

Form Jackson

Steering Committee #4

City of Jackson Master Plan

September 16, 2026

FORM JACKSON

Planning our City's Future Together

Agenda

1. **Follow-Up from August SC Meeting**
2. **Review Existing Conditions**
   - Relation to Existing Plans
   - A Changing Funding Environment
   - Jackson's Physical Framework
3. **Activity**
   - Conceptual Development Strategy mapping
4. **Looking Ahead: Round 2 Engagement**

PART ONE

Follow-Up from August SC Meeting

Vision Statement

DRAFT VISION

“Jackson aspires to be a city built on resilience and driven by opportunity, where residents are connected to each other and proud of their community.”

Goal Areas

Land Use & Neighborhoods

Connected, resilient neighborhoods where people can thrive.

Economic Development & Vitality

Vibrant commercial districts that support local businesses, investment, and opportunity.

Connectivity & Mobility

A safe and connected transportation network for everyone.

Community Assets & Infrastructure

Well-maintained public spaces and infrastructure that support a healthy community.

PART TWO

Review Existing Conditions

Relation to Existing Plans

Adopted plans and studies provide the foundation for the Master Plan, including...

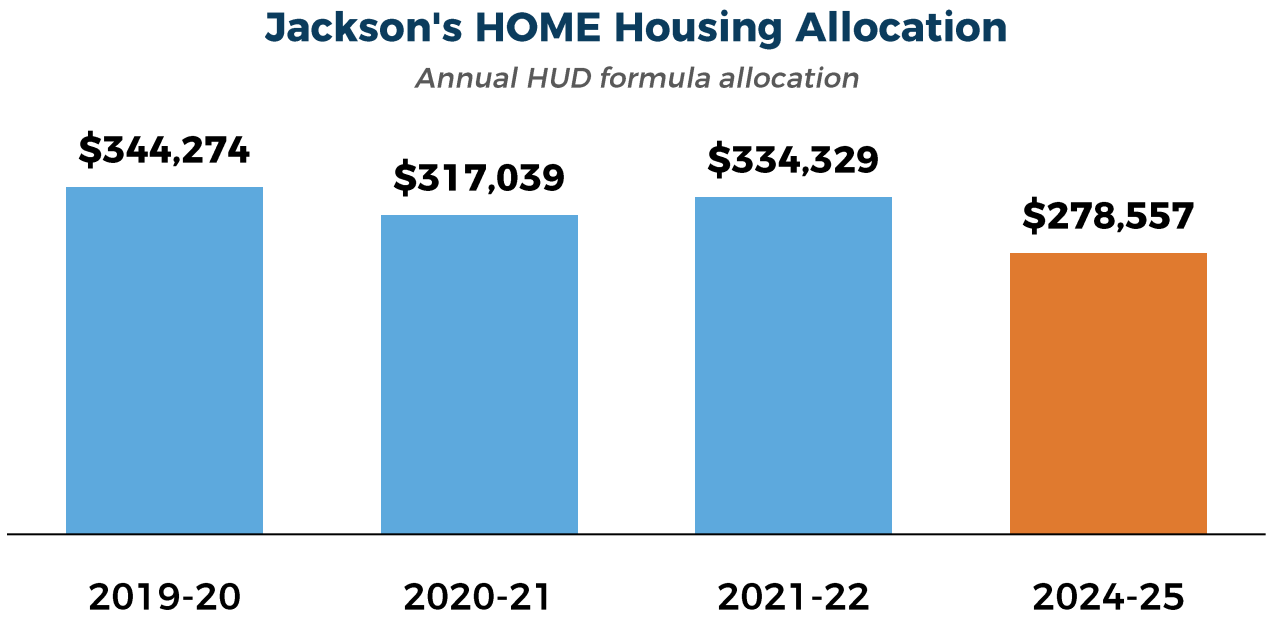
PLAN	YEAR	WHAT IT TELLS US
Housing Strategy & Policy Framework	2023	Housing targets and rehabilitation priorities
Economic Development Strategy	2025	City-owned parcels and corridor focus
Parks & Recreation Master Plan	2024	Park condition and access equity
Environmental Action Plan	2024	Tree canopy, stormwater, and resilience
Joint Non-Motorized Plan	2020	Sidewalk and trail network gaps
University Region Active Transportation Plan	2025	Priority corridors from crash and stress data
JACTS 2050 Long Range Transportation Plan	2023	Regional road priorities and funding eligibility
Capital Improvements Plan	2025	Five-year funding schedule

A Changing Funding Environment

The federal money behind recent public investment is running out.

- **The Infrastructure Investment and Jobs Act expires September 30, 2026**, and replacement funding remains unresolved.
- Competitive grants gave cities direct access to federal transportation dollars. Proposed cuts to water, parks, and community development grants **shift more cost onto local budgets.**
- **Capital planning should assume fewer outside dollars** and tougher competition for what remains.

Data Sources: City of Jackson Annual Action Plans (CDBG/HOME); City of Jackson Lead Service Line Program; U.S. Senate (RAISE award); IIJA (P.L. 117-58); BUILD America 250 Act (H.R. 8870)

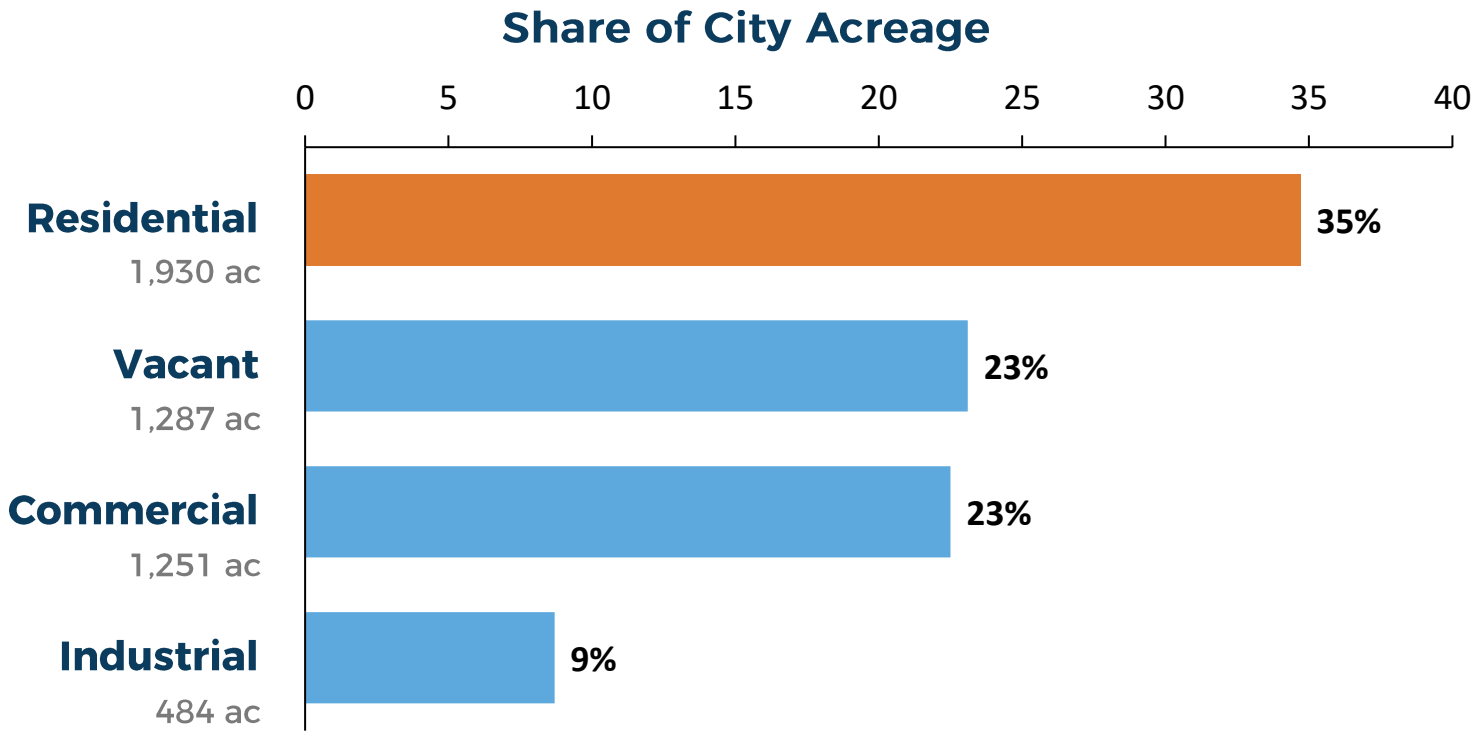


"Diminishing revenue streams and increasing costs to provide services the community expects from its government deferred the maintenance of streets and parks."

— City of Jackson Consolidated Annual Performance and Evaluation Report

How Jackson Uses Its Land

Vacant land occupies as much of Jackson as all commercial land.



10,252 residential parcels
72% of all parcels citywide.

2,506 vacant parcels
distributed citywide

0.16 ac median parcel size
80% of parcels are under 0.25 acre.

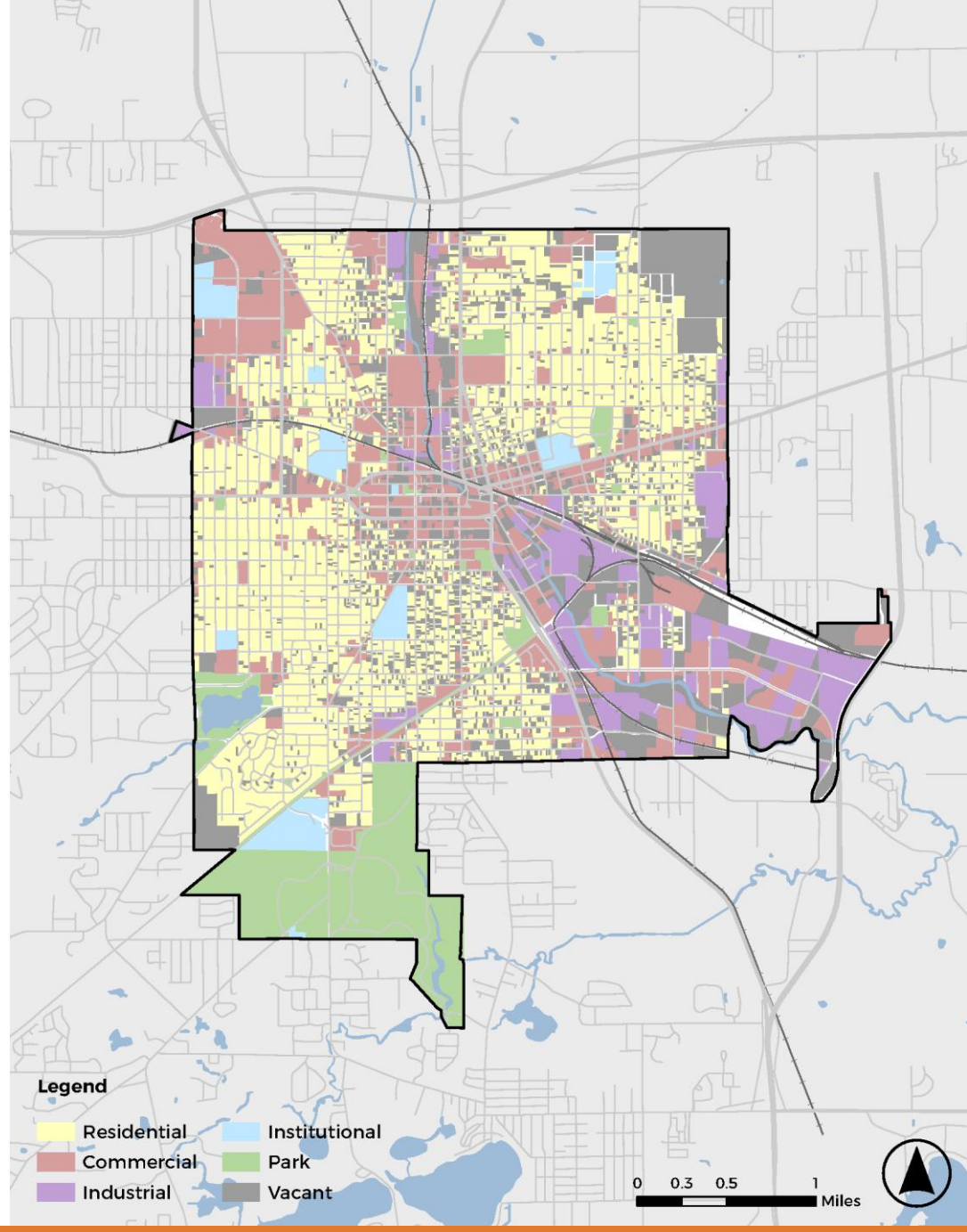
Data Source: City of Jackson Assessor parcel export, 2025; acreage from GIS geometry. Categories reflect assessment class (existing use). 14,149 parcels across 5,560 acres.

Existing Land Use

Jackson's developed footprint exceeds what its current population supports.

- **Residential neighborhoods form the foundation of the city** and define much of Jackson's development character.
- **Commercial and industrial uses are concentrated along transportation corridors** that continue to support employment, manufacturing, and regional commerce.
- **Vacant land is dispersed throughout the city,** creating opportunities for infill development and redevelopment within established neighborhoods and commercial corridors.
- **The city's land use pattern reflects a community built for a larger population** than it serves today, leaving land and infrastructure capacity that exceeds current demand.

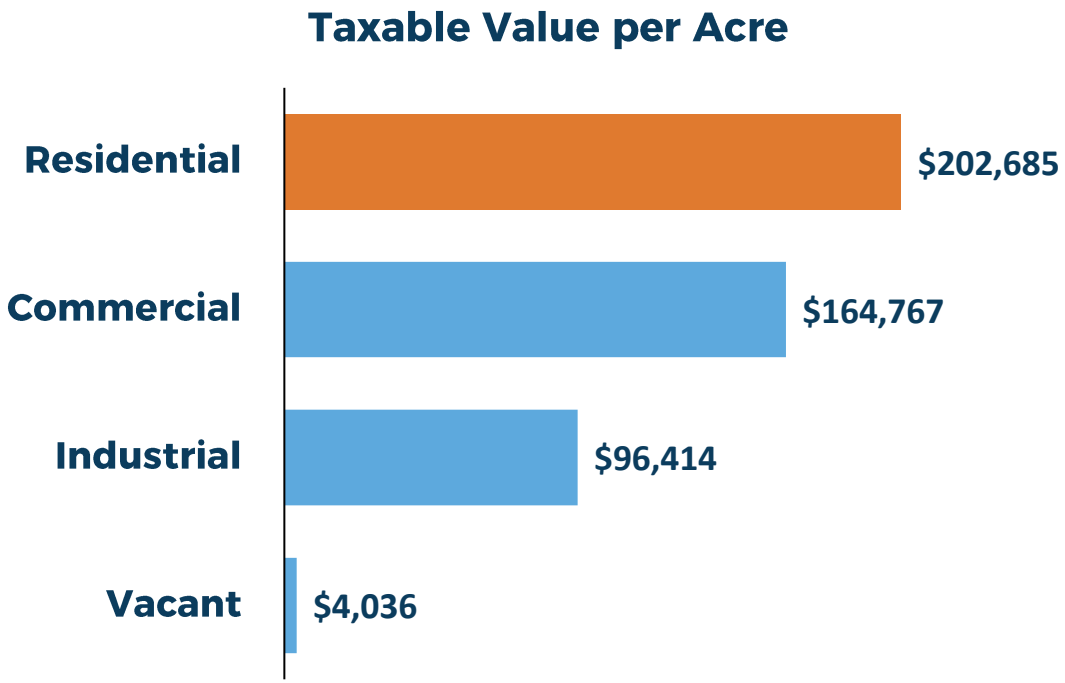
Data Source: City of Jackson GIS; Assessor Land Use Codes



Taxable Value by Land Use

Jackson's fiscal capacity is concentrated on a relatively small share of its land.

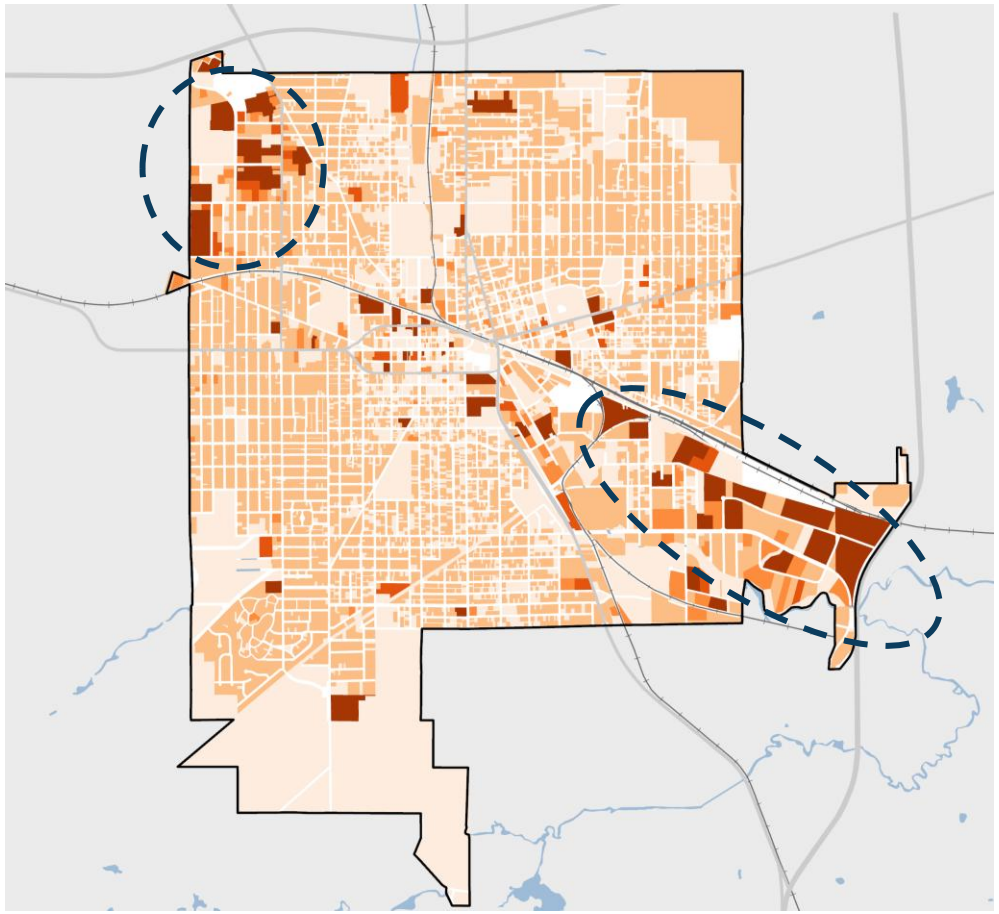
- Residential land yields $202,685 per acre in taxable value, making **neighborhoods the strongest contributor to the city's taxable land base.**
- Vacant land yields just $4,036 per acre, despite accounting for **23% of the city's acreage.**
- **Nearly one-quarter of the city's acreage is tax-exempt**, generating no taxable value.
- Reusing vacant land and adding productive development in appropriate locations could increase the taxable value.



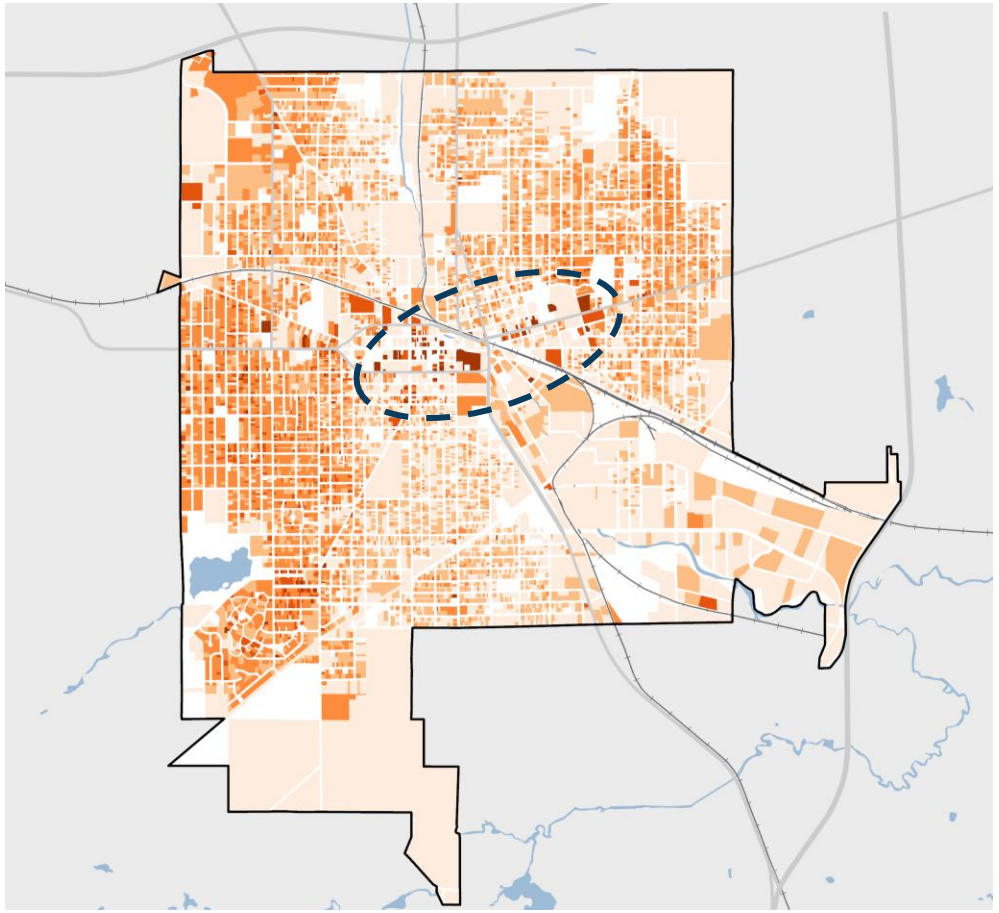
Data Source: City of Jackson Assessor, 2025 taxable values (not assessed). Proposal A caps annual taxable value growth at inflation or 5%, so taxable value trails assessed value.

Taxable Value Distribution

Taxable Value per Parcel



Taxable Value per Acre

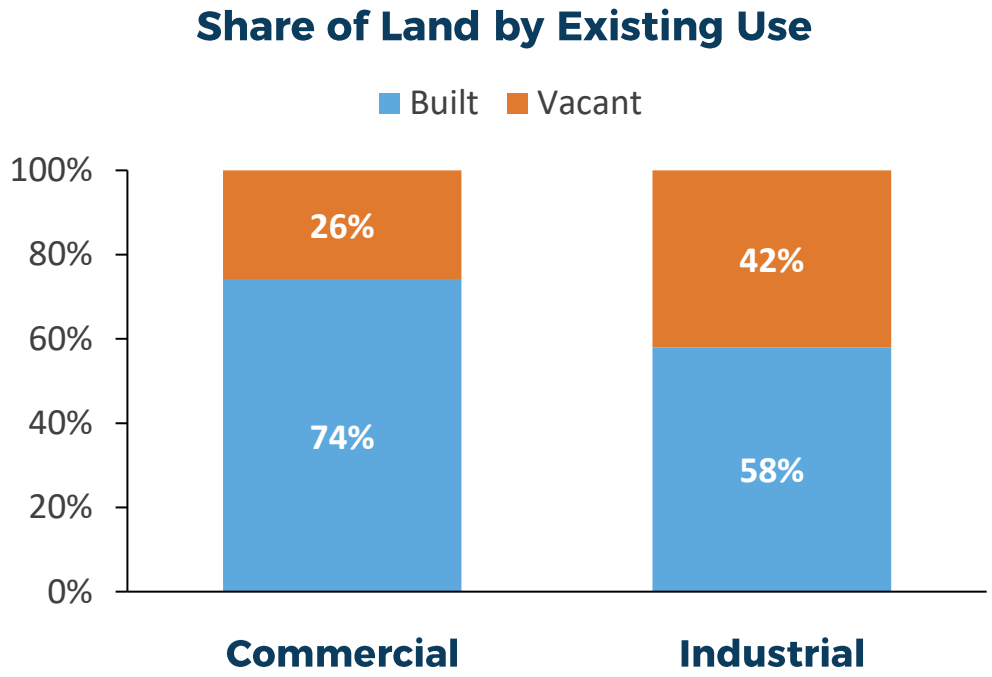


City of Jackson Assessor, 2025 values; parcel geometry from City GIS.

Vacancy in Commercial and Industrial Areas

Vacant industrial and commercial land present different redevelopment opportunities.

- **Vacant industrial land is concentrated in large parcels.** These sites may offer meaningful redevelopment potential, but reuse can require environmental assessment, remediation, infrastructure investment, and site preparation.
- **Vacant commercial land is more fragmented.** Much of this land consists of individual or small corridor-frontage parcels rather than large, assembled development sites.
- **The strategies should differ.** Industrial sites may need site preparation and remediation, while commercial corridors may require reconsideration of their future land use.

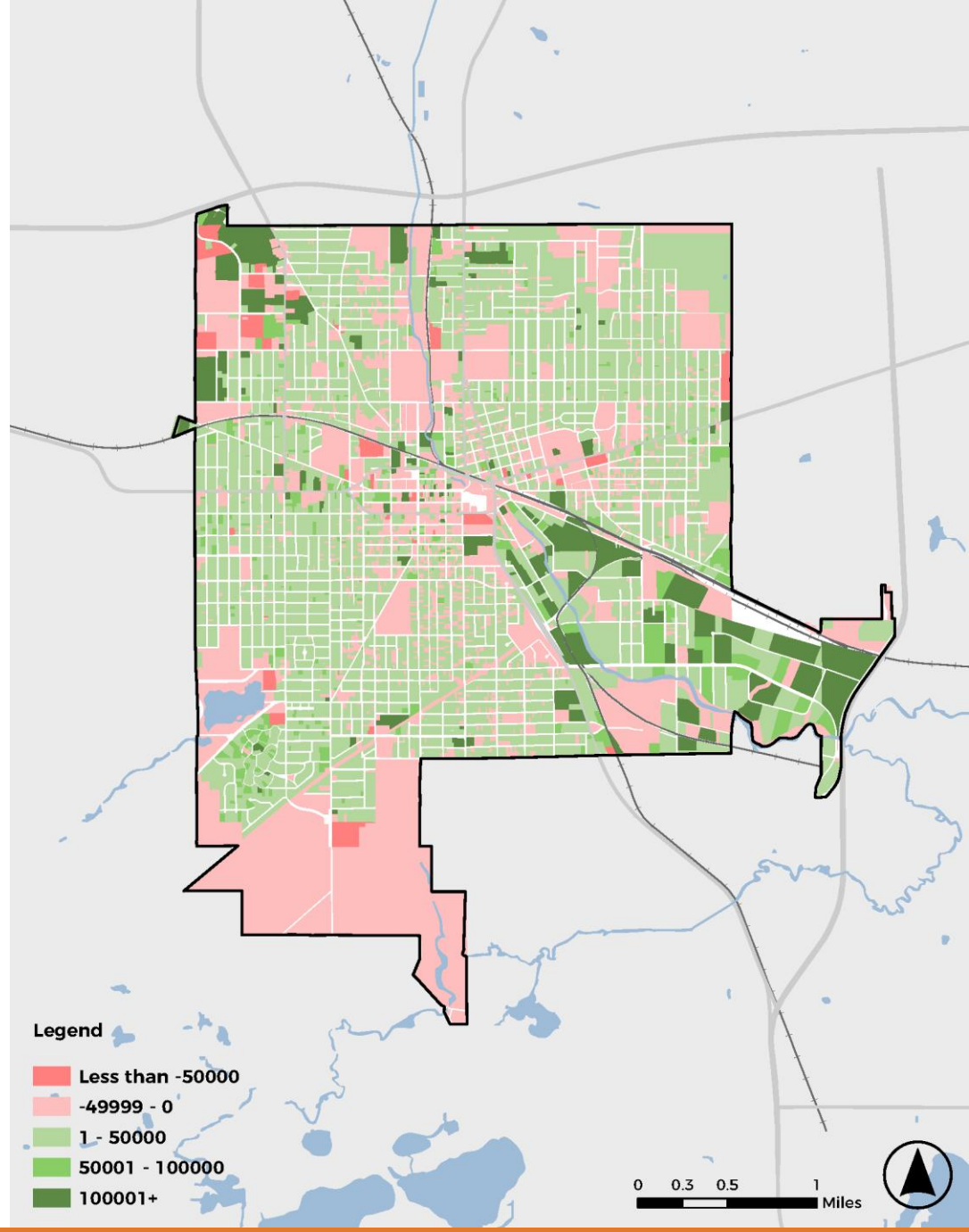


Data Source: City of Jackson Assessor parcel export, 2025. Categories reflect assessment class (existing use), combining built and vacant parcels.

Market Conditions

Assessed value is growing in employment areas.

- **The tax base is concentrated.** Most recent growth is tied to a small number of large industrial properties, limiting broader growth in taxable value.
- **Flat values limit reinvestment.** When property values stagnate, owners have less equity and fewer resources to invest in repairs and maintenance.
- **Infill can be difficult to support.** In many neighborhoods, the cost of new construction may exceed the market value of the finished home, deterring private investment without public support.



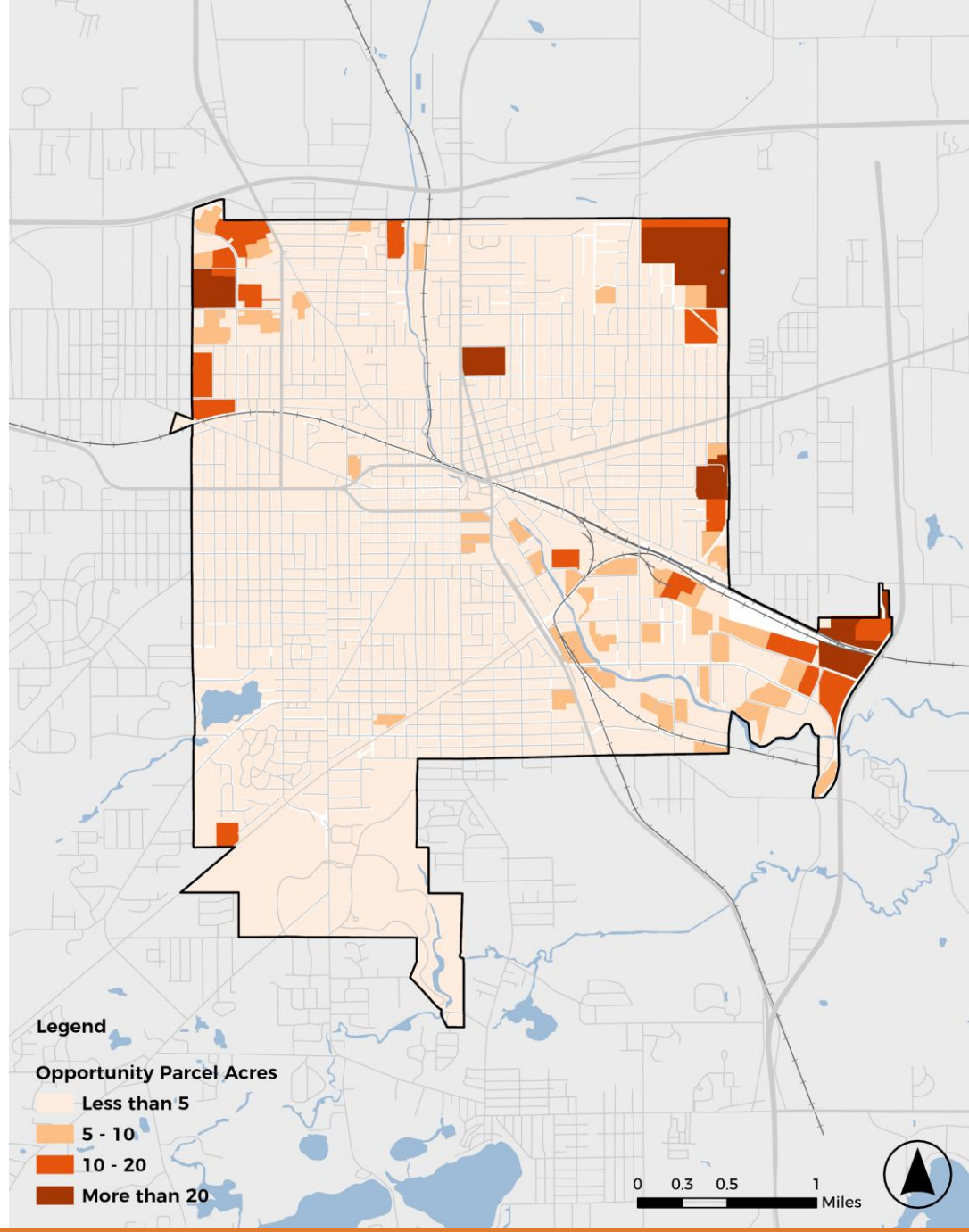
Data Source: City of Jackson GIS; Assessor Data

Large Sites

Jackson has only a handful of sites large enough for a transformative project.

- **Large sites are scarce.** A limited number of parcels are big enough to support a transformative project. Once one is committed to a use, the next opportunity of that scale may not appear for years.
- **The rest of the inventory is small and scattered.** More than 600 city-owned buildable parcels support incremental infill, housing, and adaptive reuse.
- **The scale of the site should guide the strategy.** Large sites often need site preparation and a development partner. Smaller parcels need a simple, repeatable delivery mechanism, such as the 100 Homes Program.

Data Sources: City of Jackson GIS Parcel Data; Economic Development Strategy (2025); Housing Strategy & Policy Framework (2023)

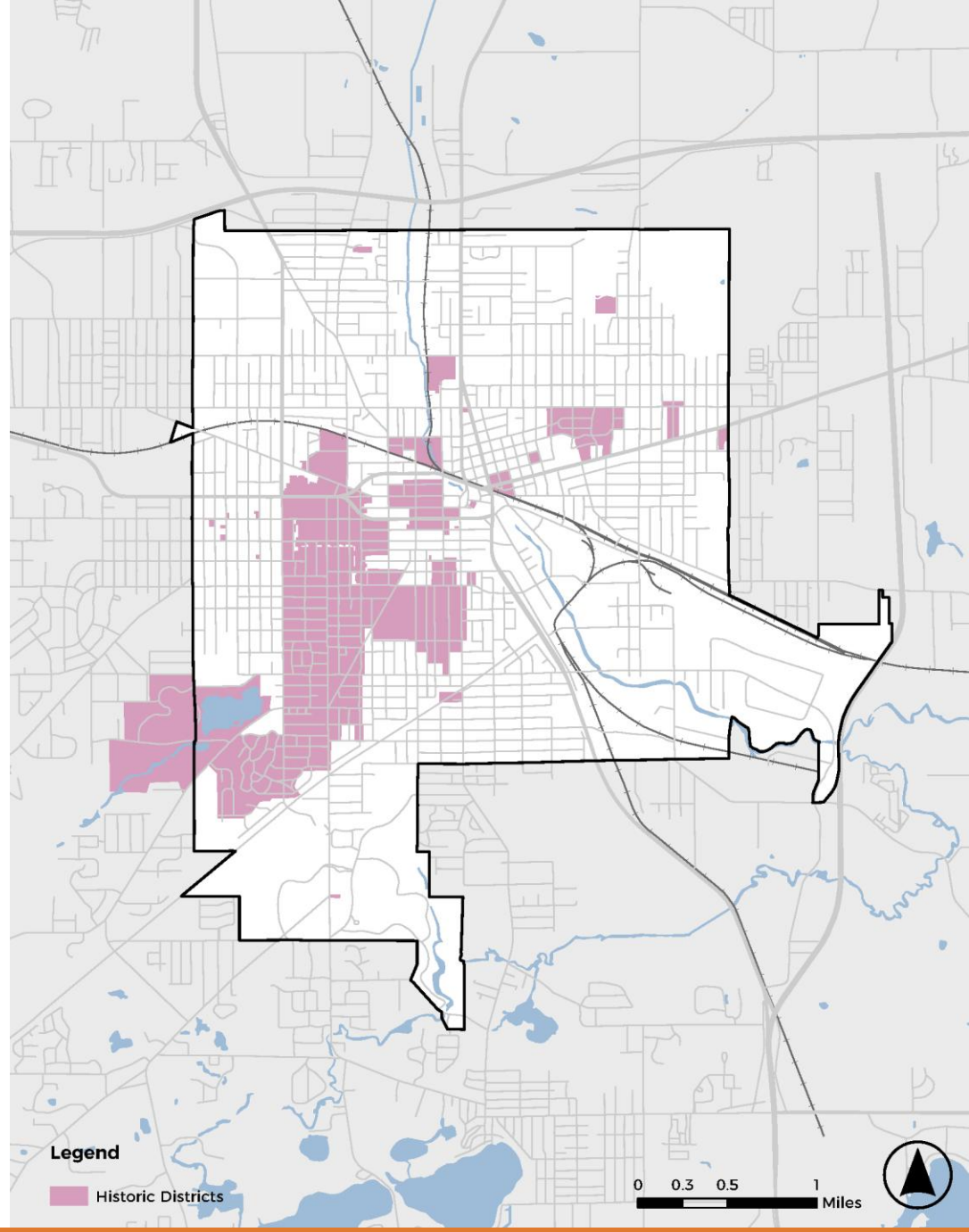


Historic Neighborhoods

Historic districts contain much of Jackson's oldest housing.

- **Historic districts help preserve Jackson's neighborhoods,** commercial buildings, and walkable development patterns.
- **These neighborhoods also contain much of the city's oldest housing stock,** making preservation and reinvestment closely connected.
- **National research has shown that historic preservation can support neighborhood stability,** attract private investment, and reinforce community identity while preserving the unique character of place.

Data Sources: City of Jackson Historic District Commission; National Register of Historic Places; National Trust for Historic Preservation

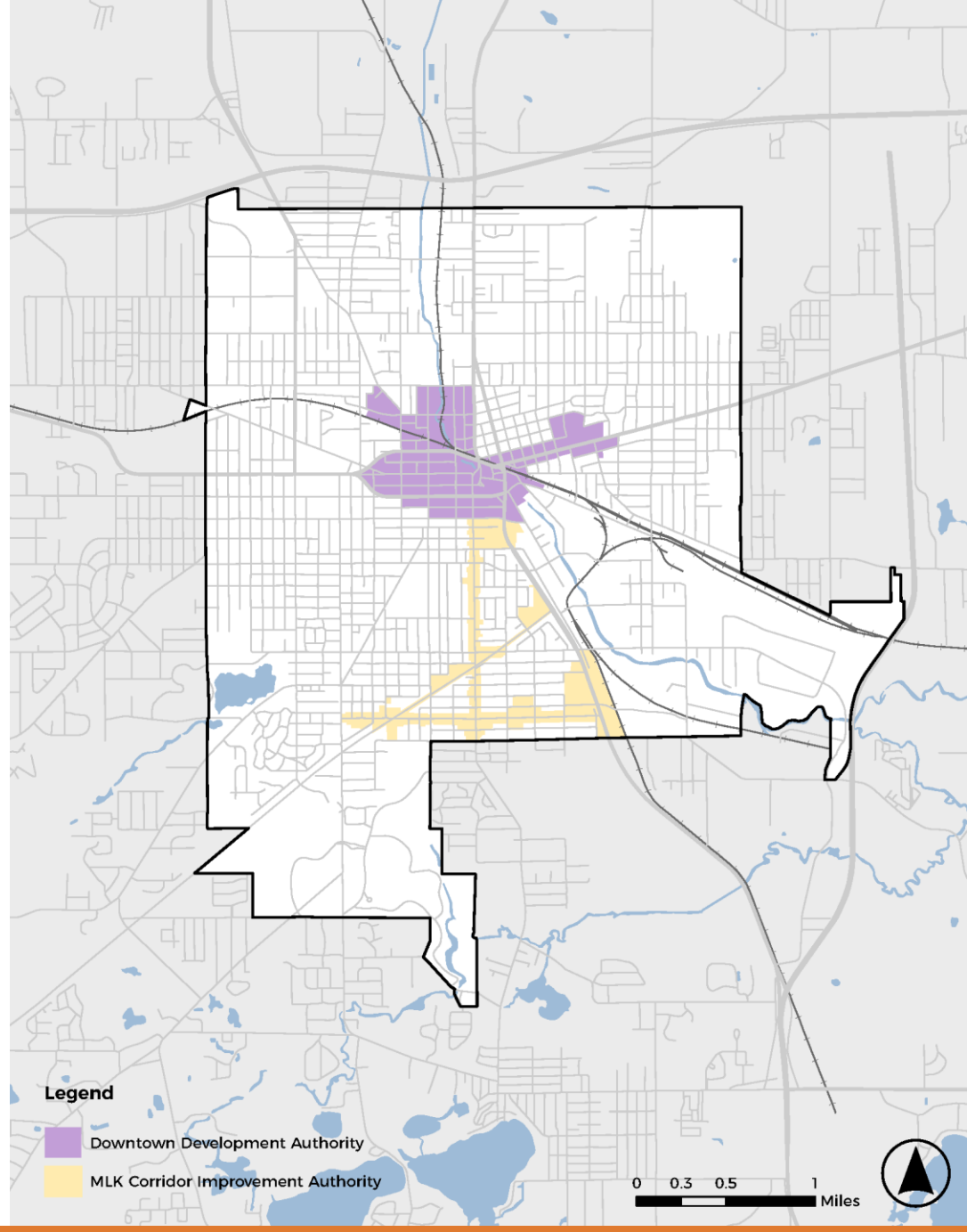


District-Based Reinvestment

Established districts can support reinvestment in priority areas.

- **Downtown and the MLK corridor both have development authorities with TIFs.** The Downtown Development Authority has a longstanding TIF program, while the MLK Corridor Improvement Authority's Development and TIF Plan was approved by City Council in 2022.
- **TIF captures a portion of future tax growth within the district.** As taxable value increases, the resulting eligible tax increment can be used to fund projects and improvements identified in the approved TIF plan.
- **These tools can help Jackson reinvest where development is already occurring or has potential to grow.** Coordinating public improvements with private investment can strengthen priority districts and increase future taxable value.

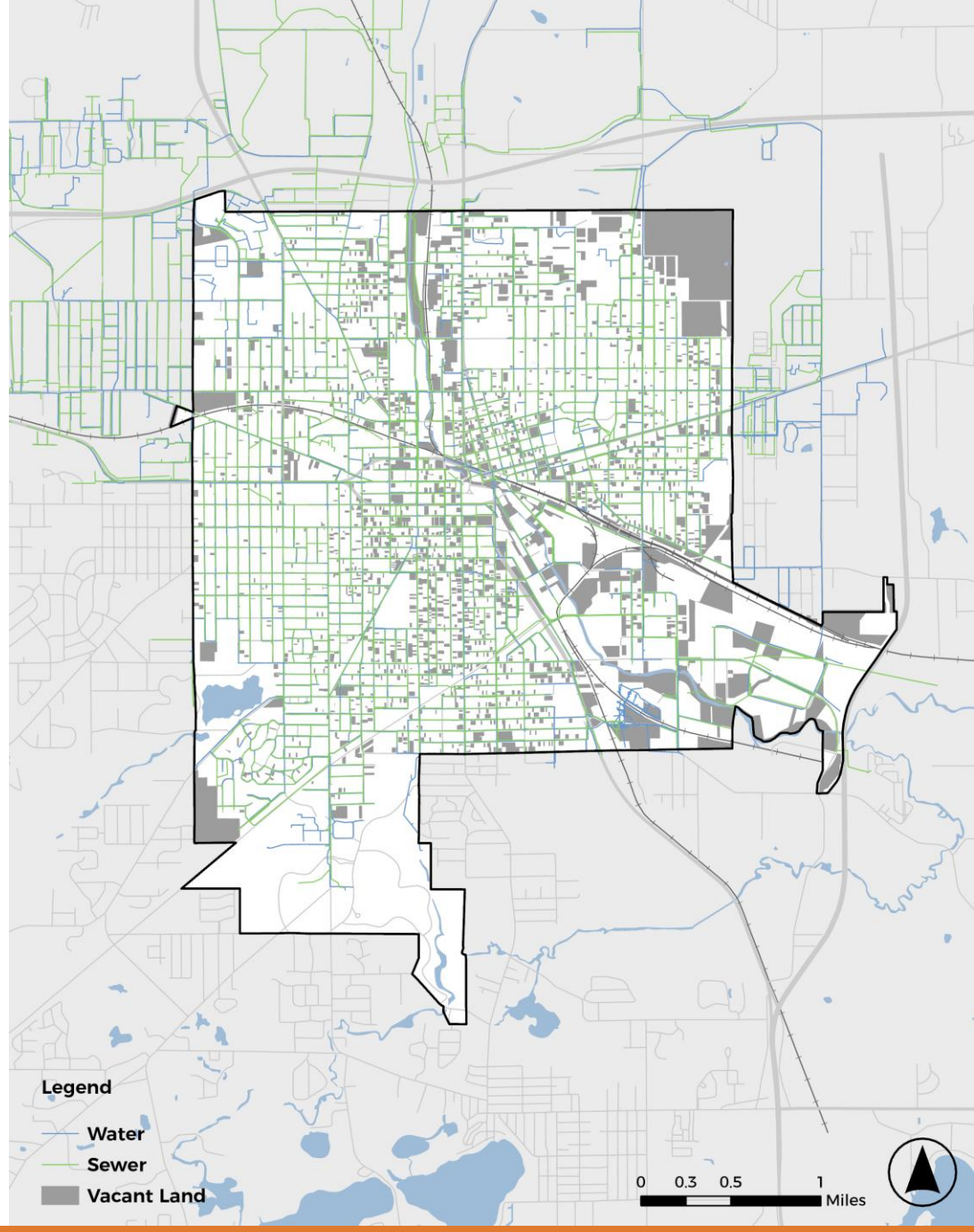
Data Source: City of Jackson



Infrastructure

Jackson maintains a system built for a bigger city.

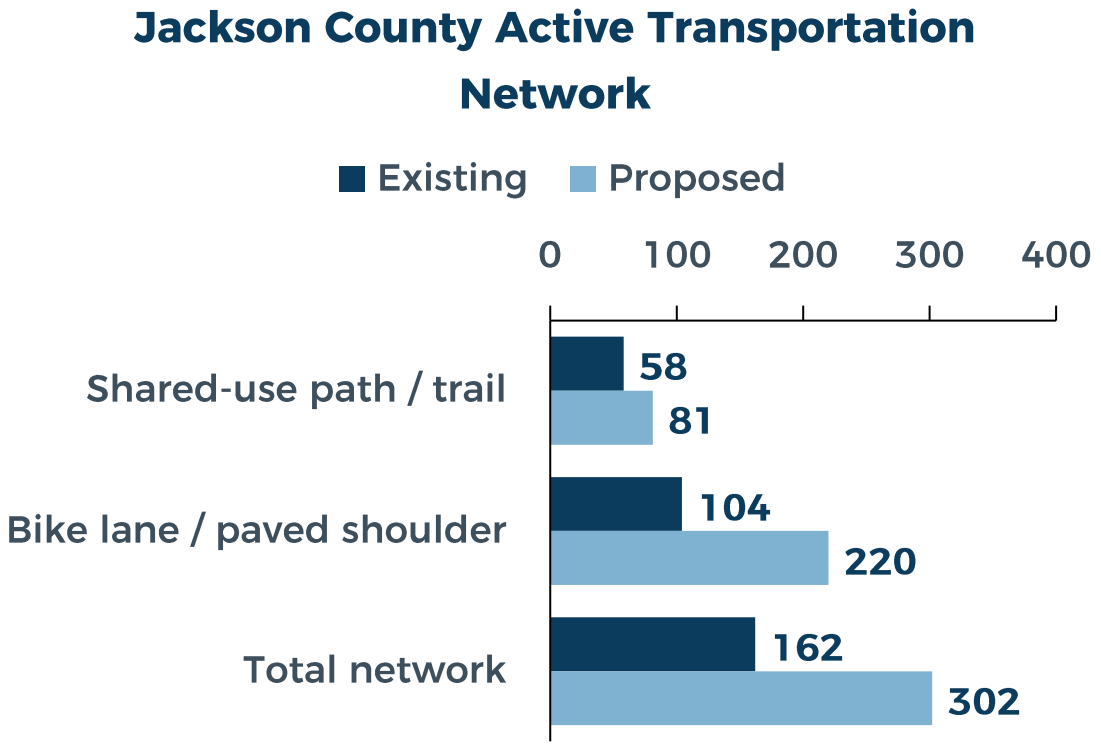
- **Jackson's water and sewer systems already serve most developed areas.** Decades of public investment are in place, but fewer users now share the cost of maintaining the system.
- **Redevelopment can leverage existing infrastructure.** Most infill sites already have water and sewer service, allowing new investment to use existing capacity without extending the system or creating new infrastructure obligations.



Data Sources: City of Jackson Department of Public Works; Capital Improvements Plan (2025–2029)

Active Transportation Network

- **The proposed network is nearly three times the existing.** Build-out depends on sequencing, not a single capital decision.
- **73% of proposed mileage is on-road.** 220 miles of bike lanes or paved shoulders against 81 miles of shared-use path. Delivery is tied to the street resurfacing schedule.
- **The three corridors with the greatest need for improvement are state trunklines.** West Avenue (M-50), Louis Glick Highway, and Michigan Avenue (I-94 BL), based on crash history, demand, and traffic stress.
  - Trunklines are highways owned and maintained by MDOT rather than the City, so design changes require state approval and are programmed on MDOT's schedule.



Data Source: MDOT University Region Active Transportation Plan (September 2025), Table 4 and corridor composite scoring

Transit

- **JATA's fixed routes are centered downtown.** The system brings riders into the downtown transfer center and connects local routes with regional bus service.
- **Limited hours constrain transit access.** Fixed-route service runs roughly 6:15 a.m. to 6:15 p.m. on weekdays and 10:15 a.m. to 6:15 p.m. on Saturdays, with no regular Sunday service.
- **Service is largely limited to Jackson.** JATA provides some connections beyond the city, but limited frequency, hours, and destinations make transit less practical for many trips outside Jackson.
- **Coverage does not always translate to access.** Countywide connections and demand-response services extend JATA's reach, but limited service makes transit a less useful option for many workers, students, and residents.

9 **fixed routes, Mon–Sat**

All converging on one downtown transfer center

516,837 **fixed-route rides (2019)**

About 80% of ridership recovered post-pandemic

$500K **annual City millage**

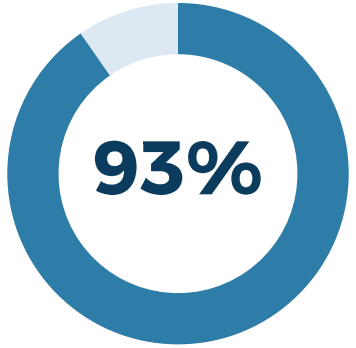
Jackson is the only local community paying in

Data Source: Jackson Area Transportation Authority (mijata.org) service and fare information; National Transit Database fixed-route ridership (2019); City of Jackson

Parks & Greenways

93% of residents live within a 10-minute walk of a park.

- **Parks are within reach of nearly every resident.** Jackson's 29 parks and 14 miles of trails provide broad access to recreation, nature, and outdoor space across the city.
- **Parks and trails are essential infrastructure.** They support public health, manage stormwater, strengthen neighborhoods, and make Jackson more attractive to residents, businesses, and visitors.



of residents live within a 10-minute walk of a park

vs. 76% across the 100 largest U.S. cities

29 public parks and trails in the city inventory

100k+ annual participants in city recreation programs

Data Sources: City of Jackson Parks & Recreation Master Plan (2024–2028); Trust for Public Land, ParkScore® Index and ParkServe®

Master Plan Considerations

Jackson cannot invest everywhere at once.

- **Right-size the system.** Jackson maintains infrastructure built for a larger population, and the federal funding behind recent projects is running out. Ongoing maintenance obligations must match what the city can sustain.
- **Concentrate density where it pays.** Residential land generates the highest taxable value per acre, and investment is already building momentum in a few areas. Selective density in those places compounds value.
- **Shift away from strip commercial patterns.** Vacant commercial land is fragmented corridor frontage, not assembled sites. Some corridors should convert to other uses rather than be exclusively for commercial or retail.
- **Invest in remediation of industrial sites.** Large vacant industrial parcels are reusable, but only after environmental assessment and site preparation. Site readiness is the precondition for reuse.
- **Let some land return to green.** Where reinvestment is unlikely, transition to urban forest or natural open space can improve environmental resilience.

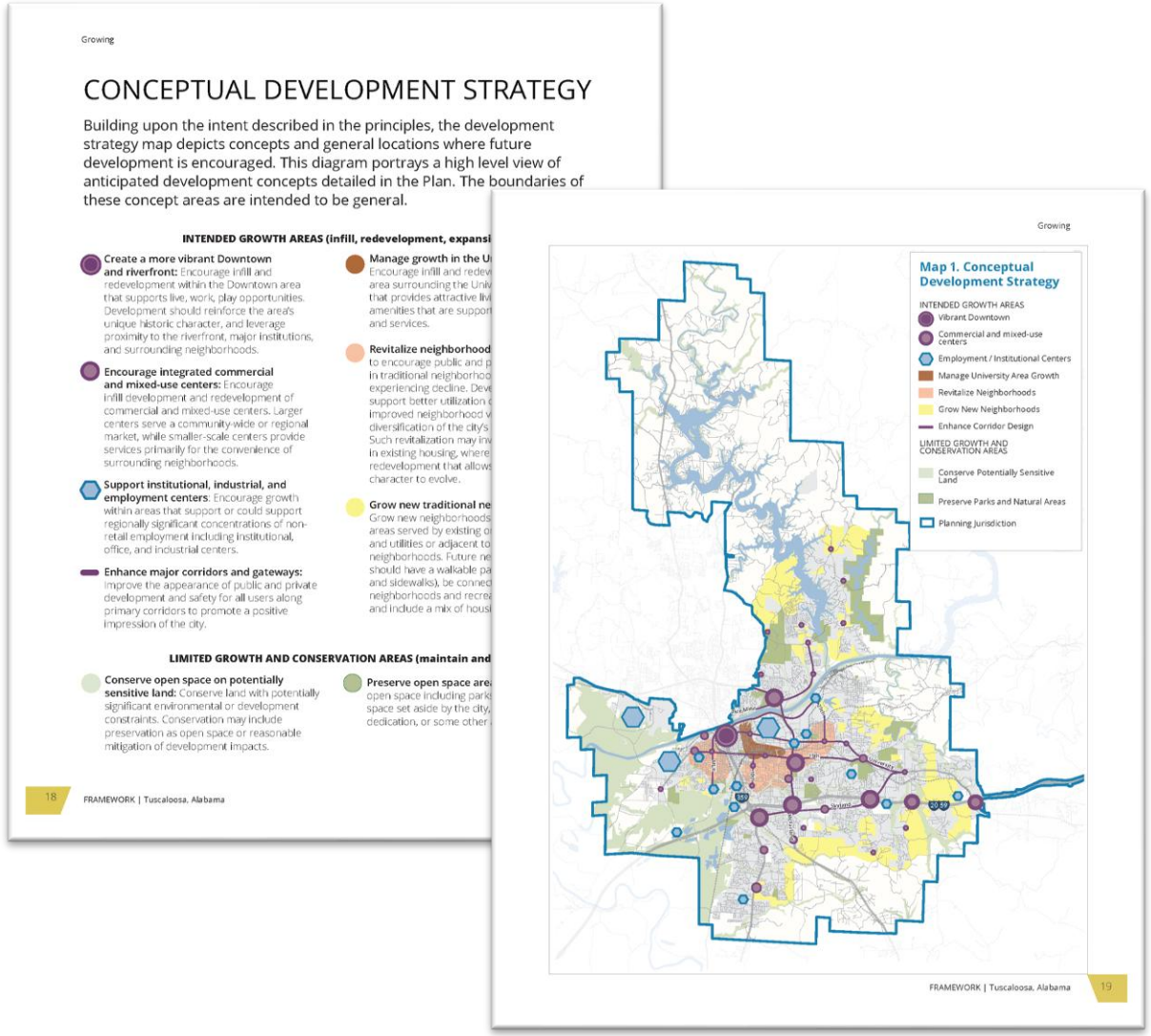
PART THREE

Steering Committee Activity

Conceptual Development Strategy

Depicts concepts and general locations where future development is encouraged.

- High-level view of anticipated development concepts detailed in the plan.
- Typically grouped by areas ready for change and those that should be preserved or maintained.
- Boundaries of these concepts are intended to be general.
- This is a diagram, not a detailed map.



Growing

CONCEPTUAL DEVELOPMENT STRATEGY

Building upon the intent described in the principles, the development strategy map depicts concepts and general locations where future development is encouraged. This diagram portrays a high level view of anticipated development concepts detailed in the Plan. The boundaries of these concept areas are intended to be general.

INTENDED GROWTH AREAS (infill, redevelopment, expansi

Create a more vibrant Downtown and riverfront: Encourage infill and redevelopment within the Downtown area that supports live, work, play opportunities. Development should reinforce the area's unique historic character, and leverage proximity to the riverfront, major institutions, and surrounding neighborhoods.

Encourage integrated commercial and mixed-use centers: Encourage infill development and redevelopment of commercial and mixed-use centers. Larger centers serve a community-wide or regional market, while smaller-scale centers provide services primarily for the convenience of surrounding neighborhoods.

Support institutional, industrial, and employment centers: Encourage growth within areas that support or could support regionally significant concentrations of non-retail employment including institutional, office, and industrial centers.

Enhance major corridors and gateways: Improve the appearance of public and private development and safety for all users along primary corridors to promote a positive impression of the city.

Manage growth in the U Encourage infill and redev area surrounding the Univ that provides attractive liv amenities that are support and services.

Revitalize neighborhood to encourage public and p in traditional neighborhoo experiencing decline. Dev support better utilization improved neighborhood v diversification of the city's Such revitalization may inv in existing housing, where redevelopment that allows character to evolve.

Grow new traditional ne Grow new neighborhoods areas served by existing u and utilities or adjacent to neighborhoods. Future ne should have a walkable pa and sidewalks), be connec neighborhoods and recrea and include a mix of housi

LIMITED GROWTH AND CONSERVATION AREAS (maintain and

Conserve open space on potentially sensitive land: Conserve land with potentially significant environmental or development constraints. Conservation may include preservation as open space or reasonable mitigation of development impacts.

Preserve open space are open space including park space set aside by the city, dedication, or some other

18 FRAMEWORK | Tuscaloosa, Alabama

Growing

Map 1. Conceptual Development Strategy

INTENDED GROWTH AREAS
- Vibrant Downtown
- Commercial and mixed-use centers
- Employment / Institutional Centers
- Manage University Area Growth
- Revitalize Neighborhoods
- Grow New Neighborhoods
- Enhance Corridor Design

LIMITED GROWTH AND CONSERVATION AREAS
- Conserve Potentially Sensitive Land
- Preserve Parks and Natural Areas
- Planning Jurisdiction

FRAMEWORK | Tuscaloosa, Alabama 19

Activity

Where should growth, reinvestment, and maintenance be prioritized over the next 15 years?

In small groups, draw each category on the map. Identify where growth goes, where reinvestment is needed, where maintenance comes first. Work in districts, corridors, and neighborhoods, not parcels.

35 minutes

At your table

- ✓ 24" x 36" base map
- ✓ Recording sheet
- ✓ Map key
- ✓ Highlighters

1

5 min

Introduction

Purpose and an example map.

2

20 min

Build the Map

Draw each concept on the map.

3

10 min

Report Out

Share your priorities and key takeaways from the discussion.

Your Task

Map areas where Jackson should grow, reinvest, and maintain.

Directions

- **Identify the big moves.** Where would investment have the highest impact?
- **Think districts, corridors, and neighborhoods.** Not individual parcels.
- **Challenge yourself to identify a top three.** Rank them if you can.

Key

Grow

Districts and corridors suited to new housing and development.

Reinvest

Areas needing public investment to change trajectory.

Maintain

Established neighborhoods and assets to preserve.

PART FOUR

Looking Ahead: Round 2 Engagement

Testing Big Ideas

Round 2 tests the big moves in the plan to affirm direction before drafting recommendations.

Each goal area will have a board presenting that chapter's big ideas as diagrams, maps, and images with limited text.

Participants will indicate how strongly they support each big idea and explain their choice in the comment box below.

Round 2 Activity

We will have 5 boards for residents to react to.

1. Vision and Plan Framework
2. Land Use & Neighborhoods
3. Economic Development & Vitality
4. Connectivity & Mobility
5. Community Assets & Infrastructure

Round 2 Activity

Participants will complete one Big Ideas Score Card.

1. Tell us about yourself
2. Rate the Big Ideas
    a. Rating 1-5
    b. Box for comments
3. How would you rate this engagement opportunity?

Round 2 Engagement Opportunities

Open House, October 15th

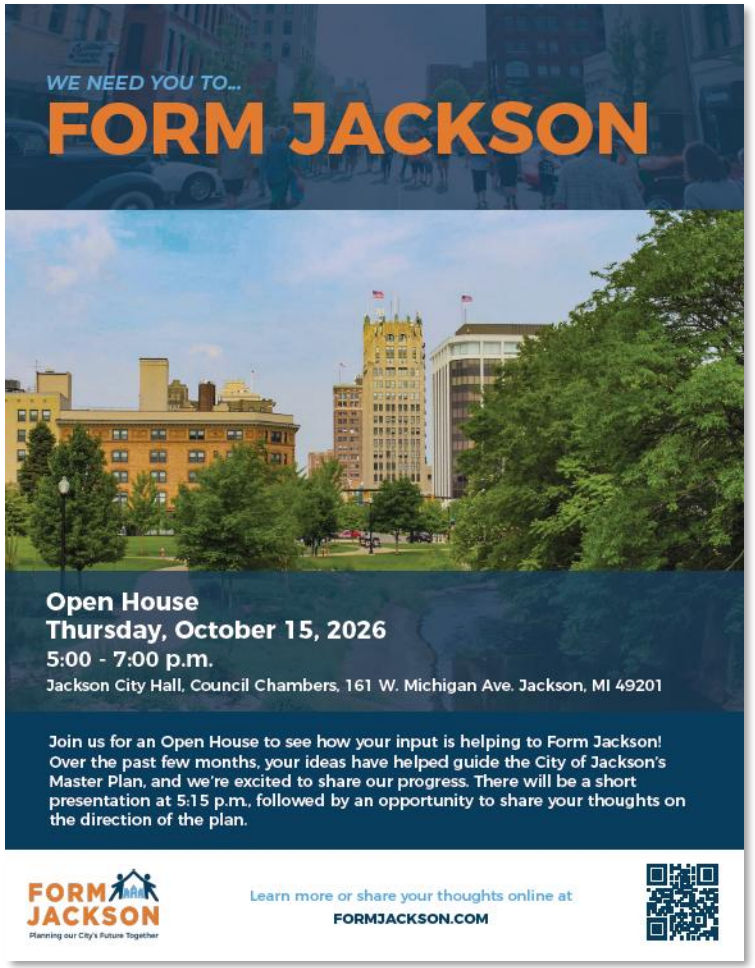
A 15-minute presentation on the process, then self-paced boards. Participants review the boards and respond to the questions related to each board.

Roadshow to follow the open house

The boards move to high-traffic public locations for continued viewing and comment, staffed at set times.

Online participation

The same boards and questions are available online for residents who cannot attend in person.



Open House

October 15 from 5:00-7:00pm at Jackson City Hall Council Chambers

- Post flyers at key locations around the community
- Encourage your network to come to the Open House
- Attend the Open House event to pick up any Round 2 materials that you need and to coordinate for the Roadshow
- Remind people of the Roadshow coming in the following weeks



Roadshow & Online Survey

- Encourage your network to stop by a Roadshow opportunity
- Help out with a 2-hour shift at a Roadshow location during peak times
- Hand out QR code leaflets to the online survey at any community events between October 16-31
- Encourage your network to take the online survey if they can't attend an in-person event



Your Homework

1. Invite people to attend the Open House
2. Sign-up a 2-hour shift at a Roadshow location
3. Pass out flyers for the online survey at a Halloween or other community event
4. Save the date for the next Steering Committee meeting on Wednesday, December 2



Thank You!

Steering Committee #3

City of Jackson Master Plan

September 16, 2026

FORM JACKSON

Planning our City's Future Together