

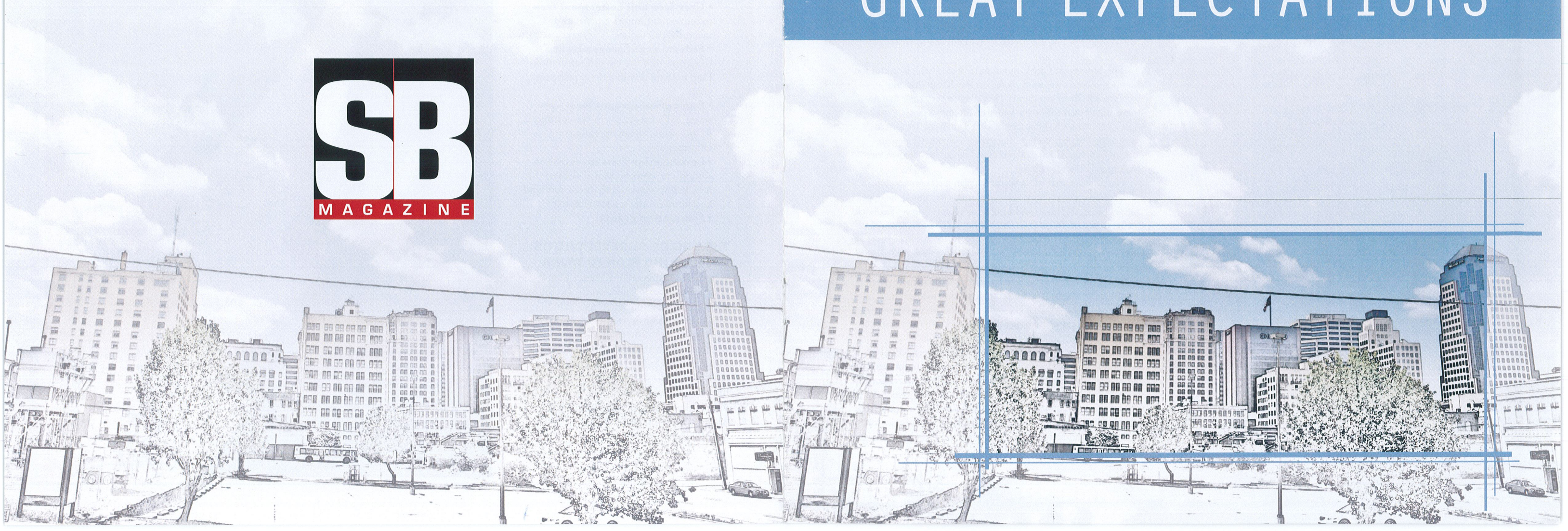
GREATER
EXPECTATIONS
for the
FUTURE

CADDO - SHREVEPORT
MASTER PLAN

PART 1 OF A 2-PART SERIES



GREAT EXPECTATIONS



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MASTER PLAN
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GREATER EXPECTATIONS *for the* **FUTURE**

BY PHILLIP ROZEMAN

Peter Drucker said, “The best way to predict the future is to create it.” Shreveport and Caddo Parish are at the brink of a new era of opportunity, and that is why the Shreveport-Caddo master plan is called Great Expectations. Over the next 20 years, our area will undergo substantial change. The only question is whether we will participate in shaping that change or will we adopt a “que sera, sera” attitude — whatever will be, will be.

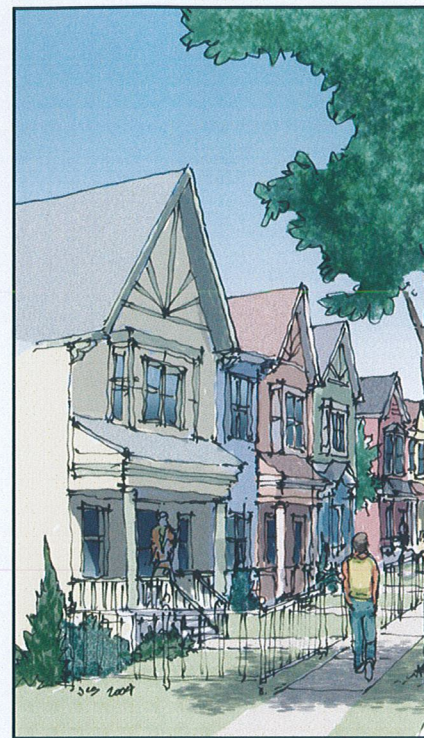
The last time the city of Shreveport captured the future hopes, dreams and expectations of its citizenry in a master plan was during Jim Gardner’s term as mayor: It was in 1956 — more than 50 years ago.

This Shreveport City Council and Caddo Parish Commission decided 50 years was long enough to go without thinking systemically about our future. They made it very clear that the new master plan will be the whole community’s plan — not just a plan for a small number of vested interests. To assist in preparing the plan, they contracted with Goody Clancy, an award-winning national planning and design firm known for community-based planning.

Over the last year, the work on the plan has been nonstop. There have been multiple visioning forums to capture the hopes of people; open houses and a public opinion poll to get feedback at every step of the process; and hundreds of hours of work by national and local firms and citizen experts to turn hopes into real recommendations for change. Well over a thousand citizens have already directly participated in the master plan process.

There are certainly Great Expectations. And to meet these expectations, the plan builds on strengths and focuses on solutions. It takes a “what’s working and how do we do more of it?” approach rather than spending time and energy answering the question “what’s broken and how do we fix it?”

Great Expectations defines a vision and creates a script for accomplishing that vision. Leaders grow tired by the ambiguity of complex problems. The master plan is built on the realization that effective solutions don’t have to match the complexity of the problem. Training for a marathon is a series of scripted steps that requires focus and dedication. Building a better future for our children and grandchildren takes the same kind of focus and persistence.



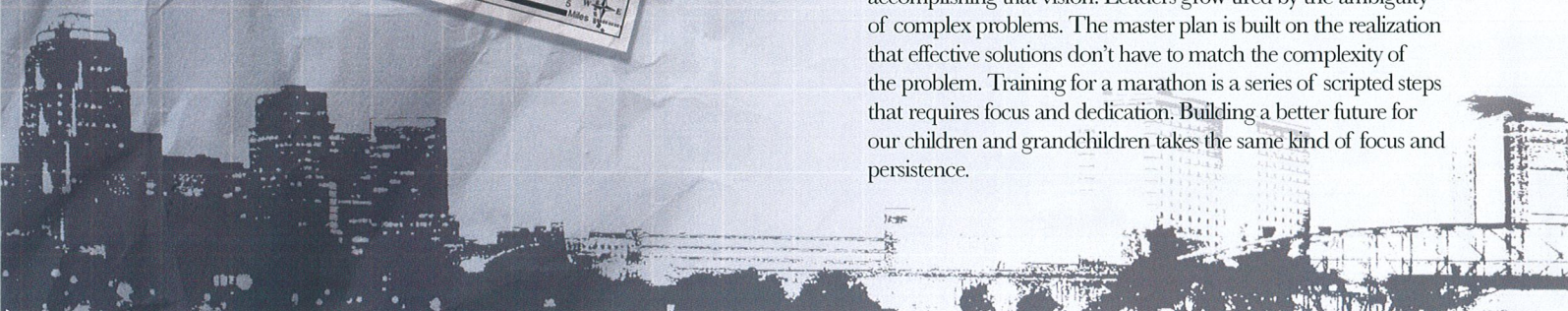
term, potential sources of funding to implement the strategies and achieve the goals of this plan include:

- **Development impact fees.**
- **Infrastructure bond funding.**
- **User fees and betterment fees** to implement improvements and incentivize activities.
- **Federal grant programs** that recognize that the Great Expectations Plan is aligned with federal program goals.
- **Enterprise account fees:** water, sewer, solid waste, storm-water utility.
- Cost savings from operating efficiencies.
- **Leveraged private investment** through incentives, such as waived fees, below-market sales of vacant land and limited-time tax abatements.
- **Foundation grants.**

THE END OF SHREVEPORTITIS: PUTTING THE PLAN TO WORK

The Great Expectations Master Plan for Shreveport-Caddo builds on the bright spots and focuses on solutions: “What’s working and how do we work together to do more of it?” — rather than “what hasn’t worked and who was responsible?”

Shreveport-Caddo residents have an ambitious and exciting vision for the future of this community. It’s up to us to provide the persistence and put the Master Plan to work for our future and our children’s future.





citywide energy plan (especially for municipal buildings).

PUBLIC SYSTEMS: FACILITIES, SERVICES, INFRASTRUCTURE AND TRANSPORTATION FOR A COMMUNITY THAT WORKS

We tend to take for granted the invisible infrastructure, the public buildings, and the services that keep our systems going, but when infrastructure stops working, when buildings and facilities start to deteriorate, and when services do not meet our expectations, communities are no longer as livable or economically competitive as they should be.

Sprawl without population growth combined with inadequate maintenance funding has produced unsustainable infrastructure and service costs. Sewer and water pipe breaks happen too often, and many streets rarely see improvements. System-wide planning and maintenance has taken a back seat to reactive response to emergencies and to the expanding service areas.

Potential strategies to improve public systems include:

- **Fund and implement comprehensive Master Plans** for sewer, water supply and stormwater management.
- **Work with other jurisdictions** to create a multi-parish water supply utility district.
- **Set long-term priorities** for infrastructure by funding and implementing a municipal asset management system (including pavement management) linked to an up-to-date GIS (Geographic Information Systems) database.
- **Establish a “complete streets” policy** for road improvements in order to provide for pedestrians, bicyclists, transit, and other motorized vehicles.
- **Continue to work with energy companies** and regional water

management groups to ensure safe and prudent water use for Haynesville shale activities.

- **Implement a solid waste fee,** encourage recycling and composting, and reduce the solid waste stream by at least 20 percent from 2010 levels in order to extend the life of the landfill and save resources.

MAKING THE MASTER PLAN A LIVING DOCUMENT

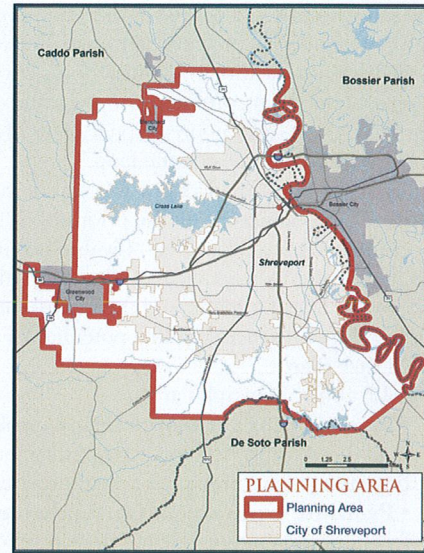
A great document — great words and pictures on a page — is not the measure of success.

Success is when a plan becomes a living document, guiding decision making by Shreveport and Caddo Parish leaders in partnership with residents, the business community, educational and medical institutions, and the nonprofit community.

The Master Plan document is not the end but the beginning — a collaboration of recipes for positive change that will require many ingredients and a diverse group of cooks working to prepare the meal of a growing successful Shreveport.

A good master plan is the foundation for strategic, purposeful and effective action. The Great Expectations Master Plan: Shreveport-Caddo 2030 includes recommendations on best practices for

“Success is when a plan becomes a living document, guiding decision making by Shreveport and Caddo Parish leaders...”



organizing government activities and agencies and an implementation plan that lays out the specifics of potential actions, responsible parties, time frames (short, medium and long-term) and potential resources.

STRATEGIES TO TURN IDEAS INTO ACTION

Create a position for long-range planning at the MPC and hire a planner with responsibility to be the in-house expert on the Master Plan and for coordinating implementation.

Create a citizens’ advisory committee similar to the Community Advisory Group to serve as continuing advocates, stewards, and monitors of the Master Plan, with the MPC’s long-range planner serving as staff to this committee.

Review implementation progress in annual public hearings at the MPC and a joint City Council and Parish Commission meeting.

Use the Master Plan to guide annual departmental work plans, the budget and the capital improvement program, required planning documents for federal funding programs, and grant proposals.

Schedule a public process every five years to review implementation progress on the Master Plan and to confirm or revise the Vision, Principles, and Goals.

WHERE'S THE MONEY?

Serious plans attract funding and investment. Just having a plan developed through a participatory process demonstrates that this community knows where it wants to go, has a strategy to get there, and is creating the organizational capacity to get the job done. A wide diversity of funding sources must be pursued and coordinated. Over the long



Downtown Shreveport

There will be no talk of success, however, unless the study becomes a living document — one used by government, business and nonprofit leaders to guide the future.

Here, we discuss five key themes that emerged from the thousands of hours of conversation, analysis and discussion during the master plan process. The strategies and actions of the plan are related to these broad concepts that provide a foundation for the future work of our community.

SHREVEPORT MUST FIND ITS UNIQUE IDENTITY AND CELEBRATE IT.

What does it mean to be a Shreveporter? What’s special about our community and area? It seems that in recent decades we have lost our sense of joint identity, and we spend a lot of time talking about what we can’t do or should have done. We spend very little time celebrating the key improvements to our area over the last 20 to 30 years.

It is as if we do not believe we deserve to be successful, despite the many assets on which we can build greatness.

Shreveport has the only true downtown in the million-person Ark-La-Tex region. Our downtown is rich with historic buildings and remains a strong employment center. Downtown can become the 21st-century live-work-play center of the entire region — a key to helping us retain our young people and attracting new residents and visitors.

Shreveport is one of a handful of places in the world that can rightfully claim to be a birthplace of rock ‘n’ roll, a music genre that literally changed cultures around the globe. This cultural juggernaut was created by African-American blues musicians and white country musicians bridging the racial divide. We are all heirs to this rich multiracial tradition and to the new artistic traditions being forged here

The Great Expectations Master Plan draft is nearly ready for public review. Beginning Aug. 16, the draft plan will be available on the project website (www.shreveportcaddomasterplan.org; click on Document Library), at public libraries and at the Metropolitan Planning Commission office on the fourth floor of Government Plaza. On Aug. 28, the public is invited to a forum and celebration lunch at Municipal Auditorium to hear more about the plan.

While this may seem like the end of the process, it is really only the beginning of a partnership to achieve the Great Expectations vision. The master plan is like a collection of recipes that requires many different ingredients and a host of cooks to prepare. It requires a partnership of government, residents, property owners, business owners, institutions and nonprofit organizations working together to build a foundation for a successful 21st century for Caddo Parish.



Revitalizing neighborhoods is important to residents

today, not only in music but also in visual arts and film.

The Red River provided for the birth of Shreveport 150 years ago and continues to be crucial to future development. Today, the banks of the river provide a place for entertainment for adults at riverboat casinos and families at Sci-Port and RiverView Theatre. Other cities can only envy the potential of our Cross Bayou waterfront.

The natural beauty and climate in the region is awe-inspiring and provides the backdrop for a Sportsman's Paradise. The economy is diverse with great potential for growth around emerging opportunities like the Haynesville Shale, Barksdale Air Force Base and the Global Strike Command, film and digital media, and our growing healthcare sector.

Our history, culture and landscape have helped create what we are today and provide building blocks for the future. In 20 years, why not be a model for prosperity, opportunity and quality of life in Louisiana and the South?

SHREVEPORT'S FUTURE GROWTH AND POTENTIAL DEPENDS ON INVESTING IN PEOPLE.

Although the master plan is focused on the physical development of the Shreveport-Caddo area and guiding land-use decisions, investment in people is a consistent thread throughout the document. The future belongs to communities with an educated and skilled workforce — communities that find a way to make investment in people a top priority. We can't afford to waste the brainpower of our citizens, and we must build economic opportunities for more people. "A rising tide raises all boats" must be the proverb that spurs the community to work to close the income and education gaps between races.

Participants in the master plan process were emphatic that education is their greatest concern. Businesses know they need a skilled workforce in order to advance. While the master plan underlines the benefits of the Caddo Public School District's concurrent master plan process for the pre-K through grade 12 schools, it also emphasizes the need to invest in

workforce development and higher education to retain and attract talent to our community. Strategically focusing our resources on investing in people will pay big dividends.

SHREVEPORT MUST INVEST IN CREATING "NEIGHBORHOODS OF CHOICE" EVERYWHERE.

Good neighborhoods are a critical determinant of quality of life. Businesses locate where people want to be. Good neighborhoods along with a great open space system and a vibrant cultural life are among the key attractions that any city and metropolitan area can offer.

In the master plan's public opinion survey and in public meetings, participants said that revitalizing older neighborhoods is critical to Shreveport. Neighborhoods across the city should all be "neighborhoods of choice." This investment in place includes everything from ensuring that our basic infrastructure is maintained to planting trees along major roads and creating safe, attractive routes for walking and biking.

SHREVEPORT MUST STOP SPREADING ITSELF TOO THIN AND GROW SMARTER.

For decades, the Shreveport-Caddo area development model has been sprawl without growth. Since 1950, the population of Shreveport has not even doubled, but the geographic area of the city has expanded fourfold. We've abandoned older parts of the city to build at the edges. This means greater costs to maintain the public infrastructure — more than a thousand miles of local roads, water lines and sewer lines — to serve a population unchanged since 1980. The master plan looks at a set of policies and strategies that promote redevelopment of the city core.

Policymakers made it clear from the beginning that this planning process must be "out of the back rooms and into the light" — that it not be driven by a few special interests. The result has been an open process to provide opportunity for all citizens to participate.

the same number of people have to support water, sewer and road systems over a much bigger area. The Master Plan's analysis of the fiscal implications of Shreveport's current development patterns shows that continuing on the same course will result in ever higher costs and poorer service. The Master Plan promotes more development "inside the loop."

The big picture framework of this community-based Draft Master Plan is aligned with the priorities of the state and federal governments, particularly the "Livability Principles" jointly adopted by the Departments of Transportation and of Housing and Urban Development, and the Environmental Protection Agency. This enhances funding potential for implementation of the Master Plan.

The Livability Principles are:

- **Provide more transportation choices** to decrease household transportation costs, reduce our nation's dependence on foreign oil and improve air quality.
- **Promote equitable, affordable housing** by expanding location-and energy-efficient housing choices for all people.
- **Enhance economic competitiveness** through reliable and timely access to employment centers and educational opportunities.
- **Support existing communities** through strategies like mixed-use development and land recycling.
- **Coordinate and leverage federal policies and investment** to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth.
- **Value communities and neighborhoods** by investing in healthy, safe and walkable neighborhoods.

STRATEGIES FOR GROWING SMARTER

Shreveport will create new regulatory and planning systems that are more predictable and transparent, more efficacious in enforcement codes and quality of life ordinances, and more effective in eliminating blight and vacancy.

Strategies to consider include:

- **Create a new Unified Development Code** (zoning and other development regulations) consistent with the Master Plan that promotes quality development, predictability for both neighbors and property owners and streamlined procedures.
- **Include provisions in the new development code** that identify major mixed use centers and urban villages inside the loop to promote higher densities designed to support transportation alternatives such as express bus service.
- **Establish a new culture of planning** that increases predictability for everyone through a system that provides for consultation with neighborhoods and property owners in creating zoning and for potentially high-impact developments.
- **Establish quality of life ordinances** and enforcement systems to include a rental housing code, a ticketing system for certain kinds of code violations, and a special environmental court to hear housing and code enforcement cases (similar to existing courts in other Louisiana cities).
- **Establish development impact fees** so that new development pays for increases in infrastructure and service costs.
- **Establish revitalization incentives** for private investment where development is desired: waived impact fees, tax abatements and infrastructure investments.

INVEST IN PLACE AND BUILDING NEW SYSTEMS

High quality of life — resident satisfaction in daily living — is another foundation of successful 21st century communities, and

it is profoundly affected by neighborhood conditions, access to green spaces and water, cultural opportunities, and community connections. Businesses locate where people want to be, and good neighborhoods, along with a great open space system and a vibrant cultural life are among the key attractions that any city and metropolitan area can offer.

MAKE ALL NEIGHBORHOODS INTO NEIGHBORHOODS OF CHOICE

- **Create a community-based Housing Policy Advisory Council**, including representatives of government staff, neighborhood organizations, for-profit and non-profit housing developers, realtors and representatives of economic development organizations.
- **Establish a professional Redevelopment Authority** to take charge of blight elimination and redevelopment activities to create mixed-income neighborhoods.
- **Focus redevelopment activities strategically** in locations that build on existing assets and provide critical mass, such as the medical district neighborhoods, and target coordinated housing, infrastructure, transportation, park, and service investments to create a successful mixed-income neighborhood.
- **Establish a rental housing code** to ensure that rental properties are fit for habitation.

Shreveport's "green" agenda means building a healthier place for all to live and work by developing a safe green space network using currently available land that connects neighborhoods with parks, schools and walking opportunities.

A GREEN AGENDA FOR A BEAUTIFUL, HEALTHY AND ENERGY-EFFICIENT COMMUNITY

Shreveport's "green" agenda means building a healthier place for all to live and work by developing a safe green space network using currently available land that connects neighborhoods with parks, schools and walking opportunities.

Strategies for a green agenda include:

- **Create an area-wide greenway plan** integrated with a network of a street bicycle and pedestrian routes by amending land use regulations to require new development to encourage greenway linkages and raise public awareness of value of greenway expansion in all neighborhoods. The city will work with school system, library system, public hospital and other potential partners to expand park and recreation resources without need for new land acquisition.
- **Establish conservation setbacks** from wetlands and bayous and create new lakes, water retention areas and parkland around Cross Bayou development, Bayou Pierre and Wallace Lake.
- **Use Leadership in Energy and Environmental Design** as standard for education of citizenry and informing energy efficiency requirements in the building code for a



**PROSPERITY AND OPPORTUNITY:
INVEST IN PEOPLE**

Shreveport-Caddo Prosperity Depends on Opportunity for All Its Residents. The keystone of economic development in the 21st century is investment in people and their skills. The components of human capital and lasting economic opportunity are education, entrepreneurial capacity, attraction and retention of talent, and development of a research base.

This begins with continuing to improve the education system for all so that the area is well positioned for the knowledge economy and continues with developing new businesses by building entrepreneurial activity. The real estate model of economic development — build it and they will come — is inadequate in the new economy. Over the long term, Shreveport-Caddo and the region have to build their own entrepreneurial capacity through training and technology.

Strategies for economic development and investment in people include:

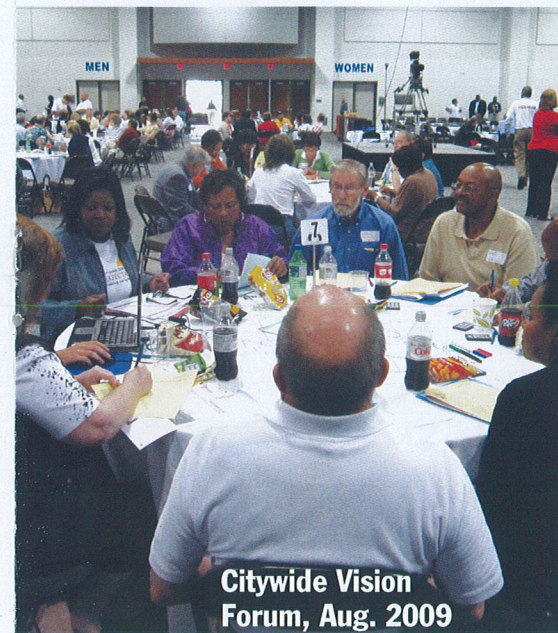
- **Develop a reuse and readjustment strategy** around the GM plant focused on advanced manufacturing sectors, including automotive-related, defense, aerospace and advanced energy.
- **Target the needs of natural gas producers** and service firms to assist in site finding and permitting, meeting workforce needs and developing a local workforce.
- Develop a coordinated regional marketing initiative for the health care industry as a regional center of specialized care.
- **In the film and media sector, expand marketing** targeted to production and post-production industries and

develop a buy-and-hire local initiative.

- **In the biomedical sector, shift focus from investment in facilities to recruiting** researchers — human capital — who can attract additional research funding and staff to develop new products, and establish a biomedical enterprise development program.
- **Establish a Shreveport-Caddo Economic Development Corporation** as a joint city-parish agency, with professional management and expertise to assist local entrepreneurs, small businesses, and larger enterprises; work on business retention; help new businesses meet their needs for space and permitting; and recruit new firms — much as Shreveport does now for film and digital media and tourism. Shreveport-Caddo currently has a fragmented economic development with limited capacity. Regional level organizations are important partners, but it is essential to have a more locally-focused economic development implementation agency.
- Promote the formation of “angel” investment funds from local investors in early stage high growth industries.

THE BIG PICTURE: GROWING SMARTER

During the last three decades, Shreveport-Caddo has been experiencing sprawl without growth. While the population has remained stable and the number of households has grown only modestly, development has been taking place farther and farther away from the center of the city. Why does this matter? Large areas in the central part of the city have been abandoned to blight and vacancy as new development has gone out to the edges of the city. Infrastructure and services have become very costly, because



Citywide Vision Forum, Aug. 2009

SHREVEPORT MUST BUILD NEW SYSTEMS THAT PROVIDE PREDICTABILITY FOR DECISION MAKERS.

The need to build diverse stewardship of the common good is a requirement to build a successful Shreveport. When put under the microscope, it is clear that Shreveport has a system problem. The city lacks a good framework to help guide decision-making by city leaders. The current system doesn't really encourage planning, accountability and transparency.

When putting systems under the microscope, Shreveport must reduce unpredictability for businesses and residents. People invest only when there is predictability — when they can trust, when they know the process won't change much with political turnover; and when they are made aware of the reasons for decisions. Predictability, trust and transparency are important.

The master plan provides for the development of a framework for decision making. It provides for ways to reduce unpredictability and establishes principles to guide thinking about the future. If implemented with fidelity, it will provide a foundation for political and business culture change.

These observations could be viewed as a snapshot of our past and present or they could be viewed as foundation principles for future change. The Master Plan Community Advisory Group hopes these themes will be constant reminders and guideposts for proactive change.

COMING IN SEPTEMBER - PART 2: The key strategies and actions recommended in the master plan — a blueprint for a great city and parish.





CADDO - SHREVEPORT
MASTER PLAN
 PART 2 OF A 2-PART SERIES

GREAT EXPECTATIONS: IMAGINE, PLAN, ACT

BY PHILLIP ROZEMAN AND DAVID AUBREY

Over the last year, our community has been working on a master plan to define our goals for the future and help us achieve them: the Great Expectations Shreveport-Caddo 2030 Master Plan. This is our first comprehensive master plan in over 50 years and sets the course for Shreveport-Caddo in the 21st century. The August issue of *SB Magazine* brought you an overview of the Master Plan. This September article introduces the major recommendations of the Master Plan.

Throughout this process, we found that more unites us than divides us. We all have a shared responsibility for what this community is now and a stake in what it can be in the future. Because this plan is based on an unprecedented level of broad public participation, it empowers us all, from government officials and staff to ordinary citizens, to work toward goals that our community wants to pursue. Just like the planning process, implementation of the plan will have to be a community-wide partnership focused on common goals, with government, business, institutions, neighborhood groups and citizens working together.

The August article introduced four major themes of the Master Plan. These guideposts for positive change are:

- **Shreveport must build** on its unique identity and celebrate it.
- **Shreveport must give greater emphasis** to investing in people.
- **Shreveport must find ways to grow smarter.**
- **Shreveport must invest in place and build** new systems that provide predictability for decision makers.

PUBLIC COMMENT ON THE DRAFT MASTER PLAN

The public will have a chance to review and comment on the Draft Master Plan during fall 2010. On Sept. 29 and Oct. 20, the Metropolitan Planning Commission (MPC) will hold special 6 p.m. public hearings on the plan and can request revisions, with a vote on approval expected at another special 6 p.m. meeting on Nov. 3. After MPC approval the Master Plan will be presented to the Shreveport City Council and the Caddo Parish Commission. The entire draft plan is posted on the project website, www.shreveportcaddomasterplan.org, and hard copies are available for review in public libraries and the MPC office at Government Plaza, 505 Travis Street, 4th floor.

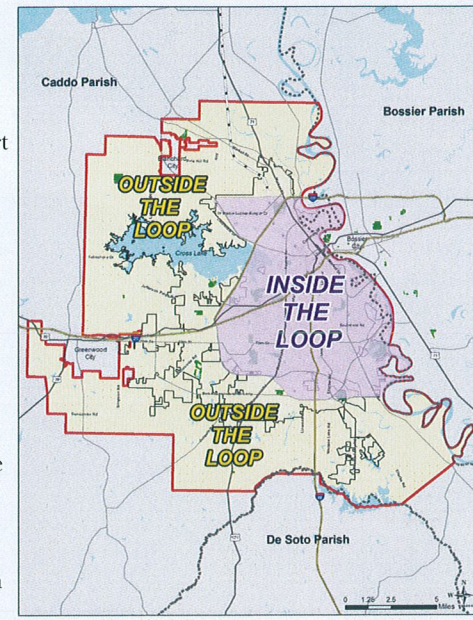
CELEBRATING UNIQUE IDENTITY, FOCUS ON DOWNTOWN

One of the things that makes Shreveport unique in northwest Louisiana is that it has the only real downtown in a region of a million people — a real downtown in the sense that it is the historic regional center of business and government, with a walkable street grid and dense clusters of historic and modern buildings, and it remains a major center of employment and a growing center of entertainment, arts and culture.

But downtown does not yet fulfill its role in the Master Plan Vision: a downtown that is “vibrantly alive with residents and businesses in historic and new buildings” with a “revitalized waterfront district” on Cross Bayou.

The Master Plan framework for downtown has several components: securing the urban and historic character of downtown; bringing new activity through educational and civic institutions; strengthening the arts and culture hub already developing in the West Edge; establishing a strong residential component by reusing historic buildings; and revitalizing Texas Avenue as an events and “main street” corridor. Strategies for the future of downtown Shreveport include:

- **Downtown becomes a desired residential option** especially for young professionals and households without children — offering attractive and affordable choices for young singles, couples, empty nesters, and retirees with a focus on the development of the West Edge and residential and mixed use development in the Cross Bayou area
- **Led by Downtown Development Authority, conduct a parcel by parcel analysis** to identify development and redevelopment opportunities throughout downtown planning area and establish new zoning districts with their own design and development standards in the various sub-districts (West Edge, Texas Avenue, Waterfront, Cross Bayou).
- **Establish more educational programs** downtown to bring student life to downtown streets.
- **Improve circulation and parking** downtown by making streets two-way, creating a parking management district, providing for



resident parking, and establishing a circulator van or trolley.

CULTURAL PRESERVATION: HISTORIC PRESERVATION, ARTS AND CULTURE

Preserve heritage and intensify cultural and artistic expression today. Shreveport-Caddo has a rich history and cultural heritage that deserves wider acknowledgement and celebration among residents and visitors alike. We need to heighten our efforts to preserve significant historic structures and build on Shreveport’s place as a cultural crossroads in music, art, and 20th century history.

Strategies for historic preservation, arts and culture include:

- **Create a one-stop-shop** for information and thorough inventory of historic properties within the Metropolitan Planning Commission (MPC).
- **Establish a Historic Resources Advisory Committee** to lead preservation efforts.
- **Establish regulations and incentives** that make restoration and reuse of historic structures financially feasible.
- **Use National Trust for Historic Preservation guidelines** to establish a pilot Main Street program on Texas Avenue and provide user-friendly information on historic and cultural assets with careful attention to signage; development of heritage trails with different themes; self-guided digital tours; and raising awareness among residents.
- **Increase visibility of art and artists in the community** by establishing a public art in the public projects ordinance; develop art events in neighborhoods, and enhance arts education (especially after school programs) through the work of the newly formed Arts Congress, and encourage artist studios and continual expansion of cultural amenities in the West Edge district of downtown.
- **Intensify the arts and culture presence in the downtown West Edge** through new offices for the Shreveport Regional Arts Council in the historic fire station, as well as encouraging artist studios and continual expansion of cultural amenities in the West Edge district.

