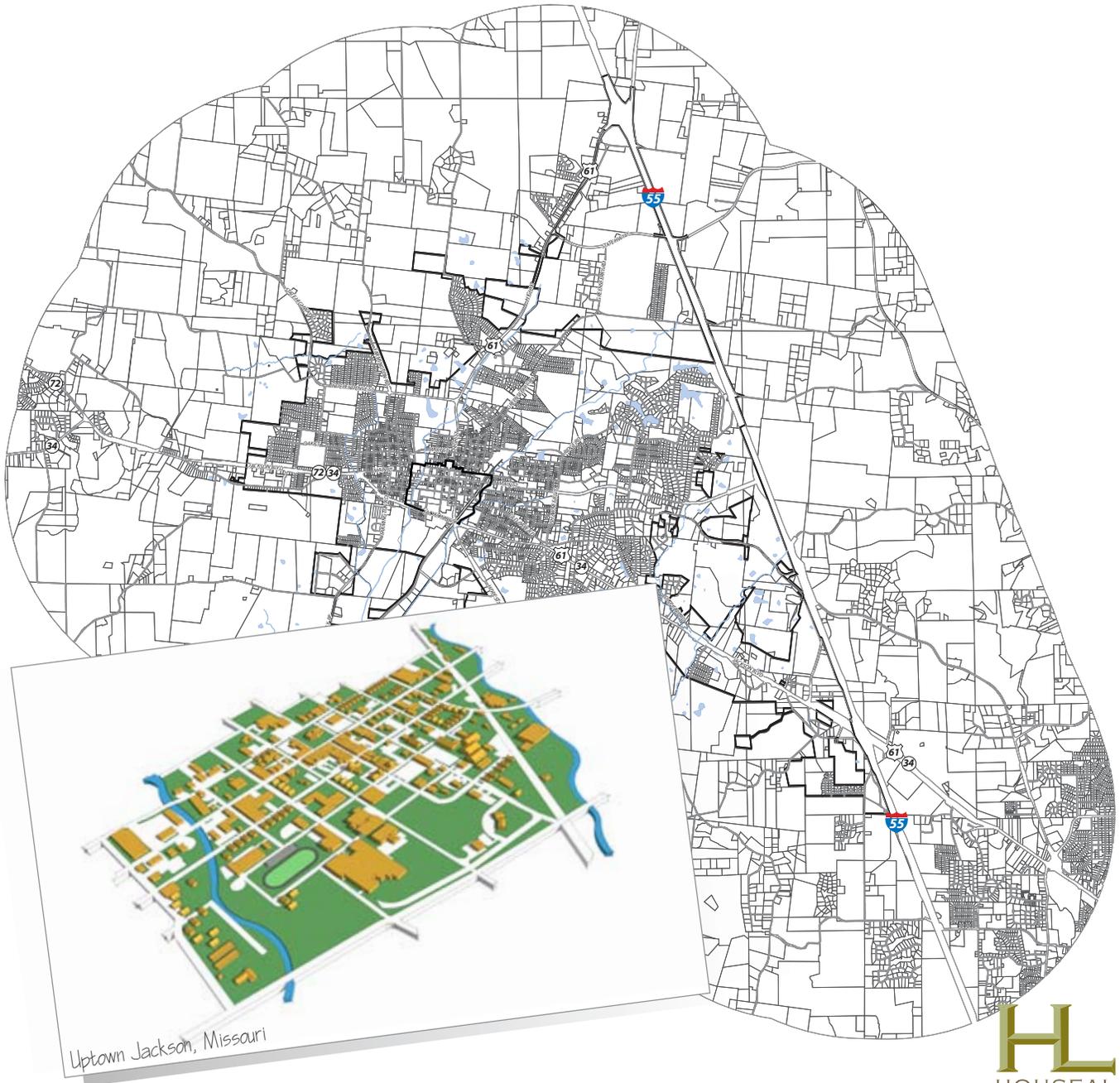


City of Jackson Comprehensive Plan

Adopted December 9, 2009



Acknowledgements

Steering Committee

Janet Sanders, Chair
Joe Bob Baker
Rodney Bollinger
Michelle Doughten
Bill Fadler
Mary Miller
David Reiminger
Jim Roach
Kevin Schaper
Carmen Simpher

Planning and Zoning Commission

Mary Miller, Chair
Bill Fadler
Leeann Milde-Otten
Martha Minton
Paula Salzman
Todd Schneider
Mike Seabaugh
Joe Starke
Valeria Tuschhoff

Mayor and Board of Aldermen

Barbara Lohr, Mayor
Phil Penzel, Mayor Pro Tem
Joe Bob Baker
Larry Cunningham
Mark Dambach
David Hitt
Dale Rauh
David Reiminger
Tim Welker

Planning Consultant

Houseal Lavigne Associates, LLC.
114 E. Van Buren Avenue
Naperville, Illinois 60540
(630) 305-0036
www.hlplanning.com

A special thank you goes to everyone who participated in the planning process for the City of Jackson's Comprehensive Plan. This Plan was made possible by the contributions and insights of the residents, business persons, property owners, and representatives from various groups and organizations.

Table of Contents

Section	Page
Introduction	1
Section 1: Community Outreach	7
Section 2: Vision, Goals and Objectives	17
Section 3: City-Wide Plans	29
Section 4: Implementation	85

Introduction

The City's current Comprehensive Plan was adopted on December 9, 1998. Since that time Jackson has seen a tremendous amount of growth and investment. The City has completed many of the key recommendations presented in the current Comprehensive Plan including the extension of East Main Street to a new interchange with I-55. Although the Plan has guided the community well over the last eleven years, it is in need of updating to ensure that the Plan is truly reflective of the community's vision for the City of Jackson.

This update to the Comprehensive Plan builds upon the existing Comprehensive Plan to create updated recommendations and long-range plans for key components of the community including land use, transportation, community facilities, environmental features, and open space. In addition, the updated Plan will help spur economic development with appropriate new development and growth that maintains the character and charm of the City.

The new Comprehensive Plan is the City's official policy guide for physical improvement and development. The Plan considers not only the current needs and issues within the community, but also presents a plan for guiding new improvements and developments for the next 15 to 20 years. The Plan establishes the ground rules for private improvements and developments. The Plan also provides the framework by which the City can review and evaluate private development proposals. In addition to private improvements, the Plan also presents a number of public improvements that can help to ensure that local dollars are spent effectively.

The Plan addresses all properties within the City's current corporate boundaries as well as the adjacent unincorporated areas. Missouri State Statutes do not create set planning peripheral areas for Cities with populations of less than 25,000. Cities over that population threshold can zone unincorporated properties up to 2-miles outside of their current municipal boundaries. Because the City of Jackson's population is less, this 2-mile peripheral area does not apply. In an effort to plan accordingly for future growth however, this Plan examines an area approximately 2-miles outside of the City's current boundary. This

allows for a better understanding of how the City fits into its larger context near both unincorporated areas, and adjacent to the City of Cape Girardeau where informal boundary agreements exist.

The following sections of the Missouri State Statutes relate directly to the creation of Comprehensive Plans. These sections are included to present the legal foundation and purpose for the creation of a Comprehensive Plan. Pursuant to the Missouri State Statutes (Chapter 89, Zoning and Planning, Section 89.350, August 28, 2008), the purpose of a Comprehensive Plan is stated as the following:

In the preparation of the city plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality. The plan shall be made with the general purpose of guiding and accomplishing a coordinated development of the municipality which will, in accordance with existing and future needs, best promote the general welfare, as well as efficiency and economy in the process of development.

The Missouri State Statutes continue to state the contents of the Plan (called a City Plan, Chapter 89, Zoning and Planning, Section 89.340, August 2008)

The commission shall make and adopt a city plan for the physical development of the municipality. The city plan, with the accompanying maps, plats, charts and descriptive and explanatory matter, shall show the commission's recommendations for the physical development and uses of land, and may include, among other things, the general location, character and extent of streets and other public ways, grounds, places and spaces; the general location and extent of public utilities and terminals, whether publicly or privately owned, the acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment or change of use of any of the foregoing; the general character, extent and layout of the replanning of blighted districts and slum areas. The commission may also prepare a zoning plan for the regulation of the height, area, bulk, location and use of private, nonprofit and public structures and premises, and of population density, but the adoption, enforcement and administration of the zoning plan shall conform to the provisions of sections 89.010 to 89.250. (L. 1963 p. 146 § 5)

Community Setting

Located in Southeast Missouri on Interstate-55, the City of Jackson is located in Cape Girardeau County, Missouri. The City is the County seat and, as a result, much of the historical center of the City, called Uptown, includes County offices and facilities. In addition, City Hall, the Chamber of Commerce, and other civic uses such as the Post Office are located in the Uptown area. Courthouse Square is the centerpiece of Uptown and the courthouse building significantly contributes to the historic character of the community.

Since 1998, the City has experienced significant growth, both in population, and in land area, which is one of the primary reasons for the need to update the current Comprehensive Plan. The City's 2009 population is estimated at close to 13,000; an approximate ten-percent increase from the 2000 US Census population of 11,947. In terms of land area, the City currently covers approximately 10 square miles; however, future annexations are expected to increase this geographic area.

One only needs to spend a small amount of time in Jackson to realize that its motto, "City of Beautiful Homes, Churches, Schools, and Parks" is truly fitting. As part of this planning process, the Consultant Team interviewed a mix of residents, business owners, civic groups, and community organizations, and it was clear that all are passionate about protecting the assets of Jackson while still allowing appropriate growth.

When discussing the character of the City, it is worth noting that many people interviewed as part of the planning process told the Consultant Team a number of stories of how the community worked together after the 2003 tornado. Those stories illustrated how the community supported each other through that terrible event.

Planning Process

The 12-month planning process was designed to produce a Comprehensive Plan that accommodates desirable new development, while preserving the established character of the City of Jackson.

To update the City of Jackson's Comprehensive Plan, the planning process incorporated a multi-step work program that was community driven and included public participation at each step.

The multi-step work program included documenting the City's existing conditions to provide a concise and accurate assessment of strengths, weaknesses, issues and opportunities, the formulation of a vision and goals and objectives, and the preparation of component plans for all areas of the City and its planning area.

Comprehensive Plan Sections

In addition to the information and recommendations contained in this document, an Existing Conditions Report was completed as part of this process which contains detailed inventories and market analysis. This report is on file with the City of Jackson for reference.

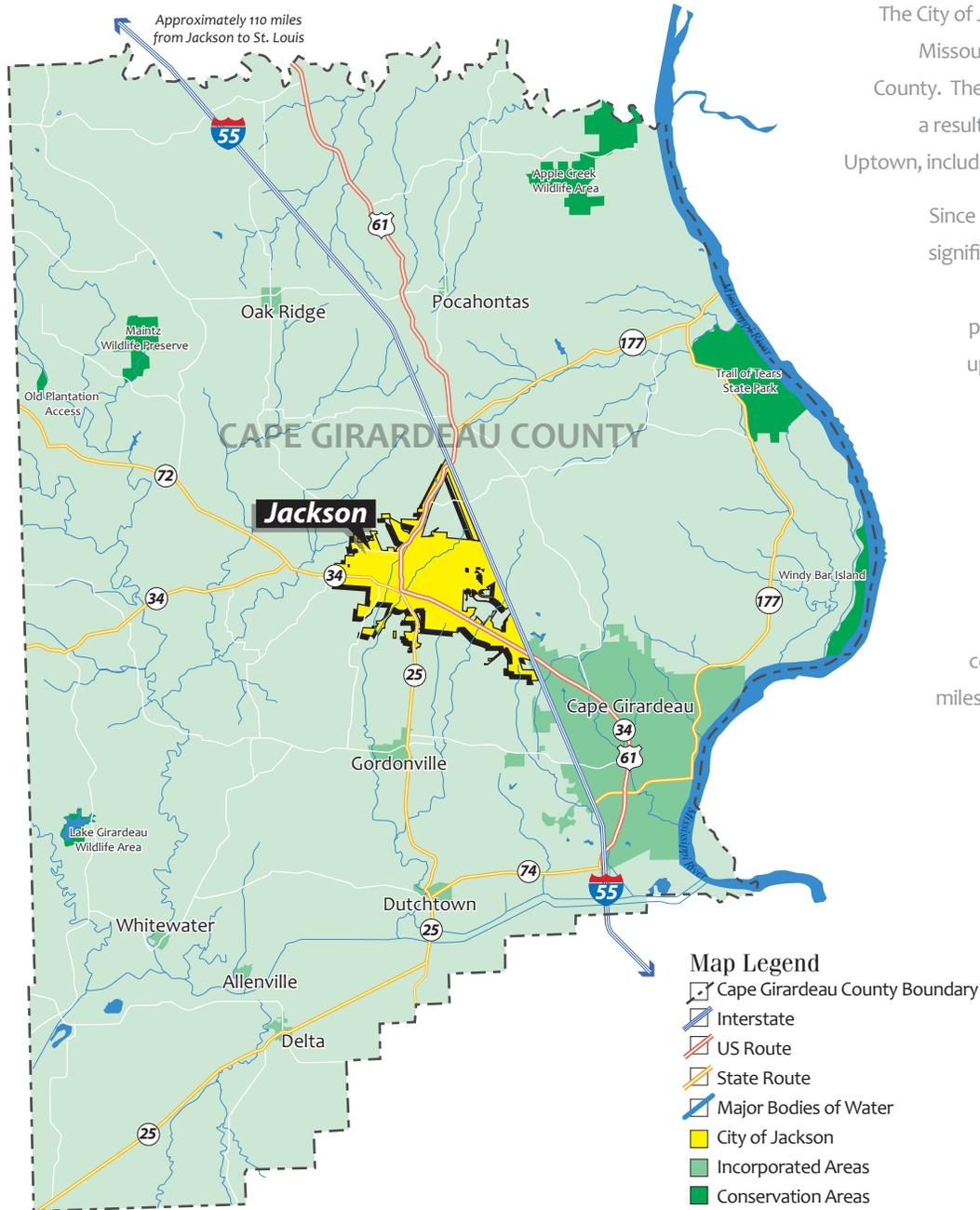
The following is the structure of the City's Updated Comprehensive Plan:

- ◆ Introduction
- ◆ Section 1: Community Outreach
- ◆ Section 2: Vision, Goals and Objectives
- ◆ Section 3: City-wide Plans
- ◆ Section 4: Implementation

Figure 1: Regional Setting

The City of Jackson is located in southeast Missouri, along I-55 in Cape Girardeau County. The City is the County seat, and as a result the historic center of the City, Uptown, includes County offices and facilities.

Since 1998, the City has experienced significant growth in population and land area, which is one of the primary reasons for the need to update the current Comprehensive Plan. The City's 2009 population is estimated at close to 13,000; an approximate ten-percent increase from the 2000 US Census population of 11,947. In terms of land area, the City currently covers approximately 10 square miles; however, future annexations are expected to increase this geographic area.



Section One: Community Outreach



Community Visioning Session



Section 1: Community Outreach

Residents, business owners, and others have had several ways to participate in the planning process for updating the City's Comprehensive Plan. Community outreach activities were undertaken to promote community involvement and encourage citizen participation early in the process. The following community outreach activities have occurred and are summarized below.

- ♦ Project Initiation Workshop
- ♦ Community Workshop
- ♦ Key Person Interviews
- ♦ On-line Questionnaires (Business and Resident)
- ♦ Focus Group Discussions
- ♦ Visioning Charrette

Although summaries are included below, more detailed results from each workshop are provided in the *Existing Conditions Report* (on file at City Hall).



Project Initiation Workshop Summary

A project initiation workshop was held with the Comprehensive Plan Advisory Committee, City Staff, and other elected and appointed officials to set the foundation for the planning program on December 16, 2008. The direction of the planning program and policy issues facing Jackson were also discussed. The purpose of the workshop was to review the objectives of the Comprehensive Plan Update, refine the project's work program, resolve questions of contract interpretation, and establish a schedule for the project.

The workshop provided the Comprehensive Plan Advisory Committee, City Staff, and elected officials in attendance with the opportunity to voice their opinion on the future of Jackson and to identify concerns and aspirations for the City of Jackson.

Overview of Workshop Results

Key Concerns. Attracting new commercial uses and diversifying the tax base was of most concern to the Steering Committee. The next two most important issues according to the Steering Committee were the need to address traffic and the need for utility improvements/upgrades. Other concerns included issues regarding potential annexations along the City's east side between Jackson and the City of Cape Girardeau, the need to expand parks, connect trails, and construct a new sports complex.

Specific City Projects Desired. Multiple traffic/transportation projects were listed including constructing a stop light at the intersection of Main Street and Hope Street near the Jackson Post Office. Other traffic/transportation projects involved Highway 61 including widening the roadway to improve traffic flow and providing better access to and from Bent Creek. One workshop participant listed finalizing a major street plan for the City as a way to improve Highway 61, upgrade old streets and enhance Jackson's road network.

Primary Strengths and Assets of Jackson. Jackson Schools were clearly the primary asset of the community as identified by those in attendance. Workshop participants cited the school system and school district as a top reason for population growth. The low level of crime in Jackson and the high level

of safety throughout the community was another top strength and asset identified by the Committee, City Staff, and elected/appointed officials. Participants also identified Jackson's small town/home town appeal, parks, and churches as primary strengths and assets.

Community Workshop Summary

A Community Workshop was conducted on December 17, 2008 to provide residents an opportunity for input about the Comprehensive Plan Update before plans or recommendations were developed. The purpose of the Comprehensive Plan was reviewed at the workshop, the planning process was described, and the schedule for the development of the plan was presented. The Community Workshop helped to obtain local views on problems, issues, and potentials within the City of Jackson.

Overview of Workshop Results

Key Concerns. Traffic was cited as the most important issue and concern for residents. Specifically, residents identified a need for a new or enhanced existing north-south 4-lane roadway through Jackson. Workshop participants also identified a need for infrastructure and utility upgrades to attract new development. Creating jobs and developing a City expansion/annexation agreement with the City of Cape Girardeau were also concerns for workshop participants.

Specific City Projects Desired. A number of projects were cited by attendees including: constructing a new major north-south roadway to relieve traffic, development of a new industrial site near Interstate 55 to create more manufacturing jobs, placing streetlights along Jackson Boulevard, widening of Highway 61/ North High Street, developing a new park in eastern Jackson, improving and enhancing existing parks within Jackson, and building a new Fire Station. Other specific projects desired by residents included improving the flow of traffic around the courthouse, placing a stop light at the intersection of Main Street and Hope Street, promotional and wayfinding signage for the City of Jackson along Interstate 55, constructing water retention basins that adequately hold stormwater, moving/improving existing pump stations, expanding sewer services to more areas in Jackson, and adding necessary infrastructure to provide businesses (existing and new) with access to high speed broadband communications.

Primary Strengths and Assets of Jackson. Schools were cited as the biggest strength, asset, and attraction for the City. The City's low levels of crime and high degree of safety were also noted as top assets and strengths. Other strengths identified by workshop participants include the youth programs, the people, city provided services, the City's small town atmosphere, low unemployment, community organizations, and government.

Key Person Interviews

As a part of the Community Outreach phase for the Comprehensive Plan program, confidential interviews were conducted with individuals to discuss conditions and potential within the Jackson community from December 2008 through February 2009. Twelve (12) individuals who possess various interests and insights into the community were selected. Persons interviewed included business owners, educators for both public and private institutions, religious leaders, and residents. Interviews were conducted between December 2008 and February 2009. The interviews lasted approximately 20-40 minutes each. Each interviewee was asked a series of questions regarding the community. Two of the interviews were conducted in person, while the remaining ten were conducted over the phone.

Overview of Key Person Interviews

Overall, all of the individuals lived in Jackson, and the majority of those interviewed also worked or owned businesses in Jackson. Interviewees lived in Jackson from as little as 5 years, to over 50 years. Although each interviewee identified some issues or opportunities for improvement in the community, each expressed their pride for living in Jackson and their excitement about the Comprehensive Planning process.

Key Concerns. A number of important issues were cited by interviewees including improving the "S-bend" of the State Route 61 through Uptown, and improving existing infrastructure. Interviewees would like to see the City maintain infrastructure throughout the entire City but specifically mentioned the poor condition of the street surfaces, the sidewalks, and the water mains in Uptown primarily along High Street. Although the majority of the poor street surface issues are along State Route 61, interviewees felt that the City should be putting more pressure on the State to properly maintain the street.

Specific City Projects Desired. Four main projects were cited most often, including the following 1) improve the traffic flow through the Uptown area by improving the “S-bend” of State Route 61, 2) improve existing infrastructure and provide adequate infrastructure to future growth areas, 3) build a community center, and 4) develop the area near the new East Main/I-55 interchange with commercial and retail development.

Online Business Questionnaire

The Business Questionnaire was posted online for approximately one month. Forty-three business representatives took the questionnaire to provide their opinions on the business climate in the City of Jackson. Their input and feedback will help shape the goals and objectives of the Comprehensive Plan and will provide insight into the needs and wants of businesses in Jackson. Below are some highlights from the questionnaire results. A complete summary of the business questionnaire results can be found in the Existing Conditions Report.

Tenure and Buildings

A majority of the businesses responding to the questionnaire are well established and have been in Jackson for over 10 years. The second highest percentage of businesses have been in business for 1-3 years. Most of respondents own the building they are located in while a smaller portion of respondents rent. Many of these businesses believe that if improvements were made to the building they occupy, more customers would be attracted to their business. Among the most popular improvements businesses would like to make are building a new façade or store front, improving the exterior and interior paint, remodeling their business, and installing a new sign.

Advantages and Disadvantages to Jackson

When asked about the primary advantages to locating their business in Jackson, respondents cited their proximity to clients/shoppers, and the current location of the building/property. Other advantages to locating in Jackson were listed including the City’s location to Interstate 55 and the quality of life their employees enjoy in Jackson. The primary disadvantages of locating a business in Jackson, according to respondents, are the traffic and circulation issues throughout the City, parking issues, and City taxes. It should be noted that a large portion of

respondents said there were no disadvantages to locating their business in Jackson.

Transportation to Work

The majority of respondents use a private automobile to get to work while very few stated that they walk to work. Similar to those that work outside of Jackson, the majority of employees for businesses in Jackson also use their private automobiles with very little walking or car-pooling. A majority of the employees park their automobile(s) in a private lot specifically designated for employees, while others park in a customer lot, a public lot, or on the street. Most of business respondents believe that the numbers of parking spaces they have are adequate for the needs of their business while a large portion would like to see more spaces.

Improvements and New Development

Businesses would most like to see additional commercial development in Jackson including new restaurant uses. Respondents would also like to see more support for local businesses, public relations/promotion, lower taxes, and Infrastructure improvements/upgrades. Business respondents were less supportive of the prospect of new residential development.

Other Issues

Respondents to the business questionnaire were split evenly when asked how well they feel informed of City news, events and information. Most respondents receive their information about City and community affairs and programs from a local newspaper, the internet, or local conversations. The majority of respondents to the business questionnaire believe the City government is effectively dealing with business related issues and concerns while some do not think so or are unsure. When asked how they would describe Jackson today as compared to ten years ago, or when they first came to the City, half believe the City has improved over that time period, less believe Jackson stayed the same, and only a few feel that the City has declined.

Strengths and Weaknesses

The most common strengths of Jackson cited by respondents were the City’s school system, the people and community, and

the overall quality of life enjoyed by residents. The most common issues of Jackson cited by respondents were traffic and infrastructure-related.

Online Resident Questionnaire

Over 200 people took the resident questionnaire posted on the City of Jackson's Comprehensive Plan website. Their input and feedback has provided valuable information for use in the planning process. Highlights from the collected summaries are listed below. A complete summary of the collected responses is in the Appendix.

Primary Issues

Most respondents identified traffic flow and circulation and the availability of retail as major threats to the quality of life in the Jackson community. New development, safety, and the lack of pedestrian trails/sidewalks were not identified as threats to the current quality of life in the Jackson community. Over half of all respondents think the quality of life in Jackson has remained about the same or gotten at least somewhat better over the past 10 years. A similar percentage believes Jackson will stay about the same or become a better place over the next 5 years.

New Developments and Businesses

A substantial majority of questionnaire respondents believe it is either very important or somewhat important to attract new businesses and other uses into Uptown Jackson. A similar percentage of respondents believe it is either very important or somewhat important for Jackson to attract new businesses and other uses to the East Main Street/Interstate 55 interchange area. Restaurants and Retail Stores are the types of development respondents would most like to see in the area surrounding the East Main Street/I-55 Interchange area. Attracting new gas stations, entertainment uses, and hotels were the other types of developments most respondents want to see locate in the area of the East Main Street/I-55 Interchange area. Most respondents would like to see new residential development in the form of single-family homes in Jackson in the future. The next most desired type of residential development respondents would like to see in Jackson is housing for senior citizens. When asked what kind of new development they would least like to see in Jackson, a majority indicated rental apartments.

Strengths and Issues

Schools, residents, and location/access to major roads and the interstate system were identified by respondents as the three greatest strengths of Jackson. The four most important issues facing the City of Jackson were identified by respondents as: a need to attract new businesses, traffic flow and circulation, maintaining existing businesses, and public infrastructure.

A Community Visioning Workshop was held to solicit the community's input on a range of issues and concerns in order to create a shared Vision for the City of Jackson's new Comprehensive Plan. The Visioning Workshop was held on March 24, 2009 at the Jackson Middle School Library located at 1651 West Independence Street. Approximately thirty (30) people, including city staff, elected and appointed officials, residents and business owners, attended the workshop.

The Workshop included both large group and small group working sessions which reviewed and discussed conditions and potentials within the City. The large group worked together to identify issues and opportunities, and the small "breakout" groups worked together to develop "visions" for the future of the community. The Workshop concluded with general agreement regarding the long-term role and character of Jackson and the projects and improvements that will be desirable in the future.

Visioning Workshop Session

Following a brief discussion of the Comprehensive Planning process, the participants were asked to answer and discuss, as a group, the following three questions:

1. What are three new private-sector projects or developments you would like to see undertaken?
2. What are three new public-sector projects or developments you would like to see undertaken?
3. What would you not like to see take place in Jackson in the next 10-15 years?

New Desirable Private Sector Projects/Developments

Attendees discussed several new private sector projects and developments that they would like to see undertaken with the City of Jackson over the next 10-15 years. The majority of the projects cited by attendees dealt with attracting new businesses and retail opportunities into the community specifically within Uptown and near the new interchange, and supporting existing businesses and employers to remain within Jackson.

New Desirable Public Sector Projects/Developments

Attendees discussed several new public sector projects and developments that they would like to see undertaken with the City of Jackson over the next 10-15 years. The majority of the projects cited by attendees dealt with improving infrastructure, transportation circulation, and the promotion and marketing of Jackson for businesses and employment opportunities.

Undesirable Uses or Developments

As part of the visioning session, in addition to asking attendees what uses or projects they would like to see within the City, they were also asked what uses or developments would be undesirable. Attendees cited specific undesirable projects for residential, commercial and transportation related projects.

- ◆ Undesirable Residential Development: Attendees did not want to see any more rental apartments, low-income

housing projects, or more single-family homes converted to rental units. Participants also stated that new mobile home parks were undesirable within the City.

- ◆ Undesirable Commercial Development: Participants wanted to see existing strip malls filled with tenants. Several vacancies within existing retail strip malls were cited by many as a concern. Participants cautioned that new commercial developments outside of Uptown should not directly compete with/or deter from existing and future Uptown businesses. Specifically, attendees stated that they do not want to see Wal-Mart leave the City of Jackson. Unattractive developments were also noted by participants as undesirable.
- ◆ Undesirable Uses Added to the Community: Participants mentioned that they would not want to see a new land fill or a rock quarry located within the community.
- ◆ Do not Lose Historic Buildings/Character: It was mentioned that it was important for the City to protect the historic homes and/or commercial buildings within the City.
- ◆ Projects Built Without Cooperation: Attendees stated that they would like to see the City of Jackson and the City of Cape Girardeau work together on more joint projects to benefit the entire community.
- ◆ Undesirable Transportation Projects: Regarding transportation and circulation issues, some attendees stated that they do not want to see a by-pass constructed around Uptown. While others in attendance did not want to see truck traffic continue through the Uptown area.
- ◆ Do not Lose Environmental Assets: Attendees felt strongly that the environment should be protected as the City continues to grow. Wherever possible, existing high-quality wooded areas should be protected and preserved. As the City continues to grow, attendees want the existing and older parts of the City taken care of (infrastructure, services, etc).

Figure 2
Community Visioning Charrette
 (Groups 1 & 2)

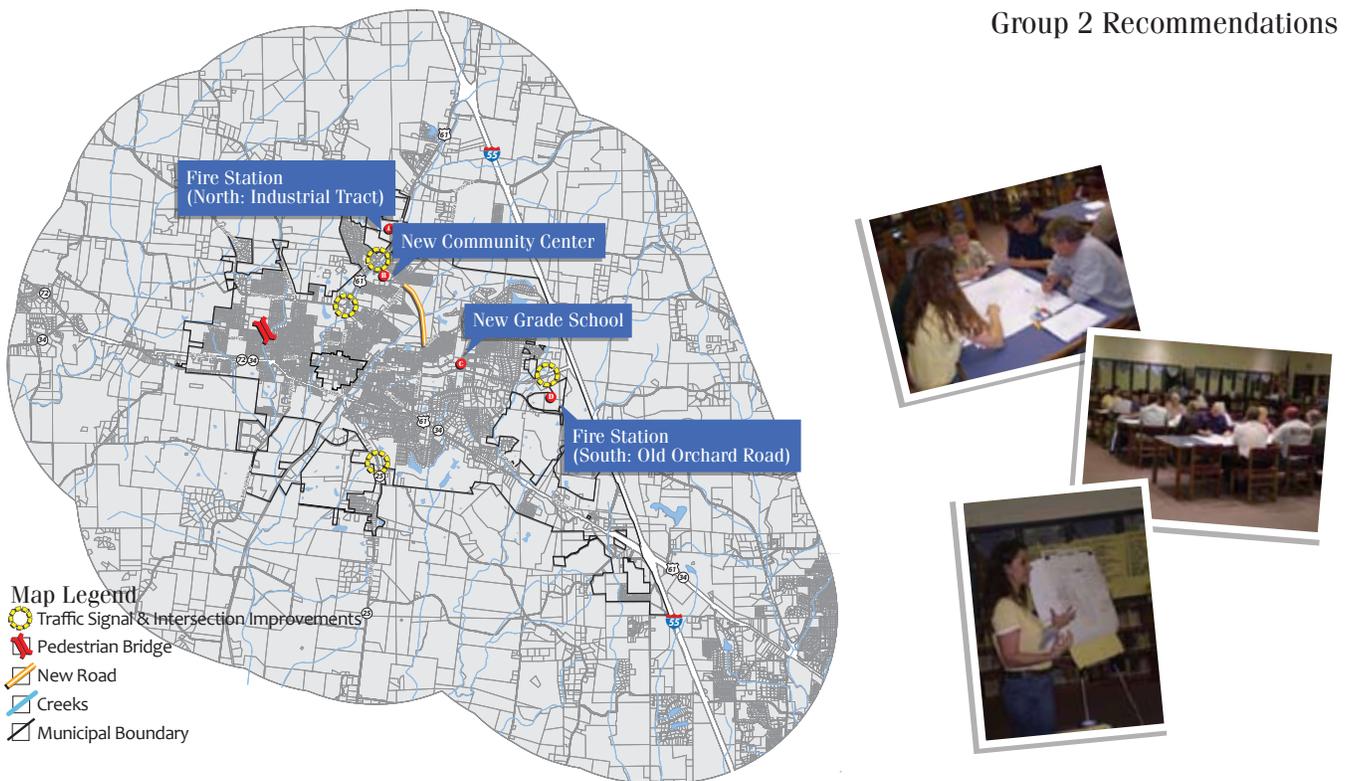
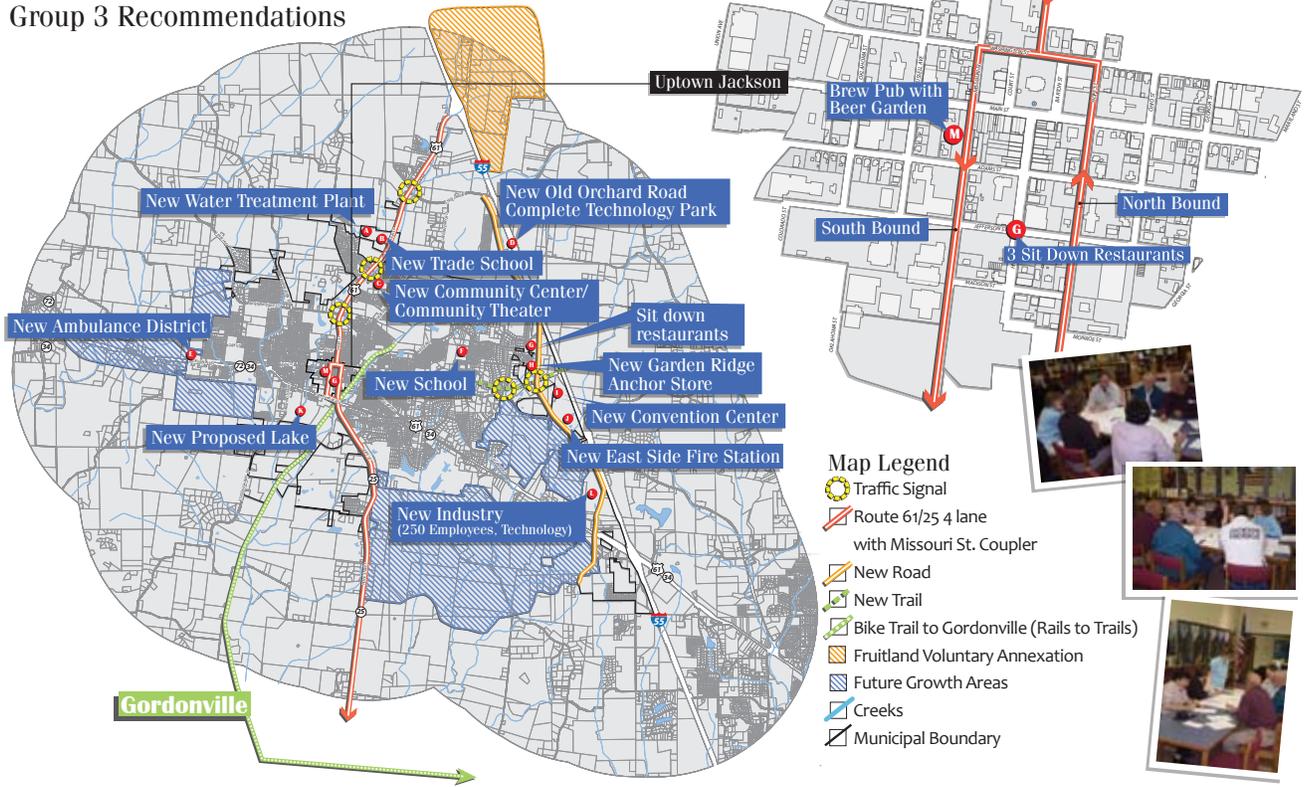
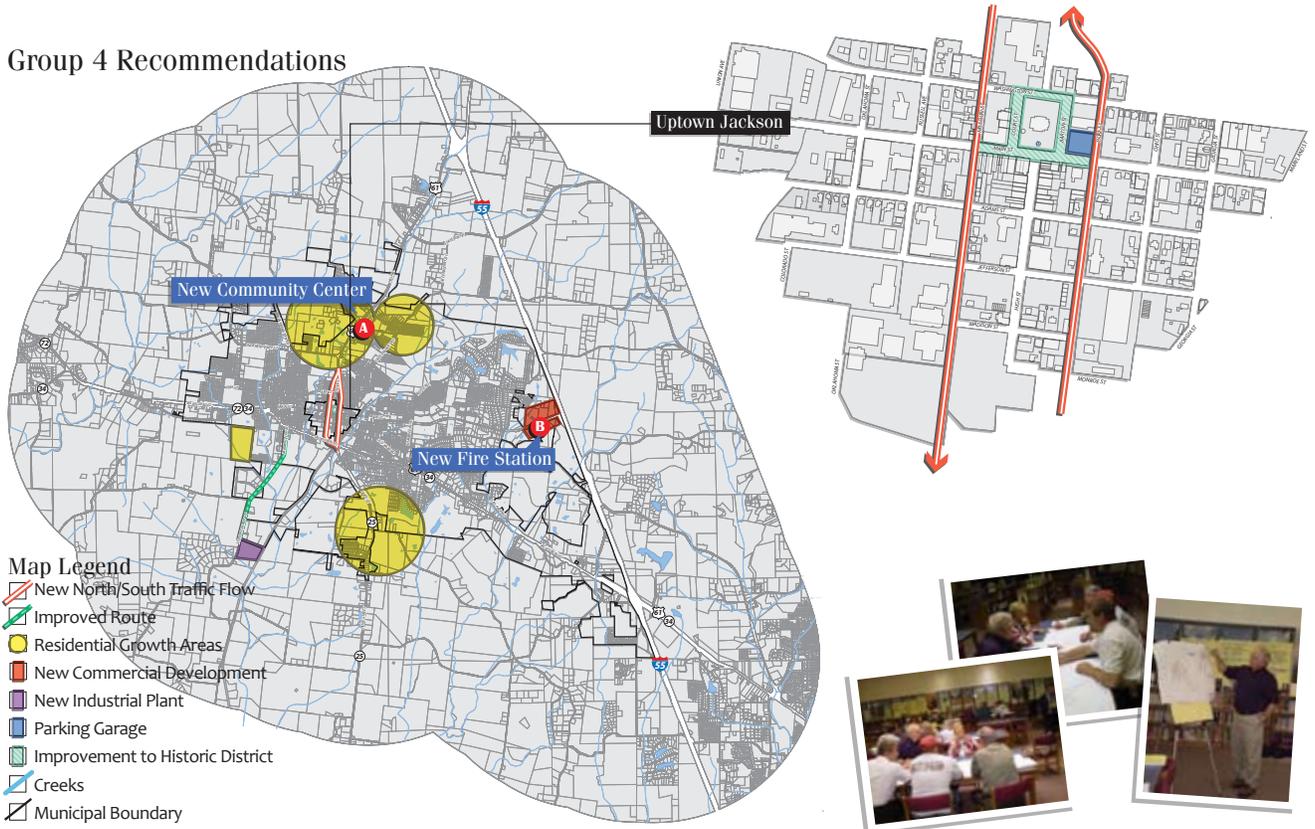


Figure 3
Community Visioning Charrette
 (Groups 3 & 4)

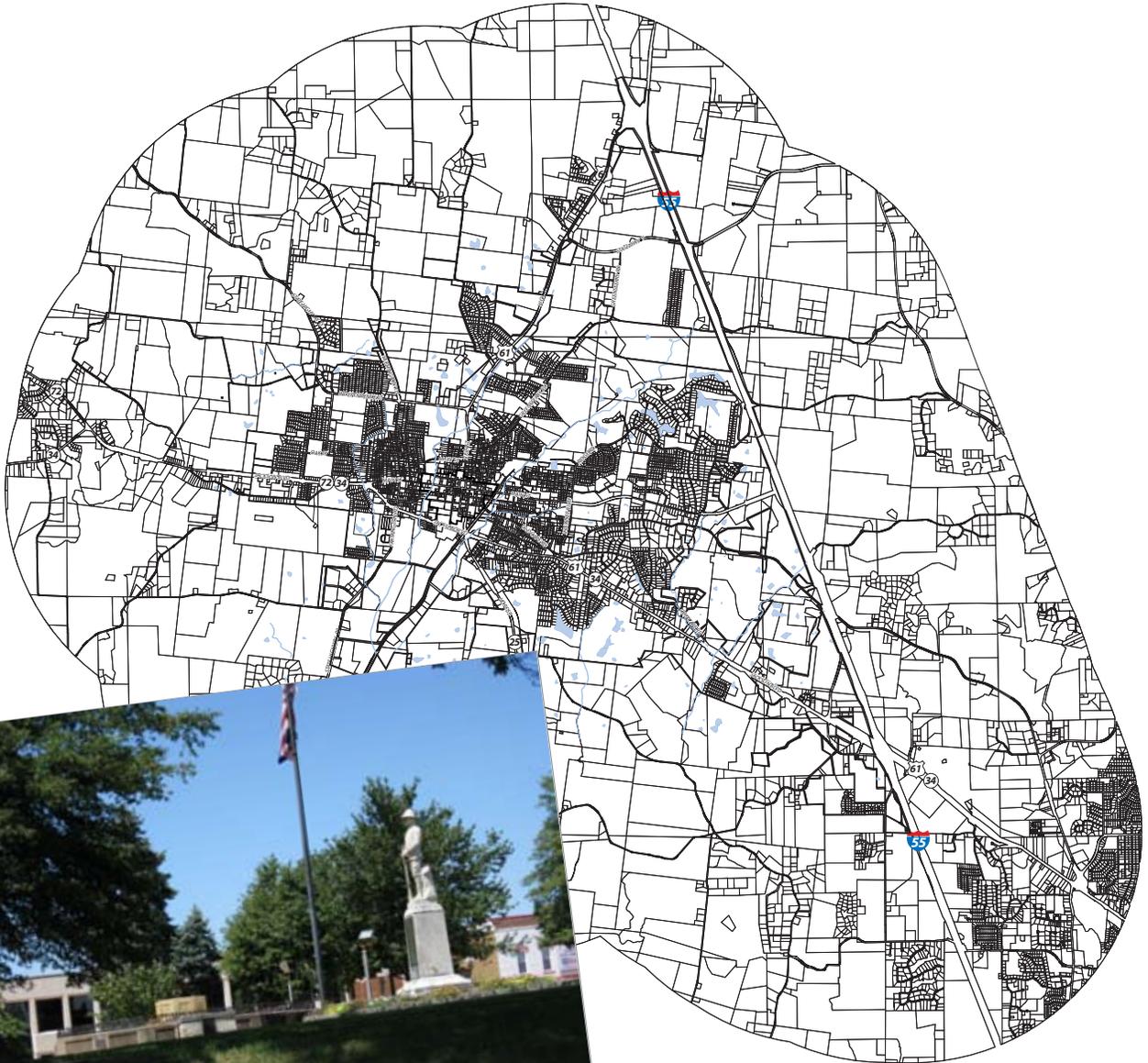
Group 3 Recommendations



Group 4 Recommendations



Section Two: Vision, Goals and Objectives



Section 2: Vision, Goals & Objectives

The Vision is intended to be a retrospective that chronicles the accomplishments and achievements that have been undertaken in the City of Jackson since the new Comprehensive Plan was completed in 2009.

The City's Vision incorporates the main ideas and recurring themes discussed at the Visioning Session Workshop, and includes input from previously held workshops, interviews, questionnaires, and group discussions.

The Vision provides a foundation for the goals, objectives, policies, and recommendations contained in the City's updated Comprehensive Plan.



Community Vision

Since the City's Comprehensive Plan was updated in 2009, the City of Jackson has continued to grow while at the same time has maintained its historic and small-town charm which is the heart of the community. The following vision is written as a retrospective in the year 2019 which paints the picture of what changes and improvements have happened over the last 10 years since the plan was adopted.

IN THE YEAR 2019...

Although the City of Jackson has continued to grow, it has retained its **small-town charm and character** which attracts new families and businesses to locate within the community. The City has built upon its excellent reputation within the region, especially for its strong school system and spirit, to also be well known for its Uptown, its industrial and employment opportunities, its excellent parks system and community service providers and of course its friendly residents. Overall the City has seen a tremendous number of beautification programs take place that have improved many parts of the City. Examples include the removal of the old railway cars from the City, the addition of low-maintenance landscaping/trees throughout many public right-of-ways, and within parking areas, and the resurfacing of many streets through the City, primarily Route 61, that have improved the appearance of the community.

The existing **residential neighborhoods** have been maintained and in some areas improved with the addition of street trees, sidewalks, and improved buffering from adjacent non-residential uses. New residential developments include a mix of single-family and townhome developments, with new condominium units constructed within the Uptown area that provides local businesses with a larger customer base throughout the day. As the City continued to annex land and grow outwards, residential properties have been serviced with city utilities such as water and sewer services funded primarily by new development. Existing mobile home sites have begun to redevelop, and those areas that remain have improved their appearance and maintenance services.

The City's **parks, open space, and environmental features** have been enhanced and new recreational features have been added that provide expanded programming opportunities for residents. As development continued in the City, developers were required to

dedicate park space within walking distance of each home. In addition to the open space improvements, the City has also worked with private entities to open a new Community Center within the City. This community center is a popular facility offering meeting space, athletics, and cultural learning for all age groups. Due to the popularity of the Community Center, the City is considering opening a second indoor Community Center within the Uptown area. The City has also improved the appearance of the creeks running through the City, such as Hubble Creek, and has extended bike trails along these corridors wherever feasible. New developments have been constructed with increased setbacks from the creeks to improve stormwater management and lessen flooding issues along the creeks.

An improved **transportation** system for both vehicles as well as pedestrians, and public transit now provides an efficient and effective means by which residents traverse the City. New roads have been designed and the majority have been constructed. One of the most significant transportation improvement within the City has been the redesigned Route 61 through Uptown. The City worked with MoDOT and the adjacent property owners and businesses to create a “win-win” solution for improving flow and circulation within Uptown. The bridge located off of Route 61, east of Harmony Lane, has been opened to the public and is an important access point not only for the residential neighborhoods to the east but for visitors to the new athletic fields and community center located on this parcel. A new road connection has been planned to connect Shawnee Boulevard with Greensferry Road. When completed, this new road will alleviate traffic from the Uptown area and will create an additional east west connection through the city. Another key project that has benefited circulation within the City has been the opening of the Old Orchard Road which parallels the interstate from Jackson Boulevard to State Highway Y. This new road has opened up considerable tracts of land for new development and has provided an additional route for truck traffic, especially for those trucks that are servicing the new uses, and commercial/light-industrial developments along this road. Other new roads that have been constructed and improved through the city include a connection from Independence Street to NW Lane, a connection between Harmony Road and Farmington Lane, and improvements to State Highway PP.

The City’s plan for a **regional bike trail** has come to fruition. Financed in part by grants and developer dedications, the City’s

bike trail system connects all parks, community facilities, schools, and the Uptown area with a larger regional trail system which links with Gordonville and Cape Girardeau. A key link in the system was the conversion of an old rail line running between Jackson and Gordonville.

Another major improvement within the City has been the addition of **public transit** within the City with connection to Cape Girardeau. Bus routes are now in operation throughout the City connecting key points within the City such as Uptown, Senior Housing Developments, Community Centers, and medical offices, and the hospitals in Cape Girardeau.

A new shared **community facility** that is home to a new Fire Station and Police Station is located along Main Street near the interstate. This shared facility has increased the service areas for both fire and police in this area. By constructing a shared facility, the City has realized a savings in construction and maintenance cost and has increased efficiencies between both departments. The Fire Department is currently pursuing a third station location in the western portion of the community to provide service to the growing western sector of the City.

Capitalizing upon the new **East Main Street/I-55 Interchange**, new development has occurred within this area that has provided both local residents and visitors with shopping, employment and entertainment uses. The City successfully continues to work with both Cape Girardeau and Southeast Missouri State University to plan for and promote attractive and desirable development within this area. The University’s new Technology Village has added a tremendous mixture of uses, from school facilities, to offices, to commercial/retail, and new student housing. Family entertainment uses have also been developed in this area such as a movie theatre, a bowling alley, and family-style sit down restaurants. A new hotel has opened within the City near the interchange, and due to the popularity of the area, the hotel has plans to construct a convention center/banquet hall. Using the Design Guidelines and requirements of the City’s Overlay District for this area, new developments and public right-of-ways are attractive, of high-quality and create an impressive “first impression” for those entering the City of Jackson from the Interstate.

The **City-owned property** that was marketed for future industrial development has since been redeveloped. The City re-

tained a portion of the site which houses the water tower and has constructed a new water treatment plant adjacent to the tower. The City has also retained approximately 2-3 acres for a possible new Fire Station at this location. The remaining portion of the property has been sold and a new trade school/university facility has opened on the site. The new campus-like setting has been designed to “fit-in” with the grade changes and rolling topography of the site which has created a campus-like setting.

The City has worked with private developers to install new **infrastructure** to service new developments within the growing City limits. The City has implemented many of the recommendations from its long range Infrastructure Plan to install new services while also updating existing services within the City. Major infrastructure improvements that have occurred include a new water treatment facility, new stormwater detention/retention areas including a potential stormwater lake in the southwest sector of the City. New signalized intersections have also been installed at key locations within the community where such improvements were warranted. These new signals include clearly marked pedestrian crossing areas with improved signage, pavement markings and pedestrian-scaled lighting.

The City continues to work with local businesses and property owners with **Uptown** to improve the areas appearance and add to the services and businesses provided within the area. Streetscaping and façade improvements programs and funding programs have been created that assist local businesses in improving their buildings to help support the area as a Historic District. Building upon the vision for the Uptown as a Historic District, the

City has supported the installation of streetscaping features, such as decorative lighting, benches, sculptures, bike racks, and pedestrian crossings that promote this identity. The City continues to work with Uptown businesses, as well as the School District and other schools/churches within Uptown to plan for a future parking structure. Possible locations for the parking structure have been selected and the City continues to work with businesses to negotiate a public/private partnership to fund the project. While the ultimate goal for the Uptown would be a parking structure, the City has improved existing parking areas, on-street parking locations, and created new surface parking lots within Uptown that have greatly improved the need for parking in the area. Existing businesses have remained in the Uptown area, while new local and national retailers (such as restaurants, brew-pubs, boutiques, and grocery stores) have also opened stores. To improve the number of potential shoppers that frequent Uptown in the evenings and on the weekends, new mixed-use developments have been built within Uptown. These new mixed-use buildings consist of retail on the ground floor, with office or residential above. Overall, the Uptown area has become an exciting destination for residents and visitors, while at the same time, it has remained its small-town character and charm.



Goals And Objectives

Together, the goals and objectives paint a picture of what the City of Jackson wants to accomplish with its updated Comprehensive Plan and with other development tools and ordinances. The following goals and objectives should provide decision makers with additional direction and tools to serve as a guide for evaluating specific projects and potential land use recommendations.

Goals describe the desired results toward which planning efforts should be directed. They are broad and long-range and goals represent an end to be sought, although they may never actually be fully attained.

Objectives describe more specific actions that should be undertaken in order to advance toward the overall goals identified. Objectives provide more precise and measurable guidelines for planning action.

The goals and objectives presented below are based on input from the Steering Committee, City staff, community workshops, key person interviews, on-line questionnaires and from feedback and discussions at various public meetings.

The goals and objectives have been categorized into the following topics:

- ◆ City Image and Identity;
- ◆ Community Facilities & Services;
- ◆ Residential Neighborhoods;
- ◆ Commercial Areas;
- ◆ Transportation & Circulation;
- ◆ Recreation, Open Space & Environmental Features;
- ◆ Intergovernmental & Organizational Cooperation;
- ◆ Fiscal & Economic Development; and
- ◆ Administration

City Image And Identity

Goal

To enhance the overall image and appeal of the City through physical improvements, policies, programs, and the use of design standards.

Objectives

- ◆ Maintain and improve the quality of Jackson's Uptown area, through streetscaping and economic development efforts, to strengthen the City's small town, historic atmosphere.
- ◆ Recognize the importance of the Uptown Commercial Historic District and ensure that recommendations within the Comprehensive Plan support the District.
- ◆ Incorporate streetscape elements that beautify and strengthen the image of the community such as landscaping, streetlights, benches, trash cans, way finding signage and other amenities.
- ◆ The City should continue to employ its gateway signage/features at key locations to "announce" one's arrival into the City, which distinguishes Jackson from the surrounding communities. In addition, the City should erect additional signage for the Uptown Area to aid in the "sense of place" for this unique district within the City.
- ◆ Encourage unified, high-quality design and construction for all developments, with an emphasis on site design, building orientation, architectural style, building materials, and site improvements.
- ◆ Implement the Design Guidelines that have been created as part of the Overlay District for the East Main Street/I-55 Interchange.
- ◆ Improve the appearance of existing commercial areas, with an emphasis on the appearance of buildings, signage, site landscaping and streetscape amenities.
- ◆ Promote community events and festivals within the Uptown area. Examples include a farmers market, concerts, and senior socials. These events bring the community together to create a sense of unity for City residents and visitors. These events also attract potential shoppers into the Uptown area on evenings and weekends.
- ◆ Maintain consistent and high quality improvement of all public streets, parkways, sidewalks, and other visible municipal infrastructure.

- ◆ Establish incentives/programs to improve and install screening/buffering along corridors, or between residential and non-residential properties within the City.
- ◆ Build upon the City's excellent reputation for its school district, High School sports, by also promoting and marketing other assets such as Uptown and business opportunities.

Residential Neighborhoods

Goal

Provide a healthy housing and living environment, which supports the local population and accommodates future growth.

Objectives

- ◆ Existing and new residential neighborhoods should maintain the small town/home town appeal of Jackson.
- ◆ Employ an open space land dedication or cash-in-lieu regulation to require developers to dedicate land or funds to develop parks within new residential developments to ensure that adequate park space is maintained as the City's population increases.
- ◆ Maintain and enhance the attractive neighborhoods and neighborhood parks in the City through landscaping, streetscaping, and general upkeep.
- ◆ Encourage growth consistent with the density and intensity that provides the City's present character.
- ◆ Ensure the City's senior citizens have quality housing options. For existing and future senior housing developments, work with potential future transit providers to provide public transit linkages to community facilities and medical services.
- ◆ Maintain and promote a housing stock of predominantly single-family homes. New multi-family residential developments should consist of high-quality townhomes, or condominiums.
- ◆ Promote the introduction of appropriately scaled mixed-use developments in the Uptown area to provide a high-end residential product within Jackson.
- ◆ Work with the owners of existing mobile home developments to improve their appearance through the use of improved landscaping, maintenance schedules, and possible screening.
- ◆ Plan for and implement a sidewalk program, whereby, main streets within residential neighborhoods have sidewalks

installed that provide safe, off-street mobility for residents and students to walk to school and other community facilities such as Uptown and parks.

- ◆ Require developers of new residential subdivisions to finance the construction of new infrastructure and utility extensions to provide service to their developments.
- ◆ Protect residential areas from encroachment by incompatible land uses and the adverse impacts of adjacent activities. For example, as new development occurs near the East Main Street/I-55 Interchange, ensure that new developments follow the setback and buffering requirements as outlined in the overlay district.
- ◆ Strictly enforce all zoning and building codes.
- ◆ Preserve sound existing housing through regular, active code enforcement, and preventative maintenance programs.
- ◆ Be cognizant of the character of older residential neighborhoods, and protect historically significant homes within the City.
- ◆ Encourage the use of attractive architectural design and landscaping in all neighborhoods.
- ◆ Encourage new development and infill development/re-development which are complementary to the scale and character of surrounding residential uses.

Commercial And Retail Areas

Goal

Attract new businesses and increase the availability of commercial retail areas in the City for the convenience of Jackson residents while supporting existing desirable businesses.

Objectives

- ◆ Identify specific actions and strategies to be undertaken which will enhance the economic health of the City's commercial areas.
- ◆ Ensure that all retail, office, and service commercial activities are organized by uses and concentrated within or near areas of similar or compatible uses.
- ◆ Promote new commercial development and reinvestment within select locations, primarily in the Uptown area, the intersection of East Main Street and I-55, and along corridors as identified in the Land Use Plan.
- ◆ Initiate programs to encourage the improvement and rehabilitation of older commercial buildings and areas which are, or are becoming, functionally obsolete including improvements to facades, signage, streetscaping, landscaping, and parking areas.
- ◆ Promote and require landscaping within commercial areas and require the upkeep of parking lots, opaque screening of service areas, drives, buildings, and incompatible uses.
- ◆ Encourage new development to utilize "green technology" and Best Management Practices (BMPs) such as green rooftops, solar energy, bioswales, and green paver parking lots to reduce stormwater runoff and improve stormwater quality.
- ◆ Encourage coordinated and shared vehicle access in commercial areas wherever possible.
- ◆ Encourage commercial uses that would capitalize on close proximity to the Interstate.
- ◆ Promote a healthy mix of commercial retail stores, restaurants, service stations, family entertainment uses, hotels and convention center/banquet facility surrounding the East Main Street/I-55 Interchange.
- ◆ Work with Southeast Missouri State University to plan for and develop their Technology Village within this area to ensure cohesiveness between the University, City of Cape Girardeau and the City of Jackson.

- ◆ Continue to improve the land use pattern and zoning districts along the City's existing Commercial Corridors to improve use, appearance, and cohesiveness of each corridor.

Environmental Features And Open Space

Goal

Protect and enhance the City's parks, open space and environmental features that contribute to the character of the community and quality of life for residents.

Objectives

- ◆ Employ an open space land dedication or cash-in-lieu regulation to require developers to dedicate land or funds to develop parks within their developments to ensure that adequate park space is maintained as the City's population increases.
- ◆ Explore opportunities for new park sites in older, developed neighborhoods within the City.
- ◆ Improve public access and circulation along Hubble Creek through new trail systems and parks, and create connections into the Uptown area.
- ◆ Expand the existing trail system to promote connectivity and alternative modes of transportation in the City and between adjacent communities.
- ◆ Maintain and enhance all City parks to provide both passive and recreational opportunities.
- ◆ Continue to work with other parks and recreation providers, such as the City of Cape Girardeau, County and private recreation providers to provide appropriate recreational activities for residents.
- ◆ Continue to support the development of indoor community meeting space within the City.
- ◆ Explore opportunities to develop indoor swimming space within the City. Although such as facility is expensive to construct and maintain, the City should consider public/private partnerships to provide this amenity in the community if desired by residents.
- ◆ Preserve high-quality vegetation and wooded areas wherever possible as new development occurs.
- ◆ Require appropriate setbacks and buffering from creeks and floodways to minimize flooding issues and improve water quality.

- ◆ Explore potential land use or policy decisions to mitigate future flooding.
- ◆ Consider the location of the Jackson Fault line when developing multi-story buildings above the fault line.
- ◆ Promote the use of Best Management Practice and Smart Growth planning and construction techniques for new developments.
- ◆ Promote projects that pursue and obtain LEED (Leadership in Energy and Environmental Design) certification.

Transportation And Circulation

Goal 1

Improve the safety and efficiency of vehicular movement within the City.

Objectives

- ◆ Improve traffic flow into, and through, the Uptown area.
- ◆ Improve safety, traffic flow, and pedestrian movements along the main corridors within the City including East Jackson Boulevard, State Route 61, and East Main Street.
- ◆ Eliminate unnecessary and dangerous curb cuts throughout all of the commercial corridors to improve the safety and efficiency of vehicular movement.
- ◆ Consider improvements to the center turn lane that runs along East Jackson Boulevard that will improve turning movements and circulation.
- ◆ Establish a wayfinding signage system that directs motorists to key community facilities, retail, office and industrial destinations.
- ◆ Promote public transportation within the Community.
- ◆ Work with MoDOT to improve traffic flow, safety, and efficiency of state routes through the City.
- ◆ Continue to budget for on-going maintenance and repairs of City-owned streets.
- ◆ Examine the parking available within the Uptown area and provide recommendations for improving existing surface parking areas, on-street parking, and/or promote potential public/private partnerships to construct a shared parking structure.

Goal 2

Improve the safety and efficiency of State Route 61 as it travels through the Uptown area.

Objectives

- ◆ Continue to work with MoDOT on reconfiguring Route 61 as it travels through the Uptown area.
- ◆ Continue to work with local business owners and residents to implement a solution and build community support for the reconfiguration.

Goal 3

Provide a safe and coordinated pedestrian/bicycle transportation network that connects community residents to key amenities in the City.

Objectives

- ◆ Expand the existing trail system to promote connectivity and alternative modes of transportation in the City and between adjacent communities.
- ◆ Improve public access and circulation along Hubble Creek through the creation of new trail systems, and create connections into the adjacent Uptown area and residential areas.
- ◆ Encourage all new development to construct sidewalks on both sides of the street to promote pedestrian circulation.
- ◆ Within Uptown, along the main corridors within the City, and at access points to the City trail system, establish a pedestrian-scaled wayfinding system that directs people to key community facilities, retail and office destinations.
- ◆ Encourage the development of “Complete Streets” to safely accommodate all motorists, pedestrians and bicyclists traveling along key corridors in the City.
- ◆ Improve existing and future signalized intersections to include clearly marked pedestrian crossings include pavement markings, lighting, and signage.

Goal 4

Continue to establish a well-connected and planned transportation network within the City, especially within new growth areas.

Objectives

- ◆ Continue to plan for and develop new roads as presented in the City's Transportation Plan.
- ◆ As new development occurs, ensure appropriate street right-of-ways are dedicated to the City for future road improvements.
- ◆ Continue to work with residents to plan for and connect new streets and street connections within the City.
- ◆ Continue to work with MoDOT, the County, and adjacent communities to ensure that all future roads are planned together effectively and efficiently.
- ◆ Explore funding options and potential funding sources for new transportation related projects within the City.
- ◆ Promote the improvement of public transportation service within the City of Jackson with connections to adjacent communities and facilities such as the local hospitals.

Community Facilities And City Infrastructure, Services

Goal

Maintain quality community facilities and services within the community.

Objectives

- ◆ Ensure adequate levels of fire and police protection throughout the City.
- ◆ Maintain adequate sites for the City facilities; constructing, renovating, and relocating facilities when necessary.
- ◆ Continue to plan for and construct a new satellite fire station that may also include a new police substation. The location of the new facility should maintain and improve service levels.
- ◆ Continue to improve and construct an indoor community center for use by City residents.
- ◆ The City should consider selling the city-owned parcel that has been marketed for industrial use. The City should retain the portion of the property with the water tower and possibly additional land for future city facilities (i.e. water treatment plant, fire station, etc).
- ◆ The City should continue to work with the County to ensure that County facilities remain within the Uptown area.
- ◆ Continue to budget for and implement improvement, expansion and maintenance of city infrastructure. The infrastructure includes roadways, stormwater drainage system, water production and distribution, sewer collection and treatment.
- ◆ Promote the coordination of infrastructure and utility projects with other agencies to reduce City costs through economies of scale.
- ◆ Work with the Southeast Missouri University on their plans for the Technology Village to ensure that the City has input in the design and ultimate development of the school property.
- ◆ Improve and expand specialized facilities and services for senior citizens and youths.
- ◆ The opportunity may exist to combine the City and regional libraries into one shared facility. Moving forward, the process should involve discussions with both library districts to determine if this is desirable, and/or feasible.

Intergovernmental And Organizational Cooperation

Goal

Continue to work with adjacent communities, the County, and internally with each City Department to implement the goals and recommendation of the Comprehensive Plan.

Objectives

- ◆ Continue to meet with and communicate with adjacent communities regarding future plans for the City of Jackson and the outlying areas.
- ◆ The City should work with the City of Cape Girardeau, and other adjacent communities, to establish formal boundary agreements that will protect each community from future developers using this to their advantage against the other community.
- ◆ Wherever possible, work with the County to determine if there are cost-saving potentials that could occur by working together to provide services or facilities.
- ◆ Maintain a positive channel of communication with the Missouri Department of Transportation (MoDOT) for better coordination regarding projects within their jurisdiction.

Fiscal And Economic Development

Goal

To improve the fiscal climate of the City of Jackson while supporting existing businesses and actively pursuing new businesses within the City to increase tax dollars and employment opportunities for residents.

Objectives

- ◆ Promote the addition of new office development into the City, particularly in the East Main Street/I-55 Interchange, the commercial corridors, and the Uptown area.
- ◆ Seek opportunities for new employment growth through the retention and expansion of existing employers.
- ◆ Promote the development of a new hotel/convention center near the East Main Street/I-55 interchange.
- ◆ Encourage the maximization of retail sales tax generating uses in all commercial areas.
- ◆ Establish marketing strategies to retain and attract businesses and developers.
- ◆ Partner with the Jackson Chamber of Commerce in their efforts to market and promote local businesses.

Annexation Strategies And Future Growth

Goal

Maintain a balanced community as growth occurs that equitably attributes the costs of growth including the cost of future municipal services and utilities.

Objectives

- ◆ Coordinate the growth of the City with the level of municipal services required while limiting the City's share (if any) in the financial cost of providing those services.
- ◆ Coordinate the sizing and locations of new sewer and water extensions with the City's long-range plans for new growth and development, allowing for incremental or phased improvements.
- ◆ Establish and maintain mutually agreed upon formal boundary agreements with neighboring communities such as the City of Cape Girardeau. In addition, the City of Jackson should work together with adjacent communities to plan for larger regional issues such as the creation of shared transportation plans, complementary land use plans and notification requirements.
- ◆ Pursue a course of aggressive annexation agreements and annexations to ensure that future development in the City's planning jurisdiction is consistent with the goals of the City.
- ◆ Update the City's zoning ordinance to include an agricultural classification especially as a tool for assisting with large farms that are annexed into the City.

Plan Implementation

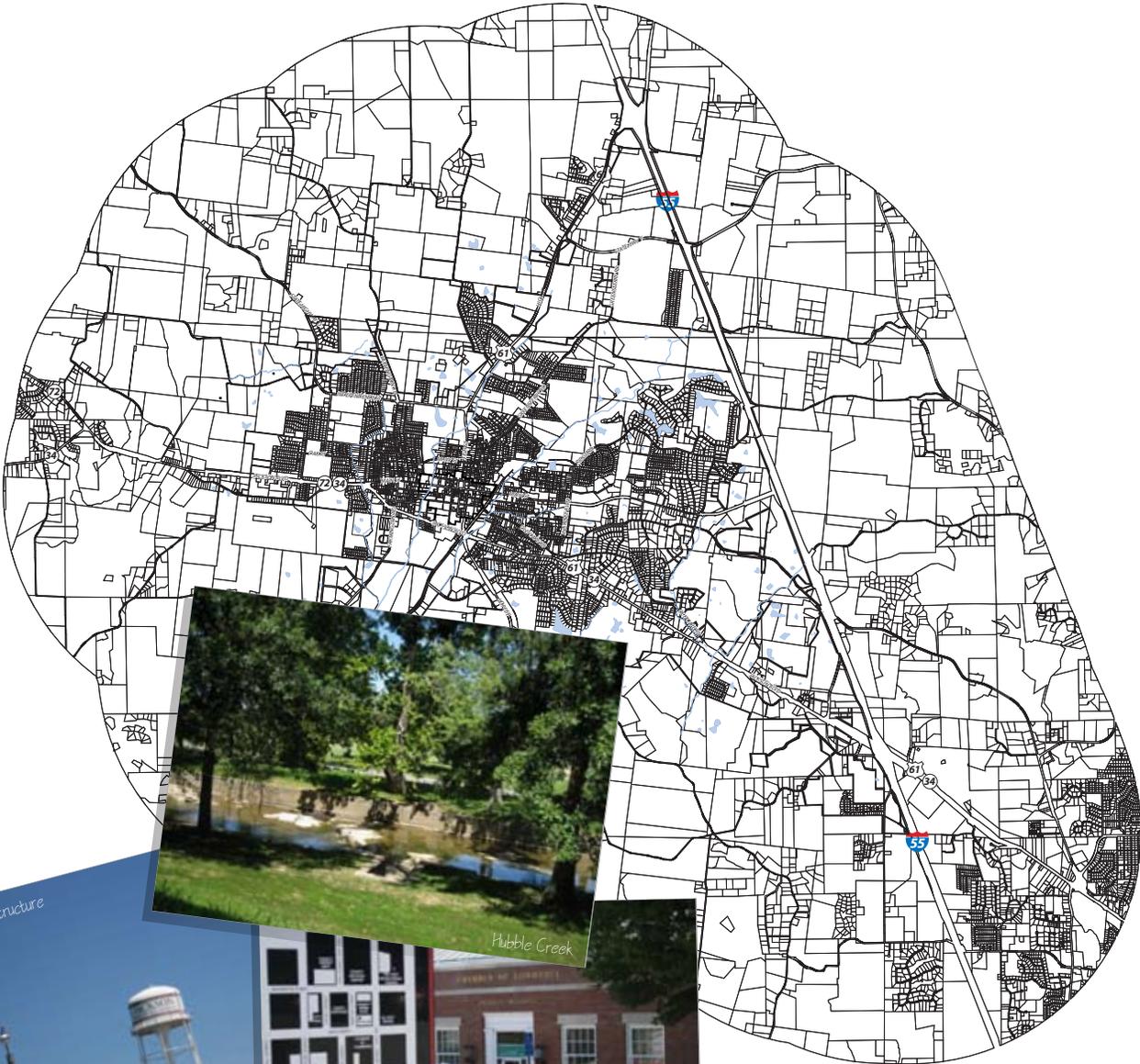
Goal

Implement, monitor progress, and update the Comprehensive Plan.

Objectives

- ◆ Maintain a five-year action plan to prioritize objectives and list accomplishments of proceeding years.
- ◆ Make available existing and/or new financial resources to implement the Comprehensive Plan.
- ◆ Establish a process for the regular review and update of the City's Zoning Ordinance to appropriately meet the changing needs of the community.
- ◆ During the Comprehensive Plan review and amendment process, consider any input and involvement of the City Council, Planning and Zoning Commission, various City committees, local organizations, business owners, and residents.
- ◆ Identify and engage agencies and organizations willing to share in the responsibility for active implementation of the Plan.

Section Three: City-wide Plans



City Infrastructure



Hubble Creek



Uptown Jackson

Section 3: City-wide Plans

Land Use Plan

The Land Use Plan presents recommendations for improving and enhancing existing land-use designations within the City’s current municipal boundaries as well as for parcels within the City’s planning jurisdiction. As the City of Jackson continues to grow outwards from its municipal limits, the Land Use Plan should be used by City Staff, residents, businesses, and elected and appointed officials in future decision making.

The Land Use Plan builds upon the existing conditions and land use pattern that exists within the City. Land Use designations have been provided for each parcel and detailed potential land use and development concepts have been illustrated for highly-visible, high-profile large vacant areas with high development potential. These sites include the City owned property (marketed for industrial uses), and the available property surrounding the new East Main Street interchange with I-55.

The Land Use Plan builds upon the existing land use patterns of Jackson, and strives to reinforce and strengthen the traditional character of the community while supporting and improving the commercial and employment base within the City. The Land Use Plan also protects and preserves the City’s parks and open space system and the community’s high-quality environmental features.

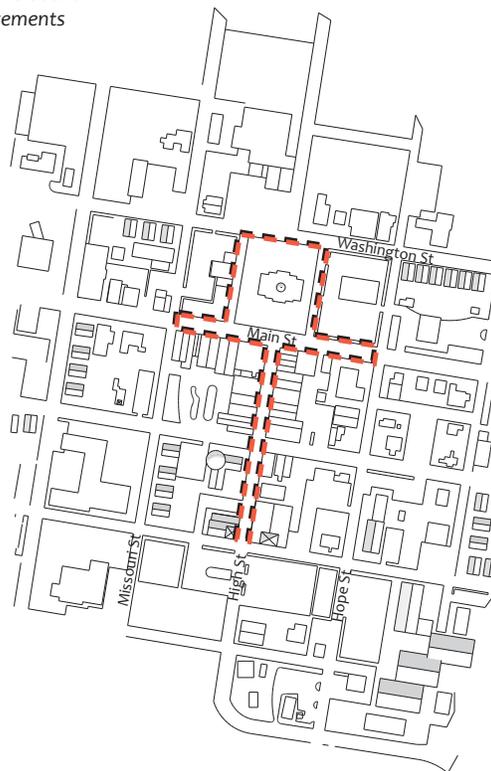
The recommendations of this Plan strive to prevent the premature conversion of agricultural land and open space, and promote programs and policies for improving and maintaining existing residential, commercial, agricultural and open space areas.

This Plan provides a general guide for growth and development within the City’s planning jurisdiction and it should not be considered a “set in stone” site development plan. While the Land Use Plan is specific enough to provide guidance on land-use decisions, it is also flexible enough to allow for individual negotiations and the consideration of creative approaches to land development that are consistent with the policies and guidelines included in the Comprehensive Plan.

Uptown Historic Commercial District - This figure illustrates the boundaries of the Historic District and a list of the proposed improvements planned for the area.

**ENHANCEMENT PROJECTS
AS OUTLINED IN CURRENT
PROJECT**

- Historic Lighting
- Crosswalk Pavers
- High Street Sidewalk Pavers
- High Street One Way
- Angled Parking
- Courthouse Lawn
- Paver Walks
- Benches
- Flower Beds
- Light Pole Banners
- Trash Receptacles
- Bicycle Racks
- New Canopies
- Signage



Subarea Analysis

Uptown

Although this Land Use Plan designates specific land use designations for parcels within the Uptown area. Flexibility in future land-use decisions within this unique of the area should be reinforced to allow for high-quality development proposals that could be brought to the City for review and approval. The Uptown Area should remain a mixed-use area including residential, commercial, community facilities, and government uses. The intent of the Land Use Plan is to maintain the mix of uses to support and improve upon the area's already charming and "historic" setting. Older buildings should be rehabilitated and reused where possible, and new construction should be compatible with the scale and overall character of Uptown. This area should accommodate boutique shops and services, bakeries, office/residential conversions, family-style restaurants, and more.

This Plan also acknowledges the importance of keeping the current schools, religious institutions, and various government facilities within Uptown. These uses provide anchors and destinations within Uptown that draw visitors and potential shoppers/diners into the area. The City should also consider the addition of "mixed-use" developments within Uptown. Mixed-Use developments are defined as multi-story buildings with retail/office on the ground floors with residential units above. Potential mixed-use developments should be designed at a pedestrian scale that blends in with the existing character of Uptown and should also meet all City requirements especially parking spaces.

Potential Retail Expansion

As identified on the Land Use Plan, certain residential parcels within the Uptown Area have been identified for Potential Retail Expansion. Although the single-family homes located in

Uptown Jackson - Much of the character and charm of Jackson is based upon the built-environment of this area. The Land Use Plan supports the mix of uses in Uptown and presents recommendations that will continue to support this mix.



these areas can remain, parcel consolidation should be encouraged to allow for larger commercial sites. Within these areas, larger commercial redevelopment sites can occur. The parcels identified for potential expansion are residential lots within Uptown that front main streets and also create retail blocks within close proximity to the Historic District. Residential uses are appropriate in the Uptown Area, and they also add to the character of the District, however, if these parcels were to be sold/redeveloped, if consolidated with adjacent parcels they would be appropriate for retail development. Consolidation is preferred over single-lot redevelopment.

East Main Street/I-55 Interchange

This area represents a tremendous development potential for the City to plan future growth to capitalize on the excellent access and visibility from the Interstate. The new interchange has transformed this area of the City into a key development area. The Land Use Plan recommends a mix of uses for this area including commercial and retail uses (gas stations, restaurants, big box stores, and entertainment uses) and hotels. As a “gateway” project into the community, the City should ensure that future developments are aesthetic and of high-quality. To do this, the City should continue to require developments to follow the City’s Enhanced Commercial Overlay District.

It is important that the City of Jackson, the City of Cape Girardeau, and Southeast Missouri State University work together in the future planning of this area in order to capitalize on potential while not directly competing for future uses and development. Southeast Missouri State owns a significant portion of the area near the new East Main Street/I-55 Interchange. The University’s plan for the entire area is called Technology Village. Full development of the Technology Village is planned as a 15 to 20-year project and part of the first step in seeing the project come to fruition was the opening of the new interchange. Technology Village will be developed on the University’s 400-acre site which is split by I-55. According to the University, the Technology Village will be a mixed-use development, envisioned to include not only a business, technology and research park, but also related and supportive uses and services. As discussed in the Transportation Plan, development in this area should consider traffic flow of vehicles, pedestrians/bicyclists, and truck traffic.

Land Use Plan Designations

Residential

The Land Use Plan designates two types of residential uses: Single-Family Detached, and Multi-Family. Although they are shown in separate areas on the Land Use Plan it should be noted that multi-family developments may be appropriate within areas shown as single-family, especially in the areas of the City currently outside of the municipal limits. Consideration for determining if multi-family developments are appropriate should include buffering, quality-design, access to main streets, and the availability of utilities and municipal services.

For all residential areas, the Land Use Plan strives to maintain and improve the quality of the areas. For example, “cut-through” traffic, or truck traffic should be discouraged from traveling through residential neighborhoods. The Plan also recommends that non-residential developments that are proposed adjacent to residential properties are appropriately screened and buffered to minimize potential light and noise pollution. The following are the key policies for each of these residential classifications.

Single-Family Detached

Currently, the majority of the housing within the City of Jackson is within this classification. The Land Use Plan recommends techniques to support and strengthen the quality of single-family detached homes throughout the City’s planning area. These properties are well established with a mixture of older and recently constructed homes that should remain as single-family. Within these areas however, as opportunities arise, the City should require additional parks, trees, sidewalks, and other amenities whenever possible.

New detached single-family residential developments should be designed within the natural features of the property (topography, high-quality vegetation, creeks, etc) and may include multi-family components.

Multi-Family

This residential category consists of a variety of residential types including townhomes, apartments, and existing mobile home neighborhoods. This Plan recommends areas for new

townhome and apartment developments, especially those that are designed for senior housing. However, no new mobile home neighborhoods are planned within the community. New multi-family developments should primarily consist of owner-occupied units. Future multi-family development should be limited as a transitional housing type between non-residential uses and single-family detached residential areas, along major roads, and as part of mixed-use development/infill which may occur within Uptown.

Commercial

The Land Use Plan designates four types of commercial land uses: Regional Commercial, Uptown Commercial, General Commercial, and Neighborhood Commercial Nodes. The commercial land use designation includes retail, service, and office uses.

Regional Commercial

The area surrounding the interchanges with I-55 within the City's planning jurisdiction are designated as Regional Commercial. This designation recommends commercial uses that cater to interstate traffic (such as gas stations and restaurants) and uses that have a regional draw (such as larger shopping centers, "big box" development, large sporting goods stores, and movie theatres). The excellent access to the interstate system make these properties attractive for national retailers and hotels. A goal of the Comprehensive Plan is to promote any hotel in the City to expand to include meeting space, banquet halls or convention space which would be encouraged within this designation.

Uptown Commercial District

Because of the uniqueness of Jackson's 'Uptown Commercial Historic District' a separate land use designation is recommended in this Land Use Plan. The type, size, and orientation of commercial within this District is very different from other commercial areas within the City and even within Uptown. The Uptown Commercial Historic District is listed on the National Register of Historical Places. Community groups, business leaders, and the City are beginning to implement streetscaping improvements within the Uptown area. The Land Use Plan recommends commercial and retail uses within this District that promote the character and charm of the area. Specific types of uses within

this designation include shops, boutiques, and restaurants with outdoor seating. Development within this District should be pedestrian-friendly and include amenities that capitalize on the character of the District and views of the Courthouse Square.

General Commercial

This commercial designation can include neighborhood commercial/retail, office, corridor commercial, and commercial service uses. Depending upon the type of commercial development, General Commercial can provide for the daily needs of residents, but also draw customers from surrounding communities. Commercial Service uses such as landscaping businesses, contracting services, and other service industries that may require outdoor storage of materials are also included in this designation, however, these uses are not recommended in highly-visible locations along commercial corridors.

Neighborhood Commercial Node

As the City continues to grow, primarily in the secondary and long term growth areas, the Land Use Plan recommends Neighborhood Commercial Nodes at the intersections of two main streets (arterials or collectors). These areas will provide commercial services for the local population within the area. Possible uses include gas stations, dry cleaners, convenience stores.

Industrial, Business Park, and Office Park

A goal of the Comprehensive Plan is to support the City's economic and employment uses, which includes providing industrial, Business Park, and office park uses. Currently, industrial businesses are located within community, primarily along the commercial corridors on the edge of the municipal limits. The Land Use Plan supports these industrial uses and encourages new employment opportunities such as additional industrial uses, business park, and office parks within the City. Appropriate screening and buffering is recommended for these uses especially when located adjacent to residential properties. Screening of parking areas, loading areas, and adjacent to residential properties are important to minimize any negative effects such as noise, light, or air pollution.

Parks and Recreation

The Land Use Plan designates areas for parks and open space, including riparian corridors, existing public and private park sites, and other natural features. As new large-scaled residential developments are brought to the City for review and approval, City Staff should review subdivisions to ensure that appropriately sized park sites are designed within the project. Preferably, neighborhood sized parks should be located within walking distance (1/2 mile) of all new, large-scaled residential developments. Also, as the City grows, the City should require preservation of creeks and floodplain areas which will aid in protecting the environment, lessening flooding problems, and providing an opportunity to create trails.

Public/Semi-Public

One of Jackson's greatest assets is its excellent and well-known community facilities. The public/semi-public land use classification identifies land that is, and could potentially be public land including the schools, City hall, City facilities, County facilities, police station(s), and fire station(s). A more detailed analysis of this designation is included in the Community Facilities Plan.

Utilities

The Utilities land use classification identifies sites of current and proposed municipal utilities, such as water towers, electric facilities, and other infrastructure.

Growth Areas

Although the national economy and residential market are in the midst of a recession, when the market does rebound, this Comprehensive Plan will be a tremendous asset for decision makers when planning new areas. The Land Use Plan provides guidance for City staff and elected and appointed officials as new developments and annexation requests are brought to the City.

In order to promote efficient and well-planned development, this Land Use Plan presents a "Growth Strategy" for the City to implement for future developments. To plan for future development outside of the current municipal boundary the Land Use Plan identifies three types of growth areas that are summarized below.

Primary Growth Area

New growth in Jackson should be focused on the vacant and agricultural land that currently surrounds existing development within the City's current municipal limits. Although most growth will be "green field" type development, redevelopment of older, marginal properties within the Uptown area could occur. Near-term residential development should occur within this growth area due to its proximity to existing development, and adjacency to existing infrastructure.

A goal of the Land Use Plan is to encourage and promote concurrent development within Jackson and its Primary Growth Area. The City should consider adopting adjacency requirements for future development. This will aid the City in growing outwards from its geographic center and strongly discourage what is commonly referred to as "leap-frog" development. Without a growth plan in place, the City may experience unguided growth and development throughout the City's planning jurisdiction.

Although the Primary Growth Area should be developed predominantly for single-family residential uses, it should not be developed exclusively as single-family residential. The Primary Growth Area should be developed to protect natural open space and environmental features; include high-quality multi-family housing; provides necessary community facilities (including parks, schools, fire stations, water towers, etc.); and provides appropriate shopping for local residents and visitors (especially near the City's three interchanges).

Secondary Growth Area

Growth into the Secondary Growth Areas will require annexation. Future development in these areas will require careful analysis to determine potential infrastructure costs and conflicts and/or requirements of potential boundary agreements/annexation agreements with adjacent communities. Development within the Secondary Growth Area should occur after the primary growth area is developed, especially if a primary growth area remains vacant between this development and a built up parcel within the City. This will discourage "leap-frog" development and reduce premature city infrastructure costs.

These areas should be developed similar to the primary growth area, to include single-family residential and other uses that support future residents including high-quality multi-family and commercial uses. These areas should also be planned in a manner that utilizes smart growth practices that protect natural open space and environmental features. New developments in these areas should also be designed to provide necessary community facilities (including parks, schools, fire stations, police stations, infrastructure, water towers, etc.).

The precise location of collectors and arterials are somewhat flexible, however new growth and development should provide for their general location and ensure the desired objectives of the transportation plan are still met. Areas for future trail systems also exist within this growth area, especially to create the City's vision of a regional trail system with linkages to adjacent communities and destinations such as Trail of Tears State Park.

Long-Term Growth Area

Similar to the Secondary Growth Area, expansion into the Long-Term Growth Areas will also require annexation, and may also be subject to boundary agreements between neighboring municipalities. The Land Use Plan recommends that the Long-Term Growth boundaries extend from the Secondary Growth Areas out to the City's full 2 mile planning jurisdiction or proposed boundary agreement lines. The Long-Term Growth Area should be planned and developed to protect natural open space and environmental features such as the creeks, wooded areas, steep slopes, and floodplains. Development within the Long-Term Growth Area should be discouraged until the other two types of Growth Areas are substantially developed.

This Growth Area should develop as a mix of single-family homes, multi-family developments, commercial, and industrial uses. Necessary community facilities (including parks, schools, fire stations, water towers, etc.) should also be provided in this growth area as needed. Commercial uses within the Long-Term Growth Area should be located along arterial roadways, and ideally near the intersection of two arterial streets. The Land Use Plan recommends Neighborhood Commercial Nodes at key intersections within this Growth Area.

The precise location of collectors and arterials are somewhat flexible as development occurs within this growth area, however new development proposals should provide for their general location to ensure the desired objectives and routes of the of the Transportation Plan are still met.

General Land Use Plan Recommendations

The following are overall general recommendations that the City should implement to improve Land Use and Development within Jackson.

Establish Formal Boundary Agreements

By not having established either an official annexation agreement or boundary agreement with Cape Girardeau, Jackson is potentially vulnerable to the expansion efforts of Cape Girardeau. The two Cities should work together to determine if more formal boundary agreements are necessary and work towards their adoption.

Zoning Future Annexation Areas

The City's current zoning ordinance does not have a proper zoning classification for large sized agricultural properties that are annexed into the City. The Comprehensive Plan recommends updating the zoning ordinance to include an agricultural classification. Although not specifically identified on the Land Use Plan, the agricultural designation should be used when needed by City Staff and property owners.

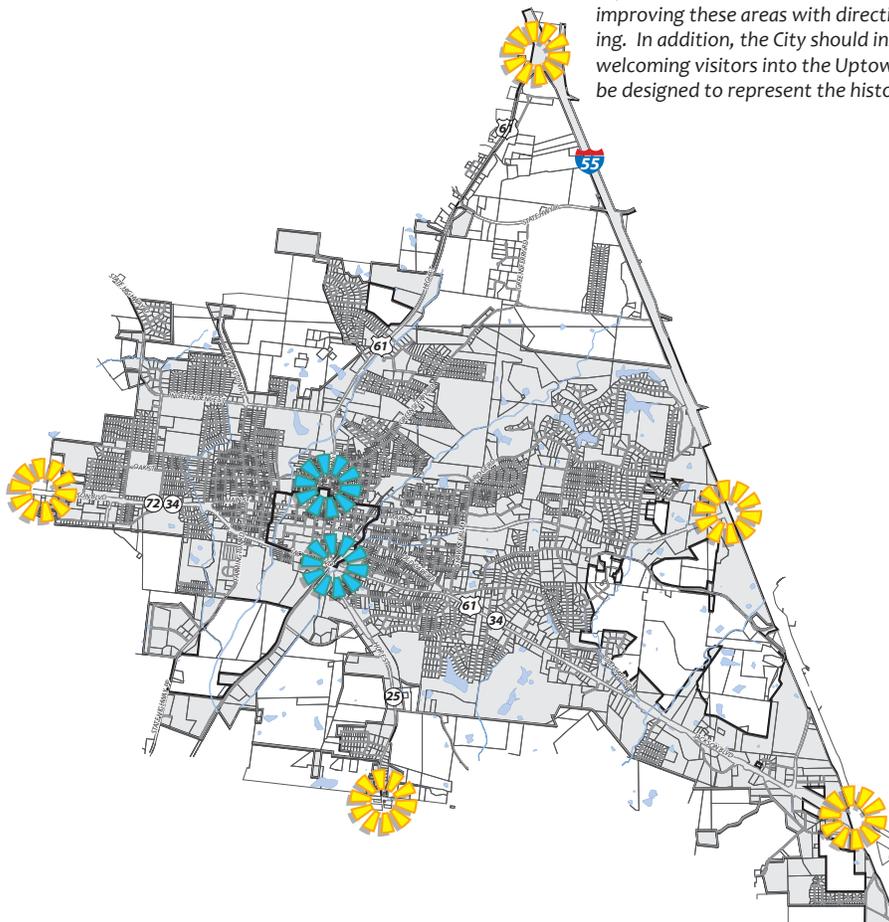
Update Zoning Ordinance

The land uses and their descriptions do not necessarily correspond to current zoning districts or the uses permitted in the various zoning districts established by the City's Zoning Ordinance. When necessary, the City should adopt new zoning regulations and districts to implement the recommendations of the Land Use Plan.

General Beautification

The City should identify highly visible unattractive parcels or items within the community. The City should work with property owners to improve/clean-up their property. In areas of the City that are highly visible from arterial streets, abandoned rail cars create a poor image and appearance for Jackson. The City should work with the owners of these properties, or of the rail cars to encourage them to be moved, screened, or refurbished. In addition to beautifying private parcels within the community, the City should also “lead by example” and continue to implement streetscape and beautification techniques to improve the area. The City should continue to implement streetscape improvements throughout key areas of the City including Uptown and along commercial corridors. The City should also continue to use community volunteers to have “Clean the Park” days where litter and trash is picked up from parks and along creeks, the annual “Clean Up Fix Up” week, and the “E-Cycling” event.

Gateway Signage - The City of Jackson has installed gateway signs at key locations within the community (in yellow). This plan recommends improving these areas with directional signage, lighting and landscaping. In addition, the City should install a separate system of signage welcoming visitors into the Uptown Area. These signs (in blue) should be designed to represent the historic character of the area.



Review and Update City Signage Ordinance

The City should perform a detailed review of their existing Sign Ordinance to ensure that the ordinance allows for the type of business signs desired by the community, while also not allowing signs that are viewed as being undesirable by the community.

Overall, the City should review the following maximum size requirements and maximum height restrictions for business signs within the City as currently presented in the City's Zoning Ordinance (beginning with Section 65-9 O-1 Professional Office District).

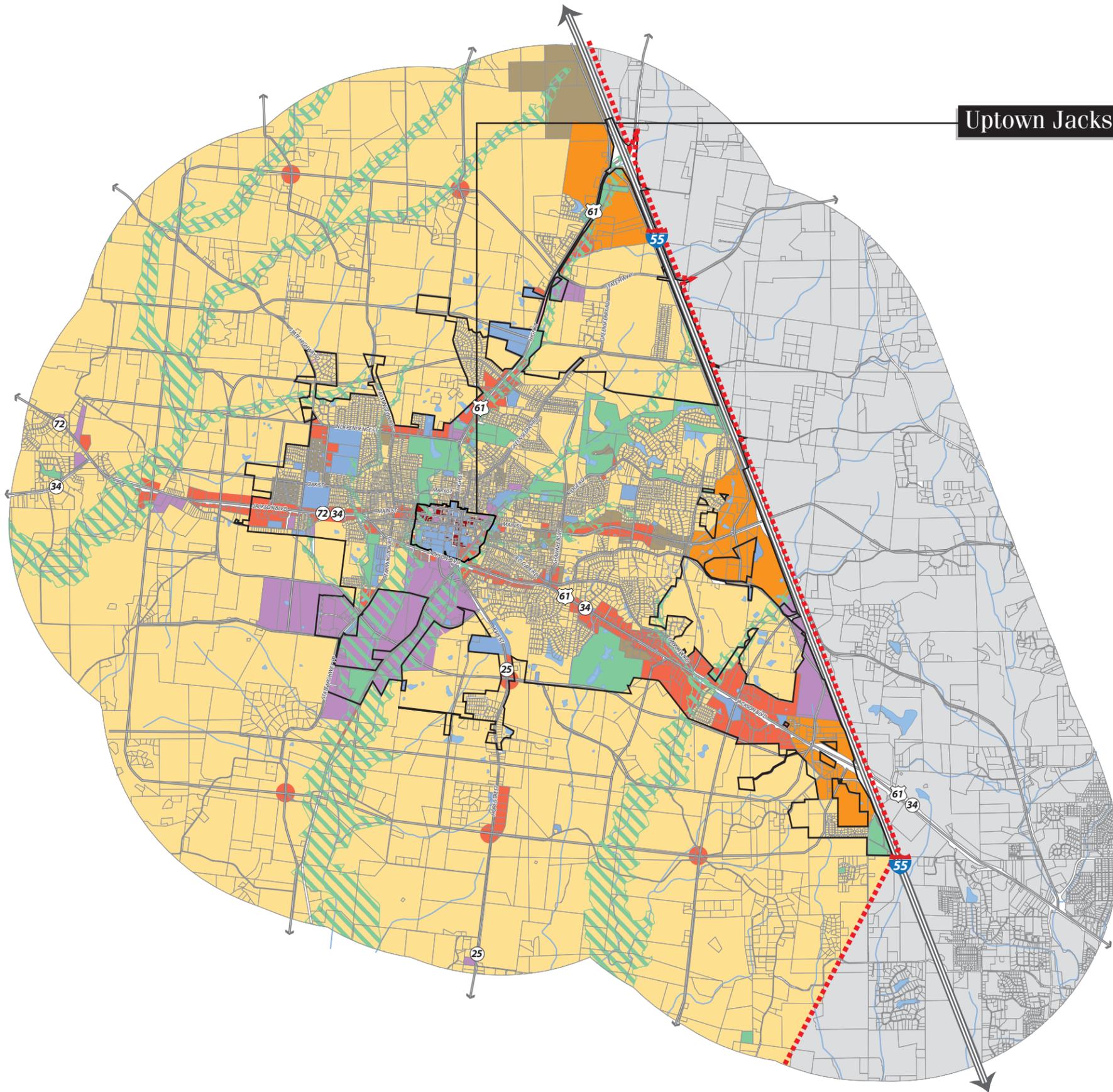
For Detached Free-Standing Signs (as stated in current City Ordinance):

- ♦ O-1: 30 square feet of sign face, 8' feet tall
- ♦ C- 1: 60 square feet of sign face, 15 feet tall
- ♦ C-2: 100 square feet of sign face, 35 feet tall
- ♦ C-3: 60 square feet of sign face, 35 feet tall
- ♦ I-1: 100 square feet of sign face, 45 feet tall

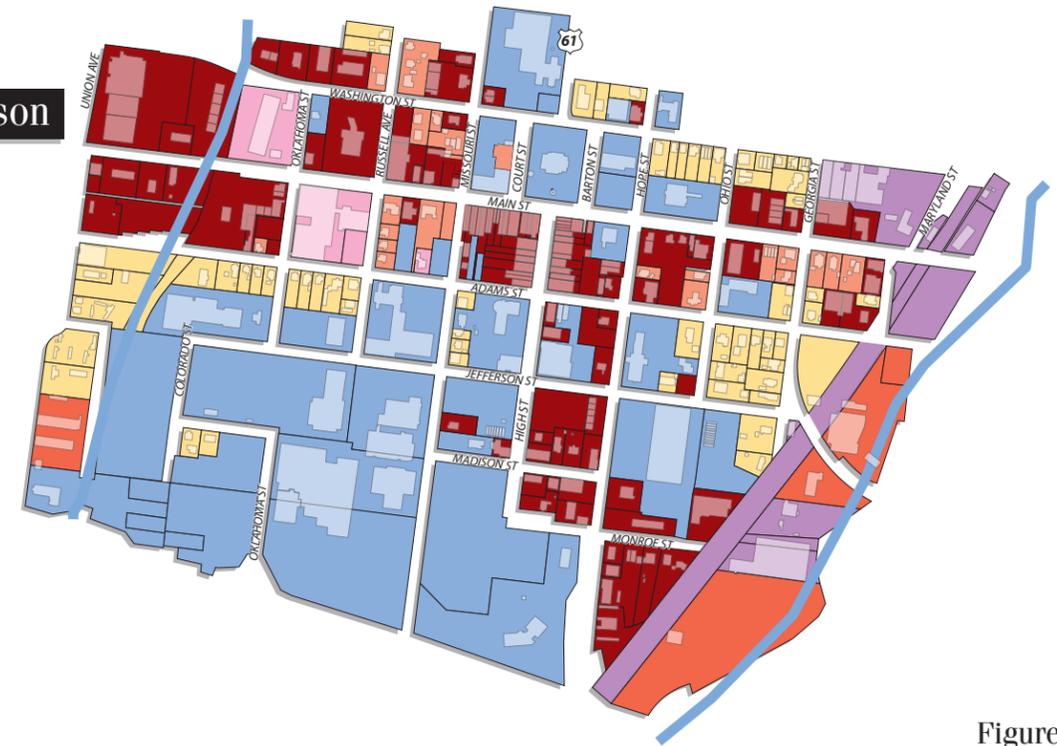
In addition to reviewing the sign face allowed and the maximum height allowed in each district, the City should also encourage the use of monument style signs and discourage traditional pole signs. The City should also add language into the ordinance to ensure that LED business signs are appropriately sized, scaled and illuminated. These changes could drastically improve the cluttered appearance of many commercial corridors that exist within the City.

Monument Signage - Monument signage should be encouraged for businesses and retail uses within the City. The photo below illustrates an ideal style of business sign that should be encouraged in Jackson.





Uptown Jackson



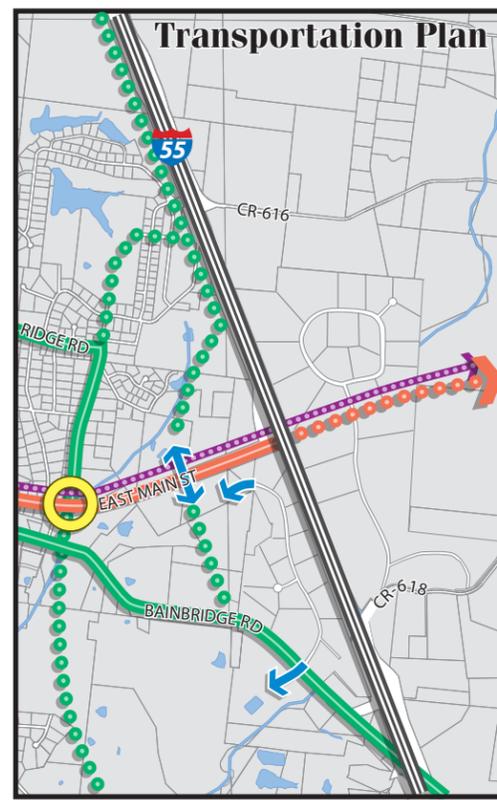
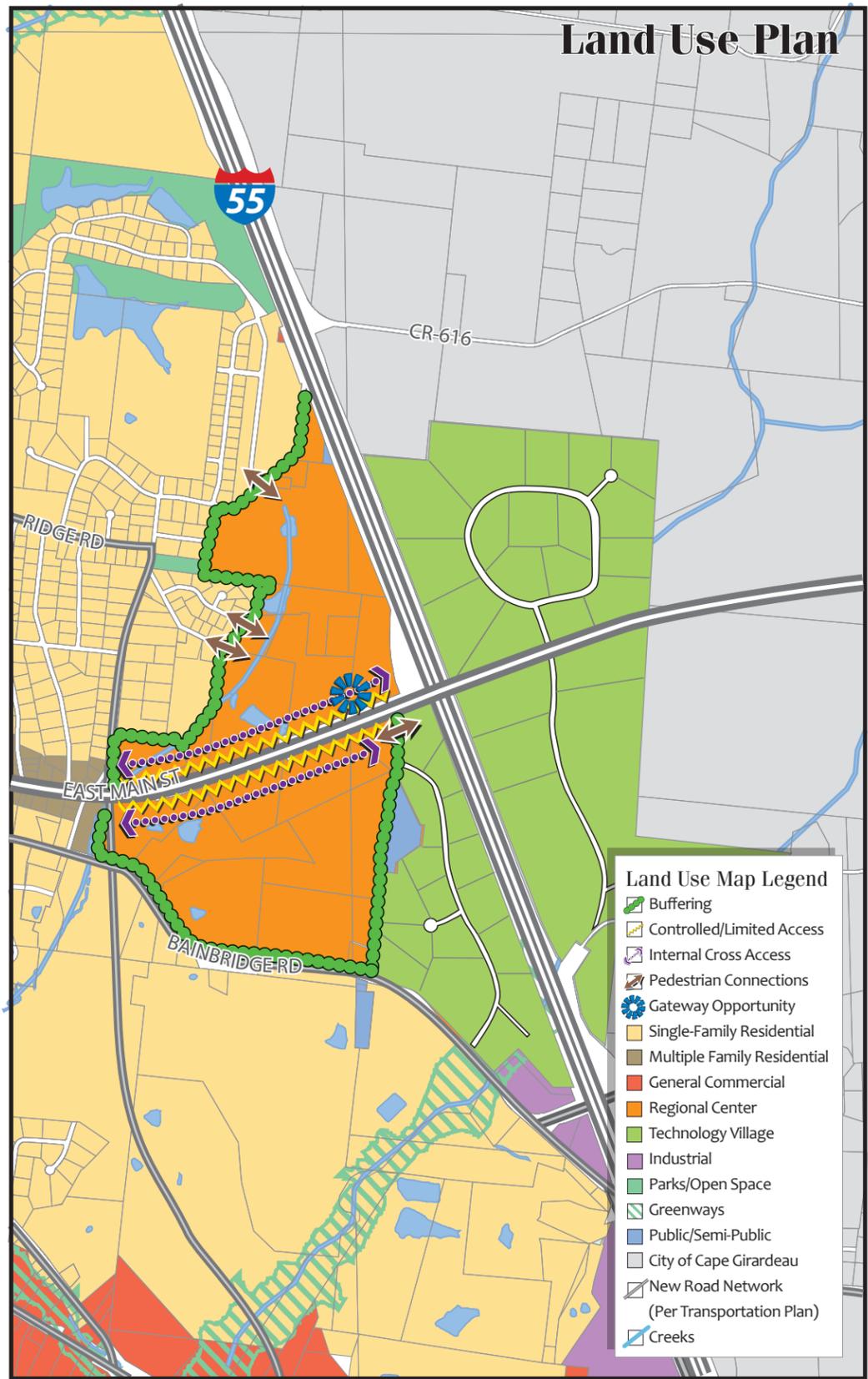
**Figure 4
Land Use Plan**

The Land Use Plan presents recommendations for improving and enhancing existing land-use designations within the City's current municipal boundaries as well as for parcels within the City's planning jurisdiction. As the City of Jackson continues to grow outwards from its municipal limits, the Land Use Plan should be used by City Staff, residents, businesses, and elected and appointed officials in future decision making.

The Land Use Plan builds upon the existing conditions and land use pattern that exists within the City. Land Use designations have been provided for each parcel and detailed potential land use and development concepts have been illustrated for highly-visible, high-profile large vacant areas with high development potential such as the City's owned property (historically marketed for industrial uses), and the area surrounding the new East Main Street interchange with I-55.

- Map Legend**
- Single-Family Residential
 - Multiple Family Residential
 - General Commercial
 - Neighborhood Commercial Node
 - Regional Center
 - Uptown Commercial
 - Potential Uptown Retail Expansion
 - Industrial
 - Parks/Open Space
 - Greenways
 - Public/Semi-Public
 - Utility
 - New Road Network (Per Transportation Plan)
 - Creeks
 - Recommended Boundary Agreement

I-55 & East Main Street Concepts



This area represents a tremendous development potential for the City to plan future growth to capitalize on the excellent access and visibility from the Interstate. The new interchange has transformed this area of the City into a key development area. The Land Use Plan recommends a mix of uses for this area including commercial and retail uses (gas stations, restaurants, big box stores, and entertainment uses) and hotels. As a “gateway” project into the community, the City should ensure that future developments are aesthetic and of high-quality. Guidelines for buffering, controlled access and pedestrian connections should be implemented as well.

Southeast Missouri State owns a significant portion of the area near the new East Main Street/I-55 Interchange, called the Technology Village. Full development of the Technology Village is planned as a 15 to 20-year project and part of the first step in seeing the project come to fruition was the opening of the new interchange. According to the University, the Technology Village will be a mixed-use development, envisioned to include not only a business, technology and research park, but also related and supportive uses and services. As discussed in the Transportation Plan, development in this area should consider traffic flow of vehicles, pedestrians/bicyclists, and truck traffic.



Regional Commercial Uses



Outdoor Dining/Gathering Areas



Pedestrian Plazas



High Quality Architecture/ Building Materials



Landscaped Parking Lots



Buffering from Adjacent Roadways/Uses

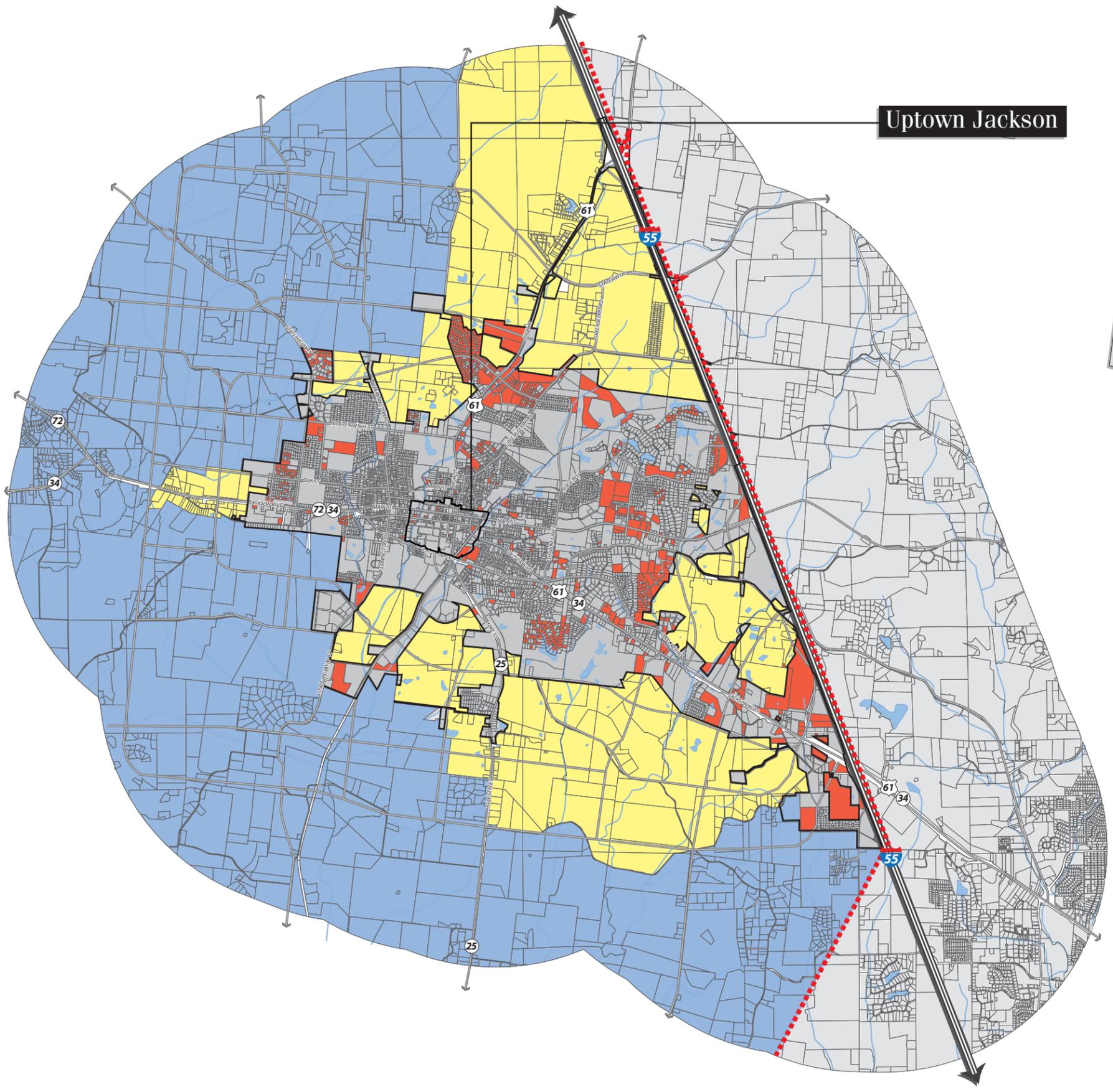


Attractive Gateway Elements/Signage



Regional Entertainment Uses

Uptown Jackson



**Figure 6
Growth Strategies Plan**

In order to promote efficient and well-planned development, this Growth Strategies Plan highlights a proposed “Growth Strategy” for the City to implement for future developments. To plan for future development outside of the current municipal boundary the Land Use Plan identifies three types of growth areas including Primary Growth Areas, Secondary Growth Areas and Long Term Growth Areas.

- Map Legend**
- Primary Growth Areas
 - Secondary Growth Areas
 - Long Term Growth Areas
 - Recommended Boundary Agreement
 - New Road Network (Per Transportation Plan)
 - ▨ Creeks
 - Municipal Boundary

Transportation and Circulation Plan

Throughout the community outreach process for the update to the Comprehensive Plan, traffic, transportation and circulation related issues were consistently raised. Not only is there a perceived and actual transportation issue that exists today, but as the City and the larger region continues to expand transportation issues are expected to increase.

In 2003, the City of Jackson adopted its own Transportation Plan for the City. Several capital improvements and new roads have been constructed and improved as recommended in the Transportation Plan. One of the single most significant transportation related project that was completed based upon that report was the extension of East Main Street to a new I-55 connection. This new interchange has created another east-west corridor through the City and has improved Interstate access/egress for residents and businesses within the central section of the City.

This Transportation and Circulation Plan builds upon the recommendations and policies outlined in the 2003 Plan, existing conditions, input received from the Steering Committee, elected and appointed officials, City Staff, and from representatives from MoDOT. The Transportation and Circulation Plan for the City of Jackson strives to provide a balanced transportation system to ensure the safe and efficient movement of vehicles, pedestrians and cyclists.



Uptown Jackson - Historic street grid system. Excellent cross-access but lack of efficient arterial system through area.

City-Wide Street System Plan

As shown in Figure 8, new transportation and circulation improvements are recommended throughout Jackson based upon the City's Street Classification System includes:

- ◆ Interstate – I-55
- ◆ Major Arterial – 61 and 72/34 (Jackson Boulevard)
- ◆ Minor Arterial – East Main Street, and Independence Street
- ◆ Collector
- ◆ Local Street

Building upon the recommendations of the 2003 Transportation Plan and the planning process utilized for updating the Comprehensive Plan, the following are the main recommendations for planning for long-range transportation system improvements within the City.

Interstate-55

Jackson is located within close proximity to I-55, and much of the City's current eastern municipal boundary is the interstate. Currently, the City of Jackson has three interchanges with Interstate-55; Route 61, East Main Street, and Jackson Boulevard.

East Main Street Interchange Area

As the area near the new East Main Street interchange develops, it is important that access and egress points to East Main Street are well planned and spaced appropriately to ensure efficient traffic flow and circulation. Access from developments near the interchange should have minimal curb-cuts and shared-controlled access (signals) should be encouraged wherever feasible. Traveling west along East Main Street from the interstate, the street narrows from four lanes down to two lanes. Recently developed residential properties have been constructed on both the south and north sides of East Main Street (between Oakhill Road and Travelers Way) with limited building setbacks. In some locations, the front of the homes are approximately 33' feet from the edge of East Main Street. As East Main Street continues into the Uptown Area, it maintains a two-lane cross-section with buildings in some locations fronting the street right-of-way. For these reasons, widening East Main Street is not recommended in this Plan due to the setback constraints throughout most of its length.

Arterial Streets

The purpose of arterial streets is to move traffic within and through Jackson. Arterial streets are generally wider and faster than other streets, and typically have limited access/egress points. The majority of arterial streets within Jackson are planned together with other transportation agencies including MoDOT, and adjacent communities due to their impact on traffic circulation throughout a region. The City of Jackson classifies arterial streets into two designations: Major Arterial and Minor Arterial. Figure 8 illustrates the Major and Minor Arterials existing and proposed within Jackson. In an effort to improve circulation along arterial streets, the Plan recommends minimizing curb cuts on arterial streets to the extent possible and use intersecting side streets for access to properties. The City should also continue to monitor traffic flow on arterial streets and to widen, add additional lanes or improve intersections when warranted, and eliminate or reduce unnecessary access points where feasible.

The maintenance of, and access to, most of the Major Arterial Streets within the City of Jackson are the responsibility of MoDOT. In addition to encouraging MoDOT to continue to maintain the existing principal arterials within the City, the Plan recommends the extension of existing arterials and the construction of new arterials (Figure 8). There is essentially one arterial street moving north-south and one arterial moving east-west through Jackson which impacts traffic flow and circulation. MoDOT has invested a great deal in the provision of additional capacity on Jackson Boulevard to improve east-west flow. Proximity of existing development along the north-south corridor, specifically in Uptown, severely limits similar improvements to this corridor.

“S-Bend” (Route 61/Hope Street/High Street)

One of the most significant transportation issues facing the City is the desire to improve the efficiency of Route 61/Hope Street/High Street around the Courthouse (commonly referred to as the “S-Bend”). Several detailed studies have been completed by the City, consultants, and MoDOT to move towards a preferred solution. Due to a number of factors, including, but not limited to, available current and future right-of-way, funding, the creation of an Uptown Commercial Historic District, and that the street is within the State’s jurisdiction have added to

the complexity of solving this issue. Previously recommended designs included a one-way couple around the courthouse square or utilizing a parallel street such as Missouri or Farmington as the southbound leg (illustrated on page 47).

Recently, three alternatives have been discussed and each is illustrated on page 47. These options are the most recent thoughts that have been presented by City Staff to Council concerning this issue. Moving forward, possible solutions for correcting this issue should include detailed traffic movements, specifically truck turning movements and radiuses to ensure properly designed alignments. Possible solutions should also include a narrative regarding the number of adjacent properties (both businesses and residential) that may be affected by the solution. An effort should be made to protecting existing homes and businesses.

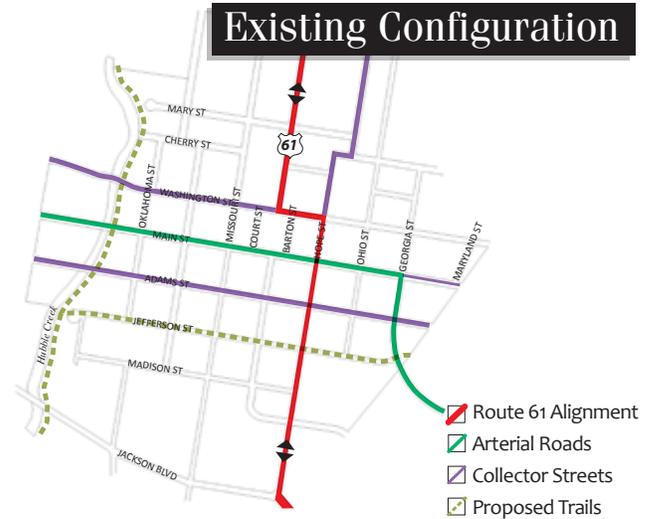
The City should continue to include property owners and others that may be impacted by proposed solutions, in the decision making process. Due to the fact that some of the potential solutions involve improvements to Missouri Street, it is imperative that representatives of the School District be involved in the planning process.

According to School District representatives options involving Missouri Street will affect the School by requiring a re-routing of buses, moving bus loading zones, and the possible addition of an elevated crosswalk. It should be noted that during the planning process, representatives from the School District expressed concerns over the possible use of Missouri Street as a coupler in front of Jackson High School for a number of reasons including traffic and safety issues. Dr. Ron Anderson, R-2 School District Superintendent, noted that as many as fifty buses load and unload students in front of the high school. While there is activity throughout the day, it is particularly busy during morning drop-off and afternoon pick-up. In addition, approximately one hundred staff and more than one thousand students are housed at the high school, resulting in a significant amount of vehicular traffic in and around the school property.

These issues highlight part of the complexity of finding adequate resolution to a community-wide traffic issue.

Route 61 Reconfiguration - Existing Conditions

In planning for the “S-Bend,” or Route 61 Reconfiguration, it is important to review existing land use and transportation conditions in the area, to ensure that an efficient policy is developed. Land use should be considered in conjunction with transportation facilities because the two components continually interact with one another. Land use and transportation facilities have a direct impact on one another because efficient traffic flow and adequate access must be provided to accommodate growth. Growth and development result in increased transportation demands as well. Transportation plans and land use plans must be consistent with one another to provide a balance between future land use, and development and infrastructure needs.



Traffic Counts & Turning Movements

Previously, a Comprehensive Transportation Study was conducted for the City that included a detailed assessment of existing traffic counts in the peak morning and evening hours.

Within the Uptown area, three key intersections were identified at Route 61 and

Washington Street, Hope Street and Washington Street, and Hope Street and Main Street. At

each of these intersections separate traffic counts were identified for each of the possible turning movements.



Route 61 Reconfiguration- Existing Conditions

Uptown Jackson includes a variety of land uses ranging from low to high intensity. The four most prominent land uses in Uptown include Commercial, Residential, Public/Semi-Public and Industrial/Utility. As previously mentioned, it is important to review existing land use and transportation conditions collectively because of the interaction with one another. Additionally, existing land uses and transportation features may have a direct impact on reconfiguration options for Route 61.

The figures below highlight the location of land uses along with traffic projections based on the Institute of Transportation Engineers “Trip Generation Manual” an industry recognized provider of traffic impact data.

Commercial Parcels



Neighborhood Retail Traffic Projection : 62.5 trips per 1,000 sq. ft.

Residential Parcels



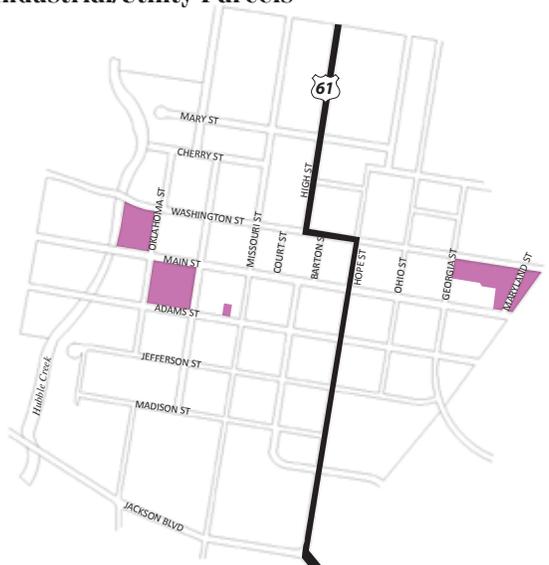
Residential (Single Family) Traffic Projection : 10 trips per unit

Public/Semi-Public Parcels



Public/Semi-Public Traffic Projection : 30 trips per 1,000 sq. ft.

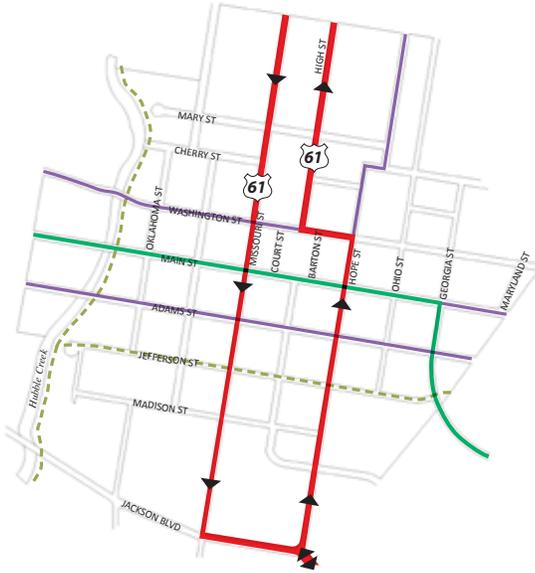
Industrial/Utility Parcels



Industrial Traffic Projection : 6.96 trips per 1,000 sq. ft.

Route 61 Reconfiguration Preferred Options

Concepts A through C represent, the most recent options presented by City staff to the City Council.



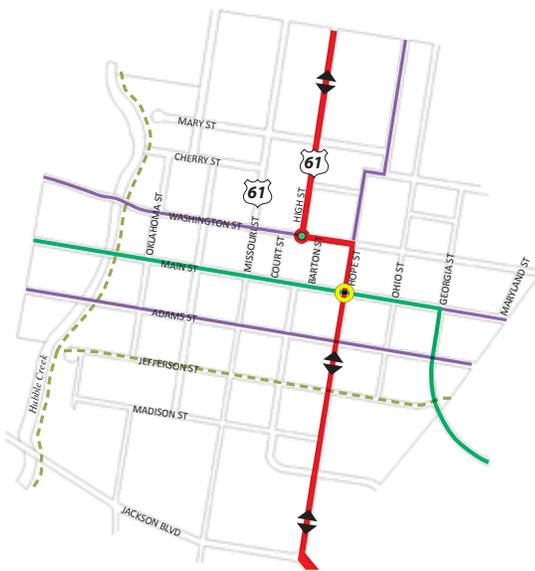
Option A

Option A is a coupler with two north-bound lanes on Hope St / Washington St. and two south-bound lanes using Washington St. / Missouri St. North of the courthouse they would merge into one north-bound lane, one south-bound lane, and one center turn lane.



Option B

Option B is a coupler with two north-bound lanes on Hope St / Washington St. / N. High St. and two south-bound lanes using Missouri St. Within the southeast corner of the City Park they would merge into four lanes extending to I-55.



Option C

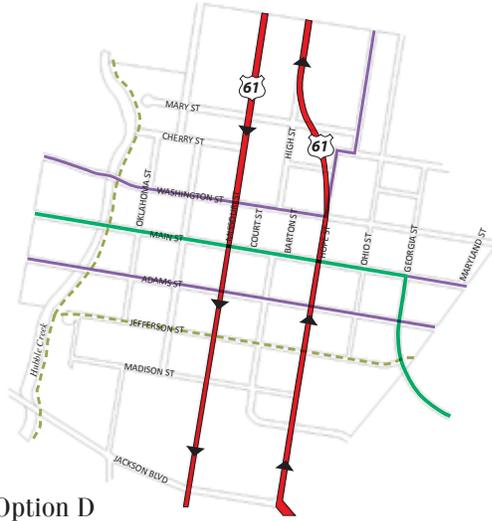
Option C includes the addition of a roundabout, a center turning lane along Hope Street, and a traffic signal on Main Street and Hope Street.

Map Legend

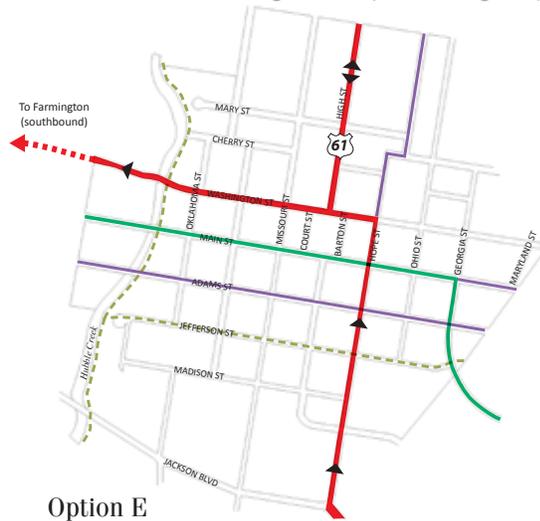
-  Route 61 Alignment
-  Arterial Roads
-  Collector Streets
-  Proposed Trails
-  Traffic Signal
-  Roundabout
-  Travel Direction

Route 61 Potential Reconfiguration Options

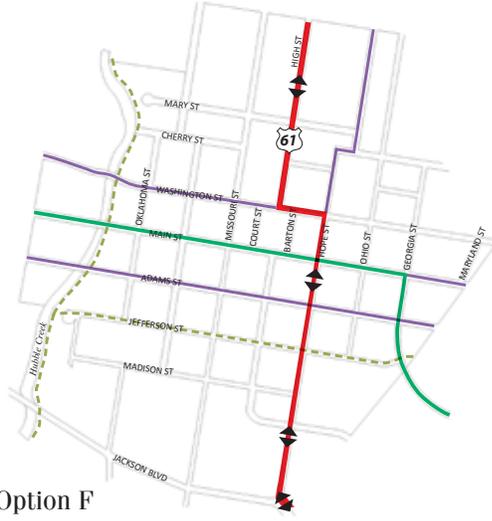
The following options are concepts that have been discussed throughout the Comprehensive Planning Process at community visioning workshops or amongst city stakeholders.



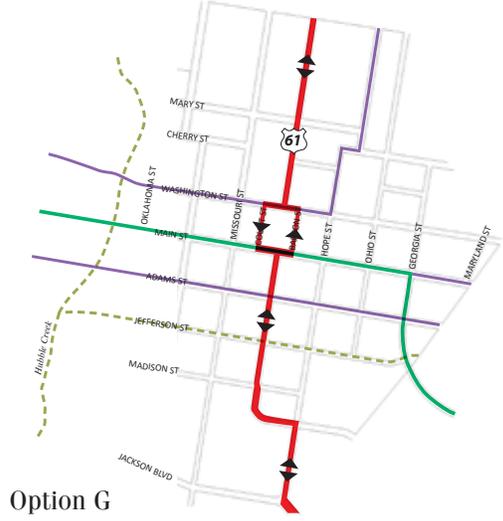
Option D



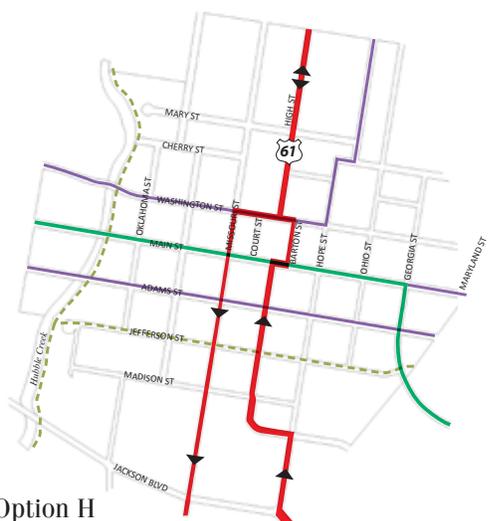
Option E



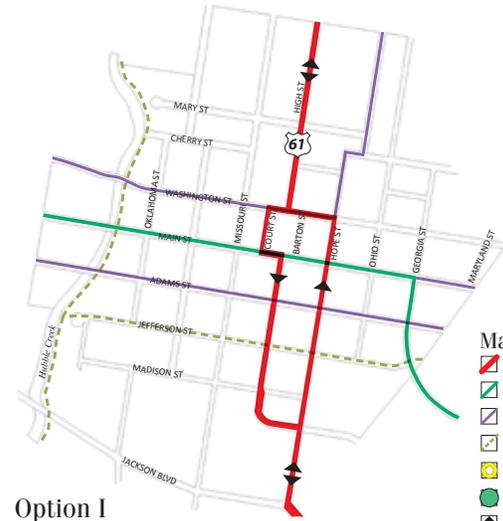
Option F



Option G



Option H



Option I

- Map Legend**
- Route 61 Alignment
 - Arterial Roads
 - Collector Streets
 - Proposed Trails
 - Traffic Signal
 - Roundabout
 - Travel Direction

Proposed Ring Road

As shown in the 2003 Transportation Plan, and the 2004 Major Street Plan, this Plan also recommends the City plan for a future ring road outside of the City's current municipal boundary. As the City grows, and new properties are annexed into Jackson, the City should work with property owners/developers to dedicate necessary right-of-way for a potential ring road.

Major Collector Streets

Unlike arterial streets, major collector streets are intended to collect traffic from neighborhoods/local streets and distribute traffic efficiently to local and arterial streets within the community. Collector streets are intended to serve the local population and local land uses, and are not intended to be used as traffic routes to move vehicles through the City or provide direct access to large destinations. Collectors are also not intended to provide routes over long distances. Approximately 7.16 miles of collectors exist with the City.

This Plan recommends minimizing curb cuts on collector streets to the extent possible and using intersecting side streets for access into properties. The City should also continue to monitor traffic flow on collector streets and to widen, add additional lanes or improve intersections when warranted. As illustrated on Figure 8, two new major collector streets are planned within the City of Jackson. These two streets are planned to add additional north-south traffic flow opportunities within the community.

Local Streets

Local streets provide access within neighborhoods, and connect parcels to collector streets and other roadways which comprise the road network. Local streets are designed to accommodate localized traffic and are typically narrower than other street types. This promotes safe speeds through areas such as residential neighborhoods. There are 57.41 miles of local streets within the City of Jackson's jurisdiction.

To maintain and improve the character of residential neighborhoods, this Plan recommends minimizing non-local or truck "cut-through" traffic within neighborhoods and residential areas.

Traffic Operations

Signalized Intersections

New signalized intersections should be installed where warranted. When new signals are installed, the City should include pedestrian movements into their design. Intersections should include pedestrian crosswalks (potential painted markings or brick pavers), pedestrian scaled lighting and signage.

Existing traffic signals should also be synchronized with one another to coordinate the flow of traffic within the City especially along the main commercial corridors and within Uptown which have a significant volume of vehicular trips. New signals and intersection improvements are illustrated on Figure 8. Attendees at community workshops cited the need to improve several intersections including access to South Elementary School to improve its circulation and safety. Currently, the City is working with MoDOT and the School District to construct a new signal which includes a right-turn lane, and realignments of the schools internal street system.

Public Transportation

Bus/Shuttle Service

The City should work with the City of Cape Girardeau, the Cape County Transit Authority, and any private agencies to further improve bus/shuttle service throughout the community, either through expanded bus service or the addition of new shuttle/van service. Currently, public transportation opportunities are limited within the City. The Cape County Transit Authority provides transportation service to Cape Girardeau County using buses, wheel chair vans, and taxi cabs.

This Plan illustrates potential public transit routes to major community facilities and employment centers within the community such as Procter & Gamble, the hospitals, senior housing developments, and Uptown. Currently, the bus route in the City of Cape Girardeau is centered around the most dense portion of the City and the routes most northwestern extent is the intersection of State Highway K just west of I-55. The City should continue to work with the appropriate agencies to plan for and provide public transit within Jackson. The opportunity may exist for the cities of Jackson and Cape Girardeau to work cooperatively towards extending the existing bus route and

lengthening service hours of operation.

Parking

A combination of on-street, and off-street surface parking areas are located throughout the area. Meetings with business owners and community leaders expressed a concern regarding the amount of available parking throughout the Uptown area. Particular concerns were expressed concerning the lack of parking available during school activities including Jackson High School football games.

The following options should be considered by the City in ensuring adequate parking is available in Uptown for residents, business employees, and visitors.

1) Review of Existing On-Street Parking Spaces

Currently, on-street parking is provided along several of the streets within the Uptown Area. These parking spaces are primarily parallel (angled parking does exist on a portion of Missouri Street) and are typically located on both sides of the street. To increase the number of on-street parking spaces within the Uptown Area, the City should consider angled-parking.

Studies have shown that angled parking can increase the parking supply as much as 20% over parallel parking, depending on the location of driveways, connecting streets, and lane alignments. The City should work with businesses and property owners within Uptown to determine where angled parking is desired and where existing right-of-way would support angled parking. Factors to consider include street widths, direction of traffic, width of sidewalks, pedestrian activity and speed of traffic. Possible streets for angled parking in Uptown include portions of High Street, Main Street and Missouri Street. Angled parking is not recommended along arterial streets within Uptown due to the higher traffic volumes.

In May of 2007, the City of Jackson applied and received funding from the Missouri Department of Transportation's Transportation Enhancement Funds Program of 2007 to restore the Jackson Uptown Historic District. One of the new items included in

the first phase of the project entails creating a number of new angled and parallel parking spaces. The City should continue to move forward with this project and consider expanding the efforts of that project to other areas of Uptown.

2) Review of Existing Surface Parking Lots

As illustrated in Figure 7, there are a number of off-street surface parking areas within Uptown. The City should undertake an analysis of the parking and circulation alignments within each parking area to ensure that they are designed efficiently. The City should also monitor the impact of no longer having public parking provided at previously available church parking lots in the southern section of Uptown.

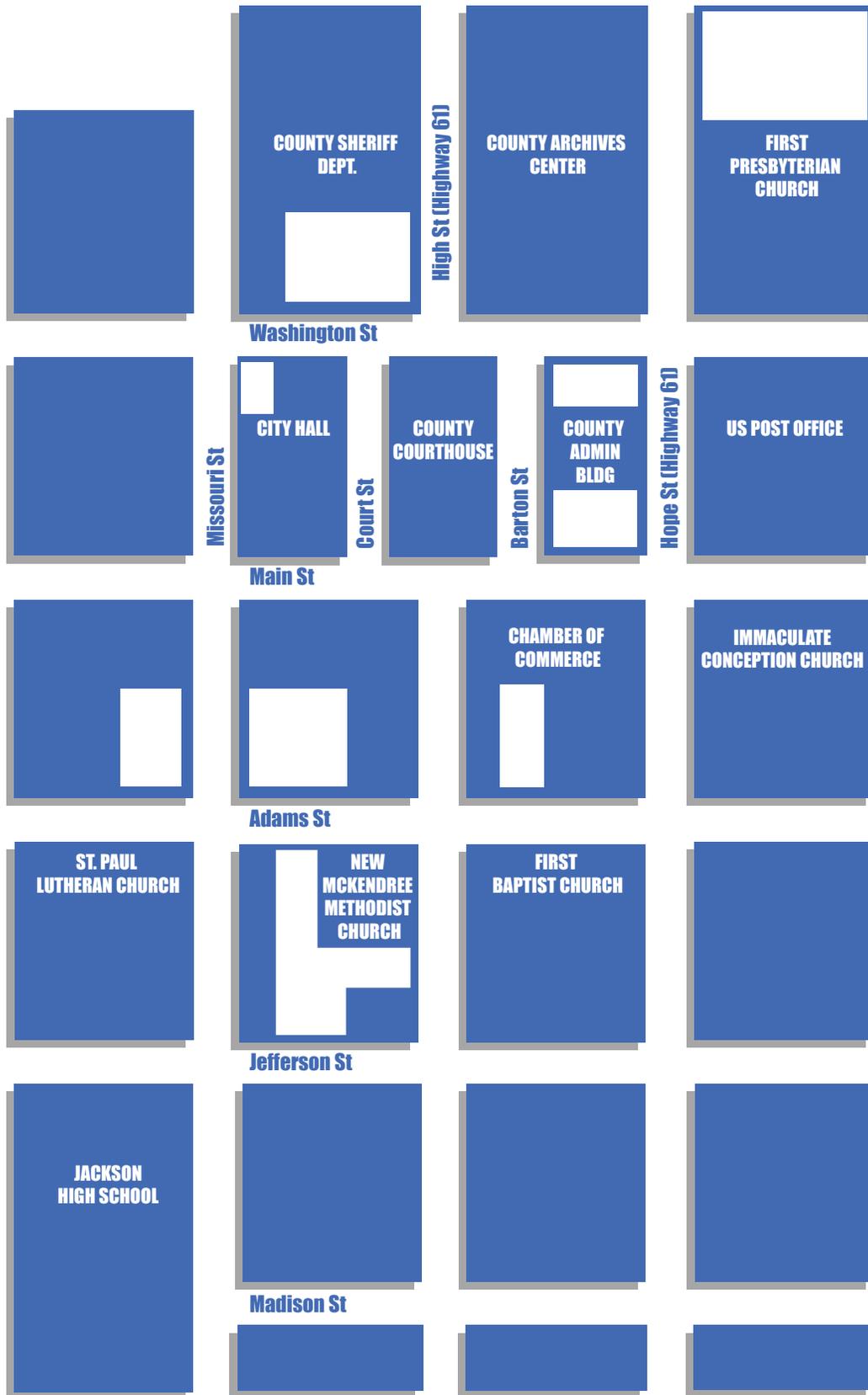
3) Require Parking for New Developments

The City's current Zoning Ordinance provides a detailed listing of the minimum required parking spaces (Sec. 65-20. Off-street parking and loading regulations). The existing minimum required parking spaces for each type of use are appropriate. The City should continue to work with property owners and developers to ensure that parking requirements are being met.

4) Explore the Potential of New Parking Area/Structure

The City should explore whether the potential exists for additional parking areas within Uptown especially as new development occurs. Options may include a public/private partnership to construct, maintain, and/or operate parking facilities. As parking demand rises and the amount of developable land within Uptown lessens a parking structure might be considered. Due to the cost of constructing a parking structure the City should explore public/private partnerships to build and maintain such a facility. Options that should be considered in locating and designing a parking structure include: 1) ensure sightlines from main entrances into Uptown to the Courthouse 2) consider locating stormwater detention beneath the structure 3) a consolidated parking structure would create redevelopment potential for existing surface parking areas within Uptown.

Figure 7: Existing Uptown Off-Street Parking Locations



Parking Lot Landscaping

There are many off-street surface parking areas throughout the City that are unsightly due to lack of screening and landscaping. The City should encourage that all parking lots include perimeter landscaping that consists of a continuous shrub hedge that is maintained at a height of 24”-36”. In addition to perimeter screening, shade trees, landscape islands, decorative ground cover, and other landscape elements should be required for the interior areas of all parking lots. Where a landscaped perimeter cannot be provided, a low masonry wall or decorative wrought iron fencing may be utilized.

Complete Streets

A wide range of measures are available to the City of Jackson for controlling traffic movements, lowering motor vehicle speeds on City streets, and providing safer and more attractive conditions for both pedestrians and bicyclists. The objectives of complete streets and traffic calming include the following:

- 1) Promote safe and attractive street conditions for motorists, bicyclists, pedestrians, and residents
- 2) Mitigate any impacts of vehicular traffic, including noise, pollution, and accidents
- 3) Offer equal status to all users of the road, and
- 4) Increase landscaping opportunities and open space areas within street rights-of-way.

Implementation strategies to create complete streets range from non-physical measures (e.g. targeted speed enforcement, lane striping) to vertical deflections (e.g. speed humps/bumps) to horizontal deflections (e.g. roundabouts). Other physical measures include landscaped medians and other constructed

Street Improvements, including street resurfacing, landscaping, improved vehicular and pedestrian signage, sidewalks, and the burying of overhead utilities are recommended along the main streets within the City of Jackson.

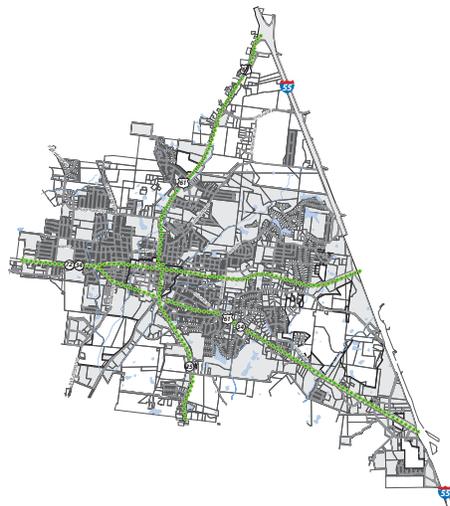
devices that integrate all modes in a safe and efficient manner.

Streetscape Improvements

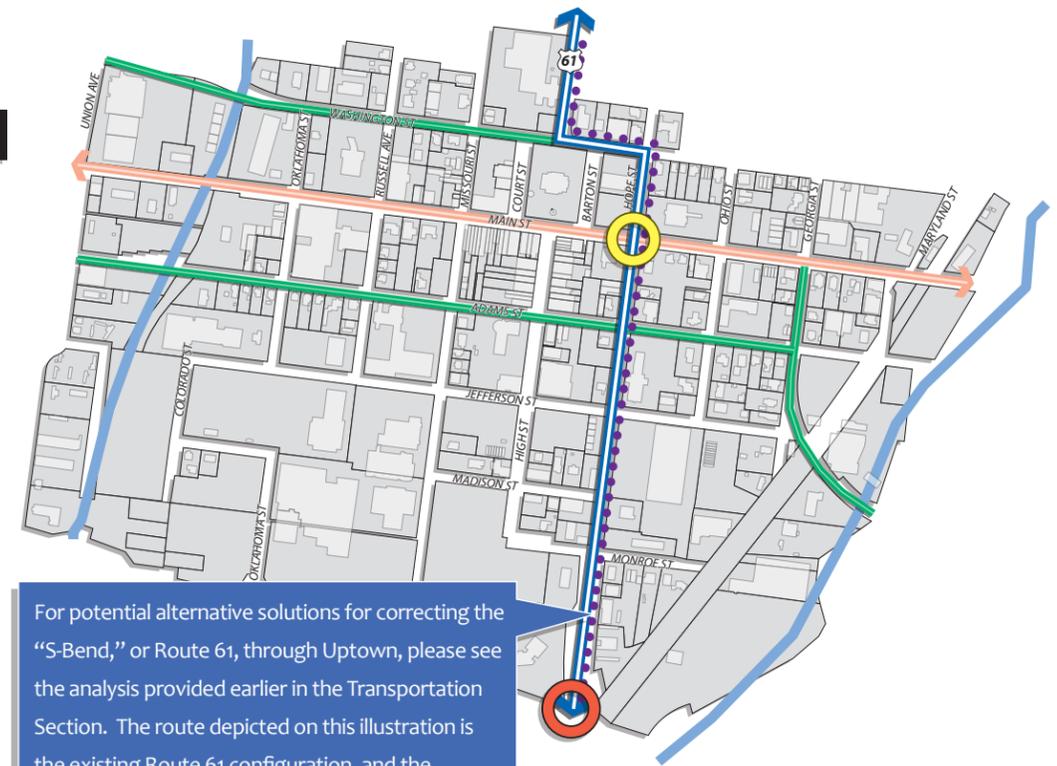
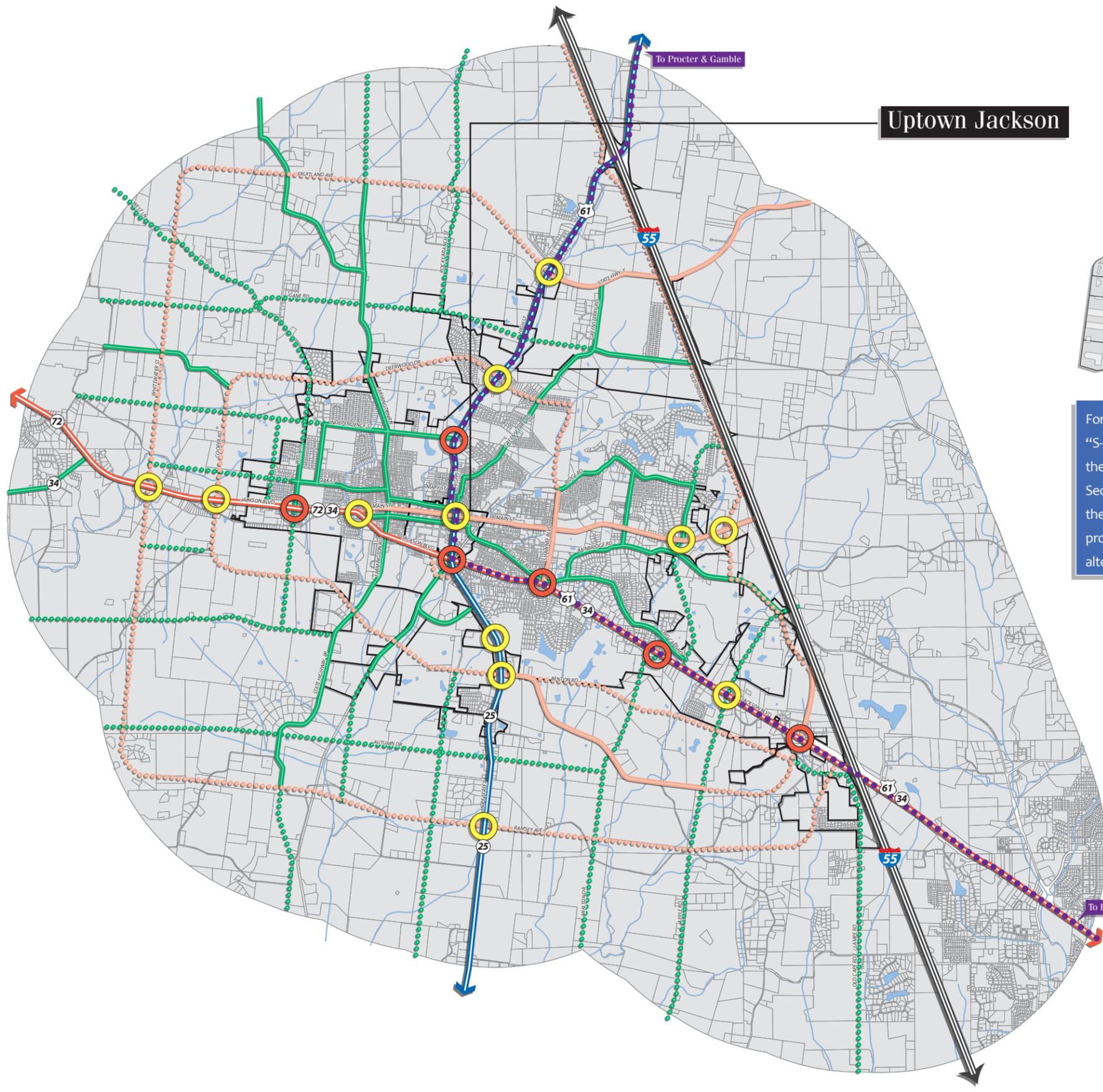
Building upon the theme The City’s primary corridors should be improved through the implementation of a streetscape enhancement program. Public rights-of-way should be improved with street trees, grass parkways, connecting sidewalks, pedestrian and vehicular-scaled lighting, improved pedestrian crosswalks, banners, plantings, street furniture, and other pedestrian amenities. An attractive streetscape will maintain and improve the City’s overall character, image, and identity.

Through a grant received from the Missouri Department of Transportation’s Transportation Enhancement Funds Program the City is working to restore the Jackson Uptown Historic District. Streetscape improvements are being installed as part of the grant including the reconstruction of the sidewalks on both sides of the street with brick. The City should continue to move forward with this project and consider expanding the efforts of that project to other areas of Uptown.

It is important that the Streetscape Enhancement Program include recommended strategies for designing and implementing appropriate streetscaping in Jackson. Two design considerations that arose during the recent construction on the streetscape improvements along Jackson Boulevard include 1) the need to identify low-maintenance landscaping items, and 2) the ability to work with property owners/businesses to identify appropriate improvements that balance visual improvements with access/egress.



Uptown Jackson



For potential alternative solutions for correcting the “S-Bend,” or Route 61, through Uptown, please see the analysis provided earlier in the Transportation Section. The route depicted on this illustration is the existing Route 61 configuration, and the proposed signal is dependent on which “S-Bend” alternative the City finds most appropriate.

Map Legend

- Interstate 55
- Existing Route 61 Configuration (Realignment Options on previous pages)
- Existing Major Arterial
- Existing Minor Arterial
- Proposed Minor Arterial
- Existing Collector
- Proposed Collector
- Potential Bus Route
- Existing Traffic Signals
- Proposed Traffic Signals
- Existing Creeks
- Municipal Boundary

**Figure 8
Vehicular Transportation Plan**

The Vehicular Transportation Plan builds upon the City’s 2003 and 2004 Transportation Plans, existing conditions, input received from the Steering Committee, elected and appointed officials, City Staff, and representatives from MoDOT. It strives to provide a balanced transportation system to ensure the safe and efficient movement of vehicles, while alleviating current traffic circulation problems the City faces.

Pedestrian/Bicycle Improvement Plan

The City of Jackson provides pedestrian and bicycle mobility through the City with a combination of City sidewalks, and a multi-use trail system. The following is an analysis of the existing pedestrian/bicycle amenities and recommendations for future improvements.



City Sidewalk System

This Plan recommends creating continuous sidewalks along arterial streets in the City. Sidewalks should provide linkages to shopping and community facilities such as parks, schools, and libraries. Improved pedestrian crossings at existing signalized intersections, including brick pavers, lighting, and signage are recommended. The City should continue to budget for a Sidewalk Replacement Program which identifies sidewalks in need of repair and priorities for replacement/repair on an annual schedule.

An inventory of the sidewalks and trails within the City of Jackson was taken in 2007. The inventory and evaluation was conducted to address mobility needs throughout the community and recreational demands of City residents. The inventory and evaluation identifies the street name the sidewalks are located on, the condition of the sidewalks, and whether any Americans with Disabilities Act (ADA) compliant ramps exist. A subjective rating system of the physical condition of sidewalks was developed and ratings ranged from “Excellent” to “Poor”. Examples of various types of curb ramps were also included in the inventory and evaluation of sidewalks. Summaries of the field survey findings were listed in various areas including sidewalks, ramps, and connectivity. The City should update the findings and recommendations of this Inventory on an annual basis.

The City should also complete a review of its ordinances and development codes to determine if the current requirements for developers to install sidewalks is the most effective in meeting the vision residents have for sidewalks in the City.

City Multi-Use Trail System

The City of Jackson has created a multi-use trail system that includes a combination of off-street trails, and City sidewalks. As shown on Figure 9, multi-use trails exist along portions of Hubble Creek, primarily near City Park. This Plan builds upon the City's existing trail system, current trails plan, and input received throughout the community outreach process. As the trail is developed, the City should follow the American Association of State Highway and Transportation Officials (AASHTO) standards. The AASHTO standards are the industry standard for bicycle facility design.

Future trails are planned within the City to connect the existing City parks. The majority of the future trails will follow existing creeks off-street, and on-street through the Uptown area. Figure 9 illustrates recommended extensions of the City's multi-use trail system throughout the community. An emphasis for the location of future trails is on providing linkages to community destinations and residential areas.

Design of Multi-Use Trails

Multi-use trails should be designed to accommodate multiple modes and users, including walking, hiking, jogging, bicycling, and in-line skating. Off-street trails that are expected to be heavily used or part of a larger connected trail network should be a minimum of 10' in width. Trails should be constructed of crushed limestone or asphalt, depending upon the environmental sensitivity of the site and the expected primary users. For example, in-line skating requires asphalt paving.

Connectivity

It is important that the Multi-Use Trail be designed with connectivity to residential neighborhoods and key destinations within the City. Pedestrian connections should be made from the multi-use trail, to Uptown, public parks, schools, and other community facilities and employment centers to encourage use. This Plan recommends the City continue expanding trails and trail amenities throughout Jackson and the larger community. Possible extensions of the City's Trail system are shown on Figure 9. The Implementation Section of this Plan provides a listing and analysis of possible grants and alternative funding sources that the City and the Parks and Recreation Depart-

ment could pursue to assist in the construction of these trails. As new development occurs within the City, negotiations and agreements should be considered with future developers to construct the portion of the trail system that is within, or adjacent to their future developments.

Regional Trail System

In addition to planning for and developing a trail system within the City's boundaries, the City should work with adjacent communities and the County to develop a larger interconnected regional trail system. Not only will trail users benefit from a larger, interconnected regional trail system, but a larger trail system typically increases the likelihood of receiving potential funding grants. Potential grants and alternative funding source opportunities for trails are provided in the Implementation Section of this Plan.

Trail Amenities

Adding appropriate trail amenities to the trail system enhances the experience of the user. The following is a summary of potential trail amenities that should be considered by the City of Jackson and the Parks and Recreation Department for inclusion along the trail system. The following examples of trail amenities, and any other potential amenities not included in this section, should be carefully reviewed and considered based upon a number of factors. The City should consider construction costs and maintenance cost, resident input/desirability, uniqueness of the amenity, comparable amenities nearby, and overall recreation and programming goals.

Entrance/Building Lighting

Pedestrian scaled lighting should be considered at the entrances to the multi-use trail system to identify entrances and to provide security lighting. Security lighting should also be installed at trail head locations.

Trail Crossings

Where trails cross streets, signage and/or markings should be installed to alert both trail users and vehicles. Similarly, sidewalks in some areas of the City may double as part of the multi-use trail system where connections through Uptown or across commercial corridors are limited.

Drinking Fountains

Where feasible, drinking fountains should be located at each trailhead and near restrooms.

Bicycle Parking

Parking for bicycles along the trail system and at key destinations in the City. To plan for future bicycle racks, the City should continue to evaluate potential bike parking locations and trail users to better determine actual need.

Vehicle Parking

Parking for automobiles should be provided at main (or regional) trail entrances wherever appropriate. Bicyclists often transport their bicycle to a trail entrance with their car. Vehicle parking at trail entrances is convenient for those living further from the trail network and provides trail enthusiasts with greater access to the regional trail system.

Rest Areas

Rest areas should be relaxing places containing shelter, shading, benches, and other places to sit. These areas often contain other trail amenities including restrooms, scenic views, drinking fountains, and even informational signage. Rest areas should be strategically located to make trails more usable for all user groups.

Trash Receptacles

Trash receptacles play an essential role in maintaining the cleanliness of a trail system. Trash receptacles allow trail users to dispose of any trash or other refuse generated while utilizing the trail system.

Restrooms

Restrooms should be placed at trail entrances and rest areas along multi-use trails, primarily along regional bikeway systems. Restrooms are a necessary trail amenity and are highly valued by trail users. Providing restrooms at trail entrances is convenient and essential, however, due to their costs, careful consideration for their location at only specific, key locations are recommended.

Directional Signage/Maps/Kiosk

To assist users in navigating the trail system, directional signage, maps, and/or a kiosk should be provided with important trail information. Directional signage, maps, and/or a kiosk inform trail users of their location on the map, how long the trail is, where certain trail amenities are located, and what to expect in general from the trail.

Informational Signage

Informational signage often describes the history of a trail or provides facts about the wildlife one is likely to encounter while utilizing a trail. Informational signage enhances the experience of the trail user and provides interesting information for all to enjoy. The City and the Parks and Recreation Department should work with other agencies wherever feasible, to create historical and/or environmental signage to place along trails.

Mileage Markers

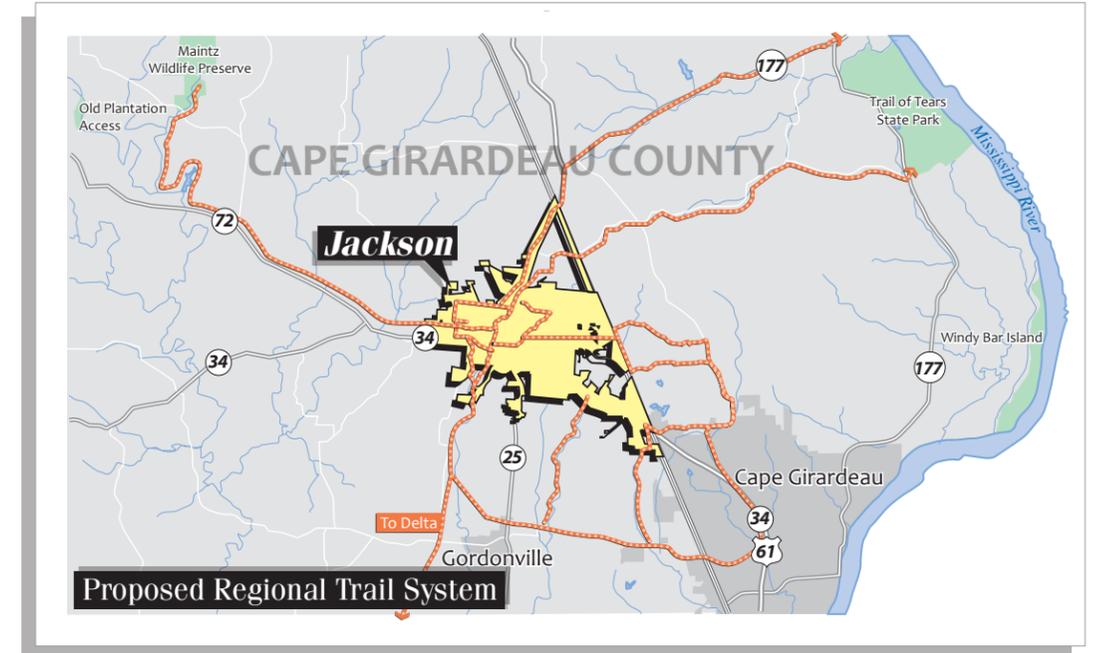
Mileage markers inform trail users of their distance traveled. Bicyclists, joggers, and others often utilize trails for many miles and desire to know their distance traveled. Mileage markers allow users to determine if their goals for the day have been reached and/or how much further they must travel to obtain those goals.

Accessible Trails

The City should make every effort to provide ADA accessibility, especially for asphalt and sidewalk trails. For example, slopes on these types of trails should not exceed 5% to prevent the need for handrails and landings, as well as to minimize maintenance issues. Surfaces should be sufficient to accommodate wheelchair use and typically be constructed 5 feet wide (minimum 3 feet wide) to accommodate a wheelchair.

Safe On-Street Routes

On-Street routes should be clearly marked for both trail users as well as for vehicles. The City should ensure that if the trail system is marked and created in certain areas of the City “on-street” that streets are installed with storm grates that meet AASHTO standards for on-street bicycle routes. These types of storm grates are not the long parallel types that may present potential hazards for bicyclists.



**Figure 9
Trails Plan**

This Plan illustrates existing and proposed trail systems in the City and surrounding region. It is important that the Multi-Use Trail be designed with connectivity to residential neighborhoods and key destinations within the City. Future trails are planned to connect existing City parks to the regional trail system. The majority of the future trails will follow existing creeks off-street, and on-street through the Uptown area. Multi-use trails should be designed to accommodate multiple modes and users, including walking, hiking, jogging, bicycling, and in-line skating.

Map Legend

- Existing Trails (approximately 5 miles)
- Proposed Trails (12.5 miles within current boundary, 14 miles outside but within planning area)
- Proposed Cape Girardeau Trails (as shown in the City's 2007 Comprehensive Plan)
- Trailheads (restrooms, shelter, parking)
- Parks, Open Space and potential Greenways
- New Road Network (Per Transportation Plan)
- Creeks
- Municipal Boundary

Community Facilities Plan

The City of Jackson has a variety of community facilities and services for residents and visitors already in place with several plans for future expansion. Community facilities includes buildings, services, and infrastructure provided by the City of Jackson, other governmental agencies and districts, the County, adjacent communities, schools, clubs, organizations and religious institutions. Together these public facilities provide important services to the residents and businesses of a community that add to the overall “quality of life”.

This section summarizes future needs and long-range recommendations for providing new schools, community centers, fire and police stations, City facilities and infrastructure, and other municipal/private agency services.

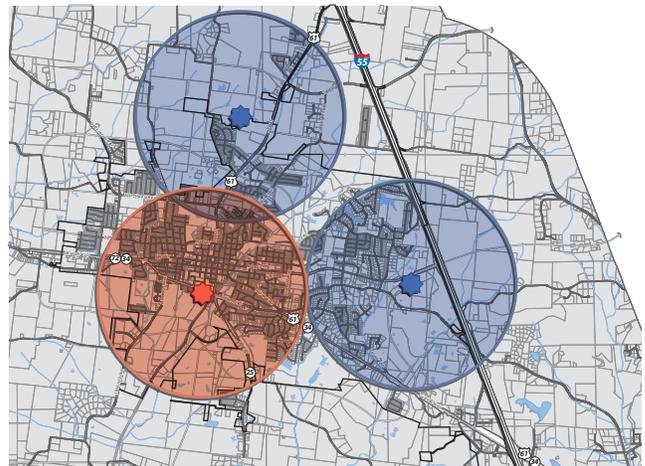
It is important to emphasize that this Community Facilities Plan presents general policies and guidelines. The Plan is not intended to preempt or substitute for the more detailed planning and programming which should be undertaken by the City of Jackson and other service agencies and organizations. For example, even though the Plan highlights generalized locations for future schools, parks, fire and police stations, the Plan is not meant to preclude the need for the more detailed planning, programming, and site selection which fall within the purview of each agency and organization.

Jackson Fire Rescue Department

As the City continues to grow, the Department faces longer response times and has begun to experience an increased number of overlapping incidents. In 2008, a Fire Station Committee was formed to look at the need and location of a future station based upon ISO Distance Recommendations which is a service radius of 1 ½ miles for an engine. This Community Facilities plan supports the Fire Departments analysis and recommendations of a new first station that can provide service to the northern segment of the City. The Department envisions a two-acre site in an area that can meet the following three goals: 1) improve their coverage of the north section (which includes the assisted living and senior housing areas), 2) cover the eastern section of the City (which covers the new East Main Interchange area) and, 3) maintain their current fire insurance rating. This Community Facilities plan also identifies a potential area for a third fire station. The possible future location is illustrated north of Independence Street, on the City owned property, to handle City growth to the northwest.

The City should work with the Fire Department, the County, and Cape County Private Ambulance Service (the existing private ambulance company) to ensure that as the county continues to grow, so does the fleet of ambulances to maintain appropriate response times. There may be opportunities for a larger public/private partnership in providing ambulance service in the community that should continue to be explored. The entities should work together to locate a base for ambulance service within the City of Jackson to improve service, either in a stand-alone facility or within a shared facility such as a new Fire Station.

Based upon National Standards, the service area of a fire station is approximately 1.5 miles from the fire station site. This illustration depicts the existing coverage from the current Fire Station (in red). Service area coverage with the addition of two potential stations (one in the east, and one in the north sectors) is also shown (in blue). A significant amount of the City of Jackson, and portions of future growth areas are covered.



Jackson Police Department

The Police Department works closely with the County Sheriffs Office to assist with police protection and jail duties. The City and the Police Department should continue to work cooperatively with the County to provide efficiencies in police protection which will save tax dollars. As funding becomes available, the Police Station should be renovated and/or expanded. Possible renovations include the removal of the holding area which would allow for other operations to expand (such as the call center control room.) An opportunity may exist to cooperate with the County Jail to handle prisoners. The Department would also like to expand their current building west to add a new sally port and new communications room. In addition to the expansion of the current building, the Department should research opportunities to add an additional police substation(s) in the community, potentially sharing a new facility with the Fire Department.

Public and Private Schools

Throughout the community outreach process, the high-quality of the local schools was continuously cited as one of the greatest strengths of the City.

Public and private schools within the community include: Jackson R-2 Public School District, Immaculate Conception School, Jackson Alternative School, Notre Dame Regional High School, Saxony Lutheran High School, and St. Paul Lutheran Elementary School.

In addition to the specific school district plans that are summarized below, in general, as the City of Jackson continues to grow, especially outward with new annexations, the City should continue to work with the School Districts to plan for future school sites if needed to ensure property is acquired when it is available. Although a more detailed analysis of each public and private school district is included in the Existing Conditions Report, the following is a summary of the schools that have plans for expansions or are planning to construct new schools in the future to handle the expected increase in student population.

Jackson R-2 Public School District

The Jackson R-2 School District elementary buildings are over capacity and are in need of expansion according to the District. Some of the schools in the R-2 School District are located within such close proximity to one another or have such limited access that significant traffic congestion results. The R-2 School District is currently renovating Jackson High School and adding new facilities. The District has a preschool enrollment of 152 students and a Kindergarten – 12th Grade enrollment of 4,616 students. The School's enrollment experienced consistent growth from 1990-2004, but has since stabilized. Enrollment is expected to increase as more subdivisions are developed. The Jackson R-2 School District currently owns land off of Lacy Street should a new school be needed in the future.

St. Paul Lutheran School

St. Paul Lutheran School is considering constructing or obtaining more office space as well as expanding the narthex. St. Paul Lutheran also anticipates needing additional space for its early childhood development program. The Elementary School enrolls 46 students in its Preschool program and 331 students in grade K-8. Fewer younger children are entering the St. Paul Lutheran School system but more transfers are coming in and out of the school system at older ages.

Other Schools Without Current Expansion Plans

Immaculate Conception School, Jackson Alternative School, Notre Dame Regional High School, Saxony Lutheran High School have no current plans for expansion that will affect future land use plans or community plans for the area.

Southeast Missouri State University

Technology Village

Southeast Missouri State owns a significant portion of the area near the new East Main Street/I-55 Interchange. The University's plan for the entire area is called Technology Village. Full development of the Technology Village is planned as a 15 to 20-year project and part of the first step in seeing the project come to fruition was the opening of the new interchange. Technology Village will be developed on the University's 400-acre site which is split by I-55. According to the University, the Technology Village will be a mixed-use development, envisioned

to include not only a business, technology and research park, but also related and supportive uses and services. Prior to commercial development breaking ground, the Southeast Missouri State University Foundation, the City of Jackson and/or the City of Cape Girardeau, or a potential developer must first install the necessary infrastructure. The Comprehensive Plan supports the University’s plans for Technology Village with the inclusion of appropriate land uses surrounding the schools development, especially on the northwestern portion of the interchange.

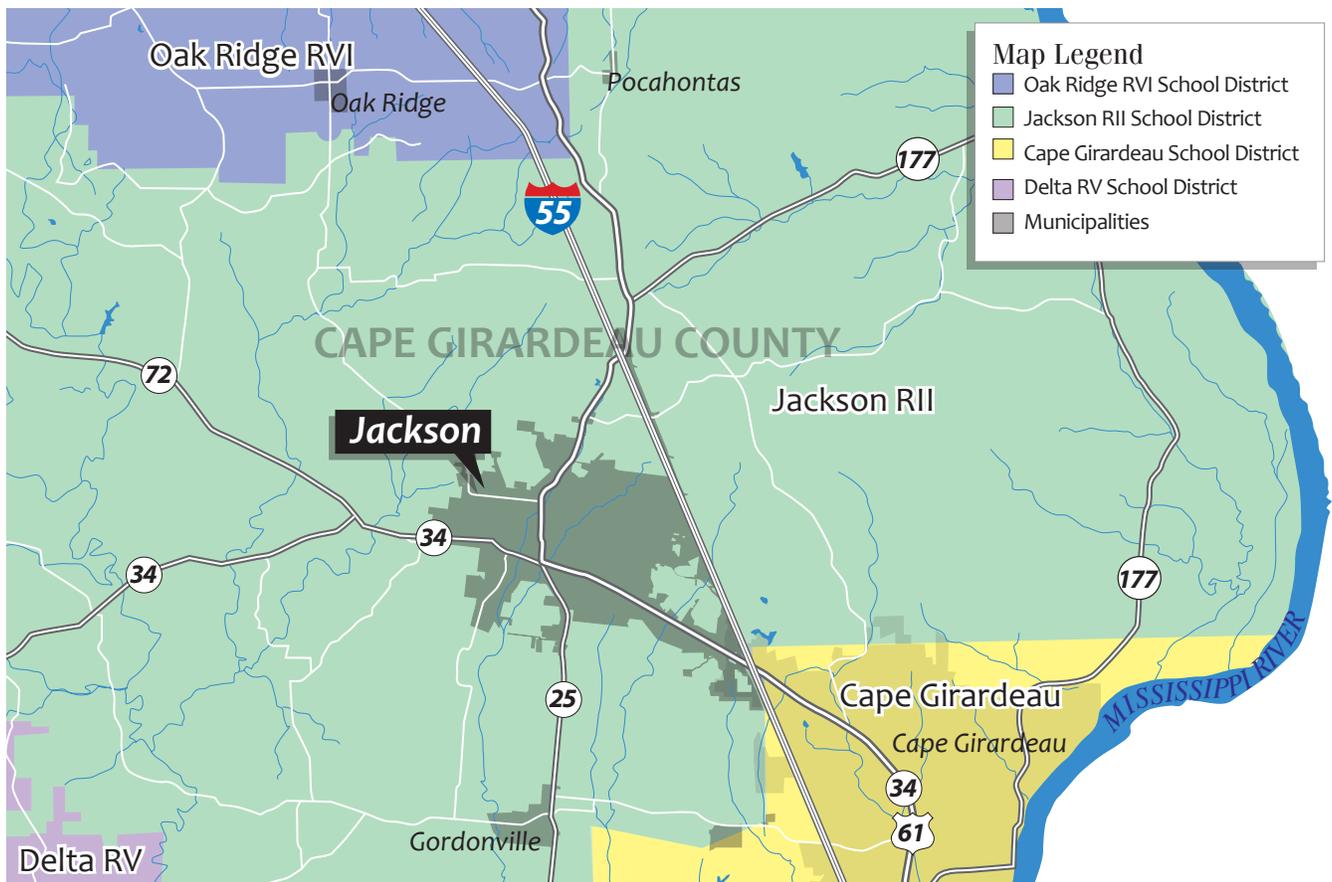
School District Boundary Issue

The existing School District Boundary (see illustration below), is larger than the City of Jackson’s municipal boundary, and extends into adjacent communities. Although any modifications to the School District boundary is within the jurisdiction of the School District, this Plan does not recommend altering the existing boundaries.

Attract a Community College/Trade School

The Community Facilities Plan recommends that the City continue to seek out and attract a Community College/Trade School to locate within the City. A potential location for such a school is shown on the City’s existing vacant property that it currently being marketed for industrial use. Due to the rolling topography and steep slopes on this property, future industrial development is unlikely. If properly designed, a school could be developed in a “campus like” setting. The property to the rear of the site, near the existing water tower could remain within the City’s ownership. Possible uses for the rear portion of the property include a new fire station/water treatment facility. A community college/trade school could also potentially locate within the new Southeast Missouri State campus, if space is available. This would allow for potential sharing of facilities and resources. If such an opportunity is possible, the City should help facilitate a relationship with the University and community college or trade school.

School District Boundaries



Libraries

The City of Jackson is served by two Library Districts: The Jackson Public Library, and the Riverside Regional Library. The Jackson Public Library is supported by a library tax on property located within the 1965 Jackson city limits, and by an annual subsidy from the City's general revenue. The Riverside Regional Library is primarily supported by County library taxes and various grants. The Riverside Regional Library recently moved to 1997 E. Jackson Boulevard which doubled their space. The City should work with the libraries and conduct a study to determine if a consolidation of the library districts into one district would be desired.

Water Service

Based upon discussions with City Staff and the recommendations of the City's 2007 Interim and Long Term Water System Facility Plan, this Plan illustrates the key policies and recommendations that should be planned over the next 10-15 years.

As the City continues to grow, providing adequate water service to the existing city and the new areas will become increasing important. In addition to the projects currently underway by the City, and those recommended in the 2007 Study, the following long-term water service improvements are also supported in the Comprehensive Plan: a new water treatment plant, additional wells, and replacement of undersized water lines, water line extensions, and construction of an additional elevated storage tank. Potential locations for new water towers and other public utilities required to preserve the City's current level of services are illustrated on the Community Facilities Plan.

Wastewater

As the City continues to grow, providing wastewater infrastructure for the new and existing areas of the City will be an important issue. This Comprehensive Plan supports the long-term recommendations of the City's 1998 Wastewater Facility Plan. Long-term wastewater collection and treatment system projects that will serve the City and the surrounding facility planning area include the following: improvements to the existing wastewater treatment plant, and additional gravity sewer interceptors added in the areas of annexation and growth (especially in the northeast, north, and west sections).

Other City Services

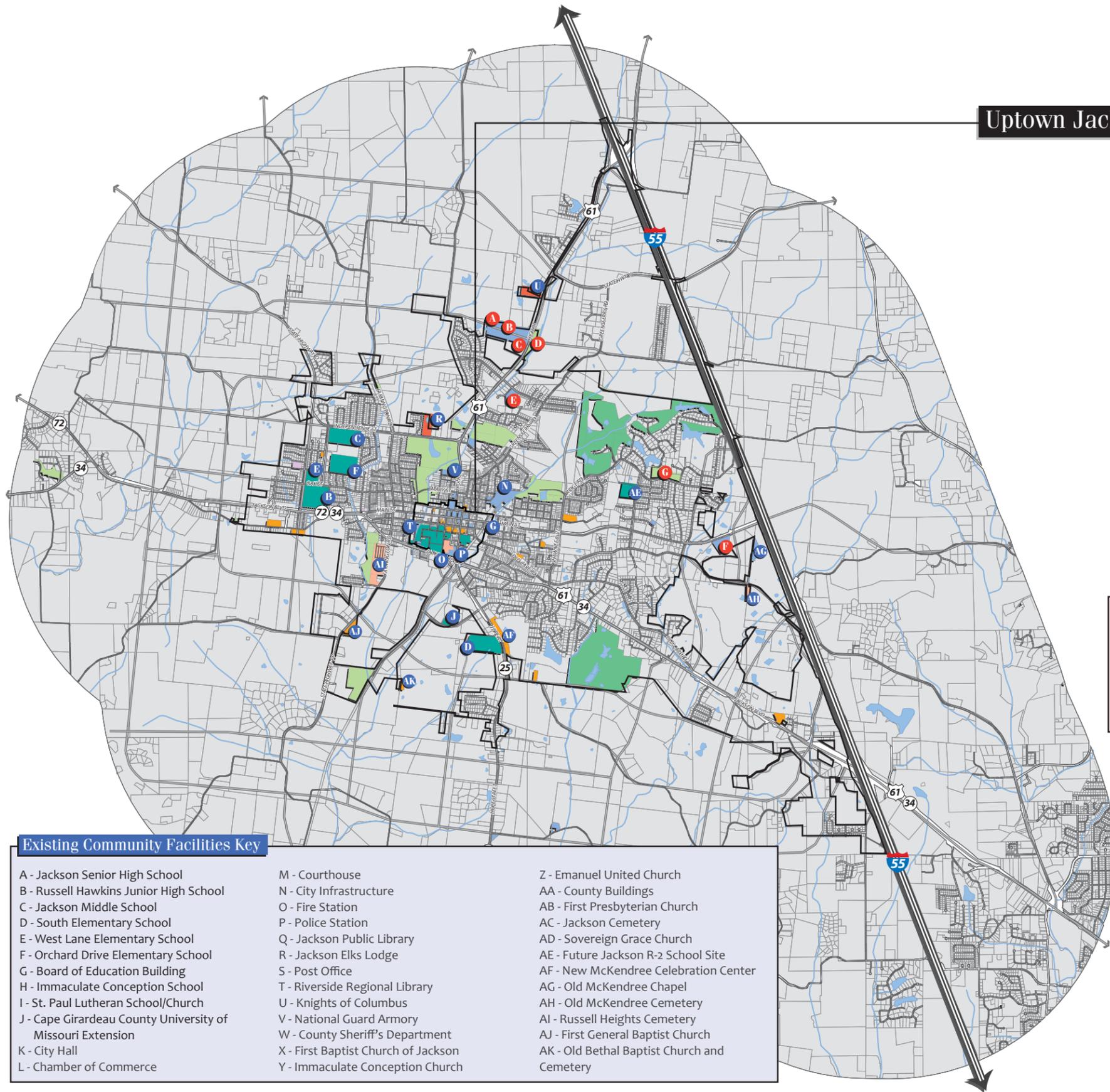
Although not shown on the Community Facilities Plan, all other City Services and Infrastructure should be monitored and evaluated to ensure that they are meeting the needs of residents and businesses. As new areas are annexed into the City of Jackson, providing city infrastructure and services will be an important and expensive undertaking; the costs of such should be considered with potential annexation agreements. It is also important that the City continue to budget for maintenance of its existing city infrastructure, and replace as needed so that the existing residents and businesses continue to receive high-quality municipal services.

Community Center

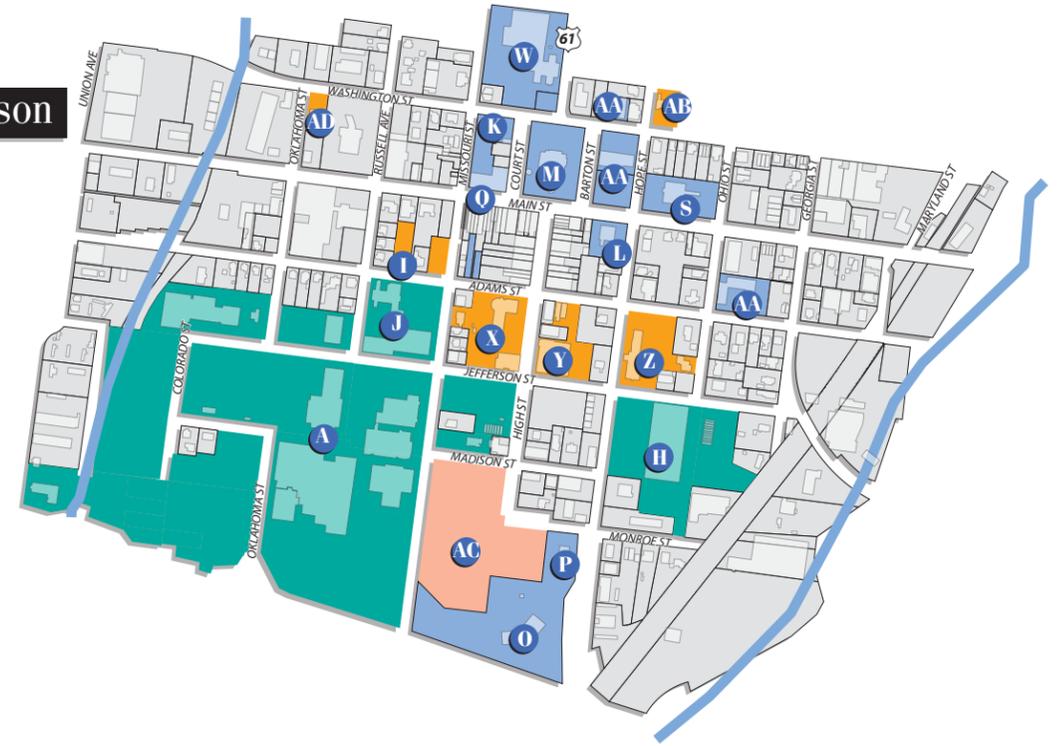
The Community Facilities Plan reflects the vision of the Southeast Missouri Medical Center which plans to construct a community center near the East Deerwood Drive Bridge over Hubble Creek. The group plans to construct a community center that will include arts and cultural component. In addition to the community center discussed above, this Plan also recommends that the City continue to work with other public or private agencies to construct an additional community center, ideally located within, or near, the Uptown Area that includes indoor meeting space and recreational facilities. The approximate location of the Community Center is shown on **Figure 10**. The City should also work with other agencies within the community to provide activities and programs for youths and seniors. Activities for these age groups should be designed for, and encouraged within future community centers.

Medical Offices/ Medical Center

Currently, two hospitals are located in the City of Cape Girardeau; Saint Francis Medical Center and Southeast Missouri Hospital. Both are located within ten miles of Jackson with additional medical facilities in four medical clinics, two nursing homes and an assisted living center located in the City. Nursing services are provided by the Cape Girardeau County Health Department at the assisted living center. The Plan recommends the City work with local health care providers to promote the location of clinics and possibly a new urgent care facility.



Uptown Jackson



Proposed Community Facilities Key

- A - Fire Station/Police (North)
- B - Water Treatment Plant
- C - College/Trade School
- D - Engineered Wetland
- E - New Community Center
- F - Fire Station/Police (East)
- G - Future Public Park

Existing Community Facilities Key

A - Jackson Senior High School	M - Courthouse	Z - Emanuel United Church
B - Russell Hawkins Junior High School	N - City Infrastructure	AA - County Buildings
C - Jackson Middle School	O - Fire Station	AB - First Presbyterian Church
D - South Elementary School	P - Police Station	AC - Jackson Cemetery
E - West Lane Elementary School	Q - Jackson Public Library	AD - Sovereign Grace Church
F - Orchard Drive Elementary School	R - Jackson Elks Lodge	AE - Future Jackson R-2 School Site
G - Board of Education Building	S - Post Office	AF - New McKendree Celebration Center
H - Immaculate Conception School	T - Riverside Regional Library	AG - Old McKendree Chapel
I - St. Paul Lutheran School/Church	U - Knights of Columbus	AH - Old McKendree Cemetery
J - Cape Girardeau County University of Missouri Extension	V - National Guard Armory	AI - Russell Heights Cemetery
K - City Hall	W - County Sheriff's Department	AJ - First General Baptist Church
L - Chamber of Commerce	X - First Baptist Church of Jackson	AK - Old Bethal Baptist Church and Cemetery
	Y - Immaculate Conception Church	

Figure 10 Community Facilities Plan

Community Facilities are one of the City's greatest strengths. Jackson has a variety of community facilities and services for residents and visitors already in place with several plans for expanding community facilities in the future. Community facilities include buildings, services, and infrastructure provided by the City of Jackson, other governmental agencies and districts, the County, adjacent communities, schools, clubs and organizations and religious institutions. Combined these public facilities provide important services to the residents and businesses of a community that add to the overall "quality of life".

Map Legend

Government Building/Facility	Parks/Open Space
Schools/Educational Facility	Golf Course
Religious Institution	New Road Network (Per Transportation Plan)
Cemetery	Creeks
Community Organization	Municipal Boundary
Utility	

Parks, Open Space and Environmental Features Plan

The City of Jackson has a variety of parks, open space areas and natural features that add to the character of the City. The following summarizes the recommendations and policies that will continue to improve these features within the community.



Parks, Open Space Plan City of Jackson Parks System

The City of Jackson and its Parks and Recreation Department provide public open space and recreational amenities within the community. It is also important to note that many community agencies, groups, and civic organizations volunteer their time and funds to run many programs within the City. The City also cooperates with schools to provide recreation in the community. The following are the recommendations for park land and recreational amenities.

Park Land

The National Recreation and Parks Association (NRPA) recommend a standard of 10 acres of open space for every 1,000 residents. Based upon the City's estimated population of 14,000, this would equate to a recommended service level of 140 acres. The City of Jackson has six parks totaling 228.04 acres which exceed the national standard. The City has done well by acquiring parks and open space and although no new open space is recommended based upon this standard, the City should continue to explore park space in under served areas of the city as well as in growing segments as the city expands.

In addition to greenways and neighborhood parks, the City should pursue opportunities for larger community parks (i.e.: 40 acres +) within the City, ideally in the growing areas of the City. Larger community parks should be planned to be well-buffered from residential uses, and should be located along a collector or arterial street to provide excellent access. In order to use the land efficiently for sporting events, such as league play, open play, or possible tournaments, consideration should be given to lighting the fields. Because these parks are likely to draw many users/visitors, and with the potential sports field lighting, these parks should be well buffered from adjacent residential properties.

Possible Parkland Dedication Ordinance

This Plan recommends that the City consider the creation of a parkland dedication ordinance. Such an ordinance could be written to be part of the City's Subdivision Ordinance requirements for residential developments. This ordinance would require developers to dedicate an amount of land or cash-in-lieu of park space to the City for a future public park that would serve the future residents of that subdivision and the area. As an option, developers can pay a cash-in-lieu of land that can be used to finance park improvements within the City. The amount of land and dollar value varies from City to City throughout the country. The 1990 reprint of NRPA's Recreation, Park and Open Space Standards and Guidelines recommends, at a minimum, the core system of developed parklands should consist of between 6.25 to 10.5 acres per 1,000 population (Source: Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association).

School Cooperation

The City cooperates with schools to provide recreational services within the community. These cooperative arrangements have not been formalized and this Plan recommends that the City begin to work with the School District to formalize these cooperative arrangements.

Other Groups/Organizations

Currently, sports programs such as football, soccer, baseball, softball, and others, are run by individual civic and/or sports organizations, utilizing City park facilities. The City should continue to work with these agencies to ensure that these groups have quality fields and amenities. These groups provide a tremendous benefit to the City and save staff time and tax dollars to provide sports programs for Jackson residents.

Sanctioned leagues within the City include Junior and Senior Legion Baseball (City Park), Senior Babe Ruth Baseball (City Park), T-ball League, Adult Men's Softball (City Park), Jackson Area Youth Football (Football Park), Boys Youth Football League (City Park and Litz Park), Girls Youth Softball League (Brookside and City Park), Jackson Area Organized Soccer Association (JAOSA), and Youth Soccer League (Jackson Soccer Park).

Parks and Recreation Department

The Jackson Parks and Recreation Department provides leagues, special events, recreation programming, and parks for the community. The park system consists of six parks: City Park, Jackson Football Park, Jackson Soccer Park, Brookside Park, Litz Park, and Klaus Park. The Department is working with others to implement the City Trails Plan, which currently involves constructing the Hubble Creek Recreation Trail (City Park to West Jackson Boulevard), and the East Lane Recreation Trail. In addition, the Department sponsors four park concerts each summer and one movie in a park. As the city continues to grow, the City should work with developers to ensure that high-quality land and locations for new park sites are acquired. The City should also continue the concerts and community events. These events help strengthen the community and build the sense of pride and ownership for the parks.

City Park, the largest park in the system (88.2 acres), includes a number of recreational opportunities and is bisected by Hubble Creek which includes a multi-use path. Baseball fields, a soccer field, tennis courts, pavilions, a pool, and a skate park are some of the unique facilities (such as fishing) offered at this park. The Jackson Municipal Pool will begin its 32nd year of operation this summer.

Jackson Soccer Park is a 27.4 acre park that offers practice and game fields for youth and adult soccer leagues. The park includes a concession, parking, and a combination of soccer fields for different levels of play. A multi-use trail is planned to join the park from a trail along Hubble Creek.

The 19.54 acre **Jackson Football Park** is currently developing in a phased approach. Today, the park includes three football fields and a parking area. Future plans call for a total of four 100 yard fields, and three 80 yard fields. A multi-use trail is also proposed through the park along the Rocky Branch Creek.

Brookside Park is a 41.0 acre park which consists of two baseball fields, the Veteran's Memorial Wall, and parking areas. A multi-use trail is planned to run through the park from the Hubble Creek trail.

Litz Park is a 37 acre park that consists of a baseball field, parking area, and water detention. The Hubble Creek Trail is planned to connect with this park. A T-ball field is also located at Litz Park, with access from White Oak Street.

Klaus Park is a 14.9 acre park located in the southeast section of the City. Although located within City limits, this park is owned and maintained by Cape Girardeau County. Mature trees and vegetation create a natural setting for this park that is adjacent to I-55.

In addition to the open space operated above, the Parks and Recreation Department also schedules recreational programs. The Summer Series includes weekly Municipal Band concerts as well as four Rock in the Rock Garden concerts held in City Park. In addition, the following annual events are also held in the parks, sponsored by the Department and various civic organizations: Park Day, Rainbow Trout Fishing Program (November to March), Square Foot Gardening class for children, Independence Day Celebration, Safety City classes, and various summer youth program classes (gardening, nature and science), Homecomer's 5K Run, Movie in the Park, Barbeque Cook-Off Contest, Lights of the Season Christmas Display, etc. The Parks and Recreation Department also sponsors monthly Senior Social Dances at the Jackson Senior Center. All Cancer Erased (A.C.E.) Tennis tournaments and Youth Points for Pizzas are other events cosponsored by the department at locations outside the park system.

Additional Park Facilities

Throughout the community outreach process a number of substantial and high-cost projects were cited as being desired within the community. These additional park facilities include a sports complex that could attract a minor baseball team, or handle large tournaments for a variety of sports such as baseball or soccer. Although no specific site is identified in the Comprehensive Plan, the City should continue to explore opportunities to provide these amenities. Due to the high cost of constructing and maintaining such facilities, these projects will require private developers, or public/private partnerships to bring these to fruition. If consideration is given to locating these amenities within the community, they should be located along major arterials and well-separated from residential developments.

Private Open Space

In addition to the public parks provided by the City of Jackson, two private parks are located within the mobile home residential subdivision off of Bavarian Ridge and Larch Lane. These parks are outside of the City limits. The parks include a playground and a baseball field. Other nearby parks, currently outside of the City limits includes: Bollinger Mill State Park at Burfordville, and Trail of Tears State Park off Highway 177.

Golf Courses

Two golf courses, one public and one semi-private, are located within Jackson: Kimbeland County Club and Bent Creek Golf Course. The 18-hole Kimbeland Country Club, located off of Jackson Boulevard opened in 1962. The Country Club is a semi-private golf facility. Bent Creek Golf Course, located in the northeast section of the City, is one of the best public golf courses in Missouri according to Golf Digest. The 18-hole course was designed by Gary Kern in 1989 and it opened in 1990.

Other Environmental Features

In addition to providing recommendations for parks and recreation within the community, this Plan also includes recommendations to support and preserve high-quality environmental features. New developments should be designed to preserve high-quality environmental features that improves quality of life for residents.

Topography

Much of the area outside of the current City boundary consists of major changes in topography and steep slopes. As the City grows to include these areas, consideration should be given to future land uses and city services that should be provided to these areas (for example, areas with slopes of 20% or greater have development limitations that can affect future development. Structural issues for construction, and the provision of city services can be more expensive and require more engineering to design and construct).

There is also evidence of karst topography in the north and northwest areas of the City. Karst topography includes areas of drainage holes and sinkholes caused by underground streams or groundwater dissolving limestone bedrock. This type of topography will limit future development potential in these areas and may cause construction issues and flooding.

Creeks and Watersheds

The nearly 20-mile Hubble Creek flows through Jackson, running through the Uptown area. According to the Missouri Department of Natural Resources, the Hubble Creek Watershed contains over 44,000 acres of productive land in southern Cape Girardeau County. Hubble Creek is suffering from water quality problems due to sediment that builds up and eventually runs into the Mississippi River. The next major creek is Williams Creek, which flows through the southeastern portion of the City. Williams Creek's watershed is estimated at 24 square miles. The other creeks that run through the City of Jackson are Hubble Creek, Goose Creek, Rocky Branch, and Neal Creek. The City is also touching a tributary of Cane Creek at Cambridge Estates Subdivision and the tip of Ramsey Branch at Klaus Park Village Subdivision. A portion of the City is also within the Randol Creek watershed.

Flooding Issues

Flooding issues are common within Jackson, especially for properties along Hubble Creek. The Plan recommends that the City continue to work with the County and the State to monitor and plan for flood mitigation techniques and controls within the City. This Plan recommends that future developments be setback from creeks, water bodies, and floodplains to minimize flooding.

Smart Growth Technologies

As discussed in the Land Use Plan, smart-growth technologies and best-management practices should be encouraged by the City. These development practices will preserve the watershed area and reduce stream runoff and soil erosion. The following highlights smart growth strategies that should be encouraged by the City as new development occurs.

Smart Growth

The City should encourage developers to utilize smart growth development practices. Smart Growth has guiding principles that promote creating housing opportunities and choices; creating walkable neighborhoods; encouraging community and stakeholder collaboration; establishing a strong sense of place; economic responsibility; and environmental responsibility, preservation, and stewardship.

Stormwater and Best Management Practices

The City should encourage developers to use Best Management Practices (BMPs). Best Management Practices (BMPs), includes the combination of structures, measures, programs, schedules, and/or procedures that will limit any environmental impacts to both existing ecosystems and neighboring property. An example of BMPs is the use of pervious pavers, native plantings, and bioswales in parking areas that reduce the size of stormwater detention areas, and improve water quality.

Another local example of BMPs is the City's recent and proposed engineering projects at City Park. A constructed wetland is proposed above Rotary Lake to protect the lake from nutrients and siltation as the watershed develops. Rain gardens are also planned to be constructed in the park to demonstrate

alternative stormwater detention and treatment technologies.

The Plan also identifies a potential area for an engineered wetland that could be constructed between Hwy 61 and Hubble Creek for flood mitigation in the watershed above the main part of the City. The potential wetland could be part of a larger park site that would also provide a location for a trailhead for the City's Trail System along Hubble Creek.

Leadership in Energy and Environmental Design (LEED)

The City should encourage developers to pursue LEED accreditation for their projects. LEED for Neighborhood Development is a USGBC (United States Green Building Council) rating system that integrates principals from traditional planning practices, new urbanism, smart growth, conservation design, green building technology, and other LEED rating systems into the first national standard for neighborhood design. This rating system is currently in a pilot phase with projects currently being scrutinized by the proposed rating system. This program is being developed by USGBC in partnership with the CNU (Congress for New Urbanism) and the NRDC (Natural Resources Defense Council).

The basic framework and principals for LEED-ND recognize projects which successfully encourage the following:

- ◆ Reduce Urban Sprawl & Greenfield Development
- ◆ Encourage Overall Healthy Living
- ◆ Protect the Natural Environment
- ◆ Increase Overall Quality of Life
- ◆ Increase Transportation Options

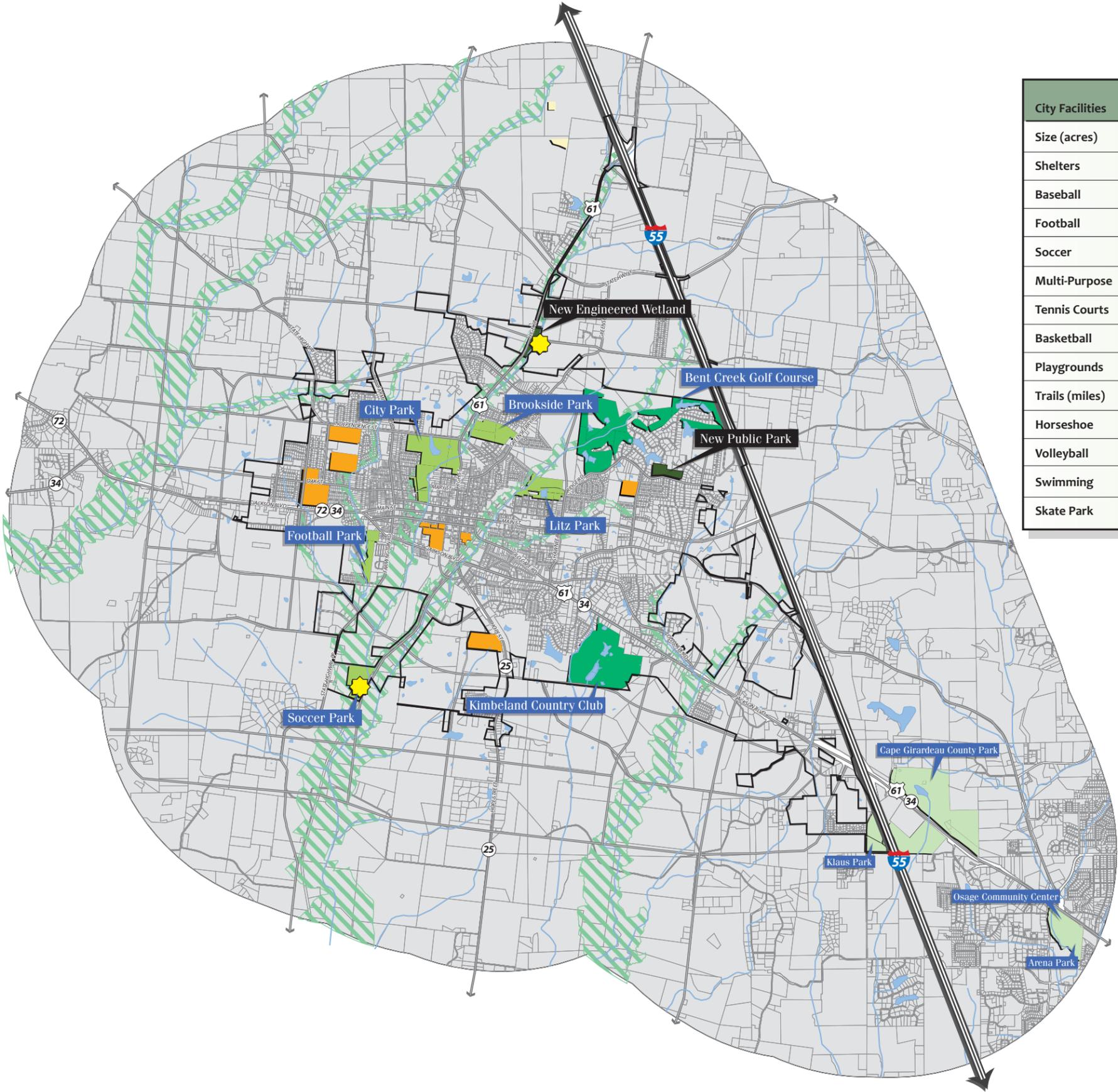
Jackson Fault

The City's current Comprehensive Plan provides an analysis and recommendations regarding the Jackson Fault. According to the Plan, the fault is a geological factor of some concern. The fault, named after the City, extends in an east-west direction across the Cape Girardeau quadrangle (a quadrangle is based upon the United States Geological Survey (USGS) 7.5-minute quadrangle map). It is possible that this fault presents little danger but the Plan does not recommend any large buildings or public facilities to be constructed over a fault. The Plan recommends that an on-site investigation should be carried out prior to construction over a suspected fault.

City of Jackson Park Amenities

City Facilities	City Park	Litz Park	Brookside Park	Soccer Park	Football Park	Total
Size (acres)	88.2	37.0	41.0	27.4	19.54	213.14
Shelters	6	0	0	0	0	6
Baseball	6	1	2	0	0	9
Football	0	0	0	0	3 (4 planned)	3 (total of 7)
Soccer	1	0	0	6	0	7
Multi-Purpose	0	0	(1 planned)	0	0	(1 planned)
Tennis Courts	6	0	0	0	0	6
Basketball	2	1	0	0	0	3
Playgrounds	1	1				2
Trails (miles)	1.5	(0.2)	(0.15)	(0.1)	(0.3)	1.5 (total 5)*
Horseshoe	4	0	0	0	0	4
Volleyball	2	0	0	0	0	2
Swimming	1	0	0	0	0	1
Skate Park	1	0	0	0	0	1

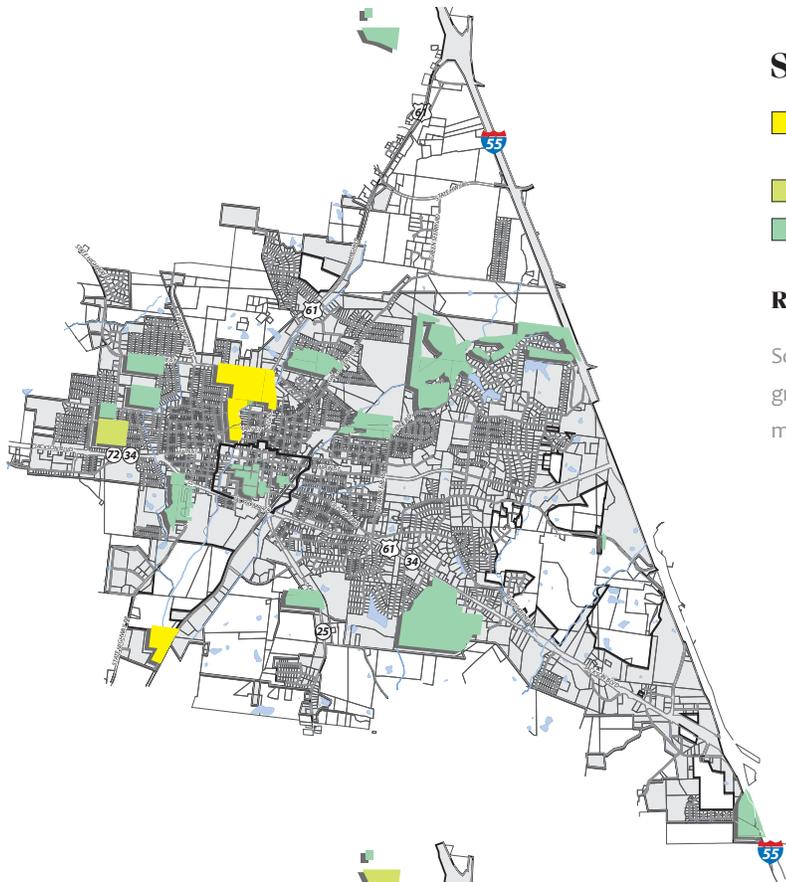
*Note: This trail total is an estimate of potential multi-use trails within the City of Jackson Parks and Open Space. Please refer to the Trails Plan which provides greater detail including estimated trails within the City of Jackson's current limits, as well as the potential trail system that is proposed to extend outside of the City's current boundary.



- Map Legend**
- Existing Public Park
 - Future Public Park
 - Existing Private Park
 - Existing Golf Course
 - Existing County Park
 - Schools (existing and future)
 - Potential Greenway
 - Proposed Trail Heads
 - Creeks
 - Municipal Boundary

Figure 11
Parks & Open Space Plan

The City of Jackson has a variety of parks, open space areas and natural features that add to the character of the City. These areas provide public open space and recreational opportunities within the community. The parks are all of substantial size, and are often situated next to important environmental features such as creeks or wooded areas. The Parks & Open Space Plan illustrates the City's current park system including School, County, and private recreational areas. As Jackson continues to grow, new residential developments should provide neighborhood park space and opportunities for larger community parks within the growing areas should be pursued. New recreational amenities and features should be added to the park system based upon demand, area, and costs.

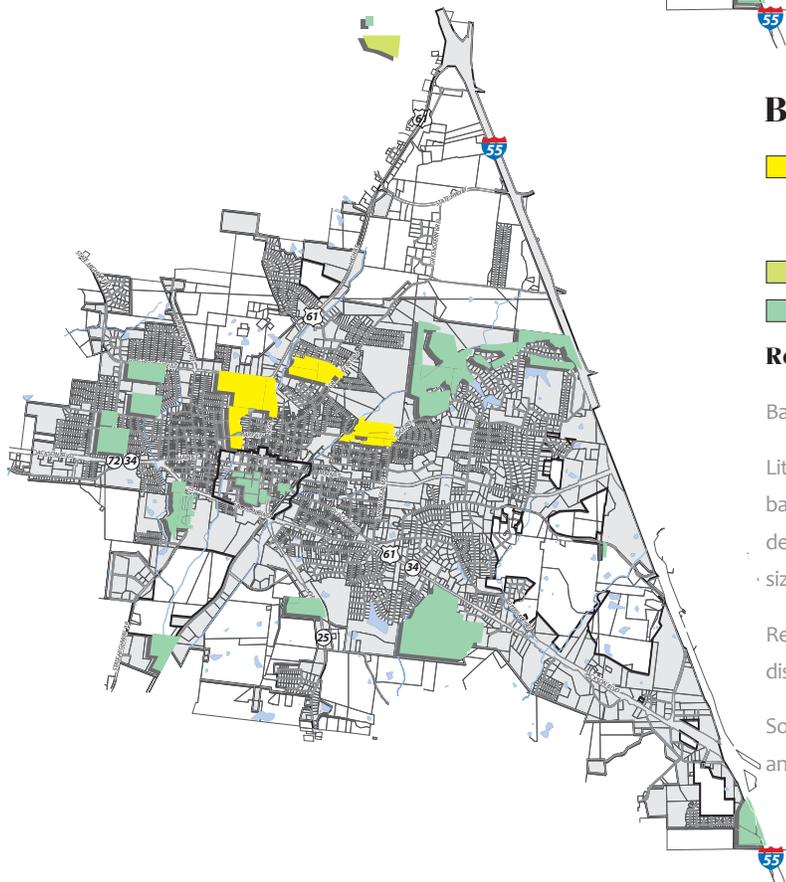


Soccer

- Jackson Parks with Soccer
 - City Park (1), Soccer Park (6)
- Other Open Space with Soccer
- Other Open Space

Recommended Size and Dimensions

Soccer fields can vary in size to meet different age groups. Typically, soccer fields can range in sizes to a maximum of 225' by 360'.



Baseball Fields

- Jackson Parks with Baseball Fields
 - City Park (6), Litz Park (1)
 - Brookside Park (2)
- Other Open Space with Baseball
- Other Open Space

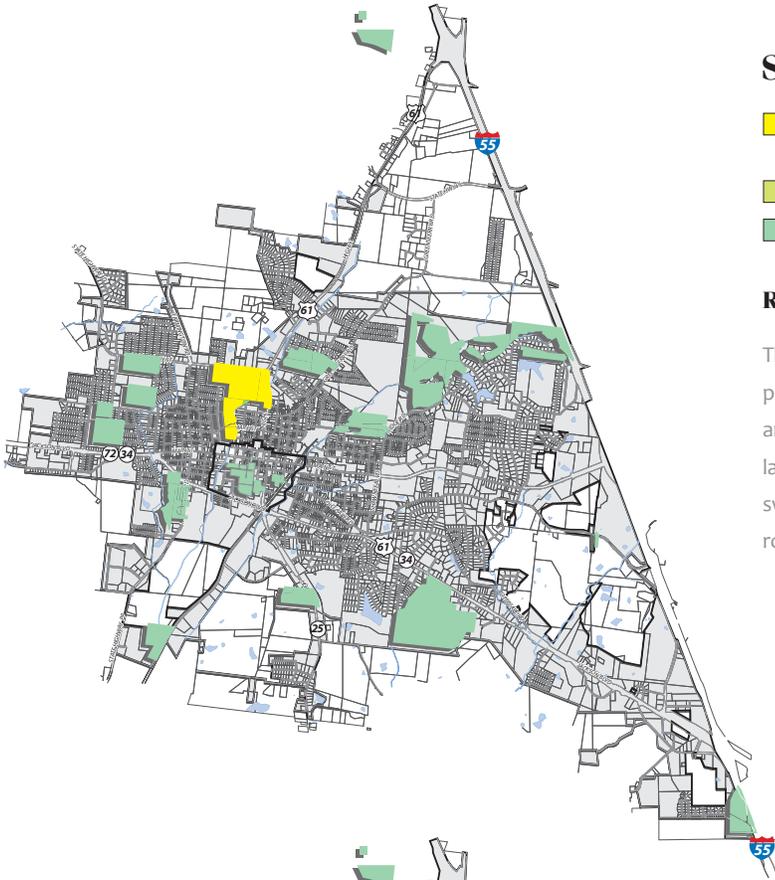
Recommended Size and Dimensions

Backstop – No minimum size and dimensions.

Little League Field – Little league field sizes including baselines, pitching mounds, outfield fences etc. vary depending upon the age and level of play. Generally field sizes average approximately 1.5 acres.

Regulation Baseball – Baselines should be 90', pitching distance 60'6", center field 380' to 400' (2.5 acres)

Softball - Baselines should be 60', pitching distance 45', and center field 275'.

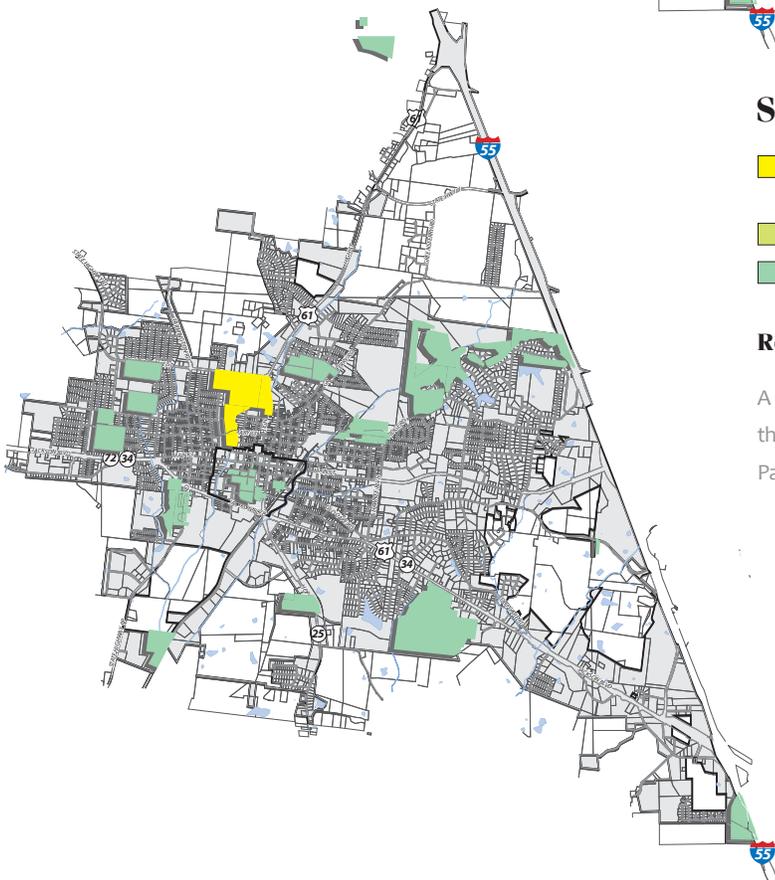


Swimming

- Jackson Parks with Swimming
- City Park (1)
- Other Open Space with Swimming
- Other Open Space

Recommended Size and Dimensions

There are a variety of swimming facility types offered by public agencies in the Jackson area. Facilities may include areas for general recreation and diving, or designated lanes for laps, practice, and competition. Outdoor swimming is provided in summer months while year round swimming requires an indoor pool.

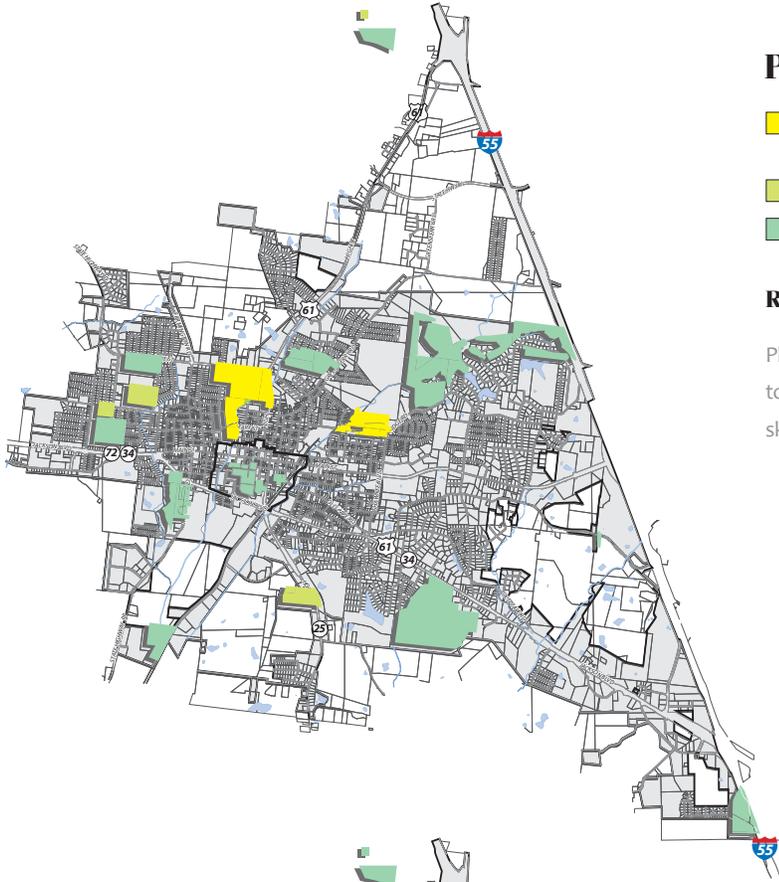


Skate Park

- Jackson Parks with Skate Parks
- City Park (1)
- Other Open Space with Skate Parks
- Other Open Space

Recommended Size and Dimensions

A Skate Park can vary in size and dimensions based upon the desired user of the facility. A larger community Skate Park may be 50,000 square feet.

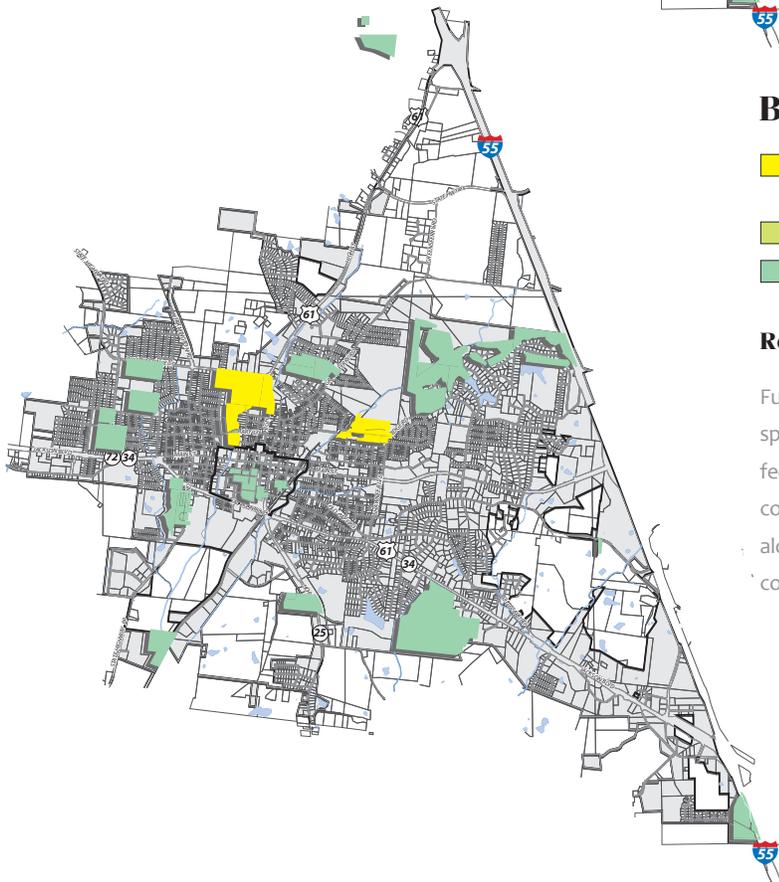


Playgrounds

- Jackson Parks with Playgrounds
 - City Park (1), Litz Park (1)
- Other Open Space with Playgrounds
- Other Open Space

Recommended Size and Dimensions

Playgrounds should be designed to fit into the park and to provide equal opportunities for children with varying skill levels and different ages.

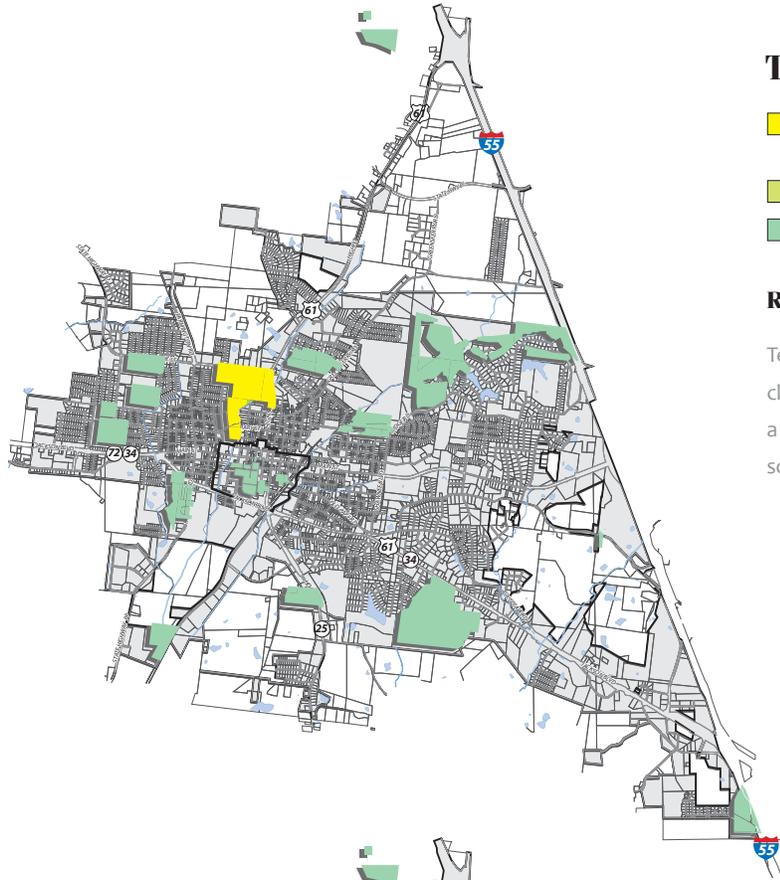


Basketball Courts

- Jackson Parks with Outdoor Basketball
 - City Park (2), Litz Park (1)
- Other Open Space with Basketball
- Other Open Space

Recommended Size and Dimensions

Full courts should be 50' by 94' with 5' of unobstructed space surrounding the court (5,600 to 7,980 square feet). This size will serve youth, high school, and collegiate level games. The court's long axis should run along a north to south direction. Half-courts or circular courts vary in size and dimensions.

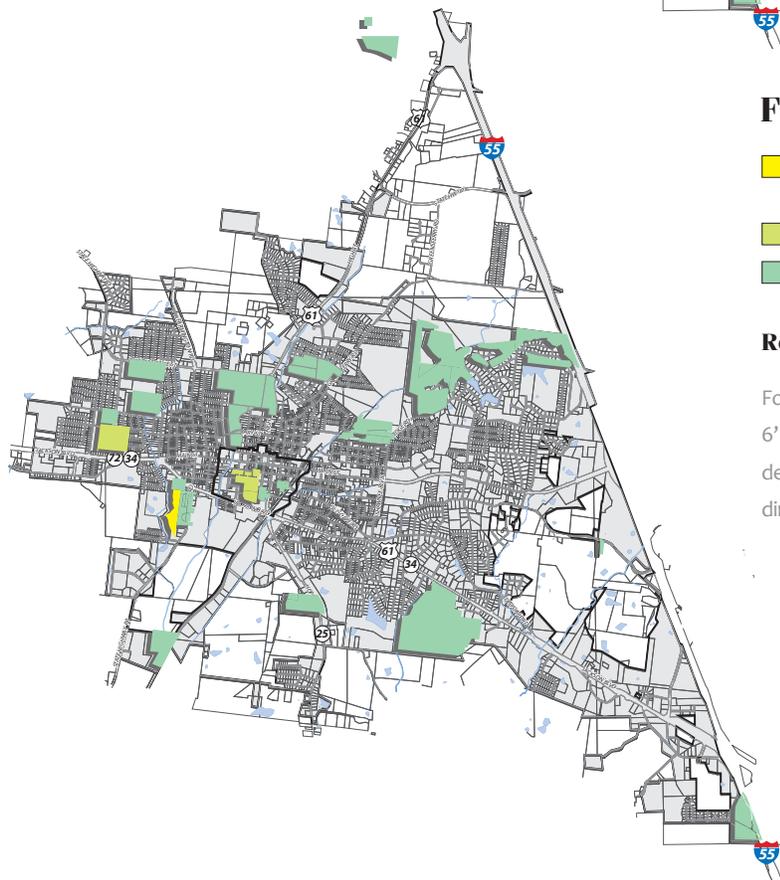


Tennis

- Jackson Parks with Tennis
 - City Park (6)
- Other Open Space with Tennis
- Other Open Space

Recommended Size and Dimensions

Tennis courts are recommended to be 36' by 78' with 12' clearance on each end of the court (7,200 square feet for a single court area). The long axis should run north to south.

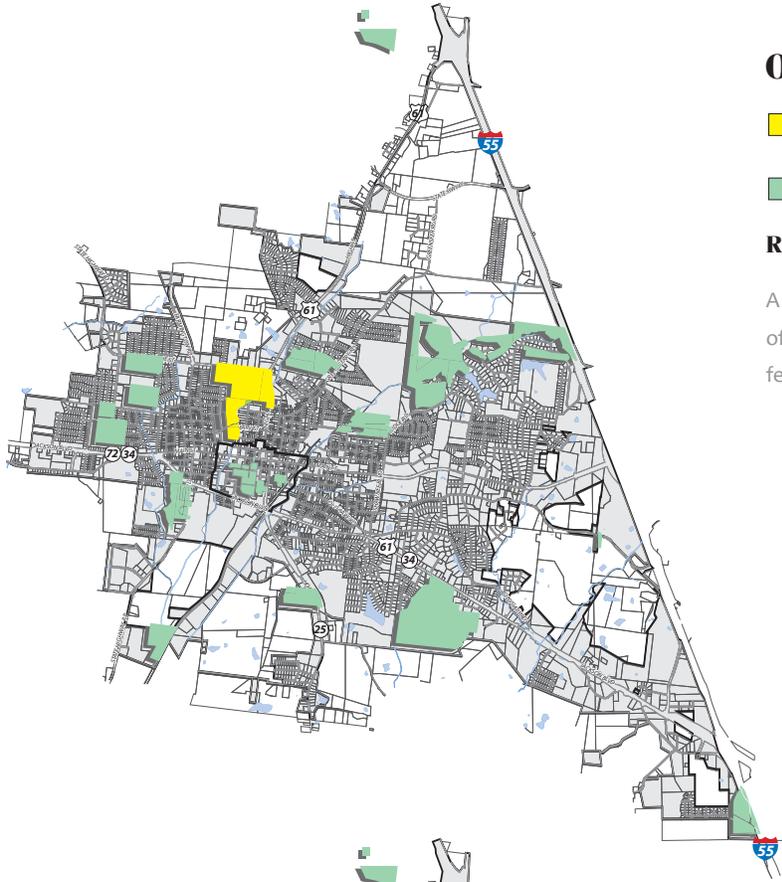


Football Fields

- Jackson Parks with Football Fields
 - Football Park (3, 4 others planned)
- Other Open Space with Football Fields
- Other Open Space

Recommended Size and Dimensions

Football fields should be 160' by 360' with a minimum of 6' clearance on all sides (minimum of 1.5 acres). If designed for youth football, these fields may be dimensioned smaller.

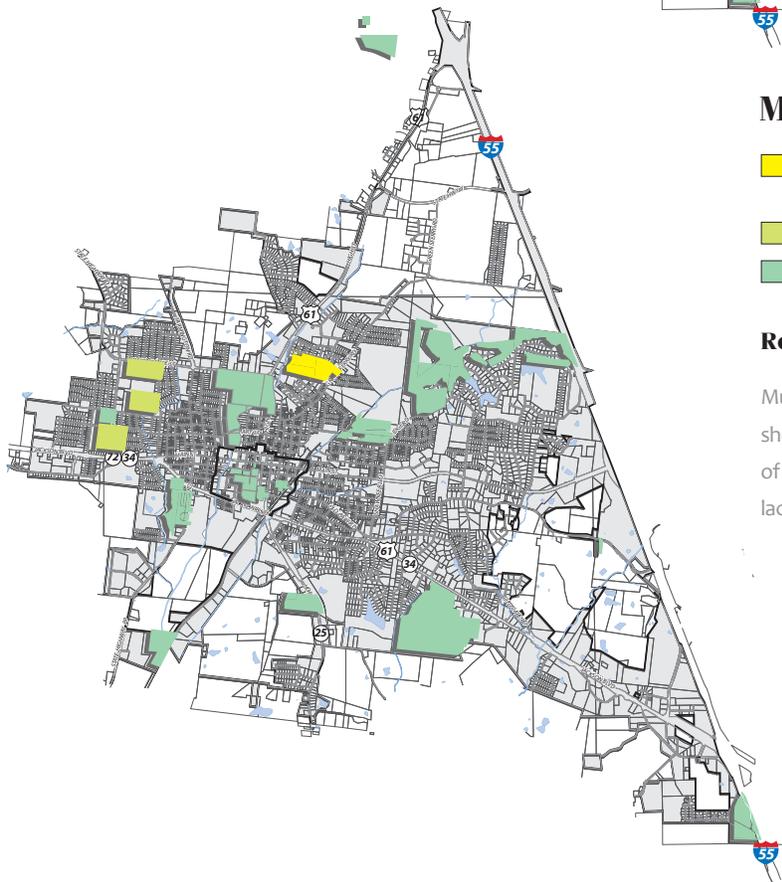


Outdoor Volleyball

- Jackson Parks with Volleyball
- City Park (2)
- Other Open Space

Recommended Size and Dimensions

A volleyball court should be 30' by 60' with a minimum of 6' clearance on all sides (a minimum of 4,000 square feet). The long axis should run north to south.

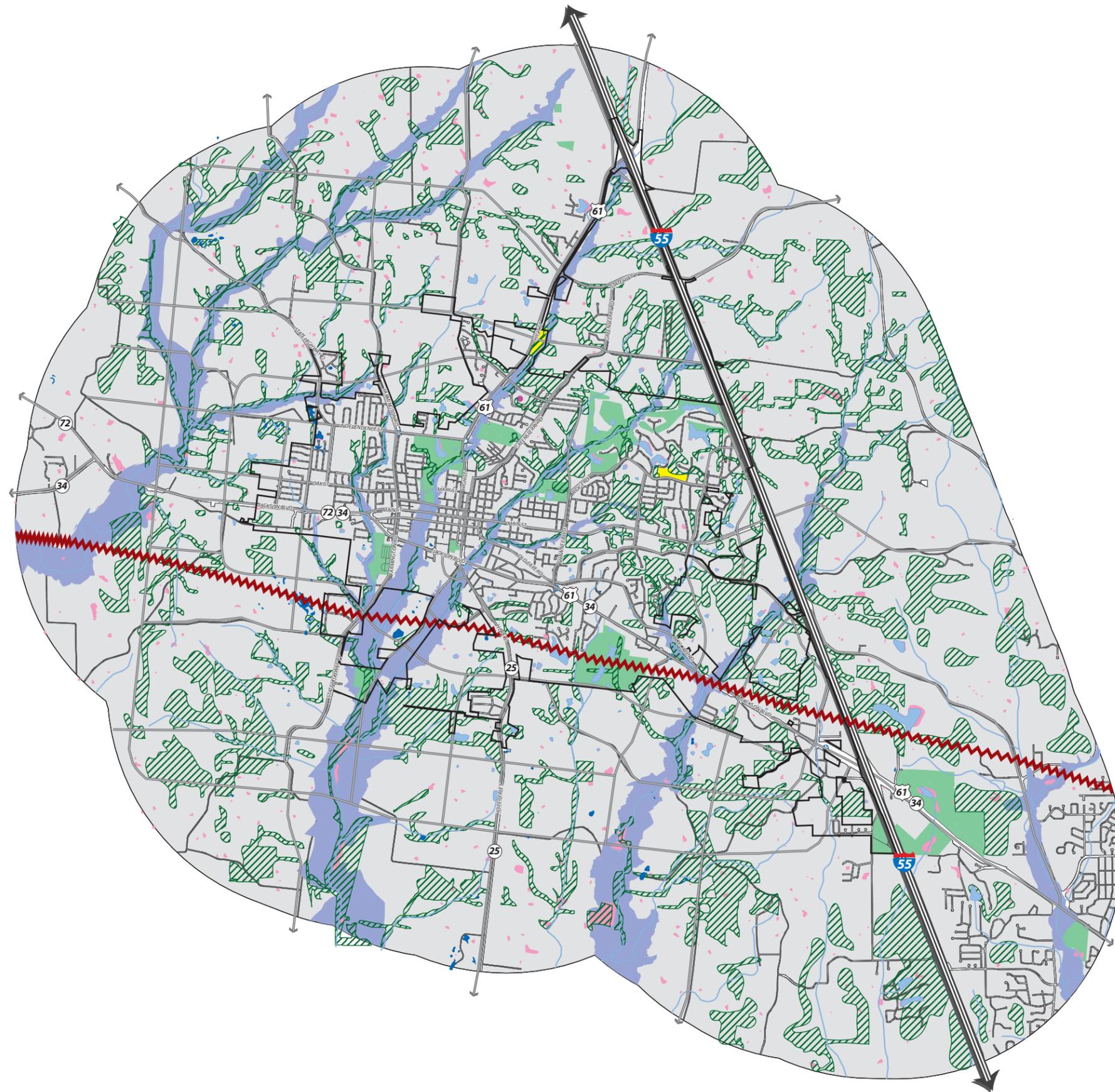


Multi-Purpose Fields

- Jackson Parks with Multi-Purpose Fields
- Proposed at Brookside Park (1)
- Other Open Space with Multi-Purpose
- Other Open Space

Recommended Size and Dimensions

Multi-purpose fields vary in size and dimension but should be graded evenly and should allow for a number of active and passive activities such as soccer, football, lacrosse, and open play.



**Figure 12
Environmental Features Plan**

In addition to its parks and open spaces, the City of Jackson has a number of important environmental features that should be preserved and enhanced. Wetlands, creeks and wooded areas contribute greatly to the City's character. The Environmental Features Plan identifies which of these features should be preserved throughout the community, as well as an engineered wetland that could be constructed between Hwy 61 and Hubble Creek for flood mitigation in the watershed above the main part of the City.

- Map Legend**
- Existing Parks & Open Space
 - Wooded Areas
 - Sink Areas
 - Wetlands
 - 100-year Floodplain
 - Proposed Engineered Wetland/Future Park
 - Jackson Fault Line
 - New Road Network (Per Transportation Plan)
 - Creeks
 - Municipal Boundary

Section Four: Implementation



Section Four: Implementation

This section describes specific actions required to carry out the recommendations and policies of the Comprehensive Plan, including recommendations regarding priority improvement projects and development sites, and implementation techniques. This section also provides the detail necessary to allow the City to track the progress and effectiveness of the Plan and maximize its usefulness as a tool to achieve the community's vision.

In order for the Plan to be fully implemented, it must be based on a strong partnership between the City, other public agencies, residents, local business owners, and the private sector. The Implementation section is intended as a "road map" for City staff and officials in their efforts to realize the vision set forth in this document. It is also a reference for other stakeholders and interested parties, such as residents, business owners, community organizations, and potential developers.

Administrative Actions

The following are actions that the City should undertake as administrative items to implement the recommendations of the Comprehensive Plan.

Adopt the Plan

The Comprehensive Plan should become the City's official policy

guide for improvement and development within Jackson for the next 10-15 years. The Plan should be adopted by the City's Planning and Zoning Commission and then used on a regular basis by City staff, boards, and commissions to review and evaluate all proposals within the planning area. Once adopted, the Plan should be placed on the City's website, and hardcopies made available at City Hall.

Work to Refine Internal Processes

The City should review and update internal processes where needed. Staff should review existing zoning codes, annexation procedures and boundary agreements to assess policies and procedures that may be in need of revision. City staff should focus on reviewing the current policy on annexation and make any necessary refinements.

Promote Cooperation & Participation

In addition to carrying out the administrative actions and public improvement projects called for in the Plan, the City may choose to administer a variety of programs to local residents, businesses and property owners. In order for the Comprehensive Plan to be successful, it must be based on a strong partnership between the City, other public agencies, residents, organizations, the local business community, and the private sector.

The City should be the leader in promoting the cooperation and collaboration needed to implement the new Comprehensive



Plan. The City’s “partners” should include: 1) other governmental and service districts, such as the school district, the County, the City of Cape Girardeau, utility companies, the Missouri Department of Transportation (MoDOT), the library districts, , and others, 2) the development community, who should be encouraged to undertake improvements and new construction that conform to the Comprehensive Plan and enhance the overall quality and character of the community; and 3) the community, in that all residents should be encouraged to participate in the on-going planning process, and all should be given the opportunity to voice their opinions on improvement and development decisions within Jackson.

In an effort to maximize exposure and knowledge of the Comprehensive Plan, the City should:

- ♦ Make available copies of the Plan document for public purchase;
- ♦ Provide assistance to the public in explaining the Plan and its relationship to private and public development projects and other proposals, as appropriate;
- ♦ Assist the Planning and Zoning Commission in the day-to-day administration, interpretation and application of the Plan;
- ♦ Maintain a list of current possible amendments, issues or needs which may be a subject of change, addition or deletion from the Comprehensive Plan.

Update the Plan on a Regular Basis

It is important that the Comprehensive Plan not be a static document. If local attitudes change or new issues arise which are beyond the scope of the current Comprehensive Plan, the Plan should be revised and updated accordingly. Although a proposal to amend the Plan can be brought forth by petition at any time, the City should regularly undertake a systematic review of the Plan.

Implementation Strategies

This Study recommends key strategies to assist the City in implementing the recommendations and vision for the Comprehensive Plan. The implementation strategies include a variety of tasks that involves working with other governmental agencies, private property owners and developers, and internally with City Staff and elected/appointed officials.

Implementation Action Agenda

The City should prepare an implementation “action agenda” which highlights improvement and development projects and activities to be undertaken during the next few years. The action agenda may include:

- ♦ A detailed description of the projects and activities to be undertaken;
- ♦ The priority of each project or activity;
- ♦ An indication of the public and private sector responsibilities for initiating and participating in each activity; and
- ♦ Potential funding sources and assistance programs available for implementing each project or activity.
- ♦ In order to remain current, the “action agenda” should be updated annually.

The following are key implementation strategies related to issues that have been identified throughout the planning process.

City Codes and Ordinances

Establish Formal Boundary Agreements

By not having established either an official annexation agreement or boundary agreement with Cape Girardeau, Jackson is potentially vulnerable to the expansion efforts of Cape Girardeau. The two Cities should work together to prepare a mutually beneficial boundary agreement and work towards its formal adoption. As recommended in this Plan, the majority of the boundary line is illustrated running along the I-55 corridor, and then along an angle at the southern most extent of the City of Jackson southwest from the existing city limits.

Priority: High

Action: Policy

Implementation Steps:

- ♦ Work with City Council to establish a formal boundary agreement with the City of Cape Girardeau
- ♦ Follow necessary legal process

Time Frame: Short

Responsibility: City of Jackson

Consider an Agricultural Zoning Classification

The City's current zoning ordinance does not have a proper zoning classification for large sized agricultural properties that are annexed into the City. Historically, the City has struggled with the appropriate zoning classification for these large parcels when they are annexed into the City, and typically, are zoned in the R-1 single-family residential classification for annexation purposes. The Comprehensive Plan recommends updating the zoning ordinance to include an agricultural classification. Although not specifically identified on the Land Use Plan, the agricultural designation should be used when needed by City Staff and property owners. This zoning classification may be viewed as a benefit for current property owners who would be interested in annexing into the City while still actively farming their property.

Priority: High

Action: Policy

Implementation Steps:

- ♦ Community Development Department should research other Missouri cities that have an agricultural zoning to determine the pros and cons and associated implications of adding such a classification. If desired by the City, follow necessary legal process for updating the City's Zoning Ordinance including gathering public input and comment.

Time Frame: Short

Responsibility: City of Jackson

Review and Update City Signage Ordinance

The City should perform a detailed review of the existing Sign Ordinance to ensure that the ordinance allows for the type of business/commercial signage desired by the community, while also not allowing signs that are deemed undesirable by the greater community. Overall, the City should review the maximum size requirements, maximum height restrictions, and the type/style of signs allowed for business within the City as currently presented in the City's Zoning Ordinance (beginning with Section 65-9 O-1 Professional Office District).

Priority: High

Action: Policy

Implementation Steps:

- ♦ Follow necessary legal process to update the Sign Ordinance. The City (with outside assistance from a firm or individual with expertise in sign ordinances) should review the maximum size requirements and maximum height restrictions. The City's new sign ordinance should discourage the use of traditional pole signs, and promote the use of monument style signs. The City's new sign ordinance should also provide recommendations that address the use of LED business signs to ensure that they are appropriately sized, scaled and illuminated.

Time Frame: Medium

Responsibility: City of Jackson

City-wide Beautification

General Beautification

The City should identify highly visible unattractive areas or sites within the community and work with property owners to clean up and/or aesthetically improve those locations. In particular, in areas of the City that are highly visible from arterial streets, such things as abandoned rail cars create a poor image and appearance. The City should work with the owners of these properties, or of the rail cars to encourage removal, screening or refurbishing. In addition to encouraging the improvement of private parcels, the City should also “lead by example” and continue to implement streetscape and beautification techniques. (See recommendation to Create a Streetscape, Design and Development Guidelines for Commercial Areas and Corridors).

Priority: High

Action: Policy, Action, and Capital Projects

Implementation Steps:

- ◆ City should identify highly visible unattractive parcels and contact property owners. The City should work with property owners to improve/clean-up their property. One specific action is to identify the owners of the abandoned rail cars and work to remove, clean-up, or screen them from the street. The City should work with each specific property owner to identify if there are resources that the City can provide or assist the property owner in obtaining potential funding sources (i.e. Façade Improvement Program) to improve their property.
- ◆ The City should develop a Streetscape Plan for commercial areas and commercial corridors. Require developers to follow the recommendations of the Streetscape Plan.
- ◆ The City should continue to use community volunteers to clean parks and creeks within the community.

Time Frame: Short to long term

Responsibility: City of Jackson, private property owners, businesses

Create a Streetscape and Design and Development Guidelines for Commercial Areas and Corridors

The City should create a Streetscape and Design and Development Guidelines that encompasses both the private sector and public sector (street right-of-way) for the commercial areas and corridors within the City. The Streetscape and Design and Development Guidelines should be developed based upon input from residents, businesses, the private development community and others including developers, landscape architects, engineers, planners and urban designers.

Public rights-of-way should be improved with street trees, grass parkways, connecting sidewalks, pedestrian and vehicular-scaled lighting, improved pedestrian cross-walks, banners, plantings, street furniture, and other pedestrian amenities. An attractive streetscape will maintain and improve the City’s overall character, image, and identity.

The City has already begun to work towards these improvements within the Uptown Area through a grant received from the Missouri Department of Transportation’s Transportation Enhancement Funds Program. The City should continue to move forward with this project and consider expanding the efforts of that project to other areas of Uptown.

It is important that the Streetscape Enhancement Program include recommended design and implementation strategies. Two design considerations that arose during recent construction of streetscape improvements along Jackson Boulevard include 1) the need to identify low-maintenance landscaping items, and 2) the ability to work with property owners/businesses to identify appropriate improvements that balance aesthetics with access/egress.

Priority: Medium

Action: Policy, Action

Implementation Steps:

- ◆ Create a Steering Committee consisting of representatives from the City of Jackson (including elected/appointed officials and City Staff) MoDot, local business owners, developers, and residents.
- ◆ Create a Streetscape and Design and Development Guidelines Plan.
- ◆ Require future developers to implement the recommendations the plan.
- ◆ Pursue funding to implement streetscaping in existing areas such as Uptown and work with current property owners and agencies (such as MoDot) to implement the beautification.
- ◆ Build upon the City’s current project in Uptown and continue to pursue alternative funding sources (such as Transportation Enhancement Funds) to implement the improvements.
- ◆ Create a Facade and Property Improvement Program to assist existing businesses in improving their properties to meet the recommendations of the Guidelines. Require meeting the intent of the Guidelines as part of the Planned-Unit Development process.

Time Frame: Medium to Long**Responsibility:** City of Jackson

Transportation

Fix the “S-Bend” (Route 61/ Hope Street/High Street)

One of the most significant transportation issues facing the City is the desire to improve the efficiency of the Route 61/Hope Street/High Street circulation around the Courthouse (commonly referred to as the “S-Bend”). Recently, three alternatives have been presented by City Staff to Council concerning this issue. Moving forward, solutions for correcting this issue should include detailed traffic movements, specifically truck turning movements and radiuses to ensure properly designed alignments.

Potential solutions should also include an assessment of the impact on adjacent properties (both businesses and residential). A detailed plan for mitigating the impact on those properties should be prepared.

Because a number of the possible solutions that have been created involve improvements to Missouri Street, it is important to include representatives from the School District in the planning process. Options involving Missouri Street may affect the School by requiring a re-routing of buses, moving the bus loading zones, and possibly adding an elevated crosswalk.

Priority: High**Action:** Policy and Capital Improvement**Implementation Steps:**

- ◆ The City needs to continue to work with MoDot, other appropriate agencies and impacted property owners to come to an agreement on a realignment strategy. Once a preferred solution is agreed upon, a timetable should be established for implementation with roles, responsibilities, funding sources and project milestones clearly established.

Time Frame: Medium to Long**Responsibility:** City of Jackson, MoDot

East Main Street/I-55 Interchange

This area represents a tremendous opportunity for the City to plan for future growth and to capitalize on access and visibility from the Interstate. The Land Use Plan recommends a mix of uses for this area including commercial and retail uses (gas stations, restaurants, big box stores, and entertainment uses) and hotels. As a “gateway” into the community, the City should work closely with developers to ensure that development is in keeping with the quality and standards envisioned for this area. To do this, the City should continue to require developments to follow the City’s Enhanced Commercial Overlay District. It is important that the City of Jackson, the City of Cape Girardeau, and Southeast Missouri State University work together in the future planning of this area in order to capitalize on potential while not directly competing for future uses and development. As discussed in the Transportation Plan, development in this area should consider automobile and truck traffic flow, and pedestrian/bicycle circulation.

Priority: High

Action: Policy and Capital Improvements

Implementation Steps:

- ◆ The City should actively market the property to appropriate developers and commercial businesses to attract desired developments;
- ◆ Continue to work with Southeast Missouri State University to ensure their future development corresponds with City owned property, and linkages between the two are enhanced; and
- ◆ Require future development to follow the Enhanced Commercial Overlay District guidelines.

Time Frame: Long

Responsibility: City of Jackson, Southeast Missouri State University

Bus/Shuttle Service

Currently, public transportation opportunities are limited within the City. The Cape County Transit Authority provides transportation service to Cape Girardeau County using buses, wheel chair vans, and taxi cabs. Based upon public input throughout the planning process, and the aging population of the City, public transit will continue to be an important need for residents of Jackson. To improve public transit in the City is it important that Jackson communicate with and partner with others to provide service. It is also important that public transit routes provide connections to senior housing developments, hospitals, and employment/shopping centers.

Priority: Medium

Action: Policy

Implementation Steps:

- ◆ The City should work with the City of Cape Girardeau, the Cape County Transit Authority, and any private agencies to further improve bus/shuttle service throughout the community, either through expanded bus service or the addition of new shuttle/van service. The opportunity may exist for the cities of Jackson and Cape Girardeau to work cooperatively towards extending the existing bus route and lengthening service hours of operation.

Time Frame: Medium

Responsibility: City of Jackson, City of Cape Girardeau, Cape County Transit Authority, potential private agencies

Uptown Parking

The City should complete a review of the existing parking within Uptown and provide short and long-term strategies for addressing any parking shortages.

Priority: High

Action: Policy and Capital Improvements

Implementation Steps:

- ◆ Send out a Request for Proposals (RFP) to solicit traffic engineers and parking specialists. The RFP should ask for a review of existing parking conditions, turning movements, circulation, and recommendations for improving existing parking, areas for new parking, circulation improvements, and potential services for public transit within Uptown.
- ◆ More specifically, as discussed in greater detail within the Comprehensive Plan, the City should 1) Review existing on-street parking; 2) Review existing surface parking lots; 3) Require appropriate parking requirements for new developments (which will require a review of existing parking regulations); and 4) Explore the potential of new parking area(s) or structure(s).
- ◆ Once the parking study is completed, the City should work with property owners, businesses, MoDot, schools and religious institutions within the area to implement the recommendations of the plan including pursuing funding sources.

Time Frame: Short (Study) Medium to Long (Improvements)

Responsibility: City of Jackson

Parking Lot Landscaping

There are many off-street surface parking areas throughout the City that are unsightly due to lack of screening and landscaping. The City of Jackson should work to improve parking lot landscaping requirements within its ordinances. The improvement of existing parking lots should be encouraged to meet the design criteria to be outlined in the future Design and Development Guidelines (separate recommended strategy). To assist existing business/property owners, the improvement of parking areas should be included as part of a Façade and Site Improvement Program.

Priority: Medium

Action: Policy and Capital Improvement

Implementation Steps:

- ◆ The City should encourage that all parking lots include perimeter landscaping that consists of a continuous shrub hedge that is maintained at a height of 24"-36". In addition to perimeter screening, shade trees, landscape islands, decorative ground cover, and other landscape elements should be required for the interior areas of all parking lots. Where a landscaped perimeter cannot be provided, a low masonry wall or decorative wrought iron fencing may be utilized. Best Management Practices should also be included within an updated parking ordinance. Best Management Practices can include trees, native plantings, swales, and pervious paver surface which not only promote environmental stewardship, but also improve stormwater, and can in most cases be less expensive to install and maintain.

Time Frame: Short to Medium

Responsibility: City of Jackson and business/property owners.

Implement Complete Streets

A wide range of measures are available to the City of Jackson for traffic calming, controlling traffic movements, lowering motor vehicle speeds on City streets, and providing safer and more attractive conditions for both pedestrians and bicyclists. The objectives of complete streets and traffic calming include the following:

- ◆ Promote safe and attractive street conditions for motorists, bicyclists and pedestrians;
- ◆ Mitigate impacts of vehicular traffic, including noise, pollution, and potential accident sites (i.e. blind curves, obscured signage, uncontrolled intersections);
- ◆ Offer equal status to all users of the road; and,
- ◆ Increase landscaping opportunities and open space areas within street rights-of-way.

Priority: Medium

Action: Policy and Capital Improvements

Implementation Steps:

- ◆ Implementation strategies to create complete streets range from non-physical measures (e.g. targeted speed enforcement, lane striping) to vertical deflections (e.g. speed humps/bumps) to horizontal deflections (e.g. roundabouts). Other physical measures include landscaped medians and other constructed devices that integrate all modes in a safe and efficient manner. The City should work with MoDot to identify future road improvements where complete streets can be implemented. An important consideration in the implementation of Complete Streets that was voiced by many businesses throughout the process, is that future medians be installed to still allow appropriate turning movements into businesses.

Time Frame: Short (Policy), Medium to Long (Improvements)

Responsibility: City of Jackson and MoDot

City Sidewalk System

The Comprehensive Plan recommends creating continuous sidewalks along arterial streets in the City. Sidewalks should provide linkages to shopping and community facilities such as parks, schools, and libraries. An inventory of sidewalks and trails within the City of Jackson was taken in 2007 to address mobility needs throughout the community and recreational demands of residents. A subjective rating system of the physical condition of sidewalks was developed and ratings ranged from “Excellent” to “Poor”.

Priority: Medium

Action: Policy and Capital Improvements

Implementation Steps:

- ◆ Update the City’s Sidewalk Inventory including a rating of conditions annually.
- ◆ Based upon the results of the Inventory, the City should continue to budget for a Sidewalk Replacement Program which identifies sidewalks in need of repair and priorities for replacement/repair on an annual schedule.
- ◆ The City should also require future developments along arterials to install sidewalks within the public right-of-way through their property.
- ◆ As signalized intersections are improved, the City (or MoDot) should improve pedestrian crossings at existing signalized intersections, including brick pavers, lighting, and signage.
- ◆ The City should also complete a review of its ordinances and development codes to determine if the current requirements for developers to install sidewalks is the most effective in meeting the vision residents have for sidewalks in the City.

Time Frame: Medium to Long

Responsibility: City of Jackson

Economic Development Market and Attract a Non-Industrial Use for the Existing City-Owned Property

The Community Facilities Plan recommends that the City continue to seek out and attract a Community College/Trade School to locate within the City. A potential location for such a school is shown on the City's existing vacant property that has been marketed for industrial use. Due to the rolling topography and steep slopes on this property, future industrial development is unlikely. If properly designed, a school could be developed in a "campus like" setting. The property to the rear of the site, near the existing water tower, could remain within the City's ownership. Possible uses for the rear portion of the property include a new fire station/water treatment facility.

Priority: Medium

Action: Policy, Marketing, and Capital Improvement

Implementation Steps:

- ♦ The City should create a marketing strategy to attract non-industrial uses, such as those discussed above to the property. The City should communicate with local colleges/schools to market the property. The City should also work with the Fire Department and Police Departments to identify if a portion of the property would be appropriate for a shared facility. The City should consider updating the zoning classification of the property from industrial to another classification that more accurately meets the vision of the property. A commercial use designation may be the most appropriate for the site.

Time Frame: Short to Long

Responsibility: City of Jackson

Public/Semi-Public Uses New Satellite Fire Station with Police Substation

The Comprehensive Plan supports the Fire Departments analysis and recommendations for a new fire station that can provide service to the northern segment of the City. The Department envisions a two-acre site in an area that can meet the following three goals: 1) improve their coverage of the north section (which includes the assisted living and senior housing areas), 2) cover the eastern section of the City (which covers the new East Main Interchange area) and, 3) maintain their current fire insurance rating. To improve efficiencies and lower potential construction/maintenance costs, this Plan recommends that the Fire Department and the Police Department share a future facility.

Priority: High

Action: Policy

Implementation Steps:

- ♦ The City should work with the Fire Department and the Police Department to identify a preferred location for a shared facility. Once identified the City should work with the property owner to purchase the property. The City should begin to design and estimate construction and maintenance costs for a shared facility. Once an estimated cost is determined, the City should begin to budget for such a project, which most likely will be outside of the City's current finances and will therefore require a referendum. If a referendum is needed, the City should begin to work with the public to present the reasons and rationale for a new facility.
- ♦ The City should also begin to identify the location for a future (third) fire station to accommodate and plan for future growth. The City should work with private developers and property owners within the growth areas to consider a potential donation of land within future developments for a new fire station.
- ♦ The City should work with the Fire Department, the County, and Cape County Private Ambulance Service (the existing private ambulance company) to ensure that as the area continues to grow, emergency vehicles are able to maintain appropriate response times. There may be opportunities for a larger public/private partnership in providing ambulance service in the community that should continue to be explored. The entities should work together to locate a

base for ambulance service within the City of Jackson to improve service, either in a stand-alone facility or within a shared facility such as a new Fire Station.

Time Frame: Long

Responsibility: City of Jackson

Community Center

The Community Facilities Plan reflects the vision of the Southeast Missouri Medical Center which plans to construct a community center near the East Deerwood Drive Bridge over Hubble Creek. The group plans to construct a community center that will include arts and cultural component. In addition to the community center discussed above, this Plan also recommends that the City continue to work with other public or private agencies to construct an additional community center, ideally located within, or near, the Uptown Area that includes indoor meeting space and recreational facilities.

Priority: Medium

Action: Policy

Implementation Steps:

- ◆ The City should continue to support the Southeast Missouri Medical Center in their plans to construct a community center. The City, through its Parks Department, should work with the private group to identify potential programs and activities that can be programmed within the new center such as arts classes, resident meetings, children, teen, and senior group activities. Activities for these age groups should be designed for, and encouraged within future community centers. The City should also work with the community to identify if potential locations exist for a second community center within the Uptown area. A Steering Committee consisting of elected and appointed officials, businesses, residents, school districts, religious institutions, and others, should be created to identify a future location and what type of uses within the center are desired by the public. The City should consider an on-line questionnaire on their website to allow for public input regarding this subject.

Time Frame: Long

Responsibility: City of Jackson, Southeast Missouri Medical Center

Medical Offices/ Medical Center

Currently, two hospitals are located in the City of Cape Girardeau; Saint Francis Medical Center and Southeast Missouri Hospital. Both are located within ten miles of Jackson with additional medical facilities in four medical clinics, two nursing homes and an assisted living center. Nursing services are provided by the Cape Girardeau County Health Department at the assisted living center. The Plan recommends the City work with local health care providers to promote the location of clinics and possibly a new urgent care facility.

Priority: Medium

Action: Policy

Implementation Steps:

- ◆ The City should meet with representatives of the Saint Francis Medical Center, Southeast Missouri Hospital, and other medical groups to identify if there is a demand for locating an additional medical center within the City. If there is interest, the City should work to attract such a use into the City. Ideally, the site should be located near a future bus stop to provide easy access for residents.

Time Frame: Long

Responsibility: City of Jackson, Medical Groups

Natural Resources, Parks and Open Space

Parkland Dedication Ordinance

This Plan recommends that the City consider the creation of a parkland dedication ordinance. This ordinance would require developers to dedicate an amount of land or cash-in-lieu of park space to the City for a future public park that would serve the future residents of that subdivision and the area. As an option, developers can pay a cash-in-lieu of land that can be used to finance park improvements within the City. The amount of land and dollar value varies from City to City throughout the country. The 1990 reprint of NRPA's Recreation, Park and Open Space Standards and Guidelines recommends, at a minimum, the core system of developed parklands should consist of between 6.25 to 10.5 acres per 1,000 population (Source: Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association).

Priority: Medium

Action: Policy

Implementation Steps:

- ◆ The Parks Department should create a draft parkland dedication ordinance that establishes a land and/or cash amount that is required of future residential developments within the City. Such an ordinance could be written to be part of the City's Subdivision Ordinance requirements for residential developments. As part of the process, the City should undertake a detailed analysis which identifies the justification for the ordinance, the rationale for the acreage and dollar amounts, and the input from the community. If such an update is desired, the City should follow its legal process for updating the subdivision ordinance.

Time Frame: Short

Responsibility: City of Jackson

Residential Areas

Future Multi-Family Developments

This residential category consists of a variety of residential types including townhomes, apartments, and existing mobile home neighborhoods. This Plan recommends areas for new townhome and apartment developments, particularly those designed for senior housing. No new mobile home neighborhoods are planned within the community. New multi-family developments should primarily consist of owner-occupied units. Future multi-family development should be limited as a transitional housing type between non-residential uses and single-family detached residential areas, along major roads, and as part of mixed-use development/infill which may occur within Uptown.

Priority: Medium

Action: Policy

Implementation Steps:

- ◆ The City should review its ordinances to determine if the densities allowed within multi-family residential districts are appropriate and allow for desired housing types. The review should also examine parking requirements, setbacks, height limits, and locations for multi-family developments. The City's zoning ordinance and map should be updated to reflect any changes to this land use classification.

Time Frame: Medium

Responsibility: City of Jackson

Uptown

Although this Land Use Plan designates specific land use designations for parcels within the Uptown area. Flexibility should be maintained in future land-use decisions within this unique area. Uptown should remain a mixed-use area including residential, commercial, community facilities, and government/civic uses. The intent of the Land Use Plan is to maintain the mix of uses to support and improve upon the area’s already charming and “historic” setting. Older buildings should be rehabilitated and reused where possible, and new construction should be compatible with the scale and overall character of Uptown. This area should accommodate boutique shops and services, bakeries, office/residential conversions, restaurants, and more.

Mixed-Use developments, defined as multi-story buildings with commercial uses on the ground floors and residential units above, should be encouraged. Potential mixed-use developments should be designed at a pedestrian scale that blends in with the existing character of Uptown. As identified on the Land Use Plan, certain residential parcels within the Uptown area have been identified for potential retail expansion. Although the single-family homes located in these areas can remain, assemblage should be encouraged to allow for larger commercial sites where appropriate.

Priority: High

Action: Policy

Implementation Steps:

- ♦ The City should continue to work with residents, businesses, and community facilities within Uptown to promote and support existing businesses, while attracting new businesses into the area. 1) Consider a mixed-use zoning designation within the Uptown Area to promote mixed-use development. 2) Work with existing businesses and residents to identify potential partnerships or funding option for improving the facades and sites of Uptown businesses 3) Continue to develop new streetscaping elements into Uptown 4) Work with property owners to communicate the vision for certain areas along key corridors within Uptown being converted overtime from single-family residential to retail , and 5) Create a marketing campaign that attracts visitors to the Uptown area.

Time Frame: Medium to Long

Responsibility: City of Jackson, Chamber of Commerce

Summary Table for Implementation Strategies

Strategy	Priority	Action	Time Frame	Responsibility
Establish formal boundary agreements.	High	Policy	Short	City of Jackson
Consider an Agricultural Zoning Classification.	High	Policy	Short	City of Jackson
General beautification.	High	Policy, Action, and Capital Projects	Short to long term	City of Jackson, private property owners, businesses
Uptown parking	High	Policy and Capital Improvements	Short (study), medium to long (improvements)	City of Jackson
Review and Update City Signage Ordinance	High	Policy	Medium	City of Jackson
Fix the “S-Bend” (Route 61/Hope Street/High Street)	High	Policy and Capital Improvements	Medium to long	City of Jackson, MoDot
Uptown	High	Policy	Medium to long	City of Jackson
New satellite fire station with police substation	High	Policy	Long	City of Jackson
East Main Street/I-55 interchange	High	Policy and Capital Improvements	Long	City of Jackson, Southeast Missouri State University
Parkland dedication ordinance	Medium	Policy	Short	City of Jackson
Parking lot landscaping	Medium	Policy and Capital Improvements	Short to Medium	City of Jackson and businesses
Market and attract a non-industrial use to the existing City-owned property	Medium	Policy, Marketing, and Capital Improvement	Short to long	City of Jackson
Implement complete streets	Medium	Policy and Capital Improvements	Short (policy), medium to long (improvements)	City of Jackson and MoDot
Future multi-family developments	Medium	Policy	Medium	City of Jackson
Bus/Shuttle service	Medium	Policy	Medium	City of Jackson, City of Cape Girardeau, Cape County Transit Authority, potential private agencies
Create a Streetscape and Design and Development Guidelines for Commercial Areas and Corridors	Medium	Policy, Action	Medium to long	City of Jackson
City sidewalk system	Medium	Policy and Capital Improvements	Medium to long	City of Jackson
Community center	Medium	Policy	Long	City of Jackson, Southeast Missouri Medical Center
Medical offices/medical center	Medium	Policy	Long	City of Jackson, Medical groups

Funding and Financial Strategies

Many of the projects, recommendations, policy changes, and improvements called for in the Comprehensive Plan can be implemented through administrative and policy decisions or can be funded through normal municipal programs. Other projects, however, may require special technical and/or financial assistance.

A description of the potential funding sources available to the City of Jackson is summarized below including a table that identifies the key attributes of each funding source. It is important to note, that the City should continue to research and monitor grants, funding agencies and programs to identify new opportunities as they become available.

Some potential grants discussed can be identified as needs based programs, which require the City to meet certain demographic or household criteria. “Needs based” grants typically require additional analysis on a case by case basis to ascertain whether the City meets the requirements. Most of the funding sources identified may be considered “project based” grants. To receive these grants, the administrative body takes into account if the proposed project is a well-thought out, necessary project that significantly benefits the community. For these projects, the City’s sound fiscal health will be a benefit due to the common requirement of a municipal funding match. The City should continue to explore and consider the wide range of available local, state and federal resources and programs.

The following is a summary of possible grants and alternative sources that could be utilized by the City to implement specific recommendations of the Comprehensive Plan.

General Grant Information

American Recovery and Reinvestment Act of 2009

The purpose of the American Recovery and Reinvestment Act is to create and save jobs, jump-start the economy, and build the foundation for long-term economic growth. The Act includes measures to modernize infrastructure, enhance energy independence, expand educational opportunities and increase access to health care and many other things. The Recovery Act specifies appropriations for a wide range of Federal programs, including infrastructure, roads, and public services.

The Recovery Act allows for municipalities to declare all or portions of the community, a “Recovery Zone”. Declaring an area a “Recovery Zone” authorizes a local government to issue Build America Bonds to finance capital expenditures. Cities receive a direct federal subsidy payment for a portion of their borrowing costs on Build America Bonds. The criteria for declaring an area a “Recovery Zone” is fairly simple and straight forward. An area can be designated by a city for a number of reasons including “general economic distress”. Virtually every community in the country meets this criteria which includes: increases in unemployment, increase in foreclosures, decrease in home prices and an overall slowdown in economic conditions. The criteria is purposefully open in order to provide a mechanism for stimulating economic development. Designation of an area or the City as a “Recovery Zone” would require such action by the Jackson City Council.

Transform Missouri Initiative

Under the Transform Missouri Initiative, the State will invest federal resources made available through the Recovery Act in three broad areas: developing the State’s human capital; enhancing information and transportation infrastructure; and embracing emerging technologies. Funds have not yet been allocated, but as of September 2009, nearly 5,000 proposals had been submitted and the State was continuing to solicit projects for consideration. The City should examine key potential projects for submission and consideration by the State.

Potential Uptown Grant Programs

Downtown Revitalization Economic Assistance for Missouri (DREAM)

The Downtown Revitalization Economic Assistance for Missouri is an initiative. It is not a program nor are projects competing. The Initiative is a method of applying state government technical assistance and program assistance in a comprehensive manner by partnering with the local government on downtown revitalization efforts. Applications are reviewed by the Missouri Development Finance Board (MDFB), the Missouri Housing Development Commission (MHDC), and the Missouri Department of Economic Development (DED). There is no point scoring system used for DREAM evaluations. Staffing and budget limitations require the agencies to limit the number of communities that may be designated DREAM communities in any one year. There is a 20% cost share for the planning portion of the project. The cost share is spread out over 3 years, and paid to MDFB, to cover a portion of the planning contract. (The 2006, 2007 and 2008 communities have paid approximately \$12,000-17,000 per year to receive \$250,000 worth of planning expertise and planning products.)

Community Development Block Grant Program (CDBG)

The Community Development Block Grant (CDBG) program is a flexible program that provides communities with resources to address a wide range of unique community development needs. The CDBG program provides annual grants on a formula basis to 1225 general units of local government and States.

A grantee must develop and follow a detailed plan that provides for and encourages citizen participation. This integral process emphasizes participation by persons of low or moderate income, particularly residents of predominantly low- and moderate-income neighborhoods, blighted areas, and areas in which the grantee proposes to use CDBG funds. Over a one, two, or three-year period, as selected by the grantee, not less than 70 % of the funds must be used for activities that benefit low-and moderate-income persons.

Small Business Incubator Tax Credit Program

Administered by MO DED (Department of Economic Development), the Small Business Incubator Tax Credit Program can generate private funds for use in establishing a “protective business environment” (incubator) in which a number of small businesses can collectively operate, fostering growth and development during a business’ start-up period. Missouri taxpayers who make a contribution to an approved incubator sponsor in Missouri are eligible applicants for the program. This 50% tax credit can be applied to Income tax, excluding withholding tax (Ch. 143); Corporate franchise tax (Ch. 147); and Ch. 148 taxes including Bank, Insurance Premium, or Other Financial Institution Taxes. The overall maximum amount of tax credits that can be authorized under this program in any one calendar year is \$500,000.

Tax Increment Financing (TIF)

Missouri Revised Statutes (Chapter 99) provides for a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within the City. Areas eligible for TIF must contain property classified under “Blighted”, “Conservation”, or “Economic Development” or a combination. The use of TIF is a potential mechanism for facilitating development within the boundaries of a designated TIF District. TIF funds can be used for infrastructure, public improvements, land assemblage and in offsetting the cost of development – including but not limited to engineering, storm-water and other site related issues. Given the issues and opportunities in Uptown, the availability of TIF funding could serve as an incentive for developers to pursue projects in Uptown Jackson.

Facade Improvement Programs

Facade Improvement Programs can be used to help improve and retain existing business by offering low interest loans or grants earmarked for improving the exterior appearance of designated properties. In addition to existing businesses within Uptown, this program should also be considered for businesses in other areas of the City including the commercial corridors.

Special Service Area (SSA)

SSAs can be used to fund improvements and programs within a designated service area. An SSA is essentially added to the property tax of the properties within the identified service area and the revenue received is channeled back into projects and programs benefiting those properties. An SSA can be rejected if 51% of the property owners and electors within a designated area object.

SSA funds can be used for such things as streetscape improvements, extra trash pickup or the subsidizing of staff to market a commercial area.

Transportation and Circulation Grants

SAFETEA-LU

On August 10, 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was passed. SAFETEA-LU addresses the many challenges facing our transportation system today including improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment. SAFETEA-LU promotes more efficient and effective Federal surface transportation programs by focusing on transportation issues of national significance, while giving State and local transportation decision makers more flexibility for solving transportation problems in their communities.

Safe Routes to School

SAFETEA-LU specifies that eligible infrastructure-related projects include the planning, design, and construction of infrastructure-related projects that will substantially improve the ability of students to walk and bicycle to school, including

- ◆ Sidewalk improvements,
- ◆ Traffic calming and speed reduction improvements,
- ◆ Pedestrian and bicycle crossing improvements,
- ◆ On-street bicycle facilities,
- ◆ Off-street bicycle and pedestrian facilities,

- ◆ Secure bicycle parking facilities, and
- ◆ Traffic diversion improvements in the vicinity of schools.

Traffic Engineering Assistance Program (TEAP)

The Missouri Highway and Transportation Commission developed TEAP to provide Missouri local public agencies with assistance to proficiently study traffic engineering problems. The services of this program are to be used for locations on public roads under the jurisdiction of local public agencies that are located off of the state system. TEAP services are not intended to duplicate services already available to local agencies through MoDOT's districts or Central Office. The consultant services provided under this program are intended to maximize the availability of professional advice or services to local public agencies and minimize technician and drafting time.

The TEAP funds are administered by MoDOT and the services of the program are typically provided at a 20% cost to requesting, eligible local public agencies in Missouri. Federal Highway Safety Funds (HSP) and Local Technology Assistance Program Funds (LTAP) will be used for the remaining 80% of expenditures.

The applicant must submit a Project Tracking Form and a TEAP Project Estimate Form to the district outlining the work to be performed. The TEAP Project Estimate Form shall outline project hours anticipated by personnel classification and by task (field or office review, report preparations, travel time, etc.)

Outdoor Recreation Grants

The Department of Natural Resources' Division of State Parks offers two grant programs for outdoor recreation; the Land and Water Conservation Fund (LWCF), and the Recreational Trails Program (RTP). These grants are Federally-funded through the U.S. Department of the Interior, National Park Service and are administered by the Department of Natural Resources

Land and Water Conservation Fund (LWCF)

Land and Water Conservation Fund grants are available to cities, counties and school districts to be used for outdoor recreation projects. Projects require a 55 percent match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes.

Development and renovation projects must be maintained for a period of 25 years or the life of the manufactured goods.

Recreational Trails Program (RTP)

The Recreational Trails Program is a federally funded grant program for trail-related land acquisition, development or restoration. In Missouri, Recreational Trails Program funds are administered by the Missouri Department of Natural Resources in cooperation with the Federal Highway Administration. The grants are awarded based on the results of a competitive scoring process and the application's suitability under funding provisions included in Safe, Accountable, Flexible, Efficient, Transportation Equity Act: a Legacy for Users (SAFETEA-LU). A minimum 20 percent match is required by the applicant. A funding requirement targets 30 percent of the funding for motorized trails, 30 percent for non-motorized trails and 40 percent for diversified trail use.

Two grant applications for the Fiscal Year 2009 round of the Recreational Trails Program are now available. A new 2009 Interpretive/Educational grant application is available for those applying for educational RTP funding along with the standard Recreational Trails Program grant application for those applying for trail projects.

Recreational Trails Program grants are to be used for motorized or non-motorized trail development or renovation and preservation. Projects require a minimum match of 20 percent. All projects must be maintained for a period of 25 years. Eligible applicants include cities and counties, schools, and private, non-profit and for-profit businesses.

Capital Improvements Program

The Capital Improvements Program (CIP) is an excellent program that allows the City to provide the most desirable public improvements, yet stay within budget constraints. The CIP establishes schedules and priorities for all public improvement projects within a five-year period. All projects on the CIP are reviewed, prioritized, and potential funding sources identified. Many of the Comprehensive Plan's recommendations should be included within the CIP for budgeting purposes.

Summary of Potential Funding Sources

The following pages summarize the potential funding sources discussed within this Section. The City of Jackson should continue to review and keep current on potential funding sources that become available, particularly those from the State and Federal levels.

Each is summarized by category, program name, administrator, program type, maximum contribution, link for more detailed information, and potential application within the City of Jackson.

Summary Table for Potential Funding Sources

	Program Name	Administrator	Typical Funding Ratio / Loan Type
Transportation & Infrastructure	Surface Transportation Program (STP)	MARC	70/30
	Congestion, Mitigation, and Air Quality Improvement Program (CMAQ)	FHA	80/20
	Safe Routes to School Program (SRTS)	MoDOT	100
	Transportation Enhancement Activities	USDOT FHWA	50/50 - 80/20
	SAFETEA-LU	FHA	80/20
	Traffic Engineering Assistance Program (TEAP)	MoDOT	80/20

Maximum Contribution	Internet Link	Potential Application
Varies	http://www.marc.org/transportation/stp.htm	<ul style="list-style-type: none"> ▪ Roadway improvements ▪ Intersection and crosswalk improvements
\$1.0 - \$10.0 M (Typical)	http://www.fhwa.dot.gov/safetealu/factsheets/cmaq.htm	<ul style="list-style-type: none"> ▪ Improvements to pedestrian and bicycle circulation, including the creation of bike lanes, bicycle parking facilities, pedestrian walkways, and pedestrian and bicycle crossing improvements ▪ Construction of bus stops
\$2,500 - \$75,000 (Typical)	http://www.modot.mo.gov/safety/safer-outestoschool.htm	<ul style="list-style-type: none"> ▪ Improvement to sidewalks connecting to schools throughout the City.
Varies	http://www.modot.mo.gov/services/community/EnhancementFunding.htm	<ul style="list-style-type: none"> ▪ Provision of facilities for pedestrians and bicycles. ▪ Provision of safety and educational activities for pedestrians and bicyclists. ▪ Landscaping and other scenic beautification. ▪ Historic preservation. ▪ Conversion of abandoned railway corridors and use of the corridors for pedestrian or bicycle trails). ▪ Inventory, control, and removal of outdoor advertising. ▪ Environmental mitigation
Varies	http://www.fhwa.dot.gov/safetealu/summary.htm	<ul style="list-style-type: none"> ▪ Potential projects in Jackson including the realignment of the “S-Bend” through Uptown.
Varies	http://www.modot.mo.gov/services/engineering/trafficengineeringassistanceprogram.htm	<ul style="list-style-type: none"> ▪ Roadway Improvements. Potential projects in Jackson may include the realignment of the “S-Bend” through Uptown.

	Program Name	Administrator	Typical Funding Ratio / Loan Type
Natural Resources, Parks & Open Space	Land and Water Conservation Fund (LWCF)	MoDNR	45/55
	Recreational Trails Program (RTP)	MoDNR	80/20
Brownfield Redevelopment	Brownfields Assessment Pilots/ Grants	EPA	Multiple

Maximum Contribution	Internet Link	Potential Application
In 2009 successful projects received between \$10,000 and \$75,000	http://www.mostateparks.com/grantinfo.htm	<ul style="list-style-type: none"> ▪ Park renovations ▪ Recreational amenities ▪ Pool renovation
Varies per year	http://www.mostateparks.com/grantinfo.htm	<ul style="list-style-type: none"> ▪ Maintenance and restoration of existing trails. ▪ Development and rehabilitation of trailside and trailhead facilities and trail linkages. ▪ Purchase and lease of trail construction and maintenance equipment. ▪ Construction of new trails ▪ Acquisition of easements or property for trails. ▪ Assessment of trail conditions for accessibility and maintenance. ▪ Development and dissemination of publications and operation of educational programs to promote safety and environmental protection related to trails
Multiple	http://www.epa.gov/brownfields/pilot.htm	<ul style="list-style-type: none"> ▪ Multiple grant types available for the direct funding for brownfields assessment, cleanup, revolving loans, and environmental job training. If brownfields are identified in Jackson, for example within an industrial area, this grant should be pursued for that parcel.

	Program Name	Administrator	Typical Funding Ratio / Loan Type
Economic Development	Contribution for Tax Credit Program	MDFB (Through DREAM Initiative)	50/50
	Public Infrastructure Bond Tax Credit Program	MDFB (Through DREAM Initiative)	Varies
	Technical Assistance in Creating Local Financing Entities	MDFB (Through DREAM Initiative)	Varies
	Neighborhood Assistance Program (NAP)	MDED	The Department of Economic Development (DED) will issue 50% or 70% tax credits.
	Historic Preservation Tax Credit Program (HTC)	MDED, MoDNR	75/25
	Missouri Downtown Economic Stimulus Act (MODESA)	MDED	50% of the amount of the new local sales tax and 100% of the amount of the new real property tax created by the project each year *Uptown most likely does not currently meet “blighted” requirements
	American Recovery and Reinvestment Act of 2009 and Transform Missouri Initiative	Federal Government	Varies
	Missouri Downtown Preservation	MDED	Varies *Uptown most likely does not currently meet “blighted” requirements

Maximum Contribution	Internet Link	Potential Application
Varies	http://www.dream.mo.gov/programslist.htm	<ul style="list-style-type: none"> Local businesses may qualify for this program.
Varies	http://www.dream.mo.gov/programslist.htm	<ul style="list-style-type: none"> Local businesses may qualify for this program.
Varies	http://www.dream.mo.gov/programslist.htm	<ul style="list-style-type: none"> Local businesses may qualify for this program.
A maximum of \$250,000 in 50% tax credits per year	http://www.ded.mo.gov/bcs/topnav-pages/Research%20Toolbox/BCS%20Programs/Neighborhood%20Assistance%20Program.html	<p>Eligible Applicants include:</p> <ul style="list-style-type: none"> Not-for-profit corporations organized under Chapter 355, RSMo; Organizations holding a 501(c)(3) ruling from the IRS; and Jackson businesses.
Requirement for the federal program is \$5,000 or the adjusted basis of the property, whichever is larger. For the state threshold is 50 percent of the basis.	http://www.dnr.mo.gov/shpo/TaxCrds.htm	<p>Local businesses within the Uptown Historic District may qualify for this program. Examples of projects include:</p> <ul style="list-style-type: none"> Facade Improvements Building Renovations/Rehabilitations
A development project cannot receive more than half of the increased amount of state sales tax and/or income tax it generates.	http://www.missouridevelopment.org/upload/modesa.pdf	<p>Currently, the City meets the median household income requirements, however, a study should be conducted to see if Uptown meets the “blighted” or “conservation area” test, as well as the requirement of 50% of the buildings 35 years old or older.</p> <p>Municipalities with an annual median household income of \$62,000 or less.</p>
Varies	http://www.recovery.gov/?q=content/act, and, http://transform.mo.gov/	<p>Project submittals are being accepted on the Governor’s Transform Missouri Initiative: Jackson projects may include infrastructure projects such as road widenings, public transit, and “green” infrastructure and employment opportunities.</p>
Varies	http://www.missouridevelopment.org/topnavpages/research%20toolbox/bcs%20programs/Downtown%20Preservation.html	<p>Redevelopment projects that promote tourism and cultural activities that further the objectives of the redevelopment plan, and for which the capital investment is an estimated project cost of \$500,000. Costs of studies, appraisals, surveys, plans and specifications; Professional service costs; Land acquisition, demolition costs and site preparation; Costs of rehabilitating and repairing existing public buildings; Costs of constructing public works or improvements; and financing costs.</p>

Economic Development	Program Name	Administrator	Typical Funding Ratio / Loan Type
	Downtown Revitalization Economic Assistance for Missouri (DREAM)	Missouri Development Finance Board (MDFB), the Missouri Housing Development Commission (MHDC), and the Missouri Department of Economic Development (DED)	Initiative - 80/20
	Community Development Block Grant Program (CDBG)	HUD	Varies
	Small Business Incubator Tax Credit Program	MoDED	50% Tax Credit

Maximum Contribution	Internet Link	Potential Application
Approximately \$12,000-17,000 per year to receive \$250,000	http://www.dream.mo.gov/	<ul style="list-style-type: none"> Select D·R·E·A·M Initiative communities may receive access to both technical and financial assistance from the State. That assistance may be found in the categories of: Technical Assistance and Planning; Historic Preservation, Public Infrastructure, Façade Renovation, Housing Development and Additional Trainings.
Varies	http://www.hud.gov/offices/cpd/communitydevelopment/programs/	<ul style="list-style-type: none"> Over a 1, 2, or 3-year period, as selected by the grantee, not less than 70 percent of CDBG funds must be used for activities that benefit low- and moderate-income persons. In addition, each activity must meet one of the following national objectives for the program: benefit low- and moderate-income persons, prevention or elimination of slums or blight, or address community development needs having a particular urgency.
The overall maximum amount of tax credits under this program in any one calendar year is \$500,000.	http://www.ded.mo.gov/bcs/topnav-pages/Research%20Toolbox/BCS%20Programs/Small%20Business%20Incubator%20Tax%20Credit.html	Small businesses within Jackson should pursue this tax credit program.