



CITY OF  
**JACKSON**  
MISSOURI

# Comprehensive Plan

Adopted November 13, 2024

# ACKNOWLEDGMENTS

## Mayor and Board of Aldermen

Dwain Hahs, Mayor	Shana Williams
Dave Reiminger, Mayor Pro Tem	Wanda Young
David Hitt	Eric Fraley (superseded Paul Sander)
Katy Liley	Steve Stroder (superseded Joe Bob Baker)
Mike Seabaugh	

## Planning and Zoning Commission

Harry Dryer, Chairman	Michelle Weber
Tony Koeller, Secretary	Tina Weber
Bill Fadler	Larry Miller, Staff Liaison (superseded Janet Sanders)
Heather Harrison	Travis Niswonger (superseded Eric Fraley)
Angelia Thomas	Russ Wiley (superseded Beth Emmendorfer)

## Steering Committee

Dwain Hahs, Mayor	Tony Koeller
Joe Bob Baker	Tom Ludwig
Rodney Bollinger	Larry Miller
Harry Dryer	Janet Sanders

## Planning Consultant

Houseal Lavigne Associates, LLC  
188, West Randolph Street, Suite 200  
Chicago, IL 60601 | (312)-372-1008

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

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CITY OF  
**JACKSON**  
MISSOURI

**HOUSEAL**  **LAVIGNE**



# 01

## Introduction

*In the summer of 2022, the City of Jackson began the process of updating its Comprehensive Plan. This document will serve as a foundation for decision making and help guide the city as it works to implement the community's vision. The city's last comprehensive plan was updated in 2009. Jackson has chosen to update its plan to ensure that the city's department heads and elected and appointed officials have a strong foundation to lead the city into the next 20 years.*

*According to the 2017 Missouri State Statute 89, the City of Jackson is authorized to prepare a Comprehensive Plan for existing and future development or redevelopment. The purpose of this Comprehensive Plan is to guide decisions related to development regulations, capital improvements, and other local policies and actions. The Comprehensive Plan is a tool to help the community coordinate efforts and direct how the city should use its resources.*

*The Comprehensive Plan provides strategies needed to achieve the city's vision as growth and change occurs. The Plan encompasses topics such as housing and residential neighborhoods, commercial and industrial areas, transportation and circulation, and community facilities and infrastructure. These frameworks will assist city leaders and key stakeholders to implement Plan goals and realize the community's vision and aspirations.*

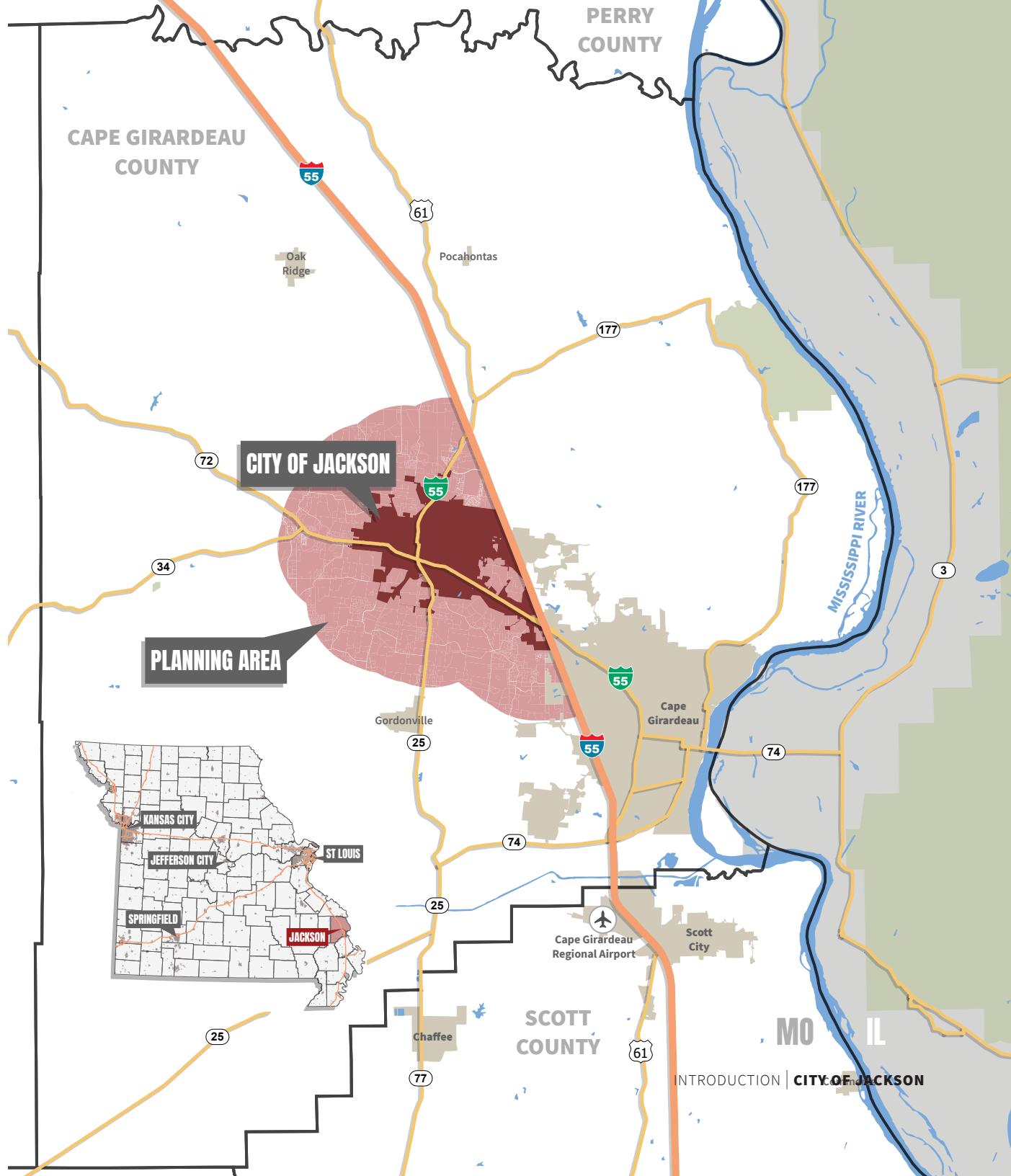
## PLANNING AREA

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.

## REGIONAL CONTEXT

Jackson spans 10.76 square miles and sits approximately 107 miles southeast of St. Louis, nestled in the southeastern corner of Missouri. Hosting a vibrant community of over 15,000 residents, Jackson stands as one of the most populous municipalities in Cape Girardeau County.

The city is served by a regional transportation network, with Interstate 55 running to its east, US Route 61 cutting through from north to south, and Jackson Boulevard intersecting from east to west. These vital arteries not only serve as gateways into Jackson but also establish crucial links connecting the city to the broader region, facilitating ease of travel and commerce.





## PLANNING PROCESS

To guide the city for the next 20 years, the *City of Jackson Comprehensive Plan* is the product of a community-driven planning process that includes engagement with residents, business owners, elected and appointed officials, department heads and city staff, and other key stakeholders.

There are five tasks in the planning process, which are all necessary to achieve the community vision for Jackson. The planning process included the following steps:

### Task 1: Project Kick Off

To “kick-off” the planning process, meetings with city staff, department heads, and elected and appointed officials were conducted to better understand the existing conditions and context of the various areas of Jackson. Additionally, the Project Team performed field reconnaissance to understand the existing land use and development pattern of the city.

### Task 2: Community Engagement

To establish community consensus and foster a sense of stewardship for the Plan, a project website, online community questionnaire, and map.social (an online map-based engagement platform) were established to gain insight into the community. Other community engagement mechanisms such as key stakeholder interviews and the business community workshop were conducted to establish a dialogue and obtain feedback from members of the community.

### Task 3: Vision, Goals, and Land Use Framework

The Comprehensive Plan establishes an overall “vision statement” for the future of Jackson that provides focus and direction with goals based on analysis and values identified during community outreach. The vision and goals, combined with the Land Use Framework, serves as the “cornerstone” of the consensus-building process, and provides focus and direction for subsequent planning activities.

### Task 4: Draft Framework Plans

This task prepared the preliminary planning frameworks and recommendations for key topic areas. Collectively, the following framework plans identified trends that should be considered in planning for the future and address issues identified by the community, city staff, and stakeholders. The framework plans will accommodate appropriate and desirable development and support the community Vision, Goals, and Land Use Framework.

### Task 5: Draft and Final Comprehensive Plan

This task included the preparation of the final draft of the *City of Jackson Comprehensive Plan*. The Plan was reviewed by the community during a public hearing process. Based on the review, discussion, and feedback during the hearing, the revised document was presented to the Planning and Zoning Commission and Board of Aldermen for adoption.



# COMMUNITY OUTREACH

Jackson is full of passionate residents, business owners, and other stakeholders who are invested in the future of the city. Their ideas, concerns, and vision for Jackson are central to the planning process and it is the city's goal to engage all people equitably and transparently. To that end, the city hosted several in-person outreach events and virtual opportunities. An extensive community outreach process was conducted beginning in October 2022 and continued throughout the plan making process.

This section briefly summarizes the community outreach efforts completed during the planning process. The planning process engaged individuals through a combination of in-person meetings, workshops, and online engagement tools.

## In-Person Outreach

In-person outreach was conducted to facilitate meaningful dialogue among community members to help guide the development of the *Jackson Comprehensive Plan*. These outreach events provided invaluable platforms for business owners, residents, and elected and appointed officials to come together and articulate their aspirations for the future of the city. Through a combination of interviews and workshops, participants were encouraged to share their perspectives, concerns, and innovative ideas, ensuring that a broad spectrum of voices were heard and considered in the planning process.

## Issues and Opportunities Workshops

Workshops with various groups were conducted to discuss issues, opportunities, and key strengths and assets of the community. The workshops took place throughout the span of three days with elected and appointed officials, department heads, and business owners. Information from these workshops provided insight into potential opportunities for Jackson and was used to form the vision, goals, and recommendations of the *Jackson Comprehensive Plan*.

## Focus Group and Key Person Interviews

Confidential interviews were conducted with individuals to discuss existing conditions and potential within the Jackson community. Jackson's chamber of commerce, Cape Girardeau County Commissioners, local land developers, educators, and students were asked to provide unique and direct insight to the community. A total of 10 interviews with 19 participants took place on October 25; November 4, 8, 9, 10, and 29; and January 19, 2022. Each lasted approximately 45 minutes. Interviews were framed around a sequence of questions regarding the community and conducted in a conversational style.



## Community Visioning Workshop

Residents were invited to share their thoughts and vision for Jackson. A total of 11 individuals participated in the Visioning Workshop. The workshop allowed residents and stakeholders to discuss ideas and provide visioning input before the Plan and recommendations are crafted. Input from this and other outreach activities helped guide the planning process, goals, recommendations, and policies for the Plan.

## Steering Committee Vision, Goals, and Land Use Presentation

A preliminary draft of the Vision, Goals, and Land Use was presented to the *Jackson Comprehensive Plan* Steering Committee on April 12, 2023, to gather input and feedback. The intent of the presentation was to discuss these elements and gain consensus on the direction of the *Jackson Comprehensive Plan*.

## Online Outreach

Online outreach was designed to be accessible, interactive, and personal, providing a supplement to in-person events for those unable to attend. Using online tools, residents and community stakeholders provided feedback regarding the planning process at their own speed and in their own time. Online outreach also allowed the Plan to capture feedback from those unlikely to attend traditional events, generating a wider range of feedback in support of the *Jackson Comprehensive Plan*.

## Project Website

A project website was designed to support the planning process. The website provided information and updates concerning the project, including meeting notices and project documents. The website also hosted outreach tools, including the online survey and map.social.

## Do It Yourself “DIY” Workshop Kits

The project team prepared Do-It-Yourself (DIY) workshop. These kits allowed city staff, community groups, and residents to facilitate their own workshops and gather input from specific segments of the population that may not otherwise participate in more formal planning activities.

## Online Survey

An Online Survey was provided as part of the community engagement efforts for the *Jackson Comprehensive Plan*. Throughout the Online Survey, residents and stakeholders throughout the city could participate in the outreach process at their own pace. The Survey asked a wide variety of questions regarding the quality of the city's housing and residential neighborhoods, transportation system, commercial areas, and community facilities, as well as the strengths and weaknesses of Jackson. There was a total of 217 survey responses.

## map.social

map.social is a public outreach tool, allowing residents, stakeholders, and other participants to provide feedback and comments tied spatially to a point of area. The tool provides a way for anyone to create a map of their community, identifying their own issues, opportunities, weaknesses, and threats.

Participants provided eight map.social points on varying topics from the city's community assets, trails/pedestrian connections, public safety concerns, and desired uses/development throughout the city.

## Key Takeaways

The following key takeaways were gathered during the community outreach process.

### Growth and Development

To improve and support the growth and development of Jackson, participants in the Community Visioning Workshop stated that underutilized buildings in Uptown should be repurposed to fit the current needs of residents and customers.

### Housing/Residential Areas

Participants indicated they would like to see small houses and senior housing, particularly on the north and south sides of the city, with annexation options to be explored for new neighborhoods. In the Community Visioning Workshop, some envisioned small homes, and senior residences to be placed in the unincorporated area between Farmington Road and Lee Avenue. In addition to supporting small-scale and senior homes, participants commented that multifamily units should be restricted to concentrated areas. Other housing and residential area key takeaways from workshops conducted with the city's department heads, elected/appointed officials, and business community included:

- Need to balance residential and commercial growth
- Concerns over aging residential communities
- Concerns over housing rent increases
- Need for more neighborhoods inside city limits

### Commercial Areas

To enhance economic development, participants emphasized the importance of establishing a distinct identity that sets Jackson apart from Cape Girardeau. A commonly cited issue was the proximity to Cape Girardeau creates a challenge attracting and retaining a skilled workforce. Some suggested that commercial districts be developed westbound on Jackson Boulevard and along Main Street, east of Shawnee Boulevard. In addition to supporting commercial growth, participants suggested that a grocery store should be added along the northwest part of I-55 to attract customers from outside of the city and meet the needs of Jackson residents.

Participants also noted that Uptown has a unique character and can serve as a catalyst for economic growth and development. Many participants expressed their desire for Uptown to become more walkable and enhance small-scale commercial development. Lastly, participants provided an overview of appropriate commercial uses including a technology park to attract workers and businesses; an entertainment center for youth and young adults, such as a trampoline, paintball, or go-kart facility; and food trucks, specifically in areas where they can frequently park, such as Uptown or a city Park.

Additionally, groups stated commercial development is needed on large properties and parcels, such as the land between east of South Farmington Road and Hubble Creek, as well as along East Main Street.

## Light Industrial and Manufacturing Areas

To support economic development while not obstructing the Jackson residents' quality of life, groups proposed light industrial and manufacturing areas be developed on east and west Main Street, outside of the city limits.

## Transportation

Jackson residents praised the city's multimodal trails and stated how they would not only like them to be preserved but also expanded. In the visioning workshop, participants envisioned Jackson as a more walkable and bikeable community with better and complete sidewalks that support access for individuals with disabilities and protected bike lanes and trails. Specific areas for active transportation improvements include Oak Street, where groups stated the bike path needs to be improved. Additionally, sidewalks need to connect to neighborhoods, like Indian Hills, schools, such as Jackson Junior High School, and parks, such as Litz Park. One group proposed a bike path be constructed along major streets, such as Main Street. To promote safety among students, groups commented better crossings are needed around Jackson's schools and sidewalks must be completed from neighborhoods to schools. Additionally, groups stated pedestrian crossings should be improved at all highway intersections, especially Main Street/West Jackson Boulevard and Shawnee/East Jackson Boulevard, and pedestrian bridges across ditches should be improved.

In terms of vehicular transportation, one group proposed more traffic circles to be proposed throughout the city, particularly on Jackson Boulevard adjacent to Jackson High School, at Jackson Boulevard and Shawnee Boulevard, and on Jackson Boulevard and Old Orchard Road.

## Community Facilities and Infrastructure

Groups stated Jackson should maintain its educational facilities, sports fields, and activities during the winter. Some added more sports and athletic-oriented development facilities are needed throughout the city.

## Parks, Open Space, and Environmental Features

To create connectivity between green space and urban areas, groups stated more multimodal connections are needed between parks, neighborhoods, and Uptown. In addition, a group stated that space for non-sports amenities, such as a video game lounge or a paintball facility, should be considered. The groups also said green space must keep up with the growth of the city. One group proposed a new park be added in the northeast off of Ridge Road. Lastly, one group proposed a drive-in theater be placed in one of Jackson's parks.

## Other Categories

Additional comments groups made about improvements and additions throughout the city include:

- Infrastructure enhancements of underground utility lines to advance the city's resiliency during adverse weather conditions.
- Providing programs and opportunities aimed at attracting and nurturing young entrepreneurs, fostering innovation and economic growth.
- Annexing land to incorporate institutions to accommodate the growing population and provide educational opportunities.

## Relation to Past Planning Efforts

Plans such as the previous Comprehensive Plan completed in 2009, the Parks Master Plan, the Jackson City Wide Transportation Plan, and other community plans remain important for long-term planning and provide for a more granular assessment and recommendations for specific areas or specific services. These plans remain guiding documents to the city. One of the goals of the *Jackson Comprehensive Plan* is to build upon the city's past plans and studies and ensure existing community policies and goals are integrated within the Plan where applicable. The following plans were reviewed as part of this planning process:

- *City of Jackson Comprehensive Plan (2009)*
- *Parks Master Plan (2014)*
- *Jackson City Wide Transportation Plan (2018)*
- *Southeast Metropolitan Planning Organization Regional Bicycle & Pedestrian Plan (2018)*
- *City of Jackson Final ADA Transition Framework Plan (2020)*
- *A Historic Architectural Survey of Uptown Jackson (2021)*
- *City of Jackson, Missouri Stormwater Management Plan (2021)*



# 02

## Community Profile

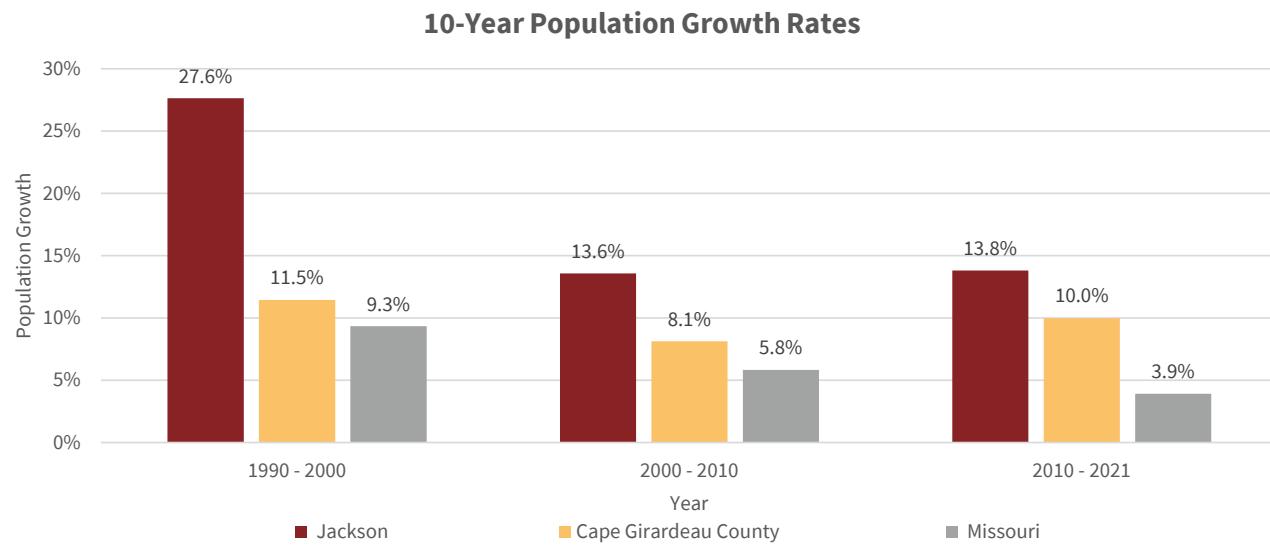
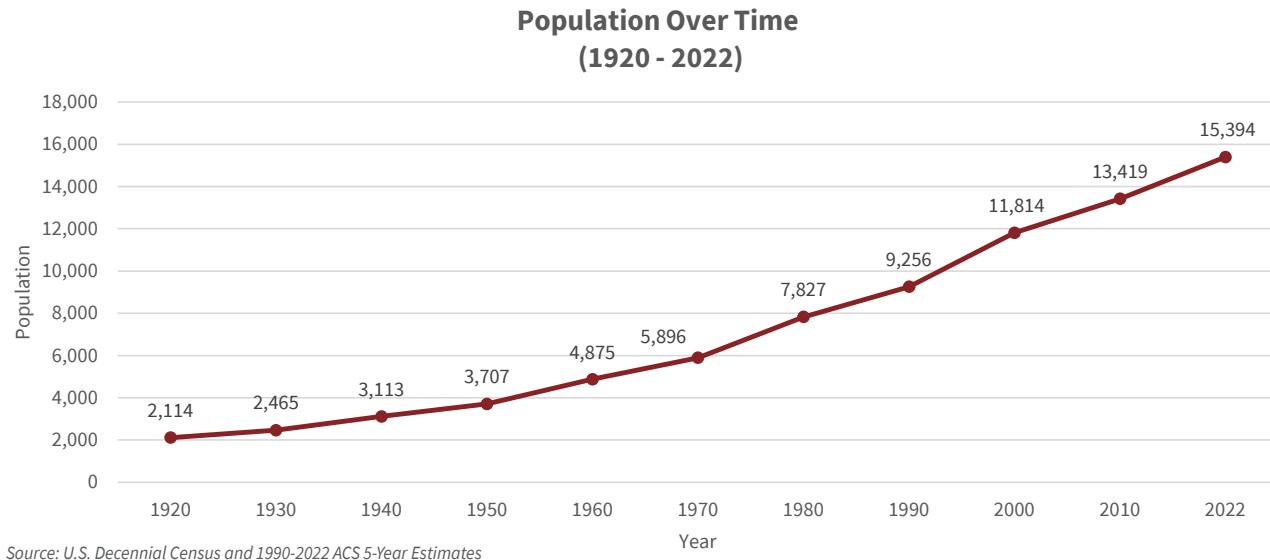
*Jackson is a city of enduring charm and community spirit that cherishes its traditional values and history. Despite ongoing growth, the city remains a haven for descendants of its original settlers, affirming Jackson's status as an ideal community for those seeking to establish lasting roots. With high-quality schools welcoming young families and a vibrant atmosphere, the community also attracts older generations to spend their golden years in the admired town.*

# DEMOGRAPHIC SNAPSHOT

An accurate understanding of demographic trends and existing conditions is essential for forming a sound foundation for planning for a city. This section provides key takeaways of the basic demographic characteristics of Jackson, utilizing the most relevant data sources.

## Population

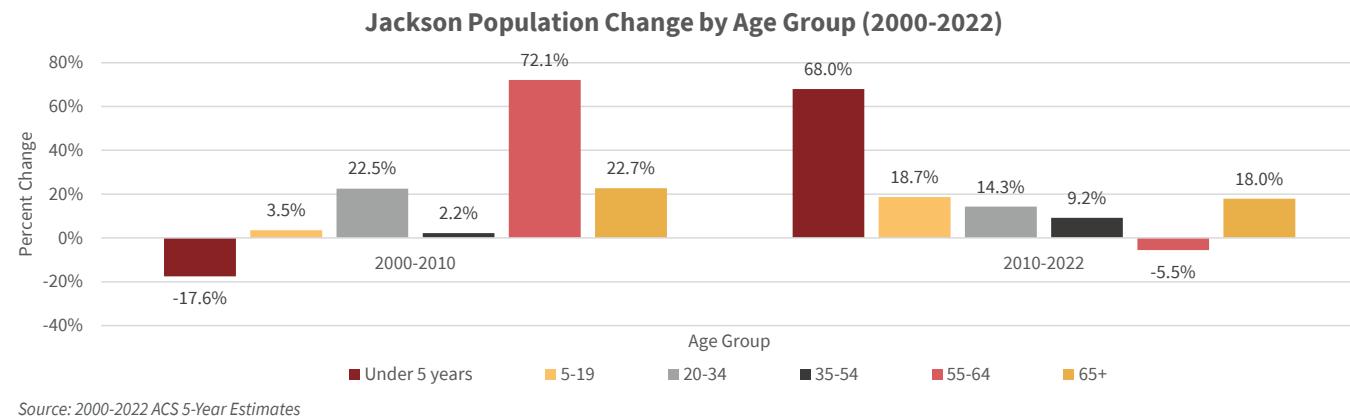
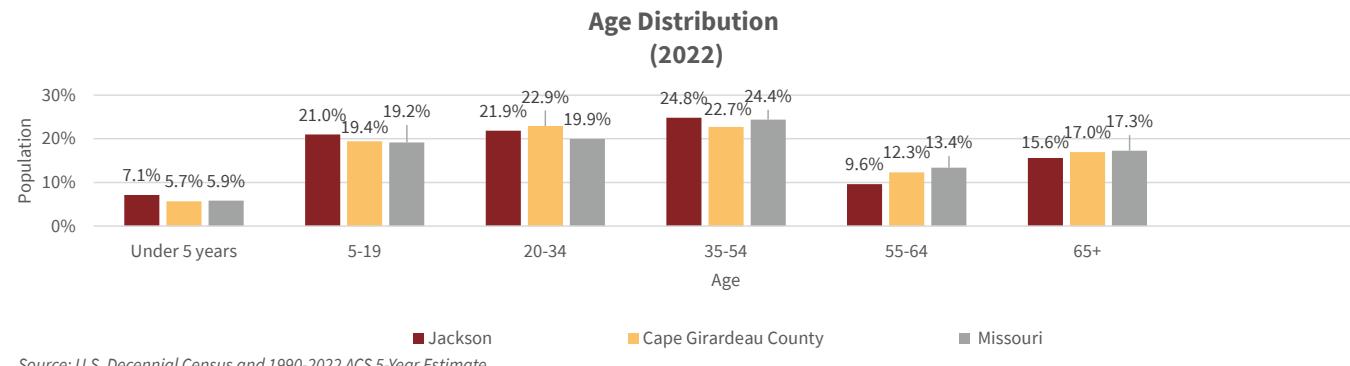
An examination of the community's current population and the trends that have led to the present day provide the foundation of demographic analysis. Between 2010 and 2022, the population has increased from 13,419 to 15,394.



## Age Distribution

The median age of Jackson residents decreased from 37 in 2010 to 35 in 2022. Between 2010 and 2022, the younger segments of the population increased. Residents under the age of 5 increased by 68 percent and residents between the ages of 5 and 19 years old increased 18.7 percent. Additionally, residents between the ages of 35 and 54 increased 9.2 percent--this group typically makes up the core workforce of the community.

The aging population in Jackson is shrinking. Jackson's 55 to 64 age group saw the most significant decrease in population between 2010 and 2022, decreasing by 5.5 percent. Additionally, residents 65 and older have experienced a change in population percentage overtime, from 22.7 percent between the years 2000 and 2010 to 18 percent between 2010 and 2022.

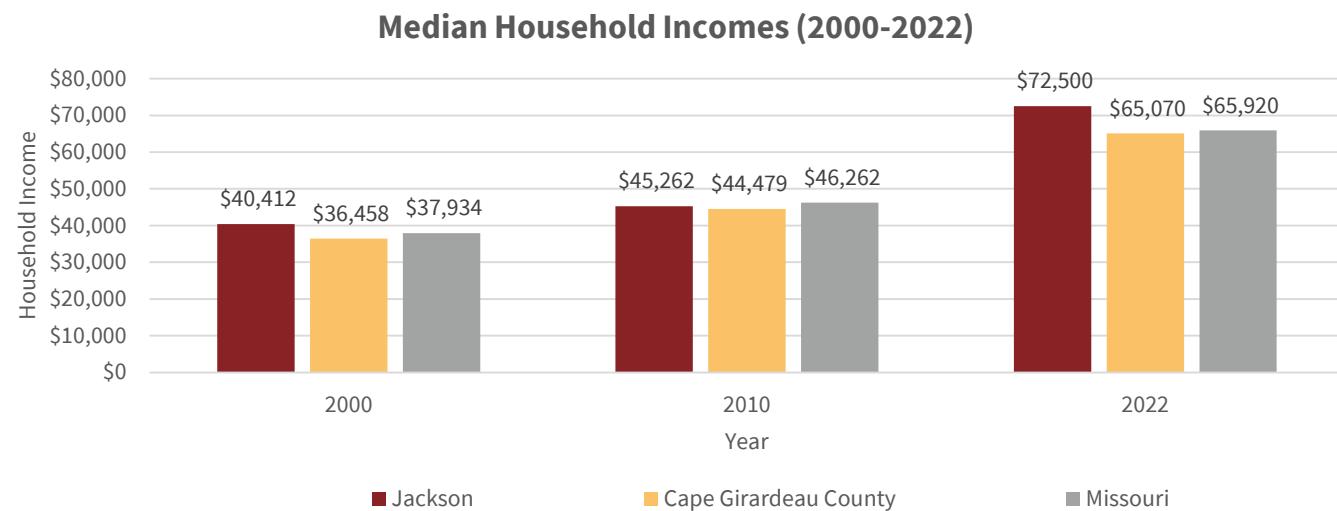


## Household Income

Jackson has a median income of \$72,500, higher than the median income in Cape Girardeau County of \$65,070. Jackson experienced an increase in median income of about \$27,000 between the years 2010 and 2022. Cape Girardeau County also saw an increase in household income over the same period of time. Households with incomes between \$50,000 to \$74,999 and \$75,000 to \$99,999 hold the largest share of Jackson's income distribution, making up 36 percent.

## Employment

Labor force participation is the part of the population, 16 years and older, in the labor force. This includes the civilian labor force (all non-institutionalized civilians employed or unemployed) and armed forces. The armed forces labor force includes workers between the ages of 18 and 65 on active duty in the United States Armed Forces. Those not participating in the labor force primarily include retired workers, stay-at-home parents, and students. In 2022, Jackson and Cape Girardeau County had about 63 percent labor force participation. This percentage has stayed consistent throughout the decade.



Source: 2000, 2010, and 2022 ACS 5-Year Estimates

People are classified as unemployed if they are actively looking for employment and are available to accept a job, are waiting to be called back to a job where they were laid off, or they temporarily cannot work because of an illness. Jackson has seen a steady increase in employment from 2010 and 2022 and enjoys a low unemployment rate of about 3 percent.

Top 5 Industry Sectors in Jackson (2020)		
Industry	Count	Share
Educational Services	1,396	24.50%
Retail Trade	715	12.50%
Manufacturing	621	10.90%
Accommodation and Food Services	488	8.60%
Health Care and Social Assistance	379	6.70%

 PARKING  
\$50 TO \$300  
FINE

High Street  
Station

OPEN

106



CONSCIOUS  
BAGS  
Vera Bradley



# EXISTING LAND USE

## Agriculture

Crop production, livestock raising, and other farming-related activities are categorized as agricultural uses. Also, this land use category includes low-density single-family detached homes located on the same parcel used for agricultural production. The total agricultural land encompasses approximately 474 acres

## Commercial

Commercial use facilities that engage in retail, wholesale, and other commerce. It typically includes shopping centers, standalone shops, and service businesses. This category includes over 330 acres of land in the city.

## Office

Office use refers to buildings primarily utilized for business operations and administrative activities. This includes corporate offices, law firms, and other professional services. These buildings cover more than 60 acres within the city.

## Mixed Use

The mixed use category consists of structures with multiple floors typically containing commercial uses on the ground floor and residential or office uses on upper floors. This use is commonly found on the main streets of many American towns. In Jackson it encompasses about 4 acres of area in the city.

## Single Family Detached

The single-family detached category consists of standalone residential units situated on their own plot of land. Currently, most housing within the city falls under this classification, accounting for more than 2,500 acres.

## Single Family Attached

Single-family attached homes are residential buildings that share one or more walls with adjacent units yet have separate entrances. These homes can be connected horizontally or vertically and are known as duplexes, triplexes, and townhomes. It contributes to over 100 acres of land in the city.

## Multi-family

The Multi-Family category includes residential buildings that accommodate multiple families in distinct living units, which are referred to as apartment complexes and condominiums. It includes over 87.5 acres of area in the city.

## Light Industry

This category includes manufacturing, assembly, and processing industries with a lower intensity and scale. Examples include assembly plants, processing facilities, and warehouses. This category occupies more than 300 acres of land.

## Heavy Industry

The heavy industry refers to industries that carry out large-scale manufacturing and processing operations. These operations typically involve heavy machinery, processing, metalworking, etc. Over 80 acres of land in the city are included in this category.

## Public/Semi Public

Public/Semi-Public land is used by government or community organizations for purposes such as schools, hospitals, municipal buildings, and religious institutions. This category encompasses more than 400 acres within the city.

## Parks and Open Space

Parks and open space include land uses that provide active and passive recreation opportunities and open space areas such as parks, playgrounds, and sports fields. It encompasses about 900 acres in the city.

## Transportation/Utility

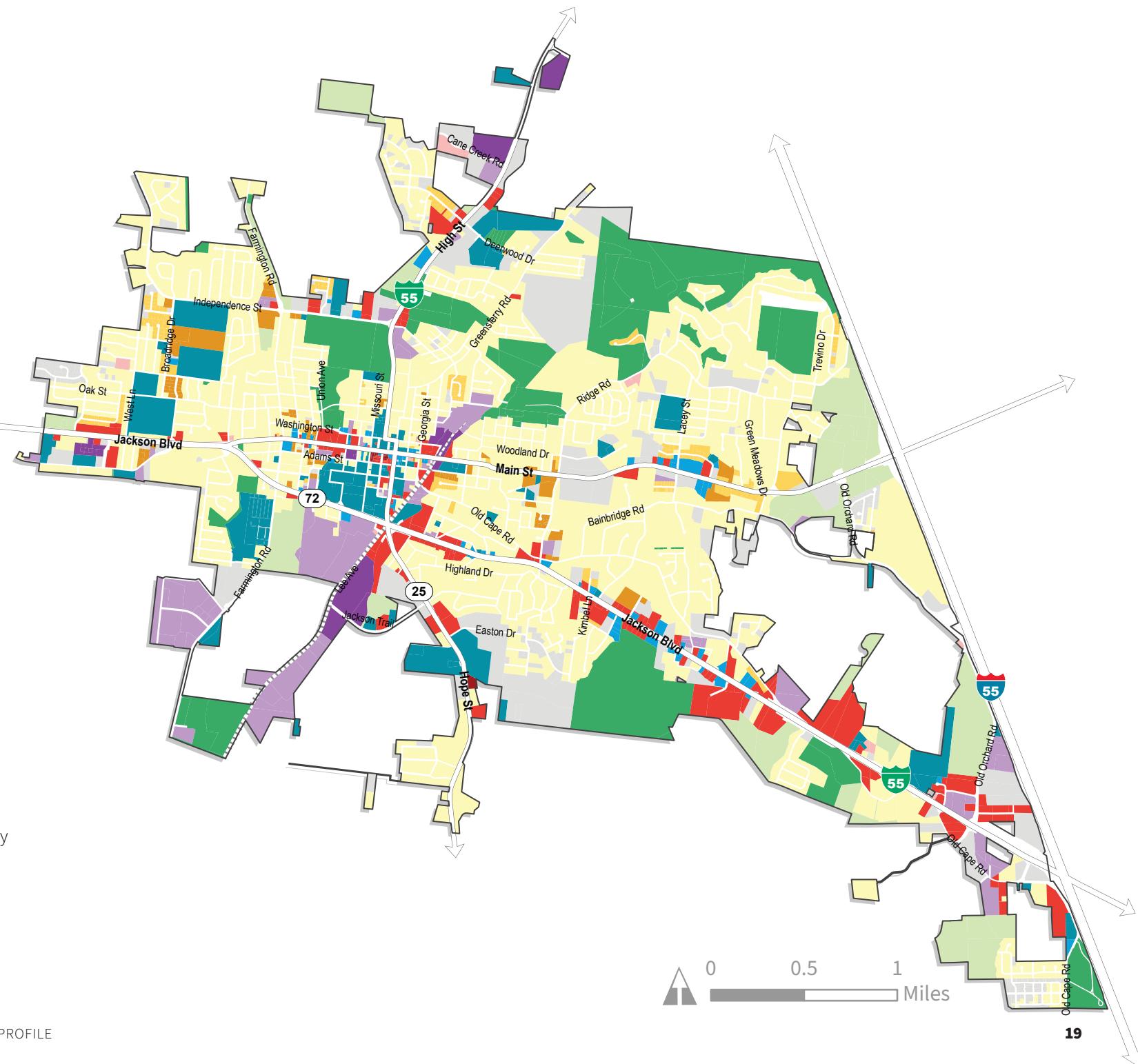
Transportation and Utilities includes land used for the operation and infrastructure of transportation and utilities, such as roads, rail lines, substations, and water treatment facilities. It comprises approximately 16 acres of land in the city.

## Vacant

Vacant or undeveloped land consists of properties eligible for redevelopment but currently contain no occupied physical improvement, structures, or facilities. It accounts for over 700 acres in the city.

## Land Use Categories

- Agriculture
- Commercial
- Office
- Mixed Use
- Single-Family Detached
- Single-Family Attached
- Multi-family
- Light Industry
- Heavy Industry
- Public/Semi Public
- Parks & Open Space
- Transportation/Utility
- Vacant



# CURRENT ZONING

## A-1 Agricultural district

This district is intended to preserve land suited to future urban development pending proper timing and economical provision of public utilities and community facilities to ensure compact and orderly land use development.

## R-1 Single-family residential district

The purpose of this district is to provide detached, single-family residential development, excluding two-family and multi-family housing.

## R-2 Single-family residential district

This district is intended to provide compact, detached single-family residential development, excluding two-family and multifamily housing.

## R-3 One- and two-family residential district

The purpose of this district is to provide semi-compact residential development, excluding multifamily housing.

## R-4 General residential district

The purpose of this district is to provide compact residential development, including multifamily housing.

## MH-1 Mobile home park district

This district is intended to provide suitable locations for the placement of mobile homes, with safeguards for the health and safety of mobile home residents.

## O-1 Professional office district

The purpose of this district is to provide adequate space in appropriate locations suitable for accommodating medical, dental, and similar services, as well as professional offices.

## C-1 Local commercial district

The purpose of this district is to provide retail trade and personal services to meet the regular needs and for the convenience of residents of adjacent residential areas.

## C-2 General commercial district

The purpose of this district is to provide areas for general commerce and services typically associated with major thoroughfares.

## C-3 Central business district

This district is intended to provide compact commercial development in Uptown and to maximize the utilization of this area by minimizing lot restrictions and height requirements.

## C-4 Planned commercial district

The purpose of this district is to provide modern retail shopping facilities of integrated design in appropriate locations to serve residential neighborhoods.

## CO-1 Enhanced commercial overlay district

The purpose of this district is to promote the development of aesthetically appealing areas dedicated to commercial development. These regulations are not intended to discourage development, but to provide a consistently enhanced area of development for the protection of property owners and for the benefit of the City as a whole.

## I-1 Light industrial district

The purpose of this district is to provide areas for light industrial uses that create a minimum amount of nuisance outside the plant, are conducted entirely within enclosed buildings, use the open area around such buildings only for limited storage of raw materials or manufactured products, and provide for enclosed loading and unloading berths when feasible.

## I-2 Heavy industrial district

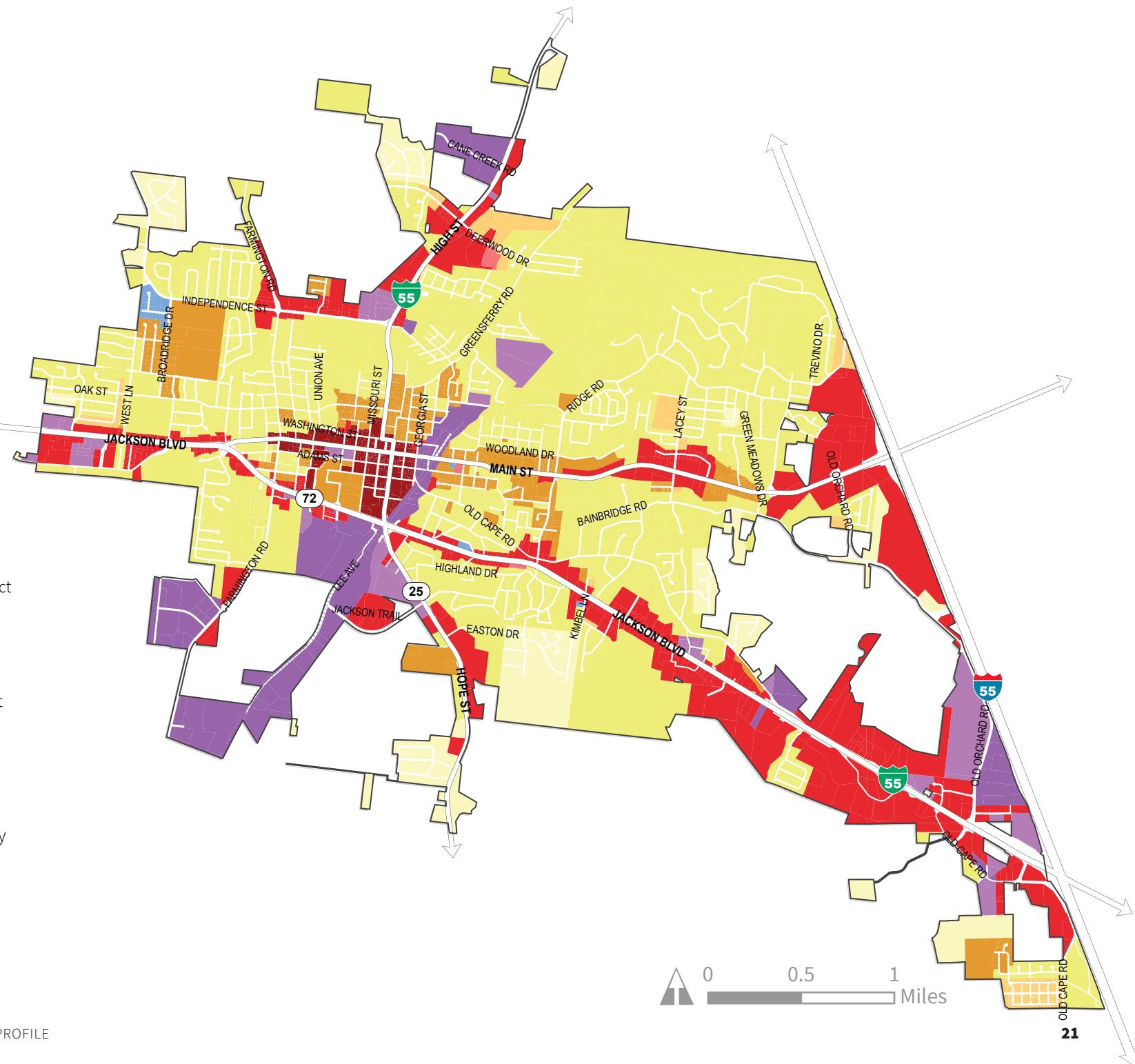
The purpose of this district is to provide areas for heavy industrial uses to ensure these uses are not obnoxious or offensive as a result of the smoke, dust, fumes, gas, odors, noise, or vibrations beyond the confines of the premises.

## I-3 Planned industrial park district

The purpose of this district is to provide modern industrial warehouses or office complexes of integrated design with attractive landscaping in suitable locations with access to arterial thoroughness.

## Zoning Categories

- R-1 Single-Family Residential District
- R-2 Single-Family Residential District
- R-3 One- and Two-Family Residential District
- R-4 General Residential District
- C-1 Local Commercial District
- C-2 General Commercial District
- C-3 Central Business District
- O-1 Professional Office District
- I-1 Light Industrial District
- I-2 Heavy Industrial District



# THE POST BUILDING

100 S. MAIN ST.  
JACKSON, MISSOURI • 63755

HENRY MCGENTY JR.  
JULIA MCGENTY  
1870-1950

# 03

## Vision and Goals

*The City of Jackson Comprehensive Plan is centered on a long-term vision for the city, which has been established by listening to residents, stakeholders, and city staff discussions of issues currently facing Jackson, assets within the city that makes it unique, and opportunities for future projects.*

*The vision statement and plan goals are aspirational, establishing each chapter element and setting the stage for what the city should work towards over the next 20 years.*

# VISION STATEMENT

*The Community Vision Statement is an aspirational narrative that paints a picture of what the city can achieve following the adoption of the Comprehensive Plan. The Vision Statement is the foundation for the Plan's goals, policies, recommendations, and actions.*

The City of Jackson will be a desirable and attractive place for residents to live, employees to work, and community members to gather. Jackson will retain its strong sense of community while welcoming newcomers to spend time in Uptown or move into its new neighborhoods. With a thriving local economy as its cornerstone, the city will be renowned for its friendly atmosphere, safe environment, and vibrant retail centers.

Uptown will be an inviting and attractive destination for residents and visitors to enjoy. The community's core will be known as its "heart and soul," a place that embodies Jackson's history and invites others to learn about the city. Residents and visitors will enjoy shopping and dining in the collection of Jackson's small businesses and socializing in the public spaces that make Uptown special. New and modern development will infill alongside historic structures, complementing Uptown's historic identity and architecture. Retailers and restaurants will line Main Street, adding to the city's small-town charm.

Jackson's streets will be well-connected for everyone, whether they choose to walk, bike, or drive. Sidewalks and bike paths will be available along the city's high travel corridors, ensuring that walking and biking are safe options. Major intersections will deploy traffic calming techniques to provide a safer environment for pedestrians. The city will continue to implement its ADA Transition Plan, providing accessible streets for all people, no matter their ability.

Jackson's several major thoroughfares, from I-55 to Route 25 to Jackson Boulevard, will be primed for emerging businesses and industries. The city will attract and retain large companies and industries, serving as a regional draw to the community. These businesses will provide employment opportunities for the region and bolster the city's local economy.

The city will address the needs of its growing population and meet the desire for attainable housing. Jackson's neighborhoods will offer diverse housing options, ranging in size and type, allowing individuals and families with different needs and preferences to live in the community. Throughout the community, neighborhoods will be well-connected and accessible, with easy access to essential amenities, allowing people to live close to what they need.

Jackson will work with Cape Girardeau County to effectively manage growth, explore and monitor annexation priority areas, and plan for infrastructure extensions. The city will ensure its infrastructure and public facilities keep up with growth and development and its utilities are up-to-date and reliable. The city will monitor water and sewer systems and the condition of its roads and bridges, ensuring its critical infrastructure meets local needs, while carefully limiting sprawl and emphasizing infill within the municipal boundary.

The city will become more healthy, active, and sustainable by enhancing its parks and trails for people of all ages and abilities. Jackson will offer high-quality public spaces and parks to encourage people to gather, exercise, and recreate. The city will prioritize sustainability in its public spaces, through electric vehicle charging stations and solar and electric-powered lighting. The city's regional parks, like Jackson City Park, will attract visitors to attend sporting events and social gatherings. Trails will be designed with ADA accessibility standards, ensuring they are well-connected to parks, residential neighborhoods, and commercial districts. Amenities and public spaces such as these will reinforce Jackson's identity as an inviting and family-friendly destination.

Jackson will grow into one of the most desirable places to live and work in eastern Missouri. It will offer a high quality of life where people are excited to buy their first homes, raise their families, seek a job, establish a business, settle down, or retire. Over the next two decades, the city will truly live up to its motto – "City of beautiful homes, parks, schools, and churches."

# KEY GOALS

Goals are broad and long-range desired outcomes. They are ambitious and will require the culmination of many incremental actions to be fully achieved. The city's planning efforts should work to support these goals.

Each section of the plan are expanded with recommendations and actions within the subsequent chapters, ensuring the city can take meaningful and implementable steps toward realizing these broader goals over the next few decades.

## Land Use and Development

**Goal:** Establish land use and development patterns that ensure land use compatibility and alignment with infrastructure capacity, and foster growth and development throughout the city.

## Housing and Neighborhoods

**Goal:** Provide high-quality housing and residential areas, supporting the existing population and preparing for future growth.

## Commercial and Industrial Areas

**Goal 1:** Attract and retain emerging businesses in Jackson's high-visibility corridors to provide a regional draw and offer essential goods and services to residents.

**Goal 2:** Continue to support Jackson's existing small and local business owners, particularly in Uptown.

## Transportation and Circulation

**Goal:** Provide a seamless, efficient transportation system that offers connectivity, supports mobility for people using all modes (walking, biking, transit, and driving), and enhances the character of the city.

## Community Facilities, Services, and Infrastructure

**Goal 1:** Support the delivery of high-quality community facilities, infrastructure, and services, ensuring a high quality of life.

**Goal 2:** Support a system of parks, open space, and quality public places that accommodate a range of recreational activities, enhance the quality of life, maintain the integrity of Jackson's natural resources, and meet the needs of the city's population.



# 04

## Land Use and Development Framework

*The Preliminary Land Use Framework provides a basis for future planning decisions, building upon the desirable characteristics of Jackson's residential neighborhoods, commercial districts, and employment areas. The framework includes two sections. The first is the Land Use Plan, which defines future land use categories and applies them throughout the city and its planning area. The second is the Growth and Development Strategy, which identifies areas where future growth should take place over the next two decades.*

*The recommendations of the Preliminary Land Use Framework guide land-use decisions while providing the flexibility for creative, individualized approaches to land development that are consistent with the community's vision. This framework is a policy guide for well-managed reinvestment and expansion as the city grows. The Preliminary Land Use Framework will be supported by subsequent chapters of the Comprehensive Plan to provide further specificity and detail to the broader land use designations and recommendations.*

*Establish land use and development patterns that ensure land use compatibility and alignment with infrastructure capacity, and foster growth and development throughout the city.*

## Key Recommendations

- Assess vacant or underutilized sites and encourage commercial development and redevelopment along Jackson's key corridors.
- Work with the County and develop goals and agreements for annexation to keep up with growth.
- Encourage infill in the Primary and Secondary areas on the Growth Strategies Map, particularly in areas already served or near available city infrastructure.
- Work with property owners to encourage annexation of unincorporated parcels adjacent to city limits.
- Establish committees to develop a tax and annexation system.



## LAND USE PLAN

Parcels within the city are assigned one of 14 land use designations. These land use designations encompass all types of land uses in Jackson and provide the foundation for reviewing and approving development projects. They also guide future zoning changes that may be necessary to fully implement the Plan's recommendations.



### Rural Residential and Agricultural

The rural residential and agricultural designation includes land uses accommodating agricultural purposes and low-density single-family detached homes on large lots of land. This land use is primarily found outside of Jackson's municipal boundary in the extraterritorial jurisdiction and is unlikely to shift significantly in land use over the next two decades.



### Single-Family (Detached and Attached)

The single-family residential designation is the most common current land use in Jackson. Single-family neighborhoods consist primarily of single-family detached homes occupying moderately sized lots. However, both attached and detached single-family residential areas exist throughout Jackson, from around Uptown to areas directly around the municipal boundary. As growth continues, single-family neighborhoods should increasingly accommodate attached housing (townhomes and duplexes) in infill areas and transitional areas on the edges of neighborhoods. Single-family attached housing is also appropriate along primary transportation corridors and adjacent to higher intensity uses such as multifamily or commercial.



## Mixed Residential

The mixed residential designation consists of multiple housing types including single-family detached, townhomes, duplexes, and small multi-family buildings. These areas encourage greater variety within Jackson's housing stock and allow for more flexibility to build denser residential development in proximity to the city's major roadways such as Main or Independence streets, and in the traditional neighborhoods to the north of Uptown. Areas designated for mixed residential can accommodate several dwelling types, including senior, workforce, and attainable housing. Mixed residential areas should be located throughout the city, mainly near arterial roads like Jackson Boulevard and Main Street.

## Multi-family

The multi-family designation includes higher-density units such as apartments, townhomes, and mobile homes. Multi-family residential is the least common current residential land use in Jackson. New multi-family residential should be prioritized near arterial roadways such as Main or Independence Street, and close to amenities such as parks, grocery stores, restaurants, and regional retail shopping centers. New multi-family residential developments should reflect the overall character of the community, offering high-quality living environments and amenities. These areas should include a variety of price points in rental and condominium configurations to support young professionals, senior residents, and workforce residents.

## Uptown

The Uptown designation reflects the unique character of the city's core and differs from its other commercial areas. Uptown features streetscaping and a more defined type, size, and orientation of commercial development. Jackson's Uptown Commercial Historic District is listed on the National Register of Historic Places. Uptown should continue to prioritize local shops, boutiques, restaurants with outdoor seating, and pedestrian-oriented development that promote public space and the charm and character of the area. Development within Uptown should be pedestrian-friendly and include amenities that capitalize on the character of the Uptown Commercial Historic District.



## Uptown Fringe

The Uptown fringe designation includes a mix of commercial and residential development located on the periphery of Uptown. The Uptown fringe provides an edge transition between the city's core and the surrounding single-family neighborhoods. These areas should include interspersed uses and development patterns that provide a vibrant, safe, attractive, and walkable pedestrian environment. A mix of residential uses, amenities, and neighborhood commercial development should be prioritized in combination with adaptive reuse and historic preservation.



## Neighborhood Commercial

The neighborhood commercial designation provides residents with daily goods and services such as local cafes, restaurants, and shops. Existing neighborhood commercial nodes within Jackson's municipal boundary are primarily located near single-family neighborhoods, such as Independence Street to the north, and Hope Street to the south. Neighborhood commercial should continue to be located near residential neighborhoods and subdivisions, reducing the need to drive across the city for essential needs or dining. Neighborhood commercial should prioritize development and scale that reflects the existing residential character and emphasizes access to daily needs for single-family and mixed residential areas.



## General Commercial

The general commercial designation includes a blend of retail, offices, and service uses along the city's corridors. General commercial areas should be of a scale and intensity that is generally compatible with adjacent and nearby residential uses and can be arranged in nodes or along corridors such as Main Street, Jackson Boulevard, and U.S. Highway 61. Depending upon the type of commercial development, General commercial can provide for the daily needs of residents, but also draw customers from surrounding communities.



## Regional Center

The regional commercial category includes large-scale retail and service establishments with a regional customer base. This designation recommends commercial uses that cater to interstate traffic and have a regional draw, such as highway commercial centers, larger shopping centers, big box development, large sporting goods stores, hotels, and movie theatres. Areas surrounding the interchanges with I-55 within the city's planning jurisdiction are designated as regional commercial. Good access to the interstate system makes these areas attractive for national retailers.

## Industrial

The industrial designation includes both heavy and light industrial businesses such as manufacturing, warehousing, and the distribution of goods and materials. Industrial uses will continue to be located with access to Jackson's major corridors, with concentrations in industrial parks in the south portion of the city. Heavier Industrial uses are typically incompatible with residential areas and should be appropriately buffered and screened from adjacent residential areas. The Land Use Plan supports the city's established industrial uses and encourages new employment opportunities such as business parks and office parks within the city.

## Public/Semi-Public

The public/semi-public designation includes public land for the city's schools, City Hall, city facilities, county facilities, public safety facilities, and other essential facilities and services for the community. Many public/semi-public uses are compatible with residential areas. Depending on the type and scale of the facility, more intense public/semi-public uses may require appropriate design, screening, and buffering or a location within or adjacent to commercial or industrial areas to minimize impacts.



## Parks and Open Space

The parks designation includes areas for active or passive recreation – both public parks owned and maintained by the city and private parks in planned subdivisions. There are several parks located throughout Jackson, including Jackson City Park, Litz Park, and Brookside Park. Several of the city's parks are connected by a trail system.

The open space designation includes riparian corridors, preserved open lands, and other natural features. Open space and environmental features contribute significantly to the city's overall quality of life and character. The city should require the preservation of creeks and floodplain areas which will aid in protecting the environment, lessening flooding problems, and providing an opportunity to interact with nature through trails.

## Utility

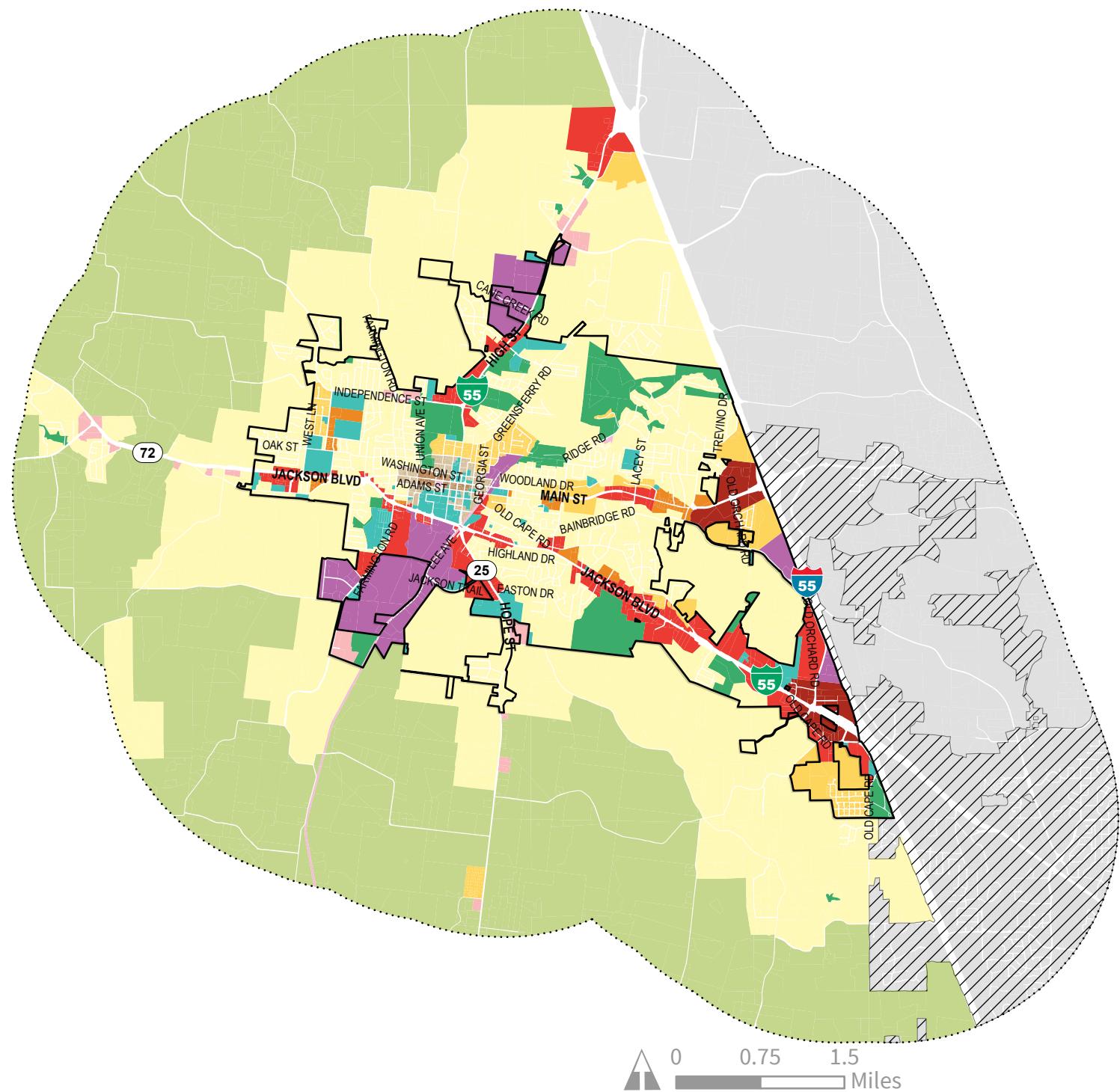
The utility land use designation identifies sites of current and proposed municipal utilities, such as water towers, electric facilities, and other infrastructure. The designation includes rights-of-way or easements for the transmission of gas, electricity, water, sewer, and other infrastructure essential to the community. Residential development near utility uses should be buffered and screened to mitigate potential impacts.

## Land Use Categories

- Rural Residential and Agriculture
- Single-Family
- Mixed Residential
- Multi-family
- Uptown
- Uptown Fringe
- Neighborhood Commercial
- General Commercial
- Regional Center
- Industrial
- Public/Semi-Public
- Parks and Open Space
- Utility

## Context

- City of Jackson Boundary
- 2 Mile Growth Area Buffer
- Adjacent Municipality
- Railroad
- Outside Planning Area



# GROWTH AND DEVELOPMENT STRATEGY

Jackson's current population is 15,481 (2020 US Census). The city has experienced rapid growth over the past decade-plus, with the data indicating a 30 percent increase in population from 2000 to 2020. If the same growth rate continues, Jackson could see an increase of more than 4,000 residents by 2040. As Jackson's population grows, undeveloped areas within the city and its planning area will see additional development pressure. The Growth and Development Strategy provides a general guide for areas best suited to accommodate future growth through 2040 and identifies where to prioritize it.

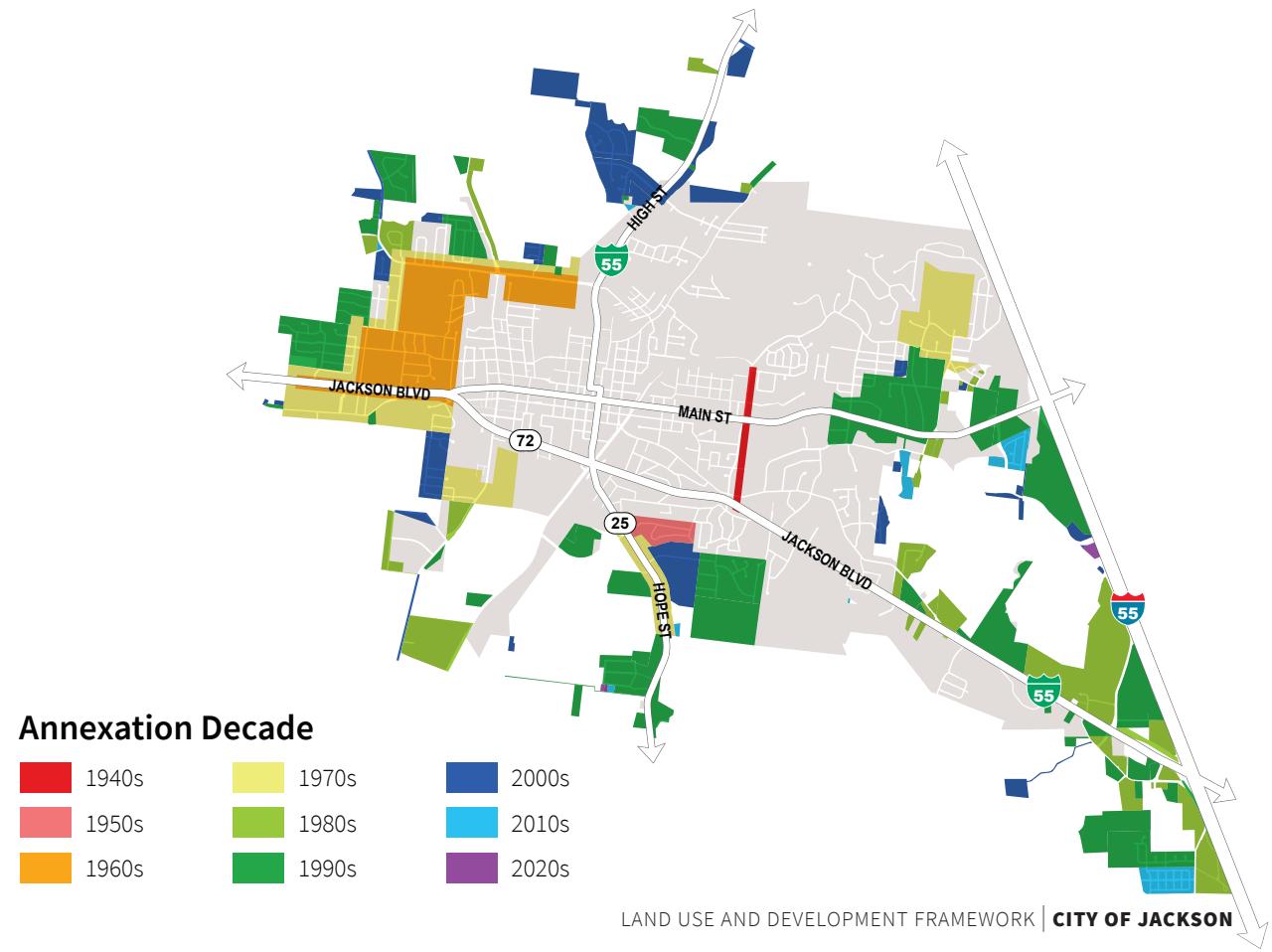
## Brief History of Annexation

Since the 1940s, Jackson has grown significantly through annexation. Beginning in 1940, the city annexed land around Shawnee Boulevard and continued to move outward in the 1950s, 60s, and 70s. Jackson annexed most of its current land area in the 1980s and 1990s, claiming most of its eastern boundary, land along U.S. Highway 61 and Main Street, and other portions of the southern, western, and northern boundaries. Since 2010, the city has annexed a small area of land along its eastern boundary, along with other portions of the city.

## Annexation Strategy

To manage future boundary expansions more systematically, the city should establish committees to develop a tax and annexation system. These committees would work on creating alternate land use zones for newly annexed properties and formulating strategies to encourage annexation. Currently, Jackson relies heavily on voluntary annexation as the primary method for expanding its boundaries.

However, as the city anticipates future growth and needs, it is crucial to conduct annexation studies to prioritize areas for annexation. Moving forward, the city will use a one-step, streamlined process to bring properties in at their proposed zoning. If voluntary annexation cannot be achieved through tax, zoning, or other incentives, the city should implement a five to ten-year plan utilizing statutory annexation. This approach ensures that Jackson continues to grow in an organized and sustainable manner, meeting the community's needs effectively.

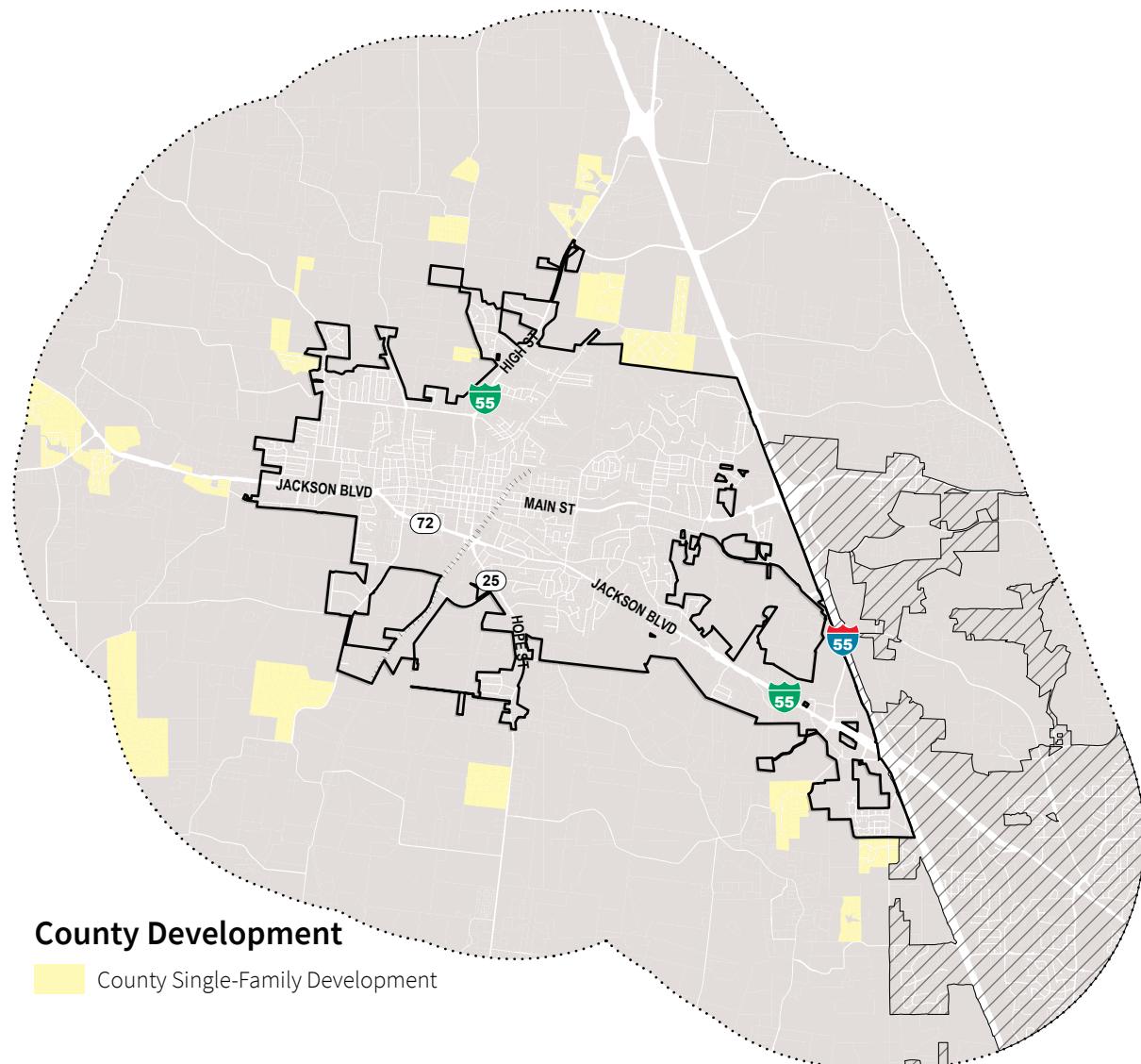


## Unincorporated Single-Family Neighborhoods and County Development

Most of the land within the city's extraterritorial jurisdiction includes unincorporated single-family residential or agriculture/rural residential land uses. These agricultural and low-density residential land uses are served by County utilities and provide an easy and cheaper option for land development than within the City of Jackson. As the city continues to grow, it should prioritize growth where city infrastructure exists or is relatively accessible and emphasize annexing agricultural and rural residential land not yet served by County utilities.

## Infill Development

While Jackson has space for residential expansion within its Urban Growth Boundary, there are pockets of underdeveloped or underused land within current limits. The city should activate these areas for residential development as the community continues to evolve. This includes areas with incomplete subdivisions that are already served by municipal infrastructure and services. These should be the focus of short-term investment to avoid significant capital improvement costs in greenfield areas.



## Growth Strategy

The Growth and Development Strategy identifies where future growth should occur over the long term. These areas should accommodate future growth and development; many may develop at greater densities than currently exist.

The Growth and Development Strategy consists of three components: Primary, Secondary, and Long Term Growth Areas. These components establish priorities for future growth within city limits and emphasize leveraging existing infrastructure. The Growth and Development Strategy does not prohibit development from occurring outside priority growth areas; rather, it encourages infill and promotes policies to avoid leapfrog development.

## Primary Growth Areas

The city should focus growth and development efforts within or immediately adjacent to Jackson's municipal limits. Although most outward growth will be "greenfield" type development of previously undeveloped areas, redevelopment of older, marginal properties throughout the community could occur. Near-term residential development should occur within the Primary 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 adjacency requirements for future development. These requirements will aid the city in growing outwards from its geographic center and discourage what is commonly referred to as leapfrog development.

## Secondary Growth Areas

Secondary Growth Areas refer to potential annexation areas in proximity to Jackson's municipal boundaries that can be developed. Future development in these areas will require careful analysis to determine potential infrastructure costs and conflicts.

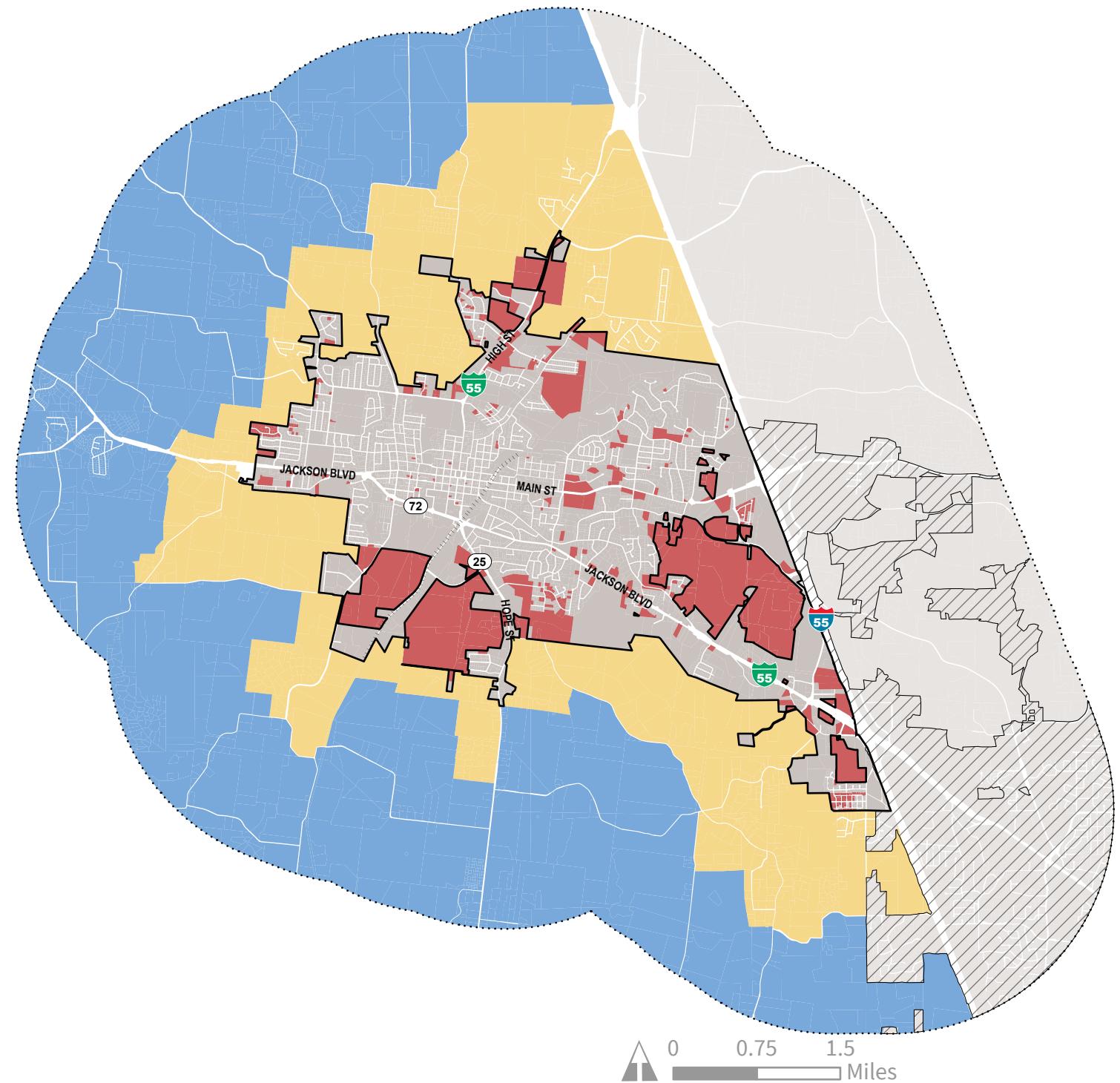
Similar to the Primary Growth Area, development in Secondary Growth Areas should encompass a mix of residential and complementary commercial establishments. However, it is imperative to exercise caution and allow these areas to evolve gradually, particularly after infill areas have been sufficiently developed or when emerging projects align with new neighborhood developments. It is recommended the city utilizes smart growth practices to protect natural landscapes and remind developers of the additional costs associated with annexation.

## Long-Term Growth Areas

Expansion into the Long-Term Growth Areas will require annexation and may also be subject to boundary agreements between neighboring municipalities. 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.

## Growth Areas

- Primary Growth Area
- Secondary Growth Area
- Long-Term Growth Area







## Housing and Neighborhoods Framework

*The Housing and Neighborhoods Framework provides guidance on issues impacting Jackson's residential areas, which contribute to its small-town charm and sense of community. Building on the residential land use categories established in the Land Use Plan, the framework aims to preserve the established and desired character of Jackson's neighborhoods, diversify housing options that are attainable and available to residents at various stages of life, and guide the prioritization of residential development.*

**Goal:** Provide high-quality housing and residential areas, supporting the existing population and preparing for future growth.

### Key Recommendations

- Assess aging residential neighborhoods and emphasize code enforcement where building maintenance is needed.
- Maintain and enhance the city's neighborhoods through streetscaping, landscaping, and general upkeep.
- Preserve and maintain Jackson's existing residential buildings and neighborhoods.
- Provide housing at various sizes and prices to fit the preferences of residents of all ages, abilities, and incomes, from seniors to young families.
- Explore annexation options for developing new residential neighborhoods.
- Provide a variety of housing types through infill residential development in concentrated and denser areas, such as Uptown.
- Ensure this new development is complementary to the scale and character of surrounding neighborhoods.
- Introduce mixed-use developments in Uptown to provide a walkable and urban environment.
- Ensure the city's residential areas have access to the regional trail system, pedestrian and bicycle infrastructure, and include neighborhood parks.

# CITY-WIDE POLICIES AND RECOMMENDATIONS

## Housing Options

*Increasing housing variety and options to better serve residents at all stages of life.*

Expanding housing options in Jackson to cater to residents of all ages is crucial for meeting diverse needs. Many seniors express a desire to age in place, but affordability and access to essential services pose significant obstacles. Although the median age of Jackson residents has decreased in the past decade, those aged 65 and above still represent around 15 percent of the population.

To uphold Jackson's allure to seniors, the city should prioritize facilitating aging in place and fostering the development of senior-focused housing within its stock. This involves several strategies:

- Identifying suitable locations near city amenities to facilitate convenient access to new senior housing.
- Working with developers for 55 and older senior housing.

## Affordable and Attainable Housing

*Ensuring Jackson's housing supply fits in with the price range and preference of residents.*

The housing landscape in Jackson is predominantly owner-occupied units, consisting of single-family detached homes, accounting for 70 percent of the existing housing stock. However, limited housing diversity has led to 24 percent of Jackson's homeowners being cost burdened. Between the years 2010 and 2022, the median housing value surged by an impressive \$87,300. To ensure affordability and inclusivity in the housing market, the city of Jackson should consider incorporating a mix of housing types. This includes duplexes, townhomes, multifamily apartments, condominiums, and senior housing across all residential areas, provided they blend with the neighborhood's character. By offering a range of housing options, the city can promote a stable and inclusive housing market that meets the needs and preferences of its residents.

Jackson should work to ensure that a portion of its housing stock remains affordable to moderate-income homebuyers, such as first-time buyers, which may include young families and young professionals. To address affordability, the city should seek to:

- Increase density in key areas to reduce the land cost per unit for a development.
- Reduce parking provisions to lower the amount (and cost) of land needed per unit.
- Prioritize the permitting of projects that demonstrate a mix of housing types that increases market-driven affordability.

## Homeownership

*Ensure Jackson's high rate of homeownership endures into the future.*

The City of Jackson currently has a mix of approximately 35% rental units and 65% owner-occupied units. There are many reasons a high rate of homeownership is desirable in a community, including economic growth. A thriving housing market stimulates the local economy. Homeowners spend more money on improvements, furniture, and landscaping, benefiting local businesses. Additionally, a strong property tax base provides a reliable source of revenue for the City. Owning a home allows residents to build equity over time, providing financial security for residents.

To continue the positive mix of owner-occupied and rental properties, the City should:

- Promote local, regional, and state-level programs that offer down payment assistance, tax breaks, or help with closing costs for first-time homebuyers, particularly those in moderate-income brackets.
- Audit the local permitting process to ensure it does not discourage home-building, renovation, and ultimately potential homeownership.
- Continue to invest in neighborhoods with lower property values to make them more attractive to potential homeowners through infrastructure improvements, beautification projects, and public safety initiatives.
- Promote local and regional organizations to offer educational programs and counseling services to help residents understand the homebuying process, manage finances, and maintain their homes.

## Mixed-Use Residential in Uptown

*Promote the introduction of appropriately scaled mixed-use development in Uptown to provide high-end residential products within Jackson.*

Uptown holds Jackson's unique heritage and aims to activate economic and social prosperity through revitalization of its Main Street. To ensure residential needs are met, the city should focus efforts on residential density in proximity to Uptown.

As the most pedestrian-friendly area in the city, new attached and mixed use residential in Uptown will create a synergy with the vibrant core. To promote residential development in Uptown, the city should:

- Collaborate with the Uptown Jackson Revitalization Organization to support scaled mixed-use developments that enhance residential opportunities and commercial experiences.
- Connect with local business owners to discuss needs and wants for proposed mixed-use development.
- Work with developers to identify potential opportunities for implementing mixed-use projects.

## Neighborhood Character and Image

*Maintain and enforce the upkeep and appearance of the city's neighborhoods.*

Jackson's motto, "City of Beautiful Homes, Parks, Schools, and Churches," embodies the hometown pride of the community. The neighborhoods are shaped by a rich tapestry of historical homes, showcasing craftsmanship and the cozy allure of 1920s bungalows. From the front porch charm to ranch-style residences nestled along shady streets, or the contemporary, spacious appeal of golf course living, Jackson offers a diverse range of housing styles. Although most homes were constructed between 1960 and 1999, the city has successfully blended newly constructed residences and older homes in its neighborhoods. When surveyed about the housing qualities in Jackson, 38 percent of participants expressed desire that the housing character remain relatively consistent.

Existing and new residential neighborhoods should maintain the small-town appeal of Jackson. To encourage and maintain a high-quality neighborhood image, the city should:

- Encourage attractive neighborhoods and neighborhood parks through gateway signage, landscaping, streetscaping, and general upkeep.
- Protect residential areas from encroachment by incompatible land uses and the adverse impacts of adjacent activities.
- Preserve existing housing through regular, active code enforcement, and preventative maintenance programs.

## Access to Amenities

*Providing parks, a connected transportation network, and everyday essentials within Jackson's neighborhoods.*

The limited existing sidewalk network, primarily centered in Uptown, is a concern for the community. When asked about the assessment of Jackson's neighborhoods, 45 percent of participants identified the existing network as a weakness.

To build connections between neighborhoods and public amenities, the city should take proactive steps:

- Implement a comprehensive sidewalk program within residential neighborhoods to enhance off-street mobility for residents and students to walk to points of interest such as schools, parks, and Uptown.
- Accommodate attached housing (townhomes and duplexes) in infill areas and transitional areas on the edges of single-family neighborhoods.
- Encourage new multi-family residential near arterial roadways such as Main or Independence Street, and close to amenities such as parks, grocery stores, restaurants, and regional retail shopping centers.
- Encourage new mixed residential areas throughout the city, mainly near arterial roads like Jackson Boulevard and Main Street.



## HOUSING AND NEIGHBORHOOD FRAMEWORK

Jackson offers a variety of housing in distinct residential neighborhoods, from Uptown to its established subdivisions to rural land. The Housing and Neighborhoods Framework addresses the city's unique residential areas and outlines policies and recommendations that will guide change over time. The Framework should enhance residential character, preserve and maintain existing housing, and ensure Jackson offers housing products to meet existing and future needs.

### Relation to Land Use Plan

The Housing and Neighborhood Framework builds on the residential classifications established for all residential areas in the city in the Land Use Plan. The Framework supports the city's unique identity and further defines the type and character of each residential land use.

### Priority Annexation Areas

*Filling in the Gaps refers to the opportunity to develop areas within or immediately adjacent to Jackson's municipal boundary.*

It is recommended the city leverages the potential to develop within these identified areas due to their access to infrastructure and proximity to existing amenities. Near term residential development should occur in these established areas.

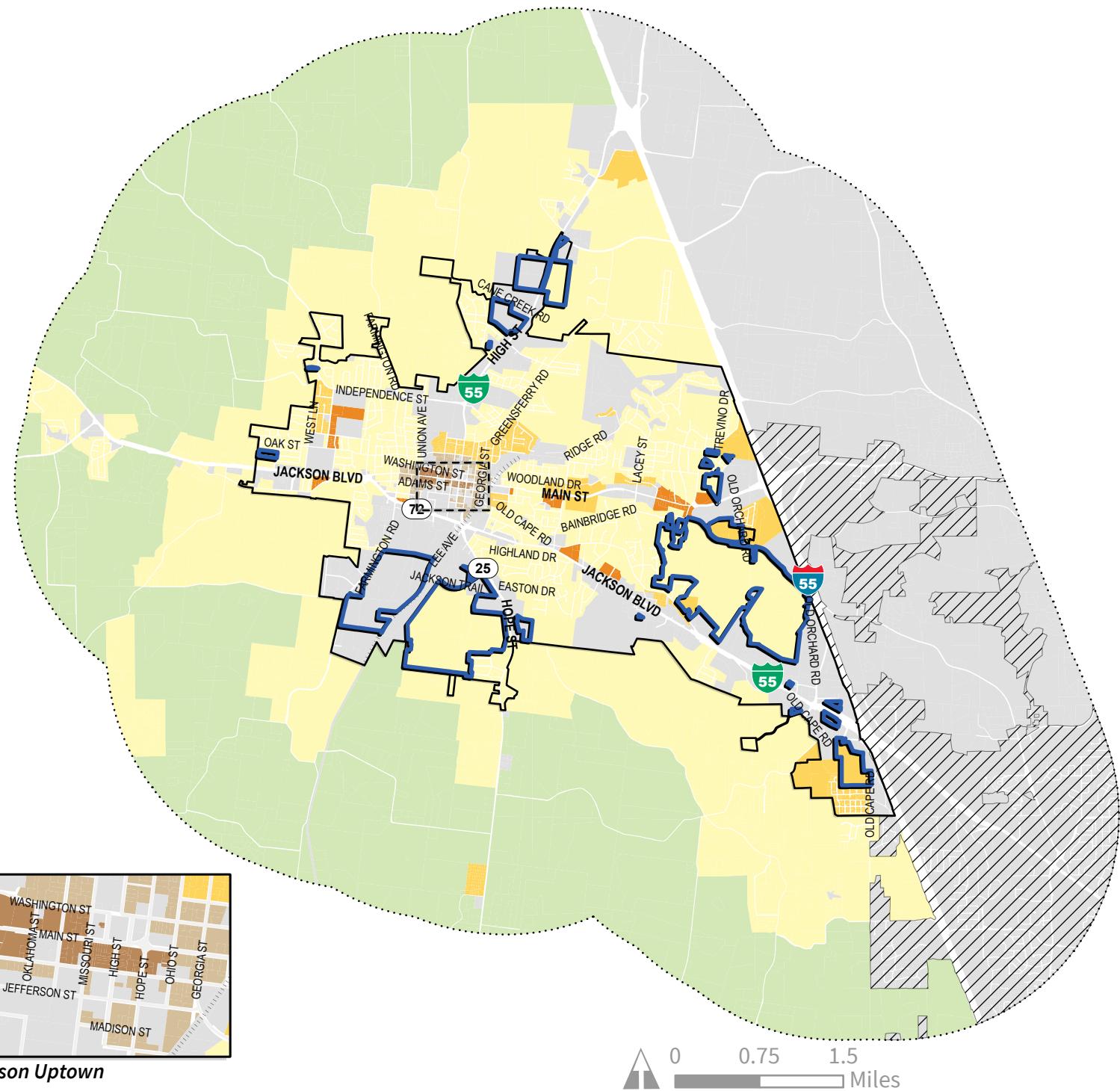
### Residential Infill Development

*Prioritizing infill development while preventing premature development of open lands.*

While Jackson has space for residential expansion within its Urban Growth Boundary, there are pockets of underdeveloped or underused land within current limits. The city should activate these areas for residential development as the community continues to evolve. This includes areas with incomplete subdivisions that are already served by municipal infrastructure and services. These should be the focus of short-term investment in order to avoid significant capital improvement costs in capital improvements in greenfield areas.

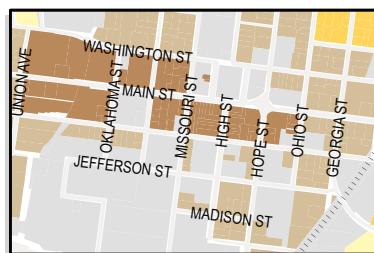
## Residential Categories

- Rural Residential and Agriculture
- Single-Family
- Mixed Residential
- Multi-family
- Uptown
- Uptown Fringe
- Priority Annexation Areas



## Context

- City of Jackson Boundary
- 2 Mile Growth Area Buffer
- Adjacent Municipality
- Railroad
- Non-Residential Areas



**Jackson Uptown**



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# 06

## Commercial and Industrial Areas Framework

*Economic development is essential to Jackson's stability and growth. The Commercial and Industrial Areas Framework builds on the city's existing commercial and industrial base and plans for a lively Uptown, successful regional commercial storefront, and efficient employment centers. The framework promotes attractive commercial areas that serve the community's needs, areas that provide goods, services, and employment opportunities to residents while generating sales tax revenue needed to pay for city services and infrastructure. The framework builds on the commercial and industrial land use categories established in the Land Use Plan, strengthening Jackson's position as a regional destination, leveraging regional amenities, and providing employment opportunities. Moreover, it recognizes the critical role of sales tax revenue in funding city services and infrastructure.*

**Goal 1:** Attract and retain emerging businesses in Jackson's high-visibility corridors to provide a regional draw and offer essential goods and services to residents.

**Goal 2:** Continue to support Jackson's existing small and local business owners, particularly in Uptown.

## Key Recommendations

- Plan essential businesses, such as grocery stores and pharmacies, to be built near residential neighborhoods so residents do not need to shop outside of Jackson and can spend their money in the city.
- Encourage a healthy mix of commercial retail stores, restaurants, and service uses that would capitalize on proximity to the Interstate.
- Provide more commercial storefronts that vary in size and price so that business owners can find the right-sized spaces.
- Collaborate with key partners to offer workforce development programs to retain Jackson's employees and encourage entrepreneurship in the city.
- Coordinate with developers to plan for major retail anchors on the city's interstates, or the entryways into the city.
- Explore design guidelines for future commercial buildings that incorporate signage, landscaping, facades, and parking areas.
- Enforce codes that will upkeep the appearance of commercial buildings.
- Partner with the Jackson Industrial Development Company to identify sites that will accommodate diverse and incoming industries.
- Establish a new Economic Development Board to promote and market the city as a location for commercial, industrial and office projects
- Partner with Jackson Chamber of Commerce to expand the retail presence.



# CITY-WIDE POLICIES AND RECOMMENDATIONS

## Workforce Development

*Collaborate with key partners to offer workforce development programs to retain Jackson's employees and encourage entrepreneurship in the city.*

A skilled workforce is a decisive factor for employers looking to locate in a community. Successful companies hire employees based on their skills and education relative to their industry. Strategic partnerships between local employers and Southeast Missouri State University can produce skilled workers who live and work in Jackson. The city should have an open dialogue with employers to identify workforce gaps that can guide educational and training needs. The city should also work with Southeast Missouri State University and the Chamber of Commerce to ensure local professional development and ongoing education opportunities are available to current employees of Jackson businesses.

## Business Friendly Environment

With its strategic location near major transportation routes, including river, rail, and roadways, Jackson offers an ideal setting for businesses to thrive. Vibrant corridors like Jackson Blvd and Main Street host a diverse range of businesses, attracting visitors from the region who come to dine, shop, and experience the city's small-town charm.

Strategic planning can encourage development that complements Jackson's unique character. By capitalizing on Uptown and adjacent areas, the city can offer a mix of uses, creating opportunities for residents to live and work locally, thereby increasing daytime activity for existing businesses. With more employees choosing Uptown as their workplace, the city's retail sector, including local restaurants and shops, will benefit from increased foot traffic throughout the day, making it a bustling destination for morning coffee, lunch breaks, and meetings.

To support a thriving local economy that attracts and retains businesses, it is important the city focuses on drawing in new entrepreneurs. For this to occur, the city must be prepared with the necessary infrastructure, urban setting, and facilities to support business development. Jackson should consider the following recommendations to establish the city as a business-ready community:

- Promote more commercial storefronts that vary in size and price so that business owners can find the right-sized spaces.
- Coordinate with developers to plan for major retail anchors on the city's interstates, or the entryways into the city.
- Partner with the Jackson Industrial Development Company to identify sites that will accommodate diverse and incoming industries.
- Encourage a healthy mix of commercial retail stores, restaurants, and service uses that would benefit from proximity to the Interstate.
- Establish a new Economic Development Board to promote and market the city as a location for commercial, industrial and office projects

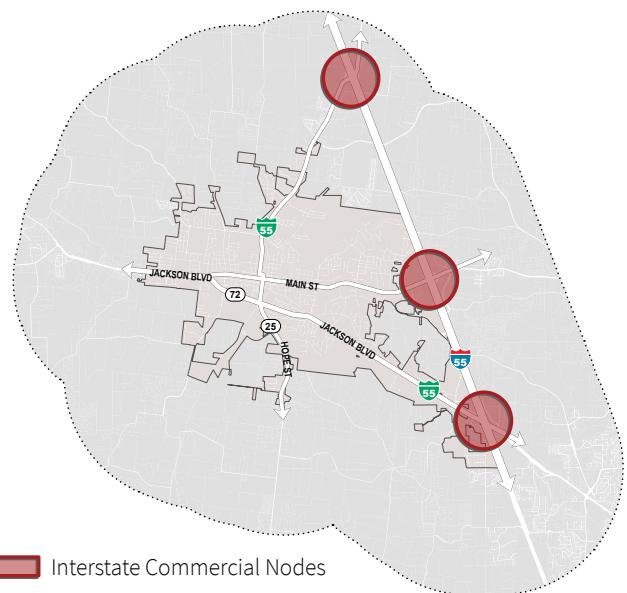


## Commercial and Industrial Character

Commercial areas are of the most visible elements in Jackson along Jackson Blvd and Main Street. The city should capitalize on its attractive image and sense of local pride.

The following policies and recommendations can ensure Jackson's commercial and industrial areas look inviting:

- Enforce codes that will maintain the appearance of commercial buildings.
- Ensure all commercial activities are organized by uses and concentrated within or near areas of similar or compatible uses.
- Initiate programs to encourage the improvement and rehabilitation of older commercial buildings and areas which are, or are becoming, functionally obsolete.
- Encourage coordinated and shared vehicle access in commercial areas wherever possible to reduce congestion on main thoroughfares, reduce curb cuts across sidewalks, encourage more efficient shared parking arrangements, and promote greater economic development.



**I-55 is a gateway to the city and a catalyst for future development. These sites are envisioned to serve as regional economic attractions.**

# COMMERCIAL AND INDUSTRIAL AREAS FRAMEWORK

Jackson supports a variety of commercial and industrial uses. The Commercial and Industrial Areas Framework establishes a vision for all portions of the community that support commerce and employment. These include efforts to enhance the I-55 commercial corridor, support the development of new employment areas, and uplift Uptown.

## Relation to Land Use Plan

The Commercial and Industrial Areas Framework builds on the commercial and industrial classifications established throughout the city in the Land Use Plan. The Commercial and Industrial Areas Framework focuses on how Jackson's commercial and industrial development can strengthen the local economy and work in Jackson.

**Capital on the elements of the area by expanding the development of shops, boutiques, and local restaurants.**

## Uptown Commercial

Uptown provides a unique opportunity for commercial development with its existing character and location. The Plan aims to capitalize on the elements of the area by expanding on the development of specific retail uses such as shops, boutiques, and local restaurants. Streetscape improvements including curb extensions, pedestrian crosswalks, wayfinding, and stormwater management will complement commercial development and encourage a walkable environment, enhancing Uptown as a destination point.

## Screening and Buffering

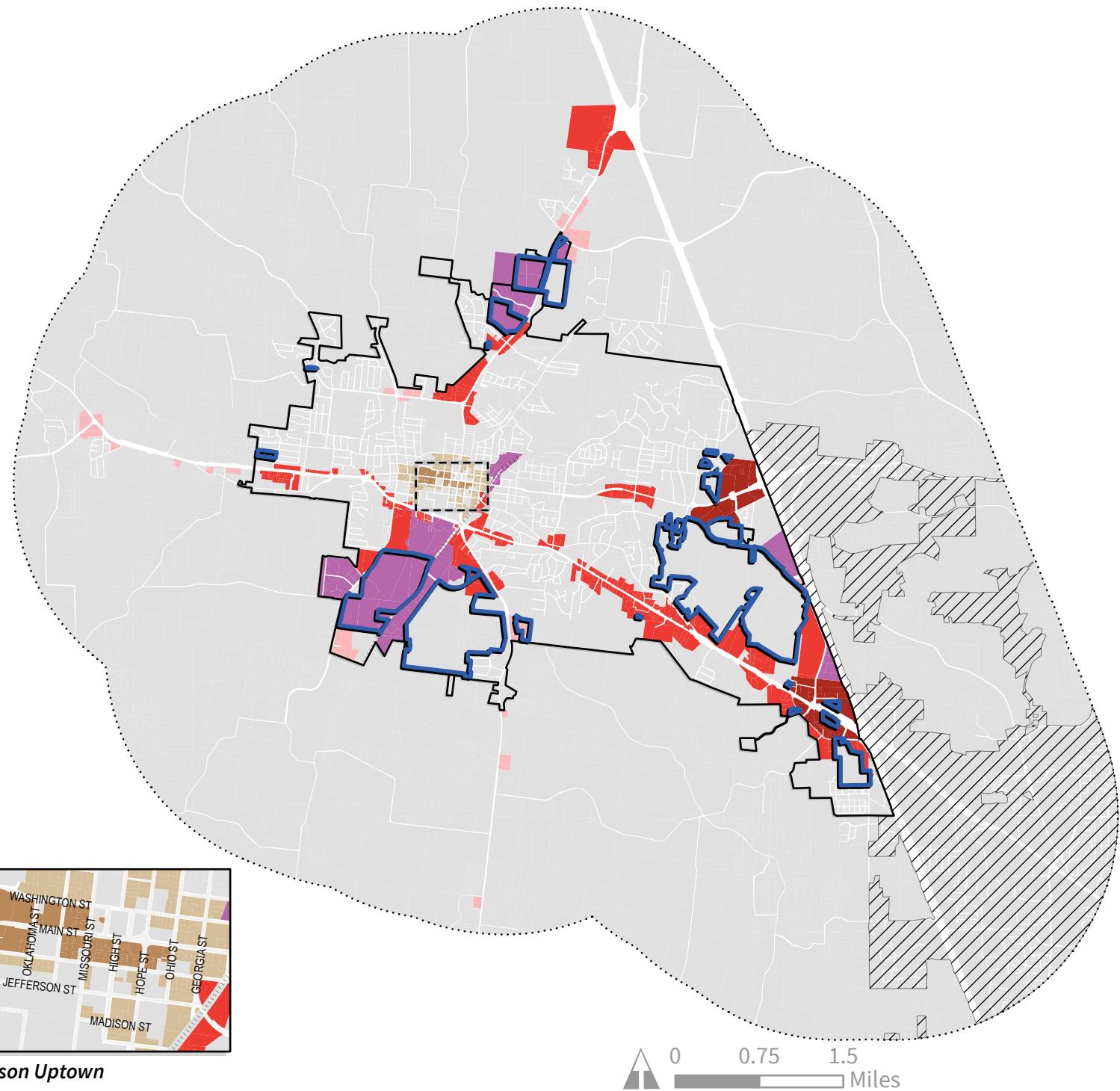
Buffers are utilized to serve as a screen from industrial or undesirable land uses such as parking lots and loading zones, especially when located adjacent to residential areas. Screening allows for the incorporation of attractive landscape or native vegetation to minimize the negative impacts associated with industrialized or automotive sectors including noise, light, or air pollution.

## Industrial Park Expansion

Currently, the city has minimal space for industrial development which may require the annexation of properties to facilitate the intended industrial park expansion. Industrial destinations are incorporated to serve both heavy and light industrialized work such as manufacturing, warehousing, and the distribution of goods and materials. This expansion will continue to be in proximity to major corridors with appropriate screening and distance from residential areas.

## Commercial and Industrial Categories

- Uptown
- Uptown Fringe
- Neighborhood Commercial
- General Commercial
- Regional Center
- Industrial
- Priority Annexation Areas



## Context

- City of Jackson Boundary
- 2 Mile Growth Area Buffer
- Adjacent Municipality
- Railroad
- Non-Employment Areas

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# 07

## Transportation and Circulation Framework

*A well-integrated network of quality transportation options for driving, biking, and walking is integral to the quality of life for residents and economic competitiveness for businesses.*

*The Transportation and Circulation Framework recognizes the important work done in the Jackson Citywide Transportation Plan (2018) and carries forward many of its recommendations.*

*This section focuses on improvements to Jackson's transportation system that can reduce inefficiencies and areas of congestion, provide missing linkages in the roadway network, increase the ease of walking and biking, and strengthen economic competitiveness through major arterial and highway access.*

**Goal:** *Provide a seamless, efficient transportation system that offers connectivity, supports mobility for people using all modes (walking, biking, transit, and driving), and enhances the character of the city.*

### Key Recommendations

- Continue to build out planned streets from newly developed residential areas and connect planned streets with major arterials so that residents can efficiently commute out of their neighborhoods.
- Connect multimodal trails to major roads so that pedestrians and bicyclists safely get to destinations without relying on a car.
- Determine areas where sidewalks are lacking and fill in sidewalk gaps, while ensuring they are ADA-compliant and buffered from the vehicle right-of-way.
- Strategically prioritize streets where sidewalks should be constructed on both sides to promote pedestrian circulation.
- Strengthen pedestrian safety and comfortability by developing street lighting at a pedestrian scale and landscaping, particularly on sidewalks adjacent to Jackson's schools.
- Establish wayfinding signage to direct motorists to key areas, such as Uptown, Jackson City Park, and others.
- Work with Cape Girardeau County Transit Authority to promote public transportation throughout the city.

# STREET SYSTEM

Jackson's roadway network is the primary transportation infrastructure carrying travelers throughout the community. All streets within Jackson are classified according to a hierarchical system based on elements such as the number of travel lanes, traffic volumes, level of access, and mobility. All streets were categorized in the *2018 Major Streets Plan* to determine the flow and demand on Jackson's current street system and designate potential routes for future connections.

## Jurisdiction

Certain roadways within Jackson and its planning area fall under the jurisdiction of the city or the Missouri Department of Transportation (MoDOT). Infrastructure projects involving these roads require close coordination among agencies. MoDOT controls the city's principal arterial roads and collectors, US34/72 (Jackson Blvd), US 61, US 61 (High Street), SR 25 (S Hope Street), SR D (Independence Street), SR PP (S Farmington Road). The city's design and management influence on these roadways is limited by the policies, requirements, regulations, and recommendations established by the State. The city owns and maintains all other roadways within city limits.

## Functional Classification

The city uses the following functional classification: Interstate, Arterial, Collector, and Local. Lower order streets function primarily provide access to individual lots, and higher-order streets function primarily to quickly and efficiently move people and goods.

### Interstate 55

Paralleling the Mississippi River and U.S. 61, Interstate 55 connects Jackson between St. Louis and Memphis. I-55 is anticipated to reach full capacity by 2045 and any improvements should be prioritized based on traffic management. It is recommended the city works closely with MoDOT to alleviate anticipated congestion and access to Jackson.

Interstates accommodate large volumes of traffic and provide limited access to adjacent land, including limited traffic controls. Travel is intended to be at higher speeds over longer distances.

## Arterials

The primary function of an arterial road is to deliver traffic from collector roads to freeways, and between urban centers at the highest volume possible.

## Collectors

A collector road is a low-to-moderate capacity road which moves traffic from local streets to arterial roads.

## Local

Local roads have the lowest speed limit and carry low volumes of traffic.

## Functional Classifications

- Interstate
- Principal Arterial
- Minor Arterial
- Major Collector

## Context

- City of Jackson Boundary
- Railroad



# CITY-WIDE POLICIES AND RECOMMENDATIONS

## Roadway Conditions

The city maintains approximately 150 miles of streets. To do so, the city conducts a concrete street/sidewalk repair program, asphalt street repair program, and joint sealing program each year. Although maintenance programs are in place, the city should survey each local street to determine if the condition is beyond basic repair, fair, or in excellent condition in order to improve the city's roadway system. By doing so, the city can determine a Pavement Condition Index (PCI) and work towards roadway repair and replacement projects.

## Safe Routes and Complete Streets

Complete Streets are designed and operated to be safe for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to safely move along and across a complete street. Complete Streets often ease congestion while supporting economic growth, improving safety, encouraging walking and biking, improving air quality, and enhancing mobility for children and elderly. Most of Jackson's roadways are specifically designed to move motor vehicles, but do not provide adequate bicycle, pedestrian, or transit infrastructure. By supporting a Complete Streets approach to roadway infrastructure, the city will promote the development of a truly multi-modal transportation network where residents have the choice of safely walking or biking to local destinations, taking transit, or traveling in a car.

## Parking

Adequate parking is critical to the health of Uptown and various other commercial areas found throughout the city. However, ensuring adequate parking facilities should not negatively impact the walking experience of the city's inviting Uptown and special care should be taken to preserve a comfortable walking environment. On-street parking should be reviewed on major or minor arterials, with the only exception being Main Street.

Outside of Uptown, commercial areas generally provide surface parking at the front, side, or rear of buildings. Many of the lots do not feature perimeter and internal landscaping, which reduces the aesthetic appeal of the business and can negatively impact stormwater runoff.

## Trails

Jackson has a reasonably well-developed trail system in the western part of the city that serves a number of schools and parks, as well as the city's community center. However, the eastern and southern portions of the city are currently underserved by the trail system. The Southeast Metropolitan Planning Organization's (SEMPO's) *2018 Regional Bicycle and Pedestrian Plan* proposed five new trails for the City of Jackson to ensure the majority of residents and workers will be within 1/4 mile of a trail, making on-street facilities less necessary. As development progresses and trail usage increases, the city should collaborate with SEMPO to establish secondary trails, creating a comprehensive city-wide trail network. This expansion not only enhances recreational and transportation options for residents and visitors but also creates unique destination points, further enriching the city's appeal.

The following trails are proposed in Jackson:

**High Priority:**

- Hubble Creek Trail
- North Jackson - Cape Trail

**Medium Priority:**

- South Jackson - Cape Trail
- East Jackson Loop Trail

**Low Priority:**

- Football Park Trail

## Bike and Pedestrian Network

Active transportation focuses on using biking and walking to reach a destination. Active transportation provides health benefits for the individual as well as environmental benefits for the whole community. This section identifies the components of the city's existing system and provides recommendations for improving the sidewalk network, expanding the trail and bike route systems, and enhance pedestrian safety. The city should consider preparing a dedicated bike and pedestrian master plan to fully assess the street system for additional active transportation facilities (reference SEMPO Plan as guidance).

## Sidewalks

The existing sidewalk network is fragmented, with several areas containing only one or two parcels on a block with sidewalks; these sidewalks are often less than five feet in width. According to the *Jackson Citywide Transportation Plan (2018)*, new roadways should include sidewalks with a minimum width of four feet. New sidewalks along arterial roadways should have an eight-foot multi-use path on at least one side. New sidewalks are needed in both residential and commercial areas in the city. To enhance pedestrian connectivity, the City of Jackson should prioritize the development and improvement of sidewalks, particularly in areas beyond Uptown and near schools. By filling in the existing gaps, Jackson can influence a well-connected, walkable community that improves the health and well-being of all residents.



## Pedestrian Crossings

The safe and easy crossing of streets is integral to fostering a pedestrian-oriented environment. Of the 114 crosswalks in Jackson, only five have push button signals, creating a risk for individuals crossing busy roads. Common tools to encourage safe crossing include countdown timers, signage, striping, and bump-outs. The type and intensity of tools used should vary based on the functional classification of the intersecting roadways, surrounding land uses, and type of pedestrian route.

The city should improve crosswalks and use traffic calming best practices to promote safe and efficient streets city-wide starting with the most prominent traffic crossings on its primary corridors. Specifically, the city should increase safety by improving the existing crossing for both sidewalks and trail networks, including:

- US 61 and E Deerwood Drive
- Along W Independence St at North Farmington Rd and Broadridge Drive
- Uptown crosswalks

## ADA Planning

In 2021, the Southeast Metropolitan Planning Organization (SEMPO) completed an ADA Transition Framework Plan that assessed infrastructure, such as sidewalks and traffic signals. Of the 2,256 features that were surveyed in Jackson, 2,233 had non-compliant feature points. Features such as sidewalks, entrances, grade breaks, curb ramps, and crosswalks had the most non-compliant data points. The city should work closely with SEMPO to accurately identify non-compliant infrastructure and make improvements accordingly.

While the sidewalk network should be improved throughout the city, the following specific areas and streets should be prioritized:

- The residential neighborhoods along N West Ln near West Lane Elementary and Jackson Junior High School. New sidewalks will improve safe routes to schools for the northwest side of the city.
- The residential neighborhoods along Route D, near Jackson Middle School, should improve pedestrian connectivity by adding sidewalks along residential properties to provide safe routes to and from school.
- W Main Street & Farmington Road: Sidewalks are provided on the east approach but not the other three, there are no crosswalks, and the intersection is not ADA compliant.

## Safe Routes to School (SRTS)

Initiatives should be put in place to encourage students to walk to school, ride the bus, or carpool. Sidewalks should be constructed between the schools and the surrounding neighborhoods on both sides of the road to allow and encourage children to walk safely to school. The city should work with the local schools to prepare a Safe Routes to School (SRTS) plan, which may suggest non-motorized ways to have children commute to school, such as a Walking School Bus.

## Schools with Safe Routes

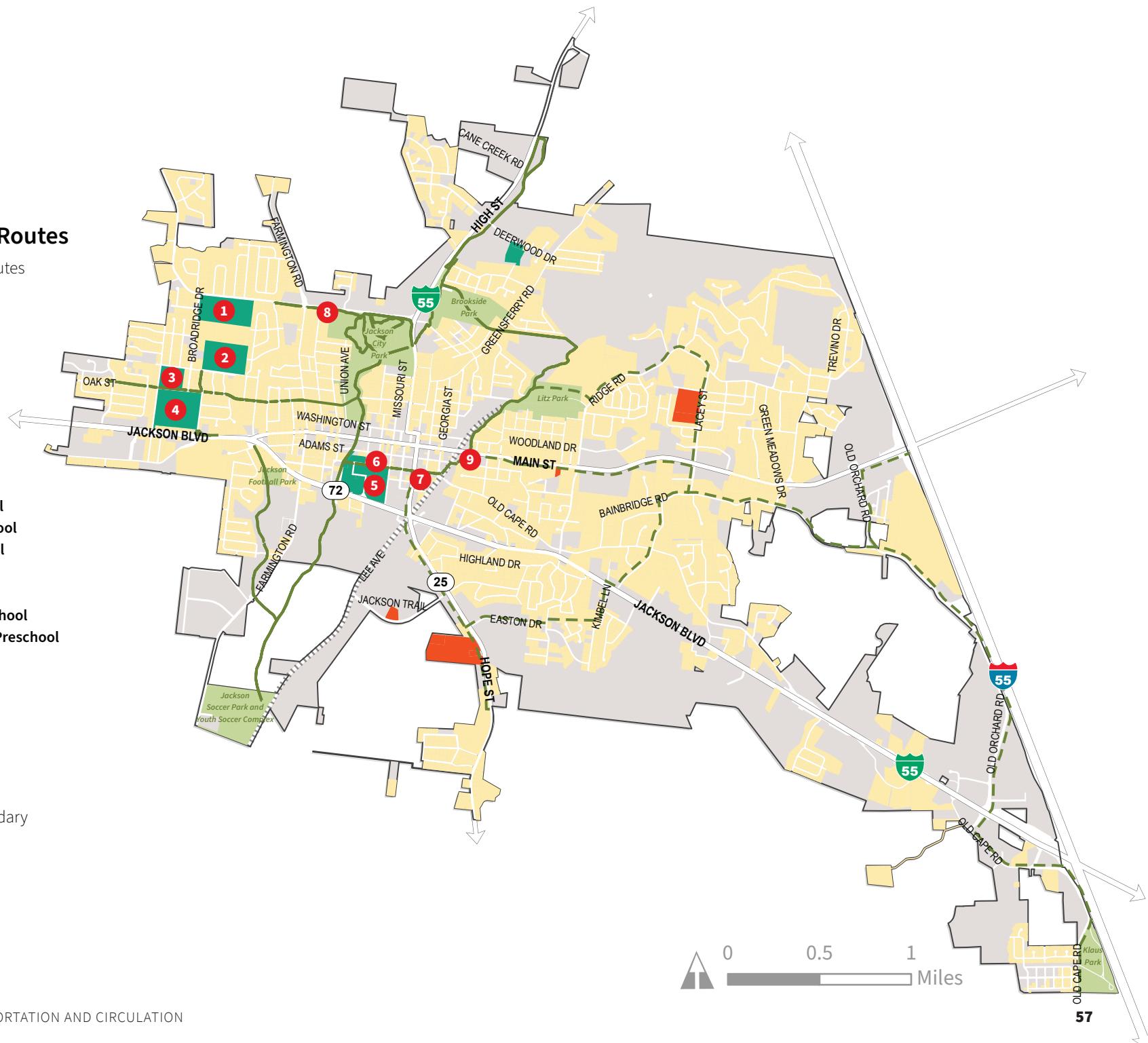
Schools with Safe Routes

Schools without Safe Routes

City Trails

Proposed Trails

1. Jackson Middle School
2. Orchard Elementary School
3. West Lane Elementary School
4. Jackson Junior High School
5. Jackson High School
6. St Paul Lutheran School
7. Immaculate Conception School
8. Southeast Little Learners Preschool
9. Jackson School District



## Context

City of Jackson Boundary

Railroad

Parks

Residential Parcels

0 0.5 1 Miles



# 08

## Community Facilities and Infrastructure Framework

*Community facilities and infrastructure provide Jackson's residents and businesses with services and resources that contribute to the city's high quality of life. The Community Facilities and Infrastructure Framework presents general policies and guidelines to help ensure Jackson remains well-served by high quality facilities and services. However, it is not intended to supersede goals and policies of other agencies, or act as a substitute for more detailed planning that should be undertaken by the city and other providers.*

**Goal 1:** *Support the delivery of high-quality community facilities, infrastructure, and services, ensuring a high-quality of life.*

**Goal 2:** *Support a system of parks, open space, and quality public places that accommodate a range of recreational activities, enhance the quality of life, maintain the integrity of Jackson's natural resources, and meet the needs of the city's population.*

### Key Recommendations

- Ensure public infrastructure, such as streets and utilities, are regularly monitored and updated when repairs are needed so that individuals living, driving, or working in Jackson can do so comfortably.
- Use the Comprehensive Plan as a guide when the Capital Improvement Plan (CIP) is prepared for improvements, expansion, and maintenance of critical facilities and infrastructure.
- Consider the use of alternative fuel, electric city vehicles, and electric vehicle charging stations in parking lots and public places to provide low emissions energy usage.
- 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.
- Ensure all city departments are staffed and are able to deliver high-quality facilities to Jackson residents.
- Ensure Jackson continues to benefit from an adequate level of fire protection through Jackson Fire Rescue.
- Ensure Jackson continues to benefit from a high level of public safety and police protection throughout the city.
- Invest in existing green spaces and provide recreational activities and programs close to residential neighborhoods so that residents and visitors of all ages can easily access parks, open space, and recreational facilities, as guided by the city's Parks Master Plan.
- Consider a unique plaza or public space in Uptown so people of all ages and abilities can meet and gather in a public setting.
- Connect parks and recreation areas with trails on existing rights-of-way and through neighborhoods where possible to create a more connected park system.



## COMMUNITY FACILITIES

Community facilities and service providers are well regarded in Jackson. Going forward, the city will maintain its status as being open for development, forward-thinking, and easy to work with. City services such as fire and police will continue to meet high standards, provide people-oriented service, and keep Jackson safe and welcoming.

Jackson R-2 School District's commitment to excellence and the educational priorities of students and parents will increasingly attract families from the region. Supporting the community's reputation for beautiful parks and schools, embracing community facilities such as the Jackson Civic Center and Jackson City Park will act as a catalyst for city culture and entertainment in Jackson.

## COMMUNITY SERVICES

The governing body of the City of Jackson consists of the Mayor and an eight-member Board of Alderman. The city's departments include administration, police, fire, parks and recreation, electric, cemetery, fleet maintenance, street, wastewater, water, engineering, building and planning, and public works. An assessment of departments and service providers conducted in support of the Comprehensive Plan concluded that safety in the city is paramount and has been maintained at an exceptional level. Additionally, the city owns and maintains several buildings and community facilities. Generally, city staff is satisfied with existing facilities with only a few specific areas in need of improvement. Other government bodies operate within the city, such as the Library District and R-2 Public School District.

### Administration

The Administration Department oversees public services and municipal business. Some of these functions include billing and collections, police, licensing, public works, building and planning, purchasing, and budget preparation.

To support the continued quality of government and administrative services within Jackson, the city should consider the following:

- Continue to monitor the condition of municipal buildings, facilities, and equipment to identify necessary upgrades, replacements, renovations, and long-term maintenance projects.
- Regularly review the capacity of municipal buildings and facilities to meet community needs and identify necessary expansions or improvement projects.
- Continue to emphasize the Uptown and Jackson Civic Center as a community focal point for activities and events to cultivate a sense of openness and community.



## Public Works

The public works department is responsible for the streets, water, and sewer services within the city. The Public Works department is located in City Hall at 101 Court St. While offering little room for growth, the current building fulfills the requirements needed by the city.

## 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 the R-2 Public School District, Immaculate Conception School, and St. Paul's Lutheran Elementary School. The two buildings currently experiencing space concerns are the middle school and high school despite both receiving expansions in 2018.

To ensure the continued quality educational institutions, the city should:

- Support the development of the R-2 district's strategic plan.

## Fire Department

The department consists of two stations staffed by trained firefighters and rescue personnel. Station 1 is along South High Street, while Station 2 is on Old Orchard Road. Both facilities are adequate for current needs, but minor repairs, long-term upgrades, and the ability to expand should be considered.

In order to accommodate growth and a full coverage of services, it is recommended the city continues to update their current facilities. By keeping up-to-date on facility needs, the Fire Department can maintain its high ISO rating of 3 and support residential growth in the north.

The city should work with the Fire Department, the County, and Cape County Private Ambulance Service to ensure that as the city grows, so do the existing fleet ambulance services to maintain appropriate response times. There are many opportunities for a larger public/private partnership in providing ambulance services for Jackson that should continue to be explored. The entities should work together to locate a base for ambulance service within the city to improve service, either in a stand-alone facility or within a shared facility such as a Fire Station.

## Police Department

The Police Department responds to emergencies, criminal activities, and specific citizen concerns in the city to provide protection and public safety services for residents. In 2020, the Police Department relocated to a new 18,000 square foot facility to accommodate the needs of the growing enforcement agency. Located at 202 W. Jackson Blvd., the Department is centrally located to service the community. The city and the Police Department should continue to work with the County to provide efficiency in police protection to save tax dollars.

## Library

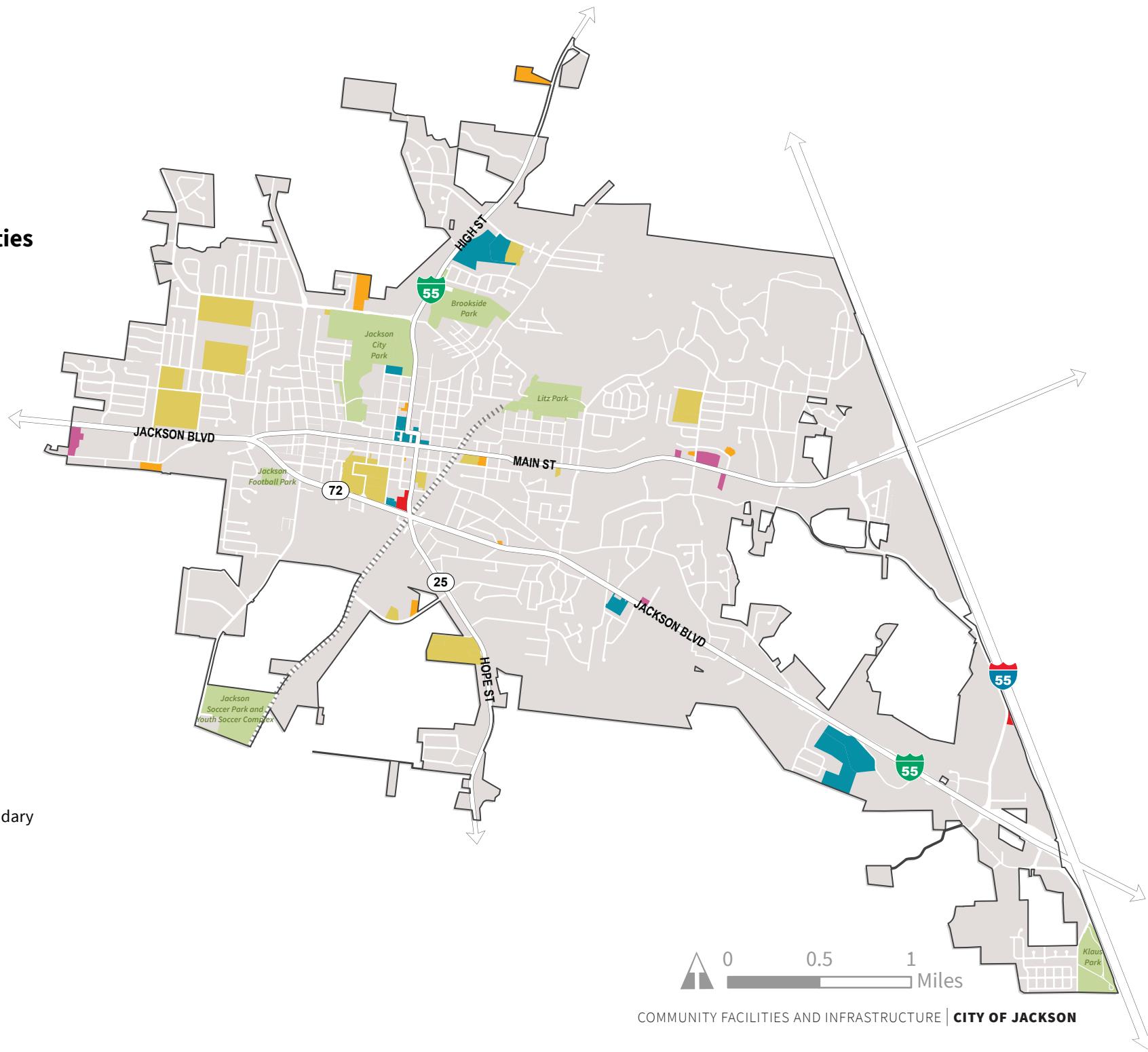
The City of Jackson is served by the Riverside Regional Library. The Riverside Regional Library moved to its location at 1997 East Jackson Boulevard in 2009. The Jackson Public Library closed 2013 and transferred their holdings to Riverside as it now serves as the only library in the city.

The city should continue to work with the Library, ensuring it remains a strong community asset. Examples include:

- Work with the Library to coordinate services, provide valuable community meeting spaces, and improve accessibility to residents throughout the city.

## Community Facilities

- Community Service
- School
- Fire Department
- Government
- Medical Facility



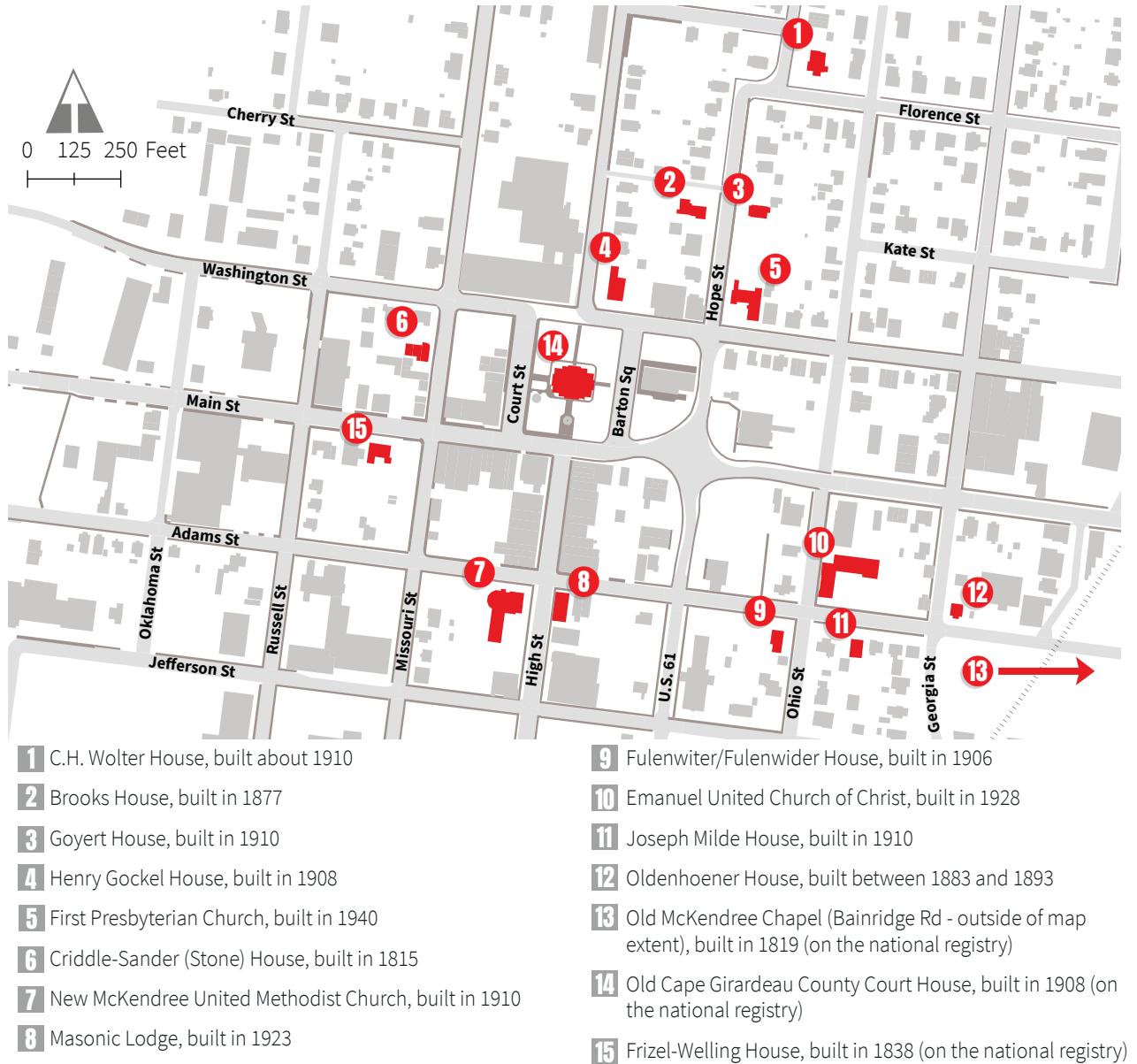
## Historic Preservation

The city recently completed its Historic Architectural Survey of Uptown. Of the 126 properties surveyed, 12 individual structures could potentially be added to the Register of Historical Places if the property owners wished to take proactive steps.

The city should consider implementing a historic preservation plan to protect historic resources and the character of Jackson. Preservation planning clarifies goals, guides growth, educates the public about the community's history and heritage, and establishes a framework for preservation efforts and progress measurement. Additionally, preservation plans stimulate economic development and strengthen political support for historic preservation policies.

To uphold the history of Jackson, the city should:

- Work with historic preservation commission members, municipal departments, elected officials, and community advocates to consider a preservation plan.
- Communicate with property owners about the steps to be added to the Register of Historical Places.





## Infrastructure

### Water

The city's municipal water system serves over 7,000 individual addresses, 14 of which are outside of city limits. The source of drinking water (both tap water and bottled water) is provided by groundwater wells. Each year, the Missouri Department of Natural Resources publishes a consumer confidence Water Quality Report for Jackson's public drinking water system. As the city continues to grow, providing adequate water services to the existing city and the new areas will become increasingly important.

To ensure high-quality services are provided as Jackson expands, the city should:

- Update the 2012 Interim and Long Term Water System Facility Plan to illustrate key policies and plans for the next 10-15 years.
- Continue existing system and replace undersized water lines and water line extensions to ensure the
- Add additional wells or storage tanks to meet the needs of the public.
- Continue to update the public on any health concerns related to the public water system.

### Sewer

The City of Jackson has made significant strides to improve its sanitary sewage facilities for better operation and maintenance. In 2021, the city released its Sanitary Sewerage Facilities Standard Construction Specifications, providing clear guidelines for future projects. Additionally, in a proactive move to address infrastructure needs, citizens voted in 2022 to approve a \$10.1 million bond issue dedicated to upgrading the wastewater treatment plant. This upgrade is vital as the current plant has exceeded its lifespan, necessitating repairs and capacity expansions to maintain efficiency.

To ensure sewage facilities and services are adequate, the city should:

- Continue to enforce the Sanitary Sewerage Facilities Standard Construction Specifications to verify that contractors are meeting the set guidelines for effective wastewater infrastructure.
- Work closely with the Wastewater Management Department to maintain open communication with the public and provide regular or yearly updates on project progress and environmental improvements.
- Continue annual sewer lining program and other efforts to reduce inflow infiltration.



## Stormwater

The City of Jackson spans 11.2 square miles, approximately 7,135 acres, and boasts an extensive stormwater collection system, including detention basins, storm sewers, and open channels. In 2022, the city implemented its Stormwater Management Plan to secure a permit for stormwater discharges from Regulated Small Municipal Separate Storm Sewer Systems (MS4). Most stormwater runoff in Jackson is directed to Hubble Creek, Goose Creek, Neal Creek, and Williams Creek with smaller portions flowing to Cane Creek and Ramsey Branch before ultimately reaching the Mississippi River.

To ensure compliance with Best Management Practices (BMPs), the city should:

- Collaborate with developers to enforce the Stormwater Management Plan. The plan includes an illicit discharge detention and elimination priority area map, which could serve as a key tool for mitigating adverse environmental impacts.

## Electricity

The City of Jackson relies on purchased power from MOPEP and its local power plant for backup, which has earned recognition as an RP3 provider for its excellence in reliability, safety, workforce development, and system improvement. In 2022, the city also received a “Certificate of Excellence” for its reliable performance, placing it in the top quartile of nationwide reliability rankings based on the System Average Interruption Duration Index (SAIDI) data from the Energy Information Administration (EIA).

To continue excellent reliability, safety and system improvement, the city should:

- Support the tree trimming and vegetation management program to ensure dangerous or threatening trees are removed to reduce the possibilities of any major outages.
- Continue to perform preventative maintenance on various parts of the electric system.
- Continue to work with MPUA and MOPEP to develop clean energy or support clean energy efforts.



## Parks and Open Space

Jackson residents have expressed appreciation for the existing park system, but they also indicated a desire for more parks and improved access. The quantity of parks, total area dedicated to parkland, and proximity of parks to residents are measures of access to the park system. Generally, the city is well-served by the number of parks and the total land area dedicated to parkland.

## Supply and Distribution of Park Space

The Jackson Parks and Recreation Department provides sports leagues, special events, recreation programming, and parks for the community. The City of Jackson has 215 acres of public park land and maintains five parks: Brookside Park, City Park, Football Park, Litz Park, and Soccer Park.

The *Jackson Parks Master Plan* adopted in 2014 provided long-term goals for the development of parks and green infrastructure throughout the city.

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.

## Areas of Conservation

The City of Jackson has two identified conservation areas: Rotary Lake and Litz Park Lake. The city should continue to work with the Missouri Department of Conservation to develop a comprehensive strategy to protect and invest in natural habitats. Although the city has a limited amount of area dedicated to wildlife, developing a local conservation center can provide Jackson residents with unique educational opportunities expanding on native species.

## Integrating Parks and Public Spaces into New Development

With plans to expand and grow as a community, it is important that the City of Jackson supports green space alongside new development.

## Connecting Parkland Throughout the City

To better connect residents to parkland, the city is encouraged to expand its trail networks into existing or proposed neighborhoods. By doing so, residents across the community will have easy, safe access to nearby parks and open space. Additionally, including clear signage throughout the city helps community members and visitors have a secure sense of where they are going.

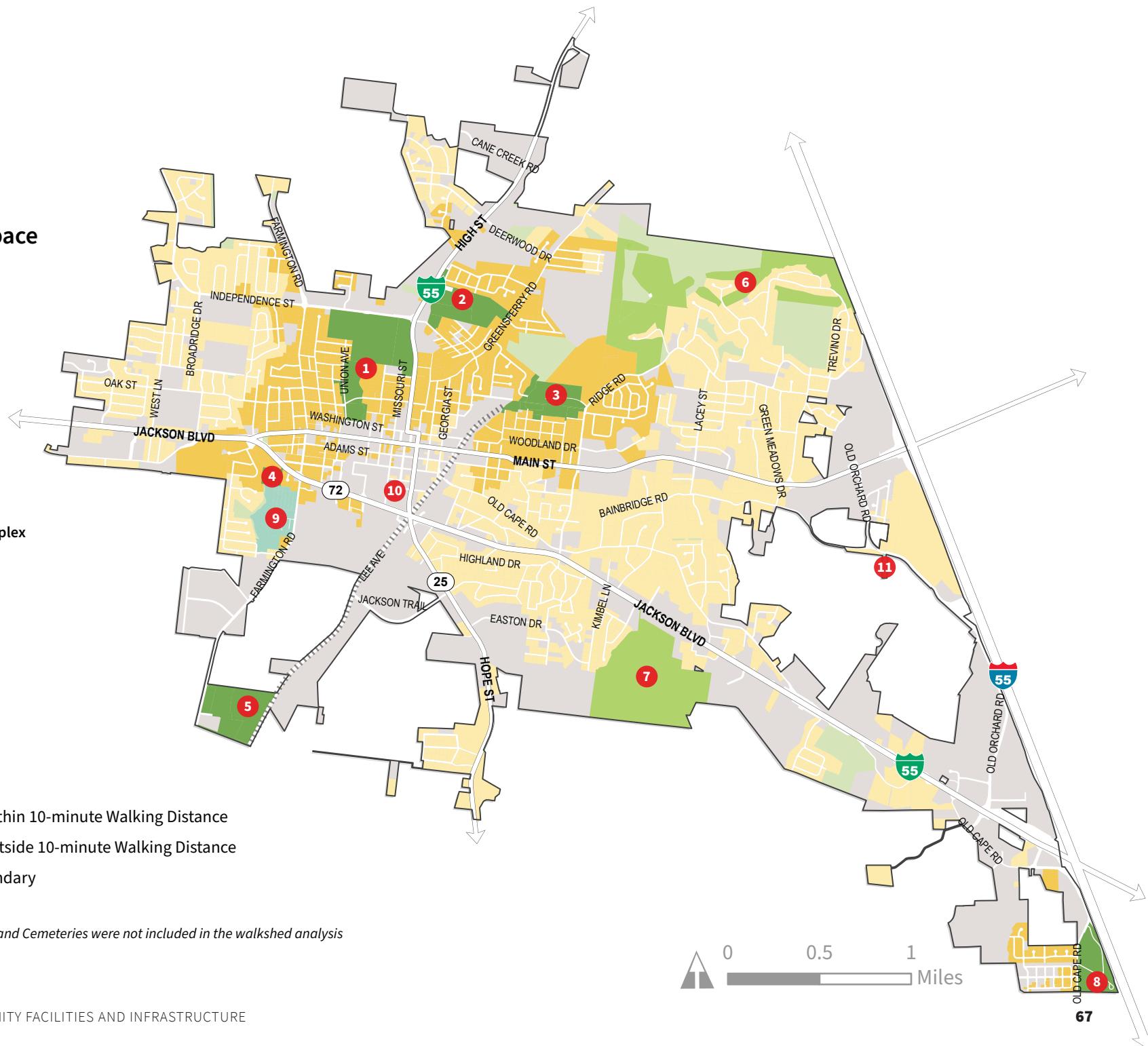
To create a comprehensive network connecting Jackson residents to community parks, the city should:

- Work with the Parks and Recreation Department to update the 2014 Parks Master Plan with existing and proposed park development.
- Assess existing gateway signage throughout the city and replace any that do not meet the current standards.
- Update park maps for public access as new trails or sites are developed so the community can easily access recreational spaces.
- Implement directional signs to park sites at high traffic intersections.

## Parks and Open Space

- Parks
- Open Space
- Golf Courses
- Cemeteries

1. Jackson City Park
2. Brookside Park
3. Litz Park
4. Jackson Football Park
5. Jackson Youth Soccer Complex
6. Bent Creek Golf Complex
7. Kimbeland Country Club
8. Klaus Park
9. Russel Heights Cemetery
10. Jackson Cemetery
11. McKendree Cemetery





High Street Station

High Street  
Station

WILDFIRE HOME  
UPSTAIRS  
UPTOWN

Promoto

# 09

## Implementation

*The Implementation chapter identifies critical next steps to assist the city in implementing the Jackson Comprehensive Plan. These steps focus on the Comprehensive Plan as a primary resource for planning efforts and policy decisions within Jackson. The Implementation chapter also establishes a foundation for implementing the goals, objectives, and recommendations identified in the Comprehensive Plan for the next 10 to 20 years.*



## ADMINISTRATION AND USE OF THE PLAN

A comprehensive plan should be used daily, functioning as the official policy guide for land use, development, and community improvement in Jackson. It should act as a “go-to” document to assist city staff, the Board of Alderman, and other boards and commissions, providing direction for the review and evaluation of future projects, development proposals, and initiatives. In addition, the city should encourage service providers and partner organizations to utilize the plan when establishing goals and analyzing future development, new facilities, infrastructure extensions, and programming.

### Regularly Use the Plan

To ensure daily usage and further educate the community about the *Jackson Comprehensive Plan*, the city should:

- Make copies of the plan document available online.
- Provide assistance to the public in explaining the Plan and its relationship to public- and private-development projects and other proposals, as appropriate.
- Assist the Board of Alderman and other boards and commissions in the day-to-day administration, interpretation, and application of the Plan.
- Meet with department heads and officials to explain the purpose, importance, and benefits of the Plan.
- Provide a plan “orientation” for new staff, officials, and board members that highlights key takeaways and major goals of the *Jackson Comprehensive Plan* that are essential to local policy and initiatives.
- Maintain a list of current possible amendments, issues, or needs that may be the subject of change, addition, or deletion from the Plan to assist in its regular update.

### Form an Implementation Committee

As a first step toward implementation, the city may consider forming an implementation committee. This group would perform in an advisory role, charged with ensuring the Comprehensive Plan is implemented and continues to reflect the priorities and vision of the city. The committee would meet at specific times throughout the year to review the Plan, discuss completed projects and improvements, and identify opportunities for additional methods of implementation. The findings of these meetings would then be turned over to appropriate staff to direct implementation. Additionally, the committee should meet annually with the Planning and Zoning Commission and the Board of Alderman to formally discuss the progress made. This should include prioritized actions reflective of the Plan’s goals and objectives, as well as changing conditions that may have been unforeseen during its development. In this way, the advisory implementation committee would guarantee that action items are responsive to city finances, economic development initiatives, and implementation progress.

## Develop and Maintain Partnerships

The City of Jackson should be the primary lead for plan implementation, coordinating administrative actions and public improvement projects as identified within the *Jackson Comprehensive Plan*. The success of implementation will be reliant on developing and maintaining partnerships with the numerous stakeholders throughout Jackson, including public agencies, neighborhood groups, adjacent municipalities, the local business community, foundations, and the private sector. Given the breadth and scope of the plan, these organizations will be essential to assisting the city in reaching the established goals and vision for the future of Jackson. Per the recommendations of the Plan, the city should identify specific organizations and agencies to assist with implementation and explore opportunities for potential partnerships and collaborations. This should include open and regular communication with other governmental and service districts, such as Jackson R-2 School District, Cape Girardeau County, the Missouri Department of Transportation (MoDOT), and utility companies. Discussion should occur following the adoption of the Plan regarding what goals and recommendations are most likely to affect partner agencies. Further, the city should encourage property owners and developers to undertake improvements and new construction that conform to the directives of the Plan.

## Maintain Public Communication

The Comprehensive Plan was supported by an outreach process intended to gather public input and foster a sense of stewardship and excitement for the Plan. Through outreach events, public workshops, the project website, online surveys, interactive mapping tools, and other media, residents and stakeholders were able to get involved and stay informed of the Plan's development. This public participation throughout the process helped communicate the importance of planning and provided individuals with a clear understanding of ongoing efforts to better their community and improve overall quality of life. The outreach process should serve as a foundation for continued communication with members of the public throughout the implementation process. The city should ensure that major recommendations and the overall vision for Jackson, as defined within the Plan, are conveyed to the entire community. This should be supported by regular updates, coverage of major milestones, and additional opportunities for residents to voice their opinion. In addition, the city should maintain avenues by which residents and stakeholders can communicate with city staff and receive information about planning and development efforts. This should include methods for residents to voice questions and concerns that are then reviewed and addressed in a timely manner.

## Update Regularly

Noting the city's dedication to thoughtful planning, the Comprehensive Plan should not exist as a static document, but rather the center of a continuous planning process. Following adoption of the Plan, the community will continue to move forward, change, and evolve. As such, the Plan should be updated on a regular basis to respond to these changes, addressing shifts in community aspirations and demographic trends as well as new and unexpected issues as they arise. The city should regularly initiate a systematic review and analysis of the Plan. In general, a full review should be completed at least every two to three years, however, an annual review is the best practice. The entire Plan should undergo a formal update at least every five to ten years, or as these annual reviews prescribe. This process should coincide with preparation of the city's annual budget and CIP. A CIP will need to be created in Jackson, enabling recommendations and projects from the Plan to be considered as part of upcoming funding commitments for that fiscal year. Establishing a routine for review of the Plan will ensure the document remains relevant to the needs and desires of Jackson.

# FUNDING SOURCES AND PARTNERSHIPS

A description of potential funding sources currently available to the city and its partners for implementation is included in the pages that follow. As the following funding sources and streams are subject to change over time, it is important to continue to research and monitor grants, funding agencies, and programs to identify new opportunities as they become available.

## General Fund

The General Fund is the primary operating fund of the city and is always classified as a major fund. It is used to account for all activities except those legally or administratively required to be accounted for in other funds.

## Special Revenue Funds

Special Revenue Funds are used to account for resources derived from specific revenue streams set aside for designated purposes or functions. These funds serve as targeted mechanisms to ensure transparent and efficient financial management. For instance, the Road Use Tax Fund meticulously tracks proceeds from gasoline excise taxes and special levies for street improvement initiatives. Similarly, the Storm Water Maintenance Fund facilitates the receipt of storm water credits, specifically tied to certain new construction projects, with funds exclusively for the maintenance of storm water facilities.

## Capital Projects Funds

Capital Projects Funds are used to account for resources restricted for the acquisition or construction of specific capital projects or items. 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.

## Community Development Block Grant (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 percent of the funds must be used for activities that benefit low-and moderate-income persons.

## Missouri Housing Development Commission

The Missouri Housing Development Commission (MHDC) was created in 1969 by the General Assembly and is an instrumentality of the state of Missouri, which constitutes a body corporate and politic. MHDC administers, and provides financing for the rehabilitation and construction of affordable housing. The Commission also provides funding for home loans to qualified, first-time buyers through a network of certified, private mortgage lenders. Mortgage financing is facilitated through the sale of mortgage-backed securities and through the sale of tax-exempt bonds that the Commission is authorized to issue.

The Commission administers the federal and Missouri Low-Income Housing Tax Credit (LIHTC) programs, the Affordable Housing Assistance Program Tax Credit (AHAP), federal HOME funds, National Housing Trust Funds, Missouri Housing Trust Funds, Emergency Solutions Grant Funds and the direct funding of several housing assistance and COVID-19 response programs. The Commission also provides advisory, consultative, training and educational services to non-profit housing organizations. The Commission includes the Governor, Lieutenant Governor, State Treasurer, Attorney General and six persons appointed by the Governor with the advice and consent of the Senate.

## **Façade & Site Improvements Programs**

Façade 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.

## **Enterprise Fund**

Enterprise Funds are used to account for business-type activities provided to the general public. These activities are financed primarily by user charges, and the measurement of financial activity focuses on net income measurement similar to the private sector. Within this context, several key Enterprise Funds are instrumental in managing essential services. The Electric System Fund, Waterworks and Sewerage System Fund, Wastewater System Fund, and the Landfill/Solid Waste Fund collectively support critical infrastructure and public utilities.

## **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.

## **Industrial Development Bonds**

Industrial Development Bonds, also known as Chapter 100 bonds, provide eligible existing companies with competitive financing options for property, plant, and equipment expenses. Under Chapter 100 of Missouri Revised Statutes, cities and counties are authorized to issue Chapter 100 bonds to benefit private companies. Because Chapter 100 bonds do not obligate cities or counties to make payment except from project income, the bonds must be underwritten on the financial strength of the company or guaranteed by the Missouri Department of Economic Development or the Missouri Development Finance Board (MDFB). The primary goal of this financing is to enable manufacturers to purchase land, buildings, and equipment to expand their operations.

## Tax Increment Financing (TIF)

Chapter 99 of Missouri Revised Statutes provides for a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas with the city. Areas eligible for Local TIF must contain property classified as a “Blighted”, “Conservation” or an “Economic Development” area, or any 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, stormwater, and other site related issues.

## Sales Tax

A sales tax rebate is a tool typically used by municipalities to incentivize businesses to locate to a site or area while making cost-effective physical improvements. For developments that require public infrastructure extensions, the city can negotiate a sales tax rebate agreement, by which the developer agrees to pay for the cost of improvements. The city will then reimburse the developer over a specified period utilizing the incremental sales taxes generated by the improvement(s). Sales tax rebates have proven effective in attracting new businesses and encouraging redevelopment and renovation.

## Payment in Lieu of Taxes (PILOT)

PILOT is a tool like tax abatements and may be used in coordination with abatements. A municipality can use PILOT to reduce the property tax burden of a desired business for a pre-determined period. In this instance, the city and property owners will agree to the annual payment of a set fee in place of property taxes. Payments are generally made in the form of a fixed sum, but they may also be paid as a percentage of the income generated by a property. The negotiated payment in lieu of property taxes shall not be less than 35 percent of the property taxes that would have been paid if the property were on the tax rolls.

In addition, PILOT can be a means of reducing the fiscal impact on a municipality of a nonprofit, institutional use, or other non-taxpaying entity. While such uses can be desirable as activity generators, they can also negatively impact municipal services because they do not pay taxes. Provisions can be made to offset that negative impact by allowing the city to be compensated for at least a portion of the revenue that would otherwise be collected in the form of property tax.

## 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.)

## Safe Routes to School Grants

The Missouri Safe Routes to School Coalition consists of more than 100 organizations, agencies, and individuals across Missouri who are working together to get more kids physically active and remove policy barriers to safe walking and bicycling to school. Safe Routes funding is distributed through state Departments of Transportation, and applications are normally accepted once per year. Successful applications require close collaboration with the school district, city government, law enforcement, parents, and community groups. Most SRTS applications include both activities (promoting and encouraging safe walking and bicycling) and infrastructure (bike racks, sidewalks, crosswalks, etc.).

## Enhanced Enterprise Zone (EEZ)

An Enhanced Enterprise Zone is an area designated by a local government and certified by the state to encourage job creation in a blighted area. Zone designation is based on certain demographic criteria, the potential to create sustainable jobs in a targeted industry, and a demonstrated impact on local industry cluster development. New and expanding businesses in an EEZ are eligible for certain incentives. Most of Jackson is in an EEZ. Qualifying businesses can receive a minimum of 50 percent property tax credit on the new improvements for up to 10 years. In order to qualify, the business must fit one of the recognized NAICS codes, create at least 2 jobs, and invest at least \$100,000 in the new improvements.

## Recreational Trails Program

In Missouri, RTP grants are open to local and state governments, school districts and nonprofit organizations. Annually, Missouri receives funding ranging from \$1 million to \$1.5 million, with individual grants capped at a maximum of \$250,000 for trail projects. Applicants are required to provide a minimum 20 percent match to secure funding. The program is intended for the acquisition and development of public outdoor recreation areas and facilities.

## Land And Water Conservation Fund (LWCF) Grants

The LWCF grants are available to cities, counties and public school districts to be used for outdoor recreation projects. Oversight of the LWCF State Assistance Program is managed by the Department of Interior's National Park Service (NPS), with administration delegated to each state. In Missouri, the Department of Natural Resources (MoDNR) is responsible for program administration. The Division of State Parks (DSP) Grants Management Section (GMS) provides direct oversight, with funding capped at \$500,000 per project and a minimum 50 percent match requirement.

## MoDOT LPA Program

The Local Public Agency (LPA) Policy, developed by the Missouri Department of Transportation (MoDOT), serves as a comprehensive guide for cities and counties sponsoring projects with federal transportation funds under the current transportation bill, Moving Ahead for Progress in the 21st Century (MAP-21). The LPA Policy covers four key local programs funded by the transportation act: the Highway Bridge Program (HBP), Surface Transportation Program (STP)-Urban, Surface Transportation Program (STP)-Enhancement, and Congestion Mitigation and Air Quality (CMAQ).

## MoDOT Cost Share Program

The Cost Share Program offers financial assistance to both public and private applicants for state highway and bridge projects that address transportation needs. This program aims to build partnerships with local entities, combining efforts and resources to complete essential infrastructure projects. The Missouri Department of Transportation (MoDOT) distributes Cost Share funds according to the funding distribution formula approved by the Missouri Highways and Transportation Commission (MHTC). Project selection is carried out by the Cost Share Committee, which includes the Deputy Director/Chief Engineer, Chief Financial Officer, Assistant Chief Engineer, and two members appointed by the Director. The selected projects are then recommended for approval by the MHTC through an amendment to the Statewide Transportation Improvement Program (STIP).

## State Revolving Fund Loans

A State Revolving Fund (SRF) is a loan program funded by federal grants, state appropriations, and dedicated revenues. Missouri currently operates two SRF programs: the Clean Water State Revolving Fund and the Drinking Water State Revolving Fund. These programs offer low-cost financing for a variety of drinking water and wastewater infrastructure projects. Since their inception, Missouri's SRF programs have distributed over \$3.8 billion in grants and loans to hundreds of communities, including more than \$175 million in grants, resulting in over \$1.4 billion in interest savings for borrowers.

## Historic Preservation Commission Tax Credits (Federal and State)

The State of Missouri offers a tax credit of 25% of total qualified rehabilitation expenditures (QREs) for eligible properties, which can be carried back up to 3 years and forward up to 10 years. This credit can be applied to Chapter 143 – Income Tax, excluding withholding tax. Additionally, the Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings, creating jobs and driving community revitalization. Since 1976, this program has leveraged \$131.73 billion in private investment to preserve over 49,000 historic properties, making it one of the nation's most successful and cost-effective initiatives for historic preservation.

## Economic Development Reserve Fund

Section 79.100 of the Missouri Revised Statutes empowers the Mayor and Board of Aldermen to oversee finances and implement ordinances that promote trade and commerce in the City of Jackson. The Economic Development Reserve Fund is intended to support regional economic initiatives and ensure the city's best interests are served. The allocated \$1,000,000 is sourced from unrestricted surplus funds for the purpose of economic vitality. The Mayor is authorized to execute all necessary documents to establish and manage this fund on behalf of the City of Jackson.

# ACTION MATRIX

The Implementation Action Matrix offers a comprehensive list of all implementation strategies, policies, and recommendations contained within the Jackson Comprehensive Plan. The matrix gives city staff a tool to prioritize implementation activities and projects over the plan's life. In addition, the matrix allows the city to approve specific, actionable items on an annual basis and evaluate progress based upon completed implementation strategies. Partners are identified for each action item in the Action Matrix to provide the city with potential partners including a number of agencies, non-profits, and private entities to achieve the objectives of this Plan.

## Priority Action

Action items include capital projects, policy or regulatory amendments, and strategies that should be prioritized to lay the foundation for long-term Plan implementation. Priority Actions are represented as a dot (●) under the Priority Action column in the Implementation Matrix.

## Time Frame

Time frame indicates in approximately how many years the city should begin to undertake the action item. Descriptions of each time frame are detailed below:

- **Ongoing:** currently being implemented and should continue to be implemented over time
- **Short-term:** less than two years
- **Mid-term:** two to four years
- **Long-term:** over four years

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 4: Land Use and Development Framework (pg. 27)</b>				
<b>Annexation Strategy</b>				
4.1	Establish committees to develop a tax and annexation system.	•	S	
4.2	Implement a five to ten year plan utilizing statutory annexation if voluntary annexation cannot be achieved through tax, zoning, or other incentives.	•	S	
<b>Unincorporated Single-Family Neighborhoods and County Development</b>				
4.3	Prioritize growth where city infrastructure exists or is relatively accessible and emphasize annexing agricultural and rural residential land not yet served by County utilities.	•	S	
4.4	Utilize underdeveloped land within city limits to activate areas for infill development as the community continues to evolve.	•	S	Uptown Jackson Revitalization Organization (UJRO)
<b>Growth Strategy</b>				
4.5	Prioritize new growth within or immediately adjacent to municipal boundaries.	•	O	
4.6	Encourage residential development to occur within the Primary Growth Area due to its proximity to existing development and adjacency to existing infrastructure.		S	
4.7	Utilize the identified annexation strategy to guide opportunities for outward growth and incorporation of property.	•	S	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 5: Housing and Neighborhoods Framework (pg. 39)</b>				
<b>Housing Options</b>				
5.1	Identify suitable locations near city amenities to facilitate convenient access to new senior housing.		O	Local developers
5.2	Working with developers for 55 and older senior housing.		M	Local developers
<b>Affordable and Attainable Housing</b>				
5.3	Increase density in key areas to reduce the land cost per unit for a development.		M	
5.4	Reduce parking provisions to lower the amount (and cost) of land needed per unit.		S	
5.5	Prioritize the permitting of projects that demonstrate a mix of housing types that increases market-driven affordability.		S	
<b>Homeownership</b>				
5.6	Promote local, regional, and state-level programs that offer down payment assistance, tax breaks, or help with closing costs for first-time homebuyers, particularly those in moderate-income brackets.		O	
5.7	Audit the local permitting process to ensure it does not discourage home-building, renovation, and ultimately potential homeownership.		S	
5.8	Continue to invest in neighborhoods with lower property values to make them more attractive to potential homeowners through infrastructure improvements, beautification projects, and public safety initiatives.		O	
5.9	Promote local and regional organizations to offer educational programs and counseling services to help residents understand the homebuying process, manage finances, and maintain their homes.		O	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 5: Housing and Neighborhoods Framework (pg. 39)</b>				
Mixed-Use Residential in Uptown				
5.10	Collaborate with the Uptown Jackson Revitalization Organization to support scaled mixed-use developments that enhance residential opportunities and commercial experiences.	●	S	Uptown Jackson Revitalization Organization
5.11	Connect with local business owners to discuss needs and wants for proposed mixed-use development.		O	Local business owners, local developers
5.12	Work with developers to identify potential opportunities for implementing mixed-use projects.		O	Local developers
Neighborhood Character and Image				
5.13	Encourage attractive neighborhoods and neighborhood parks through gateway signage, landscaping, streetscaping, and general upkeep.		O	
5.14	Protect residential areas from encroachment by incompatible land uses and the adverse impacts of adjacent activities.		O	
5.15	Preserve existing housing through regular, active code enforcement, and preventative maintenance programs.		O	
Access to Amenities				
5.16	Implement a comprehensive sidewalk program within residential neighborhoods to enhance off-street mobility for residents and students to walk to points of interest such as schools, parks, and Uptown.	●	M	
5.17	Accommodate attached housing (townhomes and duplexes) in infill areas and transitional areas on the edges of single-family neighborhoods.		O	
5.18	Encourage new multi-family residential near arterial roadways such as Main or Independence Street, and close to amenities such as parks, grocery stores, restaurants, and regional retail shopping centers.		O	
5.19	Encourage new mixed residential areas throughout the city, mainly near arterial roads like Jackson Boulevard and Main Street		S	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 6: Commercial and Industrial Areas Framework (pg. 45)</b>				
Workforce Development				
6.1	Promote more commercial storefronts that vary in size and price so that business owners can find the right-sized spaces.		O	
6.2	Coordinate with developers to plan for major retail anchors on the city's interstates, or the entryways into the city.	●	O	Local developers
6.3	Partner with the Jackson Industrial Development Company to identify sites that will accommodate diverse and incoming industries.	●	O	Jackson Industrial Development Company
6.4	Encourage a healthy mix of commercial retail stores, restaurants, and service uses that would benefit from proximity to the Interstate.	●	O	SE MO REDI, Jackson Chamber of Commerce, local business owners
6.5	Establish a new Economic Development Board to promote and market the city as a location for commercial, industrial and office projects.	●	S	
6.6	Partner with Jackson Chamber of Commerce to expand the retail presence.	●	O	Jackson Chamber of Commerce
Commercial and Industrial Character				
6.7	Enforce codes that will maintain the appearance of commercial buildings.		O	
6.8	Ensure that all commercial activities are organized by uses and concentrated within or near areas of similar or compatible uses.		O	
6.9	Initiate programs to encourage the improvement and rehabilitation of older commercial buildings and areas which are, or are becoming, functionally obsolete.	●	M	
6.10	Encourage coordinated and shared vehicle access in commercial areas wherever possible to reduce congestion on main thoroughfares, reduce curb cuts across sidewalks, encourage more efficient shared parking arrangements, and promote greater economic development.		S	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 7: Transportation and Circulation Framework (pg. 51)</b>				
<b>Parking</b>				
7.1	Review on-street parking on major and minor arterials, with the only exception being Main Street.		O	
<b>Trails</b>				
7.2	Collaborate with SEMPO to establish secondary trails, creating a comprehensive city-wide trail network.		O	SEMPO
<b>Bike and Pedestrian Network</b>				
7.3	Consider the implementation of a bike and pedestrian master plan according to the SEMPO Plan.		S	SEMPO
7.4	Prioritize the development and improvement of sidewalks, particularly in areas beyond Uptown and near schools.	●	S	
7.5	Improve crosswalks and use traffic calming best practices to promote safe and efficient streets city-wide starting with the most prominent traffic crossings on its primary corridors.	●	S	
7.6	Work closely with SEMPO to accurately identify non-compliant infrastructure and make improvements accordingly.		O	SEMPO
7.7	Work with the local schools to prepare a Safe Routes to School (SRTS) plan.		O	Jackson R-2 School District, private schools

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 8: Community Facilities and Infrastructure Framework (pg. 59)</b>				
Administration				
8.1	Continue to monitor the condition of municipal buildings, facilities, and equipment to identify necessary upgrades, replacements, renovations, and long-term maintenance projects.		0	
8.2	Regularly review the capacity of municipal buildings and facilities to meet community needs and identify necessary expansions or improvement projects.		0	
8.3	Continue to emphasize the Uptown and Jackson Civic Center as a community focal point for activities and events to cultivate a sense of openness and community.		0	
Schools				
8.4	Support the development of R-2 district's strategic plan.		0	Jackson R-2 School District
Fire Department				
8.5	Work closely with Fire Department, the County, and Cape County Private Ambulance Service to ensure that fleet ambulance services maintain appropriate response times.		S	City of Jackson, Fire Department, County officials, Cape County Private Ambulance Service
Police Department				
8.6	Continue to work with the County to provide efficiency in police protection to save tax dollars.		0	Cape Girardeau County
Library				
8.7	Work with the Riverside Regional Library to coordinate services, provide valuable community meeting spaces, and improve accessibility to residents throughout the city.		0	Riverside Regional Library

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 8: Community Facilities and Infrastructure Framework (pg. 59)</b>				
Historic Preservation				
8.8	Work with historic preservation commission members, municipal departments, elected officials, and community advocates to consider a preservation plan.		O	Historic Preservation Commission
8.9	Communicate with property owners about the steps to be added to the Register of Historical Places.		M	
Water				
8.10	Update the 2012 Interim and Long Term Water System Facility Plan to illustrate key policies and plans for the next 10-15 years.	●	S	
8.11	Continue to maintain existing water system and replace undersized water lines and implement water line extensions to ensure the network is up to date.		S	
8.12	Add additional wells or a storage tank to meet the needs of the public.	●	S	
8.13	Continue to update the public on any health concerns related to the public water system.		O	
Sewer				
8.14	Continue to enforce the Sanitary Sewerage Facilities Standard Construction Specifications to verify that contractors are meeting the set guidelines for effective wastewater infrastructure.		O	
8.15	Work closely with the Wastewater Management Department to maintain open communication with the public and provide regular or yearly updates on project progress and environmental improvements.		O	
8.16	Continue annual sewer lining program and other efforts to reduce inflow infiltration.		O	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 8: Community Facilities and Infrastructure Framework (pg. 59)</b>				
Stormwater				
8.17	Collaborate with developers to enforce the <i>Stormwater Management Plan</i> .	●	S	Local developers
Electricity				
8.18	Support the tree trimming and vegetation management program to ensure dangerous or threatening trees are removed to reduce the possibilities of any major outages.		O	
8.19	Continue to perform preventative maintenance on various parts of the electric system.		O	
8.20	Continue to work with MPUA and MOPEP to develop clean energy or support clean energy efforts.		O	MPUA, MOPEP
Parks and Open Space				
8.21	Work with the Parks and Recreation Department to update the 2014 Parks Master Plan with existing and proposed park development.	●	S	
8.22	Assess existing gateway signage throughout the city and replace any that do not meet the current standards.		O	
8.23	Update park maps for public access as new trails or sites are developed so the community can easily access recreational spaces.		S	
8.24	Implement directional signs to park sites at high traffic intersections.		S	

#	Action	Key Action	Time Estimate	Potential Partners
<b>Chapter 9: Implementation (pg. 69)</b>				
Using the Plan				
9.1	Form an Implementation Committee.	•	S	
9.2	Develop and maintain local and regional partnerships.		0	
9.3	Maintain public communication.		0	
9.4	Update the plan regularly.		0	