

JACKSON  
COMPREHENSIVE PLAN



# JACKSON COMPREHENSIVE PLAN

WE ARE THE FABRIC OF JACKSON  
LAND USE / TRANSPORTATION / COMMUNITY FACILITIES

ADOPTED BY

City Council: 03/02/2004

# JACKSON COMPREHENSIVE PLAN

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# JACKSON COMPREHENSIVE PLAN

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#### GOALS AND OBJECTIVES

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# JACKSON COMPREHENSIVE PLAN

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# JACKSON COMPREHENSIVE PLAN

## WE ARE THE FABRIC OF JACKSON



EXECUTIVE SUMMARY

# EXECUTIVE SUMMARY

The Jackson Comprehensive Plan is a framework for future development decisions in Jackson. The plan is a citizen driven document that defines a community vision, analyzes existing conditions, develops a preferred direction, and sets goals and strategies to achieve this desired future.

The Jackson Comprehensive Plan is divided into six main sections. The sections are the following:

- Introduction
- Existing Conditions
- Goals and Objectives
- Land Use Plan
- Transportation Plan
- Community Facilities Plan

The Introduction addresses the planning process used, a brief historic overview, and the meaning of **FABRIC** (**F**or **A** **B**etter **R**evitalized **I**nclusive **C**ommunity). Jackson Comprehensive Plan consists of four elements; goals and objectives, land use, transportation, and communities facilities. **FABRIC** seeks to preserve the best of the “New South” and set a new direction for the City of Jackson.

The Existing Conditions section of the plan analyzes current and past trends of demographics, economics, land use patterns, transportation, and community facilities. Understanding the past trends and existing conditions is essential when planning for the future. This section is intended to answer the question of: *Where are we as a community today?*

The Goals and Objectives section lists the vision and goals developed by the community. Nine basic goals were developed based on the **FABRIC** vision statement. The goals and vision statement address where the community wants to be in the future.



*FABRIC Presentation*



*Billboard*

# EXECUTIVE SUMMARY

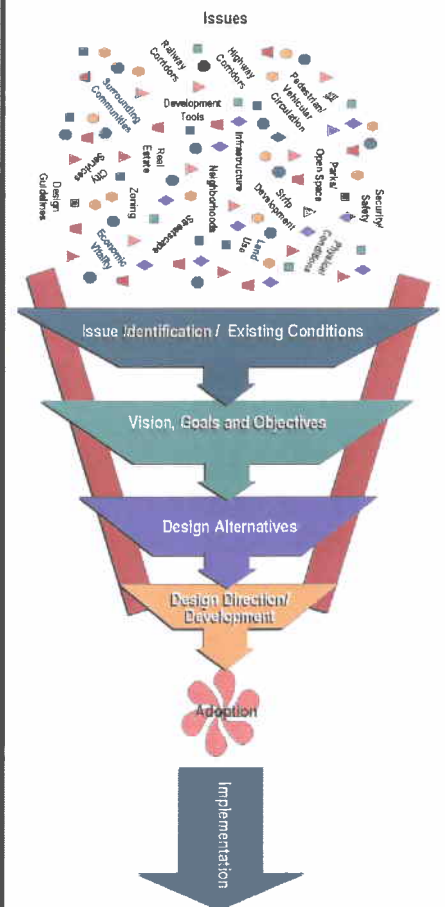
The Land Use Plan section defines the community's future development scenario. The section addresses demographic projections, development alternatives, future land use, growth and infill strategies, and strategies for implementation of the plan.

The Transportation Plan section addresses the future transportation needs for Jackson and recommends various improvements to the existing transportation system.

The Community Facilities section addresses the future public facility needs of Jackson. The Community Facilities section focuses on the areas of housing, education/cultural facilities, parks and recreation, public safety, other public buildings, infrastructure, and strategies for implementation.

## THE PROCESS

The Jackson Comprehensive Plan, **FABRIC**, was developed through an extensive community participation process. A steering committee, comprised of a wide range of community leaders, was formed to provide guidance. Additionally, public meetings were held during various stages of the planning process. Over 500 people participated throughout the two-year public process. The community input was integral to the creation and development of **FABRIC**, as the community identified issues, evaluated alternatives, and set the foundation for **FABRIC** and the plan recommendations.



*Public Process Diagram*

# EXECUTIVE SUMMARY

## THE VISION

**All citizens working together  
For A Better Revitalized Inclusive Community  
(FABRIC) so that we can create a community  
of unique richness and depth.**

From the vision stated above, nine general goals, 60 plus objectives, and 190 ideas to explore were developed as the foundation for this comprehensive plan.

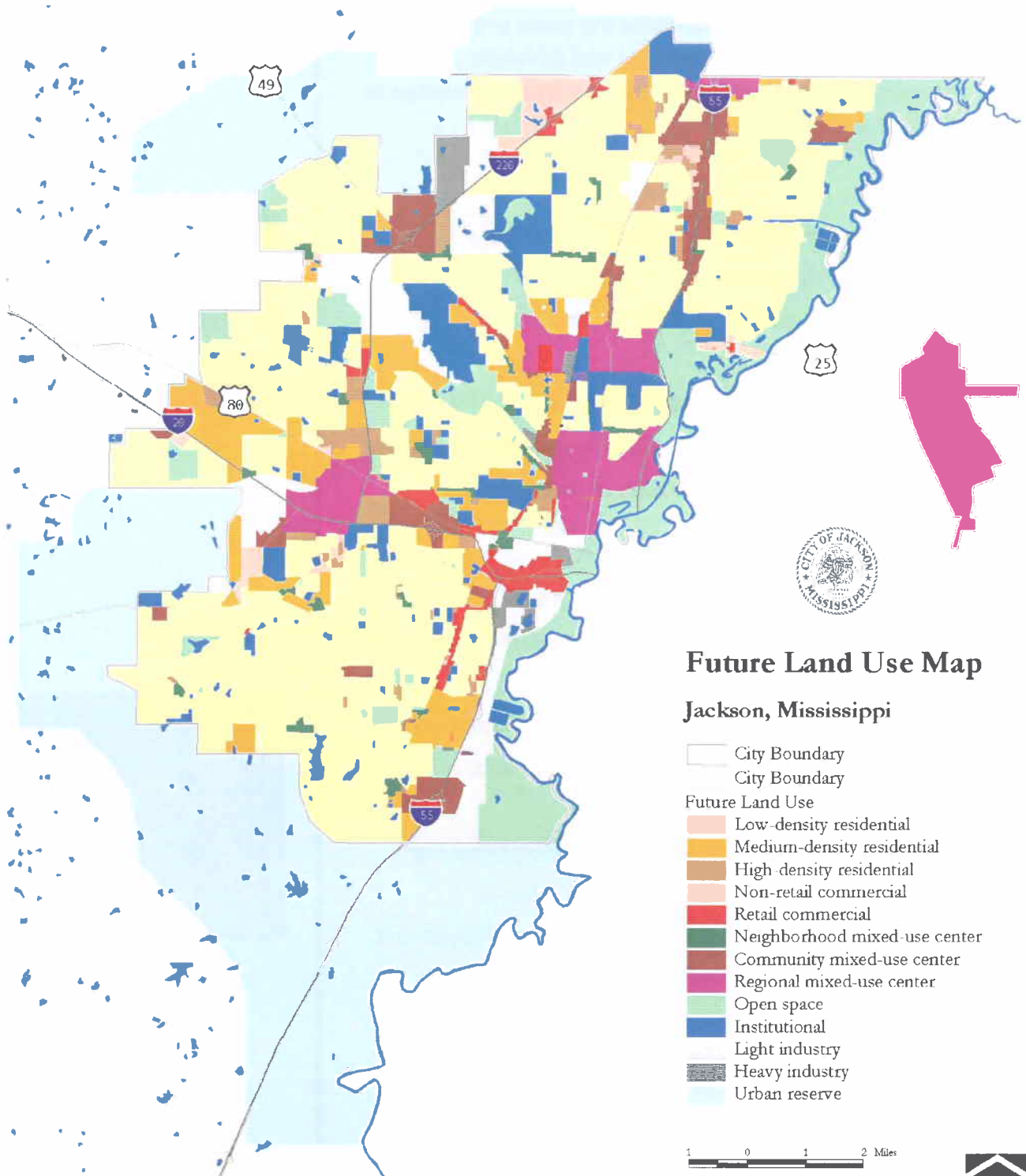
### **FABRIC Goals**

- Quality physical growth and development
- Strong neighborhoods
- Reliable, cost effective and equitable community facilities, services, and infrastructure
- Enhanced quality of life and community image
- Exceptional and diverse cultural and educational experiences
- Effective community oriented leadership and partnership
- Improved race relations
- Safe and healthy citizenry, and
- Inclusive strategic economic opportunity

In addition to these goals, the Future Land Use and Development Framework provides general guidance regarding land use and development location and quality as Jackson grows in the future.

# EXECUTIVE SUMMARY

## FUTURE LAND USE MAP



### Future Land Use Map

#### Jackson, Mississippi

- City Boundary
- City Boundary
- Future Land Use
  - Low-density residential
  - Medium-density residential
  - High-density residential
  - Non-retail commercial
  - Retail commercial
  - Neighborhood mixed-use center
  - Community mixed-use center
  - Regional mixed-use center
  - Open space
  - Institutional
  - Light industry
  - Heavy industry
  - Urban reserve

1 0 1 2 Miles

MARCH 2, 2004



# EXECUTIVE SUMMARY

## IMPLEMENTATION STRATEGIES

Abbreviated versions of key implementation strategies for **FABRIC** are listed below. These strategies reinforce the goals and objectives of the plan and form the basis for future action and development. Full versions of the strategies and accompanying matrices are located in the respective plan sections.

### Land Use Plan

- Establish economically viable development centers
- Provide commercial goods and services
- Protect and create quality neighborhoods and public environments
- Provide multiple connections between centers
- Provide community with a multi-modal transportation system
- Embrace and enhance the character of unique places

### Transportation Plan

- Adopt the Jackson, Mississippi 2022 Intermodal Plan
- Adopt transportation system improvements found in Jackson's Urbanized Area's Transportation Plan
- Develop detailed traffic count and projection information
- Promote pedestrian/bicycle-oriented improvements
- Promote the use of the multi-modal facility
- Conduct an inventory and database of existing traffic signs
- Proactively promote the Traffic Calming Ordinance
- Establish and implement a policy of improving vehicular and pedestrian safety and aesthetics in key areas
- Extend and widen selected major thoroughfares
- Change Capitol Street from one-way to two-way traffic



*Residential Development*



*Promote bicycle-oriented improvements*

# EXECUTIVE SUMMARY

## Community Facilities Plan

- Continue major upgrades to park facilities
- Construct new Park Administration Building
- Develop a Parks and Recreation master plan
- Develop shared use and joint program relationships
- Pursue the development of alternative revenue sources
- Investigate land acquisition in new growth areas
- Identify and acquire appropriate easements and rights-of-way
- Fill service area gaps in the established system
- Prepare a Pearl River Master Plan
- Start strategic acquisition/preservation program of significant natural resource areas
- Investigate the use of supplementary funding sources
- Improve safety in existing parks
- Establish design criteria for new parks
- Meet ADA requirements in existing and future parks
- Develop an Adopt-a-Park program
- Increase coordination between the Park and Recreation and departments
- Connect public open space/park area to the development of neighborhood and community centers

As you read the Jackson Comprehensive Plan, it is important to recognize that the community is preparing to proactively address the future. **FABRIC** is a clear statement of desire and direction that seeks to retain what is great about this City and build upon those things in a manner that positions Jackson to be a great place to live in the future.



*Parks & Recreation*





# SECTION ONE

## INTRODUCTION

# INTRODUCTION

## SECTION 1.1



## PLANNING PROCESS

During the summer of 1999, the Mayor of Jackson, Harvey Johnson, Jr., asked 70 citizens to serve as members of a Steering Committee and two Focus Groups to guide the development of the City's Comprehensive Plan. During a two-day retreat, in August of 1999, these groups developed a theme for the project and a methodology for public participation. As a result, **FABRIC**, an acronym **F**OR **A** **B**BETTER **R**EVITALIZED **I**NCLUSIVE **C**OMMUNITY, became the name for the comprehensive plan and "I am Jackson" became the slogan for the plan.

**FABRIC** - an acronym **F**or **A** **B**etter **R**evitalized **I**nclusive **C**ommunity, seeks to preserve the best of the "New South" and reverse the trends that have negatively impacted Jackson in recent decades. The Existing Conditions section (Section 2) of this document provides a brief overview of the past and present Jackson, with the plan elements depicting the Jackson of the future.

Over 300 people participated in ten public workshops throughout Jackson, during March and April of 2000, to identify and prioritize issues, inventory strengths and assets, and to develop the Goals and Objectives element of **FABRIC**.

The Goals and Objectives element, adopted by the City Council of Jackson in 2001, states the desires of the community through a vision statement and series of goals, objectives, and ideas to explore. With the vision of the community in hand, the second phase of the planning process focused on the Community Facilities, Land Use, and Transportation elements of the plan. These elements are based on an analysis of possible growth and development alternatives and the selection of a preferred direction for the physical development of the City of Jackson.

# INTRODUCTION

The Land Use Plan establishes the future land use and development framework for the City. This framework is the foundation for the Community Facilities and Transportation elements of **FABRIC** and articulates the desire for achieving the citizen driven vision of the Goals and Objectives element of **FABRIC**.

As these plan elements were developed, strategies and recommendations for implementation were added. Throughout the planning process the Goals and Objectives element served as the guiding vision for the community. Because **FABRIC** is a vision oriented plan, it is expected that phased implementation of the recommendations will help achieve the goals articulated by the citizens and will begin to reverse negative growth trends that have occurred in recent years.

The willingness and commitment of the citizens to participate in this planning process and the desire of the City of

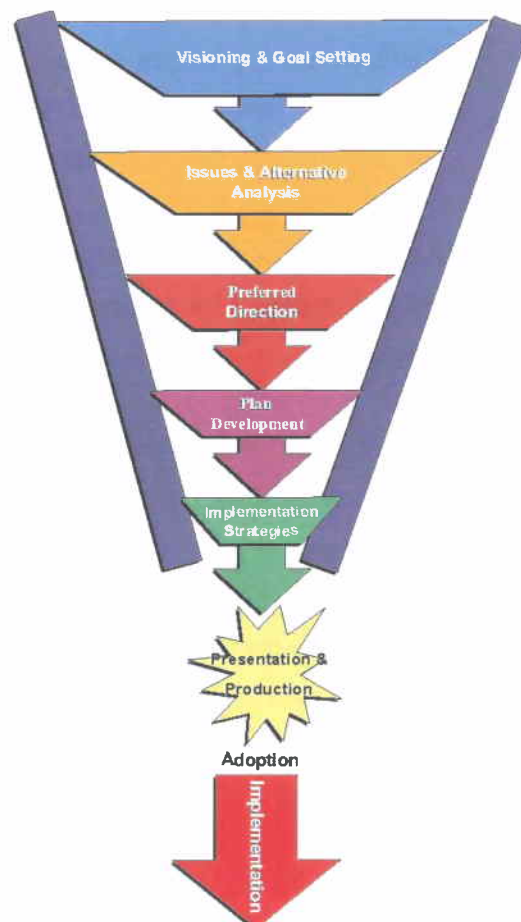


FIGURE 1-1. PLANNING PROCESS



# INTRODUCTION

## SECTION 1.2



## FABRIC

Jackson to pursue a new planning direction have set a foundation for proactively addressing the future through **FABRIC**.

Ultimately, the commitment and resolve of the community will determine whether or not the vision is achieved.

The Jackson Comprehensive Plan (**FABRIC**) consists of four elements - Goals and Objectives, Community Facilities, Land Use, and Transportation. These elements are intended to comply with the Mississippi State Statutes, Sections 17-1-1, 17-1-11 and 17-1-15, working together to depict a vision of Jackson.

The effectiveness of **FABRIC** is based on four key assumptions:

1. **FABRIC** articulates the desired vision for the community in the Goals and Objectives, Community Facilities, Land Use, and Transportation elements of the plan.
2. **FABRIC** will serve as the general decision-making plan or policy document for future growth and development of Jackson.
3. **FABRIC** will be implemented through strategic policy and regulatory actions by the City of Jackson and its citizens in the future.
4. **FABRIC** will be monitored and amended as goals are accomplished and conditions change.

## HISTORIC OVERVIEW

## SECTION 1.3

The **FABRIC** of every community is influenced by the foundation of its history, the outcomes of today's actions, and the desire for accomplishing the vision of its future.

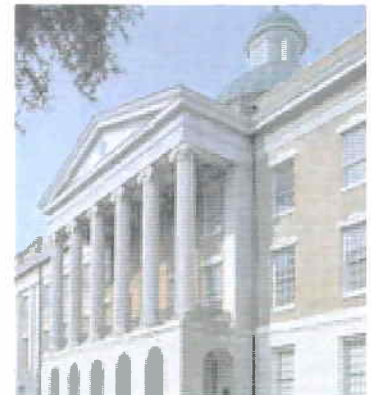
The area in and around present day Jackson was originally inhabited by Native Americans of the Choctaw and Chickasaw tribes prior to European settlement. By the mid to late 18th century European traders and trappers began to arrive. During the early 1790's French-Canadian trapper, Louis Le Fleur, built a trading post near the present city center, Le Fleur's Bluff.

By 1817, the Mississippi Territory became the 20th state in the Union. Soon after, the Mississippi State Legislature wanted the seat of government to be located in a central part of the state and a site near Le Fleur's Bluff was chosen for the capitol. Named Jackson, in honor of then Major Andrew Jackson, the city was founded in 1822 and the layout for Jackson was inspired by Thomas Jefferson and created by Peter Vandorn.

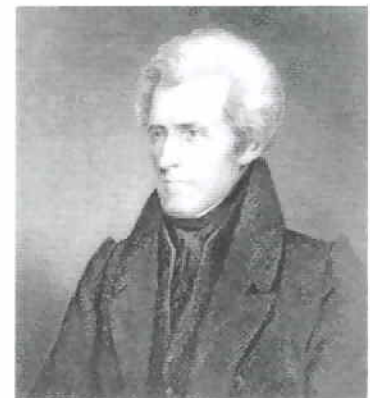
Jackson was a small community through the 1800's. However, as the state capital, Jackson experienced turbulent times during the Civil War. The Union Army burned the capital three separate times. By the end of the war only brick chimneys remained standing, giving rise to the nickname "Chimneyville".

By the early 1900s Jackson had a population of 8,000. With the discovery of natural gas in the 1930s population growth began to accelerate. By 1980, Jackson's population peaked at 202,895, with a metropolitan area population of over 350,000.

The desire now is to move forward as the "Best of the New South" — Retaining what is good and desirable, and working for positive change toward the achievement of a common vision.



*Old Capitol: State Capitol Building until 1903*  
*SOURCE: MS. Department of Archives & History*



*Andrew Jackson - City Namesake & 7th U.S. President*  
*SOURCE: U.S. Library of Congress*

# INTRODUCTION

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This is not the first time that the City of Jackson has found itself at a “crossroads”. In the past Jackson has been at the crossroads of cultures and conflicts, and has responded with resiliency. As the capital of Mississippi Jackson is looked to as the leader that represents the future. Jackson can not sit back and wait for a path to emerge from conflict at this “cross roads”.

Today, Jackson a community of great pride and rich history is choosing a path and taking a direction based on the vision of its citizens. Mississippi’s largest city is a regional center for education, employment, entertainment, culture and government is writing a new chapter in its history. A chapter that reflects an understanding of the state of the City and fosters the creation of a visionary path for tomorrow.

# SECTION TWO

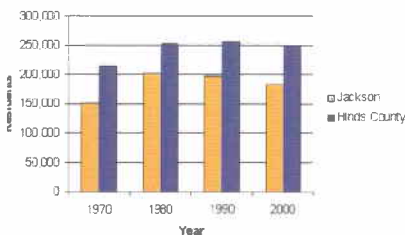
## EXISTING CONDITIONS

# EXISTING CONDITIONS

## SECTION 2.0

The Existing Conditions Section summarizes the basic physical, social, and economic conditions of Jackson. Essentially, this summary section answers the question of “where are we today?”. The goals and objectives of **FABRIC** were formulated on the desire to change the undesirable and maximize the desirable existing conditions.

## SECTION 2.1



*Population Trends of Jackson  
and Hinds County*

*SOURCE: 2000 U.S. Census*

## DEMOGRAPHICS

Jackson is located in Hinds County in central Mississippi at the junction of Interstate 55 and Interstate 20. Jackson is approximately 45 miles east of Vicksburg and the Mississippi River and 90 miles west of Meridian, MS. The city is within easy driving distance of several metropolitan areas; 213 miles south of Memphis, TN; 206 miles north of New Orleans, LA; 240 miles west of Birmingham, AL; 400 miles east of Dallas, TX; 380 miles west of Atlanta, GA; and 220 miles east of Shreveport, LA.

### *POPULATION TREND*

According to the 2000 U.S. Census, Jackson has a population of 184,256. This is a drop of over 12,000, or 7%, from the 1990 U.S. Census count of 196,637, continuing a 20 year trend of overall population decline in Jackson. Also, unincorporated Hinds County experienced a decline in population of over 4,000 people between 1990 and 2000. The portion of Hinds County residents residing in Jackson has been between 70% and 80% since 1970. In 2000, 73% of Hinds County residents resided in Jackson. This is down from a peak of 80% in 1980.



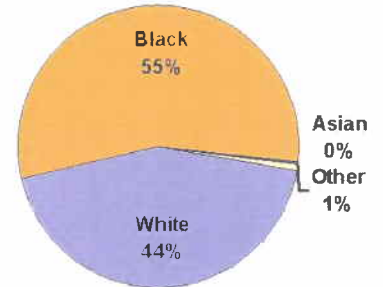
# EXISTING CONDITIONS

## RACE

The racial composition of the City has been changing in recent years. Between 1990 and 2000 the Black population grew by over 21,000 residents. Over the same ten year period the number of White residents decreased by almost 35,000. In 2000, the racial composition of Jackson was 70% Black, 28% White, 1% Asian, and 1% Other.

## EDUCATION

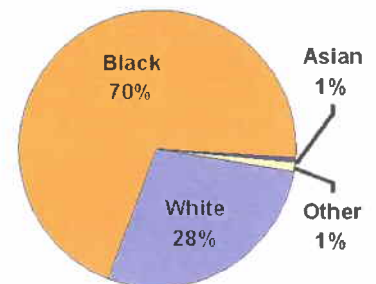
The educational attainment in the ten year period between 1990 and 2000 had small changes. Of the population 25 years and older, 6.3% had less than a 9th grade education in 2000. This was down from 9.0% in 1990. In 2000, the percentage of people with some high school education but no degree was 14.6%. This was down from 15.9% in 1990. In 2000, 21.5% had a high school degree or equivalent. This is a slight increase from 1990, 20.5%. Over 25% had some college education but no degree, in 2000, an increase from 21.5% in 1990.



*Jackson Racial  
Composition, 1990*  
Source: 1990 US Census



*Jackson Youth*



*Jackson Racial  
Composition, 2000*  
Source: 2000 US Census

# EXISTING CONDITIONS

In Jackson a greater percentage of the population has a bachelor's (16.9%) or graduate/professional (10.2%) degree than the metropolitan area (16.6% and 8.5% respectively) and the United States (15.5% and 8.9% respectively). This is representative of the higher percentage of professional level jobs such as the medical, financial and governmental professions. The following table compares 2000 educational attainment percentages of Jackson to the United States.

<b>Educational Attainment</b>	<b>Jackson</b>	<b>MSA*</b>	<b>U.S.</b>
Less than 9th grade	6.3%	10.0%	7.5%
9th to 12th grade (no diploma)	14.6%	15.6%	12.1%
High school graduate	21.5%	22.1%	28.6%
Some college, no degree	25.0%	20.7%	21.0%
Associate degree	5.5%	6.5%	6.3%
Bachelor's degree	16.9%	16.6%	15.5%
Graduate or professional degree	10.2%	8.5%	8.9%

\* Metropolitan Statistical Area (MSA) — this area consists of Hinds, Madison, and Rankin counties.

FIGURE 2-1: EDUCATIONAL ATTAINMENT

SOURCE: 2000 U.S. Census

## AGE OF POPULATION

Between the 1990 and 2000 U.S. Census the City of Jackson decreased in size by over 12,000 people. However, even with this decrease the percentage of people within general age cohorts remained roughly the same.

# EXISTING CONDITIONS

In 1990, 7.7% of the population was 5 years of age or younger; in 2000, 7.8% were 5 or younger. Between 1990 and 2000 the percentage of population in the 5 to 20 year and 20 to 54 year cohorts has also remained stable. Approximately 24% and 50% of the population were in the 5 to 20 year and 20 to 54 year cohorts respectfully in 2000. In 1990, over 19% of the population was 55 years and over. By comparison, in 2000 approximately 18% were 55 years of age and older. This level of stability across age cohorts does not reflect the trend of an aging population base that has been experienced in many communities across the nation.

## *HOUSING*

The total number of households in Jackson declined by over 3,600, or 5%, between 1990 and 2000, according to the 2000 U.S. Census. This is in large part attributable to the almost 10% loss in the number of family households. Non-family households rose approximately 4%. Over the same ten years the total number of housing units declined by 5%. At the same time the number of occupied units decreased and the number of vacant units increased.

According to the *1999 City of Jackson Housing Inventory and Analysis* report, the City considers 39% of the total housing stock as standard. Standard is characterized as a housing unit being in good structural condition and meeting all of the building codes and requirements. Approximately 48%, of the housing stock, needs minor repair. Minor repair is defined as a housing unit needing very little attention to bring it into code compliance and/or standard condition. Major repairs were deemed necessary on 12% of the units. Major repairs would involve over \$2,500 worth of improvements.



*Housing in Jackson*



*Housing in Jackson*

# EXISTING CONDITIONS

Finally, the City deemed 1% of the housing stock as dilapidated. Dilapidated has been defined as a structure that appears indecent and unsafe for habitation. These structures are prime candidates for demolition.

A summary of household and housing unit change from 1990 to 2000 is provided in the following table.

HOUSING	1990	2000	CHANGE	%CHG
<i>HOUSEHOLD BY TYPE</i>				
<b>Total Households (HH)</b>	<b>71,492</b>	<b>67,841</b>	<b>-3,651</b>	<b>-5%</b>
Family Households	49,128	44,488	-4,640	-9%
Nonfamily Households	22,364	23,353	989	4%
HH With Individuals 18 & Younger	24,824	26,732	1,908	7%
HH With Individuals 65 & Older	22,823	14,496	-8,327	-36%
Average Household Size	2.60	2.61	0.01	0%
Average Family Size		3.24		
<i>HOUSING OCCUPANCY</i>				
<b>Total Housing Units</b>	<b>79,374</b>	<b>75,678</b>	<b>-3,696</b>	<b>-5%</b>
Occupied	71,865	67,841	-4,024	-6%
Vacant	7,509	7,837	328	4%
Homeowner Vacancy Rate		2.20		
Rental Vacancy Rate		11.70		
<i>HOUSING TENURE</i>				
<b>Occupied Housing Units</b>	<b>71,865</b>	<b>67,841</b>	<b>-4,024</b>	<b>-6%</b>
Owner Occupied	41,179	39,328	-1,851	-4%
Renter Occupied	30,686	28,513	-2,173	-7%
Average Size Owner Occupied		2.68		
Average Size Renter Occupied		2.51		

FIGURE 2-2: HOUSING

SOURCE: 1990 & 2000 U.S. Census

# EXISTING CONDITIONS

## ECONOMIC CHARACTERISTICS

## SECTION 2.2

Key indicators of the economic health of Jackson are employment/unemployment trends, employment by occupation and employment by industry, major employers, household income and retail sales.

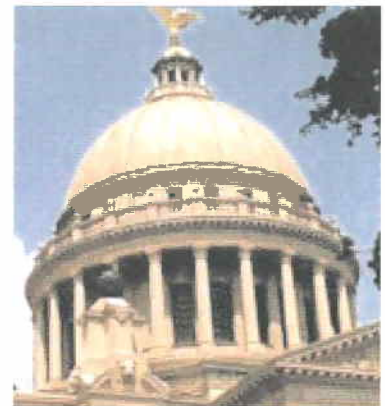
### EMPLOYMENT

Unemployment in Hinds County, including the City of Jackson, is approximately 4%, while the rest of Mississippi is approximately 5.4%. This data is based on running averages from 2000 as determined by the Mississippi Employment Security Commission. The national unemployment rate for 2000 was 3.7%.

The 2000 Census reports that nearly 37% of persons employed in Jackson have management, professional or related occupations, almost 30% have sales or office occupations, and less than 1% have farming, fishing or forestry occupations. In 2000, there were nearly 200,000 persons employed in Jackson. About 43% are employed in the service industry, 12% in retail trades, 9% in transportation, warehousing information and communication, and only about 1% in the mining and utilities industry. See the following table for a complete breakdown of employment by

<b>Employment By Industry</b>	<b>%</b>
Agriculture, Forestry, Fishing and Hunting	< 1.0
Mining and Utilities	1.4
Construction	5.2
Manufacturing	8.0
Wholesale trade	5.4
Retail trade	11.8
Transportation, warehousing, information and communication	9.2
Finance, Insurance, Real Estate and Leasing	8.2
Service	43.0
Public Administration	6.9

FIGURE 2-3: EMPLOYMENT BY INDUSTRY



State of Mississippi Capitol Building  
Source: State of Mississippi website



University of Mississippi Medical Center  
Source: U of MS Med website

# EXISTING CONDITIONS

Federal, state and local government agencies are the largest employers in Jackson and the Jackson metropolitan area, which includes Hinds, Madison and Rankin counties. The State of Mississippi employs over 30,000 people in the region and in Jackson alone the 2000 Census reports that over 36,000 people are government workers. Jackson is a regional healthcare center and three large medical centers are among the top ten employers in the region. Educational institutions, public and private, are large employers in the Jackson metropolitan area also, making Jackson an education hub in central Mississippi. In 2000, Saks and Tyson Foods were the largest private sector non-institutional employers in the region. Since 2000, Jitney Jungle Stores has been bought and is no longer a major employer in Jackson.



*Jackson State University*  
 Source: Jackson State University

## **Top Ten Employers in Jackson, Mississippi, 2002**

1	State of Mississippi	26,500
2	University of MS Medical Center	7,000
3	United States Government	5,300
4	Jackson Public School District	4,500
5	Skytel	2,900
6	Baptist Health Systems	2,700
7	City of Jackson	2,500
8	St. Dominic Health Services	2,500
9	Trustmark National Bank	1,550
10	Jackson State University	1,388

FIGURE 2-4: TOP TEN EMPLOYERS, CITY OF JACKSON

# EXISTING CONDITIONS

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## *INCOME*

In 2000 Jackson had a median household income of \$30,414. This is lower than the 2000 national average of \$41,994. However, Jackson's median income improved by over 30% since 1990 when the median household income was \$23,270.

According to the U.S. Census Bureau poverty status for an individual under the age of 65 is an income of \$8,959 or less and for a family of four (2 children) it is an income of \$17,463 or less. Over 19% of the families and 23% of the individuals over 18 in Jackson are considered living in poverty status. This is higher than the national average of 9.2% of the families and 12.4% of individuals over 18. Also, families in Jackson with no male head of household have a poverty rate of almost 40%. The national average is 26.5%

## *RETAIL SALES*

The Mississippi State Tax Commission reports that gross retail sales in Jackson and Hinds County increased for the five State of Mississippi fiscal years from 1998 through 2001. Gross retail sales in Jackson for the State Fiscal Year ending June, 2002 were \$3,135,325,796. Historically 70% to 75% of the total retail sales in Hinds County occur in Jackson.

# EXISTING CONDITIONS

## SECTION 2.3

### LAND USE

For the last 50 years it has been increasingly easier to afford and live the American dream of owning a home. This has become more attainable because of cheap, undeveloped land, better transportation and more efficient building techniques. As such, the necessity of proximity to a job and goods and services has diminished. Thus, most cities in the United States have recognized a growth pattern away from the urban core to the suburbs. Jackson, Mississippi has not been an exception to these trends, with a development pattern that generally reflects the principles and policies of the existing comprehensive plan.

The land use map on the following page provides a visual depiction of land use patterns in Jackson. The importance of transportation corridors is seen by the concentration of intensive land use around these areas. Overall land use in Jackson by category is shown in the table below.

<b>Existing Land Use as of 2002</b>					
<b>Land Use</b>	<b>Acreage</b>	<b>Percent</b>	<b>Land Use</b>	<b>Acreage</b>	<b>Percent</b>
Low Density Residential	17,861	27.6%	Light Industrial	472	0.7%
Medium Density Residential	417	0.6%	Heavy Industrial	321	0.5%
High Density Residential	928	1.4%	Public/Semi-Public	11,713	18.0%
Mobile Home	122	0.2%	Vacant Land	19,600	30.1%
General Commercial	3,893	6.0%	Rights-of-way	8,527	13.2%
Service/Office	1,091	1.7%			
			<b>Total</b>	<b>64,945</b>	<b>100%</b>

FIGURE 2-5: EXISTING LAND USE SURVEY, 2002



# EXISTING CONDITIONS

## EXISTING GENERALIZED LAND USE MAP

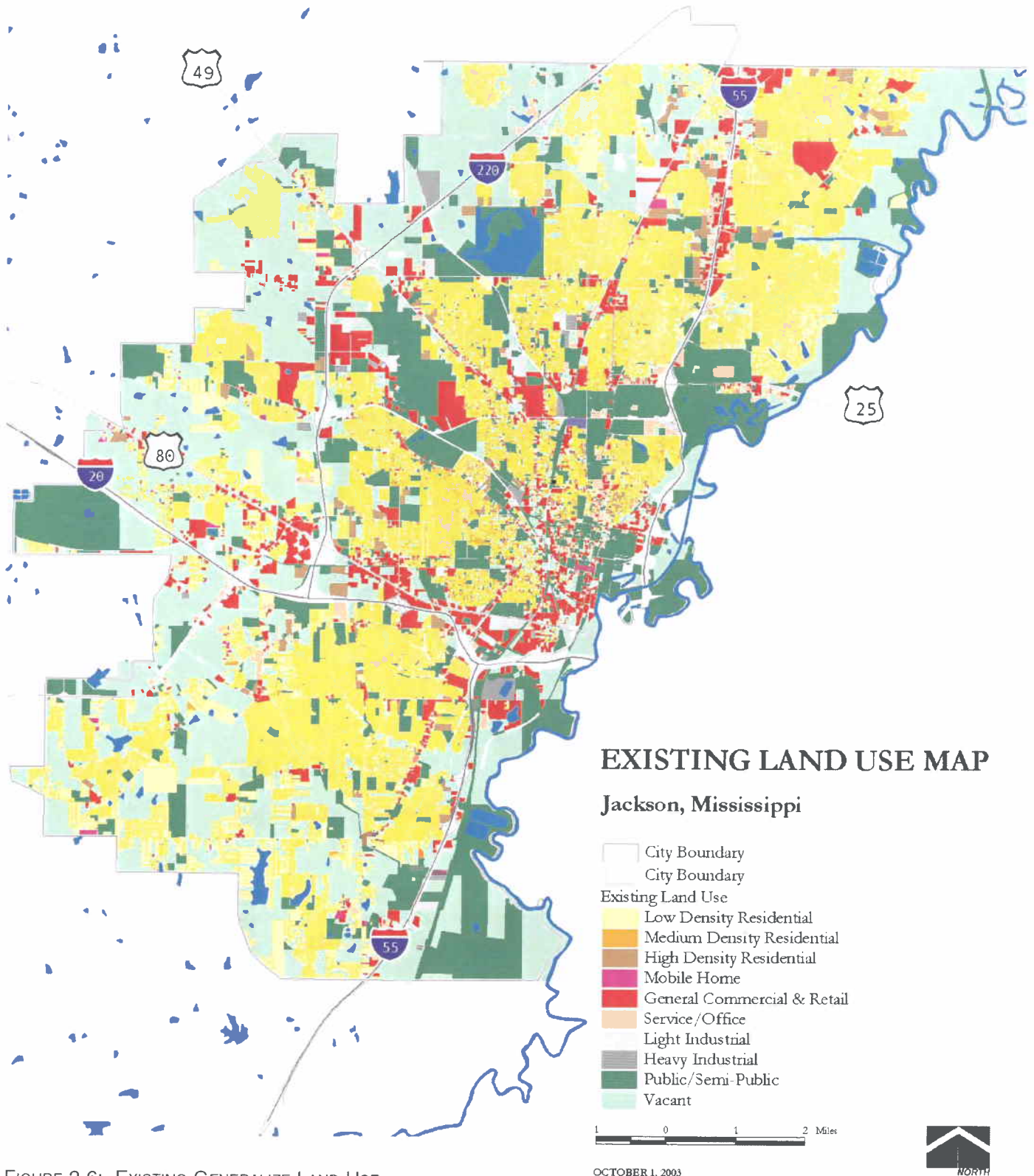


FIGURE 2-6: EXISTING GENERALIZE LAND USE

# EXISTING CONDITIONS

## EXISTING ZONING MAP

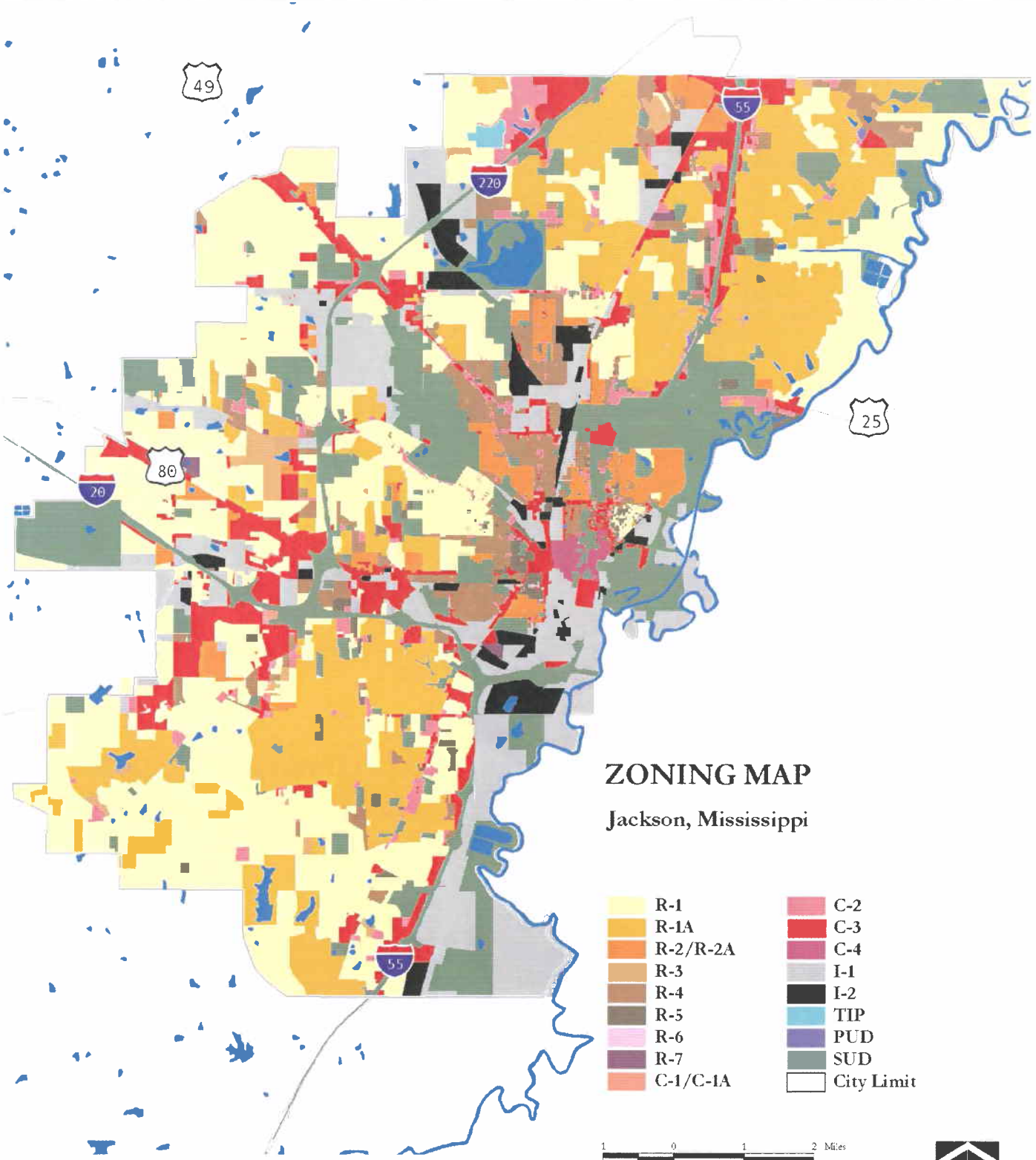


FIGURE 2-8: EXISTING ZONING  
2-12 • Jackson, Mississippi  
Comprehensive Plan

OCTOBER 1, 2003



# EXISTING CONDITIONS

## *RESIDENTIAL*

Jackson has experienced a growth pattern of residential development moving away from the central portions of Jackson, primarily to the north and south. Residential development has been predominately single family in nature with multi-family units being located near or adjacent to commercial development.

## *COMMERCIAL / OFFICE*

In Jackson, the current pattern and trend for commercial development is along primary transportation corridors such as Interstate 55 and I-20/US Highway 80, and other major highways and arterials. Since 1970 the density of retail and commercial services has moved from downtown to the edge of Jackson, first with the Metro Center Mall and second with North Park Mall, just outside of Jackson, and the adjacent I-55 corridor development. Not only do these commercial service providers find a market within Jackson, but because of their location on the edge of the city they also capture the market from surrounding communities and counties in the region.

Even with these trends downtown Jackson has remained an office center primarily supporting government and financial entities. While downtown has lost its commercial diversity, other office and commercial areas have developed in support of institutional areas such as the Jackson Medical Education District (JMED) area and other small scattered locations throughout Jackson. This pattern of commercial development along corridors and major intersections has been reinforced by the previous comprehensive plan, existing zoning policies and land use decisions, as well as by current marketplace practices.



*Residential Development*



*Commercial Development*

# EXISTING CONDITIONS

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*Northwest Industrial Park*



*Duke Energy*



*Jackson Medical Mall*

## *INDUSTRIAL / WAREHOUSING*

Industrial location guidelines have not changed dramatically over time. The preferred location is well served by convenient transportation access and historically industrial uses have tended to be located near rail lines. With new industrial development technologies, clean manufacturing and warehousing, new industrial development has been able to locate in planned business and industrial parks that are along or convenient to rail, roadway and air transportation corridors and facilities at the edge of cities.

Again, Jackson is not an exception to this pattern, as the current land use patterns show pockets of industrial uses locating farther from the center of the city but still near the railroads and highway corridors. These pockets have tended to be located in planned business or industrial parks, such as the Northwest Industrial Park, the Greater Jackson Industrial Park, Hawkins Field Industrial Park and the Jackson International Airport. Yet much of the established industrial land in Jackson is associated with existing rail and highway corridors.

## *INSTITUTIONAL*

In Jackson the largest institutional uses are governmental and medical. These institutional uses are primarily located in two areas. The downtown area contains the government sector and the Hospital/ Medical District area contains the primary hospitals, and medical research facilities. Other institutions, such as Jackson State University and other colleges and institutional campuses are scattered throughout the city. Another important institutional element in the community are “places of worship.” In some cases, these sites are growing, which can negatively impact adjacent residential neighborhoods if proper planning is not exercised. It should be noted that each of these institutional types is a regional draw in the City of Jackson, and thus will have effects on transportation as well as land use decisions.

# EXISTING CONDITIONS

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## *VACANT*

Areas immediately southwest, west and northwest of the central business district have seen lot-by-lot vacancy scattered in widespread areas. Within these areas properties remain undeveloped or have declined to the extent they have become vacant while the suburban areas of the city and surrounding communities continue to be developed. The other area of the city that has the greatest amount of vacant land is on the fringes where land has not yet been developed. These larger tracts of land that exist on the periphery of Jackson represent opportunities for extensive development in the future.

Some of the vacant areas, whether in the center or on the periphery of Jackson, are undeveloped due to natural conditions (topography, flooding hazard, aesthetic value, etc.) or because of configuration or format (small, odd shape or form, isolated, etc.). A future land use and development strategy must address the infill of vacant land in developed areas as well as undeveloped areas of the City. Each of these locations provides unique opportunities to establish livable neighborhoods in proximity to support commercial activities and employment.

# EXISTING CONDITIONS

## VACANT LAND MAP

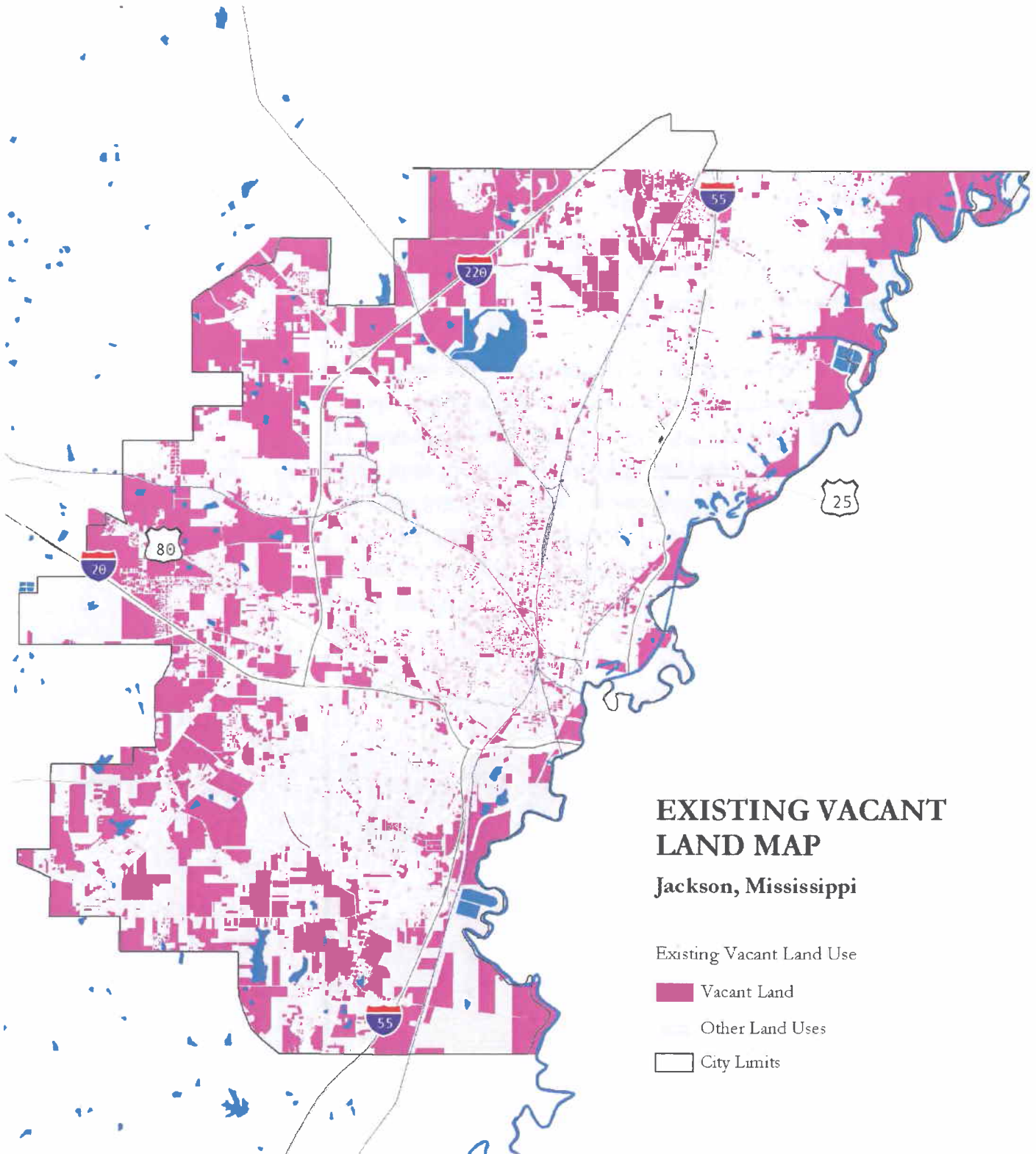


FIGURE 2-8: VACANT LAND  
2-16 • Jackson, Mississippi  
Comprehensive Plan

# EXISTING CONDITIONS

## TRANSPORTATION

## SECTION 2.4

The City of Jackson is served by numerous modes of transportation—air, rail, automobile, and truck. These modes provide access in and around Jackson as well as connections to communities outside of the Jackson metro area.

Jackson is served by several major highways. Interstate 55 is the major north/south freeway bisecting Jackson. I-55 runs from Chicago to New Orleans. Interstate 20 runs east/west through Jackson. I-20 connects Jackson to such cities as Dallas and Shreveport to the west and Birmingham and Atlanta to the east. Interstate 220 is the “beltway” around the north and west side of Jackson connecting I-20 to I-55. Jackson is also served by US Highways 80, 51 and 49, which provide highway access to the region. The Natchez Trace Parkway, a linear National Park that follows the Old Stage Coach Road from Natchez, MS, to Nashville, Tennessee, skirts the northwest portion of Jackson.

The Mississippi Department of Transportation developed a system to classify the existing roadways, within the Jackson urbanized area, and their functions. The Jackson urbanized area includes Hinds County, Madison County, and Rankin County. Within this study area 56.4 miles (11%) are classified as freeway, 167.9 miles (33%) principal arterial, 115.2 miles (23%) minor, and 173.1 miles (34%) collector.

The Jackson International Airport connects Jackson to major cities across the country. Over 100 flights arrive and depart daily. Jackson is also served by AMTRAK which provides passenger rail with connections to Chicago, New Orleans and the communities in between.



*I-20 and I-55 Junction in Jackson*

*SOURCE: 2022 Intramodal  
Transportation Plan*



*Jackson International Airport*

# EXISTING CONDITIONS

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*Union Station*

Jackson provides its citizens public transportation through the JATRAN bus system. According to the "Intramodal Transportation Plan," the bus system consists of over 13 fixed routes with over 2.5 million personal trips annually, of an average trip of 3.5 miles. The existing system seeks to address the needs of local residents to the maximum extent possible within the means available. The new Jackson Multi-Modal Transportation Center, located in Union Station will provide services for Amtrak, JATRAN, rural transit providers, taxi cabs and limousines. The new facility will open in October of 2003.

\* Information and statistics contained in the above sub-section were summarized from *Jackson's Transportation Plan for the Year 2022*. This document and future updates may serve as the Transportation element of the Comprehensive Plan - FABRIC by reference and coordination with the Land Use and Community Facilities elements of the plan.



# EXISTING CONDITIONS

## COMMUNITY FACILITIES

Public facilities and infrastructure refer to a broad array of services that communities provide for their citizens. Public safety, education, cultural facilities, government, recreation, transportation and water are just a few of the many services provided. Typically, city residents pay for these services through local taxes. Often times individuals, families and businesses use a community's public facilities and infrastructure as a factor when determining where to locate.

Jackson provides a wide range of services for local citizens and visitors. These services can be classified as either human, cultural, public safety or public works.

Human services and cultural facilities include the city's art gallery, the Davis Planetarium, the Smith Robertson Museum, family/youth and senior services. Examples of family/youth and senior services are counseling activities and the *Congregate Meal Program*.

Public safety services include fire, police, EMS and emergency preparedness. The Jackson Fire Department currently has 23 fire stations and has an annual budget of almost \$20 million. The City of Jackson is the only city in Mississippi with a Class 3 fire insurance rating from the Mississippi State Rating Bureau for Insurance. The Police Department currently has 500 sworn officers and has set a goal of 550 officers to be on the Department by the end of 2004. Support staff is approximately 250 - 300 persons. Reserve Officers help provide security as special events. In addition to regular patrol and investigation units, the department operates specialized units focusing on such issues as sex crimes, SWAT, narcotics and hostage negotiation. Some of the more successful adjunct programs initiated by the Police Department include: Neighborhood Watch, School Liaison Programs including DARE, Crisis Intervention Unit, and the Community/Public Relations Unit.

## SECTION 2.5



*Jackson Fire Station*

*SOURCE: City of Jackson website*



*Jackson Tire Collection Program*

*SOURCE: City of Jackson website*

# EXISTING CONDITIONS

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*Mynelle Gardens*



*Sonny Guy Golf Course*



*Battlefield Park Tennis Courts*

Public works facilities and services include: Building and Grounds, Solid Waste, Streets, Bridges, Drainage, Traffic Engineering, Water and Sewage. Building and Grounds constructs and maintains the public buildings and grounds. Jackson offers solid waste management programs such as *Christmas Tree Recycling* and *Tire Collection* and disposal of hazardous waste. The Streets, Bridges and Traffic Engineering Division services provides safety and upkeep to the local traffic infrastructure. The Water and Sewage Division provides abundant, potable water and sanitary disposal of city sewage.

## *PARKS AND RECREATION*

The City of Jackson boasts a community park system that includes 53 city parks and facilities that cover over 2,300 acres of land. Battlefield Park, located south of downtown, is the largest park in Jackson. Jackson park facilities range from swimming pools to walking paths, golf courses to community centers. Jackson also offers many recreational programs for both youth and adults. Some examples of the activities and programs offered include baseball, swimming, tennis, neighborhood festivals and flag football. City Park Rangers patrol the parks and facilities to promote public safety and provide necessary services to users.

# EXISTING CONDITIONS

## CITY OF JACKSON PARK INVENTORY

Parks and Recreational Facilities	54
Playgrounds	31
Athletic Fields	72
Park Community Centers	11
Swimming Pools	9
Tennis Courts	61
Golf Courses	2
Driving Range	1
Walking Trails	8 (miles)
Go-kart Track	1
Model Airplane Field	1
Botanical Gardens	1

FIGURE 2-11: PARK INVENTORY



# SECTION THREE

## GOALS AND OBJECTIVES

# GOALS AND OBJECTIVES

## SECTION 3.1

### WE ARE FABRIC!

*For  
A  
Better  
Revitalized  
Inclusive  
Community*



*FABRIC Catfish - "Catfish on Parade"*

## VISION

During the summer of 1999, the Mayor of Jackson, Harvey Johnson, Jr., asked 70 citizens to serve as members of a Steering Committee and two Focus Groups to guide the development of the City's Comprehensive Plan. **FABRIC** (For A Better Revitalized Inclusive Community) and "I am Jackson" became the theme for involving citizens in the development of the Jackson Comprehensive Plan.

Over 500 people participated throughout Jackson from 1999—2001 in order to identify and prioritize issues, inventory strengths and assets, and describe their visions for the future. Over 400 issues were recorded in the public workshops.

The Steering Committee and many Jackson residents worked on six focus groups, between May and July of 2000, to get to the root of these issues and to formulate the foundation for goals and objectives of FABRIC.

These issue-oriented groups were:

- Economic development
- Neighborhood development
- Image enhancement
- Education
- Improved race relations, and
- Leadership.

# GOALS AND OBJECTIVES

"I AM JACKSON" captures the spirit of all dedicated citizens. It recognizes that each one of us is a part of Jackson. We have individual needs, wants and desires but we also have an individual responsibility not only to ourselves but to our families, neighbors and all Jacksonians. "I am Jackson" celebrates individual differences and diversity with pride and commitment to our community. Together all of us are Jackson. We are Jackson! This is the unifying statement of the community as we all strive to become better people living in a better place.

The vision statement resulting from this effort is:

**All citizens working together For A Better  
Revitalized Inclusive Community so that we can  
create a community of unique richness and depth.**



# GOALS AND OBJECTIVES

## SECTION 3.2

### GOALS

**FABRIC** — For A Better Revitalized Inclusive Community — binds our individuality into a commitment to the future of our community. It calls us to bring our individual differences and diversity together so that greater community achievements can be a part of our future. Just as individual threads are woven together to create a beautiful and stronger fabric, our individual lives are woven together in the **FABRIC** that is Jackson. Woven and working together toward common goals, we become a stronger community. With different characteristics and backgrounds, each of us brings a unique quality to our community. When threads of different characteristics are woven together they create a unique pattern, blend of color, shape and durability. By weaving our qualities and strengths together to address issues and problems, the **FABRIC** of our community takes on richness and depth revealing its beauty in unique solutions, quality living environments and long lasting improvements.

The goals for **FABRIC** represent the threads that we weave together by effectively pursuing a common vision. These tools help us to make the **FABRIC** of our community.

#### THE THREADS (GOALS)

Quality physical growth and development

Strong neighborhoods

Reliable, cost effective and equitable community facilities, services and infrastructure

Enhanced quality of life and community image

Exceptional and diverse cultural and educational experiences

Effective community oriented leadership and partnerships

Improved race relations

Safe and healthy citizenry, and

Inclusive strategic economic opportunity



# GOALS AND OBJECTIVES

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Each of these goals is supported by a comprehensive set of objectives and ideas to explore that came from this citizen driven process. These specific objectives and ideas are in the Goals and Objectives element document adopted by the City of Jackson in July, 2001. That element is the guide for the Land Use, Community Facilities, and Transportation elements of **FABRIC**.



SECTION FOUR  
LAND USE PLAN

# LAND USE PLAN

## SECTION 4.0

Section Four, the Land Use Plan, is a major element of **FABRIC**. Through text and illustrations, the Land Use Plan defines the community's future development scenario, in light of the Goals and Objectives. The Land Use Plan acts as a framework for future development, guiding land use decisions and setting the foundation for the Community Facilities Plan and Transportation Plan.

## SECTION 4.1

### DEMOGRAPHIC PROJECTIONS

Projections have been completed for Hinds County through a variety of agencies and methods. Given the past population dynamics, a declining trend line continues for Jackson through the year 2030 based on sources cited.

Hinds County Population Projections	2005	2010	2015	2020	2025	2030
<b>Natural Increase and Migration</b>	243,091	234,008	223,492	211,415	197,816	182,725
<b>Rutherford Migration Factor</b>	245,759	246,836	226,820	214,160	200,384	185,097
<b>Enrollment and Employee Factors</b>	244,682	240,057	229,541	217,464	203,865	188,744

Source: Central Mississippi Planning and Development District for the Central Mississippi Educational Alliance, June 2001.

FIGURE 4-1: HINDS COUNTY POPULATION PROJECTIONS

If the projections are accurate and Jackson can maintain a 73% share of the Hinds County population it is estimated that the population of Jackson in 2030 would be between 133,389 and 137,783 people, which constitutes a loss of approximately 50,000 people in 27 years.

The Hinds County Comprehensive Plan (2002) contains the following population projection for the County and the City of Jackson.

	2005	2010	2015	2020	2025
<b>Hinds County</b>	255,300	259,800	264,500	269,200	274,000
<b>City of Jackson</b>	181,300	178,400	175,600	172,800	170,000

FIGURE 4-2: HINDS COUNTY COMPREHENSIVE PLAN POPULATION PROJECTIONS

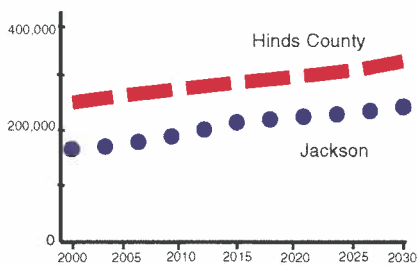
United States decennial census data, from 1950 to 2000, was used in part to help generate the population projection shown below. The 30-year projection illustrates a future growth scenario for the City of Jackson, dependent upon the degree to which the contents of **FABRIC** are implemented.

	2000	2005	2010	2015	2020	2025	2030
<b>Jackson</b>	184,256	186,931	189,654	194,011	198,670	203,719	209,100
<b>Hinds County</b>	250,800	255,300	259,800	264,500	269,200	274,000	278,800

FIGURE 4-3: POPULATION PROJECTIONS

MADE BY GOULD EVANS GOODMAN AND THE CITY OF JACKSON

# LAND USE PLAN



*Population Projection*

FIGURE 4-4: POPULATION PROJECTIONS - MADE BY GOULD EVANS GOODMAN AND THE CITY OF JACKSON

This projection is based on the assumption that a slow growth trend can be accomplished and that by 2030 the City of Jackson will contain 75% of the Hinds County population. It is projected that between 2000 and 2010 the population of Jackson will increase; however it will decrease as a proportion of the county population. This projected trend line reflects the anticipated time it will take to implement development policies and other **FABRIC** strategies that will positively influence growth development in the City of Jackson. After those first 10 years population will continue to increase at slightly higher percentages per decade reflecting momentum that is captured through proactive implementation of **FABRIC** strategies.

It is important to note that this projection is based upon the desired vision and goals of the community. Because it is a vision driven projection it is intended that the current population decline will be reversed through new growth and infill development. This projection does conflict with trend line projections done by other agencies but again it is based upon the implementation of policies and actions in support of the **FABRIC** Goals and Objectives and the vision of the community as a place that attracts and retains people and businesses.

## DEVELOPMENT ALTERNATIVES

## SECTION 4.2

Given the desire to be a growing, healthy community, three alternative development scenarios were created and evaluated to depict the physical growth and land use vision of **FABRIC**. Recognizing that a vision can be addressed in a variety of ways, several scenarios were developed to show how a vision could be depicted and pursued.

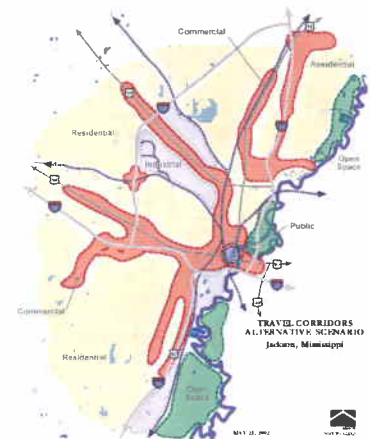
The three alternative scenarios are called Travel Corridors, Mixed-Use Activity Nodes and Neighborhood Centers. Each of these scenarios were discussed and desirable traits from each were used to create the Land Use and Development Framework that is the foundation for the Land Use Plan. The scenarios are described in narrative and graphic form in order to show the range of possible urban forms that could occur as part of **FABRIC** implementation.

### *TRAVEL CORRIDORS SCENARIO*

This scenario builds upon the existing land use and zoning patterns in Jackson. It represents a continuation of the current zoning and land use policies for the city that promote the development of commercial and employment oriented land uses along major travel corridors. Commercial development will continue to be focused along the major arterials, highways and interstates while industrial uses will continue to develop along established rail corridors. These corridors offer maximum visibility and accessibility to more intensive land uses while deferring residential development to other areas of the city.

#### Summary:

- Follows existing development and zoning patterns
- Minimal changes to existing development policies
- Strengthens commercial areas along major corridors
- Addresses a local and regional market scope
- Maximizes the existing highway and arterial street system
- Commercial and employment areas are highly accessible by automobile



*Travel Corridors Map*

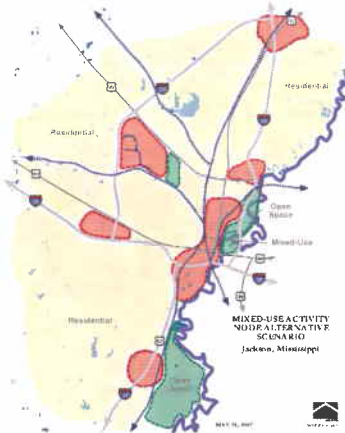
# LAND USE PLAN

- Promotes and relies on the use of the automobile
- Creates traffic - trips and travel times
- Promotes sprawl - spreads / dilutes resources
- Does not serve all neighborhoods
- Not pedestrian friendly

## *MIXED-USE ACTIVITY NODES SCENARIO*

The mixed-use activity node scenario creates highly concentrated clusters of commercial, employment and higher density residential uses at key locations in Jackson. The majority of the destinations are located near interstate and highway interchanges to take advantage of existing transportation arteries. This development scenario represents a shift from the current zoning and development policies of the city. Unlike the more typical linear corridor development of the city currently, this scenario proposes limited nodal development at the intersection of major transportation corridors. The intensity / density and mixture of land uses at these nodes would create a number of destinations within the community that could be supported by transit and automobile travel around the city.

Within the activity nodes the various land uses and activities would be connected in a pedestrian friendly environment. As these nodes are established existing residential neighborhoods would be strengthened through incentive and regulatory programs that encourage rehabilitation and infill development. Additionally, much of the commercial and industrial development along existing corridors would be redeveloped to support transit system development and increase residential development opportunities in Jackson. Downtown would serve as a major regional mixed-use activity node. This scenario would focus on redevelopment within the existing city limits to attract more activity and population to the city.



*Mixed-Use Activity Nodes Map*



## Summary:

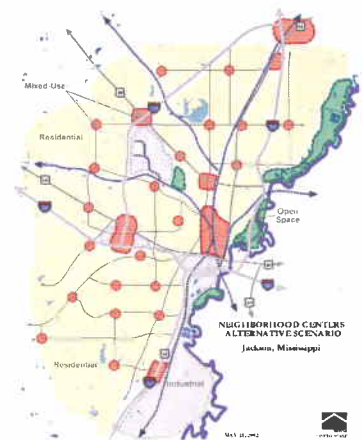
- Easily accessible by automobile
- Good visibility for commercial and employment establishments
- Stabilizes existing residential areas by limiting infiltration by other land uses
- Creates new residential and employment opportunities
- Limited pedestrian friendly environments
- Transit destination orientation (may not adequately serve existing neighborhoods)
- Increases traffic on major arterials and highways

## *NEIGHBORHOOD CENTERS SCENARIO*

The neighborhood development scenario represents a departure from the current zoning and development policies of the City by utilizing private market trade areas. This scenario proposes that downtown is the only regional center in Jackson. Uses in downtown could include employment, entertainment, cultural, commercial and residential. Up to four other community oriented mixed-use centers incorporating commercial and employment activities would be located geographically around the city taking advantage of the interstate highway system. Finally, a series of smaller neighborhood centers would provide services and employment opportunities to the neighborhoods in their respective market trade areas.

## Summary:

- Focuses on neighborhoods
- Integrates other uses in a neighborhood framework
- Private market based system for development framework
- Creates multi-modal environment
- Uses existing infrastructure
- Uses existing street grid network
- Current zoning pattern does not support this development pattern
- Policy change and intervention would be required
- Creates a new market position for Jackson in the region



*Neighborhood Centers Map*

# LAND USE PLAN

## SECTION 4.3

### FUTURE LAND USE AND DEVELOPMENT FRAMEWORK

The **FABRIC** Land Use Plan is made up of two components. The first component is the Future Land Use and Development Framework described in this section of **FABRIC**. The second component is a series of Area Plans that are to be developed as separate projects in the future and are to be adopted by the City of Jackson as official portions of **FABRIC**. The intent of an area plan is to develop more specific goals and implementation tools needed to achieve those goals, for a smaller, specifically defined area. Demographics, physical environment, economic and social issues, and other attributes and issues will help guide the planning process for Area Plans. Community stakeholders will be highly involved as well as Planning Staff, and the Planning Board. A phased schedule of future Area Plans will be developed after the adoption of the Future Land Use Plan and Phase II of **FABRIC**. The title, adoption date and other reference information of these Area Plans shall be part of future amendments to **FABRIC** with the plans themselves being adopted as supplements to this document.

It is intended that the Future Land Use and Development Framework provide general guidance regarding land use and development location and quality in Jackson. The Area Plans will include more detailed land use plans that take the general guidelines, criteria and principles located herein and specify the desired land use development pattern on a block-by-block or parcel-by-parcel basis. As such, the following narrative and graphics describe the general principles and guidelines for the appropriate location and quality of development necessary to achieve the desired vision and goals of **FABRIC**.

After evaluating the three alternative development scenarios described in the previous section a preferred direction for a future land use and development framework was developed. Based on the evaluation of the alternative scenarios there were several key

principles that became thematic to the land use and development framework for Jackson. The principles that were most readily identifiable with the scenarios are;

1. Establishment of economically viable and discernable development centers.
2. Provision of commercial goods and services to residents of Jackson.
3. Protection and creation of quality neighborhoods and public environments.
4. Provision of multiple connections, including vehicular, pedestrian, transit and others, between neighborhoods and commercial goods and services.
5. Provision of multi-modal transportation system to connect the City.
6. Embrace and enhance the character of unique places in Jackson by encouraging appropriate and well-designed infill development.

The framework developed incorporates the preferred concepts from each of the alternatives to create a concept that is organized around a combination of neighborhoods, neighborhood centers, community centers, and regional areas. Each location contains a different mix and scale of uses, which are appropriate to their functional role and context within the City of Jackson.

The Future Land Use Map on the following page reflects the desired development pattern within the existing city limits. Each land use category is described in the following narrative.

# LAND USE PLAN

## FUTURE LAND USE MAP

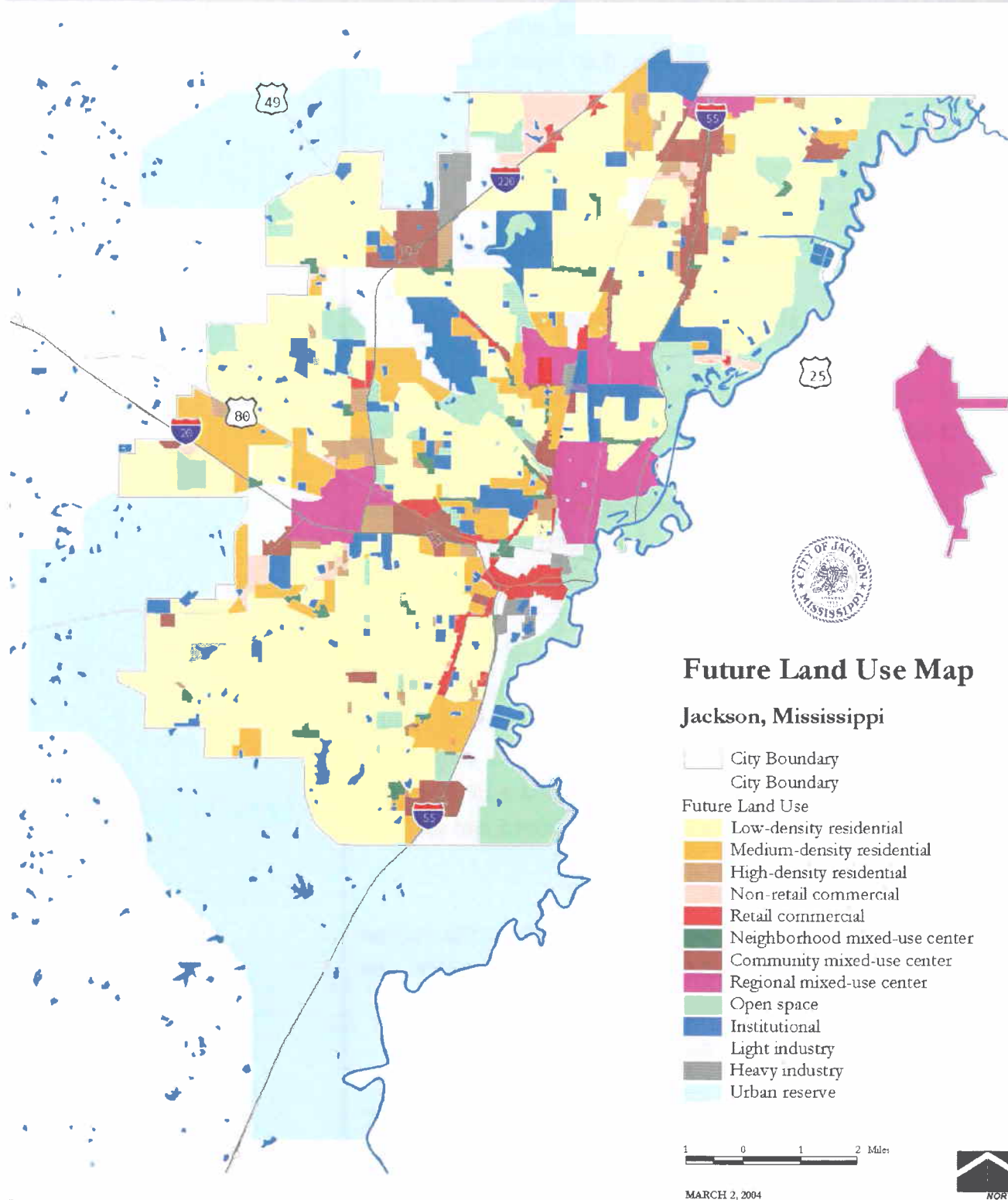


FIGURE 4-4: FUTURE LAND USE

## *LAND USE CATEGORIES AND DESCRIPTIONS*

### **Suburban / Rural Residential (.5 acre minimum lot size)**

This category provides for large-lot residential where a full range of municipal services including water and sewer systems are not available or planned. Such areas are characterized by residential lots in the range of 1 to 20 acres in size. This category is intended to allow for flexibility of choice for individuals preferring a suburban or estate residential environment. This category is in areas that are not prime agricultural resources or urban reserve areas - a person living in this area should not expect the full range of urban services to be delivered by the City of Jackson.

### **Low Density Residential (2 to 5 units per acre)**

This residential category is the lowest density of urban residential land use and may include a mixture of single family homes, townhomes, duplexes, patio homes and other residential styles that do not exceed the maximum of 5 units per acre.

### **Medium Density Residential (5 to 10 units per acre)**

As with the low density residential category, this category may include a mixture of housing styles and types including those listed in the low density category and including residential lofts in commercial areas. Such residential use may be integrated into neighborhoods or neighborhood centers, community centers and regional centers per specified location and design guidelines.

### **High Density Residential (11 plus units per acre)**

The category can also include those residential types / styles mentioned in the previous residential categories but also includes garden apartments, condominiums, and special residential accommodations for the elderly (assisted living, congregate care and nursing homes) and may be integrated into neighborhoods, and neighborhood centers, community centers or regional centers per specified location and design guidelines.

# LAND USE PLAN

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## **Commercial - Non-Retail / Office**

This category provides for office development that has internal corporate functions or provides services to the public. Examples include finance, insurance, medical, real estate, corporate office and other professional services. It is intended that future office and non-retail commercial activity will be located in identified existing locations or planned new neighborhood, community or regional mixed-use centers.

## **Commercial - Retail**

Retail uses include commercial entities that provide commodities to the general public - grocery stores, department stores, specialty shops, etc. These uses should be located in identified existing commercial areas or mixed-use neighborhood, community or regional centers.

## **Industrial (Light and Heavy)**

Industrial and warehousing uses are generally considered the most intensive use of land because of operational impacts or functions. These uses provide employment opportunities and may be located along major transportation facilities (road, rail, air). It is intended that these uses should be located in established viable locations such as existing business / industrial parks. Light industrial uses include those uses that are typically related to warehousing and distribution and rely on large land areas and large single story buildings. Heavy industrial uses are typically those uses that are production or manufacturing related, such as assembly plants and steel manufacturing plants. These uses also rely on large amounts of land and large single story buildings.

## **Public / Quasi-Public**

Public land uses include government centers and facilities, educational facilities and other public uses and places. Other uses that fall into this category include "places of worship",

hospitals, private schools, libraries and cemeteries. New uses in this category may be integrated with residential neighborhoods or as part of neighborhood, community or regional centers per specified design and location guidelines.

**Public/ Open Space**

This category includes public park land and publicly owned open space. These areas may be used for recreational purposes or may be held for future public use.

# LAND USE PLAN

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## *LAND USE LOCATIONAL GUIDELINES*

In addition to the general description of the land use categories and the future land use map, it is important to include an idea of appropriate locations for new land development/ use in the existing city limits and future paths of growth of the City of Jackson. (Figure 4-4: Infill Map) This section of the Land Use Plan is intended to provide guidance for evaluating the location of land use development in the future.

### **Residential Locational Guidelines**

1. Low-density residential uses should be separated from adverse surrounding land use types such as major industrial and commercial areas. Appropriate buffering includes open space, bodies of water, abrupt changes in topography and a combination of landscaping and walls.
2. Low-density residential lots should not front directly onto arterials but onto local and neighborhood streets, so as to minimize the number of access points along major streets.
3. Medium-density residential may serve as a transitional land use between low and high density residential uses, as well as serve to buffer lower-density residential from commercial uses.
4. Medium-and-high-density residential areas should be located within walking distance of neighborhood commercial centers, parks, schools and public transportation routes and be in proximity to employment concentrations, major thoroughfares and utility trunk lines.
5. Medium-to-high-density residential should be directly accessible to arterial or collector streets so that their traffic does not pass through less intensive land uses.



6. Medium-to-high-density residential areas should be located where they will not overload or create congestion in existing and planned facilities and utilities.

7. Mobile home parks should be located on larger tracts, buffered by physical barriers (e.g. freeways, drainageways, other land uses) from traditional single-family neighborhoods.

### **Office Locational Guidelines**

1. Office uses should generally be located adjacent to arterial streets.

2. Large scale office developments should be encouraged to locate in the Central Business District.

3. Local, service-oriented offices should be incorporated within or adjacent to neighborhood and community commercial developments.

4. Low-density office uses can serve as a transitional land use between residential uses and uses of a higher intensity.

### **Commercial Locational Guidelines**

1. Commercial sites should be located adjacent to arterials or major thoroughfares which provide needed ingress and egress in order to avoid congestion.

2. The location of major commercial uses should be coordinated with mass transit routes, high-density residential, centers of employment and other intensive uses.

# LAND USE PLAN

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3. Commercial development should have required site design features which limit noise, lighting, and other activity so as to not adversely impact surrounding residential areas.
4. Commercial uses should be located in compact clusters versus extended strip developments.
5. Commercially-generated traffic should not feed directly onto local residential streets.
6. Commercial uses not located in planned centers, including large freestanding buildings, auto-related and non-retail uses, should be guided to areas such as the CBD fringe and other appropriate areas and streets where these uses may already exist or to locations where traffic patterns, surrounding land uses and utilities can support such uses.

## **Industrial Locational Guidelines**

1. Industrial areas should be located in proximity to support services with good access to major arterials, city truck routes, belt highways, utility trunk lines, along railroad spurs, near airports and as extensions of existing industrial uses.
2. Traffic from this category of land use should not feed directly onto local streets in residential areas.
3. Industrial uses should be generally located away from existing or planned residential areas, and sited so as not to travel through less intensive land uses.

## **Public/ Institutional Locational Guidelines**

1. Public facilities such as branch libraries, post offices, and schools, that serve residential areas, should be grouped together with neighborhood commercial centers, and located near parks or intersections of “greenways/ recreational corridors”.

2. Public and semi-public facilities should have convenient access to arterials, public transportation and major utility trunk lines.

3. Libraries, parks and fire and EMS stations should be located according to population and distance and response time standards as established in adopted facility plans such as the Parks and Recreation Master Plan and other adopted standards.

## **Development Centers**

Traditionally planning and zoning efforts have sought to separate land uses in order to minimize the impacts of intense development or use (i.e. commercial impacts on residential neighborhoods.) Many of these impacts have recently been mitigated through design solutions, changes in technology and a desire to return communities to vibrant mixed-use places.

This plan identifies four building blocks for addressing mixed-use locations in the City of Jackson. These four building blocks are Neighborhoods, Neighborhood Centers, Community Centers and Regional Centers.

## *NEIGHBORHOODS*

The residential neighborhood is the basic physical structure for the Land Use and Development Framework. It is the goal of FABRIC to create and sustain strong neighborhoods. Individual neighborhoods can be defined by physical and / or organizational parameters. The strength of a neighborhood can be determined

# LAND USE PLAN

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by the level of positive interaction, organization or involvement of residents and by the physical conditions of property and structures that dominate the neighborhood.

To create and sustain strong neighborhoods each person in the neighborhood must be committed to taking care of their own property, public property and each other. Because of the variety of neighborhood conditions in Jackson, it is important to target appropriate resources to appropriate locations. The Development Opportunity System outlined later in this plan is intended to provide a guideline.

Each neighborhood in this framework is unique, requiring different strategies to ensure long term sustainability. Also, the strength of each neighborhood relies on diversity. Long term commitment to a neighborhood requires a diverse housing stock to support residents at various stages of their life who wish to stay in the neighborhood, either as a property owner or renter.

### Recommended Uses:

- Low and medium density housing - single family, duplex, townhome and condominium housing formats.
- Neighborhood parks and trail connections that provide useable public open space and access to destinations respectfully.
- Institutions - small scale neighborhood "places of worship" and schools.

### Development Guidelines:

- Housing types and styles may be mixed throughout residential neighborhoods. Preferred locations for medium density housing styles are along arterial or collector roads or at the intersection of such roads.
- The size, scale, design and materials of medium density housing types must be compatible with the established neighborhood character.

- Small scale institutions that serve the neighborhood should be integrated within the neighborhood on lots not larger than 4-5 acres for neighborhood schools and 1 - 2 acres for "places of worship". Preferred locations for such uses are at the intersection of collector and arterial streets in residential areas.
- Neighborhood parks typically range from small tot lots and pocket parks to several acres in size serving people within a ½ mile radius of the park.
- Public pedestrian or multiple use trails are intended to provide connections between neighborhoods and parks or other destinations such as neighborhood centers or a larger regional trail system. These trails may include existing sidewalks or designated routes within the neighborhood itself.

## *NEIGHBORHOOD CENTERS*

A Neighborhood Center consists of a small commercial/retail center providing locally focused services that may include a residential component. Convenience goods, such as grocery stores, personal services (dry cleaning, beauty salon, bank), restaurants and gas stations are the primary commodities that are provided by the Neighborhood Centers.

These centers are intended to provide services to one or more neighborhoods within a 1 to 1.5 mile radius. Neighborhood centers should not include uses and services that compete with community center or regional areas and the services that they provide; rather they should complement those larger mixed-use locations. The convenience uses identified for Neighborhood Centers can be accommodated in approximately 60,000 to 180,000 square feet on approximately 8 to 18 acres.

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To ensure pedestrian accessibility, the Neighborhood Center may be encouraged to be located near the intersection of arterial and/or collector streets with pedestrian connections to adjacent neighborhoods.

## Recommended Uses:

- Neighborhood park or community recreation facility
- Neighborhood school
- Day Care (children or adult)
- Religious institutions - up to five acres
- Small professional offices and clinics- 1,000 sq. ft. to 2,500 sq. ft. maximum
- Neighborhood market
- Local retail and personal services - with floor space of 3,000 sq. ft. or less
- Residential lofts and townhomes

## Development Guidelines:

- Promote the inclusion of amenities as public focal points
- Protect existing and developing neighborhoods from intrusion of incompatible land uses; ensure that neighborhood centers have identifiable centers and edges
- Ensure that the scale of development is compatible with that of the surrounding neighborhood
- Provide internal circulation and parking system for entire development
- Ensure ease of pedestrian accessibility and circulation
- Encourage connections of streets, sidewalks and other modes of transportation
- Nonresidential buildings should provide space for multiple tenants and uses
- Ensure that the highest quality of design and materials is used for all development

The City should promote centers that serve the neighborhoods, through the provisions of local services and residential uses. Neighborhood Centers should be designed/ redesigned according to the guidelines of this section so that they are connected to the neighborhoods they serve and become focal points for commercial and residential development at the neighborhood level. The importance of the distance between neighborhood centers is essential to their ability to serve the market area without over-saturating it. The future land use and centers maps identify general location potential for existing and future neighborhood centers.

## *COMMUNITY CENTERS*

A Community Center provides a general merchandising and convenience destination for residents of the City. It can include a wide range of commercial services, such as big box and strip retail centers, restaurants, fast food and dine-in, and office uses. The size and uses allowed within a community center must complement and not compete with the neighborhood and regional centers. The community center should accommodate approximately 100,000 to 350,000 square feet of gross area on approximately 10 to 40 acres. Community Centers require the infrastructure to support heavy traffic volumes and water and sewage usage; thus they need to be located near arterial or highway intersections with adequate infrastructure or planned infrastructure. The Community Center may also exist as a commercial corridor where the design of such a center compliments or enhances the function of the roadway and adjacent areas.

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## Recommended Uses:

- Retail businesses with greater than 40,000 square feet
- Shopping center/strip mall with greater than 70,000 square feet
- Restaurants, fast food and dine-in
- Auto sales and repair services
- Motels/Hotels
- Higher density multifamily residential
- Automobile oriented services

## Development Guidelines:

- Commercial development must be compatible with adjacent land uses, appropriate to traffic flow pattern and access, and supported by existing or planned infrastructure
- Development should have an internal parking and circulation system
- Site design should be pedestrian oriented both among uses and between uses and neighborhoods
- New development should be directed into a planned commercial center
- Ensure that the highest quality of design and materials is used for all development
- Create a comprehensive design scheme for future development and redevelopment



# LAND USE PLAN

## CENTERS MAP

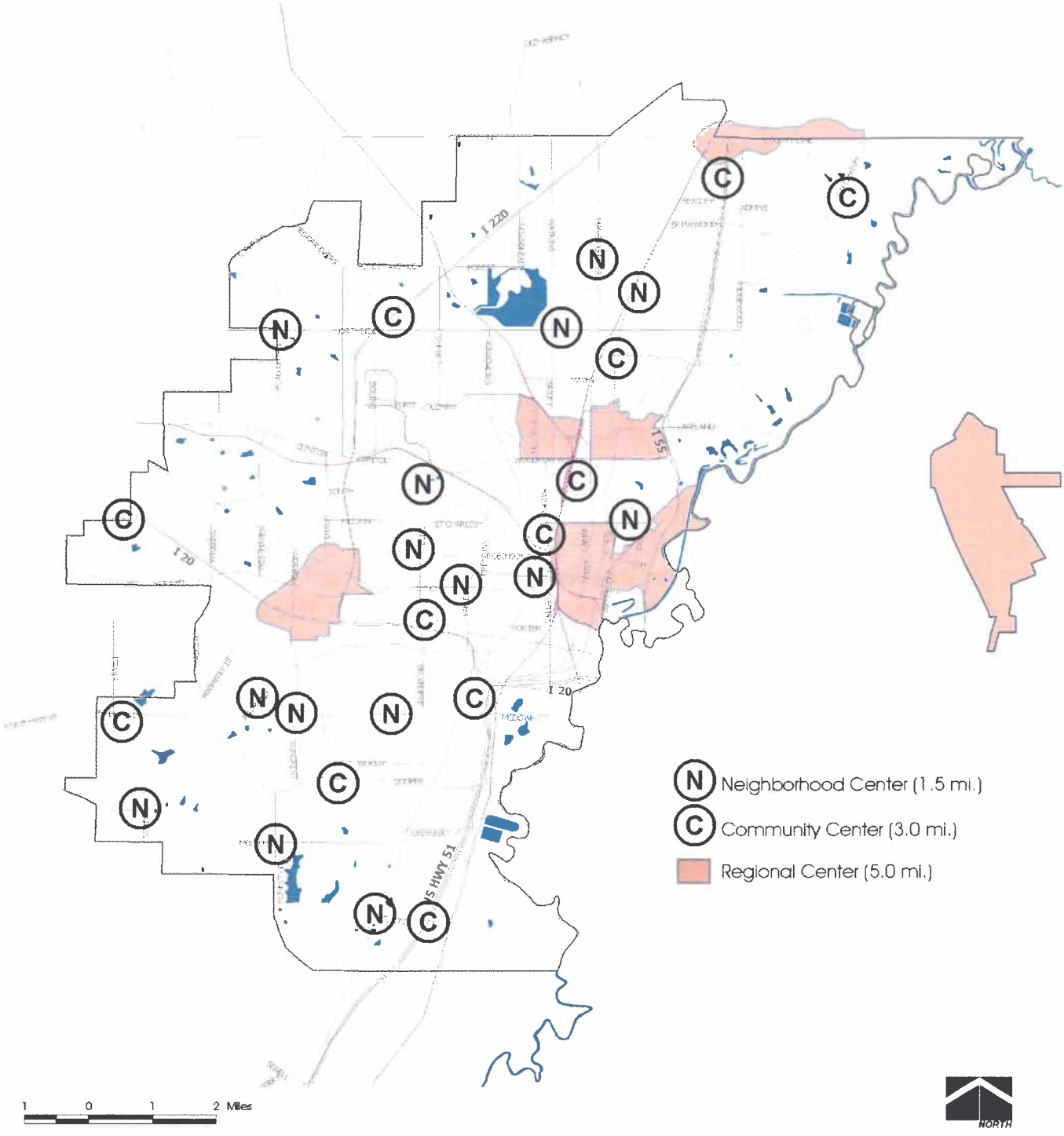


FIGURE 4-5: CENTERS MAP

# LAND USE PLAN

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## *REGIONAL CENTERS*

Regional Centers are easily identifiable focal points for regional activities and functions in Jackson. They are traditionally large in size, comprised of many city blocks or acres, and have concentrated development that supports a varied and large employment base while addressing the needs of a regional market. They usually contain activities such as regional shopping centers, government and financial institutions, and/or major cultural, recreational and/or entertainment features. Neighborhood and community size business uses may complement larger service and retail uses.

The infrastructure requirements of a regional mixed-use area can be expansive. It is necessary to provide water, sewer and streets to developments that many times are in excess of one million square feet. Regional Centers should have easy access to highways by way of major arterial networks and freeways. They should also be accessible to residential areas by way of arterials leading to connectors. Expansion of Regional Centers must be carefully planned to balance economic growth while respecting established residential neighborhoods.

Jackson has the opportunity to promote growth and development in several distinctively different types of regional mixed-use centers. The primary difference between each is reflected in existing conditions, primary function or uses and the desired vision for the Center and its environs. Some of the Regional Centers are emerging and others are ripe for redevelopment, but all have the basic components necessary to qualify as meeting regional needs.

The six regional mixed use centers within Jackson include: (1) Downtown, (2) I-55 North and County Line Road District, (3) Jackson International Airport, (4) Jackson Medical Mall District, (5) Medical/Fondren District, and (6) Metro Center District. It is expected that any new regional centers will generally develop on the periphery of existing city limits as the City grows and responds to market demands.

## **Downtown**

Downtown Jackson is the best example of a true "mixed-use center" containing a mix of Cultural, Financial, Governmental, Entertainment and Recreational uses. As a regional employment center, City, County, State and Federal government functions provide a majority of jobs in the District. Many legal services are located in downtown primarily as support uses to governmental functions. The location of these functions and activities in downtown represents one of the largest workforces in the state.

In addition to governmental offices, the private sector office space downtown is substantial. According to recent statistics, there are approximately 3,173,632 square feet of commercial (non-governmental) office space downtown, which is approximately 46 percent of the total space available within the primary market metropolitan area. Approximately 91.1 percent of this space was rented as of the second quarter of 2003. This low vacancy rate in downtown has been the trend for many years.

A 74,000 square foot Telecommunications Center is under construction at Pascagoula and South Farish Streets, which will provide multipurpose spaces such as high-tech conferencing areas, learning labs, and theatre spaces. It is anticipated the Telecommunications Conference and Training Center will serve existing and future businesses by providing space for meetings and conferences.

Downtown is also the cultural and recreational center of the metropolitan area and the region. Thalia Mara Hall, the city's Auditorium, attracts major entertainment events during the year. Other attractions located downtown are the Mississippi Art Museum and Planetarium, the Old and New Capitol buildings, and numerous historic structures. The Farish Street Entertainment District is expected to become a major entertainment area downtown.

Downtown is also home to the State Fairgrounds and a proposed "Festival Park" to be located at the site of LeFleur's Landing.

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Other sports and recreational venues are located close by, including Smith-Wills Stadium, LeFleur's Bluff State Park, Mississippi Sports Hall of Fame, and the Jim Buck Ross Agricultural Museum that provides indoor and outdoor space for festivals.

More residential uses need to be incorporated into downtown to truly make it a mixed-use area. Residential uses will help the area become a "24-hour" area, by bringing people into the downtown area to live as well as work and play. When the residential uses reach a critical mass, the commercial, specifically retail and service-oriented uses will follow as support services. The physical nature of downtown is designed for mixed-use centers and at one time functioned as such. As previously mentioned, the notion of having mixed-use areas is not new, and early Jackson was designed with this concept in mind. As such it presents an opportunity to return to its former design and use. By using the traditional street grid, existing infrastructure and compact design this can be accomplished. Additionally, the accessibility has been improved by the proximity to the Interstate and Highway systems including Interstates 55 and 20 and U.S. Highways 51 and 80.

The downtown area should be the focal point of the entire metropolitan area. Of all the Regional Centers within Jackson, downtown Jackson is the most important with respect to the overall health of Jackson and the metropolitan area. Building on the investments of the public sector, including recent investment in arts and cultural activities, can be an important first step in recreating downtown as the mixed use neighborhood it was originally—a graceful blend of residential, commercial, office, government, institutional, recreational, and entertainment uses. Downtown is the place where residents and visitors should come together to experience and celebrate the community.

*Recommended Uses:*

- Office buildings with greater than 100,000 square feet
- Government offices
- Restaurants

- Retail Shops/Department Stores
- Hotels
- Convention Facilities
- Arts and Cultural Facilities
- Public and private courtyards, parks and open space
- Parking structures
- High Density Residential
- Entertainment Facilities/Activities

### Development Guidelines:

- Mixed-use buildings combining residential and/or office uses with complementary service uses should be encouraged.
- Create a comprehensive parking plan with strict design regulations. Large surface parking areas should be discouraged and should be in conformance with the Landscaping Ordinance. Parking Garages should be designed to blend in with adjacent buildings and should have first floor shopping and offices for pedestrian users, thereby eliminating unsightly parked cars for pedestrians passing by the facility.
- Create a comprehensive urban design plan for future development and redevelopment with implementation steps to incorporate into Ordinances and Regulations.
- Buildings shall be built to the street, except to provide for an entrance courtyard or gathering area, when such does not compromise safety.
- A "Core Downtown" area should be designated surrounding the State Capitol Building that protects the vista of the State Capitol.
- Fast food and other business with "drive-through" windows should be discouraged except on the perimeter.
- All areas of downtown should be connected with a network of side walks, street trees, and pedestrian scale lighting to encourage non-vehicular traffic.
- Small footprint businesses such as restaurants and shops should be located close to major venues such as the future Convention Center and Telecommunications Center to encourage pedestrian traffic.

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## **Hospital / Medical District:**

The Hospital/ Medical District is comprised of four distinct hospital complexes including the University of Mississippi Medical Center (UMC), the Sonny V. Montgomery Department of Veterans Affairs Medical Center (VA), St. Dominic-Jackson Memorial Hospital, and the Mississippi Methodist Rehabilitation Center. These medical facilities alone have one of the most significant concentrations of employment activity in Jackson with approximately 9,500 persons employed by medical facilities alone during the calendar year 2002.

The District is situated in proximity to downtown Jackson and is easily accessible from Interstate 55 from the Woodrow Wilson Exit and the Lakeland Drive Exit. This ease of accessibility has promoted higher volumes of automobile use in the district and the institutions have reacted by creating campus style settings for their facilities.

The State Department of Health, student housing, parking facilities, high density residential uses such as apartments and assisted living facilities, and numerous service uses including fast food establishments, restaurants, and other automobile oriented uses are found in and around the area. The Fondren Community District helps provide goods and services to the staff, students and visitors who travel to hospitals and schools.

As the University of Mississippi's health science campus and the only Medical School in the State, UMC houses Schools of Medicine, Nursing, Health Related Professions, dentistry, and Graduate Studies in the Health Sciences as well as the University Hospitals and Clinics and the Rowland Medical Library. Located on a 164 acre campus setting is University Hospital (665-beds), Winfred L. Wiser Hospital for Women & Infants, Blair E. Batson Hospital for Children, University Medical Pavilion Clinic, classrooms and student related facilities. The University Hospitals and Clinics are the teaching hospitals for all Medical Center education programs and a 665-bed diagnostic and treatment referral center for the entire state. The Pavilions, an 80,000

square foot structure, is the practice site for the University Clinical Associates, a group of physicians from many disciplines who teach at the University of Mississippi Medical Center and see their private patients.

From 1997 to 1999, six new buildings and two parking garages opened as part of a \$211 million campus construction program -- the largest expansion package in the history of higher education in the state at the time. Funding came from self-generated revenue, private donations and the Mississippi Legislature. The new Blair E. Batson Hospital for Children opened in 1997. A new imaging center opened the same year, housing state-of-the-art radiology facilities, including an interventional MRI. In 1999, four major new buildings opened: the Winfred L. Wiser Hospital for Women & Infants, the School of Health Related Professions, the expanded Christine L. Oglevee Building housing the School of Nursing, and the Norman C. Nelson Student Union.

Mississippi Methodist Rehabilitation Center, a 124-bed state-of-the-art hospital, is the only freestanding physical rehabilitation center in Mississippi and one of 17 hospitals in the country designated as a Traumatic Brain Injury Model System by the National Institute on Disability and Rehabilitation Research.

St. Dominic-Jackson Memorial Hospital is a 571-bed not-for-profit acute care hospital owned and operated by the Dominican Sisters of Springfield, Illinois. It is located immediately west of Interstate 55 and the Lakeland Drive Exit and is in the middle of a multi-million dollar expansion program that will expand certain facilities to the north side of Lakeland Drive.

Several educational and institutional facilities are located immediately south of the District including Belhaven College located in the heart of Belhaven Historic District, Millsaps College, Bailey Alternative School and Newell Field, Power APAC and Murrah High School. In addition to schools there are several institutional uses on Riverside Drive including American Red Cross-Central Mississippi Chapter, Salvation Army Regional

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Headquarters, Boy Scouts Of American Scout Shop, Headquarters for Mississippi Air National Guard Construction and Facility Management Office, and Junior League of Jackson Office. Riverside Drive is also the north boundary of the historic Belhaven District and as such land uses south of Riverside and east of North State Street should remain as low-impact institutional and low-density residential. Another large hospital complex (564-beds), Mississippi Baptist Medical Center, is located approximately .87 miles to the south.

The Hospital/Medical District offers an opportunity to provide a truly mixed-use development center that would provide residential and commercial opportunities in addition to existing and future employment. Additional medium to high density residential development of varied types and sizes (townhomes, condominiums, etc.) should be considered as potential living environments for employees of the medical and education facilities as well as students. Continued development and support of the commercial services in this area, would support any residential development as well as better serve the existing employment base.

### Recommended Uses:

- Medical facilities and associated support uses
- Educational facilities and associated support uses
- Restaurants
- Retail Shops
- Hotels
- Public and private parks and open space
- Parking structures
- Medium and High Density Residential

### Development Guidelines:

- Large institutional uses should be congregated in a campus style setting with internal pedestrian connections.
- A comprehensive parking plan for the district should be established to facilitate efficient parking facilities.



- A comprehensive design scheme for future development and redevelopment should be created.
- Integrated signs for visitors coming into the area should be developed indicating parking locations, shuttle and bus stops.
- Directories and maps of the district should be available at all major destinations giving directions and information about service oriented establishments such as restaurants and lodging.
- A district wide multi-modal transportation system with frequent stops and locations should be developed that would provide visitors and employees service to and from parking, services and facilities within the district.
- Major arterials including North State Street, Woodrow Wilson Blvd., Old Canton Road, and Lakeland Drive should be improved to enhance pedestrian, bike and shuttle bus use affording pedestrians the opportunity to walk from one use to another, especially when on the same side of the highway or major arterial.
- Major intersections such as North State Street and Woodrow Wilson Blvd., Lakeland Drive and Old Canton Road; and the fork at North State Street and Old Canton Road, should be improved to allow safe pedestrian and bicycle crossings. Suggested traffic-calming enhancements are crossing islands, warning signals, pedestrian right-of-way, and cross walk signals.
- Collaborative planning between adjacent residential neighborhoods, institutional uses in the District, and the City of Jackson Office of City Planning should be initiated to determine firm boundaries for high impact uses and appropriate buffering needed to protect residential areas.
- Institutional entities within the District should be encouraged to fully participate in redevelopment of any adjacent disenfranchised and marginal residential neighborhoods.

### **I-55 North and County Line Road:**

The I-55 North and County Line Road area is an established corridor that provides a high concentration of commercial services at a regional scale to Jackson and the surrounding communities. The area encompasses both sides of Interstate 55 generally from Meadowbrook Drive north to the City Limits of Jackson (County

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Line Road) and into the City of Ridgeland and Madison County. The pattern of development is suburban -- oriented to the highway, built for the automobile, well established and almost fully developed.

The services that are provided in the corridor include the entire range of retail uses from small retail including boutiques, pharmacies, barber shops, restaurants and coffee shops to larger shopping opportunities like home improvement stores, automobile dealers and a regional shopping mall (outside the Jackson City Limits.) The corridor contains many national and regional chains including Target, Home Depot, Best Buy, Outback Steak House, On the Border and Olive Garden. In addition to services provided in the corridor, the area serves as an employment center for the City of Jackson, Madison County and the City of Ridgeland. The suburban nature of the development pattern in the corridor accommodates the use of the automobile. Thus the pedestrian and other alternate forms of transportation are difficult to use or are not present in the area currently.

It is envisioned that this area will continue to physically grow according to the established pattern until it is completely developed. However, it is not foreseen that the area will grow substantially in size beyond what currently exists. To address some of the issues that are associated with this type of suburban development, adherence to the development policies within this section as well as the urban design principles is desirable. Accessibility to and from the area will be improved by the direct uninterrupted connection that will be created by the County Line Road underpass at the railroad. Currently an offset intersection and an at-grade intersection with the railroad hinder this connection. The new underpass will most likely encourage additional development of the area as well as becoming a major access point. Specific attention needs to be paid to the circulation and parking issues within the corridor. It should be noted that the possibility of this area to expand to the north exists. The expansion decision will likely happen based on decisions made by

entities outside of the City of Jackson. The city should work to sustain and enhance the commercial development within its city limits.

*Recommended Uses:*

- Small office buildings with less than 100,000 square feet
- Restaurants
- Retail Stores of all sizes
- Department Stores
- Motels/Hotels
- Medium Density Residential
- Automobile dealerships
- Automobile oriented uses (fast food, gas stations, car wash, etc.)

*Development Guidelines:*

- Commercial, office and residential uses should be accommodated in a single development
- A comprehensive parking plan for the district should be established
- Create a comprehensive design scheme for future development and redevelopment
- Alternative modes of transportation should be accommodated (transit, bicycle, pedestrians, etc.)
- Parking should be a secondary site design issue.
- Interior connections should be established between uses.
- Parks and open space

**Metro Center and Environs:**

The Metro Center and its environs are positioned around the Metro Center Mall, north of Interstate 20 and west of Interstate 220. Given its proximity to the interstate and highway system and the previously established suburban development pattern, the area is predominately an automobile environment.

The infusion of additional medium and higher density residential uses into the setting and the reconfiguration of the mall site are

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important to the future success of this center. Again the design of the area is as important as the type of development, therefore design guidelines should be an integral part of the planning for this area. The accessibility and visibility of the area, being located at the intersection of the interstate and highway systems, are good and are planned to be better with improvements to the interstate interchange. Similar to the I-55 North and County Line Road area the Metro Center area could become the major service provider and employment center for south/west Jackson, Clinton and Byram. Additionally, the locational advantage of being at the crossroads of two interstates should be taken into consideration by development plans that can capture regional traffic. By repositioning this area in its market context it will continue to develop as a viable regional center.

### Recommended Uses:

- Small office buildings with less than 100,000 square feet
- Restaurants
- Retail Stores of all sizes
- Department Stores
- Motels/Hotels
- Medium Density Residential
- Automobile dealerships
- Automobile oriented uses (fast food, gas stations, car wash, etc.)

### Development Guidelines:

- Commercial, office and residential should be accommodated in a single development
- A comprehensive parking plan for the district should be established
- Create a comprehensive design scheme for future development and redevelopment
- Alternative modes of transportation should be accommodated (transit, bicycle, pedestrians, etc.)
- Parking should be a secondary site design issue.
- Interior connections should be established between uses
- Parks and open space

## **Jackson International Airport (Thompson Field):**

Jackson International Airport (JIA) is a medium hub and the primary commercial airport serving the Metro Jackson area. JIA was built in 1962 in Rankin County approximately 5 miles from Jackson and replaced Hawkins Field as the primary commercial airport in the area. Jackson has been designated as a general-purpose foreign trade zone (FTZ) and JIA has a United States Custom office located within their facility. JIA is currently served by the following commercial passenger carriers: ASA, Comair, Continental, Delta, Northwest Airlin, American Eagle, Skywest, Southwest, and USAir Express.

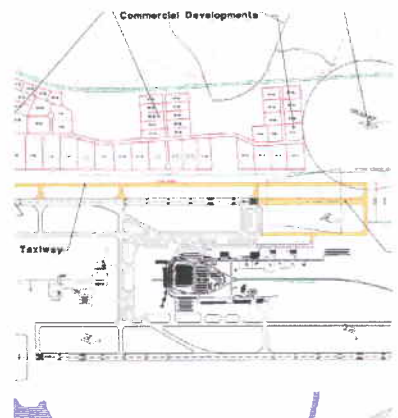
The Jackson International Airport is positioned as a major alternate cargo distribution hub with superior air facilities and capabilities. Ground transportation links include two major interstates. JIA currently offers service from four integrated cargo carriers: Airborne Express, BAX Global, Emery Worldwide, Integrated Airline Services, Inc., MCS, Inc., and United Parcel Service.

The land on which the airport is located is owned by the City of Jackson and is included within the official City Limits. As the official board governing JIA, the Airport Authority owns additional land surrounding the airport and has adopted an official development plan for this land including the Mississippi International Air Cargo Center (MIACC), a multi-phased development of approximately 450,000 square feet of air cargo warehouse space.

As part of the overall improvement plans of the airport, a new major arterial access system from Interstate 20 is proposed for development. This artery will provide greatly improved access the airport, as well as to the proposed Jackson Inter-modal side Corridor Project. This roadway will provide a new four lane, grade-separated roadway directly into the airport terminal, as well as to Highway 475. Highway 475 will be the primary artery for the



*Aerial of  
Jackson International Airport*



*Proposed Land Use at  
Jackson International Airport*

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Mississippi International Air Cargo Center on the west of the airport, as well as a key connector to the Jackson Intermodal Corridor Project.

This proposal also assumes a relocation of Old Brandon Road south toward U.S. 80, which will allow a common at-grade entrance for both Old Brandon and U.S. 80. The configuration of this interchange integrates well with the alignment of the Jackson Intermodal Corridor Project, as well as other transportation projects planned for the immediate area. Additionally, a proposed eastern Metropolitan Access road is proposed on the northeast corner of the airport connecting to MS Highway 25 on the north and Old Brandon/Airport Entrance road on the south. This will allow full access to the east side development of the airport not currently available.

In order to support the new arterial entrances and service the increased demand into and through the landside facilities, an expanded four-lane entrance artery is also recommended. This roadway will significantly expand the capacity of the roadway system in the interior of the facility.

Located on the east side of the airport, a subdivision plan has been created for the ultimate development of approximately 400 acres of land for airport/aviation related purposes. The existing undeveloped tract of land is ideally suited for large industrial/commercial or corporate development, with excellent access to the airfield and new transportation arteries planned for surface access.

This plan includes 52 individual, sub-divided parcels of land, ranging from 1.7 to 10 acres in size. A central artery will traverse the site, separating airside access tenants from non-airside tenants. Sufficient green and open spaces are provided to maintain the aesthetic treatments, which would be desired in such

a campus. All parcels can be re-subdivided or combined to form larger pieces, if necessary.

Recommended Uses:

- Office uses to include meeting space for small groups.
- Manufacturing and distribution facilities
- Light industrial land uses
- Restaurants
- Hotels and other services that cater to travelers
- Open space including park area

Development Guidelines:

- Alternative modes of transportation should be encouraged including pedestrian and shuttle buses for uses within the regional center.
- A comprehensive Design Scheme is recommended for future development and redevelopment.
- Sensitivity to surrounding land uses such as residential and service industries should be stressed when planning for competitive uses.
- FAA requirements and regulations will guide development intensity and impact to ensure compatibility of uses in certain areas in and around the airport.

**Jackson Medical Mall District**

The Jackson Medical Mall District encompasses the Jackson Medical Mall Thad Cochran Center and surrounding land that will be redeveloped to provide commercial and industrial businesses that enhance further economic and community growth in the district. The Medical Mall is a unique mixed-use 900,000 square foot facility on a 53 acres site. The mall, conveniently located on Woodrow Wilson Blvd. at a prominent intersection commonly known as "Five Points, is in proximity to Interstates 55 and 220. I-55 is 3.2 miles East from the facility," I-220 is 2.3 miles West, approximately 5 minutes drive time from the facility. The Mall is also an adaptive use facility after having been redeveloped from a virtually abandoned shopping Mall, and as such is one of

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Jackson's best success stories. As a mixed-use facility, it primarily houses health related uses and complementary service and retail uses.

In addition to housing the University of Mississippi Medical Center's Primary Care clinics and Ambulatory specialty clinics, the Mall houses other health related facilities such as Mississippi State Health Department clinics; United Way's First Call For Help; AIDS community outreach program and clinics for the National Institute of Health's Jackson Heart Study that is attracting national and international attention for its research. A multi-million dollar comprehensive cancer research and treatment center is well underway with phase one of the three phased project being completed by early fall. Jackson State University's School of Allied Health and Tougaloo College's community outreach programs are also housed at the Jackson Medical Mall.

The existing surface parking lots are appropriate for the JMM campus area facing Woodrow Wilson and the low-density residential areas located immediately south of the District; however, new facilities on the Northern perimeter may require a parking garage.

### Recommended Uses:

- Medical facilities and associated support uses
- Educational facilities and associated support uses
- Restaurants
- Retail Shops
- Assisted living facilities
- Public and private parks and open space
- Medium and High Density Residential

### Development Guidelines:

- The Jackson Medical Mall Thad Cochran Center should continue to be developed as a multi-purpose facility with its primary focus being



healthcare with new development designed to complement and coordinate services.

- A comprehensive parking plan for the district should be established to facilitate efficient parking facilities and be easily integrated into the existing lower density areas adjacent to institutional facilities.
- A comprehensive design scheme for future development and redevelopment should be created that includes adjacent commercial and industrial areas.
- Integrated signs for visitors coming into the area should be developed indicating parking locations, shuttle and bus stops.
- Directories and maps of the district should be available at all major destinations giving directions and information about service oriented establishments such as restaurants and lodging.
- Jatran public transportation system should provide service to this area and key stops should be developed that would provide visitors and employees service to and from parking, services and facilities within the district.
- Major arterials leading to and from the District including Woodrow Wilson Blvd., Livingston Road, and Bailey Avenue should be improved to enhance pedestrian, bike and shuttle bus use affording pedestrians the opportunity to walk from adjacent areas and within the District.
- Major intersections such as Bailey Avenue and Woodrow Wilson Blvd. Intersection and the Livingston Road and Woodrow Wilson Blvd intersection should be improved to allow safe pedestrian and bicycle crossings.
- Collaborative planning between adjacent residential neighborhoods, institutional uses in the District, and the City of Jackson Office of City Planning should be initiated to determine firm boundaries for high impact uses and appropriate buffering needed to protect residential areas.
- Institutional entities within the District should be encouraged to fully participate in redevelopment of any adjacent disenfranchised and marginal residential neighborhoods.

## SECTION 4.4

### STRATEGIES FOR IMPLEMENTATION

The concept of using accepted market strategy in determining the appropriate size and location of retail establishments is a solid one and should help economic development in appropriate areas. It is important to establish boundaries beyond which non-residential uses will not be permitted until such time as the Future Land Use Map is changed by the appropriate process. Urban design guidelines that address public improvements and guidelines for new and infill buildings will ensure quality development of the appropriate scale and building materials in mixed use areas.

The logical sequence is to develop specific recommendations for each Regional Center that are in keeping with the existing uses. Community mixed use districts and neighborhood mixed use districts can be more generic but each area must be considered before final plans are adopted. Other areas that may need individual guidelines are industrial areas, and existing commercial areas particularly those in proximity to residential neighborhoods.

#### Recommendations For Implementation of Mixed-Use Districts:

1. Review zoning, development codes and regulations for revisions necessary to facilitate private land use development and redevelopment of Community and Neighborhood mixed-use districts considering appropriate uses, scale, density, height, and massing of buildings.
2. Identify obstacles to achieving the pedestrian and transit orientation necessary in centers and in transit corridors; develop modifications which facilitate walking and transit use in areas of suitable land use

3. Develop prototype plans that illustrate details of ideal land use, site design, neighborhood interface, public right-of-way features, etc. for all mixed-use districts as defined by the Comprehensive Plan.
4. Establish the formal hierarchy of District, Community, and Neighborhood plans including urban design requirements that are needed to carry out the Comprehensive Plan. Prioritize and establish sequence of these plans.
5. Involve all stakeholders in each level of planning including City Staff, boards and officials in the process of developing Plans in No. 4.
6. Establish a process for future updates to the Comprehensive Plan and the Future Land Use Map.

# LAND USE PLAN

## SECTION 4.5

### GROWTH AND INFILL STRATEGIES

As previously noted, Jackson has experienced a decline in population in recent years. It is the intent of this plan to prepare land use and development policies that assist in reversing the current growth and development trends in Jackson. It is anticipated that the City will see a significant increase in population over the next 30 years if the strategies listed below are implemented. Future growth, a desired vision for Jackson, could force the city to expand its corporate limits and the city needs to be prepared to do this. The general concept behind the strategies is based on balancing new development with redevelopment. It is important that these concepts be balanced by creating new opportunities for development and repositioning existing areas of the city to attract redevelopment.

To implement a method for focusing resources and making strategic decisions about growth and redevelopment is a critical first step. Five area types have been identified for Jackson. Each of the area types describes the dominant conditions of the area and outlines different strategies for addressing and promoting development in an effort to balance what can be seen as competing interests.

#### *EMERGING*

Emerging areas are defined by an increase in population and housing units and exist predominately on the northern and southern periphery of the city. These areas are located in the fringe areas of the city that have seen residential development over the past decade. The continuation of high quality development in and around these areas is critical to sustaining the positive trend.

#### Strategies:

- Detailed land use planning that seeks to minimize conflict between differing land uses and to protect the existing land use patterns.

# LAND USE PLAN

## INFILL MAP

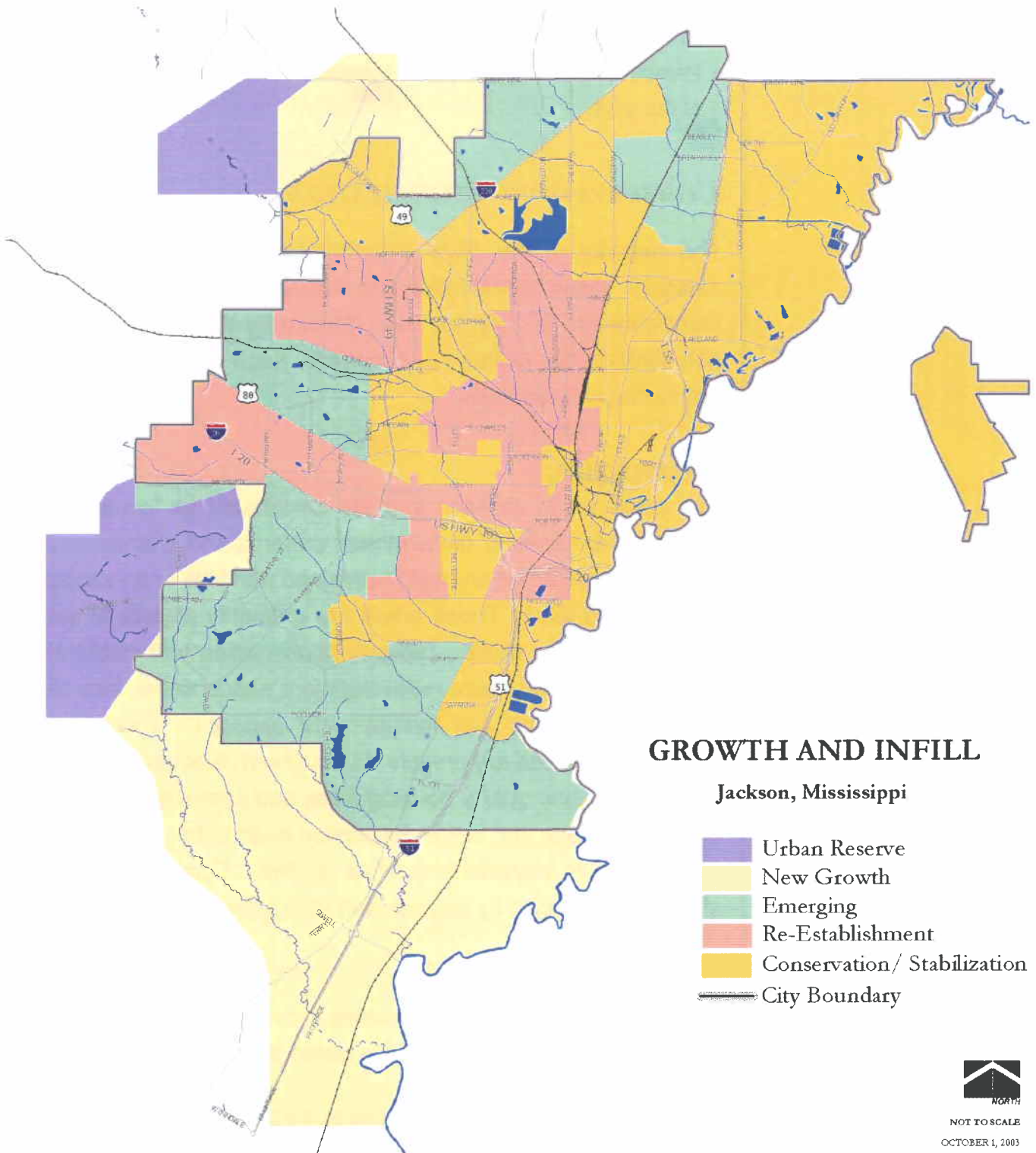


FIGURE 4-4: INFILL MAP

# LAND USE PLAN

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- Prepare and implement design standards to create high quality built environments.
- Promote quality development that is an efficient use of resources.
- Proactive code enforcement to protect the physical and visual quality of the area.

## *CONSERVATION/ STABILIZATION*

The majority of the city's neighborhoods are defined by this category. While conservation and stabilization neighborhoods are somewhat similar they are often defined by the degree to which deterioration has or has not occurred. Each of the designations are further defined below.

### **Conservation:**

The areas within Jackson that are designated as "conservation areas" exhibit specific development patterns and characteristics. Typically these areas are well maintained with little or no vacant or undeveloped land. These areas are ordinarily physically sound and economically viable. Typically conservation and stabilization areas do not need major redevelopment efforts rather they need minor rehabilitation and maintenance services. Examples of conservation areas are prevalent throughout Jackson and can be identified by their quality housing stock and some by their historic character. Areas that fit this description need to be enhanced and protected from physical and fiscal decline. Conservation areas should be protected by policies and strategies that could include:

### **Strategies:**

- Detailed land use planning that seeks to minimize conflict between differing land uses and to protect the existing land use patterns.
- Implementation of design standards to ensure the uniqueness of an area by protecting the existing character and promoting quality development.

- Proactive code enforcement to protect the physical and visual quality of the area.
- Continued maintenance of public facilities and amenities, such as streets and parks to preserve the quality appearance and character of the area.
- Retention of neighborhood institutional elements and public places (schools, churches, parks, etc.).

## **Stabilization:**

Areas within Jackson that are exhibiting a decline in their physical and economic characteristics are classified as stabilization areas. The primary concern in these areas is to reduce further deterioration. Policies should be put in place to stabilize these areas, enhance the attractiveness of the area, seize market and development opportunities and promote quality maintenance and redevelopment. These areas are beginning to see vacant land and structures and a decline in the general appearance of the area. The primary goal of these areas is to attract private development back to the area. This is typically achieved by some public investment through maintenance oriented programs and resources. It is the intent of this plan that pride in these areas can be energized in an effort to move toward becoming conservation areas. Private investment is necessary and could be encouraged and expedited within stabilization areas by targeting appropriate actions and resources:

## **Strategies:**

- Improvements to the full range of community services, including police and fire protection, and public area and infrastructure maintenance and improvement.
- Preparation of design standards to ensure quality infill development for commercial and residential properties, as well as public areas.
- Investment in capital improvements such as streets, sidewalks, streetscape and public spaces to enhance the appearance of the area.

# LAND USE PLAN

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- Targeting financial incentives to encourage improvements.
- Stepped-up code enforcement to repair and/or enhance deteriorated or vacant properties.

## *RE-ESTABLISHMENT*

Areas that exhibit severe deterioration and prolonged neglect evidenced by damaged foundations, deteriorated roofs, an abundance of vacant lots and general structural damage, are classified as re-establishment areas, because the area lacks sufficient physical fabric and social organization for revitalization or stabilization. Rather the entire area must be re-established as a vital part of the city. These areas are typically in the process of deteriorating to less desirable conditions over a long period of time. The primary goal for these areas is to attract private reinvestment to assist in re-establishing the built environment and social organization that has deteriorated. In many instances wholesale redevelopment of areas is needed. In addition to physical redevelopment of the area, social, educational and economic rehabilitation of the inhabitants may be needed.

### Strategies:

- City assistance in the acquisition and preparation of land for redevelopment.
- Targeted programs that promote property revitalization and major repair, such as low interest loans funds.
- Targeting of incentives for redevelopment.
- A progressive code enforcement policy that does not place an undue hardship on remaining property owners and residents.
- Targeted social programs such as, education, job training, community outreach, counseling and health services.



## *NEW GROWTH*

New Growth areas are developing areas that exist near the city limits or those areas that have the potential to become developed as part of the City of Jackson due to the potential service area of water and sewer utilities provided by the City. These are areas that can accommodate the anticipated new growth of the city. These areas are characterized by the market growth pattern, the provision of service infrastructure including water and sewer, and are accessible by the existing transportation network or by planned service and facility extensions and expansions. New Growth areas that should be considered for Jackson include the Byram neighborhood to the south and the Northwest Industrial Park area northwest of the city. Each of these areas is currently developing and is served with infrastructure by the City of Jackson. These areas should be promoted as growth areas balanced with the existing development and redevelopment opportunities within Jackson. These growth areas are important for the City of Jackson if it is to remain a viable community in the long term future. The City of Jackson must establish a dual approach to future growth and development. The City must focus on not only the internal physical and social issues but, must also focus on the new growth market in the region. New growth areas such as the Byram Neighborhood south of Jackson, the Northwest Industrial Park area and west of Jackson near Clinton will be the primary growth areas for Jackson in the future.

### Strategies:

- The City of Jackson should continue to pursue opportunities to expand its physical boundaries to accomplish the vision of **FABRIC**.
- Growth and new development should be targeted and phased in a contiguous and logical manner to create efficiencies in the use of existing resources.

# LAND USE PLAN

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- Service infrastructure, including water, sewer and roads, should be phased in a contiguous, efficient manner to accommodate and promote new development within Jackson.
- Specific area plans should be created to promote quality growth and development on the periphery and future annexation areas of Jackson.

## *URBAN RESERVE*

Adjacent to New Growth areas are areas of potential future urbanization. These are areas that could see urban development levels with contiguous and efficient extensions of infrastructure and services by Jackson or other cities in the metropolitan area. Until a phased pattern of urban development reaches these areas, only rural scale development should be encouraged in the Urban Reserve.

### Strategies:

- Monitor and plan for long term growth into the areas
- Work with the County and surrounding cities to determine logical expansion patterns and service areas to ensure effective and efficient delivery of services.
- Develop regulatory policies to minimize small parcel development prior to incorporation of these areas.

## *IMPLEMENTATION TOOLS MATRIX*

In addition to the general strategies listed for the “five area types” the following matrix is intended to strategically target appropriate programs and resources to the most applicable areas of Jackson. The matrix identifies existing and potentially new programs which may be used. Also, the matrix assigns responsibility to the public or private sector for carrying out such strategies. This is done with the intent of streamlining the delivery of resources to the areas of the community where the resources will be most effective.

# LAND USE PLAN

Public Sector	Private Sector	Recommended Strategy	Emerging	Conservation/ Stabilization	Re-Establishment	New Growth	Urban Reserve
2	1	High Risk Loan Pool	1	1	2		
2	1	Construction Financing Pool	1	1	1		
1	2	Mortgage Revenue Bonds/ Cert. program	1	1	1	2	
1		Winterization/Home Maintenance Grants	1	1	1		
	1	Promote compliance with Community Reinvestment Act	1	1	1		
1	1	Housing/ Credit Counseling Assist.	1	2	1		
1		Federal Home Loan Bank/ AAHP	1	1	1		
2	1	Low Income Housing Tax Credits	1	1	1	2	
1	1	Minor Home Repair Program	1	2	1		
1	1	Paint/Labor/Tool Lending Programs	1	1	1		
1	1	Low interest Rehab Loans	1	2	2		
2	1	Nurturing Neigh. Association	1	1	1		
1		Expanded Education Programs	2	2	1		
1	2	Expanded Recreation Programs	2	2	2		
1		Improve Transit Service	2	2	2	2	

1 - Primary      2 - Secondary

FIGURE 4-7: IMPLEMENTATION TOOLS MATRIX I

# LAND USE PLAN

Public Sector	Private Sector	Recommended Program or Action	Emerging	Conservation/ Stabilization	Re-Establishment	New Growth	Urban Reserve
1	1	Anti-Crime Programs	2	1	1	2	
1	1	Expand Health/Social Services	2	2	1		
1		Systematic Street Maintenance	1	1	1	2	2
1	2	R.O.W + Public Easement Maint.	1	1	1	1	1
1	2	Parks + Public Facility Maint.	1	1	1	2	2
1	1	Utility Maint. + Upgrading	1	1	1	2	2
1	2	Water/ Sewer Main Extensions				1	
1	2	Street Landscaping + Lighting	1	1	2	2	2
1	2	Select Area Planning	1	1	1	2	2
1		Revised Zoning Districts/ Mapping	1	1	1	1	1
1	2	Code Enforcement	1	2	2	2	2
1		Tax Increment Financing	1	1	1		
1	2	Special Assessment Districts	1	1	2	1	2
1	1	Quasi-Public Development Corp.	1	1	1		
	1	Minority/Small Business Development Assis.	1	2	1		
1	1	Land Acquisition + Write down	1	1	1		
1		Impact Fees				1	1

1 - Primary    2 - Secondary

FIGURE 4-8: IMPLEMENTATION TOOLS MATRIX II

SECTION FIVE  
TRANSPORTATION ELEMENT

# TRANSPORTATION ELEMENT

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The transportation element of **FABRIC** addresses the future transportation needs for the City of Jackson and recommends certain improvements to the existing transportation system. It is important that the transportation element be supportive of the land use and development patterns that are established by Section 4 of this plan that calls for future growth patterns to be centered on mixed-use development centers that will serve neighborhoods, communities, and the region.

Transportation planning should also be relevant to the city's social, economic, land use, and environmental policies. The plan is implemented through a five year capital improvement program which is updated annually, as well as through other mechanisms such as site plan and development reviews. Roadway improvements should be programmed after appropriate studies have shown the need for repair, increased safety or carrying capacity.

Transportation planning is coordinated with city, county, regional, and state agencies such as Mississippi Department of Transportation, citizens groups and the Metropolitan Planning Organization (MPO). The MPO planner is under the jurisdiction of the Central Mississippi Planning Development District and oversees the process whereby long-range Transportation Plans for freeways such as Interstates 20 and 55, expressways and major arterials are prepared.

Two important transportation plans have recently been prepared in conjunction with the MPO: "Jackson, Mississippi 2022 Intermodal Transportation Plan (1998); and, "Jackson Urbanized Area's Transportation Plan for the Year 2025."

# TRANSPORTATION ELEMENT

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The 2022 Intermodal Plan seeks to create a comprehensive and enhanced transportation system that encompasses the entire region and combines all modes of transportation such as roadways, transit, bicycle, pedestrian, rail and aviation. It is supportive of land development and can help economic development by improving safety, efficiency and aesthetics of the City. The plan further defines transportation improvements in a few key locations such as the Regional Centers including Downtown in which automobiles and bicyclists/pedestrians will interact.

Improvements recommended in this Plan should be adopted as a part of this Comprehensive Plan. It can play an important role in the future of the City by:

- Enhancing economic opportunities through a more thorough and efficient use of transportation resources.
- Using traffic calming as a means of enhancing the stability of residential neighborhoods.
- Creating a concept for urban design continuity using a hierarchy of streetscapes along thoroughfares associated with functional class and location.
- Identifying a broad-based bicycle/pedestrian plan that can be used to enhance alternative transportation modes in Jackson.

# TRANSPORTATION ELEMENT

## SECTION 5.1

### FUTURE DEVELOPMENT

The transportation system needs to be supportive of the land use and development patterns established by this plan in Section 4.3 Land Use Plan to better promote growth and redevelopment of certain areas of Jackson. The redevelopment patterns established are based on a center concept in which the residents would be served by a series of neighborhood, community and regional centers. Each level of center provides different levels of goods and services. The importance of these centers with regards to the transportation network is related to the effective connections that are established between neighborhoods and centers, and between centers. The functional classification proposed by the local Metropolitan Planning Organization, the Central Mississippi Planning and Development District, establishes those necessary connections.

As future development occurs the improvement of the transportation system will be greatly enhanced by the alternative modes of transportation that are advocated in this element of **FABRIC** and the 2022 Intermodal Transportation Plan. Improving pedestrian and bicycle connections between neighborhoods and centers will reduce reliance on the automobile and increase the efficiency of the transportation network as a whole.

Recommended typical urban street sections can be found within the Jackson, Mississippi 2022 Intermodal Transportation Plan and should be applied to the proposed functional classification system to create the future street network. Functional Classification designations in Jackson Urbanized Area's Transportation Plan for the Year 2025 should be followed. Figure 5.1 is a map showing these classifications.



# TRANSPORTATION ELEMENT

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## **Recommendations:**

1. Adopt the Jackson, Mississippi 2022 Intermodal Transportation Plan as a part of the Transportation Element of **FABRIC**.
2. Monitor the implementation of the Jackson, Mississippi 2022 Intermodal Transportation Plan to advocate for appropriate and timely system improvements to serve the citizens of Jackson.
3. Coordinate updates to the 2022 Intermodal Transportation Plan and the Transportation Plan for the Year 2025 with updates to **FABRIC** through annual reviews and 5-year updates.
4. Adopt the transportation system improvements found in Jackson's Urbanized Area's Transportation Plan for the year 2025, produced by the Central Mississippi Planning and Development District.
5. Support the implementation of The Jackson Urbanized Area's Transportation Plan for the year 2025, for the creation of an improved, functional, connected street network to serve Jackson and the region.
6. Develop detailed traffic count and projection information in order to monitor the impacts of development and justify changes/updates to the transportation plans and functional classification of the street network.
7. Promote pedestrian/bicycle-oriented improvements to create alternative transportation networks to connect defined centers and major destination points in the city and metropolitan area.

# TRANSPORTATION ELEMENT

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8. Promote the use of the multi-modal facility and encourage the construction of additional facilities throughout the city.
9. Continue to implement the existing schedule for re-surfacing and widening of major thoroughfares and arterials into the City such as North State Street
10. Conduct an inventory and database of existing traffic signs. Replace, remove and install new signs as needed.
11. Proactively promote the Traffic Calming Ordinance by identifying problem areas, obtaining funding and implementing appropriate techniques such as: (1) street reconstruction; (2) installation of medians, traffic circles, speed humps, chicanes, raised pedestrian crossings, and other suitable methods.
12. Establish and implement a policy of improving vehicular and pedestrian safety and aesthetics in key areas such as major arterials and regional centers.
13. Extend and widen selected major thoroughfares within the City when appropriate such as West County Line Road to improve traffic flow and to make land accessible for new development.
14. Enhance downtown revitalization by changing Capitol Street from one-way to two-way vehicular traffic. Encourage pedestrian uses by widening sidewalks, providing curb extensions or medians at key intersections, and attractive street furniture.

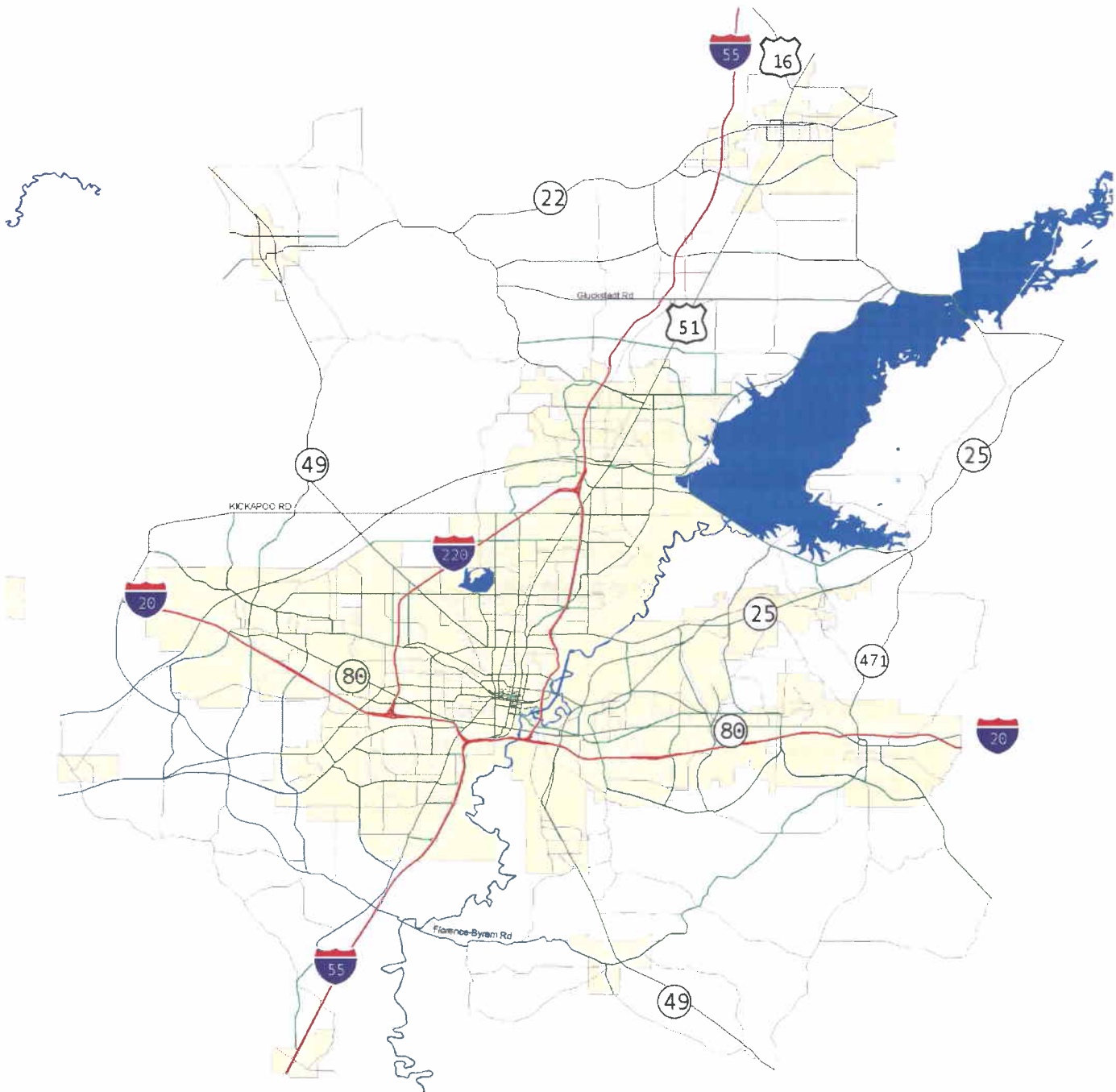
# TRANSPORTATION ELEMENT

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15. Reconfigure Court Street to better accommodate the Telecommunications and Conference Center and the proposed Convention Center Complex.
16. Establish and implement a policy of installing medians on major thoroughfares where increased pedestrian activity and traffic calming is needed. Examples are E. County Line Road, Fortification St. and Medgar Evers.
17. Incorporate sidewalk requirements for all new residential developments, neighborhood and community center development, and retrofit sidewalks in existing areas within a one-mile circumference from schools and along major thoroughfares.
18. Inventory and create a database for all street crossings especially at Schools. Upgrade signal lights, signs and crossings as needed.
19. Continue to upgrade the Intelligent Transportation System on main streets and upgrade citywide to include mass transit information.

# TRANSPORTATION ELEMENT

## FUNCTIONAL CLASSIFICATION MAP



### FUNCTIONAL CLASSIFICATION MAP

City of Jackson Comprehensive Plan  
Jackson, Mississippi

JULY 2003

	INTERSTATE HIGHWAY		COLLECTOR
	PRINCIPAL ARTERIAL		OTHER ROADWAY
	MINOR ARTERIAL		INCORPORATED AREA



NOT TO SCALE

FIGURE 5-1: FUNCTIONAL CLASSIFICATION MAP

5-8 • Jackson, Mississippi  
Comprehensive Plan

**SECTION SIX**  
**COMMUNITY FACILITIES ELEMENT**

# COMMUNITY FACILITIES ELEMENT

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The Community Facilities Element of **FABRIC** addresses the future public facility needs for the City of Jackson. It is important that the future development of critical community facility programs and policies work in concert with those facilities to be supportive of the land use, development and growth patterns that are established by Section 4 of **FABRIC**. The recommendations for the future growth of Jackson are centered on development centers that will serve the community. It is anticipated that components of the community - housing, education, cultural, parks, utilities, public safety and transportation - will be developed in a manner that will support development and redevelopment efforts in a strategic and responsive manner.

## SECTION 6.1

### HOUSING

Housing is an important piece of the future growth and revitalization of Jackson. The provision and maintenance of an economically diverse, high quality housing stock will attract people and assist in the revitalization and sustainability of existing neighborhoods. As such, the City of Jackson should have a plan to address the needs of the residents with regards to housing -- and it does. The preparation of the City of Jackson Housing Inventory and Analysis (JHIA), in 1999, provided the direction for the future development and renovation of the housing stock within Jackson. **FABRIC** supports the efforts and recommendations of that plan.

Section 2.1 of **FABRIC** outlines several critical pieces of information related to the existing status of housing and households in Jackson. In light of the findings of the JHIA, **FABRIC** advocates the pursuit of the goals and objectives from the JHIA, as follows:

# COMMUNITY FACILITIES ELEMENT

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**Goal #1: Enhance the City of Jackson's housing delivery system.**

- Improve the information system.
- Restructure existing housing related programs.
- Establish a neighborhood classification system.
- Upon establishing neighborhood classifications, develop and implement a Target Neighborhood Plan.
- Facilitate an Annual Housing Summit.

**Goal #2: Increase homeownership rate from 56% to 60%.**

- Provide homebuyer education.
- Increase financial resources for First-Time Homebuyers.
- Target areas for increased homeownership opportunities.
- Enhance housing affordability.
- Encourage financial institutions to lower the disparity ratio for minorities.

**Goal #3: Reduce the potential environmental hazards to Jackson's neighborhoods.**

- Market existing city sponsored neighborhood initiatives for clean-up.  
(i.e. illegal dumping of old tires and inoperable appliances)
- Implement strategies for the removal of lead-based paint.

**Goal #4: Ten-percent reduction in structures needing minor repairs.**

- Increase awareness of the housing code requirements.
- Promote private and non-profit sector involvement in City beautification efforts.
- Increase the enforcement of the housing and building codes.

# COMMUNITY FACILITIES ELEMENT

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**Goal #5: Twenty-five percent reduction in structures needing major repairs.**

- Increase resources dedicated to revitalization of neighborhoods and the renovation of existing housing stock.
- Implement technical assistance and capacity building programs for non-profit organizations.
- Implement proactive approaches to code enforcement for rental properties.
- Establish a viable rental rehabilitation program.

**Goal #6: Fifty- percent reduction in dilapidated housing structures.**

**Goal #7: Promote a 15% increase in the development of new units; 2040 structures will be built over the next five years.**

- Market housing development opportunities in Jackson.
- Enhance relations with developers and create incentives for new housing development.
- Provide technical and financial assistance to non-profit organizations.

In light of the information, goals and strategies outlined in the JHIA it is important to link that document and future housing plans to **FABRIC**. Therefore, the following recommendations are being made to ensure that linkage occurs and that future capital investment by the City of Jackson follows a strategic process to target and maximize the use of limited funding resources for the highest priorities and areas of need.



# COMMUNITY FACILITIES ELEMENT

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## **Recommendations:**

1. Adopt the City of Jackson Housing Inventory and Analysis, 1999 (JHIA) as the housing element of **FABRIC**. The City of Jackson is already pursuing the goals and strategies identified in this document. These goals and objectives are valid and support the growth and development vision of **FABRIC**.

2. Update the JHIA document every five years and monitor progress annually. On an annual basis, the departments affiliated with Housing and Neighborhood policies, programs and development should meet to review and report on the effectiveness of their efforts, as well as changes that are necessary due to funding source or other policy/program shifts impacting the delivery of these services. In 2004, a comprehensive update of the JHIA should be conducted to measure the effectiveness of this effort to-date and recommend changes in the strategy to meet established and new goals of the JHIA and **FABRIC**.

3. Utilize the Growth and Infill Strategies Section of **FABRIC** (Section 4.4) to guide the targeting of housing and neighborhood related policies and programs (as recommended in the JHIA) to appropriate geographic areas of Jackson. The **FABRIC** Growth and Infill Strategies Map and Implementation Tools Matrix should be used as a general guide in combination with recommendations in the JHIA until the recommended Neighborhood Classification System outlined in the JHIA can be developed to improve the targeting of policies and programs. High priority should be given to projects in identified Re-establishment and Conservation / Stabilization areas.

4. Coordinate the development of the Community Housing Affordability Strategy (CHAS) with the JHIA and **FABRIC** in order

# COMMUNITY FACILITIES ELEMENT

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to ensure that overall community wide goals are being pursued and accomplished in a strategic manner. This effort will link actual funding resources to adopted goals and strategies in a manner that can be measured and monitored.

5. Pursue opportunities to incorporate a diverse array of housing types in Jackson. Incorporate residential opportunities in the development of the downtown and other infill / redevelopment areas. These opportunities should include loft housing, townhome, condominium, accessory apartments and other urban formats not just single family, duplex or garden apartment housing styles.

6. Incorporate residential uses as part of the development of the neighborhood, community and regional centers proposed in Section 4.3 of **FABRIC**. It is intended that these centers be mixed-use in nature, meaning that a residential component of the center should be developed either as an integrated use (i.e. on the second story of a commercial building) or as a linked adjacent use (connected to commercial development via pedestrian and vehicular facilities). The presence of viable mixed income residential in close and convenient proximity of these centers is critical to the success of commercial uses in these centers.

7. Pursue implementation of the "Ideas to Explore" identified under the Strong Neighborhoods goal in the Goals and Objectives Element of **FABRIC**, found in the Phase 1: Goals and Objectives Document, Page 5. The quality of housing and individual property are linked to the strength of the neighborhood. Several key identified ideas support the JHIA and are necessary for the development of quality neighborhoods throughout Jackson.

# COMMUNITY FACILITIES ELEMENT

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Example ideas identified include:

- Investigate the establishment of trusts for housing to preserve existing housing stock, and guard against the exploitation of young families and the elderly.
- Enact enforceable ordinances that require absentee landlords to maintain property to City of Jackson standards.
- Set minimum housing standards and rental housing inspection criteria.
- Produce a mix of affordable low and moderate income housing through infill development and restoration of existing units.
- Maintain existing housing stock in a safe and sanitary condition.
- Coordinate and support activities that create greater access to affordable housing opportunities.

# COMMUNITY FACILITIES ELEMENT

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## SECTION 6.2

### EDUCATION/ CULTURAL FACILITIES

Educational and cultural opportunities are critical quality of life elements for citizens of Jackson. As identified in the public visioning process for **FABRIC**, "Jackson has the reputation of great cultural offerings and academic excellence in many forms and venues. Retaining this reputation is important..." Quality education facilities must be a part of the future educational program for Jackson and providing an environment in which children and adults can learn and experience a variety of offerings can greatly enhance day-to-day life.

#### *PUBLIC SCHOOLS*

Currently, public elementary and secondary school facilities provided by the Jackson Public School District serve the existing population and cover the developed areas of the City (see Figure 6-1 School Map). There are 58 schools in the Jackson public school system with 8 high schools serving grades 9 through 12, 10 middle schools serving grades 6 through 8, 37 elementary schools serving grades kindergarten through 5 and 3 special schools - Capital City Alternative, Career Development Center, and Morrison Academic Advancement Center.

# COMMUNITY FACILITIES ELEMENT

The distribution of public school facilities appears to be adequate to serve the current population of Jackson. As the City grows, additional facilities will be necessary to accommodate additional enrollment and physical expansion of the city. Similar to other community facilities covered in this section, the Jackson Public School District does not have a plan to address this future growth. It is important for the school district to be prepared for growth and equipped to anticipate and respond to the need for additional facilities. Such issues can be addressed through the preparation of a master plan that would include a focus on the growth of the school district facilities.

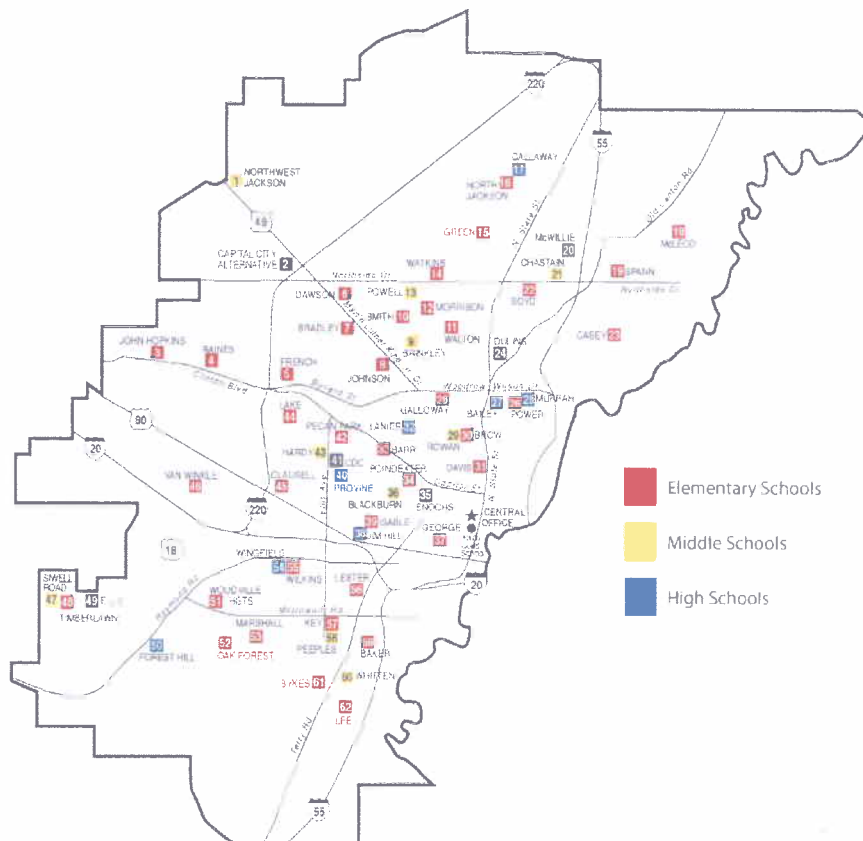


FIGURE 6-1: SCHOOL MAP

# COMMUNITY FACILITIES ELEMENT

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## **Recommendations:**

Because it is a goal of the City of Jackson, as identified in **FABRIC**, to "Achieve excellence in public education," and because the status quo will not accommodate expected changes, the following recommendations are being made:

1. Investigate means and methods to expand local school district funding, including local, state and federal sources in order to enhance the public educational experience.
2. The Jackson Public Schools (JPS), should prepare a physical analysis/ inventory of all public educational facilities in Jackson in order to develop a strategic capital improvements program for implementation through future bonding efforts.
3. The JPS, in conjunction with the Planning Department of the City of Jackson, should prepare and adopt a future School Facilities Master Plan and Growth Strategy based on the population and growth projections, the growth and infill strategy and the land use element of **FABRIC**.
4. Prepare a land identification and acquisition process, through which land can be acquired for new public school facilities, based on the School Facilities Master Plan and Growth Strategy. Prime locations for future schools are areas identified as adjacent to neighborhood and community centers in Section 4.3 of **FABRIC**.
5. Establish/continue a working relationship between JPS and the City to review the School Facility Master Plan and Growth Strategy on a regular basis for necessary changes as development patterns and growth trends change.

# COMMUNITY FACILITIES ELEMENT

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6. Develop a cooperative association with private schools in Jackson in order to leverage resources and facilities as growth occurs.

## *HIGHER EDUCATION*

The City of Jackson is home to a number of colleges, universities and specialized post-secondary schools including Belhaven College, Hinds Community College Academic Technical Center, Hinds Community College Nursing and Health Center, Jackson College of Ministries, Jackson State University, Millsaps College, Mississippi College School of Law, Mississippi State University 5th year Architectural School; Reformed Theological Seminary, University of Mississippi Medical Center, and Wesley Biblical Seminary.

Jackson State University (JSU), Mississippi's fourth largest state-supported university, offers bachelors, masters, and doctoral degrees, including the state's only doctorates in environmental science and early childhood education. JSU was first established in Natchez, MS on October 23, 1877 with 20 students. The 2002-03 school enrollment was 7783 students. The State assumed support of the college in 1940 and in 1979, Jackson State was officially designated the Urban University of the State of Mississippi. JSU emphasizes public service programs designed to enhance the quality of life and to seek solutions to urban problems in the physical, social, intellectual, and economic environments. The 128-acre campus, located immediately Southwest of Downtown Jackson is in the midst of a major expansion. Located adjacent to the new Metro Parkway, JSU has taken a lead role in the revitalization of adjacent neighborhoods. The newly created

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Urban and Regional Planning Department offers Master's and Doctoral degrees and works with the City of Jackson Planning Department on numerous projects. JSU is also the host university of the Universities Center, located on Ridgewood Road.

With an endowment of over \$90.1 million, Millsaps College, a privately supported liberal arts college founded by members of the Methodist Church in 1890, is located on 100 acres immediately north of downtown Jackson. Consistently ranked as one of the best values in higher education, Millsap's 2002-03 total enrollment was 1,314. The \$17+ million Campus Life Complex on campus is the venue for numerous arts and cultural events open to the public each year.

Another centrally located school, Belhaven College, which was founded in 1883, is located on a forty-two acre site, surrounded by the historic Belhaven neighborhood. Belhaven offers five bachelor's degrees in twenty major areas in fifteen departments as well as pre professional programs in the ministry, medicine, dentistry, law, and nursing, and a professional program in medical technology.

The University of Mississippi Medical Center, the health sciences campus of the University of Mississippi, occupies a 164-acre tract of University-owned land in the heart of Jackson. The original eight-story building is now the nucleus of a major academic health sciences complex. Located on the Medical Center campus, are the University Hospital, Winfred L. Wiser Hospital for Women & Infants, Blair E. Batson Hospital for Children and, the University Medical Pavilion. One mile west of campus, the Jackson Medical Mall houses the hospital's primary care clinics, the ambulatory specialty clinics and the Jackson Heart Study offices. The Medical Center also owns and operates the 84-bed University Hospital.



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UMC has its own heliport for emergency Air Care and an acute care tower. The University is the only hospital in the state designated as a level one trauma center. The 2002-2003 total student enrollment was 1642, with students from 32 U. S. States and 34 foreign countries.

The American Missionary Association of New York purchased a plantation of five hundred acres of land near Jackson in 1869 and established on it a school for the training of young people "irrespective of religious tenets, and conducted on the most liberal principles for the benefit of our citizens in general." In 1871, the Legislature of the State of Mississippi granted the institution a charter under the name of "Tougaloo University." Courses for college credit were first offered in 1897, and the first Bachelor of Arts degree was granted in 1901. In 1916, the name of the institution was changed to Tougaloo College. As a small, African American, private, coeducational liberal arts institution, Tougaloo has won national respect for its high academic standards and level of social commitment. Typical enrollment at this time is around 1,100 students who continue to enjoy the beautiful campus established 125 years ago.

Mississippi College, located in adjacent Clinton, MS. offers graduate courses leading to a doctor of jurisprudence degree at their Jackson campus located at 151 E. Griffith St., in downtown Jackson. Current enrollment is approximately 425 students. This location affords student easy access to local, county, and state governmental offices.

Among other specialized training offered in Jackson is that of the Hinds Community College Technical Center and the Nursing/Allied Health Center both of which are non-resident locations.

Mississippi State University (MSU), offers the state's only

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professional architecture training program, and maintains a satellite campus for their fifth year students in Jackson to take advantage of the area's urban resources.

Although based in Jackson since 1977, the MSU 5th year Architectural Program and Urban Design Studio recently remodeled a 20,000-square-foot, three-story structure located at 509 E. Capitol St for its permanent home. This historic Kress "five and dime" building contains classrooms, student studios, the community design center, a distance learning classroom, lecture hall, and public art gallery. Future plans include construction of new 17,000 square foot, four-story residence containing 16 student apartments on the adjacent lot.

The Jackson Community Design Center, a part of the MSU Architectural School, serves the community of Jackson by working with various non-profit organizations, churches, housing authorities, community development organizations, neighborhood groups, the City of Jackson planning office, and the Jackson State University Department of Urban and Regional Planning on projects that aim to repair and improve the city, its neighborhoods and its buildings.

Several religious and theological schools are located in Jackson including Reformed Theological Seminary, 5422 Clinton Blvd.; Wesley Biblical Seminary, 787 W. Northside Dr.; and Jackson College of Ministries, 1555 Beasley Road.

Jackson area schools of higher learning offer a diversity of degrees and other types of specialized training; however, the higher tuition fees of the private colleges can present a challenge to prospective students. As the only publicly supported school offering four year and graduate degrees located in Jackson,

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Jackson State University must continue its role of meeting the educational needs of the community at large.

The primary point of interaction between the Schools of Higher Learning and the City of Jackson in terms of physical plants and planning are: Contextualization of the campus and its buildings into the neighborhoods; providing adequate transportation routes both vehicular and pedestrian to and from the campuses; and encroachment issues as they relate to school growth beyond the existing campus.

Also of vital importance is the emerging collaboration and partnerships that have emerged between faculty and staff of various college departments and the City of Jackson especially Jackson State University and the Mississippi State University 5th year Architectural School and allied Design Studio.

## **Recommendations:**

1. Continue to encourage partnerships and collaboration between colleges and the Department of Planning and Development, including physical design, revitalization of neighborhoods, economic development, and business development.
2. Design and build accessible points of entry off of major arterials for vehicular traffic to and from schools. Work with local schools and neighborhood organizations to reduce traffic going through residential neighborhoods to and from schools.
3. Enhance pedestrian and mass transit routes to accommodate students going to and from schools by building or improving sidewalks, creating bike trails, and providing appropriate transit services.

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4. Determine complementary and needed land uses along major arterials located in proximity to colleges to better accommodate student needs, including multi-family, retail and service uses.
5. Work with school officials, students, and adjacent neighborhood organizations to create appropriate design standards for future buildings and any adjacent or close commercial uses.
6. Establish existing and future campus boundaries in cases where colleges are located within residential neighborhoods. This should be accomplished with input from neighbors and school officials.
7. Include workshops and public meetings for revisions to Comprehensive Plan at Colleges and directed toward students.

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## *CULTURAL FACILITIES AND RESOURCES*

### ***Historical Context***

Jackson's rich cultural history is reflected in the architecture of public buildings, the pattern and beauty of downtown buildings and districts, tree lined residential neighborhoods, and the diversity and ambience of cultural activities and places. One of the most distinctive attributes of the City is the beautiful canopy of trees and the profusion of colorful flowers and blooming shrubs.

The history of Jackson is also reflected in public buildings and downtown districts. The original town plan, drawn by Peter Vandorn, called for every other block to be a public park. Although this plan was compromised, the original "Capitol Green," continues to provide a prominent eastern anchor to Jackson's broad main street, Capitol Street. At the Western end of downtown is the recently restored Union Station, soon to house retail shops and serve as a multi-modal hub. To the North and one block over on Amite is North Farish Street, once a vibrant African-American commercial and residential area currently undergoing restoration and revitalization as a shopping and entertainment district.

Jackson is not only the Capital City of the State, but also the County Seat of Hinds County, and the primary location of various Federal offices. Downtown is replete with historic public buildings including Mississippi's first capitol, the "old" State Capitol Museum, initially a two-story brick structure only 40 feet by 30 feet. The "new" Capitol, completed in 1903 patterned after the National Capitol, is on the city block bound by Mississippi Street on the south, North President on the east, North West Street on the west, and High Street on the North. Jackson's City Hall, located at 219 S. President, was built in 1846 and still serves as the working seat

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of municipal government. The massively columned four-story building and the lawn, is one of the most photographed buildings in the City. Adjacent to City Hall is the old Central Fire Station, located at 201 S. President St.; now serving as the office of the Metro Chamber of Commerce.

Many other historic buildings and sites are located in the downtown area including the Hinds County Courthouse at Pascagoula and S. President Streets; Mississippi Governor's Mansion, completed in 1842, located on Capitol Street across from the city's first "skyscraper," the ten-story Gothic Revival-style Lamar Life building completed in 1925. To the West is the James O. Eastland Federal Courthouse. Located immediately east of the Governor's Mansion are two notable buildings, formerly Emporium's and Kennington's Department Stores which have been restored as office buildings.

During periods of rapid growth such as the decade of the 1940's when the City experienced a 58% increase in population, older retail shops, hotels, and homes in downtown Jackson and along North State Street were demolished. Newer buildings of outstanding architectural design have often taken their place such as One Jackson Place office complex, Thalia Mara Hall, Russell C. Davis Planetarium and the Mississippi Telecommunications Conference Center currently under construction. Unfortunately, in many cases, paved parking lots and marginal quality structures were built as infill.

One of the most significant aspects of Jackson's history is its degree of involvement in the Civil Rights Movement from 1945 through the 1960's. Over 55 sites selected for their historical significance as meeting places, locations where important events

# COMMUNITY FACILITIES ELEMENT

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took place and association with notable individuals and organizations involved with the Jackson civil rights movement have been identified and catalogued in "Jackson's Civil Rights Movement Driving Tour." Some of the locations cited are public buildings, individual homes and many are churches that merit consideration as historic structures.

## ***Historic Preservation Efforts***

The City adopted a Historic Preservation Ordinance to protect the architectural integrity of significant buildings and areas. The Ordinance enforces exterior Architectural guidelines to properties that are a part of an officially designated local Historic District and local Landmark sites. There are currently five such Districts: Belhaven, Belhaven Heights, Farish Street, Medgar Evers, and Morris. Twenty local landmarks have been identified. More specific Design Standards and Criteria have been written for two of the Districts and more general Design Standards and criteria are used in other areas.

In addition, certain areas and buildings are listed on the National Register of Historic Places. At the present time, Jackson has thirty-two individually listed National Register Properties, one National Register Archaeological Site, seven National Register Historic Districts, and two National Historic Landmarks.

Several significant Surveys and Studies have been prepared in recent years including "From Frontier Capital to Modern City; A History of Jackson, Mississippi's Built Environment, 1865-1950", (2000); "Jackson, Mississippi CBD (*Central Business District*) Historic Resource Inventory Report", (2002); and "Survey Report: Jackson Historic Resources Survey, Phase II", (August, 1997).

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Strict enforcement of the Historic Preservation Ordinance has been of immense value in preserving several historically significant areas, however, there are many other neighborhoods and buildings that are significant community assets and exemplify Jackson's character through urban form, function, or aesthetic appeal. These areas need protection but do not necessarily qualify under the Historic Preservation guidelines to become an historic district. Some of these are: portions of Meadowbrook, Alta Woods, portions of Oak Forest, Fondren, Cherokee Heights, Silvey, Pecan Tree and Buena Vista Subdivisions; areas immediately north of the Capitol Complex, and the Central Business District.

## ***Design Overlays***

One method commonly used in Jackson is the creation of Zoning Overlay Districts designed to create more stringent restrictions than the underlying base zones. This method can be utilized to protect any areas where common characteristics of the lots or buildings are important to preserve and where Protective Covenants have expired or do not exist. This will ensure that infill buildings and development does not compromise the integrity of the neighborhood. Some existing overlay districts need revision and updating to afford better protection. In some cases specified overlay districts have been the first step in moving forward with a more aggressive design strategy such as Fortification Street that was awarded an Urban Main Street status.



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## ***Vistas, View Corridors and Scenic Entries***

Specific areas along Interstates 20 and 55 and U. S. Highways 49 and 51 have limited protection from billboards under the City's Current Sign Ordinance. No other protections exist to preserve vistas, or views or to control signs along State Highways or principal Arterials.

Certain areas of Interstates 20 and 55 have limited commercial development due to the lack of frontage roads but do have views of a significant amount of open land, some of which is adjacent to the Pearl River. A portion of Interstate 55 North has a panoramic view of the City skyline including the dome of the State Capitol.

It is of vital importance to protect and preserve the natural scenic beauty and the view of the Jackson skyline and the State Capitol, not only from Interstate 55 but also for those traveling into the City from various roadways and exit roads. At present the vista to the State Capitol Dome is not protected in any manner.

Areas directly visible from the Interstate Highways and other major access corridors and principal arterials should be designated as such and have specific design restrictions developed pertaining to size of lots, limitation of curb cuts, size and height of signs, landscaping and tree coverage, architectural character of buildings, and preservation of open space. Achieving a common unified appearance along a roadway enhances the attractiveness of the area and adds to the economic vitality by presenting an inviting façade to shoppers. Creating Overlay Districts within the Zoning Ordinance can enforce urban design and architectural design restrictions.

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Maintaining the attractiveness of these roadway corridors will enhance the economic value of the community by encouraging tourism and trade. Preservation of open greenbelt areas along the Pearl River will provide additional recreational areas while preserving the scenic entries into the City.

### ***Cultural Facilities, Public Art and Performances***

Thalia Mara Hall, the City Auditorium, located at 255 East Pascagoula St. in downtown Jackson, is home to the Mississippi Opera, the Mississippi Symphony Orchestra, and the Mississippi Ballet. Thalia Mara Hall is a frequent venue for Broadway Tour productions and performances scheduled by the Thalia Mara Arts International Foundation.

The Mississippi Museum of Art at 201 E. Pascagoula St. is home to a permanent collection of more than 3,100 works of art including art created by and relating to Mississippians and their diverse heritage. Seasonal exhibitions are organized regularly. Connected to the Museum are the Russell C. Davis Planetarium and the Mississippi Arts Center providing offices and classroom space venue to art and cultural organizations.

The Mississippi Commission for International Cultural Exchange, Inc. has sponsored three international exhibition projects, two of which received the coveted "TOP U.S.A. EVENT" in 1998 and 2001 by the American Bus Association. The 2004 Glory of Baroque Dresden Exhibition, a one-time, one-city appearance in North America will be at the Mississippi Arts Pavilion, March 1 through September 6, 2004.

The Alamo Theatre, a restored movie theater located on historic

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Farish Street, is the venue for various musical gatherings. The Farish Street area in general is used for the annual Farish Street Festival.

Smith Robertson Museum and Cultural Center, 528 Bloom St., is housed in the former Smith Robertson School, the first public school built for African Americans in Jackson. The Museum and Cultural Center is dedicated to increasing public understanding and awareness of the historical experiences and cultural expressions of people of African descent. The school opened in 1894 and was named for Mr. Smith Robertson, a former slave who migrated to Jackson and operated a successful barbering business. Although the original two-story wood structure burned in 1909, it was replaced that year with a brick structure. In 1929 the building was enlarged and enhanced with an Art Deco façade. Between its closure in 1971 and the opening of the Museum in 1984, the building was in danger of demolition but was saved due to efforts of local citizens who submitted a petition to save the building. Dr. Alfreedteen Harrison and Dr. Jessie Mosley helped organize efforts to save the building. Dr. Mosely was the first director of the museum and was named "Director Emeritus." The City is working to improve the grounds surrounding the Museum and to provide linkage from the Museum to Farish Street.

Other cultural and historic public facilities in the City include the Old Capitol Museum of Mississippi History, Mississippi Department of Archives and History, the Manship House Museum, Mississippi Sports Hall of Fame and Museum, the Municipal Art Gallery, Medgar Evers Home Museum, Mississippi Museum of Natural Science, and the Mississippi Agricultural and Forestry Museum, on Lakeland Drive, which centers around an authentic recreation of an 1800s farm community.

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## ***Public Squares, Open Areas, and Public Art***

Some of the areas where outdoor community events are held include:

- Smith Park, 302 Amite St., located downtown immediately north of the Governor's Mansion. Other pocket parks located around town are suitable for small gatherings.
- One Jackson Place, Lamar and Capitol St. open lawn area. This area is used for various outdoor events including Red Beans and Rice Cook-off and Jubilee Jam. Some events spillover onto adjacent public streets and other open areas.
- Old Capitol Museum War Memorial Building front lawns.
- Hinds County Courthouse front lawn and City Hall Garden and Lawn.
- State Fairgrounds and open arena areas are used for events involving livestock and horses and the annual State Fair and Rodeo.
- LeFleur Park and Mississippi Agricultural and Forestry Museum. State owned areas that are used for festivals, reunions, and other gatherings.

One of the most significant areas along the stretch of the Pearl River closest to Downtown Jackson is currently under study to determine the feasibility and costs of building an open park with various venues for public gatherings. Also Public Art Displays have begun to be incorporated into the Downtown Landscape such as the "Catfish Parade" in 2003.

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## **Recommendations:**

1. Develop a detailed plan for Downtown Jackson that will designate appropriate types of land uses, establish ideal height, mass, signs, and architectural design for infill buildings on vacant lots, while protecting existing buildings. Street improvements including sidewalks, street furniture, trees, and lighting should be included.
2. Formalize the Downtown Plan by adoption of specific design and development criteria that requires adherence to development standards for the Central Business District as defined in the Zoning Ordinance.
3. Work with State Officials and County Officials to develop laws or Ordinances that will protect the view of the dome of the Mississippi State Capitol Building and the adjacent land uses to the Capitol Plaza area.
4. Identify boundaries for designated Scenic Areas on I-55 North and I-20 that will protect vistas of Downtown and/or open areas. Develop overlay districts controlling architecture of new buildings, urban design and spacing, landscaping and signs. Implementation of current Gateways and Cornerstone Project will be a logical first step.
5. Identify major gateways into Jackson such as U. S. Highway 51 North (North State Street) and South (Terry Road), U.S. Hwy. 80 West and Lakeland Drive. Develop appropriate overlay districts controlling urban design and spacing of buildings, signs, landscaping, number of and type of curb cuts, and other attributes of infill or new development.

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6. Identify historic buildings and neighborhoods that would qualify for Historic Preservation Districts or local landmark status and/or identification as a legal Conservation District with design for infill.
7. Identify other cohesive neighborhoods that exhibit distinctive architectural and/or outdoor characteristics that can be protected through overlay zoning that may be less stringent than Historic Preservation Districts.
8. Write and adopt a Tree Ordinance that will protect trees on public Rights of Way and public properties.
9. Work with the Mississippi Urban Forestry Council and the Mississippi Forestry Commission to become a Tree City U.S.A.
10. Identify an appropriate area in the Downtown Area for an outdoor Pavilion to accommodate outdoor musical concerts and other cultural events. Work with local organizations to identify funding sources.
11. Continue to work with the Arts Alliance and other organizations to schedule regular outdoor art displays.
12. Promote and seek sponsorship for free access for school children to attend significant musical and art events.
13. Determine the adequacy of art and musical training to those unable to pay for such training and seek sponsorship for same.
14. Formalize the practice of utilizing a specified portion of the funds for new facilities located in public places on public art that

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mirrors the culture of Jackson.

15. Consider adopting citywide architectural thresholds for commercial and public buildings that will require natural building materials such as brick, stone, wood and will "fit" within the context of surrounding buildings.

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## SECTION 6.3

### PARKS AND RECREATION

The provision of public parks and recreation facilities is vital to the quality of life in any community. While public parkland, open space, and recreational facilities and programs can be provided through a variety of public and private agencies and organizations, the focus of **FABRIC** is the provision of public parkland and facilities by the Jackson Parks and Recreation Department.

An outline inventory of major components in the existing park system is provided in Section 2.5 of this document. Recent strides have been made by the Parks and Recreation Department to address the maintenance and upgrade of existing parks and equipment. The Parks and Recreation Department does not currently have a Master Plan for the future growth of the parks and recreation system in Jackson; however, a five -year plan is updated periodically and adhered to as funding becomes available. The recent upgrades and maintenance program is a result of this planning.

Although it is critical to maintain existing facilities it is just as important to plan for the future growth of the community. As cities look to growth in the future there is an increased demand to provide high quality parks, facilities and programs that make the community a desirable place to live. The National Recreation and Parks Association (NRPA) has established standards to guide the provision of park and recreation lands (Figure 6-2). These standards provide a good guideline for the City of Jackson to follow when planning future parks and recreation facilities and in determining the amount of land and allocation of resources to various areas of Jackson.

Based on Jackson's population from the 2000 census it appears that the City is substantially consistent with the NRPA standards



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for a desired amount of parkland to serve the existing population. Currently the Parks and Recreation Department has 54 parks that cover approximately 2,300 acres. Based on the NRPA standards, 2,300 acres is just below the amount needed, 2,395 acres, to serve the population of Jackson (184,256) in 2000. Based on the projected population 209,000 people in 2020, the City will need to provide an additional 282 acres of parkland to serve its citizens. It should be noted that these standards do not include acreage for a greenway, trail or linear park component that can be used to link parks with neighborhoods and community destinations.

Linear parks or trails can utilize existing paths or trails, sidewalks, roadways, creeks / rivers and drainage areas. Standards from other communities, as well as national standards, suggest that approximately 1 mile of walking / bike trail per 3,000 people and/or approximately 4 acres of linear parkland per 1,000 people are comparable standards for a city the size of Jackson.

The city does have walking trails as a part of a larger park system and has recently obtained funding for the "Little J" Trail that will generally follow the path of the abandoned "Little J" railroad west from the Jackson State University campus. This will be accomplished as a part of the widening and upgrading of J. R. Lynch Street.

An additional 62 miles of trail and/or 836 acres of land will need to be developed in order to accommodate the needs of the future population of Jackson. The importance of a linear park component is not only related to parks and recreation, but also to community appearance, quality of life, and maximizing the use of community features and resources (i.e. drainage ways, roadways, etc.) for a variety of functions.

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A relatively recent trend toward providing a large multi-purpose park with numerous types of outdoor activities as well as multiple ballparks for all sports has emerged to encourage scheduling out-of-town tournaments and to develop the city as a sport destination. The City owns a 125-acre tract of land on North Wiggins Road that was donated by the Corp of Engineers. Formerly the site of a scale model of the Mississippi River that was used by the Corp to model flooding conditions, the site would be adequate as a location for a multi-purpose park. In addition the site is located in the general location of a proposed new interchange at Interstate 20.

In addition to City owned facilities, there are numerous recreational opportunities for Jacksonians due to the number of State owned and maintained facilities located in Jackson. Some of the more significant are: Lefleur's Bluff, an open park and golf course with clubhouse; Mississippi State Fairgrounds; the old and new Capitol grounds; Mayes Lake Campgrounds and fishing lake; the Natural Science Museum; and the Sports Hall of Fame.

Livingston Park and Zoo, located at 2918 West Capital Street is currently undergoing an eight million dollar renovation / construction project, rebuilding many of the older exhibits, and adding a Mississippi Wilderness Exhibit area showing native Mississippi plants and animals in their native habitat. The Jackson Zoological Park property is owned by the City of Jackson but managed by a separate entity. This valuable resource has been in existence for 85 years and remains one of Jackson's most enjoyable recreational resources.

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Each of these facilities should be considered as part of any future public open space/ park system planning. The unique features of each will need continuous capital investment to maintain and upgrade the existing facilities. This will require cooperative planning and funding among various agencies.

The citizens participating in the **FABRIC** public visioning process adopted the following objective:

"Develop a park and open space system that provides a diverse set of recreational opportunities to existing and future residents."

The provision of this system should be done in a cost effective and equitable manner. That means that the City of Jackson needs to strive to create a future system that meets the needs and desires of all citizens by creating safe and accessible facilities residents can utilize and support on a daily basis. Given this objective, recommendations for implementing a cost effective and equitable park and open space system through **FABRIC** are provided below.

## **Recommendations:**

1. The Jackson Parks and Recreation Department should continue the major upgrades to park facilities such as the ones identified in the 2003-2007 and the 2004- 2008 Capital Improvements Plan. Examples are given below:

- Grove Park - golf course renovation, tennis center construction/renovation
- Battlefield Park Water Feature-Construct within existing Park.

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- Parham Bridges tennis center renovation and repaving of tennis courts
- Sonny Guy Golf Course renovation
- Tennis Center South renovation and restoration of tennis courts
- Playground Equipment installation at all parks which require this upgrade.

2. Construct a new Park and Maintenance Building to replace the existing building that is in a very poor state of repair. This will improve security for storage of equipment, working conditions of employees and help morale.

3. Develop a Park and Recreation system master plan that can be adopted as an element of **FABRIC**. Such a master plan should be linked to the vision and goals of **FABRIC** establishing an effective and strategic program for long-term facility development, trails, capital improvements and recreational programming beyond the current Capital Improvements Plan. Example projects can include the reopening of Lake Hico, the festival grounds near Jefferson Street, and a multi-purpose park and recreational facility.

4. Develop shared use and joint program relationships to formally share facilities with the local school district and state facilities to maximize the public investment in these resources through greater use and access by the public.

5. Pursue the development of alternative revenue sources to fund the acquisition and development of parks. Such revenue sources include corporate gifts, grants, and cooperative agreements,

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private land development set aside / dedication and/or fees in-lieu of land for establishing parks in new growth areas.

6. Begin to investigate the acquisition of land in identified new growth areas for the establishment of new public parks based on the service area standards in Figure 6-2. A strategic land acquisition program and funding base should be established and incorporated in the Capital Improvements Plan. The process of acquiring land should begin ahead, or through, the private development process in order to minimize the cost.

7. Identify and acquire appropriate easements and/or rights-of-way along linear corridors, such as rivers and creeks, major transportation arteries, utility corridors, abandoned and minimally used rail lines, that link park and recreation resources with each other, with other community destination centers, and create a trail system throughout the community.

8. Establish funding within the Capital Improvements Plan for identifying and acquiring available vacant land within the developed portions of Jackson in order to fill service area gaps in the established system.

9. Inventory, map and develop a strategic acquisition / preservation program of significant natural resources (e.g. areas of vegetation, water resources, wildlife habitat and wetlands) to protect and incorporate these resources into the **FABRIC** of Jackson through enhanced public access and use.

10. Prepare a Pearl River Master Plan for public access and use of the river corridor in Jackson. Recommendations resulting from this master plan process should be incorporated into the Capital Improvement Plan.

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11. Investigate the use of supplementary funding sources, i.e. sales tax, user fees, special assessment districts, dedicated property tax, etc., for adequate ongoing maintenance of existing and future parks.

12. Improve safety in existing parks through enhancements such as lighting, police or citizen safety patrols, minimizing the opportunity for isolating users, and improvement maintenance.

13. Establish design criteria for new parks.

14. Make appropriate park improvements to meet the Americans with Disabilities Act (ADA).

15. Develop an Adopt-a-Park program to increase the sense of ownership in public parks and aid in the effort for improved park maintenance and safety.

16. Establish a formal method of coordination between the Parks and Recreation and Public Works Departments to ensure the incorporation of linear park components (i.e. bike routes, multi-use trail, and visual landscape enhancements) along key transportation routes and drainage ways occurs as part of public improvement projects.

17. Public open space/ park area should be incorporated into or connected to the development of neighborhood and community centers. Connections should be pedestrian oriented.

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Park Type	Description	Typical Facilities	Service Area/ Pop. Served	Acres Required
<b>Neighborhood Park</b>	Provides recreational opportunities for all ages of the neighborhood. When possible, neighborhood Parks should be separate facilities, however, they may be located adjacent to elementary schools or linear parks.	Play apparatus for all ages of children, multi-use paved surfaces, picnic areas with shelters, informal ball fields, walkways, tennis courts, restrooms and landscaping.	¼ to ½ mile radius/ 1,000 to 5,000	5 / 1,000 pop.
<b>Community Park</b>	Provides recreational facilities for the community to utilize. Facilities should be provided for people of all ages. Should be located on arterial streets and accessible by pedestrians and bicyclists.	Swimming pools, lighted athletic fields and tennis courts, pedestrian and exercise trails, large picnic areas with shelters, landscaped areas to buffer adjacent developments, areas of natural value and water areas.	½ to 3 mile radius / 15,000 to 20,000	3 / 1,000 pop.
<b>Metropolitan Park</b>	To accommodate social, cultural, educational, and physical activities of particular interest to the community.	Lighted athletic complex, large swimming pool, nature center, zoo, community center, museum, golf course, historical sites and amphitheater.	Whole Community / Varies with usage	Varies
<b>Regional Park</b>	Provides extensive areas for passive recreation and regional recreational facilities that compliment urban resources.	Campgrounds, picnic areas, nature centers, wildlife sanctuaries and golf courses.	Urban areas / 50,000 to 100,000	5 / 1,000 pop.
<b>Linear Park/ Trails</b>	Elongated corridors of open space, parkland or trail that provide paths for walking, biking, and other recreations	Drainageways, utility corridors, rail/roadways right-of-ways	Whole Community	4/1,000 pop.

FIGURE 6-2: PARK AND OPEN SPACE GUIDELINES

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## SECTION 6.4

### PUBLIC SAFETY

Public Safety is one of the greatest concerns of the population of any city. As identified in the visioning process of **FABRIC** it is important that the City "provide the residents of Jackson with the highest quality and most efficient public safety services available." In the City of Jackson, two Departments are the primary guardians of safety for residents of the community - the Jackson Fire Department (JFD) and the Jackson Police Department (JPD). Both departments have a long history of providing outstanding service to the City.

It is of utmost importance that the Fire and Police Departments have access to resources and capital improvements necessary to ensure prompt and effective service to current and future residents and visitors.

#### *JACKSON FIRE DEPARTMENT*

The Jackson Fire Department (JFD) currently has 21 fire stations in 3 fire districts that serve the City of Jackson. The JFD has a plan for the future that focuses on two distinct areas of operation, infrastructure and delivery of customer service. A recent survey of the fire facilities revealed that at least seven of the existing fire facilities are in need of repair or replacement. Those stations most in need of repair are those built in the 1950's and the 1960's. The older fire stations are exhibiting signs of foundation faults, leaking roofs, sub-standard electrical and mechanical systems and other inefficiencies. It is important that facilities used to house firefighters and equipment are in good working order so that responses can be expedient and efficient.



## COMMUNITY FACILITIES ELEMENT

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Current facilities needs for the JFD include construction of a new training center complex. This is a requirement for JFD to maintain its status as an approved training site. The construction of this new facility would present the opportunity to consolidate services, if desired, and provide better, more efficient service to the citizens of Jackson. A joint need of the Fire and Police Departments is the expansion and improvement of the Internal Affairs Facility. Currently the facility is too small and is not designed to accommodate the uses that it houses.

The JFD is also in need of additional support and upgrading in terms of personnel, special equipment and new apparatus. The additional personnel are necessary to form special operational teams in response to Homeland Security and other requirements.

In addition to the currently needed improvements to the JFD facilities, it is important to plan for the future growth and development of the city. A recent increase in residential and commercial development in northeast Jackson along Old Canton Road presents a need for a new station to relieve surrounding area stations and their service call volume. New fire facilities will need to be considered as the city grows in physical size. If the city continues to grow in its current pattern, primarily to the north and south and secondarily to the west, service to these locations will be needed. A new fire station in the Byram community area as well as a new fire station on West County Line Road near Highland Colony Parkway, could best serve this additional growth, and should be considered if growth occurs as outlined in Section 4 of **FABRIC**.

# COMMUNITY FACILITIES ELEMENT

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New construction and rehabilitation of existing fire stations should be coordinated in conjunction with the Growth and Infill Strategies Section of **FABRIC** (Section 4.5), to provide adequate services. New fire facilities should be situated within or adjacent to neighborhood, community or regional centers. Location within these centers will provide good accessibility and connections to all areas of the city.

## **Recommendations:**

1. A top priority project for the Department is the Fire Training Center and the Emergency 911 Communication Centers that will be located in the Northwest Industrial Park. Phasing for this project will be addressed in the annual Capital Improvements Plan.
2. The City, with input from the JFD, should select the most appropriate site for the Fire Museum. Two possible choices are: (a) Purchase adjoining land around existing Fire Museum and continue to use as a working fire station as well as the Fire Museum, or (2) Select another appropriate site and move the entire operation to the new location.
3. JFD should seek and secure funding for the replacement of Fire Station No. 16 on Lakeland Drive, to better serve the medical community and surrounding areas, and Fire Station No. 3 on Fortification.
4. Structural repairs including roof repairs and interior damage caused by water to Fire Station No. 7 on North State Street, and damage to Station No. 19 should be accomplished as soon as possible.

# COMMUNITY FACILITIES ELEMENT

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5. Replacement of Fire Station No.11 on Terry Road should be sought, to provide a modern facility and increase the capacity and functionality of this location for aerial and additional equipment.

6. The Jackson Fire Department should pursue the renovation of Central Fire Station on South West Street, for expansion of the facility and the replacement of the dated HVAC system.

7. The Jackson Fire Department should seek and secure funding for the expansion and improvement of the joint Fire and Police Department Internal Affairs facility to provide adequate, functional space for its employees.

8. The department should continue to proactively and strategically plan to update/replace equipment, apparatus and facilities in order to retain its high service rating. This will help citizens retain lower insurance rates.

9. Working with the Planning Department, the JFD should prepare a facility master plan that addresses necessary improvements to existing facilities but also the future facility needs of the system. Future facilities should be within or in proximity to neighborhood, community and regional centers as proposed by **FABRIC**. New facilities will be needed in service areas outlined in this section of **FABRIC** and accepted response times and service standards should be maintained.

## *JACKSON POLICE DEPARTMENT*

The Jackson Police Department has a long and illustrious history dating back to 1822. The year 1873 marked the first uniformed Police with caps, badges, and batons, and in 1878 the first police detective was appointed. In 1917, greatly expanded specialized bureaus and divisions were formed. Motorized Patrol Units were

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added and Model T Fords were replaced by newer ones. In 1952, the Department occupied a modern headquarters building at 327 East Pascagoula Street and in 1965 the Police Training Academy and the Pistol Range were constructed. A major reorganization in 1972 witnessed the creation of a Criminal Intelligence Division, a Community Relations Division, and an expanded Vice Division. Also in 1972 the Department's first female officer was sworn in.

Police planning became more effective and efficient in 1985 in an effort to meet the changing needs of Jackson. As a result, the Department became involved with the Training Academy's accreditation through the Commission of Accreditation of Law Enforcement Agencies.

The Jackson Police Department's law enforcement activities currently encompass the 106 square mile confines of the City of Jackson. The Department serves a daytime population of over 200,000 residents, employees, and visitors from across the Metro Jackson area. JPD operates four precincts within two patrol districts. The 1st and 2nd Precincts cover the areas south of Fortification Street, Bullard Street and Clinton Boulevard. The 3rd and 4th Precincts cover the rest of the City. A substation has been created recently on Farish Street in anticipation of the completion of the Farish Street Entertainment District. There is also a precinct level bike unit operating out of Precinct Two. Each precinct is under the command of a Precinct Commander.

JPD permanent headquarters, located on E. Pascagoula, is currently undergoing extensive renovation. During this renovation period, Police Headquarters is operating out of facilities located on Roach Street in downtown Jackson. Each precinct that serves the City is located in its own Precinct facility. Currently, Precinct One operates out of a permanent building originally designed for retail

## COMMUNITY FACILITIES ELEMENT

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space. Precincts Two and Three are housed in temporary modular structures. Precinct Four has recently moved to a structure originally used as a single-family house, located in the Fondren Area.

The Jackson Police Department is currently operating under an action plan prepared in 1999 titled "Dramatically Reducing Crime in Jackson Mississippi." This plan provides the Department with a guide to fight crime and is adaptable to the changing times, although it does not address plans for future facilities and capital improvements. The plan also addresses issues of recruitment, staff operation and future operations.

Early Police communications were strictly one-way. The transmitter and radio operator were located at City Hall with the call letters WAMK. Officers had to depend on a "Call Box" located on light poles in the downtown area to reply. In 1979, officers were provided with individual walkie-talkies, which gave them an emergency distress call button. Implementation of the Department goal of enhancing the delivery of services through improved technology has led to improved communication methods. Geographical Information Services (GIS) is used to visually document and track the specific location of crimes and allows officers to react accordingly.

A new public safety communication center, currently in the design state, will provide City Emergency and Public Safety agencies with state of the art communications equipment to assist in patrol and response efficiency. JPD is currently studying possible locations where permanent precinct headquarters should be placed and what specialized equipment may be needed at each location. Although the ideal location may be close to the center of each precinct district, other criteria to be used include population

# COMMUNITY FACILITIES ELEMENT

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density, location of retail and high profile uses, and location of Police Communications equipment such as towers. In addition, locating close to community centers has been given consideration to facilitate community outreach and service capacity. When rehabilitation is completed at the Pascagoula St. Headquarters, there will be a need to re-locate the Crime Lab and Mobile Crime Lab. The Police Training Center located at 3000 St. Charles St. also needs to be rehabilitated. These facilities are vital to the future success of the Department.

To accommodate future growth, it is expected that another Precinct will be added in the future. Preliminary plans call for the creation of this district to encompass the central downtown area of the City.

## **Recommendations:**

1. Develop an enhanced bicycle patrol and other patrol units to provide service and enhanced visibility to downtown Jackson as redevelopment occurs. This will further encourage service and residential uses.
2. Remodel the existing training facility or seek and secure funding for the construction of a new training facility.
3. Determine the permanent location for all precinct headquarters that will expedite minimum response time and create a police presence in high visibility areas.
4. Prioritize the construction of all precinct buildings and the proposed timing.

## COMMUNITY FACILITIES ELEMENT

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5. Explore the possibility of training and equipping neighborhood watch teams throughout the city who can report suspicious activity by use of "911 only" cell phones.
6. Explore the possibility of combining community-policing efforts with existing community outreach by placing Community Police Officers at existing and new Community Centers.
7. Establish storefront offices at high visibility malls and strip centers to increase police visibility and aid the public.
8. Working with local youth organizations and the Mayor's Youth Council, continue developing and funding crime prevention youth programs.
9. Explore the possibility of supervised after-school and evening recreational and sports programs for teens and pre-teens at local facilities such as school gymnasiums.
10. Determine the location of and fund the construction of a new Crime Lab and Mobile Crime Lab at a Central Location.

# COMMUNITY FACILITIES ELEMENT

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## SECTION 6.5

### OTHER PUBLIC BUILDINGS

In addition to the public safety buildings, museums, schools, and recreational facilities named in previous sections, there are many other buildings and facilities within the city that are publicly owned and/or used by city, county, state or federal agencies. A brief summary of various types is given in this Section.

Among the city owned buildings are the Eudora Welty main library located at 300 N. State Street and seven branch libraries serving all areas of the city including: Fannie Lou Hammer, Colonial Mart, Medgar Evers, Northside, South Hills, Margaret Walker Alexander and Whiterock. The Jackson/Hinds Library System manages all libraries within the county.

The City has municipal offices housed in several buildings downtown including City Hall and the Hood Building at 200 S. President St. Maintenance facilities and operations, public safety and communications facilities, as well as water and sewer facilities are disbursed throughout the City.

Major transportation facilities are: Jackson International Airport located in Rankin County and Hawkins Field located in west Jackson, both managed by the Jackson Municipal Airport Authority, and Union Station, a newly restored multi-modal facility in the downtown area.

The City operates seven multi-purpose Community Centers including: Golden Key, Northside, Sykes, T. L. Love, Tougaloo, Smith Robertson, and Johnny Champion Community Centers. Five Early Childhood Development Centers including Four Seasons, Virden Center, Westside Center, Willow Grove, and Jones Center are operated by the City of Jackson.



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As the State Capital and the co-county seat of Hinds County, Jackson is home to numerous other governmental buildings including the State Capitol, State Department of Transportation Building, State Department of Education housed in the historic Central High School building and the Woolfolk Office Building on N. West St.; and the Walter Sillers State office building and Carol Gartin Justice Building located on High St. One of the more significant projects in the city is a new Justice Building currently under construction and the adjacent Capitol Green area that will be upgraded. The new William Winter Archives and History building located adjacent to the Old Capitol Museum was dedicated on November 7, 2003.

Prominent buildings used by Hinds County Government include the Hinds County Courthouse on Pascagoula and Chancery Court Building on S. President. County offices are located immediately south of the City Hall.

Federal offices are primarily located in the McCoy Federal Building, and the E. O. Eastland Courthouse, both located on E. Capitol St. A new federal courthouse is being designed and will be located between South Street and Court Street, immediately north of the Medgar Evers Post Office.

Many of these public buildings represent the official seat of government for the City of Jackson and the State of Mississippi and the civic pride of citizens. As recognizable landmarks as well as places of service, continued maintenance and appropriate restoration is appropriate. It is also appropriate that City government strive to provide decentralized locations whenever feasible for the convenience of citizens.

# COMMUNITY FACILITIES ELEMENT

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Public Health clinics managed by Hinds County are located at the Jackson Medical Mall, 359 Woodrow Wilson; 3276 Lynch Street; and North Clinic, 5965 I-55 N. Two publicly owned hospitals; the University Hospital and the Veterans Administration Hospital are located within the Medical District defined by Woodrow Wilson on the South, and Lakeland Drive on the North. The newly renovated Jackson Medical Mall on Woodrow Wilson has become an important part of the health care system in Jackson. In addition to clinics located within the Jackson Medical Mall, the University Clinic recently opened the Pavilions for outpatient care.

All other medical clinics and hospitals are privately owned facilities including: Central Mississippi Medical Center, 1850 Chadwick Drive; Baptist Medical Center, 1225 N. State Center; Methodist Rehabilitation Center, 1350 East Woodrow Wilson; and St. Dominic Hospital, 969 Lakeland Drive.

The City provides an animal shelter that assists the Animal Control Unit of the Jackson Police Department. Plans are underway to construct a larger facility at a new location that has yet to be selected. Auxiliary private Animal Rescue Facilities exist within the City that serve the tri-county area.

## **Recommendations:**

1. The City should continue its annual assessment and evaluation of facilities through the Capital Improvements Plan process and strive to provide adequate facilities to all areas of the City in an equitable manner. Some population groups may need specialized services depending upon age or income specific needs.
2. The North Jackson Branch Library should be completed to better serve the needs of this area. Additional upgrades to existing libraries and new libraries should be consistent with the

# COMMUNITY FACILITIES ELEMENT

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population growth of specific areas but in no case should areas with sparse population not be provided with quality facilities in terms of buildings or contents.

3. Construct a new maintenance facility for traffic engineering functions at the Hawkins Field Industrial Park.

4. Future civic buildings should be located in or adjacent to neighborhood, community or regional centers identified in section 4 of FABRIC. Such facilities, activities and destinations can help to stabilize neighborhoods and enhance the viability of the centers.

5. Multi-use dispersed service complexes should be considered, whereby community police, library, meeting rooms, and other public services are located within close proximity or housed in one facility for the convenience of citizens.

# COMMUNITY FACILITIES ELEMENT

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## SECTION 6.6

### INFRASTRUCTURE

Public infrastructure is the term used to describe the basic facilities, equipment, services and installations needed for the growth and functioning of a community. During the **FABRIC** public process the citizens of Jackson established goals with regard to public service infrastructure. They include:

"Ensure the availability of water to meet future needs through proper system planning, user education and resource management and protection of existing and future water resources."

"Continue the provision of a sanitary sewer system that provides economic and efficient service."

In addition to the goals adopted during Phase I of **FABRIC**, a recent Questionnaire distributed during the Comprehensive Planning process indicated that Drainage was the most frequent issue citizens raised when discussing public services.

Pursuing these goals will require proactive and strategic implementation of a variety of projects as Jackson grows and redevelops.

### *WATER AND SEWER*

The City of Jackson, specifically the Public Works Department, oversees the operation and maintenance of the public infrastructure throughout the City. Currently the City of Jackson operates and is served by two water treatment facilities, the O. B. Curtis facility in Madison County and the J. H. Fewell facility on Interstate 55 just south of the Woodrow Wilson Blvd. exit. The two

## COMMUNITY FACILITIES ELEMENT

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facilities adequately serve the City of Jackson and its citizens. The J. H. Fewell facility is scheduled to be renovated/ updated in 2004. In addition to the services provided to citizens and businesses in Jackson, the City contracted with the Development Authority of the State of Mississippi to supply water to the Nissan plant near the City of Canton, north of Jackson in Madison County. The O. B. Curtis facility will provide water to this customer as a part of encouraging regional economic development.

Currently the City operates two sewage treatment plants - the Savannah Plant and the Trahon Plant. The Savannah plant operates under a "dry weather flow permit" at a capacity of 46 million gallons per day, and a "wet weather flow permit" at a capacity of 120 million gallons per day. This plant currently handles an average of 39 million gallons per day. Future expansion of this facility to 54 million gallons, based on a dry weather flow permit, is possible. The Savannah plant is substantially larger than the Trahon plant and as such provides sewer service to the majority of the Jackson population. In addition to serving the City of Jackson, the Savannah plant currently provides treatment services to areas outside the city, on a contractual basis. Other entities served by Jackson include the City of Ridgeland and the West Rankin County Metropolitan Sewer Authority serving western Rankin County.

The Trahon plant currently operates with an average daily flow of approximately 2.2 million gallons. The capacity of the plant is 4.5 million gallons per day with a build out capacity of 9 million gallons per day. This plant is substantially smaller in capacity and currently does not contract out any treatment services. The current Water/Sewer Master Plan deals with the operation of the existing plant facilities of each system. The plan does not address

# COMMUNITY FACILITIES ELEMENT

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the current distribution infrastructure or the expansion of such infrastructure in the future. The proposed growth and redevelopment that are advocated by **FABRIC** warrant planning efficient and effective water and sewer systems that can expand with growth and promote appropriate development patterns and timing. A key to developing such systems will be a comprehensive Water and Sewer Master Plan prepared to guide the future expansion of both the production treatment plants and distribution/collection systems. The provision of water and sewer services can have a substantial impact on future growth and development of the city and the surrounding area. Therefore, it is important that the Public Works Department collaborate with other City Departments, specifically the Planning Department, so that future water and sewer improvements are in conformance and support **FABRIC** in a coordinated manner that seeks to meet growth and development goals and priorities.

## *BRIDGES AND STORM DRAINAGE*

The Street, Bridges and Drainage Division of Public Works oversees the administration and implementation of the National Pollutant Discharge Elimination System (NPDES) required by the federal and state Environmental Protection Agencies. This Division also administers floodplain management by enforcing corrective and preventative measures for reducing flood damage. More specific information can be found in the City of Jackson's Flood Plain Management Ordinance and the Storm Water Quality Protection Ordinances.

The City is traversed by over one hundred fifteen (115) miles of major creeks and tributaries, most of which are unimproved. A

# COMMUNITY FACILITIES ELEMENT

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1998 Drainage Improvement Study estimated approximately \$230,000,000 would be need to adequately control erosion on these creeks and tributaries. The City subsequently initiated a phased drainage improvement program to be funded from various sources including General Bond programs.

Many cities and regions facing aging drainage facilities have seen the cost of upkeep increase dramatically. One method for dealing with these issues is the creation of a stormwater utility district, a self-supporting program, that provides for stormwater management including repair and upgrading of facilities and improvements. The utility district will work to solve drainage problems, to prevent future problems, and to repair, maintain, and enhance drainage facilities.

## **Recommendations:**

1. Determine the equity and feasibility of creating a Stormwater Utility District that will manage and improve drainage and flooding issues. If feasible, take the proper steps to move forward with this initiative.
2. Continue to pursue funding for the renovation of the J.H. Fewell and O.B. Curtis Water Treatment Facilities.
3. Continue to monitor and forecast demand and usage within the existing water and sewer system to build a strong data base for forecasting/projecting future expansion needs
4. The Jackson Public Works Department should continue to pursue and complete the capital improvement projects identified in the annual Capital Improvements Plan .

# COMMUNITY FACILITIES ELEMENT

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5. Evaluate and upgrade existing bridges and construct new bridges where linkages are needed to connect specific areas.

6. Prepare a comprehensive Sewer and Waste Water Master Plan that establishes a expansion plan for both lines and facilities, based upon the future growth and development pattern prescribed by **FABRIC**. This master plan should serve as a guide for future service within the existing city limits, and in identified new growth and urban reserve areas (see Section 4.4 of **FABRIC**) and contracted provision of service to public and private entities outside the city limits of Jackson.

6. Establish a review protocol for the Sewer and Water Master Plan that coincides with the regular review of **FABRIC**, to coordinate growth and development changes with the future provision of infrastructure.

7. Continue proactive financial policies to build reserves for future bonding purposes and expansion of these infrastructure systems in the future.



# COMMUNITY FACILITIES ELEMENT

## STRATEGIES FOR IMPLEMENTATION

## SECTION 6.7

The implementation of growth and development recommendation of **FABRIC** in pursuit of the vision of **FABRIC** is dependent upon a solid network of community facilities and services. Growth and development quality of life, and provision of effective and efficient services and facilities are critically linked. As such the following recommendations are being made to link the comprehensive and facility planning processes with Capital Improvements Programming. Thus, each department will work together toward accomplishing the guiding vision of **FABRIC**.

### **Recommendations:**

1. Through the Facility Master Planning efforts, for fire, police, water and sewer, parks and recreation and other facilities comprehensively assess existing conditions and future needs, establish strategic service standards, investigate unique or creative technology and service adaptation and develop effective multiyear capital improvement and maintenance programs for system wide upgrades that are coordinated with the growth and development goals of the city.
2. Require a Community Facilities Impact Statement for those areas that are requesting public facilities and services from Jackson to ensure that the benefits of such provision meet or exceed the costs.
3. Formalize the Capital Improvement Programming (CIP) process for all aspects of city service and facility provision. Every five-to-ten year improvement program should be developed and updated based on the improvement priorities in line with the growth and development projected in **FABRIC**.

# COMMUNITY FACILITIES ELEMENT

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4. Consolidate, incorporate and coordinate master plans for all city services and facilities to ensure consistency with the Comprehensive Plan and implement a periodic review and update schedule for these plans that corresponds with Comprehensive Plan updates. To further solidify this effort, these facility master plans should be adopted and incorporated into **FABRIC** by the Planning Board and City Council.

# SECTION SEVEN

## APPENDIX

# APPENDIX

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## SECTION 7.1

### SUPPLEMENTAL PLANS

This section is reserved as a recording area for any supplemental plans that are adopted as an appendage or supplement to the Comprehensive Plan. It is intended that any plan adopted by the City of Jackson would be in conformance with the policies, goals and objectives of this Comprehensive Plan, and as such they would be recorded in this section to provide a reference to those seeking additional information. Supplemental plans such as Area Plans, special project plans or other City policy plans should be recorded in this section.