

## BROWNFIELDS AREA WIDE PLAN



# CROSS BAYOU BROWNFIELDS-AREA WIDE PLAN

Shreveport, Louisiana

Volume I

## SECTION I

### INTRODUCTION

Cross Bayou, given its historical significance, has for a long time been on the minds of Shreveport citizens. However, even before they overwhelmingly approved a \$5 Million bond package in 1996 to acquire Cross Bayou sites to build the Shreveport Convention Center, “the idea of acquiring land adjacent to Cross Bayou” had been a topic of discussion by the people of Shreveport for many years, according to the December 1995 Final Report of the Shreveport Citizen’s Bond Issue Committee. Those who wrote this report were

“...convinced that the area, if developed properly, [had] the potential to be as important to our City in the future as the existing Riverfront areas already are.”

Now, in the 21st century, the citizens of Shreveport want to build on the historical importance of Cross Bayou and see it developed in such a manner as to reconnect Shreveport intimately and personally with its waterfront, something that has been largely lost due to casino development along the riverfront. A reconnection to the waterfront is important because Shreveport, as well as Louisiana, are both places created and continually defined by water. The site, however, also has the potential to connect other areas of downtown Shreveport as well as the adjacent “Choice Neighborhoods” of Allendale and Ledbetter Heights, with the waterfront. These areas, particularly the adjacent neighborhoods, suffer from a serious lack of connectivity because of greatly reduced walkability or transportation alternatives (other than personal cars).

Development of this site, however, is necessarily about feasible land use alternatives. But virtually all land use options and opportunities for development of the Cross Bayou site are seriously impeded by the so-called “scrap yard”—the Catalyst Site—whose relocation and subsequent environmental remediation are necessary antecedents for development. Recognizing this, and wishing to continue the development of the Cross Bayou site envisioned by its citizens, the City of Shreveport applied for and received from the U.S. Environmental Protection Agency (EPA) a Brownfields-Area Wide Planning Grant to begin the effort which will culminate eventually in the development of the of the subject project site (Cross Bayou Corridor), thereby both reconnecting downtown and its important, but neglected, adjacent neighborhoods to the water and spurring revitalization of the surrounding areas of downtown Shreveport and even extending, in time, to the north side of Cross Bayou. This planning effort includes an extensive environmental survey which through scrutiny of the historical and other records has documented the types of contaminants most likely to be found at various locations on the project site, concentrating on, but not limited to the Catalyst Site (scrap yard) within the overall boundaries of the Cross Bayou Corridor.

This study effort also includes a proposed land use for the project site and property immediately adjacent. These adjacent properties will be able at some point take full advantage of redevelopment opportunities as the market responds to the relocation and remediation of the Catalyst Site. This specific site, therefore, will have an impact reaching beyond the boundaries of the Cross Bayou Corridor project site. The proposed land use for the Cross Bayou Corridor project site, following the Vision Statement developed early in the planning process, could have a bearing on the degree of remediation particular parcels may need after the assessment phase of the environmental work has been completed and the extent of contamination identified.

The proposed land use plan was developed with a great deal of public input and participation. Outreach efforts included a well-attended and media-covered Visioning Forum, two workshops, a boat tour of Cross Bayou for a different perspective on the project site, and community/stakeholder presentations for further input. Also, the project included a dedicated web page ([www.crossbayoucorridor.com](http://www.crossbayoucorridor.com)), as well as a Facebook page

([www.facebook.com/crossbayoucorridor](http://www.facebook.com/crossbayoucorridor)). The public was also able to contact the project team directly or through an email address set up specifically for this project ([pm1@crossbayoucorridor.com](mailto:pm1@crossbayoucorridor.com)).

In addition, the land use plan was underpinned by an update of a market study that was prepared in conjunction with the Comprehensive Plan. The market study update generally supports the mixed-use residential recommendations for this site contained in the Comprehensive Plan and further defines the dimensions of the market not only for residential uses, but commercial and office space as well in downtown Shreveport. This will prove to be a useful document as market-driven development/redevelopment begins to take place in the Cross Bayou Corridor. All these elements are summarized elsewhere in this report, with full documentation provided in the Appendix. Also included in an Appendix are representative pictures taken during this planning effort

This planning document (Volume I) contains sections on the following topics:

Section II: Site History;

Section III: Site Characteristics and Planning Data;

Section IV: Public Participation Efforts;

Section V: Environmental Survey and Results;

Section VI: Appraisal Considerations for  
Environmentally Contaminated Properties;

Section VII: Market Analysis Update;

Section VIII: Land Use Plan; and

Section IX: Conclusions and Recommendations.

In addition, the Environmental Survey, which is summarized in Volume I, is contained in its entirety in Volume II. Although an effort has been made to embed in the text as many as the project related photos as possible, additional photos and materials related to the public participation and outreach effort have been included in an Appendix which is the companion Volume III of this report. Other materials, such as the City's Comprehensive Plan and the CPAT Study, for example, can be found on the City of Shreveport website.



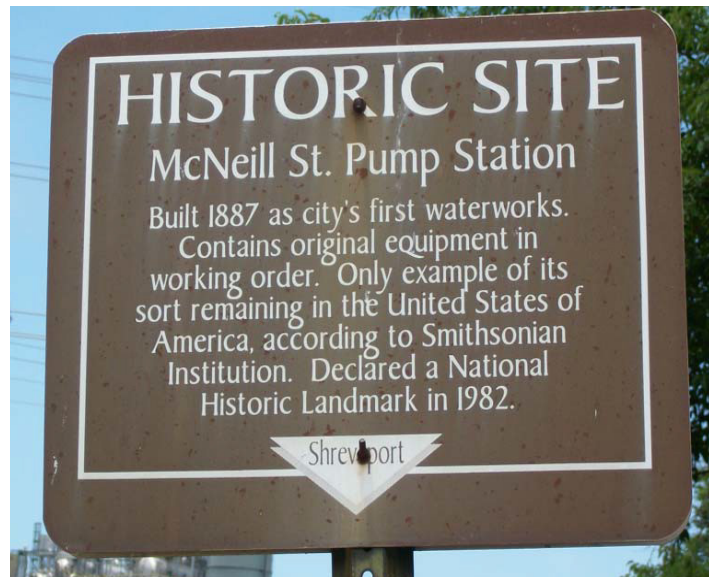
## SECTION I: SITE HISTORY





The historical record as well as existing physical evidence point to a very interesting past for the Cross Bayou Corridor project site. While some of the site's previous historic uses may have contributed to a certain level of environmental contamination in the project area, the significance of the site in the development of downtown Shreveport should not be undersold. For example, the historical record confirms the existence of a Confederate shipyard on Cross Bayou near its confluence with the Red River. While mid-nineteenth century ironclad construction methods would not pass environmental muster today, this site was a major source of employment for Shreveport during this period. Also, it contributed mightily to the defense of Shreveport, preventing its capture despite a major combined Federal army and naval operation in 1864, until it was surrendered at the cessation of hostilities in 1865. Subsequently, the site was used for other purposes and the archaeological record has provided some supporting evidence for these uses.

At some point in Shreveport's history as the city began to grow and the need for a reliable source of clean drinking water became foremost in the thinking of city fathers. Without water, the city's prospects for additional growth would dim. To this end, Shreveport's first water plant was built on a bluff overlooking Cross Bayou, opening in 1887, and drawing water from this bayou and treating it before distributing it to the growing city. This facility, known then as the McNeill Street Pumping Station was one of the first of its kind in the U.S. and still exists as a museum showcasing Shreveport's early water purification technology. The Shreveport Water Works Museum has the very rare honor of being both a National Historic Landmark and a National Historic Civil Engineering Landmark.



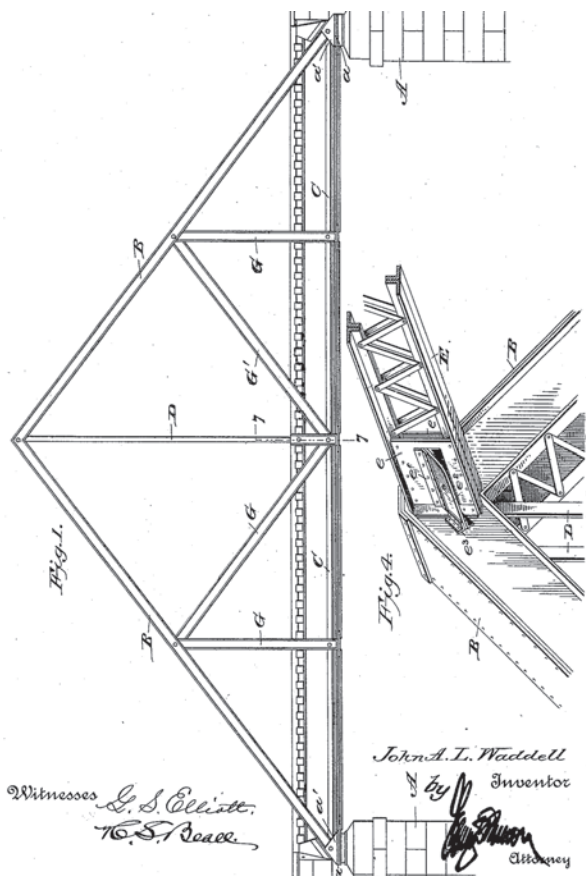
The facility added filtration in 1890, an unusual technology at the time, and in 1914, became one of the first facilities in the nation to use liquid chlorine in the treatment process. Today, the entire physical plant (pumps, filters and other machinery) remains in place after more than 100 years and is a rare example of an intact steam water works. The plant proved so durable that it was not retired from service until 1980. Today, this facility occupies a very prominent position in the Cross Bayou Corridor project site.







Another unique feature of the Cross Bayou Corridor project site is the abandoned and historic Waddell A-Truss railroad bridge which spans Cross Bayou between the Clyde Fant Parkway and Spring Street bridges (see picture above). Although not in use since the early 1980s, this historic bridge is one of only two remaining examples of such railroad bridges designed by engineer John A. L. Waddell who patented the design (see picture to the left). The Cross Bayou Waddell Bridge was built in 1890 over the Arkansas River in Oklahoma. However, it was moved and re-erected at its present location over Cross Bayou in 1926 and was used by the KCS Railroad until its abandonment. This bridge was placed on the National Register of Historic Places in March 1995.



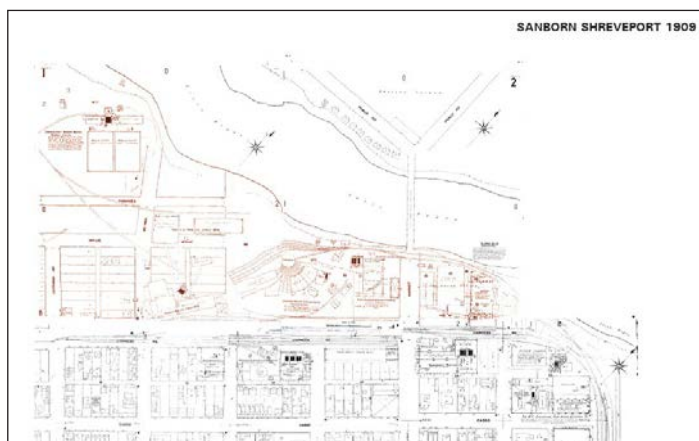




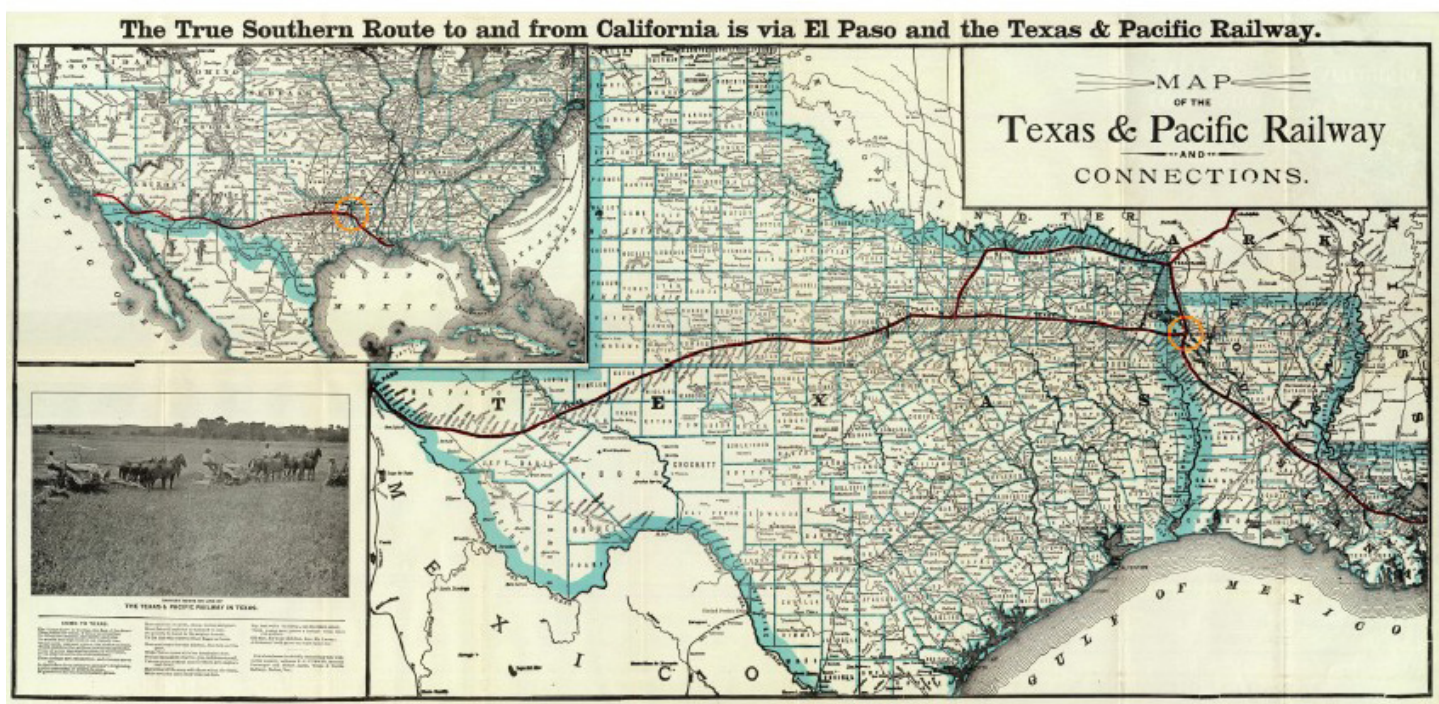
Railroads, however, have played a significant role in the history of the Cross Bayou Corridor project site. Even today, the site is impacted by rail operations which skirt along the southern boundary of the site several times a week. The project site was also home at one time to the very significant Texas & Pacific Railroad Terminal located at the corner of Caddo and Market Streets.

This site is now the Shreveport Convention Center and Hilton Hotel, a city-owned facility. However, before the convention and hotel facilities were erected, the legacy of contamination left by the railroad terminal operation on this site had to be remediated. This was the first significant step in the redevelopment of the Cross Bayou Corridor project site.

The Texas & Pacific Railroad was chartered in 1871 and operated until 1976 when it was merged with the Missouri Pacific RR which was eventually purchased by the Union Pacific RR (UPRR). The UPRR still owns and operates trains on tracks around the Cross Bayou project site that were at one time owned by the Texas & Pacific RR.



1903 RAILROAD CONNECTIVITY







Because of the proximity of both water and rail transportation, the Cross Bayou site eventually attracted a scrap yard operation which continues today. This operation is the center of an extensive environmental survey which is part of this planning effort. The scrap yard operation, referred to as the “Catalyst Site” in the application for funding from EPA to undertake this brownfields-area wide planning effort, is highly likely to be contaminated. The environmental survey will document this likelihood and the rest of the report will suggest land uses for the project site that will be highly conducive to further redevelopment of the project site and development of other adjacent parcels consistent with the land use plan proposed for the site and in conformity with the Shreveport-Caddo 2030 Comprehensive Plan: Great Expectations.

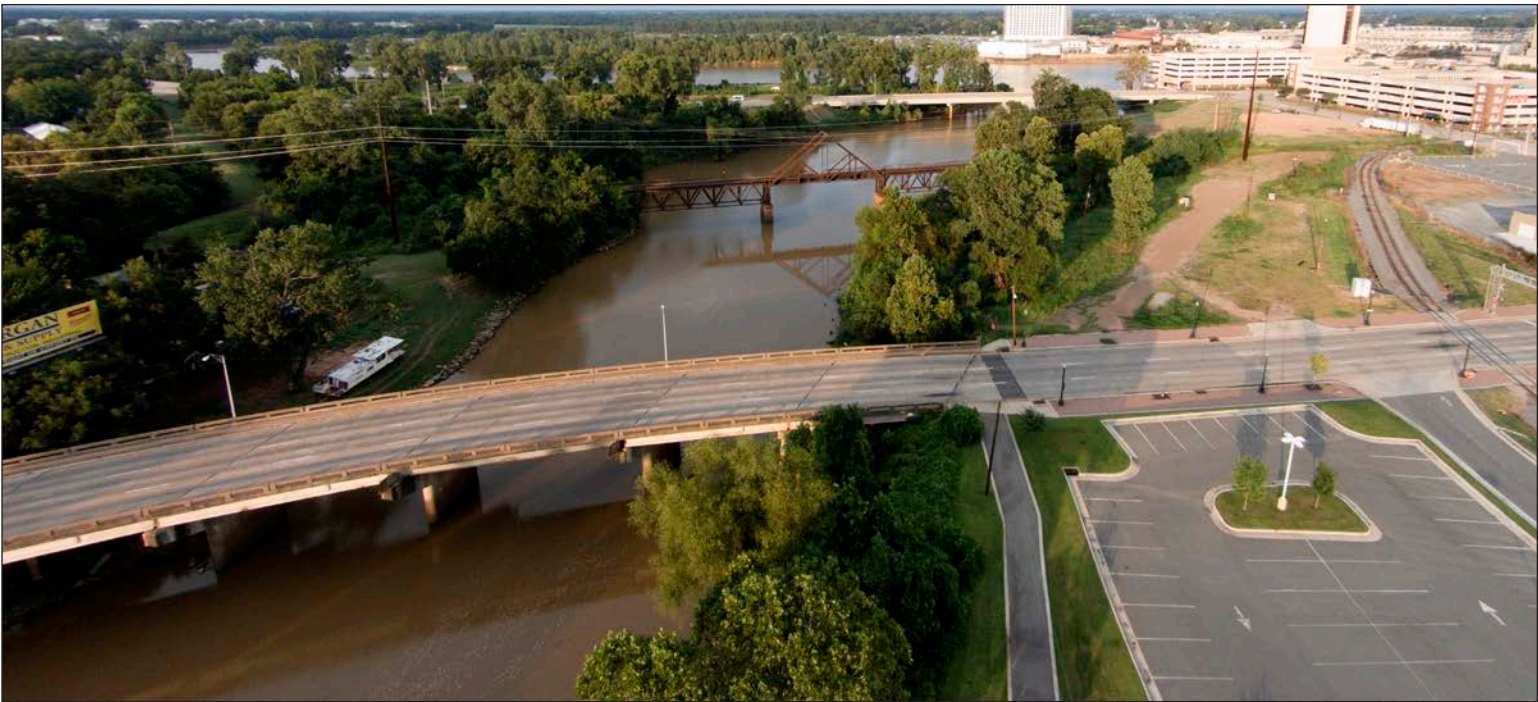
While removal of the scrap yard and remediation of the site will no doubt serve as a catalyst for redevelopment and new uses within the project site, this will also lead to development of adjacent vacant parcels. These parcels, just to the west of the Shreveport Convention center and beginning at the McNeill Street entrance into the project site, have been dormant or vacant for a number of years due at least in part to the dampening effect that the scrap yard operation has had on the enthusiasm of investors for this area of downtown Shreveport despite the significant public investment in the immediate area. The relocation of the scrap yard operation to a more suitable site and remediation of the site, in conjunction with the development of one or two signature projects that will bring Shreveport citizens back to the water, will open the door to redevelopment and revitalization of this area of Shreveport's downtown. The brownfields-area wide plan will work best if its implementation is undertaken along with some of the recommendations contained in the recent (November 2014) APA Community Planning Assistance Team (CPAT) study of downtown Shreveport entitled, "Toward a Vibrant Downtown Shreveport." The planning teams for this and the CPAT project were able to interface frequently during the development of both reports.

It would appear, therefore, that the City of Shreveport is standing on the threshold of a wave of renewed revitalization in its downtown, not just the Cross Bayou Corridor project site. This wave will be fostered in large part by the relocation and remediation and of the scrap yard "Catalyst Site," initiated and made possible by this Brownfields-Area Wide Planning Grant from the Environmental Protection Agency. However, the pathway and direction for this wave has been set down previously, first by the bond issue approved by the citizens of Shreveport that facilitated site remediation and construction of the Convention Center and hotel, second by Shreveport's Comprehensive Plan, and then by this planning effort funded by EPA and bolstered by the CPAT study.





## SECTION III: SITE CHARACTERISTICS AND PLANNING DATA





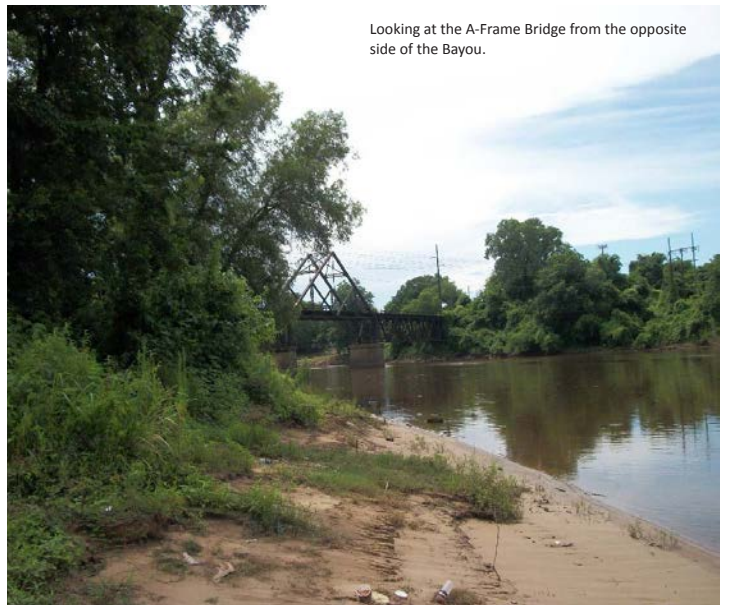
### SECTION III SITE CHARACTERISTICS AND PLANNING DATA

#### Context, Characteristics, and Planning Data

To better understand the dynamics of the site and corridor, it is important to place the site within a context which highlights its significance for the City of Shreveport and its downtown area. Although the context began to be roughly understood a couple of decades ago—and steps taken to define a few development ideas for the site—it was not until the completion of Shreveport- Caddo's Comprehensive Plan that a broader understanding of this context and its significance emerged. Capitalizing on this significance and the momentum generated by the Comprehensive Plan, the City of Shreveport submitted an application to the U.S. Environmental Protection Agency for a Brownfield-Area Wide Planning Grant to begin the effort to ultimately relocate away from downtown a serious impediment to further development west of the Shreveport Convention Center and along Cross Bayou. What follows in this section is a look into the broader context, including geographic, hydrographic, and planning, into which the Cross Bayou Corridor site neatly fits, as well as the planning-type data and information relative to the site that was collected for this effort. In addition, photographs from above, ground level, from Cross Bayou itself, and from the north bank of the bayou were taken and are included here. These photographs show the various component areas of the site, highlight the problems, and provide evidence of opportunities that can be exploited to enhance the site as it is developed over time.

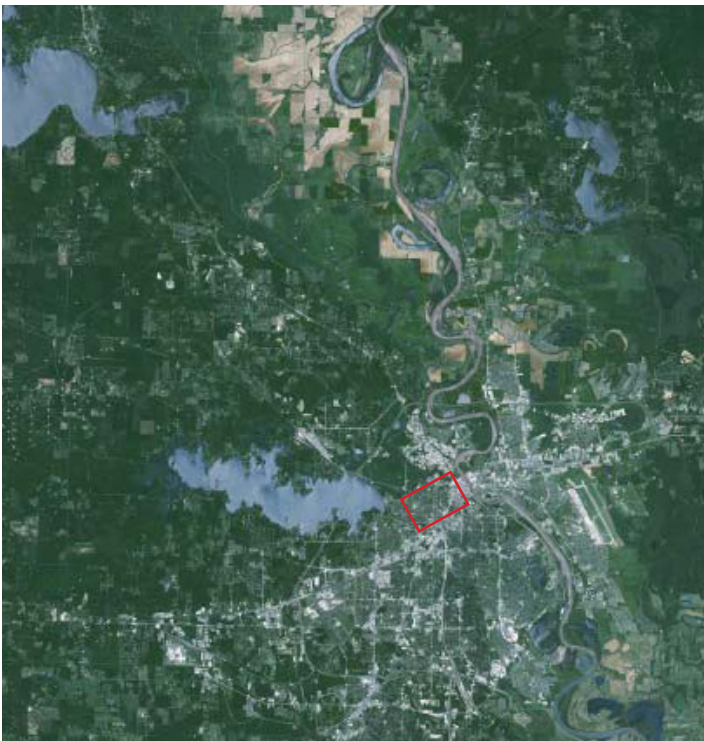






Looking at the A-Frame Bridge from the opposite side of the Bayou.





The City of Shreveport is located in the northwest corner of the State of Louisiana in Caddo Parish. It is situated along the west bank of the Red River. The Aerial Map below captures this part of the state and shows the Shreveport-Bossier City urbanized area in the lower right side of the map; this is an urban area which includes parts of Caddo and Bossier Parishes. The City of Shreveport is located in the northwest corner of the State of Louisiana in Caddo Parish. It is situated along the west bank of the Red River. The Aerial Map below captures this part of the state and shows the Shreveport-Bossier City urbanized area in the lower right side of the map; this is an urban area which includes parts of Caddo and Bossier Parishes. Notable visible landmarks on this map include the runway for Barksdale Air Force Base in Bossier City and two prominent lakes. The one located in the upper part of the aerial (north of Shreveport) is Caddo Lake (which sits astride the Texas-Louisiana border) and,

closer to and just west of Shreveport, Cross Lake. Both lakes feed water into Cross Bayou. Caddo Lake brings water to Cross Bayou via 12-Mile Bayou which is used to divert and channel water from Caddo Lake when flooding conditions exist there. There is also a water control structure on the eastern end of Cross Lake which functions in the same manner. Of course, normal runoff from surrounding areas also feeds Cross Bayou.



The map to the left shows in much greater detail downtown Shreveport and those areas of the city surrounding it, as well as Cross Bayou. Nestled as it is along Cross Bayou and the Red River and with downtown streets running parallel and perpendicular to the Red River, in contrast to the rest of the city, downtown Shreveport appears to be an “island.” However, there is ample opportunity to reconnect both to surrounding neighborhoods and the water, particularly to Cross Bayou. The bayou itself within the boundaries of the project site is spanned by four vehicular bridges and one historically significant railroad bridge that is no longer used.

The Topography Map to the right highlights the water features in the region which impact Cross Bayou. In addition to the aforementioned Caddo and Cross Lakes, the other prominent water feature is the meandering Red River into which Cross Bayou flows at the project site. Also shown are water bodies in Bossier Parish east of the Red River, but these lakes have little or no interaction with Cross Bayou.



Aerial Regional view of Shreveport and surrounding areas.

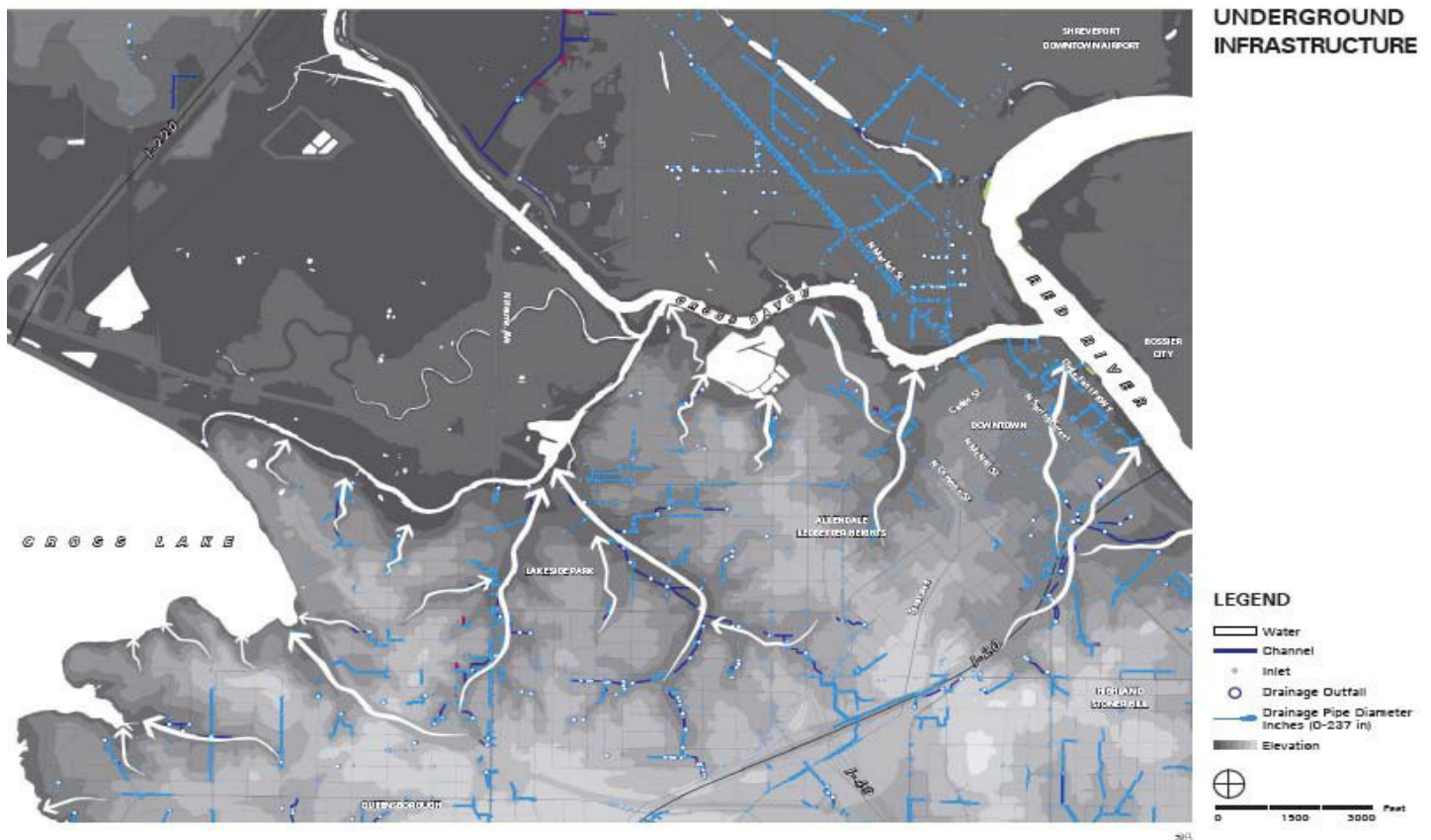


## PHYSICAL CONTEXT

The Underground Infrastructure map (in the picture below) shows primarily the drainage infrastructure that serves the Cross Bayou project site and the surrounding area. Historically, water drained through the site from its approximate southwest corner to Cross Bayou. Over the years, this natural channel was disturbed by development and railroad tracks. The result has been a certain amount of flooding on the project site in an area now occupied by the scrap yard. From observation, it is apparent this natural drainage channel, although apparently obstructed in one or more locations on the project site, still functions to some degree in carrying ground water from the site project into Cross Bayou. This feature will need to be accounted for in any development proposal for the project site.

A great deal of material, planning documents primarily, have discussed and included the Cross Bayou Corridor and project site in recommendations. Foremost among these is Shreveport's recent comprehensive Plan, "Great Expectations: Shreveport-Caddo 2030 Master Plan." This document can be found in its entirety on the City's website. However, for convenience, the relevant parts (for Cross Bayou) are summarized here. It is evident that the ultimate development of the Cross Bayou project site will align itself with many of the goals and objectives articulated in several of the chapters of the comprehensive plan. These are discussed below. In addition, there are other planning documents which are pertinent to Cross Bayou in one way or another.

These plans include: "Choice Neighborhoods Transportation Enhancement Plan," "Shreveport Common: Market Analysis for Mixed-Use Development & Artist's Housing," and the "Cultural Resources Survey of the Proposed Red River Riverfront Development, Caddo Parish, Louisiana."





### **“GREAT EXPECTATIONS: SHREVEPORT-CADDO 2030 MASTER PLAN”**

The area-wide planning grant secured to address planning for the project site is designed ultimately to define for the City a path forward that, if followed, will lead to the ultimate development of the site and adjacent land in accordance with the Comprehensive Plan and the Vision Statement developed for this planning effort. In Shreveport’s recent “Great Expectations” Comprehensive Plan (undertaken by a team led

by Goody Clancy and adopted in late 2010), this site in downtown Shreveport was identified as one whose sensitive and careful redevelopment could help to achieve a number of goals stated in the plan.

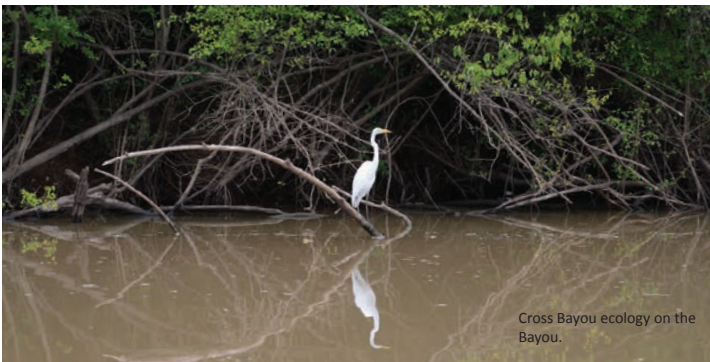
According to the Comprehensive Plan (p. 10.32), the Cross Bayou site on the banks of Cross Bayou in downtown Shreveport will become **“a vibrant, mixed-use residential neighborhood,”** attracting possibly thousands of new residents to Shreveport’s downtown and the new restaurants and retail venues that are expected to serve them. This is not to say, however, that all these new residents will ultimately reside in the Cross Bayou project site. Careful development of the site will serve as a catalyst to attract many more to downtown Shreveport. **“A publicly accessible multi-use path and park system”** along the bayou will serve both as an **“anchor to attract visitors”** to historic Cross Bayou and provide active and passive recreational opportunities for downtown residents in an area of Shreveport along this bayou which has been largely underutilized since the closure of the old waterworks facility (also on the project site and now both a National Historic and Civil Engineering Landmark as well as an interesting museum).

The Comprehensive Plan also sets down the key steps that will need to be undertaken and accomplished in order to achieve this goal for the Cross Bayou District. Perhaps the sine qua non of these key steps is dealing with the environmental issues associated with the Scrap Yard site. While this is easily the most important issue facing the development of the Cross Bayou site itself and adjacent vacant property, it is not the only factor that must be addressed on the way to its ultimate redevelopment in accordance with the Comprehensive Plan. Other actions as enumerated in the Plan include:

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Enhancing pedestrian connections to other areas of downtown and adjacent neighborhoods.</li> <li>• Preparation of a public access plan for the</li> <li>• Cross Bayou waterfront in conjunction with SPAR. This will also help to facilitate future development</li> <li>• Securing key gateway sites to ensure compatible development character through regulatory controls</li> <li>• Rezoning of the site to ensure appropriate</li> </ul> | <ul style="list-style-type: none"> <li>• mixed-use and residential development and to reserve public right-of-way along the waterfront</li> <li>• Creation of a Vision Plan and Development Framework for the project based on an updated market study and public participation so that a suitable development partner can be identified. This will require at some point a well written RFP in addition to public ownership of most of the land suitable for development on the project site.</li> </ul> |
|--|---|



A few of the more relevant goals and policies contained in the Comprehensive Plan (Resource Guide) that are relevant to the Cross Bayou project site are provided below.



## CHAPTER 4: NATURAL HERITAGE: GREEN SYSTEMS AND SUSTAINABILITY

### Goal Area: Access and Accessibility

- a. Goal: A greenway plan and program using floodplains, drainage basins, and unbuilt land connects neighborhoods with parks, schools, community destinations, and downtown.
- b. Policy: Promote and facilitate partnerships with public and private land owners to provide public access to greenways and waterfront areas.
- c. Goal: Public access to significant water resources for recreation near or on the water.
- d. Policy: Provide for meaningful public access and nature experiences along Cross Bayou, the Red River, Cross Lake, and other water resources.

**CHALLENGES:** Providing public access to natural resources, including waterways.

## CHAPTER 5: CULTURAL HERITAGE: HISTORIC PRESERVATION, ARTS AND CULTURE

### Goal Area: Historic Preservation

- a. Goal: The integrity and character of historic structures and overall historic character are maintained and enhanced.
- b. Policy: Support and promote community based historic preservation initiatives.
- c. Goal: Residents' and visitors' experience of Shreveport is enhanced by a sense of the City's history. It should be noted that the Cross Bayou project site contains three very unique historic sites that played significant roles at various times in the City's history.
- d. Policy: Enhance public awareness of the Shreveport area's unique historical and cultural legacy.





**CHALLENGES:** Creating a critical mass with new developments in order to support retail and amenities.

## CHAPTER 6: LIVING IN SHREVEPORT-CADDO: NEIGHBORHOODS AND HOUSING

Goal Area: Community Identity

- a. Goal: A cohesive urban design identity for the entire planning area, with appropriate variations for diverse neighborhoods.
- b. Policy: Inclusion of urban design goals and standards for private development and public planning and capital investment projects.

## CHAPTER 7: PROSPERITY AND OPPORTUNITY: ECONOMIC DEVELOPMENT

Goal Area: Talent Retention and Attraction

- a. Goal: Make Shreveport a community of choice for highly-skilled entrepreneurs and professional workers by enhancing job opportunities and the quality of life.
- b. Policy: Improve the quality of life through investments in education, arts and culture, and recreation.
- c. Policy: Create downtown and neighborhood environments that are attractive places to live, work, and play.

**CHALLENGES:** Retaining and attracting talent by increasing economic opportunity and quality of life for highly skilled young adults.



## CHAPTER 8: GETTING AROUND: TRANSPORTATION AND MOBILITY

- a. Goal: A safe and attractive pedestrian and bicycling network integrated with vehicle transportation.
- b. Policy: Integrate pedestrian networks and bikeways into the development of public spaces and link community destinations through on and off-street facilities.

**CHALLENGES:** Adding bicycle and pedestrian amenities throughout the city given its geographical scale and limited roadway funds.





## CHAPTER 10: UNIQUE IDENTITY: FOCUS ON DOWNTOWN

Strategies and actions for this Chapter include: Develop a detailed plan for Cross Bayou as a residential district with publicly accessible natural green space along the water. Take steps to prepare the area for development—correct zoning, design guidelines, park planning, brownfield clean up—and then develop a request for proposals to seek an experienced developer for a public-private development.



- a. Goal: A mixed-use, live, work and play center (downtown Shreveport) that serves as the economic, historic and cultural downtown of the ArkLaTex region.
- b. Policy: Promote initiatives to provide a diversity of downtown housing options including rental and ownership units and mixed-use.
- c. Policy: Encouraging policies and incentives to facilitate adaptive reuse of downtown's historic, vacant and/or blighted structures.
- d. Goal: An active, publicly accessible waterfront with recreational amenities and residential/mixed-use development
- e. Policy: Focus public efforts on creating a publicly accessible waterfront along Cross Bayou.
- f. Policy: Support zoning and land use policies that encourage quality development of vacant parcels along the waterfront.

**CHALLENGES:** Creating a publicly accessible Cross Bayou waterfront with balanced zoning and land use policies for residential and mixed-use development.





## CHAPTER 13: STEWARDSHIP AND IMPLEMENTATION OF THE PLAN

This chapter of the Comprehensive Plan contains the Implementation Matrix for implementation of all recommendations contained in the Plan. This matrix specifies the goals, the strategies (“What”) and actions (“How”) to be undertaken in order to achieve the goal, which agency, public department or association (“Who”) is to be responsible for taking action, the time frame for acting, and the resources that will be required. Of particular interest here is the matrix for Chapter 10 (Unique Identity: Focus on Downtown). Several of the goals, strategies and actions in this section are at least peripherally related to the development of the Cross Bayou site. One in particular is very relevant. The stated goal is the following (p. 13.60 of the Resource Guide):

*An active, publicly accessible waterfront with recreational amenities and residential/mixed-use development.*

The strategy to achieve this goal calls for the creation of a “Vision Plan” for Cross Bayou as well as a “Development Framework” with incorporates a new residential and mixed-use neighborhood along the bayou, and the adoption of regulations and other pre-development requirements to guide site development. In addition, this strategy calls for an RFP to be developed and issued with specific criteria that follows the vision for development of the project site.

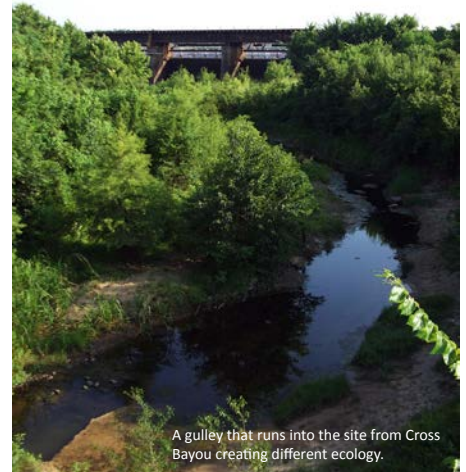
Another strategy (p. 13.60 of Resource Guide) supporting the goal for this site the creation of a publicly accessible waterfront along Cross Bayou.

Obviously, this study effort is the first phase in the overall development strategy for the site and is fully supported in “Great Expectations: Shreveport-Caddo 2030 Master Plan.” In further defining the specific actions that should be taken to engage the strategies supporting the overall goal for this site, this project will, with the assistance of the community and various

stakeholders, create a vision for Cross Bayou development. In addition, an environmental site survey component will afford an understanding the environmental issues that must be addressed in subsequent phases. This project also includes an updated market analysis that will provide some indication of the nature and extent of residential/mixed-use development the site could support, and some basic urban design guidelines or suggested features for the site. All these efforts are scheduled for the short-term, defined in the Implementation Matrix as the period from the adoption of the plan (2010) through 2015.



Looking at Cross Bayou site from the opposite side of the Bayou.



A gulley that runs into the site from Cross Bayou creating different ecology.



Looking west at the water's edge of Cross Bayou.



## “CHOICE NEIGHBORHOODS TRANSPORTATION ENHANCEMENT PLAN”

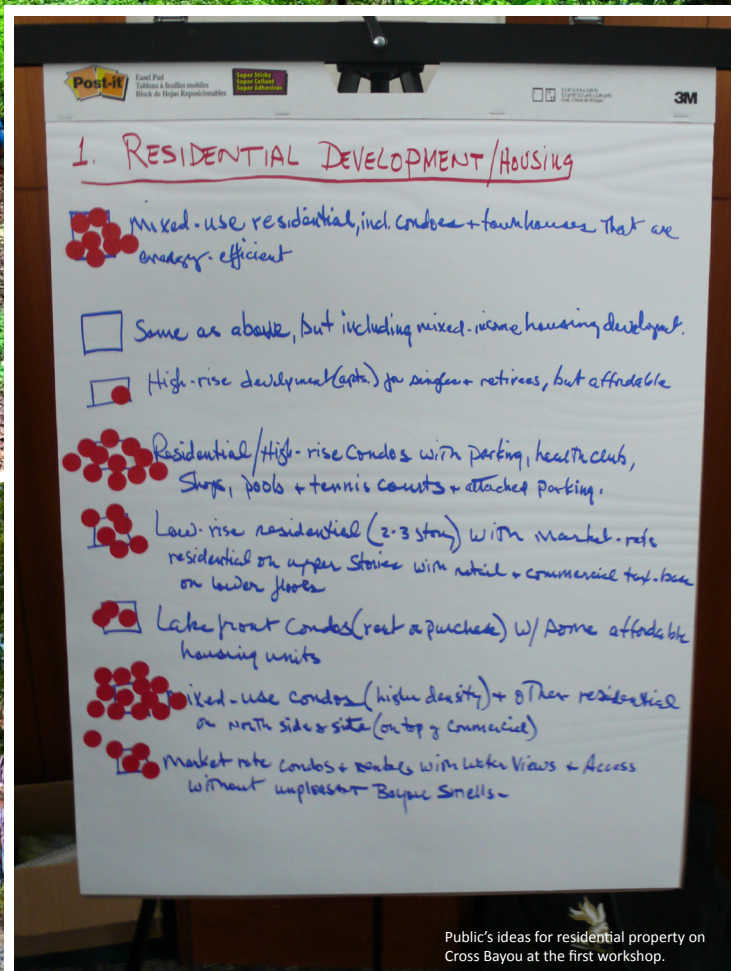
In early 2014 this planning effort, undertaken for the Northwest Louisiana Council of Governments (NLCOG) by Providence, was completed. Its purpose was to create an overall transportation enhancement plan for the historic, but economically depressed Allendale and Ledbetter Heights, both located immediately adjacent to and southwest of the Cross Bayou project site. The project sites share a common boundary: Common Street.

The transportation enhancement improvements proposed in this plan complement the Comprehensive Plan's goal of **greater pedestrian, bicycle, and transit connectivity throughout the community, the downtown area, and the Cross Bayou site.** The specific design and connectivity concepts proposed for the Cross Bayou project site (Area Wide Plan), have been shaped by specific proposals in the Choice Neighborhoods Transportation Improvement Plan for bike routes, etc.

The overall transportation enhancements proposed for the Allendale and Ledbetter Heights neighborhoods are shown on the map listed as Figure 1.5.3 in the Appendix (Volume III).



Walking along the Railroad tracks toward Cross Bayou.



Public's ideas for residential property on Cross Bayou at the first workshop.



## SHREVEPORT COMMON DEVELOPEMENT AREA



### “SHREVEPORT COMMON: MARKET ANALYSIS FOR MIXED-USE DEVELOPMENT & ARTIST’S HOUSING”

In early 2014, a market analysis and assessment of the potential for the Shreveport Common Cultural District (Shreveport Common) to support housing and various retail and commercial uses was completed by TMG Consulting. This district is defined by a rough square bounded by Louisiana Ave., Texas/Sprague St., Christian St/Austin Pl. and the railroad tracks beginning at Wilson St., and running to Louisiana Ave (see below). According to this report, the “arts” have been used for decades “as a key component in the redevelopment of declining urban areas” (p.9). Usually encapsulated into an arts and cultural

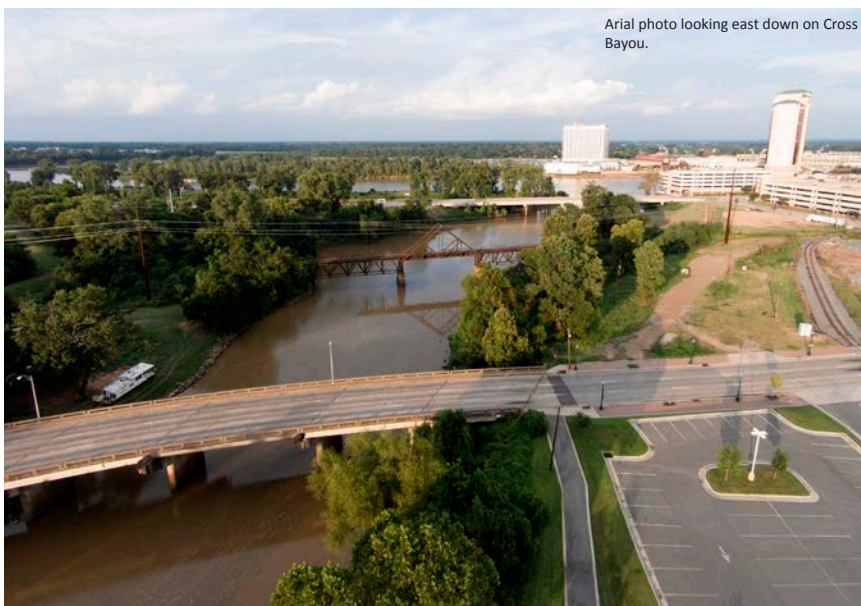
district, these efforts have similar goals: urban revitalization, development of attractions for residents and visitors/tourists, and connecting “the community more intimately with the arts.”

There is no doubt that a successful arts and cultural

district in Shreveport would also help to make the redevelopment of the Cross Bayou project site successful as well. However, it is also possible that the redevelopment of Cross Bayou in time (after relocation of the scrap yard and remediation of the site) will contribute to the success of the arts and cultural district. The two areas could contribute to a synergy that would work to revitalize all areas of downtown Shreveport and, in time, most likely spur investment and revitalization in surrounding neighborhoods such as Allendale, Ledbetter Heights, and Highland.

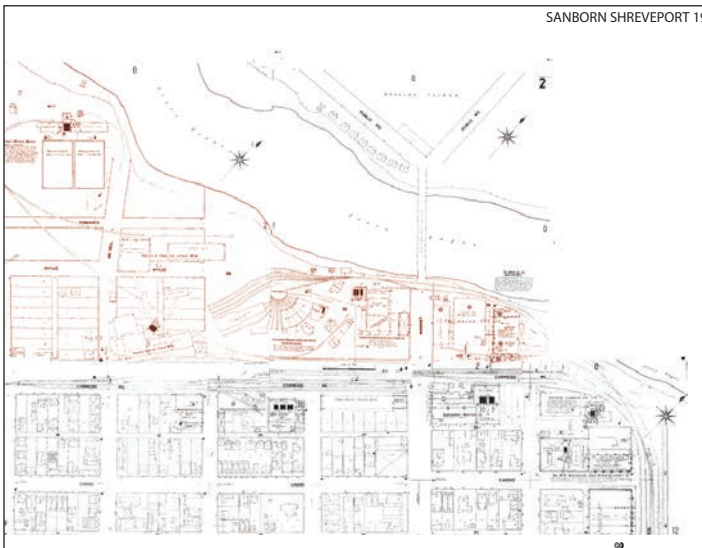
In this manner, a successful arts and cultural district—Shreveport Common— could attract new residents, visitors, and business/commercial investment to the broader downtown area. Such investment could help to strengthen market demand for the types of redevelopment objectives and public use components engendered

by the Cross Bayou site. The overall result could be a **downtown Shreveport well on its way to complete revitalization, with connectivity and amenities used by and attractive to all citizens of the parish as well as visitors from other areas of the ArkLaTex region.**



Aerial photo looking east down on Cross Bayou.





### “CULTURAL RESOURCES SURVEY OF THE PROPOSED RED RIVER WATERFRONT DEVELOPMENT, CADDO PARISH, LOUISIANA”

In July 2001, 3D/International completed a cultural resources survey for a five acre site in downtown Shreveport. The intended development of the site, that area along south bank of Cross Bayou near its confluence with the Red River, was for an amphitheater, a floating dock for small watercraft along Cross Bayou and a pavilion and fountain closer to Caddo Street along the southern boundary of the site. An abandoned railroad right-of-way marks the western boundary of the site.



This cultural survey concluded that historic maps suggested (“is reputed to be”) the site was the location of Captain Henry Shreve’s Camp. Also, according to historic maps, this site “...is documented to be the location of the Confederate Naval Yard.” However, the report also concludes after archaeological investigations via stripping and trenching on the site, that “...no evidence was found...to support the presence of Shreve’s Camp or the construction of Civil War era ships in the project area” (p. 42). However, due to a massive amount of soil accretion along the bank and almost three feet of recent fill on the lower section of the site (nearest the water), “...there was a chance cultural features from both Shreve’s Camp and the Confederate Naval Yard were on the property...” although the investigation did not yield such features (emphasis added).

Given its elevation which provides a commanding view of the Red River and a relatively sheltered location for the construction of Civil War era vessels, it is highly likely that the site was indeed used for such historic purpose. It is, however, a historical fact that Confederate naval vessels and iron clads—the CSS Missouri being the most famous of the latter type perhaps—were constructed in Shreveport. Other historical records strongly suggest that this area of Cross Bayou was indeed the shipyard site. For this reason, this particular portion of the Cross Bayou project site should be given some form of treatment that recognizes its historic significance. Also, as the Confederate capital of Louisiana in the later years of the Civil War and headquarters for the Trans-Mississippi District of the Confederacy, Shreveport was targeted for capture by Union forces during a campaign led by General Nathaniel Banks and Admiral David Porter. This is known as the Red River Campaign of 1864 and it resulted in a Union defeat in a battle near Mansfield, LA, and the ultimate retreat of Union forces back across the Mississippi River without the capture of Shreveport. The CSS Missouri was surrendered after the cessation of hostilities in 1865.







The overgrowth of Cross Bayou Corridor

## THE CROSS BAYOU SITE IN PHOTOGRAPHS

For this planning effort, a great deal of site photos were taken in an effort to document the various elements on the larger 120 acre site. From this photographic investigation, however, it is evident that most of the site is heavily wooded and overgrown in places. In some areas, the site is almost impenetrable, with heavy vegetation growing down to the water's edge. While it can be argued that these wooded areas might be ripe for development, another view holds that these areas can be kept largely pristine as nature areas with trails and overlooks at the water's edge. In this case, major areas of the project site can become significant assets,



Walking by the Railroad tracks trying to penetrate Cross Bayou's forested area to access the water's edge.

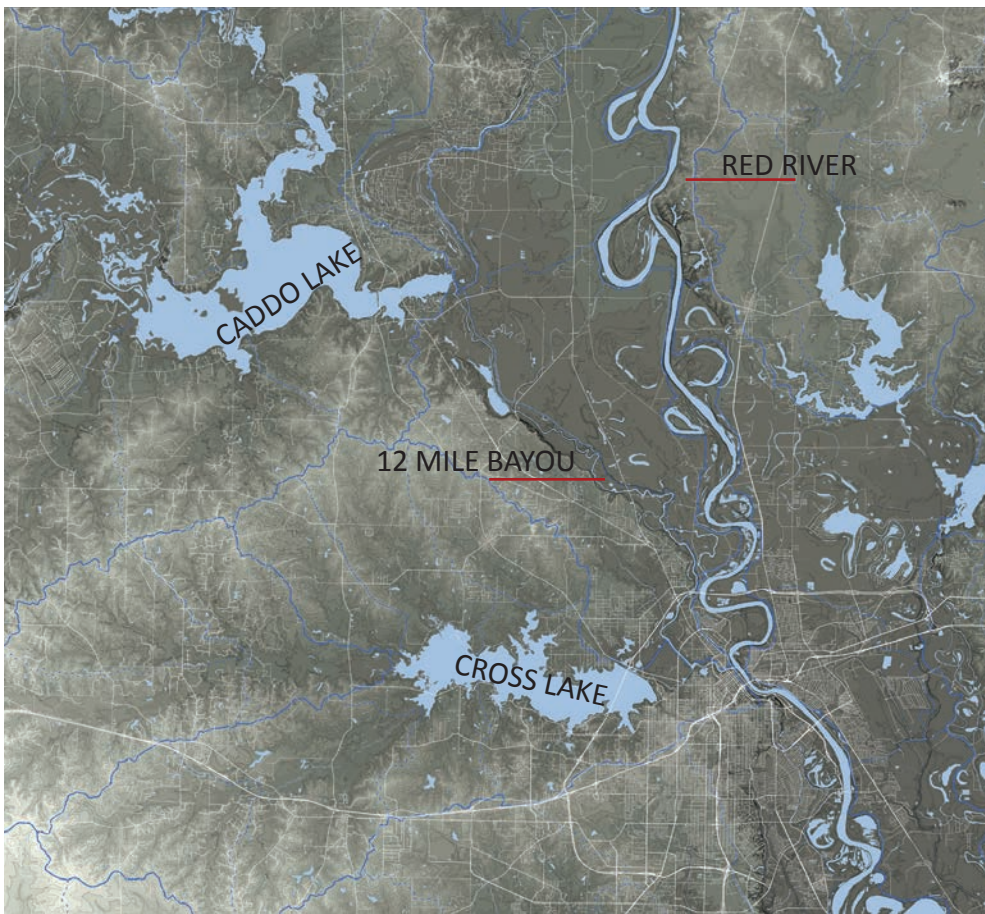


Looking east on McNiel Street down Cross Bayou.

accessible by all of the community, not just by those who may live on the site or immediately adjacent. One of the goals of the City's recent Comprehensive Plan relative to the Cross Bayou Corridor project area is to have it accessible to public for passive and active recreational uses, as well as access to the water. This goal is reflected in the Vision Statement which was developed with considerable public input for this planning effort.

Photographs taken in support of this project are interspersed throughout this report and are labeled to allow the viewer to easily identify the location. Most of the photos taken for this planning effort are included in an Appendix (Volume III).





### FLOW IN CROSS BAYOU

The water flowing in Cross Bayou comes from two main sources.

One is **Cross Lake** to the west and the other source is **Caddo Lake**, located approximately 13-14 miles northwest of the project site. Ideally, a project of this nature would greatly benefit from a steady, gentle flow in Cross Bayou from Cross Lake to the Red River. From time to time, as Caddo Lake spills over its easternmost containment structure into 12 Mile Bayou during periods of high water levels, the flow in Cross Bayou increases due to more water from this tributary stream. A constant flow in Cross Bayou past the project site will help to prevent stagnation, the

formation of stream- clogging vegetation, and facilitate the removal or flushing of debris such as leaves and fallen tree branches, etc.

Currently, Cross Lake is the drinking water source for the City of Shreveport. Although this water body is fed by a handful of streams, including Cross Bayou from the west and a pipe from 12 Mile Bayou, the ability to divert water from this reservoir into Cross Bayou to increase flow past the project site is greatly restricted and could only be accomplished at the risk of reducing the supply of fresh water needed by the City...unless both Cross Lake and Caddo Lake are at flood conditions. Therefore, steps to increase stream flow in Cross Bayou will necessarily await a local decision to implement an alternate water source of drinking water for the City of Shreveport. Since this will undoubtedly take at least a decade, likely longer, Cross Bayou and the project site can benefit from the placement of aeration devices in the stream. These devices will help to maintain oxygen levels in the stream that will benefit aquatic life and promote a certain amount of flow.

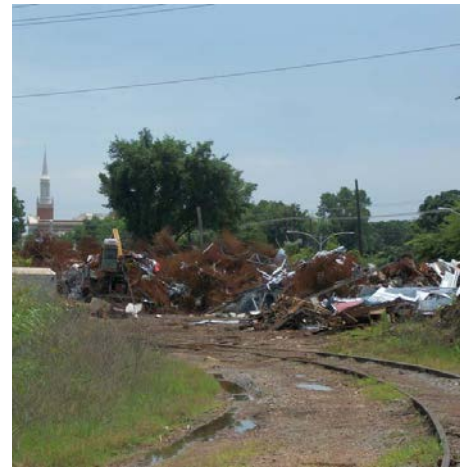






### REMOVAL/RELOCATION OF THE “SCRAP YARD”

The ultimate successful development of the Cross Bayou Corridor hinges on a number of actions that must be completed first. All of these actions are important, but, of necessity, some must be completed before others. Very little, outside some land assembly work, can be accomplished on this site until and unless that scrap yard operation is relocated. Then it must be environmentally remediated as determined necessary. It is likely the latter action will take much longer than the former. However, the relocation of the yard must take place first, that is, before the site can be cleaned up and made environmentally safe for redevelopment. Although other public entities may have expressed interest in handling the relocation of this enterprise—and may have actually begun initial efforts to offer a suitable relocation site—the City of Shreveport at this time is in a better position to assume the environmental risks associated with the scrap yard (given its relationship with the EPA). A risk assumption that will (or should) serve as a significant enticement to the owners of this facility to relocate and subsequently sell the site to the City. However, it would be prudent for the City to secure assurances from the EPA that funds would be forthcoming (upon submission and approval of a brownfields clean-up process and application) to begin actual necessary assessments and clean-up of the project site.



It is **highly likely** that the eventual clean-up of the site in question will require a great deal of time and money. *EPA has shown considerable interest in the redevelopment of this site and has committed funds to begin the planning process.* Although the City of Shreveport is well positioned to pursue the clean-up of the site with assistance from EPA, there is no reason why other public and/or non-profit organizations could not also participate in this effort jointly with the City of Shreveport.

Once all the potential environmental issues surrounding the scrap yard site have been brought to light, that is, type, extent, and location of contamination, negotiations to acquire the site and assist in the relocation of the scrap yard operation can begin in earnest. However, it would be prudent to bring EPA officials in this discussion early on since the eventual clean-up of the project site will likely require major financial assistance from this federal agency.



## ACQUISITION OF THE SCRAP YARD SITE

The acquisition of the scrap yard site will follow (mostly) predictable, general steps which are outlined below.

1. After suitable sites for the relocation of the scrap yard operation have been located and evaluated, these must be presented to the scrap yard ownership or its representative. The alternate sites will need to be properly zoned (if in the MPC area) or otherwise suitable, with very minimal, if any, impact on surrounding land uses. Suitable sites would include those in zoned industrial areas, with rail and highway access. Some sites, at the Port for example, may have access to the Red River in addition to highway and rail access and have other built-in advantages. Of course, sites offering multi-modal access would be ideal.

2. The City of Shreveport, or that public or public/private entity leading the acquisition effort will need to offer to assume all the identified environmental liabilities for the site, thus freeing and holding harmless the scrap yard owner (MIM) from these liabilities. Without this offer, liability for environmental problems will follow the owner, making relocation and sale of the site unlikely.

3. The acquiring party will need to have an appraisal of the property prepared by a competent professional. While the public acquiring party will not be able to pay more than the appraised value for the property, the selling price should be negotiated. With the City or public acquiring entity assuming all environmental liabilities for clean-up of the site, the seller should be motivated to sell property that otherwise would have been difficult, if not impossible, to sell if the seller were to retain environmental liabilities.

4. In order to ensure a smooth transition to the relocation site, the City may want to “participate” in the negotiations between MIM and the chosen relocation site owner. The City or other public/private entity may be in a position to offer specific incentives to ensure success.

5. MIM, of course, will be responsible for clearing the scrap yard sites of all movable property, including scrap. Improvements (buildings, etc.) remaining on the site will need to be mentioned in the purchase agreement as well as the deed/acquisition documents, and there should be an accurate property survey. The party responsible for the survey can be negotiated.

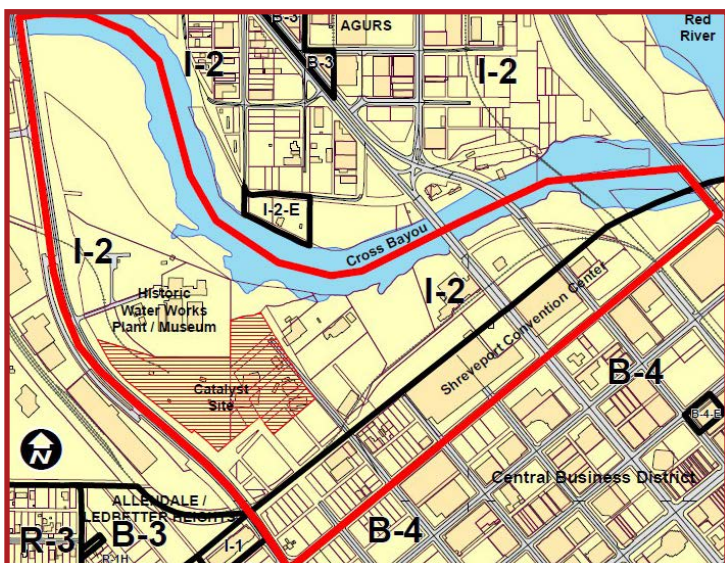
6. The purchase agreement should specify the amount of time MIM will have to clear the site and vacate the premises, and specify any other important considerations, such as (for example), waiver of closing costs, etc., which can be negotiated.

In the original application from the City of Shreveport to the EPA for funding, the Scrap Yard was identified as the “catalyst site” for redevelopment of the Cross Bayou Corridor. But the entire Cross Bayou Corridor itself could easily be the “catalyst site,” causing development to occur, not just on the project site (in a limited way perhaps), but on the adjacent vacant and undeveloped property near the project site.

As the market analysis undertaken for this planning projects indicates:

“From a Downtown planning perspective, the Cross Bayou area is well positioned to become [a] neighborhood for new construction. The Cross Bayou [project site] could offer waterfront living adjacent to the Downtown. A concentrated mix of new housing types could be developed in this area. Land assembly, environmentally clean property and public/private parking financing may be necessary to incent (sic) investment.”





## LAND USE AND ZONING

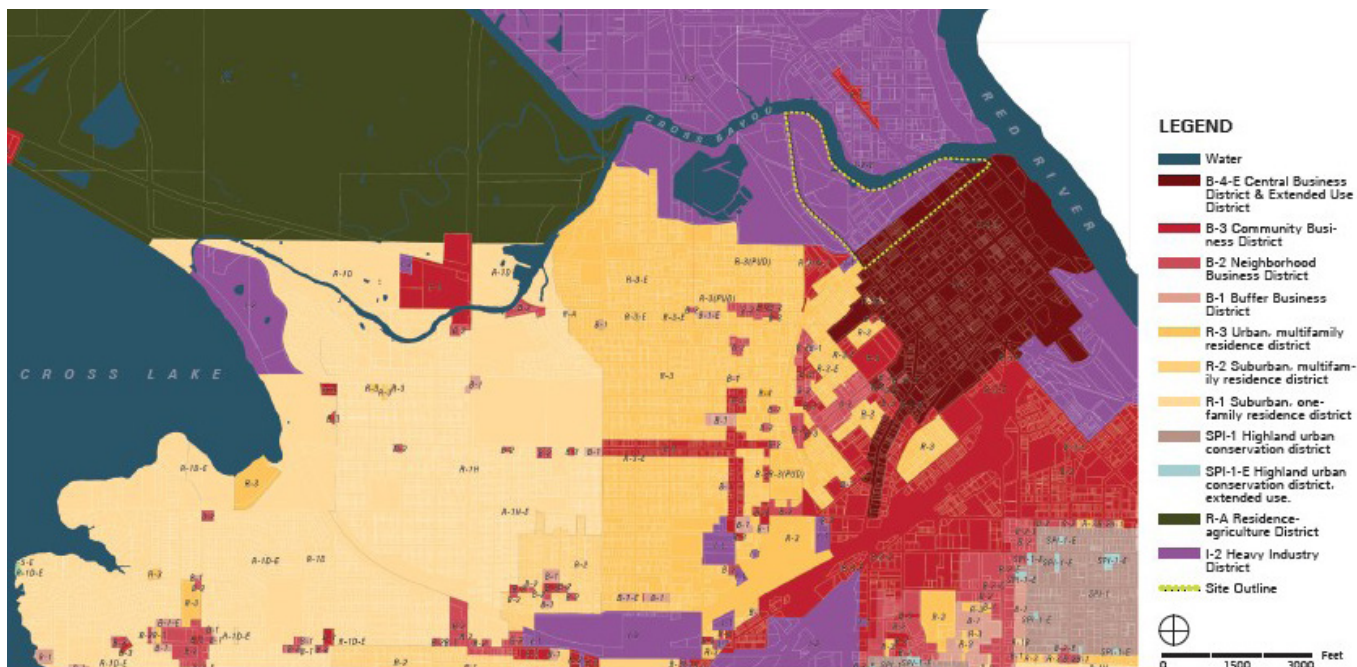
Land use on the Cross Bayou project site is largely dominated by the Scrap Yard operation. However, the site also contains the Shreveport Convention Center and related uses, a large hotel (Hilton), vacant commercial structures, the Shreveport Police Mounted Division headquarters, stables and exercise fields, railroad tracks and associated ROW, electric company substations, the historic Water Works Museum, and wooded areas. Although there are parcels still in private ownership—the Scrap Yard being the most prominent—most of the parcels in terms of acreage in the project site are in public ownership. Most of these

are owned by the City of Shreveport, but Caddo Parish and the State of Louisiana also have land holdings in the project area. A great deal of the land within the project site is vacant, mostly wooded property. A current parcel ownership map is included in Section V and in the Appendix (Volume III).

Zoning for the project site falls into two categories, I-2 Heavy Industrial and B-4 Commercial. The Zoning Map below shows zoning on the site and in the immediate vicinity of the project site (outlined in red on the map, center). Residential uses are zoned in large areas west of the project site.

The zoning map on the right shows more of the community around the project site, including downtown Shreveport and the adjacent neighborhoods.

With the exception of the area of the project site fronting Caddo Street, the entire Cross Bayou Corridor area is zoned I-2 Heavy Industrial. Most of the area of the City north of Cross Bayou is also zoned in this manner. Obviously, the City and the MPC will need to consider alternative zoning and development regulations to support the types of land uses that are envisioned for the project site. Also, at some point, it is also possible that the land on the other side of Cross Bayou may have to be rezoned as well, in order to support the kind of development expected in this area as a result of the catalyst role to be played by the project site in the revitalization and further development of downtown Shreveport.



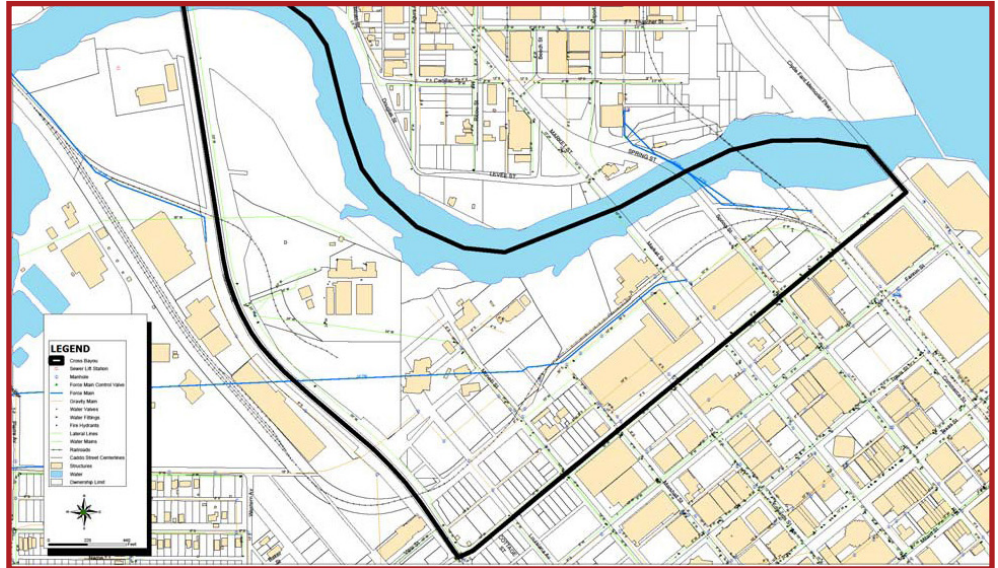


## EXISTING INFRASTRUCTURE

This section of the plan will discuss the existing infrastructure and public services. To be included here is information on water and sewer lines serving the project site, drainage problems and features, police, fire and EMS service.

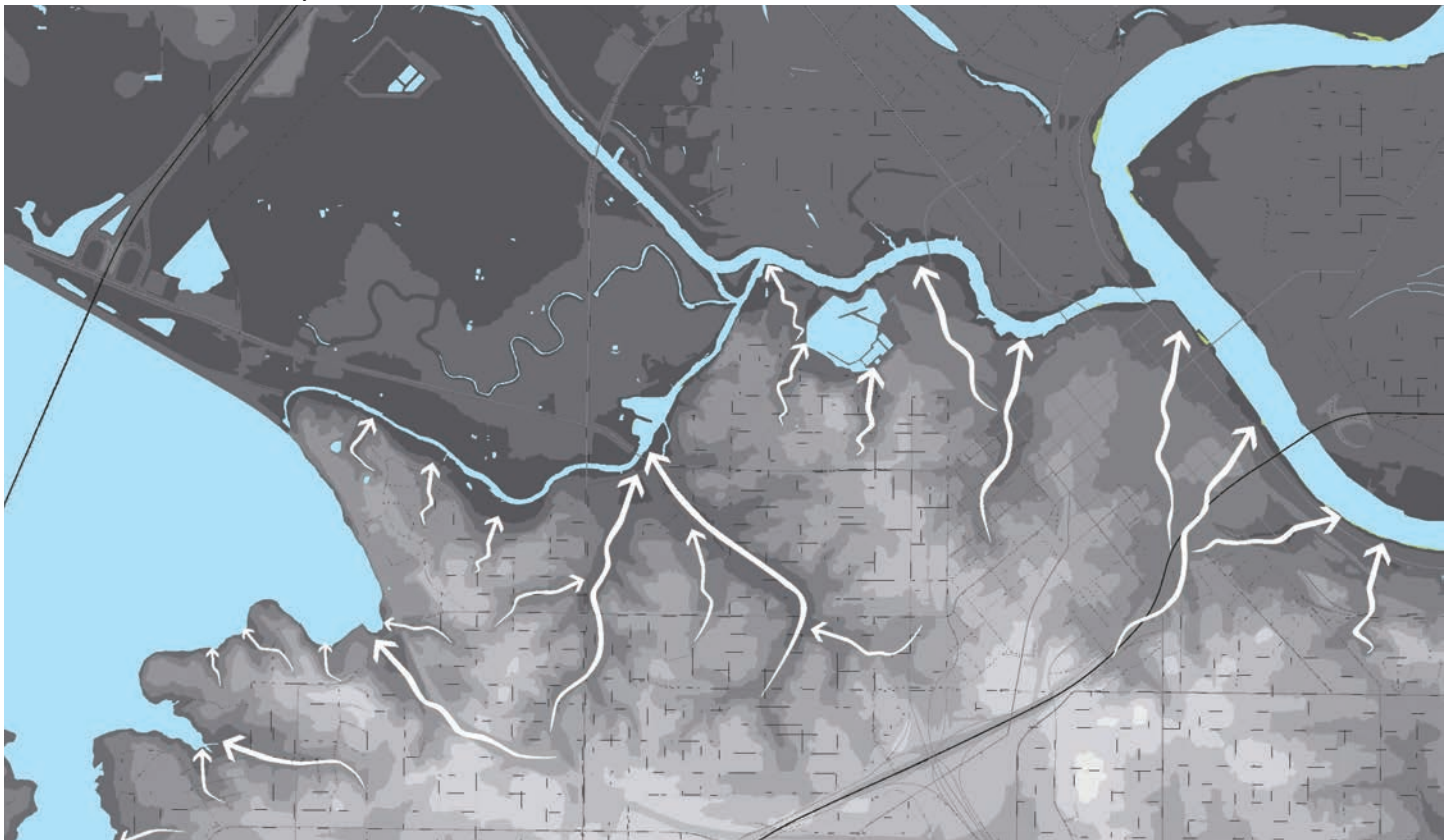
## WATER AND SEWER

The project site is well served by water and sewer lines as shown on the map. Some of these lines fall within the railroad ROW, but overall, the site is crossed by both water and sewer lines. Further development of this site should be facilitated by the ready availability of utilities, including electric power.



## DRAINAGE

Historically, a drainage course entered the project site near its southwest corner and flowed in a general north-east direction to Cross Bayou. Over time, this drainage facility was blocked off or restricted by the railroad track and the scrap yard operation. As a result, the general southwest corner of the project site experiences flooding when rainfall intensity exceeds the capacity of the drainage system in this location. This should be a temporary condition that will improve when the scrap yard is relocated and improvements to restore the natural drainage on the site can be made. More of the existing underground drainage features around and through the project site as well as the adjacent area of the City are shown in the map below. In general, surface water in this area drains toward Cross Bayou and the Red River.



## **PUBLIC SERVICES (FIRE, POLICE, EMS)**

All important public services, such as police, fire and EMS, are currently available to the project site. The extent of the need for these services (calls) on the project site at this time are difficult to determine as the site is part of a larger district for reporting services. In addition, with the exception of a few land uses such as the Convention Center, the Hilton Hotel, and the scrap yard operation, there is little on the site (i.e., no inhabitants) at this time that would generate such calls.

Fire service is delivered from a fixed station, as are EMS services in Shreveport. Service delivery is on the basis of an emergency call through the 911 system. The project site is adequately served by fire and EMS services at this time, although the primary fire station serving the project site is located just on the edge of downtown Shreveport.

Police or law enforcement services are not delivered from fixed locations in general. Most police calls are directed to the nearest patrol car already on the road. The Shreveport Police Station has been relocated to a complex just on the edge of the downtown area.

## **TRAFFIC DATA**

Traffic count information for downtown Shreveport is collected and maintained by the City's Traffic Engineering Division (Traffic Analysis). These data were used to construct the table below which shows traffic counts for most of the major intersections or mid-block locations in downtown Shreveport. Of particular interest are those streets bordering, cutting through or leading into the project site. For example, Caddo and Common Streets border the site on its south and west side, respectively. Market and Spring Streets cut through the site on its east side; and McNeil is the primary entrance into the site at this time.

The purpose for looking at traffic counts and intersection capacity analyses (if available) is to determine whether development of the project site may cause traffic congestion problems at these intersections and traffic signals. Although some of the traffic counts are not particularly current, actual observation leads to the conclusion that there is sufficient excess capacity throughout downtown Shreveport to handle additional peak hour traffic as may be generated by development of the project site.

Most of the streets in downtown Shreveport are one-way (see CPAT study for recommendations pertaining to one-way streets). There are exceptions, however. For example, Caddo Street provides access to the Shreveport Convention Center. Also, Texas Street is a major east-west two-way street between Common and the bridge over the Red River into Bossier Parish. Texas Street is in the approximate center of the Shreveport CBD. Common Street, at the western end of the CBD, is another two-way street running roughly north-south.

Although Market and Spring Streets are one-way thoroughfares, they function as a couplet (north and south) on the eastern end of the CBD. Clyde Fant Parkway is also a major two-way street located on the extreme eastern edge of the CBD providing access to riverfront development. It, along with Market/Spring, spans Cross Bayou.

Traffic data in the table above indicate that the intersections of the two-way streets carry the most traffic on a 24-hour basis. See, for example, Caddo & Common, Caddo & Market/Spring, and Market/Spring & Texas. Although both Market and Spring Streets carry a heavy volume of traffic at their intersections with Texas Street, both of these roadways are multi-lane facilities capable of carrying a relatively high volume of traffic.



City of Shreveport							
24 Hr. Traffic Flow Volume Counts by Location <sup>2</sup>							
Year	Location*	Street Location/Intersection	North Bound	South Bound	East Bound	West Bound	Intrsectn Totals
1989	Mid	Caddo 300 Blk (Market/Edwds)	-	-	2,563	2,307	4,870
1989	Mid	Caddo 600 Blk (McNeil/LA)	-	-	2,315	2,788	5,103
2011	Int	Caddo & Common	3,103	3,469	4,830	2,397	13,799
1995	Int	Caddo & Edwards	1,016	-	2,436	2,751	6,203
2011	Int	Caddo & Market	-	12,930	2,999	2,415	18,344
2000	Int	Caddo & McNeil <sup>1</sup>	619	431	3,289	2,567	6,906
2011	Int	Caddo & Spring	12,464	-	2,004	1,479	15,947
1984	Mid	Common Ext (McNeil Plant)	4,080	4,409	-	-	8,489
1997	Mid	Common 600 Blk (Milan/Crock)	7,317	4,955	-	-	12,272
2012	Int	Common & Cotton	6,052	5,667	526	1,263	13,508
2011	Int	Common & Crockett	4,570	5,797	1,978	-	12,345
2006	Int	Common & Fannin	4,265	4,018	590	-	8,873
2012	Int	Common & Milan	4,931	5,892	880	1,535	13,238
1989	Mid	Edwards 400 Blk (Travis/Texas)	3,748	-	-	-	3,749
1989	Mid	Edwards 700 Blk (Crock/Cottn)	2,415	-	-	-	2,415
2012	Int	Edwards & Fannin	1,683	-	1,533	-	3,216
2011	Int	Edwards & Milan	2,243	-	-	3,172	5,415
2012	Int	Edwards & Texas	2,169	-	2,740	3,377	8,286
2012	Int	Edwards & Travis	2,002	-	-	2,615	4,617
1989	Mid	Louisiana 400 Blk (Trav/Texas)	-	1,916	-	-	1,916
1989	Mid	Louisiana 700 Blk (Crock/Cottn)	-	1,478	-	-	1,478
2012	Int	Louisiana & Milam	-	1,092	-	1,939	3,031
2012	Int	Louisiana & Texas	-	1,170	2,168	2,323	5,661
2012	Int	Louisiana & Travis	-	685	-	1,968	2,653
2011	Int	Market & Texas	-	17,397	3,604	5,887	26,888
2011	Int	Market & Travis	-	16,051	-	3,179	19,230
1989	Mid	Marshall 400 Blk (Travis/Tex)	-	4,619	-	-	4,619
2012	Int	Marshall & Milam	-	2,042	-	3,002	5,044
2012	Int	Marshall & Texas	-	1,848	2,623	2,936	7,407
2012	Int	Marshall & Travis	-	1,427	-	3,109	4,536
1989	Mid	Spring 800 Blk (Cotton/Lake)	16,613	-	-	-	16,613
2013	Int	Spring & Texas	16,857	-	5,139	6,956	28,952
2004	Int	Spring & Travis	19,824	-	-	1,118	20,942

\* Int = Intersection; Mid = Mid-block location

<sup>1</sup> Main entrance into the project site.

<sup>2</sup> Source: City of Shreveport, Traffic Engineering, Traffic Analysis

## TRANSIT SERVICE

The Shreveport transit operation, SporTran, currently operates from a terminal in downtown Shreveport located on Crockett Street between Marshall and Edwards. In the near future, this terminal will be relocated to a location on the periphery of downtown. However, it should be possible to retain this facility to serve, among other things, as a terminal for a downtown circulator transit system.

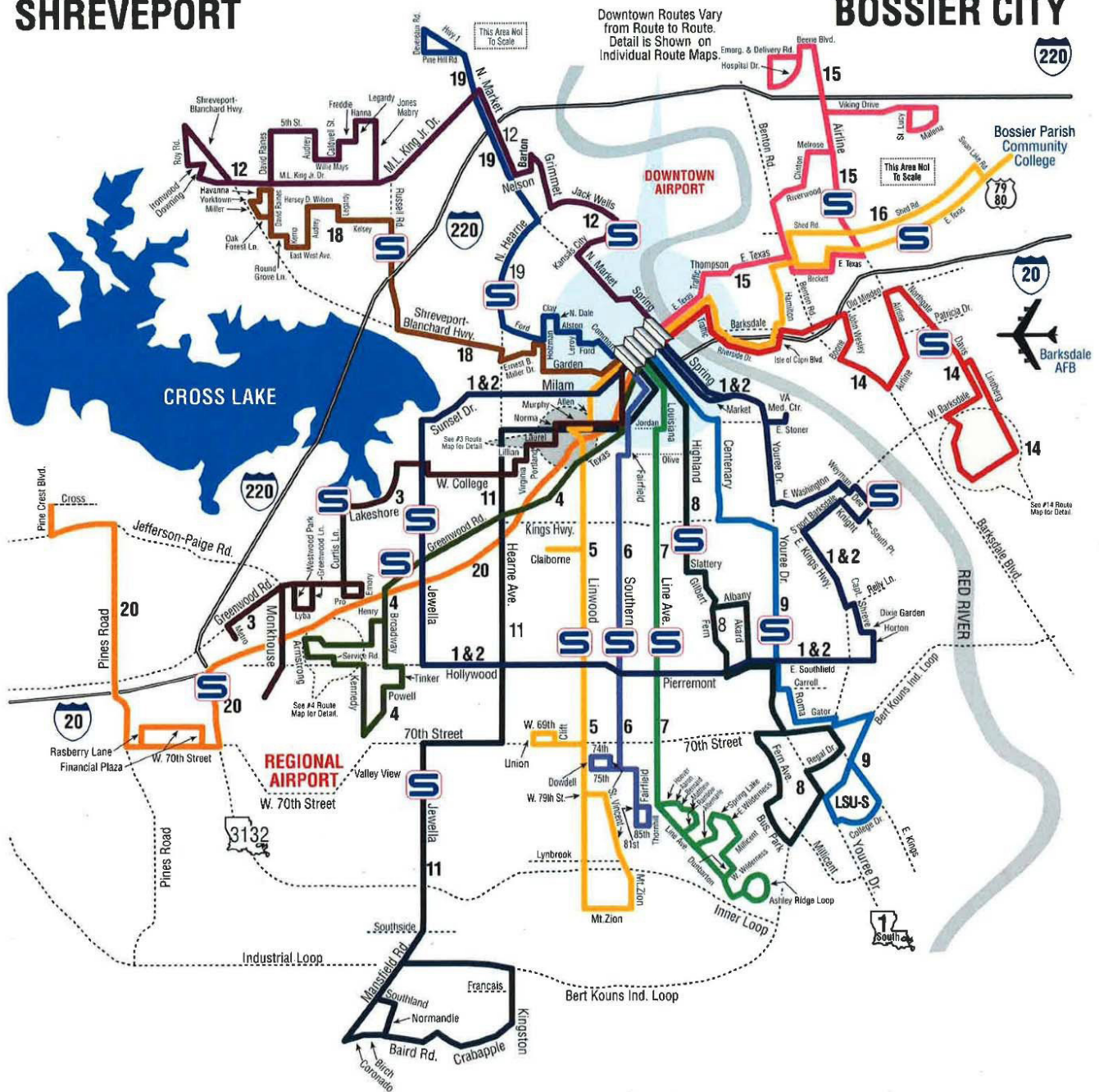
SporTran currently operates 18 regular routes, serving both Shreveport/Caddo and Bossier City. Service is provided, though on a reduced schedule on Saturdays, Sundays, and at night. The current system map and schedule can be accessed at [www.sportran.org](http://www.sportran.org) and is shown below. SporTran busses do not operate on six holidays (New Years Day, Memorial Day, July 4th, Labor Day, Thanksgiving, and Christmas Day).

As its route system is currently structured, SporTran busses are accessible to the project site at the corner of Caddo and Common Streets (Allendale/North 19) and Spring/Market and Caddo (M.L. King Jr. 12). No service is provided on Caddo Street or McNeil at the entrance to the project site at this time.



## SHREVEPORT

## BOSSIER CITY





## PEDESTRIAN AND BICYCLE CONNECTIVITY

Although the Comprehensive Plan has recommended an interconnected system of bike and pedestrian paths throughout the metropolitan area, this system has not yet been fully implemented. However, there are ample opportunities in the short-term that would put in place major components linking the Cross Bayou project site to other communities in the metropolitan area.

For example, a great deal of pedestrian and bike connectivity exists in conjunction with the riverfront development along Clyde Fant Parkway. In addition, a bike trail begins at this location and follows the Red River for a considerable distance. This connectivity could be continued through the project site, providing ample opportunity for community access to Cross Bayou and the public areas of the site, and eventually accessing the bike and pedestrian system proposed for the Allendale and Ledbetter Heights communities in the Choice Neighborhoods project. These pedestrian/bike improvements include potential bike routes originating near the intersection of Caddo and Common Streets round these communities, possible extensions to these proposed bike paths, a Shreveport Common bike path to Lakeside Park, and another extending to the LSU Health Center. The Choice Neighborhoods plan also includes the restoration or replacement of sidewalks and other improvements to enhance pedestrian connectivity in these neighborhoods.

With the development of the Cross Bayou site and the incorporation of pedestrian and bike paths, there is a wonderful opportunity to connect the neighborhoods to the west of the Central Business District seamlessly to similar amenities on its eastern edge through the project site and, in time through the CBD itself. Already there is serious consideration being given to including the flat railroad bridge across the Red River into a pedestrian/bikeway network that would provide excellent and unique cross-river connectivity. The proposed pedestrian and bike path improvements for the Allendale and Ledbetter Heights neighborhoods are shown elsewhere in this section.





## RAILROAD DATA

The project site contains a railroad track and at least three grade crossings. Two of these are on the Market/Spring Street couplet north of Caddo Street. At this location the track runs behind the Hilton Hotel and Shreveport Convention Center. East of this location, the rail line curves to the south, crossing Caddo Street and running just east of and parallel to Commerce Street until it exits the CBD.

West of Market/Spring Street, the rail line runs north of, and parallel to Caddo Street with a marked grade crossing at McNeil Street. As the line moves west of McNeil Street it begins a gentle curve to the north, eventually crossing Common Street in the vicinity of the SWEPCO power plant. For its length in the project site, this rail line is used throughout the week, but infrequently. It may or may not be a candidate for abandonment in the future.

The site contains a historic railroad bridge which spans Cross Bayou. According to a historical marker near the site, this railroad bridge, formerly the KCS Railroad Bridge, is one of only two surviving examples of the Waddell A-Truss bridge design in the U.S. (see photo below). It was designed by John L. Waddell, a civil engineer with a great talent for bridge design. He designed around 100 bridges throughout the country and only a few have survived. This particular bridge in Shreveport crosses the bayou near the location of the Civil War-era Confederate Navy Yard on the south bank of Cross Bayou near its confluence with the Red River.

This bridge, assuming it is structurally sound or can be made so, should be included in the pedestrian/bikeway component of the project site.

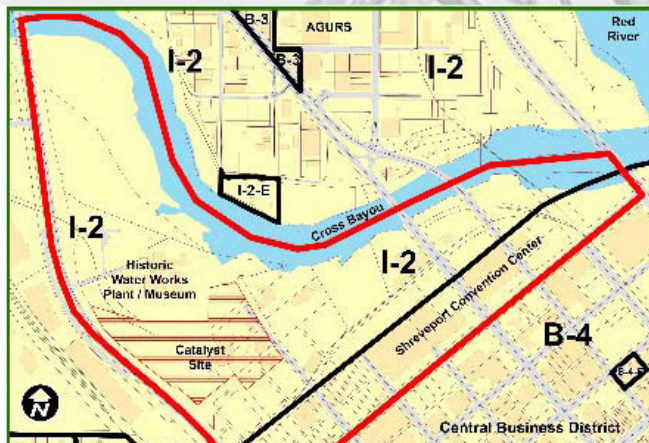
## SECTION IV: PUBLIC PARTICIPATION EFFORTS





[Home](#)[Project Overview](#)[Events](#)[Photos](#)[Documents](#)[Links](#)[Contact](#)

## Area-wide Planning for Cross Bayou Shreveport



Welcome to the official website for the Area-wide Planning for Cross Bayou Shreveport. We will be updating this website regularly to correspond with progress in the project schedule. Please check back periodically for updated information, maps, and event information.

### **SECTION IV PUBLIC PARTICIPATION EFFORTS**

From the very beginning of this planning effort, the involvement of the public in shaping the outcome of the project was considered significant and very important. For this reason, a number of public events were scheduled and a project website ([www.crossbayoucorridor.com](http://www.crossbayoucorridor.com)) an email account ([pm1@crossbayoucorridor.com](mailto:pm1@crossbayoucorridor.com)), and a project Facebook page ([www.facebook.com/crossbayoucorridor](http://www.facebook.com/crossbayoucorridor)) were established (see below).



### SCREEN SHOT, CROSS BAYOU CORRIDOR FACEBOOK PAGE

In addition, through the auspices of the City of Shreveport, official news releases were sent the various media outlets in Shreveport. All these efforts resulted in a great deal of media coverage for the project, not only in the print media, but in broadcast media as well, primarily television. News releases generated for this project are included in the Appendix volume (Volume III) of this document.

The project website was established early in the project. It was used to publicize public events and make media coverage and reports generated for this planning effort accessible to the public. The project website address has been repeated at all public presentations and in all news releases. The Shreveport Mayor's office has been particularly helpful in this regard.

The email address set up for this project has also been repeated at all public events and this has been used to send emails publicizing upcoming public events. The recipients of these emails were compiled from all those who have signed attendance sheets used at all public events. This has also been used to respond directly to people emailing the project manager at this address with questions or comments. This email address is checked regularly so that responses can be made in a timely manner and it can be accessed from the project website.

The Facebook page was built specifically for the Cross Bayou Corridor project. It contains pictures and videos of project-related public events, well as comments from others visiting the site.

All of these methods have been used to publicize the public events associated with this project. They include the Visioning Forum, Workshop #1, the Bayou Boat Tour, Workshop #2, and two Stakeholder meetings. In addition, in an effort to outreach, inform, and seek input from two adjacent minority communities, a presentation was made on Friday, November 14, 2014, at Lakeside Community Center, 2200 Milam Street, in Shreveport.

### COMMUNITY PRESENTATION CROSS BAYOU CORRIDOR STUDY

(SHREVEPORT BF-AWP)

FUNDED BY U.S. EPA BROWNFIELDS-AREA-WIDE PLANNING GRANT



LAKESIDE COMMUNITY CENTER, SHREVEPORT, LA

NOVEMBER 14, 2014

**Providence Planning Team:**

**Waggoner & Ball Architects**

**W-ZHA, LLC**

**BMK Marketing**





The two neighborhoods in question, Allendale and Ledbetter Heights, are adjacent to downtown Shreveport and stand to benefit from the Cross Bayou Corridor project. However, although they have been represented from time to time at the public events, a decision was made to take the project to these neighborhoods rather than have the neighborhoods come to the project. Materials that were generated and used to publicize this community event are also included in the Appendix volume of this document.

In an effort to inform more citizens of Shreveport about the significance of the project, a presentation was made on January 16, 2015 to the members of the South Shreveport Rotary Club.

### VISIONING FORUM

After much publicity in the community, the Visioning Forum was held on July 14, 2014, in the Red River Room of the Shreveport Convention Center, courtesy of the City of Shreveport. In attendance were Mayor Cedric B. Glover, various local political leaders, the EPA Region VI representative for the Shreveport area, Mr. Paul Farmer, FAICP, outgoing CEO of the American Planning Association (a Shreveport native) and many citizens from Shreveport. The sign-in sheet for this event is included in the Appendix volume. Those who attended this event were guided through an introductory slide presentation on the project which included many photos of the entire project site. Afterwards, those present began a visioning exercise ("postcards") designed to get them to think about and visualize what they would like to see the project site become in 20 years (included in the Appendix volume). Some participants were selected to read their ideas aloud.

Ultimately, ideas were grouped into topic areas (transportation/transit, housing, commercial/retail, recreation, etc.) and participants were encouraged to "vote" on those components in each topic area they would like to see on the site. This exercise generated a great deal of activity and discussion.

From those components with the most "votes," the project team generated the Vision Statement draft that was posted on the various project media. A comment period was allowed before the Vision Statement was accepted as final. Comments received were positive and supportive.





The Visioning Forum was well covered by the broadcast media and segments were generated that were aired on local television stations. These have been posted to the project's Facebook page which will be kept up for several months after the project ends.

### WORKSHOP NO. 1 AND BAYOU BOAT TOUR

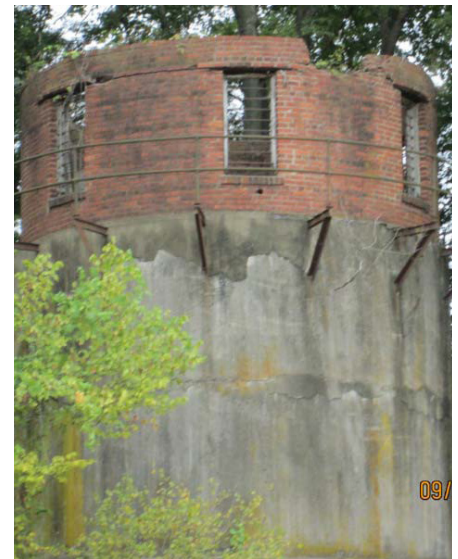
After a great deal of publicity, the first workshop was held on September 18-19, 2014. This was a two-day workshop that began on September 18 with an introductory presentation at Sci-Port in downtown Shreveport on Clyde Fant Parkway. After the presentation, a tour by boat of Cross Bayou took place. Since the number of people signing up for this tour exceeded the capacity of the vessel, two trips were made. The boat tour of Cross Bayou provided a different perspective on the project site and helped with the visualization of potential site improvements at the water's edge.

### VISION STATEMENT FOR CROSS BAYOU

By 2035, the Cross Bayou Corridor will have become a major mixed-use residential asset and attraction for downtown Shreveport, drawing both its residents and visitors to its small shops, restaurants, entertainment venues, and beautiful, wooded parks and shaded paths along Cross Bayou. Residents and the public will enjoy the amenities of urban living within walkable neighborhoods that meet their immediate needs, including active and passive recreation. The site will be connected via convenient water taxis and bike and pedestrian paths to other areas of downtown and the City. Cross Bayou Corridor has also re-connected residents with the water via the historic Waddell A-Truss railroad bridge converted to pedestrian and bike use, as well as attractive facilities for relaxation and enjoyment developed on the water or near the bayou's edge or overlooking it. The revitalized historic McNeill Street Pumping Station on one end and the Civil War-era Confederate ship yard interpretive center near the bayou's confluence with the Red River serve as popular attractions, in addition to the site's other public spaces which include facilities for outdoor concerts and public gatherings.







After the bayou tour, the workshop reconvened in the Eaves Room of the Shreve Memorial Library on Texas Street until 6:00 PM. Participating in this workshop, in addition to many Shreveport citizens, were students from the School of Design at Louisiana Tech University in Ruston, Louisiana, and local urbanist architects and design professionals.





On September 19, the workshop reconvened in the same location with participants working to refine and better understand design concepts and ideas for the site so that a public presentation could be made later in the day at 2:00 PM.

## WORKSHOP NO. 2

The second workshop was held on Thursday, November 13, 2014, from 10:00 AM until Noon, when a public presentation was made. Publicity for this workshop was generated by emails, posting on the project Facebook page and website, in addition to a news release from the Mayor's Office. This second workshop allowed for the ideas and concepts growing out of the first workshop to be more refined and crystalized. The public presentation was attended by many and generated a great deal of discussion. The event received media coverage and generated a segment that was aired on a local TV station.

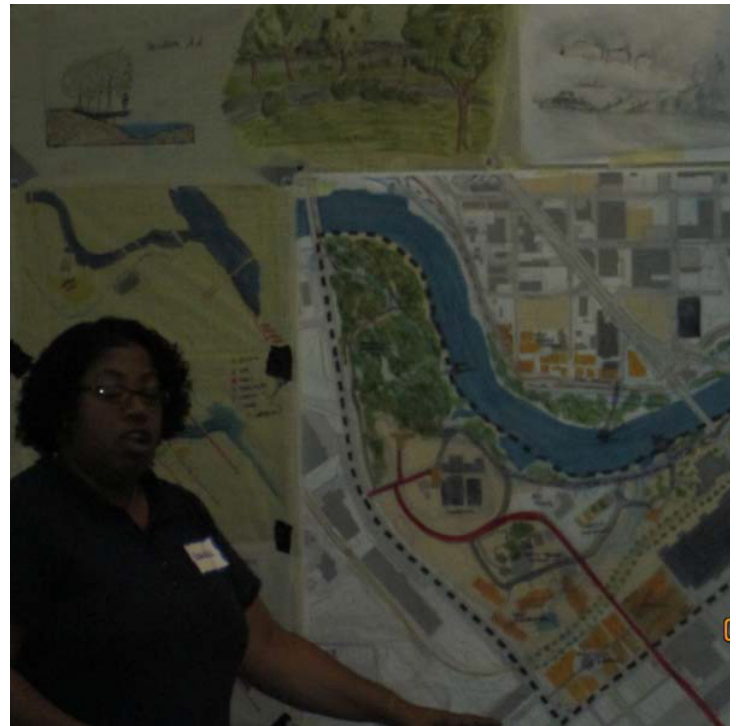
### COMMUNITY PRESENTATION CROSS BAYOU CORRIDOR STUDY (SHREVEPORT BF-AWP)

FUNDED BY U.S. EPA BROWNFIELDS-AREA-WIDE PLANNING GRANT



LAKESIDE COMMUNITY CENTER, SHREVEPORT, LA  
NOVEMBER 14, 2014

**Providence Planning Team:**  
Waggoner & Ball Architects  
W-ZHA, LLC  
BMK Marketing



## LAKESIDE COMMUNITY CENTER PRESENTATION

This outreach effort was held on Friday, November 14, 2014, at the Lakeside Community Center on Milam Street in Shreveport. This location was chosen because of its easy accessibility to both the Allendale and Ledbetter Heights communities. The presentation was structured more as an introduction to the project, stressing its importance to the City of Shreveport and the adjacent neighborhoods, and outreach efforts that have been completed. The drawing encapsulating all the design concepts for the project site presented and discussed at Workshop No.2's public presentation was



also included and explained in the Lakeside presentation. Materials used to publicize this presentation are included in the Appendix.

### **SOUTH SHREVEPORT ROTARY CLUB PRESENTATION**

Another community outreach meeting was held on Friday, January 16, 2015, at the regular weekly meeting of the South Shreveport Rotary Club. While the presentation was structured to provide an introduction to the project, it provided available details on the environmental survey and results of the market analysis. During this short presentation, other details of the project were shared with those present, including the conceptual land use plan developed during the workshops. Since this presentation was made on the basis of an invitation, publicity about the event was made through the South Shreveport Rotary Club.

**CROSS BAYOU CORRIDOR STUDY**  
(SHREVEPORT BF-AWP)  
FUNDED BY U.S. EPA BROWNFIELDS-AREA-WIDE PLANNING GRANT

SOUTH SHREVEPORT ROTARY CLUB  
JANUARY 16, 2015

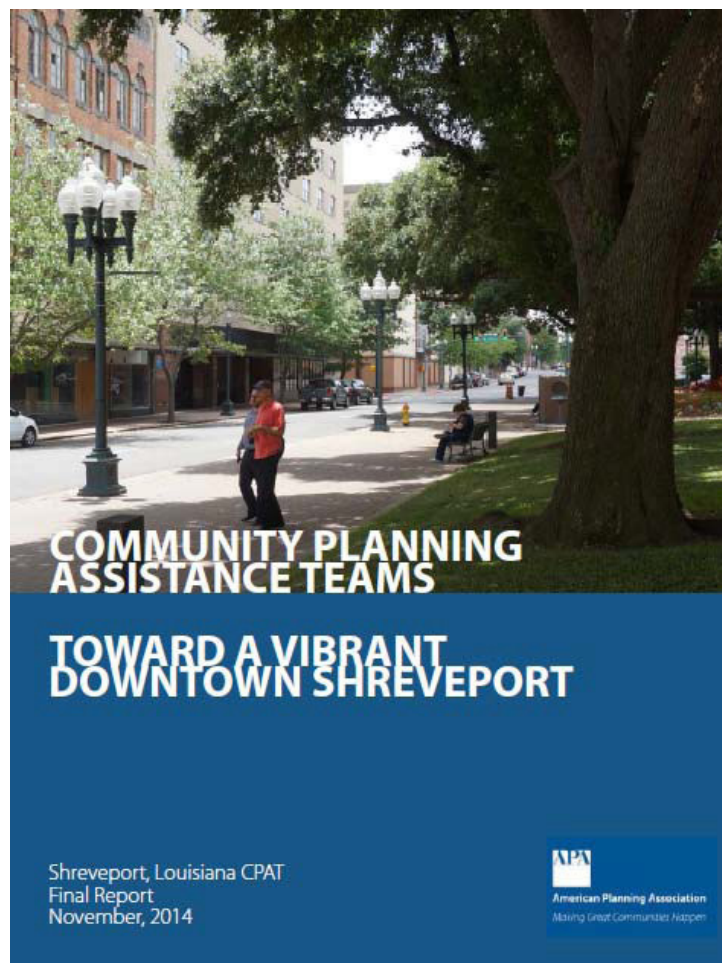


**Providence Planning Team:**  
**Waggoner & Ball Architects**  
**W-ZHA, LLC**  
**BMK Marketing**



### **COMMUNITY PLANNING ASSISTANCE TEAM (CPAT) REPORT**

Shreveport was selected for a Community Planning Assistance Team (CPAT) planning effort to address some issues pertinent to the downtown area. CPAT teams are a group of professional planners selected through the American Planning Association for the relevancy of their expertise for a particular planning challenge. This CPAT effort, although much shorter in length in terms of time, took place concurrently with the Cross Bayou Corridor planning effort. Members of the Cross Bayou planning team sat in on sessions and participated with the CPAT team, providing assistance where necessary. In a real sense, the CPAT study was an extension of the public outreach efforts undertaken previously for Cross Bayou. After the CPAT study was completed it, was submitted to the City of Shreveport.



However, it is beneficial to provide a summary of the CPAT study here because of its relevancy for future development considerations as they pertain to Cross Bayou. The CPAT provides additional context for Cross Bayou as well as recommendations for downtown Shreveport that work in synergy with those of Cross Bayou contained in this report. The CPAT report, entitled “Toward A Vibrant Downtown Shreveport,” is summarized below. The full report can be obtained on the City’s website or from the American Planning Association’s website ([www.planning.org](http://www.planning.org)).

### **CPAT REPORT SUMMARY ASSETS, DESTINATIONS AND CHALLENGES**

From p. 5 of the CPAT report: “The updated Master Plan for Shreveport and Caddo focuses on downtown as the unique place in the region that could offer live-work-play opportunities (Ch. 10)”

**ASSETS AND DESTINATIONS:**

- Downtown Shreveport is the location of authentic arts, music, and theater scene.
- Large stocks of historic buildings exist in downtown Shreveport
- Downtown Shreveport enjoys some of the region's best multi-modal transportation infrastructure, with a gridded street network that has more than adequate vehicle capacity and above average walking and biking conditions.
- It has a sufficient number of parking spaces overall
- It is immediately adjacent to water amenities – the Red River and Cross Bayou
- Examples of successful residential development exist
- Edge neighborhoods (in particular West End and Cross Bayou) have the potential for residential and specialty mixed-use development that could support downtown.

**CHALLENGES:**

- Not enough people use the streets in downtown Shreveport to provide vibrancy.
- The 14,000 downtown jobs have not stimulated much restaurant (outside of the Casinos) or business growth which, in turn, would attract other job-producing activities.
- The downtown residential community is not large enough to attract neighborhood service commercial and provide customers for businesses in the evenings and on weekends.
- Both the commercial and residential markets are too weak to encourage development.
- The more-than-adequate one-way street pattern and minimal traffic result in speeds that are not pedestrian-friendly
- The parking system—while more than adequate to meet current and future needs of downtown overall—does have localized imbalances between supply and demand that may reduce access to desired destinations.
- While there are examples of good streetscape treatment, the lack of adequate canopy makes walking long distances uncomfortable during the warmer months.
- Potential: buildings have hidden character;

street frontages have great appeal. However, actual street activity is minimal.

- Not enough businesses that would make the area a prominent destination place.
- No convenience stores; few coffee shops, etc.
- Adjacent neighborhoods have little connectivity to the downtown
- Many buildings are in “disarray”
- While there are many experienced developers in Shreveport, most have no experience developing urban product. Why? Most all new development has been low-density, auto-oriented, single-use suburban projects for many years.
- The mixed-use and multi-purpose projects that do exist, have been developed in suburban locations and served by adjacent surface parking.
- “Nothing destroys potential downtown vibrancy faster than complying with...” a request to have dedicated surface parking adjacent to the downtown development.
- PRECIOUS ASSETS DOWNTOWN: uniqueness and propinquity, proximity to and continual connections among different urban activities. Surfacing parking destroys these assets by demolishing unique buildings and pushing activities further apart.

**OBSERVATIONS AND ANALYSIS****ECONOMIC CONTEXT:**

- Downtown opportunity sectors: arts, music and film media
  - o Existing facilities supporting these sectors are located in West Edge adjacent to the CBD.
- Health care is another opportunity sector for downtown Shreveport
- Recent surveys (recently by Pew Foundation et al.) report that many Gen Y/Millennials want to live and work in urban environments instead of suburbia where most of them were raised.
- “Vibrant Centers”—attractive to young talent and others who want to be in an urban live-work-play environment (vibrant centers)
- Using the near-term model of historic tax credits coupled with affordable housing tax credits in downtown residential



development/adaptive re-use projects, more such projects should be encouraged as affordable/workforce housing downtown is part of the infrastructure needed in vibrant centers.

- However, the absence of market-rate rental housing reflects the weakness of the downtown Shreveport housing market
- New market-rate multi-family rental projects are not feasible downtown at this time given current development costs and rent levels. Downtown rents would need to rise from \$15/SF to nearly \$22/SF (47%) to make such new development feasible.
- On the other hand, new, market-rate multi family residential for-sale projects (“condos”) would seem to be feasible. See p.9 of CPAT report for analysis.
- Under this scenario, possibly as much as 200 such households (condos priced <\$300K, and attractive to younger households professionals without kids earning over >\$68K annually (10% down plus mortgage insurance) could be supported downtown
- May also work for elderly couples and singles including military retirees, if they can pay cash for the unit and afford about \$430/month to live in one of these units.
- Shreveport should try to recruit singles and couples without children because only downtown Shreveport can offer an authentic urban living option.
- Although for-sale downtown housing is feasible, at this time downtown Shreveport is too depressed to attract market rate home buyers.
- BUT, Cross Bayou could play a role in reversing this condition, perhaps.
  - o Transportation & Streetscapes
- The downtown street system (one-way configuration) could be retrofitted to a two-way system to benefit retail visibility, slow speeds and improve safety and navigation.
- As redevelopment or infill occurs in the downtown, access management should be a priority including shared parking strategies and shared access points to improve pedestrian safety.
- Existing Downtown Transit Center is a critical downtown anchor, and proposal to relocate it creates several challenges for downtown revitalization, including:
  - o Reduced transit service with direct access to/from downtown destinations (without requiring transfers)
  - o Reduced legibility and cohesiveness of downtown transit network and exacerbating the low number and visibility of bus stops downtown
  - o Creation of another vacant structure downtown
- Streetscape: idea that streets can be places for “recreation” i.e., sitting, dining, strolling, shopping and gathering. This should be promoted.
- Many of the vacant lots can provide necessary green space, pocket parks or mobile vending space.
- Blank wall are opportunities for more art such as murals.
- Street furniture, trash cans and bike racks are minimal in the downtown areas. Bikes are not particularly well accommodated as designated routes and bike parking are inadequate.
- Tree grates prohibit trees from reaching full maturity and maximum shade.
- No real green infrastructure downtown: no rain gardens, bioswales and pervious pavement represent opportunities.
- Current wayfinding signage is poor
- Sense of arriving downtown is not remarkable, but better gateway treatment at key points can improve this.
  - o Parking
- Two kinds of downtowns in U.S.: those that have a parking problem and those that wish they did: high parking demand is an indication of a vibrant downtown economy.
- Observations about parking in downtown Shreveport:
  - o Overall ample parking to meet current and realistic future projections of demand
  - o Some highly localized parking imbalances between curbside parking supply and demand at the current price. But just at a few locations and during

fairly limited times of the day.

- o The overwhelming majority of the off-street parking supply is privately controlled parking spaces, many reserved for specific user groups and utilized inefficiently.
- o Only 11% of off-street parking downtown is publicly controlled.
- o Widespread perception of downtown parking deficit. However, climate and inconsistent pedestrian amenities make a short walk feel like a longer one.
- o On-street parking in some areas of downtown is priced well below the market rate for off street parking. Short-term on-street parking is typically \$0.50/hour but off-street parking can be as high as \$2.00/hour
- o The private market cannot support at this time the construction of a privately-funded structured parking garage downtown
- o There appears to be a lack of enforcement of parking violations downtown, including parking on sidewalks (ADA violation)
- o Large areas with zones prohibiting curb parking; too much of this; should be reevaluated

## GENERAL STRATEGY STRATEGIC APPROACH

Within the overall context of the Cross Bayou project, the Master Plan vision for downtown Shreveport and the economic realities of the City in mind, some imperatives were identified in the CPAT, specifically 5 were identified. Just those that have bearing on Cross Bayou or in which Cross Bayou can play a role are shown here:

- Improve the public realm: Improve the features that define the public realm: attractive streetscapes, tree canopy, small blocks, etc. Cross Bayou development should pay attention to this.
- Improve connectivity: promote walking, biking and public transit use. More pedestrians, cyclists and bus riders in the CBD increase vibrancy. Cars must be accommodated, of course, but their movement and storage (parking) should not be allowed to reduce downtown vibrancy further. Surface parking lots loosen or adversely impact connectivity,

damage urban fabric and lower density. Cross Bayou must be well connected (pedestrian and bike paths/trails) to the rest of the CBD and adjacent neighborhoods both north and south of the bayou. The Waddell A-Truss railroad bridge will play a key role in this strategy.

- Prioritize smart parking management strategies: downtown Shreveport needs a functioning parking system, but a publicly funded parking garage is not needed at this time. Use of funds for this purpose would divert funds/resources from more creative parking strategies.
- Diversify commercial uses and expand housing development downtown: More activities and events, in conjunction with the numerous downtown destinations and assets, would enhance the urban experience by bringing people to the streets and public spaces for specified periods of time. For success, however, they will need 10-hour day, seven days per week customers. These customers should be downtown residents. Although new housing developments downtown are marginally feasible at this time, a key imperative is to encourage housing development to create a downtown residential population. This is a key challenge for Cross Bayou, and not necessarily on the Cross Bayou project site. Adjacent vacant property would work just as well in this regard.
- Focus on a “Hot Spot”
- Downtown “hot spot”: ten blocks on either side of the Caddo Parish Courthouse (Courthouse Square). Specific short and medium range physical improvements and programmatic initiatives designed to attract investment in job-producing businesses and lead to residential development that will, in turn, attract people—workers, visitors, and residents—who will enliven downtown. In time, the Cross Bayou project site may have its own “hot spot” attracting people to the site and along the water’s edge.



## SPECIFIC RECOMMENDATIONS

### CODE IMPROVEMENTS

- Adopt an ordinance that supports revitalization and minimizes code enforcement barriers allowing for adaptive re-use of historic buildings.
- Change some definitions to allow for a more generic use approach, instead of naming the actual uses that are and are not allowed (personal service use; general merchandise; food store)
- Manufacturing and fabrication in downtown area should be limited and other automotive uses should be prohibited.
- Off premise signs should be allowed to promote historic cultural art and/or special events open to the public.
- Etc. Some of these might apply to a structure in Cross Bayou Corridor (Dana Produce building) that could be a candidate for adaptive re-use. But would not necessarily apply to new structures in the Corridor. However, development in the Corridor should proceed in the spirit of these new proposed regulation amendment.

## TRANSPORTATION & STREETScape IMPROVEMENTS

- Urban streets can serve many purposes in addition to transportation. They can be places for recreation, commerce and social gatherings, like they were until the 1950s when priority shifted to the automobile and ease of movement. With reduced demand and traffic volumes, there is an opportunity to return downtown streets to their broader role to strengthen downtown as a place for people. Cross Bayou Corridor has a role in this effort.
- Take full advantage of wider sidewalks downtown, and try to accommodate bicycles with either dedicated lanes or shared lanes where appropriate.
- Possibly a bike loop that connects downtown and the river trail to Shreveport Common and Cross Bayou as well as the Agurs neighborhood via the Waddell A-Truss Bridge.
- Consider retrofitting the one-way street

system downtown to a two-way system with lower speed limits (no more than 25 MPH). Priority should be placed on Louisiana, Travis, and Milam Streets. Will benefit retail visibility, slow speeds, and improve safety and navigation.

- A downtown trolley bus circulator should be given serious consideration and implemented as quickly as possible. The circulator should have the following characteristics:
  - o Must support the pedestrian, bicycle and streetscape improvements recommended
  - o Must support the revitalization of the “hot core” of the Courthouse Square sub- district
  - o Must provide direct service (no more than 1 block walk) for most major downtown destinations and parking facilities, with emphasis on natural markets for the circulator including Southern University, office buildings, convention center, casino/riverfront, etc.
  - o Ability to start small to keep initial operating costs low, but expandable as cost- share funding partners and demand increase.
- Such a service could allow redevelopment of historic buildings without needing an adjacent parking facility; could allow the expansion of virtually anything along the circulator route without the need for a new dedicated parking garage.
- Create an adaptive re-use plan for the historic “tent” facility that formerly housed the Downtown Transit Center.
  - o Don’t turn this into parking; could help to prime additional residential development downtown by reactivation with a small scale grocery store, café, restaurant, or public space.
- Maintaining a transit focus on this site may be a condition of the capital funding from the FTA; not recommended to use this site for a structured parking garage.
- Complete the proposed streetscape enhancements to connect remaining downtown assets; prioritize the provision of shade through enhanced tree plantings and shade structures on buildings (see map p.24 CPAT)

- Green infrastructure centered on Texas Street at Courthouse Square
- Develop Texas Street as a “Festival Street” to further enhance retail locations and create a supply of event space to meet the demand.
  - o Restripe street to include sharrows in the travel lanes
  - o Add back-in angles parking on both sides; will gain parking spaces, about 6 per block
  - o Kiosks and food trucks should be encouraged to add interest to the main activity or event.
  - o It is on weekends and holidays when these improvements could bring various activities to Texas Street and the area around the Courthouse.
- Retrofit tree planting areas with larger growing areas and eventually remove tree grates which stunt growth of trees. More shade is needed.
- Allow and encourage use of vacant lots and surface parking lots for gathering space. There are a number of these downtown and they could be temporary active spaces with seating, shade and/or food trucks or other mobile vending until a higher use becomes an option...as downtown population grows.

### WAYFINDING AND IDENTITY

- A comprehensive signage and wayfinding program with gateway treatments is needed. Use a RFP process to accomplish this.
- Opportunity exists to strengthen the wayfinding system to better facilitate all modes of travel and strengthen identification of the various “districts/neighborhoods” within downtown.
- Encourage further use of art and creative media to serve as district/neighborhood identifiers and strengthen the city’s history as a capital for neon lighting.

### PARKING MANAGEMENT STRATEGIES IMPROVEMENTS

- Only 11% of the total downtown parking is publically managed and the rest of privately owned. Result: wide variety of management practices that can lead to negative customer experiences.

- Also results in large number of small inefficient lots reserving spaces even when those spaces are not being used.
- City and DDA should partner with private parking operators to create a “Park Once Transportation Management District See p. 29 (of CPAT study) for the priority initiatives to be undertaken by this management district.
- Develop parking wayfinding signage
- Integrate real-time parking occupancy system: use technology to link all downtown parking into a single network at includes on-street, off-street, publicly-operated, and privately operated parking. The network monitors which spaces are empty at any given time and informs motorists via signage, online and smart phone app where to find an available parking space at a distance they are willing to walk (or at a price they are willing to pay).
- This reduces circling for parking that contributes to downtown traffic congestion and price gouging by private parking operators that contribute to negative experiences for downtown visitors.
- Issue a RFP for operation of a unified valet parking program for downtown Shreveport. See p. 30 (CPAT study) for details
- Improve on-street parking: curb parking is the most valuable kind of parking in a downtown environment...and it could be improved in downtown Shreveport. In the short term:
  - o Price on-street parking to match or exceed the average price of off-street parking in downtown to respond to demand patterns in that area
  - o Eliminate time limits at meters
  - o To replace time limits and still encourage turnover of curb spaces, implement graduated meter rates, i.e., each additional hour parked costs more than the previous hour.
  - o Where possible, convert any unneeded fire lanes and other “parking prohibited” curb zones back to curb parking. Some of these could perhaps be used as valet stands in the unified valet parking program proposed above



- o Re-examine enforcement protocols and resources to ensure consistent and fair parking enforcement

## DOWNTOWN COMMERCIAL REDEVELOPMENT

- Diversify land use and activities downtown; enhance commercial activities downtown. Cross Bayou should be able to help with this goal.
    - o Add some businesses and rental units in the core area downtown (hot spot)
    - o Create a stabilization program for prominent buildings downtown:
    - o Achieve minimal levels of occupancy to provide cash flow for maintenance and reduce owner's liability and outlays for property insurance
    - o Typically, locate a commercial use on the ground floor and rehab several upper-story floors to create residential rental units, maybe just sanitary kitchens and bathrooms to create live-work units in the short-term (stabilization program)
    - o Maybe an urban homesteading variant: prospective commercial or residential tenants finance improvements to the space they subsequently occupy rent free until their investment burns off.
    - o Might work with the Slattery, Lane, and Johnson buildings which are strategically located, well designed, historically significant and large.
  - Have a non-profit housing organization with City help create a land banking program involving the purchase of historic and noteworthy buildings and maintaining them properly. This inventory could be drawn upon in the future to induce development when the market improves sufficiently to support the development.
  - City should prove free space to local "pop up" businesses for 6 months or more.
    - o These would diversify the commercial activity available downtown and could become occupants of ground-floor space in large, prominent builds noted above, thus making residential development more attractive downtown.
  - Promote an extended-stay hotel facility downtown
    - o Casinos have not added vibrancy to downtown Shreveport. Instead they have functioned as economic islands, capturing customers that otherwise would have patronized downtown businesses.
    - o In an attempt to take advantage (and market it as such) embodied in families with children visiting casinos, an extended-stay hotel with kitchens might be attractive.
- But will need market research to determine the extent of this market.* The facility could gradually be converted to fractional ownership (time-share) with central management provided for the owners. The Arlington Hotel (owned by the City) might be a good candidate property for this.
- Implement an internet-based shopping and delivery service downtown. This could work now with the 14,000 workers in the downtown area and could continue as residential population downtown increased.
  - Add a grocery store downtown by redeveloping Rubenstein's at 513-519 Milam Street. Located across the street from the Courthouse. The buildings would qualify for the historic preservation tax incentives and credits. Grocery store on ground floor. Upper floors housing commercial activities reminiscent of the wide range of goods sold downtown years ago in department stores.
    - o A full service grocery store not feasible until many more households lived in the CBD. A grocery store chain would not be interested. Approximately 2,000 households would be needed to support a small food store (20K SF or less) that faced minimal competition from the surrounding area.
    - o A grocer in the 8-12K SF range offering fresh foods, drugs, pet supplies, beer and wine, paper products, prepared food, and other price-convenience retail goods could become a reality if it were creatively financed.
    - o Maybe a food co-op would be necessary to counter the insufficient demand downtown initially.

## EDGE COMMUNITIES: REDEVELOPMENT OPPORTUNITIES IN CROSS BAYOU AND WEST EDGE

- Great potential for contributing to the revitalization of downtown Shreveport.
  - Relative to Cross Bayou, a great opportunity to integrate plans for its redevelopment with implementation strategies for downtown. As a catalyst for downtown revitalization.
  - Use Cross Bayou for development of water oriented for-sale housing and neighborhood retail development built around the water plant museum
    - o Good location for specialty housing possibilities such as water- oriented associated residences (maybe not), for-sale townhouses or condos (a distinct possibility), all with access to docking facilities along the bayou for private boats.
    - o Possibly, with environmental clean-up, attractive sites for new construction rental housing, something that is difficult to provide in downtown Shreveport at this time.
    - o Note: All of the above might be somewhat more intense than what is envisioned for the site, based on the outcome of the workshops. However, given the catalyst nature of the entire site, such housing (with the exception of water- oriented residences) may be feasible on adjacent vacant property.
    - o It is possible that the Danna site could be turned into condos (adaptive re-use) with direct water access.
    - o A loop on the proposed bikeway system through Cross Bayou site would be a natural addition, providing a ride through the trees and nature areas and along the water's edge, as well as connections to the rest of downtown and across the bayou via the old railroad bridge, and connections to the historic neighborhoods to the west of downtown.
    - o The water plant museum could provide a "theme" for the area and an activity center for other entertainment as well as neighborhood service retail development. "The building would be a wonderful site for weddings and other community events." –
- Note: Not sure about this statement at least without sufficient renovation to accommodate sufficient numbers of people. Might work for smaller parties, but will still need work to facilitate uses of this nature.
- West Edge neighborhood: historically significant performance venues and proximity to center of downtown give it great potential as a unique supporting neighborhood for downtown. Based on other examples, the arts can become an economic development stimulus, if handled correctly.
  - However, there are some challenges here:
    - o Venues in this location are scattered, making the creation of a critical mass difficult, unless there is substantial infill development.
    - o A residential neighborhood could provide that infill and cohesiveness, creating an active street life and a sense of security between venues and historic sites.
    - o Stimulating housing development in the current weak downtown housing market will require subsidies not likely to be affordable in the near term.
  - Plans to provide new rental housing in the Shreveport Common area for artists' studio/ living units should be reconsidered.
    - o Market analysis (done for the Cross Bayou project) shows that new construction rental housing is not financially feasible at this point in downtown Shreveport.
    - o This type of housing usually requires deep subsidies because of artists' modest ability to pay market prices.
    - o Doubling up subsidies to provide housing for artists in this form is not a prudent use of scarce resources.
    - o But providing such housing in existing structures would require fewer subsidies because rehab-type development appears to be supportable in the market as long as structures so used in this area qualify for historic tax credits.
    - o A possible site is the old furniture store on Texas Ave which has several floors of space with large, north-facing windows that could be attractive as studio/apartments.
    - o When a critical mass of residential development occurs, service commercial will



complete the infill effort, but will take many years to happen, given the overall slow growth in Shreveport.

- The DDA and other groups should seek ideas about ways to improve Downtown Shreveport
- Might be worthwhile to recruit real estate developers from outside the region who have experience building urban products in addition to approaching local developers. See [www.Oppsites.com](http://www.Oppsites.com) for developers with capital and such experience.
- DDA should use the RFQ process to pre-qualify developers with interest in downtown opportunities and the knowledge and capacity to deliver successful urban projects.

### **NEXT STEPS/FOLLOW-UP STRATEGY**

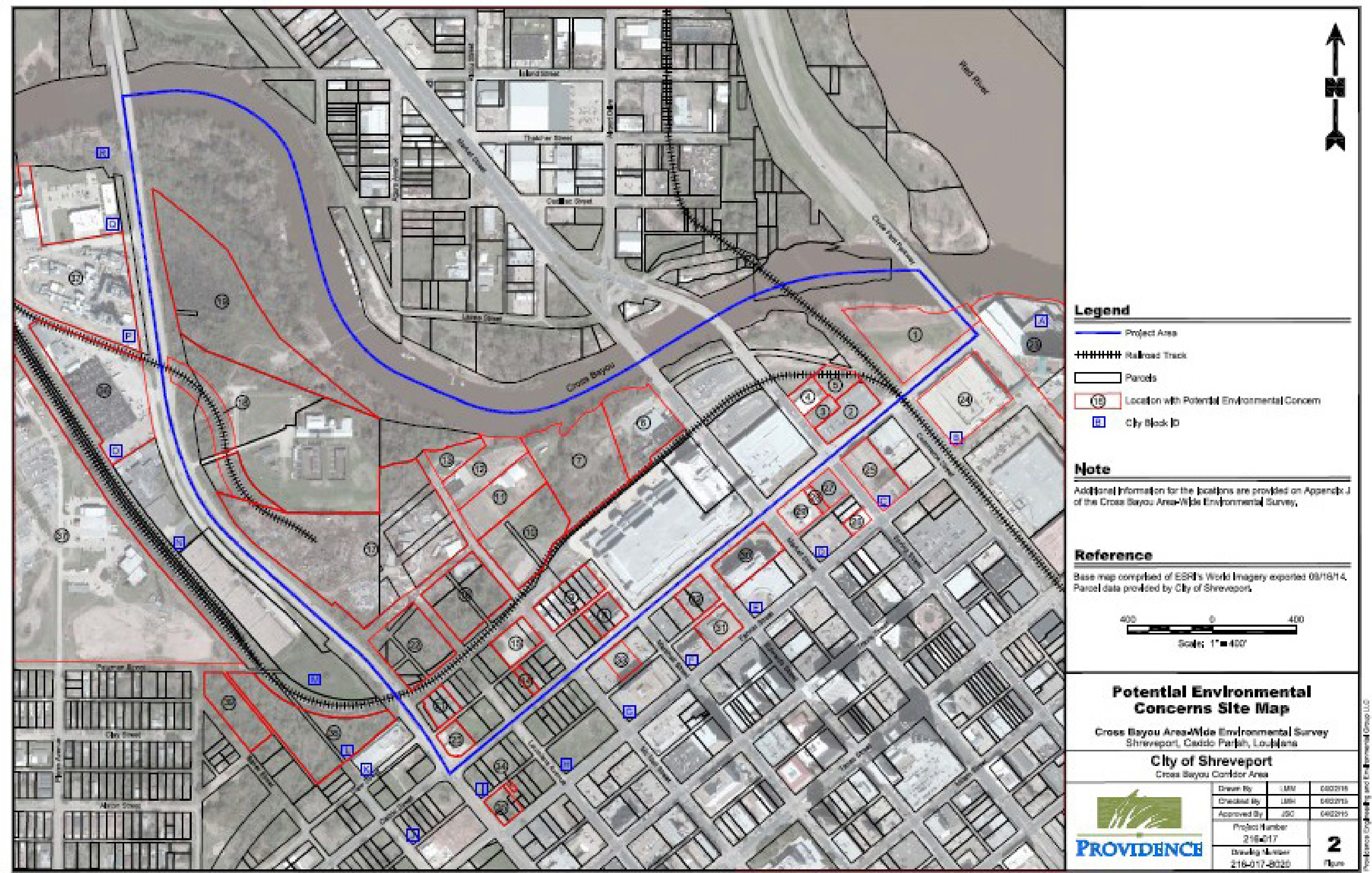
- Recommended actions that can be taken in the short or medium term will set the stage for other recommendations that may require more time. Several actions were recommended that, although they bear on the downtown area, do not specifically or even tangentially relate to Cross Bayou. Except for these:
  - o If the new Unified Development Code does not effectively address the need for rehabilitation provisions and recommended permitted use amendments, then a local zoning expert should be retained to draft these components. This may directly impact the Dana Bros. Produce building in Cross Bayou. This building is a prime candidate for adaptive re-use.
  - o Include in the Cross Bayou development plan a portion of the proposed downtown bike loop from the north end of Commerce Street, through the site, along the bayou, past the commercial area near the Waterworks Museum and connecting with the Caddo Street (at McNeill Street) entrance to the Cross Bayou site.

## SECTION V: ENVIRONMENTAL SURVEY AND RESULTS

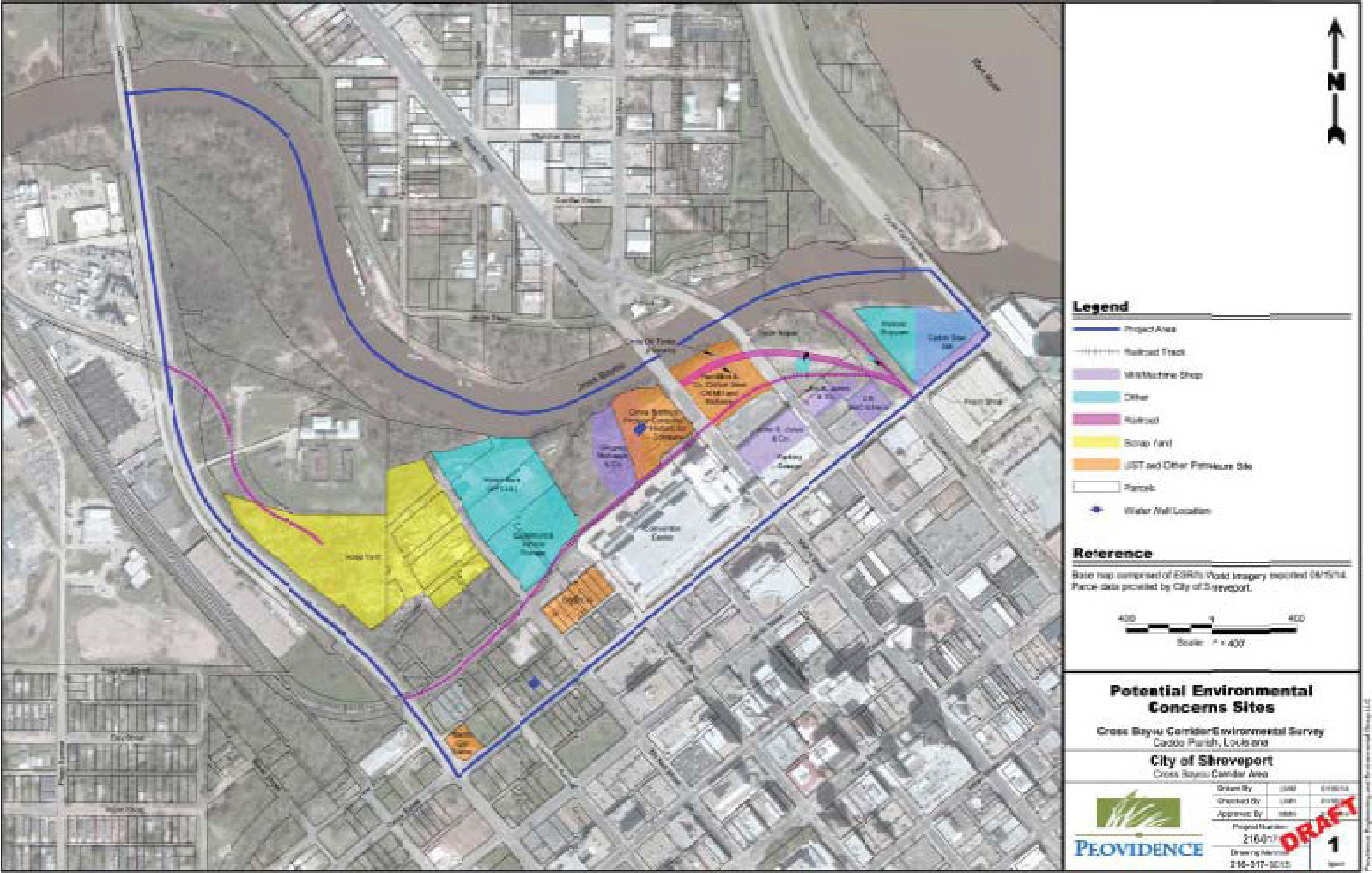




The information presented here is in summary form. The detailed environmental survey report is contained in Volume II of this Brownfield-Area Wide Planning document. Parcel pictures and data included here are keyed to the site/parcel map shown below.



The second map shows the sites in the project area that hold general environmental concerns. The information that follows is more specific about the concerns of the parcels that fall within these areas of general concern.





The information presented below is a summary of the Environmental Survey and Report found in Volume II of this report. The locations shown for the parcels that follow are referenced to the site map on the previous page.



Parcel Number 181437174007400

Location 1 - Former Confederate Shipyard

Location / Address: Northeast intersection of Commerce and Caddo

Parcel Acreage: 2.9

Current Ownership: City of Shreveport

Current Use / Description: Vacant

Parcel Use / Historical Use: Former Confederate Shipyard, former Caddo Saw Mill, Columbia Compress Warehouse Company

Environmental Data Utilized: May 20, 2000 Phase II ESA; July 2000 RECAP Report

Proposed Reuse: Greenways/bike paths; possibly a small interpretive structure (kiosk, perhaps) related to historic Confederate shipyard on site

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities



Parcel Number 181437161002600

Location 2 - Former S.B. McCutchen's Machine Shop Foundry, Cotton, and Feed Mill Facility

Location / Address: Northeast intersection of Spring and Caddo

Parcel Acreage: 0.905

Current Ownership: City of Shreveport

Current Use / Description: Parking Lot

Parcel Use / Historical Use: S.B. McCutchen's Machine Shop, Foundry, Cotton Gin, and Feed Mill Facility; W.R. Henderson Iron Works Machine Shop; Cotton Warehouses; General Use Warehouses; Brummet Enterprises (trucking and trailer company), ML Bath Co, Southern Leather Company of Shreveport Inc., Red River Cabinet Works Inc.

Environmental Data Utilized: None

Proposed Reuse: Proposed structure redevelopment and sites; possible residential conversions

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA and Phase II ESA



Parcel Number 181437161002400

Location 3 – GraphX Parking Lot

Location / Address: 109 Spring Street

Parcel Acreage: 0.293

Current Ownership: Muy Alto Corporation

Current Use / Description: Gravel Parking Lot

Parcel Use / Historical Use: Victoria Lumber Company, Caddo Lumber Co. Planing Mill, Lumber Storage, and James R Jones Company Planing and Lumber Storage

Environmental Data Utilized: None

Proposed Reuse: Proposed structure redevelopment and sites; possible residential conversions

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities



Parcel Number 181437161002500

Location 4 - GraphX

Location / Address: 107 Spring Street

Parcel Acreage: 0.175

Current Ownership: Dorsett Properties, L.P.

Current Use / Description: GraphX Printing Shop

Parcel Use / Historical Use: Victoria Lumber Company, Caddo Lumber Co. Planing Mill, Lumber Storage, and James R Jones Company Planing and Lumber Storage

Environmental Data Utilized: None

Proposed Reuse: Commercial building to remain

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities





Parcel Number 181437161002300

Location 5 - Former Shreveport Gas Electric Light & Power Co. Facility

Location / Address: West of Location 1 and North of Location 2

Parcel Acreage: 0.614

Current Ownership: Muy Alto Corporation

Current Use / Description: Vacant

Parcel Use / Historical Use: Shreveport Gas Electric Light & Power Co. w/ a Boiler and Former Cistern, Caddo Lumber Company, and Victoria Lumber Company,

Environmental Data Utilized: None

Proposed Reuse: Proposed structure redevelopment and sites; possible residential conversions

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities



Parcel Number 181437176000200

Location 6 - Danna Brothers Produce Co.

Location / Address: 90 Market Street

Parcel Acreage: 2.26

Current Ownership: D Anna Realty Company

Current Use / Description: Vacant

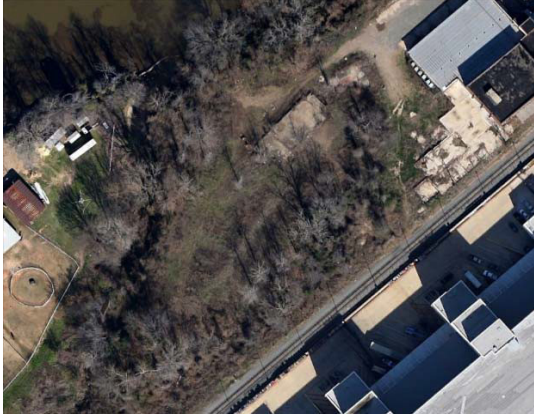
Parcel Use / Historical Use: Danna Bros., Ice House, Furniture Factory, Machine Shop and Storage, Beer Bottling, Coal Storage, Lime Storage, RR Roundhouse, Repair Shops, and Freight Depot. Suspected underground storage tanks (USTs).

Environmental Data Utilized: None

Proposed Reuse: Redevelopment of the existing building, possibly mixed-use residential and commercial; park, greenway, bikeway and minor ancillary supporting development of a commercial nature adjacent to bikeway.

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities, Lead-based paint, asbestos, and mold assessment



Parcel Number: N/A

Location 7 - Former LA Railway & Navigation Company Roundhouse and Repair Shops

Location / Address: Along Cross Bayou and West of Parcel Number 181437176000200

Parcel Acreage: 3.66

Current Ownership: N/A

Current Use / Description: Vacant

Parcel Use / Historical Use: Gringers, Mulhaupt Co. Furniture Factory with a Machine Shop and Machine Storage Area; LA Railway & Navigation Co Roundhouse and Repair Shops; Schultz Iron & Supply Co (Junk Yard) [AKA Southwestern Iron Corporation Junk Yard]; and Texas & Pacific RR Company Freight Depot

Environmental Data Utilized: None

Proposed Reuse: Proposed sites with mixed-use and/or commercial; pedestrian plaza with fountain; and a park with pedestrian/bike pathway closer to the bayou.

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities



Parcel Numbers 181437124000500, 181437124000600, and 181437124001900

Location 8 – Century Link

Location / Address: 506 Caddo Street Parcel Acreage: 0.54

Current Ownership: Cush Family Holdings, LLC

Current Use / Description: Century Link Facility with a truck fleet and a generator

Parcel Use / Historical Use: Cambe Geological Services & Data, KMC Telecommunications, OLC Company, Smith Moving & Storage

Environmental Data Utilized: None

Proposed Reuse: Surface parking lots with SWEPCO substations to remain. Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Lead-based paint survey, and asbestos survey





Parcel Numbers 181437124001600, 181437124001500, 181437124001400, 181437124001300, 181437124001700, 181437124001100, and 181437124001000

Location 9 – Marshall Street Substation

Location / Address: 105 Marshall Street

Parcel Acreage: 1.116

Current Ownership: Southwestern Electric Power Company

Current Use / Description: Electrical Transfer Substation

Parcel Use / Historical Use: Previous use included a machine shop located on the northern section on the property. The machine shop was replaced by SWEPCO in 1935. The property remains an energy transfer station.

Environmental Data Utilized: None

Proposed Reuse: Surface parking lots with SWEPCO substations to remain.

Potential Contaminants: Hazardous substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities, Lead-Based Paint survey, Asbestos survey



Parcel Number 181425006001600

Location 10 - Former McNeil Street Warehouse

Location / Address: 105 McNeil Street

Parcel Acreage: 2.658

Current Ownership: City of Shreveport

Current Use / Description: Equipment lay-down yard

Parcel Use / Historical Use: Former warehouse which stored electrical equipment, tools and supplies, and was used as a work space. The building was demolished in 2006, and is currently used as a lay-down yard.

Environmental Data Utilized: None

Proposed Reuse: Park with greenway/bike path and enhancement of existing water feature draining into Cross Bayou; this will also facilitate site drainage.

Potential Contaminants: Hazardous and Petroleum substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities



Parcel Number 181425011002000

Location 11 - Shreveport Police Mounted Patrol

Location / Address: 101 North McNeil Street

Parcel Acreage: 1.693

Current Ownership: Caddo Parish

Current Use / Description: Shreveport Police Mounted Patrol

Parcel Use / Historical Use: The Caddo Parish Highway Department warehouse with a fuel oil tank, a machine shop, asphalt plant, asphalt vault, and asphalt storage sheds; private garage; auto washing station

Environmental Data Utilized: None

Proposed Reuse: Park with minor ancillary supporting development of a commercial nature along the pedestrian/bike paths.

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities, Lead-Based paint survey, Asbestos survey



Parcel Number 181425011001900

Location 12 - Caddo Parish Warehouse / Shreveport Police Mounted Patrol

Location / Address: 101 North McNeil Street

Parcel Acreage: 1.458

Current Ownership: Caddo Parish Commission

Current Use / Description: Caddo Parish Warehouse / Shreveport Police Mounted Patrol

Parcel Use / Historical Use: S.N Yarbrough General Contractor, Caddo Parrish Highway Department with two machine repair shops

Environmental Data Utilized: None

Proposed Reuse: Transitioning to Forest Reserve with small key building sites elevated on the waterfront where the water feature flows into Cross Bayou; minor ancillary supporting bike/pedestrian path development of a commercial nature; boat docking facilities on the bayou.

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities, Lead-Based paint survey, Asbestos survey





Parcel Number 181425012000800

Location 13 - Caddo Parish Warehouse

Location / Address: 101 North McNeil Street

Parcel Acreage: 0.628

Current Ownership: Caddo Parish Commission

Current Use / Description: Caddo Parish Warehouse

Parcel Use / Historical Use: S.N Yarbrough General Contractor with a warehouse and a gasoline tank; an auto repair shop

Environmental Data Utilized: None

Proposed Reuse: Transitioning to Forest Reserve with small key building sites elevated on the waterfront where the water feature flows into Cross Bayou; minor ancillary supporting bike/pedestrian path development of a commercial nature; boat docking facilities on the bayou

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities



Parcel Number 181437123000400

Location 14 – Water Well

Location / Address: Along Caddo Street

Parcel Acreage: 0.136

Current Ownership: G & J Miciotto Properties, L. P. 1/3, ET AL C/O Ray Cush

Current Use / Description: Abandoned

Parcel Use / Historical Use: Residential

Environmental Data Utilized: None

Proposed Reuse: Parking lot

Potential Contaminants: None

Recommended Future Actions: Well Plugging and Abandonment



Parcel Numbers 181437123001200 and 181437123001600

Location 15 - Former Chemical Warehouse

Location / Address: Southwest of Location 9

Parcel Acreage: 0.698

Current Ownership: Morris & Dickson Company, LLC

Current Use / Description: Vacant

Parcel Use / Historical Use: Transfer Station, garage or stable, Chemical Warehouse

Environmental Data Utilized: None

Proposed Reuse: Parking Lot

Potential Contaminants: Hazardous & Petroleum Substances

Recommended Future Actions: Phase I ESA, Phase II ESA RECAP or VRP activities



Parcel Number 181425007002400

Location 16 - McNeil Street Scrap Yard and Dumping Site

Location / Address: Southwest of Location 10 & North of Location 15

Parcel Acreage: 2.138

Current Ownership: Monroe Iron & Metal Co., Inc,

Current Use / Description: Scrap yard activities and dump site

Parcel Use / Historical Use: General storage warehouse; pipe threading warehouse; iron materials storage warehouse; metals storage warehouse; solid waste

Environmental Data Utilized: March 2000 Limited Phase II ESA conducted by JEI and February 2011 preliminary soil and groundwater investigations conducted by WBZ

Proposed Reuse: Two recreational fields with a grandstand structure; commercial development; a development site for mixed-use residential (market driven); park area, paths and enhanced existing water feature

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I/II ESA, RECAP or VRP, Cleanup Planning, Cleanup





Parcel Number(s): 181425013000900,  
181425010001700, 181425001003600,  
181425009000600

Location 17 - McNeil Street Scrap Yard

Location / Address: 200 N McNeil Street

Parcel Acreage: 10.82

Current Ownership: Monroe Iron & Metal Co., Inc.  
c/o Jackson Iron

Current Use / Description: A scrap metal recycling facility

Parcel Use / Historical Use: Scrap metal recycling facility for 87 years, with activities including PCB-containing transformer processing and battery reclamation processes; prior activities included stone cutting, coffee roasting, pecan shelling, and oil & tool storage.

Environmental Data Utilized: Subsurface investigations conducted in February, April '11

Proposed Reuse: Two recreational fields with a grandstand structure; commercial development; a development site for mixed-use residential (market driven); park area, paths and enhanced existing water feature

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I/II ESA, RECAP or VRP, Cleanup Planning, Cleanup, Lead-Based paint survey, Asbestos survey



Parcel Number 181425001004100 and  
181425001004200

Location 18 – City of Shreveport Water & Sewerage Department and the Shreveport Waterworks Museum

Location / Address: 142 North Common Street

Parcel Acreage: 11.703

Current Ownership: State of Louisiana c/o State Land Office and the City of Shreveport, respectively

Current Use / Description: City of Shreveport Water & Sewerage Department and the Shreveport Waterworks Museum and Energy Substation

Parcel Use / Historical Use: City of Shreveport Water & Sewerage Department and the Shreveport Waterworks Museum

Environmental Data Utilized: None

Proposed Reuse: The Historic Waterworks Museum and Grounds to remain; a proposed development site for mixed-use residential (market driven); bike and pedestrian paths; and forest reserve.

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Lead-based paint survey, asbestos survey



Parcel Number 181425001003200

Location 19 - Northwestern section of the Study Area

Location / Address: NW section of Subject Area

Parcel Acreage: 6.884

Current Ownership: City of Shreveport

Current Use / Description: Vacant

Parcel Use / Historical Use: Previously owned by Union Pacific, Missouri Pacific Railroad Company, Railroad Company, and Monroe Iron and Metal Company

Environmental Data Utilized: Phase II in March 2000

Proposed Reuse: Forest reserve with pedestrian and bike paths and isolated, small supporting commercial sites at a few locations along the paths.

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA



Parcel Number 181437106002300

Location 20 - Big D's Bar-B-Q/ Former Gas Station

Location / Address: 301 Common Street

Parcel Acreage: 0.52

Current Ownership: Muy Alto Corporation

Current Use / Description: Bar-B-Q Restaurant

Parcel Use / Historical Use: Formerly operated as a gas station.

Environmental Data Utilized: Subsurface investigations conducted in August, 1994 following the removal of two gasoline USTs. No BTEX or TPH-GRO was detected in the samples taken during removal activities. No samples were collected in the vicinity of the dispenser islands.

Proposed Reuse: Parking Lot

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I/II ESA, RECAP or VRP, Cleanup Planning, Cleanup, Lead-based paint survey, Asbestos survey





Parcel Numbers 181437106001100, 181437106001200, 181437106001300, and 181437106001400

Location 21 – Energy Substation

Location / Address: North of Location 20

Parcel Acreage: 0.613

Current Ownership: Southwestern Electric Power Company

Current Use / Description: Energy Substation

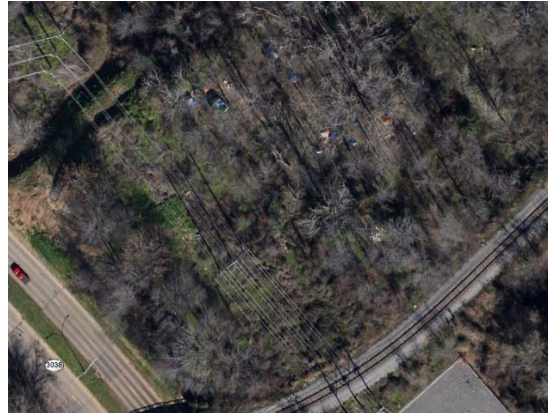
Parcel Use / Historical Use: Electrical transfer station

Environmental Data Utilized: None

Proposed Reuse: Energy Substation to remain

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities



Parcel Numbers 181425008001300, 181425008001300B, 181425008001600, and 181425008001600B

Location 22 – Energy ROW/Dump Site

Location / Address: North of Location 21

Parcel Acreage: 1.695

Current Ownership: City of Shreveport

Current Use / Description: Energy Right-of Way, Dumping site

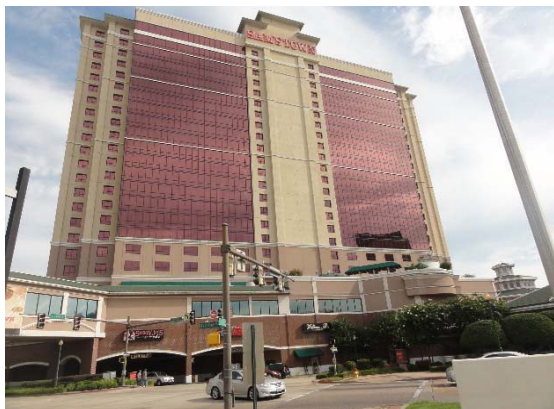
Parcel Use / Historical Use: Energy Right-of Way, Dumping site, Railroad through property

Environmental Data Utilized: Previous Phase I/ Phase II conducted in 2000

Proposed Reuse: Two recreational fields with a grandstand structure; commercial development; a development site for mixed-use residential (market driven); park area, paths and enhanced existing water feature

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, RECAP or VRP activities



City Block Letter A

Location 23 – Sam's Town (Boyd Gaming)

Location / Address: 315 Clyde Fant Parkway

Current Use / Description: Casino

Parcel Use / Historical Use: Harrah's Casino & Hotel; Drycleaners

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities on parcels at the study area located closest to Location 23



City Block Letter B

Location 24 – Sam's Town Parking Garage

Location / Address: Between Caddo St. and Fannin St., and Clyde Fant Pkwy and Commerce St

Current Use / Description: Casino Parking Garage

Parcel Use / Historical Use: Columbia Compress Warehouses, Commercial, National Bank Warehouses, John R Jones Co Lumber yard

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA, Phase II ESA, and RECAP activities on parcels at the study area located closest to Location 24





City Block Letter C

Location 25 – Former Auto Parts Warehouse

Location / Address: 171 Caddo Street

Current Use / Description: Abandoned

Parcel Use / Historical Use: Auto Parts Warehouse and service facility, glass product warehouse

Environmental Data Utilized: None

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 25



City Block Letter D

Location 26 – Former Industrial Equipment Supplier

Location / Address: 228 Spring Street

Current Use / Description: Unknown

Parcel Use / Historical Use: Industrial Equipment Supplier

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 26



City Block Letter D

Location 27 – Former Farming Implement Sales and Storage Facility

Location / Address: Between Caddo and Fannin St., and Spring and Market St.

Parcel Use / Historical Use: Farming implements sales and storage facility

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I and II ESAs on parcels at the study area located closest to Location 27



City Block Letter D

Location 28 – 215 Caddo St

Location / Address: 215 Caddo St.

Current Use / Description: Abandoned

Parcel Use / Historical Use: All Seasons Construction and Roofing/ Leonard Service / Caddo-Radiator Works Inc.

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 28





City Block Letter D

Location 29 – Kerrville Tours

Location / Address: 102 Spring St.

Current Use / Description: Commercial Bus Operation

Parcel Use / Historical Use: Kerrville Tours operation

Environmental Data Utilized: Phase II

Potential Contaminants: Hazardous and Petroleum Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 29



City Block Letter E

Location 30 – Federal Court House

Location / Address: 317 Caddo St.

Current Use / Description: Federal Court House

Parcel Use / Historical Use: Murco Drilling Corporation, two auto repair facility, Coca-Cola bottling plant with a UST

Environmental Data Utilized: None

Potential Contaminants: Petroleum Products

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 30



City Block Letter F

Location 31 – Greyhound Terminal

Location / Address: 408 Fannin St.

Current Use / Description: Greyhound Terminal

Parcel Use / Historical Use: Bus terminal

Environmental Data Utilized: None

Potential Contaminants: Petroleum Products

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 31



City Block Letter F

Location 32 – Former Tools and Equipment Warehouse

Location / Address: 415 Caddo St.

Current Use / Description: Parking Lot

Parcel Use / Historical Use: Machine tools and welding equipment warehouse, and a used auto sales and service facility

Environmental Data Utilized: None

Potential Contaminants: Petroleum Products and Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 32





City Block Letter G

Location 33 – Former Laundry Facility

Location / Address: 500 Block of Caddo Street

Current Use / Description: Parking Garage

Parcel Use / Historical Use: Hand Laundry Facility

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 33



City Block Letter I

Location 34 – Former Drycleaner

Location / Address: Northern Corner of the Common Street and Fannin Street Intersection

Current Use / Description: Vacant

Parcel Use / Historical Use: Drycleaner, Blacksmith Shop

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 34



City Block Letter O

Location 36 – JLS Partners

Location / Address: 253 N Common Street

Current Use / Description: Multiple Commercial Uses

Parcel Use / Historical Use: Gas Station, JLS Partners, The Industrial Company, and a Railroad running along the western border of the property

Environmental Data Utilized: None

Potential Contaminants: Petroleum Products

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 36



City Block Letter P

Location 37 – SWEPCO – Arsenal Hill/J Lamar Stall Power; AEP – Shreveport Chemical Laboratory

Location / Address: 502 and 510 N Allen Ave.

Current Use / Description: SWEPCO

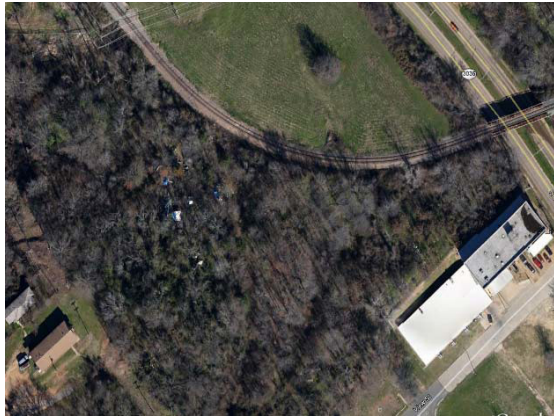
Parcel Use / Historical Use: SWEPCO, AEP Shreveport Chemical Laboratory, Railroad running along western border of property

Environmental Data Utilized: None

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 37





City Block Letter L

Location 38 – Tract 10

Location / Address: West of North Common Street and North of View street along southwestern border of the railroad tracks

Current Use / Description: Vacant

Parcel Use / Historical Use: Railroad running throughout the property

Environmental Data Utilized: March 8, 2000 Phase II ESA

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 38



City Block Letter L

Location 39 – Tract 12

Location / Address: South of Patzman Street and east of Baker Street

Current Use / Description: Vacant

Parcel Use / Historical Use: Undeveloped

Environmental Data Utilized: March 8, 2000 Phase II ESA Report

Potential Contaminants: Hazardous Substances

Recommended Future Actions: Phase I ESA and Phase II ESA on parcels at the study area located closest to Location 39

The reader is urged to refer to Volume II of this planning study for the full environmental survey report. It is evident from this summary, however, that various contaminants are expected to be found on most of the project site. The scrap yard site, however, is expected to be the most heavily contaminated. With its eventual remediation, as well as other contaminated sites on in this area, development of the site and redevelopment of adjacent parcels will be free to proceed unencumbered by environmental issues.



## SECTION VI: APPRAISAL

### CONSIDERATIONS FOR ENVIRONMENTALLY CONTAMINATED PROPERTIES



According to one writer regarding the valuation of contaminated property, “if some use exists, presumably value must also exist” (Wurtzler. 1999). From a property tax assessment standpoint, if the property, despite actual or perceived contamination, is being used, there is some value-in- use that can be calculated. There have been court cases pertaining to the valuation of both residential and commercial property where the outcome was unfavorable to the property owners who, in virtually all cases, claimed greatly diminished valuation of their property attributable to environmental contamination. Courts have ruled in these cases that, absent a government-mandated clean-up or even evaluation of the contamination, the property retains value by virtue of being used for its intended purposes, i.e., value-in-use, unimpeded by the contamination, despite claims by the property owner to the contrary. This concept gives local tax assessors sufficient grounds (and legal precedent) to assign value to property for taxation purposes based on the continued use of the property as it was intended. Under such circumstances, the value of the property cannot be reduced to zero or, “including cleanup costs, [have] a negative value.”

While this argument works to the benefit of the public in terms of the taxes that can be assessed on contaminated, but still in commerce (or residential usage) property, the valuation of such property when a sale is contemplated between a willing buyer and seller is different. In such cases, the seller is looking to have the cost of remediation discounted completely in order to obtain maximum value for the property or have it included in the selling price if it must first be cleaned up. The buyer, on the other hand, is looking to reduce the sale price of the property precisely because of the cost of remediation that he may have to assume. In some cases, the seller might completely deny the presence of contamination and refuse to pay for any environmental survey or assessment. Under these circumstances, the selling price for the property is too high for the buyer who will take on the costs of cleanup and there is no deal in the end. Nevertheless, in such cases the valuation of the property must be objectively

determined through an appraisal process by a competent professional and efforts must be made to arrive at an understanding of the probable nature and extent of contamination on the site to be sold and how that impacts property value. The valuation process is the same whether the buyer is a private entity, governmental party, or public sector consortium.

It is not the intent of this section to actually appraise the Catalyst Site in the Cross Bayou Corridor, but to set down the issues that must be considered in appraising property that in all likelihood is contaminated and perhaps severely. This section of the plan document may be considered as guidance to assist those professionals who may be called upon to appraise property in the project area that are considered to be, or, are in fact contaminated and subject to a certain amount of clean-up or remediation depending on the proposed use.



## ISSUES TO BE CONSIDERED IN APPRAISING CONTAMINATED PROPERTY

The problems encountered and issues to be considered in appraising contaminated property have been explored at length by several authors and have been the subject of litigation throughout the United States. What is generally accepted is that the factors which influence the valuation of contaminated property vary considerably such that it is nearly impossible to “...reliably generalize as to the fact of loss or the amount of any loss” attributable to contamination. However, there are factors that must be considered and subjected to independent evaluation before a determination can be made as to the adverse impact (if any) on the value of the property. These factors include the following:

- The nature of the contamination.
- Whether the level of contamination exceeds government health-based standards.
- Whether any government agency has mandated clean-up.
- The status of any clean-up efforts.
- Clean-up costs.
- Whether responsible party or parties have been identified and if they are able and willing to pay for clean-up.
- Potential liability to third parties.
- Current use of the property.
- Strength of the real estate market in which the property is located.
- Potential future use(s) for the property either as contaminated or after remediation.

What is clear is that there is no “universally applicable approach” to valuing contaminated property. Appraisers, property owners, tax assessors, courts and others have employed a variety of methods to determine the value of contaminated land. What is certain is that the traditional methods of property appraisal—comparable sales, income capitalization, and reproduction costs—are not good fits when it comes to contaminated property. Some of the variations that have emerged in determining the value of contaminated land are the following:

- Use of the cost of clean-up to adjust the uncontaminated value of the property obtained by either the comparable sales or income capitalization methods. However, for this variation, courts have “imposed stringent requirements” not only to ensure the veracity of clean-up costs but also the “applicability” of these costs to the property in questions. This is due in large part to the fact that clean-up costs are site-specific.
- The necessity of incurring clean-up costs must be certain. The presence of contamination alone is “insufficient to support” a deduction for clean-up costs. There must be proof, either a clean-up in progress or a government requirement for one to begin. Without such proof, the courts may not allow the adjustment to the land’s uncontaminated value “for the claimed cost” of clean-up.
- However, there is no single accepted approach for “using cleanup cost to adjust uncontaminated value.” According

to Advisory Opinion AO-9 of the Uniform Standards of Professional Appraisal Practice, simply deducting the estimated cost of remediation or compliance from the estimated value of the property “as if unaffected” may not provide a measure of the value of contaminated real estate, although some courts have taken this approach in determining the value of contaminated land. On the other hand, other courts have not followed this approach because the costs of clean-up do not necessarily “reflect an equivalent change in value.”

- Some courts have treated clean-up costs “like any other repair or maintenance costs.” In such cases, these costs are used to “reduce the income stream generated by the property by an annual expense for cleanup.”
- Appraisers have also suggested treating the costs of clean-up as a capital improvement that can be amortized.

(see: Wurtzler, Gail L. Calculating Worth. Environmental Law: Even Contaminated Land Invariably Has Some Value. The Daily Journal. 1999)

For a consensus in the assessing profession relative to valuation of contaminated property, see International Association of Assessing Officers. Standard on the Valuation of Properties Affected by Environmental Contamination. July 2001.

See also Appraising Contaminated Properties: Evaluating Environmental Risk and Stigma, By Thomas O. Jackson, Ph.D., AICP, MAI, CRE, FRICS of Texas A&M University. In this presentation, Dr. Jackson, who has contributed articles on the topic to The Appraisal Journal, discusses a Valuation Framework, the Three Effects (of contamination) on cost, on use, and risk as defined by the market. He also presents methods for evaluating contaminated properties, specifically for estimating the effects of environmental contamination on property value and “one or more specialized valuation methods” that must be used according to AO-9. Dr. Thomas describes several methods which can be used to arrive at a determination of value for contaminated real property.

In a study funded by the EPA and published in January 2002 by Professors Keith R. Ihlanfeldt and Laura O. Taylor (at the time of publication of Florida State University and Georgia State University, respectively), entitled, “Assessing the Impacts of Environmental Contamination on Commercial and Industrial Properties,” the authors found that hazardous waste sites around Atlanta, GA, were “found to negatively affect the market values of nearby commercial and industrial properties.” With care, their methodology and conclusions are probably applicable to the Scrap Yard site in the Cross Bayou Corridor project area. The authors also concluded that the loss in value to surrounding properties were “sufficiently large relative to the cost of remediation to justify tax-increment financing as a clean-up option.”

## CONCLUSIONS

The sale of any parcel or parcels in the Cross Bayou corridor project site, including the Scrap Yard site, the Danna Bros. Produce site, and, perhaps, several parcels that are just on the periphery of the corridor, will need to be based on appraisals that account for the contamination which, based on the

environmental survey prepared for this planning effort, is believed to be present. Although there is no one accepted method for valuing real property under such circumstances, the professional real estate appraiser will need to take into account the various methods that courts have used to determine value of contaminated property. In addition, there are several issues, pointed out in this section, which must be taken into consideration as the appraisal is prepared.

This section of the planning document offers assistance in this regard, not so much as describing methods in detail, but proving the professional property appraiser with information that will serve to point him or her in the right direction for assistance or guidance. Nevertheless, literature on the subject suggests that this is a topic that could be ripe for further litigation, despite the appraisal professional’s best efforts.



## SECTION VII: MARKET ANALYSIS UPDATE



In order to assist the Project Team in structuring a land use plan for the project site, it was necessary to understand the nature of the residential market in downtown Shreveport. For this reason, a market analysis was undertaken for this project. A summary of this analysis is provided below. The full study is included in the Appendix.

## **MARKET ANALYSIS SUMMARY**

### **POPULATION**

The Shreveport-Bossier Metropolitan Area (SBMA) is the fourth largest of the eight metro areas in Louisiana. It includes four parishes: Caddo, Bossier, Desoto, and Webster. Over the last 14 years, only Bossier Parish has sustained an average annual growth rate (population) of more than 1.5%. The population of Webster Parish has actually declined; Caddo's and Desoto's population growth rate has been barely positive during this period.

Over half of the SBMA's population resides in Caddo Parish. However, over 80% of the population growth in the SBMA since 2000 has occurred in Bossier Parish. Population growth in Bossier Parish and throughout the SBMA has been driven by the Haynesville Shale play and growth at Barksdale AFB. Population growth 2000-2014 in the City of Shreveport has been essentially flat. Even with population growth in the metropolitan area, Shreveport's population has not significantly changed over the last 14 years.

For the next 5 year period, Shreveport will account for 21% of the projected population growth in the SBMA, and 28.4% of the projected household growth. During the next five years, approximately 40% of the new SBMA households are projected to reside in Caddo Parish.

### **EMPLOYMENT**

In 2014, the SBMA along with the Monroe Metropolitan Area had the highest unemployment rate among Louisiana's eight metro areas with a rate of 5.7%. Peak employment in the SBMA occurred in 2008 with approximately 187,000 jobs. Since 2008, the SBMA has lost around 8,000 jobs. Half of these employment losses were in the manufacturing sector. If only non-manufacturing sectors or industries are considered, then the SBMA suffered little in terms of job losses during the "Great Recession" of 2008-2013, losing less than 3% of its jobs. During this period, the

SBMA ranked 309th out of 391 U. S. metropolitan areas in terms of employment growth. For the ten-year period ending in 2013, the SBMA added 6,000 jobs total. The sectors with the highest job growth since 2003 have been the professional and business services industries and the health industry.

Job growth for the SBMA for 2023 is projected to be 8,900 jobs, with a total of 180,200 jobs in the metropolitan area. This figure is only 1,000 jobs more than the peak employment year of 2008.

For the next 10 years, jobs in the energy sector are projected to decline, reversing a trend that has been fueled by the Haynesville Shale play in the SBMA. But, employment in the manufacturing sector is projected to increase slightly, driven by cheap natural gas and below-average labor costs, reversing a 20 year trend. In the next decade, employment growth in the SBMA will continue to be strongest in the professional and business services sectors and in the health sector.

### **RESIDENTIAL MARKET POTENTIAL**

In 2014, about 37% of the SBMA's households (67,260) were comprised of young couples without children at home. Approximately 36% of all metro households were comprised of those over 50 years without children residing at home. Only about 26% of all households in the SBMA had children residing at home. Therefore, nearly 74% of all metro area households had no children residing at home.

Psycho-demographic data generated for the market analysis suggests that approximately 25% of SBMA households are "urban-inclined," that is, they have tastes and preferences that are "...conducive to urban living." This group comprises 44,600 households, and this is the base market for downtown housing. However, when average move rates over the next five years for this market potential are factored in, 9,700 households will move to another household during this time period.

Over the next five years, household growth in the SBMA will be driven by 1- and 2-person households. These will account for about 68% of the household growth in the metropolitan area and over 80% of the city's projected household growth. At this particular time, however, the downtown Shreveport submarket is not well positioned to attract this demographic



because the submarket contains less than 1,000 units. In addition, there is no Class-A residential “product” downtown (2011). Most of the existing residential supply in downtown Shreveport is either older properties or a product of adaptive re-use. For the most part, re—use projects downtown have taken full advantage of federal historic tax credits and low income housing tax credits (LIHTC) to make these projects financially feasible. While some of these may be attractive to the “urban inclined” market, those that also utilize LIHTC have income restrictions for potential tenants.

But the downtown housing market is comprised of both NEW 1- and 2-person households and the moving or mobile urban-inclined households, which is almost three times larger than the former. Together these two “demographics” account for about 17,400 households. For the downtown housing market, a conservative market potential estimate is 129 households, while a moderate market potential estimate is 295 units. Therefore, this is the target market and downtown Shreveport is the prime market for these urban-inclined households. These can actually afford to pay market rates without any subsidy at all. Most of this demand or potential demand is for rental housing: approximately 70% of this potential demand will be for multi- family units.

Of course, the near term model for providing downtown housing and increasing supply is adaptive re-use of historic structures to leverage historic tax credits. If the urban-inclined market can be tapped, LIHTC will not be necessary.

This is fine for adaptive re-use, but NEW residential construction will be challenging. This is due to the relatively low rental rates in downtown Shreveport (\$1.29 to \$1.36 per square foot per month). If land can be secured for a project at a reasonable cost in the downtown submarket, then a developer can generate a reasonable return on investment with low density new construction. Higher densities, requiring steel construction, and structured parking, cannot be supported at current rents. However, new construction at lower densities could find a “home” in the Cross Bayou Corridor project area, well positioning this area to become a new downtown neighborhood offering waterfront living. This aspect (waterfront development) may be challenging due to

flooding issues brought about by fluctuating water levels in Cross Bayou. Such development, however, can feature easy access to the waterfront and there can even be certain types of recreational amenities along the waterfront. Residential construction along the waterfront, however, may not be feasible given this constraint and current rents.

It may be necessary to incentivize higher residential densities (with above market rents) with public-private parking financing or some sort of downtown parking management strategy. The more significant recreational amenities that can be located in the project site—amenities that would be attractive to the urban-inclined demographic—will undoubtedly need to be provided and maintained by the public sector. These types of amenities would also be attractive to the entire community, including adjacent neighborhoods, and should be considered at benefits to the entire community.

There is no doubt that the success of residential development along and within the Cross Bayou Corridor project site is critically important to the success of all downtown neighborhoods. A successful new residential development at market rates, or even higher (depending on the structure of the development) at Cross Bayou would cause the supply side of the market to recognize that higher rents are possible and release the pent-up demand for Class-A urban product.

## OFFICE MARKET POTENTIAL

Downtown Shreveport contains approximately 2.1 million square feet of office space, which comprises more than half of the multi-tenant office space in the SBMA. Obviously, downtown Shreveport is the office center of the metropolitan area. Most of the city, parish state and federal offices in Shreveport are located downtown. Vacancy rates downtown are slightly higher (17%) than in suburban locations (15%). Multi-tenant occupancy downtown has declined over the last six years with the decline in jobs in office-inclined industries.

Less than half (47%) of downtown office space in Shreveport is considered Class-A space and leases for \$16 to \$18 per square foot. This rent is too low to support the construction of new multi-tenant office space downtown. Nevertheless, the Class-A office

space downtown enjoys high occupancy. Average high rents in the downtown area are \$13.73 per square foot. Counterpart rents in suburban areas of Shreveport average \$14.70 per square foot and this rate includes parking. Parking is not included in downtown rents and parking generally costs between \$100 and \$120 per month for covered parking. This is a consideration that tends to place downtown office space at a competitive disadvantage to similar suburban properties. This is an area where a public-private initiative could yield solid results and improve parking in downtown Shreveport. This area was specifically address in the recent APA-CPAT study entitled, “Toward a Vibrant Downtown Shreveport.”

Projections for office-inclined employment in the SBMA to 2023 indicate that such employment is expected to grow among industries that typically use office space. However, professional businesses are now using less office space per employee than they did five years ago. The metric has changed from 225 SF in 2010 to 176 SF in 2012 and is projected to shrink further to 151 SF by 2017. So with new jobs in office-inclined businesses projected at 1,454 and average SF per job projected at 150, a total of 218,140 SF of new office space will be needed in the SBMA. Half this (109,100 SF) is projected to be the downtown Shreveport share. However, there is sufficient vacant space downtown to absorb office demand for the next ten years.

But, tastes in office space are evolving in many downtowns, and downtown Shreveport will be no different. Trending now is the demand for so-called “cool space” by office tenants. “Cool space” is office space in “architecturally distinct buildings centrally located to goods and services.” These spaces offer attractive office space, but also help to “brand” the tenants within these offices. There is a segment of the market that would prefer “cool space” to conventional office space. Regardless of the type of office space, whether new or adaptive re-use, office space or office developments should be located to support evolving urban districts. Office space adds a valuable daytime population that “enlivens the street and patronizes restaurants.” However, with the low rents that are evident at this time in downtown Shreveport, it will probably be necessary to supply public parking to support new office space downtown. This could take

the form of a structured parking facility through some sort of public-private partnership (as was discussed in the Comprehensive Plan), or a managed parking system which includes all public and private parking spaces downtown (as was discussed in the CPAT study).

Developers may not yet have picked up on this “cool space” office trend in Shreveport, and downtown Shreveport has not yet reached a point where a wide range of goods and services is readily available. However, a recent study commissioned by the Commercial Real Estate Development Association and authored by Dr. Emil Malizia of the University of North Carolina- Chapel Hill (and a participant in Shreveport’s CPAT study), concluded that office tenants prefer by a very wide margin (83% to 17%) “... amenity rich, mixed-use centers (also known as ‘live, work, play’ locations) over single use office parks. The location of the amenity rich, mixed-use center is not critical to office tenants. Suburban locations are often the site of these types of office developments, but since 2000, CBDs have experienced a revival and firms geared toward attracting young talent often seek “vibrant center” locations. This presents a strong opportunity for downtown Shreveport and Cross Bayou will play a significant role in defining and promoting this opportunity.

## RETAIL MARKET POTENTIAL

Total retail sales in the Shreveport-Bossier Metropolitan Area (SBMA) and the City of Shreveport are higher than national and state averages. One reason for this is that the SBMA and the city service a large trade area outside of their jurisdictional boundaries. Another obvious reason is that the gaming industry attracts patrons from well beyond metro area boundaries, i.e. from Texas, Oklahoma, and Arkansas, as well as from areas of the state which do not have easy access to full service casino gaming opportunities.

Eating and drinking sales per capita are higher for the City of Shreveport than in the U.S., the state, and the SBMA. The gaming industry is likely responsible for this. However, successful downtowns capture 5% to 15% of their city’s eating and drinking sales. For downtown Shreveport, this figure is 8% of eating and drinking sales and 15% of drinking sales. However,



a large share of these revenues is likely being captured by riverboat casinos in Shreveport and not by downtown restaurants/bars. To the extent that casino patrons are held “captive” within the casino establishment, sales are lost to downtown storefront establishments. Within the casino, opportunities abound for dining and drinking, with entertainment venues, and on a limited basis, for shopping.

The SBMA offers a concentration of arts, entertainment and recreational opportunities and venues. For this reason, downtown Shreveport should be well positioned to become the cultural center of the region. If this niche can be developed via the arts, music, and movie production, then downtown will become even more attractive as a restaurant and entertainment center. Development in and around the Cross Bayou Corridor can help by adding more people to the mix. However, as a cultural and entertainment center, downtown Shreveport’s target market is the region, not just the downtown population, although more downtown population can certainly help in this area.

Regarding the size of the regional market, Shreveport actually serves a one-million person market which is more than double the size of the SBMA population. In fact, Shreveport’s media market is second only to New Orleans in Louisiana. From a culture and entertainment perspective, the downtown’s target market is the media market.

Growing downtown Shreveport’s competitive position will depend in large measure on developing a strong cluster of niche restaurants and entertainment venues outside of the casinos. If these businesses are co-located and supported by a growing downtown population and regional market, then downtown’s position as a destination for eating, drinking and entertainment will be strengthened. Again, the Cross Bayou Corridor can play a role in this.

### REVITALIZATION CONSIDERATIONS

In order to be successful, new initiatives in downtown Shreveport must consider the following:

1. The development should appeal to the local Shreveport market, not the tourist market. This is a key consideration for development in and around the Cross Bayou project site.

2. In considering a residential, restaurant, or entertainment development, design and land uses (supported by updated land development ordinances) must be tailored to the region’s tastes and preferences. Designing for the “urban-inclined” demographic should be one of the drivers for developments of this nature.
3. Downtown Shreveport does not need “anchors;” it needs “places.” Both the Comprehensive Plan and the CPAT study promote the creation of places downtown. “Place” creation relies heavily on astute use of sidewalks, streets, landscaping, street furniture, and interesting retail establishments and public spaces at an attractive pedestrian scale. The development of the Cross Bayou site holds great potential to create such a “place” for Shreveport.
4. Such a revitalization strategy requires the establishment of downtown districts (accomplished in the Comprehensive Plan) and a series of smaller scale strategies for each district. The CPAT study has taken an important step in this direction.
5. Success will require strong management and communication among all the players downtown.
6. The Cross Bayou Corridor has a key role (if not the key role) to play in this revitalization strategy.

### IMPLEMENTATION CONSIDERATIONS: CROSS BAYOU

Although there are elements of the Cross Bayou project which represent near term development opportunities, full realization of the true catalyst nature of this project and site will necessarily await the relocation of the scrap yard and environmental clean-up of this site and possibly others. Nevertheless, the public has helped to develop a Vision Statement for the project site, proposing a long-term vision for the site’s ultimate development. In time, as the extent of environmental issues become known, the vision for development of the site may have to be

modified somewhat. These environmental issues were not fully understood at the time the Vision Statement was developed. However, to the extent that the Vision Statement represents a guide and catalyst for the development and revitalization of other adjacent areas of downtown Shreveport, this aspect will remain despite any modifications necessary to accommodate environmental realities. In time, the Cross Bayou Corridor site will most certainly both stimulate and support additional market rate residential and mixed-use development in downtown Shreveport.



## SECTION VIII: LAND USE PLAN

### CONCEPTUAL LAND USE PLAN FOR THE CROSS BAYOU CORRIDOR



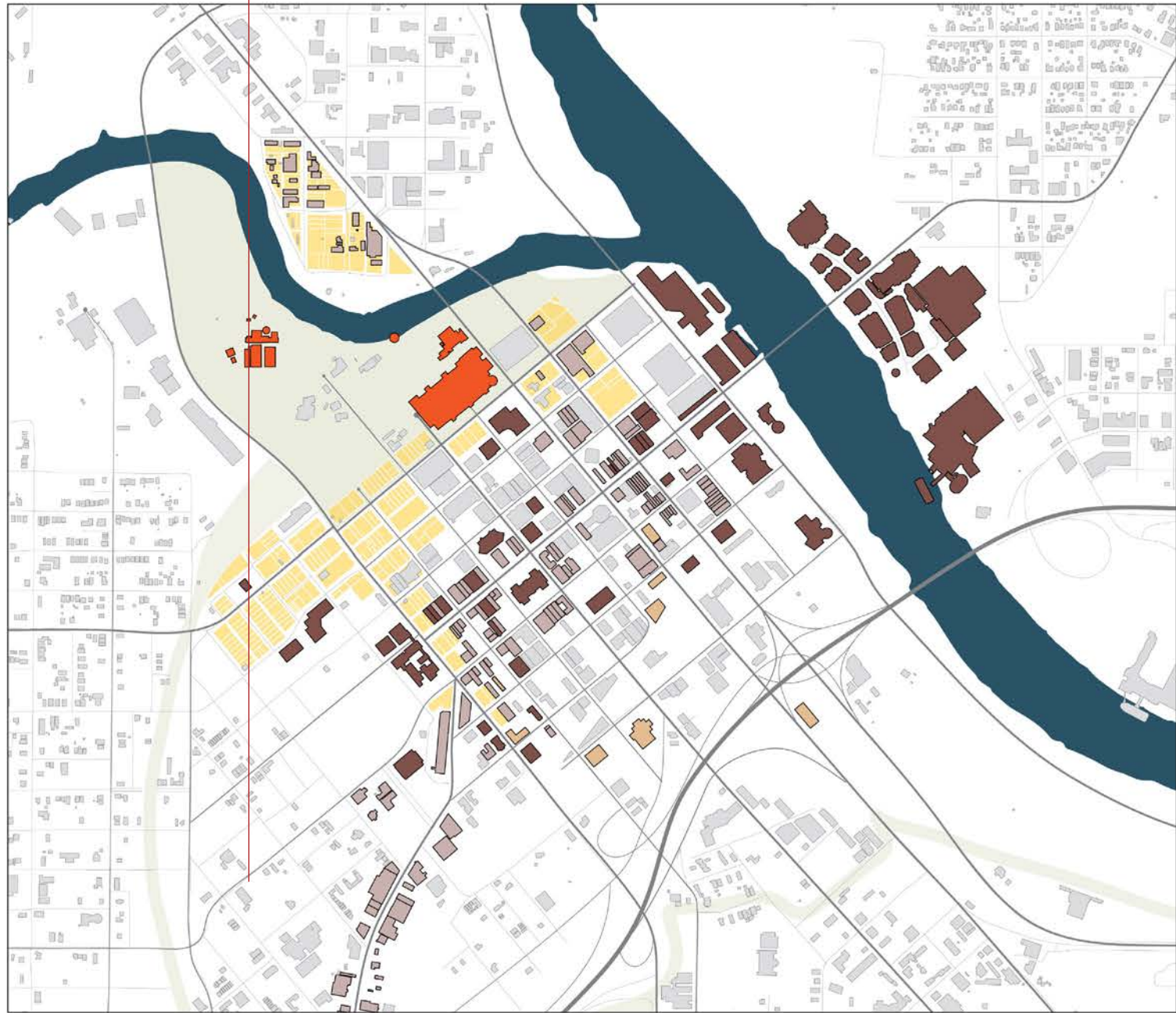
## **CONCEPTUAL LAND USE PLAN FOR THE CROSS BAYOU CORRIDOR**

### **SECTION VIII LAND USE PLAN**

Proposed land use in the corridor has been developed in conceptual terms in accordance with the publicly developed Vision Statement for the site and the Comprehensive Plan. This conceptual plan was refined based on ideas and concepts that were discussed during the two well-attended public workshops or charrettes which followed the Visioning Forum. This conceptual plan capitalizes on and enhances the existing historical features of the project site, provides for broad public plazas and spaces some of which are at the water's edge, connects all areas of the site, the surrounding neighborhoods and areas of downtown Shreveport with pedestrian/bike paths and trails, respects the pristine areas of the project site, and through selected land uses turns the entire project site into a catalyst for additional development/redevelopment not only on the site itself (though in a limited manner), but also on adjacent vacant properties and throughout downtown Shreveport.

It is expected that the Cross Bayou Corridor will play a significant role in the revitalization of downtown Shreveport by inducing new development along both sides of Caddo Street southwest of the Shreveport Convention Center, along the west side of McNeill Street, and in the vacant parcels along Common Street (see map below). Downtown Shreveport has many assets which both contribute to and can benefit from the development/redevelopment of the Cross Bayou Corridor. In addition, the development/redevelopment of Cross Bayou will create many further opportunities for development or redevelopment in areas shown on the map.





- POTENTIAL NEW CONSTRUCTION DEVELOPMENT
- POTENTIAL REHABILITATION DEVELOPMENT
- CROSS BAYOU SITE ASSETS
- EXISTING CITY & CULTURAL ASSETS
- EXISTING HIGH DENSITY RESIDENTIAL



ASSETS + OPPORTUNITIES



It also evident that the Cross Bayou Corridor can play a key role in enhancing the connectivity of necessary for the revitalization of downtown Shreveport. This connectivity opportunity is illustrated in the Circulation map which follows the Greenways map. It actually becomes the key link or focal point for a greenway connecting network which can funnel people into downtown Shreveport and connect the project site/Cross Bayou with the Red River, 12 Mile Bayou, and Cross Lake (see Greenways map below). This feature of the project site, in the broader context of downtown Shreveport and the surrounding neighborhoods, contributes to the need to design the site to allow an extensive trail system which then becomes a very attractive node on the larger network. This broader trail network also reconnects the citizens of Shreveport with the water in a more personal manner, enhancing both the recreational and connectivity aspects of the trail system.

It also evident that the Cross Bayou Corridor can play a key role in enhancing the connectivity of necessary for the revitalization of downtown Shreveport. This connectivity opportunity is illustrated in the Circulation map which follows the Greenways map. It actually becomes the key link or focal point for a greenway connecting network which can funnel people into downtown Shreveport and connect the project site/Cross Bayou with the Red River, 12 Mile Bayou, and Cross Lake (see Greenways map below). This feature of the project site, in the broader context of downtown Shreveport and the surrounding neighborhoods, contributes to the need to design the site to allow an extensive trail system which then becomes a very attractive node on the larger network. This broader trail network also reconnects the citizens of Shreveport with the water in a more





# GREENWAYS

A more detailed greenway map showing the potential for a robust pedestrian and natural network comprised of existing parks and identified greenways along with new parks, greenways, and rails-to-trails paths.

## LEGEND

- Water
  - Former Railroad Tracks
  - Parks
  - Railroad
  - Major Roads
  - Secondary Roads
  - Site Outline
  - Identified or existing greenway and surrounding vacant space
- 0 1500 3000 Feet

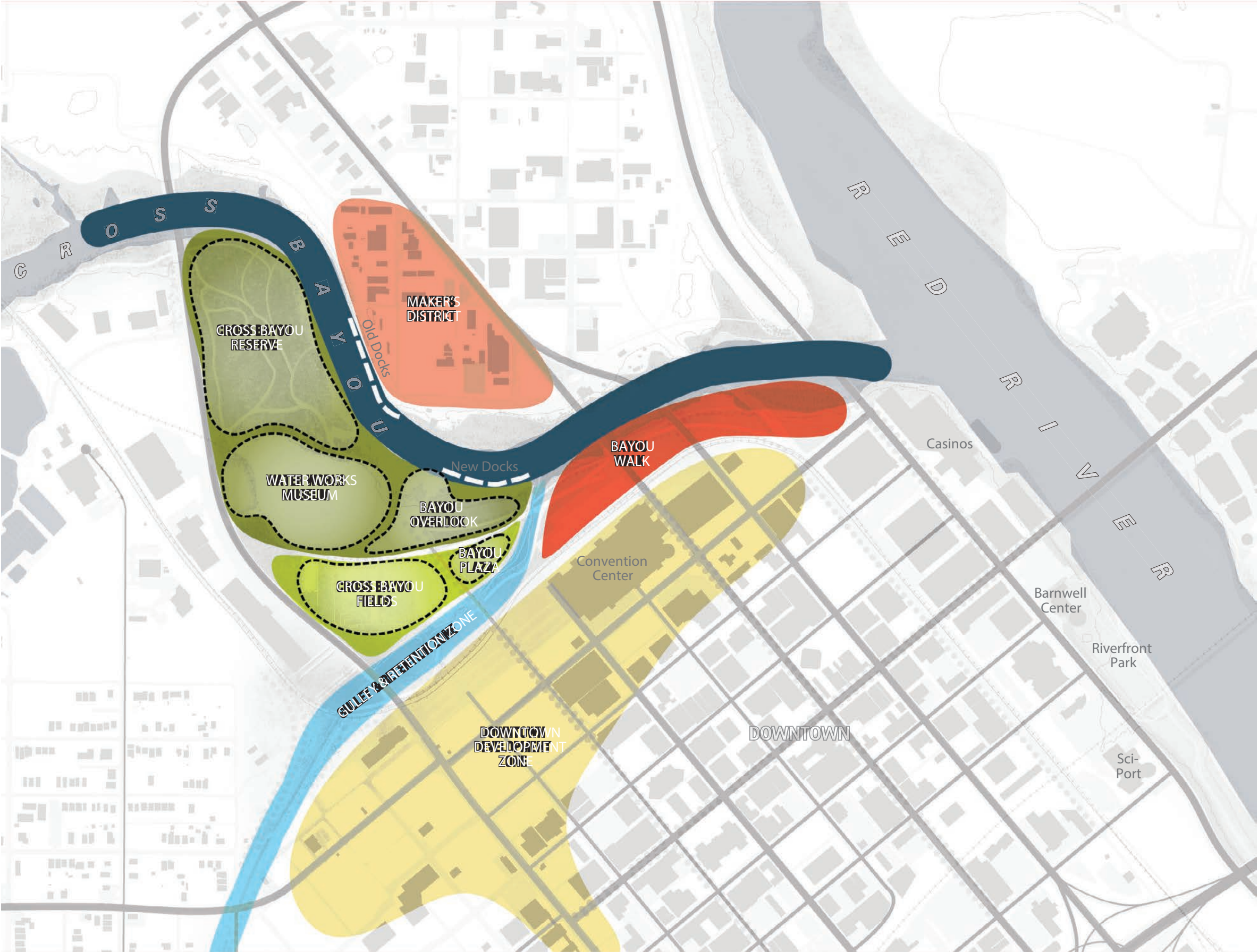
personal manner, enhancing both the recreational and connectivity aspects of the trail system.

The conceptual plan provides a framework for development of the project site while envisioning a new, large and diverse park and public space for Shreveport and the region. The plan preserves the public aspects of the waterfront, including access. The enhancement of the site's historical features will attract visitors and the two sports fields (on the old scrap yard site) will be a venue for state high school games, as well as festivals and concerts with ancillary supporting commercial development. This overall development concept for the Cross Bayou corridor creates a major amenity and catalyst for additional development in downtown Shreveport. Some of this development is expected to entail mixed-use residential (condos and apartments) and even stand-alone residences on the vacant property adjacent to and just south of the project site.

Development that is expected to occur on the north bank of Cross Bayou will be more in keeping with the land uses there, but suitable for small commercial businesses and start-ups.

The proposed land use plan for the Cross Bayou Corridor preserves the public aspects of the waterfront, including access, and proposes limited uses designed to enhance water access and use. For example, a public arboretum (possibly to be designed by students in Louisiana Tech's School of Design) allows access to and enjoyment of the bayou near an area proposed for limited boat docking facilities, such as those that exist on the opposite bank of the bayou. Boat docking facilities would allow for the establishment of a water taxi operation which would help to bring the public back to the waterfront





## PROGRAMMATIC ZONES

Broad programmatic zones break down the new Cross Bayou District. The Bayou Walk will be the first phase of retail and entertainment development, with the Reserve Zone and Sports & Plaza Zone anchoring the redevelopment and remediation of the Cross Bayou site.

### LEGEND

- Reserve Zone
- Sports & Plaza Zone
- Gulley & Retention Zone
- Bayou Walk
- Maker's District
- Cross Bayou Zone
- Downtown Development Zone



0 500 1000 Feet



in Shreveport, and cause water once again to be a medium of public transportation, something that has been largely lacking downtown with the advent of the riverboat casinos along the Red River.

Intense development of the Cross Bayou waterfront, however, is not recommended due to the potential for flooding. It has been documented that this area of the site is situated in the floodplain (see Flood Risk map below).

The Site Elevations map provides some perspective on the potential for flooding on the site. While some of these flood risks have been minimized if not eliminated due to flood protection measures put in place on the Red River by the U.S. Army Corps of Engineers, the Site Elevations maps shows that the project site still carries some risk of flooding that must be accounted for in site development plans.



Prudent use of the site, given its inherent and historic flooding risks, suggests that site design works to reduce or redefine risk by keeping development out of the areas of the site most likely to flood. However, other suggested land use features, such as bike and pedestrian paths and certain uses along the water's edge are appropriate for those areas of the site susceptible to flooding. The map below (Redefining Risks) begins to look at the site from the flooding perspective and allows this factor to shape general land uses on the site. The site's historic natural drainage should be re-opened and made a usable and attractive feature for the treatment of runoff.



FLOOD RISK

Mean water level of the Red River and Cross Bayou is approximately 148 ft. Seasonal fluctuation can raise the height of the river to as much as 162 ft, however. FEMA baseflood elevation is even higher at 166 ft. The worst known flood inundated land below 178 ft. Downtown was safe in this flood, pointing the inherent wisdom of the Native Americans and Shreveport's founders. However, much of the site would be inundated at this level of flooding, and thus must be designed for wet and dry programming alike.



LEGEND

- Site
- Railroad
- Past Railroads
- Buildings
- Mean Water Level @148'
- FEMA Baseflood @166'
- Flood of 1849 @ 178'



0 500 1000 Feet



In order to account for site flooding potential, the proposed arboretum at the water's edge would need to be designed to accommodate fluctuating water levels in Cross Bayou. Given the potential for flooding along the waterfront, and in other areas of the site, very low intensity development, such as trails with limited facilities, is proposed for the heavily wooded northwest section of the project site. The sketch below (next page) is an example of the type of low intensity development that would be appropriate at the water's edge.

The site also contains exiting landmarks, one of which is the Historic McNeill Street Pumping Station—the city's historic Waterworks Museum. The location of this facility is marked on the site plan. As this is currently a museum, it stands to play a much bigger role in attracting visitors to the site if the entire visitor experience there can be enhanced through expanded access and site improvements (such as, perhaps, reception facilities, limited food/beverage snack bar, expanded picnic area, better signage on site, better advertising, additional staff, etc.) This site, as shown on the site plan, is to be well connected via trails to other areas of the Cross Bayou Corridor, to downtown Shreveport, and other parts of the city. The idea is to connect the museum site and its visitor enhancements to trails, bike paths, and greenways that provide access to the bayou and riverfront, other areas of downtown and the City as well as the Agurs community (north bank of Cross Bayou). This connector network was recommended in the Comprehensive Plan as well as the recent CPAT study for downtown Shreveport. Part of this connector network utilizes an abandoned railroad corridor that directly accesses the southwest corner of the project site (see Greenways map above), as well as a historic, abandoned railroad bridge (Waddell A-Truss-picture below) which spans Cross Bayou near the site of the old Confederate shipyard on the south bank of Cross Bayou near its confluence with the Red River and facilitates a trail (bike and pedestrian) connection and network in those neighborhoods north of Cross Bayou.



The Agurs community, particularly that small portion west of Market Street and along Cross Bayou, may also be ripe for redevelopment given its location along the north bank of Cross Bayou. Some of this area is home to fisherman who ply Cross Bayou and boat docks. These traditional uses should be encouraged to stay. However, this community benefits from its proximity to the project site, and removal of what has undoubtedly been an unsightly land use (scrap yard) could be a catalyst for imaginative redevelopment, although redevelopment here might take longer as market forces may lag behind those that ultimately drive development immediately adjacent to the project site. Nevertheless, there is no doubt that the catalyst nature of the Cross Bayou Corridor will be much wider than originally thought.

The conceptual site plan (see Conceptual Plan below) shows that the former scrap yard site is to be transformed into recreational fields supported by ancillary development, some of which could be mixed-use residential or commercial. A strong recreational component, both active and passive, transforms the Cross Bayou site into a



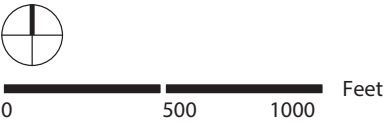


## REDEFINING RISKS

The site design redefines risk by keeping development out of the flood stage zone, locating only paths and fishing outposts there. Sports fields, new retail development behind the convention center on "Bayou Walk," and the Water Works museum are all on high ground. Detention areas and green streets treat runoff from the site as well as new development upslope and south of the site. Areas of reinforcement are indicated to show where bank stabilization is needed.

### LEGEND

- High Ground
- Floodable Areas
- Detention Areas to Reduce Flood Risk
- FEMA Baseflood @166'
- Flood of 1849 @ 178"
- Green Streets
- Reinforced Banks





community asset, not only attractive to downtown visitors, workers, and residents, but to the entire Shreveport community, particularly for those historic neighborhoods immediately adjacent to the downtown area. These neighborhoods have been depressed historically, but access to the Cross Bayou site via an old abandoned railroad corridor, now a greenway, and other trails brings the bayou and its amenities, as well as the site's cultural and recreational facilities within easy reach of these neighborhoods and will contribute to the incipient revitalization efforts currently underway there. Thus, the catalyst aspect of the Cross Bayou site reaches beyond the site, even beyond downtown Shreveport. The Conceptual Plan shows a redevelopment/new development site just north and adjacent to the Shreveport Convention Center. This is the old Danna Bros. Produce Co. building (see photo below) which is abandoned and probably has some environmental issues that will need to be addressed before redevelopment of this site can take place. Interestingly, at least one potential buyer has approached the owner of this property about

acquiring it, but the discussion did not get very far. This site and building may be ideal for mixed-use residential development or commercial use, and it could also include, perhaps, a trail head facility that could serve as a central location for those accessing the site, downtown and the rest of the city via the bike/trail network.

Since McNeill Street serves as the main gateway into the site from downtown Shreveport, it makes sense to intercept automobiles before they get too far into the site in order to preserve the largely pristine and heavily wooded nature of the site. For this reason, the site plan shows a surface parking area on land constrained by the Union Pacific RR tracks on the north, the Convention Center on the east and Common Street on the west. This parking area would be located behind the vacant lots fronting the north side of Caddo Street. These vacant parcels present another opportunity for development in the project site. The land proposed for parking is marginal in terms of redevelopment due its constrained access to the interior the project site because of the railroad corridor which is elevated in some locations. This







area also contains SWEPCO substations which are very difficult to relocate, again, making the likely redevelopment of these parcels very marginal at best. However, for parking these parcels are ideal in that they largely prevent automobile penetration into the site, yet offer ample parking for those utilizing the site. This proposed parking lot area is large enough to accommodate organized sports events on the site's playing fields. However, the Cross Bayou Corridor site also has access to a public (paid) parking garage located across Market Street from the Hilton Hotel (connected to the Convention Center). Parking for visitors to the Cross Bayou site or for events on the site, or even for residents of the site, should be adequately accommodated by parking proposed as part of this project and nearby existing facilities.

The conceptual plan provides a framework for development of the project site which envisions a new, large and diverse park and public space for Shreveport and the region. The enhancement of the site's historical features will attract visitors and the two sports fields (on the old scrap yard site) will be a venue for state high school games, for example, as well as festivals and concerts with ancillary supporting commercial development. This overall development concept for the Cross Bayou corridor creates a major amenity and catalyst for additional development in downtown Shreveport. Some of this development is expected to entail mixed-use residential (condos and apartments) and even stand-alone residences on the vacant property adjacent to and just south of the project site. Development that is expected to occur on the north bank of Cross Bayou will be more in keeping with the land uses there, but suitable for small commercial businesses and start-ups and even residential mixed-use development which would help to somewhat

redefine this area in time.

A key feature of the conceptual land use plan is that the sites and parcels proposed for development are shown on the plan, but specific land uses not indicated. The actual land uses which eventually occupy this site will be market driven and the types of development that can be supported on and adjacent to the project site, as well as in downtown Shreveport, have been discussed in the market analysis report included in this report. Also, the City of Shreveport and the MPC will have significant role in guiding land use development on the project site so that the conceptual plan is followed as well as the spirit of the Vision Statement if not the letter. All this will be within the context of overall market conditions for development in downtown Shreveport that will exist at a particular time in the future. A description of the anticipated (though general) land uses by parcel are included in Section V. Environmental Survey and Results. For the sake of clarity, all maps in this section have been reproduced at full size in the Appendix (Volume III).

## SECTION IX: CONCLUSIONS AND RECOMMENDATIONS





The City of Shreveport, as it completes the Cross Bayou Brownfields-Area Wide Plan, is taking another positive step toward the eventual redevelopment of the project site. The process leading to redevelopment, however, is not a short one. Actually, the process began in the 1990s when the citizens of Shreveport approved a bond issue that provided the funding that led to the next step which was the construction of the Shreveport Convention Center and Hilton Hotel. These facilities now serve as anchors for the east side of the Cross Bayou project site. Using the anchor analogy, the historic McNeill Street Pumping Station (Waterworks Museum) should in time serve the same purpose, but on the opposite end of the project site.

In order to move forward with this project, the City applied for and received a grant from the U.S. Environmental Protection Agency (EPA) to undertake an environmental survey and develop a land use plan for the project corridor and the “Catalyst Site” (scrap yard) identified therein. This Resource Guide summarizes the entire planning process which produced the environmental survey, as well as the public involvement process which led to the Vision Statement for the project and the Conceptual Land Use Plan for the entire project corridor. All of these elements are contained in this Resource Guide.

The environmental survey points out that there are probably serious environmental contamination issues on at least part of the project site. In addition, many parcels in the project site, if not most, probably contain contaminants to some degree, based on the historical record. This should come as no surprise given the current and historic land uses in this area. It is obvious that further assessment and remediation will be necessary in order to redevelop the project site in accordance with its Vision Statement and the City’s Comprehensive Plan. Fortunately, the City is ready to pursue the next steps and the EPA is very willing to assist in this regard. In time, with the relocation of the scrap yard and remediation of the site, the Cross Bayou project site will become a catalyst for revitalization throughout downtown Shreveport, the ultimate goal of this project.

While the development and submission of grant application(s) for additional funding from EPA for site assessment and eventual remediation are in the works, the path forward for the City of Shreveport contains other hurdles that must be dealt with as well. Of immediate concern, perhaps, is the acquisition and relocation of the scrap yard itself. While other entities may have expressed a willingness to lead this effort, the City of Shreveport appears to be in the best position to direct this effort. One thing is certain, however: without relocation (and remediation) the scrap yard will remain a serious impediment to further downtown revitalization and Cross Bayou redevelopment for a very long time.

Some options going forward have been presented to the City. These include the following:

1. The “status quo”
2. Closed but not sold
3. Relocation
4. Sold “as is” to private entity, and
5. Sold “as is” to public entity

Each of these options for dealing with the scrap yard site are explained below.

#### “Status Quo”

Under this option, the scrap yard continues in operation, but because of the current zoning, it cannot expand its operation. In addition, there are indications that the Louisiana Department of Environmental Quality has initiated action against the site’s owner such that site clean-up must get underway for the site and even beyond its property lines totally at the owner’s expense. Because of the considerable cost associated with remediation under the circumstances, the owner could possibly be forced into bankruptcy. In any case, despite the initiation of clean-up, this scrap yard will remain an impediment to revitalization in downtown Shreveport and to redevelopment of the Cross Bayou Corridor for a long time.

#### Closed, But Not Sold

Under this option, the scrap yard owner could decide to cease operations on the site (possibly through relocation), abandon it and secure it with a fence. Nevertheless, the owner would still be responsible for the DEQ-initiated site clean-up. This will be an

expensive proposition because remediation must extend beyond the site's boundaries. It is likely, in this case, that the owner would be faced with upkeep of the site and keeping it secure. Despite efforts to maintain the fencing and site security, there is a good chance that the abandoned site will result in security and law enforcement problems for the City. In any case, the lengthy and costly clean-up effort will not soon remove a serious impediment to downtown revitalization and redevelopment of the Cross Bayou site.

### Relocation

In this option, the owner relocated the scrap yard operation, but continues remediation (site and beyond) at his expense. Once the site is cleaned up, the owner is free to redevelop or sell the site. However, remediation will be time consuming and this fact will delay the benefit to downtown and Cross Bayou coming from redevelopment. Selling or redeveloping the site after remediation could be problematic since the sales price or redevelopment costs must include the cost of remediation. In this case, it is very likely neither option (sale or redevelopment) would be economically feasible given the high cost of remediation. If the redevelopment option is chosen, the site would need to be rezoned to support it.

### Sold "as is" to Private Entity

This option is highly unlikely for two reasons. First assuming the new owner desires to continue the scrap yard, operations would become financially very dubious. The new owner would inherit the remediation obligation and expense, and expansion of the operation would be impossible without a change of zoning...and this is highly unlikely. It is also likely that remediation costs would exceed the value of the property in this case. However, the new non-responsible owner would not be responsible for remediation beyond the boundaries of the scrap yard and this would help to lower remediation costs. The continued operation of the scrap yard and/or a lengthy remediation process would still present a serious impediment to downtown revitalization and redevelopment of the Cross Bayou corridor project site.

### Sold "as is" to Public Entity

Under this option for dealing with the scrap yard site, some public entity (City of Shreveport, Caddo Parish, public consortium, etc.) purchases the site from the current owners. As part of the purchase agreement, the public entity assumes all the environmental liability for the property, thus allowing the owner to "walk away clean." By assuming all the environmental liability for the property being acquired, the public entity should be able to use this to leverage a more favorable purchase price. This is the only realistic and feasible option for site clean-up. After acquisition of the property, the public entity assists the scrap yard in relocating to a more suitable location, one that has multi-modal transportation access and is either zoned for scrap yards, or is outside the jurisdiction of MPC zoning controls and is situated so as to not cause adverse impacts on surrounding land uses. One site at the Port may be suitable for a scrap yard operation, but there may be others in Caddo Parish. The Port site has the advantage of having in place all the needed public services and transportation infrastructure, as well as an operation that could be a client for the scrap metals (steel) which the scrap yard operation could supply.

The new non-responsible owner—a public entity in this case—could then apply for EPA grants to facilitate assessment and eventual remediation. While this option is aimed primarily at the scrap yard site, there are other privately owned parcels within the project area that need assessment and potential remediation, according to the Environmental Survey. The public entity could use the same approach outlined here in acquiring these properties, assuming the owners are willing to sell. In this option, the public entity would be in a position to leverage the remaining bond proceeds to use as match (perhaps) for additional grants.

Based on the Conceptual Land Use Plan (see Part 7), public uses such as playing fields, open spaces or surface parking has been proposed for these areas of the project site most likely to need the most serious remediation. Such uses will allow for less extensive (and less expensive) remediation and will more quickly remove the major impediments to downtown revitalization and redevelopment the Cross Bayou Corridor site.



### Rail Road Operations

With the eventual removal of the scrap yard operation from the project site, train operations may be less frequent. Some scrap materials are removed from the site via rail. A short rail siding which crossed North Common Street in the far northwestern end of the project site is used to shuttle rail cars into the scrap yard. These, in turn, are moved back to a siding near the SWEPCO plant on North Common and eventually picked up by a train which uses the tracks running behind the Hilton Hotel/Convention Center. With the removal/relocation of the scrap yard, fewer train operations impacting the project site can be expected. While it may not be realistic to expect complete abandonment of this spur and siding, the City should enter into discussions with the Union Pacific Rail Road to make crossing improvements at its tracks at McNeill Street. These improvements should be made primarily to safely accommodate pedestrian traffic and a limited amount of vehicular traffic (emergency vehicles, etc.).

### Scrap Yard

In the application to EPA which funded this planning study, the scrap yard was identified as the “catalyst site” for redevelopment of the Cross Bayou Corridor. In reality, there is ample reason to believe that the entirety of the Cross Bayou Corridor project site could easily be a “catalyst” spurring development in time, not just on the project site, but on adjacent vacant and undeveloped property and in other areas of downtown Shreveport as well.

The CPAT study has also highlighted other development opportunities in downtown Shreveport, opportunities that are no doubt awaiting a spark from the “catalyst” that is represented by the relocation and remediation of the scrap yard site. This spark will begin to glow with redevelopment of the project site itself in accordance with the Conceptual Land Use Plan, and the return of public access to Cross Bayou.





As the market analysis undertaken for this planning effort indicates:

“From a Downtown planning perspective, the Cross Bayou area is well positioned to become [a] neighborhood for new construction. The Cross Bayou [project site] could offer waterfront living adjacent to the Downtown. A concentrated mix of new housing types could be developed in this area. Land assembly, environmentally clean property and public/private parking financing may be necessary to incent (sic) investment.”