upper floors of commercial buildings.	Upper floors of commercial buildings, and potentially the reuse of some of the industrial buildings, will provide residents that are important to Uptown businesses and the City should encourage and seek this type of development. There are several opportunities for these loft-style units.	City	UJ	Ongoing	The City should attempt to attract encourage more developers interested in rehabilitating commercial property, providing mixed-use infill, or in adaptively reusing industrial buildings.

Retail Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
29	Strengthen existing businesses.	Uptown Jackson enjoys very strong occupancy rates. The Chamber and UJ should focus resources to help improve existing businesses.	Chamber	UJ	NOW	The groups should partner to improve existing Jackson businesses first, before attracting new businesses. Efforts such as the seminars noted below are needed along with marketing for Uptown as a unified shopping district. Additionally, branding for Uptown should be developed.
30	Improve Uptown sales.	Participants in the Focus Groups noted a lack of stores in Uptown Jackson. The City is significant retail sales to other communities.	UJ	Chamber and City	Ongoing	The UJ should focus on programs, such as the business seminars, and include topics such as product differentiation, displays, and marketing to help businesses garner higher sales amounts and demand for better projects. The City should work to bring retail to available vacant and underutilized land.
31	Develop Uptown, business-oriented promotions to strengthen existing businesses.	The UJ should provide an effort should to develop promotions for Uptown businesses. This activity may need to be funded by a new mechanism, such as the proposed CID.	UJ	Chamber	4th Quarter 2017	With a stable funding source, the UJ should begin to promote Uptown overall. Promotions such as a Sidewalk Sales can be effective, as well as an advertising campaign.
32	Continually encourage Uptown businesses to adopt a user-friendly atmosphere that will encourage shoppers and patrons.	The UJ can help prepare Uptown's businesses to be the best ambassadors to visitors as possible. It is possible that business issues that are common to other merchants in Jackson or the region can be addressed, so the Chamber may be involved depending on the topics.	UJ	Chamber	3rd Quarter 2016	The UJ should develop a program of seminars to deliver important information to Uptown businesses regarding issues such as customer service, expanded business hours, retail marketing, store layout, and product care and placement. The focus needs to be on Uptown stores as much as possible.
33	Attract businesses to Uptown Jackson that provide products and services that can meet future unmet retail demand.	When businesses are sought to fill vacancies, there are some specific retail categories, as identified in the DREAM Retail Market Analysis task, that have demonstrated unmet retail demand in the Uptown Jackson trade area. Businesses that open or expand their product lines to include these categories make good targets for attraction to available Uptown buildings. The Chamber should refine their economic development efforts for Uptown to businesses in these categories.	Chamber	UJ	Ongoing	The Chamber should work with the UJ to develop a retail recruitment team to search for businesses in these categories, generate the lead, and make contact with the prospect.
34	Encourage infill retail development and adaptive reuse development to increase retail space available.	The retail analysis shows that unmet demand is greater than the amount of vacant retail space, or space that can be easily converted to retail, available in Uptown. The City should try to increase retail space.	City	UJ	Ongoing	Primarily a recommendation for the City, although, as previously noted, the UJ should be involved when talking with potential Uptown developers. Mixed-use buildings should include retail space on the ground floor.
35	Cultivate local entrepreneurs.	This is another potential use for Uptown locations. Uptown could serve as an incubator for businesses starting out.	Chamber	UJ	1st Quarter 2018	The Chamber could launch seminars for business start-ups. Ideal partners or sponsors for these sessions would be the local banks.

Financial Mechanisms						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
36 Establish an Uptown Community Improvement District (CID).	As noted in the Organizational Structure recommendations, a CID would provide a more flexible funding source for the UJ . The City will initiate this incentive and pass the appropriate ordinances, but the UJ will be instrumental in providing the needed public outreach. The revenues generated can also be used for public improvements, property acquisition, etc.	City	UJ	Begin as guided by City	A CID can capture funding from property and sales taxes for a variety of services and projects. A CID with sales and property tax could generate significant annual revenue. The process should begin as guided by the City, but will need to allow for proper outreach to communicate the benefits of the CID plan to local residents and merchants; a critical step.	
37 Promote Uptown projects that have been completed with incentive mechanisms funding.	Uptown needs to promote its successes. The City should allow for information to be compiled by the UJ regarding funding for the public improvements to date. The UJ can be an advocate for Uptown and should provide flyers and potentially signage when there is an Uptown improvements completed.	UJ	City	Ongoing	These are expenses that could be paid by the incentive mechanism funding as it is a promotion of Uptown.	
38 Leverage local funds to obtain State and Federal funding for projects.	The City and the UJ should remain vigilant regarding the leveraging of local sources of money, such as the business district funds, and/or the proposed CID or EDS, for State or Federal funding.	City	UJ	Ongoing	As State and Federal funding declines, Uptown will need to rely on local funding sources. However, the City should still apply for any program into which projects and plans may fit. Plans are critical and if the City can show that the projects address a local need, grant opportunities should occur.	



**PGA**PLANNERS