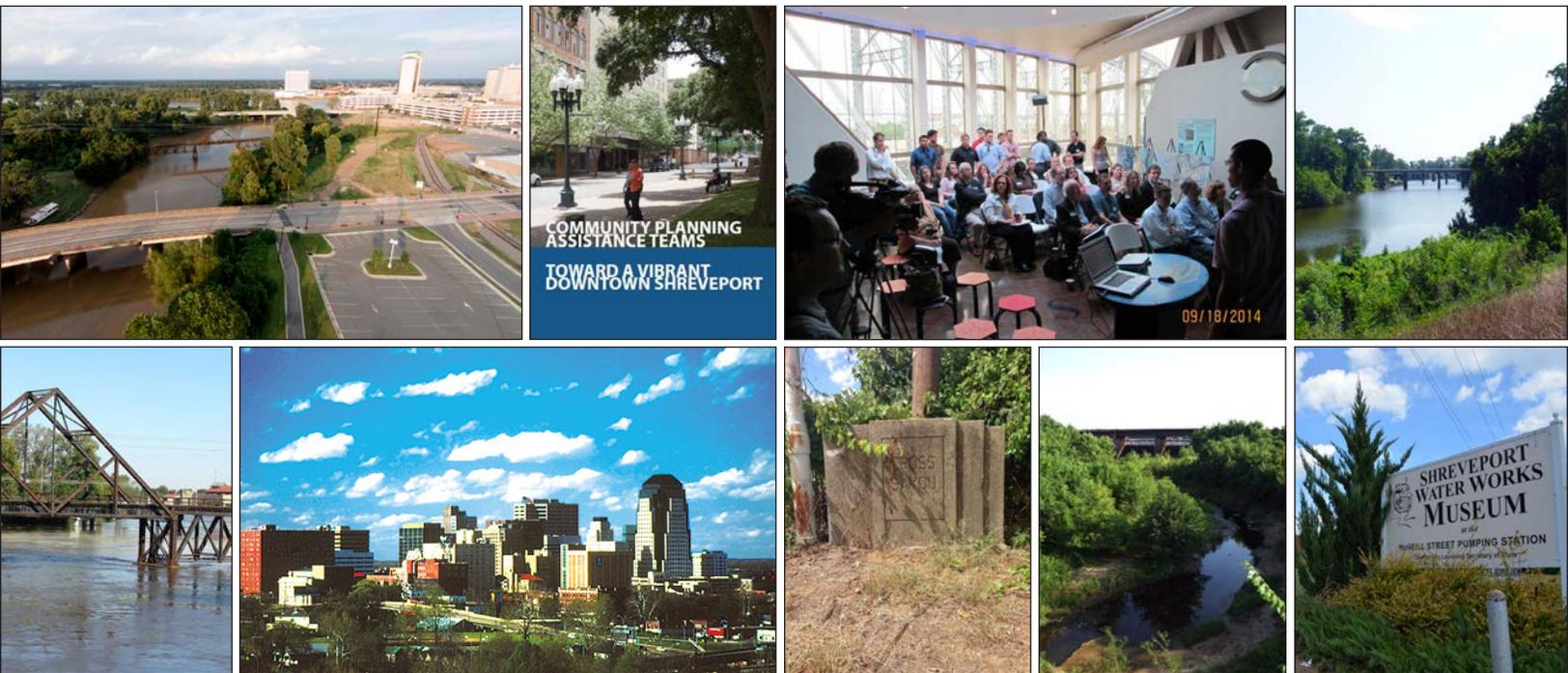


# BROWNFIELDS AREA WIDE PLAN



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**ACKNOWLEDGEMENTS**

Honorable Ollie S. Tyler, Mayor (from 2015)

Honorable Cedric B. Glover, Mayor (to 2015)

Shreveport City Council:

- Hon. Willie Bradford – District A
- Hon. Jeff Everson – District B
- Hon. Oliver Jenkins – District C
- Hon. Michael Corbin – District D
- Hon. James Flurry – District E
- Hon. Stephanie Lynch – District F
- Hon. Jerry Bowman – District G

**AND TO EVERYONE IN SHREVEPORT WHO PARTICIPATED—THANK YOU.  
YOUR IDEAS ARE IN THIS CONCEPTUAL PLAN.**

To everyone who participated in the planning process—the Visioning Forum, the workshops, the bayou tour—and those who submitted comments and questions via the email and the project Facebook page, this is only the beginning of a long journey. Stay involved and focused so that Cross Bayou realizes its full potential and contributes considerably to the revitalization of downtown Shreveport.

Special thanks to the faculty and students of Louisiana Tech’s School of Design for their invaluable input and participation during three days of workshops.

# How to Use This Resource Guide...

This publication is a “user friendly” version of the full 3 Volume Brownfields-Area Wide Plan for the Cross Bayou Corridor. It contains summaries of key chapters as well as a CD that contains the entire three volume plan in digital format. This multimedia approach to distribution allows the City of Shreveport to make the planning document accessible to a large audience. The 3-volume printed copy of the plan is available at the Shreve Memorial Library on Texas Street in downtown Shreveport, in the Shreveport Mayor’s Office, and at the Metropolitan Planning Commission. This plan for the Cross Bayou Corridor is just that. It offers neither a prediction nor a projection of the

future, but as a plan it offers a vision. Built on the ambitious vision of Shreveport residents, a broad cross section of whom participated enthusiastically in the Visioning Forum, this plan recognizes the existence of obstacles and unresolved practical questions. It provides strategies for overcoming those obstacles and answering those questions. But no plan is self-implementing. We (the citizens of Shreveport) will have to implement it. A new era of partnerships—government, residents, businesses, developers, institutions, and nonprofits all working together—can bring this ambitious vision to reality.

## WHAT’S IN THE PLAN? HOW SHOULD I READ IT?

The Cross Bayou planning document is comprised of three volumes: the planning process and the conceptual plan; the environmental survey and results; and an appendix volume. This Resource Guide will serve as the Executive Summary for the first two volumes of the planning document. The CD included here contains all three volumes of the planning document. This Executive Summary (Resource Guide) covers a broad range of topics relevant to the development of the Cross Bayou site and a Conceptual Land Use plan for its future development.

## RESOURCE GUIDE CONTENTS

**Part 1:** Sections I and II of the planning document have been consolidated in this Resource Guide (Part 1) for the sake of convenience and ease of reading.

**Part 2:** This part summarizes Section III of the planning document, providing information about Site Characteristics.

**Part 3:** This chapter of the Resource Guide summarizes the Public Participation effort undertaken for this planning project.

**Part 4:** The Environmental Survey and Results (Section V) is summarized in Part 4 of this Resource Guide. However, this will be a summary of a summary since the Environmental Survey and Results is a stand-alone volume (Volume II) in the 3-volume planning document.

**Part 5:** In this chapter, the Resource Guide briefly considers some of the complex issues that an appraiser will face in seeking to assign a value to environmentally contaminated property in the Cross Bayou project site, including the scrap yard site itself.

**Part 6:** The market analysis update undertaken for this planning study and summarized in Section VII of Volume I is contained in Part 6 here. It should be noted that the entire market analysis update is included in the Appendix (Volume III).

**Part 7:** In this chapter of this Resource Guide, the elements that were instrumental in building the Conceptual Land Use Plan for the Cross Bayou site (Section VIII of Volume 1) are summarized and the Conceptual Land Use Plan explained.

**Part 8:** Here is summarized the last two sections of Volume I, namely Section IX Conclusions and Recommendations, and Section X Additional Discussion.

A CD in the back cover sleeve to this Resource Guide contains the entire 3-volume report.

## PART I: SITE HISTORY



Cross Bayou, given its historical significance, has been on the minds of Shreveport citizens for a long time. 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, hinges around feasible land use alternatives. Virtually all land use options and opportunities for development of the Cross Bayou site, however, are seriously impeded by the so-called “scrap yard”—the Catalyst Site—whose relocation and subsequent environmental remediation must precede any plan 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 historical record in Shreveport (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 overlooked. 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 and contributed mightily to the defense of Shreveport, preventing its capture despite a major combined Federal army and naval operation (the Red River Campaign of 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, 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 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 and 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.

Railroads, too, 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. Today on this site sit the Shreveport Convention Center and the Hilton Hotel.

The project site is also graced by a historic, but abandoned railroad bridge over Cross Bayou.

Because of its proximity to 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. As its unofficial name suggests, the "Catalyst Site," once remediated will be open the door to redevelopment of the project site, as well as development of other adjacent parcels consistent

This bridge, a Waddell A-Truss built in 1890, is one of only two surviving examples of the work of bridge designer and engineer, John Waddell, who held a patent on its design. This bridge was used by the KCS Railroad until its abandonment and was placed on the National Register of Historic Places in March 1995.



with the land use plan proposed for the site and in conformity with the Shreveport-Caddo 2030 Comprehensive Plan: Great Expectations. Because of its proximity to 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. As its unofficial name suggests, the “Catalyst Site,” once remediated will be open the door to redevelopment of the project site, as well as 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.

## PART 2: SITE CHARACTERISTICS



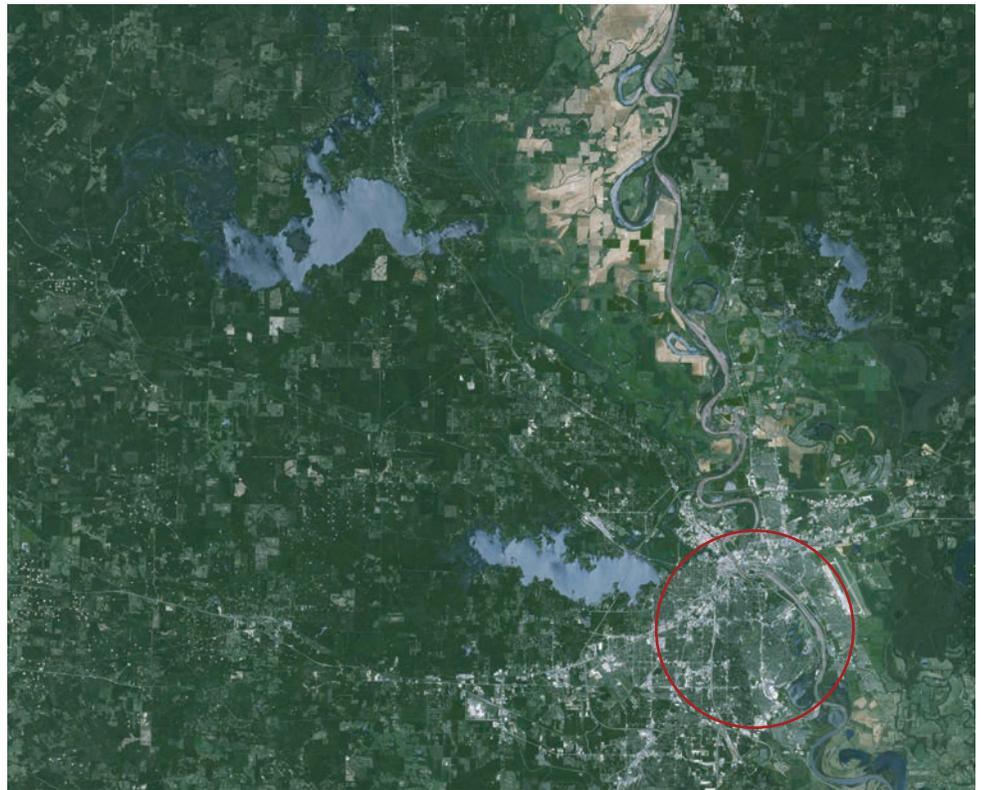
In order to better understand the dynamics of the site and corridor, it is important to place the site within a context which highlights its significance for the City of Shreveport and its downtown area. Although the context began to be roughly understood a couple of decades ago—and steps taken to define 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.

What follows in this part of the Resource Guide 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.

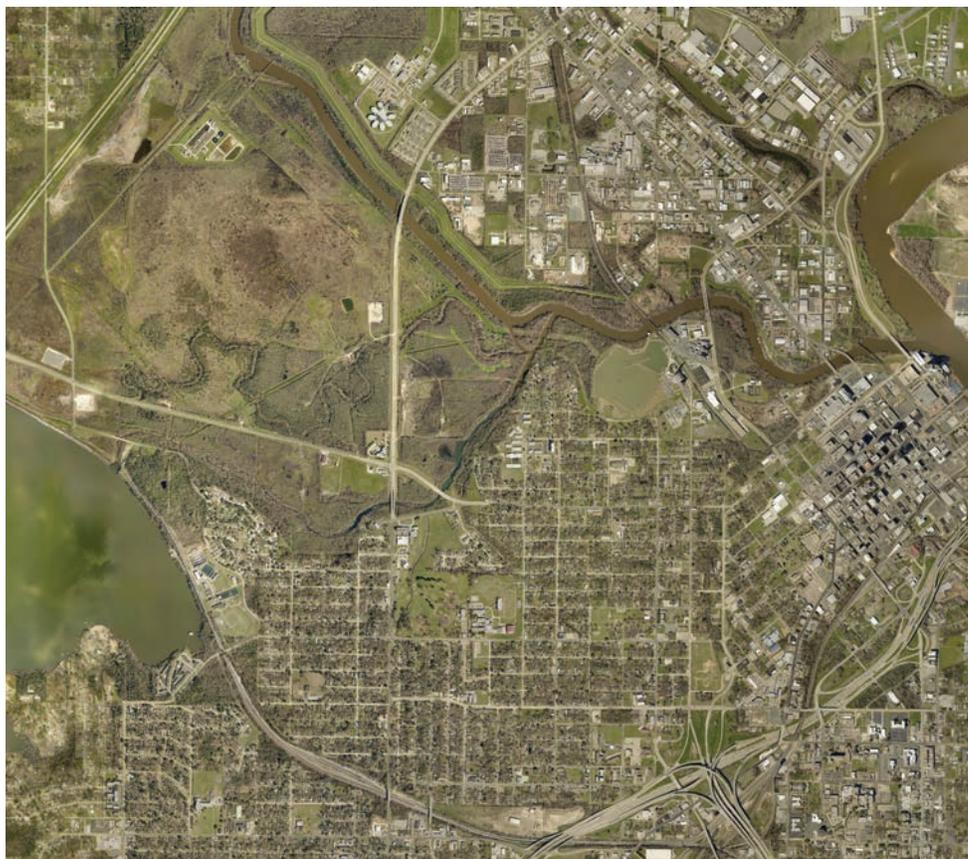


**Geographic Context**

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. This Aerial Map to the right 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.

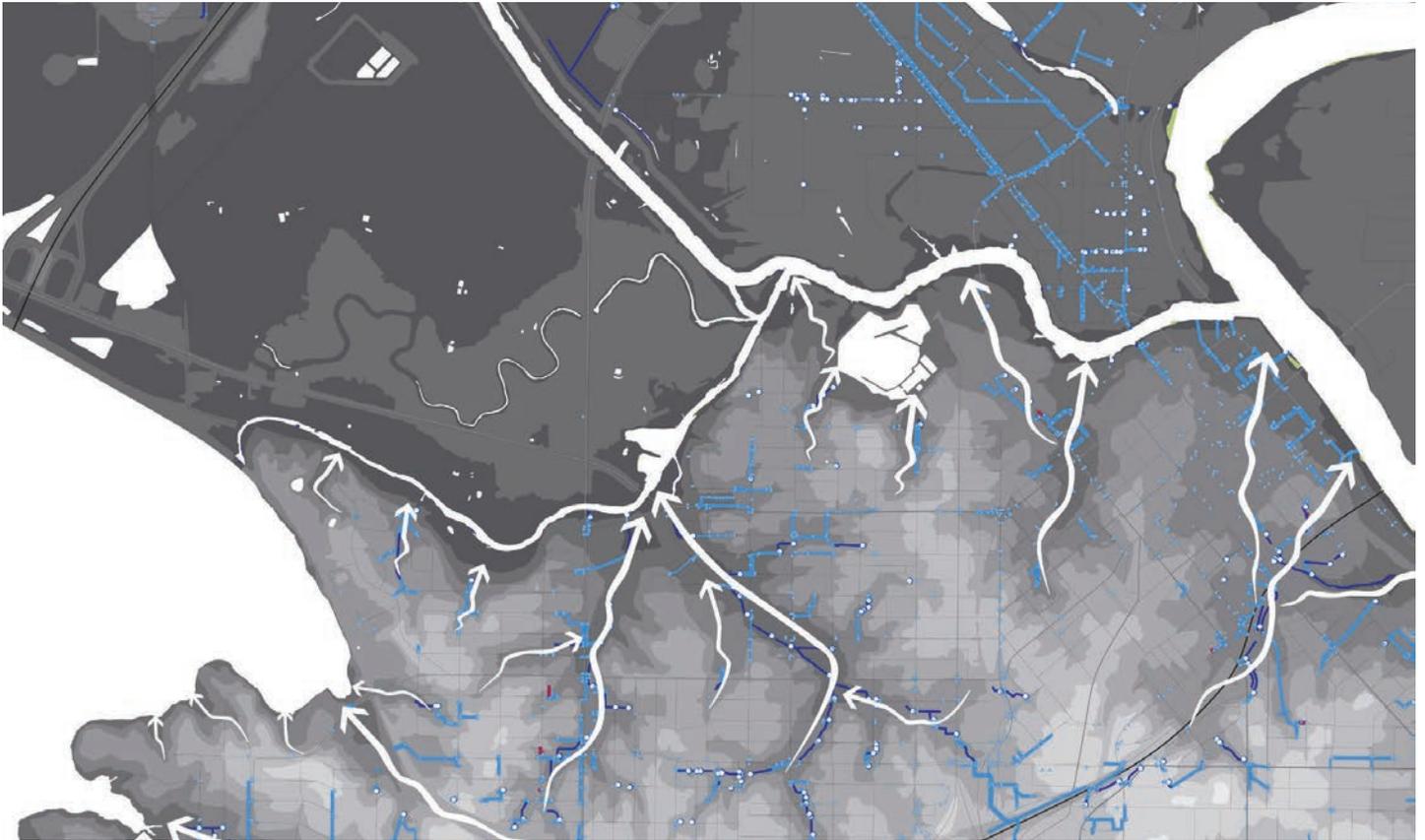


To the left an aerial map shows in much greater detail downtown Shreveport and those areas of the city surrounding it, as well as Cross Bayou. Nestled as it is along Cross Bayou and the Red River and with downtown streets running parallel and perpendicular to the Red River, in contrast to the rest of 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.

### Physical Context

The Underground Infrastructure map 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.



## Planning Context

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.

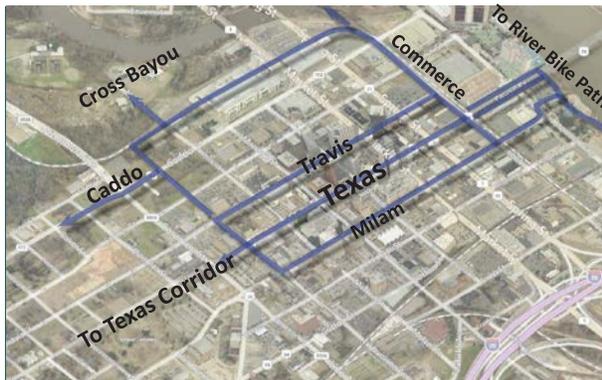
### "Choice Neighborhoods Transportation Enhancement Plan"

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 [below] and listed as Figure 1.5.3 in the Appendix (Volume III).



**“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.



According to this report, the “arts” have been used for decades “as a key component in the redevelopment of declining urban areas.”

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 contribute to the overall success of the Cross Bayou project site. However, it is also possible that the redevelopment of Cross Bayou in time will contribute to the success of the arts and cultural district. The two areas could generate 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.

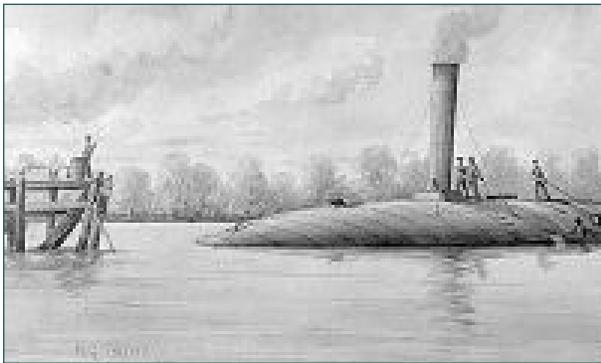
In this manner, a successful arts and cultural district—Shreveport Common—could attract new residents, visitors, and business/commercial investment to the broader downtown area. Such investment could help to strengthen market demand for the types of redevelopment objectives and public use components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

**“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 that the site was (“is reputed to be”) 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.” 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 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.

#### ADDITIONAL SITE CONTEXT

##### 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.

### 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 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 the site owner 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. The scrap yard owner, of course, will be responsible for clearing the scrap yard site 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 the owner will be allowed 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.

### Scrap Yard “Catalyst” Site

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. Realistically, the entire Cross Bayou Corridor could easily become a catalyst for redevelopment not just on the project site, 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 [incentivize] investment.”

## PART 3: PUBLIC PARTICIPATION EFFORTS



From the outset of this planning effort, involvement of the public in shaping the outcome of the project was considered necessary and very important for the success of the project. For this reason, a number of public events were scheduled and a project website was established to keep the public informed of upcoming project events ([www.crossbayoucorridor.com](http://www.crossbayoucorridor.com)) and outcomes (see screen shot below). The website was also a mechanism by which the public could contact the project team and get answers. Many of the television coverage videos were posted to this website along with other relevant information about the project.

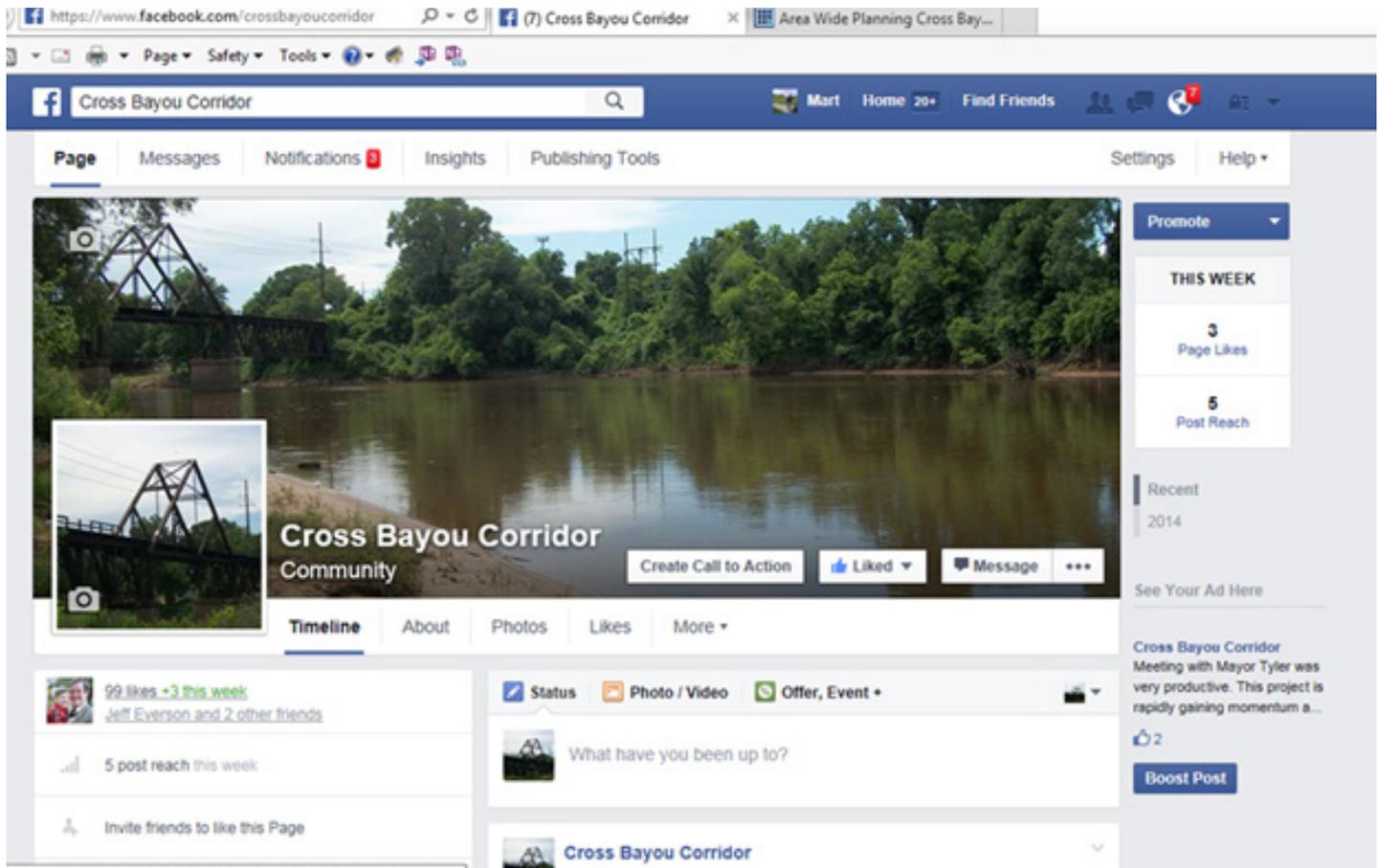


[Home](#) [Project Overview](#) [Events](#) [Photos](#) [Documents](#) [Links](#) [Contact](#)

## 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.



In addition, 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 in order to reach more people.

In an effort to generate media coverage and heighten public awareness, the City of Shreveport prepared official news releases and sent these to all the media outlets in the city. 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. Many of these are embedded in the project website. News releases generated for this project are included in the Appendix volume (Volume III) of this document. All of these methods were used to publicize the public events associated with this project. These included 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. These two neighborhoods, Allendale and Ledbetter Heights, are adjacent to downtown Shreveport and stand to benefit from the Cross Bayou Corridor project. However, although they were 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 and build a stakeholder base, 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. This event lasted several hours.



The purpose of this event was to develop the structure for a Vision Statement for the Cross Bayou project. Those who attended this event actively and enthusiastically participated in the visioning exercises, the result of which is shown below. The products of these exercises are included in the Appendix volume.



The Visioning Forum eventually produced the Vision Statement (below) which is the guidance to be followed in developing the Cross Bayou Corridor project site.

### Vision Statement for Cross Bayou

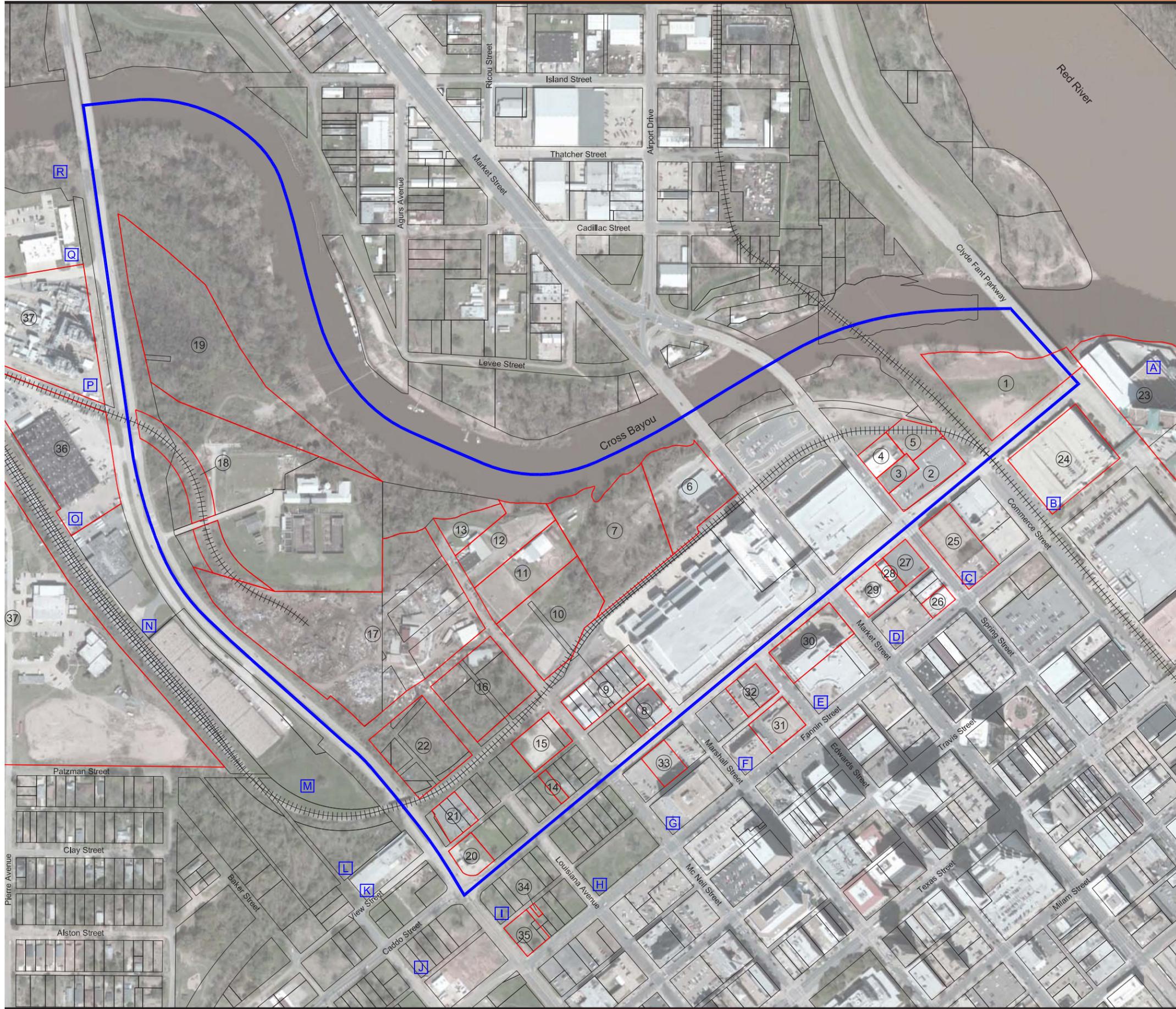
By 2035, the Cross Bayou Corridor will have become a major mixed-use residential asset and attraction for downtown Shreveport, drawing both its residents and visitors to its small shops, restaurants, entertainment venues, and beautiful, wooded parks and shaded paths along Cross Bayou. Residents and the 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.

## PART 4: ENVIRONMENTAL SURVEY AND RESULTS



The Environmental Survey is an extensive document and is contained in its entirety in Volume II of this report. Presented here, therefore, is only a brief summary of this document. In this part of the Resource Guide, only those most significant parcels—the “Catalyst Site itself (scrap yard site) and a few other sites that could easily move to redevelopment once remediation has been completed. The reader is strongly urged to access Volume II of the full report to gain a thorough understanding the probable environmental contamination issues this site and its parcels face.

The reader of this section should first consult the site map (below) which contains parcel or site numbers which correspond to the location numbers used to identify and describe the probable environmental contamination strongly suspected on the parcels highlighted



**Legend**

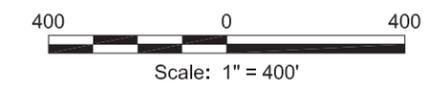
- Project Area
- - - - - Railroad Track
- ▭ Parcels
- 16 Location with Potential Environmental Concern
- B City Block ID

**Note**

Additional information for the locations are provided on Appendix J of the Cross Bayou Area-Wide Environmental Survey.

**Reference**

Base map comprised of ESRI's World Imagery exported 09/16/14. Parcel data provided by City of Shreveport.



**Potential Environmental Concerns Site Map**

Cross Bayou Area-Wide Environmental Survey  
Shreveport, Caddo Parish, Louisiana

**City of Shreveport**  
Cross Bayou Corridor Area



|                |              |                    |
|----------------|--------------|--------------------|
| Drawn By       | LMM          | 04/22/15           |
| Checked By     | LMH          | 04/22/15           |
| Approved By    | JSC          | 04/22/15           |
| Project Number | 216-017      | <b>2</b><br>Figure |
| Drawing Number | 216-017-B020 |                    |
|                |              |                    |



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 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 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: City of Shreveport

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

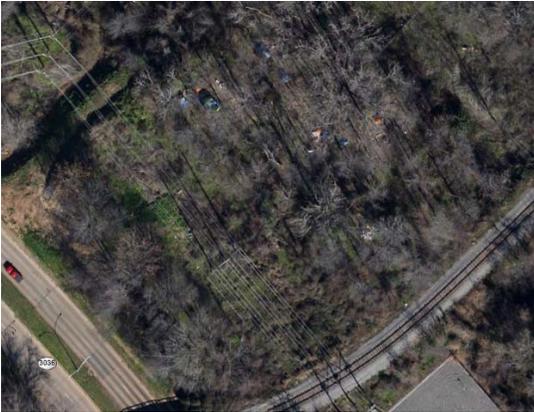
Parcel Use / Historical Use: Formerly operated as a gas station.

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 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

The reader is urged to refer to Volume II of this planning study for the full, detailed 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 most likely to be very heavily contaminated.** With its eventual remediation, as well as other contaminated sites on in the project area, development of the site and redevelopment of adjacent parcels will be free to proceed unencumbered by environmental issues, subject only to the dictates of the market and the guidance of the Comprehensive Plan and the land use plan developed for this study.

## **PART 5: APPRAISAL**

### **CONSIDERATIONS FOR ENVIRONMENTALLY CONTAMINATED PROPERTIES**



Regardless of the ownership status (public or private) of any given parcel of land in the project site, the sale of the given parcel will first necessitate an accurate appraisal of the property’s value. Although contaminated property may be difficult to value correctly, according to some, if the property in question is being used, then it must also have value, the value-in-use concept. For example, a site being used as a scrap yard, regardless of its actual contamination, has value as a scrap yard. In such cases, courts have ruled 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. A contrary ruling would diminish, presumably, the value of the property and thus support the owners claim to lower property taxes. Under such circumstances (value-in-use), however, the value of the property cannot be reduced to zero or have a negative value even if cleanup costs are thrown in. 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 quite different. When a sale of such property is contemplated, the seller will seek to have remediation costs 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. It is reasonable to assume that, 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 for property judged likely to be contaminated is the same whether the buyer is a private entity, governmental party, or public sector consortium.

In appraising or assigning value to contaminated property, what must the appraisal professional consider or give weight to in order to arrive at a reasonable and objective valuation of the property in question? Briefly discussed below are some issues that should be considered in the appraisal process for contaminated property.



## Issues to be Considered in Appraising Contaminated Property

In general, the factors that influence the valuation of contaminated property vary considerably. Because of this variation, it is very difficult, if not impossible, to develop any reliable generalization as to the fact of loss or even the amount of any loss that can be 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 from the discussion and research about the problem 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, with the overall conclusion that the traditional methods of property appraisal—comparable sales, income capitalization, and reproduction costs—do not work very well when it comes to contaminated property. Some of the variations that have emerged in determining the value of contaminated land are the following:

- Clean-up costs: Use of actual, verifiable, and warranted clean-up costs to adjust the uncontaminated value of the property obtained by either the comparable sales or income capitalization methods. There is

no “one size fits all” here. Clean-up costs are very site-specific and can vary considerably from site to site. Therefore, a unit cost of clean-up from a contaminated site should not be transferred to another clean-up site.

- Certainty of incurring clean-up costs: 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. The “claimed” costs of clean-up are not sufficient proof and without such proof, the courts may not allow the adjustment for claimed costs of clean-up to the land’s uncontaminated value.
- No single accepted approach: How should clean-up costs be used to adjust the uncontaminated value of the property? Opinions vary considerably. 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.”
- Clean-up costs similar to repair or maintenance costs: 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.”
- Clean-up costs as a “capital improvement:” Appraisers have also suggested treating the costs of clean-up as a capital improvement that can be amortized.

## Conclusions

The sale of property 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. 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 (also see Section VI of Volume I), which must be taken into consideration as the appraisal is prepared.

## PART 6: MARKET ANALYSIS UPDATE



The development of an understanding of the various real estate markets (residential, commercial, office space) in downtown Shreveport was necessary in order to realistically structure a land use plan for the project site. For this reason, the market analysis update was undertaken for this project. A market analysis was part of the Comprehensive Plan. For this effort, the market analysis was updated with specific focus on downtown Shreveport. A summary of this analysis is provided below. The full study is included in the Appendix (Volume III).

### 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.

## 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.

# PART 7: LAND USE PLAN

## CONCEPTUAL LAND USE PLAN FOR THE CROSS BAYOU CORRIDOR



This part of the Resource Guide, along with the Environmental Survey, focus on the primary purpose of this planning grant, namely identifying locations on a larger site of potential or probably environmental contamination and developing a conceptual land use plan to support redevelopment/development of the larger site in accordance with a stated goal. In this case, the conceptual land use plan for the Cross Bayou Corridor project site is based, not only on the findings of the environmental survey, but also follows the Vision Statement publicly articulated for this planning effort, as well as Shreveport’s Comprehensive Plan.

**Conceptual Land Use Plan for the Cross Bayou Corridor**

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 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. It connects all areas of the site by surrounding neighborhoods and areas of downtown Shreveport with pedestrian/bike paths and trails that respects the pristine areas of the project site. Also, 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.

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.

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. 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 following page). 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

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.



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).

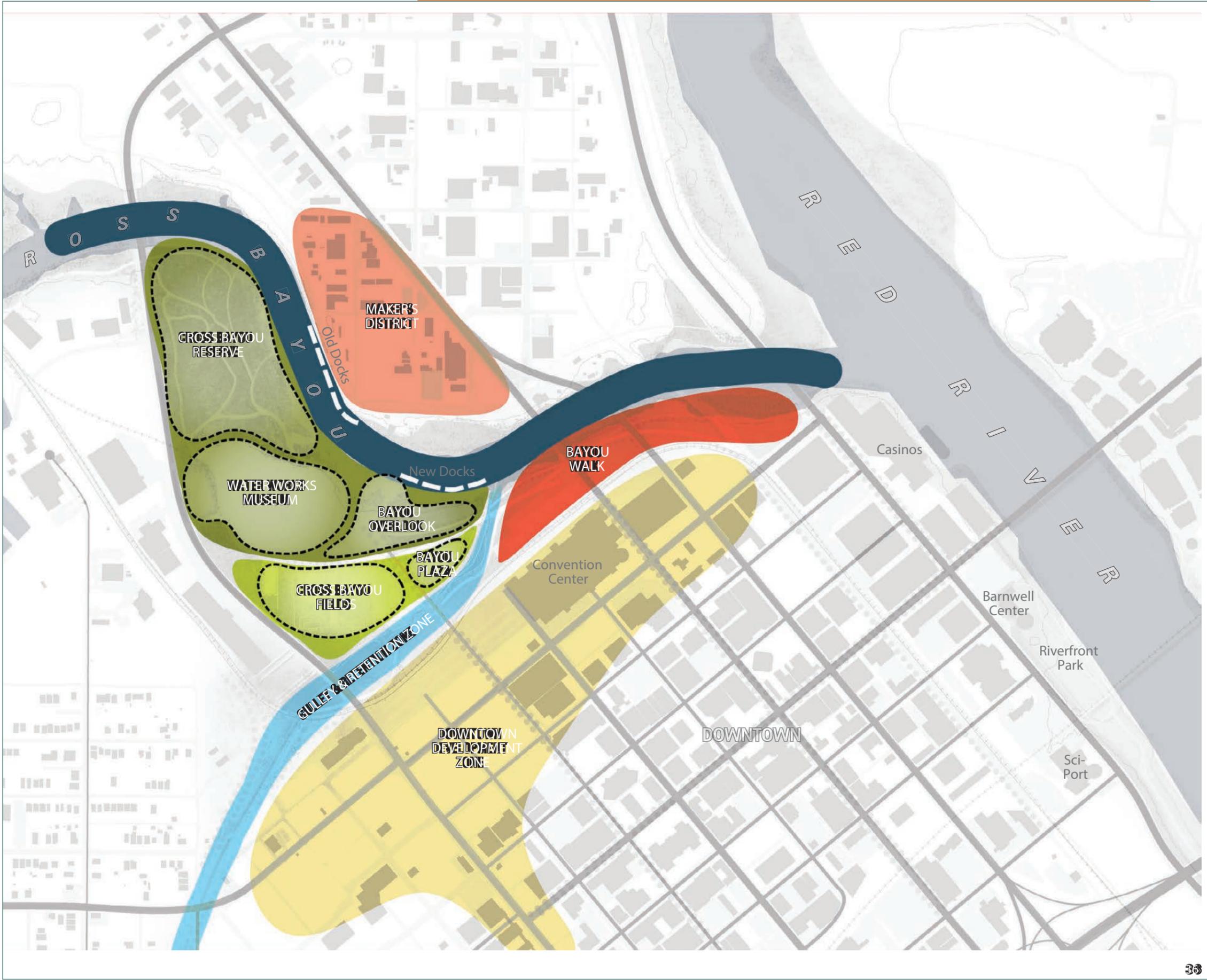
system.

The conceptual land use plan shows such development opportunities, but new development and redevelopment will be market driven. Given the catalyst nature of the corridor, however, a variety of mixed-use residential and commercial development is expected. This is in accordance with the Comprehensive Plan.

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 high school games (for example), as well as festivals and concerts with ancillary supporting commercial development. This overall development concept for the Cross Bayou is also evident that the Cross Bayou Corridor can play a key role in enhancing the connectivity of necessary for the revitalization of downtown Shreveport. 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 following page). 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.

# 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



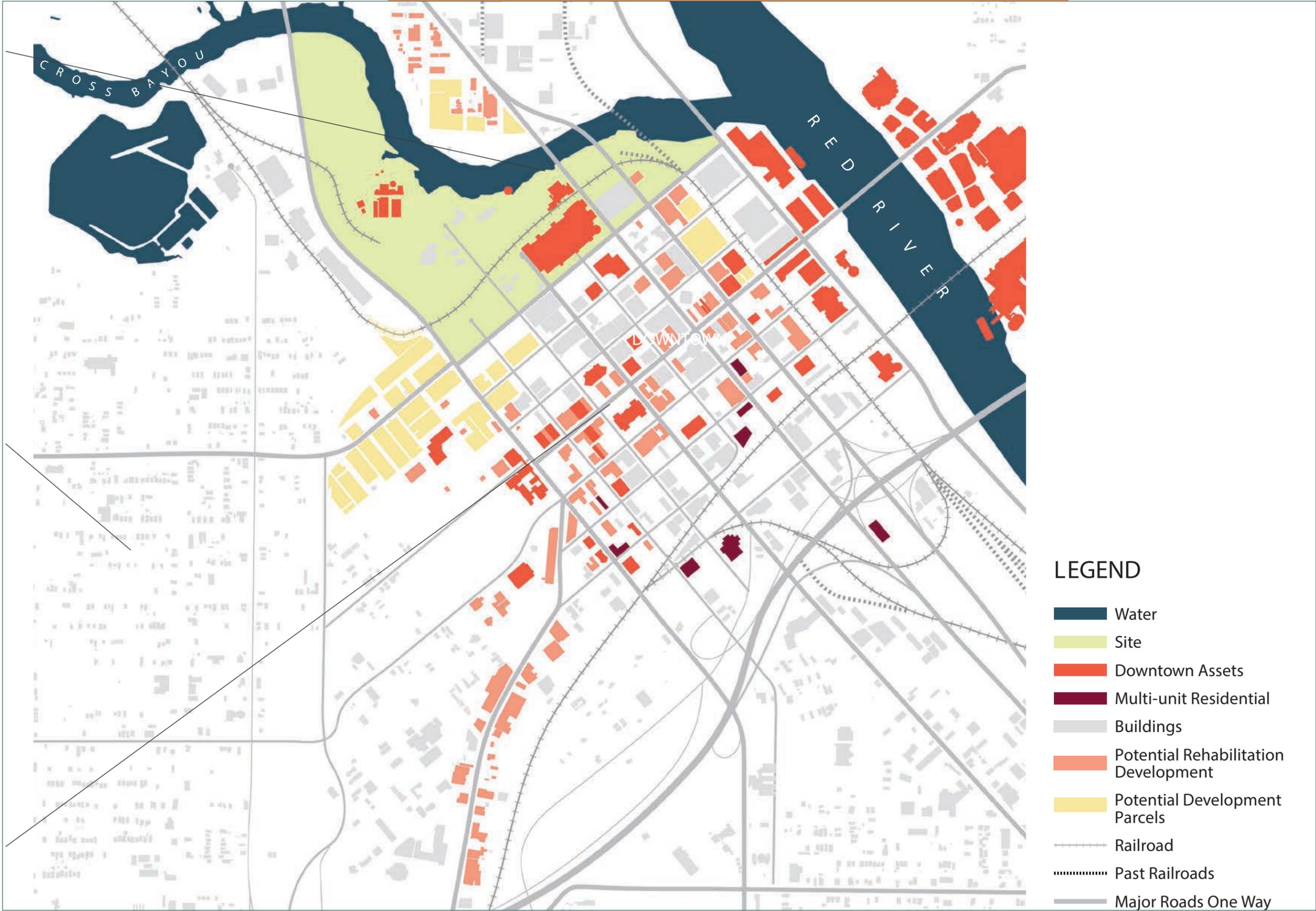
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The conceptual plan provides a framework for development of the project site while envisioning a new, large and diverse park and public space for Shreveport and the region. The plan preserves the public aspects of the waterfront, including access. 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 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 as well as a 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 (Vision Statement) which would help to bring the public back to the waterfront in Shreveport, and cause water once again to become 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 along the Cross Bayou waterfront is to be discouraged, however, because of the well documented risk of flooding existing there. In any case, intense development along the water's edge would be contrary to the both the Vision Statement and the Comprehensive Plan, as both call for public access to the waterfront.

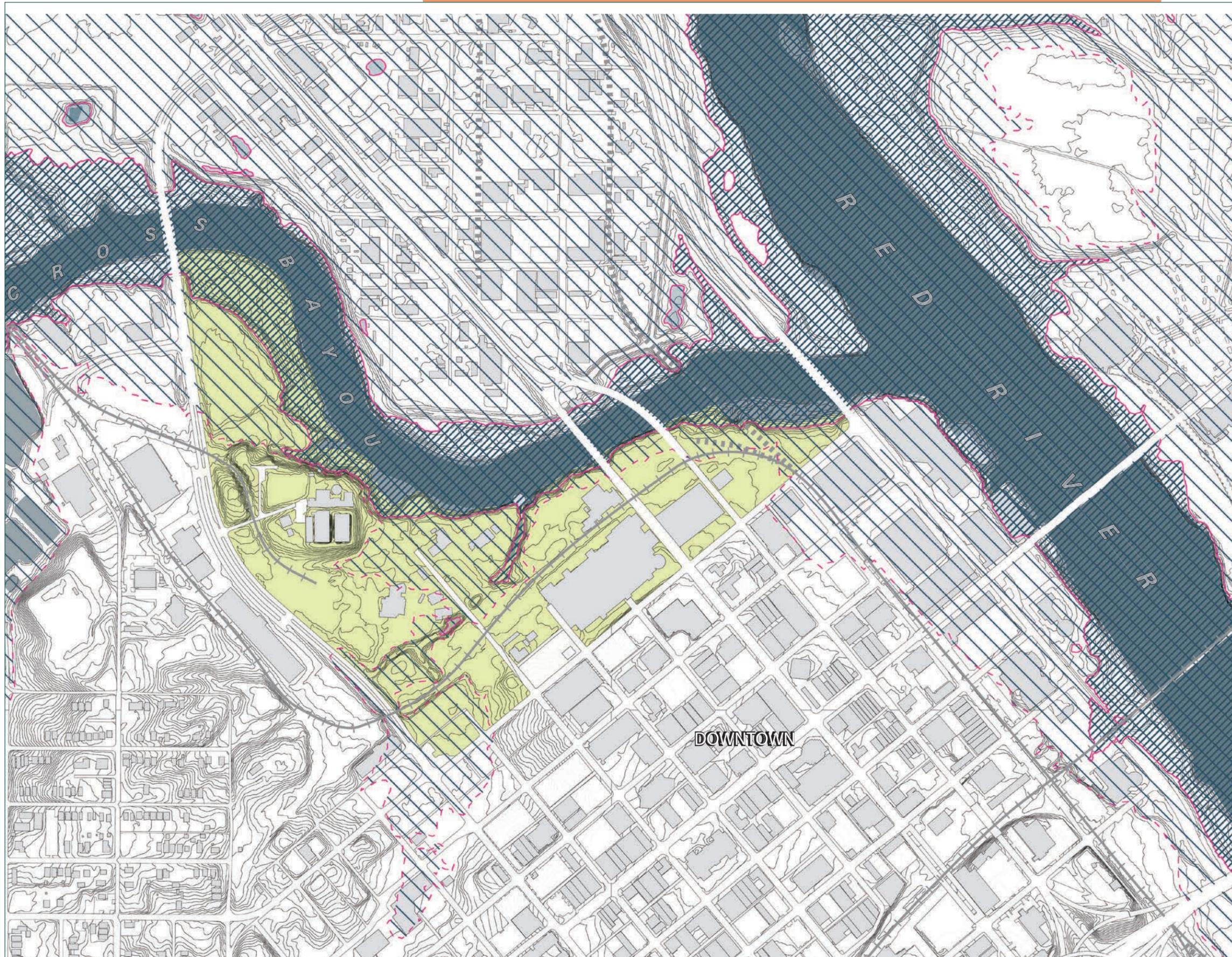


to reduce or redefine risk by keeping development out of the areas of the site most likely to flood. However, other suggested land use features, such as bike and pedestrian paths and certain uses along the water's edge are appropriate for those areas of the site likely to flood. The map (Redefining Risks) 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 from the site. 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 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 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 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



## 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

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.



### CONCEPTUAL PLAN

The conceptual framework plan envisions Cross Bayou's downtown bank as a new, main park for Shreveport and the region, playing host to historical assets such as the Water Works Museum and Civil War Shipyard ruins. New sports fields will allow Shreveport to host state-wide high school games, as well as festivals and concerts. With the new Cross Bayou Park acting as a catalyst and major amenity, mixed use development occurs just south of the site, comprised of apartments, condos, and stand-alone residences. Development on the north bank is geared towards entrepreneurs and startups.

### LEGEND

- Water
- Forest Reserve
- Park
- Proposed Development
- Key Site Buildings
- Greenways and Bike Routes
- Proposed Development Parcels



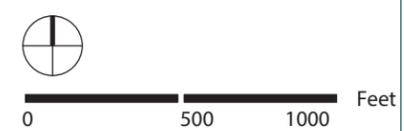
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CIRCULATION



LEGEND

- Water Taxis
- Vehicular Access
- Water Access
- Pedestrian Access
- Bike Access
- Potential Trail
- Major Vehicular Thoroughfares
- Rails-to-trails Paths





Since McNeill Street serves as the main gateway into the site from downtown Shreveport, it makes sense to intercept automobiles in this general location before they get too far into the site. This helps to preserve the largely pristine and heavily wooded nature of the site as well as its open and pedestrian character. The site plan, therefore, shows a surface parking area on land bounded 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 partially elevated railroad corridor.

This area also contains SWEPCO substations which are very difficult to relocate, again, making the likely redevelopment of these parcels very marginal at best and likely undesirable anyway. However, these parcels are ideal for intercept parking as they would largely prevent automobile penetration into the site, yet offer ample parking for those utilizing the site as well as surrounding development. This proposed parking lot area is large enough to accommodate organized sports events on the site's playing fields. However, if additional parking is required, 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 lots proposed as part of this project as well as nearby

existing parking 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 local high school games, for example, even state high school championship games, as well as festivals and concerts. This proposed land use will be supported by ancillary commercial development. The overall development concept for the Cross Bayou corridor (shown above) creates a major amenity as well as a 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 small commercial businesses and start-ups and even residential mixed-use development should be expected as well. All this anticipated new development will help to 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 will 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 roles 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. For the sake of clarity, all maps in this section have been reproduced at full size in the Appendix (Volume III).

## PART 8: CONCLUSIONS AND RECOMMENDATIONS



With the completion of the Cross Bayou Brownfields-Area Wide Plan, the City of Shreveport has taken another step toward the eventual redevelopment of the project site. The process leading to eventual redevelopment is not a short one, however. Actually, the process began in the 1990s when the citizens of Shreveport approved a bond issue that was the first official step in the process, providing 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.

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 its “Catalyst Site.” 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. 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, the 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 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
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.).