About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 20,000 members and associates from 70 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America’s most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President
The goal of ULI’s Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI’s Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel’s conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel’s visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI’s five-day panel assignments are able to make accurate assessments of a sponsor’s issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI’s unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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On behalf of ULI, the panel would like to extend its sincere appreciation to Mayor Charles Farmer and his staff for inviting ULI to Jackson to assist in the city’s redevelopment efforts. Their foresight and enthusiasm are what will make Jackson a great city.

Specifically, the panel would like to thank Marci Harris of the mayor’s office and Winston Henning of the Jackson Housing Authority for their tireless assistance and quick response to the panel’s many requests for information, and Dennis Henderson and Meg Goodman of the Jackson Downtown Development Corporation for their assistance during the panel’s week on site. The panel also had the opportunity to work closely with several city council members, city staff, and residents of Jackson, all of whom were valuable resources. Most of all, the panel would like to thank the more than 75 citizens and business owners who shared their insights, feelings, and hopes for downtown and East Jackson. Without their input, the panel’s work would not have been as fruitful.
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On the evening of May 4, 2003, Jackson, Tennessee, was hit by a series of tornadoes that were to change the face of the city forever. The storms severely damaged downtown and the East Jackson neighborhood, destroying millions of dollars worth of property and displacing hundreds of people from their homes and offices. But the people of Jackson saw this as an opportunity to rebuild their city, to create a city that will be even better than the one in which they lived and worked on May 3. They have proactively pursued grants and other sources of funding, and asked ULI to convene an Advisory Services panel to address redevelopment opportunities for the downtown and East Jackson neighborhoods.

The panel’s recommendations, which are presented in this report, can be summarized in four basic, overarching concepts: opportunity, commitment, vision, and execution.

Opportunity

Throughout the week it spent in Jackson, the panel saw the physical devastation that the tornadoes of May 4 wrought on the community. While the panel concurs with the community’s sentiment that this destruction presents an opportunity for a fresh look at the downtown and East Jackson neighborhoods, the panel also finds that many of the issues that need to be addressed predate the storms. Physical and economic deterioration in East Jackson did not start on May 4. Growing activity in downtown over the past ten years, while not insignificant and certainly laudable, has not yet transformed this section of Jackson into a truly vibrant central business district (CBD).

As disconcerting as this situation may be, it is one Jackson has in common with many other U.S. cities that have experienced the inevitable cycles of decline and rebirth associated with residents moving away from the nation's urban cores. The countless instances of this phenomenon—and the ways in which other cities have responded—provide many different success stories and models from which the city can choose in charting Jackson’s future.

The panel is impressed with the intensity with which the community has pursued economic diversity, and with the success it has achieved in creating a healthy industrial, retail, and residential environment in the northern and eastern parts of the city. Jackson has had incredible success in attracting jobs and investment. The panel is troubled, however, that the same effort has not been expended in the city’s East Jackson and downtown sections. This report discusses a host of opportunities from which the city can choose to remedy past neglect and return vibrancy to these areas. These include opportunities in housing; retail and dining establishments; the arts, entertainment, and culture; civic and institutional activities; recreational and park space; historic preservation; and infrastructure improvements.
Commitment

Most impressive to the panel, and most encouraging for Jackson's future, is the sense of commitment the Jackson community demonstrates when it sets its mind to achieving something. While sentiments may differ on how to achieve the desired goals, the panel found near unanimity on the part of everyone in Jackson that maintaining the status quo in East Jackson and downtown is unacceptable. The panel believes that the time to act, to revitalize these neighborhoods, is today.

The commitment that made Jackson the “Hub City of Western Tennessee” is the same commitment that will be indispensable in returning East Jackson and downtown to their proper roles and vibrancy in the community. This report explains how Jackson can use the community’s commitment to achieve just that.

Vision

Communities in need of redevelopment often ask many of the following questions: What should we be? What are we trying to achieve? Are we looking back to what we were, or are we forgetting the past and striving for something different? These are always the most difficult and contentious of the issues facing a community in which significant physical and socioeconomic sectors have been left behind or are in transition. There are no right or wrong answers; what Jackson must do is identify solutions that are achievable and will be embraced by the community. Without that common vision, one can have all the opportunities in the world and the strongest commitment to capturing those opportunities, and still not achieve the desired and necessary results.

Members of the community spoke to the panel with passion and clarity about what Jackson means to them, what needs attention in East Jackson, and what downtown is missing. This report translates the community’s input into a vision for East Jackson and downtown that the panel believes will enable the city to capture and capitalize on the opportunities that are out there, the opportunities that exist today and those that will arise in the coming years. The panel discusses what is unique and distinct about these two neighborhoods and, at the same time, how they fit into the broader vision for and vitality of Jackson. The panel also discusses the challenges that are unique to each neighborhood, those that are shared, and ways to respond to both.

Execution

Despite the enormity of the natural disaster of May 4 and the depth of the neglect and decline in the years before, these circumstances are not unique to Jackson. The countless other communities that have been attacked by nature have used a wide array of recovery tools and mechanisms, many of which could be applied in Jackson to remedy both the immediate impacts of the disaster and more deep-seated deficiencies in the community. Countless success stories exist throughout the country of the successful application of these tools and mechanisms to achieve recovery and revitalization. That said, it is important to note that most of the tools and mechanisms the panel is suggesting are, in fact, not recovery related, but are more broadly focused on economic development and revitalization.

Jackson will be using those tools and mechanisms to build on the foundation of some very strong community fundamentals. These include a solid economic and jobs base, available land, strong neighborhoods that are committed to their own vitality, churches and community groups that are important and active channels for catalyzing sentiment and action, and talented, capable, and ener-
getic public and private sector leaders. These elements will be critical to enabling the tools and mechanisms recommended in this report to work.

This report explains how Jackson must use these tools to avoid the Achilles heel of any community-building process: a lack of trust among the players. It explains how to apply these tools in a manner that builds on existing commitment, furthers the community’s vision, and significantly leverages the tools available. It is important to note that these tools are not government handouts. Achieving the community’s vision for Jackson will require the cooperative effort and co-investment of the public and private sectors.

Throughout downtown Jackson, the panel saw how the community was rebuilding itself after the tornadoes.
Although the Jackson Metropolitan Statistical Area (MSA) is defined as Madison and Chester counties, the city of Jackson—also known as the Hub City of Western Tennessee—serves a 13-county market area with a population of more than 390,000. The two-county Jackson MSA employs 74,000 people and has a population base of 112,164 living in 43,391 households. Over the last decade, the MSA’s employment base has grown by 1,166 new jobs annually, which in turn has generated population growth of 1,645 people in 710 households each year.

The city of Jackson currently has a population of 62,830 in 24,956 households and has been expanding by 1,068 people and 442 households annually. The city has accounted for 65 percent of the population growth and 62 percent of the household growth in the Jackson MSA. Based on its historical growth, the MSA is projected to grow by 940 jobs per year, which will generate population growth of 1,630 people and 740 households, including 570 detached single-family houses, 30 attached single-family houses, and 140 rental apartments. The city of Jackson’s housing market will capture 66 percent of this total, with an expected average annual demand for 490 units, including 340 single-family houses, 30 townhomes/condominiums, and 120 rental apartments.

By destroying or damaging many homes in the Jackson MSA, the tornadoes created an additional source of housing demand. Research conducted to date indicates that approximately 4,300 people have been displaced from their homes in Madison County as a result of tornado destruction; approximately 3,000 of these people lived in the city of Jackson. Approximately 1,075 people (430 households) in the city have been permanently displaced and will need new housing.

Office employment in the Jackson MSA currently encompasses 22,875 employees and is projected to grow by 285 employees annually. This growth in employment will generate an annual demand for 65,000 square feet of office space in the MSA; 80 percent (52,000 square feet) of this demand is projected to occur in the city of Jackson. Estimates indicate that 50 percent of the total demand for office space in the city can occur in the downtown; as a result, there should be an annual demand for 25,500 square feet of new or renovated office space downtown.

The destruction caused by the tornadoes resulted in 81 commercial buildings being designated “do not occupy.” Approximately 150,000 square feet of office and retail space in the downtown needs to be re-created immediately, to accommodate existing downtown businesses and keep them from relocating permanently. Repairing and/or replacing this commercial square footage immediately is extremely important; it is the only way to ensure that businesses committed to the downtown can return and operate effectively.

As mentioned earlier, the city of Jackson functions as a retail, service, and medical hub for western Tennessee. This is most obvious when one analyzes Jackson’s retail trade market. Today, the city...
of Jackson contains more than 5 million square feet of retail space, and this market area will expand by approximately 100,000 square feet per year over the next decade. In addition to this retail demand, which will be generated by employment and population growth, pent-up demand for neighborhood-oriented retail establishments exists in East Jackson. An approximately 150,000-square-foot neighborhood shopping center should be developed in East Jackson immediately.

Market research also indicates that pent-up demand exists for an approximately 130,000-square-foot entertainment-oriented shopping complex in the CBD that could be anchored by a movie complex and contain related retail establishments, including restaurants and specialty stores. The panel presents specific recommendations for this shopping center later in this report.

Research indicates that the city of Jackson has 2,260 hotel and other lodging rooms that achieve a nightly occupancy rate of 70 percent. The market for hotel and other lodging rooms is projected to grow by 75 rooms per year.

Prospects for East Jackson

The panel believes that the city must devise an immediate plan for the East Jackson community to achieve the following goals:

- Replace approximately 86 single-family residential units;
- Provide a total of 334 multifamily units;
- Provide approximately 144,000 square feet of convenience retail space; and
- Guide and assist property owners in repairing or replacing 2,300 damaged or otherwise adversely affected properties.

The multifamily housing must feature designs and unit mixes that are appropriate to the local historic architecture and the existing density in East Jackson. It should be developed by one or more public/private partnerships at a density of ten to 12 units per acre. The construction of the 334 needed units in 50- to 70-unit complexes dispersed through East Jackson therefore can be expected to consume approximately 30 acres. Each complex should include appropriate amenities, such as playgrounds for young children as well as facilities that could accommodate resident gatherings and also provide recreational opportunities for neighborhood residents.

The panel's calculations revealed sufficient support for the development of approximately 144,000 square feet of convenience retail space in East Jackson. Although one or more sites need to be identified for this space, a total of 15 acres probably will be required for the retail buildings and associated parking. The table on the following page describes the potential mix of uses for this retail space. The panel also envisions the need for an additional six acres to accommodate services such as a bank, fast food establishments, a service station, and others that typically require freestanding structures.

While the panel is comfortable with these retail forecasts, it suggests that because of the temporary upheaval in the neighborhood the proposed retail space should be developed in phases, as dictated by the market and the economy. An assemblage and rezoning process undoubtedly will be needed to create the retail node or nodes to accommodate all of the proposed uses. The panel learned from its interviews that, if properly conceived, such development would be reviewed fa-
Residents of East Jackson should be encouraged to become the principals in such development as well as tenants in the stores.

Prospects for the Downtown

Jackson’s downtown encompasses approximately 1,682,000 square feet of existing space that was occupied by approximately 1,500 government employees and 2,500 civilian employees prior to the tornadoes. An analysis of this commercial square footage suggests that approximately 500,000 square feet is vacant or underutilized. The panel’s research indicates that 80,000 to 100,000 square feet of this underutilized space will be needed to accommodate businesses displaced by the tornadoes and approximately 420,000 square feet will be available for new or renovated tenancy.

The panel’s market research indicates that the CBD should enjoy an annual market for 26,000 square feet of office space, 12,000 square feet of retail space, 30 rental apartments in 30,000 square feet, and ten condominiums/lofts in 12,500 square feet. These annual absorption potentials suggest that the underutilized downtown space should be redeveloped over the next six years to accommodate 156,000 square feet of office space, 72,000 square feet of retail space, approximately 180 rental apartments in 180,000 square feet, and 60 condominiums/lofts in 75,000 square feet. Approximately 25 retail tenants can be housed at the ground level of this downtown space, which should include tenants that can be supported by a daytime population of 5,000 to 6,000 employees, including restaurants; clothing, shoe, book, stationery, and jewelry stores; dry cleaning establishments; a laundry; personal services; and antique, art, and home furnishings stores.

In addition to the potential to redevelop and retenant the existing downtown commercial space, market research indicates an opportunity to develop a new entertainment-oriented shopping center anchored by a movie theater complex. The Hub City trade area currently is served by 27 movie screens. The number of screens needed to adequately serve a market generally is calculated as a ratio of one screen per 7,500 people. Given the area population of 390,000, the market appears to be underserved. The panel estimates that 35 percent of the overall demand could be attracted to a 16-screen cinema complex in downtown Jackson. This complex could anchor an entertainment-oriented shopping center that also would include restaurants, clothing and home furnishings stores, and personal care and other retail establishments. The panel recommends that this shopping center contain 150,000 to 200,000 square feet and accommodate 35 to 40 tenants.

The center should be oriented to serve downtown
Jackson's daytime population as well as the city’s 7,700 college students and residents of the entire central Jackson market area. The panel’s market review indicates that this entertainment-oriented shopping center could be developed immediately.

Jackson has 2,260 hotel and other lodging units, and the market is projected to grow by 75 rooms annually. Jackson has developed hotel and other lodging units at a ratio of one room per 33 employees, but the city currently has no downtown hotel rooms, even though approximately 6,000 people work there. This suggests a demand for about 180 downtown hotel rooms. The market has the potential to grow by 20 to 25 rooms per year, suggesting that a 250-room conference-oriented hotel will be justified within the next five years. The panel recommends that a new hotel be located close to an upgraded and remodeled civic center and that it also be positioned to serve the city’s four colleges as well as its regional medical facilities.

**Public Uses**

The panel identified several public uses that should be included within the redeveloped areas of Jackson, as outlined below. The city’s families are its heart and soul. Public spaces, amenities, and services that support, strengthen, and sustain family ties are essential to the viability, vitality, and quality of life for residents of the city and the region.

**Education**

Education is a critical component in ensuring equitable employment and economic opportunities. Jackson’s historical institutions of higher education—including Lane College, Lambuth and Union universities, and Jackson State Community College—are the foundation of the city’s learning environment. These notable institutions are complemented by innovative technology centers and progressive magnet, public, and private schools designed to provide Jackson’s residents with the skills needed to achieve self-sufficiency and gainful employment.

**The Library**

One of the most valuable resources that supplements and enhances Jackson’s educational environment is the Jackson-Madison County Library. The library is the only archival repository and clearinghouse of information serving the Jackson MSA’s population base of nearly 112,000. Located in downtown Jackson, the library served 41,190 patrons with a circulation of 194,720 from June 2002 to June 2003.

One of the library’s unique features is the Tennessee Room. This facility provides vital historical records from all over Tennessee and the region, including land grants, deeds, court records, census information, and biographical information on individuals and families. It interconnects with the Family History Center operated by the Church of Jesus Christ of Latter-day Saints, which provides access to more than 100,000 publications on the heritage of family names, lines, and census records available on microfilm. The Tennessee Room also provides the most recent release of U.S. Bureau of the Census information on the 18th century, including the Freedman’s Bank Records of African Americans and other records of freed slaves.

Personal family research and the preservation of family histories is the number-one hobby in the nation. Marketing the accessibility of this information is instrumental in drawing residents to the downtown library to use these services. This vital resource, provided through Internet-based and other high-tech services, is imperative to linking the integrity and history of the residents of Jackson and the broader region to the future through
telecommunication services and supportive educational and learning resources. To capitalize on this opportunity, the panel advises Jackson to expand the library into a lifelong family learning center and suggests that it begin doing so immediately.

**Technology Tools**
The panel advises the Jackson Energy Authority (JEA) to focus its proposal to expand its telecommunication services to every home and business in Jackson on linking these services to and interconnecting them with the proposed library expansion. This would create a model high-tech “library of the future.” The library’s state-of-the-art equipment and upgraded services would be available for public use as well to demonstrate high-tech services for the medical and educational communities.

**Model Museums**
Relocating the Children’s Museum of West Tennessee from its planned location or adding a new children’s museum—with technological services as well as hands-on experiential and exploration opportunities—on the same block as the library or within walking distance of it would create a genuine “family center” and provide complementary amenities. This, coupled with the creation of a historical museum, would showcase the founding of Jackson and its rich railroad history, which includes the famed Casey Jones. An art gallery and museum for local artists, traveling exhibitions, and other displays would create synergy for multiple uses near the library.

**Cultural Connections**
The Jackson Symphony and other local performing arts groups provide invaluable entertainment and binding cultural connections for the community, city, and region. The symphony’s popularity and its extensive programming now exceed the limited seating capacity of its present location. Jackson would benefit from the addition of an outdoor amphitheater and green space downtown that could accommodate larger audiences for performing arts groups, cultural festivals, and other significant special events and attractions. This addition also would help promote and maximize the vibrancy of the West Tennessee Farmers’ Market, which is located downtown.

**Green Space and Gateways**
Downtown business owners and Jackson residents have expressed a desire for an open green space, park, and/or other recreational facilities that would include a gateway monument to the downtown farmers’ market and an outdoor amphitheater. Additional green space in the downtown could complement the existing green spaces at the Parkview Montessori School and the T.R. White Sportsplex in East Jackson and, more importantly, meet the East Jackson community’s dire need for pocket parks and recreational facilities.
Out of adversity springs opportunity. The devastating tornadoes that struck on May 4, 2003, while a terrible tragedy, have brought the citizens of Jackson together as a community to face their problems and search for solutions. This community spirit has enabled the city’s residents to look beyond the area affected by the tornadoes, to extend their vision to other parts of the community in need of revitalization. The talent and enthusiasm represented by all the people with whom the panel met during its week in Jackson is a valuable asset, one that should be channeled into a community-wide effort to make Jackson a place where families can continue to live, work, and play together in a pleasant and safe environment. To capitalize on this enthusiasm, government needs to strengthen the linkages among all stakeholders including, for example, churches, residents, the library, the parks and recreation department, public and private educational institutions, and housing and social service providers.

**East Jackson**

Although the parts of East Jackson that were affected by the tornadoes and those that were not affected have different development needs and priorities, they also have much in common.

**The Affected Area**

Addressing the needs of the parts of East Jackson affected by the tornadoes is a high-priority action item for the city, which should continue to aggressively seek all possible disaster funds. Finding replacement housing for the displaced residents is critical, and as many participants as have the skills and resources to accomplish this task should be involved in facilitating this effort.

Many of the damaged homes in the affected area are located in a federally designated flood zone. Structures within this zone should not be rebuilt. The city should acquire the land by paying fair compensation to owners; it also should relocate or compensate renters. All structures still existing in the flood zone should be demolished, and the city should hold the land for future development as a linear park that could link the south fork of the Forked Deer River with Kate Campbell Memorial Park.

Outside of the flood zone, the city should evaluate severely damaged houses or apartments and determine whether they should either be demolished—and the land acquired by the city—or repaired. The city should assist—by all means available—homeowners whose houses can be retained in the existing housing stock and who can and will repair them and return them to occupancy. In addition, the city should use money available from various sources to pursue a strategy of either—or both—consolidating a sufficient amount of contiguous parcels to land bank for future redevelopment as a new subdivision or acquiring parcels interspersed among existing houses to be held for future scattered-site housing development.

The city should assemble contiguous parcels with the ultimate goal of creating a planned community after establishing an overlay zone to facilitate the community’s desire for a mix of housing types, sizes, and pricing. Land acquired by the city under this program should be cleared and all legal and physical impediments to constructing housing on it should be resolved. Once the land is marketable, it should be sold to the private sector as soon as possible. Individual parcels could be sold to individuals for the construction of their own homes; contiguous parcels should be sold to one or more for-profit and/or nonprofit developers who would construct various types of housing products. The city’s strategy, in both assembling contiguous sites and acquiring scattered ones, should involve acquiring the land, removing all physical and legal impediments to the production of new housing, fa-
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cilitating the creation of an overlay zone to de-
scribe the type of housing desired by the commu-
nity, and screening potential purchasers through
an open process in which it will sell the land with
the specific condition that it be built upon within a
time frame specified in the planning docu-
tation created during the overlay zoning process.

One area that lends itself to this type of consolida-
tion is the one bounded on the west by the Park-
view Courts public housing project—much of which
is in the floodplain—on the east by Curtmell Street
and portions of Holland Street, on the north by
U.S. Highway 70, and on the south by Chester
Street. (See the illustration at left.) Aggregating
sufficient land to create a new land use pattern
with a range of lot sizes and a street configuration
not necessarily tied to the area’s historical land use
pattern will facilitate the development of a resi-
dential subdivision similar to the type of planned
community more typically developed in a green-
field. This subdivision could be zoned for owner-
ship and rental opportunities as desired by the
community and should include a spectrum of hous-
ing sizes and prices to appeal to a range of home-
buyers and renters, including seniors, households
that do not qualify for subsidies but still need assis-
tance, and households able to pay market-rate
prices. This specific area should be considered for
a demonstration project, which could be imple-
mented in phases and could become a template
for new development in other locations. The city
should use all means at its disposal to pursue fund-
ing for this high-priority project.

Introducing various types of housing, including
low- and medium-density multifamily units as well
as stick-built and manufactured houses, may help
produce more affordable housing. The Bemis area
of Jackson contains some good examples of mixing
these types of housing. Projects like Baker Place
are good examples of the type of higher-density
rental products that could be built in this part of
East Jackson. Including lower-density single-fam-
ily houses in a range of sizes and prices will pro-
vide opportunities for area residents who wish to
trade up as their economic circumstances improve,
or for residents of other parts of Jackson who
might want to move to East Jackson but have not
been able to find acceptable housing there.

The city needs to develop a program to sell land to
proven housing producers, which could include in-
dividuals as well as for-profit and not-for-profit
developers. The program goals need to be clearly
spelled out in the zoning and planning docu-
tation; the buyer must commit to these goals through
either a disposition agreement or a deed restric-
tion. Other items that should be included in the
acquisition documentation are a requirement that
the production of new housing of the type desired
be completed within a specified time frame and
within the guidelines adopted by the plan. Adopt-
The federal courthouse is one of many government buildings in the downtown.

The tornadoes destroyed more than housing in East Jackson; they also damaged the commercial property along Chester Street, from Cartmell Street to Holland Street. This has created a potential site for the convenience shopping center described in the Market Potential section. The East Jackson community now has an opportunity to realize its desires for commercial development that will serve the needs of its residents. The Implementation section of this report proposes a process to achieve this goal.

The city also should make every effort possible to assist the many churches throughout the city that were damaged by the tornadoes, to facilitate their speedy return to normalcy and provide the members of each congregation with a place to gather, both to worship and to join together for other church activities. If other facilities exist that could be made available to the churches during this time of stress, the city should facilitate that effort.

**The Unaffected Area**

While the East Jackson community’s current efforts are focused on the areas affected by the tornadoes, now is also an opportune time to capitalize on the community’s desire to improve areas that were not directly affected by the tornadoes. Programs developed for the affected areas also could be applied to these other areas, as appropriate. After conducting a thorough, street-by-street inventory of the land in these unaffected areas, the city should pursue land assemblage and parcel acquisition, as described above, on a selective basis. The Implementation section describes how the city can work with residents and other members of the community to create specific strategies.

In addition to using this land acquisition strategy in parts of East Jackson outside the area affected by the tornadoes, the city needs to look at other land in the transitional areas between the commercial downtown and the neighborhoods as potential places where it can satisfy the demand for various types of housing identified in the Market Potential section. This may necessitate the acquisition of existing buildings and single or contiguous parcels to introduce new medium- and higher-density for-sale and rental housing in and around the downtown core.

The adaptive use and redevelopment of East Jackson and downtown can be implemented by redeveloping historic East Main Street and linking it to the downtown core to the west and the future linear park in the flood zone to the east. The first step would be to fix all the historic structures on the street. Every effort should be made to enhance the streetscape as well as the structures. Street signage and/or banners could be used to link two of the neighborhood’s community assets—the library and the T.R. White Sportsplex—with the rest of the neighborhood. The portion of East Main Street between the railroad tracks and North Royal Street also presents an opportunity for the city to assemble land for future medium-density residential development that would provide a transition from the commercial core to this elegant residential street. Baker Place is an exam-
ple of the type of housing that should be developed in this area.

**Infrastructure Improvements**

The city needs to be proactive in its efforts to improve the neighborhood infrastructure in both the affected and unaffected areas of East Jackson. An ongoing program of improving streets and sidewalks should be instituted. Where there are no sidewalks, the city should install them if the neighborhood wishes to have them. Moving utilities underground should be a high priority for JEA, for both aesthetic and safety reasons. Street lighting also is very important for safety and security in the neighborhoods, and should be implemented with a consistent pattern of decorative lights that both illuminate the area and improve the overall character of the neighborhood.

Street trees and landscaping should be introduced where needed to enhance the streetscape. Pocket parks, located within walking distance of neighborhood residences, are a valuable asset and should be interspersed throughout the community. Wherever the rail line is no longer in service, aggressive attempts should be made to acquire the right-of-way and return the land to a more productive use, such as parks and greenways. Finally, it may be appropriate to introduce police substations in some neighborhoods that desire them.

**Neighborhood Preservation Ordinance**

A neighborhood revitalization and preservation ordinance may help in areas of East Jackson, as well as in other deteriorating neighborhoods surrounding the downtown. The panel suggests that the city consider enacting such an ordinance—which should address both commercial and residential issues—for an area as large as that bounded by Hollywood Avenue on the west, Lambuth University and Lane College on the north, the city limits on the east, and the south fork of Forked Deer River on the south. The ordinance should include a neighborhood restoration plan that addresses short-term, post-disaster cleanup and redevelopment needs. After those efforts are completed, the ordinance would remain in place to maintain the integrity of the neighborhoods surrounding the downtown, support property values, and continue to maintain the housing stock with a low-interest loan program and an aggressive code enforcement program. In addition, the ordinance also should address the description and parameters of the East Main Historic District.

**Downtown Jackson**

Downtown Jackson is the historical heart of metropolitan Jackson. Until the late 1960s, it also was the region’s commercial business district. With significant suburban development to the north and south of downtown over the last 40 years, however, the downtown has found itself eclipsed by these other emerging commercial areas. Many cities throughout the United States have dealt with this situation successfully. The first step is for the city of Jackson to evaluate downtown’s comparative advantages relative to other commercial areas in metropolitan Jackson and chart a course that will allow downtown to grow along with its neighors in a synergistic manner.

The primary downtown land uses are government, finance, professional, religious and entertainment ones. Since Jackson is the county seat—and the largest business district between Memphis and Nashville—more of these types of uses should be developed downtown. In particular, adding more entertainment uses has the potential to greatly enhance the downtown environment. New entertainment uses would help establish downtown as

The Greyhound bus station is another asset in Jackson.
an active destination, both during the day and at night, and would send a strong message to greater Jackson that “downtown is back.” To encourage the development of more downtown entertainment uses, the city must commence enough simultaneous improvements—including streetscape and facade improvements—to create a critical mass of new uses.

**East/West Axis**

The existing downtown grid pattern of streets and sidewalks presents strong opportunities for pedestrian activity. To reinforce downtown’s strong east/west orientation, the city must establish distinctive districts, as described below, on both the east and west sides of downtown. Once these districts are established, the middle section will fill in naturally with appropriate uses, such as restaurants, specialty shops, offices, and apartments, provided the city implements appropriate design guidelines and makes the necessary streetscape and signage improvements. This type of framework for strengthening the cohesiveness of a commercial area has worked well in other cities throughout the United States.

On the east side, the library and the Ned R. McWherter West Tennessee Cultural Arts Center (the Ned) should serve as the foundation for an Arts and Cultural District. The city should expand the mission of the library, as described in the Market Potential section. The library should serve as a gathering place for educational classes, after-school tutoring programs, and the exploration of electronic media. The new Internet access system proposed by JEA should be linked to an expansive media center in the library. Schools and businesses could use this center for streaming video exhibitions and teleconferencing. Other appropriate uses in the Arts and Cultural District include galleries and artists’ studios. The district also contains a transportation hub, which consists of the Greyhound and Jackson Transit Authority (JTA) bus terminals. Because of their historic character, the city may want to consider combining these facilities in the future and preserving the Greyhound building.

On the west side, the panel recommends the construction of a 16-screen movie theater complex, plus associated restaurants and retail space totaling 200,000 rentable square feet. A 2,000-seat outdoor amphitheater also should be built in this area. These two facilities could become the heart of an Entertainment District. As part of the development of this district, RIFA and the city garage should be relocated.

The panel believes that the cinema complex would be a strong magnet that could attract as many as 750,000 new and returning visitors to downtown annually. Moviegoers are likely patrons of restaurants and specialty shops. Given the existing demographic character of the Jackson trade area, the panel sees this as an excellent opportunity, and strongly suggests that this complex be developed immediately.

The outdoor amphitheater should contain an open-air bowl and a covered stage. The panel estimates that it will cost between $1 million and $3 million. The city should hire an experienced operator that can attract well-known musical and arts performances to run the amphitheater, which also could serve as a summer home for the Jackson Symphony Orchestra. Given the strong demand for this type of entertainment venue, the amphitheater also should be developed immediately.

The panel recommends that a 1,000- to 1,500-space parking structure be built to meet the parking requirements of the proposed Entertainment Dis-

The panel believes there should be three distinct downtown districts, as illustrated generally below.
strict and the federal and state governmental buildings. The structure should be designed to permit phased construction. Its facade should blend into the character of the neighborhood, and the city should make every possible attempt to include ground-level retail on the east side of the structure, which would face North Highland Street. The parking facility must be constructed simultaneously with the new entertainment venues.

To attract entertainment developers to downtown, the city of Jackson must provide appropriate financial incentives. Without such incentives, a new cinema complex is more likely to locate in a less densely settled part of the metropolitan area. The construction of the parking structure—as well as land acquisition for the cinema complex, retail establishments, and outdoor amphitheater—could be financed through a variety of vehicles. The Implementation section of this report discusses these incentives and financing options in more detail.

North/South Axis

In the southern part of downtown, the city should move the post office from its existing site to a similar-sized site near Interstate 40 (I-40). This will provide better access for mail delivery and make this strategically located site available for future redevelopment, possibly as a sports and music arena. Demand for such an arena could emerge in two to four years, as downtown becomes known as an entertainment venue. Development of this facility should be subject to a thorough feasibility study. Until this type of use becomes feasible, the site should be used as an athletic field or for some other recreational use.

The site adjacent to the Carl Perkins Civic Center should be reserved for a new convention center. As in the case of the arena, demand for this use could mature in two to four years and its development should be dependent on a thorough feasibility study. In the interim, the site should be used as a passive recreation area.

The block bounded by East Chester, Highland, and Liberty streets should be reserved for a new 200- to 300-room hotel. Development of the hotel will be dependent on the development of an arena, convention center, or other strong identifier of downtown as an entertainment destination.

Other Educational and Entertainment Venues

Jackson’s strong historical and regional identification as the hub of a large metropolitan area could make it an attractive location for a children’s museum and a historical museum. If feasible, these facilities should be located adjacent to the library. Demand also may exist for other facilities, such as a zoo or water adventure park. The city must reserve land for these uses as they become desirable and feasible.

Infill Apartments and Condominiums

As downtown gains a reputation as a great place to visit, both during the day and at night, it will begin to be seen as a great place to live. As a result, opportunities to redevelop the second and third floors of existing downtown buildings into apartments and condominiums will emerge. Some downtown buildings lend themselves for adaptive use as loft and traditional apartment or condominium units. While the city should evaluate such buildings and work with building owners to facilitate the conversion or rehabilitation of these structures, it must recognize that the cost of producing such units often is significantly higher than new construction, so subsidies and other incentives may be needed to facilitate this process. There also may be opportunities to construct new townhouses between the Arts and Cultural District and the East Main Historic District. The panel

Marci Harris of the mayor’s office (center) helps the panel understand the existing redevelopment plans for the city.
believes there will be demand for 50 new residential units per year.

**Office Space**
The panel believes there will be demand for 25,000 rentable square feet of new office space annually. The most likely location for this new office space is on the north side of downtown. The block bounded by Baltimore, Church, Liberty, and Chester streets should be reserved for a large-scale private office user and the Holly Lane apartment site should be reserved for a large-scale public office user. In the interim, both sites should be appropriately landscaped and used for surface parking.

**Large-Scale Retail Space**
As downtown becomes a more popular location for entertaining, dining, and living, options for larger-scale retail development may emerge. This type of retail needs a critical mass of 150,000 to 200,000 rentable square feet. If this type of development becomes feasible, the panel recommends that it be located in place of the existing fire and police facilities.

**Reconstruction of the Bypass**
Although the southern sector of downtown contains a number of important uses—including the civic center, the fairgrounds, and state and federal buildings—there is no good pedestrian link between the downtown’s east/west axis and an emerging north/south axis. As the southern sector is redeveloped, an ideal triangle of entertainment, arts, and institutional uses could be drawn together to form a strong downtown core. One of the deterrents to establishing such a core is heavy vehicular traffic on Chester Street. The panel recommends that a new route for the existing bypass be constructed. From the east side of downtown, the bypass should be rerouted along the unused railway right-of-way to the west of the county criminal justice center; it should intersect South Highland north of the fairgrounds. At the same time, East Chester Street in downtown should become a two-way street.

In the future, this new bypass could be extended to the northeast and eventually could connect to the existing east-side bypass where East Chester Street separates from the bypass. If the expanded east-side bypass were to be constructed, it would allow the elevated section of East Chester Street to be brought back to grade level. This would have a positive impact on the cohesiveness of downtown. In light of the large cost associated with these improvements, the panel recommends that they be constructed only if the city is able to obtain substantial federal and/or state funding for them.
Planning and Design

Both the East Jackson community and downtown Jackson have survived the devastating impact of tornadoes that tore at much of their fabric. In their commitment to rebuild these areas, Jackson’s citizens and leaders are demonstrating their confidence in the city and their vision for bringing it back and making it even better. Their confidence is well placed, given the positive qualities that these two areas embody: they are distinct, yet joined; historic, yet adaptable.

This particular opportunity to rebuild will enable the city to establish basic and far-reaching redevelopment goals and to adopt sound principles of planning and design that it can use to achieve those goals. Given the extent of the tornado-related damage, careful planning can reinforce the considerable strengths East Jackson and downtown Jackson embody while also introducing new market-driven and public developments that will complement the city’s character and address its needs.

**East Jackson**

The East Jackson community has a rich history that is reflected in a broad variety of housing, streetscapes, and natural settings. It is therefore important to take a complete inventory of the community’s assets and opportunities and to engage the citizens who call East Jackson home to identify how best to rebuild the community.

From a physical planning perspective, East Jackson offers a wealth of opportunities. A strong street grid establishes blocks that make it easy to “know one’s neighbor.” These blocks add up in a distinctive way to a larger scale that is physically defined by built and natural features; in essence, the whole is larger than the sum of its parts. Chester Street and U.S. 70 both define and provide necessary access to East Jackson in ways that afford opportunities for commercial development that can meet community needs. Rail lines lace throughout the community, creating subdistricts; as rail spurs are abandoned over time, the rail lines could be converted to recreational trails. East Jackson’s natural conditions include mildly rolling topography, creeks and waterways, and a rich urban forest that lines many of its corridors. A significant portion of the city’s floodplain winds through the neighborhood, which also creates opportunities and challenges for revitalization.

After looking at these various conditions and acknowledging several of Jackson’s current initiatives for recovery, acquisition, and rebuilding, the panel recommends that city and the East Jackson community take the following steps.

**Rights-of-Way**

The city should improve rights-of-way throughout the community with landscaping, lighting, and paving. Rebuilding housing certainly is important, but so is continuing the city’s commitment to attractive and well-maintained streets and sidewalks. East Jackson’s wide variety of residential styles could benefit from sidewalks with historic light fixtures, shade trees, well-placed pavers, or other elements.

**East Main Street Gateway**

The city should value East Main Street as a gateway from downtown to East Jackson’s residences, and from East Jackson back into downtown. This street is a “corridor of history” immediately adjacent to downtown that showcases some of the finest historic houses—of different styles—that can be seen on any block, anywhere. Moving eastward toward U.S. 70, the scale of the houses on East Main changes to reflect housing types found throughout the community.

East Main certainly is a candidate for street improvements, as described above. Moreover, given
its signature character, its linkage to a primary access point to downtown on the west, and its connection to the Parkview Montessori School and the proposed linear park to the east beyond U.S. 70, East Main also should be explored as an inviting route along which cyclists and pedestrians, as well as cars, could move from downtown to a potential greenbelt.

**Housing**

Given the extent of the destruction caused by the tornadoes, planning for housing in East Jackson is essential. This opportunity does, however, allow for a focused examination of how to deliver better infill, scattered-site, and multifamily housing in ways that support the needs of the community for homes and also enhance the character of East Jackson. To take full advantage of this opportunity, the city, the Jackson Housing Authority, and the citizens of East Jackson should explore ways to reconfigure parcels for residential development of varying densities while still conserving what is best about their neighborhood’s character.

Many historic and transitional communities have successfully integrated new infill housing into their neighborhood fabric in ways that stabilize and increase value. Charleston, South Carolina; Birmingham, Alabama; and Atlanta are examples of cities that allowed citizen input into the crafting of flexible neighborhood preservation ordinances, a process that has resulted in well-designed projects that compatibly blend new and existing styles while also meeting neighborhood needs. One great example, particularly for the opportunity on East Main, is an Atlanta housing project located near the historic home of Martin Luther King, Jr., which provides affordable housing in a style compatible with the Queen Anne architecture of the surrounding historic district.

The intelligent application of neighborhood design ordinances and strong development programs can encourage the development of different housing types for people of many different ages and lifestyles. The citizens of East Jackson should not have to move to live in a great neighborhood! With robust strategies to increase and sustain the supply of market-rate and affordable housing, East Jackson should be able to keep everyone in the community who would like to stay there.

**Chester Street**

Chester Street is a way of getting both to and through East Jackson. It should be enhanced as a corridor by the appropriate siting and clustering of commercial uses that do not disrupt the viable residential presence along its length in East Jackson. Careful land use reviews will be necessary to determine the appropriate size of these commercial uses and the extent of commercial investment that will be required, since a critical mass will be needed to make such facilities attractive to shoppers as well as to investors. It also would be beneficial to place thematic banners and other wayfinding aids along Chester, to announce the traveler’s
Panelist Charlie Long (center) meets with citizens during the panel’s reception to hear their thoughts on redevelopment options for Jackson.

arrival in East Jackson and to distinguish commercial areas from residential ones.

**Neighborhood Amenities**

When planning neighborhood amenities for East Jackson, the city should look beyond private development opportunities and explore public enhancements like playgrounds, public art, historical interpretation, and other means of building on East Jackson’s unique identity. The community’s churches have played a critical role in voicing the citizens’ concerns. More public forums should be established to embrace East Jackson citizens’ ideas for their neighborhood.

**Linear Park**

Jackson, like a number of other U.S. cities, has developed its floodplain. Like many of these other cities, it also has been struggling with ways of addressing the impacts of flooding on development in the floodplain. With the help of the Federal Emergency Management Agency (FEMA) mitigation/acquisition program, Jackson is poised to redefine its relationship with its watershed in a way that can enhance the overall quality of life for its citizens. As far back as the days of Frederick Law Olmsted, American cities have been experimenting with methods of designing and developing urban linear parks that benefit the entire community. In the past 20 years, linear parks in many cities have become showcases of floodplain reclamation for recreational and cultural uses.

Jackson now has such an opportunity. It should consider incorporating the following guidelines in its linear park development:

- **Find out what the community wants.** Involve citizens throughout the planning process; their input will be invaluable.
- **Identify appropriate access points.** The potential footprint for Jackson’s proposed linear park stretches across many already developed areas as well as areas that may be developed in the future. How the community accesses a linear park is critical for the community’s sense of security and convenience.
- **Mix passive and active uses along the length of the park.** Programmed recreational, performance, and art uses can enliven a linear park and provide citizens with a true sense of ownership. Both FEMA and the U.S. Army Corps of Engineers have broad guidelines that allow reuse of floodplains for public purposes.
- **Use the linear park as a catalyst for housing, recreational, and other appropriate investments along the park’s edge.** Setting a linear park in the floodplain does not require the wholesale removal of all other development at the fringes of the floodplain. On the contrary, linear parks become value-adding amenities for appropriate residential and commercial development.
- **Explore opportunities to link the park to a broader network of linear park systems.** Because the floodplain continues to the south, it may be possible to create a major regional trail system. Keep a roster of the abandoned rail lines that crisscross Jackson and explore the possibility of using them to link parts of the metropolitan area that are not part of the floodplain with the linear park. Many cities in North Carolina and Florida have had outstanding success in developing trails as an amenity for various types of mixed-income housing and for other uses.

**Downtown**

Even before the tornadoes hit, it was generally acknowledged that downtown Jackson was making its way back from the kind of disinvestment
that many cities, large and small, had suffered over the latter half of the 20th century. As many Jackson citizens have noted, this event has given them pause to think about how downtown should be redeveloped to its highest and best use, for its own citizens and for all the people of west Tennessee. Despite the dedication of the city’s citizens and leadership, however, some still need to be reminded why downtown matters.

First, it is the seat of the city and county governments. It also serves as an emblem of the community, showcasing much of its history and its unique character. Downtown should be a center of civic activity and conversation; it should serve as the community’s “common ground.” Critical to Jackson’s future, the downtown also has emerged as a pivotal recruitment tool. It is seen by many, particularly from outside Jackson, as an overall indicator of the community’s vitality.

Planning and design principles will be critical elements in the effort to revitalize downtown. Jackson already has done much right in this arena. The city contains excellent examples of historic preservation, innovative land uses, and a blending of architecture styles, such as the one St. Luke’s has accomplished in its downtown church complex. Building on its capacity for executing individual projects, Jackson now can leverage its top-quality architecture and street grid, as well as its ability to assemble parcels, to develop districts within the downtown that will draw people there for a much wider variety of experiences than have been available in the past. To accomplish this type of revitalization, the city’s redevelopment effort should focus on downtown Jackson as:

- A showcase of Jackson’s history;
- A center of culture, entertainment, and diversity; and
- The place where Jackson comes together to host the region.

**Arts and Cultural District**

Set up on a regular 16-block grid, downtown Jackson offers great opportunities to place things “where they need to go.” The area bounded by Chester Street on the south, College Avenue on the north, Church Street on the west, and Royal Street to the east lends itself well to designation as an Arts and Cultural District. This area already contains the library block, the Ned, and two churches.

Within this district, the addition of art galleries along centrally located East Main Street could attract interested people across Royal Street, past some newly constructed townhouses and into a block of beautifully restored old homes. The area already contains ample architectural stock that could be renovated and reused, and that also could set the theme for a historic district that spans many periods, from neoclassical to art deco.

By articulating this district through the use of right-of-way enhancements—including wayfinding elements, accent pavers, banners, and public furniture—downtown Jackson can establish a district of historic urban quality second to none. However, these public investments should be coupled with public incentives for private redevelopment efforts to refurbish and rehabilitate private parcels, to create an experience that is greater than either the public or private sector alone could offer. The churches also should be encouraged to invest in downtown. They should be viewed not only as social anchors and providers of gathering places, but as examples of how institutions design and build for themselves in ways that support and enhance the downtown character.

**Entertainment District**

The northwest corner of the 16-block grid provides an opportunity for a district that focuses on entertainment and contains the accessory eating and drinking establishments typically supported by entertainment uses. The proposed Entertainment District would offer a broad range of entertainment choices, from the proposed cinema/retail/restaurant complex to the existing farmers market. The storage area under the Jackson Department of Public Works facility north of the farmers market could become a park that supports the market uses and also contains an outdoor amphitheater for the symphony and other live performances. This district, too, should be “branded” with banners, wayfinding elements, and street improvements. It could become a “restaurant row” that remains active well after working hours. Given
the statistical data on out-of-home dining, downtown Jackson could attract people from throughout the region with unique, specialty dining options.

South Civic District
The civic center forms a third node, distinct from the two discussed above both in its location—south of Chester and the original grid—and by the much larger parcel sizes that it supports. This area currently includes Unity Park, the civic center, and the criminal justice center, as well as other governmental uses that require large parcels. Given both the larger parcel geometry in this area and the fact that many lots have been—or will be—cleared of buildings as a result of the tornadoes, larger facilities like a concert hall, convention center, or arena should be located there. These uses will provide additional drawing power to attract people to use and enjoy downtown amenities.

Best Practices
These three districts constitute the major areas of focus for the downtown redevelopment proposed by the panel. The challenge facing the city is how to use solid design and planning practices to connect these districts into a cohesive whole that will reinvent downtown Jackson. The following approaches speak to the principles of good downtown design. The city should:

- Create a pedestrian-friendly environment;
- Enhance a sense of enclosure that differentiates the downtown experience from the suburban one;
- Maintain block corners with buildings or trees that are at least 20 feet high;
- Connect major institutions and destinations;
- Create a sense of discovery as well as a sense of arrival;
- Articulate corridors;
- Provide design standards for new construction and for rehabilitation of existing structures;
- Concentrate buildings to provide the most positive experience possible for visitors, residents, businesses, and patrons; and
- Blend the best of the old and the new.

Public/Private Cooperation. In order to accomplish this work, the private and public sectors must cooperate with each other. Each should do what it does best. The public sector should:

- Maintain streets and sidewalks;
- Provide security;
- Set standards for common development goals;
- Convene the community to discuss, plan, and resolve issues on a regular basis;
- Set up partnerships among public agencies (including those responsible for housing, transportation, and parks and recreation) to achieve common objectives; and
- Create and maintain public open space and parks.

The private sector should:

- Consult with the public to find out what type of development people want downtown;
- Keep public agencies informed about what kind of public improvements will best support private investment;
- Preserve the existing sense of scale in historic downtown Jackson by developing major projects on larger parcels to the east and west;
- Maintain and enhance the character associated with smaller blocks; and
- Enhance the walking experience by ensuring that streetfronts are attractive and inviting to pedestrians as well as motorists.

Transportation Strategies. Land use and transportation strategies go hand in hand for a successful outcome. In downtown Jackson, transportation strategies must divert through traffic and make it easier for destination-oriented trip planners to find their way. Transportation systems throughout the region must be interconnected and easily
accessible. Downtown parking must be easy for people traveling from outside the city to locate and access; once people have parked, they must be able to walk to their destinations along sidewalks that feel safe and that encourage them to window shop.

The proposed overpass at Chester presents a major challenge to the coherence of the downtown and to the implementation of this report’s recommendations. Many cities, in an attempt to move traffic through more readily, have inadvertently split their downtowns in ways they have later regretted for decades. Cities such as Boston and Portland, Oregon, have spent billions of dollars to remove overpasses with the goal of reconnecting vital parts of their downtowns. The panel recommends that the city address the issue of northbound traffic moving from U.S. 45 west onto U.S. 70, and eastbound traffic from U.S. 70 moving south onto U.S. 45, by adding a bypass instead of by building an overpass downtown. Keeping Chester on grade will connect the north and south districts in a seamless pedestrian experience. Medians or pedestrian islands may be placed at key locations to facilitate pedestrian movement to and from the South Civic District and the rest of downtown.

All of the best practices of land use and transportation planning, urban design, and architectural standards are not an end to themselves, but a means to an end. Ultimately, these efforts should make downtown Jackson a more inviting and more easily accessible place for shopping, eating, commerce, and enjoyment by those who love, live in, and visit the city.

The panel believes that historic homes along East Main Street must be rebuilt and restored.
Now is the time for action. It also is the time to begin creating a foundation for long-term success. As Jackson recovers from the damage inflicted by the tornadoes, it also must create a framework for the long-term revitalization of East Jackson and downtown. The panel’s recommendations to the city address both the urgency of recovery and the long-term need to revitalize and rehabilitate the city’s residential and commercial sectors.

The panel’s recommendations for recovery and long-term revitalization set forth a series of actions to be taken within four time frames: immediately, within the next six months, within two years, and within five years. The panel also suggests a range of financing tools that should be used to implement these actions. Many of the recommended actions build on existing city initiatives that already are underway. The panel’s recommendations regarding these initiatives are offered in the spirit of suggesting ways to make them work better.

Key elements of the implementation process proposed by the panel include the following:

- The creation of a comprehensive strategic plan, which should incorporate the best of the ideas contributed in the “dreaming, envisioning” sessions the city already has hosted;
- The effective articulation of this plan—including its near- and long-term goals—for the entire community, which should be accomplished through existing community groups to ensure the greatest possible “buy in”; and
- The establishment of three task forces that will implement and therefore “own” the plan as adopted.

Immediate Implementation

The panel recommends the following seven areas of activity for immediate implementation:

- Task force structure;
- Neighborhood and Commercial Preservation Program;
- Redevelopment project area;
- Business improvement district;
- Entertainment District projects;
- Arts and Cultural District projects; and
- Job return.

Task Force Structure

As a means of building trust, enhancing communication, and building in accountability, the city needs to establish a task force structure to guide policy development and provide ongoing accountability during implementation. This is a critical step for building long-term understanding and support for recovery and revitalization.

The panel heard stakeholders in the Jackson community express some overriding concerns about the city’s redevelopment. Jackson’s citizens are proud of their city, with good reason. They recognize that improvements are needed in many areas, most notably because of the damage from the May 4 tornadoes.

The panel recommends that the city form three task force groups, whose activity ultimately will be overseen by a fourth group comprised of members of the first three. This will ensure consistency and continuity of plan implementation. The panel envisions the first three groups as follows:

East Jackson Housing Task Force. As the name implies, this group should be established to champion housing in East Jackson. The group should:
• Contain nine members;
• Ensure that U.S. Department of Housing and Urban Development (HUD) Housing Replacement Funds are appropriately leveraged;
• Take primary ownership of the site identification and assemblage process for residential projects;
• Implement the redevelopment strategy, relying on the private sector—including both for-profit and nonprofit groups—to develop housing on sites assembled by the Jackson Housing Authority;
• Assist with private sector developer selection and screening;
• Help implement neighborhood preservation programs; and
• Ensure that its actions are consistent with and complement the overall strategic plan.

East Jackson Commercial Investment Task Force. Similar in its makeup and goals to the East Jackson Housing Task Force, this group should focus on recruiting retail development to East Jackson. It should:
• Contain nine members;
• Take primary ownership of the site identification and assemblage process for commercial projects;
• Assist with private developer selection and screening; and
• Ensure that its actions are consistent with and complement the overall strategic plan.

Downtown Task Force/Downtown Business Improvement District. The city also should designate the board of directors of the Jackson Downtown Development Corporation as the Downtown Task Force/Downtown Business Improvement District. This group should address both housing and commercial development and redevelopment issues in the downtown. Its immediate responsibilities will focus on commercial uses, since the current demand for downtown housing appears to have been met. The panel hopes that demand for additional downtown housing will emerge as the result of the implementation of some of its suggestions. This group’s specific responsibilities should include the following:
• Develop commercial investment incentive strategies to attract private investment;
• Oversee developer implementation of the multiplex theater project and an arts plaza project;
• Develop a comprehensive profile of the desired tenant mix, to facilitate local property owners’ leasing efforts and maximize the downtown area’s overall vibrancy and success;
• Develop cohesive downtown residential development strategies; and
• Develop commercial property maintenance and rehabilitation programs.

Redevelopment Project Coordinating Task Force. The oversight body for these groups should spring from their membership, with each of the three task forces electing three of its members to serve on the Redevelopment Project Coordinating Task Force. The panel believes that each of these three “groups of three” will bring with it a thorough understanding of its group’s plans and goals. The Redevelopment Project Coordinating Task Force will bear ultimate responsibility for the cohesiveness and consistency of the overall plan. Each member of this group will bear the pivotal responsibility of communicating effectively with his or her respective constituents.

As noted earlier, numerous groups already exist in Jackson from which the task force groups may be populated. These include:
• The East Jackson Task Force to Rebuild and Re develop;
• The Jackson Downtown Development Corporation;
• Disaster Recovery Services;
• Local churches;
• Lane College; and
• Lambuth University.
Neighborhood and Commercial Preservation Program

The panel strongly believes that recovery from the tornadoes needs to be paired with a program that addresses both past and potential future neglect of residential and commercial property. In fact, there is some evidence that new property deterioration already is occurring north of downtown as a result of the forced relocation of residents from damaged housing in the East Jackson area. Effectively addressing this concern must involve more than enforcement, as demonstrated by numerous communities throughout the nation that have established multidisciplinary approaches. Typically, these approaches treat neglect as a three-part problem, the solution to which involves a carrot-and-stick approach that addresses economics, changes resident or tenant behavior, and—where necessary—enforces maintenance standards.

Jackson already has some experience with this approach, through community policing practices that recognize the interrelationship among resident participation, crime, and the economics of property maintenance. The panel suggests enhancing this approach within Jackson by creating a full-fledged Neighborhood and Commercial Preservation Program as a stand-alone function of the city focused on the downtown and East Jackson areas.

Specifically, the panel recommends the following steps. First, the city should create a multidisciplinary Neighborhood and Commercial Preservation Team. The city should create this team from existing personnel, but the team needs to be a separate operating unit of the city with its own clearly defined mission. The team must include the following individuals:

- An economic development specialist with knowledge and skills in real estate and financial transactions;
- A police officer familiar with community policing and neighborhood issues;
- A fire inspector familiar with neighborhood issues;
- A building code inspector; and
- A resident services specialist who has worked with tenants on self-sufficiency skills.

Second, the city needs to create a $200,000 fund for property maintenance loans and grants to be used in the Neighborhood and Commercial Preservation Program. Some of this funding could come from community development block grant (CDBG) funds. Other, future funding may come from a newly created redevelopment project, as described below, but in the short term, the panel suggests that the bulk of this funding come directly from the city to avoid any delay in establishing the program and getting it into operation.

Third, the city needs to review and update current abatement ordinances. The city has expressed concern about the enforceability of these ordinances, but it should recognize that effective enforcement involves more than regulatory power. The panel believes that the combination of disciplines involved on the team and the capacity of the team to solve problems by addressing multiple issues will enable the program to move forward expeditiously to address neglected property maintenance proactively.

Finally, this team needs to work in concert with the three task forces to create understanding and support in the community about its programs. Strong community support will be a key contributor to the team’s success.

Redevelopment Project Area

The city should establish a redevelopment project area as a revitalization tool for East Jackson and...
downtown. Redevelopment is a local economic development tool that will be vital for both implementing housing development goals and attracting commercial investment.

Establishing a redevelopment project area will allow the city to apply the increased tax revenue generated by the property improvements—the tax increment revenues—to incentives and improvements that will attract further investment. For instance, the city may advance funds to acquire sites, and repay itself with the increased tax revenues. The ability of redevelopment to generate tax increment funds depends on its ability to attract new investment. As an enticement to private developers, tax increment funds might be allowed to flow thorough to the owner, to subsidize project performance or reimburse initial equity.

Business Improvement District
The city needs to revisit its previous efforts to establish a downtown business improvement district as a means of creating a group responsible for marketing, promotion, special events, and property maintenance. This group also should serve as the Downtown Task Force and would have the responsibilities enumerated earlier in this section.

Entertainment District Projects
While full implementation of the two recommended Entertainment District projects—the cinema/retail complex and the outdoor amphitheater at the farmers market—should await adoption of a redevelopment strategic plan (see below), the panel believes that the city should proceed immediately with preliminary activities prerequisite to full implementation. These actions include the following:

- Acquire land for the cinema/retail complex. The city should begin to acquire the remainder of the site for the parking garage and the multiplex theater.
- Establish a parking authority, as described more fully below.
- Begin discussions with the county, state, and federal governments about the possibility of their participation in funding the cost of the parking garage in return for the designation of spaces for their use during normal business hours.
- Authorize a city guarantee for the remainder of the cost of the parking garage.

Because both Entertainment District projects will involve the construction of new parking to serve additional visitor demand to the downtown, the panel recommends that a parking study be initiated immediately to more accurately identify the opportunities for shared parking by the two projects.

Cinema/Retail Complex. The city also should immediately begin the process of recruiting a multiplex cinema developer. The community should be involved in the final selection of this developer, which should not take place until after the redevelopment strategic plan is adopted. Because of legal constraints, the city should not be the entity that sells the cinema/retail site to the developer. Rather, the panel recommends that the site be conveyed to a redevelopment authority that has sufficient legal flexibility to enter into economic development transactions to convey land at below-market prices.

The panel recommends that the terms for selling the site to the cinema/retail developer should reflect the economics of the project. The panel anticipates that this will require conveyance at no cost with free parking. However, the conveyance terms also should provide for the city’s participation in gross revenues once defined attendance targets are met.

Outdoor Amphitheater. Development of the outdoor amphitheater at the farmers market will require a substantial effort to relocate some existing uses and acquire property. Specifically, the panel recommends that the city, acting as manager for redevelopment activities, complete the following activities:

- Explore options for relocating RIFA, recognizing the need to maintain continuity of service;
- Explore the options for relocating the city’s streets and sign operations;
- Identify the remaining property to be acquired; and
- Initiate conceptual design of the amphitheater, the associated park, and parking.
Implementation within Six Months

The panel believes that the city should measure its progress in implementation by benchmarking completion of the following items. By the six-month point, the city should have:

• Adopted the redevelopment strategic plan;
• Initiated grant applications for redevelopment project strategic plan funding components;
• Identified an East Jackson commercial site and begun the developer selection process;
• Identified at least 250 housing development sites and initiated acquisition of these sites;
• Contacted all employers who temporarily relocated and obtained as many commitments for return as possible;
• Completed a parking study for the Entertainment District;
• Completed redevelopment project staffing arrangements;
• Established and funded the Neighborhood and Commercial Preservation Team;
• Identified land acquisition needs and initiated the acquisition process for the cinema/retail complex and the outdoor amphitheater; and
• Initiated Arts and Cultural District projects, including identifying sites for a children’s museum and a historical museum and beginning the design process for the library of the future.

Arts and Cultural District Projects

The panel has identified three projects that should be implemented immediately to enhance the strength of the Arts and Cultural District: the relocation of the Children’s Museum of West Tennessee to the Arts and Cultural District, the creation of a Jackson Historical Museum, and a joint venture between JEA and the library to create a “library of the future” demonstration project. The specific tasks required to implement these three projects include the following:

• Identify buildings or sites for the two museums;
• Begin acquisition of the identified sites; and
• Work with JEA on the configuration of a demonstration of broadband technology and the library of the future.

Job Return

The panel applauds the city’s efforts to assist with the rebuilding of structures in both the downtown and East Jackson. A major component of this effort should be to contact all of the employers that have temporarily relocated outside of the downtown and invite them to return at the earliest possible time. In order for downtown employers and their employees to return, approximately 150,000 square feet of office and retail space will need to be repaired. The panel suggests that the city give these repairs high priority; if they are not completed soon, these jobs may be permanently lost.
The panel recommends that the strategic plan not involve new work. Lots of planning already has been done; what the city needs to within the next six months is take the time to document what already has been put together. To the extent that the panel’s recommendations are acceptable to the community, they can be incorporated into the strategic plan. The most important aspect of the strategic plan is that it should document the long-term direction of revitalization in the area and that it be something the public can rely on as a guiding document.

Redevelopment does create opportunities for the city to exercise its power of eminent domain to acquire property for economic development purposes. This power needs to be discussed and appropriate limitations on its use should be included in the plan.

At a minimum, the strategic plan needs to address the following issues:

- Locating and purchasing dispersed housing sites on which new housing can be built to replace the housing that was destroyed by the tornadoes;
- Determining how best to sell those sites to private developers—both for-profit and nonprofit groups—for development in accordance with clear performance criteria;
- Structuring potential commercial incentive programs, including facade rehabilitation loans, property rehabilitation loans, reduced land costs, and payment for parking and other public improvements;
- Setting up programs for the downtown, including marketing programs, more special events, and signage;
- Developing the proposed linear park;
- Designating long-term land uses;
- Establishing provisions to strengthen and enhance the existing downtown design guidelines;
- Recognizing and supporting the Neighborhood and Commercial Preservation Program, since consistent enforcement will be the key to its success;
- Addressing downtown traffic circulation issues, including a decision on the location of the bypass connection;
- Finalizing gateway treatments;
- Identifying financing approaches to implementing the proposals for the Entertainment District, the Arts and Cultural District, and the South Civic District; and
- Ongoing communication and community involvement.

While the Jackson Housing Authority has the legal power to establish all types of redevelopment projects, its main focus has been on housing. Because the critical tasks involved in commercial redevelopment are substantially different than those needed to develop housing, the housing authority must pay special attention to creating the staff resources (either in house or through the use of outside consultants) to carry out commercial redevelopment functions effectively. For this reason, the panel suggests that the housing authority consider contracting with the city to manage the redevelopment project activities. The redevelopment project staff should include a planner, a “deal maker”—someone who understands the economics of housing and commercial development—and a redevelopment expert.

Because the redevelopment project will not generate significant—if any—tax increment revenues in the near future, the city will need to advance funds to the housing authority to fund the first five years of the redevelopment staffing. The panel estimates the annual cost of staffing the redevelopment project at $200,000.

**Implementation within Two Years**

By the two-year point, the city should have:

- One thousand housing units under construction throughout the city from the leveraging of disaster recovery funds;
• Upgraded 200 residential units and 50 commercial properties through the Neighborhood and Commercial Preservation Program;

• Opened a new commercial project in East Jackson;

• Opened the downtown cinema/retail complex and parking garage;

• Completed the outdoor amphitheater at the farmers market;

• Opened the historical museum, the children’s museum, and the library of the future in the Arts and Cultural District;

• Completed the streetscape along Chester Street; and

• Secured 24,000 square feet of new commercial space in the downtown.

**Implementation within Five Years**

By the five-year point, the city should have:

• Begun marketing for a convention hotel, convention center, and arena;

• Secured 50,000 square feet of new commercial space in the downtown;

• Finished developing 1,500 housing units; and

• Upgraded 1,000 residential units and 200 commercial properties through the Neighborhood and Commercial Preservation Program.

**Financing Sources**

The panel reviewed a number of financial assistance programs available to the city of Jackson, and recommends that the city explore the use of the following sources, which are offered through the U.S. Department of Housing and Urban Development (HUD), the Federal Emergency Management Agency (FEMA), Fannie Mae (the Federal National Mortgage Association), tax increment programs, tax-free bond programs, community development block grant (CDBG) funds, and the New Markets Tax Credit (NMTC) Program.

**Residential Development**

The panel began its discussion of financing sources by focusing on residential uses, since this is the area of greatest immediate need. The panel recommends that the city avail itself of the following financing sources for residential projects.

**HUD Funds.** The Jackson Housing Authority is actively pursuing HUD funds. Substantial sums appear to be available from a pool of disaster relief funds. Should these funds be secured for Jackson, it is imperative that they be leveraged to maximize the benefit to the community, especially those in East Jackson who were hit hardest by the tornadoes. Of course, some of these monies will have to be used to defray related administrative expenses.

While these funds could be employed directly in the rebuilding process, the panel recommends that they be used primarily for site acquisition. The East Jackson Housing Task Force proposed earlier in this report should identify appropriate sites for the housing product mix recommended, and HUD funds should be used to acquire these sites, which, in turn, could be made available to private homebuilders under several different scenarios. The land could be contributed to public/private partnerships—in conjunction with private funds—the project developed, and the city then could either share in the profits or be reimbursed for its initial land contribution.

Using the HUD funds in this manner would provide the community with the largest possible supply of replacement and new housing stock. When used in conjunction with private financing vehicles, the city’s dollars would be leveraged at a ratio of roughly five to one, with each $1 million of public money yielding $5 million worth of housing product, which equates to roughly 70 new dwellings.

**FEMA Mitigation Funds.** FEMA disaster mitigation funds totaling approximately $1 million also seem to be very close at hand. These funds, which are earmarked to attempt to make property owners whole following their tornado-related losses, certainly will provide the seed money needed to allow many recipients to reinvest in their community by purchasing a home, if the new housing stock is available.
This source is expected to provide each recipient with approximately $50,000. The panel's recommendation for the construction of replacement homes ranging in cost from $40,000 to $75,000 would, if followed, mean that most recipients of FEMA funds would be able to purchase a new home outright. Alternatively, with home mortgage rates at a near-record low of approximately 5 percent, a $40,000 first mortgage will require a monthly payment of only $215, a figure that appears to be within the reach of many in the East Jackson community.

**Low-Interest Loans.** Another obvious mechanism that should be put in place is to make low-interest loan programs available to those whose residences simply need to be repaired or brought up to current building code standards. Such programs already exist for commercial properties, and local banks appear to be ready and willing to extend these programs to homeowners.

**Community Development Block Grants.** The city of Jackson, through the Jackson Housing Authority, has done an excellent job of acquiring and implementing the use of CDBG monies in the past. The panel recommends that the city make a concerted effort to continue this practice, again with an emphasis on leveraging these funds by using them in conjunction with low-interest loan programs through local financial institutions.

**Bond Programs.** State tax-free bond programs can be used to promote the development of rental housing. Through the application of HUD funds, as described above, to acquire likely sites, and by making these sites available to private developers of the desired product type, stock that has been destroyed can be replaced—in a significantly improved manner—as well as new stock being added.

**Tax Credit Programs.** Tax credit programs already have been used very successfully in the Jackson market. The Baker Place project at Lexington and Hayes streets is a terrific example of both the application of a tax credit and a nonprofit partnership with a private developer that yielded a wonderful addition to the East Jackson community. This is exactly the type of innovative partnership and financing mechanism that needs to be replicated throughout the city. As has already been mentioned, the approval and administrative development processes must be streamlined in the near future, to facilitate the fast-tracking of these types of projects and get homes back into the affected community.

**Fannie Mae Programs.** Fannie Mae also provides very attractive lending programs to developers of rental housing. The interest rates—currently around 4 percent—are very attractive, and the conventional lenders who provide the construction dollars have the assurance that their loans will be paid off as soon as the property achieves 90 percent occupancy.

**Commercial Applications**

Many of the commercial uses identified in this report will require financial assistance in order to become reality. Some of the financing vehicles described in the residential section also may be applicable for commercial uses. Certainly the pairing of public and private funds to maximize return will be essential. Some significant additional financing tools exist for commercial projects.

**Tax Increment Financing.** The formation of the redevelopment project area will allow the use of a number of financing vehicles. Among these is the city's ability to offer tax increment financing. This program enables the redevelopment authority to direct the incremental tax revenue. This increased income stream may be returned to the city, as a way of reimbursing the city for monies it may have contributed to make the project possible. Alternatively, these funds may be offered to the developer to subsidize the project's performance and as an incentive to attract private investment in projects that do not appear to provide an adequate return on a purely economic basis.

**Authorities.** The panel recommends the formation and use of various authorities to implement the commercial components of the panel's recommendations. Tennessee law provides for the formation of industrial and parking authorities, to name just two. Forming such agencies gives a city access to tax-free bonds as a financing mechanism. The process is well defined in Tennessee law. Echoing the comments made previously about the unanimity and collective energy and will of the Jackson community, the panel notes that this unanimity
certainly would facilitate the successful implementation of these vehicles.

With respect to the parking issue, the parking garage recommended by the panel would be used most regularly by the federal, county, state, and city employees working in the surrounding buildings. While the bonds envisioned to finance the garage would be backed by the full faith and credit of the city, its exposure might be mitigated by offering parking spaces to government employees. If the city can successfully market parking spaces to these “creditworthy” employers, the need for the city guarantee will be limited.

**New Markets Tax Credits.** Another significant financing tool available for commercial applications is the New Markets Tax Credit (NMTC) Program. This $15 billion program is the largest community redevelopment program enacted by the federal government in the past 15 years. It is particularly effective in financing ground-floor retail space, as well as some mixed-use residential projects and for-sale housing. It is geared toward underserved, low-income communities and offers investors a tax incentive of 39 percent of the cost of the investment over seven years. The panel believes that these funds could be used—in conjunction with other financing tools—to finance the parking garage as well as the commercial development recommended in East Jackson.

The NMTC Program is administered the U.S. Department of the Treasury’s Community Development Financial Institutions (CDFI) Fund and requires organizations that apply for tax credits to meet the following requirements. They must:

- Serve low-income communities or individuals in at least 60 percent of the proposed activities;
- Be accountable to low-income community residents through a governing or advisory board; and
- Be certified by the CDFI Fund as a community development entity (CDE).

Since the NMTC Program requires accountability to community residents through a governance process, it provides a natural mechanism to bring together long-term stakeholders from the various neighborhoods, those investing in these communities, and the city’s financial services industry. NMTCs should appeal to Jackson’s financial services industry by providing a tax incentive to spur the formation of capital to meet the needs of the community and investors. This strategy also can be pursued within a time frame (seven years) that appears to be consistent with the recommended development scenarios.

**Grant Programs**

Upon the adoption of its strategic plan, the city should form a team to assess all possible sources of grant monies. Having a cohesive, comprehensive development plan certainly will facilitate this process. Some of the specific funds that should be targeted include:

- HUD Section 202 funds, which could be used to facilitate any housing component for the elderly;
- HUD Section 811 funds, which might be available for housing disabled members of the community;
- HUD Home Investment Partnership Program (HOME) funds, which might provide an additional source of housing monies but require a 50 percent matching contribution.
- Federal Home Loan Bank (FHLB) grant funds, which are available to nonprofit organizations for the construction or renovation of housing stock; and
- Private foundation monies, which may be available for housing or arts programs. These funds will be maximized if applied to an overall project.
Based on what the panel saw, what the community told it, and the panel’s collective experience and expertise, it has articulated a redevelopment strategy for downtown and East Jackson. Now, the real work begins. That work—the development and execution of a specific action plan, reflecting the community's choices about its future—falls to the entire Jackson community.

As stated at the beginning of this report, the panel's recommendations all boil down to four concepts: opportunity, commitment, vision, and execution. The panel has articulated the opportunities that it believes are there for Jackson’s taking. There is no question in the panelists’ minds that Jackson is committed to capturing those opportunities. The panel believes that it has articulated a vision and framework within which the city can begin to work today. The panel has cataloged a wide variety of tools that, in Jackson's capable hands, can achieve the desired results.

The May 4 tornadoes literally and figuratively blew open the doors to many opportunities. The panel is convinced that it is the resolve of the Jackson community that will enable it to capitalize on those opportunities and achieve its vision for Jackson's near- and long-term future.
Alex J. Rose  
*Panel Chair*  
*El Segundo, California*

Rose serves as director of development for Continental Development Corporation in El Segundo, California. He is responsible for managing all development and construction activities for the suburban office/research and development (R&D) park developer, whose holdings cover 3.5 million square feet in the city of San Francisco and southern California's South Bay market. Rose oversees acquisitions and new project development; planning and execution of all tenant improvement, core and shell renovation, and new construction work; major facilities maintenance and upgrades; project budgeting and cost controls; internal project management; and architect, engineer, and contractor management.

Over the past eight years, Rose has overseen the development and acquisition of nearly 1 million square feet of Class A office space, as well as the physical transformation of more than 1 million square feet of single-tenant R&D facilities into multitenant office space, restaurants, and retail and entertainment uses. Prior to assuming his development and construction responsibilities, Rose served as the firm’s director of property management. He also has extensive experience in title insurance and is a licensed California attorney, with experience in general civil and bankruptcy litigation practices.

Rose received an MBA degree from the University of Southern California (USC), a law degree from Southwestern University School of Law, and a bachelor of arts in political science from the University of California at Los Angeles (UCLA). He is a trustee of the Urban Land Institute, chair of ULI’s Commercial and Retail Development Council, a vice chair of the Institute’s national Program and District Council committees, and a member of the ULI Los Angeles District Council Executive Committee. Rose has chaired and served on numerous Advisory Services panel assignments focusing on downtown and transit corridor redevelopment and/or revitalization, post-disaster rebuilding, and office development issues, and has participated in several ULI office sector workshops.

Rose has been a member of numerous other community, industry, legal, UCLA, and USC groups, including the Los Angeles Conservancy, Leadership Manhattan Beach, and the Steering Committee of New Schools Better Neighborhoods, a broad-based private and public citizens’ advisory board that is researching and developing standards and methodologies for the development of more than 100 new community-asset public schools in the Los Angeles metropolitan area.

Daniel M. Conway  
*Aurora, Colorado*

Conway is a real estate marketing and research authority specializing in residential, commercial/industrial, and golf course development, and has more than 30 years of experience as an urban land economist. As president and director of economics and market research for THK Associates for the past 20 years, he has conducted numerous residential, commercial, industrial, and golf course economic feasibility and market studies, socio-economic impact assessments, and financial planning studies.

Conway’s projects include an international market center and industrial market analysis for the Dove Valley Business Air Park in Arapahoe County, Colorado; a residential and related uses market analysis for several major developments in Douglas County, Colorado, including the 1,342-acre Parker City site; and numerous golf course feasibility studies throughout the United States. Spe-
cific communities in which Conway has completed research and analysis projects include Las Vegas and Reno, Nevada; Oxnard, Palm Springs, and Carmel, California; Kansas City, Missouri; Oklahoma City and Tulsa, Oklahoma; Austin, Texas; Albuquerque and Santa Fe, New Mexico; Seattle, Washington; and Phoenix and Tucson, Arizona. Most recently, Conway has gained recognition as a sought-after speaker on the golf course development circuit. His numerous presentations at the Crittenden Golf Development Expos have been widely attended, and his book, *The Cost and Revenues of a Unique Golf Club*, has furthered his reputation as one of the industry’s leading authorities. Under Conway’s guidance, THK Associates each year completes more than 75 golf course feasibility studies and golf driving range market studies and appraisals.

### Richard J. Dishnica
*Point Richmond, California*

Dishnica is president of Bay Glen Investments, Inc., and the Dishnica Company, LLC. Bay Glen Investments was formed in 1994 to develop for-sale and rental infill housing in the San Francisco Bay Area. Dishnica formed the Dishnica Company in 1999 to pursue his individual investment goals and to provide consulting services. He also is a member of U.S. Advisor, LLC, and chairman of the board of U.S. Apartments 1, Inc., a private REIT affiliated with U.S. Advisor.

From 1994 to 1998, Dishnica was executive vice president and chief operating officer of American Apartment Communities, a privately held REIT, where he was responsible for all apartment operations, development, and rehabilitation. Until its merger with United Dominion Realty Trust in 1998, American Apartment Communities owned and managed 54 apartment communities in nine states containing more than 14,000 units valued at almost $790 million.

In 1982, Dishnica became executive vice president of the Klingbeil Company, predecessor to American Apartment Communities, with operating responsibilities for the western United States. From 1989 to 1993, he also served as chief financial officer and chief operating officer of K/W Realty Group, an affiliate of the Klingbeil Company in the for-sale business.

Dishnica served as an officer in the U.S. Navy and received his master’s degree in business administration from the University of Southern California and his BS degree from Ohio State University.

### William A. Gilchrist
*Birmingham, Alabama*

Gilchrist is director of the department of planning, engineering, and permits for the city of Birmingham, Alabama, which is responsible for the city’s capital program, urban design, historic preservation, land use, zoning, engineering services, and code enforcement. He is a licensed architect and is certified by the National Council of Architectural Registration Boards. His primary professional interest is in urban design and citizen participation in the development of land use policy.

A member of the American Institute of Architects Regional and Urban Design Assistance Team, Gilchrist has participated in redevelopment plans for Tacoma, Washington; Hilton Head, South Carolina; and East Nashville, Tennessee. (The redevelopment plan for East Nashville won the 1999 AIA President’s Citation.) A member of the Urban Land Institute, Gilchrist now sits on ULI’s Public/Private Partnership Council, having completed a term on the Inner-City Council. He also serves on the Trustee Visiting Committee to MIT’s Department of Architecture, the Advisory Council to Auburn University’s community development department, and the University of Alabama at Birmingham’s Engineering Foundation.

Gilchrist is an alumnus of Harvard University’s Kennedy School of Government and of the Massachusetts Institute of Technology. He also was a fellow of the Aga Khan Program for the Study of Islamic Architecture.

### Charles A. Long
*Reno, Nevada*

Long has 29 years of diverse experience in local government with an emphasis on economic devel-
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opment, finance, and public/private partnerships. Currently president of Charles A. Long Associates, he served for eight years as city manager in Fairfield, California, which has a national reputation as an innovative and well-managed municipality. Before his tenure as city manager, he was Fairfield's development director, finance director, and assistant city manager. Long also spent four years as a municipal finance consultant and conducted research on capital financing and land use planning before joining Fairfield. He has overseen more than $600 million of public financing during his career.

Since Long left Fairfield, in 1996, his clients have included the California cities of Modesto, Newman, Citrus Heights, Fremont, and Davis; the town of Mammoth Lakes; Sonoma and Mono counties; and the Association of Bay Area Governments, as well as the Nevada cities of Sparks, Elko, Fernley, and Carson City. He also has worked for the Fort Ord Reuse Authority, Lassen Reuse Authority, and on several development-related projects. His assignments have included serving in interim positions for several cities, writing redevelopment plans, working on development projects, conducting pro forma analyses and strategic planning, representing public agencies in negotiations, marketing development opportunities, assisting with organizational development, negotiating disposition agreements, conducting capital and financial planning, implementing budget reform, analyzing base reuse plans, and promoting alternative-energy development.

Long has taught at the School of Public Administration at Golden Gate University and has conducted courses on economic development and organizational change internationally. He serves as a faculty member for ULI's Real Estate Development Process II course and has worked on four previous Advisory Services panels focusing on development strategies and implementation.

Long has a BA degree in economics from Brown University and a master's of public policy degree from the University of California at Berkeley. He served in the U.S. Army as an infantry platoon sergeant.

Joanne Milner
Salt Lake City, Utah

Milner is the community relations, program, and facilities manager at Horizonte Instruction and Training Center, a nontraditional high school in Salt Lake City serving nearly 10,000 students a year, including youth, teen parents, adults, refugees, and other new Americans learning English as a second language. She is a former member of the Salt Lake City Council and a three-term member of the Utah State House of Representatives.

In addition to serving as a National Inner-City Adviser for the Urban Land Institute, Milner sits on the Utah Advisory Committee for the National Commission on Civil Rights. She is a board member for the National Conference for Community Justice (formerly the National Conference for Christians and Jews). A noted community advocate, Milner has voluntarily produced a weekly public affairs radio program, Perspective. She holds a master's of public administration degree and a bachelor's degree in communications/public relations, both from the University of Utah. She is coauthor of the Utah State Fare Cookbook, which promotes the state's cultural diversity through cooking and traditional family recipes.

Richard L. Perlmutter
Rockville, Maryland

Perlmutter founded Argo Investment Company in 1996. The firm currently is developing several retail and office projects in the Washington, D.C., metropolitan area. Since its inception, Argo has
acquired or developed more than 2 million square feet of Class A office, urban retail, and residential space. The company currently is developing Downtown Silver Spring, a 1.2 million-square-foot mixed-use redevelopment project in Montgomery County, Maryland, with 500,000 square feet of urban retail space, 100,000 square feet of civic uses, 200,000 square feet of Class A office space, a 170-room hotel, and 170 luxury apartments, plus public plazas and multilevel parking structures. The overall project represents a public/private commitment of more than $320 million. All phases either have been completed, are under construction, or will be under construction shortly.

As senior vice president of South Charles Realty, a division of Bank of America, Perlmutter was responsible for managing a troubled real estate portfolio. From 1990 to 1996, he completed more than 500 transactions valued at $1.5 billion. During his tenure at Bank of America, Perlmutter developed Milestone, a master-planned community with 1 million square feet of suburban office space, 1 million square feet of community and big box retail space, and more than 2,000 residential units. The project was completed in 1996.

Perlmutter began his real estate career with Oxford Development Corporation, where he developed more than 3,000 apartments along the Eastern Seaboard from 1984 to 1990. Upon graduating from law school in 1981, Perlmutter became counsel to the U.S. Senate Committee on Commerce, Science, and Transportation and also served as attorney/adviser to the Secretary of the U.S. Department of Commerce.

Perlmutter is active in community and professional organizations. He is a member of the Executive Committee of ULI’s Washington District Council, past board president of the Green Acres School, board member of Carl M. Freeman Associates, and board chair of the Bethesda Center of Excellence, a United States Whitewater Canoe & Kayak Team Training Center. He completed his undergraduate study in environmental design at the School of Architecture and Planning of the State University of New York at Buffalo and his graduate study in urban planning at the School of Architecture and Urban Design of the University of California at Los Angeles.

Denise “Deni” K. Schultz
Los Angeles, California

Schultz has been involved in financing real estate development for more than 25 years. She presently is the senior vice president and manager of the commercial real estate lending department, Los Angeles region, for California National Bank. Before she accepted this position, she was a senior vice president and held managerial positions in several real estate lending areas for Bank of America, primarily in its homebuilder division and the Los Angeles real estate specialty unit, where she managed a staff that produced and oversaw a $2 billion portfolio of commercial real estate loans.

Before joining Bank of America, Schultz held positions with several real estate lending institutions. She also worked on the private development side. Among the financial institutions for which she worked were Wells Fargo Bank and Sovran Bank, which merged with NCNB to form NationsBank. Immediately before joining Bank of America, Schultz worked in a number of capacities with Home Savings, initially serving as director of finance for the firm’s two development subsidiaries, Ahmanson Developments and Ahmanson Commercial Developments, where she was responsible for generating more than $300 million in third-party debt, and, finally, as director of Ahmanson Developments, the company’s homebuilding operation.

Schultz is an active member of ULI, having served on the executive committee for the ULI Los Angeles District Council. She also has served as pro-
gram chair of Commercial Real Estate Women (CREW)—Los Angeles. Her civic involvements include tutoring at the middle-school level in south central Los Angeles and serving on the board of the Echo Park/Silver Lake Peoples’ Child Care Center and as an officer of several South Pasadena Girl Scout troops.

**Ortrude White**  
*Atlanta, Georgia*

White is director of design for the Community Housing Resource Center. Her architectural practice focuses on housing design and community planning. Established in 1988, it draws on White’s broad background in the full spectrum of residential design and development as well as her skills in team building and facilitation. White’s design experience includes thousands of units of both publicly and privately financed housing, ranging from very low-income rental communities to luxury condominium towers. Her responsibilities typically include site selection, site planning, architectural design, and construction supervision. She has strong experience in land use planning and zoning regulation. In 1996, she participated with the Peter Drey Team in a yearlong planning process for the renewal of downtown Albany, Georgia, the results of which were featured recently in *Georgia Trends* magazine.

As a board member of the Georgia Conservancy’s Blueprints for Successful Communities, White served on the professional advisory panel for two Atlanta-area workshops—one for the inner-city neighborhood of Home Park and another for fast-growing Gwinnett County—on the location of future rail stations and recommended land uses along the proposed commuter rail line. She served on earlier ULI Advisory Services panels that explored northeast Kansas City, Kansas, in 1999; the Chicago Workshop on Urban Infill Housing in 2001; and the Brass site in Kenosha, Wisconsin, in 2003.

White is a past president of AIA Atlanta and past chair of the national AIA housing committee. She currently is vice chair of the housing committee of ULI’s Atlanta District Council and serves on the board of the Community Design Center of Atlanta.

**Walter Winius, Jr.**  
*Phoenix, Arizona*

Winius has headed Integra Winius Realty Analysts, Inc., and its predecessor entities, Winius Montandon, Inc., and Walter Winius, Jr., Inc., for more than 40 years. He has conducted real estate and economic market research, analysis, and real estate appraisals. His work for hundreds of Arizona clients has involved market identification and analysis, demographic trend analysis, economic trend analysis, assessment of absorption rates and project feasibility, and land use mix recommendations and valuation studies.

Winius received both a BS degree and a BA degree from the University of North Carolina and an MBA degree from Washington University. He is a member of the Appraisal Institute, ULI—the Urban Land Institute, the Counselors of Real Estate, and the American Bankruptcy Institute, as well as a past national president of the American Institute of Real Estate Advisors.